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Suggestions:

The Steering Committee welcomes suggestions on the information contained in this Report. Please direct your suggestions to the Productivity Commission Secretariat at the above address.

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SCRGSP (Steering Committee for the Review of Government Service Provision) 2007, *Report on Government Services 2007*, Productivity Commission, Canberra.

Foreword

This is the twelfth edition of the Report on Government Services since it was commissioned by Heads of Government (now COAG) in July 1993. Since that time, the Report has expanded in scope, breadth and depth of reporting — the value of the services covered in this year's Report amounted to some $90 billion in 2004-05. This represented around 60 per cent of government recurrent expenditure, over one-tenth of Australia's gross domestic product.

The Report is primarily a tool for government. The information it contains can play a useful role in improving the performance of government services, by helping jurisdictions identify where there is scope for improvement, and promoting greater transparency and informed debate about comparative performance.

This year, the Report contains expanded reporting on learning outcomes for school education, including years 6 and 10 civics and citizenship performance and years 4 and 8 mathematical and scientific literacy performance.

In the health area, 'workforce sustainability' is reported for the first time for public hospitals, and 'availability of dentists' for primary and community health. In the community services section, information is reported for the first time on disability prevalence rates among Indigenous people, and on a program aimed at younger people with a disability in residential aged care facilities. The children's services chapter includes updated data from both the Child Care Survey and the Australian Government Census of Child Care Services.

Despite ongoing improvements in reporting, there are still significant gaps, which the Review's Steering Committee and working groups (with others) are working to address. Of particular concern is a reduction in the availability of hospital separations data for Indigenous people. Although some jurisdictions have improved the quality of Indigenous hospital separations data, the lack of ongoing evaluation of data quality in some jurisdictions is disappointing, as this issue has been known about for a decade or more. More generally, there is a pressing need to improve administrative data collections relating to Indigenous people, if progress is to be effectively monitored.

Since 2003, a separate Compendium of data on services to Indigenous people has been published. A Compendium of data from this Report will be published in mid

2007. The Review also publishes the Overcoming Indigenous Disadvantage report — the next edition is scheduled for release in June 2007.

As always, the production of this Report relied on the active cooperation and support of people from a range of government departments and agencies. Special thanks are due to the members of the many working groups who provide the 'engine room' for the Review. Statistical bodies — in particular, the Australian Bureau of Statistics (ABS) and the Australian Institute of Health and Welfare (AIHW) — provide invaluable advice and assistance. And the Review's Secretariat in the Productivity Commission has continued to provide support to the Steering Committee and working groups.

I would like to thank everyone involved for their contribution to this joint undertaking over the past decade. The Steering Committee will be conducting a user feedback survey on the Report in February 2007. I encourage all those who receive the survey to take the time to respond, to help the ongoing process of improvement to this important national undertaking.

Gary Banks
Chairman

January 2007

Contents

This report is in two volumes: Volume 1 contains Part A (Introduction), Part B (Education), 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 statistics appendix).

Volume 1

PART D EMERGENCY MANAGEMENT

Volume 2

PART E HEALTH

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:

Mr Gary Banks	Chairman	Productivity Commission
Ms Serena Wilson	Aust. Govt.	Department of Prime Minister and Cabinet
Mr Michael Willcock	Aust. Govt.	Department of the Treasury
Mr John Ignatius	Aust. Govt.	Department of Finance and Administration
Ms Vicki D'Adam	NSW	The Cabinet Office
Mr Mark Ronsisvalle	NSW	Department of Treasury
Mr Ben Rimmer	Vic	Department of the Premier and Cabinet
Ms Kathleen Charles	Vic	Department of Treasury and Finance
Dr Pradeep Philip	Qld	Department of the Premier and Cabinet
Mr John O'Connell	Qld	Department of Treasury
Mr Shawn Boyle	WA	Department of the Premier and Cabinet
Mr Anthony Kannis	WA	Department of Treasury and Finance
Mr Martin Brine	SA	Department of Premier and Cabinet
Mr David Imber	SA	Department of Treasury and Finance
Ms Rebekah Burton	Tas	Department of Premier and Cabinet
Ms Pam Davoren	ACT	Chief Minister's Department
Ms Rachael Shanahan	NT	Department of the Chief Minister
Mr Tony Stubbin	NT	NT Treasury
Ms Susan Linacre		Australian Bureau of Statistics
Dr Penny Allbon		Australian Institute of Health and Welfare

People who have also served on the Steering Committee during the production of this Report include:

Ms Jackie Wilson	Aust. Govt.	Department of Finance and Administration
Ms Anna Moynihan	Qld	Department of the Premier and Cabinet
Mr Ken Sedgwick	Qld	Department of Treasury
Mrs Petrice Judge	WA	Department of the Premier and Cabinet
Mr Timothy Marney	WA	Department of Treasury and Finance
Dr Rolf Gerritsen	NT	Department of the Chief Minister

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
ACCHS	Aboriginal Community Controlled Health Service
ACCMIS	Aged and Community Care Management Information System
ACE	adult community education
ACH	annual curriculum hour
ACHS	Australian Council on Healthcare Standards
ACIR	Australian Childhood Immunisation Register
ACPR	Australasian Centre for Policing Research
ACSAA	Aged Care Standards and Accreditation Agency
ACSQHC	Australian Commission on Safety and Quality in Health Care
ACT	Australian Capital Territory
ADR	Alternative Dispute Resolution
AFAC	Australasian Fire Authorities Council
AFP	Australian Federal Police
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
AHIF	Affordable Housing Innovations Fund

AHO	Affordable Housing Organisation
AIC	Australian Institute of Criminology
AIHW	Australian Institute of Health and Welfare
ANTA	Australian National Training Authority
APY	Anangu Pitjantjatjara Yanunytjatjara Lands
AQF	Australian Qualifications Framework
AR-DRG	Australian refined diagnosis related group
ARHP	Aboriginal Rental Housing Program
ARIA	Accessibility and Remoteness Index for Australia
ARO	Authorised Review Officer
ASBA	Australian School Based Apprenticeship
ASCED	Australian Standard Classification of Education
ASGC	Australian Standard Geographical Classification
ASO	Ambulance Service Organisation
ASOC	Australian Standard Offence Classification
ATSIS	Aboriginal and Torres Strait Islander Services
Aust	Australia
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard
BEACH	Bettering the Evaluation and Care of Health
CAA	Council of Ambulance Authorities
CACP	Community Aged Care Package (program)
CAD	Coordination and Development committee
CAP	Crisis Accommodation Program
CARDS	Court Assessment Referral Drug Scheme
CCB	Child Care Benefit
CCTV	closed circuit television
CD ARIA	Census District Accessibility and Remoteness Index for Australia
CD-ROM	Compact Disc Read Only Memory
CDS	core data set

CDSMAC	Community and Disability Services Ministers' Advisory Council
CFA	Country Fire Authority
CHINS	Community Housing and Infrastructure Needs Survey
CHIP	Community Housing and Infrastructure Program
CHP	Community Housing Program
CI	confidence interval
CISP	Courts Integrated Services Program
COAG	Council of Australian Governments
CRA	Commonwealth Rent Assistance
CRS	Commonwealth Rehabilitation Services
CSDA / CSTDA	Commonwealth State Disability Agreement / Commonwealth State/Territory Disability Agreement
CSHA	Commonwealth State Housing Agreement
CSMAC	Community Services Ministers' Advisory Council
CSTDA	Commonwealth State/Territory Disability Agreement
DAC	delivery following primary caesarean
DCIS	ductal carcinoma in situ
DEA	data envelopment analysis
DECS	Department of Education and Children's Services (WA)
DEET	Department of Employment Education and Training
DEST	Department of Education, Science and Training
DEWR	Department of Employment and Workplace Relations
DFEEST	Department of Further Education, Employment, Science and Technology (WA)
DHS	Department of Human Services (Vic)
DHSH	Department of Human Services and Health
DoHA	Department of Health and Ageing
DPIE	Department of Primary Industries and Energy
DRG	Diagnosis related group
DVA	Department of Veterans' Affairs

EACH	Extended Aged Care at Home (program)
EMA	Emergency Management Australia
ERP	estimated resident population
EWG	Evaluation Working Group
FaCS	Department of Family and Community Services
FaCSIA	Department of Families, Community Services and Indigenous Affairs
FDC	Family Day Care
FDCQA	Family Day Care Quality Assurance
FTE	full time equivalent
FWE	full time workload equivalent
GDP	gross domestic product
GIR	Getting it Right
GPII	General Practice Immunisation Incentives scheme
GP	general practitioner
GSP	gross state product
GSS	General Social Survey
HACC	Home and Community Care (program)
HbA1c	glycated haemoglobin
HILDA	Household Income and Labour Dynamics Australia
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
ICHO	Indigenous Community Housing Organisations
ICMS	Integrated Courts Management System
IHIA	Indigenous Housing and Infrastructure Agreement
IMF	Integrated Monitoring Framework
IPD	Implicit Price Deflator
ISC	Industry Skills Council

ITAB	Industry Training Advisory Body
JET	Jobs, Education and Training
JJNMDS	Juvenile Justice National Minimum Data Set
K10	Kessler – 10 scale
KPI	Key Performance Indicators
LBOTE	Language background other than English
LMO	local medical officer
LOTE	language other than English
MBS	Medicare Benefits Schedule
MCATSIA	Ministerial Council on Aboriginal and Torres Strait Islander Affairs
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MCVTE	Ministerial Council on Vocational and Technical Education
MDS	minimum data set
MOU	Memorandum of understanding
NALP	National Accelerated Literacy Program
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NCAC	National Childcare Accreditation Council
NCAG	National Corrections Advisory Group
NCCJS	National Centre for Crime and Justice Statistics
NCPASS	National Child Protection and Support Services data working group
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

NHMP	National Homicide Monitoring Program
NHMRC	National Health and Medical Research Council
NHPC	National Health Performance Committee
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
NRCP	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
NSMHS	National Survey of Mental Health Services
NSOC	National Senior Officials Committee
NSW	New South Wales
NT	Northern Territory
OATSIH	Office of Aboriginal and Torres Strait Islander Health
OECD	Organisation for Economic Co-operation and Development
OMP	other medical practitioner
OSHC	Outside School Hours Care
OSHCQA	Outside School Hours Care Quality Assurance
PBS	Pharmaceutical Benefits Scheme
PDF	Portable Document Format
PIP	Practice Incentives Program
PISA	Program for International Student Assessment
PMRT	Performance Measurement and Reporting Taskforce
POEM	Partnership Outreach Education Models

QIAS	Quality Improvement and Accreditation System
Qld	Queensland
QMERIT	Queensland Magistrates Early Referral into Treatment
QPA	Quality Practice Accreditation
RACGP	Royal Australian College of General Practitioners
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
SACE	South Australian Certificate for Education
SAR	service activity reporting
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
SE	standard error
SEWB	Social and Emotional Wellbeing
SIMC	Statistical Information Management Committee
SLA	statistical local area
SMART	SAAP Management and Reporting Tool
SMES	small-to-medium sized enterprises
SMS	short messaging service
SOL	Sex Offence Directions List
SOMIH	state owned and managed Indigenous housing
SSAT	Social Security Appeals Tribunal
TAFE	technical and further education

Tas	Tasmania
TGR	total growth rate
TIMSS	Trends in International Mathematics and Science Study
UCC	user cost of capital
ULN	upper limit of normal
VBAC	vaginal birth following primary caesarean
VCAL	Victorian Certificate of Applied Learning
VET	vocational education and training
Vic	Victoria
WA	Western Australia

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).

Efficiency	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'.)
Equity	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 *adequate* access to services, where the term *adequate* may mean different rates of access for different groups in the community (see chapter 1 for more detail).
Inputs	The resources (including land, labour and capital) used by a service area in providing the service.
Nominal dollars	Refers to financial data expressed 'in the price of the day' and which are **not** 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.
Output	The service delivered by a service area, for example, a completed episode of care is an output of a public hospital.
Outcome	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.
Process	Refers to the way in which a service is produced or delivered (that is, how inputs are transformed into outputs).
Program effectiveness	Reflects how well the outcomes of a service achieve the stated objectives of that service (also see effectiveness).

Quality	Reflects the extent to which a service is suited to its purpose and conforms to specifications.
Real dollars	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.
Technical efficiency	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.
Unit costs	Measures average cost, expressed as the level of inputs per unit of output. This is an indicator of efficiency.

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

INTRODUCTION

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. xxv). 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 twelfth 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

released in November 2003. The second edition of this report was released in July 2005 (SCRGSP 2005). The next edition is scheduled for release in mid-2007.

The 2003 and 2005 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).

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',[1] 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[2] for

[1] 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.

the community. Examples 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.

2 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 individuals cannot appropriate the wider benefits to society.

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 which 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 deciding what services to supply and to whom. 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. Consumers of government services also face constrained choices.

Reporting measures of comparative performance facilitates interjurisdictional learning, particularly where governments have adopted different policy approaches. While this Report does not extend to analysing the cost effectiveness of 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:

- 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).[3]

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 twelfth 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.

[3] The implementation issues associated with these types of reform are examined in SCRCSSP (1997 and 1998).

Box 1.1	**Services covered in the 2007 Report**	
Education	—	School education (chapter 3)
	—	Vocational education and training (chapter 4)
Justice	—	Police (chapter 5)
	—	Court administration (chapter 6)
	—	Corrective services (chapter 7)
Emergency management	—	Fire and ambulance services (chapter 8)
Health	—	Public hospitals (chapter 9)
	—	Primary and community health (chapter 10)
	—	Breast cancer detection and management, and specialised mental health services (chapter 11)
Community services	—	Aged care services (chapter 12)
	—	Services for people with a disability (chapter 13)
	—	Children's services (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)

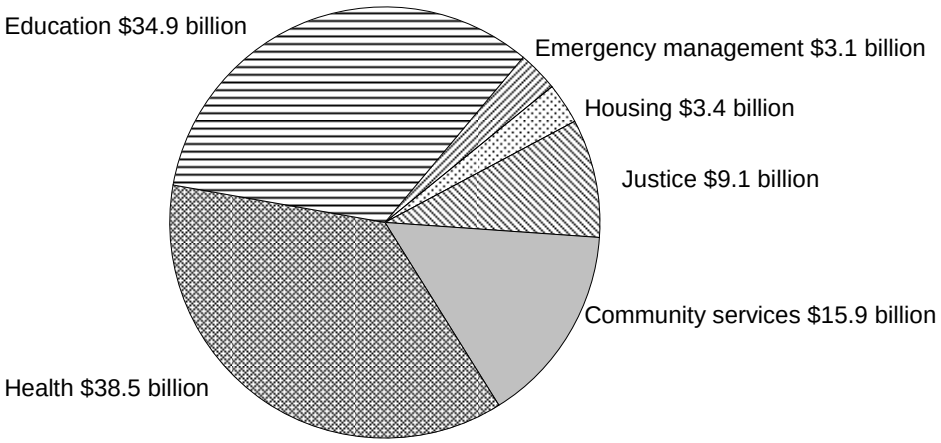
The services in the Report absorb a significant level of government expenditure. While not all data here relate to the same time period, the services in this 2007 Report accounted for approximately $104.9 billion (figure 1.1), representing around 59.5 per cent of government recurrent expenditure[4] in 2005-06. (This is equivalent to about 10.9 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.

[4] General Government Final Consumption Expenditure

This page has changed since the Report was released in January 2007. See errata at http://www.pc.gov.au/gsp/reports/rogs/2007.

Figure 1.1 **Estimated government recurrent expenditure on services covered by the 2007 Report[a, b, c]**



[a] Data for 2005-06 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. [b] Community services expenditure excludes juvenile justice. [c] 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.

Source: Various prefaces and chapters.

Box 1.2 **Cost to government and non-government organisations**

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. The Report thus aims to include the full costs of providing the service, including the cost of capital (where possible) in each State and Territory. This approach allows governments to compare the internal management of their services with that of their counterparts in other jurisdictions.

(Continued on next page)

Box 1.2 **(Continued)**

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 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

- the capacity to address issues that arise across service areas (for example, how to measure timeliness and other aspects of quality, and how to cost superannuation)
- the 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.
- *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 accuracy 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).

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 resource 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, by identifying better approaches adopted by agencies' peers and thus helping governments to implement best practice.

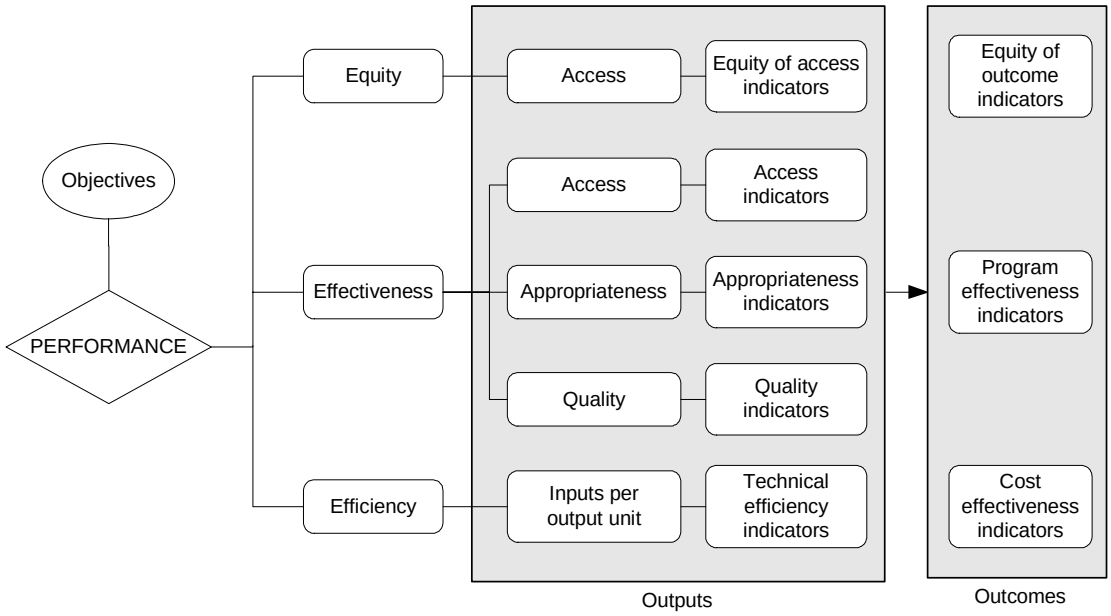
The performance indicator framework

The Steering Committee revised the general framework for performance indicators in 2002 and this framework has now been implemented in all chapters. The new 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 new 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**



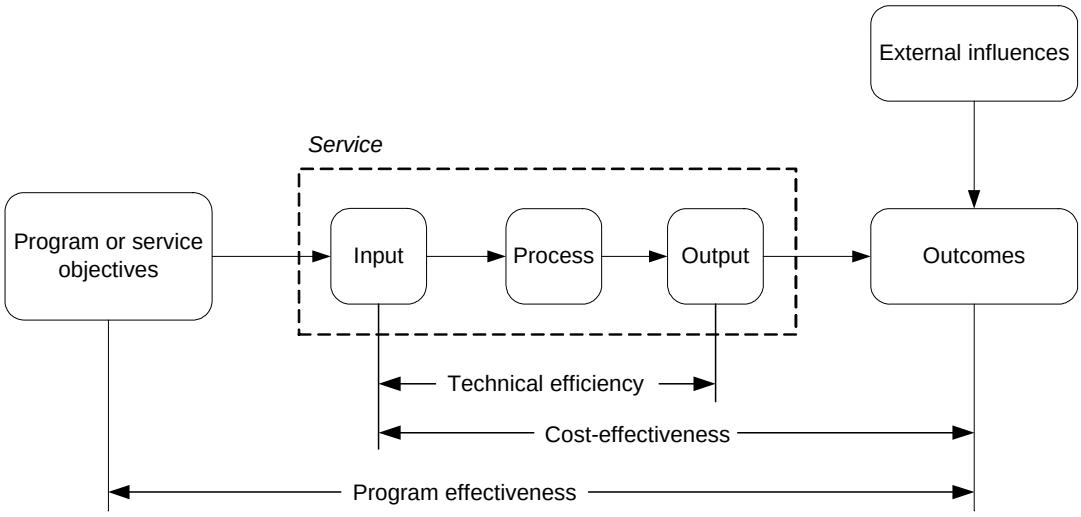
The service process

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

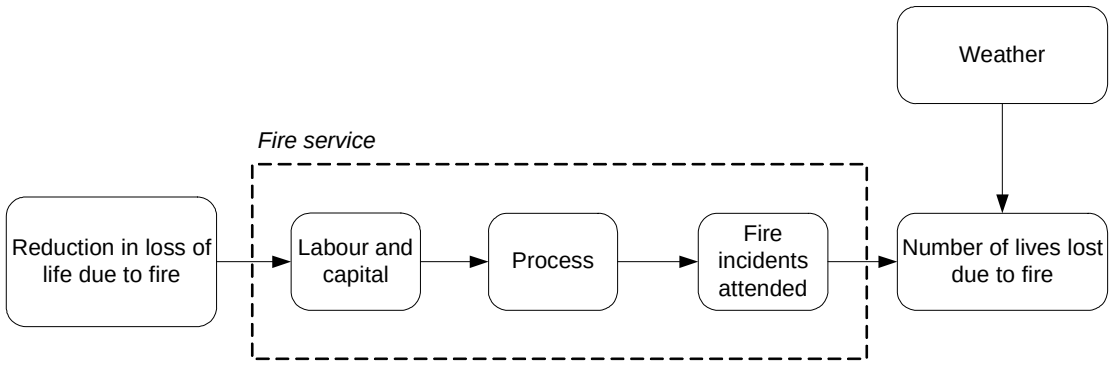
For each service, governments have a number of objectives that relate to desired outcomes for the community. To achieve these objectives, governments fund service providers and/or provide services. Service providers transform funds/resources (inputs) into services (outputs). The rate at which resources 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.

Figure 1.3 **Service process**

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.

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). These desired characteristics may differ across services. 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.

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 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

- 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. The Overcoming Indigenous Disadvantage report (mentioned earlier) 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, aged care). 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 2005) 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 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 (for example, access to school education and police services). 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. Data on differences in service levels, however, can indicate where further work could identify possible underservicing or overservicing.

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 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 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. Measures of the extent to which aspects of service delivery conform to specifications can provide proxy indicators of quality.

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.

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, staff per prisoner in corrective services and administrative costs as a proportion of total expenditure in services for people with a disability).

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, however, there is a trade-off between the accuracy 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 accuracy 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.

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, however, 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 an organisation within a group, relative to observed best practice (not actual best 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 cover 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 R&D. 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 2006).

United Kingdom

In 2002, the United Kingdom introduced regular web-based reporting against public service agreements, and all key performance data on public service delivery is now available on a single website. Web-based reporting provides accountability and transparency, and allows the public to assess how the United Kingdom Government is delivering across all areas of government. Public service agreements 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 2004).

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 2006).

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2 Recent developments in the Report

2.1 Developments in reporting

This is the twelfth 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.

Improvements in reporting for the 2007 Report

Education

The scope of reporting in chapter 3 ('School education') has been enhanced by including learning outcomes data for:

- year 4 and year 8 students achieving at or above the intermediate international level in science achievement, 2002-03
- year 4 and year 8 students achieving at or above the intermediate international level in mathematics achievement, 2002-03
- year 6 and year 10 civics and citizenship performance, 2004.

This year, chapter 4 ('Vocational education and training') has been improved by:

- reporting on employer outcomes

- replacing the Rural, Remote and Metropolitan Area (RRMA) classification with the Australian Standard Geographical Classification of remoteness areas currently used by the Australian Bureau of Statistics (ABS)
- reporting annual growth in skill outputs from VET
- reporting on a broadened Student Outcomes Survey of all VET providers (TAFE and private and community education providers) and including government funded students and those training on a fee-for-service basis.

Justice

Development work continues in chapter 5 ('Police services'), chapter 6 ('Court administration') and chapter 7 ('Corrective services'). In the Police services chapter the performance indicator framework has been reorganised to improve the clarity and accuracy of the data. Apart from these changes, no significant improvements were introduced in this report.

Emergency management

No significant improvements have been made to the performance indicators in chapter 8 ('Emergency management').

Health

Reporting in chapter 9 ('Public hospitals') has been improved this year through the development of an indicator on 'workforce sustainability'. This indicator measures the proportion of the workforce who are new entrants (aged under 30 years) and who are near retirement (aged 55 years and over) for each of the nurse and medical practitioner workforces, and are reported by region and over time.

The following improvements have been made in chapter 10 ('Primary and community health'):

- data are reported for the 'availability of dentists' indicator for the first time
- Indigenous data are now reported for the 'hospitalisations for vaccine preventable conditions', 'potentially preventable acute conditions' and 'potentially preventable chronic conditions' indicators.

In chapter 11 ('Health management'), the basis of the indicator 'services reviewed against national standards' has been changed from specialised public mental health services reviewed against national standards for mental health services to the percentage of services that had completed an external review and had achieved all

or most standards. For the 'consumer/carer participation' indicator, the number of paid consumer and carer consultants employed within public sector mental health services are now reported as part of this indicator.

Community services

In chapter 12 ('Aged care services'), improvements this year include:

- provision of information on the Transition Care Program
- reporting 'aged care recipients from special needs groups' as an indicator of equity of access
- reporting on expenditure by jurisdiction on the National Respite for Carers Program
- relocation of the technical component of the age standardisation discussion to the Statistical appendix and the inclusion of descriptive material on age specific usage rates into the main body of the chapter.

Significant improvements in chapter 13 ('Services for people with a disability') include:

- data on disability prevalence rates among Indigenous people
- descriptive information on a program aimed at addressing the issue of younger people with a disability in residential aged care facilities
- access indicators for community support and respite services
- data reported against the 'service use by severity of disability' and 'service use by special needs groups — Indigenous people' indicators for community support and respite services
- data on the participation of people with a disability in education and training and their highest level of educational and training attainment.

Major improvements in chapter 14 ('Children's services') this year include:

- updated data from the ABS Child Care Survey and the Australian Government's Census of Child Care Services
- reporting on utilisation rates in centre-based long day care and family day care
- improvements to the comparability of data for the 'accredited child care services' and 'non-standard hours of care: child care services' indicators.

In chapter 15 ('Protection and support services'), experimental data is included for the first time in relation to the 'pathways' project. This project develops an activity-based costing methodology to assess efficiency indicators for child protection and

out-of-home care services. The existing proxy indicators will remain until the pathways project is further developed. As a result of the implementation of the Supported Accommodation Assistance Program (SAAP) V agreement, some changes have also been made to the structure of SAAP performance indicators together with refinements in related data.

Housing

In chapter 16 ('Housing'), major improvements in reporting this year include:

- the amalgamation of the public housing and state owned and managed Indigenous housing (SOMIH) performance indicator frameworks
- the reporting of customer satisfaction with SOMIH at the jurisdictional level for the first time
- reporting of national data on 'running costs per 1000 customers' and 'ratio of running costs to total outlays' for Commonwealth Rent Assistance.

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.

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 tradeoff 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:

- The most recent police services data on reporting rates is from 2005 for the 2007 Report.
- All data for specialised mental health services are provided one year in arrears (that is, 2004-05 data for the 2007 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. Preliminary data from the 2006 Census were available for this Report. The ABS Child Care Survey, on the other hand, is conducted every three years, with the results from the 2005 survey available for this Report.
- For public housing, community housing and SOMIH in the 'Housing' chapter, the 'location/amenity' and 'customer satisfaction' data are reported for 2005 as the survey collections are conducted bi-annually. For community housing, the most recent data for 'average turnaround time' was for 2004-05 and the 'total rent collected as a proportion of total rent charged' is collected one year in arrears and so reported for 2004-05. Latest available Commonwealth State Housing Agreement funding data were for the 2004-05 financial year.

Data on the 'interval cancer rate' in the breast cancer detection and management section of chapter 11 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.

Timeliness of data for ‘services for people with a disability’ was affected by the introduction of a new data collection methodology in 2002-03. The shift to a whole-of-year collection based on administrative data (replacing a previous snapshot day collection) has meant that data are provided one year in arrears (that is, 2004-05 data for the 2007 Report).

Table 2.1 **Time period of reported performance results, 2007 Report**

Service area/indicator framework	2003-04 or 2003	Previous year (2004-05 or 2004)	Current year (2005-06 or 2005)
Education			
School education		Learning outcomes and financial data	✓
VET		Number of VET qualifications completed	✓
Justice			
Police services		Higher courts and hospitalisations	✓
Court administration			✓
Corrective services			✓
Emergency management			
Fire events		Hospitalisations and deaths	✓
Ambulance events			✓
Road rescue events			✓
Health			
Public hospitals	Effectiveness (workforce sustainability)	Hospitalisations	Quality✓
Maternity services	Quality	Hospitalisations, deaths and efficiency	Quality and outcomes✓
Primary and community health	Availability of dentists and management of diabetes	Hospitalisations and cervical cancer	✓
Breast cancer[a]			✓
Mental health		✓	
Community services			
Aged care services		ACAT, HACC national service standards appraisal and assessment unit cost	✓
Services for people with a disability		Social participation services & efficiency [b]	Efficiency [c]✓
Children's services [d]		Hospital separations	✓

(Continued on next page)

Table 2.1 **(Continued)**

Child protection and out-of-home care	Substantiation/re-substantiation	✓
SAAP	Demand for SAAP accommodation and turn away rate	✓
Housing assistance		
Public housing	Location/amenity and customer satisfaction	✓
Community housing	Rent collection rate, average turnaround time, location/amenity and customer satisfaction	✓
State owned and managed Indigenous housing	Location/amenity and customer satisfaction	✓
Commonwealth Rent Assistance	Satisfaction with accommodation	✓

✓ = All data or all other data. ACAT = Aged care assessment teams. HACC = Home and community care. SAAP = Supported Accommodation Assistance Program. [a] 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. [b] Cost per user of government provided services and the government contribution per user of non-government provided services. [c] Administrative expenditure as a proportion of total expenditure. [d] The Children's Services chapter also contains preliminary 2006 performance data from the Australian Government's Census of Child Care Services.

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 (13 per cent), child protection and out-of-home care (29 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, 2007 Report**

Service area/indicator framework	*Indicators with data reported*	*Indicators reported on a comparable basis*	*Proportion comparable*	*Change since last year in number reported on a comparable basis*
	no.	no.	%	no.
Education				
School education	13	10	77	1
VET	15	12	80	2
Justice				
Police services	26	13	50	–
Court administration	6	3	50	–
Corrective services	11	10	91	–
Emergency management	15	2	13	–
Health				
Public hospitals	15	6	40	1
Maternity services	10	3	30	–
Primary and community health	23	23	100	1
Breast cancer	11	7	64	–
Mental health	8	4	50	–
Community services				
Aged care services	13	12	92	–
Services for people with a disability[a]	13	7	54	–
Children's services	18	11	61	6
Child protection and out-of-home care	14	4	29	–
SAAP	16	12	75	6
Housing				
Public housing	11	11	100	–
Community housing	10	–	–	–
State owned and managed Indigenous housing	11	11	100	2
Commonwealth Rent Assistance	10	9	90	2

SAAP = Supported Accommodation Assistance Program. [a] Three access indicators have been amalgamated into one for presentation purposes. – Nil or rounded to zero.

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 (NMDSs) 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 will be collated by the Australian Institute of Health and Welfare (AIHW) and will eventually replace the National Survey of Mental Health Services (the current source of national performance-related data). 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 the chapter 11 (‘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.

Juvenile justice

The AIHW has developed a NMDS for juvenile justice. A detailed report on juvenile justice in Australia for the period 2000-01 to 2003-04 was published in February 2006. A performance indicator framework is also being developed. The 2007 Report continues to include descriptive information on juvenile justice until performance-related data are available for future reports.

Services for people with a disability

A new Commonwealth State/Territory Disability Agreement (CSTDA) NMDS collection — developed jointly by the National Disability Administrators and the AIHW — was implemented in 2002-03. Full year data for 2004-05 were available for this Report.

Children's services

The National Community Services Information Management Group (NCSIMG) has developed a NMDS for children's services. The NMDS provides a framework for collecting a set of nationally comparable data and assist the development of comparable performance indicators and descriptors. It covers information about the organisations that provide child care and preschool services, the characteristics of workers delivering these services and the characteristics of the children who attend them.

The data items in the NMDS have been pilot tested and were endorsed by the NCSIMG in 2005. The project has since received funding from the Community and Disability Services Ministers' Advisory Council (CDSMAC) to conduct a cost benefit analysis of the various implementation options. This analysis is expected to be completed by June 2007.

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).

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
- 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 current 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, 2007 Report**

		Full cost to government			
Service area/indicator framework	*What is the accounting regime?*[a]	*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?*
Education					
School education	Accrual	✓	✓	✓	✓
VET	Accrual	✓	✓	✓	✓
Justice					
Police services	Accrual	✓	✓	✓	✓
Court administration	Accrual	✓	x	✓	✓
Corrective services	Accrual	✓	✓	✓	✓
Emergency management					
Fire events	Accrual	✓	✓	x	✓
Ambulance events	Accrual	✓	✓	x	✓
Health					
Public hospitals	Accrual	✓	✓	✓	✓
Maternity services	Accrual	✓	✓	✓	✓
Primary and community health[b]	Accrual	..	..	..	..
Breast cancer	Accrual	x	x	x	x
Mental health	Accrual	x	x	✓	x
Community services					
Aged care services[b]	Accrual	..	..	..	✓
Services for people with a disability	Accrual	✓	x	✓	✓
Children's services	Accrual	✓	x	✓	x
Child protection and out-of-home care[b]	Accrual	✓	x	✓	✓
SAAP[b]	Accrual	..	..	..	..
Housing assistance					
Public housing	Accrual	✓	✓	✓	✓
Community housing	Transition	✓	..	✓	✓
State owned and managed Indigenous housing	Accrual	✓	✓	✓	✓
Commonwealth Rent Assistance[c]	Accrual	..	..	..	..

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. [a] Accrual: the majority of jurisdictions have reported in accrual terms for the data in the 2007 Report. Transition: the majority of jurisdictions have not reported on either a pure cash or accrual basis. [b] Costs comprise mostly Australian Government transfer payments to private service providers or households. [c] 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.

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

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. Its results suggested, however, 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

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 goods and services tax, 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 goods and services tax (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

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 2006 Report) was released in May 2006 (SCRGSP 2006). A compendium of Indigenous data from this Report will be released in mid-2007.

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 second edition of this Report, *Overcoming Indigenous Disadvantage: Key Indicators 2005* (SCRGSP 2005a), in July 2005. The third edition of the Overcoming Indigenous Disadvantage report will be released in mid-2007.

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.

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 general social surveys, Indigenous sample supplementation in regular health surveys, and annual Indigenous labour force estimates.

The Ministerial Council on Aboriginal and Torres Strait Islander Affairs (MCATSIA) 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 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, 2007 Report**

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

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

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, health management issues and protection and support services) still use the RRMA classification or a variant (DPIE and DHSH 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, 2007 Report**

Service area/indicator framework	*Descriptive*	*Outcomes*	*Outputs*		
			Equity	*Effectiveness*	*Efficiency*
Education					
Education preface	x	x	x	x	x
School education	✓	✓	x	x	✓
VET	x	✓	✓	x	x
Justice					
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
Emergency management					
Fire events	x	x	x	✓	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
Health					
Health preface	x	x	x	x	x
Public hospitals	✓	x	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
Community services					
Community services preface	x	x	x	x	x
Aged care services	✓	x	✓	✓	x
Services for people with a disability	x	✓	✓	✓	x
Children's services	x	x	✓	x	x
Child protection	x	x	x	x	x
Out-of-home care	x	x	x	x	x
SAAP	x	x	x	x	x
Housing					
Public housing	✓	x	x	x	x
Community housing	✓	x	x	x	x
State owned and managed Indigenous housing	✓	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, 2007 Report**

Service area/indicator framework	*Descriptive*	*Outcomes*	*Outputs*		
			Equity	*Effectiveness*	*Efficiency*
Education					
Education preface	x	x	x	x	x
School education	✓	✓	x	x	x
VET	x	✓	✓	x	x
Justice					
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
Emergency management					
Fire events	x	x	x	x	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
Health					
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
Community services					
Community services preface	x	x	x	x	x
Aged care services	x	x	✓	x	x
Services for people with a disability	x	✓	✓	✓	x
Children's services	x	x	✓	x	x
Child protection	x	x	x	x	x
Out-of-home care	x	x	x	x	x
SAAP	x	x	✓	✓	x
Housing					
Public 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.

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 11 ('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 10), aged care services (chapter 12), services for people with a disability (chapter 13) and public housing (chapter 16). People with a mental illness may also enter corrective services (chapter 7).

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)
- younger people with a disability residing in residential aged care facilities (chapter 13)
- long term aged care in public acute hospitals (chapter 12)
- potentially preventable hospitalisations (chapter 10) — 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 11) — 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
- 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)

- 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.[1] 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.

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

[1] 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.

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 2005* (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. There is 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 2005b). 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 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
- 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.

2.6 References

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PART B

EDUCATION

B Education Preface

Education is a lifelong activity, delivered both informally (for example, by family, through the community or at work) and formally through the three sectors that comprise Australia's education and training system (the school education, vocational education and training [VET] and higher education sectors).

Australia's formal system of education and training 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:

- the school education sector, as reflected in the national goals for schooling (box 3.1), 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 VET sector, as reflected in the national strategy for VET 2004–10 (box 4.1), 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 economically and socially through learning and employment; and giving Indigenous Australians skills for viable jobs and to ensure their learning culture will be shared
- the higher education sector, as reflected in the *Higher Education Report for the 2003–2005 Triennium*, include advancing and applying knowledge and understanding to benefit the Australian economy and society.

Australian, State and Territory governments fund government and non-government providers to deliver formal education and training services within each of the three education and training sectors. Government providers include government schools (preschool, primary and secondary), technical and further education (TAFE) institutes, and universities. Non-government providers include privately operated schools and preschools, and private registered training organisations (RTOs) in the VET sector.

Chapter 3 covers the performance of school education. Some comparison between the government and non-government school systems is included. Chapter 4 covers the performance of the VET sector. Preschool programs, which provide a variety of

educational and developmental experiences for children before full time schooling, are covered in chapter 14.

Areas of government involvement in education that are not covered in this Report include:

- 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.

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 school education and VET chapters, but are discussed in other chapters of the Report.

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

The remainder of this preface provides an overview of Australia's education and training system and its broad outcomes.

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 school 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 RTOs 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 3 and 4 respectively.

The Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) coordinates strategic policy at the national level, develops national agreements on shared objectives and interests, and negotiates the scope and format of national reporting on the performance of government and non-government schools. Membership of MCEETYA comprises Australian, State and Territory education ministers and the New Zealand Minister with responsibility for education, employment, training and youth affairs.

The Australian National Training Authority (ANTA) was abolished from July 2005 and its responsibilities taken into DEST. A Ministerial Council on Vocational and Technical Education (MCVTE) was established in the second half of 2005 to ensure continued harmonisation of a national system of standards, assessment and accreditation, with goals agreed in a Commonwealth–State Funding Agreement (DEST unpublished).

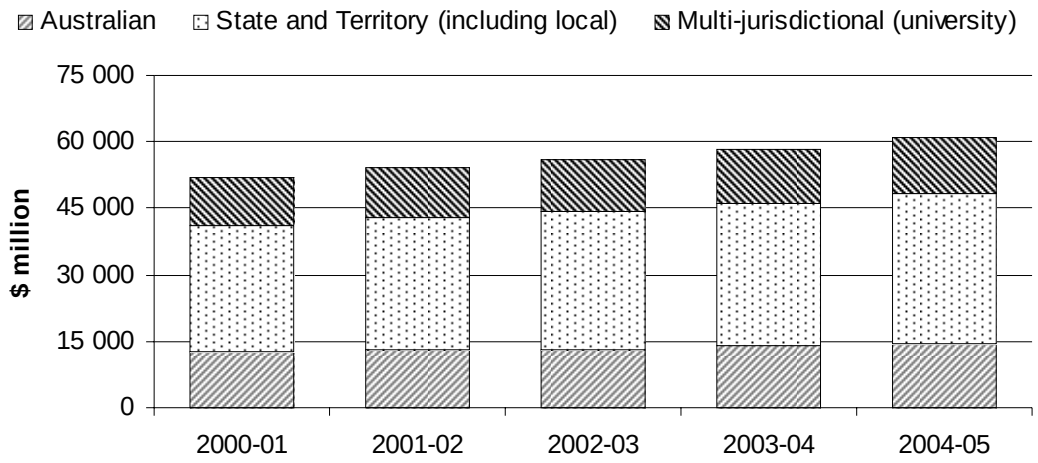
The Commonwealth–State Agreement for Skilling Australia's Workforce was established in 2005 to operate from 1 July 2005 to 31 December 2008. Australian, State and Territory government ministers through MCVTE will provide direction on national policy, strategy, priorities, goals and objectives, in partnership with industry, private and public training providers. Industry advice is provided to the MCVTE through the National Industry Skills Committee (DEST unpublished).

Funding

Education and training is a major area of expenditure and activity for Australian, State and Territory governments. In 2004-05, total government operating expenses for school education, VET and higher education was $61.1 billion (figure B.1) and $47.2 billion (net of transfers) for all governments (table BA.1). Expenses net of transfers was equivalent to 5.3 per cent of gross domestic product (GDP). Private household final consumption expenditure on education in 2004-05 was $18.3 billion, or 2.0 per cent of GDP (ABS 2006a).

Australian Government operating expenses for the three education and training sectors in 2004-05 were $14.4 billion (figure B.1), of which $13.1 billion (91.4 per cent) comprised grants to other levels of government (table BA.1). State, Territory and local government operating expenditure was $34.1 billion for the same year. Multi-jurisdictional (university) operating expenses were $12.7 billion (figure B.1). The intra-sector transfers (which are transfers or transactions that occur between different levels of government for the purposes of education) such as grants were $13.9 billion. Between 2000-01 and 2004-05, the average annual real growth rate of total operating expenditure net of transfers on education was 4.2 per cent (table BA.1).

Figure B.1 **Australian, State and Territory (including local) government real operating expenses for education (2004-05 dollars)[a, b, c]**

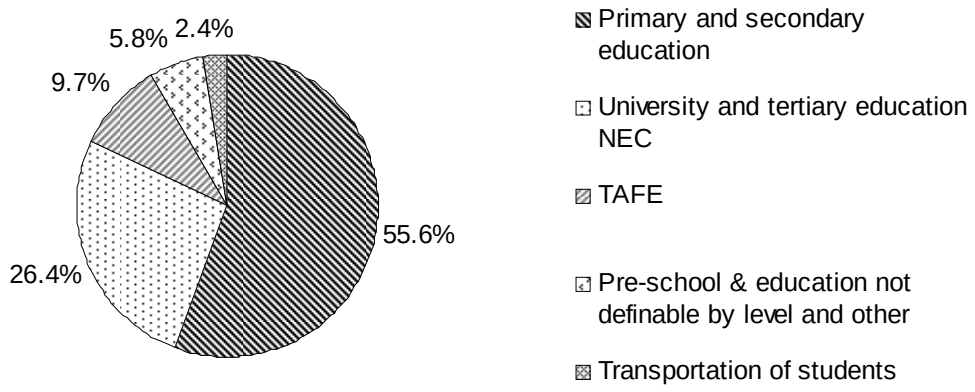


[a] Based on accrual operating expenses for education. [b] Includes payments between levels of government within the public sector. [c] The ABS provided nominal figures. Real expenditure was calculated from these figures based on the ABS GDP price deflator (2004-05 = 100) (table AA.26).

Source: ABS (2006a); ABS Public Finance Statistics (unpublished); table BA.1.

Schools accounted for the highest proportion of the $47.2 billion (table BA.2) government expenditure on education and training (55.6 per cent) in 2004-05, followed by universities and tertiary education (26.4 per cent) and TAFE institutes (9.7 per cent) (figure B.2).

Figure B.2 **Total government expenditure on education, 2004-05[a, b]**



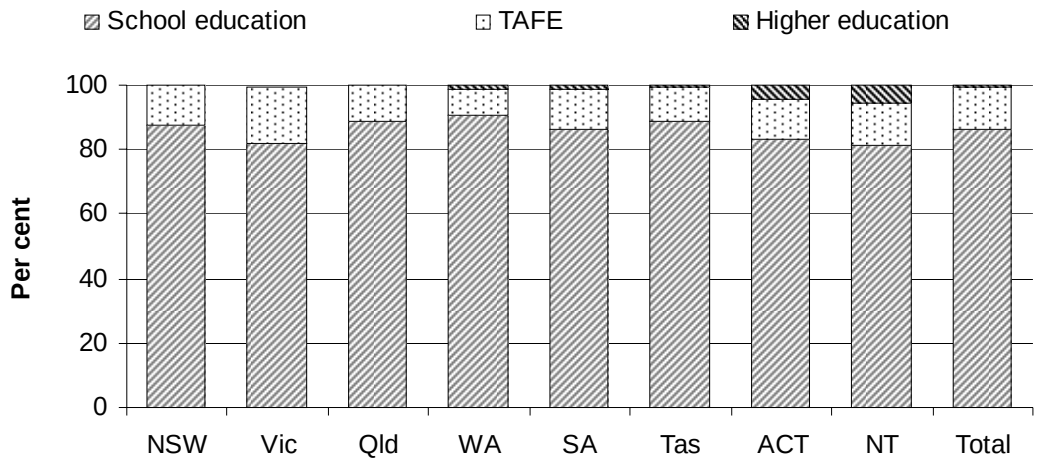
[a] Based on accrual operating expenses for education. [b] Totals may not add to 100 as a result of rounding. NEC = not elsewhere classified.

Source: ABS (2006a); table BA.2.

Non-government schools received the highest proportion of Australian Government direct recurrent funding, accounting for 69.4 per cent of total recurrent Australian Government specific purpose payments to schools (table 3A.6). State and Territory governments provided 91.3 per cent of recurrent funding for government schools (table 3A.9). The Australian Government spent an average of $4515 per student in non-government schools and an average of $1051 per student in government schools in 2004-05 (table 3A.6). State and Territory governments spend an average of $1636 per student in non-government schools, and an average of $9778 per student in government schools (table 3A.9).

In 2004-05, school education received the largest proportion of State and Territory government expenditure (86.5 per cent), TAFE received 12.9 per cent (figure B.3).

Figure B.3 **State and Territory (including local) government expenditure, 2004-05[a, b, c, d]**



[a] 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. [b] Most expenditure for preschool education in NSW is contained in other budget areas and is therefore 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. [c] Expenditure for preschool education in Victoria is contained in other budget areas and is therefore not included. [d] Totals may not add to 100 as a result of rounding.

Source: ABS (2006a); table BA.3.

Size and scope

There were 3.3 million full time school students attending 9623 schools in Australia, including 6929 government schools, in 2005 (ABS 2006b). In 2005, over 1.6 million people undertook VET programs delivered in 9698 locations across Australia (NCVER 2006). Of these 1.6 million students, 1.2 million students undertook government recurrent funded programs delivered at 8842 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, 1129 were TAFE and other government provider locations (tables 4A.3-4).

There were approximately 957 000 students attending higher education providers that received funding on behalf of students from the Australian Government in 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 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 study 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. In 2005, in addition to 30 non-self accrediting (often referred to as private) providers in receipt of Australian Government FEE-HELP funds, around 95 other higher education providers were accredited by State and Territory educational authorities (DEST 2006a, DEST unpublished).

Learning pathways

The Australian education and training system comprises the compulsory years of schooling in 2005 (up to 16 years of age in SA and Tasmania and 15 years of age in all other jurisdictions) 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.

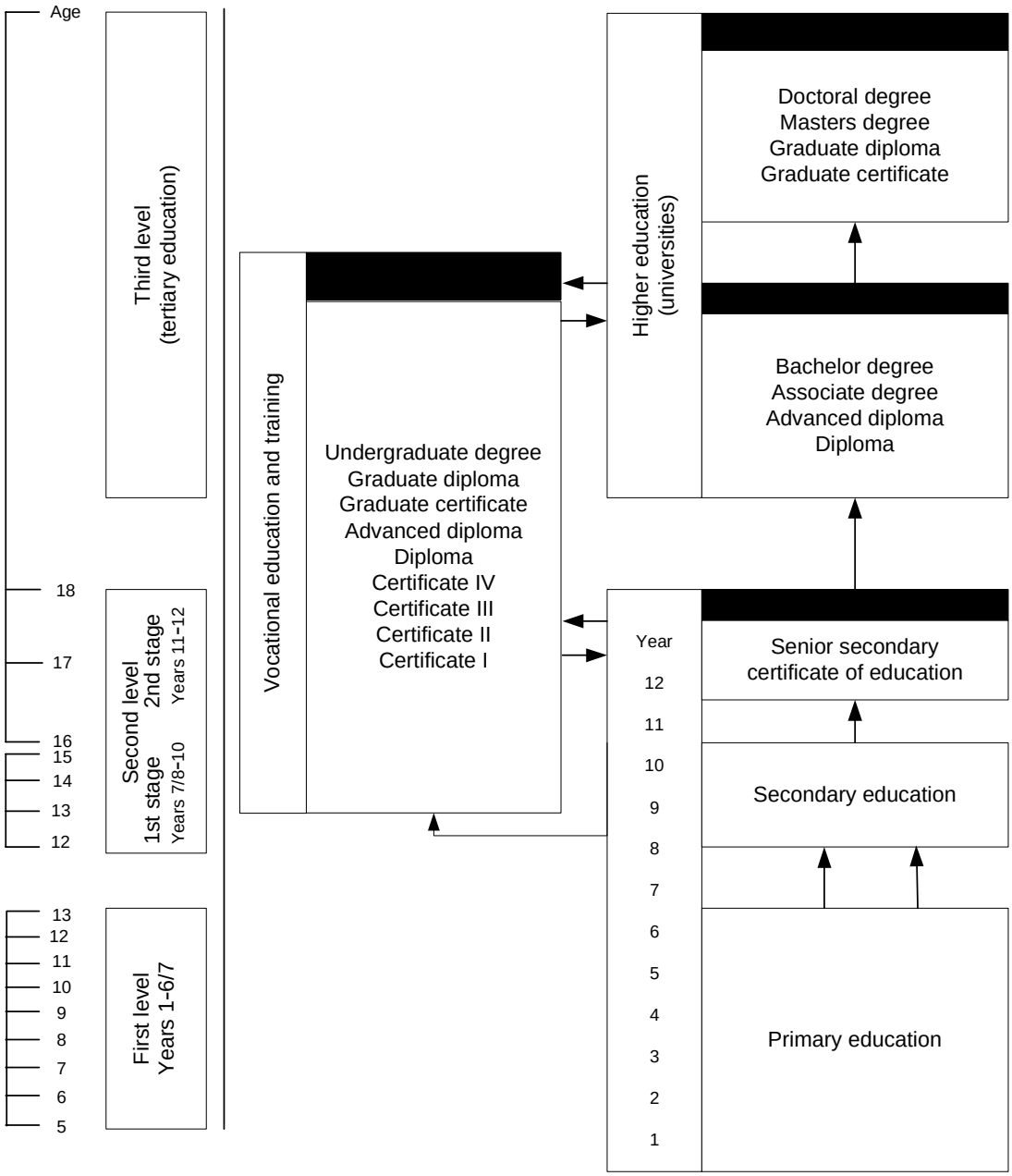
Under the AQF, VET certificates (mainly certificates I and II) may be achieved in schools and may contribute towards the senior secondary certificate of education, resulting in a dual qualification. There were 211 900 enrolments in VET in schools programs in 2004, an increase of approximately 4.4 per cent on the number in 2003. Enrolments were highest in management and commerce programs which accounted for 21.3 per cent of all enrolments by major field of education in 2004 (NCVER 2005).

Role and purpose of VET

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[a]**



[a] 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).

Measuring the performance of the education and training system

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. 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 the 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

Successive Australian governments have viewed education as a key means to improve economic and social outcomes, as well as improve the equity of outcomes in society. They have sought, therefore, to increase rates of participation in education and training.

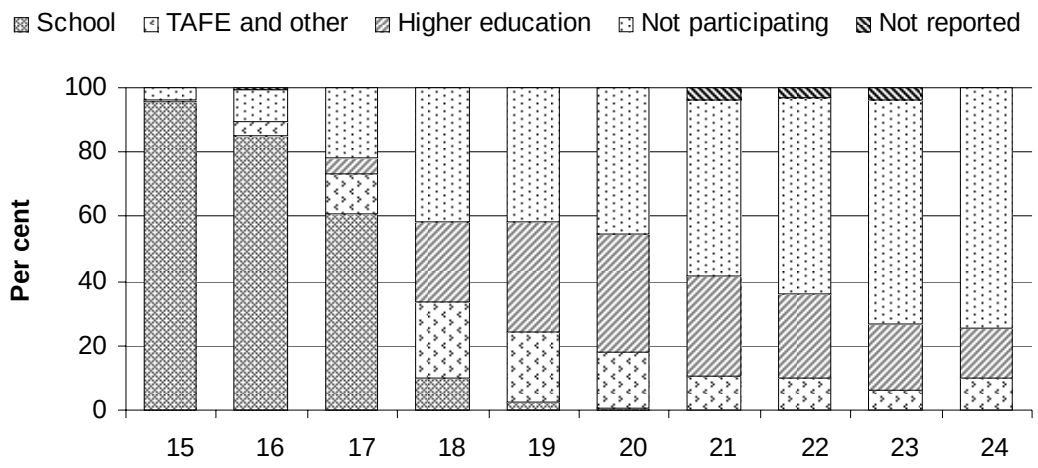
The education and training participation rates quoted in this section are estimates of the proportion of the population in a given age group who are enrolled in any course of study, on either a full or a part time basis, at an educational institution, in May each year. These estimates are derived from unpublished data from the annual ABS survey of Education and Work. Estimates referring to small subgroups of the Australian population are susceptible to high sampling error, so 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 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 ± 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 2005 (up to 16 years in SA and Tasmania and 15 years in all other jurisdictions), the proportion of people participating in education and training declines. Nationally, the participation rate was 96.3 per cent for 15 year olds, 78.3 per cent for 17 year olds, 58.3 per cent for 19 year olds and 25.5 per cent for 24 year olds, in 2005 (figure B.4).

Figure B.4 **Participation in education and training by people aged 15 to 24 years, by sector, 2005[a, b, c]**



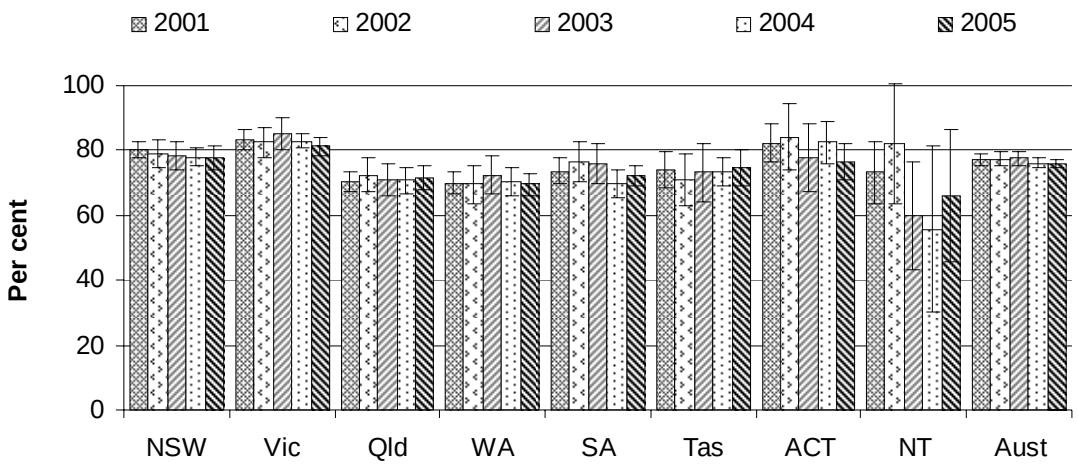
[a] TAFE and other includes all education or training participation at institutions other than schools and higher education institutions. [b] Student participation is likely to be underestimated because data are for May, not for the whole year. [c] Data for 21 to 23 year olds for 'school' and 'other' categories are not reported due to three or less responses.

Source: ABS survey of Education and Work (unpublished); table BA.4.

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 in 2005 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.

The participation rate for people aged 15–19 years (figure B.5) and 20–24 years (figure B.6) varies across jurisdictions. Information on other age groups are available in the attachment (table BA.5).

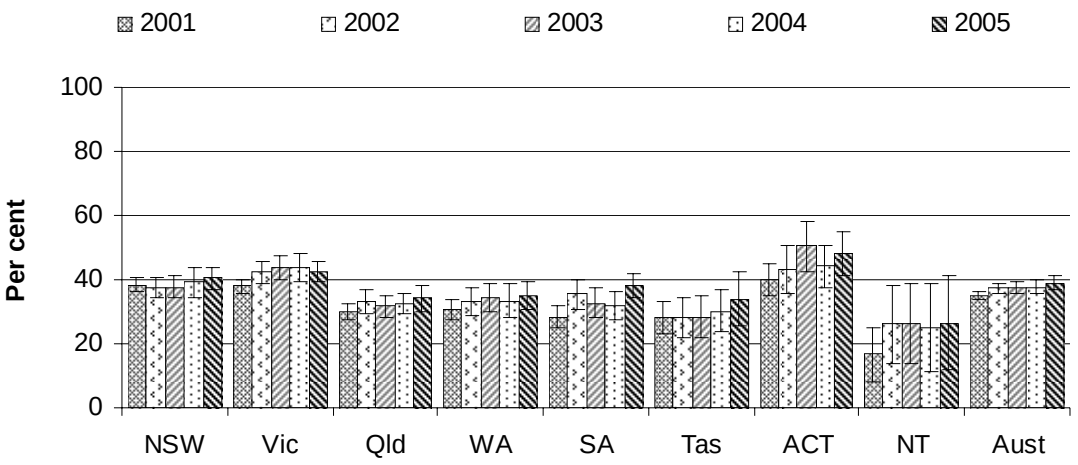
Figure B.5 **Participation in education and training by people aged 15–19 years[a]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (2002a, 2002b, 2003, 2004, 2005); ABS survey of Education and Work (unpublished); ABS survey of Transition from Education to Work (unpublished); table BA.5.

Figure B.6 **Participation in education and training by people aged 20–24 years[a]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate.

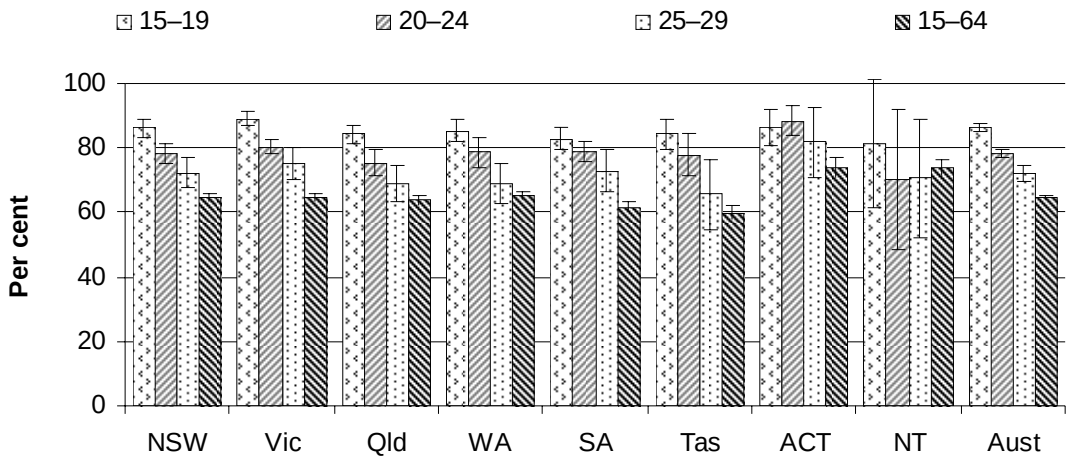
Source: ABS (2002a, 2002b, 2003, 2004, 2005); ABS survey of Education and Work (unpublished); ABS survey of Transition from Education to Work (unpublished); table BA.5.

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.7). Full time participation rates of people in their early to mid–20s are lower than the full time participation rates of people aged 15–19 and rates are even lower for 25–29 year olds. Rates for 25–29 year olds, however, is still higher than that for the whole working age cohort (15–64 years) (except for the NT).

Figure B.7 **Full time participation in education, training or work, 2005 (per cent)[a, b]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] 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.

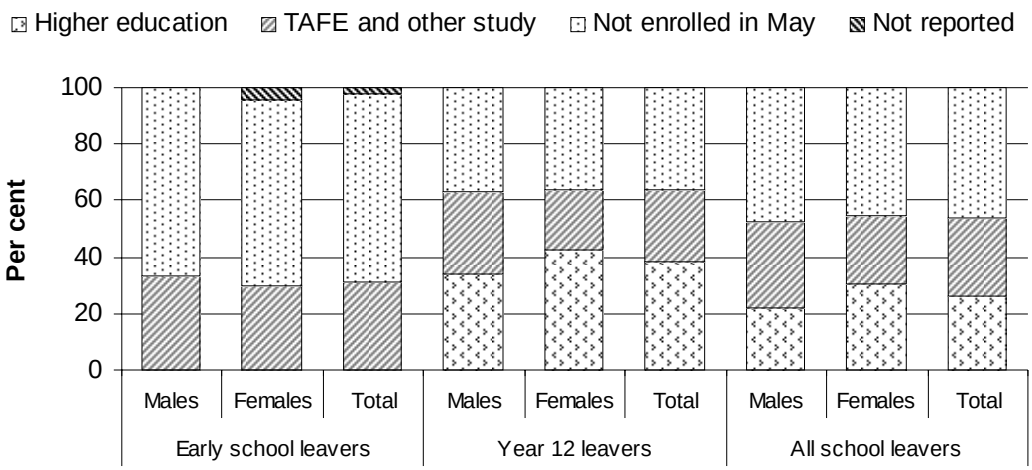
Source: ABS (2005); ABS survey of Education and Work (unpublished); table BA.6.

School leaver destinations

Approximately 310 800 people aged 15–24 years who attended school in 2004 were not attending school in May 2005. Of these students, 104 200, or 33.5 per cent were

early school leavers. Higher education institutions attracted 81 600 school leavers in 2005, or 26.3 per cent of all school leavers. Institutes of TAFE attracted 71 400 school leavers (23.0 per cent) (table BA.7). While 63.6 per cent of year 12 leavers went on to post-school education and training, only 33.7 per cent of early school leavers undertook any further study (figure B.8). Of all male school leavers, 35.5 per cent were early school leavers. Of all females, 31.5 per cent left school early (table BA.7). Of early school leavers, 33.4 per cent of males and 34.1 per cent of females went on to further education (figure B.8).

Figure B.8 **School leaver destination (15–24 year olds), 2005[a, b, c, d, e]**



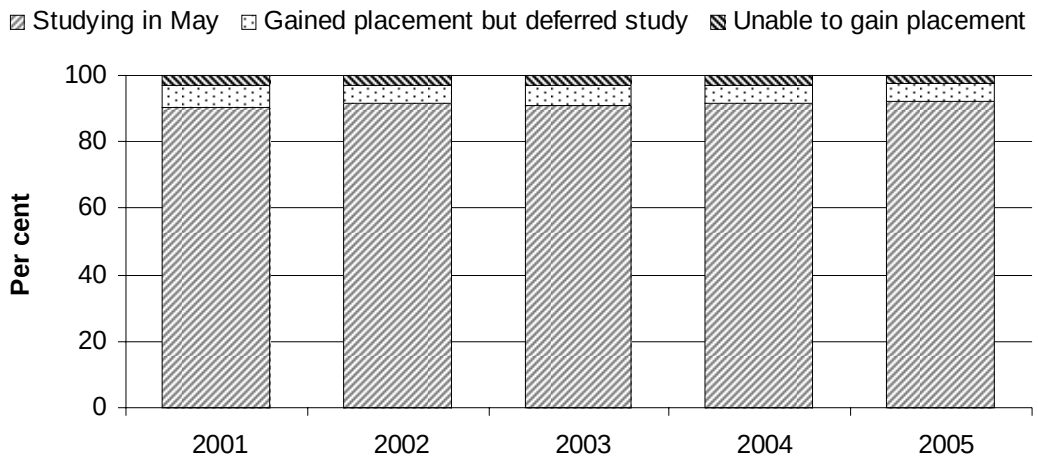
[a] Data for people who attended school in 2004 and were not attending school in May 2005. [b] Early school leavers are those who left school earlier than year 12. [c] The estimates for male, female and total early school leavers in the higher education category have relative standard errors of greater than 25 per cent and are considered to be too unreliable for general use. [d] Other study includes business colleges, industry skills centres and other educational institutions. All estimates for other study (apart from all male and total all school leavers) have relative standard errors of 25–50 per cent and need to be used with caution. [e] Numbers may not add to 100 as a result of rounding.

Source: ABS (2005); ABS survey of Education and Work (unpublished); table BA.7.

Education enrolment experience

Nationally, 2.6 million people aged 15–64 years applied to enrol in an educational institution in 2005 (table BA.8). Of those who applied to enrol, 92.2 per cent were studying in 2005, while 5.1 per cent deferred study and 2.6 per cent were unable to gain placement (figure B.9). Of the 2.6 million who applied to enrol, 1.1 million were 15–19 year olds and 588 000 were 20–24 year olds (tables BA.9-10).

Figure B.9 **Applications to enrol in an educational institution, by people aged 15–64 years, by placement** [a]



[a] 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 (2002a, 2002b, 2003, 2004, 2005); ABS survey of Education and Work (unpublished); table BA.8.

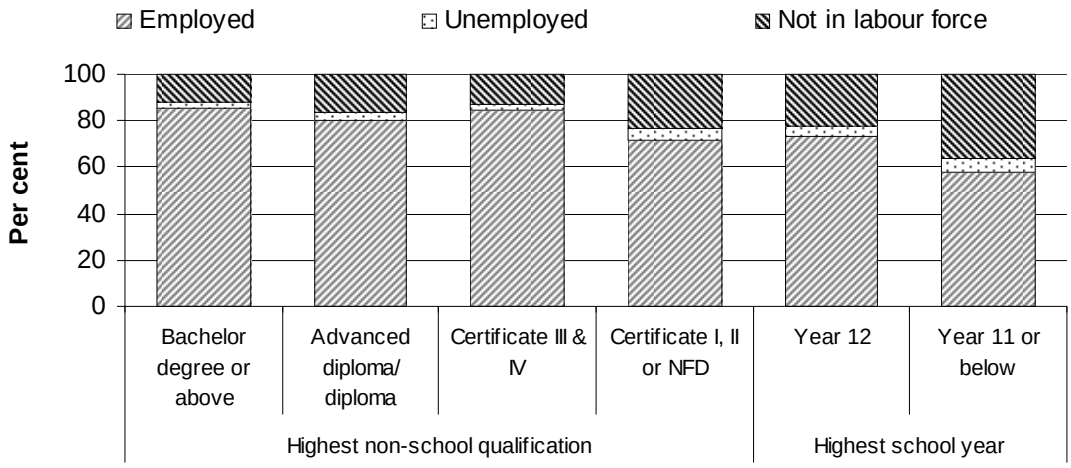
Educational attainment

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. It understates the skill base, however, 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.

There were 6.8 million people aged 15–64 years who had a non-school qualification in 2005. Of this group, 38.1 per cent had a postgraduate degree, graduate diploma/graduate certificate or bachelor degree as their highest non-school qualification. Of the 6.4 million people in this age group without non-school qualifications, 35.7 per cent had completed the highest level of secondary school (table BA.11).

There were 5.6 million employed people who had a non-school qualification in 2005, representing 58.0 per cent of employed people aged 15–64 years (table BA.11). People whose highest non-school qualification is a bachelor degree or above were most likely to be employed (85.6 per cent), while people who did not complete secondary school were the least likely (57.7 per cent) (figure B.10).

Figure B.10 **Level of highest non-school qualification or school year completed for those without a non-school qualification, aged 15–64 years, by labour force status, May 2005[a]**

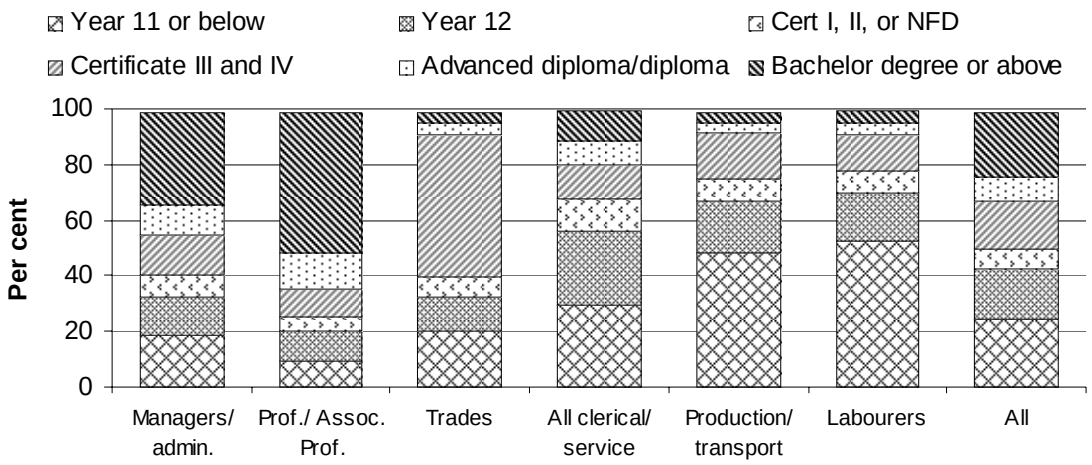


[a] The levels of qualifications are not necessarily listed in order from highest to lowest (that is, Certificate I, II or NFD is not necessarily higher than year 12). NFD = not further defined.

Source: ABS (2005); ABS survey of Education and Work (unpublished); table BA.11.

People employed as professionals were most likely to have completed a bachelor or higher degree as their level of highest non-school qualification in 2005 (69.3 per cent), while the level of highest non-school qualification for the majority of tradespeople and related workers was a certificate III or IV (50.7 per cent). People employed as clerical, sales and service workers, 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.11).

Figure B.11 **Occupation of employed people, by level of highest non-school qualification or school year completed for those without a non-school qualification, aged 15–64 years, May 2005[a, b]**



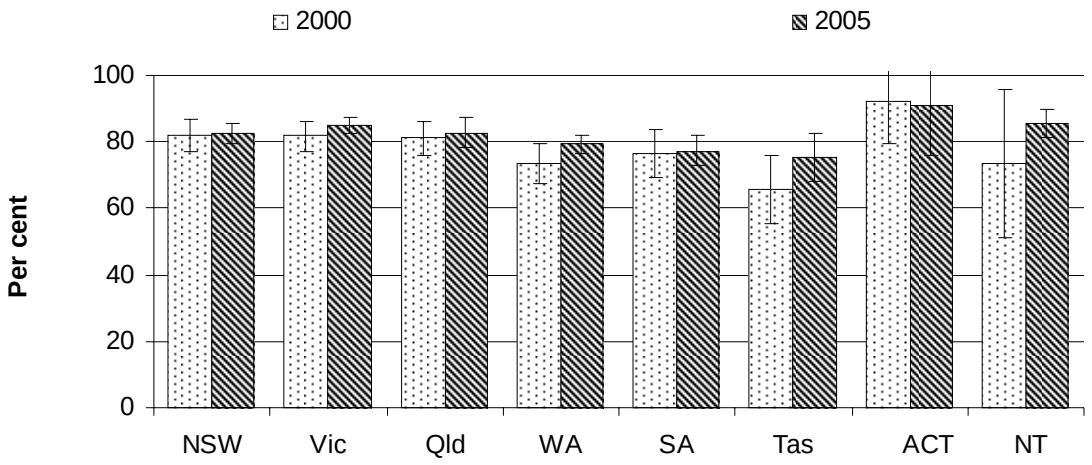
[a] The levels of qualifications are not necessarily listed in order from highest to lowest (that is, Certificate I, II or NFD is not necessarily higher than year 12). [b] Includes people who never attended school and people whose level of highest qualification could not be determined, therefore, the sum of the percentages will not add to 100. NFD = not further defined.

Source: ABS (2005); ABS survey of Education and Work (unpublished); table BA.12.

Nationally, the proportion of 20–24 year olds who have completed year 12 or equivalent or gained a qualification at AQF level 2 or above was 80.3 per cent in 2000 and 82.7 per cent in 2005 (table BA.13). The proportion of males who gained a qualification at AQF level 2 or above was 77.5 per cent in 2000 and 80.1 per cent in 2005, while the corresponding proportion of females was 83.2 per cent in 2000 and 85.4 per cent 2005 (ABS survey of Education and Work unpublished).

The proportion of 20–24 year olds who have completed year 12 or equivalent or gained a qualification at AQF level 2 or above varied across jurisdictions (figure B.12).

Figure B.12 **Proportion of 20–24 year olds who completed year 12 or equivalent or gained a qualification at AQF level 2 or above[a, b, c]**



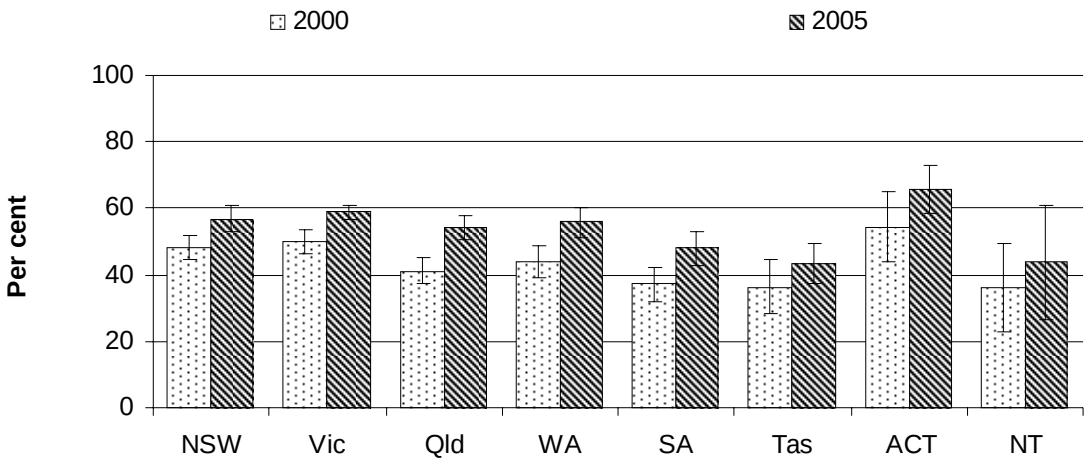
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] National data are reported in the text because 2005 national data are not entirely comparable with 2000 national data or with the State and Territory data in both the years presented above. [c] The Australian Standard Classification of Education (ASCED) is a national standard classification which includes all sectors of the Australian education system. From 2001, the ASCED replaced a number of classifications used in administrative and statistical systems, including the Australian Bureau of Statistics Classification of Qualifications (ABSCQ). The State/Territory and Australian estimates for 2000 are derived from ABSCQ-based survey data. The State/Territory estimates for 2005 are derived from ABSCQ-based survey data, while the Australian estimates are derived from ASCED-based data. Therefore, although the State/Territory and Australian estimates are similarly derived, they are not comparable because of the underlying classification basis differences, and as a consequence national totals are reported separately in the text.

Source: ABS survey of Education and Work (unpublished); table BA.13.

Nationally, the proportion of 25–29 year olds who have gained a post-secondary qualification at AQF level 3 or above was 45.9 per cent in 2000 and 58.8 per cent in 2005 (table BA.14). The proportion of males aged 25–29 who gained a post-secondary qualification at AQF level 3 or above was 50.1 per cent in 2000 and 58.4 per cent in 2005, while the corresponding proportion of females was 41.7 per cent in 2000 and 59.1 per cent in 2005 (ABS survey of Education and Work unpublished).

The proportion of 25–29 year olds who have gained a post-secondary qualification at AQF level 3 or above varied across jurisdictions (figure B.13).

Figure B.13 **Proportion of 25–29 year olds who gained a post-secondary qualification at AQF level 3 or above[a, b, c]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] National data are reported in the text because 2005 national data are not entirely comparable with 2000 national data or with the State and Territory data in both the years presented above. [c] The Australian Standard Classification of Education (ASCED) is a national standard classification which includes all sectors of the Australian education system. From 2001, the ASCED replaced a number of classifications used in administrative and statistical systems, including the Australian Bureau of Statistics Classification of Qualifications (ABSCQ). The State/Territory and Australian estimates for 2000 are derived from ABSCQ-based survey data. The State/Territory estimates for 2005 are derived from ABSCQ-based survey data, while the Australian estimates are derived from ASCED-based data. Therefore, although the State/Territory and Australian estimates are similarly derived, they are not comparable because of the underlying classification basis differences, and as a consequence national totals are reported separately in the text.

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

Efficiency

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

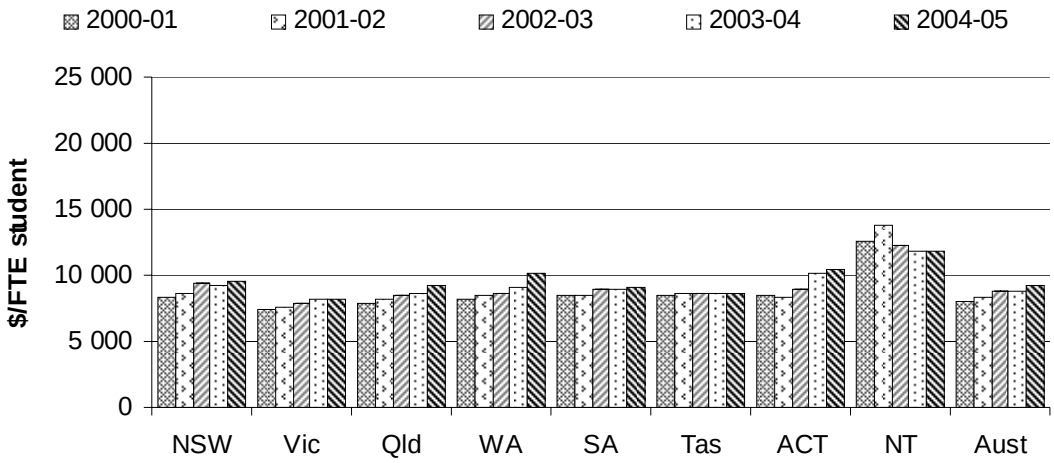
Comparing unit costs across jurisdictions

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. Special characteristics within jurisdictions, however, 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, government expenditure on government primary school education was $9238 per full time equivalent primary school student (figure B.14) and on government secondary school education was $11 713 per full time equivalent secondary school student (figure B.15). Government expenditure on VET was $14.34 per adjusted annual curriculum hour (figure B.16).

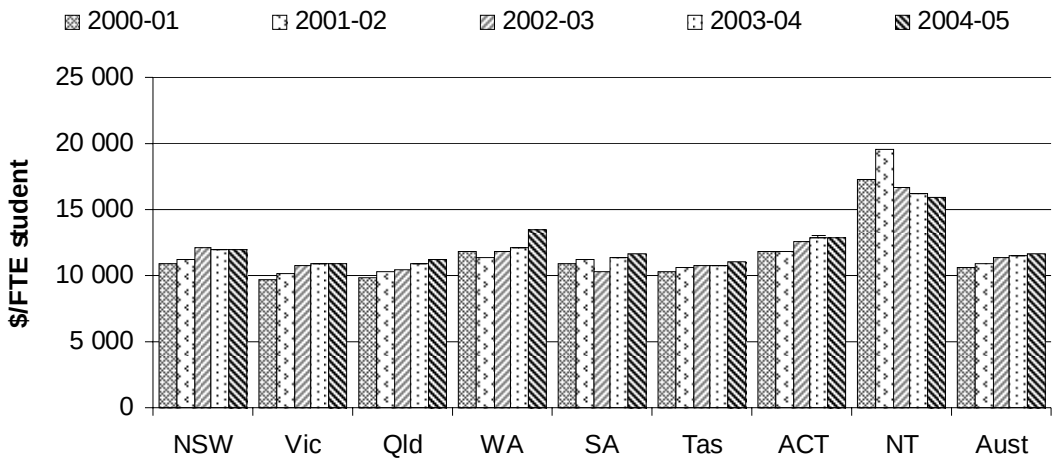
Figure B.14 **Primary school education real recurrent unit costs (2004-05 dollars)[a, b, c, d, e]**



[a] Based on accrual data. [b] A notional user cost of capital based on 8 per cent of total written down value of capital assets is applied to all jurisdictions. [c] Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. [d] Schools data are total recurrent government expenditure on government schools divided by average FTE student population in each year and the previous year. [e] Data for previous years has been adjusted to 2004-05 dollars using the ABS GDP price deflator (table AA.26). FTE = full time equivalent.

Source: table BA.15.

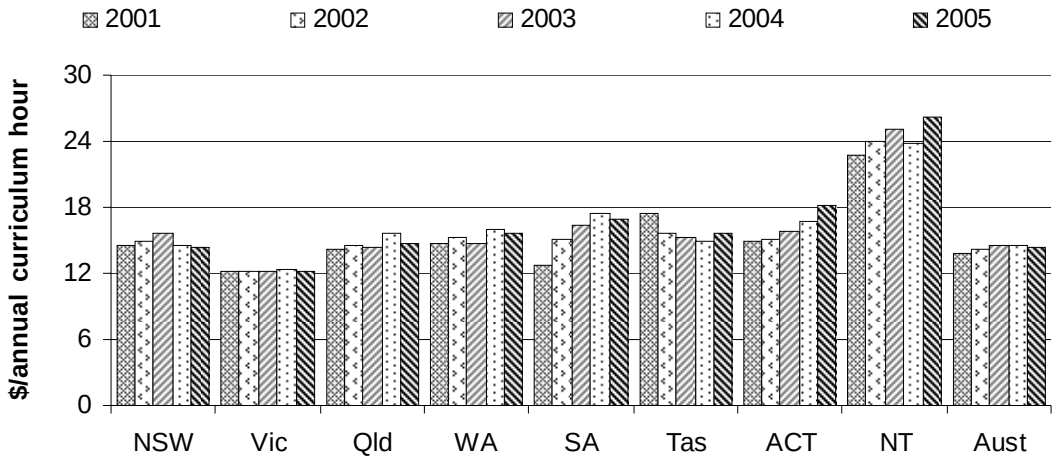
Figure B.15 **Secondary school education real recurrent unit costs (2004-05 dollars)**[a, b, c, d, e]



[a] Based on accrual data. [b] A notional user cost of capital based on 8 per cent of total written down value of capital assets is applied to all jurisdictions. [c] Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. [d] Schools data are total recurrent government expenditure on government schools divided by average FTE student population in each year and the previous year. [e] Data for previous years has been adjusted to 2004-05 dollars using the ABS GDP price deflator (table AA.26). FTE = full time equivalent.

Source: table BA.15.

Figure B.16 **VET institution real recurrent unit costs (2005 dollars)**[a, b, c, d]



[a] Based on accrual data. [b] 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. [c] VET data are based on the calendar year. [d] Data for previous years has been adjusted to 2005 dollars using the ABS GDP chain price deflator.

Source: table BA.16.

Supporting tables

The files containing the supporting tables can be found on the Review web page (www.pc.gov.au/gsp). Users without access to the CD-ROM or Internet can contact the Secretariat to obtain the supporting tables (see contact details on the inside front cover of the Report).

Table BA.1	Australian, State and Territory (including local) government real expenditure on education
Table BA.2	Total government real expenditure on education, by purpose ($ million) (2004-05 dollars)
Table BA.3	State and Territory (including local) government real expenditure (2004-05 dollars)
Table BA.4	Participation in education and training, by age, by sector, 2005 ('000)
Table BA.5	Participation in education and training (per cent)
Table BA.6	Full time participation in education, training or work (per cent)
Table BA.7	School leaver destination (15–24 year olds)
Table BA.8	Applications to enrol in an educational institution, by people aged 15–64 years
Table BA.9	Applications to enrol in an educational institution, by people aged 15–19 years
Table BA.10	Applications to enrol in an educational institution, by people aged 20–24 years
Table BA.11	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, 2005
Table BA.12	Level of highest non-school qualification or school year completed for those without a non-school qualification, people aged 15–64 years, by occupation, 2005
Table BA.13	Proportion of 20–24 year olds who have completed year 12 or equivalent or gained a qualification at AQF level 2 or above
Table BA.14	Proportion of 25–29 year olds who have gained a post-secondary qualifications at AQF level 3 or above
Table BA.15	School education real recurrent unit costs (2004-05 dollars)
Table BA.16	VET institution real recurrent unit costs (2005 dollars)

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3 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 and 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:

- year 4 and year 8 students achieving at or above the intermediate international level in science achievement, 2002-03
- year 4 and year 8 students achieving at or above the intermediate international level in mathematics achievement, 2002-03
- year 6 and year 10 civics and citizenship performance, 2004.

Section 3.1 contains a profile of school education in Australia, and provides the context for assessing performance indicators in the subsequent sections. Section 3.2 describes the framework of performance indicators for school education, and section 3.3 presents and discusses the available data relating to this framework. In section 3.4, future directions in the development and reporting of performance indicators for school education are discussed. The chapter concludes with

jurisdictions' comments in section 3.5, definitions of key terms and indicators in section 3.6, a list of supporting tables in section 3.7 and a list of references in section 3.8. Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 3A.3 is table 3 in the attachment). Supporting tables are provided on the CD-ROM enclosed with the Report.

3.1 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 that satisfies all of the following criteria:
>
> - its major activity is the provision of full time day primary, secondary or special school education or 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 and be active in a course of study for a minimum of four continuous weeks (excluding breaks for school vacations) (ABS 2006).

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.

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 $30.8 billion in 2004-05 (table 3.1). Expenditure on government schools was $24.2 billion, or 78.5 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 3A.6 and 3A.7.

Nationally, State and Territory governments provided 91.3 per cent of total government recurrent expenditure on government schools in 2004-05, and the Australian Government provided 8.7 per cent. In contrast, government expenditure on non-government schools in that year was mainly provided by the Australian Government (73.0 per cent), with State and Territory governments providing 27.0 per cent (table 3.1).

Expenditure data presented from the 2004 Report onward are not directly comparable with data presented in earlier reports for three reasons. First, data presented in the 2003 and earlier reports included recurrent grants made by the Australian Government for capital expenditure. Second, they excluded notional user cost of capital (UCC) for State and Territory governments. Third, data presented in the 2001 and earlier reports were recorded using cash-based accounting principles.

These changes mean that the reported expenditure by the Australian Government in 2001-02 to 2003-04 on both government schools and all schools will be lower than in 2000-01 and earlier years, and expenditure by State and Territory governments on government schools and all schools will be higher. Australian Government recurrent grants for capital contribute to the asset base on which the State and Territory depreciation and notional UCC charge are calculated.

Table 3.1 **Government recurrent expenditure on school education, 2004-05 ($ million)[a, b, c, d]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Government schools									
Australian	699	495	431	201	160	60	31	38	2 117
States and territories	7 451	4 724	4 289	2 565	1 651	587	408	403	22 078
Total	**8 150**	**5 220**	**4 720**	**2 767**	**1 811**	**647**	**439**	**441**	**24 194**
Non-government schools									
Australian	1 600	1 250	900	468	382	98	92	42	4 832
States and territories	668	320	394	202	104	36	36	29	1 788
Total	**2 268**	**1 570**	**1 293**	**670**	**486**	**134**	**128**	**71**	**6 621**
All schools									
Australian	2 300	1 745	1 331	669	542	158	124	80	6 949
States and territories	8 119	5 045	4 682	2 767	1 755	623	443	432	23 866
Total	**10 419**	**6 789**	**6 013**	**3 437**	**2 297**	**782**	**567**	**512**	**30 815**

[a] See notes to table 3A.9 for definitions and other data caveats. Data presented here are expenditure, including notional UCC and excluding capital grants (which equates to recurrent expenditure). [b] Based on accrual accounting. [c] Totals may not add due to rounding. [d] 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 3A.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 57.3 per cent of non-government school funding in 2004, with the remaining 42.7 per cent sourced from private fees and fundraising (MCEETYA 2005d, statistical annex, p. 27).

Size and scope

Descriptive information on the numbers of students, staff and schools can be found in tables 3A.1–3A.4.

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 seven years of primary school

education followed by five to six years of secondary school education, depending on the State or Territory (figure 3.1). All states and territories divide school education into compulsory and non-compulsory components based on age, not grade. School education was compulsory in all states and territories for people between 6 and 15 years of age in 2005 (extending to 16 years of age in SA and from 5 to 16 in Tasmania).

Figure 3.1 **Structure of primary and secondary schooling, 2005**

<table>
<tr><th>Level</th><th>NSW, Vic, Tas, ACT</th><th>WA, SA, NT[a]</th><th>Qld[b]</th></tr>
<tr><td>Year 12</td><td rowspan="5">SECONDARY</td><td rowspan="5">SECONDARY</td><td rowspan="5">SECONDARY</td></tr>
<tr><td>Year 11</td></tr>
<tr><td>Year 10</td></tr>
<tr><td>Year 9</td></tr>
<tr><td>Year 8</td></tr>
<tr><td>Year 7</td><td rowspan="7">PRIMARY</td><td rowspan="7">PRIMARY</td><td rowspan="7">PRIMARY</td></tr>
<tr><td>Year 6</td><td rowspan="6"></td></tr>
<tr><td>Year 5</td></tr>
<tr><td>Year 4</td></tr>
<tr><td>Year 3</td></tr>
<tr><td>Year 2</td></tr>
<tr><td>Year 1</td></tr>
<tr><td>Pre-year 1</td><td>Kindergarten (NSW, ACT)
Preparatory (Vic, Tas)</td><td>Pre-primary (WA)
Reception (SA)[c]
Transition (NT)[d]</td><td></td></tr>
</table>

[a] In some places in the NT, secondary schooling begins at year 7. [b] Pre-Year 1 is not included in the pattern of study in Queensland. A preparatory year of schooling for pre-Year 1, which is being phased in over 2005 and 2006, will be available in all government schools and most non-government schools from 2007. [c] SA has an intake for each term. [d] The NT has an intake for terms 1–3 of its 4 terms.

Source: Adapted from ABS (2006).

Schools

At the beginning of August 2005, there were 9623 schools in Australia. The majority of schools were government owned and managed (72.0 per cent) (table 3.2). 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, 62.4 per cent of all secondary schools enrolled over 600 students (table 3A.16). A breakdown of primary and secondary schools by size for government, non-government and all schools is reported in tables 3A.14–16 respectively.

Student body

There were 3.4 million full time equivalent (FTE) student enrolments in primary and secondary schools in August 2005 (see section 3.6 for a definition of FTE student). Nationally, a higher proportion of FTE students was enrolled in primary schools (57.6 per cent) than in secondary schools (42.4 per cent) (table 3.3).

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 3.1). As a result, the proportion of students enrolled in primary school education would be expected to be higher in the above mentioned jurisdictions than in others (table 3.3).

Nationally, the proportion of FTE students enrolled in government schools was 67.2 per cent. The proportion of female FTE students in all schools was 49.1 per cent. Of FTE students enrolled in government schools 60.8 per cent were enrolled in primary education and of FTE students enrolled in non-government schools 51.0 per cent were enrolled in primary education (table 3.3).

Table 3.2 **Summary of school characteristics, August 2005**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Government schools (no.)									
Primary	1 653	1 218	964	509	435	141	66	82	5 068
Secondary	370	260	180	99	74	39	22	11	1 055
Combined[a, b]	65	57	89	na	na	na	na	na	468
Special schools[b, c]	106	78	47	na	na	na	na	na	338
Combined and special schools[b]	..	..	..	169	96	33	8	58	..
Total	**2 194**	**1 613**	**1 280**	**777**	**605**	**213**	**96**	**151**	**6 929**
Non-government schools (no.)									
Primary	510	435	242	154	112	29	27	17	1 526
Secondary	152	102	82	39	20	7	5	6	413
Combined[a, b]	218	138	127	na	na	na	na	na	696
Special schools[b, c]	32	17	3	na	na	na	na	na	59
Combined and special schools[b]	..	..	..	98	68	30	12	12	..
Total	**912**	**692**	**454**	**291**	**200**	**66**	**44**	**35**	**2 694**
All schools (no.)									
Primary	2 163	1 653	1 206	663	547	170	93	99	6 594
Secondary	522	362	262	138	94	46	27	17	1 468
Combined[a, b]	283	195	216	na	na	na	na	na	1 164
Special schools[b, c]	138	95	50	na	na	na	na	na	397
Combined and special schools[b]	..	..	..	267	164	63	20	70	..
Total	**3 106**	**2 305**	**1 734**	**1 068**	**805**	**279**	**140**	**186**	**9 623**
Proportion of schools that are government schools (%)									
Primary	76.4	73.7	79.9	76.8	79.5	82.9	71.0	82.8	76.9
Secondary	70.9	71.8	68.7	71.7	78.7	84.8	81.5	64.7	71.9
Combined[a, b]	23.0	29.2	41.2	na	na	na	na	na	40.2
Special schools[b, c]	76.8	82.1	94.0	na	na	na	na	na	85.1
Combined and special schools[b]	..	..	..	63.3	58.5	52.4	40.0	82.9	..
All schools	70.6	70.0	73.8	72.8	75.2	76.3	68.6	81.2	72.0
Proportion of primary schools (%)									
Government	75.3	75.5	75.3	65.5	71.9	66.2	68.8	54.3	73.1
Non-government	55.9	62.9	53.3	52.9	56.0	43.9	61.4	48.6	56.6
All schools	69.6	71.7	69.6	62.1	68.0	60.9	66.4	53.2	68.5

[a] Combined primary and secondary schools. [b] Data for combined and special schools in WA, SA, Tasmania and the ACT are not published separately due to the small number of schools in those categories. Australia totals are correct for both the combined and special school categories. [c] Special schools provide special instruction for physically and/or mentally disabled or impaired students, 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. **na** Not available. .. Not applicable.

Source: ABS (2006); tables 3A.1, 3A.2 and 3A.3.

Table 3.3 **FTE student enrolments, August 2005[a, b]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Total FTE student enrolments at level of education ('000)									
Primary schools	622	455	390	207	157	46	31	25	1 934
Secondary schools	487	373	259	132	95	38	29	13	1 425
All schools	**1 109**	**828**	**649**	**339**	**253**	**84**	**60**	**38**	**3 359**
Proportion of FTE students who were enrolled in government schools (%)									
Primary schools	70.2	69.2	73.8	72.2	68.4	76.8	62.3	79.5	70.9
Secondary schools	62.6	59.9	63.7	60.5	63.0	70.0	55.9	71.0	62.1
All schools	**66.9**	**65.0**	**69.7**	**67.6**	**66.4**	**73.8**	**59.2**	**76.7**	**67.2**
Proportion of FTE students who were female (all schools) (%)									
Primary schools	48.7	48.6	48.7	48.2	48.6	48.5	49.0	48.1	48.6
Secondary schools	49.6	49.9	49.9	49.6	49.7	50.7	49.5	48.6	49.8
All schools	**49.1**	**49.2**	**49.2**	**48.8**	**49.0**	**49.5**	**49.2**	**48.3**	**49.1**
Proportion of FTE students who were enrolled in primary education (%)									
Government schools	58.9	58.5	63.5	65.2	64.2	57.4	54.9	68.7	60.8
Non-government schools	50.5	48.3	52.1	52.4	58.5	48.7	48.3	58.1	51.0
All schools	**56.1**	**54.9**	**60.1**	**61.1**	**62.3**	**55.1**	**52.2**	**66.2**	**57.6**

[a] 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. [b] Results of calculations may vary from the table due to rounding differences.

Source: ABS (2006); ABS Schools Australia (unpublished); tables 3A.1–3A.4.

Total full time student enrolments in schools in Australia were relatively stable over the five years to 2005, increasing by approximately 0.6 per cent each year between August 2001 and August 2005 (table 3A.18).

The proportion of full time students enrolled in non-government schools increased between 2001 and 2005 in all states and territories. Total non-government school enrolments expanded by an average of 2.0 per cent per year, while full time government school enrolments remained stable (table 3A.18). The expansion of full time enrolments in non-government schools, however, was from a lower base than that for government schools. In absolute terms, full time students in government schools decreased from 2 248 219 in 2001 to 2 246 087 in 2005. Full time students in non-government schools increased from 1 019 958 in 2001 to 1 102 052 in 2005 (table 3A.17).

Part time secondary students form a significant proportion of enrolments in some jurisdictions (table 3.4). 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 2005 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 3.4 **Part time secondary school students in government schools**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Part time secondary school students in government schools (no.)[a]									
2001	2 809	2 827	3 930	4 948	6 932	2 853	3	1 006	25 308
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
Proportion of secondary school students in government schools who were part time students (%)[b]									
2001	0.9	1.3	2.5	5.7	10.6	10.0	0.0	11.3	2.8
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

[a] Absolute number of part time secondary students. [b] 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 (2001, 2002, 2003, 2004, 2005, 2006); ABS Schools Australia (unpublished); table 3A.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 2005, 86.9 per cent of Indigenous students and 80.7 per cent of students with disabilities, for example, attended government schools (tables 3A.19 and 3A.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 3A.22–24. Care needs to be taken in interpreting this information because some definitions of special needs students differ across states and territories.

Indigenous students

The proportion of full time Indigenous students in schools varies greatly across jurisdictions (table 3.5). Table 3A.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 5.2 per cent for government schools and 1.6 per cent for non-government schools in 2005 (table 3.5).

Table 3.5 **Indigenous students as a proportion of all students, 2005[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Government schools	4.9	1.3	7.3	7.6	4.2	7.6	2.6	41.2	5.2
Non-government schools	1.1	0.3	2.6	3.3	1.0	2.6	0.7	28.3	1.6
All schools	3.6	0.9	5.9	6.2	3.1	6.3	1.8	38.1	4.0

a Absolute numbers of Indigenous and all full time students.

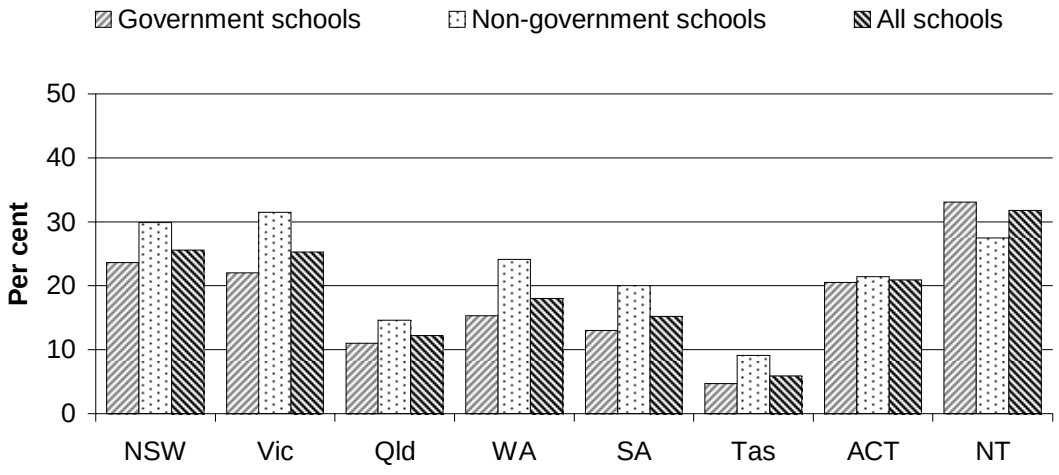
Source: ABS (2006); table 3A.19.

LBOTE students

The proportion of LBOTE students is based on data from the Australian Bureau of Statistics (ABS) 2001 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.

Generally, non-government schools had a higher proportion of LBOTE students than government schools in 2001 (figure 3.2).

Figure 3.2 **Students from a language background other than English as a proportion of all students, 2001[a]**



[a] Absolute numbers of LBOTE and all students.

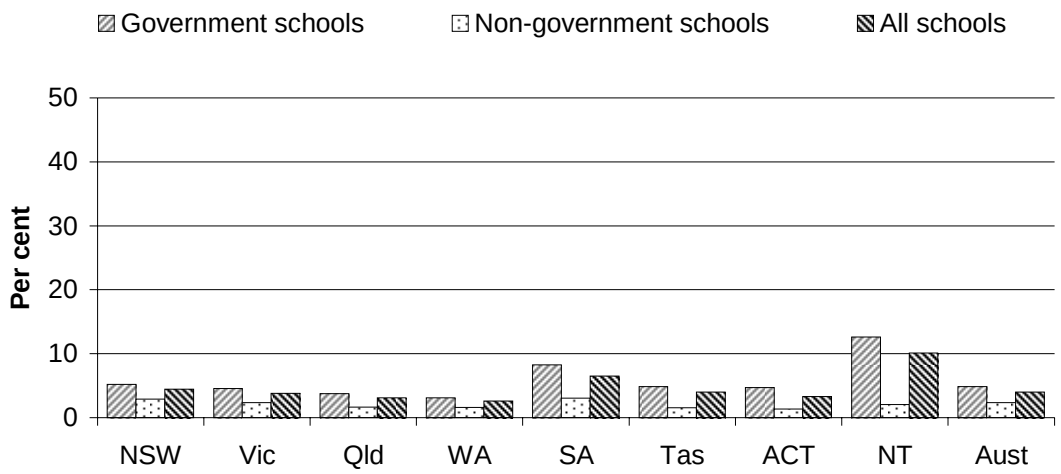
Source: DEST (unpublished) based on the ABS 2001 Census of Population and Housing; table 3A.20.

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 4.0 per cent and twice as high in government schools (4.8 per cent), compared with non-government schools (2.4 per cent) in 2005 (figure 3.3).

Figure 3.3 **Funded students with disabilities as a proportion of all students, 2005[a, b, c]**



[a] The ABS total student data refers to the absolute number of full time students. [b] 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. [c] The 'funded' student data used by Department of Education, Science and Training (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 (2006); DEST (unpublished); table 3A.21.

Geographically remote students

Identification of geographically remote students is based on the metropolitan zone, provincial zone, remote areas and very remote areas as defined in the MCEETYA agreed classification.[1] The proportion of students attending schools in remote areas varies greatly across jurisdictions (table 3.6).

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), compared with non-government schools (0.8 per cent) in 2005. Nationally, the

[1] 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 2005 data.

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 2005 (table 3.6; table 3A.25).

Table 3A.25 includes data relating to metropolitan and provincial zones, as well as remote and very remote areas (see section 3.6 for a definition of the geographic classification used).

Table 3.6 **Students attending schools in remote and very remote areas as a proportion of all students, all schools, 2005[a]**

	NSW	*Vic*[a]	*Qld*	*WA*	*SA*	*Tas*	*ACT*[a]	*NT*	*Aust*
Remote areas									
Government schools	0.6	0.1	2.2	5.9	4.0	1.0	..	18.7	1.8
Non-government schools	0.2	–	0.9	2.0	1.2	0.5	..	32.8	0.8
All schools	**0.5**	**0.1**	**1.8**	**4.6**	**3.0**	**0.9**	**..**	**22.0**	**1.5**
Very remote areas									
Government schools	0.1	..	1.8	3.3	1.1	0.5	..	27.3	1.2
Non-government schools	0.1	..	0.4	1.5	0.2	–	..	9.9	0.3
All schools	**0.1**	**..**	**1.3**	**2.7**	**0.8**	**0.4**	**..**	**23.2**	**0.9**

[a] 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 3A.25.

3.2 Framework of performance indicators

This chapter provides performance indicators on the equity, effectiveness and efficiency of government expenditure on all schools in Australia. It does not compare the efficiency of government and non-government schools. 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. Box 3.1 describes the national goals for schooling, as endorsed by the MCEETYA.

Box 3.1 **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; and
- 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.

(Continued on next page)

Box 3.1 **(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

1. Schooling should develop fully the talents and capacities of all students. In particular, when students leave schools they should:

1.1 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;

1.2 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;

1.3 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;

1.4 be active and informed citizens with an understanding and appreciation of Australia's system of government and civic life;

1.5 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;

1.6 be confident, creative and productive users of new technologies, particularly information and communication technologies, and understand the impact of those technologies on society;

1.7 have an understanding of, and concern for, stewardship of the natural environment, and the knowledge and skills to contribute to ecologically sustainable development; and

1.8 have the knowledge, skills and attitudes necessary to establish and maintain a healthy lifestyle, and for the creative and satisfying use of leisure time.

(Continued on next page)

Box 3.1 **(Continued)**

2. In terms of curriculum, students should have:

2.1 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:

- the arts
- English
- health and physical education
- languages other than English
- mathematics
- science
- studies of society and environment
- technology

and the interrelationships between them;

2.2 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;

2.3 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

2.4 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.

3. Schooling should be socially just, so that:

3.1 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;

3.2 the learning outcomes of educationally disadvantaged students improve and, over time, match those of other students;

3.3 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;

3.4 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;

(Continued on next page)

Box 3.1 **(Continued)**

3.5 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

3.6 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).

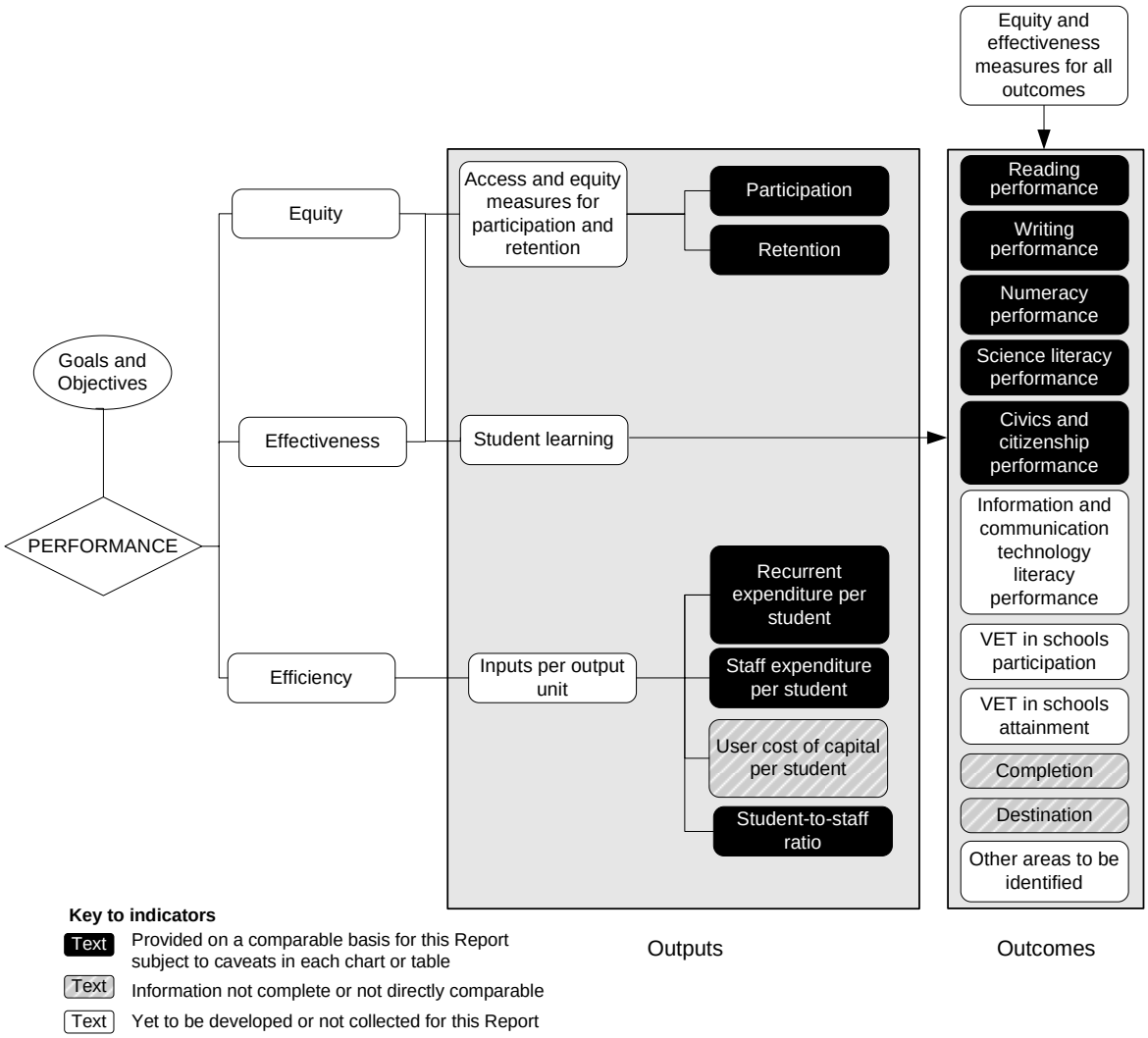
The performance of school education is reported against the indicator framework in figure 3.4. This framework is consistent with the national goals for schooling (box 3.1). The performance indicator framework shows which data are comparable in the 2007 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

3.3 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 3.4 **Performance indicators for all schools**



Outputs

Equity and effectiveness

Access and equity measures for school education participation and retention are reported.

Participation

'Participation' is an output indicator of equity-effectiveness (box 3.2).

Box 3.2 **Participation**

'Participation' (school education participation rate) is an output-access 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:

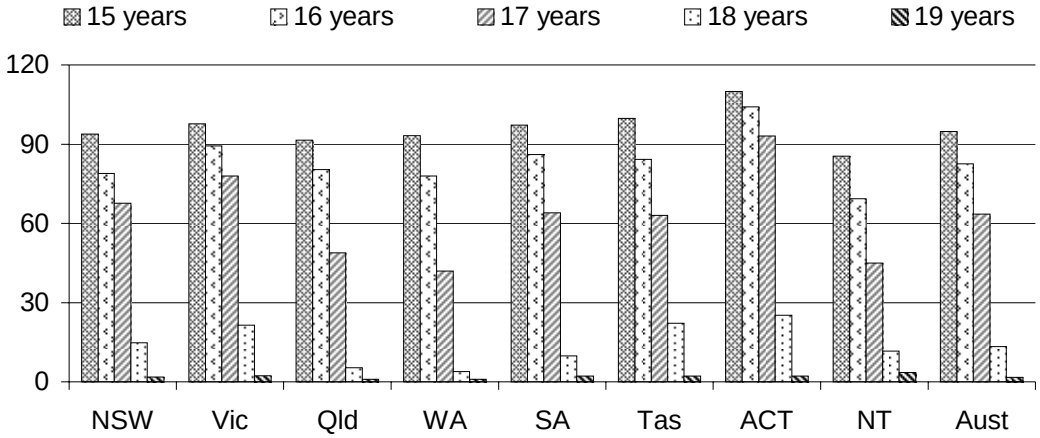
- enrolment policies across jurisdictions, which contribute to different age/grade structures
- school starting ages, year level at which secondary education commences (year 7 or year 8) and the age to which schooling is compulsory
- the extent of part time enrolment in schools (tables 3.4 and 3A.1–3).

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 'Education preface'.

Nationally, 51.0 per cent of 15–19 year olds were enrolled in schools in 2005 (table 3A.115). Participation rates varied by jurisdiction, age and gender. Participation rates for females (52.3 per cent) were 2.5 percentage points higher than those for males (49.8 per cent). Participation rates declined as students exceeded the maximum compulsory school age (figure 3.5).

Figure 3.5 **Participation rate of people aged 15–19 in school education, all schools, 2005[a, b, c, d]**



[a] Proportion of the population who were not of compulsory school age in some jurisdictions, but who were enrolled as full time students in August 2005. [b] School was compulsory for up to 16 year olds in SA and Tasmania in 2005. [c] Changes in the admissions policy for Tasmanian schools in 1993 resulted in an upward change in the age profile of students commencing school in that year and subsequent years, relative to the years prior to 1993. The changed age profile is now evident as a significant increase in the participation of 18 year olds in 2005. [d] Participation rates in the ACT exceed 100 per cent as a result of NSW residents from surrounding areas enrolling in ACT schools.

Source: ABS (2006); table 3A.115.

Retention

'Retention' is an output indicator of equity-effectiveness (box 3.3).

Box 3.3 **Retention**

'Retention' (apparent retention rate), to the final years of schooling, is an output-access 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.

(Continued on next page)

Box 3.3 **(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 over their lives, which is likely to result in improved educational outcomes. 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. 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.

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.

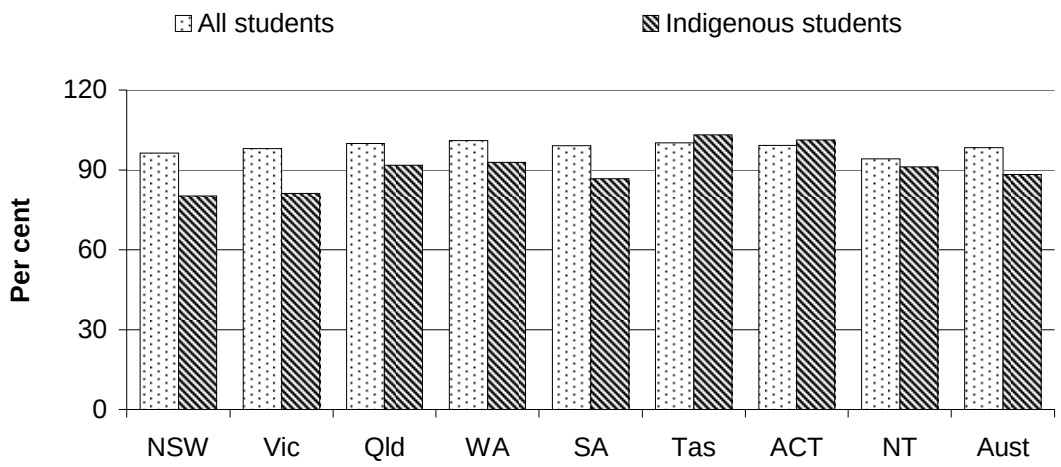
The indicator has been consistently reported over time, but does not reflect factors such as:

- 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.

The apparent rate of retention from the commencement of secondary school at year 7 or 8 (figure 3.1 shows differences across jurisdictions) to year 10 provides one measure of the equity of outcomes for Indigenous students. Apparent retention rates for all students in most jurisdictions were 98–100 per cent in 2005 with a national proportion of 98.3 (figure 3.6). 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.

Rates for Indigenous students were considerably lower than those for all students in most jurisdictions. The national retention rate for Indigenous students was 88.3 per cent, or 10.0 percentage points lower than that for all students.

Figure 3.6 **Apparent retention rate from year 7 or 8 to year 10, full time secondary students, all schools, by Indigenous status 2005[a, b, c, d]**



[a] 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. [b] Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions. [c] 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 3.4). [d] Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 20.2 per cent of Indigenous secondary students are ungraded (compared with an average of 5.1 per cent for the rest of Australia), in 2005, and this should be considered when interpreting the data.

Source: ABS (2006); table 3A.117.

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 2005 as a proportion of the number of full time school students enrolled in year 10 in 2003.

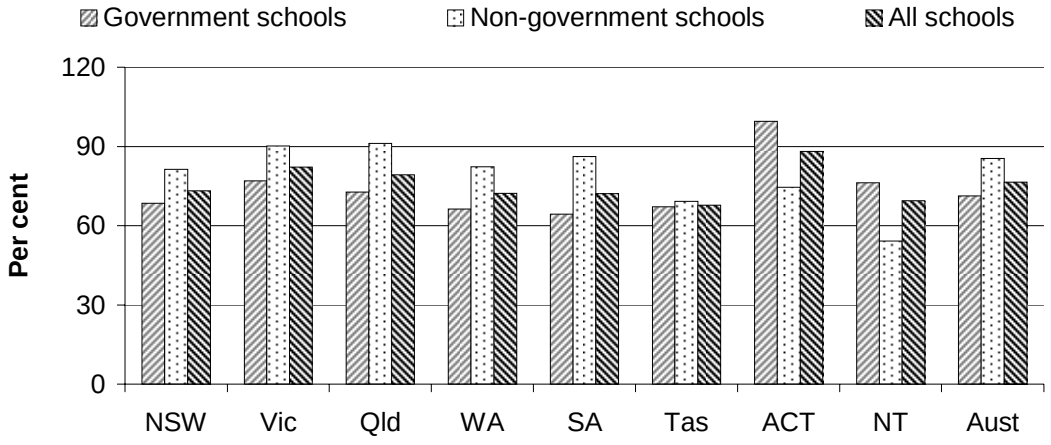
Factors affecting apparent retention can combine to result in a year 12 cohort that is substantially different in composition from the corresponding year 10 cohort — for example:

- in SA, if part time students are included in the 2005 year 12 total, then the apparent retention rate becomes 87.2 per cent, compared with 72.1 per cent for full time students only (table 3A.118)
- 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, 3691 students aged 15–19 years undertook their Higher School Certificate or other tertiary preparation studies through TAFE institutes in 2005 (NSW Government unpublished).

Work being undertaken to improve this measure is discussed in section 3.4.

Nationally, the apparent retention rate from year 10 to year 12 for all schools was 76.5 per cent in 2005. The apparent retention rate from year 10 to year 12 for government schools was 71.3 per cent, and for non-government schools was 85.4 per cent, in 2005. The apparent retention rates for both government schools and non-government schools varied across jurisdictions (figure 3.7).

Figure 3.7 **Apparent retention rate from year 10 to year 12, full time secondary students, by school type, 2005[a, b, c]**

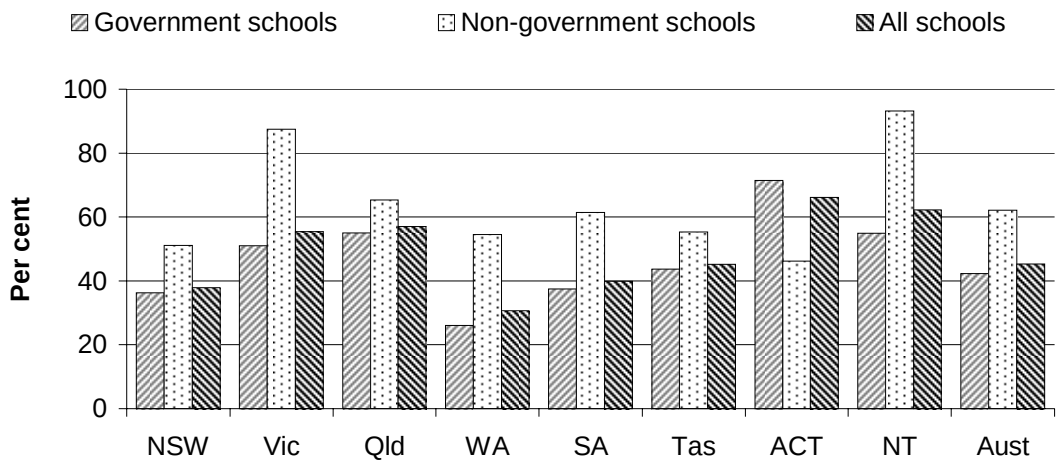


[a] Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. [b] Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions and government and non-government schools after the base year. [c] 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 3.4).

Source: ABS (2006); table 3A.118.

For government and non-government schools, apparent rates of retention from year 10 to year 12 for Indigenous students in 2005 varied across jurisdictions (figure 3.8). In interpreting this indicator, note that between 10–20 per cent of Indigenous students leave school before year 10 (figure 3.6) so are not included in the base year for retention from year 10 to year 12. Further, Indigenous students as a proportion of all students was 5.2 per cent in government schools compared with 1.6 per cent in non-government schools and some jurisdictions have very low numbers of Indigenous students (table 3A.19). Nationally, Indigenous retention from year 10 to year 12 for all schools in 2005 was 45.3 per cent (figure 3.8), or 31.2 percentage points lower than the rate for all students.

Figure 3.8 **Apparent retention rates from year 10 to year 12, Indigenous full time secondary students, 2005[a, b, c]**

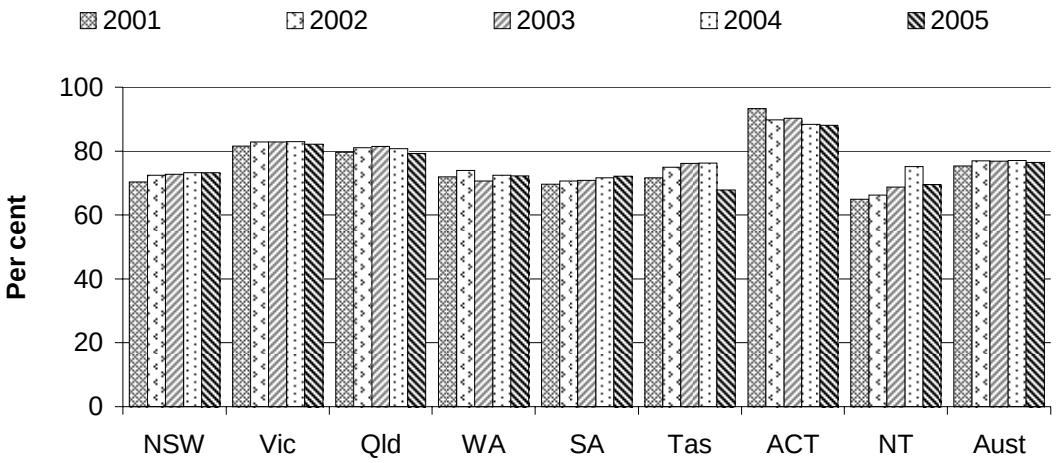


[a] Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. [b] The exclusion of part time students from standard apparent retention 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 3.4). [c] Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 20.2 per cent of Indigenous secondary students are ungraded (compared with an average of 5.1 per cent for the rest of Australia), in 2005, and this should be considered when interpreting the data.

Source: ABS (2006); table 3A.118.

Apparent rates of retention from year 10 to year 12 in all schools increased nationally by 1.1 percentage points, between 2001 and 2005 (figure 3.9).

Figure 3.9 **Apparent rates of retention from year 10 to year 12, full time secondary students, all schools[a, b, c]**



[a] 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. [b] 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 3.4). [c] Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 20.2 per cent of Indigenous secondary students are ungraded (compared with an average of 5.1 per cent for the rest of Australia), in 2005, and this should be considered when interpreting the data.

Source: ABS (2004, 2006); table 3A.121.

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 the major providers of funds to the non-government school sector. An objective of the Review of Government Service Provision is to publish comparable estimates of costs. Ideally, such comparison includes 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 3A.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 output-efficiency indicator (box 3.4).

Box 3.4 **Recurrent expenditure per student**

'Recurrent expenditure per student' (government recurrent expenditure per student) is an output-efficiency 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. Differences in the costs of educating students can be driven by:

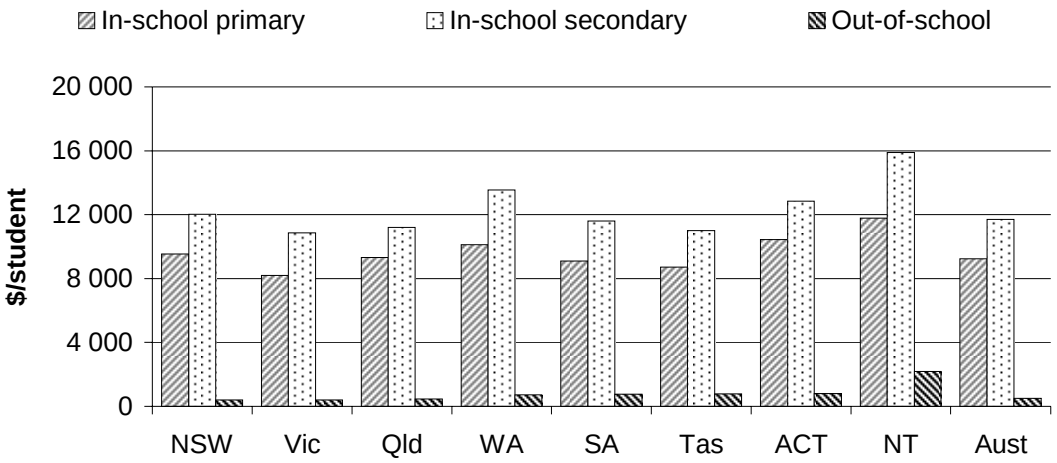
- influences beyond the control of governments, such as a high proportion of geographically remote students and/or a dispersed population, as well as migration between states and territories
- policy changes in education
- various approaches that education departments and schools apply in managing resources
- economies of scale.

The Commonwealth Grants Commission, when calculating relativities between states and territories to distribute Australian Government general purpose grants, accounts for 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 education, the assessment includes 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. This Report does not, however, make any cost adjustments based on any of the above factors. 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 $9238 and in-school government expenditure per FTE student in government secondary schools was $11 713 in 2004-05.

Out-of-school government expenditure per FTE student in government schools was $510 in 2004-05 (figure 3.10).

Figure 3.10 **Government recurrent expenditure per FTE student, government schools, 2004-05[a, b]**

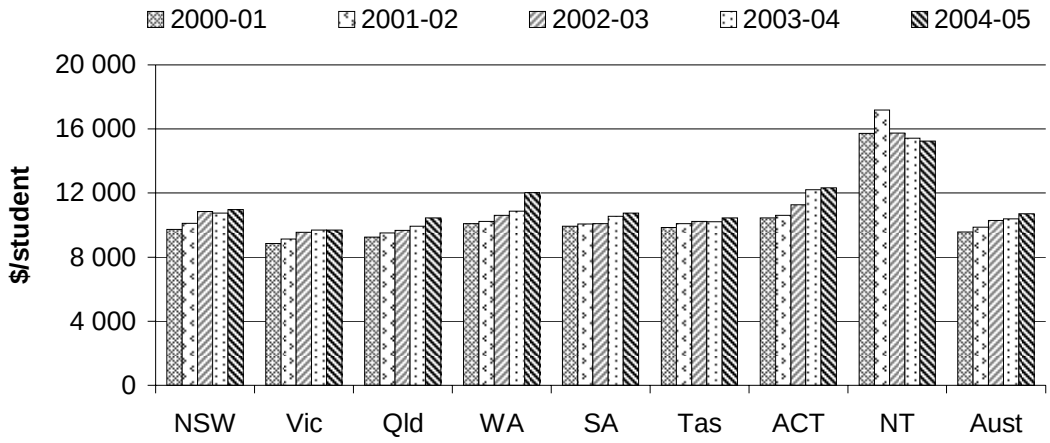


[a] See notes to tables 3A.7 and 3A.8 for definitions and data caveats. [b] Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2006); MCEETYA NSSC (unpublished); table 3A.8.

Nationally, government expenditure per FTE student in government schools was $10 715 in 2004-05. It increased (in average real terms) between 2000-01 and 2004-05 (figure 3.11) by 2.8 per cent per year (table 3A.9).

Figure 3.11 **Government real recurrent expenditure per FTE student, government schools (2004-05 dollars)[a, b, c]**

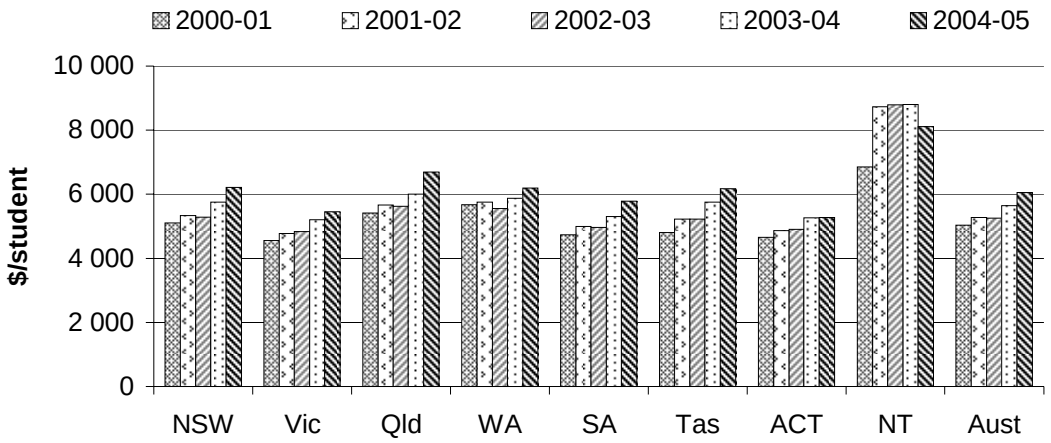


[a] See notes to tables 3A.7 and 3A.8 for definitions and data caveats. [b] Data for 2001-02 to 2003-04 have been adjusted to 2004-05 dollars using the gross domestic product (GDP) price deflator. [c] Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2001, 2002, 2003, 2004, 2005, 2006); MCEETYA NSSC (unpublished); table 3A.9.

Nationally, government expenditure per FTE student in non-government schools was $6054 in 2004-05. It increased (in average real terms) between 2000-01 and 2004-05 (figure 3.12) by 4.7 per cent per year (table 3A.9).

Figure 3.12 **Government real recurrent expenditure per FTE student, non-government schools (2004-05 dollars)[a, b, c]**



[a] See notes to tables 3A.7–9 for definitions and data caveats. [b] Data for 2000-01 to 2004-05 have been adjusted to 2004-05 dollars using the gross domestic product (GDP) price deflator. [c] 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 (2001, 2002, 2003, 2004, 2005, 2006); DEST (unpublished); State and Territory governments (unpublished); table 3A.9.

Staff expenditure per student

'Staff expenditure per student' is an output-efficiency indicator (box 3.5).

Box 3.5 **Staff expenditure per student**

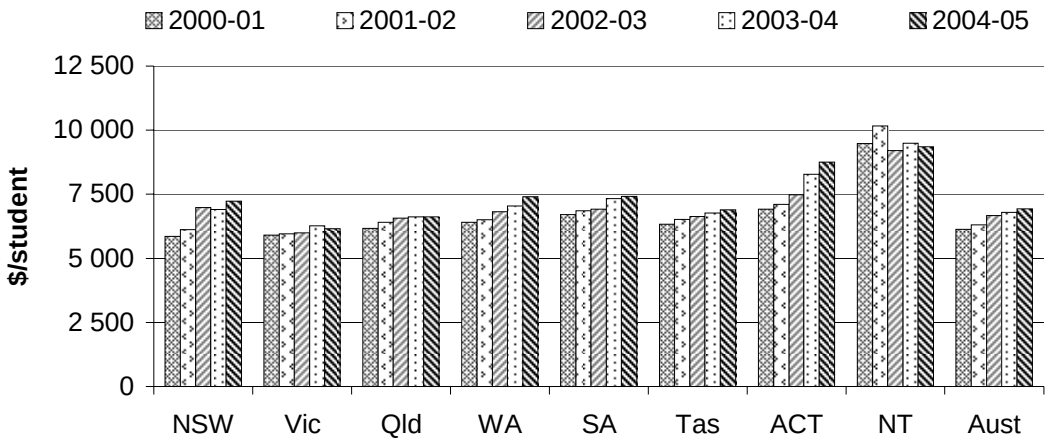
'Staff expenditure per student' (government recurrent expenditure on staff per student) is an output-efficiency indicator of governments' objective to provide education in an efficient manner.

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.

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 ($15.6 billion), accounting for 64.6 per cent of the national total, in 2004-05. Of this expenditure, 79.9 per cent was on in-school teachers and 20.1 per cent was on other staff (table 3A.7). The average real increase in expenditure on staff per FTE student between 2000-01 and 2004-05 was 3.1 per cent per year (figure 3.13).

Figure 3.13 **Real government recurrent expenditure on staff per FTE student, government schools (2004-05 dollars)[a, b]**



[a] See notes to tables 3A.7 and 3A.8 for definitions and data caveats. [b] Data for 2000-01 to 2004-05 have been adjusted to 2004-05 dollars using the gross domestic product (GDP) price deflator.

Source: ABS (2001, 2002, 2003, 2004, 2005, 2006); MCEETYA NSSC (unpublished); table 3A.8.

User cost of capital per student

'UCC per student' is an output-efficiency indicator (box 3.6).

Box 3.6 **User cost of capital per student**

'UCC per student' (notional UCC per student) is an output-efficiency 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).

(Continued on next page)

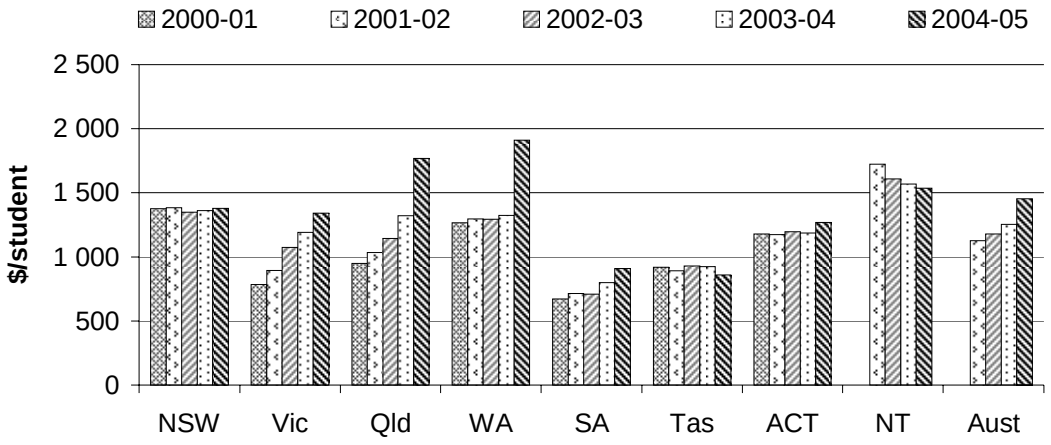
Box 3.6 **(Continued)**

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, are not fully comparable across jurisdictions until 2003-04 (table 3A.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 2004-05 averaged $1453 nationally (figure 3.14).

Figure 3.14 **Notional UCC per FTE student, government schools[a]**



[a] See notes to tables 3A.9-10 for definitions and data caveats.

Source: ABS (2001, 2002, 2003, 2004, 2005, 2006); MCEETYA (unpublished); tables 3A.9-10.

Student-to-staff ratio

'Student-to-staff ratio' is an output-efficiency indicator (box 3.7).

Box 3.7 **Student-to-staff ratio**

The 'student-to-staff ratio' is an output-efficiency 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.)

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 necessarily improve outcomes.

(Continued on next page)

Box 3.7 **(Continued)**

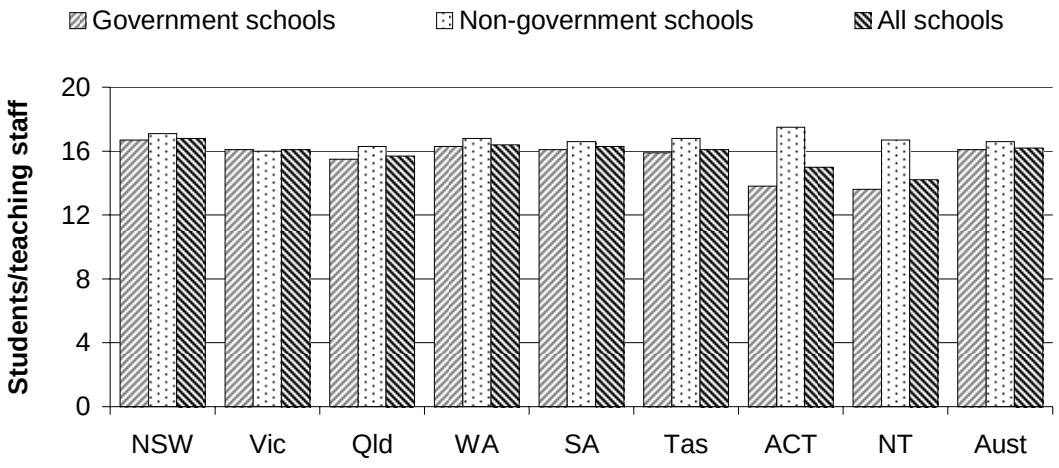
The ratio needs to be interpreted with care because it is aggregated across all subjects and year levels, so it does not reflect the fact that a lower ratio may be more important for certain subjects and/or year levels and it does not account for learning outcomes, teacher quality, experience and qualifications. 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 16.1 in 2005. For non-government primary schools, the student-to-teacher ratio was 16.6 in 2005. For all primary schools, the student-to-teacher ratio was 16.2 in 2005 (figure 3.15).

Figure 3.15 **Ratio of FTE students to FTE teaching staff, primary schools, 2005[a]**

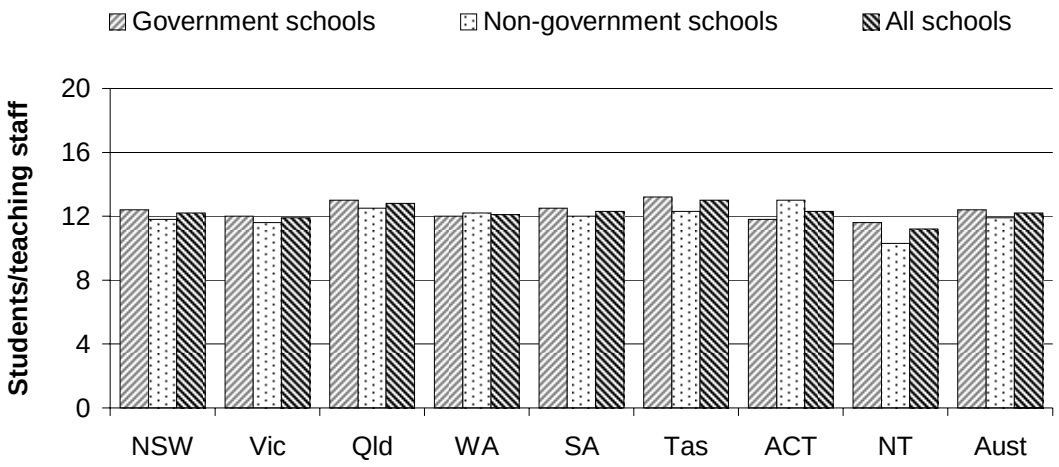


[a] See notes to table 3A.13 for definitions and data caveats.

Source: ABS (2006); table 3A.13.

Nationally, for government secondary schools, the student-to-teacher ratio was 12.4 in 2005. For non-government secondary schools, the student-to-teacher ratio was 11.9 in 2005. For all secondary schools, the student-to-teacher ratio was 12.2 in 2005 (figure 3.16).

Figure 3.16 **Ratio of FTE students to FTE teaching staff, secondary schools, 2005[a]**



[a] See notes to table 3A.13 for definitions and data caveats.

Source: ABS (2006); table 3A.13.

Nationally, for all government schools, the student-to-teacher ratio was 14.4 in 2005. For all non-government schools, the student-to-teacher ratio was 13.9 in 2005. For all schools, the student-to-teacher ratio was 14.2 in 2005 (table 3A.13).

Refer to table 3A.13 for further detail on student-to-staff ratios, including those for non-school staff and all staff, for all jurisdictions.

Outcomes

Nationally comparable learning outcomes

'Reading performance', 'writing performance', 'numeracy performance', 'science literacy performance', 'civics and citizenship performance', and 'information and communication technology performance' have been identified as indicators of learning outcomes (boxes 3.8–3.13) and are discussed in this section. Other outcomes, VET in schools participation and attainment, completion rates, and school leaver destination (boxes 3.14–3.17) are discussed in the following section.

Years 3, 5 and 7 nationally comparable learning outcomes data for reading, writing and numeracy performance for 2004 (and earlier years) are reported. Details of these learning outcomes data and accompanying information from the national collection are reported in tables 3A.26–91. Limitations of national learning outcomes data are detailed in the 2004 Report (box 3.1, pages 3.36-7).

Years 4 and 8 Trends in International Mathematics and Science Study (TIMSS) learning outcomes data for 2002-03 are also reported. TIMSS is an initiative of the International Association for the Evaluation of Educational Achievement. Australian students participated in both previous TIMSS, in 1994-95 and 1998-99. The TIMSS focuses on the mathematics and science curriculum, identifying what concepts and processes students have learned, what factors are linked to students' opportunity to learn, and how these factors influence students' achievements.

In 2002-03, students from 46 countries participated in the TIMSS. From Australia this included 10 030 students from 414 schools in the main sample. Detailed information about TIMSS 2002-03 is available in Thomson and Fleming (2004a, 2004b) and tables 3A.111–114.

Triennial year 6 science literacy performance data for 2003 are reported in tables 3A.92–94. Triennial Programme for International Student Assessment (PISA) 2003 learning outcomes data for 15 year olds are reported across three domains: reading literacy, mathematical literacy and scientific literacy. Problem solving was

also assessed as a discrete test in 2003. Information and data on PISA 2000 and 2003 is available in Thomson et al. (2004a, 2004b) and tables 3A.94–110.

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 3A.26–114). 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 ± 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 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.

Reading performance

'Reading performance' is an outcome indicator (box 3.8).

Box 3.8 **Reading performance**

'Reading performance' is an outcome indicator of governments' objective that young Australians should attain high standards of knowledge, skill and understanding in core curriculum areas.

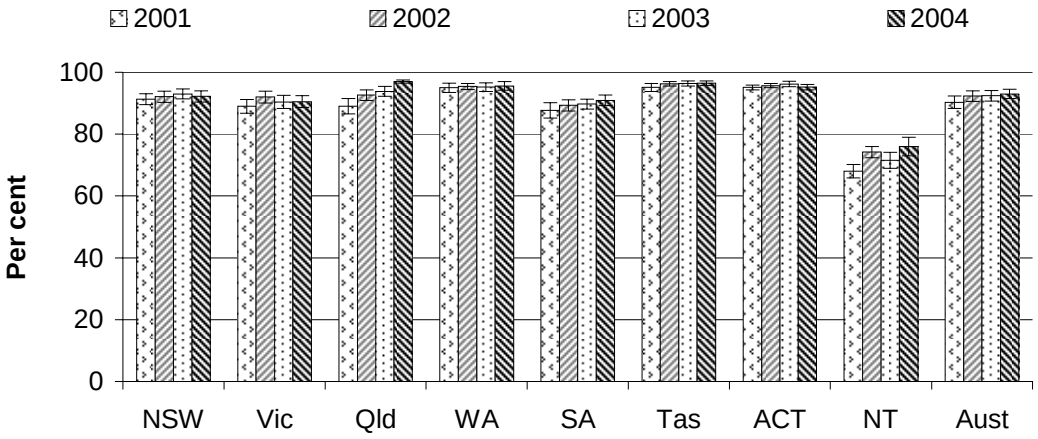
Reading performance is defined as the proportion of assessed years 3, 5 and 7 students who achieved the national reading benchmark for a given year, reported by sex, Indigenous status and LBOTE status. The benchmarks describe nationally agreed minimum acceptable standards for reading performance at years 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 2004 was 91.5–94.5 per cent (figure 3.17). The national proportion of students by equity group who achieved the year 3 reading benchmark in 2004 was:

- 93.4–95.8 per cent for female students, higher than the proportion for male students (89.7–93.3 per cent)
- 79.3–86.5 per cent for Indigenous students
- 88.2–91.8 per cent for LBOTE students (figure 3.18).

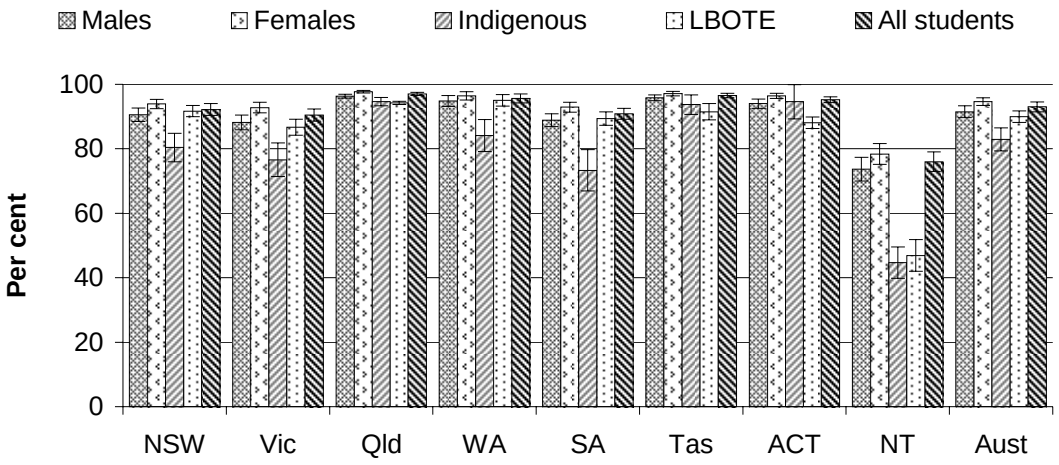
Figure 3.17 **Proportion of year 3 students achieving the reading benchmark[a, b]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.29-30, 3A.44-45, 3A.60-61 and tables 3A.78-79.

Source: MCEETYA (2003, 2005b, 2005c, 2006a); tables 3A.26, 3A.41, 3A.56 and 3A.74.

Figure 3.18 **Proportion of year 3 students achieving the reading benchmark, by equity group, 2004[a, b]**



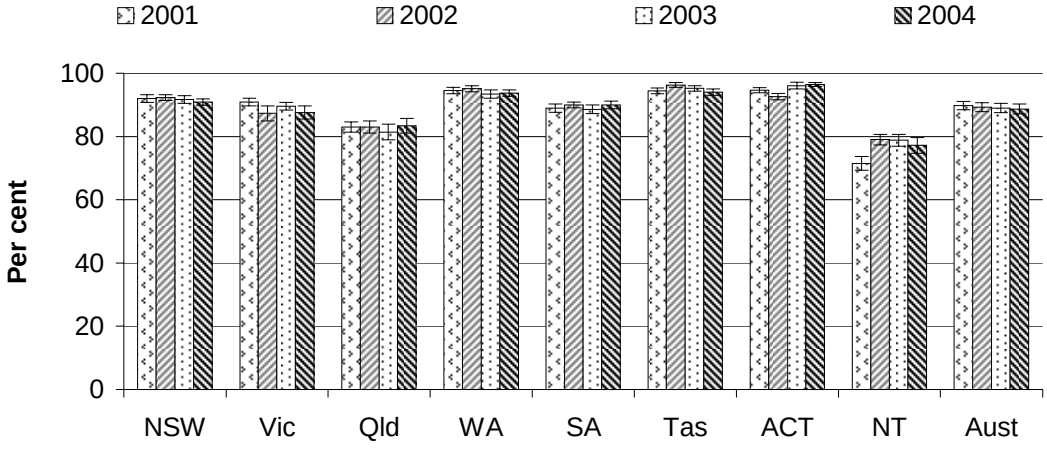
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.78-79.

Source: MCEETYA (2006a); table 3A.74.

The proportion of assessed year 5 students who achieved the reading benchmark in 2004 was 87.1–90.3 per cent nationally (figure 3.19). The proportion of students by equity group who achieved the year 5 reading benchmark in 2004 was:

- 89.5–92.3 per cent for female students, higher than the proportion for male students (84.8–88.4 per cent)
- 65.6–73.2 per cent for Indigenous students
- 84.3–88.1 per cent for LBOTE students (figure 3.20).

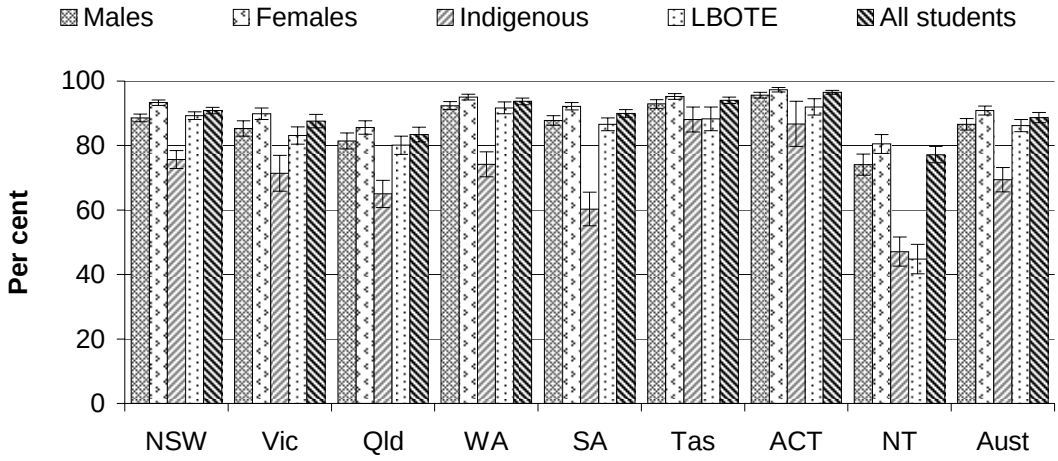
Figure 3.19 **Proportion of year 5 students achieving the reading benchmark[a, b]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.29-30, 3A.44-45, 3A.60-61 and tables 3A.78-79.

Source: MCEETYA (2003, 2005b, 2005c, 2006a); tables 3A.27, 3A.42, 3A.57 and 3A.75.

Figure 3.20 **Proportion of year 5 students achieving the reading benchmark, by equity group, 2004[a, b]**



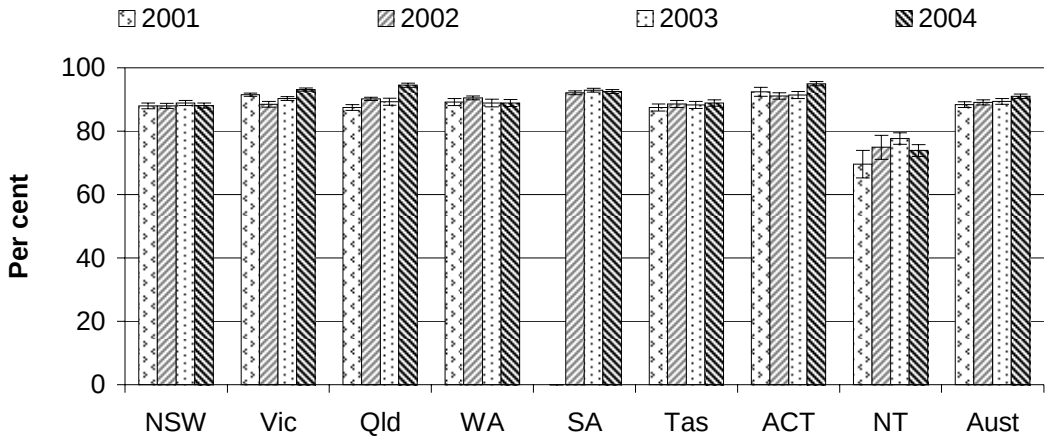
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.78-79.

Source: MCEETYA (2006a); table 3A.75.

The proportion of assessed year 7 students who achieved the reading benchmark in 2004 was 90.3–91.7 per cent nationally (figure 3.21). The proportion of students by equity group who achieved the year 7 reading benchmark in 2004 was:

- 92.3–93.7 per cent for female students, higher than the proportion for male students (88.2–90.0 per cent)
- 68.2–73.8 per cent for Indigenous students
- 85.7–88.1 per cent for LBOTE students (figure 3.22).

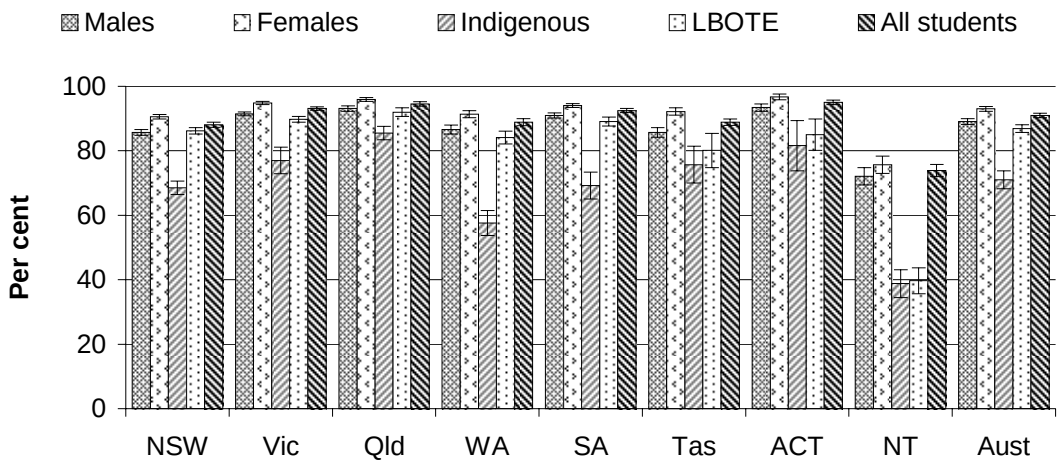
Figure 3.21 **Proportion of year 7 students achieving the reading benchmark[a, b, c]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] SA 2001 data were not available. [c] For further information and caveats see tables 3A.29-30, 3A.44-45 and tables 3A.78-79.

Source: MCEETYA (2005a, 2005b, 2005c, 2006a); tables 3A.28, 3A.43, 3A.58 and 3A.76.

Figure 3.22 **Proportion of year 7 students achieving the reading benchmark, by equity group, 2004[a, b]**



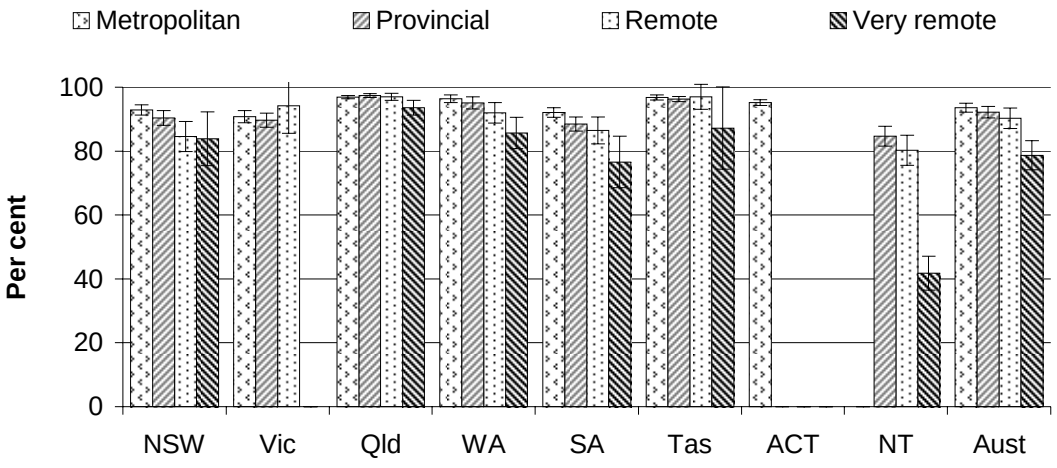
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.78-79.

Source: MCEETYA (2006a); table 3A.76.

Nationally, the proportion of assessed students from metropolitan areas who achieved the reading benchmark in 2004 was:

- 92.2–95.0 per cent for year 3 students, no different to the proportion for provincial students (90.4–94.0 per cent), no different to the proportion for remote students (87.1–93.5 per cent), and above the proportion for very remote students (74.1–83.3 per cent) (figure 3.23)
- 88.2–91.2 per cent for year 5 students, no different to the proportion for provincial students (85.9–89.5 per cent), and above the proportion for remote (79.3–86.5 per cent) and very remote students (58.8–69.6 per cent) (table 3A.77)
- 91.2–92.6 per cent for year 7 students, above the proportion for provincial (89.2–91.0 per cent), remote (80.0–86.0 per cent) and very remote students (58.1–67.9 per cent) (table 3A.77).

Figure 3.23 **Proportion of year 3 students achieving the reading benchmark, by geolocation, 2004[a, b, c]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 3A.77. [c] Insufficient or no students in an area of geographic classification are not included. There are no very remote areas in Victoria. There are no remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2006a); table 3A.77.

Writing performance

'Writing performance' is an outcome indicator (box 3.9).

Box 3.9 **Writing performance**

'Writing performance' is an outcome indicator of governments' objective that young Australians should attain high standards of knowledge, skill and understanding in core curriculum areas.

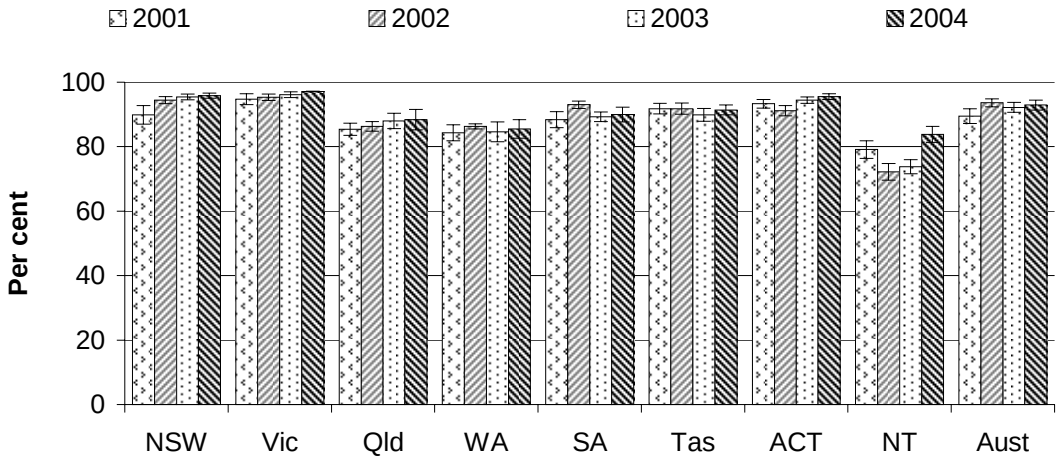
Writing performance is defined as the proportion of assessed years 3, 5 and 7 students who achieved the national writing benchmark for a given year, reported by sex, Indigenous status and LBOTE status. The benchmarks describe nationally agreed minimum acceptable standards for writing performance at years 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.

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 2004 was 91.4–94.4 per cent (figure 3.24). The national proportion of students by equity group who achieved the year 3 writing benchmark in 2004 was:

- 93.8–96.2 per cent for female students, higher than the proportion for male students (89.1–92.7 per cent)
- 72.5–81.1 per cent for Indigenous students
- 91.3–93.7 per cent for LBOTE students (figure 3.25).

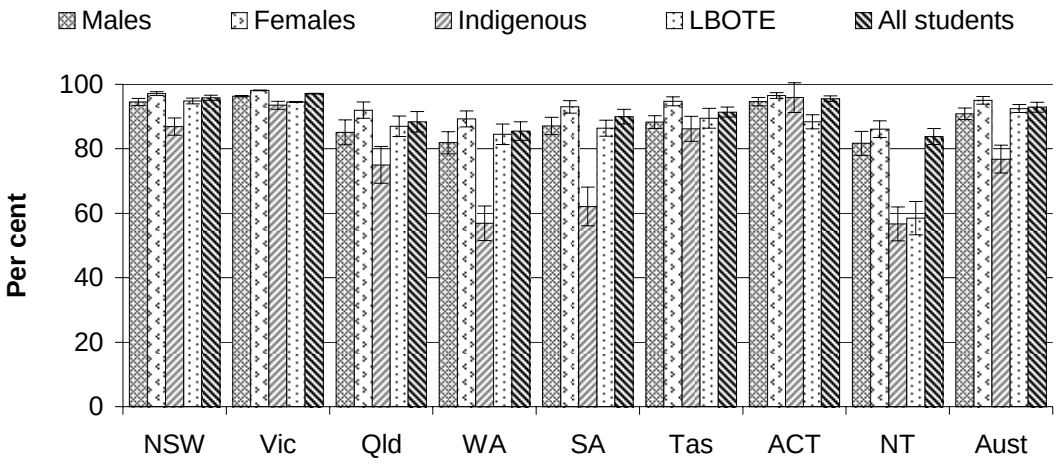
Figure 3.24 **Proportion of year 3 students achieving the writing benchmark[a, b]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.34-35, 3A.49-50, 3A.66-67 and tables 3A.84-85.

Source: MCEETYA (2003, 2005b, 2005c, 2006a); tables 3A.31, 3A.46, 3A.62 and 3A.80.

Figure 3.25 **Proportion of year 3 students achieving the writing benchmark, by equity group, 2004[a, b]**



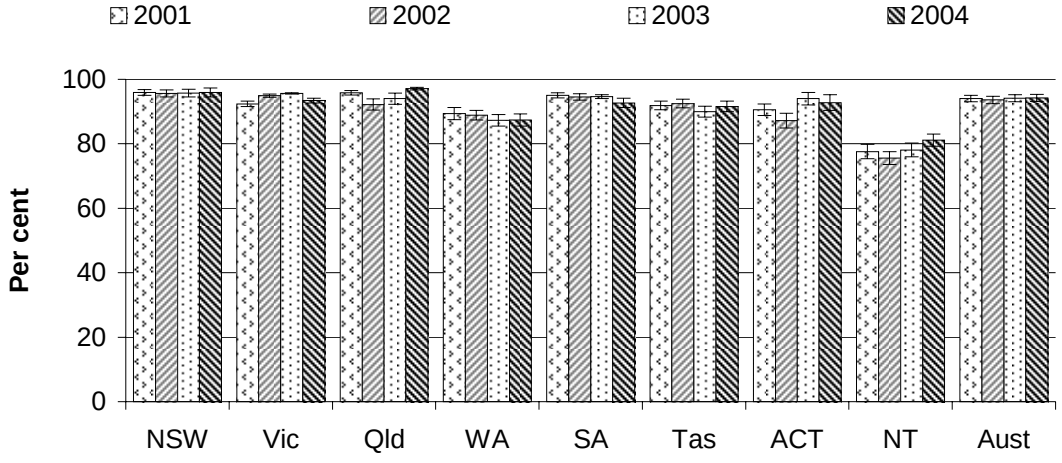
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.84-85.

Source: MCEETYA (2006a); table 3A.80.

Nationally, the proportion of assessed year 5 students who achieved the writing benchmark in 2004 was 93.1–95.3 per cent (figure 3.26). The national proportion of students by equity group who achieved the year 5 writing benchmark in 2004 was:

- 95.4–97.0 per cent for female students, higher than the proportion for male students (90.9–93.7 per cent)
- 78.2–85.2 per cent for Indigenous students
- 91.3–93.9 per cent for LBOTE students (figure 3.27).

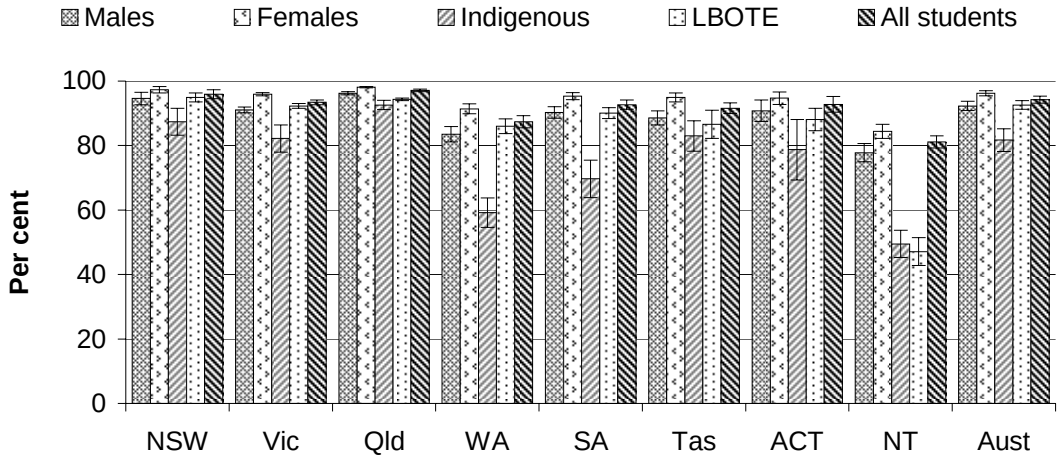
Figure 3.26 **Proportion of year 5 students achieving the writing benchmark[a, b]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.34-35, 3A.49-50, 3A.66-67 and tables 3A.84-85.

Source: MCEETYA (2003, 2005b, 2005c, 2006a); tables 3A.32, 3A.47, 3A.63 and 3A.81.

Figure 3.27 **Proportion of year 5 students achieving the writing benchmark, by equity group, 2004[a, b]**



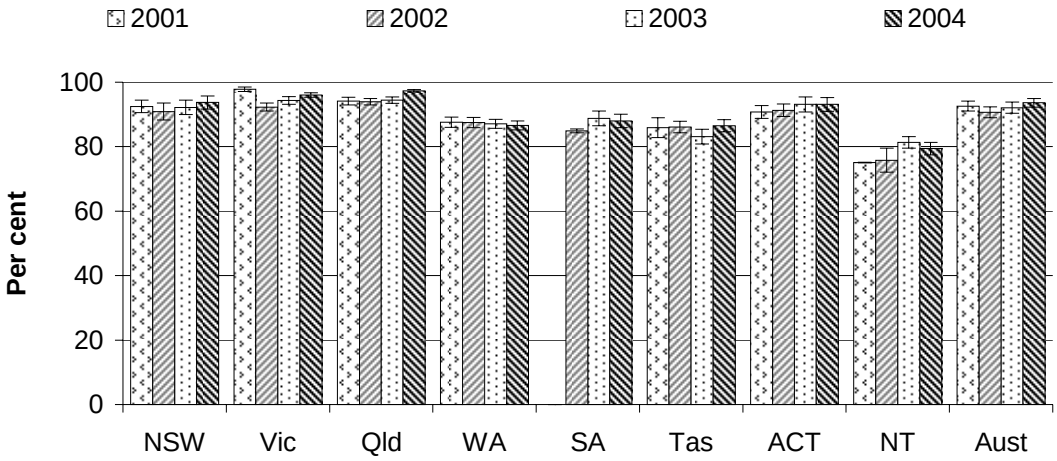
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.84-85.

Source: MCEETYA (2006a); table 3A.81.

Nationally, the proportion of assessed year 7 students who achieved the writing benchmark in 2004 was 92.3–94.9 per cent (figure 3.28). The national proportion of students by equity group who achieved the year 7 writing benchmark in 2004 was:

- 95.0–96.8 per cent for female students, higher than the proportion for male students (89.6–93.0 per cent)
- 75.0–82.6 per cent for Indigenous students
- 90.5–94.1 per cent for LBOTE students (figure 3.29).

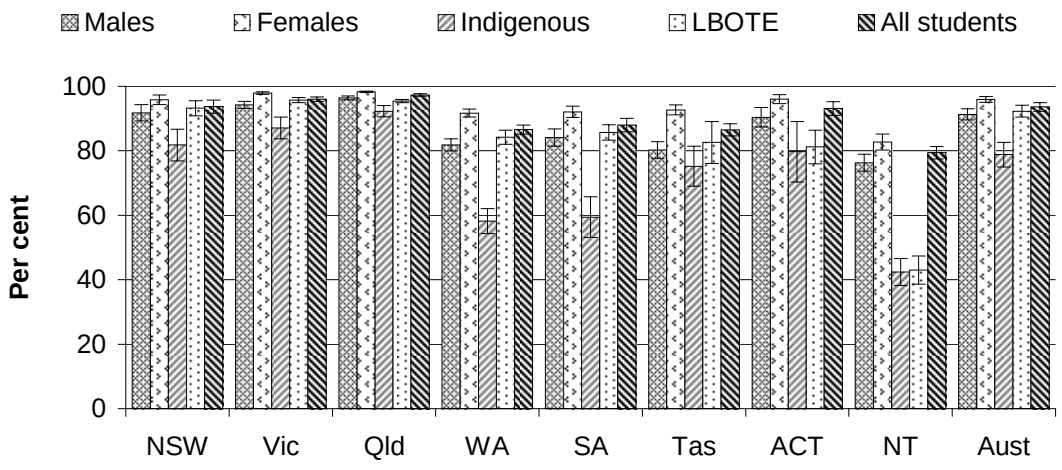
Figure 3.28 **Proportion of year 7 students achieving the writing benchmark[a, b, c]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] SA 2001 data were not available. [c] For further information and caveats see tables 3A.34-35, 3A.49-50, 3A.66-67 and tables 3A.84-85.

Source: MCEETYA (2005a, 2005b, 2005c, 2006a); tables 3A.33, 3A.48, 3A.64 and 3A.82.

Figure 3.29 **Proportion of year 7 students achieving the writing benchmark, by equity group, 2004[a, b]**



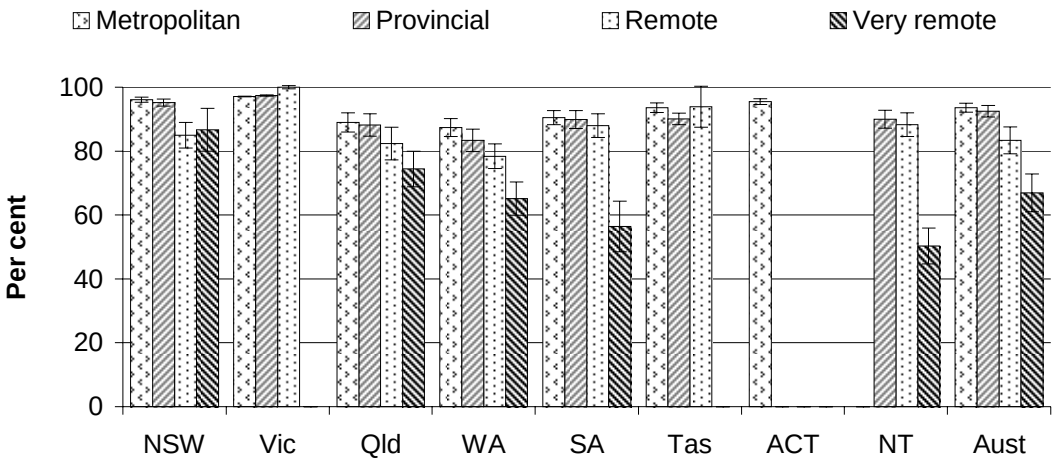
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.84-85.

Source: MCEETYA (2006a); table 3A.82.

Nationally, the proportion of assessed students from metropolitan areas who achieved the writing benchmark in 2004 was:

- 92.2–95.0 per cent for year 3 students, no different to the proportion for provincial students (90.7–94.3 per cent), and above the proportion for remote (79.2–87.6 per cent) and very remote students (61.0–72.8 per cent) (figure 3.30)
- 93.9–96.1 per cent for year 5 students, no different to the proportion for provincial students (92.6–95.2 per cent), and above the proportion for remote (84.7–90.9 per cent) and very remote students (65.6–74.8 per cent) (table 3A.83)
- 93.2–95.6 per cent for year 7 students, no different to the proportion for provincial students (91.3–94.3 per cent), and above the proportion for remote (80.9–87.9 per cent) and very remote students (60.8–70.8 per cent) (table 3A.83).

Figure 3.30 **Proportion of year 3 students achieving the writing benchmark, by geolocation, 2004[a, b, c]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 3A.83. [c] Insufficient or no students in an area of geographic classification are not included. There are no very remote areas in Victoria. There are no remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2006a); table 3A.83.

Numeracy performance

'Numeracy performance' is an outcome indicator (box 3.10).

Box 3.10 **Numeracy performance**

'Numeracy performance' is an outcome indicator of governments' objective that young Australians should attain high standards of knowledge, skill and understanding in core curriculum areas.

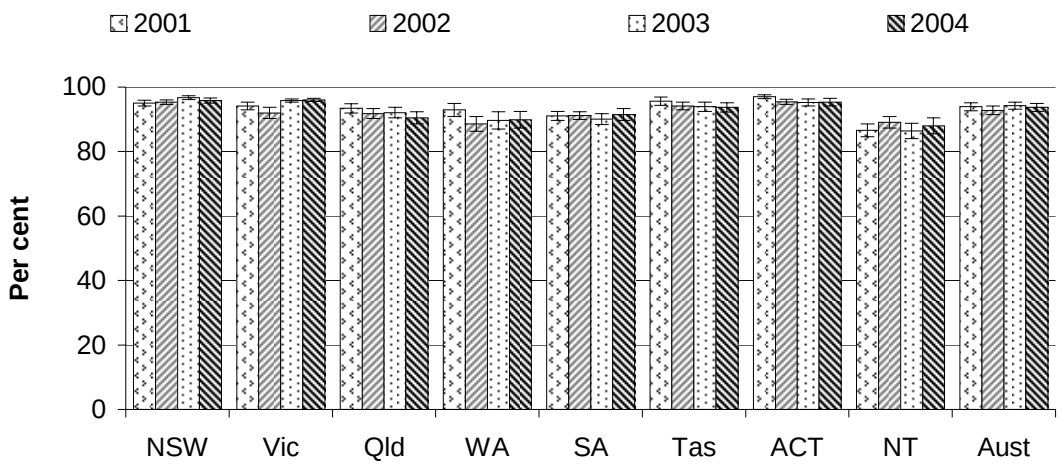
Numeracy performance is defined as the proportion of assessed years 3, 5 and 7 students who achieved the national numeracy benchmark for a given year, reported by sex, Indigenous status and LBOTE status. The benchmarks describe nationally agreed minimum acceptable standards for numeracy performance at 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 2004 was 92.5–94.9 per cent (figure 3.31). The national proportion of students by equity group who achieved the year 3 numeracy benchmark in 2004 was:

- 92.8–95.4 per cent for female students, no different to the proportion for male students (92.1–94.5 per cent)
- 75.1–83.3 per cent for Indigenous students
- 91.1–93.5 per cent for LBOTE students (figure 3.32).

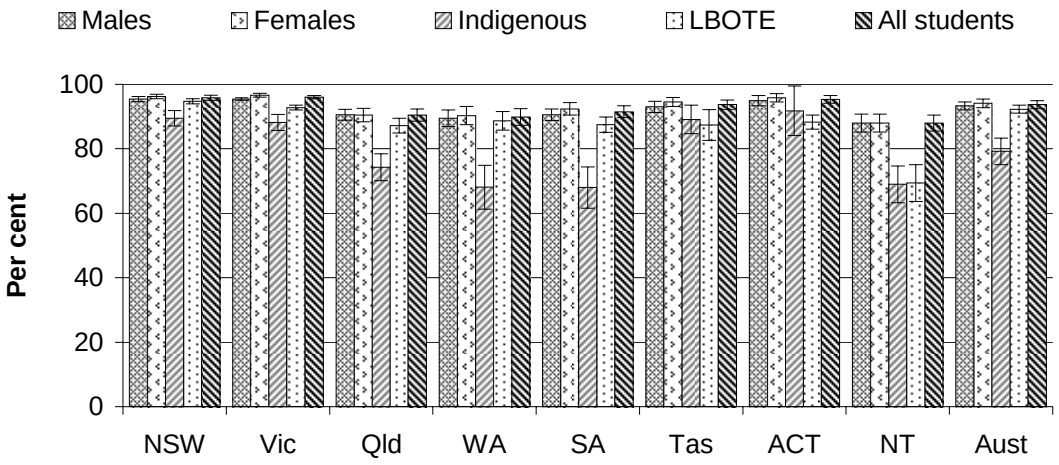
Figure 3.31 **Proportion of year 3 students achieving the numeracy benchmark[a, b]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.39-40, 3A.54-55, 3A.72-73 and tables 3A.90-91.

Source: MCEETYA (2003, 2005b, 2005c, 2006a); tables 3A.36, 3A.51, 3A.68 and 3A.86.

Figure 3.32 **Proportion of year 3 students achieving the numeracy benchmark, by equity group, 2004[a, b]**



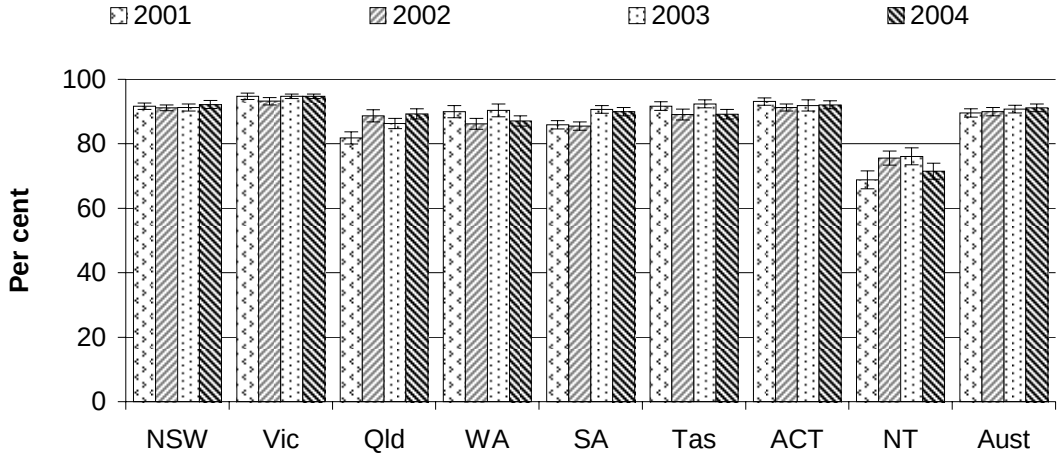
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.90-91.

Source: MCEETYA (2006a); tables 3A.86.

Nationally, the proportion of assessed year 5 students who achieved the numeracy benchmark in 2004 was 90.0–92.4 per cent (figure 3.33). The national proportion of students by equity group who achieved the year 5 numeracy benchmark in 2004 was:

- 90.2–92.8 per cent for female students, no different to the proportion for male students (89.8–92.2 per cent)
- 65.5–73.3 per cent for Indigenous students
- 87.9–90.7 per cent for LBOTE students (figure 3.34).

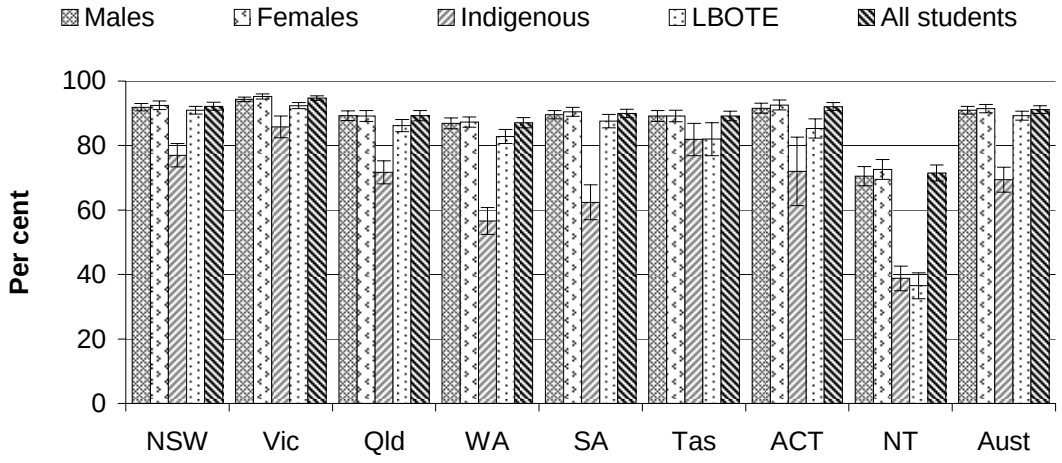
Figure 3.33 **Proportion of year 5 students achieving the numeracy benchmark[a, b]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.39-40, 3A.54-55, 3A.72-73 and tables 3A.90-91.

Source: MCEETYA (2003, 2005b, 2005c, 2006a); tables 3A.37, 3A.52, 3A.69 and 3A.87.

Figure 3.34 **Proportion of year 5 students achieving the numeracy benchmark, by equity group, 2004[a, b]**



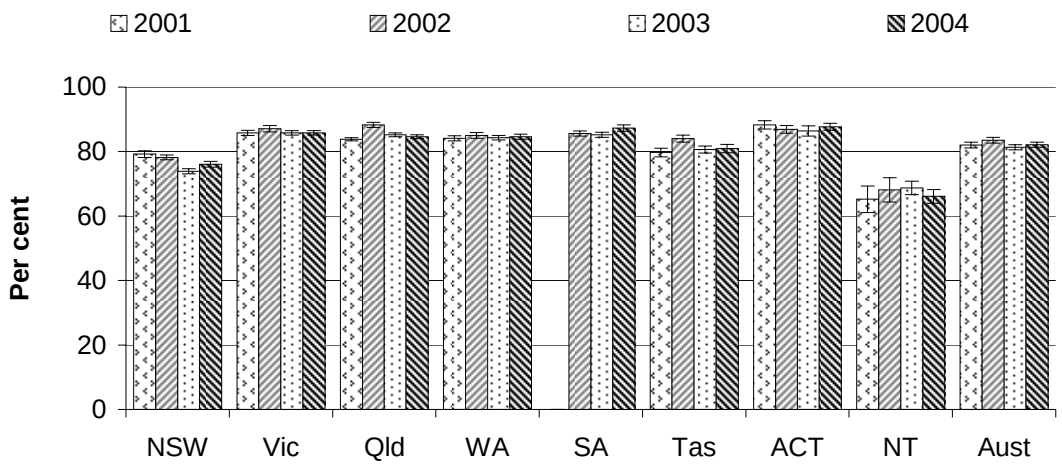
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.89-90.

Source: MCEETYA (2006a); table 3A.87.

Nationally, the proportion of assessed year 7 students who achieved the numeracy benchmark in 2004 was 81.3–82.9 per cent (figure 3.35). The national proportion of students by equity group who achieved the year 7 numeracy benchmark in 2004 was:

- 81.4–83.2 per cent for female students, no different to the proportion for male students (81.0–82.8 per cent)
- 49.1–54.7 per cent for Indigenous students
- 76.6–79.2 per cent for LBOTE students (figure 3.36).

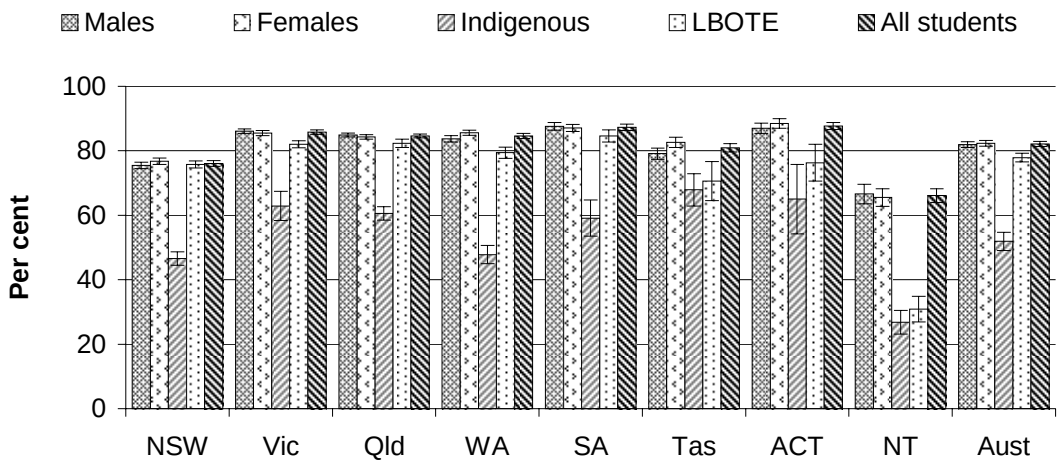
Figure 3.35 **Proportion of year 7 students achieving the numeracy benchmark[a, b, c]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] SA 2001 data were not available. [c] For further information and caveats see tables 3A.39-40, 3A.54-55, 3A.72-73 and tables 3A.90-91.

Source: MCEETYA (2005a, 2005b, 2005c, 2006a); tables 3A.38, 3A.53, 3A.70 and 3A.88.

Figure 3.36 **Proportion of year 7 students achieving the numeracy benchmark, by equity group, 2004[a, b]**



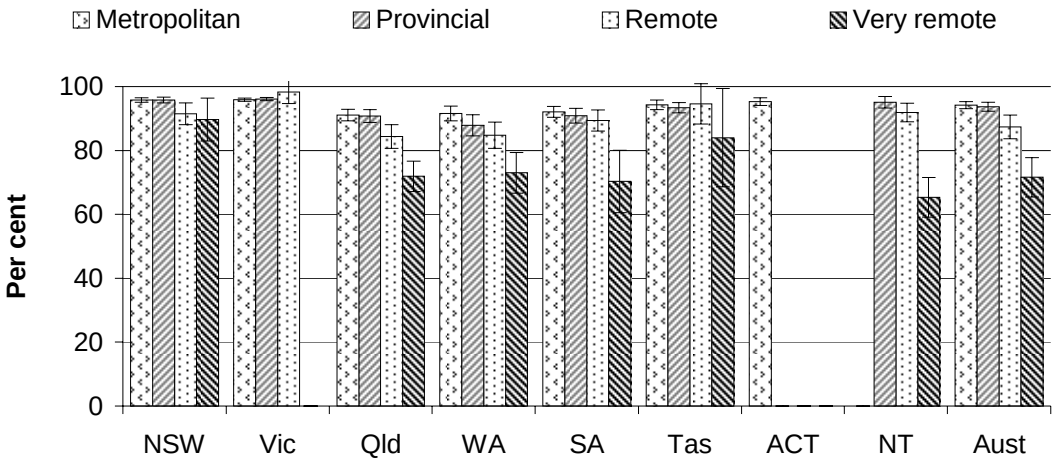
[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] For further information and caveats see tables 3A.90-91.

Source: MCEETYA (2006a); table 3A.88.

Nationally, the proportion of assessed students from metropolitan areas who achieved the numeracy benchmark in 2004 was:

- 93.1–95.3 per cent for year 3 students, no different to the proportion for provincial students (92.3–95.1 per cent), and above the proportion for remote (83.7–91.1 per cent) and very remote students (65.4–77.8 per cent) (figure 3.37)
- 91.0–93.2 per cent for year 5 students, no different to the proportion for provincial students (89.1–92.1 per cent), and above the proportion for remote (78.3–85.7 per cent) and very remote students (54.2–64.0 per cent) (table 3A.89)
- 82.6–84.2 per cent for year 7 students, above the proportion for provincial (79.1–81.3 per cent), remote (69.9–76.7 per cent) and very remote students (45.9–55.7 per cent) (table 3A.89).

Figure 3.37 **Proportion of year 3 students achieving the numeracy benchmark, by geolocation, 2004[a, b, c]**



[a] Error bars represent the 95 per cent confidence interval associated with each point estimate. [b] Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 3A.89. [c] Insufficient or no students in an area of geographic classification are not included. There are no very remote areas in Victoria. There are no remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2006a); table 3A.89.

Science literacy performance

'Science literacy performance' is an outcome indicator (box 3.11).

Box 3.11 **Science literacy performance**

'Science literacy performance' is an outcome 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 for subgroups). The proficient standard for year 6 scientific literacy is set at proficiency level 3.2 (of levels 1 to 4 or above). This is a level of performance based on what 'well advanced' or 'expert' students should know and be able to do by the end of year 6. It 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 (MCEETYA 2004). 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.

Data collections for the science literacy performance indicator have been developed. Data for 2006 are anticipated to be available for the 2009 Report.

The National Year 6 Science Assessment measures the scientific literacy of a sample of students and was conducted for the first time in 2003, and will be conducted triennially (MCEETYA 2004). Results from the 2003 national science literacy sample assessment are included in tables 3A.92–94 and are discussed in more detail in the 2006 Report (SCRGSP 2006, pages 3.59–62).

Civics and citizenship performance

'Civics and citizenship performance' is an outcome indicator (box 3.12).

Box 3.12 **Civics and citizenship performance**

'Civics and citizenship performance' is an outcome 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 for subgroups). The proficient standard for civics and citizenship performance is set at proficiency level 2 for year 6, and at level 3 for year 10, (of levels 1 to 5). This is a challenging level of performance where students needed to demonstrate more than minimal or elementary skills expected of a student at that year level to be regarded as having reached the proficient standard. It 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 (MCEETYA 2006b). 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 Years 6 and 10 Civics and Citizenship Assessment measures civics and citizenship performance and was conducted for the first time in 2004, and will be conducted triennially. The sample was drawn from all states and territories and both government and non-government schools participated. In 2004, 10 712 year 6 students from 318 government and non-government schools and 9536 year 10 students in 249 government and non-government schools across states and territories, participated in the national civics and citizenship assessment (MCEETYA 2006b).

Years 6 and 10 civics and citizenship performance 2004 results are reported as the proportion of Australian students from the sampled students (years 6 and 10 enrolled in participating schools) who achieved at the proficient standard or above. Nationally, the proportion of participating students who achieved at the proficient standard or above in civics and citizenship performance was 47.0–53.0 per cent for year 6 students and 36.5–42.1 per cent for year 10 students (figure 3.38).

The national proportion of year 6 students by equity group who achieved at the proficient standard or above in civics and citizenship performance was:

- 50.1–56.7 per cent for female students, higher than the proportion for male students (43.0–50.0 per cent)
- 17.1–30.5 per cent for Indigenous students
- 42.1–52.1 per cent for LBOTE students (table 3A.97).

The national proportion of year 10 students by equity group who achieved at the proficient standard or above in civics and citizenship performance was:

- 39.8–47.6 per cent for female students, higher than the proportion for male students (31.5–37.9 per cent)
- 14.2–30.6 per cent for Indigenous students
- 32.9–39.3 per cent for LBOTE students (table 3A.97).

The national proportion of year 6 students by geolocation who achieved at the proficient standard or above in civics and citizenship performance was:

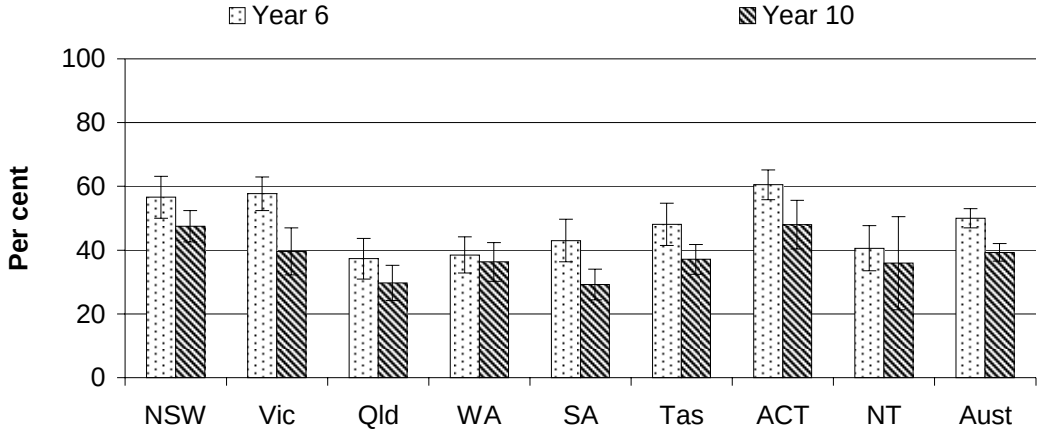
- 51.6–55.4 per cent for metropolitan students
- 39.9–44.7 per cent for provincial students
- 31.3–53.1 per cent for remote students (table 3A.96).

The national proportion of year 10 students by geolocation who achieved at the proficient standard or above in civics and citizenship performance was:

- 38.3–42.1 per cent for metropolitan students
- 34.6–40.2 per cent for provincial students
- 14.7–36.5 per cent for remote students (table 3A.96).

Civics and citizenship performance by parental occupation and parental educational attainment are reported in MCEETYA (2006b).

Figure 3.38 **Proportion of year 6 and 10 students achieving at the proficient standard or above, civics and citizenship performance, 2004[a, b]**



[a] Error bars represent the 95 per cent confidence intervals associated with each point estimate. [b] Minimum standards like the benchmarks in literacy and numeracy have not been set for civics and citizenship performance. The standard for civics and citizenship performance is set at proficiency level 2 for year 6 and level 3 for year 10 (of levels 1 to 5 or above) a challenging level of performance, with students needing to demonstrate more than minimal or elementary skills expected at that year level to be regarded as reaching it. Data represent the proportion of students at or above the proficient standard.

Source: MCEETYA (2006b); table 3A.95.

Information and communication technology literacy performance

'Information and communication technology literacy performance' is an outcome indicator (box 3.13).

Box 3.13 **Information and communication technology literacy performance**

'Information and communication technology literacy performance' is an outcome indicator of governments' objective that young Australians should be confident, creative and productive users of new technologies.

Information and communication technology literacy performance is a measure of the proportion of years 6 and 10 students achieving the applicable proficient standard.

Data collections for information and communication technology indicators have been developed (see section 3.4 for details). Data for 2005 are anticipated to be available for the 2008 Report.

Other outcomes

Vocational education and training (VET) in schools participation

'VET in schools participation' is an outcome indicator (box 3.14).

Box 3.14 **VET in schools participation**

'VET in schools' participation is an outcome 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.

Data collections for the VET in schools participation indicator has been developed (see section 3.4 for details). Data for 2005 are anticipated to be available for the 2008 Report.

Vocational education and training (VET) in schools attainment

'VET in schools attainment' is an outcome indicator (box 3.15).

Box 3.15 **VET in schools attainment**

'VET in schools' attainment is an outcome 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.

Data collections for the VET in schools attainment indicator has been developed (see section 3.4 for details). Data for 2005 are anticipated to be available for the 2008 Report.

Completion

'Completion' is an outcome indicator (box 3.16).

Box 3.16 **Completion**

'Completion' rate is an outcome 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. 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 gender. Geographic isolation is determined using the agreed MCEETYA Geographic Location Classification. 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.

Holding other factors constant, a higher or increasing completion rate suggests an improvement in educational outcomes. The aggregation of all postcode locations into three categories — high, medium and low — 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.

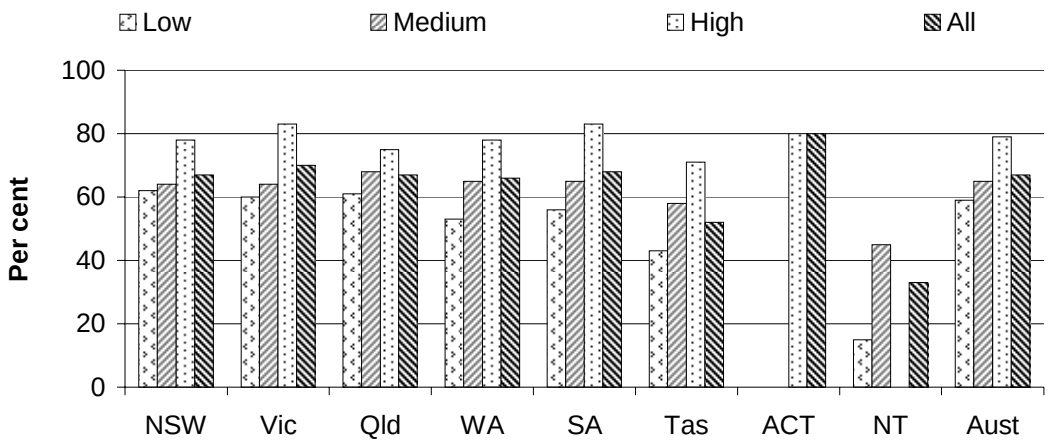
Completion rates are primarily used as indicators of trends and are used, in part, because information on participation and retention rates is generally not available by socioeconomic background or geographic location. Comparisons across jurisdictions are not recommended and need to be made with care, 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 2005. The completion rate for male students was 61 per cent compared with 73 per cent for females (figures 3.39-40, tables 3A.122-123).

Nationally, year 12 completion rates for students from low (59 per cent) and medium socioeconomic backgrounds (65 per cent) were 20 percentage points and 14 percentage points respectively below those for students from a high (79 per cent) socioeconomic background in 2005 (figure 3.39). Completion rates were higher for female students than for male students in all socioeconomic categories (table 3A.122).

Figure 3.39 **Completion rates, year 12, by socioeconomic status, 2005 (per cent)[a, b, c, d, e]**



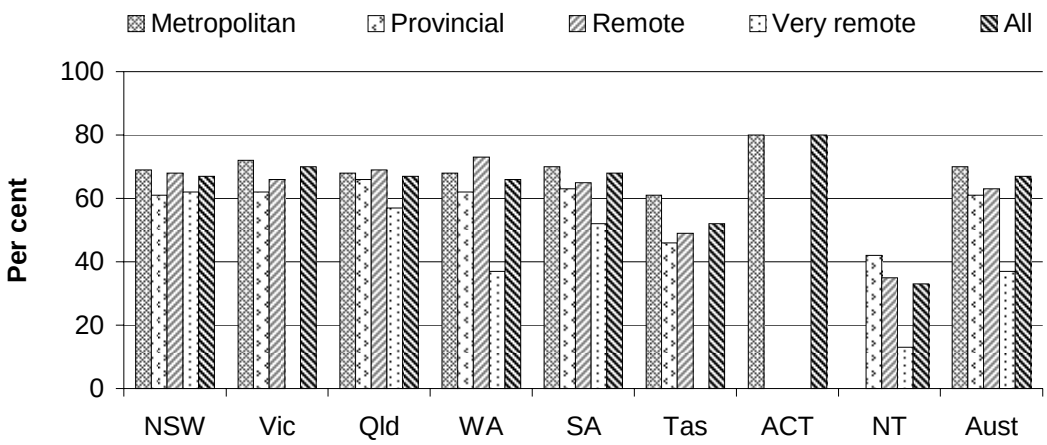
[a] Completion rates are estimated by calculating the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population. The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by five. [b] The ABS Index of Disadvantage has been used to calculate socioeconomic status on the basis of postcode of students' home addresses. [c] 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. [d] 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. [e] 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. **np** Not published.

Source: DEST (unpublished); table 3A.122.

Nationally, the completion rate was higher in the metropolitan zone (70 per cent) than in all areas (67 per cent). The completion rate was lower in the provincial zone (61 per cent), remote areas (63 per cent) and very remote areas (37 per cent), than for all areas (figure 3.40).

Gender differences are also evident with completion rates higher for females for all localities. In the metropolitan zone, the female completion rate was 75 per cent compared with 65 per cent for males. In the remote zone, the female completion rate was 75 per cent compared with 53 per cent for males (table 3A.123). Time series data on national completion rates are shown in tables 3A.122 and 3A.123.

Figure 3.40 **Completion rates, year 12, by geolocation, 2005 (per cent)[a, b, c, d, e]**



[a] 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. [b] Definitions are based on the agreed MCEETYA Geographic Location Classification. [c] The ACT is included in the metropolitan zone. [d] Darwin is included in the provincial zone. [e] 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. .. Not applicable. **np** Not published.

Source: DEST (unpublished); table 3A.123

Destination

'Destination' is an outcome indicator (box 3.17).

Box 3.17 **Destination**

'Destination' (school leaver destination) is an outcome 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.

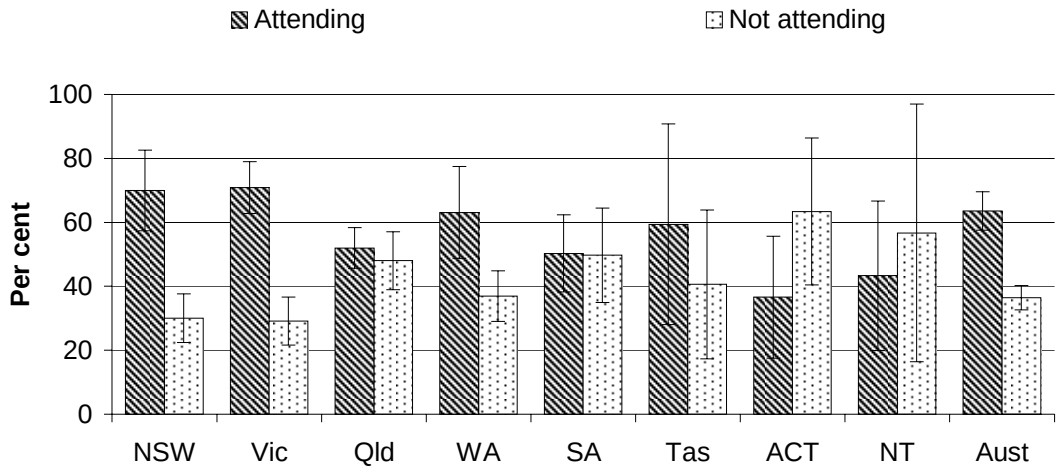
School leaver destination is defined as the number of school leavers who attend post school education and training as a percentage of all school leavers. It is reported by highest level of schooling completed (year 12 or year 11 and below).

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, 63.6 per cent of year 12 school leavers were enrolled in further study, with 38.3 per cent attending higher education and 25.2 per cent attending TAFE courses or other study (figure 3.41, table 3A.124). For year 11 and below school leavers, 33.7 per cent were attending further education (table 3A.124).

Of the 36.4 per cent of year 12 school leavers who were not attending further education, 16.6 per cent were employed full time and 19.8 per cent were either employed part time, unemployed or not in the labour force (table 3A.124). Detailed information relating to year 12, year 11 and below and all school leavers across jurisdictions is in table 3A.124.

Figure 3.41 **Destination of year 12 students, 2005[a, b, c, d]**



[a] Data are for year 12 students who left school in 2004. [b] Error bars represent the 95 per cent confidence interval associated with each point estimate. [c] The categories for employment and enrolment are not exclusive. That is, for example, people enrolled may also be employed. [d] 'Not attending' includes people in full time employment and 'other', which includes part time workers, unemployed people and people not in the labour force.

Source: ABS survey of Education and Work (unpublished); table 3A.124

The Education preface of this Report includes 2005 destination data of 2004 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 2005 after leaving school in the previous year (see table B.7).

The school leaver destination survey results reported below are from three jurisdictions' State specific surveys, using different research methods and data collection instruments. The individual jurisdictional surveys were developed for various jurisdictional specific 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 may become available (box 3.18).

Box 3.18 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 2006 On Track Survey contacted 32 239 (71 per cent) of the eligible 2005 Year 12 or equivalent cohort from both government and non-government schools. Of these students, 75.7 per cent were in further education and training (46.1 per cent were enrolled at university, 20.4 per cent were TAFE enrolled and 9.2 per cent had taken up apprenticeships or traineeships). Of the 24.3 per cent who were not in further education and training, 13.0 per cent were in full or part time employment, 8.0 per cent had deferred a tertiary place and 3.3 per cent were looking for work.

Queensland

Queensland's Next Step destination survey was first commissioned in 2005. The annual survey targets all students who completed Year 12 in both government and non-government schools. Responses are collected by telephone interview between March and May in the year after completion of Year 12.

In 2006, its second year, the survey was completed by 30 989 Year 12 completers (77.5 per cent) from 407 schools. The results showed that 65.3 per cent of respondents continued in some recognised form of education and training in the year after they left school. The most likely destination was university degree programs (36.7 per cent), followed by VET (28.6 percent), which included apprenticeships (9. per cent) and traineeships (6.1 per cent). One in three Year 12 completers (34.7 per cent) did not enter post-school education or training, but were either employed (27.3 per cent), seeking work (5.7 per cent) or neither studying nor in the labour force (1.7 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 government school year 12 completers and year 10 and 11 early leavers. The 2006 collection resulted in destinations being obtained for 9978 (90.9 per cent) of the 10 978 eligible Year 12 government school students.

The majority of students 7116 (71.3 per cent) were in either education or training. Of these students, 3250 (32.6 per cent) were enrolled in university studies, 2466 (24.7 per cent) were enrolled in TAFE studies and 1105 (11.1 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, 1155 (11.6 per cent) were in full time, and 755 (7.6 per cent) were in part time employment, 353 (3.5 per cent) were looking for a work or a study opportunity, 253 (2.5 per cent) were neither working nor seeking work and 346 (3.5 per cent) declined to participate.

Source: State and Territory governments (unpublished).

3.4 Future directions in performance reporting

Participation, retention and completion rates

The participation, apparent retention and completion rates included in this Report may not reflect the increasing number of students who enrol in school part time or choose to pursue their senior secondary studies or an equivalent VET qualification at TAFE. These measures are under examination, and supplementary participation measures are reported in the 'Education preface'.

Nationally comparable reporting of learning outcomes

The MCEETYA Performance Measurement and Reporting Taskforce (PMRT) is developing 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.

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. From 2008, Year 9 students will be included along with years 3, 5 and 7 students in a national assessment program which uses a common set of national tests for literacy and numeracy. A trial of the national literacy and numeracy tests occurred in May 2006, and a report was to be provided to ministers in December 2006.

The Council of Australian Governments' (COAG) National Reform Agenda Human Capital Stream includes indicative outcomes and performance measures about education and training including literacy measures. The Steering Committee will monitor the implementation of the National Reform Agenda, including any data developments that are relevant to school education.

Information and communication technology

Education ministers have agreed to a national information and communication technology assessment of students at years 6 and 10 every three years. The 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. Years 6 and 10 information and communication

technology literacy data are expected to be available in 2007 and will be included in the 2008 Report.

VET in schools participation and attainment

Education ministers have endorsed two new indicators for VET in schools, replacing five measures previously approved or noted. Participation and attainment data for VET in schools have been collected annually from 2005 and are expected to be included in future Reports. These new indicators are detailed in boxes 3.14 and 3.15.

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 2005b). The COAG also made a commitment to improved attendance data in 2006. The PMRT is working on developing key performance measures for attendance which may be ready for implementation in 2007.

Nationally consistent definitions

The collection of nationally comparable data — against which educational achievement and outcomes can be reported — involves, among other factors, the collection of nationally consistent information on student group background characteristics. National definitions have been developed and agreed for gender, Indigenous status, LBOTE students, geographic location and socioeconomic status. The nationally agreed definitions will be applied to all new student enrolments from 2006 for all national reporting requirements on student outcomes. The PMRT is working on developing an appropriate measure to enable reporting on educational outcomes for students with disabilities.

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 (such as Indigenous and ethnic status).

Australian Government comments

“The Australian Government provides significant funding to enhance the learning outcomes of all school students. Targeted funding is provided to improve the learning outcomes of students with special needs, including Indigenous students, students with disabilities, those from a language background other than English, low socioeconomic status or who are geographically isolated.

The Australian Government substantially increased its funding allocations for Indigenous education for the 2005–2008 quadrennium, emphasising that Indigenous education remains a major priority. A significant restructure of programmes was undertaken in order to redirect funding to initiatives that have been demonstrated to work, such as the National Accelerated Literacy Programme, to put greater weighting of funding towards Indigenous students of greatest disadvantage — those in remote areas of the country, and to make mainstream programmes work harder for Indigenous students.

Assistance for all young Australians to make the transition from school to further education and training or work is also funded by the Australian Government. Career Advice Australia is an Australian Government initiative committed to supporting young people aged 13–19 years through this transition via a range of programmes and services. Under the Career Advice Australia network, the successful Career and Transition pilot has been progressed as the Career and Transition Support programme facilitated by Local Community Partnerships. The Partnership Outreach Education Model pilot will also be progressed as a mainstream programme and have national coverage through 60 service regions across Australia from 2007. In 2005, the Australian Government also introduced Australian Technical Colleges, an initiative which adds to the ways young people can start an apprenticeship while attending school.

The Investing in Our Schools Programme, which provides $1 billion over the 2005–2008 quadrennium, commenced in 2005. Its objective is to deliver much needed school infrastructure to meet priorities identified by government and non-government school communities.

Performance targets for year 3 were extended in 2005 to include students in years 5 and 7. Each child’s performance against the national literacy and numeracy benchmarks for years 3, 5 and 7 were reported to parents by education authorities and schools.

Some 6200 students nationally were assisted through the pilot Tutorial Voucher Initiative which provided $700 worth of one-to-one reading tuition to parents or caregivers of students who were below the year 3 national reading benchmark in 2003.

The Australian Government is committed to improving the quality of teaching and school leadership. Teaching Australia was established in November 2005 with the aim of raising the status, quality and professionalism of teachers and school leaders throughout Australia.”

New South Wales Government comments

"The NSW Education and training budget for 2006-07 will reach $10.7 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. 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.

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. Some $65 million will be invested in this program over four years.

In 2005 NSW established the NSW Institute of Teachers to retain and support high quality teachers and promote professional development. Other NSW strategies focussing on improving student outcomes include:

- Reducing class sizes in the early school years. In 2006, kindergarten classes were reduced to a statewide average of 19.3 students and year 1 classes were reduced to a statewide average of 21.3 students.
- Increasing focus on literacy and numeracy. Over the next four years, over $616 million will be allocated to the new NSW State Literacy and Numeracy Plans. In addition, NSW is actively participating in the Human Capital stream of the COAG National Reform Agenda, a key element of which is to increase the proportion of young people meeting basic literacy and numeracy standards, and to improve overall levels of achievement.
- $15.6 million allocated to strengthen support to students in special schools and special classes by providing 660 additional teachers aides positions by 2007.
- Developing foundation statements for primary schools which clearly define how much time should be spent on each topic, with 45–55 per cent devoted to literacy and numeracy.
- Establishing 21 new preschools in NSW Government primary schools, taking the total number of departmental preschools to 100."

Victorian Government comments

“The Victorian Government is committed to a vision of an assured future for all Victorians and a prosperous society through learning. A strong education system is vital to ensure that Victorians have the knowledge and skills to be active, informed and productive citizens.

The Government’s continued investment in school education has had a positive effect on class size. Prep to year 2 class sizes continue to drop. In 2006 the average class size was 20.8 students, maintaining 2005’s lowest class sizes on record since 1973. Increasing the participation rates in all stages of education is a key goal of the Government. Retention rates remain strong with high numbers of students staying on to Year 12. The February apparent retention rate from year 7 to year 12 has increased from 81.2 per cent in 1999 to 84.4 per cent in 2006. The number of Year 10 students staying at school until year 12 increased from 78.7 per cent to 82.2 per cent between August 1999 and August 2005.

The proportion of young people completing year 12 or equivalent remains strong. The number of 20–24 year olds who had completed Year 12 or equivalent in 2005 was 85 per cent, nearly 3 percentage points higher than the Australian average.

Key initiatives from the Blueprint for Government Schools continue to be implemented by the Government. The Blueprint outlines the reform agenda for a highly effective government school system for Victoria. The Victorian Essential Learning Standards, a key Blueprint initiative, were validated and implemented during 2006. The Standards will ensure that students finish their compulsory years of schooling equipped with the knowledge, skills and personal qualities needed for further education, work and life.

New plain English Student report cards for both primary and secondary schools, including a focus on past performance and future development needs, A–E assessment and progress against the Standards, are being introduced with widespread support.

The Education and Training Reform Bill was passed by the Victorian Parliament in May 2006. The Act emerged from a legislative review that included an extensive public consultation process and includes a set of overarching principles upon which the practice of education and training will be based.

An independent review of VET arrangements in Victoria was released in February 2006. This was followed in March by the Ministerial Statement Maintaining the Advantage: Skilled Victorians. This investment represents the largest injection of funds ever made into the VET sector in Victoria.

The Victorian Certificate of Applied Learning (VCAL) provides an alternative pathway to the Victorian Certificate of Education for students in Years 11 and 12. In 2005, 10 675 students enrolled in the VCAL with 380 providers, an increase from 8125 students and 322 providers in 2004.”

Queensland Government comments

“ Through the Department of Education, Training and the Arts, the Queensland Government is creating a State where knowledge, creativity, innovation and skills will stimulate enduring economic growth and social development. A key element in the Government’s vision of a clever and creative Queensland is a modern, responsive education system. (From 1 October 2006 Training has been integrated within the new Department of Education, Training and the Arts).

The introduction of the new *Education (General Provisions) Act 2006* will provide for the introduction of a universal preparatory year from 2007, exchange of student information across all schools, recognition of home education as a legitimate alternative to education at school, and improved reporting by schools to the community and parents.

The Schools Reporting reforms provide for a range of information to be made available to parents about the achievements of students, and for schools to publish performance information on their websites. Annually, parents will be provided with two written student reports and the opportunity for at least two parent-teacher interviews. The publication by schools of destinations of their students who completed year 12 is accompanied by a state-wide perspective in the *Next Step Report 2006*, which publishes destination data based on the responses of 78 per cent of students who completed year 12 in 2005.

The Queensland Government is continuing its commitment to improving standards, quality and comparability of reporting through trials of the Smarter Learning: Queensland Curriculum, Assessment and Reporting Framework. Furthermore, senior students who graduate in 2008 will receive a Queensland Certificate of Education which will recognise student achievement in a wider range of learning areas.

To improve student outcomes, the Government has prioritised the allocation of $84 million for the Smart Classrooms Strategy for the integration of new technologies into teaching and learning. A further $1 billion has been injected through the Tomorrow’s Schools — Providing for a Smarter Future, a comprehensive five year school rebuilding and renewal program to revitalise Queensland schools. Through the Smart State strategy, $45.8 million has been committed over four years for two new Smart Academies for Queensland’s best and brightest maths, science and technology and creative arts students in years 10 and 11 commencing in 2007.

An additional $3.5 million per annum recurrent funding and $9.2 million in capital funding for projects will be provided under the Bound for Success initiative to assist Aboriginal and Torres Strait Islander children in remote communities transition from home to school and from primary to secondary schools in urban locations.

To further strengthen school discipline and promote positive student behaviour, a code of behaviour for all government schools was introduced as part of the Government’s Better Behaviour, Better Learning $28.6m initiative. ”

Western Australian Government comments

"Beginning in 2006, all young people in WA must now attend school full time or undertake a range of other approved education, training or employment options until the end of the year in which they turn 16. From 2008, the same conditions will apply to those turning 17.

The Department of Education and Training is committed to the delivery of motivating and engaging educational programs in public schools. Students who would otherwise have left school now participate in meaningful and flexible programs that suit their particular learning needs and interests including schooling, vocational education and training, apprenticeships or traineeships, employment or combinations of these.

The extension of outcomes and standards education to Years 11 and 12 has begun, completing the process that started in 1999, when public schools were required to introduce the Curriculum Framework in Kindergarten to Year 10.

The phased introduction of the new courses of study for Year 11 and 12 continues. Four new courses will be introduced in Year 11 in 2007. Teacher Development Centres are being established in public senior high schools to support teachers and schools, with host schools and staff being selected by a competitive process.

The Department continues to focus on improving literacy and numeracy standards, which are vital to progress in all learning areas. The Getting it Right (GiR) strategy has trained and placed over 300 specialist teachers in selected primary and district high schools and the government has committed additional funding over the next four years to extend the GiR model to public secondary schools.

There is a strong emphasis on improving the educational outcomes of Indigenous students. The Aboriginal Literacy Strategy is a highly-structured program that aims to close the performance gap between Indigenous and non-Indigenous students. Introduced into remote schools in 2005, the strategy was extended in 2006 to other public schools with large Indigenous enrolments.

The Follow the Dream Aboriginal Tertiary Aspirations Strategy targets high-achieving students as they begin their secondary education. In 2005, some 650 students were provided with academic extension activities after school hours to enable them to aim to complete Year 12 and enter tertiary studies.

The Department's Behaviour and Management and Discipline strategy continues to support schools to manage student behaviour problems more effectively. Eighty-two per cent of schools aiming to improve student behaviour reported gains in student attendance, student social and self-management skills, increased teacher confidence and reductions in bullying."

South Australian Government comments

“The long term approach towards supporting the education and care of young people and their families continued in 2005 and 2006.

Student data demonstrated the continuing improvement of school retention rates. Between January 2004 and September 2006, a total of 7335 young people have participated in School Retention Action Plan programs or activities. In addition, 2128 young people have had once off contact with programs or activities. This includes the Innovative Community Action Networks where communities were challenged to achieve improved youth participation and retention in education, training and employment.

There were noteworthy improvements in the areas of student literacy and numeracy. Based upon the latest figures released for 2005 over 90 per cent of year 3 and year 5 children are now achieving the reading, writing and numeracy benchmarks.

Staff learning and skill development continued as a priority. The launch of the Leaders’ Framework saw around 100 leaders and aspiring leaders participate in foundations programs. Beginning teachers were supported through networking conferences. More staff graduated from nationally accredited programs offered through the Department, including qualifications such as the Certificate III in Children’s Services and the Graduate Certificate in Public Sector Management.

The “Success for All: Ministerial Review of Senior Secondary Education in South Australia” prepared by the South Australian Certificate for Education (SACE) Review Panel, was released during the election campaign in February/March 2006. The report contained 26 recommendations for reviewing and reforming the SACE. Core work at present is centred on the investigation of key recommendations, particularly those identified in the final report as requiring further exploration.

Announced as part of the 2006-07 budget, the “Education Works” program is aimed at ensuring all children and students have access to broad and diverse curriculum pathways for future training and employment and healthy, safe environments in which to learn. Community forums will invite local communities to look at what is best for their community and their children’s futures. Education Works initially will: deliver 6 brand new schools, establish 10 Trade Schools for the Future, create 20 Children’s Centres, and as part of the Enterprise Bargaining process, provide an extra 100 teachers over four years to help create smaller Year 3 class sizes.

In 2007, the Department of Education and Children’s Services will focus on the following priorities — the early years, senior secondary education, Aboriginal young people and employees, achievements in literacy, numeracy, and science, supported by quality teaching with a focus on achievement, engagement and wellbeing, high performing and accountable leadership, and effective community engagement and governance.”

Tasmanian Government comments

“This year, the department continued to focus on ensuring that all Tasmanians have the opportunity to participate in quality learning at all stages of life — in the early years, at schools and as adults. Schools and colleges continued to work to meet the individual learning needs of all students, and through the Guaranteeing Futures strategy, supporting them on their journey from school to further education, training and employment.

In the 2006-07 Tasmanian Budget the Tasmanian Government funded a range of new initiatives which were announced during the election campaign in March 2006. Included in the major initiatives were:

- A Launching into Learning initiative to build on the Government's Early Years Strategy to better target children and families at risk in a Tasmanian community and help give children the best possible start in life. Programs will be provided to support reading, numeracy and other early learning activities in family friendly settings to ensure that young children are ready for school and parents are provided with the necessary skills to give their children a strong foundation for effective learning.
- Extending the Government's previous initiative to reduce class sizes in prep and year 1 by also reducing class sizes in years 2 to 7.
- Provision of increased funding to schools to enhance learning support for students with high and/or additional needs.

In July 2006 ‘The Student at the Centre: Supporting Improving Schools’ Plan was announced. This initiative plans to better link the full expertise and resources of the Department of Education with our schools and students. By doing this, we can better support Tasmanian public schools and colleges to further improve both the educational experience and the results of the students. Resources allocated to centralised functions will be reallocated closer to schools to support teachers and schools to improve student achievement and retention.

Student at the Centre strongly supports the values, purposes, and main components of our curriculum framework with emphasis on school improvement and on quality learning, particularly in literacy and numeracy. In response to parents and school teachers a report was commissioned in 2006 to detail proposed refinements of our curriculum. The existing underlying principles, values and purposes, and the learning, teaching and assessment principles developed through the Essential Learnings will remain the foundation of the refined Tasmanian Curriculum.”

Australian Capital Territory Government comments

“The ACT Government works in partnership with the community to deliver a sustainable, world class education and training system that will significantly add to the economic, social and cultural well-being of the people of the ACT. 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.

A key Government initiative is Towards 2020: Renewing Our Schools, which will provide over four years, $90 million for school infrastructure upgrades and $20 million to ensure ACT students have greater access to the most modern information and communication technology.

In 2006, 29 ACT Department of Education and Training schools completed the first three-year cycle of school review and development and underwent an external validation process. The primary focus of the school’s self-assessment of its performance is around student performance and growth, and the school’s achievements in the four domains of Teaching and Learning, Student Environment, Leadership and Management and Community Involvement.

In July 2006, the phase 2 draft of the new ACT curriculum framework for preschool to year 10 was released for trial and consultation. The new curriculum framework will be implemented from 2008 and drive change in pedagogy, curriculum and assessment in all ACT P–10 government and non-government schools.

An action plan has been developed to implement the recommendations in the Government Secondary Colleges In the ACT Challenge, Opportunity and Renewal (2005) report.

To further progress its student health and wellbeing agenda, the Department has implemented a school canteen accreditation program focusing on a whole school approach to healthy nutrition. Five schools achieved accreditation in 2006 under this program which is part of the new School Canteen Policy for ACT Government Schools.

The Department continued its commitment to enhance knowledge and understanding of the Disability Standards for Education by conducting workshops for classroom teachers. A DVD for use in individual schools for ongoing training around the Standards was produced and distributed to all schools.”

Northern Territory Government comments

"The Department of Employment, Education and Training (DEET) is committed to the improving education and training outcomes for students of all ages and to creating pathways between school, training and employment so all Territorians have the opportunity to actively participate in the future of the Territory.

Significant highlights for the Northern Territory include:

The planning and implementation of the Government endorsed middle years approach in NT Schools continues to be key strategic priority for the Department. The most compelling reason for the reform was the need to improve educational outcomes, student retention rates and to better prepare students for their senior years of education. From 2007, year 10 students will form part of the senior years of schooling and will be located in senior colleges. In 2008, year 7 students will join years 8 and 9 in dedicated middle schools, which will deliver programs designed to meet the learning and development needs of those students. In Alice Springs and Tennant Creek the changes will take effect in 2007.

A record 927 year 12 students achieved their Northern Territory Certificate of Education in 2005. This is an increase of 71 students compared with 2004, including a record 25 from the Territory's six remote community education centres that are accredited to provide senior secondary programs (up from four students in 2004 and three students in 2003).

Implementation of a new world-class distance learning service to deliver education to remote Territory students has commenced. The Northern Territory Distance Learning Service will draw the existing NT Open Education Centre, Katherine School of the Air and the Alice Springs School of the Air together under one policy and strategic framework, enabling the schools to work closely with one another. Another leading-edge element will be the trialling of a 'virtual school', in which new technology will enable teachers to deliver lessons in real-time and online to students across the Territory.

The Indigenous Education Strategic Plan 2006-2009, was launched in 2006. It articulates DEET's key statement to drive major improvements in Indigenous education outcomes, to build a strong, relevant education system that delivers results for Indigenous Territorians.

The Australian and Northern Territory Government funded National Accelerated Literacy Program (NALP) continues to be expanded with 27 schools, 3293 students participating in 2005 and 50 schools, 4749 students participating in 2006. Building the workforce capacity has been a priority for the project with 220 teachers in 2005 and 442 teachers in 2006 receiving professional development to support the delivery of the accelerated literacy methodology in the NALP schools."

3.6 Definitions of key terms and indicators

Apparent retention rates

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. The rate is calculated by dividing the total number of full time students in year 12 in 2005 by the total number of full time students in year 10 in 2003.

Full time equivalent student

The FTE of a full time student is 1.0. The method of converting part time student numbers into FTEs should be based on the student's workload compared with the workload usually undertaken by a full time student. The FTE of part time primary students was included for the first time for 2001.

Full time student

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.

Geographic classification

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.

A. Metropolitan zone

1. Mainland State capital city regions statistical divisions: Sydney, Melbourne, Brisbane, Adelaide and Perth statistical divisions.
2. Major urban statistical districts (100 000 or more population): ACT–Queanbeyan, Cairns, Gold Coast–Tweed, Geelong, Hobart, Newcastle, Sunshine Coast, Townsville, Wollongong.

B. Provincial zone (non-remote)

3. Provincial city statistical districts plus Darwin statistical division.

   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.

   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.

4. Other provincial areas (CD ARIA Plus score ≤ 5.92)

Inner provincial areas (CD ARIA Plus score < 2.4)

Outer provincial areas (CD ARIA Plus score > 2.4 and < 5.92)

C. Remote zone

5. Remote zone (CD ARIA Plus score > 5.92)

Remote areas (CD ARIA Plus score > 5.92 and ≤ 10.53)

Very remote areas (CD ARIA Plus score > 10.53)

Government recurrent expenditure per full time equivalent student

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 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 two years. When calculating the 2004-05 average expenditure per student, for example, the total expenditure figure is at 2004-05 but the total student number figure is the average of student numbers from 2004 and 2005.

Indigenous student

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.

In-school costs

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.

Language background other than English (LBOTE) student

A status that is determined by administrative processes that vary across jurisdictions.

Out-of-school costs

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.

Part time student

A student undertaking a workload that is less than that specified as being full time in the jurisdiction.

Participation rate

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.

Potential year 12 population

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.

Real expenditure

Nominal expenditure adjusted for changes in prices, using the GDP price deflator and expressed in terms of final year prices.

Science literacy	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.
Socioeconomic status	As per footnotes to table 3A.122, which provide definitions specific to each 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.
Source of income	In this chapter, income from either the Australian Government or State 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 provide, therefore, only a broad indication of the level of Australian Government funding.
Student-to-staff ratios	The number of FTE students per FTE teaching and non-teaching staff. Students at special schools are allocated to primary and secondary. The FTE of staff includes those who are generally active in schools and ancillary education establishments.
Student	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.
Student, primary	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.
Student, secondary	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.
Students with disabilities	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.
Teacher	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) (MCEETYA 2002).
Ungraded student	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.

3.7 Supporting tables

The files containing the supporting tables are provided in Microsoft Excel format as \Publications\Reports\2007\Attach3A.xls and in Adobe PDF format as \Publications\Reports\2007\Attach3A.pdf. The files containing the supporting tables can also be found on the Review web page (www.pc.gov.au/gsp). Users without access to the CD-ROM or Internet can contact the Secretariat to obtain the supporting tables (see contact details on the inside front cover of the Report).

Table 3A.1	Government schools: students, staff and school numbers
Table 3A.2	Non-government schools: students, staff and school numbers
Table 3A.3	All schools: students, staff and school numbers
Table 3A.4	All schools: students time series, by sex
Table 3A.5	Students as a proportion of the population, 2005 (per cent)
Table 3A.6	Australian Government specific purpose payments for schools, 2004-05
Table 3A.7	Real Australian, State and Territory government recurrent expenditure on government schools (2004-05 $'000)
Table 3A.8	Real Australian, State and Territory government recurrent expenditure per student, government schools (2004-05 $ per FTE student)
Table 3A.9	Real Australian, State and Territory government recurrent expenditure
Table 3A.10	Value of capital stock, government schools ($'000)
Table 3A.11	Treatment of assets by school education agencies
Table 3A.12	Comparability of government expenditure on government schools — items included, 2004-05
Table 3A.13	Students-to-staff ratios, 2005
Table 3A.14	Distribution of school sizes — government schools, 2005 (per cent)
Table 3A.15	Distribution of school sizes — non-government schools, 2005 (per cent)
Table 3A.16	Distribution of school sizes — all schools, 2005 (per cent)
Table 3A.17	Full time student enrolments and schools (number)
Table 3A.18	Change in number of schools and number of students, 2001–05 (per cent)
Table 3A.19	Indigenous full time students, 2005
Table 3A.20	Students from language backgrounds other than English as a proportion of all students (per cent)
Table 3A.21	Funded students with disabilities, 2005
Table 3A.22	Student body mix, government schools (per cent)
Table 3A.23	Student body mix, non-government schools (per cent)
Table 3A.24	Student body mix, all schools (per cent)
Table 3A.25	Proportion of students attending schools in metropolitan, provincial and remote zones, 2005 (per cent)

3.8 References

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4 Vocational education and training

This chapter focuses on performance information — equity, effectiveness and efficiency — for government funded vocational education and training (VET) in Australia in 2005. 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.

VET services delivered by providers receiving government funding allocations, which relate directly to training activity funded under the Commonwealth–State Training Funding Agreement, are reported in this chapter. These VET services include the provision of vocational programs of study 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 chapter 3) or university education.

This year, the chapter has been enhanced by:

- reporting on employer outcomes
- replacing the Rural, Remote and Metropolitan Area (RRMA) classification system used for target group indicators with the Accessibility and Remoteness Index of Australia (ARIA) classifications currently used by the Australian Bureau of Statistics (ABS)
- reporting annual growth in skill outputs from VET
- reporting on a broadened Student Outcomes Survey to include data on total 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).

Section 4.1 contains a profile of the VET sector in Australia, and provides the context for assessing performance indicators in the subsequent sections. Section 4.2 describes the framework of performance indicators for VET, 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 VET 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 supporting tables in section 4.7 and a list of references in section 4.8. Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 4A.4 is table 4 in the attachment).

4.1 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. The students access 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 4.1).

Box 4.1 **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 need 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 New Apprenticeship Centres (now referred to as Australian 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.

(Continued on next page)

Box 4.1 **(Continued)**

Data on student participation, efficiency measures, student achievement, qualifications completed and competencies/modules completed presented in this Report are limited to services that receive Government Agreement funding (that is, recurrently funded by Australian, State and Territory governments). These include VET services provided by:

- TAFE and other government providers, including multisector higher education institutions
- registered community providers and registered private providers (including fee-for-service programs of ACE providers).

Data on student outcomes, student satisfaction and employer outcomes includes information on VET activity and includes training from the following funding sources:

- Government Agreement
- government specific purpose outside the Government Agreement
- domestic and international fee-for-service (TAFE only).

The discussion of student outcomes and student satisfaction in the chapter focuses on students undertaking government funded TAFE activity. Additional data relating to total VET providers are available in the supporting tables.

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.

Government funding

Recurrent expenditure on VET by Australian, State and Territory governments totalled $4.1 billion in 2005 — a real increase of 2.2 per cent from 2004 (table 4A.1). Government recurrent expenditure was equal to $300 per person aged 15–64 years across Australia in 2005 (table 4A.2).

Size and scope

The VET sector is large and varied. In 2005, 33.7 per cent of Australians aged 15–64 years held a VET qualification (DEST 2006). VET qualifications can vary significantly by length, level and field.

Students

Approximately 1.6 million people participated in VET programs across Australia in 2005. The total number of VET students increased by 2.9 per cent between 2004 and 2005, and decreased by 2.3 per cent between 2001 and 2005. Of the total VET students in 2005, 1.2 million (70.8 per cent of total VET students) participated in VET programs that were funded by government recurrent expenditure through State and Territory agencies (DEST 2006, tables 4A.3-4). The number of government recurrent funded VET students declined by 6.5 per cent between 2001 and 2005, although the number of government recurrent funded curriculum hours increased by 1.5 per cent over the same period (implying that a smaller number of students were studying more hours on average). In addition, a small number of VET students (45 200, or 2.8 per cent of all VET students in 2005) were funded through specific purpose government programs (DEST 2006).

The remaining 434 100 VET students in 2005 participated on a fee-for-service basis as domestic students (25.1 per cent of all VET students) or international students (1.3 per cent of all VET students). The proportion of domestic fee-for-service students increased from 21.7 per cent of all VET students in 2001 to 25.1 per cent in 2005 (DEST 2006). Of the 1.2 million government funded VET students who participated in government funded VET programs in 2005, 3.9 per cent or 45 800 gained some sort of recognition of prior learning (RPL) (table 4A.4).

VET student participation data presented in this Report refers 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 in schools or undertook ‘recreation, leisure or personal enrichment’ education programs (DEST 2006).

Hours

Government funded VET students participated in 286.6 million government funded adjusted curriculum hours in 2005. The average number of hours delivered per government funded VET student in 2005 was 246.7 (table 4A.4).

Courses

VET qualifications range from non-award courses to certificates (levels I–IV), diplomas and advanced diplomas. In 2005, 12.5 per cent of government funded VET students were undertaking a diploma or advanced diploma, 44.7 per cent were enrolled in a certificate level III or IV, 23.2 per cent were enrolled in a certificate level I or II or lower, and 19.6 per cent were enrolled in a course that did not lead directly to a qualification (DEST 2006).

Fields of study also varied greatly. In 2005, 25.8 per cent of units of competency or modules completed by government funded VET students were in management and commerce, 17.6 per cent were in engineering and related technologies, 14.2 per cent were in mixed field programs, 9.8 per cent were in health, 8.6 per cent were in society and culture and 6.5 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 2006).

Institutions

In 2005, VET programs were delivered at 9698 locations across Australia (NCVER 2006b). Government funded programs were delivered at 8842 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). Of these locations, 1129 were TAFE and other government provider locations (tables 4A.3-4).

The infrastructure (noncurrent physical assets) of government owned TAFE institutions and TAFE divisions of universities was valued at $7.0 billion in 2005, of which 94.6 per cent comprised the value of land and buildings (table 4A.16). The value of net assets of government VET providers was $527.50 per person aged 15–64 years across Australia in 2005. Asset values varied across jurisdictions (table 4A.5).

Roles and responsibilities in 2005

The Australian National Training Authority (ANTA) was abolished from July 2005 and its responsibilities taken into the Department of Education, Science and Training (DEST). A Ministerial Council on Vocational and Technical Education (MCVTE) was established in the second half of 2005 to ensure continued

harmonisation of a national system of standards, assessment and accreditation, with goals agreed in a Commonwealth–State Training Funding Agreement.

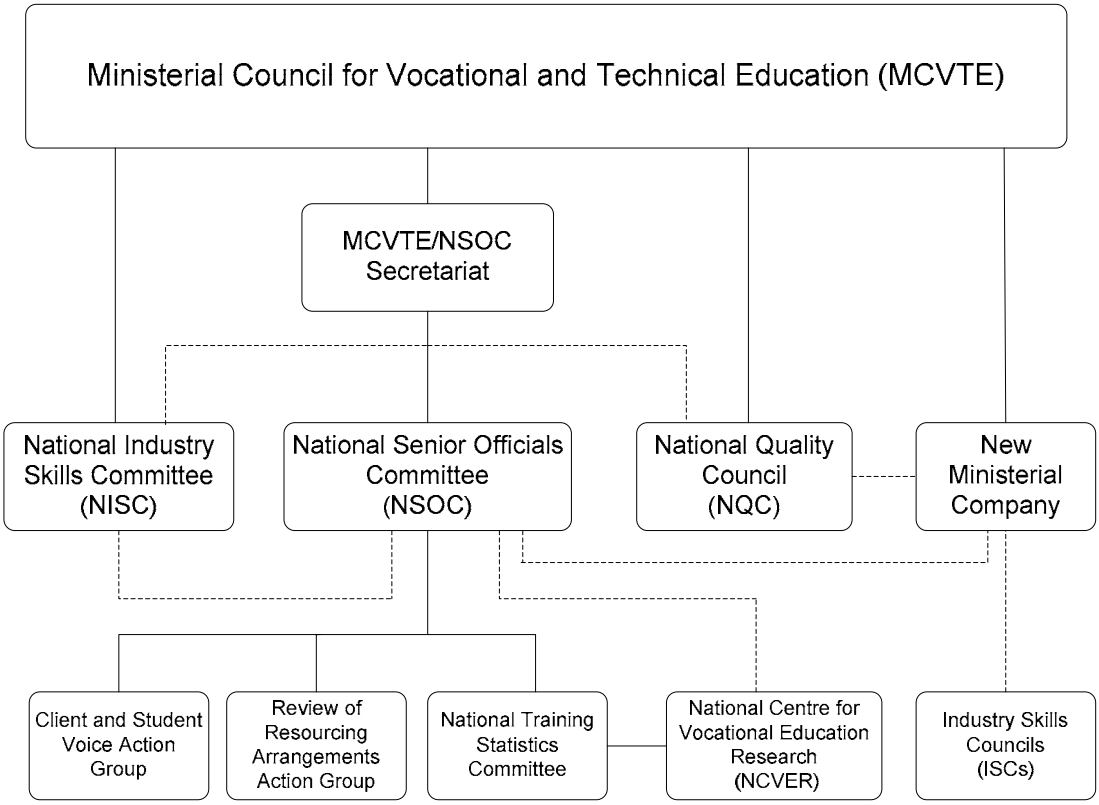
The Commonwealth–State Agreement for Skilling Australia's Workforce was established in 2005 to run from 1 July 2005 to 31 December 2008. Australian and State/Territory government ministers through MCVTE will provide direction on national policy, strategy, priorities, goals and objectives, in partnership with industry, private and public training providers. Industry advice is provided to the MCVTE through the National Industry Skills Committee (figure 4.1).

National industry training advisory arrangements in 2005

One of the guiding principles for the new training system is that industry and business need to drive training priorities and delivery. Industry Skills Councils were identified as part of the National Skills Framework agreed by the MCVTE. Industry Skills Councils were created to develop and maintain Training Packages and related products and services and provide advice on current and future industry skills and training needs to industry stakeholders, training providers and government.

Since the 2003 decision to establish ten Industry Skills Councils, these organisations have progressively replaced the former industry training advisory bodies (ITABs). The first of the Industry Skills Councils was declared on 30 September 2003, with nine of the ten being declared by the end of 2004. The final industry skills council was declared on 23 May 2005.

Figure 4.1 **Policy advice and decision making within the VET system from July 2005**



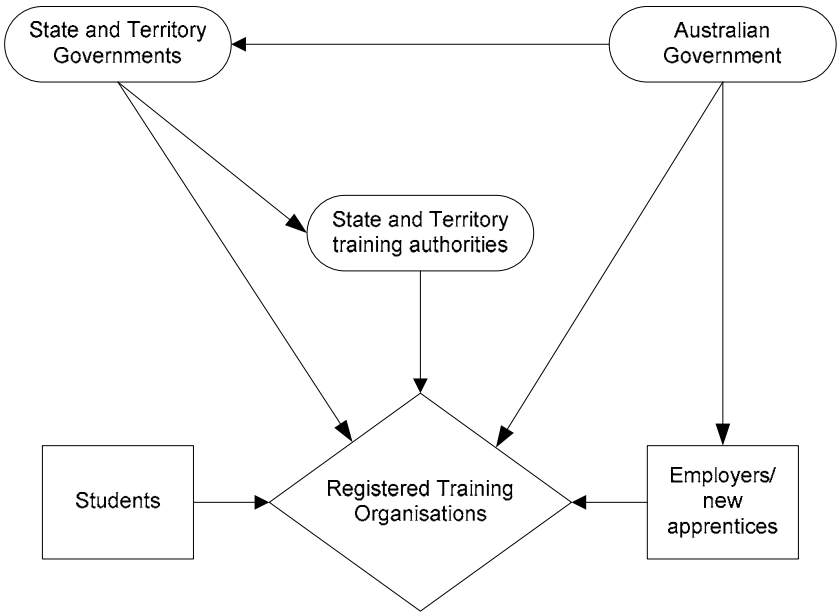
[a] Solid lines indicate direct reporting and dotted lines indicate key relationships.

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 2005 — 74.6 per cent of government recurrent funding. The Australian Government provided the remainder of government recurrent funding (NCVER unpublished). In 2005, Australian Government funding of VET services was administered and allocated to the State and Territory training authorities by DEST, through ANTA to 30 June and then directly from 1 July.

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 4.2). The Australian Government also provides funding for New Apprenticeship Centres and employer incentives for apprenticeships/traineeships (now referred to as Australian Apprenticeships).

Figure 4.2 **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 a component of additional Australian Government funds to government providers and private providers. 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 $719.0 million of government VET funding was allocated on a competitive basis in 2005 (including user choice arrangements) — 1.8 per cent less in real terms than in 2004 (table 4A.7). The degree of competition in the tendering process varies across jurisdictions. Some tenders can be contested by both government providers and private RTOs (open competitive tendering), while some

tenders are restricted to either government providers or private RTOs (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 (HRSCEET) found a number of factors impede the competitive position of TAFE institutes (HRSCEET 1998).

4.2 Framework of performance indicators

This chapter provides information on the equity, efficiency and effectiveness of government funded VET services. The performance indicator framework is developed around the VET objectives established under the national strategy for 2004–10 (box 4.2). 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 adjusted annual curriculum hour' is an indicator of the extent to which the value of government VET expenditure is maximised.

Box 4.2 **Objectives for VET, 2004–10**

The objectives established in *Shaping our Future, Australia's National Strategy for Vocational Education and Training 2004–2010* are:

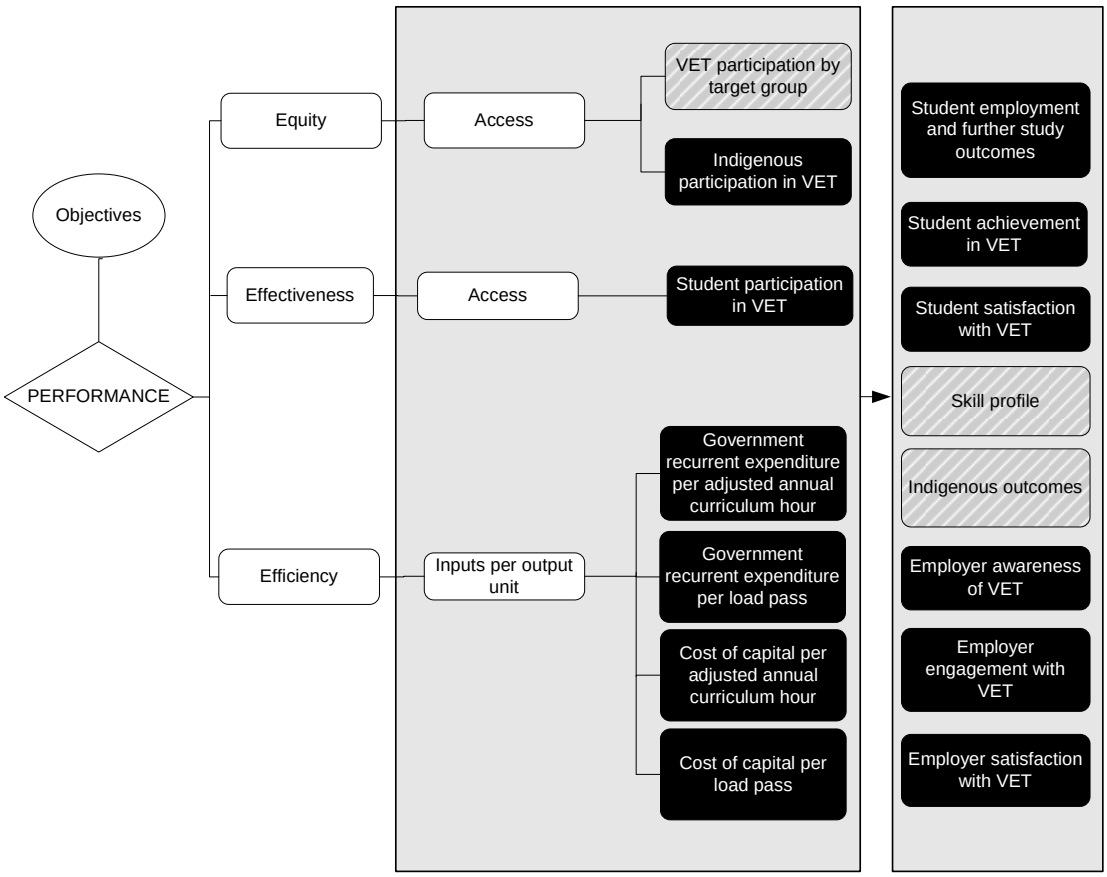
- industry will have a highly skilled workforce to support strong performance in the global economy
- employers and individuals will be at the centre of vocational education and training
- communities and regions will be strengthened economically and socially through learning and employment
- Indigenous Australians will have skills for viable jobs and their learning culture will be shared.

Source: ANTA (2004); DEST (2006).

The performance indicator framework (figure 4.3) distinguishes the outputs and outcomes of VET services, and shows which data are comparable in the 2007 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.

Figure 4.3 **Performance indicators for VET services**



Key to indicators

Text	Provided on a comparable basis for this Report subject to caveats in each chart or table
Text	Information not complete or not directly comparable
Text	Yet to be developed or not collected for this Report

4.3 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.

Outputs

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 2005.

VET participation by target group

'VET participation by target group' is an output indicator of the equitable access to VET services (box 4.3).

Box 4.3 **VET participation by target group**

'VET participation by target group' is an output indicator of access to the VET system by the 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.

'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 aged 15–64 years.

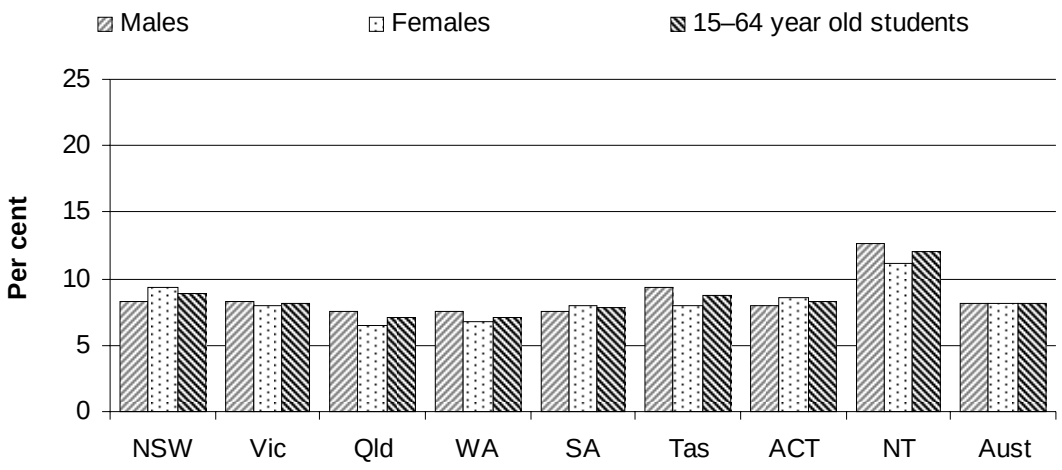
It is desirable that 'VET participation by target group' is comparable to that for all students. A lower participation rate means the target group is under-represented in VET; a higher participation rate means the group is over-represented in VET.

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 are for government funded VET students.

VET participation by target group — females

In recent years, the national VET participation rate was the same for both females and males (8.1 per cent in 2005 and 7.9 per cent in 2004) (figure 4.4, table 4A.9).

Figure 4.4 **VET participation rate for people aged 15–64 years, by sex, 2005[a, b]**



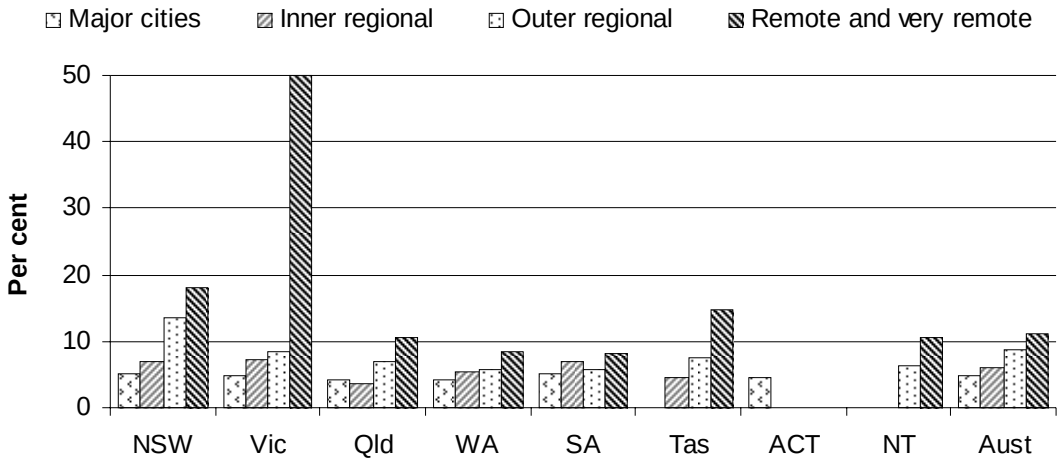
[a] Data on participation are limited to students who have participated in Australia's government funded VET system. [b] The participation rate is the number of 15–64 year old students participating in VET expressed as a proportion of the population aged 15–64 years.

Source: ABS 2006, Australian Demographic Statistics (unpublished); NCVER AVETMISS collection (unpublished); table 4A.9.

VET participation by target group — people from remote and very remote areas

Nationally, the VET participation rate in 2005 was higher for people from remote and very remote areas (11.1 per cent) than for people from other geographic regions (8.7 for outer regional areas, 6.1 for inner regional areas and 4.8 for major cities) (figure 4.5). VET student data by region are based on students' home postcode using the ARIA classification system currently used by the ABS. This is a change in classification from previous Reports using the RRMA classification of regions (which includes the categories: capital city, other metropolitan, rural, remote, interstate and overseas). 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 4.5 **VET participation rate for people of all ages, by region, 2005[a, b, c]**



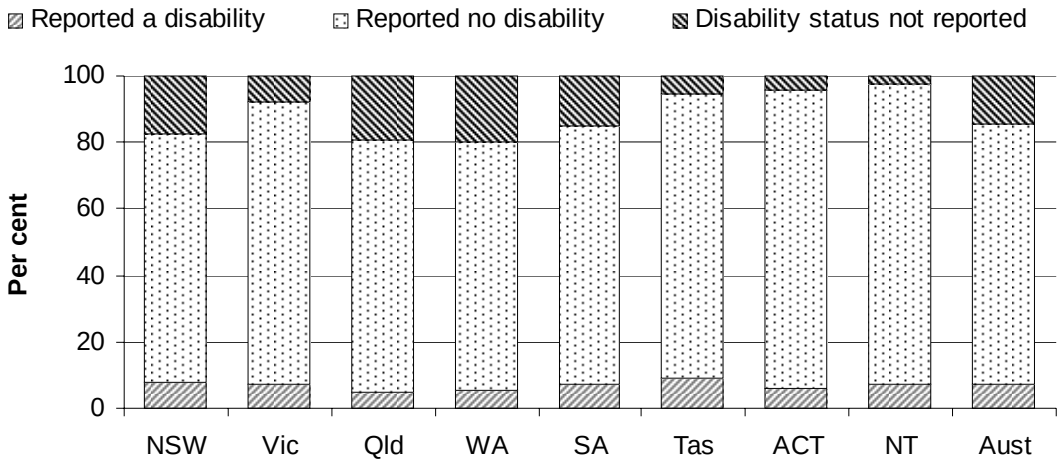
[a] Data on participation are limited to students who have participated in Australia's government funded VET system. [b] The participation rate for students from the various regions is the number of students participating in VET in the specified region expressed as a proportion of the population that resides in that region. [c] There are no very remote areas in Victoria. Remote data for Victoria should be used with caution due to the sharing of postcodes with NSW that cannot be disaggregated. There are no major cities in Tasmania. There are no outer regional areas, remote areas or very remote areas in the ACT. Data for the ACT inner regional areas are not published due to a high proportion of inner regional areas sharing postcodes with NSW that cannot be disaggregated, but are included in the Australia totals. There are no major cities or inner regional areas in the NT.

Source: ABS 2006, Australian Demographic Statistics (unpublished) (table AA.6); NCVER AVETMISS collection (unpublished); table 4A.10.

VET participation by target group — people with a disability

Nationally, 7.0 per cent of government funded VET students in 2005 reported having a disability, impairment or long term condition (figure 4.6). Based on 2003 ABS data, an estimated 16.8 per cent of all 15–64 year olds in the population and 19.9 per cent of the total population reported having a disability (derived from ABS [2004a] and ABS Australian Demographic Statistics [unpublished]). 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 are not consistent.

Figure 4.6 **VET students, by disability status, 2005[a, b]**



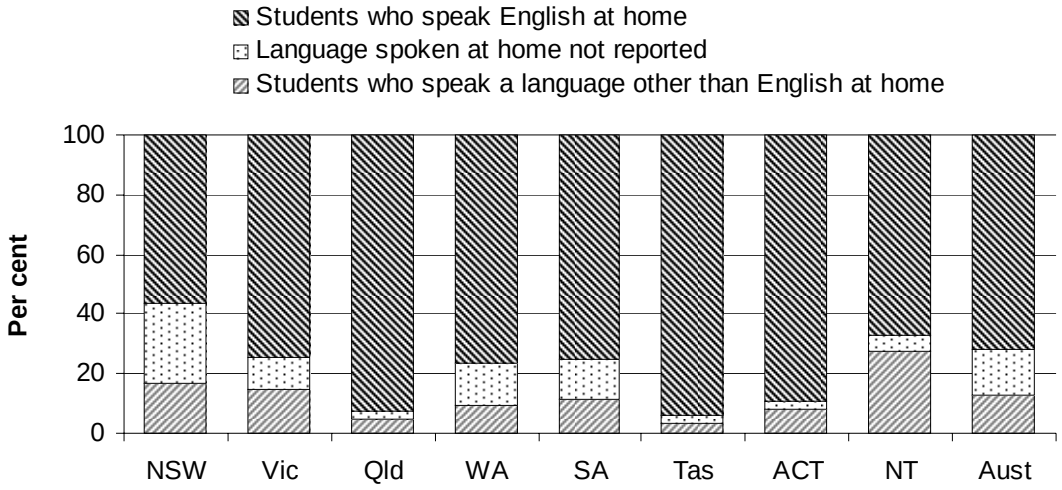
[a] Data on participation are limited to students who have participated in Australia's government funded VET system. [b] Students reported as having a disability are defined as those who self-identify on enrolment forms that they have a disability, impairment or long-term condition and are not adjusted for status not identified. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities.

Source: NCVER AVETMISS collection (unpublished); table 4A.11.

VET participation by target group — students speaking a language other than English at home

In 2005, 12.9 per cent of government funded VET students reported speaking a language other than English at home (figure 4.7). By comparison, 15.2 per cent of the total population of Australia spoke a language other than English at home in 2001. Nationally, the proportion of VET students who reported speaking a language other than English at home in 2005 was lower than the equivalent proportion in the total population (table 4A.12).

Figure 4.7 **VET students, by language spoken at home, 2005[a]**



[a] Data on participation are limited to students who have participated in Australia's government funded VET system.

Source: NCVER AVETMISS collection (unpublished); table 4A.12.

Indigenous participation in VET

'Indigenous participation in VET' is an output indicator of equitable access to VET services (box 4.4).

Box 4.4 **Indigenous participation in VET**

'Indigenous participation in VET' is an output indicator of Indigenous people's access to the VET system.

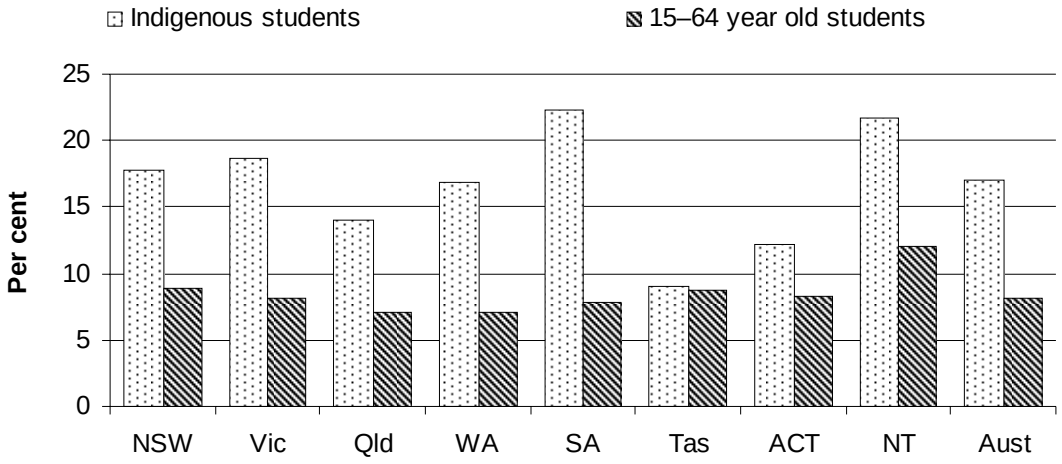
'Indigenous participation in VET' is defined as the number of all government funded participants in the VET system who self-identified that they are from an Indigenous group, as a proportion of the total number of people in the population in that group aged 15–64 years.

A lower participation rate means the 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 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 they belong to this group) 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 17.1 per cent. Although not directly comparable, the participation rate for 15–64 year old students (the number of 15–64 year old students as a percentage of the 15–64 year old population) was 8.1 per cent (figure 4.8). 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 4.8 **VET participation rate, by Indigenous status, 2005[a, b, c]**

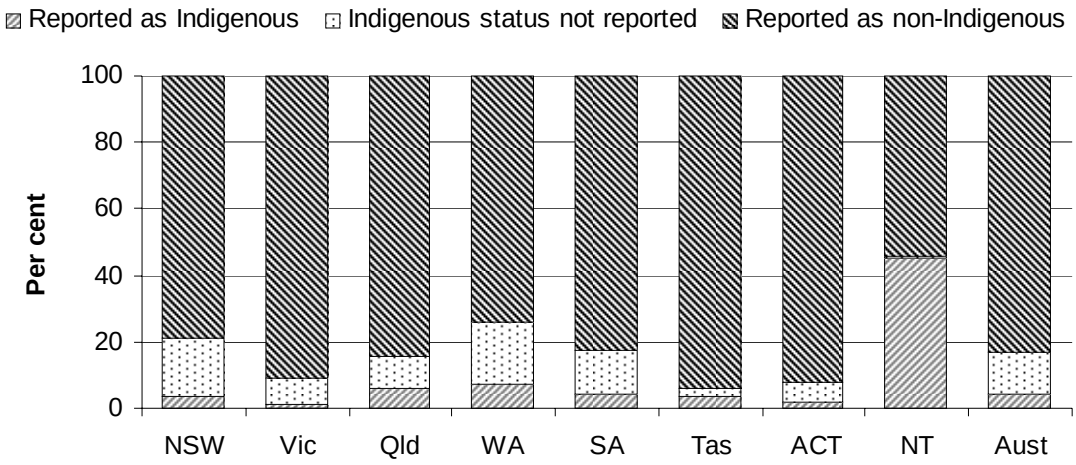


[a] Government recurrent funded VET students of all ages. [b] The Indigenous participation rate is the number of students of all ages who reported being Indigenous as a percentage of the experimental estimates of Indigenous people aged 15–64 years for 30 June 2005 (ABS 2004b, [30 June 1991 to 30 June 2009]); low projection series, tables 25–34, pp. 53–62). The Indigenous participation rate in the 2005 Report and in other VET publications was based on the number of students who reported being Indigenous as a percentage of the total Indigenous population from the ABS experimental projection of all Indigenous people. [c] 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.

Source: ABS (2004b); ABS Australian Demographics Statistics (unpublished); NCVER AVETMISS collection (unpublished); table 4A.13.

In 2005, 4.3 per cent of government funded VET students in Australia identified themselves as Indigenous, while 12.8 per cent of students did not report their Indigenous status (figure 4.9). The proportion of government funded VET students who identified as Indigenous was higher than the proportion of Indigenous people in the total population nationally (2.4 per cent) (table 4A.13).

Figure 4.9 **VET students, all ages, by Indigenous status, 2005[a, b]**



[a] Government recurrent funded VET students. [b] Students reported as Indigenous and are not adjusted for status not identified.

Source: NCVER AVETMISS collection (unpublished); table 4A.13.

Effectiveness

Student participation in VET

'Student participation in VET' by target age group (people aged 15–64 years) is an output indicator of the effectiveness of VET services (box 4.5).

Box 4.5 **Student participation in VET**

'Student participation in VET' is an output indicator of the level of access for people aged 15–64 years to the VET system. It reflects the performance of the VET system against the objective of enhancing mobility in the labour market.

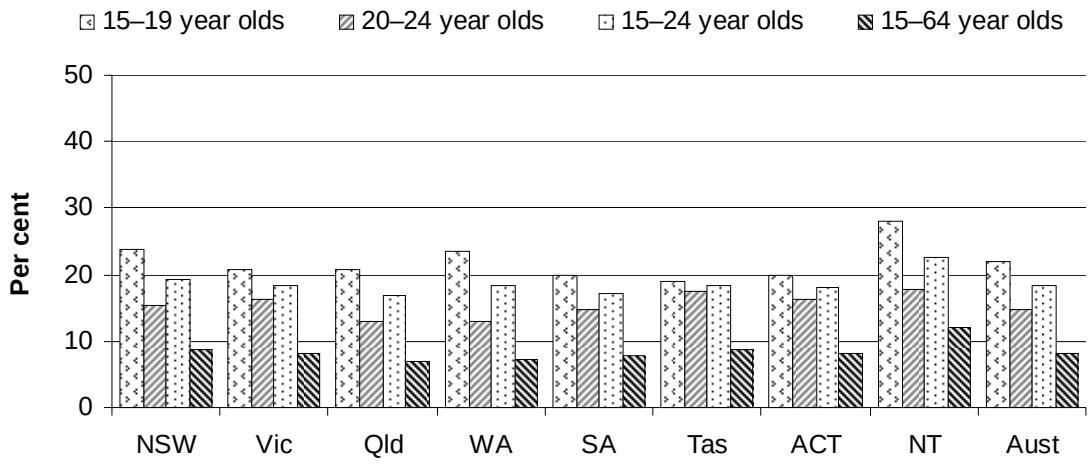
'Student participation in VET' is defined as the number of 15–64 year olds participating in VET expressed as a proportion of the population aged 15–64 years.

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 2005, 1.1 million people aged 15–64 years participated in government funded VET programs (table 4A.8). This included 305 200 people aged 15–19 years and 212 700 people aged 20–24 years. These student numbers were equivalent to national participation rates of 22.0 per cent for people aged 15–19 years, 14.9 per cent for people aged 20–24 years and 8.1 per cent for people aged 15–64 years (figure 4.10).

Figure 4.10 **VET participation rates, by target age groups, 2005[a]**



[a] Government recurrent funded VET students.

Source: ABS 2006, Australian Demographics Statistics (unpublished); NCVER AVETMISS collection (unpublished); table 4A.8.

Efficiency

A suite of key performance measures has been agreed for the life of the 2004–10 national strategy, this includes measuring how efficiently funding for VET is translated into skills (DEST 2006). An 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 adjusted annual curriculum hour'.

The Steering Committee has identified issues that may reduce the comparability of cost estimates across jurisdictions in VET (boxes 4.6 and 4.7). To promote accuracy and comparability of reported efficiency measures some adjustments are made to improve the data (box 4.6).

Box 4.6 **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 such as 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 2001–04 are adjusted to real dollars (2005 dollars) using the gross domestic product (GDP) chain price index.

Reported hours are adjusted for invalid enrolment rates based on formal advice of the National Centre for Vocational Education Research (NCVER) 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.

Historical data presented on efficiency of VET services have been amended from the 2006 Report, to reflect significant changes to the calculation methodology introduced for the 2005 Commonwealth–State Training Funding Agreements. The changes relate to:

- the adoption of enrolment activity end date activity only, rather than the inclusion of hours for students who are continuing their studies
- acknowledgement of full hours for RPL, rather than a proportion
- application of actual activity hours to determine course mix weightings rather than planned activity hours.

In previous Reports, nominal 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 2007 Report and previous Reports.

The Steering Committee has addressed issues to improve the comparability of efficiency indicators presented (box 4.7).

Box 4.7 **Comparability of VET efficiency indicators**

It is an objective of the Review to report comparable estimates of costs. Ideally, the range of costs to government is counted on a comparable basis. The Steering Committee has addressed four areas that could affect the comparability of costs across government and private providers.

- Superannuation costs are included in cost estimates for VET. Preferably, superannuation would be costed on an accrued actuarial basis (SCRCSSP 1998).
- Depreciation costs are included in cost estimates for all VET services.
- The user cost of capital is not included in estimates of recurrent expenditure, although it is reported separately as the 'cost of capital per adjusted annual curriculum hour' (box 4.10). The user cost of capital represents the opportunity cost to government of the funds tied up in VET assets. Including the user cost of capital from accrued costs in VET increases the costs per annual curriculum hour. 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.
- Payroll tax is payable by all jurisdictions (except the ACT) for VET. A payroll tax estimate has been included in cost estimates for the ACT (SCRCSSP 1999).

Source: SCRCSSP (1998, 1999).

Government recurrent expenditure per adjusted annual curriculum hour

'Government recurrent expenditure per adjusted annual curriculum hour' is an output indicator of the efficiency of VET services (box 4.8).

Box 4.8 **Government recurrent expenditure per adjusted annual curriculum hour**

'Government recurrent expenditure per adjusted annual curriculum hour' is an output indicator of efficiency. It is the cost to government to deliver VET services per unit of output. Recurrent cost per adjusted annual curriculum hour of training measures the average cost of producing a training output of the VET system (a unit cost).

'Government recurrent expenditure per adjusted annual curriculum hour' of delivery is defined as total government recurrent expenditure (excluding capital costs) per total adjusted annual curriculum hour. Expenditure is adjusted for course mix differences across jurisdictions.

(Continued on next page)

Box 4.8 **(Continued)**

Low unit costs may indicate efficient delivery of VET services, but care needs to be taken in interpreting efficiency indicators because quality is not reflected in unit costs. Low unit costs may not necessarily reflect a lessening of quality.

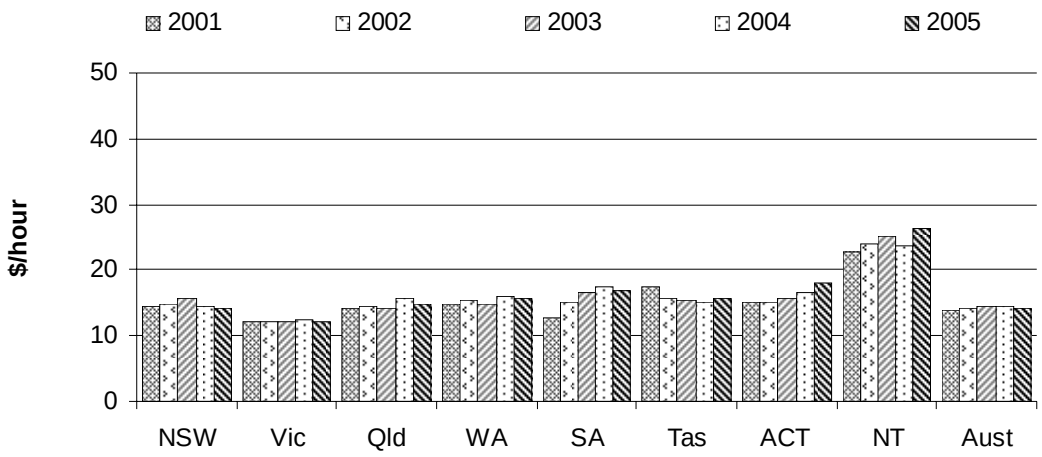
The factors that have the greatest impact on efficiency include:

- 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, course mix and dispersion, and scale of service delivery
- the industry mix in a jurisdiction and its effect on the nature of training required
- 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 recurrent expenditure per adjusted annual curriculum hour of government funded VET programs in 2005 was $14.34 nationally. Government real recurrent expenditure per adjusted annual curriculum hour increased from $13.88 in 2001 to $14.34 in 2005 (figure 4.11).

Figure 4.11 **Government real recurrent expenditure per adjusted annual curriculum hour (2005 dollars)[a, b, c]**



[a] 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. [b] Data for Australia exclude the ACT payroll tax estimate. [c] Data for 2001–04 have been adjusted to 2005 dollars using the GDP chain price index.

Source: DEST (2006); NCVER AVETMISS collection (unpublished); table 4A.14.

Government recurrent expenditure per load pass

'Government recurrent expenditure per load pass' is an output indicator of the efficiency of VET services (box 4.9).

Box 4.9 **Government recurrent expenditure per load pass**

'Government recurrent expenditure per load pass' is an output indicator of 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, it does not include non-assessable enrolments.

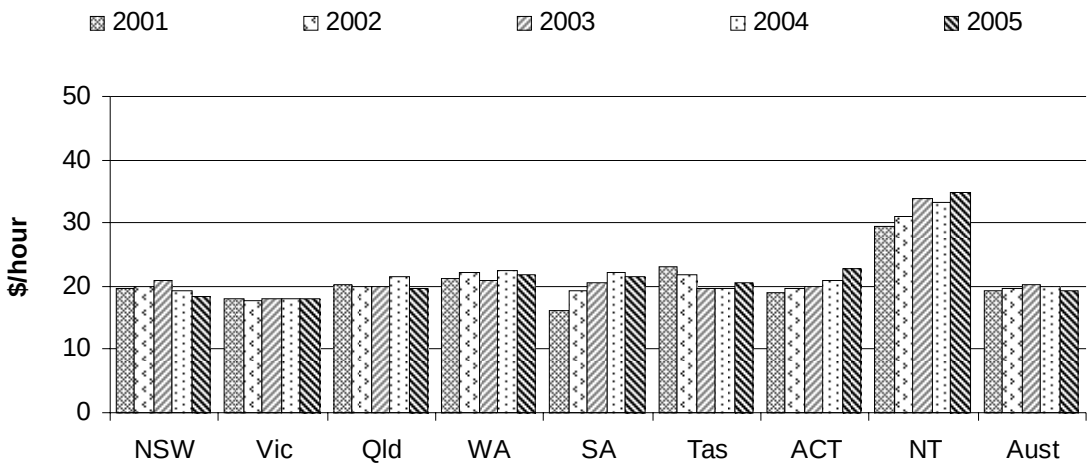
Low unit costs may indicate efficient delivery of VET services per successfully completed load pass hour.

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, course mix and dispersion, and scale of service delivery
- the industry mix in a jurisdiction and its effect on the nature of training required
- VET policies and practices, including the level of fees and charges paid by students.

Government expenditure per load pass hour of government funded VET programs in 2005 was $19.37 nationally. Government real recurrent expenditure per load pass hour decreased from $19.42 in 2001 to $19.37 in 2005 (figure 4.12), which may indicate efficient delivery of VET services (box 4.9).

Figure 4.12 **Government real recurrent expenditure per load pass (2005 dollars)[a, b, c, d]**



[a] 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. [b] Data for Australia excludes the ACT payroll tax estimate. [c] Load pass is based on assessable enrolments of modules and units of competency achieved/passed and RPL, it does not include non-assessable enrolments. [d] Data for 2001–04 have been adjusted to 2005 dollars using the GDP chain price index.

Source: NCVER AVETMISS collection (unpublished); table 4A.15.

Cost of capital per adjusted annual curriculum hour

'Cost of capital per adjusted annual curriculum hour' is an output indicator of efficiency of the VET system (box 4.10).

Box 4.10 **Cost of capital per adjusted annual curriculum hour**

'Cost of capital per adjusted annual curriculum hour' is an output indicator of cost 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 adjusted annual curriculum hour' is defined as the cost of capital divided by the adjusted annual curriculum hours and course mix weight. The cost of VET service delivery includes both the cost of capital and recurrent costs.

Lower total costs per adjusted annual curriculum hour may reflect higher efficiency in the delivery of VET services.

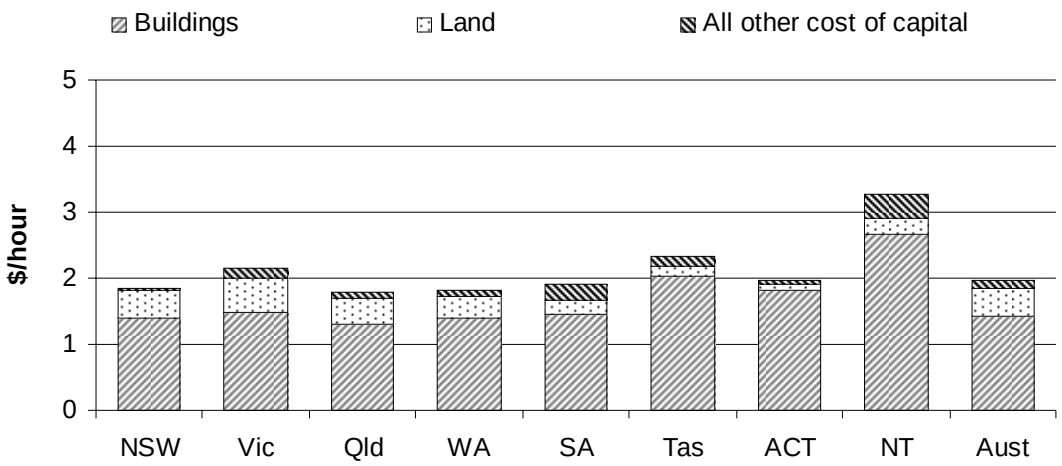
(Continued on next page)

Box 4.10 **(Continued)**

The 'cost of capital per adjusted annual curriculum 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 largest components of cost of capital per adjusted annual curriculum hour were building costs ($1.44) followed by land costs ($0.41) in 2005 (figure 4.13).

Figure 4.13 **Cost of capital per adjusted annual curriculum hour, 2005[a, b]**

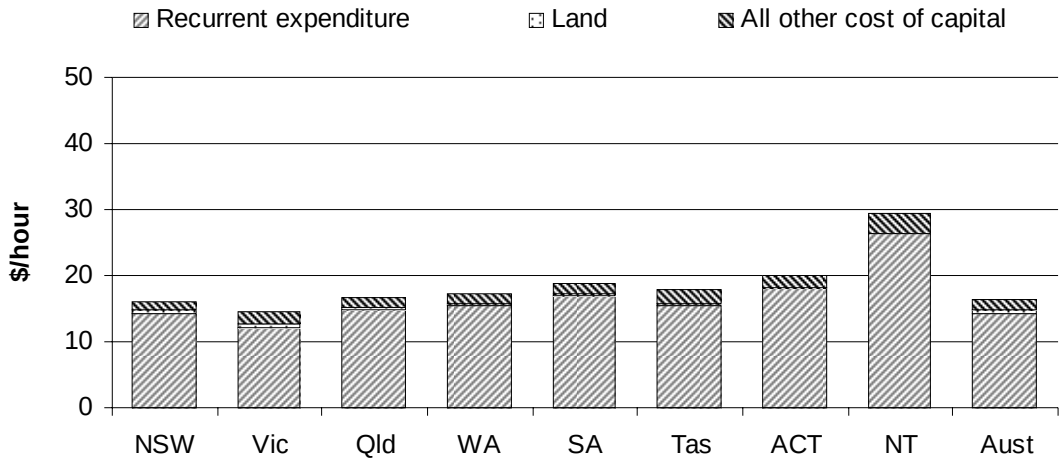


[a] Annual curriculum hours adjusted for invalid enrolments and RPL (by NCVER), and course mix weight. Cost of capital includes an imputed user cost of capital of 8 per cent. [b] All other cost of capital includes plant, equipment, motor vehicles and other capital. Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions.

Source: NCVER AVETMISS collection (unpublished); table 4A.16.

Nationally, the total cost to government of funding VET per adjusted annual curriculum hour in 2005 was $16.30, comprising $14.34 in recurrent costs and $1.95 in capital costs (figure 4.14). These results need to be interpreted carefully, however, because the asset data used to calculate the cost of capital are less reliable than the recurrent cost data.

Figure 4.14 **Total government VET costs per adjusted annual curriculum hour, 2005[a, b]**



[a] 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. [b] All other cost of capital includes buildings, plant, equipment, motor vehicles and other capital. Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions.

Source: NCVER AVETMISS collection (unpublished); table 4A.17.

Cost of capital per load pass

'Cost of capital per load pass' is an output indicator of efficiency in the VET system (box 4.11).

Box 4.11 **Cost of capital per load pass**

'Cost of capital per load pass' is an output indicator of cost 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, it 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.

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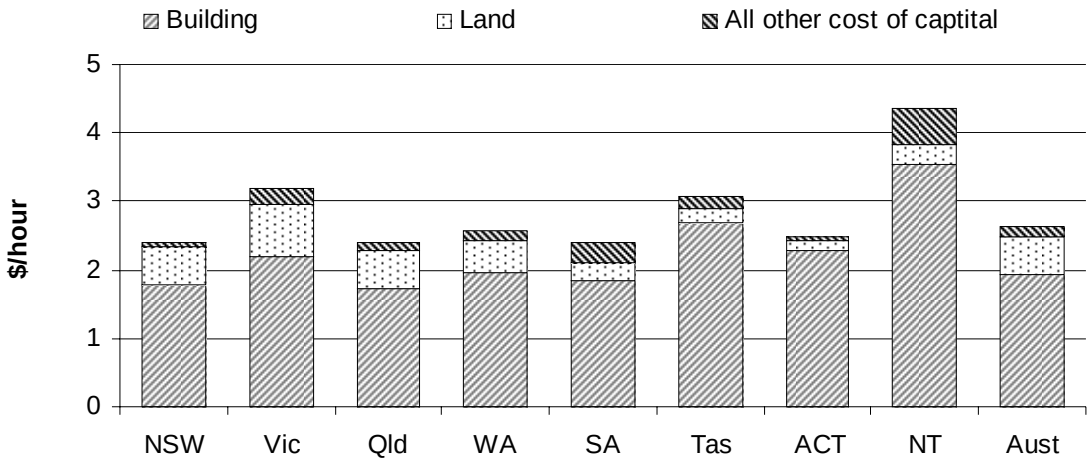
Box 4.11 **(Continued)**

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 2005, the cost of capital per load pass hour was $2.64 nationally, the largest components were building ($1.94) and land ($0.55) costs (figure 4.15).

Figure 4.15 **Cost of capital per load pass, 2005[a, b]**



[a] Load pass is based on assessable enrolments of modules and units of competency achieved/passed and RPL, it does not include non-assessable enrolments. [b] All other cost of capital includes plant, equipment, motor vehicles and other capital. Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions.

Source: NCVER AVETMISS collection (unpublished); table 4A.18.

Outcomes

The objectives for VET services are to achieve a range of outcomes for students and employers (box 4.2). The Steering Committee has identified a range of indicators relating to student and employer outcomes.

Student outcomes

The annual 'Student Outcomes Survey' conducted by the NCVER 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 4.12).

Box 4.12 **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 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 total 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 total VET providers are provided in the supporting tables. Comparisons between TAFE outcomes and total 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 students undertaking government funded TAFE activity.

(Continued on next page)

Box 4.12 **(Continued)**

From 2003, module completers who identified themselves as graduates have been included in the graduate segment for reporting. In previous years' publications these additional graduates were not reported. At the aggregate level, this change is small, but for sub-populations the effect may be greater; therefore caution is required in making comparisons with results published in previous years. Data for 2001-02 have been revised in line with the new definition of graduates.

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: NCVER (2002, 2003), DEST (2006).

Student employment and further study outcomes

'Student employment and further study outcomes' is an outcome indicator of VET services (box 4.13).

Box 4.13 **Student employment and further study outcomes**

'Student employment and further study outcomes' is an outcome 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 immediate employment, improved employment circumstances, a pathway for further study/training as well as personal development.

This indicator comprises five elements:

- the proportion of graduates who were employed and/or continued on to further study after completing their VET course
- the employment rate after participating in VET for students who were specifically seeking employment related or immediate employment related outcomes and who were not employed before their course
- the employment rate after participating in VET for students who were specifically seeking employment related or immediate employment related outcomes and who were employed before their course

(Continued on next page)

Box 4.13 **(Continued)**

- the proportion of graduates who were employed before their course, who undertook the course for employment related reasons and who reported that their course was highly relevant or of some relevance to their main job
- 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, a high level of relevance of the training to an employed students' main job, 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).

Jurisdictional comparisons of employment outcomes need to be made with care because large confidence intervals may be associated with the survey estimates (tables 4A.19–4A.30).

Nationally, 88 per cent of TAFE graduates surveyed indicated that they were either in employment and/or pursuing further study after completing a VET course in 2005 — compared with 86 per cent in 2004 (table 4A.19). Of those graduates who were either employed and/or continued on to further study after completing a VET course in 2005, 77 per cent said they were in employment while 35 per cent continued on to further study (figure 4.16).

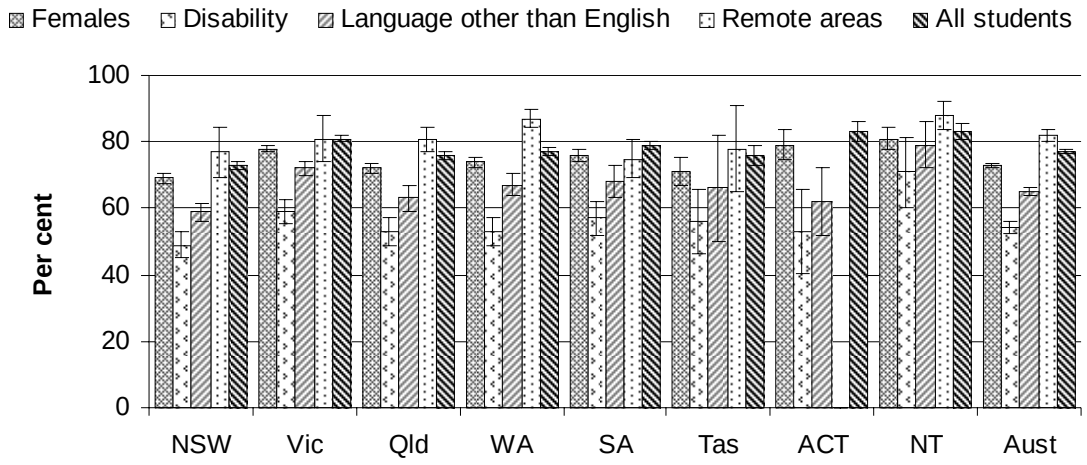
Figure 4.16 **Proportion of TAFE graduates in employment and/or continued on to further study after completing a course, 2005[a, b]**

[a] The further study outcomes findings are not applicable to module load completers. A module completer, by definition is someone who has left the system. [b] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Student Outcomes Survey (unpublished); table 4A.19.

Nationally, 82 per cent of TAFE graduates from remote and very remote areas, 73 per cent of female graduates, 54 per cent of graduates with a disability, and 65 per cent of graduates who spoke a language other than English at home were employed after completing a VET course in 2005, compared with 77 per cent of all TAFE graduates (figure 4.17). Further information on graduates in employment and/or who continued on to further study after completing a course in 2001–05 for target groups and geolocation disaggregations are reported in tables 4A.20–26.

Figure 4.17 **Proportion of TAFE graduates in employment after completing a course, by target groups, 2005[a, b, c, d, e]**



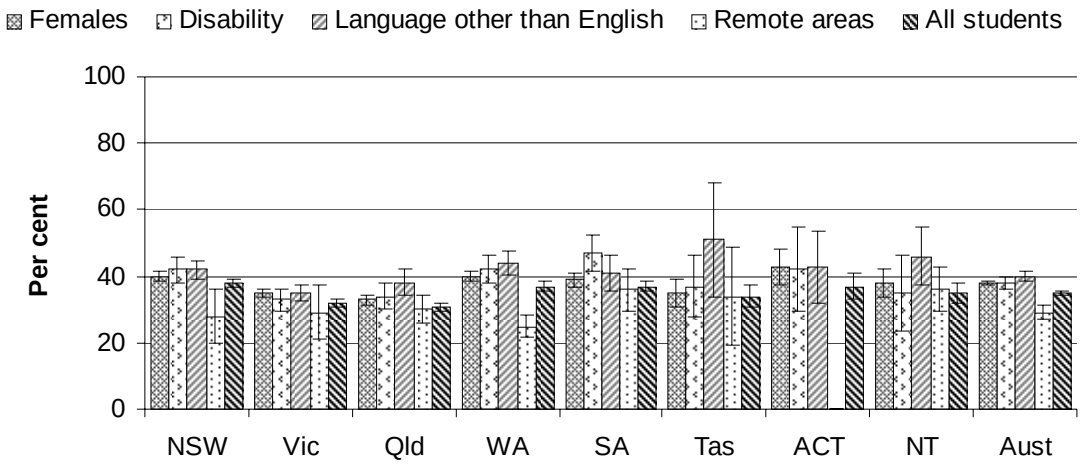
[a] Students with disabilities are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. [b] 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. [c] 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. [d] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [e] The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); tables 4A.19–20 and 4A.24–26.

Students who continued on to further study after completing their training

Nationally, a higher proportion of students speaking a language other than English at home (40 per cent), female students and students with a disability (both 38 per cent), continued on to further study in 2005, compared to all TAFE students (35 per cent) and students from remote and very remote areas (29 per cent) (figure 4.18).

Figure 4.18 **Proportion of TAFE graduates who continued on to further study after completing a course, by target groups, 2005**[a, b, c, d, e, f]

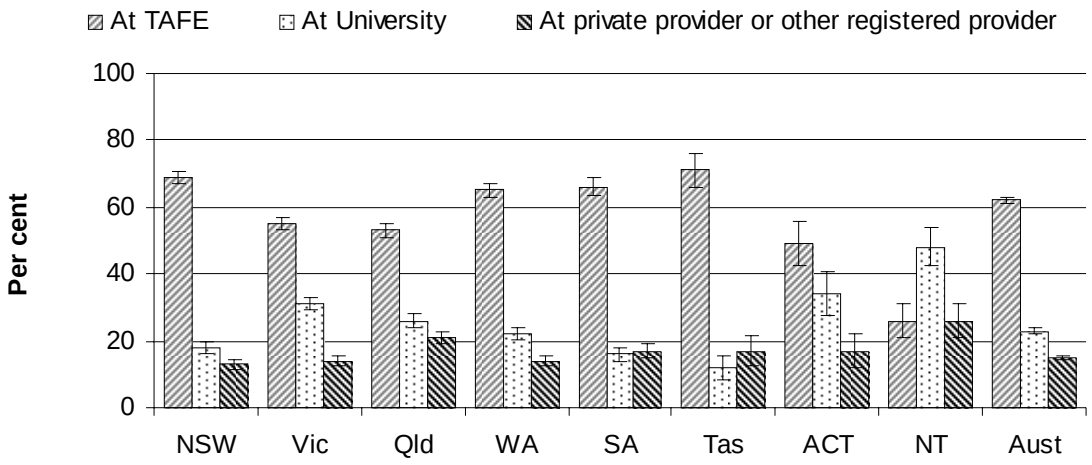


[a] The further study outcomes findings are not applicable to module load completers. A module completer, by definition, is someone who has left the system. [b] Students with disabilities are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. [c] 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. [d] 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. [e] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [f]The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); tables 4A.19–20 and 4A.24–26.

Of those TAFE students who continued on to further study, 62 per cent pursued their further study within the TAFE system, while 23 per cent went on to further study at universities and 15 per cent went on to further study at private providers or other registered providers (figure 4.19).

Figure 4.19 **TAFE graduates who continued on to further study after completing a course, by type of institution, 2005[a, b, c, d]**



[a] The further study outcomes findings are not applicable to module load completers. A module completer, by definition, is someone who has left the system. [b] TAFE includes TAFE institutes and TAFE divisions of universities. [c] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [d] The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); table 4A.19.

Students seeking immediate employment related outcomes

Students who were unemployed before undertaking a course and were doing a course for employment related reasons are considered to be seeking immediate employment related outcomes.

Nationally, of the TAFE graduates surveyed in 2005 who were seeking immediate employment outcomes, 51 per cent indicated they were employed after the course while 8 per cent were not in the labour force (figure 4.20).

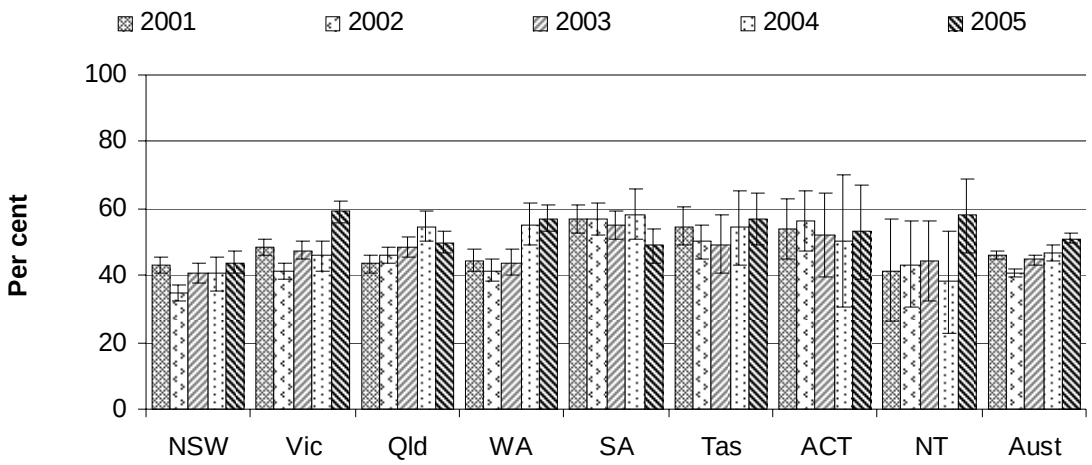
Figure 4.20 **Labour force status after the course of TAFE graduates who were not employed before the course and took the course for employment related reasons, 2005[a, b, c]**

[a] The 95 per cent confidence intervals for the percentage estimates are reported in table 4A.27. The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use. [b] Numbers may not add to 100 due to unknown responses and to rounding. [c] Not in the labour force data for the ACT are not published due to 5 or less responses.

Source: NCVER Student Outcomes Survey (unpublished); table 4A.27.

Between 2001 and 2005, the proportion of TAFE graduates who undertook a VET course seeking immediate employment related outcomes and who became employed after the course increased by 5 percentage points (from 46 to 51 per cent) (figure 4.21).

Figure 4.21 **Proportion of TAFE graduates who were not employed prior to commencing a course and were employed after completing a course[a, b]**



[a] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [b] The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); table 4A.27.

Students seeking to improve their employment circumstances

Students who were employed before undertaking a VET course and took the course for employment related reasons are considered to be seeking to improve their employment circumstances.

Nationally, of the TAFE graduates surveyed in 2005 who were seeking to improve their employment circumstances, 90 per cent were employed after the course while 4 per cent were not in the labour force (figure 4.22).

Figure 4.22 **Labour force status after the course of TAFE graduates who were employed before the course and took the course for employment related reasons, 2005[a, b]**

[a] The 95 per cent confidence intervals for the percentage estimates are reported in table 4A.28. [b] Numbers may not add to 100 due to unknown responses and to rounding.

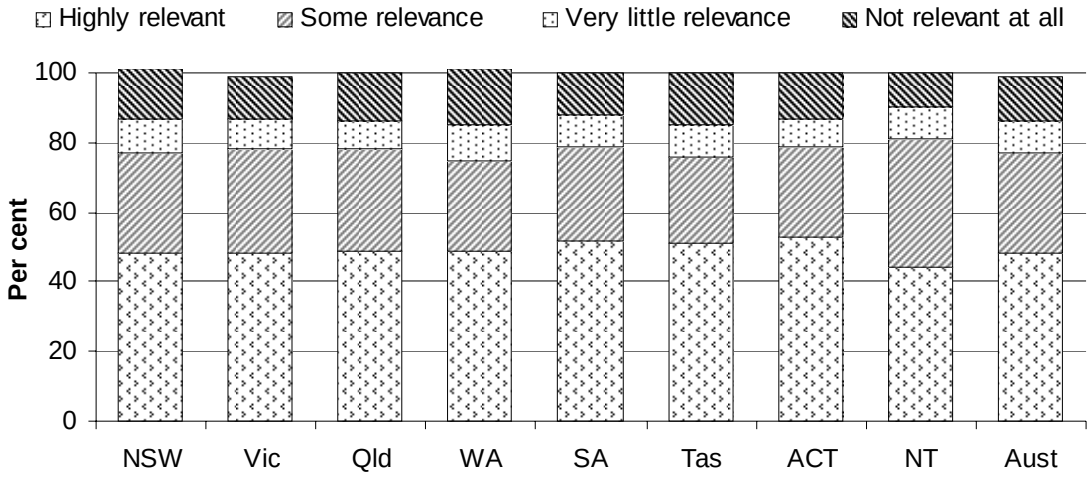
Source: NCVER Student Outcomes Survey (unpublished); table 4A.28.

Students rating the relevance of their course to their main job

Students who were employed after undertaking a course and took the course for employment related reasons were asked to rate the relevance of the course they completed to their main jobs.

Nationally, of the TAFE graduates surveyed in 2005 who were employed before their course and who undertook their course for employment related reasons, 77 per cent indicated their course was highly relevant or of some relevance to their main job, while 13 per cent indicated it was not relevant at all (figure 4.23).

Figure 4.23 **Employed TAFE graduates who undertook their course for employment related reasons, by relevance of course to main job, 2005[a, b]**



a The 95 per cent confidence intervals for the percentage estimates are reported in table 4A.29. **b** Numbers may not add to 100 due to unknown responses and to rounding.

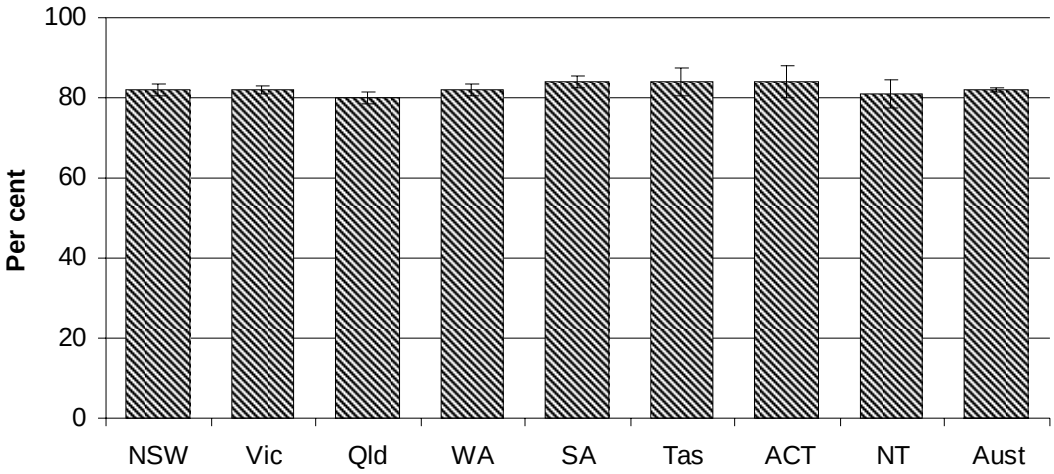
Source: NCVER Student Outcomes Survey (unpublished); table 4A.29.

Students receiving work-related benefit

Nationally, of the TAFE graduates who undertook their course for employment related reasons in 2005, 82 per cent indicated they had gained at least one work-related benefit from completing the course (figure 4.24). The benefits reported by graduates included:

- obtained a job (34 per cent)
- achieved an increase in earnings (28 per cent)
- achieved a promotion or an increased status at work (27 per cent)
- a change of job or new job (18 per cent)
- gaining the ability to start their own business (8 per cent) (table 4.A30).

Figure 4.24 **TAFE graduates who undertook their course for employment related reasons and who received at least one work-related benefit from completing the course, 2005[a]**



[a] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Student Outcomes Survey (unpublished); table 4A.30.

Further information on VET employment outcomes is available from the 'Down the Track' survey of long term VET outcomes for 15–24 year olds, available in the 2006 Report (SCRGSP (2006), box 4.13, p.4.39) and *Down the track: TAFE outcomes for young people two years on* (NCVER 2006).

Student achievement in VET

'Student achievement in VET' is an outcome indicator for equitable access to VET services (box 4.14).

Box 4.14 **Student achievement in VET**

'Student achievement in VET' is an outcome indicator of the success in VET of VET target groups (females, residents of remote areas, people with a disability and people speaking a language other than English at home).

This indicator comprises two elements:

- '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 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.

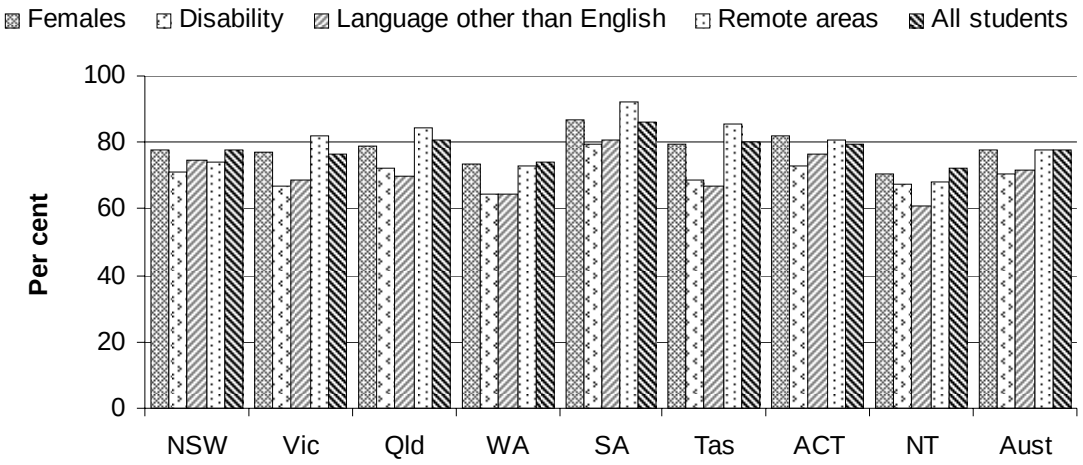
Care needs to be taken in comparing data across jurisdictions because average module durations vary across jurisdictions.

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, however, were not available for the 2007 Report.

Load pass rate

In 2005, the 'load pass rate' for all government funded students was 78.0 per cent, similar to load pass rates for female students and students from remote and very remote areas (both 77.9 per cent). The load pass rates for students reporting a disability (70.2 per cent) and students speaking a language other than English at home (72.0 per cent) were lower than for all students (figure 4.25).

Figure 4.25 **Load pass rates, by target groups, 2005[a, b, c, d]**



[a] Government recurrent funded VET students. [b] Students with disabilities 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. [c] Care needs to be taken in comparing 'load pass rates' for students reporting a disability and students speaking a language other English at home because the non-identification rates for these groups are high. [d] There are no very remote areas in Victoria. There are no major cities in Tasmania. There are no outer regional areas, remote or very remote areas in the ACT. There are no major cities or regional areas in the NT. Data for these geolocation disaggregations are for students from these regional or remote areas throughout Australia studying in the jurisdiction.

Source: NCVER AVETMISS collection (unpublished); tables 4A.31–34.

Nationally, between 2001 and 2005, the load pass rates increased for:

- female students by 1.6 percentage points nationally (from 76.3 to 77.9 per cent) (table 4A.31)
- students from remote and very remote areas by 3.5 percentage points (from 74.4 to 77.9 per cent) (table 4A.32)
- students speaking a language other than English at home by 2.7 percentage points (from 69.3 to 72.0 per cent) (table 4A.34)
- all students by 2.4 percentage points (from 75.6 to 78.0) (tables 4A.31).

The load pass rate for students with a disability increased by 2.5 percentage points nationally (from 67.7 per cent to 70.2 per cent) between 2002 and 2005 (table 4A.33). There is a time-series break in the data for students with a disability prior to 2002, and as a result, comparison is made between 2002 and 2005 as distinct from between 2001 and 2005 as is the case with all remaining target groups reporting.

Student satisfaction with VET

'Student satisfaction with VET' is an outcome indicator of VET services (box 4.15).

Box 4.15 **Student satisfaction with VET**

'Student satisfaction with VET' is an outcome 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.

This indicator comprises two elements:

- '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.

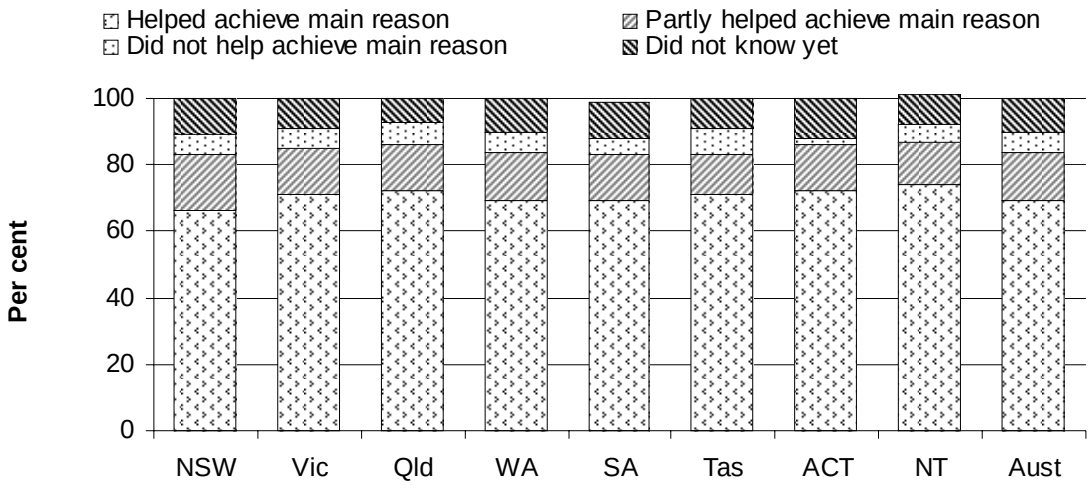
A higher percentage indicates a higher level of satisfaction. The proportion of graduates who achieve their training objectives varies according to their objectives — employment related, further study and/or developmental — so it is useful to distinguish amongst types of student objective.

Students who achieve their main reason for doing a course

In 2005, 84 per cent of TAFE graduates surveyed nationally indicated that their course helped or partly helped them achieve their main reason for doing the course — slightly higher than the 80 per cent reported in 2004 (table 4A.35). Of those graduates surveyed in 2005, 6 per cent indicated their course did not help them achieve the main reason they did the course, compared with 8 per cent in 2004 (table 4A.35, figure 4.26).

Nationally, 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 (77 per cent), while graduates reporting speaking a language other than English at home were the least likely to do so (61 per cent). 69 per cent of all TAFE students indicated that the course helped them achieve their main reason for doing the course (figure 4.27).

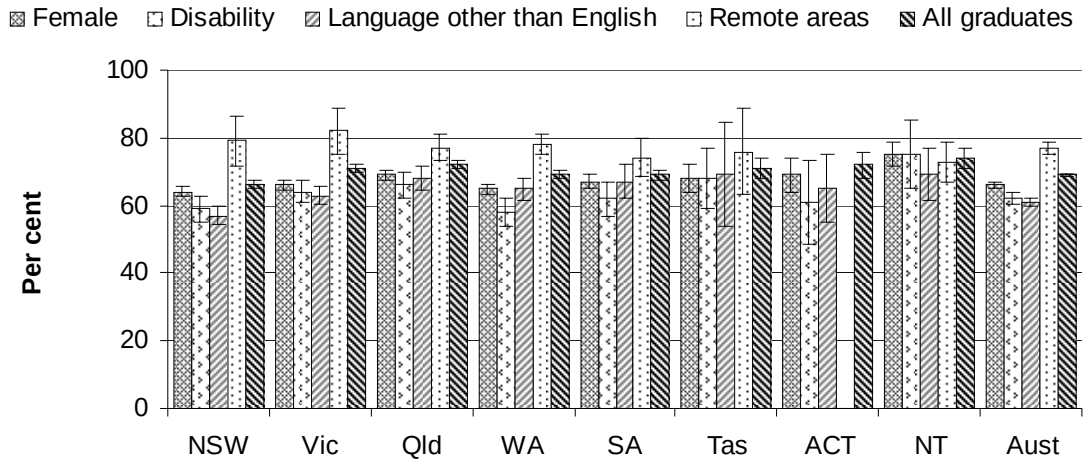
Figure 4.26 **Proportion of TAFE graduates who achieved their main reason for doing the course, 2005[a, b]**



[a] The 95 per cent confidence intervals for the percentage estimates are reported in table 4A.35. [b] Numbers may not add to 100 due to unknown responses and to rounding

Source: NCVER Student Outcomes Survey (unpublished); table 4A.35.

Figure 4.27 **Proportion of TAFE graduates who achieved their main reason for doing the course, by target groups 2005[a, b, c, d]**



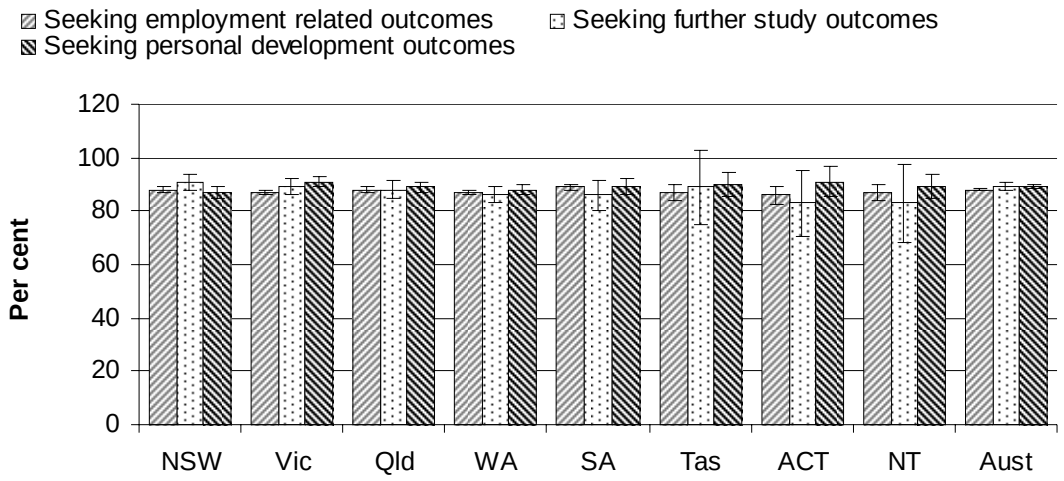
[a] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [b] The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use. [c] There are no very remote areas in Victoria 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. [d] Students with disabilities 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.

Source: NCVER Student Outcomes Survey (unpublished); tables 4A.35–42.

Students who were satisfied with the quality of their completed training

In 2005, 88 per cent of TAFE graduates surveyed nationally indicated that they were satisfied with the quality of their completed training (table 4A.43). The satisfaction level across students undertaking training with different objectives were very similar — students seeking employment related outcomes (88 per cent), seeking further study outcomes and seeking personal development outcomes (both 89 per cent) (figure 4.28).

Figure 4.28 **Proportion of TAFE graduates who were satisfied with the quality of their completed course, by purpose of study, 2005[a, b, c]**

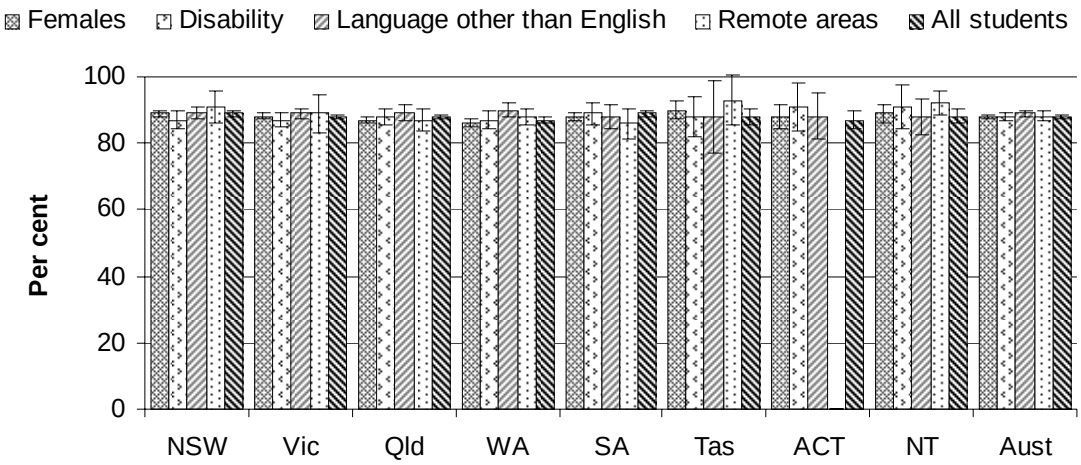


[a] Satisfaction with overall quality of training was rated as satisfied or very satisfied on a 5 point scale. [b] The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use. [c] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Student Outcomes Survey (unpublished); table 4A.43.

The satisfaction level across target groups were also very similar — female graduates and graduates reporting a disability (both 88 per cent), graduates speaking a language other than English at home (89 per cent) and graduates from remote and very remote areas (88 per cent) (figure 4.29). A further breakdown of target groups by the purpose of study can be found in attachment tables 4A.44–50.

Figure 4.29 **Proportion of TAFE graduates who were satisfied with the quality of their completed course, by target groups, 2005**[a, b, c, d, e, f]



[a] Satisfaction with overall quality of training was rated as satisfied or very satisfied on a 5 point scale. [b] Students with disabilities 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. [c] Care needs to be taken in comparing outcomes for students with a disability and students speaking a language other than English at home because the non-identification rates for these groups are high. [d] The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use. [e] 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. [f] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Student Outcomes Survey (unpublished); tables 4A.43–44 and 4A.48–50.

Skill profile

'Skill profile' is an outcome indicator of VET services (box 4.16).

Box 4.16 **Skill profile**

'Skill profile' is an outcome 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 relative to the level of these skills required by Australian industry. Progress is underway to investigate indicators for 'skill profile', and in the interim 'skill outputs from VET' are reported under this indicator.

(Continued on next page)

Box 4.16 **(Continued)**

'Skill outputs from VET' measures students' skill outputs from the VET system in a given year. It comprises four elements:

- 'Qualifications completed' is defined as number of qualifications completed each year by 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 successfully 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 growth 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.

Higher numbers of qualifications completed, and units of competency or modules achieved/passed results in a greater increase in VET skills, all else being equal.

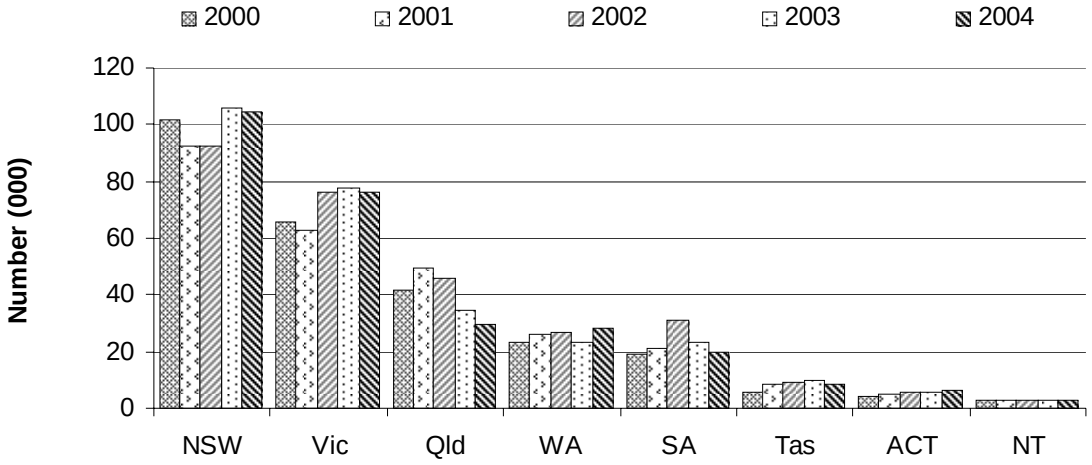
Qualifications completed in 2004 are counted in 2006 and are included in the 2007 Report.

Source: DEST (2006).

Skill outputs from VET — qualifications completed

Nationally, 274 800 VET qualifications were completed in 2004, 282 200 in 2003, 289 900 in 2002, 268 100 in 2001 and 263 700 in 2000 (table 4A.51). The number of qualifications completed includes both government and non-government funded VET students. The number of qualifications completed varied across jurisdictions (figure 4.30).

Figure 4.30 **Qualifications completed, all graduates[a, b]**

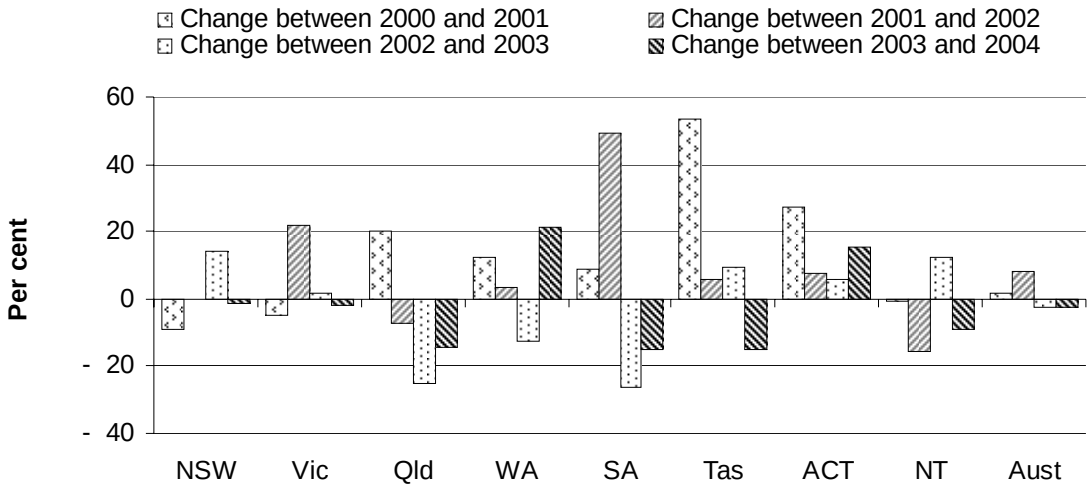


[a] Qualifications completed includes courses accredited or approved by a local State/Territory authority. [b] The number of qualifications completed includes both government funded and non-government funded VET students.

Source: NCVER AVETMISS collection (unpublished); table 4A.51.

The number of qualifications completed increased nationally, by 8.1 per cent between 2001 and 2002. Since 2002, the number of qualifications completed decreased by 2.7 per cent in 2003. In 2004, there was a further decrease of 2.6 per cent (figure 4.31).

Figure 4.31 **Growth in qualifications completed, by change from previous year, all graduates [a, b, c]**



[a] Qualifications completed includes courses accredited or approved by a local State/Territory authority. [b] The number of qualifications completed includes both government funded and non-government funded VET students. [c] Represents students eligible to be awarded a qualification.

Source: NCVER AVETMISS collection (unpublished); table 4A.51.

Amongst the VET target groups, between 2000 and 2004 the number of qualifications completed nationally increased by:

- 9.6 per cent for female students (table 4A.51)
- 30.7 per cent for students speaking a language other than English at home (table 4A.54).

The number of qualifications completed for students from remote and very remote areas decreased by 17.5 per cent between 2001 and 2004 (table 4A.52). The number of qualifications completed for students with a disability increased by 10.2 per cent between 2002 and 2004 (table 4A.53).

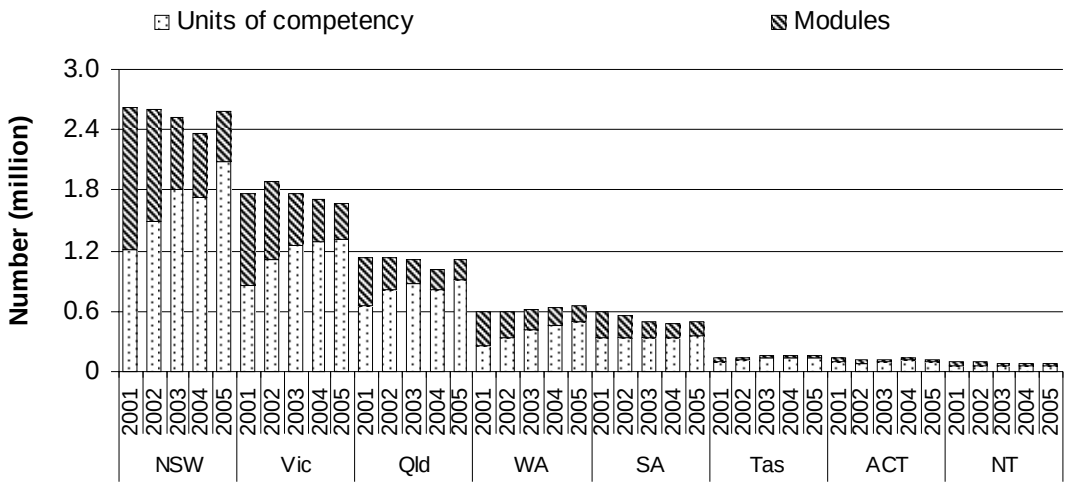
Skill outputs from VET — units of competency completed

Nationally, students achieved 5.5 million units of competency in 2005, 5.0 million in both 2004 and 2003, 4.4 million in 2002 and 3.6 million in 2001 (table 4A.55). There was a 52.5 per cent increase in units of competency achieved/passed between 2001 and 2005.

Skill outputs from VET — modules completed

Nationally, students achieved 1.4 million modules in 2005, 1.6 million in 2004, 1.9 million in 2003, 2.8 million in 2002 and 3.5 million in 2001. There was a 60.2 per cent decrease in modules achieved/passed between 2001 and 2005 (table 4A.59). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 4.32).

Figure 4.32 **Units of competency and modules achieved/passed, all students[a]**

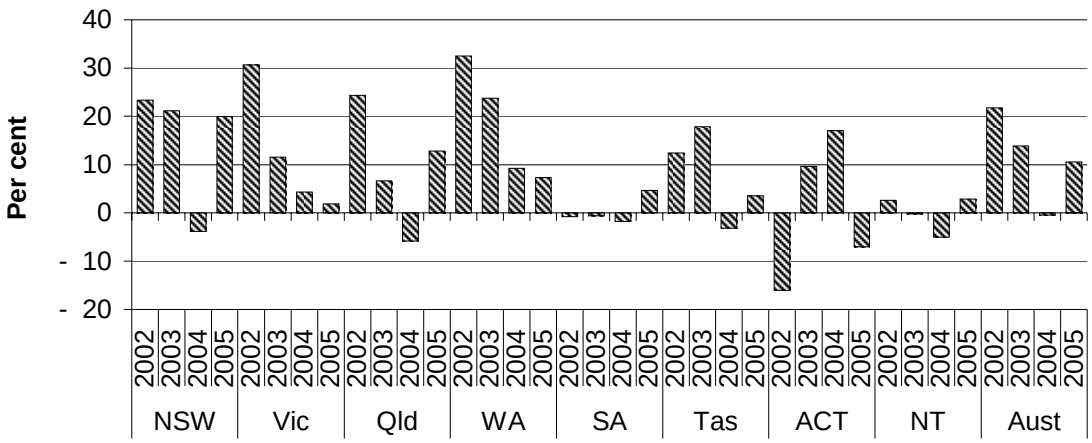


[a] Government recurrent funded VET students.

Source: NCVER AVETMISS collection (unpublished); tables 4A.55 and 4A.59.

Nationally, the number of units of competency achieved/passed has increased annually since 2002, except for 2004. In 2005, units of competency achieved/passed increased by 10.5 per cent from 2004 (figure 4.33).

Figure 4.33 **Growth in units of competency achieved/passed, by change from previous year [a]**



[a] Government recurrent funded VET students.

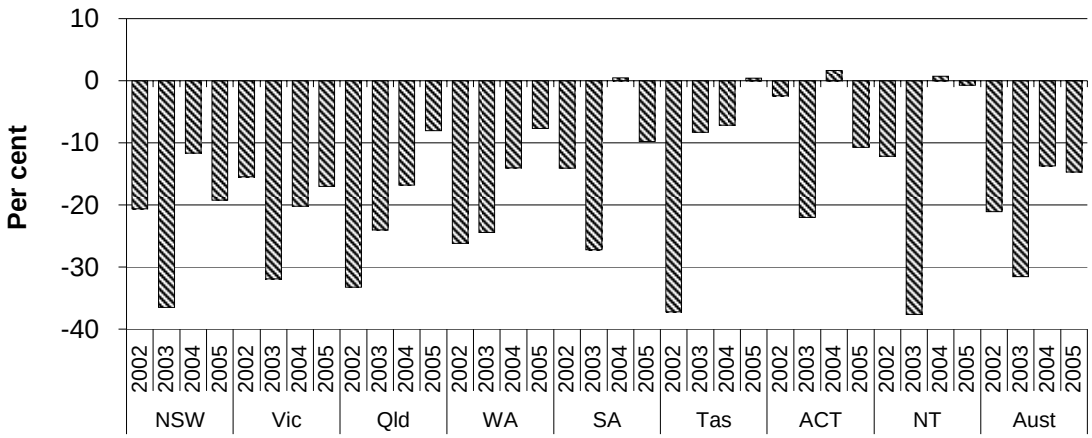
Source: NCVER AVETMISS collection (unpublished); table 4A.55.

Amongst the VET target groups, between 2001 and 2005 the number of units of competency achieved/passed nationally increased by:

- 42.4 per cent for female students, while for males, it increased by 64.2 per cent
- 96.8 per cent for students speaking a language other than English at home
- 37.8 per cent for students from remote and very remote areas (tables 4A.55-56 and table 4A.58).

Nationally, the number of modules achieved/passed has decreased annually since 2002. In 2005, modules achieved/passed decreased by 14.7 per cent from 2004 (figure 4.34).

Figure 4.34 **Growth in modules achieved/passed, by change from previous year** [a]



[a] Government recurrent funded VET students.

Source: NCVER AVETMISS collection (unpublished); table 4A.59.

Amongst the VET target groups the number of modules achieved/passed nationally between 2001 and 2005 decreased by:

- 64.3 per cent for female students, while for males, it decreased by 56.8 per cent
- 38.4 per cent for students speaking a language other than English at home
- 60.1 per cent for students from remote and very remote areas (tables 4A.59-60 and 4A.62).

The VET sector is focussed on delivering nationally approved training package qualifications and units of competency. Most jurisdictionally accredited courses and modules are being phased out. However there are some niche markets where accredited courses will be maintained and new ones developed.

Indigenous outcomes

'Indigenous outcomes' is an outcome indicator (box 4.17).

Box 4.17 **Indigenous outcomes**

'Indigenous outcomes' is an outcome indicator of the extent to which Indigenous people engage with and achieve positive outcomes from VET. This indicator comprises three elements:

- '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 in a given year. 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 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 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 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 benefits Indigenous students gained from the VET system and the proportion of Indigenous students who improved their employment or further study outcomes after completing a course.

(Continued on next page)

Box 4.17 **(Continued)**

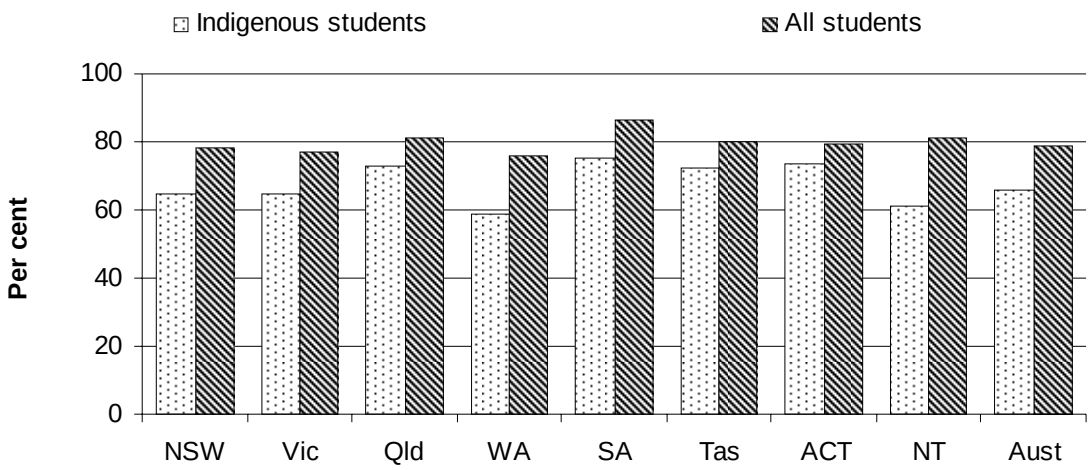
High 'load pass rates' and 'number of students who commenced and completed' indicate that student achievement is high, which is desirable. Higher numbers of qualifications completed, and units of competency or modules achieved/passed results in a greater increase in VET skills, all else being equal.

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 2004 are counted in 2006 and are included in the 2007 Report.

Indigenous students' achievement in VET

In 2005, the national 'load pass rate' for Indigenous government funded students (66.0 per cent) was lower than the national load pass rate for all government funded students (78.0 per cent) (figure 4.35).

Figure 4.35 **Indigenous students' load pass rate, 2005[a]**

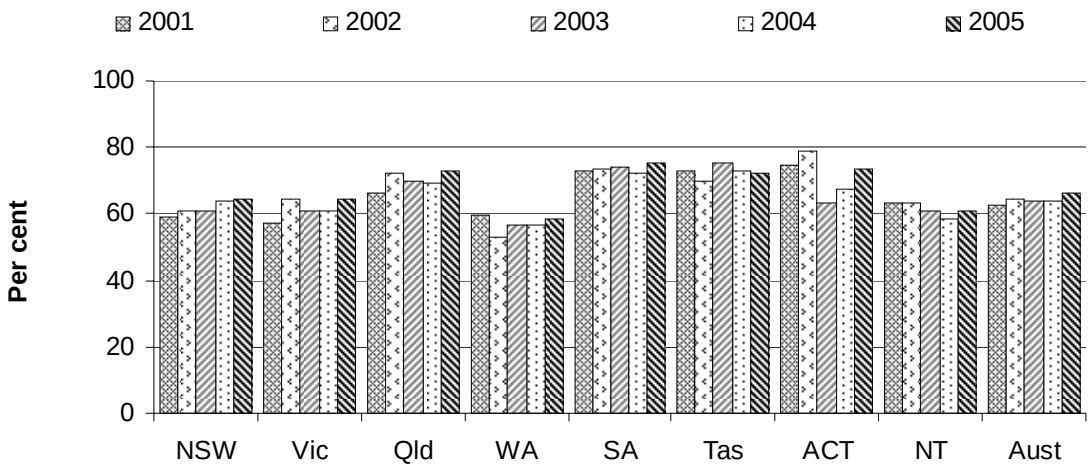


[a] Government recurrent funded VET students.

Source: NCVER AVETMISS collection (unpublished); table 4A.63.

The load pass rate for Indigenous government funded students increased nationally from 62.4 per cent in 2001 to 66.0 per cent in 2005 (figure 4.36).

Figure 4.36 **Indigenous students' load pass rate[a]**



[a] Government recurrent funded VET students.

Source: NCVER AVETMISS collection (unpublished); table 4A.63.

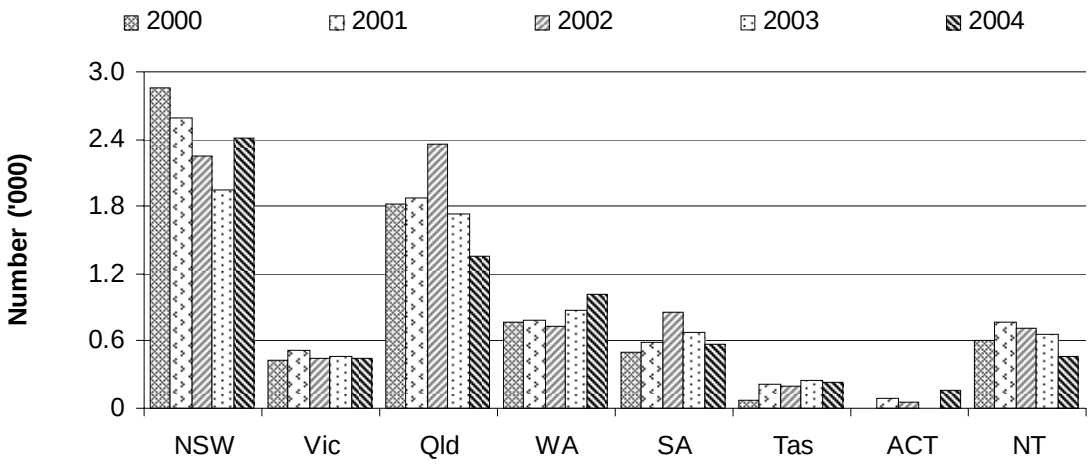
Indigenous students' skill outputs

The indicator 'skill outputs of Indigenous students' measures the skill outputs of Indigenous students from the VET system in a given year. It 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 6700 VET qualifications in 2004 — the same number of qualifications as completed in 2003. In 2002, 7600 qualifications were completed, 7400 in 2001 and 7100 in 2000. Indigenous students accounted for 2.4 per cent of all the qualifications completed in 2004 (table 4A.64). The number of qualifications completed by Indigenous students varied across jurisdictions (figure 4.37).

Figure 4.37 **Qualifications completed, by Indigenous status[a, b, c]**



[a] Qualifications completed includes courses accredited or approved by a local State/Territory authority. [b] The number of qualifications completed includes both government funded and non-government funded VET students. [c] Represents students eligible to be awarded a qualification.

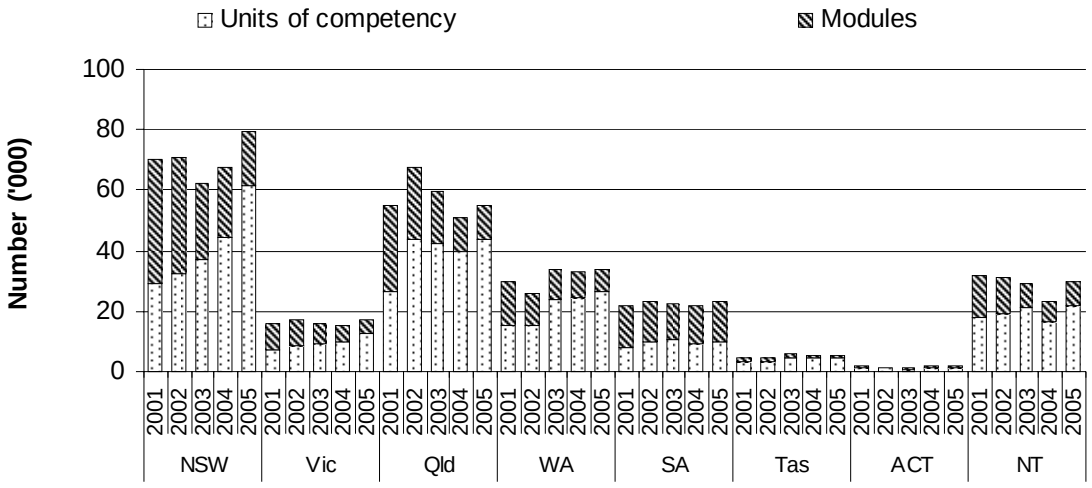
Source: NCVER AVETMISS collection (unpublished); table 4A.64.

Units of competency and modules completed by Indigenous students

Nationally, the number of units of competency achieved/passed by Indigenous government funded students increased by 21.3 per cent (from 149 800 in both 2003 and 2004 to 181 700 units in 2005). The number of units of competency achieved/passed in 2002 was 133 900 and 108 100 in 2001 (table 4A.65).

Nationally, the number of modules achieved/passed by Indigenous government funded students decreased by 7.0 per cent from 69 000 in 2004 to 64 200 in 2005. The number of modules achieved/passed in 2003 was 80 200, 108 100 in 2002 and 122 900 in 2001 (table 4A.65). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 4.38).

Figure 4.38 **Units of competency and modules achieved/passed, by Indigenous students[a]**



[a] Government recurrent funded VET students.

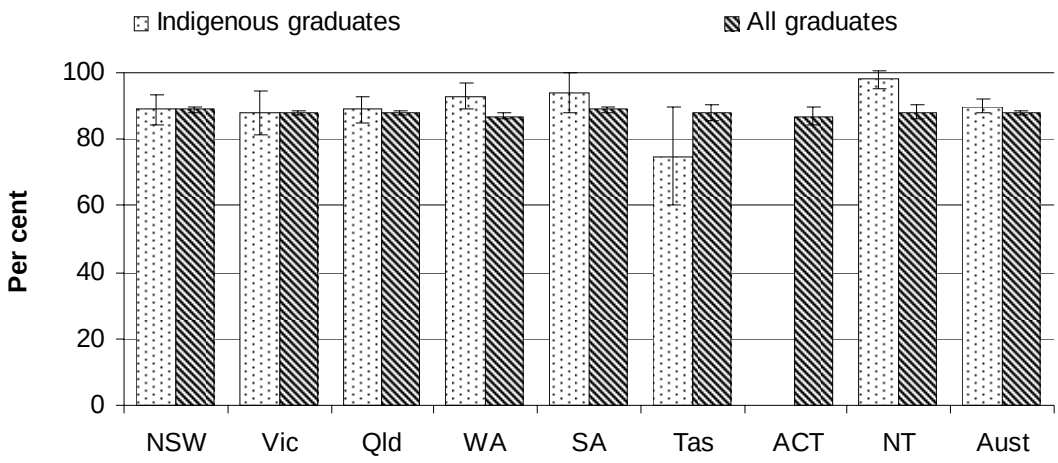
Source: NCVER AVETMISS collection (unpublished); table 4A.65.

Indigenous students' satisfaction with VET

The indicator 'Indigenous students' satisfaction with VET' reports on the proportion of Indigenous students who indicated they were satisfied with the quality of their completed VET course.

Nationally, 90 per cent of Indigenous students surveyed in 2005 indicated that they were satisfied with the quality of their completed course, compared with 88 per cent for all students (figure 4.39).

Figure 4.39 **Proportion of TAFE graduates who were satisfied with the quality of their completed course, by Indigenous status, 2005[a, b, c, d]**



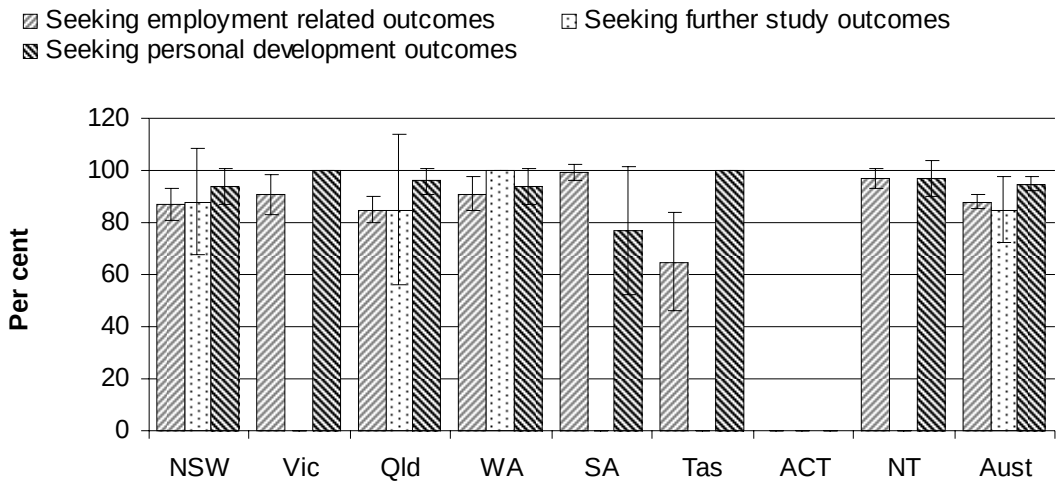
[a] Satisfaction with overall quality of training was rated as satisfied or very satisfied on a 5 point scale. [b] Indigenous data for the ACT are not published due to 5 or less responses. [c] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [d] The estimates for VET outcomes have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); tables 4A.43 and 4A.66.

Of those Indigenous students who completed courses in 2005, the proportion of those who indicated that they were satisfied with their courses was:

- 88 per cent of those seeking employment related outcomes
- 85 per cent of those seeking further study outcomes
- 95 per cent of those seeking personal development (figure 4.40).

Figure 4.40 **Proportion of Indigenous TAFE graduates who were satisfied with the quality of their course, by purpose of study, 2005[a, b, c, d]**



[a] Satisfaction with overall quality of training was rated as satisfied or very satisfied on a 5 point scale. [b] The seeking further study outcomes data for Tasmania was nil or rounded to zero. Data for Victoria, SA, the ACT and the NT are not published due to 5 or less responses. [c] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [d] The estimates for VET outcomes for Indigenous students have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); table 4A.66.

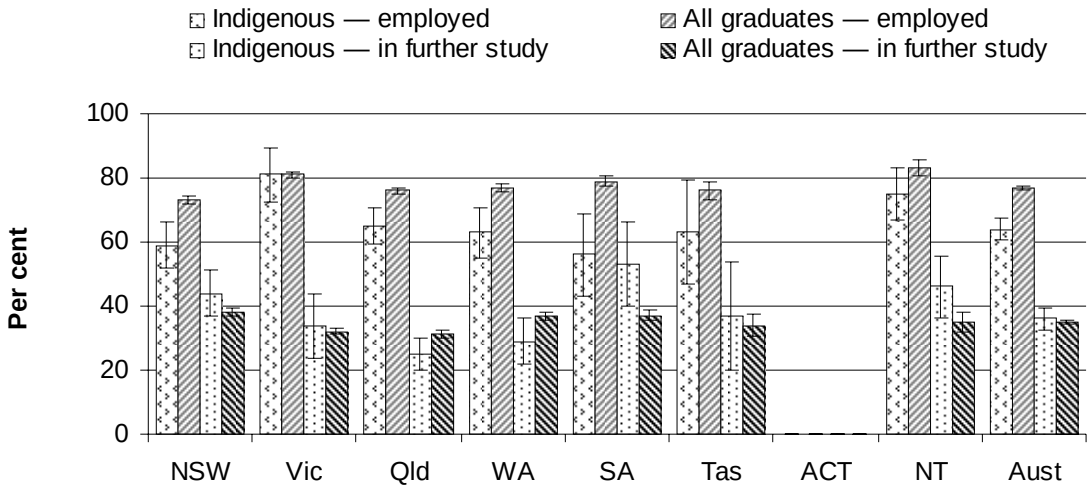
Further information on Indigenous students' views of their VET courses is available in the 2006 Report (SCRGSP (2006), box 4.18, p.4.59) and in the latest NCVER publication, *Indigenous Australians' training experiences 2004 – First findings* (NCVER 2005).

Indigenous students employment and further study outcomes

'Indigenous students' employment and further study outcomes' measures the proportion of Indigenous students who improved their employment circumstances or continued on to further study after completing training.

In 2005, 81 per cent of Indigenous students surveyed nationally indicated that they were employed and/or in further study after completing a course (table 4A.67). Of those graduates who were either employed and/or continued on to further study after completing a course, 64 per cent indicated that they were employed (compared with 77 per cent of all students) and 36 per cent continued on to further study (compared with 35 per cent of all students) (figure 4.41).

Figure 4.41 **Proportion of TAFE graduates who were in employment and/or continued on to further study after completing a course, by Indigenous status, 2005[a, b, c, d]**

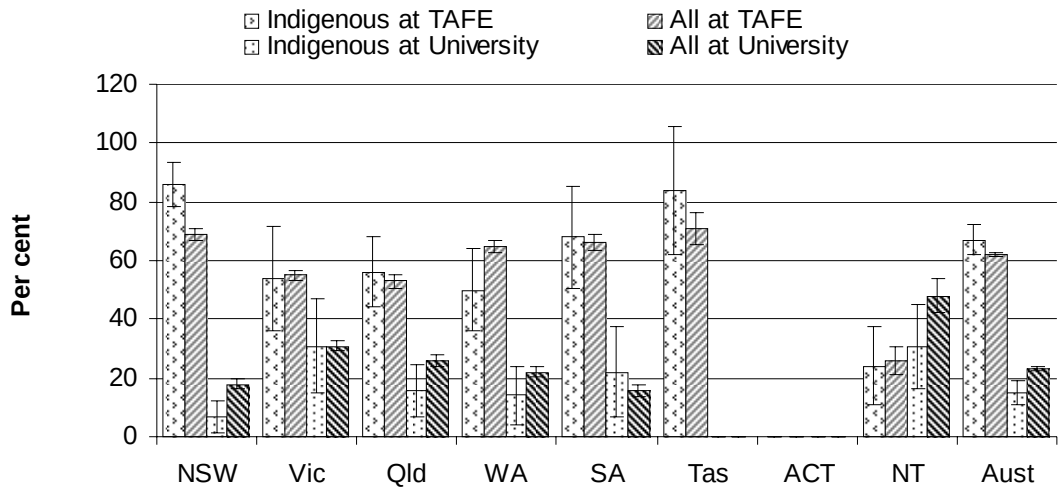


[a] The findings on further study outcomes are not applicable to module completers. A module completer, by definition, is someone who has left the system. [b] Indigenous data for the ACT are not published due to 5 or less responses. [c] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [d] The estimates for VET outcomes for Indigenous students have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); tables 4A.19 and 4A.67.

Of those Indigenous students who went on to further study, 67 per cent continued on to further study within the TAFE system (compared with 62 per cent for all students) and 15 per cent went to university (compared with 23 per cent for all students) (figure 4.42).

Figure 4.42 **Indigenous TAFE graduates who continued on to further study after completing a course, by type of institution, 2005**[a, b, c, d, e]



[a] The findings on further study outcomes are not applicable to module completers. A module completer, by definition, is someone who has left the system. [b] The Indigenous at University data for Tasmania and the ACT was nil or rounded to zero. The Indigenous at TAFE data for the ACT are not published due to 5 or less responses. [c] TAFE includes TAFE institutes and TAFE divisions of universities. [d] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. [e] The estimates for VET outcomes for Indigenous students have large confidence intervals for some jurisdictions and are considered too unreliable for general use.

Source: NCVER Student Outcomes Survey (unpublished); tables 4A.19 and 4A.67.

Employer outcomes

'Employer awareness of VET' is an outcome indicator of VET services (box 4.18).

Box 4.18 **Employer awareness of VET**

'Employer awareness of VET' is an outcome 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 or previously had or considered in the past:

- employees undertaking apprenticeships/traineeships
- provided nationally recognised training (other than apprenticeships/traineeships) for employees
- employing people with formal vocational qualification.

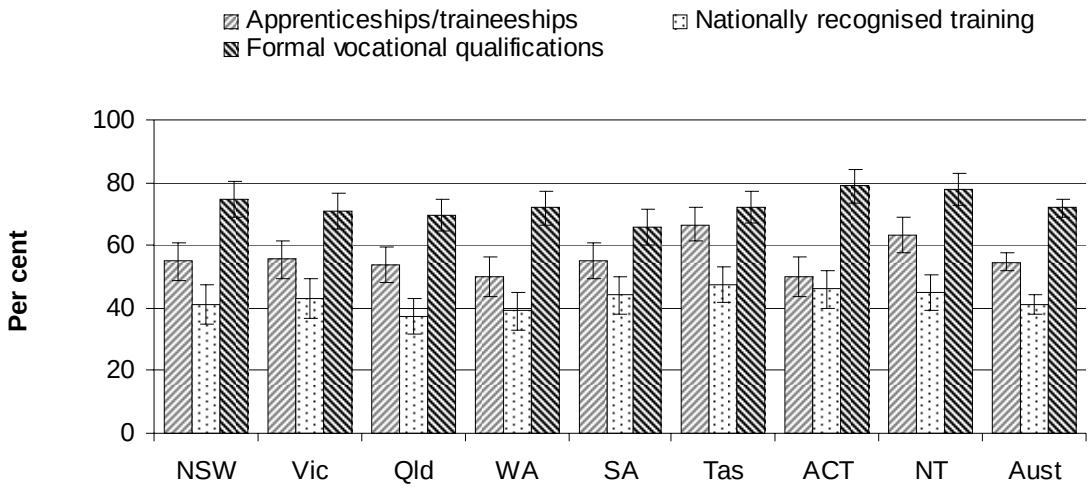
A high or increasing proportion of employers who have considered or used any of these options in the past is desirable, indicating greater employer awareness of VET.

Nationally, 55 per cent of employers had employees undertaking an apprenticeship or traineeship in the last 12 months, or had previously used or considered apprenticeships/traineeships in the past (figure 4.43). Of the employers who did not consider using apprenticeships/traineeships, the reasons were: 'No Need/Unsuitable For/Not Relevant To This Organisation' (77 per cent) and 'Need Specific Skills For The Job' (8 per cent) (NCVER unpublished).

Nationally, 41 per cent of employers provided nationally recognised training in the last 12 months or had previously used or considered nationally recognised training (figure 4.43). Of the employers who did not consider using nationally recognised training, the reasons were: 'No Need/Unsuitable For/Not Relevant To This Organisation' (73 per cent) and 'Current Employees Adequately Trained' (9 per cent) (NCVER unpublished).

Nationally, 72 per cent of employers employed people with a formal vocational qualification in the last 12 months, or previously had, or had considered in the past employing people with formal vocational qualifications (figure 4.43). Of the employers who did not consider using formal vocational qualifications, the reasons were: 'No Need/Unsuitable For/Not Relevant To This Organisation' (77 per cent) and 'Need Specific Skills For The Job' (11 per cent) (NCVER unpublished).

Figure 4.43 **Proportion of employers who are aware of aspects of the VET system, 2005[a, b, c, d]**



[a] Awareness of apprenticeships/traineeships means if had employees undertaking an apprenticeship or traineeship in the last 12 months or has previously used or considered apprenticeships/traineeships in the past. [b] Awareness of nationally recognised training means has provided nationally recognised training in the last 12 months or has previously used or considered nationally recognised training in the past. [c] Awareness of formal vocational qualifications means if employed people with a formal vocational qualification in the last 12 months, or if previously had or considered in the past employing people with formal vocational qualifications. [d] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Survey of Employer Use and Views (unpublished); table 4A.68.

‘Employer engagement with VET’ is an outcome indicator of VET services (box 4.19).

Box 4.19 **Employer engagement with VET**

‘Employer engagement with VET’ is an outcome 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 qualification as a requirement of their job.

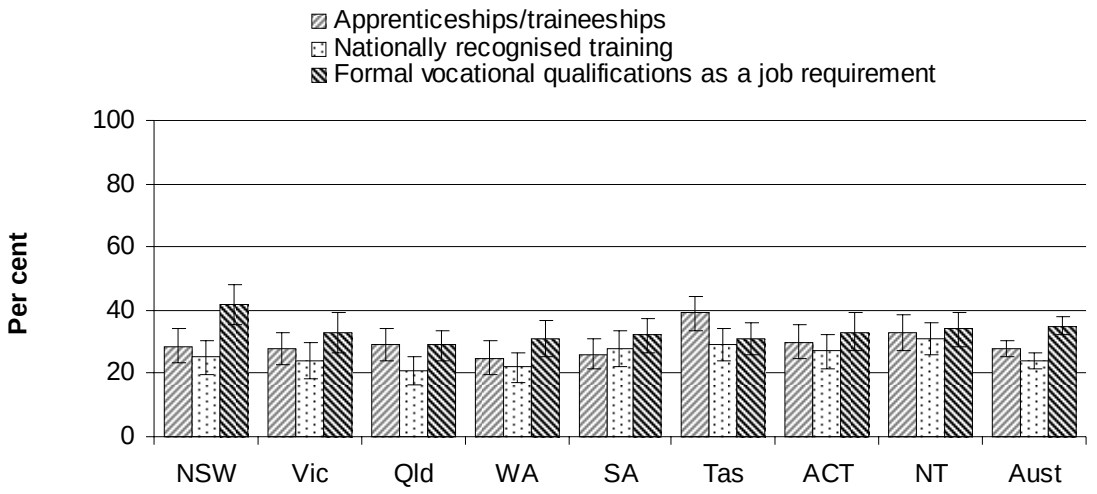
A high or increasing proportion of employers who had employees undertaking apprenticeships/traineeships, who arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees or who had employees with formal vocational qualification as a requirement of their 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 per cent (figure 4.44). This varied by industry from 11 per cent in communication services to 77 per cent in electricity, gas and water supply (NCVER 2006a).

The percentage of employers engaged with nationally recognised training in the past 12 months was 24 per cent (figure 4.44). Engagement with nationally recognised training varies by industry from 12 per cent in wholesale trade to 54 per cent in government administration and defence (NCVER 2006a).

The percentage of employers engaged with employing people with a formal vocational qualification as a job requirement in the last 12 months was 35 per cent (figure 4.44). Employers that have vocational qualifications as a job requirement varies from 18 per cent in agriculture, forestry and fishing to 68 per cent in electricity, gas and water supply (NCVER 2006a).

Figure 4.44 **Proportion of employers who are engaged with aspects of the VET system, 2005** [a, b, c, d]



[a] Engagement with apprenticeships/traineeships means had employees undertaking an apprenticeship or traineeship in the last 12 months. [b] Engagement with nationally recognised training means arranged or provided nationally recognised training to employees over the past 12 months. [c] 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. [d] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Survey of Employer Use and Views (unpublished); table 4A.69.

'Employer satisfaction with VET' is an outcome indicator of VET services (box 4.20).

Box 4.20 **Employer satisfaction with VET**

'Employer satisfaction with VET' is an outcome 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 are satisfied with VET in meeting the skill needs of their workforce.

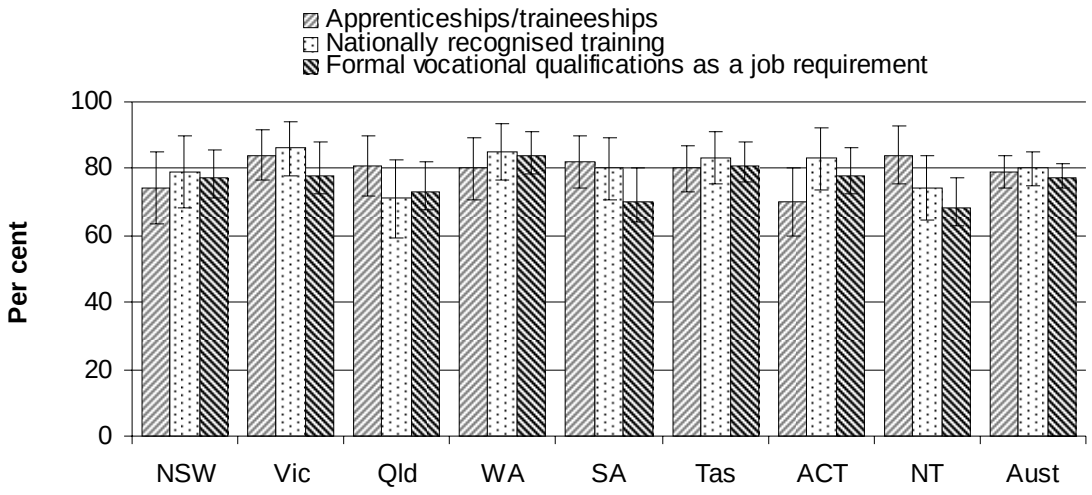
A high or increasing proportion of employers who are satisfied with VET in meeting the skill needs of their workforce is desirable.

Nationally, 79 per cent of employers were satisfied with apprenticeships or traineeships as a way of providing employees with skills required for the job (figure 4.45). Employer satisfaction with using apprenticeships or traineeships as a way of meeting skill needs varies across industry with the lowest satisfaction levels in retail trade and transport and storage (both 69 per cent) (NCVER 2006a).

Nationally, 80 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 4.45). Employer satisfaction with using nationally recognised training as a way of providing employees with skills required for the job is lowest in mining (51 per cent) and construction (69 per cent) industries (NCVER 2006a).

Nationally, 77 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 4.45). Employer satisfaction with using vocational qualifications as a job requirement as a way of meeting skills needs is lowest in communication services (46 per cent), construction (65 per cent) and cultural and recreational services (65 per cent) (NCVER 2006a).

Figure 4.45 **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[a, b, c, d, e]**



[a] 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. [b] Satisfaction with apprenticeships/traineeships: 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. [c] Satisfaction with nationally recognised training: 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. [d] 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. [e] The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Survey of Employer Use and Views (unpublished); table 4A.70.

4.4 Future directions in performance reporting

In November 2003, Australian, State and Territory ministers responsible for VET agreed to a new national VET strategy for 2004–10 (box 4.2). The performance indicator framework in this chapter was revised to reflect the new strategy in the 2006 Report and other indicator improvements were introduced in the 2007 Report. This process identified the need for further work on the skill profile indicators to enable related data to be included in future Reports.

4.5 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).

Australian Government comments

“ 2005 was a year of significant achievements in vocational and technical education for the Australian Government, with sound progress made in its aims for an industry led, high quality and responsive national system. The Australian Government’s offer for a new national agreement of cooperation was signed by all states and territories by October 2005; a new framework of governance is in place that more squarely locates industry at its centre; and a major programme of initiatives that enhance the operation of the national system was substantially implemented. This includes foundation work on Australian Technical Colleges, which will provide high quality technical education for young Australians and promote pride and excellence in the acquisition of trade skills.

The challenge for Australia is to further strengthen and improve the national training system so that it delivers what Australian businesses, communities and individuals need to build their own personal, and our collective, economic and social prosperity.

New legislation, the *Skilling Australia’s Workforce Act 2005*, frames the Australian Government’s aims and contribution to the national vocational and technical education system and was passed by the Parliament of Australia in August 2005.

Underpinned by the new legislation, a new agreement of cooperation was signed between the Australian Government and all State and Territory Governments during the second half of 2005. Through the *2005-08 Commonwealth-State Agreement for Skilling Australia’s Workforce* the Australian, State and Territory Governments commit to working in partnership to maintain an effective national training system that delivers high quality, nationally consistent training outcomes for industry, communities and individuals. The Australian Government provided Agreement funding of $1.183 billion in 2005.

DEST worked closely with the Department of Prime Minister and Cabinet on the Council of Australian Governments (COAG) Skills Working Group in 2005 in developing a package of measures designed to underpin a genuinely national approach to apprenticeships and skills recognition to address skill needs. The five key areas of focus, developed in consultation with industry, were: the commitment to quality training through a stronger focus on skills outcomes; a more mobile workforce to help meet skill needs; a more flexible and responsive training system; targeted responses to skill needs in regions; and next stages of vocational and technical education reform.

Apprenticeships are a key element of the Australian Government’s approach to maintaining a skilled, flexible and internationally competitive workforce. The Australian government provided $681.7 million in 2005 for Apprenticeship Centres and employer incentive programmes. ”

New South Wales Government comments

“NSW continues to be the largest provider of VET with 37.9 per cent of all Australian VET qualifications being completed by NSW students in 2004. In 2005, NSW delivered 122.5 million hours of VET, an increase of 9.7 per cent compared with 2004 and twice the national growth rate of 3.9 per cent.

NSW places a high priority on addressing skills shortages. At a time of significant technological change and skilled labour shortages, NSW is ensuring that it remains responsive to industry and community needs.

In 2005, there were 885 apprenticeship and traineeship pathways available in NSW. Enrolments increased in skills shortage areas and 38 700 apprentices and trainees completed their training in 2005, a 66.8 per cent increase compared with 2001. In addition, 11 per cent of trade apprentices completed their term of training early, allowing them to fast track into employment. NSW also emphasises RPL, with 36 per cent of students reporting having received some recognition compared with 31 per cent nationally.

NSW has introduced a number of initiatives to address workforce skill needs:

- the Securing Our Workforce plan, introduced in 2005, includes more than $7 million in extra funds for apprenticeship training and incentive programs
- an allocation of $18 million towards 10 new dedicated trade schools that allow students to complete part of a trade course while studying for the Higher School Certificate
- the provision of $4.2 million towards pre-apprenticeship and pre-traineeship training courses for 3000 participants across NSW to enable them to be better prepared to undertake apprenticeships and traineeships in the future
- establishing the NSW Skills Council to improve capacity to identify areas of skills needs and develop strategies for action across government.

TAFE NSW, the largest provider of VET in the southern hemisphere, continued to deliver high quality learning and support services in 2005 to meet the needs and expectations of industry and community. The high regard in which TAFE NSW is held was reaffirmed in the results of the 2005 TAFE NSW Student Satisfaction Survey, where almost 93 per cent of students indicated good, high or very high levels of satisfaction.”

Victorian Government comments

“In 2005 Victorian RTOs provided approximately 484 000 students with over 111 million student contact hours of VET, an increase of 0.1 per cent on 2004 delivery.

Of this total delivery, government-funded delivery accounted for over 79.9 million student contact hours. TAFE institutions delivered nearly 62.8 million government funded hours, with the remaining 17.1 million hours delivered by ACE and private RTOs.

The number of government-funded apprentices in training increased by 6.1 per cent over the year to 43 300 at 31 December 2005.

In its 2005-06 Budget, the Victorian Government provided an additional $43.3 million to VET. This comprised:

- $12.5 million over four years for 1600 new pre-apprenticeship places
- $12 million for TAFE teaching equipment
- $15.8 million for upgrade of TAFE facilities
- $3 million over two years for the *lab.3000* digital design centre.

In July 2005 the Government announced that a panel of industry and education experts would lead an Inquiry into Vocational Education and Training, chaired by Mr Peter Thomas AO, Chair of the Victorian Learning and Employment Skills Commission.

The Inquiry terms of reference covered apprenticeships and traineeships, VET in schools, training models for all VET students, future resourcing requirements, the role of VET in overcoming skill shortages and increasing workforce participation and industry productivity, and information provision to VET clients.

Over 50 metropolitan and regional consultations were conducted and 84 submissions were received. The five key themes addressed by the panel were:

- the need for an increase in the skills profile of the state with a greater focus on diploma (associate professional and technician) qualifications
- improved quality arrangements to drive greater provider flexibility and responsiveness
- future resourcing of VET
- reform to enhance pathways from training to work
- improved information to system clients.

The Inquiry report was released on 13 February 2006 and included 63 recommendations to Government.”

Queensland Government comments

“ A total of 194 300 persons accessed government-funded training in Queensland during 2005, up by more than 10 000 compared to a year earlier.

This increase is focussed on employed students and follows a brief period of decline caused by buoyant labour market conditions where strong jobs growth attracted some potential students into earning rather than learning.

While acknowledging the benefits of increased employment opportunities, sustained strong jobs growth creates its own problem in the form of skill shortages. Combining with the pressure of skill shortages is a growing demand for our workforce to become more highly skilled. Qualifications often determine an individual’s chances of obtaining a job and their earning potential.

These trends and others, including the pressures associated with an aging workforce, cause obvious and significant challenges for VET systems.

The Queensland Government has been proactive in responding to these challenges. After extensive research the Government released for consultation its discussion paper outlining the way ahead for the VET system. This process of research and stakeholder consultation culminated in the release in early 2006 of the official policy platform for the training system: the *Queensland Skills Plan*.

The *Skills Plan* aims to capitalise on the successes and innovative initiatives of the Queensland VET system. It contains 24 separate actions designed to build the capacity and responsiveness of the system and expedite the skill acquisition process. These actions include:

- building new infrastructure including specialist trade and technician centres of excellence to train people in areas of skill shortage and labour market demand
- developing a range of industry engagement models to enhance skills and training leadership in key industries
- strengthening TAFE through infrastructure development, staff training and restructuring the organisation on a number of platforms
- improving the quality and relevance of trade training and introducing a range of higher-level trade qualifications
- implementing the Experience Pays Awareness Strategy aimed at assisting the recruitment and retention of older Queenslanders.

These and many more actions are already being implemented (infrastructure is being built, strategies are in place etc.) to provide Queensland with a world class training system. ”

Western Australian Government comments

"The State's ongoing economic expansion continues to be constrained by shortages in skilled labour across many occupational groups, particularly in the construction, metals and electrical and electronics trades areas. Western Australia is responding to the skills demands of its vibrant economy through initiatives to reform the apprenticeship and traineeship system and increase the appeal of apprenticeships to young people.

The Skills Formation Taskforce was established in 2005 to develop greater flexibility and responsiveness in apprenticeship and traineeship arrangements. Some of the biggest changes in almost a century are taking place, including the introduction of six new two-year apprenticeships in the residential housing industry. In almost thirty trades, the nominal duration of apprenticeships has been reduced from four years to three and a half or three years. Further changes will take place during 2006-07 and beyond to improve the system and meet emerging challenges.

A program was introduced to broker training services to small- to medium-sized enterprises (SMEs) in industries critical to the economy, including building and construction, automotive, metals and hospitality. The Industry Training Brokerage Team will also provide feedback and advice on the short and long term training needs of SMEs to ensure a strategic and coordinated training system response is developed to respond to the State's skill requirements.

The School Apprenticeship Link addresses skill shortages in the trades by offering direct pathways from school into apprenticeships. In 2005, more than 350 students commenced the pilot program.

The target of 30 000 apprentices and trainees in training by 2009 was met in July 2005.

There were nearly 1000 school-based traineeship commencements in public schools with more than half of these taken up by Aboriginal students.

The number of publicly-funded VET clients aged 15–64 years increased to 109 932 with average of 268 student contact hours. The module load completion rate increased slightly to 74.7 per cent.

In WA, 84 per cent of employers with jobs requiring vocational qualifications were satisfied with the VET system, compared with the national average of 77 per cent.

The 2005 national Student Outcomes Survey showed that 85 per cent of TAFEWA graduates achieved their main reason for study compared with 77 per cent in 2001.

Some 86 per cent of TAFEWA graduates were satisfied with their training, up from 76 per cent in 2001."

South Australian Government comments

“ South Australia is currently experiencing high demand for skilled workers with strong economic growth and historically low unemployment levels. Aside from these buoyant times there are underlying issues that may put pressure on the State’s economic prosperity if not properly addressed such as the ageing workforce.

The South Australian Government is meeting this challenge by focusing its efforts towards priority areas that will boost training places in skills shortage areas, address attraction and retention of older or experienced workers by employers, encouraging and supporting more people into the workforce and attracting workers from overseas and interstate.

The South Australian Government recently announced a skills package ‘Skills for South Australia. Building on strong foundations’ that will be implemented over 4 years at a cost of $98 million. The skills package includes 24 initiatives that focus on seven priority areas of:

- skill needs of major projects
- customised training including TAFE rapid response
- development of state-wide industry workforce action plans
- boost workforce participation
- increase science and mathematics in schools
- increase skilled migration
- foster career development.

The skills package will build on South Australia’s good performance in delivering VET. In 2005, investment in VET in South Australia was high with a 4.5 per cent increase in the number of government funded students on 2004. A survey of VET students found that they had good employment outcomes and satisfaction levels with 91 per cent employed or in further study and 87 per cent were satisfied with the quality of their training. Employers also indicated a high level of satisfaction with the VET system in terms of apprenticeships and traineeships (82 per cent satisfied), nationally recognised training (80 per cent) and formal qualifications as a job requirement (70 per cent). ”

Tasmanian Government comments

"This report supports Tasmania's priorities for the VET system to meet industry, community and individual need for skills development. The priorities are:

- improved opportunities and outcomes for young people (15–24) as they move from compulsory education to post-compulsory education, training and work
- improved opportunities for mature-age workers
- increased proportion of the working age population with skills that are relevant to, and will support State economic and industry development
- improved access to VET and improved outcomes for people who experience barriers to training and employment due to their particular needs
- established links with other State, local and Australian government agencies and regional and industry bodies to ensure education and training solutions are part of coordinated whole-of-government, community and industry strategies
- respond to current and emerging skill needs of industry and build on the COAG national approach to skills development.

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's Skills for Growth budget initiative is investing $12.6 million over four years 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.

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 report highlights what is being achieved. It shows increasing expenditure, high participation rates, very strong employer awareness of, and engagement with the apprentice and trainees system and strong employer satisfaction with VET.

The Tasmania training system has entered a period of change; it has increased the focus on industry partnerships and working closely with employers and is responding to the need to increase labour force participation. As foreshadowed in earlier reports these changes together with the broad and dispersed industry base in Tasmania mean the scope for reducing costs has diminished and the reported unit costs reflect this position."

Australian Capital Territory Government comments

"The ACT has a strong commitment to VET as a means of providing appropriate skills and qualifications for citizens to contribute to the economic, social and cultural well being of the ACT. The ACT population has the highest level of full time participation in education, training or work, at 74 per cent, well above the national average of 64.4 per cent.

The ACT continues to maintain high levels of activity in apprenticeships/traineeships. NCVER data for apprenticeships/traineeships in the ACT shows that over the 12 months to 31 December 2005, commencements fell slightly from the record peak in 2004, whilst completions and the number of apprentices in training continued at previous levels.

The ACT is consistently well above the national average in delivering higher-level VET qualifications at Certificate IV and above. As of 31 December 2005, 22 per cent of those in-training were studying at Certificate IV or above, where the national average is 11 per cent.

The ACT is addressing skills shortages through refocusing funding and programs to concentrate on skills shortage priorities. This includes a focus on increasing participation in Australian School Based Apprenticeships (ASBAs) or trade related courses that respond to skill shortages; there were over 120 ASBAs in the local building and construction industry in 2005.

The *ACT Vocational Education and Training Strategic Plan 2005–09* was launched in February 2005, and is the product of considerable research and consultation across the ACT VET sector. The Plan has been designed to meet the objectives of the *National Strategy for Vocational Education and Training 2004–2010*, the *Canberra Plan*, Commonwealth and ACT legislation.

Annual action plans developed in consultation with stakeholders will ensure that the VET sector remains flexible and responsive to its environment. The 2005 action plans emphasise the commitment to women, people with a disability, Indigenous and adult and community education communities to increase the participation of people in VET in the ACT.

In the ACT, 8.3 per cent of the working age population are in government funded VET in 2005, up from 8.1 per cent in 2004 and above the national average of 8.1 per cent. The improvement was in the participation rate of women, with a rise of around 300 students.

The participation rate of Indigenous people is 12.2 per cent within the ACT. The load pass rate of ACT Indigenous people rose from 67.8 per cent in 2004 to 73.5 per cent in 2005, above the national average of 66 per cent."

Northern Territory Government comments

"The 2005 *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.

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 2005, 17 678 people participated in VET programs in the NT. An increase of 0.76 per cent on 2004, based on changes to the national reporting requirements.

During 2005, 2426 Territorians commenced an apprenticeship or traineeship, an increase of 4 per cent over 2004. Of the 2426 commencements in 2005, 590 (24.3 per cent) were Indigenous Territorians.

In 2005, the Flexible Response and Community Response programs continued to fund targeted training to Indigenous Territorians. These programs provide responsive, ongoing skills training that contribute to the economic development of communities and regions in the NT.

The NT is continuing to ensure VET is targeted to meet the needs of its growing economy and leads to jobs for Territorians."

4.6 Definitions of key terms and indicators

Adjusted annual curriculum hours	Annual curriculum hours that are adjusted to account for (1) module enrolments reported with an outcome of RPL and (2) invalid module enrolments.
Annual curriculum hours	The anticipated hours of supervised learning or training deemed necessary to adequately present the education material. These hours are generally specified in the curriculum documentation and exclude hours associated with field work or work experience. Indicator changed in 1999 to nominal hours — supervised.
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard. This is a specification of information standards for recording and reporting VET inputs (resource module) and activity and outputs (business module). This standard was observed in the collection and preparation of data for this Report.
Community education providers	Community education training organisations (including ACE providers) that provide information to the AVETMISS data collection.
Completions	Fulfilment of all of the requirements of a course enrolment or module enrolment.
Cost of capital per adjusted annual curriculum hour	Cost to the government of using capital (physical noncurrent assets) to deliver VET services divided by the adjusted annual curriculum hours and course mix weight.
Cost of capital per load pass	Total government recurrent expenditure divided by successfully completed VET modules or unit of competency.
Course	A structured sequence of VET that leads to the acquisition of identified competencies and includes assessment leading to a qualification or statement of attainment.
Course mix weight	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 used to adjust hours of activity 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 is used in the course mix weight calculations for 2005 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.
Employer awareness of VET	The proportion of Australian employers who in the last 12 months had or previously had or considered in the past, employees undertaking apprenticeships/traineeships, arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees or if had employees with formal vocational qualification.

Employer engagement with VET	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, or if had employees with formal vocational qualification as a requirement of their job.
Employer satisfaction with VET	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 were satisfied or very satisfied and 'dissatisfied' includes employers who were dissatisfied or very dissatisfied.
Enrolment	The registration of a student with a training provider for the purpose of doing a course or module. The enrolment is considered valid only if all fee obligations have been met and the student has attended at least one lesson or submitted at least one piece of work.
Fee-for-service activity	Activity that is funded by fees received from individuals and organisations (other than regulatory student fees), including specifically funded Australian and State government programs (such as labour market programs and Adult Migrant English Services).
Government funded VET students	Government recurrent funded students (which relates directly to training activity funded under the Commonwealth–State Training Funding Agreement) unless otherwise specified and excludes students participating in VET programs in schools or who undertook 'recreation, leisure or personal enrichment' education programs.
Government funding to private and adult and community education providers	Government recurrent expenditure to private and ACE providers for the delivery of VET services. Expenditure includes payments to secondary schools, other government providers, enterprises, private RTOS, ACE providers, industry and local government providers.
Government recurrent expenditure per adjusted annual curriculum hour	Government recurrent expenditure per adjusted government funded annual curriculum hours. Expenditure is adjusted for course mix weight.
Government recurrent expenditure per load pass	The total government recurrent expenditure divided by the number of hours successfully completed from assessable enrolments of modules and units of competency achieved/passed and RPL.
Graduate	A person who has completed a vocational program.
Graduates' main reason for undertaking a VET course	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).
Language spoken at home	People 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.

Load pass rate	The ratio of hours attributed to students who gained competencies/passed assessment in an assessable module or unit of competency to 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.
Module	A unit of training in which a student can enrol and be assessed.
Nominal hours — supervised	The anticipated hours of learning or training deemed necessary to adequately present the educational material associated with the delivery of a training program in standard classroom delivery mode. These hours are generally specified in the curriculum documentation and exclude hours associated with work experience, industry placement or field placement. See '*annual curriculum hours'*.
Non-response rate	Proportion of VET students who did not respond to the relevant question.
Non-vocational program of study	Recreation, leisure and personal enrichment courses directed towards the encouragement and development of creative, social and personal pursuits and skills that enable people to make more effective use of leisure time.
Private provider	A commercial organisation that provides training to individuals and industry.
Real expenditure	Actual expenditure adjusted for changes in prices. Adjustments are made using the GDP chain price deflator and expressed in terms of final year prices.
Recurrent funding	Funding provided by the Australian, State and Territory governments to cover operating costs, salaries and rent.
TAFE	Technical and further education colleges and institutes, which are the primary providers of government funded VET.
Training packages	The basic building blocks for VET programs under the National Training Framework. They are developed by industry and create national standards, programs, qualifications and learning resources.
VET cost per adjusted annual curriculum hour	Government recurrent expenditure per adjusted government funded annual curriculum hours.
VET participation by Indigenous people	The proportion of VET students of all ages reported as Indigenous compared to the proportion of Indigenous people aged 15–64 in the Australian population.
VET participation by students speaking a language other than English	The proportion of VET students of all ages speaking a language other than English at home compared with the proportion of all people in the Australian population speaking a language other than English at home.
VET participation rate for people aged 15–64 years	The ratio of the number of people who undertake a VET program or module to the number of people in Australia (or each jurisdiction) aged 15–64 years.
VET participation rate for people of all ages by region	The ratio of the number of people of all ages who undertake VET programs or modules in specified geographic areas (that is, major cities, inner regional areas, outer regional areas, remote and very remote areas) to the total population of people in those

	geographic areas.
VET program	A course or module offered by a training organisation in which clients may enrol.
Vocational program of study	A program of study that is intended to develop competency in skills relevant to the workplace or entry to further education. Includes initial vocational courses and courses subsequent to initial vocational courses. These courses are typically associated with preparatory, operative, trades/skilled and para-professional education and training.
Whether the VET course helped graduates achieve their main reason for doing the course	Whether 'the course helped', 'the course partly helped', 'the course did not help' or the graduates 'cannot say'.

4.7 Supporting tables

The files containing the supporting tables can be found on the Review web page (www.pc.gov.au/gsp). Users without access to the CD-ROM or Internet can contact the Secretariat to obtain the supporting tables (see contact details on the inside front cover of the Report).

Table 4A.1	Government real recurrent expenditure, (2005 dollars) ($ million)
Table 4A.2	Government real recurrent expenditure per person aged 15–64 years, (2005 dollars) ($ per person)
Table 4A.3	Total VET activity, 2005
Table 4A.4	Commonwealth and State Agreement funded VET activity, 2005
Table 4A.5	Real net assets of public VET providers per person aged 15–64 years, (2005 dollars) ($ per person)
Table 4A.6	Government payments to non-TAFE providers for VET delivery, 2005
Table 4A.7	Allocation of government real funds for VET (2005 dollars)
Table 4A.8	VET participation by age group
Table 4A.9	VET participation of people aged 15–64 years, by sex
Table 4A.10	VET participation, all ages, by region
Table 4A.11	VET students, all ages, by disability status, 2005 (per cent)
Table 4A.12	VET students, all ages, by language spoken at home, 2005 (per cent)
Table 4A.13	VET participation by Indigenous status, 2005 (per cent)
Table 4A.14	Government real recurrent expenditure per adjusted annual curriculum hour (2005 dollars) ($ per hour)
Table 4A.15	Government real recurrent expenditure per hour of publicly funded load pass, (2005 dollars) ($ per hour)
Table 4A.16	Cost of capital, 2005
Table 4A.17	Total government costs per adjusted annual curriculum hour, 2005 ($ per hour)
Table 4A.18	Total government VET costs per hour of publicly funded load pass, 2005 ($ per hour)
Table 4A.19	Proportion of graduates in employment and/or continued on to further study after completing a course (per cent)
Table 4A.20	Proportion of female graduates in employment and/or continued on to further study after completing a course (per cent)
Table 4A.21	Proportion of graduates from major cities in employment and/or continued on to further study after completing a course (per cent)
Table 4A.22	Proportion of graduates from inner regional areas in employment and/or continued on to further study after completing a course (per cent)
Table 4A.23	Proportion of graduates from outer regional areas in employment and/or continued on to further study after completing a course (per cent)

4.8 References

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PART C

JUSTICE

C Justice preface

Governments provide justice services to ensure a safe society by enhancing public order and security, and upholding the rule of law. This provision involves crime prevention, detection and investigation, judicial processes and dispute resolution, prisoner and offender management, and rehabilitation services. The focus of the following chapters is on the justice services provided by police (chapter 5), court administration (chapter 6) and adult corrective services (chapter 7). These chapters cover:

- the operations of the police agencies of each State and Territory government and the ACT community policing function performed by the Australian Federal Police (AFP)
- the court administration of the State and Territory supreme courts, district/county courts, magistrates' courts (including electronic infringement and enforcement systems and children's courts), coroners' courts and probate registries, as well as the court administration of the Federal Court of Australia, the Family Court of Australia, the Family Court of WA and the Federal Magistrates Court of Australia
- the operations of the corrective services agencies within each state and territory, including prisons (both public and private), periodic detention centres and a range of supervised community corrections orders for adult offenders.

Some government services that are not included, but which also contribute to civil and criminal justice outcomes, are:

- crime prevention, diversion and early intervention activities within policing (although chapter 5 contains some information relevant to these activities)
- 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
- crimes compensation services and victim support services, which assist victims' recovery from crime

- prosecution services, which bring actions on behalf of the community in criminal actions
- 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 AFP
- the operations of tribunals and registries (except for probate and court registries) 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)
- juvenile justice agencies and services (except children's courts). (Some descriptive information on juvenile justice is included in the community services preface).

Profile of the justice system

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 2007 Report the GDP IPD has a base year of 2005-06). Details on the GDP IPD can be found in appendix A.

Differences between service areas costs reported in recurrent expenditure may affect service area comparisons. In this preface:

- capital expenditure is reported for police services but not for court administration or corrective services
- user cost of capital is reported for police services, but not reported for court administration or corrective services
- depreciation is reported for police services and court administration but not for corrective services (see table C.1).

To maintain consistency in the time series presented in table C.1, corrective services data on recurrent expenditure differs from that reported in the Corrective services

chapter – the expenditure data reported in the Corrective services chapter includes depreciation and user cost of capital.

The presentation of expenditure data in this preface is under review to improve the comparability of the service areas for future Reports.

Total real recurrent expenditure for those parts of the justice system covered in this Report was $9.1 billion in 2005-06 (table C.1).

Table C.1 **Real recurrent expenditure (less revenue from own sources) on justice services by all Australian governments (2005-06 dollars)[a, b, c]**

	2001-02	*2002-03*	*2003-04*	*2004-05*	*2005-06*	*Annual average growth*
	$m	$m	$m	$m	$m	%
Police services[d]	5 341.2	5 664.4	5 844.3	5 956.7	6 178.3	3.7
Court admin. — criminal[e]	431.8	434.1	428.5	443.7	452.7	1.2
Court admin. — civil[e, f]	454.9	482.7	496.4	527.4	538.4	4.3
Corrective services[g]	1 576.8	1 675.3	1 716.8	1 811.8	1 897.6	4.7
Total justice system	**7 804.6**	**8 256.5**	**8 486.1**	**8 739.7**	**9 066.9**	**3.8**
	%	%	%	%	%	
Police services[d]	68.4	68.6	68.9	68.2	68.1	..
Court admin. — criminal[e]	5.5	5.3	5.0	5.1	5.0	..
Court admin. — civil[e, f]	5.8	5.8	5.9	6.0	5.9	..
Corrective services[g]	20.2	20.3	20.2	20.7	20.9	..
Total justice system	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**..**

[a] Totals may not sum as a result of rounding. [b] Excludes payroll tax. [c] Excludes expenditure on justice services out of the scope of this Report (e.g., expenditure on specialist courts). [d] Recurrent expenditure on police services includes depreciation and user cost of capital. [e] Recurrent expenditure on court administration includes depreciation but excludes user cost of capital. [f] Civil expenditure excludes expenditure on probate matters. [g] Recurrent expenditure on corrective services excludes depreciation and the user cost of capital. **..** Not applicable.

Source: Australian, State and Territory governments (unpublished); tables 5A.1–8, 6A.12–13, 7A.8 and 7A.10.

Real recurrent expenditure (less revenue from own sources) per person

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.

Nationally, justice expenditure (less revenue from own sources) per person on justice in 2005-06 was $445 (table C.2).

Table C.2 **Real recurrent expenditure (less revenue from own sources) per person on justice services, 2005-06[a, b, c, d]**

	Unit	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Police services[e]	$	301	285	294	348	289	292	306	788	304
Court admin.— criminal[f]	$	24	16	18	33	22	26	21	68	22
Court admin.— civil[f, g, h]	$	14	12	11	32	17	17	33	69	26
Corrective Services[i]	$	106	62	89	133	85	87	84	269	93
Total justice system	**$**	**445**	**375**	**412**	**546**	**413**	**422**	**444**	**1194**	**445**
Police services[e]	%	67.6	76.0	71.3	63.7	70.0	69.2	68.9	66.0	68.1
Court admin.— criminal[f]	%	5.4	4.3	4.4	6.0	5.3	6.2	4.7	5.7	5.0
Court admin.— civil[f, g, h]	%	3.1	3.2	2.7	5.9	4.1	4.0	7.4	5.8	5.9
Corrective Services[i]	%	23.8	16.5	21.6	24.4	20.6	20.6	18.9	22.5	20.9
Total justice system	**%**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

[a] Totals may not sum as a result of rounding. [b] Excludes payroll tax. [c] Population is estimated by taking the average of the four quarters for the 2005-06 financial year. [d] Excludes expenditure on justice services out of the scope of this Report (for example, expenditure on specialist courts). [e] Recurrent expenditure on police services includes depreciation and user cost of capital. [f] Recurrent expenditure on court administration includes depreciation, but excludes user cost of capital. [g] The Australian total includes Australian Government expenditure on the Federal Court of Australia, the Family Court of Australia, and the Federal Magistrates Court, which are not attributed to jurisdiction expenditure. [h] WA civil court administration data include the cost of the Family Court of WA, so are not directly comparable with other jurisdictions. [i] Recurrent expenditure on corrective services excludes depreciation and the user cost of capital.

Source: Australian, State and Territory governments (unpublished); tables AA2, 5A.1–8, 6A.12–13, 7A.8 and 7A.10.

Framework of the criminal justice system

The criminal 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 contributes to community safety (box C.1).

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.

A model of the criminal justice system

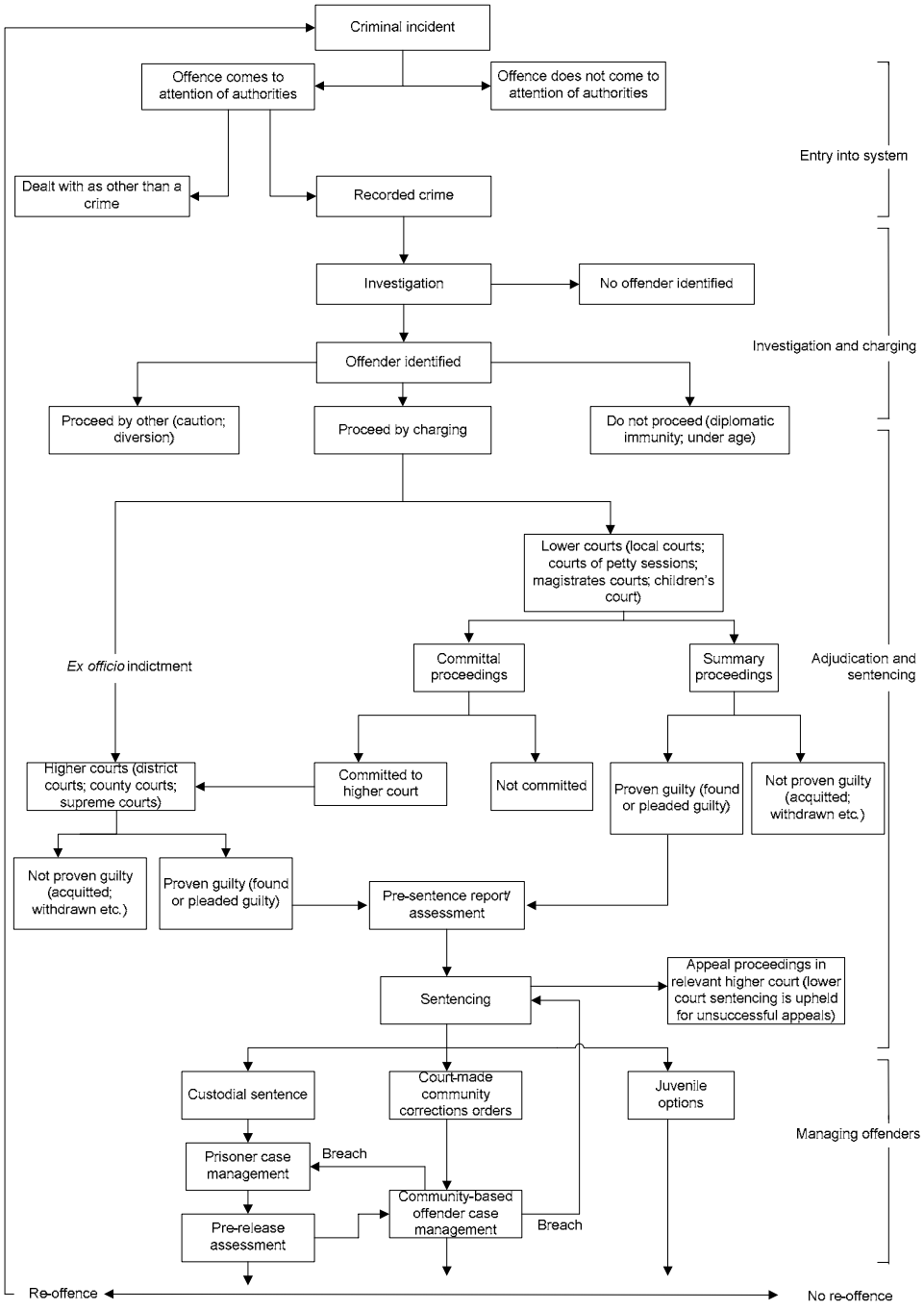
The performance of the criminal justice system is measured in this Report against the objectives of effectiveness (how well agencies meet the outcomes of access, appropriateness and/or quality), equity (how well agencies treat special needs groups) and efficiency (how well inputs are used to deliver a range of outputs). Within the criminal justice system, the ability of one agency to meet these objectives depends 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
- 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.

For most people who come into contact with it, the criminal justice system is a sequentially structured process. 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.

Figure C.1 **Flows through the criminal justice system** [a, b, c]



[a] Does not account for all variations across jurisdictions. [b] The flow diagram is indicative and does not seek to include all the complexities of the criminal justice system. [c] Juvenile justice is covered in the community services preface.

Source: Adapted from ABS (unpublished) Criminal Justice Statistics Framework.

Key indicators of the criminal justice system

The following discussion expands on the policy objectives of the criminal justice system, traces the process by which the criminal justice system operates and refers to relevant effectiveness indicators used in the Report. It also reports some rate of return indicators, and some overall efficiency measures. Specific equity indicators are yet to be developed for criminal justice.

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 5 and include measures of perceived safety in the home, in public places and on public transport.

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, 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 5.

Information on the outcomes of criminal investigations provides a measure of the success of the police in responding to criminal incidents. Chapter 5 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 and prosecuting services.

Chapter 5 also identifies the proportion of investigations that resulted in the offending person being cautioned or diverted from the criminal justice system, as well as the proportion of investigations that were not resolved.

Court administration

Data on the timeliness of court hearings provide information on the ability of the criminal justice system to meet community demands for accused persons to be dealt with in a timely manner, and on the courts' ability to manage their caseload effectively. The timeliness of case processing is reported in chapter 6.

Custodial and community corrections

Key effectiveness measures of custodial care — prisoner assault, death and escape rates — are reported in chapter 7. These measures are supported by descriptive indicators, such as imprisonment rates (disaggregated by gender and Indigenous status).

Community corrections data are also reported in chapter 7. A key effectiveness measure of community corrections is the proportion of orders successfully completed. This measure is supported by descriptive indicators, such as offender rates (disaggregated by gender and Indigenous status).

Offender programs and reparation

Information on the number of prisoners and offenders undertaking approved courses provides a measure of the effectiveness of corrective services in providing programs that increase the chances of successful re-integration into the community. Data on prisoner participation in education programs are reported in chapter 7. Not covered in this Report, but under development, is the delivery of structured, targeted, offence-focused programs for prisoners and offenders, such as sex offence treatment programs and violent offence treatment programs.

Offenders serving community corrections orders can provide reparation by undertaking unpaid community work. Similarly, some prisoners may undertake work in the community. The level and distribution of this reparation are detailed in chapter 7.

Overall performance

Rate of return — prisoners

Two indicators of 'rate of return' are reported for prisoners (table C.3):

- the percentage of prisoners returning to prison within two years of release
- the percentage of prisoners returning to corrective services (either prisons or community corrections) within two years of release.

Both indicators are based on the outcomes for prisoners released from custody during the two years before the reporting year (box C.2).

Box C.2 **Rate of return reported by the criminal justice system**

Rate of return — the extent to which persons entering the criminal justice system re-offend — is a partial measure of the success of the system in improving public safety by reducing the incidence of crime.

This report only includes rate of return indicators for corrective services (for prisons and for community corrections). No rate of return indicators are currently available from police services or court administration.

Rate of return, as it relates to corrective services, refers to the rate of prisoner/offender return. This measure does not include:

- arrests
- convictions for re-offending that lead to outcomes that are not administered by corrective services (for example, fines)
- a corrections sanction for a repeat offender who has previously been sentenced to only non-corrections sanctions (such as fines).

Further, it is 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.

The section is disaggregated to report on the rate of return of:

- prisoners — defined as persons with court-issued authorities held in full time custody under the jurisdiction of an adult corrective service agency
- offenders — defined as adult persons under community correction orders, which include prisoners released to the community on parole/licence orders.

The most recent rate of return data for this Report relate to prisoners released during 2003-04. 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.3 **Prisoners released during 2003-04 who returned to corrective services with a new correctional sanction within two years (per cent)[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Prisoners returning to:									
– prison	43.3	36.5	27.6	40.3	41.1	39.3	..	46.4	38.3
– corrective services[b]	46.1	44.8	37.5	49.7	52.7	46.7	..	49.9	45.2

a 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. **b** Includes a prison sentence or a community corrections order. **..** Not applicable.

Source: State and Territory governments (unpublished).

Table C.4 provides a time series on the proportion of prisoners released who returned to prison within two years. Nationally, 38.3 per cent of prisoners released in 2003-04 returned to prison within two years, a decline from 40.1 per cent in 2001-02.

Table C.4 **Prisoners released who returned to prison under sentence within two years (per cent)[a, b]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
2001-02	46.3	42.5	29.5	41.2	36.4	37.7	..	33.6	40.1
2002-03	44.1	41.1	33.2	37.0	40.3	38.8	..	37.1	39.6
2003-04	42.9	40.1	34.1	38.2	40.5	39.3	..	40.4	39.6
2004-05	43.5	38.3	30.6	40.6	42.7	37.8	..	44.2	39.3
2005-06	43.3	36.5	27.6	40.3	41.1	39.3	..	46.4	38.3

a The counting rule for the total rate of prisoners returning to prison within two years of release was revised for the 2006 Report (2004-05 data) and is now based on all prisoners released following a term of sentenced imprisonment. In previous Reports (data for 2003-04 and earlier), prisoners subject to correctional supervision following release were excluded from the recidivism rate calculation. As a result, the total prisoner return rates published in previous Reports cannot be compared to the total rate calculated under the new rules. Total prisoner return rates for the previous four years are re-calculated in this table in accordance with the revised rule. **na** Not available. **b** Data for past years have been revised for some jurisdictions and Australian averages have been recalculated for all previous years. **..** Not applicable

Source: State and Territory governments (unpublished).

Rate of return — offenders

Rate of return among offenders (defined as persons under community correction orders including prisoners released to the community on parole/licence orders) is reported by two indicators (table C.5):

- the percentage of offenders returning to community corrections
- the percentage of offenders returning to corrective services (either prisons or community corrections).

Return to corrective services is the preferred indicator of these two but not all jurisdictions can report this measure. Victoria and the ACT did not report on either indicator for this Report.

Table C.5 provides data on offenders discharged from community corrections orders who returned with a new correctional sanction within two years. Nationally, during 2003-04, 16.9 per cent of offenders returned with a new correctional sanction to community corrections.

Table C.5 **Offenders discharged from community corrections orders during 2003-04 who returned with a new correctional sanction within two years (per cent)**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
Offenders returning to:									
– community corrections	17.1	na	12.3	23.6	13.9	13.1	na	16.5	16.9
– corrective services[a]	29.6	na	23.0	41.8	19.8	20.7	na	32.9	29.1

a Includes a prison sentence or a community corrections order. **na** Not available.

Source: State and Territory governments (unpublished).

Efficiency

The efficiency of the criminal 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 criminal justice system. The data include real recurrent expenditure on prisons, courts and police services per person but exclude costs of civil court administration, probate hearings and electronic infringement and enforcement systems (table C.6).

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.

In 2005-06, expenditure on the criminal justice system was $422 per person nationally. Given improvements in the counting rules and collection scope for each service area over this period, comparisons over time and the annual growth rate of expenditure should be made with caution (table C.6).

Table C.6 **Real recurrent expenditure (less revenue from own sources) per person on the criminal justice system (2005-06 dollars)[a, b, c, d]**

	Unit	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	***Aust***
2001-02	$	380	323	378	457	372	350	374	997	**378**
2002-03	$	413	342	396	473	396	354	406	958	**396**
2003-04	$	423	350	397	483	368	372	415	1035	**401**
2004-05	$	422	358	393	508	390	385	416	1105	**408**
2005-06	$	431	368	409	521	402	408	411	1133	**422**
Real annual growth rate	%	3.2	3.3	2.0	3.3	2.0	4.0	2.4	3.3	**2.8**

[a] 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. [b] Excludes payroll tax. [c] Population is estimated by taking the average of the four quarters of the relevant financial year. [d] Excludes costs of civil court administration, probate hearings and electronic infringement and enforcement systems.

Source: State and Territory governments (unpublished); tables AA2, 5A.1–8, 6A.12, 7A.8 and 7A.10.

Future directions in performance reporting

Each chapter (police services, court administration and corrective services) contains its own service-specific section on future directions. The aim of this section is to provide an insight into directions in performance reporting for the whole justice sector.

Juvenile justice

The community services preface contains descriptive information on juvenile justice. It is anticipated that the Report will expand in future years to include performance reporting on juvenile justice.

Criminal Justice statistical framework

The National Criminal Justice Statistical Framework (ABS National Centre for Crime and Justice Statistics, unpublished) is an evolving document. It was developed to provide a structure for organising, collecting and reporting data on crime and the criminal justice system. (For more information, see SCRGSP 2004, p. C.17.) The primary purpose of the framework is to identify the key counting units

and data variables in the criminal justice system that would allow stakeholders to characterise the main aspects of that system. The framework intends to facilitate the compatibility and integration of aggregated data on populations across the criminal justice system and across geographic areas.

Crime and Justice National Information Development Plan

The Crime and Justice National Information Development Plan (NIDP) identifies national 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 (ABS 2005). It is a strategic document that has been developed in consultation with the Australian Government, State and Territory justice services, their associated research bodies, and a range of other portfolio agencies and non-government bodies that use this statistical information.

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 work planned over the next three years. The priority areas relevant to this Report include:

- improve data comparability across administrative collections
- improve quality and integration of national crime and safety data
- develop measures of recidivism (rate of return)
- develop statistics on juvenile contact with the crime and justice system.

Indigenous issues

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, *Overcoming Indigenous Disadvantage: Key Indicators 2003*. The second and most recent edition of this report, *Overcoming Indigenous Disadvantage: Key Indicators 2005* was released in July 2005.

The Report on Government Services focuses on the delivery of government services, whereas the report on Indigenous disadvantage concentrates on high level outcomes and strategic areas for action (which includes criminal justice indicators). The two reports are thus different yet complementary.

The available information on the interaction of Indigenous people with specific parts of the criminal justice system is of varying quality. The most important reason

for the poor quality of Indigenous data is that some agencies in the justice system do not conform to the ABS standard when recording Indigenous status.

The ABS standard is prefaced on self-identification whereby all offenders and/or victims are asked whether they are of Aboriginal or Torres Strait Islander origin and that the Indigenous status is a mandatory field in administrative systems.

Police agencies collect Indigenous status information for victims and offenders, but the data do not entirely comply with the ABS standard. Courts rely on the transfer of Indigenous data from police administrative systems, but given that police data are not of sufficient quality, nationally comparable data for Courts are not yet available. Indigenous data relating to custodial prisoners have been published for all jurisdictions for a number of years, with data sourced directly from corrections agencies. Experimental Indigenous data have also recently been released for persons with community-based corrective services orders.

Although Indigenous data are not yet available on a nationally comparable basis from the police, work is currently underway in many police agencies to improve information about Indigenous people. The ABS is planning to produce experimental Indigenous data as part of its National Recorded Crime Victims collection in 2007 for those states and territories that do currently comply with the ABS standard (NSW, Queensland and the ACT). Additionally, the ABS is exploring the release of experimental Indigenous data for the ABS National Offenders collection for those states and territories that comply with the standard. The ABS will also continue to work with the courts in relation to the transfer of Indigenous data from police administrative systems to court systems for those agencies that comply with the ABS standard.

In this Report, data on the deaths of Indigenous people in police custody and custody-related operations (for example, most sieges and most cases in which officers were attempting to detain a person, such as pursuits) (chapter 5), the representation of Indigenous people in prisons and community corrections (chapter 7), and Indigenous deaths in prison custody (chapter 7) are of high quality.

Civil justice

This preface currently focuses on the criminal justice system. Future reports will develop information on the civil justice system.

References

ABS (Australian Bureau of Statistics) 2005, *Information Paper: National Information Plan for Crime and Justice Statistics 2005*, Cat. No. 4520.0, Canberra.

SCRGSP (Steering Committee for the Review of Government Service Provision) 2004, *Report on Government Services 2004*, Productivity Commission, Canberra.

5 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 and 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 Australian Capital Territory for the provision of police services to the Australian Capital Territory*. 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 5.1. The general approach to performance measurement for police services is outlined in section 5.2. The overarching indicators of police performance are contained in section 5.3, and the specific performance indicators and data are discussed in sections 5.4–5.7. Section 5.8 contains information on capital costs in police services and section 5.9 covers future directions in performance reporting. The chapter concludes with jurisdictions' comments (section 5.10), information on sample data (section 5.11) and a list of definitions (section 5.12) and supporting tables (section 5.13).

A new presentation format has been implemented for the 2007 Report. The new framework still emphasises the Review's focus on government service 'outcomes', consistent with the demand by governments for outcome orientated performance information. Since the 2000 Report, the chapter was structured around four service delivery areas (SDAs): community safety and support; crime investigation; road safety and traffic management; and services to the judicial process. An efficiency measure (dollars per person) was provided for each of these SDAs, but has never been reported on a fully comparable basis. The chapter has been restructured this year because of concerns that expenditure could not be accurately allocated to individual SDAs. Jurisdictions reported that overlapping activities meant allocations were essentially arbitrary. This year, performance is reported against four activity areas (community safety; crime; road safety; and judicial services) but only a single efficiency measure is reported covering all these activities (expenditure on police services per person).

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 7 (‘Corrective services’), where the term ‘offender’ refers to a person who is undertaking a community corrections sentence.

Supporting tables

A list of supporting tables and how to access them can be found in section 5.13 of this chapter.

5.1 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 response to incidents, the investigation of offences, the provision of services to the judicial process and the provision of road safety and traffic management. Police are involved in a diverse range of activities aimed at reducing the incidence and effects of criminal activity. 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 (CJC 1996).

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 under the auspices of the Australasian Police Ministers’ Council. There are also bilateral arrangements and common national police services, such as the National Institute of Forensic Sciences and the Australasian Centre for Policing Research (ACPR).

Size and scope of sector

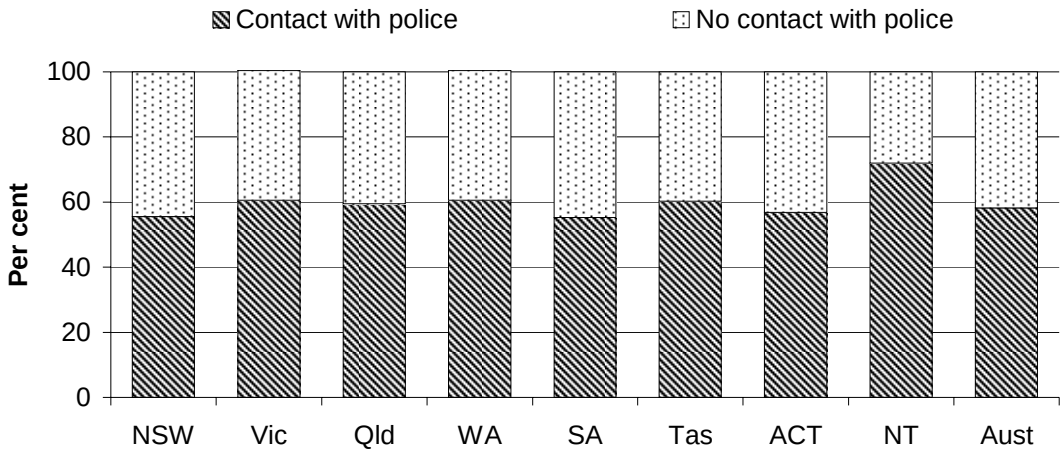
Client groups

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 have more direct dealings with the police and 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 ACPR *National Survey of Community Satisfaction with Policing* (NSCSP) indicated that 58.2 per cent of respondents nationally in 2005-06 had experienced some form of 'business' contact with police in the previous 12 months (figure 5.1).

Figure 5.1 **Police contact in the past 12 months, 2005-06**



Source: ACPR (unpublished); table 5A.14.

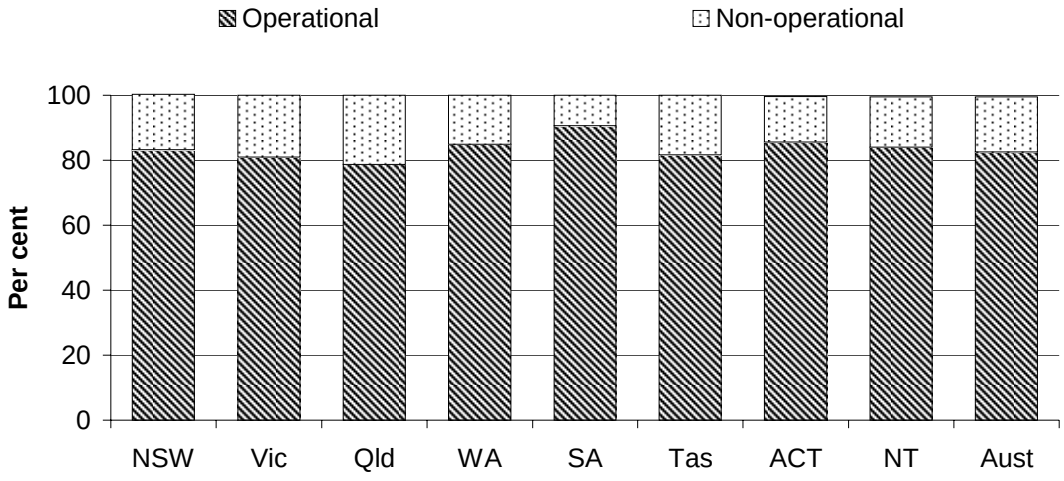
Staffing

Police officers exercise police powers, including the power to arrest, summons, caution, detain, fingerprint and search. A trend has developed in recent years to increase the participation of contracted external providers in some activities. 'Civilianisation' of police services has three key objectives:

- to reduce costs
- to manage more effectively the increasing need for specialist skills
- to reduce the involvement of police staff in duties that do not require police powers (for example, administrative work, investigation support and intelligence analysis).

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 customer (where an external customer predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments). Approximately 82.6 per cent of staff were operational in Australia in 2005-06 (figure 5.2). Nationally, there was a total of 59 587 operational and non-operational staff in 2005-06 (tables 5A.1- 5A.8).

Figure 5.2 **Police staff, by operational status, 2005-06[a, b, c]**



[a] Comprises FTE staff. [b] NSW and the NT data for 2005-06 are based on a head count at 30 June 2006 and are not FTE data. [c] For the NT, sworn police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 5A.11.

5.2 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 identified four objectives of police services for the purposes of this Report (box 5.1).

Box 5.1 **Objectives for police services**

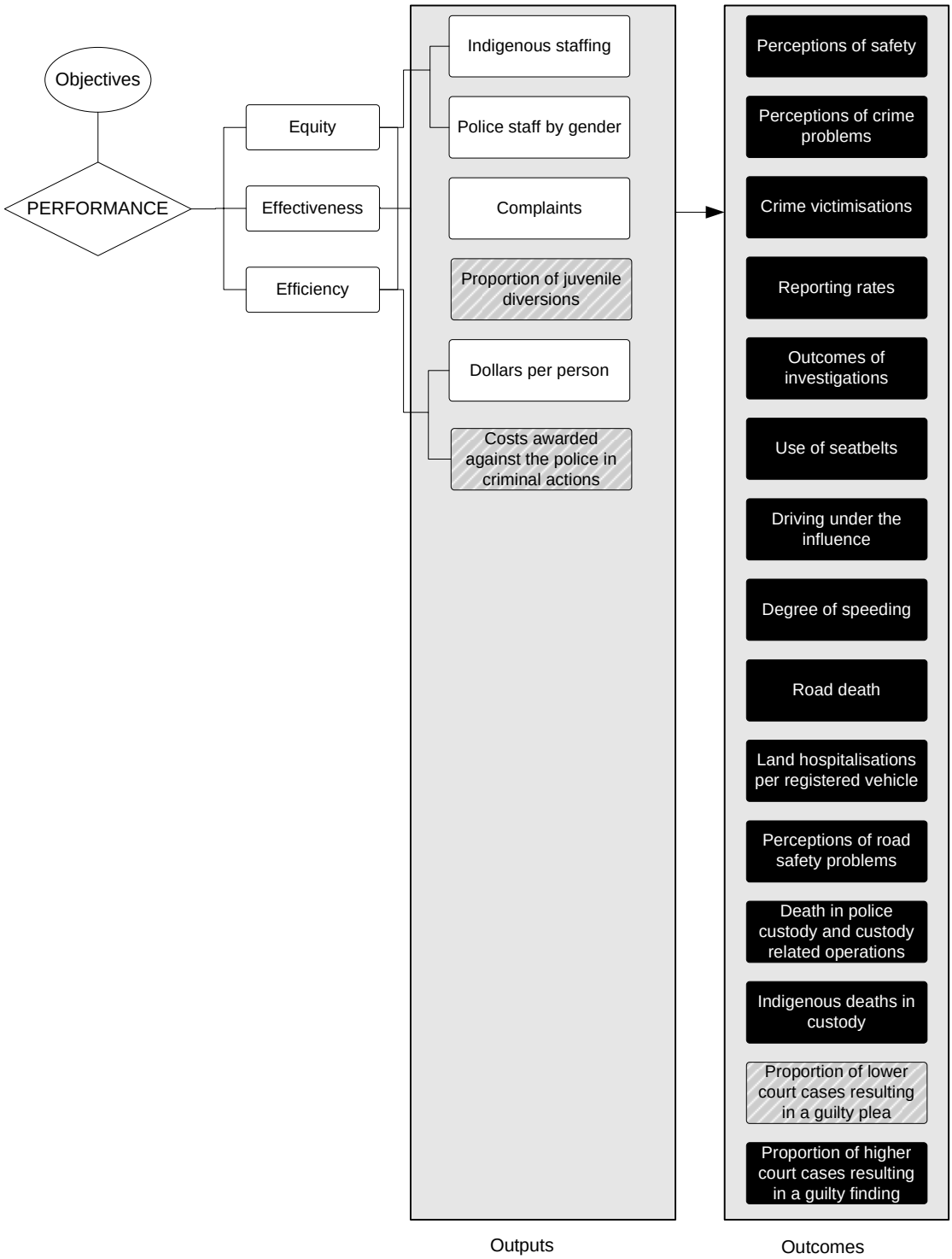
The key objectives for police services are:

- to allow people to undertake their lawful pursuits confidently and safely (reported in section 5.4, *community safety*)
- to bring to justice those people responsible for committing an offence (reported in section 5.5, *crime*)
- to promote safer behaviour on roads (reported in section 5.6 *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 5.7, *judicial services*).

These objectives are to be met through the provision of services in an equitable and efficient manner.

A new general framework for police services (figure 5.3) has been implemented in this Report consistent with the general Report framework (see chapter 1). The reported results 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 5.3 General performance framework for the police services sector



Key to indicators

Text — Provided on a comparable basis for this Report subject to caveats in each chart or table

Text — Information not complete or not directly comparable

The general performance framework for police services illustrates the content of the police services chapter.

The chapter reports on indicators relevant to all police services (section 5.3) and also on principal police activity areas (‘Community safety’, ‘Crime’, ‘Road safety’ and ‘Judicial services’). These are discussed in sections 5.4, 5.5, 5.6 and 5.7 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 5.3.

Under the ‘effectiveness’ measure, the output indicator ‘Complaints’ is discussed in section 5.3 as this indicator is relevant to all police services. The output indicator ‘Proportion of juvenile diversions’ is discussed in section 5.7 (Judicial services).

‘Efficiency’ is discussed in the introduction of this chapter; with a single efficiency measure reported for all police services (‘dollars’ per person). This efficiency output indicator is discussed in more details in section 5.3. However, under the ‘Judicial services’ activity (section 5.7), an efficiency output indicator is reported for this service (cost awarded against the police in criminal actions).

5.3 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 ‘efficiency’, ‘satisfaction with police services’, ‘perceptions of police integrity’, ‘complaints’, ‘Indigenous staffing’ and ‘police staff by gender’ and access and equity considerations. This section provides information from the NSCSP (box 5.3) and the State and Territory governments on these overarching indicators of police performance.

Efficiency — dollars per person

In the 2006 Report, expenditure in dollars per person was broken down into four service delivery areas. However, the breakdown was inconsistent between jurisdictions and therefore misleading. Under the new framework for 2007 (see figure 5.3), expenditure in dollars per person is reported for all police service activities combined.

‘Dollars per person’ is an indicator of the efficiency of governments in delivering services (box 5.2). 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 5.2 **Dollars per person**

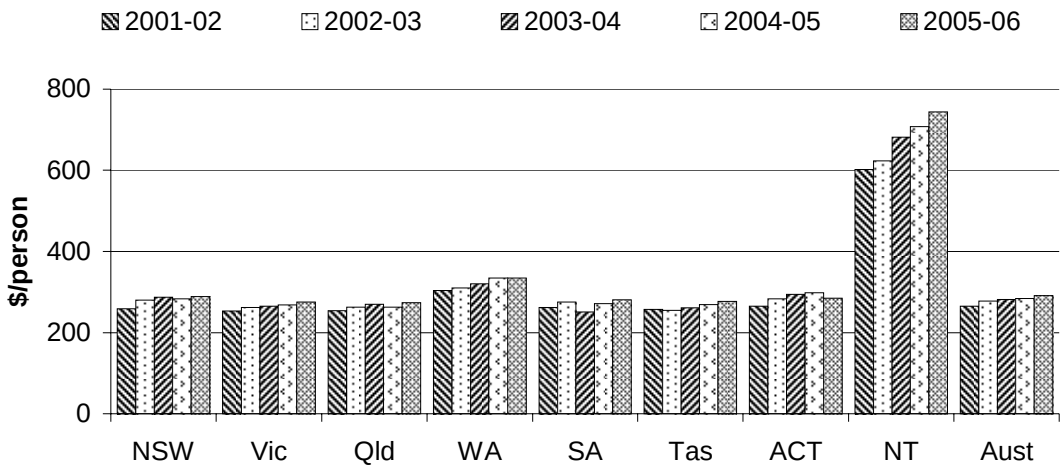
‘Dollars per person’ is an output indicator of governments’ objective to undertake activities associated with policing in an efficient and effective manner.

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 $5.929 billion (or $291 per person) in 2005-06 (table 5A.10). All jurisdictions, except the ACT, increased their real expenditure over the past 12 months (figure 5.4).

Figure 5.4 **Real recurrent expenditure per person (less revenue from own sources and payroll tax) on police services (2005-06 dollars)[a, b, c]**



[a] 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. [b] Excludes the user cost of capital. [c] Real expenditure based on the ABS gross domestic product price deflator (2005-06 = 100).

Source: State and Territory governments (unpublished); table 5A.10.

Satisfaction with police services

Box 5.3 **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. Minor changes in the survey questionnaire occurred in 2004-05. 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 5.4).

Box 5.4 **Satisfaction with police services**

'Satisfaction with police services' is an outcome 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.

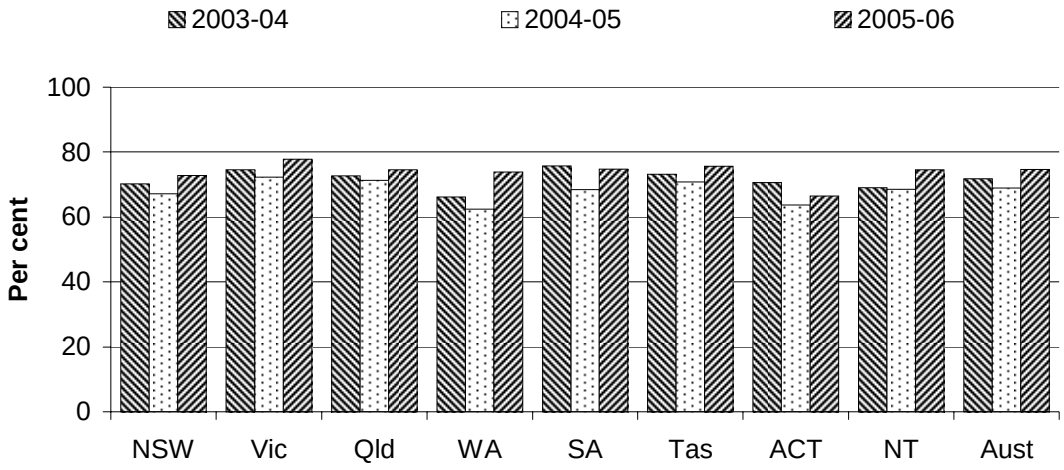
A higher proportion of people who were 'satisfied' or 'very satisfied' is more desirable.

Public perceptions may not reflect actual levels of police performance, however, 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 (74.6 per cent) were 'satisfied' or 'very satisfied' with the services provided by police in 2005-06 (up from 68.9 per cent in 2004-05 and 71.8 per cent in 2003-04). At the national level, this is a statistically significant movement (figure 5.5). Satisfaction with policing was statistically significantly higher than the national average in Victoria.

Figure 5.5 **People who were 'satisfied' or 'very satisfied' with police services**

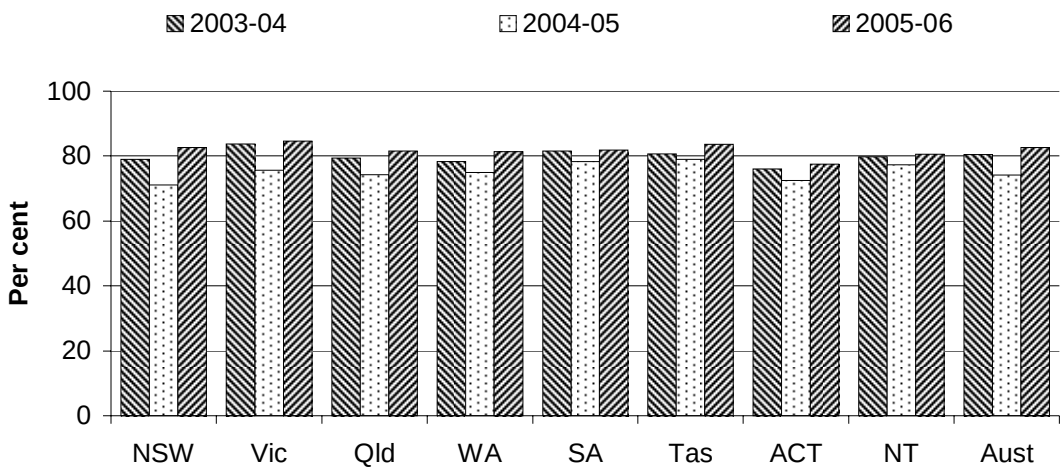


Source: ACPR (unpublished); table 5A.12.

Of those respondents who had contact with police in 2005-06, 82.6 per cent nationally were 'satisfied' or 'very satisfied' with the service they received during their most recent contact (up from 74.1 per cent in 2004-05). At the national level,

this is a statistically significant movement. Results across jurisdictions and over time are presented in figure 5.6.

Figure 5.6 **People who were 'satisfied' or 'very satisfied' with police in their most recent contact[a]**



[a] Data are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.15.

Perceptions of police integrity

Public 'perceptions of police integrity' provide a measure of police professionalism (box 5.5).

Box 5.5 **Perceptions of police integrity**

'Perceptions of police integrity' is an outcome 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.

(Continued on next page)

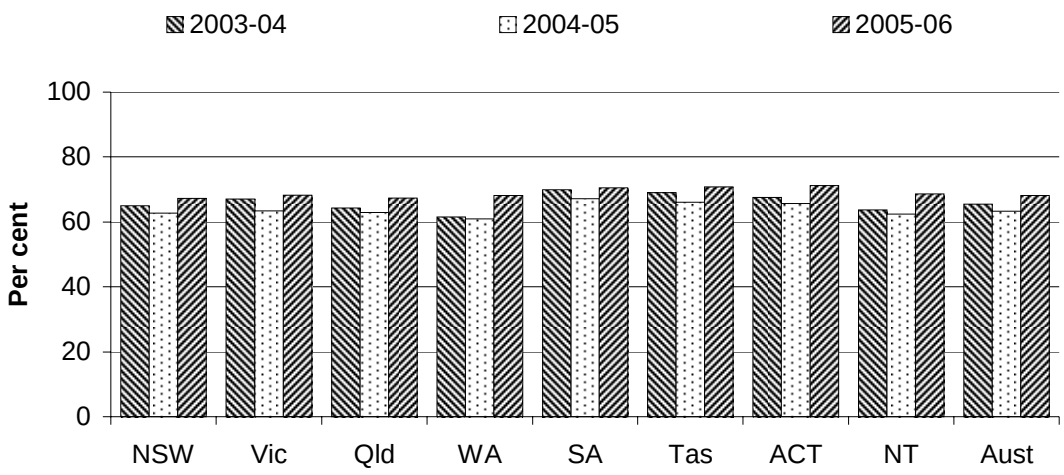
Box 5.5 **(Continued)**

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, however, because many factors — including individual experiences, hearsay and media reporting — may influence people's perceptions of police integrity.

In 2005-06, 68.1 per cent of people nationally 'agreed' or 'strongly agreed' that police treat people 'fairly and equally' (up from 63.3 per cent in 2004-05) (figure 5.7).

Figure 5.7 **People who 'agreed' or 'strongly agreed' that police treat people fairly and equally[a]**

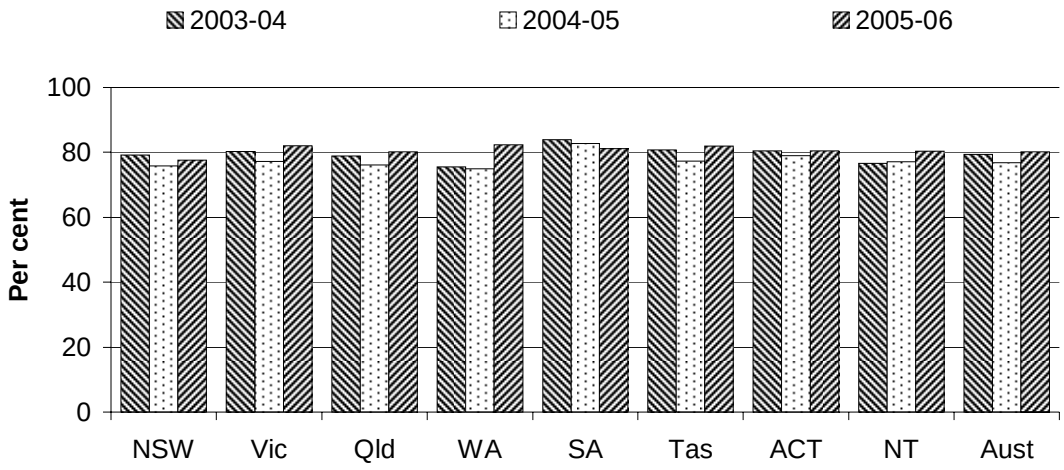


[a] Data are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.18.

Nationally, 80.1 per cent of people 'agreed' or 'strongly agreed' in 2005-06 that police perform the job 'professionally' (up from 76.8 per cent in 2004-05) (figure 5.8).

Figure 5.8 **People who 'agreed' or 'strongly agreed' that police perform the job professionally[a]**



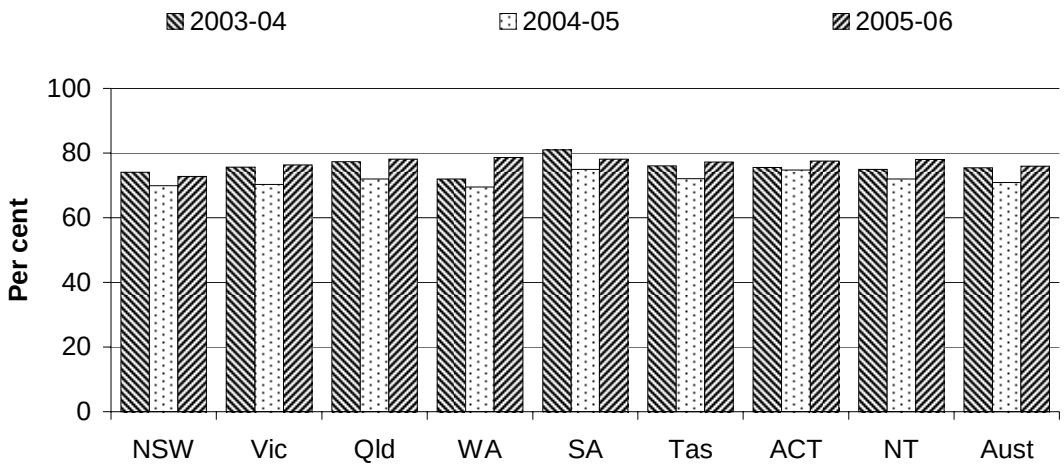
[a] Data for later years are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.17.

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, 75.9 per cent of people 'agreed' or 'strongly agreed' in 2005-06 that most police are 'honest' (up from 70.9 in 2004-05). Compared with 2004-05, the proportion increased in all jurisdictions. At the national level, this is a statistically significant movement (figure 5.9).

Figure 5.9 **People who 'agreed' or 'strongly agreed' that most police are honest[a]**



[a] Data are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.19.

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 5.6). 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.

Box 5.6 **Complaints**

'Complaints' is an output 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.

Definitions of what constitutes a 'complaint against police' differ greatly between jurisdictions.

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.

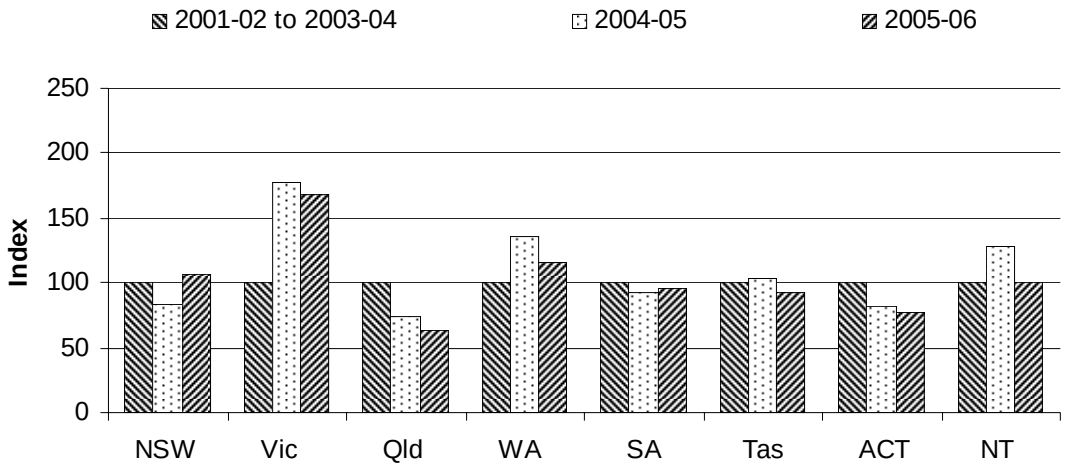
The trend is presented using a base value of 100 for the period 2001-02 to 2003-04 and displaying the variation up or down thereafter.

An increase in complaints does not necessarily indicate a lack of confidence in police. Rather, it may indicate greater confidence in complaints resolution.

Complaints data are not comparable across jurisdictions, as a result of different counting rules. For example, Victoria, Queensland, ACT and NT data include verbal complaints, which are not counted in other jurisdictions. Complaints data are presented in figure 5.10 and provide a picture of trends over time for each jurisdiction.

Although there were fluctuations across the years in some jurisdictions, the number of complaints against the police per 100 000 people was on a general downward trend in Queensland and the ACT over the period since 2001–02 to 2005–06, while increasing in Victoria (figure 5.10).

Figure 5.10 **Complaints per 100 000 people[a, b, c, d, e, f]**



[a] Data are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. [b] Data include verbal complaints in Victoria, the NT, the ACT and Queensland. [c] For NSW, a new complaints management system (c@ts.i) was implemented in 2001-02; figures for 2001-02 include matters entered into the former Complaints Information System so 2001-02 data are incomplete. [d] 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. [e] Base three-year average: 2001-02 to 2003-04 = 100. [f] Victorian data for 2004-05 have been revised. Data published in the 2006 Report inadvertently included internally-generated complaints in the total.

Source: State and Territory governments (unpublished); table 5A.21.

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 5.7).

Box 5.7 **Indigenous staffing**

'Indigenous staffing' is an output 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.

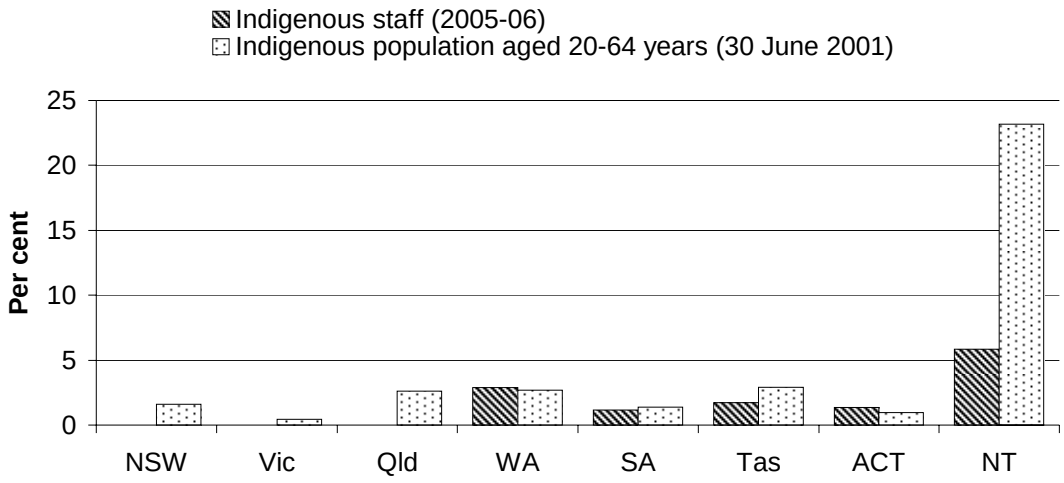
The indicator is defined as the proportion of police staff from Indigenous backgrounds compared to the proportion of the general population aged 20–64 years who are from Indigenous backgrounds. These data are used because a significantly larger proportion of the Indigenous population falls within the younger non-working age groupings compared with the non-Indigenous population. Readily available ABS population estimates for people aged 20–64 years at 30 June 2001 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.

In some jurisdictions, the process of identifying Indigenous staff members 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. More generally, 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.

In most but not all jurisdictions, the proportion of Indigenous police staff was broadly in line with the representation of Indigenous people in the population aged 20–64 years (figure 5.11).

Figure 5.11 **Proportion of Indigenous staff in 2005-06 and Indigenous population aged 20–64 years[a, b, c]**



[a] Indigenous staff numbers relate to those staff who self-identify as being of Aboriginal and/or Torres Strait Islander descent. [b] Information on Indigenous status is collected only at the time of recruitment. [c] Queensland and Victoria were unable to separate Indigenous and non-Indigenous staff. Indigenous staff are reported as the sum of both the operational and non-operational categories. Where data for the non-operational category are not available, such as in NSW, the sum of both categories is also shown as not available.

Source: ABS, Population by Age and Sex, Cat. No. 3201.0, (unpublished); State and Territory governments (unpublished); table 5A.22.

Access and equity — staffing by gender

Another measure of access and equity is the level of (sworn and unsworn) 'police staff by gender' (box 5.8). Nationally, 30.8 per cent of police staff were female in 2005-06 (figure 5.12). Nationally, the proportion of female police staff increased from 2001-02 to 2005-06 (from 28.1 per cent to 30.8 per cent of staff). The proportion of female police staff in all jurisdictions increased over this period (figure 5.12).

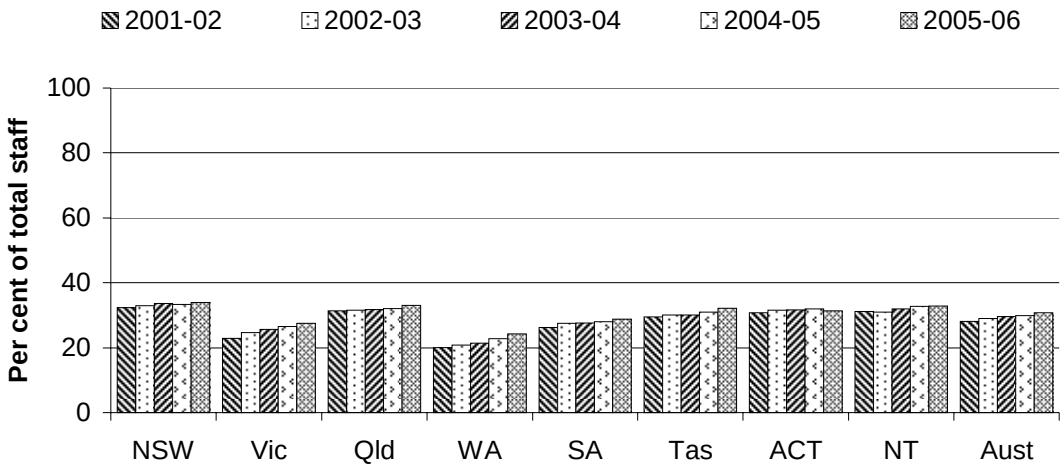
Box 5.8 **Access — staffing by gender**

'Police staffing by gender' is an output 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 5.12 **Female police staff[a, b, c]**



[a] Comprises FTE staff. [b] For NSW and the NT, data from 2000-01 are based on a head count at 30 June. [c] For WA, data exclude recruits in training.

Source: State and Territory governments (unpublished); table 5A.23.

5.4 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

Equity — access

The Steering Committee has identified equity and access for community safety as an area for development in future reports (box 5.9).

> Box 5.9 **Performance indicator — access**
>
> An output indicator of governments' objective to facilitate equitable access for people with special needs for community safety has yet to be developed.

Outcomes

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 5.10).

> Box 5.10 **Perceptions of safety**
>
> 'Perceptions of safety' is an outcome 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 indicator is a more desirable outcome.
>
> Perceptions of safety may not reflect reported crime, however, for a number of reasons: reported crime may understate actual crime, under-reporting may vary across jurisdictions, and many factors (including media reporting and hearsay) may affect public perceptions of crime levels and safety.

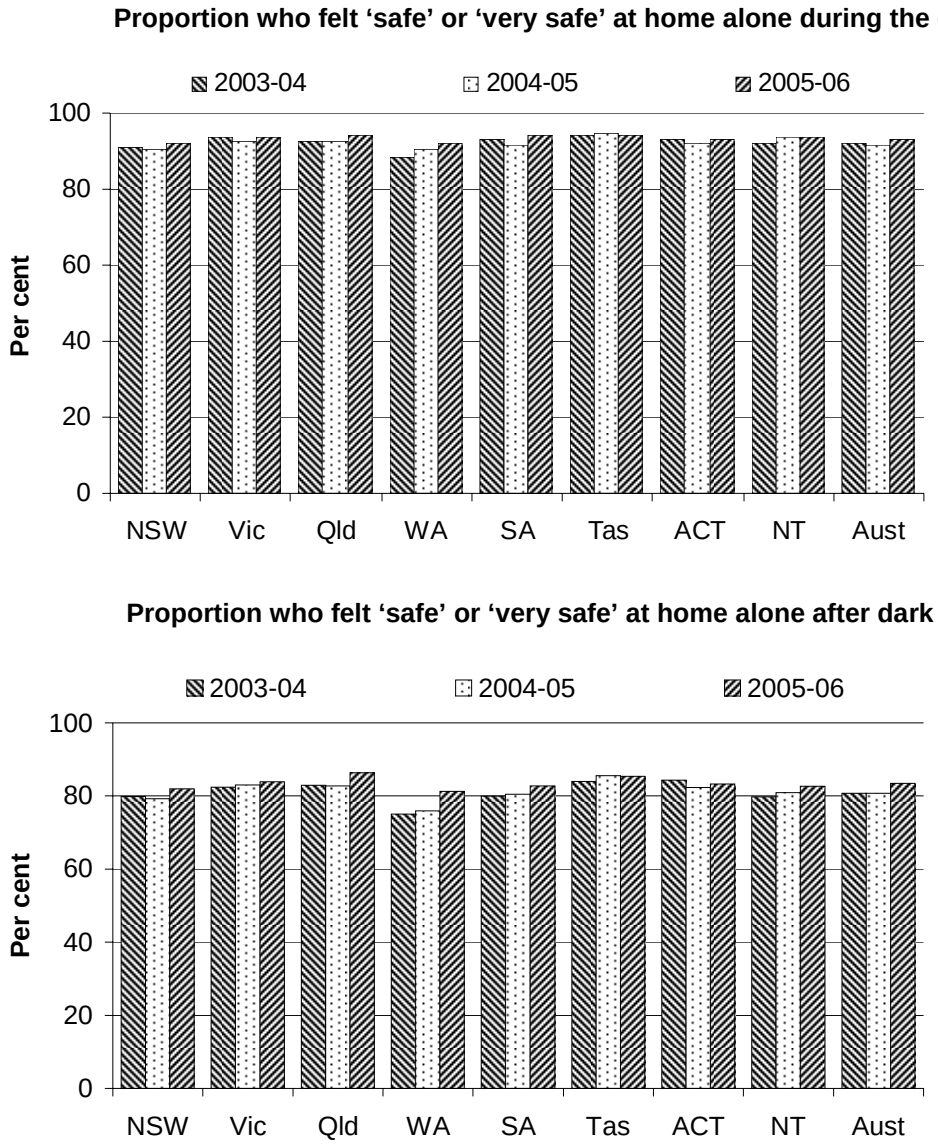
Nationally, 93.2 per cent of people surveyed felt ‘safe’ or ‘very safe’ at home alone during the day in 2005-06. Nationally, 83.4 per cent of people felt ‘safe’ or ‘very safe’ at home alone after dark in 2005-06 (figure 5.13).

In Australia, 88.4 per cent of respondents felt ‘safe’ or ‘very safe’ when walking or jogging locally during the day in 2005-06. Nationally, 45.9 per cent of people felt ‘safe’ or ‘very safe’ when walking or jogging locally after dark in 2005-06 (44.5 per cent in 2004-05) (figure 5.14).

In Australia, 57.1 per cent of respondents felt ‘safe’ or ‘very safe’ when travelling on public transport during the day (from 59.7 per cent in 2004-05) and 23.4 per cent of people surveyed felt ‘safe’ or ‘very safe’ when travelling on public transport after dark in 2005-06 (up from 22.5 per cent in 2004-05) (figure 5.14).

The results are influenced by the mix (that is, trains, buses, ferries and trams) of public transport in each jurisdiction. The ACT, the NT and Tasmania do not operate a suburban train network. A jurisdiction breakdown of these results is presented in tables 5A.24, 5A.25 and 5A.26.

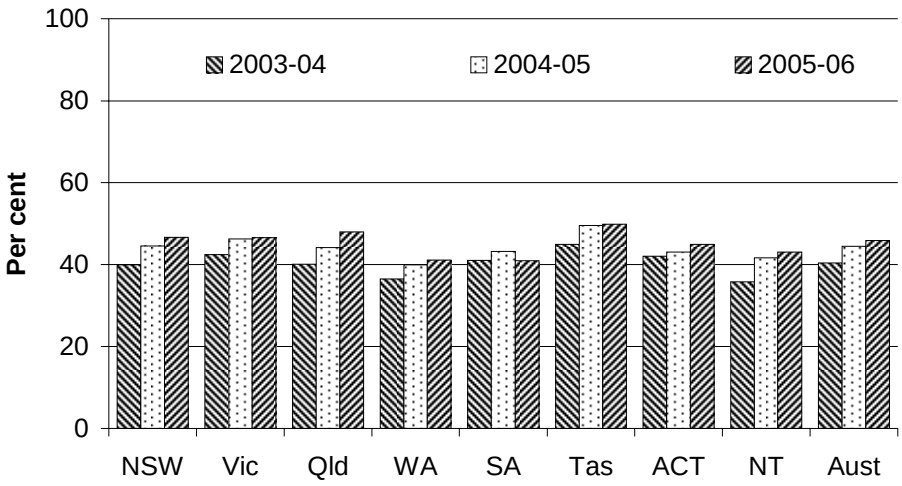
Figure 5.13 **Perceptions of safety at home alone**



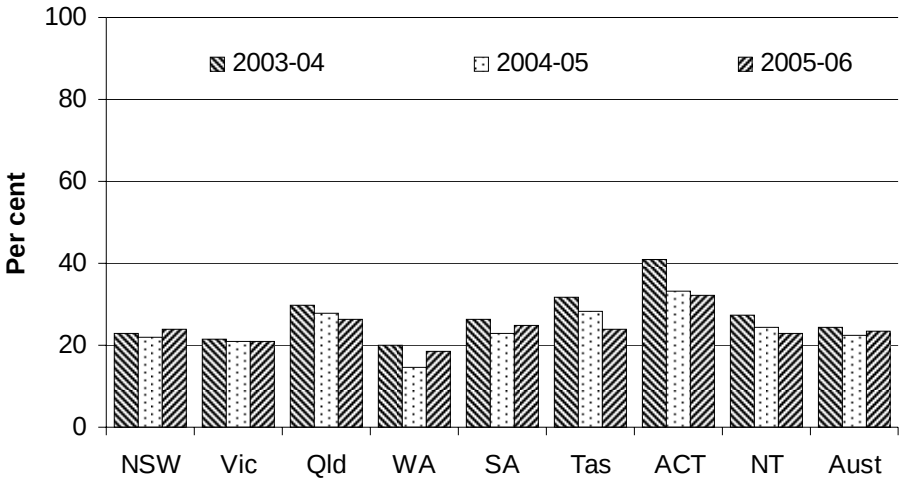
Source: ACPR (unpublished); table 5A.24.

Figure 5.14 **Perceptions of safety in public places[a, b, c]**

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



[a] Data are based on responses from people aged 15 years or over. [b] For this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport. [c] Unlike other jurisdictions, the ACT and the NT do not operate a suburban train network and rely on buses as the primary means of public transportation.

Source: ACPR (unpublished); tables 5A.25 and 5A.26.

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 5.11).

Box 5.11 **Perceptions of crime problem**

'Perceptions of crime problem' is an outcome 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 a problem' is a more desirable outcome.

Care needs to be taken in interpreting data on perceptions of crime, however, 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 2005-06 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: 91.1 per cent for illegal drugs; 90.7 per cent for poor driver behaviour (speeding cars, dangerous or noisy driving); 90 per cent for housebreaking; 86.9 per cent for vehicle theft; 85.9 per cent for graffiti and other vandalism; 85.1 per cent for physical assault in a public place; 84.4 per cent for sexual assault; 83.7 per cent for drunken and disorderly behaviour; 82.9 per cent for louts and gangs and 80 per cent for family violence (tables 5A.30–5A.32).

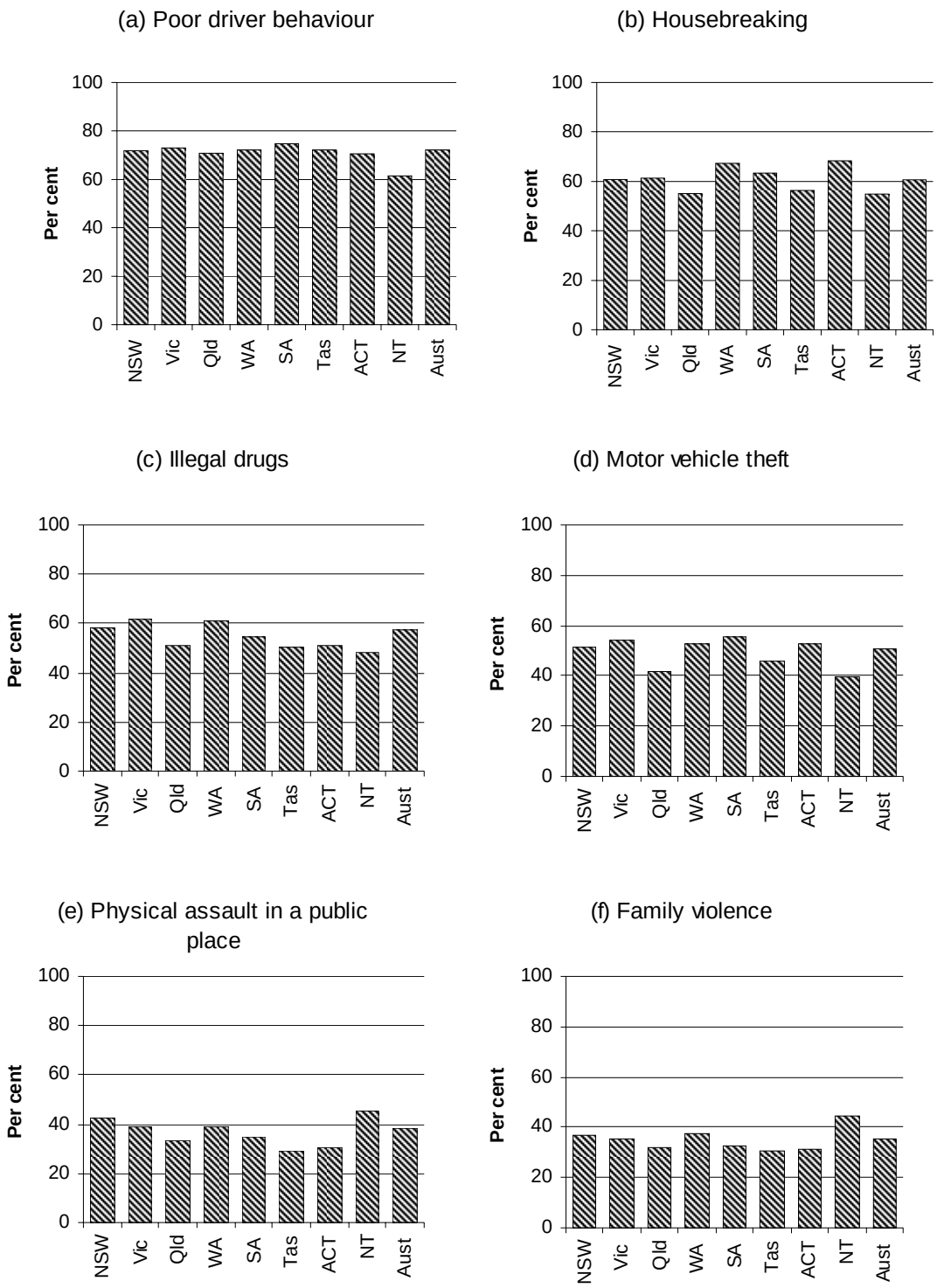
The following major areas of concern were identified by people in relation to crime problems in their neighbourhood:

- *Poor driver behaviour* — nationally, 72.1 per cent of people believed poor driver behaviour to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2005-06 (down from 74.5 in 2004-05) (figure 5.15a).
- *Housebreaking* — nationally, 60.6 per cent of people believed housebreaking to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2005-06 (down from 65.2 per cent in 2004-05) (figure 5.15b).
- *Illegal drugs* — nationally, 57.1 per cent of people believed illegal drugs to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2005-06 (down from 59.6 per cent in 2004-05) (figure 5.15c).

- *Motor vehicle theft* — nationally, 50.7 per cent of people believed motor vehicle theft to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2005-06 (down from 55 per cent in 2004-05) (figure 5.15d).
- *Physical assault in a public place* — nationally, 38.6 per cent of people believed physical assault to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2005-06 (down from 40.5 per cent in 2004-05) (figure 5.15e).
- *Family violence* — nationally, 35.1 per cent of people believed family violence to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2005-06 (down from 38.5 per cent in 2004-05) (figure 5.15f). (Tables 5A.27–5A.29).

Comparisons between perceptions of crime problems and the level of crime raise questions about the factors that affect perceptions. The preceeding NSCSP results indicate that perceptions of crime fall as the respondent focuses on their local neighbourhood rather than the State or Territory in which they live.

Figure 5.15 **Proportion of people who consider the identified issues to be either a 'major problem' or 'somewhat of a problem' in their neighbourhood, 2005-06**



Source: ACPR (unpublished); tables 5A.27–5A.29.

5.5 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

'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 last conducted in 2005, and the second, the ABS Recorded Crime Victims series, was last published in 2006 (for the 2005 calendar year). The third source of data is provided by the Australian Institute of Criminology (AIC) on a yearly basis.

Crime and Safety Survey

The Crime and Safety Survey is a national survey that is 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 categories of more serious crime occurring in the 12 months prior to the survey that affect the largest number of people. The ABS is reviewing the current range of Australian crime and safety surveys with a view to better meeting the requirements of data users.

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 organisations. 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 5.12). 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 5.12 **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; and 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)

Box 5.12 **(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.

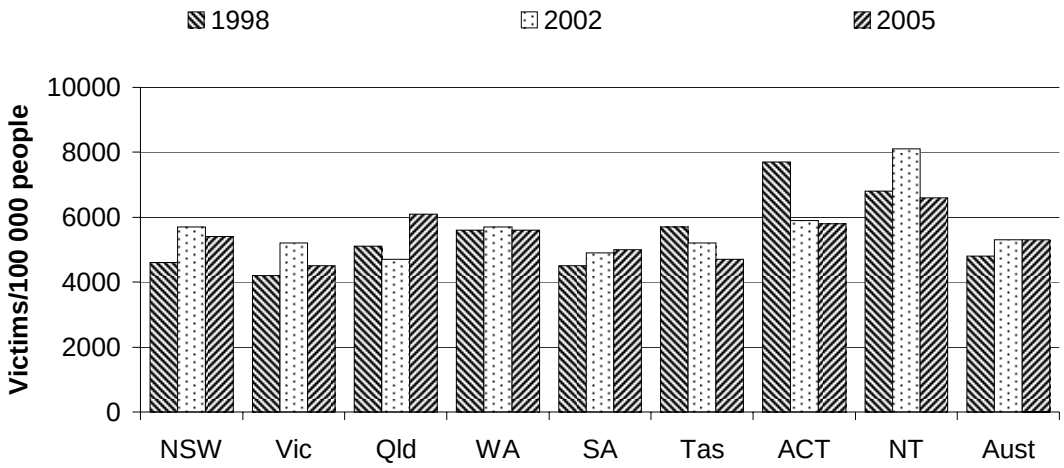
Comparing recorded crime statistics with jurisdiction-specific data

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)

Expressed as a rate, there were 5300 victims of personal crime per 100 000 people in Australia in 2005, which is consistent with the findings of the last survey conducted in 2002. The rate in 2005 varied across jurisdictions (figure 5.16).

Figure 5.16 **Estimated victims of personal crime[a]**

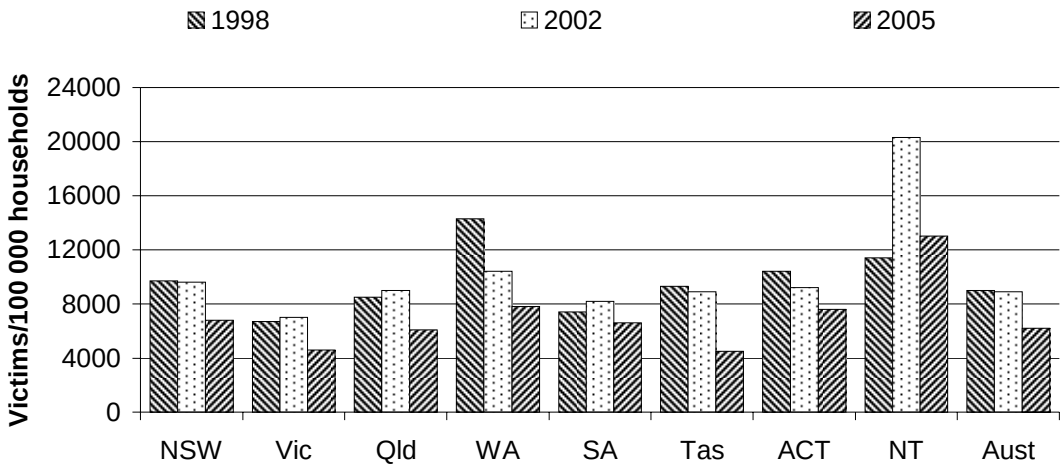


[a] Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 5A.38.

There were 6200 household victims of crime per 100 000 households in Australia in 2005, a fall from 8900 in 2002 (the difference is not statistically significant), when the previous survey was held (table 5A.39). There was a general fall in the rate across jurisdictions between 2002 and 2005 (figure 5.17).

Figure 5.17 **Estimated household victims of property crime[a]**



[a] 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 5A.39.

Trends in Crime Victimisation

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). (See box 5.14).

Crime victimisation — crimes against the person

The prevalence and trends in personal crime and the level of homicide in the community are important measures of the effectiveness of police services (box 5.13 and 5.14).

Nationally, there were 1.5 recorded victims of homicide per 100 000 people in 2003-04 (down from 1.6 in 2002-03) (figure 5.18).

Box 5.13 **Crime victimisation — crimes against the person**

'Crime victimisation' is included as an outcome 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.

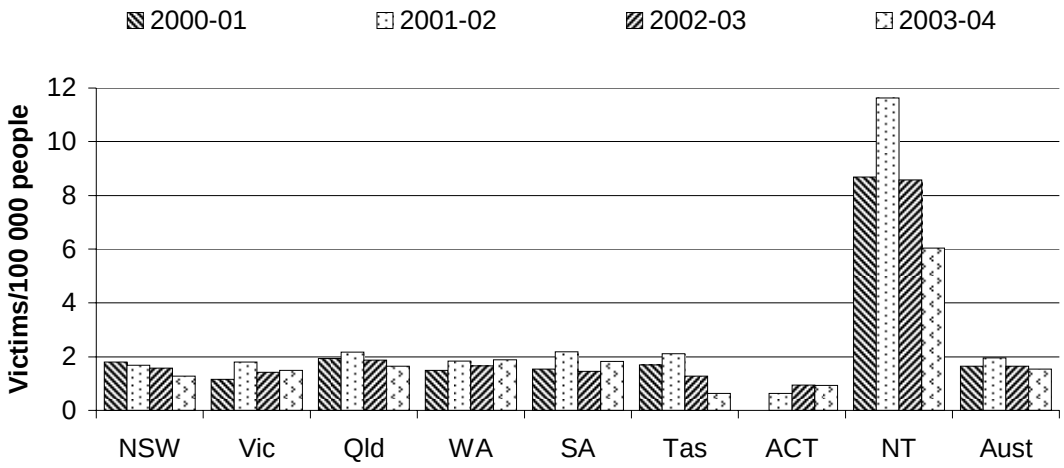
Data on trends in crime victimisation, based on the number of crimes reported to police, are presented in index form. Differences in the way in which crimes are recorded on jurisdictions' police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

One measure is reported on trends in crime against the person:

- victims of armed robbery (index 2001 = 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, however, including confidence in the judicial system as a whole.

Figure 5.18 **Recorded victims of homicide[a]**



[a] 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 (2006); table 5A.34.

Box 5.14 **Australian Institute of Criminology homicide data**

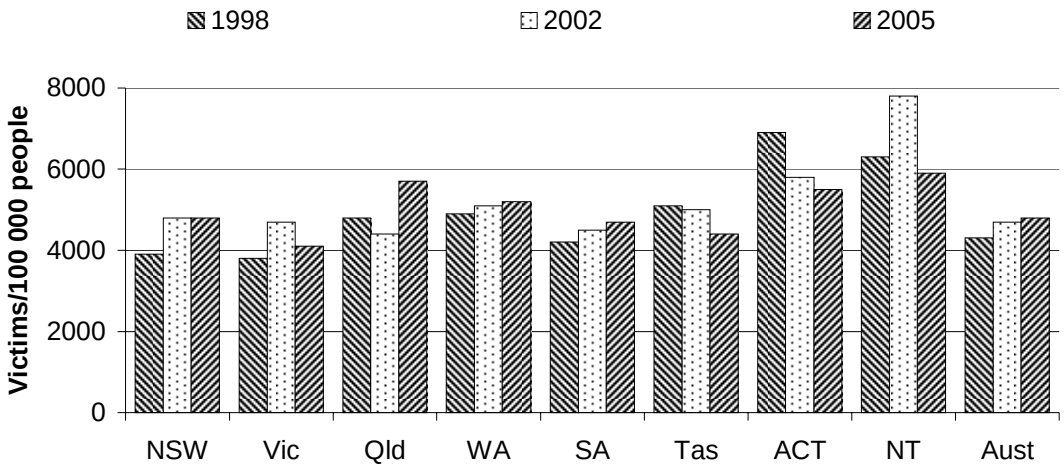
The Australian Institute of Criminology (AIC) undertake research in the field of criminal justice ranging from high-tech crime, transnational and organised crime issues and the monitoring and analysis of patterns in major crimes including homicide, sexual assault, armed robbery and firearms traffic.

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 individual investigating officers)
- Coronial files (namely toxicology reports).

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 5.19).

Figure 5.19 **Estimated victims of assault[a]**



a 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 5A.38.

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 5.20.

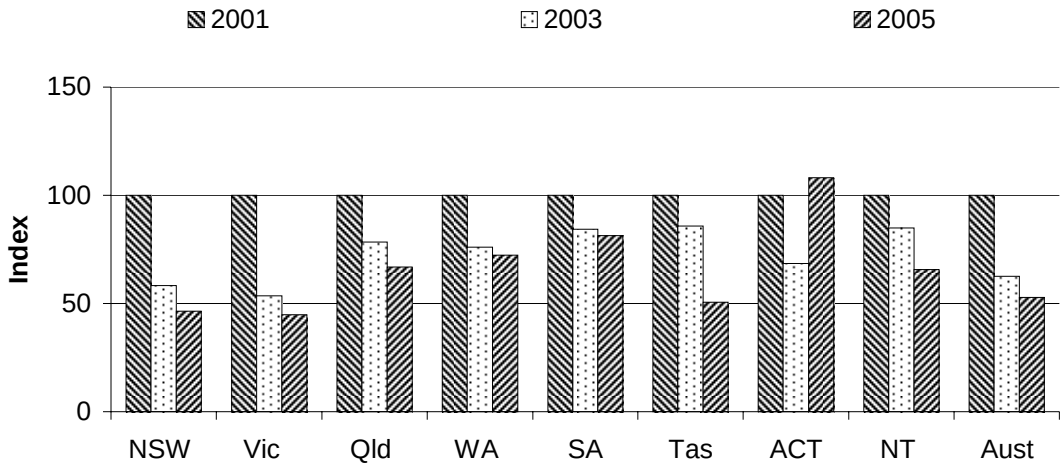
Figure 5.20 **Estimated victims of robbery[a]**

a 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 5A.38.

Based on the ABS Recorded Crime Victims collection, the indexed rate of victims of armed robbery fell 47.2 per cent in Australia between 2001 and 2005. Although there were fluctuations across the years in some jurisdictions, there has been a general downward trend in the rate of victims of armed robbery in most jurisdictions since the base period of 2001 (figure 5.21).

Figure 5.21 **Trends in recorded crime — victims of armed robbery index[a, b, c]**



[a] Index 2001 = 100. [b] Data are based on crimes recorded by police. [c] 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, Australia (various years), Cat. no. 4510.0; table 5A.35.

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 5.15).

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). Jurisdictions rates are shown in figure 5.22.

Box 5.15 **Crime victimisation — crimes against property**

'Crime victimisation' is an outcome 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 indicators, a lower rate of crime victimisation is a more desirable outcome.

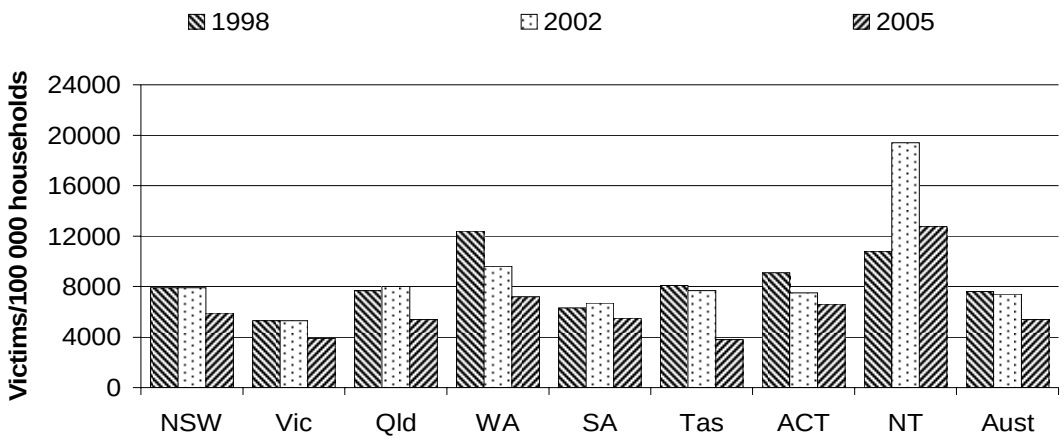
Data on trends in crime victimisation, based on the number of crimes reported to police, are presented in index form. Differences in the way in which crimes are recorded on jurisdictions' police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

Two measures are reported on trends in property crime in the community:

- victims of unlawful entry with intent (index 2001 = 100)
- victims of motor vehicle theft (index 2001 = 100).

For both measures, a fall in the 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.

Figure 5.22 **Estimated victims of break-in/attempted break-in[a]**

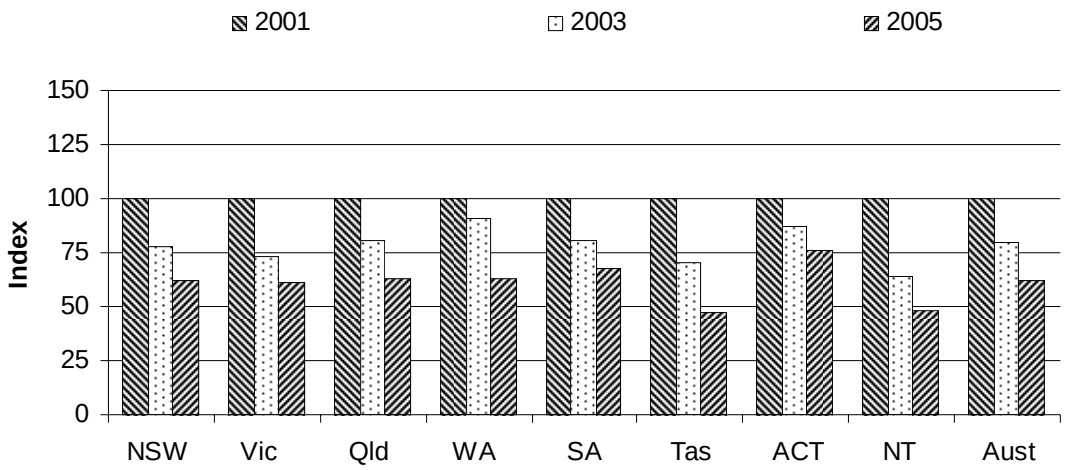


[a] A victim is defined as a household reporting at least one break-in/attempted break-in. Victims were counted once only, regardless of the number of incidents of break-in/attempted break-in. Break-in is defined as an incident where the respondent's home had been broken into. Break-in offences relating to respondents' cars or gardens are excluded.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 5A.39.

Based on the ABS Recorded Crime collection, the number of victims of unlawful entry with intent per 100 000 people fell 37.7 per cent in Australia between 2001 and 2005. Although the victimisation rate fluctuated across the years in some jurisdictions, there has been a general downward trend in the rate in all jurisdictions since the base period of 2001. At the national level, this is a statistically significant movement (figure 5.23).

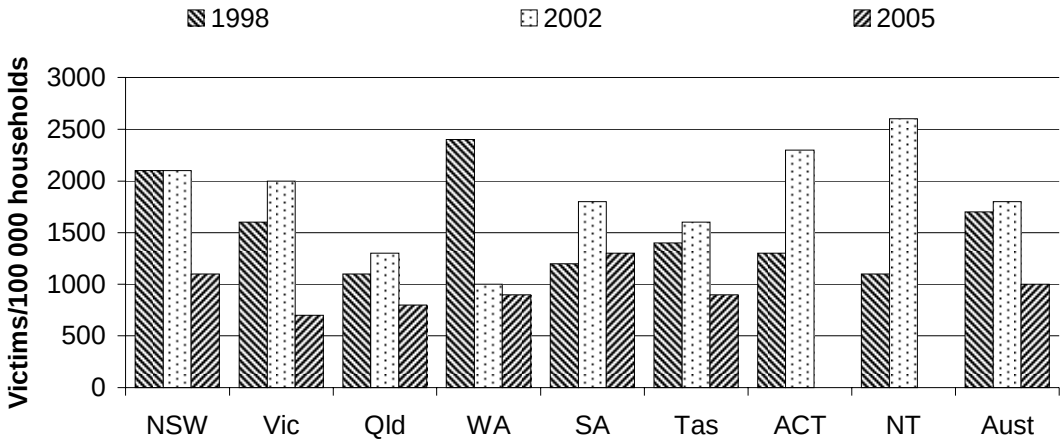
Figure 5.23 **Trends in recorded crime — victims of unlawful entry with intent index[a, b, c]**



[a] Index 2001 = 100. [b] Data are based on crimes recorded by police. [c] 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 5A.36 for numbers per 100 000 persons.

Figure 5.24 **Estimated victims of motor vehicle theft[a]**



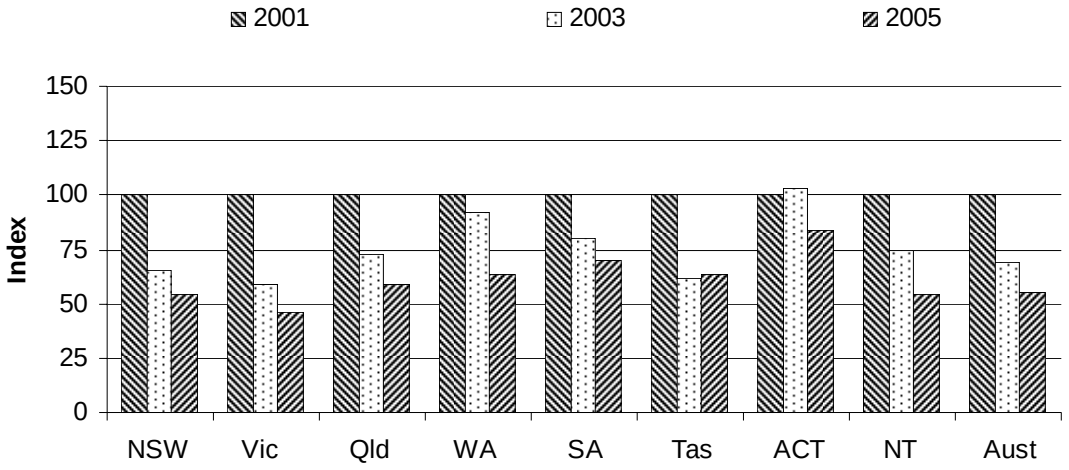
a A victim is defined as a household reporting at least one motor vehicle theft. Victims were counted once only, regardless of the number of incidents of motor vehicle theft. Motor vehicle theft is defined as an incident where a motor vehicle was stolen from any member of the respondent's household. It includes privately owned vehicles, as well as business/company vehicles used exclusively by members of the household.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 5A.39.

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 above in figure 5.24.

Based on the ABS Recorded Crime collection, the number of victims of motor vehicle theft per 100 000 people fell 44.9 per cent in Australia between 2001 and 2005. Although there were rate fluctuations across the years in some jurisdictions, there has been a general downward trend in the rate in all jurisdictions since 2001 (figure 5.25).

Figure 5.25 **Trends in recorded crime — victims of motor vehicle theft index[a, b, c]**



[a] Index 2001 = 100. [b] Data are based on crimes recorded by police. [c] 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 5A.36 for numbers per 100 000 persons.

Reporting rates

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 5.16). Reporting rates vary across different crime types (table 5A.37).

Box 5.16 **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).

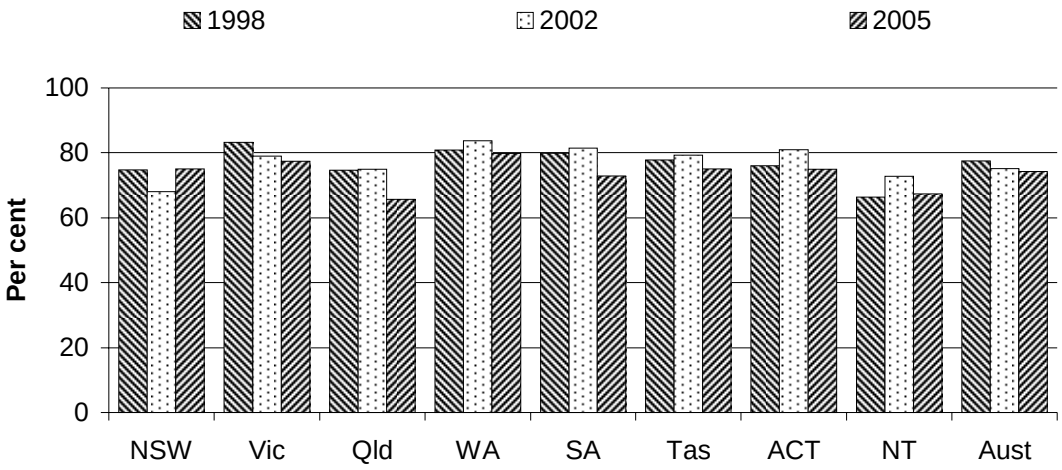
The indicator is defined as the total number of the most recent incidents of a particular offence (break and enter, attempted break and enter, motor vehicle theft, robbery, assault, sexual assault and total victims of crimes against the person and property) that were reported to police, as a percentage of the total victims of that offence. A higher proportion is more desirable.

This indicator does not, however, provide information on why some people choose not to report particular offences to the police.

Reporting rate — break and enter

Nationally, the reporting rate for break and enter offences was 74.2 per cent in 2005 (compared with 75.1 per cent in 2002 and 77.5 per cent in 1998) (figure 5.26).

Figure 5.26 **Reporting rate for break and enter[a]**



[a] 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 5A.37.

Reporting rate — attempted break and enter

Nationally, the reporting rate for attempted break and enter offences was 30.7 per cent in 2005 (similar to that in 2002 and 1998, 31.1 and 31.7 per cent respectively). Reporting rates for each jurisdiction are presented in table 5A.37.

Reporting rate — motor vehicle theft

Nationally, the reporting rate for motor vehicle theft was 90.3 per cent in 2005 (compared with 95.0 per cent in 2002 and 95.1 per cent in 1998). Reporting rates for each jurisdiction are presented in table 5A.37.

Reporting rate — robbery

Nationally, the reporting rate for robbery offences was 38.5 per cent in 2005. Reporting rates for each jurisdiction for 1998 and 2002 are presented in table 5A.37.

Outcomes of investigations — personal crimes

'Outcomes of investigations — personal crimes' is an outcome indicator of governments' objective to bring to justice those people responsible for committing an offence (box 5.17).

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.

Box 5.17 **Outcomes of investigations — personal crimes**

'Outcomes of investigations — personal crimes' is an output 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 which decided to proceed against the alleged offender within 30 days of the offence becoming known to police.

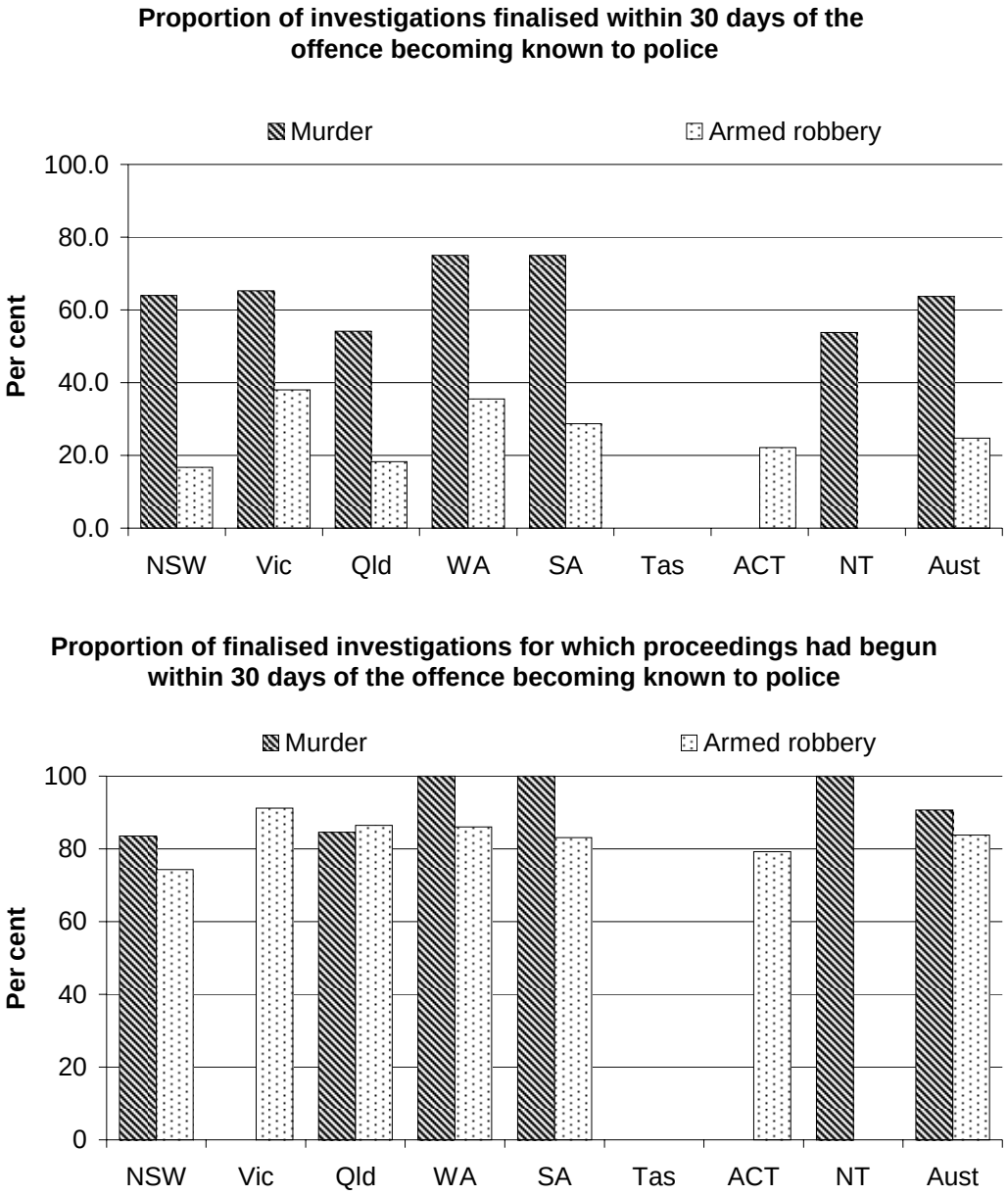
Outcomes of investigations indicators are reported for a range of offences against the person including murder and armed robbery. Data on assault and sexual assault are no longer available nationally in recorded crime statistics. A higher proportion of investigations finalised within 30 days of the offence 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.

'Outcomes of investigations — personal crimes' are not directly comparable because of differences in the way data are compiled by jurisdictions.

Figure 5.27 presents for each jurisdiction in 2005, 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 5A.40.

Figure 5.27 **Victims of crimes against the person: outcomes of investigations, 30 day status, 2005[a]**



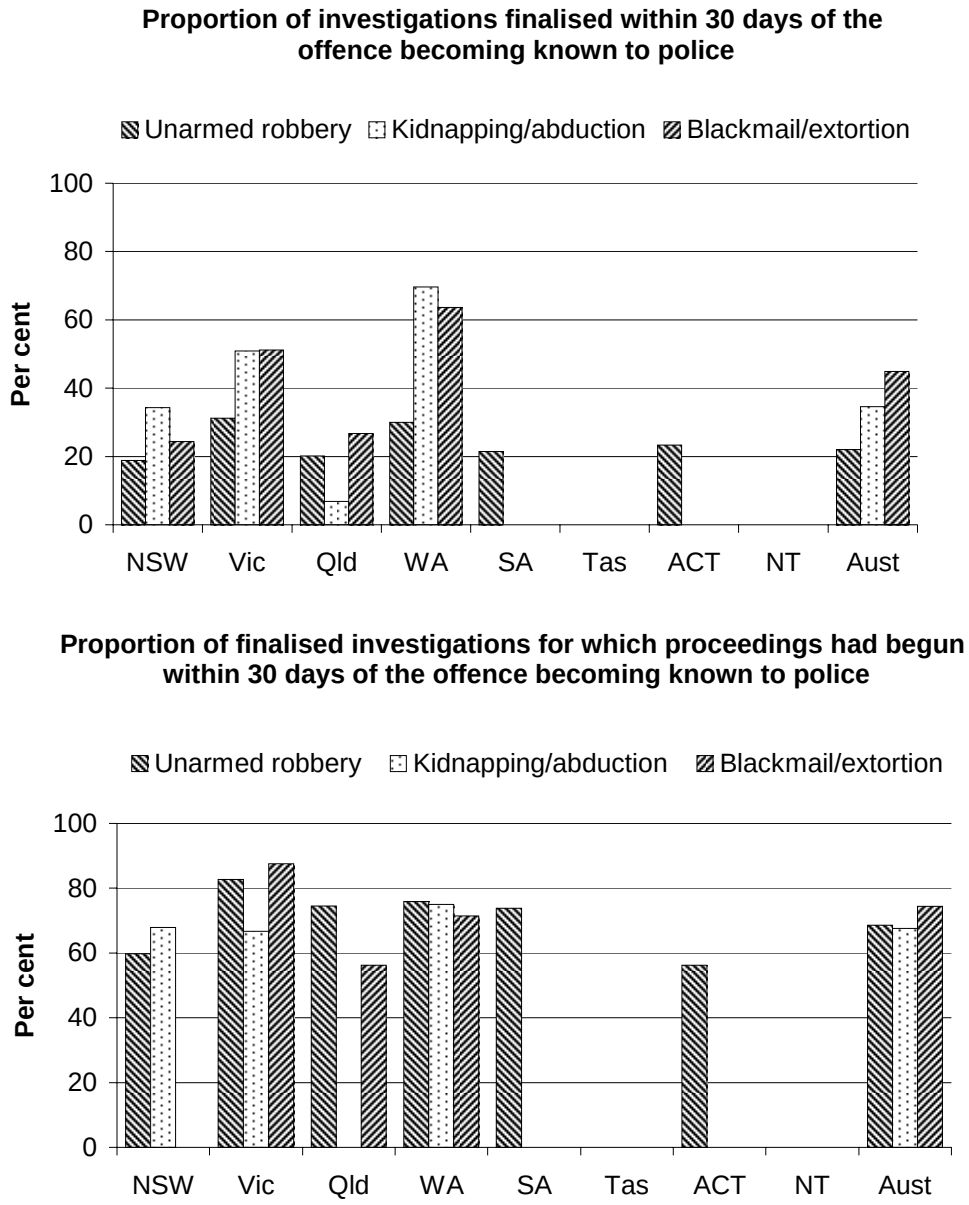
[a] Data not published for some jurisdictions.

Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 5A.40.

Figure 5.28 reports for each jurisdiction in 2005 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, it also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police. Data for each jurisdiction are presented in table 5A.40.

Figure 5.28 **Crimes against the person: outcomes of investigations, 30 day status, 2005[a]**



[a] Data not published for some jurisdictions.

Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 5A.40.

Outcomes of investigations — property crimes

'Outcomes of investigations — property crimes' is an outcome indicator of governments' objective to bring to justice those people responsible for committing an offence (box 5.18).

Box 5.18 **Outcomes of investigations — property crimes**

'Outcomes of investigations — property crimes' is an output 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.

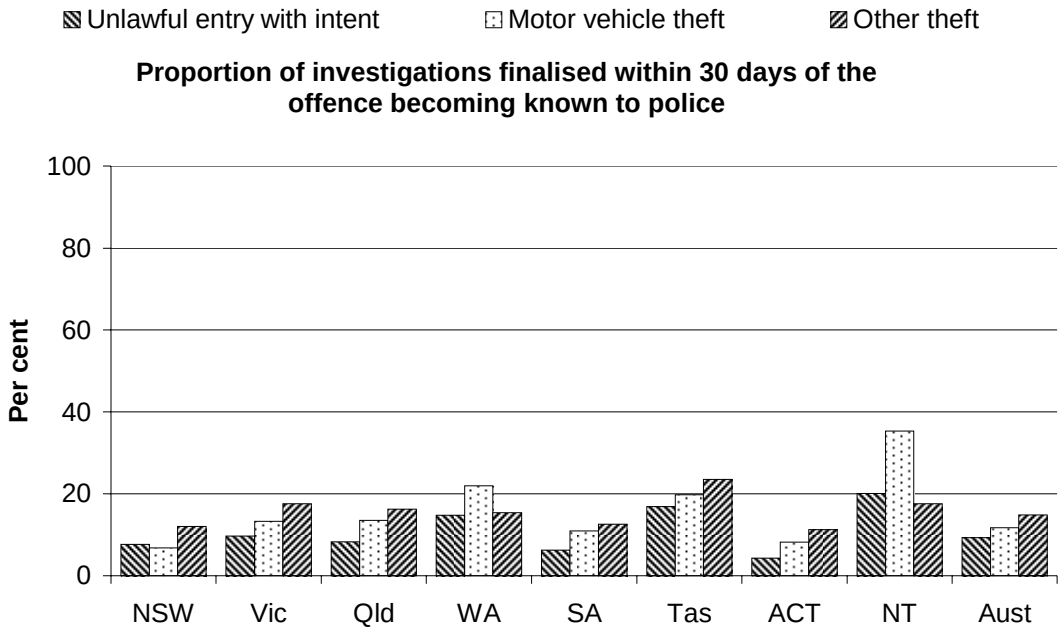
Outcomes of investigations indicators are reported for three property offences: unlawful entry with intent, motor vehicle theft and other theft. A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a more desirable outcome. Similarly, a higher proportion 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.

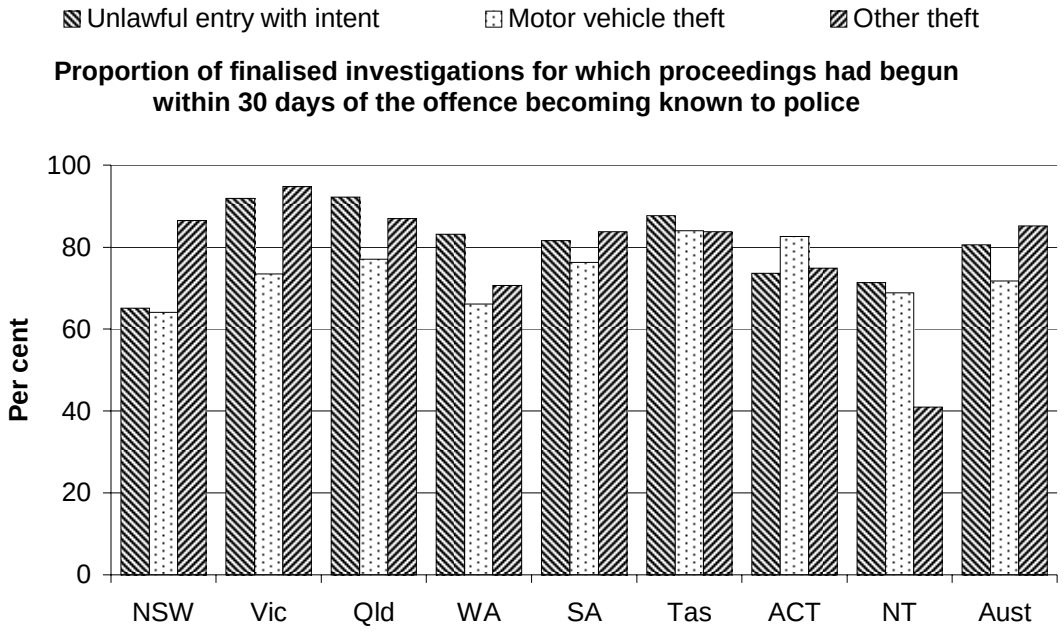
'Outcomes of investigations — property crimes' are not directly comparable because of differences in the way data are compiled by jurisdictions.

Figure 5.29 reports for each jurisdiction in 2005 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, it also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police. Data for each jurisdiction are presented in table 5A.41.

Figure 5.29 **Property crime: outcomes of investigations, 30 day status, 2005**





Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 5A.41.

5.6 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 accidents and incidents.

Activities typically include:

- monitoring road user behaviour, including speed- and alcohol-related traffic operations
- undertaking general traffic management functions
- attending and investigating road traffic accidents 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

Equity — access

The Steering Committee has identified equity and access for road safety as an area for development in future reports (box 5.19).

Box 5.19 **Performance indicator — access**

An output indicator of governments' objective to facilitate equitable access for people with special needs for road safety services has yet to be developed.

Outcomes

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 crashes and the severity of road trauma. Most 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, 86.5 per cent of NSCSP respondents in 2005-06 stated that they had driven a motor vehicle in the past 6 months (table 5A.42).

Use of seat belts

'Use of seatbelts' is an indicator of the effectiveness of police programs that aim to influence road user behaviour (box 5.20).

Box 5.20 **Use of seatbelts**

'Use of seatbelts' is an outcome 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 'rarely' or more often ('sometimes', 'most of the time' or 'always') travelled in a car without wearing a seatbelt.

A lower proportion of people who had 'rarely', or more often, travelled in the 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 advertising campaigns.

Nationally in 2005-06, 8.9 per cent of people surveyed who had driven in the previous 6 months said they 'rarely' or more often ('sometimes', 'most of the time' or 'always') travelled in a car without wearing a seat belt (figure 5.30).

Figure 5.30 **People who had driven in the previous 6 months and 'rarely' or more often ('sometimes', 'most of the time' or 'always') travelled in a car without wearing a seat belt[a]**

[a] Data are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.43.

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 5.21).

Box 5.21 **Driving under the influence**

'Driving under the influence' is an outcome indicator of governments' objective to promote safer behaviour on the road.

The indicator is defined as the proportion of people who drive and who indicated that they had 'rarely' or more often ('sometimes', 'most of the time' or 'always') driven when possibly over the 0.05 alcohol limit in the previous 6 months.

A lower proportion of people who indicated that they had 'rarely' or more often 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 advertising campaigns.

Nationally in 2005-06, 10.4 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 (figure 5.31).

Figure 5.31 **People who indicated that they had driven in the previous 6 months when possibly over the 0.05 alcohol limit 'rarely' or more often ('sometimes', 'most of the time' or 'always')[a]**

[a] Data are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.45.

Degree of speeding

'Degree of speeding' is another indicator of the effectiveness of police programs that aim to influence road-user behaviour (box 5.22).

Box 5.22 **Degree of speeding**

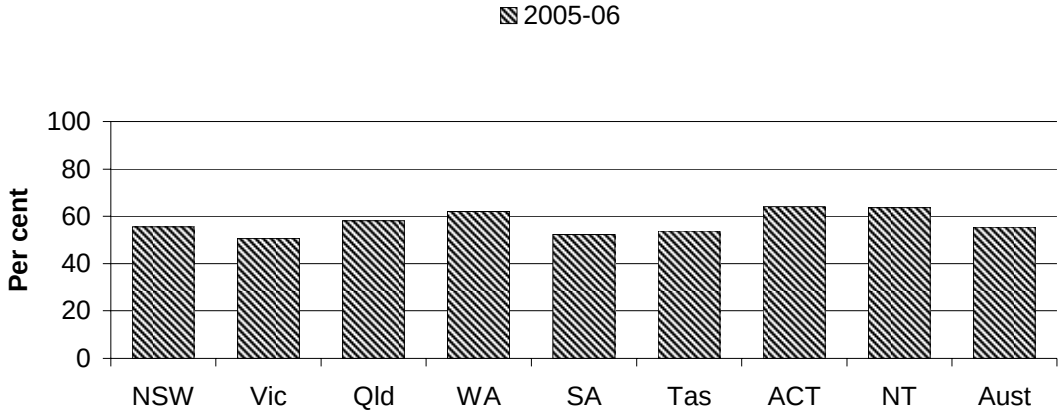
Degree of speeding is an outcome indicator of governments' objective to promote safer behaviour on the road.

This indicator is defined as the proportion of people who drive and who indicated that they had 'rarely' or more often ('sometimes', 'most of the time' or 'always') 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 'rarely' or more often driven more than 10 kilometres per hour above the speed limit in the past 6 months, is more desirable.

Nationally in 2005-06, 55.5 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') (figure 5.32).

Figure 5.32 **People who indicated that they had driven in the previous 6 months more than 10 kilometres per hour above the speed limit 'rarely' or more often ('sometimes', 'most of the time' or 'always')[a]**



[a] Data years are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.44.

Road deaths

'Road deaths' is an outcome indicator of governments' objective to promote safer behaviour on the road (box 5.23).

Nationally, there were 1661 road deaths in 2005-06. Road fatalities, for all jurisdictions from 2001-02 to 2005-06 are reported in table 5A.46.

Box 5.23 **Road deaths**

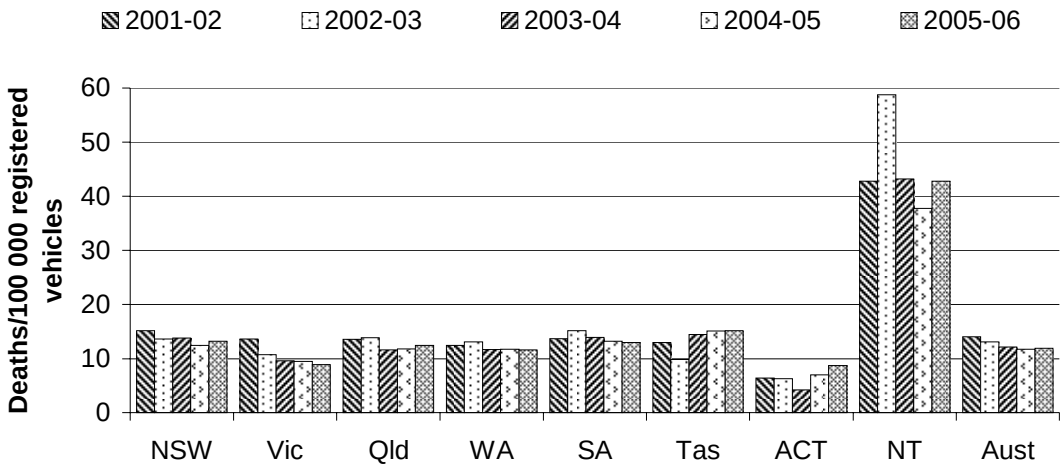
'Road deaths' is an outcome indicator of governments' objective to promote safer behaviour on the road. One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations.

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 advertising campaigns.

There were 12 road deaths per 100 000 registered vehicles in Australia in 2005-06, (the same as in 2004-05). From 2001-02 to 2005-06, the number of deaths per 100 000 registered vehicles varied across jurisdictions (figure 5.33).

Figure 5.33 **Road deaths per 100 000 registered vehicles**



Source: ATSB, *Fatal Road Crash Database*; ABS Motor Vehicle Census (various years), Cat. no. 9309.0 (unpublished); table 5A.46.

Land transport hospitalisations per registered vehicle

'Land transport hospitalisations per registered vehicle' is another outcome indicator of governments' objective to promote safer behaviour on the road (box 5.24).

Box 5.24 **Land transport hospitalisations per registered vehicle**

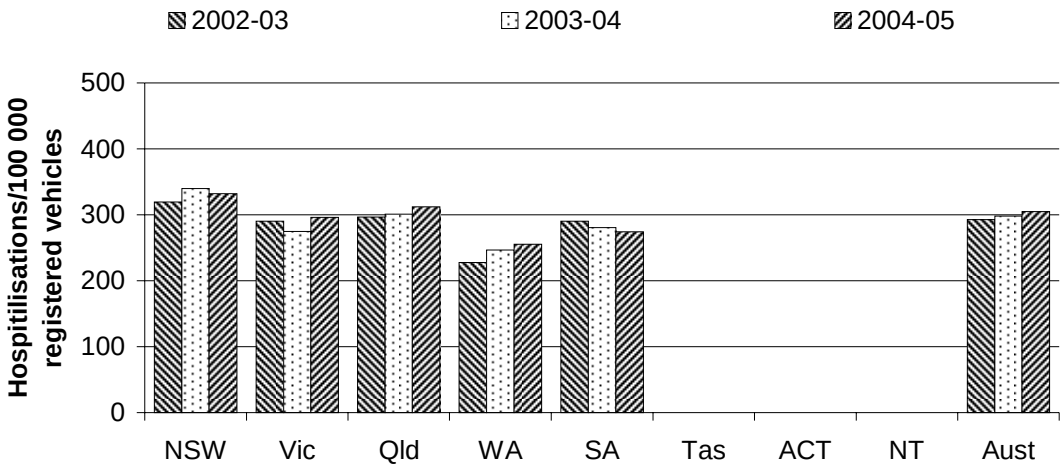
'Land transport hospitalisations per registered vehicle' is an outcome indicator of governments' objective to promote safer behaviour on the road.

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 on average 305 land transport hospitalisations per 100 000 registered vehicles in 2004-05 in jurisdictions where data were available (figure 5.34). There was no clear trend across jurisdictions between 2002-03 and 2004-05.

Figure 5.34 **Land transport hospitalisations per 100 000 registered vehicles[a]**



[a] Data not published for some jurisdictions.

Source: ABS (unpublished), ABS Motor Vehicle Census, Australia Cat. no. 9309.0; AIHW (unpublished); table 5A.47.

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 5.25).

Box 5.25 **Perceptions of road safety problems**

'Perceptions of road safety problems' is an outcome indicator of police services' objective to promote safer behaviour on the road along with improving the neighbourhood quality of life.

Two measures are reported:

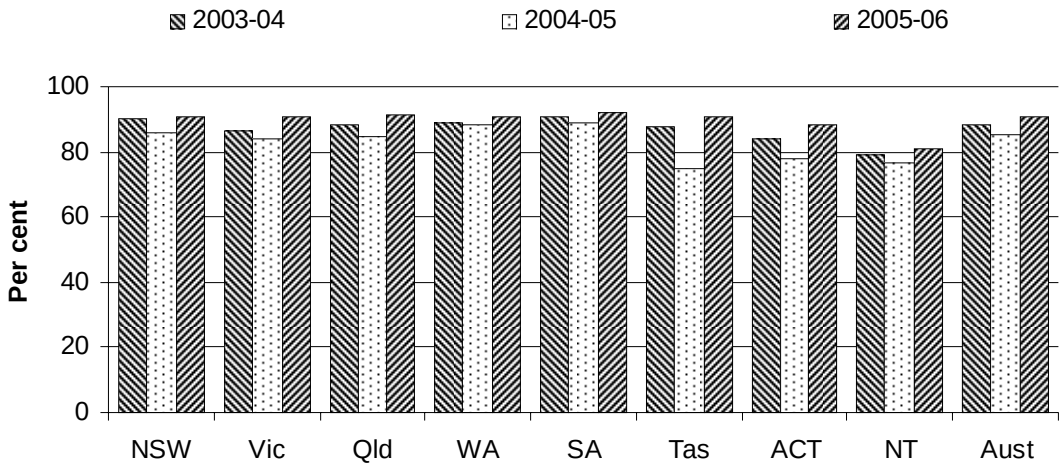
- the proportion of people who believed that speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their State or Territory
- the proportion of people who believed that speeding cars or dangerous, noisy driving to be 'major problem' or 'somewhat of a problem' 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' in their local area, is a more desirable outcome. Perceptions of road safety may not reflect actual levels of road safety, however, and many factors (including individual experiences and media reporting) may influence people's perceptions of road safety.

Nationally in 2005-06, 90.7 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 from 91.5 per cent in 2004-05) (figure 5.35).

Figure 5.35 **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[a]**

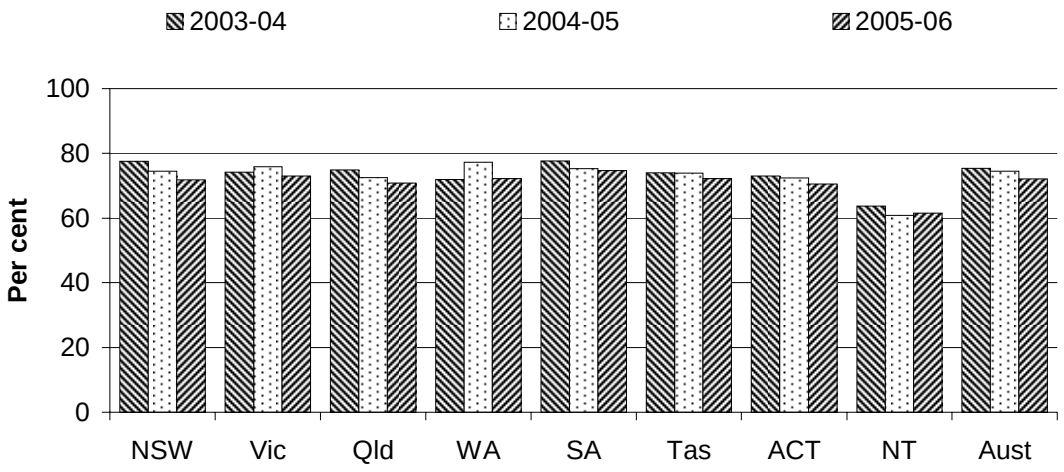


[a] Data are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.32.

Nationally in 2005-06, 72.1 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 (down from 74.5 per cent in 2004-05) (figure 5.36).

Figure 5.36 **Proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem' in their neighbourhood[a]**



[a] Data are based on responses from people aged 15 years or over.

Source: ACPR (unpublished); table 5A.29.

5.7 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).

Key judicial services performance indicator results

Outputs

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 5.26).

Box 5.26 **Performance indicator — access**

An output indicator of governments' objective to facilitate equitable access for people with special needs for services to the judicial process has yet to be developed.

Effectiveness — proportion of juvenile diversions

'Proportion of juvenile diversions' is an outcome indicator of governments' objective to achieve efficient and effective court case management for judicial processing (box 5.27).

Box 5.27 **Proportion of juvenile diversions**

'Proportion of juvenile diversions' is an outcome 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.

(Continued on next page)

Box 5.27 **(Continued)**

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 diversionary 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.

Table 5.1 **Juvenile diversions as a proportion of juvenile offenders (per cent)[a]**

	NSW	*Vic*[b]	*Qld*[c]	*WA*[d]	*SA*[e]	*Tas*	*ACT*	*NT*[f]
2001-02	59	30	44	44	49	68	48	57
2002-03	59	31	44	44	54	57	44	49
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

a 'Juvenile diversion' is defined in box 5.26. **b** 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. **c** For Queensland, data also include cautions and community conferences. **d** 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. A charge is counted as a separate 'arrest' even though the actual event of arrest may have involved more than one charge being laid. Hence, the number of 'arrests' will over estimate the number of actual events of arrest. The proportion of juvenile diversions, therefore, may be understated. **e** Diversions include diversion by way of formal cautioning by police, and family conferences. **f** For the NT, data also include verbal warnings. **na** Not available.

Source: State and Territory governments (unpublished); table 5A.50.

The proportion of juvenile offenders undergoing diversionary programs varied across jurisdictions (table 5A.50). Across all jurisdictions, the proportion of juvenile diversions in 2005-06 was similar to that in 2004-05 (see table 5.1 above).

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 5.28).

Box 5.28 **Costs awarded against police in criminal actions**

'Costs awarded against police in criminal actions' is an output 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.

Real costs awarded against police, for those jurisdictions providing data in 2005-06 are presented in table 5.2. Data are presented for total dollar amounts and costs per person in the relevant jurisdiction.

Table 5.2 **Real costs awarded against the police in criminal actions (2005-06 dollars)[a]**

	Unit	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*
Total costs									
2001-02	$'000	601	1390	238	1132	579	11	132	na
2002-03	$'000	749	1114	188	1426	517	na	192	na
2003-04	$'000	641	1771	114	1149	520	na	233	na
2004-05	$'000	510	2050	171	1471	722	na	235	na
2005-06	$'000	654	2213	145	2066	713	21	137	na
Total costs per person									
2001-02	$	0.09	0.29	0.07	0.59	0.38	0.02	0.41	na
2002-03	$	0.11	0.23	0.05	0.74	0.34	na	0.60	na
2003-04	$	0.10	0.36	0.03	0.59	0.34	na	0.72	na
2004-05	$	0.08	0.41	0.04	0.74	0.47	na	0.72	na
2005-06	$	0.10	0.44	0.04	1.02	0.46	0.04	0.42	na

a Total costs awarded against the police resulting from summary offences and indictable offences tried summarily before a court of law. **na** Not available.

Source: State and Territory governments (unpublished); table 5A.51.

Outcomes

Deaths in police custody and custody-related operations, and Indigenous deaths in custody-related operations

'Deaths in custody and custody-related operations', and 'Indigenous deaths in custody' are outcome indicators of governments' objective to provide safe custody

for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders (box 5.29).

Box 5.29 **Deaths in custody and custody-related operations, and Indigenous deaths in custody**

'Deaths in custody and custody-related operations', and 'Indigenous deaths in custody', are outcome 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, reported both as numbers and as a rate per 100 000 of the relevant population.

For both indicators, a lower number of deaths in custody and custody-related operations is a better outcome.

Nationally, there were 20 deaths in police custody and custody-related operations in 2005 (down from 30 in 2004). This total comprised 12 non-Indigenous deaths and 8 Indigenous deaths. Across jurisdictions, there is a wide variation in the number of deaths, and caution needs to be taken when comparing jurisdictions' rates due to small absolute numbers. Nationally, the death rate per 100 000 people over the period 2001–2005 was 0.77 (table 5.3).

Table 5.3 **Deaths in police custody and custody-related operations[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust* [b]
Non-Indigenous deaths									
2001	15	8	4	1	3	–	–	–	31
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
Indigenous deaths									
2001	–	–	–	2	2	–	–	–	4
2002	4	–	–	1	1	–	–	5	11
2003	1	–	2	4	–	–	–	1	8
2004	2	1	2	1	–	–	–	2	8
2005	1	–	1	6	–	–	–	–	8
Total deaths									
2001	15	8	4	3	5	–	–	–	35
2002	16	7	4	3	1	1	–	5	37
2003	12	4	9	7	2	–	1	1	36
2004	10	5	7	3	2	–	1	2	30
2005	3	5	5	6	1	–	–	–	20
Total 2001–2005	56	29	29	22	11	1	2	8	158
Rate per 100 000 people (2001–2005)[b]	0.82	0.57	0.72	1.09	0.71	0.20	0.61	3.94	0.77

[a] 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 are attempting to detain a person, such as pursuits). [b] Rate calculated by using the average population during 2001–2005.

– Nil or rounded to zero.

Source: AIC (various years), *Deaths in Custody, Australia*; table 5A.48.

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 the police in achieving a guilty plea or conviction.

Two sources are used to provide data on the outcomes of court cases for the 2007 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.

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 outcome indicator of governments' objective to support the judicial process (box 5.30).

Box 5.30 **Proportion of lower court cases resulting in a guilty plea**

'Proportion of lower court cases' resulting in a guilty plea is an outcome indicator of governments' objective to support the judicial process to achieve efficient and effective court case management for judicial processing.

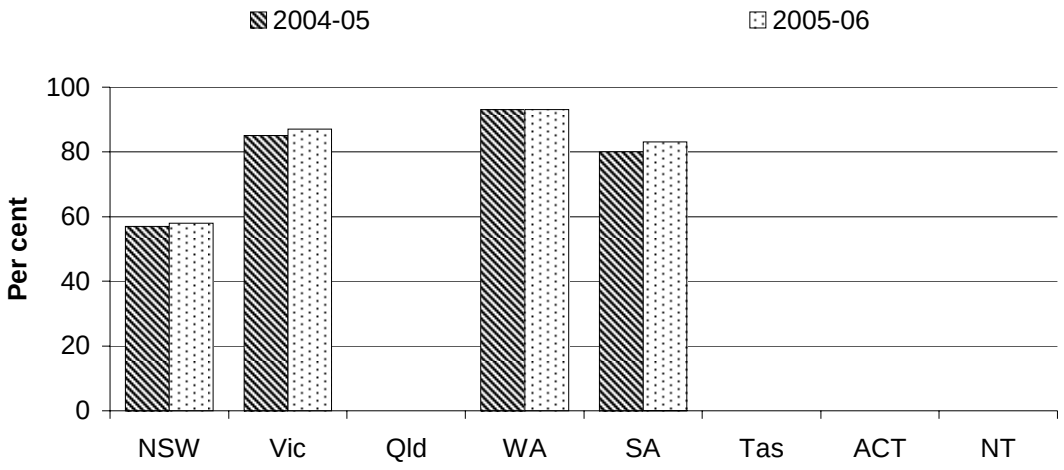
The indicator is defined as the number of lower court cases resulting in a guilty plea, as a proportion of the total number of lower court cases.

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 2005-06 (figure 5.37). Data should be treated with caution, however, as data are not directly comparable across jurisdictions.

Figure 5.37 **Proportion of lower court cases resulting in a guilty plea[a, b, c, d, e, f, g]**



[a] Data are not comparable across jurisdictions. [b] Lower court cases data are based on magistrates' criminal court data provided by each jurisdiction. [c] Data for NSW relate to calendar years. Excludes cases heard ex-parte, ie where defendant is not present and therefore has not made a formal statement admitting culpability. [d] 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. [e] 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. Data include cases that have been placed before the Children's Court and Magistrates' Courts throughout the State by the police. The data may also include a small number of cases placed before the Keeling Islands (Christmas Island and Cocos Island) Court by the Australian Federal Police. Criminal cases placed before the District and Supreme courts are not included. [f] 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. [g] Lower court data were not available for Tasmania, the ACT or the NT.

Source: State and Territory governments (unpublished); table 5A.49.

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 outcome indicator of governments' objective to support the judicial process (box 5.31).

Box 5.31 **Proportion of higher court cases resulting in a guilty plea or finding**

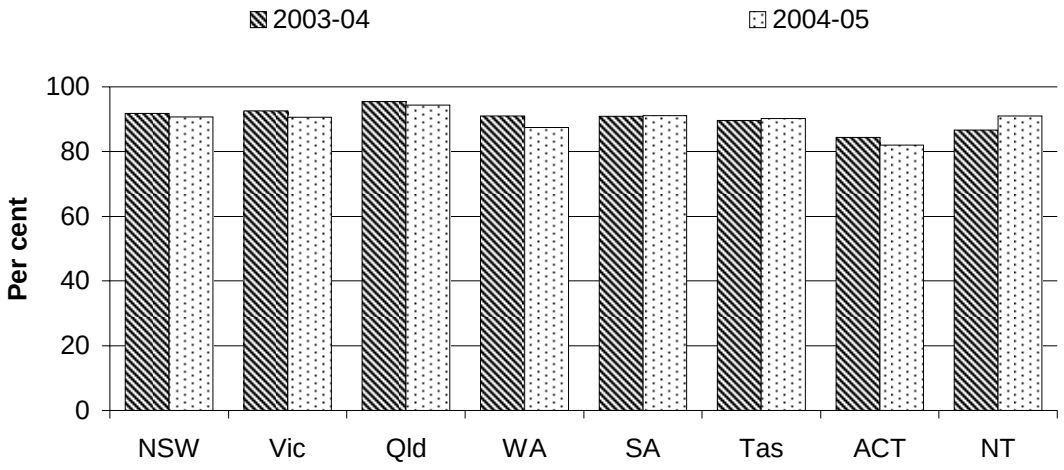
'Proportion of higher court cases resulting in a guilty plea or finding' is an outcome indicator of governments' objective to support the judicial process to achieve efficient and effective court case management for judicial processing.

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 finalised defendants.

A higher proportion of higher courts finalised 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.

In 2004-05, the proportion of higher courts finalised defendants who either submitted a guilty plea or were found guilty varied slightly across jurisdictions (figure 5.38).

Figure 5.38 **Proportion of higher courts finalised defendants who either submitted a guilty plea or were found guilty[a, b]**



[a] All jurisdictions' data include guilty findings and guilty pleas. [b] 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 5A.49.

5.8 Capital costs in the costing of police services

Capital costs (including depreciation and the user cost of capital) for each jurisdiction are contained in tables 5A.1–5A.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 thus 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. Considered in the context of total unit costs, however, 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.)

5.9 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 is a challenging and complex process. It is acknowledged that there are significantly different costing methodologies and service delivery imperatives in each jurisdiction that directly impact on the suitability and availability of comparative data. Research into and discussion of methods used by police services overseas and other areas of government service delivery is ongoing.

Two particular directions currently present challenges to performance evaluation and reporting in the context of the Review.

Police are increasingly required to be working 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 discreet 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. Increasingly therefore, police service delivery is targeted at the community safety needs and aspirations of the wider State and Territory population and more localised communities and neighbourhoods. This accords with the now well established policing emphasis on performance planning, measurement and accountability at both levels, for internal and external performance reporting purposes.

5.10 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).

New South Wales Government comments

"The mission of NSW Police 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 has a role to play.

The bulk of policing work is done by operational officers at Local Area Commands (LACs). Depending on their location, environment and demographics, LACs can have very different demands placed on them. To this end, NSW Police, by working closely within local communities, is providing a service to reach the individual needs of each community. Specialist commands complement local police and provide further services required by LACs in continuing to provide the community with the best possible policing response. Strike forces are formed when resources are needed to be concentrated on a particular crime or on crime types such as drugs or other organised crime.

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. An holistic approach is therefore 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 crime over the last few years. Also, the community survey results point to a growing appreciation of police and to reduced fear of crime. It would therefore appear that NSW Police is getting the right balance between curbing opportunities for criminality and the civil liberties 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 not considered valid since it is indeterminable whether this is due to differences in process or recording practices. All police jurisdictions are cooperating with the Australian Bureau of Statistics to develop a National Crime Recording Standard (NCRS), the implementation of which could be expected to give more comparable information with regard to recorded crime."

Victorian Government comments

"Throughout 2005-06, Victoria Police continued to focus on the crime and safety issues that are important to the Victorian community – preventing and reducing the overall incidence of crime, making the roads safer for all users, ensuring that community members are able to feel safe in their homes and going about their daily lives and improving satisfaction with the service the community receives from its local police.

In 2005-06, the overall crime rate in Victoria was reduced by 2.1 per cent over the previous year's result, which means that total crime has fallen by some 22.5 per cent since 2000-01. In that same period, Victoria Police has focused particularly on reducing the incidence of certain high volume crimes which affect the highest number of Victorians. In 2005-06, motor vehicle theft fell by a further 7.9 per cent, making a total reduction of 48 per cent over the five year period. In the case of residential burglary, the 2005-06 reduction was 10.6 per cent, with a total reduction of 36 per cent since 2000-01.

Transition to the Major Crime Management Model (MCMM) commenced in July 2005 and gathered pace in 2006. It recognises that the nature and scope of major and organised crime in Victoria, as elsewhere, is changing rapidly. This required Victoria Police to rethink how to best position itself in order to maximise its impact on such crime. Among the key objectives of the MCMM are providing a more flexible and dynamic organisational capacity to manage major and organised crime, to improve the efficiency of existing investigative capacity and to spread and better utilise existing expertise.

While 323 Victorians were killed on the State's roads in 2005-06, this number does represent a reduction over the previous year and is the lowest ever toll recorded. There is always room to further reduce the incidence of road deaths and serious injuries. In 2006, Victoria Police initiated a new Road Policing Strategy (RPS), which is expected to further enhance and support its contribution to reducing road trauma. The RPS maximises the links between all key players in road safety and includes changes in the way the State's roads are policed, including shifts in responsibilities to regional commands and restructure of traffic management resources.

Victoria Police has also undertaken a major review of its service delivery methodology, recognising that more sophisticated demands and expectation of communities and governments had resulted in a need to explore and create better ways to anticipate and meet new challenges. A series of key Service Delivery Principles have been developed, which will ensure that the planning and delivery of policing services will be based on an understanding of the needs of different local communities, community client groups, stakeholders and individuals."

Queensland Government comments

"The Police Service has continued to progress the implementation of Government Priorities throughout 2005-06 aimed at "*protecting our children and enhancing community safety*". In recognition of the increasing demand for policing services, and Queensland's rapidly expanding population, the Government funded 278 additional police positions in 2005-06, increasing police numbers to 9,378. This will exceed the Government's commitment to maintaining a police to population ratio above the national average.

The Government also funded a range of new infrastructure and technology, including the Queensland Police Records and Information Management Exchange (QPRIME) project. QPRIME is currently being implemented and will replace over 200 existing information systems, delivering additional functionality and improving the efficiency and effectiveness of policing services and operations.

The level of crime in the community is one of the key indicators of police performance, and Queensland's overall crime rate has fallen for the fourth consecutive year. This trend is positive and encouraging, reflecting the success of police/community partnerships and support provided by other agencies and the community generally. Police managers across the State pursue continuous improvement strategies involving the analysis of crime trends, identification of the causes of crime and the development of appropriate responses in partnership with key stakeholders and the community.

Addressing illicit drug crime continues to be a strategic priority for the Queensland Government and the Service. As part of its Tough on Drugs Strategy, the Government enacted legislation that allows police officers to use specially trained drug detection dogs in public places, including at special events and night clubs. This approach is already having an impact on drug crime.

The use of DNA matching continues to yield very positive results. The Queensland Police Service, with the support of Government, has taken a leading role in implementing DNA matching through the national DNA database. As a result, the Service has been able to identify suspects and prosecute offenders that were previously beyond reach.

The Queensland Road Safety Summit has generated new ideas to enhance the Government's response to the road toll and road safety generally. The Police Service is implementing eleven initiatives including new powers for police to impound the vehicles of repeat drink drivers, new laws for policing drug driving and the introduction of fixed digital speed cameras."

Western Australian Government comments

"Throughout 2006, the WA Police continued to implement its Reform Program and in particular imbed the ***Frontline First*** strategy into the day-to-day business of the agency. This strategy is about enhancing WA Police's capacity to provide better policing services to the community through focusing actions on increasing police presence and visibility, increasing the number of police officers on the frontline, reducing administrative duties for frontline officers and increasing the quality of the police response to calls for assistance

As a result of ***Frontline First***, police are seen to be more visible than in past years, and that visibility is producing encouraging results. The combination of ***Frontline First*** strategies contributing to this higher visibility include:

- More police in operational areas.
- Increasing the capacity of flexible central units such as the Regional Operations Group and the Traffic Enforcement Group.
- More focus on demand-led rostering and prioritising resources to the frontline.

This increased presence and visibility on the streets has had an impact on crime and anti-social behaviour and is resulting in increased perceptions of safety and security for the community. While there have been some excellent results to date, the WA Police realise that there is still room for improvement, and will continue to focus our efforts to address those issues that cause the most angst for the community, such as high-volume crime, errant driver behaviour and anti-social behaviour.

On the issue of Anti-social Behaviour, a new Reduction Strategy was launched during the year. This strategy provides a framework for reducing the incidence of anti-social behaviour within the community, with a commitment to preventing this behaviour and adopting a no-tolerance approach to apprehending offenders.

The tyranny of distance and the remoteness of some communities is a key issue for the WA Police. One of the agency's strategies to address this issue is the placement of a full-time policing presence in selected remote Aboriginal communities. Additionally, policing capacity is being expanded through a Government commitment to increase the number of police officers by 350 and police staff by 160 over the next few years. The net result of this increase in numbers will be 500 more police officers deployed to frontline duties throughout the State."

South Australian Government comments

"Working towards achieving the crime reduction targets in South Australia's Strategic Plan – Creating Opportunity continued to be a major focus of South Australia Police (SAPOL) activity in 2005-06. The Plan recognises that successful economies are based on strong and inclusive communities within a safe and secure environment. In support of this goal, the continued application of the South Australia Policing Model again resulted in a pleasing steady decline in reported crime figures for 2005-06. This result demonstrates the SAPOL commitment to achieving and maintaining a safe, secure and economically strong South Australian community under the direction of South Australia's Strategic Plan.

While SAPOL can be proud of its community safety achievements in crime reduction and enhancing road safety, it is not complacent. An emphasis on analysing and strategically targeting emerging crime trends ensures a continuous improvement of policing approaches to developing issues. Equally, policing partnership approaches and integrated strategies across government build on established crime prevention, crime reduction and road safety work, to consolidate previous gains while developing new and creative problem solving opportunities for further improvement in these areas.

For example, a new SAPOL Road Safety Strategy 2006-2010 has been initiated for a more innovative and comprehensive policing approach. This is aimed at increasing the safety of all road users, through coordinating resources and operations and a lower tolerance of any driver behaviour that creates a risk on the roads.

SAPOL has also continued to utilise and recognise the value of DNA as a powerful crime fighting tool, advocating for further state based legislative reform.

The community response to this wider community policing approach is very positive, with 83.7 per cent of South Australians expressing a high level of confidence in their police during 2005-06. An actively engaged and supportive community is essential to successful policing operations.

Maintaining this momentum internally is very important. The development of the new iteration of the SAPOL Future Directions Strategy 2006-2010 by the major reform program, Project Compass has continued. The new Strategy will further drive enhanced organisational structures and an achievement culture. This will ensure that SAPOL is well placed to be able to meet the future challenges of modern policing, supporting a safe, secure, and prosperous South Australia."

Tasmanian Government comments

“Tasmania remains on track to meet the Tasmania *Together* target of halving crime between 2000 and 2020. In 2005-06 total offences numbered 41 297 offences, of which 44 per cent were cleared, compared to 60 422 offences in 1999-2000.

The Australian Bureau of Statistics *Crime and Safety Survey 2005* published in the Report shows the victimisation rate for total personal crimes continued to fall in Tasmania from 5.7 per cent 1998 to 4.7 per cent in 2005. This compares favourably against the national result where an increase to 5.3 per cent was evident.

Tasmania Police also performed well across a range of national performance measures. Results from the ACNielsen *National Survey of Community Satisfaction with Policing 2005-06* show that Tasmanians rated their police service higher than last year and, once again, higher than the national average. 75 per cent of Tasmanians were ‘satisfied’ or ‘very satisfied’ with services provided by the police and significantly, 83.6 per cent of people who had contact with police in the past twelve months expressed satisfaction with police in their most recent contact. Tasmanians also continued to feel safe in their homes and in public places.

The high priority the State Government places on law and order and ensuring all members of the Tasmanian community have access to the highest standard of front-line policing saw it provide funding to recruit and train an additional 48 police officers who graduated in June 2006.

Tasmania Police’s 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 87 Complaints Against Police during 2005-06 was the lowest number of complaints since records commenced in 1994.”

Australian Capital Territory Government comments

“ACT Policing continued to focus on its capacity to respond quickly and appropriately to community policing needs in 2005-06. The year was also characterised by forward planning to develop and introduce new community based strategies contingent on a clear definition of core community issues, a greater emphasis on cross-portfolio capability management, detailed workforce planning and more effective public information strategies.

This strategic planning has now been realised within a *Suburban Policing Strategy* which is to be introduced early in the next financial year. The new strategy will assign police patrols to suburban areas across the ACT to increase police visibility within the community and to facilitate stronger local interaction between police and suburban communities. The new strategy accords with a Ministerial Direction released by the ACT Minister for Police and Emergency Services which requires ACT Policing to focus on issues including further capacity to respond to incidents, increased police visibility in the community and support to the ACT Government Property Crime Reduction Strategy.

ACT Policing continued to focus property crime reduction efforts through Operation *Halite* investigative teams which were established to specifically target volume crime. The Operation *Halite* model will be further enhanced in the new financial year by the creation of a dedicated property crime reduction team with ready access to specialised intelligence services. ACT Policing will apply a more holistic approach towards supporting the Property Crime Reduction Strategy and targeting associated criminal behaviours.

ACT Policing has worked closely with Government to deliver new policy initiatives which will, over time, realise an increase to police numbers which will be attributed to community policing general duties patrols.

The emphasis of police public information messages has been to increase public awareness of law and order issues through positive engagement with police without stimulating an undue fear of crime. The latest public information campaign, entitled “It’s Our Community Too”, has delivered a message that whilst ACT Policing members police the community on a professional basis, they also participate in all aspects of daily life as members of that community.”

Northern Territory Government comments

"During 2005-06, the Northern Territory Police continued to grow and develop following staffing and equipment increases and the implementation of several important initiatives targeting offences against the person and property crime.

During the past five years the NT Police has achieved considerable reductions in reported property crime, resulting in the Australian Bureau of Statistics 2004 - 2006 '*Recorded Crime – Victims'* report revealing that reported property crime is at its lowest since the early 1990's. One dramatic decrease was for Unlawful entry where there has been a 50 percent decrease in reported crime over the five year period.

In relation to crimes against the person, some important factors have contributed to the increase in reported crime in this category during 2005-06. A Violent Crime Reduction Strategy has been introduced, which included the formation of the Personal and Domestic Violence Protection Unit and the implementation of enhanced Domestic Violence Investigation training. These initiatives have led to an increased emphasis on policing responses to personal and domestic violence, including domestic violence orders and aggravated assaults. They have also resulted in victims of domestic violence reporting these offences to a greater extent than in past reporting periods. A direct correlation can be drawn between the increase in reported assaults associated with domestic violence interventions and the increase in total personal crime.

In much the same way as the Violent Crime Reduction Strategy, the NT Police has implemented initiatives to stem the flow of drugs into remote communities. The 'drug desk' within the Drug Enforcement Section has established strong linkages with these communities, designed to improve the information about drug suppliers. In combination with the police drug detector dogs, criminal intelligence gleaned through this strategy is having a marked effect on reducing the amount of drugs available. The 'drug desk' concept, which was introduced in Alice Springs during the reporting period, will be enhanced by the introduction of drug detector dogs in the Southern Region in the 2006-07 financial year.

These strategies and initiatives align with the strong commitment of Northern Territory Police towards enhancing community safety and protection through the continued provision of excellent policing services."

5.11 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).

The standard error is a measure of sampling error. It indicates the extent to which the estimate may differ from the 'true value' because only a sample was taken. If the survey is performed repeatedly, then the difference between the sample estimate and the true value will be less than one standard error approximately 68 per cent of the time. The difference will be less than two standard errors 95 per cent of the time. It will be less than three standard errors 99 per cent of the time. Another way of expressing this is to say that in 68 (95, 99) of every 100 samples, the estimate obtained from a single survey will be within one (two, three) standard errors of the 'true' value.

The chance that an estimate falls within a certain range of the true value is known as 'the confidence interval of the estimate'. For any particular survey, there is a tradeoff between the confidence interval of the estimate (68 per cent, 95 per cent or 99 per cent) and the size of the survey. The appropriate level of confidence chosen depends on the purpose of obtaining the estimate.

The relative standard error is the standard error, expressed as a percentage of the estimate. It indicates the margin of error that should be attached to the estimate. The smaller the estimate, the higher is the relative standard error.

Table 5.5 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 48.5 per cent to 51.5 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 5.4 **95% Confidence bound to be applied to estimates from National Community Satisfaction with Policing Survey[a]**

Estimate %	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
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

Comparing years	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
	+/- 2.5	**+/- 2.0**	**+/- 1.5**	**+/- 3.0**	**+/- 3.0**	**+/- 3.0**	**+/- 2.5**	**+/- 4.0**	**+/- 0.8**

[a] 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: ACPR (unpublished).

5.12 Definitions of key terms and indicators

Armed robbery	Robbery conducted with the use (actual or implied) of a weapon, where a weapon can include, but is not restricted to: • firearms — pistol, revolver, rifle, automatic/semi-automatic rifle, shotgun, military firearm, airgun, nail gun, cannon, imitation firearm and implied firearm • 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, other dangerous article and imitation weapons.
Assault	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.
Available full time equivalent staff	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.
Average non-police staff salaries	Salaries and payments in the nature of salary paid to civilian and other employees, divided by the total number of such employees.
Average police salaries	Salaries and payments in the nature of salary paid to sworn police officers, divided by the number of sworn officers.
Blackmail and extortion	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.
Cautioning	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.
Civilian staff	Unsworn staff, including specialists (civilian training and teaching medical and other specialists) and civilian administrative and management staff.
Complaints	Number of statements of complaint by members of the public regarding police conduct.
Death in police custody and custody-related incident	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.
Depreciation	Where possible, based on current asset valuation.
Executive staff	Number of sworn and unsworn staff at the rank of chief superintendent or equivalent grade to assistant commissioner grade.

Full time equivalent (FTE)	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.
Indigenous staff	Number of staff who are identified as being of Aboriginal or Torres Strait Islander descent.
Land transport hospitalisations	Hospitalisations due to traffic accidents that are likely to have required police attendance; these may include accidents involving trains, bicycles and so on.
Management full time equivalent staff	Number of management full time equivalent staff, including civilian (managers) and sworn (inspector to superintendent) staff.
Motor vehicle theft	The taking of another person's motor vehicle illegally and without permission.
Murder	The wilful killing of a person either intentionally or with reckless indifference to life.
Non-Indigenous full time equivalent staff	Number of full time equivalent staff who do not satisfy the Indigenous staff criteria.
Non-operational full time equivalent staff	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).
Operational staff	An operational police staff member (sworn or unsworn) is any member of the police force whose primarily 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). 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.
Other recurrent expenditure	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.
Other theft	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.
Outcome of investigations	The stage reached by a police investigation after a period of 30 days has elapsed since the recording of the incident.
Practitioner staff	Number of practitioner staff, including civilian (administration) and sworn (constable to senior constable) staff.
Property crimes	Total recorded crimes against property, including: • unlawful entry with intent • motor vehicle theft

- other theft.

Proportion of higher court cases resulting in guilty finding

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.

A higher court is either:

- an intermediate court (known either as the district court or county 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
- 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 2003c).

Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven (ABS 2003c).

Proportion of juvenile diversions

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.

Proportion of lower court cases resulting in guilty plea

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.

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 2003c).

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 2003c). For this data collection, a plea of 'not guilty' should also include 'no plea', 'plea reserved' and 'other defended plea'.

Further, these definitions:

- exclude preliminary (committal) hearings for indictable offences dealt with by a lower court
- 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.

Real expenditure	Actual expenditure adjusted for changes in prices, using the GDP(E) price deflator, and expressed in terms of final year prices.
Recorded crime	Crimes reported to (or detected) and recorded by police.
Registered vehicles	Total registered motor vehicles, including motorcycles.
Reporting rate	The proportion of crime victims who told police about the last crime incident of which they were the victim, as measured a crime victimisation survey.
Revenue from own sources	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). Revenue is disaggregated by service delivery area.
Road deaths	Fatal road injury accidents as defined by the Australian Transport Safety Bureau.
Robbery	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 of immediate force or violence.
Salaries and payments in the nature of salary	Includes: • base salary package • motor vehicle expenses that are part of employer fringe benefits • superannuation, early retirement schemes and payments to pension schemes (employer contributions) • workers compensation (full cost) including premiums, levies, bills, legal fees • higher duty allowances (actual amounts paid) • overtime (actual amounts paid) • actual termination and long service leave • actual annual leave • actual sick leave • actual maternity/paternity leave • fringe benefits tax paid • 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 • 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) • payroll tax. These are disaggregated by service delivery area.
Senior executive staff	Number of senior executive staff, including civilian (top senior executive service) and sworn (commissioner, deputy commissioner and equivalent civilian executives) staff.
Sexual assault	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.
Supervisory full time equivalent staff	Number of supervisory full time equivalent staff, including civilian (team leaders) and sworn (sergeant to senior sergeant) staff.
Sworn staff	Sworn police staff recognised under each jurisdiction's Police Act.
Total capital expenditure	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.
Total expenditure	Total capital expenditure plus total recurrent expenditure (less revenue from own sources).
Total FTE staff	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.
Total number of staff	Full time equivalent staff directly employed on an annual basis (excluding labour contracted out).
Total recurrent expenditure	Includes: • salaries and payments in the nature of salary • other recurrent expenditure • depreciation • less revenue from own sources.
Unarmed robbery	Robbery conducted without the use (actual or implied) of a weapon.
Unavailable full time equivalent staff	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.
Unlawful entry with intent — involving the taking of property	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.
Unlawful entry with intent — other	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.
Value of physical assets — buildings and fittings	The value of buildings and fittings under the direct control of police.
Value of physical assets — land	The value of land under the direct control of police.
Value of physical assets — other	The value of motor vehicles, computer equipment, and general plant and equipment under the direct control of police.

5.13 Supporting tables

Supporting tables for chapter 5 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel format as \Publications\Reports\2007\Attach5A.xls and in Adobe PDF format as \Publications\Reports\2007\Attach5A.pdf.

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 5A.3 is table 3 in the electronic files). These files can be found on the Review web page (www.pc.gov.au/gsp). Users without Internet access can contact the Secretariat to obtain these tables (see details on the inside front cover of the Report).

Table 5A.1	Police service expenditure, staff and asset descriptors, NSW
Table 5A.2	Police service expenditure, staff and asset descriptors, Victoria
Table 5A.3	Police service expenditure, staff and asset descriptors, Queensland
Table 5A.4	Police service expenditure, staff and asset descriptors, WA
Table 5A.5	Police service expenditure, staff and asset descriptors, SA
Table 5A.6	Police service expenditure, staff and asset descriptors, Tasmania
Table 5A.7	Police service expenditure, staff and asset descriptors, ACT
Table 5A.8	Police service expenditure, staff and asset descriptors, NT
Table 5A.9	Treatment of assets by police agencies, 2005-06
Table 5A.10	Real recurrent expenditure (less revenue from own sources and payroll tax) on police services per person (2005-06 dollars)
Table 5A.11	Police staff, by operational status (per cent)
Table 5A.12	General satisfaction with services provided by the police
Table 5A.13	Satisfaction with the police — dealing with public order problems and supporting community programs
Table 5A.14	Contact with police in the past 12 months
Table 5A.15	People who had contact with police in the past 12 months: satisfaction with police in most recent contact
Table 5A.16	People who had contact with police in the past 12 months: main reason for satisfaction and dissatisfaction with police service in most recent contact
Table 5A.17	Opinions on statement 'police perform job professionally'
Table 5A.18	Opinions on statement 'police treat people fairly and equally'

5.14 References

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6 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 Report is on the administration of the courts, not the outcomes of legal processes.

A profile of court administration is presented in section 6.1. The framework of performance indicators is outlined in section 6.2 and data are discussed in section 6.3. Future directions for performance reporting are discussed in section 6.4. State and Territory comments are provided in section 6.5, followed by definitions in section 6.6. A list of supporting tables for this chapter is provided in section 6.7. Supporting tables, referenced throughout the chapter, are identified by an 'A' suffix (for example, table 6A.3 is supporting table 3). Supporting tables can be accessed electronically through the Report website <www.pc.gov.au/gsp>, and are available on the CD-ROM provided with the Report. References for the chapter are summarised in section 6.8.

6.1 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 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 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 6.1–6.3). 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.

Box 6.1 **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 3 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.

Box 6.2 District/county court jurisdiction across states and territories

The 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: Deals with damages for non-personal injuries claims up to $200 000, appeals under the *Crimes (Family Violence) Act 1987*, unlimited claims for compensation resulting from injury or death, 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.

Box 6.3 **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 amount 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.

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

In all states and territories, the children's court deals with all complaints of offences alleged to have been committed by young people (with the minimum age varying across states and territories). The children's court also hears matters if 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. The children's court is a specialist jurisdiction court that, depending on the State or Territory legislation, hears both criminal and civil matters.

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 data collection 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 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 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 (that is, the matter may be referred to the Director of Public Prosecutions). Suspicious fires are generally in the jurisdiction of the coroners' court (except in WA, SA and the NT, and Queensland from December 2003). 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.

Australian court levels — specific elements

The following hierarchy of courts exists within the Australian courts jurisdiction:

- the High Court of Australia
- the Federal Court and the Family Court of Australia
- the Federal Magistrates Court.

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 residence, contact and specific issues orders. 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. A small number of divorce applications, however, are still lodged and processed in the Family Court. 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.

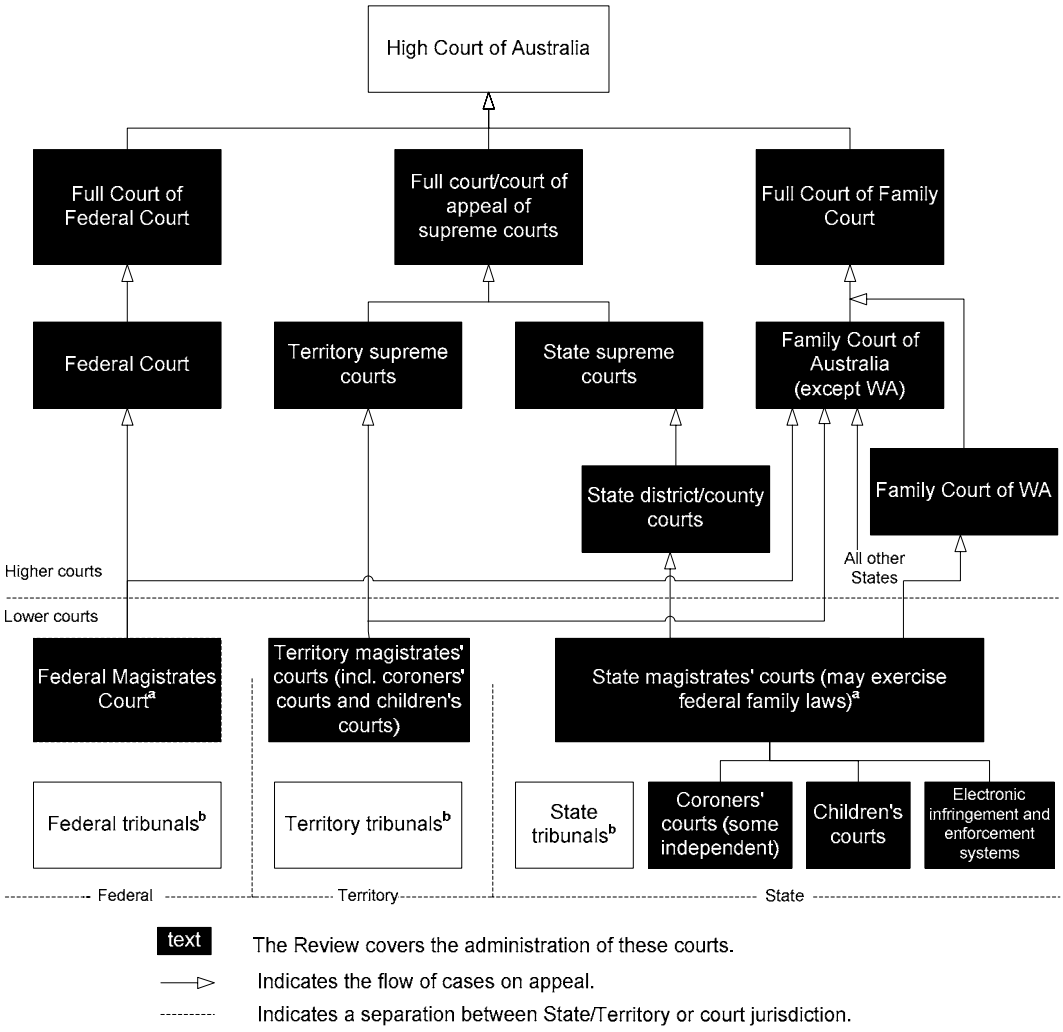
Federal Magistrates Court of Australia

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. State 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 6.1.

Figure 6.1 **Major relationships of courts in Australia**[a]



[a] 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. [b] Appeals from Federal, State and Territory tribunals may go to any higher court in their jurisdiction.

Administrative structures

Most courts use the same court infrastructure (such as court buildings and facilities) for civil and criminal case types. 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. In addition, 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.

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 $1.25 billion in 2005-06 (table 6.1).

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 $288 million in 2005-06 (table 6.1).

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 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.

Table 6.1 **Court administration recurrent expenditure less income (excluding fines), 2005-06 ($ million)[a, b]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust courts*	*Total*
Court administration recurrent expenditure										
Civil courts[c, d, e]	151.5	86.0	49.9	51.1	29.7	4.9	8.1	9.6	80.6	471.4
Criminal courts[f]	175.1	101.8	89.5	79.2	44.1	13.3	7.7	14.1	..	524.9
Electronic systems	..	1.9	9.3	5.5	3.9	..	..	..	..	20.7
Family courts[g]	..	..	..	18.0	..	..	..	..	126.2	144.2
Federal Magistrates[h]	..	..	..	..	..	..	..	..	49.4	49.4
Coroners' courts	7.8	5.2	9.6	9.1	5.1	0.5	1.0	1.1	..	39.3
Probate — supreme[i]	1.3	0.3	0.1	0.2	0.5	0.1	–	–	..	2.5
Total	**335.7**	**195.2**	**158.4**	**163.2**	**83.3**	**18.8**	**16.8**	**24.7**	**256.2**	**1252.4**
Court administration income (excluding fines)										
Civil courts[c]	62.7	30.0	16.2	12.0	8.5	1.5	2.4	0.6	9.3	143.2
Criminal courts[f]	12.7	–	2.3	3.0	1.3	0.4	0.7	0.1	..	20.6
Electronic systems	..	23.2	22.5	14.4	12.2	..	..	..	..	72.3
Family courts	..	..	..	1.9	..	..	..	..	6.9	8.8
Federal Magistrates	..	..	..	..	..	..	..	..	13.5	13.5
Coroners' courts	0.1	–	0.1	0.1	–	–	–	–	..	0.4
Probate — supreme	16.5	3.9	2.4	2.5	2.9	0.7	0.4	–	..	29.2
Total	**92.0**	**57.1**	**43.5**	**33.9**	**25.0**	**2.6**	**3.5**	**0.7**	**29.7**	**288.0**
Court administration recurrent expenditure less income (excluding fines)										
Civil courts[c, d, e]	88.9	56.0	33.8	39.1	21.1	3.3	5.7	9.0	71.4	328.2
Criminal courts[f]	162.4	101.8	87.2	76.1	42.8	12.9	7.0	14.0	..	504.3
Electronic systems	..	- 21.3	- 13.1	- 8.9	- 8.3	..	..	..	..	- 51.6
Family courts[g]	..	..	..	16.1	..	..	..	..	119.3	135.4
Federal Magistrates[h]	..	..	..	..	..	..	..	..	35.9	35.9
Coroners' courts	7.6	5.2	9.4	9.0	5.1	0.5	0.9	1.1	..	38.9
Probate — supreme[i]	- 15.2	- 3.6	- 2.3	- 2.2	- 2.4	- 0.6	- 0.3	–	..	- 26.7
Total	**243.7**	**138.1**	**115.0**	**129.2**	**58.3**	**16.1**	**13.3**	**24.1**	**226.5**	**964.3**

[a] Totals may not sum as a result of rounding. [b] Payroll tax is excluded from expenditure. [c] 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. [d] Data for the Federal Court include the cost of resources provided free of charge to the Federal Magistrates Court. [e] The Victorian Magistrates' Court civil data includes a proportion of expenditure from the Victorian Civil and Administrative Tribunal. [f] Includes data for supreme, district/county and magistrates' courts (including children's courts). Excludes data for the electronic infringement and enforcement systems. [g] 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. [h] The Federal Magistrates Court expenditure data includes the resources received free of charge from the Federal Court. [i] 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 6A.9–13.

Total recurrent expenditure less income (excluding fines), for the Australian, State and Territory courts covered in this Report, was $964 million in 2005-06. 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 6.1, 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.

Real recurrent expenditure less income (excluding fines) on court administration from 2002-03 to 2005-06, for each of the Australian, State and Territory court levels covered by this Report, is reported in tables 6A.12 and 6A.13.

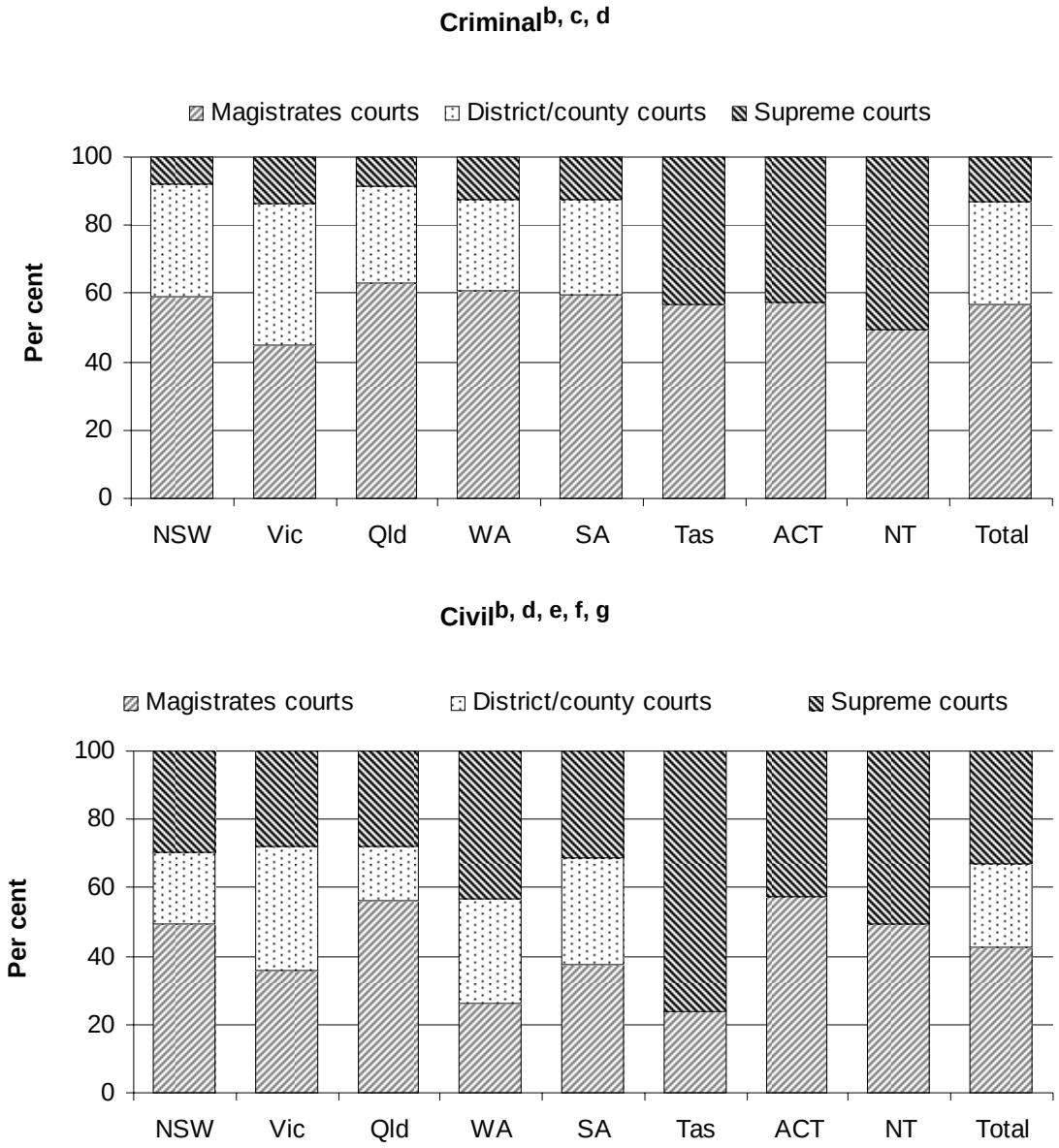
Distribution of criminal and civil court administration expenditure

The distribution of court administration expenditure (less income) on the magistrates', district/county and supreme courts varied across states and territories in 2005-06. 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 to the supreme courts of other states and territories (under the three-tier court system) (figure 6.2).

In 2005-06, 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 (56.8 per cent). Whilst in the civil jurisdiction, magistrates' courts accounted for a smaller proportion of recurrent expenditure (less income) nationally (42.4 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 6A.12 and 6A.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 6.2 **Distribution of court administration recurrent expenditure (less income), by court level, 2005-06[a]**



[a] Payroll tax is excluded from expenditure. [b] Magistrates' courts include expenditure on children's courts. [c] Magistrates' courts exclude expenditure on electronic infringement and enforcement systems (applicable to Victoria, Queensland, WA and SA). [d] There are no district/county courts in Tasmania, the ACT or the NT. [e] Supreme courts include probate. [f] Magistrates' courts exclude expenditure on coroners' courts (all states and territories). [g] Excludes Australian courts.

Source: State and Territory court administration authorities and departments (unpublished); tables 6A.12–13.

Size and scope of court activity

Lodgments

Lodgments are matters initiated in the court system. Box 6.4 explains how lodgment data are collected for this chapter. Table 6.2 (criminal) and table 6.3 (civil) outline the number of lodgments in 2005-06, by court level, for the Australian courts and for each State and Territory.

Box 6.4 **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* — the number of defendants
- *civil courts* — 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)
- *family courts* — the number of forms (that is, the number of applications made to the court)
- *electronic infringement and enforcement systems* — the number of unpaid infringement notices
- *coroners' courts* — 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 (2006), p. 6.2.

Nationally, in the criminal jurisdiction in 2005-06, there were 800 500 lodgments registered in the supreme, district/county and magistrates' courts, and approximately 1.6 million unpaid infringement notices in electronic infringement and enforcement systems (table 6.2).

Table 6.2 **Court lodgments — criminal, by court level, 2005-06 ('000)[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Total*
Supreme	0.6	0.6	1.8	0.4	0.4	0.6	0.3	0.4	5.0
District/county[b]	10.1	5.1	7.1	2.4	1.5	..	..	..	26.2
Magistrates' (total)[b]	187.7	145.7	187.4	88.8	76.4	64.5	6.5	12.3	769.3
Magistrates' (only)	*176.9*	*134.2*	*177.0*	*80.2*	*69.9*	*62.8*	*6.0*	*11.3*	*718.4*
Children's	*10.8*	*11.6*	*10.4*	*8.6*	*6.5*	*1.7*	*0.6*	*1.0*	*51.0*
All criminal courts	**198.4**	**151.5**	**196.3**	**91.6**	**78.2**	**65.0**	**6.8**	**12.7**	**800.5**
Elec. infringement and enforcement systems[c]	..	741.3	453.0	243.1	142.6	..	..	..	1 580.0

[a] Totals may not add as a result of rounding. [b] 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. [c] 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). Excludes unpaid court fines. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 6A.1.

Nationally, in the civil jurisdiction in 2005-06, there were 649 200 cases lodged in the State and Territory supreme, district/county and magistrates' courts (table 6.3). There were an additional 54 800 probate lodgments in the supreme courts, and 20 000 reported deaths and fires in the coroners' courts.

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 6A.2.

In the Australian court jurisdiction, there were 6200 cases lodged in the Federal Court, and 81 100 matters lodged in the Federal Magistrates Court. Around 51 100 matters were filed in the family courts (more than two thirds of these were filed in the Family Court of Australia and just under one third in the Family Court of WA).

Table 6.3 **Court lodgments — civil, by court level, 2005-06 ('000)[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust courts*	*Total*
Supreme (excl probate) / Federal	13.2	6.7	5.8	2.5	1.2	1.3	1.2	0.3	6.2	38.3
District/county	7.7	5.0	5.9	3.1	3.0	..	..	..	..	24.6
Magistrates' (total)	209.6	185.5	90.2	49.1	33.7	11.2	6.8	6.4	..	592.4
Magistrates' (only)[b]	*202.8*	*180.9*	*86.6*	*48.3*	*32.5*	*10.9*	*6.5*	*6.3*	*..*	*574.9*
Children's [c, d]	*6.8*	*4.5*	*3.6*	*0.7*	*1.2*	*0.4*	*0.3*	*0.1*	*..*	*17.5*
All civil courts	**230.4**	**197.1**	**101.9**	**54.7**	**37.9**	**12.6**	**8.0**	**6.7**	**6.2**	**655.4**
Family courts	..	..	..	15.7	..	..	..	..	35.4	51.1
Federal Magistrates	..	..	..	..	..	..	..	..	81.1	81.1
Coroners' courts	6.2	4.9	3.1	1.6	2.1	0.6	1.3	0.3	..	20.0
Probate — supreme	20.9	15.6	5.4	5.1	4.9	2.1	0.6	0.1	..	54.8

[a] Totals may not add as a result of rounding. [b] The Victorian Magistrates' Court civil data includes a proportion of lodgments from the Victorian Civil and Administrative Tribunal. [c] The Queensland Children's Courts data for 2005-06 is based on a count of cases, not the number of children involved in the care and protection case. [d] 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. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 6A.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 6A.3 and 6A.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 2005-06 were lodged in the magistrates' courts (table 6.4). Whilst 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 6.4 **Distribution of court lodgments, by court level, 2005–06[a]**

	Unit	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Total*
Criminal courts										
Supreme	%	0.3	0.4	0.9	0.5	0.5	0.9	4.3	3.0	0.6
District/county[b]	%	5.1	3.4	3.6	2.6	1.9	..	..	..	3.3
Magistrates' (total)[b]	%	94.6	96.2	95.5	96.9	97.6	99.1	95.7	97.0	96.1
All criminal courts[c]	**'000**	**198.4**	**151.5**	**196.3**	**91.6**	**78.2**	**65.0**	**6.8**	**12.7**	**800.5**
Civil courts										
Supreme[d]	%	5.7	3.4	5.7	4.6	3.2	10.6	14.4	4.9	5.0
District/county	%	3.3	2.5	5.8	5.7	7.9	..	..	..	3.8
Magistrates' (total) [e]	%	91.0	94.1	88.6	89.7	88.9	89.4	85.6	95.1	91.3
All civil courts[f]	**'000**	**230.4**	**197.1**	**101.9**	**54.7**	**37.9**	**12.6**	**8.0**	**6.7**	**649.2**

[a] Totals may not add as a result of rounding. [b] 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. [c] Excludes electronic infringement and enforcement systems (Vic, Qld, WA, SA). [d] Excludes probate matters. [e] The Victorian Magistrates' Court civil data includes a proportion of lodgments from the Victorian Civil and Administrative Tribunal. [f] Excludes data for the Federal Court, the Federal Magistrates Court, family and coroners' courts. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); tables 6A.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 6.5 (criminal) and 6.6 (civil) outline the number of finalisations in 2005-06, 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 2005-06, there were: 772 300 criminal finalisations in the supreme, district/county and magistrates' courts; and approximately 1.7 million unpaid infringement notice finalisations in electronic infringement and enforcements systems (table 6.5).

In 2005-06, 614 500 civil cases were finalised in the State and Territory supreme, district/county and magistrates' courts, excluding the Federal Court which finalised 6500 cases. The Federal Magistrates Court finalised 80 700 matters (mainly family law forms plus some federal law cases) and the family courts finalised 51 500 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

18 100 finalisations (involving reported deaths and fires) in the coroners' courts (table 6.6).

Table 6.5 **Court finalisations — criminal, 2005-06 ('000)[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Total*
Supreme	0.6	0.6	1.6	0.4	0.4	0.6	0.3	0.4	4.9
District/county[b, c]	9.7	4.3	7.5	2.6	1.3	..	..	..	25.4
Magistrates' (total)[b]	189.4	134.8	180.3	95.1	76.0	46.5	7.3	12.5	741.9
Magistrates' (only)	*178.7*	*125.4*	*170.0*	*86.6*	*69.4*	*45.2*	*6.8*	*11.3*	*693.3*
Children's	*10.7*	*9.4*	*10.3*	*8.6*	*6.6*	*1.3*	*0.5*	*1.1*	*48.6*
All criminal courts	**199.7**	**139.7**	**189.4**	**98.2**	**77.8**	**47.0**	**7.6**	**12.9**	**772.3**
Elec. infringement and enforcement systems[d]	..	1 073.3	398.6	107.4	124.3	..	..	..	1 703.6

[a] Totals may not add as a result of rounding. [b] 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. [c] Queensland District Court appeals finalised have been extrapolated. [d] 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). Excludes unpaid court fines. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 6A.5.

Table 6.6 **Court finalisations — civil, 2005-06 ('000)[a]**

	NSW	*Vic*[b]	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust Courts*[b]	*Total*
Supreme[c, d]/Federal	13.6	5.7	5.3	2.5	1.5	1.8	1.1	0.3	6.5	38.2
District/county[c]	8.5	6.1	7.7	4.1	3.2	..	..	..	..	29.5
Magistrates' (total)	195.7	156.0	89.5	48.0	39.6	11.5	7.2	5.7	..	553.3
Magistrates' (only)[e]	*189.0*	*152.4*	*85.9*	*47.2*	*38.5*	*11.2*	*7.0*	*5.6*	*..*	*536.9*
Children's [f]	*6.6*	*3.6*	*3.5*	*0.8*	*1.2*	*0.3*	*0.3*	*0.1*	*..*	*16.5*
All civil courts	**217.7**	**167.7**	**102.4**	**54.6**	**44.3**	**13.3**	**8.3**	**6.1**	**6.5**	**621.0**
Family courts	..	..	..	13.6	..	..	..	..	37.9	51.5
Federal Magistrates	..	..	..	..	..	..	..	..	80.7	80.7
Coroners' courts	5.1	4.6	2.7	1.3	2.2	0.7	1.2	0.3	..	18.1

[a] Totals may not add as a result of rounding. [b] In the Victorian magistrates' court and the Australian courts the 12 month deeming rule for inactive cases has not been used. This may result in an underestimate of the finalised cases according to the Report's counting rules for these courts. [c] Queensland finalisations data are extrapolated. [d] The supreme court data excludes finalisations of probate cases. [e] The Victorian Magistrates' Court civil data include a proportion of finalisations from the Victorian Civil and Administrative Tribunal. [f] The Queensland Children's Courts data for 2005-06 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/departments (unpublished); table 6A.6.

The number of finalisations per 100 000 people is available in tables 6A.7 and 6A.8.

6.2 Framework of performance indicators

The framework of performance indicators is based on common objectives for court administration services across Australia (box 6.5). The emphasis placed on each objective may vary across states and territories and court level.

Box 6.5 **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 6.3. 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).

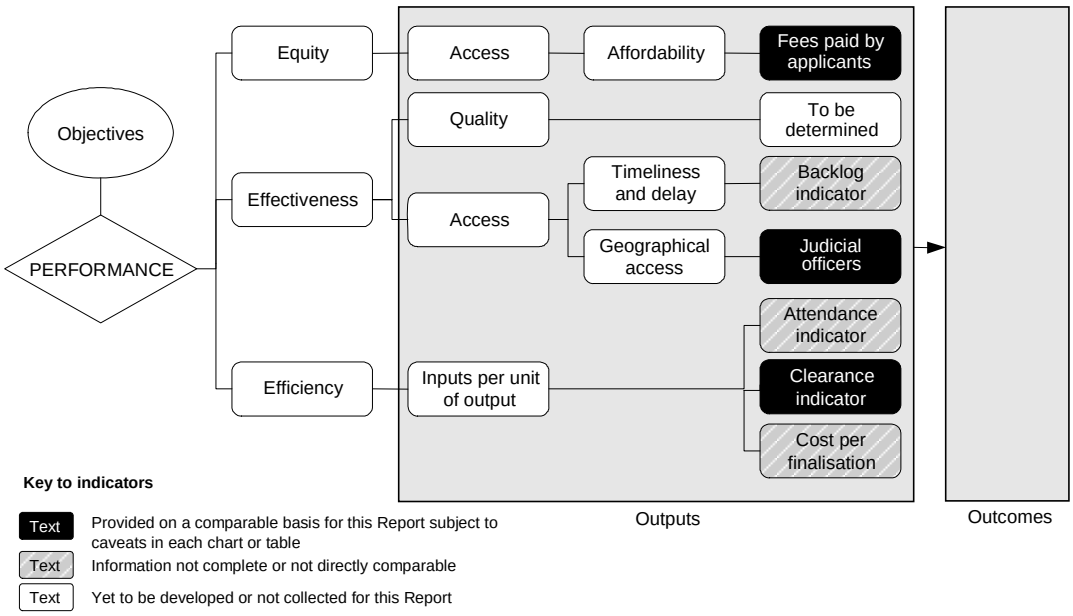
Each indicator in the framework is briefly described below, while more information about each indicator can be found in relevant text boxes that are provided with the performance indicator results (section 6.3):

- *fees paid by applicants* — an access indicator of the average court fees paid per lodgment (box 6.6)
- *backlog indicator* — an effectiveness indicator of case processing timeliness that relates the age (in elapsed time) of a court's pending caseload against time standards (box 6.8)
- *judicial officers* — an effectiveness indicator that represents the availability of resources (that is, the number of officers who can make enforceable orders of the court) (box 6.11)
- *attendance indicator* — an efficiency indicator derived from the average number of attendances required to reach finalisation for all cases finalised during the year (box 6.12)

- *clearance rate* — an efficiency 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 6.13)
- *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 6.14).

As shown in figure 6.3, all of the above are output indicators. There are no outcome indicators 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.

Figure 6.3 **Performance indicator framework for court administration**



6.3 Key performance indicator results

Different delivery locations, case loads, case mixes 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 6.1, 6.2 and 6.3, 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 2006).

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, however, 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 ensuring a national data collection that covers court activities across the Australian, State and Territory jurisdictions in a timely and comparable way.

Outputs

Equity — fees paid by applicants

A description of this indicator is contained in box 6.6.

Box 6.6 **Fees paid by applicants**

'Fees paid by applicants' is an output (equity – access) 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 2005-06, average court fees paid per lodgment were greater in supreme courts than in district/county and magistrate courts (table 6.7). This is consistent across all jurisdictions.

Differences in average fees arise between the Australian, and State and Territory court levels for many reasons and caution should be used in making direct comparisons. For example, in all NSW civil jurisdictions corporations are charged twice the applicable fee payable by private individuals. Therefore, the 'average' fees for NSW are substantially higher than the actual fees paid by private individuals. Similarly, the Family Court of WA does elements of work of both the Federal Magistrates Court and the Family Court of Australia, so direct comparisons with either are not possible.

Table 6.7 **Average civil court fees collected per lodgment, 2005-06 (dollars)**

	NSW[a]	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust courts*	*Total*
Supreme (excl probate)/Federal	1 530	1 216	560	1 232	1 204	379	968	305	1 008	1 148
District/county	1 245	1 027	505	851	446	..	..	..	..	877
Magistrates' (total)[b]	136	81	98	88	95	61	54	57	..	103
Magistrates' (only)	*140*	*83*	*102*	*89*	*98*	*63*	*56*	*57*	*..*	*106*
Children's	*5*	*..*	*–*	*–*	*4*	*..*	*..*	*..*	*..*	*2*
Family courts[c]	..	..	..	120	..	..	..	..	66	82
Federal Magistrates	..	..	..	..	..	..	..	..	165	165
Probate — supreme	791	246	445	489	585	328	595	300	..	533

[a] In NSW, corporations are charged twice the amount individuals are charged, therefore the average fees do not represent the charge to individuals. **..** Not applicable.[b] 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. [c] 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 6A.16.

The level of cost recovery from the collection of court fees varied across court levels and across jurisdictions in 2005-06 (table 6.8). Nationally, for the states and territories, 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.

Table 6.8 **Civil court fees collected as a proportion of civil recurrent expenditure (cost recovery), 2005-06 (per cent)[a]**

	NSW[b]	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust courts*	*Total*
Supreme[c]/Federal	34.1	30.8	22.4	14.4	14.3	15.3	29.7	2.1	7.7	19.6
District/county	35.9	21.0	36.5	18.9	17.7	..	..	..	..	26.8
Magistrates' (total)[d]	43.3	42.4	32.5	27.8	26.7	44.1	8.5	7.5	..	36.8
Magistrates' (only)[d]	*47.6*	*49.2*	*37.8*	*28.6*	*28.2*	*44.1*	*9.2*	*7.6*	*..*	*40.7*
Children's	*0.6*	*..*	*–*	*–*	*0.7*	*..*	*..*	*..*	*..*	*0.2*
Family courts[e]	..	..	..	10.5	..	..	..	..	1.8	8.5
Federal Magistrates	..	..	..	..	..	..	..	..	27.2	27.2

[a] Recurrent expenditure excludes payroll tax. [b] In NSW, corporations are charged twice the amount individuals are charged, therefore the average fees do not represent the charge to individuals. [c] Excludes probate costs. [d] 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. [e] 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 6A.15.

Effectiveness — quality

The Steering Committee has identified quality as an important measure of court administration performance (box 6.7).

Box 6.7 **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 6.8. 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.

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 6.1, 6.2 and 6.3). 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 6.8 **Backlog indicator**

The 'backlog indicator' is an output (effectiveness – access) 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, 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 not being available).

In the 2007 Report, the national standards for the backlog indicator have been amended for coroners' courts. The new national standards are shown in box 6.8. Previously, the national standards for coroners' courts had been the same as those for magistrates' courts. Investigations into the practice, procedures and complexities of matters in coroners' courts, particularly for coronial inquests, indicated that the national standards used for supreme and district/county courts, rather than those for magistrates' courts, should be applied to coroners' courts.

Data on the backlog indicator for criminal matters is contained in table 6.9. 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 6.9 **Backlog indicator — all criminal matters, as at 30 June 2006**

	Unit	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*
Higher[a, b]— appeal									
Pending caseload	no.	1 430	1 370	395	206	77	27	37	15
cases > 12 mths	*%*	*2.7*	*10.6*	*16.2*	*16.5*	*2.6*	*3.7*	*13.5*	*26.7*
cases > 24 mths	*%*	*0.5*	*3.1*	*5.3*	*1.0*	*–*	*–*	*–*	*–*
Higher[a, b] — non-appeal[c]									
Pending caseload	no.	1 592	2 268	2 753	1 389	1 223	185	166	114
cases > 12 mths	*%*	*14.0*	*17.6*	*19.7*	*31.5*	*28.0*	*16.2*	*19.3*	*21.9*
cases > 24 mths	*%*	*2.3*	*2.9*	*6.4*	*6.8*	*7.4*	*4.3*	*2.4*	*14.0*
Supreme[b] — appeal									
Pending caseload	no.	207	306	124	206	77	27	37	15
cases > 12 mths	*%*	*5.8*	*17.3*	*0.8*	*16.5*	*2.6*	*3.7*	*13.5*	*26.7*
cases > 24 mths	*%*	*1.9*	*1.3*	*–*	*1.0*	*–*	*–*	*–*	*–*
Supreme[b] — non-appeal[c]									
Pending caseload	no.	94	226	514	80	82	185	166	114
cases > 12 mths	*%*	*39.4*	*19.9*	*17.3*	*22.5*	*28.0*	*16.2*	*19.3*	*21.9*
cases > 24 mths	*%*	*5.3*	*8.4*	*3.5*	*3.8*	*6.1*	*4.3*	*2.4*	*14.0*
District/county[d] — appeal[e]									
Pending caseload	no.	1 223	1 064	271	..	..	..	..	..
cases > 12 mths	*%*	*2.2*	*8.6*	*23.2*	*..*	*..*	*..*	*..*	*..*
cases > 24 mths	*%*	*0.2*	*3.7*	*7.7*	*..*	*..*	*..*	*..*	*..*
District/county[d] — non-appeal[c]									
Pending caseload	no.	1 498	2 042	2 239	1 309	1 141	..	..	..
cases > 12 mths	*%*	*12.4*	*17.3*	*20.2*	*32.0*	*28.0*	*..*	*..*	*..*
cases > 24 mths	*%*	*2.1*	*2.3*	*7.0*	*7.0*	*7.5*	*..*	*..*	*..*
Magistrates'[f]									
Pending caseload	no.	17 492	27 259	34 626	10 133	22 526	24 956	1 347	na
cases > 6 mths	*%*	*9.9*	*20.1*	*30.9*	*28.3*	*32.6*	*28.1*	*25.2*	*na*
cases >12 mths	*%*	*2.1*	*5.4*	*15.5*	*10.8*	*15.0*	*4.8*	*10.3*	*na*
Children's[f]									
Pending caseload	no.	1 603	2 582	2 385	1 338	1 359	670	188	na
cases > 6 mths	*%*	*12.5*	*13.2*	*24.8*	*23.6*	*22.2*	*31.3*	*22.9*	*na*
cases >12 mths	*%*	*1.6*	*1.6*	*10.4*	*6.6*	*10.2*	*9.9*	*3.7*	*na*

[a] Higher refers to supreme and district/county courts combined. [b] 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. [c] In Queensland, the age of pending non-appeal cases that are initiated in the Supreme or District Court as a result of a committal hearing in the Magistrates' Court, have been calculated using the date of presentation of the indictment, not the date of committal order in the Magistrates Court. [d] 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. [e] Queensland District Court appeals pending have been extrapolated. [f] The criminal pending caseload figures for the NSW Magistrates' Court and NSW Children's Court are extrapolated. **na** Not available. **..** Not applicable. **–** Nil or rounded to zero.

Source: State and Territory court administration authorities and departments (unpublished); table 6A.17.

Case processing timeliness in civil cases can be affected by several factors (box 6.9).

Box 6.9 **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 Report's 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 6.10.

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 6.10. 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.

Box 6.10 **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 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 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 6.10 **Backlog indicator — all civil matters, as at 30 June 2006**

	Unit	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust cts*
Higher[a] — appeal[b]										
Pending caseload	no.	671	360	218	360	64	102	20	58	580
cases > 12 mths	*%*	*14.9*	*16.9*	*12.8*	*21.9*	*4.7*	*18.6*	*5.0*	*10.3*	*13.3*
cases > 24 mths	*%*	*2.1*	*5.6*	*5.5*	*3.6*	*3.1*	*4.9*	*–*	*6.9*	*2.2*
Higher[a] — non-appeal[b, c]										
Pending caseload	no.	14 785	12 159	10 820	5 278	3 824	1 554	1 401	233	3 240
cases >12 mths	*%*	*26.4*	*35.4*	*39.4*	*39.8*	*26.1*	*39.8*	*39.3*	*56.7*	*48.7*
cases > 24 mths	*%*	*10.7*	*17.4*	*22.0*	*19.2*	*11.1*	*26.6*	*19.6*	*39.5*	*34.9*
Supreme/Federal — appeal										
Pending caseload	no.	638	271	105	248	50	102	20	58	580
cases >12 mths	*%*	*14.1*	*21.8*	*1.9*	*22.2*	*6.0*	*18.6*	*5.0*	*10.3*	*13.3*
cases > 24 mths	*%*	*2.0*	*7.4*	*–*	*2.4*	*4.0*	*4.9*	*–*	*6.9*	*2.2*
Supreme/Federal — non-appeal[b, c]										
Pending caseload	no.	7 437	5 991	5 140	2 565	558	1 554	1 401	233	3 240
cases >12 mths	*%*	*25.4*	*30.2*	*39.3*	*41.4*	*20.8*	*39.8*	*39.3*	*56.7*	*48.7*
cases > 24 mths	*%*	*11.2*	*10.9*	*21.8*	*21.5*	*6.8*	*26.6*	*19.6*	*39.5*	*34.9*
District/county — appeal[b]										
Pending caseload	no.	33	89	113	112	14	..	..	..	..
cases >12 mths	*%*	*30.3*	*2.2*	*23.0*	*21.4*	*–*	..	..	..	..
cases >24 mths	*%*	*3.0*	*–*	*10.6*	*6.3*	*–*	..	..	..	..
District/county — non-appeal[b]										
Pending caseload	no.	7 348	6 168	5 680	2 713	3 266	..	..	..	..
cases >12 mths	*%*	*27.4*	*40.4*	*39.5*	*38.4*	*27.0*	..	..	..	..
cases > 24 mths	*%*	*10.2*	*23.8*	*22.1*	*17.0*	*11.9*	..	..	..	..
Family — appeal										
Pending caseload	no.	..	..	..	56	..	..	..	..	302
cases >12 mths	*%*	..	..	..	*48.2*	..	..	..	..	*38.1*
cases > 24 mths	*%*	..	..	..	*33.9*	..	..	..	..	*16.2*
Family — non-appeal										
Pending caseload	no.	..	..	..	8 253	..	..	..	..	14 820
cases > 12 mths	*%*	..	..	..	*42.6*	..	..	..	..	*35.3*
cases > 24 mths	*%*	..	..	..	*26.9*	..	..	..	..	*18.0*
Magistrates'[d, e]										
Pending caseload	no.	na	13 710	37 898	29 037	16 129	5 357	2 332	922	..
cases > 6 mths	*%*	*na*	*23.6*	*45.2*	*33.4*	*42.3*	*34.9*	*41.5*	*60.3*	..
cases > 12 mths	*%*	*na*	*11.1*	*6.7*	*8.8*	*12.5*	*4.7*	*11.1*	*32.6*	..
Federal Magistrates										
Pending caseload	no.	..	..	..	..	..	..	..	..	25 283
cases > 6 mths	*%*	..	..	..	..	..	..	..	..	*27.6*
cases > 12 mths	*%*	..	..	..	..	..	..	..	..	*16.6*

(Continued on next page)

Table 6.10 **(Continued)**

	Unit	*NSW*	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust cts*
Coroners'										
Pending caseload	no.	4 066	2 977	2 200	1 236	1 253	233	246	226	..
cases > 12 mths	*%*	*40.3*	*28.2*	*26.3*	*26.9*	*29.3*	*20.6*	*25.6*	*17.7*	..
cases > 24 mths	*%*	*na*	*na*	*10.6*	*7.2*	*13.0*	*4.7*	*13.4*	*6.2*	..

[a] Higher refers to State and Territory supreme courts and district/county courts combined, and includes the Federal Court. [b] Queensland data have been extrapolated. [c] Non-appeal matters for the Federal Court include a significant number of Native Title matters which by nature are both long and complex. [d] Excludes children's courts. [e] The Victorian Magistrates' Court civil data include a proportion of pending caseload from the Victorian Civil and Administrative Tribunal. **na** Not available. **..** Not applicable. **–** Nil or rounded to zero.

Source: Australian, State and Territory court authorities and departments (unpublished); table 6A.18.

Effectiveness — judicial officers

This indicator relates access to the number of judicial officers available to deal with cases (box 6.11).

Box 6.11 **Judicial officers**

'Judicial officers' is an output (effectiveness – access) indicator that represents the availability of resources.

It is the number of 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.

Results for this indicator include the number of full time equivalent judicial officers available to deal with cases, and a comparison of this count to population size.

The number of full time equivalent judicial officers for each court level is outlined in table 6.11. 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 more officers in the district/county courts than in the supreme courts. Table 6.12 shows the number of judicial officers per 100 000 people.

Table 6.11 **Judicial officers, full time equivalent, 2005-06[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust Courts*	*Total*
Supreme/Federal	62.5	41.0	20.4	29.1	14.9	7.5	5.6	7.9	53.0	241.9
District/county	70.1	52.0	30.1	25.7	20.4	..	..	..	..	198.3
Magistrates'[b]	112.0	123.0	67.0	43.0	35.6	10.8	6.4	12.4	..	410.2
Children's	18.0	8.0	6.6	4.4	4.8	0.6	1.1	1.2	..	44.6
Family courts	..	..	..	13.6	..	..	..	..	50.0	63.6
Federal Magistrates	..	..	..	..	..	..	..	..	35.0	35.0
Coroners' courts	5.0	5.0	6.0	2.0	1.7	0.2	0.4	1.5	..	21.8
Total[c]	**267.6**	**229.0**	**130.1**	**117.8**	**77.4**	**19.1**	**13.5**	**22.9**	**138.0**	**1 015.4**

[a] Totals may not add as a result of rounding. [b] The data for Victoria include a proportion of judicial officers from the Victorian Civil and Administrative Tribunal. [c] 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 6A.20.

Table 6.12 **Judicial officers, full time equivalent, per 100 000 people, 2005-06[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust Courts[b]*	*Total*
Population ('000)[c]	*6810*	*5061*	*4023*	*2034*	*1548*	*488*	*327*	*205*	*..*	*20 497*
Judicial officers per 100 000 people										
Supreme/Federal	0.9	0.8	0.5	1.4	1.0	1.5	1.7	3.9	0.3	1.2
District/county	1.0	1.0	0.7	1.3	1.3	..	..	..	..	1.0
Magistrates'[d]	1.6	2.4	1.7	2.1	2.3	2.2	2.0	6.0	..	2.0
Children's	0.3	0.2	0.2	0.2	0.3	0.1	0.3	0.6	..	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	0.7	..	0.1
Total[e]	**3.9**	**4.5**	**3.2**	**5.8**	**5.0**	**3.9**	**4.1**	**11.2**	**0.7**	**5.0**

[a] Totals may not add as a result of rounding. [b] The Australian courts results have been derived using the total population figure for Australia. [c] Population data is the average of the four quarters over the 2005–06 financial year. [d] The data for Victoria include a proportion of judicial officers from the Victorian Civil and Administrative Tribunal. [e] Excludes electronic infringement and enforcement systems as they do not have open court sittings and therefore do not require judicial officers. **..** Not applicable. **–** Nil or rounded to zero.

Source: Australian, State and Territory court administration departments (unpublished); table 6A.20.

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 6.12).

Box 6.12 **Attendance indicator**

The 'attendance indicator' is an output (efficiency) 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 (including 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 data can be difficult to collect. Due to system limitations, some jurisdictions supply data on listed hearings rather than actual attendances in court. Attendance indicator results are reported in table 6.13 (criminal proceedings) and table 6.14 (civil proceedings).

Table 6.13 **Attendance indicator — criminal, 2005-06[a]**

	NSW[b]	*Vic*	*Qld*	*WA*[c]	*SA*	*Tas*	*ACT*[c]	*NT*
Average attendances per finalisation								
Supreme	na	3.5	2.9	3.9	3.8	5.7	5.4	7.1
District/county[d]	na	4.2	3.7	5.1	6.3	..	..	..
Magistrates'[e]	na	3.4	2.0	2.0	3.0	2.1	3.4	3.1
Children's	na	4.2	2.3	2.8	3.7	5.1	5.2	5.8

[a] Excludes data for the electronic infringement and enforcement systems. [b] NSW data are not available. [c] Total number of attendances based on total number of listings. [d] Queensland District Court appeal data have been extrapolated. [e] 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 6A.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.

Table 6.14 **Attendance indicator — civil, 2005-06**

	NSW[a]	*Vic*	*Qld*[b]	*WA*[c]	*SA*	*Tas*	*ACT*[c]	*NT*	*Aust courts*
Average attendances per finalisation									
Supreme[d]/Federal	na	1.5	1.6	3.5	3.0	na	4.5	3.7	3.0
District/county	na	2.3	0.7	3.5	4.3	..	..	..	..
Magistrates'[e]	na	1.0	0.7	0.6	0.7	na	1.3	1.9	..
Children's[f]	na	1.7	2.3	5.0	2.8	na	6.0	1.9	..
Family courts[g]	..	..	..	1.8	..	..	..	..	3.6
Federal Magistrates[h]	..	..	..	..	..	..	..	..	1.5
Coroners' courts	na	1.0	2.4	1.0	2.0	1.3	1.8	1.0	..

[a] NSW attendance data are not available. [b] Queensland Supreme and District Court civil attendance data have been extrapolated. [c] Total number of attendances based on total number of listings. [d] Excludes probate matters. [e] The Victorian Magistrates' Court data include a proportion of hearings from the Victorian Civil and Administrative Tribunal. [f] The Queensland Children's Court finalisation data is based on a count of cases, not the number of children involved in the care and protection case. [g] Data for appeal cases in the Family Court of Australia have been excluded; the number of appeal cases and their associated court events are relatively small and their effect on the attendance indicator is considered to be insignificant. [h] Federal Magistrates Court attendance data excludes responses to applications. **na** Not available. **..** Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 6A.19.

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 6.13). 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 the results of the clearance rate indicator.

Box 6.13 **Clearance rate**

The 'clearance rate' is an output (efficiency) 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.

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 is the same as it was 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 has 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 has 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.

All matters

Table 6.15 contains information on the clearance rates for all court matters (both criminal and civil) in 2005-06, and combines appeal and non-appeal matters.

Table 6.15 **Clearance rate (finalisations/lodgments), all matters, 2005-06 (per cent)**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust courts*
Supreme/Federal									
Criminal	102.9	97.0	92.1	95.2	119.7	100.4	86.1	110.3	..
Civil[a, b]	103.5	84.8	91.5	98.1	124.5	132.1	91.2	100.9	105.8
Total	*103.4*	*85.8*	*91.6*	*97.7*	*123.4*	*122.8*	*90.1*	*105.9*	*105.8*
District/county									
Criminal[c]	95.5	85.0	105.2	110.5	88.5	..	..	..	..
Civil[b]	110.4	121.5	130.6	130.8	106.8	..	..	..	..
Total	*101.9*	*103.1*	*116.7*	*122.0*	*100.8*	..	..	..	..
Magistrates'									
Criminal	101.0	93.5	96.0	108.0	99.3	71.9	113.7	100.0	..
Civil[d]	93.2	84.2	99.2	97.7	118.3	103.1	106.2	89.9	..
Total	*96.8*	*88.2*	*97.1*	*104.1*	*105.3*	*76.5*	*109.8*	*96.4*	..
Children's									
Criminal	99.4	81.0	99.7	99.8	102.5	79.7	94.6	117.4	..
Civil[e]	97.9	80.1	98.8	108.4	99.2	91.6	94.3	124.7	..
Total	*98.8*	*80.7*	*99.5*	*100.5*	*102.0*	*81.8*	*94.5*	*118.1*	..
Family courts	..	..	..	86.4	..	..	..	..	107.0
Federal Magistrates	..	..	..	..	..	..	..	..	99.4
Electronic[f]	..	144.8	88.0	44.2	87.2	..	..	..	..
Coroners' courts	82.3	93.6	89.3	79.6	108.2	105.2	96.0	105.4	..

[a] Excludes probate matters. [b] Queensland data are extrapolated. [c] Queensland District Court appeals finalised have been extrapolated. [d] The Victorian Magistrates' Court civil data include a proportion of hearings from the Victorian Civil and Administrative Tribunal. [e] The Queensland Children's Courts civil data for 2005-06 is based on a count of cases, not the number of children involved in the care and protection case. [f] The clearance rate relates to unpaid infringement notices. Excludes unpaid court fines. **..** Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 6A.1–2, 6A.5–6, and 6A.21–22.

Appeal and non-appeal matters

Where relevant, the clearance rate data have been disaggregated between appeal and non-appeal matters. Table 6.16 provides clearance rates for non-appeal matters (both criminal and civil) in 2005-06. Table 6.17 contains the clearance rates for appeal matters (both criminal and civil) in 2005-06.

Table 6.16 **Clearance rate (finalisations/lodgments), non-appeal matters, 2005-06 (per cent)**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust courts*
Supreme/Federal									
Criminal	123.5	86.3	90.5	103.6	105.2	104.0	90.2	109.7	..
Civil[a, b]	102.8	83.4	91.4	98.2	121.4	138.9	90.0	117.0	107.2
Total	*102.9*	*83.5*	*91.2*	*98.7*	*120.1*	*128.5*	*90.0*	*112.1*	*107.2*
District/county									
Criminal	98.3	87.5	105.1	110.5	88.5	..	..	..	..
Civil [b]	110.3	122.9	130.6	131.3	106.2	..	..	..	..
Total	*106.6*	*110.5*	*116.7*	*122.1*	*100.3*	*..*	*..*	*..*	*..*
Family courts	..	..	..	86.5	..	..	..	..	107.3

[a] Excludes probate matters. [b] Queensland data are extrapolated. **..** Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 6A.21–22.

Table 6.17 **Clearance rate (finalisations/lodgments), appeal matters, 2005-06 (per cent)**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust courts*
Supreme/Federal									
Criminal	99.6	102.4	97.9	88.2	125.0	45.7	75.3	116.7	..
Civil	112.5	112.8	94.3	97.4	157.7	59.6	113.6	84.8	100.8
Total	*107.9*	*106.9*	*96.4*	*93.4*	*134.1*	*56.4*	*91.4*	*89.7*	*100.8*
District/county									
Criminal[a, b]	94.1	82.3	109.0	..	..	..	..	..	..
Civil [b]	118.0	84.1	129.5	114.7	138.6	..	..	..	..
Total	*94.3*	*82.4*	*115.2*	*114.7*	*138.6*	*..*	*..*	*..*	*..*
Family courts	..	..	..	53.2	..	..	..	..	78.9

[a] Appeals are not heard in the district/county courts in WA or SA, instead they are referred to the supreme courts in these states. [b] Queensland District Court appeals data have been extrapolated. **..** Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 6A.21–22.

Efficiency — cost per finalisation

Cost per finalisation is an efficiency indicator (box 6.14). 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 fines).

Box 6.14 **Cost per finalisation**

'Cost per finalisation' is an output 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:

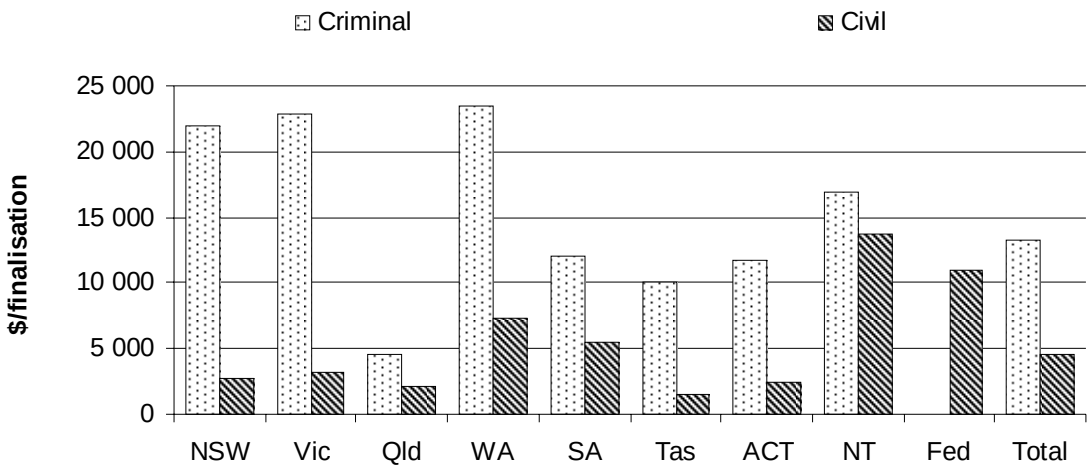
- some finalisations take only a short time and require few resources, whereas other finalisations may be resource intensive and involve complicated trials and interlocutory decisions
- cases in the civil jurisdiction that have not been acted upon in the last 12 months are counted (deemed) as finalised (however, some jurisdictions are unable to comply with this deeming rule)
- expenditure data may include arbitrary financial splits 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.

Net expenditure per finalisation for the supreme courts and the Federal Court of Australia

In 2005-06, the net expenditure per finalisation in the criminal jurisdiction of the supreme courts was around three times greater than the net expenditure per finalisation in the civil jurisdiction (the Federal Court has no criminal jurisdiction) (figure 6.4).

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 6.3) should be considered when making comparisons between the different states and territories.

Figure 6.4 **Net expenditure per finalisation, supreme courts and the Federal Court of Australia, 2005-06[a, b, c]**



[a] Expenditure excludes payroll tax. [b] Queensland civil non-appeal finalisation data have been extrapolated. [c] The Federal Court does not operate in the criminal jurisdiction.

Source: State and Territory court administration authorities and departments (unpublished); tables 6A.23–24.

Net expenditure per finalisation for district/county courts

In 2005-06, the net expenditure per finalisation in the criminal jurisdiction of the district/county courts was more than twice that in the civil jurisdiction (figure 6.5). This trend was similar across all states and territories, and is fairly consistent over time (tables 6A.23 and 6A.24).

Tasmania, the ACT, the NT and the Australian Government do not operate district/county courts.

Figure 6.5 **Net expenditure per finalisation, district/county courts, 2005-06[a, b, c]**

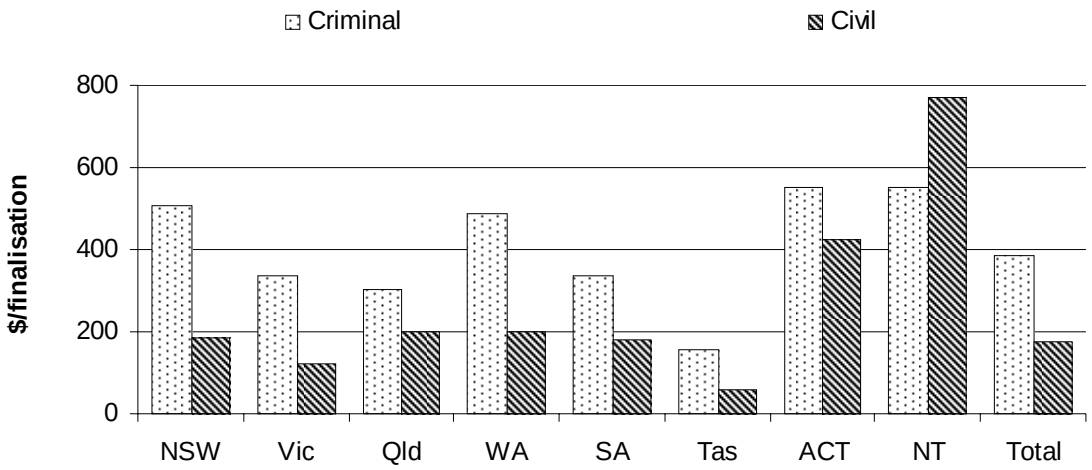
[a] Expenditure excludes payroll tax. [b] In Queensland some Children's Court criminal matters are heard in the District Court, for reporting purposes they have been included as part of the Children's Court. [c] Queensland civil and criminal appeal finalisation data have been extrapolated.

Source: State and Territory court administration authorities and departments (unpublished); tables 6A.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 the case across each of the states and territories with the exception of the NT (figure 6.6).

Figure 6.6 **Net expenditure per finalisation, total magistrates' courts (including magistrates' and children's courts), 2005-06[a, b, c, d, e]**



[a] Expenditure excludes payroll tax. [b] The Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from the Victorian Civil and Administrative Tribunal. [c] In Queensland some Children's Court criminal matters are heard in the District Court, for reporting purposes they have been included as part of the Children's Court. [d] The Queensland Children's Courts civil finalisation data for 2005-06 is based on a count of cases, not the number of children involved in the care and protection case. [e] In Tasmania, unpaid minor traffic infringements are dealt with in the magistrates' court.

Source: State and Territory court administration departments (unpublished); tables 6A.23–24.

The analysis of the magistrates' court efficiency in figure 6.6 excludes electronic infringement and enforcement system expenditure and finalisations. Box 6.15 shows the impact of including electronic infringement and enforcement systems within the efficiency results of the magistrates' courts.

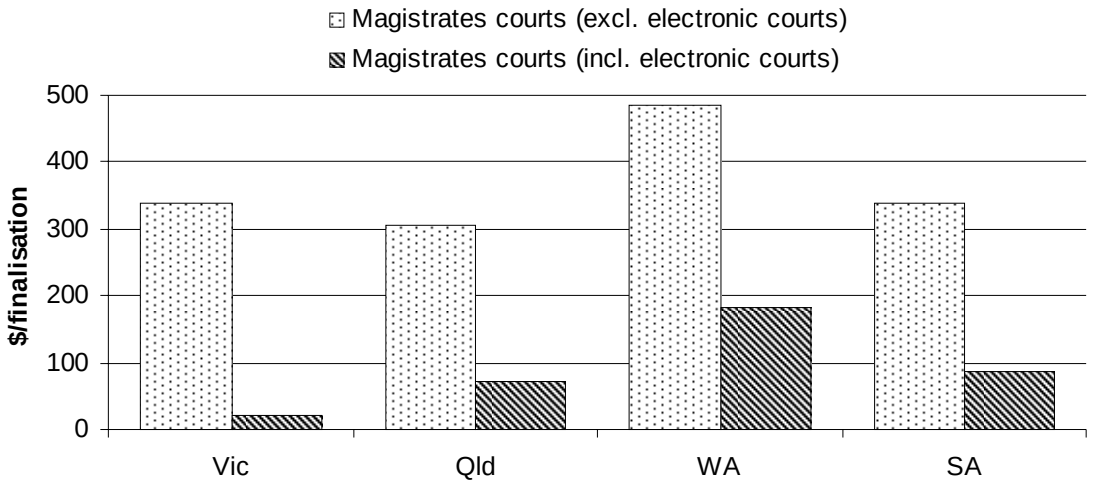
Box 6.15 **The impact of the electronic infringement and enforcement systems on the magistrates' courts**

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 6.6.

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 6A.23.

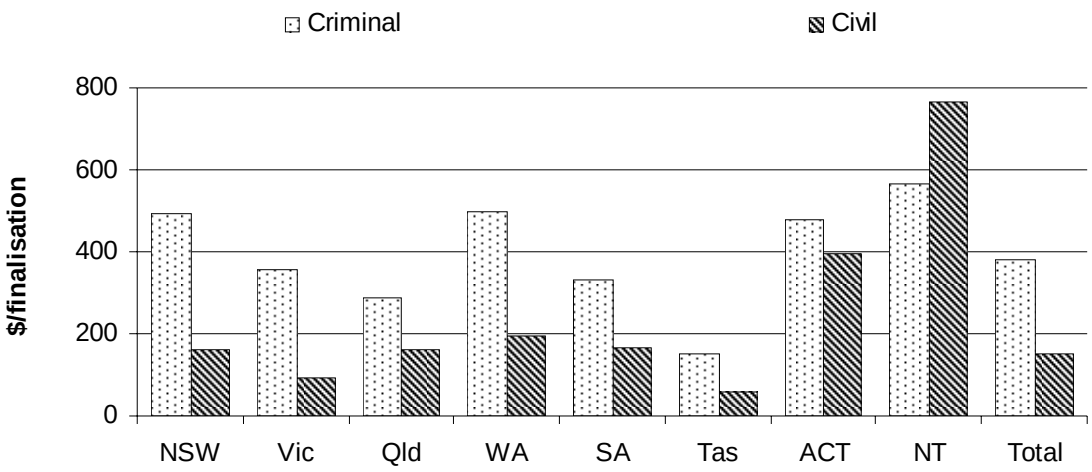


While NSW, Tasmania, the ACT and the NT do not operate electronic infringement and enforcement systems that fall under the jurisdiction of the magistrates' courts, they have bodies (such as the NSW State Debt Recovery Office, the Motor Vehicle Registry in the ACT and the Fines Recovery Unit in the NT) that deal with unpaid infringement notices and that may have a similar impact in reducing the workload of the magistrates' courts. In Tasmania, because unpaid minor traffic infringements are dealt with by way of complaint and summons in the magistrates' court, this has the effect of reducing net expenditure per finalisation.

Net expenditure per finalisation for magistrates' courts only

Net expenditure per criminal and civil finalisation for magistrates' courts only (excluding electronic and children's courts) is presented in figure 6.7.

Figure 6.7 **Net expenditure per finalisation, magistrates' courts only (excluding children's courts), 2005-06[a, b, c, d]**



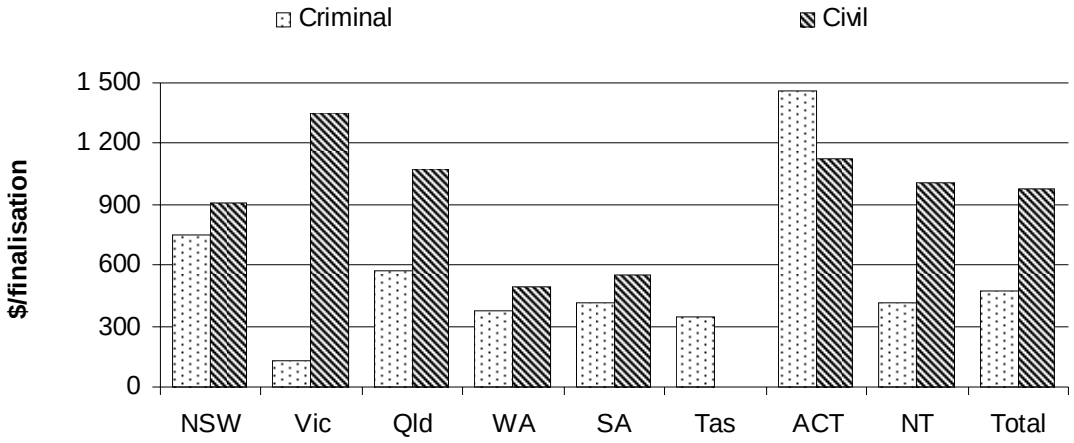
[a] Expenditure excludes payroll tax. [b] In Victoria, children's criminal matters not heard in the Melbourne Children's Court are heard in the magistrates' court in regional areas. It is not possible to apportion the expenditure on these matters to the children's court, and this expenditure is included in the figures for the magistrates' court. However, the children's matters heard are separately recorded and identifiable for the children's court. [c] The Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from the Victorian Civil and Administrative Tribunal. [d] In Tasmania, unpaid minor traffic infringements are dealt with in the magistrates' court.

Source: State and Territory court administration departments (unpublished); tables 6A.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 (figure 6.8). The bulk of matters dealt with in the civil jurisdiction of the children's courts are generally care and protection orders, however some jurisdictions will also hear matters such as applications for intervention orders.

Figure 6.8 **Net expenditure per finalisation, children's courts, 2005-06[a, b, c, d, e, f]**



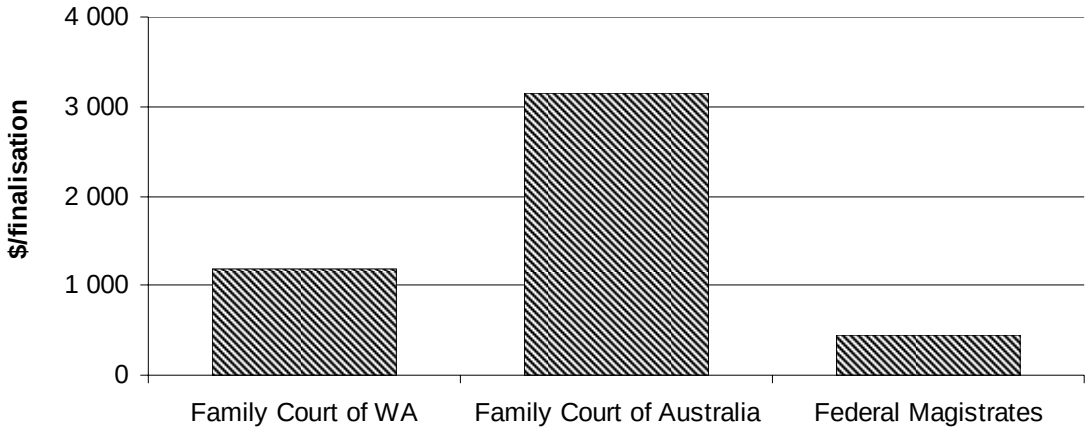
[a] Expenditure excludes payroll tax. [b] In Victoria, children's criminal matters not heard in the Melbourne Children's Court are heard in the magistrates' court in regional areas. It is not possible to apportion the expenditure on these matters to the children's court, and this expenditure is included 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, for reporting purposes they have been included as part of the Children's Court. [d] The Queensland Children's Courts civil finalisation data for 2005-06 is based on a count of cases, not the number of children involved in the care and protection case. [e] In Tasmania the expenditure children's court expenditure cannot be disaggregated by criminal and civil, and is therefore combined under criminal.

Source: State and Territory court administration authorities and departments (unpublished); tables 6A.23–24.

Net expenditure per finalisation for family courts and the Federal Magistrates Court of Australia

The establishment of the Federal Magistrates Court has implications for the number of finalisations and expenditure associated with the Family Court of Australia (figure 6.9). The intention is for the Federal Magistrates Court to deal with some of the workload previously managed by the Family Court of Australia (and the Federal Court). For example, prior to the establishment of the Federal Magistrates Court all divorces (with the exception of WA which has its own family court) were lodged in the Family Court of Australia. From November 2003, divorces are lodged solely in the Federal Magistrates Court, with the exception of WA where divorces are still lodged in the Family Court of WA.

Figure 6.9 **Net expenditure per finalisation, family courts and the Federal Magistrates Court of Australia, 2005-06[a]**



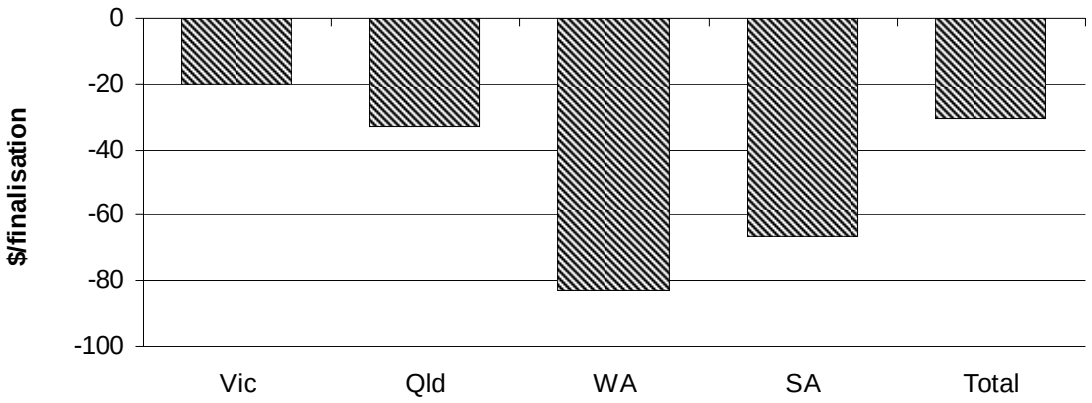
[a] The expenditure per finalisation for the Federal Magistrates Court is based on the total net expenditure and all finalisations for that court; it does not isolate family law work from general federal law work and is therefore not strictly comparable with the results for either the Family Court of Australia or the Family Court of WA.

Source: Australian court administration authorities and departments (unpublished); table 6A.24.

Net expenditure per finalisation for electronic infringement and enforcement systems

All electronic infringement and enforcement systems in 2005-06 had income that outweighed any associated expenditure (figure 6.10 and table 6A.23).

Figure 6.10 **Net expenditure per finalisation, electronic infringement and enforcement systems, 2005-06[a, b]**



[a] Expenditure excludes payroll tax. [b] 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.

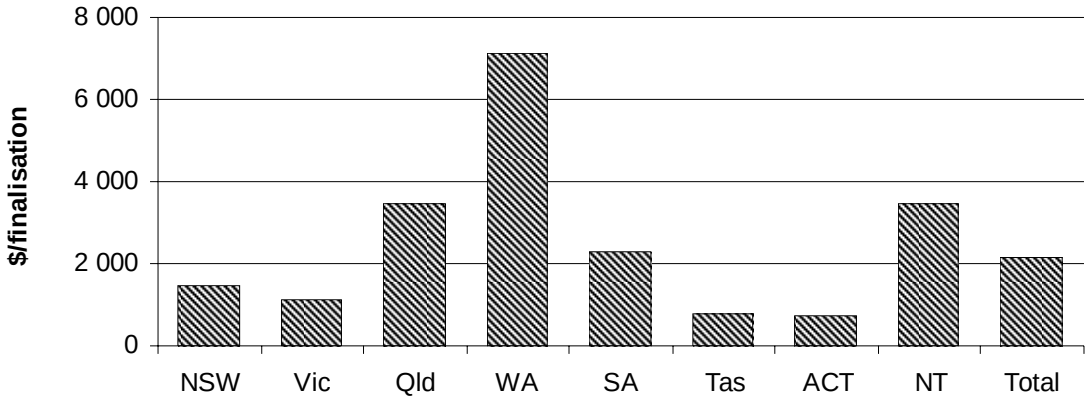
Source: State and Territory court administration authorities and departments (unpublished); table 6A.23.

Net expenditure per reported death and fire for coroners' courts

Nationally, expenditure per reported death and fire in the coroners' courts was approximately $2146 in 2005-06 (figure 6.11). 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, and are covered in other chapters of the Report.

Data for NSW, Victoria and the ACT in 2005-06 include fires reported to the coroner; all other jurisdictions (except Tasmania) do not, as fires are not reported to the coroner in these jurisdictions, so care needs to be taken when making comparisons.

Figure 6.11 **Net expenditure per finalisation, coroners' courts, 2005-06[a, b, c]**



[a] Expenditure excludes payroll tax. [b] The inclusion of expenditure for autopsy and chemical analysis work varies between states and territories. [c] Data for NSW, Victoria and the ACT include reported fires.

Source: State and Territory court administration authorities and departments (unpublished); table 6A.24.

Outcomes

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.

6.4 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, is continuing to improve data quality, including:

- 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.

6.5 Jurisdictions' comments

This section provides comments from each State and Territory on the services covered in this chapter.

New South Wales Government comments

“NSW is leading law reform and the delivery of justice services.

The District Court, Local Court and Children’s Court were leaders in criminal timeliness. The Supreme Court and District Court both achieved combined clearance rates over 100 per cent and the Local Court also improved its combined clearance rate by 4 per cent. The net cost of finalising a matter is on par with the Australian average.

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 73 remote witness rooms servicing 131 courts have now been built and audio-visual link facilities have been established at 122 courts and justice agencies. The Court Liaison Nursing Service has been expanded to improve the assessment and support of people with mental illness. New laws provide for the extended supervision and continuing detention of serious sex offenders and the establishment of a new and more efficient system to confiscate the proceeds of crime.

New civil procedures and simplified court processes have also significantly improved both service delivery and access for clients.

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. The flagship project is the Justice Precinct at Parramatta which will feature 15 new trial courts, a purpose-built Children’s Court and a Justice Agencies office building. 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 is also pioneering the development of the Rural Alcohol Diversion Program.

Other significant initiatives focused on the over-representation of Aboriginal people in the criminal justice system. The Tirkandi Inaburra Cultural and Development Centre, the State’s first Aboriginal youth outstation, opened in central southern NSW. Circle Sentencing courts were expanded as an alternative sentencing process for adult Aboriginal defendants and new Aboriginal Community Justice Groups were established.”

Victorian Government comments

“

- 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 is scheduled to be completed by July 2009.
- A high priority under the ICMS is the implementation of the Smart Court Program. The Smart Court Program involves upgrading and extending videoconference facilities and other technology in courts. For some courts this will mean being fully equipped with enhanced video conference display, monitors for each of the participants, centralised recording of evidence, the capability to present and share evidence and exhibits, the use of evidence and document management facilities and access to the core case management system.
- The Department and the Courts have been working cooperatively to understand and address delays in the committal and trial processes in the Magistrates’ and Higher Courts. This has involved assessing the performance of the systems and processes, identification of the causes of delay and a preliminary estimate of the impact on delay of implementing various initiatives. This will involve the implementation over time of strategies that will reduce time spent by defendants and associated parties in court.
- In the Supreme Court, 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.
- In the County Court, the Criminal Orders Module Pilot for the Courts Case and List Management System commenced in October 2005. The pilot, consisting of four judges, was very successful. A full ‘roll out’ to all Judges sitting in crime in the second half of 2006 commenced on 3 July 2006, with a further phase planned for February 2007 for judges entering the criminal roster at that time.
- A specialist Sex Offence Directions List (SOL) has been established at the County Court. The SOL commenced on 1 October 2005 and brings a consistency of approach to these cases, an earlier distribution of materials to parties and ensures a more efficient and compassionate process by which matters of this nature progress towards trial.
- The Magistrates Court has introduced a number of initiatives in recent periods, including the Specialist Family Violence Service to provide support services to the Family Violence Courts, the Courts Integrated Services Program (CISP) which is guided by the principals of therapeutic jurisprudence, and the Criminal Justice Diversion Program. Other initiatives operating within the Magistrates’ Court are the Koori Courts located in Shepparton, Broadmeadows, Mildura, Warrnambool, Melbourne Children’s Court and La Trobe Valley, and the Drug Court.

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Queensland Government comments

"During 2005-06, the Queensland Courts made advances in a number of areas to ensure that justice is rendered according to law in an expeditious and timely manner.

- Regional Services Managers have been appointed for six regions throughout Queensland to lead change processes and develop an improved service culture within the Magistrates Court Branch.
- To critically evaluate current court practices, the Continual Process Improvement Program has begun and aims to deliver consistent and clear processes in courts.
- The State-wide coverage of the Civil Listing and Information Management System improves access to courts for solicitors, local governments and other authorised agencies by allowing electronic lodgment of civil claims and judgments.
- The Courts Wi-Fi Service, providing free broadband Internet access from within court was extended and now includes 106 Supreme, District or Magistrates courtrooms in Beenleigh, Brisbane, Cairns, Ipswich, Mackay, Maroochydore, Rockhampton and Townsville.
- A sentencing database, the Queensland Sentencing Information Service, was established to assist those making sentencing related decisions. The service is now available to all judges and magistrates throughout the State, as well as legal staff from Legal Aid Queensland and the Office of the Director of Public Prosecutions.
- The Homeless Persons Court Diversion Pilot Program commenced in Brisbane during May 2006, diverting low level offenders from the courts. The program will identify homeless people with reduced decision making capacity and enable magistrates to refer them to health, accommodation, and counselling services.
- The Queensland Magistrates Early Referral into Treatment (QMERIT) Program targets offenders charged with drug related offences to undergo treatment for their drug problems whilst they are on bail.
- As a result of the successful outcomes of the South East Queensland and North Queensland pilots of the Drug Court, both programs became permanent.
- The Integrated Justice Information Strategy program continues to be progressed by a range of initiatives that will facilitate information sharing between criminal justice agencies. Police Bench Charge Sheets are now transferred electronically.
- New courthouses are being constructed at Ipswich and Pine Rivers and upgrades are occurring at Sarina, Sandgate, St George and Bowen."

Western Australian Government comments

“Following acceptance by the state government of the recommendations of the Mahoney Inquiry into the management of offenders, the Department of Justice was split into the Department of the Attorney General, in which administration of the court system now resides, and the Department for Corrective Services which has been put in place to manage offenders in prisons and in the community.

Of particular significance in the courts this year was the attention given to various security issues, particularly in-court custody. The Department now has a dedicated security group that has already made important changes to ensure the highest level of safety and security in all court buildings and processes.

A priority to engage Aboriginal communities in decision-making processes continued to be developed through the Aboriginal Justice Agreement. The agreement enables justice-related State Government agencies to work in partnership with Aboriginal people to ensure they experience the same justice outcomes as other Western Australians.

Changes to WA’s family law have aligned the State with Commonwealth legislation. A number of other legislative reforms made an impact this year, particularly in the areas of victim support, parole and sentencing, while Court Services made positive advances in providing modern court and technological facilities. An electronic process to deliver Magistrates Court outcomes to WA Police began in October 2005. Police now automatically receive all Magistrates Court decisions, except for care and protection orders for juveniles.

WA courts continued to provide efficient state-wide services. Of note in 2005-06 were:

- The effectiveness of the Supreme Court in reducing backlog for criminal cases following the severe disruptions of the previous year, caused by the escape of a number of prisoners from the Supreme Court precinct and the subsequent restrictions on court sittings due to extensive alterations to the building.
- Significant increases in the clearance rate for the Court of Appeal, despite the listing of old and lengthy appeals.
- Considerable success by the District Court in reducing backlog for both criminal and civil matters.
- The capacity of the Magistrates Court to finalise more cases than received and maintain similar levels of backlog for criminal cases, despite a 13 per cent increase in lodgements.
- The reduction by the Children’s Court in the number of Care and Protection cases in backlog.
- The considerable success of the Fines Enforcement Registry with fines collection through a successful strategy that resulted in a record recovery of fines across the State.”

South Australian Government comments

"The Courts Administration Authority has continued to build on its commitment to innovation and service delivery throughout 2005-06. During the year under review, a number of initiatives have been undertaken by the Authority, including:

- Development of the Courts Administration Authority Strategic Plan 2006-09.
- Completing major reviews of its workforce and administrative, business and information technology operations
- Relocated Courthouses at Port Pirie, Berri and Victor Harbour to new premises under a Public Private Partnership and continued development for new courts at Port Augusta and Port Lincoln.
- Worked with a consultative Community Reference Group to create a new community involvement plan, for integration into the corporate strategic plan.
- Implemented the new Coroner's Act 2003.
- Upgraded the jury management computer system and implemented short message service (SMS) notifications for jurors to advise of requirements.
- Created new and revised existing material for self-represented litigants in the Environment, Resources and Development Court.
- Implemented strategies to address issues relevant to listings and disposal of criminal trials in the Supreme and District Courts.
- Maintained consultation with the Courts Aboriginal Reference Group, to inform the council about matters concerning Aboriginal people who have contact with the Courts.
- Upgraded closed circuit television (CCTV) and video conferencing facilities in the Sir Samuel Way Building, enabling higher courts to deal with more matters where a child or vulnerable witness is required to give evidence. The number of courtrooms with these facilities increased from two to three.
- Continued the development of new Supreme Court civil rules.
- Expanded the Court Assessment Referral Drug Scheme (CARDS) within the Magistrates Court and Youth Court – this scheme aims to direct drug offenders into treatment as part of their bail or bond conditions and therefore reduce the chance of future drug related offending.
- Expansion of the Court Diversion Program to the Mount Gambier Magistrates Court – this program aims to assist a person with a mental impairment by providing access to early assessment and intervention; facilitation of treatment and support needs; and reduction of offending behaviour.
- Completion of the Rice Report on criminal trial delays in the higher courts. A Working Party has been formed to implement the recommendations of the Report."

Tasmanian Government comments

“ In 2005-06 Tasmanian Courts have continued to focus on managing all courts' pending case loads at an acceptable level.

Of particular concern has been the deterioration of the backlog indicator in the Criminal Jurisdiction of the Magistrates Court. This has been due in part to delays in listing the increasing numbers of minor traffic matters which arise from unpaid infringement notices listed before Bench Justices. In the future these matters will be almost entirely removed from the Magistrates Court when the Monetary Penalties Enforcement Act is commenced. In the interim the court administration is working with Bench Justices and police prosecutors on providing additional sessions for these matters.

The Magistrates Court is also concerned about improving the backlog indicator result for more substantive criminal matters. Although availability of court resources may at times be a contributor, there are other factors outside the court's direct control which have a significant impact on this indicator. Over the past two years the court has experienced a 3-4 per cent per annum increase in these lodgments particularly for more serious traffic offences, assaults and breaches of family violence orders. There has been a doubling in the number of child protection proceedings (which while small in number require a significant amount of time per appearance) in the same period. Once before the court the actions of defendants and other parties often contribute to delays. High proportions of defendants fail to appear or are not in a position to enter a plea leading to unplanned adjournments. This is reflected in a deterioration of the attendance indicator for these matters.

In consultation with other parties the courts are developing strategies aimed at reducing the number of unplanned adjournments leading to a reduction in delay and more effective use of court and other justice system resources. An example is a committee lead by the Chief Justice which includes the Chief Magistrate and high level representation from the Office of the DPP, Police, and Legal Aid which has made recommendations for the improvement of the quality and timeliness of pre-trial disclosure, and removal of unnecessary delays in committal proceedings.

The Supreme and Magistrates Courts are continuing their joint project to implement new civil case management systems. The new system will be implemented in early 2007. Initially it will enable the courts, and in particular the Supreme Court, to gain a more detailed understanding of the contributors to delays in the Civil Jurisdiction. The Court will then be in a position to introduce more effective case management strategies aimed at reducing unnecessary delay and the cost to parties of litigation. ”

Australian Capital Territory Government comments

"The ACT Courts have made many initiatives over the last year – all aimed at improving the case management and operation of the Courts. Specifically, the Registry has re-aligned its management structure to enhance the professionalism of court administration within the Courts, and the Judiciary continue to focus on the rewrite of Rules for both Criminal and Civil.

Over the last six years, the ACT Courts have demonstrated a strong performance in Magistrates clearance rates, and over the last five years, have bettered a 100 per cent clearance rate for civil cases each year. While there is still a way to go to reach the National standards for backlogs, the Magistrates Court in particular is clearly reducing the number of cases in its backlog.

In reflecting the backlog indicator across other jurisdictions, ACT Courts is placed on a similar level with other jurisdictions.

Civil lodgements have remained relatively stable over the last year, while the criminal lodgements increased in the Magistrates Court by approximately 20 per cent and over 10 per cent in the Supreme Court, and in the case of the Magistrates Court, this increase in demand was matched by an increase in output, and the overall backlog was reduced.

Specific areas of focus for next year will be in the Children's Court and Coroners Court where there has been a slight increase in the backlog of cases, primarily due to last year's increase in lodgements in both areas.

Cost per finalisation has again shown a decline for criminal cases across all courts – Children's, Magistrates and Supreme Courts – with the Supreme Court less than most jurisdictions, reflecting a favourable outcome for the Justice portfolio and Government generally.

Other noteworthy developments in the reporting year include:

- Court Procedure Rules were introduced in the Supreme Court in July 2006 and the Magistrates Court on 1 January 2007. The new Rules will have a positive impact on case management in both the civil and criminal jurisdictions and simplified procedures will lead to more effective outcomes across ACT Courts.
- The Crimes (Sentencing) Act 2005 came into force in June 2006. The new Act provides for a range of sentencing options and consolidates legislation relating to the imposition of sentences.
- ACT Courts have, after analysis, decided to consolidate its case management system. An upgrade of the case management system will be progressively undertaken over the next 2 years.

All of these developments have the potential to improve the ACT results in this Report over the medium term."

Northern Territory Government comments

"The Community Court pilot which was introduced in 2004-05 was developed into an extended program. The Community Court's aims are to provide more effective, meaningful and culturally relevant sentencing options, increase community safety, decrease rates of offending, reduce repeat offending and breach of court orders.

The Volatile Substance Abuse Prevention Program was introduced to provide a comprehensive and systematic approach to the prevention and treatment of volatile substance abuse and to establish an intervention framework for use where volatile substance abuse is occurring. Potential clients are assessed by court clinicians who are qualified assessors under the relevant legislation.

A Memorandum of Understanding (MOU) was produced between Court Support Services and the Northern Territory Aboriginal Interpreter Service. The MOU establishes the roles and responsibilities of both agencies with a view to providing an all-encompassing aboriginal interpreting service for Northern Territory courts.

An introductory mediation training program for Indigenous people in Alice Springs was implemented and included participants from remote central communities while the Community Justice Centre Consultative Council was also formed. The Consultative Council's role is to provide the key role of constructing guidelines, establishing principals and regulating the provision of mediation services.

Court Support Services participated in the Cross Border Project which involved Western Australia and South Australia. Once implemented, the project will allow for the delivery of justice across the three borders with magistrates having the power to deal with matters in all three jurisdictions.

Court Support Services worked with the Department of Justice to develop and implement an Indigenous Employment and Career Development Strategy.

Court Support Services joined an interdepartmental working group to address Hearing Rehabilitation and Communication Support for Indigenous Adults. The objective of the working group is to develop a policy framework for hearing rehabilitation and communication support to aboriginal adults employed in the Territory Government public sector and aboriginal adults who are receiving Territory Government services."

6.6 Definitions of key terms and indicators

Active pending population	A lodgment that is yet to be finalised but is part of the case management of court administrators.
Average expenditure per civil case	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.
Attendance indicator	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.
Backlog indicator	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).
Bench warrant	A warrant issued by a court for the arrest of a person who has been indicted.
Case	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).
Clearance rate	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.
Cost recovery	The level of court fees divided by the level of court expenditure.
Court fees collected	Total court income from fees charged in the civil jurisdiction. Includes filing, sitting hearing and deposition fees, and excludes transcript fees.
Electronic infringement and enforcement system	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.
Excluded courts and tribunals	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.
Finalisation	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.
Forms	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.
Income	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).

Information technology expenditure	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.
Inquests and inquiries held	Court hearings to determine the cause and circumstances of deaths reported to the coroner. Includes all coronial inquests and inquiries in full court hearings.
Judicial officer	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.
Judicial and judicial support salaries	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.)
Library expenditure	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 current 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.
Lodgment	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.
Matters	*Coronial matters*: 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. *Criminal matters*: 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. *Civil matters*: 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.

	Excluded matters: 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.
	Probate: Matters such as applications for the appointment of an executor or administrator to the estate of a deceased person.
Method of finalisation	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.
Method of initiation	How a criminal charge is introduced to a court level.
Non-adjudicated finalisation	A judgment or decision by the court as to whether the defendant is guilty of the charge laid against him or her — for example, whether the defendant pleaded guilty or was found guilty by the court, or was acquitted.
Probate registry expenditure	Salary expenditure of the probate registrar and probate clerks, along with non-salary expenditure directly attributable to probate registries.
Real expenditure	Actual expenditure adjusted for changes in prices using the GDP(E) price deflator and expressed in terms of final year prices.
Sheriff and bailiff expenditure	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.
Specialist jurisdiction court	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.
Withdrawn	The formal withdrawal of charges by the prosecution (that is, by police, the Director of Public Prosecutions or the Attorney-General).

6.7 Supporting tables

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 6A.3 is table 3 in the attachment). The files containing the supporting tables can be found on the Review web page (www.pc.gov.au/gsp). Users without Internet access can contact the Secretariat to obtain these tables on CD-ROM (details on the inside front cover of the Report).

Preamble	Court administration — Attachments
Table 6A.1	Lodgments, criminal
Table 6A.2	Lodgments, civil
Table 6A.3	Lodgments, per 100 000 population, criminal
Table 6A.4	Lodgments, per 100 000 population, civil
Table 6A.5	Finalisations, criminal
Table 6A.6	Finalisations, civil
Table 6A.7	Finalisations, per 100 000 population, criminal
Table 6A.8	Finalisations, per 100 000 population, civil
Table 6A.9	Real recurrent expenditure, criminal, 2005-06 dollars ($'000)
Table 6A.10	Real recurrent expenditure, civil, 2005-06 dollars ($'000)
Table 6A.11	Real income (excluding fines), criminal and civil, 2005-06 dollars ($'000)
Table 6A.12	Real net recurrent expenditure, criminal, 2005-06 dollars ($'000)
Table 6A.13	Real net recurrent expenditure, civil, 2005-06 dollars ($'000)
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Table 6A.15	Cost recovery – civil court fees collected as a proportion of civil expenditure (per cent), 2005-06
Table 6A.16	Average civil court fees collected per lodgement, 2005-06 dollars ($)
Table 6A.17	Backlog indicator, criminal, 2005-06
Table 6A.18	Backlog indicator, civil, 2005-06
Table 6A.19	Attendance indicator (average number of attendances per finalisation), 2005-06
Table 6A.20	Judicial officers, 2005-06
Table 6A.21	Clearance rate (finalisations/lodgments), criminal, 2005-06
Table 6A.22	Clearance rate (finalisations/lodgments), civil, 2005-06
Table 6A.23	Real net recurrent expenditure per finalisation, criminal, 2005-06 dollars ($)
Table 6A.24	Real net recurrent expenditure per finalisation, civil, 2005-06 dollars ($)
Table 6A.25	Real net recurrent expenditure per finalisation, criminal and civil, 2005-06 dollars ($)
Table 6A.26	Treatment of assets by court administration agencies

6.8 References

ABS (Australian Bureau of Statistics) 2006, *Criminal Courts 2004-05, Australia*, Cat. no. 4513.0, Canberra (and various years).

SCRCSSP (Steering Committee for the Review of Commonwealth/State Service Provision) 2006, *2006 Data Collection Manual*, Court Administration Working Group, (unpublished) Melbourne.

7 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 Report, 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[1] (which is covered in the community services preface)
- 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.

[1] 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.

A profile of the corrective services sector is provided in section 7.1. The framework of performance indicators is outlined in section 7.2, and the data collected are discussed in section 7.3. Future developments in performance reporting are broadly discussed in section 7.4. Jurisdictions' comments are covered in section 7.5. Section 7.6 provides definitions and section 7.7 lists the supporting tables. Supporting tables are identified in references throughout the chapter by an 'A' suffix (for example, table 7A.3 is table 3 in chapter 7 of the supporting tables). Supporting tables are provided on the CD-Rom enclosed with the Report. Section 7.8 gives the references used in this chapter.

7.1 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, the other two components of the criminal justice system: 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

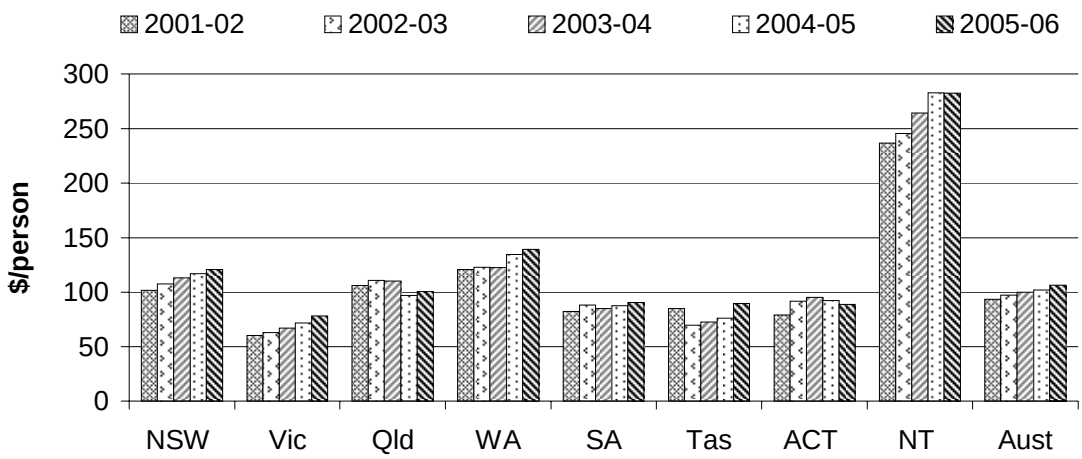
Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2005-06, 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 2005-06. 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 corrective services (net of revenue derived from own sources and excluding payroll tax and expenditure on transport/escort services[2]) totalled $2.4 billion nationally in 2005-06. Expenditure on prisons accounted for 90.2 per cent of this total figure and expenditure on community corrections the remaining 9.8 per cent (table 7A.6).

National expenditure per person in the population increased in real terms over the last five years, from $93 in 2001-02 to $106 in 2005-06 (figure 7.1).

Figure 7.1 **Real expenditure on corrective services per head of population (2005-06 dollars)[a, b]**



[a] Includes expenditure for all corrections (prisons, transport and escort services, and community corrections) net of recurrent receipts (own source revenues); excludes payroll tax. Includes depreciation, capital asset charges, debt servicing fees and other associated capital expenses; excludes the user cost of capital. Per person cost is calculated using total population (all ages). [b] Data for previous years have been adjusted to 2005-06 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 7A.13).

Size and scope of sector

Prison custody

Corrective services operated 117 custodial facilities nationally as at 30 June 2006 (table 7A.2). These comprised 84 government-operated prisons and seven privately

[2] Transport and escort service expenditure for 2005-06 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 7A.6).

operated prisons, three government operated community custodial facilities, nine periodic detention centres, and 14 24-hour court-cell complexes (holding prisoners under the responsibility of corrective services in NSW) (table 7A.2).

On average, 24 541 people per day (excluding periodic detainees) were held in Australian prisons during 2005-06 — an increase of 1.9 per cent over the average daily number reported in the previous year (table 7A.1). In addition, on average, 862 people per day were serving periodic detention orders in NSW and the ACT in 2005-06 — a decrease of 3.3 per cent from the 2004-05 average.

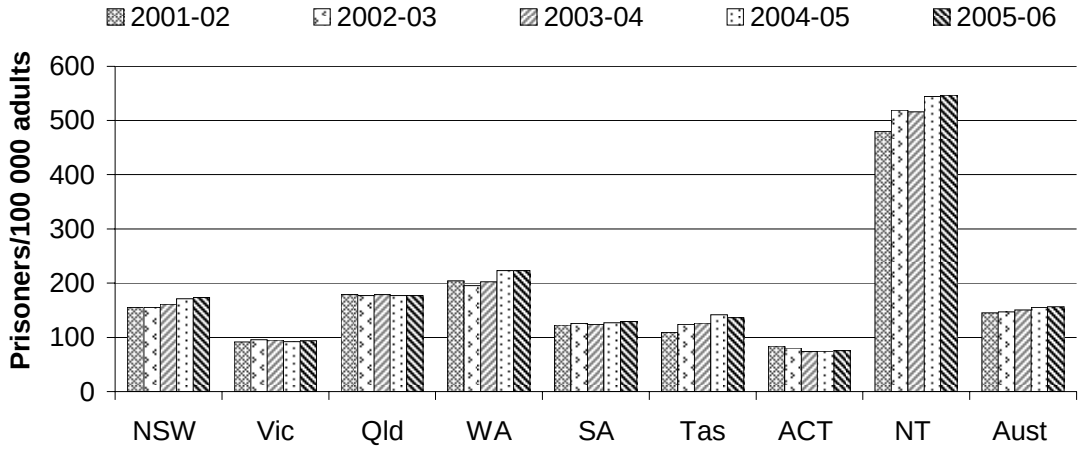
Excluding periodic detainees, 24.6 per cent of prisoners were held in open prisons (facilities for prisoners classified as low security) and 75.4 per cent were held in secure facilities in 2005-06. A daily average of 4 385 prisoners (17.9 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 7A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2005-06 comprised 22 864 males and 1677 females — 93.2 per cent and 6.8 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 5 815 — 23.7 per cent of prisoners nationally (table 7A.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 156.4 per 100 000 Australian adults in 2005-06, compared to 155.0 in 2004-05 (figure 7.2). On a gender basis, the national imprisonment rate was 295.8 per 100 000 adult males and 21.1 per 100 000 adult females in 2005-06 (table 7A.4).

Figure 7.2 **Imprisonment rates, total prisoners, five-year trends[a, b]**



[a] 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). [b] 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 as of 2002-03.

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, as at December of each year; table 7A.5.

The national imprisonment rate per 100 000 Indigenous adults in 2005-06 was 2 030.6 compared with a rate of 118.7 for non-Indigenous prisoners (figure 7.3).

Imprisonment rate comparisons need to be interpreted with care, especially for states and territories with relatively small Indigenous populations, where 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.

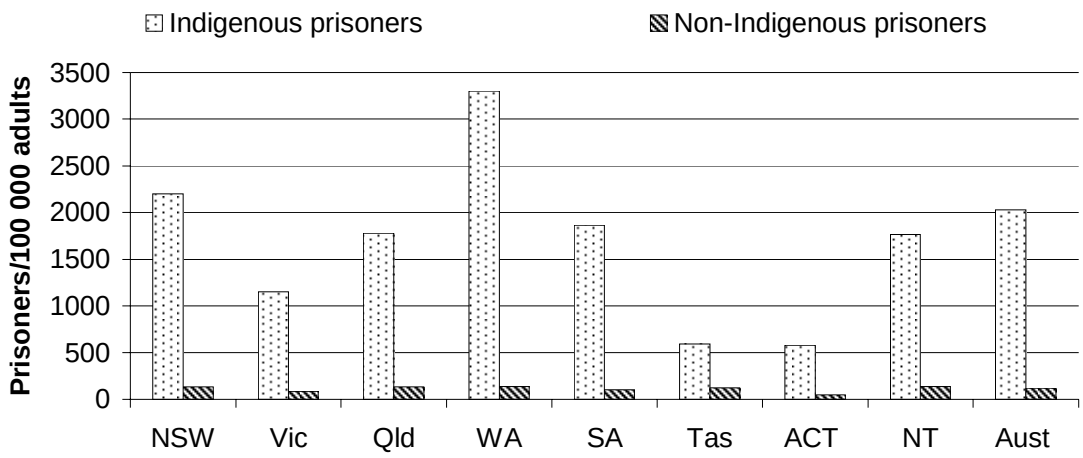
While imprisonment rates for Indigenous people are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 74.5 per cent of all prisoners were non-Indigenous in 2005-06 (table 7A.1).

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. When the overall (crude) imprisonment rate is compared between the Indigenous and non-Indigenous

population, the imprisonment rate for the former is likely to be higher because of the larger proportion of young people in the Indigenous population.

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.

Figure 7.3 **Indigenous and non-Indigenous imprisonment rates, 2005-06[a, b, c]**



[a] 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). [b] The ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. [c] Excludes prisoners whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, December quarter, 2005 (preliminary); ABS (unpublished) Indigenous population projections (low series); table 7A.4.

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 7A.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

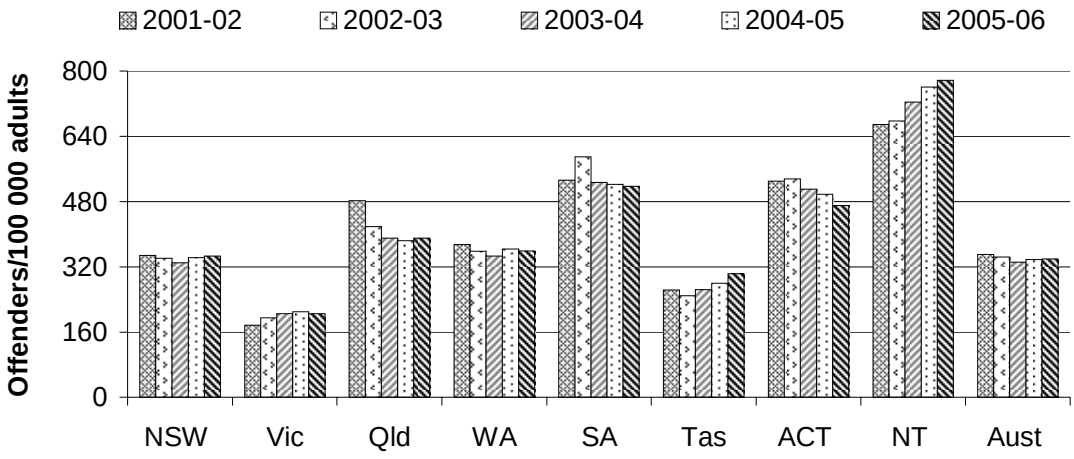
alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Tasmania and the ACT in 2005-06. Home detention was removed as a sentencing option as of June 2005 in the ACT, although the program continued to operate up to 23 September 2005 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 53 243 offenders were serving community corrections orders across Australia in 2005-06 — an increase of 1.4 per cent from the previous year's average (table 7A.3). This daily average comprised 43 538 males (81.8 per cent), 9 597 females (18.0 per cent) and 108 offenders whose gender was not reported. The daily average comprised 9 088 Indigenous offenders (17.1 per cent of the total community correction population), 42 017 non-Indigenous offenders (78.9 per cent) and 2 139 persons whose Indigenous status was unknown (table 7A.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 339.4 per 100 000 adults in 2005-06 compared to 337.9 in 2004-05 (figure 7.4).

Figure 7.4 **Community corrections rates, total offenders, five-year trends[a, b]**



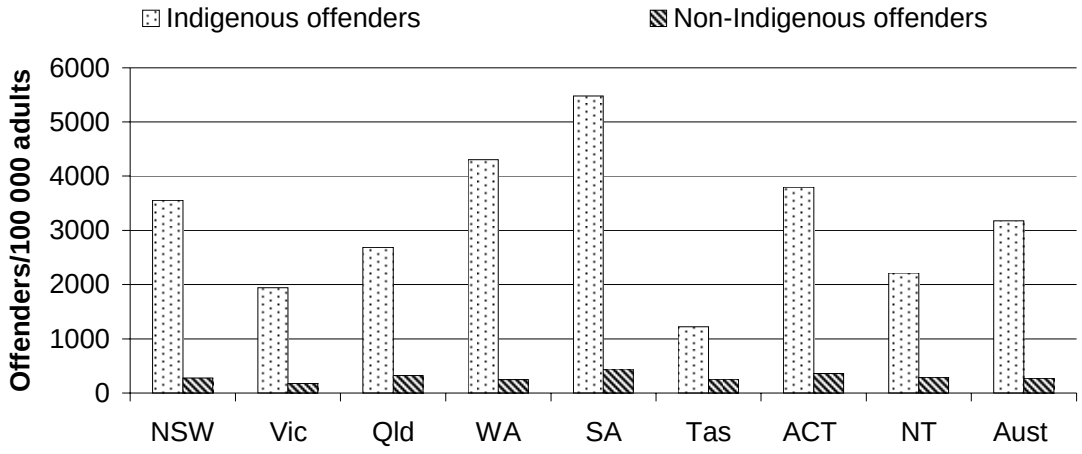
[a] Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). [b] As of 2000-01 rates include persons on inactive orders, though not all persons on inactive orders are included in all jurisdictions (tables 7A.30, 7A.36, 7A.74).

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, as at December of each year; table 7A.5.

The national rate for female community correction offenders was 120.6 per 100 000 adult females, compared with 563.3 for adult males (table 7A.4). The national rate for Indigenous offenders in 2005-06 was 3173.3 per 100 000 Indigenous adults compared with 272.8 for non-Indigenous offenders (figure 7.5).

As with imprisonment rates, comparisons need to be interpreted with care, especially for those jurisdictions with relatively small Indigenous populations, where 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 7.5 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations).

Figure 7.5 **Indigenous and non-Indigenous community corrections rates, 2005-06[a, b]**



[a] 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). [b] Excludes offenders whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, December quarter, 2005 (preliminary); ABS (unpublished) Indigenous population projections (low series); table 7A.4.

7.2 Framework of performance indicators

Corrective services performance is reported against common objectives agreed by all jurisdictions (box 7.1). The performance indicator framework shows which data are comparable in the 2007 Report (figure 7.6). 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).

Box 7.1 **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. Correctional 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 to encourage offenders to adopt a law-abiding way of life.

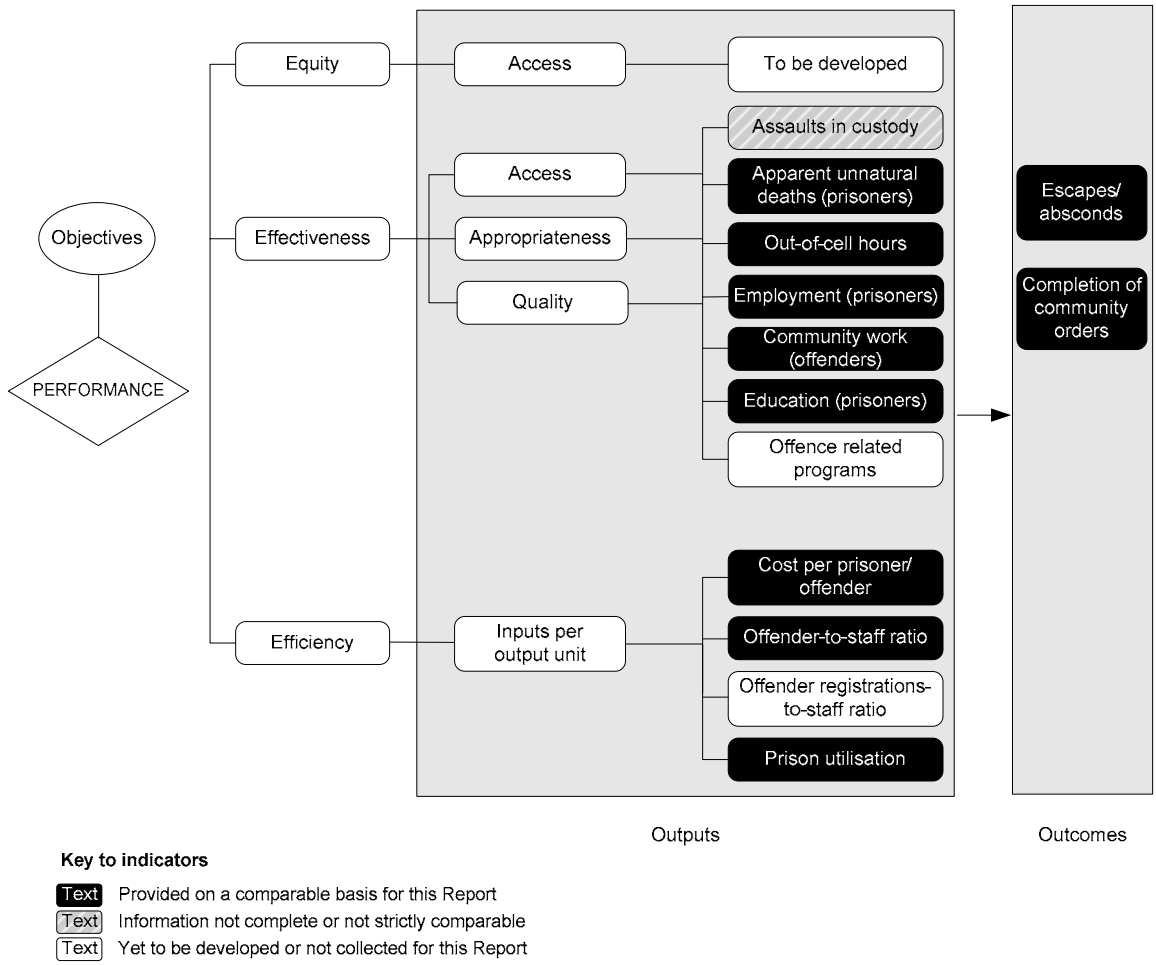
A review of the indicator framework was conducted during the year, resulting in the replacement of 'personal development (offenders)' in the framework. Most jurisdictions are unable to report on this indicator. 'Personal development (offenders)' had initially been introduced into the framework as a temporary measure pending the development of a more comprehensive indicator of 'offence related programs'. As of 2005-06, the indicator framework replaces 'personal development (offenders)' with 'offence related programs'.

Definitions and counting rules were refined during the year as part of the continuing effort to improve comparability of all 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 conclusions about changes within individual jurisdictions therefore need to be considered in this context.

Figure 7.6 specifies the performance indicators associated with the objectives identified in box 7.1. 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 7.6 **Performance indicators for corrective services**



7.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 7.1, using the indicator framework shown in figure 7.6. 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

Equity

Equity — access indicator

The Steering Committee has identified equity — access in corrective services as a key area for further development in future reports (box 7.2).

Box 7.2 **Performance indicator — access**

An output 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 output indicator of effectiveness (box 7.3).

Box 7.3 **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. 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.

(Continued on next page)

Box 7.3 **(Continued)**

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.

Data are provided in table 7A.14. Nationally in 2005-06, the rate of prisoner on prisoner assaults was 9.01 and the rate of prisoner on prisoner serious assaults was 0.56. Prisoner on officer rates were 0.74 for assaults and 0.06 for serious assaults.

Apparent unnatural deaths (prisoners)

The rate of apparent unnatural deaths is an output indicator of effectiveness (box 7.4).

Box 7.4 **Apparent unnatural deaths (prisoners)**

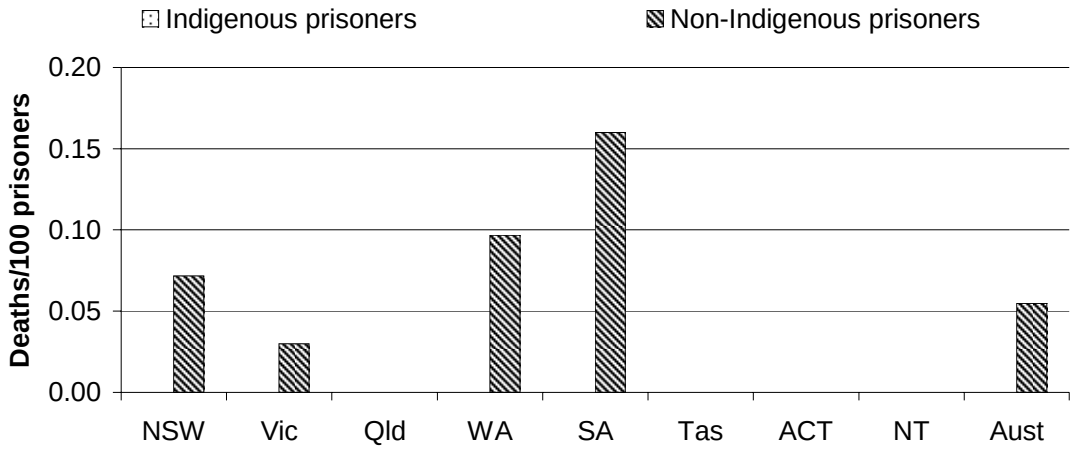
Meeting the objective of providing a safe, secure and humane custodial environment includes providing a prison environment in which there is a low risk of death from unnatural causes. A zero or low rate indicates better performance towards achieving this objective.

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 7.7 presents information on prisoner death rates in 2005-06 from apparent unnatural causes, for Indigenous and non-Indigenous prisoners. There were no deaths of Indigenous prisoners from apparent unnatural causes in any jurisdiction in 2005-06.

Figure 7.7 **Rate of prisoner deaths from apparent unnatural causes, 2005-06[a, b]**

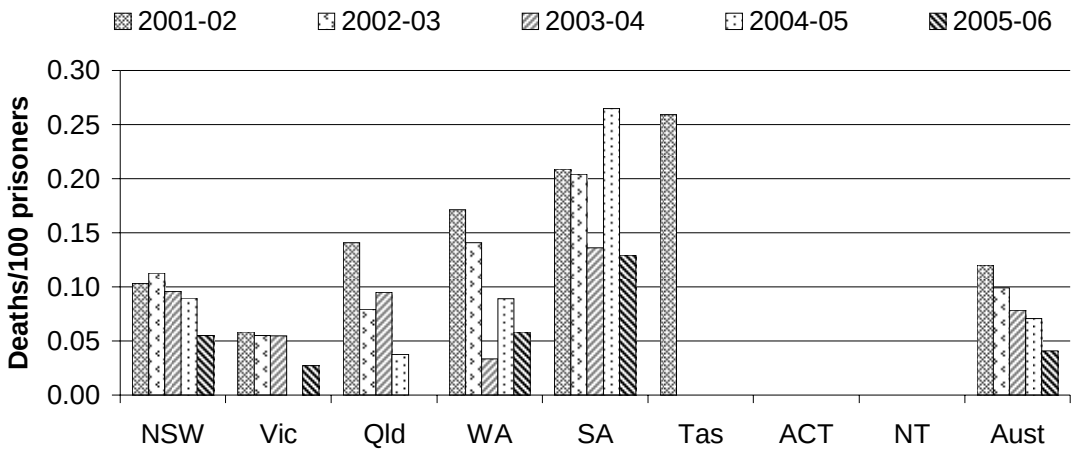


[a] Indigenous death rates from apparent unnatural causes were zero for all jurisdictions in 2005-06. [b] Queensland, Tasmania, the ACT and the NT also reported zero deaths from unnatural causes for non-Indigenous prisoners.

Source: State and Territory governments (unpublished); table 7A.15.

The national rate of deaths from apparent unnatural causes for all prisoners has declined consistently over the last five years from 0.12 in 2001-02 to 0.04 in 2005-06 (figure 7.8). Rates fell for both Indigenous and non-Indigenous prisoners (table 7A.16).

Figure 7.8 **Rate of prisoner deaths from apparent unnatural causes, five-year trends**



Source: State and Territory governments (unpublished); table 7A.16.

Out-of-cell hours

'Out-of-cell hours' per day is an output indicator of effectiveness (box 7.5).

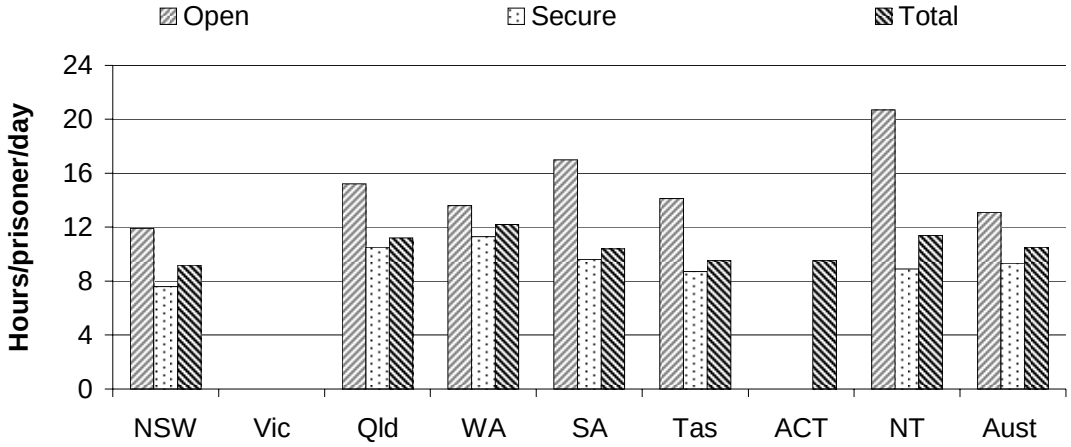
Box 7.5 **Out-of-cell hours**

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, well being, 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 2005-06, the average number of out-of-cell hours per prisoner per day was 10.5 (figure 7.9). This figure excludes Victoria, as this jurisdiction was unable to provide data for 2005-06. Average out-of-cell hours are higher for prisoners in open custody than those held in secure custody (13.1 compared to 9.3 hours per prisoner per day, respectively).

Figure 7.9 **Average out-of-cell hours, by prisoner security level, 2005-06[a, b]**



[a] 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. [b] Victoria did not report on this indicator in 2005-06.

Source: State and Territory governments (unpublished); table 7A.18.

Employment (prisoners)

The prisoner employment rate is an output indicator of effectiveness (box 7.6).

Box 7.6 **Employment (prisoners)**

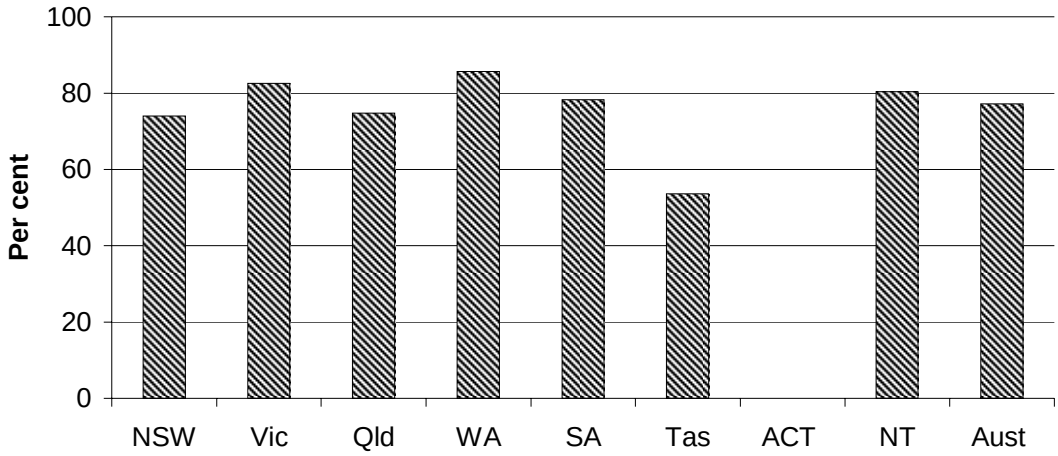
Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. Limited vocational skills and poor employment history have been 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 2005-06, 77.2 per cent of the eligible prisoner population was employed (figure 7.10). Most prisoners were employed in service industries

(44.8 per cent) or in commercial industries (31.4 per cent), with only a small percentage (1.0 per cent) on work release in 2005-06 (table 7A.20).

Figure 7.10 **Percentage of eligible prisoners employed, 2005-06[a]**



[a] Excludes the ACT because ACT prison facilities accommodate only remand prisoners, who are not required to work.

Source: State and Territory governments (unpublished); table 7A.20.

Community work (offenders)

Offender community work is an output indicator of effectiveness (box 7.7).

Box 7.7 **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. The ratio 'offender community work' indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders. Lower values indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders.

(Continued on next page)

Box 7.7 **(Continued)**

'Community work (offenders)' is 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. 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. Offenders are required to complete the community work requirements by the expiry of their orders. Therefore, hours worked in the current year may relate to hours required to be worked in the previous year, and similarly, hours ordered to be worked in the current year may not have to be completed until the following year.

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 compliance by 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 extent to which individual offenders complied with the community work requirements of their orders or the degree to which the work undertaken benefits the community.

Data on community work are provided in table 7A.20. NSW, Victoria and Tasmania did not report on the average hours ordered to be worked in 2005-06 and NSW and Tasmania did not report on the average hours of community work performed.

Education (prisoners)

The prisoner education rate is an output indicator of effectiveness (box 7.8).

Box 7.8 **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.

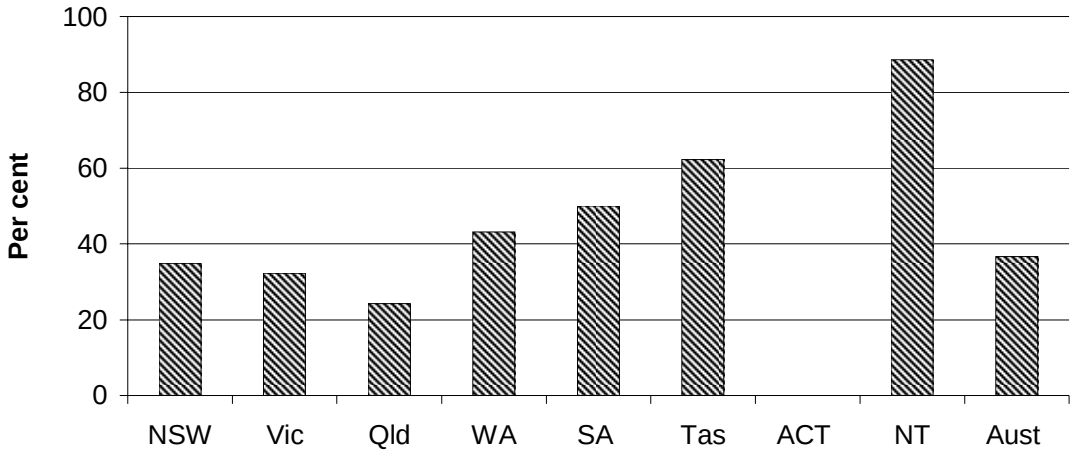
(Continued on next page)

Box 7.8 **(Continued)**

The prisoner education rate is defined as the number of prisoners participating in 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 should be interpreted with caution as they measure only participation in accredited education programs, and do not assess participation relative to individual prisoner needs, or measure successful completion of educational programs. In addition, they exclude a range of offence related programs that are also provided in prisons, such as drug and alcohol programs, psychological counselling and personal development courses.

Nationally, 36.6 per cent of eligible prisoners participated in accredited education and training courses in 2005-06 (figure 7.11). Vocational Education and Training courses had the highest participation rate in 2005-06 (30.7 per cent). Nationally, 7.7 per cent of eligible prisoners took part in secondary school education, 3.2 per cent in Pre-certificate Level 1 courses, and 1.8 per cent in higher education (table 7A.21).

Figure 7.11 **Percentage of prisoners enrolled in education and training, 2005-06[a]**



[a] Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

Source: State and Territory governments (unpublished); table 7A.21.

Offence related programs

The Steering Committee has identified 'offence related programs' as an output indicator of the effectiveness of corrective services (box 7.9). No data were available for the 2007 Report.

Box 7.9 **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. Data, however, were not available for the 2007 Report.

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 output indicator of efficiency (box 7.10).

Box 7.10 **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.

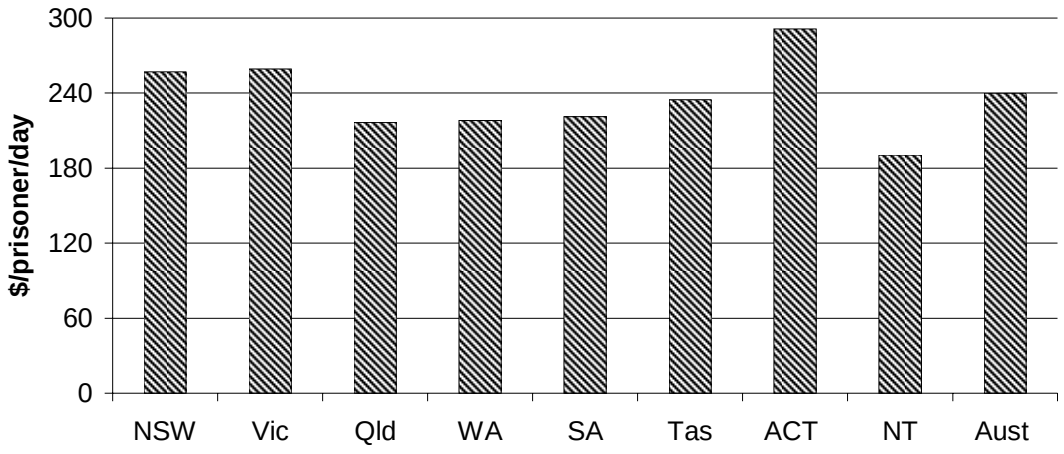
Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, may reflect less emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences 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 7A.7, to allow users to consider any differences in land values across jurisdictions when comparing the data.

Nationally in 2005-06, the total net cost per prisoner per day, comprising recurrent expenditure, depreciation, debt servicing fee, and user cost of capital, was $240 (figure 7.12).

Figure 7.12 **Total net cost per prisoner per day, 2005-06[a]**

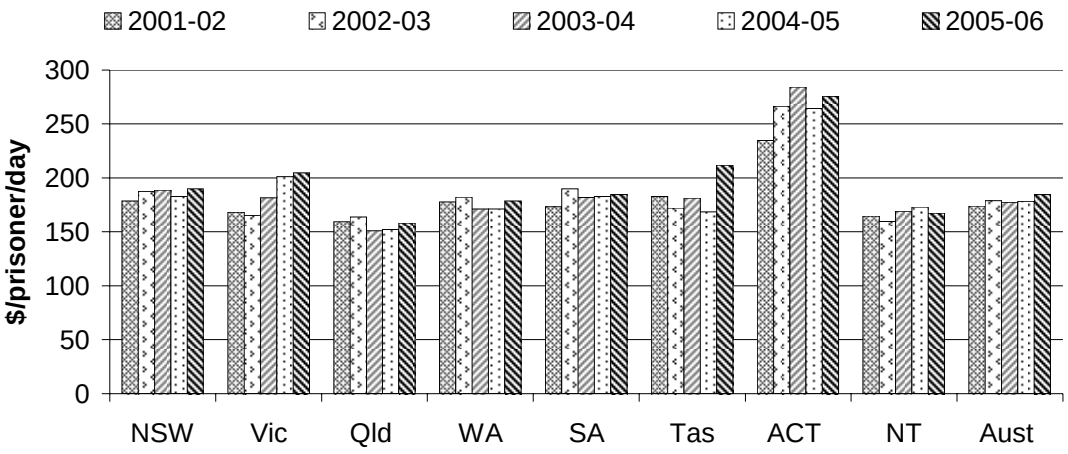


[a] Total net cost per prisoner per day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital (including land), depreciation 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 7A.7.

The real recurrent net cost per prisoner per day rose from $174 nationally in 2001-02 to $184 in 2005-06 — an increase of 6.3 per cent (figure 7.13). These costs represent recurrent expenditure only, and exclude capital costs.

Figure 7.13 **Real recurrent net cost per prisoner per day (2005-06 dollars)[a, b]**

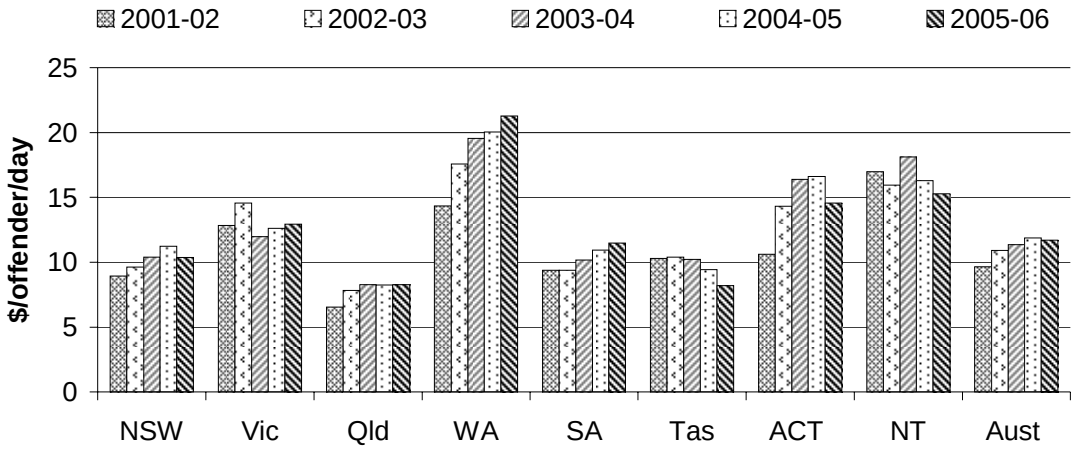


[a] Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax. [b] Data for previous years were adjusted to 2005-06 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 7A.9.

Nationally, the real recurrent net cost per offender per day was $12 in 2005-06 — an increase of 21.9 per cent since 2001-02 (figure 7.14). These costs represent recurrent expenditure only, and exclude capital costs.

Figure 7.14 **Real recurrent net cost per offender per day (2005-06 dollars)[a, b]**



[a] Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax. [b] Data for previous years were adjusted to 2005-06 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 7A.11.

Offender-to-staff ratio

'Offender-to-staff ratio' is an output indicator of efficiency (box 7.11).

Box 7.11 **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.

(Continued on next page)

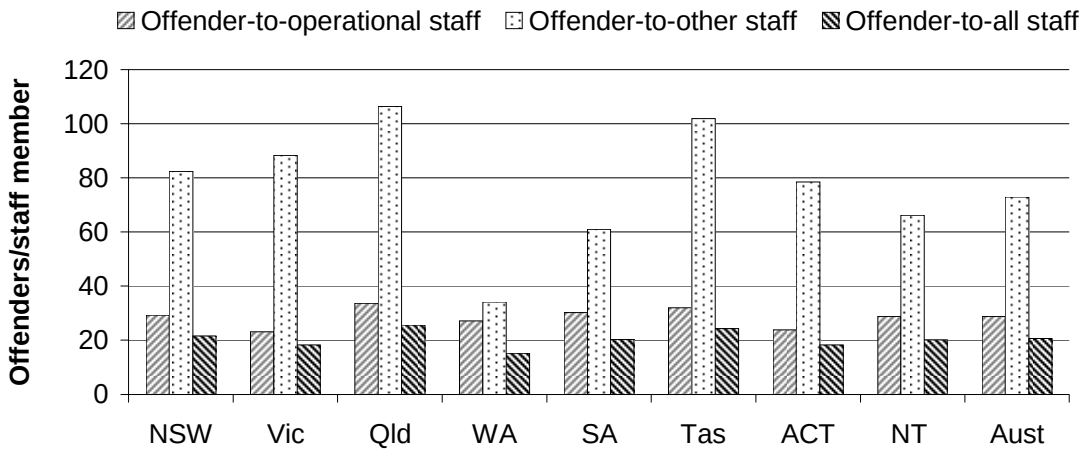
Box 7.11 **(Continued)**

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 by the offender registration-to-staff ratio indicator (box 7.12).

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 21 offenders for every one full-time community corrections staff member in 2005-06 (figure 7.15). The ratio was 29 offenders per full-time operational staff member and 73 offenders per other staff member (table 7A.22).

Figure 7.15 **Community corrections offender-to-staff ratios, 2005-06**



Source: State and Territory governments (unpublished); table 7A.22.

Offender registrations-to-staff ratio

The Steering Committee has identified 'offender registrations-to-staff ratio' as an output indicator of the efficiency of corrective services (box 7.12). No data were available for the 2007 Report.

Box 7.12 **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 7.11).

This indicator has been identified for development and reporting in the future. Data, however, was not available for the 2007 Report.

Prison utilisation

'Prison utilisation' is an output indicator of efficiency (box 7.13).

Box 7.13 **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.

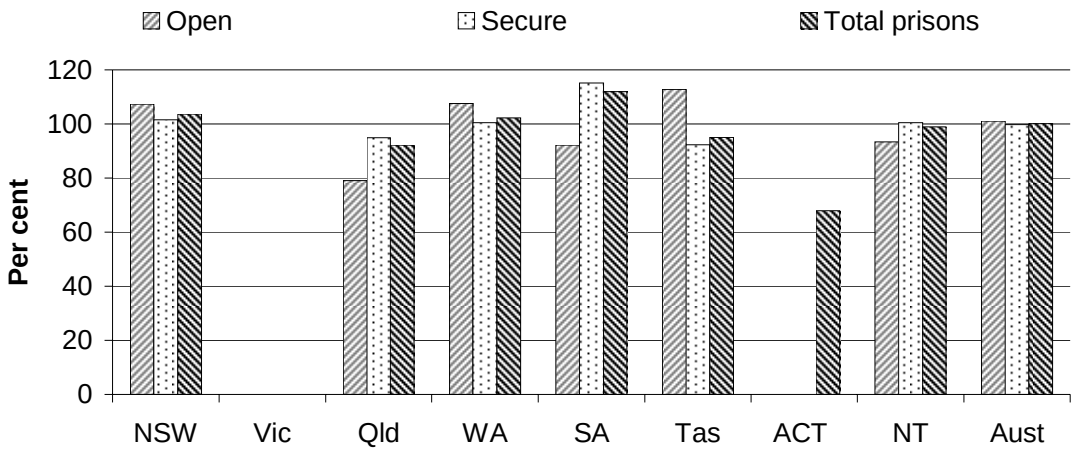
'Prison utilisation' is defined as the annual daily average prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that is provided for in the design capacity of the prisons, reported separately for open and secure custody.

It is generally accepted that the most 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 100 per cent of prison design capacity in 2005-06. The rate for open prisons was 101 per cent and the rate for secure facilities was 100 per cent (figure 7.16). These figures exclude Victoria as this jurisdiction did not report data for 2005-06.

Figure 7.16 **Prison design capacity utilisation rates, 2005-06[a]**



[a] The ACT data are based on prisoners held in the ACT remand facilities.

Source: State and Territory governments (unpublished); table 7A.23.

Outcomes

Escapes/absconds

The 'escapes/absconds' rate is an outcome 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 7.14).

Box 7.14 **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.

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 7.17 presents the rates for prisoner escapes/absconds in 2005-06. Nationally, the rate of escapes from open custody was 1.14 and the rate of escape from secure custody was much lower at 0.02.

Figure 7.17 **Prisoner escapes/absconds rate, 2005-06[a]**

[a] Secure perimeter escapes rates represent four incidents in NSW in 2005-06 and zero incidents reported for all other jurisdictions.

Source: State and Territory governments (unpublished); table 7A.17.

Community corrections — completion of community orders

The percentage of community orders completed is an outcome 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 7.15).

Box 7.15 **Community corrections — completion of community orders**

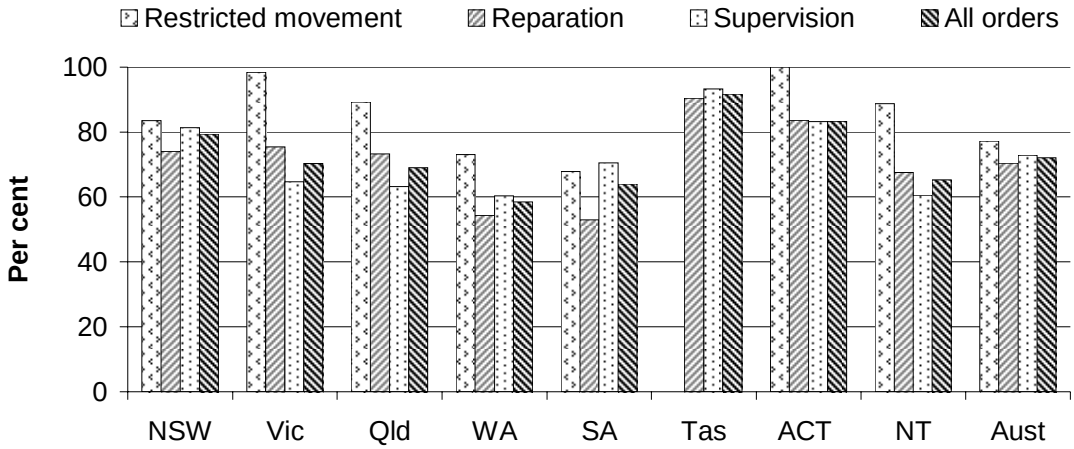
Meeting the objective of providing an effective community corrections environment includes ensuring that offenders comply at all times with the requirements of the court order that has imposed certain conditions on their lives. This may include restrictions on the offender's liberty (as with home detention), 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 the outcome of providing 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 therefore mean either exceptionally high compliance or a failure to detect or act on breaches of compliance.

In 2005-06, 72 per cent of community corrections orders were completed. National completion rates were relatively similar across type of order, with the highest rate for restricted movement orders (77 per cent), followed by supervision orders at 73 per cent and reparation orders at 70 per cent (figure 7.18).

Figure 7.18 **Completion of community corrections orders, by type of order, 2005-06[a, b]**



[a] Tasmania did not have restricted movement orders in 2005-06. [b] The ACT rates are based on only a small number of restricted movement orders that remained to be completed following the removal of home detention as a sentencing option in June 2005.

Source: State and Territory governments (unpublished); table 7A.19.

7.4 Future directions in performance reporting

The Steering Committee is committed to the continual improvement of reporting on corrective services. It works closely with the jurisdictions to develop new indicators and improve reporting on existing indicators by refining data definitions and counting rules on an ongoing basis.

A review of the indicator framework conducted during the year has resulted in changes to the framework (described earlier) and in agreed priorities for future indicator development. In particular, there will be continuing priority given to identifying and resolving any outstanding comparability issues for key indicators such as assault rate, order completion, offender-to-staff ratio and cost indicators.

Work will continue on developing and trialling indicators for future Reports, specifically ‘offence related programs’ and ‘offender registrations-to-staff ratio’, and on investigating measures to report on issues of policy relevance to corrective services, such as assessing illicit substance abuse by prisoners.

In line with the 2006 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 incorporation in future Reports.

7.5 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).

New South Wales Government comments

“NSW is responsible for managing the largest correctional system in Australia. The NSW inmate population has continued to steadily increase at a rate of approximately 4% a year since 2000-01. In 2005-06, the daily average prisoner population was 9 101, and the daily average periodic detention population was 802. The demand for community-based services remained high, both in terms of increased demand for court advice and the subsequent flow of offenders registering with community based orders. In 2005-06, the average number of people serving community-based orders was 18 047, an increase of 3% from last year.

In 2005-06, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner on prisoner assault rates. Since 2002-03 there have been no serious assaults on officers. Community Offender Services (COS) has maintained high levels of successful completions of community based orders in 2005-06, with a success rate of 79.5%, 7.5% above the national average.

To meet the increasing demand for custodial services, the NSW Government commenced construction of a correctional centre in Central West region of NSW located at Wellington. Planning is currently underway to manage the anticipated increase in the community-based offender population over the coming years and a new supervision model which is currently being tested for potential use with offenders serving a community-based order.

During 2005-06, NSW made a significant advancement in the implementation of the ‘Throughcare E-Case’ management model incorporating whole of sentence planning, integrated case management and risk assessment of re-offending. In 2005-06, NSW opened its Compulsory Drug Treatment Correctional Centre which targets drug affected offenders for participation in a custodial diversion program through the use of multi-staged intensive supervision regimes.

Accredited offence based programs such as ‘Think First’ and ‘Sober Drivers’ have been implemented throughout the State. Overall, these developments will lead to improvements in the way NSW measures and reports on risk management and intervention through focused programs, aimed at reducing the risk of offending behaviour.”

Victorian Government comments

“ 2005-06 was the final year of implementation of the Victorian Government’s five year Corrections Long Term Management Strategy (CLTMS) 2001-2006. This Strategy aimed to enhance community safety, and comprised an extensive infrastructure program to ensure an adequate, modern and secure prison system, the diversion of low level offenders from imprisonment, and rehabilitative and re-integration programs to reduce re-offending by offenders and prisoners.

Key achievements during 2005-06 included:

- a continuing decline in prisoner recidivism rates. 2005-06 was the fourth consecutive year in which recidivism rates have fallen in Victoria, a result which is consistent with one of the overarching goals of the CLTMS of reducing re-offending
- completion of the major infrastructure program under CLTMS. The 600-bed Metropolitan Remand Centre and the 300-bed Marngoneet Correctional Centre programs prison both became operational during the year in review
- completion of in excess of 700,000 hours of unpaid community work by offenders under the supervision of Community Correctional Services, valued at approximately $14 million
- commencement of the implementation of a $25.5 million program over four years to support the Better Pathways: An Integrated Response to Women’s Offending and Re-offending Strategy, including major building upgrades at the State’s main women’s prison – the Dame Phyllis Frost Centre.

Victoria also has a number of emerging and ongoing challenges for the future, including:

- a continued focus on maintaining and improving community safety by providing better programs for prisoners in custody and more effective integrated support programs for prisoners prior to, and after, release, as well as responding to the particular needs of specific prisoner and offender sub-groups such as young adults, those with a mental or intellectual disability, the culturally and linguistically diverse, and Indigenous prisoners and offenders
- putting in place significant security enhancements to ensure that high risk remand and sentenced prisoners can be securely accommodated at Victoria’s three maximum security male prisons. This particularly arises from anti-terrorism policing and major crimes initiatives
- managing high risk sex offenders through an extended regime of community supervision, monitoring and treatment of serious child sex offenders following the end of their sentence
- recruiting and retaining sufficient high quality staff to manage the increasingly complex system of Community Correctional Services as an effective and credible alternative to imprisonment for convicted offenders. ”

Queensland Government comments

"Queensland continues to maintain a safe, secure and humane correctional system. Points of particular note within this report include no escapes from a secure custody prison, no prisoner deaths from apparent unnatural causes, and effective infrastructure planning as reflected in the prison capacity utilisation rates and continued cost efficiency.

These achievements were made during a period of continued growth in the prison population which increased to a daily average of 5 449 prisoners in 2005-06, an increase of 2.3% on the 2004-05 result of 5 329. The number of offenders under supervision within the community also increased during the year from a daily average of 11 550 in 2004-05 to 12 024 in 2005-06.

Developments during 2005-06 include:

- A review of the Corrective Services Act 2000 was completed following an extended period of community consultation and extensive research into contemporary correctional practices. The resulting Corrective Services Bill 2006 was introduced into the Legislative Assembly in March 2006 and subsequently passed in May
- The Sir David Longland Correctional Centre which was commissioned in 1988 was closed during the year to allow for a full refurbishment and modernisation of the centre
- A comprehensive revision of our key rehabilitation programs of cognitive skills, violence intervention, anger management, substance abuse and sexual offending was completed
- New evidence-based programs were procured to improve rehabilitation effectiveness and delivery efficiency, provide greater program flexibility in regional and remote areas and better meet the needs of the diverse offender population, including Indigenous offenders, women offenders, offenders from non-English speaking backgrounds and offenders with special needs. Enhancements have been made to existing and replacement programs to ensure they are appropriate to the needs of Queensland offenders
- A new Integrated Offender Management System was introduced in August 2005, thus providing a consistent and integrated approach to offender management across all areas of correctional service delivery
- Key benefits include the availability of more accurate and complete data to support the work of the agency and enhanced integration of information and decision making between custodial and community-based corrections."

Western Australian Government comments

“Western Australia underwent a number of significant changes in 2005-06, resulting from the Mahoney Inquiry into the Management of Offenders in Custody and in the Community. The inquiry concluded in December 2005 with 148 specific recommendations made to the Government as the ‘blueprint’ for reform. One of the more significant recommendations was the creation of the Department of Corrective Services on February 1, 2006 following separation from the Department of Justice.

The creation of the Department of Corrective Services has provided a new direction with a greater focus on ensuring community and staff safety and security, as well as improving the management of offenders through better assessment, classification and case management.

The *Parole and Sentencing Legislation Amendment Bill 2006* and the *Prisons and Sentencing Legislation Amendment Bill 2006* were introduced to Parliament during the year to implement recommendations of the Mahoney Inquiry. Work is currently underway to develop a new Corrective Services Act that will amalgamate and update the provisions in the *Prisons Act 1981* and the *Sentencing Administration Act 2003*.

Western Australian prisons experienced an increase in the number of prisoners managed during 2005-06, with a daily average population of 3 433. Prisoner numbers fluctuated during the year, with a low of 3 328 prisoners in December 2005 and a peak of 3 553 prisoners in April 2006. Aboriginal prisoners continue to make up about 40% of the total prisoner population. The Department implemented a number of strategies and local prison programs during the year as part of its Reducing Aboriginal Imprisonment Strategy. A comprehensive review to revamp prisoner classifications was commenced in the latter part of the year. The Department continued to provide a safe, secure and humane correctional system. No medium and maximum security escapes were recorded from corrective services facilities. Western Australia continued to perform well in prisoner employment, education and training and out-of-cell hours per day.

In May 2006, the Department awarded a five-year contract with a private company to manage Acacia Prison; Western Australia’s only privately operated prison. This will be the second contract for Acacia Prison.

The Department on average managed 5 523 adult offenders in the community, a slight increase over the previous year. In managing the needs of this client group, new Community Justice core training programs for officers were developed, the Community Based Information System was implemented, additional Community Corrections Officers were employed and a workforce analysis model to match appropriate staffing levels with workload demands was also implemented. The Re-entry Link and Transition Accommodation and Support Services Program continue to achieve positive results.”

South Australian Government comments

"The South Australian secure imprisonment rate has been well in excess of prison design capacity for a number of years. In August 2005, a purpose built fifty-bed medium security extension of Mobilong prison moved part way to address the problem. In the 2006 State budget, the Government announced its decision to construct three new prisons, under a public private partnership model. The private sector will own, finance, design, build and maintain infrastructure that will be operated by the SA Government through the Department for Correctional Services. A new 760-cell men's prison and a 150-cell women's prison will be built adjacent to the existing Mobilong facility. These new facilities will replace the Yatala Labour Prison (341 cells) and the existing women's prison (92 cells). The construction of a new 80-bed pre-release centre (60 male/20 female) will be built within the metropolitan area to replace the current 60-bed male-only centre. The construction of these facilities is expected to be completed during 2010-11.

During 2005-06, the daily average South Australian prisoner population increased to 1 548. Intakes into custody during the period totalled 3 460. There were 3 385 discharges over the same period. The majority of the intakes (3 027) were unsentenced.

The demand for community-based services during 2005-06 remained relatively consistent, both in terms of demand for court advice and the subsequent flow of offenders registering with community-based orders. In 2005-06, there were 8 542 community-based sanction order commencements. There were 7 525 completions during the same period. The Department for Correctional Services completed 4 821 reports for Courts during that financial year. SA is the only jurisdiction that provides home detention electronic monitoring as a Court imposed condition of bail. The Courts have significantly increased their use of this option and SA consequently manages the largest home detention electronic monitoring program nationally.

As stated at several points in this Report, it is important to take care when comparing indicators across jurisdictions. South Australia is one of the smaller jurisdictions. Very small changes in absolute numbers in small states can result in significant changes in rates or percentage data when compared to states with larger populations. Such interpretive skewing can be misleading when analysing data on a whole of Australia basis."

Tasmanian Government comments

“Corrective services are provided by two divisions of the Department of Justice, Community Corrections and the Tasmania Prison Service. Community Corrections continued to experience an increase in demand across reparation and supervision orders, and reports for the courts and Parole Board. Key initiatives undertaken in Community Corrections targeted at improving service delivery included:

- successful implementation of a professional supervision model
- ongoing re-development of work practice policy and procedure manuals, including initiating a Report Working Party
- continued engagement with relevant stakeholders
- further enhancements and second–stage implementation of the Offender Information System and appointment of a project officer to manage this initiative
- professional development seminars in best practice for case management and pro-social modelling.

Probation Officers and staff from Offender Services, Tasmania Prison Service, undertook residential training to deliver a cognitive skills group program and attended a Probation and Community Corrections Officers Association (PACCOA) conference regarding *Throughcare* principles. There is general agreement that Community Corrections and Tasmania Prison Service will continue to build a closer working relationship and facilitate comparable offender-based programs across the agencies, encouraging a more collaborative approach to improving Integrated Offender Management and throughcare.

Construction of new prison facilities continued during the year. The first stage of a new women’s prison and secure mental health unit (operated by the Department of Health and Human Services) were opened. The new men’s maximum and medium prison, which will accommodate approximately 300 prisoners neared completion. The Tasmania Prison Service finalised its new operating model, the Integrated Offender Management Program and undertook the largest training program in the Service’s history.

Tasmania’s investment in custodial corrections is reflected by the increased cost per prisoner day. In October 2005, the Industrial Commission ratified a new correctional officer agreement which provided correctional officers with remuneration tied to mainland salaries.”

Australian Capital Territory Government comments

“In 2005-06, the ACT continued to experience an increase in prisoner and detainee numbers, and the imprisonment rate increased to 76 per 100,000 of the adult population. Despite these increases, the ACT still has a low imprisonment rate. The ACT also continues to have a low Indigenous imprisonment rate despite an increase in the rate when compared to 2004-05.

The numbers of detainees attending for periodic detention also increased in 2005-06, to an average of 31, even though the periodic detention rate decreased significantly to 23.9 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 2005-06 to $275.6 per day. This increase was driven largely by an increase in the recurrent costs per prisoner per day for those in open (including periodic detention) custody, as the cost per prisoner per day for secure prisoners showed a significant decrease to 368.5. Nevertheless, the recurrent cost per prisoner remains high. The high cost is driven by the age, the poor design and the inadequate state of remand centres in the ACT. It should also be noted that the ACT has no control over the costs of prisoners accommodated on 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 dropped slightly in 2005-06. The community corrections rate per 100,000 of the adult population also decreased to 470.2, while the recurrent cost per offender per day dropped in 2005-06 to $14.6 per day.

The ACT has the second highest percentage of completion of community corrections orders at 83.3 per cent. It should be noted that the introduction of the Crimes (Sentencing) Act 2005 saw the discontinuation of home detention as a sentencing option, although a small number of orders continued to be supervised during 2005-06 until those orders were completed.

Work continued during 2005-06 on the construction of the Alexander Maconochie Centre, the ACT’s new prison for remand and sentenced prisoners. Design documentation was completed in June 2006, with a contract for the construction of the facility awarded in November 2006. Activity on the site at Hume is continuing, with bulk earthworks and the connection of infrastructure finalised.”

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% of the NT population identify themselves as Aboriginal or Torres Strait Islander. NT criminal activity continues to be disproportionately associated with young adult Indigenous males.

The implementation of the recommendations from the Review of Adult Custodial Services (2004) continues to be a high priority. Performance highlights and new initiatives during 2005-06 include:

- Strengthening of the NTCS senior management team and recruitment for senior management and professional positions to facilitate the devolution of responsibilities to the Superintendents of the Correctional Centres
- Commencing a three-year staged implementation of the Integrated Offender Management System
- Creation of case management positions within the Correctional Centres to support sentence planning activities
- Opening of a new Living Skills Unit with a capacity for up to 130 minimum security prisoners at the Darwin Correctional Centre at the end of 2005-06
- Implementing new education programs in the prisons to increase the focus on skills training and preparation for employment
- Delivery of the first Indigenous sex offender treatment program at Alice Springs Correctional Centre
- Expanding the community-based Indigenous Family Violence Offender Program to regional areas.

When interpreting NT data presented in the corrective services chapter, care must be taken with comparison of indicators across jurisdictions and with historical values. 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."

7.6 Definitions of key terms and indicators

24-hour court cell

A place of detention located in court and/or police complexes managed by correctional officers and that accommodates sentenced/unsentenced prisoners/offenders for short periods of time (not including holding cells).

Assault

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:

- a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or
- there is evidence that an assault took place because at least one of the following circumstances apply:
  - 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
  - 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.

The rate is expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100.

Average number of hours to be worked per offender

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.

Average number of hours actually worked per offender

The number of actual hours worked per offender with a work order in the counting period.

Capital cost per prisoner/offender

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.

Community corrections

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.

Community corrections rate

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.

Community corrections staff	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.
Community custodial facilities	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.
Completion rate of community orders	The proportion of community orders successfully completed (by order type) within the counting period.
Daily average prisoner/periodic detention/offender population	The average number of prisoners, periodic detainees and/or offenders during the counting period.
Education rate	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: • 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) • remandees for whom access to education is not available • hospital patients who are medically unable to participate • fine defaulters (who are incarcerated for only a few days at a time) • subgroups of the above categories.
Employment (community corrections)	The number of community work hours worked per offender during the counting period.
Employment (prisoners and periodic detainees)	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: • remandees who choose not to work • hospital patients or aged prisoners who are unable to work • prisoners whose protection status prohibits access to work • fine defaulters (who are only incarcerated for a few days at a time) • subgroups of the above categories.

Escapes/absconds rate (open/secure)	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.
Home detention	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.
Imprisonment rate	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.
Inactive order and/or in suspense	Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.
Indigenous	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.
New offender registrations-to-staff ratio	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).
Number of correctional facilities	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.
Offence-related programs	A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.
Offender	An adult person subject to a current community-based corrections order (including bail supervision by corrective services).
Offender-to-staff ratio	The level of staff supervision based on the number of staff employed and the average number of offenders.
Open custody	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.
Out-of-cell hours	The time during which prisoners are not confined to cells, averaged over all days of the year.
Periodic detainee	A person subject to a periodic detention order.
Periodic detention	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.

Periodic detention rate	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.
Periodic detention utilisation rate	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.
Personal development	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
Prison	A legally proclaimed prison or remand centre which held adult prisoners, excluding police prisons or juvenile detention facilities.
Prison design capacity utilisation rate	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.
Prisoner	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
Private prison	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
Rate of return to community corrections	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.
Rate of return to corrections	*Prisoners:* The proportion of sentenced prisoners who return to corrective services with a new correctional sanction within two years of completing a prison sentence. *Community corrections:* 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.
Rate of return to prison	The proportion of sentenced prisoners who return to prison with a new correctional sanction within two years of completing a prison sentence.
Ratio of number of hours ordered to actual hours worked per offender	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.
Recurrent cost per prisoner/offender	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.
Recurrent expenditure	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.

Reparation (i)	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.
Reparation (ii)	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.
Restricted movement	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 (e.g. home detention).
Secure custody	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
Serious assault	An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm, including: (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) (b) harm requiring extended periods of ongoing medical treatment, or (c) all acts of sexual assault.
Supervision (compliance)	A subcategory of community-based corrections that refers to all offenders (other than those categorised as restricted movement or reparation).
Total cost of service	Includes the combined prison and community corrections recurrent expenditure (net of recurrent receipts and payroll tax), the cost of transport and escort services, and capital costs comprising (for this item only) depreciation on government owned facilities, debt service fees for privately owned facilities, capital asset charges and other associated capital expenses, but excluding user cost of capital.
Transitional Centre	Facilities administered by corrective services for the purpose of accommodating prisoners prior to their release from custody.
Unnatural deaths rate	The death wherever occurring (including hospital) of a person: • who is in prison custody • whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody • who dies or is fatally injured in the process of prison officers attempting to detain that person • who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody, and • 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. The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.

Work order	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 (2006).

7.7 Supporting tables

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 7A.3 is table 3 in the attachment). Supporting tables are provided on the CD-ROM enclosed with the Report. The files containing the supporting tables are provided in Microsoft Excel format as \Publications\Reports\2007\Attach7A.xls and in Adobe PDF format as \Publications\Reports\2007\Attach7A.pdf. The files containing the supporting tables can also be found on the Review web page (www.pc.gov.au/gsp). Users without access to the CD-ROM or Internet can contact the Secretariat to obtain the supporting tables (see contact details on the inside front cover of the Report).

Preamble	Corrective services — Attachments
Table 7A.1	Average daily prisoner population
Table 7A.2	Correctional custodial facilities, at 30 June 2006 (number)
Table 7A.3	Average daily community corrections offender population
Table 7A.4	Imprisonment and community corrections rates, by sex and Indigenous status (per 100 000 adults)
Table 7A.5	Imprisonment and community correction rates, by year (per 100 000 adults)
Table 7A.6	Expenditure on prisons and community corrections, 2005-06
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Table 7A.8	Real recurrent expenditure on prisons (2005-06 $'000)
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Table 7A.14	Prison assault rates, 2005-06 (per 100 prisoners)
Table 7A.15	Death rates from apparent unnatural causes, by Indigenous status, 2005-06 (per 100 prisoners)
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Table 7A.17	Escapes/absconds rates, 2005-06 (per 100 prisoners)
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Table 7A.19	Completion of community corrections orders, by type of order, 2005-06 (per cent)
Table 7A.20	Prisoner employment and offender community work rates, 2005-06 (per cent)
Table 7A.21	Prisoner education and training rates, 2005-06 (per cent)

7.8 Reference

NCAG (National Corrections Advisory Group) 2006, *Data Collection Manual 2005-06*, Canberra, unpublished.

PART D

EMERGENCY MANAGEMENT

8 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 8.1 contains some information on the scope of emergency services organisations' (ESOs) activities, the chapter does not report on the total range of State and Territory ESO activities.

An overview of emergency management appears in section 8.1. A framework of performance indicators is outlined in section 8.2. The data are discussed in sections 8.3 (fire), 8.4 (ambulance) and 8.5 (road rescue), and future directions for performance reporting are discussed in section 8.6. Jurisdictions' comments are provided in section 8.7. The chapter concludes with definitions (section 8.8), a list of supporting tables (section 8.9) and references in section 8.10. Supporting tables are identified in references throughout this chapter by an 'A' suffix. For example, table 8A.3 is table 3 in the supporting tables.

8.1 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, State and city governance, 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

the effects of emergencies and, at the same time, have the ability to recover quickly and restore their socioeconomic vitality.

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 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.

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, landslips 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 and Territory governments and local governments provide emergency management services to the community through a range of ESOs. The structure 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

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 8.2). The role of fire service organisations varies across jurisdictions and includes involvement in an expanding variety of activities (table 8A.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
- 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
- fire investigation into 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 (SES/TES), police and ambulance services, and community service organisations — to minimise the impact of fire and other emergencies on the community. Their management structure differs across jurisdictions (box 8.1).

Separate urban and rural fire service organisations deliver fire services in most jurisdictions. Land management departments 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.)

Box 8.1 **Delivery and scope of activity of primary fire service organisations[a]**

	Urban	*Rural*
	Attend: residential and commercial structure fires; incidents involving hazardous materials; and road accidents within major urban centres.	**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.**
NSW	*NSW Fire Brigades* — this government department reports to the Minister for Emergency Services directly.	
		NSW Rural Fire Service — this government department reports to the Minister for Emergency Services directly.
Vic[b]	*Metropolitan Fire and Emergency Services Board* — this statutory authority reports to the Minister for Police and Emergency Services.	*Department of Sustainability and Environment* — this department is responsible for public lands.
	Country Fire Authority — this statutory authority reports to the Minister for Police and Emergency Services.	
Qld	*Queensland Fire and Rescue Service* — 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.	
WA[c]	*Fire and Emergency Services Authority of WA* (FESA) — this umbrella statutory authority reports to the Minister for Police and Emergency Services directly.	
SA	*South Australian Metropolitan Fire Service* — this body corporate reports to the Board of the SA Fire and Emergency Services Commission.	
	South Australian Country Fire Service — this body corporate reports to the Board of the SA Fire and Emergency Services Commission.	
Tas	*Tasmania Fire Service* — this is the operational arm of the State Fire Commission, which reports to the Minister for Police and Emergency Management.	
ACT	*ACT Fire Brigade and ACT Rural Fire Service* — these are agencies of the ACT Emergency Services Authority, which reports to the ACT Minister for Police and Emergency Services.	

(Continued on next page)

Box 8.1 **(Continued)**

NT[d]	*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 Commissioner for Police, 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.

[a] 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). [b] 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. [c] 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. [d] 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

The role of ambulance service organisations as an integral part of the health system across jurisdictions 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
- preparedness and the provision of 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 8.2).

There are fixed and rotary wing 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 8.4 for a discussion of air ambulance services).

Box 8.2 **Relationships of primary ambulance response and management organisations to government**

NSW	*Ambulance Service of NSW* — a division of the Department of Health reporting to the Minister for Health
Vic	*Metropolitan Ambulance Service, Rural Ambulance Victoria, and Alexandra and District Ambulance Service* — separate statutory bodies reporting to the Minister for Health
Qld	*Queensland Ambulance Service* — a division of the Department of Emergency Services, reporting to the Director-General, who reports to the Minister for Emergency Services
WA	*St John Ambulance* — an incorporated not-for-profit organisation under contract to the WA Government
SA	*SA Ambulance Service* (SAAS) — is an incorporated association established under the *Associations Incorporations Act 1985* (SA) with a single member being the Minister for Health. The *Ambulance Services Act 1992* (SA) authorises SAAS to provide ambulance services in SA
Tas	*Tasmanian Ambulance Service* — a statutory service of the Acute Services group of the Department of Health and Human Services
ACT	*ACT Ambulance Service* — an agency of the ACT Emergency Services Authority, reporting to the ACT Minister for Police and Emergency Services
NT	*St John Ambulance* — an incorporated not-for-profit organisation under contract to the NT Government

Source: State and Territory governments (unpublished).

State Emergency Services and Territory Emergency Services

State and Territory governments contribute to a range of emergency management activities through SES/TES. The activities of SES/TES (table 8A.35) include prevention, preparedness, response and recovery (section 8.2). The role of SES/TES across jurisdictions encompasses a variety of activities. The SES/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 2005-06, nearly 230 000 fire, ambulance and SES/TES volunteers played a significant role in the provision of emergency services in Australia (table 8.1). 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, SES/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. In total, over 500 000 volunteers from ESOs and other organisations (such as the Red Cross) participate each year in the management of a broad range of emergency situations and disasters (EMA 2001).

Table 8.1 **Volunteers in emergency service organisations**

	NSW[a]	*Vic*[b]	*Qld*[c]	*WA*[d]	*SA*[e]	*Tas*[f]	*ACT*	*NT*	*Aust*
2003-04									
ASOs	115	501	445	2 720	1 583	567	–	20	5 951
FSOs	73 059	58 583	44 286	22 328	11 161	4 766	810	521	215 514
SES/TES	10 026	4 839	17 211	2 039	2 050	450	180	582	37 377
Total	**83 200**	**63 923**	**61 942**	**27 087**	**14 794**	**5 783**	**990**	**1 123**	**258 842**
2004-05									
ASOs	118	819	575	2 624	1 530	448	–	17	6 131
FSOs	73 072	58 662	44 648	28 319	11 307	4 668	1 022	551	222 249
SES/TES	9 835	4 350	12 456	2 015	1 998	575	244	495	31 968
Total	**83 025**	**63 831**	**57 679**	**32 958**	**14 835**	**5 691**	**1 266**	**1 063**	**259 773**
2005-06									
ASOs	84	915	427	2 851	1 479	503	0	14	6 273
FSOs	74 446	58 849	41 324	26 890	10 646	4 765	1 018	539	193 927
SES/TES	10 302	4 437	9 394	1 863	1 896	577	168	392	29 029
Total	**84 832**	**64 201**	**51 145**	**31 604**	**14 021**	**5 845**	**1 186**	**945**	**253 779**

ASO = ambulance service organisation. FSO = fire services organisation. [a] For NSW, fire service organisation numbers include community fire unit members. [b] Victorian ambulance service organisation data include remunerated volunteers. [c] Ongoing audits of the volunteer database have identified and removed individuals who have relinquished their voluntary duties. [d] WA data include multiskilled emergency service volunteers. [e] Fire service organisation numbers include retained firefighters. [f] Tasmania has reviewed its database to exclude inactive volunteers. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.5, 8A.20 and 8A.30.

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.

Emergency management events

This chapter focuses on the performance of emergency management in relation to three types of emergency event: fire events (section 8.3), ambulance events (section 8.4), and road rescue events (section 8.5). There are, however, many other categories of emergency management that are not currently reported, including: rescues on land (other than road rescues) and at sea; natural events (such as floods, earthquakes, landslides, heatwaves, cyclones and other storms); the 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.`

8.2 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 the objectives for emergency management, which are common to all Australian ESOs (box 8.3). These objectives are nationally agreed and developed by the Emergency Management Working Group.

Box 8.3 **Objectives for emergency management**

Emergency management services aim to provide highly effective, efficient and accessible services that:

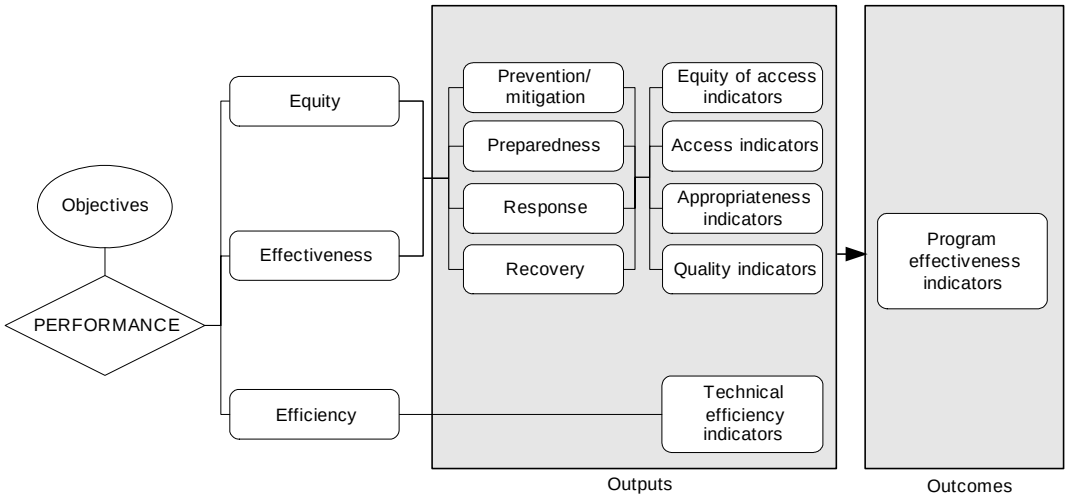
- reduce the adverse effects of emergencies and disasters on the Australian community (including people, property, infrastructure, economy and environment)
- contribute to the management of risks to the Australian community
- enhance public safety.

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 8.1) used in this chapter reflects all these activities.

The general performance indicator framework presented in figure 8.1 has been applied to fire events (section 8.3), ambulance events (section 8.4) and road rescue events (section 8.5).

The outcome indicators in the performance framework provide an indication of the effects of ESOs on 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', 'total property losses from structure fire', and for ambulance events, the 'survival rate from out-of-hospital cardiac arrest'.

Figure 8.1 **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 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 risk to the community by supporting a greater availability of services.

8.3 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.

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, SES/TES and police services (table 8A.37).

Full reporting would ideally include information on the resources allocated by all ESOs to the management of 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 8.1, 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 nearly $1.9 billion in 2005-06 (excluding funding for land management agencies). Nationally, over the period 2000-01 to 2005-06, funding increased with an average annual growth rate of 4 per cent. Within jurisdictions, funding increased (in real terms) for all jurisdictions over the same period (table 8.2).

Table 8.2 **Funding of fire service organisations (2005-06 dollars) ($ million)[a]**

	NSW [b]	*Vic*	*Qld*[c]	*WA*[d]	*SA*	*Tas*	*ACT*[e]	*NT*	*Aust*
2001-02	638.1	388.2	296.3	107.6	122.0	46.7	31.8	15.7	1 646.4
2002-03	692.2	382.0	291.7	104.5	120.3	45.3	30.7	16.5	1 683.1
2003-04	729.9	459.4	321.4	127.2	141.2	51.0	34.0	17.3	1 881.4
2004-05	651.3	494.1	310.2	120.7	139.1	51.8	45.5	19.8	1 832.4
2005-06	665.6	517.6	317.7	135.5	140.7	47.5	51.6	20.8	1 897.0

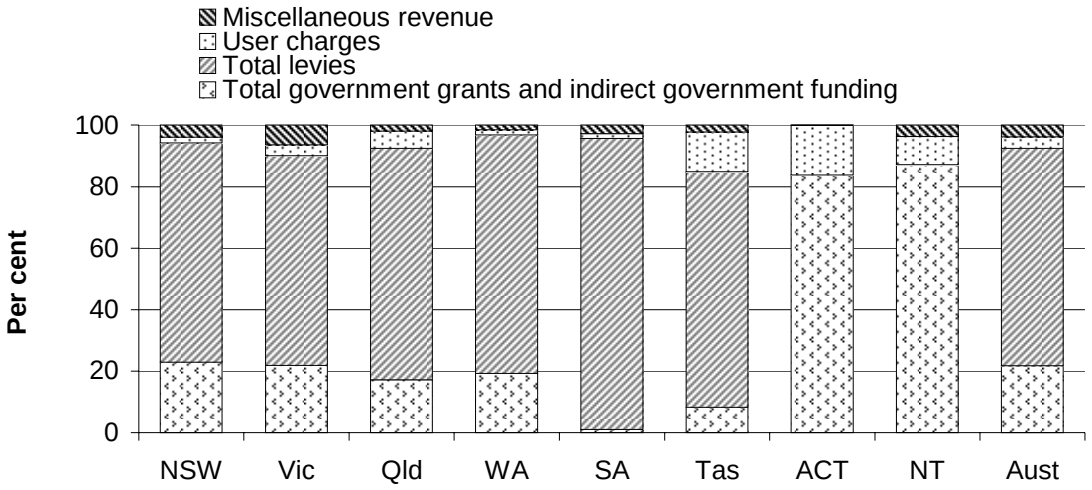
[a] Funding levels are adjusted using the Australian Bureau of Statistics (ABS) gross domestic product price deflator (2005-06 = 100) (table AA.26) to arrive at a constant price measure. [b] NSW figures vary from year to year as a result of abnormal grants for specific major emergencies. [c] The State Government grant for Queensland in 2002-03 and 2003-04 included funding for a 6 per cent equity return, equal to $15 million in 2002-03 and $17 million in 2003-04. However, a whole of government decision in 2004-05 eliminated the equity return expense performance management regime and related funding with effect from 1 July 2004. This has resulted in a reduction of $18 million in both revenues and expenses in 2004-05. [d] Data for 2001-02 and 2002-03 do not include funding for Local Government Bush Fire Brigades. Data for 2003-04 includes operational and recurrent costs of Local Government Bush Fire Brigades, now funded by the Emergency Services Levy. Property-based Emergency Services Levy (ESL) began in WA on 1 July 2003; insurance fire levies ended on 31 December 2003. For this transitional year 2003-04 funding includes part insurance fire levy and part ESL. The first full year of ESL funding was 2004-05. [e] The increase in 2005-06 is due to a significant upgrade of Emergency Services Communication systems and inclusion of Joint Emergency Services Training Costs.

Source: State and Territory governments (unpublished); table 8A.1.

Fire levies were the primary source of funding in 2005-06 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 2005-06, fire levies were raised from levies on property owners or, in some jurisdictions, from levies on both insurance companies and property owners (table 8A.1). In addition to relying on funded resources, all states and territories rely on volunteer firefighters, who make a significant contribution to the community.

Nationally, 22 per cent of funding for fire service organisations was provided by government as government grants and indirect government revenue in 2005-06, with the proportion varying across jurisdictions (figure 8.2).

Figure 8.2 **Major sources of fire service organisation funding, 2005-06**



Source: State and Territory governments (unpublished); table 8A.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, 16 920 full time equivalent (FTE) paid personnel were involved in the delivery of fire services in 2005-06. Nationally, 12 458 FTE or 73.6 per cent of the 16 920 FTE paid personnel were firefighters. A large number of volunteer firefighters (193 927 people) also participated in the delivery of fire services in 2005-06 (table 8A.5).

Fires and other emergency incidents

As noted in box 8.1, various urban and rural fire service organisations operate within the jurisdictions. Data on reported fires and other incidents were not available for all fire service organisations in all jurisdictions.

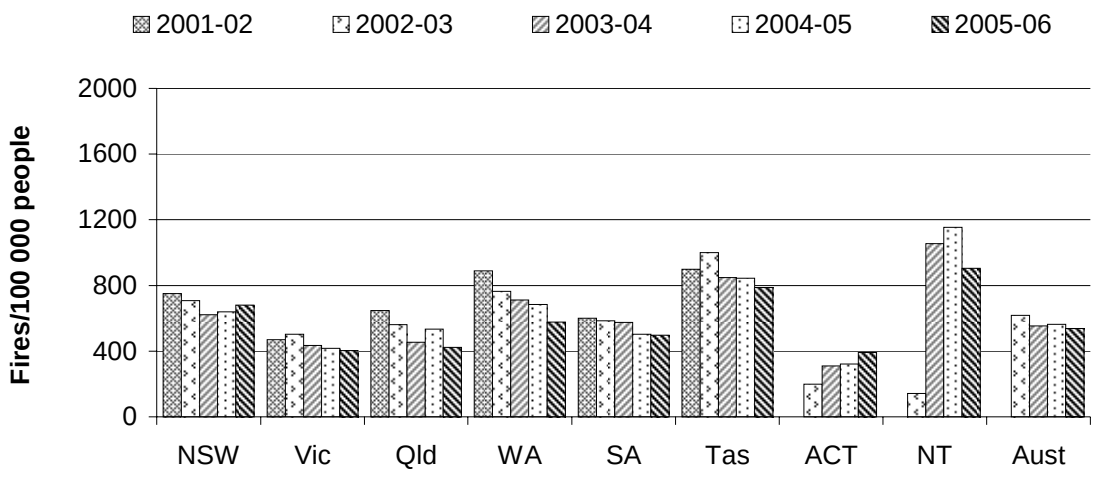
Nationally, 30.0 per cent or 109 300 of the 364 932 reported incidents were fires, and 70.0 per cent were other emergencies and incidents in 2005-06, with these proportions varying across jurisdictions (table 8A.2).

The proportion of fire types varied substantially across jurisdictions in 2005-06, with fires within or involving a structure the least attended type of fire except for Victoria and the ACT (table 8A.2). Although structure fires are relatively uncommon (compared with landscape (bush and grass) fires, for example), 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, 537 fire incidents per 100 000 people were attended in 2005-06, with the number generally declining over the period since 2002-03 (figure 8.3). 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.

Figure 8.3 **Total fire incidents attended by fire service organisations per 100 000 people[a, b, c, d, e, f, g]**



[a] Data in this 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. [b] Queensland: Reporting of incident attendance by rural fire crews is incomplete due to voluntary reporting procedures. [c] Tasmania: Figures include data provided by all fire brigades, both full-time and volunteer and represent 99 per cent of all incidents attended. [d] ACT: Includes data for urban and rural fire service organisations. [e] NT: Data exclude data from Bushfires NT. [f] WA: Data includes reported turnouts by career and volunteer services to fire. [g] Australia: The average for Australia excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 8A.10.

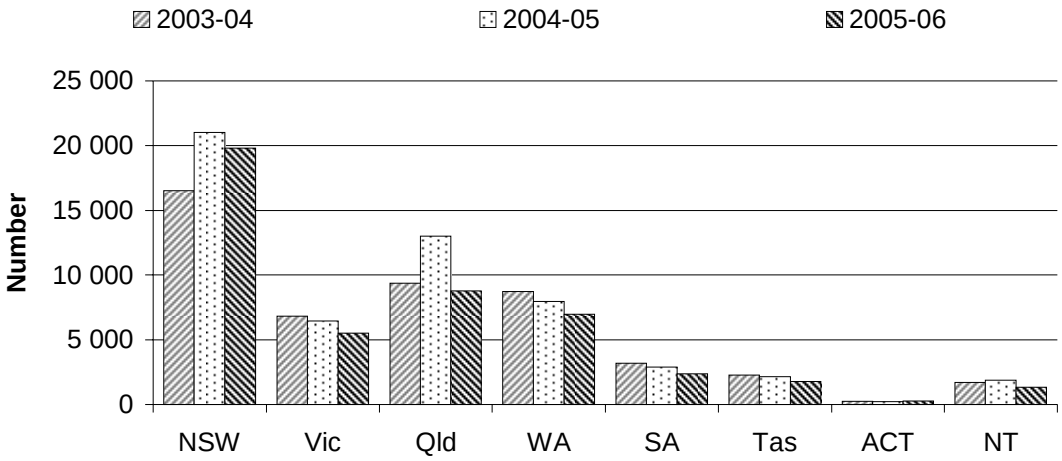
Ignition factor for structure fires

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 in the future. 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. Analysis of cause of structure fire will be included in the 2008 report.

Total reported landscape fire incidents

Nationally, 46 848 landscape (bush and grass) fire incidents were reported by fire service organisations and land management agencies in 2005-06 (table 8A.3) Landscape fire incidents reported to land management agencies are excluded for some jurisdictions.

Figure 8.4 **Fire service organisations and land management agencies reported total landscape (bush and grass) fire incidents**[a, b, c, d, e, f, g ,h ,i]



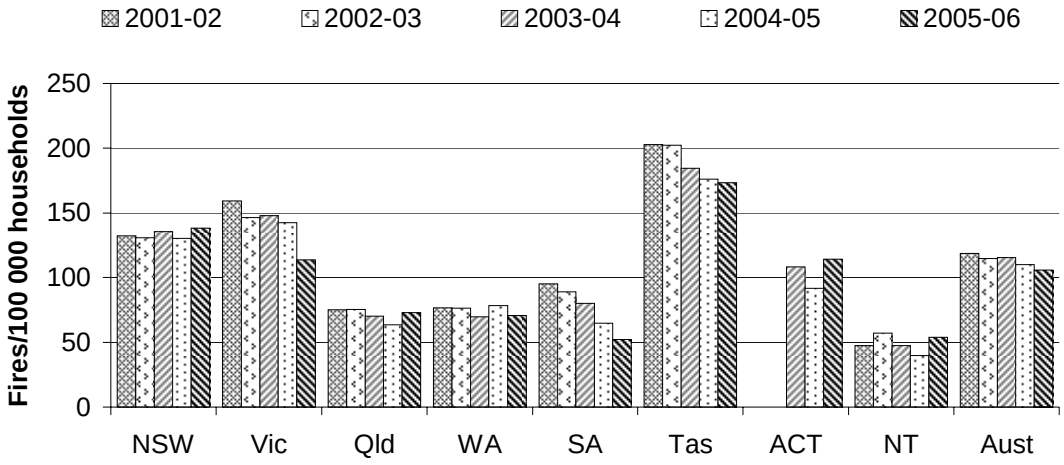
[a] These data may be different from other tables in the chapter because these data reflect responses from fire service organisations, land management agencies and other services for some jurisdictions. [b] NSW: Data include fires from the NSW Department of Environment and Conservation, the NSW Rural Fire Service and the NSW Fire Brigades for all bush and grass fires regardless of size of area burnt. [c] Victoria: Due to data collection issues, data for 2005-06 are incomplete. [d] Queensland: Does not include data from Land Management Agencies and reporting of incident attendance by rural fire crews is incomplete due to voluntary reporting procedures. [e] WA: Data also include landscape fires reported to the Department of Environment and Conservation as the lead agency, with 414 fires included for 2004-05. [f] SA: MFS industrial action: 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports in this period). [g] Tasmania: Figures supplied include *all* vegetation fires, regardless of size, from all fire brigades (full-time and volunteer) and land management agencies. [h] ACT: The January 2003 bushfires included in the 2002-03 data have been counted as one event. The year 2004-05 was a very good fire season, with minimal landscape fires compared with previous years. [i] NT: Data does not include data from Bushfires NT.

Source: State and Territory governments (unpublished); table 8A.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 8.5. Although the national rate has been relatively constant, different trends appear in different jurisdictions.

Figure 8.5 **Accidental residential structure fires reported to fire service organisations[a, b, c, d, e, f]**



[a] 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. [b] Victoria: Due to data collection issues, data is incomplete for 2005-06. [c] Queensland: Rural Incident Database does not currently record the necessary information to calculate this measure. [d] SA: MFS industrial action: 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports completed during this period). [e] Tasmania: Figures supplied include data provided by all fire brigades, both career and volunteer, and represent 99 per cent of all incidents attended. [f] NT: Data does not include data from Bushfires NT.

Source: ABS Cat. no. 4102.0 (various years); State and Territory governments (unpublished); table 8A.4.

Hazardous materials incidents

Over $40 billion or 40 million tonnes of chemicals, petroleum products and other hazardous materials are supplied and used annually in Australia. These products 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 and enhance public safety. Further, community expectations are rising that Governments will prevent hazardous materials incidents that threaten community safety and the environment. There are

rising expectations of fire service organisations in responding 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:

- effective planning, prevention, safe response and recovery from incidents, and
- influencing government policy and legislation to ensure integration of prevention and response activities.

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 4755 hazardous materials incidents in 2005-06 (table 8.3), a drop of 13 per cent on 2004-05. 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 8.3 **Number of hazardous materials incidents attended to by fire service organisations[a, b, c]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*
2001-02	1 647	1 879	279	1 142	1 292	30	79	151	6 499
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	1 285	1 116	30	62	238	4 755

[a] Data may differ from that in table 8A.2 because these data include fires involving or releasing hazardous materials. These data also exclude minor fuel or other flammable liquid spills/leaks of less than 200 litres. [b] The data represent incidents attended by fire service organisations. Fire service organisations may not be notified of all hazardous materials incidents occurring in the community. [c] 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.

Source: AFAC

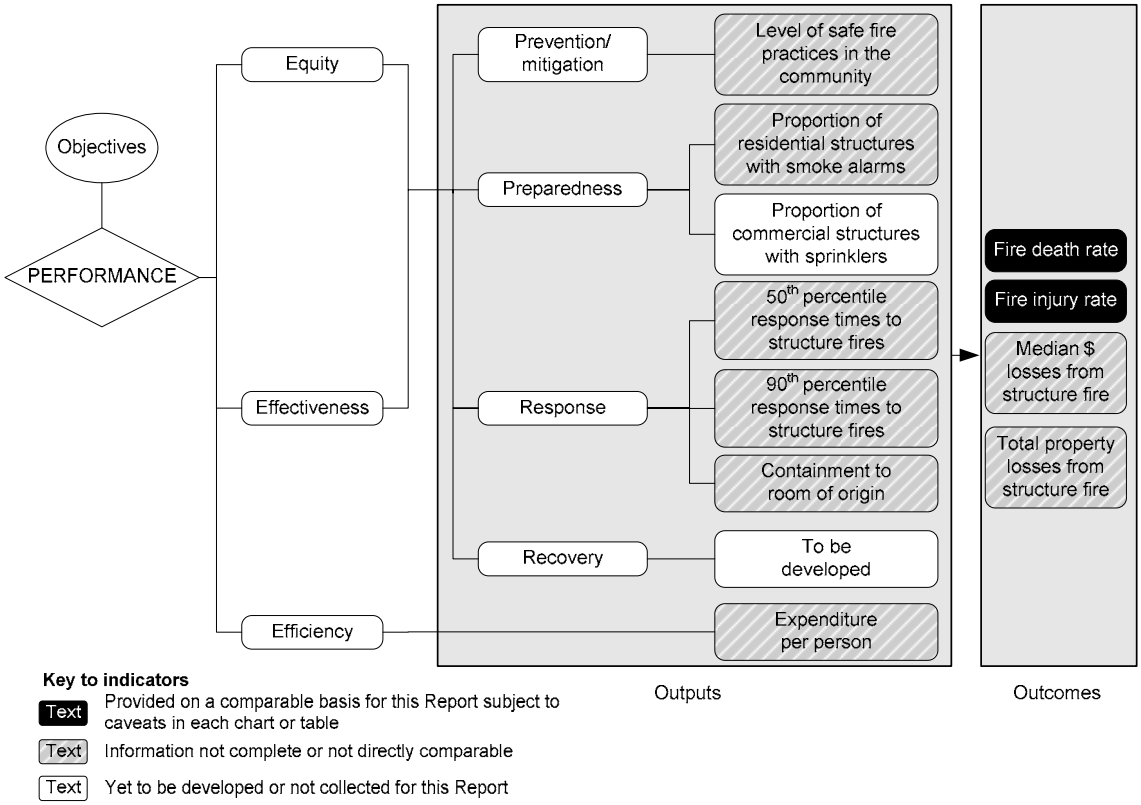
Framework of performance indicators

Figure 8.6 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 8.8.

The performance indicator framework for fire events shows which data are comparable in the 2006 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 8.6 **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

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) (ABS 2001a). 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 and effectiveness

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 8.4). Selected fire risk management/mitigation strategies across jurisdictions are identified in table 8A.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 by the ABS, jurisdictions have conducted their own surveys of household fire safety measures installed or prevention procedures followed consistent with local priorities, for example those with an already high level of reported smoke alarms in home may target and survey other fire safety

practices or measures. Such methodological differences between the surveys undertaken by the jurisdictions mean that nationally consistent data are not currently available.

Box 8.4 **Level of safe fire practices in the community**

'The level of safe fire practices in the community' is an output 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 output indicator of governments' objective to reduce the adverse effects of fire on the Australian community through preparedness measures (box 8.5).

Box 8.5 **Proportion of residential structures with smoke alarms**

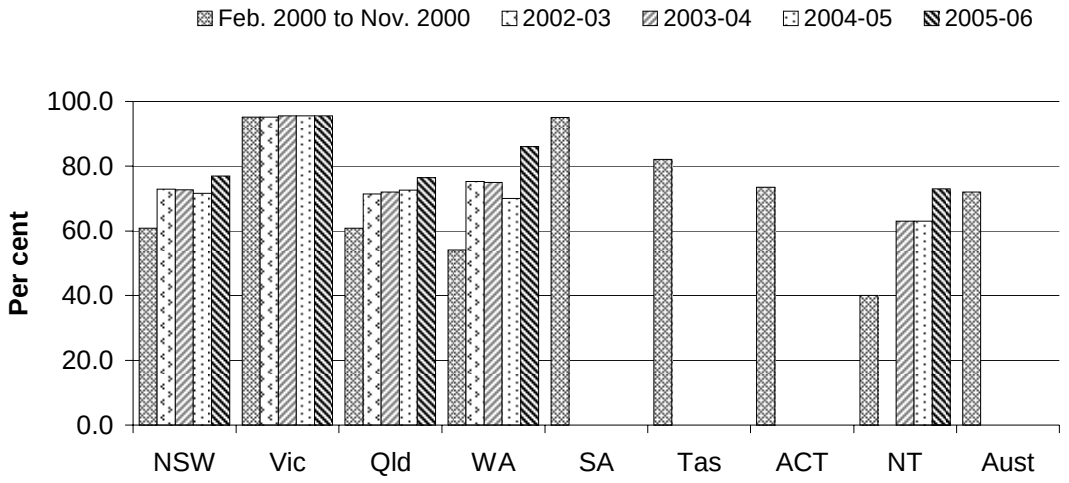
The indicator is defined as the number of households with an operational smoke alarm installed, divided by the total number of households.

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 currently 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). Data from 2002-03 onwards are sourced from jurisdictional collections and are not strictly comparable with the (earlier 1999-00) PSM data due to methodological differences.

Five jurisdictions (NSW, Victoria, 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 8.7).

Figure 8.7 **Households with an operational smoke alarm installed[a, b, c, d, e, f, g]**



[a] The February 2000 to November 2000 data are from the Population Survey Monitor (PSM) and represent the last occasion on which smoke alarm data were collected for all jurisdictions. The PSM was subsequently discontinued and, from 2002-03 onwards, the data were sourced from jurisdictional collections that were not strictly comparable with the PSM because of methodological differences. [b] NSW: The data for 2005-06 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 2005. The proportion of respondents reporting having smoke alarms installed in their home in 2005 was 76.9 per cent.. The 95 per cent confidence interval for 2005 is (75.8 to 78.0). Because the data is collected from a sample of the population, the 95 per cent confidence interval provides a range of values that should contain the actual value for the population 95 per cent of the time. [c] Victoria: Data for 2001-02 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 is based on the results of the most recent survey conducted in April 2004. [d] Queensland: 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. [e] WA: Data for 2002-03 collected by market research organisation (random telephone survey with residents of Perth households). 2003-04 market research also a telephone survey, covering metropolitan and country residents. Apparent fall in 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 collected October 2004. [f] Tasmania: No data available. [g] NT: Information for 2005-06 gained through survey results.

Source: ABS (2001b); State and Territory governments (unpublished); table 8A.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 8.6). Data for this indicator, however, were not available for the 2007 Report.

Box 8.6 **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 8.7). 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 as 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.

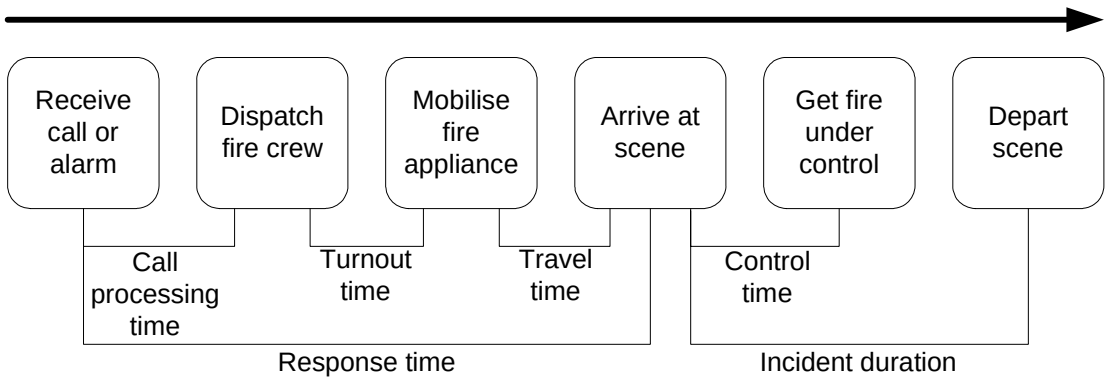
Box 8.7 **50th and 90th percentile response times to structure fires**

'50th and 90th percentile response times to structure fires' are output indicators of governments' objective to reduce the adverse effects of fire on the Australian community through timely response.

The indicator '50th 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, '90th 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 8.8.

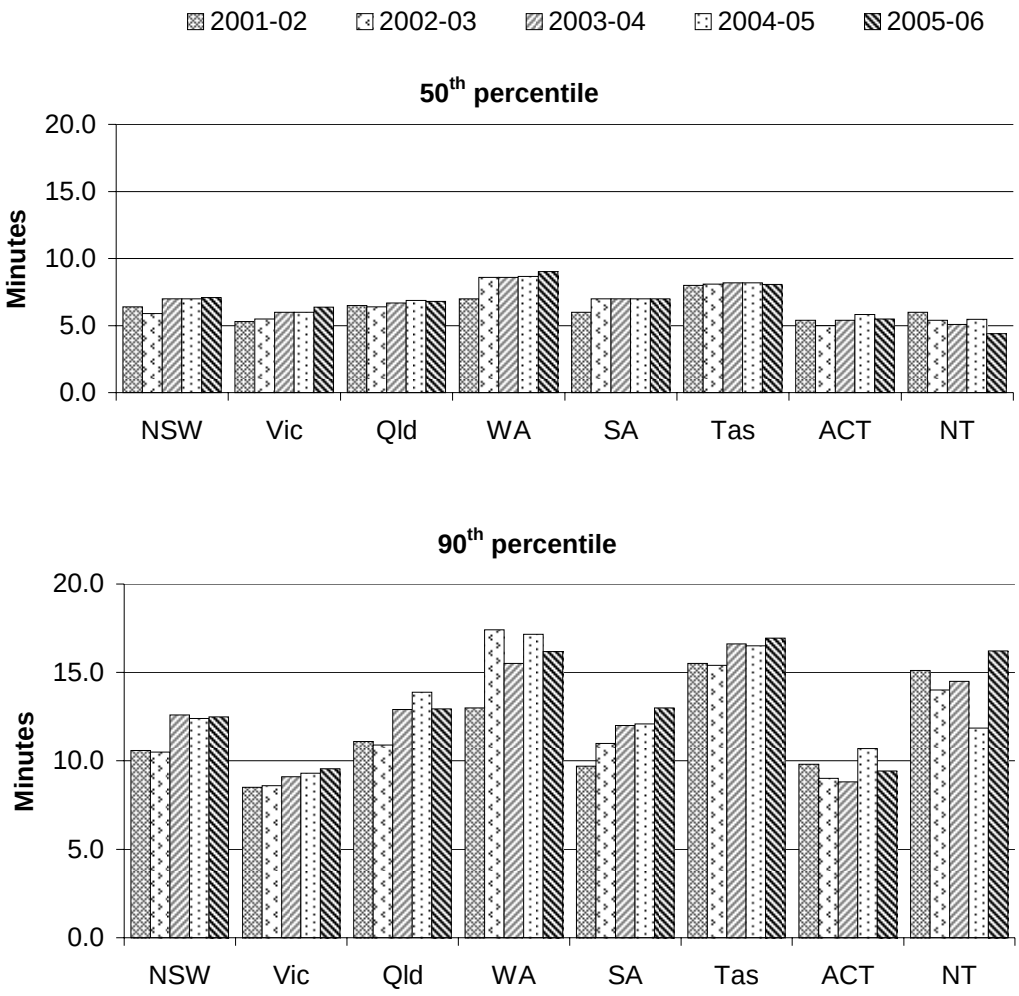
Shorter response times are more desirable.

Figure 8.8 **Response time points and indicators for fire events**



Response times vary between jurisdictions (figure 8.9). 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 8.10). 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 impacted upon 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).

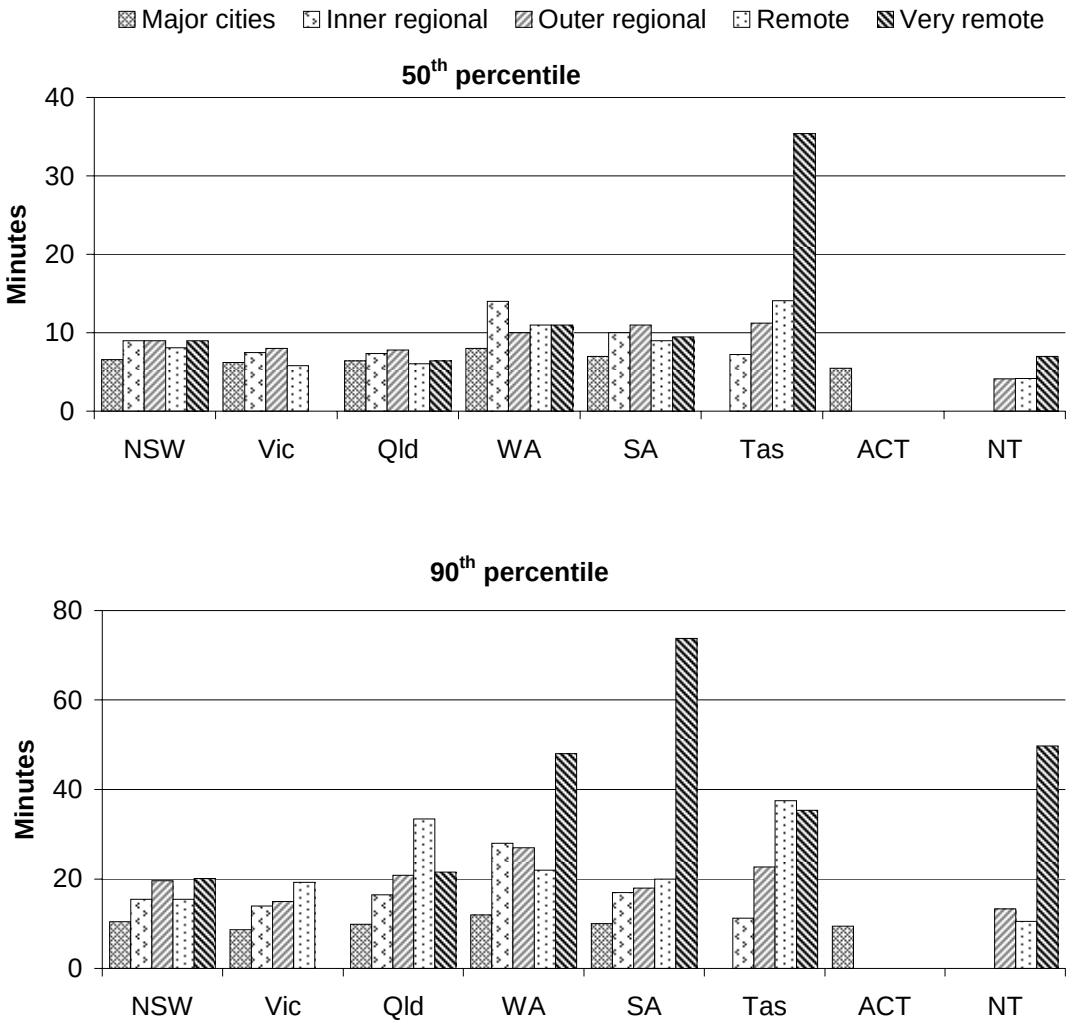
Figure 8.9 **Response times to structure fires**[a, b, c, d, e, f]



[a] NSW: Data for 2001-02 are for NSW Fire Brigades only, but include responses to calls outside NSW Fire Brigades' designated fire district. Data for 2002-03 and onwards include responses from the NSW Fire Brigades and NSW Rural Fire Service. [b] Queensland: Response times for rural fire brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. [c] WA response times in the cities, inter regional and regional areas are influenced by volunteer response in support and in remote areas of the state, are influenced by significant travel time to incidents. [d] Tasmania: Includes figures for all Brigades within the state, both career and volunteer, and, due to the highly dispersed nature of its population, comparisons of the response times with other jurisdictions will be affected accordingly. [e] ACT: Data for 2001-02 are adjusted to combine manual and automatic timing data. [f] NT: Data do not include data from Bushfires NT.

Source: State and Territory governments (unpublished); table 8A.12.

Figure 8.10 **Response times to structure fires, by geographic area, 2005-06**[a, b, c, d, e, f]



[a] Queensland: Response times for rural fire brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. [b] WA response times in the cities, inter regional and regional areas are influenced by volunteer response in support and in remote areas of the state, are influenced by significant travel time to incidents. [c] SA: The very remote category reflects data for only 12 fires. [d] Tasmania: Includes figures for all Brigades within the state, both career and volunteer, and, due to the highly dispersed nature of its population, comparisons of the response times with other jurisdictions will be affected accordingly. [e] ACT: Data for 2001-02 are adjusted to combine manual and automatic timing data. [f] NT: Data do not include data from Bushfires NT.

Source: State and Territory governments (unpublished); table 8A.13.

Response — containment to room of origin

Another indicator of response effectiveness for structure fires is ‘containment to the room of origin’ (box 8.8).

Box 8.8 **Containment to the room of origin**

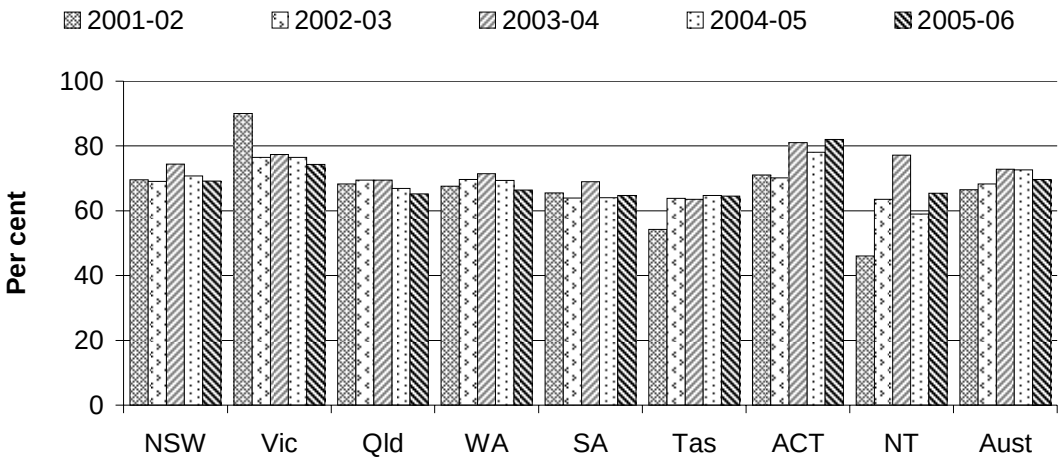
'Containment to the room of origin' is an output indicator of governments' objective to reduce the adverse effects of fire emergency events on the Australian community by response and mitigation strategies.

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 8.11).

Figure 8.11 **Structure fires (all ignition types) contained to the object/room of origin[a, b, c, d, e, f, g]**



[a] NSW: Data are for the NSW Fire Brigades only, but include responses to fires outside NSW Fire Brigades designated fire districts. [b] Victoria: Data for 2001-02 exclude the Country Fire Authority. Data from 2002-03 to 2004-05 include the Country Fire Authority. Due to data collection issues, data is incomplete for 2005-06. [c] Queensland: Rural Incident Database does not currently record the necessary information to calculate this measure. [d] SA: Data exclude the Country Fire Service. [e] Tasmania: Figures include data provided by all fire brigades, both full-time and volunteer. [f] NT: Data exclude data for Bushfires NT. [g] Australia: Average excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 8A.14.

Outputs — recovery

The Steering Committee has identified recovery as a key area for development in future reports (box 8.9).

Box 8.9 **Performance indicator — recovery**

An output indicator of governments' objective to reduce the adverse effects of fires on the Australian community through recovery has yet to be developed.

Outputs — efficiency

Efficiency indicators report on the unit cost of service delivery. The calculation of unit costs requires the specification of outputs. For fire service organisations, this is a difficult task, given the diversity of activities undertaken. The fire sector is considering a range of options for specifying outputs.

Expenditure per person

'Expenditure per person' is an indicator of the efficiency of governments in delivering emergency management services (box 8.10). 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 8.10 **Expenditure per person**

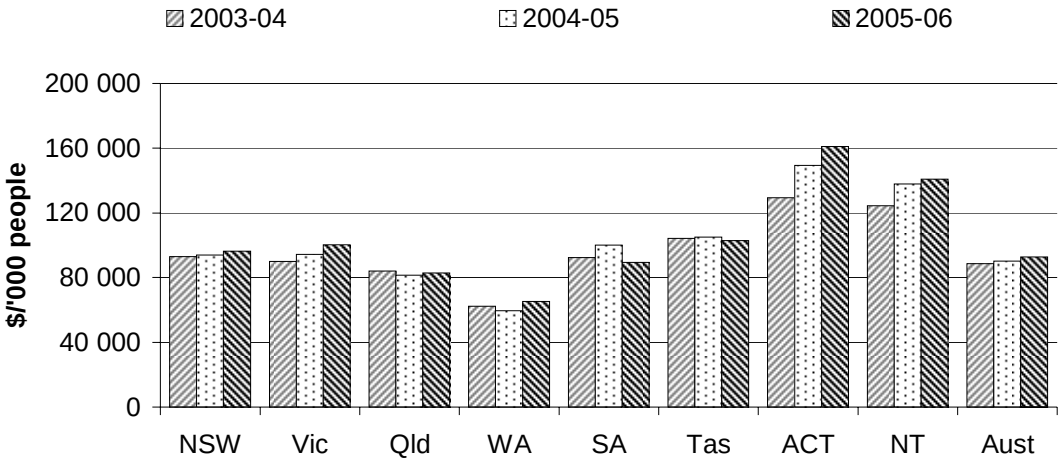
The indicator is defined as fire service organisation expenditure per 1000 people.

Expenditure 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 2005-06 was $93 441 (figure 8.12).

Figure 8.12 **Fire service organisations expenditure (2005-06 dollars)[a, b, c, d, e]**

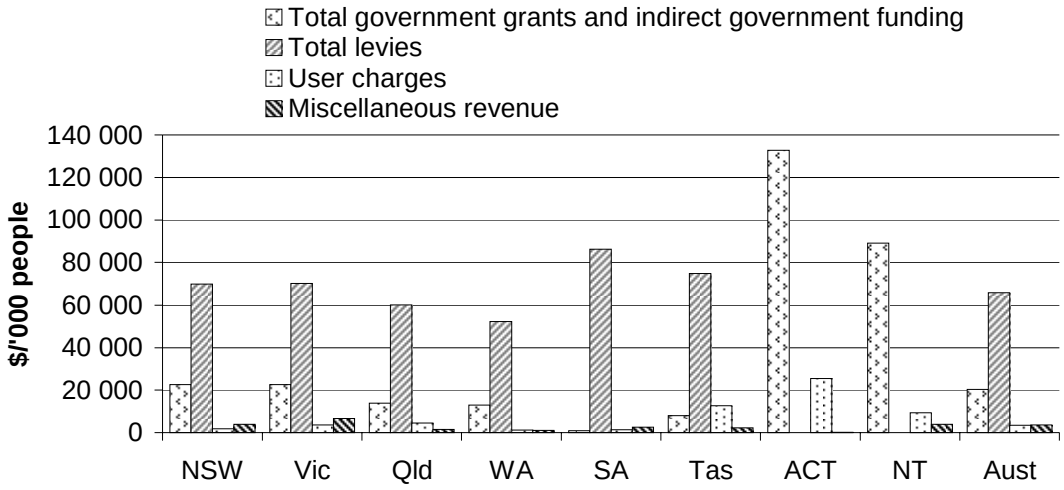


[a] Expenditure levels are adjusted using the Australian Bureau of Statistics (ABS) GDP price deflator 2005-06 = 100 (table AA.26) to arrive at a constant price measure. Due to differences in definitions and counting rules, data reported may differ from those in agency annual reports and other sources. 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. [b] NSW: Figures vary from year to year as a result of abnormal grants for specific major emergencies. [c] Victoria: MFB user cost of capital increase is related to June 2005 revaluations of $34 million and the 8 per cent cost of capital calculation. Increase in other revenue is due to recharges to CFA (approximately $2.5 million) for fibre optic communications/ICS support (SAP etc). Training costs for CFA do not represent the total training costs. Personnel and other costs associated with this item are included under other expense headings. [d] WA: A property-based Emergency Services Levy (ESL) was introduced on 1 July 2003; insurance levies ended on 31 December 203. For this transitional year, 2003-04 funding includes part fire levy and part ESL. The first full year of ESL funding was 2004-05. [e] 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.

Source: State and Territory governments (unpublished); tables 8A.16.

Nationally, total government grants and indirect government funding of fire service organisations per 1000 people in 2005-06 was $20 340. Levies per 1000 people in 2005-06 averaged $65 815 nationally, with relatively minor contributions from user charges and miscellaneous revenue (figure 8.13).

Figure 8.13 **Fire service organisation funding, 2005-06** [a, b]



[a] NSW: Fire Services data for 2005-06 are artificially inflated by significant abnormal grants associated with natural disasters. [b] 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.

Source: State and Territory governments (unpublished); table 8A.17.

Outcomes

The outcome indicators reported here relate to the objective of ESOs to minimise the effect of fire on life, property and the environment. The 'fire death rate', 'fire injury rate', 'median dollar losses from structure fire' and 'total property losses from structure fire' are indicators of the effect of fire on life, property and the environment. Caution should be exercised in interpreting data for some indicators given, for example, the relatively small number of deaths and 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 8.11).

Box 8.11 **Fire death rate**

The 'fire death rate' is an outcome indicator of governments' objective to minimise the adverse effects of fires on the Australian community and enhance public safety.

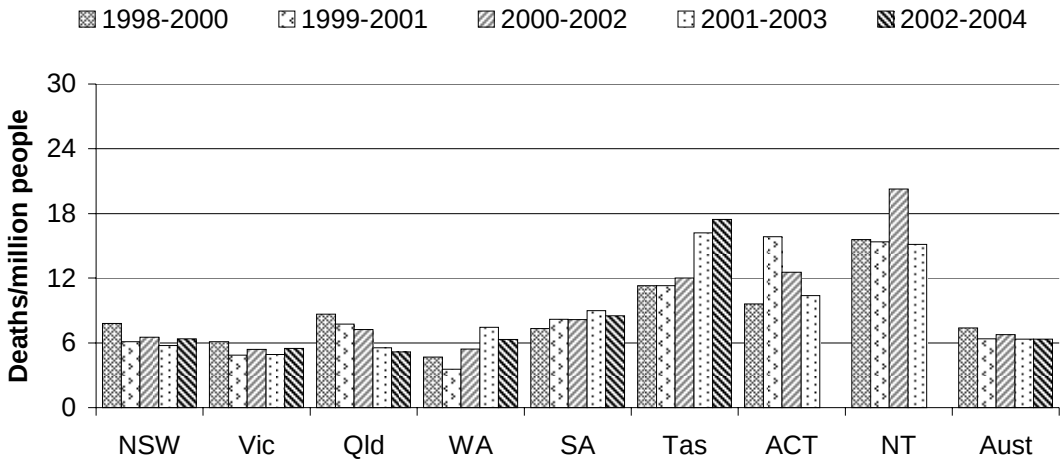
The indicator is defined as the number of fire deaths per million people. A lower fire death rate represents a better outcome.

Fire deaths are identified from cause of death information supplied by the medical practitioner certifying the death or by a coroner. Fire deaths are represented by registration of death at state and territory Registrars of Births, Deaths and Marriages.

Nationally, there were 110 fire deaths in 2004. Exposure to smoke, fire and flames accounted for 86 deaths, followed by 21 fire deaths from intentional self-harm by smoke, fire and flames (table 8A.6). Nationally, the fire death rate was 5.5 deaths per million people in 2004.

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 8.14). Nationally, the three year average fire death rate was 6.4 per million people for 2002–2004.

Figure 8.14 **Fire death rate[a]**



a Fire deaths data are reported by the State or Territory of the deceased's usual residence, and by the year in which the death was registered. The small number of deaths means death rates fluctuate from year to year and it is difficult to establish patterns. This must be taken into account in any interpretation of the data.

Source: ABS Cat. no. 3303.0 (unpublished); table 8A.6.

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 8.12). 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 is published (table 8A.7).

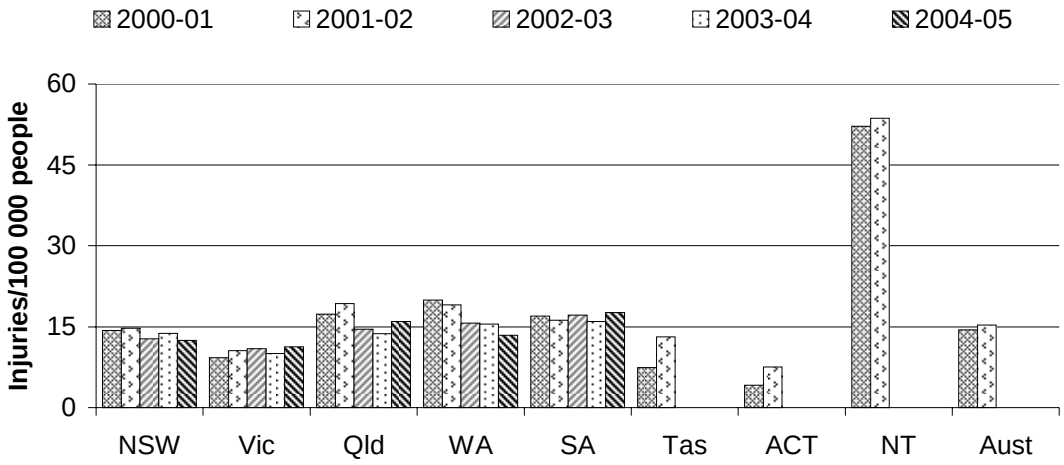
Box 8.12 **Fire injury rate**

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 8.15 **Fire injury rate[a]**



a Fire injuries are defined as the number of persons admitted to public and private hospitals with fire related injuries. Fire injuries are reported by the State or Territory where the injury is treated. Data excludes emergency department non-admitted casualties and fire injuries arising from arson, secondary fires resulting from explosions, and transport accidents. Since 2001-02, data for Tasmania, ACT and NT have not been published.

Source: ABS (unpublished); AIHW (unpublished); table 8A.7.

Losses from structure fire

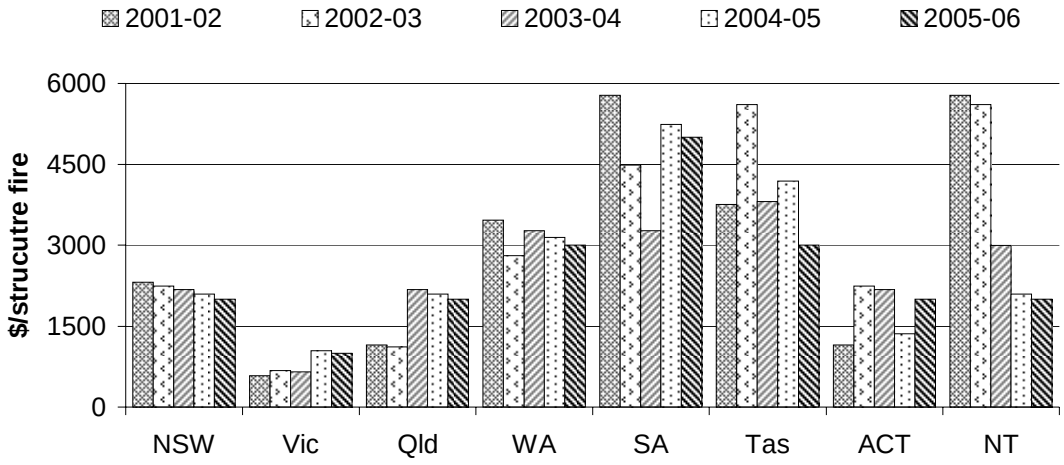
The 'median dollar losses from structure fire' (box 8.13) and the 'total property loss from structure fire' (box 8.14) are outcome indicators of the effect of fire on property. These data (expressed in real terms) have not been adjusted for jurisdictional differences in the costs and values of various types of building. Further, the method of valuing property loss from fire varies across jurisdictions.

Box 8.13 **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). 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 8A.8).

Figure 8.16 **Median dollar loss from structure fire (2005-06 dollars)**[a, b, c, d, e, f, g]



[a] Expenditure levels are adjusted using the ABS gross domestic product price deflator (2004-05 = 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. [b] NSW: Data are for the NSW Fire Brigades only, but include responses to fires outside NSW Fire Brigades designated fire districts. [c] Victoria: Due to data collection issues, Victorian data is incomplete for 2005-06. [d] Queensland: Reporting of incident attendance by rural crews is incomplete due to voluntary reporting procedures. [e] Tasmania: Figures supplied include data provided by all fire brigades, both full-time and volunteer. Incidents where the $ loss is zero or not reported have been excluded from the calculation of the median. [f] ACT: Data for 2001-02 exclude the ACT Bushfire Service. Data for 2002-03 exclude the January 2003 wildfire which destroyed over 500 houses and resulted in losses in excess of $200 million. [g] NT: Data do not include data from Bushfires NT.

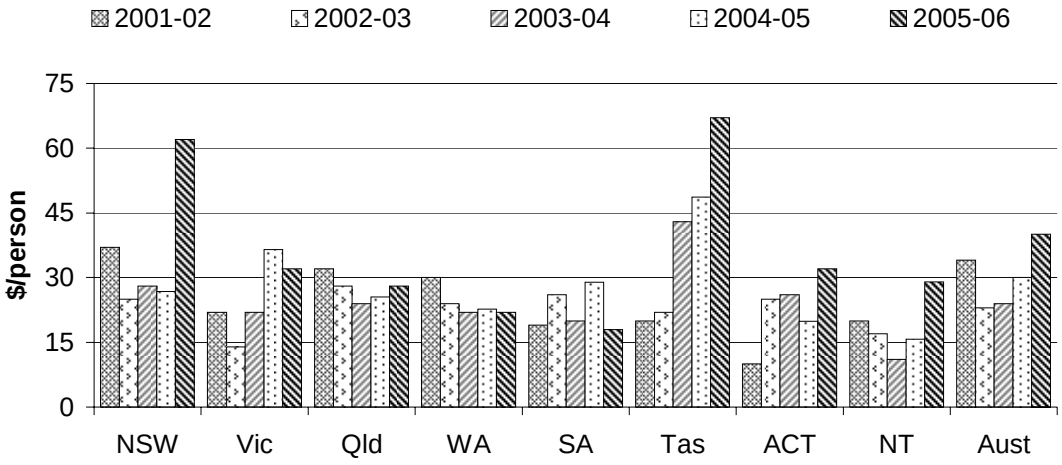
Source: State and Territory governments (unpublished); table 8A.8.

Box 8.14 **Total property losses from structure fire**

This indicator is defined as the total 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 total property loss per person (expressed in real terms) increased from 2004-05 to 2005-06 in most jurisdictions (figure 8.17).

Figure 8.17 **Total property loss from structure fire (2005-06 dollars)[a, b, c, d, e, f, g, h]**



[a] Total property loss levels are adjusted using the Australian Bureau of Statistics (ABS) gross domestic product price deflator (2005-06 = 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. [b] NSW: Data are for NSW Fire Brigades only, but include responses to calls outside NSW Fire Brigades designated fire districts. Data for 2001-02 include an outlier that resulted in direct dollar loss of more than $60 million. The increase in dollar loss can be attributed to the increase in the number of large loss fires. 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, 5 resulted in direct dollar loss in excess of $10 million each and one of $89 million. [c] Victoria: Total property loss from structure fires in 2004-05 was higher than the previous year, due to a number of fires with significant levels of individual loss. Due to data collection issues, data are incomplete for 2005-06. [d] Queensland: Data prior to 2003-04 exclude incidents solely attended by the rural crews. Reporting of incident attendance by rural fire crews is incomplete due to voluntary reporting procedures. Incidents with missing or nil dollar losses have been excluded. [e] Tasmania: 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. [f] ACT: Data for 2001-02 exclude the ACT Bushfire Service. Data for 2002-03 exclude the January 2003 wildfire which destroyed over 500 houses and resulted in losses in excess of $200 million. [g] NT: Does not include data from Bushfires NT. Data for 2005-06 include an outlier that resulted in a direct dollar loss of $3.5 million. [h] Australia: Average excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 8A.9.

8.4 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 the provision of emergency and non-emergency pre-hospital patient care and transport, inter-hospital patient transport, conducting specialised rescue services, preparing and providing

ambulance services to multi-casualty events, and enhancing the community's capacity to respond to emergencies.

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 8A.37). The descriptive information provided below on funding, incidents and human resources are for ambulance service organisations only. As discussed in section 8.1, 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 $1.4 billion in 2005-06. Nationally, revenue (expressed in real terms) increased each year from 2000-01 to 2004-05, with an average annual growth rate of 6.0 per cent (table 8.4).

Table 8.4 **Revenue of ambulance service organisations (2005-06 dollars) ($ million)[a]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*	*NT*	*Aust*[b]
2001-02	324.5	314.7	269.7	75.0	100.2	20.3	18.4	11.0	1 133.8
2002-03	355.2	340.3	288.8	78.0	90.5	20.7	23.8	12.3	1 209.6
2003-04	382.2	352.9	311.3	84.6	102.0	21.3	22.5	12.6	1 289.4
2004-05	391.7	388.6	310.4	94.6	109.8	24.7	16.8	15.7	1 352.3
2005-06	425.6	411.8	328.3	98.6	111.7	26.9	19.6	15.9	1 438.4

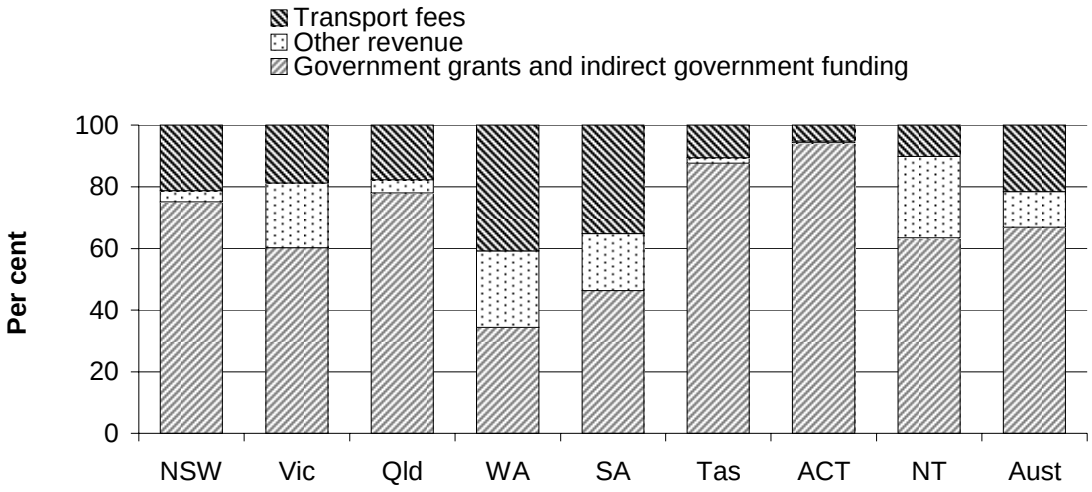
[a] Funding levels are adjusted using the ABS gross domestic product price deflator (2005-06 = 100) (table AA.26) to arrive at a constant price measure. Due to differences in definitions and counting rules, data reported may differ from data in agency annual reports and other sources. [b] Totals may not sum due to rounding.

Source: State and Territory governments (unpublished); table 8A.18.

Ambulance service organisations are funded by a variety of sources, with non-government sources making a significant contribution. The primary sources of funding across all jurisdictions in 2005-06 were revenue from State and Territory governments, transport fees (from government hospitals, private citizens and insurance) and other revenue comprising subscriptions, donations and miscellaneous revenue (figure 8.18).

Nationally, 67.0 per cent of funding for ambulance service organisations in 2005-06 was provided as direct government revenue and indirect government revenue, with the remainder sourced from transport fees and other revenue (figure 8.18).

Figure 8.18 **Major sources of ambulance service organisation revenue, 2005-06[a]**



[a] Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); table 8A.18.

Incidents

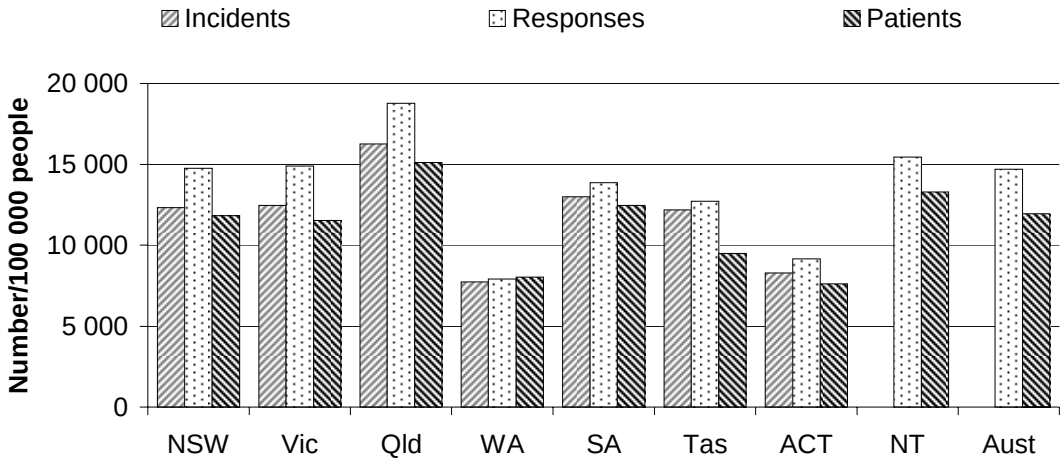
Ambulance service organisations attended 2.55 million incidents nationally in 2005–06 (table 8A.19). Most of these were emergency incidents (37.9 per cent), followed by non-emergency incidents (30.9 per cent) and urgent incidents (30.9 per cent).

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 nearly 15 000 responses, and 12 000 patients per 100 000 people in 2005-06 (figure 8.19).

Figure 8.19 **Reported ambulance incidents, responses and patients, 2005-06[a]**



a 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. Data for incidents per 100 000 people are not available for NT or Australia.

Source: State and Territory governments (unpublished); table 8A.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 2004-05, 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) (see table 8.5).

Table 8.5 **Aero medical resources and expenditure, 2005-06[a, b]**

	NSW	*Vic*	*Qld*	*WA*	*SA*	*Tas*	*ACT*[c]	*NT*	*Aust*
Operated by State Ambulance Service									
Fixed wing	4	4	–	–	–	1	–	–	9
Helicopter	–	3	–	–	–	–	–	–	3
Operated by other service providers									
Fixed wing	1	–	7	11	4	–	–	6	29
Helicopter	9	–	12	1	3	1	1	–	27
Total aircraft	14	7	19	12	7	2	1	– 6	68
Expenditure ($'000)	41 536	25 020	1 820	412	0	3 132	594	–	–

[a] 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. [b] 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 [c] Significant variance compared with the previous year results from including the direct cost of medical crews for the helicopter. – Nil or rounded to zero.

Source: Council of Ambulance Authorities (CAA).

Human resources

Data on human resources are reported by operational status on a FTE basis to provide a description of the human resources profile. 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, 11 152 FTE salaried personnel were involved in the delivery of ambulance services in 2005-06. The majority of salaried ambulance personnel in 2005-06 were ambulance operatives (81.7 per cent) (table 8A.20).

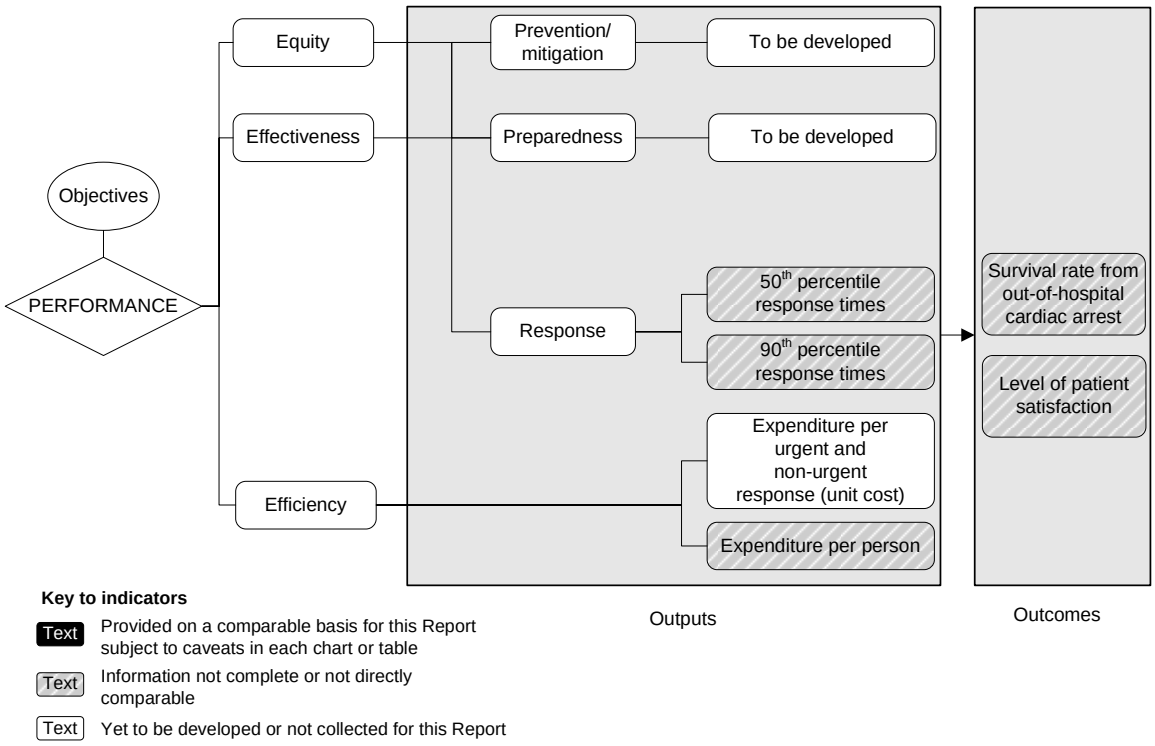
Nationally, 6273 volunteer personnel (comprising 5114 operatives and 1159 support personnel) participated in the delivery of ambulance services in 2005-06. The proportion of volunteer personnel and the nature of their role varied across jurisdictions. Given the decentralised structure of its ambulance service operations, WA has a high number of volunteer operational and corporate support personnel (table 8A.20).

Framework of performance indicators

Figure 8.20 presents the performance indicator framework for ambulance events, based on the general framework for all ESOs (figure 8.1). Definitions of all indicators are provided in section 8.8. Performance has been reported for a number of indicators, but different delivery contexts, locations and types of client may affect these indicators. Appendix A contains demographic and socioeconomic data that may assist in interpreting the performance indicators presented in this section.

The performance indicator framework for ambulance events shows which data are comparable in the 2007 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 8.20 **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.

Key performance indicator results

Outputs — equity and effectiveness

Prevention/mitigation

The Steering Committee has identified prevention/mitigation as a key area for development in future reports (box 8.15). There are difficulties in identifying useful and reliable indicators of prevention/mitigation for ambulance events given that other elements of both the health and justice systems are involved in these areas.

Box 8.15 **Performance indicator — prevention/ mitigation**

An output indicator of governments' objective to reduce the adverse effects on the Australian community of emergencies requiring ambulance services through prevention and mitigation strategies has yet to be developed.

Preparedness

The Steering Committee has identified preparedness as a key area for development in future reports (box 8.16).

Box 8.16 **Performance indicator — preparedness**

An output indicator of governments' objective to reduce the effects on the Australian community of emergencies requiring ambulance services through preparedness strategies 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 8.17). Response time data need to be interpreted with care, however, 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.
- Responses 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.

While 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 8.21).

Box 8.17 **50th and 90th percentile response times**

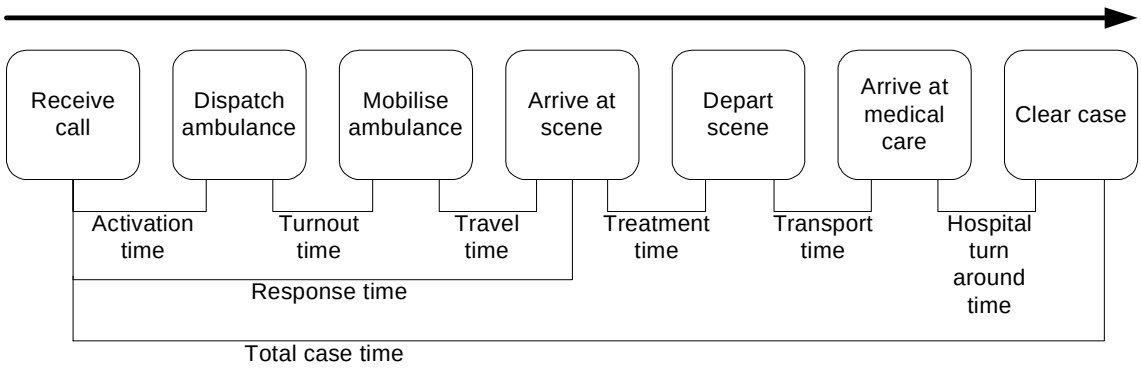
The 50th and 90th percentile response times are included as output indicators of governments' objective to reduce the adverse effects on the Australian community of emergencies requiring ambulance services through timely response.

The indicator '50th 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, '90th 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 8.21). Emergency responses are categorised by an assessment of the severity of the medical problem:

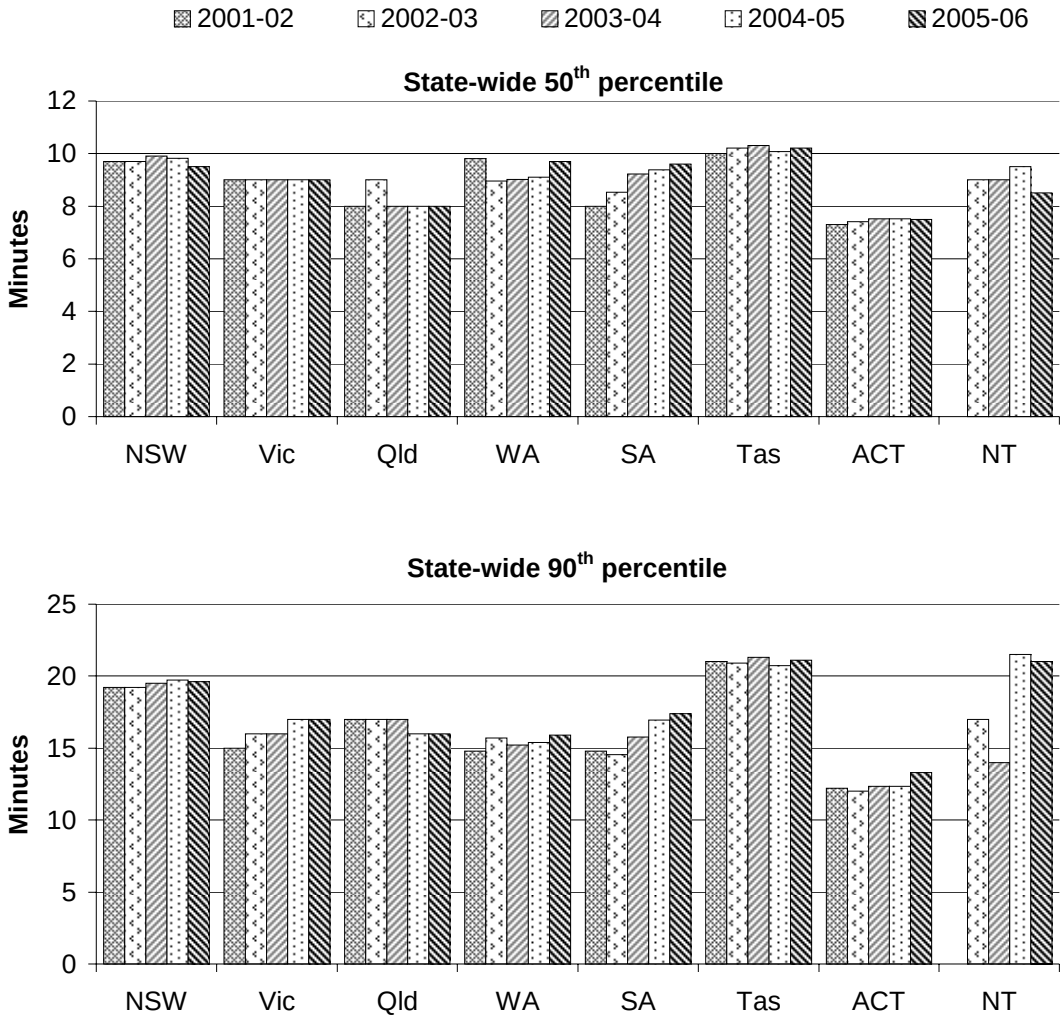
- code 1 — responses to potentially life threatening situations using warning devices
- code 2 — responses to acutely ill patients (not in life threatening situations) where attendance is necessary but no warning devices are used.

Figure 8.21 **Response time points and indicators for ambulance events**



Ambulance response times are reported on a State-wide basis (figure 8.22). In 2005–06, response time data were also collected and reported for the first time for the capital cities only. Urban response performance is impacted upon 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).

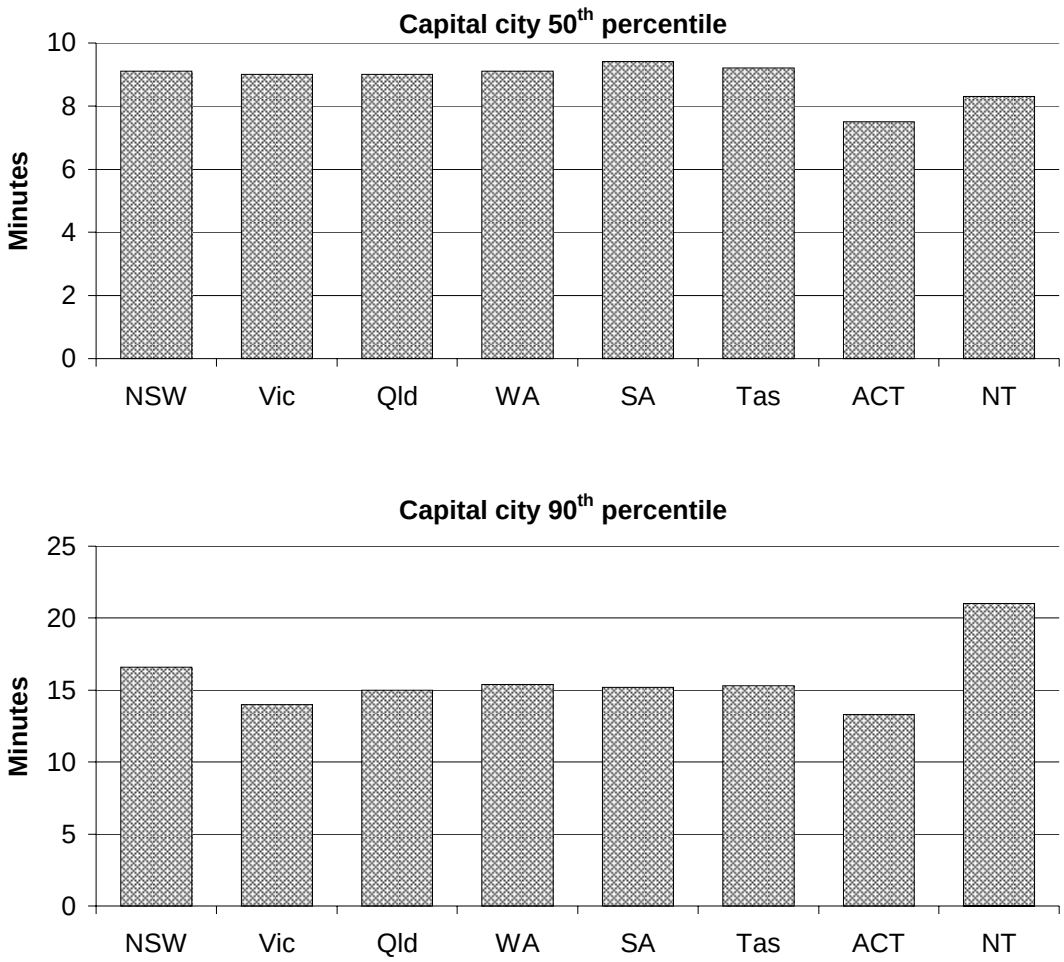
Figure 8.22 **Ambulance response times (State-wide)[a]**



[a] Differences across jurisdictions in definitions of response times, geography, personnel mix and system type for capturing data affect the comparability of response time data.

Source: State and Territory governments (unpublished); table 8A.23.

Figure 8.23 **Ambulance response times, 2005-06 (Capital city)[a]**



[a] Differences across jurisdictions in definitions of response times, geography, population dispersal, personnel mix and system type for capturing data affect the comparability of response time data.

Source: State and Territory governments (unpublished); table 8A.23.

Outputs — efficiency

The main efficiency indicator is expenditure by ambulance service organisations per 1000 people. Funding of ambulance service organisations per 1000 people is also reported to show the contribution of governments and other funding sources. Care needs to be exercised when interpreting efficiency data, however, because differences in the reporting of asset-related costs mean data are not fully comparable across jurisdictions.

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 2007 Report (box 8.18).

Box 8.18 **Expenditure per urgent and non-urgent response**

'Expenditure per urgent and non-urgent response' has been identified for development as an output 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 8.19). 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 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.

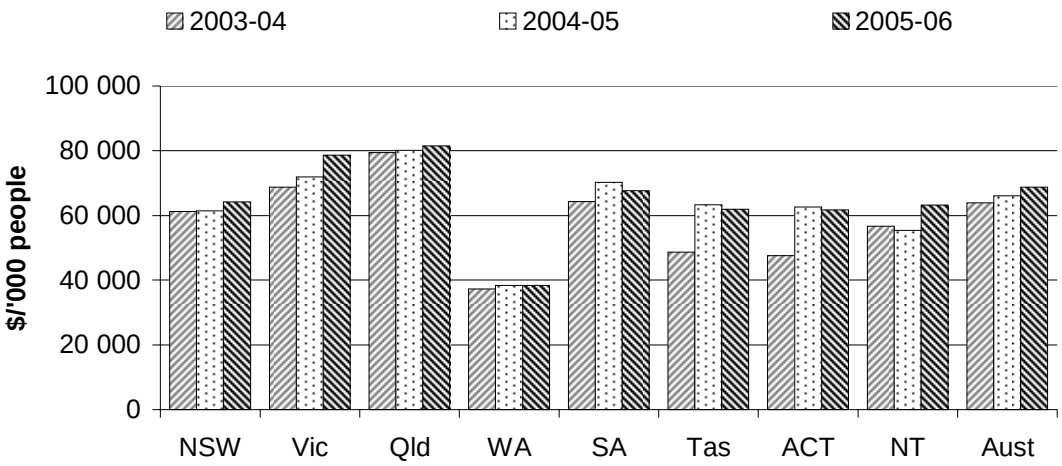
Nationally, total expenditure on ambulance service organisations per 1000 people was $68 765 in 2005-06 (figure 8.24).

Box 8.19 **Expenditure per person**

'This indicator is defined as ambulance service organisation expenditure per 1000 people. Expenditure is reported as the total cost (total direct and indirect government and other ambulance expenditure) of ambulance service organisations. The cost to government is reported as total government funding of these organisations. Total expenditure is a measure of efficiency for ambulance services, and government funding is a measure of the cost to government of ambulance service organisations. Both are reported, because revenue from other sources is significant for a number of jurisdictions.

Holding other factors constant, a decrease in expenditure per person represents an improvement in efficiency. Efficiency data are difficult to interpret, however. 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 changes in the characteristics of emergencies requiring ambulance services (such as more serious para-medical challenges). Similarly, low or declining expenditure per person may reflect improving efficiency or lower quality (slower response times) or less severe cases.

Figure 8.24 **Ambulance service organisations expenditure (2005-06 dollars)[a, b]**

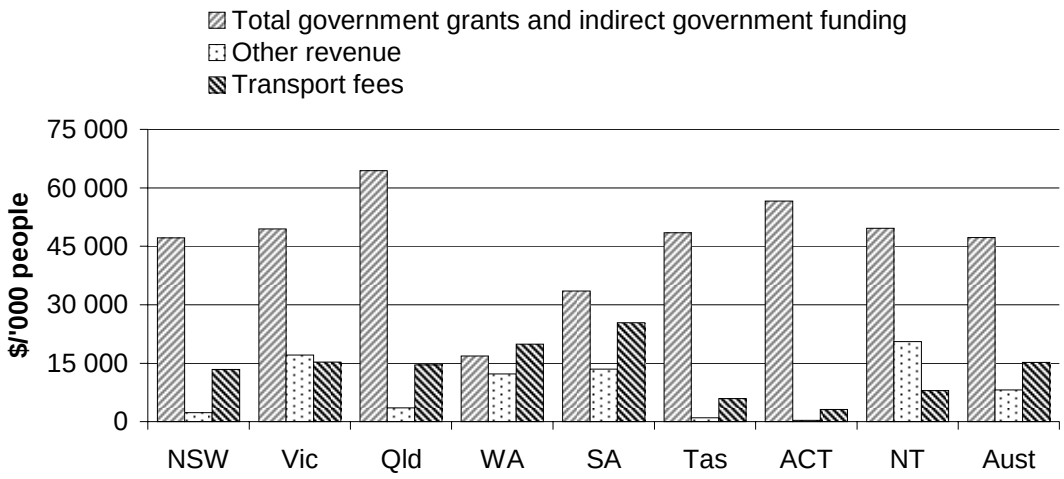


[a] Expenditure levels are adjusted using the ABS gross domestic product price deflator (2005-06 = 100) (table AA.26) to arrive at a constant price measure. [b] For 2005-06, the ACT Ambulance Service data has been collated using the new Emergency Services Agency Capability Model, which utilises a different 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: State and Territory governments (unpublished); tables 8A.25 and 8A.26.

Nationally, total government grants and indirect government funding of ambulance service organisations per 1000 people was $47 307 in 2005-06 (figure 8.25).

Figure 8.25 **Ambulance service organisations revenue, 2005-06[a]**



[a] Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); table 8A.27.

Outcomes

Survival rate from out-of-hospital cardiac arrest

An outcome measure for ambulance events is the survival rate from out-of-hospital cardiac arrest (box 8.20).

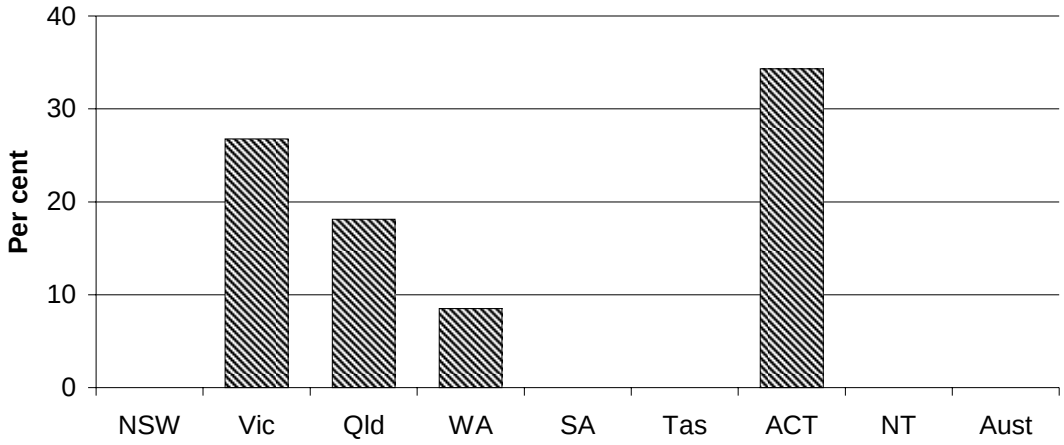
Box 8.20 **Survival rate from out-of-hospital cardiac arrest**

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 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 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 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 2005-06 (figure 8.26). A number of jurisdictions did not report on this indicator. Available data on the further breakdown of this indicator (see box 8.20) are reported in table 8A.22.

Figure 8.26 **Cardiac arrest survival rate, 2005-06[a, b, c]**



[a] The definition of witnessed cardiac arrest survival rates relates to the percentage of patients aged 16 years or 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. [b] A further breakdown of cardiac arrest data (see table 8A.22) is defined as the percentage of patients aged 16 years or 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 who have a return of spontaneous circulation (ROSC) on arrival at hospital. [c] A number of states who previously reported data were unable to report in 2005-06 due to changes in definitions.

Source: State and Territory governments (unpublished); table 8A.22.

Level of patient satisfaction

Another outcome measure for ambulance events is the 'level of patient satisfaction' (box 8.21). The performance of ambulance service organisations can be measured in terms of the satisfaction of those people who directly used the service (table 8A.24).

Data for 2004 to 2006 were collected by jurisdictions and collated by the CAA. The CAA survey obtained 4326 usable responses nationally from patients who used an ambulance service in 2006 (table 8A.24). The estimated satisfaction levels for ambulance patients were comparable with previous years (figure 8.27).

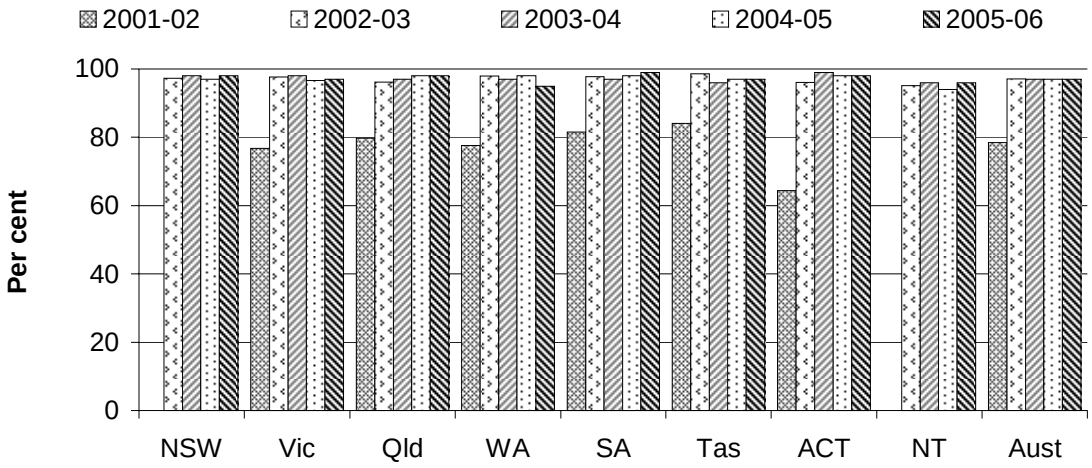
Box 8.21 **Level of patient satisfaction**

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.

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 8.27 **Proportion of ambulance users who were satisfied or very satisfied with the ambulance service[a]**



[a] 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. Data for 2001-02 not available for NSW and the NT.

Source: Council of Ambulance Authorities National Patient Mailout Satisfaction Research 2002-2006; table 8A.24.

8.5 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

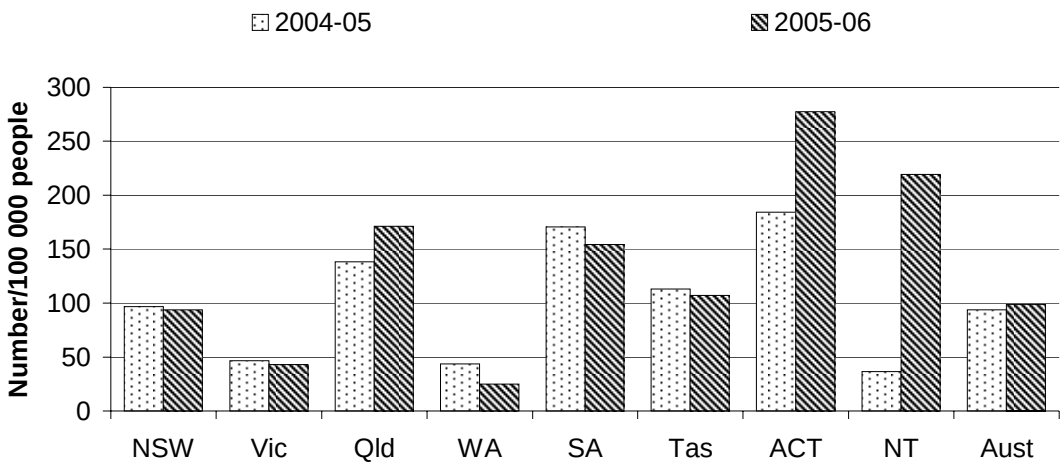
In all jurisdictions, a diverse range of ESOs provide emergency management services for road rescue events. In some jurisdictions, several agencies provide road

rescue services, although the trend is towards consolidation. In most jurisdictions, SES/TES have an important role in providing road rescue services, although this is not always the case. In Tasmania, the ambulance service provides road rescue services in urban areas, SES in most rural areas and the fire service in one rural area, while in NSW road rescue services are provided by five organisations.

Number of reported road rescue incidents

Nationally, there were 20 230 road rescue incidents in 2005-06, or 99.5 incidents per 100 000 people (table 8A.28). The number of incidents per 100 000 people varied between years and jurisdictions (figure 8.28).

Figure 8.28 **Reported road rescue incidents[a, b, c]**



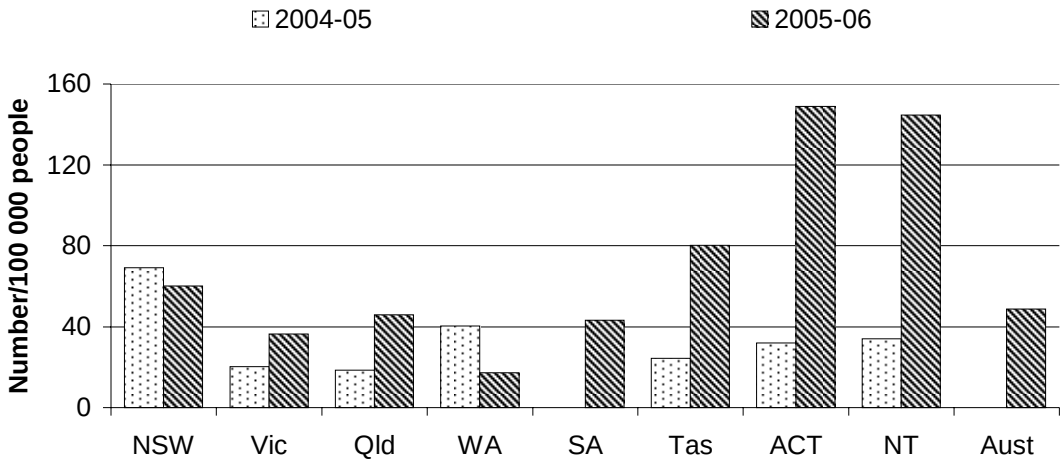
[a] Victoria: SES incidents reported are those where the SES responded as the primary rescue crew. Due to data collection issues, data is incomplete for 2005-06. [b] Queensland: SES and rural incident databases do not record the necessary information to calculate this measure. [c] SA: The SASES reports taskings, not being able to distinguish incidents.

Source: State and Territory governments (unpublished); table 8A.28.

Number of reported road rescue extrications

The data for road rescue extrications per 100 000 people display some marked variations across jurisdictions and, in some cases, within jurisdictions between 2004-05 and 2005-06 (figure 8.29). These marked variations may reflect definitional issues and the newness of the collection.

Figure 8.29 **Reported road rescue extrications[a, b, c, d, e]**



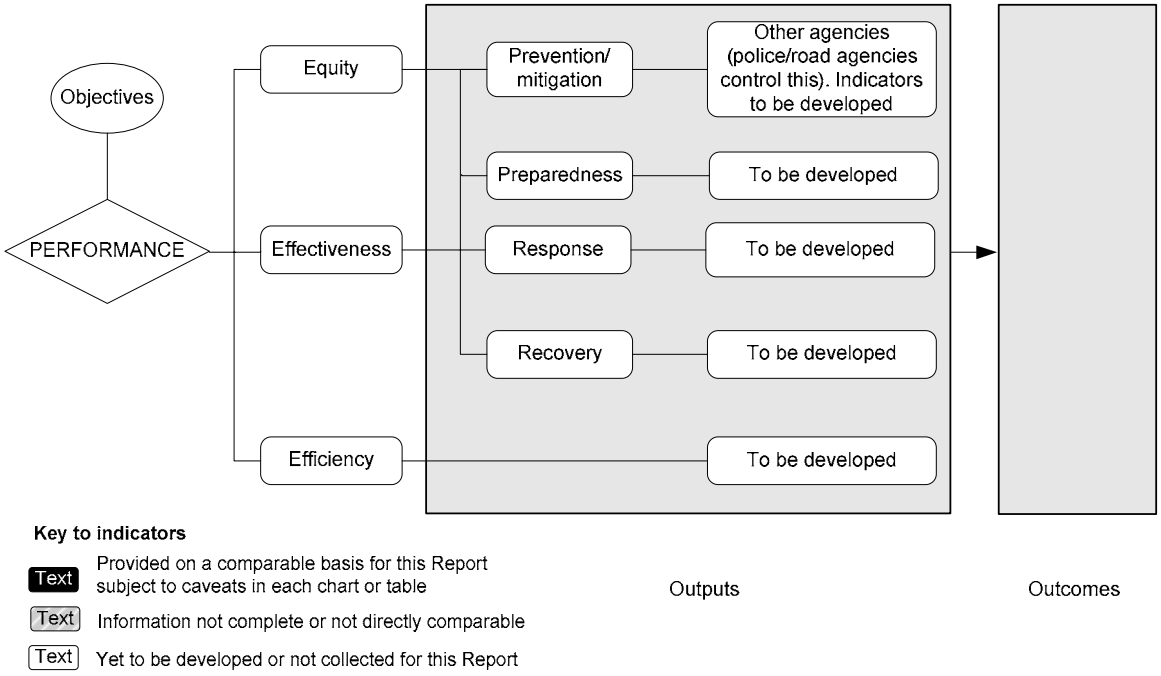
[a] Victoria: SES incidents reported are those where the SES responded as the primary rescue crew. Due to data collection issues, data is incomplete for 2005-06. [b] Queensland: SES and Rural incident database does not currently record the necessary information to calculate this measure. [c] SA: The SES extrications are not available for 2004-05. [d] Tasmania: Data include responses by fire services, ambulance services and SES. [e] ACT: There has been an increasing trend toward requiring extrication at road accident rescues.

Source: State and Territory governments (unpublished); table 8A.29.

Framework of performance indicators

Figure 8.30 presents the performance indicator framework for road rescue events based on the general framework for emergency management (figure 8.1).

Figure 8.30 **Performance indicators for road rescue events**



Key performance indicator results

No performance indicators are reported this year for road rescue services. Work is being undertaken to develop and expand the scope of performance reporting for road rescue events. Road rescue prevention/mitigation indicators are closely related to the indicators reported for road safety and traffic management in chapter 5 ('Police services').

8.6 Future directions in performance reporting

A number of developments are underway to improve data quality and comparability, and to expand the scope of reporting on emergency services.

Expanding the scope of reporting

In 2005-06, transport accidents accounted for nearly 1700 deaths and 41 000 hospitalisations (tables 5A.46 and 5A.47 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 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.

Improving data comparability and completeness

Work to improve the comparability and accuracy of data is continuing. Performance indicators for fire, ambulance and road rescue services are being improved with the assistance of the Australasian Fire Authorities Council, the CAA and the Australian Council for State/Territory Emergency Services. These organisations will continue to expand the scope of the data collected, and to refine data items and data definitions.

8.7 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).

New South Wales Government comments

"The NSW Government continues its commitment to ensuring safer communities and providing excellence in emergency risk management. In 2005-06, Ambulance Service of NSW (ASNSW) responses increased by 5.3 percent to over 995,900, averaging 2,728 responses per day, with improved response times at both the 50th and 90th percentiles. ASNSW also improved case cycle time of ambulance resources by 34 percent by utilising the patient allocation matrix to identify in-patient medical services provided at each metropolitan hospital. Early notification to emergency departments of estimated ambulance arrival time and the condition of the patient and real time use of data to disperse ambulance patients to emergency departments also assisted hospitals in managing peak demand periods. ASNSW added 60.5 ambulance officers in rural NSW and 73 ambulance officers and 21 patient transport officers in Sydney. The ASNSW Special Operations Unit, working with Emergency Management Australia and AusAid, coordinated the response of a 25 member medical taskforce to Indonesia following the May 2006 earthquake.

The State Emergency Service (SES) implemented Request For Assistance (RFA) Online, an Operations Management System, and a dedicated 24x7 Operational Communications Centre to receive life-critical emergency calls from the NSW Police Service in relation to accredited rescue responses. The State Emergency Management Committee endorsed the State's first Tsunami Emergency Sub-Plan. The revised Hawkesbury-Nepean Flood Emergency Sub-Plan was endorsed and tested and the SES commenced the roll out of the Business FloodSafe Toolkit and began developing a complementary Home FloodSafe package.

The draft document, *Planning for Bush Fire Protection 2006*, providing information on standards for building or renovating in bushfire prone areas was released for comment by the NSW Rural Fire Service (NSWRFS). The NSWRFS undertook a comprehensive Strategic Asset Management Plan including completion of Standards of Fire Cover analysis of all its brigades and the development of standard brigade station designs, and, on behalf of the Coordinating Committee, the NSWRFS commenced a review of the Bush Fire Risk Management Plan process. NSW Fire Brigades (NSWFB) communication centres processed 259,647 incidents. The NSWFB completed new fire stations at Arncliffe, Cranebrook, Katoomba, Molong and Tingira Heights; and major renovations at Hamilton, Manly, Toukley, Trangie and Wallsend fire stations and further reduced the age of its fleet by replacing older vehicles with new fire engines. The NSWFB improved prevention and preparedness by initiating the "I–Zone" Project to reduce the effects of bushfires at the urban/bushland interface; assisted in introducing legislation making smoke alarms mandatory in all NSW homes from 1 May 2006; led the national push for reduced fire-risk cigarettes; established a further 22 Community Fire Units, taking the total to 314 and visited 10,660 homes to install new smoke alarms or check previously-installed alarms."

Victorian Government comments

“Late January and early February 2006 saw numerous simultaneous wildfires across Victoria, particularly in the Grampians region. Successful integrated response and recovery activities were undertaken during these fires, including the provision of interstate support from NSW and Tasmanian firefighters. Extensive community preparation for the fire season contributed significantly to minimising the losses incurred as a result of these fires. Application of the Memorandum of Understanding between ABC Radio as the official broadcaster of emergency information and the emergency services occurred during the fires providing communities with timely, ongoing information.

During March 2006, Victoria hosted a successful and incident free Commonwealth Games, which was the culmination of many years of planning and preparation including considerable work by the state’s police and emergency services.

Two important new agencies were established during the year. On 1 July 2005 the Emergency Services Telecommunications Authority (ESTA) commenced operations in accordance with the Emergency Services Telecommunications Authority Act 2004. ESTA is responsible for the provision of emergency telecommunications including call taking, dispatch and other communications services. The Victoria State Emergency Service (VICSES) was established as a statutory authority on 1 November 2005, placing it on an equal footing with Victoria’s other emergency services.

Victoria’s commitment to more responsive and safer ambulance services continued in 2005-06 with new emergency response teams operating in metropolitan and rural Victoria. In addition, the Metropolitan Ambulance Service (MAS) continued to better target its responses through its secondary triage referral service. This reduced the need to dispatch ambulances to 13,498 patients who were either redirected to alternative care or provided with self-care advice. Arrangements were also put in place to manage calls to the Nurse-on-Call health assistance line which commenced operation.

The government’s Statewide Integrated Public Safety and Communications Strategy (SIPSaCS) rolled out improved communications technology, including Mobile Data Network for Police and Ambulance, Metropolitan Mobile Radio in police vehicles, fire appliances and ambulances, and a pager based Emergency Alerting System to VICSES and Country Fire Authority. At the same time MAS continued training for the majority of it’s paramedics in the use of the Victorian Ambulance Clinical Information System. Rural Ambulance Victoria is also intending to introduce this system.”

Queensland Government comments

"The Queensland Government provides world-class emergency and disaster management services under the umbrella of a single department. This unique model assists Queensland's preparedness from an all-hazards perspective and facilitates multi-service collaboration, coordination and cooperation.

Queensland's integrated approach was put to the test on 20 March 2006 when Tropical Cyclone Larry devastated Innisfail and the surrounding area. As lead agency for disaster management in Queensland, Emergency Management Queensland (EMQ) initiated disaster management preparation on March 17, three days before the cyclone crossed the coast. By the time it became apparent the cyclone was going to hit the coast with severe intensity, specialist crews had been deployed to the region and liaison with other functional agencies was well under way. SES crews from areas in the cyclone's path were activated and evacuations of more than 1000 residents began. A whole-of-Government incident management taskforce was implemented immediately following the cyclone which responded to more than 6500 requests for assistance in the first two weeks.

During the year, EMQ conducted numerous exercises, which have significantly contributed to the level of preparedness of staff and key stakeholders and ultimately to a safer Queensland. The exercises covered topics including counter terrorism, recovery for major natural disasters and pandemics. They provided an opportunity for disaster managers and responders to test their skills and evaluate the effectiveness of existing plans.

Queensland Ambulance Service (QAS) has been recognised for its investment in staff development. During the year, QAS won the Australian Training Initiative Award for its work in overcoming the challenges of delivering professional development programs to staff in rural and remote locations across the state. QAS also employed 70 new paramedics to help maintain quick responses from our life saving staff. These additional paramedics are in new positions, above the attrition replacement level. They have been employed in areas of greatest need in Queensland to ensure the community receives appropriate levels of service. An additional 214 paramedics will be placed over the next two years.

Queensland Fire and Rescue Service (QFRS) received two Australian Business Excellence Awards (Finalist for Overall Performance and Winner of the Strategy and Planning Award) and continued to improve home safety, safety in licensed premises and building fire safety compliance by developing new legislation. The Fire and Rescue Service Amendment Bill 2006 will make it compulsory for owners of residential houses and units to install smoke alarms in all pre-1997 homes, with smoke alarms already mandatory in homes constructed after 1 July 1997. QFRS also continued to enhance bushfire preparedness in high fire risk zones by better preparing its residents before the wildfire season, delivering more training to personnel in fire management strategies and consolidating incident control capabilities."

Western Australian Government comments

"Emergency Management continues to be challenged in Western Australia. One third the land mass of the continent, the state has varying climates, topography and a widely dispersed population. The WA Government works collaboratively with the community across all locations. Users of emergency services can be metropolitan or regional dwellers, visitors, or isolated indigenous or mining communities.

Of particular note this year were the seven cyclones which threatened WA communities, particularly in the North West. The northern coastal region of WA is one of the most cyclone-prone areas in the world. The magnitude of their impact and subsequent flooding in early 2006 required additional effort. In spite of the potential for a major disaster, no lives were lost or major injuries recorded. There are an estimated 142 100 visitors to the Northwest each December quarter, so a special traveller's safety brochure was developed in partnership with ABC radio to complement their safety and awareness during this time.

Although bushfires were not as frequent or destructive as in previous years, the Fire and Emergency Services Authority (FESA) distributed 35 000 bushfire Stay and Defend or Go Early kits as one of its many community safety campaigns. The first Community Emergency Management Officers (CEMOS) were also appointed to assist local government in bushfire planning. More water bomber "Helitacs" were provided with a subsequent increase in their coverage area. Over a million litres of water were dropped by these helicopters. A new designated "aerial intelligence" helicopter was introduced with a thermal imaging camera and the ability to transmit real-time images of mapping to the ground.

The Emergency Management Act came into operation in December, establishing overarching arrangements for the State's emergency services, including local governments and support organizations. The Emergency Service Levy (ESL) provided an additional $7.9 million towards the development of the WA Emergency Radio Network Project. When completed, there will be provision of inter-operable communications between all agencies involved in emergency response. It is anticipated that more than 7000 mobile radios will be replaced with dual band equipment.

Road ambulance services are delivered by non-government suppliers for most of the State. St John Ambulance Australia Service (SJA) is the principal provider. Now in its second year, the contract between the Department of Health and SJA will provide an additional 100 paramedics and a substantial capital works programme over five years. The additional resources are aimed primarily at enhancing metropolitan response times. Ambulance services in rural communities in Western Australia are largely dependent on SJA volunteers with over 3 million volunteer hours being contributed annually. Essential air ambulance coverage across the state Is provided by the Royal Flying Doctor Service's 11 fixed wing aircraft. In addition, Rescue One, the FESA Emergency Rescue Helicopter Service, services a 200 kilometre radius which covers more than 90 per cent of the population of Western Australia."

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; and
- Efficiently managed and supported to meet modern challenges.

The Government has established the SA Fire and Emergency Services Commission (SAFECOM) to enhance community safety and make the best possible use of resources under the Fire and Emergency Services Act 2005. SAFECOM's Strategic Plan sets community safety goals, objectives and strategies to achieve them.

In Health, the SA Ambulance Service (SAAS) highlights 2005-06 include:

- Ranking the nation's leading ambulance service in patient satisfaction;
- Strengthening SA Ambulance Service's capabilities, along with strategic and business planning as an integral part of the health system;
- Embarking on an ambitious and challenging Service Development Plan to enhance service delivery, including over 60 projects designed to put patients' needs at the forefront of planning;
- Implementing a joint Assessment and Crisis Intervention Service (ACIS) project with Mental Health based in the State Communications Centre. Designed to create better outcomes for mental health patients, a Mental Health Nurse was located in the Centre between 5pm and 8am daily; and
- Completing a new Memorandum of Understanding between SAAS, the Department of Health, Royal Flying Doctor Service and SA Police to clearly define the responsibilities of each service in dealing with people who have a known or suspected mental illness.

Major emergency management initiatives for 2006-2007 include:

- Implementing the recommendations of the COAG Reviews of Natural Disaster Management and Bushfires;
- 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; and
- Working closely with the Convention of Ambulance Authorities and the Australasian Fire Authorities Councils' initiatives for service excellence."

Tasmanian Government comments

"Tasmania has a number of unique characteristics which impact on the provision of emergency services throughout the state, including the small and dispersed population (and subsequent lack of economies of scale), the reliance on a network of 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).

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 232 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. The Government has made a decision to transfer urban road crash rescue from the ambulance service to the fire service and this decision will take effect from 1 December 2006.

Tasmania is 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 other jurisdictions. Increasing demand for ambulance services is a major issue with the ageing of the population being the major factor in the growth in demand.

Tasmania trains a far greater proportion of its salaried ambulance personnel to paramedic level than most other jurisdictions. Operational staffing increased by 25 positions in the north-west region of Tasmania during the last 18 months and election commitments have been made to provide extra ambulance crewing in Hobart and Launceston in the year ahead."

Australian Capital Territory Government comments

"

The ACT Government continued its commitment to enhance community safety, emergency management preparedness and capability building through the ACT Emergency Services Authority (ESA), which comprises the ACT Ambulance Service, the ACT Fire Brigade, the ACT Rural Fire Service and the ACT State Emergency Service.

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 operational capability of the ESA and many of the processes that have been established to effectively provide for joint planning and operations. These included:

- A series of 'white powder' incidents involving government buildings and embassies;
- The structural collapse at the Defence Force Staff College in Weston; and
- A severe thunderstorm on 2 December 2005.

The Operational capability of the ESA was further improved or enhanced through the continued work of the following key projects:

- Trunk Radio Network (TRN). The progressive roll out of the digital TRN continued, resulting in enhanced radio coverage over most of the urban area as well as rural areas to the north and west of the ACT; and
- Remote area mobile data and Automatic Vehicle Location (AVL). This extension of the computer aided dispatch system provides an accurate and real time common operating picture for emergency management operations in rural areas of the ACT.

All ESA services were involved in the testing of the command and control procedures, triage and mass casualty management during the counter terrorist exercise *Mercury 2005* and *Exercise Precinct 84* the Canberra CBD evacuation exercise in 2006 and the ESA's contribution to the development of the Chemical, Biological and Radiological (CBR) plan.

Building on a well-established community information foundation, the ESA developed and distributed to every Canberra household the *Emergencies and the National Capital - A Residents Guide* (the Guide). Designed to provide a range of information that can be applied regardless of the prevailing hazard, the Guide highlights the ACT Evacuation Strategy and introduces the All Hazards Warning System (AHWS). The Guide includes advice to residents to assist in the development of a home evacuation plan and was made available as an audio CD, and also in large font and Braille formats for the visually impaired.

"

Northern Territory Government comments

"For the first time the Northern Territory Fire and Rescue Service (NTFRS) has its own Output Group which better reflects the fire and rescue services role within its community and the role it plays within the emergency management community of the Northern Territory. The Output Group, 'Prevention and Response Management' clearly reflects the Government's social policy of 'Building Safer Communities' and enables the fire and rescue service to identify areas of response and community safety which are important to it.

To this end the NTFRS Community Safety Strategy and the Fire Reduction Strategy play a large role in the NTFRS effort to reduce the number of fires it attends and the severity and impact those fires have on the community. In the past 12 months the NTFRS has managed to reduce the number of grass fires it attended by approximately 600. This continues the downward trend in the number of grass fires within NTFRS emergency response areas of approximately 60 per cent over the past five years.

The Northern Territory Government has continued it's commitment to a safer community with the commencement of construction of a new fire station in Darwin's northern suburbs. The $4.75m fire station will replace the aging fire station at Casuarina and improve service delivery throughout Darwin's northern suburbs and provide faster assistance to other fire stations in the Darwin region.

Government purchased a new tanker appliance for the Darwin rural region during the reporting period. The tanker will greatly assist firefighters in the rural interface area and assist with the deployment of tanker appliances throughout the Northern Territory.

The NTFRS has developed and launched its 2006 – 2009 Strategic Plan. The Plan will set direction for the NTFRS over the next three years and provide a solid foundation for its continued development after the Government Review into the NTFRS some three years ago.

Major Emergency Management initiatives during the reporting period include:

- Participation in the Commonwealth's Bushfire Preparedness and Awareness Campaign.
- Smoke Alarm and Home Evacuation Campaigns.
- Significant assistance to the Territory community in the wake of the Katherine Floods and Cyclone Monica.
- Elevated participation in national emergency management initiatives."

8.8 Definitions of key terms and indicators

Ambulance service response times	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: 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.
50th percentile ambulance service response times	The time within which 50 per cent of emergency (code 1) incidents are responded to.
50th percentile fire service response times	The time within which 50 per cent of first fire resources respond.
90th percentile ambulance service response times	The time within which 90 per cent of emergency (code 1) incidents are responded to.
90th percentile fire service response times	The time within which 90 per cent of first fire resources respond.
Alarm notification not involving fire	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.
Ambulance expenditure	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.
Ambulance incident	An event that results in one or more responses by an ambulance service.
Ambulance non-government revenue	Includes revenue from subscription fees, transport fees, donations and other non-government revenue. Excludes funding revenue from Australian, State and local governments.
Ambulance patient	A person assessed, treated or transported by the ambulance service.
Ambulance personnel	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.
Ambulance response	A vehicle or vehicles sent to an incident. There may be multiple responses/vehicles sent to a single incident.
Ambulance services	Provide emergency and non-emergency pre-hospital and out of hospital patient care and transport, inter-hospital patient transport, specialised rescue services, preparedness and provision of ambulance services to multi-casualty events, and to enhance the community's capacity to respond to emergencies.

Emergency ambulance response	An emergency ambulance response (code 1) to a pre-hospital medical incident or accident (incident is potentially life threatening) that necessitates the use of ambulance warning (lights and sirens) devices.
Events in which extrication(s) occurred	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.
Extrication	Assisted removal of a casualty.
False report	An incident in which the fire service responds to and investigates a site, and may restore a detection system.
Fire death	A fatality where fire is determined to be the underlying cause of death. This information is verified by coronial information.
Fire death rate	The number of fire deaths per 100 000 people in the total population.
Fire expenditure	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.
Fire incident	A fire reported to a fire service that requires a response.
Fire injury	An injury resulting from a fire or flames, requiring admission to a hospital. Excludes emergency department outpatients.
Fire injury rate	The number of fire injuries per 100 000 people in the total population.
Fire personnel	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.
Fire safety measure	• Operational smoke alarm or detector • Fire sprinkler system • Safety switch or circuit breaker • Fire extinguisher • Fire blanket • Fire evacuation plan • External water supply • The removal of an external fuel source • External sprinkler • Other fire safety measure.
Indirect revenue	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.
Landscape fires	Vegetation fires (for example, bush, grass, forest, orchard and harvest fires), regardless of the size of the area burnt.
Median dollar loss per structure fire	The median (middle number in a given sequence) value of the structure loss (in $'000) per structure fire incident.

Non-emergency ambulance response	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 (lights and sirens) devices.
Non-structure fire	A fire outside a building or structure, including fires involving mobile properties (such as vehicles), a rubbish fire, a bushfire, grass fire and an explosion.
Other incident	An incident (other than fire) reported to a fire service that requires a response. This may include: • overpressure ruptures (for example, steam or gas), explosions or excess heat (no combustion) • rescues (for example, industrial accidents or vehicle accidents) • hazardous conditions (for example, the escape of hazardous materials) • salvages • storms or extreme weather.
Response time	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).
Road rescue	An accident or incident involving a motor vehicle and the presumption that there are injuries or that assistance is required from emergency services organisations.
Structure fire	A fire inside a building or structure, whether or not there is damage to the structure.
Structure fire contained to object or room of origin	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.
Survival rate for out-of-hospital cardiac arrest incidents	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 were undertaken by ambulance/EMS personnel and have a return of spontaneous circulation (ROSC) on arrival at hospital..
Urgent ambulance response	An urgent (code 2) undelayed response required (arrival desirable within 30 minutes) that does not necessitate the use of ambulance warning (lights and sirens) devices.
User cost of capital	The opportunity cost of funds tied up in the capital used to deliver services. Calculated as 8 per cent of the current value of noncurrent physical assets (including land, plant and equipment).

8.9 Supporting tables

Supporting tables are provided on the CD-ROM enclosed with the Report. The files containing the supporting tables are provided in Microsoft Excel format as \Publications\Reports\2007\Attach8A.xls and in Adobe PDF format as \Publications\Reports\2007\Attach8A.pdf. The files can also be found on the Review web page (www.pc.gov.au/gsp). Users without Internet access can contact the Secretariat to obtain the tables (see details on the inside front cover of the Report).

Fire events

Table 8A.1	Major sources of fire service organisations' funding (2005-06 dollars)
Table 8A.2	Reported fires and other primary incidents attended to by fire service organisations
Table 8A.3	Fire service organisations and land management agencies reported total landscape fires (bush and grass) incidents
Table 8A.4	Accidental residential structure fires reported to fire service organisations per 100 000 households
Table 8A.5	Fire service organisations' human resources
Table 8A.6	Fire deaths
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Table 8A.8	Median dollar loss from structure fire (2005-06 dollars)
Table 8A.9	Total property loss from structure fire (2005-06 dollars per person)
Table 8A.10	Total fire incidents attended by fire service organisations per 100 000 persons
Table 8A.11	Households with an operational smoke alarm or smoke detector installed
Table 8A.12	Response times to structure fires (minutes)
Table 8A.13	Structure fires and response times to structure fires across geographic areas
Table 8A.14	Structure fires contained to the object or room of origin (per cent)
Table 8A.15	Fire service organisations' costs ($'000) (2005-06 dollars),
Table 8A.16	Fire service organisations' expenditure per 1000 people (2005-06 dollars)
Table 8A.17	Fire service organisations' funding per 1000 people (2005-06 dollars)

Ambulance Services

Table 8A.18	Major sources of ambulance service organisations revenue (2005-06 dollars)
Table 8A.19	Reported ambulance incidents, responses, patients and transport
Table 8A.20	Ambulance service organisations' human resources
Table 8A.21	Ambulance assets (number)
Table 8A.22	Cardiac arrest survival rate
Table 8A.23	Ambulance code 1 response times (minutes)
Table 8A.24	Satisfaction with ambulance service organisations

8.10 References

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