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NON-MARKET ACTIVITIES: PROPOSED MODEL SURVEYS, SOURCE INPUTS FOR EDUCATION AND THE CPC

ABS Survey of the Community Services Industry

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Abstract

This paper details ABS experiences with the development and conduct of its first comprehensive survey of the community services industry (broadly speaking this equates to ISIC Group 853 - social work activities) which was undertaken in respect of 1995-96 financial year. The collection was a sample survey of some 6,000 organisations from an original population of 12,000 organisations. The conduct of the survey presented particular problems in that many of the participants in the industry were non market, not for profit organisations and the services provided by the organisations were either free or at subsidised rates. This created a range of difficulties in terms of survey design, particularly given that one of the key requirements of users was comprehensive information about the types, values and quantities of services provided.

Introduction

This paper details ABS experiences with the development and conduct of its first comprehensive survey of the community services industry (broadly speaking this equates to ISIC Group 853 - social work activities) which was undertaken in respect of 1995-96 financial year. The collection was a sample survey of some 6,000 organisations from an original population of 12,000 organisations. The conduct of the survey presented particular problems in that many of the participants in the industry were non market, not for profit organisations and the services provided by the organisations were either free or at subsidised rates. This created a range of difficulties in terms of survey design, particularly given that one of the key requirements of users was comprehensive information about the types, values and quantities of services provided.

2 The paper reports on the methodology adopted for the survey. In particular it discusses the commodity classification used for the survey and the methodology adopted for the collection of information regarding the value of the services provided as defined by the classification. The paper also briefly discusses the relevance of the Central Product Classification (CPC).

Background

3 In 1991-92 the ABS established a Service Industries Project to undertake studies of selected industries to meet the increasing demands for information about the service sector industries. Primarily, these collections were designed to provide detailed structural data such as employment, income including commodity data, expenses, profitability, assets and liabilities for the businesses at a detailed industry level (ie at the 4 digit Australian and New Zealand Standard Industry Classification (ANZSIC) level) for the purpose of assessing the significance and performance of the industry. In addition the collections sought a range of activity measures relevant to the industry. The collections were intended to complement the annual ABS economy-wide economic activity survey and users of the data included the national accountants, in particular for input output purposes, industry analysts and government policy departments.

4 The program of collections has included to date, a broad range of industries, although there has been a heavy focus on business services and tourism related industries in the belief that these were the areas with the potential for significant growth and of greatest interest to policy makers. More recently surveys have been undertaken of the medical profession in 1994-95, gambling industries 1994-95, and to be repeated in 1997-98, cultural and recreational industries in 1996-97 and the community services industry in 1995-96.

5 The need for a community service industry survey was first expressed at a Welfare Industry Study Workshop organised by the Australian Institute of Health and Welfare, a major government research body, in April 1994. Subsequent to that a Community Services Industry Survey Advisory Group consisting of Commonwealth, State and Territory Government departments and community service bodies was established to advise ABS on the content and nature of the proposed survey. Partial survey funding was also provided via the Standing Committee of Community Services and Income Security Administrators (SCCSISA) - a policy committee comprised of members from Commonwealth, State and Territory Government Departments responsible for community services.

Objectives of the Survey

6 The overall objective of the survey was to fill the void in terms of information about the industry, as no detailed study had been previously undertaken of the industry. A number of state governments had undertaken collections of their own, however they were incomplete. Users saw an ABS survey as potentially providing fundamental base line data on a consistent national basis which would provide an understanding of the size and nature of the industry and provide benchmarks for measuring change over time. Specifically users wanted to:

- a) measure the size and structure of the industry
- b) identify the relative contributions of the for profit and the not for profit sectors in the industry
- c) measure the significance and role of government in the industry
- d) identify the source and application of funds by community service providers
- e) information on service delivery in terms of types and value of services provided as well as output measures
- f) compare data for the different States and Territories.

Scope

7 One of the major issues in developing the survey was defining the scope of the collection. In the Australian and New Zealand Standard Industrial Classification (ANZSIC) the community services industry is a subdivision (87) within Division O - Health and Community Services. The subdivision consists of 4 classes:

- class 8710 - child care services
- class 8721 - accommodation for the aged
- class 8722 - residential care services n.e.c.
- class 8729 - non residential care services n.e.c.

Classes 8710 and 8729 equate to ISIC class 8532 - social work without accommodation, while classes 8721 and 8722 equate to ISIC class 8531 - social work with accommodation.

8 In addition to the above, users were interested in a number of other 'community service' areas such as:

- nursing homes (classified to health ANZSIC class 8613; ISIC class 8511 (part))
- employment services for disabled persons (classified to ANZSIC class 7861 (part); ISIC class 7491 (part))
- supported employment schemes (classified to various ANZSIC classes including manufacturing)
- peak bodies of community service groups (classified to ANZSIC class 9623 (part); ISIC class 9199 (part)).

9 In addition, government, particularly at the State level but also at the local government level, are heavily involved in the delivery of community services as well as being responsible for

significant funding and policy development. For this reason, there was considerable pressure for the inclusion of the community service activities - both service delivery and policy development, of general government units for each level of government ie local, State and Commonwealth.

10 Each of the above categories were included in the scope of the survey. The major population source for the survey was the ABS Business Register and as such the survey was restricted to employing organisations. Lists developed specifically for the survey were also used, particularly for the part ANZSIC classes being covered by the survey.

11 Another area for which there was considerable demand for inclusion in the study was that of pre-schools (ANZSIC class 8410; ISIC 8010 (p)) which was viewed by some as being closely linked to the child care industry. Unfortunately collection difficulties prevented the inclusion of pre-school organisations.

Meeting User Needs

12 In terms of the user requirements identified above, all requirements with the exception of elements (c) and particularly (e) could be met by the 'standard' structural type information collected as part of the industry studies undertaken by the Service industries Project. A list of the structural data items sought are at Attachment A. Specifically the survey was designed to produce information on:

- the number of organisations involved in community services
- the employment of the industry by male/female and by full time/part time
- the number of volunteers working in the industry
- sources of income eg government grants, donations, sales of services etc
- items of expenditure eg labour costs etc
- operating surplus - where applicable

13 All of the above were capable of being classified by industry; by government or private sector; and by whether the private sector organisations were for profit or not for profit organisations.

14 Element (c) of the user requirements was largely an issue of interpretation and analysis. Government in Australia is involved in community services in three ways:

- direct community service provision to clients
- funding of private sector community service organisations
- developing policy in respect of community service

15 Measures of each of these components were identified in the survey and were presented in the publication '*Community Services, Australia 1995-96*' (cat 8696.0). In total, government outlayed \$8,474 million on community services in 1995-96; \$2,488m in direct service delivery, \$258 million in policy development and other community service related activities and \$5,728 million in payments to other community service organisations.

16 The final aspect of user requirements was the need for information on service delivery in terms of the types of value of services provided as well as output measures. In respect of these, different approaches to those normally adopted were required.

Types and Value of Services

17 Determining the type and value of services provided by community service organisations involved two components. First a classification of services needed to be developed and second a methodology for the collection of information on those services needed to be determined.

18 The Provisional CPC and Australian and New Zealand Standard Industrial Classification (ANZSIC) did not present commodities and activities of interest in the same aggregations, and in many areas to the level of detail, required by the major external users. As such the need for a special purpose classification was established early in the development of the survey. In this regard the Australian Institute of Health and Welfare (AIHW) took prime carriage for the development of a National Classification of Community Services Activities. The ABS provided advice on ANZSIC and CPC alignment. The classification was developed in close consultation with the Advisory Group (ie administrators in the field) and was based in part on the past experiences of some of the State Governments in undertaking their own data collection from the sector. Due to the complexity of the task it was not finalised in sufficient time for use in the survey and the actual commodities collected in the survey were based on an earlier draft of the classification. The final classification developed, consisted of a three tier structure, containing 9 sections (at the highest 1 digit level), 31 groups (at the 2 digit level) and 92 classes (at the 3 digit level).

19 A listing of the service commodities in the classification and a preliminary concordance to the CPC Version 1 and the ANZSIC is provided at Attachment B.

20 In terms of collecting data in respect of the value of services provided, the non marketed nature of the commodities required a different approach to the traditional breakdown of income by commodity adopted for other industries such as retail etc. Rather, the approach adopted was largely input based, whereby organisations were required to attribute their expenditure for the year (ie the total of all the expenditure items identified in attachment A) across the range of services they provided. For this purpose organisations were asked to attribute their expenditure across 34 services (equating largely to the group level, or lower in some cases, of the National Classification of Community Service Activities - refer to Attachment B where the 34 services or their equivalents have been included in the collection have been bolded) as well as separately identifying expenditure related to: fundraising activities; payments overseas to support community service needs; payments to other organisations in Australia to undertake community service activities and any business activities. The allocation to the commodities and other activities was on a simple percentage basis. To assist in the attribution of the expenditure brief definitions of each of the services were provided to the organisations selected in the survey.

services, requiring the attribution of total expenditure for the year across the full gamut of community service activities.

22 In addition to information on the value of services provided users had a strong requirement or information on output measures associated with the service. For this purpose an appropriate output measure was developed for each of the service commodities identified for collection in the survey. These were generally in the form of number of clients; number of contact/cases etc and collected in association with the expenditure estimates enabled the derivation of cost per output measures for each of the different types of organisations ie government, for profit organisations and not or profit organisations. The development of these measures enabled comparison by type of organisation. Similarly such measures could be compared across the States and Territories and as such was viewed as a very valuable and critical output from the survey by the various policy makers in the community service field.

Results and data limitations

23 Preliminary results from the survey were released in August 1997 whilst final results were released in February 1998. While there was considerable interest in the baseline data such as the magnitude of the industry in terms of number of businesses, employment, number of volunteers, the greatest interest was in the value (ie expenditure on) of the services provided, the output measures and the expenditure per output measure.

24 Inevitably the adoption of a new classification, a relatively simple attribution technique and broad output measures has resulted in some data limitations, which mainly relate to organisations with multiple functions. Specifically for organisations with large overall expenditure the accuracy of the percentage split particular for those activities with a low percentage may be very important to the overall estimate for that activity. In respect of the classification the results indicate that there were situations where respondents were having difficulties in discerning between some of the different activities. This was particularly the case where the organisation (typically government) were responsible for service delivery and policy development. A report on the use of the classification is currently being finalised. Finally, the output measures adopted were necessarily broad in nature and undoubtedly there were variations in what individual measures, such as number of contacts might mean to different organisations.

25 Attachment C provides details of the estimates of commodities produced, output measures and expenditure/output measures for each of the 32 commodities.

Conclusions

26 The development of the community service industry survey was a major undertaking by the ABS. In the process of developing the survey a new classification of community service activities was developed and a new approach to the derivation of valuing the services produced implemented. While both of these were somewhat experimental, the resulting output largely met the needs of users in providing benchmark data about the size and nature of the industry. Seminars held with the major users subsequent to the release of the results confirmed the considerable value they placed on the information on the type and value of services produced and

the output measures associated with them.

Organisational information

Type of organisation - legal status/not for profit
Accounting year
Number of locations at which the organisation operates

Employment

Employment - permanent/casual/ other by male/female by broad hours worked
Broad activity description of employees - managerial/service delivery/other
Number of volunteers - male/female by broad activity by hours worked

Income

Government funding by source (ie local/state/Commonwealth or joint funding) by type
Funding from non government organisation
Bequests received
Donations received and other fundraising
Provision of services to clients and other organisations
Sales of goods
Interest received
Other income
Total Income

Expenditure

Wages and salaries by category of employees
Provision expenses for employee entitlements
Employer contributions to superannuation funds
Workers compensation costs
Insurance premiums
Purchases of goods
Client support payments split by Overseas/Australia
Payments to other organisations for community service needs split by Overseas/Australia
Interest expenses
Bad debts
Depreciation
Electricity, gas and water charges
Travelling and accommodation
Payments to external trainers by broad type of training
Waste management and environmental protection services by govt/other
Other operating expenses
Total expenses

Assets

Current assets

Non-current assets

Liabilities

Current liabilities

Non current liabilities

Capital Expenditure

**CLASSIFICATION OF COMMUNITY SERVICES ACTIVITIES, ANZSIC & CPC -
CONCORDANCES**

SECTIONS/GROUPS/CLASSES	ANZSIC	CPC
1 Personal and Social Support		
11 Information, Advice and Referral		
111 Interpretation/Translation	7869 8729p	83910
112 Consumer & Legal Information, Advice or Referral	7841p 9629 8729p	821p 95120p 93323p
113 Financial Information, Advice or Referral	8729p	93323p
114 Adoptions/Origins Information, Advice or Referral	8729p	93322p
115 Housing/Tenancy Information, Advice or Referral	8729p 8112p	93323p 91123p
116 General Service Availability Information, Advice or Referral	8729p	93323p 93329p
119 Information, Advice & Referral n.e.c.	8729p	93323p 93329p
12 Individual and Family Support		
121 Individual Advocacy	8729p 9629p	93329p 95992p
122 Counselling	8729p	93322p 93329p
123 Needs Assessment & Management of Case/Service Plans	8729p	93323p 93329p
124 Development of Family/Household Management Skills	8729p	93323p
125 Mutual Support & Self-Help	8729p	93323p 93329p
129 Individual & Family Support n.e.c.	8729p	93322p 93323p 93329p
13 Independent and Community Living Support		
131 Social & Personal Development	8729p	93329p
132 Recreation/Leisure Activities	9330p 8729p	93323p
133 Independent & Community Living Skills Development	8729p	93323p 93329p
134 Drop-in Social Support	8729p	93323p

		93329p
135 Community Transport	8729p 6123p	6422p
139 Independent & Community Living Support n.e.c.	8729p	93323p 93329p
14 Domiciliary Support		
141 Personal Assistance	8729p	93322p 93323p 93329p
142 Domestic Assistance	8729p	93322p 93323p
143 Home Maintenance	8729p	93322p 93323p
144 In-Home Respite Care	8729p	93323p
145 Domiciliary Nursing Care Services	8639p 8634p	93191p
146 Social Support/Escorting/Visiting & Personal Transport	8729p 6123	93323p 6422p
147 Food Services	5125	63230
148 Co-ordinated Home Care Services	8729p	93323p
149 Domestic & Personal Support n.e.c.	8729p	93323p 93329p
19 Personal and Social Support n.e.c.		
190 Personal and Social Support n.e.c.	8729p	93323p 93329p
2 Child Care and Preschools		
21 Child Care		
211 Centre-based Day Care	8710p	93321
212 Family Day Care	9529p	933321
213 Occasional Child Care	8710p 9529p	93321p
214 Before & After School Hours Care	8710p	93321
215 Vacation Care	8710p	93321
219 Child Care n.e.c.	8710p	93321
22 Preschools		
220 Preschools	8410p	92110p
29 Child Care & Preschools n.e.c.		
290 Child Care & Preschools n.e.c.	8710p	93321p
	8410p	92110p
3 Training, Vocational Rehabilitation and Employment		

31 Pre-vocational Training

311 Pre-vocational Training	8440p 8729p	92900p
312 Vocational/On-the-job Training	8424p 8431p 8432p 8440p 8729p	92230p 92310p 92390p 92900p
319 Pre-vocational/ Vocational Training n.e.c.	8440p	92230p 92900p 92310p 92390p

32 Employment, Job Placement and Support

321 Job Search Skills Development	8440p 7861 7862	85112p 92900p
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322 Employment Placement & Support

7861p	85112 85121p 85122p 85123p 85124p 85129p
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323 Supported Employment

7867p 8729p Div C	93324 Manuf Sections
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324 Vocational Rehabilitation	8634p 8729p	93324
329 Employment, Job Placement & Support n.e.c.	7861p	85111p 85112p

39 Training and Employment n.e.c.

390 Training and Employment n.e.c.	8440p 7861p	85129p 92900p
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4 Financial and Material Assistance

41 Financial Assistance

411 Financial Relief	8729p	93329p 93323p
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412 Emergency Financial Assistance for Accommodation	8729p	93329p 93323p
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419 Emergency Financial Assistance n.e.c.	8729p	93329p 93323p
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42 Material Assistance

421 Special Equipment & Materials	8729p	93329p
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		93323p
422 Household Goods, Clothing & Furniture	8729p	93329p 93323p
423 Food Provision	8929p	93323p 93329p
424 Concessions	8112p 8113p	91123p 93323p 93329p
429 Material Assistance n.e.c.	8729p	93329p 93323p 911p
49 Financial and Material Assistance n.e.c.		
490 Financial and Material Assistance n.e.c.	8729p	93329p 93323p 911p
5 Residential Care and Accommodation Support		
51 Accommodation Placement and Support		
510 Accommodation Placement and Support	8729p	93329p 93323p
52 Family/Household Placement		
521 Foster Care Placement	8729p	93322p
53 Transitional and Crisis Accommodation		
531 Transitional Accommodation	8722p	93319p 93311p
532 Crisis Accommodation	8722p	93319p 93311p
533 Placement with Family/Private Household	8722p	93319p
54 Residential Care Services		
541 Intensive Residential Care	8613p	93193p
542 Hostel Care	8722p 8721p	93319p 93311p
543 Residential Respite Care	8722p	93319p
544 Residential Palliative Care	8613p	93193p
545 Residential Rehabilitation	8722p	93311p 93319p
546 Other Residential Care	8722p	93319p
59 Residential Care & Accommodation Support n.e.c.		
590 Residential Care & Accommodation Support n.e.c.	8722p	93319p
6 Protective Services		

61 Statutory Protection and Placement

611 Protective Investigation	8729p	93319
612 Protective Supervision	8729p	93319
613 Statutory Guardianship Management	8729p	93319
619 Statutory Protection & Placement n.e.c.	8729p	93319
69 Protective Services n.e.c.		
690 Protective Services n.e.c.	8729p	93319

7 Corrective Services (a)

71 Correctional and Rehabilitative Supervision

711 Corrective Supervision	8729p	93329
712 Attendance & Treatment	8729p	93329
713 Corrective/Secure Detention	8722p	93319p
719 Correctional & Rehabilitative Supervision n.e.c.	8729p	93329p
72 Court and Parole Board Advice		
721 Court Advice & Advocacy	8729p	93329p
722 Parole Board Advice	8729p	93329p
729 Court & Parole Board Advice n.e.c.	8729p	93329p
79 Corrective Services n.e.c.		
790 Corrective Services n.e.c.	8729p	93329p

8 Policy, Community and Service Development and Support

81 Service Support and Development

811 Advice & Consultancy on Service Networks	782p 7855p	8311p
812 Coordination/Network Development	8111p 8112p 8113p 9629p	9112p 959p
813 Provision of Training & Training Resources	8440p	92900p
814 Volunteer Resource Development & Placement	8729p	93329p
815 Management Consultancy/Advisory Services	7855p	8311p
819 Service Support & Development n.e.c.	8440p 8729p 7855p	92900p 93329p 8311p
82 Community/Group Development and Support		
821 Community Education	9629p 8111p 8112p 8113p	9290p 9112p

822 Community/Community Centre-based Development & Support	9629p	959p
823 Cultural Group Development	9629p	959p
829 Community/Group Development & Support n.e.c.	9629p	959p
83 Social Planning, Social Action and Group Advocacy		
831 Social Planning & Policy Development	8111p 8112p 8113p	9112p
832 Social Action & Group Advocacy	9629p	9599p
833 Welfare Fund Raising	8729p	93329p
839 Social Planning, Social Action & Group Advocacy n.e.c.	8111p 8112p 8113p 8729p	9112p 9599
89 Policy, Community & Service Development and Support n.e.c.		
890 Policy, Community & Service Development and Support n.e.c.	8111p 8112p 8113p 8729p	9112p
9 Other Community Services		
90 Other Community Services		
900 Other Community Services	8729p 8722p	93329p 95999p 93319p

(a) While the classification is in respect of all corrective services, the survey only collected information in respect of young persons and persons with intellectual and psychiatric disabilities.

	ATTACHMENT C - ABS COMMUNITY SERVICES INDUSTRY SURVEY - SUMMARY OF ACTIVITIES AND OUTPUTS			
	Expenditure \$m	Output	Units of Output	Expenditure/ Output measure
Personal and social support				
Information advice and referral	235.5	5934.9	No. of contacts ('000)	40
Individual and family support	463.2	2425.6	No. of cases ('000)	191
Independent and community living support	347.4	1467.9	No. of cases ('000)	237
Domiciliary support	521.2	1660.2	No. of cases ('000)	314
Child-care				
Centre-based day care	719.3	102.6	Avge no of child/day ('000)	7009
Family day care	167.3	56.6	Avge no of child/day ('000)	2956
Occasional child-care	36.6	12.3	Avge no of child/day ('000)	2977
Before and after school hours care	63.1	40.1	Avge no of child/day ('000)	1574
Vacation care	31.4	29.0	Avge no of child/day ('000)	1084
Other child care	8.2	6.4	Avge no of child/day ('000)	1285
Training and employment				
Pre-vocational/vocational training	56.7	51.5	No. of trainees ('000)	1101
Employment, job placement and support	97.3	86.0	No. of clients ('000)	1132
Supported employment	221.4	11.7	No. employees ('000)	18968
Financial and material assistance	152.9	2081.6	No. of cases ('000)	73
Residential care and accommodation support				
Accommodation placement and support	71.0	43.6	No. placements ('000)	1628
Foster care placement	92.4	52.5	No. placements ('000)	1759
Transitional accommodation	75.6	456.0	No. accomm. ('000)	166
Crisis accommodation	135.1	487.5	No. accomm. ('000)	277
Intensive residential care	2861.4	72.5	No. residents per day ('000)	39457
Hostel care	1099.2	63.5	No. residents per day ('000)	17312
Residential respite care	157.3	10.0	No. occupants per day ('000)	15712
Residential rehabilitation	86.5	6.7	No. residents per day ('000)	12965
Other residential care	426.0	11.2	No. residents per day ('000)	38107
Statutory protection and placement	197.9	79.6	No. of cases ('000)	2487
Corrective services	157.8	60.6	No. of cases ('000)	2603