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**Suggestions:**

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# Foreword

The Report on Government Services, now in its thirteenth edition, was commissioned by Heads of Government (now COAG) in July 1993. The information it contains aims to help governments improve the effectiveness and efficiency of expenditure on education, health, justice and community services. This is important both socially and economically. Governments spent over \$120 billion on the services covered in this year's Report — nearly two-thirds of government recurrent expenditure, equivalent to 13 per cent of Australia's gross domestic product.

The Report facilitates an informed debate about comparative performance. It can help jurisdictions identify scope for improvement, and encourage the spread of information on how best to provide services. A user feedback survey conducted in February 2007 found that the Report was used to evaluate performance, to develop policy, for advocacy and for budget development. Overall, the large majority of those surveyed indicated that they were "satisfied" or "very satisfied" with the Report. But the survey also identified scope for improvement, particularly the need for greater data comparability across jurisdictions and better data quality.

Each year, there are improvements in the Report. Among improvements this year are a new 'Early childhood, education and training' section, recognising the links between children's services and education, and reporting on juvenile justice services in the Protection and support services chapter, recognising the role of those services in assisting young people implicated in the criminal justice system.

There has also been improvement in reporting on 'cross-cutting' issues, involving more than one service area. For example, the Community services section reports, for the first time, jurisdictional data on younger people with a disability in residential aged care, and information on long term aged care in public hospitals.

This Report places special emphasis on the performance of mainstream services to Aboriginal and Torres Strait Islander people. Since 2003, a separate Compendium of data on services to Indigenous people has been published — with the next one scheduled for mid-2008. The Review also publishes the *Overcoming Indigenous Disadvantage* report, which complements the service-related data in this report with information on outcomes for Indigenous people within a strategic framework. The most recent edition was published in June 2007.

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This Report contains improved health data by Indigenous status. Last year, Indigenous hospital data for NSW and Victoria could not be reported. This year, the Report includes NSW Indigenous hospital patient data, and Victorian data are being considered for publication next year. Other improvements in reporting on Indigenous health include: new Indigenous health workforce data; mortality rates by Indigenous status; data on hospital separations with a procedure by Indigenous status; early detection and early treatment for Indigenous people; and levels of psychological distress for Indigenous people.

Reporting on housing services for Indigenous people has also improved, with the development of a performance indicator framework for community housing. Other service areas need to follow the example of health and housing services, by improving their administrative data collections relating to Indigenous people.

The production of such a report relies on the active participation and cooperation of many people from a wide range of government departments and agencies. On behalf of the Steering Committee that oversees this enterprise, I would like to express our thanks to the members of the twelve working groups who constitute the ‘engine room’ for this Report; statistical bodies — in particular, the Australian Bureau of Statistics and the Australian Institute of Health and Welfare — that provide invaluable advice and assistance; and the Review’s Secretariat in the Productivity Commission, which supports the Steering Committee and the working groups, and produces the Report.

Gary Banks  
Chairman

January 2008

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This report is in two volumes: Volume 1 contains Part A (Introduction), Part B (Early Childhood, Education and Training), Part C (Justice), Part D (Emergency Management) and the CD-ROM attachment; Volume 2 contains Part E (Health), Part F (Community Services), Part G (Housing) and Appendix A (the descriptive statistical appendix).

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# Steering Committee

This Report was produced under the direction of the Steering Committee for the Review of Government Service Provision (SCRGSP). The Steering Committee comprises the following current members:

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# Acronyms and abbreviations

AAT	Administrative Appeals Tribunal
ABS	Australian Bureau of Statistics
ABSCQ	Australian Bureau of Statistics Classification of Qualifications
ACAP	Aged Care Assessment Program
ACAT	Aged care assessment team
ACCMIS	Australian Community Care Management Information System
ACCRS	Aged Care Complaints Resolution Scheme
ACE	adult community education
ACER	Australian Council for Educational Research
ACHS	Australian Council on Healthcare Standards
ACOSS	Australian Council of Social Services
ACSAA	Aged Care Standards and Accreditation Agency
ACSQHC	Australian Commission for Safety and Quality in Health Care
ACT	Australian Capital Territory
ADR	Alternative Dispute Resolution
AEDI	Australian Early Development Index
AFAC	Australasian Fire Authorities Council
AFP	Australian Federal Police

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AG	Activity Group
AGCCCS	Australian Government Census of Child Care Services
AGPAL	Australian General Practice Accreditation Limited
AGR	annual growth rate
AHCA	Australian Health Care Agreement
AHMAC	Australian Health Ministers' Advisory Council
AIC	Australian Institute of Criminology
AIFS	Australian Institute of Family Studies
AIHW	Australian Institute of Health and Welfare
AJJA	Australasian Juvenile Justice Administrators
ANTA	Australian National Training Authority
ANZPAA	Australia and New Zealand Police Advisory Agency
AQF	Australian Qualifications Framework
AQTF	Australian Quality Training Framework
AR-DRG v 5.0	Australian refined diagnosis related group, version 5.0
ARHP	Aboriginal Rental Housing Program
ARIA	Accessibility and Remoteness Index for Australia
ARO	Authorised Review Officer
ASCED	Australian Standard Classification of Education
ASGC	Australian Standard Geographical Classification
ASOC	Australian Standard Offence Classification
ASSNP	measures need for assistance with core activities
ATSB	Australian Transport Safety Bureau
ATSIS	Aboriginal and Torres Strait Islander Services

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Aust	Australia
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard
BBF	Building a Better Future
BEACH	Bettering the Evaluation and Care of Health
CAA	Council of Ambulance Authorities
CACP	Community Aged Care Package
CAD	Coordination and Development committee
CAP	Crisis Accommodation Program
CARDS	Court Assessment Referral Drug Scheme
CCB	Child Care Benefit
CCTR	child care tax rebate
CD	collection district
CD-ROM	Compact Disc Read Only Memory
CDSMAC	Community and Disability Services Ministers' Advisory Council
CFA	Country Fire Authority
CGC	Commonwealth Grants Commission
CHIP	Community Housing and Infrastructure Program
CHP	Community Housing Program
CI	confidence interval
CIS	Complaints Investigation Scheme
CISP	Courts Integrated Services Program
CJGs	Community Justice Groups
COAG	Council of Australian Governments

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CRA	Commonwealth Rent Assistance
CRS	Commonwealth Rehabilitation Services
CSDWG	Children’s Services Data Working Group
CSHA	Commonwealth State Housing Agreement
CSMAC	Community Services Ministers’ Advisory Council
CSTDA	Commonwealth State/Territory Disability Agreement
CURF	confidentialised unit record file
DAC	delivery following primary caesarean
DATSIP	Department of Aboriginal and Torres Strait Islander Policy
DCIS	ductal carcinoma in situ
DEA	data envelopment analysis
DEST	Department of Education, Science and Training
DET	Department of Education (NSW)
DEWR	Department of Employment and Workplace Relations
DHS	Department of Human Services (Vic)
DoCS	Department of Community Services (NSW)
DoHA	Department of Health and Ageing
DVA	Department of Veterans’ Affairs
EACH	Extended Aged Care at Home
ECEC	early childhood education and care
EMA	Emergency Management Australia
ERP	estimated resident population
EWG	Evaluation Working Group

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EYL	early years learning
FaCS	Department of Family and Community Services
FaCSIA	Department of Families, Community Services and Indigenous Affairs
FCA	Federal Court of Australia
FCoA	Family Court of Australia
FDCQA	Family Day Care Quality Assurance
FMC	Federal Magistrates Court of Australia
FTE	full time equivalent
FWE	full time workload equivalent
GDP	gross domestic product
GP	general practitioner
GPA Accreditation <i>plus</i>	General Practice Australia ACCREDITATION <i>plus</i>
GSP	gross state product
GSPMR	gestation standardised perinatal mortality rate
GSS	General Social Survey
GST	goods and services tax
HACC	Home and Community Care
HIP	Housing Implementation Project
HREOC	Human Rights and Equal Opportunity Commission
HRSCEET	House of Representatives Standing Committee on Employment, Education and Training
ICD-10-AM	Australian modification of the International Standard Classification of Diseases and Related Health Problems, version 10

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ICH	Indigenous community housing
ICHO	Indigenous Community Housing Organisation
ICMS	Integrated Courts Management System
ICT	information and communication technology
IGA	Intergovernmental Agreement
IPD	Implicit Price Deflator
ISC	Industry Skills Council
ISO	International Organisation for Standardisation
ISS	Inclusion Support Subsidy
JET	Jobs, Education and Training
JJNMDS	Juvenile Justice National Minimum Data Set
K10	Kessler – 10 scale
K5	Kessler – 5 scale
LBOTE	Language background other than English
LGCSA	Local Government Community Services Association of Australia
LIPS	Litigants in Person Strategy
LSAC	Longitudinal Study of Australian Children
MBS	Medicare Benefits Schedule
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MCPEM-P	Ministerial Council for Police and Emergency Management
MCVTE	Ministerial Council on Vocational and Technical Education

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MHENMDS	Mental Health Establishments National Minimum Data Set
MPS	multi-purpose services
na	not available
NATSIHS	National Aboriginal and Torres Strait Islander Health Survey
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NBCC	National Breast Cancer Centre
NCAC	National Childcare Accreditation Council
NCPASS	National Child Protection and Support Services data working group
NCRS	National Crime Recording Standard
NCSIMG	National Community Services Information Management Group
NCVER	National Centre for Vocational Education Research
NDC	National Data Collection
NDCA	National Data Collection Agency
NESB	non-English speaking background
NFD	not further defined
NHCDC	National Hospital Cost Data Collection
NHIMPC	National Health Information Management Principal Committee
NHMP	National Homicide Monitoring Program
NHMRC	National Health and Medical Research Council
NHPC	National Health Performance Committee

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NHS	National Health Survey
NIDP	National Information Development Plan
NISC	National Industry Skills Committee
NMDS	national minimum data set
NMHS	National Mental Health Strategy
no.	number
np	not published
NQC	National Quality Council
NRCPP	National Respite for Carers Program
NRF	National Reporting Framework
NSCSP	National Survey of Community Satisfaction with Policing
NSFATSIH	National Strategic Framework for Aboriginal and Torres Strait Islander Health
NSOC	National Senior Officials Committee
NSSC	National Schools Statistics Collection
NSW	New South Wales
NT	Northern Territory
NTSC	National Training Statistics Committee
OCYFS	Office for Children, Youth and Family Support (ACT)
OECD	Organisation for Economic Co-operation and Development
OSHCQA	Outside School Hours Care Quality Assurance
PBS	Pharmaceutical Benefits Scheme
PDF	Portable Document Format
PIP	Practice Incentives Program

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PISA	Program for International Student Assessment
PMRT	Performance Measurement and Reporting Taskforce
PRHAP	Public Rental Housing Assistance Program
PRSS	Private Rental Support Scheme
PRTSS	Private Rental Tenancy Support Service
PWI	personal wellbeing index
QIAS	Quality Improvement and Accreditation System
Qld	Queensland
QPILCH	Queensland Public Interest Law Clearing House
QPRIME	Queensland Police Records and Information Management Exchange
RACGP	Royal Australian College of General Practitioners
RADL	remote access data laboratory
RCS	resident classification scale
ROSC	return of spontaneous circulation
RPBS	Repatriation Pharmaceutical Benefits Scheme
RPL	recognition of prior learning
RRMA	Rural, Remote and Metropolitan Areas
RSE	relative standard error
RTO	Registered Training Organisation
SA	South Australia
SAAP	Supported Accommodation Assistance Program
SAPOL	South Australia Police
SAR	service activity reporting

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SCRCSSP	Steering Committee for the Review of Commonwealth/State Service Provision
SCRGSP	Steering Committee for the Review of Government Service Provision
SDA	service delivery area
SDAC	Survey of Disability, Ageing and Carers
SDR	service delivery review
SE	standard error
SEWB	Social and Emotional Wellbeing
SIQ	standard Indigenous question
SMART	SAAP Management and Reporting Tool
SOMIH	state owned and managed Indigenous housing
SPER	State Penalties Enforcement Registry
SPS	Suburban Policing Strategy
SSAT	Social Security Appeals Tribunal
SWPE	standardised whole patient equivalent
TAFE	technical and further education
TAHL	Tasmanian Affordable Housing Limited
Tas	Tasmania
TCP	Transition Care Program
TGR	total growth rate
TIMSS	Trends in International Mathematics and Science Study
TVET	technical and vocational education and training
UCC	user cost of capital
UEWI	unlawful entry with intent

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VBAC	vaginal birth following primary caesarean
VCAT	Victorian Civil and Administrative Tribunal
VDHS	Victorian Department of Human Services
VET	vocational education and training
VHC	Veterans' Home Care
Vic	Victoria
VOCAT	Victims of Crime Assistance Tribunal
VPSM	Victorian Patient Satisfaction Monitor
WA	Western Australia

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# Glossary

Definitions of indicators and other terms can also be found at the end of each chapter.

**Access** Measures how easily the community can obtain a delivered service (output).

**Appropriateness** Measures how well services meet client needs and also seeks to identify the extent of any underservicing or overservicing.

**Constant prices** See ‘real dollars’.

**Cost effectiveness** Measures how well inputs (such as employees, cars and computers) are converted into outcomes for individual clients or the community. Cost effectiveness is expressed as a ratio of inputs to outcomes. For example, cost per life year saved is a cost effectiveness indicator reflecting the ratio of expenditure on breast cancer detection and management services (including mammographic screening services, primary care, chemotherapy, surgery and other forms of care) to the number of women’s lives that are saved.

**Current prices** See ‘nominal dollars’.

**Descriptors** Descriptive statistics included in the Report that relate, for example, to the size of the service system, funding arrangements, client mix and the environment within which government services are delivered. These data are provided to highlight and make more transparent the differences among jurisdictions.

**Effectiveness** Reflects how well the outputs of a service achieve the stated objectives of that service (also see program effectiveness).

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<b>Efficiency</b>	Reflects how resources (inputs) are used to produce outputs and outcomes, expressed as a ratio of outputs to inputs (technical efficiency), or inputs to outcomes (cost effectiveness). (Also see ‘cost effectiveness’ and ‘technical efficiency’.)
<b>Equity</b>	Measures the gap between service delivery outputs or outcomes for special needs groups and the general population. Equity of access relates to all Australians having <i>adequate</i> access to services, where the term <i>adequate</i> may mean different rates of access for different groups in the community (see chapter 1 for more detail).
<b>Inputs</b>	The resources (including land, labour and capital) used by a service area in providing the service.
<b>Nominal dollars</b>	Refers to financial data expressed ‘in the price of the day’ and which are <b>not</b> adjusted to remove the effects of inflation. Nominal dollars do not allow for inter-year comparisons because reported changes may reflect changes to financial levels (prices and/or expenditure) and adjustments to maintain purchasing power due to inflation.
<b>Output</b>	The service delivered by a service area, for example, a completed episode of care is an output of a public hospital.
<b>Outcome</b>	The impact of the service on the status of individuals or a group, and the success of the service area in achieving its objectives. A service provider can influence an outcome but external factors can also apply. A desirable outcome for a school, for example, would be to add to the ability of the students to participate in, and interact with, society throughout their lives. Similarly, a desirable outcome for a hospital would be to improve the health status of an individual receiving a hospital service.
<b>Process</b>	Refers to the way in which a service is produced or delivered (that is, how inputs are transformed into outputs).
<b>Program effectiveness</b>	Reflects how well the outcomes of a service achieve the stated objectives of that service (also see effectiveness).

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<b>Quality</b>	Reflects the extent to which a service is suited to its purpose and conforms to specifications.
<b>Real dollars</b>	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.
<b>Technical efficiency</b>	A measure of how well inputs (such as employees, cars and computers) are converted into service outputs (such as hospital separations, education classes or residential aged care places). Technical efficiency reflects the ratio of outputs to inputs. It is affected by the size of operations and by managerial practices. There is scope to improve technical efficiency if there is potential to increase the quantity of outputs produced from given quantities of inputs, or if there is potential to reduce the quantities of inputs used in producing a certain quantity of outputs.
<b>Unit costs</b>	Measures average cost, expressed as the level of inputs per unit of output. This is an indicator of efficiency.

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# Terms of Reference

The Review, to be conducted by a joint Commonwealth/State and Territory Government working party, is to undertake the following:

- establish the collection and publication of data that will enable ongoing comparisons of the efficiency and effectiveness of Commonwealth and State Government services, including intra-government services. This will involve:
  - establishing performance indicators for different services which would assist comparisons of efficiency and effectiveness. The measures should, to the maximum extent possible, focus on the cost effectiveness of service delivery, as distinct from policy considerations that determine the quality and level of services; and
  - collecting and publishing data that are consistent with these measures. The Review should also address the procedures for the ongoing collection and publication of benchmark data; and
- compile and assess service provision reforms that have been implemented or are under consideration by Commonwealth and State Governments.

The Review will cover all major types of reform, including those involving the separation of policy development from service provision. Case studies of particular reforms could be provided where appropriate.

The Review will need to keep abreast of developments in other relevant reviews and working parties, including the Commonwealth/State Government working party (initiated by the Council of Australian Governments) investigating Commonwealth/State Government roles and responsibilities.

PART A

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# INTRODUCTION

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# 1 The approach to performance measurement

## 1.1 Aims of the Review

Heads of government (now the Council of Australian Governments or COAG) established the Review of Government Service Provision (the Review) to provide information on the effectiveness and efficiency of government services in Australia (see terms of reference, p. xxviii). A Steering Committee, comprising senior representatives from the central agencies of all governments, manages the Review with the assistance of a Secretariat provided by the Productivity Commission. The Review was established in 1993 to:

- provide ongoing comparisons of the performance of government services
- report on service provision reforms that governments have implemented or that are under consideration.

The Report on Government Services, now in its thirteenth edition, is a tool for government. It has been used for strategic budget and policy planning, and for policy evaluation. Information in the Report has been used to assess the resource needs and resource performance of departments. It has also been used to identify jurisdictions with whom to share information on services.

The data in this Report can also provide an incentive to improve the performance of government services, by:

- enhancing measurement approaches and techniques in relation to aspects of performance, such as unit costs and service quality
- helping jurisdictions identify where there is scope for improvement
- promoting greater transparency and informed debate about comparative performance.

In 2002, COAG asked the Steering Committee to prepare a regular report on key indicators of Indigenous disadvantage, as part of the COAG reconciliation commitment. The first edition of this report, *Overcoming Indigenous Disadvantage: Key Indicators 2003* (the Indigenous Disadvantage Report) (SCRGSP 2003), was

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released in November 2003. The second edition of this report was released in July 2005 (SCRGSP 2005) and the third edition was released in July 2007 (SCRGSP 2007).

The 2003, 2005 and 2007 Indigenous Disadvantage Reports are included on the CD-ROM that accompanies the Report on Government Services, and can be found on the Review web page ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)).

In contrast to the Report on Government Services with its focus on the efficiency and effectiveness of specific services, the Indigenous Disadvantage Report focuses on outcomes for Indigenous people. It does not report on individual government services. The reporting framework has two tiers: ‘headline’ indicators for the longer term outcomes sought; and a second tier of ‘strategic change indicators’ that are potentially responsive to government policies and programs in the shorter term.

## **1.2 The role of government in delivering services**

All services included in the Report on Government Services affect the community in significant ways. Some services form an important part of the nation’s social welfare system (for example, public housing), some are provided to people with specific needs (for example, aged care and disability services), while others are typically used by each person in the community at some stage during their life (for example, school education, police services and emergency services).

More generally, the services that governments deliver are largely concerned with:

- providing ‘public goods’,<sup>1</sup> including:
  - creating a legal framework that determines the rules for ownership of property and the operation of markets (for example, enforcing property rights, checking abuses of power and upholding the rule of law) — a framework that encompasses the work of the courts, police and corrective services agencies in maintaining law and order
  - managing adverse events, including the work of emergency services (such as fire and flood control) and some aspects of the health system
- enabling higher or more equitable consumption of services that governments consider to have particular merit or that generate beneficial spillover effects for

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<sup>1</sup> Public goods are those where one person’s consumption does not reduce consumption by others, and where it is not possible to exclude individuals from access (for example, national defence). These goods tend not to be produced in private markets because people can consume the good without paying for them.

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the community.<sup>2</sup> Examples of such services include education, health services, ambulance services, community services and housing.

## **How governments deliver services**

Governments use a mix of methods to deliver services to the community, including:

- providing the services themselves (a ‘provider’ role)
- managing and funding external providers through grants or the purchase of services (a ‘purchaser’ role)
- subsidising users (through vouchers or cash payments) who then purchase services from external providers
- imposing community service obligations on public and private providers
- reducing tax obligations in particular circumstances (known as ‘tax expenditures’).

## **1.3 Reasons for measuring comparative performance**

Government services, including the services covered in this Report, are vital to the community’s wellbeing. Improving government service provision can result in major social and economic benefits. Governments continually evaluate whether the community is receiving the appropriate mix of services and whether the services are reaching those most in need. Governments need to know whether their policies are effective, being implemented efficiently and reaching those people for whom they are intended.

Traditionally, much of the effort to improve the effectiveness of government services has focused on increasing the level of resources devoted to them. This approach overlooks another important means of enhancing services — finding better and more cost effective ways to use existing resources. Productivity growth has had an important influence on living standards in Australia. During the 1990s, for example, productivity growth more than doubled, underpinning strong growth in average incomes (Parham 2002). Innovation (the introduction of new products or processes) can be important to productivity growth in all sectors, including government services.

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<sup>2</sup> In private markets, the production of services that result in positive (or beneficial) spillover effects tends to be lower than is desirable for society as a whole, because producers cannot charge for the wider benefits to society.

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Performance measurement provides one means of shifting the focus from the level of resources to the use of those resources. Performance measurement can:

- help clarify government objectives and responsibilities
- promote analysis of the relationships between agencies and between programs, allowing governments to coordinate policy within and across agencies
- make performance more transparent, allowing assessment of whether program objectives are being met
- provide governments with indicators of their performance over time
- inform the wider community about government service performance
- encourage ongoing performance improvement.

The three main reasons for reporting *comparative* performance information across jurisdictions are:

- to verify good performance and identify those agencies that are ‘getting it right’
- to allow agencies to identify peer agencies that are delivering better or more cost effective services
- to generate additional incentives for agencies to address substandard performance.

Comparative data are particularly important for government services, given that limited information is available to those supplying services and those receiving them. Each jurisdiction has, for example, only one police service and one protection and support service. As a result those responsible for delivering the services do not have access to the same level of information that is available to providers in competitive markets.

Interjurisdictional comparisons also offer a level of accountability to customers or clients, who have little or no opportunity to express their preferences by ‘shopping’ elsewhere for those services.

Reporting measures of comparative performance also facilitates interjurisdictional learning, particularly where governments have adopted different policy approaches. While this Report does not extend to recommendations on how best to provide government services, the information it contains assists governments to make such assessments.

Governments have considered a range of general policy approaches when deciding how to deliver services. These approaches include:

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- moving from historical or input based funding to output based funding (for example, casemix funding in public hospitals in Victoria)
  - separating the purchaser and provider roles for government organisations (for example, the separation of functions and corporatisation)
  - outsourcing the provider roles (for example, competitive tendering for correctional services in Queensland)
  - devolving and decentralising decision making by government service providers (for example, devolving decision making in Victorian government schools to local school communities)
  - examining alternative delivery mechanisms (for example, deinstitutionalising community services and offering direct consumer funding and choice in disability services in WA)
  - implementing user charging (for example, pricing court reporting services for Australian courts).<sup>3</sup>

Comparisons that draw on reliable performance information can help governments better understand the strengths and weaknesses of each approach, and the circumstances in which each may work best.

## 1.4 Scope

This thirteenth Report on Government Services contains performance information on 14 service areas (box 1.1).

These government services have two important features:

- their key objectives are common or similar across jurisdictions
- they make an important contribution to the community and/or economy.

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<sup>3</sup> The implementation issues associated with these types of reform are examined in SCRCSSP (1997 and 1998).

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**Box 1.1 Services covered in the 2008 Report****Early childhood, education & training<sup>a</sup>**

- Children's services (chapter 3)
- School education (chapter 4)
- Vocational education and training (chapter 5)

**Justice**

- Police (chapter 6)
- Court administration (chapter 7)
- Corrective services (chapter 8)

**Emergency management**

- Fire and ambulance services (chapter 9)

**Health**

- Public hospitals (chapter 10)
- Primary and community health (chapter 11)
- Breast cancer detection and management, and specialised mental health services (chapter 12)

**Community services**

- Aged care services (chapter 13)
- Services for people with a disability (chapter 14)
- Protection and support services (chapter 15)

**Housing**

- Public and community housing, State owned and managed Indigenous housing and Commonwealth Rent Assistance (chapter 16)

<sup>a</sup> From the 2008 Report onwards, the 'Early childhood, education and training' section of the Report (previously 'Education') will include the Children's services chapter. The Children's services chapter has been moved to this section, from 'Community services', in recognition of the importance of children's services in providing early cognitive and social development, and the links between this development and educational outcomes.

The services in the Report absorb a significant level of government expenditure. While not all data here relate to the same time period, the services in this 2008 Report accounted for approximately \$121.0 billion<sup>4</sup> (figure 1.1), representing

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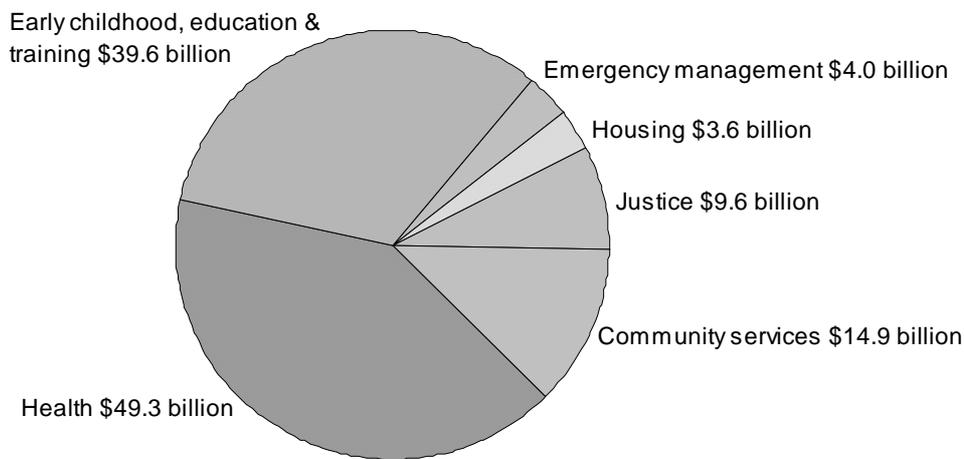
<sup>4</sup> The large increase in total expenditure from the 2007 report is partially due to the first time inclusion of Pharmaceutical Benefits Scheme, Repatriation Pharmaceutical Benefits Scheme and dental services in the health expenditure estimate.

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around 63.4 per cent of government recurrent expenditure<sup>5</sup> in 2006-07. (This is equivalent to about 12.7 per cent of gross domestic product.)

Funding from government may not meet the full cost of delivering a service to the community. Users of services and not-for-profit organisations may also contribute funding and other resources. The scope of the Report, however, is confined to the cost to government, for reasons explained in box 1.2.

Figure 1.1 **Estimated government recurrent expenditure on services covered by the 2008 Report<sup>a, b, c, d, e</sup>**



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<sup>a</sup> Data for 2006-07 were not available for all services. Table 2.1 in chapter 2 indicates the latest year for which data are available for each service area. <sup>b</sup> Community services expenditure excludes juvenile justice. <sup>c</sup> The estimate for health expenditure includes only the health services discussed in the health chapters of the Report: public hospitals, primary and community health services, breast cancer screening and specialised mental health services. The estimate includes expenditures on the Pharmaceutical Benefits Scheme, Repatriation Pharmaceutical Benefits Scheme and dental services (\$7.1 billion), which have not been included in the health expenditure estimate in previous reports. <sup>d</sup> The early childhood, education and training figure does not include higher education. <sup>e</sup> Data exclude user cost of capital.

Source: Various prefaces and chapters.

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<sup>5</sup> General Government Final Consumption Expenditure, sourced from ABS *National Income, Expenditure and product, Australian National Accounts Cat. no. 5206.0*.

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### Box 1.2 **Cost to government and total cost**

The Report provides information about the cost of services to government. Governments aim to maximise the benefit to the community from the use of government funds. Some argue that the Report should also account for the costs where non-government groups such as charities, not-for-profit organisations, private providers and users of services contribute resources for the services covered by the Report. Although the contributions of these other groups are not negligible, the purpose of the Report is to provide information to assist government decision making. The information required depends on the type of decision being made. When government provides the service directly, it may wish to assess the internal management of the service. On other occasions, it may wish to assess whether to provide the service directly or to purchase, part fund or subsidise the service. Alternatively, it may wish to assess from which organisation to purchase the service.

If a government provides services directly, then it is accountable for all resources used. In such circumstances, the Report aims to include the full costs of providing the service, including the cost of capital. This approach allows governments to compare the internal management of their services with that of their counterparts in other jurisdictions.

The Report also includes information on the cost to government of services delivered in other ways, including the purchase of services from government and non-government providers. This information can assist governments in assessing their purchase decisions.

Sometimes, a private organisation will offer to deliver a service at a lower cost to government than the cost of government providing that service directly, even though the private organisation may use at least as many resources as the government provider. This situation can arise for not-for-profit organisations such as charities, which may be able to charge less because they operate the service as an adjunct to another activity or because they have access to resources that are not costed at market rates (such as donations, church buildings and volunteers).

This Report does not seek to facilitate comparisons between the internal management of government providers and that of non-government providers, and there would be difficulties in collecting data to make such comparisons. As a result, there is no attempt to compare the full cost of delivery by non-government organisations with the full cost of delivery by government service providers. For services delivered by non-government agencies, this Report emphasises the costs to government, along with outputs, outcomes and service quality.

The focus of this Report is on the effectiveness and efficiency of government purchase or supply of specific services, rather than on general government income support. The Report thus covers aged care but not the aged pension, disability services but not disability pensions, and children's services but not family payments (although descriptive information on income support is provided in some cases). Commonwealth Rent Assistance is reported on the basis that it is a targeted

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payment to assist in the purchase of housing services, and is not general income support (chapter 16).

## 1.5 Approach

The Report includes performance comparisons, across jurisdictions, for a range of services based on a common method. Adopting a common method has several benefits:

- a convenient and useful resource for people interested in more than one service area
- insights into approaches to performance assessment across services
- progress in performance reporting in any one service area demonstrates what is possible and encourages improved reporting by other services
- a capacity to address issues that arise across service areas (for example, how to measure timeliness and other aspects of quality).
- an opportunity to address issues that have an impact on (or are affected by) multiple service areas. An example is recidivism and the various elements of justice services: a reduction in recidivism may be achieved by an increased allocation of resources in one service area — say, corrective services — but with a potentially greater saving achieved in other service areas — say, police and the courts.

A number of the services covered by the Report are also subject to other comparative performance measurement across jurisdictions. Distinguishing features of the approach taken in the Report are:

- a focus on non-technical information, making it accessible to non-specialists
- regular publication, allowing monitoring of performance over time
- the compilation of performance reporting across a number of service areas in the one document, facilitating the sharing of insights across service areas.

### Guiding principles

The aim of the Report is to provide objective performance information to facilitate informed policy judgments. The following guiding principles apply:

- *A focus on outcomes* — performance indicators should focus on outcomes from the provision of government services, reflecting whether service objectives have been met.

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- *Comprehensiveness* — the performance indicator framework should be comprehensive, assessing performance against all important objectives.
  - *Comparability* — data should be comparable across jurisdictions and over time wherever possible. Comparable information is a priority of the Review and is related to progressive data availability. Where data are not yet comparable across jurisdictions, time series analysis within jurisdictions is particularly important.
  - *Progressive data availability* — the ultimate aim is comparable data for all jurisdictions but progress may differ across jurisdictions. Data are generally presented for those jurisdictions that can currently report (rather than waiting until data are available for all jurisdictions).
  - *Timeliness* — data published in the Report need to be as recent as possible to retain relevance for decision makers. In some cases, there may be a trade-off between the degree of precision of data and its timely availability, because recent data might have had fewer opportunities to undergo validation.

The approach taken in the Report is to use acceptable (albeit imperfect) indicators that are already in use in Australia or internationally. Adopting these indicators can lower the costs of, and reduce delays in, reporting performance. Although the Steering Committee values time series data as a means of evaluating developments in service delivery, performance indicators may change from one Report to the next when better or more appropriate performance indicators are developed.

While the Report does not establish best practice benchmarks, governments could use the information in the Report to identify appropriate benchmarks (box 1.3).

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### **Box 1.3      Benchmarking**

Benchmarking service delivery is a systematic process of searching for and encouraging the introduction of best practice in the use of scarce resources, so as to deliver more efficient and effective services. The three main forms of benchmarking are: (1) results benchmarking (comparing performance within and between organisations using performance indicators of effectiveness and efficiency); (2) process benchmarking (analysing systems, activities and tasks that turn inputs and outputs into outcomes); and (3) setting best practice standards (establishing goals and standards to which organisations can aspire).

Benchmarking typically involves a number of steps. Whatever the chosen approach or focus, the steps usually include:

- deciding why, when, and what to benchmark
- analysing plans and performance (reviewing objectives and identifying performance indicators and own performance)
- establishing benchmarking partners
- obtaining the data and analysing differences
- identifying best practices and the most useful improvements
- implementing improvements in practice
- assessing improvements and re-benchmarking (MAB/MIAC 1996).

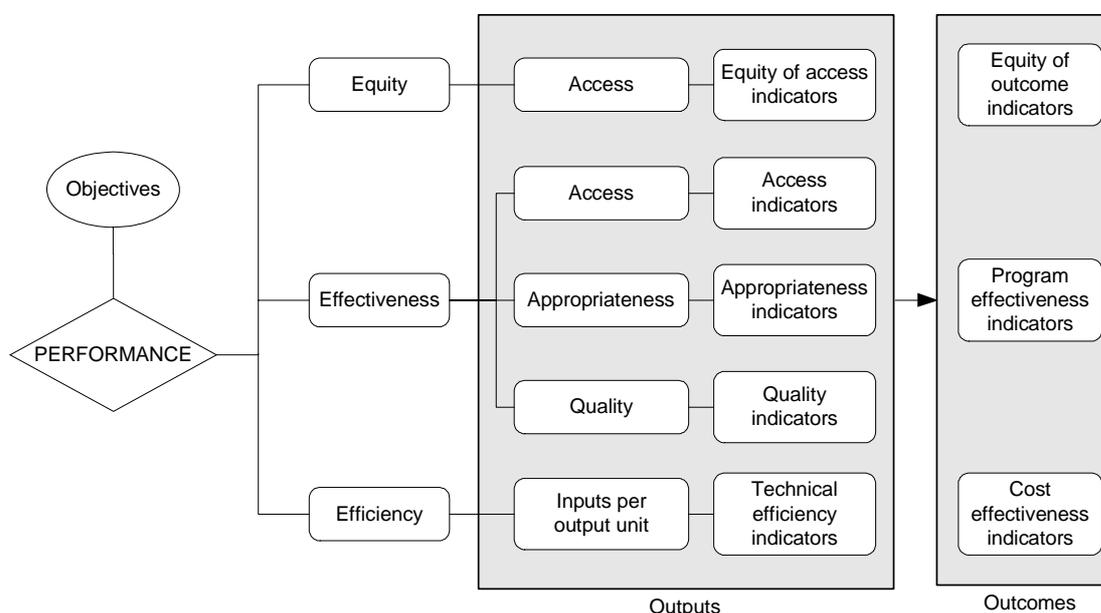
The performance information in the Report can contribute to many of the above steps in a results benchmarking cycle, and thus help governments to implement best practice.

## **The performance indicator framework**

The Steering Committee revised the general framework for performance indicators in 2002 and this framework has now been implemented in all chapters. The revised approach reflects governments' adoption of accrual accounting and depicts the Review's focus on outcomes, consistent with demand by governments for outcome oriented performance information. The framework also emphasises the importance of equity and draws out the distinction between equity and access.

The Report's general performance framework is set out in figure 1.2.

**Figure 1.2 A general framework and examples of performance indicators**



### *The service process*

The general framework reflects the service process through which service providers transform inputs into outputs and outcomes in order to achieve desired objectives.

For each service, governments have a number of objectives that relate to desired outcomes for the community. To achieve these objectives, governments provide services and/or fund service providers. Service providers transform funds/resources (inputs) into services (outputs). The rate at which resources are used to make this transformation is known as ‘technical efficiency’.

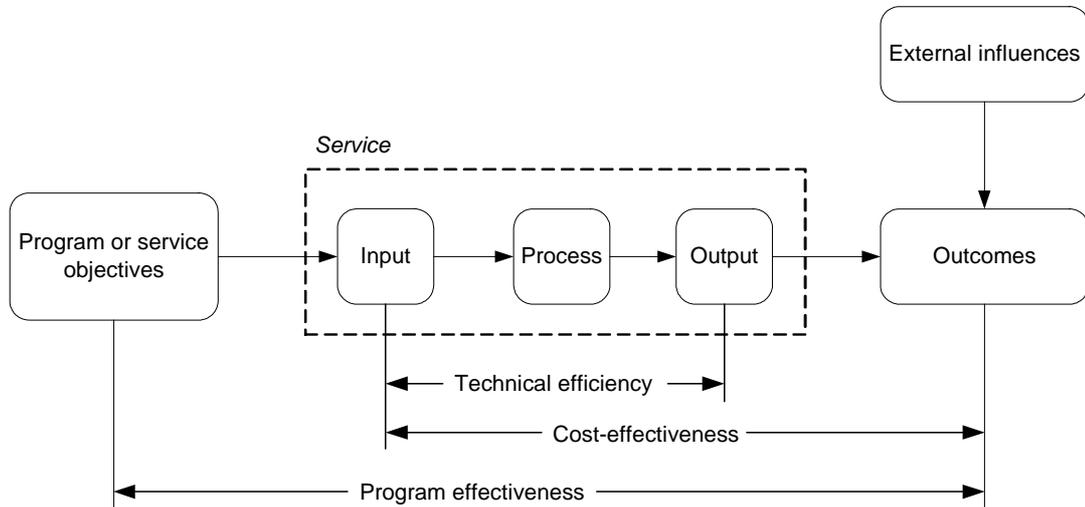
The impact of these outputs on individuals, groups and the community are the outcomes of the service. The rate at which resources are used to generate outcomes is referred to as ‘cost effectiveness’ in this Report. Often, outcomes are also influenced by factors external to the service. Outputs too may be affected by external factors, but to a lesser extent. The glossary to the Report provides further definitions. Figure 1.3 distinguishes between program efficiency and program effectiveness, and notes the influence of factors external to a service.

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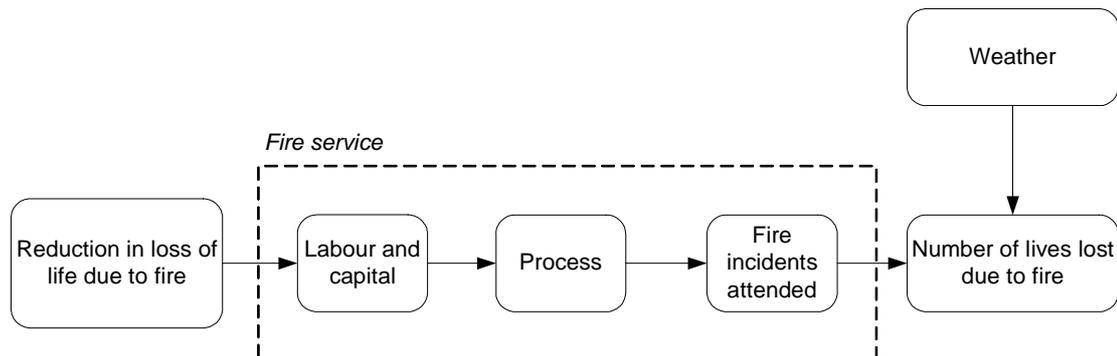
Figure 1.3 **Service process**

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**Example: general model**



**Example: fire services**



*Objectives*

A number of the objectives (or desired outcomes) for each government funded service are similar across jurisdictions, although the priority that each jurisdiction gives to each objective may differ. The Steering Committee's approach to performance reporting is to focus on the extent to which each *shared* objective for a service has been met. Objectives for each service are outlined and performance indicators that measure the achievement of those objectives are reported.

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### *Distinguishing outcomes and outputs*

Outcome indicators provide information on the impact of a service on the status of an individual or a group, and on the success of the service area in achieving its objectives. Outputs, on the other hand, are the services delivered.

Outcomes may be short term (intermediate) or longer term (final). A short term police random breath testing ‘blitz’, for example, may achieve the intermediate outcome of fewer drunk drivers and lead to a short term reduction in road deaths. The longer term outcome of a permanent reduction in road deaths is more likely to reflect external factors such as the design quality of cars and capital investment in improved roads or additional permanent random breath testing units.

The approach in the Report is to:

- use both short term (or intermediate) and long term (or final) outcome indicators as appropriate
- make clear that government provided services are often only one contributing factor and, where possible, point to data on other factors, including different geographic and demographic characteristics across jurisdictions. (Appendix A contains detailed statistics and short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in the Report.)

While the aim of the Review is to focus on outcomes, they are often difficult to measure. The Report therefore includes measures of outputs, with an understanding that there is a correlation between those outputs and desired outcomes, and that the measures of outputs are proxies for measures of outcomes.

The indicator framework groups output indicators according to the desired characteristics of a service — for example, accessibility, appropriateness or quality — where outputs with these characteristics are linked to achieving desired outcomes (figure 1.2). By contrast, outcome indicators are not grouped according to desired characteristics. Outcomes depend on a number of the characteristics of a service as well as being subject to external factors.

### *Equity, effectiveness and efficiency*

There are inherent trade-offs in allocating resources and dangers in analysing only some aspects of a service. A unit of service may have a high cost but be more effective than a lower cost service, and therefore be more cost effective. Since its inception, the Report has taken a comprehensive view of performance reporting, and frameworks incorporate indicators across all relevant dimensions.

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In the past, the Report framework gave equal prominence to effectiveness and efficiency as the two overarching dimensions of performance. Equity was treated as a sub-dimension of effectiveness. Performance literature, on the other hand, often refers to equity as a third element of performance, separate from effectiveness and efficiency. The principal reason for this separation is that effectiveness indicators are generally absolute measures of performance, whereas equity indicators relate to the gap in service delivery outputs and outcomes between special needs groups and the general population. The Review’s framework now reflects this approach.

Accentuating equity highlights the potential for trade-offs across all three performance dimensions — equity, effectiveness and efficiency. Improving outcomes for a group with special needs, for example, may necessitate an increase in the average cost per unit of service.

### *Equity*

The term ‘equity’ has a number of interpretations, which are discussed in box 1.4. Equity in the context of this Report reflects equity of access, whereby all Australians are expected to have adequate access to services. Equity indicators measure how well a service is meeting the needs of certain groups in society with special needs.

#### **Box 1.4 Equity**

Equity is an important concept in economic literature, with two elements:

- horizontal equity — the equal treatment of equals
- vertical equity — the unequal but equitable (‘fair’) treatment of unequals.

In the context of this Report, *horizontal* equity is exhibited when services are equally accessible to everyone in the community with a similar level of need.

Service delivery exhibits *vertical* equity when it accounts for the special needs of certain groups in the community and adjusts aspects of service delivery to suit these needs. This approach may be needed where geographic, cultural or other reasons mean some members of the community have difficulty accessing a standard service.

A number of criteria can be used to classify those groups who may have special needs or difficulties in accessing government services. These include:

- language or literacy proficiency
- gender
- age

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- physical or mental capacity
  - race or ethnicity
  - geographic location.

In May 1997, the Prime Minister (with the support of the Premiers and Chief Ministers) requested that the Review give particular attention to the performance of mainstream services in relation to Indigenous Australians. Improvements to reporting for this group are discussed in chapter 2. As previously mentioned, the Overcoming Indigenous Disadvantage report focuses on outcomes for Indigenous Australians in a range of ‘strategic’ areas, and complements the Report on Government Services, which will continue to include indicators on the delivery of services to Indigenous Australians.

Identifying those service recipients who belong to groups with special needs or access difficulties poses challenges, particularly when relying on client self-identification. If members of such groups are required to identify themselves, then the accuracy of the data will partly depend on how a group perceives the advantages (or disadvantages) of identification and also whether such perceptions change over time. Varying definitions of these groups in data collections over time and across jurisdictions and service areas also create comparability problems.

The Report often uses the proportion of each target group in the broader community as a point of comparison when examining service delivery to special needs groups. This approach is sensible for some services which are provided on a virtually universal basis (for example, schools), but must be treated with caution for other services, where service provision is based on the level of need, which may vary between groups (for example, services for people with a disability). Another option is to collect a more accurate profile of need (for example, the Supported Accommodation Assistance Program’s collection of data on the characteristics of those seeking assistance).

Where geographic location is used to identify groups with special needs, data are usually disaggregated according to either the metropolitan, rural and remote area classification system or the Australian Bureau of Statistics’ (ABS 2007b) Australian Standard Geographical Classification of remoteness areas. These classifications are generally based on population density and/or the distance that residents need to travel to access services. The geographic classification system used in each chapter is outlined in chapter 2.

Such classifications are imperfect indicators of the time and cost of reaching a service. Further, they do not consider the client’s capacity to bear the cost of receiving the service (Griffith 1998). To improve the model, service centre locations

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would need to be reclassified according to the services they provide and the client's cost of accessing the service. Moreover, for some services, classification systems based on distance or population are not useful indicators of access to services — for example, ambulances can sometimes respond more quickly in rural areas than in metropolitan areas because there is less traffic.

### *Effectiveness*

Effectiveness indicators measure how well the outputs of a service achieve the stated objectives of that service. The reporting framework groups effectiveness indicators according to output characteristics that are considered important to the service. For most chapters, these characteristics include access, appropriateness and/or quality.

### *Access*

Access indicators measure how easily the community can obtain a service. In this Report, access has two main dimensions, undue delay (timeliness) and undue cost (affordability). Timeliness indicators in this Report include waiting times (for example, in public hospitals and for aged care services). Affordability indicators in this Report relate to the proportion of income spent on particular services (for example, out-of-pocket expenses in children's services).

### *Appropriateness*

Appropriateness indicators measure how well services meet client needs. An appropriateness indicator for the Supported Accommodation and Assistance Program, for example, is the proportion of clients receiving the services that they are judged to need. Appropriateness indicators also seek to identify the extent of any underservicing or overservicing (Renwick and Sadkowsky 1991).

Some services have developed measurable standards of service need against which the current levels of service can be assessed. The 'overcrowding' measure in housing, for example, measures the appropriateness of the size of the dwelling relative to the size of the tenant household. Other services have few measurable standards of service need; for example, the appropriate number of medical treatments available for particular populations is not known. However, data on differences in service levels can indicate where further work could identify possible underservicing or overservicing.

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## *Quality*

Quality indicators reflect the extent to which a service is suited to its purpose and conforms to specifications. Information about quality is particularly important for performance assessment when there is a strong emphasis on increasing efficiency (as indicated by lower unit costs). There is usually more than one way in which to deliver a service, and each alternative has different implications for both cost and quality. Information about quality is needed to ensure governments consider all relevant aspects of service performance.

The Steering Committee's approach is to identify and report on *aspects* of quality, particularly actual or implied competence. Actual competence can be measured by the frequency of positive (or negative) events resulting from the actions of the service (for example, deaths resulting from health system errors such as an incorrect dose of drugs). Implied competence can be measured by proxy indicators, such as the extent to which aspects of a service (such as inputs, processes and outputs) conform to specifications — for example, the level of accreditation of public hospitals and aged care facilities.

The reporting framework includes quality as one aspect of effectiveness, and distinguishes it from access and appropriateness (figure 1.2). This distinction is somewhat artificial because these other aspects of service provision also contribute to a meaningful picture of quality.

## *Efficiency*

The concept of efficiency has a number of dimensions. Overall economic efficiency requires satisfaction of technical, allocative and dynamic efficiency:

- technical efficiency requires that goods and services be produced at the lowest possible cost
- allocative efficiency requires the production of the set of goods and services that consumers value most, from a given set of resources
- dynamic efficiency means that, over time, consumers are offered new and better products, and existing products at lower cost.

This Report focuses on technical (or productive) efficiency. Technical efficiency indicators measure how well services use their resources (inputs) to produce outputs for the purpose of achieving desired outcomes. Government funding per unit of output delivered is typically used as an indicator of technical efficiency — for example, recurrent funding per annual curriculum hour for vocational education and training.

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Comparisons of the unit cost of a service are a more meaningful input to public policy when they use the full cost to government, accounting for all resources consumed in providing the service. Problems can occur when some costs of providing services are not included or are treated inconsistently (for example, superannuation, overheads or the user cost of capital). The Steering Committee approach, where full cost information is not available in the short term, is that:

- data should be calculated consistently across jurisdictions
- data treatment should be fully transparent.

Where there are shortcomings in the data, other indicators of efficiency are used (including partial productivity ratios such as staff level per student in government schools and administrative costs as a proportion of total expenditure in services for people with a disability).

The Commonwealth Grants Commission, when calculating relativities between states and territories to distribute Australian Government general purpose grants, accounts for both a jurisdiction's ability to raise revenue, and influences beyond a jurisdiction's control (called 'disabilities') that affect the jurisdiction's cost of providing services and capacity to raise revenue. In relation to various service areas, the assessment may include a variety of factors that measure disabilities such as the size of the jurisdiction, the dispersed nature of the population and the sociodemographic distribution of the population (CGC 2006). This Report does not make cost adjustments based on any of these factors, but Appendix A provides short statistical profiles of each State and Territory, which may assist readers to interpret the performance indicators presented in each chapter.

## **Variation to the general framework**

In two areas of the report, the framework has been adapted to align more closely with the specific objectives and functions of the relevant services.

### *Health*

In the 2004 report, the Steering Committee sought to align the general review framework with the National Health Performance Framework as far as possible, for application to government health services. The performance framework for health services in this report thus reflects both the general Review framework and the National Health Performance Framework (see the Health preface). It differs from the general review framework in two respects. First, it includes four subdimensions of quality — safety, responsiveness, capability and continuity — and, second, it includes an extra dimension of effectiveness — sustainability:

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- *safety*: the avoidance, or reduction to acceptable levels, of actual or potential harm from health care services, management or environments, and the prevention or minimisation of adverse events associated with health care delivery
  - *responsiveness*: the provision of services that are client oriented and respectful of clients' dignity, autonomy, confidentiality, amenity, choices, and social and cultural needs
  - *capability*: the capacity of an organisation, program or individual to provide health care services based on appropriate skills and knowledge
  - *continuity*: the provision of uninterrupted, timely, coordinated healthcare, interventions and actions across programs, practitioners and organisations
  - *sustainability*: the capacity to provide infrastructure (such as workforce, facilities and equipment), be innovative and respond to emerging needs (NHPC 2001).

### *Emergency management*

The emergency management framework uses the widely accepted 'comprehensive approach' (prevention/mitigation, preparedness, response and recovery) to classify the key functions common to emergency service organisations in managing emergency events. Outputs in the emergency event frameworks are grouped accordingly.

- *Prevention and mitigation* — measures taken in advance of an emergency aimed at decreasing or eliminating its impact on the community and the environment.
- *Preparedness* — measures to ensure, if an emergency occurs, that communities, resources and services are capable of responding to, and coping with, the effects.
- *Response* — strategies and services to control, limit or modify the emergency to reduce its consequences.
- *Recovery (ESOs)* — strategies and services to return agencies to a state of preparedness after emergency situations.
- *Recovery (community)* — strategies and services to support affected individuals and communities in their reconstruction of physical infrastructure and their restoration of emotional, social, economic and physical wellbeing.

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## 1.6 Using the data in this Report

### Data comparability

For each service, the performance indicator framework shows which data are provided on a comparable basis and which are not directly comparable. Where data are not directly comparable, appropriate qualifying commentary is provided in the text or footnotes. Data may not be directly comparable if:

- definitions or counting rules differ or are so broad that they result in different interpretations (for example, depreciation rules)
- the scope of measurement varies (for example, waiting times for elective surgery)
- the sample size is too small for statistical reliability.

These issues do not always lead to material differences, and even where the differences are significant, relatively simple adjustments may resolve them in many cases. For example, payroll tax exemption has a material influence on the comparability of unit cost indicators, and cost data are adjusted in most chapters to account for payroll tax (SCRCSSP 1999).

### Validation

Data contained in this Report vary in the extent to which they have been reviewed or validated. At a minimum, all data have been signed off by the contributor and subjected to peer review by the working group for each service. Some data are verified and supplied by data collection agencies such as the ABS and the Australian Institute of Health and Welfare.

### Timeliness and accuracy

Timeliness of data is an important consideration for policy makers. Sometimes there is a trade-off between the precision of data and its timely availability — data that are provided in a timely fashion might have had fewer opportunities to undergo rigorous validation.

The Steering Committee manages this trade-off between timeliness and precision by publishing available data with appropriate qualifications. The ongoing nature of the Report provides an opportunity for the data to be improved over time. Publication increases scrutiny of the data and encourages timely improvements in data quality.

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Improving the timeliness and accuracy of the data requires a high level of cooperation between the Steering Committee and participating agencies from all jurisdictions. Users of the Report are also an important source of feedback on issues relating to the improvement of performance reporting. The Steering Committee welcomes feedback, which can be forwarded to the Secretariat (see the contact details inside the front cover of this Report).

## **Effects of factors beyond the control of agencies**

The differing environments in which service agencies operate affect the outcomes achievable and achieved by the agencies. Any comparison of performance across jurisdictions needs to consider the potential impact of differences in clients, geography, available inputs and input prices. Relatively high unit costs, for example, may result from inefficient performance, or from a high proportion of special needs clients, geographic dispersal, or a combination of these and other factors. Similarly, a poor result for an effectiveness indicator may have more to do with client characteristics than service performance.

The Report provides information on some of the differences that might affect service delivery, to assist readers to interpret performance indicator results. This information takes the form of profiles of each service area, footnotes to tables and figures, and a statistical appendix (appendix A). The statistical appendix provides a range of general descriptive information for each jurisdiction, including the age profile, spatial distribution, income levels and education levels of the population, the tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

This Report does not attempt to adjust reported results for differences that may affect service delivery. Users of the Report will often be better placed to make the necessary judgments, perhaps with the benefit of additional information about the circumstances or priorities of specific jurisdictions.

## **1.7 Related performance measurement exercises**

### **Techniques for measuring efficiency**

The approach to developing the efficiency indicators used in the Report is primarily that of unit cost (although some chapters contain other measures of efficiency). Data envelopment analysis (DEA) is another measurement technique that may be suited to assessing efficiency in the delivery of government services. DEA calculates the efficiency of a member of a group, relative to observed best practice (not actual best

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practice) within that group. The approach operates by identifying best performers in terms of input use and output production, typically using linear programming. Other service providers are allocated a single efficiency score based on their performance relative to that of the best performers.

### **‘Measures of Australia’s Progress’**

In April 2006, the ABS published the third issue of *Measures of Australia’s Progress* (ABS 2006). The ABS publishes a summary of the headline indicators on its website annually. The next full issue of *Measures of Australia’s Progress* is planned for 2008.

The publication presents indicators across three domains of progress — economic, social and environmental. Each indicator signals recent progress, typically denoting developments over the past 10 years to help Australians address the question, ‘Has life in our country got better, especially during the past decade?’. The framework includes both headline and supplementary indicators, and focuses on outcomes rather than inputs or processes. The publication includes special articles that relate to, rather than measure, progress — for example, a feature essay on Life satisfaction and measures of progress.

### **Performance monitoring in other countries**

Performance reporting is undertaken in other countries using various approaches (see previous Reports).

#### *OECD*

The OECD Factbook provides more than 100 indicators over a wide range of areas: economy, agriculture, education, energy, environment, foreign aid, health and quality of life, industry, information and communications, population/labour force, trade and investment, taxation, public expenditure and research and development. Data are provided for all OECD member countries with area totals, and for selected non-member economies. The information is outcome focused, and is not linked to specific service delivery agencies (OECD 2007).

#### *United Kingdom*

In the United Kingdom, key performance data on public service delivery is available on a single Treasury website. This reporting allows the public to assess

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how the United Kingdom Government is delivering across all areas of government. Reporting includes public service agreements which measure agency performance by setting out the aim of the department or program, the supporting objectives and the key outcome-based targets that are to be achieved during a specified period (HM Treasury 2007).

### *New Zealand*

The New Zealand Ministry of Social Development produces an annual *Social Report*, which provides information on the health and well-being of New Zealand society. Indicators are used to measure levels of wellbeing, to monitor trends over time, and to make comparisons with other countries. A web site provides data for social report indicators by regional council and territorial authority areas. The Social Report covers nine ‘domains’ — unlike the Blue Book, these domains do not directly reflect specific service areas (although there is sometimes a broad connection). A limited number of high level indicators are presented for each domain, but there is no attempt to comprehensively address the full range of objectives of any specific government service (Ministry of Social Development 2007).

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## 2 Recent developments in the Report

### 2.1 Developments in reporting

This is the thirteenth Report on Government Services produced by the Review. Reporting is an iterative process, and the Review endeavours each year to build on developments of previous years. Since the Review published its first Report in 1995 (SCRCSSP 1995), there has been a general improvement in reporting.

Enhancements to the Report fall into two categories:

- the inclusion of new indicators and reporting against performance indicators for the first time
- improvements to the data reported against performance indicators, including:
  - improved comparability, timeliness and/or quality of data
  - expanded reporting for special needs groups (such as Indigenous Australians)
  - improved reporting of full costs to government.

A new section of the Report, ‘Early childhood, education and training’ has replaced the previous ‘Education’ section and incorporates reporting on children’s services, which has been moved from the Community services section. This shift acknowledges the developmental continuum between children’s services and education, and the policy direction of Early Childhood Education and Care.

Descriptive material on juvenile justice services has moved from the Community services preface to the Protection and support services chapter in the 2008 Report. This is in recognition of the important role of juvenile justice services in assisting young people experiencing difficulties that involve contact with the criminal justice system.

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## Improvements in reporting for the 2008 Report

### *Early childhood, education and training*

Major improvements to chapter 3 ('Children's services') include:

- the representation of special needs groups in child care services and the community is presented for children aged 0–5 and 6–12. Previous reports presented only the 0–12 age group
- performance of child care services' against the National Childcare Accreditation Council's quality principles related to health and safety replaces 'serious injuries' as an indicator of health and safety
- final data from the Australian Government's Census of Child Care Services conducted in 2006 is included this year. The 2007 Report included preliminary data from this source.

The scope of reporting in chapter 4 ('School education') has been enhanced by the inclusion of nationally comparable learning outcomes data for:

- 15 year old students achieving at or above level 3 on the international reading literacy assessment, 2006
- 15 year old students achieving at or above level 3 on the international mathematical literacy assessment, 2006
- students in vocational education and training in schools for 2005.

Data have also been provided for the first time for Indigenous learning outcomes by geolocation (at a national level only for 2005). These data provide important information on Indigenous students through further disaggregation of the national learning outcomes data.

This year, chapter 5 ('Vocational education and training') has been improved by:

- reporting on vocational education and training (VET) participation of 25-64 year olds
- reporting of enrolments by course level and qualifications by course level
- improved survey estimate reporting.

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## *Justice*

Development work continues in chapter 6 ('Police services'), chapter 7 ('Court administration') and chapter 8 ('Corrective services'). No significant improvements were introduced in this Report.

## *Emergency management*

No significant improvements have been made to the performance indicators in chapter 9 ('Emergency management').

## *Health*

The Health preface has been improved this year with the introduction of Indigenous health workforce data, including:

- Indigenous health workers and the Indigenous health workforce as a proportion of total health workforce by age group, sex and number
- Indigenous health workers as a proportion of the Indigenous population
- proportion of Indigenous persons employed in selected health-related occupations (reported for the first time).

In addition, mortality rates, age standardised for all causes (per 1000 people), have been reported for Indigenous and non-Indigenous people. Indigenous and non-Indigenous infant mortality rates, three year average (per 1000 live births), were also reported.

The scope of reporting in chapter 10 ('Public hospitals') has been improved this year with the introduction of hospital procedures indicators, which provide data on hospital separations with a procedure recorded by Indigenous status of the patient. This indicator is included in section 10.1 'Profile of public hospitals' and contains the following measures:

- separations with a procedure reported by principal diagnosis
- separations with a procedure recorded by jurisdiction
- separations with a procedure recorded by region.

In addition, the public hospital workforce sustainability indicators, which were new in the 2007 Report, have been expanded this year to provide more information about the age profile of the nursing and medical practitioner workforces. Data are reported for registered nurses and medical practitioners aged under 30; 30–39; 40–49; 50–59; and 60+ both by jurisdiction and by region.

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The following improvements have been made in reporting in chapter 11 ('Primary and community health') in this Report:

- data are reported for a new indicator of equity of access, 'early detection and early treatment for Indigenous people'
- the inclusion of data for both Australian general practice accrediting bodies (data were previously available for only one accrediting body).

Several improvements have been made to chapter 12 ('Health management issues') this year, including:

- time series data on five year relative breast cancer survival rates
- BreastScreen Australia geographic location participation rates are reported within five Australian Standard Geographical Classification categories (major cities, inner regional, outer regional, remote and very remote) rather than the previous two categories ('metropolitan or capital city' and 'rural and remote or rest of State')
- public health expenditure on breast cancer screening has been refined to present expenditure on a per female aged 40 years and over basis, rather than a per person basis
- data for Indigenous people on levels of psychological distress (K5) have been included
- the following 'yet to be developed' indicators for mental health have been identified (it is expected that data for these indicators will be reported in the 2009 Report):
  - 'rates of community follow up for people within the first seven days of discharge from hospital
  - 'readmissions to hospital within 28 days of discharge.

### *Community services*

In chapter 13 ('Aged care services'), additions and improvements this year include:

- reporting for the first time age specific approval rates for aged care services
- restructure of the 'funding' section, including provision of a summary table
- inclusion of two additional categories of experimental expenditure data, for State and Territory capital expenditure on residential aged care and additional State and Territory expenditure on Home and Community Care (HACC) services
- inclusion for the first time of expenditure data in relation to Multi-Purpose Services, Transition Care Program and Indigenous specific services

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- improved presentation of the indicator ‘use by different groups’
  - reporting for the first time on the indicator ‘long term aged care in public hospitals’
  - revision and improvement of the indicator ‘waiting times for residential care’.

Significant improvements to chapter 14 (‘Services for people with a disability’) include:

- jurisdictional data on people with a disability aged 0–49 years in residential aged care
- a new section on informal carers that reports data on the:
  - age distribution of carers of Commonwealth State Territory Disability Agreement service users, by geographic location
  - impact that the primary caring role has on informal carer’s labour force participation
- data on the proportion of people with a disability who had difficulty accessing government and other services as a result of their disability.

Several improvements to chapter 15 (‘Protection and support services’) have been made this year including:

- reporting on juvenile justice services has moved from the Community services preface to this chapter, in recognition of the important role of juvenile justice services in assisting young people experiencing difficulties that involve contact with the criminal justice system
- four jurisdictions are now reporting experimental results for the ‘pathways’ project, and indicative unit costs (program dollars per placement day) for out-of-home care services are reported for the first time for most jurisdictions
- a partial measure for the outcome indicator ‘Improved education, health and well being of the child’ is included in this Report.

### *Housing*

Significant improvements to chapter 16 (‘Housing’) include:

- reporting of descriptive data for the Indigenous community housing and development of the Indigenous community housing performance indicator framework.

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## 2.2 Gaps in reporting

An examination of reporting against the framework across service areas identified the following issues:

- There continues to be a paucity of information about cost-effectiveness (that is, measures of cost per outcome achieved). The lack of cost-effectiveness data partly reflects the difficulty of collecting robust quantitative information on outcomes. No cost-effectiveness indicators are reported, and only one notional indicator of cost-effectiveness has been identified (for breast cancer detection and management) and the indicator has not been developed.
- Few outcome indicators relate directly to equity. This lack is emphasised by the framework's distinction between equity and access. Similarly, there are relatively few output indicators of equity or access.
- There are relatively few indicators of output quality compared with those for other output characteristics (effectiveness, access and appropriateness).

Identification of gaps in reporting should also take into account how well currently reported indicators measure the various aspects of service provision. There may be scope to improve the appropriateness or quality of currently reported indicators. For example, the 'quality' indicator for children's services has been improved for the 2008 Report by the replacement of 'serious injuries' with performance against the National Child Care Accreditation Council health and safety principles.

## 2.3 Progress with key data issues

The Review has identified the following ongoing data issues that affect the quality of information in the Report: timeliness of data; comparability of data; changes to administrative data collections; full costing of government services; and reporting of data for special needs groups.

### Timeliness

As noted in chapter 1, recent data are more useful for policy decision making but there can be a trade-off between the accuracy of data and their timeliness. The Review's approach is to publish imperfect data with caveats. This approach allows increased scrutiny of the data and reveals the gaps in critical information, providing the foundation for developing better data over time. Table 2.1 summarises the time periods for data reported this year. The following is of particular note:

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- The indicators ‘employer engagement with VET’ and ‘employer satisfaction with VET’ report 2005 data in the 2008 Report as the survey of *Employers’ use and views of the VET system* is conducted biennially.
  - The most recent police services data on reporting rates is from 2005 for the 2008 Report. These data are sourced from the ABS national crime and safety survey which is currently conducted every three years.
  - All data for specialised mental health services are provided one year in arrears (that is, 2005-06 data for the 2008 Report).
  - There is significant scope for improving the timeliness of maternity services quality data.
  - ‘Children’s services’ data collected by the Australian Government’s Census of Child Care Services are collected every two years. Final data from the 2006 Census were available for this Report (preliminary data were reported in the 2007 Report). The ABS Child Care Survey is conducted every three years. The results from the 2005 survey were reported in the 2007 Report and are included again this year.
  - For public housing, community housing and state owned and managed Indigenous housing (SOMIH) in the ‘Housing’ chapter, the ‘location/amenity’ and ‘customer satisfaction’ data are reported for 2007, and the survey collections are conducted biannually. For community housing, the most recent data for ‘average turnaround time’ were for 2005-06 and the ‘total rent collected as a proportion of total rent charged’ are collected one year in arrears and so reported for 2005-06. Data for the Indigenous community housing are one year in arrears. Data for ‘proportion of households paying 25 per cent or more of their income on rent’ affordability indicator was for 2001. Latest available Commonwealth State Housing Agreement funding data were for the 2005-06 financial year.
  - Data on the ‘interval cancer rate’ in the breast cancer detection and management section of chapter 12 rely on data matching and follow-up between screening periods and between screening services and medical services. Such processes take a number of years, resulting in a marked lag in reporting.
  - Data for users of specialist disability services are provided one year in arrears (that is, 2005-06 data for the 2008 Report).
  - The Steering Committee anticipated that data for the Supported Accommodation Assistance Program (SAAP) for 2006-07 would be available for this Report (‘Protection and support services’ chapter). However, with the exception of 2006-07 financial data, and 2005-06 data on the demand for SAAP accommodation and turn-away rates (which updated 2004-05 data provided in the 2007 Report), new performance data were not available for this Report. Revised 2005-06 data are provided in the attachment tables to the 2008 Report.

**Table 2.1 Time period of reported performance results, 2008 Report**

<i>Service area/indicator framework</i>	2004 or 2004-05	Previous year (2005 or 2005-06)	Current year (2006 or 2006-07)
<b>Early childhood, education and training</b>			
Early childhood, education and training preface		School expenditure and highest non-school qualification	All others
Children's services		2005 Child Care Survey data	All others
School education		Learning outcomes and financial data	All others
VET		Number of VET qualifications completed (Skill profile); Employer engagement with VET and Employer satisfaction with VET	All others
<b>Justice</b>			
Police services		Victims of homicide; Reporting rates for selected major offences; Estimated total victims of crime; Land transport hospitalisations; Outcomes of court cases (Higher court cases)	All Others
Court administration			All
Corrective services			All
<b>Emergency management</b>			
Fire events		Fire deaths; Fire injuries	All others
Ambulance events			All
Road rescue events			All
<b>Health</b>			
Public hospitals		All others	Safety; Patient satisfaction
Maternity services	Perineal status after vaginal birth	All others	Caesareans and Inductions for selected primiparae; Vaginal delivery following previous primary caesarean; Apgar scores
Primary and community health	Cervical screening participation rates; Influenza vaccination coverage for older people	Availability of public dentists; Potentially preventable hospitalisations (for vaccine preventable, acute and chronic conditions); Hospitalisations for diabetes; Hospitalisations of older people for falls	All others
Breast cancer <sup>a</sup>			All
Mental health		All	
<b>Community services</b>			
Aged care services	HACC National service standards appraisal (conducted three yearly)	Proportion of long term separations for aged care patients in public hospitals; Aged care assessment unit costs	All others

Table 2.1 (Continued)

Services for people with a disability	Service users	All others
Child protection and out-of-home care	Substantiation/resubstantiation	All others
Juvenile justice	Average rates of detention and average population in juvenile detention	Supervision in community and detention centres
SAAP <sup>b</sup>	All others	Financial data
<b>Housing assistance</b>		
Public housing		All
State owned and managed Indigenous housing		All
Community housing	Rent collection rate	
Indigenous community housing	All	
Commonwealth Rent Assistance		All

ACAT = Aged care assessment teams. HACC = Home and Community Care. SAAP = Supported Accommodation Assistance Program. <sup>a</sup> Data for the 'interval cancer rate' rely on data matching and follow-up between cancer screening periods and between screening services and medical services. Such processes take a number of years, hence the marked lag in reporting. <sup>b</sup> Updated 2006-07 data (with the exception of financial data) were not available for the 2008 Report.

## Comparability of data

Data are generally considered to be directly comparable when definitions, counting rules and the scope of measurement are consistent and the sample size is large enough to be statistically reliable (explained in chapter 1). Performance indicator framework diagrams in each chapter are shaded to reflect which indicators are reported on a comparable basis. Table 2.2 summarises the proportion of performance indicators in each service area with comparable data. Emergency management (20 per cent), child protection and out-of-home care (27 per cent), maternity services (30 per cent), and public hospitals (40 per cent) have the smallest proportions of indicators reported on a comparable basis.

**Table 2.2 Indicators reported on a comparable basis, 2008 Report**

<i>Service area/indicator framework</i>	<i>Indicators with data reported</i>	<i>Indicators reported on a comparable basis</i>	<i>Proportion comparable</i>	<i>Change since last year in number reported on a comparable basis</i>
	no.	no.	%	no.
<b>Early childhood, education and training</b>				
Children's services	18	12	63	1
School education	15	10	67	–
VET	14	11	79	–
<b>Justice</b>				
Police services	23	18	78	–
Court administration	6	3	50	–
Corrective services	11	10	91	–
<b>Emergency management</b>				
Fire events	10	2	20	–
Ambulance events	5	–	–	–
Road rescue events	–	–	–	–
<b>Health</b>				
Public hospitals	15	6	40	–
Maternity services	10	3	30	–
Primary and community health <sup>a</sup>	21	21	100	-2
Breast cancer	11	7	64	–
Mental health	8	4	50	–
<b>Community services</b>				
Aged care services	14	12	86	–
Services for people with a disability	13	7	54	–
Child protection and out-of-home care	15	4	27	–
SAAP	16	12	75	–
<b>Housing</b>				
Public housing	11	11	100	–
State owned and managed Indigenous housing	11	11	100	–
Community housing	10	2	20	2
Indigenous community housing	7	4	57	–
Commonwealth Rent Assistance	10	9	90	–

SAAP = Supported Accommodation Assistance Program. – Nil or rounded to zero. <sup>a</sup> Updated data were not available for two indicators that were included in the 2007 Report and this has resulted in a decrease in comparable indicators.

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## Changes to administrative data collections

The discontinuation of data sets and the commencement of reporting from new data sets have implications for performance reporting by the Review. Time series comparisons, scope, comparability and accuracy of data can be affected, as can the ability to develop performance indicators.

Review requirements are not necessarily a priority in the development or refinement of national minimum data sets (NMDS) or other types of information infrastructure. There can be, for example, a significant delay between the first data collection period and the public release of data from a new data set. This delay is partly due to implementation problems that can affect data quality for several years. In other cases, collection of data is staged, so comprehensive data sets are not immediately available. For the purposes of the Review, this can mean that reporting scope and data quality are diminished for some time until the new data sets are fully operational.

### *Specialised mental health services*

Mental health care NMDSs have been developed, covering public community mental health services and specialised psychiatric care for patients admitted to public and private hospitals. These data are collated by the Australian Institute of Health and Welfare (AIHW) and have replaced the National Survey of Mental Health Services (the source of national performance-related data prior to 2005-06). The aim is to mainstream data for mental health services, and there is a long term plan to restructure and combine mental health and broader health data sets. Limited data from the admitted patient mental health care NMDS are available (for separations and patient days) and are reported in the descriptive section of chapter 12 ('Health management issues').

### *Justice*

The ABS is coordinating a National Information Development Plan (NIDP) for crime and justice statistics. The plan outlines the nationally agreed needs for data in crime and justice, current key data sources (both ABS and other agencies) and information gaps with reference to national data requirements. The NIDP lists priority areas for improving the quality, coverage and use of crime and justice information across Australia and provides a map of the work planned over the next three years.

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### *Juvenile justice*

The AIHW has developed a NMDS for juvenile justice. The third report of the juvenile justice NMDS covers the period 2005-06 and was released in August 2007.

A performance indicator framework for juvenile justice services is also being developed, and it is anticipated that performance information will be available in future Reports. Until these performance-related data are available, the 2008 Report continues to include descriptive information on juvenile justice.

### *Children's services*

An NMDS for children's services has been developed, which provides a framework for collecting a set of nationally comparable data for child care and preschool services. The NMDS was developed by the AIHW, under the guidance of the Children's Services Data Working Group (CSDWG). The CSDWG was a working group established by the National Community Services Information Management Group, a subgroup of the Community and Disability Services Ministers' Advisory Council (CDSMAC). The AIHW has published the final report on the development of the NMDS. CDSMAC has funded a feasibility study into implementation of this set of data elements and this project is currently underway.

### *Aged care services*

The HACC Minimum Data Set version 2 has been implemented and provides 2006-07 data for this Report.

## **Costing of services**

In addition to the Review objective that funding of, or costs for, service delivery be measured and reported on a comparable basis, a further objective of the Review is that efficiency estimates reflect the full costs to government. The Review has identified three priority areas for improving the comparability of unit costs, and developed appropriate guidelines in each case:

- including superannuation on an accrual basis (SCRCSSP 1998a)
- accounting for differences in the treatment of payroll tax (SCRCSSP 1999a)
- including the full range of capital costs (for asset measurement only, see SCRCSSP 2001).

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Other issues influence the comparability of cost estimates. Where possible, the Review has sought to ensure consistency in:

- accounting for the goods and services tax (GST)
- reporting accrued benefits to employees (such as recreation and long service leave)
- apportioning relevant departmental overhead costs
- reporting non-government sourced revenue.

Reforms to treasury and finance department accounting guidelines in most jurisdictions require government agencies to adopt accrual accounting, rather than cash accounting, in their financial reporting frameworks. Accrual accounting is based on the principle that the agency recognises revenue and expenses when they are earned and incurred, respectively. Cash accounting, in contrast, recognises revenue and expenses when they are collected and paid, respectively. The majority of agencies and jurisdictions have adopted accrual accounting.

Accrual accounting has assisted the Review in meeting its full costing principle, but has produced a break in the time series for financial data. Government finance statistics data published by the ABS since 1998-99 are based on accrual methods, but are not consistent with earlier data collected on the basis of cash accounting methods. As a general rule, care needs to be taken when comparing financial data in cases where some agencies adopted accrual accounting later than others.

Table 2.3 provides an overview of the Review's progress in reporting on an accrual basis, meeting the principle of reporting full cost to government (incorporating depreciation and the user cost of capital) and adjusting for differences in superannuation and payroll tax. A brief discussion of each of the issues follows.

### *Superannuation*

The treatment of superannuation is a significant issue when measuring the unit cost for many services, because it often makes up a major component of overall costs and can be treated differently across services and jurisdictions. The Review researched the treatment of superannuation costs and developed approaches to improve the consistency of treatment of superannuation in cost estimates (SCRCSSP 1998a). The extent to which individual agencies consistently report actuarial estimates of superannuation costs depends on the respective jurisdictions' implementation of accrual accounting systems.

**Table 2.3 Progress of unit cost comparability, 2008 Report**

Service area/indicator framework	What is the accounting regime? <sup>a</sup>	Full cost to government			
		Is depreciation included?	Is the user cost of capital included?	Is superannuation included on an accrual basis?	Is payroll tax treated in a consistent manner?
<b>Early childhood, education and training</b>					
Children's services	Accrual	✓	x	✓	x
School education	Accrual	✓	✓	✓	✓
VET	Accrual	✓	✓	✓	✓
<b>Justice</b>					
Police services	Accrual	✓	✓	✓	✓
Court administration	Accrual	✓	x	✓	✓
Corrective services	Accrual	✓	✓	✓	✓
<b>Emergency management</b>					
Fire events	Accrual	✓	✓	x	✓
Ambulance events	Accrual	✓	✓	x	✓
<b>Health</b>					
Public hospitals	Accrual	✓	✓	✓	✓
Maternity services	Accrual	✓	✓	✓	✓
Primary and community health <sup>b</sup>	Accrual	..	..	..	..
Breast cancer	Accrual	x	x	x	x
Mental health	Accrual	x	x	✓	x
<b>Community services</b>					
Aged care services <sup>b</sup>	Accrual	..	..	..	✓
Services for people with a disability	Accrual	✓	x	✓	✓
Child protection and out-of-home care <sup>b</sup>	Accrual	✓	x	✓	✓
SAAP <sup>b</sup>	Accrual	..	..	..	..
<b>Housing assistance</b>					
Public housing	Accrual	✓	✓	✓	✓
State owned and managed Indigenous housing	Accrual	✓	✓	✓	✓
Community housing	Transition	✓	..	✓	✓
Indigenous community housing	Accrual	✓	✓	✓	✓
Commonwealth Rent Assistance <sup>c</sup>	Cash	..	..	..	..

SAAP = Supported Accommodation Assistance Program. ✓ = Majority of jurisdictions have included this item or reported it separately, or have included it on an accrual basis. x = Majority of jurisdictions have not included or reported this item, or not included it on an accrual basis. <sup>a</sup> Accrual: the majority of jurisdictions have reported in accrual terms for the data in the 2008 Report. Transition: the majority of jurisdictions have not reported on either a pure cash or accrual basis. <sup>b</sup> Costs comprise mostly Australian Government transfer payments to private service providers or households. <sup>c</sup> Costs comprise mostly Australian Government transfers to individuals as part of their social security or family assistance payments. There is no separate appropriation for the Rent Assistance component of these payments and reported expenditure is based on a cash accounting regime. ..Not applicable.

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## *Payroll tax*

Payroll tax makes up a small but significant part of the cost of many government funded and delivered services. It is particularly significant for services with a high proportion of labour costs. Differences in the treatment of payroll tax therefore can affect the comparability of unit costs across jurisdictions and services. These differences include payroll tax exemptions, marginal tax rates, tax-free thresholds and clawback arrangements. Accounting for the effect of payroll tax can be particularly important for improving the comparability of the unit costs of private and public service providers where the tax treatment of the two types of organisation may differ.

The Steering Committee (SCRCSSP 1999a) recommended two approaches for managing the comparability of cost data affected by payroll tax issues:

- when the majority of services are taxable, include a hypothetical payroll tax amount in cost estimates for exempt services, based on the payroll tax liability had the service not been exempt from payroll tax
- when the majority of services are tax exempt, deduct the payroll tax amount from the costs of those government services that are taxable.

The Steering Committee subsequently expressed a preference for removing payroll tax from reported cost figures, where feasible, so cost differences between jurisdictions are not caused by differences in jurisdictions' payroll tax policies. In some chapters, however, it has not been possible to separately identify payroll tax, so a hypothetical amount is still included where relevant.

The chapters on school education and VET add a hypothetical payroll tax amount for exempt jurisdictions. The chapters on police services, court administration, corrective services, public hospitals, public housing and SOMIH deduct the amount from those services that are taxable. Reporting for services for people with a disability and residential aged care services present the data adjusted in both ways. In the chapter on protection and support services, payroll tax is included for jurisdictions that are liable, but data difficulties mean no adjustment is made for those jurisdictions that are not liable. The Review is examining the treatment of payroll tax in some other service areas — for example, breast cancer detection and management, and mental health management.

## *Capital costs*

Under accrual accounting, the focus is on the capital used (or consumed) in a particular year, rather than on the cash expenditure incurred in its purchase (for

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example, the purchase costs of a new building). Capital costs comprise two distinct elements:

- depreciation — defined as the annual consumption of non-current physical assets used in delivering government services
- the user cost of capital — the opportunity cost of funds tied up in the capital used to deliver services (that is, the return that could be generated if the funds were employed in their next best use).

It is important to incorporate the full impact of capital costs in cost comparisons. Capital can be a significant component of service delivery costs. Given that it is costed in full for contracted elements of service delivery, any comparison with non-contractual government services requires the inclusion of an appropriate capital component in the cost of non-contractual services. Unit costs calculated on the basis of recurrent expenditure underestimate the underlying costs to governments. The inclusion of capital expenditure in unit cost calculation, however, does not guarantee accurate or complete estimates of these costs in a given year.

To improve the comparability of unit costs, the Steering Committee decided that both depreciation and the user cost of capital should be included in unit cost calculations (with the user cost of capital for land to be reported separately). The Steering Committee also agreed that the user cost of capital rate should be applied to all non-current physical assets, less any capital charges and interest on borrowings already reported by the agency (to avoid double counting). The rate used for the user cost of capital is based on a weighted average of rates nominated by jurisdictions (currently 8 per cent).

Depreciation and the user cost of capital are derived from the value assigned to non-current physical assets. Differences in the techniques for measuring the quantity, rate of consumption and value of non-current physical assets may reduce the comparability of cost estimates across jurisdictions. In response to concerns regarding data comparability, the Steering Committee initiated a study — *Asset Measurement in the Costing of Government Services* (SCRCSSP 2001) — to examine the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs. The study considered the likely materiality of differences in asset measurement techniques for corrective services, housing, police services and public hospitals.

The study found that differences in asset measurement techniques can have a major impact on reported capital costs. However, its results suggested that the differences created by these asset measurement effects are generally relatively small in the context of total unit costs because capital costs represent a relatively small proportion of total cost (except for housing). In housing, where the potential for

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asset measurement techniques to influence total unit costs is greater, the adoption under the Commonwealth State Housing Agreement of a uniform accounting framework has largely prevented this from occurring. The adoption of national uniform accounting standards across all service areas would be a desirable outcome from the perspective of the Review.

### *Other costing issues*

Other costing issues include accounting for the GST, the reporting of accrued benefits to employees, the apportionment of costs shared across services (mainly overhead departmental costs) and the treatment of non-government sourced revenue.

Government agencies are treated in the same manner as other businesses for GST. That is, government agencies are not exempt from GST on their purchases, and can claim input tax credits for the GST paid on inputs. Data reported in this Report are net of GST paid and input tax credits received unless otherwise specified. The GST appears to have little quantifiable impact on the performance indicators in this Report.

The issue of accrued benefits to employees is addressed primarily through the adoption of accrual accounting and the incorporation of explicit references to these benefits within the definition of costs.

Full apportionment of departmental overheads is consistent with the concept of full cost recovery. The practice of apportioning overhead costs varies across the services in the Report.

For non-government sourced revenue, some services deduct such revenue from their estimates of unit costs where it is relatively small (for example, in police services and court administration). The costs reported are therefore an estimate of net cost to government. However, where revenue from non-government sources is significant (such as with public hospitals, fire services and ambulance services), the net cost to government does not enable an adequate assessment of efficiency. In these instances, it is necessary to report both the gross cost and the net cost to government to obtain an adequate understanding of efficiency.

## **Reporting for special needs groups**

Some chapters of the Report focus on the performance of agencies in providing services to specific groups in society — for example, the chapters on aged care services, services to people with a disability, and children’s services. Across the

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Report, the Review also seeks to report on the performance of agencies providing services for three identified special needs groups: Indigenous people; people living in communities outside the capital cities (that is, people living in other metropolitan areas, or rural and remote communities); and people from a non-English speaking background. There is a paucity of data on outcomes for these groups (tables 2.4, 2.5 and 2.6).

### *Indigenous Australians*

In May 1997, the Prime Minister asked the Review to give particular attention to the performance of mainstream services in meeting the needs of Indigenous Australians. Table 2.4 provides an indication of which service areas report at least one data item on Indigenous Australians.

### *Indigenous compendium*

Since 2003, the Steering Committee has compiled all of the data items on Indigenous Australians included in the Report on Government Services into a separate Indigenous compendium. The most recent compendium (of data from the 2007 Report) was released in May 2007 (SCRGSP 2007a). A compendium of Indigenous data from this Report will be released in mid-2008.

### *COAG report on Indigenous disadvantage*

In April 2002, the Council of Australian Governments (COAG) commissioned the Steering Committee to produce a regular report on key indicators of Indigenous disadvantage. The Review released the third edition of this Report, *Overcoming Indigenous Disadvantage: Key Indicators 2007* (SCRGSP 2007b), in June 2007. The fourth edition of the *Overcoming Indigenous Disadvantage* report will be released in mid-2009.

### *Data collection issues concerning Indigenous Australians*

The task of collecting data on Indigenous Australians is complicated by the fact that many administrative data collections do not distinguish between Indigenous and non-Indigenous clients. The method and level of identification of Indigenous people appear to vary across jurisdictions. Further, surveys do not necessarily include an Indigenous identifier and, when they do, they may not undertake sufficient sampling of Indigenous people to provide reliable results.

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The ABS and AIHW play an important role in this area. Work being undertaken by the ABS and AIHW includes:

- an ongoing program to develop and improve Indigenous data flowing from Australian, State and Territory administrative systems
- work with other agencies to ensure Indigenous people are identified in relevant systems and that statistics are of adequate quality. Priority is initially being given to the improvement of births and deaths statistics in all states and territories. Other priorities include hospital, community services, education, housing, and crime and justice statistics
- work with other agencies to develop and support national Indigenous information plans, Indigenous performance indicators and Indigenous taskforces on a number of topics
- an expansion of the ABS Household Survey Program to collect more regular Indigenous statistics, including regular Indigenous surveys, Indigenous sample supplementation in regular health surveys, and annual Indigenous labour force estimates.

The Ministerial Council on Aboriginal and Torres Strait Islander Affairs established a working party to develop an Indigenous Demographics paper to identify methodological issues in Indigenous data collections, outline how these are being addressed and identify any remaining gaps. The findings are presented in a paper titled *Population and Diversity: Policy Implications of Emerging Indigenous Demographic Trends*, released in mid-2006 by the Centre for Aboriginal Economic Policy Research (Taylor 2006). In mid-2007, MCATSIA commissioned further work on Indigenous population statistics from Dr John Taylor at the Centre for Aboriginal Economic Policy Research.

In 2006, COAG established an Indigenous Generational Reform working group, whose terms of reference includes agreeing on short- and long-term actions to address gaps in national and administrative data collection to support measurement of long term outcomes for Indigenous Australians consistent with the Overcoming Indigenous Disadvantage framework.

The Review will draw on these initiatives in future reports.

**Table 2.4 Reporting of at least one data item on Indigenous Australians, 2008 Report**

Service area/indicator framework	Descriptive	Outcomes	Outputs		
			Equity	Effectiveness	Efficiency
<b>Early childhood, education and training</b>					
Education preface	✓	x	x	x	x
Children's services	x	x	✓	x	x
School education	✓	✓	✓	✓	x
VET	x	✓	✓	✓	x
<b>Justice</b>					
Justice preface	x	x	x	x	x
Police services	✓	✓	✓	✓	x
Court administration	x	x	x	x	x
Corrective services	✓	x	x	✓	x
<b>Emergency management</b>					
Fire events	x	x	x	x	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
<b>Health</b>					
Health preface	✓	✓	x	x	x
Public hospitals	✓	x	x	x	x
Maternity services	x	✓	x	x	x
Primary and community health	✓	✓	✓	x	x
Breast cancer	x	x	✓	x	x
Mental health	✓	✓	x	x	x
<b>Community services</b>					
Community services preface	✓	x	x	x	x
Aged care services	✓	x	✓	x	x
Services for people with a disability	✓	✓	✓	✓	x
Child protection	✓	x	x	✓	x
Out of home care	✓	x	x	✓	x
SAAP	x	✓	✓	✓	x
<b>Housing</b>					
Public housing	✓	✓	x	x	x
State owned and managed Indigenous housing	✓	✓	✓	✓	✓
Community housing	✓	x	x	x	x
Indigenous community housing	✓	✓	x	✓	✓
Commonwealth Rent Assistance	x	✓	✓	x	x

SAAP = Supported Accommodation Assistance Program. ✓ = At least one data item is reported. x = No data are reported.

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### *People living in rural and remote areas*

The Steering Committee selectively reports on the performance of governments in delivering services to people in communities outside the capital cities. Table 2.5 indicates which service sectors are reporting at least one data item on services delivered to people in rural and remote areas.

Reporting data on rural and remote communities is complicated by the number of classification systems that exist. The chapters on VET, emergency management, aged care services, disability services, children's services and housing now use the ABS Australian Standard Geographical Classification of remoteness areas. A number of other services (public hospitals, primary and community health, mental health, and protection and support services) still use the Rural, Remote and Metropolitan Areas (RRMA) classification or a variant (DPIE and DSH 1994). The chapter on school education uses its own system developed for education ministers, known as the Geographic Location Classification, which draws on the RRMA classification and ABS's Accessibility and Remoteness Index of Australia (Jones 2000).

### *People from a non-English speaking background*

A number of chapters in the Review report data on the performance of governments in providing services to people from a non-English speaking background. Table 2.6 indicates which services have reported at least one performance indicator for all jurisdictions.

Reporting data on people from a non-English speaking background is also complicated by the number of classification systems that exist. Different chapters of the Report use different classification systems based on: people speaking a language other than English at home (reported for VET, breast cancer detection and management, and children's services); people with a language background other than English (reported for school education); and people born in a non-English speaking country (reported for aged care services, services for people with a disability and SAAP, within protection and support services). In addition, some services are considering reporting future data using the cultural and language diversity classification.

**Table 2.5 Reporting of at least one data item on rural and remote communities, 2008 Report**

Service area/indicator framework	Descriptive	Outcomes	Outputs		
			Equity	Effectiveness	Efficiency
<b>Early childhood, education and training</b>					
Education preface	x	x	x	x	x
Children's services	x	x	✓	x	x
School education	✓	✓	x	x	✓
VET	x	✓	✓	x	x
<b>Justice</b>					
Justice preface	x	x	x	x	x
Police services	x	x	x	x	x
Court administration	x	x	x	x	x
Corrective services	x	x	x	x	x
<b>Emergency management</b>					
Fire events	x	x	x	✓	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
<b>Health</b>					
Health preface	✓	x	x	x	x
Public hospitals	✓	x	x	✓	x
Maternity services	x	x	x	x	x
Primary and community health	x	x	✓	✓	x
Breast cancer	x	x	✓	x	x
Mental health	x	✓	x	x	x
<b>Community services</b>					
Community services preface	x	x	x	x	x
Aged care services	✓	x	✓	✓	x
Services for people with a disability	x	✓	✓	✓	x
Child protection	x	x	x	x	x
Out-of-home care	x	x	x	x	x
SAAP	x	x	x	x	x
<b>Housing</b>					
Public housing	✓	x	x	x	x
State owned and managed Indigenous housing	✓	x	x	x	x
Community housing	✓	x	x	x	x
Indigenous community housing	x	x	x	x	x
Commonwealth Rent Assistance	x	x	✓	x	x

SAAP = Supported Accommodation Assistance Program. ✓ = At least one data item is reported. x = No data are reported.

**Table 2.6 Reporting of at least one data item on people from a non-English speaking background, 2008 Report**

<i>Service area/indicator framework</i>	<i>Descriptive</i>	<i>Outcomes</i>	<i>Outputs</i>		
			<i>Equity</i>	<i>Effectiveness</i>	<i>Efficiency</i>
<b><i>Early childhood, education and training</i></b>					
Children's services	x	x	✓	x	x
Education preface	x	x	x	x	x
School education	✓	✓	x	x	x
VET	x	✓	✓	x	x
<b><i>Justice</i></b>					
Justice preface	x	x	x	x	x
Police services	x	x	x	x	x
Court administration	x	x	x	x	x
Corrective services	x	x	x	x	x
<b><i>Emergency management</i></b>					
Fire events	x	x	x	x	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
<b><i>Health</i></b>					
Health preface	x	x	x	x	x
Public hospitals	x	x	x	x	x
Maternity services	x	x	x	x	x
Primary and community health	x	x	x	x	x
Breast cancer	x	x	✓	x	x
Mental health	x	x	x	x	x
<b><i>Community services</i></b>					
Community services preface	x	x	x	x	x
Aged care services	x	x	✓	x	x
Services for people with a disability	x	✓	✓	✓	x
Child protection	x	x	x	x	x
Out-of-home care	x	x	x	x	x
SAAP	x	x	✓	✓	x
<b><i>Housing</i></b>					
Public housing	x	x	x	x	x
State owned and managed Indigenous housing	x	x	x	x	x
Community housing	x	x	x	x	x
State owned and managed Indigenous housing	x	x	x	x	x
Commonwealth Rent Assistance	x	x	x	x	x

SAAP = Supported Accommodation Assistance Program. ✓ = At least one data item is reported. x = No data are reported.

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## 2.4 'Cross-cutting' issues

There is growing emphasis on the management of policy issues that cover more than one service area or ministerial portfolio — for example, government policies aimed at specific client constituencies or community groups such as older people, women, children, Indigenous Australians, people in rural and remote areas, and people from non-English speaking backgrounds. Improving the management of these issues can contribute to more effective and efficient service provision. Greater efficiency can come from more clearly defined priorities, and from the elimination of duplicated or inconsistent programs. Improved outcomes can result from a more holistic and client centred approach to service delivery.

This issue arises in several areas of the Report. The frameworks in chapter 12 ('Health management issues') are one means of reporting outcomes for a range of different services working in concert. The ultimate aim of that chapter is to report on the performance of primary, secondary and tertiary health services in improving outcomes for people with breast cancer or mental illness. The frameworks and the scope of services reported are evolving over time. The mental health management section, for example, currently reports only on the performance of specialised mental health services, but people with a mental illness also access primary and community health services (such as general practitioners, and drug and alcohol services) (chapter 11), aged care services (chapter 13), services for people with a disability (chapter 14) and public housing (chapter 16). People with a mental illness may also enter corrective services (chapter 8).

Other references in this Report relating to cross-cutting issues include:

- mortality rates and life expectancy (reported in the 'Health preface'), with mortality rates being influenced by education, public health, housing, primary and community health, and hospital services (as well as external factors)
- potentially preventable hospitalisations (chapter 11) — for example, effective primary and community health services can make it less likely that people with asthma or diabetes will require hospitalisation due to these conditions
- the proportion of general practitioners with links to specialist mental health services (chapter 12) — general practitioners often refer people to specialist health and health-related services, and the quality of their links with these services and of their referral practices can influence the appropriateness of services received by clients
- long term aged care in public hospitals (chapter 13)
- younger people with a disability residing in residential aged care facilities (chapter 14)

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- community services pathways, HACC across the community services sector and community services, participation and productivity (Community services preface)
  - rates of return to prison and community corrections (reported in the ‘Justice preface’) are influenced by the activities of police, courts and corrective services (as well as other factors)
  - changes in education outcomes over time for children on custody or guardianship orders (chapter 15), compared to changes in education outcomes over time for all children (the latter also reported in school education, chapter 4)
  - the contributions of many services to child protection services (discussed primarily in chapter 15). Police services investigate serious allegations of child abuse and neglect, courts decide whether a child will be placed on an order, education and child care services provide services for these children, and health services support the assessment of child protection matters and deliver therapeutic, counselling and other services
  - close links between SAAP services (chapter 15) and other forms of housing assistance reported in the Housing chapter (chapter 16), particularly housing funded under the Crisis Accommodation Program.

### *Counter-terrorism*

A number of service areas included in this Report contribute to government initiatives to improve security throughout Australia. In particular, emergency services, police and public hospitals are key services involved in governments’ responsibilities under the National Counter Terrorism Plan.<sup>1</sup> The performance indicator results included in the Report for these services are likely to reflect governments’ actions to fulfil their responsibilities under the Plan, including restructuring, coordinating across services, employing extra staff, purchasing extra equipment, training staff, and/or extending working hours. The police, for example, have developed operational procedures for dealing with a broad range of chemical and biological hazards, and have improved their cooperation with emergency services and health professionals to ensure police officers can appropriately analyse risks and implement effective responses.

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<sup>1</sup> A National Counter Terrorism Committee with officials from the Australian, State and Territory governments has developed a National Counter Terrorism Plan. All governments have responsibilities under the Plan to prevent acts of terrorism or, if such acts occur, to manage their consequences within Australia.

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While performance data do not explicitly include the details of these government activities, such activities need to be kept in mind when interpreting performance results — for example:

- counter-terrorism activities might have led to an increase in government expenditure, but the outputs or outcomes (for example, increased security patrols, emergency planning or improved security) may not show up in the data in the chapters. In this case, performance results for efficiency indicators may suggest a fall in value for money
- counter-terrorism requirements might have been accommodated by an increase in productivity rather than an increase in expenditure, but if the additional outputs or outcomes are not recorded in the chapters, then performance results will not reflect the improvement in productivity.

The agencies with the primary responsibilities for counter-terrorism (such as the defence forces, the Australian Security Intelligence Organisation and the relevant coordinating bodies) are not within scope for this Report, so comprehensive and detailed reporting of counter-terrorism is not possible.

## 2.5 Related Review projects

The information in *Overcoming Indigenous Disadvantage: Key Indicators 2007* (discussed earlier) complements the Indigenous data and performance indicators presented in this Report. The *Overcoming Indigenous Disadvantage* report describes high level outcomes for Indigenous people, for which all government departments and agencies are collectively responsible. That report includes only very limited reporting on an individual agency basis. The *Report on Government Services*, on the other hand, provides information on the performance of specified government agencies and programs in delivering services to Indigenous people.

The Steering Committee has also undertaken research into other issues relevant to the performance of government services. In previous years, the Steering Committee published reports on:

- patient satisfaction and responsiveness surveys conducted in relation to public hospital services in Australia (SCRGSP 2005). A major aim of the commissioned consultancy was to identify points of commonality and difference between patient satisfaction surveys and their potential for concordance and/or for forming the basis of a minimum national data set on public hospital ‘patient satisfaction’ or ‘patient experience’
- efficiency measures for child protection and support pathways (SCRCSSP 2003). The study developed and tested a method to allow states and

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territories to calculate more meaningful, comparable and robust efficiency measures for the protection and support services they deliver

- the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs (SCRCSSP 2001)
- a survey of the satisfaction of clients of services for people with a disability (Equal and Donovan Research 2000)
- the use of activity surveys by police services in Australia and New Zealand (SCRCSSP 1999b) as a means of drawing lessons for other areas of government that are considering activity measurement in output costing and internal management
- an examination of payroll tax (SCRCSSP 1999a) and superannuation (SCRCSSP 1998a) in the costing of government services
- data envelopment analysis as a technique for measuring the efficiency of government services delivery (SCRCSSP 1997a).

Earlier research involved case studies of issues and options in the implementation of government service reforms. The Steering Committee has published a case study report (SCRCSSP 1997b) that covers:

- purchasing community services in SA
- using output-based funding of public acute hospital care in Victoria
- implementing competitive tendering and contracting for Queensland prisons

and one (SCRCSSP 1998b) that covers:

- devolving decision making in Victorian Government schools
- using competitive tendering for NSW public hospital services
- offering consumer funding and choice in WA services for people with a disability
- pricing court reporting services in Australian courts.

The Steering Committee has also developed checklists on common issues in implementing these reforms, such as:

- timing program implementation
- decentralising decision making
- measuring and assessing performance
- measuring quality

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- directly linking funding to performance
  - charging users (SCRCSSP 1998b).

The Steering Committee will continue to focus on research that is related to performance measurement, which is likely to help improve reporting for individual services.

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PART B

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EARLY CHILDHOOD,  
EDUCATION AND TRAINING

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## B Early childhood, education and training preface

Education is a lifelong activity, beginning with early childhood education and care (ECEC). Education occurs in a variety of settings — including child care, preschool and the three sectors that comprise Australia’s education and training system (the school education, vocational education and training [VET] and higher education sectors). This Report covers children’s services (including child care and preschools), school education and VET.

From the 2008 Report onwards, the ‘Early childhood, education and training’ section of the Report (previously ‘Education’) will include the Children’s services chapter. The Children’s services chapter has been moved into this section in recognition of the importance of children’s services in providing early cognitive and social development, and the links between this development and educational outcomes. Governments have more recently focused on ECEC as part of a continuum with school education — a seamless process of learning and development from 0 to 18 years.

Australia’s system of education has a range of objectives, some of which are common across all sectors of education (for example, to increase knowledge) while others are more specific to a particular sector.

- The objectives of children’s services are to meet the care, education and development needs of children in a safe and nurturing environment, and provide support for families in caring for their children (box 3.1). Children’s services have both education and care objectives and the Children’s services chapter continues to present both of these.
- The objectives of the school education sector, as reflected in the national goals for schooling (box 4.1), include a focus on developing the capacities and talents of all young people so they have the necessary knowledge, understanding, skills and values for a productive and rewarding life.
- The objectives of the VET sector, as reflected in the national strategy for VET 2004–10 (box 5.3), include a focus on giving industry a highly skilled workforce to support strong performance in the global economy; making employers and students the centre of VET; strengthening communities and regions

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economically and socially through learning and employment; and giving Indigenous Australians skills for viable jobs and ensure their learning culture will be shared.

- The objectives of the higher education sector, as reflected in the *Higher Education Support Act 2003*, include contributing to the development of cultural and intellectual life in Australia, and appropriately meeting Australia's social and economic needs for a highly educated and skilled population.

Australian, State and Territory governments fund government and non-government providers to deliver child care, preschool services and formal education and training services. Government providers include preschools, government schools (primary and secondary), technical and further education (TAFE) institutes, and universities. Non-government providers include child care centres, privately operated preschools and schools, private registered training organisations in the VET sector and private Higher Education institutions.

Chapter 3 covers the performance of children's services, including child care and preschool programs, which provide a variety of educational and developmental experiences for children before full time schooling. Chapter 4 covers the performance of school education. Some comparisons between the government and non-government school systems are included. Chapter 5 covers the performance of the VET sector.

Areas of government involvement in children's services and education that are not covered in this Report include:

- provision of Child Care Benefit (CCB) directly to families
- universities (although some information is included in this preface)
- the transportation of students
- income support payments for students
- adult community education (except VET programs)
- VET activity delivered on a fee-for-service basis by private and community education providers.

Other services provided by other government agencies (such as health, housing and community services) influence educational outcomes but are not formally part of Australia's education and training system. These services are not covered in the Children's services, School education and VET chapters, but are discussed in other chapters of this Report.

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Indigenous status, language and cultural background, disability status, socioeconomic status, gender and geographic location are also factors that may influence developmental and educational outcomes. It is a priority of the Review to improve the reporting of data to assess the influence of these factors on the early childhood, education and training outputs and outcomes reported.

For this Report, the preface is disaggregated into ‘children’s services’ and ‘education and training’. Development work will continue for future Reports to highlight the linkages between children’s services, school education and vocational education and training.

## **Profile of children’s services**

### **Roles and responsibilities**

A significant aspect of children’s services is the diverse and varied policy approaches to, and delivery of, services throughout Australia. The range of services available reflects the diverse needs of children and their families. The Australian Government and the State and Territory governments have different, but complementary, roles in supporting children’s services.

The Australian Government’s roles and responsibilities for child care include:

- paying CCB to families using approved child care services or registered carers
- paying Child Care Tax Rebate to eligible families using approved child care services
- funding the National Childcare Accreditation Council (NCAC) to administer quality assurance systems for child care services
- funding some providers and other organisations to provide information, support and training to service providers.

State and Territory governments’ roles and responsibilities vary across jurisdictions. Generally, State and Territory governments are responsible for preschool services. Other roles and responsibilities may include:

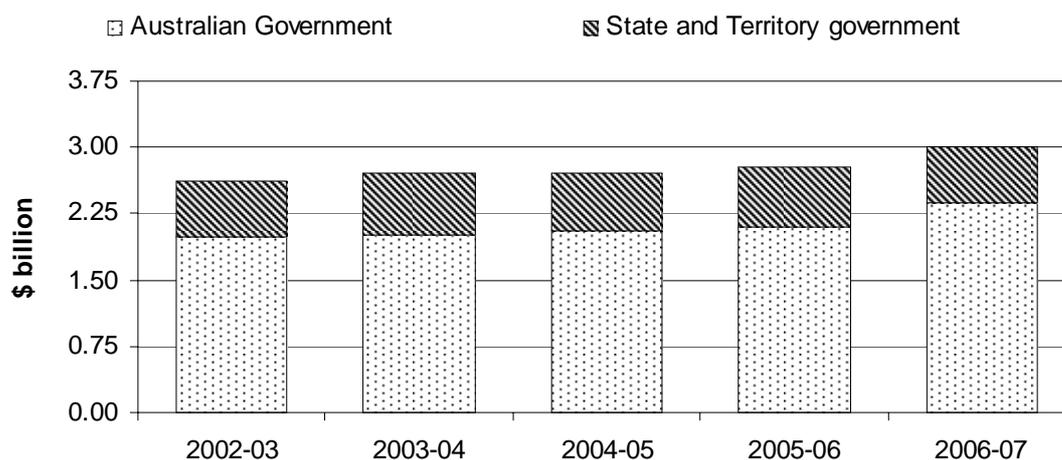
- standard setting, and licensing and monitoring children’s services providers, including complaints management
- providing operational and capital funding to non-government service providers
- delivering some services directly (especially preschool services)

- providing information, support, advice and/or training to service providers, staff and parents
- planning to ensure the appropriate mix of services is available to meet the needs of the community.

## Funding

Total government recurrent funding for children’s services was approximately \$3.0 billion in 2006-07, an increase of 14.2 per cent in real terms since 2002-03 (figure B.1).

Figure B.1 **Australian, State and Territory government real recurrent expenditure on children’s services (2006-07 dollars)<sup>a, b</sup>**



<sup>a</sup> Real expenditure was calculated from nominal figures based on the Australian Bureau of Statistics (ABS) gross domestic product (GDP) price deflator (2006-07 = 100) (table AA.26). <sup>b</sup> Refer to source tables for detailed footnotes.

Source: Australian, State and Territory governments (unpublished); table BA.1.

## Size and scope

Children’s services are provided using a variety of service delivery models that can be grouped into the following six broad categories:

- centre-based long day care
- family day care
- occasional care
- preschool

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- outside school hours care
  - other services to support children with additional needs or in particular situations (see chapter 3 for more information about the categories of services).

There can be overlaps within each service category, for example, preschool can be provided in centre-based long day care.

### *Child care services*

Child care refers to arrangements (other than care by resident parents) made for the care of children. The main models of service are centre-based long day care, family day care, outside school hours care (vacation, before/after school hours and ‘pupil free days’ care), occasional care and other care.

The Australian Government supported 616 129 child care places in 2006 — an increase of 4.6 per cent from 588 866 places in 2005 (table 3A.8). In 2006-07, State and Territory governments supported approximately 64 330 places in child care for children aged 12 years or younger (section 3.1 of chapter 3).

### *Preschool services*

Preschools provide a range of educational and developmental programs to children in the year immediately before they commence full time schooling and also, in some jurisdictions, to younger children. Participation at preschools is not compulsory. In 2006-07, State and Territory governments supported at least 211 011 preschool places (section 3.1 of chapter 3).

There is a distinction between the number of child care and preschool places provided, and the number of children who attend services. Due to the sessional or episodic nature of some services, it is possible for one place to accommodate more than one child (see chapter 3 for more information on children attending services).

## **Measuring the performance of children’s services**

Current reporting on the performance of children’s services is largely limited to measures of outputs (for example, enrolment and participation rates). A performance indicator framework for children’s services has been developed for the Review (figure 3.2). Work is ongoing to improve reporting on outcomes (currently limited to indicators of demand for additional care and out-of-pocket costs).

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## Profile of the education and training system

### Roles and responsibilities

Different levels of government and non-government authorities and stakeholders carry out the roles and responsibilities of administering, funding and determining the objectives of the education sector. The Australian Government's roles and responsibilities in delivering education and training services include:

- providing funding to non-government schools and to State and Territory governments for government schools, to support agreed priorities and strategies
- providing funding through the Department of Education, Science and Training (DEST) to states and territories for the delivery of VET programs and services, and support for VET infrastructure
- being the primary funding source for, and developer of policy related to, the higher education sector
- providing financial assistance for students.

State and Territory governments' roles and responsibilities in providing education and training services include:

- having constitutional responsibility for the provision of schooling to all children of school age
- having the major financial responsibility for government school education, and contributing funds to non-government schools
- regulating both government and non-government school activities and policies
- determining school curricula, course accreditation, student assessment and student awards for both government and non-government schools
- administering and delivering VET and school education in government schools
- administering and funding TAFE institutes for the delivery of VET programs and services
- funding other registered training organisations for the delivery of VET programs and services, including community education providers and private providers
- regulating the delivery of VET services, including conducting quality audits, coordinating the registration of training organisations and managing the accreditation of nationally recognised education and training programs
- being responsible for legislation relating to the establishment of universities and the accreditation of higher education courses.

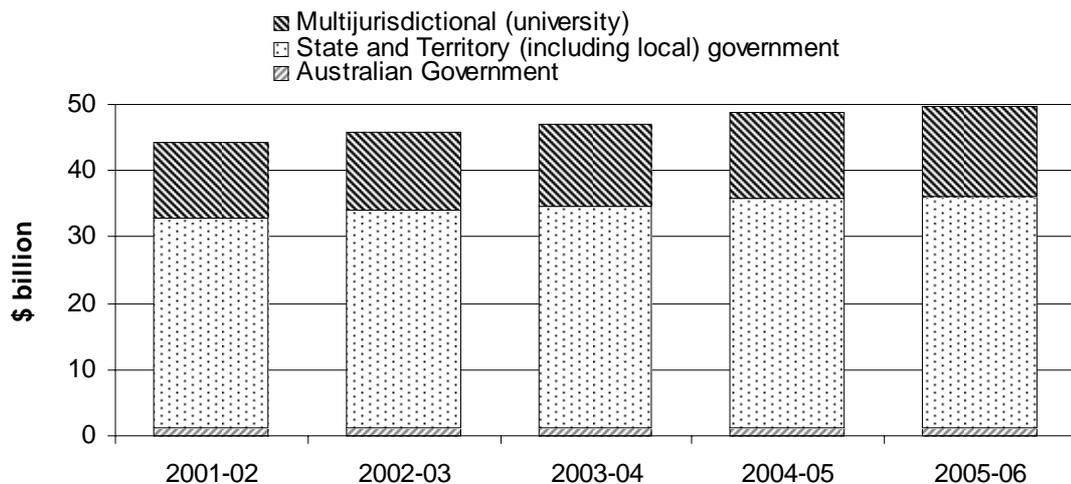
More detailed descriptions of the roles and responsibilities of governments in the school and VET sectors can be found in chapters 4 and 5 respectively.

## Funding

Education and training is a major area of expenditure and activity for Australian, State and Territory governments. In 2005-06, total government operating expenses net of transfers (transfers or transactions that occur between different levels of general government for the purposes of education) for school education, VET and higher education was \$49.7 billion for all governments (figure B.2). This was equivalent to 5.1 per cent of gross domestic product (GDP). Private household final consumption expenditure on education in 2005-06 was \$18.6 billion, or 1.9 per cent of GDP (ABS 2007a).

Between 2001-02 and 2005-06, the average annual real growth of total operating expenditure net of transfers on education was 3.0 per cent. In 2005-06, Australian Government operating expenses for the three education and training (school education, VET and higher education) sectors were \$15.8 billion, of which \$14.6 billion (92.3 per cent) comprised grants to other levels of government (table BA.2). Operating expenditure (net of transfers) was \$1.2 billion for the Australian Government, \$35.1 billion for State, Territory and local government and \$13.5 billion for multijurisdictional (university) (figure B.2).

Figure B.2 **Australian, State and Territory (including local) government real operating expenses, net of transfers for education (2005-06 dollars)<sup>a, b</sup>**



<sup>a</sup> Based on accrual operating expenses for education. <sup>b</sup> The ABS provided nominal figures. Real expenditure was calculated from these figures based on the ABS GDP price deflator (2005-06 = 100) (table AA.26).

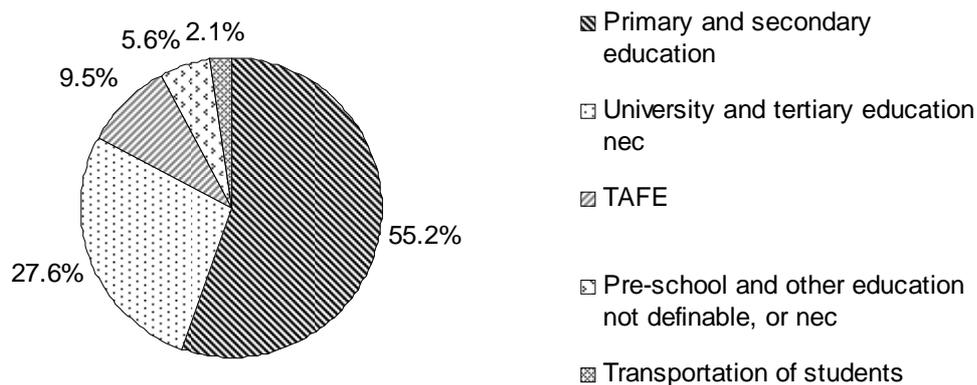
Source: ABS (2007a); ABS (unpublished) Government Finance Statistics; table BA.2.

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Of the \$49.7 billion government expenditure on education and training in 2005-06, schools accounted for the highest proportion (55.2 per cent), followed by universities and tertiary education (27.6 per cent) and TAFE institutes (9.5 per cent) (figure B.3).

**Figure B.3 Total government expenditure on education, 2005-06<sup>a</sup>**

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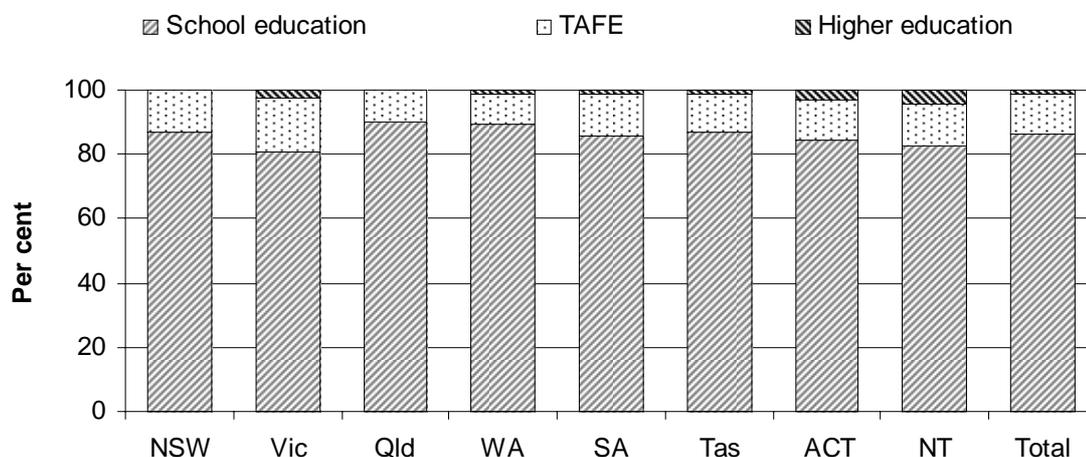
<sup>a</sup> Based on accrual operating expenses for education.

**nec** Not elsewhere classified.

Source: ABS (2007a); table BA.3.

In 2005-06, school education (and some preschool expenditure which cannot be disaggregated) received the largest proportion of State and Territory government expenditure (86.2 per cent), TAFE received 12.8 per cent (figure B.4).

Figure B.4 **State and Territory (including local) government expenditure on education, 2005-06<sup>a, b, c</sup>**



<sup>a</sup> Except where footnotes indicate otherwise, 'school education' includes expenditure for primary and secondary, preschool, special education and other education not definable by level (including transportation of students and education not elsewhere classified). The latter is defined as: adult education courses that are essentially non-vocational, other than those offered by TAFE institutes; migrant education programs; and other educational programs not definable by level. <sup>b</sup> Most expenditure for preschool education in NSW is contained in other budget areas and not included. NSW 'primary and secondary' expenditure includes: some special education expenditure for preschool students; all special education expenditure for school students; and higher education expenditure. <sup>c</sup> Expenditure for preschool education in Victoria is contained in other budget areas and is not included.

Source: ABS (2007a); table BA.4.

## Size and scope

In 2006, there were 3.4 million full time school students attending 9612 schools in Australia, including 6902 government schools (ABS 2007b). Of the 1.7 million people who undertook VET programs in 2006, 1.2 million students participated in government recurrent funded programs. Government funded students completed over 294.4 million annual hours at 10 975 locations across Australia (that is, TAFE, government funded locations and the locations of all other registered training providers, including private providers, that receive government recurrent funding for VET delivery). Of these locations, 2501 were TAFE and other government provider locations (tables 5A.3-4).

There were approximately 984 000 students attending higher education institutions that received funding on behalf of students from the Australian Government in 2006, an increase of 2.8 per cent from 2005. These students undertook a variety of courses, ranging from diplomas to doctorates across a range of public and private providers. The most common course was the bachelor degree, which accounted for

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around two thirds of all students. The majority of students undertook their course on campus on a full time basis. The most popular fields of education were management and commerce, and society and culture. Students in these fields undertook, for example, courses in accounting, tourism, marketing, political science, law, economics and criminology (DEST 2007).

## **Learning pathways**

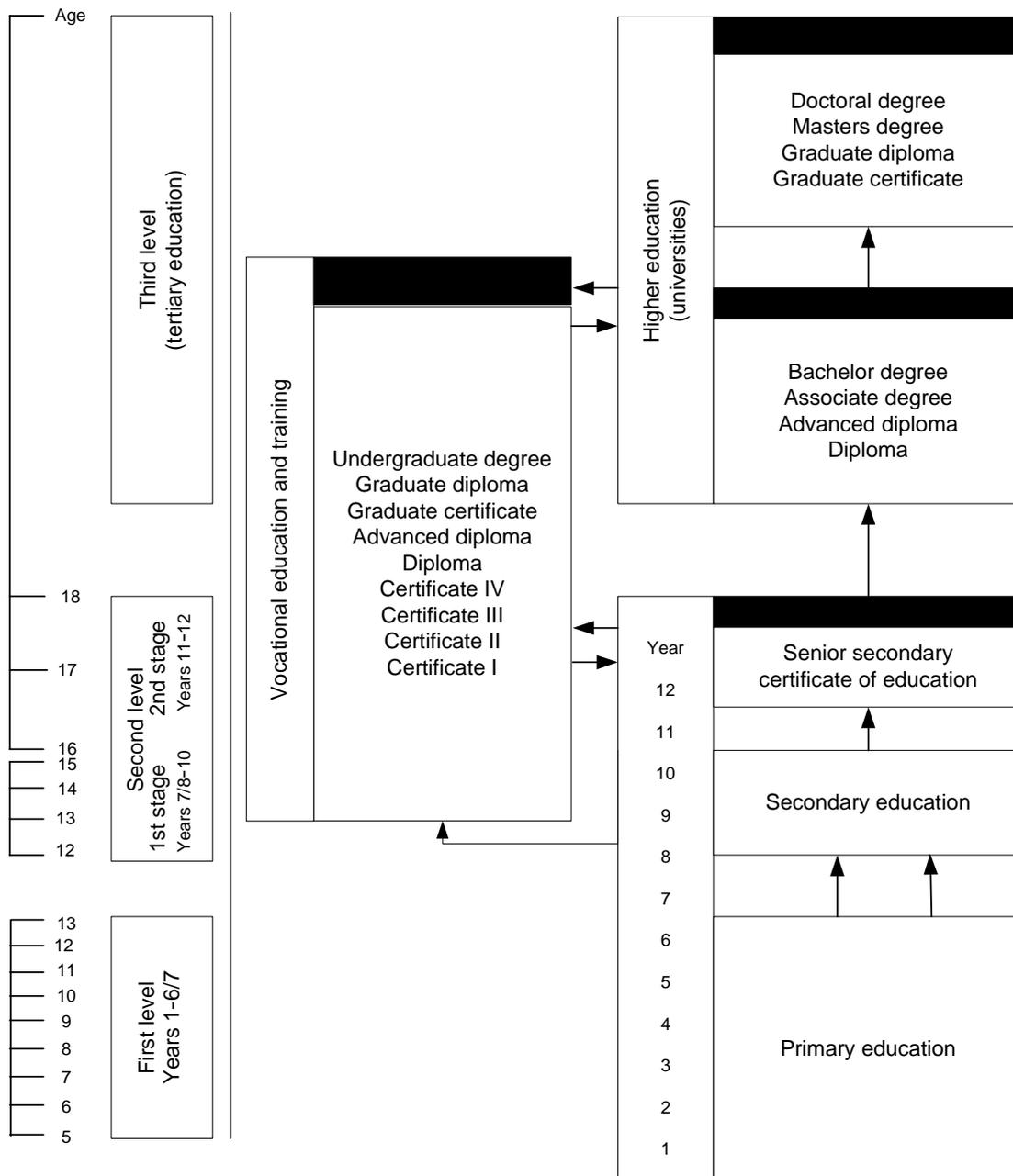
The Australian education and training system comprises the compulsory years of schooling (in 2006, up to 16 years of age in Queensland, WA, SA and Tasmania, and 15 years of age in all other jurisdictions) (see section 4.1 of the School education chapter) and the range of pathways and options available to students in post-compulsory education and training (box B.1). To encourage flexible learning pathways, Australian governments have implemented the Australian Qualifications Framework (AQF). The AQF provides a comprehensive, nationally consistent framework for all qualifications in post-compulsory education and training. Under this framework, modules from VET certificates can be, for example, integrated with senior secondary certificates, and both VET diplomas and higher education diplomas can be credited towards a bachelor degree. Similarly, the VET sector recognises some higher education qualifications as credit toward VET qualifications.

Under the AQF, VET certificates (mainly certificates I and II) may be achieved in schools and may contribute towards the senior secondary certificate of education, resulting in a dual qualification. In 2005, there were 182 900 students undertaking VET in schools programs and a total of 274 400 VET in schools course enrolments. (NCVER 2007).

The main focus of the VET system is to provide individuals with skills that are needed for employment. The emphasis is on the development of work-related competencies through training (delivered in classrooms, workplaces and online) that lead to nationally recognised skills and qualifications. In addition to providing access to general education and literacy programs, these skills prepare individuals for employment at the technical, trade and professional levels.

The Australian VET system includes both publicly and privately funded training, delivered by a wide range of institutions and enterprises that are formally registered and periodically audited against established quality standards. Cooperative arrangements among governments, industry partners, community groups and training providers are fostered and promoted.

**Box B.1 Outline of the Australian education and training system<sup>a, b</sup>**



<sup>a</sup> In some states and territories, 'primary education' includes an additional year prior to year 1 and is not included in the diagram (see Chapter 4 for more information). <sup>b</sup> Providers deliver qualifications in more than one sector. Schools, for example, are delivering certificates I–II, universities are delivering certificates II–IV, and VET providers are delivering undergraduate degrees, graduate certificates and graduate diplomas (higher education qualifications in some jurisdictions, but in others also VET), all subject to meeting the relevant quality assurance requirements.

Source: Adapted from National Office of Overseas Skills Recognition (2000).

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## Measuring the performance of education and training

Measuring the equity, effectiveness and efficiency of the Australian education and training system is a complex task. Individual performance indicator frameworks for the school education and VET sectors have been developed for the Review (figures 4.4 and 5.4 respectively). There is significant interaction between the two sectors, and between these sectors and the university sector. This preface examines the equity, effectiveness and efficiency of Australia's formal education and training system as a whole. Socioeconomic factors, geographic location, age, Indigenous status, language background and the performance of other government agencies (particularly health, housing and community services) also influence educational outcomes.

### Equity and effectiveness

Data on participation (in education, training and work), school leaver destinations, education enrolment experience and educational attainment are presented in this section.

#### *Participation in education and training*

Australian governments have viewed education and training as a key means to improve economic and social outcomes, as well as to improve the equity of outcomes in society. The link between education and skills and workforce participation and productivity is well established. The Council of Australian Governments have agreed as part of the National Reform Agenda Human Capital reforms to seek outcomes that improve participation and productivity. Vocational education and training has a role to play in outcomes that seek an increase in the proportion of:

- adults who have the skills and qualifications needed to enjoy active and productive working lives
- young people making a smooth transition from school to work or further study.

The education and training participation rates quoted in this section are estimates of the proportion of the population in a given age group who are enrolled in any course of study, on either a full or a part time basis, at an educational institution, in May each year. These estimates are derived from unpublished data from the annual Australian Bureau of Statistics (ABS) *Education and Work* survey. Estimates referring to small subgroups of the Australian population are susceptible to high sampling error, so jurisdictional comparisons need to be made with care.

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Survey data are subject to sampling error, to assist with interpreting data, confidence intervals are reported (box B.2).

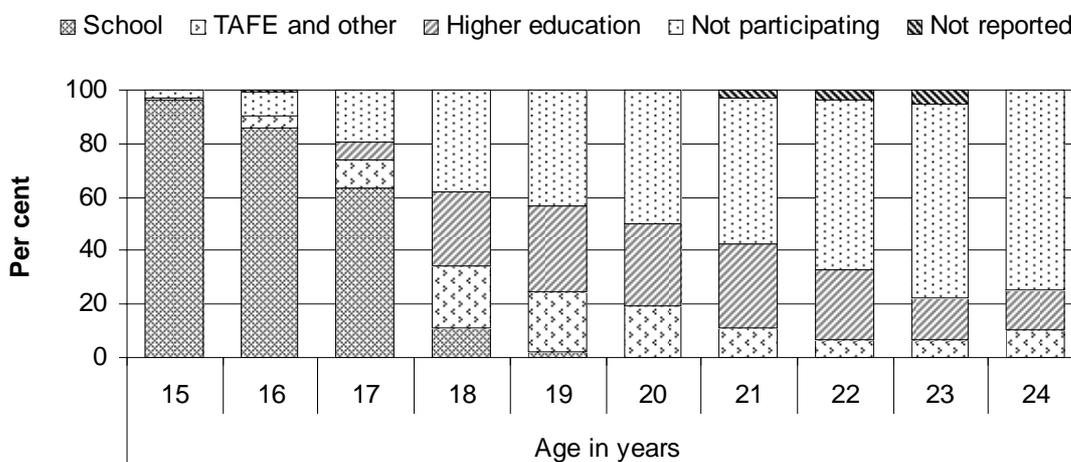
**Box B.2     Interpreting confidence intervals**

Participation rates are derived from survey data, and are subject to sampling error. To assist with making comparisons across jurisdictions, error bars representing the 95 per cent confidence intervals associated with each point estimate are presented in participation rate figures. Confidence intervals are a standard way of expressing the degree of sampling error associated with the survey estimates. An estimate of 80 with a confidence interval of  $\pm 2$ , for example, means that if the total population had been surveyed rather than a sample, or had another sample been drawn, there is a 95 per cent chance that the result would lie between 78 and 82.

The participation rate for a jurisdiction, therefore, can be thought of in terms of a range. If one jurisdiction's rate ranges from 78–82 and another's from 77–81, then it is not possible to say with confidence that one differs from the other. Where ranges do not overlap, there is a high likelihood that there is a statistically significant difference. To say that there is a statistically significant difference means there is a high probability that there is an actual difference; it does not imply that the difference is necessarily large or important.

Beyond the age of compulsory school education in 2006, the proportion of people participating in education and training declines. Nationally, the participation rate was 97.3 per cent for 15 year olds, and decreasing with each year of age to 27.1 per cent for 23 year olds (figure B.5).

**Figure B.5 Participation in education and training of people aged 15 to 24 years, by sector, 2006<sup>a, b, c</sup>**



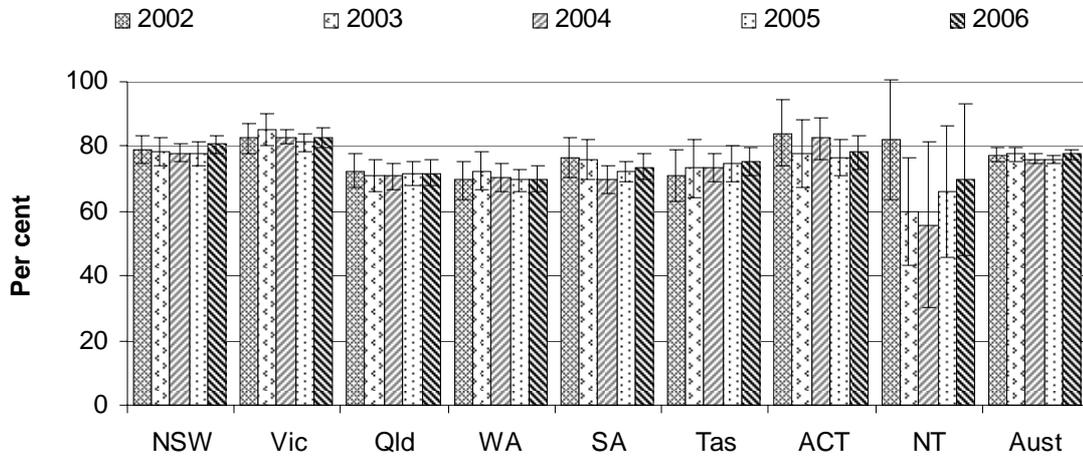
<sup>a</sup> 'TAFE and other' includes all education or training participation at institutions other than schools and higher education institutions. <sup>b</sup> Student participation is likely to be underestimated because data are for May, not for the whole year. <sup>c</sup> Data for 21 to 23 year olds for 'school' are not presented due to three or fewer responses.

Source: ABS (unpublished) survey of Education and Work; table BA.5.

The level of participation in education and training varies across jurisdictions for many reasons. These include different age/grade structures, starting age at school, minimum leaving age, the number of compulsory years of schooling and the level of service provision. In addition, there are other influences that State and Territory governments have less control over, such as labour market changes, population movements, urbanisation, socioeconomic status and Indigenous status.

Nationally, the participation rate for people aged 15–19 years in 2006 was 77.5 per cent (figure B.6), 36.9 per cent for those aged 20–24 years (figure B.7) and 17.0 per cent for 15–64 year olds (figure B.8). Further information on 25–29 year olds are available in the attachment (table BA.6).

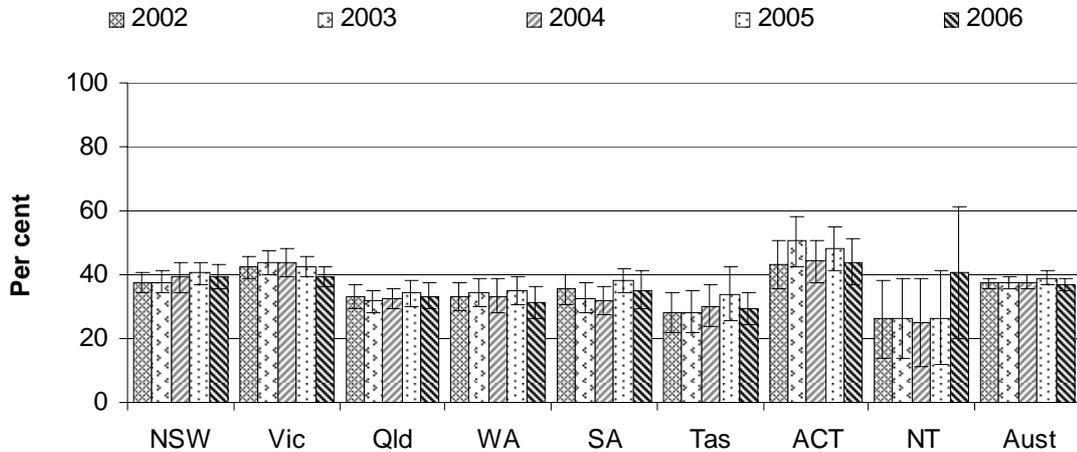
Figure B.6 Participation in education and training (15–19 year olds)<sup>a</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (2002, 2003, 2004, 2005, 2006); ABS (unpublished) survey of Education and Work; table BA.6.

Figure B.7 Participation in education and training (20–24 year olds)<sup>a</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (2002, 2003, 2004, 2005, 2006); ABS (unpublished) survey of Education and Work; table BA.6.

**Figure B.8 Participation in education and training (15–64 year olds)<sup>a</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

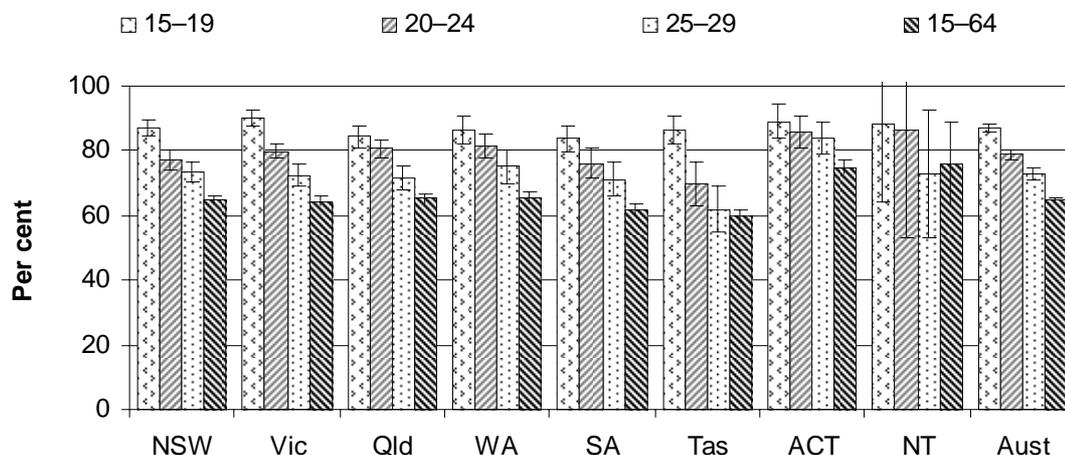
Source: ABS (2002, 2003, 2004, 2005, 2006); ABS (unpublished) survey of Education and Work; table BA.6.

### *Participation in education, training and work*

Research undertaken by bodies such as the Dusseldorp Skills Forum and the Australian Council for Educational Research suggests that young people who are not participating full time in education, training, work or some combination of these activities are more likely to have difficulty in making a transition to full time employment by their mid-20s. A full time participation measure has been developed to monitor the proportion of the population that is at risk of marginal participation (or non-participation) in the labour market. Young people are counted as participating full time if they are engaged in full time education or training, full time work, or a combination of both part time education or training and part time work.

In most jurisdictions, full time participation rates decline as people reach their late-20s (figure B.9). However, rates for 25–29 year olds are generally still higher than rates for the whole working age cohort (15–64 years).

Figure B.9 **Full time participation in education, training or work, 2006**  
(per cent)<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Full time participation is defined as participation in full time education or training or full time work, or a combination of both part time education or training and part time work.

Source: ABS (2006); ABS survey of Education and Work (unpublished); table BA.7.

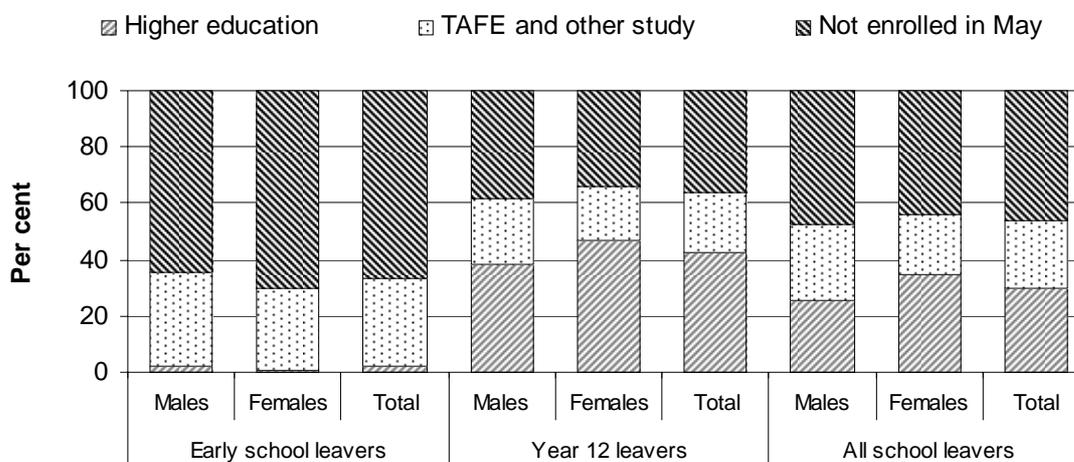
### *School leaver destinations*

Approximately 302 100 people aged 15–24 years who attended school in 2005 were not attending school in May 2006. Of these students, 96 000, or 31.8 per cent, were early school leavers, with the remainder being Year 12 leavers (68.2 per cent). Higher education institutions attracted 90 000 school leavers in 2006, or 29.8 per cent of all school leavers (an increase of 3.5 percentage points from 2005). Institutes of TAFE attracted 61 200 school leavers (20.3 per cent of all school leavers) (table BA.8).

Of all early school leavers, 59.8 per cent were males and 40.2 per cent were females (table BA.8). Of all male early school leavers, 35.7 per cent went on to further education compared to 29.5 per cent of all female early school leavers (figure B.10).

Of all year 12 leavers, 48.5 per cent were males and 51.4 per cent were females (table BA.8). Of all male year 12 leavers, 61.6 per cent went on to non-school education and training, compared to 66.0 per cent of female year 12 leavers (figure B.10).

Figure B.10 School leaver destination (15–24 year olds), 2006<sup>a, b, c</sup>



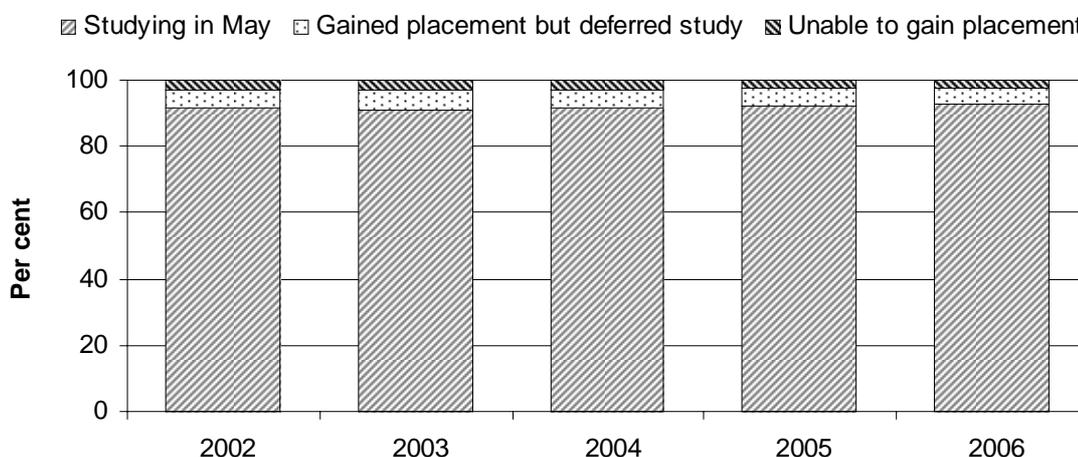
<sup>a</sup> Data for people who attended school in 2005 and were not attending school in May 2006. <sup>b</sup> Early school leavers are those who left school earlier than year 12. <sup>c</sup> 'Other study' includes business colleges, industry skills centres and other educational institutions.

Source: ABS (2006); ABS survey of Education and Work (unpublished); table BA.8.

### Education enrolment experience

Nationally, 2.6 million people aged 15–64 years applied to enrol in an educational institution in 2006 (table BA.9). Of those who applied to enrol, 92.6 per cent were studying in 2006, while 5.2 per cent deferred study and 2.2 per cent were unable to gain placement (figure B.11). Of the 2.6 million who applied to enrol, 1.1 million were 15–19 year olds and 562 000 were 20–24 year olds (tables BA.10-11).

Figure B.11 Applications to enrol in an educational institution, by placement (15–64 year olds)<sup>a</sup>



<sup>a</sup> Reasons for being unable to gain placement included: the course was full; the course was cancelled; the applicant was not eligible/entry score was too low; the applicant applied too late; or other reasons.

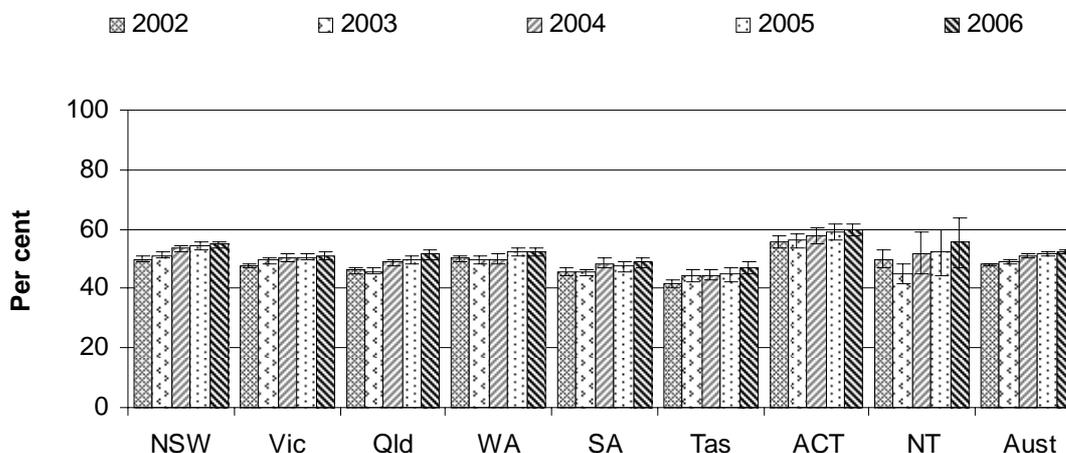
Source: ABS (2002, 2003, 2004, 2005, 2006); ABS (unpublished) survey of Education and Work; table BA.9.

### *Educational attainment*

An important objective of the education system is to add to the skill base of the population, with the benefits of improving worker productivity and facilitating economic growth and employment. Educational attainment of the labour force is used as a proxy indicator for the stock of skills. However, it understates the skill base because it does not capture skills acquired through partially completed courses, courses not leading to a formal qualification, or training and experience gained at work.

In 2006, 52.4 per cent of people aged 15–64 years had a non-school qualification (7.0 million people) compared to 48.2 per cent (6.2 million people) in 2002 (figure B.12). Of the 7.0 million people with a non-school qualification, 39.2 per cent had a postgraduate degree, graduate diploma/graduate certificate or bachelor degree as their highest non-school qualification (table BA.12). Of the 6.4 million people in this age group without non-school qualifications, 36.5 per cent had completed the highest level of secondary school (table BA.13).

**Figure B.12 Proportion of 15–64 year olds with a non-school qualification as their highest level of qualification<sup>a</sup>**



<sup>a</sup> The levels of highest non-school qualifications are not necessarily higher than a school qualification (that is, Certificate I, II or NFD are not necessarily higher than Year 12).

Source: ABS (2006); table BA.12.

Nationally between 2000 and 2005, 2.2 million people (13.8 per cent of people aged 15 years or older) completed one or more non-school qualifications. These data can be disaggregated by people's highest level of educational attainment in 2000 and by the number of qualifications completed over the period:

- People who had year 11 or below as their highest level of attainment in 2000 accounted for 50.6 per cent (1.1 million people) of people who achieved one or more qualifications over the period.
- People who had year 12 as their highest level of attainment in 2000 were most likely to complete at least one non-school qualification post 2000 (59.3 per cent or 297 100 people).
- People with a certificate III or IV as their highest level of attainment in 2000 were the least likely to complete a non-school qualification post 2000 (7.6 per cent or 167 200 people).
- People with a certificate I or II in 2000 and who completed further non-school qualifications by 2005 were most likely to complete two further non-school qualifications (34 800 people or 27.4 per cent), more than double the proportion of people who had an advanced diploma/diploma in 2000 who completed two further non-school qualifications by 2005 (18 700 or 13.1 per cent) (table B.1).

**Table B.1 Level of highest educational attainment in 2000, by number of non-school qualifications completed by 2005 (15 years or older in 2005)<sup>a</sup>**

	<i>Number of non-school qualifications completed between 2000 and 2005</i>				<i>Subtotal (of additional qualifications)</i>	<i>Proportion of total</i>	<i>Total</i>
	<i>0</i>	<i>1</i>	<i>2</i>	<i>3+</i>			
<i>Level of highest education attainment in 2000</i>	<i>'000</i>	<i>'000</i>	<i>'000</i>	<i>'000</i>	<i>'000</i>	<i>%</i>	<i>'000</i>
Year 11 or below <sup>b</sup>	7 462.2	830.5	213.3	66.0	1 109.8 50.6%	12.9	<b>8 572.1</b>
Year 12	204.1	230.6	55.8	10.7	297.1 13.5%	59.3	<b>501.2</b>
Certificate I, II or nfd	1 077.9	92.2	34.8	–	127.0 5.8%	10.5	<b>1 204.9</b>
Certificate III or IV	1 918.8	131.0	36.2	–	167.2 7.6%	8.0	<b>2 086.0</b>
Advanced diploma/diploma	973.4	124.2	18.7	–	142.9 6.5%	12.8	<b>1 116.2</b>
Bachelor degree or higher	2 055.7	287.2	63.9	–	351.1 16.0%	14.6	<b>2 406.8</b>
<b>Total</b>	<b>13 692.1</b>	<b>1 695.7</b>	<b>422.8</b>	<b>76.7</b>	<b>2 195.2</b>	<b>13.8</b>	<b>15 887.3</b>

<sup>a</sup> Completions between 2000 and 2005 are likely to be underestimated because data are for May–August 2005, not for the whole year. <sup>b</sup> People who had completed Year 11 or below as their level of highest educational attainment in 2000 may still be undertaking non-school qualifications and may not have completed within the reported timeframe. – nil or rounded to zero.

**nfd** Not further defined.

Source: ABS (unpublished) survey of Education and Training, 2005.

Data on the number of non-school qualifications completed between 2000 and 2005 can also be disaggregated by the level of highest qualification people achieved post 2000:

- People with year 12, or a bachelor degree or higher, were most likely to go on to complete a bachelor degree or higher (57.6 per cent and 68.9 per cent respectively).
- People with a certificate I–IV, were most likely to go on to complete a certificate III or IV (46.4 per cent of people with a certificate I or II and 38.1 per cent of people with certificate III or IV).

- People with an advanced diploma/diploma were most likely to go on to complete a bachelor degree or higher (36.2 per cent), closely followed by a certificate III or IV (33.2 per cent) (table B.2).

**Table B.2 People who completed non-school qualifications, by level of highest non-school qualification completed by 2005 (15 years or older)<sup>a, b</sup>**

	<i>Highest non-school qualification in 2005</i>				<b>Total<sup>c</sup></b> <i>(of additional qualifications)</i>
	<i>Certificate I, II or nfd</i>	<i>Certificate III or IV</i>	<i>Advanced diploma/diploma</i>	<i>Bachelor degree or higher</i>	
<i>Level of highest education attainment in 2000</i>	'000	'000	'000	'000	'000
Year 11 or below <sup>d</sup>	270.6	419.2	165.1	255.0	<b>1 109.8</b>
Year 12	23.6	56.7	45.8	171.0	<b>297.1</b>
Certificate I, II or nfd	31.1	59.0	19.3	17.7	<b>127.0</b>
Certificate III or IV	44.7	63.7	32.3	26.5	<b>167.2</b>
Advanced diploma/diploma	21.6	47.4	22.2	51.7	<b>142.9</b>
Bachelor degree or higher	24.0	46.6	38.5	242.1	<b>351.1</b>
<b>Total<sup>c</sup></b>	<b>415.6</b>	<b>692.6</b>	<b>323.0</b>	<b>763.9</b>	<b>2 195.2</b>

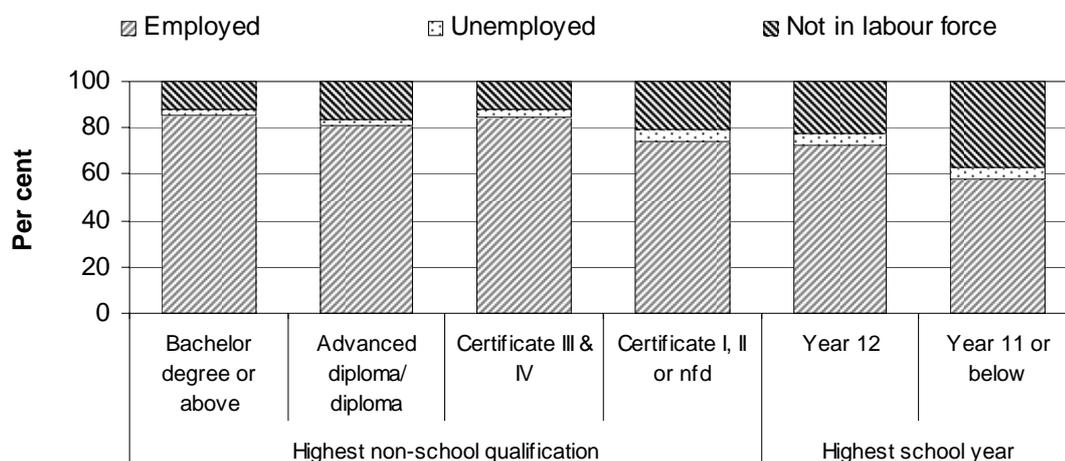
<sup>a</sup> Completions between 2000 and 2005 are likely to be underestimated because data are for May–August 2005, not for the whole year. <sup>b</sup> The levels of qualifications are not necessarily listed in order from highest to lowest (that is, 'Certificate I, II or nfd' are not necessarily higher than year 12). <sup>c</sup> Totals may not add due to rounding. <sup>d</sup> People who had completed Year 11 or below as their level of highest educational attainment in 2000 may still be undertaking non-school qualifications and may not have completed within the reported timeframe.

**nfd** Not further defined.

Source: ABS (unpublished) survey of Education and Training, 2005.

There were 5.8 million employed people who had a non-school qualification in 2006, representing 59.2 per cent of employed people aged 15–64 years (table BA.13). People whose highest non-school qualification was a bachelor degree or above were most likely to be employed (85.5 per cent), while people who did not complete secondary school were the least likely to be employed (57.5 per cent) (figure B.13).

Figure B.13 **Level of highest non-school qualification, or school year completed for those without a non-school qualification, by labour force status, (15–64 year olds), May 2006<sup>a</sup>**



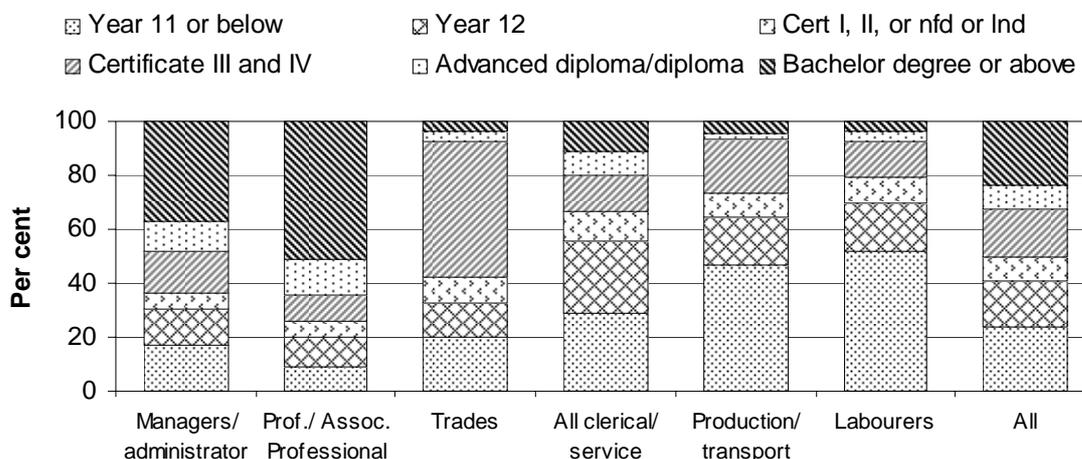
<sup>a</sup> The levels of qualifications are not necessarily listed in order from highest to lowest (that is, 'Certificate I, II or nfd' are not necessarily higher than year 12).

**nfd** Not further defined.

Source: ABS (2006); table BA.13.

People employed as professionals were most likely to have completed a bachelor or higher degree as their level of highest non-school qualification (69.4 per cent in 2006), while the level of highest non-school qualification for the majority of tradespeople and related workers was a certificate III or IV (50.3 per cent) (table BA.14). People employed as intermediate production and transport workers, elementary clerical, sales and service workers, and labourers and related workers were most likely to be without a non-school qualification (figure B.14).

**Figure B.14 Occupation of employed people, by level of highest non-school qualification or school year completed for those without a non-school qualification, (15–64 year olds), May 2006<sup>a</sup>**



<sup>a</sup> The levels of qualifications are not necessarily listed in order from highest to lowest (that is, 'Certificate I, II or nfd' are not necessarily higher than year 12).

**nfd** Not further defined. **Ind** Level not determined.

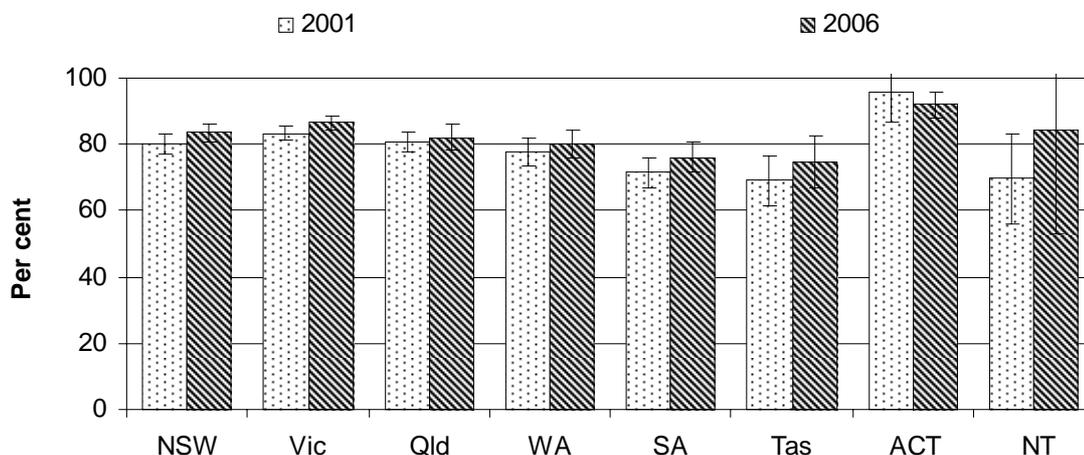
Source: ABS (2006); ABS (unpublished) survey of Education and Work; table BA.14.

Nationally, the proportion of 20–24 year olds who had completed year 12 or equivalent, or gained a qualification at AQF level II or above, was 80.2 per cent in 2001 and 81.9 per cent in 2006 (table BA.15). The proportion of males who gained a qualification at AQF level II or above was 78.1 per cent in both 2001 and 2006, while the corresponding proportion of females increased from 82.4 per cent in 2001 to 85.9 per cent in 2006 (ABS survey of Education and Work unpublished).

National year 12 and post secondary qualifications data are reported in the text, and are not represented in the figures. Although the State/Territory and Australian estimates are similarly derived, they are not comparable because of differences in the underlying classification basis. From 2001, the Australian Standard Classification of Education (ASCED) replaced the Australian Bureau of Statistics Classification of Qualifications (ABSCQ) for the Australian estimates (State/Territory estimates are still based on ABSCQ).

The proportion of 20–24 year olds who had completed year 12 or equivalent or gained a qualification at AQF level II or above varied across jurisdictions (figure B.15).

**Figure B.15 Proportion of 20–24 year olds who completed year 12 or equivalent, or gained a qualification at AQF level II or above<sup>a</sup>**

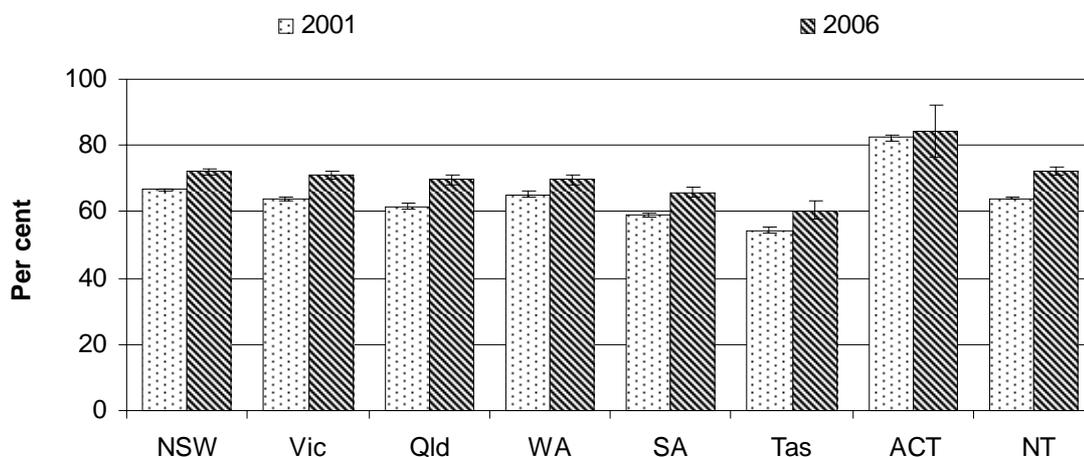


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (unpublished) survey of Education and Work; table BA.15.

Nationally, the proportion of 25–64 year olds who had completed year 12 or equivalent or gained a qualification at AQF level II or above was 64.2 per cent in 2001 and 70.6 per cent in 2006. The proportion of 25–64 year olds who had completed year 12 or equivalent or gained a qualification at AQF level II or above varied across jurisdictions (figure B.16).

**Figure B.16 Proportion of 25–64 year olds who completed year 12 or equivalent or gained a qualification at AQF level II or above<sup>a</sup>**



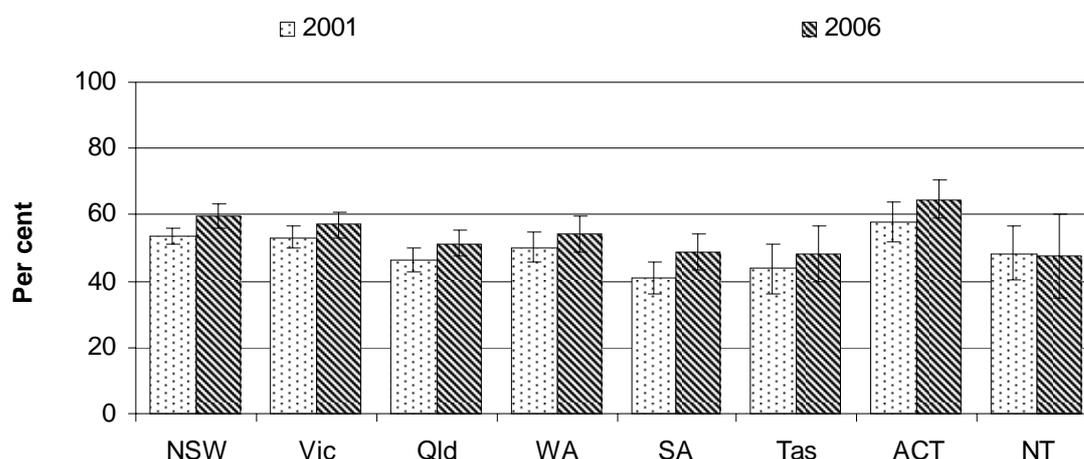
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (unpublished) survey of Education and Work; table BA.16.

Nationally, the proportion of 25–29 year olds who have gained a post-secondary qualification at AQF level III or above was 50.8 per cent in 2001 and 55.7 per cent in 2006 (table BA.17). The proportion of males aged 25–29 who gained a post-secondary qualification at AQF level III or above was 53.4 per cent in 2001 and 56.1 per cent in 2006, while the corresponding proportion of females was 48.3 per cent in 2001 and 55.3 per cent in 2006 (ABS survey of Education and Work unpublished).

The proportion of 25–29 year olds who have gained a post-secondary qualification at AQF level III or above varied across jurisdictions (figure B.17).

**Figure B.17 Proportion of 25–29 year olds who gained a post-secondary qualification at AQF level III or above<sup>a</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (unpublished) survey of Education and Work; table BA.17.

The focus of this Report is on Australian and State/Territory comparisons. However, a recent Organisation for Economic Co-operation and Development Education (OECD) publication reported indicators on how Australia performed against other OECD countries on a range of education outcomes. Data from the OECD publication included:

- proportion of population that has attained at least upper secondary education<sup>1</sup> — in 2005, Australia was ranked 19<sup>th</sup> out of 29 OECD countries (with 79.0 per cent of 25–34 year olds)

<sup>1</sup> The classification of ‘upper secondary’ differs both across and between countries.

- 
- proportion of population that has attained tertiary education — in 2005, Australia was ranked 11<sup>th</sup> out of 30 OECD countries (with 38.0 per cent of 25–34 year olds).

Further data are available in the OECD publication (OECD 2007).

## **Efficiency**

Data on school education and VET recurrent unit costs are presented in this section.

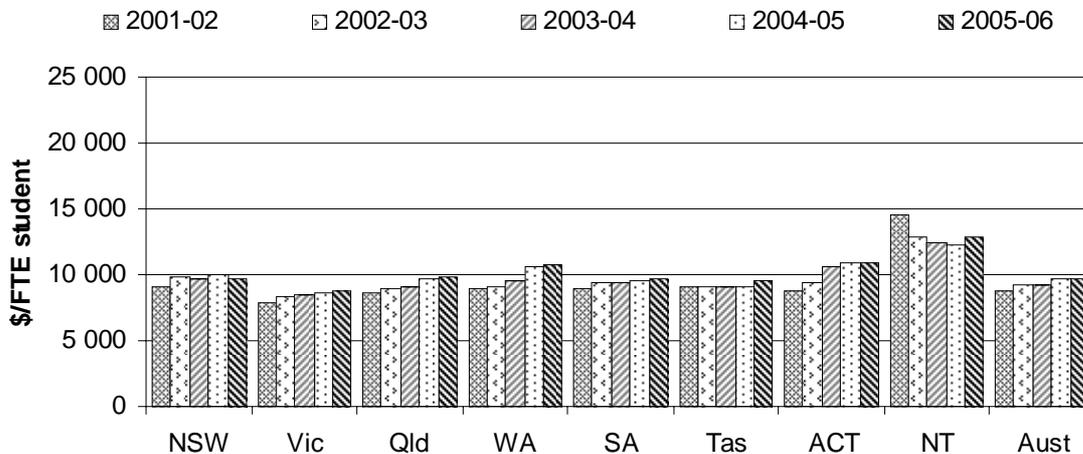
### *Comparing unit costs across jurisdictions*

Comparing the unit costs of providing a particular service across jurisdictions can help to identify whether states and territories have scope to improve their efficiency. However, special characteristics within jurisdictions mean it would be difficult for all jurisdictions to attain the same level of unit costs while achieving similar outcomes in the government school education or VET areas.

School education unit costs are not comparable to those of VET, due to the differing bases upon which they are calculated, and the differences between the two education sectors.

Nationally in 2005-06, Australian, State and Territory in-school government expenditure on government primary school education was \$9699 per full time equivalent primary school student (figure B.18). Expenditure on government secondary school education was \$12 148 per full time equivalent secondary school student (figure B.19). Government expenditure on VET was \$14.24 per annual hour (figure B.20).

**Figure B.18 Primary school education real recurrent unit costs (2005-06 dollars)<sup>a, b, c, d</sup>**

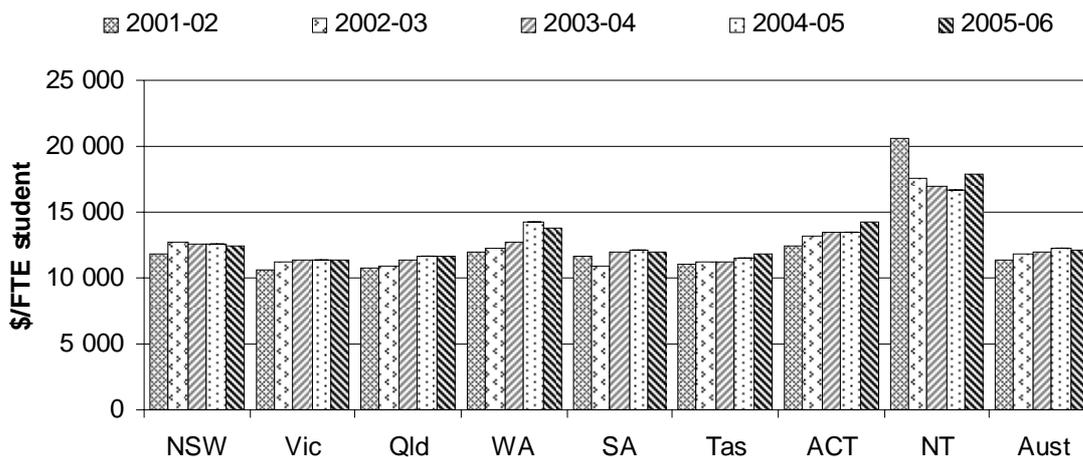


<sup>a</sup> Schools data are total government expenditure on government schools divided by two year average FTE student population. <sup>b</sup> Based on accrual data. <sup>c</sup> Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. <sup>d</sup> Data for previous years has been adjusted to 2005-06 dollars using the ABS GDP price deflator (table AA.26).

FTE Full time equivalent.

Source: table BA.18.

**Figure B.19 Secondary school education real recurrent unit costs (2005-06 dollars)<sup>a, b, c, d</sup>**

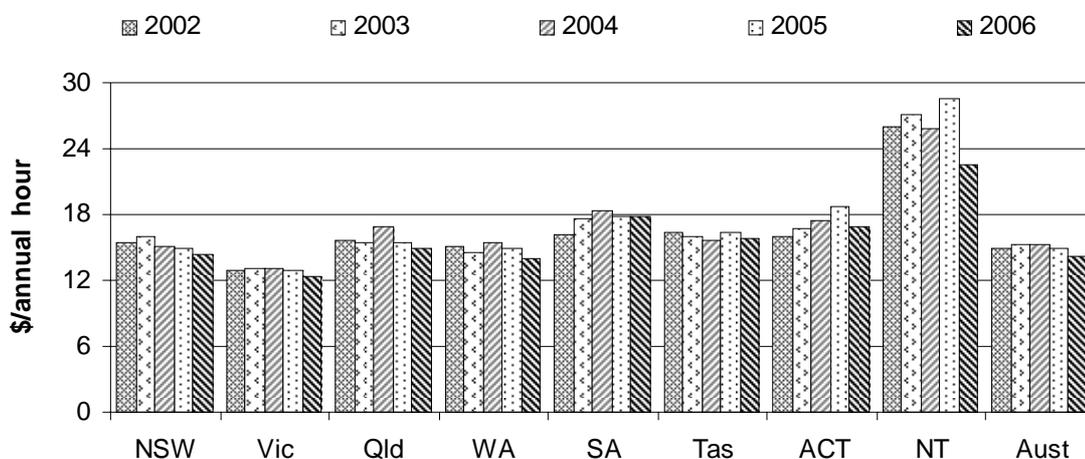


<sup>a</sup> Schools data are total government expenditure on government schools divided by two year average FTE student population. <sup>b</sup> Based on accrual data. <sup>c</sup> Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. <sup>d</sup> Data for previous years has been adjusted to 2005-06 dollars using the ABS GDP price deflator (table AA.26).

FTE Full time equivalent.

Source: table BA.18.

Figure B.20 VET institution real recurrent unit costs (2006 dollars)<sup>a, b, c, d, e</sup>



<sup>a</sup> Based on accrual data. <sup>b</sup> VET data include payroll tax estimates for the ACT to achieve greater comparability across jurisdictions. ACT payroll tax estimates are excluded from the Australian total. <sup>c</sup> VET data are based on the calendar year. <sup>d</sup> Annual hours are the total hours of delivery based on the standard nominal hour value for each subject undertaken. These represent the hours of supervised training under a traditional delivery strategy. <sup>e</sup> Data for previous years has been adjusted to 2006 dollars using the ABS GDP chain price deflator (table 5A.72).

Source: table BA.19.

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## Attachment tables

Attachment tables are identified in references throughout this preface by an 'A' suffix (for example, table BA.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as \Publications\Reports\2008\AttachBA.xls and in Adobe PDF format as \Publications\Reports\2008\AttachBA.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Table BA.1</b>	Australian, State and Territory government real recurrent expenditure on children's services, (2006-07 dollars)
<b>Table BA.2</b>	Australian, State and Territory (including local) government real expenditure on education, (2005-06 dollars)
<b>Table BA.3</b>	Total government real expenditure on education, by purpose (2005-06 dollars) (\$ million)
<b>Table BA.4</b>	State and Territory (including local) government real expenditure (2005-06 dollars)
<b>Table BA.5</b>	Participation in education and training, by age, by sector, 2006
<b>Table BA.6</b>	Participation in education and training (per cent)
<b>Table BA.7</b>	Full time participation in education, training or work (per cent), 2006
<b>Table BA.8</b>	School leaver destination (15–24 year olds)
<b>Table BA.9</b>	Applications to enrol in an educational institution, by people aged 15–64 years
<b>Table BA.10</b>	Applications to enrol in an educational institution, by people aged 15–19 years
<b>Table BA.11</b>	Applications to enrol in an educational institution, by people aged 20–24 years
<b>Table BA.12</b>	Level of highest non-school qualification or school year completed for those without a non-school qualification, 15-64 year olds
<b>Table BA.13</b>	Level of highest non school qualification or school year completed for those without a non-school qualification, people aged 15–64 years, by labour force status, 2006
<b>Table BA.14</b>	Level of highest non-school qualification or school year completed for those without a non-school qualification, people aged 15–64 years, by occupation, 2006
<b>Table BA.15</b>	Proportion of 20–24 year olds who have completed year 12 or equivalent or gained a qualification at AQF level II or above
<b>Table BA.16</b>	Proportion of 25–64 year olds who have completed year 12 or equivalent or gained a qualification at AQF level II or above
<b>Table BA.17</b>	Proportion of 25–29 year olds who have gained a post-secondary qualifications at AQF level III or above
<b>Table BA.18</b>	School education real recurrent unit costs (2005-06 dollars)
<b>Table BA.19</b>	VET institution real recurrent unit costs (2006 dollars)

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- NCVER (National Centre for Vocational Education Research) 2007, *2005 VET in schools preliminary data*, Adelaide.
- NOOSR (National Office of Overseas Skills Recognition) 2000, December 2000 *Country Education Profiles*, Canberra.
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## 3 Children's services

Children's services aim to meet the care, education and development needs of children. In this chapter, child care services are those that are provided to children aged less than 13 years (that is, 0–12 years), usually by someone other than the child's parents or guardian. Preschool services are services provided to children mainly in the year or two before they begin full time schooling. To acknowledge the important links between children's services and education, this chapter has been moved into the new 'Early childhood, education and training' section of the 2008 Report.

Most of the data in this chapter relate to services that are supported by the Australian, State and Territory governments and provided for children aged less than 13 years. Local governments also plan, fund and deliver children's services. Due to data limitations, the only local government data included are where Australian, State and Territory government funding and/or licensing are involved. The structure of the chapter is outlined below:

- a profile of children's services is presented in section 3.1. This provides a context for assessing the performance indicators presented later in the chapter
- a framework of performance indicators is outlined in section 3.2
- data on performance are discussed in section 3.3
- future directions for performance reporting are discussed in section 3.4
- jurisdictions' comments are presented in section 3.5
- definitions of key terms specific to children's services are found in section 3.6
- attachment tables for this chapter are listed in section 3.7 Attachment tables are identified in references throughout the chapter by an 'A' suffix (for example, table 3A.3 is table 3 in the attachment). Attachment tables are available on the CD-ROM enclosed with the Report, or from the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp))
- the references used in this chapter are listed in section 3.8.

In addition to moving the chapter into what was previously the 'Education' section of the Report (now 'Early childhood, education and training'), major improvements to reporting on children's services this year include:

- 
- The representation of special needs groups in child care services and the community is presented for children aged 0–5 and 6–12. Previous reports presented only the 0–12 age group.
  - Child care services' performance against the National Childcare Accreditation Council's (NCAC) quality principles related to health and safety replaces 'serious injuries' as an indicator of health and safety.
  - Final data from the Australian Government's Census of Child Care Services conducted in 2006 is included this year. The 2007 Report included preliminary data from this source.

## 3.1 Profile of children's services

### Service overview

Children's services are provided using a variety of service delivery models that can be grouped into the following six broad categories:

*Centre-based long day care* — comprises services aimed primarily at 0–5 year olds, provided in a centre, usually by a mix of qualified and other staff. Educational, care and recreational programs are provided based on the developmental needs, interests and experience of each child. In some jurisdictions, primary school children may also receive care before and after school, and during school vacations. Centres typically operate for at least eight hours per day on normal working days, for a minimum of 48 weeks per year.

*Family day care* — comprises services provided in the carer's home. The care is largely aimed at 0–5 year olds, but primary school children may also receive care before and after school, and during school vacations. Central coordination units in all states and territories organise and support a network of carers, often with the help of local governments.

*Occasional care* — comprises services usually provided at a centre on an hourly or sessional basis for short periods or at irregular intervals, for parents who need time to attend appointments, take care of personal matters, undertake casual and part time employment, study or have temporary respite from full time parenting. These services provide developmental activities for children, and are aimed primarily at 0–5 year olds. Centres providing these services usually employ a mix of qualified and other staff.

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*Preschool* — comprises services usually provided by a qualified teacher on a sessional basis in dedicated preschools. Preschool programs or curricula may also be provided in long day care centres and other settings. These services are primarily aimed at children in the year before they commence full time schooling, although younger children may also attend in all jurisdictions except Victoria. In Victoria, WA and Tasmania, the preschool program is known as kindergarten.

*Outside school hours care* — comprises services provided for school aged children (primarily 5–12 year olds) outside school hours during term and vacations. Care may be provided on student free days and when school finishes early.

*Other services* — comprise government funded services to support children with additional needs or in particular situations (including children from an Indigenous or non-English speaking background, children with a disability or of parents with a disability, and children living in regional and remote areas).

## **Roles and responsibilities**

The Australian Government and the State and Territory governments have different, but complementary, roles in supporting children’s services. Both levels of government help fund services, provide information and advice to parents and service providers, and help plan, set and maintain operating standards.

The Australian Government’s roles and responsibilities for child care include:

- paying Child Care Benefit (CCB) to families using approved child care services or registered carers
- paying Child Care Tax Rebate (CCTR) to eligible families using approved child care services
- funding the National Childcare Accreditation Council (NCAC) to administer quality assurance systems for child care services
- funding organisations to provide information, support and training to service providers
- providing operational and capital funding to some providers.

State and Territory governments’ roles and responsibilities vary across jurisdictions. Generally, State and Territory governments are responsible for preschool services. Other roles and responsibilities may include:

- licensing and setting standards for children’s services providers
- monitoring and resourcing licensed and/or funded children’s services providers

- 
- providing operational and capital funding to non-government service providers
  - delivering some services directly (especially preschool services)
  - developing new child care and preschool services
  - providing information, support, training and development opportunities for children's services providers
  - providing curriculum and policy support and advice, as well as training and development for management and staff
  - planning to ensure the appropriate mix of services is available to meet the needs of the community
  - providing information and advice to parents and others about operating standards and the availability of services
  - providing dispute resolution and complaints management processes.

### *Quality of care*

Governments seek to ensure that children's services provide a satisfactory quality of care, through:

- licensing, quality assurance, measuring performance against standards, and funding linked to outcomes
- providing curriculum and policy support and advice
- training and development of management and staff.

### *Licensing*

Providers of children's services must meet legislative and regulatory requirements regarding safety standards, staff qualifications, child/staff ratios, health and safety requirements, and child development, in order to obtain a licence to operate. State and Territory governments set the requirements, monitor performance and administer licences.

The Australian, State and Territory governments have jointly developed national standards for centre-based long day care, family day care and outside school hours care services. These standards express a national view about the level of care all Australians can expect from the different models of child care services available to them. The extent of implementation of these standards varies across jurisdictions.

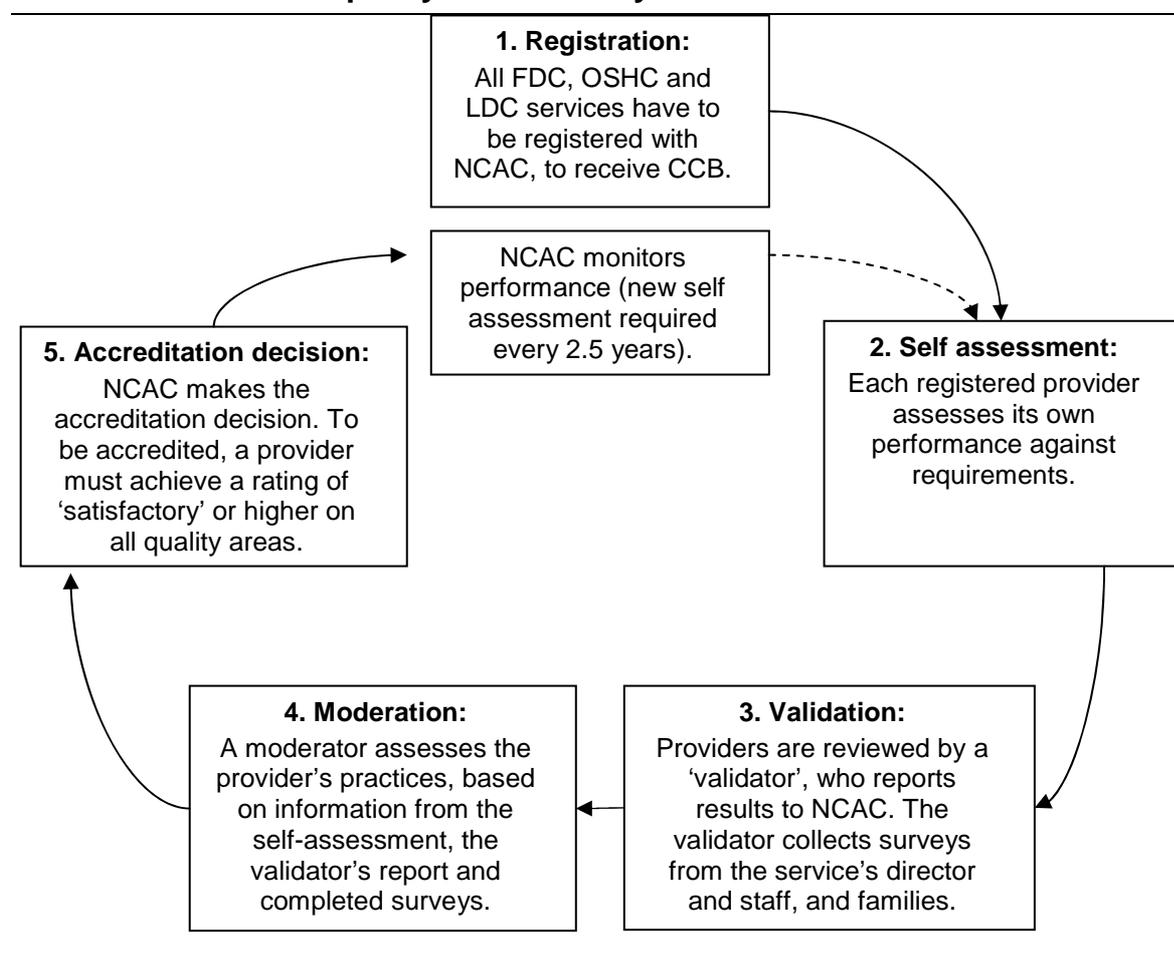
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### *Quality assurance*

The Australian Government has implemented quality assurance systems for Australian Government funded centre-based long day care services, family day care services and outside school hours care services. To be eligible to offer CCB as a fee reduction to parents and some funding support, child care services have to register and satisfactorily participate in quality assurance. Quality assurance is designed to build on, and complement, the State and Territory government licensing requirements (where they exist).

The broad objective of the quality assurance systems is to ensure that children in care have stimulating, positive experiences and interactions that nurture all aspects of their development. The quality assurance systems do this by defining quality child care, providing a way to measure the quality of care provided by the service, and identifying areas for ongoing quality improvement. Services participating in the quality assurance system are required to progress through a five step process, outlined in figure 3.1.

Figure 3.1 **Accreditation process under National Childcare Accreditation Council quality assurance systems**



Source: adapted from NCAC (2004a, 2004b and 2005).

### *Funding performance standards and outcomes*

State and Territory governments impose varying performance requirements for funding children's services. These requirements may include:

- the employment of higher qualified staff than required by licensing or minimum standards
- self assessment of quality
- a demonstration of the delivery of quality educational and recreational programs.

## **Funding**

Total Australian, State and Territory government expenditure on children's services was approximately \$3.03 billion in 2006-07, compared with \$2.81 billion (in real

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terms) in 2005-06. Nationally, real expenditure increased by 13.7 per cent between 2002-03 and 2006-07 (table 3A.4).

Australian Government expenditure accounted for 78.2 per cent (\$2.36 billion) of total government expenditure on children's services in 2006-07 (table 3A.3). State and Territory government expenditure on children's services in 2006-07 was approximately \$661.3 million. Total Australian, State and Territory government expenditure on children's services is also available by jurisdiction (tables 3A.3, 3A.4, 3A.5, 3A.31, 3A.39, 3A.47, 3A.55, 3A.63, 3A.71, 3A.79 and 3A.87).

In 2006-07, the provision of preschool services accounted for the largest proportion of total State and Territory government expenditure across all children's service models (81.8 per cent, or \$540.6 million) (table 3A.5).

The Australian Government provides supplementary funding to support the participation of Indigenous children in preschool programs. In 2007, an estimated \$13.5 million was provided on a per capita and project basis to 1254 preschools. The funding covers 8908 full time equivalent Indigenous preschool enrolments (DEST unpublished).

## **Size and scope**

It is necessary to distinguish between the number of child care and preschool places provided, and the number of children who attend services. Because of the episodic nature of some services (for example, some children attend only for some sessions or some days), it is possible for one place to accommodate more than one child. The lack of a unique identifier for each child means it is difficult to accurately measure how many children access multiple services.

### *Child care services*

The Australian Government supported 616 129 child care places in 2006 — an increase of 4.6 per cent on the number in 2005. The majority of Australian Government supported child care places were outside school hours care places (44.5 per cent), followed by centre-based long day care places (42.7 per cent), family day care places (12.2 per cent), occasional care places (0.5 per cent) and other care places (0.2 per cent) (table 3A.8). In 2006-07, State and Territory governments supported approximately 64 330 places in child care for children aged 12 years or younger (tables 3A.32, 3A.40, 3A.48, 3A.56, 3A.64, 3A.72, 3A.80 and 3A.88).

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In 2006, approximately 796 137 children aged 12 years or younger attended Australian Government approved child care services (table 3A.10). An additional 112 499 children attended State and Territory funded and/or provided child care services (tables 3A.33, 3A.41, 3A.49, 3A.57, 3A.65, 3A.73, 3A.81, 3A.89).<sup>1</sup>

### *Preschool services*

Preschools provide a range of educational and developmental programs (generally on a sessional basis) to children in the year immediately before they commence full time schooling and also, in some jurisdictions, to younger children.

The age from which children may attend preschool varies across jurisdictions. Victoria contributes funding towards a preschool program for all four year old children, which is the year before they begin schooling. In all other jurisdictions, children may also begin preschool at a younger age in some circumstances (for example, Indigenous children, children with English as a second language, gifted children, and children from vulnerable families).

This disparity in the age from which children may access preschool services reduces the comparability of preschool data across jurisdictions. Preschool data are presented for two categories to improve comparability:

- children attending preschool in the year immediately before they commence full time schooling (data that are largely presented on a comparable basis for all jurisdictions)
- younger children attending preschool services.

State and Territory governments supported at least 211 011 preschool places in 2006-07 (tables 3A.32, 3A.40, 3A.48, 3A.56, 3A.64, 3A.72, 3A.80 and 3A.88). When counting attendance at preschool, approximately 248 172 children attended State and Territory funded and/or provided services in 2006-07.<sup>2</sup> The majority (89.0 per cent, or approximately 220 827 children) were to begin full time schooling the following year (table 3A.11).

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<sup>1</sup> The mismatch between the number of places and the number of children attending child care is largely due to more than one child being able to fill one place, as many children attend on a part time basis. Further, in the State and Territory count, NSW does not discriminate between child care and preschool services, and children attending preschool services are included in the count for children attending child care.

<sup>2</sup> The mismatch between the number of places and the number of children attending preschool is largely due to more than one child being able to fill one place, as many children attend on a part time basis. Further, NSW counts 'places' in designated preschools only, but includes child care services in the 'attendance' count, since these services have preschool programs. The NT does not have a set number of preschool 'places'. Enrolments are not turned away.

### Services by management type

Children's services are managed by the government (State, Territory and local), community and private sectors. The management structure of services indicates the involvement of these sectors in the direct delivery of children's services. The limited data on the management type of child care need to be interpreted with care because the scope of data collection varies across jurisdictions. Available data on the management type of preschool services is more complete than that for child care services, and indicate considerable variation across jurisdictions (table 3.1).

**Table 3.1 Proportion of State and Territory licensed and/or registered children's services, by management type, 2006-07 (per cent)<sup>a</sup>**

	NSW	Vic <sup>b</sup>	Qld	WA	SA <sup>c</sup>	Tas <sup>d</sup>	ACT	NT <sup>e</sup>
Child care								
Community managed <sup>f</sup>	28.9	35.8	39.8	21.4	37.2	54.0	83.9	68.1
Private <sup>g</sup>	68.3	50.6	56.9	74.6	38.4	22.5	16.1	31.9
Government managed	2.8	13.6	3.3	4.0	24.4	23.5	–	na
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
Preschool								
Community managed <sup>f</sup>	80.7	74.1	23.1	na	4.9	na	8.9	na
Private <sup>g</sup>	8.7	8.1	22.9	na	–	26.5	–	na
Government managed	10.7	17.8	54.0	100.0	95.1	73.5	91.1	100.0
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup> Includes all Australian, State and Territory government supported services. <sup>b</sup> All government managed preschools in Victoria are managed by local government. <sup>c</sup> The majority of government managed child care services in SA are small occasional care programs attached to government preschools. <sup>d</sup> Preschools in Tasmania include funded non-government preschools. <sup>e</sup> Preschool services in NT are provided by the Department of Education directly, but a range of management functions are devolved to school councils and parent management committees. <sup>f</sup> Community managed services include not-for-profit services provided or managed by parents, churches or co-operatives. <sup>g</sup> Private for-profit services provided or managed by a company, private individual or non-government school. **na** Not available. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 3A.36, 3A.44, 3A.52, 3A.60, 3A.68, 3A.76, 3A.84 and 3A.92.

## 3.2 Framework of performance indicators

The framework of performance indicators is based on common objectives for children's services endorsed by the then Community Services Ministers' Advisory Council (CSMAC)<sup>3</sup> (box 3.1). The relative emphasis placed on each objective varies across jurisdictions.

<sup>3</sup> Now known as the Community and Disability Services Ministers' Advisory Council (CDSMAC).

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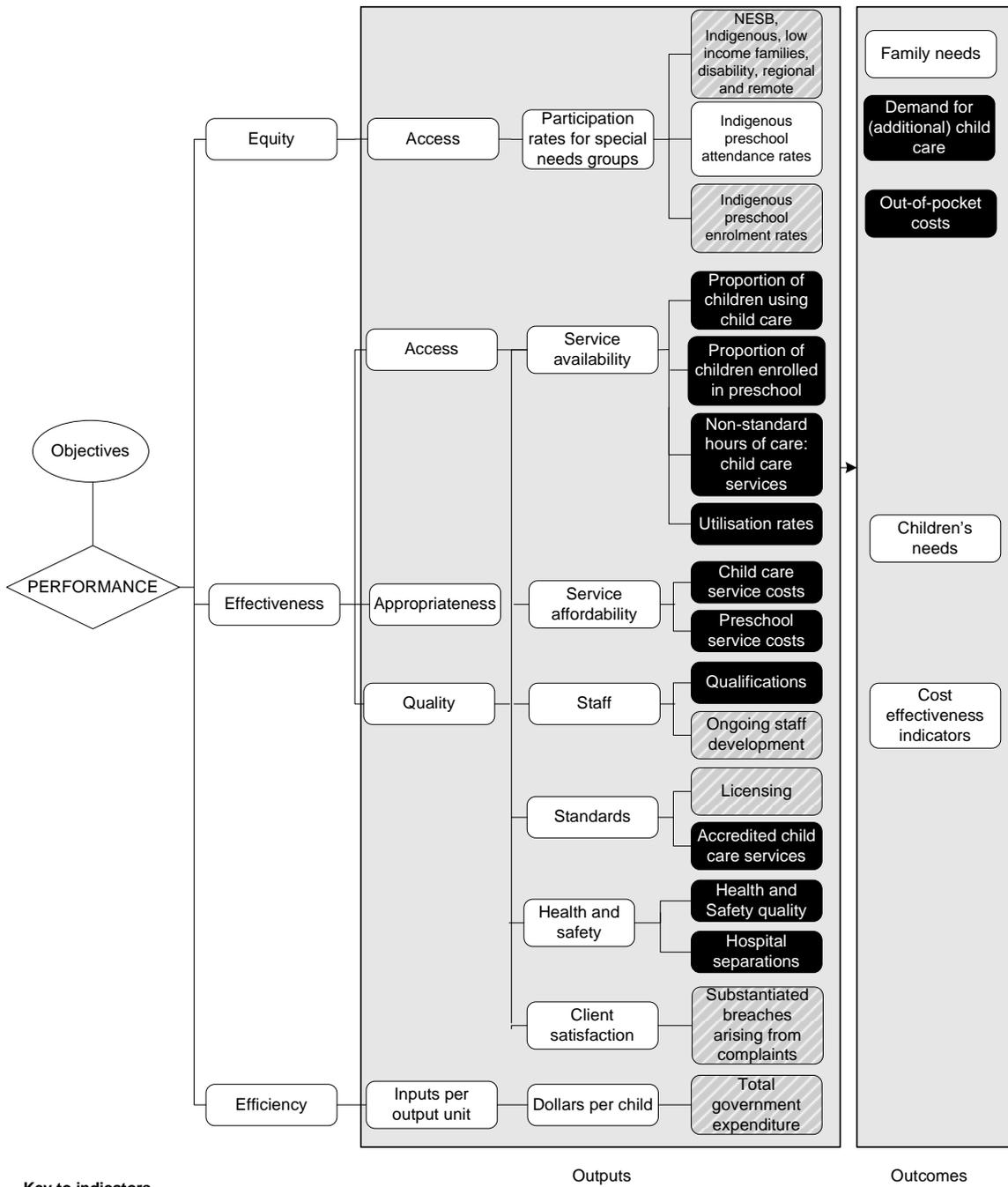
**Box 3.1 Objectives for children's services**

Children's services aim to:

- meet the care, education and development needs of children in a safe and nurturing environment
- provide support for families in caring for their children
- provide these services in an equitable and efficient manner.

A performance indicator framework consistent with these objectives is shown in figure 3.2. The framework shows which data are provided on a comparable basis in the 2008 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 3.2 Performance indicators for children's services



**Key to indicators**

- Text** Data for these indicators comparable, subject to caveats to each chart or table
- Text** Data for these indicators are not complete, or not directly comparable
- Text** These indicators yet to be developed or data not collected for this Report

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### 3.3 Key performance indicator results

Different delivery contexts, locations and types of clients may affect the equity, effectiveness and efficiency of children's services. Some of the data available for reporting in this chapter are not comparable across jurisdictions. Appendix A contains contextual information, which may assist in interpreting the performance indicators presented in this chapter. Definitions of key terms and indicators are in section 3.6.

#### Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

#### *Equity*

##### *Access — participation rates for special needs groups*

'Participation rates for special needs groups' is an indicator of equitable access to children's services (box 3.2).

#### **Box 3.2 Participation rates for special needs groups**

'Participation rates for special needs groups' is an indicator of governments' objective to ensure that:

- all Australian families have equitable access to child care and preschool services
- there is no discrimination between groups
- there is consideration of the needs of those groups which may have special difficulty accessing services.

This indicator is defined as the proportion of children using child care services who are from targeted special needs groups, compared with the representation of these groups in the community. Data are reported separately for child care (for 0–5 and 6–12 year olds) and preschool services (3–5 year olds). Targeted special needs groups include children from a non-English speaking background, children from an Indigenous background, children from low income families, children with a disability, and children from regional and remote areas. 'Indigenous preschool enrolment rates' are used as a proxy for 'Indigenous preschool attendance rates' (see figure 3.3).

The representation of special needs groups among children's services users being broadly similar to their representation in the community, may indicate equity of access.

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The data indicate that the representation of children in special needs groups among users of Australian Government supported child care is sometimes substantially different across jurisdictions (table 3.2). It is important to note that due to the unavailability of certain data items, the Australian Government data exclude some flexible and innovative services, that are targeted towards children from these groups.

At a national level, patterns for children from special needs groups varied:

- Children from a non-English speaking background participated in child care at a lower rate than this group's representation in the community. This was the case for both the 0–5 age group (12.1 per cent representation in child care compared to 20.1 per cent representation in the community) and the 6–12 age group (8.5 per cent and 17.7 per cent representation, respectively).
- Indigenous children from both age groups participated in child care at a lower rate than their representation in the community. In the 0–5 age group, 1.8 per cent of children were represented in child care, compared to 4.4 per cent represented in the community. In the 6–12 age group, these representations were 1.6 per cent compared to 4.3 per cent, respectively.
- Younger children (aged 0–5) from low income families participated in child care services at a similar rate (26.9 per cent) to this group's representation in the community (26.1 per cent). Older children from low income families (aged 6–12) had a lower representation in child care (25.9 per cent) than their representation in the community (28.2 per cent).
- Children with a disability from both age groups had a lower representation in child care compared to their representation in the community. In the 0–5 age group, 2.5 per cent of children were represented in child care, compared to 5.2 per cent represented in the community. In the 6–12 age group, these representations were 3.2 per cent and 9.8 per cent, respectively.
- Younger children (aged 0–5) from regional areas participated in child care services at a similar rate (30.9 per cent) to this group's representation in the community (31.6 per cent). Older children from regional areas (aged 6–12) had a lower representation in child care (25.1 per cent) than their representation in the community (34.3 per cent).
- Children from remote areas participated in child care at a lower rate than this group's representation in the community. This was the case for both the 0–5 age group (1.3 per cent representation in child care compared to 3.1 per cent representation in the community) and the 6–12 age group (0.9 per cent and 3.0 per cent representation, respectively).

**Table 3.2 Proportion of children (aged 0–5, 6–12 years) from special needs groups attending Australian Government approved child care services, 2006 (per cent)<sup>a, b</sup>**

<i>Representation</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Children from non-English speaking backgrounds									
Aged 0–5 in child care services	17.9	14.3	5.8	7.5	9.2	2.9	11.8	9.6	12.1
Aged 0–5 in the community	24.6	23.2	12.8	16.8	14.8	8.1	17.8	37.0	20.1
Aged 6–12 in child care services	14.6	10.5	3.9	3.9	6.7	1.7	6.5	6.8	8.5
Aged 6–12 in the community	22.1	20.5	11.2	14.5	12.8	6.5	14.9	36.5	17.7
Indigenous children									
Aged 0–5 in child care services	1.7	0.7	2.2	2.3	2.3	1.4	0.8	10.6	1.8
Aged 0–5 in the community	4.1	1.2	6.4	5.6	3.4	6.6	2.2	38.9	4.4
Aged 6–12 in child care services	1.2	0.6	2.2	1.8	1.9	1.5	0.6	11.9	1.6
Aged 6–12 in the community	4.1	1.2	6.1	5.5	3.3	6.4	2.3	39.4	4.3
Children from low-income families									
Aged 0–5 in child care services	26.3	26.6	29.3	26.8	27.8	29.8	11.2	17.6	26.9
Aged 0–5 in the community	23.9	27.2	29.0	27.7	25.8	32.7	7.7	np	26.1
Aged 6–12 in child care services	22.3	26.4	27.3	29.5	30.9	27.5	9.1	17.3	25.9
Aged 6–12 in the community	29.9	26.8	28.8	23.5	34.1	35.3	10.7	np	28.2
Children with a disability									
Aged 0–5 in child care services	3.2	2.0	1.8	2.0	3.2	2.3	1.7	3.2	2.5
Aged 0–5 in the community	4.7	4.6	5.1	6.0	7.0	4.4	9.1	np	5.2
Aged 6–12 in child care services	3.0	3.1	2.9	3.6	4.3	2.4	2.1	4.6	3.2
Aged 6–12 in the community	10.7	8.5	9.5	11.4	10.2	7.7	6.2	np	9.8
Children from regional areas									
Aged 0–5 in child care services	27.5	28.1	38.0	20.5	20.8	99.1	0.2	73.9	30.9
Aged 0–5 in the community	27.1	26.5	44.6	23.9	25.8	98.0	0.1	50.9	31.6
Aged 6–12 in child care services	20.5	19.9	34.0	15.0	14.8	100.0	–	82.5	25.1
Aged 6–12 in the community	30.3	29.7	47.1	25.5	27.4	97.8	0.3	51.9	34.3
Children from remote areas									
Aged 0–5 in child care services	0.4	na	1.4	4.2	2.6	0.9	..	26.1	1.3
Aged 0–5 in the community	0.7	0.1	4.6	8.9	4.3	2.0	..	50.6	3.1
Aged 6–12 in child care services	0.1	na	1.1	2.5	1.4	–	..	17.4	0.9
Aged 6–12 in the community	0.7	0.1	4.3	8.4	4.4	2.1	..	50.7	3.0

<sup>a</sup> See source table for complete footnotes and definitions. <sup>b</sup> These numbers do not include innovative or flexible services that receive direct funding from the Australian Government and are targeted towards children from these special needs groups. .. Not applicable – Nil or rounded to zero. **np** Not published.

Source: AGCCCS (unpublished); ABS 2006 *Census of Population and Housing* (unpublished); ABS *Survey of Income and Housing 2005-06* (unpublished); ABS *Survey of Disability, Ageing and Carers 2003* (unpublished); table 3A.21.

Data on the representation of special needs groups for children aged 3–5 years in government funded preschools are provided in table 3.3. The data provide a broad indication of the relative access to preschool for special needs groups. Nationally, the patterns for children from special needs groups in preschool varied:

- Children from non-English speaking backgrounds had a lower representation in preschools (8.0 per cent) than in the community (18.7 per cent).

- Indigenous children's representation in preschools varied across jurisdictions, though at the national level, they participated at a similar proportion (4.9 per cent) to their representation in the community (4.5 per cent).
- The proportion of children with a disability was lower in preschools (5.3 per cent) compared to their representation in the community (8.0 per cent).
- The proportion of children from regional areas attending preschool was higher (36.8 per cent) compared to their representation in the community (32.3 per cent).
- The proportion of children from remote areas attending preschool varied across jurisdictions, though nationally they participated at a similar rate (4.7 per cent) to their representation in the community (4.2 per cent) (table 3.3).

Data on representation of special needs groups in State and Territory child care and preschools, for children aged 0–12, can be found in attachment tables 3A.37, 3A.45, 3A.53, 3A.61, 3A.69, 3A.77, 3A.85 and 3A.93.

**Table 3.3 Proportion of children (aged 3–5 years) from special needs groups attending State and Territory funded or provided preschools, 2006-07<sup>a</sup>**

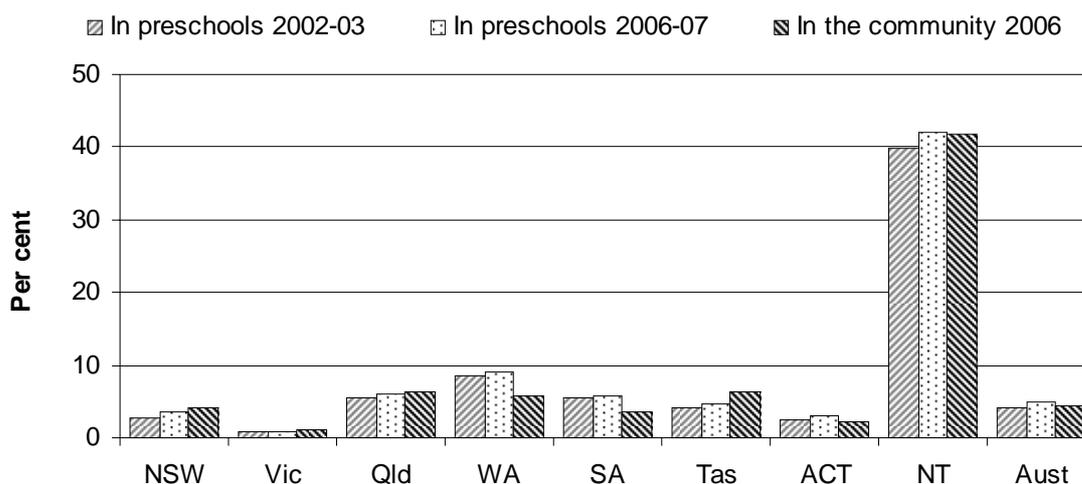
<i>Representation</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Children from non-English speaking backgrounds									
In preschool services	9.8	16.4	1.6	na	10.3	na	14.7	na	8.0
In the community <sup>b</sup>	23.2	21.6	11.6	15.6	13.5	7.2	16.1	38.7	18.7
Indigenous children									
In preschool services <sup>c</sup>	3.6	0.8	6.1	9.1	5.9	4.8	3.0	42.1	4.9
In the community <sup>b</sup>	4.1	1.2	6.4	5.8	3.5	6.4	2.3	41.8	4.5
Children with a disability									
In preschool services <sup>d</sup>	6.2	5.8	2.3	2.7	15.1	na	4.2	6.8	5.3
In the community <sup>b</sup>	7.7	6.5	8.6	10.2	8.3	7.2	14.3	np	8.0
Children from regional areas									
In preschool services <sup>c</sup>	30.8	33.1	48.3	29.4	28.0	98.5	1.0	45.1	36.8
In the community <sup>b</sup>	28.0	27.5	45.1	24.5	26.2	97.7	0.1	48.2	32.3
Children from remote areas									
In preschool services <sup>c</sup>	1.3	0.3	8.2	9.1	5.6	1.5	..	54.9	4.7
In the community <sup>b</sup>	1.0	0.1	6.2	11.8	5.8	2.6	..	68.2	4.2

<sup>a</sup> See source table for complete footnotes and definitions. <sup>b</sup> Data showing representation in the community are estimated from the ABS 2006 Census of Population and Housing, except for "children with a disability", which are sourced from the ABS 2003 Survey of Disability, Ageing and Carers. <sup>c</sup> These numbers do not include innovative or flexible services that receive direct funding from the Australian Government and are targeted towards children from these groups. <sup>d</sup> Data are not directly comparable between jurisdictions because there is no national definition or standard on children with a disability. .. Not applicable. na Not available. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); ABS 2006 *Census of Population and Housing* (unpublished); ABS *Survey of Disability, Ageing and Carers 2003* (unpublished); tables 3A.37, 3A.45, 3A.53, 3A.61, 3A.69, 3A.77, 3A.85 and 3A.93.

Data on Indigenous attendance in preschools were not available for this Report. However, Indigenous enrolments between 2002-03 and 2006-07 increased slightly in almost all jurisdictions, and nationally are similar to Indigenous children's representation in the community (figure 3.3).

**Figure 3.3 Proportion of Indigenous children aged 3–5 years, in the community and enrolled at preschools a, b, c, d**



**a** Data showing representation in the community are estimated from the ABS 2006 *Census of Population and Housing*. **b** Data for the representation in preschool services are from State and Territory enrolment data. **c** All Indigenous data relate to people who self-identify as being of Aboriginal and/or Torres Strait Islander descent. **d** The ABS Census Post Enumeration Survey has estimated an undercount of Indigenous people in the 2006 Census, and the estimates of the proportional representation in the community of Indigenous children should be treated with caution.

Source: ABS 2006 *Census of Population and Housing* (unpublished); State and Territory governments (unpublished).

## Effectiveness

### *Service availability — proportion of children using child care services*

An indicator of community access to child care services is the proportion of children in the target population who use the services (box 3.3).

### Box 3.3 Proportion of children using child care

'Proportion of children using child care' is an indicator of governments' objective to ensure that all Australian families have equitable access to child care services.

This indicator is defined as the proportion of children using child care services in the target age groups.

A higher proportion of children using the services may indicate a higher level of service availability. This indicator does not provide information on parental preferences for using child care, or other factors, such as school starting age, which may affect use of care.

The employment status of parents may influence children's access to services, depending on the service model. Those services eligible for CCB, for example, must follow the Australian Government's 'priority of access' guidelines when filling vacant places. The guidelines give a high priority to children at risk and children of parents with work-related child care needs (see section 3.6 for more detail). Details of the employment status of parents whose children use these services are shown in table 3A.15.

Nationally, 26.4 per cent of children aged 0–12 years attended Australian approved and State and Territory government funded and/or provided child care in 2006-07 (table 3.4). Nearly all of these children (23.2 per cent) attended Australian Government approved child care services (figure 3.4). The majority of children attending Australian Government approved child care in 2006 (approximately 528 446, or 66.4 per cent) were aged 0–5 years (table 3A.10).

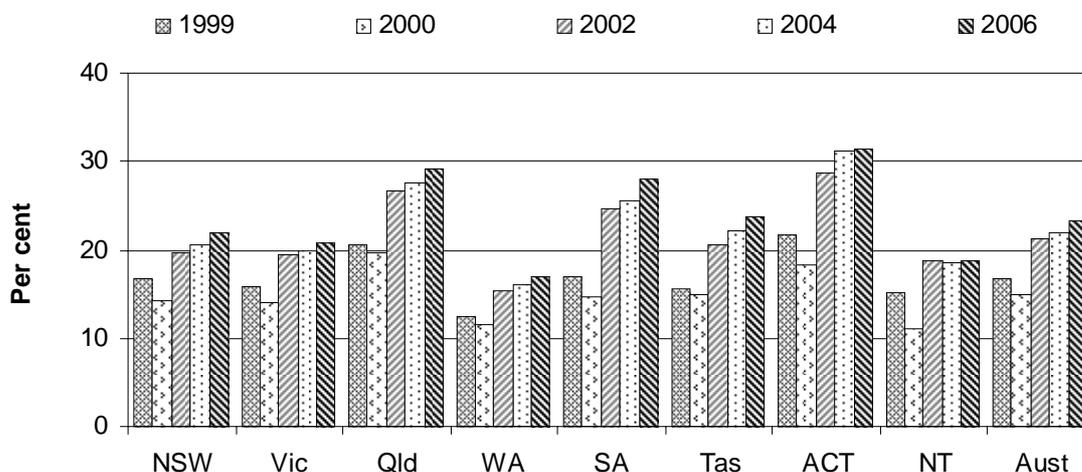
Table 3.4 Proportion of children using Australian Government approved and State and Territory government funded and/or provided child care, 2006-07<sup>a, b</sup>

Age	NSW <sup>c</sup>	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
0–5 years	52.0	29.4	43.3	26.9	35.7	37.6	42.0	23.8	40.3
6–12 years	13.8	14.1	18.2	9.0	24.0	14.5	22.7	14.2	15.2
<b>0–12 years</b>	<b>31.2</b>	<b>21.0</b>	<b>29.3</b>	<b>16.9</b>	<b>29.2</b>	<b>24.7</b>	<b>31.5</b>	<b>18.8</b>	<b>26.4</b>

<sup>a</sup> Australian Government data are estimated and weighted from the Australian Government Census of Child Care Services (AGCCCS). Figures published in the 2008 Report are based on final data from the 2006 AGCCCS and differ from the preliminary numbers published in the 2007 Report. <sup>b</sup> Population as at 30 June 2006. <sup>c</sup> As NSW does not differentiate between children in child care and children in preschools, children attending either service are counted in both categories. This overcount means that NSW data are not comparable with data for other states and territories.

Source: AGCCCS 2006 (unpublished); State and Territory governments (unpublished); ABS *Population Projections, Australia 2004 to 2101* (data cube); tables 3A.1, 3A.10, 3A.33, 3A.41, 3A.49, 3A.57, 3A.65, 3A.73, 3A.81, 3A.89.

Figure 3.4 Proportion of children aged 0–12 years using Australian Government approved child care<sup>a, b, c</sup>



<sup>a</sup> Excludes children cared for in neighbourhood model services. <sup>b</sup> Data for, 1999, 2002, 2004 and 2006 are drawn from the respective AGCCCS, while data for 2000 are drawn from Centrelink administrative data. The AGCCCS and Centrelink data are not fully comparable and interpretation needs to be made with care. <sup>c</sup> The Australian total includes children in other territories.

Source: AGCCCS 1999, 2002, 2004 and 2006 (unpublished); Centrelink administrative data August 2000 (unpublished); ABS *Population Projections, Australia 2004 to 2101* (data cube); table 3A.10.

The average hours of attendance in child care in 2006 varied considerably across jurisdictions, for all service models. Nationally, average attendance per child at centre-based long day care centres was 19.1 hours per week, while the average attendance per child at family day care was 17.7 hours per week. The national average attendance per child at occasional care was 10.1 hours per week and the national average attendance at vacation care during school holidays was 2.8 days per week (table 3A.9).

#### *Service availability — proportion of children enrolled in preschool*

An indicator of community access to preschool services is the proportion of children in the target population who use the services (box 3.4).

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**Box 3.4 Proportion of children enrolled in preschool**

'Proportion of children enrolled in preschool' is an indicator of governments' objective to ensure that all Australian families have equitable access to preschool services.

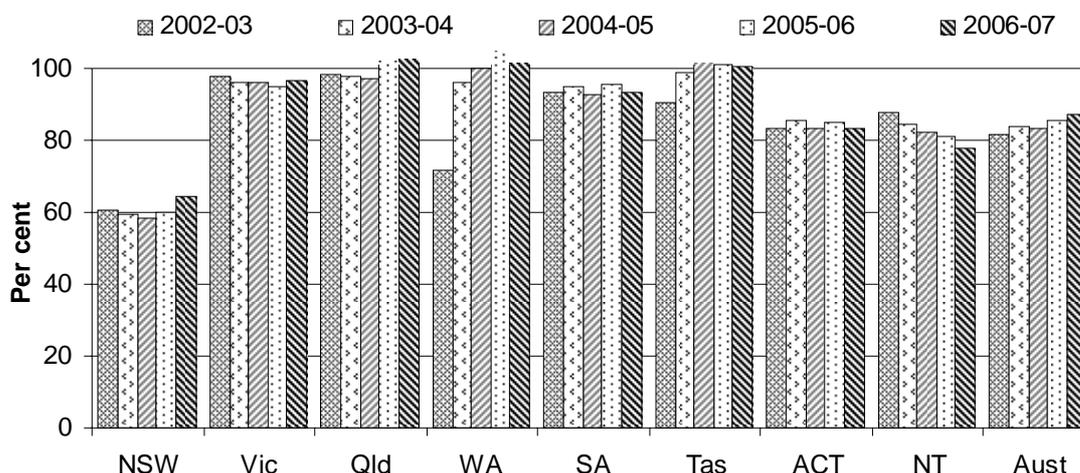
This indicator is defined as the proportion of children using preschool services in the target age groups. Two measures are reported:

- the percentage of children attending preschool in the year before the commencement of fulltime schooling
- the percentage of younger children attending preschool.

A higher proportion of children using the services may indicate a higher level of service availability. This indicator does not provide information on parental preferences for using preschool, or other factors, such as school starting age, which may affect use of preschool.

Nationally in 2006-07, an estimated 87.2 per cent of children of 4 years of age were enrolled at State and Territory government funded and/or provided preschool in the year immediately before they commenced school. There is some double counting in several jurisdictions, as well as issues with synchronisation of data collection times for preschool enrolments and population estimates. This may lead to an overestimation of enrolment in some states and territories (for example, where enrolment rates exceed 100 per cent) (figure 3.5).

**Figure 3.5 Proportion of children enrolled at State and Territory government funded and/or provided preschool services in the year immediately before the commencement of full time schooling<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> The figure shows the proportion of 4 year old children in preschool services (a proxy for 'year before fulltime school') using data collected from State and Territory enrolment figures. The enrolment figures are divided by the number of 4 year olds in each jurisdiction, using ABS population projections. The two datasets are estimated at different times of the year, and are up to six months out of sequence with each other. Some non-4 year olds may also be included in the enrolment figures. <sup>b</sup> There is some double counting of children in NSW, Qld, WA and NT because some children moved in and out of the preschool system throughout the year and some children accessed more than one sessional program. As a result, the number of children reported in preschool exceeds the number of children in the target population. There is no double counting for Victoria, SA, Tasmania and the ACT because a snapshot is used for each year's data collection. <sup>c</sup> NSW data for 2006-07 include for the first time preschools managed by the NSW Department of Education. NSW data do not include the non-government school sector in any of the years. The count for preschool attendance includes children aged from 4 to 5 years, 11 months attending child care services. <sup>d</sup> Victorian data include some children attending funded preschool services conducted in centre-based long day care centres and independent schools. <sup>e</sup> WA data for 2002-03 exclude the non-government sector. <sup>f</sup> Data for SA include all children aged four years and above in State funded preschool services. Data exclude children in preschools which are not government funded.

Source: State and Territory governments (unpublished); ABS *Population Projections, Australia 2004 to 2101* (data cube); table 3A.11.

Younger children in NSW, Queensland, SA, the ACT and the NT attended government funded preschool services in 2006-07. For these jurisdictions, around 10.7 per cent of children aged 3 years attended preschool services in that year (approximately 27 345 children). Participation in 2006-07 differed across jurisdictions, in part due to variation in policies on access to funded preschool services (table 3A.11).

All jurisdictions except NSW and Victoria provided data on the average hours of attendance for government funded and/or provided preschool services in 2006-07 (Victoria reported average attendance for 2005-06, for the first time). For those jurisdictions that provided data for 2006-07, the average attendance of children in

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the year immediately before they commenced full time schooling was at least 11 hours per week (tables 3A.48, 3A.56, 3A.64, 3A.72, 3A.80 and 3A.88).

*Service availability — non-standard hours of care in child care services*

An indicator of the community's access to flexible child care services is the proportion of child care services offering 'non-standard hours of care' (box 3.5).

**Box 3.5 Non-standard hours of care: child care services**

'Non-standard hours of care: child care services' is an indicator of governments' objective to ensure government funded and/or provided child care services meet the needs of all users.

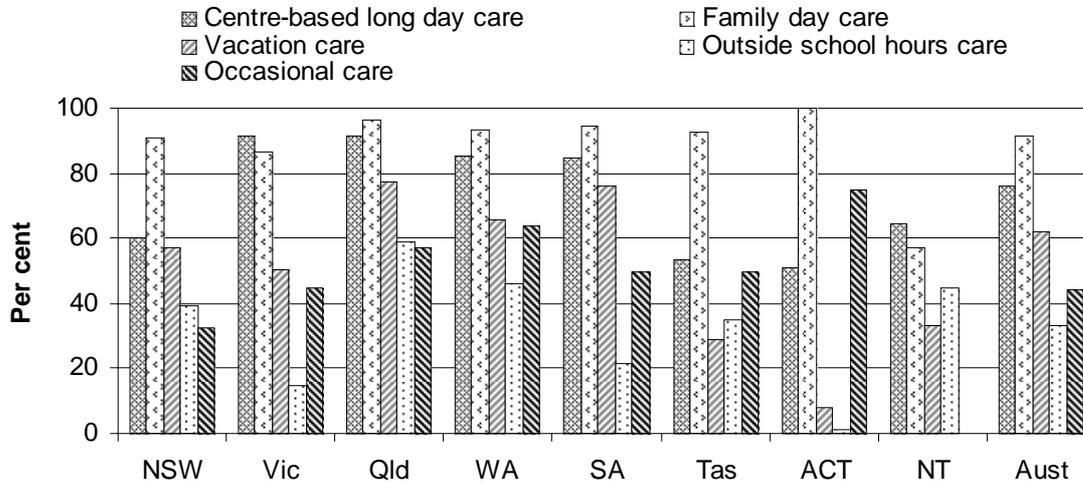
This indicator is defined as the number of child care services providing non-standard hours of care divided by the total number of services. Data are reported by service model. Definitions of 'standard hours' and 'non-standard hours' are presented in section 3.6 'Definitions of key terms'.

A higher proportion of services providing non-standard hours of care may suggest a greater flexibility of services to meet the needs of families.

This indicator does not provide information on the demand for non-standard hours of care. Further, it provides no information on how closely available non-standard hours services match the needs of users.

Provision of non-standard hours of care may be influenced by a range of factors, such as costs to services and parents, demand for care, availability of carers, and compliance with occupational and health and safety requirements. Figure 3.6 shows the proportion of services that provided non-standard hours of care by service model.

**Figure 3.6 Australian Government approved child care services providing non-standard hours of care, by service model, 2006<sup>a</sup>**



<sup>a</sup> Data are estimated and weighted from the AGCCCS. Figures published in the 2008 Report are based on final data from the 2006 AGCCCS and differ from the preliminary numbers published in the 2007 Report.

Source: AGCCCS 2006 (unpublished); table 3A.16.

Limited data are available on services not included in the Australian Government Census of Child Care Services (AGCCCS) that were offering non-standard hours of care (see tables 3A.37, 3A.53, 3A.69, and 3A.77).

All states and territories were asked to provide data on the proportion of their preschools that offered non-standard hours of care in 2006-07. Only NSW and SA were able to provide data on this item (tables 3A.37 and 3A.69).

#### *Service availability — utilisation rates*

‘Utilisation rates’ is an indicator of equitable and adequate access to children’s services (box 3.6).

### Box 3.6 Utilisation rates

'Utilisation rates' is an indicator of governments' objective to ensure all Australian families have equitable and adequate access to children's services.

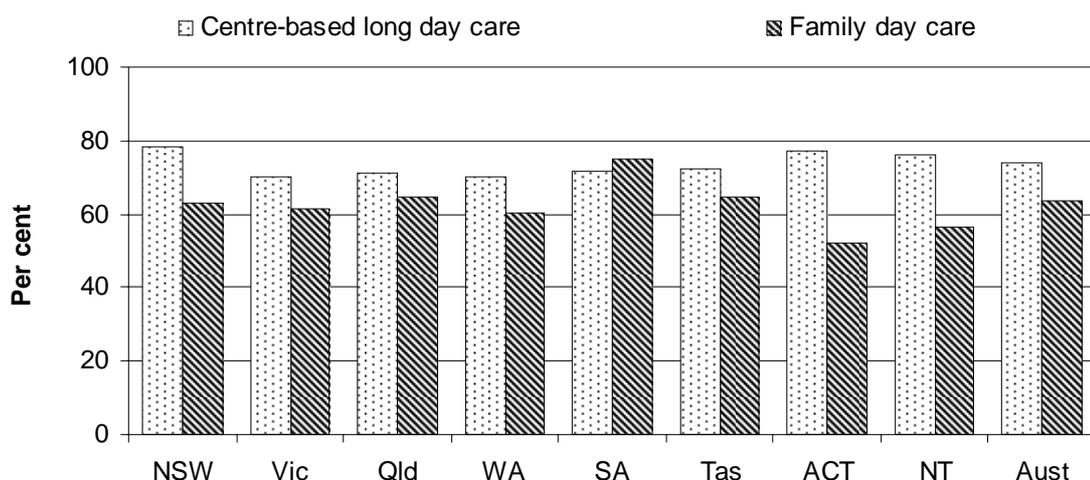
Utilisation refers to the level of usage of a service and can be measured in a number of ways, including vacancy levels and capacity to provide more hours of care. Utilisation rates can also measure how efficiently existing assets are being used. Although governments do not always directly own or operate children's services, the level of utilisation may be relevant where governments provide targeted capital or operational funding to establish or maintain services. The indicator on utilisation rates of children's services is calculated as the total child hours paid for as a percentage of total available hours, for centre-based long day care and family day care.

The desirable level of utilisation will depend on a number of factors. High levels of utilisation may be desirable as a measure of efficiency in situations where a community does not require additional services. An alternative view of high utilisation rates is that services are less accessible as there is less spare capacity.

The utilisation rates in Australian Government approved centre-based long day care and family day care services in different jurisdictions are shown in figure 3.7.

Nationally, utilisation rates were higher for centre-based long day care (73.9 per cent) than for family day care (63.3 per cent) in 2006.

Figure 3.7 Utilisation rates, centre-based long day care and family day care, 2006 (per cent)<sup>a, b</sup>



<sup>a</sup> Data are estimated and weighted from the AGCCCS. Figures published in the 2008 Report are based on final data from the 2006 AGCCCS and differ from the preliminary numbers published in the 2007 Report.

<sup>b</sup> Family day care data exclude in-home care.

Source: AGCCCS 2006 (unpublished); table 3A.17.

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*Service affordability — child care service costs*

An indicator of the affordability (and thus accessibility) of children's services is 'child care service costs', represented by average weekly fees for child care services (box 3.7).

**Box 3.7 Child care service costs**

'Child care service costs' is an indicator of governments' objective to ensure all Australian families have equitable access to children's services regardless of their financial circumstances.

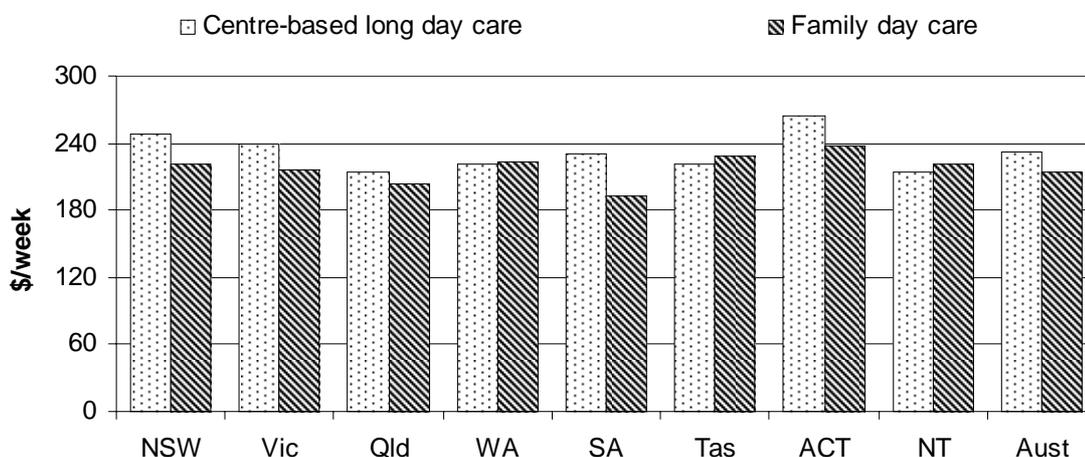
This indicator is defined as average weekly fees for 50 hours of care by service model.

Provided the service quality is held constant, lower service costs are more desirable.

Fee data need to be interpreted with care because fees are independently set by service providers. Charging practices, including fees, are commercial decisions made by individual services, so there is significant variation in the fees charged by services. Fee variation occurs as a result of factors including State and Territory licensing requirements, award wages, and whether fees include charges for additional services such as nappies and meals.

Nationally, average weekly fees for 50 hours of care in 2006 were higher for centre-based long day care services (\$233) than for family day care (\$215), as shown in figure 3.8. The real average weekly fees for both centre-based long day care and family day care increased between 2004 and 2006 (by 2.5 per cent and 6.7 per cent, respectively) (table 3A.27).

Figure 3.8 **Average fees charged by Australian Government approved child care services, 2006 (\$/week)<sup>a, b, c, d</sup>**



<sup>a</sup> Average fees based on 50 hours of care in the Census reference week. <sup>b</sup> Data are estimated and weighted from the AGCCCS. Figures published in the 2008 Report are based on final data from the 2006 AGCCCS and differ from the preliminary numbers published in the 2007 Report. <sup>c</sup> Family day care data exclude in-home care. <sup>d</sup> Family day care fee includes parent levy.

Source: AGCCCS 2006 (unpublished); table 3A.27.

### *Service affordability — preschool service costs*

‘Preschool service costs’ is an indicator of the affordability and accessibility of preschool services (box 3.8).

#### **Box 3.8 Preschool service costs**

‘Preschool service costs’ is an indicator of governments’ objective that all Australian families have equitable access to children’s services regardless of their financial circumstances.

This indicator is defined as the weekly cost of preschool per child (after subsidies received by families). Data are reported as the median weekly cost per child.

Provided the service quality and quantity is held constant, lower weekly costs represent more affordable preschool.

Various factors influence preschool costs and care needs to be exercised when interpreting results, as:

- there may be differences between jurisdictions in the number of hours and sessions attended by children each week

(Continued on next page)

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**Box 3.8 (Continued)**

- preschool services are provided by a mix of providers (community, private and government). Differences in charging practices, including fees, may be due to commercial or cost recovery decisions made by individual services. Fee variation can also occur as a result of charges for additional services such as meals and materials
- fees may reflect higher land values and rental fees charged in major cities
- some jurisdictions provide targeted fee relief that lowers fees for some children.

Further detail about the mix of providers of preschool (community, private and government) is provided in tables 3A.36, 3A.44, 3A.52, 3A.60, 3A.68, 3A.76, 3A.84 and 3A.92.

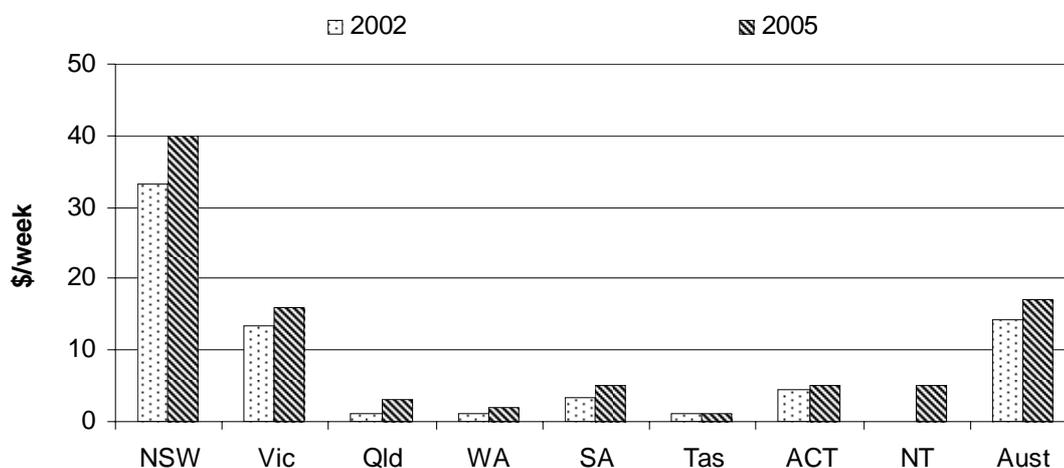
Preschool service costs per child may also depend on the time spent in preschool. Of the 257 100 children attending preschool in the reference week in 2005:

- 10.6 per cent attended preschool for less than five hours per week
- 21.3 per cent attended for between five and nine hours per week
- 40.7 per cent attended for between 10 and 14 hours per week
- 19.2 per cent attended for between 15 and 19 hours per week
- 8.2 per cent attended for more than 20 hours per week (ABS 2006).

Data for this indicator were obtained from the ABS 2005 *Child Care Survey*. This is a household survey, with parents responding to questions about use of child care and preschool services. Some children attend a preschool program within another child care setting, for example in a long day care service, where the costs would generally be higher than in preschool. It is expected that in most of these cases, the parent would report the service model as (for example) a long day care centre, rather than preschool, but in some instances the parent may report the service model as preschool. In addition to issues around self-reporting, some services included in the survey may not necessarily be funded by governments. Box 3.19 includes further information about the 2005 Child Care survey.

Nationally, the median cost of preschool per child in 2005 was \$17 per week. After adjusting for inflation, the median cost for 2002 (in 2004-05 dollars) was \$14 per week (figure 3.9). Table 3A.28 provides additional information on the preschool service costs for children by cost range for selected jurisdictions.

Figure 3.9 **Children who attended preschool, real median weekly cost per child (after subsidies) (2004-05 dollars) a, b, c, d, e**



**a** Net costs per child after subsidies have been received. Some children attending preschool services may be eligible for the minimum rate of the Child Care Benefit. **b** The estimates are not based on standardised measures of child age, hours of service provided or preschool service delivery mechanisms. **c** In Victoria and NSW, a fee subsidy is paid directly to services to reduce fees paid by eligible families such as those holding approved concession cards or meeting specified income thresholds. **d** The estimates for Tasmania and the ACT have a relative standard error between 25 per cent and 50 per cent and should be used with caution. **e** For 2005, the estimates for Queensland, WA, Tasmania and NT have high relative standard errors and should be used with caution.

Source: ABS 2002, 2005 *Child Care Surveys* (unpublished); table 3A.28.

### Quality

An important focus of Australian, State and Territory governments is to set and maintain appropriate quality standards in child care and preschool services. Indicators of the quality of children's services are:

- the proportion of qualified staff
- the rate of ongoing staff development
- the extent of licensing of services
- the proportion of services that have achieved quality accreditation
- the number of injuries requiring hospitalisation suffered while in care
- child care services' performance against the NCAC's quality principles related to health and safety
- the number of substantiated breaches arising from complaints.

These data need to be treated with caution because there are differences in reporting across jurisdictions.

## Staff— qualifications

Staff qualifications are a proxy indicator of staff quality (box 3.9).

### Box 3.9 Qualifications

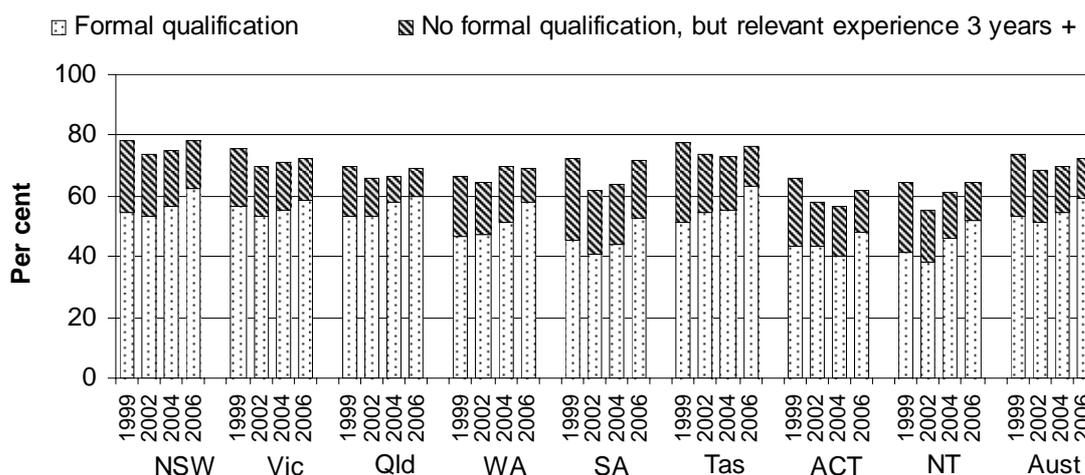
'Qualifications' in children's services is an indicator of governments' objective to ensure staff in government funded or provided children's services are able to provide services which meet the needs of children. In particular, this means ensuring staff have the training and experience to provide a safe and nurturing environment that fulfils the educational and development needs of children.

This indicator is defined as the proportion of primary contact staff with relevant formal qualifications or three or more years of relevant experience.

Some studies and research (for example, OECD 2006) have shown a link between a higher proportion of qualified and experienced primary contact staff and a higher quality service, suggesting that this is desirable.

Nationally, there were 85 102 primary contact staff employed in Australian Government approved child care in 2006 (table 3A.13). The proportion of primary contact staff with relevant formal qualifications or three or more years of relevant experience across jurisdictions over this period is reported in figure 3.10.

Figure 3.10 **Paid primary contact staff employed by Australian Government approved child care services, by qualification<sup>a, b, c, d</sup>**

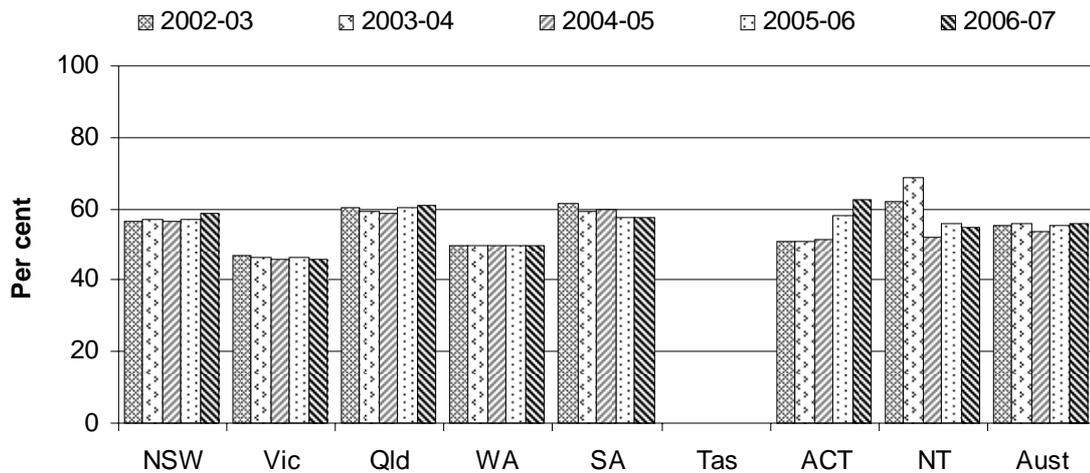


<sup>a</sup> There may be double counting of staff where staff work in more than one centre. <sup>b</sup> The 'Three or more years relevant experience' category excludes staff with a relevant formal qualification. <sup>c</sup> Data for some years do not cover all services, which limits the comparability over time. <sup>d</sup> Data are estimated and weighted from the AGCCCS. Figures for 2006 are based on final data and differ from the preliminary numbers published in the 2007 Report.

Source: AGCCCS 1999, 2002, 2004 and 2006 (unpublished); table 3A.13.

Some data are available on the qualifications of staff employed by preschool services that received funding from State and Territory governments. The proportion of preschool primary contact staff with a relevant formal qualification is reported in figure 3.11.

**Figure 3.11 Paid primary contact staff with a relevant formal qualification employed by State and Territory funded and/or managed preschools<sup>a, b, c, d</sup>**



<sup>a</sup> All preschool services in NSW, Queensland, SA and the ACT must have at least two staff, of whom one must have a relevant formal qualification. <sup>b</sup> In Victoria, all preschool services must have at least two staff, of whom one must have a relevant early childhood teaching qualification. The percentage of qualified teachers is less than 50 per cent because a teacher may deliver a funded kindergarten program at more than one location. <sup>c</sup> In WA, all preschool teachers must have a formal qualification. The data assume that every teacher has an aide. Qualifications of aides are unknown and so reported as zero. <sup>d</sup> Data for Tasmania are not available, but all preschool teachers must have a formal qualification.

Source: State and Territory governments (unpublished); tables 3A.35, 3A.43, 3A.51, 3A.59, 3A.67, 3A.75, 3A.83 and 3A.91.

### *Ongoing staff development*

Ongoing development of the skills and competencies of child care and preschool staff is another proxy indicator of staff quality (box 3.10).

### Box 3.10 Ongoing staff development

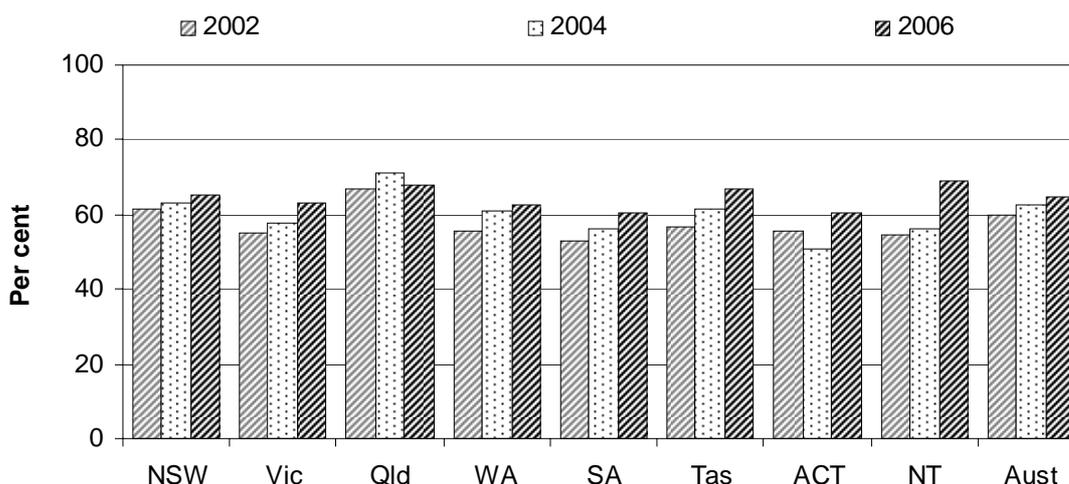
'Ongoing staff development' in children's services is an indicator of governments' objective to ensure staff in government funded or provided children's services are able to provide services that meet the needs of children. In particular, this means ensuring staff have the training and experience to provide a safe and nurturing environment that fulfils the educational and development needs of children.

This indicator is defined as the proportion of staff who undertook relevant in-service training in the previous 12 months.

A high rate of in-service training suggests a relatively high quality of service. This indicator does not provide information on whether the development undertaken by staff is adequate or sufficiently relevant to improve the quality of the service provided.

Nationally, 64.7 per cent of paid staff working in Australian Government approved child care services in 2006 undertook relevant in-service training in the previous 12 months (figure 3.12). Limited data are available on training by paid child care and preschool staff employed by State and Territory funded and/or managed service providers. NSW, Victoria, Queensland and the ACT were able to provide data on the proportion of preschool staff undertaking training in 2006-07 (tables 3A.35, 3A.43, 3A.51 and 3A.83).

Figure 3.12 **Staff in Australian Government approved child care services who undertook relevant in-service training in previous 12 months<sup>a, b, c</sup>**



<sup>a</sup> There may be double counting of staff where staff work in more than one centre. <sup>b</sup> Data for some years do not cover all services, which limits the comparability over time. <sup>c</sup> Data are estimated and weighted from the AGCCCS. Figures for 2006 are based on final data and differ from the preliminary numbers published in the 2007 Report.

Source: AGCCCS 2002, 2004 and 2006 (unpublished); table 3A.14.

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## *Standards*

The Australian Government and the State and Territory governments support the quality of care provided by children's services through:

- accreditation and licensing
- provision of curriculum and policy support and advice
- training and development of management and staff.

### *Standards — licensing*

State and Territory governments are responsible for licensing children's services in their jurisdictions (box 3.11).

#### **Box 3.11 Licensing**

'Licensing' is an indicator of governments' objective to ensure government funded or provided children's services meet the minimum standards considered necessary to provide a safe and nurturing environment, and to meet the educational and development needs of children.

This indicator has been identified for development and reporting in future. Descriptive information is reported for some jurisdictions as an interim measure. This information includes the number of licensed services.

A higher proportion of licensed services may indicate a higher level of regulatory control over services.

This indicator does not provide information on the degree to which licensing translates into higher quality service outcomes above the minimum standards of care. State and Territory governments also undertake other activities aimed at the promotion of quality, such as publishing curriculum materials and other resources, and undertaking consumer education.

State and Territory licensing requirements establish the foundations for quality of care by stipulating enforceable standards to support the health, safety, welfare and development needs of children in formal child care settings. Accreditation of services is built on this platform.

Licensed children's services may include centre-based long day care, occasional care, preschools, family day care services and outside school hours care. Australian, State and Territory governments have developed national standards for centre-based long day care, family day care services and outside school hours care. The extent of implementation of these standards varies across Australia.

The service models covered by legislation vary across jurisdictions (table 3.5).

**Table 3.5 State and Territory licensing of children's services, 2007<sup>a</sup>**

<i>Service model</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
Centre-based long day care	L	L	L	L	L	L	L	L
Occasional care	L	L	L	L	G/L	L	L	L
Family day care schemes/agencies <sup>b</sup>	L	X	L	X	G/L	L	L	X
Family day care carers	R	X	R	L	R	R	X	X
Outside school-hours care	R	X	L	L	R	L	L	X
Home-based care	L	X	X	X	L	L	X	X
Other care <sup>c</sup>	X	X	X	X	X	L	L	X
Preschool/kindergarten <sup>d</sup>	L/G	L	L/G	G	G	G/R	L	G

<sup>a</sup> Children's services are regulated in accordance with the requirements of the relevant legislation in each jurisdiction. <sup>b</sup> WA licenses individual carers, regardless of whether they belong to a scheme, but schemes are not licensed. <sup>c</sup> In this table, 'other care' refers to all other government regulated care, for example, nannies, playschools and in-home care. <sup>d</sup> NSW is working towards regulation of school-based services. The NSW Department of Education and Training provides preschools in 100 government schools. In Tasmania, kindergartens not in government schools are registered with the Schools Registration Board.

**L** = Services require a licence to operate. **R** = Services require registration or approval to operate. **G** = Services are provided by State/Territory Governments. **X** = Services do not require licence, registration or approval to operate, but may be required to meet regulatory standards.

Source: State and Territory governments (unpublished).

### *Standards — monitoring and inspection regimes*

All states and territories monitor performance against the standards set for children's services, in order to ensure that high quality services are delivered to the community. Table 3.6 provides an overview of the monitoring and inspection regimes that operate in the jurisdictions.

Table 3.6 shows that there are broad commonalities in the monitoring and inspection regimes across jurisdictions. However, there is variability in the recording of breaches and a variety of penalties applied for breaches. This has hindered the reporting of comparable data across jurisdictions for monitoring and inspection.

**Table 3.6 State and Territory monitoring and inspection regimes, for licensed children's services 2006-07**

<i>Monitoring activities</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld<sup>a</sup></i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<i>Proactive monitoring:<sup>b</sup></i>	✓	✓	✓	✓	✓	✓	✓	✓
Required frequency of inspections <sup>c</sup>	Annual	Annual	Biannual	At least once per licence period (3 years)	At least once a year	Quarter	Quarter	Biannual
Estimated share announced visits <sup>d</sup>	75%	6%	46%	80%	70%	99%	60%	80%
Estimated share unannounced inspections <sup>e</sup>	25%	94%	54%	20%	30%	1%	40%	20%
<i>Reactive monitoring:<sup>f</sup></i>	✓	✓	✓	✓	✓	✓	✓	✓
Data provided on substantiated breaches arising from complaints <sup>g</sup>	x	✓	x	✓	x	✓	✓	✓
<i>Sanctions for breaches:<sup>h</sup></i>	✓	✓	✓	✓	✓	✓	✓	✓
Under-performing services incur follow-up or more frequent inspections	✓	✓	✓	✓	✓	✓	✓	✓
Number of prosecutions initiated against services during 2006-07 <sup>i</sup>	–	2	–	1	–	–	–	–

<sup>a</sup> Information for Queensland excludes State and non-State preschools, but includes kindergartens.

<sup>b</sup> 'Proactive monitoring' refers to the ongoing program of visits/inspections to services that are determined by legislation and/or the monitoring policies in each jurisdiction. <sup>c</sup> In WA, from July 2007, licensed services receive an annual visit. During the first two years of the licence period, these visits are unannounced. The licence renewal visit in the third year is an announced visit. In SA, the required frequency of inspections is dependent on the type of licensed service. <sup>d</sup> Announced visits are scheduled with the service provider, and include, but are not limited to, consultative and advisory meetings. <sup>e</sup> Unannounced inspections of services are used to assess performance against licence conditions, including, but not limited to, investigations of complaints. Unannounced inspections allow the operation of the service to be monitored under normal operational circumstances. <sup>f</sup> A 'reactive monitoring' regime may be triggered by either a complaint or a service's failure to comply with legislative requirements. <sup>g</sup> See detailed data in attachment tables 3A.46, 3A.62, 3A.78, 3A.86 and 3A.94. <sup>h</sup> Jurisdictions may apply a wide range of actions to underperforming services. These actions may include administrative and/or statutory sanctions, including prosecution. Not all sanctions are included in this table. <sup>i</sup> 'Prosecutions' refer to all prosecutions against services that are brought under the relevant children's services Act in each jurisdiction. – Nil or rounded to zero.

Source: State and Territory governments (unpublished).

### *Standards — accredited child care services*

Accreditation of child care services is an indicator of quality. The NCAC administers quality assurance systems for centre-based long day care, family day care schemes and outside school hours care services across Australia (box 3.12).

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**Box 3.12 Accredited child care services**

'Accredited child care services' is an indicator of the Australian Government's objective to ensure government funded or provided child care services meet the standards considered necessary to provide a safe and nurturing environment, and to meet the educational and development needs of children. Accredited services have been independently evaluated against a series of national quality standards for the specific child care service model.

This indicator is defined as the number of child care services that are accredited by NCAC as a proportion of services fully assessed. Data are reported separately for centre-based long day care services, family day care schemes and outside school hours care services.

A higher proportion of services that have been accredited is more desirable.

This indicator does not provide information on the degree to which accreditation translates into higher quality service outcomes.

To become accredited under NCAC quality assurance systems, service providers are required to achieve and maintain the quality standards set out for each service model. NCAC has developed the following standards:

- the Quality Improvement and Accreditation System (QIAS) for centre-based long day care
- Family Day Care Quality Assurance (FDCQA) for family day care schemes
- Outside School Hours Care Quality Assurance (OSHCQA) for outside school hours care services.

The standards include the expected performance against a variety of 'quality areas', depending on the service model. For example, the QIAS details centre-based long day care performance against the following seven 'quality areas':

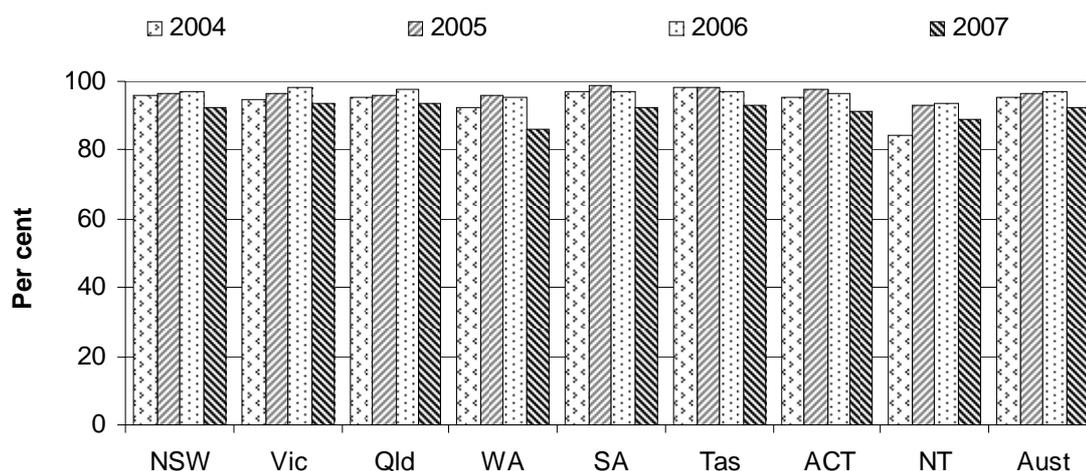
- staff relationships with children and peers
- partnerships with families
- programming and evaluation
- children's experiences and learning
- protective care and safety
- health, nutrition and wellbeing
- managing to support quality.

The NCAC accreditation systems are Australian Government initiatives where successful participation is required to allow child care services to offer CCB fee

reduction to parents. All centre-based long day child care services are required to participate in the QIAS to be eligible for approval for CCB purposes, and the majority of centre-based long day child care services participate.

Nationally, of the 5360 centres registered to participate in the QIAS at 30 June 2007, 4556 centres had received an accreditation decision (table 3A.2). Of the centres assessed, 92.4 per cent (4208 centres) were successful in achieving accreditation (figure 3.13). The centres that do not meet accreditation standards (348 centres) are required to submit another self study report to NCAC within six months of the date of NCAC's accreditation decision. At 30 June 2007, a further 804 centres (15.0 per cent of those registered to participate in QIAS) were in self-study, review or moderation, or awaiting an accreditation decision (table 3A.2).

Figure 3.13 **Accredited centres as a proportion of centres fully assessed under the Quality Improvement and Accreditation System<sup>a, b, c</sup>**



<sup>a</sup> Data as at 30 June in each year. Figures may change daily and are updated every six weeks following an NCAC meeting. <sup>b</sup> Results for Tasmania, the ACT and the NT may be unduly influenced by the relatively small number of services (74, 91 and 53 respectively at 30 June 2007) participating in the process. <sup>c</sup> The decrease in services accredited under QIAS between 2006 and 2007 is a result of revised standards which came into effect in January 2005.

Source: NCAC (unpublished); table 3A.2.

Nationally, 326 family day care schemes were registered with NCAC at 30 June 2007. Of these, 307 schemes had received an accreditation decision. Of the schemes assessed, 89.3 per cent (274 services) were accredited. Thirty-three schemes were not accredited and 19 were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.2).

At 30 June 2007, there were 3212 outside school hours care services registered to participate in OSHCQA (table 3A.2). Of the 2405 services that had received an accreditation decision at 30 June 2007, 86.5 per cent (2080 services) were

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successful in achieving accreditation. A further 807 services were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.2).

*Health and safety — health and safety quality*

‘Health and safety quality’ is an indicator of children’s services’ success in providing a safe environment (box 3.13).

**Box 3.13 Health and safety quality**

‘Health and safety quality’ in children’s services is an indicator of governments’ objective to ensure children’s services meet the care, educational and development needs of children in a safe and nurturing environment.

This indicator has one measure for family day care, defined as:

- the proportion of family day care schemes that achieved satisfactory or above ratings for the NCAC health, hygiene, nutrition, safety and wellbeing quality area.

This indicator has two measures for long day care, defined as:

- the proportion of long day care centres that achieved satisfactory or above ratings for the NCAC protective care and safety quality area
- the proportion of long day care centres that achieved satisfactory or above ratings for the NCAC health, nutrition and wellbeing quality area.

A lower proportion of centres receiving satisfactory or above ratings does not provide information on the actual health and safety of children in these centres. All else being equal, a higher proportion for the above measures may indicate that children’s services are meeting the needs of children in a safe and nurturing environment.

Data for this indicator were obtained from the NCAC. The following points should be noted in interpreting health and safety quality:

- Data presented cover family day care schemes and long day care centres.
- Data do not include preschool/kindergarten services, as NCAC assessments are limited to child care services.
- Data are only presented for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period).

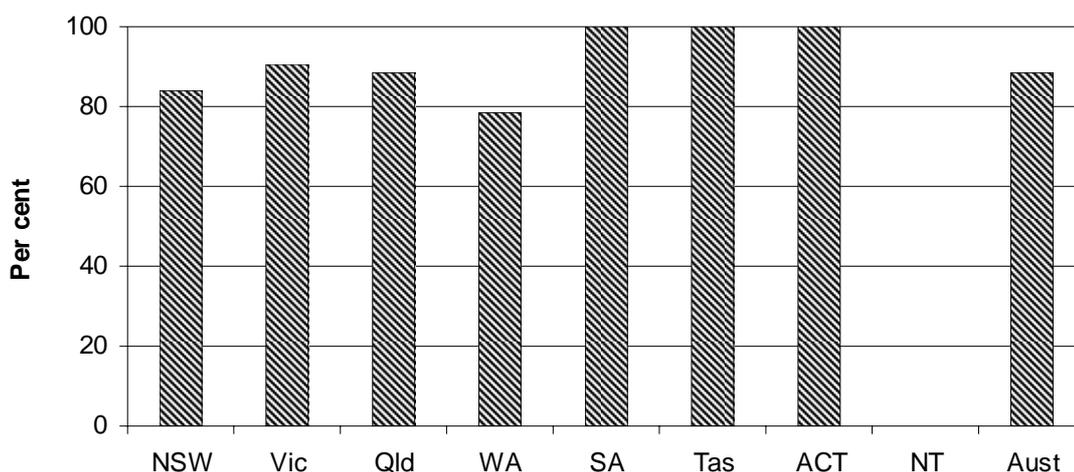
For family day care, the quality area ‘health, hygiene, nutrition, safety and wellbeing’ includes the following principles for which an assessment is made:

- the environments provided for children are safe
- food and drink are nutritious and culturally appropriate

- the health and safety of all children are protected
- nappy changing, toileting and bathing are positive experiences for children
- children’s needs for rest, sleep and comfort are supported
- current State or Territory legislation relating to child protection and wellbeing is implemented consistently.

Nationally, in 2006-07, 88.3 per cent of family day care schemes achieved satisfactory or above ratings for the NCAC ‘health, hygiene, nutrition, safety and wellbeing’ quality area (figure 3.14). Data are withheld for the NT due to the small number of accreditation decisions made in the period.

**Figure 3.14 Proportion of family day care schemes that achieved satisfactory or above ratings for NCAC health, hygiene, nutrition, safety and wellbeing quality area, 2006-07<sup>a, b</sup>**



<sup>a</sup> Data are only presented for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period). <sup>b</sup> Data are withheld for the NT due to the small number of accreditation decisions made in the period. The Australian totals for family day care do not include the NT data.

Source: NCAC (unpublished); table 3A.30.

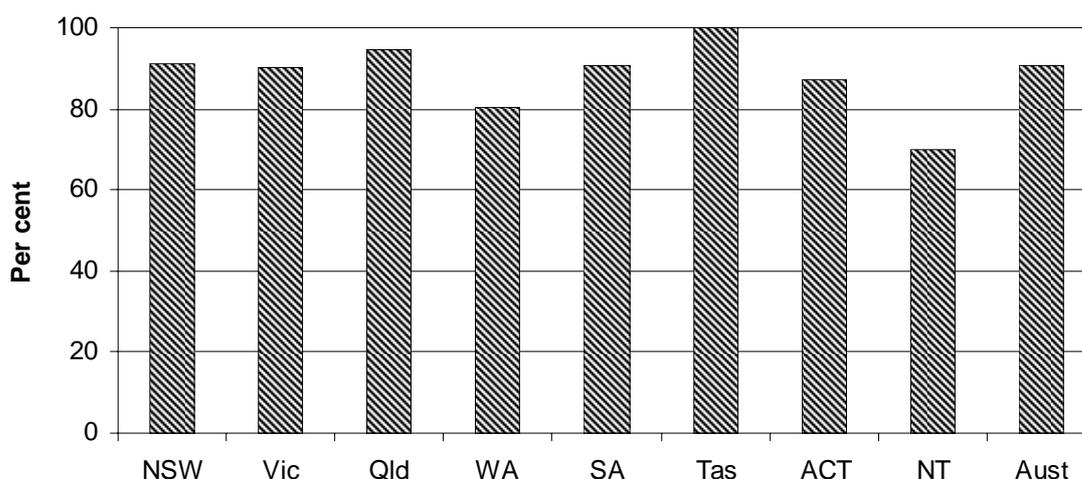
For long day care, the quality area ‘protective care and safety’ includes the following principles for which an assessment is made:

- staff act to protect each child
- staff supervise children at all times
- staff ensure that potentially dangerous products, plants and objects are inaccessible to children
- the centre ensures that buildings and equipment are safe

- the centre promotes occupational health and safety.

Nationally, in 2006-07, 90.7 per cent of long day care centres achieved satisfactory or above ratings for the NCAC 'protective care and safety' quality area (figure 3.15).

**Figure 3.15 Proportion of long day care centres that achieved satisfactory or above ratings for NCAC protective care and safety quality area, 2006-07<sup>a</sup>**



<sup>a</sup> Data are only presented for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period).

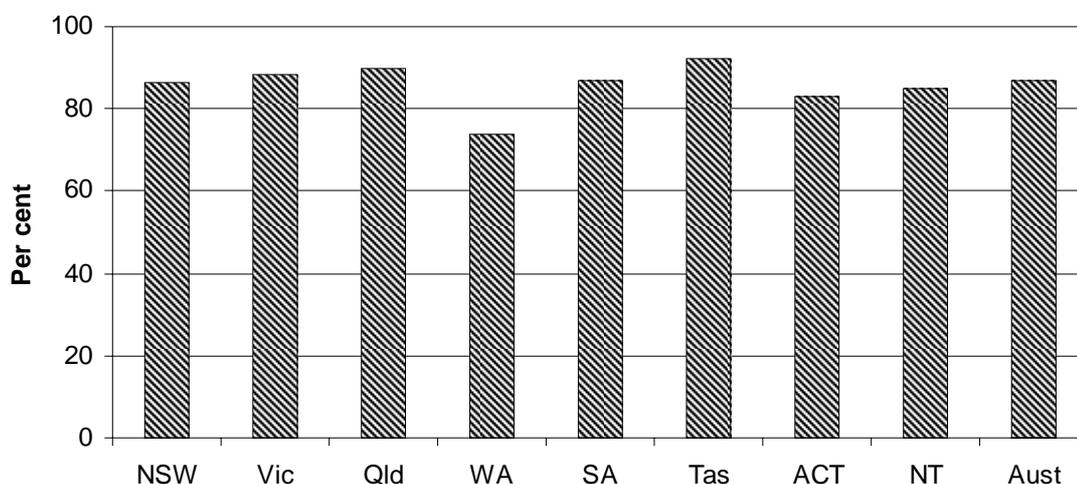
Source: NCAC (unpublished); table 3A.30.

For long day care, the quality area 'health, nutrition and wellbeing' includes the following principles for which an assessment is made:

- staff promote healthy eating habits
- staff implement effective and current food safety and hygiene practices
- staff encourage children to follow simple rules of hygiene
- staff ensure toileting and nappy changing procedures are positive experiences
- staff support each child's needs for rest, sleep and comfort
- the centre acts to control the spread of infectious diseases and maintains records of immunisations.

Nationally, in 2006-07, 86.7 per cent of long day care centres achieved satisfactory or above ratings for the NCAC 'health, nutrition and wellbeing' quality area (figure 3.16).

Figure 3.16 **Proportion of long day care centres that achieved satisfactory or above ratings for NCAC health, nutrition and wellbeing quality area, 2006-07<sup>a</sup>**



<sup>a</sup> Data are only presented for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period).

Source: NCAC (unpublished); table 3A.30.

*Health and safety — hospitalisations for external causes of injury occurring in children's services*

'Hospital separations for external causes of injury' is a proxy indicator of children's services' success in providing a safe environment (box 3.14).

**Box 3.14 Hospital separations for external causes of injury**

'Hospital separations for external causes of injury' is a proxy indicator of governments' objective to ensure that children's services meet the care, educational and developmental needs of children in a safe and nurturing environment.

This indicator is defined as the number of hospital separations for children aged 0–4 years resulting from an external cause of injury occurring in 'school' expressed as a proportion of total hospital separations for children aged 0–4 years resulting from an external cause of injury.

Low or decreasing hospitalisations for external causes of injury for children aged 0–4 years occurring in a 'school' may indicate better performance towards achieving the objective of providing the care, educational and development needs of children in a safe and nurturing environment.

(Continued on next page)

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**Box 3.14 (Continued)**

Limiting the data to children aged 0–4 reduces the likelihood that the ‘school’ place of occurrence includes children in full time compulsory schooling, which children generally attend when they are 5 years old or more. For children in the older age group it is not possible to separate injuries that occur in a children’s service from those that occur in a full time formal school setting, and so they are excluded from the indicator.

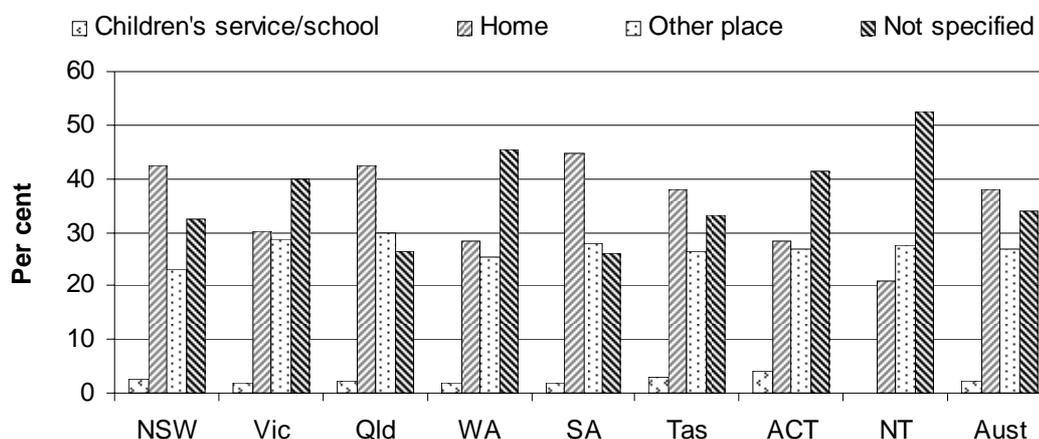
For children aged 0–4 years, the term ‘school’ incorporates a range of formal children’s services settings including kindergarten, preschool and centre-based child care services. The data may capture children who were injured at these services without necessarily attending them. Family day care services, which are typically provided in the carer’s home, are not likely to be covered by this term. External cause refers to the environmental event, circumstance or condition that causes the injury. Persons admitted to hospital as a result of a pre-existing illness or condition (such as asthma), are excluded.

All hospital separation data need to be interpreted with care. Nationally, no place of occurrence was reported for 33.8 per cent of hospitalisations of children aged 0–4 years in 2005-06 (table 3A.29). As a result, this indicator should be interpreted as the minimum number of hospital separations for an external cause of injury that occurred in children’s services.

In 2005-06, there were 29 793 injuries to children aged 0–4 years that resulted in a hospital admission in Australia (table 3A.29). Males accounted for approximately 57.5 per cent of these admissions. In total, the most common causes of injury to children aged 0–4 years were falls (28.4 per cent), exposure to mechanical forces (21.1 per cent) and complications of medical and surgical care (19.6 per cent). (Australian Institute of Health and Welfare (AIHW) unpublished). Males and females generally experienced similar causes of injury.

Nationally, in 2005-06, 38.0 per cent of injuries requiring hospitalisation occurred in the child’s home. This reflects the fact that children in this age group spend the majority of their time in the home and about half do not attend formal care. Across available jurisdictions, on average 1.7 to 4.1 per cent of injuries were reported as occurring at a ‘school’ (which includes day nursery, centre-based child care, and public or private kindergartens and preschools) (figure 3.17).

Figure 3.17 **Hospital separations for external causes of injury for children aged 0–4 years, proportion by place of occurrence, 2005-06** <sup>a, b, c, d, e</sup>



<sup>a</sup> External cause refers to the environmental event, circumstance or condition that causes the injury. People admitted to hospital as a result of a pre-existing existing illness or condition, such as asthma, are excluded. <sup>b</sup> A hospital separation is an episode of care for a person admitted to a hospital. <sup>c</sup> Separations without an external cause and those for which care type was reported as newborn with no qualified days, and records for hospital boarders or posthumous organ procurement are excluded. <sup>d</sup> Data are withheld for injuries occurring in 'children's services/school' in the NT due to the small number of injuries reported. The data presented for Australia does not include NT. <sup>e</sup> Due to the high levels of non-reporting for place of occurrence, all hospital separations data need to be interpreted with care.

Source: AIHW Australian Hospital Statistics 2005-06 (unpublished); table 3A.29.

### *Client satisfaction — substantiated breaches arising from complaints*

'Substantiated breaches arising from complaints' is an indicator of community satisfaction with children's services (box 3.15). Breaches identified as a result of normal monitoring and inspection visits are excluded from these data.

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**Box 3.15 Substantiated breaches arising from complaints**

‘Substantiated breaches arising from complaints’ is an indicator of governments’ objective to ensure government funded or provided children’s services meet the needs and expectations of users.

This indicator is defined as the number of substantiated breaches arising from complaints divided by the total number of registered or licensed services. Results are presented by service model. Data on the proportion of substantiated breaches arising from complaints against which action was taken are also reported.

A higher rate of complaints does not provide information on whether a jurisdiction has lower service safety and quality, or a more effective reporting and monitoring regime. All else being equal, a higher rate of breaches arising from complaints may suggest a lower quality service.

Complaints data need to be interpreted with care, because:

- clients who are well informed may be more likely to make a complaint than are clients without access to this information. Some jurisdictions give priority to developing client groups who are well informed, as part of improving their service delivery
- the number of approved care providers or parent users per service differs in each service across states and territories
- complaints management systems vary across jurisdictions.

Breaches of legislation, regulations or conditions vary in circumstance and severity. Some breaches can have serious implications for the quality of care provided to children (such as requirements to undertake criminal record checks for staff and requirements to install smoke detectors). Other breaches do not necessarily directly affect the quality of care (such as requirements to display licensing information). Similarly, action taken by regulatory authorities in response to a breach can range from a requirement to comply within a specified time frame through to licensing action or prosecution.

Victoria, WA, Tasmania, the ACT and the NT provided data on the number of substantiated breaches arising from complaints and allegations of regulation breaches made to the State and Territory government regulatory bodies in 2006-07 (tables 3A.46, 3A.62, 3A.78, 3A.86 and 3A.94).

### *Efficiency*

Differences in reported efficiency results across jurisdictions may reflect differences in counting and reporting rules for financial data and in reported expenditure, which

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are partly due to different treatments of various expenditure items. Information on the comparability of the expenditure is shown in table 3A.6.

*Inputs per output unit — total government expenditure (dollars per child)*

Total government expenditure (Australian Government and State and Territory government) on children's services per child aged 0–12 years in Australia is a proxy indicator of efficiency (box 3.16).

**Box 3.16 Total government expenditure**

'Total government expenditure' per child is an indicator of governments' objective to maximise the availability and quality of services through the efficient use of taxpayer resources.

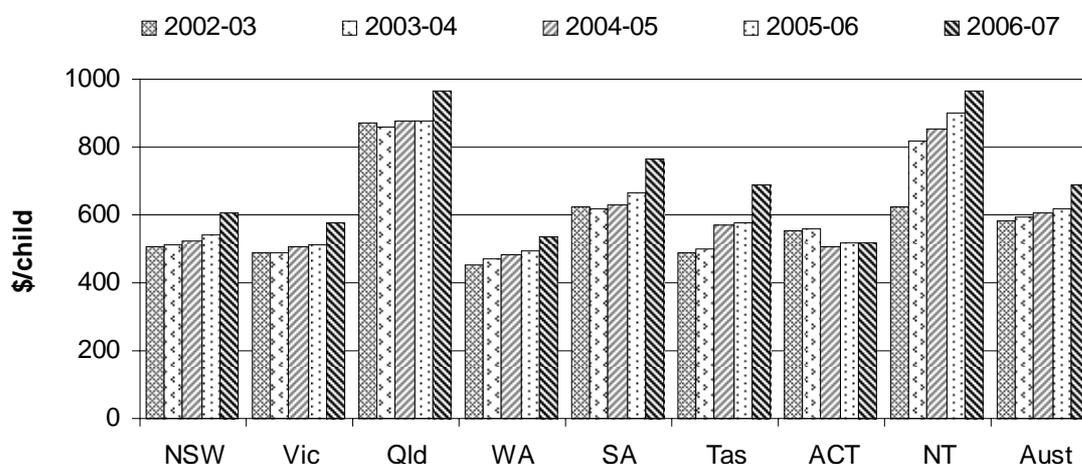
This indicator is defined as Australian Government expenditure and State and Territory government expenditure on children's services per child aged 0–12 years in Australia. All Australian Government expenditure reported for this indicator is provided for child care services, whereas State and Territory government expenditure covers both child care and preschool services.

Expenditure data per child is reported separately for the Australian Government and State and Territory government, as well as a combined expenditure figure per child.

All efficiency data need to be interpreted with care. Changes in expenditure per child could represent changes in government funding policy. While high or increasing unit costs may reflect deteriorating efficiency, they may also reflect increases in the quality or quantity of service provided. Similarly, low or declining expenditure per child may reflect improving efficiency or lower quality or quantity. Provided the level and quality of, and access to, services remains unchanged, lower expenditure per child can indicate greater efficiency of government expenditure.

After adjusting for inflation to calculate the 'real' value of expenditure in previous years, Australian Government expenditure on children's services per child at a national level increased by 18.4 per cent between 2002-03 and 2006-07 (figure 3.18).

**Figure 3.18 Australian Government real expenditure on children’s services per child aged 0–12 (2006-07 dollars)<sup>a, b, c</sup>**



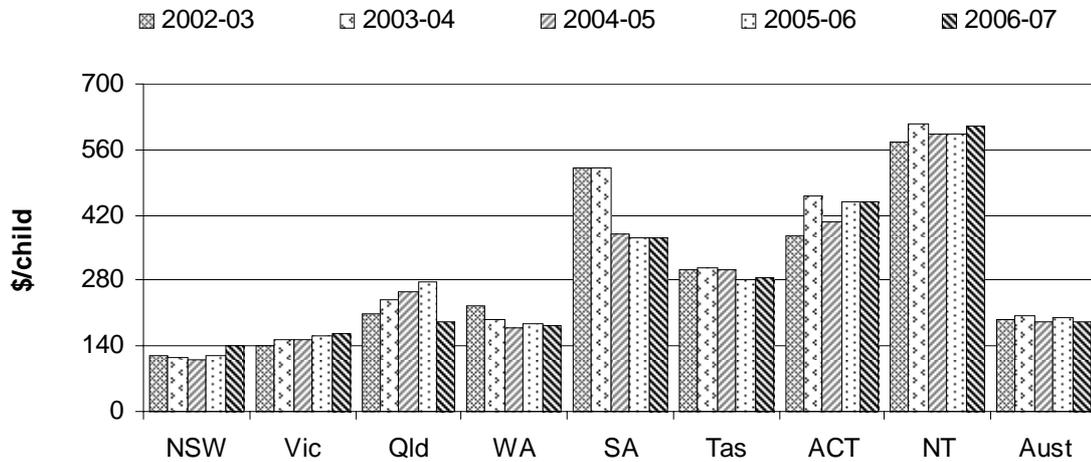
<sup>a</sup> Includes administration expenditure, other expenditure on service provision, financial support to families and net capital expenditure on child care services. <sup>b</sup> The Australian total includes a component of expenditure that cannot be disaggregated by State and Territory. <sup>c</sup> Expenditure for 2006-07 includes Child Care Tax Rebate (CCTR) paid to 28 October 2007. Previously, CCTR was paid as a rebate through the tax system.

Source: FaCSIA (unpublished); ABS *Population Projections, Australia 2004 to 2101* (data cube); table 3A.22.

Data were sought from all State and Territory governments on their expenditure by service model. Incomplete data, differing collection methods and changes to policies, make it difficult to compare expenditure across jurisdictions and over time. Unit cost data for children’s services do not yet contain an estimate of user cost of capital.

After adjusting for inflation to calculate the ‘real’ value of expenditure in previous years, State and Territory government expenditure on children’s services at a national level has remained relatively steady at around \$195 per child between 2002-03 and 2006-07. The apparent drop in Queensland expenditure per child between 2005-06 and 2006-07 is due to only six months’ worth of expenditure data on State preschools being included in this year’s Report. This is due to the cessation of State preschools in December 2006 and the introduction of the Preparatory Year in schools from January 2007 (figure 3.19).

Figure 3.19 State and Territory government real expenditure on children's services per child aged 0–12 (2006-07 dollars)<sup>a, b, c</sup>

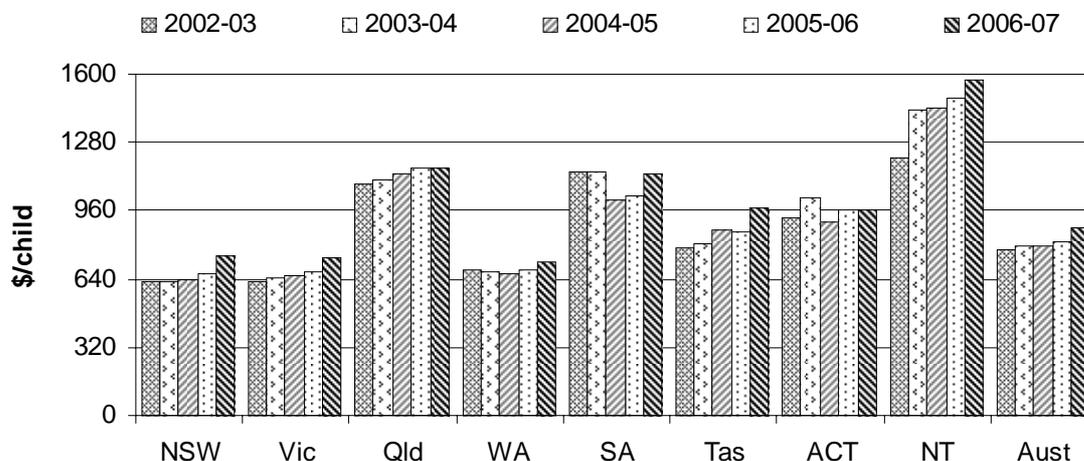


<sup>a</sup> Includes administration expenditure, other expenditure on service provision, financial support to families, and net capital expenditure on child care and preschool services. <sup>b</sup> The apparent drop in Queensland expenditure per child between 2005-06 and 2006-07 is due to only six months' worth of expenditure data on State preschools being included in this year's Report. <sup>c</sup> The decrease in SA expenditure per child aged 0–12 years from 2004-05 is due to the exclusion of all Australian Government contributions, which SA currently administers, from the total State/Territory real expenditure on children's services.

Source: State and Territory governments (unpublished); ABS *Population Projections, Australia 2004 to 2101* (data cube); table 3A.23.

Figure 3.20 shows the combined expenditure from both the Australian Government and the State and Territory governments per child aged 0–12 years over the period 2002-03 to 2006-07.

**Figure 3.20 Total government real expenditure on children’s services per child aged 0–12 (2006-07 dollars)<sup>a, b</sup>**



<sup>a</sup> Includes administration expenditure, other expenditure on service provision, financial support to families, and net capital expenditure on child care and preschool services from both Australian Government (for child care services only) and State and Territory governments (for child care services and preschool services).

<sup>b</sup> See notes to figures 3.18 and 3.19 for further detail on the Australian Government’s and State and Territory governments’ expenditure data.

Source: FaCSIA (unpublished); State and Territory governments (unpublished); *Population Projections, Australia 2004 to 2101* (data cube); tables 3A.22, 3A.23.

## Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

### Family needs

‘Family needs’ is an indicator of the outcomes of children’s services (box 3.17).

#### Box 3.17 Family needs

‘Family needs’ in children’s services is an indicator of governments’ objective for children’s services to provide support for families in caring for their children, to allow the needs of the family to be met. One such need is to participate in the labour force without child care being a barrier to this participation.

Development is underway to investigate indicators and associated measures for ‘family needs’.

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### *Demand for (additional) child care*

'Demand for additional child care services' is an indicator of the success of children's services in meeting the needs of the community (box 3.18).

#### **Box 3.18 Demand for (additional) child care**

'Demand for (additional) child care' is an indicator of governments' objective to ensure children's services meet the requirements of all Australian families. Expressed need for child care indicates the extent to which children's services are not meeting demand by families.

The current indicator is defined as the proportion of children aged under 12 years for whom additional services were required in the four weeks before the survey interview.

A lower proportion of children for whom additional services were required indicates demand by families is being met to a greater extent. This indicator has some limitations as a measure of unmet demand. The focus on the four-week period before the survey interview excludes families who may desire additional childcare on a more permanent, or ongoing, basis.

Data for this indicator were obtained from the ABS 2005 *Child Care Survey*. Box 3.19 includes further information about the 2005 survey.

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**Box 3.19 ABS Child Care Survey**

The ABS Child Care Survey is conducted every three years throughout Australia, as a supplement to the Labour Force Survey. The latest survey was conducted in June 2005.

Information was collected in relation to children aged 0–12 years living in a sample of private dwellings (in previous surveys, the age group covered was children aged 0–11 years). In each selected household, detailed information about each child's child care was collected for a maximum of two children. Data were collected for approximately 10 200 children in total.

The survey included information about whether parents' needs for child care were met. Those families not already using child care or preschool services were asked whether there was any time in the previous four weeks when they wanted to use any child care or preschool services for their child but did not. Those families already using child care or preschool services were asked a similar question to determine whether they had wanted to use any more services in the previous four weeks.

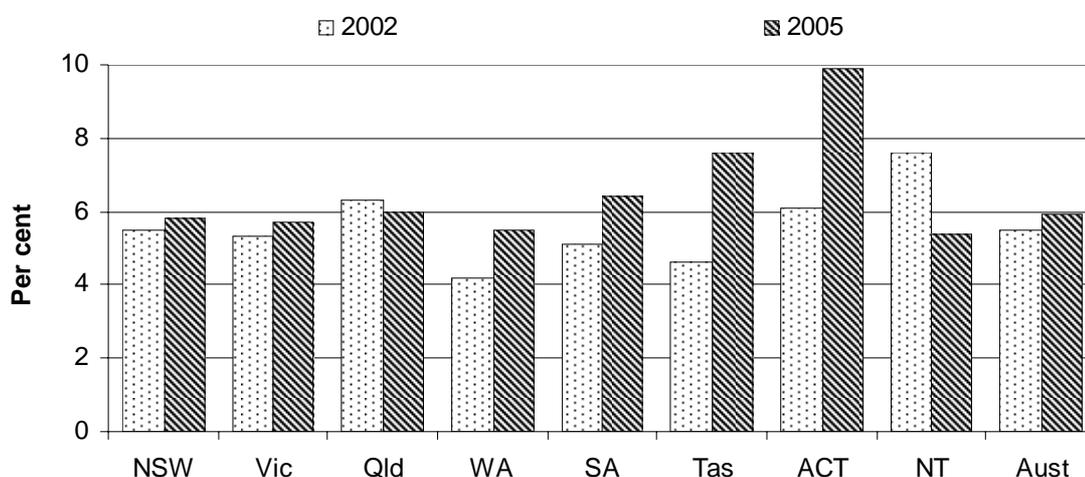
Estimates from the surveys are subject to sampling variability. They may differ from estimates that would have been produced by a census. Estimates for the smaller jurisdictions are based on small sample sizes and, consequently, are subject to high sampling error. Data for Tasmania, the ACT and the NT, in particular, need to be interpreted with caution.

Aggregated survey data also need to be interpreted with care generally, because over and undersupply of child care places can be specific to particular areas, including small and remote communities. Further, the data will not reflect changes in population in some areas since June 2005.

The ABS is redeveloping the Child Care Survey topic to include a new topic on Early Years Learning. These topics will be integrated into the 2008 Childhood Education and Care Survey.

Nationally, no additional child care or preschool services were required in the previous four weeks for the majority (94.1 per cent) of children aged under 12 years in 2005. This figure has remained relatively steady since 2002, when 94.5 per cent did not require additional services in the previous four weeks (figure 3.21). In 2005, additional child care services were required for approximately 184 500 children aged under 12 years. A further 4100 children aged under 12 years required additional preschool services in the previous four weeks (table 3A.25).

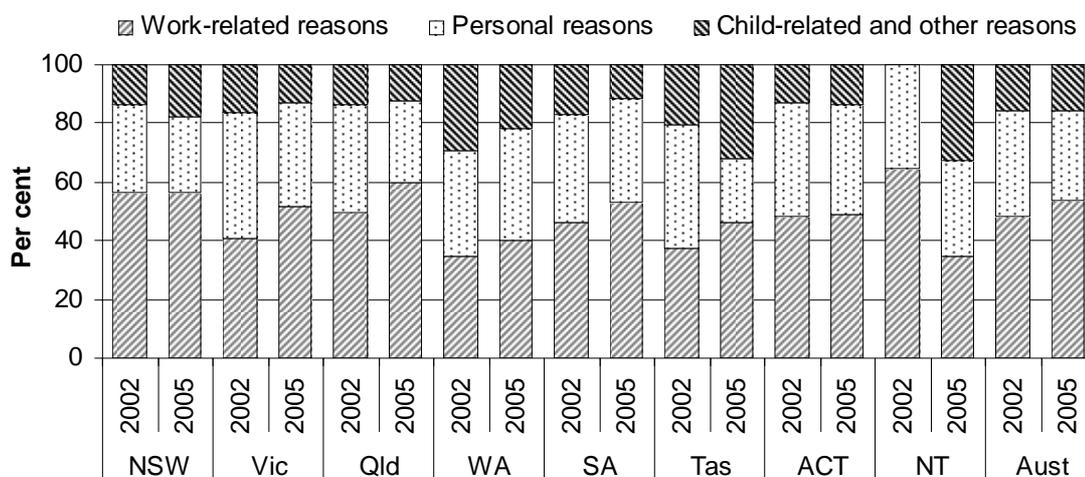
**Figure 3.21 Proportion of children aged under 12 years for whom additional formal child care was required, 2002, 2005<sup>a</sup>**



<sup>a</sup> Estimates for the smaller jurisdictions are based on small sample sizes and, consequently, are subject to high sampling error. Data for Tasmania, the ACT and the NT, in particular, need to be interpreted with caution. Source: ABS (2002, 2005) Child Care Survey (unpublished); table 3A.24.

Nationally, work-related reasons were most commonly cited for needing additional formal care in 2005 (53.7 per cent of children aged 0–11 years in 2005 compared with 48.4 per cent in 2002). Personal reasons for needing additional formal care were reported for 30.5 per cent of children aged 0–11 years in 2005, compared with 35.8 per cent in 2002. The category ‘child-related and other reasons’ was steady, reported for 15.8 per cent of children in both 2002 and 2005 (figure 3.22).

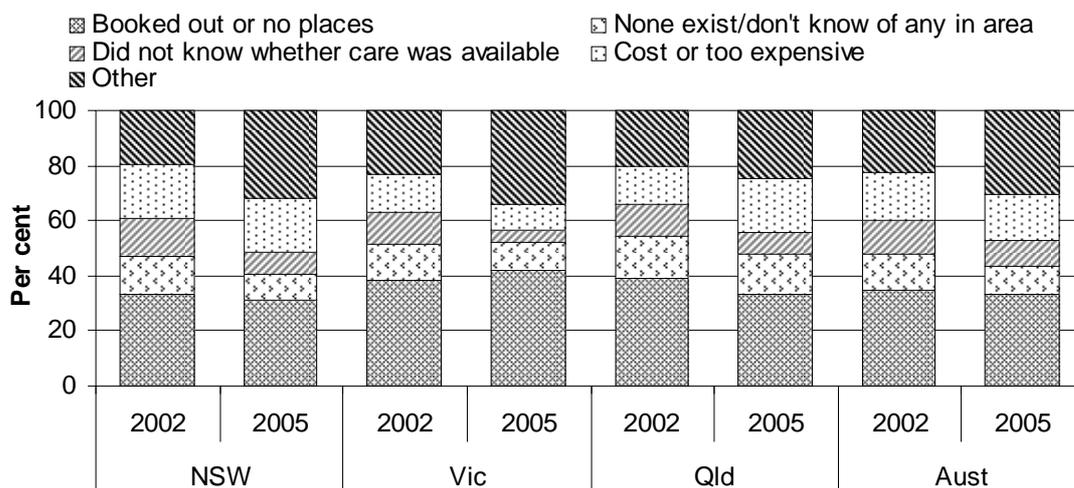
**Figure 3.22 Children aged under 12 years who required additional child care services by main reason required, 2002, 2005<sup>a</sup>**



<sup>a</sup> Estimates are based on small sample sizes and, consequently, are subject to high sampling error. Data for Tasmania, the ACT and the NT, in particular, need to be interpreted with caution. Source: ABS (2002, 2005) Child Care Survey (unpublished); table 3A.25.

Parents who required additional child care services in the past 4 weeks, but were unable to access extra services, were asked about the barriers to access. The most commonly cited reason for not using the additional services required in the previous four weeks was a lack of available places ('booked out or no places') (table 3A.26). In 2005, this reason was reported for 33.6 per cent of children aged 0–11 years, a similar proportion to 2002 (34.8 per cent). 'No services exist/don't know of any in area' was reported for 9.9 per cent of children, compared with 12.9 per cent in 2002. 'Did not know whether care was available' was reported for 9.4 per cent of children in 2005, compared with 12.4 per cent in 2002. The cost of services was given as the reason for not using the additional services required in the previous four weeks for 16.4 per cent of cases in 2005, similar to 17.3 per cent in 2002 (figure 3.23).

**Figure 3.23 Children aged under 12 years by main reason additional child care services not used, 2002, 2005<sup>a, b</sup>**



<sup>a</sup> Due to the high sampling error for some categories, data for WA, SA, Tasmania, the ACT and the NT were suppressed. They are included in the Australian total. <sup>b</sup> 'Other' includes 'other service related' reasons, 'child-related' reasons and 'other' reasons why additional services were not used.

Source: ABS (2002, 2005) *Child Care Survey* (unpublished); table 3A.26.

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### *Out-of-pocket costs*

'Out-of-pocket costs' of child care is an indicator of the affordability and accessibility of child care services (box 3.20).

#### **Box 3.20 Out-of-pocket costs**

'Out-of-pocket costs' is an indicator of governments' objective that all Australian families have equitable access to children's services regardless of their financial circumstances.

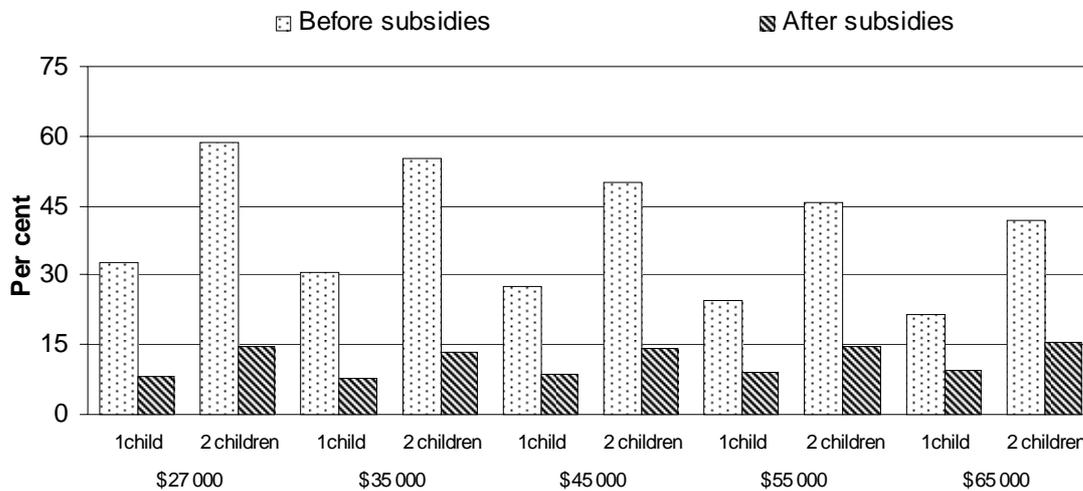
The indicator is defined as the proportion of weekly disposable income that representative families spend on child care services before and after the payment of child care subsidies. Data are estimated for families with a 60:40 income split and gross annual income of \$27 000, \$35 000, \$45 000, \$55 000 and \$65 000. Families are assumed to have either one or two children who attend full time care (equal to 50 hours per child per week) in centre-based long day care and family day care.

Lower out-of-pocket costs for child care as a proportion of weekly disposable income (after child care subsidies) represents more affordable child care. Similar percentages across income groups suggest a more equitable outcome.

Care needs to be exercised when interpreting results, because a variety of factors may influence child care fees.

Out-of-pocket costs as a proportion of weekly family income in 2006 were much more similar across income bands after subsidies were taken into account (figure 3.24).

**Figure 3.24 Out-of-pocket costs of child care for families with children in full time centre-based long day care, as a proportion of weekly disposable income, by gross annual family income, 2006<sup>a, b, c</sup>**

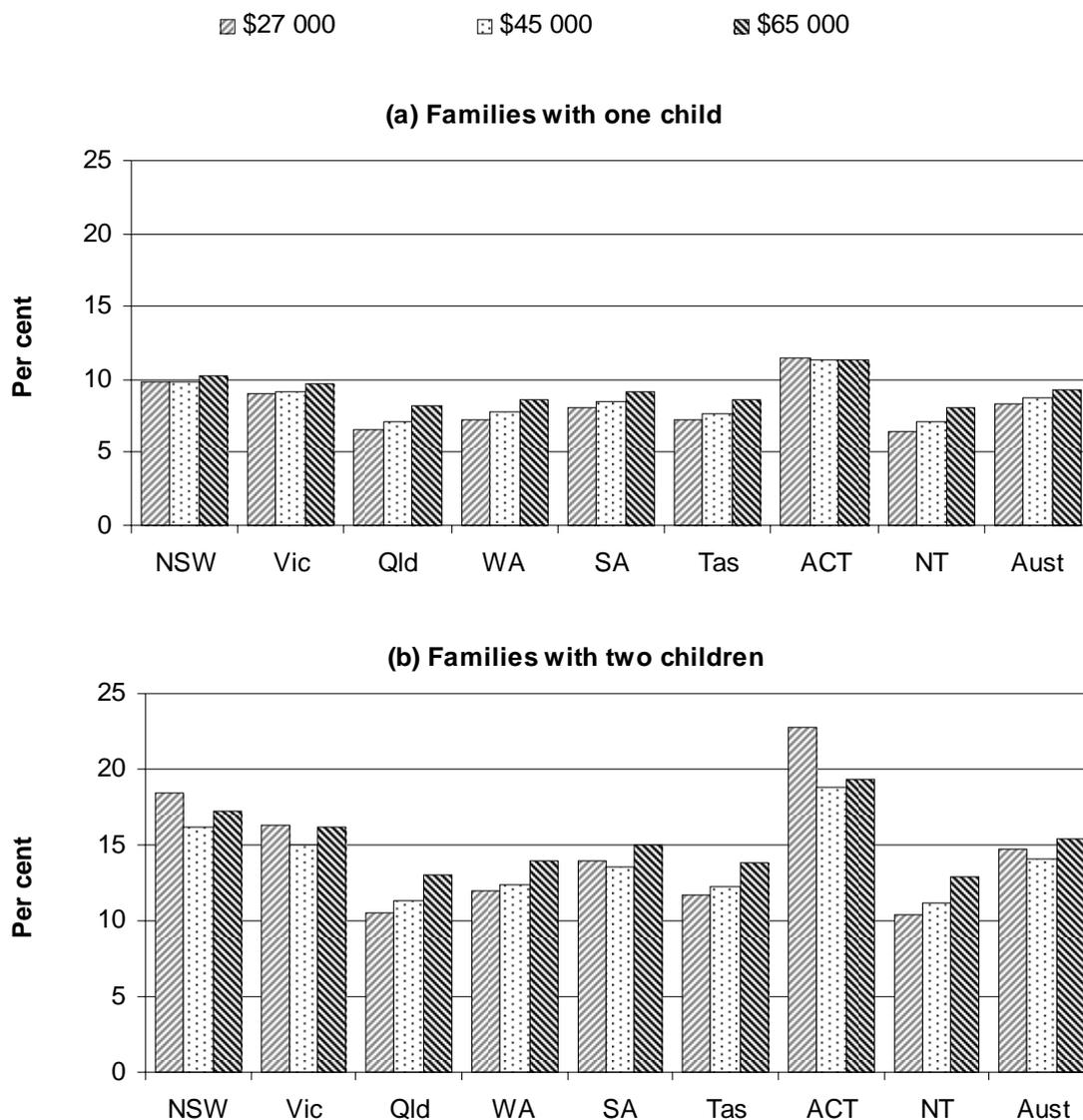


<sup>a</sup> Disposable income calculations are based on 20 March 2006 social security rates, taxation parameters and non-child care benefits, rebates and Medicare. Calculations are modelled on dual income couple families (60:40 income split) with one or two dependent children aged under 5 years. <sup>b</sup> Out-of-pocket cost calculations are based on 2006 average fees. <sup>c</sup> Data are based on estimated and weighted fee data from the AGCCCS. Figures published in the 2008 Report are based on final data from the 2006 AGCCCS and differ from the preliminary numbers published in the 2007 Report.

Source: AGCCCS 2006 (unpublished); table 3A.18.

Figure 3.25 shows out of pocket costs (after subsidies) in 2006 for centre-based long day care for families with one child and with two children in care across jurisdictions. Out-of-pocket costs (after subsidies) for family day care in 2006 are shown in figure 3.26.

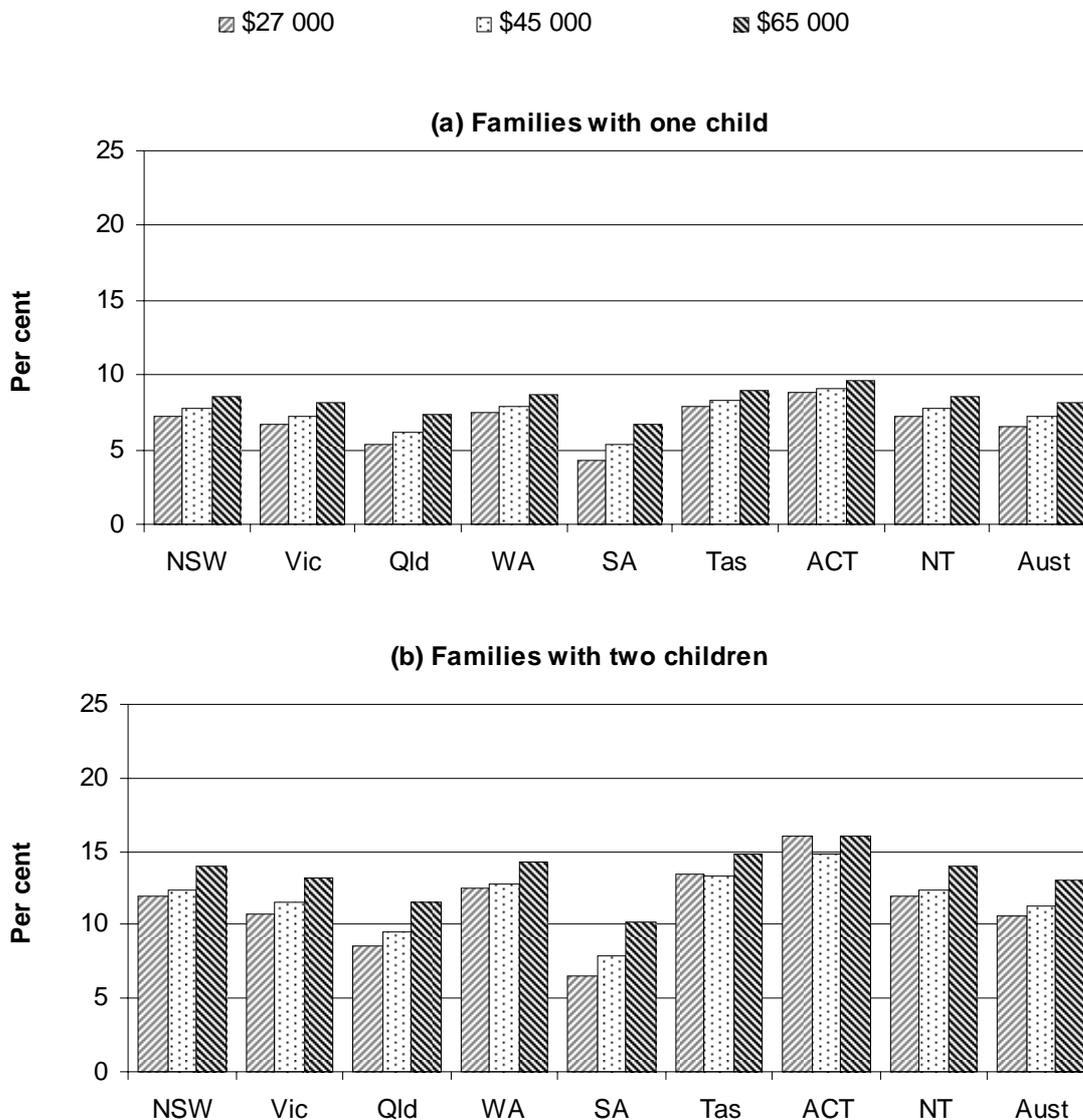
Figure 3.25 **Out-of-pocket costs for centre-based long day care (after subsidies), as a proportion of weekly disposable income, by gross annual family income, 2006<sup>a, b, c, d, e</sup>**



<sup>a</sup> Disposable income calculations are based on 20 March 2006 social security rates, taxation parameters and non-child care benefits, rebates and Medicare. Calculations are modelled on dual income couple families (60:40 income split) with one or two dependent children aged under 5 years. <sup>b</sup> Disposable income figures do not include CCB nor have child care out-of-pocket costs been deducted. <sup>c</sup> Average weekly amount paid assumes fulltime (50 hours per week) child care used by each child. <sup>d</sup> Care needs to be exercised when interpreting results because a variety of factors may influence fees and the level may not be fully comparable across jurisdictions. <sup>e</sup> Data are based on estimated and weighted fee data from the AGCCCS. Figures published in the 2008 Report are based on final data from the 2006 AGCCCS and differ from the preliminary numbers published in the 2007 Report.

Source: AGCCCS 2006 (unpublished); table 3A.18.

**Figure 3.26 Out-of-pocket costs for family day care (after subsidies), as a proportion of weekly disposable income, by gross annual family income, 2006<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> Disposable income calculations are based on 20 March 2006 social security rates, taxation parameters and non-child care benefits, rebates and Medicare. Calculations are modelled on dual income couple families (60:40 income split) with one or two dependent children aged under 5 years. <sup>b</sup> Disposable income figures do not include CCB nor have child care out-of-pocket costs been deducted. <sup>c</sup> Average weekly amount paid assumes fulltime (50 hours per week) child care used by each child. <sup>d</sup> Care needs to be exercised when interpreting results because a variety of factors may influence fees and the level may not be fully comparable across jurisdictions. <sup>e</sup> Excludes in-home care. <sup>f</sup> Data are based on estimated and weighted fee data from the AGCCCS. Figures published in the 2008 Report are based on final data from the 2006 AGCCCS and differ from the preliminary numbers published in the 2007 Report.

Source: AGCCCS 2006 (unpublished); table 3A.19.

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### *Children's needs*

'Children's needs' is an indicator of children's services meeting children's needs (box 3.21).

#### **Box 3.21 Children's needs**

'Children's needs' in children's services is an indicator of governments' objective to provide children's services that meet the care, education and development needs of children, in a safe and nurturing environment.

Development work is focused on outcomes measures for children's needs in the areas of:

- learning and development
- health and safety
- social and emotional wellbeing.

This indicator has been identified for development and reporting in future. As the measures for this indicator are still under development, data were not available for the 2008 Report.

Development is underway to investigate a broad set of measures for 'children's needs' using data from the Longitudinal Study of Australian Children (box 3.22) and/or the Australian Early Development Index (box 3.23).

#### **Box 3.22 Longitudinal Study of Australian Children**

The Longitudinal Study of Australian Children (LSAC) is a longitudinal study on a discrete cohort of children, that aims to examine the impact of Australia's unique social, economic and cultural environment on children growing up in Australia today (Australian Institute of Family Studies (AIFS) 2005a).

The LSAC was initiated and is funded by FaCSIA, with the AIFS having responsibility for the design and management of the study.

The sampling unit for the LSAC is the child. During 2004, the study recruited a sample of 5107 infants (children aged 0-1 year at time of testing — referred to as cohort B) and 4983 children (children aged 4-5 years at time of testing — referred to as cohort K).

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**Box 3.22 (Continued)**

Wave 1 of the Study has been completed and data released. Data collection for wave 2 was completed in early 2007 (90 per cent of wave 1 families were interviewed at wave 2) and the wave 2 data file released in August 2007. Wave 3 is under development. There has also been some between-waves contact (wave 1.5 and wave 2.5).

*LSAC and outcomes for children*

The LSAC Outcome Index, attached to each infant and child in the Study, is a composite measure that indicates how children are developing across Physical, Social/Emotional and Learning domains of competence.

The Outcome Index provides a means of summarising the development of children across multiple domains, and wherever possible incorporates both positive and negative outcomes (see AIFS 2005b for more details).

The LSAC Outcome Index is currently being investigated as a possible measure of the developmental outcomes of infants/children in child care/preschool, compared to those infants/children who are not in child care/preschool.

**Box 3.23 Australian Early Development Index (AEDI)**

The Australian Early Development Index: Building Better Communities for Children project will enable communities to understand how their children are developing at the time they reach school age. The AEDI is based on the Canadian Early Development Instrument and is a measure of young children's development from a teacher-completed checklist. The AEDI measures five developmental domains:

- language and cognitive skills
- emotional maturity
- physical health and wellbeing
- social competence
- communication skills and general knowledge.

The purpose of the AEDI project is to measure the health and development of populations of children, to help communities assess how well they are doing in supporting young children and their families. Previously, there has been no method to monitor early child development at a community level, or to understand how local circumstances might be changed to improve children's life chances. Over the three years of the project, up to 60 communities will implement the AEDI.

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**Box 3.23 (Continued)**

Supporting children in the years before school greatly increases their chances of a successful transition to school and better learning outcomes whilst at school. The AEDI provides community members and families with the opportunity to understand the health and development of local children, and facilitates increased collaboration between schools, early childhood services, and local agencies supporting children and families.

By using the AEDI to map children's development, it is possible to begin to identify and understand the influence of socioeconomic and community factors on children's development. The AEDI can also be used to monitor changes over time.

Source: <http://www.rch.org.au/australianedi/index.cfm>

*Cost-effectiveness*

'Cost-effectiveness' is an indicator of children's services being provided in an effective and efficient manner (box 3.24).

**Box 3.24 Cost effectiveness**

'Cost effectiveness' in children's services is an indicator of governments' objective to provide children's services in an effective and efficient manner.

This indicator has been identified for development and reporting in future. Data were not available for the 2008 Report.

## **3.4 Future directions in performance reporting**

The Steering Committee is committed to improving the comparability, completeness and overall quality of reported data for all indicators included within the performance indicator framework.

### **Improving reporting of existing indicators**

Changes in the children's services industry have required jurisdictions to revise collection methods, and these revisions have reduced the comparability of data across years and across jurisdictions. Further work is planned to improve the consistency and comparability of performance information across jurisdictions. It will take some time before these improvements are reflected in the chapter.

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## Future indicator development

The Review will continue to improve the appropriateness and completeness of the performance indicator framework. Future work on indicators will focus on:

- reporting an access indicator for Indigenous preschool attendance
- completing the quality indicators for licensing of services
- developing a quality indicator for health and safety in preschool services
- developing indicators to measure the extent to which children's services meet family needs
- developing indicators to measure the extent to which children's services meet children's needs
- developing indicators to measure cost effectiveness of services.

The Council of Australian Governments' (COAG) National Reform Agenda Human Capital Stream includes indicative outcomes about early childhood development. The Steering Committee will monitor the implementation of the National Reform Agenda, including any data developments that are relevant to children's services.

## Improving the completeness and comparability of data

### *Potential new sources of data*

Several new sources of data may be able to be used in future Reports:

- A National Minimum Data Set (NMDS) for children's services has been developed, which provides a framework for collecting a set of nationally comparable data for child care and preschool services. The NMDS was developed by the AIHW, under the guidance of the Children's Services Data Working Group (CSDWG). The CSDWG was a working group established by the National Community Services Information Management Group, a subgroup of the CDSMAC. The AIHW has published the final report on the development of the NMDS. CDSMAC has funded a feasibility study into implementation of this set of data elements and this project is currently underway.
- The ABS 2008 Childhood Education and Care Survey will integrate the current ABS Child Care Survey with a new topic on Early Years Learning (EYL). The EYL will seek to provide large-scale data on children's learning activities and environments in their early years. The ABS has developed and tested the survey content in 2007, which is due to be finalised in early 2008.

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- The Longitudinal Study of Australian children (LSAC) is a longitudinal study that aims to examine the impact of Australia's unique social, economic and cultural environment on children growing up in Australia today (see box 3.22 for more information).
  - The Australian Early Development Index (AEDI) measures young children's development from a teacher-completed checklist (see box 3.23 for more information).
  - The National Preschool Census 2007 includes a question on attendance, which may be used to report on the 'Indigenous preschool attendance' indicator in the 2009 Report.
  - Progressively from January 2008, all Australian Government approved child care services will be required to report all child care usage and vacancy information through the Child Care Management System (CCMS).

### **3.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status).

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### Australian Government comments

“ The National Agenda for Early Childhood was endorsed by the Australian Government in December 2005 and provides a framework for early childhood policy and program development. The Australian Government is progressing its commitment to the National Agenda in a number of ways, but most significantly via the Stronger Families and Communities Strategy. The Strategy is guided by the latest research and the consultation feedback from the National Agenda.

In the 2007-08 Budget, the Australian Government announced significant investments in child care in Australia through measures totalling \$2.1 billion, including:

- increasing the rate of Child Care Benefit (CCB) by 10 per cent on top of the normal CPI increase from 1 July 2007
- \$1.4 billion over 5 years to bring forward payment of the 30 per cent Child Care Tax Rebate (CCTR). CCTR can now be provided to parents as a direct payment soon after the financial year in which the costs of child care are incurred
- \$169.5 million to increase parents' access to quality child care with a focus on regional and remote Australia, including children's services for Indigenous families
- an extra \$43.8 million to provide further financial support to child care services operating in areas of need, particularly rural and remote communities. This will help ensure quality child care is available where services may otherwise not be financially viable
- an additional \$71.3 million over five years for the Inclusion Support Subsidy (ISS) programme which will allow 3000 extra children with high support needs, particularly those with a disability, to be included in high quality child care each year
- \$10.7 million to integrate the three current child care Quality Assurance systems for long day care, family day care and outside school hours care into one system. The new system will reduce overlap and simplify the quality assurance process across the sector.

The Australian Government announced \$23.5 million over four years to create twenty new Innovative Child Care Service Hubs in regional and remote communities with high Indigenous populations. Child Care Service Hubs provide child care, but also link with other local early childhood services to better bring together services, for the benefit of children and families.

Work has commenced on the Intergovernmental Agreement (IGA) on early childhood education and care, which was announced by the Council of Australian Governments (COAG) on 13 April 2007. The IGA will be a significant piece of work that will aim to reduce red tape and duplication in child care regulation across all tiers of government.

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### **New South Wales Government comments**

“ The central feature of the NSW Government’s Early Childhood Services Policy is its focus on the importance of the early years of life through a system of good quality children’s services that are responsive to the needs of children, regardless of their age or service type attended, and in the context of their families and the communities in which they live.

The approach adopted by the NSW Government takes a contemporary view of children’s services, and is based on strong evidence. It is founded on the principles of quality and responsiveness, and promotes an integrated system of child and family services catering for the needs of children from birth to five years.

The NSW regulatory framework recognises the integrated nature of early childhood education and care. All licensed early childhood services, including child care and preschools, are required by regulation to provide an education program tailored to each child’s intellectual, physical, social and emotional development and employ appropriately qualified teaching staff.

For this reason, the structure of the Children’s services chapter continues to pose difficulties in comparing the performance of NSW with that of other jurisdictions, and in accurately reporting NSW data. The chapter is based on distinguishing preschool from child care, which does not reflect the integrated delivery of early childhood education in NSW. NSW urges caution in any use or interpretation of this data in relation to the number of children that access a preschool program.

Preschools are an integral part of children’s services in NSW. The NSW Government’s \$85 million Preschool Investment and Reform Plan represents a new direction for community-based preschool services.

The Plan’s next phase focuses on growth and expansion of the sector. This will be achieved through the Government’s investment of a further \$29.8 million per annum from 2008-09, to expand the number of subsidised preschool places for another 10 500 children. This investment comes on top of the \$116.4 million that will be provided through the Children’s Services Program in 2007-08.

The Plan seeks to strengthen existing community-based services, provide extra places in high need localities and improve access for disadvantaged families and children. The financial investment is underpinned by a reform program designed to make the preschool sector more sustainable and ensure consistency of services across preschools in NSW.

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### Victorian Government comments

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The Victorian Government's commitment to ensuring that children get the best start in life has included the creation of a new super department which integrates children's services and education. The new Department of Education and Early Childhood Development is recognition that children's learning begins at day one and that there are critical stages in children's development where quality input and smooth transitions can have a significant impact on future outcomes.

There is evidence that children's development and educational outcomes significantly improve when there is a strong focus placed on experiences in early childhood. Consequently, funding this year builds on the significant investment of the previous years of this government and is targeted at assisting children to access kindergarten by keeping fees affordable and by increasing the kindergarten fee subsidy to low income families.

This year 240 kindergarten teachers successfully completed the new validation process and have moved to a higher classification, a further 398 have registered for assessment. This initiative supports the workforce, assists the retention and attraction of staff and improves the quality of kindergarten services for the future.

The management of Anaphylaxis has become a key issue across jurisdictions; Victoria is the first state to propose legislation for the management of Anaphylaxis in both children's services and schools. \$2.1 million has been provided to fund state-wide training for teachers and children's services workers. The training will reassure every parent who has a child at risk of Anaphylactic shock that staff at their child care centre, kindergarten or school will have the skills to handle any emergency.

An investment of \$8.53 million over three years has been allocated to progress the establishment of integrated children's services. The aim is to assist families by providing a one-stop-shop for services. This investment will establish children's centres in growth corridors and interface councils where the need for services to support families with young children is greatest.

As the need to balance work, life and family commitments increase, more children are spending longer periods of time in children's services. Therefore, a robust regulatory system is required to ensure minimum standards and quality is adhered to, thereby reassuring parents that their child's health, wellbeing and developmental needs are being met. Currently, the Children's Services Regulations in Victoria are being reviewed with the aim to improve the quality and safety of children's experience whilst being cared for and educated in the absence of their parents. An extensive consultation process, including the release of a Discussion Paper has been completed.

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### Queensland Government comments

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The Queensland government has committed \$206 million over five years from 2006 to implement a plan to address early childhood education and care reforms under the Council Of Australian Governments Human Capital National Reform Agenda. Queensland's reform package focuses on better integration of early childhood education and care, health and family support services; enhancing the accessibility and quality of services, particularly for children and families experiencing disadvantage as well as supporting parents to ensure children get the best start in life.

A priority for the Queensland government is an enhanced childcare regulation capacity to ensure the provision of safe and quality child care in an environment of high growth. An additional \$8 million recurrent over four years has been allocated for increased staffing to meet the growing demand for child care statutory services.

Queensland has a strong network of early childhood education and care services and is committed to implementing a range of initiatives to better integrate services. This includes the purchase and upgrade of six decommissioned off-site preschools, commencing in 2006-07 to establish community-based early childhood education and care centres at a total cost of \$14.3 million. In addition, a further \$5.7 million will be used to provide purpose built child care on state school sites. Funding of \$32 million over four years has been committed to establish four Early Years Centres, of this amount around \$13 million will be spent on capital works.

During 2007-08, the Queensland government will undertake a review of the *Child Care Act 2002* to ensure that contemporary legislation supports the delivery of quality and accessible child care services that are responsive to the diverse and changing needs of families and protects the best interests of children receiving child care.

From the beginning of 2007 Queensland children have been accessing a full time year of schooling, prior to Year 1, with the introduction of the Preparatory Year ('Prep'). Up to \$350 million has been invested by the Government in capital works in both State and non-State schools to ensure young Queenslanders are provided with an even better start to their schooling and to lay a solid foundation from which they can achieve more in their early years. Prep will build on the success of Queensland's part time preschool system which ceased in December 2006, expanding the notion of a play and inquiry-based curriculum and creating continuity across the early phase of learning, from Prep to Year 3.

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### Western Australian Government comments

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In 2007, the Department for Community Development drafted new legislation to amend the *Children and Community Services Act 2004* to enable the transfer of the child care licensing functions to the new Department for Communities.

New funding of \$5.2 million over five years was provided in the 2006-07 State budget for a further 13 full time equivalent positions to be employed in the Child Care Licensing and Standards Unit, to enable it to conduct annual visits to child care services.

The *Contaminated Sites Act 2003* commenced on 1 December 2006 and the Department with other State agencies worked to strengthen planning policy to prevent building of child care services on contaminated sites.

On 18 August 2006, amendments to the regulations were made so that all unlicensed crèche services must now have a sign informing parents that the service is not licensed, unintended consequences of previous amendments were corrected, licensing processes were simplified and provided greater flexibility for caring for small groups of children in centre-based care.

The Child Care Regulations Consultative Committee was established in October 2006 to review the regulations. The review is expected to be finalised in 2008.

The Department for Education and Training provides an 11 hour a week kindergarten program for children four years of age by 30 June in any given year. Twenty eight Aboriginal kindergartens providing culturally appropriate programs and 37 community kindergartens, managed by a voluntary parent/carer committee, are integral to kindergarten provision.

In 2007, a comprehensive enrolment campaign was conducted to ensure all parents/carers of eligible children were aware of the free kindergarten and full day pre-primary programs available in public schools.

Syllabus documents, including an Early Childhood Syllabus have been developed to support the implementation of Western Australian Curriculum Framework. Schools are able to access the Kindergarten and Pre-primary Profile, a monitoring tool for children in the pre-compulsory years of education in the areas of social-emotional, physical, literacy, numeracy, creativity and knowledge and understanding of the world.

The Home-School Links initiative supports school staff in building relationships with parents/carers and is available to schools through district education offices.

Learning Begins At Home: a resource book for parent/carers of young children, providing information on community resources, home-based activities and literacy and numeracy learning and development was distributed through schools and libraries. Raise-a-Reader, a resource to help parents support their children with reading at home was distributed to parents/carers of children in kindergarten to year 3.

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### **South Australian Government comments**

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The State Government, through the Department of Education and Children's Services, is committed to making it possible for every child and student in South Australia to reach the highest possible level of their learning and well being.

To achieve this, it provides a broad range of services for young children from birth through to senior years, with a key strategic focus on the Early Years.

Internationally renowned early childhood expert and 'Adelaide Thinker in Residence' Dr Fraser Mustard, who says investment in the early years of a child's life impacts on learning, behaviour and health in later life, has influenced our thinking on early childhood. As a consequence, new whole-of-government ministerial and administrative arrangements have been established to progress the early childhood reform agenda and to connect various strands of this reform in education, care, health, child protection and family support.

In addition, new early childhood targets have been added to South Australia's Strategic Plan to help give children the best start in life. These targets include plans to reduce the proportion of low birthweight babies; to improve South Australia's performance on the Australian Early Development Index; and to increase the number of children reading at an age appropriate level by the end of Year 1.

With these targets in mind, the Government over the next four years is investing \$28.8 million on its program to create 20 new integrated Children's Centres for Early Childhood Development and Parenting across metropolitan and regional South Australia. These centres provide preschool, family support, health, child care and a smooth transition into the first years of school.

The South Australian Government has committed \$35 million to an Early Years Literacy Program to build on research that shows early literacy support is most effective in developing these essential skills in children. This four year program will see \$10 million invested in schools and preschools in 2006 and 2007.

The State Government has a strong focus on addressing the inequalities faced by Aboriginal and Torres Strait Islander children through targeted literacy support in early years and access to preschool from the age of three years.

The focus on preschool education is proving popular with parents with up to 93 per cent of the State's children aged four years and above enrolled in government funded preschools.

Supporting literacy development by reading with young children is the \$1 Million Book Initiative which has provided more than 80 000 books to 729 child care centres and preschools located across South Australia.

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### Tasmanian Government comments

“ The Tasmanian Government is continuing to move toward a whole-of-government approach to the early years with the vision that all children in Tasmania have the best possible start in life.

The whole-of-government early years strategic plan, *Early Years — A Shared Future: Framework for Action*, outlines the shared responsibility between communities, government and parents to improve outcomes for children and aims to develop integrated services, reduce gaps and overlaps and ensure better use of existing resources.

A major budget initiative of 2006-07 was *Launching into Learning*, a \$12.6 million commitment over four years to the provision of learning opportunities prior to kindergarten. The initiative recognises that providing support and intervention in the early years will more effectively influence a wider range of successful outcomes than interventions later in life and will also improve literacy and school readiness, particularly for children from less advantaged families. Currently, 78 per cent of the State's schools with an Educational Needs Index in excess of 70 are involved in the initiative. The *Launching into Learning* commitment is consistent with the priorities of the National Agenda for Early Childhood, the Council for Australian Governments National Reform Agenda and the State's Early Years Strategy.

The shortage of qualified staff continues to be the largest challenge for the Government and the child care sector in Tasmania. In addition to continuing its Scholarship, Mentorship and Approvals programs, the Department of Education, in conjunction with the Ministerial Child Care Advisory Council, is facilitating and developing new strategies to assist in addressing the crisis.

*Skills to Care* funding of \$140 000 over four years is available to support and train carers to take on child care management roles and aims to reduce the turnover of staff in the child care industry. Three different programs are being funded through this initiative in this first year.

Other available programs include: a University of Tasmania early years care and education degree that enables child care professionals to obtain a higher qualification and extend their knowledge, skills and understanding, the Workplace Coaches Network, and TAFE's Competency Evaluation Scale to improve the recognition process to enable a person, frequently with teaching or other similar qualification, to be assessed as to their capacity to demonstrate knowledge and experience consistent with a Diploma (Children's Services).

In addition, funding of \$50 000 over two years for *VET Children's Services Professional Partnerships* aims to support VET-in-schools child care teachers to gain industry experience and exposure to current best practice within the sector, encouraging closer integration between child care practitioners and senior secondary teachers.

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## Australian Capital Territory Government comments

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The ACT Government seeks to ensure the children of Canberra are encouraged and supported to reach their full potential. These goals are articulated through the ACT Children’s Plan, as a whole of government policy framework for children up to 12 years of age for the period 2004–2014. This plan guides decisions about policies, programs and services for children. The ACT Government governs the implementation of this plan through an Interdepartmental Committee, and through each government department.

The Office for Children, Youth and Family Support (OCYFS) within the ACT Department of Disability, Housing and Community Services works in partnership with the community to provide early intervention services, family and community support, and care and protection services to children and young people. OCYFS provides specific services to meet the needs of the people of Canberra including: child and family centres; youth justice services; family support; monitoring and licensing of children’s services; and care and protection services.

The Children’s Policy and Regulation Unit within OCYFS has responsibility for the monitoring and licensing of children’s services. During 2006-07, an audit and review was undertaken of the Unit’s functions and operations. Recommendations from this review have resulted in the establishment of the ACT Children’s Services Forum. This aims to bring together ACT children’s services stakeholders to inform issues impacting on the ACT licensed children’s services sector, including the training recruitment and retention of staff and the planning and supply of children’s services in the ACT.

The Department of Education and Training makes provision for preschool education for all children in the ACT. The ACT Government initiative to increase preschool hours from 10.5 to 12 hours per week has been very well received and resulted in an increase of 4.5 per cent in participation rates of preschool children.

The ACT Government announced two main early childhood initiatives in 2006:

- To further its commitment to early childhood education, the ACT Government will establish four new early childhood schools across Canberra. These regional centres will provide access to integrated services for children from birth to eight years and will include, in addition to preschool to year 2 classes, childcare, family support and other services that sustain children’s learning, health and wellbeing.
- From 2008, all ACT public preschools will be amalgamating with their local primary school to support the continuity of learning. All ACT public schools catering for primary aged students will offer up to two years of non-compulsory education.

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### Northern Territory Government comments

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The Territory has a small, diverse and young population that is spread over one sixth of the nation's land mass. A significant proportion of the Northern Territory's children aged 0–12 years are Indigenous (about 40 per cent). Most of these children live in small remote communities that are often hundreds of kilometres from towns and services. These characteristics of the Northern Territory have resulted in unique approaches to providing children's services.

Improving the health and wellbeing of children, supporting families and communities to care for and protect children, and promoting service integration quality and viability are key areas for attention in the Northern Territory.

Comparability of data across jurisdictions continues to be difficult. The data still consistently show lower participation levels of Indigenous children in child care services, but the data do not include participation in other children's service types that exist in the Northern Territory, such as innovative child care services, Jobs, Education and Training (JET) crèches, mobile services and playgroups. These service types are the preferred service models for many Indigenous communities. The Northern Territory Government's work with the Australian Government as part of the Northern Territory Emergency Response will see an increase in the number of these children's services in remote areas.

In August 2007, the Northern Territory Government released *Closing the Gap of Indigenous Disadvantage: A Generational Plan of Action*. Closing the Gap is the Northern Territory's Indigenous generational plan of action, aimed at closing the gap in outcomes between Indigenous and non-Indigenous Territorians. One of the priority areas under Closing the Gap for children's services is the recent assent of the *Care and Protection of Children Act*. This Act will increase the range of children's services that will be regulated as part of a number of measures to promote children's wellbeing and development. The legislation will also include measures to support child safe organisations and contemporary approaches to investigation and intervention in cases of child maltreatment.

Other priority for children's services under Closing the Gap include:

- the delivery of programs to support the development and learning of children age 0–5 years through a range of services including child care and early education services;
- providing six additional mobile preschools with 21 teachers and assistants.

The Northern Territory Government provides access to universal preschool education for four year old children, and for some three year olds. At five years of age, children commonly attend all-day universally available transition education. Trials of earlier age of entry to transition and preschool education are continuing across the Territory.

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## 3.6 Definitions of key terms

<b>Administration expenditure</b>	All expenditure by the departments responsible for the provision of licensing, advice, policy development, grants administration and training services. Responsible departments include those that administer policy for, fund and license/accredit child care and preschool services in each jurisdiction.
<b>Australian Government approved child care service</b>	A service approved by the Australian Government to receive Child Care Benefit (CCB) on behalf of families.
<b>Centre-based long day care</b>	Services aimed primarily at 0–5 year olds that are provided in a centre, usually by a mix of qualified and other staff. Educational, care and recreational programs are provided based on the developmental needs, interests and experience of each child. In some jurisdictions, primary school children may also receive care before and after school, and during school vacations. Centres typically operate for at least eight hours per day on normal working days, for a minimum of 48 weeks per year.
<b>Child care</b>	The meeting of a child’s care, education and developmental needs by a person other than the child’s parent or guardian. The main models of service are centre-based long day care, family day care, outside school hours care (vacation, before/after school hours and ‘pupil free days’ care), occasional care and other care.
<b>Children</b>	All resident male and female Australians aged 12 years or younger at 30 June of each year (unless otherwise stated).
<b>Children from low income families</b>	Families who are receiving the maximum rate of Child Care Benefit.
<b>Children from non-English speaking backgrounds</b>	Children living in situations where the main language spoken is not English.
<b>Children’s services</b>	All government funded and/or provided child care and preschool services (unless otherwise stated).
<b>Counting rules</b>	Prescribed standards, definitions and mathematical methods for determining descriptors and performance indicators for monitoring government services.
<b>Disability related care</b>	Care of children who have a developmental delay or disability (including an intellectual, sensory or physical impairment), or who have parent(s) with a disability.
<b>External cause (of injury)</b>	The environmental event, circumstance or condition that causes an injury.
<b>Family day care</b>	Services provided in the carer’s home. The care is largely aimed at 0–5 year olds, but primary school children may also receive care before and after school, and during school vacations. Central coordination units in all states and territories organise and support a network of carers, often with the help of local governments.
<b>Financial support to families</b>	Any form of fee relief paid by governments to the users of children’s services (for example, Child Care Benefit).
<b>Formal child care</b>	Organised care provided by a person other than the child’s parent or guardian, usually outside of the child’s home — for example, centre-based long day care, family day care, outside school hours care, vacation care and occasional care (excluding babysitting).

<b>Formal qualifications</b>	Early childhood-related teaching degree (three or four years), a child care certificate or associate diploma (two years) and/or other relevant qualifications (for example, a diploma or degree in child care [three years or more], primary teaching, other teaching, nursing [including mothercraft nursing], psychology and social work). Some jurisdictions do not recognise one year certificates.
<b>Full time equivalent staff numbers</b>	A measure of the total level of staff resources used. A full time staff member is employed full time and engaged solely in activities that fall within the scope of children's services covered in the chapter. The full time equivalent of part time staff is calculated on the basis of the proportion of time spent on activities within the scope of the data collection compared with that spent by a full time staff member solely occupied by the same activities.
<b>Government funded or/and provided</b>	All government financed services — that is, services that receive government contributions towards providing a specified service (including private services eligible for Child Care Benefit) and/or services for which the government has primary responsibility for delivery.
<b>Hospital separation</b>	An episode of care for a person admitted to a hospital. It can be a total hospital stay (from admission to discharge, transfer or death) or portions of hospital stays beginning or ending in a change of type of care (for example from acute to rehabilitation) that cease during a reference period.
<b>Indigenous children</b>	Children of Indigenous descent who identify as being Indigenous.
<b>Informal child care</b>	Child care arrangements provided privately (for example, by friends, relatives, nannies) for which no government assistance (other than the minimum rate of Child Care Benefit for Registered Care) is provided. Such care is unregulated in most states and territories.
<b>In-home care</b>	Care provided by an approved carer in the child's home. Families eligible for in-home care include those where the parent(s) or child has an illness/disability, those in regional or remote areas, those where the parents are working shift work or non-standard hours, those with multiple births (more than two) and/or more than two children under school age, and those with a breastfeeding mother working from home.
<b>In-service training</b>	Formal training only (that is, structured training sessions that may be conducted in-house or externally), including training in work or own time but not training towards qualifications included in obtaining formal qualifications. It includes: <ul style="list-style-type: none"> <li>• management or financial training</li> <li>• training for additional needs children (such as children with a disability, Aboriginal or Torres Strait Islander children and children from a culturally diverse background)</li> <li>• other child care-related training</li> <li>• other relevant courses (such as a first aid certificate).</li> </ul>
<b>Licensed services</b>	Those services that comply with the relevant State or Territory licensing regulations. These regulations cover matters such as the number of children whom the service can care for, safety requirements and the required qualifications of carers.

<b>Net capital expenditure</b>	Expenditure on the acquisition or enhancement of fixed assets, less trade-in values and/or receipts from the sale of replaced or otherwise disposed of items. Capital expenditure does not include expenditure on fixed assets which falls below threshold capitalisation levels, depreciation or costs associated maintaining, renting or leasing equipment.
<b>Non-standard hours of care</b>	Defined by service model as: <ul style="list-style-type: none"> <li>• centre-based long day care — providers of service for more than 10 hours per day on Monday to Friday and/or service on weekends</li> <li>• preschool — providers of service for more than six hours per day</li> <li>• family day care — providers of service for more than 50 hours per week and/or service overnight and/or on weekends</li> <li>• outside school hours care: <ul style="list-style-type: none"> <li>– vacation care(providers of service for more than 10 hours per day</li> <li>– before/after school care (providers of service for more than two hours before school and three hours after school)</li> </ul> </li> <li>• occasional care — providers of service for more than eight hours per day</li> <li>• other — providers of service for more than 10 hours per day.</li> </ul>
<b>Occasional care</b>	Services usually provided at a centre on an hourly or sessional basis for short periods or at irregular intervals for parents who need time to attend appointments, take care of personal matters, undertake casual and part time employment, study or have temporary respite from full time parenting. These services provide developmental activities for children and are aimed primarily at 0–5 year olds. Centres providing these services usually employ a mix of qualified and other staff.
<b>Other expenditure on service provision</b>	Includes all recurrent expenditure on government funded and/or provided child care and preschool services except administration and financial support to families. It includes one-off, non-capital payments to peak agencies that support child care and preschool service providers.
<b>Other services</b>	Government funded services to support children with additional needs or in particular situations (including children from an Indigenous or non-English speaking background, children with a disability or of parents with a disability, and children living in regional and remote areas).
<b>Other territories</b>	A separate category for data collections, which includes Jervis Bay Territory, the Territory of Christmas Island and the Territory of Cocos (Keeling) Islands.
<b>Outside school hours care</b>	Services provided for school aged children (5–12 year olds) outside school hours during term and vacations. Care may be provided on student free days and when school finishes early.
<b>Preschools</b>	Services usually provided by a qualified teacher on a sessional basis in dedicated preschools. Preschool programs or curricula may also be provided in long day care centres and other settings. These services are primarily aimed at children in the year before they commence full time schooling (that is, when children are 4 years old in all jurisdictions), although younger children may also attend in most jurisdictions.
<b>Primary contact staff</b>	Staff whose primary function is to provide care and/or preschool services to children.

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**Priority of access**

The Australian Government funds child care with a major purpose of meeting the child care needs of Australian families. However, the demand for child care sometimes exceeds supply in some locations. When this happens, it's important for services to allocate available places to those families with the greatest need for child care support. The Government has determined Guidelines for allocating places in these circumstances. These Guidelines apply to centre based long day care, in-home care, family day care and outside school hours care services. They set out the following three levels of priority, which child care services must follow when filling vacant places:

- priority 1: a child at risk of serious abuse or neglect
- priority 2: a child of a single parent who satisfies, or of parents who both satisfy, the work/training/study test under section 14 of the Family Assistance Act
- priority 3: any other child.

Within these main categories priority should also be given to the following children:

- children in Aboriginal and Torres Strait Islander families
- children in families which include a disabled person
- children in families on lower incomes
- children in families with a non-English speaking background
- children in socially isolated families
- children of single parents.

**Real expenditure**

Actual expenditure adjusted for changes in prices. Adjustments were made using the GDP price deflator and expressed in terms of final year prices.

**Recurrent expenditure**

Expenditure that does not result in the creation or acquisition of fixed assets (new or second hand). It consists mainly of expenditure on wages, salaries and supplements, purchases of goods and services, and the consumption of fixed capital (depreciation).

**Regional and remote areas**

Geographic location is based on the ABS's Australian Standard Geographical Classification of Remoteness Areas, which categorises areas as 'major cities', 'inner regional', 'outer regional', 'remote', 'very remote' and 'migratory'. The criteria for remoteness areas are based on the Accessibility/Remoteness Index of Australia, which measures the remoteness of a point based on the physical road distance to the nearest urban centre in each of five size classes (ABS 2001).

The 'regional' classification used in this chapter was derived by adding data for inner regional and outer regional areas. The 'remote' classification was derived by adding data for remote, very remote and migratory areas.

**Service model**

The categories for which data were collected, namely:

- centre-based long day care
- family day care
- outside school hours care
  - vacation care
  - before/after school care
- occasional care
- 'other' care
- preschool services.

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<b>Special needs group</b>	An identifiable group within the general population who may have special difficulty accessing services. Special needs groups for which data are reported in this chapter include: children from a non-English speaking background; Indigenous children; children from low income families (Australian Government child care only); children with a disability; and children from regional or remote areas.
<b>Standard hours of care</b>	<p>Defined by service model as:</p> <ul style="list-style-type: none"> <li>• centre-based long day care — less than or equal to 10 hours per day on Monday to Friday</li> <li>• preschool — less than or equal to six hours per day on Monday to Friday</li> <li>• family day care — less than or equal to 10 hours per day on Monday to Friday, where no hours are overnight hours</li> <li>• outside school hours care: <ul style="list-style-type: none"> <li>– vacation care — less than or equal to 10 hours per day on Monday to Friday</li> <li>– before/after school care — less than or equal to two hours before school and three hours after school</li> </ul> </li> <li>• occasional care — less than or equal to eight hours per day Monday to Friday</li> <li>• other care — less than or equal to 10 hours per day Monday to Friday.</li> </ul>
<b>Substantiated breach arising from a complaint</b>	An expression of concern about a child care or preschool service, made orally, in writing or in person to the regulatory authority, which constitutes a failure by the service to abide by the State or Territory legislation, regulations or conditions. This concern is investigated and subsequently considered to have substance by the regulatory body.
<b>Vacation care</b>	Care and developmental activities provided for school age children during school vacation periods.

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## 3.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 3A.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as \Publications\Reports\2008\ Attach3A.xls and in Adobe PDF format as \Publications\Reports\2008\Attach3A.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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**Table 3A.55** State Government real expenditure on child care and preschool services, Western Australia (2006-07 dollars) (\$'000)

**Table 3A.56** Characteristics of child care and preschool services not included in the Australian Government Census of Child Care Services, Western Australia

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### 3.8 References

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## 4 School education

This chapter focuses on performance information — equity, effectiveness and efficiency — for government funded school education in Australia. Reporting relates to government funding only, not to the full cost to the community of providing school education. Descriptive information and performance indicators are variously reported for:

- government primary and secondary schools
- non-government primary and secondary schools
- school education as a whole (government plus non-government primary and secondary schools).

Schooling aims to provide education for all young people. The main purposes of school education are to assist students in:

- attaining knowledge, skills and understanding in key learning areas
- developing their talents, capacities, self-confidence, self-esteem and respect for others
- developing their capacity to contribute to Australia's social, cultural and economic development.

This year, the chapter has been enhanced by including nationally comparable learning outcomes data for:

- 15 year old students achieving at or above level 3 on the international reading literacy assessment, 2006
- 15 year old students achieving at or above level 3 on the international mathematical literacy assessment, 2006
- students in vocational education and training in schools for 2005.

Data have also been provided for the first time for Indigenous learning outcomes by geolocation (at a national level only for 2005). These data provide important information on Indigenous students through further disaggregation of the national learning outcomes data.

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Section 4.1 contains a profile of school education in Australia, and provides the context for assessing performance indicators in the subsequent sections. Section 4.2 describes the framework of performance indicators for school education, and section 4.3 presents and discusses the available data relating to this framework. In section 4.4, future directions in the development and reporting of performance indicators for school education are discussed. The chapter concludes with jurisdictions' comments in section 4.5, definitions of key terms and indicators in section 4.6, a list of attachment tables in section 4.7 and a list of references in section 4.8. Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 4A.3 is table 3 in the attachment). Attachment tables are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)>.

## **4.1 Profile of school education**

### **Service overview**

Schools are the institutions within which organised school education takes place. They are differentiated by the type and level of education they provide, their ownership and management, and the characteristics of their student body. The formal statistical definition of schools used for this chapter is:

an establishment (other than a special school) that satisfies all of the following criteria:

- its major activity is the provision of full time day primary or secondary education or the provision of primary or secondary distance education
- it is headed by a principal (or equivalent) responsible for its internal operation
- it is possible for students to enrol for a minimum of four continuous weeks, excluding breaks for school vacations (ABS 2007).

Student performance can be affected by factors that may be partly or totally outside the influence of the school system, such as student commitment, family environment (including socioeconomic status, parents' educational attainment and support for the child) and the proximity of the school to other educational facilities. It is beyond the scope of this Report to consider the effect of all such factors, but this section provides some context for the performance information presented later in the chapter. Further contextual information is provided in appendix A.

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## **Roles and responsibilities**

Under constitutional arrangements, the State and Territory governments have responsibility to ensure the delivery of schooling to all children of school age. They determine curricula, regulate school activities and provide most of the funding. State and Territory governments are directly responsible for the administration of government schools, for which they provide the majority of government expenditure. Non-government schools operate under conditions determined by State and Territory government registration authorities and also receive State and Territory government funding.

The Australian Government provides supplementary funding for government and non-government schools through specific purpose payments provided directly to State and Territory governments, and other payments made directly to school communities, students, and other organisations to support schooling. The Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) — comprising Australian, State and Territory, and New Zealand education ministers — is the principal forum for developing national priorities and strategies for schooling.

## **Funding**

Australian, State and Territory government recurrent expenditure on school education was \$32.4 billion in 2005-06 (table 4.1). Expenditure on government schools was \$25.4 billion, or 78.4 per cent of the total. Government schools account for most of the expenditure by State and Territory governments. These governments also contribute to the funding of non-government schools and provide services used by both government and non-government schools. More information, including Australian Government spending on Indigenous specific programs, can be found in tables 4A.6 and 4A.7.

Nationally, State and Territory governments provided 91.1 per cent of total government recurrent expenditure on government schools in 2005-06, and the Australian Government provided 8.9 per cent. In contrast, government expenditure on non-government schools in that year was mainly provided by the Australian Government (72.1 per cent), with State and Territory governments providing 27.9 per cent (table 4.1).

**Table 4.1 Government recurrent expenditure on school education, 2005-06 (\$ million)<sup>a, b, c, d</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Government schools									
Australian Government	755	503	455	246	164	61	32	53	2 267
State and territory governments	7 603	5 066	4 566	2 634	1 737	636	433	430	23 104
<b>Total</b>	<b>8 358</b>	<b>5 569</b>	<b>5 021</b>	<b>2 879</b>	<b>1 900</b>	<b>696</b>	<b>464</b>	<b>483</b>	<b>25 371</b>
Non-government schools									
Australian Government	1620	1 303	968	501	391	104	99	53	5 039
State and territory governments	697	335	492	213	109	37	38	33	1 954
<b>Total</b>	<b>2 317</b>	<b>1 638</b>	<b>1 460</b>	<b>714</b>	<b>500</b>	<b>141</b>	<b>137</b>	<b>86</b>	<b>6 993</b>
All schools									
Australian Government	2 375	1 805	1 423	747	555	165	130	105	7 305
State and territory government	8 300	5 402	5 058	2 846	1 846	673	471	463	25 058
<b>Total</b>	<b>10 675</b>	<b>7 207</b>	<b>6 481</b>	<b>3 593</b>	<b>2 400</b>	<b>838</b>	<b>601</b>	<b>568</b>	<b>32 364</b>

<sup>a</sup> See notes to table 4A.9 for definitions and other data caveats. Data presented here are expenditure, including notional User Cost of Capital (UCC) and excluding capital grants (which equates to recurrent expenditure). <sup>b</sup> Based on accrual accounting. <sup>c</sup> Totals may not add due to rounding. <sup>d</sup> Depreciation and user cost of capital expenses relating to government schools have been attributed to States/Territories based on ownership of the underlying assets. A portion of these assets will have been acquired through Australian Government capital contributions, with states and territories responsible for maintenance costs. Australian Government expenditure data in this table include only Australian Government specific purpose payments. Other Australian Government funding for schools and students is not included.

Source: MCEETYA National Schools Statistics Collection (NSSC) (unpublished); Department of Education, Science and Training (DEST) (unpublished); Australian, State and Territory governments (unpublished); table 4A.9.

Some data are presented on government funding of non-government schools. Caution needs to be taken when comparing data on the relative efficiency of government and non-government schools because governments provide only part of the funding for non-government schools. Governments provided 57.7 per cent of non-government school funding in 2005-06, with the remaining 42.3 per cent sourced from private fees and fundraising (MCEETYA 2007b, statistical annex, p. 27). Section 4.3 contains additional information on government expenditure per student.

## Size and scope

Descriptive information on the numbers of students, staff and schools can be found in tables 4A.1–4A.4.

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## *Structure*

The structure of school education varies across states and territories. These differences can influence the interpretation of data presented under common classifications. Formal schooling consists of six to eight years of primary school education followed by five to six years of secondary school education, depending on the state or territory (figure 4.1). All states and territories divide school education into compulsory and non-compulsory components based primarily on age.

In 2006, the compulsory starting age for school education in states and territories was:

- 5 years of age (Tasmania)
- 6 years of age (NSW, Victoria, Queensland, SA, ACT and NT)
- the beginning of the year in which the child reaches the age of 6 years and 6 months (WA).

Students were required to stay at school until:

- reaching 15 years of age (NSW, Victoria, ACT and NT)
- reaching 16 years of age (SA and Tasmania)
- reaching 16 years of age or completing year 10 (Queensland)
- to the end of the year in which students turn 16 (WA).

## *Schools*

At the beginning of August 2006, there were 9612 schools in Australia (6559 primary schools, 1478 secondary schools and 1575 combined and special schools). The majority of schools were government owned and managed (71.8 per cent) (table 4.2). Settlement patterns (population dispersion), the age distribution of the population, and educational policy influence the distribution of schools by size and level in different jurisdictions. Nationally, 62.6 per cent of all secondary schools enrolled over 600 students (table 4A.16). A breakdown of primary and secondary schools by size for government, non-government and all schools is reported in tables 4A.14–16 respectively.

**Figure 4.1 Structure of primary and secondary schooling, 2006**

<i>Level</i>	<i>NSW, Vic, Tas, ACT</i>	<i>Qld, WA, SA, NT<sup>a</sup></i>
Year 12	SECONDARY	SECONDARY
Year 11		
Year 10		
Year 9		
Year 8		
Year 7	PRIMARY	PRIMARY
Year 6		
Year 5		
Year 4		
Year 3		
Year 2		
Year 1	Kindergarten (NSW, ACT) Preparatory (Vic, Tas)	Preparatory (Qld) <sup>b</sup> Pre-primary (WA) Reception (SA) <sup>c</sup> Transition (NT) <sup>d</sup>
Pre-year 1		

<sup>a</sup> In some places in the NT, secondary schooling begins at year 7. <sup>b</sup> In QLD a preparatory year of schooling for pre-Year 1 (which will replace the part-time preschool program) is being progressively phased in prior to 2007 when a half cohort of students will commence to align with the change to the compulsory school starting age in 2008. <sup>c</sup> SA has an intake for each term. <sup>d</sup> The NT has an intake for terms 1–3 of its 4 terms.

Source: Adapted from ABS (2007).

### *Student body*

There were 3.4 million full time equivalent (FTE) student enrolments in primary and secondary schools in August 2006 (see section 4.6 for a definition of FTE student). Nationally, 49.1 per cent of FTE students in all schools were female (table 4.3).

A higher proportion of FTE students was enrolled in primary schools (57.3 per cent) than in secondary schools (42.7 per cent) (table 4.3). Differences in schooling structures influence enrolment patterns. Primary school education in Queensland, WA, SA and the NT, for example, includes year 7 whereas all other jurisdictions include year 7 in secondary school (figure 4.1). The proportion of students enrolled in primary school education would be expected to be higher in jurisdictions that include year 7 in primary school (table 4.3).

Nationally, the proportion of FTE students enrolled in government schools was 66.8 per cent. A higher proportion of FTE students were enrolled in government

schools at primary level (70.5 per cent) than at secondary level (61.8 per cent) (table 4.3).

**Table 4.2 Summary of school characteristics, August 2006**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Government schools (no.)									
Primary	1 644	1 211	961	504	434	140	66	83	5 043
Secondary	370	263	181	98	73	39	21	11	1 056
Combined <sup>a</sup>	67	53	89	99	77	26	4	52	467
Special schools <sup>b</sup>	106	78	47	70	20	6	4	5	336
Combined and special schools	173	131	136	169	97	32	8	57	804
<b>Total</b>	<b>2 187</b>	<b>1 605</b>	<b>1 278</b>	<b>771</b>	<b>604</b>	<b>211</b>	<b>95</b>	<b>151</b>	<b>6 902</b>
Non-government schools (no.)									
Primary	508	431	239	153	112	29	27	17	1 516
Secondary	152	105	85	40	21	8	5	6	422
Combined <sup>a</sup>	220	141	134	101	65	29	11	12	713
Special schools <sup>b</sup>	32	17	3	2	3	1	1	–	59
Combined and special schools	252	158	137	103	68	30	12	12	772
<b>Total</b>	<b>912</b>	<b>694</b>	<b>461</b>	<b>296</b>	<b>201</b>	<b>67</b>	<b>44</b>	<b>35</b>	<b>2 710</b>
All schools (no.)									
Primary	2 152	1 642	1 200	657	546	169	93	100	6 559
Secondary	522	368	266	138	94	47	26	17	1 478
Combined <sup>a</sup>	287	194	223	200	142	55	15	64	1 180
Special schools <sup>b</sup>	138	95	50	72	23	7	5	5	395
Combined and special schools	425	289	273	272	165	62	20	69	1 575
<b>Total</b>	<b>3 099</b>	<b>2 299</b>	<b>1 739</b>	<b>1 067</b>	<b>805</b>	<b>278</b>	<b>139</b>	<b>186</b>	<b>9 612</b>
Proportion of schools that are government schools (%)									
Primary	76.4	73.8	80.1	76.7	79.5	82.8	71.0	83.0	76.9
Secondary	70.9	71.5	68.0	71.0	77.7	83.0	80.8	64.7	71.4
Combined <sup>a</sup>	23.3	27.3	39.9	49.5	54.2	47.3	26.7	81.3	39.6
Special schools <sup>b</sup>	76.8	82.1	94.0	97.2	87.0	85.7	80.0	100.0	85.1
Combined and special schools	40.7	45.3	49.8	62.1	58.8	51.6	40.0	82.6	51.0
<b>All schools</b>	<b>70.6</b>	<b>69.8</b>	<b>73.5</b>	<b>72.3</b>	<b>75.0</b>	<b>75.9</b>	<b>68.3</b>	<b>81.2</b>	<b>71.8</b>
Proportion of primary schools (%)									
Government	75.2	75.5	75.2	65.4	71.9	66.4	69.5	55.0	73.1
Non-government	55.7	62.1	51.8	51.7	55.7	43.3	61.4	48.6	55.9
All schools	69.4	71.4	69.0	61.6	67.8	60.8	66.9	53.8	68.2

<sup>a</sup> Combined primary and secondary schools. <sup>b</sup> Special schools provide special instruction for students with a physical and/or mental disability or impairment, or those with social problems. Students must exhibit one or more of the following characteristics before enrolment is allowed: mental or physical disability or impairment, slow learning ability, social or emotional problems, and in custody, on remand or in hospital. – Nil or rounded to zero.

Source: ABS (2007); ABS (unpublished) Schools Australia 2006; tables 4A.1, 4A.2 and 4A.3.

**Table 4.3 FTE student enrolments, August 2006<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Total FTE student enrolments at level of education ('000)									
Primary schools	620	454	395	209	157	46	31	25	1 937
Secondary schools	490	378	264	134	96	38	29	13	1 441
<b>All schools</b>	<b>1 110</b>	<b>832</b>	<b>659</b>	<b>343</b>	<b>253</b>	<b>83</b>	<b>60</b>	<b>38</b>	<b>3 379</b>
Proportion of FTE students who were enrolled in government schools (%)									
Primary schools	70.0	68.9	73.2	71.6	68.1	76.1	61.9	79.0	70.5
Secondary schools	62.5	59.5	63.6	60.3	62.3	69.4	55.6	70.4	61.8
<b>All schools</b>	<b>66.7</b>	<b>64.6</b>	<b>69.3</b>	<b>67.2</b>	<b>65.9</b>	<b>73.1</b>	<b>58.9</b>	<b>76.1</b>	<b>66.8</b>
Proportion of FTE students who were female (all schools) (%)									
Primary schools	48.7	48.6	48.7	48.3	48.8	48.6	49.0	48.2	48.6
Secondary schools	49.6	49.8	49.8	49.6	49.9	50.5	49.1	49.1	49.7
<b>All schools</b>	<b>49.1</b>	<b>49.2</b>	<b>49.2</b>	<b>48.8</b>	<b>49.2</b>	<b>49.5</b>	<b>49.0</b>	<b>48.5</b>	<b>49.1</b>
Proportion of FTE students who were enrolled in primary education (%)									
Government schools	58.7	58.2	63.2	65.0	64.0	57.1	54.7	68.8	60.5
Non-government schools	50.3	48.0	52.4	52.7	58.0	48.6	48.3	58.3	50.9
<b>All schools</b>	<b>55.9</b>	<b>54.6</b>	<b>59.9</b>	<b>60.9</b>	<b>62.0</b>	<b>54.8</b>	<b>52.1</b>	<b>66.3</b>	<b>57.3</b>

<sup>a</sup> Students enrolled in special schools are included, with special school students of primary school age and/or year level included in the primary figures and those of secondary school age and/or year level included in the secondary figures. <sup>b</sup> Results of calculations may vary from the table due to rounding differences.

Source: ABS (2007); ABS (unpublished) Schools Australia 2006; tables 4A.1–4.

Total full time student enrolments in schools in Australia were relatively stable over the five years to 2006, increasing by approximately 0.5 per cent each year between August 2002 and August 2006 (table 4A.18).

The proportion of full time students enrolled in non-government schools increased between 2002 and 2006 in all states and territories. Total non-government school enrolments expanded by an average of 1.8 per cent per year, while full time government school enrolments decreased by an average of 0.1 per cent per year (table 4A.18). The expansion of full time enrolments in non-government schools was from a lower base than that for government schools. In absolute terms, full time students in government schools decreased from 2 257 337 in 2002 to 2 248 229 in 2006. Full time students in non-government schools increased from 1 044 412 in 2002 to 1 119 807 in 2006 (table 4A.17).

Part time secondary students form a significant proportion of enrolments in some jurisdictions (table 4.4). Part time courses are available to secondary students, including mature age students attending colleges and those studying years 11 or 12 or short courses (lasting five to 22 weeks). The proportion of secondary school students who were enrolled part time in 2006 varied considerably across jurisdictions, partly because jurisdictions' education authorities have different policy and organisational arrangements for part time study, as well as different

definitions of what constitutes part time study. The number of part time courses available also varied considerably across jurisdictions.

**Table 4.4 Part time secondary school students in government schools**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Part time secondary school students in government schools (no.) <sup>a</sup>									
2002	2 455	3 029	4 096	4 880	7 099	2 684	10	1 052	25 305
2003	2 647	3 093	3 786	2 583	6 623	2 578	48	888	22 246
2004	2 441	3 106	3 764	2 925	6 818	2 260	25	1 043	22 382
2005	2 404	2 898	3 836	2 824	6 435	1 870	36	1 084	21 387
2006	2 425	2 802	3 635	2 492	6 630	1 762	8	1 109	20 863
Proportion of secondary school students in government schools who were part time students (%) <sup>b</sup>									
2002	0.8	1.4	2.6	5.6	11.0	9.6	0.1	11.7	2.8
2003	0.9	1.4	2.3	3.1	10.3	9.3	0.3	9.6	2.5
2004	0.8	1.4	2.3	3.5	10.7	8.3	0.2	10.9	2.5
2005	0.8	1.3	2.3	3.4	10.1	6.9	0.2	11.2	2.4
2006	0.8	1.2	2.1	3.0	10.4	6.5	0.1	11.4	2.3

<sup>a</sup> Absolute number of part time secondary students. <sup>b</sup> Absolute number of part time secondary students divided by absolute number of full time and part time secondary students. – Nil or rounded to zero.

Source: ABS (2003, 2004, 2005, 2006, 2007); ABS (unpublished) Schools Australia (various years); table 4A.1.

### *Special needs groups*

Some groups of students in school education have been identified as having special needs. These special needs groups include:

- Indigenous students
- students from language backgrounds other than English (LBOTE)
- students with disabilities
- geographically remote students
- students from families of low socioeconomic status.

Government schools provide education for a high proportion of students from special needs groups. In 2006, 86.6 per cent of Indigenous students and 80.9 per cent of students with disabilities, for example, attended government schools (tables 4A.19 and 4A.21). This chapter reports on the proportions of Indigenous students, LBOTE students, students with disabilities and students who are geographically remote. Further information on student body mix is in tables 4A.22–24. Care needs to be taken in interpreting this information because some definitions of special needs students differ across states and territories.

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### *Indigenous students*

The proportion of full time Indigenous students in schools varies greatly across jurisdictions (table 4.5). Table 4A.19 provides additional information on Indigenous enrolments.

In all jurisdictions, the proportion of full time Indigenous students was higher in government schools than in non-government schools. Nationally, the proportion of full time Indigenous students was 5.4 per cent for government schools and 1.7 per cent for non-government schools in 2006 (table 4.5).

**Table 4.5 Indigenous students as a proportion of all students, 2006<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Government schools	5.0	1.3	7.6	8.0	4.4	7.6	2.6	42.0	5.4
Non-government schools	1.2	0.3	2.6	3.2	1.0	2.7	0.9	29.3	1.7
<b>All schools</b>	<b>3.7</b>	<b>1.0</b>	<b>6.1</b>	<b>6.5</b>	<b>3.2</b>	<b>6.3</b>	<b>1.9</b>	<b>38.9</b>	<b>4.2</b>

<sup>a</sup> Absolute numbers of Indigenous and all full time students.

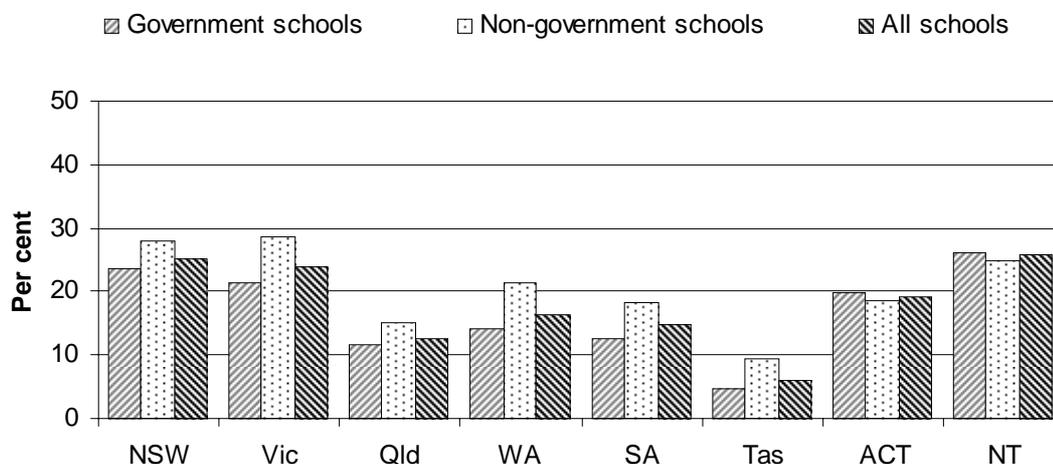
Source: ABS (2007); table 4A.19.

### *LBOTE students*

The proportion of LBOTE students is based on data from the ABS 2006 Census of Population and Housing. Students are counted as having a language background other than English if their home language is not English or if they (or at least one parent) were born in a non-English speaking country.

The proportion of LBOTE students in government and non-government schools varied across jurisdictions in 2006 (figure 4.2).

Figure 4.2 **Students from a language background other than English as a proportion of all students, 2006<sup>a, b</sup>**



<sup>a</sup> Absolute numbers of LBOTE students are sourced from the 2006 Census of Population and Housing, whilst data on all full time students are sourced from the ABS Schools Australia collection. <sup>b</sup> See table 4A.20 for details of LBOTE definitions.

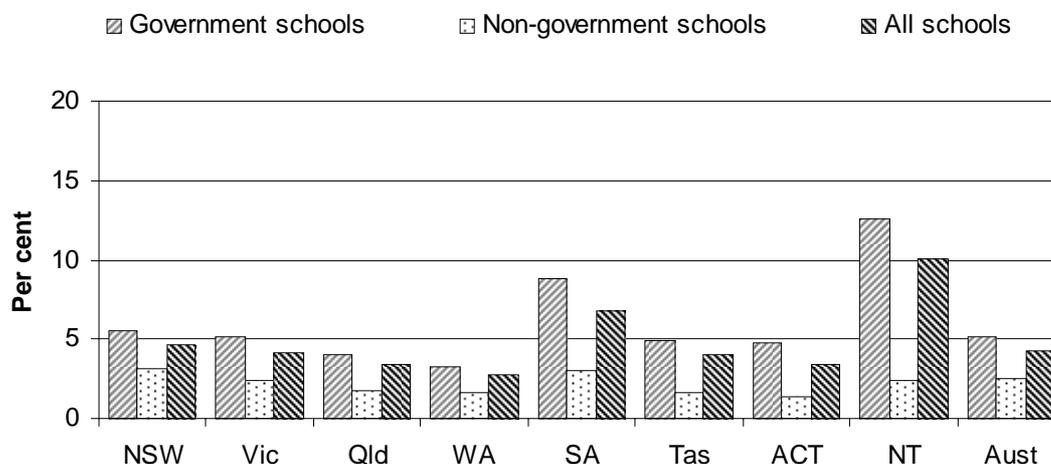
Source: DEST (unpublished) based on the ABS 2006 Census of Population and Housing; table 4A.20.

### *Students with disabilities*

Students with disabilities are educated in both mainstream and special schools. Students with disabilities are those students who satisfy the criteria for enrolment in special education services or programs provided in the State or Territory in which they are enrolled. These criteria vary across jurisdictions.

Nationally, the proportion of students with disabilities for all schools was 4.3 per cent and more than twice as high in government schools (5.2 per cent), compared with non-government schools (2.5 per cent) in 2006 (figure 4.3).

Figure 4.3 **Funded students with disabilities as a proportion of all students, 2006<sup>a, b, c</sup>**



<sup>a</sup> The ABS total student data refer to the absolute number of full time students. <sup>b</sup> To be an eligible student with disabilities, the student (among other things) must satisfy the criteria for enrolment in special education services or special education programs provided by the government of the State or Territory in which the student resides. Data should be used with caution as these criteria vary across jurisdictions; for example, SA data include a large number of students in the communication and language impairment category. This subset of students is not counted by other states/territories under funded students with disabilities. Other states/territories fund these students with other specific programs. <sup>c</sup> The 'funded' student data used by DEST refer to the FTE number of students that qualify for DEST recurrent funding. This excludes Full Fee Paying Overseas students from both the government and non-government sectors as well as a number of schools in the NT (these are funded through the Grants Commission process), and on Christmas and Cocos Islands (funded through the Department of Transport and Regional Services). The DEST funded figures also include Pre year 1 students in part time programmes in Queensland schools.

Source: ABS (2007); DEST (unpublished); table 4A.21.

### *Geographically remote students*

Identification of geographically remote students is based on the school location according to the metropolitan zone, provincial zone, remote areas and very remote areas as defined in the MCEETYA agreed classification.<sup>1</sup> The proportion of students attending schools in remote areas varies greatly across jurisdictions (table 4.6).

Nationally, the proportion of students enrolled in schools in remote areas was 1.5 per cent and more than twice as high in government schools (1.8 per cent),

<sup>1</sup> To investigate the possibility that these data may understate the proportion of students in remote areas as a result of relying on school location rather than students' home location, the 2001 MCEETYA data were compared with data derived from the 2001 Census. The two data sets were found to be similar, except that Tasmania had about one third more remote area students in the Census data. This result may be indicative for the 2006 data.

compared with non-government schools (0.8 per cent) in 2006. Nationally, the proportion of students enrolled in schools in very remote areas was 0.9 per cent and four times as high in government schools (1.2 per cent), compared with non-government schools (0.3 per cent) in 2006 (table 4.6).

Table 4A.25 includes data relating to students attending primary and secondary schools located in metropolitan and provincial zones, as well as remote and very remote areas (see section 4.6 for a definition of the geographic classification used).

**Table 4.6 Students attending schools in remote and very remote areas as a proportion of all students, all schools, 2006<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Remote areas									
Government schools	0.6	0.1	2.2	5.9	4.0	1.0	..	18.0	1.8
Non-government schools	0.2	–	0.9	2.1	1.2	0.6	..	31.9	0.8
<b>All schools</b>	<b>0.5</b>	<b>0.1</b>	<b>1.8</b>	<b>4.6</b>	<b>3.0</b>	<b>0.9</b>	<b>..</b>	<b>21.3</b>	<b>1.5</b>
Very remote areas									
Government schools	0.1	..	1.7	3.3	1.1	0.5	..	28.1	1.2
Non-government schools	0.1	..	0.3	1.4	0.2	–	..	11.4	0.3
<b>All schools</b>	<b>0.1</b>	<b>..</b>	<b>1.3</b>	<b>2.7</b>	<b>0.8</b>	<b>0.4</b>	<b>..</b>	<b>24.1</b>	<b>0.9</b>

<sup>a</sup> Victoria has no very remote areas. The ACT has no remote or very remote areas. .. Not applicable. – Nil or rounded to zero.

Source: DEST (unpublished); table 4A.25.

## 4.2 Framework of performance indicators

This chapter provides performance indicators on the equity, effectiveness and efficiency of government expenditure on all schools in Australia.

Governments own and operate government schools, and have a direct interest in the equity, efficiency and effectiveness of their operation. In addition, governments are committed to providing access to education for all students and contribute to the funding of non-government schools. However, this chapter does not report on non-government sources of funding, and so does not compare the efficiency of government and non-government schools.

Box 4.1 describes the national goals for schooling, as endorsed by the MCEETYA.

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#### **Box 4.1 National goals for schooling in the 21st century**

The MCEETYA endorsed in April 1999 the following set of national goals for school education.

##### **Preamble**

Australia's future depends upon each citizen having the necessary knowledge, understanding, skills and values for a productive and rewarding life in an educated, just and open society. High quality schooling is central to achieving this vision.

This statement of national goals for schooling provides broad directions to guide schools and education authorities in securing these outcomes for students.

It acknowledges the capacity of all young people to learn, and the role of schooling in developing that capacity. It also acknowledges the role of parents as the first educators of their children and the central role of teachers in the learning process.

Schooling provides a foundation for young Australians' intellectual, physical, social, moral, spiritual and aesthetic development. By providing a supportive and nurturing environment, schooling contributes to the development of students' sense of self-worth, enthusiasm for learning and optimism for the future.

Governments set the public policies that foster the pursuit of excellence, enable a diverse range of educational choices and aspirations, safeguard the entitlement of all young people to high quality schooling, promote the economic use of public resources, and uphold the contribution of schooling to a socially cohesive and culturally rich society.

Common and agreed goals for schooling establish a foundation for action among State and Territory governments with their constitutional responsibility for schooling, the Australian Government, non-government school authorities and all those who seek the best possible educational outcomes for young Australians, to improve the quality of schooling nationally.

The achievement of these common and agreed national goals entails a commitment to collaboration for the purposes of:

- further strengthening schools as learning communities where teachers, students and their families work in partnership with business, industry and the wider community
- enhancing the status and quality of the teaching profession
- continuing to develop curriculum and related systems of assessment, accreditation and credentialling that promote quality and are nationally recognised and valued
- increasing public confidence in school education through explicit and defensible standards that guide improvement in students' levels of educational achievement and through which the effectiveness, efficiency and equity of schooling can be measured and evaluated.

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**Box 4.1 (Continued)**

These national goals provide a basis for investment in schooling to enable all young people to engage effectively with an increasingly complex world. This world will be characterised by advances in information and communication technologies, population diversity arising from international mobility and migration, and complex environmental and social challenges.

The achievement of the national goals for schooling will assist young people to contribute to Australia's social, cultural and economic development in local and global contexts. Their achievement will also assist young people to develop a disposition towards learning throughout their lives so that they can exercise their rights and responsibilities as citizens of Australia.

**Goals**

Schooling should develop fully the talents and capacities of all students. In particular, when students leave schools they should:

1. have the capacity for, and skills in, analysis and problem solving and the ability to communicate ideas and information, to plan and organise activities and to collaborate with others
2. have qualities of self-confidence, optimism, high self-esteem, and a commitment to personal excellence as a basis for their potential life roles as family, community and workforce members
3. have the capacity to exercise judgment and responsibility in matters of morality, ethics and social justice, and the capacity to make sense of their world, to think about how things got to be the way they are, to make rational and informed decisions about their own lives and to accept responsibility for their own actions
4. be active and informed citizens with an understanding and appreciation of Australia's system of government and civic life
5. have employment related skills and an understanding of the work environment, career options and pathways as a foundation for, and positive attitudes towards, vocational education and training, further education, employment and life-long learning
6. be confident, creative and productive users of new technologies, particularly information and communication technologies, and understand the impact of those technologies on society
7. have an understanding of, and concern for, stewardship of the natural environment, and the knowledge and skills to contribute to ecologically sustainable development and
8. have the knowledge, skills and attitudes necessary to establish and maintain a healthy lifestyle, and for the creative and satisfying use of leisure time.

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**Box 4.1 (Continued)**

**In terms of curriculum, students should have:**

1. attained high standards of knowledge, skills and understanding through a comprehensive and balanced curriculum in the compulsory years of schooling encompassing the agreed eight key learning areas
  - (a) the arts
  - (b) English
  - (c) health and physical education
  - (d) languages other than English
  - (e) mathematics
  - (f) science
  - (g) studies of society and environment
  - (h) technology
2. attained the skills of numeracy and English literacy, such that every student should be numerate, able to read, write, spell and communicate at an appropriate level
3. participated in programs of vocational learning during the compulsory years and have had access to vocational education and training programs as part of their senior secondary studies and
4. participated in programs and activities which foster and develop enterprise skills, including those skills which will allow them maximum flexibility and adaptability in the future.

**Schooling should be socially just so that:**

1. students' outcomes from schooling are free from the effects of negative forms of discrimination based on sex, language, culture and ethnicity, religion or disability; and of differences arising from students' socioeconomic background or geographic location
2. the learning outcomes of educationally disadvantaged students improve and, over time, match those of other students
3. Aboriginal and Torres Strait Islander students have equitable access to, and opportunities in, schooling so that their learning outcomes improve and, over time, match those of other students
4. all students understand and acknowledge the value of Aboriginal and Torres Strait Islander cultures to Australian society and possess the knowledge, skills and understanding to contribute to, and benefit from, reconciliation between Indigenous and non-Indigenous Australians

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**Box 4.1 (Continued)**

5. all students understand and acknowledge the value of cultural and linguistic diversity, and possess the knowledge, skills and understanding to contribute to, and benefit from, such diversity in the Australian community and internationally and
6. all students have access to the high quality education necessary to enable the completion of school education to year 12 or its vocational equivalent and that provides clear and recognised pathways to employment and further education and training.

*Source:* Adapted from MCEETYA (1999).

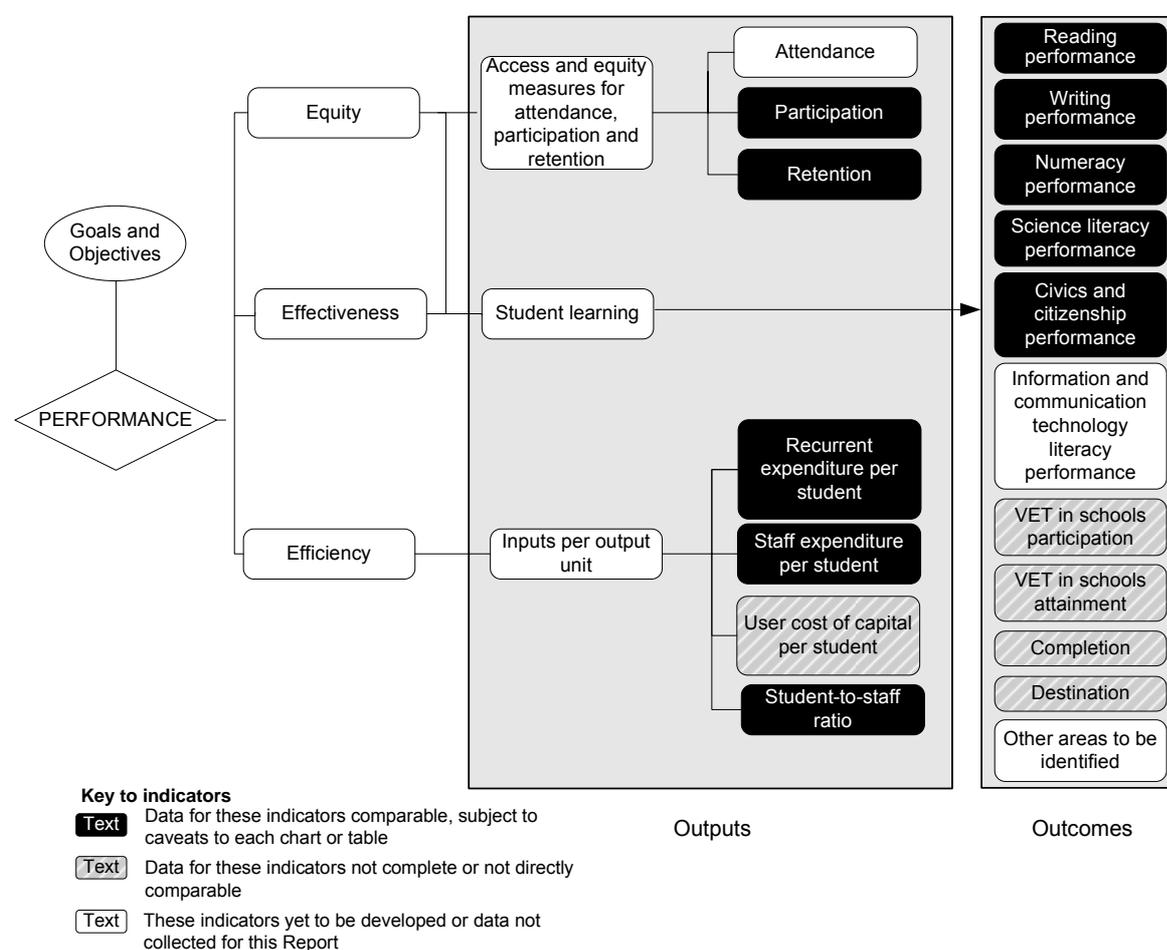
The performance of school education is reported against the indicator framework in figure 4.4. This framework is consistent with the national goals for schooling (box 4.1). The performance indicator framework shows which data are comparable in the 2008 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

### **4.3 Key performance indicator results**

Different delivery contexts and locations influence the equity, effectiveness and efficiency of school education services. Appendix A contains short statistical profiles on each state and territory, which may assist in interpreting the performance indicators presented in this chapter.

The effectiveness indicators for school education in this chapter are based on achievement against the national goals for schooling. Access and equity objectives of school education can be assessed by comparing outcomes for special needs groups, such as Indigenous and LBOTE students, with those for all students. Outcomes are compared for special needs groups for indicators such as reading, writing and numeracy performance, completion rates, retention rates and participation rates, where possible.

Figure 4.4 Performance indicators for all schools



## Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

### *Equity and effectiveness*

Access and equity measures for school education participation and retention are reported. Data are not currently available for reporting against attendance measures.

### *Attendance*

‘Attendance’ is an indicator of the effectiveness of school education. Attendance rates for special needs groups are an indication of the equity of access to school education (box 4.2).

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#### **Box 4.2 Attendance**

'Attendance' is an indicator of governments' objective to develop fully the talents and capacities of young people through education and learning. National and international research confirm a link between attendance and student achievement, although the factors influencing attendance and achievement are numerous and interrelated in complex ways.

Attendance is defined as the number of actual full time equivalent 'student days attended' over the period as a percentage of the total number of possible student days attended over the period.

Holding other factors equal, a high student attendance rate is desirable. Some of the interrelated factors affecting attendance and achievement include student engagement and connectedness, school climate, ethnicity, Indigenous status, socioeconomic status, sex and some demographic factors.

Data collections for student attendance at school are being developed according to the nationally agreed definition, and are anticipated to be available for reporting in the 2009 Report.

While all states and territories have agreed to collect and report attendance data from 2007, state and territory attendance data will not be fully nationally comparable for several years as each state and territory is progressively implementing the nationally agreed definition and collection methodology as new information technology systems come on-line.

Data on full time students will be collected:

- by school sector (government, Catholic and independent) within each state and territory
- for at least years 1–10 separately, by school sector and state/territory
- for boys and girls separately by year level
- for Indigenous and non-Indigenous students separately, by year level.

Data will be collected from all schools with the exception of distance education schools, juvenile justice schools, intensive language centres, hospital schools and senior secondary colleges (years 11 and 12).

It has been agreed that student attendance should be measured over the whole of the first school semester, and that where this is not possible, the minimum acceptable period in the government sector be a school term encompassing the month of May, and in the non-government sector the last 20 days in May.

#### *Participation*

'Participation' is an indicator of the effectiveness of school education (box 4.3).

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### Box 4.3 **Participation**

‘Participation’ (school education participation rate) is an indicator of governments’ objective to develop fully the talents and capacities of young people through participation in post-compulsory schooling.

The school education participation rate is defined as the number of 15–19 year old full time school students as a proportion of the estimated resident population of the same age.

Holding other factors constant, a higher or increasing participation rate suggests an improvement in educational outcomes through greater access to school education. Participation rates in school education need to be interpreted with care because rates are influenced by jurisdictional differences in, for example:

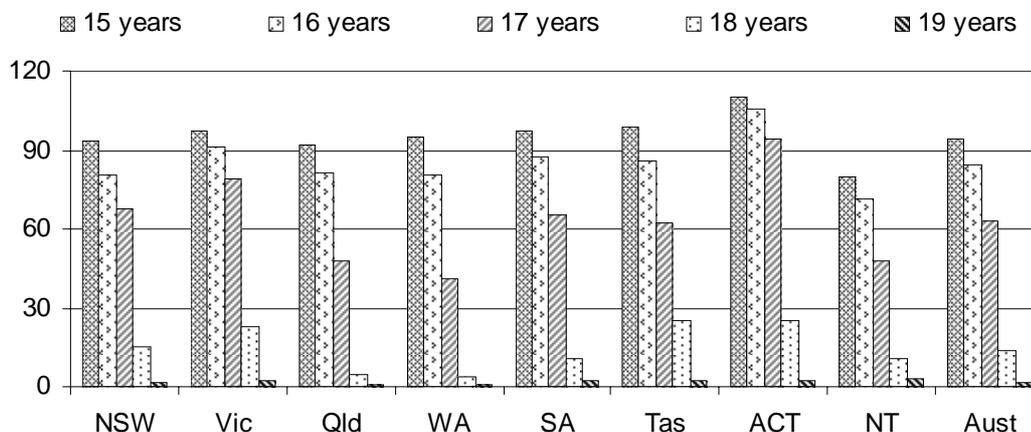
- enrolment policies across jurisdictions, which contribute to different age/grade structures
- school starting ages, year level at which secondary education commences (year 7 or year 8) and the age to which schooling is compulsory
- the extent of part time enrolment in schools (tables 4.4 and 4A.1–3).

This indicator does not provide information on young people who develop their talents and capacities through other options for delivering post-compulsory education and training — for example, work-based training and enrolment in technical and further education (TAFE) delivered programs. This indicator also does not provide information on the contribution of participation in schooling to the development of the students’ talents and capacities.

A broader participation indicator that accounts for some of these factors is reported in the ‘Early childhood, education and training preface’.

Nationally, 51.6 per cent of 15–19 year olds were enrolled in schools in 2006 (table 4A.114). Participation rates varied by jurisdiction, age and sex. Participation rates for females (52.9 per cent) were 2.6 percentage points higher than those for males (50.3 per cent). Participation rates declined as students exceeded the maximum compulsory school age (figure 4.5).

Figure 4.5 **Participation rate of people aged 15–19 in school education, all schools, 2006<sup>a, b, c</sup>**



<sup>a</sup> Proportion of the population who were not of compulsory school age in some jurisdictions, but who were enrolled as full time students in August 2006. <sup>b</sup> Refer to section 4.1 for information on school age requirements. <sup>c</sup> Participation rates in the ACT exceed 100 per cent as a result of NSW residents from surrounding areas enrolling in ACT schools.

Source: ABS (2007); table 4A.114.

### Retention

‘Retention’ is an indicator of the effectiveness of school education (box 4.4).

#### Box 4.4 Retention

‘Retention’ (apparent retention rate), to the final years of schooling, is an indicator of governments’ objective to develop fully the talents and capacities of young people through increased participation to higher levels of schooling.

The apparent retention rate is defined as the number of full time school students in a designated level/year of education as a percentage of their respective cohort group (which is either at the commencement of their secondary schooling — at year 7 or 8 — or at year 10). Data are reported for the proportion of:

- people commencing secondary school (at year 7 or 8) and continuing to year 10
- people commencing secondary school (at year 7 or 8) and continuing to year 12
- year 10 students continuing to year 12.

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**Box 4.4 Continued**

Data are reported for all students and Indigenous students, and for government and non-government schools. Holding other factors constant, a higher or increasing apparent retention rate suggests that students have greater exposure to schooling which is likely to result in improved educational outcomes.

Apparent retention to year 12 is a long standing measure that is presented as an indicator of the extent to which students progress to their final year of schooling.

The term 'apparent' is used because the indicator is derived from total numbers of students in each of the relevant year levels, rather than by tracking the retention of individual students.

The indicator has been consistently reported over time, but does not reflect factors such as:

- students repeating a year of education or returning to education after a period of absence
- interstate movement of students
- movement between the government school sector and the non-government school sector
- the impacts of migration and full fee paying overseas students
- varying enrolment patterns in which students choose to complete their secondary schooling in alternative pathways.

Apparent retention rates are influenced by a wide range of factors, including student perceptions of the benefits of schooling, the availability of employment and further educational alternatives, socioeconomic status and population movements. Care needs be taken in interpreting apparent retention rates in school education because rates are influenced by jurisdictional differences in:

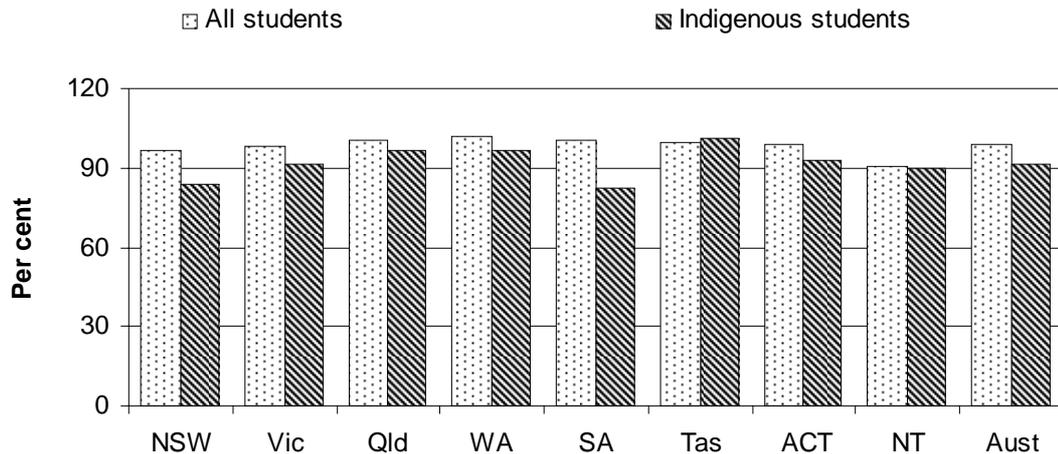
- enrolment policies across jurisdictions, which contribute to different age/grade structures
- the extent of part time year 12 enrolment in schools.

Apparent retention rates, from the commencement of secondary school at year 7 or 8 (figure 4.1 shows the differences across jurisdictions) to year 10, for all students in most jurisdictions were 98–100 per cent in 2006 with a national rate of 98.6 (figure 4.6). High rates are to be expected because normal year level progression means students in year 10 are generally of an age at which schooling is compulsory.

Retention rates for Indigenous students provide one measure of the equity of access to schooling. Retention rates to year 10 for Indigenous students were lower than those for all students in most jurisdictions. The national retention rate for

Indigenous students was 91.4 per cent, or 7.2 percentage points lower than that for all students.

Figure 4.6 **Apparent retention rate from year 7 or 8 to year 10, full time secondary students, all schools, 2006<sup>a, b, c, d</sup>**



<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions. <sup>c</sup> The exclusion of part time students from standard apparent retention rate calculations has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4). <sup>d</sup> Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 11.1 per cent of Indigenous secondary students were ungraded (compared with an average of 4.2 per cent for the rest of Australia), in 2006, and this should be considered when interpreting the data.

Source: ABS (2007); table 4A.120.

The apparent rate of retention from year 10 to year 12 has been derived by expressing the number of full time school students enrolled in year 12 in 2006 as a proportion of the number of full time school students enrolled in year 10 in 2004.

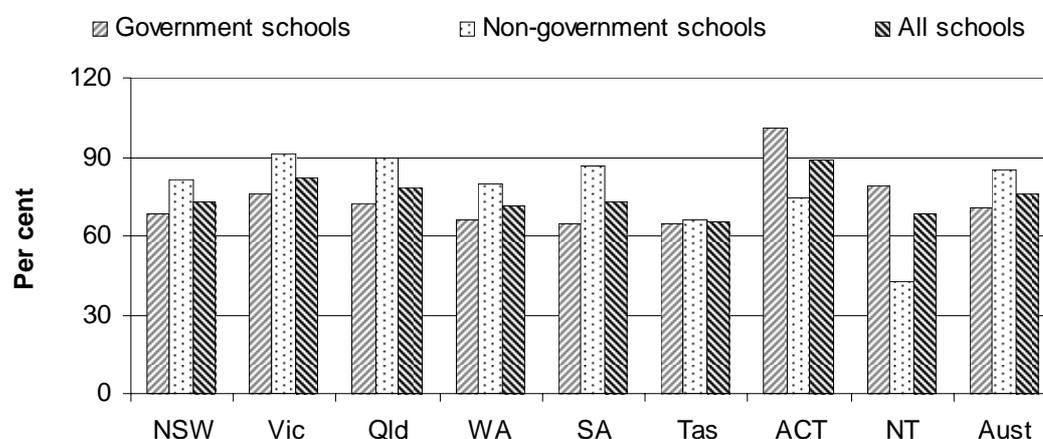
Factors affecting apparent retention can combine to result in a year 12 cohort that is substantially different in composition from the corresponding year 10 cohort — for example:

- in SA, if part time students are included in the 2006 year 12 total, then the apparent retention rate becomes 87.0 per cent, compared with 72.7 per cent for full time students only (table 4A.117)
- in some jurisdictions, young people may choose to complete their post compulsory education in the TAFE system rather than continue at school. In NSW, for example, 3581 students aged 15–19 years undertook their Higher

School Certificate or other tertiary preparation studies through TAFE institutes in 2006 (NSW Government unpublished).

Nationally, the apparent retention rate from year 10 to year 12 for all schools was 76.1 per cent in 2006. The apparent retention rate from year 10 to year 12 for government schools was 70.8 per cent, and for non-government schools was 84.9 per cent. The apparent retention rates for both government schools and non-government schools varied across jurisdictions (figure 4.7).

Figure 4.7 **Apparent retention rate from year 10 to year 12, full time secondary students, by school type, 2006<sup>a, b, c</sup>**

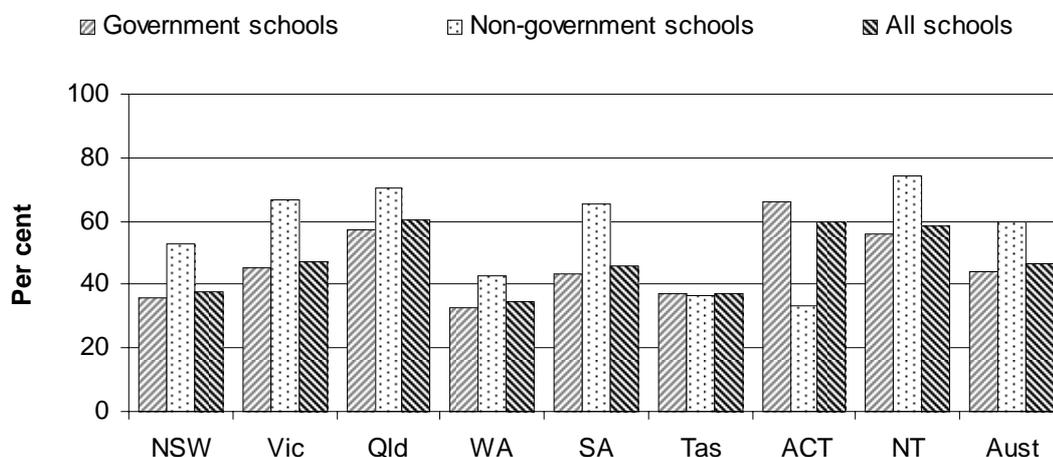


<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions and government and non-government schools after the base year. <sup>c</sup> The exclusion of part time students from standard apparent retention rate calculations has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4).

Source: ABS (2007); table 4A.117.

For government and non-government schools, apparent rates of retention from year 10 to year 12 for Indigenous students in 2006 varied across jurisdictions (figure 4.8). In interpreting this indicator, note that nationally 8.6 per cent of Indigenous students left school before year 10 (figure 4.6) — compared to 1.4 per cent of all students — so are not included in the base year for retention from year 10 to year 12. This baseline varies across jurisdictions. Further, Indigenous students as a proportion of all students was 5.4 per cent in government schools compared with 1.7 per cent in non-government schools and some jurisdictions have very low numbers of Indigenous students (table 4A.19). Nationally, Indigenous retention from year 10 to year 12 for all schools in 2006 was 46.7 per cent (figure 4.8), or 29.4 percentage points lower than the rate for all students.

Figure 4.8 Apparent retention rates from year 10 to year 12, Indigenous full time secondary students, 2006<sup>a, b, c</sup>

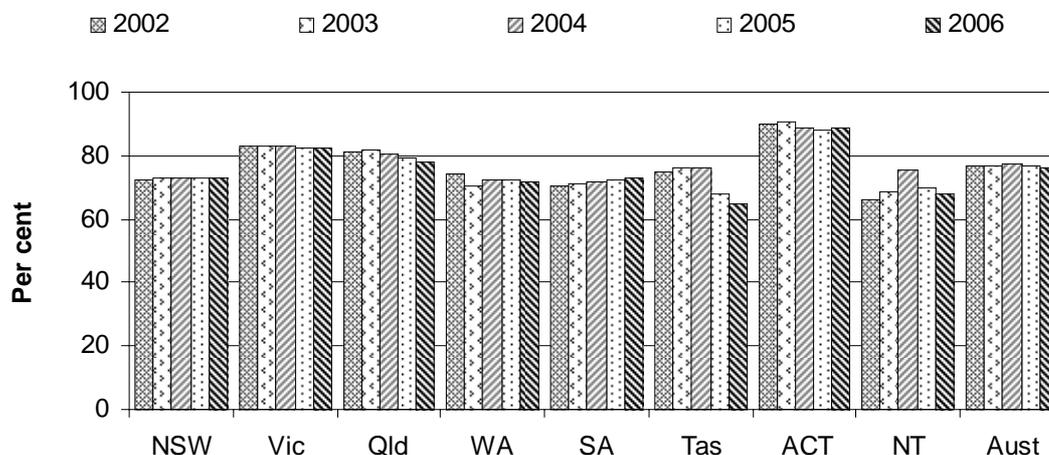


<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> The exclusion of part time students from standard apparent retention rate calculations has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4). <sup>c</sup> Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 11.1 per cent of Indigenous secondary students are ungraded (compared with an average of 4.2 per cent for the rest of Australia), in 2006, and this should be considered when interpreting the data.

Source: ABS (2007); table 4A.117.

Apparent rates of retention for all full time students from year 7 or 8 to year 10 were steady around 98-99 per cent between 2002 and 2006, and the rate of retention from year 10 to year 12 was steady around 76-77 per cent (figure 4.9).

Figure 4.9 **Apparent rates of retention from year 10 to year 12, full time secondary students, all schools<sup>a, b, c</sup>**



<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> The exclusion of part time students from standard apparent retention rate calculations has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4). <sup>c</sup> Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 11.1 per cent of Indigenous secondary students are ungraded (compared with an average of 4.2 per cent for the rest of Australia), in 2006, and this should be considered when interpreting the data.

Source: ABS (2005, 2007); table 4A.120.

### Efficiency

Governments have an interest in achieving the best results from their expenditure on schooling, both as owners and operators of government schools, and as major providers of funds to the non-government school sector. An objective of the Steering Committee is to publish comparable estimates of costs. Ideally, such comparison should include the full range of costs to government. Where the full costs cannot be measured, estimating costs on a consistent basis is the best approach.

Table 4A.12 shows information on the comparability of the source expenditure data for government schools used for this chapter.

### Recurrent expenditure per student

‘Recurrent expenditure per student’ is an indicator of the efficiency with which resources are used to provide school education services (box 4.5).

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#### **Box 4.5 Recurrent expenditure per student**

'Recurrent expenditure per student' (government recurrent expenditure per student) is an indicator of governments' objective to fund and/or provide education in an efficient manner.

Government recurrent expenditure per student is defined as government recurrent expenditure per FTE student. It is reported for in-school primary, in-school secondary and out-of-school services, and for government and non-government schools.

Holding other factors constant, a low or decreasing government recurrent expenditure per FTE student represents better or improved efficiency. Efficiency data are difficult to interpret. While high or increasing government recurrent expenditure per student may reflect deteriorating efficiency, it may also reflect changes in aspects of schooling (broader curricula, higher quality education or increased accessibility), or the characteristics of the education environment (such as population dispersion). Similarly, low or decreasing expenditure per student may reflect improving efficiency or lower quality (less effective education) or more narrowly defined curricula. Efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an holistic view of performance.

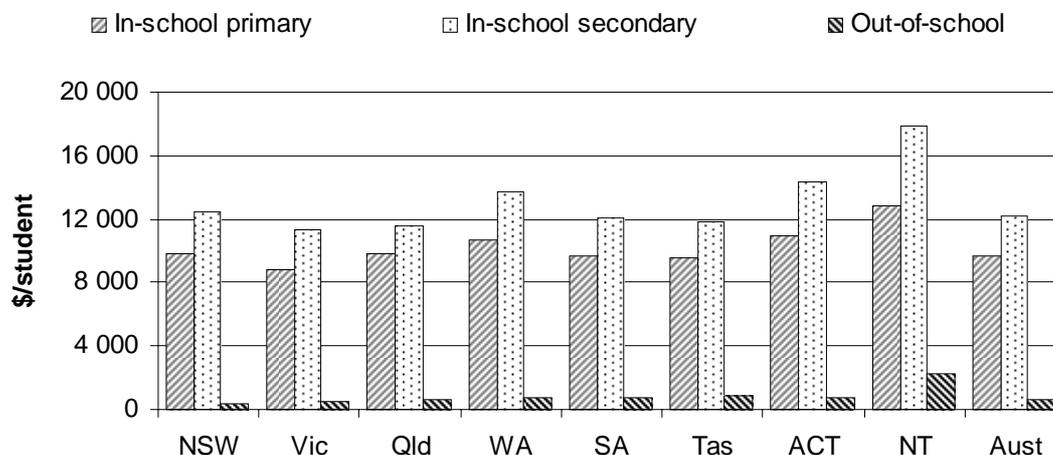
A number of factors may influence government recurrent expenditure per student (see Commonwealth Grants Commission reference in chapter 1, section 1.5 for further details). This Report does not, however, make any cost adjustments based on these or any of the following factors. Differences in the costs of educating students can be driven by:

- influences beyond the control of governments, such as a high proportion of geographically remote students and/or a dispersed population, as well as migration between states and territories
- policy changes in education
- various approaches that education departments and schools apply in managing resources
- economies of scale.

These factors may need to be considered when examining each jurisdiction's expenditure per student.

A proxy indicator of efficiency is the level of government inputs per unit of output (unit cost). Nationally, in-school government expenditure per FTE student in government primary schools was \$9699 and in-school government expenditure per FTE student in government secondary schools was \$12 148 in 2005-06. Out-of-school government expenditure per FTE student in government schools was \$580 in 2005-06 (figure 4.10).

Figure 4.10 **Government recurrent expenditure per FTE student, government schools, 2005-06<sup>a, b</sup>**

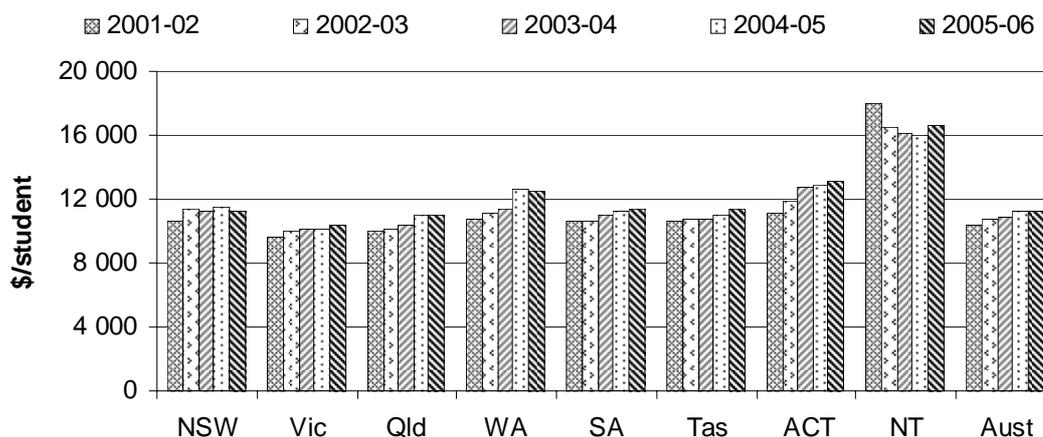


<sup>a</sup> See notes to tables 4A.7 and 4A.8 for definitions and data caveats. <sup>b</sup> Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2007); MCEETYA NSSC (unpublished); table 4A.8.

Nationally, government expenditure per FTE student in all government schools was \$11 243 in 2005-06. It increased (in average annual real terms) between 2001-02 and 2005-06 by 2.1 per cent per year (figure 4.11).

Figure 4.11 **Government real recurrent expenditure per FTE student, government schools (2005-06 dollars)<sup>a, b, c</sup>**

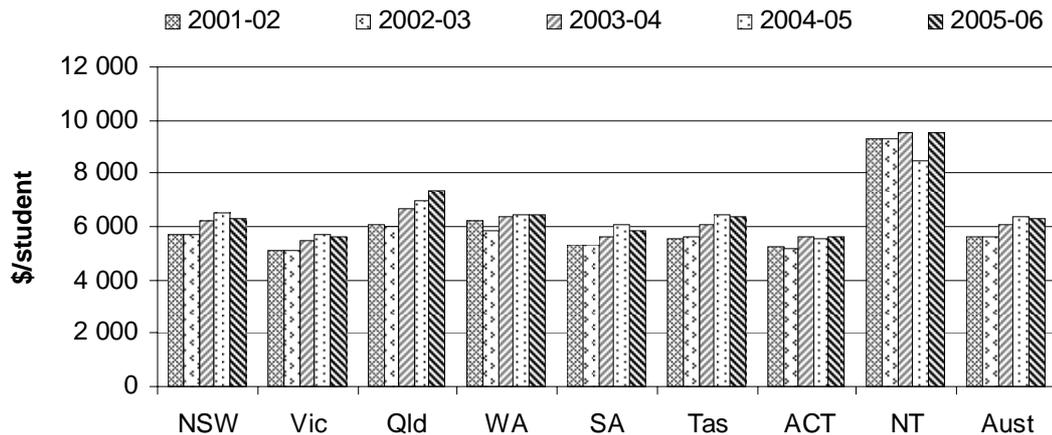


<sup>a</sup> See notes to tables 4A.7 and 4A.8 for definitions and data caveats. <sup>b</sup> Data for 2001-02 to 2004-05 have been adjusted to 2005-06 dollars using the gross domestic product (GDP) price deflator. <sup>c</sup> Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2003, 2004, 2005, 2006, 2007); MCEETYA NSSC (unpublished); table 4A.9.

Nationally, government expenditure per FTE student in all non-government schools was \$6287 in 2005-06. It increased (in average annual real terms) between 2001-02 and 2005-06 (figure 4.12) by 2.8 per cent per year (table 4A.9).

Figure 4.12 **Government real recurrent expenditure per FTE student, non-government schools (2005-06 dollars)<sup>a, b, c</sup>**



<sup>a</sup> See notes to tables 4A.7–9 for definitions and data caveats. <sup>b</sup> Data for 2001-02 to 2004-05 have been adjusted to 2005-06 dollars using the gross domestic product (GDP) price deflator. <sup>c</sup> The sum of Australian Government specific purpose payments for non-government schools, and State and Territory government payments to non-government schools. Data on State and Territory government payments to non-government schools are not fully comparable across jurisdictions.

Source: ABS (2003, 2004, 2005, 2006, 2007); DEST (unpublished); State and Territory governments (unpublished); table 4A.9.

### *Staff expenditure per student*

‘Staff expenditure per student’ is an indicator of the efficiency with which resources are used to provide school education services (box 4.6).

#### **Box 4.6 Staff expenditure per student**

‘Staff expenditure per student’ (government recurrent expenditure on staff per student) is an indicator of governments’ objective to provide education in an efficient manner.

Government recurrent expenditure on staff per student is defined as government expenditure on staff per FTE student in government schools. Expenditure on staff is the major component of spending on schools.

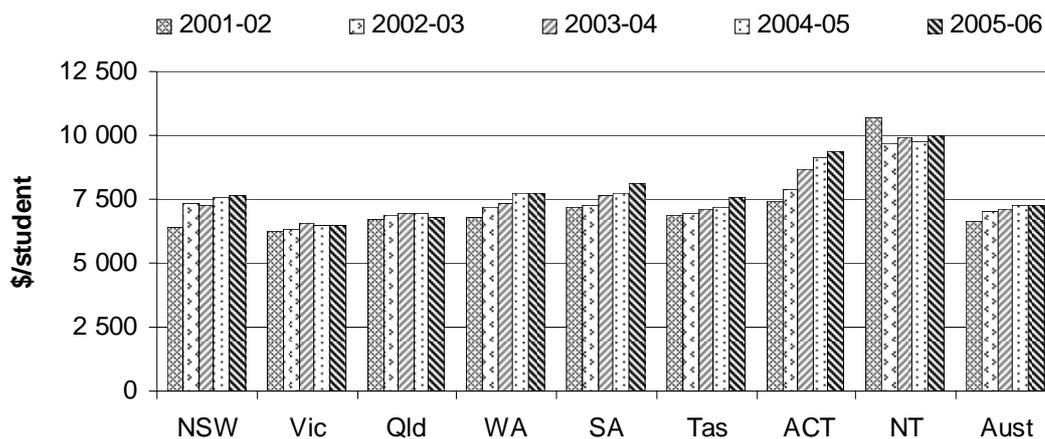
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**Box 4.6 Continued**

Holding other factors constant, low or decreasing government expenditure on staff per FTE student represents better or improved efficiency. Efficiency data are difficult to interpret and this indicator in particular is partial in nature as it does not reflect the full cost per student. While high or increasing government expenditure on staff per student may reflect deteriorating efficiency, it may also reflect improvements in schooling (through higher quality teachers), or the characteristics of the education environment (broader curricula such as information technology and the need for teachers with new skills). Similarly, a low or decreasing expenditure on staff per student may reflect improving efficiency or lower quality (less effective education) or more narrowly defined curricula. Efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an holistic view of performance.

Expenditure on staff is the major component of government recurrent expenditure on government schools (\$16.5 billion), accounting for 65.0 per cent of the national total, in 2005-06. Of this expenditure, 79.8 per cent was on in-school teachers and 20.2 per cent was on other staff (table 4A.7). The average annual real increase in expenditure on staff per FTE student between 2001-02 and 2005-06 was 2.5 per cent per year (figure 4.13).

**Figure 4.13 Real government recurrent expenditure on staff per FTE student, government schools (2005-06 dollars)<sup>a, b</sup>**



<sup>a</sup> See notes to tables 4A.7 and 4A.8 for definitions and data caveats. <sup>b</sup> Data for 2001-02 to 2004-05 have been adjusted to 2005-06 dollars using the gross domestic product (GDP) price deflator.

Source: ABS (2003, 2004, 2005, 2006, 2007); MCEETYA NSSC (unpublished); table 4A.8.

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### *User cost of capital per student*

‘UCC per student’ is an indicator of the efficiency with which capital resources are used (box 4.7).

#### **Box 4.7 User cost of capital per student**

‘UCC per student’ (notional UCC per student) is an indicator of governments’ objective to provide education in an efficient manner.

Notional UCC per student is defined as the dollars of UCC per FTE student.

The notional UCC for government services is the cost of funds tied up in capital used to produce services (for example, land and buildings owned by government schools). The notional UCC makes explicit the opportunity cost of using the funds to provide services rather than investing elsewhere or retiring debt. When comparing the costs of government services, it is important to account for the notional UCC because it is:

- often a significant component of the cost of services
- often treated inconsistently (that is, included in the costs of services delivered by most non-government service providers, but effectively costed at zero for many government service providers).

The UCC reflects the annual UCC per student, and is set at 8 per cent of the value of non-current physical assets (for example, land, buildings, plant and equipment).

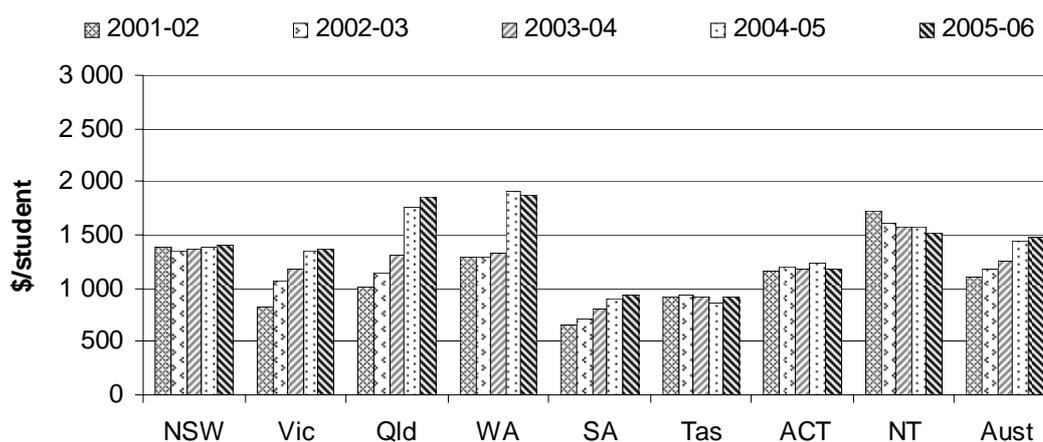
Holding other factors constant, a low or decreasing UCC per student represents better or improved efficiency. Efficiency data are difficult to interpret and this indicator in particular is only partial in nature as it does not reflect the full cost per student. While high or increasing UCC per student may reflect deteriorating efficiency, it may also reflect changes in aspects of schooling (broader curricula, enhanced facilities), or the characteristics of the education environment (such as population dispersion). Similarly, low or decreasing UCC per student may reflect improving efficiency or lower quality (less effective education) or fewer facilities or reduced capital maintenance. Efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an holistic view of performance.

The Steering Committee accepts that the asset valuation data, from which the notional UCC has been calculated, were not fully comparable across jurisdictions until 2003-04 (table 4A.11). It also recognises that the treatment of costs in the past has not fully recognised the cost of public capital used by agencies to deliver services — that is, capital has generally been considered ‘free’. This can lead to significant underestimation of costs of those services for which government capital is a major input. Using an imperfect costing of government capital, therefore, is preferable to not costing it at all, and also provides an incentive to improve data over time. The data definitions for asset reporting and valuation methods applied

from 2003-04 are nationally consistent resulting in comparable asset values data across jurisdictions which are used to calculate the notional UCC.

The notional UCC per FTE government school student in 2005-06 averaged \$1484 nationally (figure 4.14).

Figure 4.14 **Notional UCC per FTE student, government schools<sup>a</sup>**



<sup>a</sup> See notes to tables 4A.9-10 for definitions and data caveats.

Source: ABS (2003, 2004, 2005, 2006, 2007); MCEETYA NSSC (unpublished); tables 4A.9-10.

### *Student-to-staff ratio*

‘Student-to-staff ratio’ is an indicator of the efficient use of staff resources (box 4.8).

#### **Box 4.8 Student-to-staff ratio**

The ‘student-to-staff ratio’ is an indicator of governments’ objective to provide education in an efficient manner.

The student-to-staff ratio is defined as the number of FTE students per FTE staff. Data are reported for primary, secondary and all schools, and for teaching and non-teaching staff. The student-to-teacher ratio presents the number of students per teacher where teachers are classified in a way that can be compared across jurisdictions. A low ratio means there are a small number of students per teacher. (The ratio is not a measure of class size.)

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**Box 4.8 (Continued)**

Holding other factors constant, a high or increasing student-to-teacher ratio represents better or improved efficiency, but only when output quality and outcomes are the same as (or higher than) those in the other systems being compared. A low or decreasing student-to-teacher ratio may reflect decreasing efficiency, but may also reflect a higher quality education system, if it is assumed that teachers have more time for each student and that this results in better student outcomes. There is, however, no clear agreement in international literature that smaller class sizes, particular in later year levels, necessarily improve outcomes.

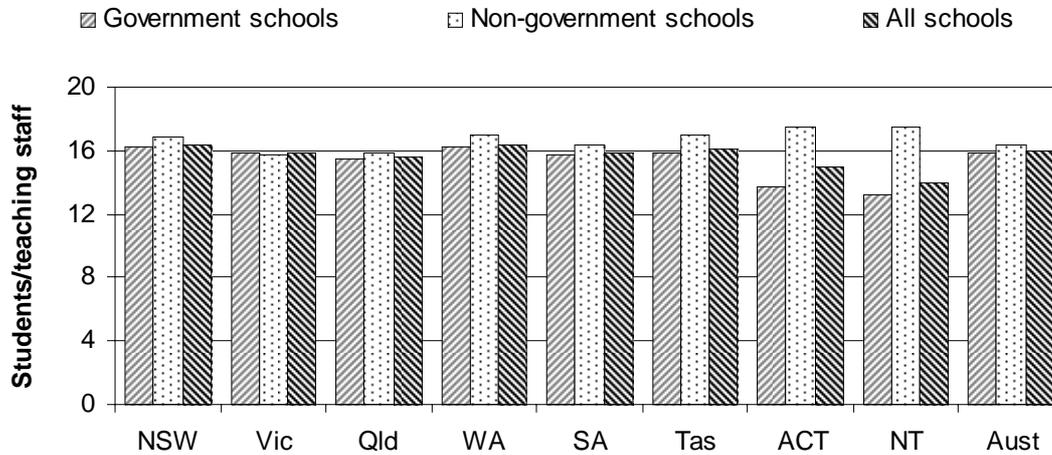
The ratio needs to be interpreted with care because it is aggregated across all subjects and year levels, so it does not reflect the fact that a lower ratio may be more important for certain subjects and/or year levels and it does not account for learning outcomes, teacher quality, experience and qualifications. Further, it can be affected by a number of factors, including:

- the proportion of small rural schools — for example, a large proportion of small rural schools can significantly lower the overall average student-to-teacher ratio, while a large proportion of students in metropolitan schools can increase the ratio
- the proportion of special needs students — for example, special schools catering for students with disabilities generally have significantly lower student to teacher ratios than those of mainstream schools and additional resources are also required in mainstream schools where special needs students attend
- the degree to which administrative work is undertaken by people classified as teachers (such as principals, deputy principals and senior teachers)
- other inputs to school education (for example, non-teaching staff, computers, books and laboratory equipment).

Efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an holistic view of performance.

Nationally, for government primary schools, the student-to-teacher ratio was 15.8 in 2006. For non-government primary schools, the student-to-teacher ratio was 16.4 in 2006. For all primary schools, the student-to-teacher ratio was 16.0 in 2006 (figure 4.15).

**Figure 4.15 Ratio of FTE students to FTE teaching staff, primary schools, 2006<sup>a</sup>**

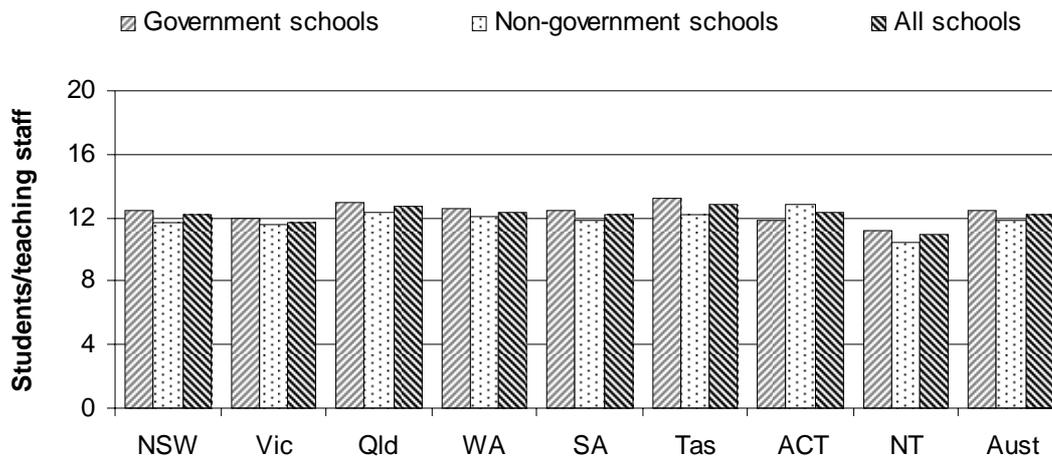


<sup>a</sup> See notes to table 4A.13 for definitions and data caveats.

Source: ABS (2007); table 4A.13.

Nationally, for government secondary schools, the student-to-teacher ratio was 12.4 in 2006. For non-government secondary schools, the student-to-teacher ratio was 11.8 in 2006. For all secondary schools, the student-to-teacher ratio was 12.2 in 2006 (figure 4.16).

**Figure 4.16 Ratio of FTE students to FTE teaching staff, secondary schools, 2006<sup>a</sup>**



<sup>a</sup> See notes to table 4A.13 for definitions and data caveats.

Source: ABS (2007); table 4A.13.

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Nationally, for all government schools, the student-to-teacher ratio was 14.3 in 2006. For all non-government schools, the student-to-teacher ratio was 13.8 in 2006. For all schools, the student-to-teacher ratio was 14.1 in 2006 (table 4A.13).

Refer to table 4A.13 for further detail on student-to-staff ratios, including those for non-school staff and all staff, for all jurisdictions.

## **Outcomes**

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

### *Nationally comparable learning outcomes*

‘Reading performance’, ‘writing performance’, ‘numeracy performance’, ‘science literacy performance’, ‘civics and citizenship performance’, and ‘information and communication technology literacy performance’ have been identified as indicators of learning outcomes (boxes 4.9–4.14) and are discussed in this section. The outcomes for VET in schools participation and attainment, completion rates, and school leaver destination (boxes 4.15–4.18) are discussed in the following section.

Years 3, 5 and 7 nationally comparable learning outcomes data for reading, writing and numeracy performance for 2005 (and earlier years) are reported. Details of these learning outcomes data and accompanying information from the national collection are reported in tables 4A.26–94. Limitations of national learning outcomes data are detailed in the 2004 Report on Government Services (box 3.1, pages 3.36-7).

Data on 2005 national Indigenous learning outcomes by geolocation are included in this Report. The Steering Committee anticipates being able to publish 2006 state/territory Indigenous learning outcomes by geolocation in the 2009 Report.

The international triennial Programme for International Student Assessment (PISA) provides learning outcomes data for 15 year olds in three core assessment domains: reading literacy, mathematical literacy and scientific literacy.

In 2006, approximately 400 000 students from 57 countries participated in the PISA Assessment. From Australia this included over 14 170 students from 356 schools. Scientific literacy was the major domain tested in the PISA 2006 cycle. Detailed information about PISA 2006 is available in Thomson et al. (2007) and OECD (2007).

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Data on reading literacy and mathematical literacy from PISA 2006 have been included in this chapter. The nationally agreed standard for reading literacy is the proportion of students who achieve at or above proficiency level 3. At this stage, there is no nationally agreed standard for mathematical literacy. This chapter reports the proxy standard of the proportion of students who achieve at or above proficiency level 3 for mathematical literacy. Scientific literacy results will be included in the 2009 Report.

Results from PISA 2003 and PISA 2000 were included in the 2006 Report (SCRGSP 2006, pages 3.37-38, 3.44-46, 3.58-59 and 3.61-62) and 2003 Report (SCRGSP 2003, pages 3.19, 3.22-23 and 3.26-28) respectively. Information and data on PISA 2000 and 2003 are available in Lokan et al. (2001), Thomson et al. (2004a, 2004b) and tables 4A.101-109.

Triennial year 6 and year 10 information and communication technology literacy performance was assessed in 2005, but data were not available for publication in this Report. Triennial year 6 and year 10 civics and citizenship performance data for 2004 are reported in tables 4A.98-100. Triennial year 6 science literacy performance data for 2003 are reported in tables 4A.95-97.

Years 4 and 8 Trends in International Mathematics and Science Study (TIMSS) learning outcomes data for 2002-03 are also reported. TIMSS focuses on the mathematics and science curriculum, identifying the concepts and processes students have learned, the factors which are linked to students' opportunity to learn, and how these factors influence students' achievements. Detailed information about TIMSS 2002-03 is available in Thomson and Fleming (2004a, 2004b) and tables 4A.110-113.

### *Interpreting learning outcomes data*

To assist with making comparisons between jurisdictions, 95 per cent confidence intervals are presented in charts, calculated from the standard errors in accompanying tables (tables 4A.26-100). Confidence intervals are a standard way of expressing the degree of uncertainty associated with survey estimates or performance measurement. An estimate of 80 with a confidence interval of  $\pm 2$ , for example, means that if another sample had been drawn, or if another combination of test items had been used, there is a 95 per cent chance that the result would lie between 78 and 82. The learning outcomes proportion for a jurisdiction, therefore, can be thought of in terms of a range. If one jurisdiction's rate ranges from 78-82 and another's from 77-81, then it is not possible to say with confidence that one differs from the other (because there is unlikely to be a statistically significant difference). Where ranges do not overlap, there is a high likelihood that there is a

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statistically significant difference. To say that there is a statistically significant difference means there is a high probability that there is an actual difference; it does not imply that the difference is necessarily large or important.

Care should be taken when making comparisons in the results across the three PISA cycles. Comparisons should only be made between a major and minor assessment domain once the domain has become the major assessment domain for the first time. For example:

- Reading literacy was the major assessment domain in PISA 2000. Therefore, PISA 2000 is able to be compared with PISA 2003 and PISA 2006 for reading literacy results.
- Mathematical literacy was the major assessment domain in PISA 2003. Therefore, PISA 2003 is able to be compared with PISA 2006 for mathematical literacy results.
- Scientific literacy was the major assessment domain in PISA 2006 (results to be included in the 2009 Report). Therefore, PISA 2006 is not able to be compared with previous cycles for scientific literacy.

### *Reading performance*

‘Reading performance’ is an indicator of students’ achievement in a core curriculum area (box 4.9).

#### **Box 4.9 Reading performance**

‘Reading performance’ is an indicator of governments’ objective that young Australians should attain high standards of knowledge, skill and understanding in core curriculum areas.

Reading performance is defined as the proportion of assessed years 3, 5 and 7 students who achieved the national reading benchmark for a given year, reported by sex, Indigenous status and LBOTE status. The benchmarks describe nationally agreed minimum acceptable standards for reading performance at years 3, 5 and 7. Student performance is measured (or assessed) by State-based testing programs which are equated by a national process designed to (or intended to) allow comparable reporting against the benchmarks.

Holding other factors equal, a high or increasing proportion of students achieving the reading benchmark is desirable. This indicator is affected by socioeconomic circumstances, age, length of time spent in schooling, and LBOTE and Indigenous status.

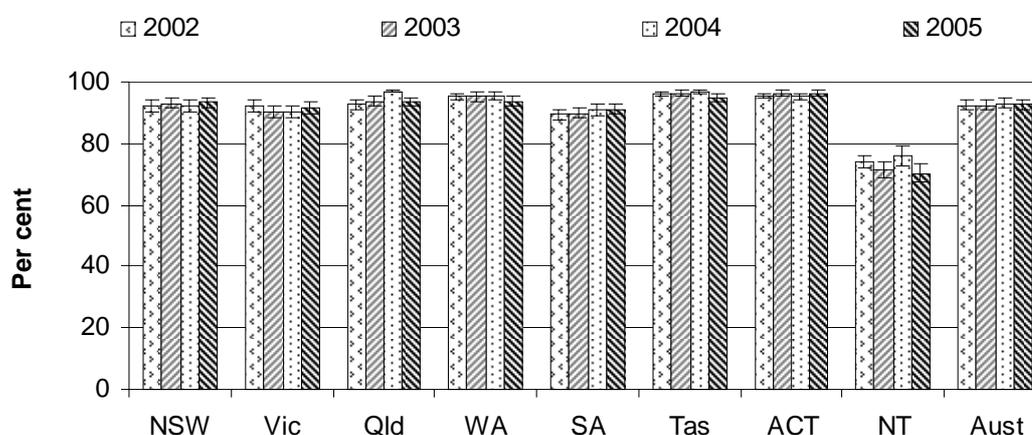
Nationally, the proportion of assessed year 3 students who achieved the reading benchmark in 2005 was 91.1–94.3 per cent (figure 4.17). The national proportion of students by equity group who achieved the year 3 reading benchmark in 2005 was:

- 93.1–95.7 per cent for female students, higher than the proportion for male students (89.3–93.1 per cent)
- 73.7–82.3 per cent for Indigenous students
- 90.2–93.8 per cent for LBOTE students (figure 4.18).

The proportion of assessed year 5 students who achieved the reading benchmark in 2005 was 85.7–89.3 per cent nationally (figure 4.19). The proportion of students by equity group who achieved the year 5 reading benchmark in 2005 was:

- 88.5–91.7 per cent for female students, higher than the proportion for male students (83.1–87.1 per cent)
- 58.7–66.9 per cent for Indigenous students
- 84.1–88.3 per cent for LBOTE students (figure 4.20).

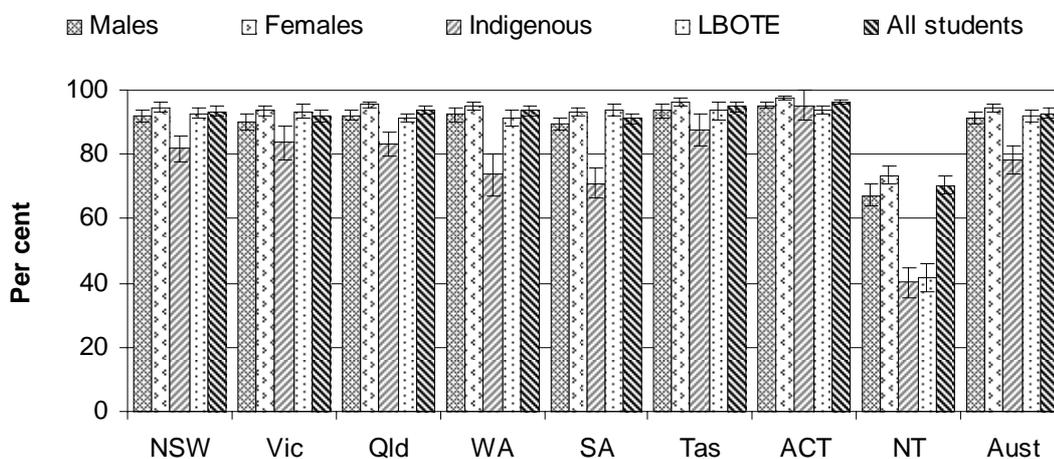
Figure 4.17 **Proportion of year 3 students achieving the reading benchmark<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.29-30, 4A.45-46, 4A.63-64, 4A.81-82.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.26, 4A.41, 4A.59 and 4A.77.

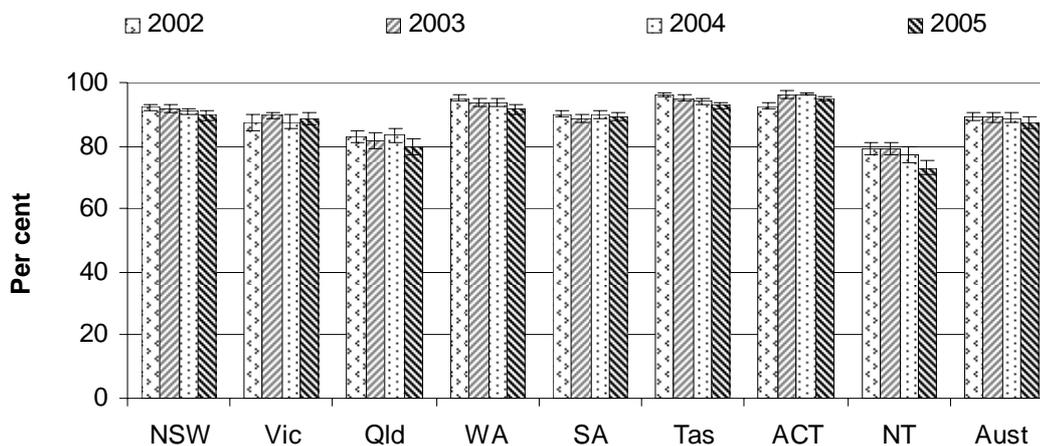
Figure 4.18 Proportion of year 3 students achieving the reading benchmark, by equity group, 2005<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.81-82.

Source: MCEETYA (2007a); table 4A.77.

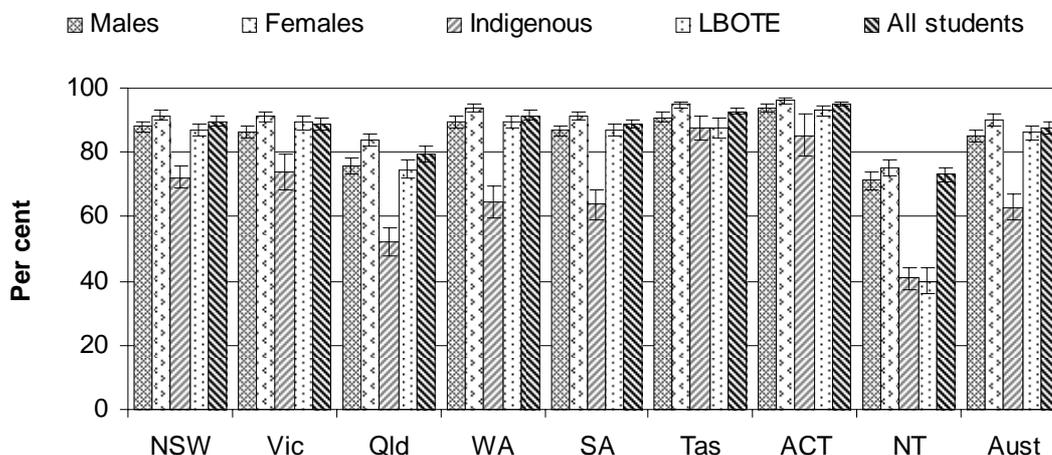
Figure 4.19 Proportion of year 5 students achieving the reading benchmark<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.29-30, 4A.45-46, 4A.63-64, 4A.81-82.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.27, 4A.42, 4A.60 and 4A.78.

**Figure 4.20 Proportion of year 5 students achieving the reading benchmark, by equity group, 2005<sup>a, b</sup>**

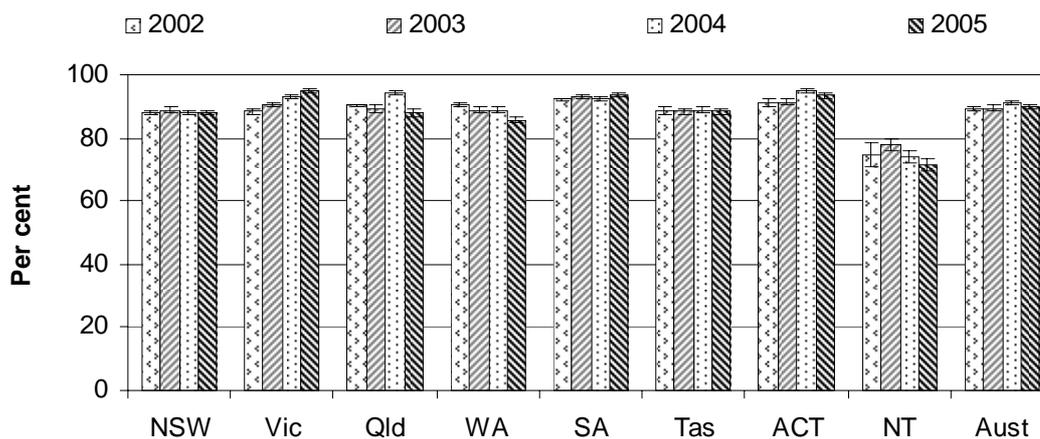


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.81-82.

Source: MCEETYA (2007a); table 4A.78.

The proportion of assessed year 7 students who achieved the reading benchmark in 2005 was 89.0–90.6 per cent nationally (figure 4.21).

**Figure 4.21 Proportion of year 7 students achieving the reading benchmark<sup>a, b</sup>**



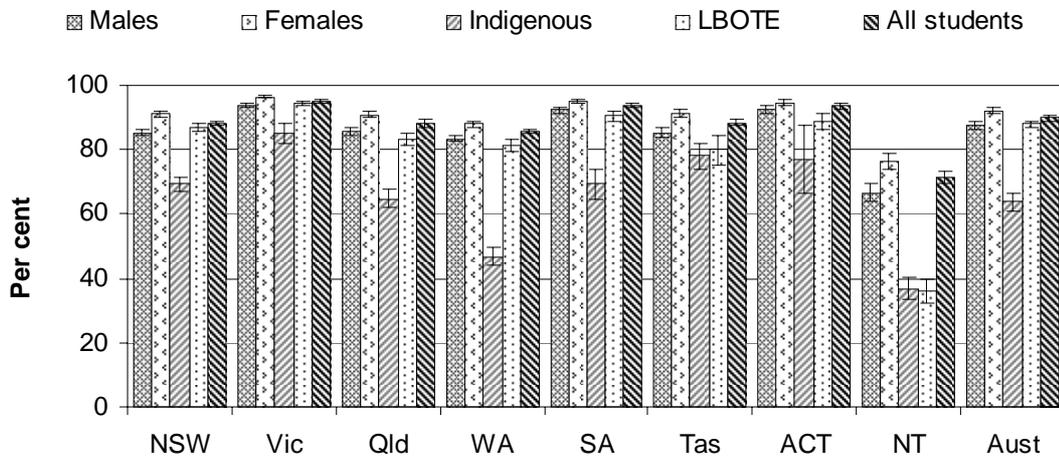
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.29-30, 4A.45-46, 4A.63-64, 4A.81-82.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.28, 4A.43, 4A.61 and 4A.79.

The proportion of students by equity group who achieved the year 7 reading benchmark in 2005 was:

- 91.4–93.0 per cent for female students, higher than the proportion for male students (86.6–88.6 per cent)
- 60.9–66.7 per cent for Indigenous students
- 86.7–89.1 per cent for LBOTE students (figure 4.22).

Figure 4.22 Proportion of year 7 students achieving the reading benchmark, by equity group, 2005<sup>a, b</sup>



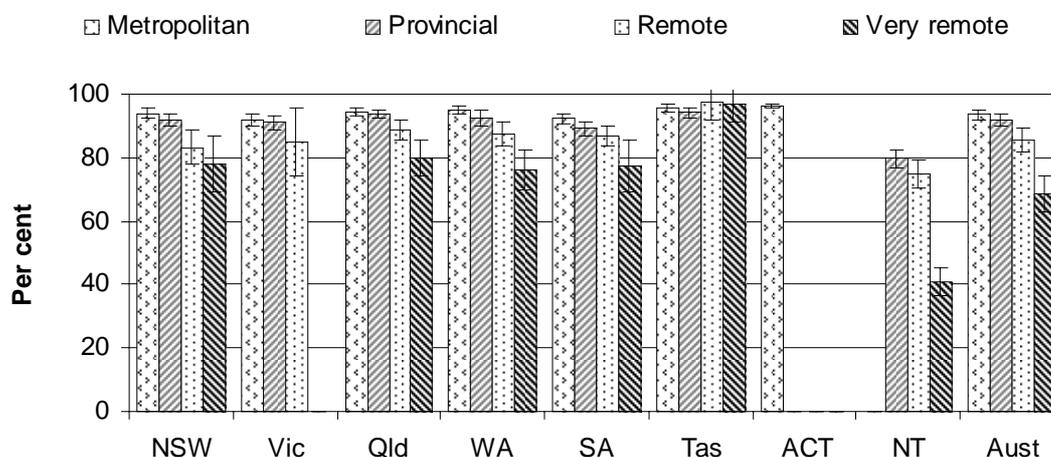
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.81-82.

Source: MCEETYA (2007a); table 4A.79.

Nationally, the proportion of assessed students from metropolitan areas who achieved the reading benchmark in 2005 was:

- 92.1–94.9 per cent for year 3 students, no different to the proportion for provincial students (89.7–93.7 per cent), and above the proportion for remote students (81.7–89.5 per cent) and very remote students (62.8–74.4 per cent) (figure 4.23)
- 86.9–90.3 per cent for year 5 students, no different to the proportion for provincial students (84.3–88.3 per cent), and above the proportion for remote (73.8–81.4 per cent) and very remote students (48.4–59.4 per cent) (table 4A.80)
- 90.2–91.8 per cent for year 7 students, above the proportion for provincial (87.5–89.7 per cent), remote (75.0–82.0 per cent) and very remote students (47.9–58.5 per cent) (table 4A.80).

Figure 4.23 Proportion of year 3 students achieving the reading benchmark, by geolocation, 2005<sup>a, b, c</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 4A.80. <sup>c</sup> Insufficient or no students in an area of geographic classification are not included. There are no very remote areas in Victoria. There are no provincial, remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

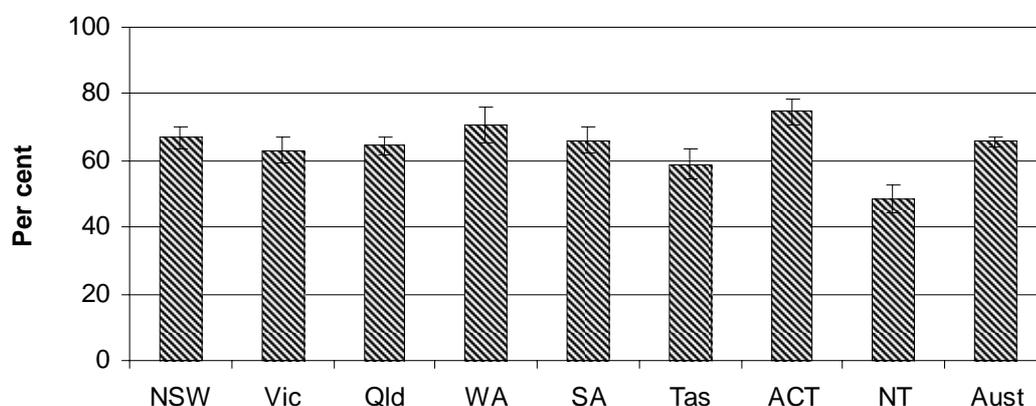
Source: MCEETYA (2007a); table 4A.80.

National data on the proportion of assessed Indigenous students in years 3, 5 and 7 achieving the reading benchmark in 2005, by metropolitan, provincial, remote and very remote areas, are reported in table 4.7.

In PISA 2006 the proportion of 15 year old students who achieved at level 3 or above in reading literacy was:

- 63.8–67.4 per cent for all Australian students (figure 4.24)
- 71.5–75.5 per cent for female students, higher than the proportion for male students (55.6–60.4 per cent)
- 28.5–38.5 per cent for Indigenous students, 33.2–64.6 per cent for geographically remote students and 45.6–50.0 per cent for students from low socioeconomic status families (table 4A.102).

Figure 4.24 Proportion of 15 year old students achieving level 3 or above, overall reading literacy scale, 2006<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence intervals associated with each point estimate. <sup>b</sup> The PISA overall reading literacy scale has five defined proficiency levels, from level 5 (the highest) to level 1 (the lowest) with an additional level referred to as 'Below level 1' which covers those students who are unable to reach even the first threshold of the skills that PISA seeks to measure. Level 3 or above can be described as a level of achievement that is reasonably challenging and which requires students to demonstrate more than minimal or elementary skills to be regarded as reaching it.

Source: ACER (unpublished); table 4A.101.

### Writing performance

'Writing performance' is an indicator of students' achievement in a core curriculum area (box 4.10).

#### Box 4.10 Writing performance

'Writing performance' is an indicator of governments' objective that young Australians should attain high standards of knowledge, skill and understanding in core curriculum areas.

Writing performance is defined as the proportion of assessed years 3, 5 and 7 students who achieved the national writing benchmark for a given year, reported by sex, Indigenous status and LBOTE status. The benchmarks describe nationally agreed minimum acceptable standards for writing performance at years 3, 5 and 7. Student performance is measured (or assessed) by State-based testing programs which are equated by a national process designed to (or intended to) allow comparable reporting against the benchmarks.

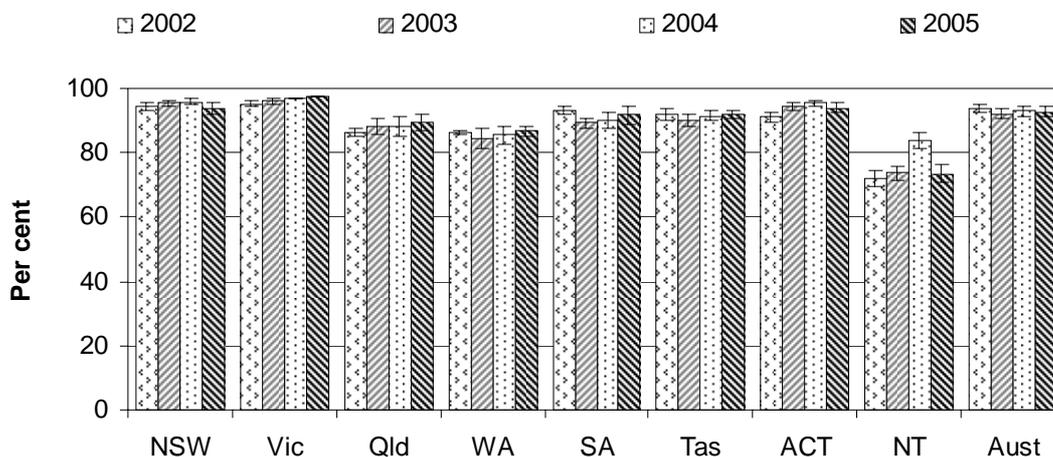
(Continued on next page)

**Box 4.10 (Continued)**

Holding other factors equal, a high or increasing proportion of students achieving the writing benchmark is desirable. This indicator is affected by socioeconomic circumstances, age, length of time spent in schooling, and LBOTE and Indigenous status.

- Nationally, the proportion of assessed year 3 students who achieved the writing benchmark in 2005 was 91.2–94.4 per cent (figure 4.25).

**Figure 4.25 Proportion of year 3 students achieving the writing benchmark<sup>a, b</sup>**



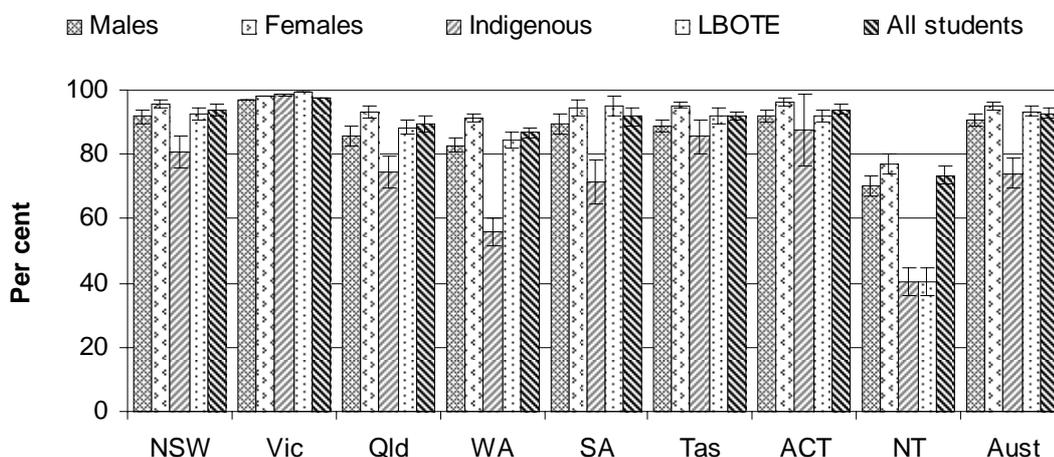
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.34-35, 4A.51-52, 4A.69-70 and 4A.87-88.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.31, 4A.47, 4A.65 and 4A.83.

The national proportion of students by equity group who achieved the year 3 writing benchmark in 2005 was:

- 93.8–96.4 per cent for female students, higher than the proportion for male students (88.7–92.7 per cent)
- 69.3–78.7 per cent for Indigenous students
- 91.9–94.9 per cent for LBOTE students (figure 4.26).

Figure 4.26 Proportion of year 3 students achieving the writing benchmark, by equity group, 2005<sup>a, b</sup>

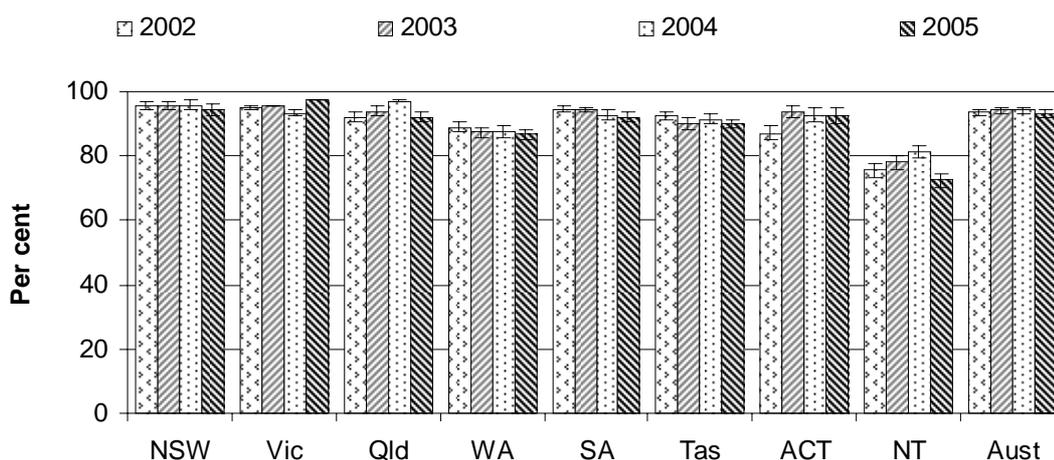


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.87-88.

Source: MCEETYA (2007a); table 4A.83.

Nationally, the proportion of assessed year 5 students who achieved the writing benchmark in 2005 was 92.0–94.6 per cent (figure 4.27).

Figure 4.27 Proportion of year 5 students achieving the writing benchmark<sup>a, b</sup>



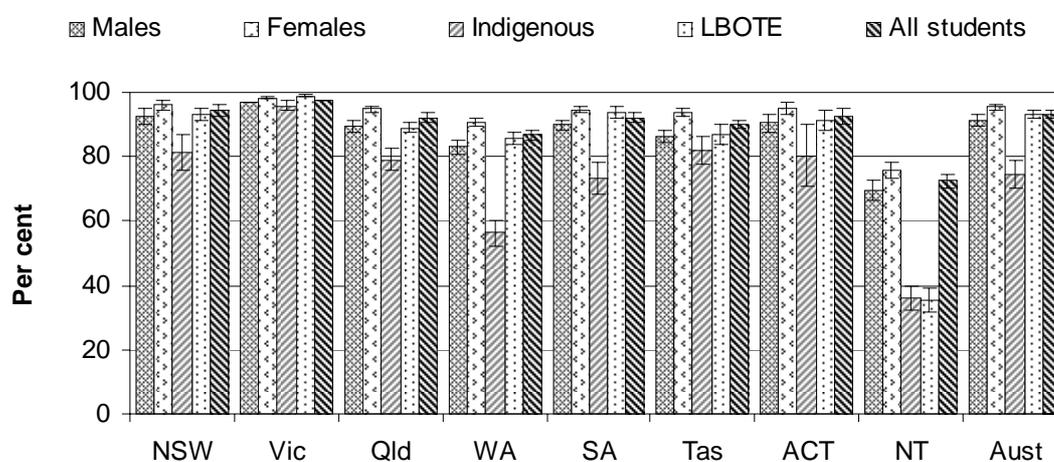
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.34-35, 4A.51-52, 4A.69-70 and 4A.87-88.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.32, 4A.48, 4A.66 and 4A.84.

The national proportion of students by equity group who achieved the year 5 writing benchmark in 2005 was:

- 94.4–96.4 per cent for female students, higher than the proportion for male students (89.6–93.0 per cent)
- 70.0–78.6 per cent for Indigenous students
- 91.7–94.5 per cent for LBOTE students (figure 4.28).

Figure 4.28 **Proportion of year 5 students achieving the writing benchmark, by equity group, 2005<sup>a, b</sup>**



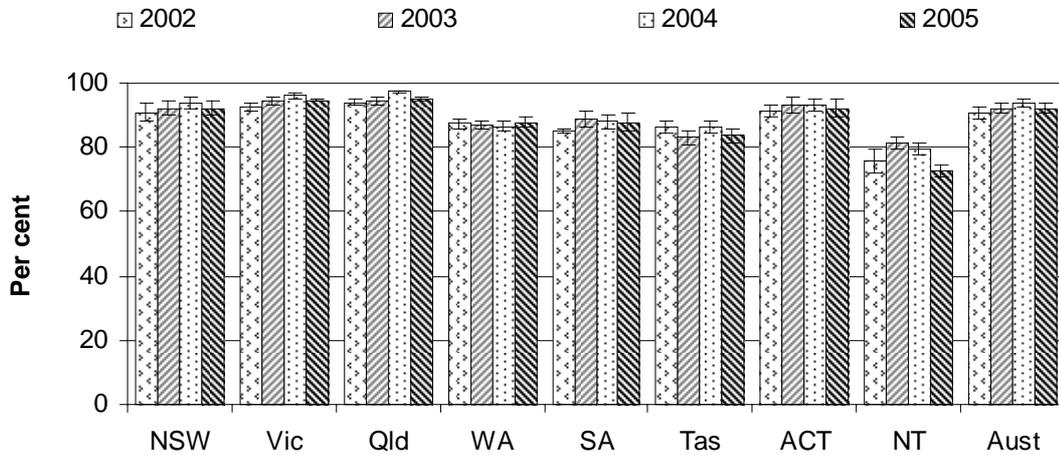
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.87-88.

Source: MCEETYA (2007a); table 4A.84.

Nationally, the proportion of assessed year 7 students who achieved the writing benchmark in 2005 was 90.7–93.7 per cent (figure 4.29). The national proportion of students by equity group who achieved the year 7 writing benchmark in 2005 was:

- 94.1–96.3 per cent for female students, higher than the proportion for male students (87.3–91.3 per cent)
- 68.0–76.6 per cent for Indigenous students
- 89.8–93.4 per cent for LBOTE students (figure 4.30).

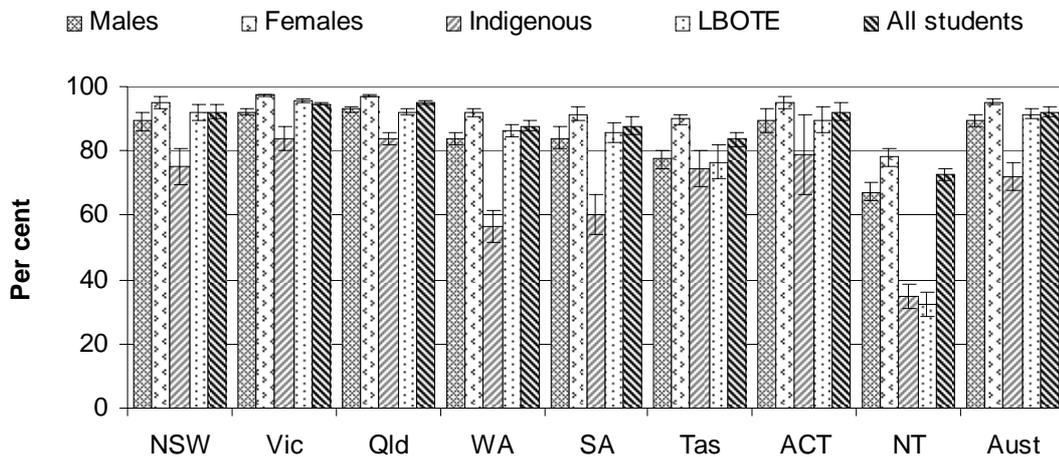
Figure 4.29 Proportion of year 7 students achieving the writing benchmark<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.34-35, 4A.51-52, 4A.69-70 and 4A.87-88.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.33, 4A.49, 4A.67 and 4A.85.

Figure 4.30 Proportion of year 7 students achieving the writing benchmark, by equity group, 2005<sup>a, b</sup>



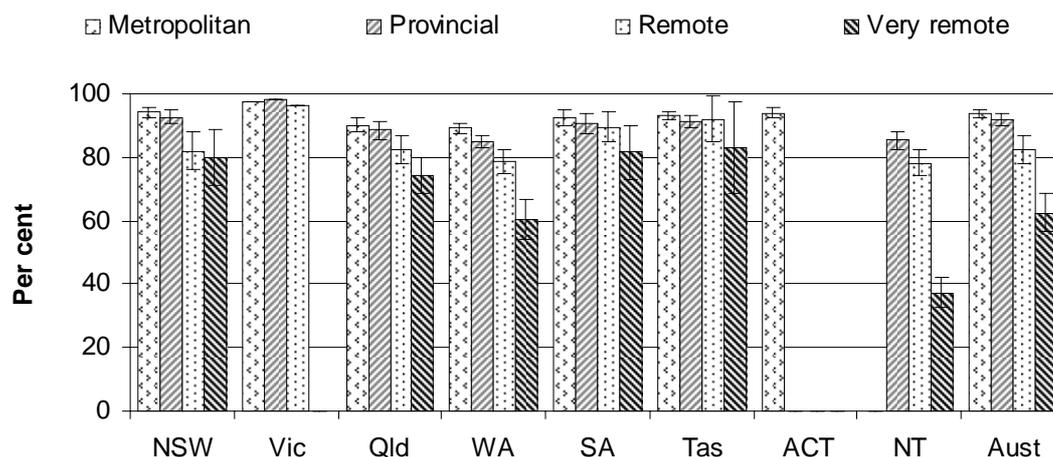
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.87-88.

Source: MCEETYA (2007a); table 4A.85.

Nationally, the proportion of assessed students from metropolitan areas who achieved the writing benchmark in 2005 was:

- 92.2–95.2 per cent for year 3 students, no different to the proportion for provincial students (90.2–94.0 per cent), and above the proportion for remote (78.0–87.0 per cent) and very remote students (56.3–68.3 per cent) (figure 4.31)
- 92.9–95.5 per cent for year 5 students, no different to the proportion for provincial students (91.0–94.4 per cent), and above the proportion for remote (78.2–86.4 per cent) and very remote students (55.0–65.4 per cent) (table 4A.86)
- 91.9–94.7 per cent for year 7 students, no different to the proportion for provincial students (88.9–92.5 per cent), and above the proportion for remote (78.3–85.9 per cent) and very remote students (54.1–64.1 per cent) (table 4A.86).

Figure 4.31 **Proportion of year 3 students achieving the writing benchmark, by geolocation, 2005<sup>a, b, c</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 4A.86. <sup>c</sup> Insufficient or no students in an area of geographic classification are not included. There are no very remote areas in Victoria. There are no provincial, remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2007a); table 4A.86.

National data on the proportion of assessed Indigenous students in years 3, 5 and 7 achieving the writing benchmark in 2005, by metropolitan, provincial, remote and very remote areas, are reported in table 4.7.

### Numeracy performance

'Numeracy performance' is an indicator of students' achievement in a core curriculum area (box 4.11).

### Box 4.11 Numeracy performance

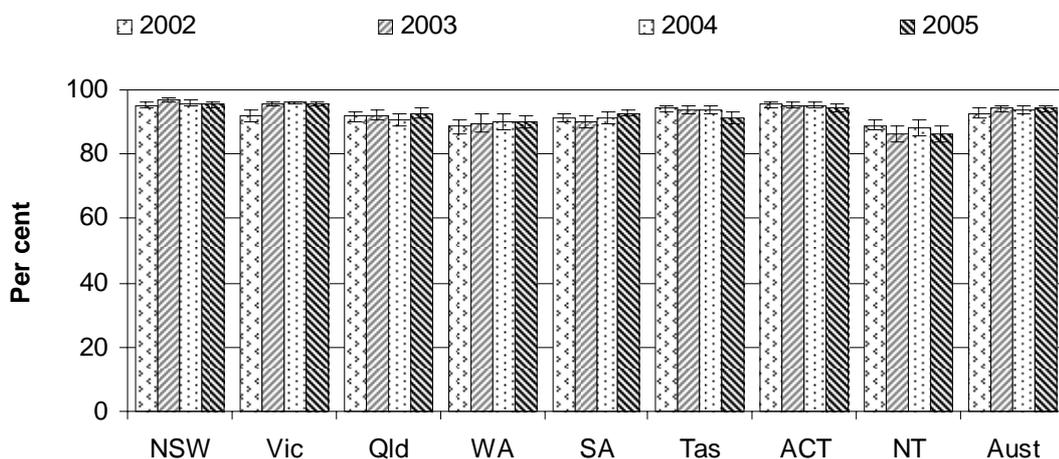
'Numeracy performance' is an indicator of governments' objective that young Australians should attain high standards of knowledge, skill and understanding in core curriculum areas.

Numeracy performance is defined as the proportion of assessed years 3, 5 and 7 students who achieved the national numeracy benchmark for a given year, reported by sex, Indigenous status and LBOTE status. The benchmarks describe nationally agreed minimum acceptable standards for numeracy performance at years 3, 5 and 7. Student performance is measured (or assessed) by State-based testing programs which are equated by a national process designed to (or intended to) allow comparable reporting against the benchmarks.

Holding other factors equal, a high or increasing proportion of students achieving the numeracy benchmark is desirable. This indicator is affected by socioeconomic circumstances, age, length of time spent in schooling, and LBOTE and Indigenous status.

Nationally, the proportion of assessed year 3 students who achieved the numeracy benchmark in 2005 was 93.0–95.2 per cent (figure 4.32).

Figure 4.32 Proportion of year 3 students achieving the numeracy benchmark<sup>a, b</sup>



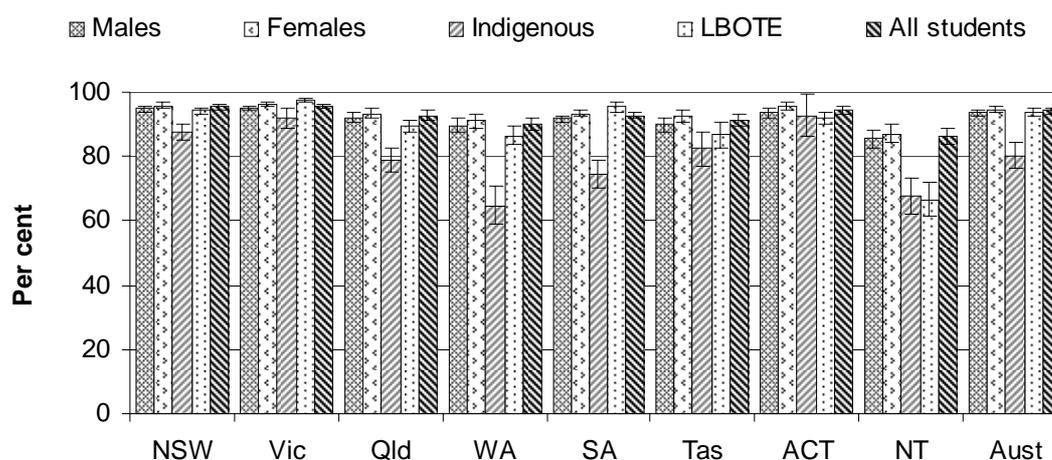
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.39-40, 4A.56-57, 4A.75-76 and 4A.93-94.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.36, 4A.53, 4A.71 and 4A.89.

The national proportion of students by equity group who achieved the year 3 numeracy benchmark in 2005 was:

- 93.6–95.8 per cent for female students, no different to the proportion for male students (92.4–94.6 per cent)
- 76.6–84.2 per cent for Indigenous students
- 92.8–95.2 per cent for LBOTE students (figure 4.33).

Figure 4.33 **Proportion of year 3 students achieving the numeracy benchmark, by equity group, 2005<sup>a, b</sup>**



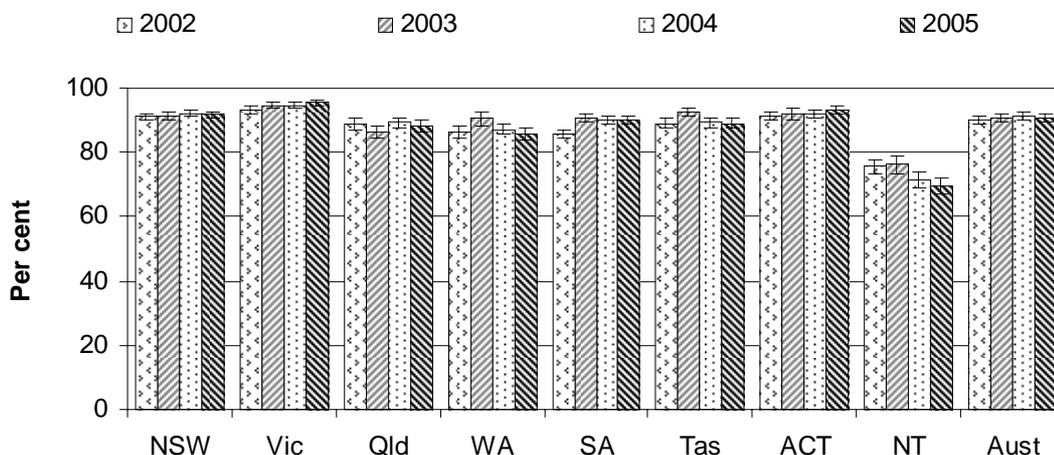
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.93-94.

Source: MCEETYA (2007a); tables 4A.89.

Nationally, the proportion of assessed year 5 students who achieved the numeracy benchmark in 2005 was 89.5–92.1 per cent (figure 4.34). The national proportion of students by equity group who achieved the year 5 numeracy benchmark in 2005 was:

- 89.8–92.6 per cent for female students, no different to the proportion for male students (89.2–91.8 per cent)
- 62.6–70.4 per cent for Indigenous students
- 88.6–91.4 per cent for LBOTE students (figure 4.35).

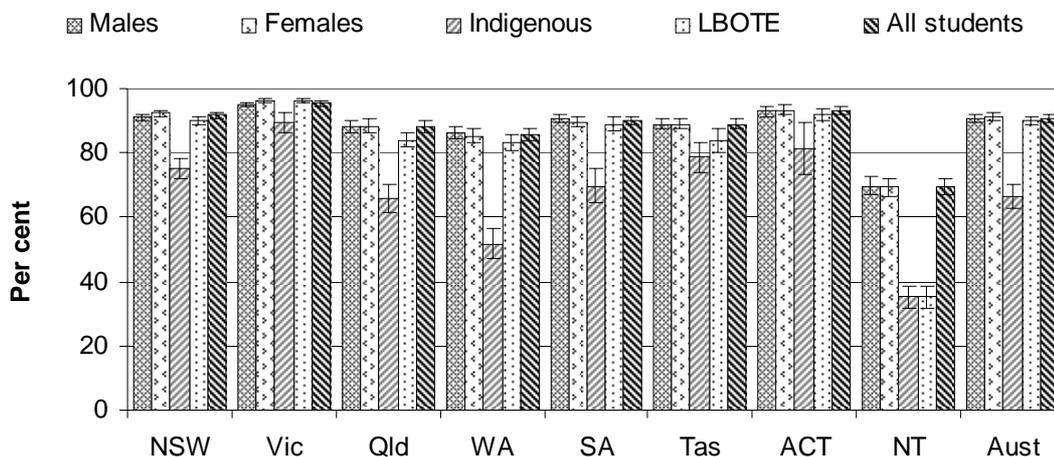
Figure 4.34 Proportion of year 5 students achieving the numeracy benchmark<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.39-40, 4A.56-57, 4A.75-76 and 4A.93-94.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.37, 4A.54, 4A.72 and 4A.90.

Figure 4.35 Proportion of year 5 students achieving the numeracy benchmark, by equity group, 2005<sup>a, b</sup>

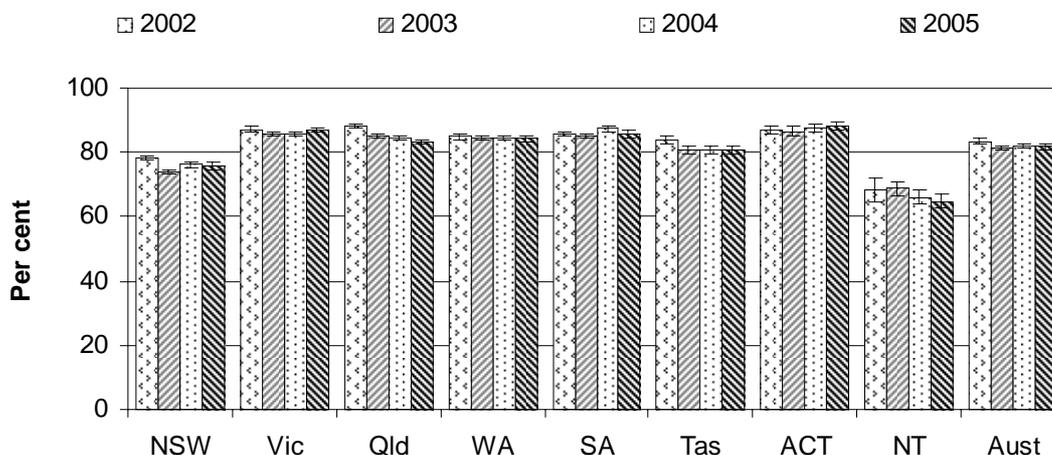


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.93-94.

Source: MCEETYA (2007a); table 4A.90.

Nationally, the proportion of assessed year 7 students who achieved the numeracy benchmark in 2005 was 80.9–82.7 per cent (figure 4.36).

Figure 4.36 **Proportion of year 7 students achieving the numeracy benchmark<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.39-40, 4A.56-57, 4A.75-76 and 4A.93-94.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a); tables 4A.38, 4A.55, 4A.73 and 4A.91.

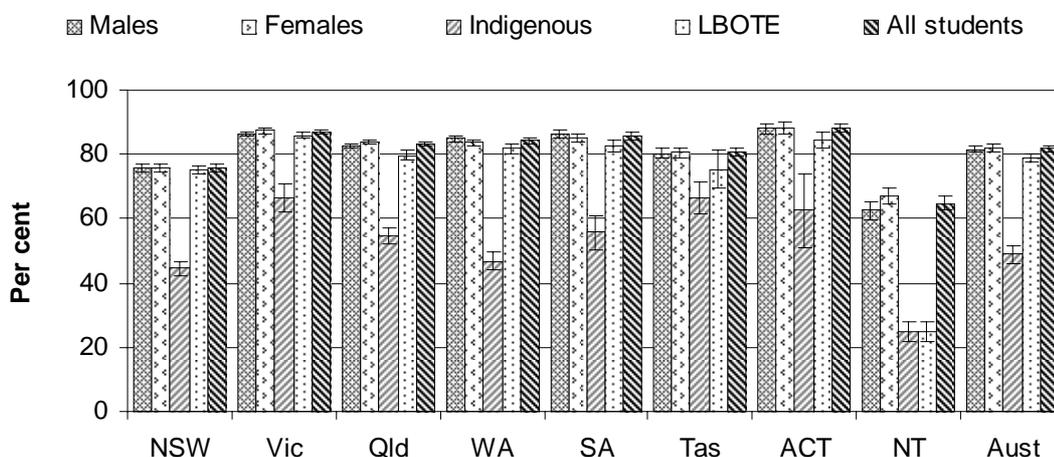
The proportion of students by equity group who achieved the year 7 numeracy benchmark in 2005 was:

- 81.0–83.0 per cent for female students, no different to the proportion for male students (80.7–82.5 per cent)
- 45.9–51.7 per cent for Indigenous students
- 77.5–80.1 per cent for LBOTE students (figure 4.37).

Nationally, the proportion of assessed students from metropolitan areas who achieved the numeracy benchmark in 2005 was:

- 93.6–95.6 per cent for year 3 students, no different to the proportion for provincial students (92.5–95.1 per cent), and above the proportion for remote (83.4–90.8 per cent) and very remote students (66.7–77.9 per cent) (figure 4.38)
- 90.6–93.0 per cent for year 5 students, no different to the proportion for provincial students (88.6–91.6 per cent), and above the proportion for remote (75.2–82.8 per cent) and very remote students (49.3–59.7 per cent) (table 4A.92)
- 82.2–84.0 per cent for year 7 students, above the proportion for provincial (78.7-81.1 per cent), remote (68.7–76.1 per cent) and very remote students (44.7–54.1 per cent) (table 4A.92).

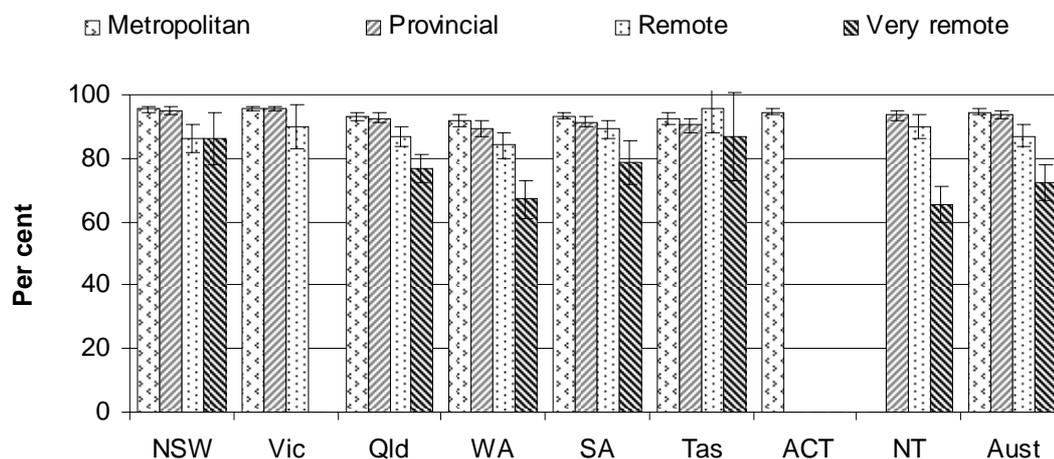
Figure 4.37 Proportion of year 7 students achieving the numeracy benchmark, by equity group, 2005<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.93-94.

Source: MCEETYA (2007a); table 4A.91.

Figure 4.38 Proportion of year 3 students achieving the numeracy benchmark, by geolocation, 2005<sup>a, b, c</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 4A.92. <sup>c</sup> Insufficient or no students in an area of geographic classification are not included. There are no very remote areas in Victoria. There are no provincial, remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2007a); table 4A.92.

National data on the proportion of assessed Indigenous students in years 3, 5 and 7 achieving the numeracy benchmark in 2005, by metropolitan, provincial, remote

and very remote areas, are reported in table 4.7. In reading, writing and numeracy, and across all year levels (years 3, 5 and 7), learning outcomes for students declined as the degree of remoteness increased. This decline in performance was particularly marked for Indigenous students.

**Table 4.7 National learning outcomes for Indigenous and all students, by geolocation, 2005<sup>a, b</sup>**

	<i>Metropolitan</i>		<i>Provincial</i>		<i>Remote</i>		<i>Very remote</i>	
	<i>Indig</i>	<i>All</i>	<i>Indig</i>	<i>All</i>	<i>Indig</i>	<i>All</i>	<i>Indig</i>	<i>All</i>
Per cent achieving benchmark	%	%	%	%	%	%	%	%
<b>Reading</b>								
Year 3	85.0	93.5	80.3	91.7	64.2	85.6	47.2	68.6
CI	$\pm 4.3$	$\pm 1.4$	$\pm 5.1$	$\pm 2.0$	$\pm 9.8$	$\pm 3.9$	$\pm 8.4$	$\pm 5.8$
Year 5	70.0	88.6	66.4	86.3	48.4	77.6	29.4	53.9
CI	$\pm 5.5$	$\pm 1.7$	$\pm 5.0$	$\pm 2.0$	$\pm 9.1$	$\pm 3.8$	$\pm 6.9$	$\pm 5.5$
Year 7	71.8	91.0	66.6	88.6	46.0	78.5	27.8	53.3
CI	$\pm 6.8$	$\pm 0.8$	$\pm 4.1$	$\pm 1.1$	$\pm 8.7$	$\pm 3.5$	$\pm 6.4$	$\pm 5.2$
<b>Writing</b>								
Year 3	81.6	93.7	77.4	92.1	55.9	82.5	38.9	62.3
CI	$\pm 3.1$	$\pm 1.5$	$\pm 5.6$	$\pm 1.9$	$\pm 10.2$	$\pm 4.5$	$\pm 7.2$	$\pm 6.0$
Year 5	82.4	94.2	78.9	92.7	57.1	82.3	36.6	60.2
CI	$\pm 7.1$	$\pm 1.3$	$\pm 5.3$	$\pm 1.7$	$\pm 9.5$	$\pm 4.1$	$\pm 6.8$	$\pm 5.2$
Year 7	81.1	93.3	75.7	90.7	54.6	82.1	36.1	59.1
CI	$\pm 8.5$	$\pm 1.4$	$\pm 5.1$	$\pm 1.8$	$\pm 9.2$	$\pm 3.8$	$\pm 5.6$	$\pm 5.0$
<b>Numeracy</b>								
Year 3	83.5	94.6	80.0	93.8	66.7	87.1	56.1	72.3
CI	$\pm 5.4$	$\pm 1.0$	$\pm 5.4$	$\pm 1.3$	$\pm 10.2$	$\pm 3.7$	$\pm 8.1$	$\pm 5.6$
Year 5	74.5	91.8	71.7	90.1	49.0	79.0	29.5	54.5
CI	$\pm 6.3$	$\pm 1.2$	$\pm 4.8$	$\pm 1.5$	$\pm 8.5$	$\pm 3.8$	$\pm 6.3$	$\pm 5.2$
Year 7	54.9	83.1	50.9	79.9	34.1	72.4	21.3	49.4
CI	$\pm 7.5$	$\pm 0.9$	$\pm 4.4$	$\pm 1.2$	$\pm 7.8$	$\pm 3.7$	$\pm 5.5$	$\pm 4.7$

**CI** = 95 per cent confidence interval **Indig** = Indigenous students **All** = All students.

<sup>a</sup> The achievement percentages reported in this table include 95 per cent confidence intervals (for example, 80.0 per cent  $\pm$  2.7 per cent). <sup>b</sup> Geolocation data are based on the MCEETYA Schools Geographic Location Classification and represent school location.

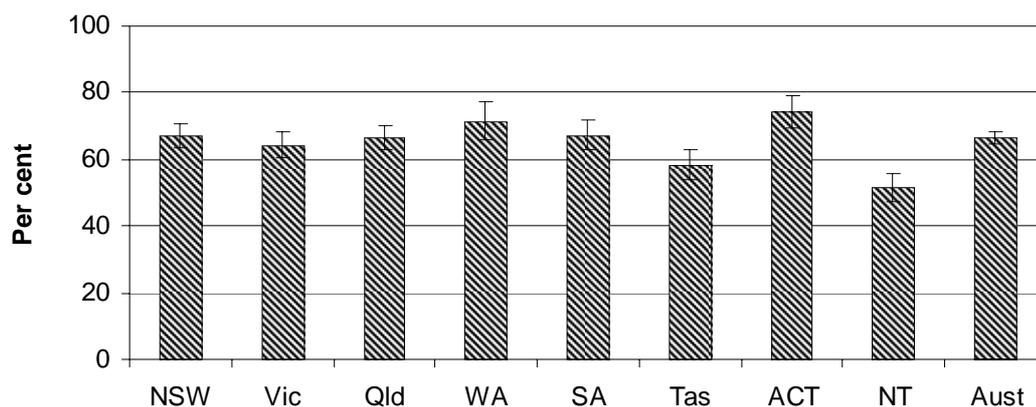
Source: MCEETYA, 2007, Supplementary 2005 table: Geolocation – Percentage of students achieving the benchmark, [http://www.cms.curriculum.edu.au/anr2005/pdfs/2005\\_Indigenous\\_benchmarks.pdf](http://www.cms.curriculum.edu.au/anr2005/pdfs/2005_Indigenous_benchmarks.pdf) (accessed 12 December 2007).

In PISA 2006 the proportion of 15 year old students who achieved at level 3 or above in mathematical literacy was:

- 64.7–68.3 per cent for all Australian students (figure 4.39)
- 66.2–71.0 per cent for male students and 62.1–66.5 per cent for female students

- 27.2–37.6 per cent for Indigenous students, 32.6–55.3 per cent for geographically remote students and 47.8–52.6 per cent for students from low socioeconomic status families (table 4A.104).

Figure 4.39 **Proportion of 15 year old students achieving level 3 or above, overall mathematical literacy scale, 2006<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence intervals associated with each point estimate. <sup>b</sup> The PISA overall mathematical literacy scale has six defined proficiency levels, from level 6 (the highest) to level 1 (the lowest) with an additional level referred to as 'Below level 1' which covers those students who are unable to reach even the first threshold of the skills that PISA seeks to measure. Level 3 or above can be described as a level of achievement that is reasonably challenging and which requires students to demonstrate more than minimal or elementary skills to be regarded as reaching it.

Source: ACER (Unpublished); table 4A.103.

### *Science literacy performance*

'Science literacy performance' is an indicator of students' achievement in a core curriculum area (box 4.12).

#### **Box 4.12 Science literacy performance**

'Science literacy performance' is an indicator of governments' objective that young Australians should attain high standards of knowledge, skill and understanding in core curriculum areas.

Science literacy performance is defined as the proportion of sampled year 6 primary students achieving at or above the proficient standard in scientific literacy, reported by sex, Indigenous status, LBOTE status and geolocation (national data only are available for subgroups).

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**Box 4.12 (Continued)**

The proficient standard for performance in scientific literacy is set at proficiency level 3.2 (of levels 1 to 4 or above) for year 6 (MCEETYA 2004). This is a reasonably challenging level of performance where to be regarded as having reached the proficient standard, students need to demonstrate more than the minimal or elementary skills expected of a student at that year level (PMRT unpublished).

This standard differs from the literacy and numeracy benchmark standards, where the focus is on identifying the minimum skill and knowledge requirements students would be expected to demonstrate to progress to the next level of schooling. Student performance is measured (or assessed) by a national sample assessment program resulting in comparable reporting against the standard.

Holding other factors equal, a high proportion of students achieving at or above the applicable proficient standard in scientific literacy is desirable.

This indicator is affected by socioeconomic circumstances, age, length of time spent in schooling, and LBOTE and Indigenous status.

The National Assessment Program — Science Literacy, Year 6 measures the scientific literacy of a sample of students and is conducted triennially. It was first conducted in 2003, and a second time in 2006. Results from the 2003 national science literacy sample assessment were discussed in detail in the 2006 Report (SCRGSP 2006, pages 3.59–62), with data reproduced in tables 4A.95–97 of this Report. Results from the 2006 national science literacy sample assessment will be included in the 2009 Report.

Scientific literacy was the major assessment in the PISA 2006 cycle. Analysis of the 2006 PISA results for scientific literacy is required prior to determining a proxy standard for this domain. Scientific literacy results from PISA 2006 will be presented in the 2009 Report.

*Civics and citizenship performance*

‘Civics and citizenship performance’ is an indicator of students’ understanding and appreciation of Australia’s system of government and civic life (box 4.13).

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**Box 4.13 Civics and citizenship performance**

‘Civics and citizenship performance’ is an indicator of governments’ objective that students be active and informed citizens with an understanding and appreciation of Australia’s system of government and civic life.

Civics and citizenship performance is defined as the proportion of sampled year 6 and year 10 students achieving at or above the proficient standard in civic knowledge and understanding, reported by sex, Indigenous status, LBOTE status and geolocation (national data only are available for subgroups).

The proficient standard for performance in civics and citizenship is set at proficiency level 2 for year 6, and at level 3 for year 10 (of levels 1 to 5) (MCEETYA 2006b). This is a reasonably challenging level of performance where to be regarded as having reached the proficient standard, students need to demonstrate more than the minimal or elementary skills expected of a student at that year level (PMRT unpublished).

This standard differs from the literacy and numeracy benchmark standards, where the focus is on identifying the minimum skill and knowledge requirements students would be expected to demonstrate to progress to the next level of schooling. Student performance is measured (or assessed) by a national sample assessment program resulting in comparable reporting against the standard.

Holding other factors equal, a high proportion of students achieving at or above the applicable proficient standard in civics and citizenship performance is desirable.

This indicator is affected by socioeconomic circumstances, age, length of time spent in schooling, and LBOTE and Indigenous status.

The National Assessment Program — Civics and Citizenship, Years 6 and 10 measures the civics and citizenship performance of a sample of students and is conducted triennially (MCEETYA 2006b). It was conducted for the first time in 2004 and again in 2007. Results from the 2004 national civics and citizenship sample assessment were discussed in detail in the 2007 Report (SCRGSP 2007a, pages 3.56–59), with data reproduced in tables 4A.98–100 of this Report. Results from the 2007 national civics and citizenship sample assessment will be included in the 2009 Report.

*Information and communication technology literacy performance*

‘Information and communication technology literacy performance’ is an indicator of students’ knowledge and use of new technologies (box 4.14).

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**Box 4.14 Information and communication technology literacy performance**

'Information and communication technology literacy performance' is an indicator of governments' objective that young Australians should be confident, creative and productive users of new technologies.

Information and communication technology (ICT) literacy performance is defined as the proportion of sampled year 6 and year 10 students achieving at or above the proficient standard in ICT literacy.

Data collections for information and communication technology literacy indicators have been developed (see section 4.4 for details). Although assessments were undertaken in 2005, data were not available for this Report. Data for 2005 are anticipated to be available for the 2009 Report.

*Other outcomes*

*Vocational education and training (VET) in schools participation*

'VET in schools participation' is an indicator of students' access to a broad range of post-school options and pathways(box 4.15).

**Box 4.15 VET in schools participation**

'VET in schools participation' is an indicator of governments' objective to provide vocational education and training in schools to assist all young people to secure their own futures by enhancing their transition to a broad range of post-school options and pathways.

The VET in schools participation rate is defined as the number of school students undertaking VET (with new apprenticeships and traineeships disaggregated) as part of their senior secondary school certificate in a calendar year, as a proportion of all school students undertaking a senior secondary school certificate in that year.

Holding other factors constant, a higher or increasing VET in schools participation rate may suggest an improvement in educational outcomes, through greater access to alternate pathways than traditional school education.

From 2005, the MCEETYA agreed that the Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS) is the standard for reporting VET in Schools activity in Australia. MCEETYA further agreed that these data would be collected by the senior secondary assessment authority in each State and Territory and reported through State Training

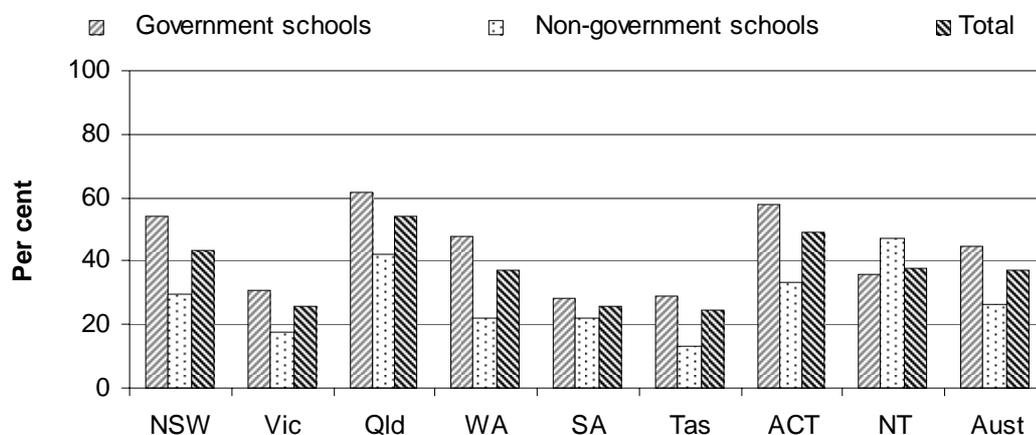
Authorities to the national VET database compiled by the National Centre for Vocational Education Research (NCVER).

As a result of collecting AVETMISS compliant data for the first time, the 2005 VET in Schools statistics are subject to some data quality problems, and caution should be exercised in drawing any conclusions or interpreting comparative trends across jurisdictions.

In 2005, 37.4 per cent of students undertaking a senior secondary school certificate undertook at least one unit of competency/module of VET in schools and 2.6 per cent of students undertaking a senior secondary school certificate undertook at least one unit of competency/module in a school-based apprenticeship or traineeship (table 4A.124).

Information on students participating in VET in schools by jurisdiction is presented in figure 4.40.

**Figure 4.40 Proportion of school students enrolled in a senior secondary school certificate who undertook at least one VET unit of competency/module, 2005<sup>a, b</sup>**



<sup>a</sup> Total includes other providers such as TAFE, community education and private providers. Due to small numbers these are not presented separately. <sup>b</sup> As a result of collecting AVETMISS compliant data for the first time, the 2005 MCEETYA VET in Schools statistics are subject to some data quality problems. These fall into four kinds: the number of student records provided to NCVER may be incomplete; there may be some fields that are intended to be used in producing the tables where no data are reported because, for example, it is not captured in school enrolment processes; the use of secondary data sources to determine some measures — for example, data to be obtained on the number of school students undertaking a senior secondary certificate — may not be sufficiently reliable or comparable to the AVETMISS compliant data; and differences in definitional and compilation practices used by states and territories to populate some fields, for example, the nominal hours field, resulting in anomalies between states and territories.

Source: NCVER (2007) 2005 VET in Schools preliminary data; table 4A.125.

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*Vocational education and training (VET) in schools attainment*

‘VET in schools attainment’ is an indicator of students’ success in achieving competency in the area of VET (box 4.16).

**Box 4.16 VET in schools attainment**

‘VET in schools attainment’ is an indicator of governments’ objective to provide vocational education and training in schools to assist all young people to secure their own futures by enhancing their transition to a broad range of post-school options and pathways.

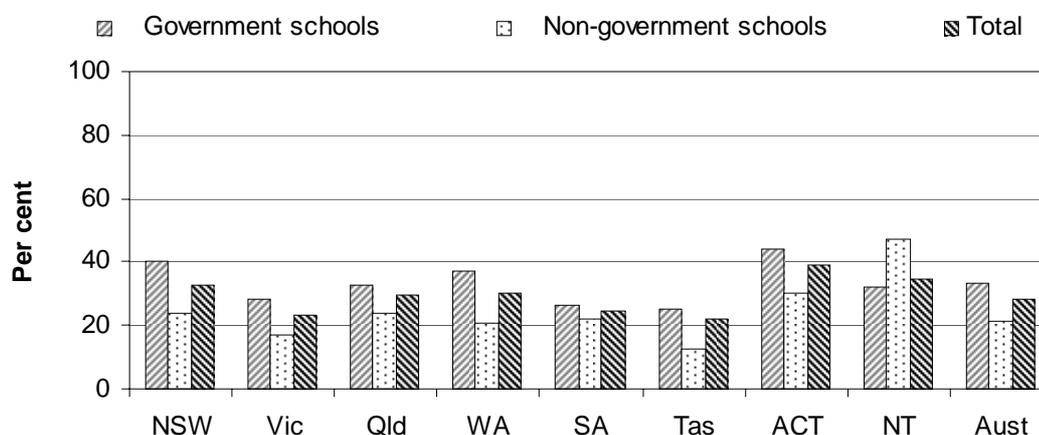
The VET in schools attainment rate is defined as the number of school students enrolled in a senior secondary school certificate in a calendar year who have completed at least one VET unit of competency/module as a proportion of all school students undertaking a senior secondary school certificate in that year.

Holding other factors constant, a higher or increasing VET in schools attainment rate, suggests a positive educational outcome.

VET in schools attainment data for 2005 should be used with caution due to data quality issues identified below box 4.15.

In 2005, while 37.4 per cent of students undertaking a senior secondary school certificate were enrolled in at least one unit of competency/module (figure 4.40), only 28.4 per cent of students undertaking a senior secondary school certificate successfully completed at least one unit of competency/module of VET in schools (table 4A.126). Information on students attainment of VET in schools by jurisdiction is presented in figure 4.41.

Figure 4.41 **Proportion of school students enrolled in a senior secondary school certificate who successfully completed at least one VET unit of competency/module, 2005<sup>a, b</sup>**



<sup>a</sup> Total includes other providers such as TAFE, community education and private providers. Due to small numbers these are not presented separately. <sup>b</sup> As a result of collecting AVETMISS compliant data for the first time, the 2005 MCEETYA VET in Schools statistics are subject to some data quality problems. These fall into four kinds: the number of student records provided to NCVET may be incomplete; there may be some fields that are intended to be used in producing the tables where no data are reported because, for example, it is not captured in school enrolment processes; the use of secondary data sources to determine some measures — for example, data to be obtained on the number of school students undertaking a senior secondary certificate — may not be sufficiently reliable or comparable to the AVETMISS compliant data; and, differences in definitional and compilation practices used by states and territories to populate some fields, for example, the nominal hours field, resulting in anomalies between states and territories.

Source: NCVET (2007) 2005 VET in Schools preliminary data; table 4A.126.

### Completion

‘Completion’ is an indicator of students’ success at the year 12 level (box 4.17).

#### Box 4.17 Completion

‘Completion’ rate is an indicator of governments’ objectives to develop fully the talents and capacities of young people through participation in schooling and for students to attain high standards of knowledge, skills and understanding through a comprehensive and balanced curriculum in the higher years of schooling.

The completion rate is defined as the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population.

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**Box 4.17 (Continued)**

The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by five. The criteria for obtaining a year 12 or equivalent certificate vary across jurisdictions. The completion rate is reported by socioeconomic status, location and sex.

Holding other factors constant, a higher or increasing completion rate suggests an improvement in educational outcomes. The aggregation of all postcode locations into three socioeconomic status categories — high, medium and low deciles — means there may be significant variation within the categories. Low deciles, for example, will include locations ranging from those of extreme disadvantage to those of moderate disadvantage.

Completion rates are primarily used as indicators of trends and are used, in part, because information on participation and retention rates is generally not available by socioeconomic background or geographic location. Comparisons across jurisdictions are not recommended and need to be made with care, for the following reasons:

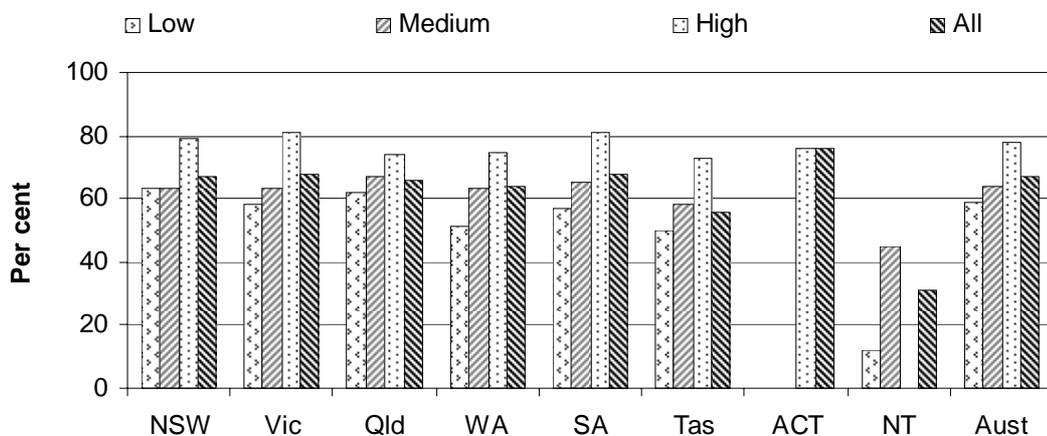
- assessment, reporting and requirements for obtaining year 12 certificates or equivalent vary across states and territories — for example, from moderated school-based assessment to a mix including external and internal assessment, and from completion of a pattern of study to a prescribed level of attainment
- inaccuracies arise from using both home postal address and school location address in compiling completion rates data
- small changes in population or completions can affect the estimates of completion rates, particularly for smaller states and territories
- students completing their secondary education in TAFE institutes are included in reporting for some jurisdictions and not in others, and the proportion of these students also varies across jurisdictions.

Nationally, the year 12 completion rate for all students was 67 per cent in 2006. The completion rate for male students was 60 per cent compared with 73 per cent for females (table 4A.121).

Socioeconomic status is determined according to the ABS Index of Disadvantage on the basis of postcode of students' home addresses. Low socioeconomic status is the average of the three lowest deciles, medium socioeconomic status is the average of the four medium deciles and high socioeconomic status is the average of the three highest deciles.

Nationally, year 12 completion rates for students from low (59 per cent) and medium socioeconomic backgrounds (64 per cent) were 19 percentage points and 14 percentage points respectively below those for students from a high (78 per cent) socioeconomic background in 2006 (figure 4.42). Completion rates were higher for female students than for male students in all socioeconomic categories (table 4A.121).

Figure 4.42 **Completion rates, year 12, by socioeconomic status, 2006**  
(per cent)<sup>a, b, c, d, e</sup>



<sup>a</sup> Completion rates are estimated by calculating the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population. The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by five. <sup>b</sup> The ABS Index of Disadvantage has been used to calculate socioeconomic status on the basis of postcode of students' home addresses. <sup>c</sup> Low socioeconomic status is the average of the three lowest deciles, medium socioeconomic status is the average of the four middle deciles and high socioeconomic status is the average of the three highest deciles. <sup>d</sup> A common total for socio-economic status and geolocation is selected for reporting all students' rates and this may mean totals for socioeconomic status differ slightly to those in other publications. <sup>e</sup> The populations in the high socioeconomic deciles of the NT and the low and medium socioeconomic deciles of the ACT are too small to produce meaningful results. Consequently the high socioeconomic deciles of the NT have been combined in the medium, and the low and medium socioeconomic deciles of the ACT have been combined in the high.

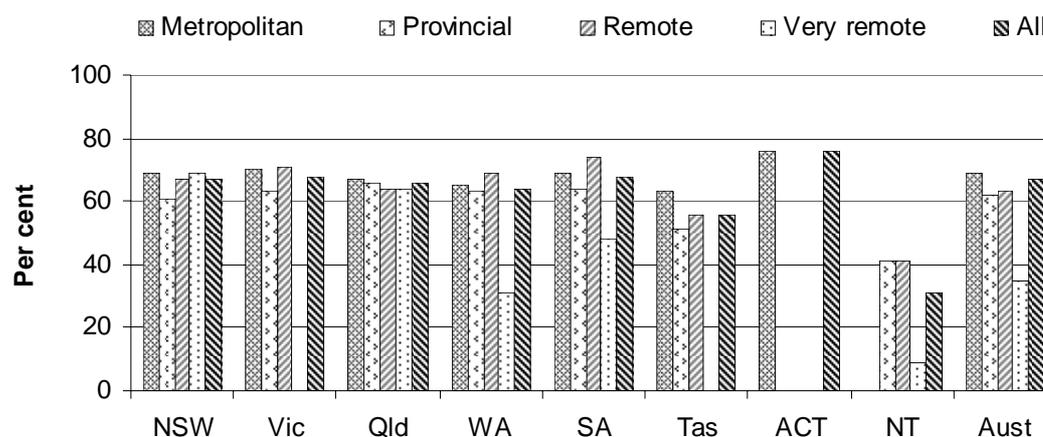
Source: DEST (unpublished); table 4A.121.

Geographic isolation is determined using the agreed MCEETYA Geographic Location Classification.

Nationally, the completion rate was higher in the metropolitan zone (69 per cent) than in all areas (67 per cent). The completion rate was lower in the provincial zone (62 per cent), remote areas (63 per cent) and very remote areas (35 per cent), than for all areas (figure 4.43).

Gender differences are also evident with completion rates higher for females for all localities. In the metropolitan zone, the female completion rate was 74 per cent compared with 64 per cent for males. In the remote zone, the female completion rate was 75 per cent compared with 53 per cent for males (table 4A.122). Time series data on national completion rates are shown in tables 4A.121 and 4A.122.

Figure 4.43 **Completion rates, year 12, by geolocation, 2006 (per cent)<sup>a, b, c, d, e</sup>**



<sup>a</sup> Completion rates are estimated by calculating the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population. The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by five. <sup>b</sup> Definitions are based on the agreed MCEETYA Geographic Location Classification. <sup>c</sup> The ACT is included in the metropolitan zone. <sup>d</sup> Darwin is included in the provincial zone. <sup>e</sup> There are no very remote areas in Victoria and the ACT. The very remote population in Tasmania is too small to give meaningful results and has been combined with the remote.

Source: DEST (unpublished); table 4A.122.

### Destination

‘Destination’ is an indicator of students’ post-school education and training (box 4.18).

#### Box 4.18 Destination

‘Destination’ (school leaver destination) is an indicator of governments’ objective to develop fully the talents and capacities of young people through schooling. The aim is to provide information about what happens to students after they leave school.

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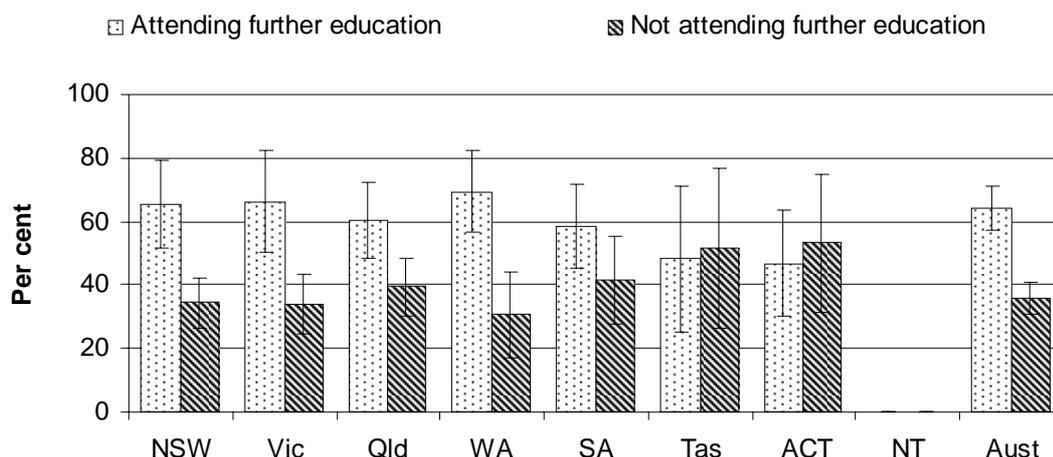
**Box 4.18 (Continued)**

School leaver destination is defined as the number of school leavers who left school in a given year and who in May the following year were attending post-school education and training, as a percentage of all school leavers in the given year. It is reported by highest level of schooling completed (year 12 or year 11 and below).

Holding other factors constant, a higher or increasing estimated proportion of school leavers attending post-school study suggests that school leavers have greater exposure to further study, which is likely to result in improved educational and employment outcomes. Destination of school leavers is influenced by a number of factors including the level of unemployment.

School leaver destination data disaggregated by jurisdiction need to be used with caution, especially for the smaller jurisdictions, due to the large confidence intervals associated with these survey data. Nationally, in 2006, 63.9 per cent of year 12 school leavers were enrolled in further study, with 42.8 per cent attending higher education and 21.1 per cent attending TAFE courses or other study (figure 4.44, table 4A.123). For year 11 and below school leavers, 33.3 per cent were attending further education, almost all in TAFE or other study (table 4A.123).

**Figure 4.44 Destination of year 12 students, 2006<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> Data are for year 12 students who left school in 2006. <sup>b</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>c</sup> The categories for employment and enrolment are not exclusive. That is, for example, people enrolled may also be employed. <sup>d</sup> 'Not attending' includes people in full time employment and 'other', which includes part time workers, unemployed people and people not in the labour force. <sup>e</sup> Estimates for Tasmania and ACT have relative standard errors greater than 25 per cent and should be used with caution. <sup>f</sup> The estimate for NT is greater than 50 per cent and is therefore not included in this figure as it is considered too unreliable for general use.

Source: ABS survey of Education and Work (unpublished); table 4A.123.

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Of the 36.1 per cent of year 12 school leavers who were not attending further education, 16.0 per cent were employed full time and 20.1 per cent were either employed part time, unemployed or not in the labour force (table 4A.123). Detailed information relating to year 12, year 11 and below and all school leavers across jurisdictions is in table 4A.123.

The Early childhood, education and training preface of this Report includes 2006 destination data of 2005 year 12 and year 11 and below school leavers at the national level, and examines the proportions of male and female students attending other educational institutions in 2006 after leaving school in the previous year (table BA.8).

The school leaver destination survey results reported in box 4.19 are from five jurisdictions' state-specific surveys, using different research methods and data collection instruments. The individual jurisdictional surveys were developed for various purposes, such as to assist with operational, strategic and planning functions, as distinct from being designed for comparative national reporting. These data are presented as supplementary information to the national ABS data, providing some context, until nationally comparable data become available (box 4.19).

**Box 4.19 School leaver destination survey results**

**Victoria**

In Victoria, a survey of post-school destinations (*On Track*) has been conducted annually since 2003. Consenting year 12 or equivalent completers and early leavers (from years 10, 11 and 12) from all Victorian schools participate in a telephone survey early in the year after they leave school.

The 2007 *On Track Survey* contacted 34 395 (70 per cent) of the eligible 2006 year 12 or equivalent cohort from both government and non-government schools. Of these students, 74.5 per cent were in further education and training (47.4 per cent were enrolled at university, 19.0 per cent were TAFE enrolled and 8.1 per cent had taken up apprenticeships or traineeships). Of the 25.5 per cent who were not in further education and training, 13.7 per cent were in full or part time employment, 8.9 per cent had deferred a tertiary place and 2.9 per cent were looking for work.

**Queensland**

The annual Queensland *Next Step* student destination survey, first conducted in 2005, targets all students who completed year 12 in government and non-government schools. Responses are predominately collected by computer-assisted telephone interview, between March and May in the year after completion of year 12.

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**Box 4.19 (Continued)**

In its third year, the 2007 *Next Step* survey collected responses from 32 948 year 12 graduates (81.2 per cent) from 419 schools. The results showed that 63.6 per cent of respondents continued in some recognised form of education or training in the year after they left school. The most likely destination was university studies (36.5 per cent), followed by VET (27.1 per cent) which includes apprenticeships (9.3 per cent) and traineeships (5.9 per cent). One in three year 12 completers (36.4 per cent) did not enter post-school education or training, but were either employed (29.3 per cent), seeking work (5.3 per cent) or neither studying nor in the labour force (1.8 per cent).

**WA**

The WA School Leaver Destinations survey has been conducted annually since 1996. This telephone survey is designed to collect destinations data from public school year 12 completers and year 10 and 11 early leavers. The 2007 collection resulted in destinations being obtained for 9497 (90.9 per cent) of the 10 452 eligible year 12 public school students.

The majority of students 7117 (74.9 per cent) were in either education or training. Of these students, 3731 (39.3 per cent) were enrolled in university studies, 2120 (22.3 per cent) were enrolled in TAFE studies and 1117 (11.8 per cent) had taken up either an apprenticeship or a traineeship. The remainder were either repeating year 12 studies or engaged in other training. Of the students in neither education nor training, 1000 (10.5 per cent) were in full time, and 635 (6.7 per cent) were in part time employment, 287 (3.0 per cent) were looking for a work or a study opportunity, 201 (2.1 per cent) were neither working nor seeking work and 257 (2.7 per cent) declined to participate.

**ACT**

Conducted in 2007, *2006 ACT College graduates: where are they now?* is a survey of students who successfully completed year 12 in the ACT in 2006. The survey was conducted by phone throughout July and August 2007, with the population defined as those students who were awarded a year 12 certificate from an ACT college (government and non-government) or the Canberra Institute of Technology in 2006. A total of 2216 students were surveyed from a total population of 3544 in-scope students, providing a response rate of 63 per cent. The survey questions were based on the core dataset developed by the MCEETYA Performance Measurement and Reporting Taskforce for post-school destination surveys, and covered current employment and study options, along with satisfaction with their college experience. It is anticipated that this survey will be conducted annually.

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**Box 4.19 (Continued)**

The results from the survey indicated that 93 per cent of all students were employed or studying in 2007. Just over half (57 per cent) of all students were undertaking further study and 48 per cent of these indicated that their main reason for undertaking the study was because 'it was a course that interested me', with 26 per cent indicating it was to 'get/start a job or business' and a further 11 per cent stated that it was 'part of an apprenticeship/traineeship'. Over eight in 10 students (81 per cent) were employed, 38 per cent full time and 41 per cent part time.

**NT**

The first comprehensive Northern Territory school leaver destination survey, *Down the Track*, was conducted in 2007 and targeted all year 10, 11 and 12 students in the Northern Territory who left school in 2006. The 2007 survey involved a cohort of approximately 3200 school leavers from both government and non-government schools and collected data using telephone and face-to-face interviews. The study achieved a post-school destination response rate of 76 per cent.

*Down the Track* 2007 results showed that since leaving school in 2006, 35 per cent of the students had enrolled in a VET or university course with the vast majority of these students (85 per cent) choosing to study full time. Of all respondents, 14 per cent had returned to school and 15 per cent had started an apprenticeship or traineeship. At the time of the survey, 60 per cent of the surveyed school leavers were engaged in paid employment and 11 per cent of the respondents were looking for work.

*Source:* State and Territory governments (unpublished).

## 4.4 Future directions in performance reporting

### Participation, retention and completion rates

The year 12 completion rate included in this Report is not affected by whether or not students are part time or complete year 12 in TAFE, as these young people are included in this measure. However, the 15–19 year old participation rate and the traditional year 7/8 to year 12 apparent retention rate, which are also reported in this Report, are based on full time school students only. These measures are under examination, and supplementary participation measures are reported in the Early childhood, education and training preface of this Report.

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## **Nationally comparable reporting of learning outcomes**

The MCEETYA Performance Measurement and Reporting Taskforce (PMRT) has developed performance measures to assess outcomes in a range of learning areas. This work will provide additional nationally comparable data that will be incorporated into the Review's performance indicator framework.

National data for 2005 on Indigenous learning outcomes by geolocation were available for this Report. For the 2009 Report, 2006 data should be available disaggregated by state and territory.

### *Enhanced literacy and numeracy measures*

Education ministers have agreed to pursue a broadening of the national reporting framework to enhance reporting of literacy and numeracy outcomes at the years 3, 5 and 7 levels, and from 2008 to include Year 9 students in the National Assessment Program. Ministers identified three areas for potential enhancement to the reporting of literacy and numeracy outcomes: reporting an extended range of student achievement, consistent with information from the national sample assessments; reporting against a common scale, to improve understanding of student development; and development of a more nationally consistent approach, to improve national comparability of test results. A trial of the new common national literacy and numeracy tests has been completed, and further work is being undertaken in preparation for implementation in 2008. The Steering Committee anticipates reporting 2008 results in the 2010 Report.

### *VET in schools*

Participation and attainment data for VET in schools were collected annually in 2005 and 2006 and were originally anticipated for publication in the 2007 Report. Although data for 2005 are included in this Report, there are still a number of issues affecting consistency and comparability that require resolution. Improved data for 2006 are anticipated to be included in the 2009 Report.

### *Information and communication technology*

Education ministers have agreed to a national information and communication technology literacy assessment of students at years 6 and 10 every three years. The MCEETYA PMRT has developed a definition of information and communication technology literacy, and the first assessment was undertaken in 2005, with further assessments to be undertaken at three year intervals. The Steering Committee

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anticipates reporting information and communication technology literacy assessment data from 2005 in the 2009 Report.

### *Attendance measures*

The Steering Committee has identified school attendance as an important area for future reporting. Attendance at school has a significant impact on later academic success and if attendance is erratic then children are unable to reach educational benchmarks (SCRGSP 2007b). The MCEETYA PMRT has developed a key performance measure for student attendance at school which will ensure nationally consistent and comparable reporting. The first data collection commenced in 2007 for reporting in 2008, and subsequent inclusion in the 2009 Report.

### *Nationally consistent definitions*

The collection of nationally comparable data requires the collection of nationally consistent information on student group background characteristics. National definitions have been developed and agreed for sex, Indigenous status, LBOTE students, geographic location and socioeconomic status. National definitions for all items have been applied to data collection instruments in 2005 for literacy and numeracy testing and the National Assessment Program sample assessments for science literacy, civics and citizenship, and information and communication technology literacy. The nationally agreed definitions will be applied to all new student enrolments from 2006 for all national reporting requirements on student outcomes. All jurisdictions have agreed, through the Australian Education Systems Officials Committee, that implementation of a definition of students with a disability for national reporting purposes is not feasible at the present time.

### *Other areas to be identified*

Additional indicators may be added to the school education performance indicator framework as further developments occur.

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## **4.5 Jurisdiction comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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### **Australian Government comments**

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The Australian Government's priorities for schooling aim to deliver national consistency, high standards and values and parent focused schooling. Significant funding, including specifically targeted funding, is provided to enhance the learning outcomes of all school students.

Indigenous education is one of the Australian Government's highest education priorities. Over the 2005–2008 quadrennium funds are being allocated to areas of greatest need, especially to regional and remote Australia where gaps in educational outcomes are at their widest. The Government's response for the quadrennium focuses on the early childhood years; primary schooling (especially literacy/numeracy achievement and attendance); retention of students in schooling to year 12; and their transition from schooling to further education and employment.

In 2007 the Australian Government continued to fund Career Advice Australia, a national career development and transitions support system for all young Australians aged 13–19 years. This initiative supports all young people in mainstream schooling and targets those at risk of leaving school and those who have left school before completing year 12 or its equivalent. Two national industry career advice networks have been established to provide high quality national and regional career information.

The Australian Government has continued its support for the introduction of common national testing for literacy and numeracy in 2008. Following the Australian Education Systems Officials Committee (AESOC) decision for Curriculum Corporation to manage the National Assessment Program — Literacy and Numeracy, the Australian Government has provided 50 per cent of funding for the development of the national reading, writing, language conventions and numeracy tests for 2008.

As part of the Australian Government's approach to providing direct help for children struggling with reading, it implemented the Reading Assistance Voucher Programme in 2007. The programme supported parents and caregivers of students who did not meet the year 3 national reading benchmark in 2006 by providing \$700 worth of one-on-one reading tuition. Support was arranged by working with schools in partnership with parents.

The Australian Government supported initiatives aimed at ensuring that children receive quality teaching at school. The Australian Government Quality Teacher Programme (AGQTP) and the Australian Government Summer Schools for Teachers Programme support professional learning for school teachers and leaders. In addition, AGQTP improves the professional standing of school teachers and leaders, through assistance to Teaching Australia — the Australian Institute for Teaching and School Leadership.

The Australian Government is working with states and territories to establish National Teacher Training and Registration Standards which articulate the knowledge, skills and abilities required of teacher graduates nationally.

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## **New South Wales Government comments**

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The NSW Education and Training budget for 2007-08 will reach \$11 billion. This includes funding for a range of initiatives specifically targeting improved student learning and performance. The excellent results achieved by NSW students in state and national testing are a testimony to the high quality teaching and support services in our schools. NSW is positioning its education and training system to support higher levels of attainment for all students. The NSW Government is committed to further improvements and has undertaken a major review of assessment programs in NSW schools in the context of national tests in years 3, 5, 7 and 9.

In 2005, NSW established the NSW Institute of Teachers to retain and support high quality teachers and promote professional development. A career-long framework of professional teaching standards was developed to enhance the status of the profession and facilitate teacher accreditation. Other NSW strategies focussing on improving student outcomes include:

- investing \$267 million to attract and retain new and experienced teachers and drive higher teaching standards across all New South Wales public schools
- investing an additional \$82 million over four years to give our youngest students in NSW Public Schools the best start to their education with a stronger focus on literacy and numeracy
- designating a specialist teacher at each school to lead and coordinate literacy and numeracy learning from Kindergarten to year 6
- upgrading 800 science laboratories to modernise facilities and encourage student interest in science, and to help fight the national skills shortage.

NSW is addressing the performance gap between Aboriginal students and all students. Following a major review of Aboriginal Education, a number of initiatives are being implemented, including personalised learning plans for Aboriginal students and the Schools in Partnership program. Under this initiative selected school communities with high proportions of Aboriginal students develop targets and strategies to improving outcomes for Aboriginal students. \$65 million is being invested in this program over four years.

Measures to improve year 12 attainment include:

- the establishment of 25 Trade schools within existing schools and TAFE colleges to enable students to commence a Certificate III vocational education and VET qualification while still at school
- the extension of VET options to years 9 and 10 to engage students that otherwise might leave school early
- a learning guarantee to ensure that young people up to the age of 18 who do not complete year 12 and are unemployed have a guaranteed training place at TAFE NSW to undertake a VET qualification up to Certificate III. An extra 12 580 VET places between 2007 and 2010 will support this initiative.

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## Victorian Government comments

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The Victorian Government believes education is the key to productive and successful lives and to Victoria's future economic and social prosperity. Education is our number one priority. The *Education and Training Reform Act 2006*, which updates and replaces twelve separate education Acts, came into effect on 1 July 2007 following a three year process of development, consultation and implementation. The Act represents an undertaking by the Victorian Government to ensure that Victoria has a robust and modern legislative framework for education and training. The Education and Training Reform Regulations 2007 were also introduced on 1 July 2007, following an extensive public consultation process, to support provisions within the new Act.

The Government's continuing investment in education is clearly paying dividends for young Victorians. The proportion of students in years 3, 5 and 7 achieving national benchmark levels in reading, writing and numeracy was above the national average. The percentage of young people completing year 12 or equivalent was 86.6 per cent, an increase of 3.7 percentage points since 1999.

The Victorian Certificate of Applied Learning (VCAL) provides an alternative pathway to the Victorian Certificate of Education for students. In 2006, 12 326 students enrolled in the VCAL with 401 providers, an increase from 10 675 students and 380 providers in 2005.

Average class sizes from Prep to year 2 have decreased from 24.3 in 1999 to 20.7 in 2007. There is now an average of 1 teacher to every 11.9 students in secondary schools, surpassing the target of 1:12.1. 7300 extra teachers and staff were employed in schools, including primary welfare officers, and professional development for teachers was boosted. 24 new youth transition workers were employed across the state to help disengaged 15–19 year-olds re-engage in education, training or employment.

Key initiatives from the Blueprint for Government Schools continue to be implemented by the Government with a focus on improved curriculum. All schools are now implementing the Victorian Essential Learning Standards, with all domains to be reported on by 2008. All schools are also using the new plain English Student report cards with their focus on past performance and future development needs, A–E assessment and progress against the Standards.

Significant support continues to be provided to develop the capability of the education workforce through programs including Building Leadership Capacity, Creating and Supporting a Performance and Development Culture and Teacher Professional Leave. Training in anaphylaxis management was delivered to more than 5000 teachers in 400 government schools.

The Department is undertaking work to improve the delivery of VET in Schools that will assist in formulating advice to improve the quality of and access to VET in Schools programs for students, and to better align VET in Schools provision with industry skill needs.

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## Queensland Government comments

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Education and training in Queensland are characterised by strong enrolment growth, substantial investment in new facilities, reforms in senior schooling and the recent introduction of the compulsory prep year in 2007.

The \$1 billion Queensland Skills Plan has provided a blueprint to build the skills to support the most sustained period of growth in Queensland's history. Record expenditure on school and TAFE infrastructure is being undertaken to modernise and build schools and training facilities. The \$1 billion Tomorrow's Schools package focuses on modernising schools that are in need of major renewal, and giving Queenslanders the chance to shape the future of education in their local community.

A major commitment is the establishment of the new Academy for Health Sciences in 2008 to complement the existing Academies for Creative Industries, and for Science, Mathematics and Technology to enable the State's best and brightest high school students to pursue excellence in their chosen field.

Throughout 2007 significant progress has been made in implementing the Queensland Curriculum Assessment and Reporting (QCAR) framework. The framework aims to improve student learning and increase comparability of assessment and reporting across all Queensland schools from the year 1 to year 10, through defining the essential learnings for all Queensland school students to achieve; setting new standards to measure student achievement, including rigorous comparable assessment; and specifying a common framework for reporting student achievement against the essential learnings.

2008 marks the introduction of the new senior schooling qualification the Queensland Certificate of Education (QCE). The QCE recognises a wide range of learning, including traditional school subjects, vocational education and training, workplace learning and university subjects. To be awarded a QCE, students will need to achieve a significant amount of learning at a set standard, including literacy and numeracy requirements.

Improving literacy and numeracy is a priority goal and in 2007 a new Numeracy Action Plan was introduced to complement the introduction of the Literacy Action Plan introduced in 2006.

Under the Smart State Strategy, Queensland is committed to improving education and skills in science, technology, engineering and mathematics (STEM) and is undertaking wide consultations to support the development of a 10 year plan for STEM in Queensland.

Encouraging ways to better engage Indigenous students in learning and training in order to improve education outcomes is being pursued through increased support from Professional Support Teachers and Learning Support Teams.

Queensland is growing its teaching workforce with an extra 192 teachers and teacher aides being employed and more than \$44 million will be invested in professional development for staff in schools and TAFE institutes.

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### **Western Australian Government comments**

“ The Western Australian Government supports a strong public school system that earns the respect of the community for the quality of education it offers. The Department of Education and Training is committed to an education environment characterised by successful students, effective teachers and good schools. This commitment is embodied in the Classroom First strategy which contains six key elements to directly target improved instructional practice and focus on learning in classrooms.

The senior secondary curriculum has been restructured and 47 new courses are being progressively introduced. In 2006, a further 89 Teacher Development Centres were established to support teachers with the implementation of new senior secondary courses to be introduced in 2007-08. It is expected that all the new courses will be operational by 2009.

The legislative changes in the leaving age for young people turning 16 years old in 2006 resulted in their participating in education, training or employment to a greater extent than previously. Retention in schools of students to year 11 in 2006 was 91.7 per cent compared with an average of 86.7 per cent in the previous five years. From January 2008, the legislation will extend to 17 year olds.

A key initiative during the year was a renewed focus on literacy and numeracy following a review which provided the impetus for change, particularly in the early years of school and for Aboriginal students.

The Getting it Right literacy and numeracy strategy was extended to public secondary schools as part of an \$8.4 million commitment over four years. It provided for 26 full time equivalent staff with 30 literacy and 15 numeracy teachers working in 37 secondary schools. This was in addition to the 177 literacy and 160 numeracy teachers working in 268 primary and 33 district high schools.

Aboriginal enrolments continue to rise and now represent 8.3 per cent of all public school enrolments in Western Australia. There is continuing focus on improving the performance of Aboriginal students, with a growing number of initiatives to help improve educational outcomes. These include: the Aboriginal Literacy Strategy, Follow the Dream, In-School Tuition, Dare to Lead, Leading from the Front, the Parent School partnership, Walk Right In and Happy Kids.

The Behaviour Management and Discipline Strategy provided additional staff and funding to reduce class sizes in years 4 to 9 and develop strategies for managing student behaviour more effectively. The Government currently provides \$16.5 million per annum enabling 277 public schools to be involved.”

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### **South Australian Government comments**

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The State Government believes it is critical that all young South Australians have the best opportunity to reach their full potential in life by providing them with the highest standard of education, training, and skills for work and careers.

During 2007 the Department of Education and Children’s Services focused on creating pathways for all children and students to either learn or earn, improving literacy, numeracy and science levels and increasing the participation, wellbeing and achievement of Aboriginal young people.

A two stage, \$216 million ‘Education Works’ initiative was launched which involves the creation of six new schools in the metropolitan area, as well as more innovative ways to improve schools which find creative, smarter, and more efficient ways to offer education. These new schools will ensure all children and students have access to broad and diverse curriculum pathways for future training and employment. Extensive community consultation with the 18 schools and preschools involved in the project was undertaken and all voted to close and become part of the new schools.

In addition the State Government has invested in a School to Work initiative which includes creating a statewide network of Trade Schools for the Future, a new more flexible South Australian Certificate of Education (SACE), and raising the compulsory school leaving age. These programs complement existing initiatives such as the student mentoring program, the School Retention Action Plan, industry partnerships and school based apprenticeships.

Collectively these strategies not only provide pathways for all to engage in further education, training and/or employment, but they also are producing positive results in terms of participation, wellbeing, learning and career and life opportunities for young South Australians.

The quality and skills of our teachers continued to develop with 167 skilled teachers placed into 139 schools to work alongside classroom teachers part time to mentor, model and guide effective literacy teaching. Reading Recovery tutors also provided intensive professional learning for 46 teachers who are training as Reading Recovery teachers.

The Premier’s Industry Awards saw 90 teachers undertake industry placements in over 70 businesses or industries with the aim of improving the link between school based science and mathematics and its application in the community.

More than 600 students have also been involved in several career expo presentations connecting science and mathematics to possible career pathways. Action Learning Grants were provided to more than 40 schools to boost the profile of Maths and Science in the classroom.

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### **Tasmanian Government comments**

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The Department's focus has centred on achieving the Tasmanian Government's priorities for education, training and information services. The Department is committed to the provision of high quality, lifelong learning opportunities for all Tasmanians. Emphasis has been on the priority areas of early years, literacy and numeracy, retention, skills development and building a knowledge-based society.

To support the strategic vision of the Tasmanian Government education forms the centrepiece of the 2007-08 State Budget, and is geared to encouraging growth in the Tasmanian economy. A key initiative is the Qualifications and Skills for Tasmania Tomorrow, which aims to address post year 10 retention rates by realigning post-school education and training to provide clear pathways for students as well as mature-aged adults seeking further training, and to meet the needs of business.

Under this initiative three new organisations will be created from the eight senior secondary colleges and TAFE Tasmania, each focused on a specific role, using these working titles:

- an 'academy' focused on academic learning, with a curriculum and academic pathway for Year 11 and 12 students seeking university entrance
- a 'polytechnic' focused on practical learning, with a vocational pathway, supported by academic courses as well, for both Year 11/12 and mature-age students seeking employment outcomes or university articulation
- a training enterprise focused on skills development for employees in enterprises, in line with their enterprise's skills needs.

This is a significant reform of post-compulsory education and training which will enable more young and mature-age Tasmanians to take a course that meets their aspirations and suits their learning style.

The 2007-08 Budget also provided increased funding to important initiatives including: reducing class sizes in years 2 to 7; literacy support to improve literacy outcomes; and learning support for students with high and/or additional needs. These initiatives support the priority areas of the Tasmanian Government to increase student performance in literacy and numeracy and to provide appropriate pathways for students beyond post-compulsory education.

Implementation of the Student at the Centre plan continued and saw the creation of Learning Services to support schools in four regions of the state. Support includes professional learning across teaching, curriculum and assessment as well as human resource, finance and facilities support. Learning Services work collaboratively with schools and through School Improvement Boards appointed by the Minister.

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### **Australian Capital Territory Government comments**

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The ACT Department of Education and Training is working with the community to provide world-class education and training that is innovative, responsive and inspires all students to succeed. Departmental services include: the provision of early intervention education programs; government school education at preschool, primary school, high school and senior secondary college levels; registration of non-government schools and home education; and the planning and coordination of vocational education and training.

The ACT Government undertook a comprehensive community consultation on the Towards 2020: Renewing our Schools proposal in the second half of 2006, to reinvigorate the public school system. After significant community consultation, the Minister announced, at the end of 2006, a package of reforms that included a funding injection of \$90 million for school infrastructure upgrades and \$20 million for information technology over the next four years.

In line with the Government's continued focus on early intervention, the Department works across government to provide early intervention programs for young children with a development delay or disability. The programs include playgroups, early intervention groups for three to five year olds, language preschools and autism specific early intervention units. Recognising the social and educational benefits to children of early learning experiences, the hours of free preschool education for eligible four year olds was maintained at 12 hours per week.

Work continued on the new ACT curriculum framework for all government and non-government schools, preschool to year 10, before its release in November 2007. For implementation from 2008, the framework will provide a foundation for all ACT schools to plan their curriculum based on clear expectations of the opportunities all students should be given to learn.

The ACT is unique in having a years 11 and 12 college system, so transition from high school is very important. In 2006, a trial program was run with 30 students at one college, in conjunction with its cluster high schools, to improve the quality of student transition and ensure students' educational needs were appropriately met. Students in the trial reported a smooth transition to college with 90 per cent continuing after the first semester.

In 2006, the Australian National University (ANU) College — a joint initiative between ANU and the ACT Government — offered students in years 11 and 12 an opportunity to study advanced courses in mathematics, physics and chemistry, using facilities and staff located on the ANU campus. At the start of 2007 the ANU College was expanded to include non-government students.

Participation in Australian School-based Apprenticeships, especially in skill shortage areas, increased by 10.5 per cent from 2002, with 324 commencements in 2006, 113 within the local building and construction industry.

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### **Northern Territory Government comments**

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The Northern Territory Government has committed an additional \$70.68 million over five years through its Closing the Gap Generational Plan to close the gap in education outcomes between Indigenous and non-Indigenous Territorians.

The Department of Employment, Education and Training recognises that starting school early, improving attendance rates, providing high quality teaching and leaving school later are essential to improving literacy and numeracy skills and therefore providing a good start in life. Preschool and early education programs have been associated with increased levels of school completion and improved literacy and social skills necessary for school success.

A record 933 year 12 students in government and non-government schools achieved their NT Certificates of Education (NTCE) in 2006. Among them were a record 30 Indigenous students who achieved their NTCE in remote communities.

The implementation of the Middle Years and Senior Years of schooling has progressed with year 10 students joining year 11 and year 12 students in NT senior schools in 2007. Work continued to prepare students, staff and school facilities for year 7 students to join year 8 and 9 students in middle schools in the Top End in 2008.

An Accountability and Performance Improvement Framework has been introduced to improve employment, education and training outcomes by establishing a system of accountability for schools and the Department and setting clear expectations and performance standards. The Department is also working with remote communities to develop local school and community partnership agreements. By December 2008, remote learning partnership agreements will be in place between 15 townships and the NT Government with the aim of achieving quantum improvements in education, employment and training outcomes.

The Department is on track to meet the nationally agreed target for the roll out of the Accelerated Literacy program by the end of 2008. Conscious of the gap between Indigenous and non-Indigenous English literacy outcomes and the impact of geolocation on outcomes, the Department embarked on a four year longitudinal evaluation of literacy research project. The project, now at the half way point, is evaluating the effectiveness of literacy programs and interventions used in the NT with Indigenous students from non-English speaking backgrounds. The results from the research will provide the Department with data to make informed decisions on the most effective approaches to literacy.

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## 4.6 Definitions of key terms and indicators

<b>Apparent retention rates</b>	The number of full time students in a designated year of schooling, expressed as a percentage of their respective cohort group at an earlier base year. For example, the year 12 retention rate is calculated by dividing the total number of full time students in year 12 in the target year by the total number of full time students in year 10 two years before the target year.
<b>Full time equivalent student</b>	The FTE of a full time student is 1.0. The method of converting part time student numbers into FTEs is based on the student's workload compared with the workload usually undertaken by a full time student.
<b>Full time student</b>	A person who satisfies the definition of a student and undertakes a workload equivalent to, or greater than, that usually undertaken by a student of that year level. The definition of full time student varies across jurisdictions.
<b>Geographic classification</b>	<p>Geographic categorisation is based on the agreed MCEETYA Geographic Location Classification which, at the highest level, divides Australia into three zones (the metropolitan, provincial and remote zones). A further disaggregation comprises five categories: metropolitan and provincial zones each subdivided into two categories, and the remote zone. Further subdivisions of the two provincial zone categories and the remote zone category provide additional, more detailed, classification options. When data permit, a separate very remote zone can be reported along with the metropolitan, provincial and remote zones, as follows.</p> <p>A. Metropolitan zone</p> <ul style="list-style-type: none"><li>• Mainland State capital city regions (Statistical Divisions (SDs)): Sydney, Melbourne, Brisbane, Adelaide and Perth SDs.</li><li>• Major urban Statistical Districts (100 000 or more population): ACT–Queanbeyan, Cairns, Gold Coast–Tweed, Geelong, Hobart, Newcastle, Sunshine Coast, Townsville, Wollongong.</li></ul> <p>B. Provincial zone (non-remote)</p> <ul style="list-style-type: none"><li>• Provincial city Statistical Districts plus Darwin SD.</li><li>• Provincial city statistical districts and Darwin statistical division (50 000–99 999 population): Albury–Wodonga, Ballarat, Bathurst–Orange, Burnie–Devonport, Bundaberg, Bendigo, Darwin, Launceston, La Trobe Valley, Mackay, Rockhampton, Toowoomba, Wagga Wagga.</li><li>• Provincial City Statistical Districts (25 000–49 999 population): Bunbury, Coffs Harbour, Dubbo, Geraldton, Gladstone, Shepparton, Hervey Bay, Kalgoorlie–Boulder, Lismore, Mandurah, Mildura, Nowra–Bomaderry, Port Macquarie, Tamworth, Warrnambool.</li><li>• Other provincial areas (CD ARIA Plus score <math>\leq 5.92</math>)</li><li>• Inner provincial areas (CD ARIA Plus score <math>\leq 2.4</math>)</li><li>• Outer provincial areas (CD ARIA Plus score <math>&gt; 2.4</math> and <math>\leq 5.92</math>)</li></ul> <p>C. Remote zone</p> <ul style="list-style-type: none"><li>• Remote zone (CD ARIA Plus score <math>&gt; 5.92</math>)</li><li>• Remote areas (CD ARIA Plus score <math>&gt; 5.92</math> and <math>\leq 10.53</math>)</li><li>• Very remote areas (CD ARIA Plus score <math>&gt; 10.53</math>)</li></ul>
<b>Government recurrent expenditure per full</b>	Total government recurrent expenditure divided by the total number of FTE students. Expenditure is based on the National School Statistics Collection (MCEETYA unpublished), with adjustments for notional

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<b>time equivalent student</b>	UCC charges and payroll tax. Notional UCC is included for all jurisdictions and payroll tax estimates are included for those jurisdictions not subject to it (WA and the ACT). Expenditure figures are in financial years and student numbers are in calendar years, so the total number of students is taken as the average of the two years spanned by the calendar year. When calculating the 2005-06 average expenditure per student, for example, the total expenditure figure is at 2005-06 but the total student number figure is the average of student numbers from 2005 and 2006.
<b>Indigenous student</b>	A student of Aboriginal or Torres Strait Islander origin who identifies as being an Aboriginal or Torres Strait Islander or from an Aboriginal and Torres Strait Islander background. Administrative processes for determining Indigenous status vary across jurisdictions.
<b>In-school costs</b>	Costs relating directly to schools. Staff, for example, are categorised as being either in-school or out-of-school. They are categorised as in-school if they usually spend more than half of their time actively engaged in duties at one or more schools or ancillary education establishments. In-school employee related expenses, for example, represent all salaries, wages awards, allowances and related on costs paid to in-school staff.
<b>Language background other than English (LBOTE) student</b>	A status that is determined by administrative processes that vary across jurisdictions.
<b>Out-of-school costs</b>	Costs relating indirectly to schools. Staff, for example, are categorised as being either in-school or out-of-school. They are categorised as out-of-school if they do not usually spend more than half of their time actively engaged in duties at one or more schools or ancillary education establishments. Out-of-school employee related expenses, for example, represent all salaries, wages awards, allowances and related on costs paid to out-of-school staff.
<b>Part time student</b>	A student undertaking a workload that is less than that specified as being full time in the jurisdiction
<b>Participation rate</b>	The number of full time school students of a particular age, expressed as a proportion of the estimated resident population of the same age at June.
<b>Potential year 12 population</b>	An estimate of a single-year age group that could have participated in year 12 that year, defined as the estimated resident population aged 15–19 years, divided by 5.
<b>Real expenditure</b>	Nominal expenditure adjusted for changes in prices, using the GDP price deflator and expressed in terms of final year prices.
<b>Science literacy</b>	Science literacy and scientific literacy: the application of broad conceptual understandings of science to make sense of the world, understand natural phenomena, and interpret media reports about scientific issues. It also includes asking investigable questions, conducting investigations, collecting and interpreting data and making decisions.
<b>Socioeconomic status</b>	As per footnotes to table 4A.121, which provide definitions specific to that table. Elsewhere in the Report, socioeconomic status data are presented that are not fully comparable across jurisdictions because administrative processes for determining socioeconomic status vary across jurisdictions.
<b>Source of income</b>	In this chapter, income from either the Australian Government or State

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	and Territory governments. Australian Government expenditure is derived from specific purpose payments (current and capital) for schools. This funding indicates the level of monies allocated, not necessarily the level of expenditure incurred in any given financial year. The data therefore provide only a broad indication of the level of Australian Government funding.
<b>Student-to-staff ratios</b>	The number of FTE students per FTE teaching and non-teaching staff. Students at special schools are allocated to primary and secondary (see below). The FTE of staff includes those who are generally active in schools and ancillary education establishments.
<b>Student</b>	A person who is formally (officially) enrolled or registered at a school, and is also active in a primary, secondary or special education program at that school. Students at special schools are allocated to primary and secondary on the basis of their actual grade (if assigned); whether or not they are receiving primary or secondary curriculum instruction; or, as a last resort, whether they are of primary or secondary school age.
<b>Student, primary</b>	A student in primary education, which covers pre-year 1 to year 6 in NSW, Victoria, Tasmania and the ACT, pre-year 1 to year 7 in WA, SA and the NT, and year 1 to year 7 in Queensland.
<b>Student, secondary</b>	A student in secondary education, which commences at year 7 in NSW, Victoria, Tasmania and the ACT, and at year 8 in Queensland, SA, WA and the NT.
<b>Students with a disability</b>	Students included in the annual system reports to DEST. The definitions of students with disabilities are based on individual State and Territory criteria, so data are not comparable across jurisdictions.
<b>Teacher</b>	Teaching staff have teaching duties (that is, they are engaged to impart the school curriculum) and spend the majority of their time in contact with students. They support students, either by direct class contact or on an individual basis. Teaching staff include principals, deputy principals and senior teachers mainly involved in administrative duties, but not specialist support staff (who may spend the majority of their time in contact with students but are not engaged to impart the school curriculum).
<b>Ungraded student</b>	A student in ungraded classes who cannot readily be allocated to a year of education. These students are included as either ungraded primary or ungraded secondary, according to the typical age level in each jurisdiction.

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## 4.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an ‘A’ suffix (for example, table 4A.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as `\Publications\Reports\2008\Attach4A.xls` and in Adobe PDF format as `\Publications\Reports\2008\Attach4A.pdf`. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Table 4A.1</b>	Government schools: students, staff and school numbers
<b>Table 4A.2</b>	Non-government schools: students, staff and school numbers
<b>Table 4A.3</b>	All schools: students, staff and school numbers
<b>Table 4A.4</b>	All schools: students time series, by sex
<b>Table 4A.5</b>	Students as a proportion of the population, 2006 (per cent)
<b>Table 4A.6</b>	Australian Government specific purpose payments for schools, 2005-06
<b>Table 4A.7</b>	Real Australian, State and Territory government recurrent expenditure on government schools (2005-06 \$'000)
<b>Table 4A.8</b>	Real Australian, State and Territory government recurrent expenditure per student, government schools (2005-06 \$ per FTE student)
<b>Table 4A.9</b>	Real Australian, State and Territory government recurrent expenditure
<b>Table 4A.10</b>	Value of capital stock, government schools (\$'000)
<b>Table 4A.11</b>	Treatment of assets by school education agencies
<b>Table 4A.12</b>	Comparability of government expenditure on government schools — items included, 2005-06
<b>Table 4A.13</b>	Students-to-staff ratios, 2006
<b>Table 4A.14</b>	Distribution of school sizes — government schools, 2006 (per cent)
<b>Table 4A.15</b>	Distribution of school sizes — non-government schools, 2006 (per cent)
<b>Table 4A.16</b>	Distribution of school sizes — all schools, 2006 (per cent)
<b>Table 4A.17</b>	Full time student enrolments and schools (number)
<b>Table 4A.18</b>	Change in number of schools and number of students, 2002–06 (per cent)
<b>Table 4A.19</b>	Indigenous full time students, 2006
<b>Table 4A.20</b>	Students from language backgrounds other than English as a proportion of all students (per cent)
<b>Table 4A.21</b>	Funded students with disabilities, 2006
<b>Table 4A.22</b>	Student body mix, government schools (per cent)
<b>Table 4A.23</b>	Student body mix, non-government schools (per cent)

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<b>Table 4A.24</b>	Student body mix, all schools (per cent)
<b>Table 4A.25</b>	Proportion of students attending schools in metropolitan, provincial and remote zones, 2006 (per cent)
<b>Table 4A.26</b>	Proportion of year 3 students who achieved the reading benchmark, 2002 (per cent)
<b>Table 4A.27</b>	Proportion of year 5 students who achieved the reading benchmark, 2002 (per cent)
<b>Table 4A.28</b>	Proportion of year 7 students who achieved the reading benchmark, 2002 (per cent)
<b>Table 4A.29</b>	Participation in reading testing by school sector, 2002 (per cent)
<b>Table 4A.30</b>	Exemptions, absences and participation of equity groups in reading testing, 2002 (per cent)
<b>Table 4A.31</b>	Proportion of year 3 students who achieved the writing benchmark, 2002 (per cent)
<b>Table 4A.32</b>	Proportion of year 5 students who achieved the writing benchmark, 2002 (per cent)
<b>Table 4A.33</b>	Proportion of year 7 students who achieved the writing benchmark, 2002 (per cent)
<b>Table 4A.34</b>	Participation in writing testing by school sector, 2002 (per cent)
<b>Table 4A.35</b>	Exemptions, absences and participation of equity groups in writing testing, 2002 (per cent)
<b>Table 4A.36</b>	Proportion of year 3 students who achieved the numeracy benchmark, 2002 (per cent)
<b>Table 4A.37</b>	Proportion of year 5 students who achieved the numeracy benchmark, 2002 (per cent)
<b>Table 4A.38</b>	Proportion of year 7 students who achieved the numeracy benchmark, 2002 (per cent)
<b>Table 4A.39</b>	Participation in numeracy testing by school sector, 2002 (per cent)
<b>Table 4A.40</b>	Exemptions, absences and participation of equity groups in numeracy testing, 2002 (per cent)
<b>Table 4A.41</b>	Proportion of year 3 students who achieved the reading benchmark, 2003 (per cent)
<b>Table 4A.42</b>	Proportion of year 5 students who achieved the reading benchmark, 2003 (per cent)
<b>Table 4A.43</b>	Proportion of year 7 students who achieved the reading benchmark, 2003 (per cent)
<b>Table 4A.44</b>	Proportion of year 3, 5 and 7 students achieving the reading benchmark, by geolocation, 2003 (per cent)
<b>Table 4A.45</b>	Participation in reading testing by school sector, 2003 (per cent)
<b>Table 4A.46</b>	Exemptions, absences and participation by equity group in reading testing, 2003 (per cent)
<b>Table 4A.47</b>	Proportion of year 3 students who achieved the writing benchmark, 2003 (per cent)
<b>Table 4A.48</b>	Proportion of year 5 students who achieved the writing benchmark, 2003 (per cent)

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<b>Table 4A.49</b>	Proportion of year 7 students who achieved the writing benchmark, 2003 (per cent)
<b>Table 4A.50</b>	Proportion of year 3, 5 and 7 students achieving the writing benchmark, by geolocation, 2003 (per cent)
<b>Table 4A.51</b>	Participation in writing testing by school sector, 2003 (per cent)
<b>Table 4A.52</b>	Exemptions, absences and participation by equity group in writing testing, 2003 (per cent)
<b>Table 4A.53</b>	Proportion of year 3 students who achieved the numeracy benchmark, 2003 (per cent)
<b>Table 4A.54</b>	Proportion of year 5 students who achieved the numeracy benchmark, 2003 (per cent)
<b>Table 4A.55</b>	Proportion of year 7 students who achieved the numeracy benchmark, 2003 (per cent)
<b>Table 4A.56</b>	Proportion of year 3, 5 and 7 students achieving the numeracy benchmark, by geolocation, 2003 (per cent)
<b>Table 4A.57</b>	Participation in numeracy testing by school sector, 2003 (per cent)
<b>Table 4A.58</b>	Exemptions, absences and participation by equity group in numeracy testing, 2003 (per cent)
<b>Table 4A.59</b>	Proportion of year 3 students who achieved the reading benchmark, 2004 (per cent)
<b>Table 4A.60</b>	Proportion of year 5 students who achieved the reading benchmark, 2004 (per cent)
<b>Table 4A.61</b>	Proportion of year 7 students who achieved the reading benchmark, 2004 (per cent)
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## 5 Vocational education and training

This chapter reports performance information about the equity, effectiveness and efficiency of government funded vocational education and training (VET) in Australia in 2006. The VET system delivers employment related skills across a wide range of vocations. It provides Australians with the skills to enter or re-enter the labour force, retrain for a new job or upgrade skills for an existing job. The VET system includes government and privately funded VET delivered through a number of methods by a wide range of training institutions and enterprises.

The focus of this chapter is on VET services delivered by providers receiving government funding, which relate directly to training activity funded under the *Commonwealth–State Agreement for Skilling Australia’s Workforce*. These services include the provision of VET programs in government owned technical and further education (TAFE) institutes and universities with TAFE divisions, other government and community institutions, and government funded activity by private registered training organisations (RTOs). The scope of this chapter does not extend to VET services provided in schools (which are within the scope of school education in chapter 4) or university education (some information on university education is included in preface B).

This year, the chapter has been enhanced by:

- reporting on VET participation of 25–64 year olds
- reporting of enrolments by course level and qualifications by course level
- improved survey estimate reporting.

Section 5.1 contains a profile of the VET sector in Australia, and provides the context for assessing performance indicators in the subsequent sections. Section 5.2 describes the framework of performance indicators for VET, and section 5.3 presents and discusses the available data relating to this framework. In section 5.4, future directions in the development and reporting of performance indicators for VET are discussed. The chapter concludes with jurisdictions’ comments in section 5.5, definitions of key terms and indicators in section 5.6 and a list of attachment tables for this chapter in section 5.7. Attachment tables are identified in references throughout this chapter by an ‘A’ suffix (for example, table 5A.4 is table 4 in the attachment). Attachment tables contain breakdowns by jurisdictions

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and historical data over a five year time period. Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report). References are summarised in section 5.8.

## 5.1 Profile of vocational education and training

### Service overview

The VET system involves the interaction of students, employers, the Australian, State, Territory and local governments (as both purchasers and providers), and an increasing number of private and community RTOs. Students have access to a diverse range of programs and qualification levels, with course durations varying from a module or unit of competency (a stand-alone course component or subject) of a few hours to full courses of up to four years (box 5.1).

#### Box 5.1 Diversity of the VET system

VET programs range from a single module or unit of competency (which can involve fewer than 10 contact hours) to advanced diplomas (which can involve up to four years of study). All training in the VET system needs to be assessed, because many students complete modules or units of competency without intending to complete a course.

The types of training range from formal classroom learning to workplace-based learning, and may include flexible, self-paced learning and/or online training, often in combination. The availability of distance education has increased, with off-campus options such as correspondence, Internet study and interactive teleconferencing.

The types of training organisation include: institutions specialising in VET delivery, such as government owned TAFE institutes, agricultural colleges and private training businesses; adult community education (ACE) providers; secondary schools and colleges; universities; industry and community bodies with a RTO arm; and businesses, organisations and government agencies that have RTO status to train their own staff. Group Training Organisations are RTOs and some RTOs may also be Australian Apprenticeship Centres (formerly New Apprenticeship Centres). Schools and universities provide dual award courses that combine traditional studies with VET, with an award from both the VET provider and the secondary school or university. In addition to formal VET delivered by an RTO, many people undertake on-the-job training in the workplace or attend training courses that do not lead to a recognised VET qualification.

The general roles of the VET system, and the main reasons that students participate in VET programs, are to:

- obtain a qualification to enter the labour force
- retrain or update labour force skills
- develop skills, including general education skills such as literacy and numeracy, that enhance students' ability to enter the labour force
- provide a pathway to further tertiary education, including entrance to higher education.

## Funding

Recurrent expenditure on VET by Australian, State and Territory governments totalled \$4.2 billion in 2006 — a decrease of 3.1 per cent (in real terms) from 2005 (table 5A.1). Government recurrent expenditure was equal to \$300.53 per person aged 15–64 years across Australia in 2006 (table 5A.2). Further information on the breakdown of real funding by jurisdictions over a five year period is available in the attachment tables.

Government funded activity is the primary focus of the Report. However, not all data can be limited to government funded activity. A representation of data used for statistical reporting is provided in figure 5.1.

Figure 5.1 **Scope of reporting**

Training Funding Type <sup>a</sup>	Registered Training Organisations		
	TAFE and other government providers	Community providers	Private providers
Government Funded (Agreement)			
Government Funded (specific purpose outside Agreement)			
Fee-for-Service (domestic and international)			

- Data available for reporting and used to report government funded activity
- Data available for reporting and used to report VET activity
- Data not available for reporting

<sup>a</sup> 'Agreement' refers to the *Commonwealth–State Agreement for Skilling Australia's Workforce*.

Source: DEST (2006).

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Where the Report refers to ‘government funded’ activity, it refers only to VET activity that is recurrently funded under the *Commonwealth–State Agreement for Skilling Australia’s Workforce*. Where the Report refers to ‘VET’ activity, it is referring to all VET data available for reporting. Where activity is not specified to be VET or government funded, reporting relates to government funded activity. A detailed explanation of data inclusions and exclusions is provided in box 5.2.

#### Box 5.2 **Scope of reporting**

Data on student participation, efficiency measures, student achievement, qualifications completed and competencies/modules completed presented in this Report are limited to services that are recurrently funded under the *Commonwealth–State Agreement for Skilling Australia’s Workforce*. These include VET services provided by:

- TAFE and other government providers, including multisector higher education institutions
- registered community providers and registered private providers

Data on student outcomes and student satisfaction includes information on VET activity and includes training from the following funding sources:

- *Commonwealth–State Agreement for Skilling Australia’s Workforce* (government recurrent)
- government specific purpose outside the Agreement
- domestic fee-for-service (TAFE only).

The discussion in the chapter of student outcomes and student satisfaction focuses on students undertaking government funded (that is, both recurrent and specific) TAFE activity. Additional data relating to all VET providers are available in the attachment tables.

Data on employer engagement and satisfaction is on all nationally recognised training, from all provider types, regardless of the funding.

## **Size and scope**

In 2006, 30.8 per cent of Australians aged 15–64 years held a certificate or diploma as their highest level qualification (table BA.12). These qualifications could have been completed in schools, VET institutions or higher education institutions.

The VET sector is large and varied. Qualifications vary significantly by length, level and field. Approximately 1.7 million people participated in VET programs across Australia in 2006. The number of VET students increased by 1.5 per cent between 2005 and 2006, but decreased by 1.1 per cent between 2002 and 2006. In

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2006, 11.4 per cent of the population aged 15–64 participated in VET programs (DEST 2008) delivered at 10 975 locations across Australia (table 5A.3).

Of the approximately 1.7 million VET students, 1.2 million students (71.5 per cent) were funded by the *Commonwealth—State Agreement* (government recurrent expenditure) and 49 800 students (3.0 per cent of all VET students) were funded through specific purpose government programs (DEST 2008). The remaining 428 500 students participated on a fee-for-service basis as domestic students (24.1 per cent of all VET students) or international students (1.5 per cent of all VET students). The proportion of domestic fee-for-service students increased from 23.4 per cent of all VET students in 2002 to 24.1 per cent (DEST 2008).

### *Students*

Student participation data presented in this chapter refer only to VET students who were funded by government recurrent expenditure and where the program was delivered by TAFE or other government providers (including multisector higher education institutions), registered community providers or registered private providers. The data do not include students who participated in VET programs in schools or undertook ‘recreation, leisure or personal enrichment’ education programs.

Nationally, 1.2 million students participated in VET programs funded by government recurrent expenditure through State and Territory agencies (table 5A.4). Between 2005 and 2006, the number of government funded students increased by 2.2 per cent and the number of government funded annual hours increased by 1.2 per cent. Over the longer term, the number of government funded annual hours increased by 3.4 per cent between 2002 and 2006, although the number of government funded VET students declined by 1.9 per cent over the same period (implying that a smaller number of students studied more hours on average in 2006 compared to 2002) (table 5A.9 and NCVET unpublished).

Of the 1.2 million government funded VET students who participated in government funded VET programs in 2006, 4.0 per cent or 48 443 gained some sort of recognition of prior learning (RPL) (table 5A.4).

### *Hours*

Government funded VET students participated in 294.4 million government funded annual hours in 2006. On average, each government funded VET student in 2006 received 245.8 hours of VET (table 5A.4).

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## *Courses*

VET qualifications range from non-award courses to certificates (levels I–IV), diplomas and advanced diplomas. In 2006, 11.7 per cent of government funded VET students were undertaking a diploma or advanced diploma, 45.1 per cent were enrolled in a certificate level III or IV, 25.9 per cent were enrolled in a certificate level I or II or lower, and 17.3 per cent were enrolled in a course that did not lead directly to a qualification (table 5A.5).

Fields of study also varied greatly. In 2006, 25.0 per cent of units of competency or modules completed by government funded VET students were in management and commerce, 18.6 per cent were in engineering and related technologies, 14.3 per cent were in mixed field programs, 10.2 per cent were in health, 8.5 per cent were in society and culture and 6.8 per cent were in architecture and building. Other fields studied by government funded VET students included agriculture, environment and related studies, information technology, education, creative arts, food, hospitality and personal services, and natural and physical sciences (DEST 2008).

## *Institutions*

In 2006, there were 136 TAFE and other government providers. Government funded programs were delivered at 10 975 locations (that is, TAFE, government funded locations and the locations of all other registered training providers, including private providers that receive government recurrent funding for VET delivery) (tables 5A.3-4).

Traditionally, State and Territory governments and private providers delivered VET services. In addition, in 2004, the Australian Government announced the establishment of 24 Australian Technical Colleges, which would operate as specialist schools providing VET programs (*Australian Technical Colleges (Flexibility in Achieving Australia's Skills Needs) Act 2005*). In 2006, the first Australian Technical Colleges accepted students. Data were not available for the 2008 Report.

The infrastructure (noncurrent physical assets) of government owned TAFE institutions and TAFE divisions of universities was valued at \$7.3 billion in 2006, of which 93.9 per cent comprised the value of land and buildings (table 5A.17). The value of net assets of government VET providers was \$543.35 per person aged 15–64 years across Australia in 2006. Asset values per person varied across jurisdictions (table 5A.6).

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## **Roles and responsibilities in 2006**

The *Commonwealth–State Agreement for Skilling Australia’s Workforce*, which commenced 1 July 2005, continues until 31 December 2008. Australian and State/Territory government ministers, through the Ministerial Council of Vocational and Technical Education (MCVTE), provide direction on national policy, strategy, priorities, goals and objectives, in partnership with industry, and private and public training providers.

### *National arrangements in 2006*

One of the guiding principles for the new training system is that industry needs to drive training priorities and delivery. Industry advice is provided to the MCVTE through the National Industry Skills Committee (NISC) (figure 5.2). The NISC advises MCVTE on workforce planning, future training priorities and other critical issues facing Australian industry. The NISC met for the first time in March 2006 to provide MCVTE with high level, evidence-based industry advice on workforce planning, future training priorities and other critical issues facing the training sector.

The National Quality Council (NQC), a committee of MCVTE (figure 5.2), oversees quality assurance and ensures national consistency in the application of the Australian Quality Training Framework (AQTF) standards for the audit and registration of training providers. The NQC met for the first time in 2006 to address its priority of developing a new quality framework, the AQTF 2007, to align Australia’s training system with its business needs and growing global expectations.

The National Senior Officials Committee (NSOC) is the administrative arm of MCVTE and is responsible for implementing MCVTE decisions (figure 5.2). NSOC can establish National Action Groups on an as-needs basis to advance the work of MCVTE and complement NISC. Protocols are in place to ensure that Action Groups have appropriate and balanced memberships, including representatives from government, training providers, and businesses.

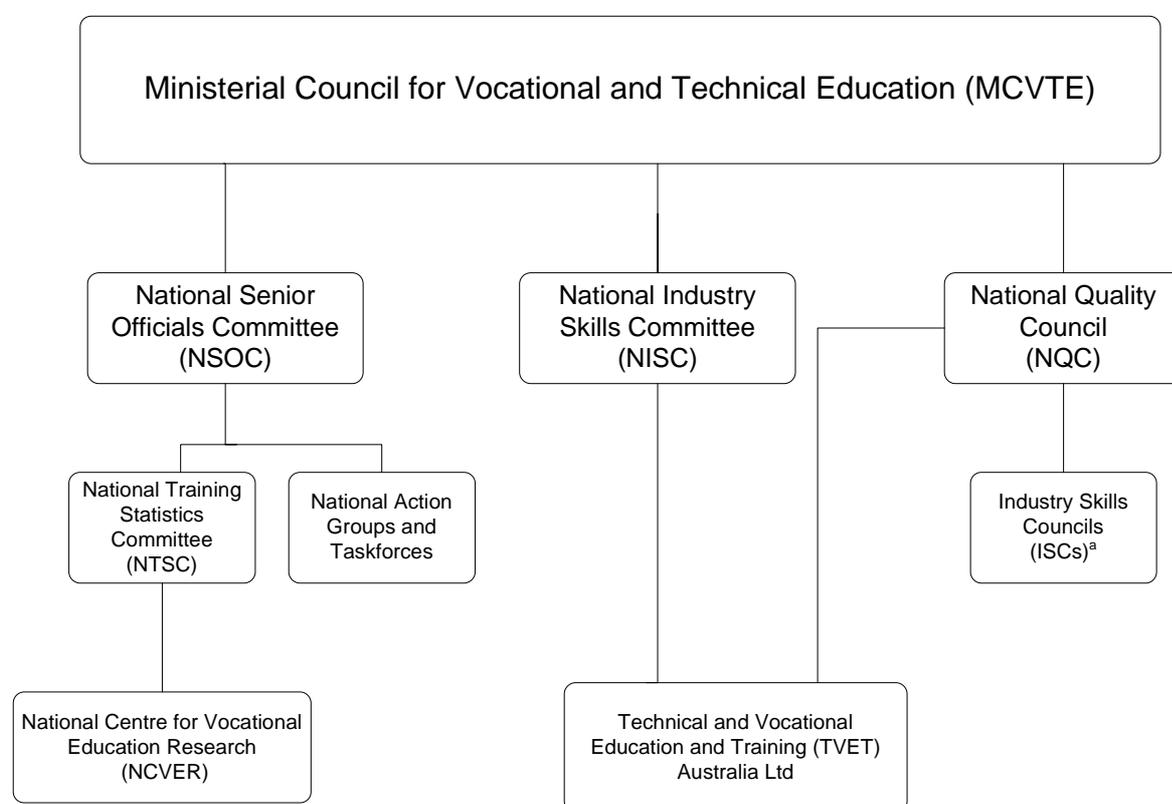
The National Training Statistics Committee (NTSC) is the key strategic and policy advisory forum for data collection and reporting (figure 5.2). The National Centre for Vocational Education Research (NCVER), a ministerial company, provides secretariat services to the NTSC, and manages a VET research programme and VET statistical services.

A new NSOC Ministerial Company Action Group established Technical and Vocational Education and Training (TVET) Australia Limited in 2006 (figure 5.2). TVET is a ministerial company, jointly owned by the Australian, State and

Territory governments. TVET's functions under the *Commonwealth–State Agreement for Skilling Australia's Workforce* include:

- providing the secretariat for the NQC and the NISC
- providing to users of the national training system an integrated service to:
  - identify and acquire training materials
  - identify copyright requirements
  - enter licenses for use of that material, consistent with the scope and direction of the NQC.

Figure 5.2 National reporting relationships within the VET system in 2006



<sup>a</sup> ISCs are funded by the Department of Education, Science and Training (DEST). ISCs deliver Training Packages to the NQC for endorsement.

Source: DEST (2008).

### VET funding flows

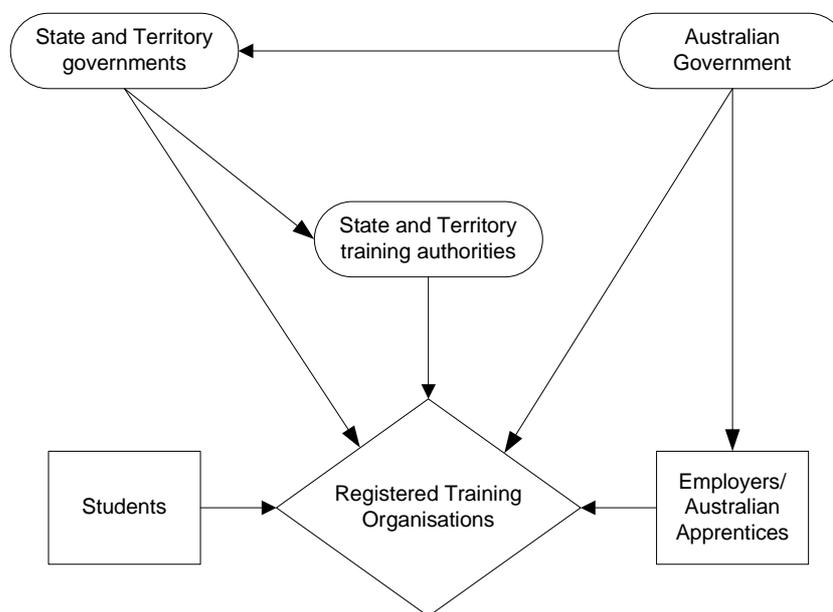
State and Territory governments provide funding for VET services through the State and Territory training authorities. They provided \$2.8 billion in 2006 — 74.1 per cent of government recurrent funding. The Australian Government

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provided the remainder of government recurrent funding (\$993.5 million) (table 5A.8).

RTOs also receive revenue from individuals and organisations for fee-for-service programs, ancillary trading revenue, other operating revenue and revenue from Australian, State and Territory government specific purpose funds (figure 5.3). The Australian Government also provides funding for Australian Apprenticeship Centres and employer incentives for Australian Apprenticeships (formerly known as New apprenticeships/traineeships).

**Figure 5.3 Major funding flows within the VET system**



### *Allocation of VET funding*

The bulk of government VET funds are allocated to government VET providers based on the planned activity set by State and Territory training authorities. The disbursement of a component of VET funding on a competitive basis was introduced in the early 1990s to allocate additional Australian Government funds. Processes used to allocate funds on a competitive basis include:

- *competitive tendering*, whereby government and private RTOs compete for funding contracts from State and Territory training authorities in response to government offers (tenders)
- *user choice*, whereby the employer and apprentice/trainee choose a registered training provider and negotiate key aspects of their training, and then government funds flow to that provider

- 
- *preferred supplier arrangements*, an extension of competitive tendering, whereby a contract is awarded to providers (chosen by the tender process) to provide training on a longer term basis.

An estimated \$788.7 million of government VET funding was allocated on a competitive basis in 2006 (including user choice arrangements) — 4.4 per cent more in real terms than in 2005 (table 5A.8). \$366.9 million went to non-government providers — a 0.8 per cent increase in real terms on 2005 (table 5A.7). The degree of competition in the tendering process varies across jurisdictions and within jurisdictions, depending on the program. Some tenders can be contested by any RTOs (open competitive tendering), while some tenders are restricted only to RTOs able to deliver a specific type of training, for example in a selected industry or to a certain client group (limited competitive tendering).

Similarly, the scope for competition, in terms of the size of the market of potential providers, varies across jurisdictions. TAFE institutes and universities with TAFE divisions may be subject to factors that affect their ability to compete effectively for funding allocated by competitive tendering. The House of Representatives Standing Committee on Employment, Education and Training found a number of factors impede the competitive position of TAFE institutes (HRSCEET 1998).

## **5.2 Framework of performance indicators**

This chapter provides information on the equity, effectiveness and efficiency of government funded VET services. For example, ‘VET participation by target group’ is a measure of equitable access to VET, ‘student employment and further study outcomes’ is a measure of the effect of VET on equipping Australians for participation in the workforce, and ‘government recurrent expenditure per annual hour’ is an indicator of the extent to which the value of government VET expenditure is maximised. The performance indicator framework is developed around the VET objectives established under the national strategy for 2004–2010 (box 5.3).

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**Box 5.3 Objectives for VET, 2004–2010**

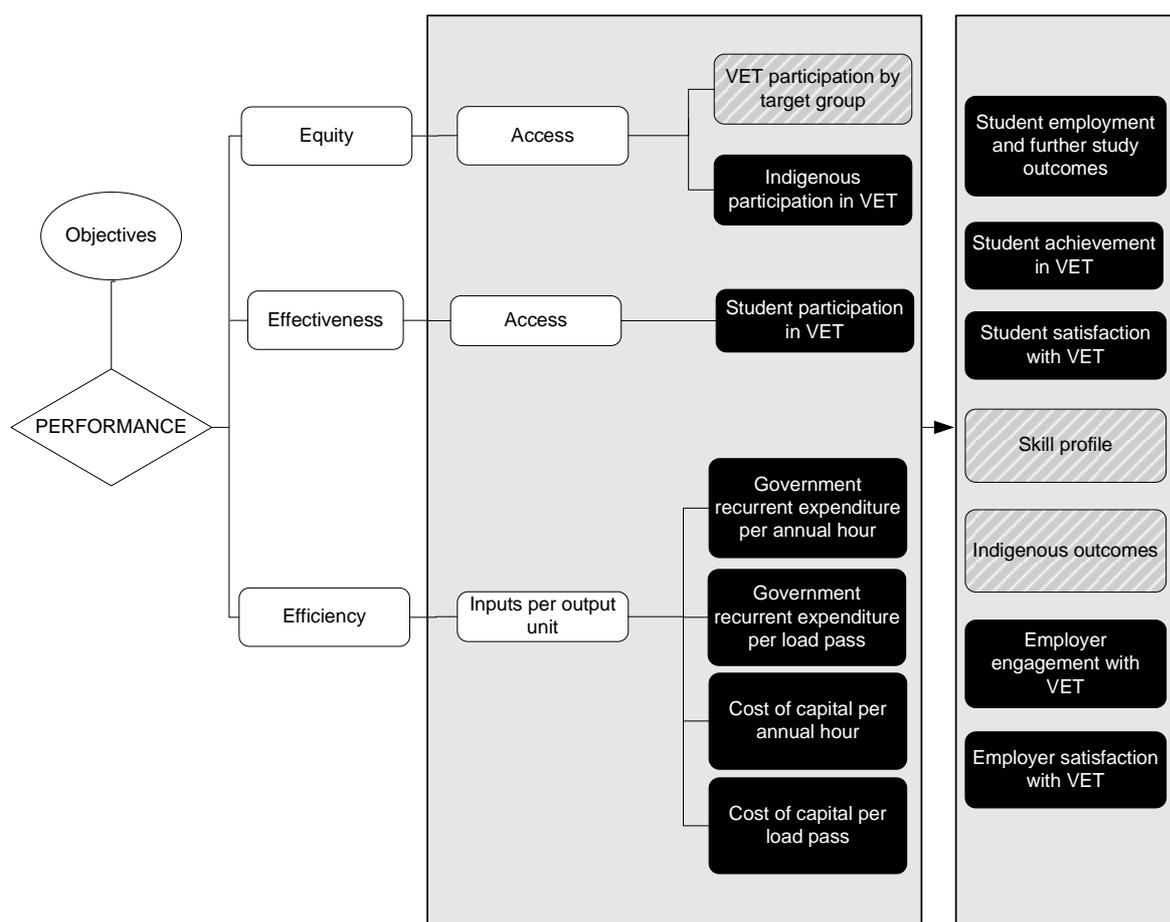
The objectives established in *Shaping our Future — Australia's National Strategy for Vocational Education and Training 2004–2010*, are:

- industry will have a highly skilled workforce to support strong performance in the global economy
- employers and individuals will be at the centre of vocational education and training
- communities and regions will be strengthened economically and socially through learning and employment
- Indigenous Australians will have skills for viable jobs and their learning culture will be shared.

Source: ANTA (2004).

The performance indicator framework (figure 5.4) distinguishes the outputs and outcomes of VET services, and shows which data are comparable in the 2008 Report. For data that are not directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.4 Performance indicators for VET services



Key to indicators

**Text** Data for these indicators comparable, subject to caveats to each chart or table

**Text** Data for these indicators not complete or not directly comparable

**Text** These indicators yet to be developed or data not collected for this Report

Outputs

Outcomes

### 5.3 Key performance indicator results

The equity, effectiveness and efficiency of VET services may be affected by different delivery environments, locations and types of client. Appendix A contains detailed statistics and short profiles on each state and territory, which may help in interpreting the performance indicators presented in this chapter.

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## Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

### *Equity*

A key national goal of the VET system is to increase opportunities and outcomes for disadvantaged groups. The designated equity groups are females, residents of remote and very remote areas, Indigenous people, people with a disability and people speaking a language other than English at home. This section includes indicators of access to VET by these target groups in 2006.

### *VET participation by target group*

‘VET participation by target group’ is an indicator of equitable access to VET services (box 5.4).

#### **Box 5.4 VET participation by target group**

‘VET participation by target group’ is an indicator of access to the VET system by target groups (females, residents of remote and very remote areas, people with a disability, and people speaking a language other than English at home), compared with that of the general population, and reflects performance against the objective of achieving equitable outcomes in VET. (Indigenous participation in VET is reported in a separate indicator.)

‘VET participation by target group’ is defined as the number of government funded participants in the VET system who self-identified that they are from a target group, as a proportion of the total number of people in the population in that group.

It is desirable that ‘VET participation by target group’ reaches a level that is comparable to that for all students. A lower participation rate means the target group is under-represented in VET; a higher participation rate means the group is over-represented in VET.

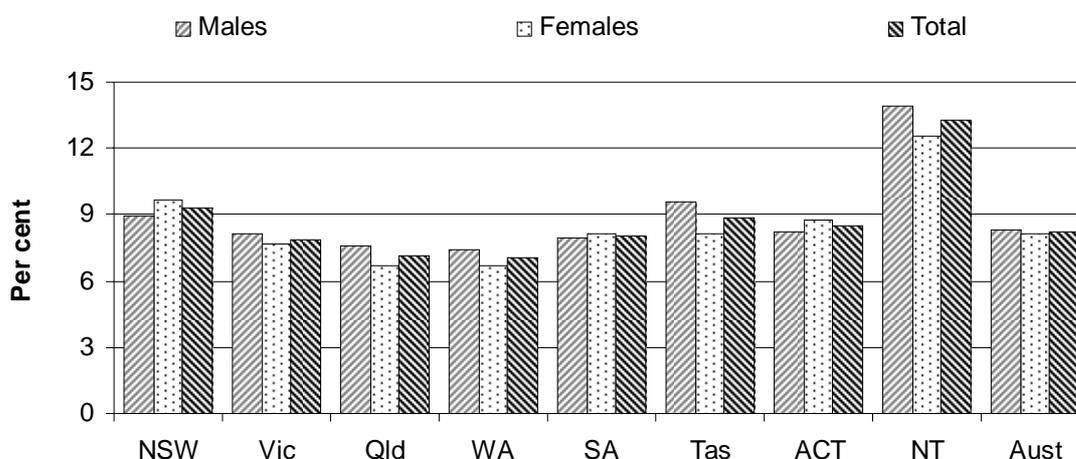
Care needs to be taken in interpreting the participation rates presented for people with a disability and people speaking a language other than English at home because (1) the data depend on self-identification at the time of enrolment, (2) the number of non-responses (that is, students who did not indicate whether they belong to these groups) varies across jurisdictions, and (3) appropriate denominators were not available to calculate the participation rate of students reporting a disability or people speaking a language other than English at home. Data on participation are limited to students who have participated in Australia's government funded VET system.

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*VET participation by target group — females*

In recent years, the national VET participation rates for females and males have been comparable (table 5A.10). In 2006, male student participation was 8.3 per cent and female participation was 8.2 per cent (figure 5.5).

Figure 5.5 **VET participation rate for people aged 15–64 years, by sex, 2006<sup>a, b, c, d</sup>**



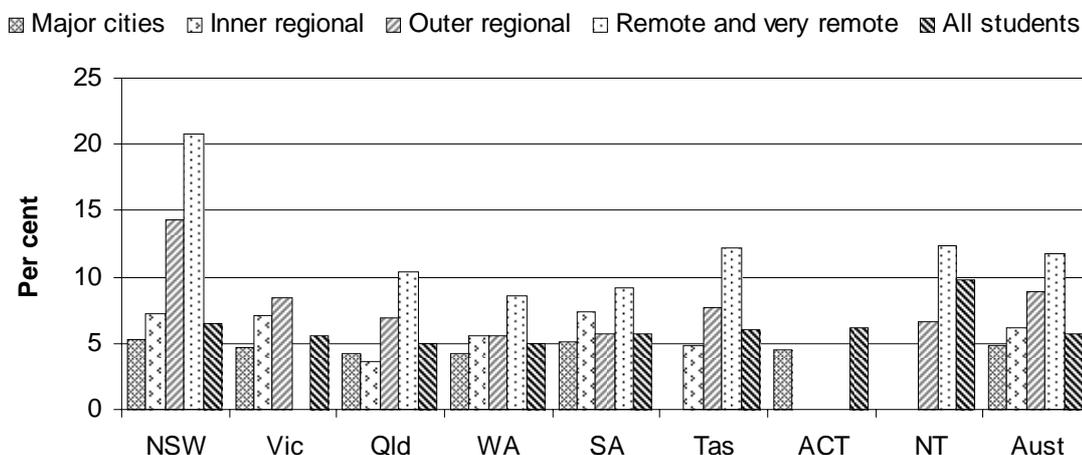
<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The participation rate is the number of 15–64 year old students participating in VET expressed as a proportion of the population (of that sex) aged 15–64 years, as at 30 June 2006. <sup>c</sup> NSW reported data on two additional programs for the first time in 2006. <sup>d</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: ABS (unpublished) Australian Demographic Statistics, December Quarter 2006; NCVER National VET provider collection (unpublished); table 5A.10.

*VET participation by target group — people from remote and very remote areas*

VET student data by region are based on students' home postcode using the Accessibility and Remoteness Index for Australia (ARIA) classification system currently used by the Australian Bureau of Statistics (ABS). Nationally, the VET participation rate increased with remoteness. Participation was higher for people from remote and very remote areas (11.7 per cent) than for people from other geographic regions (8.8 per cent for outer regional areas, 6.2 per cent for inner regional areas and 4.8 per cent for major cities) compared to 5.8 per cent for all students (figure 5.6). Employment opportunities and the availability of alternative education services in regional and remote areas may affect the level of VET participation in these areas.

Figure 5.6 VET participation rate for people of all ages, by region, 2006<sup>a, b, c, d, e</sup>



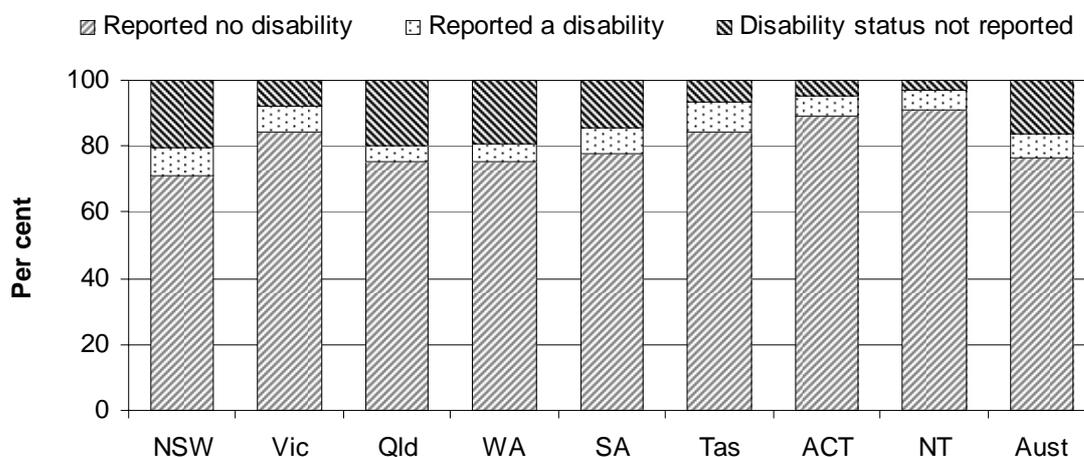
<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The participation rate for students from the various regions is the number of students participating in VET (based on students' home postcode) as a proportion of the total population that resides in that region. <sup>c</sup> There are no very remote areas in Victoria, no major cities in Tasmania, no outer regional areas, remote areas or very remote areas in the ACT, and no major cities or inner regional areas in the NT. Data for Victorian remote areas and ACT inner regional areas are not published due to a high proportion of these areas sharing postcodes with NSW that cannot be disaggregated, but are included in the Australia totals. <sup>d</sup> NSW reported data on two additional programs for the first time in 2006. <sup>e</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: ABS (unpublished) Australian Demographic Statistics, March Quarter 2007 (table AA.6); NCVER National VET provider collection (unpublished); table 5A.11.

#### *VET participation by target group — people with a disability*

Nationally, 7.2 per cent of government funded VET students in 2006 reported having a disability, impairment or long-term condition (figure 5.7). Based on 2003 ABS data, an estimated 16.8 per cent of all 15–64 year olds in the population and 20.0 per cent of the total population reported having a disability (derived from ABS (2004a)). The proportion of VET students reporting a disability is not directly comparable with the proportion of the population reporting a disability, as the classifications of disabilities differ. Within the VET system, the focus is on identifying students that require additional teaching and learning support.

Figure 5.7 VET students, by disability status, 2006<sup>a, b, c, d</sup>

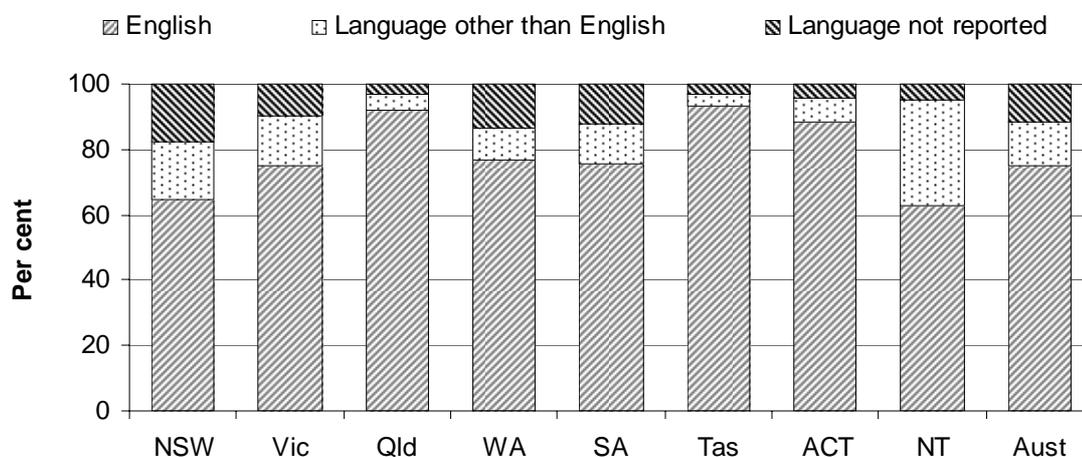


<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> Students reported as having a disability are defined as those who self-identify on enrolment forms that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>c</sup> NSW reported data on two additional programs for the first time in 2006. <sup>d</sup> SA data now include VET in schools which has been assessed by TAFE.  
 Source: NCVET National VET provider collection (unpublished); table 5A.12.

*VET participation by target group — students speaking a language other than English at home*

In 2006, 13.5 per cent of government funded VET students reported speaking a language other than English at home (figure 5.8). By comparison, 15.8 per cent of the total population of Australia spoke a language other than English at home in 2006 (derived from ABS 2006 Census of Population and Housing, table AA.5).

Figure 5.8 VET students, by language spoken at home, 2006<sup>a, b, c</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: NCVET National VET provider collection (unpublished); table 5A.13.

### Indigenous participation in VET

‘Indigenous participation in VET’ is an indicator of equitable access to VET services (box 5.5).

#### Box 5.5 Indigenous participation in VET

‘Indigenous participation in VET’ is an indicator of Indigenous people’s access to the VET system.

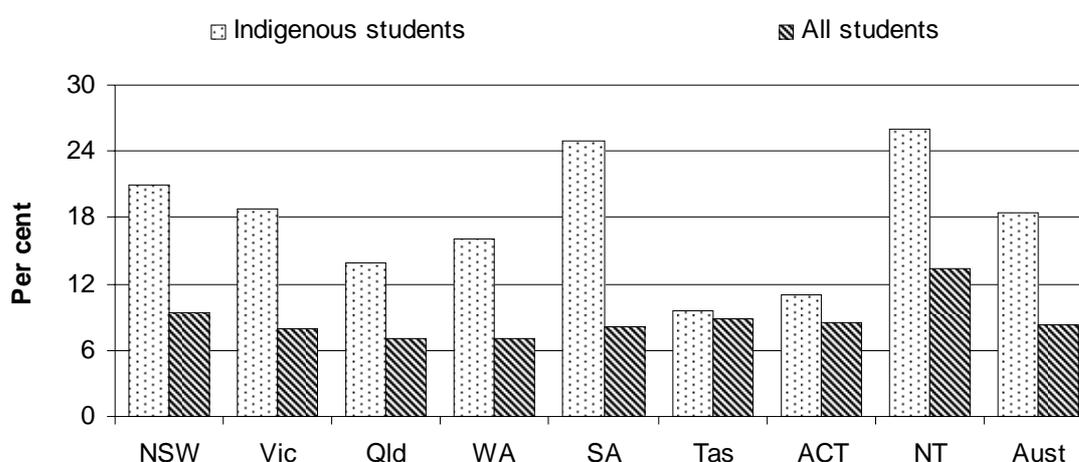
‘Indigenous participation in VET’ is defined as the number of all government funded participants in the VET system who self-identified as Indigenous, as a proportion of the total number of Indigenous people aged 15–64 years, compared with that of the general population.

A lower participation rate means Indigenous people are under-represented in VET; a higher participation rate means Indigenous people are over-represented in VET.

Care needs to be taken in interpreting the participation rates presented for Indigenous people because (1) the data depend on self-identification at the time of enrolment, and (2) the number of non-responses (that is, students who did not indicate whether or not they were Indigenous) varies across jurisdictions. Data are for government funded VET students.

Nationally, the VET participation rate for all Indigenous students (the number of all Indigenous students as a percentage of Indigenous people aged 15–64) was 18.5 per cent. The participation rate for all 15–64 year old students (the number of 15–64 year old students as a percentage of the 15–64 year old population) was 8.2 per cent (figure 5.9). These student participation data are not age standardised, so the younger age profile of the Indigenous population relative to all Australians is likely to affect the results.

Figure 5.9 VET participation rate, by Indigenous status, 2006<sup>a, b, c, d, e, f</sup>

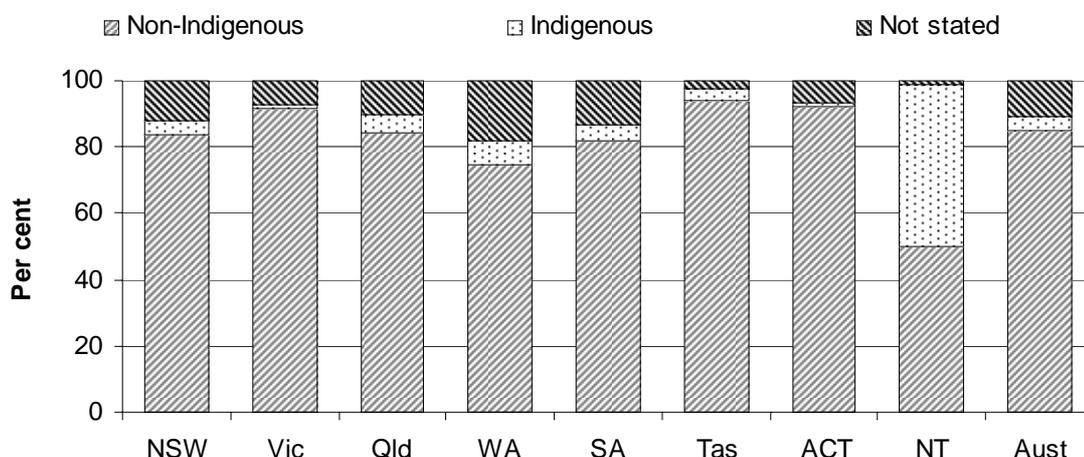


<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The scope of Indigenous students covers all age groups who reported being Indigenous and the scope of all students covers those aged 15–64 years. <sup>c</sup> The Indigenous participation rate is the number of Indigenous students a percentage of the experimental estimates of Indigenous people aged 15–64 years for 30 June 2006 (ABS 2004b; low series, tables 25–34, pp. 53–62). The all students participation rates is the number of students as a percentage of the estimated resident population aged 15–64 as at 30 June 2006. <sup>d</sup> Care needs to be taken in interpreting these data because the Indigenous population's age profile is younger than that of the non-Indigenous population. Participation rates for all ages are likely to differ from participation rates for working age populations. <sup>e</sup> NSW reported data on two additional programs for the first time in 2006. <sup>f</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: ABS (2004b); ABS (unpublished) Australian Demographic Statistics, December Quarter 2006; NCVET National VET provider collection (unpublished); table 5A.14.

In 2006, 4.7 per cent of government funded VET students in Australia identified themselves as Indigenous, while 10.6 per cent of students did not report their Indigenous status (figure 5.10). The proportion of government funded VET students who identified themselves as Indigenous (4.7 per cent) was higher than the proportion of Indigenous people in the total population nationally (2.4 per cent) (table 5A.14).

Figure 5.10 VET students, all ages, by Indigenous status, 2006<sup>a, b, c</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: NCVET National VET provider collection (unpublished); table 5A.14.

## Effectiveness

### Student participation in VET

'Student participation in VET' by target age group (people aged 15–64 years) is an indicator of the effectiveness of VET services (box 5.6).

#### Box 5.6 Student participation in VET

'Student participation in VET' is an indicator of the level of access for people aged 15–64 years to the VET system. It reflects the performance of the VET system in meeting its objective of having a highly skilled workforce.

'Student participation in VET' is defined as the number of 15–64 year olds participating in VET expressed as a proportion of the population aged 15–64 years.

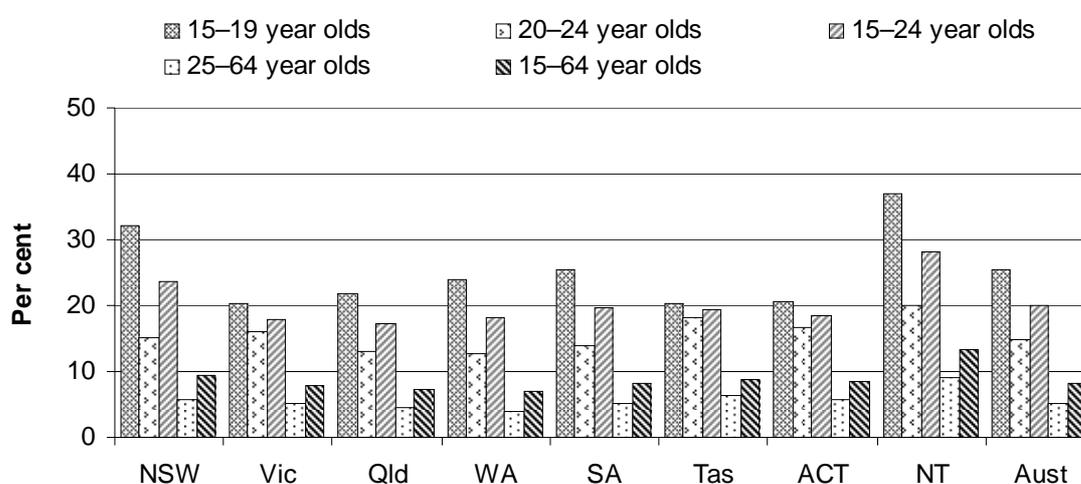
High VET participation rates indicate high levels of access to the VET system by the general population.

Data are for government funded VET students.

In 2006, 1.1 million people aged 15–64 years participated in government funded VET programs. This is equivalent to 8.2 per cent of people aged 15–64 years nationally. The proportion of people participating in VET declined in older age groups. The 1.1 million government funded VET students include:

- 359 400 or 25.4 per cent of people aged 15–19 years
- 216 400 or 14.7 per cent of people aged 20–24 years
- 573 300 or 5.2 per cent of people aged 25–64 years (figure 5.11).

Figure 5.11 VET participation rates, by target age groups, 2006<sup>a, b, c</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: NCVET National VET provider collection (unpublished); ABS (unpublished) Australian Demographic Statistics, December Quarter 2006; table 5A.9.

### Efficiency

A proxy indicator of efficiency is the level of government inputs per unit of output (unit cost). The indicator of unit cost reported here is ‘recurrent expenditure per annual hour’. The Steering Committee has identified issues that may reduce the comparability of cost estimates across jurisdictions in VET. To promote accuracy and comparability of reported efficiency measures some adjustments are made to improve the data (box 5.7).

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### Box 5.7      **Comparability of cost estimates**

Government recurrent expenditure is calculated using data prepared by states and territories under the Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS) for VET financial data. These data are prepared annually on an accrual basis and are audited. Supplementary information is also provided by DEST. Certain line items from AVETMISS have been excluded from expenditure data, including fee-for-service revenue, ancillary trading revenue, gains on sale of property, plant and equipment, other operating revenues and revenues from specific purpose government funds.

To promote comparability of the financial data between states and territories, as well as comparability between the financial and activity data, expenditure is adjusted by course mix weights to recognise the different proportions of relatively more expensive and less expensive training programs that occur in jurisdictions. Expenditure data for 2002–2005 are adjusted to real dollars (2006 dollars) using the gross domestic product (GDP) chain price index (table 5A.72).

Annual hours are adjusted for invalid enrolment rates based on formal advice of the NCVET auditors. Invalid enrolments are those student enrolments reported in the national collection as participating in a module or unit of competency but for which the auditors could find no confirmed evidence that the student had participated in that enrolment within the collection period.

All hours data have been revised. In 2006, all states and territories except Victoria adopted standard nominal hour values for common units of competency as the basis of calculating total annual hours of delivery. Victoria continues to report scheduled hours in 2006. To enable comparison over time, standard nominal hour values have been used to revise the time series back to 2002. In past reports, annual hours were not calculated on an enrolment activity end date reporting and RPL was discounted on an agreed formula. As a result, care should be taken in making comparisons between data in the 2008 Report and past reports.

The Steering Committee has addressed four areas that could improve the comparability of efficiency indicators: superannuation; depreciation; user cost of capital; and payroll tax (see chapter 2). The user cost of capital is not included in estimates of recurrent expenditure, although it is reported separately as the 'cost of capital per annual hour' (box 5.10). The user cost of capital represents the opportunity cost to government of the funds tied up in VET assets. Not reporting the user cost of capital underestimates the cost to government service provision. Comparability can be improved by adding the reported user cost of capital to accrued costs if debt servicing costs and State- and Territory-based capital asset charges are deducted from accrual costs.

*Source:* DEST (2008); SCRCSSP (1998, 1999).

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### *Government recurrent expenditure per annual hour*

‘Government recurrent expenditure per annual hour’ is an indicator of the efficiency of VET services (box 5.8).

#### **Box 5.8 Government recurrent expenditure per annual hour**

‘Government recurrent expenditure per annual hour’ is an indicator of efficiency of VET services. It is the cost to government to deliver VET services per unit of output. Recurrent cost per annual hour of training measures the average cost of producing a training output of the VET system (a unit cost).

‘Government recurrent expenditure per annual hour’ of delivery is defined as total government recurrent expenditure (excluding capital costs) per total annual hour. Expenditure is adjusted for course mix differences across jurisdictions.

Low unit costs may indicate efficient delivery of VET services.

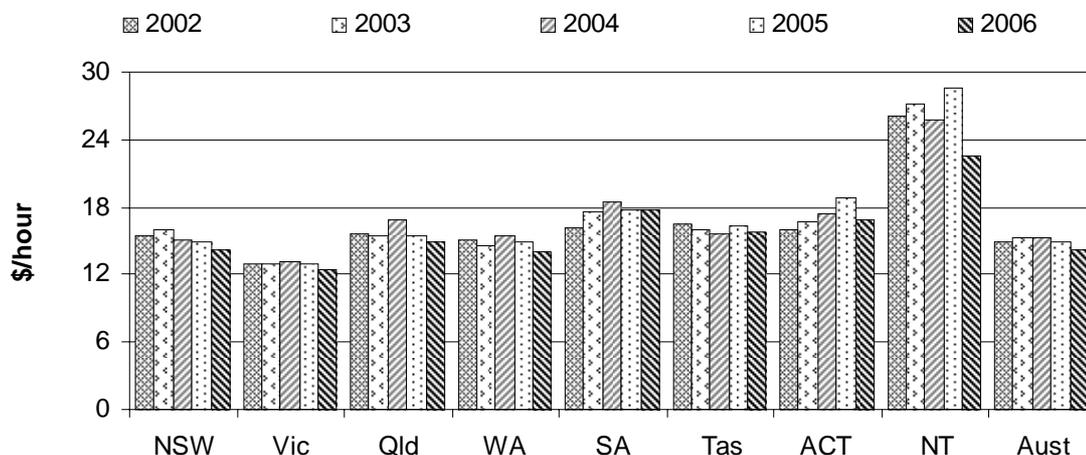
‘Government recurrent expenditure per annual hour’ needs to be interpreted carefully because low unit costs may not necessarily reflect a lessening of quality. The factors that have the greatest impact on efficiency include:

- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member, and differences in the length of training programs
- differences among states and territories, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Financial and activity data from states and territories are reported here within an agreed scope to ensure unit costs accurately reflect the relative efficiency of government service provision across jurisdictions. Data used to calculate unit cost are derived from data that comply with the AVETMISS.

Government real recurrent expenditure per annual hour of government funded VET programs in 2006 was \$14.24 nationally. Government real recurrent expenditure per annual hour decreased from \$14.94 in 2002 (figure 5.12).

Figure 5.12 **Government real recurrent expenditure per annual hour (2006 dollars)<sup>a, b, c</sup>**



<sup>a</sup> The ACT is the only jurisdiction not to levy payroll tax on its VET employees. A payroll tax estimate based on the ACT payroll tax rate has been included in the expenditure data for the ACT. <sup>b</sup> Data for Australia exclude the ACT payroll tax estimate. <sup>c</sup> Historical data have been adjusted to 2006 dollars using the GDP chain price index (table 5A.72).

Source: DEST (2008); NCVET National financial and VET provider collections (unpublished); table 5A.15.

### *Government recurrent expenditure per load pass*

‘Government recurrent expenditure per load pass’ is an indicator of the efficiency of VET services (box 5.9).

#### **Box 5.9 Government recurrent expenditure per load pass**

‘Government recurrent expenditure per load pass’ is an indicator of the efficiency of VET services. It is the cost to government of each successfully completed VET module or unit of competency (that is, the cost per successfully achieved output).

‘Government recurrent expenditure per load pass’ is defined as the total government recurrent expenditure divided by the number of hours successfully completed from assessable modules or units of competency. ‘Load pass’ is based on assessable enrolments of modules and units of competency achieved/passed and RPL, and does not include non-assessable enrolments.

Low unit costs may indicate efficient delivery of VET services per successfully completed load pass hour.

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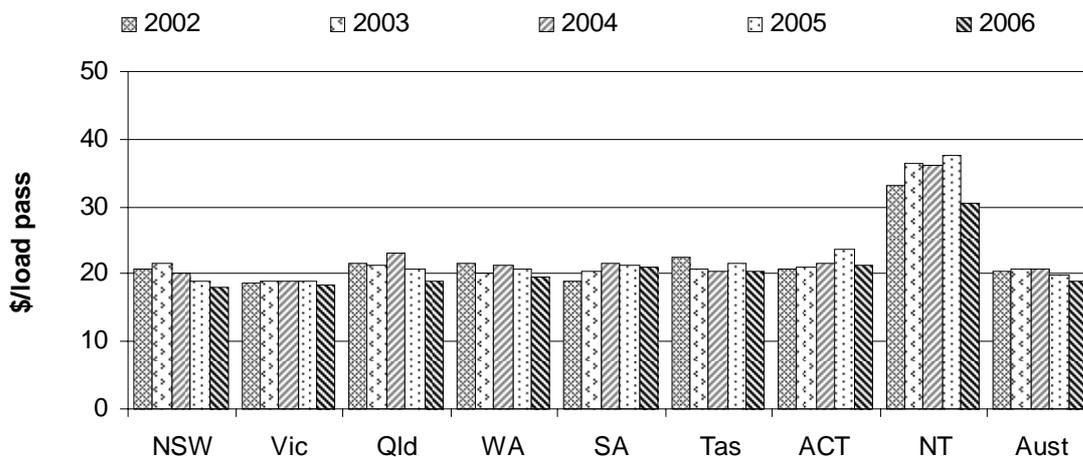
**Box 5.9 (Continued)**

The factors that have the greatest impact on efficiency include:

- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member, and differences in the length of training programs
- differences among states and territories, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Government real expenditure per load pass hour of government funded VET programs in 2006 was \$18.85 nationally. Government real recurrent expenditure per load pass hour decreased from \$20.47 in 2002 (figure 5.13).

**Figure 5.13 Government real recurrent expenditure per hour of publicly funded load pass (2006 dollars)<sup>a, b, c, d</sup>**



<sup>a</sup> The ACT is the only jurisdiction not to levy payroll tax on its VET employees. A payroll tax estimate based on the ACT payroll tax rate has been included in the expenditure data for the ACT. <sup>b</sup> Data for Australia exclude the ACT payroll tax estimate. <sup>c</sup> Load pass is based on assessable enrolments of modules and units of competency achieved/passed and RPL and it does not include non-assessable enrolments. <sup>d</sup> Historical data have been adjusted to 2006 dollars using the GDP chain price index (table 5A.72).

Source: NCVET National financial and VET provider collections (unpublished); table 5A.16.

*Cost of capital per annual hour*

‘Cost of capital per annual hour’ is an indicator of efficiency of the VET system (box 5.10).

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**Box 5.10 Cost of capital per annual hour**

'Cost of capital per annual hour' is an indicator of efficiency of VET services. The cost of capital is included in estimates of the cost of government services because it reflects the opportunity cost of government assets that could otherwise be used to provide other services or to retire debt. Not reporting the user cost of capital underestimates the cost to government of service provision.

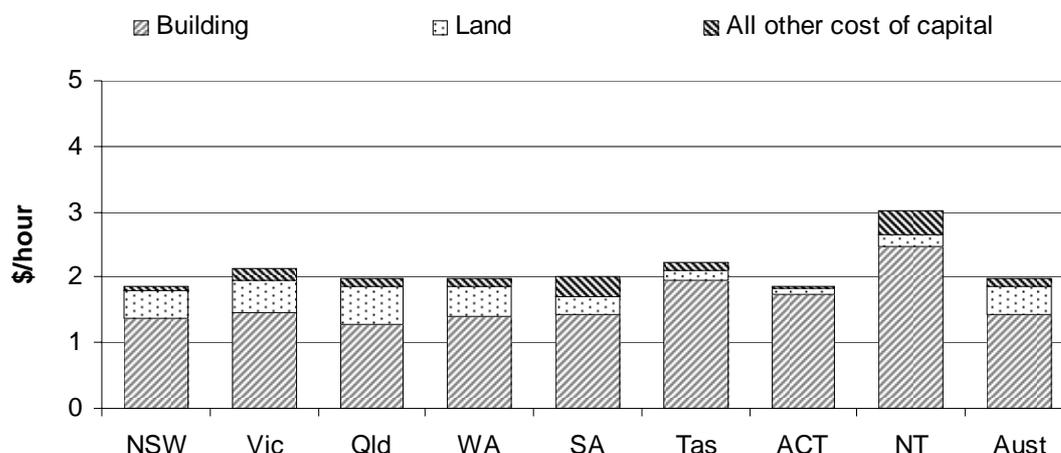
The 'cost of capital per annual hour' is defined as the cost of capital (adjusted for course mix weight) divided by annual hours. The cost of VET service delivery includes both the cost of capital and recurrent costs. Annual hours are the total hours of delivery based on the standard nominal hour value for each subject undertaken. These represent the hours of supervised training under a traditional delivery strategy.

Lower total costs per annual hour may reflect higher efficiency in the delivery of VET services.

The 'cost of capital per annual hour' needs to be interpreted carefully because low unit costs may not necessarily reflect a lessening of quality. Differences in some input costs (for example, land values) could affect reported costs across jurisdictions without necessarily reflecting the efficiency of service delivery. The cost of capital for land is presented separately from the cost of other assets, to allow users assessing the results to consider any differences in land values across jurisdictions. The Steering Committee has adopted a nominal user cost of capital rate of 8 per cent, although the actual rate may vary across jurisdictions. The basis for the 8 per cent capital charge is discussed in chapter 2.

Nationally, the cost of capital per annual hour in 2006 was \$1.99. The largest components of cost of capital per annual hour were building costs (\$1.43) followed by land costs (\$0.44) (figure 5.14).

Figure 5.14 Cost of capital per annual hour, 2006<sup>a</sup>

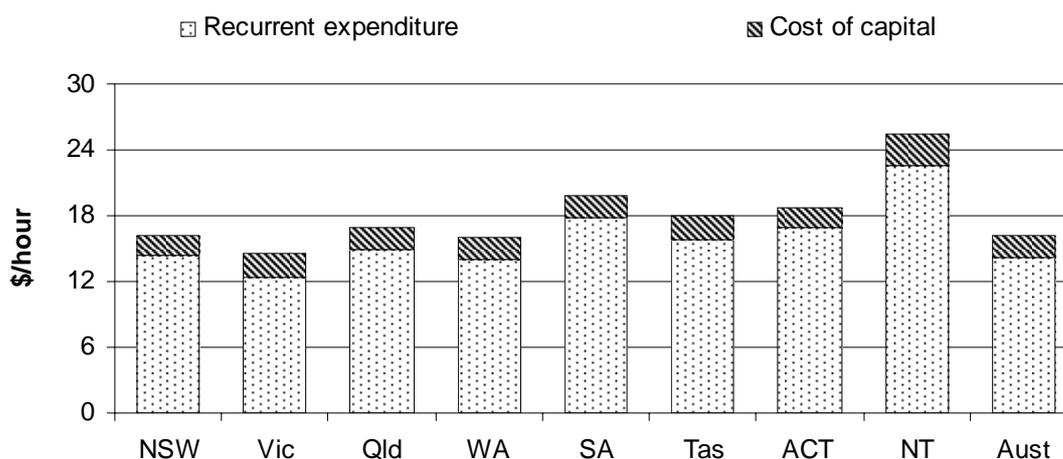


<sup>a</sup> Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions. 'All other cost of capital' includes plant, equipment, motor vehicles and other capital.

Source: NCVET National financial and VET provider collections (unpublished); table 5A.17.

The total cost of VET service delivery includes both the cost of capital and recurrent costs. Nationally, the total cost to government of funding VET per annual hour in 2006 was \$16.23, comprising \$14.24 in recurrent costs and \$1.99 in capital costs (figure 5.15). These results need to be interpreted carefully, because the asset data used to calculate the cost of capital are less reliable than the recurrent cost data.

Figure 5.15 Total government VET costs per annual hour, 2006<sup>a, b</sup>



<sup>a</sup> The ACT is the only jurisdiction not to levy payroll tax on its VET employees. A payroll tax estimate based on the ACT payroll tax rate has been added to the recurrent expenditure data presented for the ACT. <sup>b</sup> Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions. 'Cost of capital' includes buildings, land, plant, equipment, motor vehicles and other capital.

Source: NCVET National financial and VET provider collections (unpublished); table 5A.18.

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### *Cost of capital per load pass*

'Cost of capital per load pass' is an indicator of efficiency of the VET system (box 5.11).

#### **Box 5.11 Cost of capital per load pass**

'Cost of capital per load pass' is an indicator of the efficiency of VET services. The cost of capital is included in estimates of the cost of government services because it reflects the opportunity cost of government assets that could otherwise be used to provide other services or to retire debt. Not reporting the user cost of capital underestimates the cost to government of service provision.

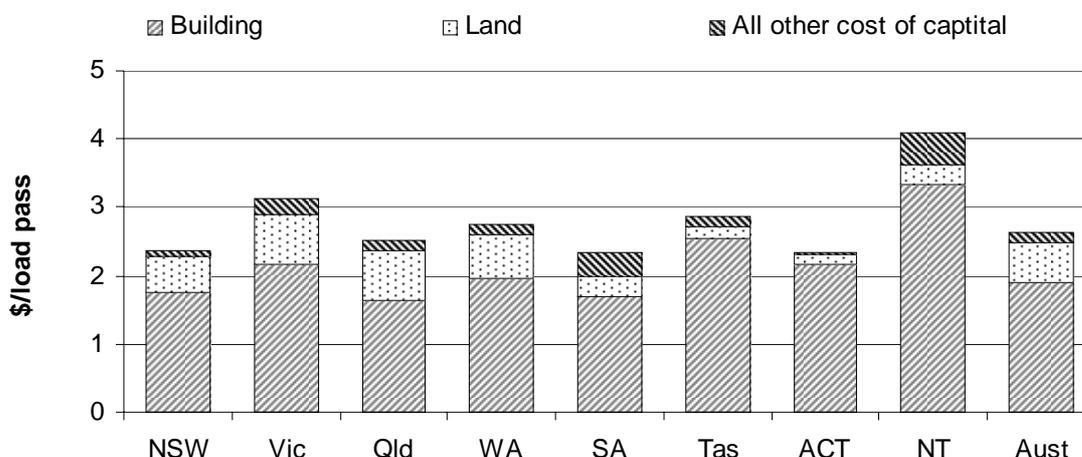
The 'cost of capital per load pass' is defined as the cost of capital divided by hours of publicly funded load pass. 'Load pass' is based on assessable enrolments of modules and units of competency achieved/passed and RPL, and does not include non-assessable enrolments.

The cost of VET service delivery includes both the cost of capital and recurrent costs. Lower total costs per load pass hour may reflect higher efficiency in the delivery of VET services.

The 'cost of capital per load pass' needs to be interpreted carefully because differences in some input costs (for example, land values) could affect reported costs across jurisdictions without necessarily reflecting the efficiency of service delivery. The cost of capital for land is presented separately from the cost of other assets, to allow users assessing the results to consider any differences in land values across jurisdictions. The Steering Committee has adopted a nominal user cost of capital rate of 8 per cent, although the actual rate may vary across jurisdictions. The basis for the 8 per cent capital charge is discussed in chapter 2.

In 2006, the cost of capital per load pass hour was \$2.64 nationally, the largest components were building (\$1.89) and land (\$0.59) costs (figure 5.16).

Figure 5.16 Cost of capital per hour of publicly funded load pass, 2006<sup>a, b</sup>



<sup>a</sup> Load pass is based on assessable enrolments of modules and units of competency achieved/passed and RPL, it does not include non-assessable enrolments. <sup>b</sup> Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions. 'All other cost of capital' includes plant, equipment, motor vehicles and other capital.

Source: NCVET National financial and VET provider collections (unpublished); table 5A.19.

## Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5). The objectives for VET services are to achieve a range of outcomes for students and employers (box 5.3). A range of indicators relating to student and employer outcomes have been identified.

### *Student outcomes*

The annual 'Student Outcomes Survey' conducted by the NCVET identifies training outcomes for students who graduated with a qualification from a course (graduates) and students who successfully completed some training below the level of full qualification and who were no longer engaged in training when the survey was undertaken (module completers). The students must have been undertaking activity within the VET system in Australia in the previous year (box 5.12).

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### Box 5.12 **Student Outcomes Survey**

The data collected about graduates and module completers describes their general characteristics, fields of study, employment outcomes, occupations, industries of employment, satisfaction with their course of study, and further study outcomes.

The survey collects the opinions of a sample of VET students, so the results are estimates of the opinions of the total VET student population. The sample is randomly selected and stratified for graduates and module completers by TAFE institute, field of study, gender and age. Responses are weighted to population benchmarks to minimise non-response bias.

The precision of survey estimates depends on the sample size and the distribution of sample responses. Consequently, jurisdictional comparisons need to be made with care. To assist with making comparisons across jurisdictions, error bars representing the 95 per cent confidence intervals associated with each point estimate are presented in the survey figures. These confidence intervals can be used to test whether the estimates are statistically different across jurisdictions. When comparing the estimates, if the confidence intervals for the jurisdictions overlap, then no statistical difference is detected between the estimates (at the 95 per cent confidence level). Confidence intervals are also included in the relevant tables of the attachment.

In the 2005 survey year, the Student Outcomes Survey underwent a broadening in scope. While the survey in the past was limited to TAFE students, the expanded survey yields data on all VET providers, capturing government funded students (TAFE, private and community education providers), as well as those training on a fee-for-service basis (TAFE and some private and community education providers).

Additional data relating to all VET providers are provided in the attachment tables. Comparisons between TAFE outcomes and all VET provider outcomes must take into account the demographic characteristics of students as well as the level of qualifications offered across training provider types. The discussion of student outcomes in the chapter focuses on TAFE graduates, that is, students who undertook government funded TAFE activity.

Care needs to be taken when comparing student outcomes across states and territories, because each jurisdiction has different economic, demographic and social profiles that are likely to have an effect on a range of training related outcomes. In particular, economic parameters beyond the control of the VET system may affect employment outcomes for graduates (see appendix A).

*Source:* NCVET (2007a); DEST (2008).

### *Student employment and further study outcomes*

‘Student employment and further study outcomes’ is an indicator of outcomes of VET services (box 5.13).

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**Box 5.13 Student employment and further study outcomes**

'Student employment and further study outcomes' is an indicator of the VET system's ability to meet individual students' objectives. It reports on the benefits students gained from the VET system. These benefits include employment, improved employment circumstances, a pathway for further study/training, and personal development.

Three measures are reported:

- the proportion of graduates who were employed and/or continued on to further study after completing their course
- the employment rate after participating in VET for students who were unemployed before the course
- the proportion of graduates who undertook their course for employment-related reasons and who reported at least one work-related benefit from completing the course.

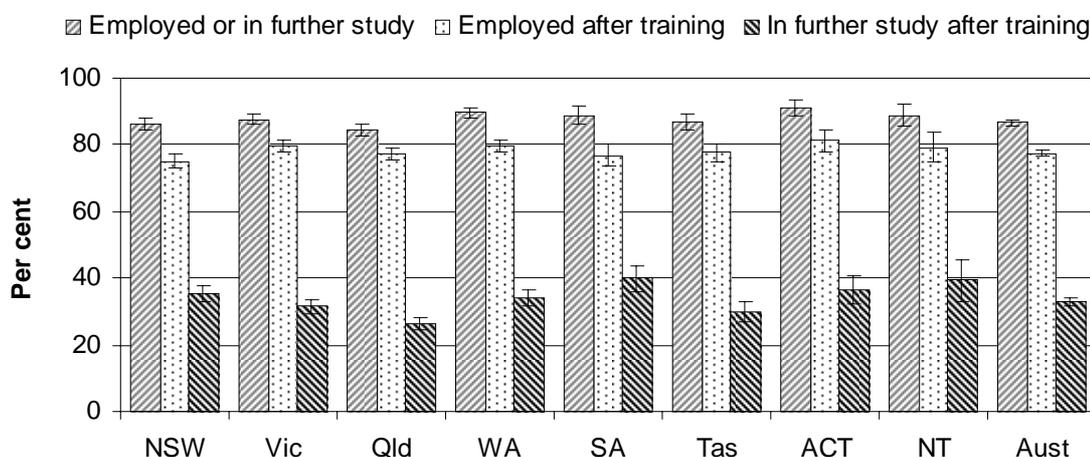
Holding other factors constant, high or increasing proportions indicate positive employment or further study outcomes after training and a high level of students who received at least one work-related benefit from completing the course. The proportion of students who improved their employment outcomes or were engaged in further study may overlap, since students may realise the two outcomes simultaneously.

Comparison of labour market outcomes must also account for the general economic conditions in each jurisdiction (see appendix A).

*Students who were employed and/or continued on to further study after completing their course*

Nationally, 86.7 per cent of TAFE graduates surveyed indicated that they were either in employment and/or pursuing further study after completing a VET course in 2006 — compared with 87.8 per cent in 2005 (table 5A.20). Of all TAFE graduates in 2006, 77.4 per cent said they were in employment while 32.8 per cent continued on to further study (figure 5.17).

Figure 5.17 Proportion of TAFE graduates in employment and/or who continued on to further study after completing a course, 2006<sup>a, b</sup>



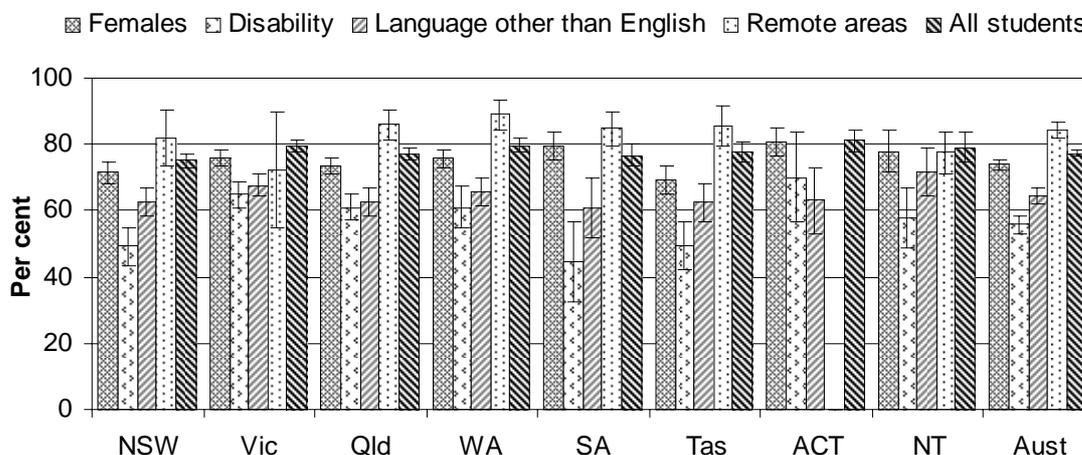
<sup>a</sup> Graduates 'employed after training' and graduates 'in further study after training' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. <sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.20.

The proportion of graduates by target groups who improved their employment circumstance (figure 5.18) or continued onto further study (figure 5.19) can also indicate the equity of outcomes for these groups. (Indigenous student outcomes are reported in a separate indicator.)

Nationally, 84.4 per cent of TAFE graduates from remote and very remote areas, 73.8 per cent of female graduates, 64.4 per cent of graduates who spoke a language other than English at home, and 55.8 per cent of graduates with a disability were employed after completing a course in 2006, compared with 77.4 per cent of all TAFE graduates (figure 5.18). Further information on graduates in employment and/or who continued on to further study after completing a course in 2002–2006 for target groups and geolocation disaggregations are reported in tables 5A.20–27.

**Figure 5.18 Proportion of TAFE graduates in employment after completing a course, by target groups, 2006<sup>a, b, c, d</sup>**

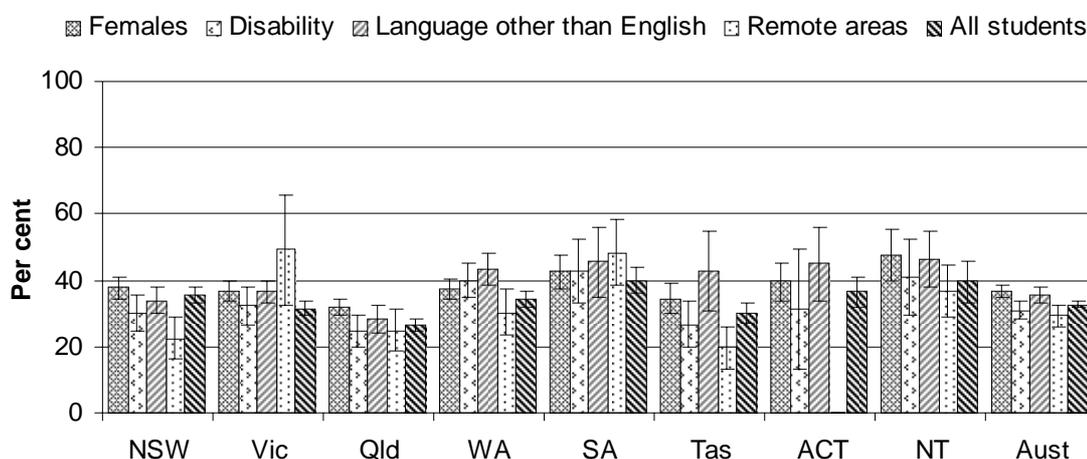


<sup>a</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>b</sup> Care needs to be taken in comparing outcomes for students reporting a disability and students speaking a language other than English at home because of the high non-identification rates for these groups. <sup>c</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT was nil or rounded to zero. <sup>d</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.20-21 and 5A.25-27.

Nationally, in 2006, a higher proportion of female students (36.8 per cent) and students speaking a language other than English at home (35.5 per cent) continued on to further study after completing a course, compared to all TAFE students (32.8 per cent), students with a disability (31.0 per cent) and students from remote and very remote areas (29.4 per cent) (figure 5.19).

Figure 5.19 Proportion of TAFE graduates who continued on to further study after completing a course, by target groups, 2006<sup>a, b, c, d</sup>

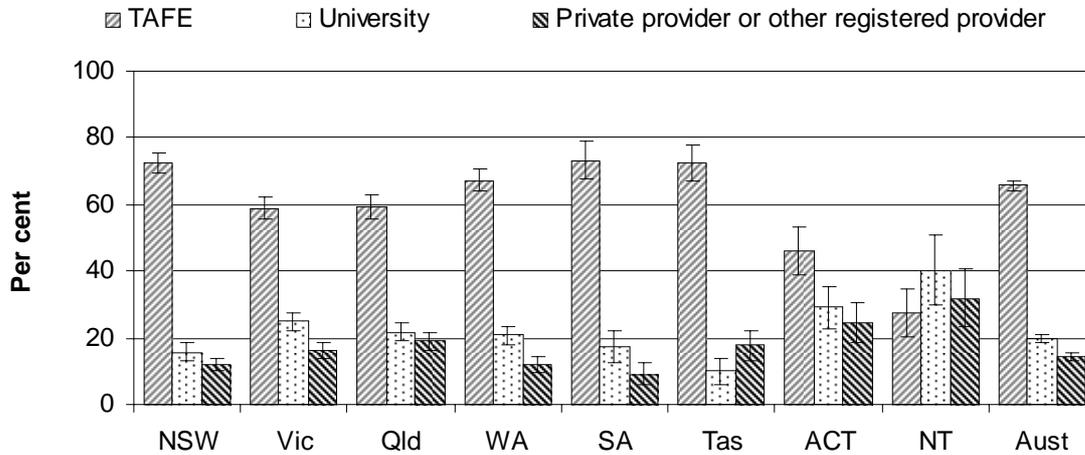


<sup>a</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>b</sup> Care needs to be taken in comparing results for students reporting a disability and students speaking a language other than English at home because of the high non-identification rates for these groups. <sup>c</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT was nil or rounded to zero. <sup>d</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. The ACT 'Disability' estimate has a relative standard error greater than 25 per cent and needs to be used with caution.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.20-21 and 5A.25-27.

Of those TAFE graduates who continued on to further study, 65.7 per cent pursued their further study within the TAFE system, while 19.8 per cent went on to further study at universities and 14.5 per cent went on to further study at private providers or other registered providers (figure 5.20).

**Figure 5.20 TAFE graduates who continued on to further study after completing a course, by type of institution, 2006<sup>a</sup>**



<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.20.

*Students who were employed after completing their course*

Nationally, of the TAFE graduates surveyed in 2006 who were unemployed before the course, 52.7 per cent indicated they were employed after the course, 37.6 per cent were unemployed and 9.6 per cent were not in the labour force (figure 5.21).

**Figure 5.21 Labour force status after the course of TAFE graduates who were unemployed before the course, 2006<sup>a, b</sup>**

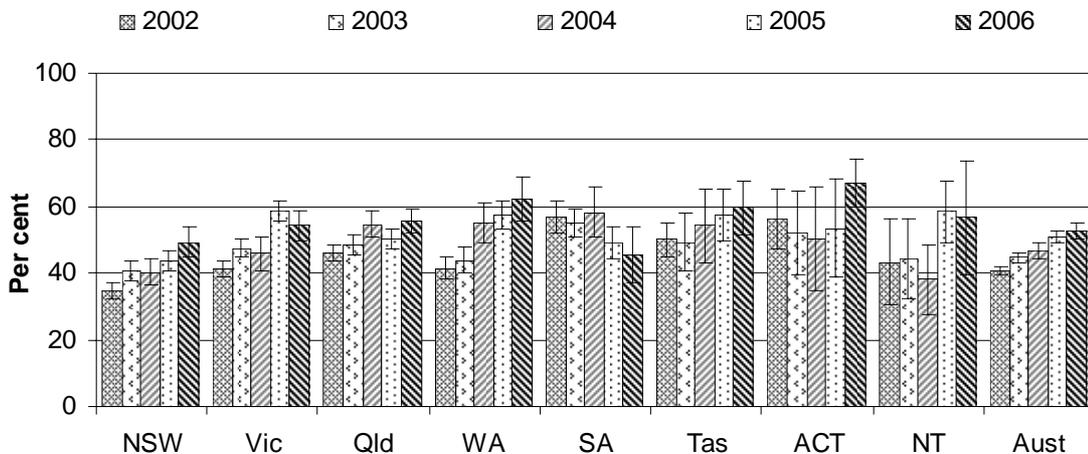


<sup>a</sup> The NT 'Not in the labour force' estimates are not published due to 5 or fewer responses. <sup>b</sup> The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.28. The SA and Tasmania 'Not in the labour force' estimates have relative standard errors greater than 25 per cent and need to be used with caution.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.28.

Between 2002 and 2006, the proportion of TAFE graduates who were unemployed before the course and who became employed after the course increased by 11.9 percentage points (from 40.8 to 52.7 per cent) (figure 5.22).

**Figure 5.22 Proportion of TAFE graduates who were unemployed prior to commencing a course and who were employed after completing a course<sup>a</sup>**



<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

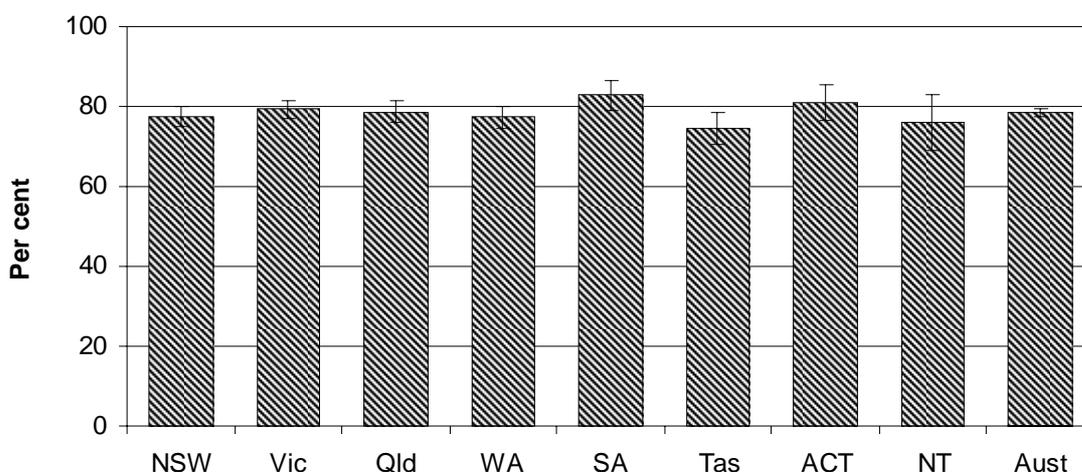
Source: NCVET Student Outcomes Survey (unpublished); table 5A.28.

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*Students receiving work-related benefit*

Nationally, of the TAFE graduates who undertook their course for employment-related reasons in 2006, 78.5 per cent indicated they had gained at least one work-related benefit from completing the course (figure 5.23).

**Figure 5.23 TAFE graduates who undertook their course for employment-related reasons and who received at least one work-related benefit from completing the course, 2006<sup>a</sup>**



<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.31.

Individual graduates could receive more than one benefit. The benefits reported by graduates included:

- obtained a job (32.9 per cent)
- achieved an increase in earnings (26.6 per cent)
- achieved a promotion or an increased status at work (28.5 per cent)
- a change of job or new job (16.7 per cent)
- gaining the ability to start their own business (6.4 per cent) (table 5A.31).

Information on students who were employed before undertaking a course and who took the course for employment-related reasons and students rating of the relevance of their completed course to their main job (by jurisdiction and over a five year time series) is available in the attachment (tables 5A.29-30).

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Further information on VET employment outcomes is available from the *Down the Track* survey of long term VET outcomes for 15–24 year olds, which is available in the 2006 Report (SCRGSP 2006, box 4.13) and *Down the track: TAFE outcomes for young people two years on* (NCVER 2006).

### *Student achievement in VET*

‘Student achievement in VET’ is an indicator of equitable access outcomes of VET services. It is a measure for overall student outcomes, and comparisons of target groups provides measures of equity (box 5.14).

#### **Box 5.14 Student achievement in VET**

‘Student achievement in VET’ is an indicator of students’ success in VET. Achievement by VET target groups (females, residents of remote and very remote areas, people with a disability and people speaking a language other than English at home) can also indicate the equity of outcomes for these groups. (Indigenous student outcomes are reported in a separate indicator.)

Two measures are reported for all students and target groups:

- ‘Load pass rate’ is the ratio of hours attributed to students who gained competencies/passed assessment in an assessable module or unit of competency to all hours of students who were assessed and either passed, failed or withdrew. The calculation is based on the annual hours for each assessable module or unit of competency and includes competencies achieved/units passed through RPL.
- ‘Number of students who commenced and completed’ is defined as the number of VET students in a given year who commenced a course and eventually completed their course, expressed as a proportion of all course commencing enrolments in that year.

‘Load pass rate’ is a measure of students’ success, which has an impact on a student’s attainment of skills. High ‘load pass rates’ and ‘number of students who commenced and completed’ indicate that student achievement is high, which is desirable. The rates for target groups, relative to those for the general student population, indicate whether target groups are as successful as other students.

Care needs to be taken in comparing data across jurisdictions because average module durations vary across jurisdictions.

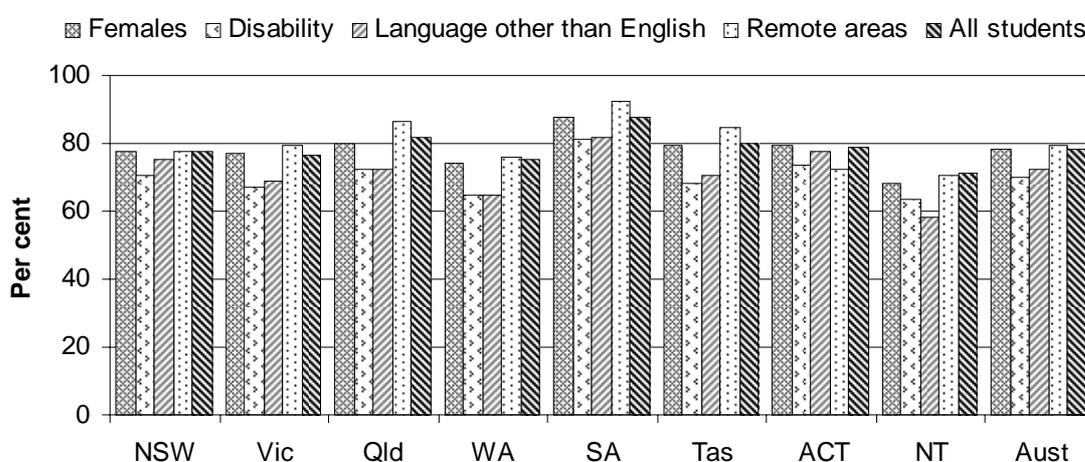
Reporting on the ‘number of students who commenced and completed’, expressed as a proportion of all course commencing enrolments in that year is dependent on the capacity to track individual students over more than one calendar year. Data were not available for the 2008 Report.

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### Load pass rate

In 2006, the 'load pass rate' for all government funded students was 78.5 per cent, similar to load pass rates for female students (78.1 per cent) and students from remote and very remote areas (79.6 per cent). The load pass rates for students reporting a disability (69.9 per cent) and students speaking a language other than English at home (72.3 per cent) were lower than for all students (figure 5.24).

Figure 5.24 Load pass rates, by target groups, 2006<sup>a, b, c, d</sup>



<sup>a</sup> Data are for government recurrent funded hours. <sup>b</sup> Students reported as having a disability are defined as those who self-identify on enrolment forms that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>c</sup> Care needs to be taken in comparing load pass rates for students reporting a disability and students speaking a language other than English at home because the non-identification rates for these groups are high. <sup>d</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. Data for these geolocation disaggregations are for students from these areas throughout Australia studying in the jurisdiction.

Source: NCVET National VET provider collection (unpublished); tables 5A.32–35.

Nationally, between 2002 and 2006, the load pass rates increased for:

- female students by 1.1 percentage points (from 77.0 to 78.1 per cent) (table 5A.32)
- students from remote and very remote areas by 3.5 percentage points (from 76.1 to 79.6 per cent) (table 5A.33)
- students with a disability by 2.2 percentage points (from 67.7 per cent to 69.9 per cent) (table 5A.34)
- students speaking a language other than English at home by 2.5 percentage points (from 69.8 to 72.3 per cent) (table 5A.35)
- all students by 2.1 percentage points (from 76.4 to 78.5) (table 5A.32).

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*Number of students who commenced and completed*

Data for this measure were not available for the 2008 Report.

### *Student satisfaction with VET*

‘Student satisfaction with VET’ is an indicator of the equitable outcomes of VET services. It is a measure for overall student outcomes, and comparisons of target groups provides measures of equity (box 5.15).

#### **Box 5.15 Student satisfaction with VET**

‘Student satisfaction with VET’ is an indicator of students’ satisfaction with their training program. It measures whether students achieved their main reason for doing a course and whether they were satisfied or very satisfied with the overall quality of their VET training program. Satisfaction by VET target groups (females, residents of remote and very remote areas, people with a disability and people speaking a language other than English at home) can also indicate the equity of outcomes for these groups. (Indigenous student outcomes are reported in a separate indicator.)

Two measures are reported for all students and target groups:

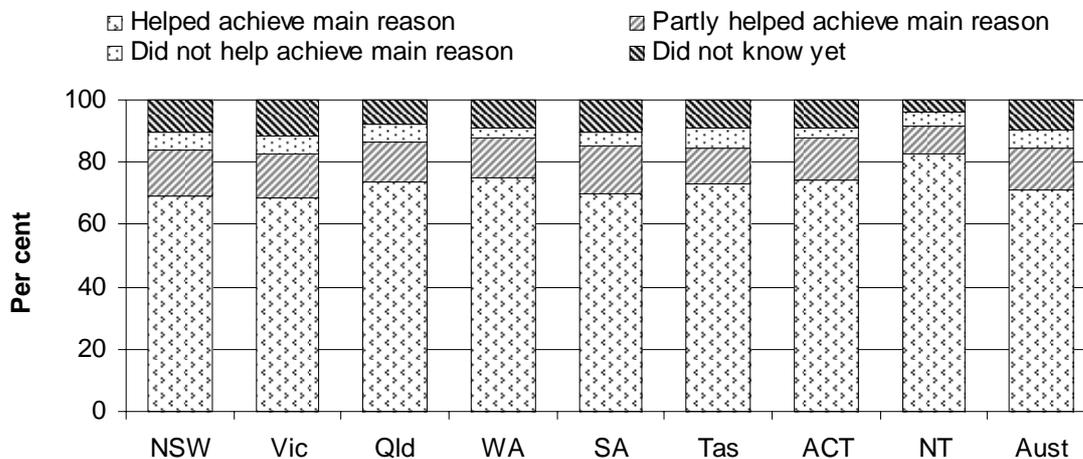
- ‘proportion of students who achieve their main reason for doing a VET course’ is defined as the proportion of graduates in the Student Outcomes Survey who indicate that they achieved or partly achieved their main reason for doing the course
- ‘proportion of students who were satisfied with the quality of their completed VET course’ is defined as the proportion of graduates in the Student Outcomes Survey who indicate that they were satisfied or very satisfied with their VET training program.

A higher percentage indicates a higher level of satisfaction. The proportion of graduates who achieve their training objectives varies according to their objectives — employment related, further study and/or developmental — so it is useful to distinguish amongst types of student objective.

### *Students who achieve their main reason for doing a course*

In 2006, 84.8 per cent of TAFE graduates surveyed nationally indicated that their course helped (71.0 per cent) or partly helped (13.8 per cent) them achieve their main reason for doing the course — slightly higher than the 77.2 per cent total reported in 2002. Of those graduates surveyed in 2006, 5.4 per cent indicated their course did not help them achieve the main reason they did the course, compared with 9.0 per cent in 2002 (table 5A.36, figure 5.25).

**Figure 5.25 Proportion of TAFE graduates who achieved their main reason for doing the course, 2006<sup>a</sup>**

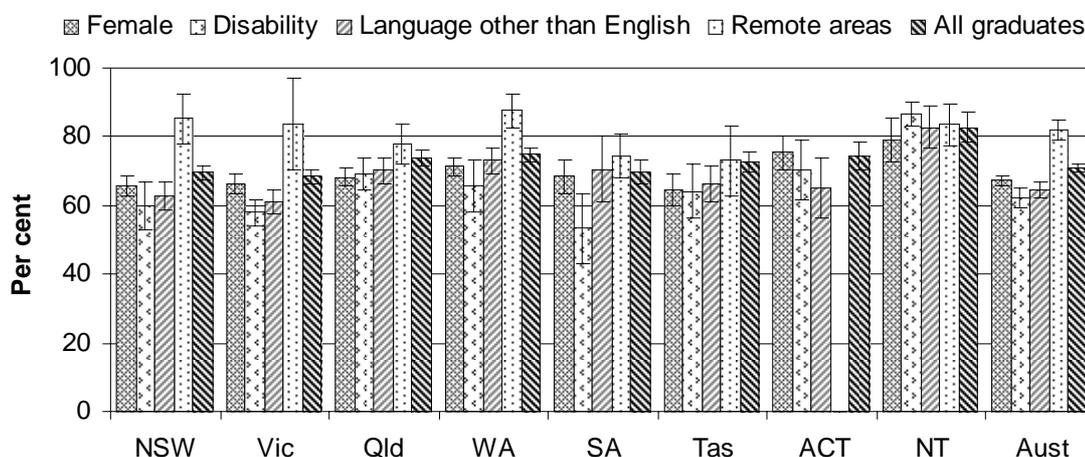


<sup>a</sup> The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.36. The ACT and the NT 'Did not help achieve main reason' and the NT 'Did not know yet' estimates have relative standard errors greater than 25 per cent and need to be used with caution.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.36.

Nationally, of the target groups, students from remote and very remote areas were the most likely to indicate that the course helped them achieve their main reason for doing the course (82.0 per cent), while graduates reporting a disability were the least likely to do so (62.3 per cent). Of all TAFE graduates surveyed, 71.0 per cent indicated that the course helped them achieve their main reason for doing the course (figure 5.26).

Figure 5.26 Proportion of TAFE graduates who achieved their main reason for doing the course, by target groups, 2006<sup>a, b, c</sup>



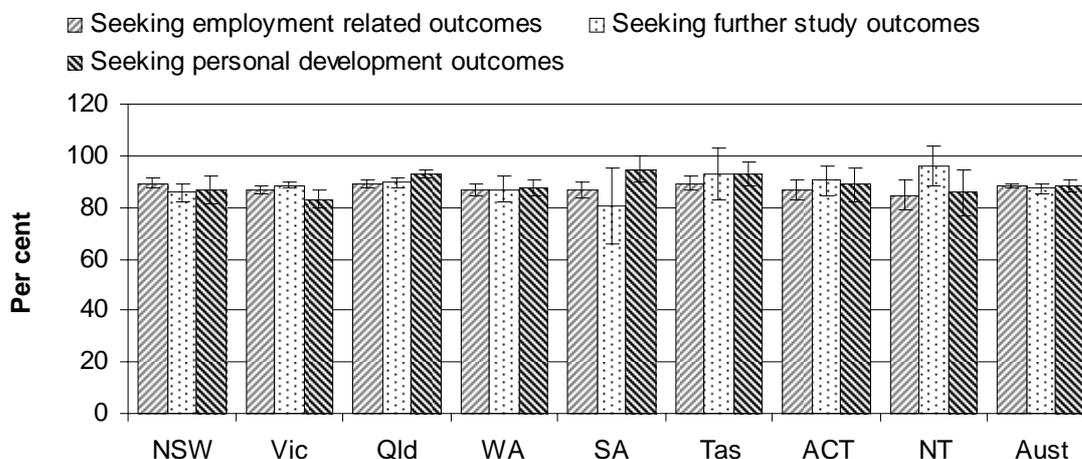
<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>c</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT was nil or rounded to zero.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.36-37 and 5A.41-43.

#### *Students who were satisfied with the quality of their completed training*

In 2006, 88.2 per cent of TAFE graduates surveyed nationally indicated that they were satisfied with the quality of their completed training (table 5A.44). The satisfaction levels across students undertaking training with different objectives were very similar — students seeking employment related outcomes (88.1 per cent), seeking further study outcomes (87.1 per cent) and seeking personal development outcomes (88.2 per cent) (figure 5.27).

**Figure 5.27 Proportion of TAFE graduates who were satisfied with the quality of their completed course, by purpose of study, 2006<sup>a, b</sup>**



<sup>a</sup> Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).  
<sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

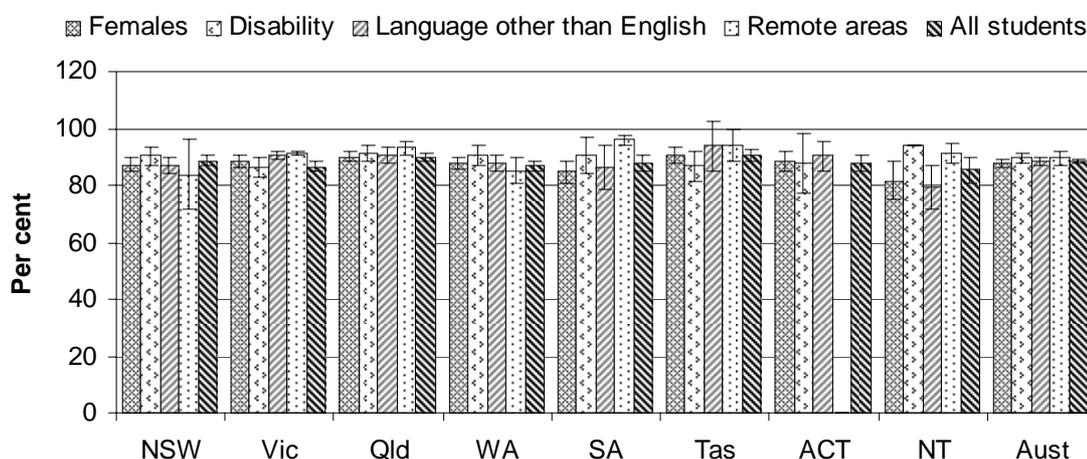
Source: NCVET Student Outcomes Survey (unpublished); table 5A.44.

The satisfaction level across target groups were also very similar:

- female graduates (87.8 per cent)
- graduates speaking a language other than English at home (88.2 per cent)
- graduates reporting a disability and graduates from remote and very remote areas (both 89.6 per cent) (figure 5.28).

A further breakdown of graduates by target groups and graduates by ARIA classifications, by the purpose of study, can be found in attachment tables 5A.45–51.

Figure 5.28 Proportion of TAFE graduates who were satisfied with the quality of their completed course, by target groups, 2006<sup>a, b, c, d</sup>



<sup>a</sup> Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale). <sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. <sup>c</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>d</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT were nil or rounded to zero.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.44-45 and 5A.49-51.

### Skill profile

‘Skill profile’ is an indicator of outcomes of VET services (box 5.16).

#### Box 5.16 Skill profile

‘Skill profile’ is an indicator of Australia’s VET system’s ability to create and maintain a national pool of skilled Australian workers that is sufficient to support internationally competitive commerce and industry. It measures the stock of VET skills held by Australians.

There are currently no indicators for ‘skill profile’, and in the interim ‘skill outputs from VET’ are reported under this indicator.

(Continued on next page)

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**Box 5.16 (Continued)**

'Skill outputs from VET' measures students' skill outputs from the VET system in a given year. Four measures are reported:

- 'Qualifications completed' is defined as the number of qualifications completed each year by both government and non-government funded students in VET, where a qualification is a certification to a person on successful completion of a course in recognition of having achieved particular knowledge, skills or competencies.
- 'Units of competency' is defined as the number of units of competency achieved each year by government recurrent funded VET students, where a unit of competency is defined as a component of a competency standard and/or a statement of a key function or role in a particular job or occupation.
- 'Modules completed' is defined as the number of modules (outside training packages) achieved/passed each year by government recurrent funded VET students, where a module (also called a subject) is a unit of education or training which can be completed on its own or as part of a course. Modules may also result in the attainment of one or more units of competency.
- Annual change in qualifications completed, units of competency and modules achieved/passed is defined as the percentage change of qualifications, units of competency or modules achieved/passed from year to year.

Holding other factors constant, high or increasing numbers of qualifications completed and units of competency or modules achieved/passed results in a greater increase in the stock of VET skills.

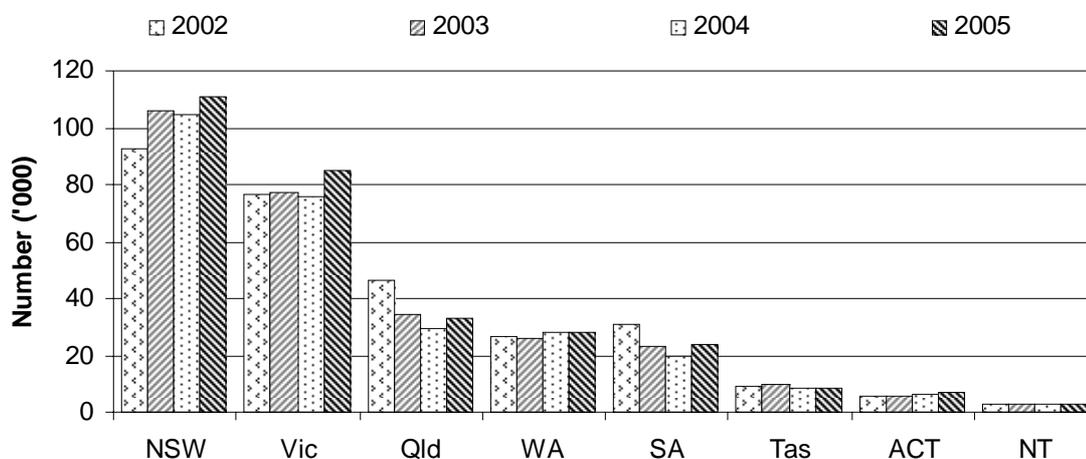
Qualifications completed in 2005 are counted in 2007 and are included in the 2008 Report.

The VET sector is focussed on delivering nationally recognised training through training packages (qualifications and units of competency) and accredited courses (and their associated modules). Most accredited courses and modules have been phased out over the last five years as more industry training packages are endorsed. However, there are some niche markets where accredited courses will be maintained and new ones developed, for example, English proficiency courses, courses in viticulture and performing arts, dance and professional writing. Typically these are in training areas not covered by the 10 Industry Skills Councils.

*Skill outputs from VET — qualifications completed*

Nationally, 299 700 VET qualifications were completed in 2005 (table 5A.52). The number of qualifications completed includes both government and non-government funded VET students. The number of qualifications completed varied across jurisdictions (figure 5.29).

Figure 5.29 Qualifications completed, all graduates<sup>a, b, c, d</sup>

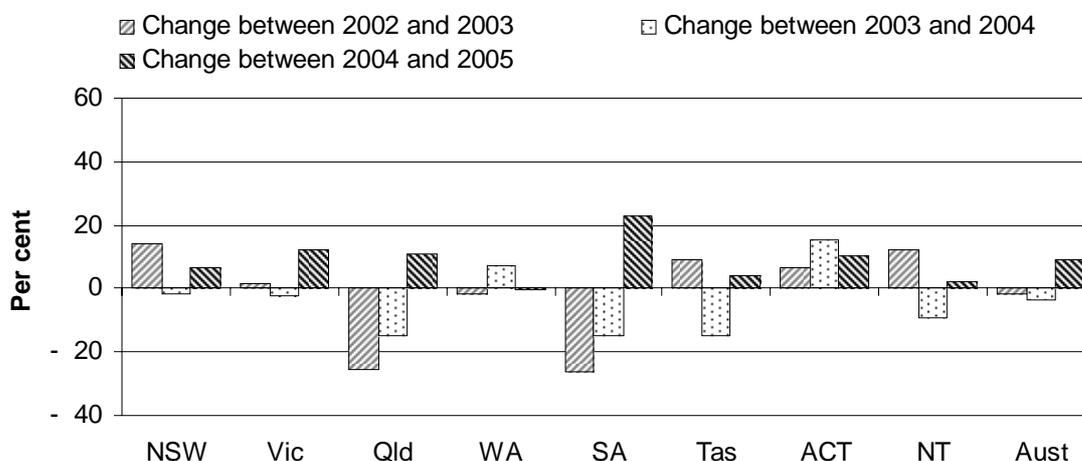


<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> WA reported additional awards completed in 2003. <sup>d</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2002–2004 have been adjusted to include SA VISA (VET in Schools Assessment) data. Data for 2001 are not reported due to a break in time series.

Source: NCVET National VET provider collection (unpublished); table 5A.52.

The number of qualifications completed fell between 2002 and 2003 (1.6 per cent) and 2003 and 2004 (3.6 per cent) but increased by 9.0 per cent between 2004 and 2005 (figure 5.30). Overall, VET qualifications increased by 3.4 per cent between 2002 and 2005 (table 5A.52).

Figure 5.30 **Qualifications completed, by change from previous year, all graduates<sup>a, b, c, d, e</sup>**



<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> WA reported additional awards completed in 2003. <sup>d</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2002–2004 have been adjusted to include SA VISA (VET in Schools Assessment) data. <sup>e</sup> The Australia data for 2002–2004 have been revised due to changes to SA and NT reporting.

Source: NCVET National VET provider collection (unpublished); table 5A.52.

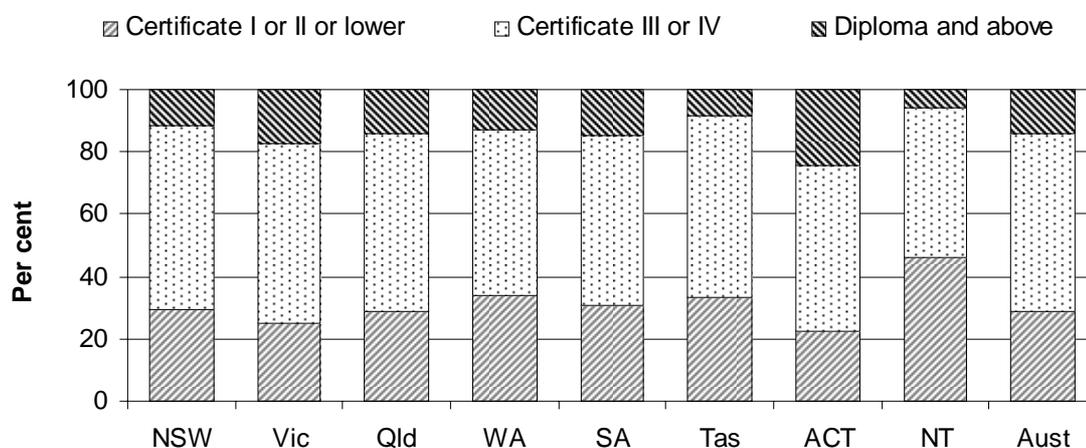
Amongst the VET target groups, between 2002 and 2005 the number of qualifications completed nationally increased by:

- 3.4 per cent for female students (table 5A.52)
- 28.1 per cent for students with a disability (table 5A.54)
- 13.1 per cent for students speaking a language other than English at home (table 5A.55). (Indigenous student outcomes are reported in a separate indicator.)

The number of qualifications completed for students from remote and very remote areas decreased by 1.2 per cent between 2002 and 2005 (table 5A.53).

In 2005, 14.1 per cent of qualifications completed were at the diploma or advanced diploma level, 57.1 per cent at certificate level III or IV and 28.8 per cent at certificate level I or II or lower (figure 5.31).

Figure 5.31 Qualifications completed, by course level, 2005<sup>a, b, c</sup>



<sup>a</sup> Qualifications completed include courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: NCVET National VET provider collection (unpublished); table 5A.56.

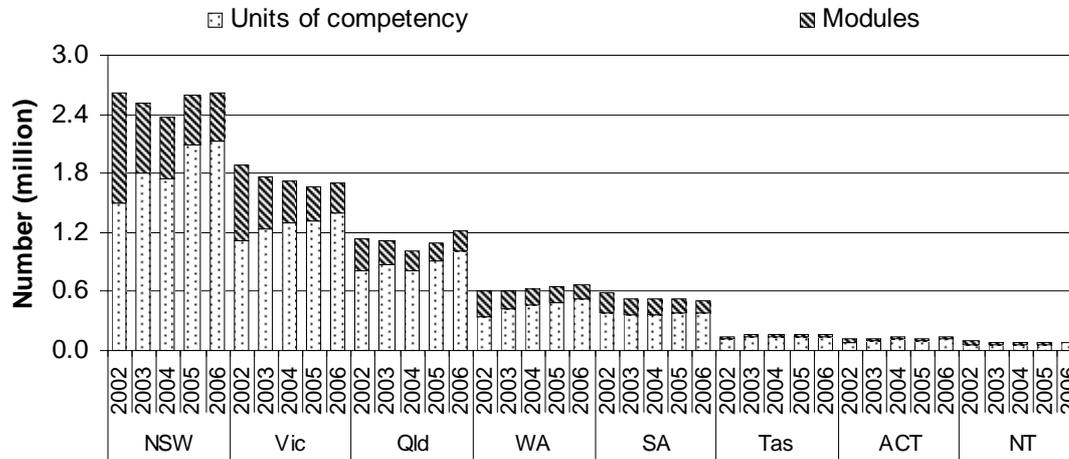
#### *Skill outputs from VET — units of competency completed*

Nationally, students achieved 5.8 million units of competency in 2006, an increase from 4.4 million in 2002. This was a 32.0 per cent increase in units of competency achieved/passed over this period (table 5A.57).

#### *Skill outputs from VET — modules completed*

Nationally, students achieved 1.3 million modules in 2006, a decrease from 2.8 million modules in 2002. This was a 53.8 per cent decrease in modules achieved/passed over this period (table 5A.61). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 5.32).

Figure 5.32 Units of competency and modules achieved/passed, all students<sup>a, b, c</sup>

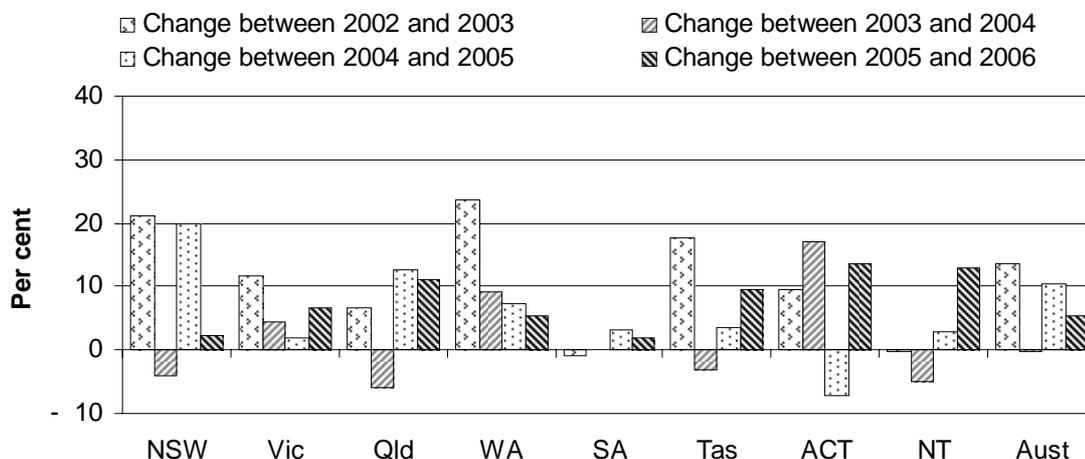


<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2002–2004 have been adjusted to include SA VISA (VET in Schools Assessment) data.

Source: NCVET National VET provider collection (unpublished); tables 5A.57 and 5A.61.

Nationally, the number of units of competency achieved/passed has increased annually since 2002, except for a 0.4 per cent decrease between 2003 and 2004. In 2006, units of competency achieved/passed increased by 5.5 per cent from 2005 (figure 5.33).

Figure 5.33 Units of competency achieved/passed, by change from previous year<sup>a, b, c, d</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2002–2005 have been adjusted to include SA VISA (VET in Schools Assessment) data. <sup>d</sup> The Australia data for 2002–2005 have been revised due to changes to SA and NT reporting.

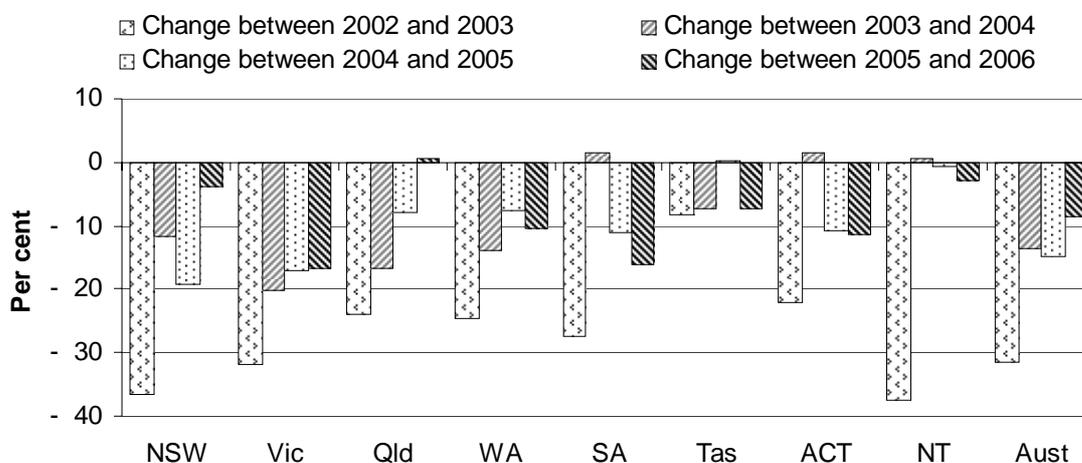
Source: NCVET National VET provider collection (unpublished); table 5A.57.

Amongst the VET target groups, between 2002 and 2006 the number of units of competency achieved/passed nationally increased by:

- 22.8 per cent for female students, while for males, it increased by 41.9 per cent
- 21.0 per cent for students from remote and very remote areas
- 83.8 per cent for students reporting a disability
- 38.1 per cent for students speaking a language other than English at home (tables 5A.57–5A.60).

Nationally, the number of modules achieved/passed has decreased annually since 2002. In 2006, modules achieved/passed decreased by 8.6 per cent from 2005 (figure 5.34).

Figure 5.34 Modules achieved/passed, by change from previous year<sup>a, b, c, d</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2002–2005 have been adjusted to include SA VISA (VET in Schools Assessment) data. <sup>d</sup> The Australia data for 2002–2005 have been revised due to changes to SA and NT reporting.

Source: NCVET National VET provider collection (unpublished); table 5A.61.

Amongst the VET target groups the number of modules achieved/passed nationally between 2002 and 2006 decreased by:

- 57.3 per cent for female students, while for males, it decreased by 51.1 per cent
- 30.6 per cent for students who reported a disability
- 43.5 per cent for students speaking a language other than English at home
- 47.2 per cent for students from remote and very remote areas (tables 5A.61–64).

### Indigenous outcomes

‘Indigenous outcomes’ is an indicator of outcomes of VET services for Indigenous people (box 5.17).

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### Box 5.17 Indigenous outcomes

'Indigenous outcomes' is an indicator of the extent to which Indigenous people engage with and achieve positive outcomes from VET. Three measures are reported:

- 'Indigenous students' achievement in VET' measures Indigenous students' success in VET. It reports on load pass rates achieved by Indigenous students and the number of Indigenous students who commenced and completed expressed as a proportion of all course commencing enrolments by Indigenous students in that year.
- 'Skill outputs of Indigenous students' measures the level of skill outputs achieved in a given year by Indigenous students from the VET system. It reports on the number of qualifications completed by Indigenous students, the number of units of competency and the number of modules (outside training packages) achieved/passed by Indigenous students.
  - 'Qualifications completed by Indigenous students' is defined as the number of qualifications completed by both government and non-government funded Indigenous students each year in VET, where a qualification is a certification awarded to a person on successful completion of a course in recognition of having achieved particular knowledge, skills or competencies.
  - 'Units of competency achieved by Indigenous students' is defined as the number of units of competency achieved/passed by Indigenous government recurrent funded VET students, where a unit of competency is defined as a component of a competency standard and/or a statement of a key function or role in a particular job or occupation.
  - 'Modules completed by Indigenous students' is defined as the number of modules (outside training packages) achieved/passed each year by Indigenous government recurrent funded VET students, where a module (also called a subject) is a unit of education or training which can be completed on its own or as part of a course. Modules may also result in the attainment of one or more units of competency.
- 'VET outcomes for Indigenous students' measures the VET system's ability to meet Indigenous students' objectives. It reports on the proportion of Indigenous students who were satisfied with the quality of their completed course, and the proportion of Indigenous students who improved their employment or further study outcomes after completing a course, compared to those of the general student population.

(Continued on next page)

**Box 5.17 (Continued)**

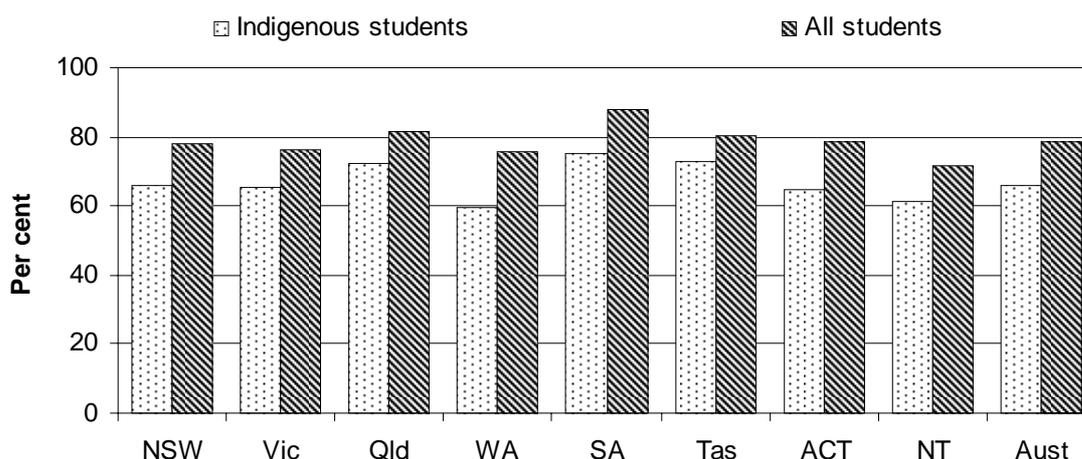
High 'load pass rates' and 'number of students who commenced and completed' indicate that student achievement is high, which is desirable. Holding other factors constant, high or increasing numbers of qualifications completed, and units of competency or modules achieved/passed results in a greater increase in VET skills. High proportions of Indigenous student satisfaction indicates a higher level of satisfaction. The proportion of graduates who achieve their training objectives varies according to their objectives — employment related, further study and/or developmental — so it is useful to distinguish amongst types of student objective. High or increasing proportions of employment or further study outcomes after training are positive.

Reporting on students who commenced and completed is dependent on the capacity to track individual students over more than one calendar year and the data are not yet available. Qualifications completed in 2005 are counted in 2007 and are included in the 2008 Report.

*Indigenous students' achievement in VET*

In 2006, the national 'load pass rate' for Indigenous government funded students (66.2 per cent) was lower than the national load pass rate for all government funded students (78.5 per cent) (figure 5.35).

**Figure 5.35 Indigenous students' load pass rate, 2006<sup>a</sup>**

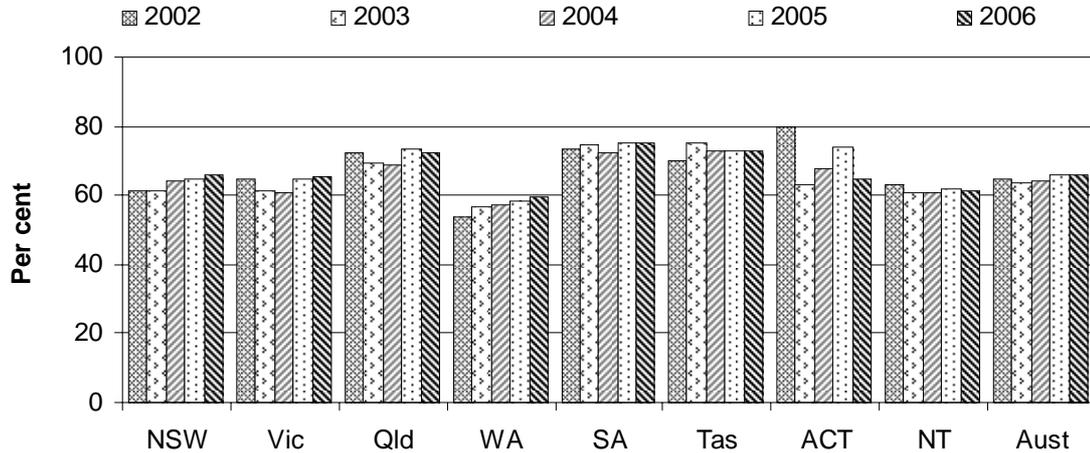


<sup>a</sup> Data are for government recurrent funded hours.

Source: NCVET National VET provider collection (unpublished); table 5A.65.

Nationally, the load pass rate for Indigenous government funded students increased from 64.5 per cent in 2002 to 66.2 per cent in 2006 (figure 5.36).

Figure 5.36 Indigenous students' load pass rate<sup>a, b</sup>



<sup>a</sup> Data are for government recurrent funded hours. <sup>b</sup> In 2006, all states and territories, except Victoria, adopted standard nominal hour values for common units of competency as the basis of calculating total hours of delivery. Victoria continues to report scheduled hours in 2006. To enable comparison over time, standard nominal hour values have been used to revise the time series back to 2002.

Source: NCVET National VET provider collection (unpublished); table 5A.65.

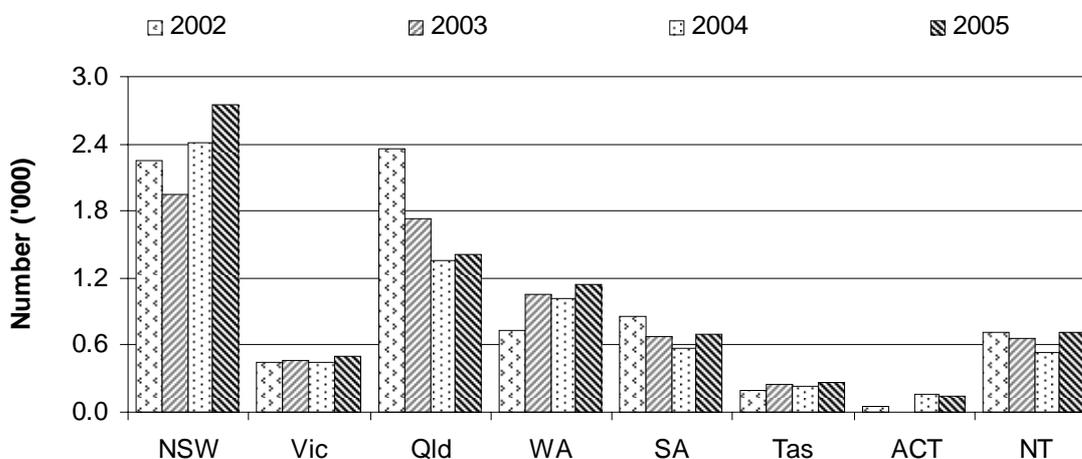
### Indigenous students' skill outputs

The measure 'skill outputs of Indigenous students' reports on the number and proportion of qualifications completed, units of competency and modules (outside training packages) achieved/passed in a given year.

#### Qualifications completed — Indigenous students

Nationally, Indigenous students completed 7600 VET qualifications in 2005, an increase of 13.3 per cent from 6700 in 2004. Indigenous students accounted for 2.5 per cent of all the qualifications completed in 2005 (table 5A.66). The number of qualifications completed by Indigenous students varied across jurisdictions (figure 5.37).

Figure 5.37 Qualifications completed, by Indigenous students<sup>a, b, c, d</sup>



<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> WA reported additional awards completed in 2003. The 2003 ACT data were rounded to zero. <sup>d</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2002–2004 have been adjusted to include SA VISA (VET in Schools Assessment) data. Data for 2001 are not reported due to a break in time series.

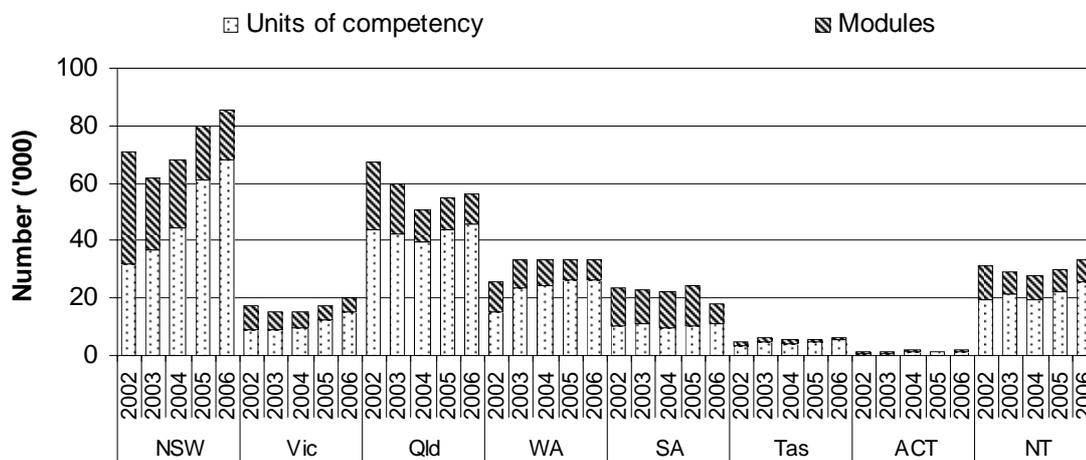
Source: NCVET National VET provider collection (unpublished); table 5A.66.

#### *Units of competency and modules completed by Indigenous students*

Nationally, Indigenous government funded students achieved/passed 198 800 units of competency in 2006, an increase of 9.1 per cent from 182 300 units in 2005. Units of competency achieved/passed increased by 48.1 per cent from 134 200 units in 2002 (table 5A.67).

The VET sector is focussed on delivering nationally approved training package qualifications and units of competency as opposed to modules. Nationally, the number of modules achieved/passed by Indigenous government funded students decreased by 12.8 per cent from 64 300 in 2005 to 56 100 in 2006. The number of modules achieved/passed has decreased by 48.2 per cent from 108 300 in 2002 (table 5A.67). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 5.38).

Figure 5.38 Units of competency and modules achieved/passed, by Indigenous students<sup>a, b, c</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2002–2005 have been adjusted to include SA VISA (VET in Schools Assessment) data.

Source: NCVET National VET provider collection (unpublished); table 5A.67.

### VET outcomes for Indigenous students

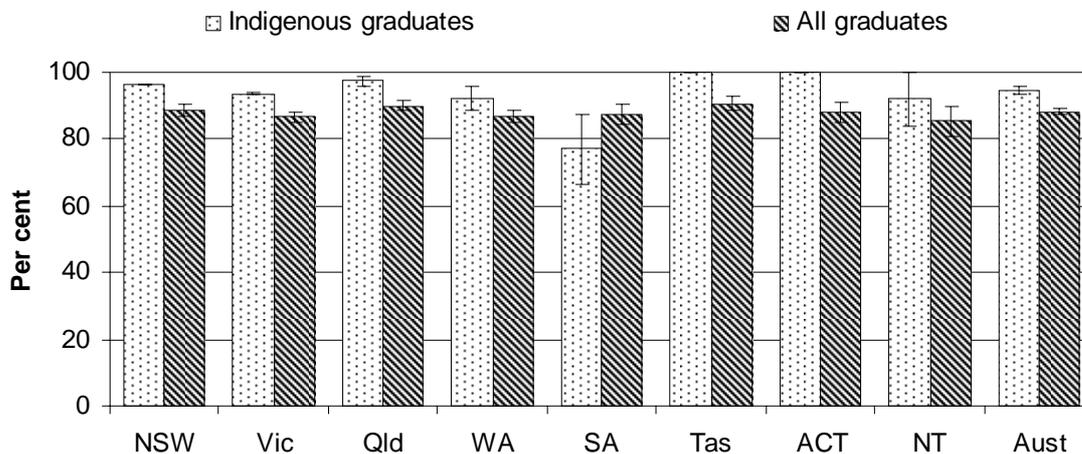
The measure ‘VET outcomes of Indigenous students’ reports on Indigenous students’ satisfaction with VET and Indigenous employment and further study outcomes.

#### Indigenous students’ satisfaction with VET

The measure ‘Indigenous students’ satisfaction with VET’ reports on the proportion of Indigenous graduates who indicated they were satisfied with the quality of their completed VET course.

Nationally, 94.6 per cent of Indigenous TAFE graduates surveyed in 2006 indicated that they were satisfied with the quality of their completed course, compared with 88.2 per cent for all TAFE graduates (figure 5.39).

**Figure 5.39 Proportion of TAFE graduates who were satisfied with the quality of their completed course, by Indigenous status, 2006<sup>a, b</sup>**



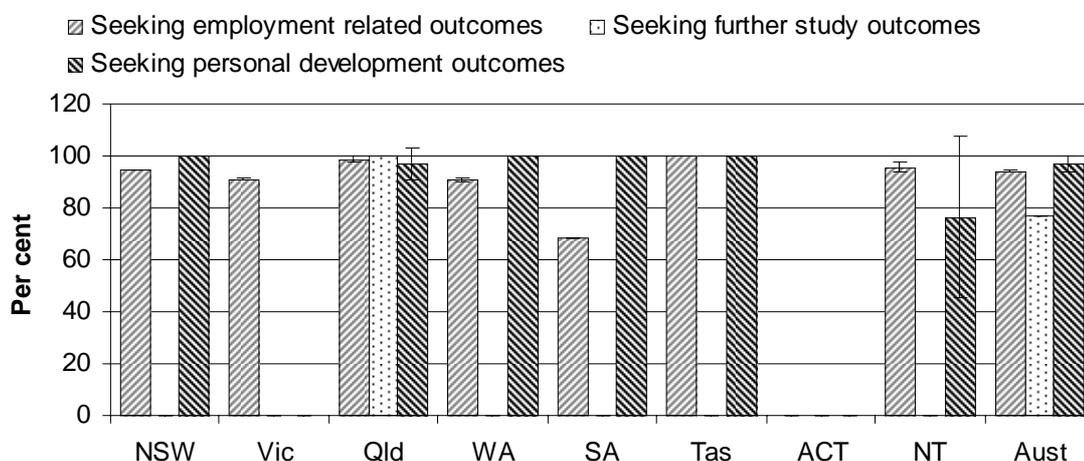
**a** Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).  
**b** The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.44 and 5A.68.

Of those Indigenous TAFE graduates who completed courses in 2006, the proportion of those who indicated that they were satisfied with their courses was:

- 94.1 per cent of those seeking employment related outcomes
- 76.8 per cent of those seeking further study outcomes
- 96.9 per cent of those seeking personal development (figure 5.40).

Figure 5.40 Proportion of Indigenous TAFE graduates who were satisfied with the quality of their course, by purpose of study, 2006<sup>a, b, c, d</sup>



<sup>a</sup> Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale). <sup>b</sup> The seeking further study outcomes data for NSW and ACT were nil or rounded to zero. Data for Victoria, WA, SA, Tasmania, the ACT and the NT are not published due to 5 or fewer responses. <sup>c</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. <sup>d</sup> Due to insufficient sample size it was not possible to calculate an estimate of the variance for some proportions.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.68.

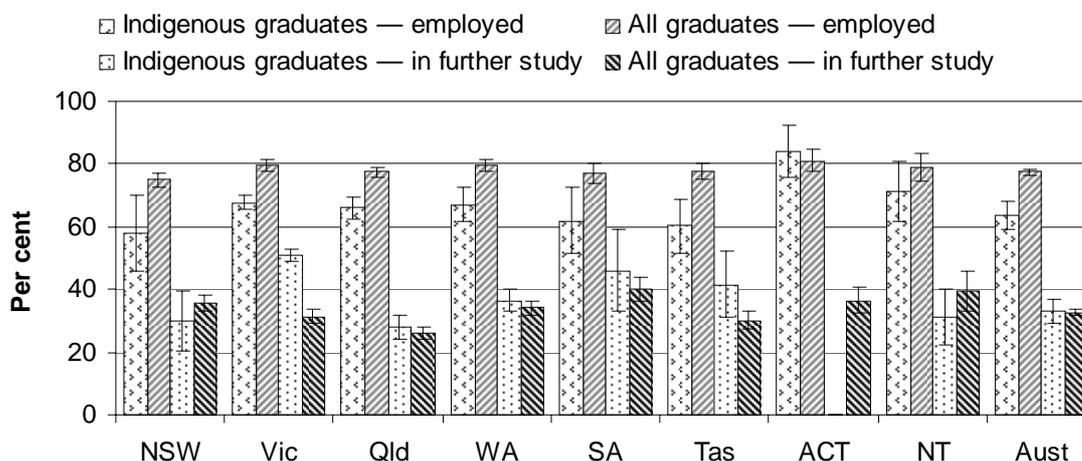
Further information on Indigenous students' views of their VET courses is available in the 2006 Report (SCRGSP (2006), box 4.18) and in the NCVET publication, *Indigenous Australians' training experiences 2004 – First findings* (NCVET 2005).

#### *Indigenous students employment and further study outcomes*

'Indigenous students' employment and further study outcomes' measures the proportion of Indigenous graduates who improved their employment circumstances or continued on to further study after completing training.

In 2006, 77.1 per cent of Indigenous TAFE graduates surveyed nationally indicated that they were employed and/or in further study after completing a course (table 5A.69). The proportion of students who improved their employment outcomes or were engaged in further study may overlap, since students may realise the two outcomes simultaneously. Of Indigenous TAFE graduates, 63.6 per cent indicated that they were employed after completing a course (compared with 77.4 per cent of all TAFE graduates) and 33.2 per cent continued on to further study (compared with 32.8 per cent of all TAFE graduates) (figure 5.41).

**Figure 5.41 Proportion of TAFE graduates who were in employment and/or continued on to further study after completing a course, by Indigenous status, 2006<sup>a, b, c</sup>**

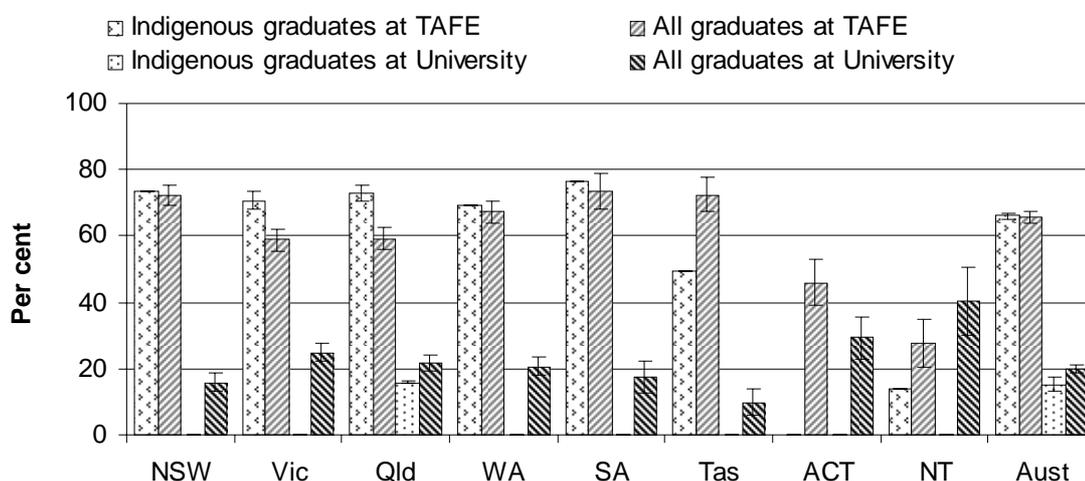


<sup>a</sup> Graduates 'employed' and graduates 'in further study' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. <sup>b</sup> The ACT 'Indigenous graduates — in further study' data are not published due to 5 or fewer responses. <sup>c</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.20 and 5A.69.

Of those Indigenous TAFE graduates who went on to further study, 66.1 per cent continued on to further study within the TAFE system (compared with 65.7 per cent for all TAFE graduates) and 15.3 per cent went to university (compared with 19.8 per cent for all TAFE graduates) (figure 5.42).

**Figure 5.42 TAFE graduates who continued on to further study after completing a course, by Indigenous status, by type of institution, 2006<sup>a, b</sup>**



<sup>a</sup> The 'Indigenous graduates at TAFE' data for the ACT and the 'Indigenous graduates at University' data for NSW, Victoria, WA, SA, Tasmania and the ACT are not published due to 5 or fewer responses. The NT 'Indigenous graduates at University' estimate is not published due to a relative standard error greater than 25 per cent. <sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. Due to insufficient sample size it was not possible to calculate an estimate of the variance for some 'Indigenous graduates at TAFE' proportions.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.20 and 5A.69.

### *Employer outcomes*

The biennial Survey of Employers' Use and Views of the VET System captures the extent to which employers make use of, and are satisfied with, aspects of the VET system. The latest survey was conducted in 2007, but as results were not available in time for this Report, the 2005 survey results are presented. The survey reveals the reasons why employers make the choices they do in order to meet their skill needs, and their levels of satisfaction with the products and services of the VET system. The findings represent the responses of all employers with at least one employee and their training experiences in the 12 months prior to the survey.

### *Employer engagement with VET*

'Employer engagement with VET' is an indicator of outcomes of VET services (box 5.18).

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**Box 5.18 Employer engagement with VET**

'Employer engagement with VET' is an indicator of governments' objective that employers and individuals will be at the centre of VET.

The indicator is defined as the proportion of Australian employers who in the last 12 months:

- had employees undertaking apprenticeships/traineeships
- arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees
- had employees with formal vocational qualifications as a requirement of their job.

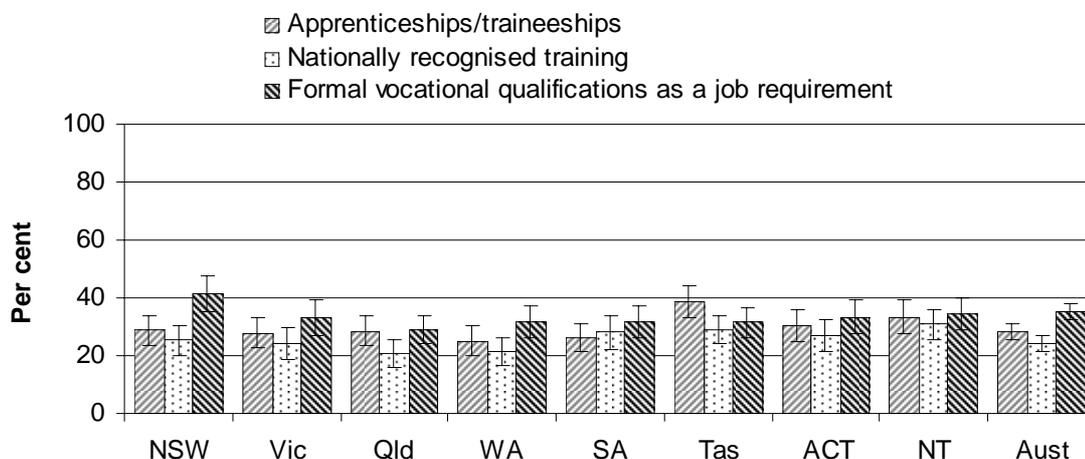
A high or increasing proportion of employers who had employees undertaking apprenticeships/traineeships, who arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees or who had employees with formal vocational qualification as a requirement of their job is desirable, indicating greater employer engagement with VET.

The percentage of employers engaged with apprenticeships or traineeships in the past 12 months was 28.2 per cent (figure 5.43). This varied by industry, from 11.3 per cent in communication services to 77.3 per cent in electricity, gas and water supply (NCVER unpublished).

The percentage of employers engaged with nationally recognised training in the past 12 months was 24.1 per cent (figure 5.43). Engagement with nationally recognised training varied by industry from 11.8 per cent in wholesale trade to 53.7 per cent in government administration and defence (NCVER unpublished).

The percentage of employers engaged with employing people with a formal vocational qualification as a job requirement in the last 12 months was 35.0 per cent (figure 5.43). Employers with vocational qualifications as a job requirement varied from 18.3 per cent in agriculture, forestry and fishing to 67.5 per cent in electricity, gas and water supply (NCVER unpublished).

Figure 5.43 **Proportion of employers who are engaged with aspects of the VET system, 2005<sup>a, b, c, d</sup>**



<sup>a</sup> Engagement with apprenticeships/traineeships means had employees undertaking an apprenticeship or traineeship in the last 12 months. <sup>b</sup> Engagement with nationally recognised training means arranged or provided nationally recognised training to employees over the past 12 months. <sup>c</sup> Engagement with formal vocational qualifications means had employees in the last 12 months with a formal vocational qualification that was a requirement of their job. <sup>d</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: DEST (2008); NCVET Survey of Employer Use and Views (unpublished); table 5A.70.

### *Employer satisfaction with VET*

‘Employer satisfaction with VET’ is an indicator of outcomes of VET services (box 5.19).

#### **Box 5.19 Employer satisfaction with VET**

‘Employer satisfaction with VET’ is an indicator of governments’ objective that industry will have a highly skilled workforce to support strong performance in the global economy.

The indicator is defined as the proportion of Australian employers who engaged in an aspect of VET, and who are satisfied with VET in meeting the skill needs of their workforce.

A high or increasing proportion of employers who are satisfied with VET in meeting the skill needs of their workforce is desirable.

Nationally, 79.1 per cent of employers engaged with apprenticeships or traineeships were satisfied with VET as a way of providing employees with skills required for the job (figure 5.44). Employer satisfaction with using apprenticeships or

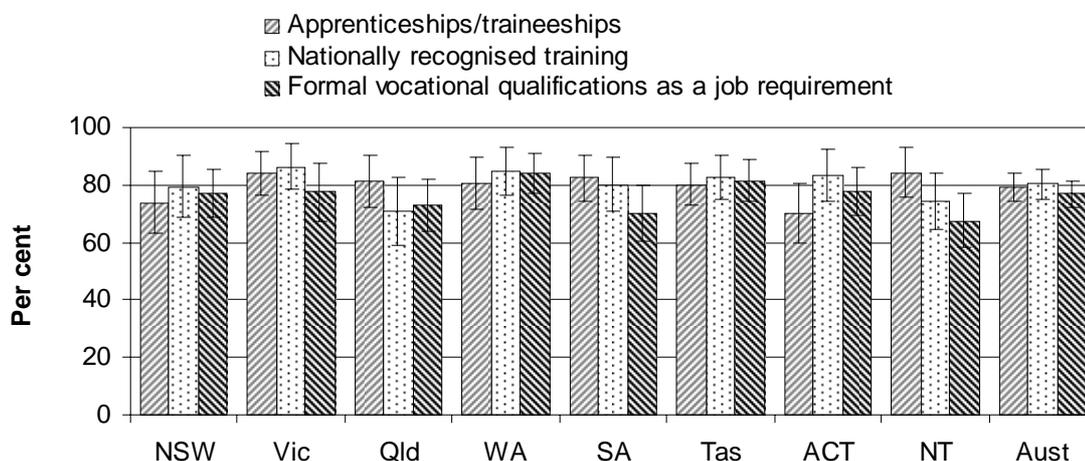
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traineeships as a way of meeting skill needs varied across industry, with the lowest satisfaction levels in retail trade (69.1 per cent) and transport and storage (69.3 per cent) (NCVER unpublished).

Nationally, 80.3 per cent of employers who arranged or provided nationally recognised training to employees over the past 12 months were satisfied with nationally recognised training as a way of providing employees with skills required for the job (figure 5.44). Employer satisfaction with using nationally recognised training as a way of providing employees with skills required for the job was lowest in mining (51.3 per cent) and construction (69.0 per cent) industries (NCVER unpublished).

Nationally, 76.8 per cent of employers who had employees in the last 12 months with a formal vocational qualification that was a requirement of their job were satisfied with formal vocational requirements as a way of meeting skills (figure 5.44). Employer satisfaction with using vocational qualifications as a job requirement as a way of meeting skills needs was lowest in communication services (46.4 per cent), cultural and recreational services (65.2 per cent) and construction (65.4 per cent) (NCVER unpublished).

Figure 5.44 **Proportion of employers who engaged with an aspect of the VET system and are satisfied with VET as a way of meeting their skill needs, 2005<sup>a, b, c, d, e</sup>**



<sup>a</sup> Satisfaction is measured on a 5 point scale, 'satisfied' includes employers who were satisfied or very satisfied and 'dissatisfied' includes employers who were dissatisfied or very dissatisfied. <sup>b</sup> Satisfaction with apprenticeships/traineeships (now referred to as Australian Apprenticeships): had employees undertaking an apprenticeship or traineeship in the last 12 months and were satisfied with apprenticeships/traineeships as a way of providing employees with skills required for the job. <sup>c</sup> Satisfaction with nationally recognised training: organisation arranged or provided nationally recognised training to employees over the past 12 months and were satisfied with nationally recognised training as a way of providing employees with skills required for the job. <sup>d</sup> Satisfaction with formal vocational qualifications: had employees in the last 12 months with a formal vocational qualification that was a requirement of their job and were satisfied with formal vocational qualifications as a way of meeting skills. <sup>e</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: DEST (2008); NCVET Survey of Employer Use and Views (unpublished); table 5A.71.

## 5.4 Future directions in performance reporting

Aspects of some VET indicators are not yet fully developed or comparable, and work for future Reports includes:

- improving the quality of Indigenous outcomes data that are published in the Report
- reporting on students who commenced and completed courses and developing related skill profile indicators.

## 5.5 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the

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performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## Australian Government comments

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2006 was a year marked by achievements and progress in a number of areas in the national vocational education and training (VET) system. It will be remembered as a year of consolidation which saw the establishment of new governance arrangements set out in the 2005–08 Agreement. Considerable progress was also made on a range of measures aimed at addressing the persistent skills shortages impacting on Australian businesses. Agreement to develop and introduce new quality arrangements was also reached.

In 2006, the Council of Australian Governments (COAG) agreed to a national reform agenda to improve the skill levels of the Australian population. COAG skills initiatives that were progressed or implemented included:

- the development of a national Statement of Attainment to facilitate the portability and recognition of skills
- the removal of legislative, regulatory and industrial barriers to competency based training and Australian School-based Apprenticeships
- agreeing to standard wording on Recognition of Prior Learning in State and Territory contracts with training providers and assessment centres
- the funding of projects under the Regional Skills Shortages programme
- reports provided by States and Territories on their progress towards achieving genuine competition between registered training providers as specified in the *Skilling Australia's Workforce Act 2005*
- progressing work to better understand skills shortages.

In addition, during 2006:

- TVET Australia was established, a ministerial company jointly owned by the Australia, State and Territory Governments, and the National Industry Skills Committee
- the National Quality Council established a Quality Standing Committee to oversee the development of a new version of the Australian Quality Training Framework
- the Skills for the Future Campaign was announced by the Prime Minister, promoting the Australian Government's Skills for the Future initiative which included a number of programmes
- the Australian Government entered into 14 Funding Agreements for the operation of Australian Technical Colleges, bringing the total number of agreements signed to 20.

In summary, 2006 was a busy year, with the Australian Government contributing \$1.172 billion under the 2005–08 Commonwealth-State Agreement for Skilling Australia's Workforce. This investment was just part of the Australian Government's overall investment in VET during 2006 of \$2.7 billion.

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### **New South Wales Government comments**

“ NSW continues to be the largest provider of VET with 37.1 per cent of all Australian VET qualifications being completed by NSW students in 2005. In 2006, NSW delivered 125.1 million hours of VET, an increase of 2.8 per cent since 2002.

NSW places a high priority on addressing skills shortages. At a time of significant technological change and skilled labour shortages, NSW has introduced a number of initiatives to address workforce skill needs:

- an allocation of \$69 million into Learn or Earn to create 12 580 new vocational education and training places
- invest \$46.8 million to ensure there are enough workers trained in the right skills to continue to support our competitive and growing NSW economy
- provide assistance to 33 000 people to obtain skills training or have their existing skills recognised
- skill up around 3800 existing workers through partnerships between TAFE and businesses
- targeting skills shortages in regional and rural areas by creating an additional 4600 training places at TAFE
- establish a network of 10 NSW Skills Centres as one-stop-shops where employers, workers and students can access all the information they need about education and training opportunities.

NSW is also successfully applying strategies to increase VET participation for equity groups. The participation rate for government funded VET among Aboriginal students has increased by 36.6 per cent since 2002.

TAFE NSW is meeting the challenges identified by the Council of Australian Governments by supporting increased *productivity and workforce participation*. TAFE NSW recorded over 500 000 enrolments in 2006 and provided training opportunities for older people with nearly 30 per cent of enrolments by people over 40 years of age.

Students at TAFE NSW are achieving higher level qualifications to meet the needs of the knowledge economy with completions at Diploma level and above increasing by almost 5 per cent over the past year. TAFE NSW is focussing on skill shortages and in 2006 apprenticeship enrolments increased by 7.5 per cent compared to the previous year.

TAFE NSW achieved the highest level of employer satisfaction in Australia, with 96 per cent of employers surveyed expressing satisfaction with TAFE NSW for nationally recognised training in the non-apprenticeship and traineeship categories.”

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### Victorian Government comments

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In 2006, Victorian Registered Training Organisations provided about 497 000 students with more than 116 million student contact hours of VET, an increase of 4 per cent on 2005 delivery. More than 70 per cent of this delivery was government funded.

There were an estimated 106 900 apprentices and trainees in training in Victoria at the end of 2006. Victoria contributed most significantly to apprentice and trainee completions, representing close to one third of completions nationally.

In February 2006 the Victorian Government released the *Inquiry into Vocational Education and Training* to address Victoria's skills challenges. As a result, *Maintaining the Advantage*, the Victorian Government's skills strategy was released in March 2006. The strategy provided significant additional funding to ensure that Victoria maintains its leadership position in VET by responding to the demand for higher-level qualifications and skills in an increasingly competitive and innovative global economy, and includes new investment of \$241 million over four years to:

- provide a guaranteed place in TAFE for young people without year 12 or equivalent qualifications
- expand opportunities for young people through additional pre-apprenticeship programs
- fund additional places in higher-level qualifications
- fund additional places for mature-aged persons without year 12 or equivalent qualifications to access Certificate III (and above) training
- establish high-tech, modern Technical Education Centres for young people linked to TAFE institutions
- enable TAFE institutions to keep pace with new and emerging technological changes and better align teaching equipment to industry standards
- develop 13 Skills Stores to aid in the formal recognition of prior learning
- fund additional Apprenticeship Field Officers to support apprentices and trainees
- introduce Industry Skills Advisers in high-priority areas to develop better training opportunities for Victorian workers
- help Victorian businesses to build skills for the future.

To further support the development of a skilled workforce, the 2006-07 Budget provided an additional \$42 million over four years to provide an incentive for apprentices and trainees to complete training and support training costs for apprentices and trainees in regional areas. \$21 million was also allocated towards the modernisation of TAFE institutions.

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## Queensland Government comments

“ The Queensland economy continued to perform strongly throughout 2006. As a consequence, labour market conditions strengthened during that year. By December 2006 the Queensland workforce had expanded by nearly 100 000 workers, many of these people employed in full time jobs, and the trend unemployment rate had dropped to 4.1 per cent (by October 2007 this rate stood at 3.8 per cent).

A further impact on the labour market of strong economic performance is increased demand for skills. In the context of these and other labour market trends including an ageing workforce and growth of a global knowledge-based economy, the Queensland Government released the *Queensland Skills Plan*. This plan represents more than \$1 billion of training investment over a four-year period and is one of the foremost strategies in Australia to provide the level and types of skills essential to economic growth in the 21st Century.

The *Skills Plan* is already well on the way to achieving many of its deliverables to industry, the trades and individuals. Achievements to date include the following:

- As at 31 October 2007, 9200 additional apprenticeship places had been funded and there were more than 46 000 apprentices in training.
- In addition, a number of shortened apprenticeships have been introduced without compromising qualifications.
- New industry skills formation strategies are under way in key areas such as civil construction; tourism and hospitality; film, television and digit content; agribusiness; food processing; biotechnology; information and communication technology; and local government.
- There has been considerable investment in TAFE infrastructure and there has been re-alignment of TAFE training through industry lead agency models that will further ensure an alignment between industry skills growth and regional economic development.
- The Skills First program was introduced in 2006-07, offering a customised service enabling Queenslanders to have their competencies properly evaluated to the achievement of a VET qualification.
- Improved TAFE governance models have been endorsed with the passing of the Vocational Education, Training and Employment and Other Legislation Amendment Bill 2007.
- Skills Tech Australia, the department's dedicated trade and technician skills institute, is currently training students across a range of skill shortage areas.

Not wanting to risk complacency in light of these successes, the Queensland Government is already reviewing the *Skills Plan* to ensure the initiatives contained in it remain relevant to the changing needs of industry, communities and individuals.”

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### Western Australian Government comments

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Western Australia has continued to respond to the skilled labour demands of the State's growing economy through a variety of initiatives to reform the apprenticeship and traineeship system.

In 2006, several regional reviews were conducted to examine existing training provision and actual training needs of selected regions currently experiencing critical skill shortages. These reviews involved a comprehensive assessment of industry, employment and training trends in consultation with regionally based community, employment and training bodies. The reviews were conducted in the Goldfields/Esperance, Kimberley and Pilbara regions.

The State continued to provide training broker services to small and medium enterprises in industries essential to the State's economy, including: building and construction; automotive; metals; and hospitality. Training brokers identified current and emerging skill needs and facilitated training with registered training organisations, including TAFEWA, to ensure appropriate training solutions were provided to alleviate identified skill gaps and shortages.

The *Industrial Training Amendment Act 2006* was passed by the Western Australian Parliament. The legislation allows people to participate in an apprenticeship on a less than full-time basis and also enables school-based apprenticeships for school students wishing to commence an apprenticeship while still at school. Significant changes introduced across industry have opened up new trade areas, increased flexibility and reduced the duration of some trades.

After the original target of 30 000 apprentices and trainees in training by 2009 was achieved in July 2005, a new target of 32 700 was set for the same period. This new target has now also now been met. The Skills Recognition initiative was expanded to support 4000 skills recognition places from 2005 to 2009.

The School Apprenticeship Link addresses skills shortages in the trades by offering direct pathways from school into apprenticeships. In 2007, more than 791 students commenced the program. The program was piloted in 2005 and more than 350 students commenced the program. More than 1000 Aboriginal students commenced school-based traineeships.

The 2006 national Student Outcomes Survey showed that 88.0 per cent of TAFEWA graduates achieved their main reason for study compared with 77.7 per cent in 2002. Graduate satisfaction levels with training rose to 86.9 per cent in 2006.

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### South Australian Government comments

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The South Australian government continued to work with industry, communities and individuals to increase participation and skilling of the States' workforce. The 24 skills initiatives in the *Skills for South Australia — Building on Strong Foundations* package, announced in September 2006, demonstrated the government's significant investment in supporting training and employment for the South Australian community and identified a broad range of activities which underpin this support.

The South Australian government remains committed to maintaining the quality and client responsiveness of the vocational education and training system in South Australia. In 2006, it provided a comprehensive VET professional development program, held an annual quality conference and maintained liaison with providers individually through activities such as quarterly provider forums and electronic newsletters. It supported the Industry Skill Boards to identify industry and region-specific workforce issues and to address those issues through initiatives such as the Industry Skills Boards Cluster projects. Strategies were also developed to address the specific skill requirements of industry areas expected to experience significant employment growth such as mineral resources and defence.

TAFESA delivered the majority of training in South Australia and achieved good employment outcomes and high levels of client satisfaction. It also played an integral role in supporting the training of disadvantaged groups.

South Australia's apprenticeship and traineeship system continued to record successes, particularly among female, youth and traditional trades groups. A number of initiatives encouraged the uptake of apprenticeships and traineeships such as User Choice funding provided for existing workers undertaking an apprenticeship in targeted skill shortage areas and a pre-apprenticeship program for specific trade related occupations.

The South Australia Works program has been successful in providing opportunities for individuals to participate in employment, training and skills development, particularly to those young, mature aged and Aboriginal people who are most disadvantaged. In 2006-07, over 25 000 participants were provided learning and work opportunities with over 7900 gaining employment.

The NCVET Survey of Employers' Use and View of the VET system in 2005 reported that employers in South Australia have a high level of satisfaction with the VET system in terms of apprenticeships and traineeships (82.4 per cent satisfied), nationally recognised training (80.2 per cent) and formal qualifications as a job requirement (70.1 per cent). Student satisfaction also remained high in South Australia. The 2006 NCVET Student Outcomes Survey reported that 87.3 per cent of VET graduates were satisfied with the quality of their training and 88.8 per cent of VET graduates were employed or in further study after completing their training.

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### **Tasmanian Government comments**

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This report supports Tasmania’s priorities for the VET system to meet industry, community and individual need for skills development.

The report highlights what is being achieved. It shows increasing expenditure, high participation rates, very strong employer awareness of, and engagement with the apprentice and trainee system and strong employer satisfaction with VET.

Skill shortages continue to be a major focus and the demand from industry for skills is at the forefront of current initiatives. The Tasmanian Government has implemented major increases in funding to directly tackle skill shortages and build workforce capacity in the trades and in growth industries, and the competitive tendering program has been improved and expanded. Numbers in training are at record levels. Training effort is expanding the range of people with work skills.

Young people are being supported in their transition from compulsory education to further education, training and work through pathway planning and transition support in secondary schools.

The Tasmania Tomorrow initiative will restructure TAFE and senior secondary education and training resulting in much easier and more attractive pathways to VET as well as streamlined pathways to academic studies, and a greater focus on industry.

Skills Tasmania, a statutory authority, has been established with an industry based board and a strong focus on skills to support industry development.

The Skilling Tasmania policy consultation is examining how the Tasmanian Training system can better respond to industry’s requirements.

And Skills Tasmania is partnering with the state Department of Economic Development on a workforce development plan.

The Tasmanian training system is responding to industry needs, the pressures of demographic change and the urgent need for increased productivity in effective and direct ways.

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### **Australian Capital Territory Government comments**

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During 2006 the ACT continued to experience high levels of economic growth with record low unemployment placing the labour market under pressure. The ACT's trend labour force participation rate, at the end of the year, remained at 74.1 per cent, well above the national trend participation rate of 64.8 per cent. This intensified the ACT Government's commitment to VET as a means of ensuring appropriately skilled and qualified citizens contribute to the economic, social and cultural well-being of the ACT.

In 2006, the total number of ACT VET students continued the upward trend of recent years increasing by 2.7 per cent since 2005, compared with the national average of 1.5 per cent. VET students enrolled in Certificate III courses rose by 12.8 per cent, more than double the national average of 5.9 per cent. The number of ACT students enrolled in Certificate IV courses from 2005 to 2006 remained steady compared to a national decline of 0.9 per cent.

In the ACT, 8.8 per cent of the working population were in government funded VET in 2006, up from 8.3 per cent in 2005 and above the national average of 8.4 per cent. The number of people with a disability undertaking VET increased by 4.8 per cent. The participation rates for Indigenous students fell by 1.1 per cent between 2005 (12.2 per cent) and 2006 (11.1 per cent). A number of Indigenous VET programs were offered exclusively in 2005 and the reduction in student numbers reflect this situation. The number of students aged 15–19 undertaking VET increased by 4.4 per cent and in the ACT, participation is higher for females (51.6 per cent) compared to that of males.

NCVER data for apprenticeships and traineeships in the ACT indicates record levels of commencements in 2006. There were approximately 60 per cent more apprentices and trainees in training than in 2002, and more than double as many as in 1995. Almost 20 per cent of apprentices and trainees were studying higher-level VET qualifications at Certificate IV or above, compared to the national average of 11.8 per cent.

Regular consultation with stakeholders ensured that the VET sector remained flexible and responsive. The Accelerated Chefs Apprenticeship initiative arose from consultations with the Canberra Institute of Technology (CIT), industry and union representatives. Under this pilot program, apprentices undertake a six-month intensive program at CIT, followed by 18 months of combined industry employment and CIT training. Assessment is industry endorsed.

Similarly, the IT Traineeships in Australian Government service arose out of consultations with the Australian Government Information Management Office. Under this pilot a Group Training Organisation will employ up to 60 trainees, with Australian Public Service Agencies acting as host employers for trainees completing Certificate IV Information Technology qualifications.

These positive outcomes for the ACT have been achieved in the context of the narrowest VET market in Australia and in an economic setting that is quite different from that of other jurisdictions.

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### Northern Territory Government comments

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- The 2006 Workforce NT publication reports strong economic growth in the NT resulting in a tight labour market and continuing skills shortages across a range of industries, notably in the trades sectors.
- VET is one of the most critical pathways to achieving the NT's fundamental and abiding commitment to improving economic and social outcomes for all Territorians, particularly Indigenous Territorians.
- The NT has the highest proportion of Indigenous people with 30 per cent of the NT population having an Indigenous background, and this is expected to grow 1.4–1.6 per cent over the next five years. Over 37 per cent of the Territory's Indigenous population lives outside the urbanised region of Darwin.
- In 2006, 20 516 people participated in VET programs in the NT of which 9947 (48 per cent) were Indigenous compared to 2005 where 20 621 people participated of which 8281 (40 per cent) were Indigenous.
- During 2006, 3200 apprentices and trainees were in training.
- In 2006, the \$1.8 million allocated to Flexible Response and Community Response programs continued to fund targeted training for Indigenous Territorians. These programs provide responsive, ongoing skills training that contribute to the economic and social development of individuals and communities and regions in the NT.
- VET in Schools funding of \$2.2 million allowed for an expansion of programs across the NT including regional and remote communities.
- The NT initiatives to address skills shortages included:
  - incentives for businesses' employing apprentices in skills shortages areas
  - work/wear work gear grants paid to apprentices and trainees
  - Build Skills program which provides funding to up-skill existing workers. Building and construction and hospitality being the major industry areas that received funding.
- The NT is continuing to ensure VET is targeted to meet the needs of its growing economy and leads to jobs for Territorians.
- The delivery of training in remote communities presents many challenges including accessibility, cost and the availability of appropriate infrastructure.

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## 5.6 Definitions of key terms and indicators

<b>Adult and community education providers</b>	Organisations that deliver community-based adult education and training intended principally for adults, including general, vocational, basic and community education, and recreation, leisure and personal enrichment programs.
<b>Annual hours</b>	The total hours of delivery based on the standard nominal hour value for each subject undertaken. These represent the hours of supervised training under a traditional delivery strategy. Annual hours are adjusted to account for invalid module enrolments.
<b>AVETMISS</b>	Australian Vocational Education and Training Management Information Statistical Standard. A nationally consistent standard for the collection, analysis and reporting of vocational education and training information throughout Australia. This standard was observed in the collection and preparation of data for this Report.
<b>Completions</b>	Fulfilment of all of the requirements of a course enrolment or module enrolment. Completion of a qualification or course is indicated by acknowledging eligibility for a qualification (whether or not the student physically received the acknowledgment).
<b>Cost of capital per annual hour</b>	Cost to the government of using capital (physical non-current assets) to deliver VET services divided by the annual hours and course mix weight.
<b>Cost of capital per load pass</b>	Total government recurrent expenditure divided by successfully completed VET modules or units of competency.
<b>Course</b>	A structured program of study that leads to the acquisition of identified competencies and includes assessment leading to a qualification.
<b>Course mix weight</b>	Expenditure is weighted to recognise the different proportions of relatively more expensive and less expensive training programs that occur in jurisdictions. The course mix weightings are based on revised planned activity hours, as reported in State/Territory annual vocational and technical education plans for 2000–2004. Actual audited activity hours data are used in the course mix weight calculations for 2006 activity. The reference value is 1.00 for Australia and a weighting greater than 1.00 indicates that the State or Territory is offering relatively more expensive programs compared to the national profile. The national cost relativities used to determine the course mix weightings for each state and territory were established by the Unit Cost Working Party in 1995.
<b>Employer engagement with VET</b>	The proportion of Australian employers who in the last 12 months had employees undertaking apprenticeships/traineeships (now referred to as Australian Apprenticeships), arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees, or had employees with formal vocational qualification as a requirement of their job.
<b>Employer satisfaction with VET</b>	The proportion of Australian employers who are satisfied with VET in meeting the skill needs of their workforce. The components of satisfaction with the VET system are satisfaction with apprentices/trainees, nationally recognised training, and formal vocational qualifications as a job requirement. Satisfaction is measured on a 5 point scale, 'satisfied' includes employers who

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	were satisfied or very satisfied and 'dissatisfied' includes employers who were dissatisfied or very dissatisfied.
<b>Enrolment</b>	The registration of a student at a training organisation's delivery location for the purpose of undertaking a program of study. The enrolment is considered valid only if the student has undertaken enrolment procedures, met their fee obligations, and has engaged in learning activity regardless of the mode of delivery.
<b>Fee-for-service activity</b>	Training for which most or all of the cost is borne by the student or a person or organisation on behalf of the student.
<b>Government funded VET students</b>	Government recurrent funded students (which relates directly to training activity funded under the <i>Commonwealth–State Agreement for Skilling Australia's Workforce</i> unless otherwise specified) and excludes students participating in VET programs delivered in schools (where the delivery was undertaken by schools) or who undertook 'recreation, leisure or personal enrichment' education programs. Fee-for-service by private providers, delivery undertaken at overseas campuses of Australian VET institutions, and credit transfer are also excluded.
<b>Government recurrent expenditure per annual hour</b>	Government recurrent expenditure divided by the number of government funded annual hours (adjusted for invalid enrolment rates). Expenditure is adjusted for course mix weight.
<b>Government recurrent expenditure per load pass</b>	Government recurrent expenditure divided by the number of hours successfully completed from assessable enrolments of modules and units of competency achieved/passed and RPL.
<b>Graduate</b>	A person who has completed a VET program.
<b>Graduates' main reason for undertaking a VET course</b>	Either seeking an employment-related outcome (to get a job, to try for a different career, to meet job requirements, to get extra job skills), seeking a further study outcome (to get into another course) or seeking a personal development outcome (for personal interest, for other reasons).
<b>Language spoken at home</b>	Students speaking a language other than English at home are those who self-identify on their enrolment form that they speak a language other than English at home.
<b>Load pass rate</b>	The ratio of hours attributed to students who gained competencies/passed assessment in an assessable module or unit of competency to the hours of all students who were assessed and either passed, failed or withdrew. Load pass rate is calculated as the total competency achieved/passed and RPL divided by the total competency achieved/passed, RPL, competency not achieved/failed and withdrawn.
<b>Module</b>	A unit of training in which a student can enrol and be assessed.
<b>Private provider</b>	A commercial organisation that provides training to individuals and industry.
<b>Program of study</b>	A generic term to describe Training Package qualifications, nationally recognised accredited courses, other courses (not nationally recognised accredited courses), units of competency and modules.
<b>Real</b>	Actual expenditure/funding/assets adjusted for changes in prices. Adjustments are made using the GDP chain price deflator and expressed in terms of final year prices.

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<b>Recognition of prior learning (RPL)</b>	RPL is an assessment process through which students may gain formal recognition for the skills they already have. An enrolment where the student has been assessed competent for the whole unit of competency or module by a trainer. The result of the assessment is on the basis of the student's prior skills and knowledge acquired through previous training, work or life experience.
<b>Recurrent funding</b>	Funding provided by the Australian, State and Territory governments to cover operating costs, salaries and rent.
<b>Registered training organisation (RTO)</b>	RTO's are organisations registered by a State or Territory recognition authority to deliver specified VET and/or assessment services, and issue nationally recognised qualifications in accordance with the AQTF. RTOs include TAFE colleges and institutes, adult and community education providers, private providers, community organisations, schools, higher education institutions, commercial and enterprise training providers, industry bodies and other organisations meeting the registration requirements.
<b>TAFE</b>	Technical and further education colleges and institutes, which are the primary providers of government funded VET.
<b>Training packages</b>	<p>An integrated set of nationally endorsed standards, guidelines and qualifications for training, assessing and recognising people's skills, developed by industry to meet the training needs of an industry or group of industries. Training packages consist of core endorsed components of competency standards, assessment guidelines and qualifications, and optional non-endorsed components of support materials such as learning strategies, assessment resources and professional development materials.</p> <p>A Training Package is the grouping together of the training components designed to assist in achieving the competencies for a specific industry. Units of competency are packaged together which, when combined at various levels, can form qualifications (Certificate, Diploma etc.).</p>
<b>Unit of competency</b>	A unit of competency is the smallest component of a VET program that can be assessed and recognised in the VET system for collection purposes.
<b>VET participation</b>	VET student participation data presented in this Report refer only to VET students who were funded by government recurrent expenditure and delivered by TAFE and other government providers (including multisector higher education institutions), registered community providers and registered private providers. They do not include students who participated in VET programs delivered in schools (where the delivery was undertaken by schools) or undertook 'recreation, leisure or personal enrichment' education programs. Fee-for-service by private providers, delivery undertaken at overseas campuses of Australian VET institutions, and credit transfer are also excluded.
<b>VET participation by Indigenous people</b>	The number of government funded participants of all ages in the VET system reported as Indigenous as a proportion of the number of Indigenous people aged 15–64 years in the Australian population.
<b>VET participation by students speaking a language other than</b>	The number of government funded participants of all ages in the VET system speaking a language other than English at home as a proportion of the number of all people in the Australian population

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<b>English</b>	speaking a language other than English at home.
<b>VET participation rate for people aged 15–64 years</b>	The number of government funded participants aged 15–64 years in the VET system as a proportion of the number of people in Australia (or each jurisdiction) aged 15–64 years.
<b>VET participation rate for people of all ages by region</b>	The number of government funded participants of all ages in the VET system based on students' home postcodes using the Accessibility and Remoteness Index for Australia (that is, major cities; inner regional areas; outer regional areas; remote and very remote areas) as a proportion of the total population of people in those geographic areas.
<b>VET program</b>	A course or module offered by a training organisation in which students may enrol and gives people work-related knowledge and skills.
<b>Whether the VET course helped graduates achieve their main reason for doing the course</b>	Whether 'the course helped', 'the course partly helped', 'the course did not help' or the graduates 'cannot say'.

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## 5.7 Attachment tables

Attachment tables are identified in references throughout this chapter by an ‘A’ suffix (for example, table 5A.4 is table 4 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as \Publications\Reports\2008\Attach5A.xls and in Adobe PDF format as \Publications\Reports\2008\Attach5A.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Table 5A.1</b>	Government real recurrent expenditure, (2006 dollars) (\$ million)
<b>Table 5A.2</b>	Government real recurrent expenditure per person aged 15–64 years, (2006 dollars) (\$ per person)
<b>Table 5A.3</b>	VET activity, 2006
<b>Table 5A.4</b>	Commonwealth and State Agreement funded VET activity, 2006
<b>Table 5A.5</b>	VET students, all ages, by course level
<b>Table 5A.6</b>	Real net assets of public VET providers per person aged 15–64 years, (2006 dollars) (\$ per person)
<b>Table 5A.7</b>	Government payments to non-TAFE providers for VET delivery, 2006
<b>Table 5A.8</b>	Allocation of government real funds for VET (2006 dollars)
<b>Table 5A.9</b>	VET participation by age group
<b>Table 5A.10</b>	VET participation of people aged 15–64 years, by sex
<b>Table 5A.11</b>	VET participation, all ages, by region
<b>Table 5A.12</b>	VET students, all ages, by disability status, 2006 (per cent)
<b>Table 5A.13</b>	VET students, all ages, by language spoken at home, 2006 (per cent)
<b>Table 5A.14</b>	VET participation by Indigenous status, 2006 (per cent)
<b>Table 5A.15</b>	Government real recurrent expenditure per annual hour (2006 dollars) (\$ per hour)
<b>Table 5A.16</b>	Government real recurrent expenditure per hour of publicly funded load pass, (2006 dollars) (\$ per hour)
<b>Table 5A.17</b>	Cost of capital, 2006
<b>Table 5A.18</b>	Total government costs per annual hour, 2006 (\$ per hour)
<b>Table 5A.19</b>	Total government VET costs per hour of publicly funded load pass, 2006 (\$ per hour)
<b>Table 5A.20</b>	Proportion of graduates in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.21</b>	Proportion of female graduates in employment and/or continued on to further study after completing a course (per cent)

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<b>Table 5A.22</b>	Proportion of graduates from major cities in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.23</b>	Proportion of graduates from inner regional areas in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.24</b>	Proportion of graduates from outer regional areas in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.25</b>	Proportion of graduates from remote and very remote areas in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.26</b>	Proportion of graduates reporting a disability in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.27</b>	Proportion of graduates speaking a language other than English at home in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.28</b>	Labour force status after the course of graduates who were unemployed prior to the course (per cent)
<b>Table 5A.29</b>	Labour force status after the course of graduates who were employed prior to the course (per cent)
<b>Table 5A.30</b>	Graduates employed after who undertook their course for employment related reasons, relevance of course to main job (per cent)
<b>Table 5A.31</b>	Graduates who undertook their course for employment related reasons, job related benefits (per cent)
<b>Table 5A.32</b>	Load pass rates by sex (per cent)
<b>Table 5A.33</b>	Load pass rates by region (per cent)
<b>Table 5A.34</b>	Load pass rates by disability status (per cent)
<b>Table 5A.35</b>	Load pass rates by language spoken at home (per cent)
<b>Table 5A.36</b>	Whether course helped graduates achieve their main reason for undertaking training, all graduates
<b>Table 5A.37</b>	Whether course helped graduates achieve their main reason for undertaking training, female graduates
<b>Table 5A.38</b>	Whether course helped graduates achieve their main reason for undertaking training, graduates from major cities
<b>Table 5A.39</b>	Whether course helped graduates achieve their main reason for undertaking training, graduates from inner regional areas
<b>Table 5A.40</b>	Whether course helped graduates achieve their main reason for undertaking training, graduates from outer regional areas
<b>Table 5A.41</b>	Whether course helped graduates achieve their main reason for undertaking training, graduates from remote and very remote areas
<b>Table 5A.42</b>	Whether course helped graduates achieve their main reason for undertaking training, graduates reporting a disability
<b>Table 5A.43</b>	Whether course helped graduates achieve their main reason for undertaking training, graduates speaking a language other than English at home
<b>Table 5A.44</b>	Proportion of all graduates who were satisfied with the quality of their completed course, by purpose of study

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<b>Table 5A.45</b>	Proportion of female graduates who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.46</b>	Proportion of graduates from major cities who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.47</b>	Proportion of graduates from inner regional areas who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.48</b>	Proportion of graduates from outer regional areas who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.49</b>	Proportion of graduates from remote and very remote areas who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.50</b>	Proportion of graduates reporting a disability who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.51</b>	Proportion of graduates speaking a language other than English at home who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.52</b>	Number of VET qualifications completed by students, by sex
<b>Table 5A.53</b>	Number of VET qualifications completed by students, by region ('000)
<b>Table 5A.54</b>	Number of VET qualifications completed by students, by disability status ('000)
<b>Table 5A.55</b>	Number of VET qualifications completed by students, by language spoken at home ('000)
<b>Table 5A.56</b>	VET qualifications completed by students, by course level
<b>Table 5A.57</b>	Number of units of competency completed, by sex
<b>Table 5A.58</b>	Number of units of competency completed, by regions ('000)
<b>Table 5A.59</b>	Number of units of competency completed, by disability status ('000)
<b>Table 5A.60</b>	Number of units of competency completed, by language spoken at home ('000)
<b>Table 5A.61</b>	Number of modules completed, by sex
<b>Table 5A.62</b>	Number of modules completed, by region ('000)
<b>Table 5A.63</b>	Number of modules completed, by disability status ('000)
<b>Table 5A.64</b>	Number of modules completed, by language spoken at home ('000)
<b>Table 5A.65</b>	Load pass rates by Indigenous status (per cent)
<b>Table 5A.66</b>	Number of VET qualifications completed, by Indigenous status ('000)
<b>Table 5A.67</b>	Number of units of competency and modules completed, by Indigenous status ('000)
<b>Table 5A.68</b>	Proportion of Indigenous graduates who were satisfied with the quality of their completed course, by purpose of study
<b>Table 5A.69</b>	Proportion of Indigenous graduates in employment and/or continued on to further study after completing a course (per cent)
<b>Table 5A.70</b>	Employer engagement with VET, 2005 (per cent)
<b>Table 5A.71</b>	Employer satisfaction with VET, 2005 (per cent)
<b>Table 5A.72</b>	Gross Domestic Product chain price deflator (index)

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## 5.8 References

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PART C

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# JUSTICE

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# C Justice preface

Governments provide justice services to ensure community safety, including community confidence in law and order and effective and efficient administration of justice. The provision of justice services involves crime prevention, detection and investigation, judicial processes and dispute resolution, prisoner and offender management, and rehabilitation services. Some of the high level goals common to all justice agencies are to:

- protect the rights and freedoms of all people through a fair and just system of criminal justice
- provide an accessible and equitable civil justice system
- preserve civil order through the prevention and detection of crime
- provide a safe, just and humane corrective services system.

In seeking to achieve these goals, there is a trend toward the delivery of justice services through partnerships between agencies in order to address complex issues and client needs, for example bail or housing support programs. However, the focus of the chapters in this section of the Report is on the justice services provided by police (chapter 6), court administration (chapter 7) and adult corrective services (chapter 8).

## **Profile of the justice system**

### **Objectives of the justice system**

The justice system reported on in this Report comprises both criminal and civil jurisdictions. Services in the criminal jurisdiction are delivered by police, court administration and corrections. In the civil jurisdiction, police deliver services for infringements, and court administration deal with civil law matters.

The objectives of the criminal justice system are listed in box C.1.

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**Box C.1 Objectives of the criminal justice system**

The objectives of the criminal justice system are to provide protection for the rights and freedoms of all people through:

- the operation of police services that enhance community safety by preventing, detecting and investigating crime
- the administration of criminal justice that determines guilt and applies appropriate, consistent and fair sanctions to offenders
- the provision of a safe, secure and humane custodial environment and an effective community corrections environment that provide program interventions to reduce the risk of re-offending.

These objectives are pursued in a manner that is accessible, equitable, timely and efficient.

The objectives of the civil justice system are listed in box C.2.

**Box C.2 Objectives of the civil justice system**

The civil justice system sustains and fosters social stability and economic growth through a network of courts, tribunals and legal processes that:

- resolve civil disputes and enforce a system of legal rights and obligations
- respect, restore and protect private and personal rights
- resolve and address the issues resulting from family conflicts and ensures that children's and spousal rights are respected and enforced.

By contrast with criminal justice, civil cases involve participants using the legal system as a matter of choice to settle disputes, and the types of parties and possible dispute resolution approaches vary considerably.

Police, courts and corrective services contribute to the objectives of the criminal and civil justice systems in a number of ways. Not all of the police, court and corrective services activities referred to below are specifically reported on in this Report because either the agency or service does not report, or because programs are delivered by different agencies and there is not a comparable national program. A list of exclusions can be found on page C.13.

*Police*

The operations of police services are the primary means through which State and Territory governments pursue the achievement of a safe and secure environment

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which supports confident and cohesive communities. Police services in all jurisdictions engage in a diverse range of activities aimed at improving perceptions of public safety, reducing the incidence and effects of criminal activity and providing a response to incidents and emergencies.

### *Courts*

Courts provide independent adjudication of disputes and application of the law within an environment that protects human rights. This is a necessary role to ensure that the principles of justice operate in society. Court administration provides services which support the judiciary and court users through the efficient management of court resources and court caseloads.

This report covers the court administration functions associated with criminal and civil jurisdictions of the State and Territory supreme courts, district/county courts, magistrates' courts (including electronic infringement and enforcement systems and children's courts), probate registries, the Federal Court of Australia, and the Federal Magistrates Court of Australia, as well as the court administration associated with civil jurisdictions of the coroners' courts, the Family Court of Australia, and the Family Court of WA.

### *Corrective services*

Corrective services implement the correctional sanctions determined by the courts and releasing authorities such as parole boards. Corrective services agencies operate prison facilities, and in some states and territories periodic detention centres, and are also responsible for managing offenders on community corrections orders. Corrective services agencies administer services and programs which aim to reduce prisoners' and offenders' risk of re-offence, and also provide advice to courts and releasing authorities.

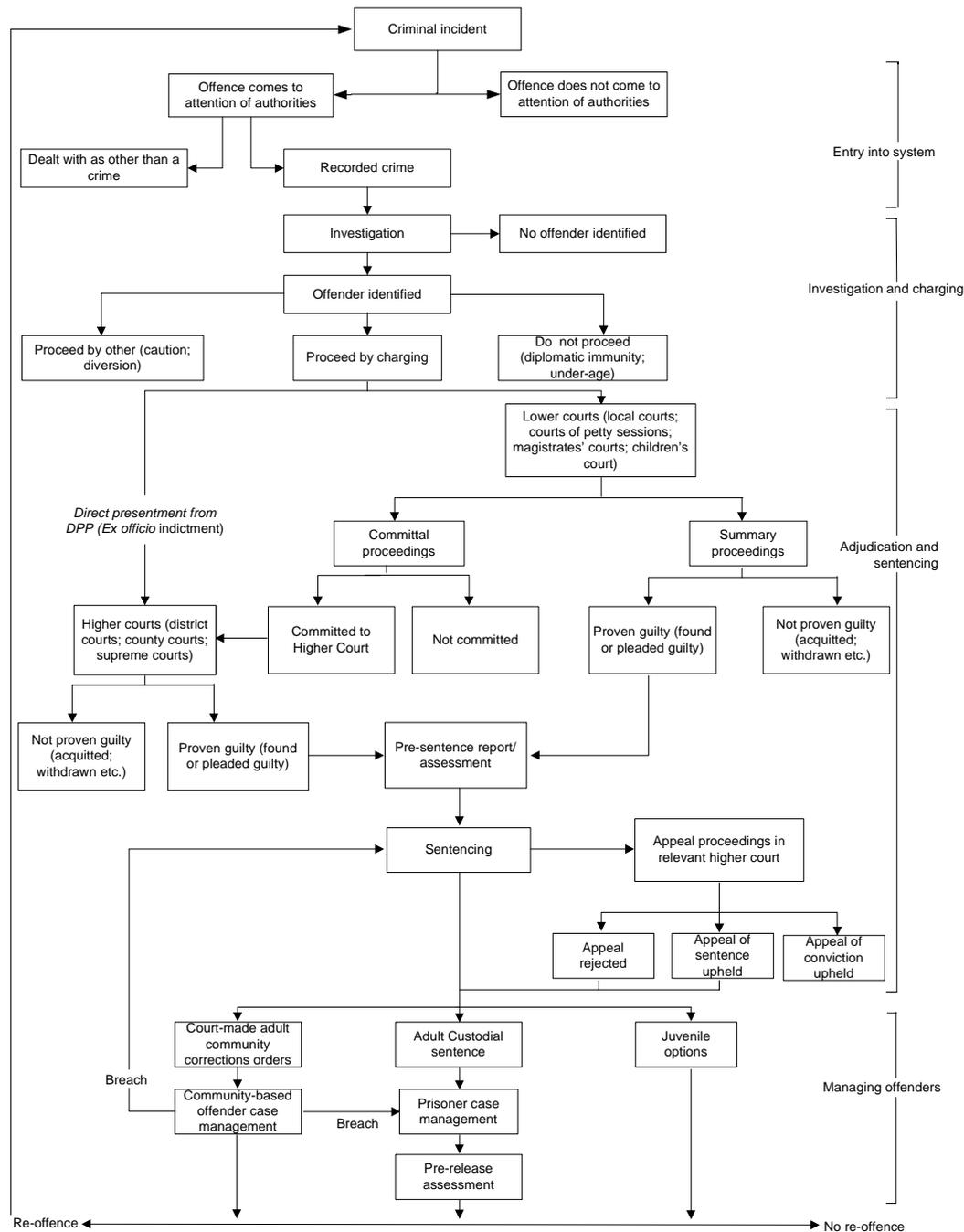
## **Framework of the justice system**

The justice system is broad and complex, and has many interrelated objectives. An overarching aim is to ensure that the community has access to a fair system of justice that protects the rights of individuals and organisations / legal entities and contributes to community safety.

## A model of the criminal justice system

For most people who come into contact with it, the criminal justice system is a sequentially structured process (figure C.1).

Figure C.1 Flows through the criminal justice system<sup>a, b, c</sup>



<sup>a</sup> Does not account for all variations across jurisdictions. <sup>b</sup> The flow diagram is indicative and does not seek to include all the complexities of the criminal justice system. <sup>c</sup> Juvenile justice is covered in the Protection and support services chapter (chapter 15).

Source: ABS 2007a

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Figure C.1 shows the typical flow of events in the criminal justice system. This depiction is broadly indicative and, for brevity and clarity, does not seek to capture all the complexities of the criminal justice system or variations across jurisdictions.

### *A model of the civil justice system*

The civil justice system involves the interaction of a number of practices, procedures and case management processes aimed at achieving fair, accessible and effective dispute resolution. A simplified model of the flows through the civil justice system is yet to be developed for this Report.

## **Measuring performance in the justice system**

The performance of the justice system is measured in this Report against the objectives of effectiveness (how well agencies meet the outcomes of access, appropriateness and/or quality), equity (how well agencies treat special needs groups) and efficiency (how well inputs are used to deliver a range of outputs). Within the justice system, the ability of one agency to meet these objectives depends in part on the effectiveness of the complex interactions between the police, courts and corrective services (and other agencies outside the scope of this Report). Examples of this are:

- the police services' effect on the courts through the implementation of initiatives such as the issue of police cautions and other diversionary strategies
- police and courts effect on corrective services, such as diversion, bail and sentencing approaches
- the correctional system's services to courts through advisory services
- the impact on the justice system of the degree of recidivism (rate of return) experienced.

Although service areas are represented in separate chapters in this Report, performance results are to some extent interdependent. Each agency's activities may affect the activities and priorities of the other areas of the system. The resource demands on police, corrective services and, to a lesser degree, courts, along with their responsiveness and capacity to provide services and programs to their client bases, need to be considered in this context.

The following section introduces relevant effectiveness indicators used in the Report. It also reports some rate of return indicators, and overall costs (including an

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efficiency indicator) for the parts of the justice system covered in this Report. Specific equity indicators are yet to be developed for justice in this Report.

## **Crime prevention, detection and investigation**

The Report includes measures of community perceptions of safety and rates of reported crime and victimisation.

Measures of public perceptions of safety indicate the success of the system in ensuring that the public feel safe both personally and in regard to their property. Public perceptions of safety are reported in detail in chapter 6 and include measures of perceived safety in the home, in public places and on public transport. Chapter 6 also includes data on people's perceptions of the level or incidence of particular crime problems in local neighbourhoods and more broadly across each jurisdiction.

The recorded rate of crime is an indicator of the success of crime prevention and law enforcement. Given that several factors can influence recorded rates of crime, including the general willingness of the public to report crimes to police, additional information is also provided on the community's experience with crime, drawn from the Australian Bureau of Statistics' (ABS) Crime and Safety Survey. This information helps to clarify the relationship between reported and unreported crimes. Recorded rates of crime and information from crime victimisation surveys are reported in chapter 6.

Information on the outcomes of criminal investigations provides a measure of the success of the police in responding to criminal incidents. Chapter 6 reports on outcomes of investigations. The data include the total number of investigations for a range of crimes, the number of investigations finalised as a proportion of total investigations, and the number of investigations that resulted in proceedings against the offending person. Measures relating to the proportion of lower court cases resulting in a guilty plea indicate the effectiveness of work undertaken by police in relation to evidence gathering and court case preparation.

Chapter 6 also identifies the proportion of identified juvenile offenders who were cautioned or diverted from the criminal justice system, as well as the proportion of investigations which were not resolved.

## **Court administration**

Data on the processing of criminal and civil cases provide information on the ability of the justice system to meet community demands for accused persons to be dealt with in a timely manner, for civil disputes and family law matters to be

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appropriately resolved, and on the courts' ability to manage their caseload effectively. Information on case processing is reported in chapter 7.

## **Corrective Services**

The objectives of corrective services include the provision of safe, secure and humane custodial and community corrections environments, and program interventions to address the risks of re-offending. Chapter 8 includes indicators such as:

- rates of escapes from prison and successful completions of community corrections orders, which provide outcome measures of the effectiveness of corrective services in administering correctional sentences imposed on offenders
- rates of assaults by prisoners on other prisoners and prisoner deaths from unnatural causes, which are indicators of the provision of a safe, secure and humane custodial environment
- the average number of hours that prisoners spend outside of their cells while they serve their prison sentences, which is another indicator of the provision of a safe, secure and humane custodial environment
- the ratio of hours of community work ordered to hours worked, which is an indicator of the effective administration of the community corrections system
- the levels of participation by prisoners in accredited education courses and employment in prison, which are indicators of the opportunity for prisoners to develop skills that will improve their ability to make a successful transition back into the community at the completion of their sentence.

Indicators are under development regarding the delivery of structured, targeted, offence-focussed programs for prisoners and offenders, such as sex offence treatment programs and violent offence treatment programs.

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## Selected indicators of the justice system

The rate of return — the extent to which persons entering the justice system return to the justice system — is an indicator of the success of the justice system in achieving the stated outcome of reducing the incidence of unlawful activity. There are no data from police or courts on rates of return, so the only data reported here relating to the criminal justice system is sourced from corrective services agencies.

### *Rates of return to the criminal justice system*

The extent to which persons who have had contact with the criminal justice system are re-arrested, re-convicted or receive further sentences can be viewed as a partial indicator of the success of the criminal justice system in achieving the objective of improving public safety by reducing the incidence of crime.

Comprehensive and nationally comparable data on persons returning to the criminal justice system are currently only available for persons discharged from corrective services custody or supervision — nationally comparable data are not currently available for the rate of persons re-arrested or re-convicted following completion of either a correctional or a non-correctional sanction.

This Report includes rates of return to corrective services within two years of discharge from prison or community corrections for:

- prisoners discharged from an adult prison following a term of imprisonment
- offenders discharged from adult community corrections supervision following completion of their order(s) or supervision requirements.

These return rates are not weighted in any way to account for the nature of the re-offence — for example, a return to prison for a traffic offence is counted in the same manner as a return for a more serious offence such as armed robbery. Nor do the return rates take into account any further:

- arrests
- convictions for re-offending that lead to outcomes that are not administered by corrective services, for example, fines
- corrections sanctions for a repeat offender who has previously been sentenced to only non-correctional sanctions, for example, fines.

## Rate of return — prisoners

Two indicators of ‘rate of return’ are reported for prisoners (table C.1):

- percentage of prisoners returning to prison under sentence, within two years of release
- percentage of prisoners returning to corrective services (either prison or community corrections) within two years of release.

The most recent data on the rate of return to corrective services that is available for this Report relate to prisoners released during 2004-05. The ACT did not report on either indicator, because the majority of full-time prisoners sentenced in the ACT are held in NSW prisons.

**Table C.1 Prisoners released during 2004-05 who returned to corrective services with a new correctional sanction within two years (per cent)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Prisoners returning to:									
— prison	43.8	36.0	28.7	38.2	32.0	37.1	..	44.6	37.5
— corrective services <sup>b</sup>	46.3	43.4	36.4	47.6	45.1	43.7	..	47.6	43.6

<sup>a</sup> Refers to all prisoners released following a term of sentenced imprisonment including prisoners subject to correctional supervision following release, i.e. offenders released on parole or other community corrections order. <sup>b</sup> Includes a prison sentence or a community corrections order. .. Not applicable.

Source: State and Territory governments (unpublished).

Table C.2 provides a time series on the proportion of prisoners released who returned to prison under sentence within two years. Nationally, 37.5 per cent of prisoners released in 2004-05 returned to prison within two years, a decline from 39.1 per cent in 2002-03.

**Table C.2 Prisoners released who returned to prison under sentence within two years (per cent)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2002-03	44.1	41.1	33.2	37.0	32.6	38.8	..	37.1	39.1
2003-04	42.9	40.1	34.1	38.2	33.0	39.1	..	40.4	39.1
2004-05	43.5	38.3	30.6	40.6	35.1	37.7	..	44.2	38.8
2005-06	43.3	36.5	27.6	40.3	31.0	37.2	..	46.4	37.6
2006-07	43.8	36.0	28.7	38.2	32.0	37.1	..	44.6	37.5

<sup>a</sup> Data for past years have been revised for some jurisdictions and Australian averages have been recalculated for all previous years. **na** Not available. .. Not applicable

Source: State and Territory governments (unpublished).

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### *Rate of return — offenders*

Two indicators of ‘rate of return’ are reported for offenders who served orders administered by community corrections, including post-prison orders such as parole or licence (table C.3):

- percentage of offenders returning to community corrections with a new order within two years of discharge
- percentage of offenders returning to corrective services (either prisons or community corrections) within two years of discharge.

Table C.3 provides data on offenders discharged from community corrections orders who returned with a new correctional sanction within two years. Victoria and the ACT did not report on either indicator for this Report. Nationally, of those offenders who were released during 2004-05, 16.2 per cent had returned with a new correctional sanction to community corrections by 2006-07.

**Table C.3 Offenders discharged from community corrections orders during 2004-05 who returned with a new correctional sanction within two years (per cent)**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Offenders returning to:									
— community corrections	16.7	na	10.5	23.1	13.5	14.9	na	16.5	16.2
— corrective services <sup>a</sup>	29.0	na	17.8	41.1	19.8	21.0	na	29.3	27.6

<sup>a</sup> Includes a prison sentence or a community corrections order. **na** Not available.

Source: State and Territory governments (unpublished).

## **Cost of justice services**

### *Real recurrent expenditure (less revenue from own sources)*

Recurrent expenditure relates to the annual service costs for the parts of the justice system covered in this Report, and excludes payroll tax. Real recurrent expenditure is derived by applying a Gross Domestic Product (GDP) Implicit Price Deflator (IPD) to the recurrent expenditure data (for the 2008 Report the GDP IPD has a base year of 2006-07). Details on the GDP IPD can be found in the statistical appendix and table AA.26.

Total real recurrent expenditure (less revenue from own sources) for those parts of the justice system covered in this Report was \$9.6 billion in 2006-07 (table C.4).

**Table C.4 Real recurrent expenditure (less revenue from own sources) on justice services by all Australian governments (2006-07 dollars)<sup>a, b, c, d</sup>**

	2002-03	2003-04	2004-05	2005-06	2006-07	Average annual growth rate
	\$m	\$m	\$m	\$m	\$m	%
Police services	5 752	5 892	5 993	6 218	6 380	2.6
Court admin. — criminal	457	449	465	475	467	0.6
Court admin. — civil <sup>d</sup>	509	521	553	564	576	3.1
Corrective services	1 876	1 925	2 026	2 146	2 184	3.9
<b>Total justice system</b>	<b>8 594</b>	<b>8 787</b>	<b>9 037</b>	<b>9 402</b>	<b>9 607</b>	<b>2.8</b>
	%	%	%	%	%	
Police services	66.9	67.1	66.3	66.1	66.4	..
Court admin. — criminal	5.3	5.1	5.1	5.0	4.9	..
Court admin. — civil <sup>d, e</sup>	5.9	5.9	6.1	6.0	6.0	..
Corrective services	21.8	21.9	22.4	22.8	22.7	..
<b>Total justice system</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>..</b>

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Expenditure data for all services include depreciation, but exclude payroll tax and user cost of capital. This treatment has been adopted to aid comparability in the above table and may differ from the treatment used in tables within individual chapters. <sup>c</sup> Excludes expenditure on justice services out of the scope of this Report (e.g., expenditure on specialist courts). <sup>d</sup> Civil real net recurrent expenditure for court administration excludes real net recurrent expenditure on probate matters. .. Not applicable.

Source: Australian, State and Territory governments (unpublished); tables 6A.1–8, 7A.12–13, and 8A.12.

### *Efficiency — real recurrent expenditure (less revenue from own sources) per person*

The efficiency of the justice system is reflected in the level of resources used to deliver those services. Unit cost indicators for individual justice services are presented in the related chapters, but some outcomes result from interactions among the individual services. One indicator of efficiency is annual government recurrent expenditure per person on the justice system. Data in table C.5 are calculated from real recurrent expenditure (less revenue from own sources) data for corrective services, criminal and civil court administration and police services, and ABS population estimates, to derive per person results.

Nationally, real expenditure (less revenue from own sources) per person on justice in 2006-07 was \$461 (table C.5).

**Table C.5 Real recurrent expenditure (less revenue from own sources) per person on justice services, 2006-07<sup>a, b, c, d</sup>**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Police services	\$	308	286	285	356	296	298	306	757	306
Court admin. — criminal	\$	25	13	20	35	23	28	22	76	22
Court admin. — civil <sup>e, f</sup>	\$	15	12	12	33	18	8	24	44	28
Corrective services	\$	121	75	96	143	90	99	77	270	105
<b>Total justice system</b>	<b>\$</b>	<b>468</b>	<b>386</b>	<b>413</b>	<b>567</b>	<b>426</b>	<b>432</b>	<b>431</b>	<b>1 147</b>	<b>461</b>
Police services	%	65.7	74.0	69.1	62.8	69.4	68.8	71.1	66.0	66.4
Court admin. — criminal	%	5.3	3.3	4.9	6.2	5.4	6.4	5.2	6.6	4.9
Court admin. — civil <sup>e, f</sup>	%	3.1	3.1	2.9	5.8	4.1	1.9	5.7	3.8	6.0
Corrective services	%	25.8	19.5	23.2	25.3	21.0	22.9	18.0	23.5	22.7
<b>Total justice system</b>	<b>%</b>	<b>100.0</b>								

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Expenditure data for all services include depreciation, but exclude payroll tax and user cost of capital. This treatment has been adopted to aid comparability in the above table and may differ from the treatment used in tables within individual chapters. <sup>c</sup> Population is estimated by taking the midpoint population estimate of the 2006-07 financial year. <sup>d</sup> Excludes expenditure on justice services out of the scope of this Report (for example, expenditure on specialist courts). <sup>e</sup> The Australian total includes net court administration expenditure for the Federal Court of Australia, the Family Court of Australia, and the Federal Magistrates Court of Australia, which are not attributed to state or territory jurisdictions. <sup>f</sup> WA civil net court administration expenditure includes the Family Court of WA, so is not directly comparable with other jurisdictions.

Source: Australian, State and Territory governments (unpublished); tables 6A.1–8, 7A.12–13, and 8A.12. ABS (2007) *Australian Demographic Statistics*, December Quarter, Cat. no. 3101.0; table AA.2.

A number of factors contribute to the marked differences in expenditure across jurisdictions. These include factors beyond the control of jurisdictions (such as geographic dispersion, economies of scale and socioeconomic factors), as well as differences in justice policies and/or the scope of services that justice agencies deliver. For example:

- police agencies in some jurisdictions provide event management and emergency response services, while others do not
- electronic infringement and enforcement systems are within the scope of court administration only in Victoria, Queensland, WA and SA
- corrective services in some jurisdictions are responsible for functions that are delivered by other justice sector agencies elsewhere, for example, management of prisoners in police cells.

Comparisons of unit costs need to account for conflicting objectives and tradeoffs among cost, quality and timeliness, and need to be interpreted in the context of the effectiveness indicators in each chapter.

Given the difficulties inherent in making comparisons across jurisdictions, time series analysis within jurisdictions is important (table C.6).

**Table C.6 Real recurrent expenditure (less revenue from own sources) per person on the justice system — time series and growth rates (2006-07 dollars)<sup>a, b, c, d, e, f</sup>**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2002-03	\$	444	352	406	515	425	374	435	1010	435
2003-04	\$	451	364	408	519	393	382	452	1091	439
2004-05	\$	453	373	400	546	415	395	447	1150	446
2005-06	\$	462	384	414	558	427	419	434	1169	457
2006-07	\$	468	386	413	567	426	432	431	1147	461
Average annual growth rate	%	<b>1.3</b>	<b>2.3</b>	<b>0.4</b>	<b>2.4</b>	<b>0.1</b>	<b>3.7</b>	<b>-0.2</b>	<b>3.2</b>	<b>1.5</b>

<sup>a</sup> Improvements in counting rules and collection scope for each service area over this period mean that the annual growth rate of expenditure needs to be viewed with caution. <sup>b</sup> Excludes payroll tax. <sup>c</sup> Population is estimated by taking the midpoint population estimate of the relevant financial year. <sup>d</sup> Supreme court probate expenditure is not included in these totals. <sup>e</sup> The Australian total includes net court administration expenditure for the Federal Court of Australia, the Family Court of Australia and the Federal Magistrates Court of Australia, which are not attributed to state or territory jurisdictions. <sup>f</sup> WA net expenditure includes the Family Court of WA, so is not directly comparable with other jurisdictions.

Source: Australian, State and Territory governments (unpublished); tables 6A.1–8, 7A.14, 8A.12. ABS (2007) *Australian Demographic Statistics*, December Quarter, Cat. no. 3101.0; table AA.2.

Improvements in the counting rules and collection scope for each service area over the 5 year period covered in table C.6 mean caution should also be applied to interpreting time series and average annual growth rates.

## Exclusions

Some government services which contribute to criminal and civil justice outcomes but that are not reported on in this Report are:

- legal aid services, which provide access to both criminal and civil aspects of the justice system
- alternative dispute resolution services, such as conciliation and mediation
- offices of fair trading or consumer affairs, which operate to minimise incidences of unlawful trade practices
- victim support services, which assist victims' recovery from crime (although the processing of applications for compensation is included in the civil case processing information)
- various social services and community organisations that help prisoners released from prison to re-integrate into society, support families of prisoners during their incarceration, and assist people who have contact with the criminal justice system

- 
- the Australian Crime Commission and the federal functions of the Australian Federal Police
  - the operations of tribunals and registries (except for probate and court registries, and except for certain matters processed by the Victorian Civil and Administrative Tribunal), and judicial outcomes
  - the operations of the High Court of Australia and specialist jurisdiction courts (except for family courts, children's courts and coroners' courts).

## **Other developments**

Each chapter (police services, court administration and corrective services) contains a service-specific section on future directions in performance reporting. The aim of this section is to provide an insight into other related and overarching developments on reporting in the justice sector.

## **Crime and Justice National Information Development Plan**

The Crime and Justice National Information Development Plan (NIDP), released in 2005, identifies an agreed understanding of Australia's statistical priorities as they relate to the field of crime and justice, key data sources (both ABS and other agencies), and information gaps with reference to the identified priorities (ABS 2005). It is a strategic document that has been developed in collaboration with the Australian Government, State and Territory justice agencies, associated research bodies, and a range of other portfolio agencies and non-government bodies that have an interest in the crime and justice field.

The NIDP aims to promote improved understanding of trends and patterns of crime in Australia and the operation of the criminal justice system. Specifically it aims to:

- lead to an increased knowledge about the use of currently available data
- lead to improved data availability in the future
- assist in establishing a framework for future development in the area.

The NIDP lists 12 priority areas for improving the quality, coverage and use of crime and justice information across Australia and provides a map of the collaborative work planned or underway. The following priority areas are relevant to this Report:

- improve data comparability across administrative collections
- improve quality and integration of national crime and safety data

- 
- improve crime and justice statistics about Aboriginal and Torres Strait Islander people
  - develop measures of recidivism
  - develop statistics on juvenile contact with the crime and justice system.

## **National Criminal Justice statistical framework**

The National Criminal Justice Statistical Framework was released in September 2007 by the Australian Bureau of Statistics (ABS 2007a). The framework discusses the criminal justice system, including its policy and social context, and the complexities of measurement within the system and broader environment. It models the flows through the criminal justice system and discusses the various connections across its primary sectors, identifying some of the key counting units and data variables that characterise its main aspects. The framework provides a basic structure for understanding, organising, collecting and reporting data about crime and the criminal justice system. In doing so it intends to facilitate the compatibility and integration of aggregated data on populations across the criminal justice system and across geographic areas. By using shared definitions and standards across service areas and jurisdictions, a common language can be created that facilitates a mutual understanding of the criminal justice system and the populations that flow through it. The framework is a dynamic and evolving document that is anticipated to develop over time.

## **Juvenile justice**

The Protection and support services chapter (chapter 15) provides descriptive information relating to juvenile justice services. Prior to the 2008 Report, information about juvenile justice services was contained in the community services preface.

## **Indigenous issues**

### *Overcoming Indigenous Disadvantage: Key Indicators*

In April 2002, the Council of Australian Governments (COAG) asked the Steering Committee to prepare a regular report on key indicators of Indigenous disadvantage as part of the COAG reconciliation commitment. In November 2003 the Steering Committee released the first edition of this report and a second edition was released in July 2005. The third and most recent edition of the report, *Overcoming*

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*Indigenous Disadvantage: Key Indicators 2007* was released in June 2007 (SCRGSP 2007).

The annual Report on Government Services focuses on the delivery of government services, whereas the *Overcoming Indigenous Disadvantage: Key indicators* report series concentrates on high level outcomes and strategic areas for action (which includes criminal justice indicators). In the *Overcoming Indigenous Disadvantage: Key indicators 2007* Report, information about family and community violence, and imprisonment and juvenile detention rates, was reported and formed part of the suite of headline indicators which together provide a way of measuring progress in achieving priority outcomes for Indigenous people and communities. Strategic change indicators included diversions of juvenile offenders and repeat offending.

#### *Developments in Indigenous data*

Limited data are available on Indigenous people who have interaction with the criminal justice system. In this report, data on the deaths of Indigenous people in police custody and custody-related operations (for example, sieges and pursuits) (chapter 6) are sourced from the Australian Institute of Criminology. Data on the representation of Indigenous people in prisons and community corrections (chapter 8) are sourced from the ABS.

Ongoing examination by the ABS of the implementation of the ABS 'Standard Indigenous Question' (SIQ) in the practices and systems of police agencies, court agencies, and corrective services agencies will lead to data quality improvements for ABS data currently included in this Report, and may lead to additional data becoming available in the future.

#### *Police*

Police agencies across Australia collect Indigenous status information for victims and offenders, but not all data comply with the ABS SIQ standard. During 2006-07, the ABS conducted a quality assurance review of how state and territory police implement the ABS SIQ standard. The review found that NSW, Queensland, and the ACT were complying fully with the requirements of the SIQ standard for victim records. SA and the NT are expected to comply in the next 12 months. Victoria, Tasmania and WA have a number of issues to address before data about Indigenous victims are of sufficient quality to meet the ABS standard.

The ABS published for the first time experimental Indigenous victimisation data for NSW, Queensland and the ACT in the ABS *Recorded Crime Victims, Australia*,

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2006 (ABS 2007b). Victimization data are expected to be available for the NT and SA in the next 12-18 months.

NSW, Queensland and the NT are currently collecting and recording information about alleged offenders in accordance with the ABS standard. SA is in the process of implementation, and expects to comply with the standard within the next twelve months. The remaining jurisdictions do not currently meet the requirements of the standard. The ABS is continuing to work with all jurisdictions to improve Indigenous data collection and the quality of this information.

### *Criminal courts*

Criminal court agencies do not in the main directly collect and or record information about Indigenous people. These agencies largely rely on the quality of information about Indigenous people that is transferred from police agency recording systems to court agency systems. Work is underway in the ABS to examine the quality of Indigenous data in criminal court agency systems for those jurisdictions where the police data currently meet the ABS standard. This will include an assessment of quality at each court level.

### *Corrective services*

The ABS is currently evaluating the use of the ABS Indigenous identification standard in Corrective Services agencies (both custodial and community-based corrections). Whilst the ABS has published Indigenous status data in Corrective Services collections for a number of years, quality assurance is required to better understand the level of accuracy over time.

The quality of the Indigenous status information collected and recorded in Corrective Services agencies is assessed against the ABS SIQ. The SIQ is based upon self-identification by the individual who comes into contact with Corrective Services agencies. The SIQ requires individuals to be asked 'Are you of Aboriginal or Torres Strait Islander origin?' The answers to the SIQ can be 'No', 'Yes, Aboriginal', or 'Yes, Torres Strait Islander'. If the offender is of Aboriginal and Torres Strait Islander origin, both responses should be identified. If an offender does not supply an answer to this question, or is not asked, the Indigenous status field should be recorded as 'not stated'. The standard also requires that the SIQ fields are mandatory in corrective services agency recording systems in order to reinforce the asking of the question, and assist in the maintenance of data quality.

For custodial corrections, initial indications are that corrective services agencies in all states and territories, with the exception of WA, ask the SIQ as described above.

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There are however differences across the states and territories in relation to the recording processes for this data. In Tasmania, the NT and the ACT, individuals are asked the SIQ on each reception into corrective services custody, and it is mandatory to enter a response to this field in their recording systems. Victoria does not re-ask the SIQ for every subsequent involvement that an individual has with corrective services, and data may also be sourced from other justice sources. In SA, it is a requirement for persons to be asked upon reception on each occasion in which they enter custody, however it is not a mandatory field in the recording system. NSW does not have Indigenous status as a mandatory field in their recording systems, and does not always re-ask the question for subsequent involvements. WA does not currently comply with any component of the SIQ. At the time of publication, the processes applied in Queensland are yet to be confirmed.

The initial evaluation for community-based corrections has highlighted that currently no jurisdiction is fully complying with the ABS SIQ, therefore, care should be taken when referring to this data. The extent to which jurisdictions are complying with the standard varies. Currently, Tasmania is complying with most SIQ requirements, but does not necessarily re-ask the question on each occasion that an individual commences an order under corrective services supervision. The remaining jurisdictions have more significant issues to overcome before they comply with the SIQ, and the ABS will continue to work with states and territories to better understand and improve the quality of this data item. It should be noted that at the time of publication, the SIQ recording processes applied in Queensland and the ACT are yet to be confirmed.

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## References

- ABS (Australian Bureau of Statistics) 2005, *National Information Development Plan for Crime and Justice Statistics, 2005*, Cat. no. 4520.0, Canberra
- 2007a, *National Criminal Justice Statistical Framework, Australia*, Cat. no. 4525.0, Canberra.
- 2007b, *Recorded Crime — Victims, Australia, 2006*, Cat. no. 4510.0, Canberra.
- SCRGSP (Steering Committee for the Review of Government Service Provision) 2007, *Overcoming Indigenous Disadvantage: Key Indicators 2007*, Productivity Commission, Canberra.



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## 6 Police services

This chapter reports on the performance of police services. These services comprise the operations of the police agencies of each State and Territory government. They include the ACT community policing function performed by the Australian Federal Police (AFP) under the arrangement between the Minister for Justice and Customs of the Commonwealth and the ACT for the provision of police services to the ACT. The national policing function of the AFP, and other national non-police law enforcement bodies (such as the Australian Crime Commission) are not included in the Report.

A profile of the police sector appears in section 6.1. The framework of performance indicators for police services is outlined in section 6.2. The overarching indicators of police performance are contained in section 6.3, and the activity specific performance indicators and data are discussed in sections 6.4–6.7. Section 6.8 covers information on sample data. The chapter concludes with future directions in performance reporting (6.9) jurisdictions' comments (section 6.10), a list of definitions (section 6.11) and a list of attachment tables (section 6.12).

Performance is reported against four activity areas (community safety; crime; road safety; and judicial services). The main efficiency indicator, expenditure on police services per person, combines all the activity areas.

It should be noted that the use of the term 'offender' in this chapter refers to a person who is alleged to have committed an offence and is not the same as the definition used in chapter 8 ('Corrective services'), where the term 'offender' refers to a person who has been convicted of an offence and is subject to a correctional sentence.

### *Attachment tables*

A list of attachment tables and how to access them can be found in section 6.12 of this chapter.

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## 6.1 Profile of police services

### Service overview

Police services are the principal means through which State and Territory governments pursue the achievement of a safe and secure environment for the community, through the investigation of criminal offences, response to life threatening situations, the provision of services to the judicial process and the provision of road safety and traffic management. They also respond to more general needs in the community — for example, assisting emergency services, mediating family and neighbourhood disputes, delivering messages regarding death or serious illness, and advising on general policing and crime issues. Additionally, police are involved in various activities which aim to improve public safety and prevent crime.

### Roles and responsibilities

Policing services are predominantly the responsibility of State and Territory government agencies. The AFP provides a community policing service in the ACT through a strategic partnership with the ACT Government, underpinned by a detailed purchaser/provider agreement. The Australian Government is responsible for the AFP.

While each jurisdiction's police service is autonomous, there is significant cooperation through bilateral arrangements, common national police services and the Ministerial Council for Police and Emergency Management — Police (formerly the Australasian Police Ministers' Council). The majority of common police services are to be grouped under the newly formed Australia and New Zealand Police Advisory Agency (ANZPAA).

### Size and scope of sector

#### *Client groups*

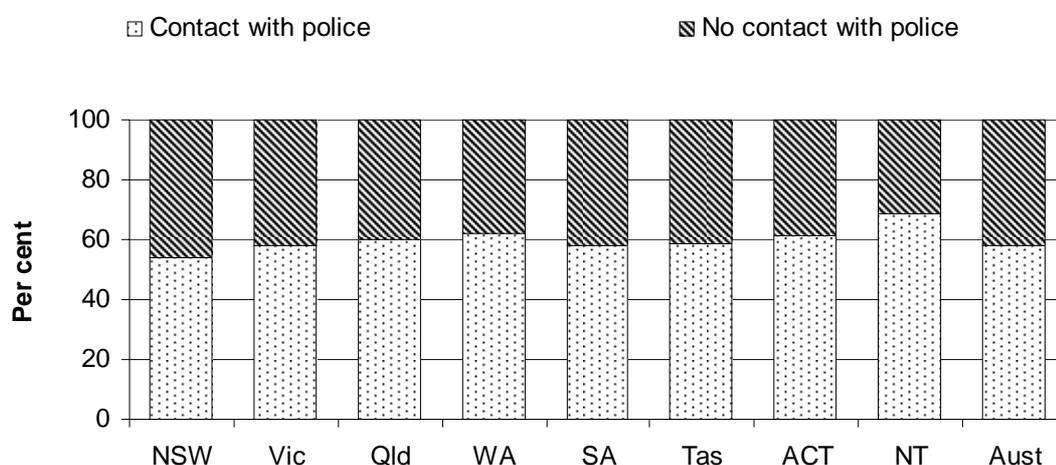
Broadly, the whole community is a 'client' of the police. Police services aim to provide individuals with protection, help and reassurance, and everyone is required to comply with the law. Some members of the community, who have more direct dealings with the police, can be considered a specific client group, for example:

- victims of crime
- those suspected of committing offences

- those reporting criminal incidents
- those involved in traffic-related incidents
- third parties (such as witnesses to crime and people reporting accidents)
- those requiring police services for non-crime-related matters.

The National Survey of Community Satisfaction with Policing (NSCSP) indicated that, in 2006-07, 57.7 per cent of respondents nationally had experienced some form of ‘business’ contact with police in the previous 12 months (figure 6.1).

Figure 6.1 **Police contact in the past 12 months, 2006-07<sup>a</sup>**



<sup>a</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: Australia and New Zealand Police Advisory Agency (ANZPAA) (unpublished); table 6A.13.

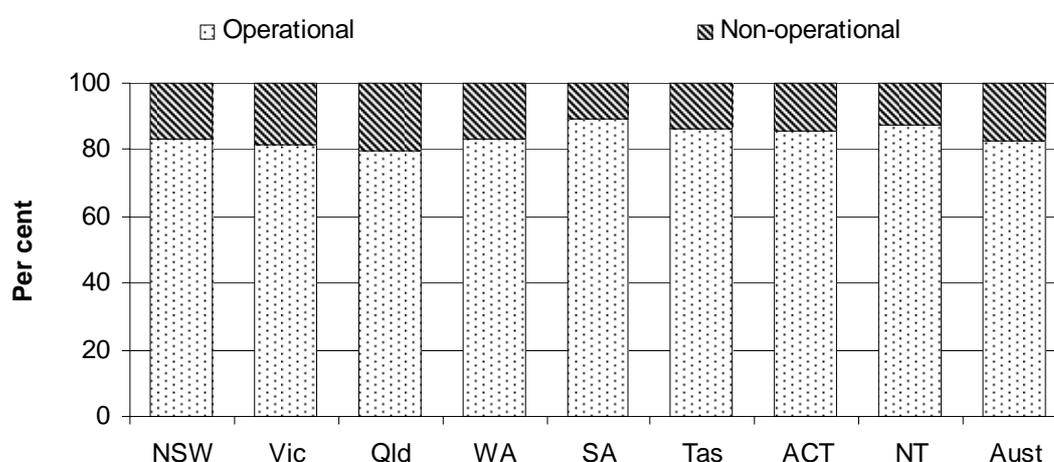
### Staffing

Police officers exercise police powers, including the power to arrest, summons, caution, detain, fingerprint and search. Whenever possible, specialised activities may be outsourced or undertaken by administrative (unsworn) staff. This ‘civilianisation’ of police services has three key objectives:

- to reduce the involvement of sworn police staff in duties that do not require police powers (for example, administrative work, investigation support and intelligence analysis)
- to manage the increasing need for specialist skills more effectively
- to reduce costs.

An operational police staff member is any member of the police force whose primary duty is the delivery of police or police-related services to an external client (where an external client predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments). Approximately 82.7 per cent of staff were operational in Australia in 2006-07 (figure 6.2). Nationally, there was a total of 61 382 operational and non-operational staff in 2006-07 (tables 6A.1–6A.8).

Figure 6.2 **Police staff, by operational status, 2006-07<sup>a, b, c</sup>**



<sup>a</sup> Comprises FTE staff. <sup>b</sup> NSW data are based on a head count at 30 June. <sup>c</sup> For the NT, sworn police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 6A.11.

## 6.2 Framework of performance indicators

Performance can be defined in terms of how well a service meets its objectives, given its operating environment. Performance indicators focus on outcomes and/or outputs aimed at meeting common, agreed objectives. The Steering Committee has identified four objectives of police services for the purposes of this Report (box 6.1).

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**Box 6.1 Objectives for police services**

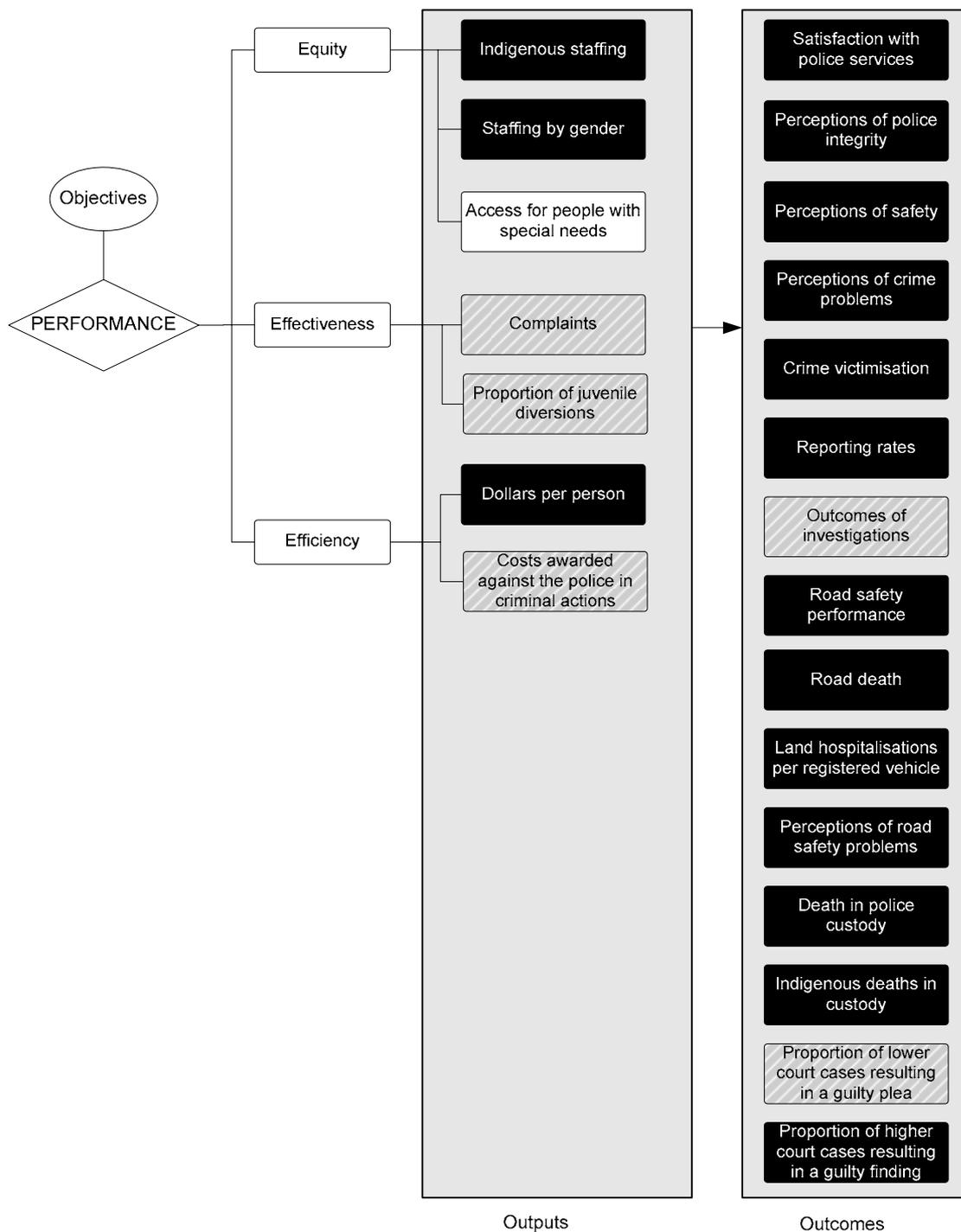
The key objectives for police services are:

- to allow people to undertake their lawful pursuits confidently and safely (reported in section 6.4, community safety)
- to bring to justice those people responsible for committing an offence (reported in section 6.5, crime)
- to promote safer behaviour on roads (reported in section 6.6, road safety)
- to support the judicial process to achieve efficient and effective court case management and judicial processing, providing safe custody for alleged offenders, and ensuring fair and equitable treatment of both victims and alleged offenders (reported in section 6.7, judicial services).

These objectives are to be met through the provision of services in an equitable and efficient manner.

The general performance framework for police services illustrates the content of the police services chapter (figure 6.3). The results reported in this chapter need to be considered in conjunction with the data on demographic and geographic differences (see appendix A) and with other available information on jurisdiction-specific characteristics.

Figure 6.3 General performance framework for the police services sector



**Key to indicators**

- Text** Data for these indicators comparable, subject to caveats to each chart or table
- Text** Data for these indicators not complete or not directly comparable
- Text** These indicators yet to be developed or data not collected for this Report: chapter contains explanatory text

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This chapter reports on indicators relevant to all police services (section 6.3) and also on principal police activity areas ('Community safety', 'Crime', 'Road safety' and 'Judicial services'). These are discussed in sections 6.4, 6.5, 6.6 and 6.7, respectively.

'Equity' is currently represented through two output indicators ('Indigenous staffing' and 'Police staff by gender'). As these two output indicators are relevant to all police services, they are discussed in section 6.3.

Under the 'effectiveness' measure, the output indicator 'Complaints' is discussed in section 6.3 as this indicator is relevant to all police services. The output indicator 'Proportion of juvenile diversions' is discussed in section 6.7 (Judicial services).

As mentioned in the introduction of this chapter, a single 'efficiency' measure is reported for all police services ('dollars per person'). This efficiency indicator is discussed in more detail in section 6.3. An additional efficiency indicator for the 'Judicial services' activity 'costs awarded against the police in criminal actions' is reported in section 6.7.

### **6.3 Indicators relevant to all police services**

The performance indicator framework identifies the core areas of police work. Within this context, certain indicators of police performance are not specific to any one particular area, but are relevant for all. These indicators include 'dollars per person', 'satisfaction with police services', 'perceptions of police integrity', 'complaints', 'Indigenous staffing' and 'police staff by gender'.

#### *Outputs*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

#### *Efficiency — dollars per person*

'Dollars per person' is an indicator of the efficiency of governments in delivering police services (box 6.2). Variations in policies, socioeconomic factors and geographic/demographic characteristics have an impact on expenditure per person for police services in each jurisdiction. The scope of activities undertaken by police services also varies across jurisdictions. Care must therefore be used in interpreting expenditure data.

### Box 6.2 Dollars per person

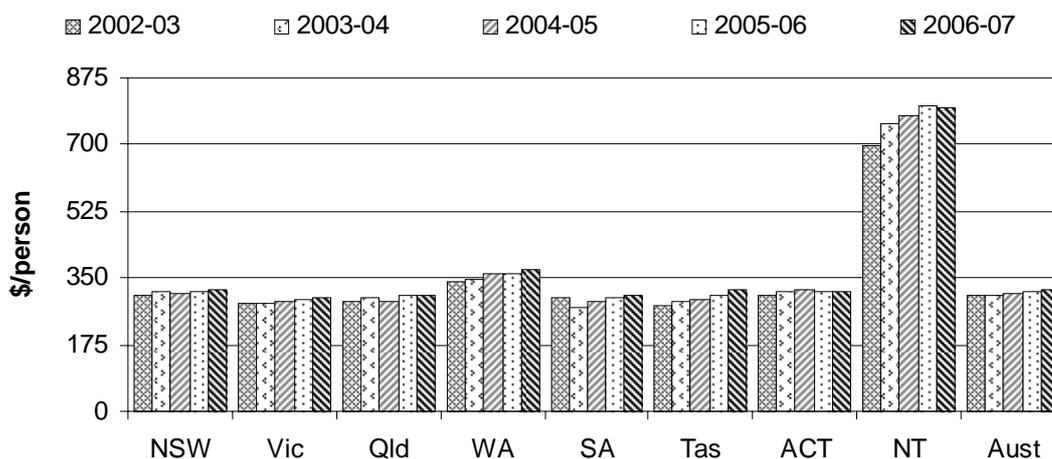
'Dollars per person' is an indicator of governments' objective to undertake activities associated with policing in an efficient and effective manner.

The indicator is defined as expenditure (adjusted for inflation) on policing per person.

Care needs to be taken in interpreting these data. While high expenditure per person may reflect less desirable efficiency outcomes, it may also reflect aspects of the service or characteristics of the policing environment (such as more effective policing or more challenging crime and safety situations). Similarly, low expenditure per person may reflect more desirable efficiency outcomes or lower quality (less intensive policing) or less challenging crime and safety situations. Efficiency indicators thus need to be interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

Funding for police services comes almost exclusively from State and Territory government budgets, with some limited specific purpose Australian Government grants. Real recurrent expenditure (less revenue from own sources and payroll tax) on police services across Australia was approximately \$6.67 billion (or \$320 per person) in 2006-07 (figure 6.4).

Figure 6.4 Real recurrent expenditure per person (less revenue from own sources and payroll tax) on police services (2006-07 dollars)<sup>a, b</sup>



<sup>a</sup> Revenue from own sources includes user charges and other types of revenue (for example, revenue from sale of stores and plant). It excludes fine revenue, money received as a result of warrant execution, and revenue from the issuing of firearm licences. <sup>b</sup> Real expenditure based on the ABS gross domestic product price deflator (2006-07 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 6A.10.

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All jurisdictions increased their real expenditure in absolute terms over the past 12 months. In that time, most jurisdictions also increased their expenditure per head of population. Since 2002-03, expenditure on police services per person in Tasmania and the Northern Territory has been increased by an average of 3.6 per cent per year, which is higher than the percentage increases in all other jurisdictions (figure 6.4).

**Box 6.3 Capital in the costing of police services**

Capital costs (including depreciation and the user cost of capital) for each jurisdiction are contained in tables 6A.1–6A.8. Costs associated with non-current physical assets (such as depreciation and the user cost of capital) are potentially important components of the total costs of many services delivered by government agencies. Differences in the techniques for measuring non-current physical assets (such as valuation methods) may reduce the comparability of cost estimates across jurisdictions. In response to concerns regarding data comparability, the Steering Committee initiated a study, *Asset Measurement in the Costing of Government Services* (SCRCSSP 2001). The aim of the study was to examine the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs.

In police services, the results reported in the study indicate that different methods of asset measurement could lead to quite large variations in reported capital costs. However, considered in the context of total unit costs, the differences created by these asset measurement effects are relatively small, because capital costs represent a relatively small proportion of total cost. A key message from the study is that the adoption of nationally uniform accounting standards across all service areas would be a desirable outcome from the perspective of the Review. (The study results are discussed in more detail in chapter 2.)

### *Complaints*

Police services across Australia encourage and foster a code of customer service that provides for openness and accountability. Complaints made against police increasingly reflect a range of issues relating to service delivery (box 6.4). Complaints of a more serious nature are overseen by relevant external review bodies, such as the ombudsman, the director of public prosecutions or integrity boards in each jurisdiction.

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#### Box 6.4     **Complaints**

'Complaints' is an indicator of governments' objective for police to perform their duties in a professional manner.

This indicator is defined as the number of complaints per 100 000 people. It includes only complaints made by members of the public against members of the police force.

Rates of complaints against police will be influenced by factors such as familiarity with, effectiveness of and confidence in complaint handling procedures, as well as the definition of 'complaint' applicable to that jurisdiction.

It is desirable to monitor changes in the reported rate of complaints against police to identify reasons for such changes and utilise this information to improve the manner in which police services are delivered.

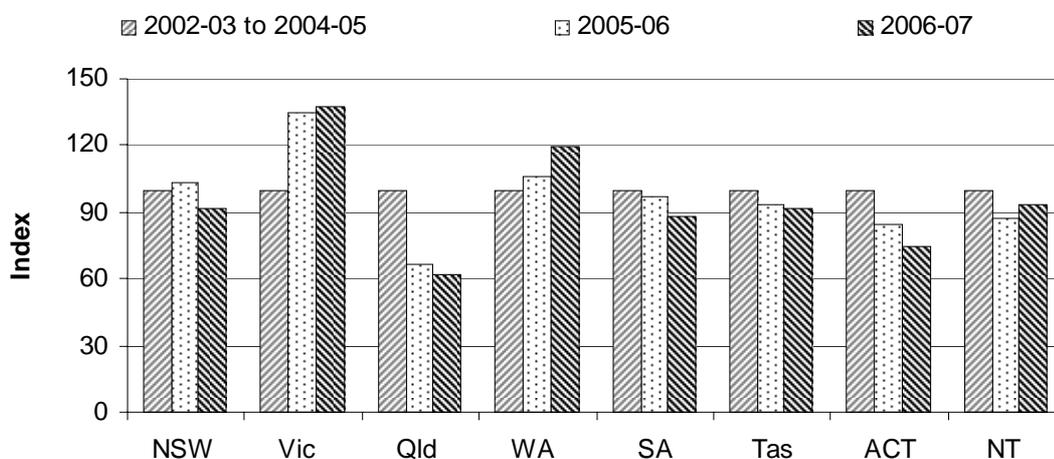
The trend is presented using a base value of 100 for the period 2002-03 to 2004-05 and displaying the variation up or down thereafter.

An increase in complaints does not necessarily indicate a lack of confidence in police. Rather, it may indicate greater confidence in complaints resolution.

Definitions of what constitutes a 'complaint against police' can differ between jurisdictions. Therefore, complaints data are not comparable across jurisdictions. Complaints data are presented in figure 6.5 and provide a picture of trends over time for each jurisdiction.

The number of complaints against the police per 100 000 people was on a general downward trend in most jurisdictions from the base period (2002-03 to 2004-05) to 2006-07. However, complaints increased during the period in Victoria and Western Australia (figure 6.5).

Figure 6.5 Complaints per 100 000 people<sup>a, b, c</sup>



<sup>a</sup> Data are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. <sup>b</sup> For WA, the number of complaints recorded can vary due to the back-capture of previously unreported complaints of a minor nature that are resolved at the local level. <sup>c</sup> Base three-year average: 2002-03 to 2004-05 = 100.

Source: State and Territory governments (unpublished); table 6A.18.

### *Access and equity — Indigenous staffing*

This section focuses on the performance of mainstream police services in relation to Indigenous Australians. One indicator of access and equity is ‘Indigenous staffing’ — that is, the proportion of police staff from Indigenous backgrounds relative to the proportion of the general population who are from Indigenous backgrounds (box 6.5).

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**Box 6.5 Indigenous staffing**

'Indigenous staffing' is an indicator of governments' objective to provide police services in an equitable manner. Indigenous people may feel more comfortable in 'accessing' police services when they are able to deal with Indigenous police staff.

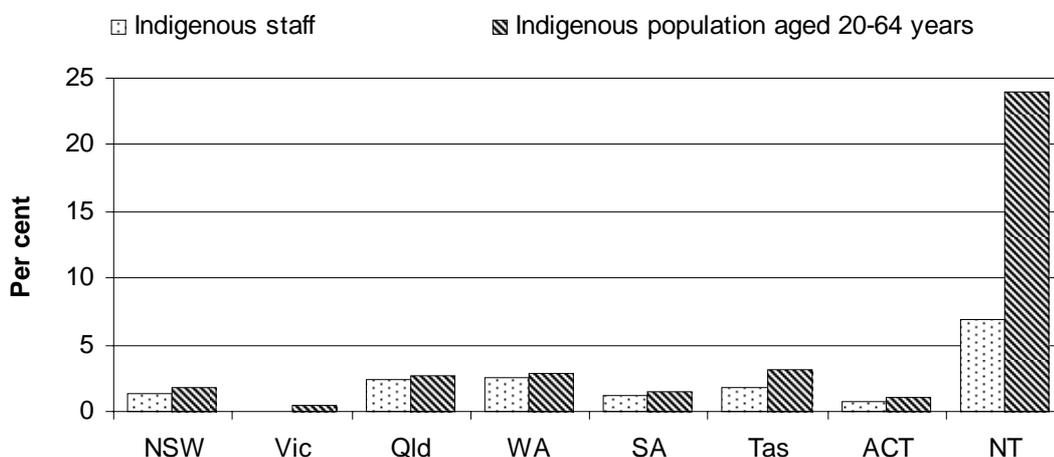
The indicator is defined as the proportion of police staff from Indigenous backgrounds compared to the proportion of the general population aged 20–64 years who are from Indigenous backgrounds. These data are used because a significantly larger proportion of the Indigenous population falls within the younger non-working age groupings compared with the non-Indigenous population. Readily available ABS population projections of people aged 20–64 years at 30 June 2006 provide a proxy for the estimated working population.

A proportion of police staff from Indigenous backgrounds closer to the proportion of the general population aged 20–64 years who are from Indigenous backgrounds represents a more desirable equity outcome.

The process of identifying Indigenous staff members generally relies on self-identification. Where Indigenous people are required to identify themselves, the accuracy of the data will partly depend on how they perceive the advantages (or disadvantages) of identification and whether these perceptions change over time. In addition, many factors will influence the willingness of the Indigenous population to access police services, including familiarity with procedures for dealing with police, and confidence in the effectiveness of police services. For the purposes of this chapter, an Indigenous person is one who self-identifies as being Aboriginal and/or Torres Strait Islander.

The proportion of Indigenous police staff in 2006-07 was similar to the representation of Indigenous people in the population aged 20–64 years for most jurisdictions (figure 6.6).

Figure 6.6 **Proportion of Indigenous staff in 2006-07 and Indigenous population aged 20–64 years<sup>a, b, c</sup>**



<sup>a</sup> Indigenous staff numbers relate to those staff who self-identify as being of Aboriginal and/or Torres Strait Islander descent. Indigenous staff are reported as the sum of both the operational and non-operational categories. <sup>b</sup> Information on Indigenous status is collected only at the time of recruitment. <sup>c</sup> Indigenous and non-Indigenous staff were unable to be separated in Victoria.

Source: ABS (2004) *Indigenous population projections aged 20–64 years* Cat. no. 3238.0 (Low Series); State and Territory governments (unpublished); table 6A.19.

### Access and equity — staffing by gender

Another measure of access and equity is the level of (sworn and unsworn) ‘police staff by gender’ (box 6.6). Nationally, 31.4 per cent of police staff were female in 2006-07 (figure 6.7). Nationally, the proportion of female police staff increased from 2002-03 to 2006-07 (from 29.0 per cent to 31.4 per cent of staff). The proportion of female police staff increased over this period in all jurisdictions other than the ACT, where it decreased slightly from 31.5 to 31.1 per cent (figure 6.7).

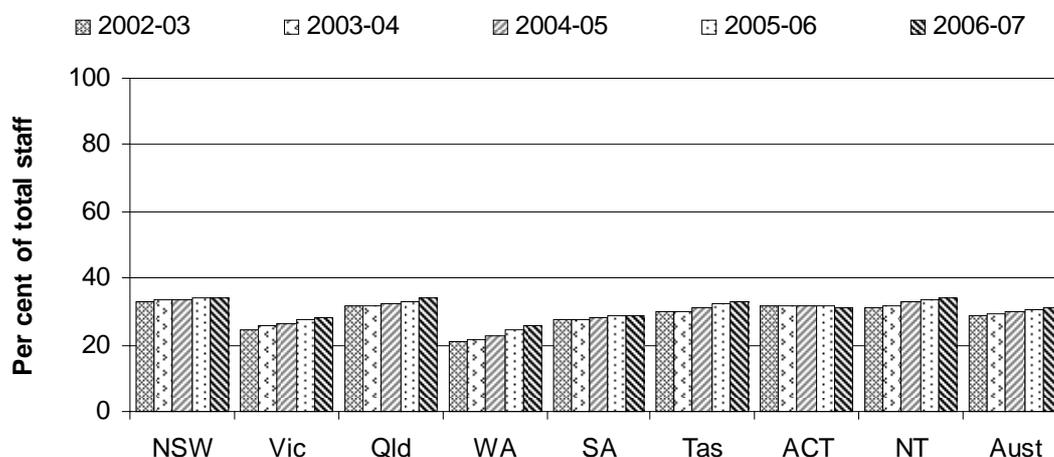
#### Box 6.6 Access — staffing by gender

‘Police staffing by gender’ is an indicator of governments’ objective to provide police services in an equitable manner. Women may feel more comfortable in ‘accessing’ police services in certain situations when they are able to deal with female police staff.

The indicator is defined as the number of female police staff divided by the total number of police staff.

A proportion of female police staff commensurate with the proportion of females in the general population is generally more desirable.

Figure 6.7 Female police staff<sup>a, b</sup>



<sup>a</sup> Comprises FTE staff. <sup>b</sup> For WA, data exclude recruits in training.

Source: State and Territory governments (unpublished); table 6A.20.

### Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

### Satisfaction with police services

This section provides information from the National survey of community satisfaction with policing (NSCSP, see box 6.7).

#### Box 6.7 National Survey of Community Satisfaction with Policing

The National Survey of Community Satisfaction with Policing (NSCSP) collects information on community perceptions of police in terms of services provided and personal experiences of contact with the police. It also elicits public perceptions of crime and safety problems in the community and local area, and reviews aspects of driving behaviour.

Care needs to be taken in interpreting any survey data. The statistical reliability of survey data is highly dependent on key elements of the survey method, including the survey instrument, the collection method and the sample size and design. In addition, attitudinal data may be influenced in the short term by rare, but significantly adverse or highly publicised events (such as a mass murder or a police corruption incident). Point-in-time responses may thus vary from people's true underlying (or longer term) satisfaction with police and perceptions of safety and crime levels.

Client satisfaction is a widely accepted measure of service quality (box 6.8).

**Box 6.8 Satisfaction with police services**

‘Satisfaction with police services’ is an indicator of governments’ objective for police to perform their duties in a professional manner.

The indicator is defined as the proportion of people who were ‘satisfied’ or ‘very satisfied’ with police services.

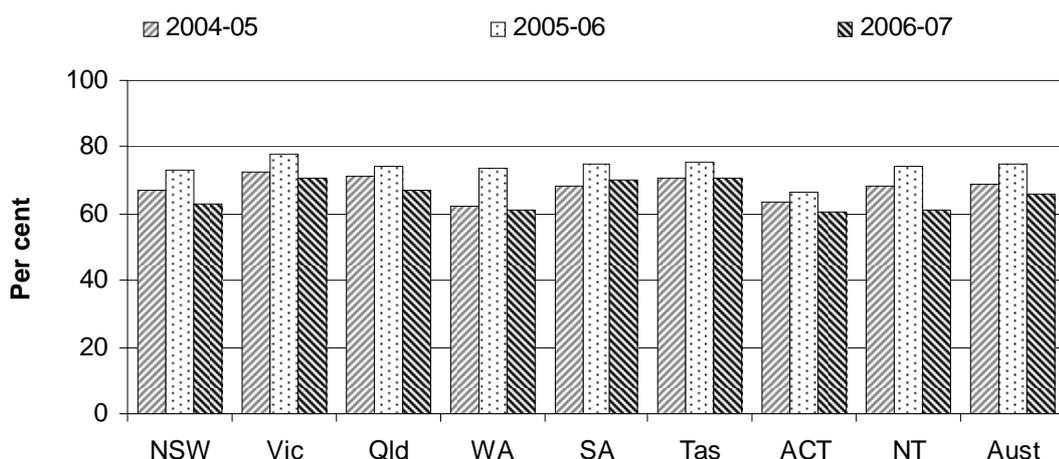
A higher proportion of people who were ‘satisfied’ or ‘very satisfied’ is more desirable.

Public perceptions may not reflect actual levels of police performance, because many factors — including individual experiences, hearsay and media reporting — may influence people’s satisfaction with police services.

*General satisfaction*

Nationally, the majority of people surveyed (66.1 per cent) were ‘satisfied’ or ‘very satisfied’ with the services provided by police in 2006-07 (down from 74.6 per cent in 2005-06 and 68.9 per cent in 2004-05). At the national level, this is a statistically significant movement (figure 6.8). Satisfaction with policing was statistically significantly higher than the national average in Victoria, South Australia and Tasmania.

**Figure 6.8 People who were ‘satisfied’ or ‘very satisfied’ with police services<sup>a</sup>**

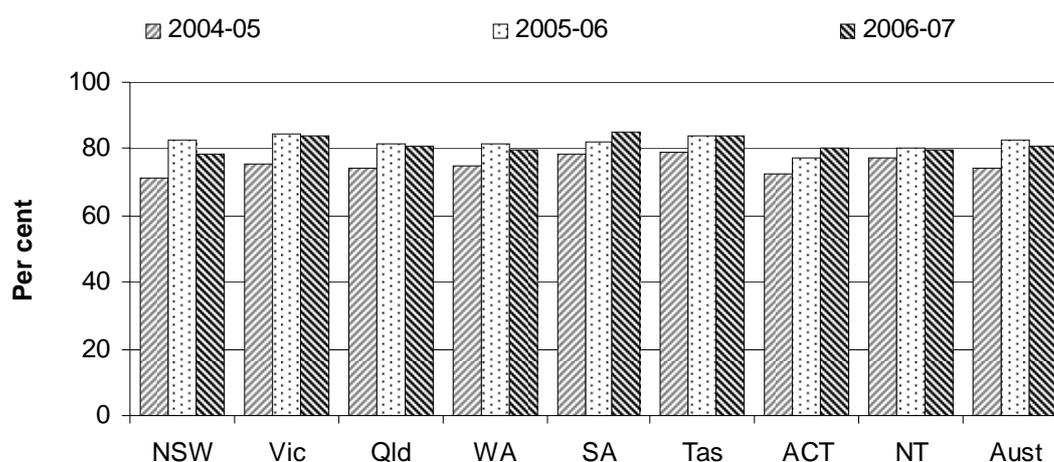


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.12

Of those respondents who had contact with police in 2006-07, 81.0 per cent nationally were ‘satisfied’ or ‘very satisfied’ with the service they received during their most recent contact (down from 82.6 per cent in 2005-06). At the national level, this is a statistically significant movement. Results across jurisdictions and over time are presented in figure 6.9.

Figure 6.9 **People who were ‘satisfied’ or ‘very satisfied’ with police in their most recent contact<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.14.

### *Perceptions of police integrity*

Public ‘perceptions of police integrity’ provide a measure of perceived police professionalism (box 6.9).

### Box 6.9 Perceptions of police integrity

'Perceptions of police integrity' is an indicator of governments' objective for police to perform their duties with integrity and professionalism.

Three measures are reported:

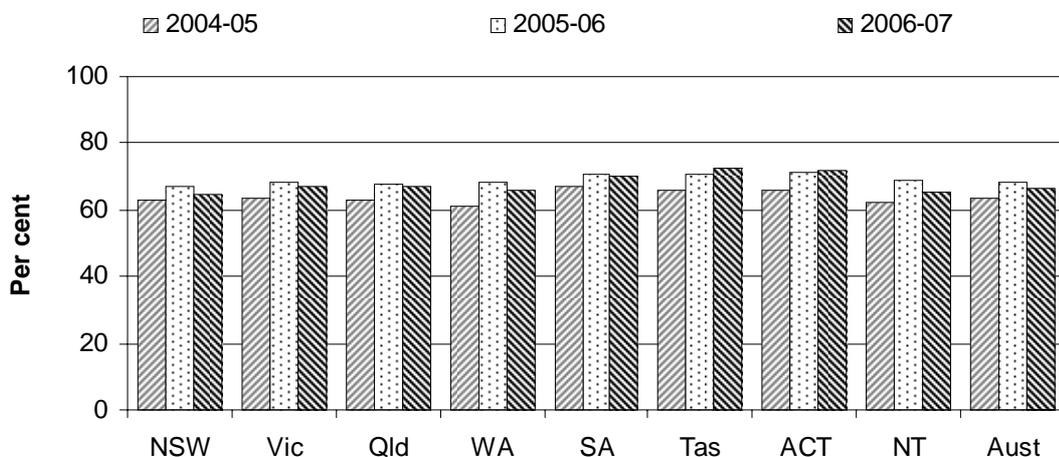
- the proportion of people who 'agreed' or 'strongly agreed' that police treat people fairly and equally
- the proportion of people who 'agreed' or 'strongly agreed' that police perform the job professionally
- the proportion of people who 'agreed' or 'strongly agreed' that most police are honest.

A higher proportion of people who 'agreed' or 'strongly agreed' that police treat people fairly and equally is more desirable. Similarly, a higher proportion of people who 'agreed' or 'strongly agreed' that police perform the job professionally, and a higher proportion of people who 'agreed' or 'strongly agreed' that most police are honest, is more desirable.

Public perceptions may not reflect actual levels of police integrity, because many factors — including hearsay and media reporting — may influence people's perceptions of police integrity.

In 2006-07, 66.5 per cent of people nationally 'agreed' or 'strongly agreed' that police treat people 'fairly and equally', down from 68.1 per cent in 2005-06 (figure 6.10).

Figure 6.10 People who 'agreed' or 'strongly agreed' that police treat people fairly and equally<sup>a, b</sup>

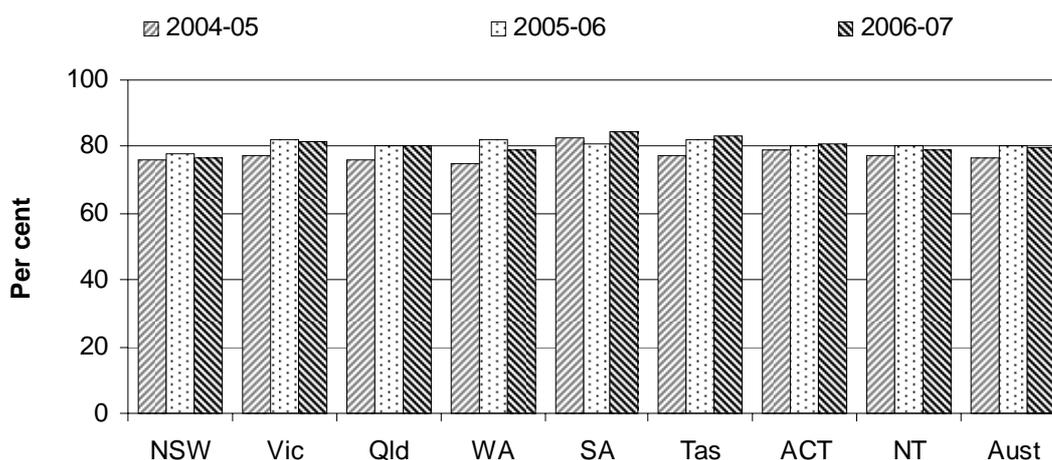


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.16.

Nationally, 79.7 per cent of people ‘agreed’ or ‘strongly agreed’ in 2006-07 that police perform the job ‘professionally’, which is not statistically different from the 2005-06 result of 80.1 per cent (figure 6.11).

Figure 6.11 **People who ‘agreed’ or ‘strongly agreed’ that police perform the job professionally<sup>a, b</sup>**



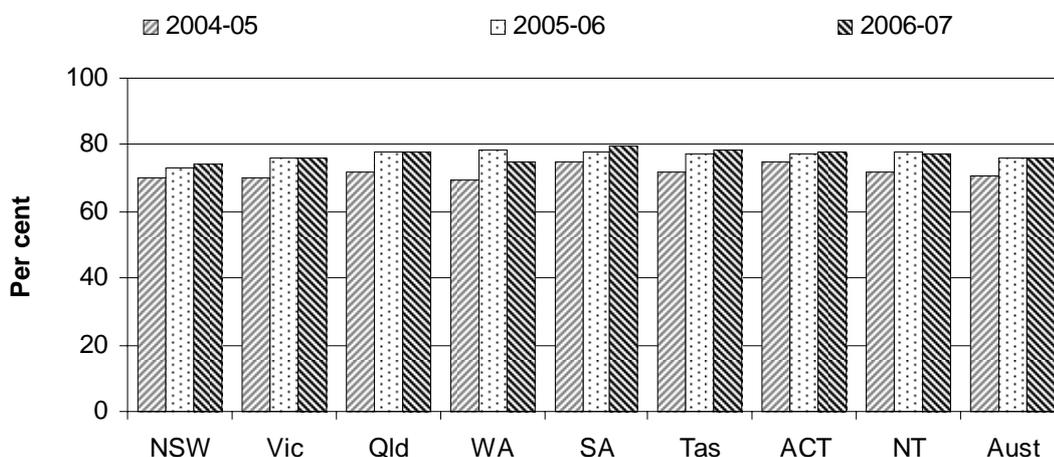
<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.15.

Police integrity is another important element of police services’ performance. This can be judged to some extent by the public perception of police honesty.

Nationally, 76.0 per cent of people ‘agreed’ or ‘strongly agreed’ in 2006-07 that most police are ‘honest’, which is not a statistically significant change from the 2005-06 amount of 75.9 per cent (figure 6.12). The results for Western Australia recorded a statistically significant change from the previous year (74.7 per cent in 2006-07 compared with 78.6 per cent in 2005-06).

Figure 6.12 **People who ‘agreed’ or ‘strongly agreed’ that most police are honest<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.17

## 6.4 Community safety

This section reviews the role of police in preserving public order and promoting a safer community. Activities typically include:

- undertaking crime prevention and community support programs
- responding to, managing and coordinating major incidents and emergencies
- responding to calls for assistance.

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on community perceptions data. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

### Key community safety performance indicator results

#### *Outputs*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

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### *Equity — access*

The Steering Committee has identified equity and access for community safety as an area for development in future reports (box 6.10).

**Box 6.10 Performance indicator — access**

An indicator of governments' objective to facilitate equitable access for people with special needs for community safety has yet to be developed.

### *Outcomes*

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered).

### *Perceptions of safety*

An important objective of police services is to reassure the public by ensuring the community feels safe in public and private (box 6.11).

**Box 6.11 Perceptions of safety**

'Perceptions of safety' is an indicator of governments' objective to reassure the public by ensuring the community feels safe (within themselves and regarding their property) in public and private.

Two measures are reported:

- the proportion of people who felt 'safe or very safe' at home
- the proportion of people who felt 'safe or very safe' in public places.

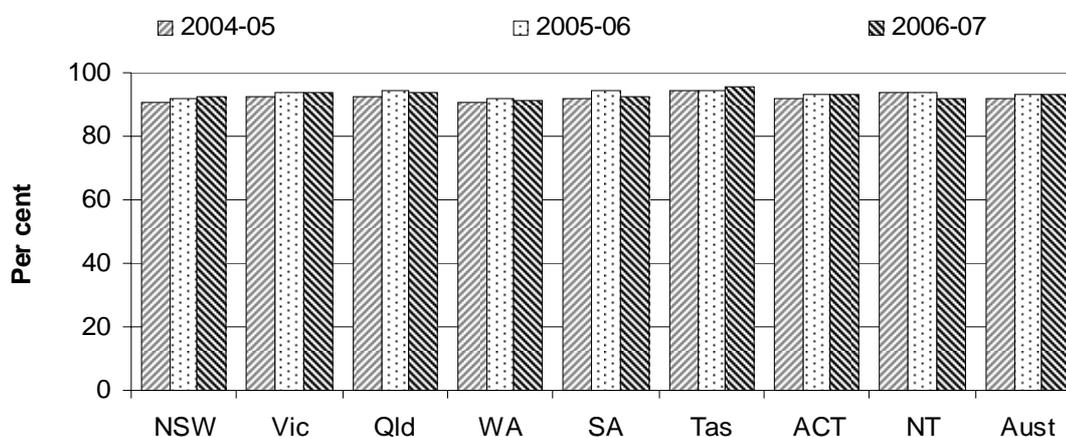
A higher proportion of people who felt 'safe' or 'very safe' for either measure is a more desirable outcome.

Perceptions of safety may not reflect reported crime, as reported crime may understate actual crime, and many factors (including media reporting and hearsay) may affect public perceptions of crime levels and safety.

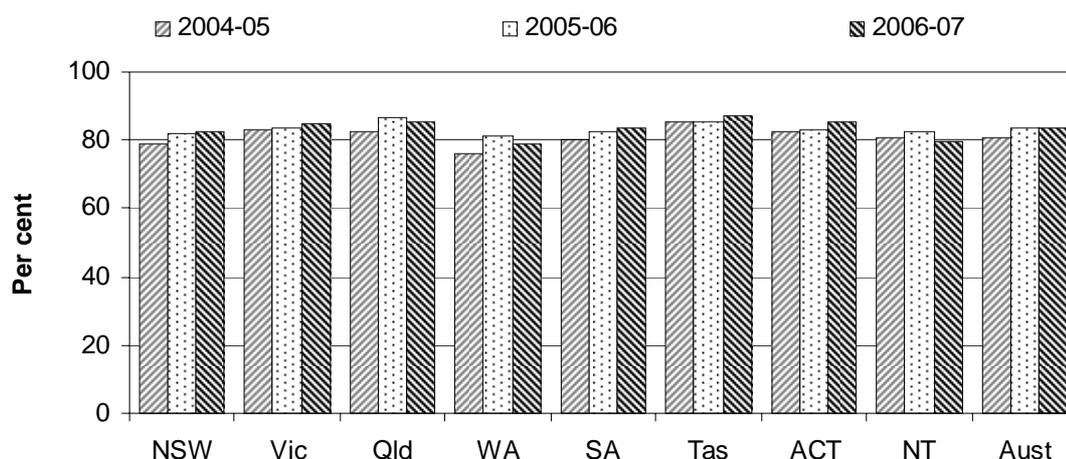
Nationally, 93.0 per cent of people surveyed felt 'safe' or 'very safe' at home alone during the day in 2006-07. Nationally, 83.7 per cent of people felt 'safe' or 'very safe' at home alone after dark in 2006-07 (figure 6.13).

**Figure 6.13 Perceptions of safety at home alone<sup>a</sup>**

**(a) Proportion who felt 'safe' or 'very safe' at home alone during the day**



**(b) Proportion who felt 'safe' or 'very safe' at home alone after dark**



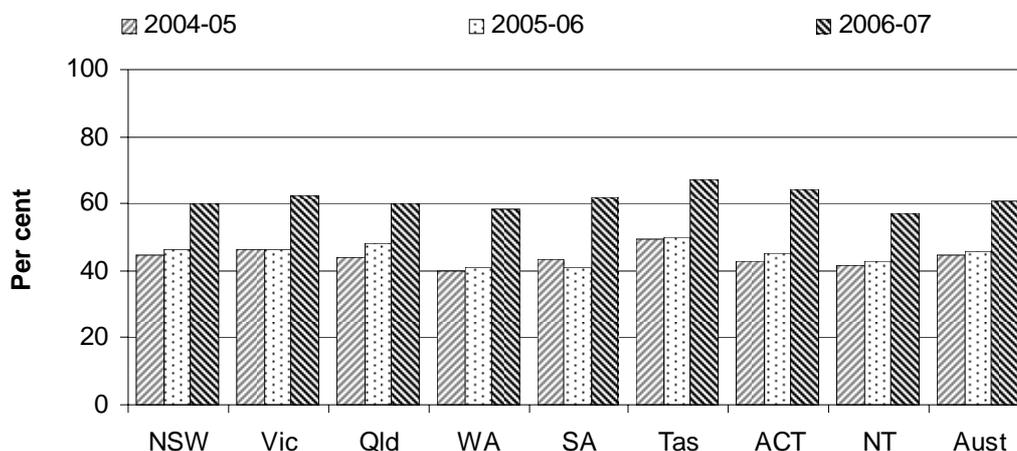
<sup>a</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8. Source: ANZPAA (unpublished); table 6A.21.

In Australia, 88.6 per cent of respondents felt 'safe' or 'very safe' when walking or jogging locally during the day in 2006-07 (table 6A.22). Nationally, 60.8 per cent of people felt 'safe' or 'very safe' when walking or jogging locally after dark in 2006-07 (up from 45.9 per cent in 2005-06) (figure 6.14).

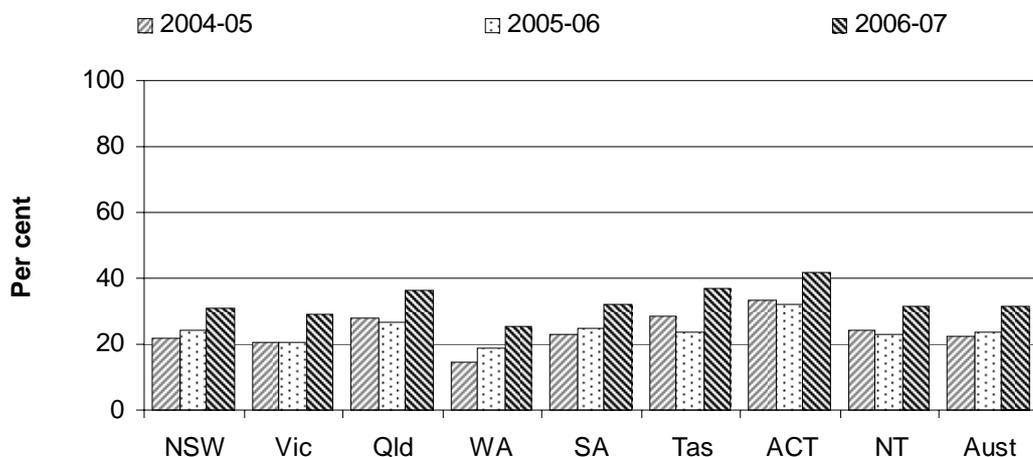
In Australia, 63.5 per cent of respondents felt 'safe' or 'very safe' when travelling on public transport during the day (up from 57.1 per cent in 2005-06) (table 6A.23) and 31.4 per cent of people surveyed felt 'safe' or 'very safe' when travelling on public transport after dark in 2006-07 (up from 23.4 per cent in 2005-06) (figure 6.14).

**Figure 6.14 Perceptions of safety in public places<sup>a, b, c, d</sup>**

**Proportion who felt 'safe' or 'very safe' walking or jogging locally after dark**



**Proportion who felt 'safe' or 'very safe' travelling on public transport after dark**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8. <sup>c</sup> For this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport. <sup>d</sup> Unlike other jurisdictions, Tasmania, the NT and the ACT do not operate a suburban train network and rely on buses as the primary means of public transportation.

Source: ANZPAA (unpublished); tables 6A.22 and 6A.23.

These results might be influenced by the mix (that is, trains, buses, ferries and trams) of public transport in each jurisdiction. Tasmania, the NT and the ACT do not operate a suburban train network.

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### *Perceptions of crime problem*

‘Perceptions of crime problem’ is another indicator of how safe the members of the community feel in public and private (box 6.12).

#### **Box 6.12 Perceptions of crime problem**

‘Perceptions of crime problem’ is an indicator of governments’ objective to reassure the public by ensuring the community feels safe (within themselves and regarding their property) in public and private.

Two measures are reported:

- the proportion of people who considered that various types of crime were a ‘major problem’ or ‘somewhat of a problem’ in their State or Territory
- the proportion of people who considered that various types of crime were a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood.

For both indicators, a lower proportion of people who felt the selected types of crime were a ‘major problem’ or ‘somewhat of a problem’ is a more desirable outcome.

Care needs to be taken in interpreting data on perceptions of crime, because reducing people’s concerns about crime and reducing the actual level of crime are two separate, but related challenges for police. Comparisons between perceptions of crime problems and the level of crime raise questions about the factors that affect perceptions. More generally, such comparisons highlight the importance of considering the full suite of performance indicators rather than assessing performance on the basis of specific measures in isolation.

Nationally, when people were asked in 2006-07 about crime problems in their State or Territory, the proportion of people who perceived a particular crime as a ‘major problem’ or ‘somewhat of a problem’ was: 90.3 per cent for illegal drugs; 89.3 per cent for poor driver behaviour (speeding cars, dangerous or noisy driving); 87.9 per cent for housebreaking; 83.8 per cent for vehicle theft; 84.5 per cent for graffiti and other vandalism; 81.6 per cent for physical assault in a public place; 82.0 per cent for sexual assault; 81.4 per cent for drunken and disorderly behaviour; 79.9 per cent for louts and gangs and 75.6 per cent for family violence (tables 6A.27–6A.29).

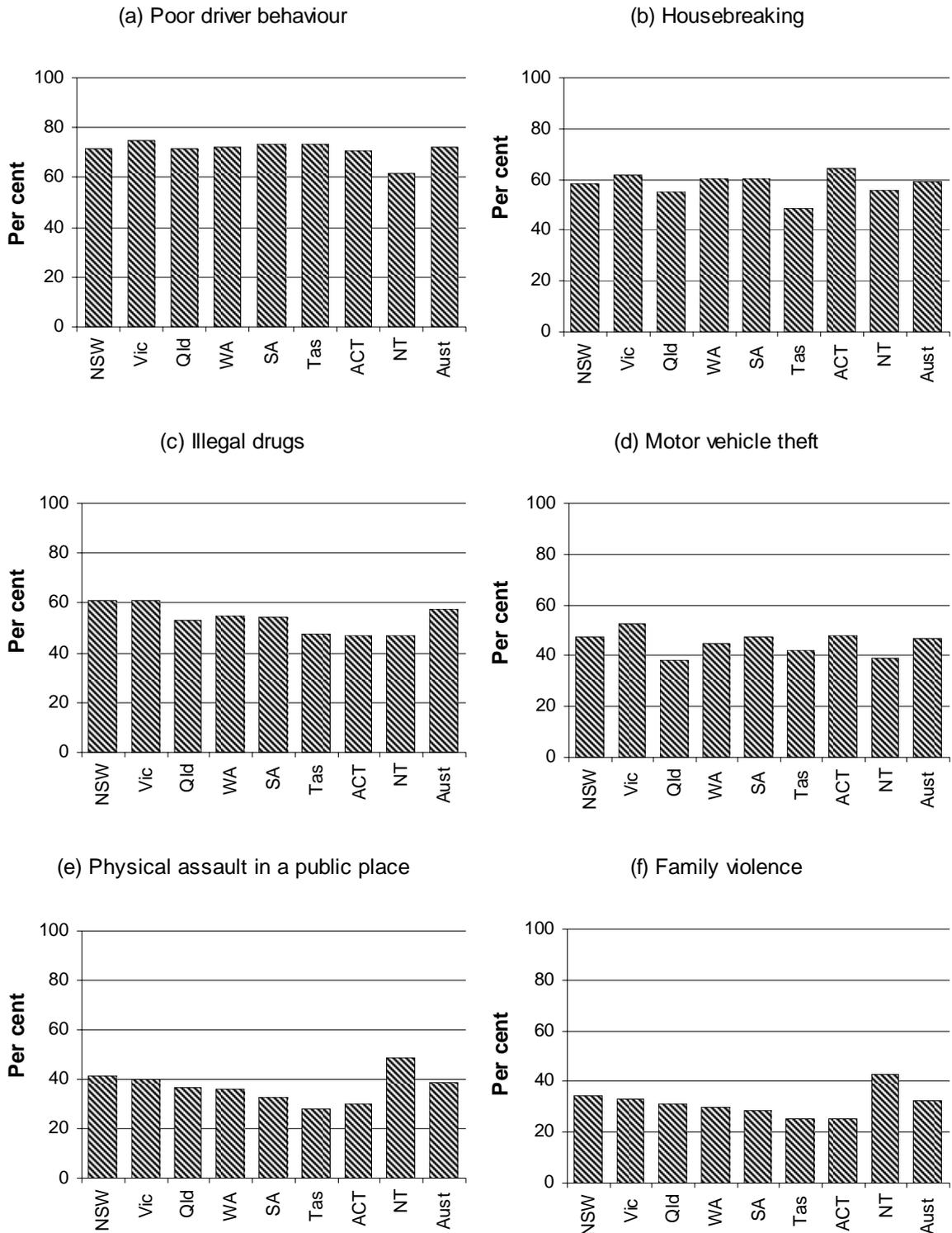
The following major areas of concern were identified by people in relation to crime problems in their neighbourhood:

- Poor driver behaviour — nationally, 72.4 per cent of people believed poor driver behaviour to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2006-07 (little changed from 72.1 in 2005-06) (figure 6.15a).

- 
- Housebreaking — nationally, 58.9 per cent of people believed housebreaking to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2006-07 (down from 60.6 per cent in 2005-06) (figure 6.15b).
  - Illegal drugs — nationally, 57.4 per cent of people believed illegal drugs to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2006-07 (little changed from 57.1 per cent in 2005-06) (figure 6.15c).
  - Motor vehicle theft — nationally, 46.6 per cent of people believed motor vehicle theft to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2006-07 (down from 50.7 per cent in 2005-06) (figure 6.15d).
  - Physical assault in a public place — nationally, 38.5 per cent of people believed physical assault to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2006-07 (little changed from 38.6 per cent in 2005-06) (figure 6.15e).
  - Family violence — nationally, 32.2 per cent of people believed family violence to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2006-07 (down from 35.1 per cent in 2005-06) (figure 6.15f) (tables 6A.24–6A.26).

Comparisons between perceptions of crime problems and the level of crime raise questions about the factors that affect perceptions. The preceding NSCSP results indicate that perceptions of crime fall as respondents focus on their local neighbourhood rather than the State or Territory in which they live.

**Figure 6.15 Proportion of people who consider the identified issues to be either a 'major problem' or 'somewhat of a problem' in their neighbourhood, 2006-07<sup>a</sup>**



<sup>a</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8. Source: ANZPAA (unpublished); tables 6A.24–6A.26.

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## 6.5 Crime

This section reviews the role of police in investigating crime and identifying and apprehending suspects. It also measures the extent of crime in the community and assesses the number of crimes reported to the police.

### Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on recorded crime levels. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

### Key crime performance indicator results

#### *Outcomes*

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

‘Crime victimisation’, ‘Reporting rates’ and ‘Outcomes of investigations’ are outcome indicators of governments’ objective to bring to justice those people responsible for committing an offence.

#### *Victims of crime data in Australia*

Information on the level of selected crimes against the person and crimes against property is obtained from three sources for this chapter. The first source, the Crime and Safety Survey, was most recently conducted in 2005. The second source, the ABS Recorded Crime Victims series, was most recently published in 2007 (for the 2006 calendar year). The third source of data is provided on an annual basis by the Australian Institute of Criminology (AIC), with the most recent data for 2005-06.

#### *Crime and Safety Survey*

The Crime and Safety Survey is a national survey, conducted periodically by the ABS. Previous surveys were conducted in 1983, 1993, 1998, 2002 and 2005. Information is collected from individuals and households, and focuses on those

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categories of more serious crime, occurring in the 12 months prior to the survey, that affect the largest number of people.

The survey provides information on crime victimisation for selected personal and household crimes, including the number of crimes reported to police. Personal crimes include robbery, assault and sexual assault. Household crimes include break-in, attempted break-in and motor vehicle theft.

### *Trends in Recorded Crime in Australia*

The Recorded Crime Victims collection provides details of selected offences reported to, or detected by, police, whose details are subsequently recorded on police administrative systems. Victims in this collection can be persons, premises or a motor vehicle. Selected offences include homicide and related offences; kidnapping and abduction; robbery; blackmail and extortion; unlawful entry with intent; motor vehicle theft and other theft.

Crime and Safety Survey data are considered to be more comparable across jurisdictions than the Recorded Crime collection, given differences in the way in which recorded crime data are compiled (box 6.13). Neither of these sources will provide a definitive measure of crime victimisation but, together, they provide a more comprehensive picture of victimisation than either measure alone.

This chapter reports the level of crime using the more comparable Crime and Safety Survey data, and the annual trends using the Recorded Crime Victims data.

#### **Box 6.13 ABS crime victimisation statistics**

When an incident of crime victimisation occurs, it can be measured in a number of ways and at different stages; from the time a person perceives that they have been a victim, through to the reporting to police and the laying of charges. From among a range of possible ways of measuring crime, the ABS produces two major sources of data that can inform the user about crime victimisation. The first of these is a measure of crimes reported to and recorded by police, sourced from administrative records obtained from State and Territory police agencies. The second is direct reports from members of the public about their experiences of crime as collected in ABS household surveys. In some instances, the results may provide different pictures of crime in the community, with administrative data indicating a trend in one direction and personal experience indicating the opposite.

(Continued on next page)

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Box 6.13 (Continued)

The full extent of crime is unlikely ever to be captured — Recorded Crime Victims data understate the true level of crime in Australia as a result of the behaviour of victims and the limitations of the data. Data relate to recorded crimes, but not all offences are reported to, or become known by, police. The victim's confidence in the judicial process, the nature of the offence and the relationship between the victim and perpetrator are among the key factors that influence the propensity to report an offence. Similarly, with survey data, it may be difficult to obtain information about some crimes such as sexual assault and assaults that have been committed by members of the same household.

*Comparing recorded crime statistics across jurisdictions*

A number of standards, classifications and counting rules are applied to Recorded Crime statistics, but care needs to be taken when comparing these statistics across states and territories, given the different business rules, procedures, systems, policies, legislation and recording of police agencies.

Findings from the Differences in Recorded Crime Statistics (DiRCS) project released in 2005, indicated that data for assault and sexual assault were not comparable across all jurisdictions, but that information for other offence types were satisfactory for the level of comparison presented in the ABS National Recorded Crime — Victims publication. The ABS is currently working with police agencies to develop a National Crime Recording Standard, to improve further the national comparability of the recorded crime victims' collection. The standard is aimed at developing a uniform set of guidelines and scenarios, to enable consistency in recording. This will complement the already established national counting rules and classifications.

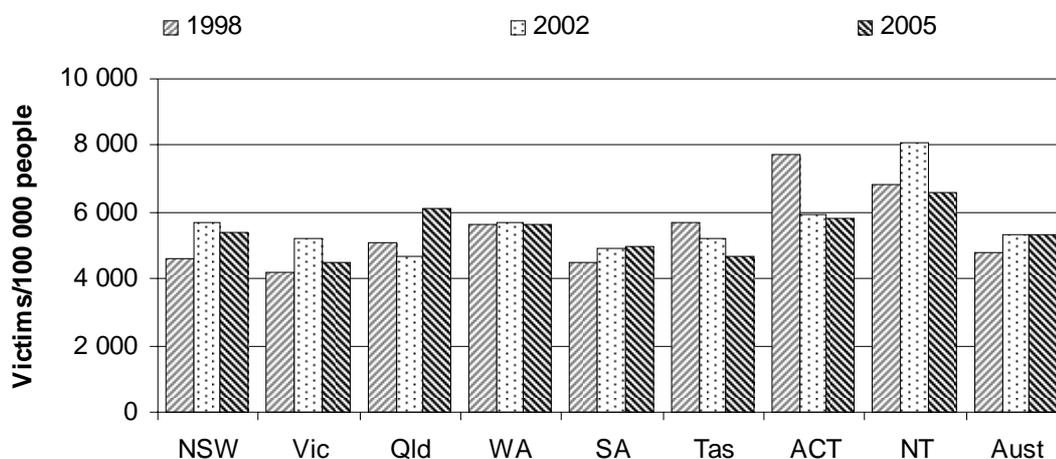
*Comparing recorded crime statistics with jurisdiction-specific data*

Care needs to be taken if attempting to compare ABS Recorded Crime Statistics with data reported by police agencies. The former are victim based (that is, based on the number of victims for each individual Australian Standard Offence Classification (ASOC) division offence category), whereas some State and Territory data are commonly offence or incident based (that is, based on the total number of offences or incidents recorded). To illustrate the difference, if multiple offences per victim of the same incident fall within the same ASOC division the victim is only counted once according to the most serious offence within that division, whereas police agencies may count separately each offence committed against the same victim.

*Rate of crime victimisation in Australia (from ABS Crime and Safety survey)*

There were 5300 victims of personal crime per 100 000 people in Australia in 2005, which is consistent with the findings of the previous survey conducted in 2002. The rate in 2005 varied across jurisdictions (figure 6.16).

Figure 6.16 Estimated victims of selected personal crimes<sup>a</sup>

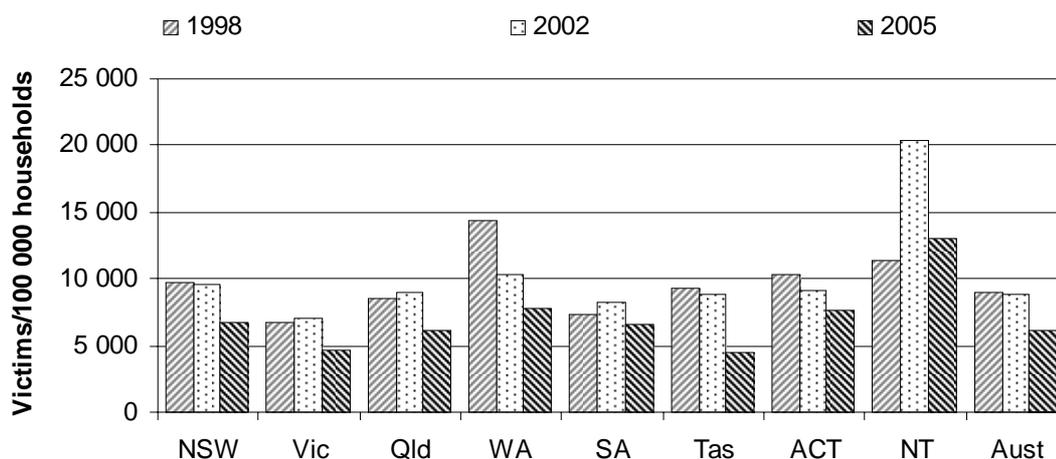


<sup>a</sup> Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.34.

There were 6200 household victims of property crime per 100 000 households in Australia in 2005, a fall from 8900 in 2002, when the previous survey was held. There was a fall in the rate of household victims of property crime in all jurisdictions between 2002 and 2005 (figure 6.17).

Figure 6.17 Estimated household victims of selected property crimes<sup>a</sup>



<sup>a</sup> Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Data source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.35.

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### *Trends in Crime Victimization*

As noted previously, two ABS collections are used as the source of the majority of crime victimisation data in this Report: the Crime and Safety Survey and the Recorded Crime collection. Trend data are also drawn from the third data source for the chapter, the Australian Institute of Criminology (AIC) (box 6.14).

#### **Box 6.14 Australian Institute of Criminology homicide data**

The Australian Institute of Criminology (AIC) undertakes research in the field of criminal justice ranging from high-tech crime, transnational and organised crime issues to the monitoring and analysis of patterns in major crimes including homicide, sexual assault, armed robbery and firearms traffic.

The AIC provides data on homicide through its National Homicide Monitoring Program (NHMP), which has been operating within the AIC since 1989. The NHMP was established by the National Committee on Violence and has continued since, with the support from all Australian Police Services. The program uses two main data sources:

- police reports (supplemented by information from investigating officers)
- coronial files (namely toxicology reports).

### *Crime victimisation — crimes against the person*

The prevalence and trends in personal crime in the community is an important measure of the effectiveness of police services (box 6.14 and 6.15).

#### **Box 6.15 Crime victimisation — crimes against the person**

'Crime victimisation' is an indicator of governments' objective to enforce the law and improve community safety.

Three measures are reported on the level of crime against the person:

- victims of homicide per 100 000 people
- estimated victims of assault per 100 000 people
- estimated victims of robbery per 100 000 people.

For each measure, a lower rate of crime victimisation is a more desirable outcome. Data on trends in crime victimisation, based on the number of crimes reported to police, are presented in index form.

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**Box 6.15 (Continued)**

One measure is reported on trends in crime against the person:

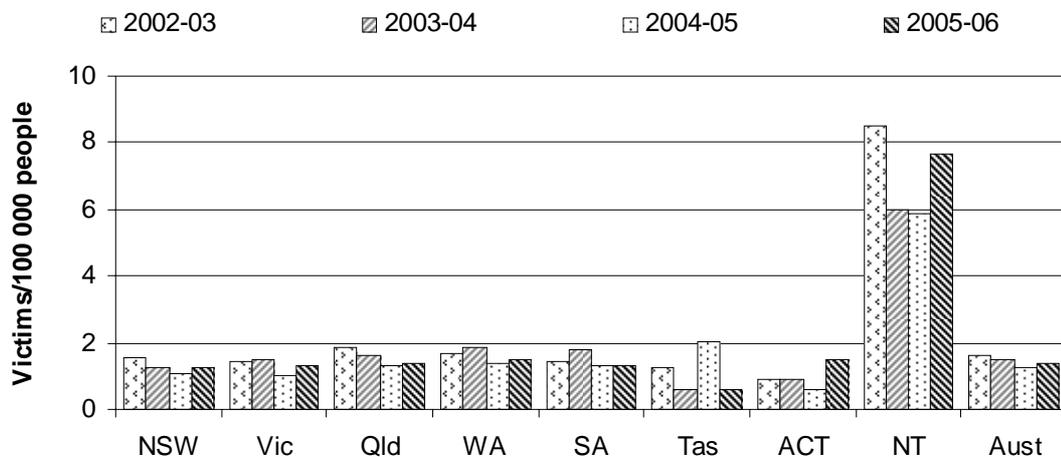
- victims of armed robbery (index 2002 = 100).

For this measure, a fall in the index number is a more desirable outcome. The recorded number of victims may vary from the actual incidence of crimes against people for a number of reasons, including confidence in the judicial system as a whole.

Differences in the way in which crimes are recorded on jurisdictions' police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

Nationally, there were 1.4 recorded victims of homicide per 100 000 people in 2005-06 (up from 1.2 in 2004-05) (figure 6.18).

**Figure 6.18 Victims of homicide<sup>a</sup>**

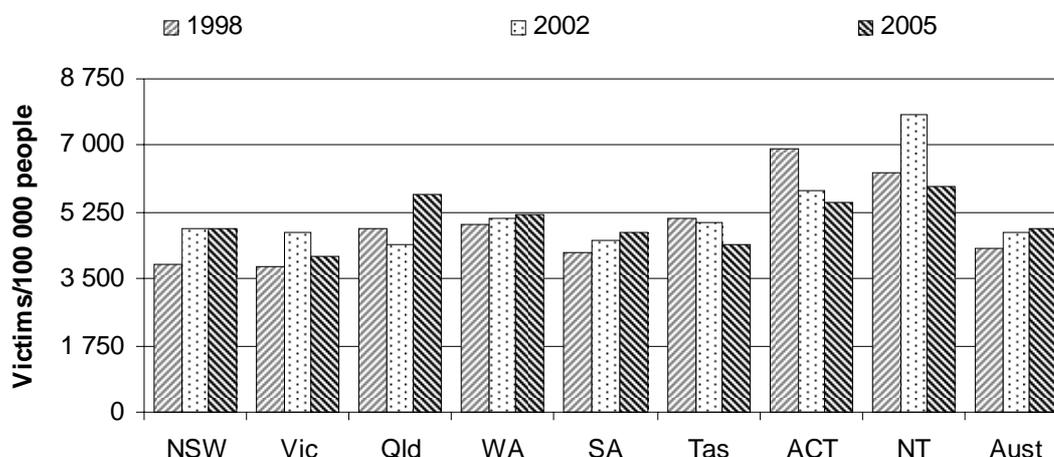


<sup>a</sup> Homicide is defined by the criminal law of each State and Territory. The specific wording of the definition varies between states and territories in terms of degree and culpability.

Source: AIC Homicide in Australia: National Homicide Monitoring Program (2007); table 6A.30.

Based on ABS Crime and Safety Survey data, there were 4800 victims of assault per 100 000 people in Australia in 2005 (up from 4700 per 100 000 people in 2002 and 4300 per 100 000 people in 1998) (figure 6.19).

Figure 6.19 Estimated victims of assault<sup>a</sup>

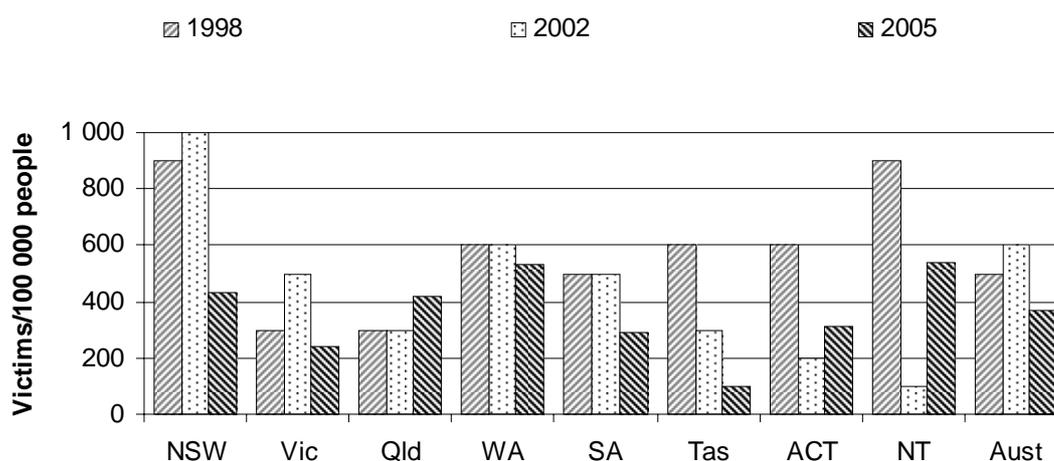


<sup>a</sup> A victim is defined as a person reporting at least one assault. Victims were counted once only, regardless of the number of incidents of assault. Assault is defined as an incident, other than a robbery, where the respondent was threatened with force or violence or physically attacked.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.34.

Based on ABS Crime and Safety Survey data, there were 370 victims of robbery per 100 000 people in Australia in 2005 (down from 600 victims per 100 000 people in 2002 and 500 in 1998). Available data for all jurisdictions are presented in figure 6.20.

Figure 6.20 Estimated victims of robbery<sup>a</sup>

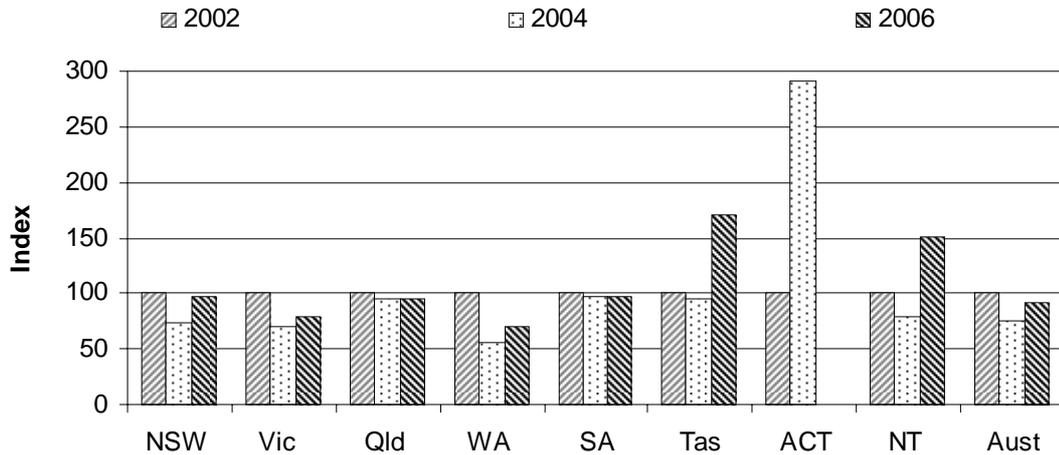


<sup>a</sup> A victim is defined as a person reporting at least one robbery. Victims were counted once only, regardless of the number of incidents of robbery. Robbery is defined as an incident, where someone has stolen (or tried to steal) property from a respondent by physically attacking them or threatening them with violence.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.34.

Based on the ABS Recorded Crime Victims collection, the rate of victims of armed robbery decreased at a national level between 2002 and 2006 (figure 6.21).

Figure 6.21 Trends in recorded crime — victims of armed robbery<sup>a, b, c, d</sup>



<sup>a</sup> Index 2002 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems, practices and reporting rates in jurisdictions. <sup>b</sup> New South Wales robbery counts prior to 2005 are understated. Improved quality assurance procedures have identified further victims of offences that are now included as part of the offence of robbery. Given the significance of the contribution of New South Wales to the Australian estimate, national data are also understated prior to 2005. <sup>c</sup> Data are based on crimes recorded by police. <sup>d</sup> A low number of victims was recorded in the ACT in the base year, leading to a large indexed increase between 2002 and 2004. Due to IT and quality assurance changes to improve the capture of victim data, ACT data for 2006 are not comparable to 2002 and 2004 data and, on this basis, has been excluded from this figure.

Source: ABS Recorded Crime — Victims, Australia (various years), Cat. no. 4510.0; table 6A.31.

### *Crime victimisation — crimes against property*

The prevalence and trends in crimes against property in the community are important measures of the effectiveness of police services (box 6.16).

Based on ABS Crime and Safety Survey data, there were 5400 break-ins or attempted break-ins per 100 000 households in Australia in 2005 (down from 7400 victims per 100 000 households in 2002 and 7600 in 1998). Rates for each jurisdiction are shown in figure 6.22.

### Box 6.16 Crime victimisation — crimes against property

'Crime victimisation' is an indicator of governments' objective to enforce the law (and improve community safety).

Two measures are reported on the level of crime against property:

- estimated household victims of break-in/attempted break-in per 100 000 households
- estimated household victims of motor vehicle theft per 100 000 households.

For each of the measures, a lower rate of crime victimisation is a more desirable outcome. Data on trends in crime victimisation, based on the number of crimes reported to police, are presented in index form.

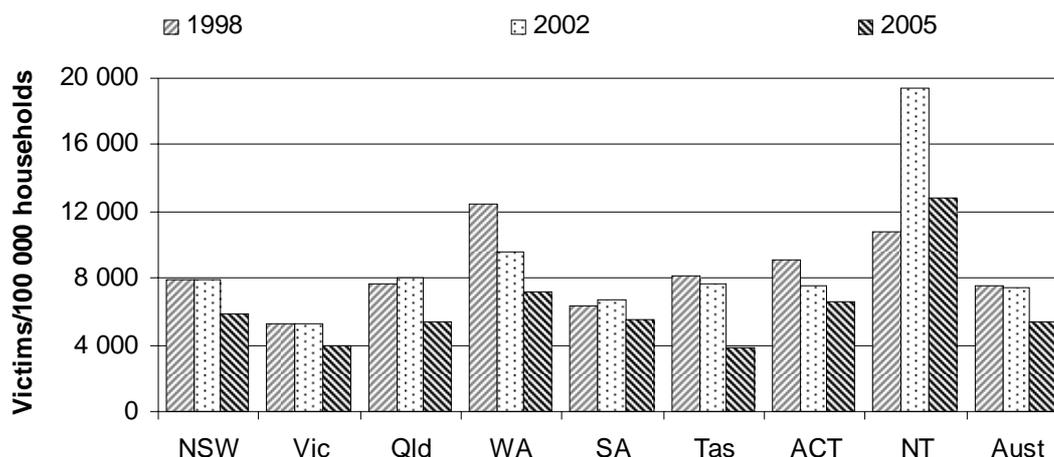
Two measures are reported on trends in property crime in the community:

- victims of unlawful entry with intent (index 2002 = 100)
- victims of motor vehicle theft (index 2002 = 100).

For both measures, a lower index number is a more desirable outcome. The number of crimes reported to police may vary from the actual incidence of crimes against property for a number of reasons, including confidence in the judicial system as a whole.

Differences in the way in which crimes are recorded on jurisdictions' police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

Figure 6.22 Estimated victims of break-in/attempted break-in<sup>a</sup>

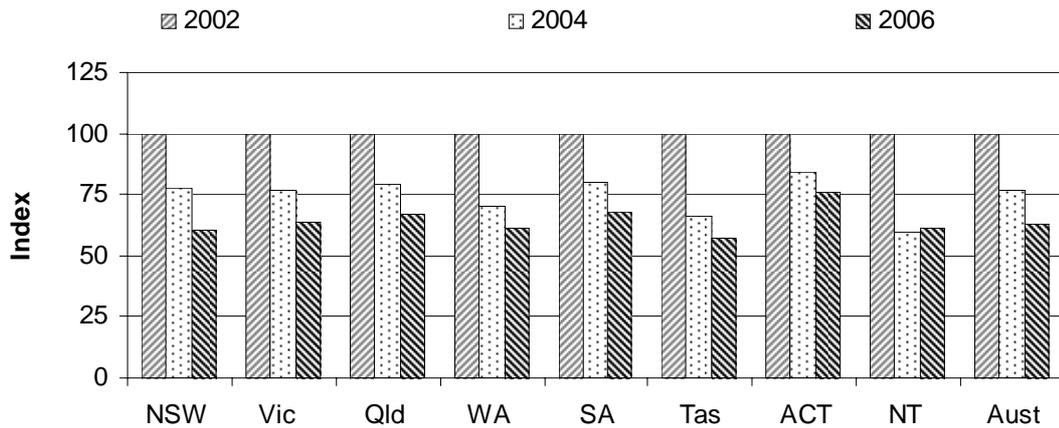


<sup>a</sup> A victim is defined as a household reporting at least one break-in/attempted break-in. Victims were counted once only, regardless of the number of incidents of break-in/attempted break-in. Break-in is defined as an incident where the respondent's home had been broken into. Break-in offences relating to respondents' cars or gardens are excluded.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.35.

Based on the ABS Recorded Crime collection, the number of victims of unlawful entry with intent per 100 000 people fell in Australia between 2002 and 2006. There has been a general downward trend in the victimisation rate in all jurisdictions since the base period of 2002 (figure 6.23).

Figure 6.23 Trends in recorded crime — victims of unlawful entry with intent index<sup>a, b, c</sup>

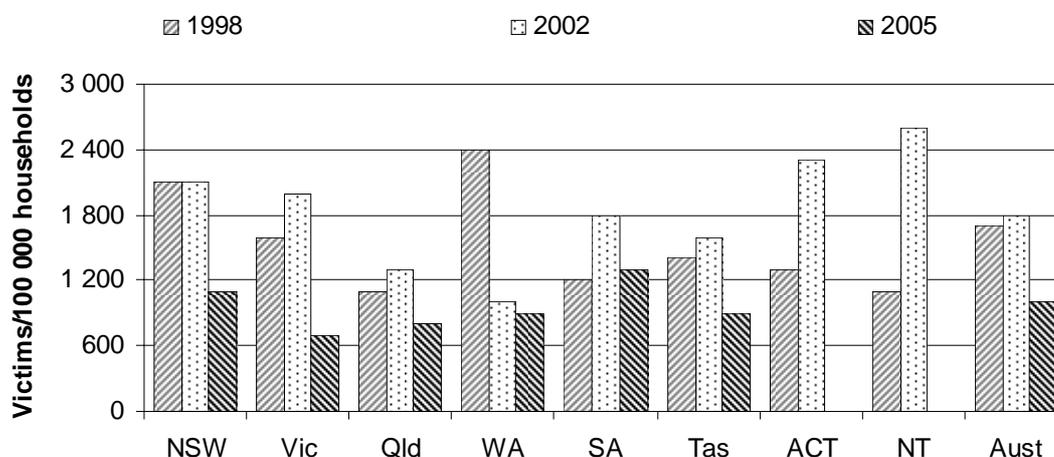


<sup>a</sup> Index 2002 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions. <sup>b</sup> Data are based on crimes recorded by police. <sup>c</sup> New South Wales Unlawful entry with intent counts were overstated prior to 2006. Given the significance of the contribution of New South Wales to the Australian estimate, national data were also overstated prior to 2006.

Source: ABS Recorded Crime — Victims (various years), Cat. no. 4510.0; See also table 6A.32 for numbers per 100 000 persons.

Based on ABS Crime and Safety Survey data, 1000 motor vehicles were stolen per 100 000 households in 2005 in Australia (down from 1800 per 100 000 households in 2002 and 1700 in 1998). Rates for all jurisdictions are presented in figure 6.24.

Figure 6.24 Estimated victims of motor vehicle theft<sup>a, b</sup>

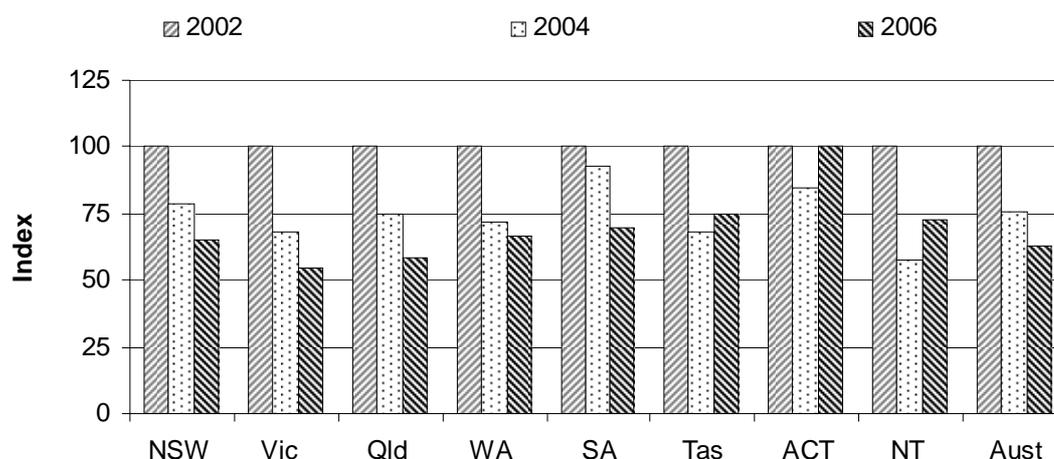


<sup>a</sup> A victim is defined as a household reporting at least one motor vehicle theft. Victims were counted once only, regardless of the number of incidents of motor vehicle theft. Motor vehicle theft is defined as an incident where a motor vehicle was stolen from any member of the respondent's household. It includes privately owned vehicles, as well as business/company vehicles used exclusively by members of the household. <sup>b</sup> Data not available for some jurisdictions for all years.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.35.

Based on the ABS Recorded Crime collection, the number of victims of motor vehicle theft per 100 000 people fell 36.9 per cent in Australia between 2002 and 2006. Although there were rate fluctuations across the years in some jurisdictions, there has been a downward trend in the victimisation rate in most jurisdictions since 2002 (figure 6.25).

Figure 6.25 Trends in recorded crime — victims of motor vehicle theft<sup>a, b, c</sup>



<sup>a</sup> Index 2002 = 100. <sup>b</sup> Data are based on crimes recorded by police. <sup>c</sup> Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions.

Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; See also table 6A.32 for numbers per 100 000 persons.

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The ABS defines a ‘reporting rate’ as the total number of the most recent incidents of an offence that were reported to police, expressed as a percentage of the total victims of that offence (box 6.17). Reporting rates vary across different crime types (table 6A.33).

**Box 6.17 Reporting rates**

‘Reporting rates’ is an outcome indicator of governments’ objective to enforce the law (and improve community safety by engendering public confidence in the police and judicial system).

The indicator is defined as the total number of the most recent incidents of a particular offence that were reported to police, as a percentage of the total victims of that offence. A higher proportion is more desirable. It is reported separately for:

- break and enter
- attempted break and enter
- motor vehicle theft
- robbery
- assault
- sexual assault
- total victims of crimes against the person
- total victims of crimes against property.

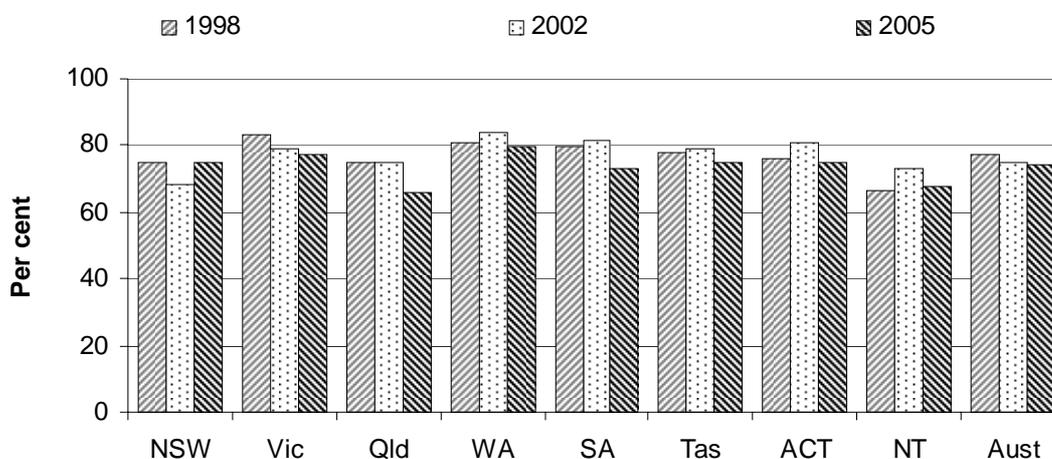
This indicator does not provide information on why some people choose not to report particular offences to the police.

*Reporting rates — break and enter, attempted break and enter, motor vehicle theft and robbery*

Nationally, the reporting rates in 2005 were as follows:

- for break and enter offences , 74.2 per cent (compared with 75.1 per cent in 2002 and 77.5 per cent in 1998) (figure 6.26)
- for attempted break and enter offences, 30.7 per cent in 2005 (similar to that in 2002 and 1998, with 31.1 and 31.7 per cent respectively)
- for motor vehicle theft, 90.3 per cent in 2005 (compared with 95.0 per cent in 2002 and 95.1 per cent in 1998)
- for robbery offences, 38.5 per cent (table 6A.33).

Figure 6.26 Reporting rate for break and enter<sup>a</sup>



<sup>a</sup> Break and enter estimates for 2002 for the ACT and the NT have a relative standard error between 25 and 50 per cent and should be used with caution.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.33.

### Outcomes of investigations — personal crimes

‘Outcomes of investigations — personal crimes’ is an indicator of governments’ objective to bring to justice those people responsible for committing an offence (box 6.18).

#### Box 6.18 Outcomes of investigations — personal crimes

‘Outcomes of investigations — personal crimes’ is an indicator of governments’ objective to bring to justice those people responsible for committing an offence.

Two measures are reported:

- the proportion of investigations finalised within 30 days of the offence becoming known to police
- the proportion of the investigations finalised within 30 days (as above) where proceedings were instituted against the alleged offender.

‘Outcomes of investigations’ measures are reported for a range of offences against the person including murder and armed robbery. Data on assault and sexual assault are no longer available nationally in recorded crime statistics. A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a more desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a more desirable outcome.

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Activities associated with this indicator include gathering intelligence on suspects and locations to assist with investigations and collecting and securing evidence in relation to both the offence and the suspect.

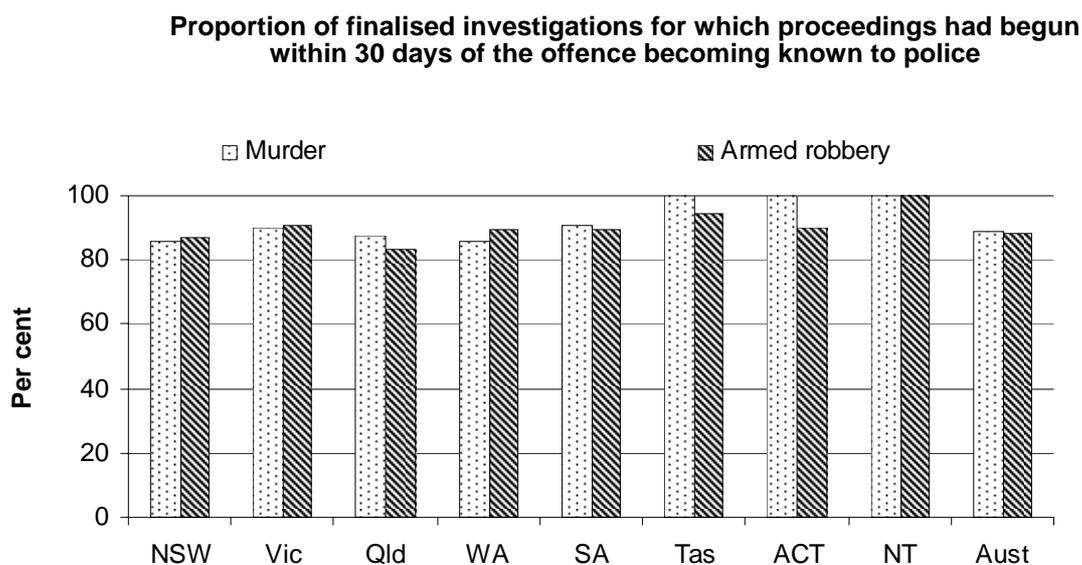
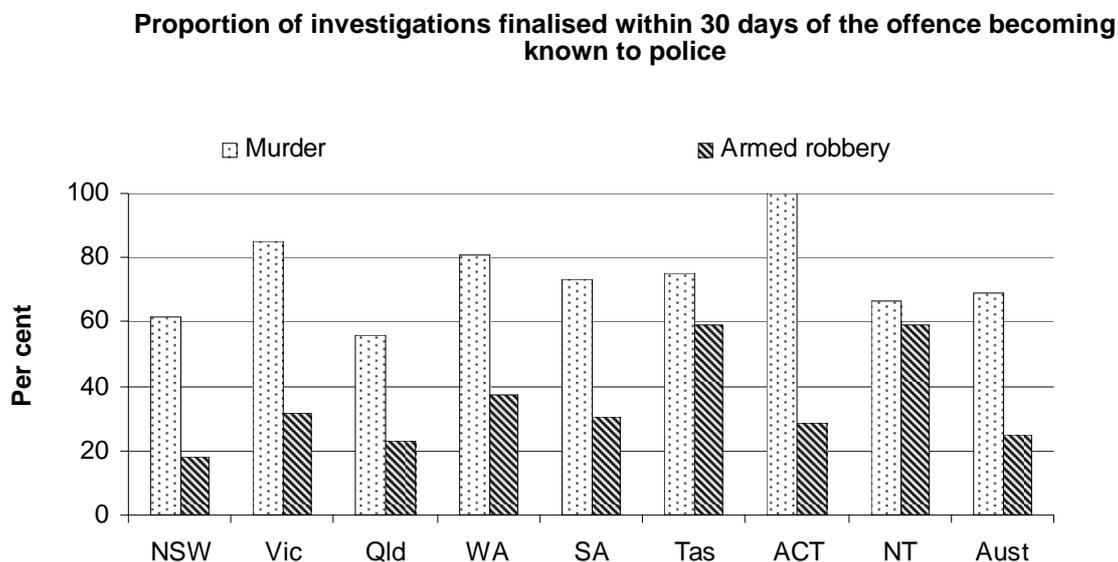
The ABS collects data on the 30 days status of investigations — that is, the stage that a police investigation has reached 30 days after the recording of the incident by the police.

‘Outcomes of investigations — personal crimes’ are not directly comparable across jurisdictions because of differences in the way data are compiled.

Figure 6.27 presents, for each jurisdiction in 2006, the proportion of recorded murder investigations and armed robbery investigations that were finalised within 30 days of the offence becoming known to police.

For these finalised investigations, it also presents the proportion of proceedings that had commenced against an alleged offender within 30 days of the offence becoming known to police. Data for each jurisdiction are presented in table 6A.36.

Figure 6.27 Crimes against the person: outcomes of investigations, 30 day status, 2006<sup>a</sup>



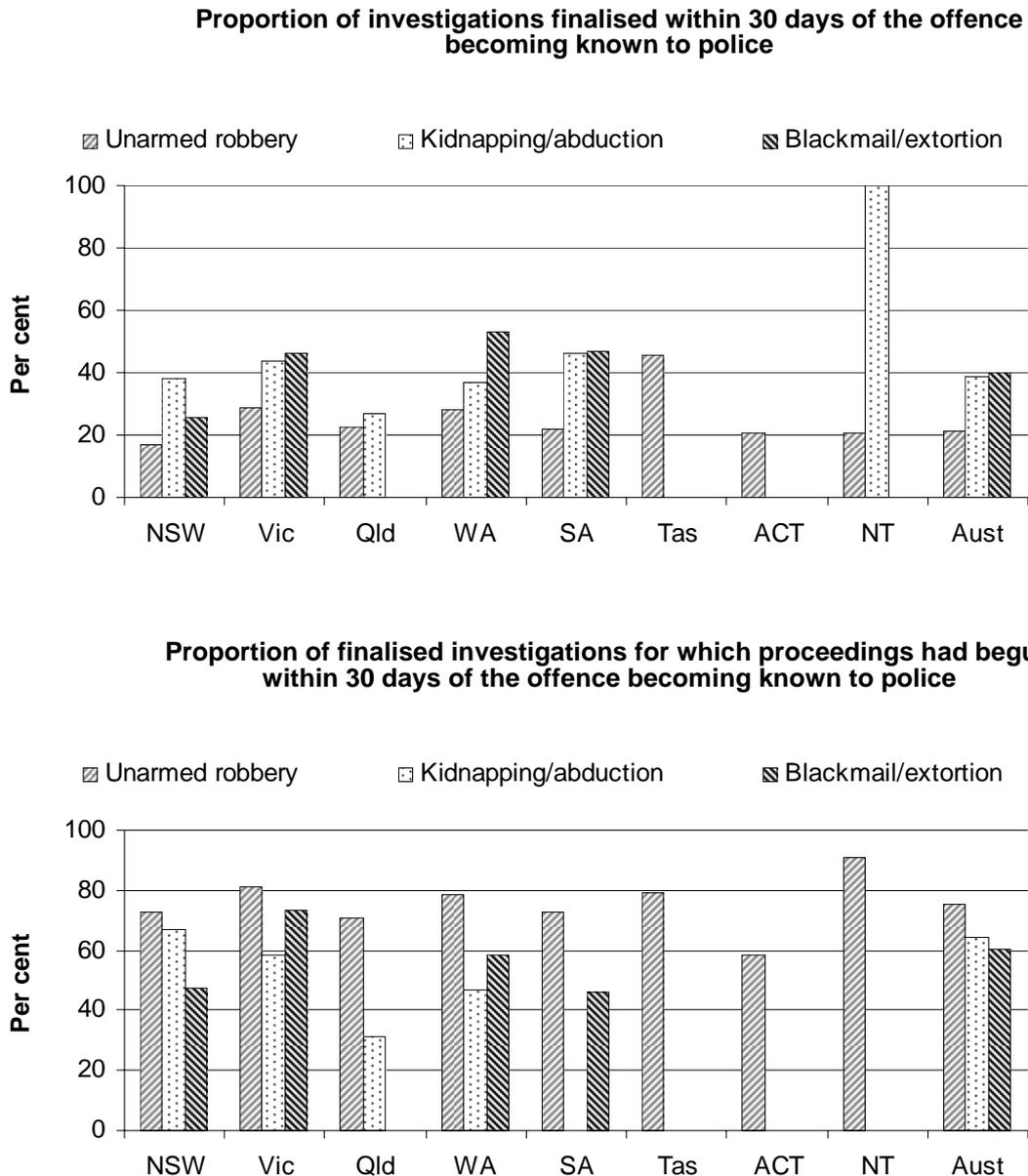
<sup>a</sup> Caution should be used in making comparisons between different states and territories. Investigation has found significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia.

Source: ABS Recorded Crime – Victims, Cat. no. 4510.0 (and unpublished); table 6A.36.

Figure 6.28 presents, for each jurisdiction in 2006, the proportion of recorded unarmed robbery investigations, kidnapping/abduction investigations and blackmail/extortion investigations that were finalised within 30 days of the offence becoming known to police.

For these finalised investigations, figure 6.28 also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police.

Figure 6.28 **Crimes against the person: outcomes of investigations, 30 day status, 2006<sup>a, b</sup>**



<sup>a</sup> Data not published for some jurisdictions. <sup>b</sup> Caution should be used in making comparisons between different states and territories. Investigation has found significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia.

Source: State and Territory governments (unpublished); ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 6A.36.

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### *Outcomes of investigations — property crimes*

‘Outcomes of investigations — property crimes’ is an indicator of governments’ objective to bring to justice those people responsible for committing an offence (box 6.19).

#### **Box 6.19 Outcomes of investigations — property crimes**

‘Outcomes of investigations — property crimes’ is an indicator of governments’ objective to bring to justice those people responsible for committing an offence.

Two measures are reported:

- the proportion of investigations finalised within 30 days of the offence becoming known to police
- the proportion of finalised investigations for which proceedings had started against the alleged offender within 30 days of the offence becoming known to police.

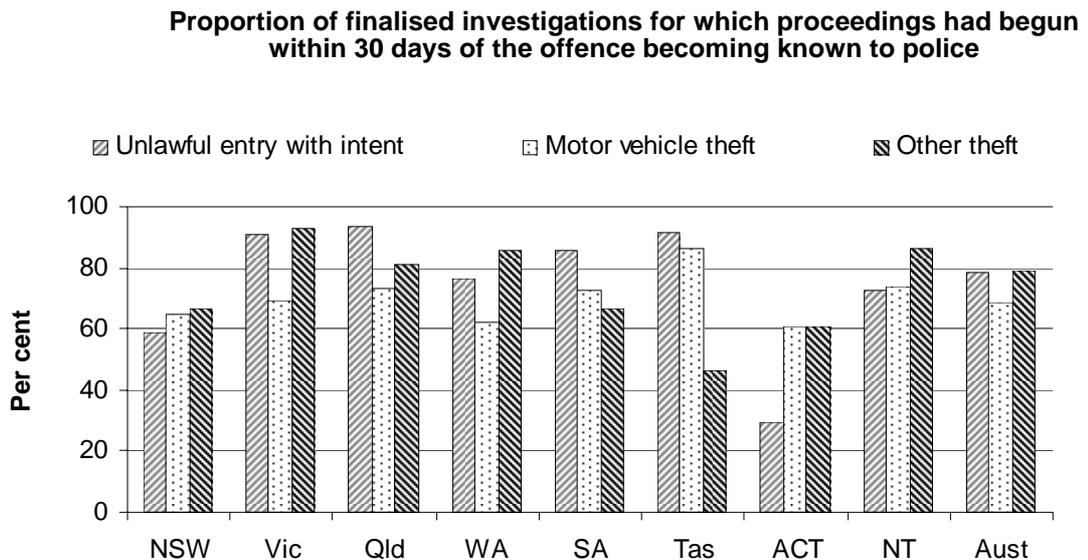
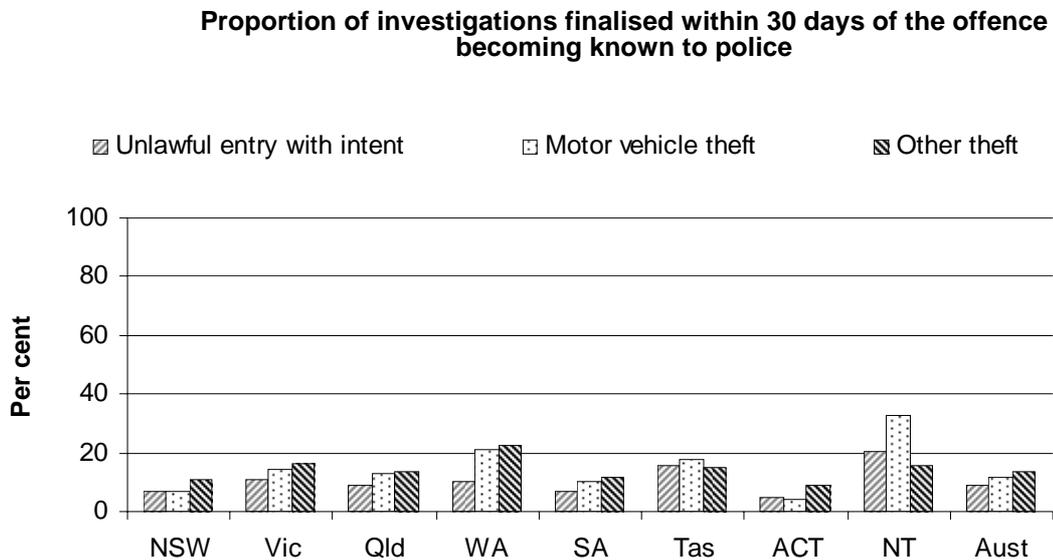
Outcomes of investigations measures are reported for three property offences: unlawful entry with intent, motor vehicle theft and other theft. A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a more desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a more desirable outcome.

‘Outcomes of investigations — property crimes’ are not directly comparable across jurisdictions because of differences in the way data are compiled.

Figure 6.29 reports for each jurisdiction in 2006, the proportion of recorded unlawful entry with intent investigations, motor vehicle theft investigations and other theft investigations that were finalised within 30 days of the offence becoming known to police.

For these finalised investigations, figure 6.29 also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police.

Figure 6.29 **Property crime: outcomes of investigations, 30 day status, 2006**



Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 6A.37.

## 6.6 Road safety

This section reviews the role of police in maximising road safety through targeted operations to reduce the incidence of traffic offences and through attendance at, and investigation of, road traffic collisions and incidents.

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Activities typically include:

- monitoring road user behaviour, including speed- and alcohol-related traffic operations
- undertaking general traffic management functions
- attending and investigating road traffic collisions and incidents
- improving public education and awareness of traffic and road safety issues.

Police performance in undertaking road safety activities is measured using a suite of indicators that includes people's behaviour on the roads and the number of land transport hospitalisations and road fatalities. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

## **Key road safety performance indicator results**

### *Outputs*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

### *Equity — access*

The Steering Committee has identified equity and access for road safety as an area for development in future reports (box 6.20).

**Box 6.20 Performance indicator — access**

An indicator of governments' objective to facilitate equitable access for people with special needs for road safety services has yet to be developed.

### *Outcomes*

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

The objective of police road safety programs is to promote safer behaviour on roads and influence road user behaviour so as to reduce the incidence of road collisions

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and the severity of road trauma. Many of these programs target the non-wearing of seat belts, excessive speed and drink driving.

This section reports data from the NSCSP about respondents' road use habits.

For contextual purposes, 85.7 per cent of NSCSP respondents in 2006-07 stated that they had driven a motor vehicle in the past 6 months.

### *Use of seat belts*

'Use of seatbelts' is an indicator of the effectiveness of police programs that aim to influence road user behaviour (box 6.21).

**Box 6.21 Use of seatbelts**

'Use of seatbelts' is an indicator of governments' objective to promote safer behaviour on the road.

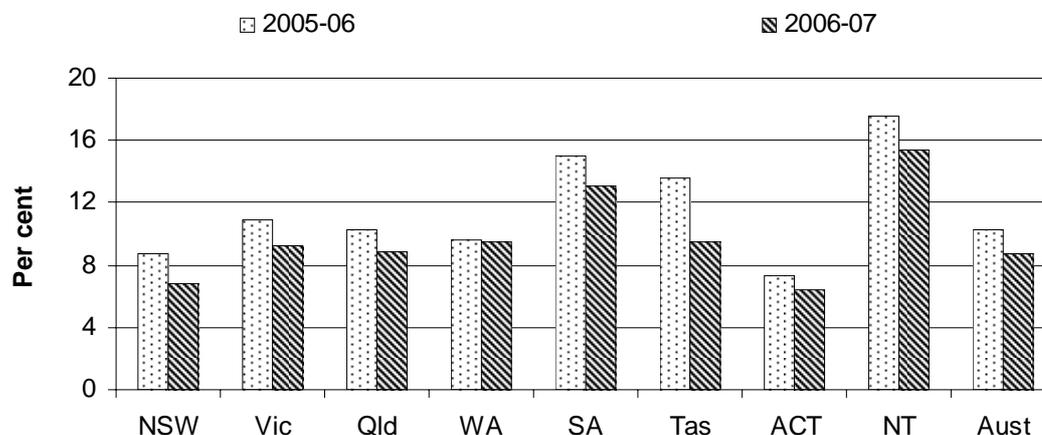
The indicator is defined as the proportion of people who had driven in the past 6 months and, in that time, had driven a car without wearing a seatbelt.

A lower proportion of people who had driven a car without wearing a seatbelt is more desirable.

The use of seatbelts in the population is affected by a number of factors in addition to activities undertaken by police services, such as driver education and media campaigns.

Nationally, 8.7 per cent of people surveyed in 2006-07, who had driven in the previous 6 months, said they had 'rarely' or more often ('sometimes', 'most of the time' or 'always') driven a car without wearing a seat belt (down from 10.3 per cent in 2005-06). Compared with the previous NSCSP survey, all jurisdictions experienced a reduction in the proportion of people who stated that they 'rarely' or more often travelled in a car without wearing a seat belt (figure 6.30).

**Figure 6.30 People who had driven in the previous 6 months without wearing a seat belt<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.38.

### *Driving under the influence*

‘Driving under the influence’ is another indicator of the effectiveness of police programs that aim to influence road user behaviour (box 6.22).

#### **Box 6.22 Driving under the influence**

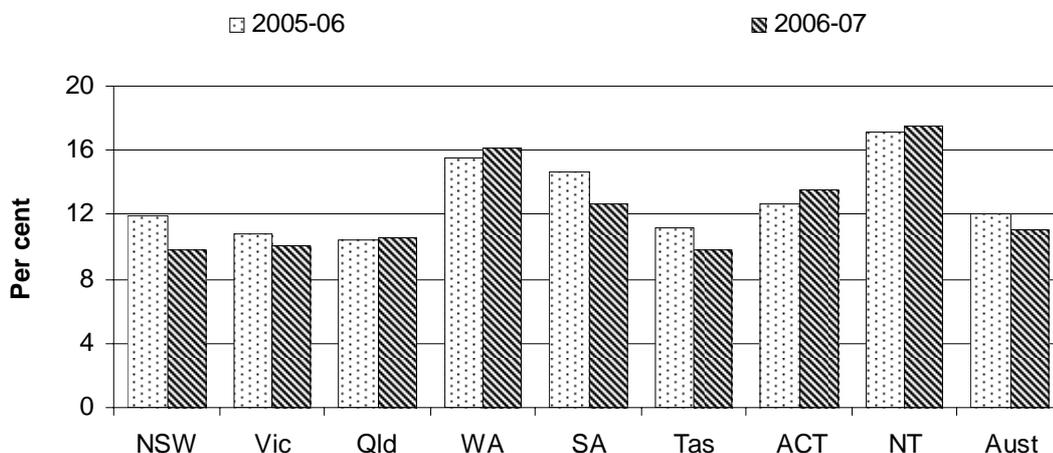
‘Driving under the influence’ is an indicator of governments’ objective to promote safer behaviour on the road.

The indicator is defined as the proportion of people who had driven in the previous 6 months who indicated that they had driven when possibly over the 0.05 alcohol limit in the previous 6 months.

A lower proportion of people who stated that they had driven when possibly over the 0.05 alcohol limit in the past 6 months is more desirable. The prevalence of driving under the influence in the population is affected by a number of factors in addition to activities undertaken by police services, such as driver education and media campaigns.

Nationally in 2006-07, 11.0 per cent of people surveyed, who had driven in the previous 6 months, indicated that they had ‘rarely’ or more often (‘sometimes’, ‘most of the time’ or ‘always’) driven when possibly over the 0.05 blood alcohol limit (down from 12.0 per cent in 2005-06) (figure 6.31).

Figure 6.31 **People who had driven in the previous 6 months when possibly over the 0.05 alcohol limit ‘rarely’ or more often<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.40.

### *Degree of speeding*

‘Degree of speeding’ is another indicator of the effectiveness of police programs that aim to influence road-user behaviour (box 6.23).

#### **Box 6.23 Degree of speeding**

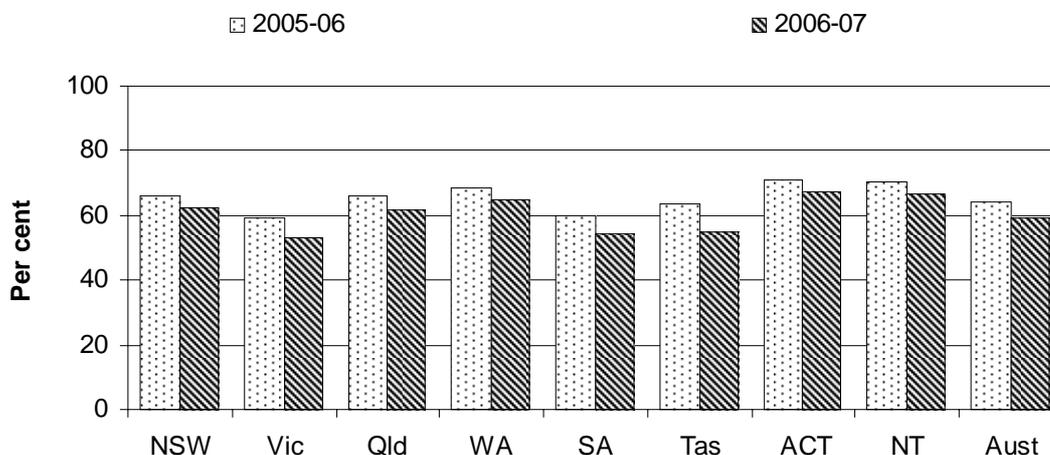
Degree of speeding is an indicator of governments’ objective to promote safer behaviour on the road.

This indicator is defined as the proportion of people who had driven in the last 6 months who indicated that they driven more than 10 kilometres per hour above the speed limit in the previous 6 months.

A lower proportion of people indicating that they had driven more than 10 kilometres per hour above the speed limit in the past 6 months is more desirable.

Nationally in 2006-07, 59.5 per cent of people surveyed who had driven in the previous 6 months reported travelling more than 10 kilometres per hour above the speed limit ‘rarely’ or more often (‘sometimes’, ‘most of the time’ or ‘always’). This is lower than the 64.2 per cent result in 2005-06 (figure 6.32).

Figure 6.32 **People who had driven more than 10 kilometres above the speed limit 'rarely' or more often in the previous 6 months<sup>a, b</sup>**



<sup>a</sup> Data years are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.39.

### Road deaths

'Road deaths' is an indicator of governments' objective to promote safer behaviour on the road (box 6.24).

Nationally, there were 1604 road deaths in 2006-07. Road fatalities, for all jurisdictions from 2002-03 to 2006-07 are reported in table 6A.41.

#### Box 6.24 Road deaths

'Road deaths' is an indicator of governments' objective to promote safer behaviour on the road. One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations.

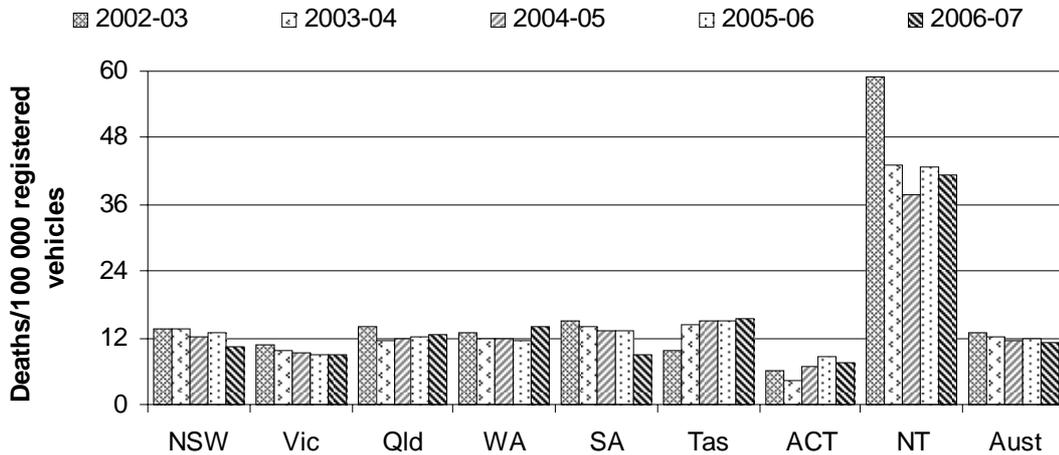
The indicator is defined as the number of road deaths per 100 000 registered vehicles.

A lower rate of road deaths per 100 000 registered vehicles is a more desirable outcome. The rate of road deaths per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and media campaigns.

There were 11 road deaths per 100 000 registered vehicles in Australia in 2006-07, (down from 12 in 2005-06). Excepting the Northern Territory, the number of deaths

per 100 000 registered vehicles was similar across jurisdictions from 2002-03 to 2006-07 (figure 6.33).

Figure 6.33 Road deaths per 100 000 registered vehicles



Source: ATSB, Fatal Road Crash Database (accessed 2 October 2007); ABS Motor Vehicle Census (various years), Cat. no. 9309.0; table 6A.41.

### Land transport hospitalisations per registered vehicle

‘Land transport hospitalisations per registered vehicle’ is another indicator of governments’ objective to promote safer behaviour on the road (box 6.25).

#### Box 6.25 Land transport hospitalisations per registered vehicle

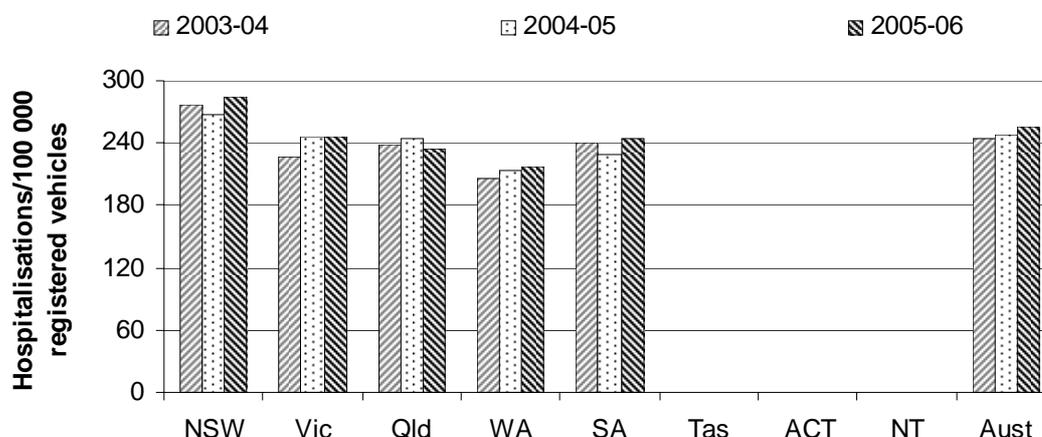
‘Land transport hospitalisations per registered vehicle’ is an indicator of governments’ objective to promote safer behaviour on the road.

The indicator is defined as the number of hospitalisations from traffic accidents per 100 000 registered vehicles.

A lower number of hospitalisations from traffic accidents per 100 000 registered vehicles is a more desirable outcome. Hospitalisations from traffic accidents per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and advertising campaigns.

There were between 218 (Western Australia) and 285 (New South Wales) land transport hospitalisations per 100 000 registered vehicles in 2005-06, in jurisdictions where data were available (figure 6.34). There was no clear trend across jurisdictions between 2003-04 and 2005-06.

Figure 6.34 Land transport hospitalisations per 100 000 registered vehicles<sup>a</sup>



<sup>a</sup> Data not published for Tasmania, the ACT and the NT.

Source: ABS Motor Vehicle Census, Australia Cat. no. 9309.0; AIHW (unpublished); table 6A.42.

### Perceptions of road safety problems

An objective of police services is to reassure the public by ensuring the community feels safe in driving and using the roads (box 6.26).

#### Box 6.26 Perceptions of road safety problems

'Perceptions of road safety problems' is an indicator of police services' objective to promote safer behaviour on the road, along with improving the neighbourhood quality of life.

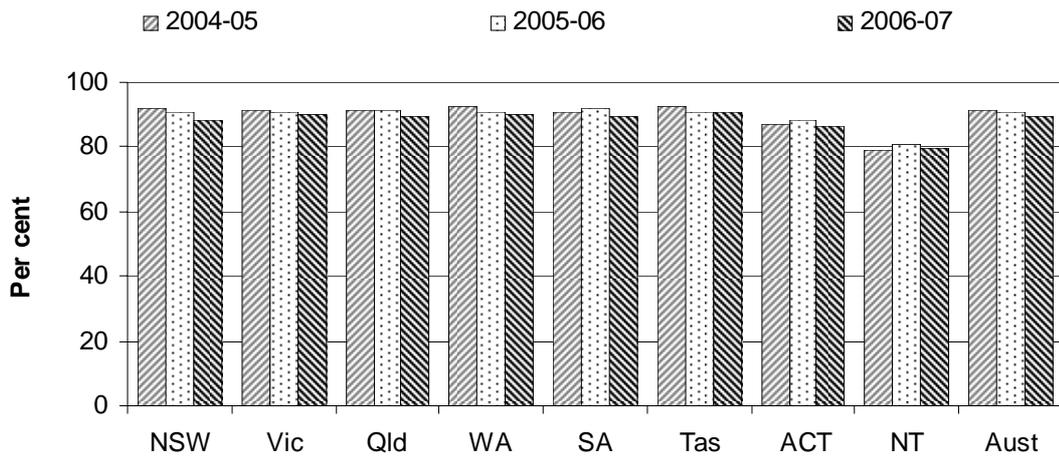
Two measures are reported:

- the proportion of people who believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their State or Territory
- the proportion of people who believed speeding cars or dangerous, noisy driving to be 'major problem' or 'somewhat of a problem' in their neighbourhood.

A smaller proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem', is a more desirable outcome. Perceptions of road safety may not reflect actual levels of road safety, and many factors (including individual experiences and media reporting) may influence people's perceptions of road safety.

Nationally in 2006-07, 89.3 per cent of people surveyed believed speeding cars or dangerous, noisy driving to be a ‘major problem’ or ‘somewhat of a problem’ in their State or Territory (down slightly from 90.7 per cent in 2005-06) (figure 6.35).

**Figure 6.35 Proportion of people who felt that speeding cars or dangerous, noisy driving was a ‘major problem’ or ‘somewhat of a problem’ in their State or Territory<sup>a, b</sup>**

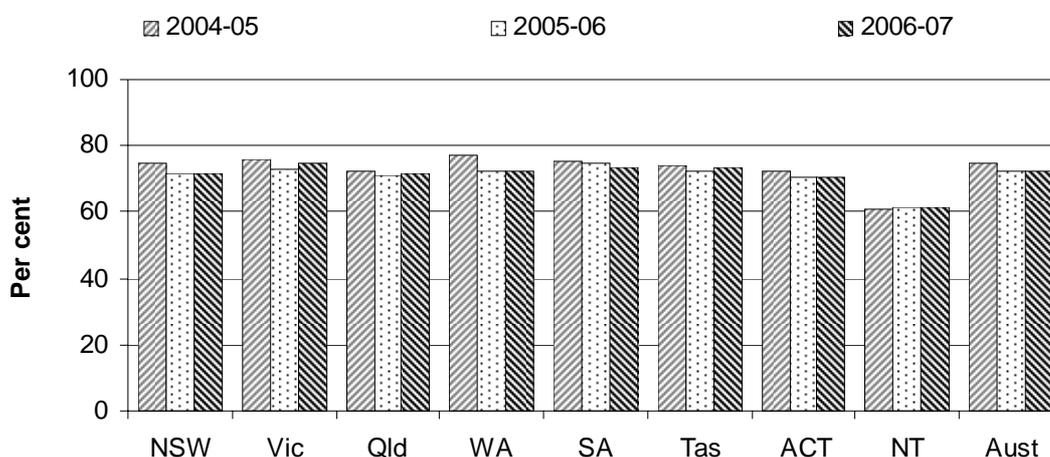


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.29.

Nationally in 2006-07, 72.4 per cent of people surveyed believed speeding cars or dangerous, noisy driving to be a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood, which is similar to the 72.1 per cent recorded in 2005-06 (figure 6.36).

Figure 6.36 **Proportion of people who felt that speeding cars or dangerous, noisy driving was a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.26.

## 6.7 Judicial services

This section reviews the role of police in providing effective and efficient support to the judicial process, including the provision of safe custody for alleged offenders and fair and equitable treatment of both victims and alleged offenders.

Activities typically include:

- preparing briefs
- presenting evidence at court
- conducting court and prisoner security.

The role of police services in conducting court and prisoner security differs across jurisdictions.

Police performance in undertaking these activities is measured using a suite of indicators that include the proportion of court cases resulting in guilty pleas or guilty findings, and the effectiveness of police in diverting offenders from the criminal justice system. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

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## Key judicial services performance indicator results

### *Outputs*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5.).

### *Equity — access*

The Steering Committee has identified equity and access for services to the judicial process as an area for development in future reports (box 6.27).

**Box 6.27 Performance indicator — access**

An indicator of governments' objective to facilitate equitable access for people with special needs for services to the judicial process has yet to be developed.

### *Efficiency — costs awarded against police in criminal actions*

Another indicator of the efficiency with which police undertake activities associated with the judicial process is 'costs awarded against police in criminal actions' (box 6.28).

**Box 6.28 Costs awarded against police in criminal actions**

'Costs awarded against police in criminal actions' is an indicator of governments' objective to undertake activities associated with police services to the judicial process in an efficient manner.

This indicator is defined as the costs awarded against police in criminal actions, reported both as total dollars and per person in the jurisdiction.

Lower costs awarded against police in criminal actions are more desirable. Court costs are generally awarded when a criminal action against an offender has failed; in this respect, it represents at least some of the resources expended when a prosecution fails.

The process by which costs are awarded differs between jurisdictions. Therefore, 'costs awarded against police in criminal actions' data are not comparable across jurisdictions.

Real costs awarded against police, for those jurisdictions providing data in 2006-07, are presented in table 6.1 and provide a picture of trends over time for each jurisdiction. Data are presented for total dollar amounts and costs per person in the relevant jurisdiction.

**Table 6.1 Real costs awarded against the police in criminal actions (2006-07 dollars)<sup>a, b</sup>**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<b>Total costs</b>									
2002-03	\$'000	788	1 171	198	1 500	544	na	202	na
2003-04	\$'000	672	1 858	120	1 205	546	na	245	na
2004-05	\$'000	534	2 150	179	1 542	757	na	246	na
2005-06	\$'000	686	2 319	152	2 168	748	22	144	na
2006-07	\$'000	583	1 855	126	2 925	828	33	143	na
<b>Total costs per person</b>									
2002-03	\$	0.12	0.24	0.05	0.77	0.36	na	0.62	na
2003-04	\$	0.10	0.37	0.03	0.61	0.36	na	0.75	na
2004-05	\$	0.08	0.43	0.05	0.77	0.49	na	0.75	na
2005-06	\$	0.10	0.46	0.04	1.06	0.48	0.04	0.43	na
2006-07	\$	0.09	0.36	0.03	1.41	0.53	0.07	0.42	na

<sup>a</sup> Total costs awarded against the police resulting from summary offences and indictable offences tried summarily before a court of law, including ex gratia payments in some jurisdictions. <sup>b</sup> The process by which costs are awarded differs between jurisdictions. Therefore, 'costs awarded against police in criminal actions' data are not comparable across jurisdictions. **na** Not available.

*Source:* State and Territory governments (unpublished); ABS (2007) Australian Demographic Statistics, December Quarter 2006, Cat. no. 3101.0; table 6A.46.

## *Outcomes*

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

### *Effectiveness — proportion of juvenile diversions*

'Proportion of juvenile diversions' is an indicator of governments' objective to achieve efficient and effective court case management for judicial processing (box 6.29).

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**Box 6.29 Proportion of juvenile diversions**

'Proportion of juvenile diversions' is an indicator of governments' objective to support the judicial process to achieve efficient and effective court case management.

The indicator is defined as the number of juveniles who would otherwise be proceeded against (that is, taken to court) but who are diverted by police, as a proportion of all juvenile offenders formally dealt with by police. A high proportion of juvenile diversions represents a more desirable outcome.

When police apprehend offenders, they have a variety of options available. They can charge the offender, in which case criminal proceedings occur through the traditional court processes, or they can use their discretion to divert the offender away from this potentially costly, time consuming and stressful situation (for both the offender and victim). Diversionary mechanisms include cautions and attendances at community and family conferences. These options can be beneficial because they allow the offender to be admonished, without the necessity of traditional court processes. They are particularly useful mechanisms for dealing with juvenile offenders. Not all options are available or subject to police discretion in all jurisdictions.

The term 'diverted' includes diversions of offenders away from the courts by way of community conference, diversionary conference, formal cautioning by police, family conferences, and other programs (for example, drug assessment/treatment). Excluded are offenders who would not normally be sent to court for the offence detected and who are treated by police in a less formal manner (for example, those issued with warnings or infringement notices).

This indicator does not provide information on the relative success or failure of these diversionary mechanisms.

The proportion of juvenile offenders undergoing diversionary programs varied across jurisdictions (table 6A.45). Across most jurisdictions, the proportion of juvenile diversions in 2006-07 was similar to that in 2005-06. However, there were notable increases in the proportion of juvenile diversions in Tasmania (from 64 to 71 per cent) and in the ACT (from 36 to 43 per cent) (table 6.2).

**Table 6.2 Juvenile diversions as a proportion of juvenile offenders (per cent)<sup>a</sup>**

	NSW	Vic <sup>b</sup>	Qld	WA <sup>c</sup>	SA	Tas	ACT	NT
2002-03	59	31	44	44	54	57	44	47
2003-04	58	30	45	39	55	56	42	na
2004-05	57	41	45	36	55	66	41	47
2005-06	56	35	47	32	55	64	36	38
2006-07	56	40	48	na	52	71	43	39

<sup>a</sup> 'Juvenile diversion' is defined in box 6.29. <sup>b</sup> For Victoria, results reflect only those instances where a juvenile is taken into police custody and subsequently issued with a formal caution. Instances where a juvenile is released into non-police care or involving a safe-custody application are not included. <sup>c</sup> Data for WA are for calendar years, not financial years. Juvenile diversions include juvenile cautions, and referrals to 'Juvenile Justice Teams'. The proportion of juvenile diversions has been calculated on total recorded police contacts with juvenile offenders comprising juvenile cautions, referrals to 'Juvenile Justice Teams' and charges pertaining to juveniles. Each charge is counted as a separate 'arrest' even though an actual event of arrest may involve more than one charge. Therefore, the number of 'arrests' might be overestimated and the proportion of juvenile diversions might be understated. **na** Not available.

Source: State and Territory governments (unpublished); table 6A.45.

*Deaths in police custody and custody-related operations, and Indigenous deaths in custody and custody-related operations*

'Deaths in custody and custody-related operations', and 'Indigenous deaths in custody and custody-related operations' are indicators of governments' objective to provide safe custody for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders (box 6.30).

**Box 6.30 Deaths in custody and custody-related operations, and Indigenous deaths in custody and custody related operations**

'Deaths in custody and custody-related operations' and 'Indigenous deaths in custody and custody-related operations' are indicators of governments' objective to provide safe custody for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders.

The indicators are defined as the number of non-Indigenous and Indigenous deaths in police custody and custody-related operations.

For both indicators, a lower number of deaths in custody and custody-related operations is a better outcome.

Nationally, there were 22 deaths in police custody and custody-related operations in 2006. This total comprised 14 non-Indigenous deaths, 6 Indigenous deaths and 2 deaths in NSW for which indigenous status has not been determined. Across jurisdictions, there is a wide variation in the number of deaths (table 6.3).

Table 6.3 **Deaths in police custody and custody-related operations<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Non-Indigenous deaths									
2002	12	7	4	2	–	1	–	–	26
2003	11	4	7	3	2	–	1	–	28
2004	8	4	5	2	2	–	1	–	22
2005	2	5	4	–	1	–	–	–	12
2006	6	3	1	2	1	–	1	–	14
Indigenous deaths									
2002	4	–	–	1	1	–	–	5	11
2003	1	–	2	4	–	–	–	1	8
2004	2	1	2	1	–	–	–	1	7
2005	1	–	1	6	–	–	–	–	8
2006	–	1	1	2	1	–	–	1	6
<b>Total Indigenous deaths 2002-2006<sup>b</sup></b>	8	2	6	14	2	–	–	8	40
Total deaths									
2002	16	7	4	3	1	1	0	5	37
2003	12	4	9	7	2	0	1	1	36
2004	10	5	7	3	2	0	1	1	29
2005	3	5	5	6	1	0	0	0	20
2006	8	4	2	4	2	0	1	1	22
<b>Total 2002-2006</b>	49	25	27	23	8	1	3	8	144

<sup>a</sup> Deaths in police custody include: deaths in institutional settings (for example, police stations/lockups and police vehicles, or during transfer to or from such an institution, or in hospitals following transfer from an institution); and other deaths in police operations where officers were in close contact with the deceased (for example, most raids and shootings by police). Deaths in custody-related operations cover situations where officers did not have such close contact with the person as to be able to significantly influence or control the person's behaviour (for example, most sieges and most cases where officers were attempting to detain a person, such as pursuits). <sup>b</sup> In 2006, two deaths occurred in NSW for which Indigenous status has not been determined.

– Nil or rounded to zero.

Source: AIC (various years), Deaths in Custody, Australia; table 6A.43.

### *Outcomes of court cases*

The police assist the judicial process in a variety of ways, including collecting evidence and providing testimony in court. Police work in this area can be measured to some extent by the success of court cases in achieving a guilty plea or conviction.

Two sources are used to provide data on the outcomes of court cases for this Report:

- *ABS Criminal Courts collection* — higher court data for all jurisdictions
- jurisdiction data — lower court cases data based on magistrates' criminal court data provided by each jurisdiction.

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It is anticipated that future reports will include comparable ABS data for both higher and lower courts.

*Proportion of lower court cases resulting in a guilty plea*

The ‘proportion of lower court cases resulting in a guilty plea’ is an indicator of governments’ objective for police to support the judicial process (box 6.31).

**Box 6.31 Proportion of lower court cases resulting in a guilty plea**

‘Proportion of lower court cases’ resulting in a guilty plea is an indicator of governments’ objective for police to support the judicial process to achieve efficient and effective court case management for judicial processing.

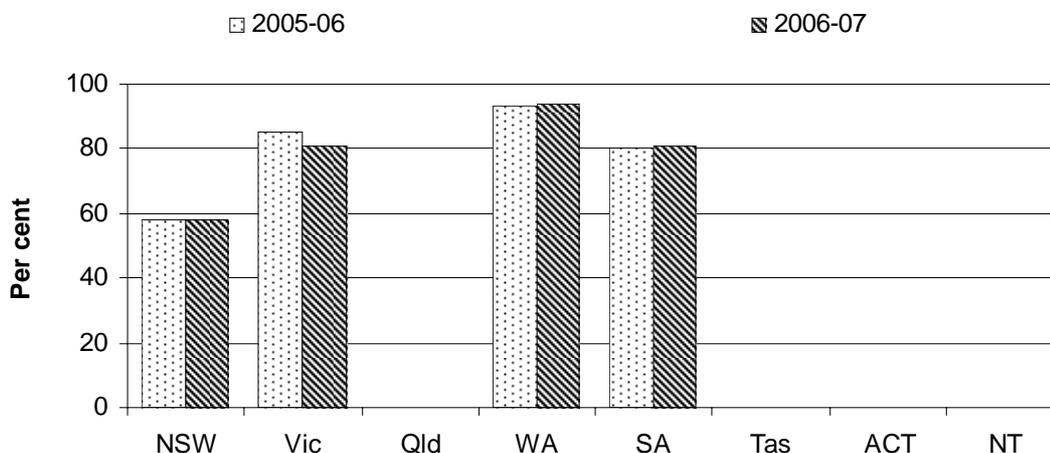
The indicator is defined as the number of lower court cases resulting in a guilty plea, as a proportion of the total number of lower court cases.

A higher proportion of lower court cases resulting in a guilty plea is a more desirable outcome.

This indicator does not provide information on the number of cases where police have identified a likely offender but choose not to bring the case to trial due to a number of factors. It also does not provide information on the number of minor offences where defendants opt for a guilty plea due to a variety of factors.

Four jurisdictions provided data on the proportion of lower court cases resulting in a guilty plea in 2006-07 (figure 6.37). Results should be treated with caution, as data are not directly comparable across jurisdictions.

Figure 6.37 Proportion of lower court cases resulting in a guilty plea<sup>a, b, c, d, e, f, g</sup>



<sup>a</sup> Data are not comparable across jurisdictions. <sup>b</sup> Lower court cases data are based on magistrates' criminal court data provided by each jurisdiction. <sup>c</sup> For NSW, lower court cases resulting in a guilty plea exclude matters heard ex parte. 2005-06 figures have been revised. <sup>d</sup> For Queensland, the Queensland Wide Interlinked Courts database is unable to provide information consistent with the data dictionary — for example, 'no plea' includes ex-parte cases that are not recorded as a finding of guilty in this Report. <sup>e</sup> For WA, the proportion of lower court cases resulting in a guilty plea is based on the number of guilty pleas expressed as a percentage of the sum of guilty pleas and matters listed for trial. The data might also include a small number of matters placed before the Keeling Islands (Christmas Island and Cocos Island) Court by the Australian Federal Police. Criminal matters placed before the District and Supreme Courts are not included. Data for 2005-06 have been revised from that shown in the previous Report due to the Department of the Attorney General conducting a review of data in their information system that has resulted in improved data quality. <sup>f</sup> For SA, data refer to prosecutions finalised. The figure relates to a percentage of the total number of defendants appearing before a court. The court jurisdiction includes the Magistrates and the Youth Court. The percentage figure is a combination of both a guilty plea and a result of a guilty verdict, that is, the defendant was convicted, a charge was found proved without conviction or a charge was found proved with some other penalty/outcome. <sup>g</sup> Lower court data were not available for Queensland, Tasmania, the ACT or the NT.

Source: State and Territory governments (unpublished); table 6A.44.

### *Proportion of higher court cases resulting in a guilty plea or finding*

The 'proportion of higher court cases resulting in a guilty plea or finding' is another indicator of governments' objective for police to support the judicial process (box 6.32).

**Box 6.32 Proportion of higher court cases resulting in a guilty plea or finding**

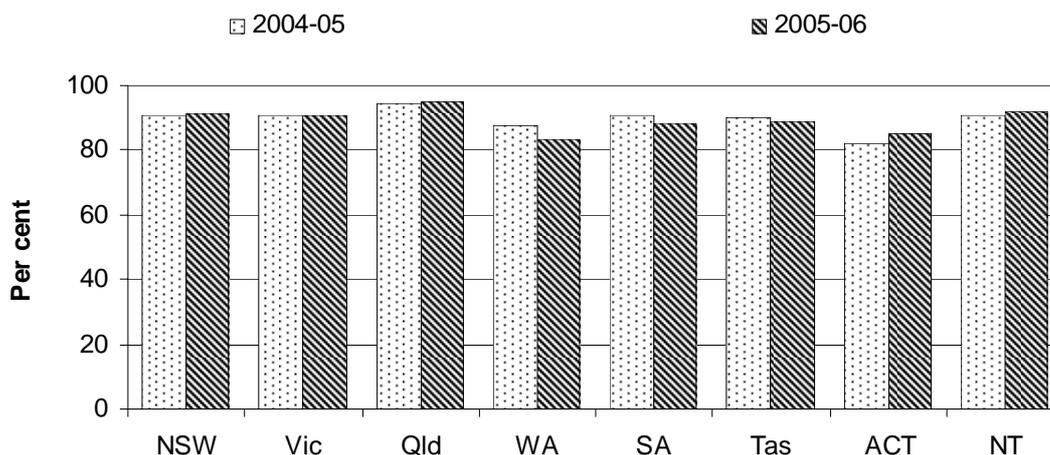
'Proportion of higher court cases resulting in a guilty plea or finding' is an indicator of governments' objective for police to support the judicial process to achieve efficient and effective court case management for judicial processing.

The indicator is defined as the number of higher courts finalised defendants who either submitted a guilty plea or were found guilty, as a proportion of the total number of higher courts adjudicated defendants.

A higher proportion of higher courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome. This indicator does not provide information on the number of cases where police have identified a likely offender, but choose not bring the case to trial due to a variety of factors nor to cases that have been finalised by a non-adjudicated method.

In 2005-06, the proportion of higher courts adjudicated defendants who either submitted a guilty plea or were found guilty varied between 83 per cent and 95 per cent across jurisdictions, this is similar to the results from 2004-05 (figure 6.38).

**Figure 6.38 Proportion of higher courts adjudicated defendants who either submitted a guilty plea or were found guilty<sup>a, b</sup>**



<sup>a</sup> Data include guilty findings and guilty pleas. <sup>b</sup> A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS Criminal Courts, Australia (various years) Cat. no. 4513.0; table 6A.44.

## 6.8 Information on sample data

Some of the results reported are estimates obtained by conducting surveys with samples of the group or population in question. Results, therefore, are subject to sampling error. The data obtained from a sample may be different from the ‘value’ that would have been obtained from the entire group or population. Consequently, care needs to be taken when using survey results (see appendix A).

Table 6.4 indicates the confidence interval for sample estimates reported in this chapter. For example, a point estimate of 50 per cent for NSW has a 95 per cent confidence interval of 47.5 per cent to 52.5 per cent. When comparing jurisdictions, estimates are statistically different only when confidence intervals do not overlap. A similar situation applies when comparing estimates between years.

**Table 6.4 95% Confidence bound to be applied to estimates from National Community Satisfaction with Policing Survey<sup>a</sup>**

<i>Estimate %</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
1 to 3	+/- 0.5	+/- 0.5	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 0.2
4 to 5	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 0.4
6 to 8	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 1.5	+/- 1.5	+/- 1.5	+/- 2.0	+/- 0.4
9 to 14	+/- 1.5	+/- 1.0	+/- 1.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.5	+/- 0.5
15 to 25	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.0	+/- 0.7
26 to 30	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.5	+/- 0.7
31 to 46	+/- 2.0	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
47 to 53	+/- 2.5	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
54 to 69	+/- 2.0	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
70 to 74	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.5	+/- 0.7
75 to 85	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.0	+/- 3.0	+/- 0.7
86 to 91	+/- 1.5	+/- 1.0	+/- 1.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.5	+/- 0.5
92 to 94	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 1.5	+/- 1.5	+/- 1.5	+/- 2.0	+/- 0.4
95 to 96	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 0.4
97 to 99	+/- 0.5	+/- 0.5	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 0.2
<b>Comparing years</b>	<b>NSW</b>	<b>Vic</b>	<b>Qld</b>	<b>WA</b>	<b>SA</b>	<b>Tas</b>	<b>ACT</b>	<b>NT</b>	<b>Aust</b>
	<b>+/- 2.5</b>	<b>+/- 2.0</b>	<b>+/- 1.5</b>	<b>+/- 3.0</b>	<b>+/- 3.0</b>	<b>+/- 3.0</b>	<b>+/- 2.5</b>	<b>+/- 4.0</b>	<b>+/- 0.8</b>

<sup>a</sup> The ABS considers that only estimates with relative standard errors of 25 per cent or less are sufficiently reliable for most purposes. Estimates greater than 25 per cent are subject to sampling variability too high for most practical purposes and need to be treated with caution and viewed as merely indicative of the magnitude involved.

Source: ANZPAA (unpublished).

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## 6.9 Future directions in performance reporting

The Review continues to examine alternative indicators of performance, consistent with the ongoing development of performance evaluation and reporting frameworks in individual jurisdictions.

The development of additional efficiency indicators for police services is a challenging and complex process. There are significantly different costing methodologies in each jurisdiction that affect the availability of comparative data. Research is ongoing into efficiency indicators used by police services overseas and other areas of government service delivery.

Two particular directions currently present challenges to performance evaluation and reporting.

Police are increasingly required to work in close partnership with other sectors of government, including health and community services, corrections, courts, other emergency service providers and transport. These partnerships address the need to deliver agreed whole-of-government outcomes at the State/Territory and national level. Police services are also working more frequently with Commonwealth government agencies on crime data issues, to combat the threat and impact of terrorism, and to manage environmental issues such as the policing response to emergencies and natural disasters. Measuring the efficiency and effectiveness of discrete police contributions to these outcomes is particularly challenging.

Additionally, a number of police jurisdictions are moving towards using more locally focused service delivery models, recognising that communities and the people who live in them demand more direct participation in service delivery priorities and approaches. This accords with the now well established policing emphasis on performance planning, measurement and accountability for internal and external performance reporting purposes. However, the indicators used in this report, which generally represent state-wide and national results, are difficult to break down for reflection on performance at the local community level.

## 6.10 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales Government comments**

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The mission of NSW Police Force is to have police and the community working together to reduce crime, violence and fear. Inherent in this mission statement are the following:

- the primary objectives are reduced crime and reduced fear of crime
- police are not solely responsible — the community and other agencies also have a role to play.

The NSW Police Force is structured geographically, with 80 Local Area Commands (LACs) within six Regions. Specialist commands provide technical support required by LACs and strike forces are formed when resources are needed to be concentrated on a particular crime or on crime types such as drugs and other organised crime. The greatest demand and volume of policing work, however is done by officers at LACs. Depending on their location, environment and demographics, LACs can have very different demands placed on them. To this end, NSW Police Force, by working closely within local communities, is providing a service to reach the individual needs of each community.

On any day, a police officer may be called upon to provide a range of services including response to calls for assistance, investigation of crime and other incidents, visible patrolling of hot spots, arrest and custody of offenders or attendance at court. The presence of police may act to reassure the community and so add to feelings of safety. A visible presence of marked police vehicles, whether designated highway patrol or general duties, may lead to improved driver and other road user behaviour and thereby improve road safety. Therefore, an holistic approach is required for the assessment of the performance of any jurisdiction; since any action may give rise to a number of results.

NSW, in keeping with other states, has experienced decreasing levels of property crime over the last few years. Additionally, the community survey results point to a growing appreciation of police and a reduced fear of crime. It would therefore appear that NSW Police Force is achieving the right balance between curbing opportunities for criminality and the rights of individuals.

Interstate comparison of the indicators used in this report show little difference between states. One area where NSW results compare unfavourably is in regard to the outcome of investigations, where the percentage of incidents finalised within 30 days in NSW is, in relation to certain offences, lower than other states. Comparison is, however, not considered valid since it is indeterminable whether this is due to differences in process or recording practices. All police jurisdictions are collaborating with the ABS to develop a National Crime Recording Standard (NCRS), the implementation of which could be expected to give better comparable information with regard to recorded crime.

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## Victorian Government comments

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At the end of 2006-07, the total crime rate in Victoria had fallen for the sixth consecutive year. Since 2000-01, the total crime rate, when measured per 100 000 population had fallen by 23.5 per cent. That declining crime rate was marked by significant reductions in key crime categories. Motor vehicle theft dropped by a further 9.5 per cent in 2006-07, making a total decline over the six year period of more than 60 per cent. Over the same period, residential burglaries fell by a total 44.8 per cent, meaning that some 20 000 less homes were broken into than during 2000-01. Victorians can feel much safer, because the likelihood of becoming a victim of such high volume crimes has decreased significantly.

This year, we saw the results of a number of major initiatives aimed at making it easier for the community to report crime. We have seen increases in the reporting of property damage, partially due to the impact of telephone reporting and we continued to see the victims of family violence gaining more confidence to tell someone what has happened and to receive help.

Feedback from the community about our service delivery is very important to us. It lets us know what we are doing well and more importantly, it tells us where our services are falling short of community expectations and where we can improve. The results from the National Survey of Community Satisfaction with Policing tell us that 84 per cent of Victorians, who had direct contact with police in the last 12 months, were satisfied with the service they received from Victoria Police. It also tells us that 82.5 per cent of those surveyed had confidence in police. While these results demonstrate that our efforts to increase community satisfaction with our services are working, we will continue to work hard to improve the service we provide to the community.

We have identified the following priority areas for the next 12 months: organised crime; fraud; illicit drugs; electronic crime; property damage; public order issues; crimes against the person; robbery; commercial burglary; and youth issues. We will focus on reducing anti-social behaviour, improving safety on public transport and developing strategies that address drug and alcohol related crime, mental health and issues regarding young people. We will continue our focus on improving community confidence in reporting family violence and sexual assault.

Our operational priorities are underpinned by a commitment to build and strengthen the capabilities of our people. We want to ensure our people are safe and healthy; adaptive and responsive; and confident and professional. In 2007-08 we will continue our progress towards professionalisation, through the development of a higher education model, and will also continue to work for the establishment of a national Police Registration Board.

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## Queensland Government comments

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The Police Service is committed to working in partnership with the community, business and other government agencies to build and deliver policing programs for all Queenslanders. In response to meeting the challenge of rapid growth and change, the Queensland Government, in partnership with the Police Service and other stakeholders, is delivering a comprehensive program of regional planning, major infrastructure development and responsive policing services.

The implementation of performance management and regional planning activities are major initiatives of the Police Service. These initiatives have underpinned strategic decisions about service delivery and planning for infrastructure to ensure the Service is well positioned to respond to future social, demographic and technological changes.

Queensland's crime rate decreased in 2006-07 when compared with the previous year. This trend continues to be a positive outcome for safe and secure communities across the State and supports the Government's Priority of 'protecting our children and enhancing community safety'.

Continuous improvement and best practice are core values of the Service that guide members in the delivery services described by the Police Service's four outputs of Community Safety and Engagement, Crime Management, Traffic Management and Professional Standards and Ethical Practice.

The introduction of Phase 2.1 of the Queensland Police Records and Information Management Exchange (QPRIME) has enhanced information management support to prevent, detect and solve crime by providing faster access to a single integrated operational policing system. To date, QPRIME has replaced more than 100 systems and police officers now have immediate access to advanced information analysis tools.

Queensland's model for DNA inter-jurisdictional matching continues to be adopted as the preferred model by police jurisdictions throughout Australia. During 2006-07, interstate suspects have been linked to more than 100 Queensland crime scenes through the national DNA database.

Road safety remains a strategic priority for the Queensland Government and the Police Service, particularly in relation to reducing road incidents in Queensland. The Police Service is implementing a number of road safety initiatives arising from the Queensland Road Safety Summit in 2007.

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## Western Australian Government comments

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This is the fourth year since Western Australia Police (WA Police) implemented its Frontline First strategy, and as a result the agency is in a much better position to respond to community expectations in this State. For instance, WA Police achievements for this reporting year include:

- Increased positive public perceptions on safety on public transport, family violence, assault, housebreaking, motor vehicle theft, illegal drugs and anti-social behaviour;
- Improvement in the overall clearance rate for burglary, and reduction in the reported rate of home burglary per 1,000 residential dwellings;
- The successful implementation of innovative recruitment and training strategies as part of the agency's effort to address labour-market recruitment pressures and achieve the planned increase of police officer numbers;
- Major development in counter-terrorism response capability including acquisition of significant equipment and facilities.

While achievements are clearly visible, there is still the need to remain focused and continue to make improvements in areas that present ongoing challenges.

This year has also been characterised by changes to policy and legislation and the completion of a number of significant reviews on such areas as intelligence management, forensic services, specialist crime services and property management. By implementing the changes which arise from the recommendations of these reviews, WA Police will be better positioned to meet current and future challenges.

The implementation of service delivery standards will ensure that the standards of policing services to be delivered to the community are clearly articulated and performance levels are measured and reported. This will target those areas which need improving, and provide greater transparency to the community on the quality of the services it is receiving from WA Police.

As Western Australia's economy continues to grow, attraction and retention of staff remains a top priority for WA Police. To ensure the agency's capacity to provide quality services is not compromised, new recruitment and retention strategies are continuing to be implemented. Initiatives such as broadening of the voluntary 44-hour week arrangements, flexibility in rostering, streamlining of existing processes, outsourcing of none-core functions, and further improvements in partnerships with agencies (such as the Australian Defence Force, the Australian Federal Police and the Australian Customs), will optimise the effective and efficient use of available resources.

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### **South Australian Government comments**

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In 2006-07, under the guidance of its key strategic plan, the South Australia Police (SAPOL) Future Directions Strategy, police continued a consistent and innovative approach to community safety issues. This has been an important contribution to achieving the crime reduction target under the direction of South Australia's Strategic Plan 2007.

South Australians' are entitled to be safe and secure in their communities, at work, home and on the roads. South Australia's Strategic Plan 2007 correctly notes that there has been a welcome fall in offences recorded by police in recent years. While over the last year reported crime figures show a slight increase, this is against a background of a significant consistent crime reduction trend, with a 16.4 per cent reduction in victim-based reported crime in South Australia since 2002-03.

As in 2005-06, in 2006-07 SAPOL targeted repeat offenders who commit a large proportion of offences, such as stealing cars and committing robberies, disrupting the peaceful life of local and the broader state community. In 2006-07 SAPOL continued to successfully use targeted policing problem-solving operations to identify and deter this type of offender as part of supporting a safe and secure community.

Ensuring safety on the roads is also necessary for general community wellbeing. Police, the government, and the wider road-user community are concerned about, and responsible for, road safety. SAPOL is committed to the national and State Plan road safety goal to reduce the road toll and the number of serious injuries on South Australian roads. Enhancing coordination of resources and operations under the SAPOL Road Safety Strategy introduced in 2006 as part of the major police commitment to achieving these targets, has seen a reduction in road fatalities from 147 in 2005 to 117 in 2006. SAPOL will continue to police South Australian roads with a lower tolerance approach for any driver behaviour that creates a risk to themselves or others in the community.

Over time SAPOL has established an enviable reputation as a professional and ethical police service. The excellent 2006-07 survey result for honesty and professionalism published in this Report demonstrate that the continued efforts by police to maintain the highest level of service in every aspect, including these important areas, are appreciated by the community they serve. SAPOL will continue to seek the active engagement and support of the community as an essential ingredient in upholding the law and preserving the peace.

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### Tasmanian Government comments

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Crime is at its lowest for ten years, with total offences having reduced by a further 10 per cent in the reporting period. Decreases were also recorded in property offences, including burglary, motor vehicle crime, stealing and fraud. The effectiveness of service delivery and the increases in clearance rates also led to more offenders appearing before the courts.

Tasmania Police also performed well across a range of national performance measures. Results from the *National Survey of Community Satisfaction with Policing 2006-07* saw Tasmanians rate their police service higher than the national average. 71 per cent of Tasmanians were 'satisfied' or 'very satisfied' with services provided by the police and significantly, 83.7 per cent of people who had contact with police in the past twelve months expressed satisfaction with police in most recent contact. Tasmanians also reported feeling even safer than in previous years whilst in their homes and in public places.

The State Government continued to ensure it supported community safety through legislative reform and an increased budget, including extra funding of \$3.1 million for a new vessel to replace the *PV Freychinet*, refurbishment of police buildings, and a range of new scientific equipment to support police and forensic scientists use of technology in solving crime, countering terrorism, gathering intelligence and other policing activities.

The professionalism and integrity displayed by members of Tasmania Police is the reason why Tasmanian police continue to receive widespread support and respect in the community. The commitment to the highest professional and ethical standards is reflected by the continuing downward trend in the number of complaints received against its members. The 86 complaints against police during 2006-07 was one lower than the preceding year, and was the lowest number of complaints since records commenced in 1994.

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### **Australian Capital Territory Government comments**

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2006-07 saw overall offences and high volume property crime offences in the ACT at their lowest levels in ten years. Reductions in the areas of offences against property, sexual offences, motor vehicle theft and robbery offences represents a significant contribution to community safety. There was a continued downward trend in the number of complaints received against members and further improvements in the number of persons satisfied or very satisfied in their most recent contact with ACT Policing officers.

ACT Policing continued to enhance its performance against the requirements of the Purchase Agreement, the Ministerial Direction and the ACT Property Crime Reduction Strategy. The primary outcome of the Purchase Agreement is, in partnership with the community, to create a safer and more secure ACT in the areas of crime and safety management; traffic law enforcement and road safety; prosecution and judicial support; and crime prevention. The majority of persons in the ACT continued to feel safe in their homes and in public places.

Despite relatively low crime rates ACT Policing continued its focus on property crime with the establishment of two dedicated permanent Property Crime Teams within the Territory Investigations Group mid-2006. The Teams are dedicated to the investigation of volume crime such as burglary and motor vehicle theft and target recidivist offenders in high crime locations.

In November 2006, ACT Policing implemented the Suburban Policing Strategy (SPS), a major new initiative which works at raising community satisfaction with police and reducing fear of crime. The SPS utilises a problem solving style where community concerns are identified and collaboratively addressed by both the police and the community. Strategies employed to achieve these aims involve the allocation of individual patrol teams to sectors who focus their time on activities which maximise interaction with members of the ACT community and increase their visible presence.

Since the commencement of the strategy ACT Policing has received significant positive feedback from the ACT community particularly in relation to the increased visibility of police. A comprehensive evaluation of the SPS is being conducted with a view to improving the approach and building upon existing achievements.

ACT Policing will continue to embed crime prevention initiatives into front line community policing efforts to achieve a consolidated approach to delivering crime prevention strategies to the community. The '12 Themes' program, which commenced in 2007, is designed to educate the community about ways to help reduce crime and sees each calendar month focus on a specific crime type or security measure.

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### **Northern Territory Government comments**

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2006-07 marked the final year of the *Building Our Police Force* program with additional police and equipment, notably the establishment of traffic operations sections in Darwin and Alice Springs, and a drug dog unit in Alice Springs.

In March 2007, a new police facility at Warakurna, Western Australia was officially opened as a joint venture between the Northern Territory and Western Australian Governments, in keeping with a commitment to improve policing services in the Central Australia border region. It followed a similar joint venture between the two governments at Kintore, to the north and on the Northern Territory side of the border.

With domestic violence related assaults making up almost 54 per cent of the total assault category, work under the Violent Crime Reduction Strategy continued as a priority in 2006-07. Increases in pro-active policing continued to be a feature of the year with the number of police initiated Domestic Violence Orders up by 7.3 per cent and action on breaches of those orders up by 6 per cent.

Long term trend data shows that Unlawful Entry with Intent (UEWI) continues to remain lower than in preceding years. In the commercial sector there was a slight increase in UEWI from last year, indicating a possible shift of targets from residential premises to commercial premises.

The Northern Territory Police were instrumental in the development of successful Alcohol Management Plans on the Tiwi Islands, at Alyangula, Nhulunbuy, Tennant Creek and Alice Springs.

The Substance Abuse Intelligence Desk in Alice Springs, the Remote Community Drug Desk in the Top End and the support provided by the Dog Operations Unit continue to interrupt drug and substance supply, particularly in remote areas.

Following the release of the *Little Children Are Sacred* report, the Australian Government announced a national emergency and the Northern Territory Police responded quickly by establishing a special operation known as Taskforce Themis in late June 2007. The Taskforce provides the policing response, including the deployment of interstate, Australian Federal and Northern Territory police officers.

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## 6.11 Definitions of key terms and indicators

<b>Armed robbery</b>	<p>Robbery conducted with the use (actual or implied) of a weapon, where a weapon can include, but is not restricted to:</p> <ul style="list-style-type: none"><li>• firearms — pistol, revolver, rifle, automatic/semi-automatic rifle, shotgun, military firearm, airgun, nail gun, cannon, imitation firearm and implied firearm</li><li>• other weapons — knife, sharp instrument, blunt instrument, hammer, axe, club, iron bar, piece of wood, syringe/hypodermic needle, bow and arrow, crossbow, spear gun, blowgun, rope, wire, chemical, acid, explosive, vehicle, bottle/glass, other dangerous article and imitation weapons.</li></ul>
<b>Assault</b>	<p>The direct (and immediate/confrontational) infliction of force, injury or violence on a person(s) or the direct (and immediate/confrontational) threat of force, injury or violence where there is an apprehension that the threat could be enacted.</p>
<b>Available full time equivalent staff</b>	<p>Any full time equivalent category where the individual is on duty performing a function. To be measured using average staffing level for the whole reporting period.</p>
<b>Average non-police staff salaries</b>	<p>Salaries and payments in the nature of salary paid to civilian and other employees, divided by the total number of such employees.</p>
<b>Average police salaries</b>	<p>Salaries and payments in the nature of salary paid to sworn police officers, divided by the number of sworn officers.</p>
<b>Blackmail and extortion</b>	<p>Unlawful demanding with intent to gain money, property or any other benefit from, or with intent to cause detriment to, another person, accompanied by the use of coercive measures, to be carried out at some point in the future if the demand is not met. This may also include the use and/or threatened use of face-to-face force or violence, provided there is a threat of continued violence if the demand is not met.</p>
<b>Cautioning</b>	<p>A formal method of dealing with young offenders without taking court proceedings. Police officers may caution young offenders instead of charging them if the offence or the circumstance of the offence is not serious.</p>
<b>Civilian staff</b>	<p>Unsworn staff, including specialists (civilian training and teaching medical and other specialists) and civilian administrative and management staff.</p>
<b>Complaints</b>	<p>Number of statements of complaint by members of the public regarding police conduct.</p>
<b>Death in police custody and custody-related incident</b>	<p>Death of a person who was in police custody; death caused or contributed to by traumatic injuries while in custody; death of a person who was fatally injured when police officers attempted to detain that person; or death of a person who was fatally injured when escaping or attempting to escape from police custody.</p>
<b>Depreciation</b>	<p>Where possible, based on current asset valuation.</p>
<b>Executive staff</b>	<p>Number of sworn and unsworn staff at the rank of chief superintendent or equivalent grade to assistant commissioner grade.</p>
<b>Full time equivalent (FTE)</b>	<p>The equivalent number of full time staff required to provide the same hours of work as performed by staff actually employed. A full time staff member is equivalent to a full time equivalent of one, while a part time staff member is greater than zero but less than one.</p>
<b>Indigenous staff</b>	<p>Number of staff who are identified as being of Aboriginal or Torres Strait Islander descent.</p>

<b>Land transport hospitalisations</b>	Hospitalisations due to traffic accidents that are likely to have required police attendance; these may include accidents involving trains, bicycles and so on.
<b>Management full time equivalent staff</b>	Number of management full time equivalent staff, including civilian (managers) and sworn (inspector to superintendent) staff.
<b>Motor vehicle theft</b>	The taking of another person's motor vehicle illegally and without permission.
<b>Murder</b>	The wilful killing of a person either intentionally or with reckless indifference to life.
<b>Non-Indigenous full time equivalent staff</b>	Number of full time equivalent staff who do not satisfy the Indigenous staff criteria.
<b>Non-operational full time equivalent staff</b>	Any person who does not satisfy the operational staff criteria, including functional support staff only. Functional support full time equivalent staff include any person (sworn or unsworn) not satisfying the operational or operational support staff criteria (for example, finance, policy, research, personnel services, building and property services, transport services, and management above the level of station and shift supervisors).
<b>Offender</b>	In the Police Services chapter, the term 'offender' refers to a person who is alleged to have committed an offence. This definition is not the same as the definition used in chapter 8 ('Corrective services').
<b>Operational staff</b>	<p>An operational police staff member (sworn or unsworn) is any member of the police force whose primary duty is the delivery of police or police related services to an external customer (where an external customer predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments).</p> <p>Operational staff include: general duties officers, investigators, traffic operatives, tactical officers, station counter staff, communication officers, crime scene staff, disaster victim identification, and prosecution and judicial support officers.</p>
<b>Other recurrent expenditure</b>	Maintenance and working expenses; expenditure incurred by other departments on behalf of police; expenditure on contracted police services; and other recurrent costs not elsewhere classified. Expenditure is disaggregated by service delivery area.
<b>Other theft</b>	The taking of another person's property with the intention of depriving the owner of the property illegally and without permission, but without force, threat of force, use of coercive measures, deceit or having gained unlawful entry to any structure, even if the intent was to commit theft.
<b>Outcome of investigations</b>	The stage reached by a police investigation after a period of 30 days has elapsed since the recording of the incident.
<b>Practitioner staff</b>	Number of practitioner staff, including civilian (administration) and sworn (constable to senior constable) staff.
<b>Property crimes</b>	<p>Total recorded crimes against property, including:</p> <ul style="list-style-type: none"> <li>• unlawful entry with intent</li> <li>• motor vehicle theft</li> <li>• other theft.</li> </ul>
<b>Proportion of higher court cases resulting in guilty finding</b>	<p>Total number of higher courts finalised defendants resulting in a guilty plea or finding, as a proportion of the total number of higher courts finalised defendants. A defendant can be either a person or organisation against whom one or more criminal charges have been laid.</p> <p>A higher court is either:</p> <ul style="list-style-type: none"> <li>• an intermediate court (known either as the district court or county</li> </ul>

	<p>court) that has legal powers between those of a court of summary jurisdiction (lower level courts) and a supreme court, and that deals with the majority of cases involving serious criminal charges</p> <ul style="list-style-type: none"> <li>• a supreme court (a higher court level which deals with the most serious criminal charges and has the greatest legal powers of all the State and Territory court levels) (ABS 2007b).</li> </ul> <p>Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven (ABS 2007b)</p>
<b>Proportion of juvenile diversions</b>	<p>Total number of juvenile offenders who are diverted by police (for example, through the use of cautions, official warnings or other diversionary programs) away from the criminal justice system, as a proportion of the total number of juvenile offenders either diverted from or dealt with by the criminal justice system (that is, those who are either diverted or prosecuted).</p>
<b>Proportion of lower court cases resulting in guilty plea</b>	<p>Total number of cases (excluding committal hearings) heard before lower courts of law only, for which there was a plea of guilty, as a proportion of the total number of cases (excluding committal hearings) heard before lower courts of law only.</p> <p>A lower court is a court of summary jurisdiction (commonly referred to as magistrates' court, local court or court of petty sessions) that deals with relatively less serious charges and has the most limited legal powers of all State and Territory court levels. Such courts are presided over by a magistrate and have jurisdiction to hear trial and sentence matters relating to summary offences. Under some circumstances, this court level may also deal with the less serious indictable offences known as 'minor indictable' or 'triable either way' offences (ABS 2007b)</p> <p>A guilty plea is the formal statement by a defendant admitting culpability in relation to a criminal charge. A not guilty plea is the formal statement by a defendant denying culpability in relation to a charge (ABS 2007b). For this data collection, a plea of 'not guilty' should also include 'no plea', 'plea reserved' and 'other defended plea'.</p> <p>Further, these definitions:</p> <ul style="list-style-type: none"> <li>• exclude preliminary (committal) hearings for indictable offences dealt with by a lower court</li> <li>• count cases that involve multiple charges as a 'lower court case resulting in a plea of guilty' if a plea of guilty has resulted for at least one of those charges.</li> </ul>
<b>Real expenditure</b>	<p>Actual expenditure adjusted for changes in prices, using the GDP(E) price deflator, and expressed in terms of final year prices.</p>
<b>Recorded crime</b>	<p>Crimes reported to (or detected) and recorded by police.</p>
<b>Registered vehicles</b>	<p>Total registered motor vehicles, including motorcycles.</p>
<b>Reporting rate</b>	<p>The proportion of crime victims who told police about the last crime incident of which they were the victim, as measured by a crime victimisation survey.</p>
<b>Revenue from own sources</b>	<p>Revenue from activities undertaken by police, including revenue from the sale of stores, plant and vehicles; donations and industry contributions; user charges; and other revenue (excluding fine revenue and revenue from the issuing of firearm licenses).</p>
<b>Road deaths</b>	<p>Fatal road injury accidents as defined by the Australian Transport Safety Bureau.</p>
<b>Robbery</b>	<p>The unlawful taking of property from the immediate possession, control, custody or care of a person, with the intent to permanently deprive the owner of the property accompanied by the use, and/or threatened use</p>

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	of immediate force or violence.
<b>Salaries and payments in the nature of salary</b>	Includes: <ul style="list-style-type: none"> <li>• base salary package</li> <li>• motor vehicle expenses that are part of employer fringe benefits</li> <li>• superannuation, early retirement schemes and payments to pension schemes (employer contributions)</li> <li>• workers compensation (full cost) including premiums, levies, bills, legal fees</li> <li>• higher duty allowances (actual amounts paid)</li> <li>• overtime (actual amounts paid)</li> <li>• actual termination and long service leave</li> <li>• actual annual leave</li> <li>• actual sick leave</li> <li>• actual maternity/paternity leave</li> <li>• fringe benefits tax paid</li> <li>• fringe benefits provided (for example, school fee salary sacrifice at cost to the government, car parking, duress alarms, telephone account reimbursements, 'gold passes', other salary sacrifice benefits</li> <li>• fringe benefits provided (for example, school fee salary sacrifice at cost to the government, car parking, duress alarms, telephone account reimbursements, 'gold passes', other salary sacrifice benefits, frequent flier benefits, overtime meals provided, and any other components that are not part of a salary package)</li> <li>• payroll tax.</li> </ul>
<b>Senior executive staff</b>	Number of senior executive staff, including civilian (top senior executive service) and sworn (commissioner, deputy commissioner and equivalent civilian executives) staff.
<b>Sexual assault</b>	Physical contact of a sexual nature directed towards another person where that person does not give consent, that person gives consent as a result of intimidation or fraud, or consent is proscribed (that is, the person is legally deemed incapable of giving consent as a result of youth, temporary/permanent (mental) incapacity or a familial relationship).  Includes rape, attempted rape, indecent assault and assault with intent to commit sexual assault. Excludes sexual harassment not leading to assault.
<b>Supervisory full time equivalent staff</b>	Number of supervisory full time equivalent staff, including civilian (team leaders) and sworn (sergeant to senior sergeant) staff.
<b>Sworn staff</b>	Sworn police staff recognised under each jurisdiction's Police Act.
<b>Total capital expenditure</b>	Total expenditure on the purchase of new or second hand capital assets, and expenditure on significant repairs or additions to assets that add to the assets' service potential or service life.
<b>Total expenditure</b>	Total capital expenditure plus total recurrent expenditure (less revenue from own sources).
<b>Total FTE staff</b>	Operational staff and non-operational staff, including full time equivalent staff on paid leave or absence from duty (including secondment and training), as measured using absolute numbers for the whole reporting period.
<b>Total number of staff</b>	Full time equivalent staff directly employed on an annual basis (excluding labour contracted out).
<b>Total recurrent expenditure</b>	Includes: <ul style="list-style-type: none"> <li>• salaries and payments in the nature of salary</li> </ul>

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	<ul style="list-style-type: none"> <li>• other recurrent expenditure</li> <li>• depreciation</li> <li>• less revenue from own sources.</li> </ul>
<b>Unarmed robbery</b>	Robbery conducted without the use (actual or implied) of a weapon
<b>Unavailable full time equivalent staff</b>	Any full time equivalent category where the individual is on paid leave or absent from duty (including secondment and training), as measured using the average staffing level for the whole reporting period.
<b>Unlawful entry with intent — involving the taking of property</b>	The unlawful entry of a structure (whether forced or unforced) with intent to commit an offence, resulting in the taking of property from the structure. Includes burglary and break and enter offences. Excludes trespass or lawful entry with intent.
<b>Unlawful entry with intent — other</b>	The unlawful entry of a structure (whether forced or unforced) with intent to commit an offence, but which does not result in the taking of property from the structure. Excludes trespass or lawful entry with intent.
<b>User cost of capital</b>	The opportunity cost of funds tied up in the capital used to deliver services. Calculated as 8 per cent of the current value of non-current physical assets (excluding land).
<b>Value of physical assets — buildings and fittings</b>	The value of buildings and fittings under the direct control of police.
<b>Value of physical assets — land</b>	The value of land under the direct control of police.
<b>Value of physical assets — other</b>	The value of motor vehicles, computer equipment, and general plant and equipment under the direct control of police.

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## 6.12 Attachment tables

### *Attachment tables*

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 6A.3 is table 3 in the Police services attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)).

On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as \Publications\Reports\2008\Attach6A.xls and in Adobe PDF format as \Publications\Reports\2008\Attach6A.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Table 6A.1</b>	Police service expenditure, staff and asset descriptors, NSW
<b>Table 6A.2</b>	Police service expenditure, staff and asset descriptors, Victoria
<b>Table 6A.3</b>	Police service expenditure, staff and asset descriptors, Queensland
<b>Table 6A.4</b>	Police service expenditure, staff and asset descriptors, WA
<b>Table 6A.5</b>	Police service expenditure, staff and asset descriptors, SA
<b>Table 6A.6</b>	Police service expenditure, staff and asset descriptors, Tasmania
<b>Table 6A.7</b>	Police service expenditure, staff and asset descriptors, ACT
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<b>Table 6A.9</b>	Treatment of assets by police agencies, 2006-07
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<b>Table 6A.11</b>	Police staff, by operational status (per cent)
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<b>Table 6A.13</b>	Contact with police in the past 12 months
<b>Table 6A.14</b>	People who had contact with police in the past 12 months: satisfaction with police in most recent contact
<b>Table 6A.15</b>	Opinions on statement 'police perform job professionally'
<b>Table 6A.16</b>	Opinions on statement 'police treat people fairly and equally'
<b>Table 6A.17</b>	Opinions on statement 'most police are honest'
<b>Table 6A.18</b>	Trends in complaints
<b>Table 6A.19</b>	Indigenous, sworn and unsworn police staff
<b>Table 6A.20</b>	Police staff, sworn and unsworn, by gender (per cent)
<b>Table 6A.21</b>	Feelings of safety at home alone
<b>Table 6A.22</b>	Feelings of safety walking or jogging locally

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<b>Table 6A.23</b>	Feelings of safety on public transport
<b>Table 6A.24</b>	Opinion on whether family violence and physical assault are problems in the neighbourhood
<b>Table 6A.25</b>	Opinion on whether illegal drugs, housebreaking and motor vehicle theft are problems in the neighbourhood
<b>Table 6A.26</b>	Opinions on whether speeding cars, dangerous or noisy driving are problems in the neighbourhood
<b>Table 6A.27</b>	Opinion on whether family violence, sexual assault and other physical assault are problems in your State or Territory
<b>Table 6A.28</b>	Opinion on whether illegal drugs, housebreaking and motor vehicle theft are problems in your State or Territory
<b>Table 6A.29</b>	Opinion on whether speeding cars, dangerous or noisy driving, graffiti or other vandalism, louts or gangs and drunken or disorderly behaviour are problems in your State or Territory
<b>Table 6A.30</b>	Victims of homicide — crimes against the person (per 100 000 people)
<b>Table 6A.31</b>	Victims of recorded crimes — crimes against people (per 100 000 persons)
<b>Table 6A.32</b>	Victims of recorded crime — property crime (per 100 000 persons)
<b>Table 6A.33</b>	Reporting rates for selected major offences (per cent)
<b>Table 6A.34</b>	Estimated total victims of crime (unreported and reported) — crimes against the person (per 100 000 people)
<b>Table 6A.35</b>	Estimated total household victims of crime, reported and unreported — crimes against property (per 100 000 households)
<b>Table 6A.36</b>	Outcomes of investigations of crimes against the person: 30 day status, 1 January to 31 December 2006
<b>Table 6A.37</b>	Victims of property crime: outcomes of investigations, 30 day status, 1 January to 31 December 2006
<b>Table 6A.38</b>	People who drive and who have driven a car not wearing a seat belt
<b>Table 6A.39</b>	People who drive and have driven 10 kilometres per hour or more over speed limit
<b>Table 6A.40</b>	People who drive and have driven while possibly over the 0.05 alcohol limit
<b>Table 6A.41</b>	Road fatalities
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<b>Table 6A.43</b>	Number of deaths in police custody and custody-related operations, 2002 to 2006
<b>Table 6A.44</b>	Outcomes of court cases
<b>Table 6A.45</b>	Juvenile diversions as a proportion of offenders (per cent)
<b>Table 6A.46</b>	Real costs awarded against the police through criminal actions (2006-07 dollars)

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## 6.13 References

ABS (Australian Bureau of Statistics) 2007a, Recorded Crime – Victims, Australia 2006, Cat. no. 4510.0, Canberra (and various years).

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# 7 Court administration

This chapter covers the performance of court administration for State and Territory supreme, district/county and magistrates' (including children's) courts, electronic infringement and enforcement systems, coroners' courts and probate registries. It also covers the performance of court administration for the Federal Court of Australia, the Family Court of Australia, the Family Court of WA and the Federal Magistrates Court of Australia. This chapter does not include information on the High Court of Australia, and broadly excludes tribunals and specialist jurisdiction courts (for example, Indigenous and circle sentencing courts and drug courts are excluded). The focus of this chapter is on the administration of the courts, not the outcomes of legal processes.

A profile of court administration is presented in section 7.1. The framework of performance indicators is outlined in section 7.2 and data are discussed in section 7.3. Future directions for performance reporting are discussed in section 7.4. State and Territory comments are provided in section 7.5, followed by definitions in section 7.6. A list of attachment tables for this chapter is provided in section 7.7. Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 7A.3 is table 3 in the attachment). Attachment tables can be accessed electronically through the Report website <[www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)>, and are available on the CD-ROM provided with the Report. In 2008, data in the attachment tables for court administration are presented as a five year time series. References for the chapter are listed in section 7.8.

## 7.1 Profile of court administration services

### Service overview

Court administration agencies throughout Australia provide a range of services integral to the effective performance of the judicial system. The primary functions of court administration agencies are to:

- manage court facilities and staff, including buildings, security and ancillary services such as registries, libraries and transcription services

- 
- provide case management services, including client information, scheduling and case flow management
  - enforce court orders through the sheriff's department or a similar mechanism.

## **Roles and responsibilities**

### *State and Territory court levels*

There is a hierarchy of courts within each State and Territory. The supreme court hears disputes of greater seriousness than those heard in the other courts. It also develops the law and operates as a court of judicial review or appeal. For the majority of states and territories, the hierarchy of courts are as outlined below (although Tasmania, the ACT and the NT do not have a district/county court):

- the supreme court
- the district/county court
- the magistrates' court.

Within certain court levels, a number of specialist jurisdiction courts (such as Indigenous and circle sentencing courts and drug courts) aim to improve the responsiveness of courts to the special needs of particular clients. Tribunals can also improve responsiveness and assist in alleviating the workload of courts — for example, small claims tribunals may assist in shifting work away from a magistrates' court. Specialist jurisdiction courts (other than the children's courts, family courts and coroners' courts) and tribunals are outside the scope of this Report and excluded from reported data where possible.

Differences in State and Territory court levels, along with the use of specialist jurisdiction courts and tribunals, means that the allocation of cases to courts varies across states and territories (boxes 7.1 to 7.3). As a result, the seriousness and complexity of cases heard in each State or Territory's equivalent court often vary. Any performance comparison needs to account for these factors.

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## Box 7.1 Supreme court jurisdiction across states and territories

### Criminal

All State and Territory supreme courts have jurisdiction over serious criminal matters such as murder, treason and certain serious drug offences, but significant differences exist in this court level across the states and territories:

- given that district/county courts do not operate in Tasmania, the ACT or the NT, the supreme courts in these states and territories generally exercise a jurisdiction equal to that of both the supreme and district/county courts in other states
- the Queensland Supreme Court deals with a significant amount of minor drug matters, which supreme courts in other states and territories do not hear
- in the NSW Supreme Court, almost all indictments are for offences of murder and manslaughter, whereas the range of indictments routinely presented in other states and territories is broader.

All State and Territory supreme courts hear appeals, but the number and type of appeals vary, because only NSW, Victoria and Queensland hear appeals in their district/county court.

### Civil

All supreme courts deal with appeals and probate applications.

**NSW:** Has an unlimited jurisdiction on claims, but usually deals with complex cases, all claims over \$750 000 (except those related to motor vehicle accidents or worker's compensation claims) and various other civil matters.

**Victoria:** Has an unlimited jurisdiction on claims.

**Queensland:** Has an unlimited jurisdiction on claims, but usually deals with claims over \$250 000 and administrative law matters.

**WA:** Has an unlimited jurisdiction on claims, but usually deals with claims over \$500 000.

**SA:** Deals with unlimited claims for general and personal injury matters.

**Tasmania:** Has an unlimited jurisdiction on claims, but usually deals with claims over \$20 000.

**ACT:** Has an unlimited jurisdiction on claims.

**NT:** Has an unlimited jurisdiction on claims, and also deals with mental health, family law and *Coroners Act 1993* applications.

*Source:* State and Territory court administration authorities and departments.

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## Box 7.2 District/county court jurisdiction across states and territories

A district/county court does not operate in Tasmania, the ACT or the NT.

### Criminal

All State district/county courts have jurisdiction over indictable criminal matters (such as rape and armed robbery) except murder and treason, but differences exist across this court level in each State that has a district/county court. The following are examples of the jurisdiction of the criminal district/county courts:

**NSW:** District Court deals with most of the serious criminal cases that come before the courts in NSW. It has responsibility for indictable criminal offences that are normally heard by a judge and jury, but on occasions by a judge alone. It does not deal with treason or murder.

**Victoria:** County Court deals with all indictable offences, except the following (which must be heard in the Supreme Court): murder; attempted murder; child destruction; certain conspiracy charges; treason; and concealing an offence of treason. Examples of criminal offences heard in the County Court include: drug trafficking; serious assaults; serious theft; rape; and obtaining financial advantage by deception.

**Queensland:** District Court deals with more serious criminal offences than heard by the Magistrates' Court — for example, rape, armed robbery and fraud.

**WA:** District Court deals with any indictable offence except those that carry a penalty of life imprisonment.

**SA:** District Court is the principal trial court and has jurisdiction to try a charge of any offence except treason or murder or offences related to those charges. Almost all matters have been referred following a committal process in the Magistrates' Court.

Appeals from magistrates' courts are heard in the district/county courts in NSW, Victoria and Queensland, but not in WA and SA.

### Civil

All district/county civil courts hear appeals.

**NSW:** Deals with claims up to \$750 000 and unlimited claims in motor accident cases.

**Victoria:** Has unlimited jurisdiction in both personal injury claims and other claims. Also deals with appeals under the *Crimes (Family Violence) Act 1987*, adoption matters and change-of-name applications.

**Queensland:** Deals with claims between \$50 000 and \$250 000.

**WA:** Deals with claims up to \$500 000 and unlimited claims for personal injuries.

**SA:** Deals with unlimited claims for general and personal injury matters.

*Source:* State and Territory court administration authorities and departments.

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### Box 7.3 Magistrates' court jurisdiction across states and territories

**Criminal:** All magistrates' courts deal with criminal matters.

**NSW:** Deals summarily with matters with a maximum penalty of up to two years imprisonment for a single offence, and up to five years imprisonment for multiple offences, including some indictable offences.

**Victoria:** Deals with summary offences and determines some indictable offences summarily.

**Queensland:** Deals with summary offences and determines summarily some indictable matters which have a maximum penalty of up to three years imprisonment imposed.

**WA:** Deals with summary offences and determines some indictable offences summarily.

**SA:** Deals with matters with a maximum penalty of up to two years imprisonment, juvenile prosecutions and intervention orders (including breaches).

**Tasmania:** Deals with matters with a maximum penalty of up to two years imprisonment for a single offence and up to five years imprisonment for multiple offences. Also deals with some indictable offences summarily.

**ACT:** Deals with matters with a maximum penalty of up to 14 years imprisonment if the offence relates to money or property, and up to 10 years imprisonment in other cases.

**NT:** Deals with some drug and fraud charges and matters with a maximum penalty of up to 10 years imprisonment (or 10–14 years imprisonment if the accused consents).

#### Civil

**NSW:** Deals with small claims up to \$10 000 and general division claims up to \$60 000, as well as family law matters.

**Victoria:** Deals with up to \$100 000 for monetary damages, as well as applications for equitable relief and applications under the *Crimes (Family Violence) Act 1987*.

**Queensland:** Deals with small claims (including residential tenancy disputes) up to \$7500, minor debt claims up to \$7500 and other claims up to \$50 000.

**WA:** Deals with claims for debt recovery and damages (not personal injury) up to \$50 000, minor cases up to \$7500, residential tenancy disputes and restraining orders.

**SA:** Deals with small claims up to \$6000, commercial cases up to \$40 000 and personal injury claims up to \$80 000.

**Tasmania:** Deals with claims up to \$20 000 (or more if both parties consent) for monetary damages and debt recovery, minor civil claims up to \$5000, residential tenancy disputes, restraint orders and family violence orders.

**ACT:** Deals with small claims up to \$10 000, other claims up to \$50 000, residential tenancy disputes over \$10 000 and matters under the *Domestic Relations Act 1994*.

**NT:** Deals with claims up to \$100 000 and workers' compensation claims.

*Source:* State and Territory court administration authorities and departments.

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### *State and Territory court levels — specific elements*

The data in this chapter are reported by each State and Territory court level. In addition, the chapter separates out certain data items from each court level to improve the comparability and understanding of the data presented. In certain instances, the data sets from the following areas are reported separately from their court level:

- probate registries (separate from the supreme court level)
- children's courts (separate from the magistrates' court level)
- electronic infringement and enforcement systems (separate from the magistrates' court level)
- coroners' courts (separate from the magistrates' court level).

The following section outlines the role of these areas and their coverage within each State and Territory.

#### *Probate*

In all states and territories, probate issues are heard in supreme courts and encompass applications for the appointment of an executor or administrator to the estate of a deceased person. The two most common types of application are:

- where the executor nominated by a will applies to have the will proved
- where the deceased died intestate (without a will) and a person entitled to administer the estate applies for letters of administration.

#### *Children's courts*

The children's court is a specialist jurisdiction court that, depending on the State or Territory legislation, may hear both criminal and civil matters.

Children's courts deal with complaints of offences alleged to have been committed by young people. In all states and territories except Queensland, defendants under the age of 18 are considered as children or juveniles. In Queensland, defendants are considered adults if aged 17 or older at the time the offence was committed. In all states and territories, children under the age of 10 years cannot be charged with a criminal offence (ABS 2007).

The children's court may also hear matters where a child has been seriously abused or neglected. In these instances, the court has jurisdiction to determine matters relating to the child's care and protection.

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### *Electronic infringement and enforcement systems*

Electronic infringement and enforcement systems operate to process infringements, on-the-spot fines and summary offences. They have the status of courts (despite minimal judicial involvement), because they have the capacity to produce enforceable orders against defendants. The orders impose penalties such as fines (which may be enforced by warrants or licence cancellation), asset seizure, garnishment, arrest, community correction orders and incarceration.

Electronic infringement and enforcement systems included in the scope of this chapter operate in Victoria, Queensland, WA and SA. In these states, the electronic infringement and enforcement system comes under the ambit of the magistrates' court, but the workload and expenditure of the electronic infringement and enforcement system have been separately identified to allow for a more comparable interpretation of magistrates' court data. In other states and territories, the magistrates' court may enforce infringements and on-the-spot fines, or State/Territory debt recovery offices and/or fines enforcement units may operate outside the auspices of a court.

Data for electronic infringement and enforcement systems are presented in the criminal jurisdiction.

### *Coroners' courts*

In all states and territories, coroners' courts (which generally operate under the auspices of State and Territory magistrates' courts) inquire into the cause of sudden and/or unexpected reported deaths. The definition of a reported death differs across states and territories, but generally includes deaths for which the cause is violent, suspicious or unknown. In some states and territories, the coroner has the power to commit for hearing, while in others the coroner is prohibited from making any finding of criminal or civil liability (but may refer the matter may to the Director of Public Prosecutions). Suspicious fires are generally within the jurisdiction of the coroners' court (except in Queensland, WA, SA and the NT). The coroners' court is distinct from other courts not only because it has a role in inquiring into the cause of sudden and unexpected deaths (and suspicious fires), but also because it has other functions, including reporting inadequacies in regulatory systems.

Data for coroners' courts are presented in the civil jurisdiction.

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### *Australian court levels — specific elements*

The following hierarchy of courts exists within the Australian courts jurisdiction:

- the High Court of Australia
- the Federal Court of Australia and the Family Court of Australia
- the Federal Magistrates Court of Australia.

Data on the High Court are not reported in this chapter.

The following sections highlight the relationship between the other three Australian courts.

#### *Federal Court of Australia*

This court is a superior court of record and a court of law and equity. It sits in all capital cities and elsewhere in Australia from time to time.

The Court has jurisdiction to hear and determine any civil matter arising under laws made by the Federal Parliament, as well as any matter arising under the Constitution or involving its interpretation. The Court also has original jurisdiction in respect of specific subject matter conferred by over 150 statutes of the Federal Parliament.

The Court has a substantial and diverse appellate jurisdiction. It hears appeals from decisions of single judges of the Court, decisions of the Federal Magistrates Court in non-family law matters, decisions of the Supreme Court of Norfolk Island and certain decisions of State and Territory supreme courts exercising federal jurisdiction.

The Federal Court does not have a criminal jurisdiction.

#### *Family Court of Australia and Family Court of Western Australia*

The Family Court of Australia has jurisdiction in all states and territories except WA (which has its own Family Court). It has jurisdiction to deal with matrimonial cases and associated responsibilities, including divorce proceedings, financial issues and children's matters such as who the children will live with, spend time with and communicate with, as well as other specific issues relating to parental responsibilities. It can also deal with ex-nuptial cases involving children's matters. A practice direction was issued by the Family Court of Australia with agreement from the Federal Magistrates Court, that from November 2003 all divorce applications are to be lodged in the Federal Magistrates Court. However, registrars

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of the Family Court of Australia, under delegated powers from the Federal Magistrates Court, still determine about 10 per cent of divorce applications lodged in the Federal Magistrates Court. A small number of divorce applications are initiated in the Family Court of Australia when these arise within other proceedings before the Family Court of Australia. This practice direction does not affect the Family Court of WA. The Family Court of WA, unlike the federal family law courts, has an additional jurisdiction (since 2004) to deal with financial matters between parties that were in a de facto relationship.

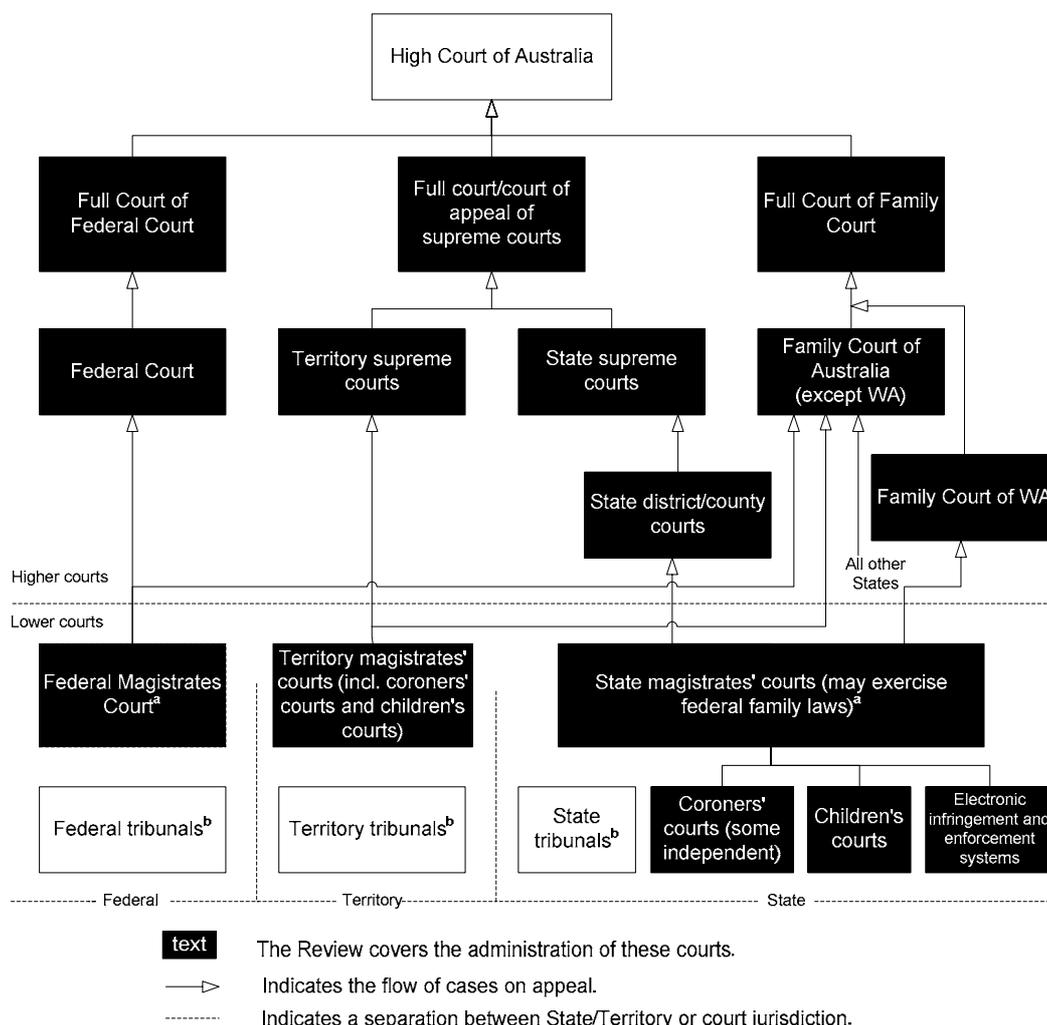
### *Federal Magistrates Court of Australia*

The first sittings of the Federal Magistrates Court were on 3 July 2000. The court was established to provide a simpler and more accessible service for litigants, and to ease the workload of both the Federal Court and the Family Court of Australia. Its jurisdiction includes family law and child support, administrative law, admiralty, anti-terrorism, bankruptcy, copyright, human rights, migration, privacy and trade practices. State/Territory courts also continue to do some work in these areas.

The Federal Magistrates Court shares its jurisdiction with the Federal Court and the Family Court of Australia. The intention is for the latter two courts to focus on more complex legal matters. The Federal Magistrates Court hears most first instance judicial reviews of migration matters. In trade practices matters it can award damages up to \$750 000. In family law matters its jurisdiction is similar to that of the Family Court of Australia, except that only the Family Court of Australia can consider adoption disputes and applications concerning the nullity and validity of marriage. Otherwise, the Federal Magistrates Court has jurisdiction to hear any matter transferred to it by either the Federal Court or the Family Court of Australia.

The major relationships between, and hierarchy of, courts in Australia are summarised in figure 7.1.

Figure 7.1 Major relationships of courts in Australia<sup>a</sup>



<sup>a</sup> In some jurisdictions, appeals from lower courts or district/county courts may go directly to the full court or court of appeal at the supreme/federal level. <sup>b</sup> Appeals from Federal, State and Territory tribunals may go to any higher court in their jurisdiction.

### Administrative structures

Most courts use similar infrastructure (such as court buildings and facilities) for civil and criminal case types. However, given that separate information systems and case flow management practices have been established for civil and criminal case types, the Steering Committee has sought to report the two case types separately where possible. The allocation of responsibilities between court administration and other elements of the system (including the judiciary) varies across the Australian, State and Territory legal systems.

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## Recurrent expenditure less income

A number of factors affect court-related expenditure and income, including the volume and type of work undertaken. In some jurisdictions, court fees (which are part of income) are set by government and not by court administrators, and some states and territories apportion, rather than allocate, expenditure (and income) between their criminal and civil courts.

Recurrent expenditure provides an estimate of annual service costs. Recurrent expenditure on court administration covers costs associated with the judiciary, court and probate registries, sheriff and bailiff's offices, court accommodation and other overheads. The components of the expenditure include salary and non-salary expenditure, court administration agency and umbrella department expenditure, and contract expenditure. Total recurrent expenditure by Australian, State and Territory court authorities (excluding the High Court and specialist jurisdiction courts — except for family courts, children's courts and the coroners' courts) was \$1.34 billion in 2006-07 (table 7.1).

Court administration income is derived from court fees, library revenue, court reporting revenue, sheriff and bailiff revenue, probate revenue, mediation revenue, rental income and any other sources of revenue (excluding fines). Total income (excluding fines) for the Australian, State and Territory courts covered in this Report was \$325 million in 2006-07 (table 7.1).

Nationally, the civil jurisdiction of the courts reported the largest income, followed by the electronic infringement and enforcement systems (reported separately within the criminal jurisdiction). Income from electronic infringement and enforcement systems is reported for Victoria, Queensland, SA and WA. In other states and territories (NSW, Tasmania, the ACT and the NT), unpaid traffic infringement notices may be dealt with by other bodies that do not have the status of a court (such as a State/Territory debt recovery office) and are therefore considered out of scope for this Report. This will have an impact on the income reported for these states and territories.

Total recurrent expenditure less income (excluding fines), for the Australian, State and Territory courts covered in this Report, was \$1.01 billion in 2006-07 (table 7.1). Expenditure exceeds income in all court jurisdictions except for electronic infringement and enforcement systems, and probate registries in the supreme courts. As reported in table 7.1, expenditure is relatively low on probate matters, as these are limited to uncontested matters that are dealt with by probate registrars (or other registry staff). Where a probate matter is contested, it is reported as part of the supreme court figures in the civil jurisdiction. Likewise, electronic infringement and

enforcement system matters are dealt with by registry staff, unless contested, in which case the matter will generally be dealt with in the magistrates' court.

Table 7.1 **Court administration recurrent expenditure less income (excluding fines), 2006-07 (\$ million)<sup>a, b</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
<i>Court administration recurrent expenditure</i>										
Civil courts <sup>c, d, e</sup>	156.2	85.9	53.7	52.6	30.7	5.0	8.8	8.9	90.9	492.7
Criminal courts <sup>f</sup>	183.2	119.2	97.8	84.4	46.5	14.1	8.2	16.2	..	569.5
Electronic systems	..	1.8	10.5	6.4	4.6	..	..	..	..	23.4
Family courts <sup>g</sup>	..	..	..	20.7	..	..	..	..	123.8	144.5
Federal Magistrates <sup>h</sup>	..	..	..	..	..	..	..	..	61.9	61.9
Coroners' courts <sup>i</sup>	7.8	6.4	11.1	9.3	5.5	0.6	1.6	1.0	..	43.3
Probate — supreme <sup>j</sup>	1.3	0.6	0.1	0.3	0.6	0.1	—	—	..	3.0
<b>Total</b>	<b>348.5</b>	<b>213.9</b>	<b>173.3</b>	<b>173.7</b>	<b>87.9</b>	<b>19.9</b>	<b>18.6</b>	<b>26.2</b>	<b>276.5</b>	<b>1 338.4</b>
<i>Court administration income (excluding fines)</i>										
Civil courts <sup>c</sup>	63.8	30.0	15.6	12.5	8.5	1.5	2.1	0.6	8.7	143.2
Criminal courts <sup>f</sup>	12.0	—	2.0	3.7	1.2	0.5	0.6	0.1	..	20.1
Electronic systems	..	54.3	23.4	14.4	13.5	..	..	..	..	105.5
Family courts	..	..	..	2.1	..	..	..	..	5.0	7.1
Federal Magistrates	..	..	..	..	..	..	..	..	16.0	16.0
Coroners' courts	0.2	—	0.1	0.1	—	—	—	—	..	0.4
Probate — supreme	17.8	4.6	2.9	2.7	3.2	0.7	0.4	0.1	..	32.3
<b>Total</b>	<b>93.7</b>	<b>88.9</b>	<b>44.0</b>	<b>35.4</b>	<b>26.4</b>	<b>2.8</b>	<b>3.2</b>	<b>0.8</b>	<b>29.7</b>	<b>324.7</b>
<i>Court administration recurrent expenditure less income (excluding fines)</i>										
Civil courts <sup>c, d, e</sup>	92.4	55.9	38.1	40.1	22.2	3.5	6.7	8.3	82.2	349.4
Criminal courts <sup>f</sup>	171.2	119.2	95.7	80.7	45.3	13.6	7.6	16.1	..	549.4
Electronic systems	..	-52.4	-12.9	-8.0	-8.8	..	..	..	..	-82.1
Family courts <sup>g</sup>	..	..	..	18.6	..	..	..	..	118.8	137.4
Federal Magistrates <sup>h</sup>	..	..	..	..	..	..	..	..	45.8	45.8
Coroners' courts <sup>i</sup>	7.7	6.4	11.0	9.2	5.5	0.6	1.5	1.0	..	42.9
Probate — supreme <sup>j</sup>	-16.5	-4.0	-2.7	-2.4	-2.6	-0.6	-0.4	-0.1	..	-29.3
<b>Total</b>	<b>254.8</b>	<b>125.0</b>	<b>129.3</b>	<b>138.3</b>	<b>61.6</b>	<b>17.1</b>	<b>15.4</b>	<b>25.4</b>	<b>246.8</b>	<b>1 013.7</b>

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Payroll tax is excluded from expenditure. <sup>c</sup> Includes data for the supreme, district/county and magistrates' courts (including children's courts), and the Federal Court. Excludes data for probate, family courts, the Federal Magistrates Court and coroners' courts. <sup>d</sup> Data for the Federal Court do not include the cost of resources provided free of charge to the Federal Magistrates Court. <sup>e</sup> The Victorian Magistrates' Court civil data includes a proportion of expenditure from the Victorian Civil and Administrative Tribunal. <sup>f</sup> Includes data for supreme, district/county and magistrates' courts (including children's courts). Excludes data for the electronic infringement and enforcement systems. <sup>g</sup> The figures for the Family Court of Australia exclude, where possible, costs of resources provided free of charge to the Federal Magistrates Court, noting that some relevant resource costs cannot be reliably estimated for exclusion. <sup>h</sup> The Federal Magistrates Court expenditure data include resources received free of charge from the Federal Court and the Family Court. <sup>i</sup> The inclusion of expenditure for autopsy and chemical analysis work varies between states and territories. <sup>j</sup> The true net revenue may not be identified because rent or depreciation attributable to probate matters may be included under general supreme court figures. .. Not applicable. — Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.9–13.

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Real recurrent expenditure less income (excluding fines) on court administration from 2002-03 to 2006-07, for each of the Australian, State and Territory court levels covered by this Report, is reported in tables 7A.12 and 7A.13.

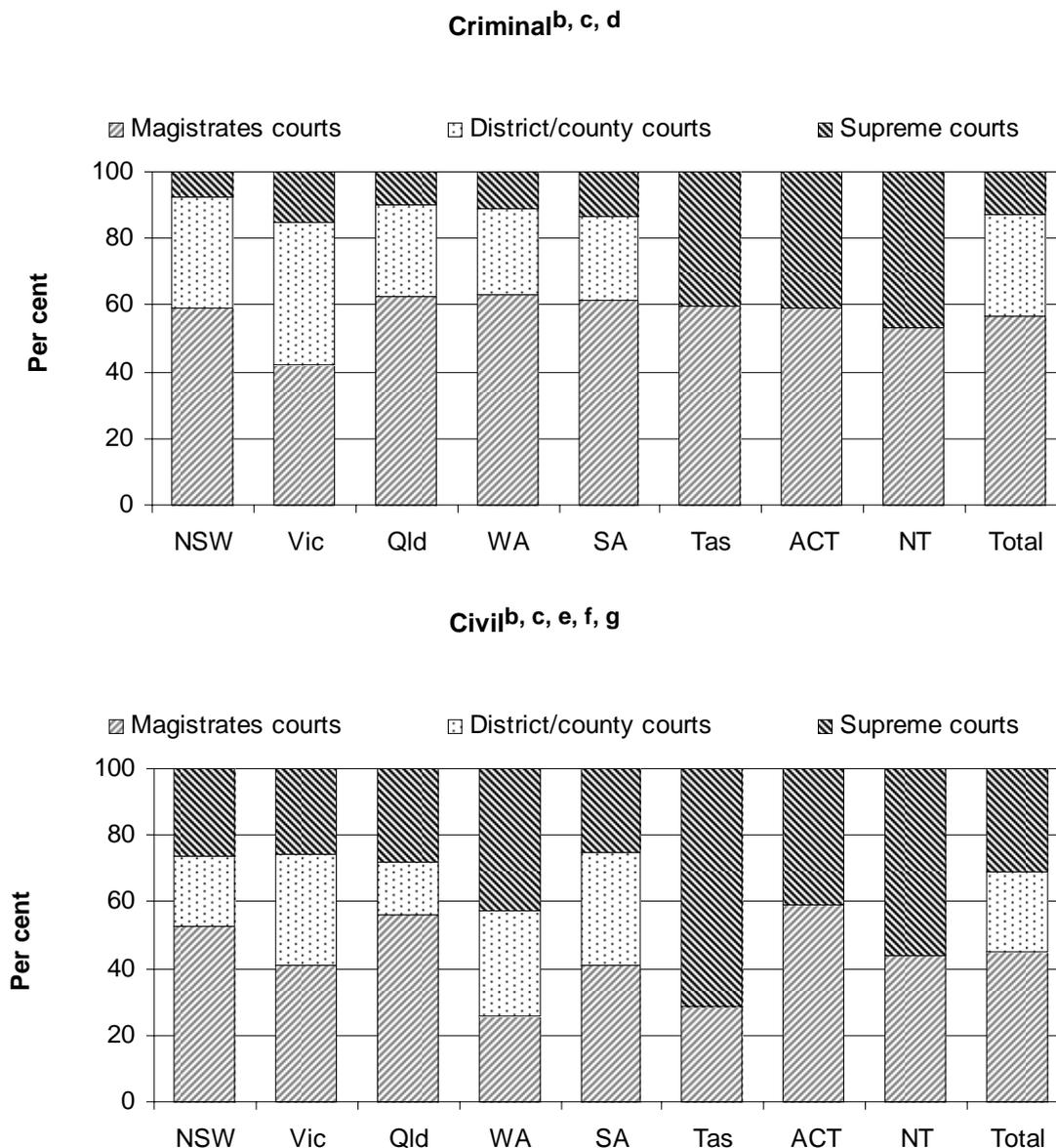
*Distribution of criminal and civil court administration expenditure*

The distribution of court administration expenditure (less income) on the magistrates', district/county and supreme courts varied across states and territories in 2006-07. A greater proportion of funds were expended by the supreme courts of Tasmania, the ACT and the NT (under the two-tier court system), for example, than by the supreme courts of other states and territories (under the three-tier court system) (figure 7.2).

In 2006-07, magistrates' courts (excluding electronic infringement and enforcement systems) in the criminal jurisdiction accounted for the largest proportion nationally of recurrent expenditure (less income) across State and Territory criminal courts (56.6 per cent). In the civil jurisdiction, magistrates' courts accounted for a smaller proportion of recurrent expenditure (less income) nationally (44.9 per cent). The key difference between the civil and criminal jurisdictions comes from the proportionally greater recurrent expenditure (less income) in the supreme courts in the civil jurisdiction relative to the criminal jurisdiction (detail is contained in tables 7A.12 and 7A.13).

Comparison of court expenditure across states and territories should bear in mind the difficulty in apportioning income and expenditure between civil and criminal jurisdictions within court levels. The apportionments are determined within individual states and territories and different approaches to apportionment are used.

**Figure 7.2 Distribution of court administration recurrent expenditure (less income), by court level, 2006-07<sup>a</sup>**



<sup>a</sup> Payroll tax is excluded from expenditure. <sup>b</sup> There are no district/county courts in Tasmania, the ACT or the NT. <sup>c</sup> Magistrates' courts include expenditure on children's courts. <sup>d</sup> In the criminal jurisdiction, magistrates' court data exclude expenditure on electronic infringement and enforcement systems (applicable to Victoria, Queensland, WA and SA). <sup>e</sup> In this figure, the civil jurisdiction supreme court expenditure is reduced by net proceeds from probate courts. <sup>f</sup> In the civil jurisdiction, magistrates' courts data exclude expenditure on coroners' courts (all states and territories). <sup>g</sup> The Australian courts are not included.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.12-13.

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## Size and scope of court activity

### *Lodgments*

Lodgments are matters initiated in the court system. Box 7.4 explains how lodgment data are collected for this chapter.

#### **Box 7.4 Explanation of lodgment data used in this chapter**

Lodgments reflect community demand for court services, such as dispute resolution and criminal justice. The different ways of counting a court's workload reflect the variety of work undertaken within the court system. The units of measurement of workload (or counting units) used within this chapter are:

- criminal courts — lodgment counts are based on the number of defendants
- civil and family courts — lodgment counts are based on the number of cases (except in children's courts where, if more than one child can be involved in an application, the counting unit is the number of children involved in the originating application)
- electronic infringement and enforcement systems — lodgment counts are based on the number of unpaid infringement notices
- coroners' courts — lodgment counts are based on the number of reported deaths (and, if relevant, reported fires).

Unless otherwise noted, the following types of lodgment are excluded from the criminal and/or civil lodgment data reported in this chapter:

- any lodgment that does not have a defendant element (such as applications for telephone taps etc.)
- extraordinary driver's licence applications
- bail procedures (including applications and review)
- directions
- warrants
- admissions matters (original applications to practice and mutual recognition matters)
- cross-claims
- secondary processes — for example, interlocutory matters, breaches of penalties (that is, bail, suspended sentences, probation)
- applications for default judgments (because the application is a secondary process).

*Source:* SCRGSP (2007), p. 6.2.

Table 7.2 (criminal) and table 7.3 (civil) outline the number of lodgments in 2006-07, by court level, for the Australian courts and for each State and Territory.

Nationally, in the criminal jurisdiction in 2006-07, there were 819 500 lodgments registered in the supreme, district/county and magistrates' courts, and approximately 1.66 million infringement notices processed in electronic infringement and enforcement systems (table 7.2).

**Table 7.2 Court lodgments — criminal, by court level, 2006-07 ('000)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
Supreme <sup>b</sup>	0.6	0.7	1.7	0.4	0.3	0.6	0.3	0.4	4.9
District/county <sup>b, c</sup>	10.4	5.0	7.0	2.4	1.6	..	..	..	26.3
Magistrates' (total) <sup>c</sup>	186.4	157.5	187.6	99.2	75.4	64.0	5.7	12.5	788.3
<i>Magistrates' (only)</i>	175.6	138.5	176.7	89.3	68.1	62.3	5.2	11.5	727.2
<i>Children's</i>	10.8	19.0	10.9	9.9	7.3	1.7	0.5	1.0	61.1
<b>All criminal courts</b>	<b>197.4</b>	<b>163.2</b>	<b>196.2</b>	<b>101.9</b>	<b>77.3</b>	<b>64.5</b>	<b>6.0</b>	<b>13.0</b>	<b>819.5</b>
Elec. infringement and enforcement systems <sup>d, e</sup>	..	837.7	498.1	176.0	151.1	..	..	..	1 663.0

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> Queensland Supreme and District Court data for the number of originating criminal lodgments is based on a count of the number of defendants who had an Indictment presented in the financial year, it is not a count of the number of defendants committed to the Supreme/District Court for trial or sentencing. <sup>c</sup> In Queensland, some Children's Court matters are heard in the District Court. As a result, the inclusion of all Children's Court matters in the Magistrates Court will lead to a slight overestimation of the Magistrates Court total and an underestimation of the District Court total. <sup>d</sup> Only Victoria, Queensland, WA and SA have electronic infringement and enforcement systems. In other states and territories, unpaid traffic infringement notices may be dealt with by other bodies that do not have the status of a court (such as a State debt recovery office). <sup>e</sup> Excludes unpaid court fines. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.1.

Nationally, 630 700 cases were lodged in civil jurisdiction courts (excluding Family courts, the Federal Magistrates Court, coroners' and probate courts), comprising 625 600 cases in the State and Territory supreme, district/county and magistrates' courts, and 5100 cases in the Federal Court (table 7.3). In the states and territories, an additional 56 900 probate matters were lodged in the supreme courts.

In the Australian court jurisdiction, in addition to the 5100 cases lodged in the Federal Court, 84 500 were matters lodged in the Federal Magistrates Court. Around 42 600 matters were filed in the family courts (approximately two thirds of these were filed in the Family Court of Australia and just over one third in the Family Court of WA).

In the Coroners courts, there were 20 500 reported deaths and fires. Reporting rates for deaths reported to a coroner varied across jurisdictions as a result of different reporting requirements. Deaths in institutions (such as nursing homes) of persons suffering intellectual impairment of any kind, for example, must be reported in SA but not in other jurisdictions. Reporting requirements also vary for fires. Fires may

be reported and investigated at the discretion of the coroner in NSW, Victoria, Tasmania and the ACT, but are excluded from the coroner's jurisdiction in Queensland, WA, SA and the NT. A disaggregation of coroners' court data by reported deaths and fires is in table 7A.2.

**Table 7.3 Court lodgments — civil, by court level, 2006-07 ('000)<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme (excl probate)/Federal	13.4	6.7	5.6	2.2	1.4	1.2	0.9	0.3	5.1	36.7
District/county	7.8	5.1	5.0	3.3	2.8	..	..	..	..	24.0
Magistrates' (total)	199.2	184.6	84.7	47.9	31.4	10.8	5.1	6.4	..	570.0
Magistrates' (only) <sup>b</sup>	191.9	179.7	81.3	46.4	30.2	10.4	5.0	6.2	..	551.2
Children's <sup>c, d, e</sup>	7.3	4.9	3.4	1.5	1.2	0.3	0.1	0.1	..	18.8
<b>All civil courts</b>	<b>220.4</b>	<b>196.4</b>	<b>95.3</b>	<b>53.4</b>	<b>35.6</b>	<b>11.9</b>	<b>6.0</b>	<b>6.6</b>	<b>5.1</b>	<b>630.7</b>
Family courts <sup>f</sup>	..	..	..	14.9	..	..	..	..	27.7	42.6
Federal Magistrates	..	..	..	..	..	..	..	..	84.5	84.5
Coroners' courts	6.0	5.1	3.2	1.6	1.9	0.6	1.8	0.3	..	20.5
Probate — supreme	21.1	16.2	6.4	5.2	5.2	2.1	0.6	0.1	..	56.9

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> The Victorian Magistrates' Court civil data include a proportion of lodgments from the Victorian Civil and Administrative Tribunal. <sup>c</sup> NSW lodgment data for children in the civil court are based on a count of each child listed in all new applications for care and protection, not just the originating application. <sup>d</sup> Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. <sup>e</sup> In the NT a perpetual file is held for each child, therefore additional applications are not lodged separately but as part of the original application. <sup>f</sup> Family Court of Australia data do not include instances where Family Court of Australia Registrars are given delegation to conduct Federal Magistrate Court divorce applications. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.2.

The number of lodgments per 100 000 people can be used to assist in understanding the comparative workload of a court in relation to the population size of the State or Territory. Tables 7A.3 and 7A.4 provide data on criminal and civil lodgments (per 100 000 people) respectively for each State and Territory.

### *Distribution of court lodgments*

The majority of both criminal and civil matters in Australia in 2006-07 were lodged in the magistrates' courts (table 7.4). Although a greater proportion of criminal matters were lodged in the district/county courts compared to the supreme courts, the opposite was true for civil matters.

**Table 7.4 Distribution of court lodgments, by court level, 2006-07<sup>a</sup>**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
<i>Criminal courts</i>										
Supreme	%	0.3	0.4	0.9	0.4	0.4	0.9	4.7	3.2	0.6
District/county <sup>b</sup>	%	5.3	3.1	3.6	2.3	2.0	..	..	..	3.2
Magistrates' (total) <sup>b</sup>	%	94.4	96.5	95.6	97.3	97.5	99.1	95.3	96.8	96.2
<b>All criminal courts<sup>c</sup></b>	<b>'000</b>	<b>197.4</b>	<b>163.2</b>	<b>196.2</b>	<b>101.9</b>	<b>77.3</b>	<b>64.5</b>	<b>6.0</b>	<b>13.0</b>	<b>819.5</b>
<i>Civil courts</i>										
Supreme <sup>d</sup>	%	6.1	3.4	5.9	4.1	3.8	9.8	14.8	4.3	5.1
District/county	%	3.6	2.6	5.2	6.2	7.9	..	..	..	3.8
Magistrates' (total) <sup>e</sup>	%	90.4	94.0	88.9	89.7	88.3	90.2	85.2	95.7	91.1
<b>All civil courts<sup>f</sup></b>	<b>'000</b>	<b>220.4</b>	<b>196.4</b>	<b>95.3</b>	<b>53.4</b>	<b>35.6</b>	<b>11.9</b>	<b>6.0</b>	<b>6.6</b>	<b>625.6</b>

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> In Queensland, some Children's Court matters are heard in the District Court. As a result, the inclusion of all Children's Court matters in the Magistrates Court will lead to a slight overestimation of the Magistrates Court total and an underestimation of the District Court total. <sup>c</sup> Excludes electronic infringement and enforcement systems (Victoria, Queensland, WA, SA). <sup>d</sup> Excludes probate matters. <sup>e</sup> The Victorian Magistrates' Court civil data include a proportion of lodgments from the Victorian Civil and Administrative Tribunal. <sup>f</sup> Excludes data for the Federal Court, family courts, the Federal Magistrates Court, and coroners' courts. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1-2.

## Finalisations

Finalisations represent the completion of matters in the court system. Each lodgment can be finalised only once. Matters may be finalised by adjudication, transfer, or another non-adjudicated method (such as withdrawal of a matter by the prosecution, or settlement by the parties).

Tables 7.5 (criminal) and 7.6 (civil) outline the number of finalisations in 2006-07, by court level, for the Australian courts and each State and Territory. Lodgments need not equal finalisations in any given year, because not all matters lodged in one year will be finalised in the same year.

In 2006-07, there were: 808 400 criminal finalisations in the supreme, district/county and magistrates' courts; and approximately 2.2 million infringement notices finalised through electronic infringement and enforcements systems (table 7.5).

Nationally, in 2006-07, 604 700 cases were finalised in the civil jurisdiction (excluding Family courts, the Federal Magistrates Court, coroners' and probate courts), comprising 599 400 civil cases finalised in the State and Territory supreme, district/county and magistrates' courts, and 5300 cases finalised in the Federal Court. In addition, the Federal Magistrates Court finalised 80 000 matters (mainly

family law forms plus some federal law cases) and the two family courts finalised 42 000 matters. The Family Court of WA processes a mixture of work that includes elements of the work dealt with by the different federal courts. There were around 19 300 finalisations (involving reported deaths and fires) in the coroners' courts (table 7.6).

**Table 7.5 Court finalisations — criminal, 2006-07 ('000)<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
Supreme	0.6	0.7	1.7	0.4	0.4	0.6	0.3	0.4	5.1
District/county <sup>b</sup>	9.7	4.4	6.7	2.7	1.5	..	..	..	25.0
Magistrates' (total) <sup>b</sup>	185.7	147.5	186.8	108.5	78.0	53.4	6.0	12.6	778.4
Magistrates' (only)	175.0	130.2	175.7	97.7	70.9	52.1	5.5	11.4	718.6
Children's	10.6	17.3	11.0	10.8	7.0	1.3	0.5	1.2	59.8
<b>All criminal courts</b>	<b>196.0</b>	<b>152.7</b>	<b>195.2</b>	<b>111.6</b>	<b>79.8</b>	<b>54.0</b>	<b>6.2</b>	<b>13.0</b>	<b>808.4</b>
Elec. infringement and enforcement systems <sup>c, d</sup>	..	1 472.1	427.5	165.0	145.8	..	..	..	2 210.3

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> In Queensland, some Children's Court matters are heard in the District Court. As a result, the inclusion of all Children's Court matters in the Magistrates Court will lead to a slight overestimation of the Magistrates Court total and an underestimation of the District Court total. <sup>c</sup> Only Victoria, Queensland, WA and SA have electronic infringement and enforcement systems. In other jurisdictions, unpaid traffic infringement notices may be dealt with by other bodies that do not have the status of a court (such as a State debt recovery office). Lodgment data for electronic infringement and enforcement systems exclude unpaid court fines. <sup>d</sup> WA electronic infringement and enforcement system finalisation data include all adjudicated finalisations except those where a time to pay arrangement has been entered into, but is not yet complete. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.5.

**Table 7.6 Court finalisations — civil, 2006-07 ('000)<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme <sup>b</sup> /Federal	14.3	7.8	5.4	2.9	1.3	1.7	1.1	0.3	5.3	40.1
District/county	8.6	5.0	6.1	3.7	3.2	..	..	..	..	26.6
Magistrates' (total)	188.4	154.4	90.3	51.5	30.9	11.3	5.8	5.5	..	538.0
Magistrates' (only) <sup>c</sup>	181.5	150.1	86.9	50.3	29.6	11.0	5.6	5.4	..	520.4
Children's <sup>d</sup>	6.9	4.3	3.4	1.2	1.2	0.3	0.1	0.1	..	17.6
<b>All civil courts</b>	<b>211.3</b>	<b>167.2</b>	<b>101.9</b>	<b>58.1</b>	<b>35.3</b>	<b>13.0</b>	<b>6.8</b>	<b>5.8</b>	<b>5.3</b>	<b>604.7</b>
Family courts <sup>e, f</sup>	..	..	..	10.7	..	..	..	..	31.3	42.0
Federal Magistrates	..	..	..	..	..	..	..	..	80.0	80.0
Coroners' courts	5.5	4.8	3.1	1.3	1.9	0.5	1.8	0.3	..	19.3

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> Supreme court data exclude finalisations of uncontested probate cases. <sup>c</sup> The Victorian Magistrates' Court civil data include a proportion of finalisations from the Victorian Civil and Administrative Tribunal. <sup>d</sup> Queensland Children's Court data for civil cases are based on a count of cases, not the number of children involved in the care and protection case. <sup>e</sup> Family Court of Australia data do not include instances where its Registrars: are given delegation to conduct Federal Magistrates Court divorce applications; or accept settlement agreements while conducting conferences on Federal Magistrates Court matters. <sup>f</sup> The Family Court of Australia does not deem a matter finalised even if it has not had a court event for at least 12 months as this is not consistent with its case management practices. .. Not applicable.

Source: Australian, State and Territory court administration authorities/departments (unpublished); table 7A.6.

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The number of finalisations per 100 000 people is available in tables 7A.7 and 7A.8.

## 7.2 Framework of performance indicators

The framework of performance indicators is based on common objectives for court administration services across Australia (box 7.5). The emphasis placed on each objective may vary across states and territories and court level.

### Box 7.5 Objectives for court administration

Objectives for court administration are:

- to be open and accessible
- to process matters in an expeditious and timely manner
- to provide due process and equal protection before the law
- to be independent yet publicly accountable for performance.

In addition, all governments aim to provide court administration services in an efficient manner.

### The performance indicator framework

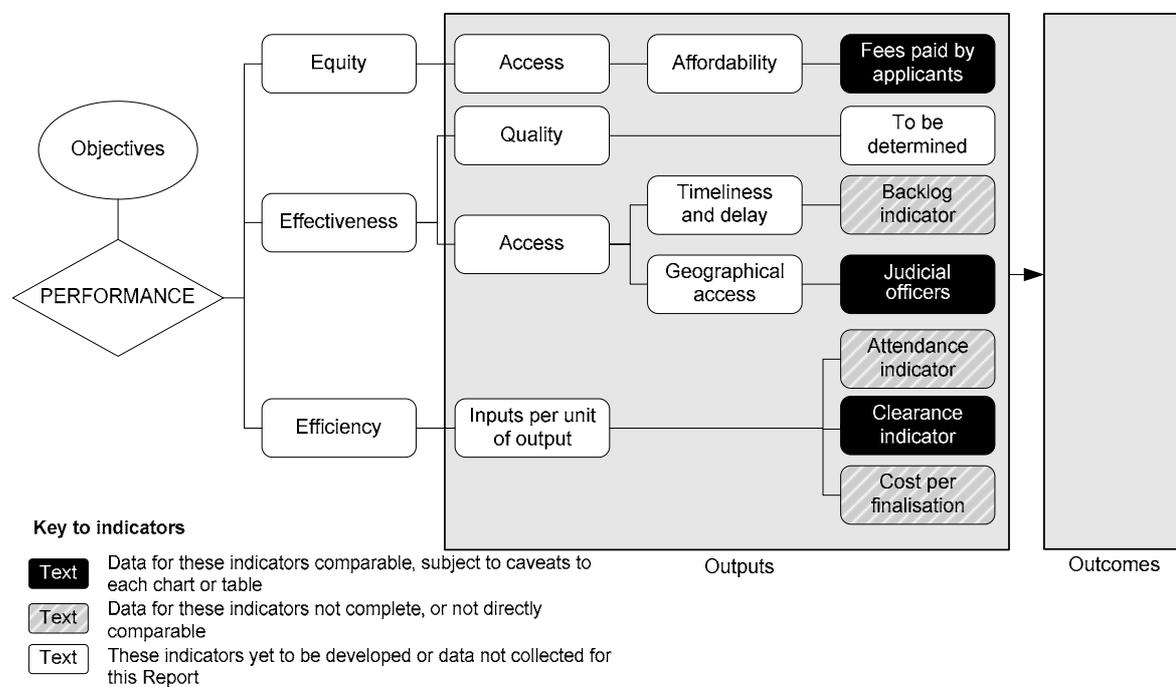
The performance indicator framework is shown in figure 7.3. For all data, the text includes relevant caveats and supporting commentary. Indicators that are considered comparable are only comparable subject to the caveats and footnotes accompanying the definition of the indicator, and tables of indicator results. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Each indicator in the framework is briefly described below, while more information about each indicator can be found in relevant text boxes that are provided with the performance indicator results in section 7.3:

- *fees paid by applicants* — an indicator of the average court fees paid per lodgment (box 7.6)
- *backlog indicator* — an indicator of case processing timeliness that relates the age (in elapsed time) of a court's pending caseload against time standards (box 7.8)
- *judicial officers* — an indicator that represents the availability of resources (that is, the number of officers who can make enforceable orders of the court) (box 7.11)

- *attendance indicator* — an efficiency indicator derived from the average number of attendances required to reach finalisation for all cases finalised during the year (box 7.12)
- *clearance rate* — an indicator showing whether the volume of case finalisations has matched the volume of case lodgments during the reporting period. It indicates whether a court’s pending caseload has increased or decreased over that period (box 7.13)
- *cost per finalisation* — an efficiency indicator derived by dividing the total net recurrent expenditure within each court for the financial year by the total number of finalisations for the same period (box 7.14).

Figure 7.3 Performance indicator framework for court administration



As shown in figure 7.3, all of the indicators reported in this chapter are output indicators. Outputs are the actual services delivered, while outcomes are the impact of these services on the status of an individual or group (see chapter 1, section 1.5). To date, no specific outcome indicators have been identified for court administration. The activities of court administrators lead to broader outcomes within the overall justice system that are not readily addressed by this service specific chapter.

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## 7.3 Key performance indicator results

Different delivery locations, caseloads, casemixes and government policies may affect the equity, effectiveness and efficiency of court administration services. The allocation of cases to different courts also differs across states and territories and Australian courts. Performance comparison needs to account for these factors. In addition to the material in boxes 7.1, 7.2 and 7.3, appendix A — the statistical appendix — contains detailed statistics and short profiles on each State and Territory, and other data which may assist in interpreting the performance indicators presented in this chapter.

The court administration data collection is based on national counting rules, so data presented in this chapter may differ from data published by individual jurisdictions in their annual reports. There also may be differences from the data reported in the Australian Bureau of Statistics (ABS) Criminal Courts publication (ABS 2007).

The Steering Committee focuses on providing the best available data in a timely fashion. Jurisdictions, when signing off the data, acknowledge that the data have been supplied according to the nationally agreed counting rules. Where a jurisdiction advises that it has diverged from these counting rules, this divergence is appropriately footnoted in the table and surrounding text.

The Steering Committee recognises that this collection (unlike some other data collections) does not have an intermediary data collector or validator akin to the Australian Institute of Health and Welfare or the ABS. The reporting process in this chapter is one of continual improvement and refinement, with the long term aim of developing a national data collection that covers court administration activities across the Australian, State and Territory jurisdictions in a timely and comparable way.

### Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

#### *Equity — fees paid by applicants*

A description of this indicator is contained in box 7.6.

### Box 7.6 Fees paid by applicants

'Fees paid by applicants' is an indicator of the average court fees paid per lodgment.

It is derived by dividing the total court fees collected by the number of lodgments in a year.

Court fees largely relate to civil cases. Providing court administration service quality is held constant, lower court fees help keep courts accessible.

It is important to note that court fees are only part of the costs faced by litigants (with legal fees being more significant).

In 2006-07, average court fees paid per lodgment were greater in supreme courts than in district/county and magistrates' courts (table 7.7). This was consistent across all jurisdictions.

Table 7.7 Average civil court fees collected per lodgment, 2006-07 (dollars)<sup>a</sup>

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total <sup>b</sup>
Supreme (excl probate)/Federal	1 696	1 303	591	1 425	1 182	457	1 026	618	1 271	1 298
District/county	1 239	931	513	771	468	..	..	..	..	868
Magistrates' (total) <sup>c</sup>	128	81	101	86	102	67	54	59	..	101
<i>Magistrates' (only)</i>	133	83	105	89	106	69	55	60	..	105
<i>Children's</i>	1	..	–	2	4	..	..	..	..	1
Family courts <sup>d</sup>	..	..	..	138	..	..	..	..	69	93
Federal Magistrates	..	..	..	..	..	..	..	..	186	186
Probate — supreme	841	286	445	508	622	353	627	620	..	568

<sup>a</sup> Some jurisdictions charge corporations twice the amount individuals are charged, therefore the average fees do not always represent the charge to individuals. <sup>b</sup> Totals are a weighted average; derived by dividing the total of all fees, by the total of all lodgments, for each court level presented in the table. <sup>c</sup> The Victorian Magistrates Court fees include civil and criminal court fees (though the criminal component is relatively small), and fees paid through the Victorian Civil Administrative Tribunal. <sup>d</sup> Many of the Family Court of Australia's applications do not attract a fee. .. Not applicable. – Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.16.

The average fees collected by the Australian, State and Territory courts vary for many reasons and caution should be used in making direct comparisons.

The level of cost recovery from the collection of court fees varied across court levels and across jurisdictions in 2006-07 (table 7.8). Nationally, for the states and territories in total, the proportion of costs recovered via court fees was greatest in the magistrates' courts, followed by the district/county courts and then the supreme

courts. Cost recovery was lowest in the children's courts and in the Family Court of Australia where many applications do not attract a fee.

**Table 7.8 Civil court fees collected as a proportion of civil recurrent expenditure (cost recovery), 2006-07 (per cent)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>	<i>Total</i>
Supreme <sup>c</sup> /Federal	36.7	33.5	20.5	14.3	16.6	16.0	23.6	3.6	7.1	19.9
District/county	35.6	21.3	30.5	17.3	15.5	..	..	..	..	25.7
Magistrates' (total) <sup>d</sup>	38.0	39.7	29.3	26.0	25.2	41.8	5.7	9.3	..	33.3
<i>Magistrates' (only)</i> <sup>d</sup>	42.6	45.4	33.9	26.9	26.6	42.0	6.1	9.5	..	37.1
<i>Children's</i>	0.1	..	–	0.5	0.7	..	..	..	..	0.1
Family courts <sup>e</sup>	..	..	..	9.9	..	..	..	..	1.5	2.8
Federal Magistrates	..	..	..	..	..	..	..	..	25.4	25.4

<sup>a</sup> Recurrent expenditure excludes payroll tax. <sup>b</sup> Some jurisdictions charge corporations twice the amount individuals are charged, therefore the average fees do not always represent the charge to individuals. <sup>c</sup> Excludes probate costs. <sup>d</sup> The Victorian Magistrates' Court fees include civil and criminal court fees (though the criminal component is relatively small), and fees paid through the Victorian Civil Administrative Tribunal. <sup>e</sup> Many of the Family Court of Australia's applications do not attract a fee. .. Not applicable. – Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.15.

### *Effectiveness — quality*

The Steering Committee has identified quality as an important measure of court administration performance (box 7.7).

#### **Box 7.7 Indicators of quality**

Indicators of quality for court administration have not yet been identified. The perceptions of court users about the quality of the services delivered by courts may be strongly influenced by the outcomes of judicial decisions (which are not the subject of this chapter). Isolating perceptions of the quality of court administration may be difficult.

### *Effectiveness — backlog indicator*

The backlog indicator is an indicator of case processing timeliness, described in box 7.8. This indicator compares the age (in elapsed time) of a court's pending caseload against nominated time standards. Pending counts are taken at 30 June each year and, at the same time, an age analysis of the pending caseload is undertaken against the time standards.

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Results can be affected by the complexity and distribution of cases, which may vary across court levels within each State and Territory and the Australian courts (boxes 7.1, 7.2 and 7.3). Additionally, Tasmania, the ACT and the NT have a two-tier court system (that is, they do not have a district/county court), whereas the other states and territories have a three-tier court system. This difference needs to be taken into account when comparing the results of the backlog indicator.

Case processing timeliness can also be affected by delays caused by factors outside the direct control of court administration.

**Box 7.8 Backlog indicator**

The 'backlog indicator' is an indicator of case processing timeliness.

It is derived by comparing the age (in elapsed time) of a court's pending caseload against time standards.

The following national standards have been set:

The Federal Magistrates Court, magistrates' and children's courts:

- no more than 10 per cent of lodgments pending completion are to be more than 6 months old
- no lodgments pending completion are to be more than 12 months old.

Supreme courts, the Federal Court, district/county, family and coroners' courts and all appeals:

- no more than 10 per cent of lodgments pending completion are to be more than 12 months old
- no lodgments pending completion are to be more than 24 months old.

Performance relative to the timeliness standards indicates effective management of caseloads, and court accessibility.

Time taken to process cases is not necessarily court administration delay. Some delays are caused by factors other than those related to the workload of the court (for example, a witness being unavailable).

Data on the backlog indicator for criminal matters is contained in table 7.9. In the criminal jurisdiction, those defendants who failed to appear when required and had warrants issued have been excluded from the pending caseload count.

**Table 7.9 Backlog indicator — all criminal matters, as at 30 June 2007**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<b>Higher<sup>a, b</sup> — appeal</b>									
Pending caseload	no.	1 616	1 526	470	135	90	11	38	12
<i>cases &gt; 12 mths</i>	%	2.5	16.4	16.4	14.1	5.6	—	26.3	16.7
<i>cases &gt; 24 mths</i>	%	0.2	2.4	1.3	2.2	—	—	13.2	16.7
<b>Higher<sup>a, b</sup> — non-appeal<sup>c</sup></b>									
Pending caseload	no.	1 768	2 638	2 777	1 159	1 315	180	202	75
<i>cases &gt; 12 mths</i>	%	9.7	24.2	18.6	27.7	27.9	13.3	23.8	14.7
<i>cases &gt; 24 mths</i>	%	1.5	4.7	6.5	5.1	5.8	2.2	4.0	13.3
<b>Supreme<sup>b</sup> — appeal</b>									
Pending caseload	no.	194	432	111	135	90	11	38	12
<i>cases &gt; 12 mths</i>	%	1.0	22.9	3.6	14.1	5.6	—	26.3	16.7
<i>cases &gt; 24 mths</i>	%	1.0	2.8	0.9	2.2	—	—	13.2	16.7
<b>Supreme<sup>b</sup> — non-appeal<sup>c</sup></b>									
Pending caseload	no.	121	171	474	66	40	180	202	75
<i>cases &gt; 12 mths</i>	%	13.2	33.9	19.2	4.5	25.0	13.3	23.8	14.7
<i>cases &gt; 24 mths</i>	%	4.1	10.5	4.6	—	2.5	2.2	4.0	13.3
<b>District/county — appeal<sup>d</sup></b>									
Pending caseload	no.	1 422	1 094	359	..	..	..	..	..
<i>cases &gt; 12 mths</i>	%	2.7	13.9	20.3	..	..	..	..	..
<i>cases &gt; 24 mths</i>	%	0.1	2.2	1.4	..	..	..	..	..
<b>District/county — non-appeal</b>									
Pending caseload	no.	1 647	2 467	2 303	1 093	1 275	..	..	..
<i>cases &gt; 12 mths</i>	%	9.5	23.6	18.5	29.1	28.0	..	..	..
<i>cases &gt; 24 mths</i>	%	1.3	4.3	6.9	5.4	5.9	..	..	..
<b>Magistrates'</b>									
Pending caseload	no.	17 900	34 119	34 022	11 029	24 590	24 931	1 219	na
<i>cases &gt; 6 mths</i>	%	9.4	20.3	32.6	26.0	33.4	34.0	16.4	na
<i>cases &gt; 12 mths</i>	%	1.5	5.5	16.9	9.3	15.2	7.9	7.1	na
<b>Children's</b>									
Pending caseload	no.	1 591	4 398	2 243	1 354	1 779	834	205	na
<i>cases &gt; 6 mths</i>	%	10.4	11.7	29.9	17.6	21.4	29.1	20.5	na
<i>cases &gt; 12 mths</i>	%	1.3	2.0	13.2	5.8	8.1	13.2	5.9	na

<sup>a</sup> Higher refers to supreme and district/county courts combined. <sup>b</sup> In NSW, the criminal casemix of the Supreme Court is principally murder and manslaughter cases and therefore not directly comparable with supreme courts in other states and territories. <sup>c</sup> Queensland Supreme and District Court data in respect to the age of pending non-appeal cases are calculated based on the date the Indictment is presented in the Supreme/District Court, not the committal order date in the Magistrates Court. <sup>d</sup> There is no criminal appellate jurisdiction in the district courts in WA or SA. All criminal appeals from the magistrates' courts go directly to the supreme courts in these states. **na** Not available. **..** Not applicable. **—** Nil or rounded to zero.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.17.

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Case processing timeliness in civil cases can be affected by several factors (box 7.9).

**Box 7.9 Civil timeliness factors**

The following factors may affect the timeliness of case processing in the civil courts:

- where civil cases are contested, a single case may involve several related applications or issues that require judgments and decisions by the court
- the parties to a case can significantly affect the conduct and timeliness of a case — that is, matters often may be adjourned at the instigation of, and by the consent of, the parties — such consent arrangements are outside the control of the court
- the court may employ case management or other dispute resolution processes (for example, mediation) that are alternatives to formal adjudication
- an inactive case is regarded as finalised (or closed) one year after the last action on the case (as per the rules for this data collection).

Case processing timeliness in criminal cases (and for some civil cases) can also be affected by orders or programs that are initiated following a court lodgment, but prior to a court finalisation. These programs or orders are commonly referred to as diversion programs and are outlined in more detail in box 7.10.

Different case completion times in the civil jurisdiction of the states and territories generally reflect different case flow management practices, the individual needs of cases, and the priority given to criminal matters.

Data on the backlog indicator for civil matters is contained in table 7.10. In the civil jurisdiction, those lodgments that have not been acted upon in the past 12 months are counted as finalised for the purpose of this Report, the aim being to focus on those matters that are part of an ‘active pending’ population. For this Report, the Victorian magistrates’ courts have not applied this deeming rule, which may result in an increased pending caseload with longer duration. Some courts (for example, the Australian courts) proactively manage all their civil cases. Consequently, cases that, by their nature, cannot be finalised for a lengthy period are not deemed finalised, but continue to be monitored from time to time by these courts, and are included in their civil pending data.

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### Box 7.10 **Diversion programs and the impact on timeliness**

Courts offer diversion programs to improve the quality of outcomes within the justice system and for the community generally. Diversion programs can involve processes that are outside the control of court administration. The period between lodgment and finalisation can be affected by those processes.

Within the criminal justice system, diversion programs are usually focussed on rehabilitation for the defendant and/or restoration for the victim. They are most often (but not exclusively) used in the magistrates' courts, and usually are voluntary. Examples include:

- referral of defendants to drug programs (from counselling through to treatment programs) — available in all states and territories except Tasmania
- referral of defendants to a mental health court (Queensland and SA) or for various mental health assessments (NSW and the ACT)
- referral of defendants to a family violence court (WA and SA) for participation in targeted programs
- referral of defendants to an Indigenous court or Circle Sentencing program (NSW, Victoria, Queensland, SA and the ACT).

The processes listed above can range in completion times between one week and seven years. With some diversion programs, success will delay finalisation significantly. For example, some drug court programs can require compliance for 12 months or longer before the defendant is considered to have completed the program.

Within the civil justice system, diversion programs can be a quicker and cheaper form of dispute resolution. Examples include:

- mediation — referrals can be made at any time during the proceedings. A court may require parties to complete a mediation program within a specified time, or can consider the timeframe to be 'open-ended' (for example, referrals to the Native Title Tribunal). Completion time can also be affected by the complexity of the dispute and the number of parties involved, and can therefore vary significantly from case to case. Usually all parties consent to use mediation, but in some states parties can be ordered to mediate their dispute
- arbitration — referrals are usually made early in the proceedings and the court supervises the process. The hearing is shorter than a court hearing. Participation can be voluntary or by order
- reference to a referee — technical issues arising in proceedings may be referred to suitably qualified experts (referees) for inquiry and report. The court supervises the process and may adopt, vary or reject the report.

Success at mediation (settlement of the case) or at arbitration (acceptance of the arbitrator's award) generally finalises cases earlier than if finalised by trial and judgment. Where the mediation or arbitration is unsuccessful, the delaying effect on finalisation is highly variable.

Table 7.10 Backlog indicator — all civil matters, as at 30 June 2007

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<b>Higher<sup>a</sup> — appeal</b>										
Pending caseload	no.	634	346	195	326	70	50	44	36	534
cases > 12 mths	%	13.9	26.3	11.3	27.0	10.0	36.0	9.1	13.9	8.4
cases > 24 mths	%	2.8	3.2	—	4.6	2.9	—	—	5.6	6.0
<b>Higher (excl probate)<sup>a</sup> — non-appeal<sup>b</sup></b>										
Pending caseload	no.	14 268	10 124	9 845	4 581	3 762	1 553	1 348	228	2 678
cases > 12 mths	%	26.6	31.8	27.4	35.1	41.5	42.9	47.9	59.2	50.3
cases > 24 mths	%	10.7	12.3	7.9	19.8	19.7	25.1	19.7	35.5	34.7
<b>Supreme/Federal — appeal</b>										
Pending caseload	no.	600	265	102	232	64	50	44	36	534
cases > 12 mths	%	14.7	27.9	2.0	19.8	10.9	36.0	9.1	13.9	8.4
cases > 24 mths	%	3.0	4.2	—	3.4	3.1	—	—	5.6	6.0
<b>Supreme (excl probate)/Federal — non-appeal<sup>b</sup></b>										
Pending caseload	no.	7 397	4 128	5 319	1 971	675	1 553	1 348	228	2 678
cases > 12 mths	%	26.8	26.3	28.1	43.4	34.2	42.9	47.9	59.2	50.3
cases > 24 mths	%	12.2	5.2	8.4	24.4	17.2	25.1	19.7	35.5	34.7
<b>District/county — appeal</b>										
Pending caseload	no.	34	81	93	94	6	..	..	..	..
cases > 12 mths	%	—	21.0	21.5	44.7	—	..	..	..	..
cases > 24 mths	%	—	—	—	7.4	—	..	..	..	..
<b>District/county — non-appeal</b>										
Pending caseload	no.	6 871	5 996	4 526	2 610	3 087	..	..	..	..
cases > 12 mths	%	26.2	35.6	26.4	28.8	43.1	..	..	..	..
cases > 24 mths	%	9.1	17.2	7.2	16.4	20.3	..	..	..	..
<b>Magistrates<sup>c, d</sup></b>										
Pending caseload	no.	na	14 450	35 597	24 718	15 326	4 908	1 772	936	..
cases > 6 mths	%	na	23.4	43.7	30.7	40.9	35.0	43.6	43.1	..
cases > 12 mths	%	na	10.5	7.0	5.0	9.5	4.7	11.9	29.0	..
<b>Family courts — appeal</b>										
Pending caseload	no.	..	..	..	52	..	..	..	..	223
cases > 12 mths	%	..	..	..	82.7	..	..	..	..	31.4
cases > 24 mths	%	..	..	..	57.7	..	..	..	..	14.3
<b>Family courts — non-appeal<sup>e</sup></b>										
Pending caseload	no.	..	..	..	11 167	..	..	..	..	11 002
cases > 12 mths	%	..	..	..	41.4	..	..	..	..	37.9
cases > 24 mths	%	..	..	..	25.4	..	..	..	..	20.2
<b>Federal Magistrates</b>										
Pending caseload	no.	..	..	..	..	..	..	..	..	28 041
cases > 6 mths	%	..	..	..	..	..	..	..	..	30.3
cases > 12 mths	%	..	..	..	..	..	..	..	..	16.0
<b>Coroners' courts</b>										
Pending caseload	no.	3 588	3 194	2 311	1 452	1 310	267	229	287	..
cases > 12 mths	%	27.5	23.8	25.4	30.3	17.4	26.6	31.9	19.2	..
cases > 24 mths	%	14.1	na	9.6	11.0	7.9	11.6	15.3	7.3	..

(Continued on next page)

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**Table 7.10 (Continued)**

<sup>a</sup> Higher refers to State and Territory supreme courts and district/county courts combined, and includes the Federal Court. <sup>b</sup> Non-appeal matters for the Federal Court include a significant number of Native Title matters which by nature are both long and complex. <sup>c</sup> Excludes children's courts. <sup>d</sup> The Victorian Magistrates' Court civil data include a proportion of pending caseload from the Victorian Civil and Administrative Tribunal. <sup>e</sup> The Family Court of Australia does not 'deem' a matter finalised even if it has not had a court event for at least 12 months because of its case management practices. Therefore some matters may be affected by proceedings in other courts and are counted as pending but are currently inactive. **na** Not available. **..** Not applicable. – Nil or rounded to zero.

Source: Australian, State and Territory court authorities and departments (unpublished); table 7A.18.

### *Effectiveness — judicial officers*

This indicator relates access to the number of judicial officers available to deal with cases. It reports the number of judicial officers available to deal with cases, in relation to population size (box 7.11).

#### **Box 7.11 Judicial officers**

'Judicial officers' is an indicator that represents the availability of resources.

Judicial officers are officers who can make enforceable orders of the court. For the purposes of this chapter, the definition of a judicial officer includes:

- judges
- magistrates
- masters
- coroners
- judicial registrars
- all other officers who, following argument and giving of evidence, make enforceable orders of the court.

Numbers are expressed in full time equivalent terms and based on the proportion of time spent on judicial functions. They are also presented in comparison to the population of each jurisdiction.

A higher proportion of judicial officers in the population indicates potentially greater access to the judicial system. However, the indicator is not able to take account of other factors that may impact on access, including judicial workload (number of cases per judicial officer), geographical dispersion or population density.

The number of full time equivalent judicial officers for each court level is outlined in table 7.11. In all State and Territory jurisdictions with a three-tier system, there were more judicial officers in the magistrates' courts than in the district/county courts, and (apart from WA) more officers in the district/county courts than in the supreme courts.

**Table 7.11 Judicial officers, full time equivalent, 2006-07<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme/Federal	58.6	44.0	24.7	30.3	15.1	7.0	6.3	7.9	55.0	248.9
District/county	69.4	52.3	30.7	27.2	20.2	..	..	..	..	199.7
Magistrates <sup>b</sup>	113.0	135.0	61.4	43.0	37.0	10.8	6.0	11.9	..	418.1
Children's	18.0	8.0	6.1	5.3	4.2	0.7	1.0	1.1	..	44.4
Family courts	..	..	..	13.9	..	..	..	..	44.6	58.5
Federal Magistrates	..	..	..	..	..	..	..	..	52.0	52.0
Coroners' courts	5.0	7.0	6.2	2.0	2.0	0.4	1.0	1.5	..	25.1
<b>Total<sup>c</sup></b>	<b>264.0</b>	<b>246.3</b>	<b>129.1</b>	<b>121.7</b>	<b>78.5</b>	<b>18.9</b>	<b>14.2</b>	<b>22.4</b>	<b>151.6</b>	<b>1 046.6</b>

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> The data for Victoria include a proportion of judicial officers from the Victorian Civil and Administrative Tribunal. <sup>c</sup> Excludes electronic infringement and enforcement systems as they do not have open court sittings and therefore do not require judicial officers. .. Not applicable.

Source: Australian, State and Territory court administration departments (unpublished); table 7A.20.

Table 7.12 shows the number of judicial officers per 100 000 people.

**Table 7.12 Judicial officers, full time equivalent, per 100 000 people, 2006-07**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts <sup>a</sup>	Total <sup>b</sup>
Population ('000) <sup>c, d</sup>	6 855	5 165	4 132	2 081	1 576	492	336	213	..	20 852
<i>Judicial officers per 100 000 people</i>										
Supreme/Federal	0.9	0.9	0.6	1.5	1.0	1.4	1.9	3.7	0.3	1.2
District/county	1.0	1.0	0.7	1.3	1.3	..	..	..	..	1.0
Magistrates <sup>e</sup>	1.6	2.6	1.5	2.1	2.3	2.2	1.8	5.6	..	2.0
Children's	0.3	0.2	0.1	0.3	0.3	0.1	0.3	0.5	..	0.2
Family courts	..	..	..	0.7	..	..	..	..	0.2	0.3
Federal Magistrates	..	..	..	..	..	..	..	..	0.2	0.2
Coroners' courts	0.1	0.1	0.1	0.1	0.1	0.1	0.3	0.7	..	0.1
<b>Total<sup>f</sup></b>	<b>3.9</b>	<b>4.7</b>	<b>3.1</b>	<b>5.9</b>	<b>5.0</b>	<b>3.9</b>	<b>4.2</b>	<b>10.5</b>	<b>0.7</b>	<b>5.0</b>

<sup>a</sup> The Australian courts results have been derived using the total population figure for Australia. <sup>b</sup> Totals are a weighted average; derived by dividing the total number of judicial FTE at each court level, by the Australian population (per 100 000). <sup>c</sup> Population total for Australia includes 'Other territories'. <sup>d</sup> Population data for the financial year is the midpoint (i.e. 31 December 2006) estimate. <sup>e</sup> Data for the Victorian magistrates court include a proportion of judicial officers from the Victorian Civil and Administrative Tribunal. <sup>f</sup> Excludes electronic infringement and enforcement systems as they do not have open court sittings and therefore do not require judicial officers. .. Not applicable.

Source: Australian, State and Territory court administration departments (unpublished); table 7A.20. ABS (2007) *Australian Demographic Statistics*, December Quarter, Cat. no. 3101.0; table AA.2.

### *Efficiency — attendance indicator*

The Steering Committee has identified the number of court attendances required to reach finalisation as an indicator of efficiency in the courts (box 7.12). Attendance

data can be difficult to collect. Due to system limitations, some jurisdictions supply data on listed hearings rather than actual attendances in court.

**Box 7.12 Attendance indicator**

The ‘attendance indicator’ is an indicator where court attendances act as a proxy for input costs. Alternative efficiency indicators are under development.

The number of attendances is the number of times that parties or their representatives are required to be present in court to be heard by a judicial officer or mediator/arbitrator where binding orders can be made. The number includes appointments that are adjourned or rescheduled.

The attendance indicator is presented simply as the average number of attendances required to reach finalisation for all cases finalised during the year (no matter when the attendance occurred).

Fewer attendances may suggest a more efficient process. However, this should be balanced against the argument that the number of attendances will increase if rehabilitation or diversionary programs are used, or if intensive case management is used. Both these aspects are believed to improve the quality of outcomes:

- rehabilitation and diversionary programs aim to provide therapeutic benefits for the offenders, and benefits of reduced recidivism for the community
- intensive case management is believed to maximise the prospects of settlement (and thereby reduce the litigant’s costs, the number of cases queuing for hearing, and the flow of work on to appellate courts), or, alternatively, to narrow the issues for trial (thus shortening trial time and also reducing costs and the queuing time for other cases waiting for hearing).

Attendance indicator results for criminal proceedings are reported in table 7.13.

**Table 7.13 Attendance indicator — criminal, 2006-07<sup>a</sup>**

	<i>NSW<sup>b</sup></i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<i>Average attendances per finalisation</i>								
Supreme	na	2.5	3.2	2.8	4.6	6.2	6.1	5.8
District/county	na	4.7	4.1	4.9	6.9	..	..	..
Magistrates <sup>c</sup>	na	3.3	2.1	2.1	3.0	2.0	3.8	3.1
Children’s	na	2.7	2.3	2.7	3.5	5.1	6.0	4.2

<sup>a</sup> Excludes data for the electronic infringement and enforcement systems. <sup>b</sup> NSW data are not available. <sup>c</sup> The data for Victoria include a proportion of hearings from the Victorian Civil and Administrative Tribunal. **na** Not available. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.19.

Attendance indicator results for civil proceedings are reported in table 7.14.

Table 7.14 **Attendance indicator — civil, 2006-07**

	NSW <sup>a</sup>	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<i>Average attendances per finalisation</i>									
Supreme (excl probate) <sup>b</sup> /Federal	na	1.4	1.6	3.0	4.4	na	4.9	3.9	3.3
District/courty <sup>b</sup>	na	2.6	0.8	3.2	4.4	..	..	..	..
Magistrates <sup>c</sup>	na	1.0	0.7	0.8	0.7	na	1.5	1.7	..
Children's <sup>d</sup>	na	2.3	2.4	4.6	2.5	..	7.9	1.8	..
Family courts <sup>e</sup>	..	..	..	1.7	..	..	..	..	3.2
Federal Magistrates <sup>f</sup>	..	..	..	..	..	..	..	..	1.6
Coroners' courts	na	1.0	3.1	1.0	1.3	1.8	5.1	1.0	..

<sup>a</sup> NSW attendance data are not available. <sup>b</sup> Queensland Supreme and District Court data for the count of attendances in the civil jurisdiction varies from the national counting rules. Multiple attendances are counted for a single Court event, e.g. trials listed for multiple consecutive days. It also includes attendances for unfinalised cases. Attendances are not counted for case managed Court events. <sup>c</sup> The Victorian Magistrates' Court data include a proportion of hearings from the Victorian Civil and Administrative Tribunal. <sup>d</sup> Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. <sup>e</sup> Family Court of Australia data include all conference events that may have a binding order made. It also contains events that may not require attendance of parties, such as a divorce hearing, and are included as they form part of the lodgment and finalisation data. Attendances for appeal cases were not available, however the number of appeal hearings is relatively small and the effect on the attendance indicator is not significant. <sup>f</sup> Federal Magistrates Court attendance data exclude responses to applications. **na** Not available. **..** Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.19.

In the context of the attendance indicator, it is important to note that Alternative Dispute Resolution (ADR) can resolve certain matters out of court and thereby reduce the need for judicial hearings. Accordingly, differences between and within states and territories in the availability and use of ADR can affect the comparability of the attendance indicator.

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## *Efficiency — clearance rate*

The clearance rate is presented in this Report as an indicator of efficiency. It shows whether the volume of finalisations matched the volume of lodgments in the same reporting period (box 7.13).

### **Box 7.13 Clearance rate**

The 'clearance rate' shows whether the volume of case finalisations has matched the volume of case lodgments during the reporting period. It indicates whether a court's pending caseload should have increased or decreased over that period.

It is derived by dividing the number of finalisations in the reporting period by the number of lodgments in the same period. The result is multiplied by 100 to convert to a percentage. The following can assist in interpretation of this indicator:

- a figure of 100 per cent indicates that, during the reporting period, the court finalised as many cases as were lodged, and the pending caseload should be similar to the pending caseload 12 months earlier
- a figure greater than 100 per cent indicates that, during the reporting period, the court finalised more cases than were lodged, and the pending caseload should have decreased
- a figure less than 100 per cent indicates that, during the reporting period, the court finalised fewer cases than were lodged, and the pending caseload should have increased.

The clearance rate should be interpreted alongside lodgment and finalisation data, and the backlog indicator, reported earlier in this chapter. Trends over time should also be considered.

The clearance rate can be affected by external factors (such as those causing changes in lodgment rates), as well as by changes in a court's case management practices.

Lodgments are a reflection of demand for court services. As noted previously, lodgments need not equal finalisations in any given year because not all matters lodged in one year will be finalised in the same year. Consequently, results for this indicator need to be interpreted alongside changes in lodgment, finalisation and pending counts. Trends over time may also provide additional context when interpreting results for the clearance rate indicator.

Tables for clearance rate data in 2006-07 are presented separately for the criminal and civil jurisdictions in tables 7.15 and 7.16. Where relevant, the clearance rate data have been disaggregated between appeal and non-appeal matters.

Table 7.15 Clearance indicator — all criminal matters, 2006-07<sup>a</sup>

	<i>units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<b>Supreme — appeal</b>									
Lodgments	'000	0.46	0.48	0.34	0.16	0.27	0.04	0.06	0.03
Finalisations	'000	0.48	0.44	0.35	0.24	0.27	0.04	0.07	0.03
<i>Clearance rate</i>	%	102.8	92.9	104.1	150.6	99.6	107.9	104.8	122.2
<b>Supreme — non-appeal<sup>b</sup></b>									
Lodgments	'000	0.14	0.19	1.33	0.21	0.05	0.51	0.22	0.39
Finalisations	'000	0.11	0.25	1.35	0.20	0.10	0.57	0.19	0.39
<i>Clearance rate</i>	%	80.0	129.6	101.8	96.6	198.0	110.1	85.3	99.2
<b>District/county — appeal<sup>c</sup></b>									
Lodgments	'000	6.94	2.29	0.39	..	..	..	..	..
Finalisations	'000	6.66	2.17	0.29	..	..	..	..	..
<i>Clearance rate</i>	%	95.9	94.6	75.0	..	..	..	..	..
<b>District/county — non-appeal<sup>b</sup></b>									
Lodgments	'000	3.46	2.73	6.58	2.38	1.58	..	..	..
Finalisations	'000	3.08	2.26	6.39	2.69	1.47	..	..	..
<i>Clearance rate</i>	%	89.1	82.9	97.2	113.0	93.0	..	..	..
<b>Magistrates'</b>									
Lodgments	'000	175.62	138.55	176.69	89.29	68.10	62.29	5.15	11.51
Finalisations	'000	175.04	130.23	175.72	97.68	70.95	52.12	5.47	11.36
<i>Clearance rate</i>	%	99.7	94.0	99.5	109.4	104.2	83.7	106.0	98.7
<b>Children's</b>									
Lodgments	'000	10.83	18.98	10.88	9.86	7.27	1.70	0.55	1.03
Finalisations	'000	10.62	17.31	11.05	10.78	7.03	1.31	0.52	1.20
<i>Clearance rate</i>	%	98.1	91.2	101.5	109.3	96.8	77.4	96.1	116.1
<b>Electronic infringement and enforcement systems<sup>d</sup></b>									
Lodgments	'000	..	837.74	498.14	175.98	151.15	..	..	..
Finalisations	'000	..	1 472.08	427.48	164.99	145.79	..	..	..
<i>Clearance rate</i>	%	..	175.7	85.8	93.8	96.5	..	..	..

<sup>a</sup> The clearance rate is derived from finalisation and lodgment data presented in tables 7A.1 and 7A.5.

<sup>b</sup> Queensland Supreme and District Court data for the number of originating criminal lodgments is based on a count of the number of defendants who had an Indictment presented in the financial year — it is not a count of the number of defendants committed to the Supreme/District Court for trial or sentencing. <sup>c</sup> Appeals are not heard in the district courts in WA or SA, instead they are referred to the supreme courts in these states.

<sup>d</sup> Data for the electronic infringement and enforcement systems exclude unpaid court fines... Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1, 7A.5, and 7A.21.

Table 7.16 Clearance indicator — all civil matters, 2006-07<sup>a</sup>

	<i>units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>
<b>Supreme/Federal — appeal</b>										
Lodgments	'000	0.86	0.38	0.27	0.29	0.12	0.10	0.07	0.10	1.52
Finalisations	'000	0.94	0.42	0.27	0.31	0.11	0.15	0.05	0.13	1.53
<i>Clearance rate</i>	%	108.2	110.2	100.4	107.6	93.0	153.1	66.2	124.5	100.7
<b>Supreme (excl probate)/Federal — non-appeal</b>										
Lodgments	'000	12.55	6.34	5.32	1.90	1.24	1.07	0.82	0.18	3.54
Finalisations	'000	13.38	7.37	5.17	2.55	1.15	1.56	1.00	0.18	3.81
<i>Clearance rate</i>	%	106.7	116.3	97.1	133.7	93.3	146.4	122.3	99.5	107.5
<b>District/county — appeal</b>										
Lodgments	'000	0.07	0.15	0.10	0.08	0.05	..	..	..	..
Finalisations	'000	0.07	0.16	0.08	0.11	0.06	..	..	..	..
<i>Clearance rate</i>	%	98.6	103.9	85.7	142.5	123.4	..	..	..	..
<b>District/county — non-appeal</b>										
Lodgments	'000	7.76	4.91	4.89	3.24	2.77	..	..	..	..
Finalisations	'000	8.57	4.81	6.03	3.58	3.10	..	..	..	..
<i>Clearance rate</i>	%	110.4	98.1	123.4	110.7	112.0	..	..	..	..
<b>Magistrates<sup>b</sup></b>										
Lodgments	'000	191.86	179.67	81.32	46.41	30.18	10.45	5.03	6.23	..
Finalisations	'000	181.52	150.12	86.93	50.28	29.64	10.98	5.63	5.36	..
<i>Clearance rate</i>	%	94.6	83.5	106.9	108.3	98.2	105.1	112.0	85.9	..
<b>Children's<sup>c, d</sup></b>										
Lodgments	'000	7.33	4.90	3.41	1.45	1.21	0.31	0.10	0.13	..
Finalisations	'000	6.86	4.27	3.42	1.23	1.23	0.32	0.14	0.14	..
<i>Clearance rate</i>	%	93.6	87.3	100.4	84.6	101.8	100.3	139.8	105.3	..
<b>Family — appeal</b>										
Lodgments	'000	..	..	..	0.02	..	..	..	..	0.33
Finalisations	'000	..	..	..	0.02	..	..	..	..	0.38
<i>Clearance rate</i>	%	..	..	..	88.2	..	..	..	..	115.5
<b>Family — non-appeal</b>										
Lodgments	'000	..	..	..	14.90	..	..	..	..	27.34
Finalisations	'000	..	..	..	10.70	..	..	..	..	30.92
<i>Clearance rate</i>	%	..	..	..	71.8	..	..	..	..	113.1
<b>Federal Magistrates</b>										
Lodgments	'000	..	..	..	..	..	..	..	..	84.51
Finalisations	'000	..	..	..	..	..	..	..	..	80.00
<i>Clearance rate</i>	%	..	..	..	..	..	..	..	..	94.7
<b>Coroners'</b>										
Lodgments	'000	6.02	5.07	3.22	1.62	1.88	0.56	1.85	0.30	..
Finalisations	'000	5.50	4.84	3.15	1.30	1.90	0.53	1.81	0.26	..
<i>Clearance rate</i>	%	91.4	95.5	97.8	80.3	101.1	94.7	98.3	87.3	..

<sup>a</sup> The clearance rate is derived from finalisation and lodgment data presented in tables 7A.2 and 7A.6. <sup>b</sup> The Victorian Magistrates' Court civil data include a proportion of lodgments and finalisations from the Victorian Civil and Administrative Tribunal. <sup>c</sup> NSW lodgment data for children in the civil court is based on a count of each child listed in all new applications for care and protection, not just the originating application. <sup>d</sup> Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.2, 7A.6 and 7A.22.

*All matters*

Table 7.17 contains information on the clearance rates for all court matters (both criminal and civil) in 2006-07, and combines appeal and non-appeal matters.

Table 7.17 **Clearance indicator — all matters, 2006-07 (per cent) <sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<b>Supreme/Federal</b>									
Criminal	97.7	103.3	102.3	119.9	114.7	110.0	89.6	100.7	..
Civil <sup>b</sup>	106.8	115.9	97.2	130.3	93.3	146.9	117.8	108.5	105.4
<i>Total</i>	106.4	114.8	98.4	128.8	97.4	135.1	111.1	103.8	105.4
<b>District/county</b>									
Criminal	93.7	88.2	96.0	113.0	93.0	..	..	..	..
Civil	110.3	98.2	122.7	111.4	112.2	..	..	..	..
<i>Total</i>	100.8	93.2	107.1	112.1	105.3	..	..	..	..
<b>Magistrates'</b>									
Criminal	99.7	94.0	99.5	109.4	104.2	83.7	106.0	98.7	..
Civil <sup>c</sup>	94.6	83.5	106.9	108.3	98.2	105.1	112.0	85.9	..
<i>Total</i>	97.0	88.1	101.8	109.0	102.3	86.8	109.0	94.2	..
<b>Children's</b>									
Criminal	98.1	91.2	101.5	109.3	96.8	77.4	96.1	116.1	..
Civil <sup>d, e</sup>	93.6	87.3	100.4	84.6	101.8	100.3	139.8	105.3	..
<i>Total</i>	96.3	90.4	101.3	106.1	97.5	80.9	103.1	114.9	..
<b>Elec. infringement and enforcement systems<sup>f</sup></b>	..	175.7	85.8	93.8	96.5	..	..	..	..
<b>Family courts</b>	..	..	..	71.8	..	..	..	..	113.1
<b>Federal Magistrates</b>	..	..	..	..	..	..	..	..	94.7
<b>Coroners' courts</b>	91.4	95.5	97.8	80.3	101.1	94.7	98.3	87.3	..

<sup>a</sup> The clearance rate is derived from finalisation and lodgment data presented in tables 7A.1–2 and 7A.5–6.

<sup>b</sup> Supreme court data exclude probate matters. <sup>c</sup> The Victorian Magistrates' Court civil data include a proportion of hearings from the Victorian Civil and Administrative Tribunal. <sup>d</sup> NSW lodgment data for children in the civil court is based on a count of each child listed in all new applications for care and protection, not just the originating application. <sup>e</sup> Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. <sup>f</sup> The clearance rate relates to processing of unpaid infringement notices only (unpaid court fines are excluded). .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1–2, 7A.5–6, and 7A.21–22.

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### *Efficiency — cost per finalisation*

Cost per finalisation is an efficiency indicator (box 7.14). Cost is taken as the total net recurrent annual expenditure, excluding payroll tax. Net expenditure refers to expenditure minus income (where income is derived from court fees and other revenue but excludes revenue from fines).

#### **Box 7.14 Cost per finalisation**

'Cost per finalisation' is an indicator of efficiency. This indicator is not a measure of the actual cost per case.

It is derived by dividing the total net recurrent expenditure within each court for the financial year by the total number of finalisations for the same period. The following points need to be considered in interpreting the cost per finalisation indicator results:

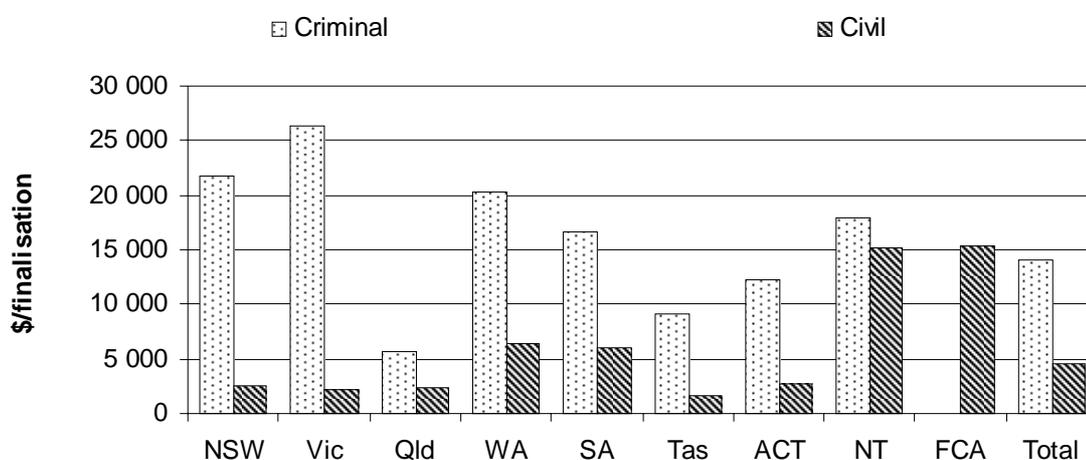
- some finalisations take only a short time and require few resources, whereas other finalisations may be resource intensive and involve complicated trials and interlocutory decisions
- cases in the civil jurisdiction that have not been acted upon in the last 12 months are counted (deemed) as finalised (although, some jurisdictions are unable to comply with this deeming rule)
- expenditure data may include arbitrary allocation between criminal and civil jurisdictions
- net expenditure is calculated by deducting income (court fees) from total expenditure, noting that in some jurisdictions court fees are set by government rather than by court administrators
- a number of factors are beyond the control of jurisdictions, such as geographic dispersion, economies of scale and socioeconomic factors
- efficiency results need to be viewed in light of the performance indicator framework as a whole, because there can be trade-offs between efficiency on the one hand and equity, effectiveness and quality, on the other.

In general, the net recurrent expenditure per finalisation results for civil courts will be lower than criminal courts, because, with the exception of electronic infringement and enforcements systems, limited income is generated by the criminal court system (table 7A.11). Civil court fee structures may also impact on cost per finalisation results (table 7A.15).

*Net expenditure per finalisation for the supreme courts and the Federal Court of Australia*

Nationally, in 2006-07, the total net expenditure per finalisation in the criminal jurisdiction of the supreme courts, was around three times greater than the total net expenditure per finalisation for the civil jurisdiction, including the Federal Court — the Federal Court has no criminal jurisdiction (figure 7.4).

**Figure 7.4 Net recurrent expenditure per finalisation, supreme courts and the Federal Court of Australia, 2006-07<sup>a, b, c</sup>**



FCA=Federal Court of Australia <sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> Supreme court data for the civil jurisdiction exclude uncontested probate matters. <sup>c</sup> The Federal Court does not operate in the criminal jurisdiction.

Source: State and Territory court administration authorities and departments and the Federal Court of Australia (unpublished); tables 7A.23–24.

Tasmania, the ACT, and the NT have a broader range of matters that are heard in their supreme courts, as none of these jurisdictions have a district/county court. The difference in scope of supreme court work (box 7.1) should be considered when making comparisons between the different states and territories.

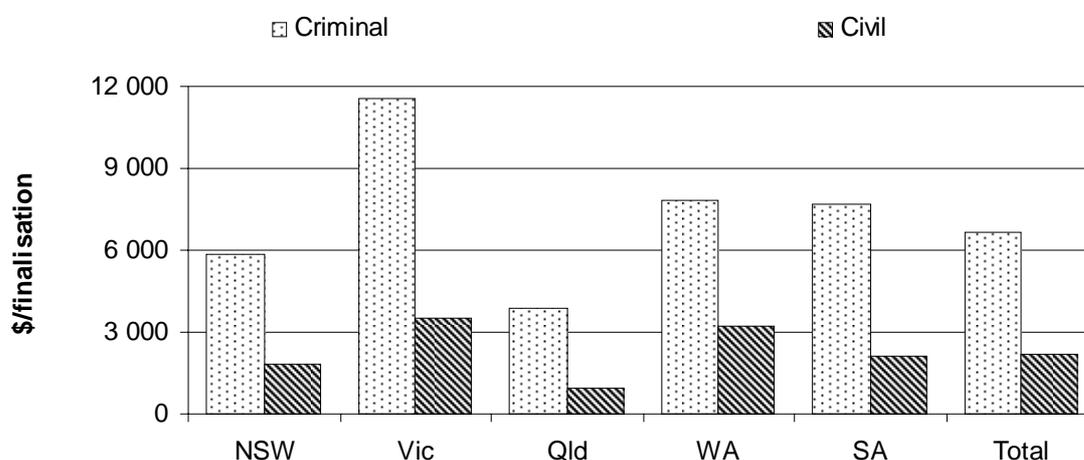
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### Net expenditure per finalisation for district/county courts

In 2006-07, the total net expenditure per finalisation in the criminal jurisdiction of the district/county courts was more than twice that in the civil jurisdiction (figure 7.5). This trend was similar across all states and territories, and is consistent over time (tables 7A.23–24).

Tasmania, the ACT, the NT and the Australian Government do not operate district/county courts.

Figure 7.5 **Net recurrent expenditure per finalisation, district/county courts, 2006-07<sup>a, b</sup>**



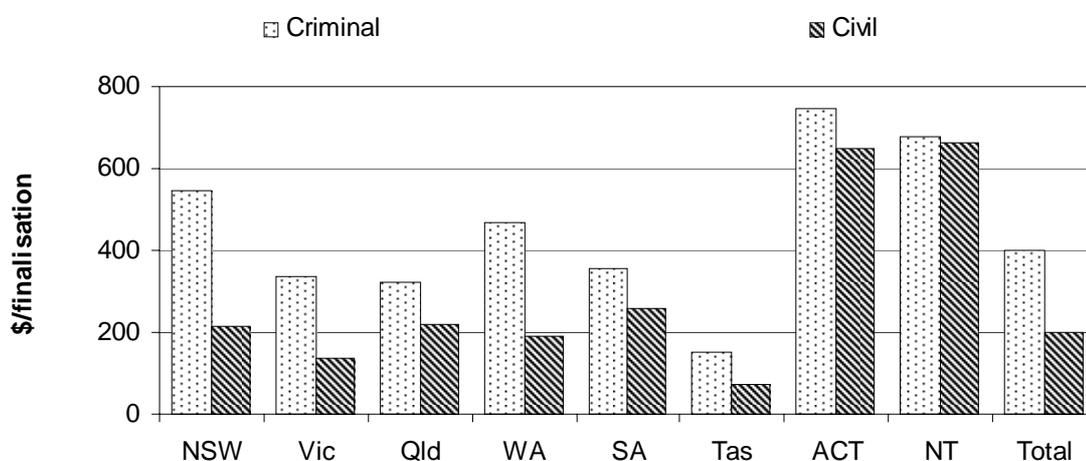
<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> In Queensland some Children's Court criminal matters are heard in the District Court, but for this Report, these matters have been included as part of the Children's Court.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23–24.

*Net expenditure per finalisation for total magistrates' courts (including children's courts)*

Nationally, net expenditure per criminal finalisation was greater than the net expenditure per civil finalisation for the magistrates' courts. This was also the case across each of the states and territories (figure 7.6).

**Figure 7.6 Net recurrent expenditure per finalisation, total magistrates' courts (including magistrates' and children's courts), 2006-07<sup>a, b, c, d, e</sup>**



<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> The Victorian Magistrates Court civil data include a proportion of expenditure and finalisations from the Victorian Civil and Administrative Tribunal. <sup>c</sup> In Queensland some Children's Court criminal matters are heard in the District Court, but for this Report, these matters have been included as part of the Children's Court. <sup>d</sup> Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. <sup>e</sup> In Tasmania, unpaid minor traffic infringements are dealt with in the Magistrates' Court.

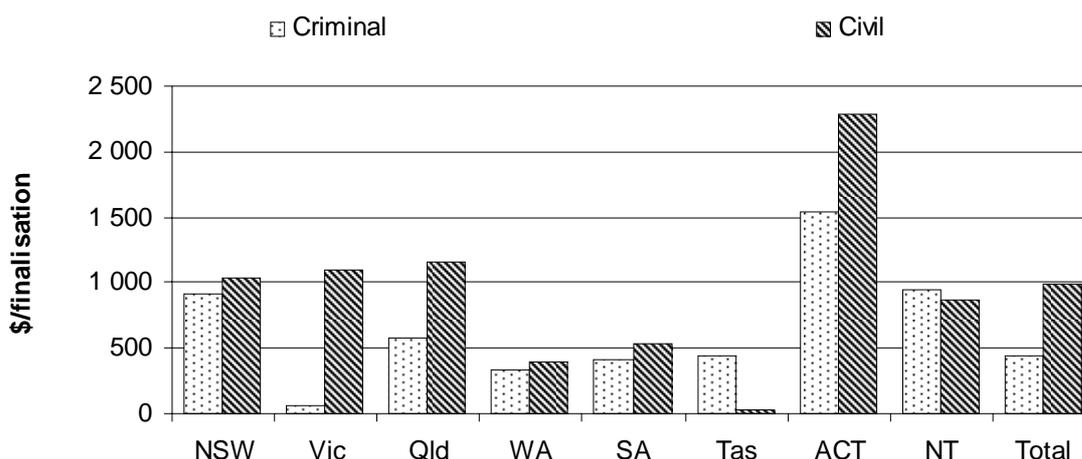
Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23-24.

### Net expenditure per finalisation for children's courts

Net expenditure per finalisation in the children's courts varies across states and territories, particularly for civil matters, but also for criminal matters (figure 7.7). The bulk of matters dealt with in the civil jurisdiction of the children's courts are care and protection orders. However some jurisdictions will also hear matters such as applications for intervention orders. In Tasmania, child protection matters are lodged in the Criminal Registry as urgent.

Unlike all other courts which have both a criminal and civil jurisdiction, for the children's courts in total, net expenditure per finalisation was higher in the civil jurisdiction.

Figure 7.7 **Net recurrent expenditure per finalisation, children's courts, 2006-07** a, b, c, d, e



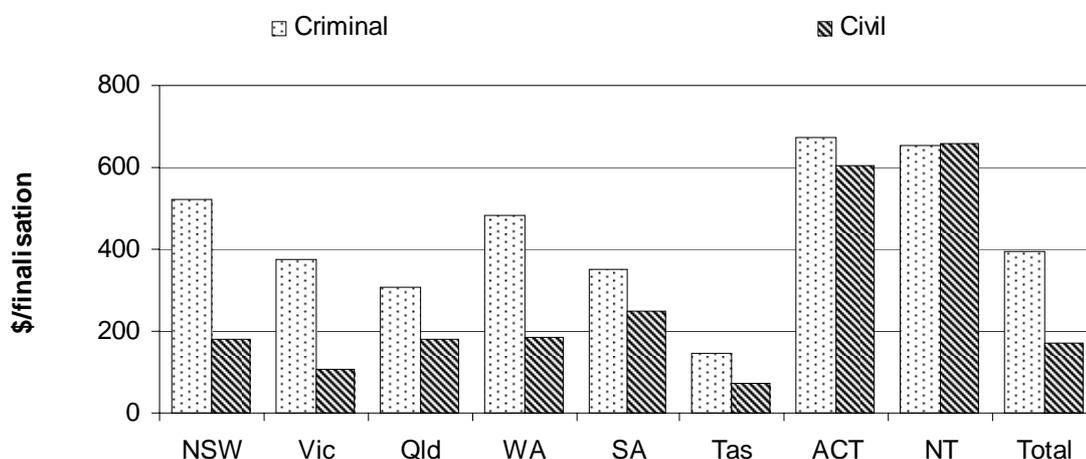
**a** Expenditure excludes payroll tax. **b** In Victoria, children's criminal matters not heard in the Melbourne Children's Court are heard in the Magistrates Court in regional areas. It is not possible to apportion the expenditure on these matters to the Children's Court, and this expenditure is included in the figures for the Magistrates Court. However, the children's matters heard are separately recorded and identifiable for the Children's Court. **c** In Queensland some Children's Court criminal matters are heard in the District Court — but for reporting purposes have been included with the Children's Court. **d** Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. **e** In Tasmania child protection matters are lodged in the Criminal Registry as urgent. Expenditure in the civil jurisdiction of the Tasmanian Children's Court in 2006-07 relates to counselling and mediation services only.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23–24.

*Net expenditure per finalisation for magistrates' courts only*

Net expenditure per criminal and civil finalisation for magistrates' courts only, excluding children's courts and electronic infringement and enforcement systems, is presented in figure 7.8. Nationally, and in all states and territories except for the Northern Territory, net recurrent expenditure per finalisation is higher in the criminal jurisdiction. In the Northern Territory net recurrent expenditure per finalisation is similar for both criminal and civil jurisdictions.

**Figure 7.8 Net recurrent expenditure per finalisation, magistrates' courts only (excluding children's courts), 2006-07<sup>a, b, c, d</sup>**



<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> In Victoria, children's criminal matters not heard in the Melbourne Children's Court are heard in the Magistrates' Court in regional areas. It is not possible to apportion the expenditure on these matters to the Children's Court, and this expenditure is included in the figures for the magistrates' court. However, the children's matters heard are separately recorded and identifiable for the children's court. <sup>c</sup> The Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from the Victorian Civil and Administrative Tribunal. <sup>d</sup> In Tasmania, unpaid minor traffic infringements are dealt with in the Magistrates' Court.

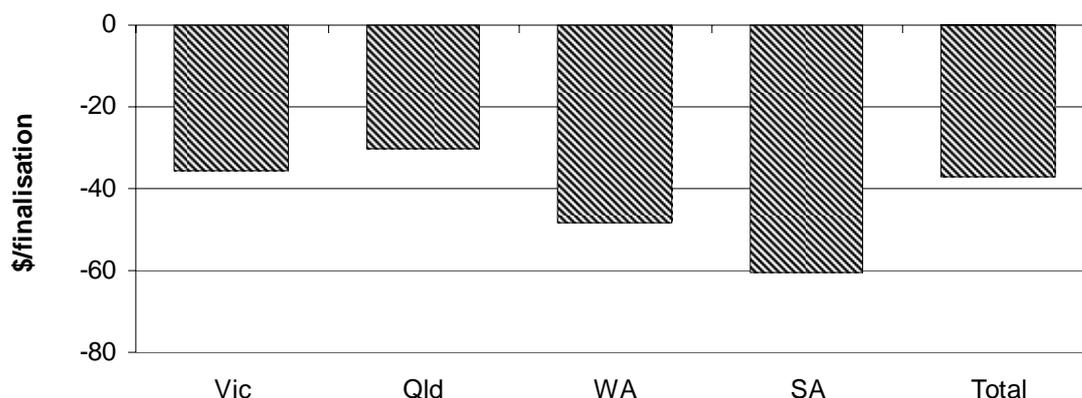
Source: State and Territory court administration departments (unpublished); tables 7A.23–24.

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*Net expenditure per finalisation for electronic infringement and enforcement systems*

All electronic infringement and enforcement systems in 2006-07 had income that outweighed any associated expenditure (figure 7.9 and table 7A.23).

Figure 7.9 **Net recurrent expenditure per finalisation, electronic infringement and enforcement systems, 2006-07<sup>a, b</sup>**



<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> Electronic infringement and enforcement systems (infringement and expiated offence processing systems that have the status of a court) operate only in Victoria, Queensland, WA and SA. Other states and territories may operate similar bodies that do not operate under the auspices of a court.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.23.

The analysis of the magistrates' court efficiency in figure 7.6 excluded electronic infringement and enforcement system expenditure and finalisations. Box 7.15 shows the impact of including electronic infringement and enforcement systems within the efficiency results of the magistrates' courts.

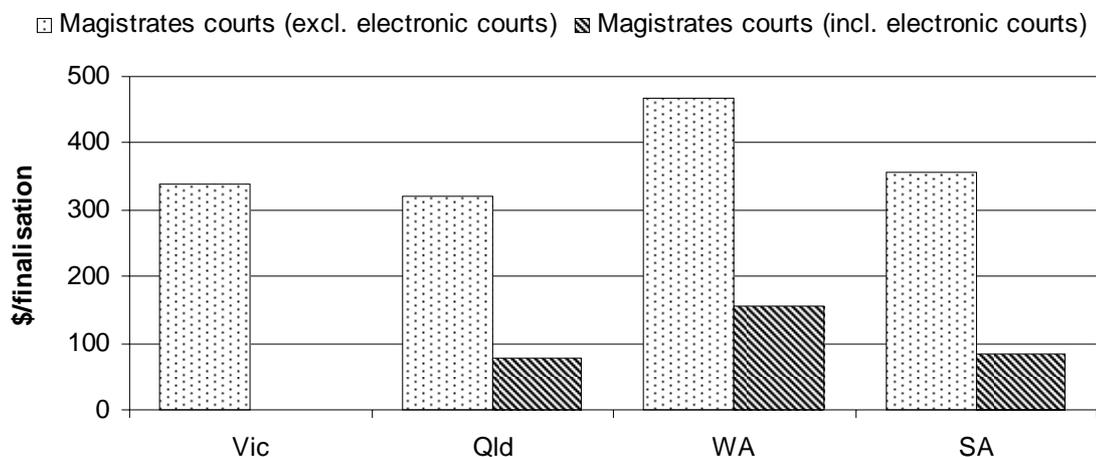
**Box 7.15 The impact of the electronic infringement and enforcement systems on the magistrates' courts**

All State, Territory and Australian governments operate tribunals and specialist jurisdiction courts, partly to reduce the workload on courts such as the magistrates' courts.

Electronic infringement and enforcement systems — which are infringement and offence processing systems that have the status of a court and deal with matters such as unpaid infringement notices for minor traffic offences — can also reduce the workload on the magistrates' courts.

Electronic infringement and enforcement systems, as defined above, currently operate only in Victoria, Queensland, WA and SA. The figure in this box shows the impact that including electronic infringement and enforcement systems data for these jurisdictions would have on the magistrates' court efficiency results reported in figure 7.6.

The impact is to reduce net recurrent expenditure per criminal finalisation for the magistrates' courts in all four jurisdictions (assuming all of the matters dealt with by the electronic infringement and enforcement systems would otherwise have been dealt with by the magistrates' courts). The magnitude of the reductions under this assumption is shown in the figure below and table 7A.23. In Victoria the result is net income of \$2 per finalisation (too small to be identified in the figure below).



Source: State and Territory court administration authorities and departments (unpublished); table 7A.23.

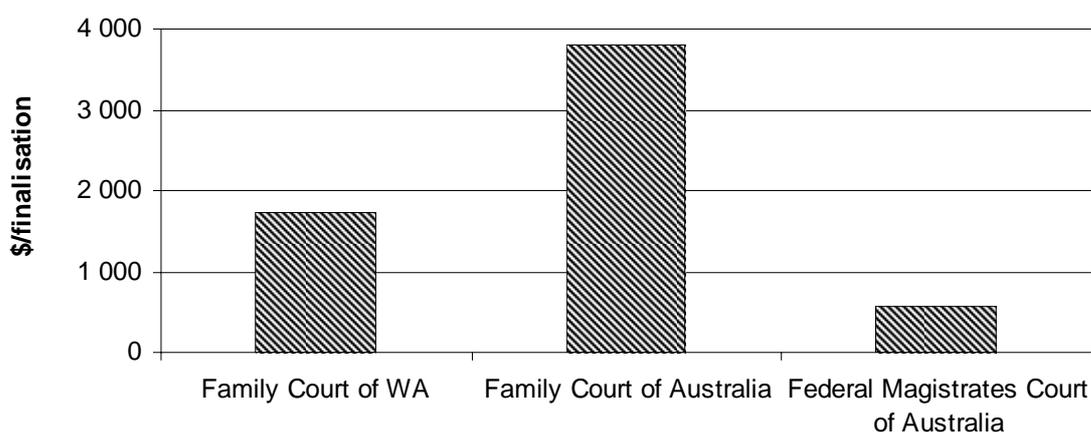
Although NSW, Tasmania, the ACT and the NT do not operate electronic infringement and enforcement systems that fall under the jurisdiction of the magistrates' courts, they have bodies (such as the NSW State Debt Recovery Office, the Motor Vehicle Registry in the ACT and the Fines Recovery Unit in the NT) that deal with unpaid infringement notices and may have a similar impact in reducing the workload of their magistrates' courts. In Tasmania, unpaid minor traffic infringements are dealt with by way of complaint and summons in the magistrates' court, and this has the effect of reducing net expenditure per finalisation in the criminal jurisdiction of their magistrate's court.

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*Net expenditure per finalisation for family courts and the Federal Magistrates Court of Australia*

The Family Court of Australia, Family Court of WA and the Federal Magistrates Court are responsible for determining matters related to family law and child support, but each court has a different focus, breadth and complexity of work, which contribute to the differences in net recurrent expenditure per finalisation results presented in figure 7.10. For example, the Family Court of WA differs from the Family Court of Australia in that it has jurisdiction to deal with financial matters between parties that were in a de facto relationship.

**Figure 7.10 Net recurrent expenditure per finalisation, family courts and the Federal Magistrates Court of Australia, 2006-07<sup>a, b</sup>**



<sup>a</sup> Expenditure per finalisation for the Federal Magistrates Court is based on the total net expenditure and all finalisations for that court; it does not isolate family law work from general federal law work and is therefore not strictly comparable with the results for either the Family Court of Australia or the Family Court of WA. <sup>b</sup> The Family Court of Australia expenditure figures have been discounted (estimated) for resources and services (work of Court staff and accommodation) provided free of charge to the Federal Magistrates Court in accordance with the *Federal Magistrates Act 1999*. In addition the Family Court of Australia provide further shared services, including IT services, accommodation, work of Court staff and depreciation and amortisation that is currently not quantified and as such no additional discount could be applied. This will cause an overestimate for the Family Court of Australia figure (and an underestimate for Federal Magistrates Court).

Source: Australian court administration authorities (unpublished); table 7A.24.

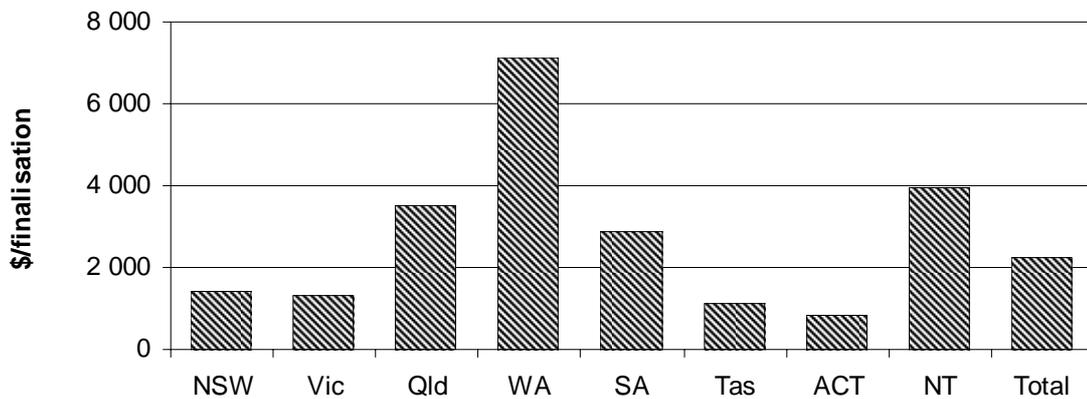
The establishment of the Federal Magistrates Court in 2000 has had implications for the finalisations and expenditure reported for the Family Court of Australia, because the Federal Magistrates Court now deals with some of the matters previously managed by the Family Court of Australia. For example, before the establishment of the Federal Magistrates Court, all divorce applications (other than those lodged in the Family Court of WA) were lodged in the Family Court of Australia; now (aside from those lodged in the Family Court of WA) almost all divorce applications are

lodged in the Federal Magistrates Court. In general federal law, the Federal Magistrates Court also deals with the less complex administrative law, bankruptcy law, discrimination, workplace relations and consumer protection law matters that were previously dealt with in the Federal Court of Australia.

*Net expenditure per reported death and fire for coroners' courts*

Nationally, expenditure per reported death and fire in the coroners' courts was approximately \$2225 in 2006-07 (figure 7.11).

**Figure 7.11 Net recurrent expenditure per finalisation, coroners' courts, 2006-07<sup>a, b, c</sup>**



<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> The inclusion of expenditure for autopsy and chemical analysis work varies between states and territories. <sup>c</sup> Data for NSW, Victoria and the ACT include reported fires.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.24.

Some states and territories include autopsy and chemical analysis costs in their expenditure data, but others exclude these costs because they refer to services administered and funded outside the court administration agency's umbrella department. This can lead to large variations in the net expenditure per finalisation results.

Data for NSW, Victoria, Tasmania and the ACT in 2006-07 include fires reported to the coroner (however note that there were no reported fires included in data for Tasmania in 2006-07). Fires are not reported to the coroner in all other jurisdictions. Care needs to be taken when making comparisons across the states and territories.

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## Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

No outcome indicators for court administration are currently reported. It is noted, however, that the activities of court administrators lead to broader outcomes within the overall justice system that are not readily addressed in this service-specific chapter. The Steering Committee has identified outcome indicators as an important element of the performance indicator framework to develop for future reports.

## 7.4 Future directions in performance reporting

### Improving data quality

Differences across states and territories in the jurisdiction of courts, and in the allocation of cases between courts, affect the comparability of equity, efficiency and effectiveness data. The different methods undertaken to collect the data can also have an impact on data consistency and quality.

The Review, through the Court Administration Working Group and the Courts Practitioner Group, seeks to continuously improve data quality. Some of the activities and processes by which this is done include:

- assessing and implementing recommendations associated with the *ABS Courts Administration Data Collection National Report* on lodgments and finalisations
- clearly defining issues pertaining to the scope of the data collection and reporting within the chapter
- assessing the most appropriate way in which to collect and publish data
- amending data definitions
- improving data verification and data quality.

## 7.5 Jurisdictions' comments

This section provides comments from the Australian courts and each State and Territory on the services covered in this chapter.

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## Australian Government comments

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- This statement is provided jointly by the Federal Court of Australia (FCA), Family Court of Australia (FCoA) and the Federal Magistrates Court of Australia (FMC).
- The FMC was created in 1999 as a lower level federal court to deal with simpler and less complex cases that would otherwise have to be litigated in the FCA or FCoA. This would allow the federal superior courts to focus on more complex cases and appellate work.
- Following the establishment of the FMC, the federal courts have consistently and proactively applied a policy of moving from the FCA and the FCoA cases which should be dealt with by the FMC.
- This policy, coupled with legislative changes in some areas of jurisdiction, has produced a substantial transfer of workload from the FCA and the FCoA to the FMC. There are several examples of this policy being put to good effect.
- The FCA and FMC have concurrent jurisdiction under the *Bankruptcy Act* but almost all bankruptcy cases are now commenced and concluded in the FMC. Staff of the FCA registries, however, continue to process all bankruptcy cases.
- In December 2005 the *Migration Act 1958* was amended so that almost all applications for the judicial review of migration tribunal decisions must be commenced in the FMC. This means the FMC deals with almost all first instance migration cases. At the same time, the *Federal Court of Australia Act* was amended so migration appeals from the FMC are heard by a single judge rather than a Full Court (unless there are special circumstances).
- Almost all divorce applications are now dealt with by the FMC rather than the FCoA.
- As part of the Combined Registry Program the FCoA and FMC have worked together on development of a single point of filing for all family law applications. The Adelaide Streaming Model introduced in July 2007 is based on a Combined Initiating Application. Streaming is the process used to allocate matters to the FCoA and the FMC whether by direct filing or after initial filing in the FMC by transfer to the FCoA on the basis of complexity. Legal practitioners have the opportunity of identifying matters for direct filing in the FCoA by way of a certificate of complexity. The streaming concept has proved successful in having most matters initially filed in the FMC.
- In addition, the FCA, the FCoA and the FMC share resources and undertake joint projects. The Commonwealth Court Portal is an excellent example. The portal allows clients to access information about any case in any one of the jurisdictions — see [www.comcourts.gov.au](http://www.comcourts.gov.au).

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## **New South Wales Government comments**

NSW is leading law reform and the delivery of justice services.

NSW Criminal Courts continue to lead the nation in the timeliness of criminal matters, finalising more criminal cases within time standards than any other State or Territory. The District and Magistrates' Courts in NSW have consistently achieved the best performance in the timeliness of criminal matters of any jurisdiction over the past three years, while the Children's Court has achieved the best criminal timeliness for the past two years. The NSW Supreme Court has also improved its performance in relation to the timeliness of criminal matters. The NSW District Court was also the best performing District Court in the country in relation to the timeliness of civil matters, with the lowest backlog of civil non-appeal matters older than 12 months and the second lowest backlog older than 24 months.

New initiatives will have a significant impact on those coming into contact with NSW courts. They include reforms to improve the protection of sexual assault complainants and additional safeguards for children and other vulnerable witnesses. A total of 81 remote witness rooms servicing 139 courts both metropolitan and regional have now been built. The Domestic Violence Court Intervention program was successfully trialled. The program involves working with local domestic violence support services to improve evidence collection, helping victims prepare for court and providing support services. The first Double Jeopardy and DNA Review legislative schemes in Australia were developed and implemented in the year. A new Victims Assistance Scheme commenced in 2006-07, improving the rehabilitation support available to victims of crime.

The NSW Government is overseeing the largest ever investment in court and justice agency infrastructure in the history of NSW. New courts are being built with state of the art facilities and security technology. Construction of the Justice Precinct at Parramatta is on budget and ahead of schedule, including the Sydney West Trial Court complex and the Justice Precinct Offices. The new purpose-built Children's Court and the Justice Precinct Offices have already commenced operation. A total of \$250 million is being spent over 10 years to upgrade existing courthouses.

NSW has commenced a number of innovative programs aimed at reducing crime and the re-offending rate, including a conferencing program for young adult offenders. The program enables some young adult offenders to participate in a conference with victims of crime prior to, or as part of, sentencing. NSW also successfully trialled the Rural Alcohol Diversion Program.

Other significant initiatives focused on the over-representation of Aboriginal people in the criminal justice system. Access to court based Aboriginal programs is increasing with 22 courts in NSW offering Aboriginal programs. There are currently 17 locations with Aboriginal Community Justice Groups, 9 locations offering Circle Sentencing and 17 courts supported by an Aboriginal Client Service Specialist. In addition three new Aboriginal Community Justice Groups will be established this year.

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## Victorian Government comments

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- A program which will have an impact on all court jurisdictions in Victoria is the Integrated Courts Management System (ICMS). This is a major program established to implement a single integrated technology platform and set of applications for all Victorian courts and tribunals. It will be progressively implemented across the jurisdictions, starting with the Supreme Court in September 2008. This will be followed by progressive releases to the Magistrates', County and VCAT jurisdictions. It is scheduled to be completed by July 2009. Part of the ICMS initiative is the Smart Court Program which involves upgrading and extending videoconference facilities and other technology in courts. This is also being progressively commissioned.
- The Supreme Court has reviewed many of its case management and related practices over the past year and has released a number of practice notes in both the Criminal and Civil Divisions of the Court. These Practice Notes aim to significantly improve the Courts efficiency and productivity. The Supreme Court has reviewed how best to meet a growth in demand through the abovementioned initiatives and will look at additional strategies to meet these aims. It is too early for this year's report to demonstrate any change, but it is anticipated that next year's report will display the Courts improvements. Also the clearance rate for non-appeal matters was reduced because of the re-allocation of trial judges to other matters, including appeal matters, in an effort to reduce the backlog in these areas.
- 2006-07 saw the County Court focus on addressing delays in the Criminal List, as part of the Department's overall review of the Criminal Justice System. Changes to listing procedures, together with two additional judicial resources are expected to improve the number and timeliness of criminal cases through the County Court. Initial results are promising, with big improvements expected for the 2007-08 financial year. A number of civil procedural changes have also been implemented to facilitate the management of these cases.
- The Magistrates' Court of Victoria continued implementing a range of initiatives including the Specialist Family Violence Service to provide services to the Family Violence Courts, the Courts Integrated Services Program (CISP) which is guided by the principles of therapeutic jurisprudence, the Criminal Justice Diversion Program and the Koori Court. The clearance rates for the Magistrates' Court of Victoria shown in the chapter are below 100 per cent. This rate is calculated in accordance with the counting rules set for the Report on Government Services. The Magistrates' Court of Victoria uses internally another clearance rate which uses the 'first date of hearing' to count initiations. When applied to the clearance rate calculation it results in clearance rates in excess of 100 per cent in most months.

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## Queensland Government comments

“ During 2006-07 the Queensland Courts implemented a number of initiatives to enhance the administration of justice to the Queensland community.

- Future Courts Program — aims to deliver relevant, easy to use and innovative on-line services to litigants, their legal representatives and the broader community. The program will also seek to streamline the registry's business processes and replace outdated case management systems.
- Litigants in Person strategy (LIPS) will ensure unrepresented litigants are properly advised of the policies and procedures of the Supreme and District Courts. LIPS will provide appropriate levels of legal assistance and refer meritorious cases to the private legal profession through the Queensland Public Interest Law Clearing House's (QPILCH) referral scheme for representation. The scheme will also seek to refer litigants whose cases lack merit to alternative areas to resolve their legal disputes and problems.
- The Early Payment of Fines project commenced and now ensures that over 90 per cent of court-ordered monetary penalties are immediately referred to the State Penalties Enforcement Registry (SPER) for collection.
- The transfer of responsibility for Community Justice Groups (CJGs) from the former Department of Aboriginal and Torres Strait Islander Policy (DATSIP) to the Department of Justice and Attorney-General occurred in July 2006. A key role of the groups is to support indigenous offenders and victims through the criminal justice process. Additional funding as facilitated further training.
- Videoconferencing systems have been supplied to remote court locations including Doomadgee and Mornington Island in the Gulf area. This installation is part of an ongoing program to enhance the delivery of justice-related services to remote Indigenous communities. This initiative also assists meeting the objective of safer communities through reducing the need for what could be unsafe travel to court hearings.
- Preliminary work commenced on the Judicial Registrar pilot program, which will begin in January 2008 with the appointment of four Judicial Registrars. The role of the Judicial Registrar will be to finalise less complicated civil and criminal matters including Small Claims, Minor Debts, criminal mentions and some committal proceedings to free the resources of the Magistracy to focus on more complex matters.
- Planning and design is underway for the construction of a new Brisbane Supreme and District Court 19 storey complex that will have 47 courtrooms. Construction will occur in 2009 with the opening projected to occur in 2011. The new complex will ensure the courts are better able to meet the special needs of children, victims of crime and other vulnerable witnesses. Courthouse upgrades have been made to St George and Bowen, and will commence at Maryborough. Work has commenced on new courthouses to be constructed at Pine Rivers, Ipswich, and Mareeba. The new courthouse at Sandgate has been completed.”

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## Western Australian Government comments

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The Department faces a range of challenges that include providing a comprehensive set of services to a population that is widely dispersed across the State, supporting the Government's priorities for legislative reform, coping with increased civil litigation and engaging with Aboriginal people.

In 2006-07, WA Courts made substantial progress in a number of key initiatives. These included:

- the recruiting of more Aboriginal Liaison Officers to inform Aboriginal people about court processes and to bridge the cultural and communication issues faced by court users, administrators and judicial officers
- the piloting of an Aboriginal Sentencing Court in Kalgoorlie-Boulder. This Community Court adopts a more culturally inclusive approach by involving Aboriginal elders and respected community members at the sentencing stage of the process
- the ongoing capital works program gathered momentum during the year. This includes a new \$195 million building for the District Court and a \$45 million refurbishment of the existing Central Law Courts. This is the most significant courts development to be undertaken in the State and will result in a state-of-the-art building offering vast benefits to users. Planning for a new \$31 million court for Kalgoorlie-Boulder also advanced during the year.

WA courts continued to provide efficient state-wide services. Of note in 2006-07 were:

- in the Supreme Court, improved case management of indictments reduced the percentage of criminal cases coming to trial. This improvement is largely attributable to a pilot mediation program that was introduced in late 2006 to resolve issues in trials speedily and, in some cases, to eliminate the need for a trial altogether. A concerted effort to finalise outstanding civil cases resulted in an increase in finalisations from the previous year. The civil case backlog has also been reduced
- the Family Court introduced a new case management system for the overall management of children's cases in that jurisdiction. This initiative has proved very successful however, the number of matters finalised during the year fell primarily as a result of the late appointment of replacement judges
- in the District Court, an additional judge was appointed in July 2006. This appointment, alongside other case management initiatives, has resulted in the court having the best clearance rate nationally
- in the Magistrates Court, a magistrate was appointed to the Peel region on a permanent basis to cope with demand from a rapidly increasing population. This together with other initiatives has seen significant increases in case finalisation over the year
- while the cost of the court system increased in total, net expenditure per finalisation decreased in almost all court jurisdictions in 2006-07.

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## South Australian Government comments

“ The Courts Administration Authority completed development of the 2006–2009 Strategic Plan. The plan contains a series of goals, strategies and key performance indicators that will provide a focus for the Authority’s activities that will lead to effective and improved service delivery.

As part of the plan considerable work has been undertaken to improve statistical and financial reporting. A Data Quality Committee has been established to identify best practice in terms of data quality and act as an advisory group for the development of data quality practice and procedures across all jurisdictions.

The Authority continues to focus on its infrastructure with a review commencing during this reporting period, addressing issues such as capital planning. A new addition to current infrastructure included the completion of the Port Augusta Court building. The opening of the court provides improved facilities for the Supreme Court, District Court and Magistrates Court when visiting on circuit.

There was significant change in the composition of the Magistracy in the year under review, including the appointment of a new Chief Magistrate. In the Youth Court all four judicial officers have been replaced with new appointments due to retirement.

New initiatives implemented this reporting period include:

- the provision of trial transcript in electronic format to all parties in Court of Criminal Appeal hearings. This has resulted in the reduction of cost to the Court and enables searching of transcript during the hearing
- an evaluation of a long and complex civil trial conducted using electronic systems was undertaken. Many of the anticipated benefits and savings were achieved, including a reduction in trial time due to improved searching and easier recall of documents in the courtroom
- the expansion of the Court Assessment and Referral Drugs Scheme (CARDS) to the Christies Beach and Mount Gambier Courts with Holden Hill to commence shortly. Referral to CARDS has increased by 79 per cent during 2006-07. This scheme provides referral to counselling for substance abuse
- a new human resources policy framework was implemented that provides for the development of six over-arching policies with greater emphasis on procedures and guidelines
- new Rules of Court came into operation in the Higher Courts in September 2006. This was a complete rewrite of the previous Rules of Court, written in plain English, with the intention of simplifying the civil litigation process, particularly for unrepresented litigants.

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## **Tasmanian Government comments**

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During the past year the Tasmanian courts have been working towards the implementation of a number of key initiatives which will have a significant impact on court performance and the justice system in future years.

The Supreme Court and Magistrates Courts have been working on the implementation of a joint Civil Registry Case Management System which will provide the courts with the tools required to closely monitor pending cases and implement a range of active case management procedures designed to support speedy resolution of civil cases.

Some functionality of the new system has been implemented in the Supreme Court and work is progressing on data cleansing and migration and full implementation in both Courts in 2007-08.

The Magistrates Court continues to be very concerned about the size and age of the pending caseload in its criminal jurisdiction. It is implementing a number of initiatives in conjunction with other justice agencies which started to have an impact in the past year and will have a significant impact in future years.

As an interim measure the court has worked with Tasmania Police on the scheduling of minor traffic matters. This resulted in a 15 per cent increase in the number of criminal finalisations in the past year.

In the 2007-08 financial year the Monetary Penalties Enforcement Service will commence which will remove the majority of minor traffic matters, arising from unpaid infringement notices, from the Magistrates Court. This will lead to a significant reduction in the number of matters lodged in the criminal jurisdiction of the Magistrates Court in 2008-09.

The Chief Magistrate together with Tasmania Police is sponsoring a project aimed at reducing the incidence of non-appearance by defendants on bail. The project includes legislative changes, provision of additional information to defendants and in selected cases the use of SMS messages reminding offenders of court appearances.

In its criminal jurisdiction, the Supreme Court has championed reforms to reduce the time taken for accused persons to have their matter finalised. Legislative measures have been passed and will be introduced in 2008 which will limit the time taken between the first appearance in the Court of Petty Sessions and the matter being transferred to the Supreme Court, involve the Director of Public Prosecutions in the process at an earlier time and allow the Supreme Court to set a timetable for the disclosure of prosecution evidence and the entry of pleas.

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### **Australian Capital Territory Government comments**

“ The ACT Courts have continued to consolidate improvements introduced in previous years in relation to improving case management and the operation of the Courts.

On 1 January 2007 the Court Procedure Rules were introduced into the Magistrates Court, following the introduction of the Rules into the Supreme Court in July 2006. It is expected the new Rules will continue to have a positive impact on case management in both the civil and criminal jurisdictions.

There has been a general downward trend in the number of lodgments in both the civil and criminal jurisdictions, which, together with an increase in one off costs saw an increase in Magistrate Court finalisation costs. However, with the finalisation of the CORAM costs (depreciation/write off), a reduction in the cost per finalisation is expected in 2007-08.

The Magistrates Court continues to reduce the backlog indicator with clearance rates in excess of 100 per cent for the last four years. In addition, the cost per finalisation in the Supreme Court has also reduced.

A focus on reducing the backlog of cases in the Coroners Court has been successful with a reduction in the number of pending cases by 17 (8 per cent).

On 1 August 2007 new listing arrangements were implemented. A Deputy Registrar's call over list at 0900 serves to streamline the Court's resources by disposing of matters which do not need to be dealt with by a magistrate and allocates time slots for those that do, resulting in a more efficient use of time for legal representatives and members of the public. Early statistical results suggest more matters are able to proceed with certainty due to this streamlined approach. Any impact from these arrangements will be reflected in next years data.

Other developments in the reporting year include:

- the appointment of several neutral evaluators in accordance with the Court Procedure Rules. The first neutral evaluation was held and it is estimated managing the matter by way of neutral evaluation saved the parties and the Court significant time (approximately 5 hearing days) and expense
- a continuation of the upgrade of the case management computer system.

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## Northern Territory Government comments

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- Special measures were introduced that apply to the pre-recording of evidence. An application can be made to the Supreme Court for the editing of certain evidence where the evidence is inadmissible, would have been made in the absence of the jury or where the communication between the Court and the witness was muted.
- Other initiatives within the Higher Courts were:
  - a) introducing a counselling protocol for distressed jurors
  - b) standardising the format for all video and audio-recorded evidence produced to the Supreme Court and Courts of Appeal
  - c) upgrading the closed circuit television security system at the Supreme Court Building in Darwin
  - d) installing additional vulnerable witness facilities within the Supreme Court in Darwin to enable multiple trials using these facilities to run concurrently. A ‘soft room’ was also fitted out for vulnerable witnesses.
- As part of the Northern Territory Government’s ‘Closing the Gap of Indigenous Disadvantage — A Generational Plan of Action’, the Community Court is to be expanded to include 10 centres, including Darwin. The ‘Closing the Gap’ Plan is aimed at closing the gap between Indigenous and non-Indigenous Territorians. The Community Court, promotes a restorative justice theme of involving the defendant, community and victim in court proceedings.
- The Alcohol Court commenced in Darwin and Alice Springs as a diversionary measure for alleged offenders with alcohol dependency problems. The *Alcohol Court Act* gives magistrates the power to make intervention and prohibition orders while also aiming to provide alcohol treatment for offenders, to minimise harms to the alcohol user and the community and to improve the quality of life for the alcohol user. Under the ‘Closing the Gap’ Plan, the Alcohol Court will expand into Katherine, Nhulunbuy and Tennant Creek.
- The Youth Justice Court commenced, providing for a presumption in favour of diversion where appropriate, the appointment of specialist Youth Justice Magistrates with an increased range of sentencing options and a greater participation of victims in the criminal justice processes responding to offending by young people.
- At remote circuit courts, Magistrates Court staff undertook a pilot to access the local area networks at Darwin, Alice Springs and Katherine via satellite. The pilot was aimed at accessing information systems in those centres to eliminate the need for manual and duplicate production of documents.

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## 7.6 Definitions of key terms and indicators

<b>Active pending population</b>	A lodgment that is yet to be finalised but is part of the case management of court administrators.
<b>Average expenditure per civil case</b>	The total cost of the administrative services provided to civil matters, divided by the total number of civil files handled. Includes salaries, sheriff expenses, juror costs, accommodation costs, library services, information technology, departmental overheads and court operating expenses.
<b>Attendance indicator</b>	The average number of attendances for each finalisation in the reporting period. An attendance is defined as the number of times that parties or their representatives are required to be present in court (including any appointment which is adjourned or rescheduled) for all finalised matters during the year. The actual attendance is one that is heard by a judicial officer or mediator/arbitrator.
<b>Backlog indicator</b>	A measure of case processing timeliness. It is the number of pending cases older than the applicable reporting standards, divided by the total pending caseload (multiplied by 100 to convert to a percentage).
<b>Bench warrant</b>	A warrant issued by a court for the arrest of a person who has been indicted.
<b>Case</b>	The measurement of workload in the civil jurisdiction. It is the issues, grievances or complaints that constitute a single and related series of disputes brought by an entity (or group of entities) against another entity (or group).
<b>Clearance rate</b>	An indicator that shows whether the volume of case finalisations has matched the volume of case lodgments during the reporting period. It indicates whether a court's pending caseload has increased or decreased over that period.
<b>Cost recovery</b>	The level of court fees divided by the level of court expenditure.
<b>Court fees collected</b>	Total court income from fees charged in the civil jurisdiction. Includes filing, sitting hearing and deposition fees, and excludes transcript fees.
<b>Electronic infringement and enforcement system</b>	A court with the capacity to produce enforceable orders against defendants (such as fines, licence cancellation and incarceration) and to process infringements, on-the-spot fines and summary offences.
<b>Excluded courts and tribunals</b>	This includes such bodies as guardianship boards, environment resources and development courts, and administrative appeals tribunals. The types of excluded courts and tribunals vary among the states and territories.
<b>Extraordinary driver's licence</b>	An extraordinary licence is a licence granted at the discretion of the court. It authorises the holder to drive in certain circumstances even though the holder's normal driver's licence has been suspended.
<b>Finalisation</b>	The completion of a matter so it ceases to be an item of work to be dealt with by the court. Finalisations are derived from timeliness data that may not reflect the total matters disposed by the courts in the reporting period.
<b>Forms</b>	The counting unit used in the family courts and family law matters pertaining to the Federal Magistrates Court. Forms are applications or notices lodged with the court.

<b>Income</b>	Income derived from court fees, library revenue, court reporting revenue, sheriff and bailiff revenue, probate revenue, mediation revenue, rental income and any other sources of revenue (excluding fines).
<b>Information technology expenditure</b>	Non-salary and salary expenditure on information technology. Excludes capital expenditure on information technology infrastructure and includes licensing costs, computer leasing costs, the cost of consumables (such as data lines, paper and disks), training fees, access fees (for example, catalogue search and Internet access) and maintenance charges for software and hardware.
<b>Inquests and inquiries held</b>	Court hearings to determine the cause and circumstances of deaths reported to the coroner. Includes all coronial inquests and inquiries in full court hearings.
<b>Judicial officer</b>	Judges, magistrates, masters, coroners, judicial registrars and all other officers who, following argument and giving of evidence, make enforceable orders of the court. The data are provided on the basis of the proportion of time spent on the judicial activity.
<b>Judicial and judicial support salaries</b>	All salary expenditure and payments in the nature of salary that are paid to employees of court administration. Includes base salaries, the employer contributed component of superannuation, workers compensation (full cost, inclusive of any levies, bills and legal fees), higher duty allowances, overtime, actual and accruing terminal and long service leave, fringe benefits tax and untaxed fringe benefits.  (Judicial officers include judges, magistrates, masters, judicial registrars and other judicial officers who fulfil a primarily judicial function. Judicial support staff include judicial secretaries, tipstaff and associates.)
<b>Library expenditure</b>	Non-salary and salary expenditure on court operated libraries. Non-salary expenditure includes book purchases, journal subscriptions, fees for interlibrary loans, copyright charges, news clippings service fees and photocopying.  Expenditure also includes recurrent information technology costs and court administration contributions towards the running costs of non-government operated libraries. Any costs recovered through borrowing and photocopy fees by court operated libraries are subtracted from expenditure.
<b>Lodgment</b>	The initiation or commencement of a matter before the court. The date of commencement is counted as the date of registration of a court matter.
<b>Matters</b>	<i>Coronial matters:</i> Deaths and fires reported to the coroner in each jurisdiction, including all reported deaths and fires regardless of whether the coroner held an inquest or inquiry. Coronial jurisdictions can extend to the manner of the death of a person who was killed; was found drowned; died a sudden death of which the cause is unknown; died under suspicious or unusual circumstances; died during or following the administration of an operation of a medical, surgical, dental, diagnostic or like nature; died in a prison remand centre or lockup; or died under circumstances that (in the opinion of the Attorney-General) require that the cause of death be more clearly ascertained.  <i>Criminal matters:</i> Matters brought to the court by a government prosecuting agency, which is generally the Director of Public Prosecutions but could also be the Attorney-General, the police, local councils or traffic camera branches.

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	<p><i>Civil matters:</i> Matters brought before the court by individuals or organisations against another party, such as small claims and residential tenancies, as well as matters dealt with by the appeal court jurisdiction.</p> <p><i>Excluded matters:</i> Extraordinary driver's licence applications; any application on a pending dispute; applications for bail directions or judgment; secondary processes (for example, applications for default judgments); interlocutory matters; investigation/examination summonses; firearms appeals; escort agents' licensing appeals; pastoral lands appeals; local government tribunals; police promotions appeals; applications appealing the decisions of workers compensation review officers.</p> <p><i>Probate:</i> Matters such as applications for the appointment of an executor or administrator to the estate of a deceased person.</p>
<b>Method of finalisation</b>	The process that leads to the completion of a criminal charge within a higher court so it ceases to be an item of work in that court.
<b>Method of initiation</b>	How a criminal charge is introduced to a court level.
<b>Non-adjudicated finalisation</b>	A non-adjudicated finalisation is where a charge is considered completed and ceases to be active in a court even though there has not been a determination on whether the defendant is guilty, that is, the charge(s) have not been adjudicated. The methods of non-adjudicated finalisation include but are not limited to defendant deceased; unfit to plead; withdrawn by the prosecution; diplomatic immunity and statute of limitation applies.
<b>Probate registry expenditure</b>	Salary expenditure of the probate registrar and probate clerks, along with non-salary expenditure directly attributable to probate registries.
<b>Real expenditure</b>	Actual expenditure adjusted for changes in prices using the Gross Domestic Product (GDP) price deflator and expressed in terms of final year prices (i.e. for the court administration chapter with 2006-07 as the base year). Additional information about the GDP index can be found in the statistical appendix and in table AA.26.
<b>Recurrent expenditure</b>	Expenditure that does not result in the creation or acquisition of fixed assets (new or second hand). It consists mainly of expenditure on wages, salaries and supplements, purchases of goods and services, and the consumption of fixed capital (depreciation).
<b>Sheriff and bailiff expenditure</b>	Expenditure on court orderlies, court security, jury management and witness payment administration. For the civil jurisdiction, it includes expenditure (by or on behalf of the court) on bailiffs to enforce court orders. In the coronial jurisdiction, it includes expenditure on police officers permanently attached to the coroner for the purpose of assisting in coronial investigations. Excludes witness payments, fines enforcement (criminal jurisdiction) and prisoner security.
<b>Specialist jurisdiction court</b>	A court which has exclusive jurisdiction in a field of law presided over by a judicial officer with expertise in that area. Examples of these types of courts which are within the scope of this Report are the family courts, the children's courts and the coroners' courts. Examples of specialist jurisdiction courts which are excluded from this Report include Indigenous and circle sentencing courts and drug courts.
<b>Withdrawn</b>	The formal withdrawal of charges by the prosecution (that is, by police, the Director of Public Prosecutions or the Attorney-General).

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## 7.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 7A.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as \Publications\Reports\2008\Attach7A.xls and in Adobe PDF format as \Publications\Reports\2008\Attach7A.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Preamble</b>	Court administration — attachment tables
<b>Table 7A.1</b>	Lodgments, criminal
<b>Table 7A.2</b>	Lodgments, civil
<b>Table 7A.3</b>	Lodgments, criminal, per 100 000 people
<b>Table 7A.4</b>	Lodgments, civil, per 100 000 people
<b>Table 7A.5</b>	Finalisations, criminal
<b>Table 7A.6</b>	Finalisations, civil
<b>Table 7A.7</b>	Finalisations, criminal , per 100 000 people
<b>Table 7A.8</b>	Finalisations, civil, per 100 000 people
<b>Table 7A.9</b>	Real recurrent expenditure, criminal, 2006-07 dollars (\$'000)
<b>Table 7A.10</b>	Real recurrent expenditure, civil, 2006-07 dollars (\$'000)
<b>Table 7A.11</b>	Real income (excluding fines), criminal and civil, 2006-07 dollars (\$'000)
<b>Table 7A.12</b>	Real net recurrent expenditure, criminal, 2006-07 dollars (\$'000)
<b>Table 7A.13</b>	Real net recurrent expenditure, civil, 2006-07 dollars (\$'000)
<b>Table 7A.14</b>	Real net recurrent expenditure, criminal and civil, 2006-07 dollars (\$'000)
<b>Table 7A.15</b>	Cost recovery – civil court fees collected as a proportion of civil expenditure excluding payroll tax (per cent)
<b>Table 7A.16</b>	Real average civil court fees collected per lodgment, 2006-07 dollars (\$)
<b>Table 7A.17</b>	Backlog indicator, criminal (as at 30 June)
<b>Table 7A.18</b>	Backlog indicator, civil (as at 30 June)
<b>Table 7A.19</b>	Attendance indicator (average number of attendances per finalisation)
<b>Table 7A.20</b>	Judicial officers (FTE and number per 100 000 people)
<b>Table 7A.21</b>	Clearance rate – finalisations/lodgments, criminal (per cent)
<b>Table 7A.22</b>	Clearance rate – finalisations/lodgments, civil (per cent)
<b>Table 7A.23</b>	Real net recurrent expenditure per finalisation, criminal, 2006–07 dollars (\$)
<b>Table 7A.24</b>	Real net recurrent expenditure per finalisation, civil, 2006–07 dollars (\$)
<b>Table 7A.25</b>	Real net recurrent expenditure per finalisation, criminal and civil, 2006–07 dollars (\$)
<b>Table 7A.26</b>	Treatment of assets by court administration agencies

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## 7.8 References

ABS (Australian Bureau of Statistics) 2007, *Criminal Courts 2005-06, Australia*, Cat. no. 4513.0, Canberra.

SCRGSP (Steering Committee for the Review of Government Service Provision) 2007, *2007 Data Collection Manual*, Court Administration Working Group, (unpublished), Melbourne.

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## 8 Corrective services

Corrective services aim to provide a safe, secure and humane custodial environment and an effective community corrections environment in which prisoners and offenders are effectively managed, commensurate with their needs and the risks they pose to the community. Additionally, corrective services aim to reduce the risk of re-offending by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community and encourage offenders to adopt a law-abiding way of life.

The term ‘prisoners’ is used in this chapter to refer to people held in full time custody under the jurisdiction of an adult corrective service agency. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand. ‘Periodic detainees’ refers to persons subject to a periodic detention order, which requires them to be held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services. The term ‘offenders’ is used to refer to people serving community corrections orders.

In this chapter, corrective services include prison custody (including periodic detention) and a range of community corrections orders and programs for adult offenders (for example, parole and community work orders). Both public and privately operated correctional facilities are included; however, the scope of this chapter generally does not extend to:

- juvenile justice<sup>1</sup> (which is reported in the chapter on Protection and support services)
- prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are generally the responsibility of health departments)
- prisoners held in police custody (who are covered in the police services chapter)
- people held in facilities such as immigration or military detention centres.

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<sup>1</sup> As of 2004-05, corrective services in NSW manages one 40-bed facility that houses males aged 16 to 18. These young offenders are included in the daily average number of prisoners and are therefore included in the calculation of indicators. As they represent only a very small proportion of NSW prisoners (less than one-half of one percent), they will have a negligible effect on these indicators and this footnote has therefore not been added to each table and figure.

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A profile of the corrective services sector is provided in section 8.1. The framework of performance indicators is outlined in section 8.2, and relevant performance information is discussed in section 8.3. Future directions in performance reporting are discussed in section 8.4. Jurisdictions' comments are covered in section 8.5. Section 8.6 provides definitions and section 8.7 lists the attachment tables. Attachment tables are identified in references throughout the chapter by an 'A' suffix (for example, table 8A.3 is table 3 in the attachment tables). Attachment tables are provided on the CD-Rom enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Section 8.8 lists the references used in this chapter.

## **8.1 Profile of corrective services**

### **Service overview**

As discussed in the Justice preface, the operation of corrective services is significantly influenced by, and in turn influences, other components of the criminal justice system, such as police and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies. However, the scope of the responsibilities of these agencies varies widely. Functions administered by corrective services in one jurisdiction may be administered by a different justice sector agency in another — for example, the management of prisoners held in court cells or police cells, the supervision of juvenile offenders on community corrections orders, juvenile detention, and responsibility for the prosecution of breaches of community corrections orders, vary across jurisdictions.

### **Roles and responsibilities**

Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2006-07, the ACT maintained two remand facilities and one periodic detention centre, with people sentenced to imprisonment in the ACT being held in NSW prisons under contractual arrangements between the two jurisdictions. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2006-07. Two jurisdictions (NSW and the ACT) provided periodic detention for prisoners — for example, weekend detention in custody, whereby prisoners can return home and maintain work commitments during the week.

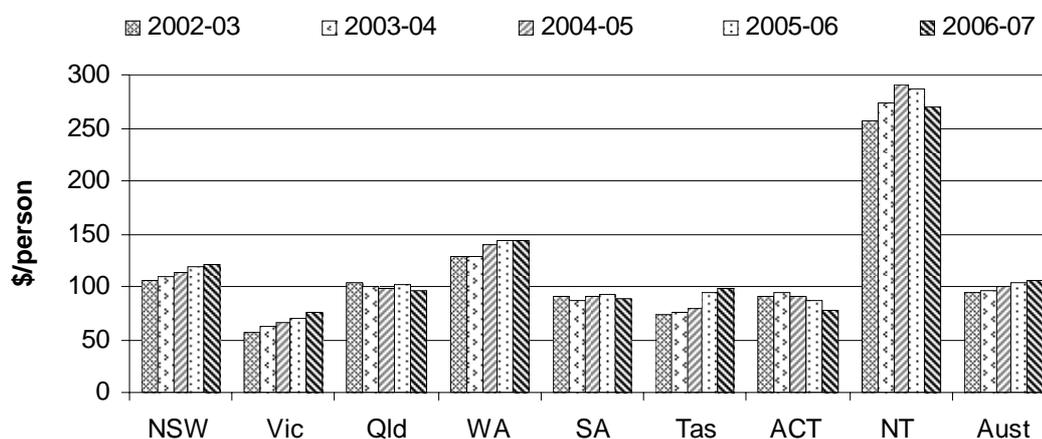
## Funding

Reported total net recurrent and capital expenditure on prisons, net of revenue derived from own sources and excluding payroll tax and expenditure on transport/escort services<sup>2</sup>, totalled \$2.3 billion nationally in 2006-07. The equivalent figure for community corrections was \$0.3 billion (table 8A.6). Capital expenditure comprises depreciation, debt servicing fees, and user cost of capital.

As described in the Justice preface, recurrent expenditure (less revenue from own sources) relates to annual service costs and excludes payroll tax. For consistency with Justice preface reporting, the annual expenditure on corrective services presented in figure 8.1 combines prisons and community corrections net recurrent expenditure (excluding transport/escort services) and includes depreciation. Net recurrent expenditure on corrective services including depreciation was \$2.2 billion in 2006-07 — an increase of 1.8 per cent over the previous year (table 8A.12).

National expenditure per person in the population, based on net recurrent expenditure on corrective services including depreciation, increased in real terms over the last five years, from \$95 in 2002-03 to \$105 in 2006-07 (figure 8.1).

Figure 8.1 **Real expenditure on corrective services per head of population (2006-07 dollars)<sup>a, b, c</sup>**



<sup>a</sup> Includes recurrent expenditure on prisons and community corrections, net of recurrent receipts (own source revenue); includes depreciation; excludes payroll tax and capital expenditure items of debt servicing fees and user cost of capital. <sup>b</sup> Per person cost is calculated using total population (all ages). <sup>c</sup> Data for previous years have been adjusted to 2006-07 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 8A.13; table AA.2.

<sup>2</sup> Transport and escort service expenditure for 2006-07 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 8A.6).

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## Size and scope of sector

### *Prison custody*

Corrective services operated 118 custodial facilities nationally as at 30 June 2007 (table 8A.2). These comprised 85 government-operated prisons and seven privately-operated prisons, three government-operated community custodial facilities, nine periodic detention centres, and fourteen 24-hour court-cell complexes (holding prisoners under the responsibility of corrective services in NSW) (table 8A.2).

On average, 25 901 people per day (excluding periodic detainees) were held in Australian prisons during 2006-07 — an increase of 5.5 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 797 people per day were serving periodic detention orders in NSW and the ACT in 2006-07 — a decrease of 7.5 per cent from the 2005-06 average.

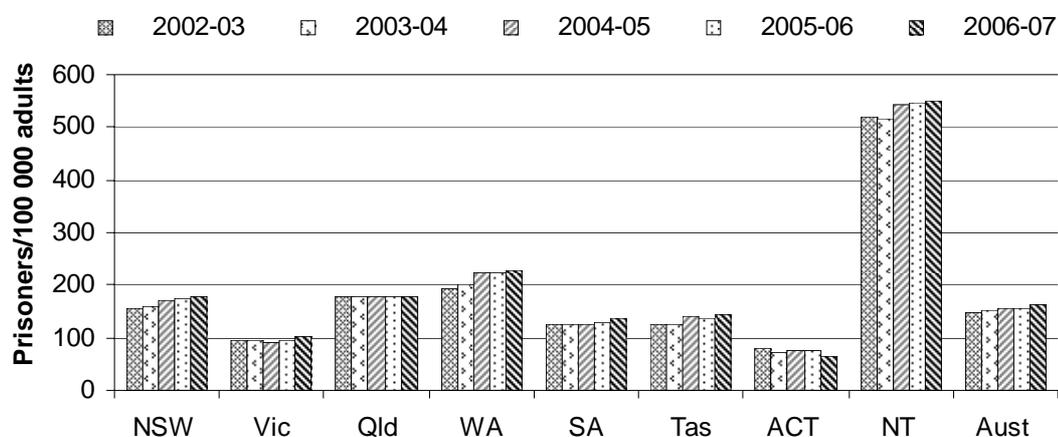
Excluding periodic detainees, 23.8 per cent of prisoners were held in open prisons and 76.2 per cent were held in secure facilities in 2006-07. A daily average of 4395 prisoners (17.0 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2006-07 comprised 24 055 males and 1846 females — 92.9 per cent and 7.1 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 6297 — 24.3 per cent of prisoners nationally (table 8A.1).

The rate of imprisonment represents the number of prisoners (excluding periodic detainees) per 100 000 people in the corresponding adult population. The adult population refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period).

The national rate of imprisonment for all prisoners was 162.0 per 100 000 Australian adults in 2006-07, compared to 156.4 in 2005-06 (figure 8.2). On a gender basis, the national imprisonment rate was 305.7 per 100 000 adult males and 22.7 per 100 000 adult females in 2006-07 (table 8A.4).

Figure 8.2 **Imprisonment rates, total prisoners, five-year trends<sup>a, b</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average prisoner population numbers supplied by States and Territories, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> The ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons.

Source: State and Territory governments (unpublished); table 8A.5; ABS (unpublished) *Australian Demographic Statistics*, as at December of each year.

The national imprisonment rate per 100 000 Indigenous adults in 2006-07 was 2142.2 compared with a rate of 122.4 for non-Indigenous prisoners (figure 8.3).

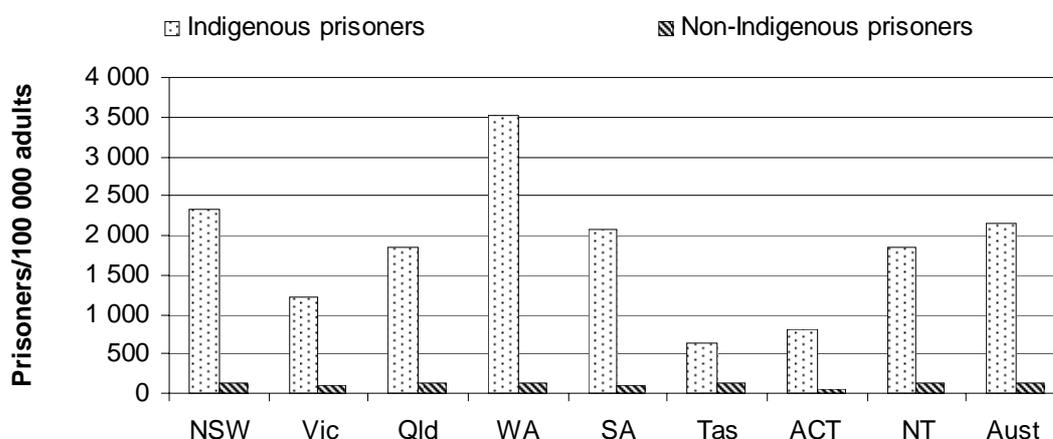
Imprisonment rate comparisons need to be interpreted with care, especially for states and territories with relatively small Indigenous populations, because small changes in prisoner numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions.

While imprisonment rates for Indigenous people are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 74.2 per cent of all prisoners were non-Indigenous in 2006-07 (table 8A.1).

The imprisonment rates in this Report have not been age standardised, therefore caution should be exercised when making comparisons between the Indigenous and non-Indigenous populations. Using the overall (crude) imprisonment rate to examine differences between the Indigenous and non-Indigenous populations may lead to incorrect conclusions being drawn about variables that are correlated with age, rather than Indigenous status. The Indigenous population has a younger age profile compared to the non-Indigenous population, and that factor will contribute to higher rates when the overall (crude) imprisonment rate is compared between the Indigenous and non-Indigenous populations.

Age standardisation is a statistical method that accounts for differences in the age structures of populations, enabling more realistic comparisons to be made between populations. Age standardisation will be considered for future Reports. That said, even if imprisonment rates were adjusted using the age standardisation procedure, the imprisonment rate for the Indigenous population would continue to be significantly higher than that for the non-Indigenous population.

**Figure 8.3 Indigenous and non-Indigenous imprisonment rates, 2006-07<sup>a, b, c</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> The ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. <sup>c</sup> Excludes prisoners whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); table 8A.4; ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2006 (preliminary); ABS (unpublished) Indigenous population projections (low series).

### Community corrections

All jurisdictions provide community corrections services. Community corrections are responsible for a range of non-custodial sanctions (listed for each jurisdiction in table 8A.24) and deliver post-custodial interventions under which prisoners released into the community continue to be subject to corrective services supervision. These services vary in the extent and nature of supervision, the conditions of the order (such as a community work component or personal development program attendance) and the level of restriction placed on the offender's freedom of movement in the community (for example, home detention). No single objective or set of characteristics is common to all jurisdictions' community corrections services, other than that they generally provide a non-custodial sentencing

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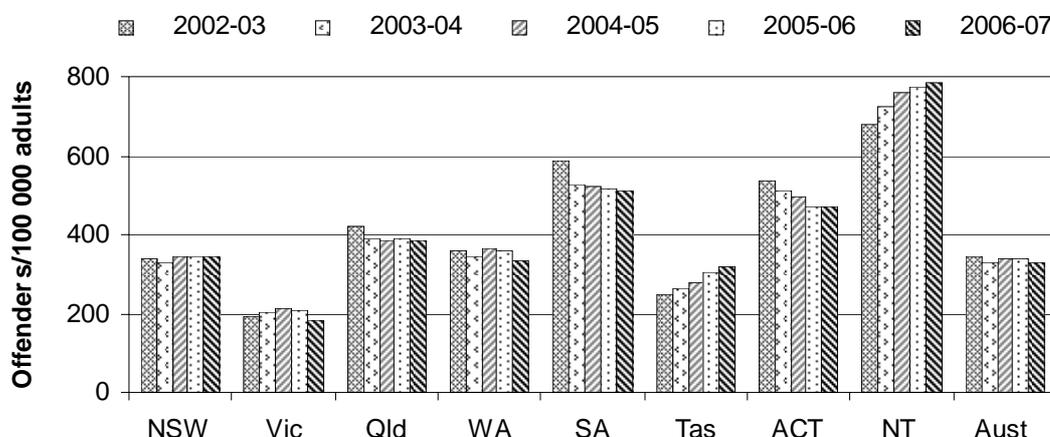
alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Tasmania and the ACT in 2006-07. Home detention was removed as a sentencing option in Queensland in August 2006, although the program continued to operate until all outstanding orders were completed. In most states and territories, fine default orders are administered by community corrections, as is bail supervision in some jurisdictions.

A daily average of 52 658 offenders were serving community corrections orders across Australia in 2006-07 — a decline of 1.1 per cent from the previous year's average (table 8A.3). This daily average comprised 43 028 males (81.7 per cent), 9541 females (18.1 per cent) and 88 offenders whose gender was not reported. The daily average comprised 9346 Indigenous offenders (17.7 per cent of the total community correction population), 41 739 non-Indigenous offenders (79.3 per cent) and 1573 persons whose Indigenous status was unknown (table 8A.3).

The community corrections rate represents the number of offenders serving community corrections orders per 100 000 people in the corresponding adult population. The adult population refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period). The national community corrections rate was 329.4 per 100 000 adults in 2006-07 compared to 339.4 in 2005-06 (figure 8.4).

Figure 8.4 Community corrections rates, total offenders, five-year trends<sup>a, b</sup>



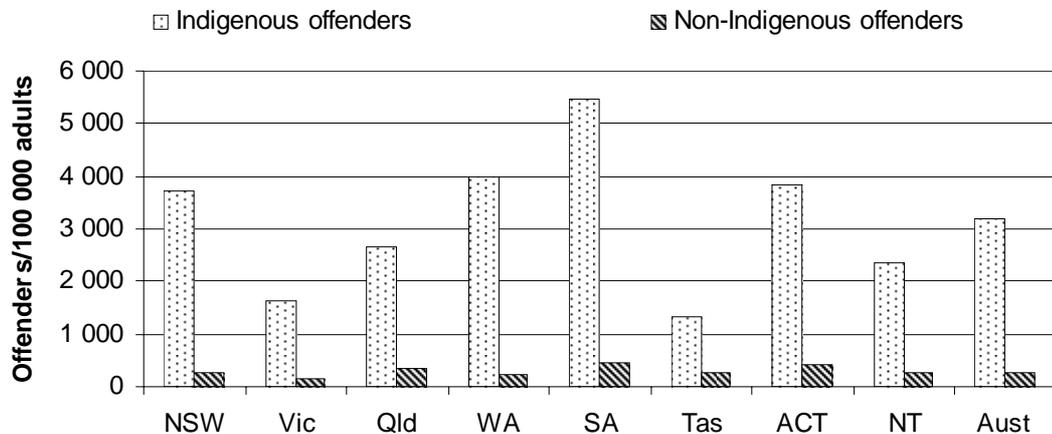
<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> Includes persons on inactive orders, though not all persons on inactive orders are included in all jurisdictions (tables 8A.30, 8A.36, 8A.74).

Source: State and Territory governments (unpublished); table 8A.5; ABS (unpublished) *Australian Demographic Statistics*, as at December of each year.

The national rate for female community correction offenders was 117.5 per 100 000 adult females, compared with 546.8 for adult males (table 8A.4). The national rate for Indigenous offenders in 2006-07 was 3179.6 per 100 000 Indigenous adults compared with 265.9 for non-Indigenous offenders (figure 8.5).

Comparisons need to be interpreted with care, especially for those jurisdictions with relatively small Indigenous populations, because small changes in offender numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions. Further, community corrections rates presented in figure 8.5 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations). As with imprisonment rates, age standardised data would continue to show that the community corrections rates for the Indigenous population are significantly higher than rates for the non-Indigenous population.

Figure 8.5 **Indigenous and non-Indigenous community corrections rates, 2006-07<sup>a, b</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> Excludes offenders whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); table 8A.4; ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2006 (preliminary); ABS (unpublished) Indigenous population projections (low series).

## 8.2 Framework of performance indicators

Corrective services performance is reported against common objectives that have been agreed to by all jurisdictions (box 8.1). The performance indicator framework shows which data are comparable in the 2008 Report (figure 8.6). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

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**Box 8.1 Objectives for corrective services**

Corrective services contribute to the whole-of-government priority, in all jurisdictions, to create safer communities through the administration of correctional sentences and orders. Corrective services' objectives are to:

**Provide a safe, secure and humane custodial environment**

Corrective services aim to protect the community through the effective management of prisoners commensurate with their needs and the risks they pose to the community.

**Provide an effective community corrections environment**

Corrective services aim to protect the community through the effective management of offenders commensurate with their needs and the risks they pose to the community, and to provide advice services to courts and releasing authorities in the determination of orders and directions for offenders.

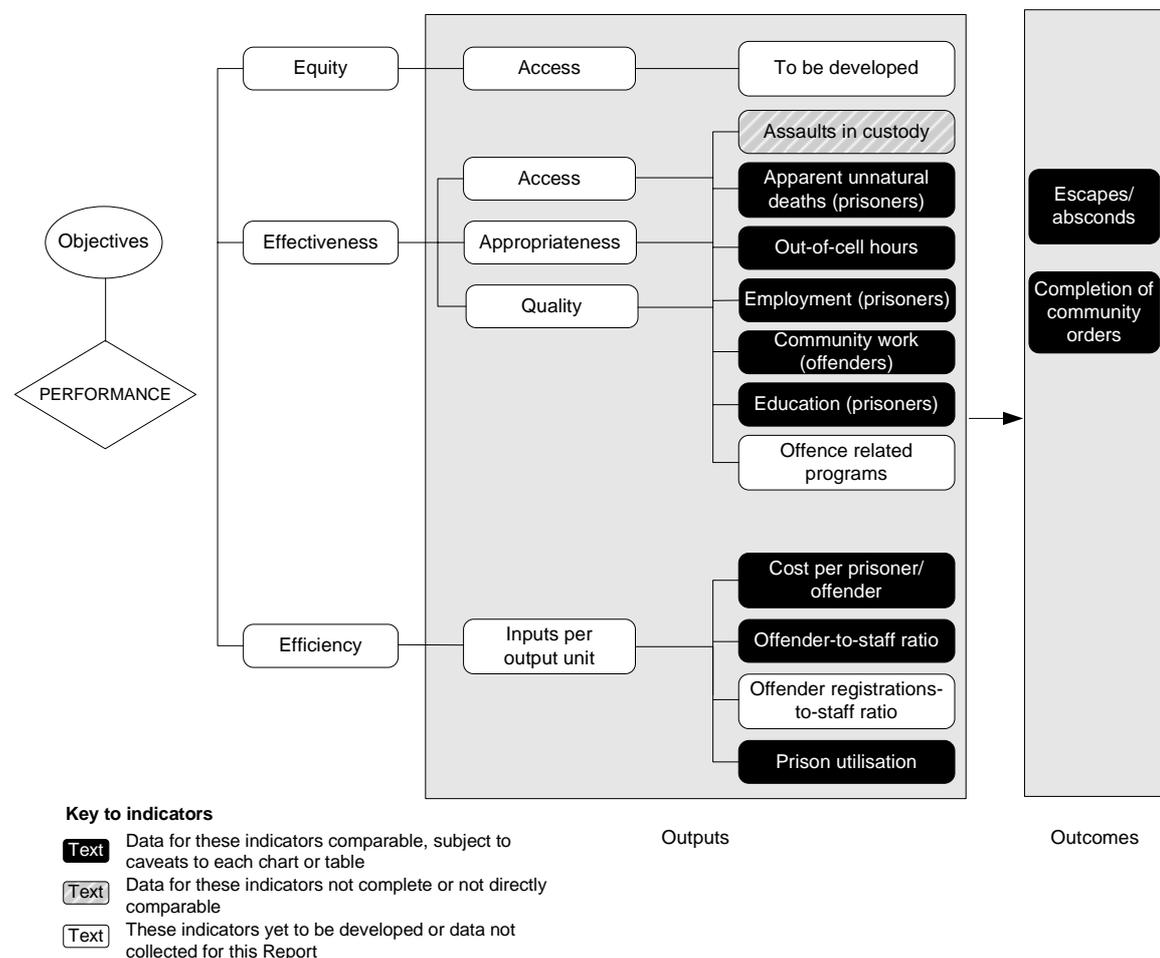
**Provide program interventions to reduce the risk of re-offending**

Corrective services aim to reduce the risk of re-offending among prisoners and offenders by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community, and encourage offenders to adopt a law-abiding way of life.

Definitions and counting rules were refined during the year as part of the continuing effort to improve comparability of indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions. As a result, this Report presents some historical data that may vary from data published in previous Reports. In other cases, it has not been possible to recalculate historical data. Any inconsistencies within reported data are footnoted in relevant figures and tables.

Figure 8.6 specifies the performance indicators associated with the objectives identified in box 8.1. For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately. For relevant efficiency indicators (such as recurrent cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison. Given the unique contracted service arrangements in the ACT, the ACT indicators are presented according to the most appropriate representation of effectiveness and cost — that is, either separately for remand prisoners and/or periodic detainees held in the ACT centres, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

Figure 8.6 Performance indicators for corrective services



### 8.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 8.1, using the indicator framework shown in figure 8.6. Jurisdictional differences in service delivery settings, geographic dispersal and prisoner/offender population profiles have an impact on the effectiveness and efficiency of correctional service systems. Appendix A contains detailed statistics and short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter.

#### Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

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## *Equity*

### *Equity — access indicator*

The Steering Committee has identified equity — access in corrective services as a key area for development in future reports (box 8.2).

#### **Box 8.2 Performance indicator — access**

An indicator of access to appropriate programs and services for people under the responsibility of corrective services has yet to be developed.

## *Effectiveness*

### *Assaults in custody*

Assault rates are an indicator of effectiveness (box 8.3).

#### **Box 8.3 Assaults in custody**

Meeting the objective of providing a safe, secure and humane custodial environment includes providing a prison environment in which there is a low level of violence, whether perpetrated by prisoners on other prisoners or on staff. Low 'assault' rates indicate better performance towards achieving this objective.

The rates of assault in custody are defined as the number of victims of violent physical attacks reported over the year, divided by the annual daily average prisoner population, multiplied by 100 (to give the rate per 100 prisoners). Rates for 'serious assaults' and 'assaults' are reported separately for assaults against another prisoner and assaults against a member of staff. 'Serious assaults' refer to acts of physical violence requiring medical treatment and assessment by a medical officer, resulting in overnight hospitalisation in a medical facility or requiring extended periods of medical treatment, as well as all sexual assaults. 'Assaults' refers to acts of physical violence resulting in a physical injury that may or may not require short-term medical intervention but do not involve hospitalisation.

Rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

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Nationally in 2006-07, the rate of prisoner on prisoner assaults was 8.5 and the rate of prisoner on prisoner serious assaults was 0.6. Prisoner on officer rates were 0.60 for assaults and 0.02 for serious assaults (table 8A.14). Assault rates by jurisdiction are reported in table 8A.14.

*Apparent unnatural deaths (prisoners)*

The rate of apparent unnatural deaths is an indicator of effectiveness (box 8.4).

**Box 8.4 Apparent unnatural deaths (prisoners)**

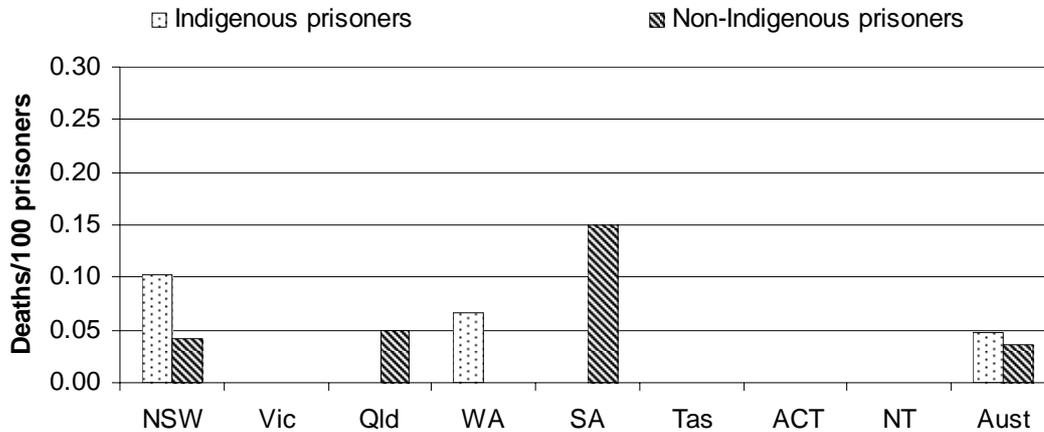
Meeting the objective of providing a safe, secure and humane custodial environment includes providing a prison environment in which there is a low risk of death from unnatural causes. A zero or low rate indicates better performance towards achieving this objective.

The rate of apparent unnatural deaths is defined as the number of deaths, divided by the annual average prisoner population, multiplied by 100 (to give the rate per 100 prisoners), where the likely cause of death is suicide, drug overdose, accidental injury or homicide, and is reported separately for Indigenous and non-Indigenous prisoners.

Rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Figure 8.7 presents information on prisoner death rates in 2006-07 from apparent unnatural causes, for Indigenous and non-Indigenous prisoners. Nationally, the rate of deaths from apparent unnatural causes was 0.04 in 2006-07. The rates for Indigenous and non-Indigenous prisoners were 0.05 and 0.04 respectively.

**Figure 8.7 Rate of prisoner deaths from apparent unnatural causes, 2006-07<sup>a</sup>**

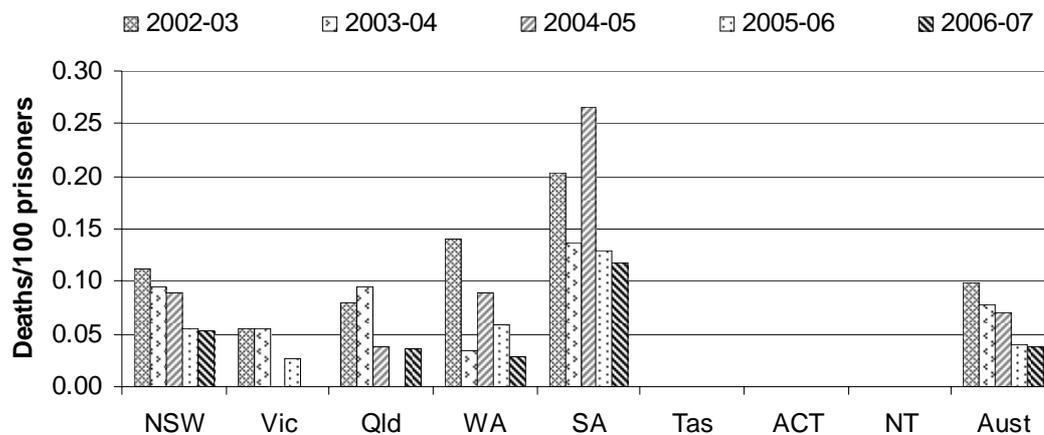


<sup>a</sup> All jurisdictions report on this indicator. Where no column appears, this indicates zero deaths during the counting period.

Source: State and Territory governments (unpublished); table 8A.15.

The national rate of deaths from apparent unnatural causes for all prisoners has declined over the last five years, from 0.10 in 2002-03 to 0.04 in 2006-07 (figure 8.8). Rates fell for both Indigenous and non-Indigenous prisoners (table 8A.16).

**Figure 8.8 Rate of prisoner deaths from apparent unnatural causes, five-year trends<sup>a</sup>**



<sup>a</sup> All jurisdictions report on this indicator. Where no column appears, this indicates zero deaths during the counting period.

Source: State and Territory governments (unpublished); table 8A.16.

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### *Out-of-cell hours*

‘Out-of-cell hours’ per day is an indicator of effectiveness (box 8.5).

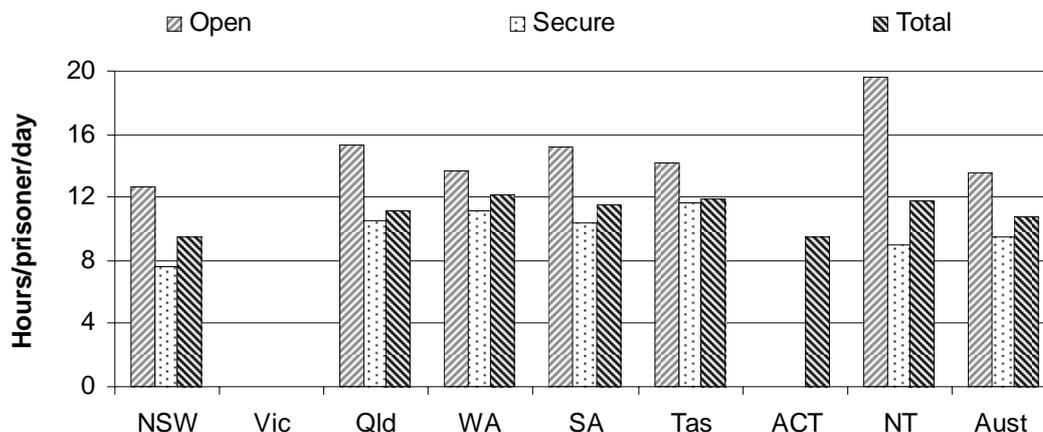
#### **Box 8.5 Out-of-cell hours**

Meeting the objective of providing a safe, secure and humane custodial environment includes managing prisoners in a manner that minimises the risks they pose to the community following discharge from prison while at the same time enabling them to achieve an acceptable quality of life during their period in custody. The time spent out of their prison cells provides prisoners with the opportunity to participate in constructive activities which aim to maximise their prospects for successful re-integration as law-abiding citizens after leaving prison. These activities include work, education, wellbeing, recreation and treatment programs, the opportunity to receive visits, and interacting with other prisoners and staff. A relatively high average ‘out-of-cell hours’ per day indicates better performance towards achieving this objective.

‘Out-of-cell hours’ is defined as the average number of hours that prisoners spend outside of their cells during the day. Prison systems with higher proportions of prisoners who need to be accommodated in more secure facilities because of the potentially greater risk that they pose to the community are more likely to report relatively lower total out-of-cell hours.

Nationally in 2006-07, the average number of out-of-cell hours per prisoner per day was 10.7 (figure 8.9). This figure excludes Victoria, as this jurisdiction was unable to provide data for 2006-07. Average out-of-cell hours were higher for prisoners in open custody than those held in secure custody (13.5 compared to 9.5 hours per prisoner per day, respectively).

Figure 8.9 **Average out-of-cell hours, by prisoner security level, 2006-07<sup>a, b, c</sup>**



<sup>a</sup> The ACT data are based on prisoners held in ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. <sup>b</sup> Victoria did not report on this indicator in 2006-07. <sup>c</sup> Due to the decommissioning and commissioning of three prisons and staged transition to new facilities during 2006-07, out-of-cell hours for Tasmania have been calculated for 30 June 2007 (one day).

Source: State and Territory governments (unpublished); table 8A.18.

### Employment (prisoners)

The prisoner employment rate is an indicator of effectiveness (box 8.6).

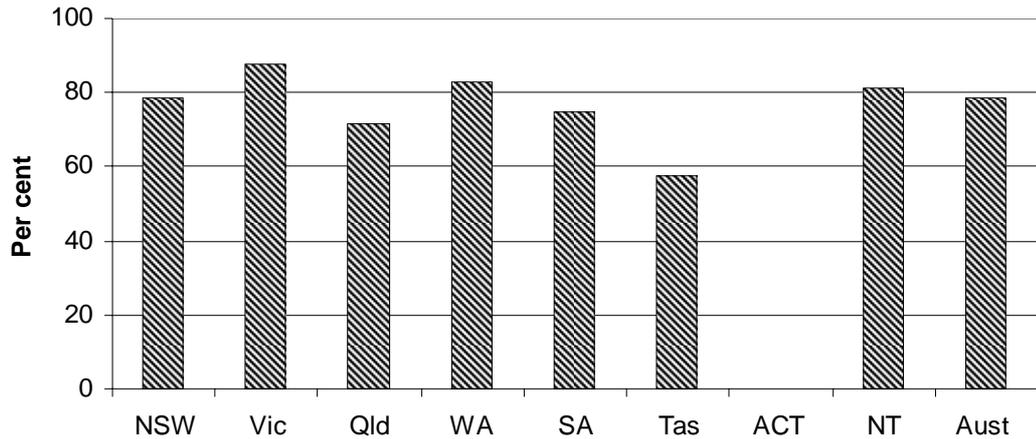
#### Box 8.6 Employment (prisoners)

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. Limited vocational skills and poor employment history have been identified as key contributors to increasing the likelihood of re-offending. A high 'prisoner employment' rate indicates better performance towards achieving this objective.

The prisoner employment rate is defined as the number of prisoners employed as a percentage of those eligible to work (that is, excluding those unable to participate in work programs because of full-time education, ill health, age, relatively short period of imprisonment, or other reason). 'Prisoner employment' rates should be interpreted with caution because of factors outside the control of corrective services (such as local economic conditions) which affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.

Nationally in 2006-07, 78.5 per cent of the eligible prisoner population was employed (figure 8.10). Most prisoners were employed in service industries (46.6 per cent) or in commercial industries (31.3 per cent), with only a small percentage (0.6 per cent) on work release (table 8A.20).

Figure 8.10 **Percentage of eligible prisoners employed, 2006-07<sup>a</sup>**



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners, who are not required to work.

Source: State and Territory governments (unpublished); table 8A.20.

### *Community work (offenders)*

Offender community work is an indicator of effectiveness (box 8.7).

#### **Box 8.7 Community work (offenders)**

Meeting the objective of providing an effective community corrections environment includes delivering a program of appropriate community work projects to enable offenders to perform unpaid community work as part of the requirements of their community corrections orders. 'Community work (offenders)' indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders.

'Community work (offenders)' is measured as the ratio between (i) the number of hours directed to be worked on new orders made during the year, plus the hours of community work remaining on orders made in the previous year that were still in force and (ii) the hours actually worked during the current year. Lower values indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders.

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**Box 8.7 (Continued)**

Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period may relate to hours directed to be worked in orders made in the previous year and hours ordered to be worked in the current counting period may not have to be completed until the following year. Therefore, the ratio does not represent a direct correlation between the hours ordered to be worked and the hours actually worked in relation to individual orders. Neither is it a direct measure of the extent of compliance by an individual offender in completing the requirements of the order pertaining to that particular offender.

The ratio may be affected by factors such as availability of suitable community work projects in some geographic areas or for some categories of offenders, the levels of general compliance across all offenders with the requirements of their orders and by variations in the number of orders with community work requirements made by the courts. This indicator does not measure other aspects of effectiveness such as the amount of benefit incurred by the community as a result of the work.

Data on community work are provided in table 8A.20. NSW and Tasmania did not report on this indicator in 2006-07 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.7 and 2.3 (that is, for every hour worked in the year, between 1.7 and 2.3 hours had been ordered to be worked in the year or had been carried over as incomplete work hours from the previous year) (table 8A.20).

*Education (prisoners)*

The prisoner education rate is an indicator of effectiveness (box 8.8).

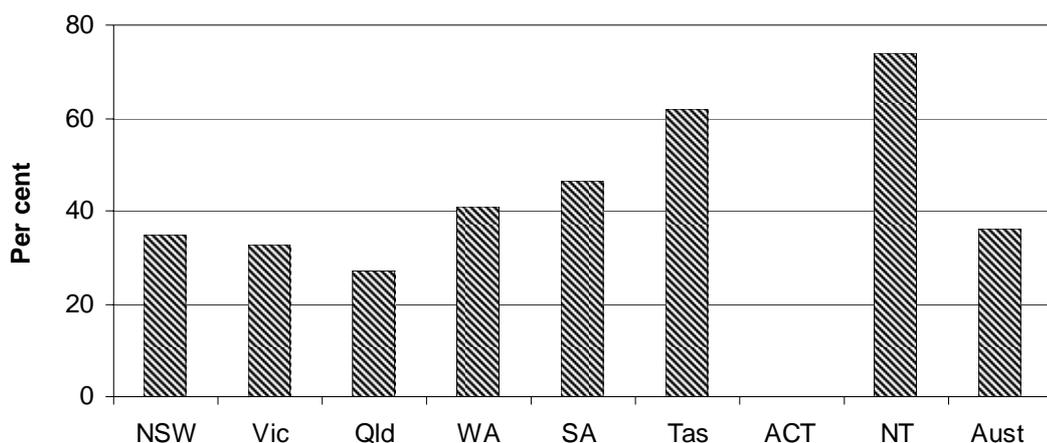
### Box 8.8 Education (prisoners)

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. A high 'education' participation rate indicates better performance towards achieving this objective.

The prisoner education rate is defined as the number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, relatively short period of imprisonment, or other reason). 'Prisoner education' rates do not include participation in non-accredited education programs, or a range of offence related programs that are provided in prisons such as drug and alcohol programs, psychological programs, psychological counselling and personal development courses. The indicator does not assess participation relative to individual prisoner needs, or measure successful completion of education programs.

Nationally, 36.1 per cent of eligible prisoners participated in accredited education and training courses in 2006-07 (figure 8.11). Vocational Education and Training courses had the highest participation rate (29.3 per cent). Nationally, 8.4 per cent of eligible prisoners took part in secondary school education, 4.2 per cent in Pre-certificate Level 1 courses, and 1.8 per cent in higher education (table 8A.21).

Figure 8.11 Percentage of prisoners enrolled in education and training, 2006-07<sup>a</sup>



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

Source: State and Territory governments (unpublished); table 8A.21.

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### *Offence related programs*

The Steering Committee has identified ‘offence related programs’ as an indicator of the effectiveness of corrective services (box 8.9). No data were available for the 2008 Report.

**Box 8.9      Offence related programs**

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing offence related programs that address criminogenic behaviour and, for prisoners released from custody, maximise their prospects for successful reintegration as law-abiding citizens into the community.

This indicator has been identified for development and reporting in the future.

### *Efficiency*

The data presented for efficiency indicators are affected by factors other than differences in efficiency, including:

- composition of the prisoner population (such as security classification and the number of female or special needs prisoners)
- size and dispersion of the area serviced
- scale of operations.

For community corrections, efficiency indicators are also affected by size and dispersion factors, particularly in jurisdictions where offenders reside in remote communities. These indicators can also be affected by differences in criminal justice system policies and practices — for example, the availability and use of sentencing options that impose particular program or supervision requirements.

### *Cost per prisoner/offender*

‘Cost per prisoner/offender’ is an indicator of efficiency (box 8.10).

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**Box 8.10 Cost per prisoner/offender**

The unit cost per prisoner and offender provides a measure of efficient resource management by corrective services. A low unit cost suggests better performance towards achieving efficient resource management.

'Cost per prisoner/offender' is defined as the average daily cost of providing corrective services per prisoner and per offender, reported separately for recurrent cost and capital cost for prisoners and offenders, and for secure and open custody for prisoners.

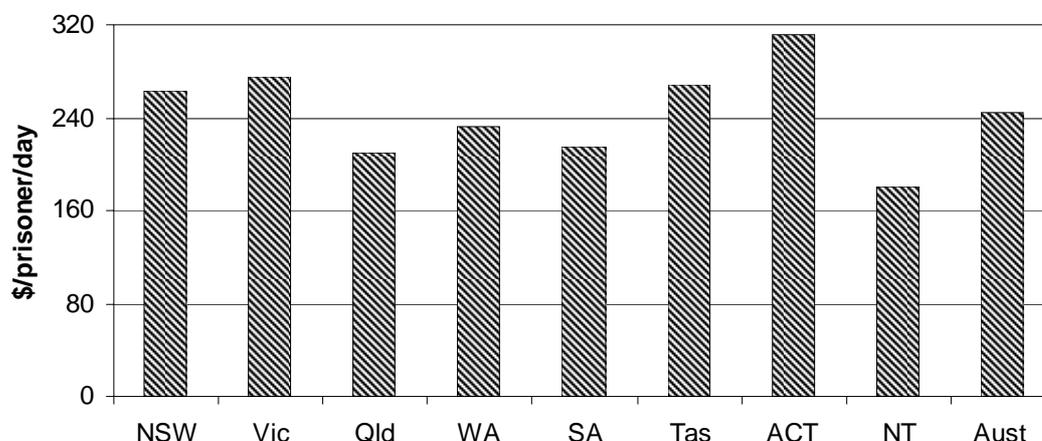
Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, may reflect less emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences in the profile of the prisoner and offender populations, geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

The capital costs included in this section are the user cost of capital and depreciation for government owned prisons, and debt servicing fees for privately owned facilities. The user cost of capital is the cost of the funds tied up in government capital used to deliver services (for example, the land and buildings used to house prisoners). The user cost of capital makes explicit the opportunity cost of this capital (the return forgone by using the funds to deliver services rather than investing them elsewhere or using them to retire debt). The equivalent capital costs for privately owned prisons are debt servicing fees. These fees are paid to private owners in addition to payments relating to prison operations.

The user cost of capital was calculated by applying a nominal cost of capital rate of 8 per cent to the value of government assets. The costs of capital for land and other assets are shown separately in table 8A.7, to allow users to consider any differences in land values across jurisdictions when comparing the data.

Nationally in 2006-07, the total cost per prisoner per day, comprising net recurrent expenditure, depreciation, debt servicing fee, and user cost of capital, was \$245 (figure 8.12).

Figure 8.12 Total cost per prisoner per day, 2006-07<sup>a</sup>

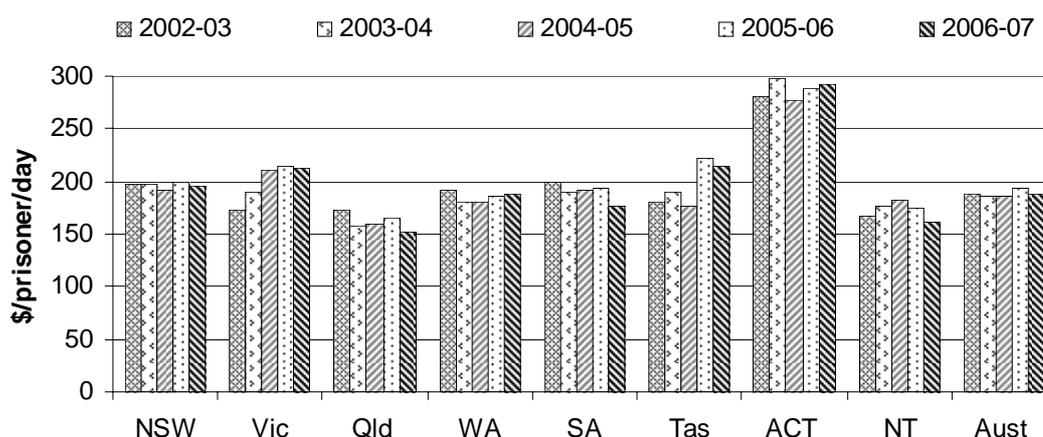


<sup>a</sup> Total net cost per prisoner per day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital (including land), depreciation and debt service fees where applicable. Total cost excludes the cost of transport and escort services where these are reported separately by jurisdictions.

Source: State and Territory governments (unpublished); table 8A.7.

The real recurrent cost per prisoner per day decreased from \$188 nationally in 2002-03 to \$187 in 2006-07 (figure 8.13). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.13 Real recurrent cost per prisoner per day (2006-07 dollars)<sup>a, b</sup>

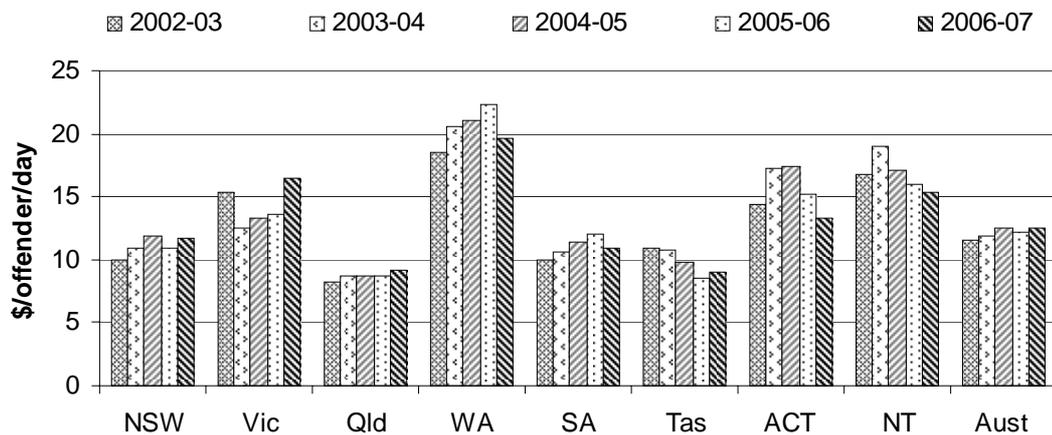


<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax and capital costs. <sup>b</sup> Data for previous years were adjusted to 2006-07 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 8A.9.

Nationally, the real recurrent cost per offender per day was \$13 in 2006-07 compared to \$11 in 2002-03 (figure 8.14). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.14 Real recurrent cost per offender per day (2006-07 dollars)<sup>a, b</sup>



<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax and capital costs. <sup>b</sup> Data for previous years were adjusted to 2006-07 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 8A.11.

### Offender-to-staff ratio

‘Offender-to-staff ratio’ is an indicator of efficiency (box 8.11).

#### Box 8.11 Offender-to-staff ratio

The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. A high ratio suggests better performance towards achieving efficient resource management.

The offender-to-staff ratio is defined as the number of offenders per full-time community corrections staff member employed, and is reported separately for operational staff (who are involved in the direct supervision of offenders) and other staff.

This indicator assesses the number of staff relative to the daily average number of offenders, providing a ‘snapshot’ measure (a count of individuals at a specific point in time), rather than a ‘flow’ measure (a count of individuals across a period of time). Flow measures will be addressed in future reports by the offender registration-to-staff ratio indicator (box 8.12).

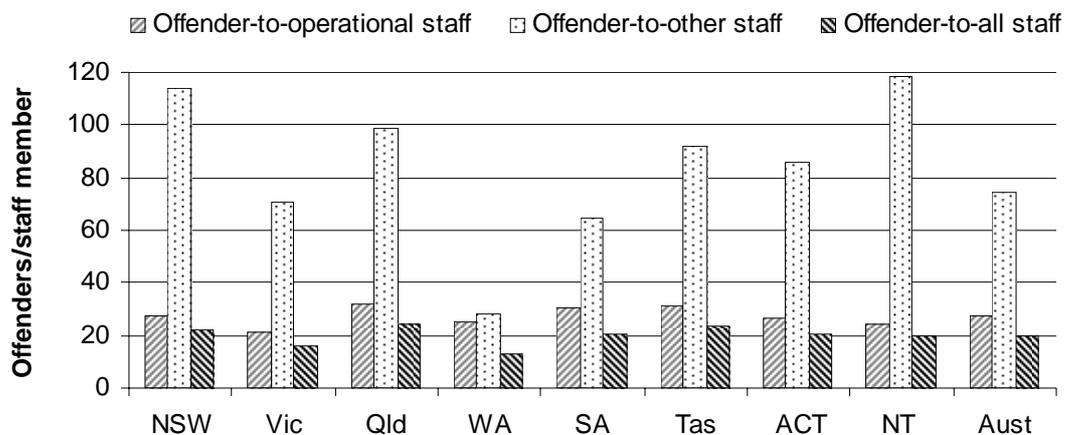
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**Box 8.11 (Continued)**

As with other efficiency indicators, it is difficult to interpret the offender-to-staff ratio in isolation, as it needs to be considered in conjunction with effectiveness indicators. A low ratio may, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs of the particular offender population, which are aimed at producing greater efficiencies in the longer-term. Offender-to-staff ratios are also affected by differences in geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

Nationally, on a daily average basis, there were 20 offenders for every one full-time community corrections staff member in 2006-07 (figure 8.15). The ratio was 27 offenders per operational staff member and 74 offenders per other staff member (table 8A.22).

**Figure 8.15 Community corrections offender-to-staff ratios, 2006-07**



Source: State and Territory governments (unpublished); table 8A.22.

*Offender registrations-to-staff ratio*

The Steering Committee has identified ‘offender registrations-to-staff ratio’ as an indicator of the efficiency of corrective services (box 8.12). No data were available for the 2008 Report.

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**Box 8.12 Offender registrations-to-staff ratio**

The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. This indicator assesses the number of staff relative to the number of new offenders registered during the year to provide a measure of 'flow' (a count of individuals across a period of time), as opposed to a 'snapshot' (a count of individuals at a specific point in time), which is addressed by the offender-to-staff indicator (box 8.11).

This indicator has been identified for development and reporting in the future.

*Prison utilisation*

'Prison utilisation' is an indicator of efficiency (box 8.13).

**Box 8.13 Prison utilisation**

The extent to which prison design capacity is meeting the demand for prison accommodation provides a measure of efficient resource management by corrective services.

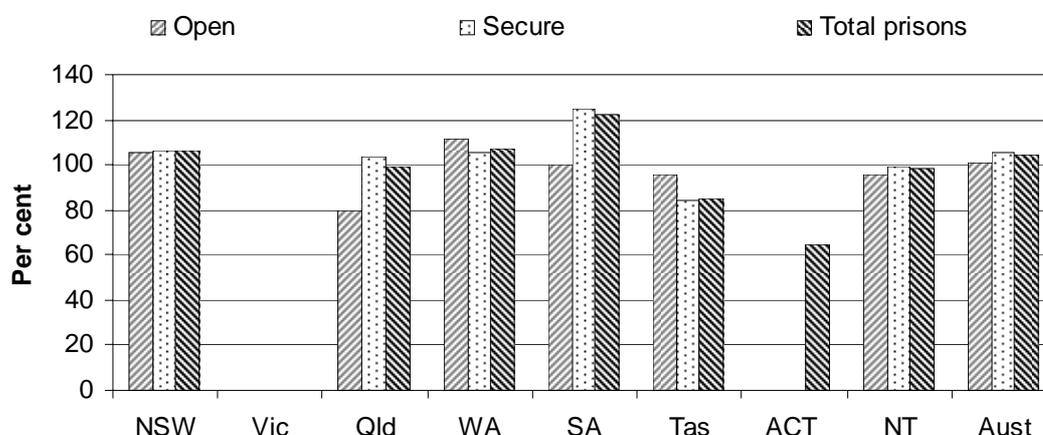
'Prison utilisation' is defined as the annual daily average prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that is provided for in the design capacity of the prisons, reported separately for open and secure custody.

It is generally accepted that the preferred rate of 'prison utilisation' falls between 85 and 95 per cent, because of the need for spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security levels, and to manage short-term fluctuations in prisoner numbers. 'Prison utilisation' rates at the upper end of this range indicate better performance towards achieving efficient resource management.

Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A high utilisation rate, for example, may impact adversely on effectiveness indicators such as 'assaults'.

Nationally, the prison utilisation rate was 104 per cent of prison design capacity in 2006-07. The rate for open prisons was 101 per cent and the rate for secure facilities was 105 per cent (figure 8.16). These figures exclude Victoria as this jurisdiction did not report data for 2006-07.

Figure 8.16 Prison design capacity utilisation rates, 2006-07<sup>a, b</sup>



<sup>a</sup> The ACT data are based on prisoners held in the ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. <sup>b</sup> Victoria did not report on this indicator in 2006-07.

Source: State and Territory governments (unpublished); table 8A.23.

## Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

### *Escapes/absconds*

The ‘escapes/absconds’ rate is an indicator of corrective services contributions to governments’ priority of creating safer communities, by effectively managing prisoners in a safe, secure and humane custodial environment, commensurate with their needs and the risks they pose to the community (box 8.14).

#### Box 8.14 Escapes/absconds

Meeting the objective of providing a safe, secure and humane custodial environment includes ensuring that all prisoners comply at all times with the requirements of the court order that has resulted in their imprisonment, particularly if their being supervised in the community poses a risk to the safety of any person. A zero or low ‘escapes/absconds’ rate indicates better performance towards achieving this objective.

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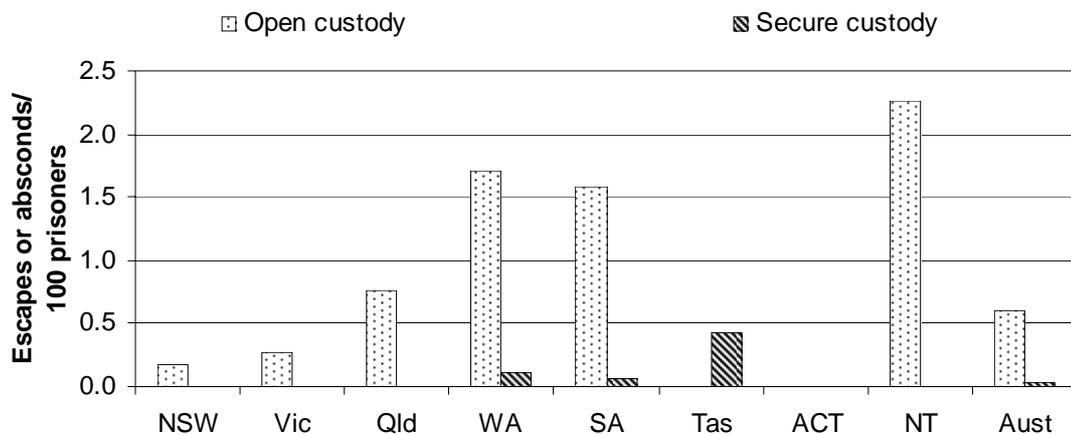
**Box 8.14 (Continued)**

The escapes/absconds rate is defined as the number of escapes or absconds divided by the annual average prisoner population, multiplied by 100 (to give a rate per 100 prisoners), and is reported separately for prisoners escaping from secure custody and from open custody.

Rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Figure 8.17 presents the rates for prisoner escapes/absconds in 2006-07. Nationally, the rate of escapes from open custody was 0.60 and the rate of escape from secure custody was 0.03.

**Figure 8.17 Prisoner escapes/absconds rate, 2006-07<sup>a, b</sup>**



<sup>a</sup> The ACT data are based on prisoners held in the ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. Escapes from ACT prison facilities are reported against secure custody. <sup>b</sup> All other jurisdictions report on open and secure escape rates. Where no column appears, this indicates zero escapes/absconds.

Source: State and Territory governments (unpublished); table 8A.17.

*Community corrections — completion of community orders*

The percentage of community orders completed is an indicator of the effective management by corrective services of offenders in a manner that ensures offenders comply with the requirements of court orders (box 8.15).

**Box 8.15 Community corrections — completion of community orders**

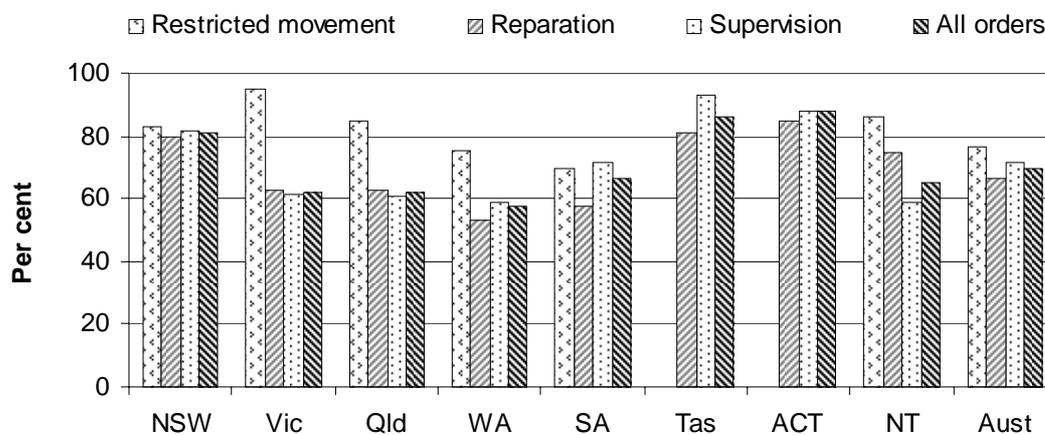
Meeting the objective of providing an effective community corrections environment includes ensuring that offenders comply at all times with the requirements of the court order that has imposed certain conditions on their lives. This may include restrictions on the offender’s liberty (as with home detention), a requirement to undertake community work or other specified activity (such as a drug or alcohol program), regularly attending a community corrections centre as part of supervision requirements, or other conditions. A high percentage of order completions indicates better performance towards achieving an effective community corrections environment.

‘Completion of community orders’ is defined as the percentage of orders completed during the year that were not breached for failure to meet the order requirements or because further offences were committed.

Completion rates should be interpreted with caution. The indicator is affected by differences in the risk levels of offender populations and risk assessment and breach procedure policies. High-risk offenders subject to higher levels of supervision have a greater likelihood of being detected when conditions of orders are breached. High breach rates could therefore be interpreted as a positive outcome reflecting the effectiveness of more intensive management of offenders. A high completion rate may mean either exceptionally high compliance or a failure to detect or act on breaches of compliance.

In 2006-07, 70 per cent of community corrections orders were completed. National completion rates were highest for restricted movement orders (76 per cent), followed by supervision orders at 71 per cent and reparation orders at 66 per cent (figure 8.18).

**Figure 8.18 Completion of community corrections orders, by type of order, 2006-07<sup>a</sup>**



<sup>a</sup> Data for restricted movement orders is not applicable to Tasmania and the ACT as these jurisdictions do not have this category of order.

Source: State and Territory governments (unpublished); table 8A.19.

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## **8.4 Future directions in performance reporting**

The Steering Committee, through the Corrective Services Working Group and the National Corrections Advisory Group, will continue to improve data quality of existing indicators and develop new indicators.

Work will continue in the immediate future to improve the direct comparability of financial indicators, building on work undertaken in 2006-07 to investigate differences between jurisdictions in the scope of functions performed by corrective services that have an impact on reported expenditure. Priority will also be given to identifying and resolving any outstanding comparability issues for other key indicators such as assault rate, order completion, and offender-to-staff ratios.

Work will also continue on developing and trialling indicators for future Reports, specifically 'offence related programs' and 'offender registrations-to-staff ratio'.

In line with the 2007 Strategic Plan for Corrective Services, age standardisation of imprisonment rates, disaggregation of selected indicators by Indigenous status and remoteness areas, as well as the development of access indicators are also being examined for possible incorporation in future Reports.

## **8.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales Government comments**

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NSW is responsible for managing the largest correctional system in Australia. The NSW inmate population has increased by almost 20 per cent since 2002-03, an increase of approximately 400 inmates per year. In 2006-07 the NSW daily average inmate population was 9468, rising to 9729 at its highest point. The daily average periodic detention population was 741. The demand for Community Offender Services (COS), including the supervision of offenders and the preparation of court advice, remained high. In 2006-07, the daily average number of offenders supervised under a community based order was 17 970.

In 2006-07, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner escapes. In 2006-07, NSW reported a record low number of escapes from open custody centres and zero escapes from secure custody facilities.

The rate of successful completions of community based orders remained high at more than 80 per cent in 2006-07, with NSW again performing above the National average. In 2007, NSW established the Special Visitation Group (SVG) within COS. This group of highly trained staff increases community safety and offender compliance by conducting regular unscheduled home visits on high risk offenders outside of normal business hours.

NSW has fully implemented the standardised assessment of risk of re-offending within COS. In 2007, a specialised Offender Assessment Unit was established to provide specialist training and supervision in conducting risk assessments. During 2006-07, NSW made significant advancements in the implementation of the Throughcare strategy, incorporating integrated electronic case management, assessment of risk of re-offending, whole of sentence planning and management and transitional support for pre and post release.

In 2007, as part of the Department's capital works program NSW opened the new Wellington Correctional Centre in central western NSW to meet the demand of the growing inmate population. NSW is currently in the planning stages for a new correctional centre on the NSW south coast. In 2007, NSW also established a new community offender facility in the state's far north. The residential facility is called Bugilmah Burube Wullinje Balund-a, and will provide rehabilitation and reintegration opportunities for offenders serving community based orders.

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## Victorian Government comments

“ Victoria continues to have the lowest overall imprisonment and community corrections rate in the country. Points of particular interest for Victoria in 2006-07 include: no escapes from secure prison custody; no prisoner deaths from apparent unnatural causes; and the highest prisoner employment rates in Australia.

These achievements occurred during a period of significant growth in the prison population, which increased to a daily average of 4044 prisoners in 2006-07, an increase of 10.9 per cent on the 2005-06 daily average of 3648.

Developments during 2006-07 included:

- two of the state's maximum-security prisons for men — Barwon Prison and Melbourne Assessment Prison — received major security upgrades to enhance their capacity to house the State's most challenging prisoners. This included the establishment of Melaleuca, a high-security 27 bed unit with state-of-the-art security technologies, making this unit one of the most secure prison units in Australia
- opening of the 25 bed Judy Lazarus Transition Centre in April 2007, improving Victoria's capacity to help male prisoners to successfully reintegrate into the community after their release from prison
- commencement of construction works for the Wulgunggo Ngalu Learning Place, a culturally appropriate residential facility for up to 20 Koori male offenders who are undertaking community based court orders. This program was designed in response to key recommendations of the Royal Commission into Aboriginal Deaths in Custody
- implementation of the Women's Integrated Support Program (WISP), an intensive pre and post release support program offering case management to women exiting Victorian prisons. The aim of the program is to assist women to resettle into the community, within a framework of addressing needs, achieving goals and reducing offending. A similar program for men will begin in late 2007
- the Department of Justice (DOJ) in conjunction with the Department of Human Services (DHS) conducted a review of forensic medical services. A major outcome of this review was the development of new cross portfolio arrangements in relation to the governance of forensic medical services
- specialist operational and accommodation responses to address the complexities in managing serious high risk sex offenders on Extended Supervision Orders, as well as developmental work to progress a new model for post-sentence detention and supervision of all high-risk sex offenders in response to interim reports from the Victorian Sentencing Advisory Council
- a major review of correctional policies and procedures to ensure alignment with new Human Rights Charter legislation commencing on 1 January 2008.

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## Queensland Government comments

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The growth in prison population continued during 2006-07, with a 3.7 per cent increase to a daily average of 5649 prisoners. The number of offenders under supervision within the community also increased during the year from a daily average of 12 024 in 2005-06 to 12 250 in 2006-07.

Achievements of particular note within this report include no escapes from a secure custody prison; effective infrastructure planning as reflected in the prison capacity utilisation rates; and continued cost efficiency.

The new *Corrective Services Act 2006* was enacted in August 2006, and provides for the safe and humane containment, supervision and rehabilitation of offenders while ensuring the safety of the community and the staff who work in the correctional system. The Act includes:

- a new security classification system for offenders in custody
- the abolition of remission and conditional release
- a new parole system which ensures that offenders are under supervision for the entire sentence imposed by the court
- the introduction of Court-ordered parole
- a new parole board structure that includes a Queensland Parole Board and two regional boards
- the removal of an offender's ability to request judicial review of classification, transfer or placement decisions
- prohibitions on offenders in custody running a business, changing their names without consent, or applying for assisted reproductive technology
- greater recognition of victims' rights through the provision of information to victims of crime, and allowing victims of crime to make submissions to a Parole Board.

The rollout of the new Probation and Parole model was also completed during the year. The new model includes improved supervision and surveillance methods, stronger links with the courts and the judiciary, and community-based rehabilitation programs to help offenders get their lives back on track.

Queensland Corrective Services also reformed its program and service delivery model to provide for integrated offender management that commences when offenders first enter the correctional system and continues after they are released into the community.

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## Western Australian Government comments

“ The Department of Corrective Services is the government agency in Western Australia responsible for delivering adult custodial and community justice services. 2006-07 represents the Department's first full year of operation following the separation from the Department of Justice.

The focus during the year was the Department's Strategic Plan 'Building the Foundations' which outlined the Department's core business and the priorities for the reform program. The Plan's foundation phase established the new department with the focus on core issues such as better leadership, professionalism and continuous improvement to provide a solid foundation for the future. It included strategies to address: safety and security issues; prison infrastructure; appropriate prison officer and community justice officer staffing levels; training and development; intelligence systems; prisoner classification; case management; standards and procedures for assessment and management of risks posed by offenders; and mechanisms for professionalism, ethics and integrity. The Plan was geared at establishing the systems and resources to effectively deliver offender management services, both within the department and in partnership with government agencies and the community.

In 2006-07, Western Australia managed an average daily prisoner population of 3622, an increase of 5.6 per cent over the previous year. Prisoner numbers during the year ranged from a low of 3524 in January 2007 to a peak of 3847 in June 2007. Indigenous prisoners accounted for 41 per cent of the total prisoner population, with an average daily population of 1497 — an increase of 9.7 per cent over the previous year. The rise in the prisoner population has necessitated the implementation of a number of short and medium term strategies, including multi-occupancy cells; construction of additional accommodation at three prisons; upgrading of Broome Regional Prison and planning for a new Eastern Goldfields Regional Prison; and a new multi security prison in Derby. The Reducing Aboriginal Imprisonment Strategy continued throughout 2006-07, with the long term aim of reducing Aboriginal imprisonment and improving the integration of these offenders following their release from custody.

Western Australia managed an average of 5241 adult offenders in the community, a decrease of 282 offenders (5.4 per cent) over the previous year. The proportion of Indigenous offenders managed in the community remained at 32 per cent. In better managing the complex needs of this client group, a number of new positions were created to: manage high risk offenders; deliver specialised training; improve the timeliness of returning breaches to the courts; and improve service to releasing authorities. The Re-entry Link and Transitional Accommodation Support Services programs continue to achieve positive results with a high commendation in the 2006 Premier's Awards, while the Community and Juvenile Justice Demand Model won the Governance and Public Sector Improvement category at the same awards.

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### South Australian Government comments

“ South Australia has continued to experience growth in prisoner numbers, with an increase to an average of 1686 prisoners for the 2006-07 financial year — 138 more than the previous year average. Intakes into custody during this period totalled 3696 persons. Of these, 3206 were unsentenced (on remand). The remaining 490 persons commenced a court ordered prison sentence.

The demand for community based services during 2006-07 remained relatively consistent, both in terms of demand for court advice and the subsequent flow of offenders sentenced to community based orders. 8736 offenders received a community based sanction. The Department completed 4901 Court Reports during the financial year.

To address immediate pressure on prison capacity, the South Australian Government has funded an additional 125 prison beds throughout the State in 2007-08. The growth in prisoner numbers has been carefully monitored and responsible solutions will continue to be implemented until new prisons become operational in 2011. The Department has also scheduled a number of Community Corrections offices for upgrade and renewal.

There were two unnatural deaths in custody during the 2006-07 financial year. These deaths again highlight the Department's need for constant vigilance with prisoners presenting with increasing levels of risks and more complex needs. It is expected that ongoing improvements in prisoner risk assessment and the planned custodial capacity increases will achieve improved outcomes.

The Department continues to improve the services for aboriginal offenders in the Anangu Pitjantjatjara Yankunytjatjara (APY) lands. A culturally relevant program has been successfully introduced to address family violence. The program is a cross-border initiative with the Northern Territory and Western Australia. ”

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## Tasmanian Government comments

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Corrective Services in Tasmania are provided by two divisions of the Department of Justice: Community Corrections, and the Tasmania Prison Service.

In 2006-07 the demand for Community Corrections in Tasmania continued to grow, with increases in the number of people on both reparation and supervision orders. Community Corrections maintains a strategy of ongoing improvement of the consistency and quality of offender management practices. As part of this, in 2006-07 Community Corrections:

- continued to work on the review of the statewide policy and procedures manual, and the enhancement of the quality and consistency of reports produced for the Courts and the Parole Board
- carried out extensive planning to integrate the Family Violence Offender Intervention Program (FVOIP) into Community Corrections in 2007-08
- provided training to staff to allow the delivery of a regular series of the Offending is Not the Only Choice Program across the state
- was awarded the tender for provision of the Case Management of adult offenders for the Court Mandated Diversion program, and worked extensively with the project team regarding implementation of this program.

Community Corrections has continued to work closely with the Prison Service. This has included the development of programs aimed at ensuring continuity for offenders across Corrective Services in Tasmania, and the collation and publication of statistics on the provision of Corrective Services in Tasmania.

The new men's prison, Risdon Prison Complex, was commissioned in September 2006 and has a capacity for 297 inmates in maximum and medium security accommodation. The Mary Hutchinson Women's Prison, which can accommodate 46 minimum, medium and maximum-security inmates, was commissioned in two stages from May to September 2006. The refurbished Ron Barwick Minimum Security Prison for male inmates will be fully commissioned in 2007-08.

The Tasmania Prison Service continued to progress the new model of Integrated Offender Management with additional programs provided for inmates throughout 2006-07 aimed at reducing re-offending.

The recruitment and training process for correctional officers was reviewed, which resulted in the induction course for new officers being lengthened to 14 weeks to cover all the elements of the new operating model for Tasmanian prison facilities.

Tasmania's small size and prisoner/offender populations must be taken into account when comparing indicators across jurisdictions. Very small changes in absolute figures can result in significant changes in rates or percentages, making broad comparisons with other jurisdictions misleading.

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## Australian Capital Territory Government comments



In 2006-07, the imprisonment rate per 100 000 of the adult population decreased to 65.4. The ACT still has the lowest imprisonment rate nationally.

Legislative changes relating to the administration of periodic detention have resulted in a marked increase in the number of people attending periodic detention. In 2006-07, the number of detainees attending for periodic detention increased, to an average of 37 per weekend, even though the periodic detention rate slightly decreased to 21.7 per 100 000 of the adult population. As the useable periodic detention capacity remained constant at 30, a number of measures were implemented to ensure that detainees were able to be accommodated.

The recurrent cost per prisoner per day for all prisoners increased in 2006-07 to \$291.7 per day. The high cost is driven by the age, the poor design and the inadequate state of the remand centres in the ACT. It should also be noted that the ACT has no control over the costs of prisoners accommodated in NSW correctional facilities, as these costs are part of a contractual agreement with NSW.

In relation to community corrections, the total number of persons supervised increased in 2006-07. However, the community corrections rate per 100 000 of the adult population remains reasonably constant at 470.6 compared to the previous year, while the recurrent cost per offender per day dropped in 2006-07 to \$13.3 per day.

Work continued during 2006-07 on the construction of the Alexander Maconochie Centre, the ACT's first prison. Activity on the Hume site is continuing and the project is well advanced.

With the commissioning of the Alexander Maconochie Centre scheduled for August 2008, the ACT is embarking upon extensive training of staff and mass recruitment to ensure a smooth transition to the new facility.

As part of the transition, prison legislation has been passed — the Corrections Management Act 2007 — to cover the full ambit of correctional activities. With the Act crafted on the basis of human rights, work is being undertaken to develop approximately 135 policies and procedures for the new facility.



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## Northern Territory Government comments

“ The delivery of most services in the Northern Territory is strongly influenced by the significant proportion of the population residing in rural and remote communities, and that almost 30 per cent of the NT population identify themselves as Aboriginal or Torres Strait Islander. NT criminal activity is disproportionately associated with young adult Indigenous males.

The NT prison population continued to increase and rose by over 5 per cent, from a daily average of 791 in 2005-06 to 834 in 2006-07. Prison capacity in the NT had a net increase of 50 beds from the beginning of 2006-07 with the opening of the new Living Skills Unit at Darwin Correctional Centre.

The NT Community Corrections offender population also rose by 5 per cent, from a daily average of 1125 in 2005-06 to 1183 in 2006-07.

Performance highlights and new initiatives during 2006-07 include:

- continuation of the three-year staged implementation of the Integrated Offender Management System. Work started on the planning and implementation of integrated throughcare assessment and case management work practices and procedures
- commenced the implementation of the ‘Strengthening Community Corrections’ initiative announced in October 2006. During 2007, recruitment of additional Probation and Parole Officers commenced, along with recruitment of an Intensive Case Management Coordinator. In addition, a working protocol has been developed with Northern Territory Police to ensure the timely sharing of information on high risk community based offenders under the supervision of Community Corrections
- established a job centre at Darwin Correctional Centre for job seeking prisoners, to assist them to find employment upon release from prison. Developed training partnerships with various education and training organisations to provide skills training to prisoners to improve their reintegration and rehabilitation prospects.

Due to the NT’s small prisoner/offender populations, minor changes in absolute numbers can result in significant changes in rates or percentages. It can be misleading to make broad comparisons with corresponding values for Australia or those of other jurisdictions.

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## 8.6 Definitions of key terms and indicators

<b>24-hour court cell</b>	A place of detention located in court and/or police complexes managed by correctional officers and that accommodates sentenced or unsentenced prisoners for short periods of time (not including holding cells).
<b>Assault</b>	<p>An act of physical violence committed by a prisoner resulting in a physical injury that may or may not require short term medical intervention of a non-hospitalised nature. An assault is recorded where either:</p> <ul style="list-style-type: none"><li>• a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or</li><li>• there is evidence that an assault took place because at least one of the following circumstances apply:<ul style="list-style-type: none"><li>– there is at least one apparently reliable witness to the assault, or the victim claims assault and there is no obvious reason to doubt this claim, or</li><li>– a visible injury has occurred and there is sufficient circumstantial or other evidence to make an assault the most likely cause of the injury on the basis of the balance of probabilities.</li></ul></li></ul> <p>The rate is expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100. It is based on a count of victims of assaults not incidents, that is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.</p>
<b>Average number of hours to be worked per offender</b>	The balance of community work hours to be worked per offender with active work orders containing community hours on the first day of the counting period and/or imposed new community work hours ordered during the counting period.
<b>Average number of hours actually worked per offender</b>	The number of actual hours worked per offender with a work order in the counting period.
<b>Capital cost per prisoner/offender</b>	The daily cost per prisoner/offender, based on the user cost of capital (calculated as 8 per cent of the value of government assets), the depreciation cost for government owned prisons/facilities, and debt servicing fees for privately owned facilities.
<b>Community corrections</b>	Community-based management of court-ordered sanctions, post-prison administrative arrangements and fine conversions for offenders, which principally involve the provision of one or more of the following activities: supervision; programs; or community work.
<b>Community corrections rate</b>	The annual average number of offenders per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.

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<b>Community corrections staff</b>	Operational staff refers to staff whose main responsibility involves the supervision or provision of support services directly to offenders, for example, probation/parole/community corrections officers, home detention officers, case managers, program co-ordinators, and court advice workers. Other staff refers to staff based in Head Office or officers in the field whose responsibilities are managerial or administrative in relation to offender management. Staff members who perform a mix of caseload and administrative functions are allocated proportionately to each category based upon the workload assigned to that position.
<b>Community custodial facilities</b>	Correctional custodial facilities where prisoners are prepared for post-release by participating in work release programs and educational activities, performing community service, engaging in family visits and attending community-based rehabilitation programs. They include transitional centres in NSW and community custody centres (including Work Outreach Camps, Women's Community Custody Centres, and Indigenous Community Placement Centres) in Queensland.
<b>Completion rate of community orders</b>	The proportion of community orders successfully completed (by order type) within the counting period.
<b>Daily average prisoner/periodic detention/offender population</b>	The average number of prisoners, periodic detainees and/or offenders during the counting period.
<b>Education rate</b>	<p>The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include:</p> <ul style="list-style-type: none"> <li>• those in centres where the policy is not to provide education programs or where education programs are not available (that is, remand centres, 24-hour court cells)</li> <li>• remandees for whom access to education is not available</li> <li>• hospital patients who are medically unable to participate</li> <li>• fine defaulters (who are incarcerated for only a few days at a time)</li> <li>• subgroups of the above categories.</li> </ul>
<b>Employment (community corrections)</b>	The number of community work hours worked per offender during the counting period.
<b>Employment (prisoners and periodic detainees)</b>	<p>The average number of prisoners or periodic detainees employed on the first day of each month as a proportion of those eligible to participate in employment. Prisoners excluded as ineligible for employment include those undertaking full time education and prisoners whose situation may exclude their participation in work programs, for example:</p> <ul style="list-style-type: none"> <li>• remandees who choose not to work</li> <li>• hospital patients or aged prisoners who are unable to work</li> <li>• prisoners whose protection status prohibits access to work</li> <li>• fine defaulters (who are only incarcerated for a few days at a time)</li> <li>• subgroups of the above categories.</li> </ul>

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<b>Escapes/absconds rate (open/secure)</b>	A person who escapes or absconds from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes/absconds by the daily average open/secure prison population, multiplied by 100.
<b>Home detention</b>	A corrective services program requiring offenders to be subject to supervision and monitoring by an authorised corrective services officer while confined to their place of residence or a place other than a prison.
<b>Imprisonment rate</b>	The annual average number of prisoners per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
<b>Inactive order and/or in suspense</b>	Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.
<b>Indigenous status</b>	Persons identifying themselves as either an Aboriginal or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. Counting was by self-disclosure.
<b>New offender registrations-to-staff ratio</b>	The level of staff supervision based on the number of staff employed and the total number of new offender registrations (that is, the number of new and/or existing offenders registered with community corrections during the counting period with a new set of orders).
<b>Number of correctional facilities</b>	A facility gazetted as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including community custodial facilities and 24-hour court cell centres.
<b>Offence-related programs</b>	A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.
<b>Offender</b>	An adult person subject to a current community-based corrections order (including bail supervision by corrective services).
<b>Offender-to-staff ratio</b>	The level of staff supervision based on the number of staff employed and the average number of offenders.
<b>Open custody</b>	A custodial facility where the regime for managing prisoners does not require them to be confined by a secure perimeter physical barrier, irrespective of whether a physical barrier exists.
<b>Out-of-cell hours</b>	The time during which prisoners are not confined to cells, averaged over all days of the year.
<b>Periodic detainee</b>	A person subject to a periodic detention order.
<b>Periodic detention</b>	An order of confinement, imposed by a court of law, requiring that a person be held in a legally proclaimed prison or periodic detention facility for two consecutive days within a one-week period.

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<b>Periodic detention rate</b>	The annual average number of periodic detainees per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
<b>Periodic detention utilisation rate</b>	The extent to which periodic detention capacity is meeting demand for periodic detention accommodation, calculated as the total daily average periodic detention population attending a residential component of the order, divided by average periodic detention design capacity.
<b>Personal development</b>	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
<b>Prison</b>	A legally proclaimed prison or remand centre which held adult prisoners, excluding police prisons or juvenile detention facilities.
<b>Prison design capacity utilisation rate</b>	The extent to which prison design capacity meets demand for prison accommodation, calculated as the total daily average prisoner population divided by average prison design capacity.
<b>Prisoner</b>	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
<b>Private prison</b>	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
<b>Rate of return to community corrections</b>	The proportion of offenders completing a community order, not subject to further supervision/contact with corrective services upon completion, who return to community corrections with a new correctional sanction within two years of the last community order completion date.
<b>Rate of return to corrections</b>	<p><i>Prisoners:</i> The proportion of sentenced prisoners who return to corrective services with a new correctional sanction within two years of completing a prison sentence.</p> <p><i>Community corrections:</i> The proportion of offenders not subject to further supervision/contact with corrective services upon completion of an order who return to corrective services with a new correctional sanction within two years of the last community order completion date.</p>
<b>Rate of return to prison</b>	The proportion of sentenced prisoners who return to prison with a new correctional sanction within two years of completing a prison sentence.
<b>Ratio of number of hours ordered to actual hours worked per offender</b>	The ratio of number of hours ordered to be worked to number of hours actually worked during the counting period per offender with a work order.
<b>Recurrent cost per prisoner/offender</b>	The daily cost of managing a prisoner/offender, calculated against recurrent expenditure net of consolidated funds and receipts (that is, own source revenue), payroll tax and capital costs.
<b>Recurrent expenditure</b>	Expenditure of an ongoing nature incurred in the provision of government services or programs, including salaries, maintenance and working expenses, grants and subsidies, other services, expenditure incurred by other departments on behalf of corrective services, contracted management services, and relevant expenditure by umbrella and other departments, but excluding payroll tax.

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<b>Reparation (i)</b>	A subcategory of community-based corrections that refers to all offenders with a community service bond/order or fine option that requires them to undertake unpaid work.
<b>Reparation (ii)</b>	In the broader context of this data collection, refers to work undertaken by prisoners or offenders that benefits the community directly or indirectly by reducing costs to the taxpayer.
<b>Restricted movement</b>	A subcategory of community-based corrections that refers to offenders who are subject to a system of restricted movement, including supervision and/or electronic monitoring (for example, home detention).
<b>Secure custody</b>	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
<b>Serious assault</b>	<p>An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm, including:</p> <p>(a) harm requiring medical treatment and assessment by a medical officer resulting in overnight hospitalisation in a medical facility (for example, prison clinic, infirmary, hospital or a public hospital)</p> <p>(b) harm requiring extended periods of ongoing medical treatment</p> <p>(c) all acts of sexual assault.</p>
<b>Supervision (compliance)</b>	A subcategory of community-based corrections that refers to all offenders (other than those categorised as restricted movement or reparation).
<b>Transitional Centre</b>	Facilities administered by corrective services for the purpose of accommodating prisoners prior to their release from custody.
<b>Unnatural deaths rate</b>	<p>The death wherever occurring (including hospital) of a person:</p> <ul style="list-style-type: none"> <li>• who is in prison custody</li> <li>• whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody</li> <li>• who dies or is fatally injured in the process of prison officers attempting to detain that person</li> <li>• who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody</li> <li>• there is sufficient evidence to suggest, subject to a Coroner's finding, that the most likely cause of death is homicide, suicide, an accidental cause or a drug overdose.</li> </ul> <p>The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.</p>
<b>Work order</b>	A community service order or bond that imposes work upon an offender. (In some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work).

Source: NCAG (2007).

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## 8.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 8A.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as \Publications\Reports\2008\Attach8A.xls and in Adobe PDF format as \Publications\Reports\2008\Attach8A.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Preamble</b>	<b>Corrective services</b>
<b>Table 8A.1</b>	Average daily prisoner population
<b>Table 8A.2</b>	Correctional custodial facilities, at 30 June 2007 (number)
<b>Table 8A.3</b>	Average daily community corrections offender population
<b>Table 8A.4</b>	Imprisonment and community corrections rates, by sex and Indigenous status (per 100 000 adults)
<b>Table 8A.5</b>	Imprisonment and community correction rates, by year (per 100 000 adults)
<b>Table 8A.6</b>	Expenditure on prisons and community corrections, 2006-07
<b>Table 8A.7</b>	Expenditure per prisoner and offender, 2006-07
<b>Table 8A.8</b>	Real recurrent expenditure on prisons (2006-07 \$'000)
<b>Table 8A.9</b>	Real recurrent cost per prisoner per day (2006-07 dollars)
<b>Table 8A.10</b>	Real recurrent expenditure on community corrections (2006-07 \$'000)
<b>Table 8A.11</b>	Real recurrent cost per offender per day (2006-07 dollars)
<b>Table 8A.12</b>	Real recurrent expenditure on corrective services including depreciation, 2006-07
<b>Table 8A.13</b>	Real recurrent expenditure on corrective services including depreciation per head of population per year (2006-07 dollars)
<b>Table 8A.14</b>	Prison assault rates, 2006-07 (per 100 prisoners)
<b>Table 8A.15</b>	Death rates from apparent unnatural causes, by Indigenous status, 2006-07 (per 100 prisoners)
<b>Table 8A.16</b>	Death rates from apparent unnatural causes, by year and Indigenous status (per 100 prisoners)
<b>Table 8A.17</b>	Escapes/absconds rates, 2006-07 (per 100 prisoners)
<b>Table 8A.18</b>	Prisoner out-of-cell hours, 2006-07 (average hours per day)
<b>Table 8A.19</b>	Completion of community corrections orders, by type of order, 2006-07 (per cent)
<b>Table 8A.20</b>	Prisoner employment and offender community work rates, 2006-07 (per cent)
<b>Table 8A.21</b>	Prisoner education and training rates, 2006-07 (per cent)

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- Table 8A.22** Community corrections offender-to-staff ratios, 2006-07  
**Table 8A.23** Prison design capacity utilisation rates, 2006-07 (per cent)  
**Table 8A.24** Categorisation of correctional sanctions (operating during 2006-07)

**Single Jurisdiction Data — NSW**

- Table 8A.25** Descriptors, prisons  
**Table 8A.26** Effectiveness, prisons  
**Table 8A.27** Descriptors, periodic detention  
**Table 8A.28** Effectiveness, periodic detention  
**Table 8A.29** Efficiency, prisons and periodic detention  
**Table 8A.30** Descriptors, community corrections  
**Table 8A.31** Effectiveness, community corrections  
**Table 8A.32** Efficiency, community corrections

**Single jurisdiction data — Vic**

- Table 8A.33** Descriptors, prisons  
**Table 8A.34** Effectiveness, prisons  
**Table 8A.35** Efficiency, prisons  
**Table 8A.36** Descriptors, community corrections  
**Table 8A.37** Effectiveness, community corrections  
**Table 8A.38** Efficiency, community corrections

**Single jurisdiction data — Qld**

- Table 8A.39** Descriptors, prisons  
**Table 8A.40** Effectiveness, prisons  
**Table 8A.41** Efficiency, prisons  
**Table 8A.42** Descriptors, community corrections  
**Table 8A.43** Effectiveness, community corrections  
**Table 8A.44** Efficiency, community corrections

**Single jurisdiction data — WA**

- Table 8A.45** Descriptors, prisons  
**Table 8A.46** Effectiveness, prisons  
**Table 8A.47** Efficiency, prisons  
**Table 8A.48** Descriptors, community corrections  
**Table 8A.49** Effectiveness, community corrections  
**Table 8A.50** Efficiency, community corrections

**Single jurisdiction data — SA**

- Table 8A.51** Descriptors, prisons  
**Table 8A.52** Effectiveness, prisons  
**Table 8A.53** Efficiency, prisons

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- Table 8A.54** Descriptors, community corrections
  - Table 8A.55** Effectiveness, community corrections
  - Table 8A.56** Efficiency, community corrections

**Single jurisdiction data — Tas**

- Table 8A.57** Descriptors, prisons
- Table 8A.58** Effectiveness, prisons
- Table 8A.59** Efficiency, prisons
- Table 8A.60** Descriptors, community corrections
- Table 8A.61** Effectiveness, community corrections
- Table 8A.62** Efficiency, community corrections

**Single jurisdiction data — ACT**

- Table 8A.63** Descriptors, prisons
- Table 8A.64** Effectiveness, prisons
- Table 8A.65** Descriptors, periodic detention
- Table 8A.66** Effectiveness, periodic detention
- Table 8A.67** Efficiency, prison and periodic detention
- Table 8A.68** Descriptors, community corrections
- Table 8A.69** Effectiveness, community corrections
- Table 8A.70** Efficiency, community corrections

**Single jurisdiction data — NT**

- Table 8A.71** Descriptors, prisons
- Table 8A.72** Effectiveness, prisons
- Table 8A.73** Efficiency, prisons
- Table 8A.74** Descriptors, community corrections
- Table 8A.75** Effectiveness, community corrections
- Table 8A.76** Efficiency, community corrections

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## **8.8 Reference**

NCAG (National Corrections Advisory Group) 2007, *Corrective Services Data Collection Manual 2006-07*, Victoria, unpublished.

PART D

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# EMERGENCY MANAGEMENT

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# 9 Emergency management

Emergency management aims to reduce the level of risk to the community of emergencies occurring, reduce the adverse effects of emergency events, and improve the level and perception of safety in the community. This chapter reports on selected emergency events, including fire, ambulance (pre-hospital care, treatment and transport) and emergency road rescue events. While section 9.1 contains some information on the scope of emergency services organisation (ESO) activities, the chapter does not report on the total range of State, Territory and Local government activities.

An overview of emergency management appears in section 9.1. A framework of performance indicators is outlined in section 9.2. The data are discussed in sections 9.3 (fire), 9.4 (ambulance) and 9.5 (road rescue), and future directions for performance reporting are discussed in section 9.6. Jurisdictions' comments are provided in section 9.7. The chapter concludes with definitions (section 9.8), a list of attachment tables (section 9.9) and references in section 9.10. Attachment tables are identified in references throughout this chapter by an 'A' suffix. For example, table 9A.3 is table 3 in the 9A attachment tables.

## 9.1 Overview of emergency management

Emergency management is defined as a range of measures to manage risks to communities and the environment (EMA 2003). The emergency management sector includes a range of ESOs engaged in areas as diverse as risk assessment, legislation, community development, emergency response, urban development and land use management, and community recovery.

The range of events addressed by emergency management includes fires, medical transport and emergencies, rescues, other natural events (such as floods, earthquakes, tsunamis, landslides, heatwaves, cyclones and other storms), consequences of acts of terrorism, technological and hazardous material incidents (such as chemical spills, harmful gas leaks, radiological contamination, explosions, and spills of petroleum and petroleum products), and the quarantine and control of diseases and biological contaminants. Emergency management aims to create and strengthen safe, sustainable and resilient communities that can avoid or minimise

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the effects of emergencies and, at the same time, have the ability to recover quickly and restore their socioeconomic vitality after an emergency event.

## **Roles and responsibilities**

The practice of emergency management requires cooperation among Australian, State, Territory and local governments, industry, community organisations and the community in general.

### *Australian Government*

The Australian Government administrative arrangements referred to in this section reflect the arrangements in place as at 2 December 2007. The primary role of the Australian Government is to support and coordinate the development, by the states and territories, of a national emergency management capability. This is achieved by a range of activities, including:

- providing material and technical assistance to states and territories in the event of large scale emergencies (coordinated through Emergency Management Australia (EMA), a division within the Australian Government Attorney General's Department)
- providing financial assistance to states, territories and authorities for natural disaster and flood prevention/mitigation (through the Natural Disaster Mitigation Program and the Regional Flood Mitigation Program of the Department of Transport and Regional Services (DOTARS) and for helping to bear the costs of natural disasters (through DOTARS's Natural Disaster Relief Arrangements)
- providing information, best practice materials and training programs (through EMA)
- providing funding for risk management (through the DOTARS's Natural Disaster Risk Management Studies Program) and undertaking comprehensive risk assessment (through DOTARS and Geoscience Australia)
- supporting community awareness activities (through EMA, the Bureau of Meteorology and Geoscience Australia).

Australian Government agencies also have specific emergency management responsibilities, including: the control of exotic animal diseases; aviation and maritime search and rescue; the management of major marine pollution and meteorological and geological hazards; the provision of firefighting services at some airports and some defence installations; human quarantine; and research and development.

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### *State and Territory governments*

State and Territory governments are responsible for regulatory arrangements for the protection of life, property and the environment, and they have primary responsibility for delivering emergency services (including fire and ambulance services) directly to the community.

Australian, State and Territory governments are jointly responsible for developing building fire safety codes, undertaking fire-related research, formulating policies and providing advice on fire safety.

### *Local governments*

Local governments in most states and territories are involved to varying degrees in emergency management. Their roles and responsibilities include:

- considering community safety in regional and urban planning by assessing risks, and developing mitigation measures and prevention plans to address emergencies such as bushfires and structure fires, floods, storms, landslides and hazardous materials incidents
- improving community preparedness through local emergency and disaster plans
- issuing hazard reduction notices to private land holders and clearing vegetation in high risk public areas
- collecting statutory levies to fund fire and other emergency services
- allocating resources for response and recovery activities
- providing financial and operational assistance to rural fire brigades and/or other voluntary emergency service units.

### *Emergency service organisations*

State, Territory and Local governments provide emergency management services to the community through a range of ESOs. The governance and reporting lines of ESOs vary across jurisdictions. These organisations range from government departments to statutory authorities, and to smaller branches, agencies or services within larger departments or authorities. In some instances, non-government organisations are also involved in the provision of emergency management services, such as St John Ambulance in WA and the NT.

In all jurisdictions, there is considerable cooperation and coordination among ESOs in response to major emergency events. There can also be substantial cooperative

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efforts across government, particularly in the recovery stages after a major incident. Events of considerable magnitude and duration, such as earthquakes, cyclones and bushfires, can involve international, interstate and other cooperation and support. Jurisdictions are increasingly interacting and contributing to programs and operational response to a number of significant emergency events around the Pacific and Indian Ocean rim.

### *Fire service organisations*

State and Territory governments provide a range of emergency management activities through agencies historically considered as fire service organisations, including prevention, preparedness, response and recovery (section 9.2). The role of fire service organisations varies across jurisdictions and includes involvement in an expanding variety of activities (table 9A.34). Fire service organisations are involved in:

- developing building fire safety codes and inspecting fire safety equipment and practices
- training and educating the community to achieve community awareness and behavioural change in relation to fire safety and road safety issues
- assisting individuals and communities to prepare for bushfires and other hazards
- responding to structure, bush, vehicle and other fires
- providing rural land management advice on the role and use of fire
- providing road accident rescue and other rescue services
- managing hazardous material incidents
- administering legislation relating to fire safety, hazardous materials facilities and hazard mitigation
- investigating fire cause and origin
- wide ranging industry research activities.

Fire service organisations work closely with other government departments and agencies — including ESOs such as the State Emergency Service/Territory Emergency Service (S/TES), police and ambulance services, and community service organisations — to minimise the impact of fire and other emergencies on the community. Their governance arrangements differ across jurisdictions (box 9.1).

Separate urban and rural fire service organisations deliver fire services in most jurisdictions. Land management agencies typically also provide rural fire services (although data on these agencies are not reported in this chapter unless stated).

Jurisdictions with more than one fire authority may separate services in different ways — for example, NSW separates fire services based on service function and geographic area, whereas Victoria separates fire services by geographic area only.

Some jurisdictions have particular arrangements for the provision of fire services to Indigenous communities. (For more information on fire services provided to Indigenous communities, see SCRCSSP 2002, p. 572.)

<b>Box 9.1 Delivery and scope of activity of primary fire service organisations<sup>a</sup></b>		
	<p><b>Urban</b></p> <p><b>Attend: residential and commercial structure fires; incidents involving hazardous materials; and road accidents within major urban centres.</b></p>	<p><b>Rural</b></p> <p><b>Attend: local structure fires and other events outside major urban centres; rural non-structure fires (including crop, bushland and grassland fires on private property); and fires in national parks and State forests.</b></p>
<b>NSW</b>	<p><i>NSW Fire Brigades</i> — this government department reports to the Minister for Emergency Services directly.</p>	<p><i>NSW Rural Fire Service</i> — this government department reports to the Minister for Emergency Services directly.</p>
<b>Vic<sup>b</sup></b>	<p><i>Metropolitan Fire and Emergency Services Board</i> — this statutory authority reports to the Minister for Police and Emergency Services.</p> <p><i>Country Fire Authority</i> — this statutory authority reports to the Minister for Police and Emergency Services.</p>	<p><i>Department of Sustainability and Environment</i> — this department is responsible for public lands.</p>
<b>Qld</b>	<p><i>Queensland Fire and Rescue Service</i> — this service, incorporating the Rural Fire Service, is a division of the Department of Emergency Services, reporting to the Director-General, who reports to the Minister for Emergency Services.</p>	
<b>WA<sup>c</sup></b>	<p><i>Fire and Emergency Services Authority of WA (FESA)</i> — this umbrella statutory authority reports to the Minister for Police and Emergency Services directly.</p>	
<b>SA</b>	<p><i>South Australian Metropolitan Fire Service</i> — this body corporate reports to the SA Fire and Emergency Services Commission.</p> <p><i>South Australian Country Fire Service</i> — this body corporate reports to the SA Fire and Emergency Services Commission.</p>	
<b>Tas</b>	<p><i>Tasmania Fire Service</i> — this is the operational arm of the State Fire Commission, which reports to the Minister for Police and Emergency Management.</p>	
<b>ACT</b>	<p><i>ACT Fire Brigade and ACT Rural Fire Service</i> — these are services of the ACT Emergency Services Agency within the Department of Justice and Community Safety, which together report to the ACT Minister for Police and Emergency Services.</p>	

(Continued on next page)

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**Box 9.1** (Continued)

**NT<sup>d</sup>** NT Fire and Rescue Service — this is a branch of the Department of Police, Fire and Emergency Services. The Director of Fire and Rescue Services and Emergency Services reports to the Chief Executive Officer for Police, Fire and Emergency Services, who reports to the Minister for Police, Fire and Emergency Services.

*Bushfires NT* — this is a division of the Department of Natural Resources Environment and the Arts (NEAT). The Chief Fire Control Officer reports to the CEO of NEAT who reports directly to the Minister.

<sup>a</sup> Excludes brigades employed by large scale public and private land managers; port, mining and other infrastructure brigades; and land management departments and brigades operating under Australian jurisdiction (for example, airport and defence installations). <sup>b</sup> The Metropolitan Fire and Emergency Services Board provides urban fire services coverage from the Melbourne Central Business District through to the middle and outer suburbs. The Country Fire Authority provides urban and rural fire services coverage for all parts of Victoria other than the Melbourne Metropolitan Fire District and public lands. This includes outer metropolitan Melbourne and regional centres. <sup>c</sup> As the primary fire and emergency service in WA, FESA includes the Fire and Rescue Career and Volunteer Service, Volunteer Bush Fire Service, Volunteer Emergency service Units and the Volunteer Marine rescue Services in its Operational Division. Bush Fire Brigades are administered by local governments with fires in national parks and reserves the responsibility of the Department of Environment and Conservation. <sup>d</sup> Bushfires NT is primarily a land management organisation and responds only to grass fires and bushfires on land outside the Fire and Rescue Service response areas. The NT statistics in this chapter do not apply to Bushfires NT unless stated.

*Source:* State and Territory governments (unpublished).

### *Ambulance service organisations*

Across jurisdictions the role of ambulance service organisations as an integral part of the health system generally includes:

- providing emergency and non-emergency pre-hospital and out-of-hospital patient care and transport
- undertaking inter-hospital patient transport including the movement of critical patients
- conducting specialised rescue services
- preparing for and providing capacity for the ambulance component of multi-casualty events
- enhancing the community's capacity to respond to emergencies

State and Territory governments provide ambulance services in most jurisdictions. In WA and the NT, St John Ambulance is under contract to the respective governments as the primary provider of ambulance services (box 9.2).

There are fixed and rotary wing (helicopter) ambulance services in all jurisdictions. In most jurisdictions these services are provided by the ambulance service

organisations through various contractual arrangements. In WA, SA, QLD and the NT, all or most of the cost of air ambulance services falls outside of the ambulance service organisations (see also section 9.4 for a discussion of air ambulance services).

<b>Box 9.2</b>	<b>Relationships of primary ambulance response and management organisations to government</b>
<i>NSW</i>	<i>Ambulance Service of NSW</i> — a division of the Department of Health reporting to the Minister for Health
<i>Vic</i>	<i>Metropolitan Ambulance Service, Rural Ambulance Victoria, and Alexandra District Ambulance Service</i> — separate statutory bodies reporting to the Minister for Health
<i>Qld</i>	<i>Queensland Ambulance Service</i> — a division of the Department of Emergency Services, reporting to the Director-General, who reports to the Minister for Emergency Services
<i>WA</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the WA Government
<i>SA</i>	<i>SA Ambulance Service (SAAS)</i> — an incorporated association established under the <i>Associations Incorporations Act 1985 (SA)</i> with a single member being the Minister for Health. The <i>Ambulance Services Act 1992 (SA)</i> authorises SAAS to provide ambulance services in SA
<i>Tas</i>	<i>Tasmanian Ambulance Service</i> — a statutory service of the Acute Services group of the Department of Health and Human Services
<i>ACT</i>	<i>ACT Ambulance Service</i> — The ACT Ambulance Service is one of four operational services that comprise the ACT Emergency Services Agency, Department of Justice and Community Safety (the other operational services are the ACT Fire Brigade, ACT Rural Fire Service and ACT State Emergency Service). The Department reports to the ACT Minister for Police and Emergency Services
<i>NT</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the NT Government
<i>Source: State and Territory governments (unpublished).</i>	

### *State Emergency Services and Territory Emergency Services*

State and Territory governments contribute to a range of emergency management activities through S/TES. The activities of S/TES (table 9A.35) include prevention, preparedness, response and recovery (section 9.2). The role of S/TES across jurisdictions encompasses a variety of activities. The S/TES have a role in searches, rescues, floods, cyclones and other storms and a major role in attending road rescue incidents and performing extrications.

## Other ESOs

The Review does not yet report on the performance of Australian Government or local government emergency management services or their agencies.

## Volunteers in emergency management

In 2006-07, over 254 000 fire, ambulance and S/TES volunteers played a significant role in the provision of emergency services in Australia (table 9.1). The input by volunteers is particularly important in rural and remote service provision, where caseload/incident levels are low but community safety needs are still a high priority.

Volunteers in many ESOs — including fire, ambulance, S/TES, marine rescue, and recovery and relief agencies — provide services relating to emergency situations and disasters resulting from natural hazards such as wildfires, floods, severe storms, earthquakes, cyclones, and human caused and technological events.

Table 9.1 **Volunteers in emergency service organisations (a)**

	NSW <sup>b</sup>	Vic <sup>c</sup>	Qld <sup>d</sup>	WA <sup>e</sup>	SA <sup>f</sup>	Tas	ACT	NT <sup>g</sup>	Aust
2004-05									
ASOs	118	819	575	2 624	1 530	448	–	17	6 131
FSOs	75 443	58 662	44 648	28 319	15 569	4 668	1 062	551	228 922
S/TES	9 835	4 350	12 456	2 015	1 998	575	244	495	31 968
<b>Total</b>	<b>85 396</b>	<b>63 831</b>	<b>57 679</b>	<b>32 958</b>	<b>19 097</b>	<b>5 691</b>	<b>1 306</b>	<b>1 063</b>	<b>267 021</b>
2005-06									
ASOs	84	915	427	2 851	1 479	503	–	14	6 273
FSOs	76 195	58 849	41 324	26 890	15 120	4 765	1 018	539	224 700
S/TES	10 302	4 437	9 394	1 863	1 896	577	168	392	29 029
<b>Total</b>	<b>86 581</b>	<b>64 201</b>	<b>51 145</b>	<b>31 604</b>	<b>18 495</b>	<b>5 845</b>	<b>1 186</b>	<b>945</b>	<b>260 002</b>
2006-07									
ASOs	121	897	416	2 839	1 619	507	–	10	6 409
FSOs	76 302	59 509	36 000	27 305	15 517	4 978	1 261	550	221 422
S/TES	10 331	4 411	7 000	1 854	1 821	525	191	347	26 480
<b>Total</b>	<b>86 754</b>	<b>64 817</b>	<b>43 416</b>	<b>31 998</b>	<b>18 957</b>	<b>6 010</b>	<b>1 452</b>	<b>907</b>	<b>254 311</b>

ASO = ambulance service organisation. FSO = fire services organisation. <sup>a</sup> Numbers for fire service organisations include volunteer support staff plus part paid volunteers for all jurisdictions except WA and the ACT. <sup>b</sup> NSW: For SES, active volunteers are termed 'active members' and non-active volunteers are termed 'reserve members'. <sup>c</sup> Vic: Data on volunteers includes some remunerated volunteers. These volunteers were remunerated for some time (usually response), but not for other time (usually on-call time). <sup>d</sup> Qld: For S/TES, the decrease in numbers is the result of an audit of volunteer records that identified and removed records of volunteers who have left the SES. <sup>e</sup> WA: S/TES data does not include 494 Volunteer Emergency Service members (included as FSO members). <sup>f</sup> SA SES data refer to active, operational members. <sup>g</sup> NT Transient persons in the NT see fluctuations in the numbers of volunteers. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 9A.5, 9A.20 and 9A.30.

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Although volunteers make a valuable contribution, they should not be counted as an entirely free resource. For example, governments incur costs in supporting volunteers to deliver emergency services in their communities by providing funds and support through infrastructure, training, uniforms, personal protective equipment, operational equipment and support for other operating costs.

The effect of volunteer activity has implications for the interpretation of financial and non-financial performance indicators in this chapter. Notional wages costs for volunteers are not reflected in monetary estimates of inputs or outputs, which means that data for some performance indicators may be misleading where the input of volunteers is not counted but affects outputs and outcomes. This issue may be explored in the future as the Review continues to examine data on rural and remote service provision in the emergency services sector.

## **9.2 Framework for measuring the performance of emergency management**

The broad aim of emergency management is to reduce the level of risk to the community from emergencies. The framework of performance indicators in this chapter is based on objectives for emergency management that are common to all Australian ESOs (box 9.3).

### **Box 9.3 Objectives for emergency management**

Emergency management services aim to provide highly effective, efficient and accessible services that:

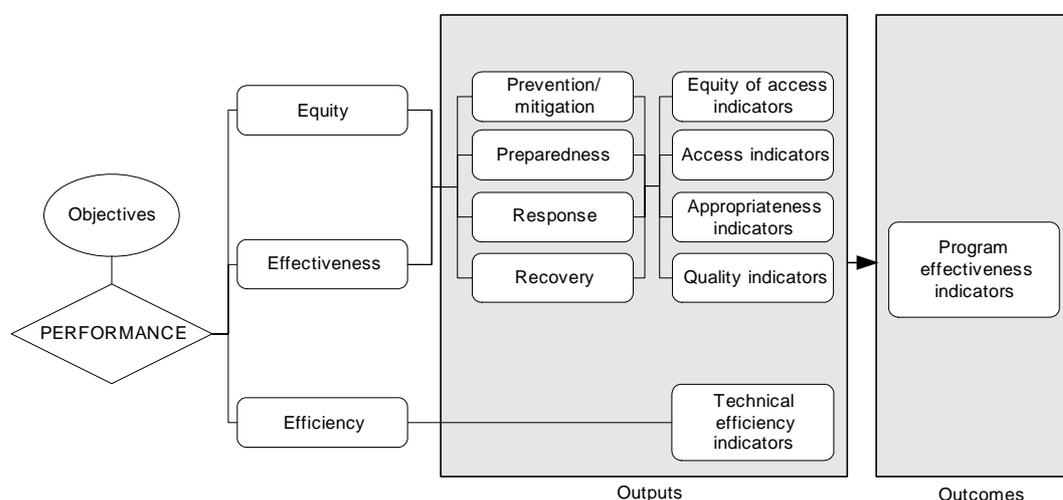
- reduce the adverse effects of emergencies and disasters on the Australian community (including people, property, infrastructure, economy and environment)
- contribute to the management of risks to the Australian community
- enhance public safety.

Emergency service organisations aim to reduce the number of emergency events through prevention activities, and to reduce the impact of emergency events through community and operational preparedness. Fast, effective response and recovery services are critical to containing hazards and managing the consequences of emergency events. The prevention/mitigation, preparedness, response and recovery performance indicator framework (figure 9.1) used in this chapter reflects all these activities.

The general performance indicator framework presented in figure 9.1 has been applied to fire events (section 9.3), ambulance events (section 9.4) and road rescue events (section 9.5).

The outcome indicators in the performance framework indicate the contribution of ESOs to the community, economy and environment. Those currently reported are, for fire events, the ‘fire death rate’, the ‘fire injury rate’, the ‘median dollar losses from structure fire’, ‘property losses from structure fire per person’, and for ambulance events, patient satisfaction and the ‘cardiac arrest survived event rate’.

Figure 9.1 **General performance indicator framework for emergency management**



The framework uses the widely accepted ‘comprehensive approach’ (prevention/mitigation, preparedness, response and recovery) to classify the key functions common to ESOs in managing emergency events. Outputs in the emergency event frameworks are grouped accordingly.

- *Prevention and mitigation* — the results of measures taken in advance of an emergency aimed at decreasing or eliminating its impact on the community and the environment. Activities that contribute to prevention and mitigation include: advice on land management practice and planning; the inspection of property and buildings for hazards, compliance with standards and building codes, and levels of safe practices; the preparation of risk assessment and emergency management plans; risk categorisation for public information campaigns; and public information campaigns and educational programs to promote safe practices in the community.
- *Preparedness* — the results of measures to ensure, if an emergency occurs, that communities, resources and services are capable of responding to, and coping

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with, the effects. Activities that contribute to preparedness include: public education and training; emergency detection and response planning (including the installation of smoke alarms and/or sprinklers); hazardous chemicals and material certification, and the inspection of storage and handling arrangements; the exercising, training and testing of emergency service personnel; and standby and resource deployment and maintenance. Preparedness also involves establishing equipment standards and monitoring adherence to those standards.

- *Response* — the results of strategies and services to control, limit or modify the emergency to reduce its consequences. Activities that contribute to response include: the implementation of emergency plans and procedures; the issuing of emergency warnings; the mobilisation of resources in response to emergency incidents; the suppression of hazards (for example, fire containment); the provision of immediate medical assistance and relief; and search and rescue.
- *Recovery (ESOs)* — the results of strategies and services to return agencies to a state of preparedness after emergency situations. Activities that contribute to emergency services recovery include: critical incident stress debriefing; and the return of ESO resources to the state of readiness specified in their response plan(s).
- *Recovery (community)* — the results of strategies and services to support affected individuals and communities in their reconstruction of physical infrastructure and their restoration of emotional, social, economic and physical wellbeing. Activities that contribute to community recovery include: the restoration of essential services; counselling programs; temporary housing; long term medical care; and public health and safety information.

Effective prevention activities reduce the requirement to respond to, and recover from, emergency events. Every jurisdiction is placing a greater emphasis on preventative activities. Efficient resource use reduces the cost of delivering a service of specified quality.

### 9.3 Fire events

This section contains information on the performance of ESOs in providing emergency management services for fire events. A fire event is an incident that is reported to a fire service organisation and requires a response. Fire events include (but are not limited to):

- structure fires (that is, fires inside a building or structure), regardless of whether there is damage to the structure

- 
- landscape fires, including bushfires and grass fires, regardless of the size of the area burnt
  - other fires, including vehicle and other mobile property fires, and outside rubbish fires.

### **Emergency management services for fire events**

Fire service organisations are the primary agencies involved in providing emergency management services for fire events. A range of other agencies may also be involved, including ambulance service organisations, S/TES, police and community services (table 9A.37).

Full reporting would ideally include information on the resources allocated by all ESOs to managing fire events. Although this information is currently unavailable, work is underway to improve this information for future reports. The descriptive information provided below on funding, incidents and human resources relate to fire service organisations only. (As discussed in section 9.1, fire service organisations are also involved in other activities not directly related to fire events).

#### *Funding*

Total funding of the fire service organisations covered in this Report was \$2.5 billion in 2006–07. Over the period 2002–03 to 2006–07 funding increased (in real terms) for all jurisdictions except Tasmania (table 9.2).

Table 9.2 **Funding of fire service organisations (2006-07 dollars)**  
(\$ million)<sup>a</sup>

	<i>NSW</i> <sup>b</sup>	<i>Vic</i> <sup>c</sup>	<i>Qld</i>	<i>WA</i> <sup>d</sup>	<i>SA</i>	<i>Tas</i>	<i>ACT</i> <sup>e</sup>	<i>NT</i>	<i>Aust</i>
2002-03	756.9	445.5	335.6	117.5	141.2	56.5	33.5	18.2	1 905.0
2003-04	648.8	495.1	338.4	132.8	147.5	54.9	42.8	18.0	1 878.3
2004-05	682.8	518.0	325.2	126.6	145.8	54.3	48.6	20.7	1 922.0
2005-06	697.7	542.6	333.0	142.0	147.5	49.7	54.1	21.8	1 988.4
2006-07	774.6	889.9	343.9	227.8	146.6	53.4	50.4	22.0	2 508.7

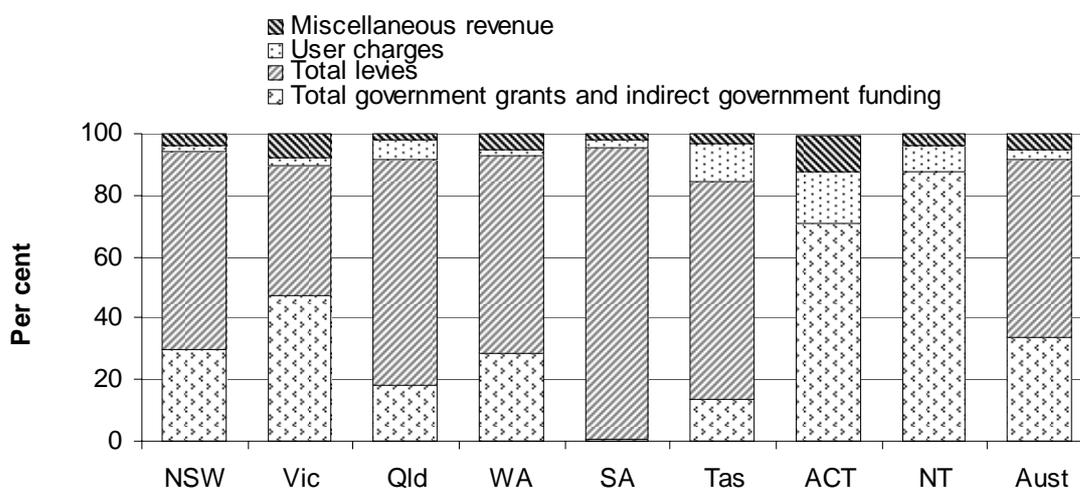
<sup>a</sup> Funding levels are adjusted using the Australian Bureau of Statistics (ABS) gross domestic product price deflator (2006-07 = 100) (table AA.26) to arrive at a constant price measure. <sup>b</sup> NSW: Figures vary from year to year as a result of abnormal grants for specific major emergencies. <sup>c</sup> Vic: The proportions of principal funding contributions from State Governments, local governments and insurance companies are established in legislation. The actual proportions received may vary as a result of the level of income from user charges and other income sources. The 2006-07 year is the first in which the Victorian data includes revenue for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. <sup>d</sup> WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 cannot be segregated by service and include funding related to delivery of other emergency services including SES and volunteer marine rescue. <sup>e</sup> ACT: The increase in 2005-06 is due to a significant upgrade of Emergency Services Communications systems and inclusion of Joint Emergency Services Training Costs. In 2006-07 funding is included under 'miscellaneous revenue' for the placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy.

Source: State and Territory governments (unpublished); table 9A.1.

Fire levies were the primary source of funding in 2006-07 in all jurisdictions except the ACT and the NT, where Territory governments were the most important source of funds. Governments usually provide the legislative framework for the imposition of fire levies, rather than directly collecting the levies themselves. In 2006-07, fire levies were raised from levies on property owners or, in some jurisdictions, from levies on both insurance companies and property owners (table 9A.1). In addition to relying on funded resources, all States and Territories rely on volunteer firefighters, who make a significant contribution to community safety.

Nationally, nearly 34 per cent of funding for fire service organisations was provided by government as government grants and indirect government revenue in 2006-07, with the proportion varying across jurisdictions (figure 9.2).

**Figure 9.2 Major sources of fire service organisation funding, 2006-07**



Source: State and Territory governments (unpublished); table 9A.1.

### Human resources

Human resources refers to any person delivering a firefighting or firefighting-related service, or managing the delivery of this service, including:

- firefighters (qualified paid and volunteer firefighters)
- support personnel (any paid person or volunteer directly supporting the operational provider, including administrative, technical and communications personnel).

Nationally, 17 188 full time equivalent (FTE) paid personnel were employed by fire service organisations in 2006-07. Nationally, 12 842 FTE or 74.7 per cent of the 17 188 FTE were paid firefighters. A large number of volunteer firefighters (221 422 people) also participated in the delivery of fire services in 2006-07 (table 9A.5).

### Fires and other emergency incidents

As noted in box 9.1, various urban and rural fire service organisations operate within jurisdictions. Data on reported fires and other incidents were not available for all fire service organisations in all jurisdictions.

Nationally, 31.1 per cent or 120 317 of the 386 752 reported incidents attended to by fire service organisations were fires, and 68.9 per cent were other emergencies and incidents in 2006-07, with these proportions varying across jurisdictions (table

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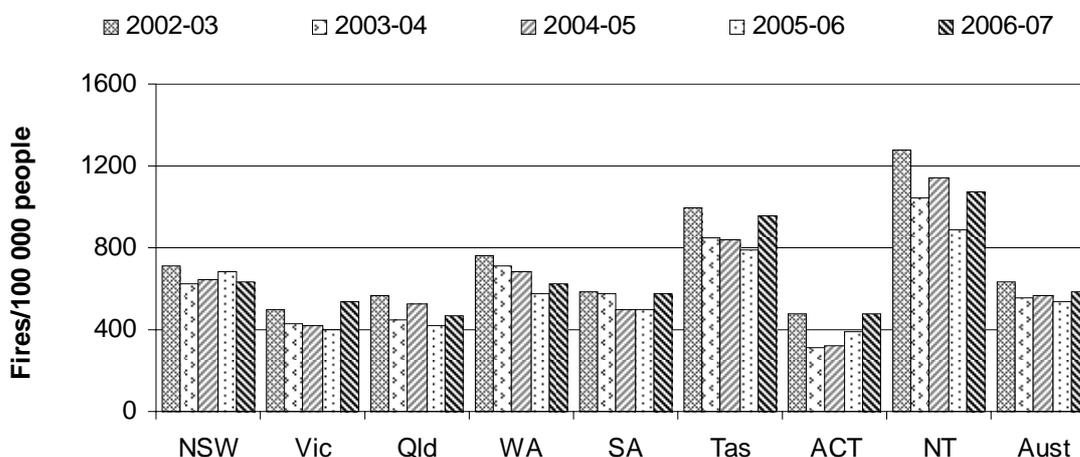
9A.2). A significant proportion of all calls for assistance across all jurisdictions are found, upon investigation, to be false alarms. However, fire service organisations are required by legislation to respond to all calls, and an incident cannot be deemed to be a false report until the fire service organisation has responded and investigated the site.

The proportion of fire types varied substantially across jurisdictions in 2006-07, with fires within or involving a structure the least attended type of fire (table 9A.2). Although there are fewer structure fires than landscape (bush and grass) fires, nationally, they impose a high threat to life and property and are a focus of this chapter.

*Total fire incidents attended by fire service organisations per 100 000 people*

Nationally, 581 fire incidents per 100 000 people were attended in 2006-07 (figure 9.3).

**Figure 9.3 Fire incidents attended by fire service organisations per 100 000 people<sup>a, b, c, d, e, f, g, h</sup>**



<sup>a</sup> Fire incidents include landscape fire incidents attended by fire service organisations. Data in the table may be different from other tables in the chapter because these data only reflect responses from fire service organisations. These data report the type of incident that reflects the most serious situation as determined by operational personnel after arriving at the scene and not the incident type relayed by the communication centre. <sup>b</sup> Vic: Due to data collection issues, data is incomplete for 2005-06. Landscape fires data include incidents from the Department of Sustainability and Environment from 2004-05 onwards. Some degree of duplicate counting may be present across Country Fire Authority and Department of Sustainability and Environment figures. This will be resolved in the 2008-09 data return. <sup>c</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete. <sup>d</sup> WA: Data includes reported turnouts by career and volunteer services to fire. <sup>e</sup> Tas: Figures include data provided by *all* fire brigades, both full-time and volunteer. <sup>f</sup> ACT: Includes data for urban and rural fire service organisations. <sup>g</sup> NT: The higher number of incidents per 100 000 persons in 2006-07 can be attributed to the large number of grass fires in Northern Australia caused by a large wet season which contributed to increased growth of native grasses. <sup>h</sup> Aust: The average for Australia excludes rural fire service data as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 9A.10.

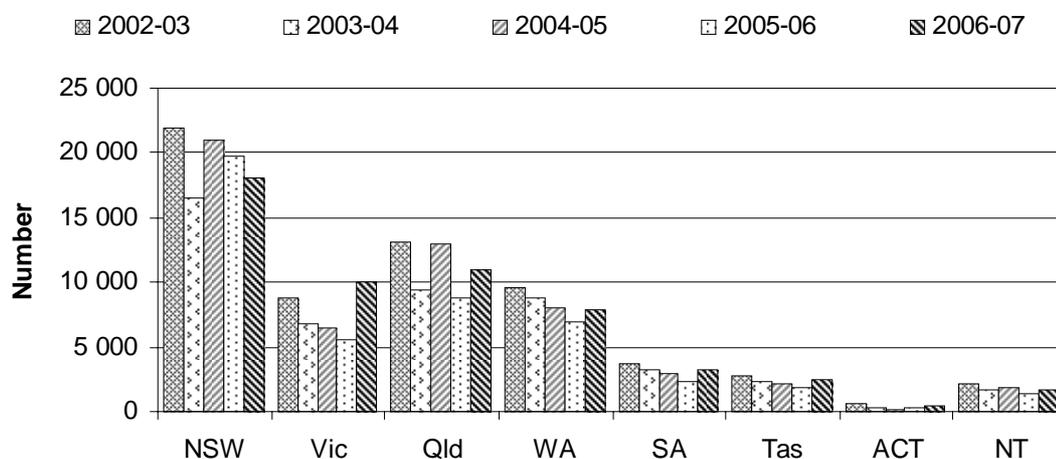
### *Ignition factor for structure fires*

The ignition factors causing structure fires vary from jurisdiction to jurisdiction. Cause identification assists fire service organisations and other emergency management stakeholders in formulating fire prevention, community safety and public education programs. By examining the ignition factor, lessons are learnt and communities face reduced risk. Cause identification also helps formulate legislation and standards, and is used to assist in recovery through the provision of information to facilitate insurance claims and settlements.

### Total reported landscape fire incidents

Nationally, 54 555 landscape (bush and grass) fire incidents were reported by fire service organisations and land management agencies in 2006-07 (table 9A.3) The number of landscape fires in different jurisdictions is influenced by seasonal conditions (figure 9.4). Landscape fire incidents reported to land management agencies are excluded for some jurisdictions.

**Figure 9.4 Fire service organisations and land management agencies reported total landscape (bush and grass) fire incidents<sup>a, b, c, d, e, f, g, h, i</sup>**



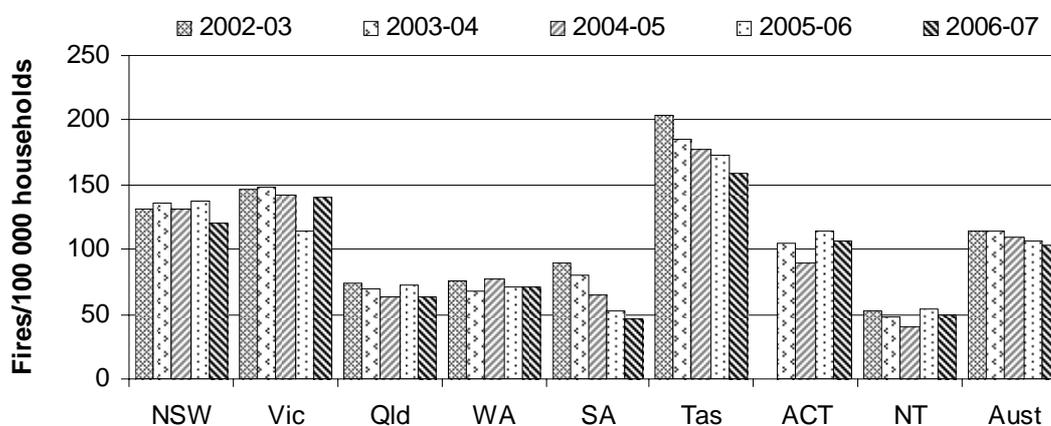
<sup>a</sup> These data may be different from other tables in the chapter because these data reflect responses from fire service organisations, land management agencies and other services for some jurisdictions. <sup>b</sup> NSW: Data include fires from the NSW Department of Environment and Conservation, the NSW Rural Fire Service and the NSW Fire Brigades for all bush and grass fires regardless of size of area burnt. <sup>c</sup> Vic: Due to data collection issues, data for 2005-06 are incomplete. Landscape fires data include incidents from the Department of Sustainability and Environment from 2004-05 onwards. Some degree of duplicate counting may be present across Country Fire Authority and Department of Sustainability and Environment figures. This will be resolved in the 2008-09 data return. <sup>d</sup> Qld: Does not include data from Land Management Agencies and reporting of incident attendance by rural fire crews is incomplete due to voluntary reporting procedures. <sup>e</sup> WA: Data also include landscape fires reported by the Department of Environment and Conservation as a lead agency, with 493 fires recorded for 2006-07. <sup>f</sup> SA: MFS industrial action: 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports in this period). <sup>g</sup> Tas: Figures supplied include all vegetation fires, regardless of size, from all fire brigades (full-time and volunteer) and land management agencies. <sup>h</sup> ACT: The January 2003 bushfires included in the 2002-03 data have been counted as one event. <sup>i</sup> NT: Data excludes data from Bushfires NT and some NT Fire and Rescue Service volunteer brigades.

Source: State and Territory governments (unpublished); table 9A.3.

*Accidental residential structure fires reported to fire service organisations per 100 000 households*

The rate of accidental residential structure fires per 100 000 households is reported in figure 9.5. Although the national rate has been relatively constant, different trends appear in different jurisdictions.

**Figure 9.5 Accidental residential structure fires reported to fire service organisations<sup>a, b, c, d</sup>**



<sup>a</sup> This measure may not be entirely comparable. The rate of accidental residential structure fires per 100 000 households is affected by the number of fires where the cause has been determined and classified by fire service personnel. The data series for the estimated number of households used in calculations for this table, is currently under review by the ABS. As a result, the series has not been updated recently. Accordingly, the household numbers used in the calculations for this figure have remained the same for the last 5 years. <sup>b</sup> Vic: Due to data collection issues, data is incomplete for 2005-06. <sup>c</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. QFRS Urban stations (Agency 1) are estimated to serve 87.6 per cent of Queensland's population. <sup>d</sup> SA: MFS industrial action: 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports completed during this period).

Source: ABS Cat. no. 4102.0 (various years); State and Territory governments (unpublished); table 9A.4.

*Hazardous materials incidents*

Hazardous materials include paints, adhesives, solvents, fuels, soap, detergents, cosmetics, pharmaceuticals, cleaners, household chemicals, acids, farm and garden chemicals, explosives, industrial chemicals, plastics raw materials, gases and many others. All of these materials have hazardous properties that must be controlled or contained. The materials must be effectively managed and cleaned up in an emergency, when the primary controls have failed.

Australian Governments aim to minimise the adverse effects of hazardous materials incidents on the Australian community to enhance public safety. There is increasing community expectation that governments will prevent hazardous materials incidents that threaten community safety and the environment. There are rising expectations that fire service organisations will respond to these incidents with the minimum possible further impact on the environment.

Fire service organisations provide ‘Hazmat’ (hazardous material) services that contribute to achieving enhanced community safety and quality of life, business confidence and protection of the environment by:

- influencing government policy and legislation to ensure integration of prevention and response activities
- effective planning, prevention, safe response and recovery from incidents

The prevention/mitigation, preparedness, response and recovery services provided and delivered by fire service organisations for hazardous materials incidents have the potential to avoid the need for downstream services. The use of downstream services may be undesirable because it reflects negative outcomes and/or involves significant social costs.

Nationally, fire service organisations responded to 4429 hazardous materials incidents in 2006-07 (table 9.3), a drop of 6.9 per cent on 2005–06. In addition to fire service organisations, other agencies and organisations contribute to the emergency management and risk management of hazardous materials incidents. Different arrangements exist across jurisdictions.

**Table 9.3 Number of hazardous materials incidents attended to by fire service organisations<sup>a, b, c</sup>**

	<i>NSW<sup>d</sup></i>	<i>Vic</i>	<i>Qld<sup>e</sup></i>	<i>WA</i>	<i>SA<sup>f</sup></i>	<i>Tas</i>	<i>ACT<sup>f</sup></i>	<i>NT</i>	<i>Aust</i>
2002-03	977	1 819	231	1 098	1 313	16	87	163	5 704
2003-04	767	1 891	253	1 063	1 331	24	60	122	5 511
2004-05	782	1 714	296	1 269	1 018	22	77	265	5 443
2005-06	848	1 245	288	928	1 116	30	62	238	4 755
2006-07	971	1 637	324	1 147	1 077	36	127	164	4 429

<sup>a</sup> Data may differ from that in table 9A.2 because these data include fires involving or releasing hazardous materials. <sup>b</sup> The data represent incidents attended by fire service organisations (FSOs). FSOs may not be notified of all hazardous materials incidents occurring in the community. <sup>c</sup> The coding of hazardous materials incidents is based on the judgement of the reporting fire officer shortly after the time of the incident. Some coding of incidents may be inaccurate due to the information available at the time of reporting. <sup>d</sup> NSW: These data exclude minor fuel or other flammable liquid spills/leaks less than 200 litres. <sup>e</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. <sup>f</sup> SA and ACT: This data includes minor combustible liquid spills and minor gas leaks under 200 litres.

Source: State and Territory governments (unpublished).

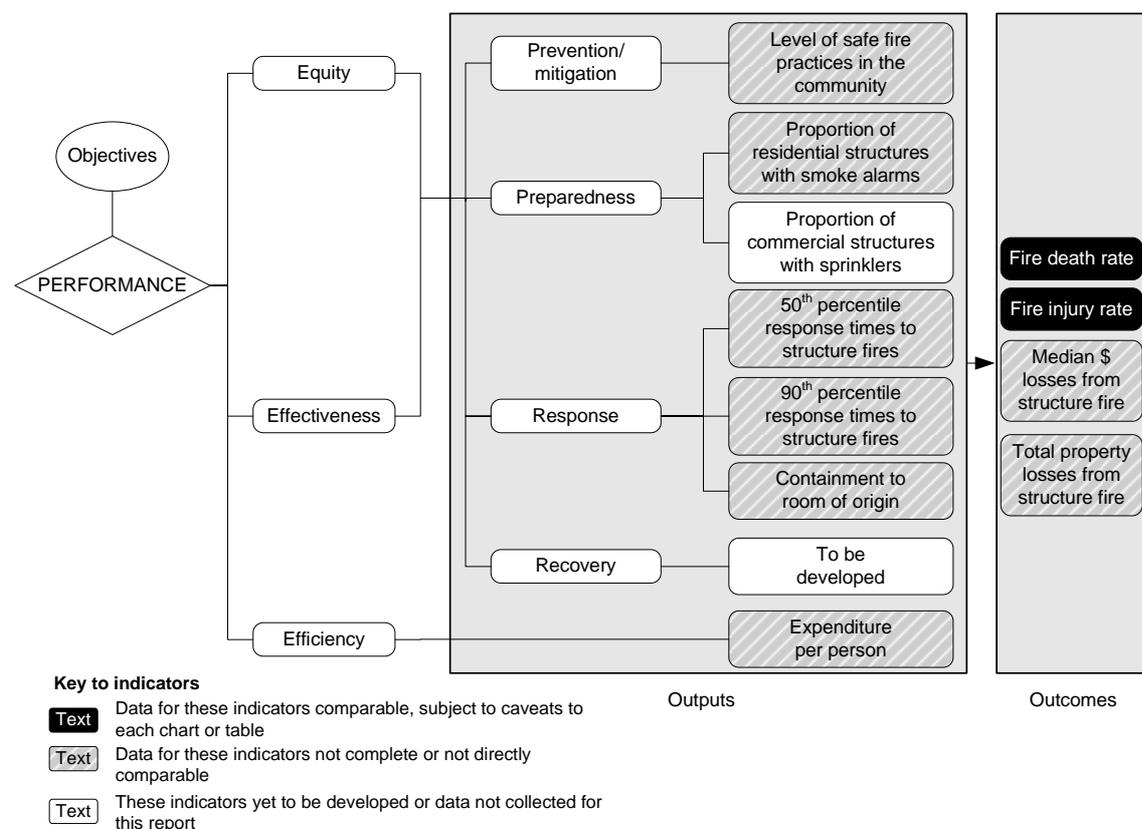
## Framework of performance indicators

Figure 9.6 presents the performance indicator framework for fire events, based on the general framework for all emergency events. Definitions of all indicators are provided in section 9.8.

The performance indicator framework for fire events shows which data are comparable in the 2008 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report wide perspective (see section 1.6).

Performance information is reported for a number of indicators. These results might have been influenced by factors such as differences in climatic and weather conditions, the socio-demographic and topographic composition of jurisdictions, property values and dwelling construction types. Importantly, jurisdictions also have diverse legislative fire protection requirements.

Figure 9.6 Performance indicators for fire events



Results need to be interpreted with care because data might have been derived from small samples (for example, jurisdictions' fire safety measures surveys) or may be

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highly variable as a result of relatively small populations (as in Tasmania, the ACT and the NT).

The role of volunteers, particularly for country and rural fire brigades, also needs to be considered when interpreting some indicators (such as fire service organisation expenditure per 1000 people). Volunteer personnel provide a substantial proportion of fire services (and emergency services more generally) (table 9.1). While costs such as the training and equipment associated with volunteers are included in the cost of fire service provision, the labour costs of providing fire services would be much greater without volunteers (assuming these functions were still performed).

Information has not been reported for all fire events in each jurisdiction consistently over time. Reported results sometimes exclude rural fire events, so performance data are not always directly comparable across jurisdictions. Fire service organisations are cooperating to improve and enhance the standards for the collection of fire events data, which is evident by the inclusion of rural fire service organisations data for more jurisdictions in more current years. Differences in counting rules are expected to be minimised in future reports.

## **Key performance indicator results**

### *Outputs — equity, effectiveness and efficiency*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5). Outputs are measured by the ‘level of safe fire practices in the community’; ‘the proportion of residential structures with smoke alarms’; ‘the proportion of commercial structures with sprinklers’; ‘the 50th and 90th percentile response times to structure fires’; ‘containment to the room of origin’; and ‘expenditure per person’.

### *Prevention/mitigation — level of safe fire practices in the community*

One measure of the extent of prevention/mitigation in the community is ‘the level of safe fire practices in the community’ (box 9.4). Selected fire risk management/mitigation strategies across jurisdictions are identified in table 9A.32. Nationally consistent data on household fire safety measures installed or prevention procedures followed were previously available from the Australian Bureau of Statistics (ABS) Population Survey Monitor (PSM), which has been discontinued. Since the PSM was discontinued, jurisdictions have conducted their own surveys of household fire safety measures installed or prevention procedures followed. These surveys have focused on local priorities, for example those with an already high

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level of reported smoke alarms in home may target and survey other fire safety practices or measures. Different jurisdictions have also used different survey methodologies. Such methodological differences between the surveys undertaken by the jurisdictions mean that nationally consistent data are not currently available.

**Box 9.4 Level of safe fire practices in the community**

‘The level of safe fire practices in the community’ is an indicator of governments’ objective to reduce the adverse effects of fires on the Australian community and manage the risk of fires.

Holding other factors constant, the higher the proportion of households with a fire safety measure installed or prevention measure followed, the less likely are fires to occur or cause excessive damage. This indicator does not provide information on the degree to which practices under consideration contribute to fire prevention and mitigation.

Previously reported data are no longer collected by the ABS. The Steering Committee has identified this indicator for development and reporting in future.

*Preparedness — proportion of residential structures with smoke alarms*

The proportion of residential structures with smoke alarms’ is an indicator of governments’ objective to reduce the adverse effects of fire on the Australian community through preparedness measures (box 9.5).

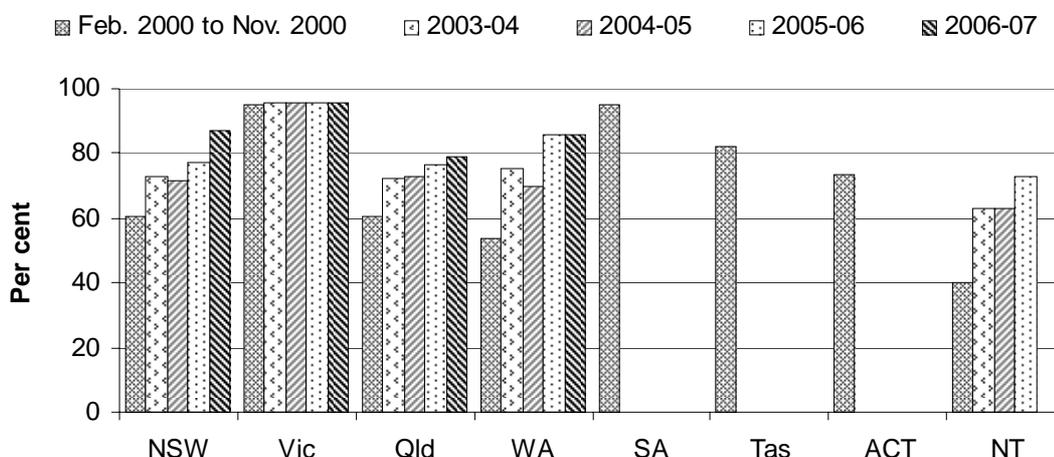
**Box 9.5 Proportion of residential structures with smoke alarms**

The indicator is defined as the number of households with an operational smoke alarm installed, divided by the total number of households.

The higher the proportion of households with an operational smoke alarm installed, the greater is the likelihood that the adverse effects of fire will be avoided or reduced.

Nationally consistent and complete data are not available on ‘the proportion of residential structures with smoke alarms’. Nationally consistent data were last available in 2000, from the discontinued ABS Population Survey Monitor (PSM). Subsequent data are sourced from jurisdictional collections and are not strictly comparable. Four jurisdictions (NSW, Queensland, WA and the NT) conducted surveys in 2005-06, collecting data on total households that had an operational smoke alarm or smoke detector installed (figure 9.7).

Figure 9.7 Households with an operational smoke alarm installed<sup>a, b, c, d, e, f</sup>



<sup>a</sup> The February 2000 to November 2000 data are from the Population Survey Monitor (PSM) and represent the last occasion on which nationally consistent data were available. Subsequent data were sourced from jurisdictional collections that are not strictly comparable because of methodological differences. <sup>b</sup> NSW: The Building Legislation Amendment (Smoke Alarms) Act 2005 and the Environmental Planning and Assessment Amendment (Smoke Alarms) regulation 2006 commenced on 1 May 2006 and requires: the installation of one or more smoke alarms in buildings in which persons sleep; smoke alarms in such buildings must be operational; and persons do not remove or interfere with the operation of smoke alarms installed in such buildings. The data for 2006-07 are sourced from the NSW Population Health Survey (HOIST), Centre for Epidemiology and Research, NSW Department of Health and represents the full 12 month period of 2006. Estimates are based on 7795 respondents in NSW. For this indicator 164 (2.06 per cent) were 'not stated' (Don't know or Refused) in NSW. The indicator includes those who have a smoke alarm or detector in their home. The question used to define the indicator was: Do you have smoke alarms installed in your home? The 95 per cent confidence interval for 2006 is (85.8 - 87.9). In general, a wider confidence interval reflects less certainty in the indicator estimate. <sup>c</sup> Vic: Data are sourced from a random telephone survey of 2304 respondents residing within the 23 local government areas significant to the metropolitan fire district. MFESB Commissioned Crime Prevention Victoria to develop a survey around fire safety issues through their Local Safety Survey. 2004-05 data are based on the results of the most recent survey conducted in April 2004. <sup>d</sup> Qld: Data collected by the Office of Economic and Statistical Research as part of the November 2005 Queensland Household Survey. The figure is an estimate for the whole population of Queensland. <sup>e</sup> WA: Data for 2002-03 were collected by a market research organisation (random telephone survey with residents of Perth households). 2003-04 market research also done by telephone survey. The apparent fall in the percentage for 2004-05 data reflects more stringent survey design and collection by the Australian Bureau of Statistics: ABS Home Safety and Security, Western Australia, 4526.5.55.001, April 2005. Data last collected in 2005-06. The next survey is to be conducted in 2007-08. <sup>f</sup> No recent data available for SA, Tas, ACT and NT.

Source: ABS (2001b); State and Territory governments (unpublished); table 9A.11.

### Preparedness — proportion of commercial structures with sprinklers

The Steering Committee has identified 'the proportion of commercial structures with sprinklers' as an indicator of preparedness for fire events (box 9.6). Data for this indicator were not available for this Report.

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**Box 9.6 Proportion of commercial structures with sprinklers**

'This indicator is defined as the number of commercial structures with sprinklers installed, divided by the total number of commercial structures.

The higher the proportion of commercial structures with sprinklers installed, the greater is the likelihood that the adverse effects of fire are reduced. This indicator will not provide information on the operational status of sprinkler systems or their contribution to fire prevention.

### *Response*

Response times and containment of structure fires (to the object or room of origin) are indicators of the effectiveness of fire service organisations in terms of their ability to respond to and suppress fires. Response times to structure fires are reported first, followed by containment to room of origin.

### *Response — 50th and 90th percentile response times to structure fires*

The 50th and 90th percentile response times to structure fires provide a measure of response activities (box 9.7). The data relate to the performance of the reporting agency (or agencies) only, not necessarily to the performance of all fire service organisations within each jurisdiction. Response time data need to be interpreted with care because performance is not strictly comparable across jurisdictions, given the following:

- Response times can be affected by land area, size and dispersion of the population (particularly rural/urban proportions), topography, road/transport infrastructure and traffic densities. The proportion of the population living in small rural centres in particular is a key factor, because response times in those areas are generally longer because volunteers are on call rather than on duty.
- Responses may include career firefighters, auxiliary/part time firefighters and volunteers.
- While definitions on response times are consistent, not all jurisdictions have systems in place to capture all components of response time for all cases, from the time of the call to arrival at the scene. Some agencies use a manual system to calculate response time figures, while other services retrieve the data from computer aided dispatch (CAD) systems.

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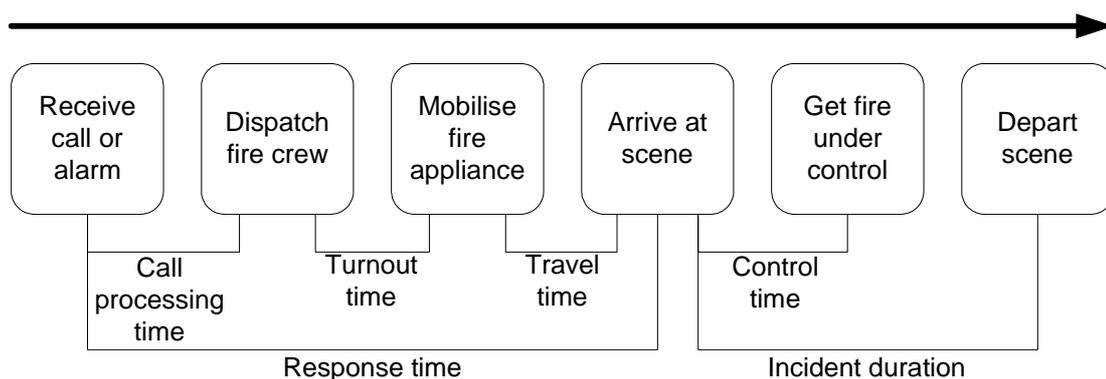
### Box 9.7 50<sup>th</sup> and 90<sup>th</sup> percentile response times to structure fires

'50<sup>th</sup> and 90<sup>th</sup> percentile response times to structure fires' are indicators of governments' objective to reduce the adverse effects of fire on the Australian community through timely response.

The indicator '50<sup>th</sup> percentile response time' is defined as the time within which 50 per cent of the first responding fire resources arrive at the scene of structure fires. Similarly, '90<sup>th</sup> percentile response time' refers to the time within which 90 per cent of the first responding fire resources arrive at the scene of structure fires. Structure fires are those fires in housing and other buildings. The response time is defined as the interval between the receipt of the call at the dispatch centre and the arrival of the vehicle at the scene (that is, when the vehicle is stationary and the handbrake is applied). This and other intervals are illustrated in figure 9.8.

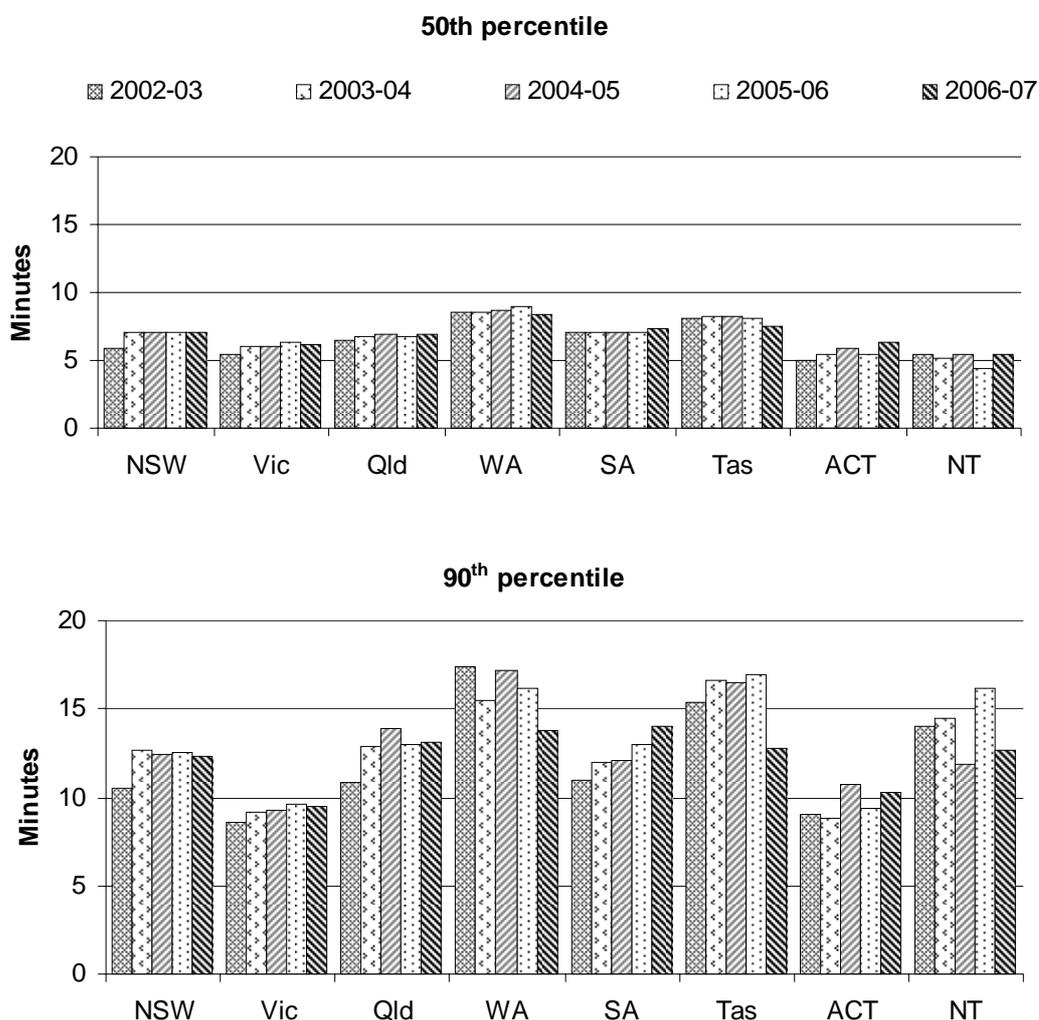
Shorter response times are more desirable.

Figure 9.8 Response time points and indicators for fire events



Response times vary between jurisdictions (figure 9.9). Response times also vary within jurisdictions depending on the remoteness of the area in which the responses occur (among other factors). Response times can be segmented into remoteness areas based on the ABS Australian Standard Geographical Classification (figure 9.10). Response times can be affected in regional and remote areas, where response is generally from home to station and then to the incident. Urban response performance is affected by a range of factors including the density and dispersion of population in cities, road systems and traffic densities and significant city layout features (such as large rivers and waterways dividing cities, extensive green belts between suburbs etc).

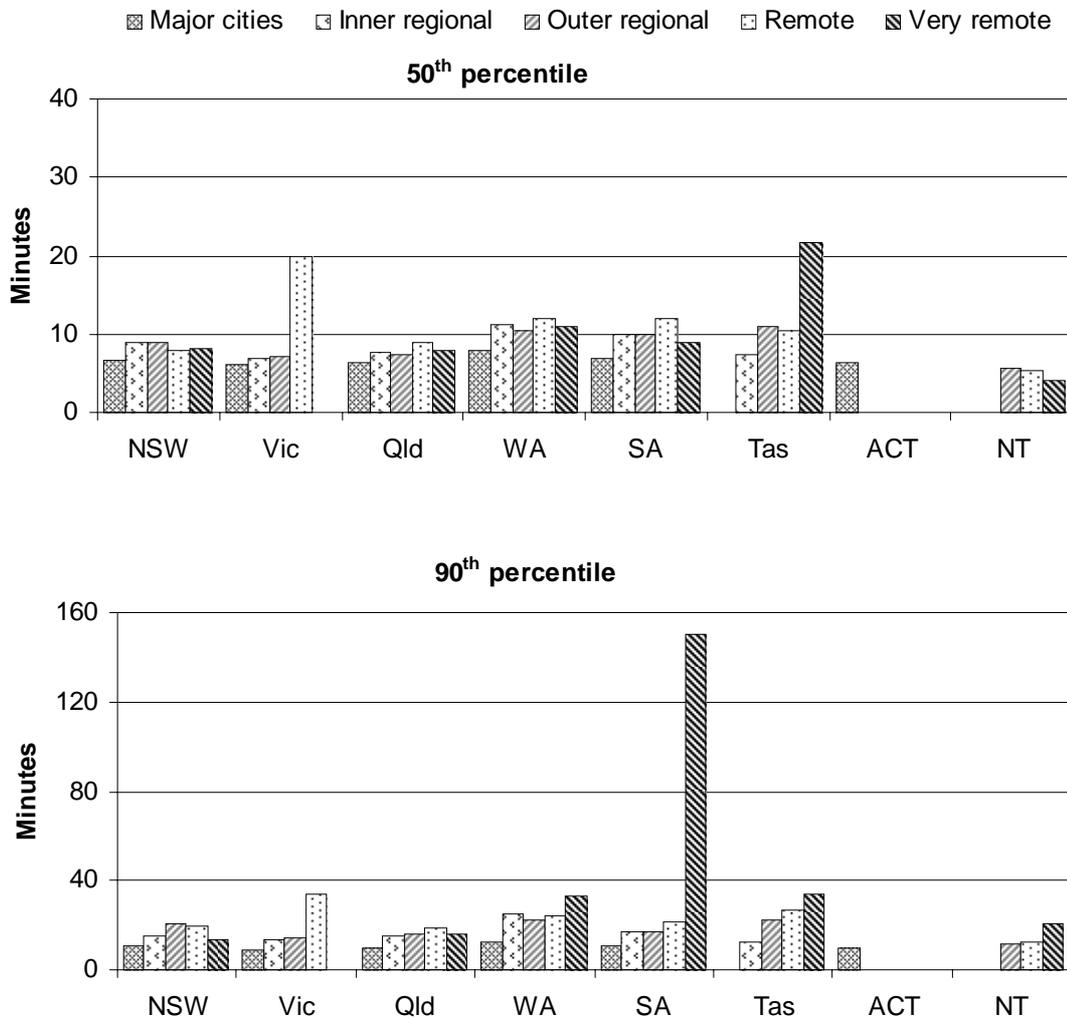
Figure 9.9 Response times to structure fires<sup>a, b, c, d</sup>



<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. <sup>b</sup> Qld: Code 30 Incidents have been excluded from all response time calculations. Two incidents were unable to be classified by remoteness and have been removed from calculation. Response times for QFRS Rural brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. <sup>c</sup> WA: Response times in major cities, regional and remote areas are influenced by volunteer data that, particularly in remote areas of the State, are influenced by significant travel time to incidents. The number of structure fires reported is less than in table 9A.2 because response times are calculated only for reports where attendance times have been noted. <sup>d</sup> Tas: Includes data provided by *all* fire brigades, both full-time and volunteer.

Source: State and Territory governments (unpublished); table 9A.12.

Figure 9.10 Response times to structure fires, by remoteness area, 2006-07<sup>a, b, c, d, e, f, g, h</sup>



<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. <sup>b</sup> Data may differ from that in Table 8A.2 because some jurisdictions have excluded reports with incomplete time details. <sup>c</sup> Vic: Due to the small number of remote structure fires, observed response time data may vary widely from year to year. <sup>d</sup> Qld: Code 30 Incidents have been excluded from all response time calculations. Two incidents were unable to be classified by remoteness and have been removed from calculation. Response times for QFRS Rural brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. <sup>e</sup> WA: Response times in major cities, regional and remote areas are influenced by volunteer data, which, particularly in remote areas of the State, are impacted by significant travel time to incidents. <sup>f</sup> SA: The high 90th percentile figure for the 'Very remote' category is due to a small number of reported incidents (12), with one incident reporting a response time of approximately 3 hours. <sup>g</sup> Tas: Includes data provided by all fire brigades, both full-time and volunteer. <sup>h</sup> NT: All reported fires were within NTFRS emergency response areas which include all NT city and major centres.

Source: State and Territory governments (unpublished); table 9A.13.

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## Response — containment to room of origin

Another indicator of response effectiveness for structure fires is ‘containment to the room of origin’ (box 9.8).

### Box 9.8 Containment to the room of origin

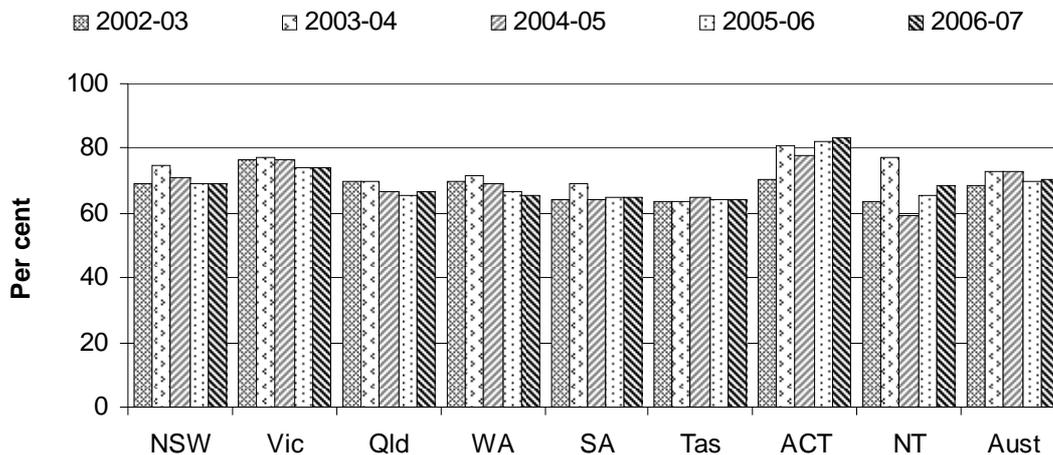
‘Containment to the room of origin’ is an indicator of governments’ objective to reduce the adverse effects of fire emergency events on the Australian community by response and mitigation strategies.

The indicator is defined as the number of structure fires contained to the object or room of origin divided by the total number of structure fires. Structure fires are those fires in housing and other buildings.

A higher proportion of structure fires contained to the object or room of origin is more desirable.

The proportion of fires contained to the object or room of origin has varied between and within jurisdictions over time (figure 9.11).

Figure 9.11 **Structure fires (all ignition types) contained to the object/room of origin<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> NSW: Data are for the NSW Fire Brigades only, but include responses to fires outside NSW Fire Brigades designated fire districts. <sup>b</sup> Vic: Data is incomplete for 2005-06 due to data collection issues. <sup>c</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>d</sup> WA: From a total of 1452 fires, 507 did not have the containment code completed. <sup>e</sup> SA: Data exclude the Country Fire Service. <sup>f</sup> Tas: Figures include data provided by all fire brigades, both full-time and volunteer. <sup>g</sup> Aust: Average excludes rural fire service data for some years as per the jurisdictions’ caveats.

Source: State and Territory governments (unpublished); table 9A.14.

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## *Recovery*

The Steering Committee has identified recovery as a key area for development in future reports (box 9.9).

**Box 9.9 Performance indicator — recovery**

An indicator of governments' objective to reduce the adverse effects of fires on the Australian community through recovery has yet to be developed.

## *Expenditure per person*

'Expenditure per person' is a proxy indicator of the efficiency of governments in delivering emergency management services (box 9.10). Both total cost of fire service organisations and the cost to government of funding fire service organisations are reported. Both are reported, because revenue from other sources is significant for a number of jurisdictions.

**Box 9.10 Expenditure per 1000 persons**

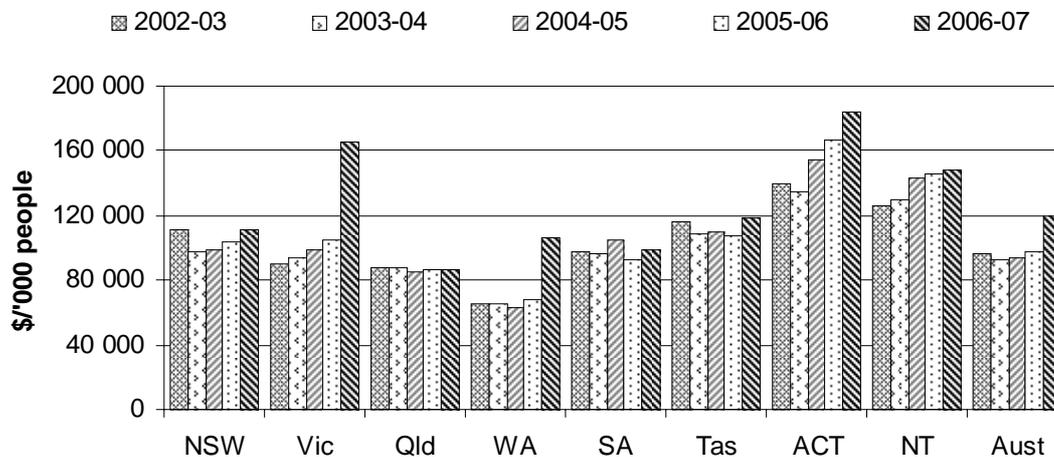
The indicator is defined as fire service organisation expenditure per 1000 persons.

Expenditure per 1000 persons is employed as a proxy for efficiency. Expenditure per fire is not used as a proxy for fire service organisation efficiency because an organisation that devotes more resources to the prevention and preparedness components to reduce the number of fire incidents could erroneously appear to be less efficient.

Holding other factors constant, lower expenditure per person represents greater efficiency. Efficiency data are difficult to interpret. While high or increasing expenditure per person may reflect deteriorating efficiency, it may also reflect changes in aspects of the service (such as improved response) or the characteristics of fire events (such as more challenging fires). Similarly, low or declining expenditure per person may reflect improving efficiency or lower quality (response times) or less challenging fires.

Nationally, the total expenditure on fire service organisations per 1000 people in 2006-07 was \$120 228 (figure 9.12).

**Figure 9.12 Fire service organisations expenditure per 1000 people (2006-07 dollars)<sup>a, b, c, d, e</sup>**

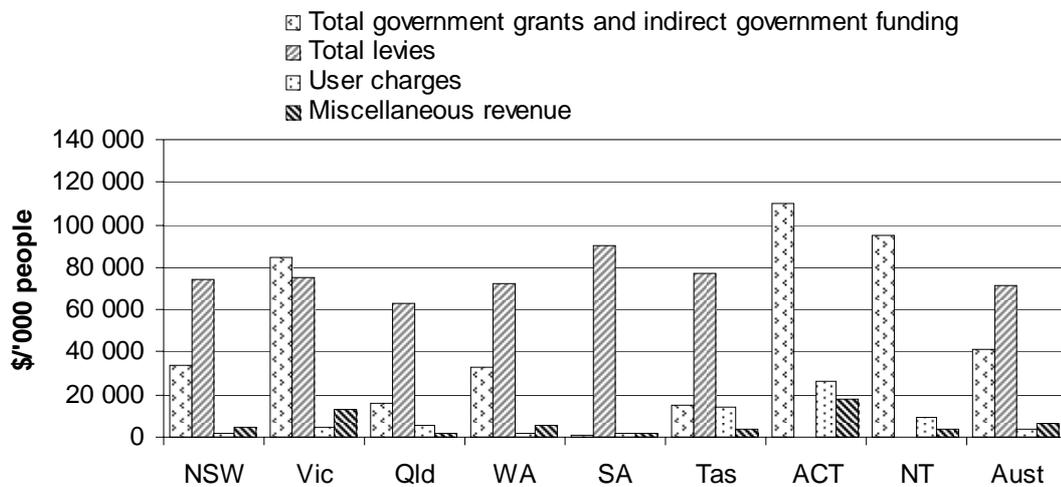


<sup>a</sup> Expenditure levels are adjusted using the Australian Bureau of Statistics (ABS) GDP price deflator 2006-07 = 100 (table AA.26) to arrive at a constant price measure. Due to differences in definitions and counting rules, data reported may differ from those in agency annual reports and other sources. <sup>b</sup> Totals may not sum as a result of rounding. Total fire expenditure includes levies on insurance companies and property owners, user charges, fundraising and donations and indirect revenue. <sup>c</sup> Vic: The 2006-07 year is the first in which the Victorian data includes expenditure for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. <sup>d</sup> WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 cannot be segregated by service and includes SES and volunteer marine services as well as fire. <sup>e</sup> ACT: The increase in 2005-06 is due to a significant upgrade of Emergency Services Communications systems and inclusion of Joint Emergency Services Training Costs. In 2006-07 funding is included under 'miscellaneous revenue' for the placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy.

Source: State and Territory governments (unpublished); tables 9A.16.

Nationally, total government grants and indirect government funding of fire service organisations per 1000 people in 2006–07 was \$40 718. Levies per 1000 people in 2006-07 averaged \$70 186 nationally, with relatively minor contributions from user charges and miscellaneous revenue (figure 9.13).

Figure 9.13 Fire service organisation funding per 1000 people, 2006-07



Source: State and Territory governments (unpublished); table 9A.17.

### Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5). The outcome indicators reported here, ‘fire death rate’, ‘fire injury rate’, ‘median dollar losses from structure fire’ and ‘property losses from structure fire per person’, relate to the objective of ESOs to minimise the effect of fire on life, property and the environment. Caution should be exercised in interpreting data for some indicators, given the significant fluctuations from year to year, particularly for jurisdictions with relatively small populations.

### Fire death rate

The ‘fire death rate’ is an indicator of governments’ objective to minimise the adverse effects of fire events on the Australian community (box 9.11).

### Box 9.11 Fire death rate

The 'fire death rate' is an indicator of governments' objective to minimise the adverse effects of fires on the Australian community and enhance public safety.

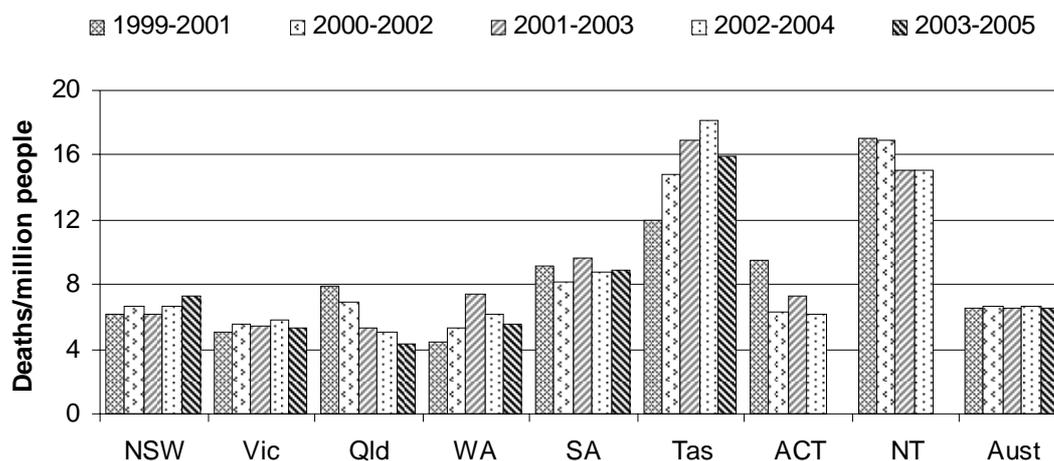
The indicator is defined as the number of fire deaths per million people. A lower fire death rate represents a better outcome.

Fire deaths are identified from cause of death information supplied by the medical practitioner certifying the death or by a coroner. Fire deaths are reported by year of registration of death at state and territory Registrars of Births, Deaths and Marriages.

Nationally, there were 138 fire deaths in 2005. Exposure to smoke, fire and flames accounted for 109 deaths, 23 fire deaths occurred from intentional self-harm by smoke, fire and flames (table 9A.6). Nationally, the fire death rate was 6.8 deaths per million people in 2005.

Fire deaths data are volatile over time, given the small number of fire deaths. To overcome data volatility, a three year average fire death rate is reported (figure 9.14). Nationally, the three year average fire death rate was 6.5 per million people for 2003–2005.

Figure 9.14 Annual fire death rate, three year rolling average<sup>a, b, c, d, e</sup>



<sup>a</sup> Fire deaths published in the 2008 Report for the years 1999 to 2003 inclusive, differ slightly from those published in earlier reports because ABS revisions for those years have now been incorporated. Data have been randomly adjusted to avoid the release of confidential data. Cause of Death is coded according to the International Classification of Diseases and Related Health Problems Revision 10 (ICD-10). <sup>b</sup> Fire deaths data are reported by the State or Territory of the deceased's usual residence, and by the year the death was registered. <sup>c</sup> The small number of deaths means it is difficult to establish patterns and provide detailed analysis. Also, cells have been randomly adjusted to avoid the release of confidential data. <sup>d</sup> Aust. figures include Other Territories. <sup>e</sup> Rates calculated using the Estimated Resident Population at 30 June.

Source: ABS Cat. no. 3303.0 (unpublished); table 9A.6.

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### *Fire injury rate*

The 'fire injury rate' is an indicator of governments' objective to minimise the adverse effects of fire events on the Australian community (box 9.12). Fire injuries are represented by hospital admissions and are reported by the State or Territory where the admission occurs (a person injured by fire may be treated more than once, and in more than one State or Territory).

Fire injury rates are volatile from year to year, given the small number of fire injuries. Three year average fire injury rates are also reported in the data attachment for those periods and jurisdictions for which data are published (table 9A.7).

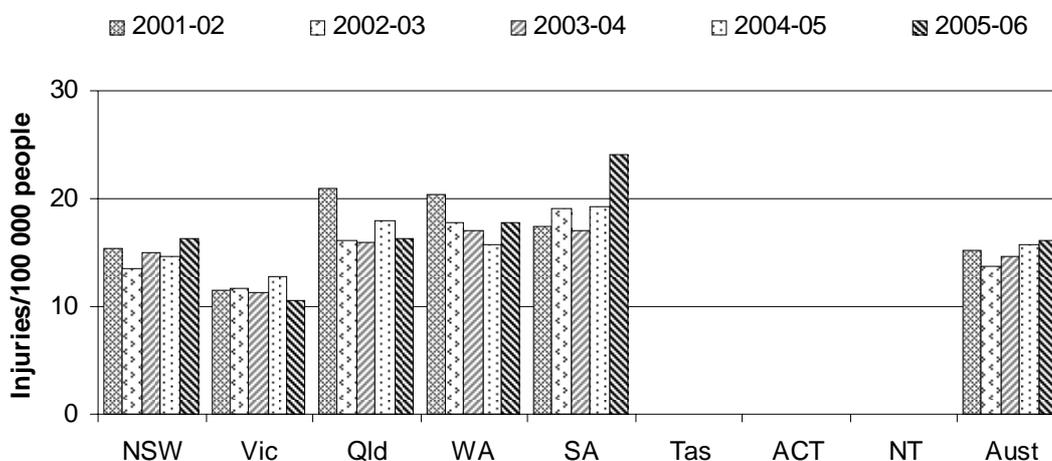
#### **Box 9.12 Fire injury rate**

The 'fire injury rate' is an outcome indicator of governments' objective to minimise the adverse effects of fires on the Australian community and enhance public safety.

The indicator is defined as the number of fire injuries per 100 000 people. A lower fire injury rate represents a better outcome.

Fire injuries are represented by hospital admissions (excluding emergency department non-admitted casualties). Deaths from fire injuries after hospitalisation have been removed from the fire injuries data for the time series because these are counted in the fire death rate.

Figure 9.15 Fire injury rate<sup>a, b</sup>



<sup>a</sup> Fire injuries published in the 2008 Report for the years 2001 to 2003 inclusive, differ slightly from those published in earlier reports because revisions for those years have now been incorporated. The data have been randomly adjusted to avoid the release of confidential data. Where necessary, totals have been adjusted separately to the component cells and revised totals are not necessarily the sum of the component cells. Cause of Injury is coded according to the International Classification of Diseases and Related Health Problems Revision 10 (ICD-10). <sup>b</sup> Rates calculated using the Estimated Resident Population at 30 June.

Source: ABS (unpublished); AIHW (unpublished); table 9A.7.

### Losses from structure fire

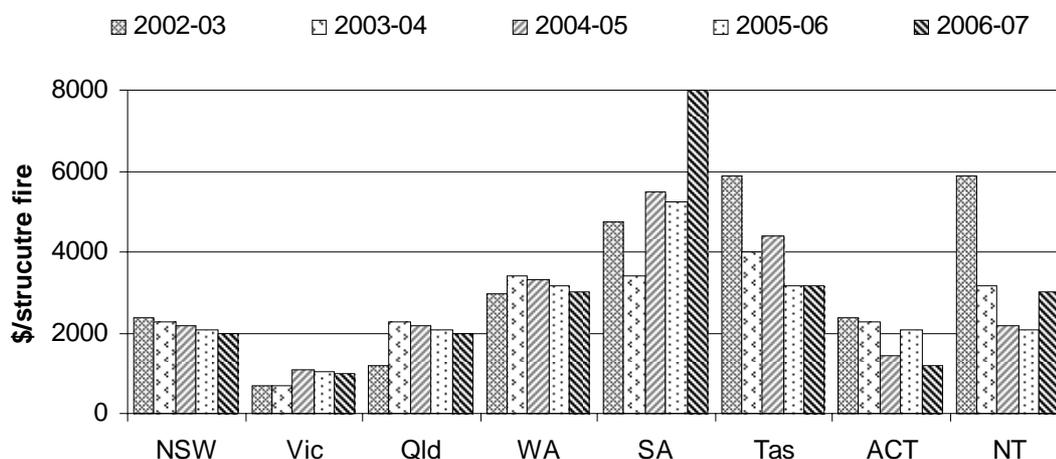
The ‘median dollar losses from structure fire’ (box 9.13) and the ‘total property loss from structure fire’ (box 9.14) are indicators of the effect of fire on property. These data (expressed in real terms) have not been adjusted for jurisdictional differences in the costs and values of various types of building. Further, the method of valuing property loss from fire varies across jurisdictions.

#### Box 9.13 Median dollar losses from structure fire

This indicator is defined as the median dollar losses from structure fire (a fire in a house or other building), adjusted for inflation. The median is the middle number in a sequence and is regarded as a more appropriate measure of ‘typical’ losses than the average (or mean) loss. Lower median dollar losses represent a better outcome.

The median dollar loss varies across jurisdictions and over time. No clear national trends are evident (figure 9.16).

Figure 9.16 **Median dollar loss per structure fire (2006-07 dollars)<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> Dollar loss values adjusted using the ABS GDP price deflator 2006-07 = 100 (table AA.26) to arrive at a constant price measure. Estimates have not been validated by the insurance industry, or adjusted for interstate valuation differences. <sup>b</sup> NSW: In 2004-05 there were 17 structure fires that resulted in direct dollar loss in excess of \$1 million each. In 2005-06 there were 32 structure fires that resulted in direct dollar loss in excess of \$10 million each and one of \$89 million. <sup>c</sup> Vic: Due to data collection issues, data is incomplete for 2005-06. <sup>d</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. <sup>e</sup> Tas: Figures supplied include data provided by all fire brigades, both full-time and volunteer. Property loss does not include losses as a result of vegetation fires. <sup>f</sup> ACT: Data for 2002-03 exclude the January 2003 wildfires, which destroyed over 500 houses and resulted in losses in excess of \$200 million.

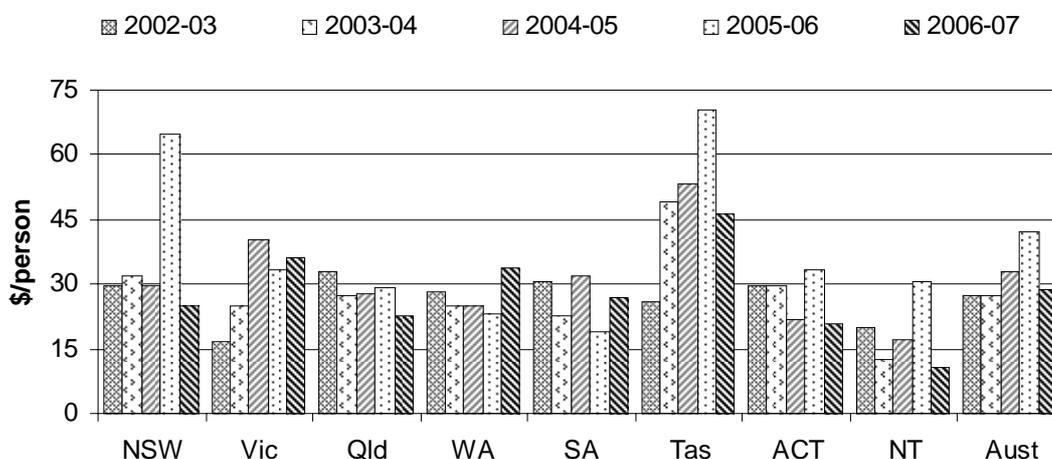
Source: State and Territory governments (unpublished); table 9A.8.

**Box 9.14 Property losses from structure fire per person**

This indicator is defined as the property loss from structure fire (a fire in housing or other building) per person adjusted for inflation. Lower total property losses from structure fire per person represent better outcomes.

The property loss per person (expressed in real terms) has fluctuated over time in all jurisdictions (figure 9.17). Data for the three year rolling average property loss per person are also available in the attachment tables (table 9A.9).

**Figure 9.17 Property loss from structure fire per person  
(2006-07 dollars)<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> Property loss values adjusted using ABS GDP price deflator 2006-07 = 100 (table AA.26) to arrive at a constant price measure. Estimates have not been validated by the insurance industry or adjusted for interstate valuation differences. <sup>b</sup> NSW: In 2004-05 there were 17 structure fires that resulted in direct dollar loss in excess of \$1 million each. In 2005-06 there were 32 structure fires that resulted in excess of \$1 million each. Of these fires, five resulted in direct dollar loss in excess of \$10 million each and one of \$89 million. <sup>c</sup> Vic: Due to data collection issues, data is incomplete for 2005-06. <sup>d</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. QFRS Urban stations (Agency 1) are estimated to serve 87.6 per cent of Queensland's population. <sup>e</sup> Tas: Figures supplied include data provided by all fire brigades, both full time and volunteer. Due to small population size, figures are affected by single large-loss events. Significant increases have also been experienced due to rapidly rising property prices. Property loss does not include losses as a result of vegetation fires. <sup>f</sup> ACT: Data for 2002-03 exclude the January 2003 wildfires, which destroyed over 500 houses and resulted in losses in excess of \$200 million. <sup>g</sup> Average for Australia excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 9A.9.

## 9.4 Ambulance events

This section provides information on the performance of ESOs in providing emergency management services for ambulance events and in preparing the community to respond to emergencies. Ambulance events are incidents that result in demand for ambulance services to respond. They include: emergency and non-emergency pre-hospital patient care and transport; inter-hospital patient transport; specialised rescue services; ambulance services to multi-casualty events, and capacity building for emergencies.

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## Emergency management services for ambulance events

Ambulance service organisations are the primary agencies involved in providing emergency management services for ambulance events. In a limited number of cases, other organisations provide services such as medical transport for emergencies (table 9A.37). The descriptive information provided below on funding, incidents and human resources are for ambulance service organisations only. As discussed in section 9.1, these organisations are involved in other activities in addition to providing ambulance event services.

### Revenue

Total revenue of ambulance service organisations covered in this Report was \$1.56 billion in 2006-07. Nationally, revenue (expressed in real terms) increased each year from 2002-03 to 2006-07, with an average annual growth rate of 5.3 per cent (table 9.4).

**Table 9.4 Revenue of ambulance service organisations (2006-07 dollars)  
(\$ million) <sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust<sup>b</sup></i>
2002-03	373.7	358.0	316.9	82.1	95.2	21.7	25.0	12.9	1 272.4
2003-04	400.9	370.2	326.6	88.7	107.0	22.4	23.6	13.2	1 352.4
2004-05	414.3	410.7	328.0	101.8	116.9	26.1	17.6	16.5	1 431.9
2005-06	446.1	436.9	344.0	103.4	117.1	28.2	20.5	16.7	1 513.1
2006-07	466.0	427.6	369.5	107.3	119.8	30.2	18.9	17.7	1 556.7

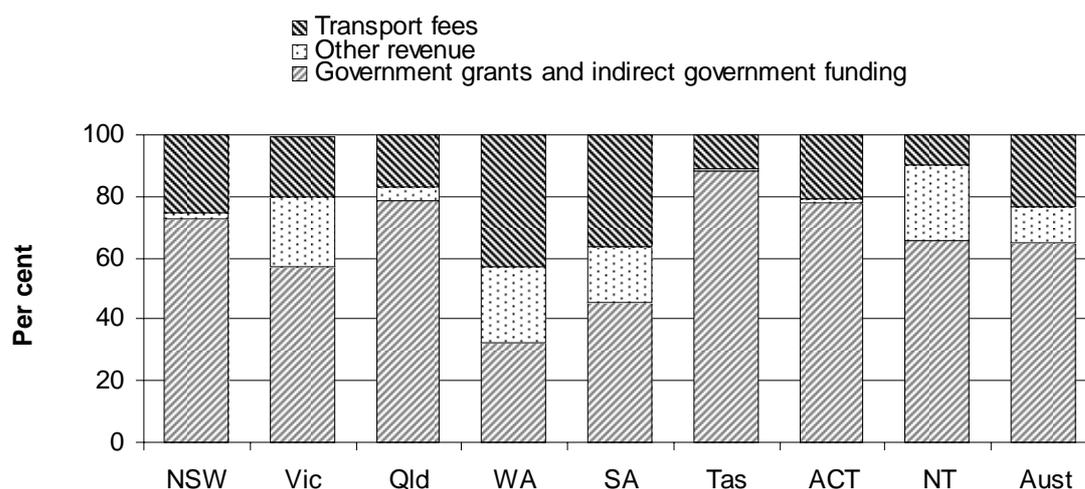
<sup>a</sup> Funding levels are adjusted using the ABS GDP price deflator 2006-07 = 100 (table AA.26) to arrive at a constant price measure. Due to differences in definitions and counting rules, data reported may differ from data in agency annual reports and other sources. <sup>b</sup> Totals may not sum due to rounding.

Source: State and Territory governments (unpublished); table 9A.18.

Ambulance service organisations are funded by a variety of sources, with non-government sources making a significant contribution. The primary source of funding across all jurisdictions in 2006-07 were revenue from State and Territory governments, transport fees (from government hospitals, private citizens and insurance) and other revenue (subscriptions, donations and miscellaneous revenue) (figure 9.18).

Nationally, 65.2 per cent of funding for ambulance service organisations in 2006-07 was provided as direct government revenue and indirect government revenue, with the remainder sourced from transport fees and other revenue (figure 9.18).

Figure 9.18 **Major sources of ambulance service organisation revenue, 2006-07<sup>a</sup>**



<sup>a</sup> Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); table 9A.18.

### Incidents

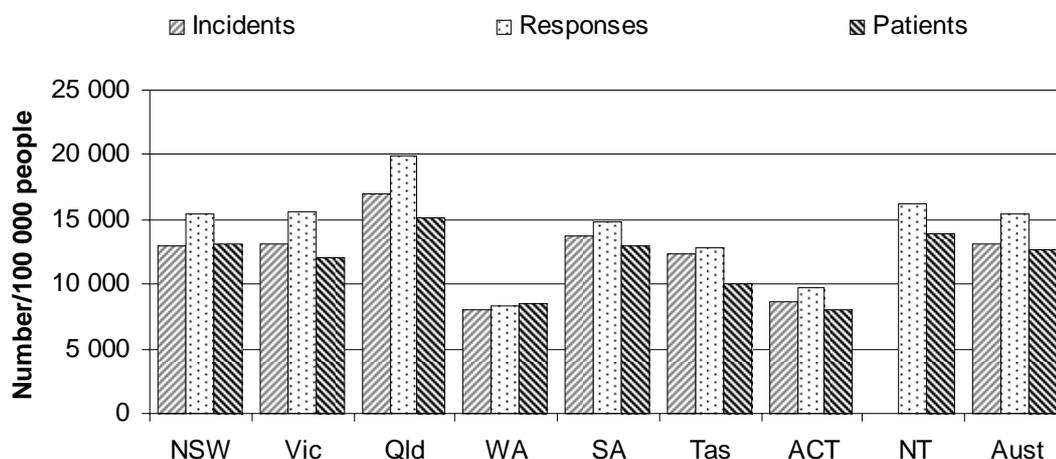
Ambulance service organisations attended 2.72 million incidents nationally in 2006-07 (table 9A.19). Most of these were emergency incidents (38.9 per cent), followed by non-emergency incidents (32.9 per cent) and urgent incidents (27.9 per cent).

### Ambulance incidents, responses and patients per 100 000 people

The numbers of incidents, responses and patients are interrelated. Multiple responses/vehicles may be sent to a single incident, and there may be more than one patient per incident. There may also be responses to incidents that do not have people requiring treatment and/or transport.

Nationally, there were approximately 15 000 responses, and 13 000 patients per 100 000 people in 2006-07 (figure 9.19).

Figure 9.19 **Reported ambulance incidents, responses and patients, 2006-07<sup>a, b, c, d, e</sup>**



<sup>a</sup> An incident is an event that results in a demand for ambulance resources to respond. An ambulance response is a vehicle or vehicles sent to an incident. There may be multiple responses/vehicles sent to a single incident. A patient is someone assessed, treated or transported by the ambulance service. <sup>b</sup> In Victorian Metropolitan Ambulance Service (MAS), incidents, responses and patients include road incidents only. <sup>c</sup> WA does not have a policy of automatically dispatching more than one unit to an incident unless advised of more than one patient. Separate statistics are not kept for incidents and responses. Numbers shown under incidents are cases. <sup>d</sup> For SA, prior to 2006-07 incidents, response and patient data was based on patient case cards. Incidents, response and patient data for 2006-07 is extracted from South Australian Ambulance Computer Aided Dispatch data and is more aligned to the definitions provided by the CAA. As a result in some areas the data is not directly comparable with prior years. <sup>e</sup> For the NT, a response is counted as an incident. Data for incidents per 100 000 people are not available for NT and are not included in the rate for Australia.

Source: ABS Cat. no. 3303.0 (unpublished), State and Territory governments (unpublished); table 9A.19.

### *Aero-medical arrangements in Australia*

There is a variety of arrangements for air ambulance or aero-medical services throughout Australia. Some of these arrangements involve services provided entirely by State/Territory ambulance services or by sub-contractors to these services, while others are provided completely externally to the State ambulance services. Some arrangements involve a mix of the two, where external organisations provide aircraft and/or air crew while ambulance service organisations provide paramedics to staff the air ambulances. The result is that the revenue (funding) and expenditure for air ambulance services are included in ambulance reports from some jurisdictions while in other jurisdictions none of these costs are included.

The Australian Government also provides some capital and recurrent funding for aero-medical service provision through the Royal Flying Doctor Service, mainly for

primary health services to rural and remote communities. In some jurisdictions, these same aircraft are used to transfer patients requiring higher level care.

It is not possible for ambulance service organisations to provide full activity and financial data for air ambulance services in Australia. The Council of Ambulance Authorities (CAA) has tried to identify, as comprehensively as possible, air ambulance services provided by ambulance service organisations directly, or by other service providers such as the Royal Flying Doctor Service. In doing so, the CAA has counted the total number of aircraft available in each jurisdiction during 2006-07, and the component of expenditure that is funded through ambulance service expenditure (that is, the expenditure figures do not represent total expenditure, only that component funded through ambulance services) (table 9.5).

**Table 9.5 Aero medical resources and expenditure, 2006-07<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Operated by State Ambulance Service									
Fixed wing	4	4	–	–	–	1	–	–	9
Helicopter	4	4	–	–	–	1	–	–	9
Operated by other service providers									
Fixed wing	1	–	9	11	4	–	–	6	31
Helicopter	5	2	13	1	3	1	1	–	26
<b>Total aircraft</b>	14	10	22	12	7	3	1	6	75
<b>Expenditure (\$'000)</b>	42 479	28 000	1 857	439	na	3 690	545	na	na

<sup>a</sup> These figures do not represent the total air ambulance medical expenditure for the jurisdiction. They only represent that portion funded through ambulance services and reported as part of the total ambulance service expenditure for each jurisdiction. <sup>b</sup> Fixed wing services in WA, SA and NT are provided by the Royal Flying Doctor Service (RFDS). In addition, AMS, a NT Government operated aero-medical service, operates in the Top End. – Nil or rounded to zero. **na** not available.

Source: Council of Ambulance Authorities (CAA).

### *Human resources*

Data on human resources are reported by operational status on a FTE basis. Human resources include any person involved in delivering and/or managing the delivery of this service, including:

- ambulance operatives (including patient transport officers, students and base level ambulance officers, qualified ambulance officers, other clinical personnel and communications operatives)

- 
- operational and corporate support personnel (including management, operational planners and coordinators, education and training personnel, corporate support personnel, non-operative communications and technical personnel)
  - remunerated and non-remunerated volunteers.

Nationally, 11 733 FTE salaried personnel were involved in the delivery of ambulance services in 2006-07. The majority of salaried ambulance personnel in 2006-07 were ambulance operatives (80.9 per cent) (table 9A.20).

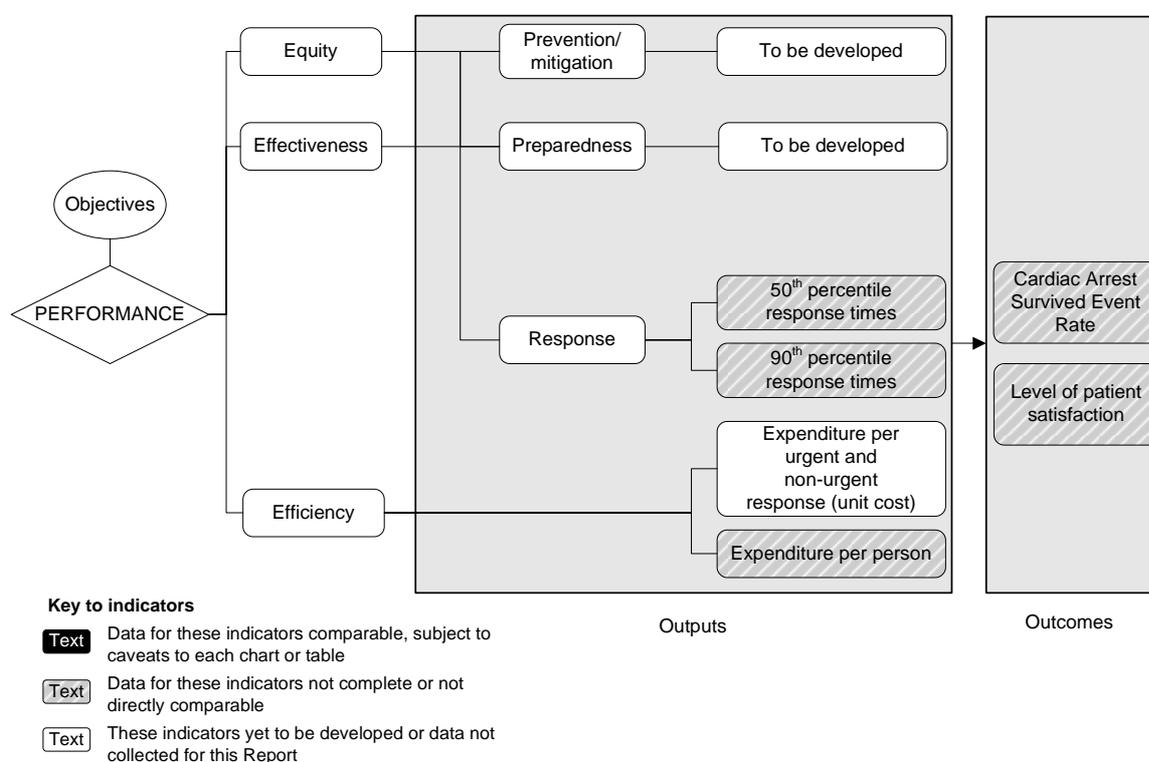
Nationally, 6409 volunteer personnel (comprising 5265 operatives and 1144 support personnel) participated in the delivery of ambulance services in 2006–07. The proportion of volunteer personnel and the nature of their role varied across jurisdictions. Given the decentralised structure of its ambulance service operations, WA has a particularly high number of volunteer operational and corporate support personnel (table 9A.20).

### **Framework of performance indicators**

Figure 9.20 presents the performance indicator framework for ambulance events, based on the general framework for all ESOs (figure 9.1). Definitions of all indicators are provided in section 9.8.

The performance indicator framework for ambulance events shows which data are comparable in the 2008 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report wide perspective (see section 1.6).

Figure 9.20 Performance indicators for ambulance events



Performance indicators for ambulance events have been provided at the State and Territory government level in the Report since 1998. Caution should be exercised in making comparisons between the ambulance service organisations because of differences in geography, population dispersal and service delivery models. Appendix A contains demographic and socioeconomic data that may assist in interpreting the performance indicators presented in this section.

## Key performance indicator results

### *Outputs — equity and effectiveness*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

### *Prevention/mitigation*

The Steering Committee has identified prevention/mitigation as a key area for development in future reports (box 9.15). There are difficulties in identifying useful

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and reliable indicators of prevention/mitigation for ambulance events in isolation because elements of the health, police and road safety systems are also involved.

**Box 9.15 Prevention/ mitigation**

An indicator of governments' objective to reduce, through prevention and mitigation strategies, the adverse effects on the Australian community of emergencies requiring ambulance services has yet to be developed.

*Preparedness*

The Steering Committee has identified preparedness as a key area for development in future reports (box 9.16).

**Box 9.16 Preparedness**

An output indicator of governments' objective to reduce, through preparedness strategies, the effects on the Australian community of emergencies requiring ambulance services has yet to be developed.

*Response*

Indicators of response include the times during which 50 per cent and 90 per cent of first responding ambulance resources respond in code 1 situations.

*Response — 50th and 90th percentile response times*

The 50th and 90th percentile response times for ambulance service organisations provide a measure of response activities (box 9.17). Response time data (figures 9.22, 9.23) need to be interpreted with care, because performance is not strictly comparable across jurisdictions:

- Response time data for some jurisdictions (when calculated on a State-wide basis) represent responses to urban, rural and remote areas, while others include urban areas only.
- Response time data in some jurisdictions include responses from volunteer stations where turnout times are generally longer because volunteers are on call rather than on duty.

- Response times can be affected by the dispersion of the population (particularly rural/urban population proportions), topography, road/transport infrastructure and traffic densities.
- Although definitions of response times are consistent, not all jurisdictions have systems in place to capture all components of response time for all cases from the time of the call to arrival at the scene (figure 9.21).

#### Box 9.17 50<sup>th</sup> and 90<sup>th</sup> percentile response times

The 50<sup>th</sup> and 90<sup>th</sup> percentile response times are included as output indicators of governments' objective to reduce, through timely response, the adverse effects on the Australian community of emergencies requiring ambulance services.

The indicator '50<sup>th</sup> percentile response time' is defined as the time within which 50 per cent of the first responding ambulance resources arrive at the scene of an emergency in code 1 situations. Similarly, '90<sup>th</sup> percentile response time' is the time within which 90 per cent of the first responding ambulance resources arrive at the scene of an emergency in code 1 situations. Shorter response times are more desirable.

The response time is defined as the time taken between the initial receipt of the call for an emergency ambulance and the ambulance's arrival at the scene of the emergency (figure 9.21). Emergency responses are categorised by an assessment of the severity of the medical problem:

- code 1 — responses to potentially life threatening situations using warning devices
- code 2 — responses to acutely ill patients (not in life threatening situations) where attendance is necessary but no warning devices are used.

Figure 9.21 Response time points and indicators for ambulance events

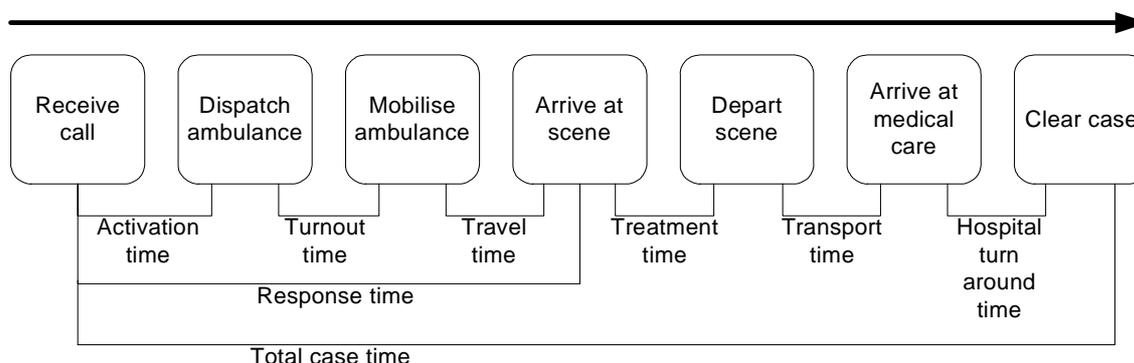
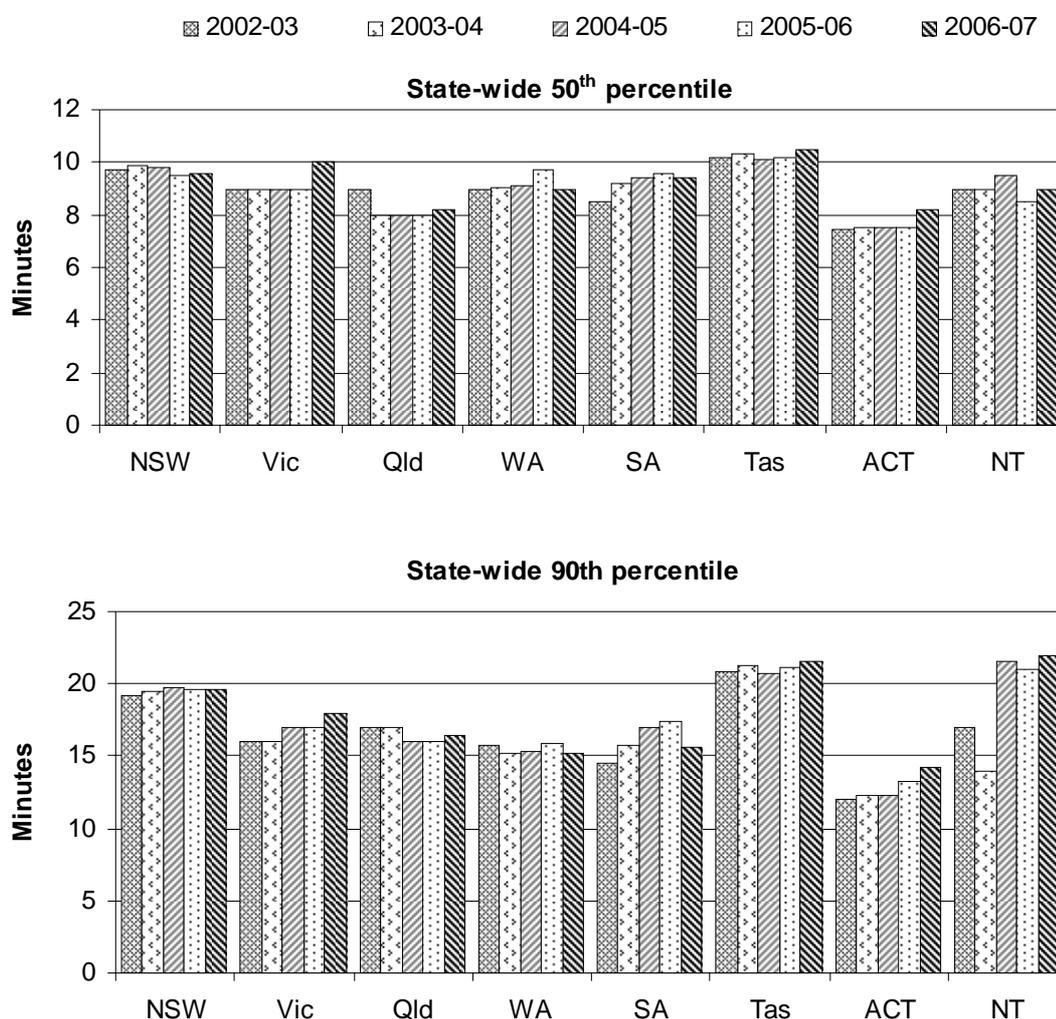


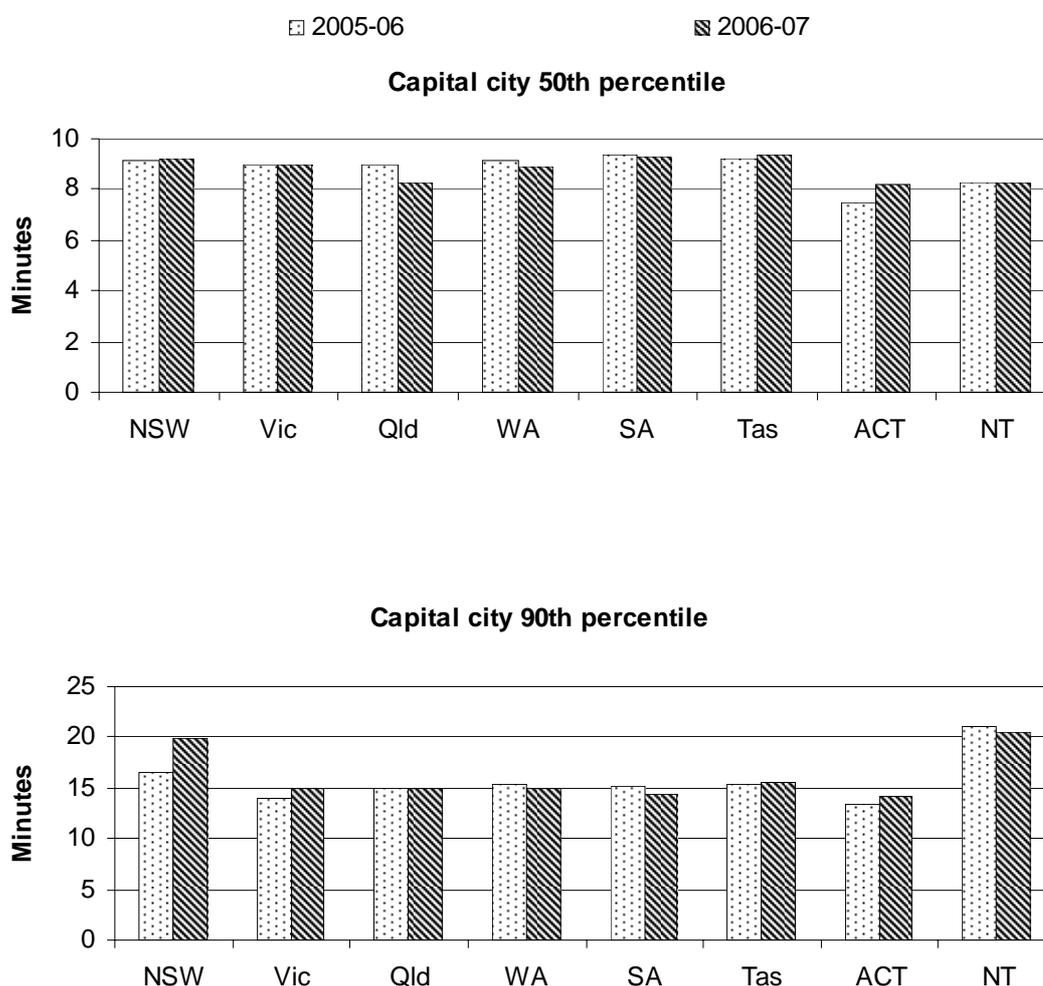
Figure 9.22 Ambulance response times (State-wide)<sup>a, b, c, d, e, f</sup>



<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type for capturing data, affect the comparability of response times data. Ambulance service response times are recorded commencing from varying time points. For 2006-07 response times commence from the following: RAV; receipt of call: SA, MAS, and Tas; first key stroke: ACT; incident creation: NSW, QAS and WA; transfer to dispatch: and NT; crew dispatched. <sup>b</sup> NSW: Prior to 2005-06, NSW did not triage emergency calls. Results for code 1 cases represent '000' and urgent medical incidents. In 2005-06 the introduction of medical prioritisation has allowed for separation of emergency and urgent activity. <sup>c</sup> Vic: Data is incomplete for both 2003-04 and 2004-05 due to industrial action in the months of June and July 2004. <sup>d</sup> Qld: Casualty room attendances are not included in response count and, therefore, are not reflected in response times data. Response times are reported from the computer aided dispatch data. <sup>e</sup> SA: Prior to 2006-07 code 1 response times were calculated on all responses to category 1 and 2 cases and based on patient case cards. Code 1 response times for 2006-07 are now calculated from South Australian Ambulance Computer Aided Dispatch data and are more aligned to the definitions provided by the CAA. Code 1 response times for 2006-07 exclude second and subsequent vehicles arriving at an incident and exclude incidents where the category of dispatch was upgraded. As a result, the data are not directly comparable with prior years. <sup>f</sup> Tas: Has the highest proportion of population in small rural areas.

Source: State and Territory governments (unpublished); table 9A.23.

Figure 9.23 Ambulance response times (Capital city)<sup>a, b, c, d, e</sup>



<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type for capturing data, affect the comparability of response times data. Ambulance service response times are recorded commencing from varying time points. For 2006-07 response times commence from the following: RAV; receipt of call: SA, MAS, and Tas; first key stroke: ACT; incident creation: NSW, QAS and WA; transfer to dispatch: and NT; crew dispatched. <sup>b</sup> NSW: Prior to 2005-06, NSW did not triage emergency calls. Results for code 1 cases represent '000' and urgent medical incidents. In 2005-06 the introduction of medical prioritisation has allowed for separation of emergency and urgent activity. <sup>c</sup> Qld: Casualty room attendances are not included in response count and, therefore, are not reflected in response times data. Response times are reported from the computer aided dispatch data. <sup>d</sup> SA: Prior to 2006-07 code 1 response times were calculated on all responses to category 1 and 2 cases and based on patient case cards. Code 1 response times for 2006-07 are now calculated from South Australian Ambulance Computer Aided Dispatch data and are more aligned to the definitions provided by the CAA. Code 1 response times for 2006-07 exclude second and subsequent vehicles arriving at an incident and exclude incidents where the category of dispatch was upgraded. As a result, the data are not directly comparable with prior years. <sup>e</sup> Tas: Has the highest proportion of population in small rural areas.

Source: State and Territory governments (unpublished); table 9A.23.

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### *Expenditure per urgent and non-urgent response*

The Steering Committee has identified ‘expenditure per urgent and non-urgent response’ as an indicator of the efficiency with which governments deliver ambulance services. Data for this indicator were not available for the 2008 Report (box 9.18).

**Box 9.18 Expenditure per urgent and non-urgent response**

‘Expenditure per urgent and non-urgent response’ has been identified for development as an indicator of governments’ objective to deliver efficient emergency management services.

### *Expenditure per person*

‘Expenditure per person’ is an indicator of the efficiency of governments in delivering emergency management services (box 9.19). Care needs to be taken when comparing data across jurisdictions because there are differences in the reporting of a range of cost items and funding arrangements (funding policies and taxing regimes). Some jurisdictions, for example, have a greater proportion of government funding relative to levies compared with other jurisdictions. Also, differences in geographic size, terrain, climate, and population dispersal may affect costs of emergency infrastructure and numbers of service delivery locations per capita.

Nationally, total expenditure on ambulance service organisations per 1000 people was \$74 573 in 2006-07 (figure 9.24).

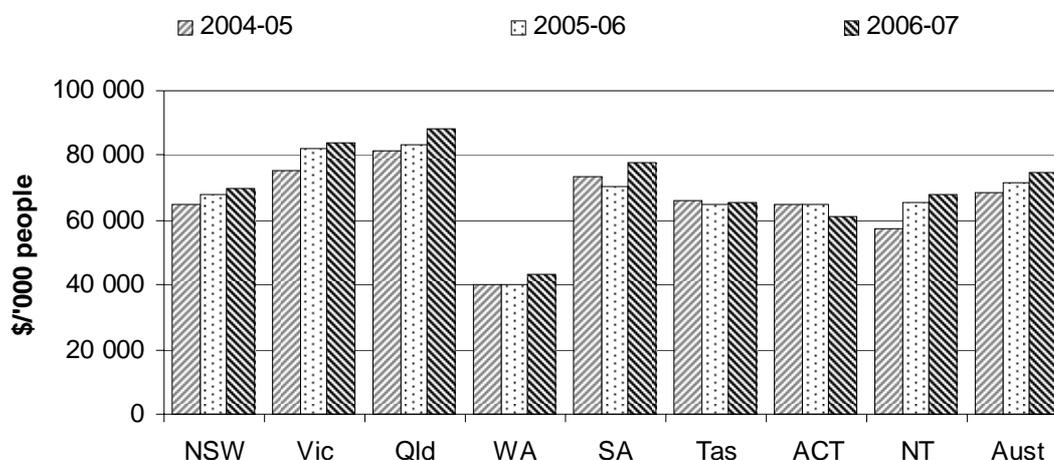
### Box 9.19 Expenditure per 1000 persons

This indicator is defined as ambulance service organisation expenditure per 1000 persons.

Expenditure per 1000 persons is employed as a proxy for efficiency. It is reported as expenditure funded from government grants plus other revenue sources such as transport fees for example.

Holding other factors constant, a decrease in expenditure per 1000 persons represents an improvement in efficiency. Efficiency data are difficult to interpret. Although high or increasing expenditure per 1000 persons may reflect deteriorating efficiency, it may also reflect changes in aspects of the service (such as improved response) or changes in the characteristics of emergencies requiring ambulance services (such as more serious para-medical challenges). Similarly, low or declining expenditure per 1000 persons may reflect improving efficiency or lower quality (slower response times) or less severe cases.

Figure 9.24 Ambulance service organisations expenditure per 1000 persons (2006-07 dollars)<sup>a, b</sup>

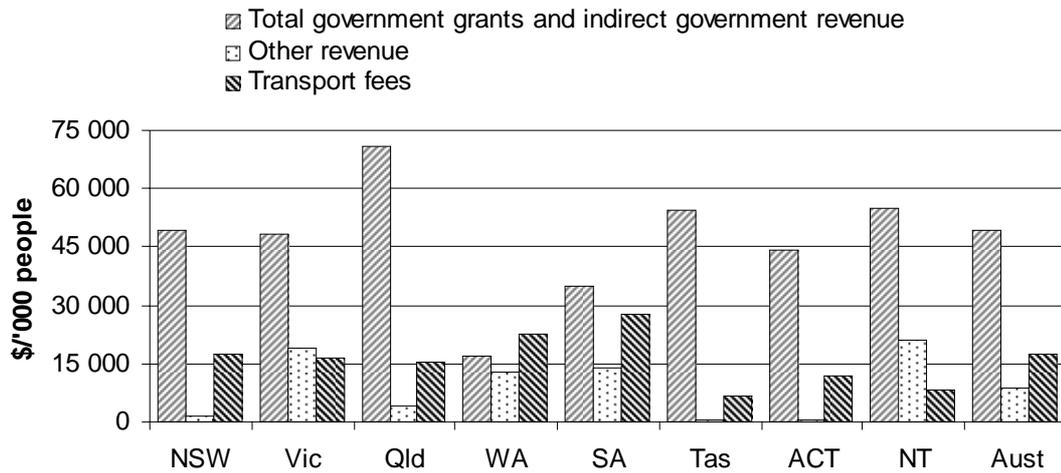


<sup>a</sup> Total government ambulance expenditure per person was reported in the 2004 Report for the first time, replacing total ambulance service organisation expenditure less indirect government and non-government revenue per person. Non-government revenue is now termed other revenue because some items in this category (for example, Veterans' Affairs) are not strictly non-government. Expenditure levels are adjusted using the Australian Bureau of Statistics (ABS) price deflator 2006-07 = 100 (table AA.26) to arrive at a constant price measure. <sup>b</sup> For 2005-06, the ACT Ambulance Service data has been collated using the new Emergency Services Agency Capability Model, which utilises a different cost attribution model for shared costs across the Emergency Services Agency. Therefore, the financial figures for 2005-06 cannot be directly compared with those of previous years.

Source: ABS Australian Demographic Statistics, Cat. no. 3101.0 (unpublished), State and Territory governments (unpublished); table 9A.26.

Nationally, total government grants and indirect government funding of ambulance service organisations per 1000 people was \$49 136 in 2006–07 (figure 9.25).

**Figure 9.25 Sources of ambulance service organisations revenue per 1000 persons, 2006-07<sup>a</sup>**



<sup>a</sup> Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); table 9A.27.

### Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

### Cardiac Arrest Survived Event Rate

An outcome measure for ambulance events is the Cardiac Arrest Survived Event Rate (box 9.20).

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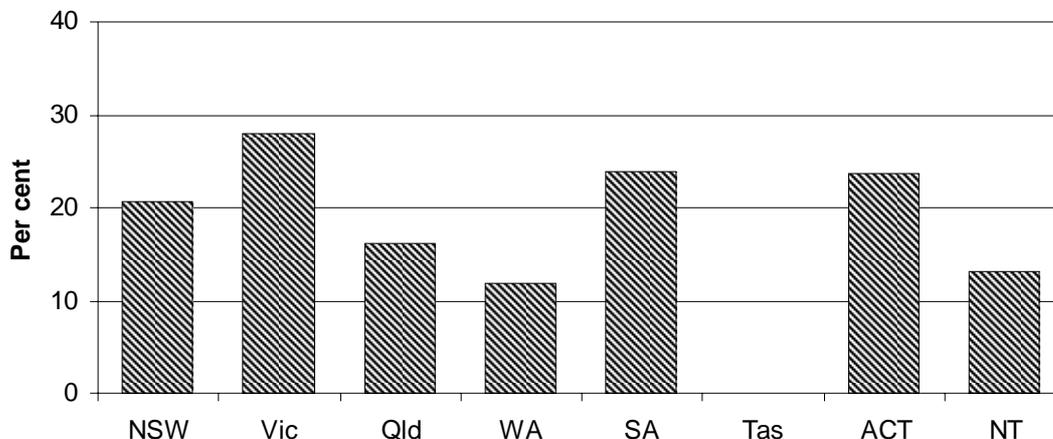
**Box 9.20 Cardiac Arrest Survived Event Rate**

The indicator is defined as the percentage of patients aged 16 years and over who: were in cardiac arrest (excluding paramedic witnessed); where any chest compressions and/or defibrillation was undertaken by ambulance/EMS personnel; and who have a return to spontaneous circulation (ROSC) on arrival at hospital.

A further breakdown of this indicator is defined as the percentage of patients aged 16 years and over who: were in out-of-hospital cardiac arrest (excluding paramedic witnessed); where the arrest rhythm on the first ECG assessment was either Ventricular Fibrillation or Ventricular Tachycardia; and who have a return of spontaneous circulation (ROSC) on arrival at hospital.

The survival rate from out-of-hospital witnessed cardiac arrests varied across jurisdictions where data were available in 2006-07 (figure 9.26). Tasmania did not report on this indicator. Available data on the further breakdown of this indicator (box 9.20) are reported in table 9A.22.

**Figure 9.26 Cardiac Arrest Survived Event Rate, 2006-07<sup>a</sup>**



<sup>a</sup> Relates to the percentage of patients aged 16 years and over who were in out-of-hospital cardiac arrest (excluding paramedic witnessed) where any chest compressions and/or defibrillation was undertaken by ambulance/EMS personnel who have a return of spontaneous circulation (ROSC) on arrival at hospital. For the out of hospital setting survived event means sustained ROSC with spontaneous circulation until administration and transfer of care to the medical staff at the receiving hospital (Jacobs, et al. 2004). Note that this does not reflect the proportion of patients who will survive to be discharged from hospital alive.

Source: State and Territory governments (unpublished); table 9A.22.

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### Level of patient satisfaction

Another outcome measure for ambulance events is the 'level of patient satisfaction' (box 9.21). The performance of ambulance service organisations can be measured in terms of the satisfaction of those people who directly used the service.

Data for 2003 to 2007 were collected by jurisdictions and collated by the CAA. The CAA survey obtained 4543 usable responses nationally from patients who used an ambulance service in 2007 (table 9A.24). The estimated satisfaction levels for ambulance patients were similar across all jurisdictions and all years (figure 9.27).

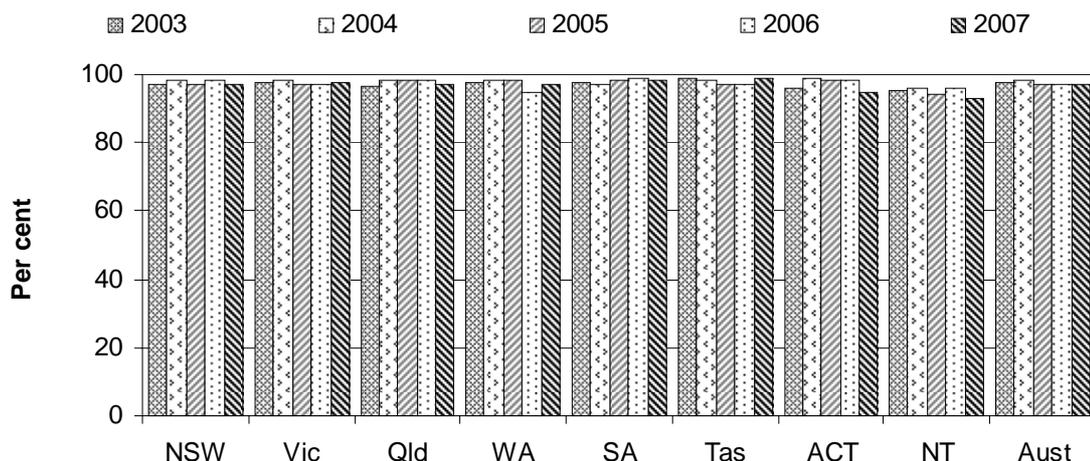
#### Box 9.21 Level of patient satisfaction

This indicator is defined as the total number of patients who were either 'satisfied' or 'very satisfied' with ambulance services they had received in the previous 12 months, divided by the total number of patients that responded to the Council of Ambulance Authorities National Patient Satisfaction Survey.

A higher level or increase in the proportion of patients who were either 'satisfied' or 'very satisfied' suggests greater success in meeting patient needs.

This indicator does not provide information on why some patients were not satisfied. It also does not provide information on the level of patient expectations.

Figure 9.27 Proportion of ambulance users who were satisfied or very satisfied with the ambulance service<sup>a</sup>



<sup>a</sup> Based on a survey of people who used an ambulance service in the previous 12 months. Jurisdictions conducted the surveys at various times during each year.

Source: Council of Ambulance Authorities National Patient Mailout Satisfaction Research 2003-2007; table 9A.24.

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## 9.5 Road rescue events

A road rescue event is an accident or incident involving a motor vehicle and the presumption that there are injuries or that assistance is required from ESOs.

### Emergency management services for road rescue events

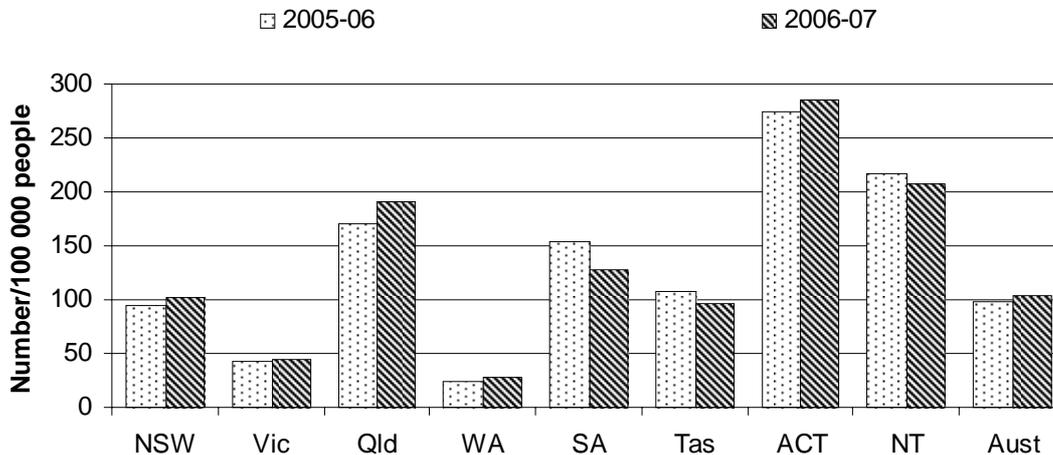
In all jurisdictions, a diverse range of ESOs attend road rescue events. For example, in NSW road rescue services are provided by five organisations.

#### *Number of reported road rescue incidents*

Nationally, there were 21 515 road rescue incidents in 2006-07, or 103.9 incidents per 100 000 people (table 9A.28). The number of incidents per 100 000 people varied between jurisdictions. This may reflect different collection methods and therefore a lack of comparability between jurisdictions. Collection methods have improved, which is why only the two most recent years are presented in figure 9.28. Earlier years are nevertheless reported in attachment table 9A.28.

Figure 9.28 **Reported road rescue incidents per 100 000 persons<sup>a, b, c</sup>**

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<sup>a</sup> Vic: Due to data collection issues, data is incomplete for 2005-06. <sup>b</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>c</sup> SA: SASES reported taskings until 2005-06, not being able to distinguish incidents.

Source: State and Territory governments (unpublished); table 9A.28.

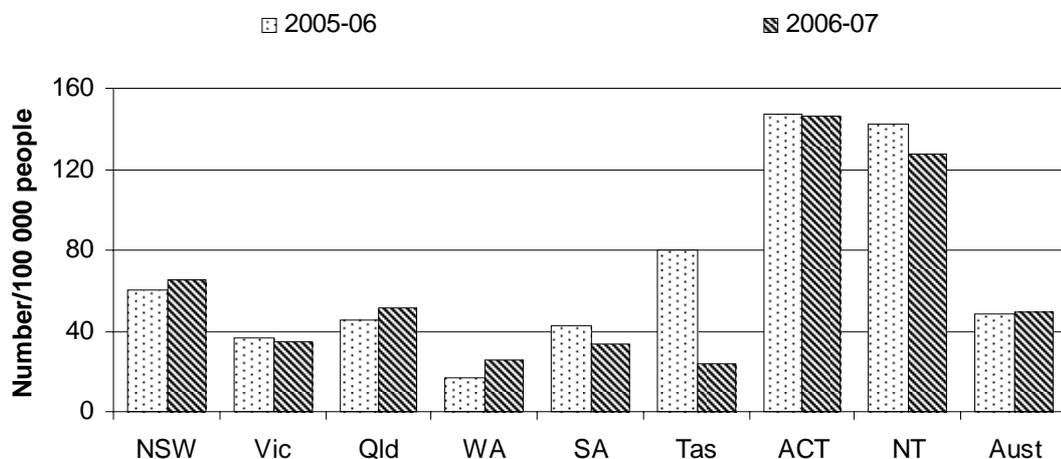
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### Number of reported road rescue extrications

The data for road rescue extrications per 100 000 people display some marked variations between jurisdictions (figure 9.29). These variations may reflect different collection methods and therefore lack of comparability between jurisdictions. Collection methods have improved, which is why only the two most recent years are presented in figure 9.29. Earlier years are nevertheless reported in attachment table 9A.29.

Figure 9.29 **Reported road rescue extrications<sup>a, b, c, d</sup>**

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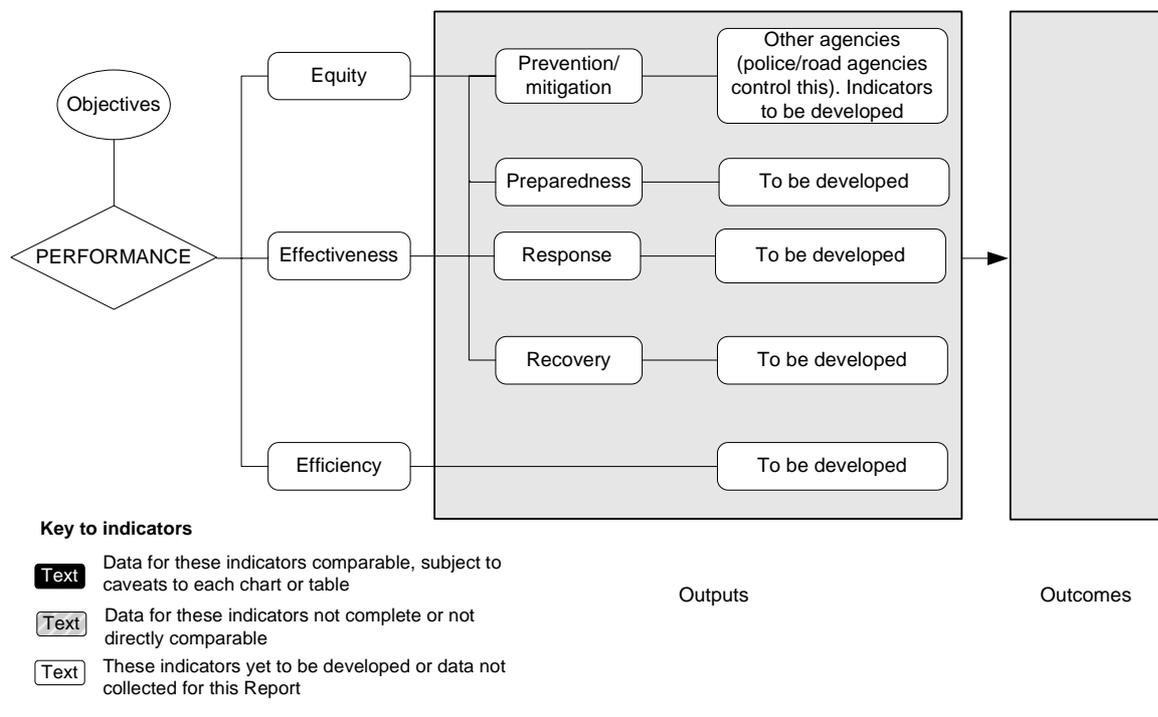
<sup>a</sup> Vic: Due to data collection issues, data is incomplete for 2005-06. <sup>b</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>c</sup> WA: The apparent rise in the number of road rescue extrications in 2006-07 is due to improved data auditing. <sup>d</sup> Tas: Data includes responses by fire services, ambulance services and SES.

Source: State and Territory governments (unpublished); table 9A.29.

### Framework of performance indicators

Although not fully developed, a performance indicator framework has been drafted as a preliminary framework for road rescue events and circulated for consultation (figure 9.30).

Figure 9.30 Performance indicators for road rescue events



## 9.6 Future directions in performance reporting

A number of developments are underway to improve the comparability and accuracy of data, and to expand the scope of reporting on emergency services. Specifically, performance indicators for fire, ambulance and road rescue services are being improved with the assistance of the Australasian Fire Authorities Council, the Council of Ambulance Authorities and the Australian Council for State/Territory Emergency Services.

In 2005-06, land transport accidents accounted for 1646 deaths and 35 562 hospitalisations (tables 6A.41 and 6A.42 respectively).

A primary aim of governments is to reduce death and injury and the personal suffering and economic costs of road crashes. Emergency service organisations provide services that contribute to these objectives through the provision of effective and efficient trauma mitigation and medical and retrieval services.

Previous editions of this chapter have provided road rescue information on the number of road rescue incidents and the number of events in which extrications occurred. The next challenge for this chapter is to demonstrate the cost, benefits and value of the full range of emergency risk management services related to road transport accidents. This, combined with data in other chapters, will provide a more

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comprehensive picture of the strategies and programs delivered by governments to reduce the impact of road transport accidents.

Using the PPRR framework applied in emergency management, these services could include:

- prevention of road crashes through community safety campaigns, regulation and law enforcement
- preparedness through safety engineering, vehicle technology and occupant protection (to reduce the severity of incidents)
- response, including emergency management services
- recovery, including work to reopen roadways, repair vehicles and rehabilitate patients.

Other event type services for which performance reporting has yet to be developed include: rescues (other than road rescues); natural events (other than landscape fires); technological and hazardous material incidents; emergency relief and recovery; and quarantine and disease control.

## **9.7 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status).

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## **New South Wales Government comments**

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The NSW Government continues its commitment to ensuring safer communities and providing excellence in emergency risk management.

In 2006-07 NSW continued to make significant investments in mitigation projects across the spectrum of natural hazards that will reduce casualties, increase community resilience and reduce damage to essential infrastructure. A total of 53 new projects, ranging from significant flood related capital works projects, through to natural hazard risk studies, were progressed.

During 2006-07, the Ambulance Service of NSW (ASNSW) responded to more than 1 052 000 calls for assistance. The ASNSW added emergency medical missions to its services in Sydney, Wollongong and Orange with the delivery of four helicopters for Air Ambulance in May 2007. The training and upgrading of clinical skills for qualified ambulance officers continued in the areas of acute clinical interventions and mental health emergencies. A rural plan is also being developed to recruit and retain ambulance officers and enhance services to regional communities.

The NSW Rural Fire Service (NSWRFS) continued to reduce community vulnerability to bushfires through Bush Fire Risk Management Plans, a major hazard reduction strategy as part of the Urban Interface Bush Fire Mitigation Plan 2006–2010, and the contribution to building standards for new construction and renovations in bushfire prone areas. The NSWRFS also commenced an asset inventory of brigade stations, the construction of new stations based on approved standard design, and continued the analysis of vehicle resourcing requirements. During 2006-07 the NSW Fire Brigades (NSWFB) operational capabilities were enhanced with the opening of three new fire stations, renovations to a further 11 fire stations, and \$18 million allocated for 41 new vehicles. The Community Fire Unit program continued to expand with 19 new units and 500 additional volunteers. Firefighters conducted more than 10 000 visits to schools to deliver child fire safety education and to seniors' homes to install smoke alarms or check batteries.

The State Emergency Service (SES) coordinated the response to the storms in June 2007 which hit the Hunter and Central Coast region, resulting in almost 20 000 requests for assistance from the public in 18 days — the SES's second largest response. The multi-agency response involved the deployment of teams from all 17 NSW SES regions and assistance from SES contingents from interstate, and tested the new Operational Communications Centre. In September 2006, the SES had conducted a state-level, multi-agency flood scenario exercise to test the revised 2005 Hawkesbury-Nepean Flood Emergency Sub-Plan and the upgraded Sydney Western Region Headquarters.

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## Victorian government comments

“ Bushfire continues to pose an extreme threat to public safety in Victoria. Extensive fires occurred throughout the Great Dividing Range in the eastern part of the state from early December 2006 until February 2007. Approximately 1.2 million hectares was burnt during these fires, slightly more than the area burnt in the 2002-03 fires. Some of the areas burnt this year were also burnt during the 2002-03 fires, creating the potential for long-term impacts on biodiversity.

In late June 2007, up to 300 mm of rain fell over parts of Gippsland, resulting in significant flooding to most catchments. Parts of the same catchments had also been burnt during the 2006-07 fires. The Government allocated in excess of \$60 million to assist the region to recover from the affects of the flooding. The Emergency Services Commissioner is conducting a review of the management of this event. The review will examine preparedness including warning systems, response, and transition to recovery.

It is now widely accepted that climate change is a contributing factor to natural disasters in Australia. Over the next 20 years, Victoria can anticipate significantly more droughts, more days of extreme fire danger and increasing inundation due to rising sea levels, storms and severe weather events. This represents a significant challenge for industry, communities and the emergency services that protect them, including the many volunteers.

The technical upgrade of Victoria's ambulance services continued in 2006-07 with both the Metropolitan Ambulance Service (MAS) and Rural Ambulance Victoria (RAV) commencing the transition to new radio networks. The Metropolitan Mobile Radio network now provides a common digital radio system that replaces the analogue networks of Victoria Police, the Metropolitan Fire Brigade and MAS, with RAV continuing the replacement of its radio communications network to provide an integrated and seamless voice and data system for communication during all emergency and non emergency situations.

During the year, preparation for the roll out of the Victorian Ambulance Clinical Information System (VACIS) within rural Victoria also commenced. As with MAS, VACIS will enable RAV to capture substantial amounts of clinical data, enabling the service to better train paramedics, review clinical standards, conduct pre-hospital research and design services for the future. RAV is also in the process of implementing a Computer Aided Dispatch system that will provide comprehensive, consistent, medically robust and structured triage processes.

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### Queensland government comments

“ Queensland continues to experience significant growth which has continued to place increased demands for service on our emergency services. In 2006-07 the Queensland Ambulance Service experienced a 12 per cent growth in responses on the previous year. Despite this growth, Queensland Ambulance Service continues to get to more Code 1 cases in less than 10 minutes than ever before.

A number of strategies are being explored to manage future demand growth including the announcement of the Government in the 2007-08 State Budget of an additional 250 ambulance officers and associated equipment and vehicles to respond to the growth in request for service, ongoing implementation of the rural and remote Isolated Practice Paramedic initiative to make effective use of any spare ambulance capacity in rural and remote areas, and an exploration of an expanded practice model for urban areas.

The Fire and Rescue Service Amendment Bill 2006 was developed and passed by parliament to address gaps in the existing legislative coverage—and save lives. A key element of the reforms includes making smoke alarms compulsory in all Queensland residences from 1 July 2007, and indications are that there appears to be a very good uptake in households, which had previously stated that no smoke alarm was installed.

The ongoing Bushfire Prepared Communities program, which features the new message of Prepare, Stay and Defend, or Go Early, continues to receive favourable community understanding and involvement.

Although challenged by growing demand, particularly in the area of Road Accident and Rescue, Queensland fire crews are on the scene at a structural fire in seven minutes and sixteen seconds, and 95.9 per cent of all structural incidents within urban levy boundaries are responded to within 14 minutes.

Cyclones are an inevitable part of life in Queensland and it is vital that people in cyclone prone areas take action to prepare their homes and their families so that damage can be minimized. The department has worked to capture the lessons learnt from Tropical Cyclones Larry and Monica. Workshops with key stakeholders were conducted to ensure local knowledge is incorporated into future policy and planning. In December 2006, a Cyclone Summit featuring national and international delegates was held to discuss current knowledge regarding preparations for cyclones. The outcomes have included an extensive education and awareness campaign on cyclone preparedness and safety procedures, specifically targeting new residents to coastal communities.

Queensland will continue to have an ‘all hazards’ focus on preparedness — to ensure we provide an effective and appropriate response under all circumstances, including natural disasters, terrorist incidents and pandemic influenza. The unexpected tsunami threat to Queensland in April 2007 highlights the importance of this approach, as well as the need for continued collaboration with our service delivery partners, and the importance of strategies that support community resilience and reduce vulnerability to a range of threats.

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## West Australian government comments



Emergency events within Western Australia are becoming more significant and widespread. The increasing frequency and severity of natural emergencies, together with growth in population is placing pressure on emergency services.

During 2006-07, three tropical cyclones crossed the Western Australian coastline causing extensive flooding across the State. Tropical Cyclone George tragically resulted in three fatalities, numerous injuries and extensive infrastructure damage, property and environmental loss.

The Fire and Emergency Services Authority (FESA) concentrated on raising cyclone awareness amongst resource workers and visitors to the North West of the State. Also, the cooperative development of appropriate emergency management arrangements in 'hub' communities will improve the emergency management awareness and capacity of Indigenous communities.

Widespread flooding following cyclonic weather activity resulted in a natural disaster being declared for the Esperance area in January 2007. Major damage was sustained to the boat harbour, the Esperance townsite and rural properties.

The 2006-07 fire season was longer and more severe than in 2005-06. A bushfire emergency period was declared in February 2007 when significant resources were required to combat hundreds of bushfires across the State. This extraordinary power has only been exercised twice in the State's history and is reserved for those occasions when there is a very real threat of a bush fire catastrophe. Three fires in the Dwellingup area burnt through an estimated 14 000 hectares of bushland, resulting in the loss of 14 houses and extensive damage to a further four homes, stock, outbuildings and farm machinery.

Agencies are continuing to work with communities affected by flood and bushfires and relief funding is being provided to assist with recovery activities.

Technology for managing emergency events is becoming increasingly important. The Western Australian Shared Land Information Platform — Emergency Management (SLIP-EM) will provide emergency management agencies with the most current and authoritative spatial mapping information. In addition, improved warning systems for tsunami and floods support preparedness and prevention activities and should reduce the impact of these natural events.

Road ambulance services are delivered by non-government suppliers for most of the State with St John Ambulance Australia (SJA) continuing to be the principal provider. Ambulance services in rural communities in WA are largely dependent on SJA volunteers with more than 2800 volunteers participating. Although WA again reported relatively low rates of incidents and responses, 2006-07 saw an improvement in code 1 response times compared with the previous year. Essential air ambulance coverage is provided by the Royal Flying Doctor Service's 11 fixed wing aircraft and Rescue One, the FESA Emergency Response Rescue Helicopter Service.



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## South Australian Government Comments



To improve Public Safety the South Australian Government's vision is for emergency services:

- comprising dedicated, highly competent people
- using modern technology and equipment
- providing a community focus for positioning and aligning emergency services across Prevention, Preparedness, Response and Recovery
- efficiently working together and with the community
- efficiently managed and supported to meet modern challenges.

The SA Fire and Emergency Services Commission's Strategic Plan sets community safety goals, objectives and strategies to achieve them. In Health, SA Ambulance Service (SAAS) highlights for 2006-07 included:

- achieving a 98 per cent patient satisfaction rating and a 95 per cent customer service satisfaction rating
- developing a comprehensive recruitment and education project to attract additional staff and to create educational pathways for people in regional areas to enter a career with the service
- expanding the Emergency Operations Centre to accommodate additional call-takers and an increased mental health triage capacity
- achieving 9 out of 10 State Government safety performance targets for occupational health, safety and welfare, with 8 recording outstanding results
- introducing a major workforce strategy to meet existing and future demands.

Major emergency management initiatives for 2007-2008 include:

- reviewing the SA Fire and Emergency Services Act 2005
- implementing the recommendations of the COAG Reviews of Natural Disaster Management, Bushfires and Catastrophic Disasters
- enhancing relationships with local government to achieve improved emergency management outcomes for communities
- implementing new emergency management arrangements at regional level to encompass PPRR
- participating in the SA Computer Aided Dispatch (SACAD) project to provide new computer aided dispatch systems for Police, Ambulance, Metropolitan Fire Service, Country Fire Service and State Emergency Service)
- promoting long-term retention and recruitment of volunteers, including volunteer selection, induction, reward and recognition, flexible learning and conflict resolution
- working closely with the Council of Ambulance Authorities and the Australasian Fire Authorities Councils' initiatives for service excellence.



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## Tasmanian government comments

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Tasmania has a number of unique characteristics which impact on the provision of emergency services throughout the state, including a small and dispersed population, lack of economies of scale, reliance on a network of dedicated volunteers in rural and remote areas (affecting turnout times) and the state's rugged topography which impacts on response times and infrastructure costs (for example, radio communications). Tasmania's two major urban centres also have low population density compared to the large urban centres in other states.

Unlike some other jurisdictions, Tasmania includes data for both urban and rural fire and ambulance service performance. As Tasmania has the highest percentage of all jurisdictions of its population in rural areas, reliable comparisons with other jurisdictions are difficult.

The Tasmania Fire Service (TFS) is comprised of four career brigades and 231 volunteer brigades that respond to fires in all metropolitan and rural areas. All incidents attended by these brigades are reported, and the TFS bears the full cost of funding both the operating and capital costs of its brigades.

The TFS continues to deliver a broad range of programs to assist at-risk sectors of the community to prevent fires and minimise the impact of fires that occur. Figures indicate that fire-prevention programs targeting at-risk households are particularly effective, with significant decreases in house fire rates experienced over the last ten years.

The Tasmanian Ambulance Service (TAS) provides emergency ambulance care, rescue and transport services and a non-emergency patient transport service. In addition, TAS provides fixed-wing and helicopter aero-medical services. Urban road crash rescue transferred from the ambulance service to the fire service from 1 December 2006. An additional 30 ambulance staff were recruited this year to increase crewing levels in Hobart and Launceston, and a major fleet replacement program is underway.

Tasmania is currently the only state that provides a free ambulance service to the general public and as a consequence, there is a far greater reliance on government funding for ambulance services than in all other jurisdictions. The state government has announced that it will introduce ambulance user charges from 1 July 2008.

Tasmania trains a far greater proportion of its salaried ambulance personnel to paramedic level than most other jurisdictions.

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## Australian Capital Territory government comments

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ACT Emergency Services Agency (ESA) comprises the ACT Ambulance Service, the ACT Fire Brigade, the ACT Rural Fire Service and the ACT State Emergency Service and affiliated Snowy Hydro Southcare aeromedical services.

The ACT ESA provides services across a broad geographic base to encompass the Bush Capital Planning Model. This geographic spread increases costs substantially in comparison to higher urban density areas to meet benchmark response standards. The data is not fully comparable across jurisdictions and should be interpreted with caution.

Over the past twelve months the ESA has continued to foster the 'all hazards all agencies' approach to delivering emergency services and emergency management for the ACT and surrounding region. A number of incidents have 'tested' the processes that have been established to effectively provide for joint planning and operations. These include:

- severe 'microburst' thunderstorms in December '06 and January '07
- bushfires under severe drought conditions
- participation in the National Counter Terrorism Committee tactical response exercise involving a mass evacuation.

The Operational capability of the ESA was further improved or enhanced through the continued work of the following key projects:

- continuing commitment to the operation of Snowy Hydro Southcare aeromedical services with NSW.
- motor Fleet cyclical replacement program funded by the government.
- organisational structure review to integrate service delivery.
- significant training initiatives to further staff and volunteer capabilities.
- finalises the re-writing of the ACT Emergency Plan for the conduct of multi-agency emergency management.

The Media and Community Information unit provided the ACT community with emergency information and education on preparing for emergency situations. This was achieved by engaging with the media, Canberra Connect and community groups providing regular information updates on websites and attending community events. The Media and Community Information unit coordinated key community education campaigns including 'Clean Up Your Backyard' and 'Change Your Smoke Alarm Battery'.

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## Northern Territory government comments

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The Northern Territory Government continued its commitment to enhance community safety and emergency management through the Police, Fire and Emergency Services Department.

Of particular note was the construction of a new fire station in Darwin's northern suburbs. The new facility will improve the standard of accommodation for fire fighters and fire fighter safety, but more importantly, it will improve fire service response times in the area.

New fire sheds were built for Fire and Rescue volunteer fire brigades at Howard Springs, Yirrkala and Alice Springs. Upgrades of facilities for the volunteer fire stations at Adelaide River and Pine Creek are well underway.

The Northern Territory Fire and Rescue Service (NTFRS) radio communications system was upgraded from analogue to digital during the reporting period. Its fire alarm monitoring system in Alice Springs was upgraded and enhanced.

The development of a compartment fire fighting training area has seen an improvement in fire fighter safety, and will assist the NTFRS to reduce the amount of water damage that occurs as a result of fire extinguishing training activities.

New strategic plans have been developed to assist with the management of volunteer fire fighters. The strategic plan was developed in conjunction with volunteers and is intended to assist in the recruitment, development and retention of volunteers. The NTFRS also developed a volunteer training package with funding obtained through Emergency Management Australia.

The Fire Service continues to provide fire safety information and education to community groups on smoke alarms, home evacuation, fire awareness and hazard abatement programs and it continues to develop education programs aimed at the disadvantaged, and developing school-based fire awareness programs for urban and remote community schools.

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## 9.8 Definitions of key terms and indicators

<b>Ambulance service response times</b>	<p>The response time is defined as the time taken between the initial receipt of the call for an emergency ambulance and the ambulance's arrival at the scene of the emergency. Emergency responses are categorised by an assessment of the severity of the medical problem:</p> <ul style="list-style-type: none"><li>• code 1 — responses to potentially life threatening situations using warning devices</li><li>• code 2 — responses to acutely ill patients (not in life threatening situations) where attendance is necessary but no warning devices are used.</li></ul>
<b>50<sup>th</sup> percentile ambulance service response times</b>	<p>The time within which 50 per cent of emergency (code 1) incidents are responded to.</p>
<b>50<sup>th</sup> percentile fire service response times</b>	<p>The time within which 50 per cent of first fire resources respond.</p>
<b>90<sup>th</sup> percentile ambulance service response times</b>	<p>The time within which 90 per cent of emergency (code 1) incidents are responded to.</p>
<b>90<sup>th</sup> percentile fire service response times</b>	<p>The time within which 90 per cent of first fire resources respond.</p>
<b>Alarm notification not involving fire</b>	<p>Fire alarm notification due to the accidental operation of an alarm, the failure to notify fire services of an incorrect test by service personnel or a storm induced voltage surge.</p>
<b>Ambulance expenditure</b>	<p>Includes salaries and payments in the nature of salaries to ambulance personnel, capital expenditure (such as depreciation and the user cost of capital) and other operating expenditure (such as running expenditure, contract expenditure, provision for losses and other recurrent expenditure). Excludes interest on borrowings.</p>
<b>Ambulance incident</b>	<p>An event that results in one or more responses by an ambulance service.</p>
<b>Ambulance non-government revenue</b>	<p>Includes revenue from subscription fees, transport fees, donations and other non-government revenue. Excludes funding revenue from Australian, State and local governments.</p>
<b>Ambulance patient</b>	<p>A person assessed, treated or transported by the ambulance service.</p>
<b>Ambulance personnel</b>	<p>Any person employed by the ambulance service provider who delivers an ambulance service, manages the delivery of this service or provides support for the delivery of this service. Includes salaried ambulance personnel, remunerated volunteer and nonremunerated volunteer ambulance personnel.</p>
<b>Ambulance response</b>	<p>A vehicle or vehicles sent to an incident. There may be multiple responses/vehicles sent to a single incident.</p>
<b>Ambulance services</b>	<p>Provide emergency and non-emergency pre-hospital and out of hospital patient care and transport, inter-hospital patient transport, specialised rescue services, ambulance services to multi-casualty events, and community capacity building to respond to emergencies.</p>

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<b>Cardiac arrest survived event rate</b>	For the out of hospital setting, survived event rate means sustained return of spontaneous circulation (ROSC) with spontaneous circulation until administration and transfer of care to the medical staff at the receiving hospital (Jacobs, et al. 2004)
<b>Emergency ambulance response</b>	An emergency ambulance response (code 1) to a pre-hospital medical incident or accident (an incident that is potentially life threatening) that necessitates the use of ambulance warning (lights and sirens) devices.
<b>Events in which extrication(s) occurred</b>	An event in which the assisted removal of a casualty occurs. An incident with multiple people extricated is counted the same as an incident with one person extricated.
<b>Extrication</b>	Assisted removal of a casualty.
<b>False report</b>	An incident in which the fire service responds to and investigates a site, and may restore a detection system.
<b>Fire death</b>	A fatality where fire is determined to be the underlying cause of death. This information is verified by coronial information.
<b>Fire death rate</b>	The number of fire deaths per 100 000 people in the total population.
<b>Fire expenditure</b>	Includes salaries and payments in the nature of salaries to fire personnel, capital expenditure (such as depreciation and the user cost of capital) and other operating expenditure (such as running expenditure, training expenditure, maintenance expenditure, communications expenditure, provision for losses and other recurrent expenditure). Excludes interest on borrowings.
<b>Fire incident</b>	A fire reported to a fire service that requires a response.
<b>Fire injury</b>	An injury resulting from a fire or flames, requiring admission to a hospital. Excludes emergency department outpatients and injuries resulting in a fire death.
<b>Fire injury rate</b>	The number of fire injuries per 100 000 people in the total population.
<b>Fire personnel</b>	Any person employed by the fire service provider who delivers a firefighting or firefighting-related service, or manages the delivery of this service. Includes paid and volunteer firefighters and support personnel.
<b>Fire safety measure</b>	<ul style="list-style-type: none"> <li>• Operational smoke alarm or detector</li> <li>• Fire sprinkler system</li> <li>• Safety switch or circuit breaker</li> <li>• Fire extinguisher</li> <li>• Fire blanket</li> <li>• Fire evacuation plan</li> <li>• External water supply</li> <li>• The removal of an external fuel source</li> <li>• External sprinkler</li> <li>• Other fire safety measure.</li> </ul>
<b>Indirect revenue</b>	All revenue or funding received indirectly by the agency (for example, directly to Treasury or other such entity) that arises from the agency's actions.
<b>Landscape fires</b>	Vegetation fires (for example, bush, grass, forest, orchard and harvest fires), regardless of the size of the area burnt.

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<b>Median dollar loss per structure fire</b>	The median (middle number in a given sequence) value of the structure loss (in \$'000) per structure fire incident.
<b>Non-emergency ambulance response</b>	A non-urgent response (code 3 and code 4) by required ambulance or patient transport services that does not necessitate the use of ambulance warning devices (lights and sirens).
<b>Non-structure fire</b>	A fire outside a building or structure, including fires involving mobile properties (such as vehicles), a rubbish fire, a bushfire, grass fire or explosion.
<b>Other incident</b>	An incident (other than fire) reported to a fire service that requires a response. This may include: <ul style="list-style-type: none"> <li>• overpressure ruptures (for example, steam or gas), explosions or excess heat (no combustion)</li> <li>• rescues (for example, industrial accidents or vehicle accidents)</li> <li>• hazardous conditions (for example, the escape of hazardous materials)</li> <li>• salvages</li> <li>• storms or extreme weather.</li> </ul>
<b>Response time</b>	The interval between the receipt of the call at the dispatch centre and the arrival of the vehicle at the scene (that is, when the vehicle is stationary and the handbrake is applied).
<b>Road rescue</b>	An accident or incident involving a motor vehicle and the presumption that there are injuries or that assistance is required from emergency services organisations.
<b>Structure fire</b>	A fire inside a building or structure, whether or not there is damage to the structure.
<b>Structure fire contained to object or room of origin</b>	A fire where direct fire/flame is contained to the room of origin (that is, excludes wildfires and vehicle fire in unconfined spaces). A room is an enclosed space, regardless of its dimensions or configuration. This category includes fires in residential and non-residential structures.
<b>Urgent ambulance response</b>	An urgent (code 2) undelayed response required (arrival desirable within 30 minutes) that does not necessitate the use of ambulance warning devices (lights and sirens).
<b>User cost of capital</b>	The opportunity cost of funds tied up in the capital used to deliver services. Calculated as 8 per cent of the current value of non current physical assets (including land, plant and equipment).

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## 9.9 Attachment tables

Attachment tables are identified in references throughout this chapter by a '9A' suffix (for example, table 9A.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au](http://www.pc.gov.au)). On the CD-ROM, the files containing the attachment tables are in Microsoft Excel format as \Publications\Reports\2008\Attach\_Chapter 9.xls and in Adobe PDF format as \Publications\Reports\2008\Attach\_Chapter 9.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

### Fire events

<b>Table 9A.1</b>	Major sources of fire service organisations' funding (2006-07 dollars)
<b>Table 9A.2</b>	Reported fires and other primary incidents attended to by fire service organisations
<b>Table 9A.3</b>	Fire service organisations and land management agencies reported total landscape fires (bush and grass) incidents
<b>Table 9A.4</b>	Accidental residential structure fires reported to fire service organisations per 100 000 households
<b>Table 9A.5</b>	Fire service organisations' human resources
<b>Table 9A.6</b>	Fire deaths
<b>Table 9A.7</b>	Fire injuries
<b>Table 9A.8</b>	Median dollar loss from structure fire (2006-07 dollars)
<b>Table 9A.9</b>	Total property loss from structure fire (2006-07 dollars per person)
<b>Table 9A.10</b>	Total fire incidents attended by fire service organisations per 100 000 persons
<b>Table 9A.11</b>	Households with an operational smoke alarm or smoke detector installed
<b>Table 9A.12</b>	Response times to structure fires (minutes)
<b>Table 9A.13</b>	Structure fires and response times to structure fires across geographic areas
<b>Table 9A.14</b>	Structure fires contained to the object or room of origin (per cent)
<b>Table 9A.15</b>	Fire service organisations' costs (\$'000) (2006-07 dollars),
<b>Table 9A.16</b>	Fire service organisations' expenditure per 1000 people (2006-07 dollars)
<b>Table 9A.17</b>	Fire service organisations' funding per 1000 people (2006-07 dollars)

### Ambulance Services

<b>Table 9A.18</b>	Major sources of ambulance service organisations revenue (2006-07 dollars)
<b>Table 9A.19</b>	Reported ambulance incidents, responses, patients and transport
<b>Table 9A.20</b>	Ambulance service organisations' human resources
<b>Table 9A.21</b>	Ambulance assets (number)
<b>Table 9A.22</b>	Cardiac arrest survived event rate
<b>Table 9A.23</b>	Ambulance code 1 response times (minutes)

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- Table 9A.24** Satisfaction with ambulance service organisations
- Table 9A.25** Ambulance service costs (\$'000) (2006-07 dollars)
- Table 9A.26** Ambulance service organisations' expenditure per 1000 people (2006-07 dollars)
- Table 9A.27** Ambulance service organisations' revenue per 1000 people (2006-07 dollars)

**Road Rescue services**

- Table 9A.28** Reported road rescue incidents
- Table 9A.39** Reported number of road rescue extrications

**SESTES services**

- Table 9A.30** S/TES volunteer human resources (number)

**Other information**

- Table 9A.31** Communications and dispatching systems
- Table 9A.32** Selected fire risk management/mitigation strategies
- Table 9A.33** Prevention activities of fire service organisations
- Table 9A.34** All activities of fire service organisations
- Table 9A.35** All activities of State Emergency Services and Territory Emergency Services
- Table 9A.36** Treatment of assets by emergency management agencies
- Table 9A.37** Summary of emergency management organisations by event type, 2003
- Table 9A.38** Reported fires and other primary incidents, urban and rural inclusions and exclusions, 2006-07
- Table 9A.39** Top 5 Ignition factors

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## 9.10 References

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