

Report on Government Services 2011

Volume 1:

*Early childhood, education
and training; Justice;
Emergency management*

*Steering Committee
for the Review of
Government
Service Provision*

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Foreword

The Report on Government Services (RoGS) was commissioned in 1993 by Heads of Government (now COAG), to help inform improvements to the effectiveness and efficiency of government services. Improving government services is important to us all: everyone relies on these services at different stages, and the services are particularly important for disadvantaged members of our society. Improving government services is also important economically: governments spent over \$150.5 billion on the services covered by this Report, around 12.3 per cent of Australia's gross domestic product.

Following the 2009 review, COAG endorsed updated terms of reference for the Report in 2010. The Steering Committee also began implementing COAG's recommendations, including by undertaking a review of the general framework for performance reporting, aligning RoGS indicators with reporting under the Intergovernmental Agreement on Federal Financial Relations, developing data quality information and extending time series reporting for many indicators, and developing case studies for selected service areas. The Steering Committee will continue to review other aspects of RoGS over the next two years, including the scope of reporting and appropriateness of performance indicators.

Improvements to this year's Report include the alignment of reporting in the Health, Community services, and Housing and homelessness sections with indicators in the relevant National Agreements. For the first time, this Report includes indicators on falls resulting in patient harm, and self-harm, in hospitals (in the Public hospitals chapter), general practitioner waiting times (in the Primary and community health chapter), selected adverse events in residential aged care (in the Aged care services chapter), and on juvenile justice group conferencing outcomes, assaults in custody, self-harm and attempted suicide in custody, completion of orders, and centre utilisation (in the Protection and support services chapter).

For several years now, the Report has devoted particular attention to mainstream services delivered to Aboriginal and Torres Strait Islander people. This Report contains additional reporting by Indigenous status Qualification Equivalents, clinical mental health service use, and child protection, out-of-home care and intensive family support services.

The production of this series of reports relies on the efforts of people from many government departments and agencies. On behalf of the Steering Committee, I

would like to thank the members of the twelve working groups that provide service-area advice and input for this Report, and the statistical bodies, including the ABS and AIHW, that provide invaluable technical advice and assistance. I would also like to thank the Independent Reference Group for its contribution to the implementation of some key COAG recommendations. My heartfelt thanks also to the Review Secretariat within the Productivity Commission, which diligently supports the Steering Committee and working groups, and produces the Report. I look forward to working with all of these colleagues to continue this important work.

Gary Banks AO
Chairman

January 2011

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

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

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Acronyms and abbreviations

AACR	Australasian Association of Cancer Registries
AAGR	average annual growth rates
AAT	Administrative Appeals Tribunal
ABS	Australian Bureau of Statistics
ACAM	Australian Centre for Asthma Monitoring
ACAP	Aged Care Assessment Program
ACARA	Australian Curriculum and Assessment Reporting Authority
ACAT	aged care assessment team
ACE	adult community education
ACER	Australian Council for Educational Research
ACFI	aged care funding instrument
ACHS	Australian Council on Healthcare Standards
ACIR	Australian Childhood Immunisation Register
ACOSS	Australian Council of Social Services
ACSAA	Aged Care Standards and Accreditation Agency
ACSES	The Australian Council of State Emergency Services
ACSQHC	Australian Commission for Safety and Quality in Health Care
ACT	Australian Capital Territory
ADE	Australian Disability Enterprise
ADL	activities of daily living
ADR	Alternative Dispute Resolution
AEDI	Australian Early Development Index
AFAC	Australasian Fire and Emergency Services Authorities Council

AFP	Australian Federal Police
AGCCCS	Australian Government Census of Child Care Services
AGCCPS	Australian Government Child Care Provider Survey
AGPAL	Australian General Practice Accreditation Limited
AGPN	Australian General Practice Network
AHCA	Australian Health Care Agreements
AHMAC	Australian Health Ministers' Advisory Council
AHMC	Australian Health Ministers' Conference
AHO	Aboriginal Housing Office (NSW)
AHURI	Australian Housing and Urban Research Institute
AHV	Aboriginal Housing Victoria
AIC	Australian Institute of Criminology
AIFS	Australian Institute of Family Studies
AIHW	Australian Institute of Health and Welfare
AIJA	Australian Institute of Judicial Administration
AIPAR	Australian Institute for Population Ageing Research
AJJA	Australasian Juvenile Justice Administrators
ALGA	Australian Local Government Association
ALLS	Adult Literacy and Life Skills
ANZPAA	Australia and New Zealand Police Advisory Agency
ANZSCO	Australian and New Zealand Standard Classification of Occupations
ANZSIC	Australian and New Zealand Standard Industrial Classification
AODTS-NMDS	Alcohol and Other Drug Treatment Services National Minimum Data Set
AQF	Australian Qualifications Framework
AQTF	Australian Quality Training Framework
AR-DRG v 5.1	Australian refined diagnosis related group, version 5.1

AR-DRGs	Australian refined diagnosis related groups
ARHP	Aboriginal Rental Housing Program
ARIA	Accessibility and Remoteness Index for Australia
ARO	Authorised Review Officer
ASGC	Australian Standard Geographical Classification
ASO	ambulance service organisation
ASOC	Australian Standard Offence Classification
ASSNP	core activity need for assistance
ATC	Australian transport Commission
ATSI	Aboriginal and Torres Strait Islander
Aust	Australia
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard
BBF	Building a Better Future
BEACH	Bettering the Evaluation and Care of Health
BMI	Body Mass Index
C&K	Crèche and Kindergarten
CAA	Council of Ambulance Authorities
CACP	Community Aged Care Package
CAD	computer aided dispatch
CAEPR	Centre for Aboriginal Economic Policy Research
CALD	culturally or linguistically diverse background
CAP	conditional adjustment payment
CAP	Crisis Accommodation Program
CAWG	Court Administration Working Group
CCB	Child Care Benefit
CCMS	Child Care Management System
CCR	Child Care Rebate
CCTR	Child Care Tax Rebate

CDSMAC	Community and Disability Services Ministers' Advisory Council
CEaCS	Childhood Education and Care Survey
CFA	Country Fire Authority
CFCs	Child and Family Centres
CHIP	Community Housing and Infrastructure Program
CI	confidence interval
CIS	Complaints Investigation Scheme
CMHC	Community Mental Health Care
CNOS	Canadian National Occupancy Standard
COAG	Council of Australian Governments
CoD	Causes of Death
CPG	Court Practitioners Group
CRA	Commonwealth Rent Assistance
CRC	COAG Reform Council
CRS	Commonwealth Rehabilitation Services
CRS	Complaints Resolution Scheme
CRYPAR	Coordinated Response to Young People at Risk
CSASAW	Commonwealth-State Agreement for Skilling Australia's Workforce
CSDWG	Children's Services Data Working Group
CSHA	Commonwealth State Housing Agreement
CSMAC	Community Services Ministers' Advisory Council
CSTDA	Commonwealth State/Territory Disability Agreement
CURF	confidentialised unit record file
DCIS	ductal carcinoma in situ
DDHCS	Department of Disability, Housing and Community Services
DEEWR	Department of Education, Employment and Workplace Relations

DES	Disability Employment Services
DET	Department of Education (NSW)
DGP	Divisions of General Practice
DHAC	Department of Health and Aged Care
DHS	Department of Human Services (Vic)
DHSH	Department of Human Services and Health
DiRCS	Differences in Recorded Crime Statistics
DoCS	Department of Community Services (NSW)
DoHA	Department of Health and Ageing
DPEM	Department of Police and Emergency Management (Tas)
DPIE	Department of Primary Industries and Energy
DQI	data quality information
DSE	Department of Sustainability and Environment
DVA	Department of Veterans' Affairs
EACH	Extended Aged Care at Home
EACH-D	EACH Dementia
ECD	Early Childhood Development
ECDSG	Early Childhood Data Sub Group
ECEC	Early Childhood Education and Care
ECET	Early childhood, education and training
EMA	Emergency Management Australia
EMS	emergency medical service
ERP	estimated resident population
ESO	emergency services organisation
EYL	early years learning
FaCS	Department of Family and Community Services
FaCSIA	Department of Families, Community Services and Indigenous Affairs

FaHCSIA	Department of Families, Housing, Community Services and Indigenous Affairs
FDC	family day care
FDCQA	Family Day Care Quality Assurance
FESA	Fire and Emergency Services Authority of WA
FLAG	Flexible Learning Advisory Group
FNA	fine needle aspiration
FSO	fire services organisation
FTE	full time equivalent
FWE	full time workload equivalent
FYA	Foundation for Young Australians
GDP	gross domestic product
GFS	Government Finance Statistics
GP	general practitioner
GPA Accreditation plus	General Practice Australia ACCREDITATION plus
GPII	General Practice Immunisation Incentive Scheme
GSP	gross state product
GSS	General Social Survey
GST	goods and services tax
HACC	Home and Community Care
HAF	Housing Affordability Fund
HbA1c	glycosolated haemoglobin
HDSC	Health Data Standards Committee
HECS	Higher Education Contribution Scheme
HELP	Higher Education Loan Program
HILDA	Household Income and Labour Dynamic Australia
HMAC	Housing Ministers' Advisory Council
HOIST	New South Wales Population Health Survey 2007
HREOC	Human Rights and Equal Opportunity Commission

HRSCEET	House of Representatives Standing Committee on Employment, Education and Training
ICD	International Classification of Diseases
ICD-10-AM	Australian modification of the International Standard Classification of Diseases and Related Health Problems, version 10
ICH	Indigenous community housing
ICHO	Indigenous Community Housing Organisation
ICT	information and communication technology
IGA	Intergovernmental Agreement
IPD	Implicit Price Deflator
IRSD	Index of Relative Socio-economic Disadvantage
ISO	International Organisation for Standardisation
ISS	Inclusion Support Subsidy
JAS-ANZ	Joint Accreditation System of Australia and New Zealand
JJNMDS	Juvenile Justice National Minimum Data Set
JJRIG	Juvenile Justice Research and Information Group
K10	Kessler Psychological Distress Scale
KPIs	Key performance indicators
LBOTE	Language background other than English
LCL	lower confidence limit
LDC	long day care
LGCSA	Local Government Community Services Association of Australia
LMO	local medical officer
LOTE	Language other than English
LSAC	Longitudinal Study of Australian Children
LSAY	Longitudinal Surveys of Australian Youth
MBI	Modified Barthel Index
MBS	Medicare Benefits Schedule

MCATSIA	Ministerial Council on Aboriginal and Torres Strait Islander Affairs
MCEECDYA	Ministerial Council for Education, Early Childhood Development and Youth Affairs
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MCTEE	Ministerial Council of Tertiary Education and Employment
MCVTE	Ministerial Council on Vocational and Technical Education
MECS	Mobile Early Childhood Services
MFS	Metropolitan Fire Service
MHE	Mental Health Establishments
MPS	multi-purpose services
MRSA	Methicillin Resistant Staphylococcus Aureus
MSSA	Methicillin Sensitive Staphylococcus Aureus
NA	National Agreement
na	not available
NAHA	National Affordable Housing Agreement
NAP	National Assessment Program
NAPLAN	National Assessment Program – Literacy and Numeracy
NASWD	National Agreement for Skills and Workforce Development
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NBCC	National Breast Cancer Centre
NBESP	Nation Building – Economic Stimulus Plan
NBOCC	National Breast and Ovarian Cancer Centre
NCAC	National Childcare Accreditation Council
NCAG	National Corrections Advisory Group
NCCH	National Centre for Classification in Health

NCIRS	National Centre for Immunisation Research and Surveillance of Vaccine Preventable Diseases
NCJSF	National Criminal Justice Statistical Framework
NCPASS	National Child Protection and Support Services data working group
NCSCH	National Cancer Statistics Clearing House
NCSIMG	National Community Services Information Management Group
NCVER	National Centre for Vocational Education Research
NDA	National Disability Agreement
NDSS	National Diabetes Services Scheme
NEA	National Education Agreement
NEAT	Department of Natural Resources Environment and the Arts
NEHIPC	National E-Health Information Principal Committee
NESB	non-English speaking background
NHA	National Healthcare Agreement
NHCDC	National Hospital Cost Data Collection
NHHN	National Health and Hospitals Network
NHIMPC	National Health Information Management Principal Committee
NHMP	National Homicide Monitoring Program
NHMRC	National Health and Medical Research Council
NHPAC	National Health Priority Action Council
NHPC	National Health Performance Committee
NHS	National Health Survey
NHSC	National Housing Supply Council
NIDP	National Information Development Plan
NIHEC	National Indigenous Health Equality Council
NIRA	National Indigenous Reform Agreement
NISC	National Industry Skills Committee

NMDS	National minimum data set
NMHS	National Mental Health Strategy
NMVTRC	National Motor Vehicle Theft Reduction Council
NNDSS	National Notifiable Diseases Surveillance System
no.	number
NOOSR	National Office of Overseas Skills Recognition
NP	National Partnership
np	not published
NPAH	National Partnership Agreement on Homelessness
NPA _s	National Partnership Agreements
NPC	National Preschool Census
NQC	National Quality Council
NQF	National Quality Framework for Early Childhood Education and Care
NRAS	National Rental Affordability Scheme
NRC _P	National Respite for Carers Program
NRF	National Reporting Framework
NRSS	National Road Safety Strategy
NSCSP	National Survey of Community Satisfaction with Policing
NSMHS	National Standards for Mental Health Services
NSMHWB	National Survey of Mental Health and Wellbeing
NSOC	National Senior Officials Committee
NSSC	National Schools Statistics Collection
NSW RFS	New South Wales Rural Fire Service
NSW	New South Wales
NSWFB	New South Wales Fire Brigade
NT	Northern Territory
NTES	National Territory Emergency Services
NTSC	National Training Statistics Committee

NVEAC	National VET Equity Advisory Council
NYPR	National Youth Participation Requirement
OCYFS	Office for Children, Youth and Family Support (ACT)
OECD	Organisation for Economic Co-operation and Development
OID	Overcoming Indigenous Disadvantage
OMP	other medical practitioner
OSHC	outside school hours care
OSHCQA	Outside School Hours Care Quality Assurance
OSR	OATSIH Services Reporting
PBS	Pharmaceutical Benefits Scheme
PC	Productivity Commission
PDF	Portable Document Format
PDWG	Performance and Data Working Group
PhARIA	Pharmacy Access/Remoteness Index of Australia
PHCRIS	Primary Health Care Research and Information Service
PHOFAs	Public Health Outcome Funding Agreements
PIP	Practice Incentives Program
PIRP	Preschool Investment and Reform Plan
PISA	Program for International Student Assessment
PKI	Public Key Infrastructure
PMRT	Performance Measurement and Reporting Taskforce
PSM	ABS Population Survey Monitor
PWI	personal wellbeing index
QFRS	Queensland Fire and Rescue Service
QIAS	Quality Improvement and Accreditation System
Qld	Queensland
QMP	Quality Management Framework
RACGP	Royal Australian College of General Practitioners

RAV	Rural Ambulance Victoria
RBA	Reserve Bank of Australia
RCS	resident classification scale
RFDS	Royal Flying Doctor Service
ROGS	Report on Government Services
ROSC	return of spontaneous circulation
RPBS	Repatriation Pharmaceutical Benefits Scheme
RPL	recognition of prior learning
RRMA	Rural, Remote and Metropolitan Areas
RSE	relative standard error
RTO	Registered Training Organisation
S/TES	State Emergency Service/Territory Emergency Service
SA	South Australia
SAAP CAD	SAAP Coordination and Development Committee
SAAP NDCA	SAAP National Data Collection Agency
SAAP	Supported Accommodation Assistance Program
SAAS	SA Ambulance Services
SAB	Staphylococcus Aureus (including Methicillin Resistant Staphylococcus Aureus) Bacteraemia
SAR	Service Activity Reporting
SAT	school-based apprenticeships and traineeship
SCRCSSP	Steering Committee for the Review of Commonwealth/State Service Provision
SCRGSP	Steering Committee for the Review of Government Service Provision
SD	Statistical Division
SDAC	Survey of Disability, Ageing and Carers
SE	standard error
SEIFA	Socio Economic Indexes for Areas
SEM	standard error of the mean

SES	socioeconomic status
SES	State Emergency Services
SEW	Survey of Education and Work
SEWB	National Framework for Aboriginal and Torres Strait Islander Mental Health and Social and Emotional Wellbeing 2004-05
SEWB	Social and Emotional Wellbeing
SIQ	standard Indigenous question
SLA	statistical local area
SMR	standardised mortality ratios
SOMIH	state owned and managed Indigenous housing
SPP	special purpose payment
SPP	Specific Purpose Payment
SPRC	Social Policy Research Centre
SSAT	Social Security Appeals Tribunal
SWPE	standardised whole patient equivalent
TAFE	technical and further education
Tas	Tasmania
TAS	Tasmanian Ambulance Service
TCP	Transition Care Program
TFS	Tasmania Fire Service
TGR	total growth rate
TIMSS	Trends in International Mathematics and Science Study
TVET	technical and vocational education and training
UCC	user cost of capital
UCL	upper confidence limit
URTI	upper respiratory tract infection
USAR	Urban Search and Rescue
U-Turn	U-Turn diversionary program for young motor vehicle offenders

VCAT	Victorian Civil and Administrative Tribunal
VET	vocational education and training
VF	ventricular fibrillation
VHC	Veterans' Home Care
Vic	Victoria
VT	ventricular tachycardia
WA	Western Australia
WGIR	Working Group on Indigenous Reform
WHO	World Health Organisation
YPIRAC	Younger people in residential aged care

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 <i>adequate</i> access to services, where the term <i>adequate</i> may mean different rates of access for different groups in the community (see chapter 1 for more detail).
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 Report on Government Services

1. The Steering Committee will measure and publish annually data on the equity, efficiency and cost effectiveness of government services through the Report on Government Services (ROGS). Outputs and objectives
2. The ROGS facilitates improved service delivery, efficiency and performance, and accountability to governments and the public by providing a repository of meaningful, balanced, credible, comparative information on the provision of government services, capturing qualitative as well as quantitative change. The Steering Committee will seek to ensure that the performance indicators are administratively simple and cost effective.
3. The ROGS should include a robust set of performance indicators, consistent with the principles set out in the Intergovernmental Agreement on Federal Financial Relations; and an emphasis on longitudinal reporting, subject to a program of continual improvement in reporting.
4. To encourage improvements in service delivery and effectiveness, ROGS should also highlight improvements and innovation.
5. The Steering Committee exercises overall authority within the ROGS reporting process, including determining the coverage of its reporting and the specific performance indicators that will be published, taking into account the scope of National Agreement reporting and avoiding unnecessary data provision burdens for jurisdictions. Steering Committee authority
6. The Steering Committee will implement a program of review and continuous improvement that will allow for changes to the scope of the ROGS over time, including reporting on new service areas and significant service delivery areas that are jurisdiction-specific.
7. The Steering Committee will review the ROGS every three years and advise COAG on jurisdictions' compliance with data provision requirements and of potential improvements in data collection. It may also report on other matters, for example, ROGS's scope, relevance and usefulness; and other matters consistent with the Steering Committee's terms of reference and charter of operations. Reporting to COAG

PART A

INTRODUCTION

1 The approach to performance measurement

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1.1 Aims of the Review and the RoGS

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 equity, efficiency and effectiveness of government services in Australia..

In 2009, a high level review of RoGS was endorsed by COAG. COAG recognised the RoGS as ‘the key tool to measure and report on the productive efficiency and cost effectiveness of government services’ and in 2010 agreed to a new terms of reference for the Review and a charter of operations, as well as a terms of reference for the RoGS (www.pc.gov.au/gsp/review/tor; COAG 2010).

A Steering Committee, comprising senior representatives from the central agencies of each of the Australian, State and Territory 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 (RoGS), now in its sixteenth edition, is a tool for government (see terms of reference for the RoGS, p. XXX). RoGS aims to include a robust set of performance indicators, consistent with the principles set out in the Intergovernmental Agreement on Federal Financial Relations; and an emphasis on longitudinal reporting, subject to a program of continual improvement in reporting. It has been used:

- for strategic budget and policy planning, for policy evaluation and to demonstrate government accountability
- to assess the resource needs and resource performance of government agencies
- to identify jurisdictions with which to share information on services.

The data in this RoGS 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.

COAG endorsed recommendations of a review of the RoGS, undertaken at its request, by a combined Senior Officials and Heads of Treasuries Working Group on 7 December 2009. These recommendations included new terms of reference for the Review, together with a charter of operations, and a terms of reference for the RoGS. The new Review terms of reference, endorsed by COAG in 2010 indicates the Review is ‘an integral part of the national performance reporting system’ (paragraph 2). Further, the Review charter of operations states:

COAG confirmed the RoGS should continue to be the key tool to measure and report on the productive efficiency and cost effectiveness of government services, as part of the national performance reporting system. (paragraph 3)

The Steering Committee has implemented some of the other recommendations in this RoGS, including completing the alignment of RoGS and National Agreement indicators, expanding time-series reporting and developing mini-case studies and will implement the remaining recommendations over the next two RoGS editions (chapter 2).

1.2 The role of government in delivering services

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

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 (such as vaccinations)
- enabling higher levels, higher quality and/or more equitable consumption of services that governments consider to have particular merit or that generate beneficial spillover effects for the community.² Examples of such services include education, health services, ambulance services, community services and housing.

How governments deliver services

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

- delivering or providing the services directly (a 'delivery/provider' role)
- funding external providers through grants or the purchase of services (a 'purchaser' role)

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 goods without paying for them.

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 producers cannot charge for the wider benefits to society.

-
- subsidising users (through vouchers or cash payments) to purchase services from external providers
 - imposing community service obligations on public and private providers
 - providing incentives to users and/or providers, such as 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 RoGS, are vital to the community’s wellbeing. Better information improves government accountability and contributes to the wellbeing of all Australians by driving better government service delivery. Governments need to know whether their policies are effective and being implemented efficiently, and whether services are reaching those people for whom they are intended.

Improving government service provision can lead to major social and economic benefits. Traditionally, much of the effort to improve the effectiveness of government services has focused on increasing the level of resources devoted to them. Another important means of enhancing services is finding higher quality and more cost effective ways to use existing resources. RoGS facilitates improved service delivery, efficiency and performance, and accountability to governments and the public by providing a repository of meaningful, balanced, credible, comparative information on the provision of government services, capturing qualitative as well as quantitative change.

Performance measurement provides one means of shifting the focus from the level of resources to the efficient and effective use of those resources. In this RoGS performance measurement is defined as the ongoing comparison of the equity, efficiency and cost effectiveness of Australian, State and Territory governments’ service delivery. Performance measurement can:

- help clarify government objectives and responsibilities
- promote analysis of the relationships between agencies and between programs, enabling governments to coordinate policy within and across agencies
- make performance more transparent, enhancing accountability, by enabling assessment of whether and how well program objectives are being met
- provide governments with indicators of their policy and program performance over time
- inform the wider community about government service performance

-
- encourage ongoing performance improvements in service delivery and effectiveness, by highlighting improvements and innovation.

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

- to verify high performance and identify agencies and service areas that are successful
- to enable agencies to learn from peers that are delivering higher quality and/or more cost effective services
- to generate additional incentives for agencies and services to improve performance.

The Review terms of reference (paragraph 2) identify the importance of ‘enabling performance comparisons and benchmarking between jurisdictions and within a jurisdiction over time’. Comparative data are particularly important for government services, given that limited information is available to those supplying, and receiving, services. Each jurisdiction has, for example, one police service and one protection and support service. As a result, those responsible for delivering the services do not have access to the same level of information that is available to providers in competitive markets. Interjurisdictional comparisons also offer a level of accountability to consumers, who have little opportunity to express their preferences by accessing services elsewhere.

Reporting measures of comparative performance also facilitates interjurisdictional learning, particularly where governments have adopted different policy approaches. While this RoGS does not extend to recommendations on how best to provide government services, the information in the RoGS 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, corporatisation of agencies providing services)
- outsourcing the provider roles (for example, competitive tendering for service delivery)
- devolving and decentralising decision making by government service providers (for example, devolving decision making in schools to local school communities)

-
- examining alternative delivery mechanisms (for example, deinstitutionalising community services and offering greater consumer choice)
 - implementing user charging (for example, the use of co-payments to help ration service use).

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 can work best.

1.4 Scope

This RoGS contains performance information on 15 overarching service areas (box 1.1). These government services have two important features:

- their key objectives are common or similar across jurisdictions (lending themselves to comparative performance reporting)
- they make an important contribution to the community and/or economy (meaning there are potentially significant gains from improved effectiveness or efficiency).

COAG has requested the Steering Committee to develop during 2011 a set of formal criteria to determine whether the ROGS should include particular service sectors, to be approved by COAG. It is anticipated that future RoGS' editions may include significant service delivery areas that are jurisdiction-specific.

Box 1.1 Services included in the 2011 RoGS

Early childhood, education & training

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

Justice

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

Emergency management

- Fire, ambulance and road crash rescue services (chapter 9)

Health

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

Community services

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

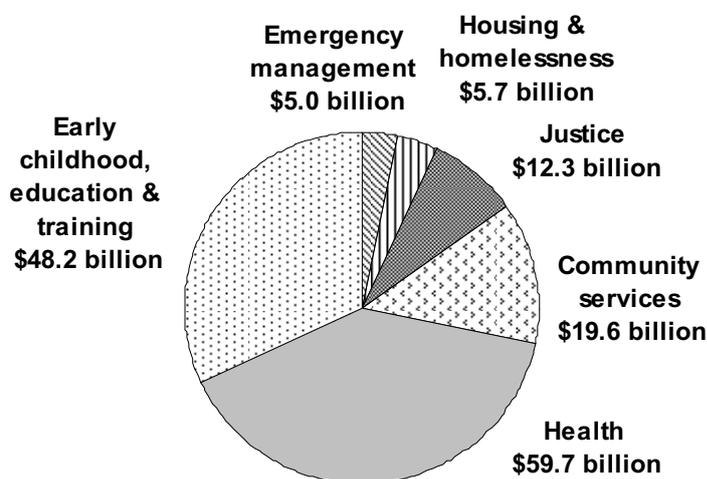
Housing and homelessness

- Public housing and mainstream community housing, State owned and managed Indigenous housing, Indigenous community housing and Commonwealth Rent Assistance (chapter 16)
- Homelessness services (chapter 17)

The services in the RoGS absorb a significant level of government expenditure. While not all data relate to the same time period, the services in the 2011 RoGS accounted for approximately \$150.5 billion in government expenditure (figure 1.1), representing around 69.4 per cent of total government recurrent expenditure³ in 2009-10. This is equivalent to about 12.3 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 can also contribute funding and other resources. The scope of the RoGS, however, is confined to the cost to government, for reasons explained in box 1.2.

Figure 1.1 Estimated government recurrent expenditure on services covered by the 2011 RoGS^{a, b, c, d, e}



^a Data for 2009-10 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 SAAP services for the first time and SAAP data are now reported together with Housing, in Housing and homelessness. ^c Health expenditure includes only the health services reported on in the health chapters of the RoGS: public hospitals, primary and community health services, breast cancer screening and specialised mental health services. ^d Early childhood, education and training expenditure excludes higher education. ^e Data exclude user cost of capital.

Source: Prefaces C, F and G; Chapters 3–17.

³ General Government Final Consumption Expenditure, sourced from ABS *National Income, Expenditure and product, Australian National Accounts Cat. no. 5206.0*.

Box 1.2 Cost to government and total cost

This RoGS provides information about the cost to government of providing services. Governments aim to maximise the benefit to the community from the use of government funds. It may be argued that the RoGS 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 RoGS. Although the contributions of these other groups are not negligible, the purpose of the RoGS is to provide information to assist governments in making decisions about the effectiveness and efficiency of government expenditures.

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

The RoGS 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 RoGS 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.

The focus of this RoGS is on the effectiveness and efficiency of government purchase or supply of specific services, rather than on general government income support. That is, the RoGS 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). The impact of child care subsidies on the affordability of childcare services is reported (chapter 3), and 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 RoGS uses a common method for reporting comparative performance for a range of services. Adopting a common method has several benefits:

- a convenient and useful resource for people interested in multiple service areas
- insights into approaches to performance assessment across services
- progress in performance reporting in any one service area demonstrates what is possible and encourages improved reporting by other services
- a capacity to address issues that arise across service areas (for example, how to measure timeliness and other aspects of quality)
- an opportunity to address issues that have an impact on (or are affected by) multiple service areas.

A number of the services covered by the RoGS are also subject to other performance measurement exercises. Distinguishing features of the approach taken in the RoGS are:

- a focus on non-technical information, making it accessible to non-specialists
- regular publication, allowing monitoring of performance over time
- inclusion of much otherwise unpublished data to present comprehensive performance information
- the compilation of performance reporting across a number of service areas in a single report, facilitating the sharing of insights across service areas.

Guiding principles

The aim of the RoGS is to provide objective performance information to facilitate informed policy judgments. The guiding principles in box 1.3 are drawn from extensive Steering Committee experience, the Review and RoGS terms of reference and charter of operations, and performance reporting criteria set out in the Intergovernmental Agreement on Federal Financial Relations.

In response to review of RoGS recommendations, an Independent Reference Group and the Steering Committee are reviewing all performance indicators and associated measures in the RoGS according to the characteristics of performance indicators as defined in the IGA. Any revisions to the performance indicators and measures arising from this review will be progressively implemented beginning with the 2012 RoGS.

Box 1.3 Guiding principles of RoGS

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 must be comparable across jurisdictions and over time — wherever possible. Comparable information is a priority of the Review but is related to progressive data availability and timeliness. Where there are no comparable data for a particular performance indicator, review participants will work together with assistance from technical experts to develop common definitions, counting rules and measurement standards so that data can be provided on a comparable basis. 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 (not waiting until data are available for all).

Timeliness — to be relevant and enhance accountability, the data published will be the most recent possible — incremental reporting when data become available, and then updating all relevant data over recent years, is preferable to waiting until all data are available. [Sometimes, there will be a trade-off between the degree of precision of data and its timely availability, because more recent data has had less time for validation.]

Use acceptable (albeit imperfect) performance indicators — that are already in use in Australia or internationally, and that are administratively simple (relative to alternative measures) *wherever possible*. Adopting these indicators can lower the costs of data collection and reduce delays in reporting on performance. Although the Steering Committee values time series data as a means of evaluating developments in service delivery, performance indicators sometimes change from one edition of RoGS to the next when improved or more appropriate performance indicators are developed.

Meaningful — to improve public accountability, data must be reported in a way that is meaningful to a broad audience, many of whom will not have technical or statistical expertise, and validly measures what it claims to measure.

Understandable — the data will be accessible, clear and unambiguous so that the community can come to its own judgements on the performance of governments in delivering services.

Accurate — data published will be of sufficient accuracy so that the community has confidence in the information on which to draw their analysis.

Hierarchical — high-level performance indicators should be underpinned by lower level (more detailed but consistent) performance data where a greater level of sector specific detail is required for other purposes.

Source: Steering Committee for the Review of GSP (unpublished); Ministerial Council for FFR (2009).

As a general rule, the RoGS does not establish best practice benchmarks. However, governments can use the information in the RoGS to identify appropriate benchmarks (box 1.4).

Box 1.4 Benchmarking

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

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

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

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

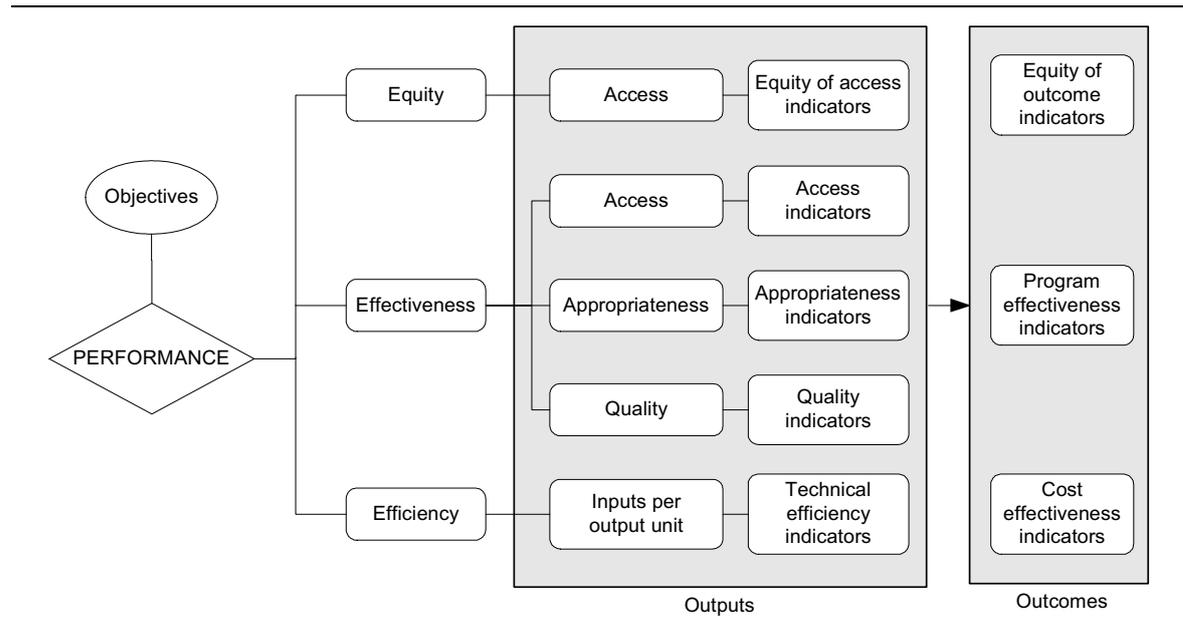
The general performance indicator framework

The RoGS' general performance indicator framework is set out in figure 1.2. The framework depicts the Review's focus on outcomes, consistent with demand by governments for outcome oriented performance information. This outcome information is supplemented by information on outputs. Output indicators are grouped under 'equity', 'effectiveness' and 'efficiency' headings.

In response to review of RoGS recommendations, an Independent Reference Group (IRG) reviewed the RoGS' general performance indicator framework. The Steering Committee endorsed the IRG's Review of the Report on Government Services' performance indicator framework Report in September 2010 (IRG 2010). The literature review and case studies of performance reporting exercises confirm that the RoGS possesses a robust performance indicator framework. This conclusion is

consistent with the findings of the review of the RoGS (COAG 2009). However, the IRG report identified several potential improvements to the RoGS' framework. The IRG report is available at www.pc.gov.au/gsp/independent-reference-group-report. Revisions to the general performance framework arising from the IRG review will be included in the 2012 RoGS.

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 policy and program objectives.

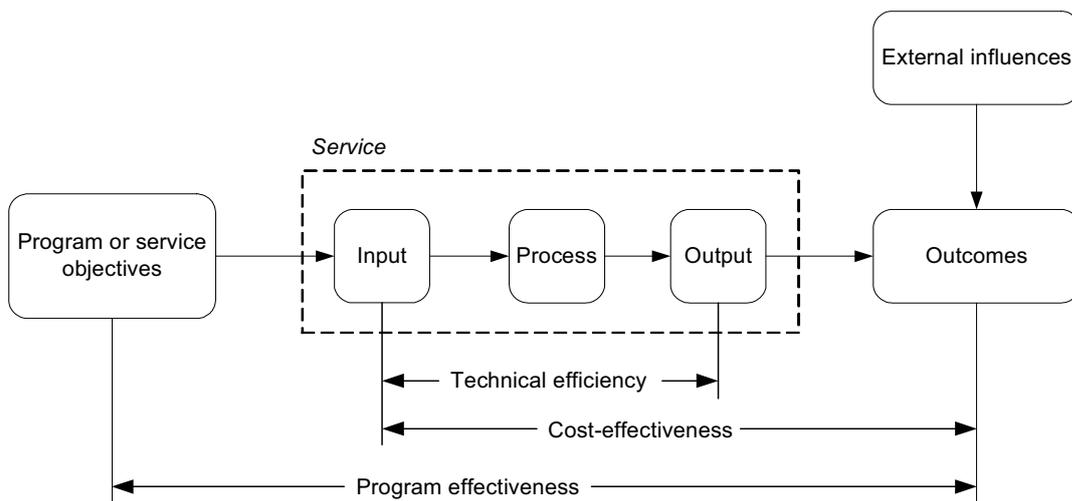
For each service, governments have a number of objectives that relate to desired outcomes for the community. To achieve these objectives, governments provide services and/or fund service providers. Service providers transform resources (inputs) into services (outputs). The rate at which resources are 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. In RoGS, the rate at which inputs are used to generate outcomes is referred to as 'cost effectiveness'. Often, outcomes (and to a lesser extent, outputs) are influenced by factors external to the service. Figure 1.3 distinguishes between technical efficiency (the ratio of inputs to outputs) and cost-effectiveness (the ratio of inputs to outcomes), and also recognises that other

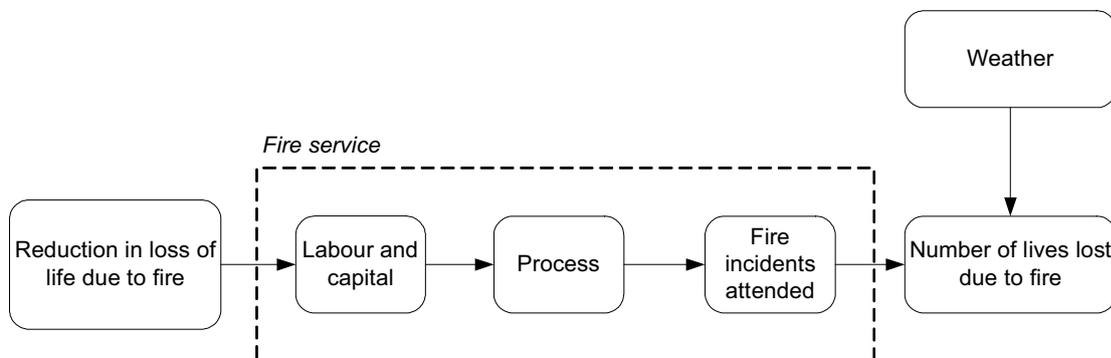
influences affect overall program effectiveness (the extent to which outcomes achieve the objectives of the service).

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 across-jurisdictional, or common/*shared* objective for a service has been met. In each chapter, the objectives for the 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 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. A longer term outcome of a permanent reduction in road deaths is likely to reflect external factors such as the design quality of cars and capital investment in improved roads. Outcomes are the impact of these services on the status of an individual or group.

The approach in the RoGS is to:

- use both short term (or intermediate) and long term (or final) outcome indicators, as appropriate
- explain 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 RoGS.)

While the aim of the Review is to focus on outcomes, they are often difficult to measure, relative to outputs. The RoGS therefore includes measures of outputs, with an understanding that there is a relationship between those outputs and desired outcomes, and that the measures of outputs are in part, proxies for measures of outcomes. Output performance information is also critical for efficient and effective management of government services and is often the level of performance information that is of most interest to individuals who access services.

The indicator framework groups output indicators according to the desired characteristics of a service — for example, accessibility, appropriateness or quality (figure 1.2). By contrast, outcome indicators are not grouped according to desired characteristics, as outcomes typically depend on a number of service characteristics and are usually influenced by other service-sectors and extraneous factors.

Equity, effectiveness and efficiency interrelationship

The RoGS framework gives equal prominence to equity, effectiveness and efficiency as the three overarching dimensions of performance. 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. The RoGS takes a comprehensive view of performance reporting, and its frameworks incorporate indicators across all relevant dimensions of performance.

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. 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 explained in box 1.5. Equity indicators in this RoGS measure how well a service is meeting the needs of particular groups in society with special needs. Indicators may reflect both equity of access, whereby all Australians are expected to have adequate access to services, and equity of outcome, whereby all Australians are expected to achieve similar outcomes arising from service use.

Box 1.5 Equity

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

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

In the context of this RoGS:

- *horizontal* equity is exhibited when services are equally accessible to everyone in the community with a similar level of need
- *vertical* equity is exhibited when services account for the special needs of particular groups in the community and adjust 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 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.

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 depend in part on how a group perceives the advantages (or disadvantages) of identification and whether such perceptions change over time (see for example, SCRGSP 2009). Comparability problems also arise where different data collections and different jurisdictions have different definitions of special needs groups.

The RoGS 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 suitable for services that are provided on a virtually universal basis (for example, school education), 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 services). Another option is to collect a more accurate profile of need (for example, the estimation of the ‘potential population’ of people with the potential to require specialist disability services at some time).

Where geographic location is used to identify groups with special needs, data are usually disaggregated according to a geographical classification system. Geographical 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 over longer distances than in metropolitan areas over shorter distances because of differences in traffic flows.

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 characteristics that are considered important to the service. For most chapters, these characteristics include access, appropriateness and/or quality.

Access

Access indicators measure how easily the community can obtain a service. In this RoGS, access has two main dimensions, undue delay (timeliness) and undue cost (affordability). Timeliness indicators in this RoGS include waiting times (for example, in public hospitals and for aged care services). Affordability indicators in this RoGS 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 aged care services, for example, is 'Intensity of care' measured by the proportion of low care places occupied by residents with high care needs, compared with the proportion of all operational places taken up by residents with high care needs.

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 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 household. Other services have few measurable standards of service need; for example, the desirable number of medical treatments for particular populations is not known. However, data on differences in service levels 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 when there is a strong emphasis on increasing efficiency (as indicated by lower unit costs). There is usually more than one way in which to deliver a service, and each alternative has different implications for both cost and quality. Information about quality is needed to ensure all relevant aspects of performance are considered.

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

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

Efficiency

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

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

This RoGS 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 a typical 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 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 levels per student in government schools and administrative costs as a proportion of total expenditure in services for people with disability).

The Commonwealth Grants Commission, when calculating relativities between states and territories to distribute Australian Government general purpose grants, accounts for both a jurisdiction's ability to raise revenue, and influences beyond a jurisdiction's control (called 'disabilities') that affect the jurisdiction's cost of providing services and capacity to raise revenue. In relation to various service areas, the assessment may include a variety of factors, such as the size of the jurisdiction, the dispersed nature of the population and the sociodemographic distribution of the population (CGC 2007). This RoGS does not make cost adjustments based on any of these factors, but appendix A provides short statistical profiles of each State and Territory, which may assist readers to interpret the performance indicators presented in each chapter.

Variations to the general framework

In the health and emergency management areas of the RoGS, the general framework has been adapted to align more closely with the specific objectives and functions of the relevant services. These variations are explained in detail in the Health preface (preface E) and the Emergency management chapter (chapter 9).

1.6 Using the data in this RoGS

Data comparability

For each service, the performance indicator framework and indicator interpretation boxes show 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 can 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 RoGS vary in the extent to which they have been reviewed or validated. At a minimum, all data have been endorsed by the contributor and subjected to peer review by the Working Group for each service. Some data are formally audited and some data are supplied and verified by data collection agencies such as the ABS and the Australian Institute of Health and Welfare.

Timeliness and accuracy

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

The Steering Committee manages this trade-off between timeliness and precision by publishing available data with appropriate qualifications. The ongoing nature of the RoGS 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 RoGS 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 RoGS).

Effects of factors beyond the control of agencies

The differing environments in which service agencies operate affect the outcomes 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 RoGS 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 RoGS does not attempt to adjust reported results for differences that can affect service delivery. Users of the RoGS 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 Other performance measurement exercises

Related performance measurement exercises

Three other COAG performance measurement exercises are closely related to the RoGS:

- National Agreement and National Partnerships, performance reporting under the Intergovernmental Agreement on Federal Financial Relations (IGA)
- *Overcoming Indigenous Disadvantage: Key Indicators* report
- *Indigenous Expenditure Report*.

The governance arrangements of these other COAG performance measurement exercises and their relationship with the RoGS are outlined below.

National Agreement performance reporting

In November 2008, COAG endorsed a new Intergovernmental Agreement on Federal Financial Relations (2009). The Ministerial Council for Federal Financial Relations has general oversight of the operations of the IGA [para. A4(a)].

The IGA included six new National Agreements (NAs):

- *National Healthcare Agreement*
- *National Education Agreement*

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- *National Agreement for Skills and Workforce Development*
 - *National Affordable Housing Agreement*
 - *National Disability Agreement*
 - *National Indigenous Reform Agreement.*

COAG has also agreed to a new form of payment — National Partnership (NP) payments — to fund specific projects and to facilitate and/or reward states and territories that deliver on nationally significant reforms.

Five of the NAs are associated with a national Specific Purpose Payment (SPP) that can provide funding to the states and territories for the sector covered by the NA. These five SPPs cover school education, vocational education and training (VET), disability services, healthcare and affordable housing. The *National Indigenous Reform Agreement* is not associated with a specific SPP, but draws together Indigenous elements from the other NAs and is associated with several NP agreements.

Under the reforms, each NA contains the objectives, outcomes, outputs and performance indicators for each sector, and clarifies the respective roles and responsibilities of the Australian and State and Territory governments in the delivery of services. The performance of all governments in achieving mutually agreed outcomes and benchmarks specified in each NA will be monitored and assessed by the COAG Reform Council (CRC).

The Steering Committee was requested by COAG to collate information relevant to the NA performance indicators and provide this to the CRC for its analysis (COAG 2008a).

The Steering Committee recognises the importance of ensuring that related COAG performance reporting exercises are aligned. The Steering Committee has aligned all relevant RoGS performance indicators with those in related NAs.

The Steering Committee also has a role in NP reporting:

- Schedule C of the NP on hospital and health workforce reform (subacute care) specifies that states and territories must provide reports against annual growth targets, measured on a regional basis, to the Steering Committee (COAG 2009)
- To date, the CRC has requested that the Steering Committee collate the performance information for two reward NPs:
 - NP Agreement on Youth Attainment and Transitions (Youth Attainment NP)
 - NP Agreement on Essential Vaccines (Essential Vaccines NP).

Further, the MCFFR has stated that the Review Secretariat must be consulted on the design of performance benchmarks for reward payments, and that reviewers of NPs should consult with the Review Secretariat (MCFFR 2010).

Overcoming Indigenous Disadvantage report

In 2002, COAG commissioned the Steering Committee to produce a regular public report on progress in overcoming Indigenous disadvantage. The terms of reference for this report was updated in March 2009. Four editions of the *Overcoming Indigenous Disadvantage: Key Indicators (OID)* report have been published (SCRGSP 2003, 2005, 2007, 2009). The fifth edition of the OID report is anticipated to be published in July 2011.

In contrast to the RoGS, which focuses on the efficiency and effectiveness of specific services as well as outcomes of these services, the Overcoming Indigenous Disadvantage report focuses on outcomes for Indigenous people. It does not report on individual government services. The reporting framework has two tiers: ‘COAG targets and headline indicators’ for the longer term outcomes sought; and a second tier of ‘strategic areas for action’ and ‘strategic change indicators’ that are potentially responsive to government policies and programs in the shorter term.

COAG endorsed an alignment of the OID report framework and the NIRA indicators in March 2009. The Steering Committee is also committed to ensuring alignment with relevant indicators in the RoGS.

Indigenous Expenditure Report

In December 2007, COAG committed to reporting on expenditure on services to Indigenous Australians. In October 2008, Treasury requested the Secretariat for the Review to provide secretariat services to the Indigenous Expenditure Report Steering Committee, an arrangement endorsed by COAG in 2009.

The Indigenous Expenditure Report Steering Committee — under the auspices of the Heads of Treasuries and in consultation with Indigenous organisations, governments and researchers — has developed a national framework for collecting and reporting information on government expenditure on services to Indigenous and non-Indigenous Australians. A high-level overview of the reporting approach was endorsed by COAG at its July 2009 meeting.

The first data report, which is planned for public release in early 2011, notes that identifying the share of government expenditure that relates to Indigenous people is a complex exercise, and the quality of reporting is likely to improve across

subsequent reports. Developments in the Indigenous Expenditure Report have the potential to improve expenditure reporting in the RoGS.

Other performance monitoring in Australia and overseas

Performance reporting exercises are undertaken in other countries using various approaches. International case studies of the following performance reporting exercises are available in Appendix B of the *Review of the Report on Government Services' performance indicator framework* (IRG 2010).

- Scotland Performs
- Community Accounts (Canada)
- Audit Scotland
- National Indicator Set, UK Audit Commission
- Government at a Glance, OECD
- Factbook, OECD
- System of Social Indicators, European Union
- Virginia Performs (USA)
- Social Report, New Zealand Ministry of Social Development.

Australian State and Territory performance reporting exercises are also available in Appendix C of the *Review of the Report on Government Services' performance indicator framework*:

- NSW State Plan
- Growing Victoria Together
- Toward Q2: Tomorrow's Queensland
- South Australia Strategic Plan
- Tasmania Together
- The Canberra Plan (ACT)
- Territory 2030 (NT).

Many performance reporting exercises appraised as part of the review can be distinguished from the RoGS as they focus on reporting performance against benchmarks or targets, as distinct from comparing performance with other jurisdictions or similar service providers.

Further, few performance indicator frameworks *appear* to be based on a conceptual underpinning. This is a distinguishing feature of the RoGS' framework and is a vehicle through which the RoGS adds value over and above other performance reporting exercises. Where other performance reporting exercises focus (at times, exclusively) on high-level outcomes, the RoGS' framework employs a service provision program logic to follow the sequence of steps in the government service provision process (that is, the conversion of inputs to outputs and outcomes). Many performance measurement exercises possess high level objectives linked to a range of outcome areas (which themselves possess a series of performance indicators or targets). However, such frameworks rarely (at least in a publicly accessible way) report on the inputs or resources involved in these processes.

Notwithstanding this, some commonalities were observed across performance reporting exercises, which will be given further consideration by the Steering Committee.

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2 Recent developments in the Report

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2.1 Developments in reporting

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

Major enhancements to the RoGS belong in three categories:

- the inclusion of new indicators and reporting against performance indicators for the first time
- improvements to the meaningfulness and/or clarity of existing performance indicators
- improvements to the data reported against existing 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.

The review of the RoGS

COAG agreed at its 7 December 2009 meeting to recommendations of the Senior Officials and Heads of Treasuries Working Group review of the RoGS. The review examined the ongoing usefulness of the RoGS to its government, non-government and community stakeholders. Developments arising from the review will be implemented over the next three editions.

The review noted:

- the central role of the RoGS in reporting comparative information on government performance
- the RoGS' original role as a tool for government had been complemented by a public accountability function
- the preponderance of submissions to the review were very supportive of the RoGS, but noted scope for improvement in the comparability, timeliness, and quality of performance data
- some submissions suggested the RoGS' scope be expanded to include government services that are not currently reported.

The review recommended that new terms of reference be prepared for the Review of Government Service Provision (subsequently endorsed by COAG 2010; www.pc.gov.au/gsp/review/tor), and set out a series of activities for the Steering Committee over the next few years:

- by the end of 2010 (in time for the 2012 RoGS), the Steering Committee, with an independent six member reference group drawn from First Ministers and Treasury officials, to review the RoGS general performance indicator framework (PIF) and individual performance indicators, to determine their consistency with the characteristics of performance indicators as defined in the IGA. An Independent Reference Group was formed in early-2010 and its three stage work program is well underway, comprising (1) a desktop review of the general PIF, (2) a conceptual review of indicators and a review of the consistency of associated measures to the IGA characteristics and (3) development of DQI for each indicator.
- during 2011, the Steering Committee to develop a set of formal criteria to determine whether the RoGS should include particular service sectors in its reporting regime — background work to inform this task is underway
- every three years (commencing at the end of 2011-12), the Steering Committee to review the operation of RoGS and report to COAG. The Steering Committee has established an annual internal reporting process to inform the three-yearly report to COAG.

Other review recommendations aimed to enhance the RoGS' accessibility. Starting with the 2012 RoGS, the publication format is to be streamlined, and the Steering Committee is investigating possible improvements to the electronic publication of the RoGS and associated data.

Improvements in reporting for the 2011 RoGS

All sections of the RoGS have been improved through implementation of the review of RoGS recommendations for action in 2010, including:

- inclusion of mini-case studies in police services and emergency management
- introduction of data quality information (DQI) for selected indicators
- extension of time series reporting in many attachment tables across most service areas.

Part B Early childhood, education and training

Preface B ('Early childhood, education and training preface') was substantially revised in the 2010 RoGS through alignment with the National Education Agreement and the National Agreement for Skills and Workforce Development. Further minor revisions have been made in the 2011 RoGS to align with changes to the National Agreements.

Chapter 3 ('Children's services') has been enhanced by:

- reporting new child care staff tenure data in Australian Government approved child care services sourced from the *National Early Childhood Education and Care Workforce Census 2010*
- improved reporting of contextual information on management type of children's services to include the additional category of non-government schools sector
- updated income levels for reporting out of pocket costs for child care
- expansion of time series data reporting in some attachment tables
- inclusion of some data quality information (DQI) documentation.

Chapter 4 ('School education') has been enhanced by:

- extending the time series for the access/equity indicator 'retention' and the efficiency indicator 'student-to-staff ratio'
- further alignment with National Education Agreement (NEA) and National Indigenous Reform Agreement (NIRA) indicators for the outcome indicators 'reading performance', 'writing performance' and 'numeracy performance'

-
- inclusion of mean scale scores and achievement bands, by Indigenous status for National Assessment Program — Literacy and Numeracy (NAPLAN) testing
 - commencement of a time series for all NAPLAN data
 - reporting 2009 Programme for International Student Assessment (PISA) for the outcome indicators ‘reading performance’, ‘numeracy performance’, and ‘science literacy performance’. In PISA 2009, reading was the major assessment domain
 - reporting the outcomes of the year 6 2009 Science Literacy National Assessment Program (NAP) for the outcome indicator ‘science literacy performance’
 - reporting the outcomes of the years 6 and 10 2008 Information and Communication Technologies NAP for the outcome indicator ‘information and communication technologies performance’
 - inclusion of some DQI documentation.

Chapter 5 (‘Vocational education and training’) (VET) has been enhanced by:

- co-location of data for the Indigenous cohort of students and graduates with those for the general cohort to make comparisons easier
- reporting additional data for non-Indigenous students and graduates across various indicators
- expanded scope for ‘government funded’ activity and reporting of associated training and expenditure data
- expansion of time series in some attachment tables
- expanded time series analysis of VET participation by Indigenous status under the ‘VET participation by target group’ equity indicator
- reporting the new measure of Qualification Equivalents (by Indigenous status) under the ‘skill profile’ outcome indicator
- replacing TAFE graduates data with data for ‘government funded VET’ graduates for measures under the ‘student employment and further study outcomes’ and ‘student satisfaction with VET’ outcome indicators, to capture VET activity funded by government more comprehensively
- inclusion of some DQI documentation.

Part C Justice

Preface C (‘Justice preface’) has had no significant changes introduced in the 2011 RoGS.

Chapter 6 ('Police services') has been enhanced by:

- reporting data from all jurisdictions for the first time for the access indicator 'Indigenous staffing', enabling its status to change from incomplete to complete
- reporting 2008-09 data for the effectiveness indicator 'Crime victimisation', improving its timeliness and completeness, as the most recent previous data reported were for 2005 and were not available for some sub-categories for some jurisdictions
- reporting 2008-09 data for the effectiveness indicator 'Reporting rates', improving its timeliness and completeness, as the most recent previous data reported were for 2005 and were not available for some sub-categories for some jurisdictions
- expansion of time series data reporting in all attachment tables
- inclusion of two mini-case studies.

Chapter 7 ('Court administration') has been enhanced by:

- ongoing improvements in consistency and integrity of data reported by all jurisdictions
- inclusion of some DQI documentation.

Chapter 8 ('Corrective services') is undergoing continuing development work. No significant improvements were introduced.

Part D Emergency management

Part D (Emergency management) has no preface.

Chapter 9 ('Emergency management') has been enhanced by:

- inclusion of a mini-case study
- inclusion of some DQI documentation.

Part E Health

Major improvements in reporting in the Health preface this year include:

- inclusion of the following measures to align this Report with National Healthcare Agreement (NHA) and National Indigenous Reform Agreement (NIRA) indicators
 - reporting data for the net growth in the health workforce for selected professions

-
- reporting data for the proportion of people who accessed health services by health status
 - reporting data on health risk factors, such as rates of risky alcohol consumption, smoking and obesity, for states and territories (previously only national data were reported)
 - reporting data on the incidence of selected cancers
 - reporting infant (0–1 year), child (1–4 year) and total infant and child (0–4 year) mortality (previously only infant mortality was reported)
 - reporting data for potentially avoidable deaths
 - reporting data for low birth weight babies by Indigenous status of mother
 - expansion of time series data reporting in some attachment tables.

Chapter 10 ('Public hospitals') has been enhanced by:

- inclusion of the following measures to align this Report with NHA and National Indigenous Reform Agreement (NIRA) indicators:
 - 'unplanned/unexpected readmissions within 28 days of selected surgical admissions' has replaced the 'unplanned readmission rates' indicator
 - 'healthcare associated staphylococcus aureus bacteraemia in acute care hospitals' has replaced the 'surgical site infection rates' indicator
 - an indicator for 'falls resulting in patient harm in hospitals' has been included
 - an indicator for 'intentional self harm in hospitals' has been included.
- the 'patient satisfaction' indicator now includes information previously reported on responsiveness under the output indicator 'patient satisfaction surveys'
- revisions to the definitions of two sentinel event categories to align with national definitions endorsed by Health Ministers in 2009, improving data comparability across states and territories
- better quality data for reporting on the indicator 'vaginal birth following a previous caesarean', with full coverage of births according to national definitions
- inclusion of some DQI documentation.

Chapter 11 ('Primary and community health') has been enhanced by:

- addition of the following indicators and measures to align this Report with NHA and NIRA indicators
 - an additional equity — access indicator 'developmental health checks'

-
- two additional effectiveness — access indicators ‘GP waiting times’ and ‘GP-type visits to emergency departments’
 - measures for the quality — responsiveness indicator ‘patient satisfaction’
 - an additional measure for the outcome indicator ‘child immunisation coverage’, reflecting immunisation coverage for children aged 60–63 months
 - data for the effectiveness — access indicator ‘bulk billing rates’ are reported by age for the first time
 - data reported against the effectiveness — appropriateness indicator ‘management of upper respiratory tract infections’ are improved in terms of specificity and completeness
 - inclusion of some DQI documentation.

Chapter 12 (‘Health management issues’) has been enhanced by:

- reporting data for the equity — access indicator ‘Participation rate of women from selected community groups in the BreastScreen Australia Program’, improving its timeliness, as the most recent previous data reported were for the 24 month period 2005 and 2006
- refined reporting on the effectiveness — appropriateness mental health indicator ‘services reviewed against the national standards’, by inclusion of data on additional categories relating to the achievement of standards
- reporting of an additional measure for the effectiveness — quality mental health indicator ‘collection of outcomes information’
- inclusion of the following indicator to align this Report with the NHA
 - ‘clinical mental health service use by special needs groups’, which measures access to mental health services by geographic location, Indigenous status and by the Socio-Economic Index for Areas (SEIFA)
- inclusion of some DQI documentation.

Part F Community services

Preface F (‘Community services preface’) has been substantially revised through the removal of Supported Accommodation Assistance Program (SAAP) reporting from this preface. Overview material on SAAP has been relocated to section G of this Report, the new ‘Housing and homelessness’ sector summary in the 2011 Report. The preface has been enhanced by:

-
- revising the expenditure section text and data on the community services sector, improving its timeliness by two years and its coverage to a broader set of services
 - updated data and information on projections of demographics and their effects on demand for community services.

Chapter 13 ('Aged care services') has been enhanced by:

- reporting new measures for the indicator 'compliance with service standards in community care' for the Community Aged Care Packages (CACP), Extended Aged Care at Home (EACH), EACH Dementia (EACH-D) and the National Respite for Carers Program (NRCP) programs
- inclusion of the following indicators/measures to align this Report with NHA aged care indicators:
 - operational aged care places
 - selected adverse events in residential aged care
 - hospital patient days (for overnight separations only) used by patients who are waiting for residential aged care
- expansion of time series data reporting in some attachment tables, in particular five years of data are now reported for most aged care expenditure and Home and Community Care (HACC) data
- inclusion of some DQI documentation.

Chapter 14 ('Services for people with disability') has been enhanced by:

- reporting 'assistance for younger people in residential aged care' as an indicator for the first time and including additional measures in attachment tables
- reporting on inclusion of people in need of assistance with independent living (AIL) or assistance with work, education and community living (AWEC) for the indicator 'Service use by severity of disability'
- reporting WA data for the 'client and carer satisfaction' with specialist disability services indicator for the first time
- extended time series for CSTDA data in the attachment tables.
- alignment with relevant NDA indicators, including:
 - additional data disaggregations for specific age groups and sex for the access to appropriate services on the basis of relative need indicators.

Chapter 15 ('Protection and support services') has been enhanced by:

- consistent reporting of child protection activity data for the age range 0-17 years (prior to 2009-10, the rates of children subject to notifications, investigations and substantiations were calculated for children aged 0–16 years, while the rates of children on care and protection orders and in out-of-home care were calculated for children aged 0-17 years)
- six jurisdictions reporting performance data for the effectiveness indicator 'safety in out-of-home care', compared with five previously (table 15.1)
- seven jurisdictions reporting proportions of expenditure across child protection Pathway activity groups, compared with five previously (table 15.2)
- for the first time, five jurisdictions reporting experimental unit cost data for four Pathways activity groups
- for the first time, reporting a figure for the efficiency indicator 'Out-of-home care expenditure per placement night'
- where applicable, child protection, out-of-home care and intensive family support services data are reported, disaggregated by the categories 'Indigenous', 'non-Indigenous', 'unknown Indigenous status' and 'total children'
- performance data are reported for five new juvenile justice performance indicators, 'group conferencing outcomes', 'assaults in custody', 'self-harm and attempted suicide in custody', 'completion of orders', and 'centre utilisation'
- where data are available, a 10 year time series is reported for all child protection and juvenile justice indicators in attachment tables.

Part G Housing and homelessness

Sector summary G ('Housing and homelessness sector summary') has been included for the first time and is aligned with the National Affordable Housing Agreement (NAHA).

Chapter 16 ('Housing') has been enhanced by:

- inclusion of new measures for the 'affordability' outcome indicator for public housing, SOMIH and community housing to align with NAHA performance reporting
- adopting the Canadian National Occupancy Standard for reporting the 'match of household to dwelling size' outcome indicator for public housing, SOMIH and community housing, to align with NAHA performance reporting
- expansion of time series data reporting in some attachment tables

-
- inclusion of some DQI documentation.

Chapter 17 ('Homelessness services') has been included for the first time and is aligned with the NAHA.

2.2 Gaps in reporting

In response to review of RoGS recommendations, an Independent Reference Group and the Steering Committee are reviewing all performance indicators in the RoGS according to the characteristics of performance indicators as defined in the IGA. This review is likely to identify further 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 (cost per life year saved in relation to breast cancer detection and management) and reporting for the indicator has not been developed.
- 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 various aspects of service provision. As noted in the 'Improvements in reporting' section (above) there remains scope to improve the appropriateness or quality of many currently reported indicators.

2.3 Progress with key data issues

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

Timeliness

As noted in chapter 1, recent data are more useful for policy decision making but there can be a trade-off between the accuracy of data and their timeliness. The Steering Committee's approach is to publish imperfect data with caveats on an annual basis wherever possible. 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 included in this RoGS. The following items are of particular note:

- The most recent data on birthweights of babies for Indigenous and all mothers are for 2008.
- There is significant scope for improving the timeliness of maternity services quality data.
- 'Management of asthma' data are sourced from the ABS *National Health Survey*, which is conducted approximately every three years. The most recent data available are for 2007-08.
- 'Interval cancer rate' data for breast cancer detection and management 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. The most recent data available are for 2006.
- All data for specialised mental health services are provided one year in arrears (that is, 2008-09 data for the 2011 RoGS).
- Data for users of specialist disability services are provided one year in arrears (that is, 2008-09 data for the 2011 RoGS).
- Data for the Supported Accommodation Assistance Program (SAAP) are provided one year in arrears (that is, 2008-09 data for the 2011 RoGS).
- For State owned and managed Indigenous housing, amenity/location and customer satisfaction most recent data available are for 2007. For community housing, data for net recurrent cost per dwelling and rent collection rate are collected one year in arrears (2008-09 data for the 2011 RoGS). Data for Indigenous community housing are also one year in arrears.

Table 2.1 Time period of reported performance results, 2011 RoGS

<i>Service area/indicator framework</i>	<i>At or earlier than 2007 or 2007-08</i>	<i>Previous year (2008 or 2008-09)</i>	<i>Current year (2009 or 2009-10)</i>	
Early childhood education and training	Early childhood, education and training preface	People with or working towards selected VET qualifications by Indigenous status; Literacy and numeracy	Most government expenditure; Indigenous status: Participation in education and training; Year 12 or equivalent, or Certificate II; People with limited or no qualifications	Selected government expenditure measures; All others
	Children's services	Preschool services costs	Hospital separations; Family work related needs; Demand for formal care	All others
	School education	Civics and citizenship outcomes	School expenditure; Information and communication technologies outcomes; VET in Schools participation and attainment	All others
	VET	..	Number of VET qualifications completed (Skill profile); Employer engagement with VET; Employer satisfaction with VET	All others
Justice	Police services	..	Victims of homicide; Land transport hospitalisations; Crime victimisation; Reporting rates; Defendants resulting in a guilty plea or finding	All others
	Court administration	..	All	..
	Corrective services	..	..	All
Emergency management	Fire events	Fire deaths, Fire injuries	All others	..
	Ambulance events	..	All	..
	Road rescue events	..	All	..

Table 2.1 (continued)

<i>Service area/indicator framework</i>	<i>At or earlier than 2007 or 2007-08</i>	<i>Previous year (2008 or 2008-09)</i>	<i>Current year (2009 or 2009-10)</i>
Health preface	Indigenous health workforce; proportion of people who accessed health services by health status; rates of obesity; BMI categories; daily smokers; risk of long term harm from alcohol; incidence of selected cancers; estimated life expectancies at birth	All others	..
Public hospitals	..	All others	Patient satisfaction
Maternity services	..	All others	Caesareans and Inductions for selected primiparae; Apgar scores
Primary and community health ^a	Availability of public dentists; Management of asthma; Influenza vaccination coverage for older people.	Potentially preventable hospitalisations for vaccine preventable, acute and chronic conditions; Hospitalisations for diabetes; Hospitalisations of older people for falls.	All others
Breast cancer ^b	..	Cost per separation by diagnosis related group; Mortality rate for breast cancer	All others
Mental health	..	All	..

Table 2.1 (continued)

<i>Service area/indicator framework</i>	<i>At or earlier than 2007 or 2007-08</i>	<i>Previous year (2008 or 2008-09)</i>	<i>Current year (2009 or 2009-10)</i>
Community services			
Aged care services	..	Longer care arrangements; selected adverse events in residential aged care Long term aged care in public hospitals; Complaint assessment unit costs	All others
Services for people with disability	Use of public housing	All others	Administrative efficiency ^c
Child protection and out-of-home care	..	..	All
Juvenile justice	..	Average rates of young people under juvenile justice supervision (both in detention and in the community)	All others
Public housing	..	Amenity/location; Customer satisfaction	All others
State owned and managed Indigenous housing	..	Amenity/location; Customer satisfaction	All others
Community housing	..	Net recurrent cost per dwelling; Rent collection rate; Amenity/location; Customer satisfaction	All others
Indigenous community housing	..	All	..
Commonwealth Rent Assistance	..	..	All
Supported Accommodation Assistance Program and supported accommodation assistance services	..	All others	Limited financial data
Homelessness services			

HACC = Home and Community Care. GP = general practitioner. ^a Asthma management data are from a survey conducted approximately every three years. The most recent available data are from the 2007-08 survey. ^b As data for the 'interval cancer rate' rely on data matching and follow-up between cancer screening periods and between screening services and medical services, the most recent available data are for 2006. ^c Quality assurance and client and carer satisfaction data are from jurisdiction-specific collections and reference periods vary. ... Not applicable.

Comparability of data

Data are generally considered to be directly comparable when definitions, counting rules and the scope of measurement are consistent (and if applicable, the sample size is large enough to be statistically reliable — explained in the statistical appendix). Performance indicator framework diagrams in each chapter are shaded to reflect indicator comparability. Table 2.2 summarises the proportions of performance indicators in each service area (1) with comparable data and (2) with data reported, both comparable and not directly comparable. Of the 23 service area performance indicator frameworks, 15 have at least 50 per cent of indicators reported on a comparable basis.

Table 2.2 does not capture the details of improvements in performance reporting, for example:

- merging of some indicators, where several measures are streamlined under a single indicator, involving no reduction in reporting
- splitting of some indicators, as indicators and measures develop
- changing the scope of some indicators over time, where original indicators have been replaced by more meaningful indicators.

Further, information in table 2.2 is based only on indicators with data reported, so it does not reflect conceptual developments relating to the identification of indicators, the development of definitions for indicators and their measures, and the associated data collection and counting rule developments. Current examples of these types of developments are described in section 2.1.

Table 2.2 Comparability of indicators, 2011 RoGS^{a, b}

<i>Service area indicator framework (year first reported)</i>	<i>Indicators reported on a comparable basis</i>			<i>Change in all indicators (no.)</i>	
	<i>no.</i>	<i>% of all reported</i>	<i>Change since last year no.</i>	<i>Since last year</i>	<i>Between first reported–2011</i>
<i>Early childhood, education and training</i>					
Children's services (1997)	14	66.7	–	–	+14
School education (1995)	11	64.7	–	–	+10
Vocational education and training (1995)	10	83.3	-1	-2	+2
<i>Justice</i>					
Police services (1995)	16	76.2	–	–	+6
Court administration (1995)	3	50.0	–	–	+3
Corrective services (1995)	10	90.9	–	–	-3
<i>Emergency management</i>					
Fire events (1998)	2	20.0	–	–	+10
Ambulance events (1998)	1	11.1	–	–	+10
Road rescue events (2004)	2	66.7	+2	–	+2
<i>Health</i>					
Public hospitals (1995)	8	50.0	+2	+1	+2
Maternity services (2001)	4	40.0	+1	–	+5
Primary and community health (1999)	27	96.4	+4	+5	+23
Breast cancer detection/management (1998)	7	63.6	–	–	+11
Mental health management (1999)	9	75.0	+4	+1	+6
<i>Community services</i>					
Aged care services (1997)	16	88.9	+2	+2	+10
Services for people with a disability (1997)	8	57.1	+1	+1	+3
Child protection and out-of-home care (1995)	4	33.3	–	-6	–
Juvenile justice (2009)	4	36.4	+2	+5	+11
<i>Housing and homelessness</i>					
Public housing (1995)	10	100.0	-1	-1	-3
State owned and managed Indigenous housing (2002)	10	100.0	-1	-1	–
Mainstream community housing (1997)	2	22.2	–	-1	+9
Indigenous community housing (2008)	2	28.6	-2	–	–
Commonwealth Rent Assistance (1999)	9	90.0	–	–	+10
Supported Accommodation and Assistance Program (1995)	12	80.0	–	-1	+11

^a Changes can reflect merging of some indicators and splitting of others, as indicators and measures develop. Data do not capture changes in indicators over time, or replacement of indicators with more meaningful indicators. ^b Information is based only on indicators with data reported and does not reflect many conceptual developments. ... Not applicable. – Nil or rounded to zero.

Source: SCRCSSP (1995–2002); SCRGSP (2003–2010a, 2011).

Changes to administrative data collections

The discontinuation of data sets and the establishment of new data sets have implications for performance reporting by the Review. Time series comparisons, scope, comparability and accuracy of data can be affected.

Review requirements are not necessarily a priority in the development of national minimum data sets (NMDS) or other types of information infrastructure. There can be, for example, a significant delay between the first data collection period and the public release of data from a new data set, and implementation problems can affect data quality for several years. 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.

Juvenile justice

The Australian Institute of Health and Welfare (AIHW) has developed a NMDS for juvenile justice. The sixth report of the juvenile justice NMDS covers the period 2008-09 and is anticipated to be released in 2011.

The Australasian Juvenile Justice Administrators, in consultation with the Review has developed a performance reporting framework, included in and since the 2009 RoGS. This year, data were reported for the seven indicators under development since last year and remaining indicators and indicator boxes were included, for which data collections are under development.

SAAP and supported accommodation assistance services

A new source for financial SAAP and supported accommodation assistance services data has been adopted this year. Financial data were previously provided by the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA), as jurisdictions were required to report upon SAAP expenditure pursuant to the SAAP V agreement. The NAHA does not require such reporting and consequently, FaHCSIA is now unable to provide these data. State and Territory governments now provide these data from their administrative systems.

Although the SAAP concluded on 31 December 2008, the support services provided to homeless people continued. An interim collection (for non-financial data) will provide data on specialist homelessness services funded under the NAHA until the Homelessness National Minimum Data Set (HNMDS) is operational (anticipated by 1 July 2011). Reported SAAP/homelessness data currently lag by one year (that is,

data for 2008-09 were provided for the 2011 Report) and a high priority item for development is to improve the timeliness of these data.

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 (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 (GST)
- reporting accrued benefits to employees (such as recreation and long service leave)
- apportioning applicable 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 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. 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.

Table 2.3 Progress of unit cost comparability, 2011 RoGS

Service area/indicator framework	Accounting regime ^a	Full cost to government — element included			
		Depreciation	User cost of capital	Superannuation on accrual basis	Payroll tax consistent
<i>Early childhood, education and training</i>					
Children's services	Accrual	✓	x	✓	x
School education	Accrual	✓	✓	✓	✓
VET	Accrual	✓	✓	✓	✓
<i>Justice</i>					
Police services	Accrual	✓	✓	✓	✓
Court administration	Accrual	✓	x	✓	✓
Corrective services	Accrual	✓	✓	✓	✓
<i>Emergency management</i>					
Fire events	Accrual	✓	✓	x	✓
Ambulance events	Accrual	✓	✓	x	✓
<i>Health</i>					
Public hospitals	Accrual	✓	✓	✓	✓
Maternity services	Accrual	✓	x	✓	✓
Primary and community health ^b	Accrual	..	..	..	..
Breast cancer	Accrual	x	x	x	x
Mental health	Accrual	x	x	✓	x
<i>Community services</i>					
Aged care services ^b	Accrual	..	..	..	✓
Services for people with disability	Accrual	✓	x	✓	✓
Child protection and out-of-home care ^b	Accrual	✓	x	✓	x
Juvenile justice services	..	..	..	..	..
<i>Housing and homelessness</i>					
Public housing	Accrual	✓	✓	✓	✓
State owned and managed Indigenous housing	Accrual	✓	✓	✓	✓
Community housing	Transition	✓	..	✓	✓
Indigenous community housing	Accrual	✓	✓	✓	✓
Commonwealth Rent Assistance ^c	Cash	..	..	..	..
Supported Accommodation Assistance Program ^b	Accrual	..	..	..	..

✓ = Most jurisdictions include this item or report it separately, or include it on an accrual basis. x = Most jurisdictions do not include or report this item, or do not include it on an accrual basis. ^a Accrual: most jurisdictions reported in accrual terms for the data in the 2011 RoGS. Transition: most 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.

Source: Chapters 3–17.

The Steering Committee's preference is to remove 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 included in cost estimates for exempt services.

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), calculated as 8 per cent of the value of physical, non-current assets.

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 applied for the user cost of capital is based on a weighted average of rates nominated by jurisdictions (currently 8 per cent).

Differences in asset measurement techniques can have a major impact on reported capital costs (SCRGSP 2001). However, 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 (replaced by the NAHA from 1 January 2009) 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 for the Review.

Other costing issues

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

- Government agencies are treated in the same manner as other businesses for GST. That is, government agencies are not exempt from GST on their purchases, and can claim input tax credits for the GST paid on inputs. Data reported in this RoGS 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 RoGS.
- 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 RoGS.
- 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), 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 RoGS 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 disability and children’s services. Across the RoGS, 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.

Indigenous Australians

In May 1997, the (then) 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.

Table 2.4 Reporting of at least one data item on Indigenous Australians, 2011 RoGS

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

Source: Chapters 3–17.

Since 2003, the Steering Committee has compiled all of the RoGS information on Indigenous Australians into a separate Indigenous compendium. The most recent compendium (of data from the 2010 RoGS) was released in April 2010 (SCRGSP 2010b). A compendium of Indigenous data from this RoGS will be released by mid-2011.

Overcoming Indigenous Disadvantage: Key Indicators report

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 terms of reference for this report was updated in March 2009 and the new terms of reference for the Review, endorsed by COAG in 2010, encompasses the *Overcoming Indigenous Disadvantage: Key Indicators* (OID) report. Four editions of the OID report have been published (SCRGSP 2003, 2005, 2007, 2009b). The fifth edition of the *Overcoming Indigenous Disadvantage* (OID) report is anticipated to be released in mid-2011.

Indigenous Expenditure Report

In December 2007, COAG committed to reporting on expenditure on services to Indigenous Australians. In October 2008, Treasury requested the Secretariat for the Review to provide secretariat services to the Indigenous Expenditure Report Steering Committee, an arrangement endorsed by COAG in 2009.

The first data report, which is planned for public release in early 2011, notes that identifying the share of government expenditure that relates to Indigenous people is a complex exercise, and the quality of reporting is likely to improve across subsequent reports. Developments in the Indigenous Expenditure Report have the potential to improve expenditure reporting in the RoGS.

Data collection issues relating to Indigenous Australians

National work on improving Indigenous identification is ongoing. The robustness of Indigenous identification cuts across jurisdictions' collections and a joint ABS and AIHW paper on national Indigenous identification is planned for publication in 2011.

Many administrative data collections do not have accurate or complete identification of the Indigenous status of their clients. In some instances, the method and level of identification of Indigenous people appear to vary across jurisdictions. Further, while many surveys now include an Indigenous identifier, many do not

include a sufficiently large sample to provide reliable results for the Indigenous population.

The ABS and AIHW undertake important roles in improving data for the Indigenous population, including:

- an ongoing program to improve the identification of Indigenous status of clients in Australian, State and Territory governments' administrative systems. Priority is being given to the improvement of births and deaths statistics in all states and territories, as well as data for hospital separations, community services, education, housing and crime and justice
- work with other agencies to develop and support national Indigenous information plans, Indigenous performance indicators and Indigenous taskforces on a number of topics
- improving Indigenous enumeration in the five-yearly Census of Population and Housing, including data for small geographic areas
- an established cycle of Indigenous-specific surveys as part of the ABS Household Survey Program to provide Indigenous statistics on a three-yearly basis and an annual series of Indigenous labour force estimates.

The Ministerial Council on Aboriginal and Torres Strait Islander Affairs (MCATSIA) commissioned work to identify methodological issues in Indigenous data collections, outline how these are being addressed and identify any remaining gaps. The findings are presented in *Population and Diversity: Policy Implications of Emerging Indigenous Demographic Trends*, released in mid-2006 by the Centre for Aboriginal Economic Policy Research (CAEPR) (Taylor 2006). In mid-2007, MCATSIA commissioned further work on Indigenous population statistics from the CAEPR constructed around four projects:

- detailed regional analysis of change in Indigenous social indicators
- assessment of social and spatial mobility among Indigenous people in metropolitan areas
- development of conceptual and methodological approaches to the measurement of short term mobility
- case-study analyses of multiple disadvantage in select city neighbourhoods and regional centres.

Working Papers related to these projects are co-badged with MCATSIA and released as part of the CAEPR Working Paper Series (CAEPR 2008).

In December 2007, COAG established a Working Group on Indigenous Reform (WGIR) to support the achievement of COAG's Indigenous targets. It is chaired by

the Hon Jenny Macklin MP, Australian Government Minister for Families, Housing, Community Services and Indigenous Affairs and comprises senior officials from each jurisdiction. The WGIR has developed a Closing the Gaps framework and the Steering Committee is committed to aligning relevant indicators in this RoGS with the WGIR framework.

The Coordinator-General for Remote Indigenous Services (CGRIS) provides a 6 monthly report to the Minister for Families Community Services and Indigenous Affairs. The first report was noted at COAG on 7 December 2009. COAG decided that the WGIR will provide a progress report to COAG on recommendations in the CGRS report. The first WGIR progress report was noted by COAG at its April 2010 meeting. COAG also committed to continuing its monitoring of progress of the National Partnership on Remote Service Delivery (COAG 2010).

The Review will draw on these initiatives in future RoGS.

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.

Table 2.5 Reporting of at least one data item on rural and remote communities, 2011 RoGS

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

Source: Chapters 3–17.

Where geographic location is used to identify groups with special needs, data are usually disaggregated according to a geographic classification system, either:

- the Rural, Remote and Metropolitan Areas (RRMA) classification system developed in 1994 by the Department of Primary Industries and Energy, and the then Department of Human Services and Health (now Australian Government Department of Health and Ageing), or a variant of RRMA, or
- the Australian Bureau of Statistics' (ABS 2009) Australian Standard Geographical Classification of remoteness areas based on the Accessibility/Remoteness Index of Australia (ARIA) developed by Commonwealth Department of Health and Aged Care and the National Key Centre For Social Applications of Geographic Information Systems.

Reporting data on rural and remote communities is complicated by the number of classification systems that exist. The chapters on children's services, VET, emergency management, aged care services, disability services and housing use the ABS Australian Standard Geographical Classification of remoteness areas.

A number of other services (public hospitals, primary and community health and protection and support services) use the Rural, Remote and Metropolitan Areas (RRMA) classification or a variant (DPIE and DSHS 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 RoGS include 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 complicated by the number of classification systems that exist. Various chapters of the RoGS use different classification systems based on: people speaking a language other than English at home (reported for children's services, VET, and breast cancer detection and management); 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 disability and SAAP, within protection and support services). In addition, some services report data using the cultural and language diversity classification (see for example, SAAP and aged care).

Table 2.6 Reporting of at least one data item on people from a non-English speaking background, 2011 RoGS

Service area/indicator framework	Descriptive	Outcomes	Outputs		
			Equity	Effectiveness	Efficiency
<i>Early childhood, education and training</i>					
Early childhood, education and training preface	x	✓	x	x	x
Children's services	x	x	✓	x	x
School education	✓	✓	x	x	x
VET	x	✓	✓	x	x
<i>Justice</i>					
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
<i>Emergency management</i>					
Fire events	x	x	x	x	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
<i>Health</i>					
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
<i>Community services</i>					
Community services preface	x	x	x	x	x
Aged care services	x	x	✓	x	x
Services for people with disability	x	x	✓	✓	x
Child protection and out-of-home care	x	x	x	x	x
Juvenile justice services	x	x	x	x	x
<i>Housing</i>					
Public housing	x	x	x	x	x
State owned and managed Indigenous housing	x	x	x	x	x
Community housing	x	x	x	x	x
Indigenous community housing	x	x	x	x	x
Commonwealth Rent Assistance	x	x	x	x	x
Supported Accommodation Assistance Program	x	x	✓	✓	x

Source: Chapters 3–17.

2.4 ‘Cross-cutting’ issues

There is growing emphasis on the management of policy issues that cover more than one service-sector, service area or ministerial portfolio — for example, government policies aimed at specific client groups such as older people, females, 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 also result from a more holistic and client centred approach to service delivery.

Cross-cutting issues arise in several areas of the RoGS. The frameworks in chapter 12 (‘Health management issues’) are one means of reporting outcomes for a range of different services working in combination. The ultimate aim of chapter 12 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 focuses on the performance of specialised mental health services, but people with a mental illness also access: primary and community health services (such as general practitioners, and drug and alcohol services) (chapter 11), for example, 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; aged care services (chapter 13); services for people with disability (chapter 14); public housing (chapter 16); and, some people with a mental illness also enter corrective services (chapter 8).

Other references in this RoGS to cross-cutting issues include:

- workforce participation and the availability of child care services, VET in schools and non-linear education and training pathways are briefly discussed in the ‘Early childhood, education and training preface’
- mortality rates and life expectancy (reported in the ‘Health preface’) are influenced by education, public health, housing, primary and community health, and hospital services (as well as external factors)
- potentially preventable hospitalisations (chapter 11) — are influenced by primary and community health services
- the proportion of general practitioners with links to specialised mental health services (chapter 12) — general practitioners often refer people to specialist health and health-related services, and the quality of their links with these

services and of their referral practices can influence the appropriateness of services received by clients

- long term aged care in public hospitals (chapter 13)
- younger people with disability in residential aged care facilities (chapter 14)
- community services pathways and Home and Community Care (HACC) across the community services sector ('Community services preface')
- rates of return to prison and community corrections (reported in the 'Justice preface') are influenced by the activities of police, courts and corrective services (as well as other factors)
- changes in education outcomes over time for children on custody or guardianship orders (chapter 15), compared to changes in education outcomes over time for all children (the latter also reported in school education, chapter 4)
- the contributions of many services to child protection services (discussed primarily in chapter 15). Police services investigate serious allegations of child abuse and neglect, courts decide whether a child will be placed on an order, education and child care services provide services for these children, and health services support the assessment of child protection matters and deliver therapeutic, counselling and other services
- close links between SAAP and supported accommodation assistance services (chapter 17) 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 RoGS contribute to government initiatives to improve security throughout Australia. In particular, emergency services, police and public hospitals are key services involved in the inter-jurisdictional National Counter Terrorism Plan.¹ While performance data in

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 in Australia (Attorney-General's Department 2009). The Counter-Terrorism White Paper 2010, *Securing Australia – Protecting our Community*, sets out Australia's counter-terrorism objectives and the means by which the Government will pursue them and provides that in relation to global counter-terrorism, Australia is committed to all United Nations counter-terrorism agreements. The White Paper reflects a number of improvements to Australia's approach to counter-terrorism and brings together for the first time, in a comprehensive manner, Australia's response to terrorism both domestically and internationally (DPM&C 2010).

this RoGS 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 might suggest a decrease in value for money
- counter-terrorism requirements might have been accommodated by an increase in productivity rather than an increase in expenditure, but if the additional outputs or outcomes are not recorded in the chapters, then performance results will not reflect the improvement in productivity.

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

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PART B

EARLY CHILDHOOD,
EDUCATION AND TRAINING

B Early childhood, education and training preface

CONTENTS

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Attachment tables

Attachment tables are identified in references throughout this preface by a 'BA' suffix (for example, table BA.3). A full list of attachment tables is provided at the end of this preface, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

Education is a life-long activity, beginning with learning and development in the home through to more formal settings — including child care, preschool and the three sectors that comprise Australia's education and training system (the school education, vocational education and training (VET) and higher education sectors).

This preface provides contextual and cross-sector information relating to the chapters that follow in section B. The Children's services chapter covers services relating to early childhood comprising child care (including out of school hours care) and preschools (chapter 3). Child care services are reported for children aged 0-12 years and preschool services are reported for children in the years immediately prior to the commencement of full time schooling. The subsequent chapters in section B cover school education (chapter 4) and VET (chapter 5). School education reports on formal schooling consisting of six to eight years of primary school

education followed by five to six years of secondary schooling. The focus of the Vocational education and training chapter is on services delivered by providers receiving government funding. These services include the provision of VET programs in government owned technical and further education (TAFE) institutes and universities with TAFE divisions and other government and community institutions, and government funded activity by private registered training organisations (RTOs).

Major improvements in reporting in the ECET preface this year include:

- further alignment with National Education Agreement (NEA), the National Skills and Workforce Development Agreement (NASWD) and National Indigenous Reform Agreement (NIRA) indicators
- inclusion of some ‘data quality information’ (DQI) documentation.

Other major improvements in reporting on ECET this year are identified in each of the service-specific ECET chapters.

Areas of government involvement in early childhood, education and training (ECET) that are not covered in this Report include:

- universities (although some contextual information is included in this preface where necessary for completeness)
- 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.

Australia’s ECET sector has a range of objectives, some of which are common across all sector components (for example, to increase knowledge and equip students with the skills for life-long learning) while others are more specific to a particular sector.

- The objectives of children’s services are to meet the care and education needs of all children in developmentally appropriate ways, in a safe and nurturing environment, to provide support for families in caring for their children, and to provide these services across a range of settings in an equitable and efficient manner (box 3.2). Children’s services have both education and care objectives and the Children’s services chapter presents both of these.
- The objectives of school education services, as reflected in the national goals for schooling (box 4.1) (and consistent with the *National Education Agreement*) focus on improving educational outcomes for all young Australians which is

central to the nation's social and economic prosperity, and positioning young people to live fulfilling, productive and responsible lives.

- The objectives of VET services, as reflected in the *National Agreement for Skills and Workforce Development* (box 5.3) are to ensure all working age Australians have the opportunity to develop the skills and qualifications needed, including through a responsive training system, to enable them to be effective participants in and contributors to the modern labour market. VET services also aim to assist individuals to overcome barriers to education, training and employment, and to be motivated to acquire and utilise new skills, to ensure Australian industry and businesses develop, harness and utilise the skills and abilities of the workforce, and to provide opportunities for Indigenous Australians to acquire skills to access viable employment.
- The objectives of higher education services, as reflected in the *Commonwealth Higher Education Support Act 2003*, include contributing to the development of cultural and intellectual life in Australia, and appropriately meeting Australia's social and economic needs for a highly educated and skilled population.

Australian governments view early childhood development, education and training as key means to improve economic and social outcomes, as well as to improve the equity of outcomes in society. The link between early childhood development and achievement at school is well established, as is the link between education and skills and workforce participation and productivity. Research indicates that early childhood, education, skills and workforce development policies could increase workforce participation by 0.7 percentage points, and productivity by up to 1.2 per cent by 2030 (Productivity Commission 2006).

Profile of the sector

Roles and responsibilities

Different levels of government fulfil different roles with regard to ECET services. The roles and responsibilities of the Australian Government and State and Territory governments are outlined in boxes B.1 and B.2 respectively. The Children's services, School education and VET chapters contain more detailed information on the roles and responsibilities of Australian, State and Territory governments with respect to each service area.

Box B.1 Australian Government's roles and responsibilities

Australian Government's roles and responsibilities include:

- paying Child Care Benefit (CCB) and Child Care Rebate (CCR) to eligible families using approved child care services
- providing funding to State and Territory governments to support the achievement of universal access to early childhood education
- funding the National Childcare Accreditation Council (NCAC) to administer quality assurance systems for child care services
- funding organisations to provide information, support and training to service providers
- providing operational and capital funding to some providers
- providing supplementary funding for government and non-government schools, and other payments directly to school communities, students, and other organisations to support schooling
- providing funding contributions to states and territories to support their training systems and also providing specific incentives, interventions and assistance for national priority areas
- providing the primary funding source for, and developer of policy related to, the higher education sector
- providing financial assistance for students.

Box B.2 State and Territory governments' roles and responsibilities

State and Territory governments' roles and responsibilities include:

- general responsibility for preschool services
- setting standards, licensing and monitoring children's services providers, including complaints management and dispute resolution
- monitoring and resourcing licensed and/or funded children's services providers
- providing operational and capital funding to non-government providers of children's services
- delivering some children's services directly (especially preschool services)
- providing information, support, advice and/or training to providers of children's services, staff and parents
- planning to ensure the appropriate mix of children's services is available to meet the needs of the community
- constitutional responsibility for the provision of schooling to all children of school age
- 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
- allocating funding for VET services and to support the maintenance of public training infrastructure
- overseeing the delivery of publicly funded training and facilitating the development and training of the public VET workforce
- ensuring the effective operation of the training market
- legislation relating to the establishment of universities and the accreditation of higher education courses.

Expenditure

The Australian, State and Territory governments fund government and non-government providers to deliver child care, preschool, school education and VET services. Government providers include preschools, government schools (primary and secondary), TAFE institutes, and universities. Non-government providers include child care services, privately operated preschools and schools

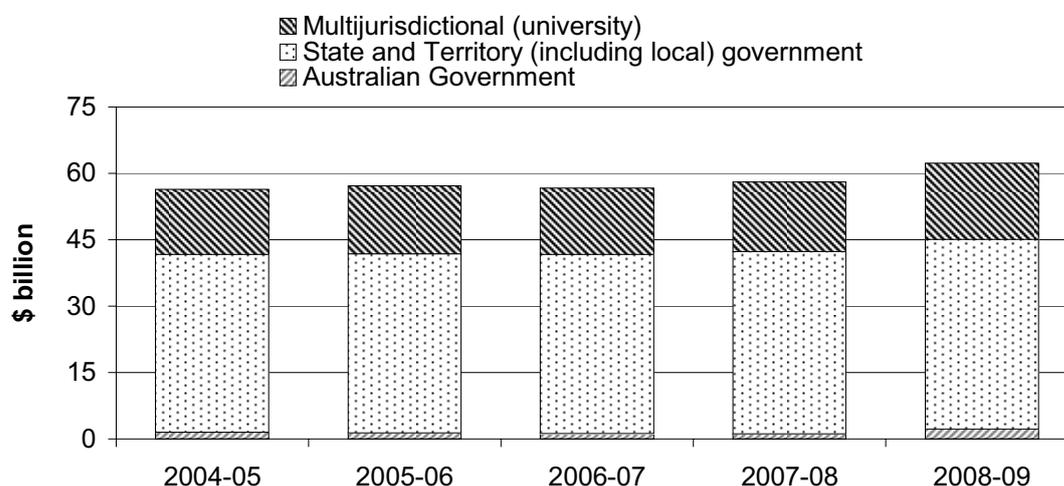
(primary and secondary), RTOs in the VET sector and private higher education institutions.

Government Finance Statistics (GFS) data from the Australian Bureau of Statistics (ABS) are used in this section for all ECET services with the exception of child care services (GFS data are not separately available for child care). Child care expenditure data are sourced from the Children’s services chapter in this Report, and are not directly comparable with GFS data.

In 2008-09, total government operating expenses net of transfers (transactions between different levels of government) for preschool, school education, VET and higher education was \$62.3 billion for all governments (figure B.1 and table BA.2) and total recurrent expenditure for child care services was \$3.9 billion (table BA.1).

In 2008-09, operating expenses (net of transfers) for preschool, school education, VET and higher education was \$2.2 billion for the Australian Government, \$42.9 billion for State, Territory and local government and \$17.2 billion for multijurisdictional (university) (figure B.1).

Figure B.1 Australian, State and Territory (including local) government real operating expenses, net of transfers for education and training (2008-09 dollars)^{a, b, c}



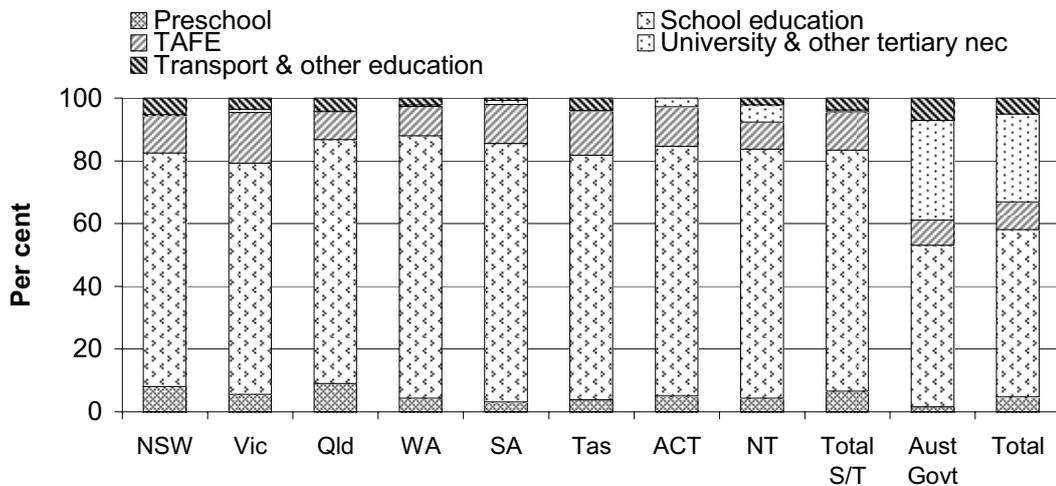
^a Based on accrual operating expenses for education. ^b The ABS provided nominal data and real expenditure was calculated from these based on the ABS GDP price deflator (2008-09 = 100) (table AA.26). ^c Excludes expenditure on child care services.

Source: ABS (2010 and unpublished) *Government Finance Statistics, Education*, 2008-09, Cat. no. 5518.0.55.001, Canberra; table BA.2.

Of the combined \$62.3 billion total government expenditure on ECET in 2008-09 (excluding child care), schools accounted for the highest proportion (53.3 per cent),

followed by universities (27.8 per cent), TAFE institutes (8.8 per cent) and preschool services (4.8 per cent) (figure B.2). School education (primary and secondary) received the largest proportion of State and Territory government expenditure (76.8 per cent), TAFE received 12.2 per cent, preschool services (including education not definable by level) received 6.6 per cent, and transportation of students and other education received 2.9 per cent (figure B.2).

Figure B.2 Government expenditure on education and training, 2008-09^{a, b, c}



nec. Not elsewhere classified. ^a Expenditure for TAFE from ABS Government Finance Statistics excludes outlays on vocational training programs not provided by TAFE institutions (such as outlays on administration of apprenticeship schemes designed to facilitate workplace entry of people currently not employed or in need of retraining). ^b Preschool includes education not definable by level. ^c Transport and other education includes education not elsewhere classified.

Source: ABS (2010) *Government Finance Statistics, Education, 2008-09*. Cat. no. 5518.0.55.001; tables BA.3 and BA.4.

Size and scope

ECET services

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

In 2010, approximately 874 335 children aged 12 years or younger attended Australian Government approved child care services. An additional 115 988

children attended State and Territory funded and/or provided child care services, and 213 446 children were enrolled in State and Territory funded and/or provided preschool services (tables 3A.9, 3A.11 and 3A.13).

In 2009, there were 3.5 million full time school students and 23 331 part time students attending 9529 schools in Australia, including 2.3 million students (full time and part time) attending 6802 government schools (tables 4A.1 and 4A.3).

Of the 1.7 million people who undertook VET programs in 2009, 1.3 million students (74.7 per cent) participated in government funded programs (NCVER unpublished). Government funded students completed over 352.1 million annual hours at 14 893 locations across Australia (that is, TAFE, government funded locations and the locations of all other registered training providers [including private providers] that receive government funding for VET delivery). Of these locations, 1189 were TAFE provider locations (tables 5A.3–4).

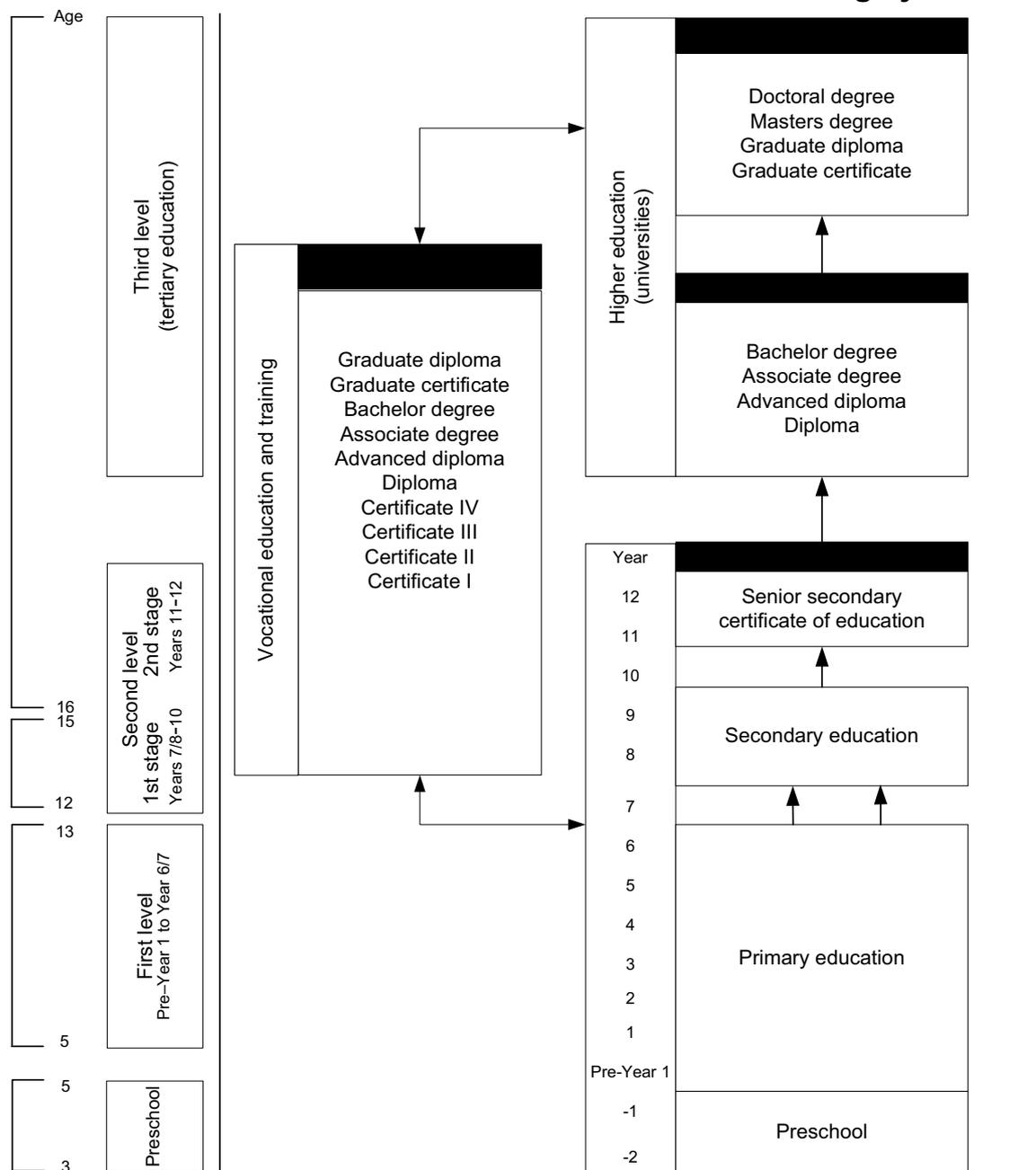
There were approximately 1.1 million students attending higher education institutions that received funding on behalf of the Australian Government in 2008, an increase of 3.5 per cent from 2007 (DEEWR 2009). These students undertook a variety of courses, ranging from diplomas to doctorates across a range of public and private providers. The most common course was a 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 (DEEWR 2009).

Learning pathways

Preschools provide a range of educational and developmental programs (generally on a sessional basis) to children in the year immediately before they commence full time schooling and also, in some jurisdictions, to younger children. Depending on the State or Territory, the compulsory years of formal schooling in Australia in 2009 varied from 5 or 6 years of age, up to 15 or 16 years of age (see section 4.1 for more details). Box B.3 illustrates the learning pathways from preschool through the years of compulsory schooling and beyond.

To encourage flexible learning pathways, Australian governments 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. Similarly, the VET sector recognises some higher education qualifications as credit toward VET qualifications, and some VET certificates can be achieved in schools and can contribute towards the senior secondary certificate of education.

Box B.3 Outline of the Australian education and training system^{a, b}



^a There are different starting ages for preschool (see table 3A.1) and school education (see section 4.1) across jurisdictions. The name of the first year of primary education (Pre-Year 1) also varies across jurisdictions. ^b Providers deliver qualifications in more than one sector. Schools, for example, are delivering certificates I–II and in some cases certificate III, 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: Australian, State and Territory governments (unpublished).

Workforce

Nationally in 2010, there were 87 282 primary contact staff employed in Australian Government approved child care services (table 3A.29).¹ There were 15 659 primary contact staff employed in State and Territory government funded preschool services in 2009-10, excluding Tasmania and the ACT where data were unavailable (tables 3A.48, 3A.55, 3A.62, 3A.69, 3A.76, 3A.83, 3A.90, 3A.97).

Nationally, government primary schools employed 123 885 teaching staff in 2009, and government secondary schools employed 97 838 teaching staff (table 4A.1).

A national estimate of 42 290 TAFE teachers for 2002 indicated that there is 'no single accepted measure of employment levels' for the VET workforce (NCVER 2004, p 6). There were an estimated 32 500 teachers working in all TAFE and other VET institutions nationally in 2006-07, with 69 per cent employed full time (ABS 2008a).

There were 30 693 teaching and research staff employed at Australian universities in 2009 (DEEWR 2010).

Measuring the performance of the sector

COAG has agreed to six National Agreements to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services (see chapter 1 for more detail on reforms to federal financial relations). The NEA and NASWD cover the area of ECET, and education and training indicators in the *National Indigenous Reform Agreement* (NIRA) establish specific outcomes for reducing the level of disadvantage experienced by Indigenous Australians. The agreements include sets of performance indicators, for which the Steering Committee collates annual performance information for analysis by the COAG Reform Council (CRC). Revisions have been made to the performance indicators reported in this preface to align with the performance indicators in the National Agreements.

Individual performance indicator frameworks for the children's services, school education and VET sectors have been developed for the Report (figures 3.2, 4.4 and 5.4 in the respective chapters). There is significant interaction between children's services (particularly preschool) and school education, between school education

¹ Data are not available for the majority of jurisdictions for primary contact staff employed by State and Territory government funded and/or managed child care. Available data are provided in the attachment tables to the Children's services chapter (chapter 3).

and VET, and between schools/VET and the universities. Outcomes are also related to socioeconomic factors, geographic location, age, Indigenous status, language background and the performance of other government agencies (particularly in the areas of health, housing and community services).

Data quality information for selected indicators in this preface are at www.pc.gov.au/gsp/reports/rogs/2011.

Selected education and training participation rates in this section are estimates derived from the annual ABS Survey of Education and Work (box B.4). Survey data are subject to sampling error, so to assist with interpreting data, confidence intervals are reported (see appendix A of this Report for further details on interpreting confidence intervals).

Box B.4 Survey of Education and Work data

The ABS Survey of Education and Work (SEW) is conducted in all states and territories. Prior to 2009 all people in very remote areas were excluded from the SEW. Very remote areas represent about 2 per cent of the total Australian, and 20 per cent of the NT population. From 2009 onwards SEW has a slightly wider scope, and excludes only people in Indigenous communities in very remote areas. The current exclusion has only a minor impact on national estimates or estimates by State and Territory except for the NT where people in Indigenous communities in very remote areas account for around 15 per cent of the NT population.

Source: ABS (unpublished).

Indigenous Australians and ECET

The particular needs of Indigenous Australians for services in the ECET sector was reflected in the endorsement of Indigenous-specific targets by COAG in 2008 (COAG 2008) and in the NIRA. COAG targets include increasing access to quality early childhood education for 4 year olds in remote communities, reducing the gap in literacy skills for school-age children, and increasing year 12 (or equivalent) attainment. A range of indicators in this Preface report on the performance of education and training services in relation to Indigenous people.

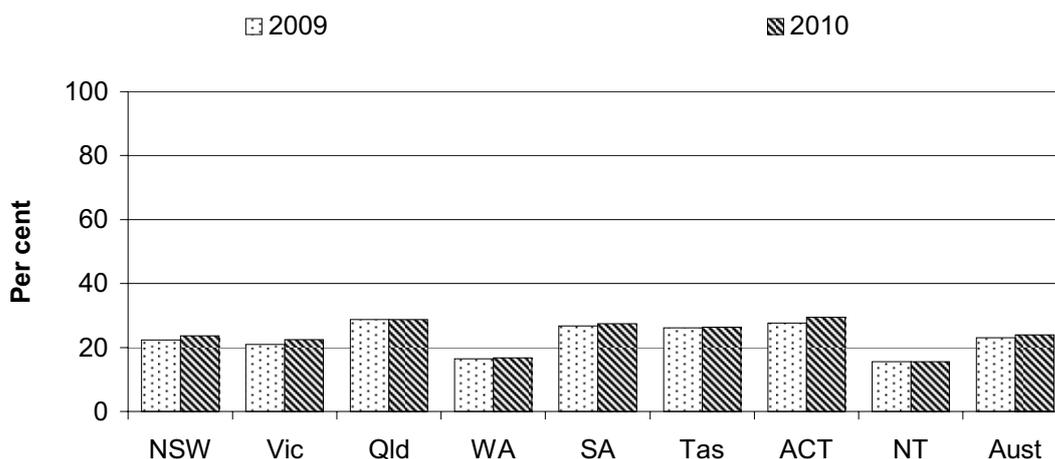
Selected equity and effectiveness indicators

Participation rates in child care, preschool, school and VET

Participation in child care

Nationally in 2010, 24.0 per cent of children aged 0–12 years attended Australian Government approved child care (figure B.3). The majority of children attending Australian Government approved child care in the March quarter 2010 were aged 0–5 years (616 611 children, or 35.9 per cent) (table 3A.9).

Figure B.3 Proportion of children aged 0–12 years using Australian Government approved child care^{a, b, c}



^a The population measure is the estimated resident population as at 31 December. ^b For 2009 each child attending child care is counted once, even if they attend more than one type of care. For 2010, children are counted once for each type of care they use. ^c Attendance in 2009 is counted as the number of children attending approved care in all services except Vacation Care during the week 23–29 March 2009. The week in which vacation care attendance was measured varied due to different vacation care periods across Australia. 2010 attendance data relate to the March quarter 2010.

Source: DEEWR (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.9.

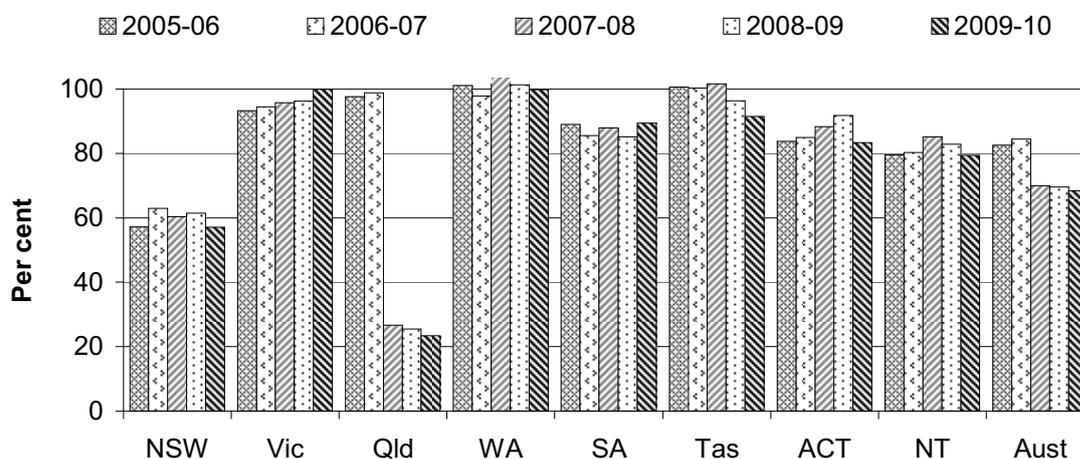
Indigenous children's participation in Australian Government approved child care services is presented in tables 3A.14 and 3A.15. Nationally in 2010, 2.0 per cent of Indigenous children aged 0–5 years and 1.9 per cent of Indigenous children aged 6–12 years participated in Australian Government approved child care services (table 3A.14).

Participation in preschool

Nationally in 2009-10, an estimated 68.4 per cent of children in the year before commencement of full time schooling were enrolled in State and Territory government funded and/or provided preschools (figure B.4). There are differences in the compulsory school starting age across jurisdictions, and although most children enrolled in preschool in 2009-10 were 4 years old, this varies across jurisdictions (table 3A.13). Some totals exceed 100 per cent due to double counting preschool enrolments and issues with synchronisation of data collection times across jurisdictions.

The national totals for preschool enrolments from 2007-08 are not directly comparable to previous years due to the cessation of Queensland Government provided preschool and the introduction of a preparatory year in Queensland from 2007.

Figure B.4 Proportion of children in year before commencement of full time schooling enrolled in State and Territory government funded preschool^{a, b, c, d, e, f, g, h}



^a The preschool starting age varies across jurisdictions (table 3.1). Differences in school starting age and years of schooling across jurisdictions can affect the proportion of children in preschool services. ^b Four year old children enrolled in preschool is a proxy for children in preschool in the year before full time school. Some children of other ages are included. ^c To calculate the proportions in this figure, enrolment data (from State and Territory governments) are divided by the number of 4 year olds in each jurisdiction (using ABS estimated resident population at 31 December). The enrolment data and population data are estimated at different times of the year. ^d There is some double counting of children in NSW, Queensland (from 2007-08) and WA because some children moved in and out of the preschool system throughout the year and some children accessed more than one sessional program. As a result, the number of children reported in preschool may exceed the number of children in the target population. ^e NSW data include children aged 4 years to 5 years, 11 months enrolled in and attending licensed State funded preschool programs. Children attending unfunded preschools and preschool programs in other licensed children's services in NSW cannot be discretely counted and are excluded. Children in the non-government school sector are also excluded. Data from 2006-07 include preschools managed by the NSW Department of Education and Training. ^f In Victoria between 3 and 4 per cent of children each year are assessed as being eligible for a second year of funded kindergarten and therefore entry into the first year of school is delayed. ^g Queensland data from 2007-08 include Indigenous Community Pre-Preparatory and C&K community kindergarten services. Data for C&K community kindergarten services in 2008-09 are not comparable to data for previous years. ^h NT preschool data from 2006-07 include Catholic Remote schools.

Source: State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.13.

Indigenous childrens' participation in preschool is presented in table 3A.16. Nationally, the representation of Indigenous children in preschools was a higher proportion (5.3 per cent) than their representation in the community (4.5 per cent) (table 3A.16).

The *National Report to Parliament on Indigenous Education and Training, 2006* reported that nationally, the proportion of Indigenous students in government preschools who were assessed as being literacy ready to start school was similar in 2002 (64.9 per cent) and 2006 (65.3 per cent in 2006), and the proportion assessed as numeracy ready increased from 64.4 per cent in 2002 to 67.7 per cent in 2006

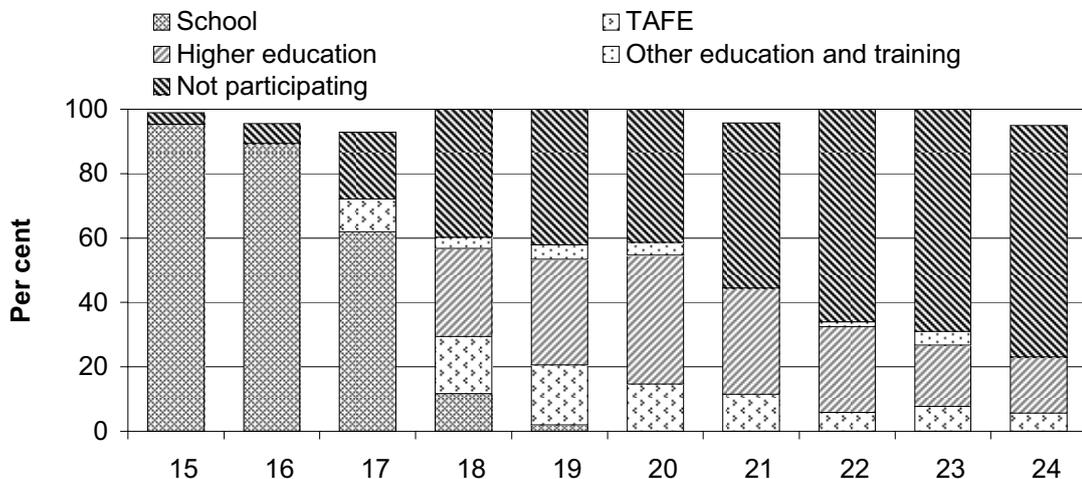
(DEEWR 2008). However, the disparity in academic performance between Indigenous students and non-Indigenous students increases as students progress through school (SCRGSP 2009, p. 4.46). Research has shown that achievement in years 5 and 7 literacy and numeracy is a key determinant of whether students continue to year 12 and enter into higher education (ACER 2004).

Participation in school education and VET

Generally, young people from the ages of 5-6 years to 15-16 years were required to attend school in 2009. However, and estimated 1.6 per cent of 14 year olds are not participating in school (table 4A.123).

Beyond the age of compulsory school education, the proportion of people participating in education and training declines. Nationally in 2009, the participation rate was at least 95.3 per cent for 15 year olds, decreasing with each year of age to at least 23.1 per cent for 24 year olds (figure B.5).

Figure B.5 Participation in education and training of people aged 15–24 years, by sector, 2009^{a, b, c}



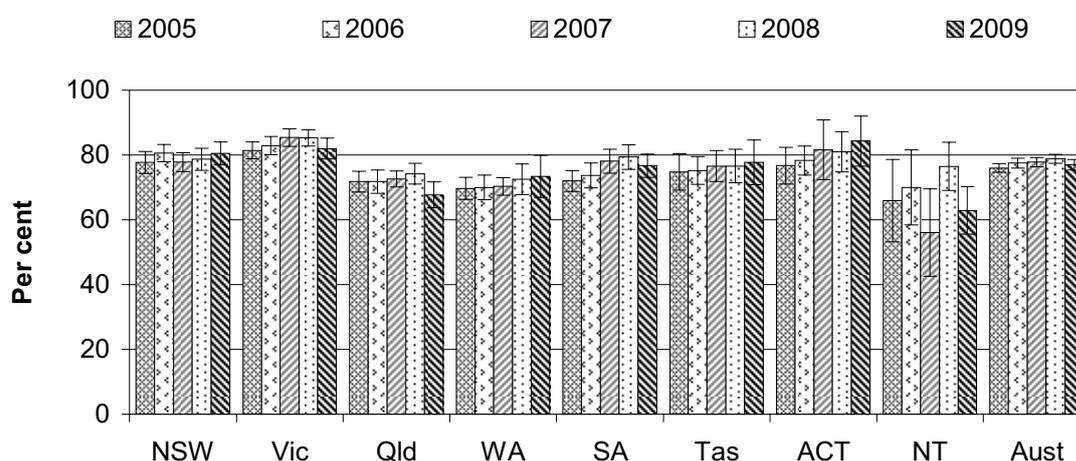
^a Data are for participation in education and training during May. Student participation may be underestimated because data are not for the whole year. ^b Totals for some age groups may not add to 100 per cent due to data that are not published. ^c The 2009 ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas (refer to box B.4 for more information).

Source: ABS (unpublished) *Survey of Education and Work*, Cat. no. 6227.0; table BA.5.

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

Nationally, the participation rate increased slightly between 2005 and 2009 for people aged 15–19 years (from 76.0 per cent to 77.0 per cent) and 20–24 years (from 38.9 per cent to 39.9 per cent) (figures B.6 and B.7) respectively. Further information on 25–29 and 15–64 year olds is available in table BA.6.

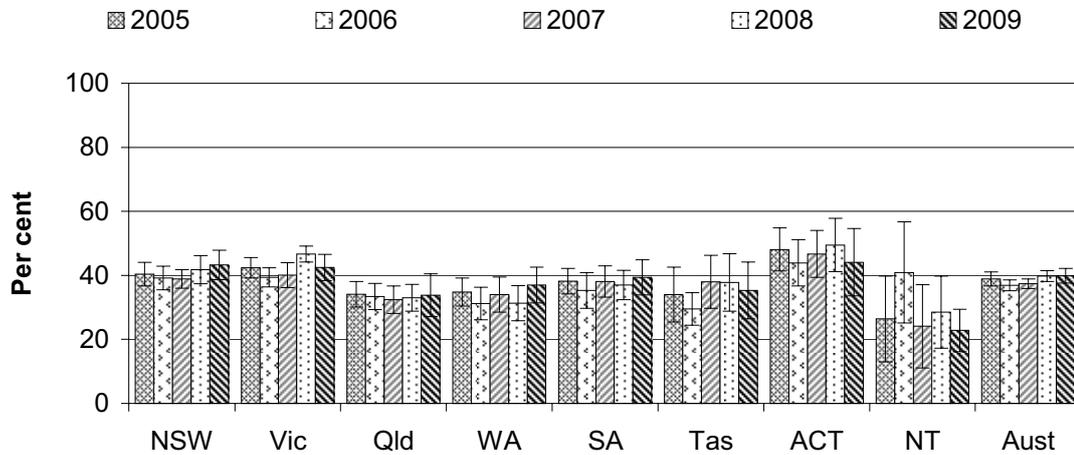
Figure B.6 Participation in education and training (15–19 year olds)^{a, b}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b The ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas in 2009 and was not conducted in very remote areas at all in previous years, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (2009 and previous years), *Education and Work*, 2009, Cat. no. 6227.0; table BA.6.

Figure B.7 Participation in education and training (20–24 year olds)^{a, b, c}



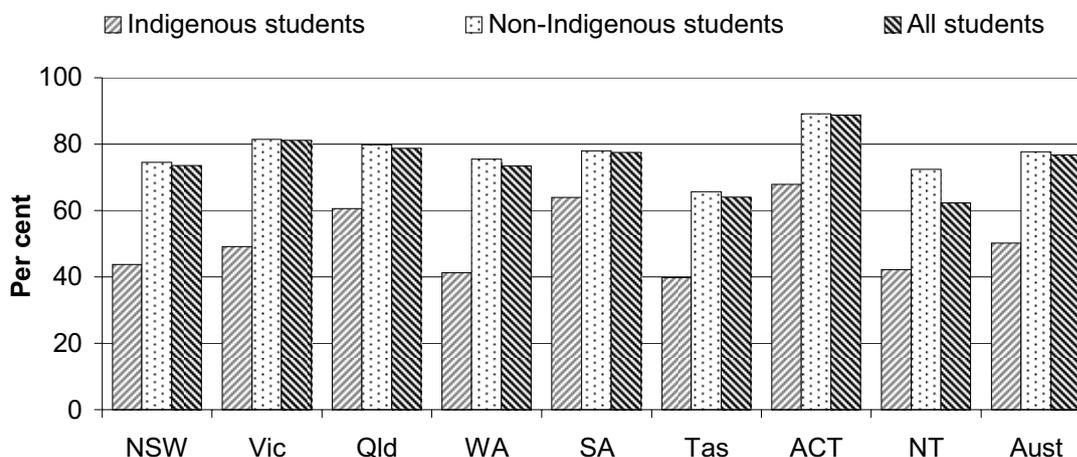
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b The proportion of people participating in education and training in the NT in 2005 and 2007 each have a relative standard error between 25 per cent and 50 per cent and should be interpreted with care. ^c The ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas in 2009 and was not conducted in very remote areas at all in previous years, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (2009 and previous years), *Education and Work, 2009*, Cat. no. 6227.0; table BA.6.

Indigenous Australians' school education

Nationally, the apparent retention rate of full time Indigenous students from year 10 to year 12 was 50.1 per cent in 2009, compared with 76.7 per cent for all full time students (figure B.8). Indigenous students who leave school before year 10 are not included in the base year for retention from year 10 to year 12. Nationally, 9.1 per cent of Indigenous students left school before year 10 — compared to 0.2 per cent of all students — so these students are not included in the base year for retention from year 10 to year 12 (table 4A.127).

Figure B.8 Apparent retention rates from year 10 to year 12, full time secondary students, 2009^{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 The exclusion of part time students from standard apparent retention rate calculations has particular implications for the interpretation of results for SA and Tasmania where there are high proportions of part time students in government schools (table 4.4). ^c Ungraded students are not included in the calculation of apparent retention rates. ^d Some students' Indigenous status is not stated. Students for whom Indigenous status is not stated are not included in the data for 'Non-Indigenous students', but are included in the data for 'All students'. Consequently, the number of Indigenous students counted in the Indigenous rates may be under-represented in some jurisdictions.

Source: ABS (2010), *Schools Australia 2009*, Cat. no. 4221.0; table 4A.127.

In 2006, 32 per cent of the year 12 Indigenous student cohort undertook a senior secondary certificate course aimed at gaining university entrance, compared to 78 per cent of the non-Indigenous student cohort. Of these Indigenous students, 11 per cent attained a score that would gain them university entrance, compared with 47 per cent of non-Indigenous students (DEEWR 2008).

Nationally in 2008, Indigenous students comprised 3.5 per cent of students participating in VET in Schools (NCVER 2010). Indigenous students made up a higher proportion of VET students than their proportion in the population (table 5A.15).

School completion/non-completion and school leaver destinations

In 2009, 64 per cent of the estimated potential year 12 population completed the requirements of the year 12 certificate (or equivalent). This result varied between socioeconomic status (SES) deciles (from 56 per cent for low socio-economic background students to 75 per cent for high socioeconomic background students)

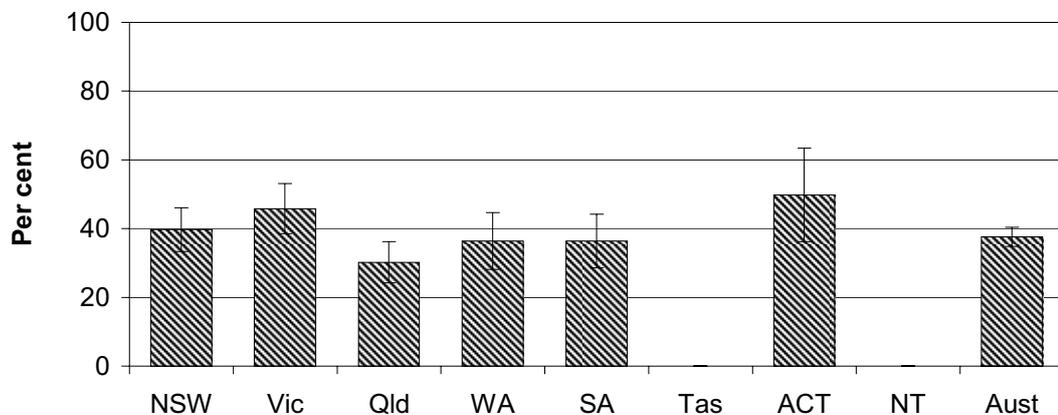
and between geographic regions (from 66 per cent in metropolitan zones to 37 per cent in very remote zones) (figures 4.65 and 4.66).

Approximately 150 600 people aged 15–19 years who attended school at any time previously were not attending an educational institution in May 2009 (46.9 per cent of all school leavers). Of these students, 81 400, or 54.1 per cent, were year 12 leavers, with the remainder early school leavers (45.9 per cent). In 2009, 89 800 school leavers (27.9 per cent of all school leavers) were enrolled in higher education institutions, and 63 300 school leavers (19.7 per cent of all school leavers) were enrolled in TAFE institutions (table BA.11).

Participation in further education

Nationally in 2009, 37.6 per cent of all 15–19 year old school leavers were fully participating in further education and training. This proportion varied across jurisdictions (figure B.9).

Figure B.9 Proportion of 15–19 year olds participating in full time post school education or training, 2009^{a, b, c, d, e}



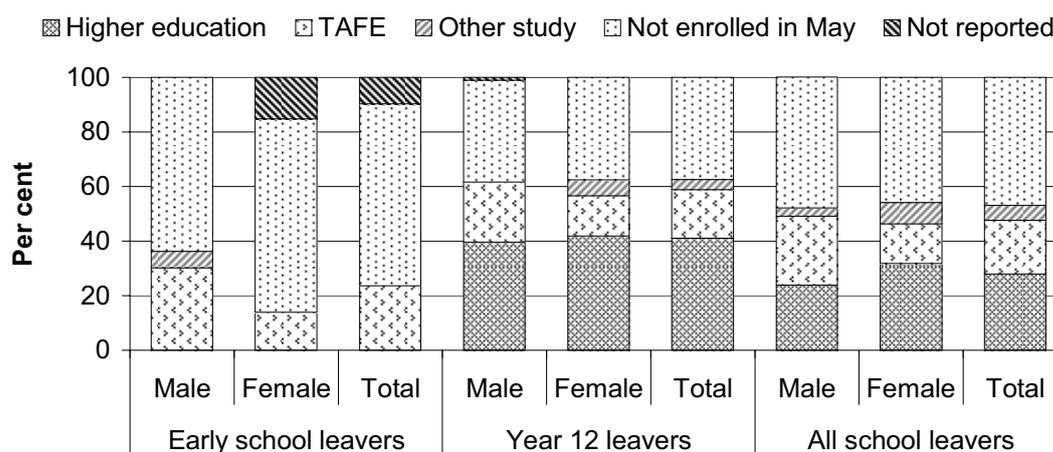
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Data for people who left school at any time who are fully participating in non-school education and/or training. Includes apprenticeships and traineeships. Earlier reports presented data for those who attended school in the previous year and for participation on either a full time or part time basis. Therefore data up to 2008 cannot be compared with subsequent years. ^c Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). ^d The 2009 Survey of Education and Work was not conducted in Indigenous communities in very remote areas which affects the comparability of NT's results (refer to box B.4 for more information). ^e The participation rate data for Tasmania and the NT were not published.

Source: ABS (2009) *Education and Work*, 2009, Cat. no. 6227.0; table BA.13.

Additional data by jurisdiction on 15–19 year old school leavers participating in post school education, training and work by socioeconomic status are presented in table BA.14.

Nationally in 2009, 27.9 per cent of 15–19 year old school leavers were enrolled in higher education, 25.2 per cent were enrolled in TAFE or other study, and 46.9 per cent were not enrolled in further education (figure B.10). In 2009, males aged 15–19 years were more likely than their female counterparts to go on to further education if they had left school early (36.3 per cent and 28.8 per cent respectively). A similar proportion of male and female 15–19 year olds who completed year 12 went on to further education in 2009 (62.7 per cent and 62.5 per cent respectively). Year 12 leavers were more likely to go on to further education than early school leavers (62.6 per cent compared with 33.3 per cent respectively) (figure B.10). Similar data for 15–24 year olds are presented in table BA.12.

Figure B.10 School leaver destination, 15–19 year olds, 2009^{a, b, c, d}



^a Data are for people who left school at any time. Earlier reports presented data for those who attended school in the previous year. Therefore data up to 2008 cannot be compared with subsequent years. ^b Early school leavers are those who left school earlier than year 12. ^c 'Other study' includes study undertaken at business colleges, industry skills centres and other educational institutions. ^d The 2009 ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas (refer to box B.4 for more information).

Source: ABS (unpublished) *Survey of Education and Work*, Cat. no. 6227.0; table BA.11.

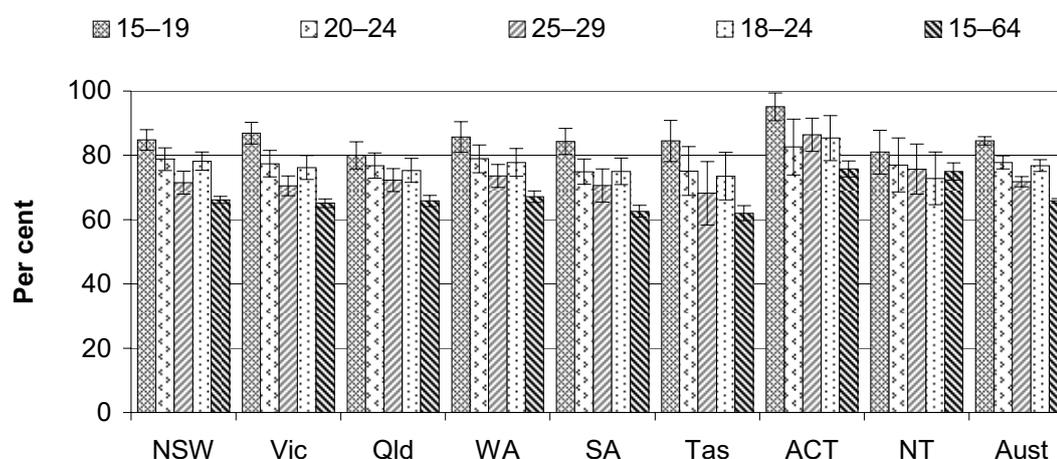
Data on applications to enrol in an educational institution are presented in tables BA.15–17. In 2009, 96.1 per cent of people aged 15–19 years who applied to enrol in an educational institution gained placement and commenced study, 2.8 per cent gained placement but deferred study, and 1.2 per cent applied but could not gain placement (table BA.15). Data for 20–24 year olds and 15–64 year olds are presented in tables BA.16 and BA.17 respectively.

Participation in full time employment, education or training

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 (ACER 2005a, FYA 2008). 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.

Full time participation in employment, education or training (including school education, vocational training and higher education) declines as people reach 25-29 years of age (figure B.11). However, rates for 25–29 year olds are higher than rates for the entire working age population (15–64 years).

Figure B.11 Full time participation in employment, education, or training, 2009 (per cent)^{a, b, c, d, e}



^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. ^c Education or training includes school education, vocational training and higher education. ^d Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction for the age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). ^e The 2009 ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas, which affects the comparability of NT's results (refer to box B.4 for more information).

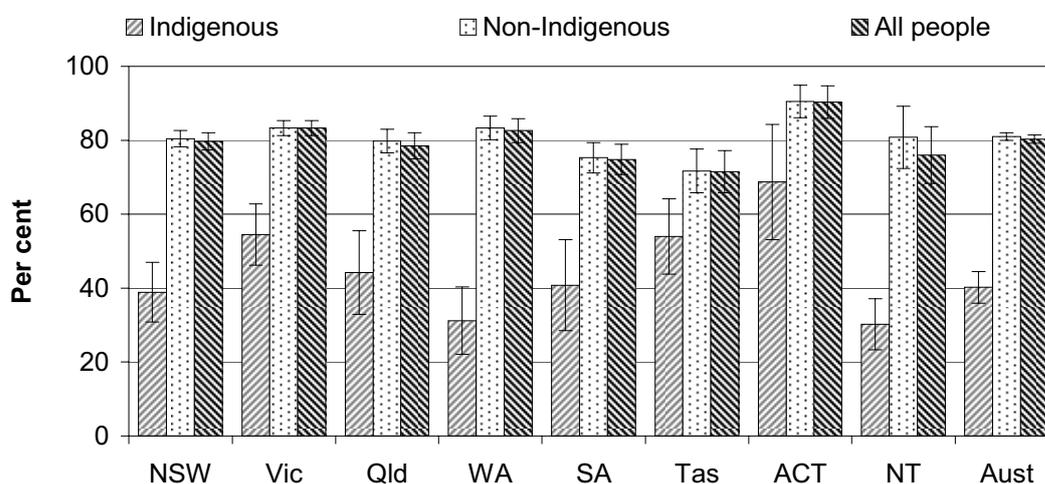
Source: ABS (2009) *Education and Work*, 2009, Cat. no. 6227.0; table BA.7.

Data on full time participation in employment, education or training at or above certificate III for various age groups by Indigenous status and socio-economic

status, are presented in tables BA.8–10. Nationally in 2009, 72.7 per cent of 18–24 year olds participated in full time employment, education or training at or above certificate III (table BA.8). Data for other age groups are also presented in table BA.8.

Nationally in 2008, non-Indigenous 18–24 year olds were more likely than Indigenous 18–24 year olds to be engaged in full time employment, education or training (81.0 per cent and 40.2 per cent respectively) (figure B.12). Data for other age groups are presented in table BA.9.

Figure B.12 Proportion of 18–24 year olds engaged in full time employment, education or training, by Indigenous status, 2008^{a, b, c, d, e, f, g, h, i}



^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 employment, full time education or training, or a combination of both part time employment and part time education or training. ^c Data for Australia for non-Indigenous people and 'all people' includes 'Other Territories'. ^d All people aged 18–24 years excludes people whose fully engaged employment or education status was unknown. ^e All people includes those for whom Indigenous status is unknown. ^f Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). ^g Data for Indigenous people are sourced from the ABS *National Aboriginal and Torres Strait Islander Social Survey*. ^h Data for non-Indigenous and 'all people' are sourced from the ABS *Survey of Education and Work*. ⁱ The 2008 ABS Survey of Education and Work is not conducted very remote areas, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey* and *Survey of Education and Work*; table BA.9.

Engagement in full time employment, education or training using the ABS Socio-Economic Indexes for Areas (SEIFA) Index of Relative Socio-economic Disadvantage (IRSD) is presented in table BA.10. Nationally and in all

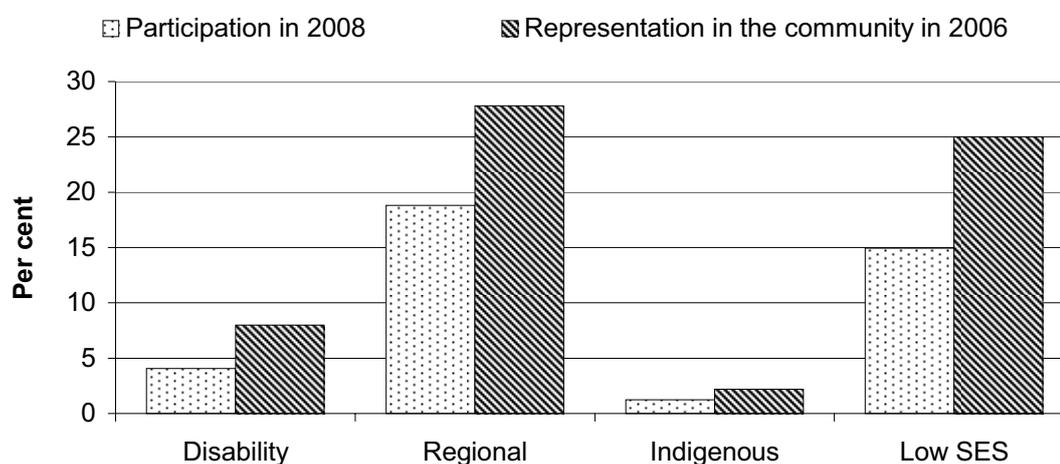
jurisdictions, in 2009, 18–24 year olds from the geographic areas of least socioeconomic disadvantage (SEIFA IRSD Quintile 5) were more likely to be fully engaged in employment, education or training than 18–24 year olds from geographic areas of greatest socioeconomic disadvantage (SEIFA IRSD Quintile 1) (table BA.10). Data for other age groups are also presented in table BA.10.

Participation in higher education

While most young people make successful transitions from school to higher education, some do not. Research shows that students from groups that are less likely to complete year 12 are also those less likely to participate in higher education, and particularly those that show low levels of early school achievement (ACER 2003).

In higher education, there is an under-representation (compared to the proportion of the relative group in the community) among people from regional areas of Australia, people with disability, those with disadvantaged/low socioeconomic backgrounds and Indigenous Australians (figure B.13).

Figure B.13 Higher education participation by selected groups, Australia^{a, b}



^a Students can be included in more than one selected group. ^b Regional includes regional, remote, rural and isolated areas.

Source: DEEWR (2009 and unpublished) *Higher Education Student Statistics, 2008*; table BA.37.

VET provides an alternative post-school pathway to further education for students. As with higher education, there is lower participation in VET by those with low levels of school achievement and those from lower socioeconomic backgrounds

(ACER 2002). Unlike participation in higher education, VET participation increases for people from ‘outer regional’ and ‘remote and very remote’ areas (figure 5.7).

Selected efficiency indicators

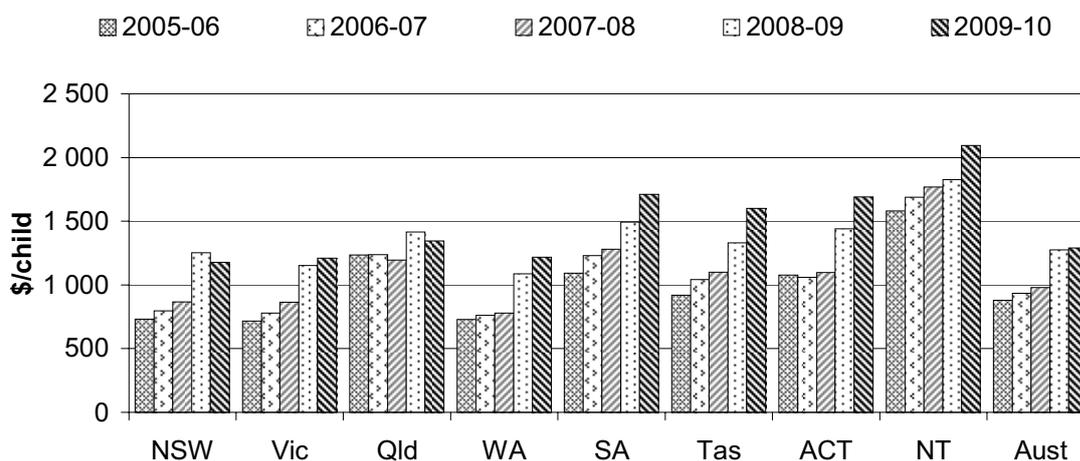
Comparing the unit costs of providing a particular service across jurisdictions can help to identify whether states and territories have scope to improve their efficiency. However, special characteristics within jurisdictions make it unlikely that all jurisdictions could achieve similar outcomes with the same level of unit costs.

Unit costs are not comparable across children’s services, school education and VET, due to the differing bases upon which they are calculated, and the differences between the sectors. Data are therefore shown separately for each area.

Children’s services, School education and VET recurrent unit costs

Total government (Australian, State and Territory governments) real expenditure on children’s services per child at a national level increased by 46.7 per cent between 2005-06 and 2009-10 (figure B.14).

Figure B.14 Total government real recurrent expenditure on children’s services per child aged 0–12 years (2009-10 dollars)^{a, b}



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

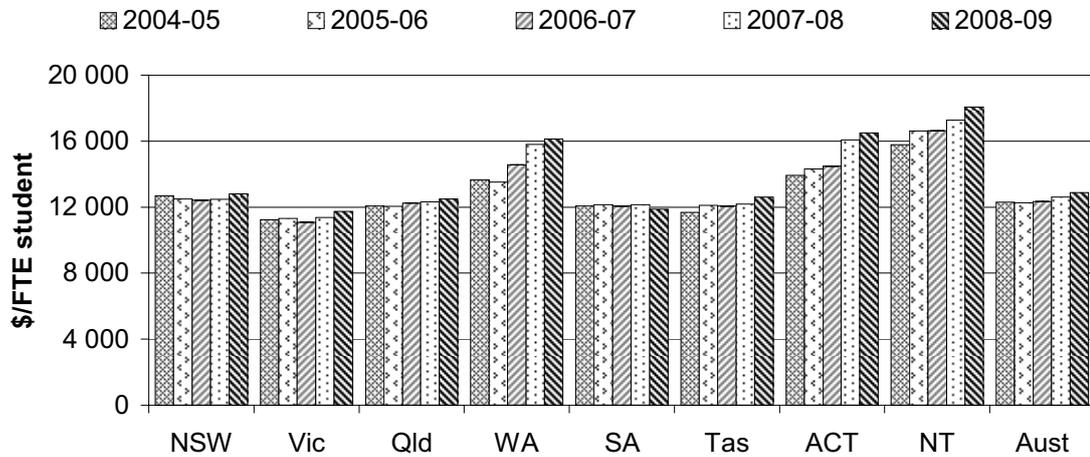
^b See notes to figures 3.20 and 3.21 for further detail on the Australian Government’s and State and Territory governments’ expenditure data.

Source: DEEWR (unpublished); State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2, 3A.36 and 3A.37.

Efficiency data for school education are presented in chapter 4 for all schools, but it should be noted that this Report includes only government expenditure. Non-government schools received 60.0 per cent of their funding from government sources in 2009 (DEEWR unpublished).

Nationally in 2008-09, in-school Australian, State and Territory government expenditure on government schools was \$12 873 per full time equivalent (FTE) student (figure B.15).

Figure B.15 In-school government real recurrent expenditure on government schools per FTE student (2008-09 dollars)^{a, b, c}

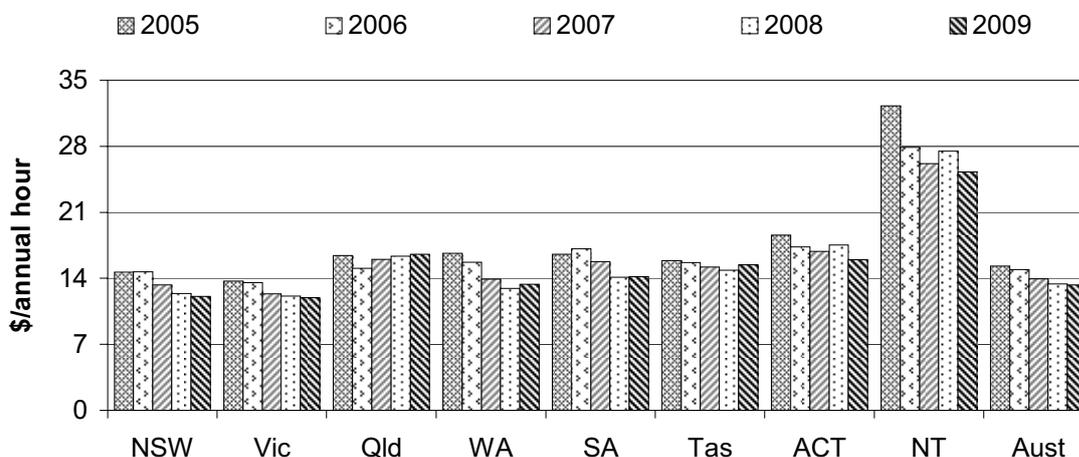


FTE = full time equivalent. ^a Data are derived from in-school government expenditure on government primary and secondary schools divided by two year average FTE student population. ^b Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. ^c Data for previous years have been adjusted to 2008-09 dollars using the ABS GDP price deflator (table AA.26).

Source: MCEECDYA, *NSSC financial collection* (unpublished); tables 4A.8 and BA.30.

Total government recurrent expenditure on VET in 2009 was \$13.31 per annual hour (figure B.16). Annual hours refer to the total hours of supervised training delivered, based on the standard nominal hour value for each subject undertaken. More information is available in chapter 5 (box 5.7).

Figure B.16 Government real recurrent expenditure on VET per annual hour (2009 dollars)^{a, b, c}



^a The VET sector is exempt from payroll tax in the ACT. A payroll tax estimate based on the ACT payroll tax rate has been included in the expenditure data for the ACT. Data for Australia exclude the ACT payroll tax estimate. ^b Expenditure per annual hour is weighted to recognise the different proportions or relatively more expensive and less expensive training programs that occur in jurisdictions. Due to revised weightings, 2008 and 2009 data are not comparable with data for previous years. ^c Historical data have been adjusted to 2009 dollars using the GDP chain price index (table 5A.99).

Source: NCVET (unpublished), National financial and VET provider collections; ABS (2009) *System of National Accounts, 2008-09*, Cat. no. 5204.0. Table 1; tables 5A.19, 5A.99 and BA.31.

Selected outcome indicators

Educational attainment

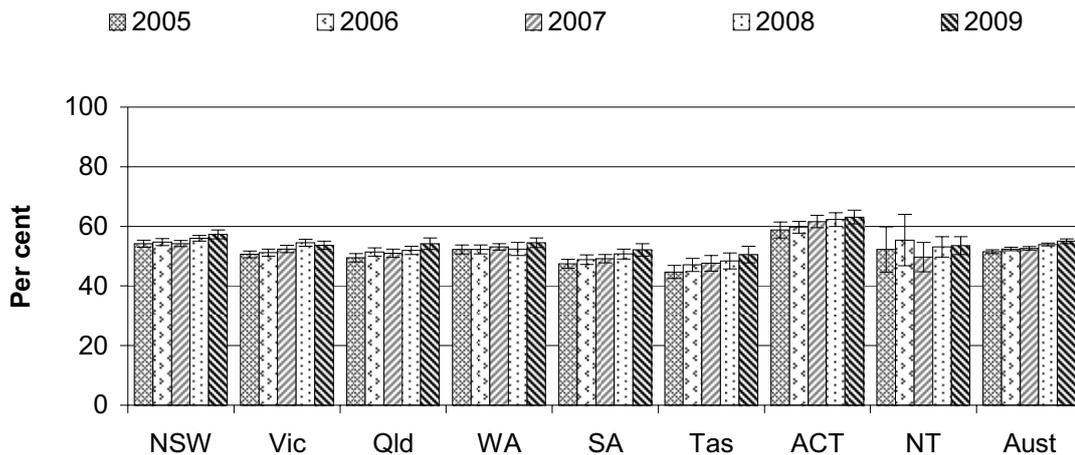
An important objective of the education system is to add to the skill base of the population, with the benefits of improving employment, worker productivity and economic growth. Educational attainment of the labour force is used as a proxy indicator for the stock of skills. However, it understates the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

Non-school qualifications and employment

In 2009, 55.0 per cent of people aged 15–64 years (7.8 million people) had a non-school qualification compared with 51.5 per cent (6.8 million people) in 2005 (figure B.17). Of the 7.8 million people with a non-school qualification, 41.9 per cent had a postgraduate degree, graduate diploma/graduate certificate or bachelor degree as their highest non-school qualification (table BA.18). Of the

6.4 million people in the 15–64 year age group without non-school qualifications in 2009, 38.9 per cent had completed the highest level of secondary school (table BA.19).

Figure B.17 Proportion of 15–64 year olds with a non-school qualification as their highest level of qualification^{a, b, c}

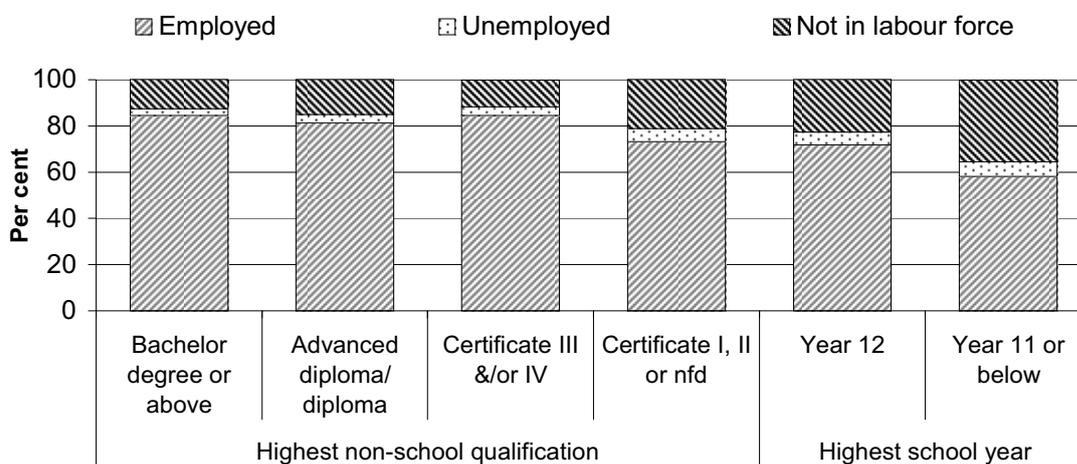


^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b The levels of highest non-school qualifications are not necessarily higher than a school qualification (that is, certificate I, II or not further defined (nfd) are not necessarily higher than year 12). ^c The ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas in 2009 and was not conducted in very remote areas at all in previous years, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (2009 and previous years), *Education and Work*, 2009, Cat. no. 6227.0; table BA.18.

There were 6.4 million employed people who had a non-school qualification in 2009, representing 61.4 per cent of employed people aged 15–64 years (table BA.19). People whose highest non-school qualification was a certificate III or IV were most likely to be employed (84.5 per cent), while people who did not complete secondary school were the least likely to be employed (58.2 per cent) (figure B.18).

Figure B.18 Level of highest non-school qualification, or school year completed for those without a non-school qualification, by labour force status, (15–64 year olds), May 2009^{a, b, c}

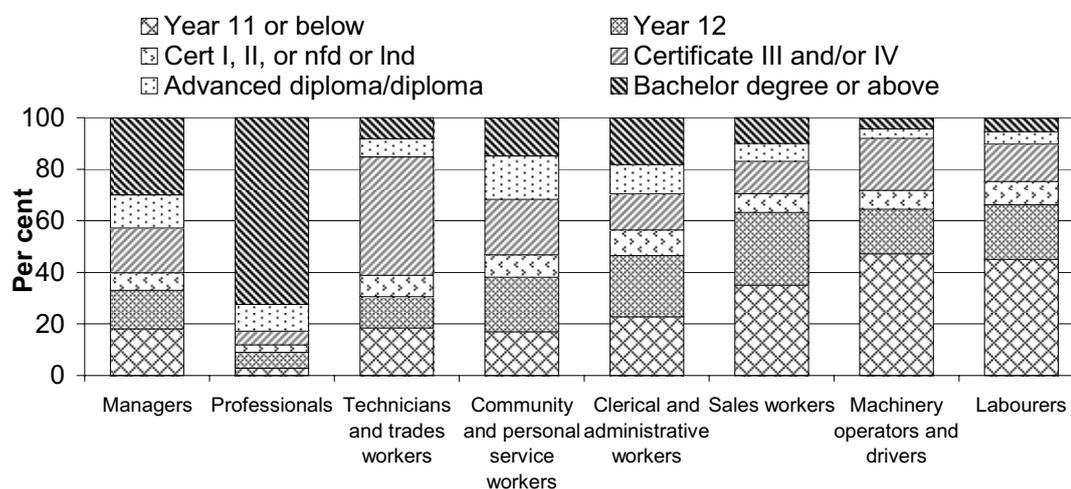


nfd = Not further defined. ^a The levels of qualifications are not necessarily listed in order from highest to lowest (that is, certificate I, II or nfd are not necessarily higher than year 12). ^b The denominator for the proportion of people with a non-school qualification is level of education attained and the denominator for people without a non-school qualification is the highest year of schooling completed (for example the denominator for the proportion of those with year 12 is the number of people with year 12 as their highest year of schooling completed). ^c The ABS Survey of Education and Work is not conducted in Indigenous communities in very remote areas (refer to box B.4 for more information).

Source: ABS (2009) *Education and Work*, 2009, Cat. no. 6227.0; table BA.19.

People employed as professionals were most likely to have completed a bachelor or higher degree as their level of highest non-school qualification (72.4 per cent in 2009), while the level of highest non-school qualification for the majority of technicians and trades workers was a certificate III or IV (46.0 per cent) (table BA.20). People employed as sales workers, machinery operators and drivers, and labourers were most likely to be without a non-school qualification (greater than 60 per cent) (figure B.19).

Figure B.19 Occupation of employed people, by level of highest non-school qualification or school year completed for those without a non-school qualification, (15–74 year olds), May 2009^{a, b}



nfd = Not further defined. **Ind** = Level not defined. ^a The levels of qualifications are not necessarily listed in order from highest to lowest (that is, certificate I, II or nfd are not necessarily higher than year 12). ^b The 2009 ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas (refer to box B.4 for more information).

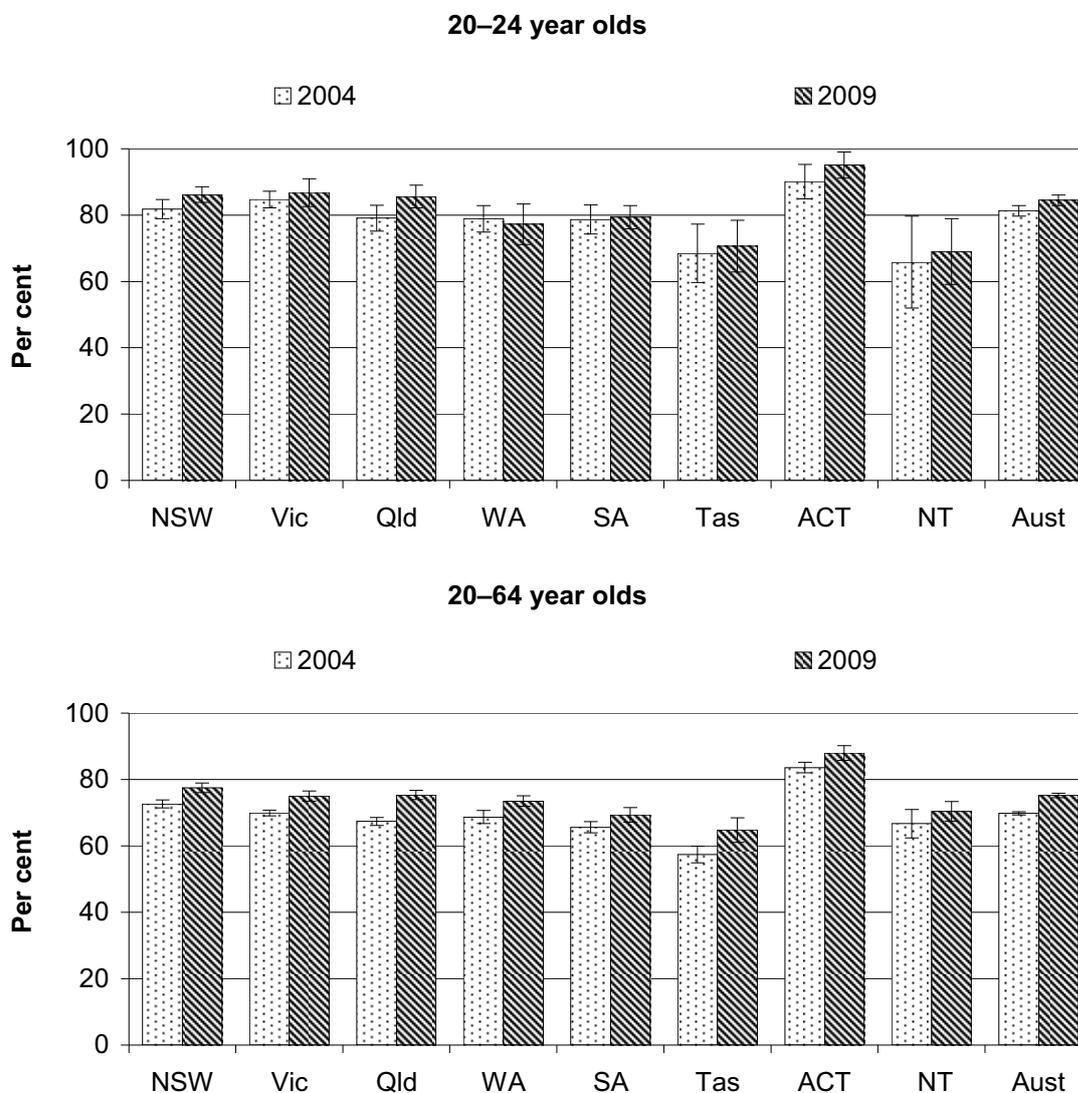
Source: ABS (2009 and unpublished), *Education and Work*, 2009, Cat. no. 6227.0; table BA.20.

Achieving year 12 (or equivalent) improves employment and earning outcomes for young people (ACER 2000). Australia is in the bottom half of OECD countries for the proportion of the population of post compulsory school age attaining year 12 or equivalent — the proportion of 25–34 year olds that attained this level or similar in 2006 (80.0 per cent) ranked 18 out of 29 OECD countries (OECD 2008).

Attainment — Year 12 or equivalent, or Certificate II

Nationally, the proportion of 20–24 year olds who had completed year 12 or equivalent or gained a qualification at certificate level II or above increased from 81.3 per cent in 2004 to 84.5 per cent in 2009. The proportion of 20–64 year olds who had completed year 12 or equivalent or gained a qualification at certificate level II or above increased from 69.8 per cent in 2004 to 75.2 per cent in 2009. The overall proportions for 20–24 year olds and 20–64 year olds varied across jurisdictions (figure B.20).

Figure B.20 Proportion of 20–24 and 20–64 year olds who have completed year 12 or equivalent, or gained a qualification at certificate level II or above^{a, b, c}

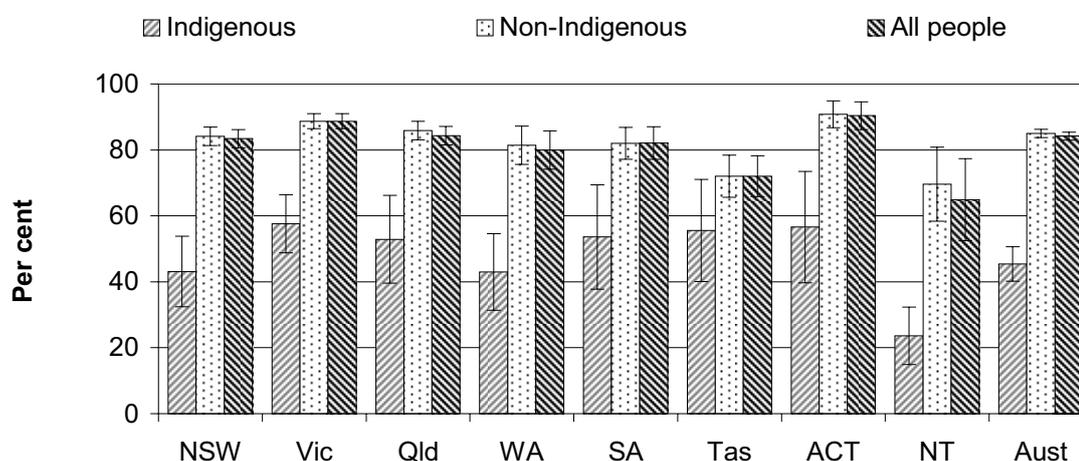


^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). ^c The ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas in 2009 and was not conducted in very remote areas at all in previous years, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (unpublished) *Survey of Education and Work*; table BA.21.

Nationally in 2008, non-Indigenous 20-24 year olds were more likely than Indigenous 20–24 year olds to have completed year 12 or equivalent, or gained a qualification at certificate II or above (85.0 per cent and 45.4 per cent respectively) (figure B.21). Similar data for 20-64 year olds are presented in table BA.21.

Figure B.21 Proportion of 20–24 year olds who have completed year 12 or equivalent, or gained a qualification at certificate level II or above, by Indigenous status, 2008^{a, b, c, d, e, f, g}



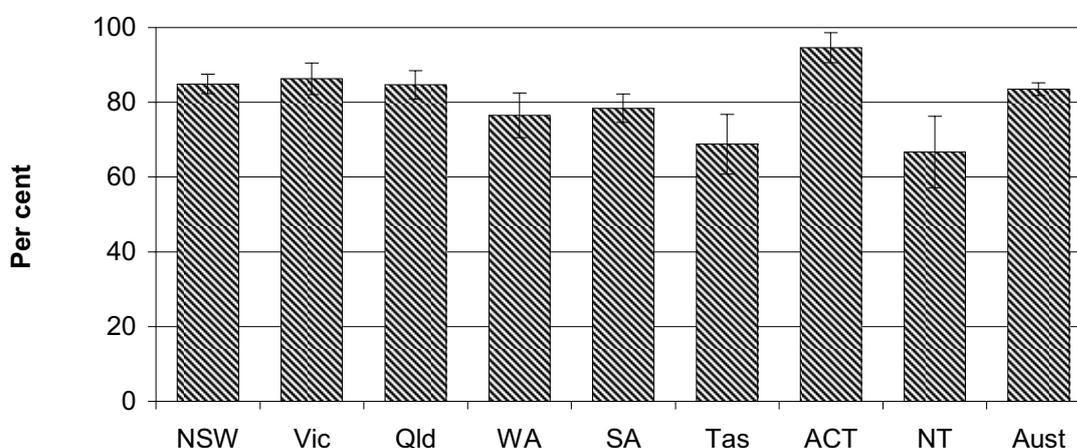
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Australia includes 'Other Territories'. ^c People aged 20–24 years who have completed year 12 or certificate II or above includes certificate I or II nfd but excludes people with a certificate nfd and people whose level of non-school qualification could not be determined. ^d All people include those for whom Indigenous status is unknown and consequently the proportion of Indigenous students may be under-represented in some jurisdictions. ^e Data for Indigenous people are sourced from the ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey*. ^f Data for non-Indigenous and all people are sourced from the ABS (unpublished) *Survey of Education and Work*. ^g The 2008 ABS Survey of Education and Work was not conducted in very remote areas, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey* and *Survey of Education and Work*; table BA.22.

The proportion of 20–24 year olds who have completed year 12 or equivalent, or gained a qualification at certificate level II or above, using the ABS SEIFA IRSD, is presented in table BA.23. Nationally and in all jurisdictions in 2009, 20-24 year olds from the geographic areas of least socioeconomic disadvantage (SEIFA IRSD Quintile 5) were more likely to have completed year 12 or equivalent, or gained a qualification at certificate II or above than 20–24 year olds from geographic areas of greatest socioeconomic disadvantage (SEIFA IRSD Quintile 1) (table BA.23)

Nationally, in 2009, the proportion of 20-24 year olds who had achieved year 12 or a certificate III or above was 83.5 per cent (figure B.22). These proportions varied across jurisdictions.

Figure B.22 Proportion of 20-24 year olds who have achieved year 12 or equivalent or certificate III or above, 2009^{a, b, c, d}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b People aged 20–24 years who have completed year 12 or certificate III or above includes certificate I or II nfd but excludes people with a certificate nfd and people whose level of non-school qualification could not be determined. ^c Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). ^d The 2009 ABS Survey of Education and Work was not conducted in Indigenous communities in very remote areas, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (2009) *Education and Work, 2009*, Cat. no. 6227.0; table BA.24.

Chapter 5 presents additional data on participation in government funded VET programs at the certificate III level or higher by selected age groups, including data for 20–24 year olds and 20–64 year olds.

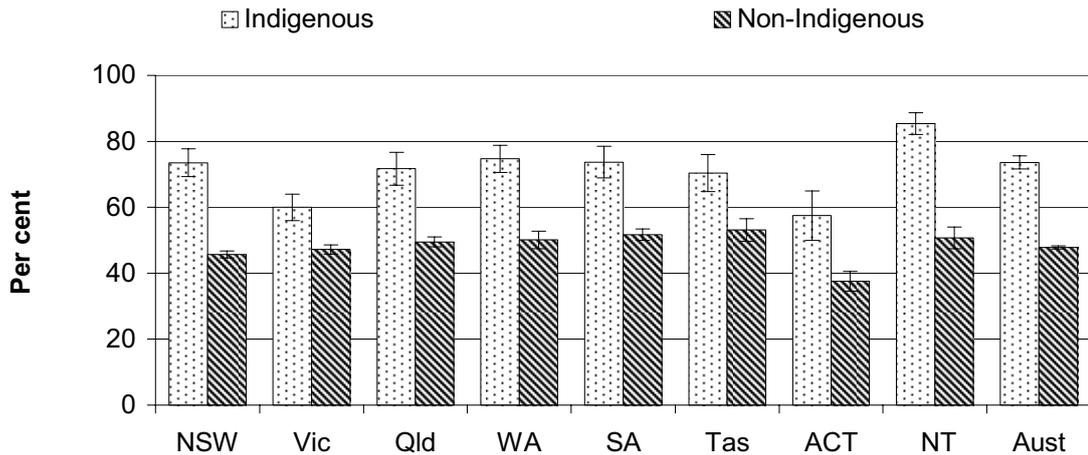
People with limited or no qualifications

Data for 20–64 year olds who do not have qualifications at or above a certificate III are presented in tables BA.25 and BA.26, along with additional age categories (20–24, 25–34, 35–44, 45–54, 55–64 years). This includes people without a qualification, and people who have completed year 12 or equivalent, a certificate I, or a certificate II.

Nationally in 2009, 47.1 per cent of 20–64 year olds did not have qualifications at or above a certificate III (table BA.25).

In 2008 Indigenous 20–64 year olds were more likely to be without qualifications at or above a certificate III than non-Indigenous 20–64 year olds (73.6 per cent and 47.8 per cent respectively) (figure B.23).

Figure B.23 Proportion of 20–64 year olds without qualifications at or above certificate III, by Indigenous status, 2008^{a, b, c, d, e}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Certificate III or above includes certificate III, IV, diploma, advanced diploma, bachelor degree and above, based on ABS decision tree for determination of level of highest education attainment. ^c Data for Indigenous people are sourced from the ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey*. ^d Data for non-Indigenous people are sourced from the ABS (unpublished) *Survey of Education and Work*. ^e The ABS *Survey of Education and Work* is not conducted in Indigenous communities in very remote areas, which affects the comparability of NT's results (refer to box B.4 for more information).

Source: ABS (unpublished) *National Aboriginal and Torres Strait Islander Social Survey* and *Survey of Education and Work*; table BA.26.

The proportion of 20–64 year olds without qualifications at or above certificate III using the ABS SEIFA IRSD, are presented in table BA.27. Nationally and in all jurisdictions, in 2009, 20–64 year olds from the geographic areas of most socioeconomic disadvantage (SEIFA IRSD Quintile 1) were more likely to be without qualifications at or above a certificate III than 20–64 year olds from geographic areas of least socioeconomic disadvantage (SEIFA IRSD Quintile 5) (table BA.27).

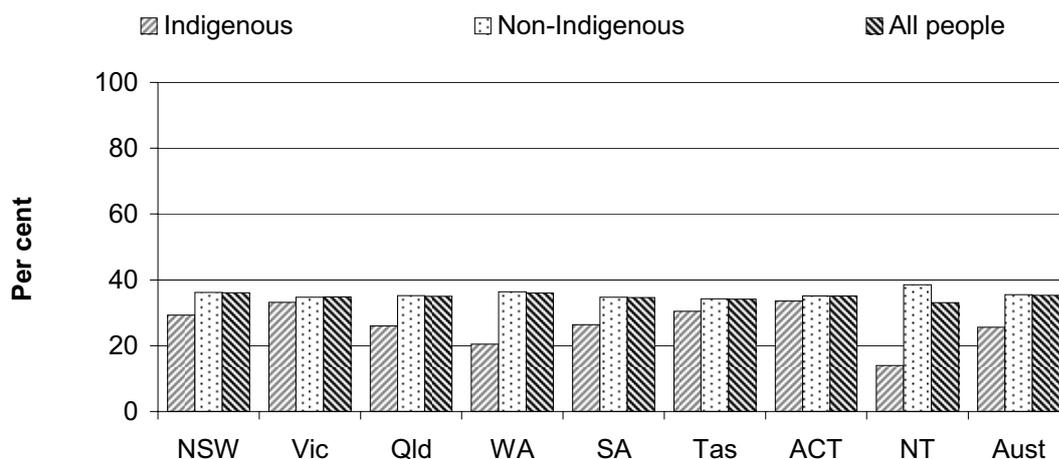
Data on the proportion of 25–29 year olds who have gained a post-secondary qualification at certificate III or above are shown in table BA.28.

People with or working towards selected VET qualifications

Nationally in 2006, 35.3 per cent of 20–64 year olds had, or were working towards, a post school qualification at a certificate III, IV, diploma or advanced diploma

level. Non-Indigenous 20–64 year olds were more likely than Indigenous 20–64 year olds to have, or be working towards, a certificate III, IV, diploma or advanced diploma (35.5 per cent and 25.6 per cent respectively) (figure B.24).

Figure B.24 Proportion of 20–64 year old population with or working towards post school qualification in certificate III, IV, diploma and advanced diploma, by Indigenous status, 2006^{a, b, c, d}



^a Australia includes Other Territories. ^b Includes people who have indicated that they have attained one of these qualifications, or are working towards a post school qualification. The Census does not enable disaggregation by qualification type, therefore this figure is an overcount of the required population. ^c All people excludes people whose level of education or attendance status was not stated. ^d All people includes those for whom Indigenous status is unknown and consequently the proportion of Indigenous students may be under-represented in some jurisdictions.

Source: ABS (unpublished) 2006 Census of Population and Housing; table BA.29.

Additional data relating to the number and proportion of VET qualification completions are reported by course level (including diploma and advanced diploma) in chapter 5 (tables 5A.80–86).

Adult literacy and numeracy skills

This section presents data indicating the skill level of the working age population in 2006. Data are sourced from the *Adult Literacy and Life Skills (ALLS) Survey* (ABS 2008b), and include information on:

- *prose literacy* — the ability to understand and use information from various kinds of texts, including newspapers, magazines and brochures

-
- *document literacy* — the knowledge and skills required to locate and use information contained in various formats including job applications, payroll forms, transportation schedules, maps, tables and charts
 - *numeracy* — the knowledge and skills required to effectively manage and respond to the mathematical demands of diverse situations.

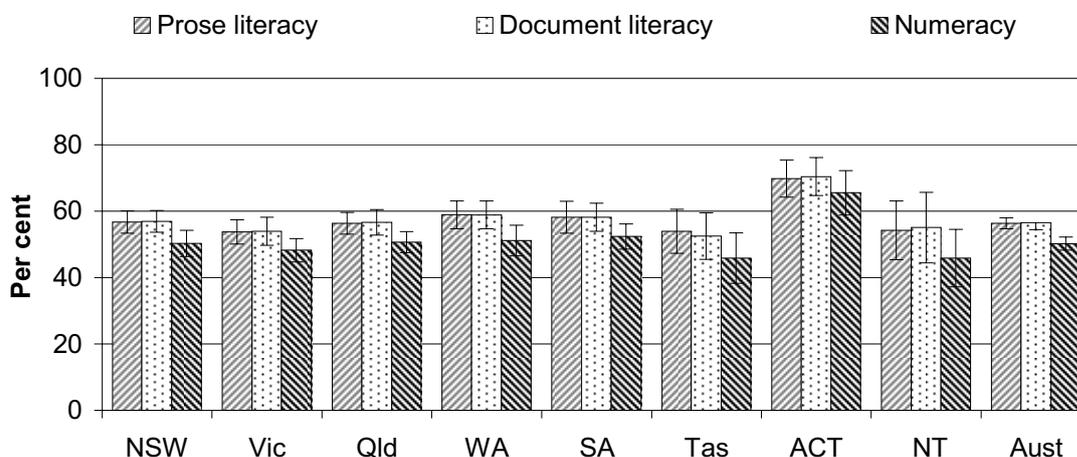
Skills were ranked on a scale from level 1 (lowest skill) to level 5 (highest skill), with level 3 considered ‘the minimum level required for individuals to meet the demands of everyday life and work in the emerging knowledge-based economy’ (ABS 2008b). Individuals with skills at level 1 or level 2 may be unable to effectively participate in education, the labour market, and/or the broader community.

Nationally in 2006, the proportions of people aged 15–64 years that scored level 3 or above were:

- 56.4 per cent for prose literacy (compared with 55.7 per cent in 1996) (table BA.33)
- 56.5 per cent for document literacy (compared with 55.1 per cent in 1996) (table BA.33)
- 50.2 per cent for numeracy skills (comparative data are not available for numeracy skills for 1996) (table BA.32).

The proportions of people aged 15–64 years who achieved at or above level 3 by State and Territory in 2006 are presented in figure B.25.

Figure B.25 Proportion of 15–64 year olds who achieved at skill level 3 or above, 2006^{a, b}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b The ALLS sample does not include people from very remote areas, and is not designed to be representative of the Indigenous population. Consequently, data for the NT should be treated with caution as the proportion of the population in very remote areas of the NT is greater than in other states and territories.

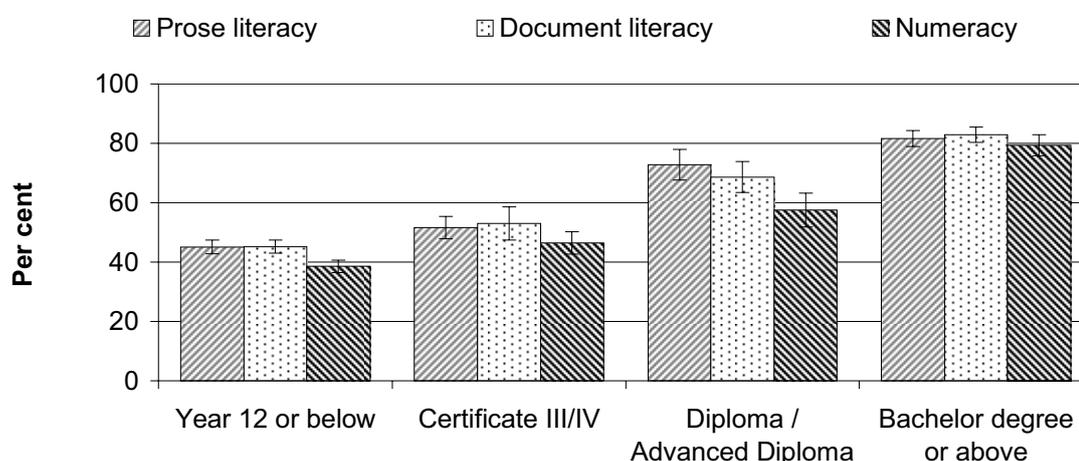
Source: ABS (2008 and unpublished) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.32.

The ALLS survey identified a number of factors that are related to literacy skills, including educational attainment, whether English is a person’s first language, and age. In 2006, people who either did not complete schooling to year 12 (or equivalent) or spoke English as a second language comprised 83 per cent of those who did not have the minimum level of prose literacy skills to adequately meet the demands of everyday life (ABS 2008b).

In 2006, people (excluding those still at school) who had not completed education or training beyond year 12 (or equivalent) were more likely to have prose literacy skills below level 3 than those who had completed schooling to year 12. The ALLS survey found that ‘on average, literacy skills increase with each additional year of school completed’ (ABS 2008c, p.100).

The proportion of the working age population (15–64 year olds) at literacy levels 3 and above, by level of educational attainment is presented in figure B.26. Level of educational attainment may be considered an indication of socioeconomic status, where lower levels of educational attainment (for example ‘Year 12 and below’) represent lower socioeconomic status. Data on socioeconomic status using the ABS SEIFA ISRD are presented in table BA.35. Nationally in 2006, people with a higher level of educational attainment were less likely to have literacy and numeracy skills at levels 1, 2 and 3 than people with a lower level of educational attainment (figure B.26).

Figure B.26 Proportion of the 15–64 year old at literacy level 3 and above, by highest level of educational attainment, Australia, 2006^{a, b}

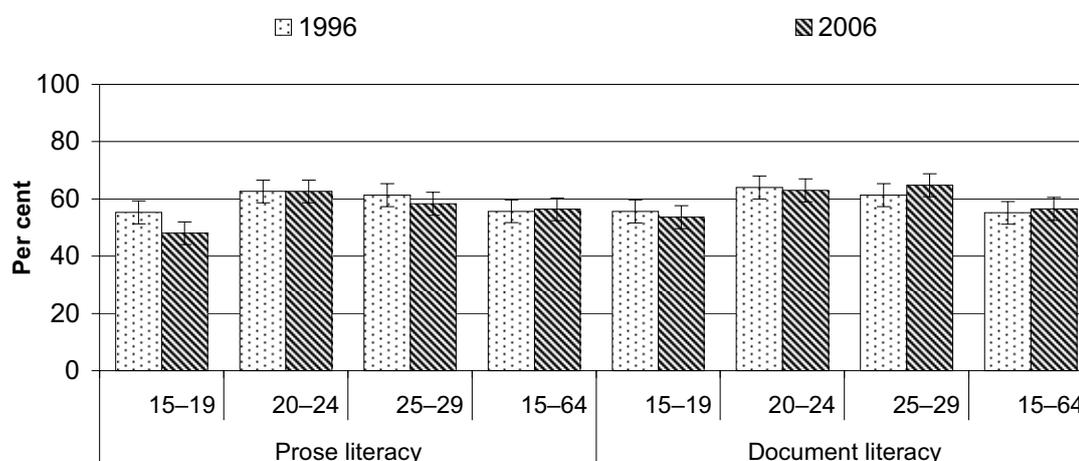


^a Year 12 or below includes certificate I, II, I or II, and certificate nfd. ^b Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (2008 and unpublished) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.36.

The 15–19 years age group had lower levels of prose and document literacy than the 20–24 years age group in both the 1996 and 2006 surveys. Literacy levels tended to decrease with age from 20 years, with lower proportions of people in the older age groups attaining level 3 or higher (figure B.27).

Figure B.27 Proportion of 15–64 year olds at level 3 or above for prose and document literacy skills, by age^a



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

Source: ABS (2008 and unpublished) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.33.

Literacy, numeracy and employment

In an environment where globalisation and technological advances are increasing the numeracy demands of employees (NCVER 2007) there are indications that numeracy skills have a greater impact on workplace participation than prose and document literacy skills. NCVER (2005, p.13) cites research that explains that the unemployment consequences of poor numeracy skills are increasingly due to the growth of new low-wage jobs in the service sector (that require computer and numeracy skills) being more rapid than growth in more traditional low-skill (manual) jobs.

In 2006, fewer than half of 15–19 year olds (43.3 per cent) had the necessary numeracy skills to meet the demands of everyday life (table BA.34). For unemployed people aged between 15–64 years, 27.0 per cent had the necessary numeracy skills to meet the demands of everyday life, while for employed people this proportion was 56.0 per cent. The difference between the numeracy skills of the employed and unemployed was greatest amongst 20–24 year olds (table BA.34).

The consequence of low literacy and numeracy skills are particularly severe for adults with skill levels so low that they are unable to embark on (or successfully progress with) vocational training that is necessary for maintaining or entering employment, because of the foundation skills required.

Cross-cutting issues

The link between early childhood development and achievement at school is well established, as is the link between education, skills, workforce participation and productivity. Information in the earlier sections of this preface has pointed to some of these relationships.

This section provides a brief discussion of ‘cross-cutting’ issues at a strategic level within the ECET sector.

Workforce participation and the availability of child care services

In March 2008, COAG committed to provide all Australian children with access to a quality preschool program for 15 hours a week, for 40 weeks in the year before formal schooling (COAG 2008). This was part of the COAG Productivity Agenda measures that address the workforce participation needs of parents with the intended outcome that ‘quality early childhood education and care supports the workforce participation choices of parents with children in the year before formal schooling’.

The Children's services chapter in this Report includes a measure of 'family work related needs', defined as the proportion children aged 0–12 years in families participating in the labour force for whom formal care, or additional hours of formal care, were required for work-related reasons. This measure addresses the need for families to participate in the labour force without child care being a barrier to this participation (box 3.23).

VET in Schools

Students can undertake vocational education and training as part of their senior secondary school certificate through VET in Schools. The provision of VET subjects in schools gives increased choice for students who stay on to year 12, including students who are at risk of leaving school early.

The VET in Schools arrangement offers two main options. Students can undertake 'school-based apprenticeships and traineeships' (SATs), or VET subjects and courses ('other VET in Schools programs') (NCVER 2010).

In 2008, there were 229 500 VET in Schools students nationally (73.6 per cent in government schools). Approximately 9.4 per cent were school-based apprentices and trainees, and 90.6 per cent were enrolled in other accredited VET in Schools programs that lead to a nationally recognised VET qualification (NCVER 2010).

Non-linear education and training pathways

The traditional view that formal learning progresses in a linear fashion from secondary school to either VET or university has shifted over the last decade. This shift reflects the changing needs of individuals and the workplace, and has been facilitated by government funded programs such as VET in Schools. Some examples of other non-linear pathways include:

- VET students progressing to undertake a university course
- university students progressing to undertake a VET course
- mature-age students returning to complete senior secondary schooling
- mature-age students who have not undertaken senior secondary schooling undertaking a VET course
- unaccredited training in the workplace.

The Longitudinal Surveys of Australian Youth (LSAY) research program examined the paths taken by the year 9 class of 1995 through to age 20. One third of this

group (33 per cent) entered university in their first post-school year, and 4 per cent in their second post-school year. Another 21 per cent (both year 12 completers and non-completers) entered non-apprenticeship VET study, and a similar proportion (20 per cent) participated in an apprenticeship or traineeship by age 20. By age 20, 80 per cent had participated in some post school study (ACER 2005b).

The LSAY research shows that even for a relatively short period following secondary school, a small percentage of people (from the year 9 class of 1995) transferred between different forms of post-school study. Specifically:

- of those who completed their non-apprenticeship VET course, 8 per cent of certificate recipients and 18 per cent of diploma or higher recipients went on to higher education
- 3 per cent of those who entered higher education by 2000 (5 years following year 9) had been in the VET sector before commencing their university studies
- 5 per cent of university entrants left to undertake VET study and did not return to university by 2001
- 8 per cent of university participants had participated in VET by 2001 (ACER 2005b).

Special needs groups

The ECET chapters report various data in relation to Indigenous populations as well as other special needs groups such as people with disability, people living in remote areas, people with a language background other than English, and people from low socioeconomic status backgrounds.

Special needs groups are not discrete, with some individuals belonging to more than one of these groups. For example, there is a greater incidence of low socioeconomic status and particular types of disability amongst Indigenous people compared with the general population (ABS unpublished, *2006 Census of Population and Housing*). People with severe disability are often disadvantaged in terms of workforce participation (ABS 2004), which may lead to lower socioeconomic status.

Future directions in performance reporting

The Steering Committee intends to replace this preface with an ECET sector summary and continue to expand reporting on the characteristics of the ECET sector. In particular, developments that span various ECET services, such as

lifelong learning, will be considered. Ongoing investigation of cross-cutting issues might allow improved reporting for ECET services as a whole.

Each chapter (children's services, school education and VET) contains a service-specific section on future directions in performance reporting. The aim of this section is to provide an insight into other related and overarching developments on reporting in the ECET sector.

COAG has agreed as part of its reform agenda to the following aspirations for the ECET sector:

- children are born healthy and have access to the support, care and education throughout early childhood that equips them for life and learning, delivered in a way that actively engages parents, and meets the workforce participation needs of parents
- all Australian school students acquire the knowledge and skills to participate effectively in society and employment in a globalised economy
- all working aged Australians have the opportunity to develop skills and qualifications needed, included through a responsive training system, to enable them to be effective participants in and contributors to the modern labour market (COAG 2008).

It is anticipated that work undertaken to achieve the COAG aspirations will lead to improvements in performance reporting for the ECET sector. There are several important national initiatives currently underway and these are listed in the relevant chapters. These projects will improve understanding of the delivery of government services in the ECET sector and resulting information will be included in future Reports where applicable.

Early childhood education and care is often considered separately to school education and training (and data are generally collected separately), thereby making the reporting for the expanded ECET sector difficult.

COAG developments

Report on Government Services alignment with National Agreement reporting

Further alignment between the Report and NA indicators might occur in future reports as a result of developments in NA reporting.

Outcomes from review of Report on Government Services

COAG endorsed recommendations of a review of the RoGS in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future Reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the 'Review of the general performance indicator framework' and the 'Review of the performance indicators and their associated measures'. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

List of attachment tables

Attachment tables are identified in references throughout this chapter by a ‘BA’ suffix (for example, table BA.3 is table 3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

Table BA.1	Australian, State and Territory governments real recurrent expenditure on child care services, (2008-09 dollars)
Table BA.2	Australian, State and Territory (including local) government real expenditure on education, (2008-09 dollars)
Table BA.3	Total government real expenditure on education, by purpose (2008-09 dollars) (\$ million)
Table BA.4	State and Territory (including local) government real expenditure (2008-09 dollars)
Table BA.5	Participation in education and training, by age, by sector, 2009
Table BA.6	Participation in education and training (per cent)
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Table BA.18	Level of highest non-school qualification completed, people aged 15–64 years
Table BA.19	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, 2009
Table BA.20	Level of highest non-school qualification, or school year completed for those without a non-school qualification, people aged 15–74 years, by occupation, 2009

Table BA.21	People who have completed year 12 or equivalent or gained a qualification at certificate level II or above, by selected age groups (per cent)
Table BA.22	Proportion of people who have completed year 12 or equivalent or gained a qualification at certificate level II or above, by Indigenous status, 2008
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Table BA.24	Proportion of the 20–24 year old population having attained at least a year 12 or equivalent or AQF Certificate III or above, 2009
Table BA.25	Proportion of 20–64 year old population who do not have qualifications at or above certificate III, 2009
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Table BA.28	Proportion of 25–29 year olds who have gained a post-secondary qualification at certificate III or above
Table BA.29	Proportion of 20–64 year old population with or working towards post school qualification in certificate III, IV, diploma and advanced diploma, by Indigenous status, 2006
Table BA.30	School education real recurrent unit costs (2008-09 dollars)
Table BA.31	Government real recurrent expenditure on VET per annual hour (2009 dollars)
Table BA.32	Proportion of 15–64 year olds who achieved at skill level 3 or above, 2006
Table BA.33	Proportion of 15–64 year olds at level 3 or above for prose and document literacy skills, by age
Table BA.34	Proportion of 15–64 year olds at level 3 or above for numeracy, by age and employment status, 2006
Table BA.35	Proportion of people aged 15–64 years at literacy levels 3 and above by SES, Australia (SES based on SEIFA IRSD), 2006
Table BA.36	Proportion of people aged 15–64 years at literacy level 3 and above, by SES, Australia (SES based on highest level of educational attainment), 2006
Table BA.37	Higher education participation by selected groups

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3 Children's services

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Attachment tables

Attachment tables are identified in references throughout this chapter by a '3A' suffix (for example, table 3A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

Children's services aim to meet the care, education and development needs of children. In this chapter, child care services are those provided to children aged 0–12 years, usually by someone other than the child's parents or guardian. Preschool services are services provided to children mainly in the year or two before they begin full time schooling. This chapter is included in the 'Early childhood, education and training' section of the Report because of the important links between children's services and education.

Most of the data in this chapter relate to services that are supported by the Australian, State and Territory governments and provided for children aged

0–12 years. Local governments also plan, fund and deliver children’s services. Due to data limitations, the only local government data included are where Australian, State and Territory government funding and/or licensing are involved.

The major improvements to reporting on children’s services this year include:

- reporting new child care staff tenure data in Australian Government approved child care services sourced from the *National Early Childhood Education and Care Workforce Census 2010*
- improved reporting of contextual information on the management type of children’s services to include the additional category of non-government schools sector
- updated income levels for reporting out-of-pocket costs for child care
- expansion of time series data reporting in some attachment tables
- inclusion of some data quality information (DQI) documentation.

The Child Care Management System (CCMS) is the primary source for Australian Government data for this chapter. Data for a number of indicators are also sourced from the *National Early Childhood Education and Care Workforce Census* (National ECEC Workforce Census) conducted for the first time in 2010 (replacing the *Australian Government Childcare Provider Survey* (AGCCPS) and the *Australian Government Child Care Census*). Box 3.4 contains more information on the *National ECEC Workforce Census* and Australian Government data.

3.1 Profile of children’s services

Service overview

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

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

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

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

Preschool — comprises services that deliver early childhood education programs provided by a qualified teacher that are aimed at children in the year before they commence full time schooling (that is, when a child is 4 years old), although younger or older children can attend in most jurisdictions. Preschool program names and starting ages vary across jurisdictions, and information on the preschool program for each State and Territory is presented in table 3.1.

Table 3.1 Preschool programs in Australia

<i>State/Territory</i>	<i>Program name</i>	<i>Age of entry</i>
NSW	Preschool	Generally 3 and 4 year olds
Victoria	Kindergarten	4 by 30 April
Queensland	Kindergarten and Pre-Preparatory (Pre-Prep)	4 by 30 June
Western Australia	Kindergarten	4 by 30 June
South Australia	Preschool and Kindergarten	Entry after 4th birthday
Tasmania	Kindergarten	4 by 1 January
Australian Capital Territory	Preschool	4 by 30 April
Northern Territory	Preschool	4 by 30 June, or 3 for Indigenous children in remote areas

Source: State and Territory governments (unpublished); table 3A.1.

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

Other services — comprise government funded services to support children with additional needs or in particular situations (including children from an Indigenous

or non-English speaking background, children with disability or of parents with disability, and children living in regional and remote areas).

Roles and responsibilities

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

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

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

State and Territory governments' roles and responsibilities vary across jurisdictions. Generally, State and Territory governments are responsible for funding and/or providing preschool services. Other roles and responsibilities can include:

- providing a legislative framework in which child care services are provided
- licensing and setting standards for children's services providers
- monitoring and resourcing licensed and/or funded children's services providers
- providing operational and capital funding to non-government service providers
- delivering some services directly (especially preschool services)
- developing new child care and preschool services
- providing information, support, training and development opportunities for children's services providers
- providing curriculum and policy support and advice, as well as training and development for management and staff

-
- planning to ensure the appropriate mix of services is available to meet the needs of the community
 - providing information and advice to parents and others about operating standards and the availability of services
 - providing dispute resolution and complaints management processes.

The arrangements for departmental responsibility for early childhood education and care vary across State and Territory governments. There are also differences across states and territories for early childhood education program names and starting ages. To provide some clarity on these arrangements, table 3A.1 shows basic information on child care and preschool education programs, such as agency responsibility, program names and starting ages.

The Australian Government and State and Territory governments are working cooperatively to undertake national reforms in the area of early childhood education and care. Through COAG, governments have endorsed a number of major funding agreements and initiatives as part of a wider early childhood reform agenda (box 3.1).

Box 3.1 The COAG Early Childhood Reform Agenda

The main COAG national reform initiatives that are linked specifically to early childhood development, education and care include the following:

- the *National Early Childhood Development Strategy – Investing in the Early Years*, is a collaboration between the Australian, State and Territory Governments. The strategy broadly covers children from before birth to 8 years of age, and aims to improve outcomes for all children and their families, including reducing inequalities in outcomes between groups of children. The strategy was endorsed by the Council of Australian Governments (COAG) on 2 July 2009. The strategy includes a range of long term national reform initiatives in the areas of education and care, health, protection, family support and housing that seek to improve early childhood outcomes
- the *National Partnership Agreement on Early Childhood Education* aims to achieve universal access to quality early childhood education for all children in the year before full-time school by 2013. These reforms are being implemented progressively from 2009–2013
- the *National Indigenous Reform Agreement*, includes a target to ensure all Indigenous 4 year olds in remote communities have access to early childhood education by 2013. This reform is being implemented progressively from 2009–2013

(Continued next page)

Box 3.1 (Continued)

- the *National Partnership Agreement on Indigenous Early Childhood Development*, aims to establish 35 new Children and Family Centres (CFCs). The locations for 38 CFCs have been agreed, exceeding the original target of 35. This reform will be implemented progressively until June 2014
- national workforce initiatives to improve the quality and supply of the early childhood education and care workforce
- a *National Quality Framework* (NQF) will be implemented progressively from 1 July 2010. The NQF will incorporate a new National Quality Standard to ensure high quality and consistent early childhood education and care across Australia that also includes streamlined regulatory approaches, a rating system and an *Early Years Learning Framework*. COAG agreed that the NQF will be implemented via the National Partnership Agreement on the National Quality Agenda for Early Childhood Education and Care, agreed to by the Australian Government and all State and Territory governments.

The Australian Government will implement the above changes in partnership with each of the State and Territory governments.

Source: COAG (2009a and 2009b); DEEWR (unpublished)

Quality of care

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

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

Licensing

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

The Australian, State and Territory governments have jointly developed national standards for centre-based long day care, family day care and outside school hours care services. These standards express a national view about the level of care all

Australians can expect from the different models of child care services available to them. The extent of implementation of these standards varies across jurisdictions.

In 2009 COAG endorsed a National Quality Framework for Early Childhood Education and Care. There will be a new National Quality Standard applied to all long day care, family day care, outside of school hours care services and preschools from 1 January 2012. A legislative framework will support the introduction of the NQF and will replace current licensing and regulation in each State and Territory with a uniform national system using a cooperative legislative model. Box 3.15 provides additional information on the NQF.

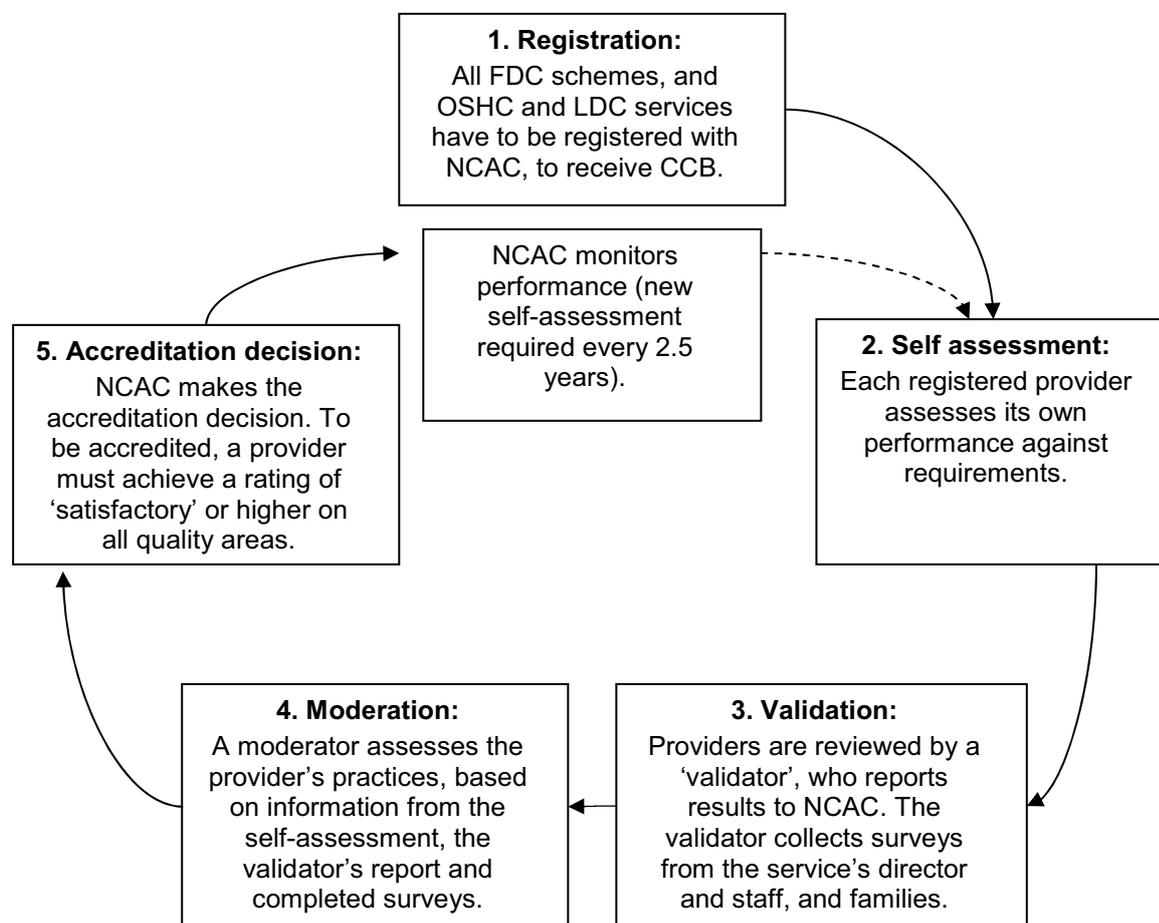
Quality assurance

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

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

The new NQF will replace the current child care quality assurance system from 1 January 2012. Box 3.15 provides additional information on the NQF.

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



FDC = Family Day Care schemes. **OSHC** = Outside School Hours Care. **LDC** = Long Day Care services. **CCB** = Child Care Benefit payments.

Source: adapted from National Child Care Accreditation Council (2004a) *Outside School Hours Care Quality Assurance: Technical information about the Accreditation Decision Process*, August; (2004b) *Quality Improvement and Accreditation System: Technical Information about the Accreditation Decision Process*, August; (2005) *Family Day Care Quality Assurance: Technical Information about the Accreditation Decision Process*, July.

Funding performance standards and outcomes

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

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

Funding

Total Australian, State and Territory government expenditure on children's services was \$4.7 billion in 2009-10, compared with \$4.6 billion (in real terms) in 2008-09. Nationally, real expenditure increased by 54.0 per cent (\$1.6 billion) between 2005-06 and 2009-10 (table 3A.3).

Australian Government expenditure accounted for 80.7 per cent (\$3.8 billion) of total government expenditure on children's services in 2009-10 (tables 3A.3 and 3A.4). State and Territory government expenditure on children's services in 2009-10 was \$908.1 million (table 3A.5). Total Australian, State and Territory government expenditure on children's services is also available by jurisdiction (tables 3A.3-5, 3A.45, 3A.52, 3A.59, 3A.66, 3A.73, 3A.80, 3A.87 and 3A.94).

In 2009-10, the provision of preschool services accounted for the largest proportion of total State and Territory government expenditure across all children's services models (83.9 per cent, or \$762.1 million) (table 3A.5).

The Australian Government provides supplementary funding to support the participation of Indigenous children in preschool programs. In 2010, an estimated \$11.9 million was provided on a per person and project basis to 1469 preschools. The funding covers 8885 full time equivalent Indigenous preschool enrolments (DEEWR unpublished).

Size and scope

Services by management type

Children's services are managed by governments (State, Territory and local), the community sector, the private sector and non-government schools. The management structure of services indicates the involvement of these sectors in the direct delivery of children's services. The limited data on the management type of child care services need to be interpreted with care because the scope of data collection varies across jurisdictions. Available data on the management type of preschool services are more complete than that for child care services, and indicate considerable variation across jurisdictions (table 3.2).

Table 3.2 Proportion of State and Territory licensed and/or registered children's services, by management type, 2009-10 (per cent)^{a, b}

	NSW	Vic ^c	Qld	WA	SA ^d	Tas ^e	ACT	NT ^f
<i>Child care</i>								
Community managed	29.5	37.3	35.5	19.5	33.5	45.7	72.8	69.4
Private	67.8	46.3	60.7	78.0	41.2	32.7	19.0	18.8
Non-government schools	na	4.5	0.8	–	–	6.3	8.2	11.8
Government managed	2.6	11.9	2.9	2.6	25.3	15.4	–	–
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<i>Preschool</i>								
Community managed	70.2	73.3	90.2	na	4.5	–	na	na
Private	20.5	1.8	0.5	na	na	–	na	na
Non-government schools	na	6.8	1.3	na	na	27.4	13.0	3.3
Government managed	9.3	18.1	8.0	100.0	95.5	72.6	87.0	96.7
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

^a Includes all Australian, State and Territory government supported services. ^b Management type relates to the status of the legal entity of the preschool or child care and does not relate to the profit status. ^c All government managed preschools in Victoria are managed by local government. ^d The majority of government managed child care services in SA are small occasional care programs attached to government preschools. ^e Preschools in Tasmania include funded non-government preschools. ^f Preschool services in the NT are directly provided by the Department of Education and Training, but a range of management functions are devolved to school councils and parent management committees. **na** Not available. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 3A.50, 3A.57, 3A.64, 3A.71, 3A.78, 3A.85, 3A.92 and 3A.99.

Child care services

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

There is no limit to the number of places in Australian Government approved child care services and for most State and Territory government child care services. Data on services should be considered as only indicative of service capacity.

Data are not available on the total number of Australian Government supported child care places due to the unreliability of these data, although the Australian Government supported at least 327 113 centre-based long day care places in 2010 (table 3A.8). Data on the number of child care places supported by State and Territory governments are presented in tables 3A.46, 3A.53, 3A.60, 3A.67, 3A.74, 3A.81, 3A.88 and 3A.95.

In the March quarter 2010, approximately 874 335 children aged 12 years or younger attended Australian Government approved child care services (table 3A.9). An additional 115 988 children attended State and Territory funded and/or provided child care services (table 3A.11). NSW does not discriminate between child care and preschool services, and children attending preschool services are included in the count for children attending child care.

The difference between the number of places and the number of children attending child care is largely due to more than one child being able to fill one place, as many children attend child care services on a part time basis.

Preschool services

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

The age from which children can attend preschool varies across jurisdictions. Victoria contributes funding towards a preschool program for all 4 year old children, which is the year before they begin schooling. In all other jurisdictions, children can also begin preschool at a younger age in some circumstances (for example, Indigenous children, children with English as a second language, gifted children, and children from vulnerable families).

This disparity in the age from which children can access preschool services reduces the comparability of preschool data across jurisdictions. Data on the age of children enrolled in preschool are presented in this chapter, and to improve comparability, data are also presented for:

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

There is no limit to the number of places in most State and Territory government funded and/or provided preschool services. Data on services should be considered as only indicative of service capacity. Data on the number of preschool places are presented in tables 3A.46, 3A.53, 3A.60, 3A.67, 3A.74, 3A.81, 3A.88 and 3A.95.

In 2009-10, 213 446 children were enrolled in State and Territory funded and/or provided preschool services (table 3A.13). The majority (88.8 per cent, or

189 489 children) were to begin full time schooling the following year (table 3A.13). Limited data on preschool attendance are available for reporting.

The difference between the number of places and the number of children enrolled in preschool is largely due to more than one child being able to fill one place, as many children attend preschool services on a part time basis.

Non-government preschools

Non-government preschools deliver preschool programs and can be managed by entities from the community sector, the private sector or the non-government schools sector.

Non-government preschool programs can be delivered in stand alone preschools, non-government schools, government schools and child care centres (for example, long day care centres). Non-government preschools are required by State and Territory governments to be licensed and/or registered, and licensing and registration arrangements vary across jurisdictions.

Non-government preschool programs that are government funded are within the scope of this chapter (table 3.3).

Table 3.3 Characteristics of non-government preschools in receipt of government funding, 2010

	NSW ^a	Vic	Qld ^b	WA	SA	Tas ^c	ACT ^d	NT ^e
<i>Management type</i>								
Community sector	✓	✓	✓	✓	✓	✓	x	x
Private sector	✓	✓	✓	✓	x	x	x	x
Non-government schools sector	✓	✓	✓	✓	na	✓	x	✓
<i>Service delivery setting</i>								
Stand alone preschools	✓	✓	✓	✓	✓	✓	x	x
Non-government schools sector	✓	✓	✓	✓	✓	✓	✓	✓
Government schools	✓	✓	na	✓	na	x	x	x
Child care centres	✓	✓	✓	x	✓	✓	x	x
Registration and licensing requirements	R, L	L	L	R	L	R	L	R

X Not government funded. **R** Registered. **L** Licensed.

^a All preschool services in NSW were required to be licensed by July 2010. ^b In Queensland, privately owned preschools were required to be licensed, but did not receive government funding in 2009. From 2010 approved private providers of preschool programs will be eligible to receive State government funding. ^c In Tasmania, non-government preschools can be located in stand alone settings, however there are none currently in existence. ^d Non-government preschools in the ACT are licensed, but not government funded. ^e In the NT, only 4 Catholic Remote Schools receive NT government funding for preschool services. All other non-government preschools do not receive NT Government funding. **na** not available.

Source: State and Territory governments (unpublished).

Some data are also included on non-government preschools which are licensed, registered and/or approved by State and Territory governments (box 3.5).

3.2 Framework of performance indicators

COAG has agreed six National Agreements (NAs) to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services, (see chapter 1 for more detail on reforms to federal financial relations). The agreements include sets of performance indicators, for which the Steering Committee collates annual performance information for analysis by the COAG Reform Council (CRC).

There are no service specific NAs that relate to children's services. However, the *National Indigenous Reform Agreement* (NIRA) establishes specific outcomes for reducing the level of disadvantage experienced by Indigenous Australians, and includes an indicator relating to access to quality early childhood education for Indigenous children. Data developments for reporting against the agreed indicator were underway at the time of preparing this report. It is anticipated that this

indicator will be incorporated into the Children's services chapter for the 2012 Report.

The framework of performance indicators for children's services is based on common objectives for children's services endorsed by the former Community Services Ministers' Advisory Council (CSMAC), now the Community and Disability Services Ministers' Advisory Council (CDSMAC) (box 3.2). The relative emphasis placed on each objective varies across jurisdictions.

Box 3.2 Objectives for children's services

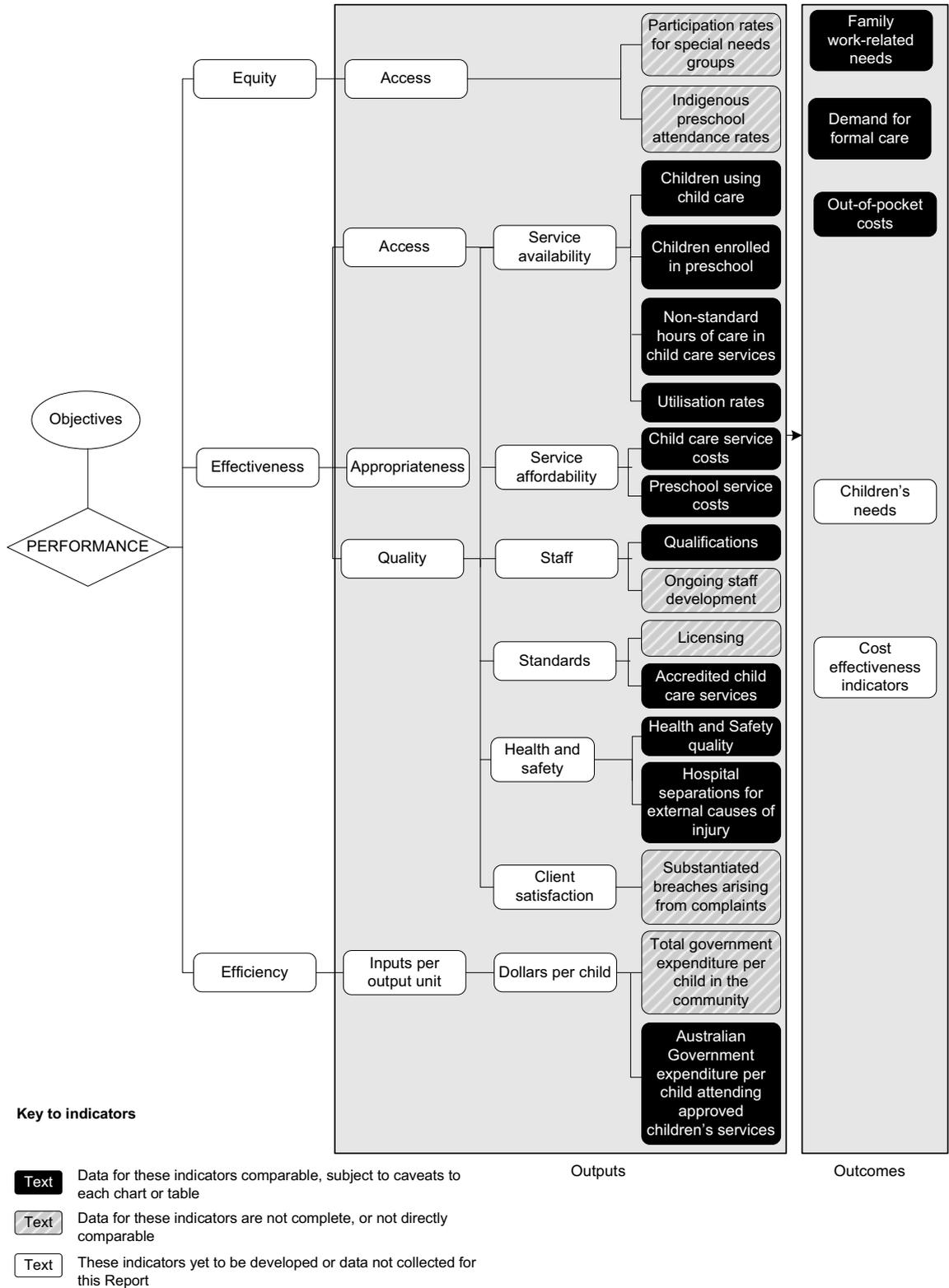
Children's services aim to:

- meet the care and education needs of all children in developmentally appropriate ways, in a safe and nurturing environment
- provide support for families in caring for their children
- provide these services across a range of settings in an equitable and efficient manner.

A performance indicator framework consistent with these objectives is shown in figure 3.2. The framework shows which data are provided on a comparable basis in the 2011 Report. For data that are not deemed directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

The Report's statistical appendix 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) (appendix A).

Figure 3.2 Performance indicators for children's services



3.3 Key performance indicator results

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

Outputs

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

Equity

Access — participation rates for special needs groups

'Participation rates for special needs groups' is an indicator of governments' objective to ensure that services are provided in an equitable manner to all special needs groups in the community, and that there is consideration of the needs of those groups which can have special difficulty in accessing services (box 3.3).

Box 3.3 Participation rates for special needs groups

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

If the representation of special needs groups among children's services users is broadly similar to their representation in the community, this can indicate equity of access. Therefore, a higher participation rate is desirable.

Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

Data for participation by special needs groups using Australian Government approved child care services for 2009-10 were drawn from the National ECEC Workforce Census 2010 and DEEWR administrative systems. Box 3.4 contains more information on the census.

Box 3.4 Australian Government National Early Childhood Education and Care Workforce Census

The *National Early Childhood Education and Care Workforce Census* (National ECEC Workforce Census) was conducted in 2010 and is an initiative of the Australian Government in partnership with State and Territory governments. The information collected aims to provide comprehensive, current and nationally consistent data on access to early childhood education and care services, and staff qualifications and experiences.

This National ECEC Workforce Census replaces the Australian Government Child Care Provider Survey (AGCCPS) conducted in 2008-09 and the Australian Government Census of Child Care services (AGCCC) conducted in earlier years, as the source of non-administrative data available from the Australian Government.

The National ECEC Workforce Census collected information on children with special needs and staff in Australian Government approved child care services. The same information was collected in the AGCCPS and the AGCCC, although different methodologies were used. Variations in collection methodologies and different weighting methods affect the comparability of data across the collections. Therefore comparisons across time should be made with caution.

Source: DEEWR (2010).

At a national level, patterns for children from special needs groups attending Australian Government approved child care varied:

- Children from a non-English speaking background aged 0–12 years participated in child care at a lower rate (13.7 per cent) than this group’s representation in the community (18.8 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Indigenous children aged 0–12 years participated in child care at a lower rate (1.9 per cent) than their representation in the community (4.4 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Children aged 0–12 years from low income families participated in child care services at a similar rate (23.9 per cent) to their representation in the community (23.2 per cent). Children aged 0–5 years participated in child care services at a higher rate than their representation in the community and children in the age

group 6–12 years participated at a lower rate than their representation in the community.

- Children aged 0–12 years with disability had a lower representation in child care (2.6 per cent) compared with their representation in the community (7.7 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Children aged 0–12 years from regional areas participated in child care services at a lower rate (28.0 per cent) to their representation in the community (33.0 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Children aged 0–12 years from remote areas participated in child care at a lower rate (0.9 per cent) to their representation in the community (3.0 per cent). This was also the case for both the 0–5 age group and the 6–12 age group (tables 3.4 and 3A.14).

Data on representation of special needs groups in State and Territory funded and/or provided child care for children aged 0–12 are presented in table 3A.16.

Table 3.4 Proportion of children aged 0–12 years from special needs groups attending Australian Government approved child care services, 2010 (per cent)^{a, b, c, d}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
<i>Children from non-English speaking backgrounds</i>									
In child care services	19.7	17.4	6.5	9.6	7.8	3.3	12.9	10.8	13.7
In the community, 2006	23.2	21.7	11.9	15.5	13.7	7.2	16.2	36.8	18.8
<i>Indigenous children</i>									
In child care services	2.1	0.6	2.9	2.1	1.4	1.5	0.9	9.4	1.9
In the community, 2006	4.1	1.2	6.2	5.6	3.3	6.5	2.3	39.2	4.4
<i>Children from low income families</i>									
In child care services	24.1	24.0	24.9	22.7	24.1	24.8	8.8	14.4	23.9
In the community, 2007-08	24.5	23.1	20.9	21.0	26.6	33.8	10.8	18.9	23.2
<i>Children with disability</i>									
In child care services	3.3	2.2	2.0	2.2	3.6	2.1	1.9	2.8	2.6
In the community, 2003	8.0	6.8	7.6	8.9	8.8	6.2	7.5	np	7.7
<i>Children from regional areas</i>									
In child care services	26.0	23.6	32.4	20.6	18.7	100.4	1.1	79.9	28.0
In the community, 2006	28.8	28.2	45.6	24.7	26.6	97.7	0.2	51.0	33.0
<i>Children from remote areas</i>									
In child care services	0.2	–	1.2	3.3	1.8	0.6	–	20.2	0.9
In the community, 2006	0.7	0.1	4.4	8.6	4.4	2.0	..	50.3	3.0

^a Data on children in child care services represent the population of children attending child care in 2010. Data on representation in the community are reported for different years due to the availability of data and are sourced from either the ABS *Survey of Disability, Ageing and Carers 2003*, the *2006 Census of Population and Housing* or the *Survey of Income and Housing 2007-08*. ^b Data on child care services for 2010 are not directly comparable with previous years data (presented in table 3A.15) due to a change in data source. Refer to box 3.4 and table 3A.15 for more information. ^c See table 3A.15 for complete footnotes and definitions.

^d Data in italics have relative standard errors above 25 per cent, and need to be used with caution. – Nil or rounded to zero. .. Not applicable. np Not published.

Source: DEEWR (unpublished) administrative data collection and *National Early Childhood Education and Care Workforce Census, 2010 (preliminary data)*; ABS (unpublished) *Survey of Income and Housing 2007-08*, Cat. no. 6523.0, *2006 Census of Population and Housing*, Cat. no. 2031.0, and *Survey of Disability, Ageing and Carers 2003*, Cat no. 4430.0; table 3A.15.

Data on the representation of special needs groups for children in State and Territory government funded and/or provided preschools are provided in table 3.5. For jurisdictions that were able to provide data, the patterns for children from special needs groups in preschool varied:

- For jurisdictions where data were available (NSW, Victoria, Queensland, SA and ACT), the representation of children aged 3–5 years from a non-English speaking background was 10.6 per cent. Nationally, 18.7 per cent of children aged 3–5 years in the community were children from a non-English speaking background.
- Nationally, the representation of Indigenous children aged 3–5 years in preschool (5.3 per cent) was higher than their representation in the community (4.5 per cent) though this varies across jurisdictions.
- For jurisdictions where data were available (all except Tasmania), the representation of children with a disability aged 3–5 years was 6.1 per cent. Nationally, 8.0 per cent of children aged 3–5 years in the community had a disability.
- For jurisdictions where data were available (all except the ACT), children aged 3–5 years from regional areas participated in preschool at a lower rate (28.9 per cent) compared with their representation in the community (32.3 per cent) nationally, although this varied across jurisdictions.
- Nationally, children aged 3–5 years from remote areas participated in preschool at a higher rate (4.0 per cent) to their representation in the community (3.2 per cent), although this varied across jurisdictions (table 3.5).

Data on the representation of special needs groups in preschool in the year before full time school are presented in table 3A.16.

Table 3.5 Proportion of children (aged 3–5 years) from special needs groups enrolled in State and Territory funded or provided preschools, 2009-10 (per cent)^{a, b, c}

<i>Representation</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust^d</i>
Children from non-English speaking backgrounds									
In preschool services	11.1	17.1	3.8	na	11.4	na	21.0	na	10.6
In the community, 2006	23.2	21.6	11.6	15.6	13.5	7.2	16.1	38.7	18.7
Indigenous children									
In preschool services	4.9	1.3	7.8	9.3	6.3	5.2	3.2	43.2	5.3
In the community, 2006	4.1	1.2	6.4	5.8	3.5	6.4	2.3	41.8	4.5
Children with disability									
In preschool services ^e	5.5	6.2	6.0	3.1	13.8	na	4.5	4.0	6.1
In the community, 2003	7.7	6.5	8.6	10.2	8.3	7.2	14.3	np	8.0
Children from regional areas									
In preschool services	31.3	23.9	40.2	19.5	26.3	98.3	na	44.4	28.9
In the community, 2006	28.0	27.5	45.1	24.5	26.2	97.7	0.1	48.2	32.3
Children from remote areas									
In preschool services	1.2	0.1	12.4	8.3	5.7	1.7	..	55.6	4.0
In the community, 2006	0.7	0.1	4.7	9.0	4.4	2.0	..	53.1	3.2

^a Data on children in preschool services represent the population of children enrolled in preschool in 2009-10. Data on representation in the community are reported for different years due to the availability of data and are sourced from the ABS *Survey of Disability, Ageing and Carers 2003*, *2006 Census of Population and Housing* and the *Survey of Income and Housing 2007-08*. ^b See table 3A.16 for complete footnotes and definitions. ^c Data exclude innovative or flexible services that receive direct funding from the Australian Government and are targeted towards children from these groups. Data on preschool services can include some children aged 3 years or 5 years for all jurisdictions. Preschool data in the NT include some children aged greater than 5 years. ^d Data for Australia for children from non-English speaking backgrounds, children with disability and children from regional areas, in preschool, are the total of the sum of the states and territories for which data are available, and should not be interpreted as national data. Data for Australia for children from remote areas in preschool and Indigenous children in preschool, and data on the representation in the community represent all states and territories and can be interpreted as national data. ^e Data on children with a disability are not directly comparable because the definition of disability varies across jurisdictions. **na** Not available. **np** Not published. **..** Not applicable.

Source: State and Territory governments (unpublished); ABS (unpublished) *2006 Census of Population and Housing*, Cat. no. 2031.0 and *Survey of Disability, Ageing and Carers 2003*, Cat. no. 4430.0; table 3A.16.

Access — Indigenous preschool attendance rates

‘Indigenous preschool attendance rates’ is an indicator of governments’ objective to ensure that services are provided in an equitable manner to all special needs groups in the community, and that there is consideration of the needs of those groups which can have special difficulty in accessing services (box 3.5).

Box 3.5 Indigenous preschool attendance rates

'Indigenous preschool attendance rates' is defined as the number of Indigenous children absent from non-government preschools, as a proportion of all Indigenous children enrolled in non-government preschools. A child is deemed absent if they missed one or more of the sessions they were enrolled in during the reference week. Attendance rates are measured by absentee rates.

A low or decreasing absentee rate indicates a high or increasing rate of attendance at preschools, and is desirable.

Preschool attendance is not compulsory. Non-government preschools include preschool programs delivered in government funded, registered, licensed and/or approved services, and these arrangements vary across jurisdictions. Preschool programs operated by commercial providers are excluded. Data on Indigenous preschool attendance rates are limited to Indigenous children enrolled in non-government preschools, as Indigenous children enrolled in government preschools are not available (DEEWR unpublished).

Data reported for this indicator are not complete.

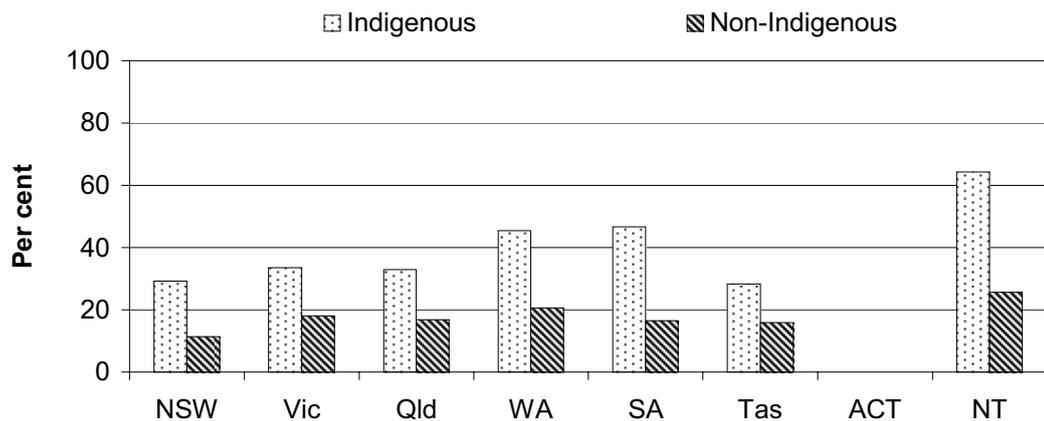
Data quality information for this indicator is under development.

Indigenous preschool enrolments provide a broad indication of access to preschool. Data on Indigenous preschool enrolments were provided for all jurisdictions. Nationally in 2009-10, 11 407 Indigenous children were enrolled in State and Territory government funded and/or provided preschool. Of these Indigenous children, at least 6030 were enrolled in preschool in the year before full time school (table 3A.16). Data on Indigenous children's representation in preschool compared with their representation in the community are presented in table 3.5. Data on Indigenous children enrolled in preschool for the period 2005-06 to 2009-10 are presented in 3A.17.

'Indigenous preschool attendance rates' provides a broad indication of the participation of Indigenous children in preschools. These data are sourced from the National Preschool Census (NPC) and relate only to non-government preschools. These data can overlap with the preschools data provided by State and Territory governments and are therefore not directly comparable with other preschool data included in this Report. The NPC collected data from 98.1 per cent of the 3314 non-government preschools in scope for the 2009 NPC (DEEWR unpublished). This represents approximately 68.0 per cent of all government and non-government preschools, though this proportion varies considerably across jurisdictions (from 6.9 per cent in the Northern Territory, to 100.0 per cent in Victoria) (table 3A.18). Data for jurisdictions with a small number of non-government preschools should be interpreted with care.

In 2009 for jurisdictions where data were available (all except ACT), non-attendance by Indigenous children was higher than non-attendance by non-Indigenous children (figure 3.3).

Figure 3.3 Enrolled children absent from non-government preschools, 2009^{a, b, c, d, e}



^a Data on attendance are limited to non-government preschools, and exclude government preschools. At the national level, approximately 68 per cent of children are in preschools deemed to be non-government, though this percentage varies across jurisdictions: 90 per cent in NSW, 100 per cent in Victoria, 93 per cent in Queensland, 27 per cent in WA, 18 per cent in SA, 26 per cent in Tasmania, 17 per cent in the ACT, and 7 per cent in the NT. Preschool attendance data for jurisdictions with a small proportion of non-government preschools should be interpreted with care. ^b Preschool attendance is not compulsory. ^c Attendance was measured during the week of 3–7 August 2009. Children are counted as absent if they are absent for one or more of the sessions that they were enrolled in during this week. Absences due to illness can be higher during winter than at other times of the year. ^d Data for non-Indigenous children are derived from data on Indigenous children and all children. ^e ACT Indigenous data and non-Indigenous data were not published for 2009 due to privacy reasons, therefore, the Australian total was also not published.

Source: DEEWR (unpublished) *National Preschool Census 2010*; table 3A.18.

Effectiveness

Service availability — children using child care

‘Children using child care’ is an indicator of governments’ objective to ensure that all Australian families have equitable access to child care services (box 3.6).

Box 3.6 Children using child care

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

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

Children using child care is defined by two measures

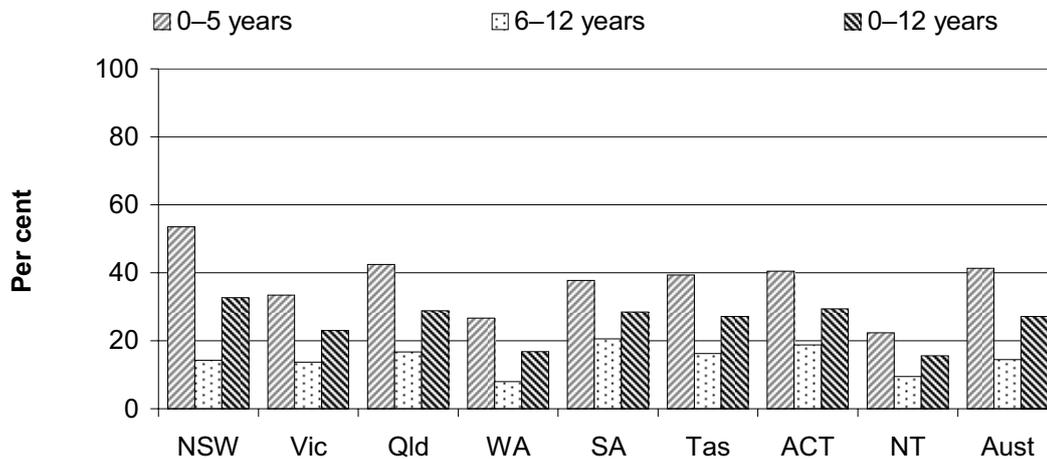
- the proportion of children using Australian Government approved plus State and Territory government funded and/or provided child care
 - data for this measure are not directly comparable.
- the proportion of children aged 0-12 years using Australian Government approved child care
 - data for this measure are comparable.

Data quality information for this indicator is under development.

The employment status of parents can influence children's access to services, depending on the service model. Those services eligible for CCB, for example, must follow the Australian Government's 'priority of access' guidelines when filling vacant places. The guidelines give a high priority to children at risk and children of parents with work-related child care needs (see section 3.6 for more detail). Details of the employment status of parents whose children use these services are shown in table 3A.19.

Nationally, 27.2 per cent of children aged 0–12 years attended Australian approved and State and Territory government funded and/or provided child care in 2009-10. Of children aged 0–5 years and 6–12 years, 41.4 per cent and 14.5 per cent respectively attended Australian government approved and State and Territory government funded and/or provided child care in 2009-10 (figure 3.4). Nearly all of these children (88.3 per cent) attended Australian Government approved child care services (table 3A.11).

Figure 3.4 **Proportion of children using Australian Government approved plus State and Territory government funded and/or provided child care, 2009-10^{a, b, c}**

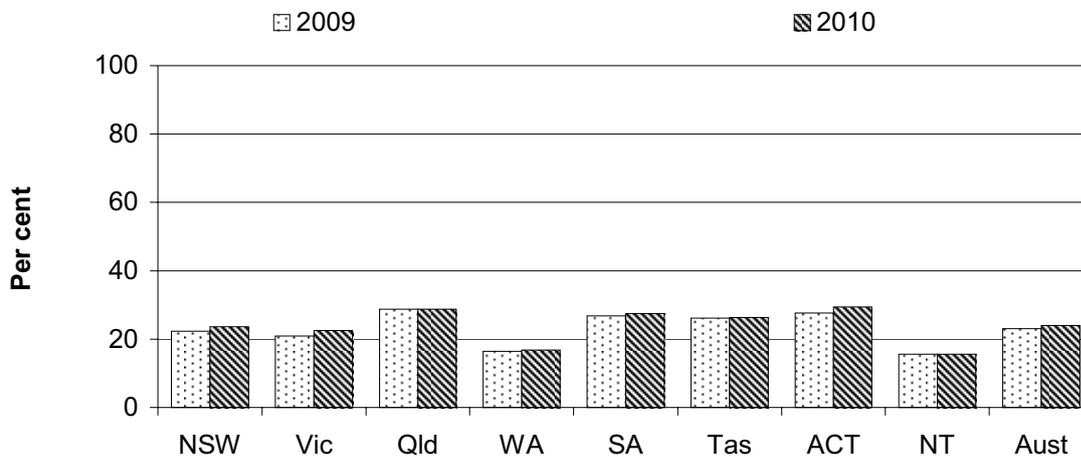


^a The population measure is the estimated resident population as at 31 December 2009. The Australian total includes children in other territories. ^b All NSW licensed and funded long day care centres offer a preschool program. Due to the integrated nature of early childhood education and care in NSW, children attending either service are counted in both categories, resulting in a potential over count. Therefore the NSW proportion of children using child care are not comparable with other jurisdictions. ^c Due to the non-comparability of NSW data, the Australian total needs to be interpreted with caution.

Source: DEEWR (unpublished); State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.11.

Nationally in 2010, 24.0 per cent of all 0–12 year olds attended Australian Government approved child care (figure 3.5). The majority of children attending Australian Government approved child care in 2010 (616 611, or 70.5 per cent) were aged 0–5 years (table 3A.9). In 2010, 48.1 per cent of all 2 year olds, 55.8 per cent of all 3 year olds, and 48.6 per cent of all 4 year olds attended Australian Government approved child care (table 3A.10).

Figure 3.5 Proportion of children aged 0–12 years using Australian Government approved child care^{a, b, c}



^a The population measure is the estimated resident population as at 31 December. ^b For 2009 each child attending child care is counted once, even if they attend more than one type of care. For 2010 data children are counted once for each type of care they use. ^c Attendance in 2009 is counted as the number of children attending approved care in all services except Vacation Care during the week 23–29 March 2009. The week in which vacation care attendance was measured varied due to different vacation care periods across Australia. 2010 attendance data relate to the March quarter 2010.

Source: DEEWR (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.9.

The average hours of attendance in child care in 2010 varied considerably across jurisdictions, for all service models. Nationally, average attendance per child at centre-based long day care centres was 25.7 hours per week, while the average attendance per child at family day care was 19.3 hours per week. Nationally, the average attendance per child at occasional care was 11.2 hours per week, the average attendance per child at outside school hours care was 7.4 hours per week, and the average attendance at vacation care during school holidays was 29.3 hours per week (table 3A.12).

Service availability — children enrolled in preschool

‘Children enrolled in preschool’ is an indicator of governments’ objective to ensure that all Australian families have equitable access to preschool services (box 3.7).

Box 3.7 Children enrolled in preschool

'Children enrolled in preschool' is defined as the proportion of children enrolled in preschool services in the target age groups. Three measures are reported:

- the proportion of children enrolled in preschool in the year before the commencement of full time schooling (where 'children aged 4 years' is used as a proxy for 'children in the year before full time schooling')
- the proportion of younger children enrolled in preschool
- the proportion of children enrolled in preschool, by age.

A high or increasing proportion of children enrolled in services can indicate a high or increasing level of service availability.

The preschool starting age for children varies across states and territories. A higher proportion of children enrolled at a particular age can reflect the preschool starting age in a particular jurisdiction.

Participation in preschool is not compulsory. This indicator does not provide information on parental preferences for using preschool, or other factors, such as school starting age, which can affect use of preschool.

Care needs to be taken in interpreting this indicator as it may be influenced by double counting of children enrolled due to:

- children moving interstate during a preschool year
- children attending multiple providers to access an appropriate amount of care
- children attending multiple service types
- children attending preschool for greater than one year.

These factors can lead to an overestimation of enrolment in some states and territories (for example, where enrolment rates exceed 100 per cent).

Data reported for this indicator are comparable.

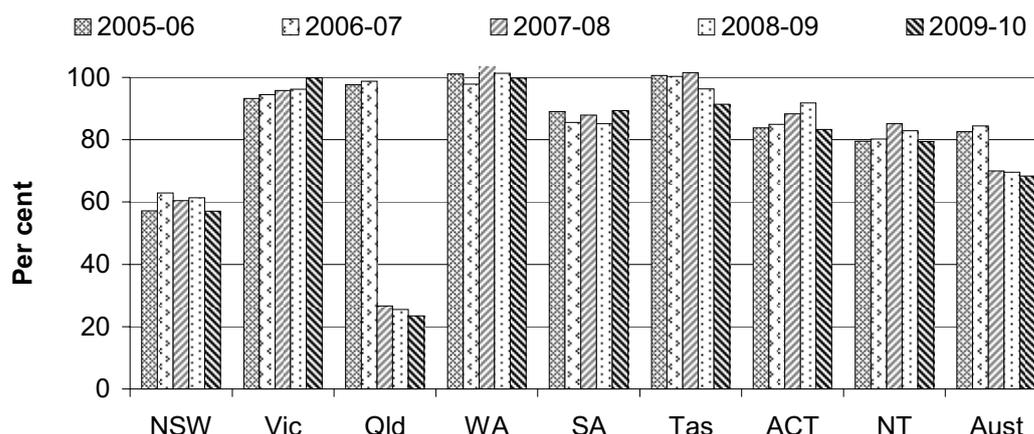
Data quality information for this indicator is under development.

Data for the proportion of children enrolled in preschool in the year before full time school are based on the number of 4 year old children in the population, even though older or younger children can be enrolled in preschool. This can result in an overestimation of the proportion of children enrolled in preschool in the year before full time school.

Nationally in 2009-10, 68.4 per cent of children in the year immediately before they commenced full time school were enrolled in government funded and/or provided preschool services (figure 3.6). The national total for preschool enrolments from 2007-08 are not directly comparable with earlier years due to the cessation of Queensland government provided preschool and the introduction of a Preparatory

Year in Queensland from 2007. The national average from 2007-08 will therefore be lower than in previous years.

Figure 3.6 Proportion of children in year before commencement of full time schooling enrolled in State and Territory government funded preschool^{a, b, c, d, e, f, g, h}



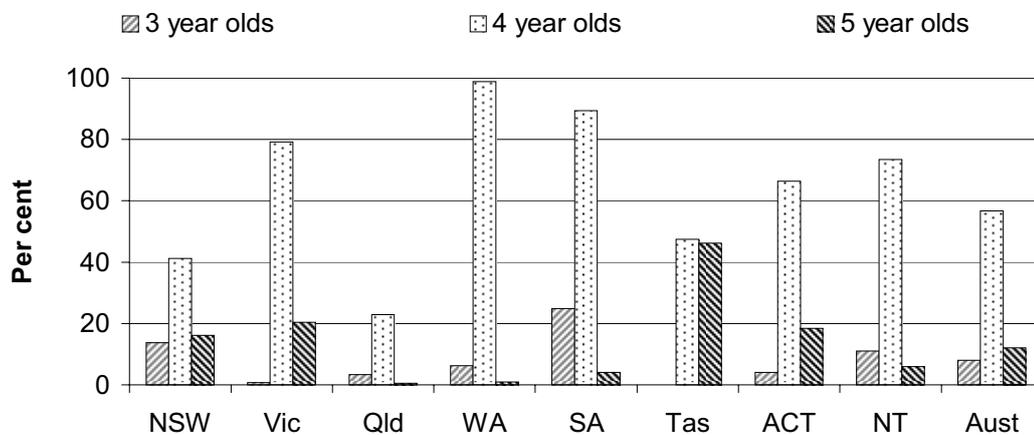
^a The preschool starting age varies across jurisdictions (table 3.1). Differences in school starting age and years of schooling across jurisdictions can affect the proportion of children in preschool services. ^b Four year old children enrolled in preschool is a proxy for children in preschool in the year before full time school. Some children of other ages are included. ^c To calculate the proportions in this figure, enrolment data (from State and Territory governments) are divided by the number of 4 year olds in each jurisdiction (using ABS estimated resident population at 31 December). The enrolment data and population data are estimated at different times of the year. ^d There is some double counting of children in NSW, Queensland (from 2007-08) and WA because some children moved in and out of the preschool system throughout the year and some children accessed more than one sessional program. As a result, the number of children reported in preschool may exceed the number of children in the target population. ^e NSW data include children aged 4 years to 5 years, 11 months enrolled in and attending licensed State funded preschool programs. Children attending unfunded preschools and preschool programs in other licensed children's services in NSW cannot be discretely counted and are excluded. Children in the non-government school sector are also excluded. Data from 2006-07 include preschools managed by the NSW Department of Education and Training. ^f In Victoria between 3 and 4 per cent of children each year are assessed as being eligible for a second year of funded kindergarten and therefore entry into the first year of school is delayed. ^g Queensland data from 2007-08 include Indigenous Community Pre-Preparatory and C&K community kindergarten services. Data for C&K community kindergarten services in 2008-09 are not comparable with data for previous years. ^h NT preschool data from 2006-07 include Catholic Remote schools.

Source: State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.13.

Nationally in 2009-10, 23 207 younger children were enrolled in government funded preschool services. The proportions of younger children participating in 2009-10 differed across jurisdictions, in part due to variation in policies on access to funded preschool services (table 3A.13).

All jurisdictions were able to provide data on the age of children enrolled in preschool. Although the preschool starting age varies across jurisdictions (table 3.1), the majority of children enrolled in preschool in 2009-10 were 4 years old for each jurisdiction reporting (table 3A.13). Figure 3.7 shows the proportions of all 3 year olds, 4 year olds and 5 year olds enrolled in preschool, and these proportions vary across jurisdictions.

Figure 3.7 Proportions of 3, 4 and 5 year old children enrolled in State and Territory government funded and/or provided preschool, by age, 2009-10^{a, b, c}



^a The starting age for preschool varies across jurisdictions. ^b Although 3 year old children can attend preschool in Tasmania, data were not available for 2009-10. ^c Data for Australia are the total of the sum of the states and territories for which data are available.

Source: State and Territory Governments (unpublished); table 3A.13.

All jurisdictions except NSW and Victoria provided data on the average hours of attendance for government funded and/or provided preschool services in 2009-10. For those jurisdictions that provided data for 2009-10, the average attendance of children in the year immediately before they commenced full time schooling was between 11 and 14 hours per week (tables 3A.60, 3A.67, 3A.74, 3A.81, 3A.88 and 3A.95).

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

‘Non-standard hours of care in child care services’ is an indicator of governments’ objective to ensure government funded and/or provided child care services meet the needs of all users (box 3.8).

Box 3.8 Non-standard hours of care in child care services

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

A high or increasing proportion of services providing non-standard hours of care can suggest a greater flexibility of services to meet the needs of families.

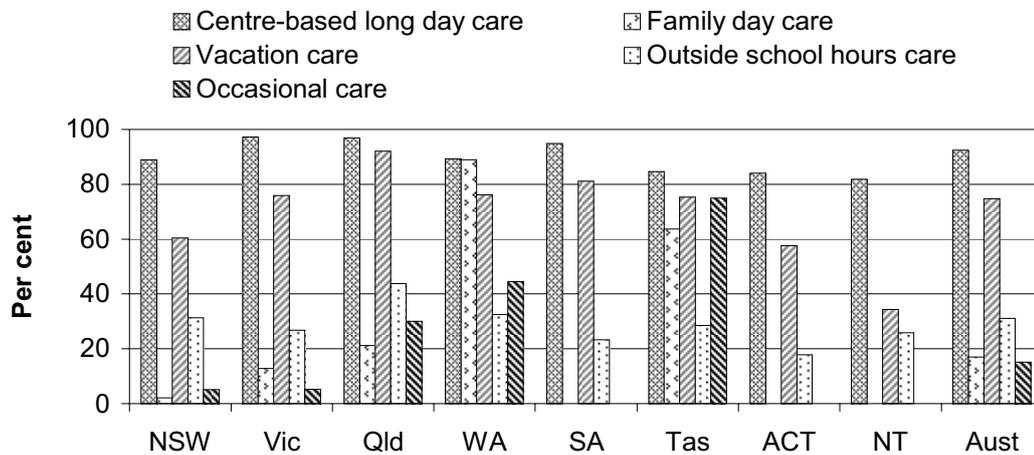
This indicator does not provide information on the demand for non-standard hours of care. Further, it provides no information on how non-standard hours services meet the needs of users.

Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Provision of non-standard hours of care can be influenced by a range of factors, such as costs to services and parents, demand for care, availability of carers, and compliance with occupational and health and safety requirements. Figure 3.8 shows the proportion of services that provided non-standard hours of care by service model.

Figure 3.8 **Australian Government approved child care services providing non-standard hours of care, by service model, 2010^a**



^a A small number of family day care and outside school hours care services provided non-standard hours of care in SA, the ACT and the NT in the March quarter of 2010. Due to the small number of services, the proportion of services offering non-standard hours of care can vary over time and these data are not published for these jurisdictions.

Source: DEEWR (unpublished); table 3A.20.

Limited data are available on State and Territory government funded and/or provided child care services that offer non-standard hours of care (see table 3A.21). NSW, Queensland and SA provided data on the proportion of preschools that offered non-standard hours of care in 2009-10 (table 3A.21).

Service availability — utilisation rates

‘Utilisation rates’ is an indicator of governments’ objective to ensure all Australian families have equitable and adequate access to children’s services (box 3.9).

Box 3.9 Utilisation rates

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

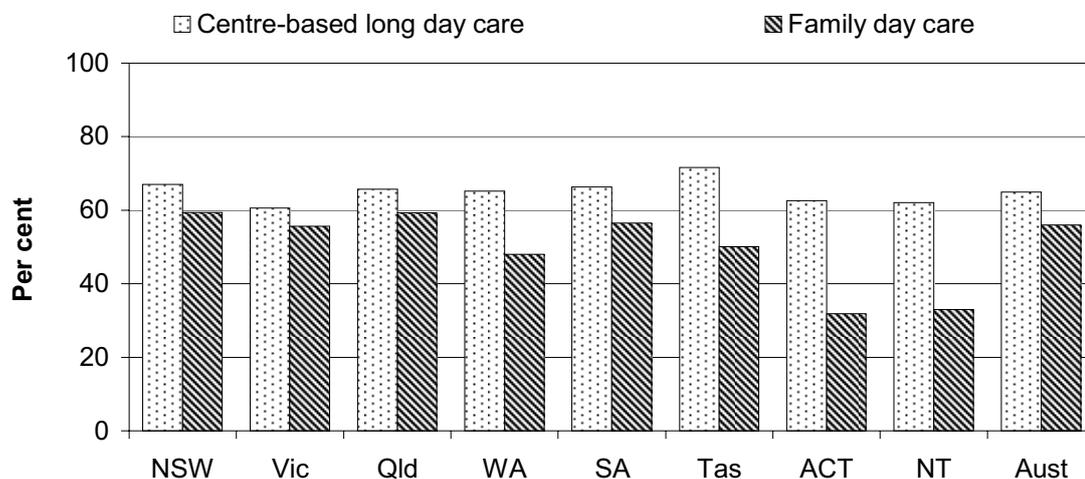
The desired level of utilisation will depend on a number of factors. High levels of utilisation can be desirable as a measure of efficiency in situations where a community does not require additional services. An alternative view of high utilisation rates is that services are less accessible as there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

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

The utilisation rates in Australian Government approved centre-based long day care and family day care services across jurisdictions are shown in figure 3.9. Nationally, utilisation rates were higher for centre-based long day care (64.9 per cent) than for family day care (56.0 per cent) in 2010.

Figure 3.9 **Utilisation rates, Australian Government approved centre-based long day care and family day care, 2010 (per cent)^{a, b}**



^a Data on utilisation rates presented in the 2009 Report, and subsequent reports are not comparable with data presented in earlier Reports, due to a change in data source. ^b It is assumed that family day care services were open for 35 hours per week and centre-based long day care services were open for 50 hours per week.

Source: DEEWR (unpublished); table 3A.22.

Service affordability — child care service costs

‘Child care service costs’ is an indicator of governments’ objective to ensure all Australian families have equitable access to children’s services irrespective of their financial circumstances (box 3.10).

Box 3.10 Child care service costs

‘Child care service costs’ is defined as the median weekly cost for 50 hours of care by service model. Median costs represent the middle value of the range of costs.

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

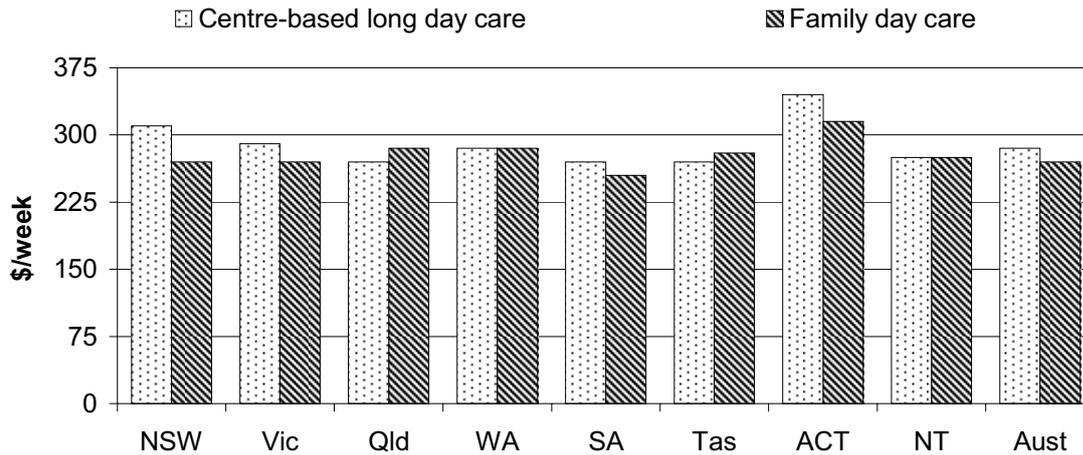
Cost data need to be interpreted with care because fees are independently set by service providers. Charging practices, including fees, are commercial decisions made by individual services, so there is significant variation in the fees charged by services. Variation in costs occurs as a result of factors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

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, median weekly cost for 50 hours of care in 2010 were higher for centre-based long day care (\$285) than for family day care (\$270) (figure 3.10).

Figure 3.10 Median cost of Australian Government approved child care services, 2010 (\$/week)^{a, b, c}



^a Median costs are based on 50 hours of care in the reference week. ^b Family day care data exclude in-home care. ^c Family day care fee includes parent levy.

Source: DEEWR (unpublished); table 3A.23.

Median weekly costs paid to Australian Government approved long day care services, by remoteness area are presented in table 3A.24. Nationally in 2010, the median weekly cost of long day care in major cities and inner regional areas was higher than in more remote areas (\$285 and \$270 respectively). The median weekly costs varied across jurisdictions.

Service affordability — preschool service costs

‘Preschool service costs’ is an indicator of governments’ objective that all Australian families have equitable access to children’s services regardless of their financial circumstances (box 3.11).

Box 3.11 Preschool service costs

'Preschool service costs' is defined as the weekly cost of preschool per child, after subsidies received by families. Data are reported as the median weekly cost per child. Median costs represent the middle value of the range of costs.

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

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

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

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Data for preschool service costs for 2008 were obtained from the ABS 2008 *Childhood Education and Care Survey* (CEaCS). The CEaCS is a household survey, with parents responding to questions about use of child care and preschool services. Some children attend a preschool program within a child care setting, for example in a long day care service, where the costs would generally be higher than in preschool. It is expected that in most of these cases, the parent would report the service model as (for example) a long day care centre, rather than preschool, but the parent might report the service model as preschool. In addition to issues around self-reporting, some services included in the CEaCS are not necessarily funded by governments. Refer to box 3.12 for additional information on the CEaCS.

Box 3.12 ABS Childhood Education and Care Survey

The ABS *Childhood Education and Care Survey* (CEaCS) was conducted for the first time in June 2008, as a supplement to the Labour Force Survey, and integrated the ABS Child Care Survey (last conducted in 2005) with a new topic on Early Years Learning. The CEaCS collected information on 3.5 million children aged 0–12 years living in a sample of private dwellings (ABS 2009).

Consistent with the earlier ABS child care surveys, the CEaCS collected information on families' requirements for formal care (or additional formal care) for their children, but some changes were introduced for the CEaCS. The CEaCS focused on families' current requirements for formal care (rather than requirements for formal care in the previous four weeks), collected in the child care surveys, collected more information on the steps taken to obtain formal care, whether the families would have used formal care if it became available, and the types of alternative care arrangements families have made.

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

Aggregated survey data also need to be interpreted with care generally, because oversupply and undersupply of child care places can be specific to particular areas, including small and remote communities.

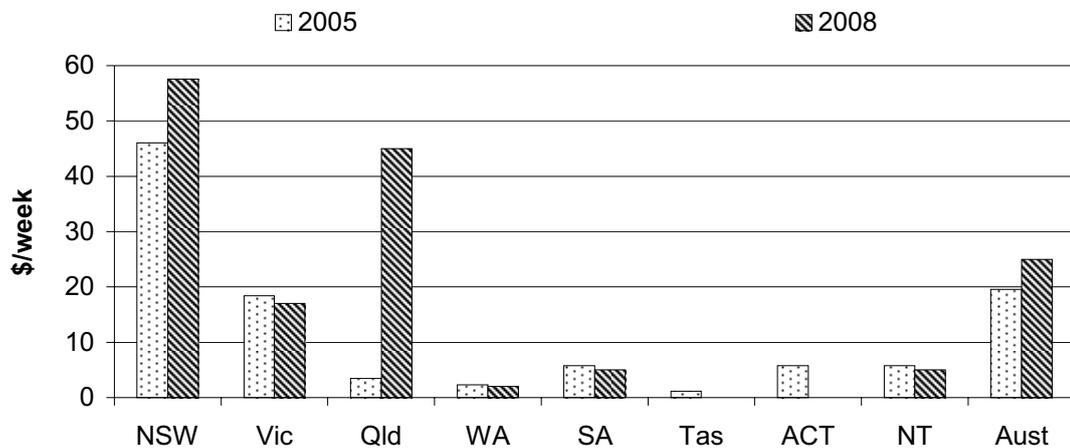
Further detail about the mix of providers of preschool (community, private and government) is provided in tables 3A.50, 3A.57, 3A.64, 3A.71, 3A.78, 3A.85, 3A.92 and 3A.99.

Preschool service costs per child can also depend on the time spent in preschool. Of the 268 000 children usually attending preschool in 2008:

- 30 per cent attended for less than 10 hours per week
- 47 per cent attended for between 10 and 14 hours per week
- 23 per cent attended for 15 hours or more per week (ABS 2009).

Nationally, the median cost of preschool per child in 2008 was \$25 per week (after subsidies). After adjusting for inflation, the median cost for 2005 (in 2007-08 dollars) was \$20 per week (figure 3.11). Additional information on the preschool service costs for children by cost range are presented in table 3A.25.

Figure 3.11 Children who attended preschool, real median weekly cost per child (after subsidies) (2007-08 dollars)^{a, b, c, d, e}



^a Data for Tasmania and the ACT for 2008 were not available separately due to small numbers, but are included in the Australian total. ^b The 2005 *Child Care Survey* collected data based on preschool arrangements in the previous 4 weeks. The 2008 CEaCS collected data based on usual preschool arrangements. Data for 2005 and 2008 are not directly comparable, and care should be taken in interpreting these data. ^c There can be differences between jurisdictions in the number of hours and sessions attended by children each week. Preschool services are provided by a different mix of providers (community, private and government). Differences in charging practices, including fees, can be due to commercial or cost recovery decisions made by individual services. Fee variation can also occur as a result of charges for additional services such as meals and materials. ^d The increase in costs in Queensland is largely due to the cessation of State school provided preschool when the Preparatory Year was introduced in Queensland schools from 2007. This means community kindergartens are the main provider of government funded preschool in 2008 and parent fees apply to this service. ^e There may be variations in weekly cost reported for 2005 from the 2010 Report, as data have been adjusted into 2007-08 dollars based on the revised GDP deflator for the 2011 Report (table AA.26).

Source: ABS (unpublished) *Child Care Survey 2005* and *Childhood Education and Care Survey 2008*; Cat. no. 4402.0; table 3A.26.

Data on the median weekly cost of preschool by remoteness area are presented in table 3A.27. Nationally in 2009, the median weekly cost of preschool in major cities and inner regional areas was \$27 (after subsidies). These median weekly costs varied across jurisdictions.

Quality

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

- the proportion of qualified staff
- the rate of ongoing staff development

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

Data for these indicators relating to quality in this report need to be treated with caution because there are differences in reporting across jurisdictions.

Staff— qualifications

'Qualifications' in children's services is an indicator of governments' objective to ensure staff in government funded or provided children's services are able to provide services which meet the needs of children. In particular, this means ensuring staff have the training and experience to provide a safe and nurturing environment that fulfils the educational and development needs of children (box 3.13).

Box 3.13 Qualifications

The definition of 'Qualifications' relates to primary contact staff with relevant formal qualifications or three or more years of relevant experience.

A relevant formal qualification relates to the highest level of qualification that a staff member has completed in an early childhood education and care related field at a Certificate level III or above.

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

Staff qualifications are a proxy indicator of staff quality.

Data reported for this indicator are comparable.

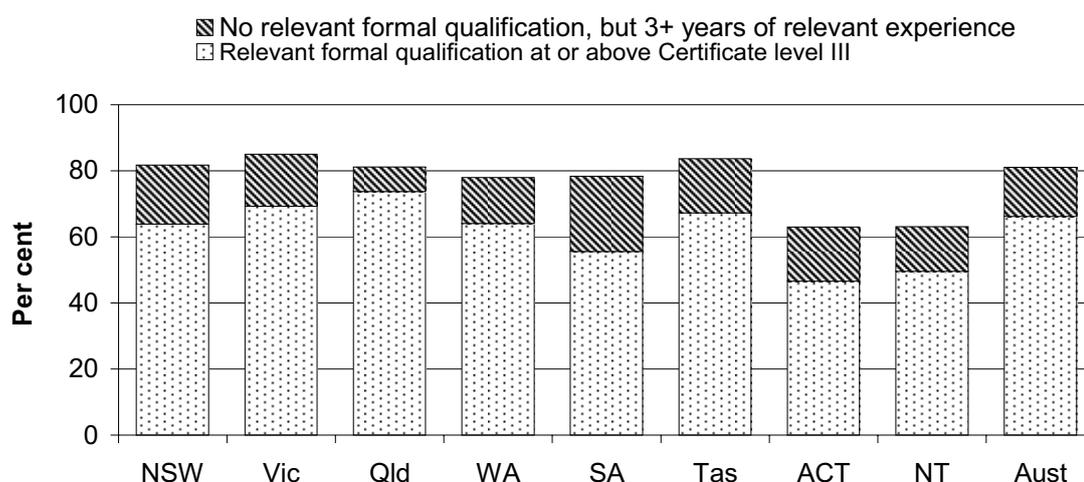
Data quality information for this indicator is under development.

Data on full time equivalent staff, family day carers and unpaid staff employed by Australian Government approved child care services are presented in table 3A.28.

Nationally, there were 87 282 paid primary contact staff employed by Australian Government approved child care services in 2010 (table 3A.29). Nationally, 66.2 per cent of paid primary contact staff in 2010 held a relevant formal qualification at

or above Certificate level III, and a further 14.8 per cent had three or more years relevant experience. The proportion of paid primary contact staff with relevant formal qualifications or three or more years of relevant experience varied across jurisdictions in 2009-10 (figure 3.12).

Figure 3.12 Paid primary contact staff employed by Australian Government approved child care services, by relevant qualification, 2010^a



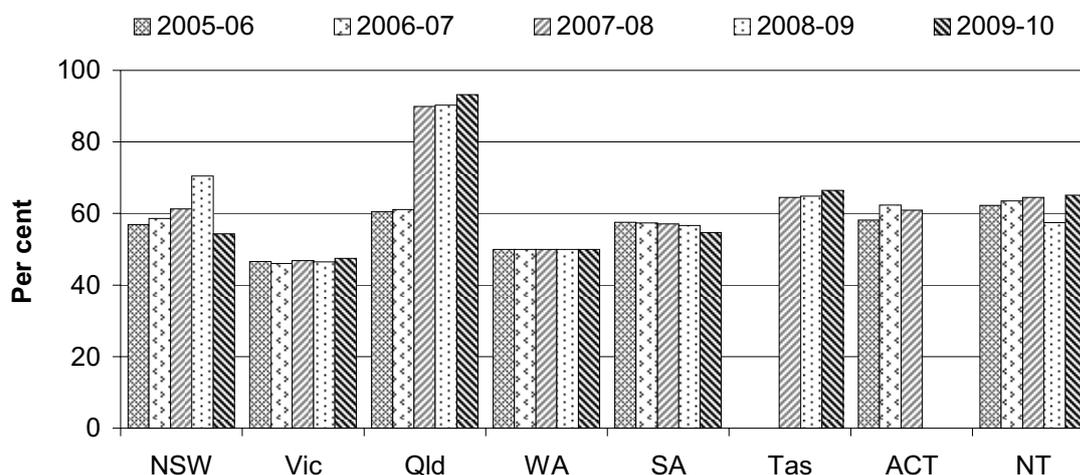
^a Data for 2010 are weighted data drawn from the National ECEC Workforce Census and are not directly comparable with data for previous years (presented in table 3A.29) due to a change in data source. Refer to box 3.4 and table 3A.29 for more information.

Source: DEEWR (unpublished) *National Early Childhood Education and Care Workforce Census, 2010* (preliminary data); table 3A.29.

Nationally, the majority of paid primary contact staff with relevant formal qualifications in approved Australian Government child care services held a certificate III or IV or a diploma or advanced diploma (44.4 per cent and 40.9 per cent, respectively) (table 3A.30). Of the 8546 (or 14.8 per cent) paid primary contact staff with a bachelor degree or above, 83.3 per cent held university qualifications in the field of early childhood education (table 3A.30).

The proportion of preschool primary contact staff employed by preschool services that received funding from State and Territory governments with a relevant formal qualification is reported in figure 3.13.

Figure 3.13 Paid primary contact staff with a relevant formal qualification at or above Certificate level III, employed by State and Territory funded and/or managed preschools^{a, b, c, d, e, f}



^a All preschool services in NSW, Queensland, SA and the ACT must have at least two staff, of whom one must have a formal qualification. ^b In Victoria, all preschool services must have at least two staff, of whom one must have a relevant early childhood teaching qualification. The proportion of qualified teachers is less than 50 per cent because a teacher can deliver a funded kindergarten program at more than one location. ^c Queensland data from 2007-08 relate to staff with formal qualifications in Indigenous Community Pre-Preparatory schools and C&K community kindergarten services. Data for 2008-09 C&K community kindergarten services are not comparable with data for previous years, as these data include only staff working during the census week. Data for previous years related to employed staff and included staff who were on leave or absent in the census week. The 2008-09 census had a response rate of 93.6 per cent for preschools, and data for 2008-09 are potentially under-reported. ^d In WA, all preschool teachers must have a formal qualification. The data assume that every teacher has an aide. Qualifications of aides are unknown, reported as not applicable and are assumed to be zero in the calculation of the proportion. ^e Data prior to 2007-08 for Tasmania and data for 2008-09 and 2009-10 for the ACT were not available. ^f All preschool teachers in the NT are qualified teachers.

Source: State and Territory governments (unpublished); tables 3A.49, 3A.56, 3A.63, 3A.70, 3A.77, 3A.84, 3A.91 and 3A.98.

Ongoing staff development

‘Ongoing staff development’ in children’s services is an indicator of governments’ objective to ensure staff in government funded or provided children’s services are able to provide services that meet the needs of children. In particular, this means ensuring staff have the training and experience to provide a safe and nurturing environment that fulfils the educational and development needs of children. Ongoing development of the skills and competencies of child care and preschool staff is another proxy indicator of staff quality (box 3.14).

Box 3.14 Ongoing staff development

'Ongoing staff development' is defined as the proportion of staff who undertook relevant in-service training in the previous 12 months.

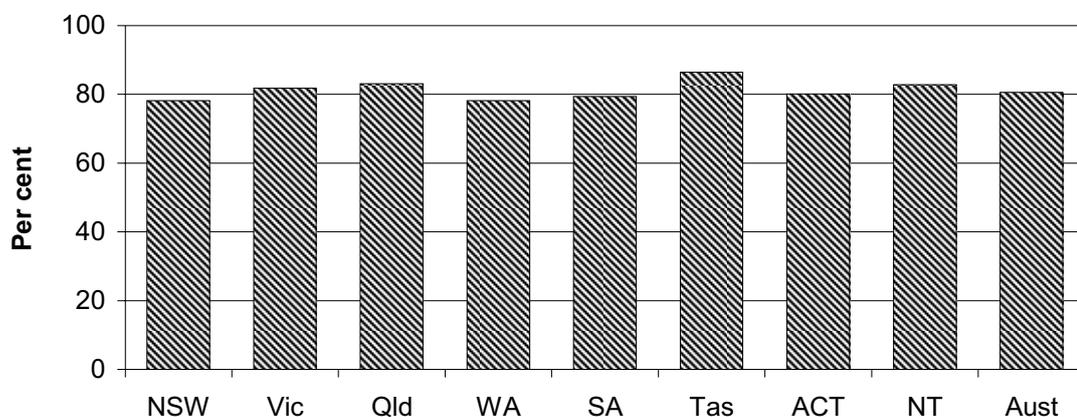
A high or increasing rate of in-service training suggests a relatively high or increasing quality of service. This indicator does not provide information on whether the development undertaken by staff is adequate or sufficiently applicable to child care or preschool to improve the quality of the service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

Data for this indicator are not directly comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, 80.6 per cent of paid primary contact staff in Australian Government approved child care services undertook relevant in-service training in the previous 12 months (figure 3.14).

Figure 3.14 **Proportion of paid primary contact staff in Australian Government approved child care services who undertook relevant in-service training in previous 12 months, 2010^a**



^a Data for 2010 were drawn from the National ECEC Workforce Census and are not directly comparable with data for previous years (presented in table 3A.31) due to a change in data source. Refer to box 3.4 and table 3A.31 for more information.

Source: DEEWR (unpublished) *National Early Childhood Education and Care Workforce Census, 2010* (preliminary data); table 3A.31.

NSW, Victoria and Queensland also provided data on the proportion of preschool staff undertaking training in 2009-10 (tables 3A.49, 3A.56 and 3A.63).

Data are also provided across each State and Territory relating to staff tenure in Australian Government approved child care services for 2010 (table 3A.32).

Standards

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

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

Under the new *National Partnership Agreement on the National Quality Agenda for Early Childhood Education and Care* (box 3.1), COAG agreed to the establishment of a jointly governed National Quality Framework for early Childhood Education and Care and Outside School Hours Care, which will replace existing separate licensing and quality assurance processes (box 3.15).

Box 3.15 National Quality Framework

On 7 December 2009 COAG endorsed a National Quality Framework for Early Childhood Education and Care (NQF) (see also box 3.1). The NQF will be a uniform national system jointly governed by the Commonwealth and states and territories.

The new framework aims to raise quality and enable continuous improvement in early childhood education and care through:

- a National Quality Standard (NQS)
- a new rating system to complement the NQS
- streamlined regulatory system
- a new national body governed jointly by the Commonwealth and the states and territories (the Australian Children's Education and Care Quality Authority).

Implemented progressively from 1 July 2010, the NQS will be fully operational by 1 January 2012, and will be applied to all long day care, family day care, outside school hours care services and preschools, with the gradual introduction over subsequent years of improved ratios and qualifications. The National Quality Standard comprises guiding principles, quality areas, standards and elements. There are seven quality areas:

- educational program and practice
- children's health and safety
- physical environment
- staffing arrangements, including staff-to-child ratios and qualifications
- relationships with children

(Continued next page)

Box 3.15 (Continued)

- collaborative partnerships with families and communities
- leadership and service management.

A cooperative legislative framework will support the introduction of the NQF. State and Territory governments will be responsible to ensure consistency and create the new national body. The states and territories will also be responsible for the regulation and administration of the new system that integrates quality assurance with current licensing arrangements.

The national body will oversee the NQS and its application across jurisdictions nationally to ensure that services are meeting the new requirements.

Source: COAG (2009a); DEEWR (2010 and unpublished)

Standards — licensing

‘Licensing’ is an indicator of governments’ objective to ensure government funded or provided children’s services meet the minimum standards deemed necessary to provide a safe and nurturing environment, and to meet the educational and development needs of children. State and Territory governments are responsible for licensing children’s services in their jurisdictions (box 3.16). The following licensing and standards information presented in this Report relate to current arrangements and will be replaced by January 2012 by the new system under the NQF (box 3.15).

Box 3.16 Licensing

‘Licensing’ has been identified for development and reporting in future. Descriptive information is reported for some jurisdictions as an interim measure. This information includes the number of licensed services, where licensing is indicative of regulatory control over services.

A high or increasing proportion of licensed services suggests the potential for a higher quality of services.

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

Data for this indicator were not available for the 2011 Report.

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

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

The service models covered by legislation vary across jurisdictions (table 3.6).

Table 3.6 State and Territory licensing of children's services, 2010^a

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

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

^a Children's services are regulated in accordance with the requirements of the relevant legislation in each jurisdiction. ^b Since May 2009 all Outside School Hours Care and Family Day Care Services in Victoria are required to be licensed. ^c WA licenses individual carers, regardless of whether they belong to a scheme, and schemes are not licensed. ^d In the NT, Family Day Care Schemes will be required to be licensed by 31 March 2011, Home based carers and Short term or one off care will be required to be registered by 31 December 2011, and OSHC services will be required to be licensed by 31 December 2013. ^e Other care refers to all other government regulated care, for example, nannies, playschools and in-home care. Jurisdictions can licence some, but not all, types of other care services. ^f NSW is progressively introducing regulation of school-based services. The NSW Department of Education and Training provides preschools in 100 government schools. In Tasmania, kindergartens not in government schools are registered with the Schools Registration Board. .. Not applicable.

Source: State and Territory governments (unpublished).

State and Territory governments also engage in monitoring and inspecting children's services. All states and territories monitor performance against the standards set for children's services, in order to ensure that high quality services are delivered to the community. Table 3.7 provides an overview of the monitoring and inspection regimes that operate across jurisdictions.

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

Table 3.7 State and Territory monitoring and inspection regimes, for licensed children's services, 2009-10

<i>Monitoring activities</i>	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<i>Proactive monitoring^a</i>		✓	✓	✓	✓	✓	✓	✓	✓
Required frequency of inspections ^b		Annual	Risk based	Annual	Annual	At least once a year	Quarter	Quarter	Biannual
Estimated share announced visits ^c	%	75	6	67	55	5	93	60	80
Estimated share unannounced inspections ^d	%	25	94	33	45	95	7	40	20
<i>Reactive monitoring^e</i>		✓	✓	✓	✓	✓	✓	✓	✓
Data provided on substantiated breaches arising from complaints ^f		x	✓	x	✓	X	✓	✓	✓
<i>Sanctions for breaches^g</i>		✓	✓	✓	✓	✓	✓	✓	✓
Under-performing services incur follow-up or more frequent inspections		✓	✓	✓	✓	✓	✓	✓	✓
Number of prosecutions initiated against services during 2009-10 ^h	no.	7	3	–	5	na	–	–	–

^a Proactive monitoring refers to the ongoing program of visits/inspections to services that are determined by legislation and/or the monitoring policies in each jurisdiction. ^b In WA, from July 2007, licensed services receive an annual visit. During the first two years of the licence period, the majority of these visits are unannounced. The increase in announced visits in 2009-10 is due to a large number of licenses expiring in 2009-10 as license renewal requires a full announced visit. In SA, the required frequency of inspections is dependent on the type of licensed service. ^c Announced visits are scheduled with the service provider including but not limited to consultative and advisory meetings. ^d Unannounced inspections of services are used to assess performance against licence conditions including, but not limited to, investigations of complaints. Unannounced inspections allow the operation of the service to be monitored under normal operational circumstances. ^e A reactive monitoring regime can be triggered by either a complaint or a service's failure to comply with legislative requirements. ^f See detailed data in attachment tables 3A.51, 3A.58, 3A.65, 3A.72, 3A.79, 3A.86, 3A.93 and 3A.100. ^g Jurisdictions can apply a wide range of actions to underperforming services. These actions can include administrative and/or statutory sanctions including prosecution. Not all sanctions are included. ^h Prosecutions refer to all prosecutions against services that are brought under the relevant children's services Act in each jurisdiction. – Nil or rounded to zero. na Not available.

Source: State and Territory governments (unpublished).

Standards — accredited child care services

‘Accredited child care services’ is an indicator of the Australian Government’s objective to ensure government funded or provided child care services meet the standards deemed necessary to provide a safe and nurturing environment, and to meet the educational and development needs of children. Accredited services have been independently evaluated against a series of national quality standards for the specific child care service model. The NCAC administers quality assurance systems for centre-based long day care, family day care schemes and outside school hours care services across Australia (box 3.17).

Box 3.17 Accredited child care services

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

A high or increasing proportion of services that have been accredited is desirable.

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

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

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

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

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

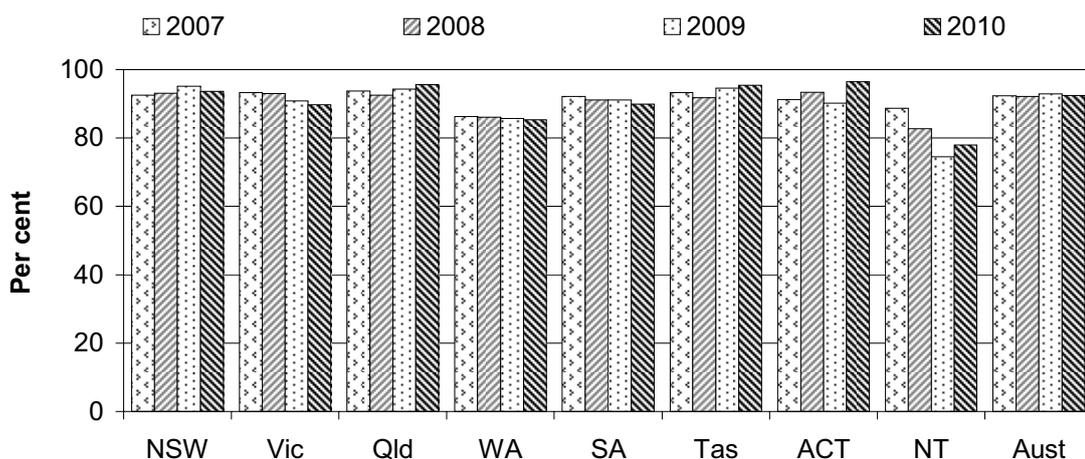
- staff relationships with children and peers
- partnerships with families
- programming and evaluation

- children’s experiences and learning
- protective care and safety
- health, nutrition and wellbeing
- managing to support quality.

The NCAC accreditation systems are Australian Government initiatives where successful participation is required to allow child care services to offer CCB fee reduction to parents. All centre-based long day child care services are required to participate in the QIAS to be eligible for approval for CCB purposes, and the majority of centre-based long day child care services participate.

Nationally, of the 5904 centres registered to participate in the QIAS at 30 June 2010, 4312 centres had received an accreditation decision (table 3A.33). Of the centres assessed, 92.4 per cent (3985 centres) were successful in achieving accreditation (figure 3.15). The centres that did not meet accreditation standards (327 centres) are required to submit another self study report to NCAC within six months of the date of NCAC’s accreditation decision. At 30 June 2010, a further 1592 centres (27.0 per cent of those registered to participate in QIAS) were in self-study, review or moderation, or awaiting an accreditation decision (table 3A.33).

Figure 3.15 Accredited centres as a proportion of centres fully assessed under the Quality Improvement and Accreditation System^{a, b}



^a Data at 30 June in each year. Figures can fluctuate during the course of the year. ^b Results for Tasmania, the ACT and the NT can be influenced by the relatively small number of services participating in the process. See table 3A.33 for numbers of services.

Source: NCAC (unpublished); table 3A.33.

Nationally, 324 family day care schemes were registered with NCAC at 30 June 2010. Of these, 295 schemes had received an accreditation decision. Of the schemes assessed, 94.2 per cent (278 services) were accredited. At 30 June 2010, 17 schemes were not accredited and 29 were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.33).

At 30 June 2010, there were 3546 outside school hours care services registered to participate in OSHCQA (table 3A.33). Of the 2974 services that had received an accreditation decision at 30 June 2010, 97.1 per cent (2888 services) were successful in achieving accreditation. A further 572 services were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.33).

Health and safety — health and safety quality

‘Health and safety quality’ in children’s services is an indicator of governments’ objective to ensure children’s services meet the care, educational and development needs of children in a safe and nurturing environment (box 3.18).

Box 3.18 Health and safety quality

‘Health and safety quality’ is defined by three measures.

One measure for family day care:

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

Two measures for long day care:

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

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

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

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

- data presented cover family day care schemes and long day care centres

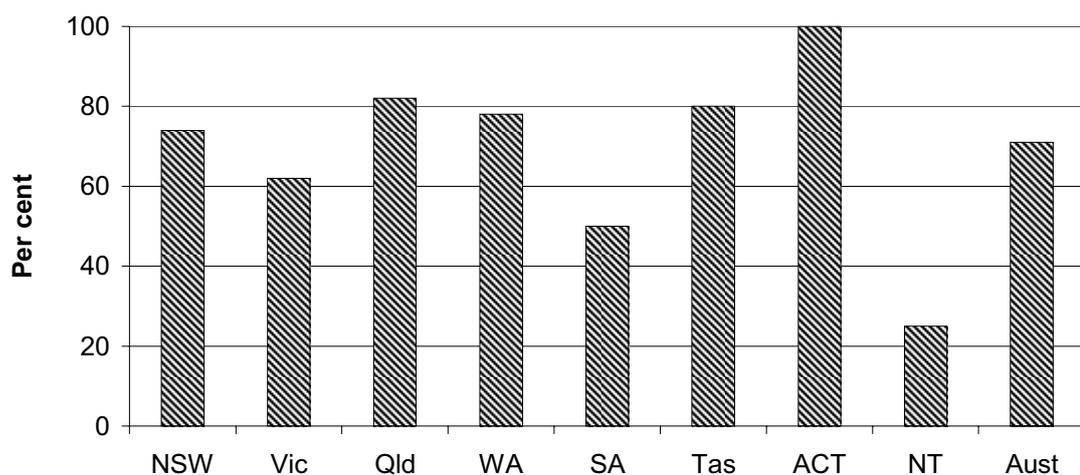
- data do not include preschool/kindergarten services, as NCAC assessments are limited to child care services
- data are only presented for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period).

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

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

Nationally, in 2009-10, 71.0 per cent of family day care schemes achieved satisfactory or above ratings for the health, hygiene, nutrition, safety and wellbeing quality area (figure 3.16).

Figure 3.16 Proportion of family day care schemes that achieved satisfactory or above ratings for NCAC health, hygiene, nutrition, safety and wellbeing quality area, 2009-10^{a, b}



^a Data are presented only for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period). ^b Results can be influenced by the relatively small number of services participating in the process. See table 3A.34 for numbers of services.

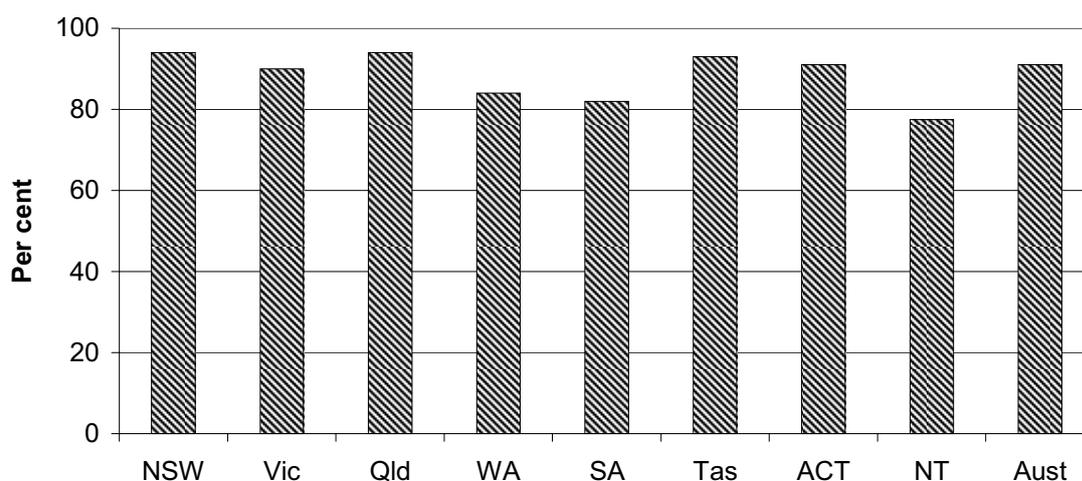
Source: NCAC (unpublished); table 3A.34.

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

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

Nationally, in 2009-10, 91.0 per cent of long day care centres achieved satisfactory or above ratings for the protective care and safety quality area (figure 3.17).

Figure 3.17 Proportion of long day care centres that achieved satisfactory or above ratings for NCAC protective care and safety quality area, 2009-10^{a, b}



^a Data are presented only for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period). ^b Results can be influenced by the relatively small number of services participating in the process. See table 3A.34 for numbers of services.

Source: NCAC (unpublished); table 3A.34.

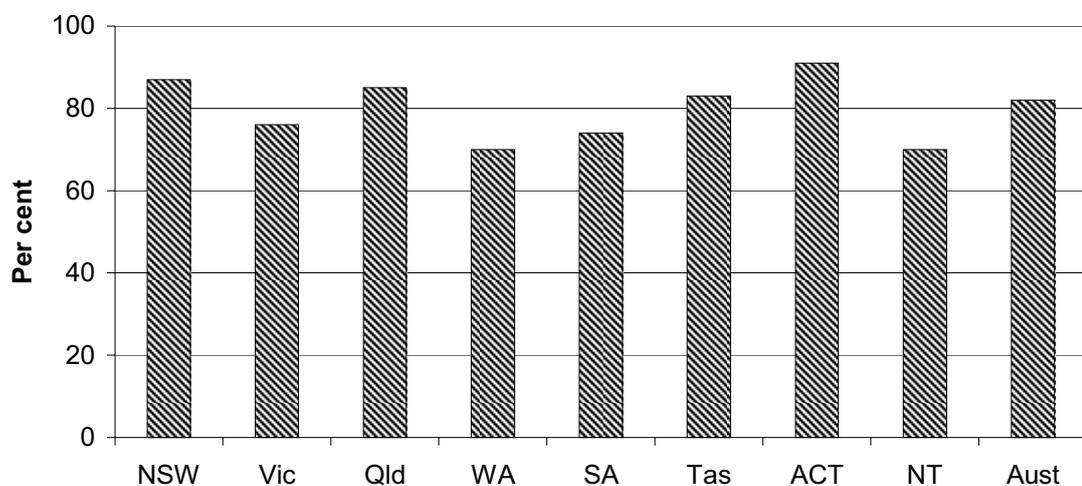
For long day care, the quality area ‘health, nutrition and wellbeing’ includes the following principles on which an assessment is made:

- staff promote healthy eating habits
- staff implement effective and current food safety and hygiene practices
- staff encourage children to follow simple rules of hygiene
- staff ensure toileting and nappy changing procedures are positive experiences

- staff support each child’s needs for rest, sleep and comfort
- the centre acts to control the spread of infectious diseases and maintains records of immunisations.

Nationally, in 2009-10, 82.0 per cent of long day care centres achieved satisfactory or above ratings for the health, nutrition and wellbeing quality area (figure 3.18).

Figure 3.18 Proportion of long day care centres that achieved satisfactory or above ratings for NCAC health, nutrition and wellbeing quality area, 2009-10^a



^a Data are presented only for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period). ^b Results can be influenced by the relatively small number of services participating in the process. See table 3A.34 for number of services.

Source: NCAC (unpublished); table 3A.34.

Health and safety — hospital separations for external causes of injury

‘Hospital separations for external causes of injury’ (occurring in children’s services) is a proxy indicator of governments’ objective to ensure that children’s services meet the care, educational and developmental needs of children in a safe and nurturing environment (box 3.19).

Box 3.19 Hospital separations for external causes of injury

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

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

All hospital separation data need to be interpreted with care. Nationally, no place of occurrence was reported for 34.3 per cent of hospitalisations of children aged 0–4 years in 2008-09 (table 3A.35). As a result, this indicator should be interpreted as the minimum number of hospital separations for an external cause of injury that occurred in children's services.

Data reported for this indicator are comparable.

Data quality information for this indicator under development.

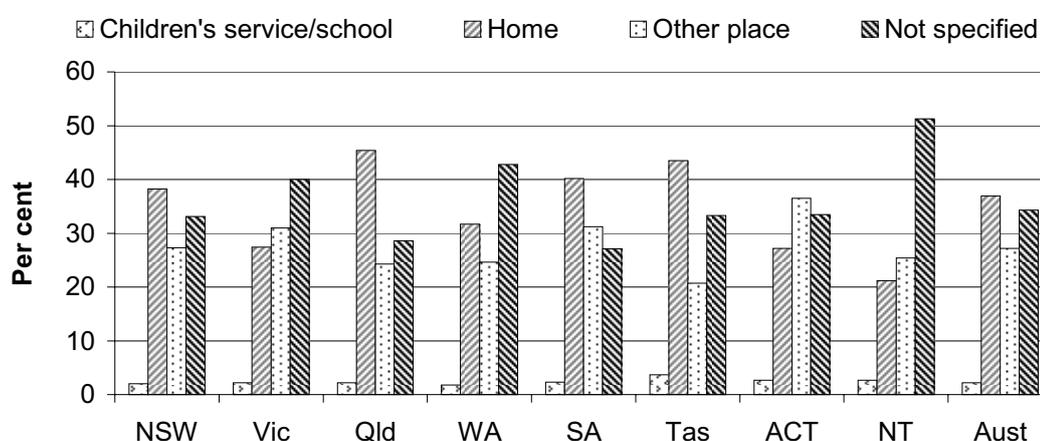
Limiting the data to children aged 0–4 years reduces the likelihood that the 'school' place of occurrence includes children in full time compulsory schooling, which children generally attend when they are 5 years old or more. For children in the older age group it is not possible to separate injuries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

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

In 2008-09, there were 31 846 injuries to children aged 0–4 years that resulted in a hospital admission in Australia (table 3A.35). Males accounted for approximately 58.2 per cent of these admissions. In total, the most common causes of injury to children aged 0–4 years were falls (29.0 per cent), complications of medical and surgical care (21.0 per cent) and exposure to mechanical forces (20.9 per cent) (Australian Institute of Health and Welfare (AIHW) unpublished). Males and females generally experienced similar causes of injury.

Nationally, in 2008-09, 36.9 per cent of injuries requiring hospitalisation occurred in the child's home. This reflects that children in this age group spend the majority of their time in the home and about half do not attend formal care. Across available jurisdictions, on average 2.2 per cent of injuries were reported as occurring at a 'school' (which includes day nursery, centre-based child care, and public or private kindergartens and preschools) (figure 3.19).

Figure 3.19 Hospital separations for external causes of injury for children aged 0–4 years, proportion by place of occurrence, 2008-09^{a, b, c, d}



^a External cause refers to the environmental event, circumstance or condition that causes the injury. People admitted to hospital as a result of a pre-existing illness or condition, such as asthma, are excluded. ^b A hospital separation is an episode of care for a person admitted to a hospital. ^c Separations without an external cause and those for which care type was reported as newborn with no qualified days, and records for hospital boarders or posthumous organ procurement are excluded. ^d Due to the high levels of non-reporting for place of occurrence, all hospital separations data need to be interpreted with care.

Source: AIHW (unpublished) *Australian Hospital Statistics 2008-09*; table 3A.35.

Client satisfaction — substantiated breaches arising from complaints

'Substantiated breaches arising from complaints' is an indicator of governments' objective to ensure government funded or provided children's services meet the needs and expectations of users (box 3.20).

Box 3.20 **Substantiated breaches arising from complaints**

'Substantiated breaches arising from complaints' is defined as the number of substantiated breaches arising from complaints divided by the total number of registered or licensed services. Results are presented by service model. Data on the proportion of substantiated breaches arising from complaints against which action was taken are also reported. One complaint can include multiple breaches. Breaches identified as a result of normal monitoring and inspection visits are excluded from these data.

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

Complaints data need to be interpreted with care, because:

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

Data reported for this indicator are neither directly comparable nor complete.

Data quality information for this indicator is under development.

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

Victoria, WA, Tasmania and the ACT provided data on the number of substantiated breaches arising from complaints and allegations of regulation breaches made to the State and Territory government regulatory bodies in 2009-10 (tables 3A.58, 3A.72, 3A.86, 3A.93).

Efficiency

Differences in reported efficiency results across jurisdictions can reflect differences in counting and reporting rules for financial data and in reported expenditure (which are partly due to different treatments of various expenditure items). Information on the comparability of expenditure is shown in table 3A.6 and information on the treatment of assets is shown in table 3A.7.

Inputs per output unit — total government expenditure per child in the community

‘Total government expenditure per child in the community’ is an indicator of governments’ objective to maximise the availability and quality of services through the efficient use of taxpayer resources (box 3.21).

Box 3.21 Total government expenditure per child in the community

‘Total government expenditure per child in the community’ is defined as Australian Government expenditure and State and Territory government expenditure on children’s services per child in the community aged 0–12 years. Data are presented as dollars per child in the community. All Australian Government expenditure reported for this indicator is provided for child care services, whereas State and Territory government expenditure covers both child care and preschool services.

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

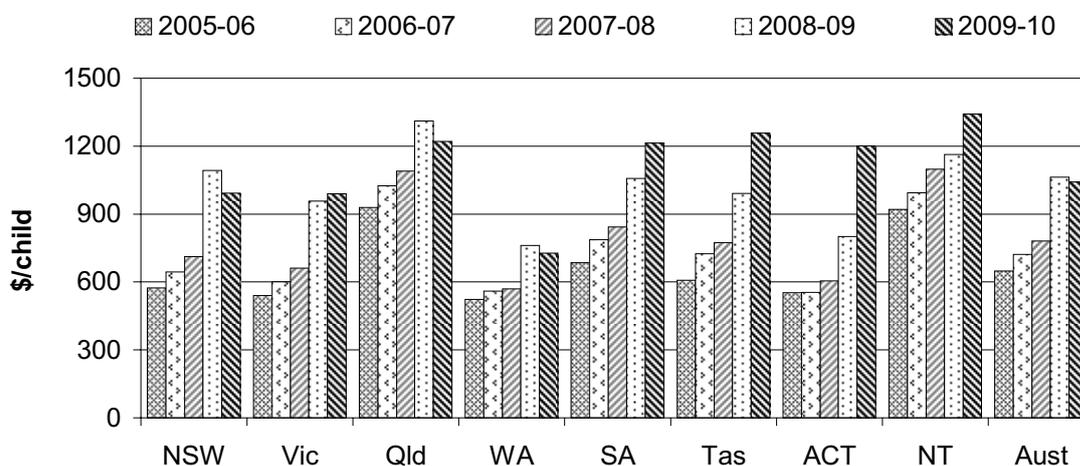
Data reported for this indicator are not complete and not directly comparable.

Data quality information for this indicator is under development.

Expenditure data per child are reported separately for the Australian Government and each State and Territory government, as well as total expenditure per child.

After adjusting for inflation to calculate the value of expenditure in previous years, Australian Government expenditure on children’s services per child in the community at a national level increased by 60.6 per cent between 2005-06 and 2009-10, from \$649 to \$1042 (figure 3.20).

Figure 3.20 Australian Government real expenditure on children's services per child in the community aged 0–12 years (2009-10 dollars)^{a, b, c, d}



a Estimated resident population as at 31 December. The Australian total includes children in other territories. **b** Includes administration expenditure, other expenditure on service provision, financial support to families and net capital expenditure on child care services. **c** The Australian total includes a component of expenditure that cannot be disaggregated by State and Territory. **d** Expenditure for 2006-07 to 2009-10 includes payment of CCTR. Prior to 2006-07, CCTR was paid as a rebate through the tax system.

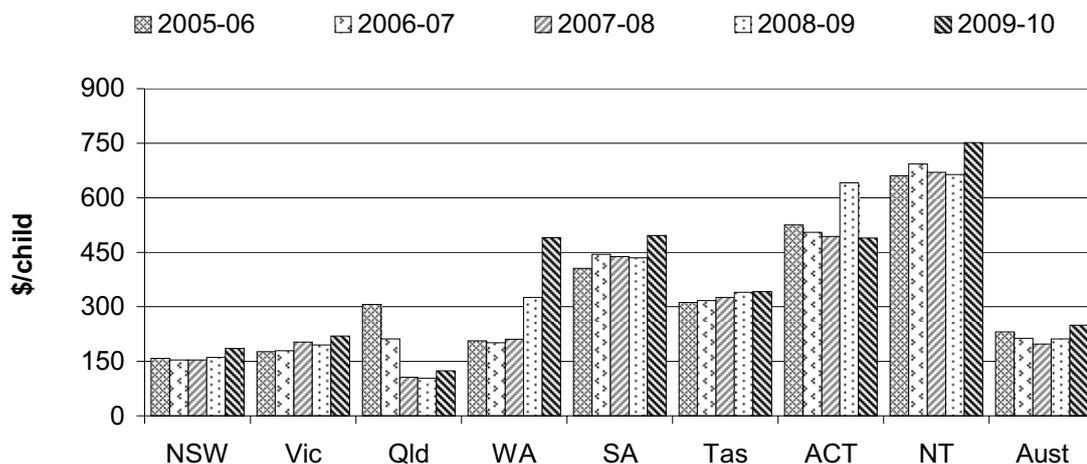
Source: DEEWR (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.36.

Additional time series data from 2001-02 are presented for Australian Government real expenditure on Children's services per child in table 3A.36.

Data were supplied by all State and Territory governments on their expenditure for both child care and preschool services. Differing collection methods and changes to policies make it difficult to compare expenditure across jurisdictions and over time. Unit cost data for children's services do not yet contain an estimate of user cost of capital.

Nationally in 2009-10, State and Territory government expenditure was \$249 per child (figure 3.21).

Figure 3.21 State and Territory government real expenditure on children's services per child in the community aged 0–12 years (2009-10 dollars)^{a, b, c}



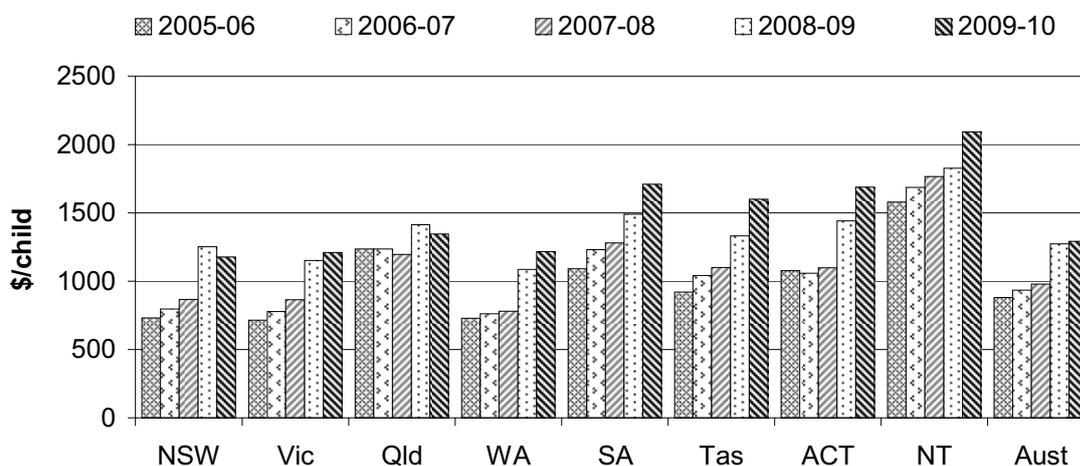
^a Includes administration expenditure, other expenditure on service provision, financial support to families, and net capital expenditure on child care and preschool services. ^b The apparent reduction in Queensland expenditure per child between 2005-06 and 2006-07 is due to only 6 months' data on State preschools being included in 2006-07. The reduction in 2007-08 Queensland expenditure data is due to the cessation of Queensland Government preschools in December 2006 and the introduction of the Preparatory Year in schools from January 2007. ^c ACT expenditure in 2009-10 decreased due to a decreased level of capital works in preschool services.

Source: State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.37.

Additional time series data from 2001-02 are presented for State and Territory government real expenditure on children's services in table 3A.37.

Figure 3.22 shows the combined expenditure from both the Australian Government and the State and Territory governments per child in the community aged 0–12 years over the period 2005-06 to 2009-10. Nationally the combined expenditure was \$1291 in 2009-10.

Figure 3.22 Total government real expenditure on children’s services per child in the community aged 0–12 years (2009-10 dollars)^{a, b}



a Includes administration expenditure, other expenditure on service provision, financial support to families, and net capital expenditure on child care and preschool services from both Australian Government (for child care services only) and State and Territory governments (for child care services and preschool services).
b See notes to figures 3.20 and 3.21 for further detail on the Australian Government’s and State and Territory governments’ expenditure data.

Source: DEEWR (unpublished); State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2, 3A.36 and 3A.37.

Inputs per output unit — Australian government expenditure per child attending children’s services

‘Australian Government expenditure per child attending children’s services’ (approved children’s services) is an indicator of governments’ objective to maximise the availability and quality of services through the efficient use of taxpayer resources (box 3.22).

Box 3.22 Australian Government expenditure per child attending approved children's services

'Australian Government expenditure per child attending approved children's services' is defined as Australian Government expenditure per child aged 0–12 years attending Australian Government approved child care services in Australia.

Provided the level and quality of, and access to, services remains unchanged, lower expenditure per child can indicate greater efficiency of government expenditure.

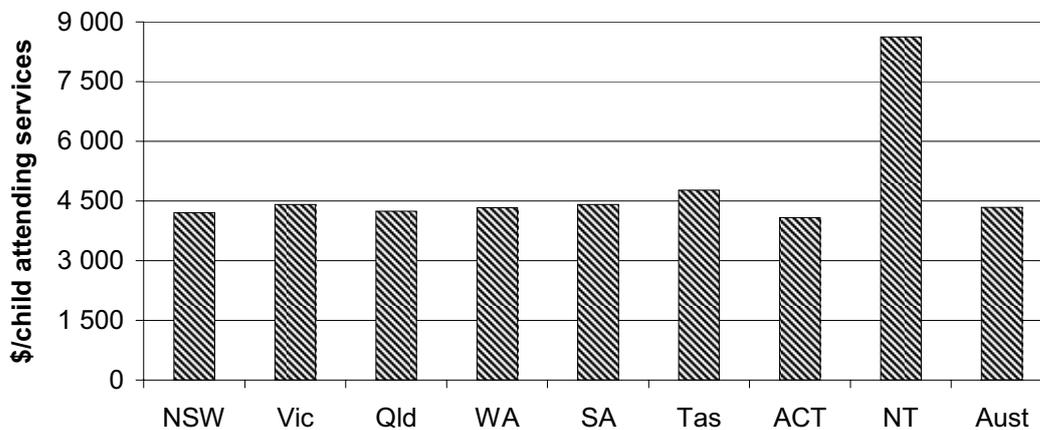
All efficiency data need to be interpreted with care. Changes in expenditure per child could represent changes in government funding policy. While high or increasing unit costs can reflect deteriorating efficiency, they can also reflect increases in the quality or quantity of service provided. Similarly,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

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Figure 3.23 shows expenditure by the Australian Government on each child aged 0–12 years attending Australian Government approved child care services. Nationally in 2009-10, Australian Government expenditure per child attending approved child care services was \$4342 (figure 3.23).

Figure 3.23 Australian Government expenditure per child aged 0–12 years attending Australian Government approved child care services, 2010^{a, b, c, d}



^a Includes expenditure for some children aged greater than 12 years, including Indigenous children and children with special needs. ^b Data for 2010 are drawn from DEEWR administrative data and are not directly comparable with data reported for previous years. See table 3A.38 for more information. ^c Children can use more than one type of care. For 2010 data, children are counted once for each type of care they use. ^d Attendance data relate to March quarter 2010.

Source: DEEWR (unpublished); table 3A.38.

Outcomes

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

Family work-related needs

‘Family work-related needs’ is an indicator of governments’ objective for children’s services to provide support for families in caring for their children, to allow the needs of the family to be met (box 3.23).

Box 3.23 Family work-related needs

'Family work related needs' is defined as the proportion of children aged 0–12 years in families participating in the labour force for whom formal care, or additional hours of formal care, was required for work-related reasons but was unable to be accessed.

Families participating in the labour force include single parent families where the lone parent is employed or unemployed, and couple families where both parents are employed or unemployed.

A lower or decreasing proportion indicates more families work-related needs for formal care, or additional hours of formal care, are being met.

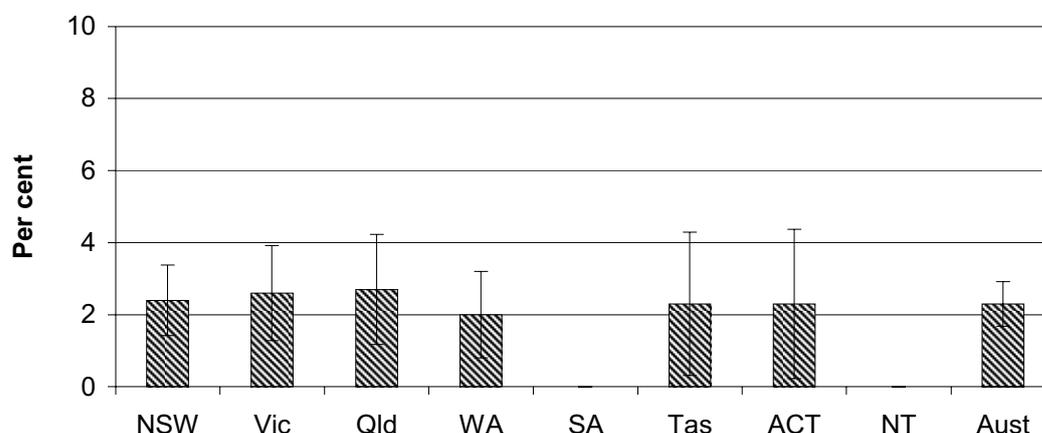
This measure addresses the need for families to participate in the labour force without child care impeding this participation. Development is underway to investigate other measures of 'meeting families needs'.

Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Data for this indicator were obtained from the *ABS 2008 Childhood Education and Care Survey* and are reported in attachment table 3A.39. Box 3.12 includes further information about the *2008 Childhood Education and Care Survey*. Nationally, 2.3 per cent of children aged 0–12 years from working families required formal care, or additional formal care for work related reasons, but were unable to access this additional formal care (figure 3.24).

Figure 3.24 Proportion of children aged 0–12 years in working families who required any/additional formal care for work related reasons but were unable to access this care, 2008^{a, b, c}



^a Data for SA and the NT were not available separately from the ABS due to small numbers, but are included in the Australian total. ^b Error bars represent the 95 per cent confidence interval associated with each point estimate. ^c Any/additional formal care includes current requirements for a child care service for: children who do not currently use any child care; children who need additional child care services; or children who require a different type of service other than the child care service being used.

Source: ABS (unpublished) *Childhood Education and Care Survey, 2008*, Cat. no. 4402.0; table 3A.39.

Demand for formal care

‘Demand for formal care’ is an indicator of governments’ objective to ensure children’s services meet the requirements of all Australian families. Expressed need for formal care or additional formal care indicates the extent to which children’s services are not meeting demand by families (box 3.24).

Box 3.24 Demand for formal care

‘Demand for formal care’ is defined as the proportion of children aged 0–12 years for whom formal care or additional formal care services was required but was unable to be accessed. Formal care includes child care and preschool services.

A low or decreasing proportion of children for whom additional services are required indicates demand by families is being met to a greater extent.

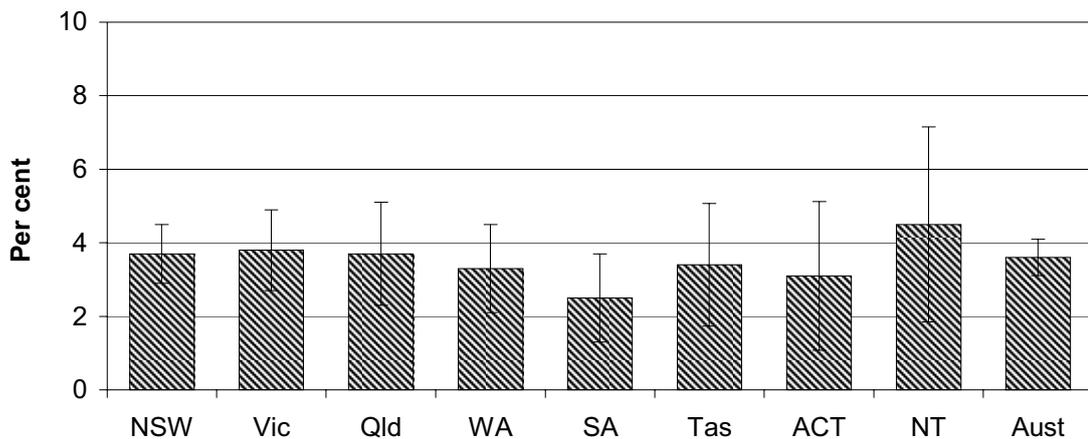
Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

The 2008 CEaCS collected data on whether formal care or additional formal child care or preschool were required currently, or in the future. Nationally in 2008, formal care or additional child care or preschool services were required, but were unable to be accessed for 3.6 per cent of children aged 0–12 years (figure 3.25). In 2008, formal care or additional child care services were required for approximately 89 300 children aged 0–12 years, and additional preschool services were required for 36 400 children (table 3A.40).

Data on demand for formal child care from the 2005 ABS *Child Care Survey* are presented in tables 3A.39 and 3A.40. The 2005 survey collected data on additional formal care required in the previous four weeks, and are not directly comparable with data from 2008.

Figure 3.25 Proportion of children aged under 12 years who required but were unable to access any/additional formal child care or preschool, 2008^{a, b, c}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b As data for this indicator are based on the ABS *Childhood Education and Care Survey* it has some limitations as a measure of unmet demand (box 3.12). ^c Any/additional formal child care or preschool includes current requirements for a child care or preschool service for: children who do not currently use any child care or preschool; children who need additional child care or preschool services; or children who require a different type of service other than the child care or preschool service currently being used.

Source: ABS (unpublished) *Childhood Education and Care Survey 2008*, Cat. no. 4402.0; table 3A.40.

Nationally, work-related reasons were most commonly cited for needing any/additional formal child care or preschool in 2008 (46.9 per cent of children aged 0–12 years), personal reasons were cited for 10.7 per cent of children and other reasons were cited for 42.3 per cent (table 3A.41). Data for 2005 are also presented in table 3A.41.

Parents who required any/additional formal child care and preschool services, but were unable to access extra services, were asked about the barriers to access. Cost was reported as a barrier to access for 22.5 per cent of children aged 0–12 years, ‘no services exist/don’t know of any in area’ was reported for 12.8 per cent of children, and lack of available places (‘booked out or no places’) was reported for 4.7 per cent of children in 2008. ‘Other reasons’ were cited for 59.9 per cent of children aged 0–12 years who required, but did not use, additional formal child care or preschool (table 3A.42).

Out-of-pocket costs

‘Out-of-pocket costs’ is an indicator of governments’ objective that all Australian families have equitable access to children’s services irrespective of their financial circumstances (box 3.25).

Box 3.25 Out-of-pocket costs

‘Out-of-pocket costs’ is defined as the proportion of weekly disposable income that families spend on child care services before and after the payment of child care subsidies. Data are estimated for families with a 60:40 income split and gross annual income of \$35 000, \$55 000, \$75 000, \$95 000, \$115 000 and \$135 000. Families are assumed to have either one or two children who attend full time care (equal to 50 hours per child per week) in centre-based long day care and family day care.

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

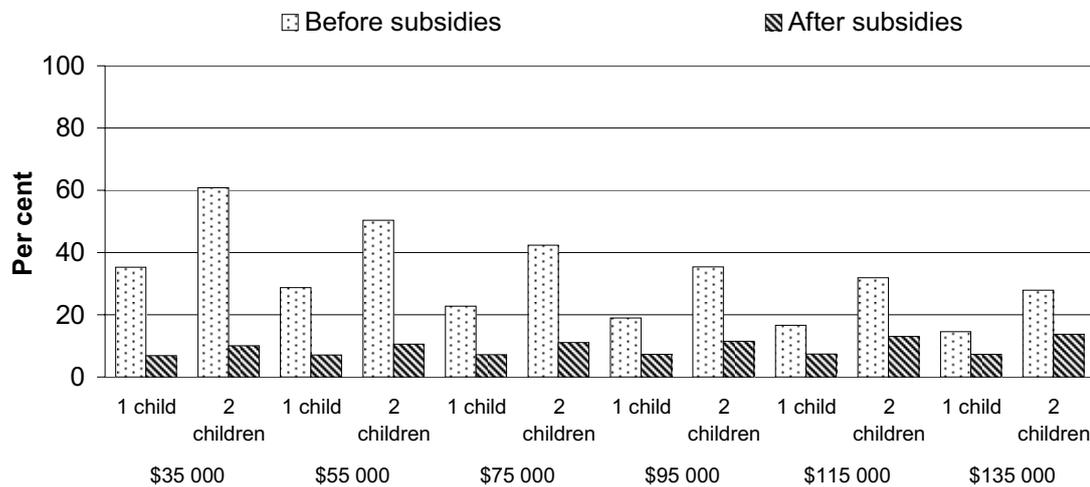
Care needs to be exercised when interpreting results, because a variety of factors (including for example rates, rental costs, localised costs of living) can influence child care costs.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, out-of-pocket costs as a proportion of weekly family income after subsidies in 2010 showed less variation across income bands than before subsidies were taken into account (figure 3.26).

Figure 3.26 Out-of-pocket costs of child care for families with children in full time centre-based long day care, as a proportion of weekly disposable income, by gross annual family income, 2010^a

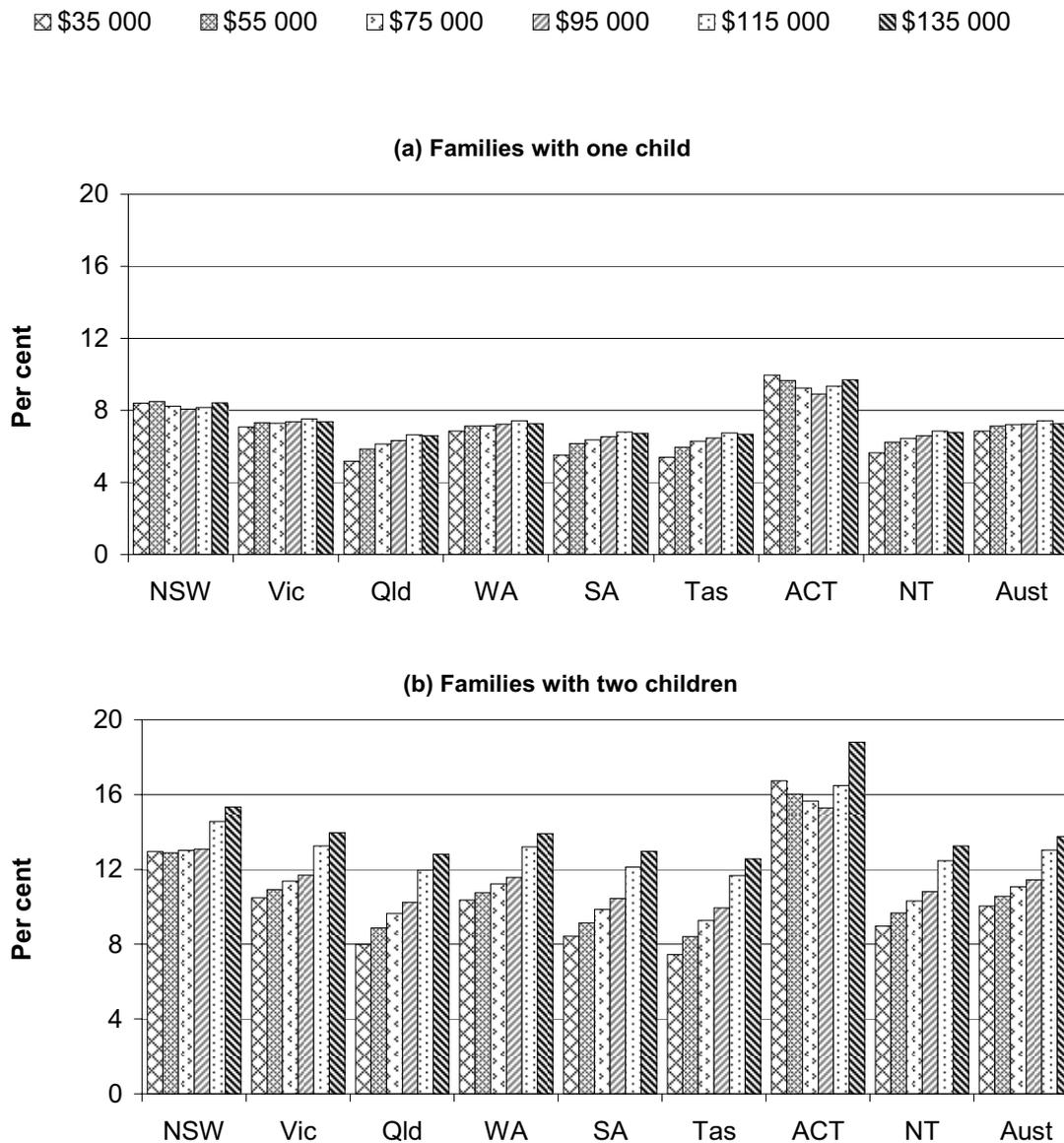


^a Data for 2010 are not directly comparable with data in previous reports due to a change in income categories. Refer to table 3A.43 for more information.

Source: DEEWR (unpublished); table 3A.43.

Figure 3.27 shows out of pocket costs (after subsidies) in 2010 for centre-based long day care for families with one child and with two children in care across jurisdictions. Nationally, for centre-based long day care, the out-of-pocket costs (after subsidies) for families with one child was between 6.8 per cent and 7.4 per cent of weekly disposable income, and between 10.0 per cent and 13.8 per cent of weekly disposable income for families with two children (figure 3.27).

Figure 3.27 Out-of-pocket costs for centre-based long day care (after subsidies), as a proportion of weekly disposable income, by gross annual family income, 2010^a

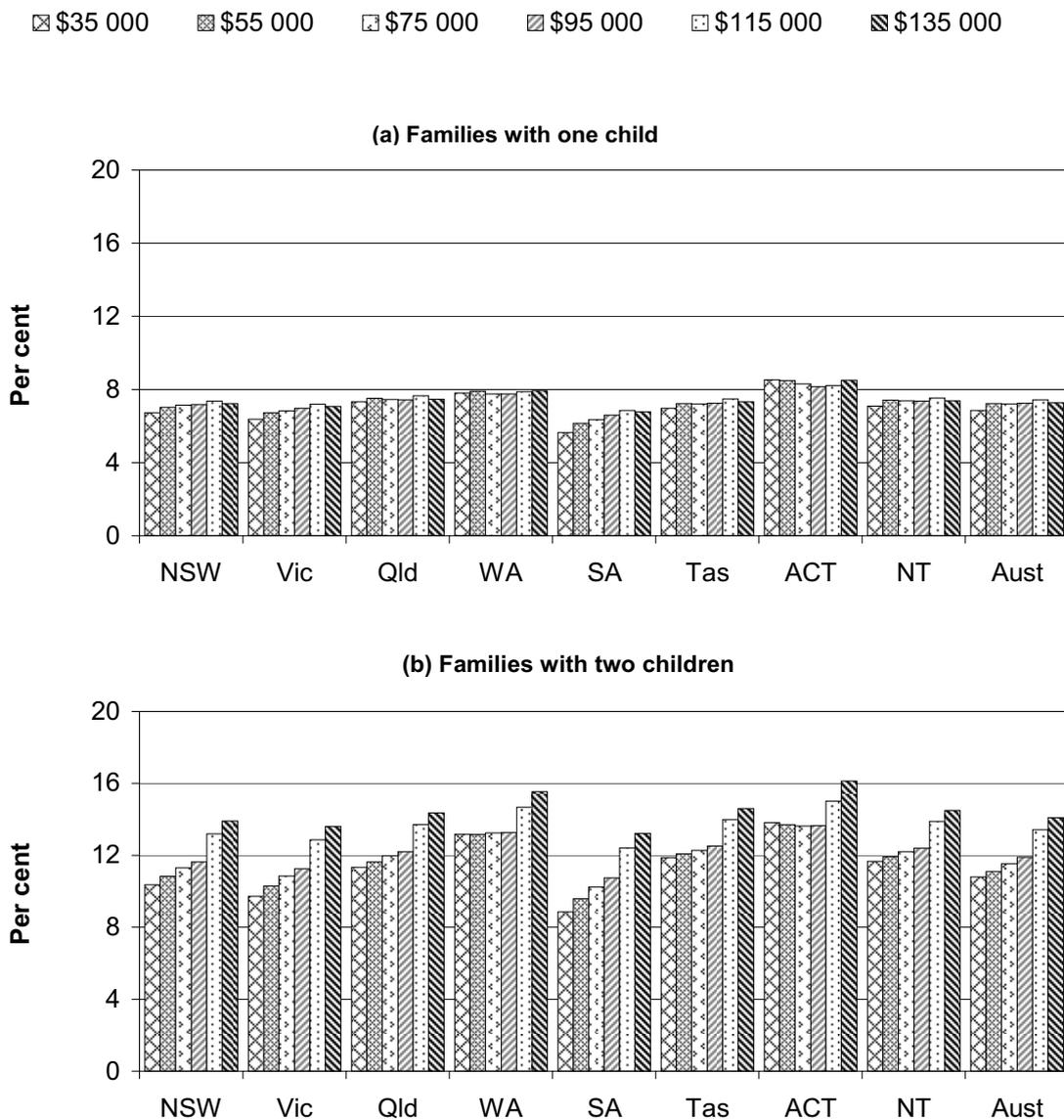


^a Data for 2010 are not directly comparable with data in previous reports due to a change in income categories. Refer to table 3A.43 for more information.

Source: DEEWR (unpublished); table 3A.43.

Out-of-pocket costs (after subsidies) for family day care in 2010 are shown in figure 3.28. Nationally, for family day care, the out-of-pocket costs (after subsidies) for families with one child was between 6.8 per cent and 7.4 per cent of weekly disposable income, and between 10.8 per cent and 14.1 per cent of weekly disposable income for families with two children (figure 3.28).

Figure 3.28 Out-of-pocket costs for family day care (after subsidies), as a proportion of weekly disposable income, by gross annual family income, 2010^a



^a Data for 2010 are not directly comparable with data in previous reports due to a change in income categories. Refer to table 3A.44 for more information.

Source: DEEWR (unpublished); table 3A.44.

Children's needs

'Children's needs' is an indicator of governments' objective to provide children's services that meet the care, education and development needs of children, in a safe and nurturing environment (box 3.26).

Box 3.26 Children's needs

'Children's needs' has been identified for development and reporting in future.

Development work is focused on outcomes measures for children's needs in the areas of:

- learning and development
- health and safety
- social and emotional wellbeing.

Development is underway to investigate a broad set of measures for children's needs using data from the Longitudinal Study of Australian Children (box 3.27) and/or the Australian Early Development Index (box 3.28).

Box 3.27 Longitudinal Study of Australian Children

The Longitudinal Study of Australian Children (LSAC) is a longitudinal study on a discrete cohort of children, that aims to examine the impact of Australia's unique social, economic and cultural environment on children growing up in Australia today (AIFS 2005a).

The LSAC was initiated and is funded by FaHCSIA, with the Australian Institute of Family Studies (AIFS) having responsibility for the design and management of the study.

The sampling unit for the LSAC is the child. During 2004, the study recruited a sample of 5107 infants (children aged 0-1 year at the time) and 4983 children (children aged 4-5 years at the time) (see AIFS 2005a for more details).

LSAC and outcomes for children

The LSAC Outcome Index, attached to each infant and child in the study, is a composite measure that indicates how children are developing across physical, social/emotional and learning domains of competence. It provides a means of summarising the development of children across multiple domains, and wherever possible incorporates both positive and negative outcomes (see AIFS 2005b for more details).

The LSAC Outcome Index is currently being investigated as a possible measure of the developmental outcomes of infants/children in child care/preschool, compared with those infants/children who are not in child care/preschool.

Box 3.28 Australian Early Development Index

The Australian Early Development Index (AEDI) is a population measure of how children in a community are developing by the time they reach school age. It is an adapted version of the Canadian Early Development Instrument, and measures five domains: physical health and well-being; social competence; emotional maturity; language and cognitive skills (school based); and communication skills and general knowledge.

The AEDI provides valuable information about early childhood development at the local population level and, along with other relevant data, enables governments and communities to target services, resources and infrastructure. It has been endorsed by COAG as a national progress measure of early childhood development.

The Australian Government has committed a total of \$24.5 million to 30 June 2011 for the national data collection of the AEDI, and is delivering it in cooperation with the Centre for Community Child Health in Melbourne and the Telethon Institute for Child Health Research in Perth.

The first national collection of the AEDI took place between May and July 2009 on 261 203 children (97 per cent of the estimated five year old population) in their first year of full time school. The initial results were released in December 2009 through the national report, *A Snapshot of Early Childhood Development in Australia* and community level maps, and showed that the majority of children were doing well against each of the five developmental domains. However, 23.5 per cent of children were reported as developmentally vulnerable against one or more domain/s, and 11.8 per cent of children developmentally vulnerable against two or more domains. In May 2010, AEDI community profiles were released, providing a detailed report for communities to help explain their AEDI results.

A small community data collection was undertaken between May and August 2010 to maximise the number of communities where AEDI data is available. The final national release of these results will be in early 2011.

Additional information on the AEDI, including access to the National Report, community level maps and community profiles, are available at the website www.aedi.org.au.

Source: DEEWR (unpublished).

Cost-effectiveness

‘Cost-effectiveness’ is an indicator of children’s services being provided in an effective and efficient manner (box 3.29).

Box 3.29 Cost effectiveness

‘Cost effectiveness’ in children’s services is an indicator of governments’ objective to provide children’s services in an effective and efficient manner.

This indicator has been identified for development and reporting in future. Data were not available for the 2011 Report.

3.4 Future directions in performance reporting

The Steering Committee is committed to improving the comparability, completeness and overall quality of reported data for all indicators included within the performance indicator framework.

Improving reporting of existing indicators

Changes in the children’s services sector have required jurisdictions to revise collection methods, and these revisions have reduced the comparability of data across years and across jurisdictions. Further work is planned to improve the consistency and comparability of performance information across jurisdictions. It will take some time before these improvements are reflected in the chapter.

Future indicator development

The Review will continue to improve the appropriateness and completeness of the performance indicator framework. Future work on indicators will focus on:

- expanding reporting against the quality indicator of staff qualifications
- completing the quality indicators for licensing of services
- developing a quality indicator for health and safety in preschool services
- developing indicators to measure the extent to which children’s services meet children’s needs.

Improving the completeness and comparability of data

Potential new sources of information

Several new sources of information and policy developments may influence future reports:

- The Ministerial Council for Education, Early Childhood Development and Youth Affairs endorsed the *National Early Childhood Education and Care Information Agreement* on 6 November 2009. The Agreement provides a framework for cooperation between the Australian, State and Territory Governments and information agencies to develop the information base required for the COAG early childhood reform agenda and will also contribute to the development of an evidence base for assessing outcomes and informing future policy development. The Agreement is an important step in national efforts to improve the quality and reliability of early childhood education and care data.
- An Early Childhood Education and Care National Minimum Data Set (ECEC NMDS) has been developed, which provides a framework for collecting a set of nationally comparable data for child care and preschool services. The ECEC NMDS was developed by the AIHW, under the guidance of the Early Childhood Data Sub Group (ECDSG) — a working group that operates under the auspices of the Ministerial Council for Education, Early Childhood Development and Youth Affairs.
- Together with the States and Territories the ABS is working on the establishment of a National ECEC Data Collection (*Preschool Education Australia*) based on the ECEC NMDS outlined above, with a transitional release due to be published in early 2011.
- The developments under the COAG agreed National Quality Agenda for Early Childhood Education and Care.
- The LSAC is a longitudinal study that aims to examine the impact of Australia's unique social, economic and cultural environment on children growing up in Australia today (box 3.27).
- The AEDI measures young children's development (box 3.28).

COAG developments

Report on Government Services alignment with National Agreement reporting

It is anticipated that future editions of the Children's services chapter will align with applicable NIRA indicators. Further reporting changes might result from future developments in NA reporting.

Outcomes from review of Report on Government Services

COAG endorsed recommendations of a review of the Report in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the 'Review of the general performance indicator framework' and the 'Review of the performance indicators and their associated measures'. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

3.5 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

Australian Government comments

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The Australian Government is implementing a range of early childhood education and care initiatives, in partnership with the states and territories through COAG. Funding is focused on improving the quality, access and affordability of early childhood education and child care; access to early childhood education; and lifting workforce qualifications and supply. Major initiatives include:

- assisting eligible parents through the Child Care Rebate to cover up to 50 per cent of out of pocket child care expenses, to a maximum of \$7500 per child per year, in addition to assistance provided through Child Care Benefit
- arrangements for 37 of 38 early learning and care centres (including six Autism-specific centres) have been announced, with nine centres operational
- establishing 38 Children and Family Centres across Australia by June 2014, up from the 35 agreed to by COAG through the National Partnership Agreement on Indigenous Early Childhood Development. The Australian Government has provided \$293 million to establish the Children and Family Centres
- implementing the universal access to early childhood education commitment under the National Partnership Agreement on Early Childhood Education, including the development of an Indigenous Universal Access Strategy.
- establishing a National Information Agreement on Early Childhood Education and Care (NIA ECEC) that aims to improve the collection, sharing and reporting of ECEC information, and includes an annual national ECEC data collection, being compiled by the Australian Bureau of Statistics, that draws on administrative datasets, in accordance with new national data standards
- investing \$24.5 million until June 2011 to nationally implement the Australian Early Development Index (AEDI)
- progressive implementation of the National Quality Framework for early childhood education and care from 1 July 2010, including development of key materials to support implementation and communications activities to inform families and the sector of the reforms
- investing around \$127 million over four years to increase the supply and quality of the early childhood workforce and the development of an Early Years Workforce Strategy
- development of a draft *Educator's Guide to the Early Years Learning Framework* (EYLF), to assist implementation of the EYLF and development of nationally consistent and quality early childhood education programs. Improvements to the quality of service provision, quality standards and a jointly governed unified national system to replace current licensing and quality assurance processes are underway.

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New South Wales Government comments

“ The NSW Government’s early childhood services policy focuses on the importance of the early years of life through a system that provides good quality children’s services that are responsive to the needs of children, regardless of their age or service type attended, and in the context of their families and the communities in which they live.

During 2009-10, the NSW Government has invested considerable effort in implementing the National Partnership Agreement on the National Quality Agenda for the Early Childhood Education and Care (NQA ECEC) and the National Partnership Agreement on Early Childhood Education (NP ECE).

Since the signature of the National Partnership Agreement on the NQA in December 2009, the NSW Government has worked closely with the Australian Government and other States and Territories to develop the legislative and regulatory parameters for the new system, the draft tools for assessing and rating services, as well as other aspects of the system.

The NSW Government has continued work that will align its existing legislative and regulatory frameworks with the National Quality Framework. It passed the *Children and Young Persons (Care and Protection) Amendment (Children’s Services) Bill 2010* which introduces streamlined licensing and approvals processes and expands investigation powers. In late 2010, it also released a public exposure draft of the NSW Children’s Services Amendment Regulation 2010, that will introduce a 1:4 ratio for children under 2 years. From July 2010, NSW extended the regulation and licensing of school-based children’s services to the remaining areas of NSW so that all services will now be in regulatory scope. These measures will all enable a smoother transition to the National Quality Framework when it commences in January 2012.

In 2009-10, the \$21.3 million available through the NP ECE enabled the NSW Government to significantly increase renewable funding to 85 per cent of community preschools, improving access to preschool program places and improve participation for all children, but especially those from Indigenous and disadvantaged backgrounds. 4676 new 15 hour places in preschool programs were created during 2009-10. In 2009, average preschool fees for Aboriginal children and disadvantaged children were significantly below average preschool fees. Over the same period, the attendance rate for Aboriginal children increased by 8.6 per cent and for disadvantaged children by 1.5 per cent.

Due to the integrated nature of early childhood education and care in NSW, the structure of the Children’s Services chapter continues to pose difficulties in comparing the performance of NSW with that of other jurisdictions, and in accurately reporting NSW data. The chapter continues to distinguish preschool services from child care services, whereas in NSW the same regulatory standards for educational programs and early childhood teachers apply across all centre-based and mobile children’s services and there is no regulatory distinction between preschool and long day care.

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Victorian Government comments

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The Victorian Government is committed to strengthening and empowering families to promote better outcomes for every Victorian child. Victoria is making progress in increasing access to high quality early childhood health, education and care services for children and their families.

Outcomes for Victorian children are continuing to improve. The 2009 data from the Australian Early Development Index shows that the majority of Victorian children are developmentally ‘on track’, and that Victorian children are less likely to be developmentally vulnerable in all domains than Australian children more generally.

The number of licensed children’s services in Victoria continued to rise in 2010 including the newly licensed outside school hours care and family day care services. Services’ capacity to comply with legislation has been supported by a range of strategies to promote the delivery of quality programs for children.

The Victorian Early Years Learning and Development Framework is in place to support all early childhood professionals to work with families and with each other to improve outcomes for all Victorian children. The Framework recognises that the learning and development of children takes place in the context of their families, and that families are the first and most important educators of children.

Also implemented is the Transition: A Positive Start to School initiative, which aims to improve children’s and families’ experiences of starting school and to ensure teachers better understand the new children. In 2010, Victoria introduced Transition Learning and Development Statements for sharing information with families and schools about a child’s learning and development in the early years.

Victoria is well advanced in implementing the new National Partnership Agreement on the National Quality Agenda for Early Childhood Education and Care, including hosting the enabling legislation for the National Quality Framework. The Framework will ensure nationally consistent regulation and quality requirements across all relevant education and care services.

Work is also well underway on implementing the National Partnership Agreement on Early Childhood Education, with a focus on municipal planning, workforce and capital investment, and pilots to inform different models for delivering a 15-hour kindergarten program.

To help meet Victoria’s National Partnership commitments, and in recognition of the importance of a skilled and professional early childhood workforce, an early childhood workforce strategy has been developed to increase the qualifications, professional learning, leadership and recognition of the profession.

To help more children reach their potential, an Early Home Learning Study is now underway. It is directly supporting up to 2000 families with children aged from birth to three over the next three years and promoting the home as a positive learning environment for children in vulnerable families.

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Queensland Government comments

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Under *Toward Q2-Tomorrow's Queensland*, the Queensland Government is committed to providing all children with access to a quality early childhood education, so they are ready for school. To achieve this, Queensland is implementing a range of initiatives to provide all children with access to a kindergarten program.

By 2014, all Queensland children will have access to a quality early education program, delivered by a qualified teacher, in the year before they start Prep. The Queensland and Australian Governments are investing almost \$900 million to deliver universal access to kindergarten, and approximately \$100 million has been provided in 2010, including funding for long day care services to deliver approved kindergarten programs. Specific initiatives being progressed include:

- establishing up to 240 extra kindergarten services by 2014. This investment which includes \$321 million of state funding, will double the capacity of the kindergarten sector, and cater for up to 14 000 additional children to access a kindergarten program
- implementing a new kindergarten funding scheme which includes additional subsidies for services in socio-economically disadvantaged and remote areas, and targeted support for low income families. In addition to supporting existing kindergarten services, under this new scheme, long day care services can apply for funding
- tailoring support for children with additional needs to assist them to access and participate in kindergarten. This support will be responsive to the specific needs of individual children as well as complementing existing government supports
- building the capacity of the early childhood workforce, including supporting existing early childhood staff to upgrade their qualifications so they can teach a kindergarten program, and encouraging new entrants to join the sector
- developing a Queensland Kindergarten Learning Guideline to define learning expectations to ensure comparability across approved kindergarten programs regardless of the setting and location
- developing strategies to increase participation of disadvantaged children including Indigenous children and children in rural, remote and disadvantaged communities.

Queensland is also continuing to implement the Bound for Success initiative which provides access to a quality early education program for children in discrete Indigenous communities. As part of this initiative, new and refurbished facilities are being established across 35 communities, together with guidelines for early learning programs, and professional development for educators to support culturally appropriate programs. The program was one of 12 finalists in the 2010 Commonwealth Association of Public Administration and Management International Innovations Awards in Malta.

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Western Australia Government comments

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The Department for Communities, the Department of Education and the Department of Education Services are progressing the Council of Australian Governments (COAG) Reform Agenda for early childhood education and care. This includes the National Quality Standard, the new assessment and rating system and the nationally agreed legislation and regulations.

The three Departments are very involved in the design, progress and transitional processes to the new national system which will commence on 1 January 2012. This includes the development of the Western Australian version of the *Education and Care Services National Law Bill 2010* and the drafting of the nationally consistent Regulations. The trialling of the new assessment and rating system has now extended to all service types. The Early Years Learning Framework is now endorsed. The draft School Age Care Framework is ready for consultation. Information and professional development sessions about the National Quality Standard and the Frameworks continue for all educators.

There are 526 long day care centres, 26 occasional care centres, 770 family day care services, 242 outside school hours care services and 27 pre-kindys licensed as at 29 October 2010. The Department for Communities' Child Care Licensing and Standards Unit administers the *WA Child Care Services Act 2007* and the related Regulations. This role includes education, support, monitoring and application of sanctions for new and existing service operators.

The *Child Care Services (Rural Family Care) Regulations 2010* came into effect in May 2010. The draft (WA) *Child Care Services Amendments Bill* if passed will carry the licensed child care sector through the transition to the national system.

Pre-compulsory education (kindergarten followed by pre-primary) lays the foundation for compulsory education which commences at Year 1. A total of 857 (601 public and 256 non-government) schools provide a kindergarten program. Children eligible for kindergarten are those who reach the age of 4 years on or before 30 June in any given year. Kindergarten is provided free of compulsory charges in public schools and community kindergartens and is significantly subsidised by the WA government in non-government schools, contributing to high rates of participation in all urban, rural and remote localities.

The WA Curriculum Framework (K-12) outlines learning outcomes for all children and is reflective of the national Early Years Learning Framework (EYLF). The emphasis of the early years curriculum is on the development of social, emotional, and physical wellbeing; literacy and numeracy; and nurturing positive attitudes to learning. An integrated and inclusive curriculum is provided through a balance of child initiated and adult-directed learning experiences, a focus on interaction, and planned use of outdoor and indoor learning environments. The Curriculum Framework and the EYLF place the child at the centre of the learning program and enable early childhood teachers to plan and implement quality programs that are integrated and appropriate for each child.

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South Australian Government comments

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The Government of South Australia appointed Minister Weatherill to the newly created Early Childhood Development (ECD) ministerial portfolio in July 2008 in recognition of the need to coordinate and integrate the planning and delivery of services for the care, education, health and wellbeing of young children. In March 2010, Minister Weatherill was also appointed Minister for Education facilitating a seamless approach to early childhood and education services to children from pre-natal to 17 years of age.

South Australia continues to invest significantly in the early years, with 13 of the planned 24 Children's Centres for Early Childhood Development and Parenting operating. The Government has also committed to establishing a further 10 Children's Centres over the next four years and another four integrated centres are being developed in conjunction with Aboriginal communities.

South Australia's Children's Centres aim to lead the coordination and integration of education, care, health and family support services while developing strong connections to local communities. The community engagement processes are being informed by the Australian Early Development Index which provides new community based information about the development of young children that further supports inter-agency coordination and integration of services for children.

The Executive Committee of Cabinet has identified five medium-term policy priorities, known as the State Reform Agenda, which includes a new policy direction, *South Australia – A child friendly state*. The child friendly state strategy expands on the concept of child friendly cities that has been adopted overseas to develop a linked network of child friendly communities throughout SA.

The Government is committed to the reform of existing education and early childhood services legislation to develop a modern legislative framework. This reform will integrate the new nationally applied laws being implemented by all jurisdictions to underpin the national early childhood education and care quality reform agenda.

Three early childhood education and care National Partnerships (NPs) are being implemented in South Australia. They are the:

- *NP Agreement on Early Childhood Education* which provides every child with access to a preschool program in the year prior to full time schooling, delivered by a four-year university qualified early childhood teacher
- *NP Agreement on the National Quality Agenda for Early Childhood Education and Care* which establishes a unified and consistent regulatory system to deliver quality preschool, family day care, long day care and out of school hours care.
- *Element one of the Indigenous Early Childhood Development NP Agreement* which provides integrated education, care, and family support programs for four Aboriginal communities.

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Tasmanian Government comments

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Tasmania retains its commitment to the early years education, development and care sector. Following the State election in 2010, a new Children's portfolio was established providing opportunities for greater collaboration across agencies. The Minister for Children's responsibilities include early childhood education and care, Child and Family Centres, the Early Years Foundation and related health and human services for children and young people.

Major initiatives in 2009-2010 included:

- *Child and Family Centres.* An allocation was made of \$76.1 million over 3 years to develop up to 30 Child and Family Centres. The purpose of the centres is to improve the health, well-being, learning and care of Tasmania's very young children by supporting parents and enhancing accessibility of services in the local community. The services relevant to each community are identified through community consultation. In 2009-10, an allocation of \$27.4 million supported the development of the first eight centres. Another eight communities have been identified.
- *Launching into Learning.* An allocation was made of \$4.25 million in 2009-10 to continue the program which supports young children before they formally commence school. This level of funding per annum will continue until 2013-14. There are 115 schools currently involved. The program is already delivering positive results, including reducing the number of children identified 'at risk' and significantly improving children's literacy and numeracy skills. Partnerships and linkages with other agencies are developing and collaborations have led to cooperative work practices especially between schools, Child Health and Parenting and Housing Services.
- *Recognition Project (Early Years Recognition of Child Care Qualifications).* In 2009-10, \$250,000 was provided to target recognition of existing child care skills, providing a qualification pathway for child carers. Thirty six candidates achieved recognition in the first intake with 15 of these completing the Diploma of Children's Services. A second intake is currently in progress. This program ends in 2010-11.
- *Early Years Literacy.* This program continues with \$220 000 per annum to enhance learning opportunities for young people through the provision of books for parents to read to their children.
- *Universal Access to Early Childhood Education.* \$1.5 million was allocated in 2009-10. By June 2010, 66 schools were providing 15 hours of kindergarten. This is on target to meet the requirement for all kindergartens to be providing 15 hours by 2013.

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Australian Capital Territory Government comments

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The ACT Government has been actively engaged in working with the Australian Government and other states and territories to progress the development of the National Quality Agenda for Early Childhood Education and Care.

The ACT Government released the revised ACT Children's Plan on 18 June 2010 with a vision to build Canberra as a child friendly city. The plan is based on the UN Convention on the Rights of the Child and aims to:

- provide opportunities for children to influence decisions about their lives, to actively participate in their communities
- promote advocacy, promote and protect children's rights including regular monitoring of the children's health, well-being, learning and development
- to develop services, programs and environments that support children's optimal development and enhance parental, family and community capacity.

The Office for Children Youth and Family Support (OCYFS) within the ACT Department of Disability Housing and Community Services provides early intervention and prevention services, family and community support and care and protection services to children and young people. The Children's Policy and Regulation Unit within OCYFS has responsibility for monitoring and licensing of children's services in the ACT.

The ACT Department of Education and Training continues to provide Preschool Education, Early Intervention programs and Koori Preschool program to all eligible children aged 2–5 years. Preschool education is available for all ACT children 4 years by 30 April. These programs are designed to meet the individual needs of young children and ensure they have the best possible start to their education.

The Koori Preschool Program is a targeted program for Aboriginal and Torres Strait Islander children aged 0–5 years. The Early Intervention Program is designed to support children who have, or are at risk, of a developmental delay or disability.

As part of the ACT Government's commitment to the National Partnership Agreement for Early Childhood Education (Universal Access to Preschool Education) there are 13 Public Preschools currently offering 15 hours of preschool education. The delivery mode differs across sites to meet the needs of local communities. All Public Preschools will offer 15 hours of preschool education by 2013.

The ACT Department of Education and Training is working towards meeting the required workforce qualifications as outlined in the National Quality Framework. This year 28 teachers have undertaken targeted scholarship in Early Childhood Education through the University of Canberra, and 120 preschool assistants have undertaken the Certificate III in Children's Service through the Canberra Institute of Technology.

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Northern Territory Government comments

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The Department of Education and Training is committed to providing access to quality early childhood education and care services for all Territory children and their families. The National Partnerships on Early Childhood Education and National Quality Agenda for Early Childhood Education and Care and their implementation plans represent key priority areas for the department. The department established a NT Stakeholder Advisory Group to consult on the implementation of these initiatives including Universal Access and the Early Years Learning Framework (EYLF).

In 2009-10, the NT implemented a range of initiatives for preschools including:

- establishment of 8 pilot programs in urban preschools providing 15 contact hours weekly. Programs were also established in several remote and homelands schools
- construction of 2 early childhood education centres through Australian Government capital works program creating 119 new quality early learning and care places
- establishment of a sixth mobile preschool hub in the Barkly region.

Work is continuing to develop models to pilot increased access to preschools in homeland learning centres, town camps and remote communities.

As part of the National Quality Agenda, the transition of services to the National Quality Standards (NQS) commenced along with testing of the NQS assessment and rating system. Additional resources have been employed to support preschools and all other early childhood education and care services in remote locations to prepare for compliance with the NQS from January 2012.

The department commenced implementing a number of workforce reforms and strategies to support improved health and education outcomes for children aged 0–8 years. This includes development of a NT-wide Early Years Workforce Strategy to increase the number of qualified staff in the early childhood education and care sector.

Throughout the year, training for the EYLF, the new national curriculum framework for children aged 0–5 years was conducted across the NT.

Families as First Teachers is a NT Government funded commitment to strengthen access to, and participation in, services for families with children 0–3 years. Programs have been established at 14 community sites, with progressive implementation in the 20 Territory growth towns and regional areas. In 2009-10 one-off regional grants funded 37 early childhood initiatives across the NT.

The department signed a Memorandum of Understanding with the Department of Families, Housing, Community Services and Indigenous Affairs to provide family support services as part of a \$12.5 million partnership. The NT contribution of \$7.2 million over the next two years will support the establishment and operation of the services.

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3.6 Definitions of key terms and indicators

Administration expenditure	Administration expenditure includes all expenditure by the responsible departments associated with the provision of licensing, advice, policy development, grants administration and training services. Responsible departments include those departments that administer policy for, fund, and license/accredit child care and preschool services in each jurisdiction.
Australian Government approved child care service	A service approved by the Australian Government to receive Child Care Benefit (CCB) on behalf of families.
Centre-based long day care	Services aimed primarily at 0–5 year olds that are provided in a centre, usually by a mix of qualified and other staff. Educational, care and recreational programs are provided based on the developmental needs, interests and experience of each child. In some jurisdictions, primary school children could also receive care before and after school, and during school vacations. Centres typically operate for at least eight hours per day on normal working days, for a minimum of 48 weeks per year.
Child care services	The meeting of a child's care, education and developmental needs by a person other than the child's parent or guardian. The main models of service are centre-based long day care, family day care, outside school hours care (before/after school hours and 'pupil free days' care), vacation care, occasional care and other care.
Children	All resident male and female Australians aged 12 years or younger at 30 June of each year (unless otherwise stated).
Children from low income families	Families who are receiving the maximum rate of Child Care Benefit.
Children from non-English speaking backgrounds	Children living in situations where the main language spoken at home is not English.
Children's services	All government funded and/or provided child care and preschool services (unless otherwise stated).
Counting rules	Prescribed standards, definitions and mathematical methods for determining descriptors and performance indicators for monitoring government services.
Disability related care	Care of children who have a developmental delay or disability (including an intellectual, sensory or physical impairment), or who have parent(s) with disability.
External cause (of injury)	The environmental event, circumstance or condition that causes an injury.
Family day care	Services provided in the carer's home. The care is largely aimed at 0–5 year olds, but primary school children could also receive care before and after school, and during school vacations. Central coordination units in all states and territories organise and support a network of carers, often with the help of local governments.
Financial support to families	Financial support to families includes any form of fee relief paid by governments to the users of children's services (for example, Child Care Benefit).
Formal child care	Organised care provided by a person other than the child's parent or guardian, usually outside of the child's home — for example, centre based long day care, family day care, outside school hours care, vacation care and occasional care (excluding babysitting).

Formal qualifications	Early childhood-related teaching degree (three or four years), a child care certificate or associate diploma (two years) and/or other relevant qualifications (for example, a diploma or degree in child care [three years], primary teaching, other teaching, nursing [including mothercraft nursing], psychology and social work).
Full time equivalent staff numbers	A measure of the total level of staff resources used. A full time staff member is employed full time and engaged solely in activities that fall within the scope of children's services covered in the chapter. The full time equivalent of part time staff is calculated on the basis of the proportion of time spent on activities within the scope of the data collection compared with that spent by a full time staff member solely occupied by the same activities.
Government funded or/and provided	All government financed services — that is, services that receive government contributions towards providing a specified service (including private services eligible for Child Care Benefit) and/or services for which the government has primary responsibility for delivery.
Hospital separation	An episode of care for a person admitted to a hospital. It can be a total hospital stay (from admission to discharge, transfer or death) or portions of hospital stays beginning or ending in a change of type of care (for example from acute to rehabilitation) that cease during a reference period.
Indigenous children	Children of Aboriginal or Torres Strait Islander origin who self identify or are identified by a parent or guardian to be of Aboriginal or Torres Strait islander origin.
Informal child care	Child care arrangements provided privately (for example, by friends, relatives, nannies) for which no government assistance (other than the minimum rate of Child Care Benefit for Registered Care) is provided. Such care is unregulated in most states and territories.
In-home care	Care provided by an approved carer in the child's home. Families eligible for in-home care include those where the parent(s) or child has an illness/disability, those in regional or remote areas, those where the parents are working shift work or non-standard hours, those with multiple births (more than two) and/or more than two children under school age, and those with a breastfeeding mother working from home.
In-service training	Formal training only (that is, structured training sessions that can be conducted in-house or externally), including training in work or own time but not training towards qualifications included in obtaining formal qualifications. It includes: <ul style="list-style-type: none"> • management or financial training • training for additional needs children (such as children with disability, Aboriginal or Torres Strait Islander children and children from a culturally diverse background) • other child care-related training • other relevant courses (such as a first aid certificate).
Licensed services	Those services that comply with the relevant State or Territory licensing regulations. These regulations cover matters such as the number of children whom the service can care for, safety requirements and the required qualifications of carers.

Net capital expenditure	Expenditure on the acquisition or enhancement of fixed assets, less trade-in values and/or receipts from the sale of replaced or otherwise disposed of items. Capital expenditure does not include expenditure on fixed assets which fall below threshold capitalisation levels, depreciation or costs associated with maintaining, renting or leasing equipment.
Non-standard hours of care	Defined by service model as: <ul style="list-style-type: none"> • centre-based long day care — providers of service for more than 10 hours per day on Monday to Friday and/or service on weekends • preschool — providers of service for more than six hours per day, for stand alone preschools only • family day care — providers of service for more than 50 hours per week and/or service overnight and/or on weekends • outside school hours care: <ul style="list-style-type: none"> – before/after school care (providers of service for more than two hours before school and three hours after school) • vacation care (providers of service for more than 10 hours per day) • occasional care — providers of service for more than eight hours per day • other — providers of service for more than 10 hours per day.
Occasional care	Services usually provided at a centre on an hourly or sessional basis for short periods or at irregular intervals for parents who need time to attend appointments, take care of personal matters, undertake casual and part time employment, study or have temporary respite from full time parenting. These services provide developmental activities for children and are aimed primarily at 0–5 year olds. Centres providing these services usually employ a mix of qualified and other staff.
Other expenditure on service provision	Expenditure on service provision includes all recurrent expenditure on government funded and/or provided child care and preschool services except administration and financial support to families. It includes one-off, non-capital payments to peak agencies that support child care and preschool service providers.
Other services	Government funded services to support children with additional needs or in particular situations (including children from an Indigenous or non-English speaking background, children with disability or of parents with disability, and children living in regional and remote areas).
Other territories	A separate category for data collections, which includes Jervis Bay Territory, the Territory of Christmas Island and the Territory of Cocos (Keeling) Islands.
Outside school hours care	Services provided for children enrolled in schools (4–12 year olds) outside school hours during term and vacations. Care can be provided on student free days and when school finishes early.
Preschool services	Services usually provided by a qualified teacher on a sessional basis in dedicated preschools. Preschool programs or curricula could also be provided in long day care centres and other settings. These services are primarily aimed at children in the year before they commence full time schooling (that is, when children are 4 years old in all jurisdictions), although younger children could also attend in most jurisdictions.
Primary contact staff	Staff whose primary function is to provide child care and/or preschool services to children.

Priority of access	<p>The Australian Government funds child care with a major purpose of meeting the child care needs of Australian families. However, the demand for child care sometimes exceeds supply in some locations. When this happens, it's important for services to allocate available places to those families with the greatest need for child care support. The Government has determined Guidelines for allocating places in these circumstances. These Guidelines apply to centre based long day care, in-home care, family day care and outside school hours care services. They set out the following three levels of priority, which child care services must follow when filling vacant places:</p> <ul style="list-style-type: none"> • priority 1: a child at risk of serious abuse or neglect • priority 2: a child of a single parent who satisfies, or of parents who both satisfy, the work/training/study test under section 14 of the Family Assistance Act • priority 3: any other child. <p>Within these main categories priority should also be given to the following children:</p> <ul style="list-style-type: none"> • children in Aboriginal and Torres Strait Islander families • children in families which include a disabled person • children in families on lower incomes • children in families with a non-English speaking background • children in socially isolated families • children of single parents.
Real expenditure	<p>Actual expenditure adjusted for changes in prices. Adjustments were made using the GDP price deflator and expressed in terms of final year prices.</p>
Recurrent expenditure	<p>Expenditure that does not result in the creation or acquisition of fixed assets (new or second hand). It consists mainly of expenditure on wages, salaries and supplements, purchases of goods and services, and the consumption of fixed capital (depreciation).</p>
Regional and remote areas	<p>Geographic location is based on the ABS's Australian Standard Geographical Classification of Remoteness Areas, which categorises areas as 'major cities', 'inner regional', 'outer regional', 'remote', 'very remote' and 'migratory'. The criteria for remoteness areas are based on the Accessibility/Remoteness Index of Australia, which measures the remoteness of a point based on the physical road distance to the nearest urban centre in each of five size classes.</p> <p>The 'regional' classification used in the chapter is derived by adding data for inner regional and outer regional areas. The 'remote' classification is derived by adding data for remote, very remote and migratory areas.</p>
Service model	<p>The categories for which data were collected, namely:</p> <ul style="list-style-type: none"> • centre-based long day care • family day care • outside school hours care <ul style="list-style-type: none"> – before/after school care • vacation care • occasional care • 'other' care • preschool services.

Special needs group	An identifiable group within the general population who can have special difficulty accessing services. Special needs groups for which data are reported in this chapter include: children from a non-English speaking background; Indigenous children; children from low income families (Australian Government child care only); children with disability; and children from regional or remote areas.
Standard hours of care	<p>Defined by service model as:</p> <ul style="list-style-type: none"> • centre-based long day care — less than or equal to 10 hours per day on Monday to Friday • preschool — less than or equal to six hours per day on Monday to Friday, for stand alone preschools only. • family day care — less than or equal to 10 hours per day on Monday to Friday, where no hours are overnight hours • outside school hours care: <ul style="list-style-type: none"> – before/after school care — less than or equal to two hours before school and three hours after school • vacation care — less than or equal to 10 hours per day on Monday to Friday • occasional care — less than or equal to eight hours per day Monday to Friday • other care — less than or equal to 10 hours per day Monday to Friday.
Substantiated breach arising from a complaint	An expression of concern about a child care or preschool service, made orally, in writing or in person to the regulatory authority, which constitutes a failure by the service to abide by the State or Territory legislation, regulations or conditions. This concern is investigated and subsequently deemed to have substance by the regulatory body.

3.7 List of attachment tables

Attachment tables are identified in references throughout this chapter by an ‘3A’ suffix (for example, table 3A.3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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4 School education

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Attachment tables

Attachment tables are identified in references throughout this chapter by a '4A' suffix (for example, table 4A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

This chapter focuses on performance information — equity, effectiveness and efficiency — for government funded school education in Australia. Reporting relates to government funding only, not to the full cost to the community of providing school education. Descriptive information and performance indicators are variously reported for:

- government primary and secondary schools
- non-government primary and secondary schools

-
- school education as a whole (government plus non-government primary and secondary schools).

Schooling aims to provide education for all young people. The main purposes of school education are to assist students in:

- attaining knowledge, skills and understanding in key learning areas
- developing their talents, capacities, self-confidence, self-esteem and respect for others
- developing their capacity to contribute to Australia's social, cultural and economic development.

Major improvements in reporting on school education this year include:

- extending the time series for the access/equity indicator 'retention' and the efficiency indicator 'student-to-staff ratio'
- further alignment with National Education Agreement (NEA) and National Indigenous Reform Agreement (NIRA) indicators for the outcome indicators 'reading performance', 'writing performance' and 'numeracy performance'
 - inclusion of mean scale scores and achievement bands, by Indigenous status for National Assessment Program — Literacy and Numeracy (NAPLAN) testing
 - commencement of a time series for all NAPLAN data
- reporting 2009 Programme for International Student Assessment (PISA) for the outcome indicators 'reading performance', 'numeracy performance', and 'science literacy performance'. In PISA 2009, reading was the major assessment domain
- reporting the outcomes of the year 6 2009 Science Literacy National Assessment Program (NAP) for the outcome indicator 'science literacy performance'
- reporting the outcomes of the years 6 and 10 2008 Information and Communication Technologies NAP for the outcome indicator 'information and communication technologies performance'
- inclusion of some 'data quality information' (DQI) documentation.

4.1 Profile of school education

Service overview

Schools are the institutions within which organised school education takes place. They are differentiated by the type and level of education they provide, their ownership and management, and the characteristics of their student body. The formal statistical definition of schools used for this chapter is:

an establishment (other than a special school) that satisfies all of the following criteria:

- its major activity is the provision of full time day primary or secondary education or the provision of primary or secondary distance education
- it is headed by a principal (or equivalent) responsible for its internal operation
- it is possible for students to enrol for a minimum of four continuous weeks, excluding breaks for school vacations (ABS 2010).

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 schools through the National Education Agreement (NEA), which forms part of the Intergovernmental Agreement on Federal Financial Relations, and for non-government schools through the *Schools Assistance Act 2008*, both of which came into effect on 1 January 2009. Other Australian Government payments of a smaller scale are made directly to school communities, students and other

organisations to support schooling. Data in this chapter generally relate to 2009 and for the 2008-09 financial year a range of Specific Purpose Payments (SPPs) were provided directly to State and Territory governments for government schools and to school authorities for non-government schools under the previous legislation: the *Schools Assistance (Learning Together - Achievement Through Choice and Opportunity) Act 2004*. The Ministerial Council on Education, Early Childhood Development and Youth Affairs (MCEECDYA)¹ — 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 \$38.9 billion in 2008-09 (table 4.1). Expenditure on government schools was \$30.9 billion, or 79.2 per cent of the total. Government schools account for most of the expenditure by State and Territory governments. These governments also contribute to the funding of non-government schools and provide services used by both government and non-government schools. More information, including Australian Government spending on Indigenous specific programs, can be found in tables 4A.7, 4A.11 and 4A.12.

Nationally, State and Territory governments provided 88.8 per cent of total government recurrent expenditure on government schools in 2008-09, and the Australian Government provided 11.2 per cent. In contrast, government expenditure on non-government schools in that year was mainly provided by the Australian Government (71.6 per cent), with State and Territory governments providing 28.4 per cent (table 4.1).

¹ The Ministerial Council for Education, Early Childhood Development and Youth Affairs (MCEECDYA) was established on 1 July 2009 following agreement of the Council of Australian Governments (COAG) to a realignment of the roles and responsibilities of two previously existing councils — the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) and the Ministerial Council for Vocational and Technical Education (MCVTE).

Table 4.1 Government recurrent expenditure on school education, 2008-09 (\$ million)^{a, b, c, d}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Government schools									
Australian Government	1 119	807	690	346	260	91	53	76	3 441
State and Territory governments	8 643	5 849	5 718	3 604	1 862	690	543	505	27 415
Total	9 762	6 656	6 409	3 950	2 122	781	596	581	30 856
Non-government schools									
Australian Government	1 823	1 456	1 146	605	457	121	109	70	5 787
State and Territory governments	797	471	497	278	136	44	43	31	2 297
Total	2 620	1 926	1 643	884	594	165	152	101	8 084
All schools									
Australian Government	2 942	2 263	1 836	951	717	212	162	146	9 227
State and Territory governments	9 441	6 319	6 215	3 882	1 999	734	586	536	29 713
Total	12 382	8 582	8 051	4 833	2 716	946	748	682	38 940

^a See notes to table 4A.7 for definitions and other data caveats. Data presented here include notional User Cost of Capital (UCC) and exclude capital grants. ^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: MCEECDYA (unpublished) *National Schools Statistics Collection (NSSC)*; Department of Education, Employment and Workplace Relations (DEEWR) (unpublished); Australian, State and Territory governments (unpublished); table 4A.7.

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 60.0 per cent of non-government school funding in 2009, with the remaining 40.0 per cent sourced from private fees and fundraising (DEEWR unpublished). Section 4.3 contains additional information on government expenditure per student.

Size and scope

Descriptive information on the numbers of students, staff and schools can be found in tables 4A.1–6.

Structure

The structure of school education varies across states and territories. These differences can influence the comparability and interpretation of data presented under common classifications. Formal schooling consists of six to eight years of primary school education followed by five to six years of secondary school education, depending on the State or Territory (figure 4.1). All states and territories divide school education into compulsory and non-compulsory components based primarily on age. Schooling is generally full time, although an increasing proportion of part time study occurs in more senior years.

In 2009, the age at which a child's attendance in school education became compulsory for school education in states and territories was:

- 5 years of age (Tasmania)
- 6 years of age (NSW, Victoria, Queensland, WA, SA, ACT and NT) (ABS 2010).

Children may commence school at an age younger than the statutory age at which they are required to attend school. Most children commence full-time schooling in the year preceding Year 1 (pre-year 1) (figure 4.1).

Although some students may undertake alternative approved courses/programs/activities (including approved employment) in some states and territories, in general students were required to stay at school in 2009 until:

- reaching 15 years of age (NSW, ACT and NT)
- reaching 16 years of age (Victoria, SA² and Tasmania³)
- reaching 16 years of age or completing year 10 (Queensland⁴)
- the end of the year in which students turn 17 years of age (WA).

As part of the Compact with Young Australians, COAG implemented a National Youth Participation Requirement (NYPR) which commenced on 1 January 2010 (COAG 2009). Young people will be required to participate in schooling (or an

² Students in SA are required to be in full-time education or training until the age of 17, or until they gain a qualification (whichever comes first). The compulsory school age remains 16.

³ Tasmanian students are required from the age of 16 to participate in full-time eligible education or training option for at least one year.

⁴ Queensland students are required to remain in education or training for two years after compulsory schooling or until they turn 17 years of age, or until they complete a Queensland Certificate of Education (or Queensland Certificate of Individual Achievement), Senior Statement or a Certificate III or IV vocational qualification.

approved equivalent) until they complete Year 10, and then participate full time (at least 25 hours per week) in education, training or employment, or a combination of these activities, until age 17. The NYPR will be implemented through State and Territory legislation where at least equivalent provisions are not already in place, and exemptions will continue in line with existing State and Territory practice.

Figure 4.1 Structure of primary and secondary schooling, 2009^{a, b}

Level	NSW, Vic, Tas ^c ACT ^d , NT	Qld, WA, SA
Year 12	SECONDARY	SECONDARY
Year 11		
Year 10		
Year 9		
Year 8		
Year 7		
Year 6	PRIMARY	PRIMARY
Year 5		
Year 4		
Year 3		
Year 2		
Year 1		
Pre-year 1	Kindergarten (NSW, ACT) Preparatory (Vic, Tas) Transition (NT)	Preparatory (Qld) ^e Pre-Primary (WA) Reception (SA) ^f

^a Figure 4.1 refers to the structure utilised in Schools Australia 2009 (ABS 2010) which is the source for a range of data in this chapter in relation to schools, students, participation and retention. ^b Figure 4.1 does not include pre-school programs, otherwise known as Pre-pre-year 1, or Year 1 minus 2, some of which are an integral part of school programs, and some of which are offered by a range of providers in some jurisdictions. These programs are reported in the Children's services chapter (chapter 3). Table 3.1 in the Children's services chapter describes the entry points for the range of part and full time preschool services across states and territories. Box B.3 in the Early childhood, education and training preface describes the structure of education and training more generally. ^c Tasmania denotes years 11 and 12 as post-secondary. ^d ACT students transition to a senior college for years 11 and 12. ^e In Qld, a non-compulsory preparatory year of schooling in the year before year 1 (replacing a part time preschool program) is universally offered to all students aged 5 at 30 June. ^f SA has an intake for each term.

Source: Adapted from ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0.

Schools

At the beginning of August 2009, there were 9529 schools in Australia (6414 primary schools, 1439 secondary schools, 1261 combined schools and 415 special schools). The majority of schools were government owned and managed (71.4 per cent) (table 4.2). Settlement patterns (population dispersion), the age distribution of the population, and educational policy influence the distribution of

schools by size and level in different jurisdictions. Nationally, 63.1 per cent of all secondary schools enrolled over 600 students (table 4A.21). A breakdown of primary and secondary schools by size for government, non-government and all schools is reported in tables 4A.19–21 respectively.

Table 4.2 Summary of school characteristics, August 2009

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Government schools (no.)									
Primary	1 634	1 180	929	510	421	139	55	62	4 930
Secondary	370	252	178	99	72	37	17	15	1 040
Combined ^a	66	67	91	95	75	26	7	70	497
Special schools ^b	111	76	47	67	20	5	4	5	335
Total	2 181	1 575	1 245	771	588	207	83	152	6 802
Non-government schools (no.)									
Primary	499	427	232	154	106	29	26	11	1 484
Secondary	155	105	72	23	22	7	5	10	399
Combined ^a	228	150	149	112	68	30	12	15	764
Special schools ^b	34	22	12	7	3	1	1	–	80
Total	916	704	465	296	199	67	44	36	2 727
All schools (no.)									
Primary	2 133	1 607	1 161	664	527	168	81	73	6 414
Secondary	525	357	250	122	94	44	22	25	1 439
Combined ^a	294	217	240	207	143	56	19	85	1 261
Special schools ^b	145	98	59	74	23	6	5	5	415
Total	3 097	2 279	1 710	1 067	787	274	127	188	9 529
Proportion of schools that are government schools (%)									
Primary	76.6	73.4	80.0	76.8	79.9	82.7	67.9	84.9	76.9
Secondary	70.5	70.6	71.2	81.1	76.6	84.1	77.3	60.0	72.3
Combined ^a	22.4	30.9	37.9	45.9	52.4	46.4	36.8	82.4	39.4
Special schools ^b	76.6	77.6	79.7	90.5	87.0	83.3	80.0	100.0	80.7
All schools	70.4	69.1	72.8	72.3	74.7	75.5	65.4	80.9	71.4
Proportion of schools that are primary schools (%)									
Government	74.9	74.9	74.6	66.1	71.6	67.1	66.3	40.8	72.5
Non-government	54.5	60.7	49.9	52.0	53.3	43.3	59.1	30.6	54.4
All schools	68.9	70.5	67.9	62.2	67.0	61.3	63.8	38.8	67.3

^a Combined primary and secondary schools. ^b Special schools provide special instruction for students with a physical and/or mental disability/impairment, or with social problems. Students must exhibit one or more of the following characteristics before enrolment is allowed: mental or physical disability or impairment, slow learning ability, social or emotional problems, and in custody, on remand or in hospital. – Nil or rounded to zero.

Source: ABS (2010 and unpublished) *Schools Australia 2009*, Cat. no. 4221.0; tables 4A.1–3.

Student body

There were 3.5 million full time equivalent (FTE) student enrolments in primary and secondary schools in August 2009 (see section 4.6 for a definition of FTE student). Nationally, 49.0 per cent of FTE students in all schools were female (table 4.3).

A higher proportion of FTE students was enrolled in primary schools (57.3 per cent) than in secondary schools (42.7 per cent) (table 4.3). Differences in schooling structures influence enrolment patterns. Primary school education in Queensland, WA and SA, for example, includes year 7, whereas all other jurisdictions include year 7 in secondary school (figure 4.1). The proportion of students enrolled in primary school education would be expected to be higher in jurisdictions that include year 7 in primary school (table 4.3).

Nationally, the proportion of FTE students enrolled in government schools was 65.8 per cent. A higher proportion of FTE students was enrolled in government schools at primary level (69.4 per cent) than at secondary level (60.8 per cent) (table 4.3).

Table 4.3 FTE student enrolments, August 2009^{a, b}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Total FTE student enrolments at level of education ('000)									
Primary schools	619	459	440	217	156	44	31	23	1 989
Secondary schools	493	387	281	140	101	38	29	15	1 483
All schools	1 112	846	720	357	257	82	60	39	3 472
Proportion of FTE students who were enrolled in government schools (%)									
Primary schools	69.6	68.1	70.8	70.2	66.7	74.5	60.2	78.2	69.4
Secondary schools	62.0	58.5	62.5	58.5	61.1	67.9	54.2	67.8	60.8
All schools	66.2	63.7	67.6	65.6	64.5	71.5	57.3	74.1	65.8
Proportion of FTE students who were female (all schools) (%)									
Primary schools	48.6	48.7	48.6	48.5	48.7	48.6	49.1	48.7	48.6
Secondary schools	49.5	49.7	49.6	49.2	49.8	49.9	49.2	48.9	49.6
All schools	49.0	49.1	48.9	48.8	49.2	49.2	49.1	48.8	49.0
Proportion of FTE students who were enrolled in primary education, by sector (%)									
Government schools	58.5	58.0	64.0	65.1	62.9	56.1	54.9	63.6	60.5
Non-government schools	50.1	47.6	54.9	52.7	57.1	48.0	48.7	50.5	51.1
All schools	55.6	54.2	61.0	60.8	60.8	53.8	52.3	60.2	57.3

^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 (2010 and unpublished) *Schools Australia 2009*, Cat. no. 4221.0; tables 4A.1–4.

Total full time student enrolments in schools in Australia were relatively stable over the 5 years to 2009, increasing by approximately 0.8 per cent each year between August 2005 and August 2009 (table 4A.23). Students as a proportion of the population in 2009 are shown in table 4A.5.

The proportion of full time students enrolled in non-government schools increased between 2005 and 2009 in all states and territories. Total non-government school enrolments expanded by 1.9 per cent per year, while full time government school enrolments increased by an average of 0.3 per cent per year (table 4A.23). The expansion of full time enrolments in non-government schools was from a lower base than that for government schools. In absolute terms, the number of full time students in government schools increased from 2 246 087 in 2005 to 2 273 906 in 2009. The number of full time students in non-government schools increased from 1 102 052 in 2005 to 1 187 420 in 2009 (table 4A.22).

Part time secondary students form a significant proportion of enrolments in some jurisdictions (table 4.4). Part time courses are available to secondary students, including mature age students attending colleges and those studying years 11 or 12 or short courses (lasting five to 22 weeks). The proportion of secondary school students who were enrolled part time in 2009 varied considerably across jurisdictions, partly because jurisdictions' education authorities have different policy and organisational arrangements for part time study, as well as different definitions of what constitutes part time study. The number of part time courses available also varied considerably across jurisdictions.

Table 4.4 Part time secondary school students in government schools

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Part time secondary school students in government schools (no.) ^a									
2005	2 404	2 898	3 836	2 824	6 435	1 870	36	1 084	21 387
2006	2 425	2 802	3 635	2 492	6 630	1 762	8	1 109	20 863
2007	2 243	2 292	3 226	2 315	6 716	1 620	3	743	19 158
2008	2 045	2 324	2 843	1 747	6 226	1 503	–	338	17 026
2009	1 857	2 839	2 926	952	6 330	1 955	6	211	17 076
Proportion of secondary school students in government schools who were part time students (%) ^b									
2005	0.8	1.3	2.3	3.4	10.1	6.9	0.2	11.2	2.4
2006	0.8	1.2	2.1	3.0	10.4	6.5	0.1	11.4	2.3
2007	0.7	1.0	1.9	2.8	10.5	6.1	–	8.0	2.1
2008	0.7	1.0	1.6	2.1	9.8	5.7	–	3.1	1.9
2009	0.6	1.2	1.7	1.2	9.7	7.4	–	2.0	1.9

^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 (2006, 2007, 2008, 2009, 2010 and unpublished) *Schools Australia* (various years) Cat. no. 4221.0; table 4A.1.

Special needs groups

Some groups of students in school education have been identified as having special needs. These special needs groups include:

- Indigenous students
- students from language backgrounds other than English (LBOTE)
- students with disabilities
- geographically remote students
- students from families of low socioeconomic status.

Government schools provide education for a high proportion of students from special needs groups. In 2009, 85.7 per cent of Indigenous students and 79.1 per cent of students with disabilities, for example, attended government schools (tables 4A.24 and 4A.26). 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 in government, non-government and all schools is in tables 4A.27–29. Care needs to be taken in interpreting this information because some definitions of special needs students differ across states and territories.

Indigenous students

The number and proportion of full time Indigenous students varies greatly across jurisdictions (table 4.5). 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 5.9 per cent in government schools and 1.9 per cent in non-government schools in 2009 (table 4.5).

Table 4.5 Indigenous full time students, 2009

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Indigenous full time students (000) ^a									
Government schools	40.5	8.1	39.4	19.2	8.0	4.7	1.0	12.3	133.3
Non-government schools	5.9	1.1	6.8	3.6	1.0	0.7	0.3	2.9	22.2
All schools	46.5	9.2	46.1	22.8	9.0	5.4	1.3	15.2	155.5
Indigenous full time students as a proportion of all full time students (%)									
Government schools	5.5	1.5	8.1	8.2	4.9	8.2	3.0	43.2	5.9
Non-government schools	1.6	0.4	2.9	2.9	1.1	3.1	1.0	29.0	1.9
All schools	4.2	1.1	6.4	6.4	3.6	6.7	2.1	39.5	4.5

^a Students counted as Indigenous are those who have identified as being of Indigenous origin. It is possible that the number of Indigenous students may be under-represented in some jurisdictions.

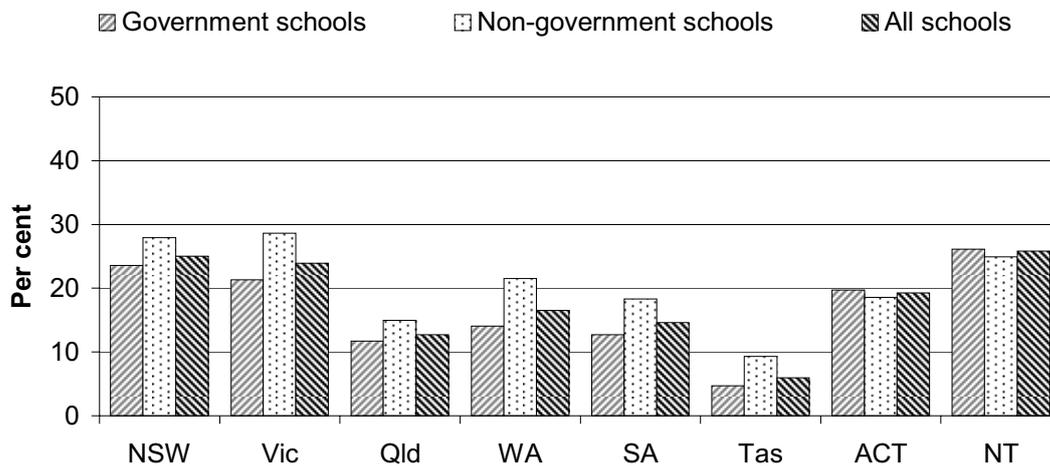
Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; table 4A.24.

LBOTE students

The proportion of LBOTE students is based on data from the Australian Bureau of Statistics (ABS) 2006 Census of Population and Housing. Students are counted as having a language background other than English if their home language is not English or if they (or at least one parent) were born in a non-English speaking country.

The proportion of LBOTE students in government and non-government schools varied across jurisdictions in 2006 (figure 4.2).

Figure 4.2 Students from a language background other than English as a proportion of all students, 2006^{a, b}



^a Absolute numbers of LBOTE students are sourced from the 2006 Census of Population and Housing, whilst data on all full time students are sourced from the ABS Schools Australia collection. ^b See table 4A.25 for details of LBOTE definitions.

Source: DEEWR (unpublished) based on the ABS 2006 Census of Population and Housing; table 4A.25.

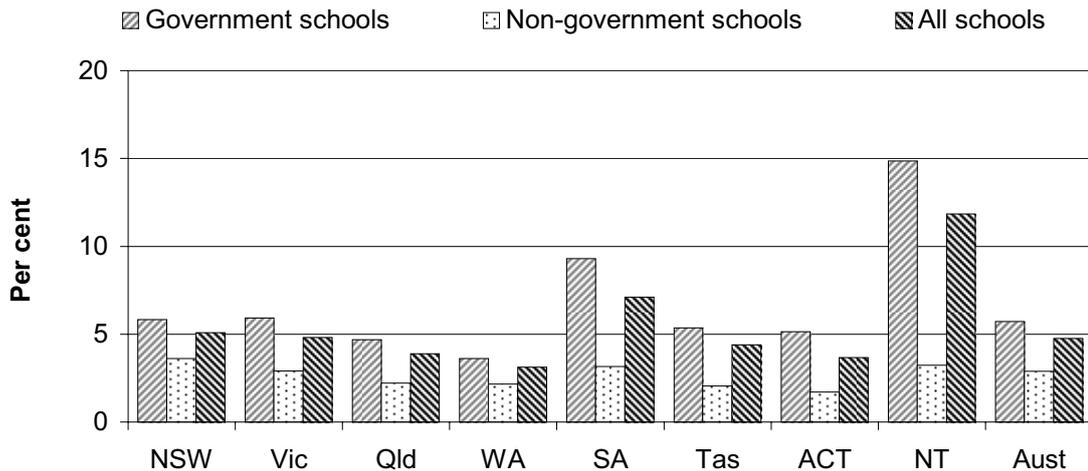
Students with disabilities

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 4.8 per cent and almost twice as high in government schools (5.7 per cent), compared with non-government schools (2.9 per cent) in 2009 (figure 4.3). Information regarding attainment and participation for students with disabilities,

based on the ABS 2009 Survey of Education and Training Experience and the 2006 Census of Population and Housing are included in the attachment to the Services for people with disability chapter of the 2011 Report (tables 14A.104–107).

Figure 4.3 Funded students with disabilities as a proportion of all students, 2009^{a, b, c}



^a The ABS total student data refer to the absolute number of full time students (not FTE 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 Excludes Full Fee Paying Overseas students from both the government and non-government sectors as well students on Christmas and Cocos Islands.

Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; DEEWR (unpublished); table 4A.26.

Geographically remote students

Identification of geographically remote students is based on the school location according to the metropolitan zone, provincial zone, remote areas and very remote areas as defined in the MCEETYA agreed classification.⁵ The proportion of students attending schools in remote areas varies greatly across jurisdictions (table 4.6).

⁵ 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 data in this Report.

Nationally, the proportion of students enrolled in schools in remote areas was 1.4 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 2009. Nationally, the proportion of students enrolled in schools in very remote areas was 0.9 per cent and four times as high in government schools (1.2 per cent), compared with non-government schools (0.3 per cent) in 2009 (table 4.6).

Table 4A.30 includes data relating to students attending primary and secondary schools located in metropolitan and provincial zones, as well as remote and very remote areas (see section 4.6 for a definition of the geographic classification used).

Table 4.6 Students attending schools in remote and very remote areas as a proportion of all students, 2009^{a, b}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Remote areas									
Government schools	0.5	0.1	2.1	5.8	3.8	1.0	..	17.9	1.8
Non-government schools	0.2	–	0.7	2.0	1.2	0.5	..	29.6	0.8
All schools	0.4	0.1	1.7	4.5	2.9	0.9	..	20.9	1.4
Very remote areas									
Government schools	0.1	..	1.7	3.2	1.1	0.5	..	28.3	1.2
Non-government schools	–	..	0.3	1.2	0.1	–	..	11.4	0.3
All schools	0.1	..	1.2	2.5	0.8	0.3	..	23.9	0.9

^a Proportions are based on school sector (for example, students in government schools in remote areas as a proportion of all government school students). ^b Victoria has no very remote areas. The ACT has no remote or very remote areas. .. Not applicable. – Nil or rounded to zero.

Source: DEEWR (unpublished); table 4A.30.

4.2 Framework of performance indicators

This chapter provides performance information on the equity, effectiveness and efficiency of government expenditure on all schools in Australia.

Governments own and operate government schools, and have a direct interest in the equity, efficiency and effectiveness of their operation. In addition, governments are committed to providing access to education for all students and contribute to the funding of non-government schools. However, this chapter does not report on non-government sources of funding, and so does not compare the efficiency of government and non-government schools.

The performance of school education is reported against the performance indicator framework in figure 4.4. This framework reflects objectives which are consistent

with the Melbourne Declaration on Educational Goals for Young Australians (the Melbourne Declaration), released in December 2008 (MCEETYA 2008) and is aligned with the NEA and NIRA.

Box 4.1 describes the educational goals for young Australians, agreed by education Ministers in the Melbourne Declaration. Commitments to action by governments in eight inter-related areas are also included in the Melbourne Declaration (MCEETYA 2008).⁶

Box 4.1 National goals for schooling in the 21st century

In December 2008, the MCEETYA endorsed the following national goals for school education.

Improving educational outcomes for all young Australians is central to the nation's social and economic prosperity and will position young people to live fulfilling, productive and responsible lives. Young Australians are therefore placed at the centre of the Melbourne Declaration on Educational Goals.

These goals are:

Goal 1: Australian schooling promotes equity and excellence

Goal 2: All young Australians become:

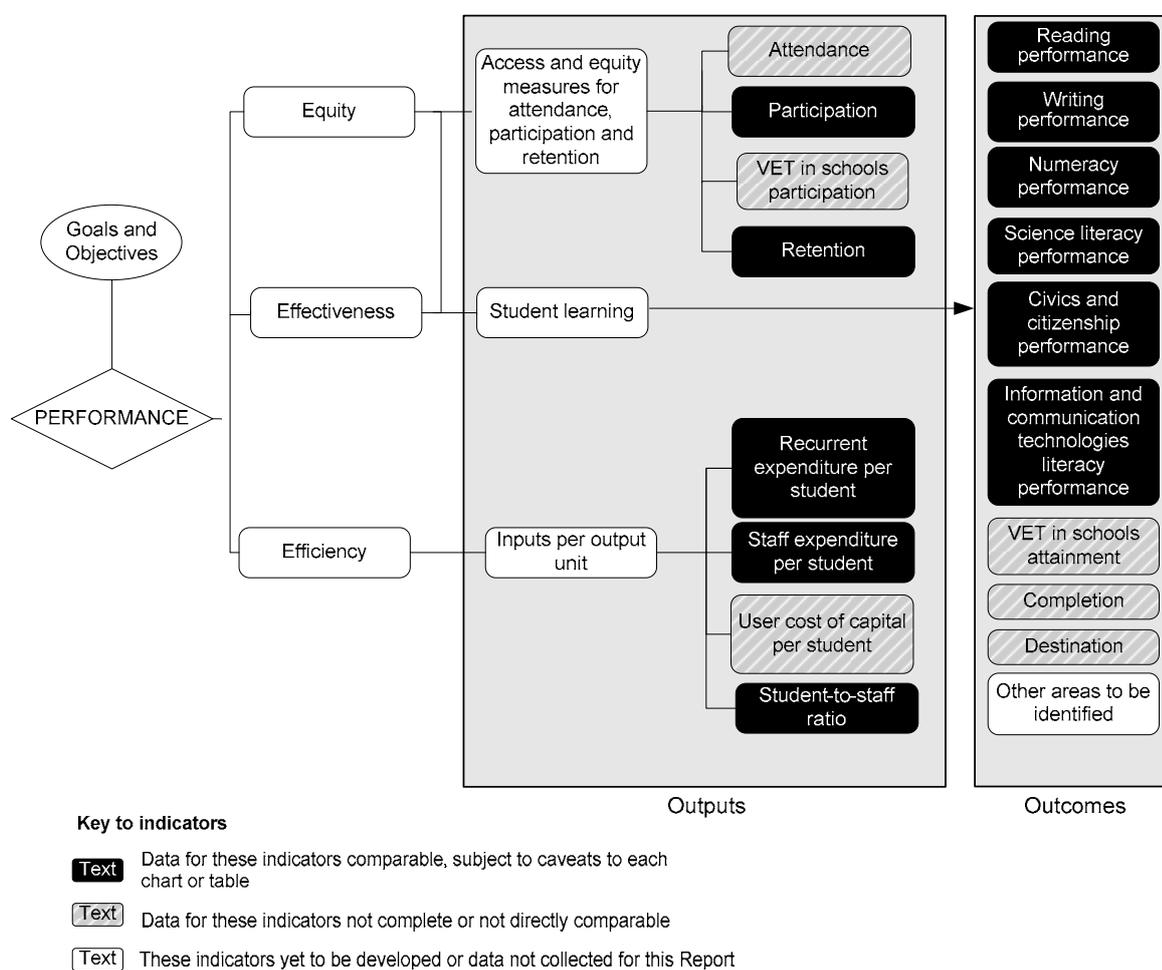
- successful learners
- confident and creative individuals
- active and informed citizens.

Source: Adapted from MCEETYA (2008).

The performance of school education is reported against the indicator framework in figure 4.4. The performance indicator framework shows which data are comparable in this 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).

⁶ The Melbourne Declaration replaced the Adelaide Declaration (MCEETYA 1999), released in 1999. Some years of data reported in this chapter coincide with the operation of the Adelaide Declaration. However, the performance indicators reported are consistent with both the Adelaide and Melbourne Declarations.

Figure 4.4 Performance indicators for school education



4.3 Key performance indicator results

The framework of performance indicators aims to provide information on equity, efficiency and effectiveness, and to distinguish the outputs and outcomes of school education. This approach is consistent with the general performance indicator framework and service process diagram outlined in chapter 1 (see figures 1.2 and 1.3) that have been agreed by the Steering Committee.

Different delivery contexts and locations influence the equity, effectiveness and efficiency of school education services. The Report’s statistical appendix 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) (appendix A).

The equity and effectiveness indicators for school education in this chapter are consistent with the national goals for school education in the Melbourne Declaration (box 4.1).

Care should be taken in interpreting these performance indicators, a number of interrelated factors affect the results, including:

- aspects of schooling
- characteristics of students (for example, student engagement and connectedness, length of time spent in schooling, demographic and socio-economic characteristics, [including remoteness and Indigenous status])
- broader education environment (for example, availability of employment and further educational alternatives, population movements).

COAG has agreed six National Agreements to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services, (see chapter 1 for more detail on reforms to federal financial relations). The NEA covers the area of school education, and education and training indicators in the NIRA establish specific outcomes for reducing the level of disadvantage experienced by Indigenous Australians. The agreements include sets of performance indicators, for which the Steering Committee collates annual performance information for analysis by the COAG Reform Council (CRC). Revisions have been made to the performance indicators reported in this chapter to align with developments in reporting for the performance indicators in the National Agreements.

Outputs

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

Equity and effectiveness

Access and equity measures for school attendance, participation and retention, and VET in schools participation, are reported in this section.

Attendance

‘Attendance’ is an indicator of governments’ objective to develop fully the talents and capacities of young people through equitable access to education and learning. National and international research confirms a link between attendance and student

achievement, although the factors influencing attendance and achievement are numerous and interrelated in complex ways. Attendance rates for special needs groups are an indication of the equity of access to school education (box 4.2).

Box 4.2 Attendance

'Attendance' (school attendance rate) is defined as the number of actual full time equivalent 'student days attended' over the collection period as a percentage of the total number of possible student days attended over the collection period.

Holding other factors equal, a high student attendance rate is desirable.

It is intended to measure student attendance over a single consistent time period (the first semester) for all schools. However, currently the measure is transitional, with most jurisdictions providing government schools data for the first semester, whereas non-government schools provide data over a period including the last 20 days in May.

Data on student attendance are collected for each State and Territory by:

- school sector (government, Catholic and independent)
- sex
- year level (1–10)
- Indigenous status (Indigenous and non-Indigenous students).

Care should be exercised in relation to the data for Indigenous students, particularly in some jurisdictions and in the non-government sectors, due to small population sizes.

Data for this indicator are not directly comparable.

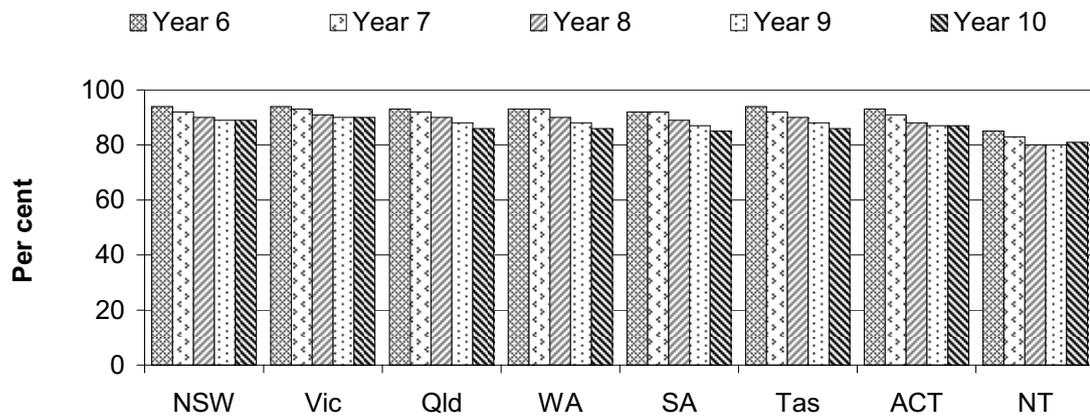
Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

School attendance is measured in a specific collection period during the school year (see box 4.2 for details), and results may not be representative of school attendance throughout the school year.

For all students, attendance was fairly stable across years 1–5. In general, from year 6 attendance gradually declined to year 10 (typically the end of compulsory schooling) (tables 4A.135–140).

In 2009, the student attendance rate in government schools was 80 per cent or greater across all year levels and all jurisdictions (figure 4.5 and table 4A.135).

Figure 4.5 **Student attendance rate, all students, government schools, 2009**

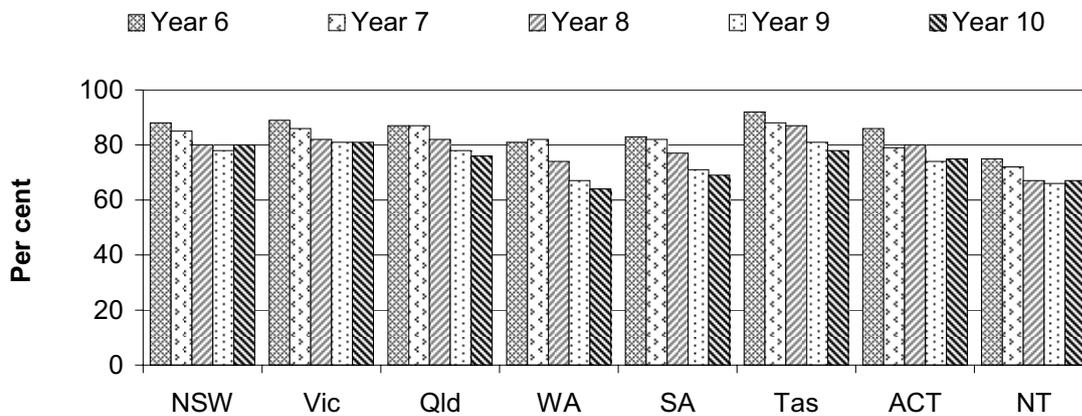


Source: Australian Curriculum and Assessment Reporting Authority (ACARA) (unpublished); table 4A.135.

In government schools, non-Indigenous students had higher attendance rates than Indigenous students across all year levels in all jurisdictions (figure 4.6 and table 4A.136). The differences varied across states and territories, although attendance rates for non-Indigenous students were similar across all jurisdictions. A similar pattern to the government schools was observed for non-government schools (independent and Catholic schools) in most jurisdictions (tables 4A.138 and 4A.140).

Data on student attendance rates for all school sectors are also available disaggregated by sex (tables 4A.135, 4A.137 and 4A.139).

Figure 4.6 Student attendance rate, government schools, Indigenous students, 2009



Source: ACARA (unpublished); table 4A.136.

Participation

‘Participation’ is an indicator of governments’ objective to develop fully the talents and capacities of young people through participation in secondary schooling, to enable all students to have access to the high quality education necessary to enable completion of school education to year 12 or its equivalent (box 4.3).

Box 4.3 Participation

'Participation' (school education participation rate) is defined by two measures:

- the total number of children aged 6–15 years and enrolled in school (full time and part time enrolments) as a proportion of the estimated resident population of the same age, reported by Indigenous status
- the number of full time and part time school students of a particular age expressed as a proportion of the estimated resident population of the same age, for each year for 14–19 year olds.

Participation rates are reported nationally and by State/Territory.

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 age/grade structures, and the participation rate is an age-based rate. The rate is comparable over time within a jurisdiction, but may not be directly comparable across jurisdictions where there are differences in the age/grade structure.

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. A broader participation indicator that accounts for some of these factors is reported in the 'Early childhood, education and training preface'.

Care should be exercised in relation to the data for Indigenous students, particularly in some jurisdictions, due to small population sizes.

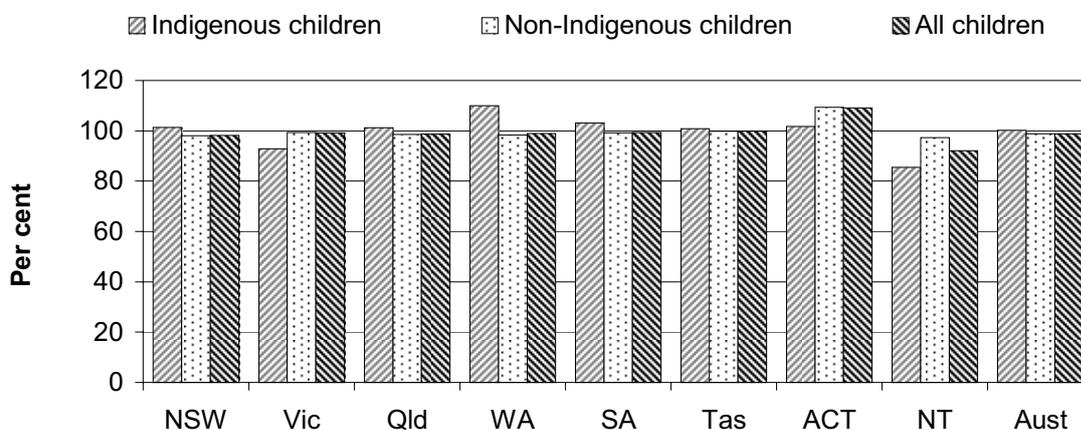
Data for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Proportion of children aged 6–15 years enrolled in school

Nationally, 98.8 per cent of children aged 6–15 years were enrolled (either full or part time) in schools in 2009. Nationally, the enrolment rate for Indigenous children was 100.2 per cent compared with 98.8 per cent for non-Indigenous children. These rates also varied across jurisdictions (figure 4.7). These proportions are determined using the number of students educated in the jurisdiction divided by the estimated residential population for the jurisdiction, for the age group. Proportions that exceed 100 per cent (including Indigenous proportions) may reflect disparities between the sources of data which may provide varying counts or, may reflect students residing in one jurisdiction enrolling in schools in another jurisdiction.

Figure 4.7 Proportion of children aged 6–15 years enrolled in school, by Indigenous status, 2009^{a, b, c}



^a In the absence of population estimates by Indigenous status for inter-censal years, non-Indigenous population figures are calculated by subtracting projections of the Indigenous population from estimates of the total population. ^b See footnotes to table 4A.122 for further information on derivations of population figures. ^c Some students' Indigenous status is not stated and are included in the data for 'non-Indigenous students', and 'all students'. Consequently, the number of Indigenous students counted in the Indigenous rates may be under-represented in some jurisdictions.

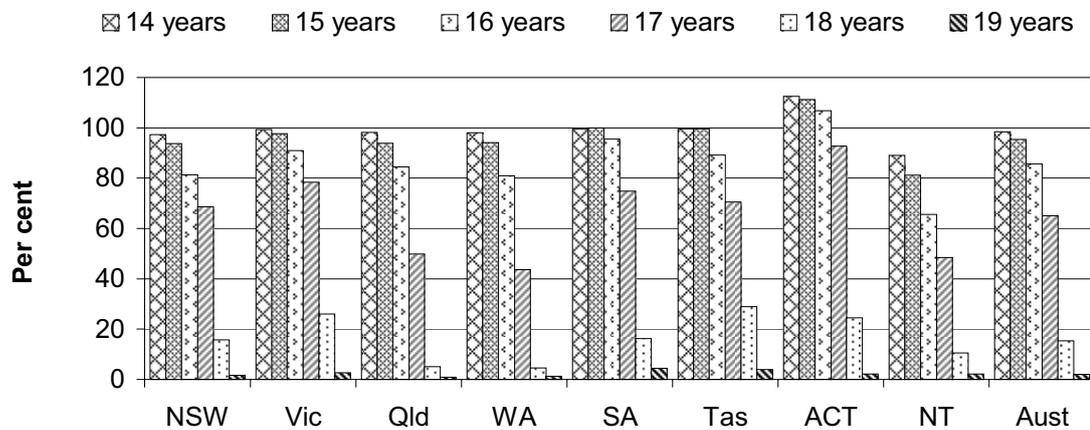
Source: ABS (unpublished) *Schools Australia 2009*, Cat. no. 4221.0; ABS (unpublished) *Population by age and sex, Australian states and territories, June 2009*, Cat. no. 3201.0; ABS (unpublished) *Experimental estimates and projections, Aboriginal and Torres Strait Islander Australians 1991-2021*, Cat. no. 3238.0; table 4A.122.

14–19 year olds enrolled in school

Nationally, 59.2 per cent of 14–19 year olds were enrolled in schools in 2009 (table 4A.123). School participation rates varied by jurisdiction, age and sex. School participation rates for females (60.2 per cent) were 1.9 percentage points higher than those for males (58.3 per cent) (table 4A.123). School participation rates declined as students exceeded the maximum compulsory school age (figure 4.8).

Data on school participation rates since the 2009 Report differ to those presented in earlier Reports, as the scope has been expanded to include part time students and students aged 14 years (earlier Reports included full time students aged 15–19 years only). Data for 14–19 year olds from 2005–2009 are included in table 4A.124.

Figure 4.8 **School participation rate of people aged 14–19 years in school education, all schools, 2009^{a, b}**



^a Proportion of the population who were enrolled as full time or part time students in August 2009.

^b Proportions are determined using the number of students educated in the jurisdiction divided by the estimated residential population for the jurisdiction, for the age group. In some cases students may be educated in a different jurisdiction to their place of residence. Participation rates in the ACT exceed 100 per cent as a result of NSW residents from surrounding areas enrolling in ACT schools.

Source: ABS (2010) *Schools Australia 2009*, Cat. No. 4221.0; table 4A.123.

Vocational education and training (VET) in schools participation

‘VET in schools participation’ is an indicator of governments’ objective to provide vocational education and training in schools to assist all young people to secure their own futures by enhancing their transition to a broad range of post-school options and pathways (box 4.4).

This indicator was presented as an outcome indicator in earlier Reports. However, the indicator has been moved to the ‘equity and effectiveness’ section in recognition of the shift in emphasis of VET in schools from being an outcome to being an enabler to assist students to access broader secondary schooling options.

Box 4.4 VET in schools participation

'VET in schools participation' (VET in schools participation rate) is defined as the number of school students undertaking VET (with 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 greater access to broader secondary schooling options than traditional school education. Greater access can promote engagement in learning and the uptake of vocational career pathways.

Care needs to be taken in interpreting this indicator as it may be influenced by a number of factors which differ across states and territories, such as:

- definition of VET in schools
- senior secondary certificate requirements
- access to VET in schools prior to year 11
- number of VET in schools options and pathways available to students, particularly those in rural and remote areas.

A new arrangement for the national reporting of VET in Schools statistics was implemented for 2005 data. Due to this break in series, data for 2005 and onwards should not be compared with data from other arrangements in previous years. Data for 2006 and later VET in Schools activity should also not be compared with 2005 VET in Schools activity because of data quality issues with 2005 data. The 2006 and later VET in Schools statistics are also subject to some data quality issues. These include differences in definition and compilation practices used by states and territories to populate some fields, resulting in anomalies between jurisdictions. For example, the number of school students undertaking a senior secondary certificate is not comparable across states and territories due to different definitions of a senior secondary certificate.

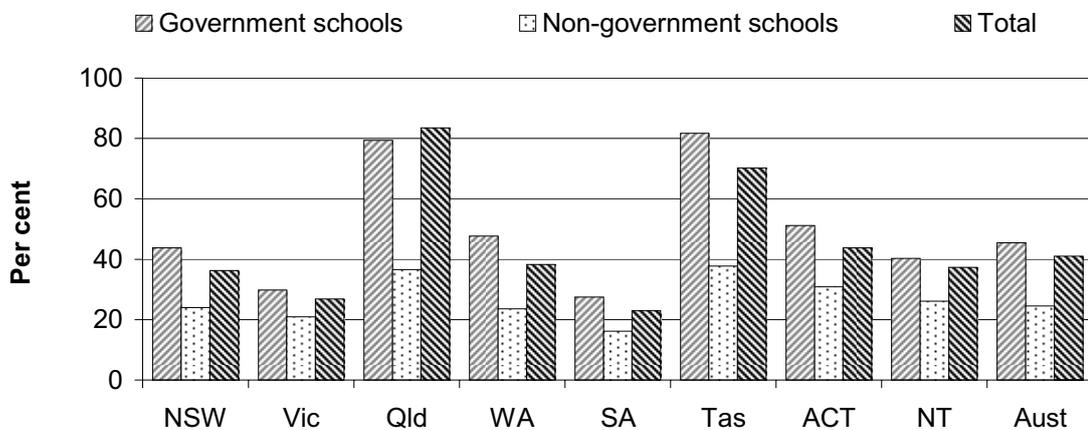
Data for this indicator are not directly comparable.

Data quality information for this indicator is under development.

From 2005, the MCEETYA agreed that the Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS) is the standard for reporting VET in Schools activity in Australia. The MCEETYA further agreed that these data would be collected by the senior secondary assessment authority in each State and Territory and reported through State Training Authorities to the national VET database compiled by the National Centre for Vocational Education Research (NCVER).

In 2008, 41.0 per cent of students undertaking a senior secondary school certificate undertook at least one unit of competency/module of VET in schools (45.4 per cent of students undertaking a senior secondary school certificate in government schools and 24.6 per cent in non-government schools) (figure 4.9). Of students undertaking a senior secondary school certificate, 4.8 per cent undertook at least one unit of competency/module in a school-based apprenticeship or traineeship (table 4A.134).

Figure 4.9 Proportion of school students enrolled in a senior secondary school certificate who undertook at least one VET unit of competency/module, 2008^{a, b}



^a Total includes other providers such as TAFE, community education, Australian Technical Colleges and students with more than one school type. Due to generally small numbers these are not presented separately. In Queensland, students in this category accounted for approximately 26 per cent of all VET in Schools students in 2008. ^b The 2008 VET in Schools statistics are subject to some data quality issues and should be interpreted with caution. These issues include that secondary data sources used are not sufficiently reliable or comparable to the AVETMISS-compliant data and some data are not captured in enrolment processes.

Source: NCVET (2010) *VET in Schools 2008*; MCEECDYA (unpublished) *VET In Schools* collection; table 4A.134.

Retention

‘Retention’ to the final years of schooling is an indicator of governments’ objective that all students have access to high quality education and training necessary to enable the completion of school education to year 12 or its equivalent (box 4.5).

Box 4.5 Retention

'Retention' (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 (either at the commencement of their secondary schooling — at year 7 or 8 — or at year 10). Data are reported for:

- the proportion of students commencing secondary school at year 7 or 8 and continuing to year 10
- the proportion of students commencing secondary school at year 7 or 8 and continuing to year 12
- the proportion of year 10 students continuing to year 12.

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. Data are reported for all students, Indigenous and non-Indigenous students, and for students in government and non-government schools.

Holding other factors constant, a higher or increasing apparent retention rate suggests that a large number of students are continuing to participate in school education, which is likely to result in improved educational outcomes.

This indicator does not include part time students or provide information on students who pursue year 12 (or equivalent qualifications) through non-school pathways.

Care needs be taken in interpretation because the apparent retention rate does not take account of factors such as:

- students repeating a year of education or returning to education after a period of absence
- movement or migration of students between school sectors, between states/territories and between countries
- the impact of full fee paying overseas students.

Data for this indicator are comparable.

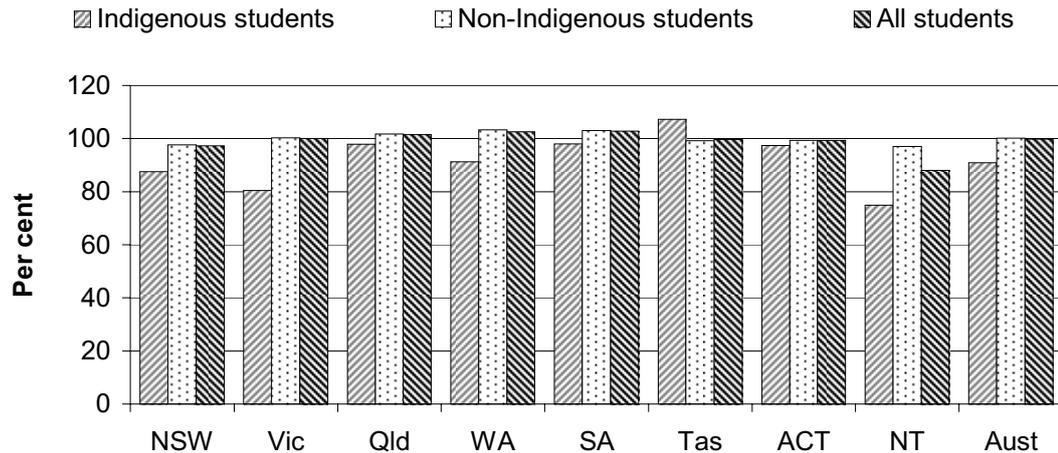
Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Apparent retention rates, from the commencement of secondary school at year 7 or 8 (figure 4.1 shows the differences across jurisdictions) to year 10, for all students in most jurisdictions were 97–103 per cent in 2009, with a national rate of 99.8 per cent (figure 4.10). High rates are to be expected because normal year level progression means students in year 10 are generally of an age at which schooling is compulsory.

Retention rates for Indigenous students provide one measure of the equity of access to schooling. Retention rates to year 10 for Indigenous students were lower than those for non-Indigenous students and all students in most jurisdictions. The

national retention rate for Indigenous students was 90.9 per cent, 9.2 percentage points lower than that for non-Indigenous students and 8.9 percentage points lower than that for all students (figure 4.10).

Figure 4.10 Apparent retention rate from year 7 or 8 to year 10, full time secondary students, all schools, 2009^{a, b, c, d, e}

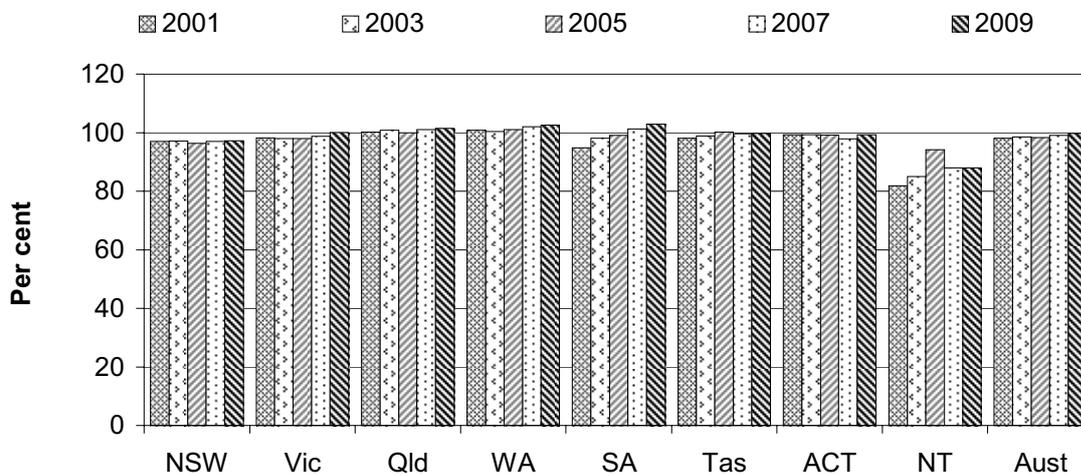


^a Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. ^b Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions. ^c The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions (table 4.4). ^d Ungraded students are not included in the calculation of apparent retention rates. ^e Some students' Indigenous status is not stated. Students for whom Indigenous status is not stated are not included in the data for 'Non-Indigenous students', but are included in the data for 'All students'. Consequently, the number of Indigenous students counted in the Indigenous rates may be under-represented in some jurisdictions.

Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; table 4A.125.

The national apparent retention rate from the commencement of secondary schooling at year 7 or year 8 (figure 4.1 shows the differences across jurisdictions) to year 10 for all full time students was 98.1 per cent in 2001, rising to 98.3 per cent in 2005 and 99.8 per cent in 2009 (figure 4.11). Data for intervening years and by Indigenous status are in table 4A.127. Data for government schools and non-government schools are in tables 4A.128 and 4A.129.

Figure 4.11 Apparent retention rate from year 7 or 8 to year 10, full time secondary students, all schools^{a, b, c}

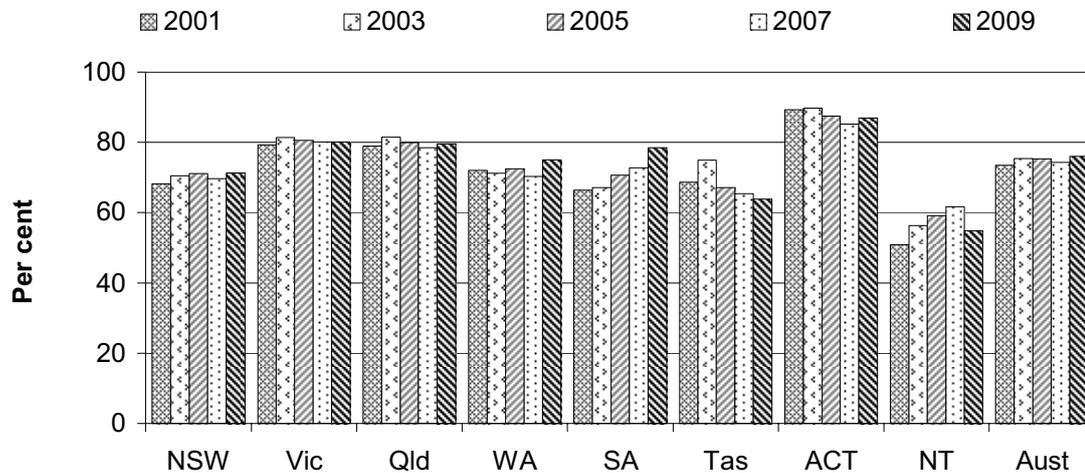


^a Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. ^b The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions (table 4.4). ^c Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, prior to 2008, where 10.9 per cent of Indigenous secondary students were ungraded in 2007 (compared with an average of 4.2 per cent for the rest of Australia, but since 2008 the NT proportion of ungraded students has substantially reduced) and this should be considered when interpreting the data.

Source: ABS (2002, 2004, 2006, 2008, 2010) *Schools Australia*, Cat. no. 4221.0; table 4A.127.

The national apparent retention rate, from the commencement of secondary school at year 7 or 8 (figure 4.1 shows the differences across jurisdictions) to year 12, for all full time students was 73.4 per cent in 2001, rising to 75.3 per cent in 2005 and 76.0 per cent in 2009 (figure 4.12). Data for intervening years and by Indigenous status are in table 4A.127. Data for government schools and non-government schools are in tables 4A.128 and 4A.129.

Figure 4.12 **Apparent retention rate from year 7 or 8 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 standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions (table 4.4). ^c Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, prior to 2008, where 10.9 per cent of Indigenous secondary students were ungraded in 2007 (compared with an average of 4.2 per cent for the rest of Australia, but since 2008 the NT proportion of ungraded students has substantially reduced) and this should be considered when interpreting the data.

Source: ABS (2002, 2004, 2006, 2008, 2010) *Schools Australia*, Cat. no. 4221.0; table 4A.127.

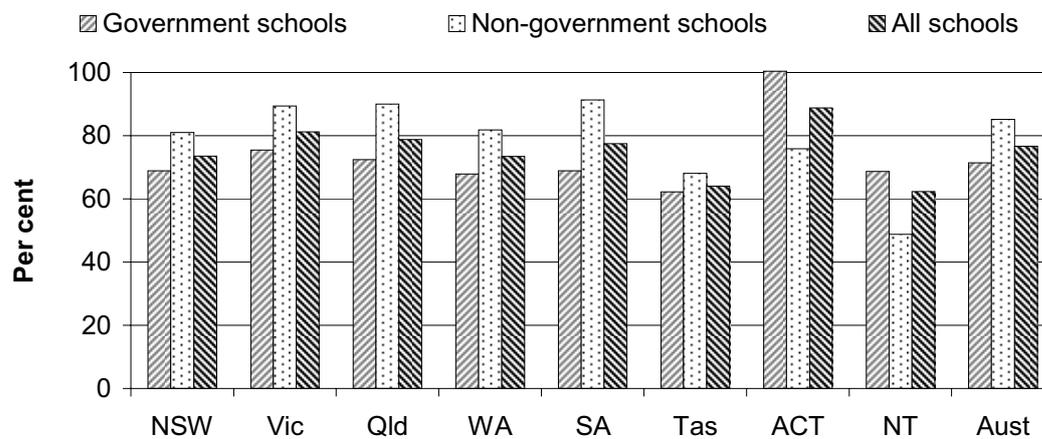
The apparent rate of retention from year 10 to year 12 has been derived by expressing the number of full time school students enrolled in year 12 in 2009 as a proportion of the number of full time school students enrolled in year 10 in 2007.

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 2009 year 12 total, then the apparent retention rate becomes 91.4 per cent, compared with 77.5 per cent for full time students only (table 4A.126).
- in some jurisdictions, young people may choose to complete their post compulsory education in the TAFE system rather than continue at school, and may do so after periods of time spent away from the formal education system. In NSW, for example, 6513 students (of whom 5553 or 85.3 per cent were aged under 30 years) undertook their Higher School Certificate or other tertiary preparation studies through TAFE institutes in 2009 (NSW Government unpublished).

Nationally, the apparent retention rate from year 10 to year 12 for all schools was 76.7 per cent in 2009. The apparent retention rate from year 10 to year 12 for government schools was 71.4 per cent, and for non-government schools was 85.2 per cent. The apparent retention rates for both government schools and non-government schools varied across jurisdictions (figure 4.13).

Figure 4.13 Apparent retention rate from year 10 to year 12, full time secondary students, by school type, 2009^{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 and government and non-government schools after the base year. ^c The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions (table 4.4). ^d Ungraded students are not included in the calculation of apparent retention rates.

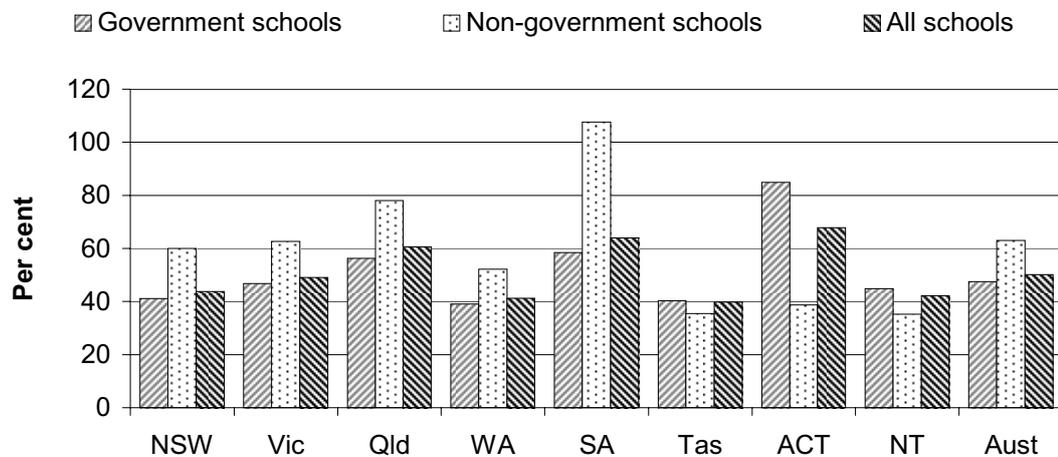
Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; table 4A.126.

For government and non-government schools, apparent rates of retention from year 10 to year 12 for Indigenous students in 2009 varied across jurisdictions (figure 4.14), but were consistently lower than rates for all students (figure 4.13). In interpreting this indicator, note that nationally 9.1 per cent of Indigenous students left school before year 10 (figure 4.10) — compared with 0.2 per cent of all students — so are not included in the base year for retention from year 10 to year 12. This baseline varies across jurisdictions. Further, Indigenous students made up 5.9 per cent of all students in government schools compared with 1.9 per cent in non-government schools and some jurisdictions have very low numbers of Indigenous students (table 4.5).

Nationally, Indigenous retention from year 10 to year 12 for all schools in 2009 was 50.1 per cent (figure 4.14), compared with 76.7 per cent for all students and

77.7 per cent for non-Indigenous students. However, Indigenous retention from year 10 to year 12 for all schools has risen from 43.6 per cent in 2001 to 45.3 per cent in 2005 and 50.1 per cent in 2009, with the gap in year 10 to year 12 retention rates between Indigenous students and all students decreasing from 31.8 percentage points in 2001 to 31.2 percentage points in 2005 and 26.6 percentage points in 2009 (table 4A.127). Table 4A.127 also includes data for non-Indigenous students.

Figure 4.14 Apparent retention rates from year 10 to year 12, Indigenous full time secondary students, 2009^{a, b, c, d}

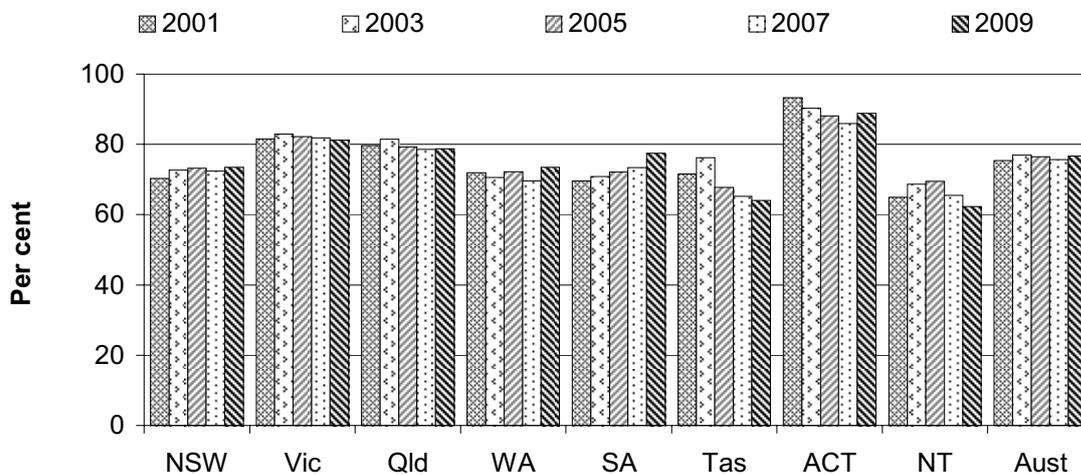


^a Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. ^b The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions (table 4.4). ^c Ungraded students are not included in the calculation of apparent retention rates. ^d Some students' Indigenous status is not stated. Consequently, the number of Indigenous students counted in these rates may be under-represented in some jurisdictions.

Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; tables 4A.127–129.

Nationally, apparent rates of retention for all full time students from year 10 to year 12 have increased slightly from 75.4 per cent in 2001 to 76.5 per cent in 2005 and 76.7 per cent in 2009 (figure 4.15). Data for intervening years and by Indigenous status are in table 4A.127. Data for government schools and non-government schools are in tables 4A.128 and 4A.129.

Figure 4.15 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 standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions (table 4.4). ^c Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, prior to 2008, where 10.9 per cent of Indigenous secondary students were ungraded in 2007 (compared with an average of 4.2 per cent for the rest of Australia, but since 2008 the NT proportion of ungraded students has substantially reduced) and this should be considered when interpreting the data.

Source: ABS (2002, 2004, 2006, 2008, 2010) *Schools Australia*, Cat. no. 4221.0; table 4A.127.

Efficiency

Governments have an interest in achieving the best results from their expenditure on schooling, both as owners and operators of government schools, and as major providers of funds to the non-government school sector. An objective of the Steering Committee is to publish comparable estimates of costs. Ideally, such comparison should include the full range of costs to government. Where the full costs cannot be measured, estimating costs on a consistent basis is the best approach. Table 4A.15 shows the treatment of assets by school education agencies. Table 4A.16 shows information on the comparability of the source expenditure data for government schools used for this chapter.

Recurrent expenditure per student

‘Recurrent expenditure per student’ is an indicator of governments’ objective to fund and/or provide education in an efficient manner (box 4.6).

Box 4.6 Recurrent expenditure per student

'Recurrent expenditure per student' is defined as government recurrent expenditure per FTE student. It is reported for government and non-government schools by in-school primary, in-school secondary, out-of-school services and aggregations.

Holding other factors constant, a low or decreasing government recurrent expenditure per FTE student may represent better or improved efficiency.

A number of factors may influence government recurrent expenditure per student (see Commonwealth Grants Commission reference in chapter 1, section 1.5 for further details). This Report does not, however, make any cost adjustments based on these or any of the following factors. Care needs to be taken in interpretation of efficiency data because 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
- economies of scale.

These factors may need to be considered when examining each jurisdiction's expenditure per student.

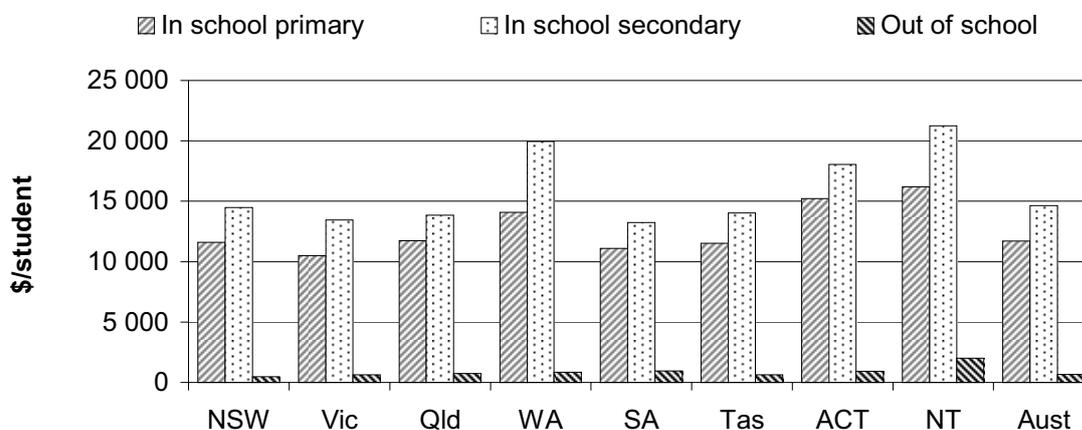
Efficiency data are difficult to interpret. While high or increasing government recurrent expenditure per student may reflect deteriorating efficiency, it may also reflect changes in aspects of schooling (increasing school leaving age, improving outcomes for Indigenous students and students from low socioeconomic backgrounds, broader curricula or enhancing teacher quality), 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.

Data for this indicator are comparable.

Data quality information for this indicator is under development.

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 \$11 720 and in-school government expenditure per FTE student in government secondary schools was \$14 642 in 2008-09. Out-of-school government expenditure per FTE student in government schools was \$671 in 2008-09 (figure 4.16).

Figure 4.16 Government recurrent expenditure per FTE student, government schools, 2008-09^{a, b}

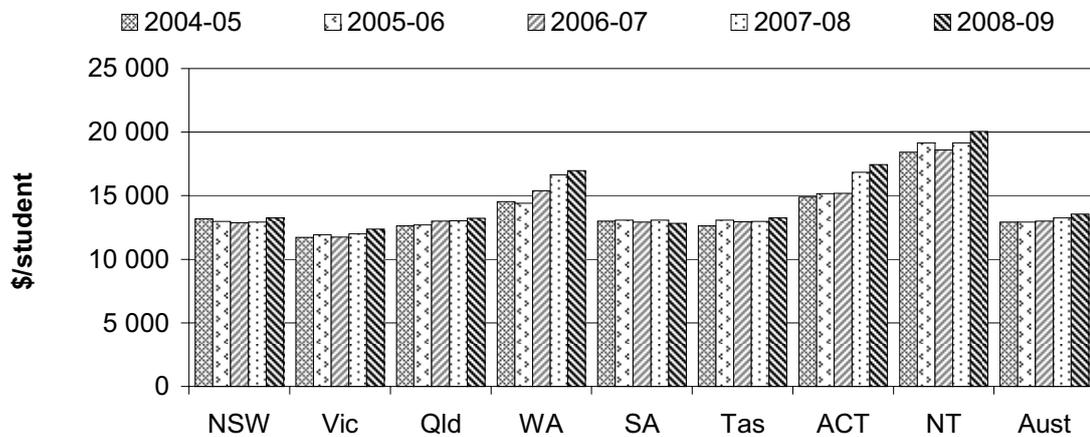


^a See notes to tables 4A.12 for definitions and data caveats. ^b Payroll tax estimates include notional payroll tax for WA and the ACT, which are payroll tax exempt.

Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; MCEECDYA (unpublished) *National Schools Statistics Collection* (NSSC); table 4A.12.

Nationally, government expenditure per FTE student in all government schools was \$13 544 in 2008-09. It increased (in average annual real terms) between 2004-05 and 2008-09 by 1.2 per cent per year (figure 4.17).

Figure 4.17 **Government real recurrent expenditure per FTE student, government schools (2008-09 dollars)^{a, b, c}**

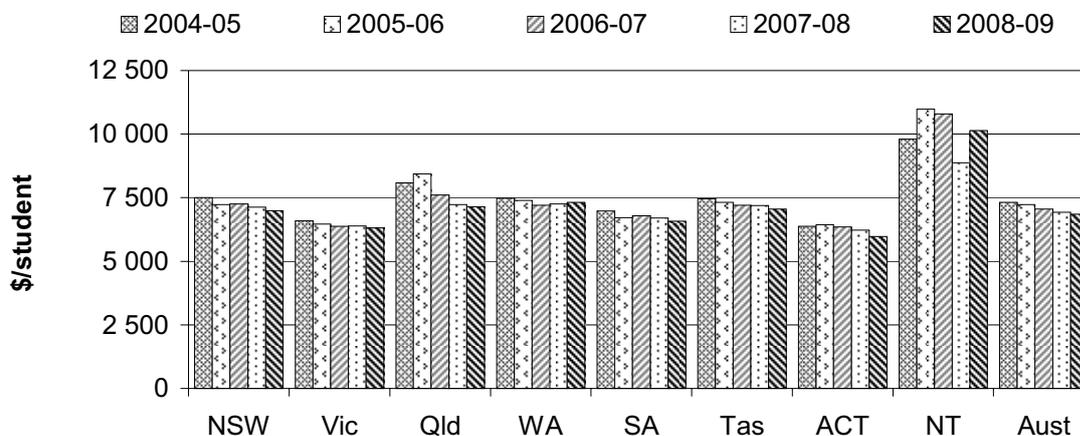


^a See notes to table 4A.8 for definitions and data caveats. ^b Data for 2004-05 to 2007-08 have been adjusted to 2008-09 dollars using the gross domestic product (GDP) price deflator. ^c Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2006, 2007, 2008, 2009, 2010) *Schools Australia*, Cat. no. 4221.0; MCEECDYA (unpublished) NSSC; table 4A.8.

Nationally, government expenditure per FTE student in all non-government schools was \$6850 in 2008-09 (figure 4.18). It has decreased in average annual real terms between 2004-05 and 2008-09 by 1.6 per cent per year (table 4A.9).

Figure 4.18 Government real recurrent expenditure per FTE student, non-government schools (2008-09 dollars)^{a, b, c}



^a See notes to table 4A.9 for definitions and data caveats. ^b Data for 2004-05 to 2007-08 have been adjusted to 2008-09 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 (2006, 2007, 2008, 2009, 2010) *Schools Australia*, Cat. no. 4221.0; DEEWR (unpublished); State and Territory governments (unpublished); table 4A.9.

Nationally, government real recurrent expenditure per FTE student in all schools was \$11 260 in 2008-09. It increased (in average annual real terms) between 2004-05 and 2008-09 by 0.4 per cent per year (table 4A.10).

Staff expenditure per student

‘Staff expenditure per student’ is an indicator of governments’ objective to provide education in an efficient manner (box 4.7).

Box 4.7 Staff expenditure per student

Staff expenditure per student¹ is defined as government recurrent expenditure on staff per FTE student in government schools. Expenditure on staff is the major component of spending on schools.

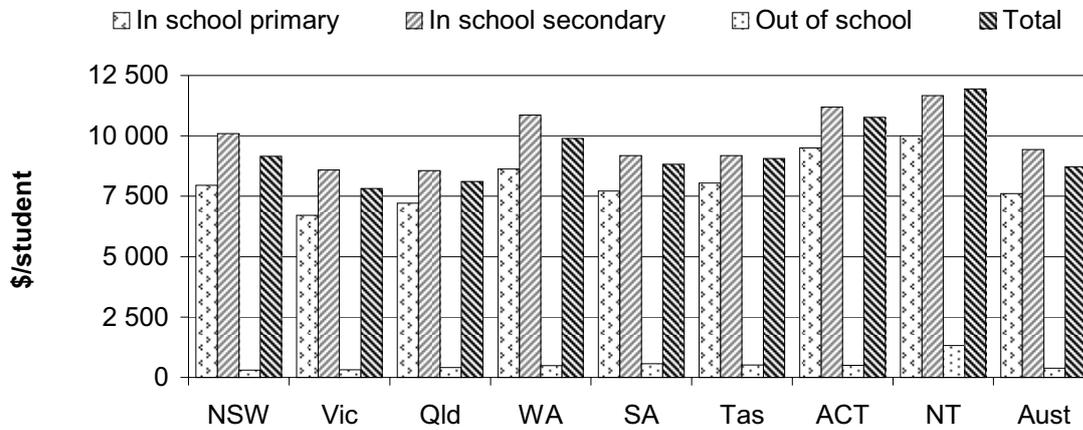
Holding other factors constant, low or decreasing government expenditure on staff per FTE student may represent better or improved efficiency. Efficiency data are difficult to interpret and this indicator in particular is partial in nature as it does not reflect the full cost per student. While high 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 (smaller class sizes, broader curricula such as information technology and the need for teachers with new skills, population dispersion and more geographically remote students). 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.

Data for this indicator are comparable.

Data quality information for this indicator is under development.

Government recurrent expenditure on staff in government schools accounted for \$19.9 billion (64.4 per cent) of total recurrent expenditure in 2008-09 (table 4A.12). Nationally, expenditure on staff per FTE student was \$7616 for in-school primary, \$9440 for in-school secondary and \$389 for out-of-school (figure 4.19).

Figure 4.19 Government recurrent expenditure on staff in government schools, per FTE student, 2008-09^{a, b}



^a See notes to table 4A.12 for definitions and data caveats. ^b Expenditure on staff includes teaching staff and other staff, and includes expenditure on redundancy payments.

Source: ABS (2006, 2007, 2008, 2009, 2010) *Schools Australia*, Cat. no. 4221.0; MCEECDYA (unpublished) NSSC; table 4A.12.

User cost of capital per student

‘User cost of capital (UCC) per student’ is an indicator of governments’ objective to provide education in an efficient manner (box 4.8).

Box 4.8 User cost of capital per student

'UCC per student' is defined as the notional costs to governments of the funds tied up in capital used to produce services (for example, land and buildings owned by government schools) per FTE student. 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).

Notional UCC reflects the annual UCC per FTE student, and is set at 8 per cent of the value of non-current physical assets (for example, land, buildings, plant and equipment) which are re-valued over time.

Holding other factors constant, a low or decreasing UCC per student may represent better or improved efficiency.

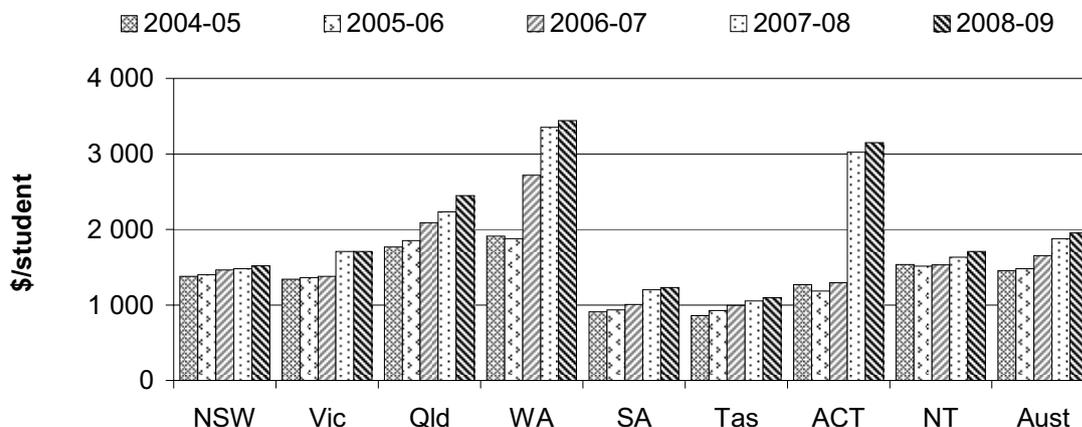
Efficiency data are difficult to interpret and this indicator in particular is only partial in nature as it does not reflect the full cost per student. While high or increasing UCC per student may reflect deteriorating efficiency, it may also reflect changes in aspects of schooling (broader curricula, enhanced facilities), or the characteristics of the education environment (such as population dispersion and/or rapid growth and more geographically remote students). 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.

Data for this indicator are not directly comparable.

Data quality information for this indicator is under development.

The notional UCC per FTE government school student in 2008-09 averaged \$1953 nationally (figure 4.20).

Figure 4.20 Notional UCC per FTE student, government schools^{a, b}



^a See notes to table 4A.14 for definitions and data caveats. ^b Notional UCC is set at 8 per cent of the value of non-current physical assets, which are re-valued over time.

Source: ABS (2006, 2007, 2008, 2009, 2010) *Schools Australia*, Cat. no. 4221.0; MCEECDYA (unpublished) NSSC; table 4A.14.

Student-to-staff ratio

‘Student-to-staff ratio’ is an indicator of governments’ objective to provide education in an efficient manner (box 4.9).

Box 4.9 Student-to-staff ratio

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-staff 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.

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 which may differ across the states and territories, including:

- 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).

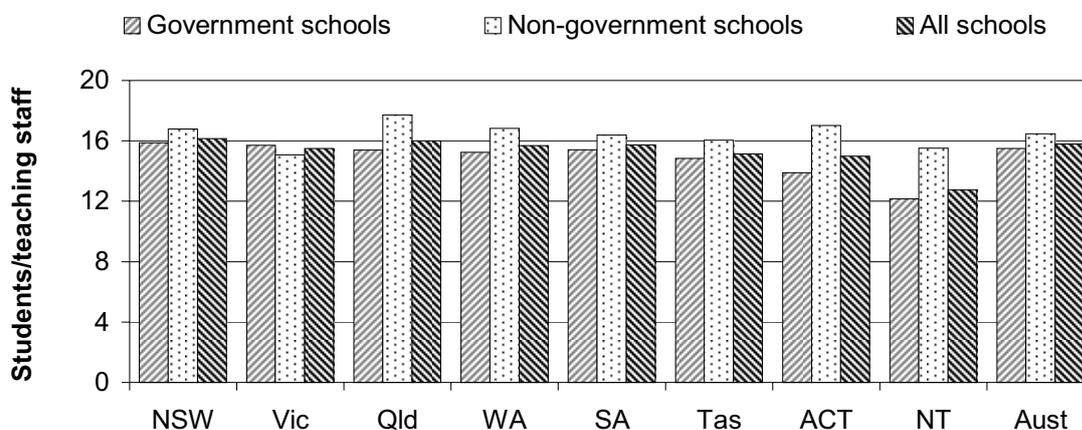
Care needs to be taken in interpreting efficiency data as differences in the costs of educating students can be driven by influences beyond the control of governments, such as a dispersed and/or geographically remote population. Efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an holistic view of performance.

Data for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, for government primary schools, the student-to-teacher ratio was 15.5 in 2009. For non-government primary schools, the student-to-teacher ratio was 16.5 in 2009. For all primary schools, the student-to-teacher ratio was 15.8 in 2009 (figure 4.21).

Figure 4.21 Ratio of FTE students to FTE teaching staff, primary schools, 2009^a

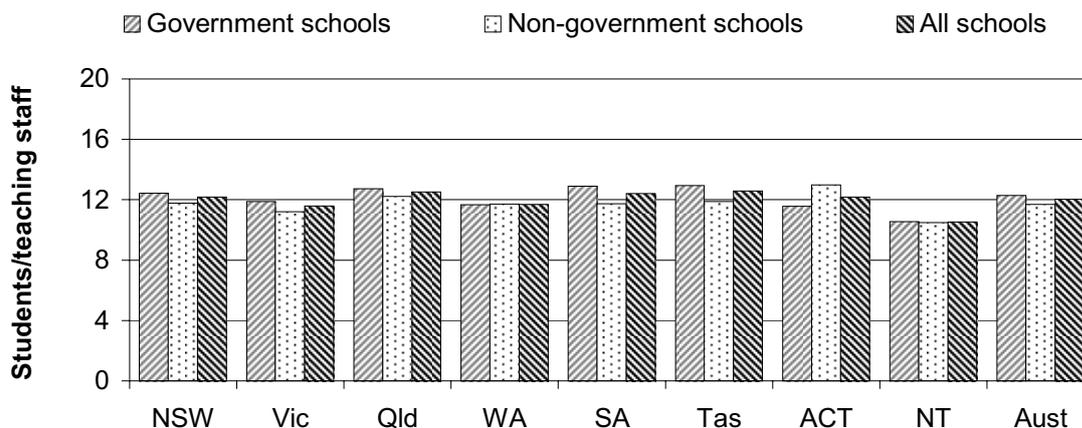


^a See notes to table 4A.17 for definitions and data caveats.

Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; table 4A.17.

Nationally, for government secondary schools, the student-to-teacher ratio was 12.3 in 2009. For non-government secondary schools, the student-to-teacher ratio was 11.7 in 2009. For all secondary schools, the student-to-teacher ratio was 12.0 in 2009 (figure 4.22).

Figure 4.22 Ratio of FTE students to FTE teaching staff, secondary schools, 2009^a



^a See notes to table 4A.17 for definitions and data caveats.

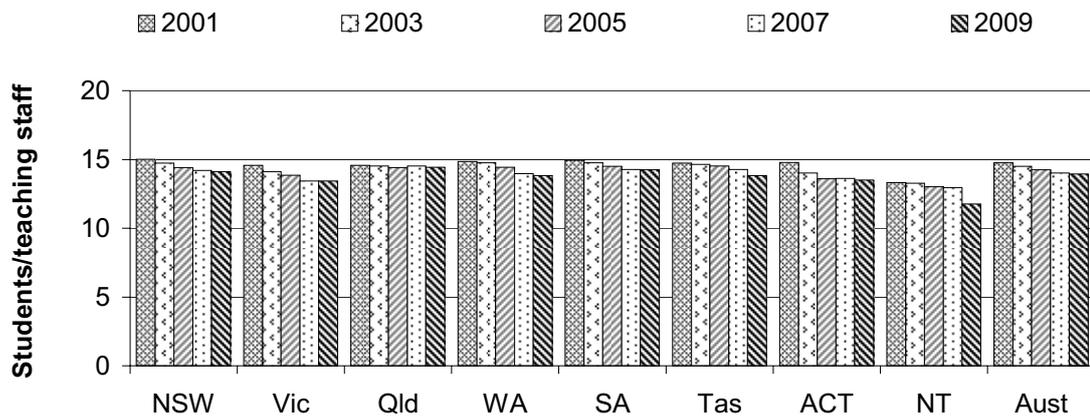
Source: ABS (2010) *Schools Australia 2009*, Cat. no. 4221.0; table 4A.17.

Nationally, for all government schools, the student-to-teacher ratio was 14.0 in 2009. For all non-government schools, the student-to-teacher ratio was 13.7 in 2009. For all schools, the student-to-teacher ratio was 13.9 in 2009 (table 4A.17).

Refer to table 4A.17 for further detail on student-to-staff ratios in 2009, including those for non-teaching school staff and all staff, for all jurisdictions.

The student-to-teacher ratio (primary and secondary combined) for all schools has decreased from 14.8 in 2001 to 14.2 in 2005, and 13.9 in 2009 (figure 4.23). Data for intervening years and for government and non-government schools are in table 4A.18.

Figure 4.23 Ratio of FTE students to FTE teaching staff, all schools^{a, b}



^a Includes primary and secondary schools. ^b See notes to table 4A.18 for definitions and data caveats.

Source: ABS (2002, 2004, 2006, 2008, 2010) *Schools Australia*, Cat. no. 4221.0; table 4A.18.

Outcomes

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

Nationally comparable learning outcomes

‘Reading performance’, ‘writing performance’, ‘numeracy performance’, ‘science literacy performance’, ‘civics and citizenship performance’, and ‘information and communication technologies literacy performance’ have been identified as indicators of learning outcomes and are discussed in this section. The outcomes for

VET in schools, completion rates, and school leaver destination are discussed in the following section.

The nationally comparable learning outcomes encompass all of the MCEECDYA endorsed tests developed to measure student performance in relation to the National Goals for Schooling, and also Australia's participation in two international tests: the OECD Programme for International Student Assessment (PISA); and the Trends in International Mathematics and Science Study (TIMSS).

Years 3, 5, 7 and 9 nationally comparable NAPLAN national minimum standard learning outcomes data for reading, writing and numeracy performance for 2009, including data by Indigenous status and geolocation, are reported. This Report also includes NAPLAN mean scale scores and outcomes by achievement levels for 2009 (tables 4A.31–43 for reading performance, tables 4A.54–66 for writing performance and tables 4A.77–89 for numeracy performance). Data comparing a range of outcomes for 2008 and 2009 are included in tables 4A.44–53 (reading performance), tables 4A.67–76 (writing performance) and tables 4A.90–99 (numeracy performance).

In addition to the annual national literacy and numeracy assessments, triennial national sample assessments are undertaken on a rotating basis. Triennial year 6 science literacy performance data for 2003, 2006 and 2009 are reported in tables 4A.100–102. Triennial year 6 and year 10 civics and citizenship performance data for 2004 and 2007 are reported in tables 4A.102–105. Triennial year 6 and year 10 information and communication technologies literacy performance data for 2005 and 2008 are reported in tables 4A.106–107.

The PISA provides learning outcomes data for 15 year olds in three core assessment domains: reading literacy, mathematical literacy and scientific literacy. In 2009, almost 470 000 students from 65 countries and economies participated in the PISA assessment. From Australia this included over 14 251 students from 353 schools. Reading literacy was the major domain tested in the PISA 2009 cycle.

This report contains detailed results for each 2009 PISA domain. Data on reading literacy from PISA 2000, 2003, 2006 and 2009 (tables 4A.108–111) are included in this chapter. Data on mathematical literacy for PISA 2003, 2006 and 2009 (tables 4A.112–114) and scientific literacy from PISA 2006 and 2009 (tables 4A.115–117) are also included. Detailed results from earlier PISA rounds were included in earlier reports. Further information on PISA is available at the PISA website: www.acer.edu.au/ozpisa/reports.

The TIMSS focuses on the mathematics and science curriculum, identifying the concepts and processes students have learned, the factors which are linked to

students' opportunity to learn, and how these factors influence students' achievements. Years 4 and 8 learning outcomes data for 2006-07 are presented in this Report (tables 4A.118–121). In 2006-07, students from 59 countries participated in the TIMSS. From Australia this included 8177 students from 457 schools. Australian students also participated in the three previous TIMSS, in 1994-95, 1998-99 and 2002-03. Detailed information about TIMSS is available at the TIMSS website (ACER 2009) and tables 4A.118–121.

Interpreting learning outcomes data

To assist with making comparisons between jurisdictions, where appropriate, 95 per cent confidence intervals are presented in charts and attachment tables. 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 ± 2.0 , 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.

Care should be taken when making comparisons in the results across the four PISA cycles. Time series comparisons can only be made across PISA data once a subject has been a major assessment domain. For example:

- Reading literacy was the major assessment domain in PISA 2000 (and also in 2009). Therefore, PISA 2000 is able to be compared with PISA 2003, PISA 2006 and PISA 2009 for reading literacy results.
- Mathematical literacy was the major assessment domain in PISA 2003. Therefore, PISA 2003 is able to be compared with PISA 2006 and PISA 2009 for mathematical literacy results.
- Scientific literacy was the major assessment domain in PISA 2006. Therefore, PISA 2009 is able to be compared with PISA 2006 for scientific literacy.

Participation in NAPLAN testing

Participating populations in NAPLAN testing are reported as the number of assessed, exempt and absent and withdrawn students in years 3, 5, 7 and 9.

Assessed students include all students who attempt the test. Exempt students are students with a language background other than English, who arrived from overseas less than a year before the test, or students with significant intellectual and/or functional disabilities unable to access the test/s within the guidelines for accommodation. Other students are absent or withdrawn. Holding other factors constant, a higher or increasing proportion of assessed students in NAPLAN testing suggests an improvement in that aspect of educational participation.

The proportion of assessed and exempt students in years 3, 5, 7 and 9 as a percentage of the total numbers of students in years 3, 5, 7 and 9, for reading, writing and numeracy in 2009 are in tables 4A.42, 4A.65 and 4A.88 respectively. In all domains and year levels, the proportion of all students and non-Indigenous students participating in NAPLAN testing (assessed and exempt students) exceeded the proportion of Indigenous students participating. Year 3 student participation in assessment for all students in 2009 was 96.4 per cent for reading, 96.4 per cent for writing and 96.0 per cent for numeracy. For Indigenous students, the year 3 participation rates were 91.6 per cent for reading, 91.9 per cent for writing and 90.3 per cent for numeracy. For non-Indigenous students, the participation rates were 96.8 per cent for reading, 96.8 per cent for writing and 96.4 per cent for numeracy. These results varied across jurisdictions (tables 4A.42, 4A.65 and 4A.88). Participation rate data for 2008 were included in the 2010 Report.

Reading performance

‘Reading performance’ is an indicator of governments’ objective that all students should attain the skills of English literacy, such that every student should be able to read, write, spell and communicate at an appropriate level. It is an indicator of students’ achievement in a key learning area of school education (box 4.10).

Box 4.10 Reading performance

'Reading performance' is defined by three measures:

- Percentage of students achieving at or above the national minimum standard in reading: the proportion of years 3, 5, 7 and 9 students who achieve at or above the reading national minimum standard for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation (section 4.2 identifies the profile of equity groups in each State and Territory). Students whose results are in the national minimum standard band have typically demonstrated only the basic elements of literacy and numeracy for the year level. In addition, a range of outcomes by achievement levels (which are combinations of the achievement bands in NAPLAN testing) is reported by Indigenous status.
- The mean scale score achieved in NAPLAN testing for reading, reported by Indigenous status. The range of the common national scale for years 3, 5, 7 and 9 is 0 to 1000.

In relation to the two measures above:

- Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replace the former State and Territory-based assessments and report national minimum standards, representing a break in the time series. This Report includes the annual outcomes of 2008 and 2009 NAPLAN testing programs only. Results of State and Territory-based testing programs up to and including 2007 are available in the 2009 Report (and previous issues).
- This report also includes a time series for 2008 and 2009 outcomes for reading data for the proportion of students at or above the national minimum standard and mean scale score measures and for outcomes by achievement levels. These data are comparable across these two years.
- Percentage of students achieving at or above the proficient standard on the OECD PISA combined reading scale in a triennial international assessment: the proportion of assessed 15 year old students who achieve at or above the proficient standard (agreed by the MCEECDYA to be level 3) on the OECD PISA combined reading scale for a given year, reported nationally by sex, Indigenous status, socioeconomic status and geolocation.

A high or increasing proportion of students achieving at or above the national minimum standard or proficient standard in reading is desirable. A high or increasing mean scale score is desirable.

Data for this indicator are comparable.

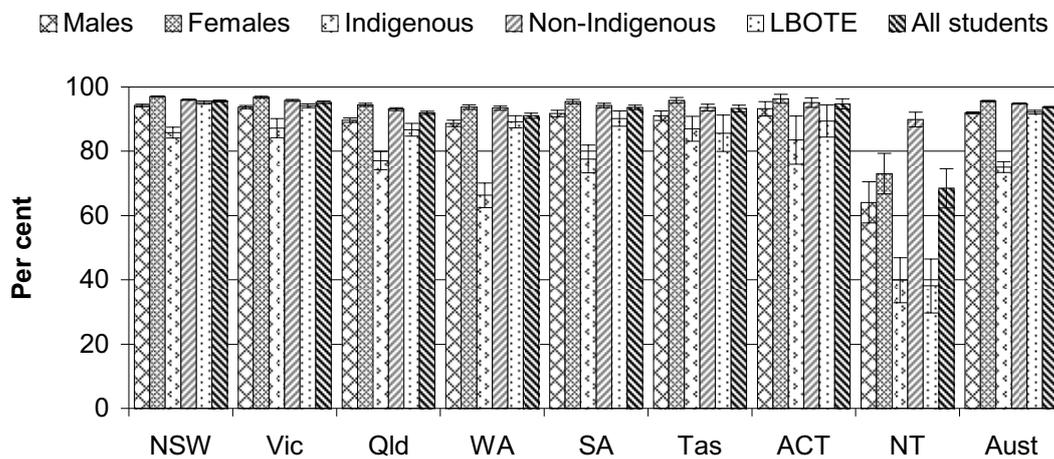
Data quality information for NAPLAN outcome measures for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011. DQI for other measures is under development.

The proportion of year 3 students who achieved at or above the reading national minimum standard in 2009 was 93.5–93.9 per cent nationally. The proportion of

students by equity group who achieved at or above the year 3 reading national minimum standard in 2009 was:

- 95.4–95.8 per cent for female students, higher than the proportion for male students (91.7–92.3 per cent)
- 73.4–76.8 per cent for Indigenous students and 94.6–95.0 per cent for non-Indigenous students
- 91.6–92.8 per cent for LBOTE students (figure 4.24).

Figure 4.24 Proportion of year 3 students achieving at or above the reading national minimum standard, by equity group, 2009^{a, b}



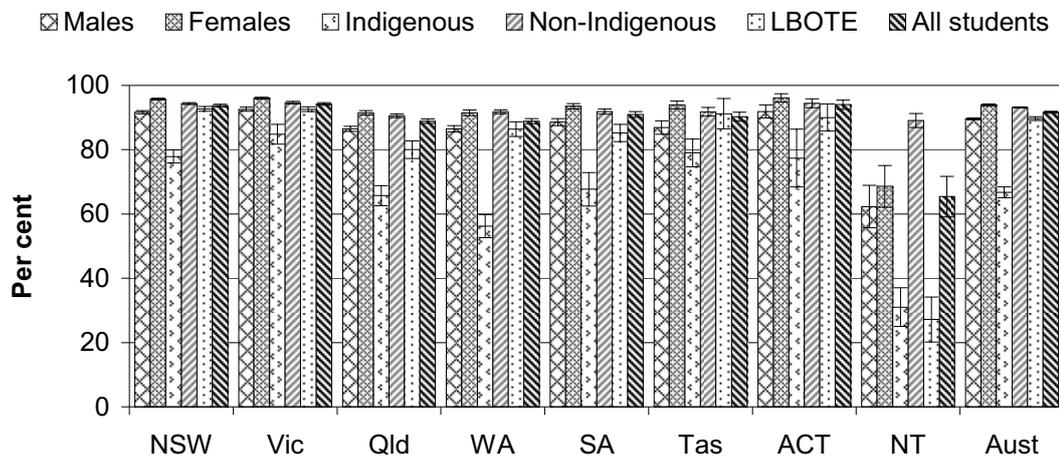
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.31.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.31.

The proportion of year 5 students who achieved at or above the reading national minimum standard in 2009 was 91.4–92.0 per cent nationally. The proportion of students by equity group who achieved at or above the year 5 reading national minimum standard in 2009 was:

- 93.6–94.2 per cent for female students, higher than the proportion for male students (89.3–89.9 per cent)
- 65.0–68.4 per cent for Indigenous students and 92.9–93.3 per cent for non-Indigenous students
- 89.1–90.3 per cent for LBOTE students (figure 4.25).

Figure 4.25 **Proportion of year 5 students achieving at or above the reading national minimum standard, by equity group, 2009^{a, b}**



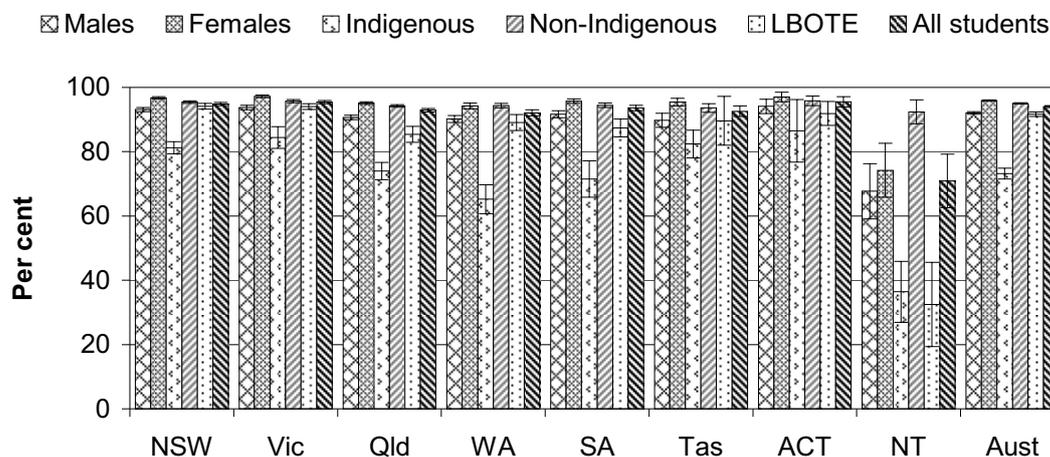
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.32.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.32.

The proportion of year 7 students who achieved at or above the reading national minimum standard in 2009 was 93.7–94.3 per cent nationally. The proportion of students by equity group who achieved at or above the year 7 reading national minimum standard in 2009 was:

- 95.7–96.1 per cent for female students, higher than the proportion for male students (91.7–92.5 per cent)
- 71.5–74.9 per cent for Indigenous students and 94.8–95.2 per cent for non-Indigenous students
- 91.0–92.4 per cent for LBOTE students (figure 4.26).

Figure 4.26 Proportion of year 7 students achieving at or above the reading national minimum standard, by equity group, 2009^{a, b}



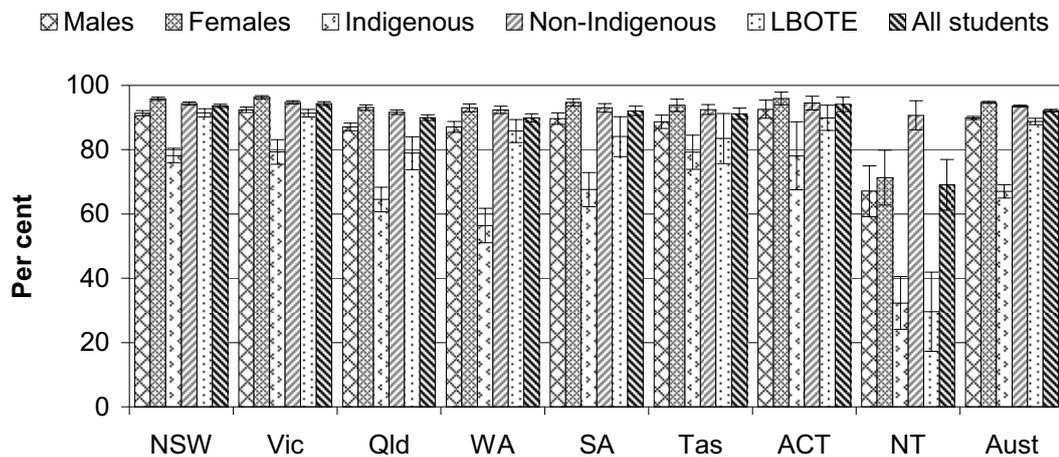
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.33.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.33.

The proportion of year 9 students who achieved at or above the reading national minimum standard in 2009 was 91.8–92.6 per cent nationally. The proportion of students by equity group who achieved at or above the year 9 reading national minimum standard in 2009 was:

- 94.4–95.0 per cent for female students, higher than the proportion for male students (89.4–90.4 per cent)
- 64.9–69.1 per cent for Indigenous students and 93.2–93.8 per cent for non-Indigenous students
- 87.8–89.8 per cent for LBOTE students (figure 4.27).

Figure 4.27 Proportion of year 9 students achieving at or above the reading national minimum standard, by equity group, 2009^{a, b}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.34.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.34.

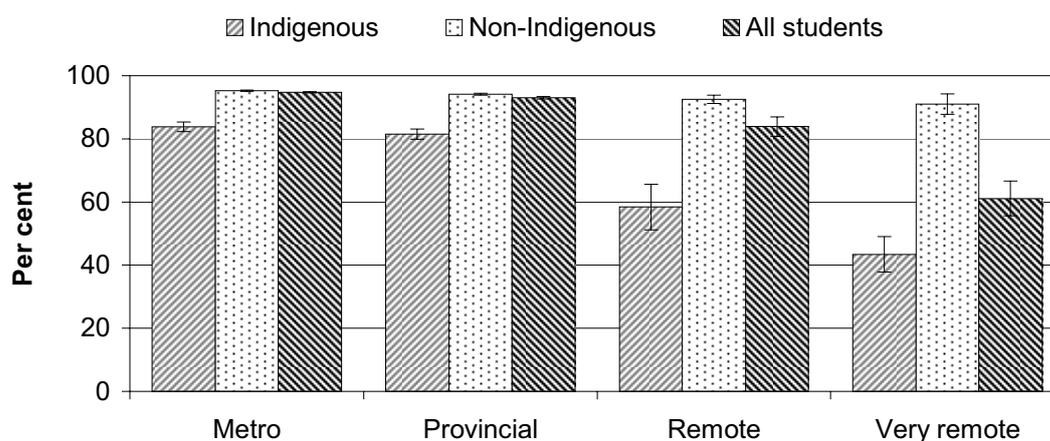
Nationally, the proportion of students who achieved at or above the reading national minimum standard by geolocation in 2009 was:

- 94.5–94.9 per cent for all year 3 students in metropolitan areas, higher than the proportion for provincial students (92.6–93.4 per cent), remote students (80.8–87.0 per cent) and very remote students (55.6–66.6 per cent) (figure 4.28)
- 92.7–93.3 per cent for all year 5 students in metropolitan areas, higher than the proportion for provincial students (90.3–91.1 per cent), remote students (76.4–82.6 per cent) and very remote students (43.2–55.0 per cent) (table 4A.35)
- 94.7–95.3 per cent for all year 7 students in metropolitan areas, higher than the proportion for provincial students (92.5–93.3 per cent), remote students (79.5–86.7 per cent) and very remote students (47.8–60.0 per cent) (table 4A.35)
- 92.7–93.5 per cent for all year 9 students in metropolitan areas, higher than the proportion for provincial students (90.7–91.9 per cent), remote students (75.2–83.4 per cent) and very remote students (40.8–56.0 per cent) (table 4A.35).

For all geolocation categories across years 3, 5, 7 and 9, the reading outcomes nationally for Indigenous students were lower than those for non-Indigenous students and all students. Nationally, outcomes for Indigenous students generally declined as remoteness increased — furthermore, the gap in learning outcomes

between Indigenous students and non-Indigenous students, and between Indigenous students and all students, was generally greater in remote and very remote areas than in metropolitan and provincial areas.

Figure 4.28 National proportion of year 3 students achieving at or above the reading national minimum standard, by Indigenous status and geolocation, 2009^{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, 7 and 9 which are detailed in table 4A.35. ^c Insufficient or no students in an area of geographic classification are not included.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.35.

Nationally, the proportion of Indigenous students who achieved at or above the reading national minimum standard by geolocation in 2009 was:

- 82.3–85.3 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (79.9–83.1 per cent). The proportion for remote students (51.2–65.6 per cent) was higher than for very remote students (37.8–49.0 per cent) (figure 4.28)
- 74.9–78.5 per cent for Indigenous year 5 students in metropolitan areas, no different to the proportion for provincial students (72.0–75.6 per cent). The proportion for remote students (41.2–53.4 per cent) was higher than for very remote students (22.2–30.6 per cent) (table 4A.35)
- 81.3–84.3 per cent for Indigenous year 7 students in metropolitan areas, higher than the proportion of provincial students (75.8–79.6 per cent). The proportion for remote students (46.5–61.7 per cent) was higher than for very remote students (27.0–37.6 per cent) (table 4A.35)

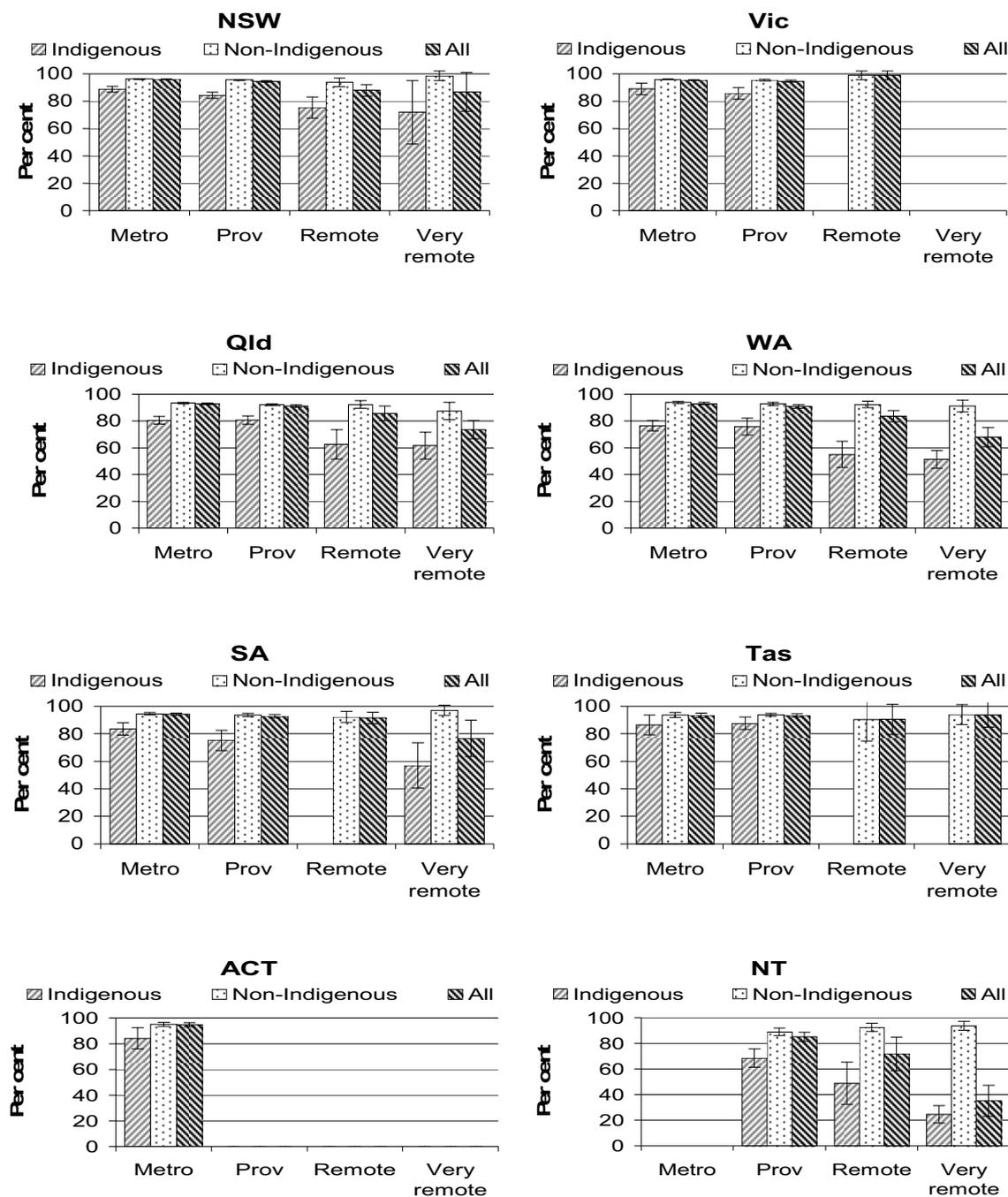
-
- 71.2–77.0 per cent for Indigenous year 9 students in metropolitan areas, no different to the proportion of provincial students (68.3–74.1 per cent). The proportion for remote students (42.0–57.8 per cent) was higher than for very remote students (20.7–31.7 per cent) (table 4A.35).

The proportion of non-Indigenous students who achieved at or above the national minimum standard in each year level for reading, by geolocation is included in table 4A.35.

State and Territory results are presented for year 3 reading performance (by Indigenous status and geolocation) in figure 4.29 (results for years 5, 7 and 9 reading literacy are in table 4A.35). Due to relatively large confidence intervals it is difficult to draw conclusions from these data. The general pattern in jurisdictions, however, appears similar to the national results.

Proportions of exempt, absent and withdrawn, and assessed students in NAPLAN reading assessment, by Indigenous status are included in table 4A.41. National data on achievement at or above the national minimum standard for reading by socio-economic status are provided in table 4A.43.

Figure 4.29 Proportion of year 3 students achieving at or above the reading national minimum standard, by Indigenous status and geolocation, 2009^{a, b, c, d}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b Geolocation data are based on the MCEECDYA Schools Geographic Location Classification and represent school location. ^c 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. ^d Data are not published for provincial areas in the ACT, remote areas for Indigenous students in Victoria, South Australia and Tasmania and for Indigenous students in very remote areas in Tasmania.

Source: MCEECDYA (2009 and unpublished) 2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy; table 4A.35.

Achievement levels for reading

Nationally, the proportions of all year 3 students for reading in 2009 by achievement level were:

- at or below the national minimum standard — 17.1–17.9 per cent for all students (48.6–52.2 per cent for Indigenous students and 15.2–16.0 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 40.5–41.1 per cent for all students (35.7–38.7 per cent for Indigenous students and 40.8–41.4 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 41.3–42.3 per cent for all students (11.6–13.2 per cent for Indigenous students and 42.9–43.9 per cent for non-Indigenous students) (table 4A.36).

Nationally, the proportions of all year 5 students for reading in 2009 by achievement level were:

- at or below the national minimum standard — 20.8–21.6 per cent for all students (55.6–58.6 per cent for Indigenous students and 18.9–19.7 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 45.5–46.1 per cent for all students (33.1–35.7 per cent for Indigenous students and 46.1–46.7 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 32.6–33.6 per cent for all students (7.9–9.1 per cent for Indigenous students and 33.8–34.8 per cent for non-Indigenous students) (table 4A.37).

Nationally, the proportions of all year 7 students for reading in 2009 by achievement level were:

- at or below the national minimum standard — 18.7–19.7 per cent for all students (52.6–56.0 per cent for Indigenous students and 17.0–18.0 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 52.6–53.6 per cent for all students (37.9–40.7 per cent for Indigenous students and 53.4–54.4 per cent for non-Indigenous students)

-
- in high levels (defined as the top two NAPLAN performance bands) — 26.8–28.4 per cent for all students (5.6–7.0 per cent for Indigenous students and 27.8–29.4 per cent for non-Indigenous students) (table 4A.38).

Nationally, the proportions of all year 9 students for reading in 2009 by achievement level were:

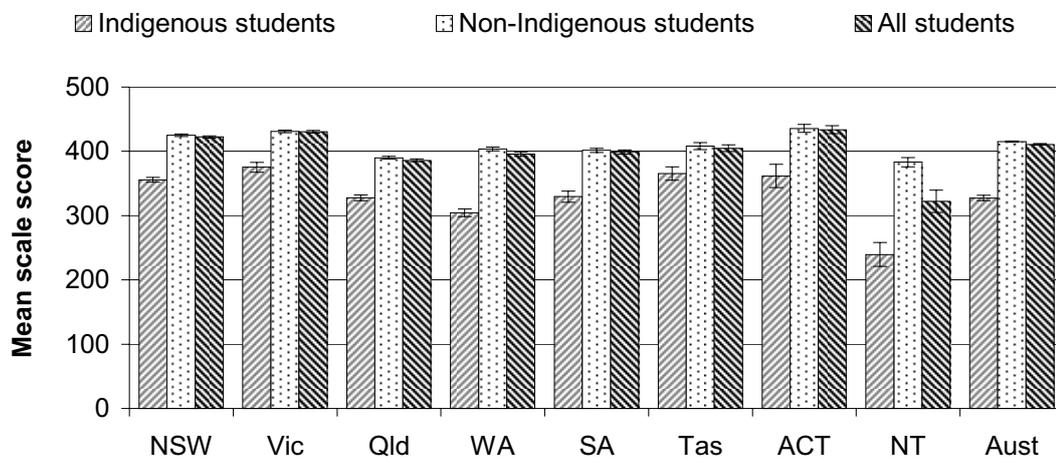
- at or below the national minimum standard — 22.6–24.0 per cent for all students (59.1–62.5 per cent for Indigenous students and 20.7–22.1 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 55.1–56.1 per cent for all students (33.7–36.7 per cent for Indigenous students and 56.1–57.1 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 20.4–21.8 per cent for all students (3.5–4.5 per cent for Indigenous students and 21.1–22.7 per cent for non-Indigenous students) (table 4A.39).

These outcomes varied across jurisdictions. Tables 4A.36–39 also include the proportions of Indigenous students who achieved below, and at, the national minimum standard for reading at each year level.

Mean scale scores

Nationally, the mean scale score for year 3 reading in 2009 for all students was 409.6–412.0. The mean scale score for Indigenous students was 323.2–331.6 and for non-Indigenous students was 413.9–416.1 (figure 4.30). These mean scale scores varied across jurisdictions.

Figure 4.30 Mean scale scores for year 3 students for reading, 2009^{a, b}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.40.

Source: MCEECDYA (2009 and unpublished) 2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy; table 4A.40.

Nationally, the mean scale score for year 5 reading in 2009 for all students was 492.8–495.0. The mean scale score for Indigenous students was 410.9–417.9 and for non-Indigenous students was 497.1–499.1 (table 4A.40). These mean scale scores varied across jurisdictions.

Nationally, the mean scale score for year 7 reading in 2009 for all students was 539.7–542.5. The mean scale score for Indigenous students was 470.1–476.3 and for non-Indigenous students was 543.1–545.7 (table 4A.40). These mean scale scores varied across jurisdictions.

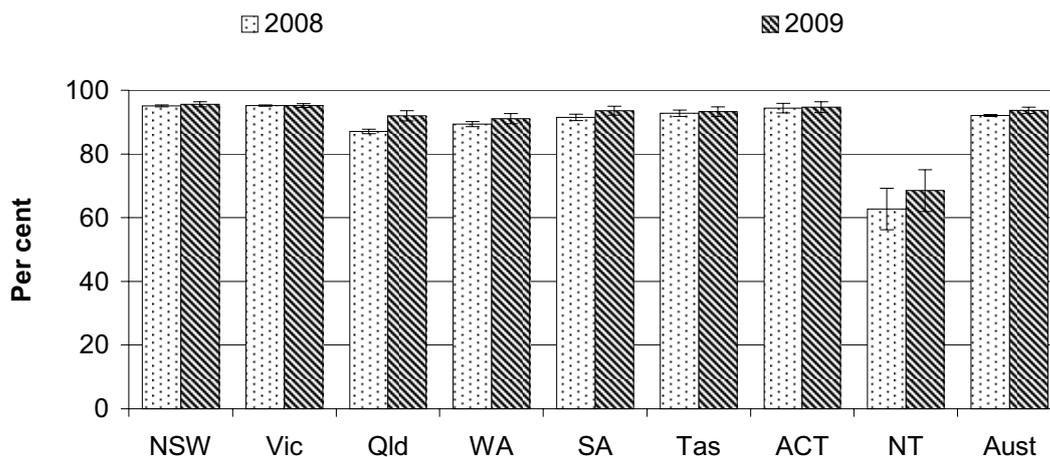
Nationally, the mean scale score for year 9 reading in 2009 for all students was 579.0–582.0. The mean scale score for Indigenous students was 506.2–514.2 and for non-Indigenous students was 582.4–585.2 (table 4A.40). These mean scale scores varied across jurisdictions.

Time series analysis of NAPLAN reading outcomes

The 95 per cent confidence intervals for NAPLAN data in time series analysis may differ from those presented in single year analysis. The 2009 confidence intervals for time series analysis are equated with 2008 data to enable a true comparison of the extent of statistical differences observed.

The proportions of year 3 students achieving at or above the national minimum standard for reading were 91.8–92.4 and 92.7–94.7 in 2008 and 2009 respectively, a statistically significant improvement. These proportions varied across jurisdictions (figure 4.31).

Figure 4.31 Proportion of year 3 students achieving at or above the reading national minimum standard^{a, b, c}

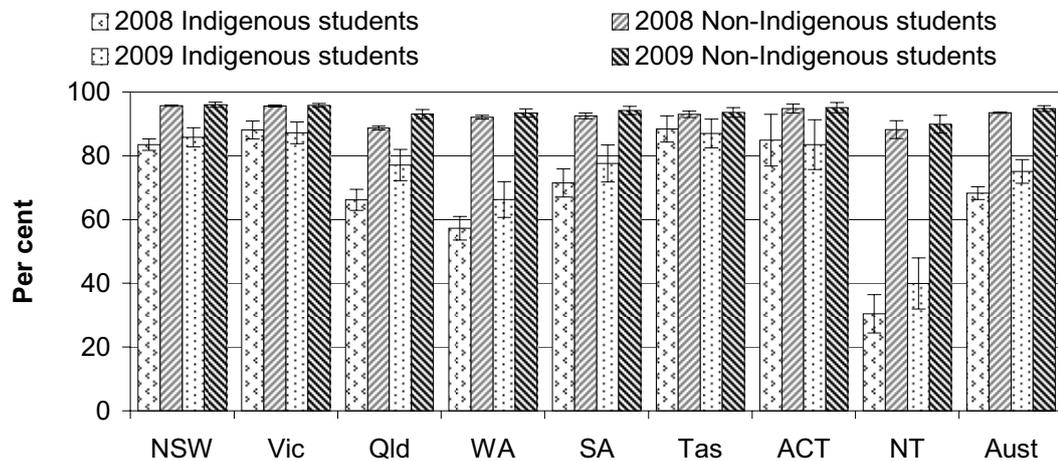


^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.24. ^c For further information and caveats see table 4A.44.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.44.

The proportions of Indigenous year 3 students achieving at or above the national minimum standard for reading were 66.3–70.3 per cent and 71.4–78.8 per cent in 2008 and 2009 respectively, a statistically significant improvement. The proportions of non-Indigenous year 3 students achieving the national minimum standard were 93.3–93.7 per cent and 93.9–95.7 per cent in 2008 and 2009 respectively, a statistically significant improvement. These proportions varied across jurisdictions (figure 4.32). Table 4A.44 also includes 2008 and 2009 outcomes by sex and LBOTE.

Figure 4.32 Proportion of year 3 students achieving at or above the reading national minimum standard, by Indigenous status^{a, b, c}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.24. ^c For further information and caveats see table 4A.44.

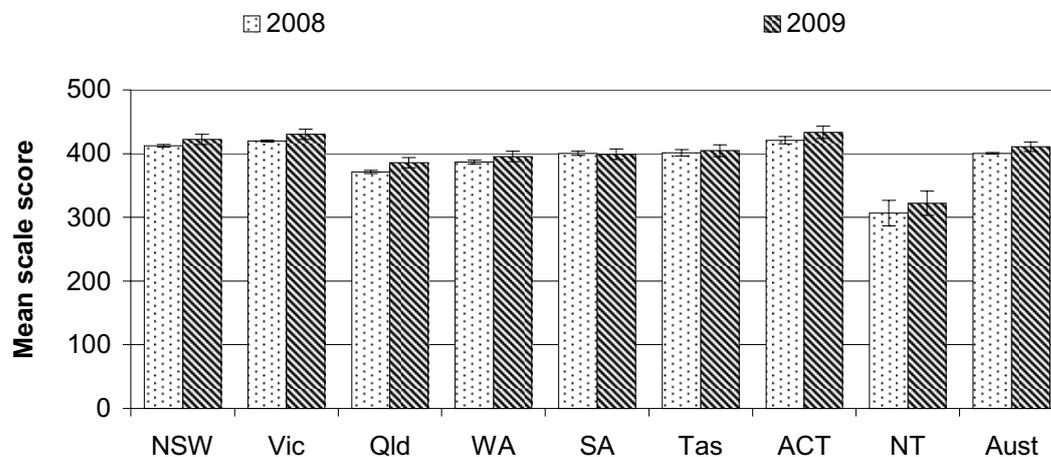
Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.44.

Outcomes for year 3 reading for 2008 and 2009 by Indigenous status and geolocation are included in table 4A.48.

Outcomes by achievement levels for year 3 reading for 2008 and 2009, by Indigenous status are included in table 4A.49.

The mean scale scores for reading of year 3 students were 399.3–401.7 and 403.1–418.5 in 2008 and 2009 respectively, a statistically significant improvement. These mean scale scores varied across jurisdictions (figure 4.33).

Figure 4.33 Mean scale scores for year 3 students for reading^{a, b, c}



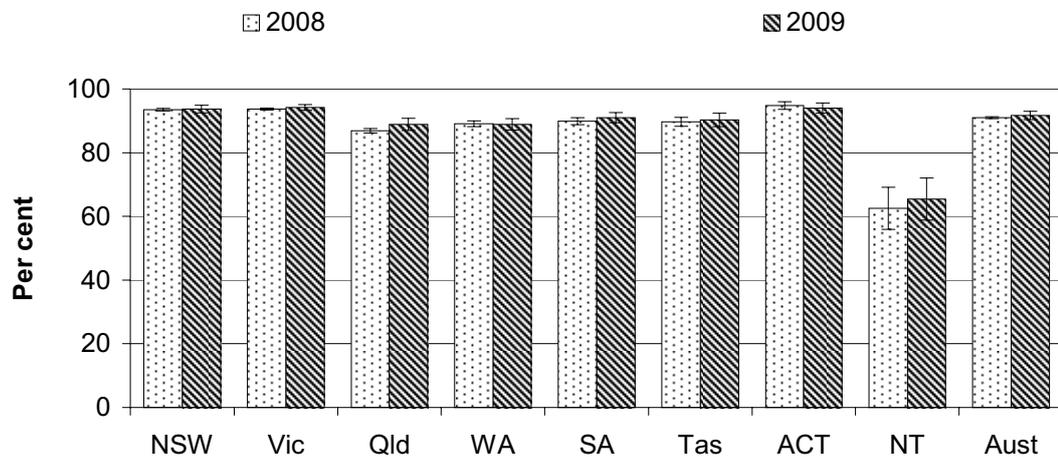
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.30. ^c For further information and caveats see table 4A.53.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.53.

The mean scale scores of Indigenous year 3 students for reading were 308.8–318.6 and 318.7–336.1 in 2008 and 2009 respectively, a statistically significant improvement, and for non-Indigenous year 3 students were 403.9–406.1 and 407.3–422.7 in 2008 and 2009 respectively, a statistically significant improvement. These proportions varied across jurisdictions (table 4A.53).

The proportions of year 5 students achieving at or above the national minimum standard for reading were 90.7–91.3 per cent and 90.4–93.0 per cent in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (figure 4.34).

Figure 4.34 Proportion of year 5 students achieving at or above the reading national minimum standard^{a, b, c}

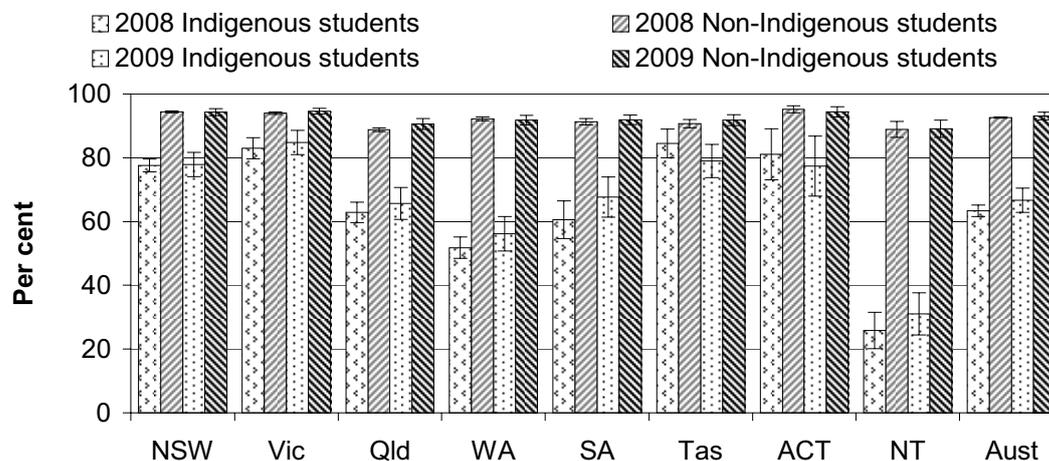


^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.25. ^c For further information and caveats see table 4A.45.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.45.

The proportions of Indigenous year 5 students achieving at or above the national minimum standard for reading were 61.6–65.2 per cent and 62.9–70.5 per cent in 2008 and 2009 respectively, not a statistically significant improvement. The proportions of non-Indigenous year 3 students achieving the national minimum standard were 92.4–92.8 per cent and 91.9–94.3 per cent in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (figure 4.35). Table 4A.45 also includes 2008 and 2009 outcomes by sex and LBOTE.

Figure 4.35 Proportion of year 5 students achieving at or above the reading national minimum standard, by Indigenous status^a, b, c



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.25. ^c For further information and caveats see table 4A.45.

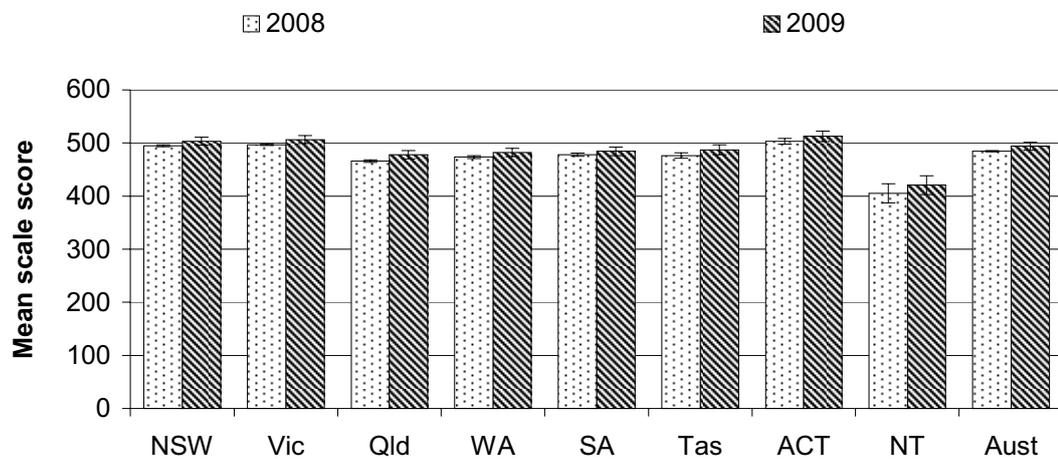
Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.45.

Outcomes for year 5 reading for 2008 and 2009 by Indigenous status and geolocation are included in table 4A.48.

Outcomes by achievement levels for year 5 reading for 2008 and 2009, by Indigenous status are included in table 4A.50.

The mean scale scores for reading of year 5 students were 483.3–485.5 and 486.4–501.4 in 2008 and 2009 respectively, a statistically significant improvement. These mean scale scores varied across jurisdictions (figure 4.36).

Figure 4.36 Mean scale scores for year 5 students for reading^{a, b, c}



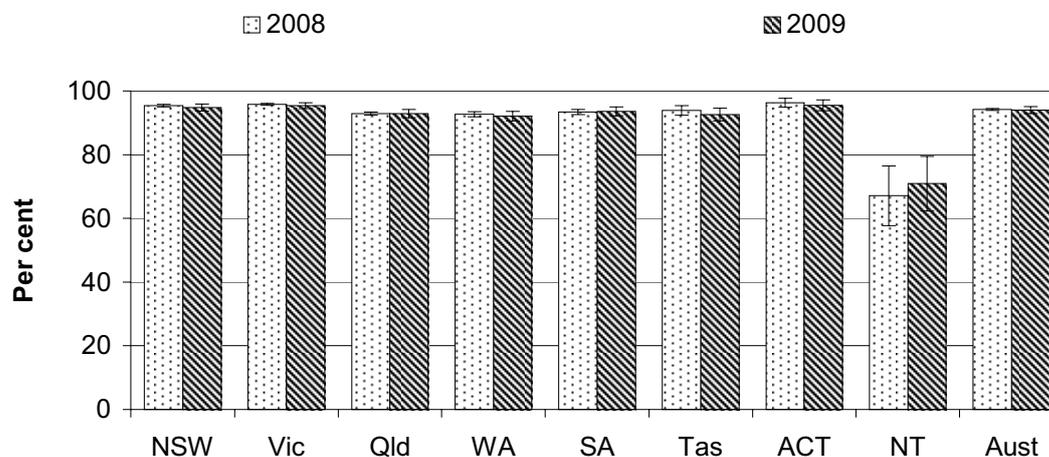
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those used when not comparing 2009 to 2008. ^c For further information and caveats see table 4A.53.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.53.

The mean scale scores of Indigenous year 5 students for reading were 399.3–407.5 and 406.2–422.6 in 2008 and 2009 respectively, not a statistically significant improvement, and for non-Indigenous year 5 students were 487.7–489.7 and 490.6–505.6 in 2008 and 2009 respectively, a statistically significant improvement. These proportions varied across jurisdictions (table 4A.53).

The proportions of year 7 students achieving at or above the national minimum standard for reading were 93.9–94.5 per cent and 92.9–95.1 per cent in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (figure 4.37).

Figure 4.37 Proportion of year 7 students achieving at or above the reading national minimum standard^{a, b, c}

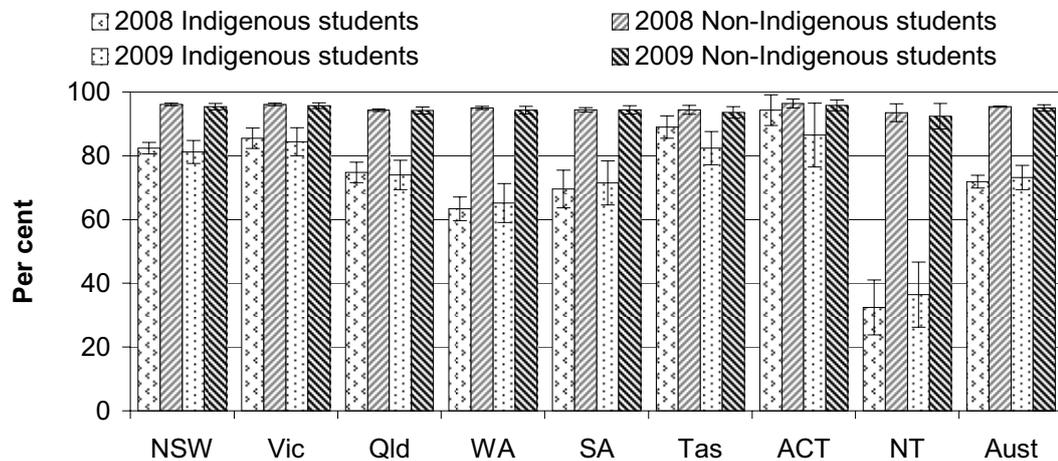


^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.26. ^c For further information and caveats see table 4A.46.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.46.

The proportions of Indigenous year 7 students achieving at or above the national minimum standard for reading were 69.9–73.9 per cent and 69.4–77.0 per cent in 2008 and 2009 respectively, not a statistically significant improvement. The proportions of non-Indigenous year 7 students achieving the national minimum standard were 95.2–95.6 per cent and 94.0–96.0 per cent in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (figure 4.38). Table 4A.46 also includes 2008 and 2009 outcomes by sex and LBOTE.

Figure 4.38 Proportion of year 7 students achieving at or above the reading national minimum standard, by Indigenous status^{a, b, c}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.26. ^c For further information and caveats see table 4A.46.

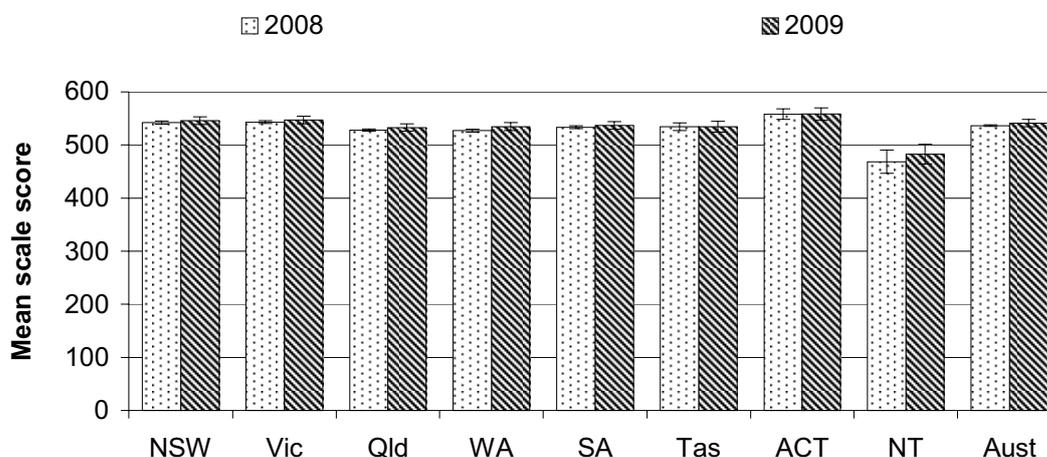
Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.46.

Outcomes for year 7 reading for 2008 and 2009 by Indigenous status and geolocation are included in table 4A.48.

Outcomes by achievement levels for year 7 reading for 2008 and 2009, by Indigenous status are included in table 4A.51.

The mean scale scores for reading of year 7 students were 535.1–537.9 and 534.2–548.0 in 2008 and 2009 respectively, not a statistically significant improvement. These mean scale scores varied across jurisdictions (figure 4.39).

Figure 4.39 Mean scale scores for year 7 students for reading^{a, b, c}



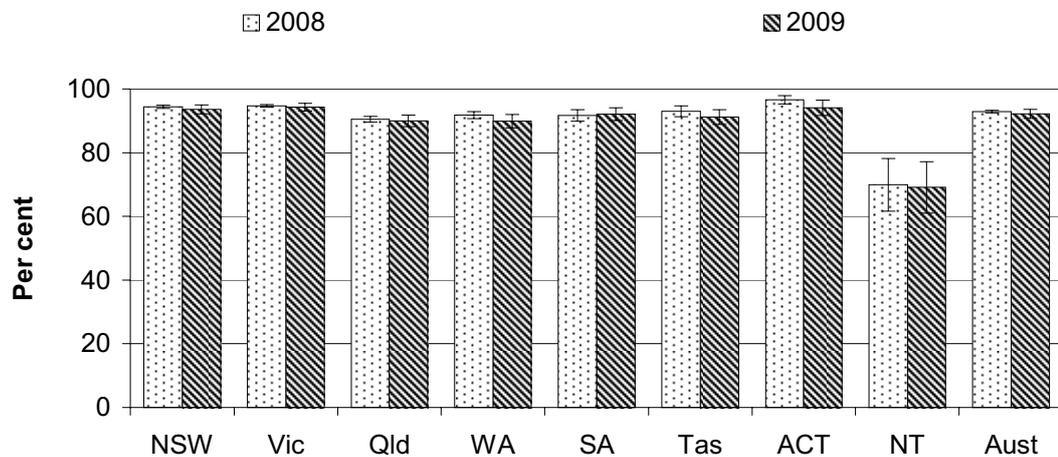
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those used when not comparing 2009 to 2008. ^c For further information and caveats see table 4A.53.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.53.

The mean scale scores of Indigenous year 7 students for reading were 462.3–470.7 and 465.8–480.6 in 2008 and 2009 respectively, not a statistically significant improvement, and for non-Indigenous year 7 students were 538.9–541.5 and 537.5–551.3 in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (table 4A.53).

The proportions of year 9 students achieving at or above the national minimum standard for reading were 92.5–93.3 per cent and 90.8–93.6 per cent in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (figure 4.40).

Figure 4.40 Proportion of year 9 students achieving at or above the reading national minimum standard^{a, b, c}

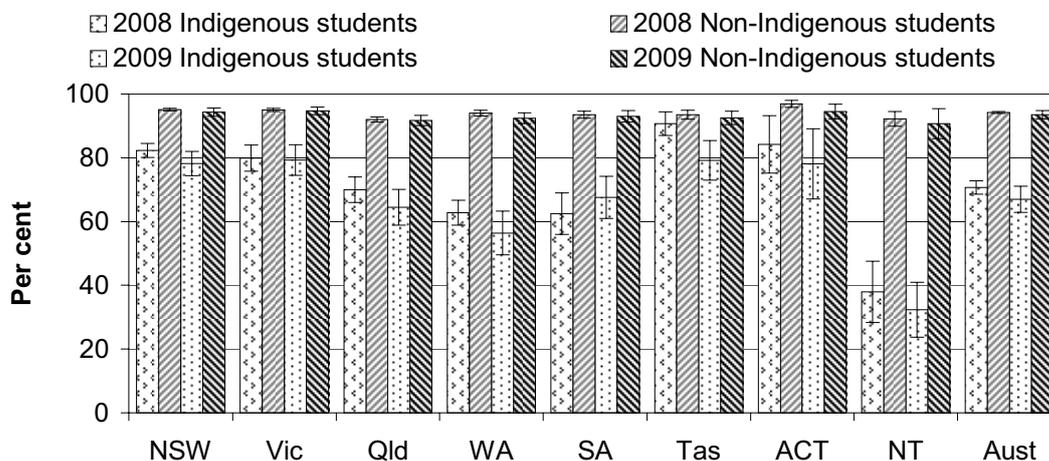


^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.27. ^c For further information and caveats see table 4A.47.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.47.

The proportions of Indigenous year 9 students achieving at or above the national minimum standard for reading were 68.6–72.8 per cent and 62.9–71.1 per cent in 2008 and 2009 respectively, not a statistically significant improvement. The proportions of non-Indigenous year 9 students achieving the national minimum standard were 93.9–94.5 per cent and 92.2–94.8 per cent in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (figure 4.41). Table 4A.47 also includes 2008 and 2009 outcomes by sex and LBOTE.

Figure 4.41 Proportion of year 9 students achieving at or above the reading national minimum standard, by Indigenous status^a, b, c



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those in figure 4.27. ^c For further information and caveats see table 4A.47.

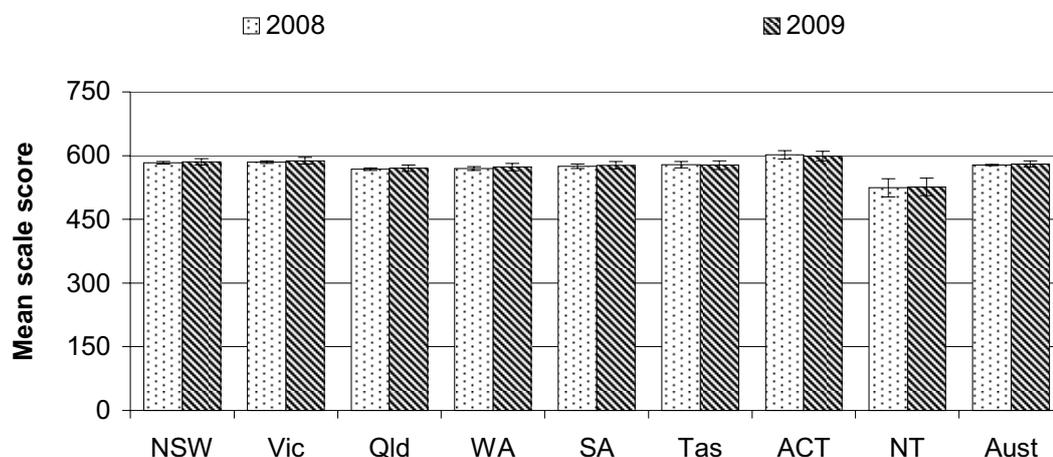
Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.47.

Outcomes for year 9 reading for 2008 and 2009 by Indigenous status and geolocation are included in table 4A.48.

Outcomes by achievement levels for year 9 reading for 2008 and 2009, by Indigenous status are included in table 4A.52.

The mean scale scores for reading of year 9 students were 576.5–579.5 and 573.1–587.9 in 2008 and 2009 respectively, not a statistically significant improvement. These mean scale scores varied across jurisdictions (figure 4.42).

Figure 4.42 Mean scale scores for year 9 students for reading^{a, b, c}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b Confidence intervals in this figure for 2009 are equated to 2008 data to which they are compared and may differ from those used when not comparing 2009 to 2008. ^c For further information and caveats see table 4A.53.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.53.

The mean scale scores of Indigenous year 9 students for reading were 509.2–518.4 and 501.9–518.5 in 2008 and 2009 respectively, not a statistically significant improvement, and for non-Indigenous year 9 students were 579.8–582.8 and 576.4–591.2 in 2008 and 2009 respectively, not a statistically significant improvement. These proportions varied across jurisdictions (table 4A.53).

PISA data

Reading literacy was the major domain tested in the PISA 2000 and 2009 surveys. Subsequent PISA reading surveys may be compared with the 2000 survey. In PISA 2009 the proportion of Australian 15 year old students who achieved at level 3 or above in reading literacy nationally was 63.5–67.1 per cent, compared to 66.6–71.4 per cent in PISA 2000, 68.0–71.8 per cent in PISA 2003 and 63.8–67.4 per cent in PISA 2006 (figure 4.43).

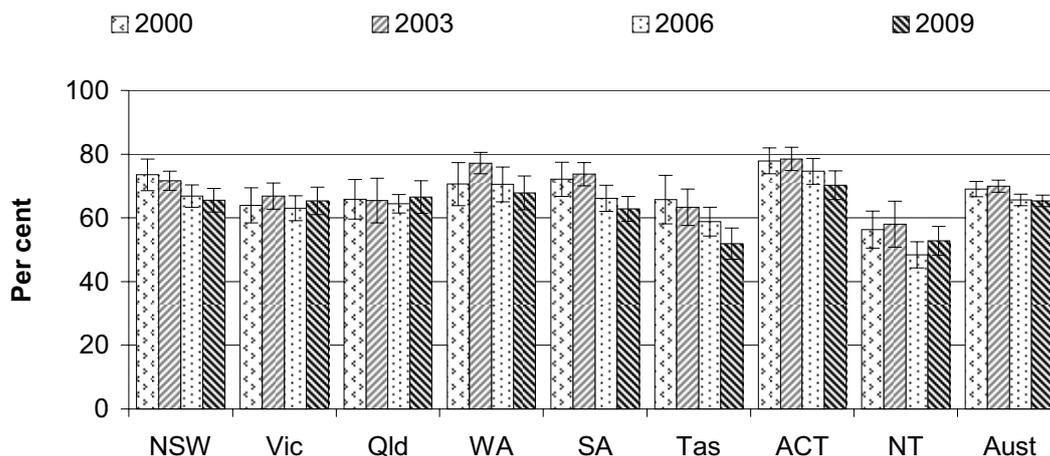
The proportion by equity group who achieved level 3 or above for reading literacy in 2009 was:

- 55.5–60.1 per cent for male students, lower than for female students (70.3–74.7 per cent)

- 29.3–40.1 per cent for Indigenous students, compared with 64.6–68.0 per cent for non-Indigenous students
- 39.9–57.3 per cent for geographically remote students
- 44.4–49.4 per cent for students from low socioeconomic status families (table 4A.109).

These outcomes varied across jurisdictions. Data relating to outcomes for the PISA 2006 and PISA 2009 reading surveys by socio-economic status are in table 4A.110 and for each achievement level for PISA 2009 are in table 4A.111. Data comparing outcomes for PISA surveys for the reading domain in 2000, 2003, 2006 and 2009 are in tables 4A.108–109.

Figure 4.43 Proportion of 15 year old students achieving level 3 or above, overall reading literacy scale^{a, b}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b For PISA 2000, PISA 2003 and PISA 2006, the PISA overall reading literacy scale has six defined proficiency levels, from level 6 (the highest) to level 1 (the lowest) with an additional level referred to as 'Below level 1' which covers those students who are unable to reach even the first threshold of the skills that PISA seeks to measure. For PISA 2009, level 1 is reported as level 1a and level 1b (the lowest) with an additional level referred to as 'Below level 1b'. Level 3 or above can be described as a level of achievement that is reasonably challenging and which requires students to demonstrate more than minimal or elementary skills to be regarded as reaching it.

Source: ACER (unpublished); table 4A.108.

Writing performance

'Writing performance' is an indicator of governments' objective that all students should attain the skills of English literacy; such that every student should be able to

read, write, spell and communicate at an appropriate level. It is an indicator of students' achievement in a key learning area of school education (box 4.11).

Box 4.11 Writing performance

'Writing performance' is defined by two measures:

- Percentage of students achieving at or above the national minimum standard in writing: the proportion of years 3, 5, 7 and 9 students who achieve at or above the writing national minimum standard for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation (section 4.2 identifies the profile of equity groups in each State and Territory). Students whose results are in the national minimum standard band have typically demonstrated only the basic elements of literacy and numeracy for the year level. In addition, a range of outcomes by achievement levels (which are combinations of the achievement bands in NAPLAN testing) is also recorded by Indigenous status.
- The mean scale score achieved in NAPLAN testing for writing, reported by Indigenous status. The range of the common national scale for years 3, 5, 7 and 9 is 0 to 1000.

Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replace the former State and Territory-based assessments and report national minimum standards, representing a break in the time series. This Report includes the annual outcomes of 2008 and 2009 NAPLAN testing programs only. Results of State and Territory-based testing programs up to and including 2007 are available in the 2009 Report (and previous issues).

This report also includes a time series for 2008 and 2009 outcomes for writing data for the proportion of students at or above the national minimum standard and mean scale score measures and for outcomes by achievement levels. These data are comparable across these two years.

A high or increasing proportion of students achieving at or above the national minimum standard or proficient standard in writing is desirable. A high or increasing mean scale score is desirable.

Data for this indicator are comparable.

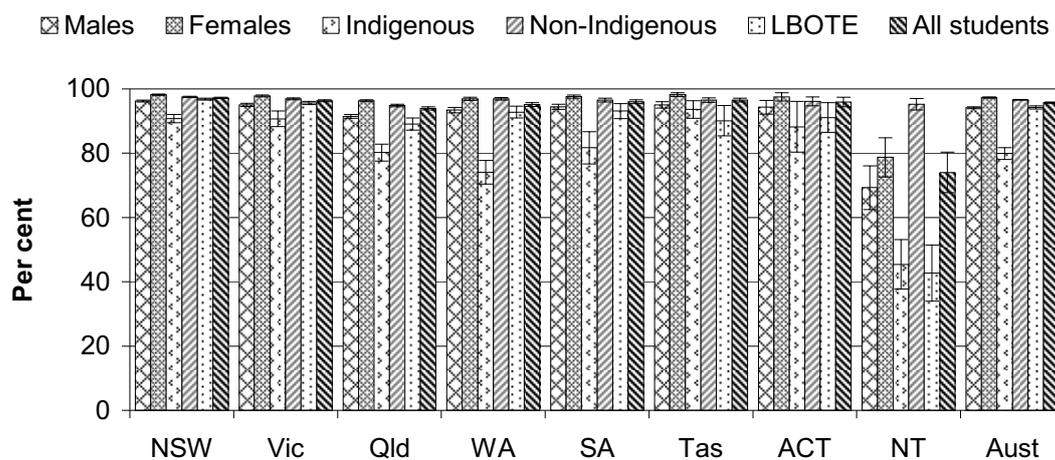
Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Nationally, the proportion of year 3 students who achieved at or above the writing national minimum standard in 2009 was 95.5–95.9 per cent. The national proportion of students by equity group who achieved at or above the year 3 writing national minimum standard in 2009 was:

- 97.1–97.5 per cent for female students, higher than the proportion for male students (93.8–94.4 per cent)

- 78.1–81.7 per cent for Indigenous students and 96.5–96.7 per cent for non-Indigenous students
- 93.7–94.7 per cent for LBOTE students (figure 4.44).

**Figure 4.44 Proportion of year 3 students achieving at or above the writing national minimum standard, by equity group, 2009^a,
b**



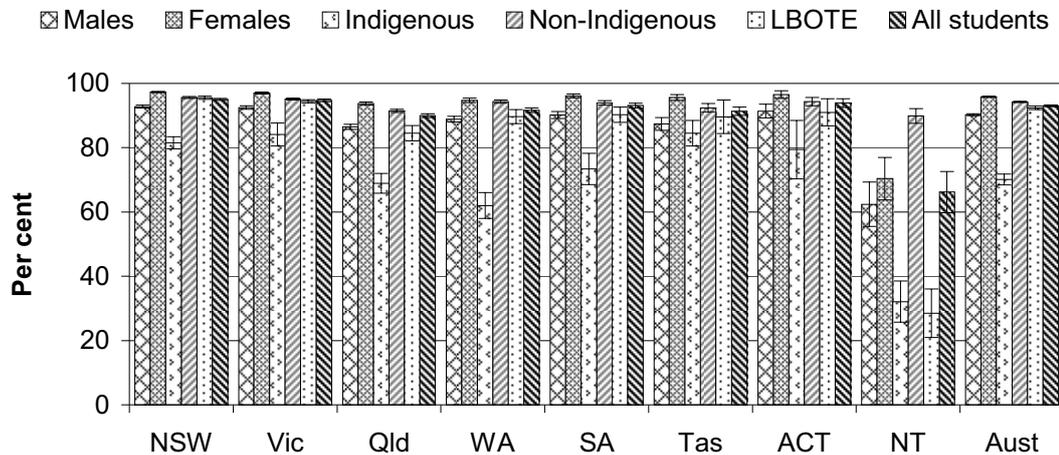
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.54.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.54

Nationally, the proportion of year 5 students who achieved at or above the writing national minimum standard in 2009 was 92.8–93.2 per cent. The national proportion of students by equity group who achieved at or above the year 5 writing national minimum standard in 2009 was:

- 95.6–96.0 per cent for female students, higher than the proportion for male students (90.0–90.6 per cent)
- 68.4–71.8 per cent for Indigenous students and 94.0–94.4 per cent for non-Indigenous students
- 91.9–92.9 per cent for LBOTE students (figure 4.45).

Figure 4.45 **Proportion of year 5 students achieving at or above the writing national minimum standard, by equity group, 2009^a,
b**



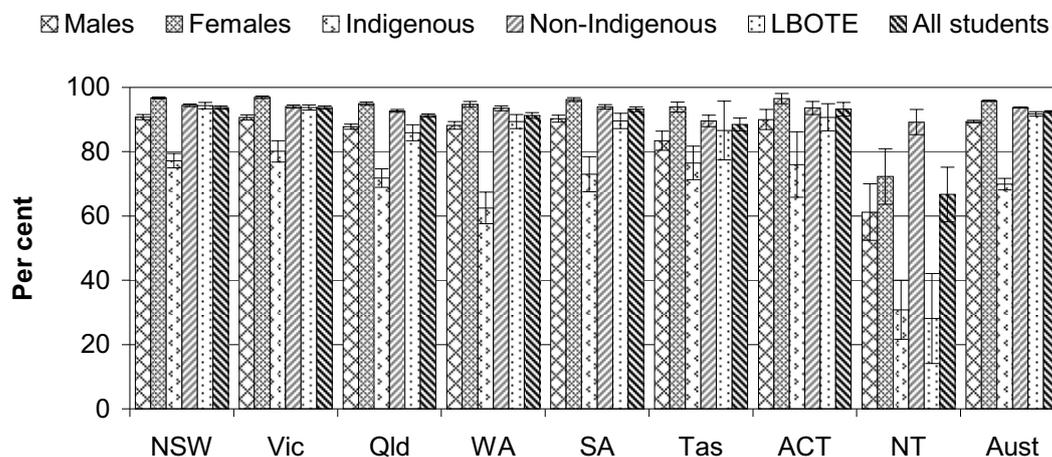
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see tables 4A.55.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.55.

Nationally, the proportion of year 7 students who achieved at or above the writing national minimum standard in 2009 was 92.2–92.8 per cent. The national proportion of students by equity group who achieved at or above the year 7 writing national minimum standard in 2009 was:

- 95.6–96.0 per cent for female students, higher than the proportion for male students (89.0–89.8 per cent)
- 68.1–71.7 per cent for Indigenous students and 93.5–93.9 per cent for non-Indigenous students
- 91.1–92.5 per cent for LBOTE students (figure 4.46).

Figure 4.46 Proportion of year 7 students achieving at or above the writing national minimum standard, by equity group, 2009^{a, b}



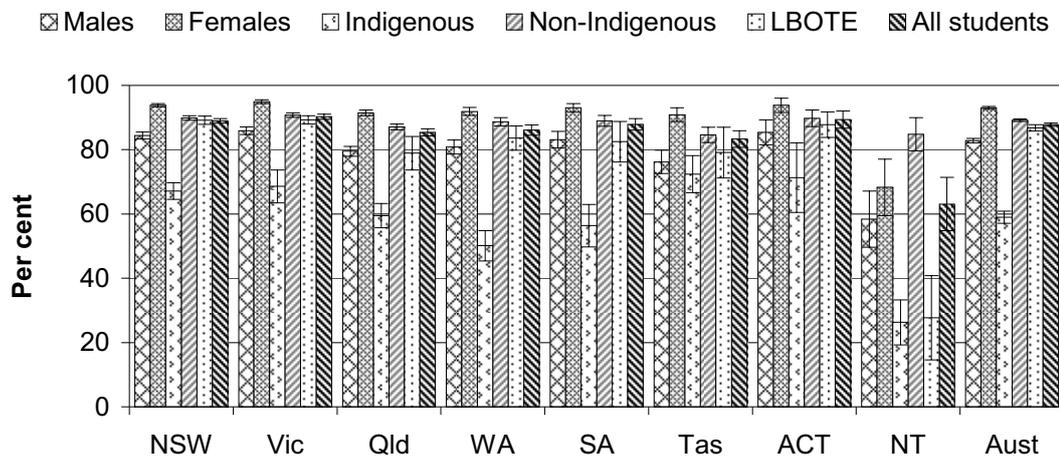
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see tables 4A.56.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.56.

Nationally, the proportion of year 9 students who achieved at or above the writing national minimum standard in 2009 was 87.3–88.3 per cent. The national proportion of students by equity group who achieved at or above the year 9 writing national minimum standard in 2009 was:

- 92.6–93.4 per cent for female students, higher than the proportion for male students (82.1–83.5 per cent)
- 57.1–60.9 per cent for Indigenous students and 88.8–89.6 per cent for non-Indigenous students
- 85.8–87.8 per cent for LBOTE students (figure 4.47).

Figure 4.47 **Proportion of year 9 students achieving at or above the writing national minimum standard, by equity group, 2009^a,^b**



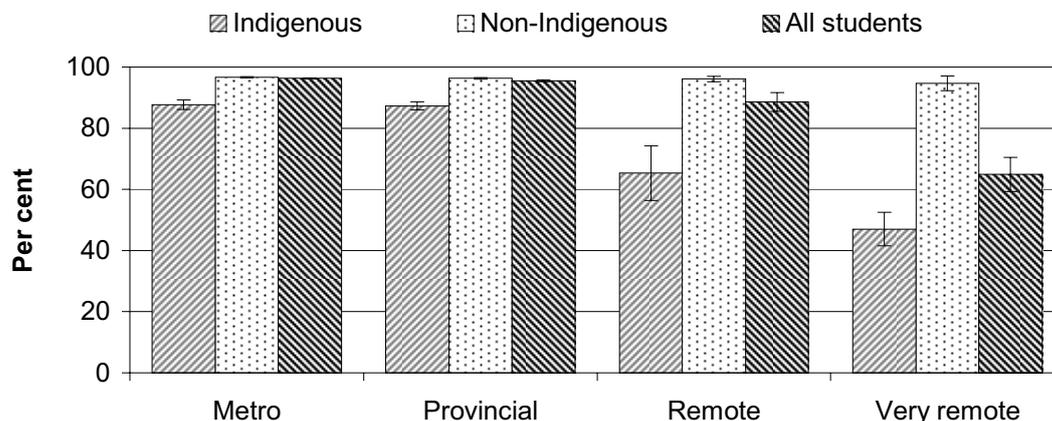
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.57.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.57.

Nationally, the proportion of students who achieved at or above the writing national minimum standard by geolocation in 2009 was:

- 96.1–96.5 per cent for all year 3 students in metropolitan areas, higher than the proportion for provincial students (95.2–95.8 per cent), remote students (85.5–91.7 per cent) and very remote students (59.3–70.5 per cent) (figure 4.48)
- 94.1–94.5 per cent for all year 5 students in metropolitan areas, higher than the proportion for provincial students (91.2–92.0 per cent), remote students (79.7–85.9 per cent) and very remote students (46.1–58.5 per cent) (table 4A.58)
- 93.6–94.2 per cent for all year 7 students in metropolitan areas, higher than the proportion for provincial students (90.2–91.2 per cent), remote students (76.5–84.3 per cent) and very remote students (45.5–58.9 per cent) (table 4A.58)
- 88.9–89.9 per cent for all year 9 students in metropolitan areas, higher than the proportion for provincial students (84.3–85.7 per cent), remote students (66.7–75.9 per cent) and very remote students (35.1–50.3 per cent) (table 4A.58).

Figure 4.48 National proportion of year 3 students achieving at or above the writing national minimum standard, by Indigenous status and geolocation, 2009^{a, b}



^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, 7 and 9 which are detailed in table 4A.58.

Source: MCEECDYA (2009 and unpublished) 2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy; table 4A.58.

For all geolocation categories across years 3, 5, 7 and 9, the writing outcomes nationally for Indigenous students were lower than those for non-Indigenous students and all students. Nationally, outcomes for Indigenous students generally declined as remoteness increased — furthermore, the gap in learning outcomes between Indigenous students and non-Indigenous students, and between Indigenous students and all students, was generally greater in remote and very remote areas than in metropolitan and provincial areas.

Nationally, the proportion of Indigenous students who achieved at or above the writing national minimum standard by geolocation in 2009 was:

- 86.1–89.3 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (86.0–88.6 per cent). The proportion for remote students (54.4–74.2 per cent) was higher than for very remote students (41.5–52.5 per cent) (figure 4.48)
- 78.7–81.9 per cent for Indigenous year 5 students in metropolitan areas, higher than the proportion for provincial students (74.8–78.4 per cent), remote students (45.8–61.2 per cent) and very remote students (24.4–34.6 per cent) (table 4A.58)

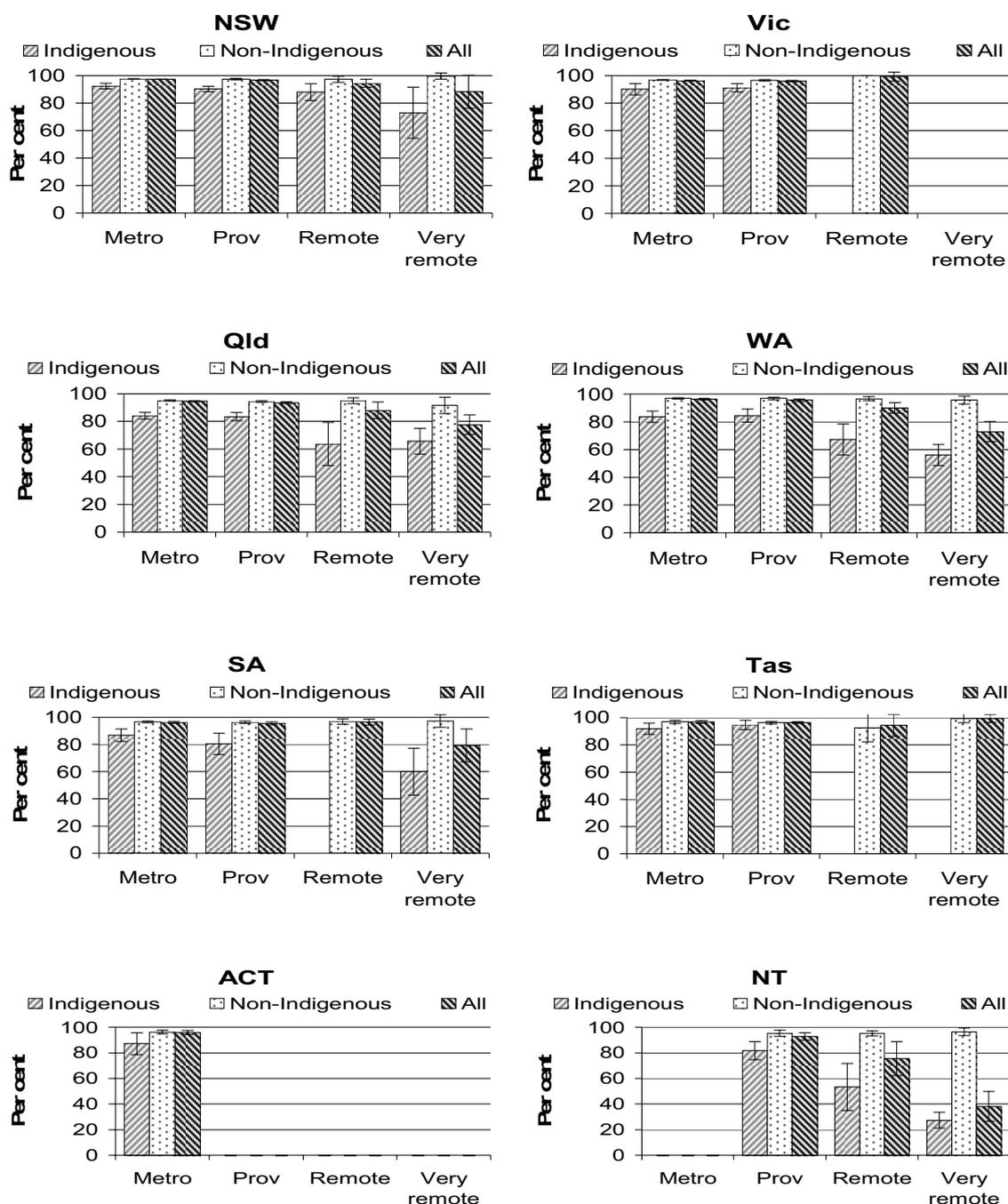
-
- 78.2–81.2 per cent for Indigenous year 7 students in metropolitan areas, higher than the proportion of provincial students (72.4–76.2 per cent), remote students (41.6–57.4 per cent) and very remote students (23.3–35.7 per cent) (table 4A.58)
 - 64.4–70.4 per cent for Indigenous year 9 students in metropolitan areas, no different to the proportion of provincial students (59.2–64.4 per cent), remote students (31.0–45.6 per cent) and very remote students (15.6–27.2 per cent) (table 4A.58).

The proportion of non-Indigenous students who achieved at or above the national minimum standard in each year level for writing, by geolocation is included in table 4A.58.

State and Territory results are presented for year 3 writing literacy in figure 4.49 (results for years 5, 7 and 9 writing literacy are in table 4A.58). Relatively large confidence intervals mean it is difficult to draw conclusions from these data. However, the general pattern in jurisdictions appears similar to the national results.

Proportions of exempt, absent and withdrawn and assessed students in NAPLAN writing assessment, by Indigenous status are included in table 4A.64. National data on achievement of the national minimum standard for writing by socio-economic status are provided in table 4A.66.

Figure 4.49 Proportion of year 3 students achieving at or above the writing national minimum standard, by Indigenous status and geolocation, 2009^{a, b, c, d}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b Geolocation data are based on the MCEETYA Schools Geographic Location Classification and represent school location. ^c 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. ^d Data are not published for provincial areas in the ACT, remote areas for Indigenous students in Victoria, South Australia and Tasmania and for Indigenous students in very remote areas in Tasmania.

Source: MCEECDYA (2009 and unpublished) 2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy; table 4A.58.

Achievement levels for writing

Nationally, the proportions of all year 3 students for writing in 2009 by achievement level were:

- at or below the national minimum standard — 10.3–10.9 per cent for all students (37.5–41.1 per cent for Indigenous students and 8.8–9.4 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 44.5–45.3 per cent for all students (44.8–47.8 per cent for Indigenous students and 44.5–45.3 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 43.9–45.1 per cent for all students (13.6–15.4 per cent for Indigenous students and 45.6–46.6 per cent for non-Indigenous students) (table 4A.59).

Nationally, the proportions of all year 5 students for writing in 2009 by achievement level were:

- at or below the national minimum standard — 18.2–19.0 per cent for all students (50.8–54.0 per cent for Indigenous students and 16.4–17.2 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 57.2–57.8 per cent for all students (40.6–43.6 per cent for Indigenous students and 58.1–58.7 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 23.5–24.3 per cent for all students (4.9–6.1 per cent for Indigenous students and 24.4–25.2 per cent for non-Indigenous students) (table 4A.60).

Nationally, the proportion of all year 7 students for writing in 2009 by achievement level were:

- at or below the national minimum standard — 21.0–22.0 per cent for all students (53.3–56.7 per cent for Indigenous students and 19.3–20.3 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 55.1–55.9 per cent for all students (38.1–41.3 per cent for Indigenous students and 55.8–56.6 per cent for non-Indigenous students)

-
- in high levels (defined as the top two NAPLAN performance bands) — 22.5–23.7 per cent (4.8–6.0 per cent for Indigenous students and 23.3–24.5 per cent for non-Indigenous students) (table 4A.61).

Nationally, the proportions of all year 9 students for writing in 2009 by achievement level were:

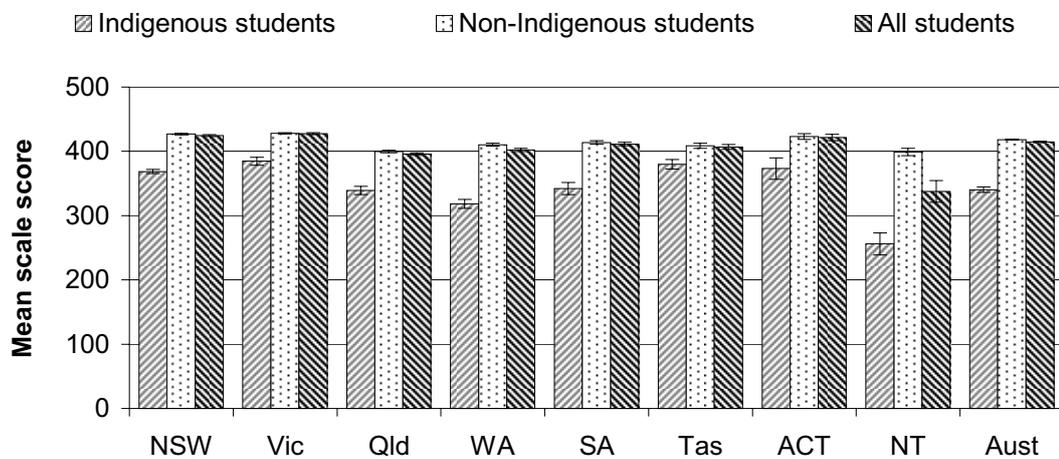
- at or below the national minimum standard — 30.5–32.1 per cent for all students (65.7–68.9 per cent for Indigenous students and 28.8–30.2 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 48.6–49.4 per cent for all students (27.5–30.3 per cent for Indigenous students and 49.5–50.3 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 19.0–20.4 per cent for all students (3.4–4.4 per cent for Indigenous students and 19.8–21.2 per cent for non-Indigenous students) (table 4A.62).

These outcomes varied across jurisdictions. Tables 4A.59–62 also include the proportions of Indigenous students who achieved below, and at, the national minimum standard for writing at each year level.

Mean scale scores

Nationally, the mean scale score for year 3 writing in 2009 for all students was 413.6–415.4. The mean scale score for Indigenous students was 336.0–344.4 and for non-Indigenous students was 417.5–419.1. These mean scale scores varied across jurisdictions (figure 4.50).

Figure 4.50 Mean scale scores for year 3 students for writing, 2009^{a, b}



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.63.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.63.

Nationally, the mean scale score for year 5 writing in 2009 for all students was 483.8–485.6. The mean scale score for Indigenous students was 408.4–415.8 and for non-Indigenous students was 487.7–489.3 (table 4A.63). These mean scale scores varied across jurisdictions.

Nationally, the mean scale score for year 7 writing in 2009 for all students was 531.1–533.7. The mean scale score for Indigenous students was 456.1–464.3 and for non-Indigenous students was 534.7–537.3 (table 4A.63). These mean scale scores varied across jurisdictions.

Nationally, the mean scale score for year 9 writing in 2009 for all students was 567.2–570.6. The mean scale score for Indigenous students was 483.5–493.3 and for non-Indigenous students was 571.2–574.4 (table 4A.63). These mean scale scores varied across jurisdictions.

Time series analysis of NAPLAN outcome for 'writing performance'

This report contains time series data for NAPLAN outcomes for 'writing performance' for 2008 and 2009 (tables 4A.67–76). These data include proportions of each year level meeting the national minimum standard, by equity group; Indigenous status and geolocation; achievement bands by Indigenous status; and mean scale scores by Indigenous status.

Numeracy performance

‘Numeracy performance’ (including mathematical literacy) is an indicator of governments’ objective that all students should attain the skills of numeracy. It is an indicator of students’ achievement in a key learning area of school education (box 4.12).

Box 4.12 Numeracy performance

'Numeracy performance' is defined by four measures:

- Percentage of students achieving at or above the national minimum standard in numeracy: the proportion of years 3, 5, 7 and 9 students who achieve at or above the numeracy national minimum standard for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation (section 4.2 identifies the profile of equity groups in each State and Territory). Students whose results are in the national minimum standard band have typically demonstrated only the basic elements of literacy and numeracy for the year level. In addition, a range of outcomes by achievement levels (which are combinations of the achievement bands in NAPLAN testing) is also recorded by Indigenous status.
- The mean scale score achieved in NAPLAN testing for numeracy, reported by Indigenous status. The range of the common national scale for years 3, 5, 7 and 9 is 0 to 1000.

In relation to the two measures above:

- Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replace the former State and Territory-based assessments and report national minimum standards, representing a break in the time series. This Report includes the annual outcomes of 2008 and 2009 NAPLAN testing programs only. Results of State and Territory-based testing programs up to and including 2007 are available in the 2009 Report (and previous issues).
- This Report also includes a time series for 2008 and 2009 outcomes for numeracy data for the proportion of students at or above the national minimum standard and mean scale score measures and for outcomes by achievement levels. These data are comparable across these two years.
- Percentage of students achieving at or above the proficient standard on the OECD PISA combined mathematical literacy scale in a triennial international assessment: the proportion of assessed 15 year old students who achieve at or above the proficient standard (agreed by the MCEECDYA to be level 3) on the OECD PISA combined mathematical literacy scale for a given year, also reported nationally by sex, Indigenous status, socioeconomic status and geolocation.
- Percentage of students achieving at or above the proficient standard on the TIMSS mathematical literacy scale in a quadrennial assessment: the proportion of assessed year 4 and year 8 students who achieve at or above the proficient standard on the TIMSS mathematical literacy scale for a given year. A national standard of level 3 has been agreed for this measure.

A high or increasing proportion of students achieving at or above the national minimum standard or proficient standard in numeracy is desirable. A high or increasing mean scale score is desirable.

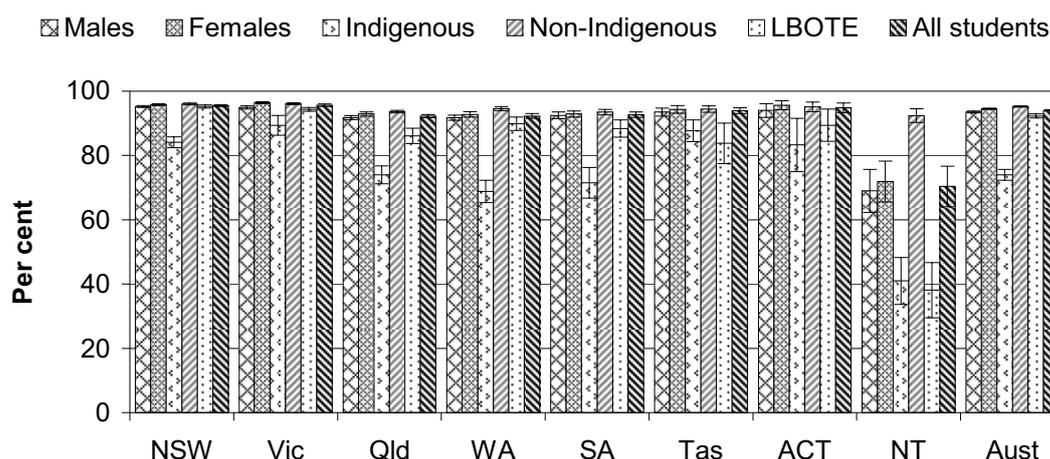
Data for this indicator are comparable.

Data quality information for NAPLAN outcome measures for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011. DQI for other measures is under development.

Nationally, the proportion of assessed year 3 students who achieved at or above the numeracy national minimum standard in 2009 was 93.8–94.2 per cent. The national proportion of students by equity group who achieved at or above the year 3 numeracy national minimum standard in 2009 was:

- 94.3–94.7 per cent for female students, higher than the proportion for male students (93.2–93.8 per cent)
- 72.3–75.7 per cent for Indigenous students and 95.0–95.4 per cent for non-Indigenous students
- 91.7–92.9 per cent for LBOTE students (figure 4.51).

Figure 4.51 Proportion of year 3 students achieving at or above the numeracy national minimum standard, by equity group, 2009^{a, b}



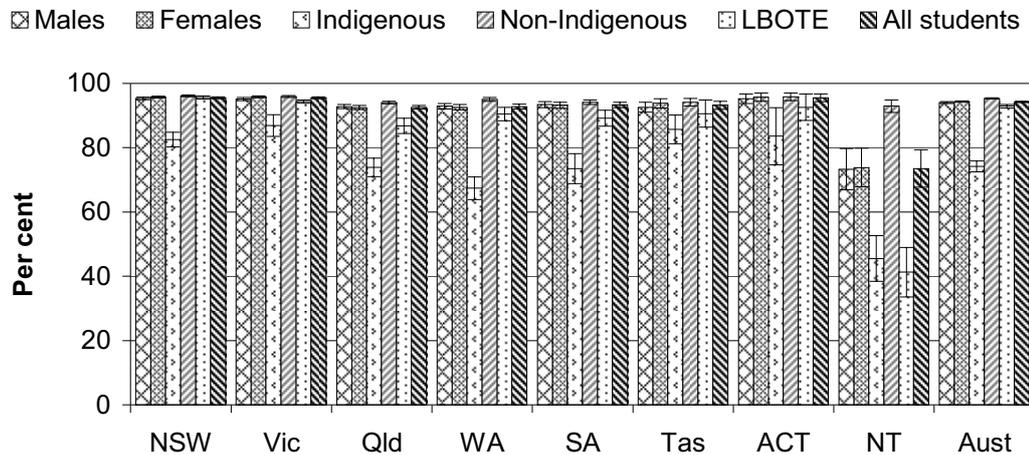
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.77.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.77.

Nationally, the proportion of assessed year 5 students who achieved at or above the numeracy national minimum standard in 2009 was 94.0–94.4 per cent. The national proportion of students by equity group who achieved at or above the year 5 numeracy national minimum standard in 2009 was:

- 94.1–94.5 per cent for female students, no different to the proportion for male students (93.7–94.3 per cent)
- 72.5–75.9 per cent for Indigenous students and 95.1–95.5 per cent for non-Indigenous students
- 92.4–93.4 per cent for LBOTE students (figure 4.52).

Figure 4.52 Proportion of year 5 students achieving at or above the numeracy national minimum standard, by equity group, 2009^{a, b}



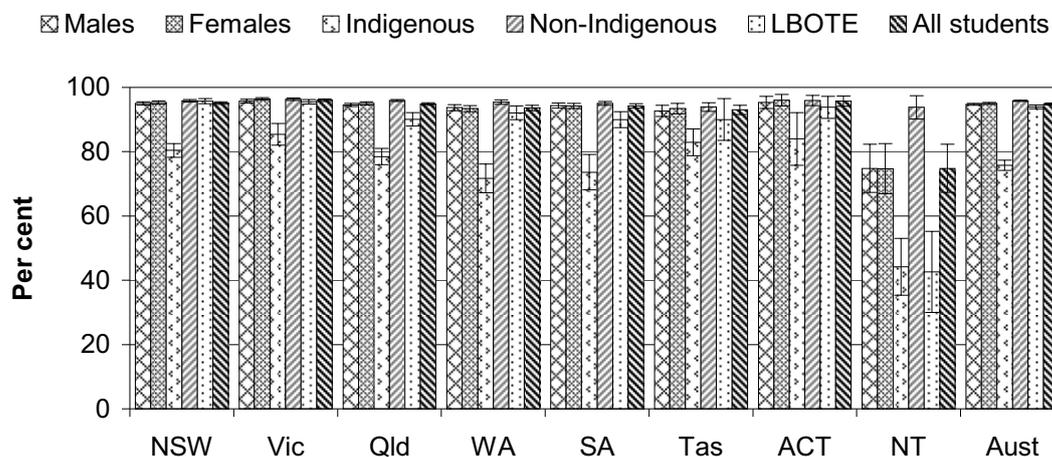
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.78.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.78.

Nationally, the proportion of assessed year 7 students who achieved at or above the numeracy national minimum standard in 2009 was 94.5–95.1 per cent. The proportion of students by equity group who achieved at or above the year 7 numeracy national minimum standard in 2008 was:

- 94.7–95.3 per cent for female students, no different to the proportion for male students (94.4–95.0 per cent)
- 74.2–77.4 per cent for Indigenous students and 95.6–96.0 per cent for non-Indigenous students
- 93.3–94.5 per cent for LBOTE students (figure 4.53).

Figure 4.53 Proportion of year 7 students achieving at or above the numeracy national minimum standard, by equity group, 2009^{a, b}



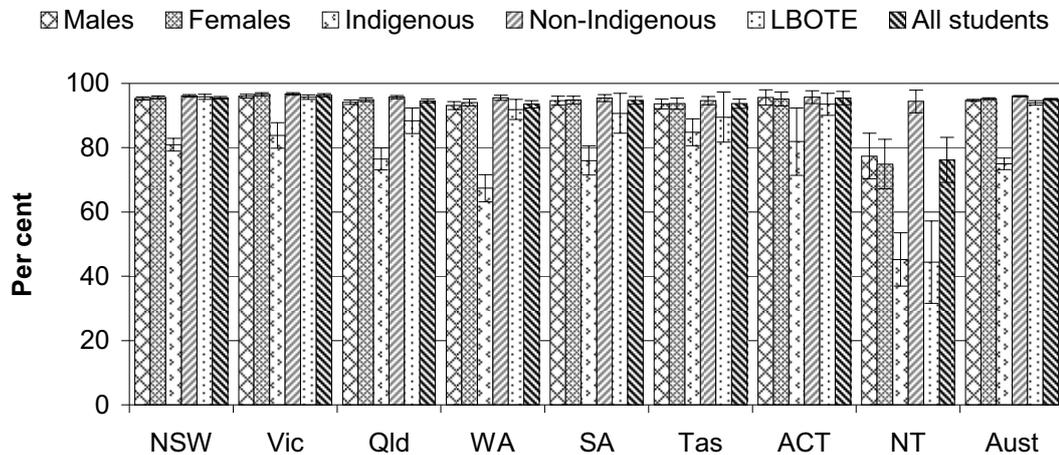
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.79.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.79.

Nationally, the proportion of assessed year 9 students who achieved at or above the numeracy national minimum standard in 2009 was 94.7–95.3 per cent. The proportion of students by equity group who achieved at or above the year 9 numeracy national minimum standard in 2009 was:

- 94.9–95.5 per cent for female students, no different to the proportion for male students (94.4–95.0 per cent)
- 73.2–76.8 per cent for Indigenous students and 95.8–96.2 per cent for non-Indigenous students
- 93.2–94.6 per cent for LBOTE students (figure 4.54).

Figure 4.54 **Proportion of year 9 students achieving at or above the numeracy national minimum standard, by equity group, 2009^{a, b}**



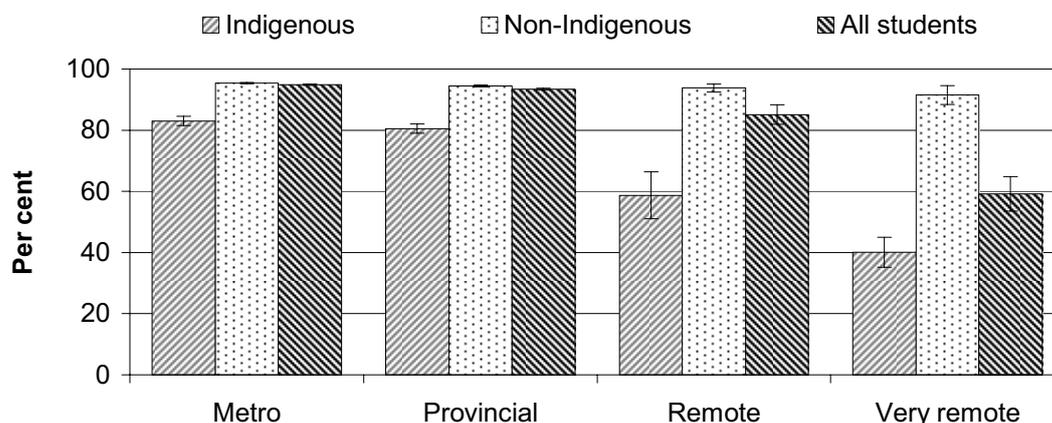
^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.80.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.80.

Nationally, the proportion of assessed students who achieved at or above the numeracy national minimum standard by geolocation in 2009 was:

- 94.7–95.1 per cent for all year 3 students in metropolitan areas, higher than the proportion for provincial students (93.1–93.7 per cent), remote students (81.9–88.3 per cent) and very remote students (53.6–64.8 per cent) (figure 4.55)
- 95.0–95.4 per cent for all year 5 students in metropolitan areas, higher than the proportion for provincial students (93.0–93.8 per cent), remote students (81.8–87.4 per cent) and very remote students (53.9–65.1 per cent) (table 4A.81)
- 95.4–96.0 per cent for all year 7 students in metropolitan areas, higher than the proportion for provincial students (93.6–94.4 per cent), remote students (81.9–88.7 per cent) and very remote students (55.4–67.0 per cent) (table 4A.81)
- 95.4–96.0 per cent for all year 9 students in metropolitan areas, higher than the proportion for provincial students (93.8–94.8 per cent), remote students (81.4–89.2 per cent) and very remote students (52.7–66.7 per cent) (table 4A.81).

Figure 4.55 National proportion of year 3 students achieving at or above the numeracy national minimum standard, by Indigenous status and geolocation, 2009^{a, b}



^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, 7 and 9 which are detailed in table 4A.81.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.81.

For all geolocation categories across years 3, 5, 7 and 9, the numeracy outcomes nationally for Indigenous students were lower than those for non-Indigenous students and all students. Nationally, outcomes for Indigenous students generally declined as remoteness increased — furthermore, the gap in learning outcomes between Indigenous students and non-Indigenous students, and between Indigenous students and all students, was generally greater in remote and very remote areas than in metropolitan and provincial areas.

Nationally, the proportion of assessed Indigenous students who achieved at or above the numeracy national minimum standard in 2009 was:

- 81.5–84.5 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (79.0–82.0 per cent). The proportion for remote students (51.0–66.4 per cent) was higher than for very remote students (35.2–45.0 per cent) (figure 4.55)
- 81.7–84.7 per cent for Indigenous year 5 students in metropolitan areas, no different to the proportion for provincial students (77.8–81.8 per cent). The proportion for remote students (50.8–63.8 per cent) was higher than for very remote students (35.4–45.2 per cent) (table 4A.81)

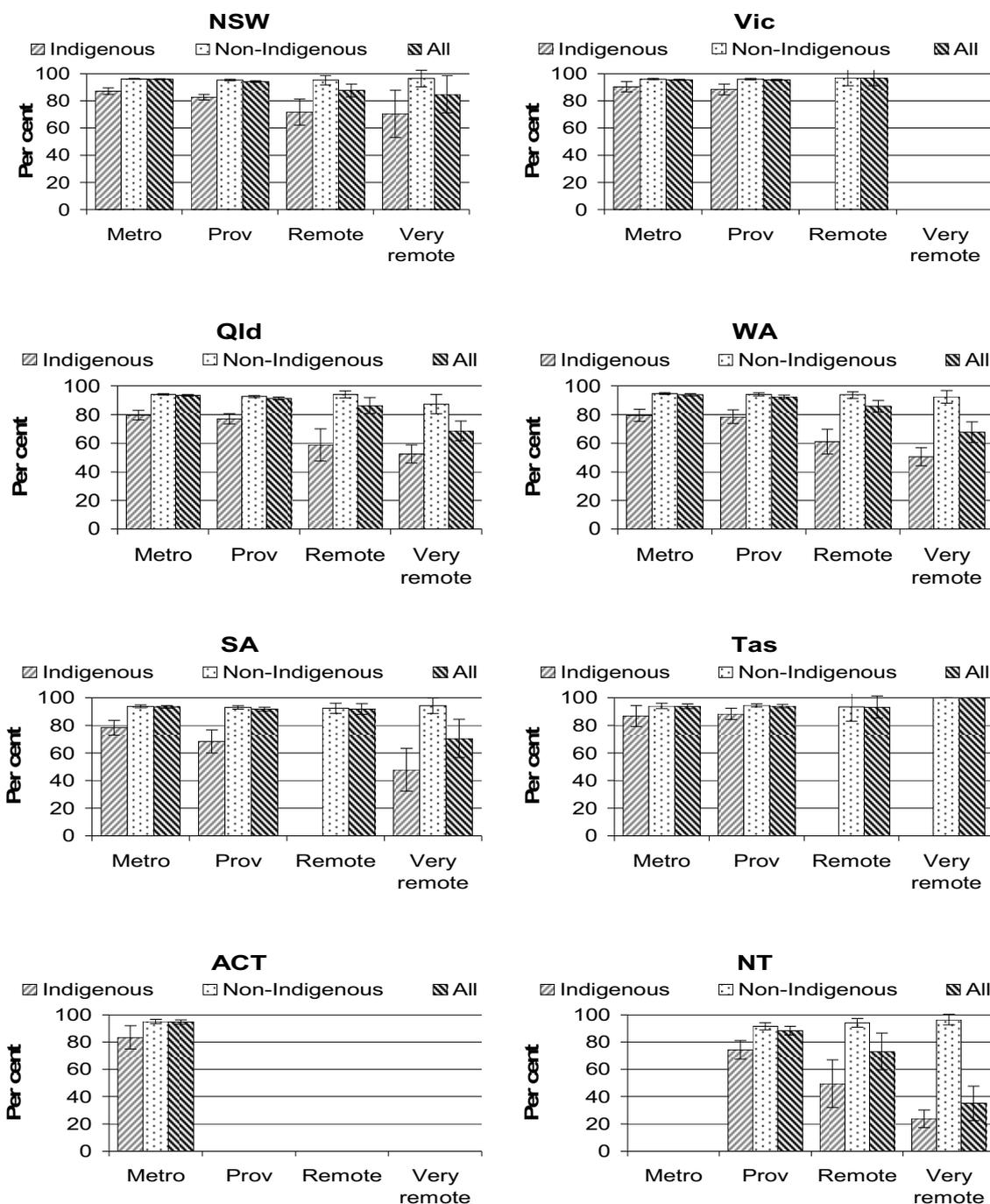
-
- 82.2–85.2 per cent for Indigenous year 7 students in metropolitan areas, higher than the proportion of provincial students (77.7–81.7 per cent), remote students (51.6–65.8 per cent) and very remote students (36.5–48.1 per cent) (table 4A.81)
 - 78.3–83.1 per cent for Indigenous year 9 students in metropolitan areas, no different to the proportion of provincial students (76.4–81.2 per cent). The proportion for remote students (51.8–68.2 per cent) was higher than for very remote students (34.4–47.4 per cent) (table 4A.81).

The proportion of non-Indigenous students who achieved the national minimum standard in each year level for numeracy, by geolocation is included in table 4A.81.

State and Territory results are presented for year 3 numeracy outcomes in figure 4.56 (results for years 5, 7 and 9 numeracy outcomes are in table 4A.81). Relatively large confidence intervals mean it is difficult to draw conclusions from these data. However, the general pattern in jurisdictions appears similar to the national results.

Proportions of exempt, absent and withdrawn, and assessed students in NAPLAN writing assessment, by Indigenous status are included in table 4A.87. National data on achievement of the national minimum standard for numeracy by socio-economic status are provided in table 4A.89.

Figure 4.56 Proportion of year 3 students achieving at or above the numeracy national minimum standard, by Indigenous status and geolocation, 2009^{a, b, c, d}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b Geolocation data are based on the MCEECDYA Schools Geographic Location Classification and represent school location. ^c 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. ^d Data are not published for provincial areas in the ACT, remote areas for Indigenous students in Victoria, South Australia and Tasmania and for Indigenous students in very remote areas in Tasmania.

Source: MCEECDYA (2009 and unpublished) 2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy; table 4A.81.

Achievement levels for numeracy

Nationally, the proportions of all year 3 students for numeracy in 2009 by achievement level were:

- at or below the national minimum standard — 17.4–18.2 per cent for all students (50.6–54.0 per cent for Indigenous students and 15.6–16.4 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 49.2–50.0 per cent for all students (38.2–41.0 per cent for Indigenous students and 49.9–50.7 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 32.0–33.0 per cent for all students (7.4–8.8 per cent for Indigenous students and 33.3–34.3 per cent for non-Indigenous students) (table 4A.82).

Nationally, the proportions of all year 5 students for numeracy in 2009 by achievement level were:

- at or below the national minimum standard — 19.2–20.0 per cent for all students (53.3–56.7 per cent for Indigenous students and 17.3–18.1 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 55.3–56.1 per cent for all students (38.5–41.5 per cent for Indigenous students and 56.2–57.0 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 24.2–25.2 per cent for all students (4.6–5.6 per cent for Indigenous students and 25.3–26.3 per cent for non-Indigenous students) (table 4A.83).

Nationally, the proportions of all year 7 students for numeracy in 2009 by achievement level were:

- at or below the national minimum standard — 18.1–19.1 per cent for all students (53.1–56.5 per cent for Indigenous students and 16.4–17.4 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 53.1–54.1 per cent for all students (38.3–41.1 per cent for Indigenous students and 53.8–54.8 per cent for non-Indigenous students)

-
- in high levels (defined as the top two NAPLAN performance bands) — 26.9–28.5 per cent for all students (4.8–6.0 per cent for Indigenous students and 28.0–29.6 per cent for non-Indigenous students) (table 4A.84).

Nationally, the proportions of all year 9 students for numeracy in 2009 by achievement level were:

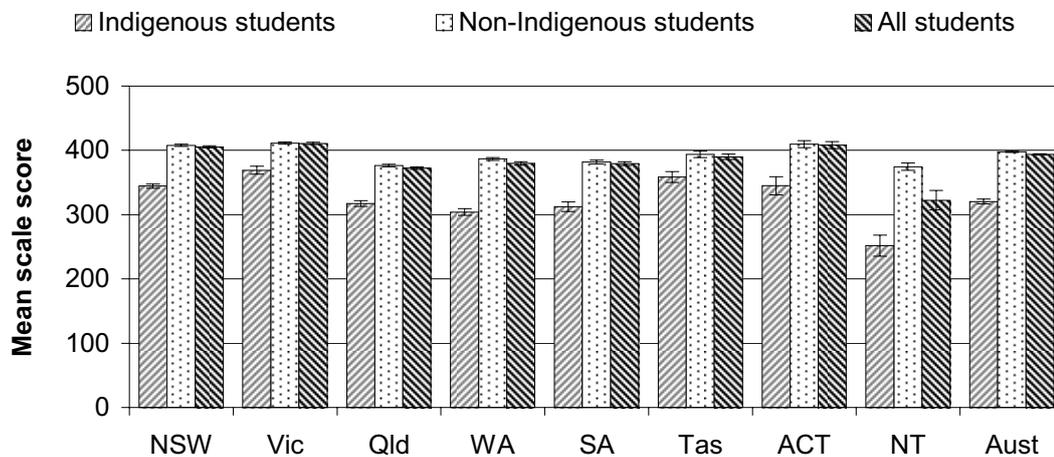
- at or below the national minimum standard — 19.1–20.5 per cent for all students (56.5–59.9 per cent for Indigenous students and 17.3–18.5 per cent for non-Indigenous students)
- in medium levels (defined as two NAPLAN performance bands above the minimum standard for the year level) — 55.8–57.0 per cent for all students (32.1–34.3 per cent for Indigenous students and 56.8–58.0 per cent for non-Indigenous students)
- in high levels (defined as the top two NAPLAN performance bands) — 22.9–24.7 per cent for all students (3.3–4.3 per cent for Indigenous students and 23.8–25.6 per cent for non-Indigenous students) (table 4A.85).

These outcomes varied across jurisdictions. Tables 4A.82–85 also include the proportions of Indigenous students who achieved below, and at, the national minimum standard for numeracy at each year level.

Mean scale scores

Nationally, the mean scale score for year 3 numeracy in 2009 for all students was 392.9–394.9. The mean scale score for Indigenous students was 316.9–324.1 and for non-Indigenous students was 396.7–398.7 (figure 4.57). These mean scale scores varied across jurisdictions.

Figure 4.57 **Mean scale scores for year 3 students for numeracy, 2009^a**
^b



^a Error bars represent the 95 per cent confidence interval associated with each point estimate. ^b For further information and caveats see table 4A.86.

Source: MCEECDYA (2009 and unpublished) *2009 National Assessment Program — Literacy and Numeracy: Achievement in Reading, Writing, Language Conventions and Numeracy*; table 4A.86.

Nationally, the mean scale score for year 5 numeracy in 2009 for all students was 485.8–487.8. The mean scale score for Indigenous students was 417.8–423.2 and for non-Indigenous students was 489.3–491.3 (table 4A.86). These mean scale scores varied across jurisdictions.

Nationally, the mean scale score for year 7 numeracy in 2009 for all students was 542.0–545.2. The mean scale score for Indigenous students was 471.7–477.1 and for non-Indigenous students was 545.4–548.6 (table 4A.86). These mean scale scores varied across jurisdictions.

Nationally, the mean scale score for year 9 numeracy in 2009 for all students was 587.4–590.8. The mean scale score for Indigenous students was 517.2–523.2 and for non-Indigenous students was 590.7–594.1 (table 4A.86). These mean scale scores varied across jurisdictions.

Time series analysis of NAPLAN outcome for 'numeracy performance'

This report contains time series data for NAPLAN outcomes for 'numeracy performance' for 2008 and 2009 (tables 4A.90–99). These data include proportions of each year level meeting the national minimum standard, by equity group; Indigenous status and geolocation; achievement bands by Indigenous status; and mean scale scores by Indigenous status. Confidence intervals for time series data for

the year 2009 in the time series analysis will differ from those included in the 2009 analysis above, as the confidence intervals in the time series analysis are equated to the base year (2008).

PISA data

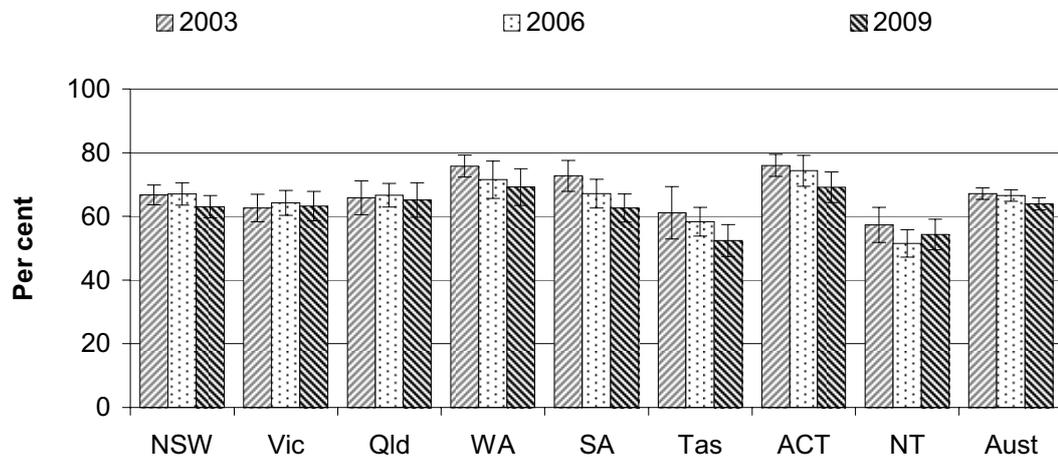
Mathematical literacy was the major domain tested in the PISA 2003 survey. Subsequent PISA surveys for mathematical literacy may be compared with the 2003 survey. In PISA 2009 the proportion of Australian 15 year old students who achieved at level 3 or above in mathematical literacy was 62.0–65.8 per cent, compared to 65.3–68.9 per cent in PISA 2003 and 64.7–68.3 per cent in PISA 2006 (figure 4.58).

The proportion by equity group who achieved level 3 or above for mathematical literacy in PISA 2009 was:

- 63.1–67.9 per cent for male students, no different to 59.9–64.7 per cent for female students
- 29.5–39.5 per cent for Indigenous students, compared with 62.9–66.7 per cent for non-Indigenous students
- 28.0–57.4 per cent for geographically remote students
- 42.2–47.2 per cent for students from low socioeconomic status families (table 4A.113).

These outcomes varied across jurisdictions. Data relating to outcomes for the 2006 and 2009 PISA mathematical literacy survey by socio-economic status are in table 4A.114. Data comparing outcomes for PISA surveys for the mathematical literacy domain in 2003, 2006 and 2009 are in tables 4A.112–113.

Figure 4.58 Proportion of 15 year old students achieving level 3 or above, overall mathematical literacy scale^{a, b}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b For PISA 2003 and PISA 2006, the PISA overall mathematical literacy scale has six defined proficiency levels, from level 6 (the highest) to level 1 (the lowest) with an additional level referred to as 'Below level 1' which covers those students who are unable to reach even the first threshold of the skills that PISA seeks to measure. For PISA 2009, level 1 is reported as level 1a and level 1b (the lowest) with an additional level referred to as 'Below level 1b'. Level 3 or above can be described as a level of achievement that is reasonably challenging and which requires students to demonstrate more than minimal or elementary skills to be regarded as reaching it.

Source: ACER (unpublished); table 4A.112.

Science literacy performance

'Science literacy performance' is an indicator of governments' objective that all students should attain high standards of knowledge, skill and understanding in agreed key learning areas (box 4.13).

Box 4.13 Science literacy performance

'Science literacy performance' is defined by three measures:

- Percentage of students achieving at or above the proficient standard on the scientific literacy scale: This is the proportion of assessed year 6 students who achieve at or above the proficient standard for scientific literacy, by jurisdiction. These data are also reported by sex, Indigenous status, and geolocation for 2006 and 2009, and by LBOTE status for 2009. The proficient standard for performance in scientific literacy is set at proficiency level 3.2 (of levels 1 to 4 or above) for year 6. This is a challenging but reasonable level of performance where to be regarded as having reached the proficient standard, students need to demonstrate more than the minimal or elementary skills expected of a student at that year level (ACARA 2010a).
- Percentage of students achieving at or above the proficient standard on the OECD PISA combined scientific literacy scale in a triennial international assessment: This is the proportion of assessed 15 year old students who achieve at or above the proficient standard on the OECD PISA combined scientific literacy scale for a given year, reported nationally by sex, Indigenous status, socioeconomic status and geolocation. A national standard of level 3 has been agreed for this measure.
- Percentage of students achieving at or above the proficient standard on the TIMSS science literacy scale in a quadrennial assessment: This is the proportion of assessed year 4 and year 8 students who achieve at or above the proficient standard on the TIMSS science literacy scale for a given year. A national standard of level 3 has been agreed for this measure.

A high or increasing proportion of students achieving at or above the scientific literacy national minimum standard/proficient standard is desirable.

Data for this indicator are comparable.

Data quality information for this indicator is under development.

The National Assessment Program — Science Literacy, Year 6 assessment measures the scientific literacy of a sample of students and is conducted triennially. It was first conducted in 2003, and subsequently in 2006 and 2009. Results from the 2009 national science literacy sample assessment are reported below. Detailed results from the 2006 assessment appear in the 2009 and 2010 Reports, along with rescaled data from 2003. Data from the 2003 assessment were included in detail in the 2006 Report.

Data from the 2003 assessment cannot be compared directly with 2006 and 2009 data. New baseline data were established in 2006 when a more robust test design was implemented. This involved the inclusion of more test items to provide better coverage of the assessment domain and better discrimination between students. The sampling frame was also expanded to include students from remote schools. Since

the 2009 results have been aligned specifically to the 2006 baseline data, only comparisons between the 2006 and 2009 results are valid.

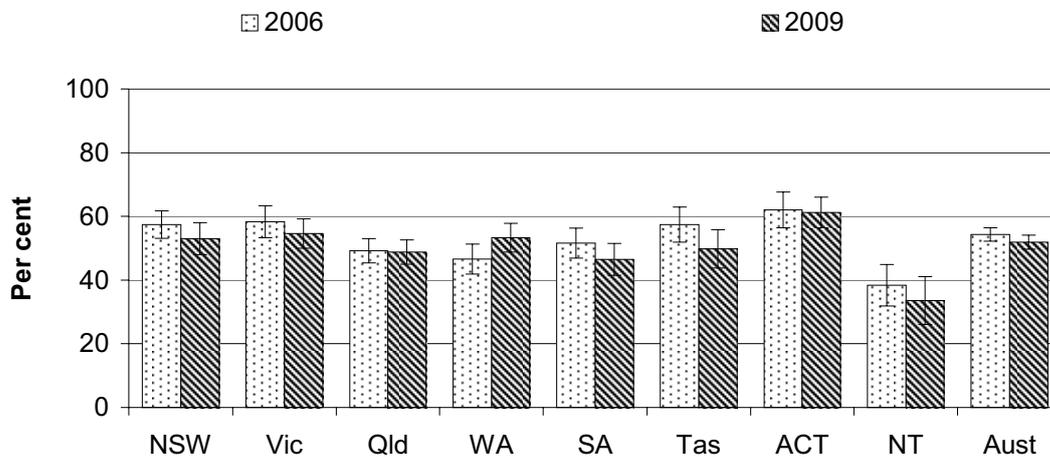
In 2009, approximately 5 per cent of the total Australian year 6 student population was randomly sampled and assessed. The sample was drawn from all states and territories and both government and non-government schools participated. Overall, 13 162 students from 618 government and non-government schools participated in the national science literacy assessment (ACARA 2010a).

Year 6 scientific literacy 2009 results are reported as the proportion of Australian students from the sampled students (year 6 enrolled in participating schools) who achieved at the proficient standard or above. Nationally, 49.7–54.1 per cent of participating year 6 students achieved at the proficient standard or above in scientific literacy. In 2006, 52.2–56.4 per cent achieved the proficient standard (figure 4.59). The national proportion of students by equity group who achieved at the proficient standard or above in scientific literacy in 2009 was:

- 49.1–54.3 per cent for female students, no different than the proportion for male students (49.7–54.9 per cent)
- 13.6–25.6 per cent for Indigenous students and 51.6–56.2 per cent for non-Indigenous students
- 44.0–53.8 per cent for LBOTE students (table 4A.102)

The national proportion of students by geolocation who achieved at the proficient standard or above in scientific literacy in 2009 was 50.8–56.0 per cent for metropolitan area students, no different to provincial areas (45.4–53.6 per cent) but higher than remote and very remote areas (25.7–42.1 per cent) (table 4A.101).

Figure 4.59 Proportion of year 6 students achieving at the proficient standard or above, science literacy^{a, b, c}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b Minimum standards such as the national minimum standards which are used for reporting NAPLAN results have not been set for scientific literacy. The standard for scientific literacy is set at proficiency level 3.2 (of levels 1 to 4 or above) — a challenging level of performance, with students needing to demonstrate more than minimal or elementary skills to be regarded as reaching it. Data represent the proportion of students at or above the proficient standard.

Source: ACARA (2010) *National Assessment Program — Science Literacy Year 6 Report, 2009*; table 4A.100.

PISA data

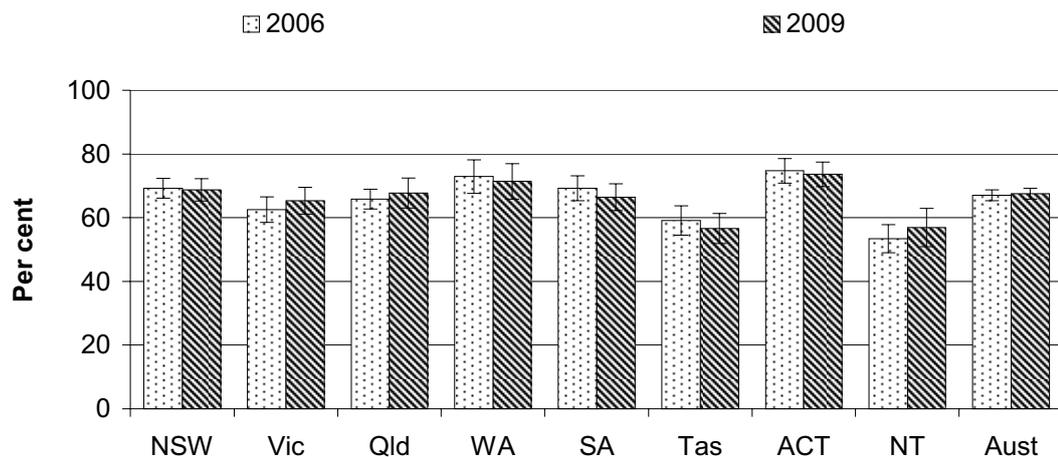
Scientific literacy was the major domain tested in the PISA 2006 survey. Subsequent PISA surveys for scientific literacy may be compared with the 2006 survey. In PISA 2009, the proportion of Australian 15 year old students who achieved at level 3 or above in scientific literacy was 65.8–69.2 per cent, compared to 65.3–68.7 per cent in PISA 2006 (figure 4.60).

The proportion by equity group who achieved level 3 or above for mathematical literacy in PISA 2009 was:

- 64.4–68.8 per cent for male students, no different to 66.2–70.4 per cent for female students
- 32.4–43.2 per cent for Indigenous students, compared with 66.8–70.2 per cent for non-Indigenous students
- 37.8–59.4 per cent for geographically remote students
- 46.9–51.9 per cent for students from low socioeconomic status families (table 4A.116).

These outcomes varied across jurisdictions. Data relating to outcomes for the 2006 and 2009 PISA science literacy survey by socio-economic status are in table 4A.117. Data comparing outcomes for PISA surveys for the science literacy domain in 2006 and 2009 are in tables 4A.115–117.

Figure 4.60 Proportion of 15 year old students achieving level 3 or above, overall scientific literacy scale^{a, b}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b For PISA 2006, the PISA overall scientific literacy scale has six defined proficiency levels, from level 6 (the highest) to level 1 (the lowest) with an additional level referred to as 'Below level 1' which covers those students who are unable to reach even the first threshold of the skills that PISA seeks to measure. For PISA 2009, level 1 is reported as level 1a and level 1b (the lowest) with an additional level referred to as 'Below level 1b'. Level 3 or above can be described as a level of achievement that is reasonably challenging and which requires students to demonstrate more than minimal or elementary skills to be regarded as reaching it.

Source: ACER (unpublished); table 4A.115.

Civics and citizenship performance

Civics and citizenship performance is an indicator of governments' objective that all students be active and informed citizens with an understanding and appreciation of Australia's system of government and civic life (box 4.14).

Box 4.14 Civics and citizenship performance

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). Proficiency standards represent points on the proficiency scale that represent a 'challenging but reasonable' expectation for typical Year 6 and 10 students to have reached by the end of each of those years of study. Thus the students need to demonstrate more than minimal or elementary skills to be regarded as having reached the standard appropriate to their year level. A proficient standard is not the same as a national minimum standard because the latter refers to the basic level needed to function at that year level whereas the former refers to what is expected of a student at that year level (MCEETYA 2009).

Holding other factors equal, a high proportion of students achieving at or above the applicable proficient standard in civics and citizenship performance is desirable.

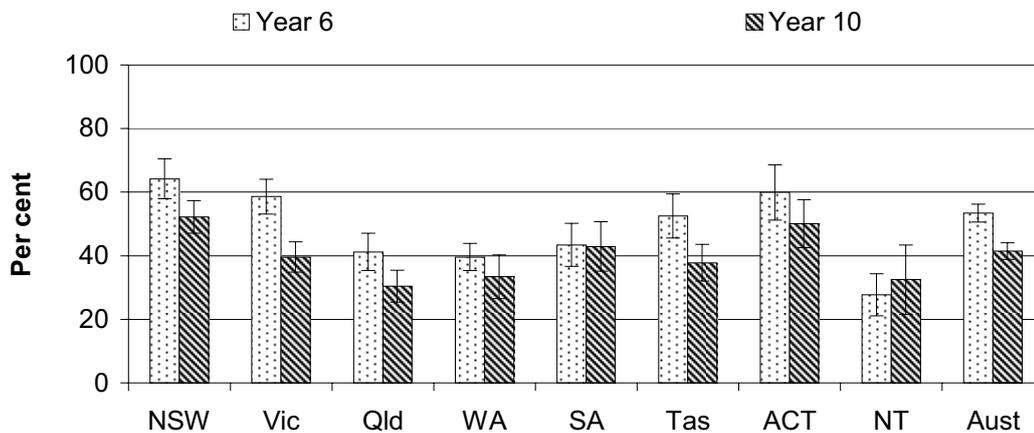
Data for this indicator are comparable.

Data quality information for this indicator is under development.

The National Years 6 and 10 Civics and Citizenship Assessment was conducted for the first time in 2004, and is conducted triennially. Results from the 2010 assessment are expected to be available for the 2012 Report. The 2007 sample was drawn from all states and territories and both government and non-government schools participated. In 2007, 7059 year 6 students from 349 government and non-government schools and 5506 year 10 students from 269 government and non-government schools participated in the national civics and citizenship assessment (MCEETYA 2009).

Nationally, the proportion of participating students who achieved at the proficient standard or above in civics and citizenship performance in 2007 was 50.6–56.2 per cent for year 6 students and 38.9–44.1 per cent for year 10 students (figure 4.61).

Figure 4.61 **Proportion of year 6 and 10 students achieving at the proficient standard or above, civics and citizenship performance, 2007^{a, b}**



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b National minimum standards such as those set 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 but reasonable 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 (2009) *National Assessment Program Civics and Citizenship Years 6 and 10 Report 2007*; table 4A.103.

The national proportion of year 6 students by equity group who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 53.8–60.6 per cent for female students, higher than the proportion for male students (46.6–53.2 per cent)
- 12.4–40.0 per cent for Indigenous students, lower than the proportion for non-Indigenous students (50.6–56.8 per cent)
- 41.1–56.7 per cent for LBOTE students (table 4A.105).

The national proportion of year 10 students by equity group who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 41.7–48.5 per cent for female students, higher than the proportion for male students (34.2–41.6 per cent)
- 10.4–26.6 per cent for Indigenous students, lower than the proportion for non-Indigenous students (39.7–44.9 per cent)
- 33.8–45.0 per cent for LBOTE students (table 4A.105).

The national proportion of year 6 students by geolocation who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 53.3–59.9 per cent for metropolitan students
- 42.0–53.8 per cent for provincial students
- 16.7–39.9 per cent for remote students (table 4A.104).

The national proportion of year 10 students by geolocation who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 40.1–46.5 per cent for metropolitan students
- 29.9–44.1 per cent for provincial students
- 11.4–35.6 per cent for remote students (table 4A.104).

Civics and citizenship performance by socio-economic status (parental occupation and parental educational attainment) are reported in MCEETYA (2009).

Information and communication technologies literacy performance

‘Information and communication technologies literacy performance’ is an indicator of governments’ objective that when students leave school, they should be confident, creative and productive users of new technologies, particularly information and communication technologies, and understand the impact of those technologies on society (box 4.15).

Box 4.15 Information and communication technologies literacy performance

'Information and communication technologies (ICT) literacy performance' is defined as the proportion of sampled year 6 and year 10 students achieving at or above the proficient standard in ICT knowledge and understanding, reported by sex, Indigenous status, LBOTE status and geolocation (national data only for subgroups).

The proficient standard for ICT literacy performance is set at proficiency level 3 for year 6 students, and at proficiency level 4 for year 10 students (of levels 1 to 6). This is a 'challenging but reasonable' level of performance (MCEECDYA 2010) where students need 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.

A high proportion of students achieving at or above the applicable proficient standard in ICT literacy performance is desirable.

Data for this indicator are comparable.

Data quality information for this indicator is under development.

The proficient standard for ICT literacy differs from the literacy and numeracy national minimum standards which describe the nationally agreed minimum acceptable standard for performance in that domain

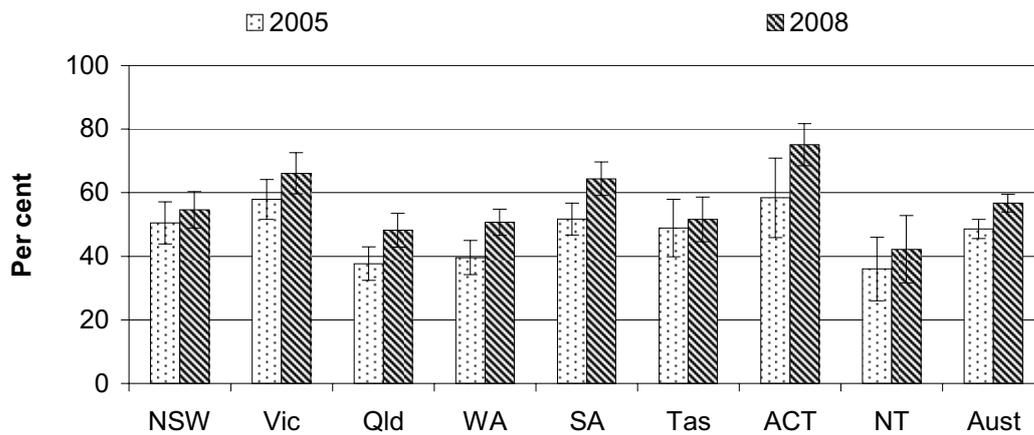
Student performance in ICT literacy is measured by a national sample assessment program resulting in comparable reporting against the standard. Performance in ICT literacy can be affected by socioeconomic circumstances, age, length of time spent in schooling, LBOTE and Indigenous status.

The National Assessment Program — Information and Communication Technologies (ICT) Years 6 and 10 assessment measures the ICT literacy of a sample of students and was conducted for the first time in 2005, and again in 2008. It will continue to be conducted triennially. The sample was drawn from all states and territories and both government and non-government schools participated. In 2008, 5604 year 6 students and 5322 year 10 students from 299 primary and 292 secondary schools across states and territories, participated in the national ICT assessment (MCEECDYA 2010).

Years 6 and 10 ICT literacy performance results for 2005 and 2008 are reported as a 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 ICT literacy performance was 53.9–59.5 per cent for year 6 students and 63.0–69.0 per cent for year 10 students, compared with

45.6–51.6 per cent for year 6 students and 58.1–64.3 per cent for year 10 students in 2005 (figures 4.62 and 4.63). National data on 2005 and 2008 ICT literacy performance by geolocation and equity group are contained in table 4A.107.

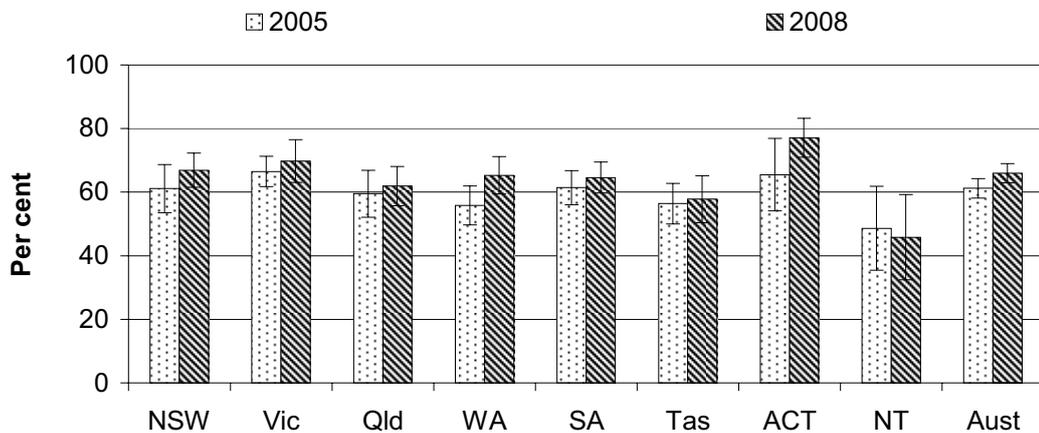
Figure 4.62 Proportion of year 6 students achieving at and above the proficient standard in information and communication technologies performance, 2005 and 2008^{a, b}



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b National minimum standards such as those set in literacy and numeracy have not been set for information and communication technologies performance. The standard for information and communication technologies performance is set at proficiency level 3 for year 6 (of levels 1 to 5 and above) a challenging but reasonable 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: MCEECDYA (2010) *National Assessment Program ICT Literacy Years 6 and 10 Report 2008*; table 4A.106.

Figure 4.63 **Proportion of year 10 students achieving at and above the proficient information and communication technologies performance, 2005 and 2008^{a, b}**



^a Error bars represent the 95 per cent confidence intervals associated with each point estimate. ^b National minimum standards such as those in literacy and numeracy have not been set for information and communication technologies performance. The standard for information and communication technologies performance is set at proficiency level 4 for year 10 (of levels 1 to 5 and above) a challenging but reasonable 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: MCEECDYA (2010) *National Assessment Program ICT Literacy Years 6 and 10 Report 2008*; table 4A.106.

Other outcomes

Vocational education and training (VET) in schools attainment

‘VET in schools attainment’ is an indicator of governments’ objective to provide vocational education and training in schools to assist all young people to secure their own futures by enhancing their transition to a broad range of post-school options and pathways. It is an indicator of students’ achievement of VET competency as part of their senior secondary schooling (box 4.16).

Box 4.16 VET in schools attainment

'VET in schools attainment' (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 greater access to, and/or better preparation for, a range of post-school pathways.

Care needs to be taken in interpreting this indicator as it may be influenced by a number of factors which differ across states and territories, such as:

- definition of VET in schools
- senior secondary certificate requirements
- access to VET in schools prior to year 11
- number of VET in schools options and pathways available to students, particularly those in rural and remote areas.

A new arrangement for the national reporting of VET in Schools statistics was implemented for 2005 data. Due to this break in series, data for 2005 and onwards should not be compared with data from other arrangements in previous years. Data for 2006 and later VET in Schools activity should also not be compared with 2005 VET in Schools activity because of data quality issues with 2005 data. The 2006 and later VET in Schools statistics are also subject to some data quality issues. These issues include differences in definition and compilation practices used by states and territories to populate some fields, resulting in anomalies between states and territories. For example, the number of school students undertaking a senior secondary certificate is not comparable across states and territories due to different definitions of a senior secondary certificate.

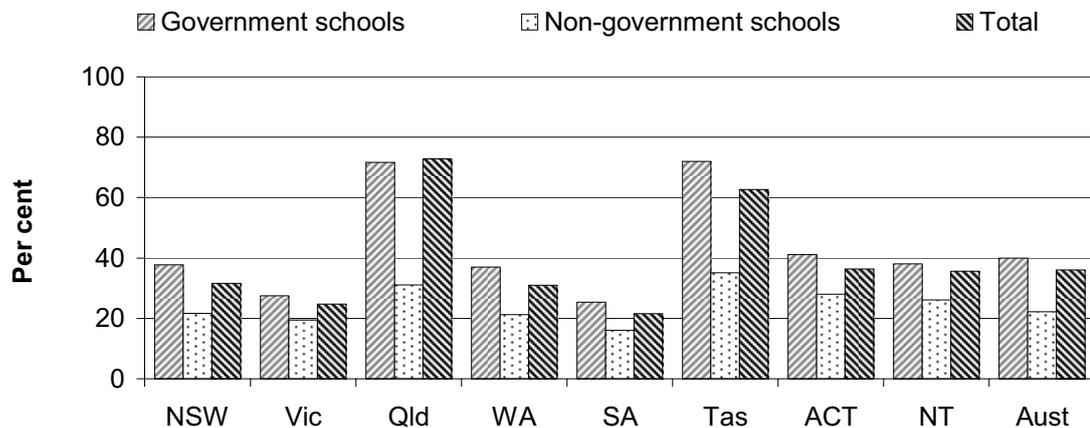
Data for this indicator are not directly comparable.

Data quality information for this indicator is under development.

From 2005, the MCEETYA agreed that the AVETMISS is the standard for reporting VET in Schools activity in Australia. The MCEETYA further agreed that these data would be collected by the senior secondary assessment authority in each State and Territory and reported through State Training Authorities to the national VET database compiled by the NCVET.

In 2008, 41.0 per cent of students undertaking a senior secondary school certificate were enrolled in at least one VET unit of competency/module (table 4A.134), and 36.1 per cent of students undertaking a senior secondary school certificate successfully completed at least one unit of competency/module of VET in schools (figure 4.64). These proportions varied across jurisdictions.

Figure 4.64 **Proportion of school students enrolled in a senior secondary school certificate who successfully completed at least one VET unit of competency/module, 2008^{a, b}**



^a Total includes other providers such as TAFE, community education, Australian Technical Colleges and students with more than one school type. Due to generally small numbers these are not presented separately. In Queensland, students in this category accounted for approximately 26 per cent of all VET in Schools students in 2008. ^b The 2008 VET in Schools statistics are subject to some data quality issues and should be interpreted with caution. These issues include that secondary data sources used are not sufficiently reliable or comparable to the AVETMISS-compliant data and some data are not captured in enrolment processes.

Source: NCVET (2010) *VET in Schools 2008*; MCEECDYA (unpublished) *VET In Schools* collection; table 4A.134.

Completion

‘Completion’ is an indicator of governments’ objectives that all students have access to high quality education and training to year 12 or equivalent, that provides clear and recognised pathways to further education, training and employment (box 4.17).

Box 4.17 Completion

'Completion' (completion rate) is defined by two measures:

- the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the estimated potential year 12 population. The estimated 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 completion rate is reported by socioeconomic status, geolocation and sex.
 - The criteria for obtaining a year 12 or equivalent certificate vary across jurisdictions. The aggregation of all postcode locations into three socioeconomic status categories — high, medium and low deciles — means there may be significant variation within the categories. Low deciles, for example, will include locations ranging from those of extreme disadvantage to those of moderate disadvantage.
 - Data for this measure are not directly comparable.
- the number of people aged 17–19 years who have completed year 10 or above, divided by the total population aged 17–19 years. Data are reported for all students, Indigenous students and non-Indigenous students.
 - Data for this measure are comparable.

Holding other factors constant, a higher or increasing completion rate suggests an improvement in educational outcomes.

Data quality information for this indicator in relation to the year 12 completions measure is at www.pc.gov.au/gsp/reports/rogs/2011. DQI for the year 10 completions measure is under development.

Year 12 completion rate

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

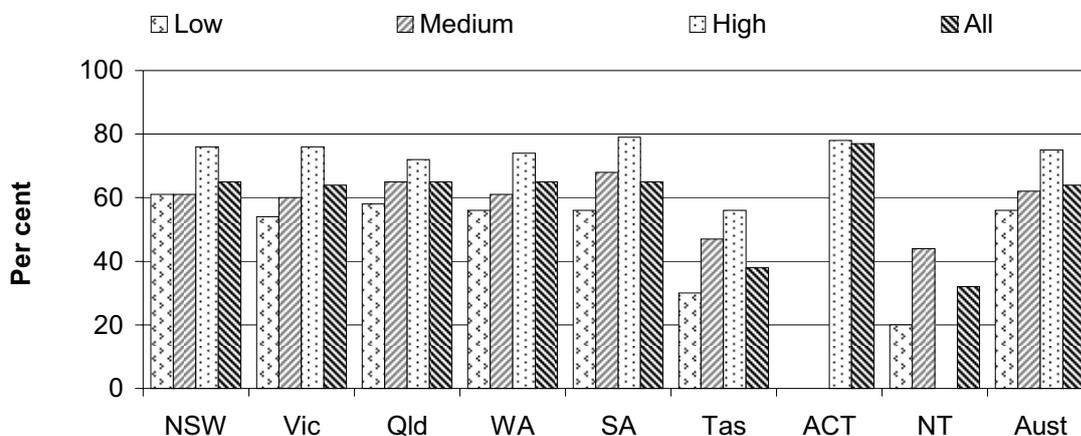
-
- small changes in population or completions can affect the estimates of completion rates, particularly for smaller states and territories
 - students completing their secondary education in TAFE institutes are included in reporting for some jurisdictions and not in others, and the proportion of these students also varies across jurisdictions.

Nationally, the year 12 completion rate for all students was 64 per cent in 2009. The completion rate for males was 58 per cent compared with 70 per cent for females (table 4A.130).

Socioeconomic status is determined according to the ABS Postal Area Index of Relative Socio-economic Disadvantage on the basis of postcode of students' home addresses. Low socioeconomic status is the average of the 3 lowest deciles, medium socioeconomic status is the average of the 4 middle deciles and high socioeconomic status is the average of the 3 highest deciles.

Nationally, year 12 completion rates for students from low (56 per cent) and medium socioeconomic backgrounds (62 per cent) were 19 percentage points and 13 percentage points respectively below those for students from a high (75 per cent) socioeconomic background in 2009 (figure 4.65). Completion rates were higher for female students than for male students in all socioeconomic categories (table 4A.130).

Figure 4.65 Completion rates, year 12, by socioeconomic status, 2009 (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 years divided by 5. ^b The ABS Postal Area Index of Relative Socio-economic 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 3 lowest deciles, medium socioeconomic status is the average of the 4 middle deciles and high socioeconomic status is the average of the 3 highest deciles. ^d A common total for socioeconomic 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 for the low and medium socioeconomic status deciles in the ACT and the high socioeconomic status deciles in the NT are not published due to small numbers.

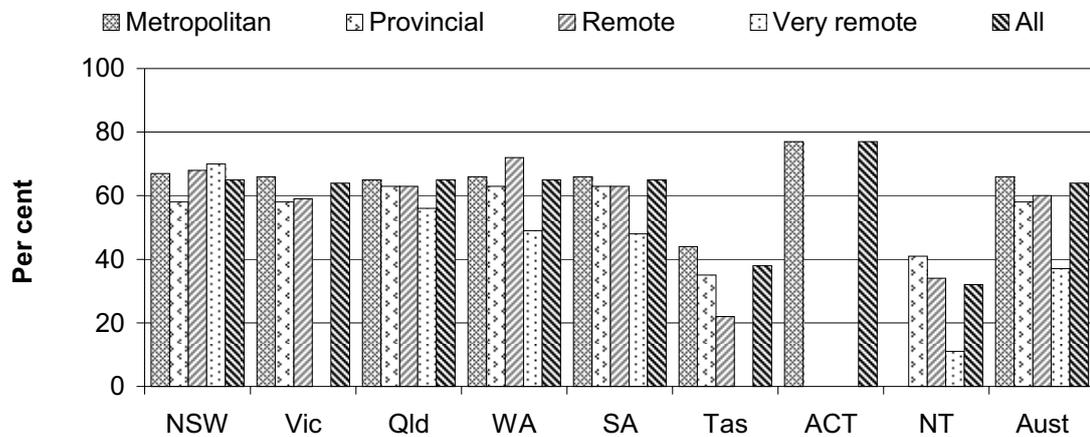
Source: DEEWR (unpublished); table 4A.130.

Geographic isolation is determined using the agreed MCEECDYA Geographic Location Classification.

Nationally, the completion rate was higher in the metropolitan zone (66 per cent) than in all areas (64 per cent). The completion rate was lower in the provincial zone (58 per cent), remote areas (60 per cent) and very remote areas (37 per cent), than for all areas (figure 4.66).

Completion rates were higher for females in all localities. In the metropolitan zone, the female completion rate was 71 per cent compared with 61 per cent for males. In the remote zone, the female completion rate was 68 per cent compared with 53 per cent for males (table 4A.131). Time series data on national completion rates are shown in tables 4A.130–131.

Figure 4.66 **Completion rates, year 12, by geolocation, 2009 (per cent)^{a, b, c, d, e}**



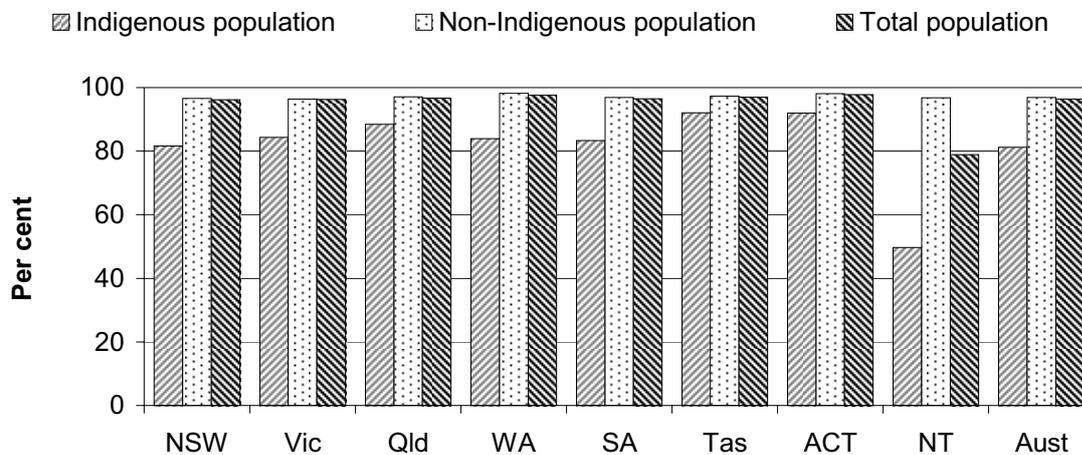
^a Completion rates are estimated by calculating the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population. The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by 5. ^b Definitions are based on the agreed MCEECDYA Geographic Location Classification. ^c The ACT is included in the metropolitan zone. ^d There are no metropolitan areas in the NT. ^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 population.

Source: DEEWR (unpublished); table 4A.131.

Year 10 or above completion rate

The proportion of the 17–19 year old population who had completed year 10 or above in 2006 was 96.4 per cent nationally. Completion rates for the non-Indigenous population were higher than the Indigenous population nationally (96.9 per cent and 81.2 per cent respectively) and across all jurisdictions (figure 4.67). These rates varied across jurisdictions.

Figure 4.67 Proportion of 17–19 year old population having completed year 10 or above, by Indigenous status, 2006^{a, b, c, d, e}



^a Australia includes 'Other Territories' ^b Persons aged 17–19 years who have identified as having attained year 10 or above (includes Certificate I/II nfd, but excludes Certificate I, Certificate nfd and persons whose level of non-school qualification could not be determined). Ungraded students are excluded. ^c Total population of all persons aged 17–19 years, excluding persons whose highest year of school completed was not stated. ^d 'Total population' includes those for whom Indigenous status is unknown. ^e The school commencing age varies across jurisdictions, and may impact on the proportions presented in this table. For more detail, see section 4.1 of the School education chapter.

Source: ABS (unpublished) 2006 Census of Population and Housing; table 4A.132.

The Early childhood, education and training (ECET) preface includes data relating to the proportion of the 20–24 and 20–64 year old populations having attained at least a year 12 or equivalent or AQF Certificate II; and the proportion of the 20–24 and 20–64 year old Indigenous and low SES populations having attained at least a year 12 or equivalent or AQF Certificate II (tables BA.21–23).

Destination

'Destination' is an indicator of governments' objective of ensuring that school leavers make successful transitions from school and continue to improve their skills through further post-school education, training and/or employment. It is an indicator of students' post-school transitions into education, training and employment (box 4.18).

Box 4.18 Destination

'Destination' (school leaver destination rate) is defined as the estimated number of school students who left school in a given year and who, in May the following year, were participating in post-school education, training or full time employment, as a percentage of the estimated number of all school leavers in that given year. It is reported by highest level of schooling completed (year 12 or year 11 and below).

Holding other factors constant, a higher or increasing estimated proportion of school leavers participating in further education, training or full time employment is likely to result in improved educational and employment outcomes in the longer term.

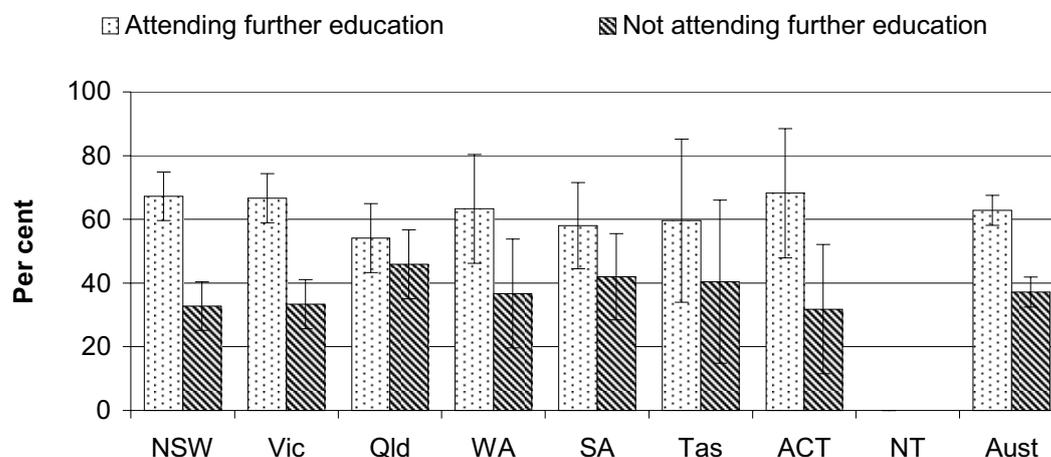
The data reported for this indicator relate to the jurisdiction in which the young person was resident the year after they left school and not necessarily the jurisdiction in which they attended school. The small number of young people included in this sample survey also means that disaggregation of destination estimates by jurisdiction can be unreliable, particularly for the smaller states and territories.

Data for this indicator are not directly comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

School leaver destination data disaggregated by jurisdiction need to be used with caution, especially for the smaller jurisdictions, due to the large confidence intervals associated with these survey data. Nationally, in 2009, 62.8 per cent of year 12 school leavers were enrolled in further study, with 41.2 per cent attending higher education and 21.5 per cent attending TAFE courses or other study (figure 4.68 and table 4A.133). For year 11 and below school leavers, 33.3 per cent were attending further education, almost all in TAFE or other study (table 4A.133).

Figure 4.68 Destination of year 12 students, 2009^{a, b, c, d, e}



^a Data are for year 12 students who left school in 2008. ^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 The 2009 *Survey of Education and Work* was not conducted in Indigenous communities in very remote areas, which affects the comparability of the NT results. ^e The NT estimate for attending further education has a relative standard error greater than 50 per cent. Therefore NT data are not included in this figure, as this estimate is considered too unreliable for general use. These data are in table 4A.133.

Source: ABS (unpublished) *Survey of Education and Work, Australia*; table 4A.133.

Of the 37.2 per cent of year 12 school leavers who were not attending further education, 11.7 per cent were employed full time and 21.5 per cent were either employed part time, unemployed or not in the labour force (table 4A.133). Detailed information relating to year 12, year 11 and below and all school leavers across jurisdictions is in table 4A.133.

The ECET preface of this Report includes 2009 school leaver destination data on those who attended school at any time previously for 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 2009 after leaving school (table BA.11).

The school leaver destination survey results reported in box 4.19 are from five jurisdictions' state/territory-specific surveys, using different research methods and data collection instruments. The individual jurisdictional surveys were developed for various purposes, such as to assist with operational, strategic and planning functions, as distinct from being designed for comparative national reporting. These data are presented as supplementary information to the national ABS data, providing some context, until nationally comparable data become available (box 4.19).

Box 4.19 School leaver destination survey results

Victoria

In Victoria, a survey of post-school destinations (On Track) has been conducted annually since 2003. Consenting year 12 or equivalent completers and early leavers (from years 10, 11 and 12) from all Victorian schools participate in a telephone survey early in the year after they leave school.

The 2010 *On Track* Survey contacted 36 179 (83.0 per cent) of the eligible 2009 year 12 or equivalent cohort comprising 555 schools, both government and non-government, as well as TAFE and Adult Community Education providers. Of these students, 75.3 per cent were in further education and training (48.8 per cent were enrolled at university, 18.0 per cent were TAFE enrolled and 8.5 per cent had taken up apprenticeships or traineeships). Of the 24.7 per cent who were not in further education and training, 11.3 per cent were in full or part time employment, 9.8 per cent had deferred a tertiary place and 3.6 per cent were looking for work.

Queensland

The annual Queensland Next Step destination survey, first conducted in 2005, targets all students who completed year 12 in government and non-government schools in the year after year 12 completion.

The 2010 Next Step survey collected responses from 36 638 year 12 graduates, an 82.3 per cent response rate. The results showed that 88.6 per cent were studying or in paid employment at the time of the survey. This includes 60.7 per cent who continued in some recognised form of education or training in the year after they left school. The most likely destination was university studies (36.1 per cent), followed by VET (24.6 per cent), which includes apprenticeships (8.0 per cent) and traineeships (4.0 per cent). Of year 12 completers, 39.3 per cent did not enter post-school education or training, but were either employed (27.9 per cent), seeking work (9.4 per cent), or neither studying nor in the labour force (2.0 per cent). Young people who deferred a university offer represented 7.4 per cent of the total cohort, most of whom were working (82.6 per cent).

WA

The WA School Leaver Destinations survey has been conducted annually since 1996. This telephone survey is designed to collect destinations data from public school year 12 completers. The 2010 collection resulted in destinations being obtained for 7329 (82.6 per cent) of the 8869 eligible year 12 public school students.

(Continued next page)

Box 4.19 (continued)

Of the 7329 responses, 60.6 per cent were in either education or training, with 31.3 per cent enrolled in university studies, 15.5 per cent in TAFE studies, 10.2 per cent having taken up either an apprenticeship or a traineeship, and 3.5 per cent either repeating year 12 studies or engaged in other training. In addition, 16.9 per cent were engaged in full time and 13.4 per cent in part time employment, 6.6 per cent were looking for a work or a study opportunity, and 2.5 per cent were neither working nor seeking work. There were 214 students who declined to participate and contact was lost with a further 1326 students.

Tasmania

Since 2007, all Year 10 students lodge a participation plan with the Tasmanian Qualifications Authority in the year they complete this final year of compulsory school. Students are required to be in an eligible option (education, training or employment) until they turn 17. Of the cohort of 6599 Year 10 students in 2008, 83 per cent continued with education and training the following year while 8 per cent gave their intended destination as employment. Of the 2007 year 10 cohort, 58 per cent were still participating in education and training in 2009.

Since 2008, the Authority has collected attainment data from most providers of post-year 10 education and training and is currently conducting early leavers/destination surveys for persons aged 15–19 years. Of the year 10 cohort in 2007, 76 per cent completed some learning in year 11 in 2008 and 62 per cent completed some learning in year 12 in 2009. Of the 2008 year 10 cohort, 77 per cent completed some learning in year 11 in 2009.

ACT

Since 2007, the ACT has conducted a telephone-based survey of government and non-government students who successfully completed year 12 in the preceding year. The survey seeks information on the destinations of students six months after completion of studies and satisfaction with the experience in year 11 and 12. Each year, responses are received from about 75 per cent of students contacted.

The 2009 survey found that amongst the 2008 graduates, 91 per cent were employed or studying in 2009 and overall 96 per cent found year 11 and 12 worthwhile. Of the 53 per cent of 2008 graduates studying in 2009, 62 per cent reported that they were studying at a Bachelor level or higher, 15 per cent at Certificate III level, 8 per cent at Diploma or Associate Diploma level, five per cent at Advanced Diploma or Associate Degree level, five per cent at Certificate IV level, and 5 per cent at other levels. Students who speak a language other than English at home were more likely to be studying (over 78 per cent) than those who did not (49 per cent).

Source: State and Territory governments (unpublished).

4.4 Future directions in performance reporting

COAG developments

Report on Government Services alignment with National Agreement reporting

Further alignment between the Report and NA indicators might occur in future reports as a result of developments in NA reporting and MCEECDYA's review of its Key Performance Measurement Framework relating to the Melbourne Declaration and COAG agreed measures.

Outcomes from review of Report on Government Services

COAG endorsed recommendations of a review of the RoGS in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future Reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the 'Review of the general performance indicator framework' and the 'Review of the performance indicators and their associated measures'. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

Completion rates, and Participation and retention rates

The year 12 completion rate included in this Report is expected to be reviewed and a nationally comparable measure included in future Reports.

The participation rate for 14–19 year olds includes part time students. However, the traditional year 7/8 to year 12 apparent retention rate, and the year 10–12 apparent retention rate, are based on full time school students only. These measures are under examination, and supplementary participation measures are reported in the ECET preface.

Nationally comparable reporting of learning outcomes

The National Summary Report of results from the 2010 NAPLAN was released on 10 September 2010 (ACARA 2010b). Results from a second report with more detailed information (including disaggregation by Indigenous status and geolocation) will be included in the 2012 Report.

Nationally consistent definitions

Nationally consistent definitions of most student background characteristics have been adopted for national reporting on students' educational achievement and outcomes. Ministers have endorsed standard definitions of sex, Indigenous status, socioeconomic background, language background and geographic location.

Student background information collected from parents through the enrolment process using the agreed data collection specifications and methodology is linked to student assessment results.

A definition of students with disabilities for nationally comparable reporting on students' outcomes has not yet been developed. However, all jurisdictions have agreed to report on their policies and practices for maximising the participation of students with disabilities in the national literacy and numeracy assessments.

Other areas to be identified

Additional indicators may be added to the school education performance indicator framework as further developments occur.

4.5 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

Australian Government comments

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The Australian Government's Education Revolution aims to ensure that all young Australians have the opportunity to acquire the knowledge and skills to enable them to reach their full potential.

The launch of the My School website by the Australian Curriculum, Assessment and Reporting Authority in January 2010 demonstrates the Australian Government's commitment to transparency and accountability in education. It made available for the first time, nationally comparable information on school performance and operating context. The information on the site is used to support accountability, school evaluation, collaborative policy development and resource allocation. The second version of the site will provide additional indicators, including student progress in National Assessment Program – Literacy and Numeracy (NAPLAN) and school finance data to further enhance information on schools in Australia.

The Australian Government and state and territory governments have committed, through the National Education Agreement and National Partnerships, to the objective that all Australian school students acquire the knowledge and skills to participate effectively in society and employment in a globalised economy.

The Youth Attainment and Transitions National Partnership aims to improve youth engagement, school level attainment and transition to education, employment or training. It supports the achievement of a national Year 12 or equivalent attainment rate of 90 per cent by 2015 and halving the gap in Indigenous Year 12 or equivalent attainment by 2020. The Compact with Young Australians which falls under this National Partnership has been implemented, and the two program elements, Youth Connections and School Business Community Partnership Brokers, commenced in January 2010. Under the Maximising Engagement, Attainment and Successful Transitions element of the National Partnership, states and territories are implementing initiatives in the reform areas of career development, multiple learning pathways and mentoring.

The Australian Government has been working with state, territory and non-government education providers to develop an Aboriginal and Torres Strait Islander Education Action Plan 2010–2014 which aims to put in place a framework of outcomes, targets, performance indicators and actions to Close the Gap between the outcomes of Aboriginal and Torres Strait Islander students and those of other students. The Plan includes actions at the national, systemic and local level across six domains — Readiness for school, Engagement and connections, Attendance, Literacy and numeracy, Leadership, quality teaching and workforce development and Pathways to real post-school options — that evidence suggests will make the most impact on closing the gap.

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New South Wales Government comments

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The NSW State Plan is aligned to the COAG targets and provides the overall direction and priorities for education and training in NSW. These include ensuring that all children are engaged in and benefiting from schooling.

2009 saw the passage of legislation to increase the school leaving age so that from January 2010 all students are required to complete school to Year 10 and then continue in either education or training, full-time paid employment, or a combination of these until at least age 17.

In early 2010, the NSW Minister for Education and Training formed the Cross Sectoral School Attendance Working Party, with representatives from the Department of Education and Training, the Catholic Education Commission of NSW, the Association of Independent Schools NSW and the NSW Board of Studies. All sectors are working together to develop common guidelines concerning the recording of student attendance and processes to deal with compulsory participation after Year 10. Post Year 10 options are supported by the sharing of best practice in our schools, partnerships with the business community and Commonwealth programs such as Youth Connections.

NSW is implementing extensive educational reform to improve high quality teaching and learning outcomes for students from schools in highly disadvantaged communities. Some of the approaches being taken through the Low Socio-Economic Status School Communities National Partnership include increased school-based innovation, strengthened school leadership and accountability and strengthened partnership arrangements between schools and their communities. The Partnership provides structural support and resourcing to facilitate innovative reform practices in partnership schools and more broadly within the communities of schools with which they are associated.

The results of the national literacy and numeracy tests held in 2009 confirm that the performance of NSW students is amongst the best in Australia. In every year level tested, NSW continues to be ranked in the top three performing jurisdictions in reading and numeracy. The proportion of NSW students achieving at or above the national minimum standard was above the national average across reading, writing, spelling, grammar and punctuation. NSW continues to have the highest participation rate for these tests.

Initiatives in 2010 to achieve the COAG target of closing the attainment gap between Aboriginal and non-Aboriginal students include \$6.8 million for tutorial assistance for Aboriginal students with low levels of literacy and numeracy, customised curriculum resources and learning programs, and intensive tutorial assistance and scholarships for Aboriginal students in Years 11 and 12.

The integration of the activities of all Australian Technical Colleges into the broader education and training effort has been achieved in NSW with the integration of four colleges in Dubbo, Gosford, Wollongong and Queanbeyan.

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Victorian Government comments

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The Victorian Government believes in an independent, autonomous and diverse school system. The Government is committed to ensuring that school leaders have sufficient resources and support, and in turn expects the highest standards from teachers and principals. In this way every child is given the best possible start in life.

Victorian students (in Years 3, 5, 7 and 9) continue to perform well above the national average in reading, writing and numeracy, as measured by the 2010 National Assessment Program Literacy and Numeracy.

The Ultranet is now operating and available to all government school students, their parents and their teachers. A world-leading online learning environment, the Ultranet connects teachers, parents and students, supports high quality learning and teaching, supports teacher collaboration, stimulates student engagement and allows learning to move beyond the classroom.

In line with COAG commitments, Victoria is working to improve educational opportunities for Aboriginal young children and school students. Key recent initiatives to help children and young people succeed at school have included the development of four new Koorie Pathway Schools, employment of 15 new literacy coaches, and provision of scholarships to assist Aboriginal students in their senior secondary years.

Victoria continues to implement the Smarter Schools National Partnerships, which aim to improve the quality of Australian schooling and student outcomes. Together, these National Partnerships, covering literacy and numeracy, low socio-economic school communities, and improving teacher quality, are helping to improve student outcomes in Victoria.

Victoria continues to strengthen safeguards against bullying, including cyber bullying. Resources will be rolled out into all Victorian Government schools to help educate students about the dangers of cyberbullying and other cyber-threats. The initiative includes professional development for teachers.

The Business Working with Education Foundation was established to maximise engagement between business and education schools. By removing many of the barriers faced by business, and by facilitating increased support for public education, the Foundation is helping businesses and schools realise the benefits of working closer together.

In 2010, Victoria's Year 12 or equivalent attainment rate for 20-24-year-olds continued to climb to 88.1 per cent. It was above the 2010 national result of 85.6 per cent and above the results of all other Australian states.

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Queensland Government comments

“ Queensland drove a range of major policy agendas in 2010, including statewide consultations on major proposals contained in the discussion paper, *A Flying Start for Queensland Children*. The discussion proposed the transition of Year 7 to secondary school, the establishment of a single authority to oversight educational standards for all teachers and schools across Queensland, and committed to the recruitment and training of up to 3000 volunteers to assist young readers in classrooms across the state to build their confidence in, and enjoyment of, reading.

Further reforms include establishing Teaching Centres of Excellence and conducting a review of teacher pre-service preparation.

An ongoing priority for Queensland in 2010 was a strong focus on improving student literacy, numeracy and science results by:

- implementing the Government's response to Professor Geoff Masters' report *A Shared Challenge: Improving Literacy, Numeracy and Science Learning in Queensland Primary Schools*, including the trial of new literacy, numeracy and science tests for pre-service primary school teachers by the Queensland College of Teachers in 2010
- continuing the roll-out of its \$72.3 million three year Literacy and Numeracy Action Plan
- providing intensive teaching for Year 3 and 5 students not meeting national minimum standards in literacy and numeracy
- literacy and numeracy coaches in 175 schools as part of the Literacy and Numeracy National Partnership
- conducting summer schools to assist those Year 5 to 7 students not meeting national minimum standards in literacy and numeracy
- ongoing professional development for teachers to increase their skills and knowledge in assisting students under-performing in literacy and numeracy
- continuance of the Science Spark program including 15 Regional Science Managers to support the teaching of science in primary schools, 100 Primary Science Facilitators to improve knowledge of science for students in Years 4 to 7 and the expansion of the number of Earth Smart schools to 600.

The three schooling sectors united to tackle the problem of schoolyard violence. Members of the Queensland Schools Alliance Against Violence worked cooperatively to ensure the safety and wellbeing of all Queensland students.

The Queensland Education Leadership Institute (QELI) was launched in August 2010. QELI brings together the schooling sectors to develop the skills, knowledge and behaviour of current and aspiring school leaders. ”

These priorities support the Department's commitment to achieving goals set by the Queensland Government's *Toward Q2: Tomorrow's Queensland strategy*.

Western Australian Government comments

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The Western Australian Government supports a strong school education system that ensures all students leave school well prepared for their future; and have opportunities to develop the skills, knowledge and confidence they need to achieve their individual potential and play an active part in civic and economic life.

The Department continued its focus on the priority areas of literacy and numeracy, student behaviour and the development of the workforce. Early childhood development and learning, student attendance and the provision of greater flexibility to schools to support improvement initiatives were introduced as additional priority areas.

The first stage of the Western Australian Government's empowerment agenda was successfully implemented with an initial group of 34 public schools commencing as Independent Public Schools from the beginning of the 2010 school year. While they remain part of the public school system, the initiative offers school communities greater flexibilities in the areas of curriculum, student services, human resources, financial management, and buildings and facilities to support improved performance.

A new School Innovation and Reform Unit was established to manage the large local and national reform agenda in education, including implementation of the Independent Public Schools initiative and the National Partnership Agreements between the State and Commonwealth governments. Additional funds were granted to 28 schools to support innovative approaches to improving standards of student achievement. Projects ranged from innovations for students with particular needs to the use of new technologies in the learning environment.

Implementation of the *Better attendance: Brighter futures* strategy commenced in 2010. The strategy aims to improve attendance by developing programs linked directly to the local causes of irregular attendance. Schools are encouraged to work in partnership with parents and local communities to promote the benefits of regular student attendance.

In 2009, \$42.1 million in State and Commonwealth funds were allocated to achieve demonstrable improvement in the literacy and numeracy outcomes of 'at risk' students. Target groups included Aboriginal students, students with English as a Second Language, students with disabilities or learning difficulties, and students from communities with a low socioeconomic status.

WA continued its commitment to improving the educational outcomes of Aboriginal students through a range of programs and approaches which have a strong emphasis on quality teaching, effective leadership and engaging with parents and communities.

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South Australian Government comments

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The Department of Education and Children's Services (DECS) provides children's services and public education in SA. DECS has approximately 25 000 people working in over 1 000 different locations. Our schools and preschools provide services to more than 180 000 children, students and their families.

The new South Australian Certificate of Education (SACE) commenced in 2010. The SACE has been updated and strengthened to meet the needs of students, families, higher and further education providers, employers and the community. It aims to help all students develop the skills and knowledge they need to succeed. Related initiatives under the Government's School to Work strategy which help young people gain their SACE in conjunction with accredited training include Trade Schools for the Future, the Industry Skills Program and the Advanced Technology Industry School Pathways Program. From 2010 the Youth Compact strategy gave priority access to education and training places for young people between 15 and 24 years of age.

The Department's curriculum priorities include mathematics, science and literacy with a particular emphasis on primary schools. A key focus from the start of 2010 was science, with a professional development program delivered to all primary teachers to engender greater confidence in the teaching of science. Professional development in the "Maths for All" strategy was delivered to teacher facilitators in preparation for the 2011 rollout for all primary teachers. The DECS Literacy Secretariat established a state-wide network of Birth to year 12 literacy leaders. This provides opportunity for literacy leaders to engage in high quality professional learning, to identify resources and to network with colleagues sharing similar passions and professional challenges.

The Innovative Community Action Networks (ICAN) initiative was expanded to regional areas and all ICANs began offering case management and personalised learning support for identified upper primary students and families. ICANs support innovative and flexible local learning and engagement programs, including the provision of case management and customised learning programs to students in community based settings. Student Mentoring strategies now include students from years 5–9 in addition to the existing focus on years 10–12.

The number of Aboriginal students enrolled and retained in senior secondary years has continued to grow over the past 10 years with combined year 11 and 12 enrolments increasing from 327.6 (full time equivalent) in 2000 to 885.8 (full time equivalent) in 2010.

Teacher recruitment strategies that provide support for curriculum initiatives include the Country Teaching and New Beginnings Scholarships, Country Practicum Scholarships and the C (Career) Change program that assists teacher leaders who mentor new maths and science teachers.

A new system of acknowledging SA's most experienced teachers was introduced. The Step 9 pay increment is founded on a process of ongoing performance and professional development for teachers based on submission of performance development plans and annual reviews of teacher performance.

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Tasmanian Government comments

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Crucial to progressing the Department of Education’s strategic priorities — early years, literacy and numeracy, retention and building a knowledge-based society — is the provision of better education and training opportunities to give all Tasmanians a brighter future. The department is making evidence-based decisions on education and supporting those decisions with the financial resources to make them work.

Additional funding of \$16 million includes \$11.4 million to support a range of strategies agreed as part of Tasmania’s National Partnerships with the Australian Government as well as increased support for activities to reduce class sizes and improved support for schools with primary enrolments.

Funding has been targeted to address disadvantage and help close the economic gap by delivering education and services directly to communities and schools where there is the most need. *The Raising the Bar and Closing the Gap* initiative has seen \$8 million per annum provided by the state government and a further \$2 million per annum from the Australian government to address functional literacy and numeracy skills in primary schools. In 2011 this funding will increase to extend the initiative into high and combined schools.

Pivotal to the department’s commitment to the early years and meeting its goal to increase school readiness outcomes, is the important *Launching into Learning* initiative. The government currently invests \$4.25 million per year into programs across the state to help families support their children’s early learning and to give children the best possible start in life and at school. New child and family centres planned statewide will complement this early years initiative and are a significant investment in the wellbeing of Tasmanian children and families.

The department, in collaboration with stakeholders, has embarked on post-Year 10 reforms to ensure the best possible student-centred model for senior secondary education and training is in place by the beginning of 2011. The goal is to improve participation in education post Year 10, increase the number and level of qualified Tasmanians and have more students achieve the Tasmanian Certificate of Education with a meaningful qualification to start on a career pathway.

\$11.1 million has been provided for the construction of the first of five new Learning Information Network Centres. Centres under this project at Queenstown and Bridgewater will open in 2011.

Addressing National Partnership Agreements:

- *Literacy and Numeracy*: schools have whole school literacy and numeracy plans with a focus on effective and evidence-based teaching
- *Improving Teacher Quality*: the department has partnerships with the University of Tasmania to support teachers at all stages of their career
- *Low Socioeconomic School Communities*: participating communities are implementing one of seven strategies to effect positive change.

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Australian Capital Territory Government comments

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The ACT Department of Education and Training released in January 2010 its *Strategic Plan 2010 — 2013, Everyone matters*. The plan focuses on improvement and ensuring that the benefits are distributed equitably across the ACT community. Key priorities are engaging and retaining teachers of the highest quality, ensuring students have access to 21st century facilities, and renewing focus on school collaboration and improvement.

In 2010, a new model of school improvement was introduced with all schools being organised into four networks, led by a school network leader. The school network leader develops effective and purposeful partnerships within and across the four school networks. Partnerships are flexible and innovative, informed by high quality local, national and international practices and initiatives to improve the performance of every school.

With the implementation of the *Literacy and Numeracy Strategy 2009-2013*, 21 literacy and numeracy officers have been appointed to national partnership target schools, coaching teachers and supporting the schools with literacy and numeracy practices. In addition, 55 primary and high schools have identified a dedicated literacy and numeracy coordinator to coach staff and provide targeted support to students.

Two new departmental plans are important partners to the Strategic Plan: the *Excellence in disability education in ACT public schools, Strategic Plan 2010–2013* and the *Aboriginal and Torres Strait Islander Education Matters Strategic Plan 2010–2013*. Both documents commit to positive and long-lasting improvements in student outcomes.

The ACT Teacher Quality Institute, to begin operations in 2011, will be responsible for teacher registration, accreditation of pre-service teacher education programs, and certification of teachers in the ACT against national standards.

In response to the ACT Review of School Based Management, principals will have greater flexibility in the management of school resources and in staffing decisions in order to deliver on school improvement initiatives and greater accountability for achieving results.

Following changes to the *ACT Education Act 2004* which came into effect on 1 January 2010, all young people are now required to remain in education until achieving Year 10 and then participate full-time in education, training or employment until completing Year 12 or reaching age 17, whichever occurs first. This represents a significant shift in approach for many students and families.

The Building the Education Revolution program continues to refurbish, renew and modernise educational sites. Planning continues for the changing demographics of the ACT with two new schools opening in 2011 and other capital projects underway. All new schools will seek a five star green energy rating from the Green Building Council of Australia.

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Northern Territory Government comments

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The role of the Department of Education and Training (DET) is to improve educational and training outcomes and options for Territorians from their early years to adulthood.

National Partnerships have provided significant additional resourcing to progress a number of unprecedented reforms and strategic initiatives. Under the Smarter Schools National Partnership collaborative planning has seen the establishment of new working arrangements with the non-government sector; development and trialling of innovative and targeted local solutions and whole school improvement strategies; innovative strategies to address recruitment of quality suitably qualified personnel; and improvement of pre-service practicum and remote teacher recruitment and retention programs. An Evidence Based Practices Framework has been developed to enhance literacy and numeracy reform.

Participation by NT students in NAPLAN assessments increased dramatically in 2009. In 2008 participation rates ranged from 78.5 per cent to 85.0 per cent; in 2009 they ranged from 87.5 per cent to 96.3 per cent.

A Literacy and Numeracy Taskforce has been formed as part of the NT Government's Smart Territory strategy. The taskforce will work with schools across NT to drive improvements in literacy and numeracy, with oversight by a reference group of representatives from Charles Darwin University, local business, industry and education stakeholders.

DET has launched the Every Child Every Day Strategy to improve the enrolment, attendance and participation of young Territorians. The Strategy will require the commitment of parents, schools and communities to work together to address poor attendance and participation.

In 2011 the first NT students will graduate with the new NT Certificate of Education and Training (NTCET). The new qualification will require students to plan their transition from school to work, training or higher education through the Compulsory Learning Plan – a course undertaken by all Year 10 students across the NT for the first time in 2009.

Under the 200 Teachers program 170 teachers will be allocated to 80 remote NT Government schools and 30 teachers to the non-government sector, to allow schools to focus on re-engaging Indigenous students and improving attendance and re-enrolment, refreshing the curriculum to support this re-engagement and strengthening English as a Second Language delivery.

In line with the COAG National Aboriginal and Torres Strait Islander Education Action Plan, DET will work with communities to develop School Community Partnership Agreements.

A total of \$1.5 million is allocated over the next four years for the establishment of Centres of Excellence at existing senior secondary sites. The centres will provide opportunities for eligible students to gain access to innovative curriculum programs, industry experience and fast-tracked university entry.

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4.6 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. For example, the year 12 retention rate is calculated by dividing the total number of full time students in year 12 in the target year by the total number of full time students in year 10 two years before the target year.
Full time equivalent student	The FTE of a full time student is 1.0. The method of converting part time student numbers into FTEs is based on the student's workload compared with the workload usually undertaken by a full time student.
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	<p>Geographic categorisation is based on the agreed MCEECDYA Geographic Location Classification which, at the highest level, divides Australia into three zones (the metropolitan, provincial and remote zones). A further disaggregation comprises five categories: metropolitan and provincial zones each subdivided into two categories, and the remote zone. Further subdivisions of the two provincial zone categories and the remote zone category provide additional, more detailed, classification options. When data permit, a separate very remote zone can be reported along with the metropolitan, provincial and remote zones, as follows.</p> <p>A. Metropolitan zone</p> <ul style="list-style-type: none">• Mainland State capital city regions (Statistical Divisions (SDs)): Sydney, Melbourne, Brisbane, Adelaide and Perth SDs.• Major urban Statistical Districts (100 000 or more population): ACT–Queanbeyan, Cairns, Gold Coast–Tweed, Geelong, Hobart, Newcastle, Sunshine Coast, Townsville, Wollongong. <p>B. Provincial zone (non-remote)</p> <ul style="list-style-type: none">• Provincial city Statistical Districts plus Darwin SD.<ul style="list-style-type: none">• 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.• Other provincial areas (CD ARIA Plus score \leq 5.92)<ul style="list-style-type: none">• Inner provincial areas (CD ARIA Plus score \leq 2.4)• Outer provincial areas (CD ARIA Plus score $>$ 2.4 and \leq 5.92) <p>C. Remote zone</p> <ul style="list-style-type: none">• Remote zone (CD ARIA Plus score $>$ 5.92)<ul style="list-style-type: none">• Remote areas (CD ARIA Plus score $>$ 5.92 and \leq 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 (MCEECDYA 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 the two years spanned by the calendar year. When calculating the 2008-09 average expenditure per student, for example, the total expenditure figure is at 2008-09 but the total student number figure is the average of student numbers from 2008 and 2009.
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. For NAPLAN data, a student is considered to be 'Indigenous' if he or she identifies as being of Aboriginal and/or Torres Strait Islander origin.
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. For NAPLAN data, a student is considered to be 'LBOTE' if either the student or parents/guardians speak a language other than English at home.
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 and part time school students of a particular age (as at 1 July), expressed as a proportion of the estimated resident population of the same age (as at 30 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 identified in footnotes to specific tables.
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 therefore provide only a broad indication of the level of Australian Government funding.
Student-to-staff ratios	The number of FTE students per FTE teaching staff. Students at special schools are allocated to primary and secondary (see below). The FTE of staff includes those who are generally active in schools and ancillary education establishments.
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, ACT and the NT, pre-year 1 to year 7 in Qld, WA and SA.
Student, secondary	A student in secondary education, which commences at year 7 in NSW, Victoria, Tasmania, ACT and the NT, and at year 8 in Queensland, WA, and SA.
Students with a disability	Students included in the annual system reports to DEEWR. 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). For the Northern Territory, Assistant Teachers in Homeland Learning Centres and community school are included as teaching staff.
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.
VET in Schools	VET in Schools is a program which allows students to combine vocational studies with their general education curriculum. Students participating in VET in Schools continue to work towards their senior secondary school certificate, while the VET component of their studies gives them credit towards a nationally recognised VET qualification. The program may involve structured work placements and includes the options of a school-based apprenticeship and traineeship or VET subjects and courses.

4.7 List of attachment tables

Attachment tables are identified in references throughout this chapter by an ‘4A’ suffix (for example, table 4A.3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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5 Vocational education and training

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Attachment tables

Attachment tables are identified in references throughout this chapter by a '5A' suffix (for example, table 5A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

This chapter reports performance information about the equity, effectiveness and efficiency of government funded vocational education and training (VET) in Australia in 2009. The VET system delivers employment related skills across a wide range of vocations. It provides Australians with the skills to enter or re-enter the labour force, retrain for a new job or upgrade skills for an existing job. The VET system includes government and privately funded VET delivered through a number of methods by a wide range of training institutions and enterprises.

The focus of this chapter is on VET services delivered by providers receiving government funding, which includes training activity funded under the *National Agreement for Skills and Workforce Development* (NASWD). These services

include the provision of VET programs in government owned technical and further education (TAFE) institutes and universities with TAFE divisions, other government and community institutions, and government funded activity by private registered training organisations (RTOs). The scope of this chapter does not extend to VET services provided in schools (which are within the scope of school education in chapter 4) or university education (some information on university education is included in preface B).

The major improvements to reporting on VET this year include:

- co-location of data for the Indigenous cohort of students and graduates with those for the general cohort to make comparisons easier
- reporting additional data for non-Indigenous students and graduates across various indicators
- expanded scope for ‘government funded’ activity and reporting of associated training and expenditure data
- expansion of time series in some attachment tables
- expanded time series analysis of VET participation by Indigenous status under the ‘VET participation by target group’ equity indicator
- reporting the new measure of Qualification Equivalents (by Indigenous status) under the ‘skill profile’ outcome indicator
- replacing TAFE graduates data with data for ‘government funded VET’ graduates for measures under the ‘student employment and further study outcomes’ and ‘student satisfaction with VET’ outcome indicators, to capture VET activity funded by government more comprehensively
- inclusion of some ‘data quality information’ (DQI) documentation.

5.1 Profile of vocational education and training

Service overview

The VET system involves the interaction of students, employers, the Australian, State, Territory and local governments (as both purchasers and providers), and an increasing number of private and community RTOs. Students have access to a diverse range of programs and qualification levels, with course durations varying across modules or units of competency (a stand-alone course component or subject) (box 5.1).

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.

Box 5.1 Diversity of the VET system

VET programs range from a single module or unit of competency (which can involve fewer than 10 contact hours) to advanced diplomas (which can involve up to four years of study). All training in the VET system needs to be assessed, because many students complete modules or units of competency without intending to complete a course or qualification.

The types of training range from formal classroom learning to workplace-based learning, and can 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 an RTO arm; and businesses, organisations and government agencies that have RTO status to train their own staff. Group Training Organisations are RTOs and some RTOs may also be Australian Apprenticeship Centres (formerly New Apprenticeship Centres). Schools and universities provide dual award courses that combine traditional studies with VET, with an award from both the VET provider and the secondary school or university. In addition to formal VET delivered by an RTO, many people undertake on-the-job training in the workplace or attend training courses that do not lead to a recognised VET qualification.

Expenditure

Recurrent expenditure on VET by Australian, State and Territory governments totalled \$4.7 billion in 2009 — an increase of 6.4 per cent (in real terms) from 2008 (table 5A.1). Government recurrent expenditure was equal to \$317.57 per person aged 15–64 years across Australia in 2009 (table 5A.2). Further information on the breakdown of real funding by jurisdictions over a 5 year period is available in attachment tables 5A.1, 5A.2 and 5A.8.

Government funded activity is the primary focus of this Report. However, not all data can be limited to government funded activity. A representation of data used for statistical reporting is provided in figure 5.1. A detailed explanation of data inclusions and exclusions in this chapter is provided in box 5.2.

Figure 5.1 Scope of reporting

Training Funding Type	Registered Training Organisations		
	TAFE and other government providers	Community providers	Private providers
Government Funded			
Fee-for-Service (domestic and international)			

Data available for reporting and used to report government funded activity
 Data available for reporting and used to report VET activity
 Data not available for reporting

Box 5.2 Scope of VET reporting

Where this chapter refers to ‘government funded’ activity, it refers to VET activity that is funded under Commonwealth and State recurrent, Commonwealth specific and State specific funding. This includes activity funded under the NASWD (excluding VET in Schools). This definition of ‘government funded’ activity has been broadened from the 2010 Report, which included only VET activity that was funded under Commonwealth and State recurrent funding under the *Commonwealth–State Agreement for Skilling Australia’s Workforce* (CSASAW) (replaced by the NASWD on 1 January 2009). Historical data in this Report have been amended to reflect the revised definition of ‘government funded’ activity.

Where the chapter refers to ‘VET’ activity, it is referring to all VET data available for reporting unless otherwise specified.

Data on student participation, efficiency measures, student achievement, Qualification Equivalents, and competencies/modules completed in this chapter are limited to services that are government funded. These include VET services provided by:

- TAFE and other government providers, including multi-sector higher education institutions
- registered community providers and registered private providers.

(Continued on next page)

Box 5.2 (Continued)

Data on qualifications completed includes both government funded and non-government VET students.

The discussion in this chapter of student outcomes and student satisfaction focuses on students undertaking government funded training (that is, both recurrent and specific). Additional data relating to all VET providers are available in the attachment tables.

Data on employer engagement and satisfaction are on all nationally recognised training, from all provider types, irrespective of the funding.

Size and scope

In 2009, 30.8 per cent of Australians aged 15–64 years held a certificate or diploma as their highest level qualification (table BA.18). These qualifications could have been completed in schools, VET institutions or higher education institutions.

The VET sector is large and varied. Qualifications vary significantly in length, level and field. Approximately 1.7 million people were reported as participating in VET programs at 14 893 locations across Australia in 2009 (NCVER unpublished, table 5A.3). This represented 11.2 per cent of the population aged 15–64. The number of VET students increased by 0.4 per cent between 2008 and 2009, and increased by 3.4 per cent between 2005 and 2009 (NCVER unpublished).

Of the approximately 1.7 million VET students who were reported as participating in VET programs in 2009, 1.3 million students (74.7 per cent) were government funded (NCVER unpublished). The remaining 431 400 students participated on a fee-for-service basis as domestic students (22.5 per cent of all VET students) or were international students (2.8 per cent of all VET students). The proportion of domestic fee-for-service students decreased from 25.0 per cent of all VET students in 2005 to 22.5 per cent in 2009 (NCVER unpublished).

Students

Student participation data presented in this chapter refer to VET students who were government funded and where the program was delivered by TAFE or other government providers (including multi-sector higher education institutions), registered community providers or registered private providers only. The data do not include students who participated in VET programs in schools or undertook ‘recreation, leisure or personal enrichment’ education programs.

Nationally, 1.3 million students participated in VET programs funded by government through State and Territory agencies (table 5A.4). Between 2008 and 2009, the number of government funded students increased by 1.6 per cent (approximately 20 400 students) (table 5A.5). Between 2005 and 2009, the number of government funded VET students increased by 4.7 per cent (table 5A.5). In 2009, female student participation in government funded VET was 8.1 per cent and male participation was 8.5 per cent. The participation rate for the total population aged 15–64 years was 8.3 per cent (table 5A.11).

Of the 1.3 million government funded VET students who participated in government funded VET programs in 2009, 6.0 per cent, or 75 984, gained some recognition of prior learning (RPL) (table 5A.4).

Hours

Government funded VET students participated in 352.1 million government funded annual hours in 2009. On average, each government funded VET student in 2009 received 276.3 hours of VET (table 5A.4).

Courses

Vocational education and training (VET) qualifications range from non-award courses to certificates (levels I–IV), diplomas and above. In 2009, 12.2 per cent of government funded VET students were undertaking a diploma or above, 49.1 per cent were enrolled in a certificate level III or IV, 24.8 per cent were enrolled in a certificate level I or II or lower, and 13.9 per cent were enrolled in a course that did not lead directly to a qualification (table 5A.5).

Fields of study also varied greatly. In 2008, 29.1 per cent of qualifications completed by total VET students were in management and commerce, 15.9 per cent in engineering and related technologies, 15.6 per cent in society and culture, 9.1 per cent in food, and 6.1 per cent were in mixed field programs. Other fields studied by government funded VET students included hospitality and personal services, creative arts, information technology, agriculture, environment and related studies, education, and natural and physical sciences (NCVER unpublished)

Institutions

In 2009, government funded programs were delivered at 14 893 locations (that is, TAFE, government funded locations and the locations of all other registered training providers, including private providers that receive government funding for VET delivery) (table 5A.3).

The infrastructure (physical non-current assets) of government owned TAFE institutions and TAFE divisions of universities was valued at \$9.7 billion in 2009, of which 92.8 per cent comprised the value of land and buildings (table 5A.21). The value of net assets of government VET providers was \$683.09 per person aged 15–64 years across Australia in 2009. Asset values per person varied across jurisdictions (table 5A.6).

Roles and responsibilities in 2009

The Ministerial Council of Tertiary Education and Employment (MCTEE) replaced the former Ministerial Council for Vocational and Technical Education (MCVTE) from 1 July 2009, reflecting an April 2009 Council of Australian Governments (COAG) decision. A realignment of responsibilities and functions gave the MCTEE a broader, cross-sectoral role than that of MCVTE. Australian, State and Territory governments ministers provide direction through the MCTEE on national policy, strategy, priorities, goals and objectives, in partnership with industry, and private and public training providers. This direction was provided through the MCVTE until July 2009.

The MCTEE has responsibility for higher education, vocational education and training, non school international education, the Australian Qualifications Framework (AQF), employment, and youth policy relating to participation in tertiary education, work and workforce productivity.

State and Territory governments allocate funding for VET services and to support the maintenance of public training infrastructure. They oversee the delivery of publicly funded training and facilitate the development and training of the public VET workforce. State and Territory governments ensure the effective operation of the training market.

The Australian Government provides funding contributions to states and territories to support their training systems and also provides specific incentives, interventions and assistance for national priority areas.

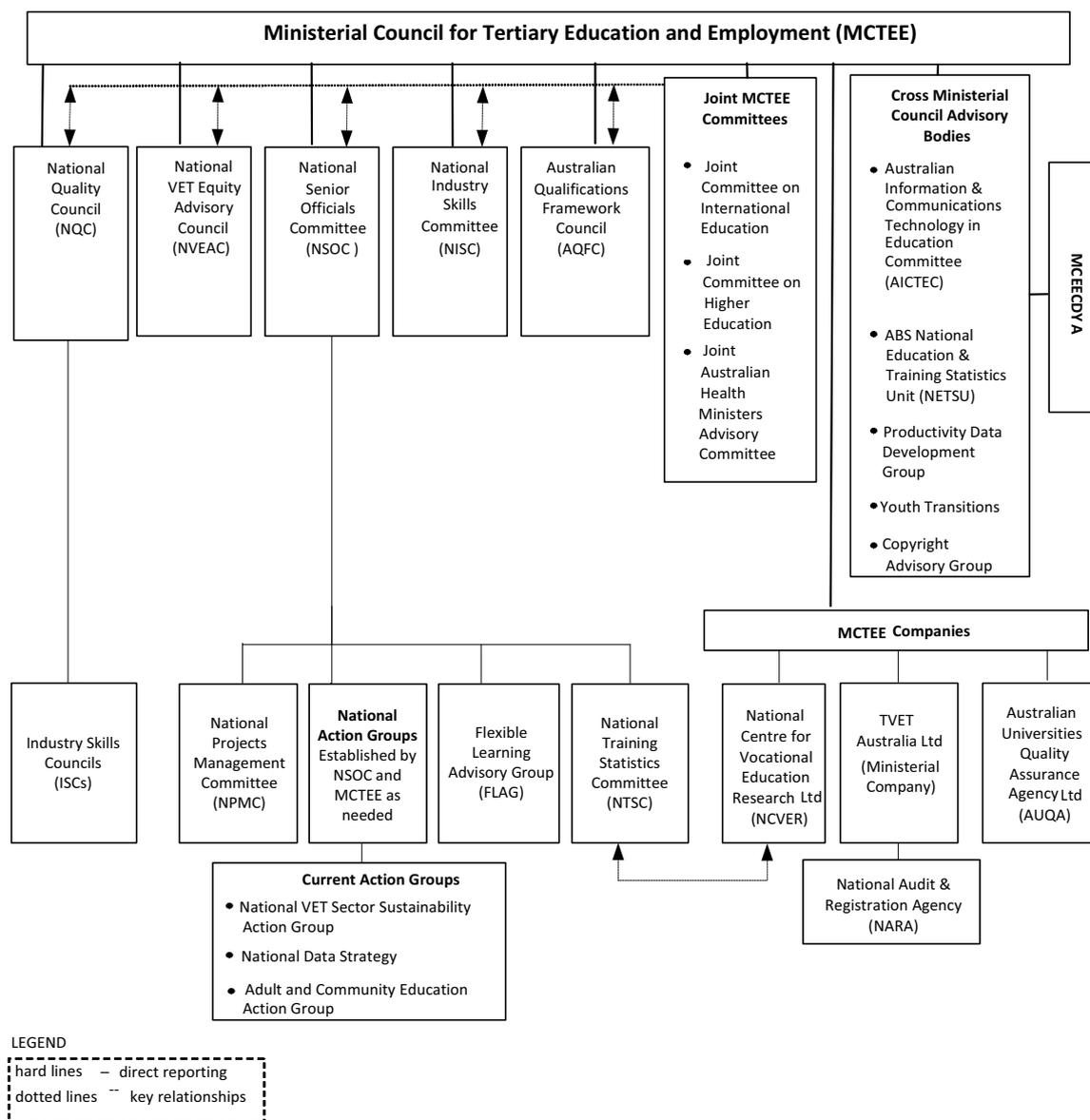
National Training System Framework in 2009

The NASWD came into effect on 1 January 2009. It replaced the CSASAW, which operated from 1 July 2005 until 31 December 2008. The NASWD sets out the commitment between the Commonwealth and the State and Territory governments to work towards increasing the skill levels of all Australians, including Indigenous Australians. The national reporting relationships as summarised in figure 5.2 were

formalised in early 2009, and were applicable until mid 2010 (certain relationships have since changed):

- One of the guiding principles for the training system is that industry needs to drive training priorities and delivery. Industry advice was provided to the MCTEE in 2009 through the National Industry Skills Committee (NISC). The NISC advised the MCTEE on workforce planning, future training priorities and other critical issues facing Australian industry.
- Skills Australia is an independent body established in 2008 to provide advice to the Commonwealth Minister for Education on Australia's current, emerging and future workforce development needs, and on current, emerging and future workforce skills needs. The *Skills Australia Act 2008* specifies that members of Skills Australia must have experience in academia, the provision of education and training, economics and industry.
- The National Quality Council (NQC), a committee of the MCTEE, oversees quality assurance and ensured national consistency in the application of the Australian Quality Training Framework (AQTF) standards for the audit and registration of training providers and endorsed training packages.
- As the administrative arm of the MCTEE, the National Senior Officials Committee (NSOC) implements decisions of the MCTEE, promotes national collaboration, and monitors the effectiveness of the national training system.
- In 2009 there were three client advisory taskforces, which advised ministers on how to improve outcomes for their respective client groups. These taskforces (the Disability Advisory Taskforce, Equity Advisory Taskforce, and Indigenous Advisory Taskforce) reported to the NSOC through the Advisory Alliance (part of National Action Groups and Taskforces figure 5.2).
- The National Training Statistics Committee (NTSC) is the key strategic and policy advisory forum for data collection and reporting. The National Centre for Vocational Education Research (NCVER), a ministerial company, provides secretariat services to the NTSC, and manages a VET research programme and VET statistical services.
- Technical and Vocational Education and Training (TVET) is another ministerial company. Its functions include providing the secretariat for the NQC, the Flexible Learning Advisory Group (FLAG) and the National VET Equity Advisory Council (NVEAC). TVET also offers eligible training providers national registration and management of registration and audit arrangements.
- Industry Skills Councils are funded by the Department of Education, Employment and Workplace Relations (DEEWR), and deliver Training Packages to the NQC for endorsement (figure 5.2).

Figure 5.2 National reporting relationships within the VET system in 2009^a



^a These national reporting relationships were formalised in early 2009, and were applicable until mid 2010 (covering the calendar 2009 reference period for data reported in this chapter).

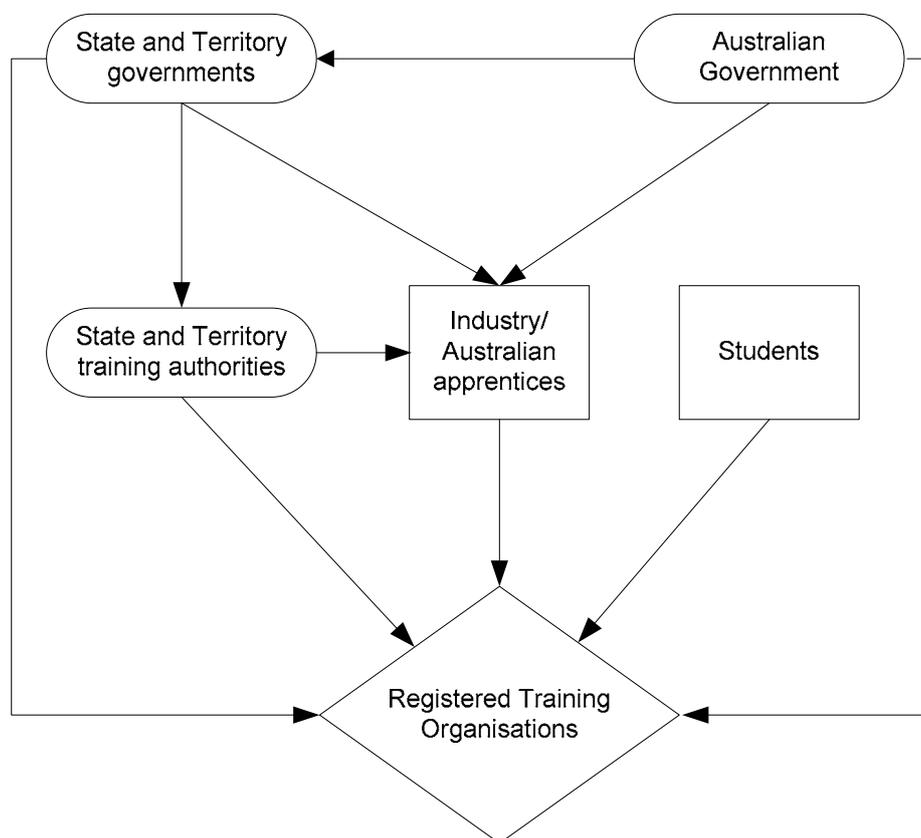
VET funding flows

State and Territory governments provide funding to VET providers, students and employers through State and Territory training authorities to support the delivery of training, improve student services and provide incentives for employers and apprentices. State and Territory governments provided \$3.2 billion in 2009 — 68.1 per cent of government funding. The Australian Government provided the

remainder of government funding (\$1.5 billion) (table 5A.8). Information on the comparability of funding data is provided in box 5.6.

Registered training organisations (RTOs) also received 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. The Australian, State and Territory governments provide funding for apprenticeships in the form of employer incentives and subsidies. The Australian Government also provides funding for Australian Apprenticeship Centres and employer incentives for Australian Apprenticeships (figure 5.3).

Figure 5.3 Major funding flows within the VET system



Allocation of VET funding

The majority of government VET funds are allocated to government VET providers based on the planned activity set by State and Territory training authorities. The disbursement of a component of VET funding on a competitive basis was introduced in the early 1990s to allocate additional Australian Government funds. Processes used to allocate funds on a competitive basis include:

- *competitive tendering*, whereby government and private RTOs compete for funding contracts from State and Territory training authorities in response to government offers (tenders)
- *user choice*, whereby the employer and apprentice/trainee choose a registered training provider and negotiate key aspects of their training, and then government funds flow to that provider
- *preferred supplier arrangements*, an extension of competitive tendering, whereby a contract is awarded to providers (chosen by the tender process) to provide training on a longer term basis.

In 2009, \$1.0 billion (21.7 per cent) of government VET funding was allocated on a competitive basis (including user choice arrangements) — 10.6 per cent more in real terms than in 2008 (table 5A.8). Further, \$523.8 million was allocated to non-government providers — a 9.8 per cent increase in real terms on 2008 (table 5A.7). The degree of competition in the tendering process varies across jurisdictions and within jurisdictions, depending on the program. Some tenders can be contested by any RTO (open competitive tendering), while some other tenders are restricted to RTOs able to deliver a specific type of training, for example, in a selected industry or to a particular client group (limited competitive tendering). Similarly, the scope for competition, in terms of the size of the market of potential providers, varies across jurisdictions.

5.2 Framework of performance indicators

This chapter provides information on the equity, effectiveness and efficiency of government funded VET services.

COAG has agreed six National Agreements to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services (see chapter 1 for more detail on reforms to federal financial relations). The NASWD (COAG 2009a) covers the areas of VET, and education and training indicators in the *National Indigenous Reform Agreement (NIRA)* (COAG 2009b) establish specific outcomes for reducing the level of disadvantage experienced by

Indigenous Australians. The agreements include sets of performance indicators, for which the Steering Committee collates annual performance information for analysis by the COAG Reform Council (CRC). The performance indicator results reported in this chapter and supporting data in attachment tables, have been revised where necessary, to align with the performance indicators in the National Agreements.

The NASWD was implemented on 1 January 2009, and contains objectives for VET (box 5.3) that inform the performance indicator framework for this chapter.

Box 5.3 Objectives for VET

The objectives for VET, sourced from the *National Agreement for Skills and Workforce Development*, are:

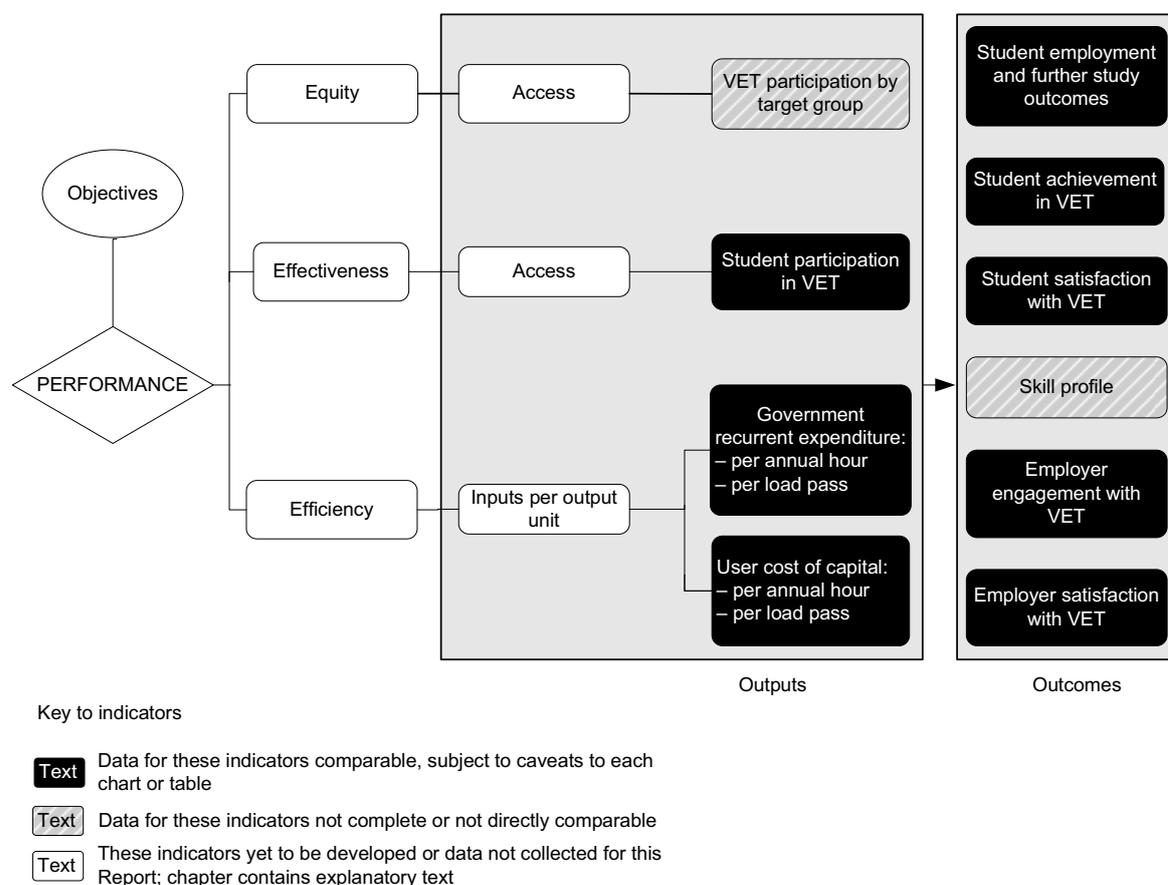
- 'All working aged Australians have the opportunity to develop the skills and qualifications needed, including through a responsive training system, to enable them to be effective participants in and contributors to the modern labour market.'
- 'Individuals are assisted to overcome barriers to education, training and employment, and are motivated to acquire and utilise new skills.'
- 'Australian industry and businesses develop, harness and utilise the skills and abilities of the workforce.'

Source: COAG (2009a).

The performance indicator framework distinguishes the outputs and outcomes of VET services, and shows which data are comparable in the 2011 Report (figure 5.4). The framework is consistent with the VET objectives (box 5.3). For data that are not directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

The Report's statistical appendix 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) (appendix A).

Figure 5.4 Performance indicators for VET services



5.3 Key performance indicator results

The equity, effectiveness and efficiency of VET services may be affected by different delivery environments, locations and types of client.

Outputs

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

Equity

A key national goal of the VET system is to increase opportunities and outcomes for disadvantaged groups. The designated equity groups are Indigenous Australians, residents of remote and very remote areas, people with disability and people

speaking a language other than English at home. This section includes indicators of access to VET by these target groups.

VET participation by target group

‘VET participation by target group’ is an indicator of governments’ objective to achieve equitable access to the VET system by target groups (Indigenous Australians, residents of remote and very remote areas, people with disability, and people speaking a language other than English at home), compared with that of the general population (box 5.4).

Box 5.4 VET participation by target group

‘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. The four target groups are:

- Indigenous Australians
- people from remote and very remote areas
- people with disability
- people speaking a language other than English (LOTE) at home.

It is desirable that VET participation by target group reaches a level that is comparable to that for all students. A lower participation rate means the target group is underrepresented in VET; a higher participation rate means the group is overrepresented in VET.

Care needs to be taken in interpreting the participation rates presented for people with disability, people speaking a language other than English at home, and Indigenous people, because the data depend on self-identification at the time of enrolment and the number of non-responses (that is, students who did not indicate whether or not they belong to these groups) varies across jurisdictions.

Data on participation by Indigenous status are for students identified as aged 15–64 years, and data on participation for other groups are reported for students of all ages. Data on participation are limited to students who have participated in Australia's government funded VET system.

Data reported for this indicator are not directly comparable.

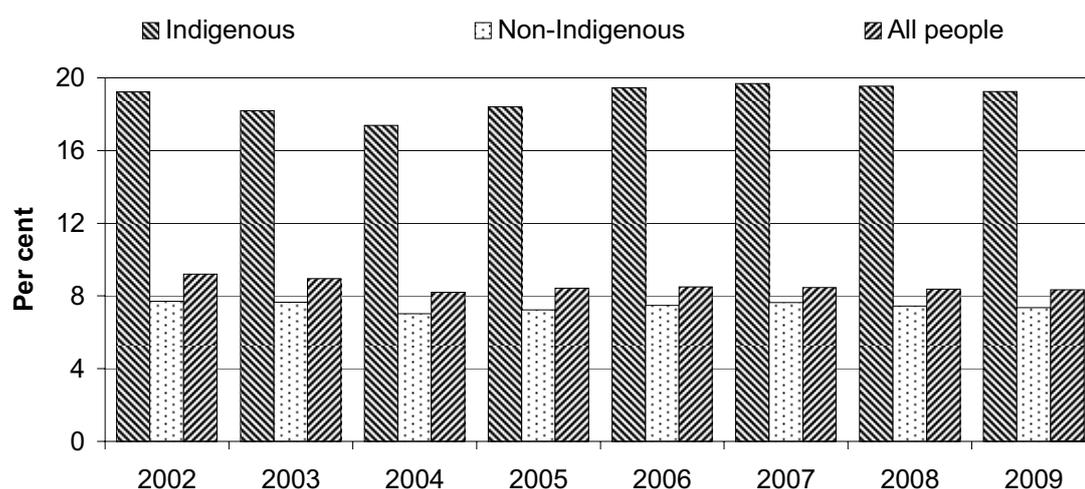
Data quality information for this indicator is under development.

VET participation by target group — Indigenous Australians

Nationally, the participation rate for the Indigenous population aged 15–64 years in government funded VET was 19.2 per cent in 2009, compared with 18.4 per cent in 2005 and 19.2 per cent in 2002. The participation rate for the non-Indigenous population aged 15–64 years was 7.4 per cent in 2009, compared with 7.2 per cent in 2005 and 7.7 per cent in 2002. The participation rate for the general population aged 15–64 years was 8.3 per cent in 2009, compared with 8.4 per cent in 2005 and 9.2 per cent in 2002 (figure 5.5).

These student participation data are not age standardised, so the younger age profile of the Indigenous population relative to all Australians is likely to affect the results.

Figure 5.5 National VET participation rate for 15–64 year olds, by Indigenous status^{a, b}

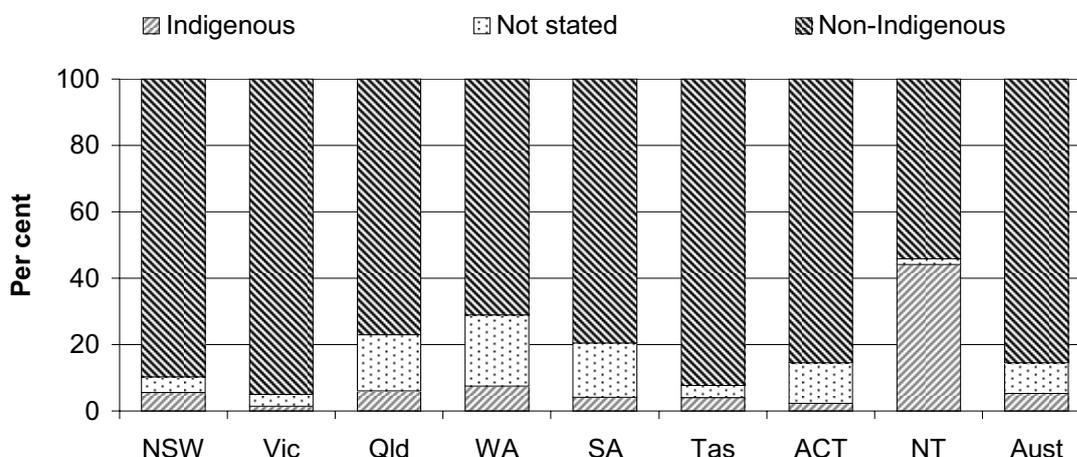


^a Data are for government recurrent funded VET students. ^b The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June (ABS series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June.

Source: NCVET (unpublished) National VET provider collection; ABS (2009), *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.10.

In 2009, 5.3 per cent of government funded VET students in Australia (of all ages) identified themselves as Indigenous, while 9.2 per cent of students did not report their Indigenous status (figure 5.6). The proportion of government funded VET students who identified themselves as Indigenous (5.3 per cent) was higher than the proportion of Indigenous people in the total population nationally (2.5 per cent) (table 5A.15).

Figure 5.6 VET students, all ages, by Indigenous status, 2009^a



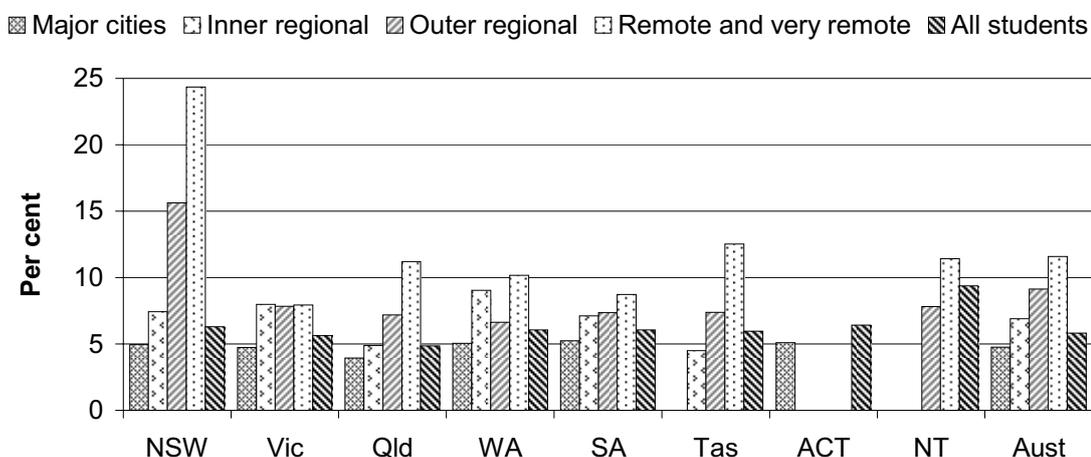
^a Data are for government recurrent funded VET students.

Source: NCVET (unpublished) National VET provider collection; table 5A.15.

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

VET student data by region are based on students' home postcode using the Accessibility and Remoteness Index for Australia (ARIA) classification system. Nationally, the government funded VET participation rate increased with remoteness. Participation was higher for people from remote and very remote areas (11.6 per cent) than for people from other geographic regions (9.1 per cent for outer regional areas, 6.9 per cent for inner regional areas and 4.8 per cent for major cities) compared with 5.8 per cent for all students (figure 5.7). Employment opportunities and the availability of alternative education services in regional and remote areas may affect the level of VET participation in these areas.

Figure 5.7 **VET participation rate for people of all ages, by region, 2009^{a, b, c}**



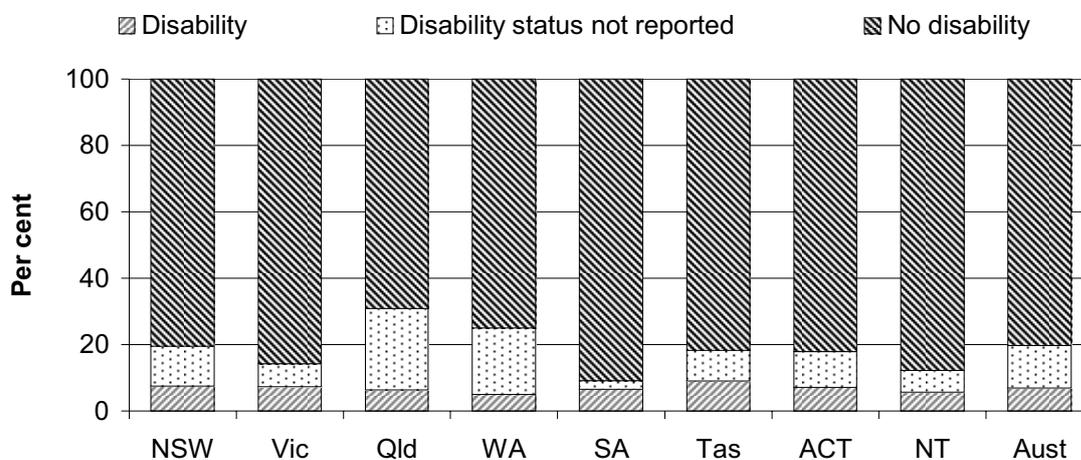
a Data are for government recurrent funded VET students. **b** The participation rate for students from the various regions is the number of students participating in VET (based on students' home postcode) as a proportion of the total population that resides in that region. **c** There are no very remote areas in Victoria, no major cities in Tasmania, no outer regional areas, remote areas or very remote areas in the ACT, and no major cities or inner regional areas in the NT. Data for ACT inner regional areas are not published due to a high proportion of these areas sharing postcodes with NSW that cannot be disaggregated, but are included in the Australian totals.

Source: NCVET (unpublished) National VET provider collection; ABS (2010), *Regional Population Growth, Australia, 2008-09*, Cat. no. 3218.0; table 5A.12.

VET participation by target group — People with disability

Nationally, 6.9 per cent of government funded VET students in 2009 reported having disability, an impairment or a long-term condition (figure 5.8). Based on 2003 ABS SDAC survey data, an estimated 16.8 per cent of all 15–64 year olds in the population and 20.0 per cent of the total population reported having disability (derived from ABS 2004). The proportion of VET students reporting disability is not directly comparable with the proportion of the population reporting disability, as the classifications of disabilities differ. Within the VET system, the focus is on identifying students that require additional teaching and learning support.

Figure 5.8 VET students of all ages, by disability status, 2009^{a, b}



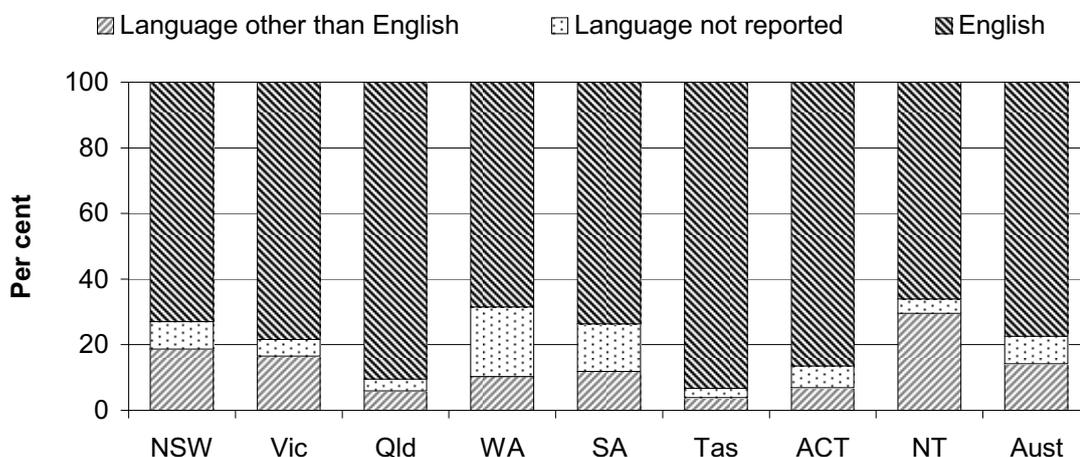
^a Data are for government recurrent funded VET students. ^b People with disability are defined as those who self-identify on enrolment forms that they have disability, an impairment or a long-term condition. Not all students respond to the relevant question on the enrolment form.

Source: NCVET (unpublished) National VET provider collection; table 5A.13.

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

In 2009, 14.2 per cent of government funded VET students reported speaking a language other than English at home (figure 5.9). By comparison, 15.8 per cent of the total population of Australia spoke a language other than English at home (derived from ABS 2006 *Census of Population and Housing*, table AA.5).

Figure 5.9 **VET students of all ages, by language spoken at home, 2009^{a, b}**



^a Data are for government recurrent funded VET students. ^b People with a language background other than English are those who self-identify on their enrolment form that they speak a language other than English at home. Not all students respond to the relevant question on the enrolment form.

Source: NCVET (unpublished) National VET provider collection; table 5A.14.

Effectiveness

A key national goal of the VET system is to enable development of a highly skilled workforce.

Student participation in VET

‘Student participation in VET’ is an indicator of governments’ objective to provide people aged 15–64 years with the level of access to the VET system that is necessary for a highly skilled workforce (box 5.5).

Box 5.5 Student participation in VET

'Student participation in VET' is defined by three measures:

- the number of 15–64 year olds participating in VET as a proportion of the population aged 15–64 years
- the number of 15–64 year olds participating in certificate level III qualifications and above as a proportion of the population aged 15–64 years
- the number of 15–64 year olds participating in diploma level qualifications and above as a proportion of the population aged 15–64 years.

High or increasing VET participation rates indicate high or increasing levels of access to the VET system by the general population. High or increasing proportions of VET students in certificate level III qualifications and above, and diploma level qualifications and above, indicate greater or increasing participation in higher skill level courses, which is desirable.

Data for qualifications at the level of diploma and above are a sub-set of data for the larger group of qualifications at the level of certificate III and above. Data are for government funded VET students.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

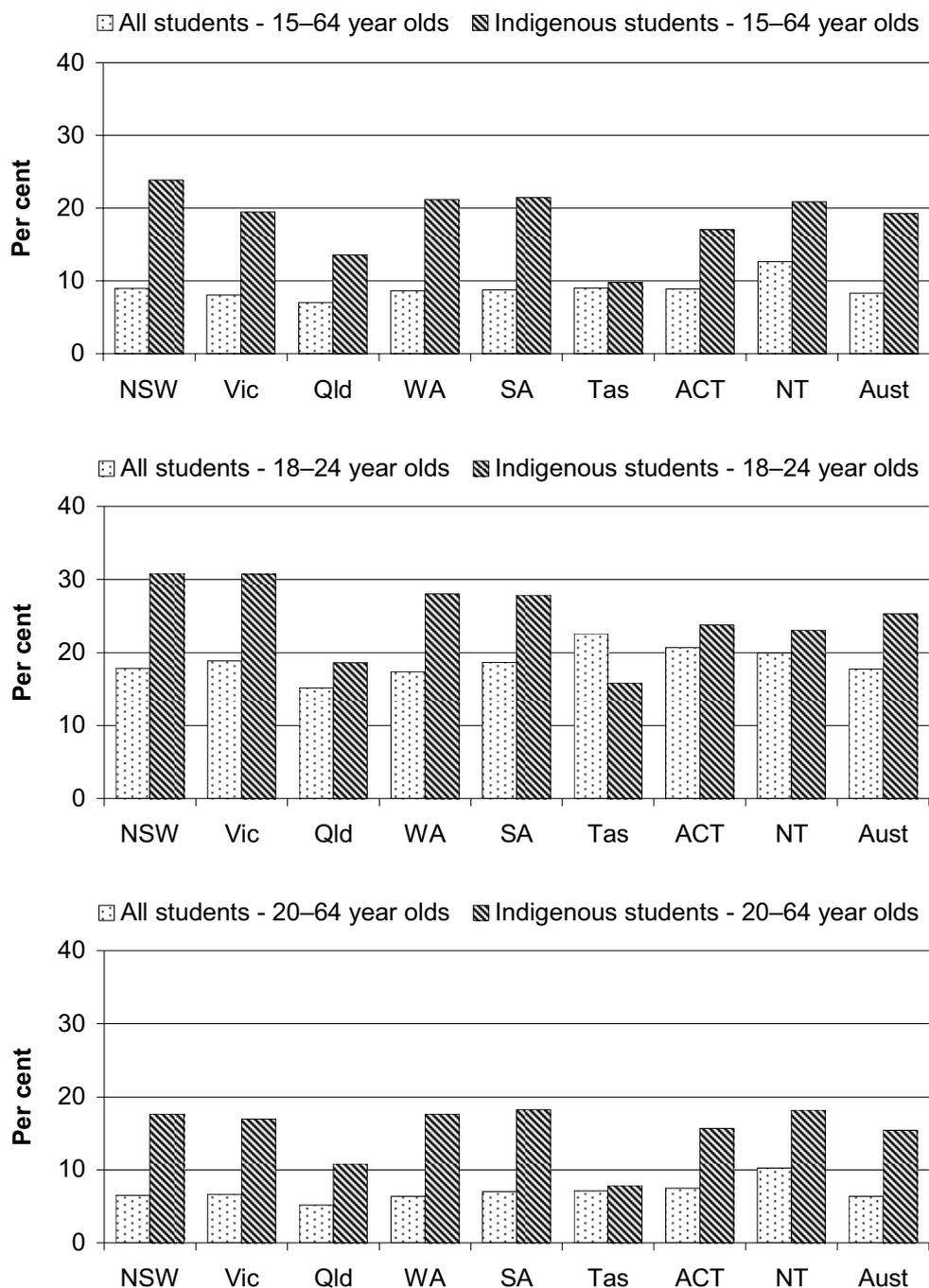
In 2009, 1.2 million people aged 15–64 years participated in government funded VET programs. This is equivalent to 8.3 per cent of people aged 15–64 years nationally. The proportion of people participating in VET declined in older age groups. The 1.2 million government funded VET students include:

- 388 500 or 20.4 per cent of all people aged 15–19 years
- 220 500 or 14.0 per cent of all people aged 20–24 years
- 622 800 or 5.9 per cent of all people aged 25–64 years (table 5A.9).

Figures 5.10–5.12 show VET participation rates for the 15–64 year old population and Indigenous population, and on the target age groups of 18–24 years and 20–64 years. The national participation rate for the general population aged 15–64 years was 8.3 per cent in 2009, compared with 19.2 per cent for the Indigenous population aged 15–64 years.

Nationally, 17.7 per cent of all people aged 18–24 years participated in government funded VET, compared with 25.3 per cent of the Indigenous population in the same age group, and 6.4 per cent of all people aged 20–64 years participated, compared with 15.4 per cent of the Indigenous population in the same age group.

Figure 5.10 VET participation rates, by target age group and Indigenous status, 2009^{a, b}



^a Data are for government recurrent funded VET students. ^b The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June 2009 (ABS 2009 Cat. no. 3201.0 series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June 2009.

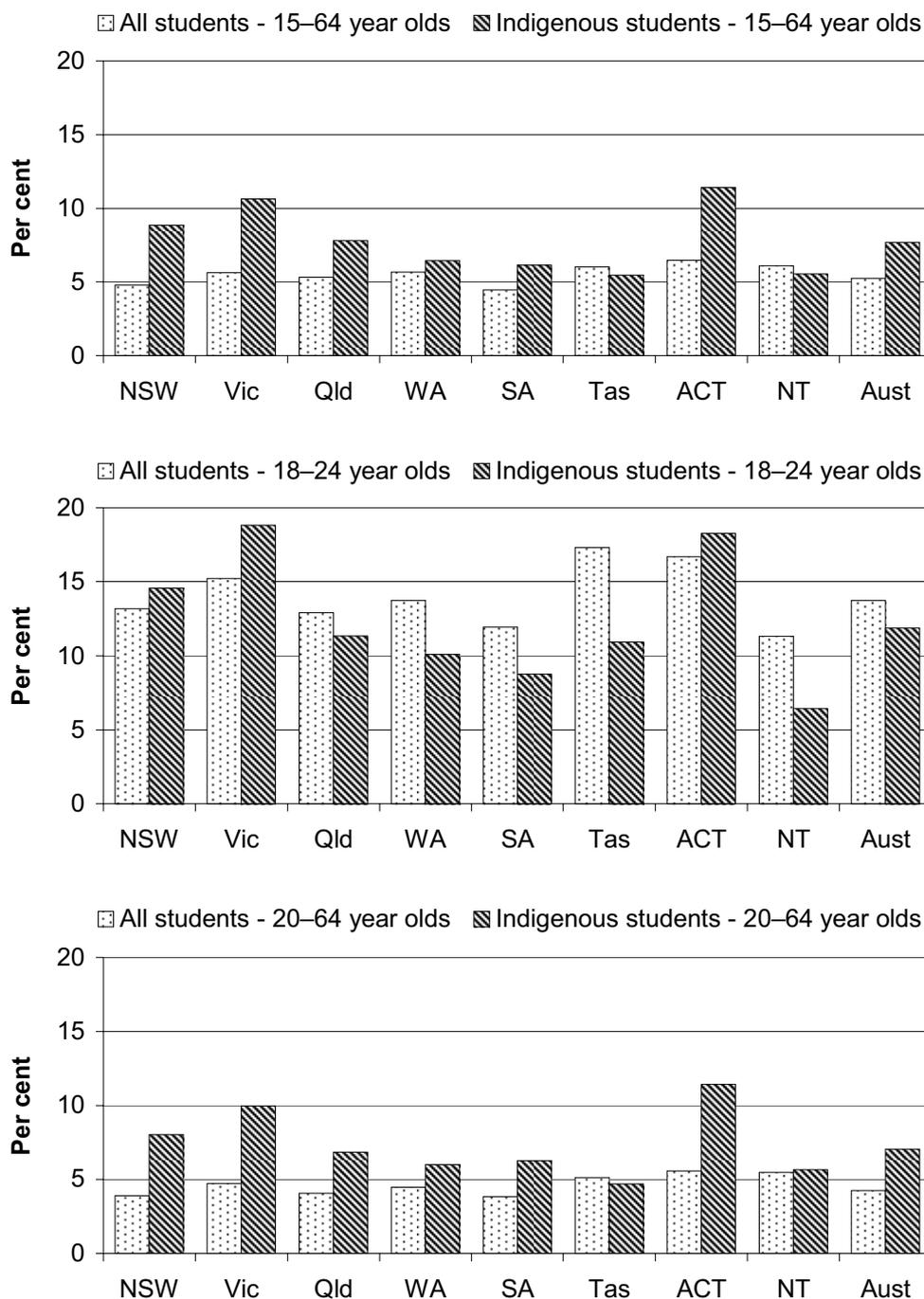
Source: NCVET (unpublished) National VET provider collection; ABS (2009) *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.10.

In 2009, approximately 773 900 people aged 15–64 years participated in a government funded VET program at the certificate III level or above, representing 5.2 per cent of the population aged 15–64 years (similar to the 4.9 per cent in 2005) (figure 5.11 and table 5A.17). This compares with 25 800 Indigenous people aged 15–64 years in 2009, or 7.7 per cent of the Indigenous population aged 15–64 years (figure 5.11).

The government funded VET students at the certificate III level or higher include:

- 13.7 per cent of all people aged 18–24 years, compared with 11.9 per cent of the Indigenous population in the same age group
- 4.3 per cent of all people aged 20–64 years, compared with 7.0 per cent of the Indigenous population in the same age group (figure 5.11).

Figure 5.11 VET participation in certificate III and above, by target age group and Indigenous status, 2009^{a, b, c}



^a Data are for government recurrent funded VET students. ^b Data are for the highest level qualification attempted by a student in a reporting year. ^c The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June 2009 (ABS 2009 Cat. no. 3201.0 series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June 2009.

Source: NCVET (unpublished) National VET provider collection; ABS (2009) *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.17.

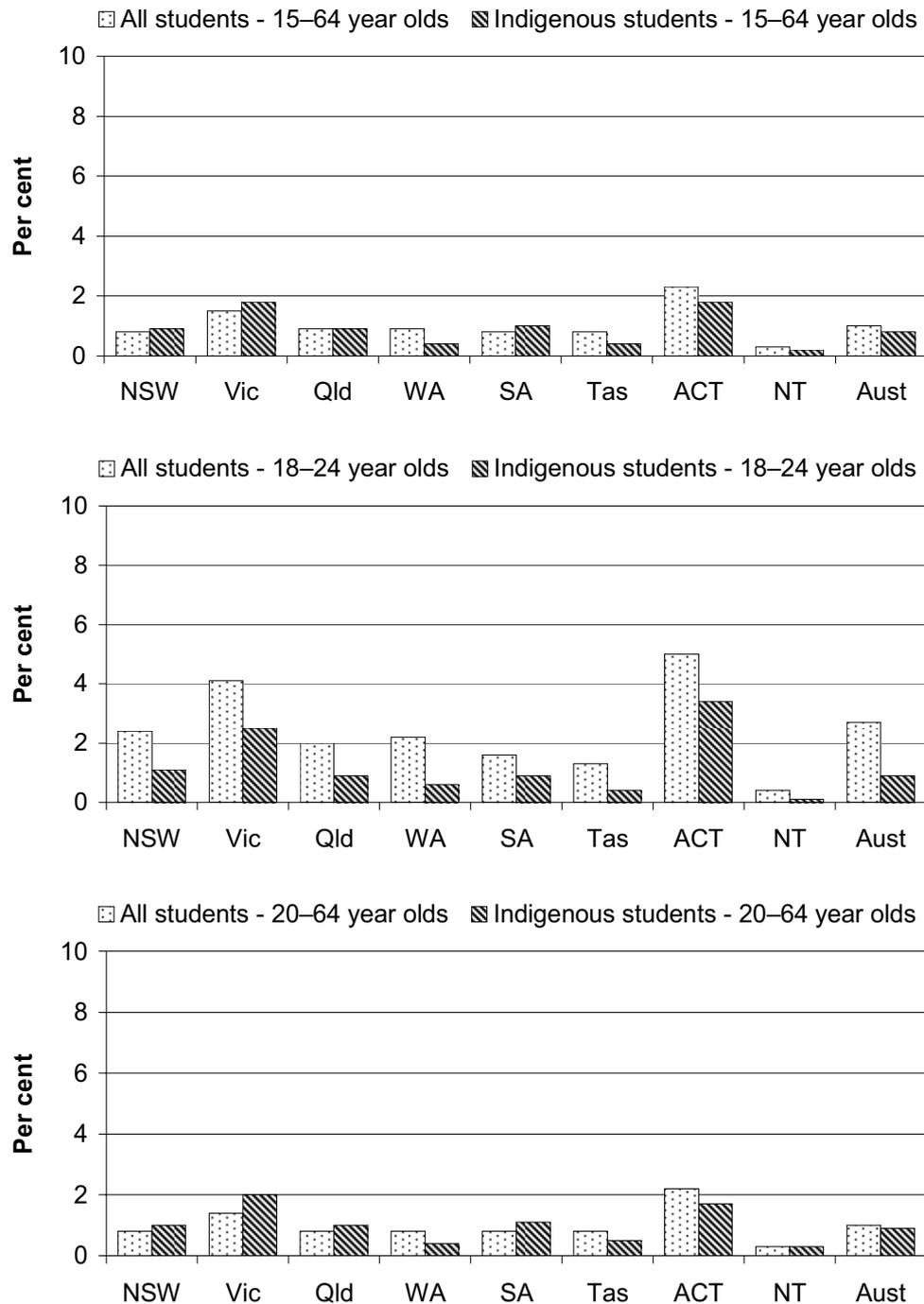
Additional data for participation in a government funded VET program at the certificate III level or above are provided in table 5A.16 for all VET students aged 15–19 years, 20–24 years, 25–64 years and 15–24 years.

In 2009, approximately 154 800 people aged 15–64 years participated in a government funded VET program at the diploma level or above, representing 1.0 per cent of the population aged 15–64 years (1.1 per cent in 2005) (figure 5.12 and table 5A.18). This compares with 2700 Indigenous people aged 15–64 years in 2009, or 0.8 per cent of the Indigenous population aged 15–64 years (figure 5.12).

The government funded VET students at diploma level or higher include:

- 2.7 per cent of all people aged 18–24 years, compared with 0.9 per cent of the Indigenous population in the same age group
- 1.0 per cent of all people aged 20–64 years, compared with 0.9 per cent of the Indigenous population in the same age group (figure 5.12).

Figure 5.12 **VET participation in diploma and above, by target age group and Indigenous status, 2009^{a, b, c, d}**



^a Data are for government recurrent funded VET students. ^b Data are for the highest level qualification attempted by a student in a reporting year. ^c Course levels classified as diploma and above are included in the group of courses classified as certificate III and above. ^d The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June 2009 (ABS 2009 Cat. no. 3201.0 series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June 2009.

Source: NCVET (unpublished) National VET provider collection; ABS (2009) *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.18.

Efficiency

A proxy indicator of efficiency is the level of government inputs per unit of output (unit cost). The indicator of unit cost reported is ‘recurrent expenditure per annual hour’. The Steering Committee has addressed four areas that could improve the comparability of efficiency indicators: superannuation; depreciation; user cost of capital; and payroll tax (see chapter 2) across jurisdictions. In VET, the user cost of capital is not included in estimates of recurrent expenditure, although it is reported separately in the measures ‘user cost of capital per annual hour’ (box 5.9) and, ‘user cost of capital per load pass’ (box 5.10). To promote accuracy and comparability of reported efficiency measures some adjustments are made to improve the data (box 5.6).

Box 5.6 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 DEEWR.

The method for calculating government recurrent expenditure for VET was changed for the 2011 Report, and includes Commonwealth and State recurrent funding, Commonwealth specific purpose funding and State specific purpose funding. This includes activity funded under the NASWD. The definition of government recurrent expenditure has been broadened from the 2010 Report, which included only funding under Commonwealth and State recurrent funding under the CSASAW (replaced by the NASWD on 1 January 2009). Government recurrent expenditure is calculated by adding the following AVETMISS financial statements revenue items for the government recurrent payments received by states and territories: Commonwealth National Agreement revenue (net of VET in Schools revenue), State recurrent revenue, Commonwealth Administered Programs revenue and revenue for VET expenses and liabilities of State/Territory training departments undertaken by another department or agency but required to be reported in the financial accounts of the training department. Historical government expenditure for 2005 to 2008 has been recalculated to reflect this revised approach, and is not comparable with expenditure included in previous reports.

The reported government recurrent expenditure excludes capital expenditure, and the user cost of capital (which is the opportunity cost of funds tied up in the capital used to deliver services, calculated as 8 per cent of the total value of the physical non-current assets) is reported separately. The method for calculating user cost of capital is unchanged from the previous Report (previously referred to as ‘cost of capital’).

(Continued on next page)

Box 5.6 (Continued)

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 where used for calculating unit costs (that is, efficiency indicators per government funded annual hour) to recognise the different proportions of relatively more expensive and less expensive training programs that occur in jurisdictions. New course mix weights were developed and applied to 2008 and 2009 data in this Report. As course mix weights cannot be back cast prior to 2008, there is a break in the time series and applicable unit costs for 2008 and 2009 are not comparable with those for 2005 to 2007. The indicators affected by this are: 'government expenditure per annual hour', and 'user cost of capital per annual hour'.

Expenditure data for 2005-08 are adjusted to real dollars (2009 dollars) using the gross domestic product (GDP) chain price index (table 5A.99).

Annual hours are adjusted for invalid enrolment rates based on formal advice of the NCVET auditors. Invalid enrolments are those student enrolments reported in the national collection as participating in a module or unit of competency but for which the auditors could find no confirmed evidence that the student had participated in that enrolment within the collection period.

In 2007, Victoria adopted standard nominal hour values for common units of competency as the basis of calculating total annual hours of delivery, thereby achieving consistency with all other states and territories. To enable comparison over time, standard nominal hour values have been used to revise the time series back to 2003, except for Victoria, where data prior to 2007 cannot be rebased from scheduled hours to standard nominal hours.

Prior to the 2009 Report, annual hours were not calculated on an enrolment activity end date reporting, and RPL was discounted on an agreed formula. As a result, care should be taken in making comparisons between reports.

Government recurrent expenditure per annual hour and per load pass

'Government recurrent expenditure per annual hour' is an indicator of governments' objective to provide VET services in an efficient manner. Recurrent cost per annual hour of training measures the average cost of producing a training output of the VET system (a unit cost) (box 5.7).

Box 5.7 Government recurrent expenditure per annual hour

'Government recurrent expenditure per annual hour' is defined as government recurrent expenditure (as defined in box 5.6) divided by government funded annual hours. Expenditure is adjusted for course mix differences across jurisdictions. Due to the adoption of a revised method for calculating course mix weights for 2008 and 2009, data for those years are not comparable with earlier data in this Report (more information is provided in box 5.6).

Low or decreasing unit costs can indicate efficient delivery of VET services.

Government recurrent expenditure per annual hour needs to be interpreted carefully because low or decreasing unit costs do not necessarily reflect a lessening of quality. The factors that have the greatest impact on efficiency include:

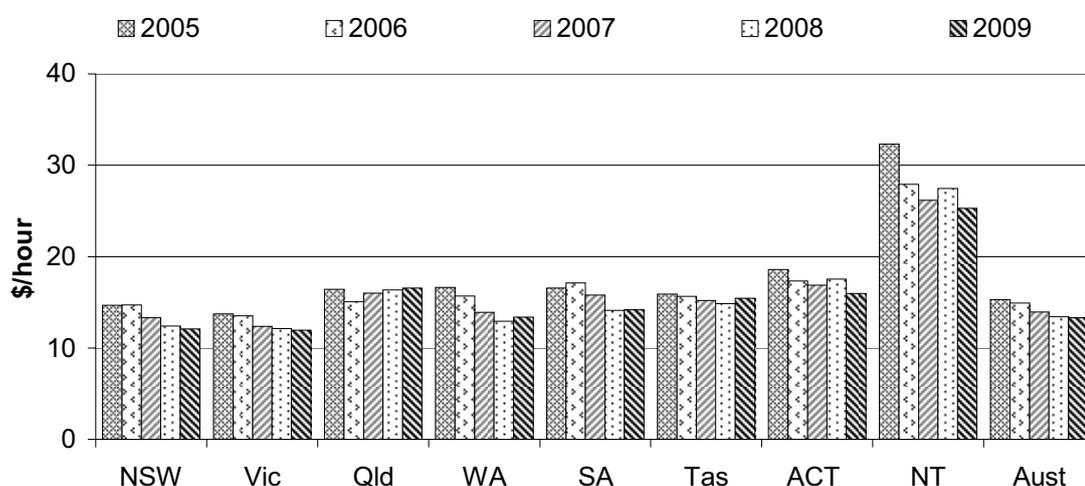
- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member and differences in the length of training programs
- differences across jurisdictions, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Government real recurrent expenditure per annual hour of government funded VET programs in 2009 was \$13.31 nationally, a decrease from \$13.40 in 2008 (figure 5.13).

Figure 5.13 **Government real recurrent expenditure per annual hour (2009 dollars)^{a, b, c, d}**



^a Expenditure per annual hour is weighted to recognise the different proportions of relatively more expensive and less expensive training programs that occur in jurisdictions. A new set of course mix weights have been used for 2008 and 2009. As course mix weights cannot be back cast prior to 2008, there is a break in the time series and data for 2008 and 2009 are not comparable with those for 2005 to 2007. ^b The ACT sector is exempt from payroll tax in the ACT. A payroll tax estimate based on the ACT payroll tax rate has been included in the expenditure data for the ACT. ^c Data for Australia exclude the ACT payroll tax estimate. ^d Historical data have been adjusted to 2009 dollars using the GDP chain price index (table 5A.99).

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.19.

‘Government recurrent expenditure per load pass’ is an indicator of governments’ objective to provide VET services in an efficient manner. It is the cost to government of each successfully completed VET module or unit of competency (that is, the cost per successfully achieved output) (box 5.8).

Box 5.8 Government recurrent expenditure per load pass

'Government recurrent expenditure per load pass' is defined as government recurrent expenditure (as defined in box 5.6) divided by hours of publicly funded load pass. 'Load pass' is based on assessable enrolments of modules and units of competency achieved/passed and RPL, and does not include non-assessable enrolments.

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

The factors that have the greatest impact on efficiency include:

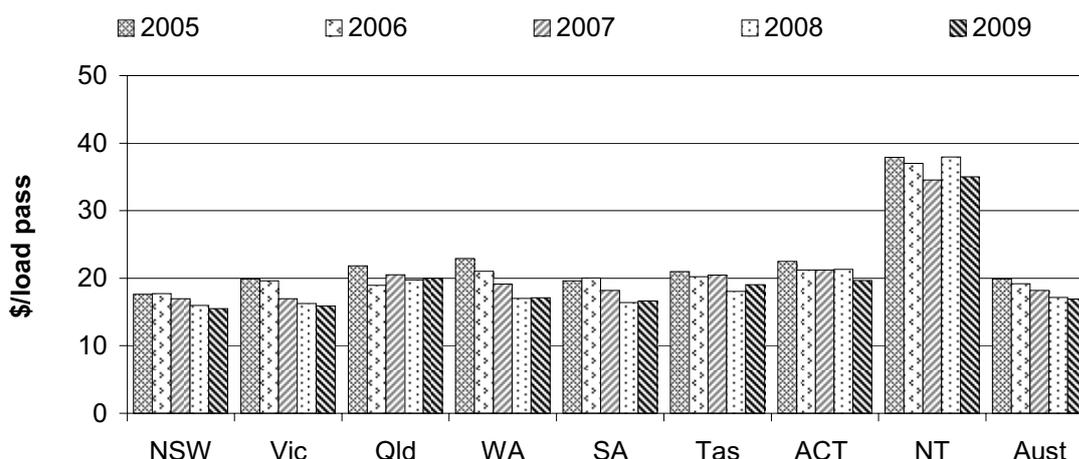
- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member, and differences in the length of training programs
- differences across jurisdictions, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Government real recurrent expenditure per load pass hour of government funded VET programs in 2009 was \$16.94 nationally, a decrease from \$17.17 in 2008 (figure 5.14).

Figure 5.14 Government real recurrent expenditure per hour of load pass (2009 dollars)^{a, b, c}



^a The ACT sector is exempt from payroll tax in the ACT. 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 Historical data have been adjusted to 2009 dollars using the GDP chain price index (table 5A.99).

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.20.

User cost of capital per annual hour and per load pass

‘User cost of capital per annual hour’ is an indicator of governments’ objective to provide VET services in an efficient manner. The user 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 (box 5.9).

Box 5.9 User cost of capital per annual hour

‘User cost of capital per annual hour’ is defined as the user cost of capital (adjusted for course mix weight) divided by government funded annual hours. User cost of capital is 8 per cent of the value of total physical non-current assets. Annual hours are the total hours of delivery based on the standard nominal hour value for each subject undertaken. These represent the hours of supervised training under a traditional delivery strategy. Due to the adoption of a revised method for calculating course mix weights for 2008 and 2009, data for those years are not comparable with earlier data in this Report (more information is provided in box 5.6).

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

User cost of capital per annual hour needs to be interpreted carefully because low unit costs may not necessarily reflect a lessening of quality. Differences in some input costs (for example, land values) can affect reported costs across jurisdictions without necessarily reflecting the efficiency of service delivery. The user 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.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, the user cost of capital per annual hour in 2009 was \$2.20. The largest components of user cost of capital per annual hour were building costs (\$1.50) followed by land costs (\$0.54) (figure 5.15).

Figure 5.15 User cost of capital per annual hour, 2009^a

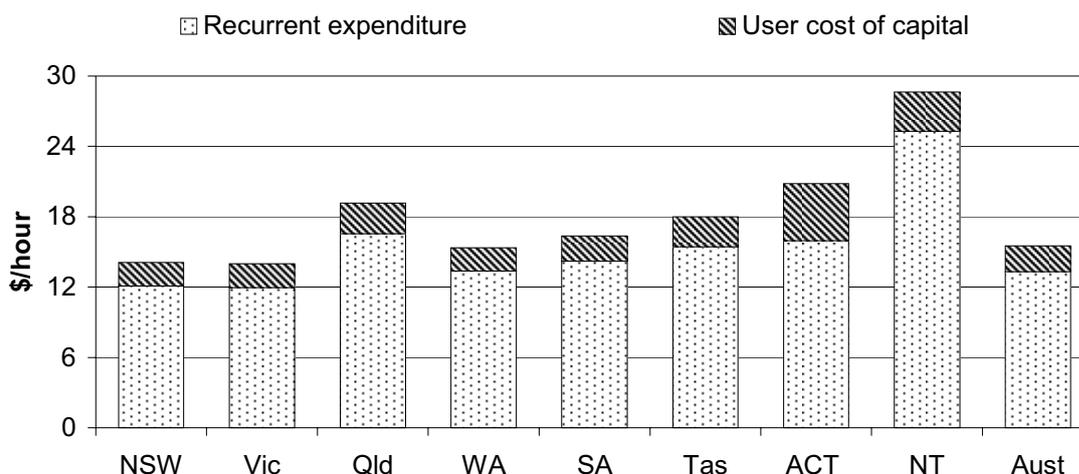


^a 'All other user cost of capital' includes plant, equipment, motor vehicles and other capital. See table 5A.21 for further information.

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.21.

The total cost of VET service delivery includes both the user cost of capital and recurrent costs. Nationally, the total cost to government of funding VET per annual hour in 2009 was \$15.51, comprising \$2.20 in capital costs and \$13.31 in other recurrent costs (figure 5.16). These results need to be interpreted carefully, because the asset data used to calculate the user cost of capital are less reliable than the recurrent cost data.

Figure 5.16 Total government VET costs per annual hour, 2009^{a, b}



^a The ACT sector is exempt from payroll tax in the ACT. A payroll tax estimate based on the ACT payroll tax rate has been added to the recurrent expenditure data presented for the ACT. ^b 'User cost of capital' includes buildings, land, plant, equipment, motor vehicles and other capital.

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.22.

‘User cost of capital per load pass’ is an indicator of governments’ objective to provide VET services in an efficient manner. The user 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 (box 5.10).

Box 5.10 User cost of capital per load pass

‘User cost of capital per load pass’ is defined as the user cost of capital divided by hours of publicly funded load pass. User cost of capital is 8 per cent of the value of total physical non-current assets. ‘Load pass’ is based on assessable enrolments of modules and units of competency achieved/passed and RPL, and does not include non-assessable enrolments.

Lower total costs per load pass hour can reflect higher efficiency in the delivery of VET services.

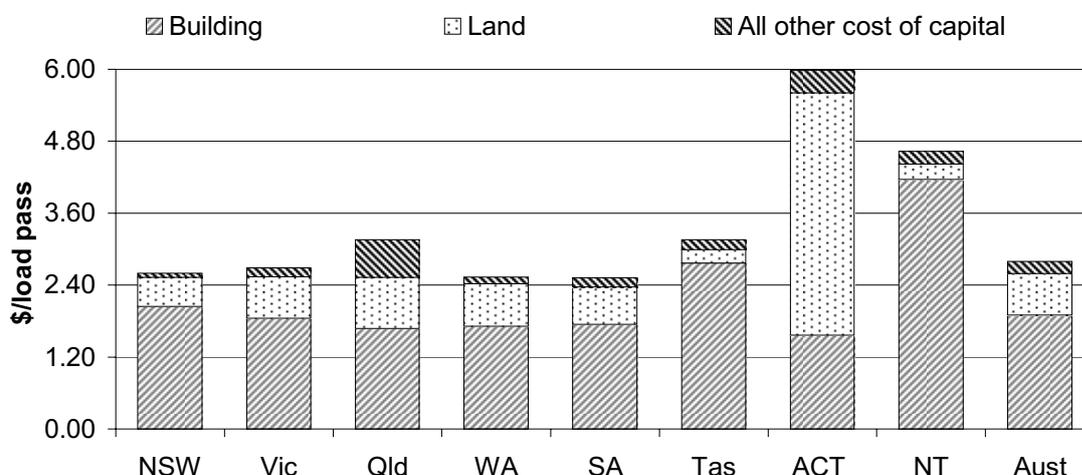
User cost of capital per load pass needs to be interpreted carefully because differences in some input costs (for example, land values) could affect reported costs across jurisdictions without necessarily reflecting the efficiency of service delivery. The user cost of capital for land is presented separately 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.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

In 2009, the user cost of capital per load pass hour was \$2.80 nationally. The largest components were building (\$1.90) and land (\$0.69) costs (figure 5.17 and table 5A.24).

Figure 5.17 User cost of capital per hour of load pass, 2009^{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 user cost of capital' includes plant, equipment, motor vehicles and other capital.

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.24.

Table 5A.23 provides additional information on the total cost to government of funding VET per load pass hour (includes both the user cost of capital and recurrent costs).

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the services delivered) (see chapter 1, section 1.5). The objectives for VET services are to achieve a range of outcomes for students and employers (box 5.3). A range of indicators relating to student and employer outcomes have been identified.

Student outcomes

The annual *Student Outcomes Survey* conducted by the NCVET identifies training outcomes for students who graduated with a qualification from a course (graduates) and students who successfully completed some training below the level of full qualification and who were no longer engaged in training when the survey was undertaken (module completers). The students must have been undertaking activity within the VET system in Australia in the previous year (box 5.11).

Box 5.11 Student Outcomes Survey

The data collected about graduates and module completers describes their general characteristics, fields of study, employment outcomes, occupations, industries of employment, satisfaction with their course of study, and further study outcomes.

The survey collects the opinions of a sample of VET students, so the results are estimates of the opinions of the total VET student population. The sample is randomly selected and stratified for graduates and module completers by TAFE institute, field of study, gender and age. Responses are weighted to population benchmarks to minimise non-response bias.

The precision of survey estimates depends on the sample size and the distribution of sample responses. Consequently, jurisdictional comparisons need to be made with care. To assist with making comparisons across jurisdictions, error bars representing the 95 per cent confidence intervals associated with each point estimate are presented in the survey figures. These confidence intervals can be used to indicate whether there are likely to be statistically significant differences across jurisdictions. When comparing the estimates, if the confidence intervals for the jurisdictions do not overlap, then the estimates are statistically significantly different (at the 95 per cent confidence level). Confidence intervals are also included in the associated attachment tables.

In the 2005 survey year, the Student Outcomes Survey underwent a broadening in scope. While the survey in the past was limited to TAFE students, the expanded survey yields data on all VET providers, capturing government funded students (TAFE, private and community education providers) as well as those training on a fee-for-service basis (TAFE and some private and community education providers).

Additional data relating to all VET providers (all reported VET graduates) are in the attachment tables. Comparisons between outcomes for government funded VET graduates and those for all reported VET graduates 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 government funded VET graduates, that is, students who undertook government funded VET activity.

Care needs to be taken when comparing student outcomes across states and territories, because each jurisdiction has different economic, demographic and social profiles that are likely to have an effect on a range of training related outcomes. In particular, economic parameters beyond the control of the VET system may affect employment outcomes for graduates (see appendix A).

Source: DEEWR (2009).

Student employment and further study outcomes

‘Student employment and further study outcomes’ is an indicator of governments’ objective for the VET system to meet individual students’ objectives. It reports on

the benefits students gained from the VET system. These benefits include employment, improved employment circumstances, a pathway for further study/training, and personal development (box 5.12).

Box 5.12 Student employment and further study outcomes

'Student employment and further study outcomes' is defined by five measures:

- the proportion of graduates who were employed and/or continued on to further study after completing their course, reported by VET target groups
- the proportion of graduates employed after completing their course who were unemployed before the course
- the proportion of graduates employed after completing their course who were employed before the course
- the proportion of graduates who improved their employment circumstances after completing their course, reported by VET target groups. The definition of 'improved employment circumstances' is at least one of:
 - employment status changing from not employed before training (both unemployed and not in the labour force) to employed either full-time or part-time after training
 - employed at a higher skill level after training
 - received a job-related benefit after completing their training, including set up or expanded their own business, got a promotion, increased earnings, or other job-related benefits
- the proportion of graduates who undertook their course for employment-related reasons and were employed after completing their course, who reported at least one job-related benefit from completing the course.

Holding other factors constant, high or increasing proportions indicate positive employment or further study outcomes after training. The proportion of students who improved their employment outcomes or were engaged in further study can 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).

Where measures are reported for VET target groups, the groups are students with disability, students speaking a language other than English at home, students from remote and very remote areas and Indigenous students.

Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Student employment and further study outcomes —The proportion of graduates who were employed and/or continued on to further study after completing their course

Nationally, 87.0 per cent of government funded VET graduates surveyed indicated that they were either in employment and/or pursuing further study after completing a VET course in 2009 — compared with 88.1 per cent in 2005. Of all government funded VET graduates in 2009, 76.2 per cent said they were in employment while 34.0 per cent continued on to further study (figure 5.18 and table 5A.25).

Figure 5.18 Proportion of government funded VET graduates in employment and/or who continued on to further study in 2009 after completing a course in 2008^{a, b}

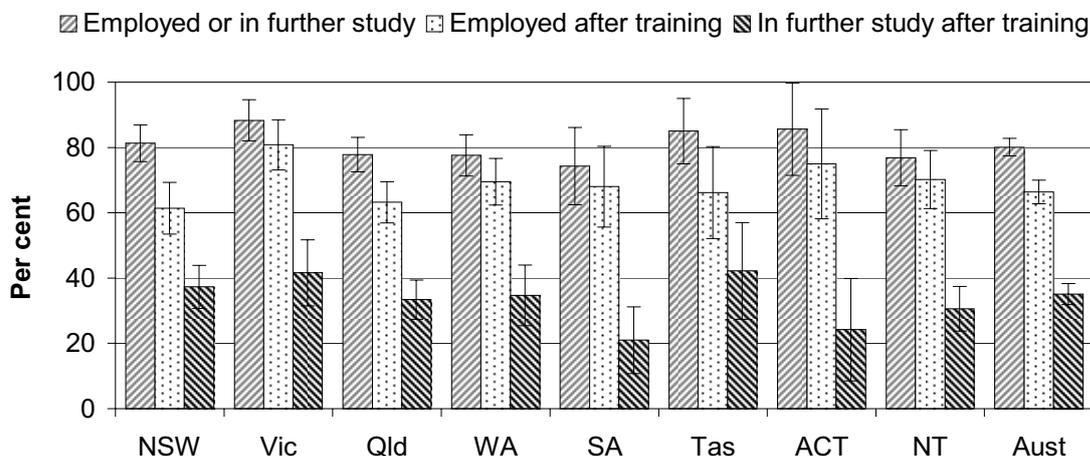


^a Graduates 'employed after training' and graduates 'in further study after training' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. ^b The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.25.

Nationally, 80.1 per cent of Indigenous government funded VET graduates in 2009 indicated that they were employed and/or in further study after completing a course — compared with 77.6 per cent in 2005. Of Indigenous government funded VET graduates in 2009, 66.4 per cent indicated that they were employed after completing a course (compared with 76.2 per cent of all government funded VET graduates) and 35.1 per cent continued on to further study (compared with 34.0 per cent of all government funded VET graduates) (figure 5.19 and table 5A.25).

Figure 5.19 Proportion of Indigenous government funded VET graduates in employment and/or who continued on to further study in 2009 after completing a course in 2008^{a, b}



^a Graduates 'employed' and graduates 'in further study' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. ^b The data for ACT 'In further study' has a relative standard errors greater than 25 per cent and needs to be used with caution. The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

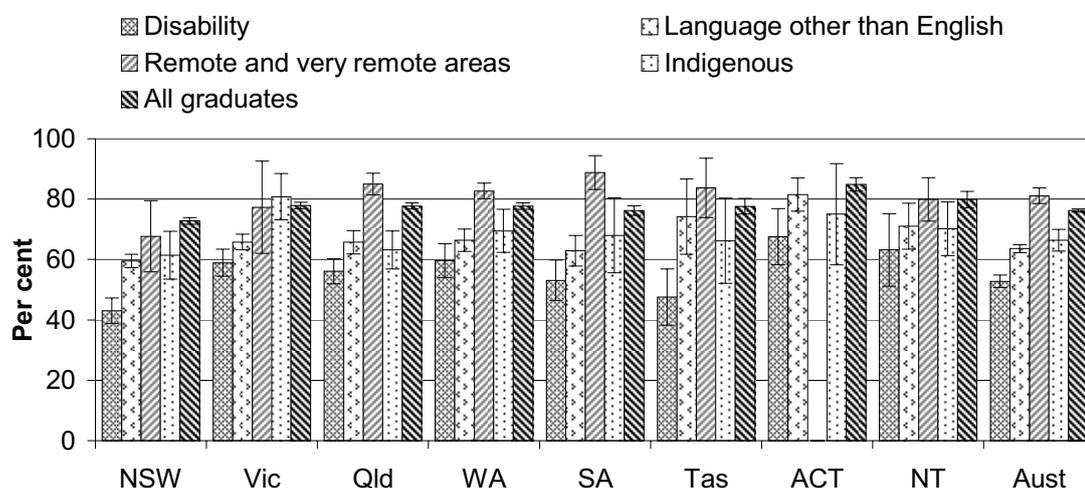
Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.26.

The proportion of graduates by target groups who were in employment after completing their course (figure 5.20) or continued onto further study (figure 5.21) can also indicate the equity of outcomes for these groups.

Nationally, 52.8 per cent of government funded VET graduates with disability, 63.6 per cent of graduates who spoke a language other than English at home, 81.1 per cent of graduates from remote and very remote areas and 66.4 per cent of Indigenous graduates, were employed in 2009 after completing a course in 2008. In comparison, 76.2 per cent of all government funded VET graduates were employed (figure 5.20).

Further information for non-Indigenous graduates, female graduates, graduates by target group and by geolocation are reported in tables 5A.27–31.

Figure 5.20 Proportion of government funded VET graduates in employment after completing a course, by target group, 2009^{a, b, c}

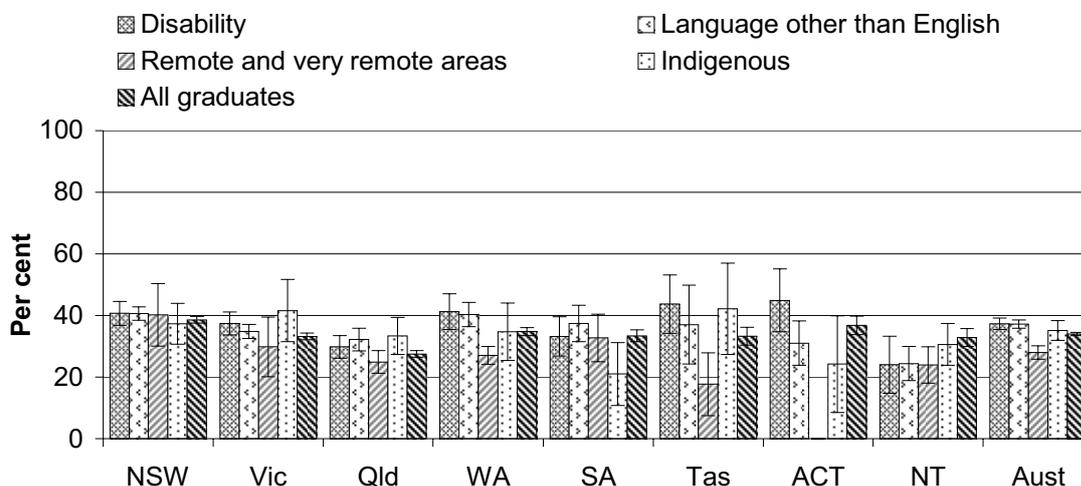


^a Students reported as having disability are defined as those who self-identify that they have disability, and impairment or a long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. ^b The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. ^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 Victoria.

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A.25–26 and 5A.32–34.

Nationally, 37.3 per cent of government funded VET graduates with disability, 37.2 per cent of graduates who spoke a language other than English at home, 28.0 per cent of graduates from remote and very remote areas and 35.1 per cent of Indigenous graduates, continued on to further study after completing a course in 2008. In comparison, 34.0 per cent of all government funded VET graduates continued on to further study (figure 5.21).

Figure 5.21 Proportion of government funded VET graduates who continued on to further study after completing a course, by target groups, 2009^{a, b, c}

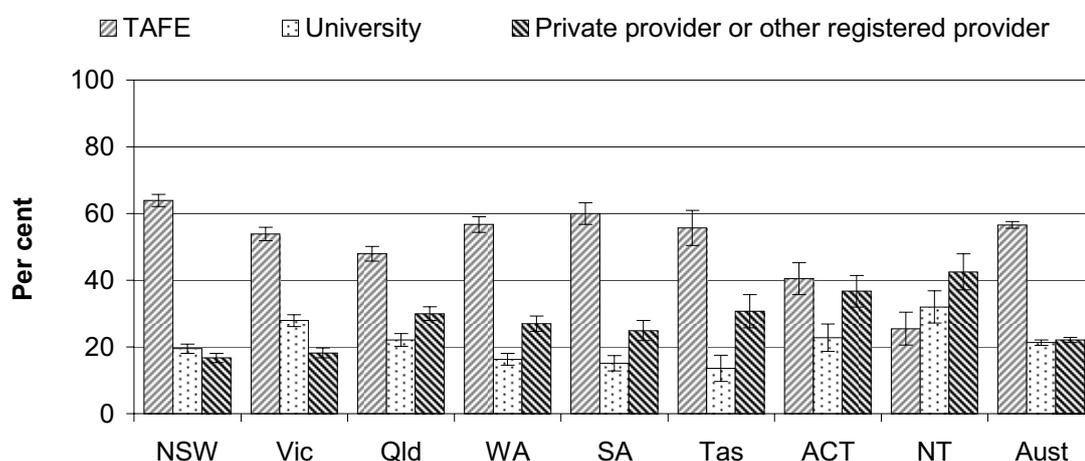


^a Students reported as having disability are defined as those who self-identify that they have disability, and impairment or a long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. ^b The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. The data for graduates from remote and very remote areas in Tasmania, and Indigenous graduates in the ACT have relative standard errors greater than 25 per cent and need to be used with caution. ^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 Victoria.

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A. 25–26 and 5A.32–34

Of those government funded VET graduates who continued on to further study, 56.6 per cent pursued their further study within the TAFE system, while 21.3 per cent went on to further study at universities and 22.1 per cent went on to further study at private providers or other registered providers (figure 5.22).

Figure 5.22 **Proportion of government funded VET graduates who continued on to further study after completing a course, by type of institution continued at, 2009^a**

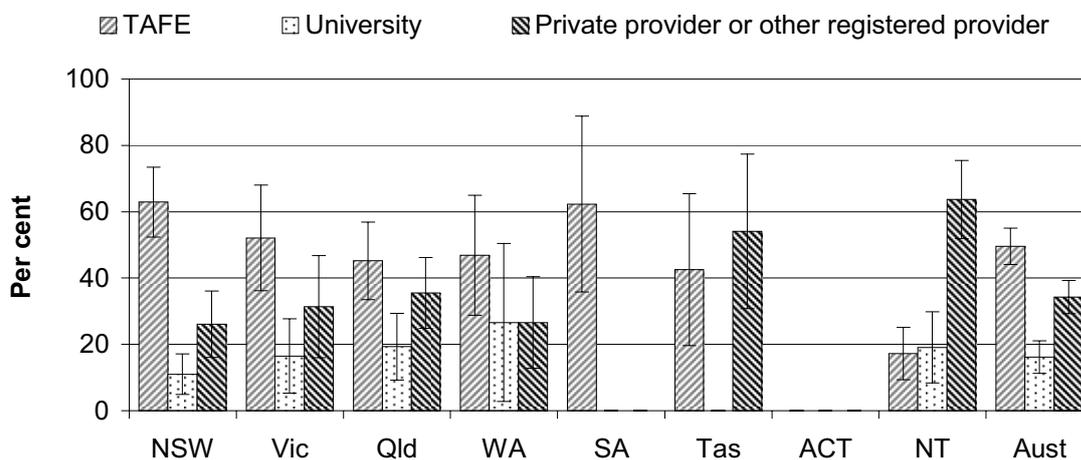


^a The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER (unpublished) *Student Outcomes Survey*; table 5A.25.

Of those Indigenous government funded VET graduates who went on to further study, 49.6 per cent continued on to further study within the TAFE system (compared with 56.6 per cent for all government funded VET graduates), while 16.2 per cent went to university (compared with 21.3 per cent for all government funded VET graduates) and 34.3 per cent went on to further study at private providers or other registered providers (compared with 22.1 per cent for all government funded VET graduates) (figure 5.23 and table 5A.25).

Figure 5.23 Proportion of Indigenous government funded VET graduates who continued on to further study after completing a course, by type of institution continued at, 2009^{a, b}



^a The data for graduates who continued at TAFE for Tasmania, at University data for NSW, Victoria, Qld, WA and the NT, and data for graduates at 'private provider or other registered provider' for Victoria and WA, have relative standard errors greater than 25 per cent and should be used with caution. Some data for SA, Tasmania and the ACT are not published due to 5 or fewer responses. ^b The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A.26.

Student employment and further study outcomes — The proportion of graduates employed after completing their course who were unemployed before the course

Nationally, of the government funded VET graduates surveyed in 2009 who were unemployed before the course, 46.4 per cent indicated they were employed after the course, 42.4 per cent were unemployed and 10.7 per cent were not in the labour force (figure 5.24).

Figure 5.24 **Labour force status after the course of government funded VET graduates who were unemployed before the course, 2009^a**



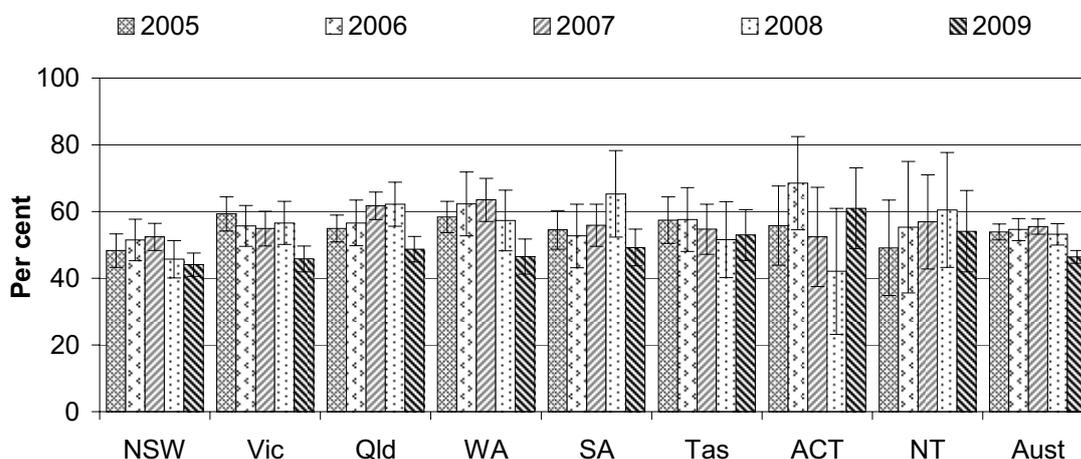
NFI = No further information

^a The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.35. Not in the labour force estimates for the ACT and the NT have relative standard errors greater than 25 per cent and need to be used with caution. Not in the labour force estimates for SA, the ACT and the NT are not published due to 5 or fewer responses.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.35.

Between 2005 and 2009, the proportion of government funded VET graduates who were unemployed before the course and who became employed after the course decreased by 7.5 percentage points (from 53.9 to 46.4 per cent) (figure 5.25).

Figure 5.25 Proportion of government funded VET graduates who were unemployed prior to commencing a course and were employed after completing a course^a



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

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.35.

Student employment and further study outcomes — The proportion of graduates employed after completing their course who were employed before the course

Nationally, of the government funded VET graduates surveyed in 2009 who were employed after completing their course, 84.8 per cent indicated they were employed before the course, 7.6 per cent were unemployed before the course, and 7.4 per cent were not in the labour force (figure 5.26).

Figure 5.26 Labour force status before the course of government funded VET graduates who were employed after the course, 2009^a



NFI = No further information.

^a The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.38.

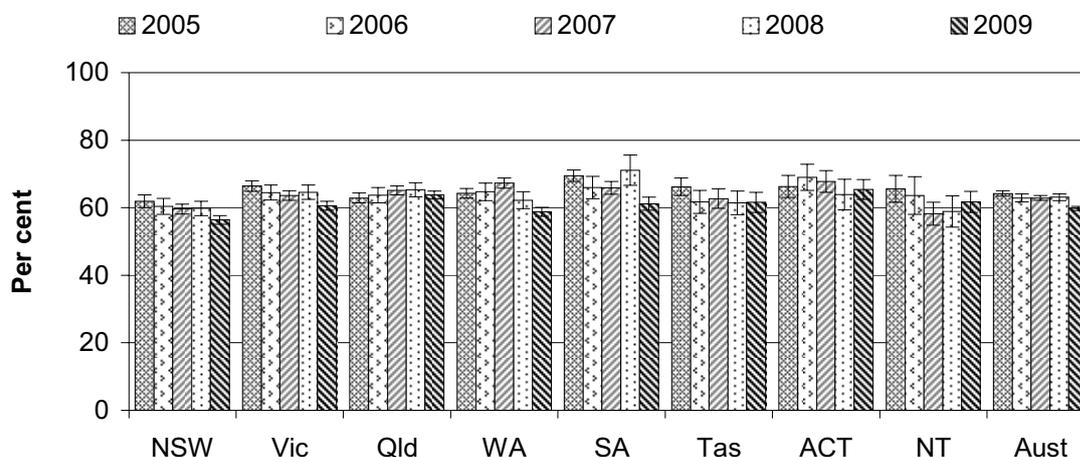
Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.38.

Table 5A.37 and tables 5A.39-42 provide additional background information on the proportion of graduates employed after their course by their previous employment status (government funded and total reported VET graduates, by Indigenous status and socio-economic status).

Student employment and further study outcomes — The proportion of graduates who improved their employment circumstances after completing their course

Nationally, 59.8 per cent of all government funded VET graduates in 2009 indicated they had improved their employment circumstances after completing their course, a decrease of 4.4 percentage points from 2005 (64.2 per cent) (figure 5.27).

Figure 5.27 Proportion of government funded VET graduates who improved their employment circumstances after training^a



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

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.45.

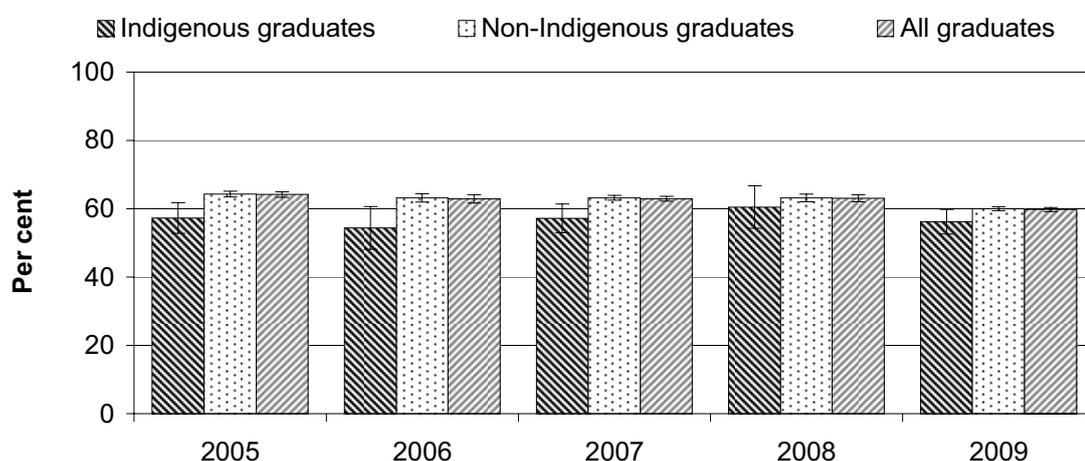
Government funded VET graduates nationally in 2009 indicated that:

- the employment status of 11.6 per cent changed from not employed before training to employed after training
- 14.7 per cent were employed at a higher skill level after training
- 55.8 per cent received a job-related benefit after completing their training (table 5A.50).

Table 5A.46 includes national data for female graduates, graduates who speak a language other than English at home, graduates with disability, and graduates from remote and very remote areas. Of these groups, government funded VET graduates who reported disability were the least likely to indicate that they had improved employment circumstances (41.3 per cent).

Nationally, 56.2 per cent of all Indigenous government funded VET graduates in 2009 indicated they had improved their employment circumstances after completing their course, compared with 60.0 per cent of non-Indigenous government funded VET graduates and 59.8 per cent of all government funded VET graduates (figure 5.28).

Figure 5.28 Proportion of government funded VET graduates who improved their employment circumstances after training, by Indigenous status^a



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

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.45; tables 5A.47-48.

Indigenous government funded VET graduates nationally in 2009 indicated that:

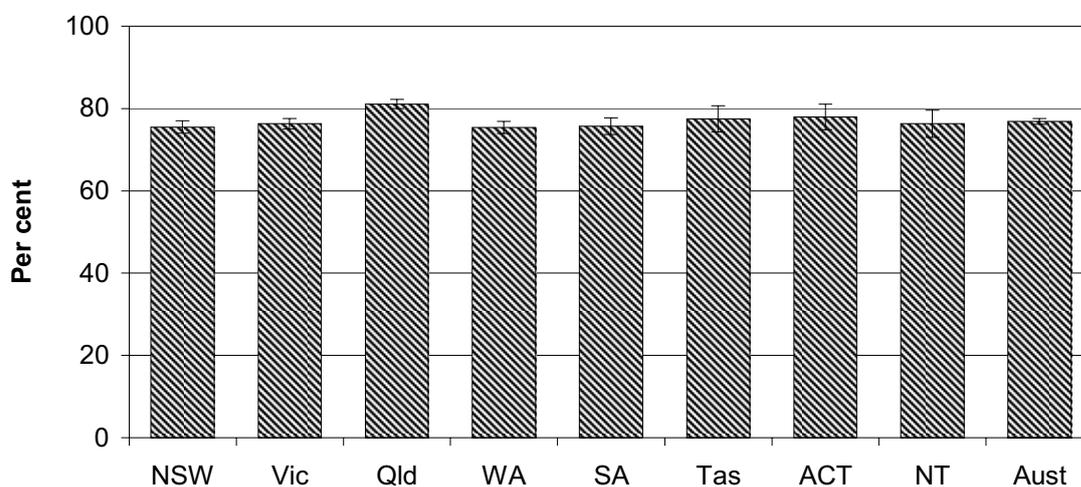
- the employment status of 13.2 per cent changed from not employed before training to employed after training
- 11.3 per cent were employed at a higher skill level after training
- 52.9 per cent received a job-related benefit after completing their training (table 5A.50).

Tables 5A.49 and 5A.51–54 provide additional background information on the percentage of graduates who improved their employment circumstances after completing their training (government funded and total reported VET graduates, by Indigenous status and socio-economic status).

Student employment and further study outcomes — The proportion of graduates who undertook their course for employment-related reasons and were employed after completing their course, who reported at least one job-related benefit from completing the course

Nationally in 2009, of the government funded VET graduates who were employed after their training and undertook their course for employment related reasons, 76.9 per cent indicated they had gained at least one job-related benefit from completing the course (figure 5.29).

Figure 5.29 Proportion of government funded VET graduates who undertook their course for employment-related reasons and who received at least one job-related benefit from completing the course, 2009^a



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

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.44.

Individual graduates could receive more than one benefit. The benefits reported by graduates included that they had:

- obtained a job (31.3 per cent)
- achieved an increase in earnings (27.9 per cent)
- achieved a promotion or an increased status at work (30.8 per cent)
- a change of job or new job (17.1 per cent)
- gained the ability to start their own business (6.9 per cent) (table 5A.44).

Additional information is provided in attachment 5A.36 on the labour force status after the course, of graduates who were employed prior to the course. Attachment 5A.43 provides additional information on graduates who were employed after completing their course and undertook their course for employment related reasons, regarding how relevant the completed course was to their main job.

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

Student achievement in VET

‘Student achievement in VET’ is an indicator of governments’ objective for students to achieve success in VET (box 5.13).

Box 5.13 Student achievement in VET

‘Student achievement in VET’ is defined by two measures:

- ‘Load pass rate’ is the ratio of hours attributed to students who gained competencies/passed assessment in an assessable module or unit of competency to all hours of students who were assessed and either passed, failed or withdrew. The calculation is based on the annual hours for each assessable module or unit of competency and includes competencies achieved/units passed through RPL.
- ‘Number of students who commenced and completed’ is defined as the number of VET students in a given year who commenced a course and eventually completed their course, expressed as a proportion of all course commencing enrolments in that year.

Data are provided for VET target groups (students with disability, students speaking a language other than English at home, students from remote and very remote areas and Indigenous students). Achievement by VET target groups can also indicate the equity of outcomes for these groups.

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 students from target groups are as successful as other students.

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

Reporting on the ‘number of students who commenced and completed’, expressed as a proportion of all course commencing enrolments in that year is dependent on the capacity to track individual students over more than one calendar year. Data were not available for the 2011 Report.

Data reported for this indicator are comparable.

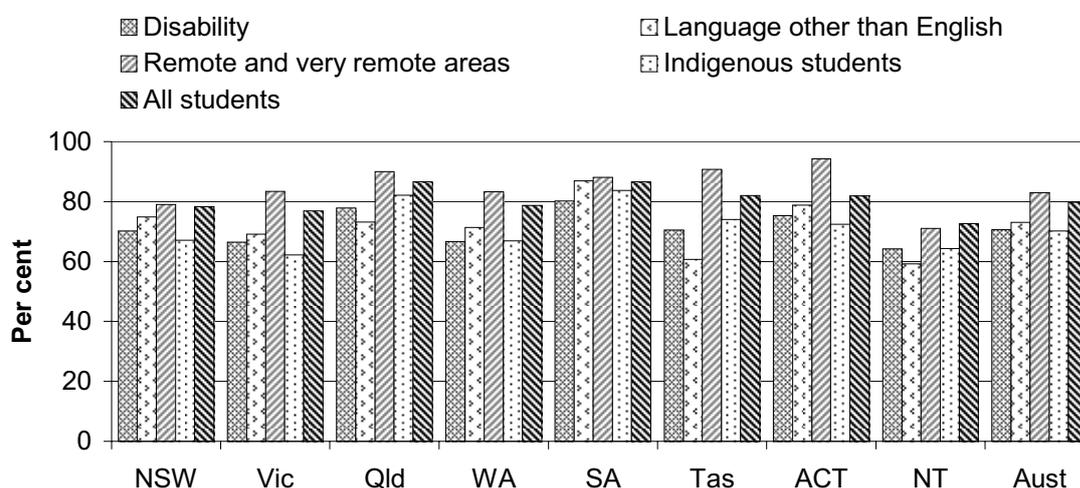
Data quality information for this indicator is under development.

Student achievement in VET — Load pass rate

In 2009, the load pass rate for all government funded students was 79.8 per cent, similar to load pass rates for students from remote and very remote areas (82.9 per cent). The load pass rates for Indigenous students (70.2 per cent), students with

disability (70.6 per cent) and students speaking a language other than English at home (73.0 per cent) were lower than for all students (figure 5.30).

Figure 5.30 Load pass rates, by target groups, 2009^{a, b, c, d}



^a Data are for government recurrent funded hours. ^b People with disability are defined as those who self-identify on enrolment forms that they have disability, and impairment or a long-term condition. Not all students respond to the relevant question on the enrolment form. ^c Care needs to be taken in comparing load pass rates for students reporting disability and students speaking a language other than 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 areas throughout Australia studying in Victoria, Tasmania, the ACT or the NT.

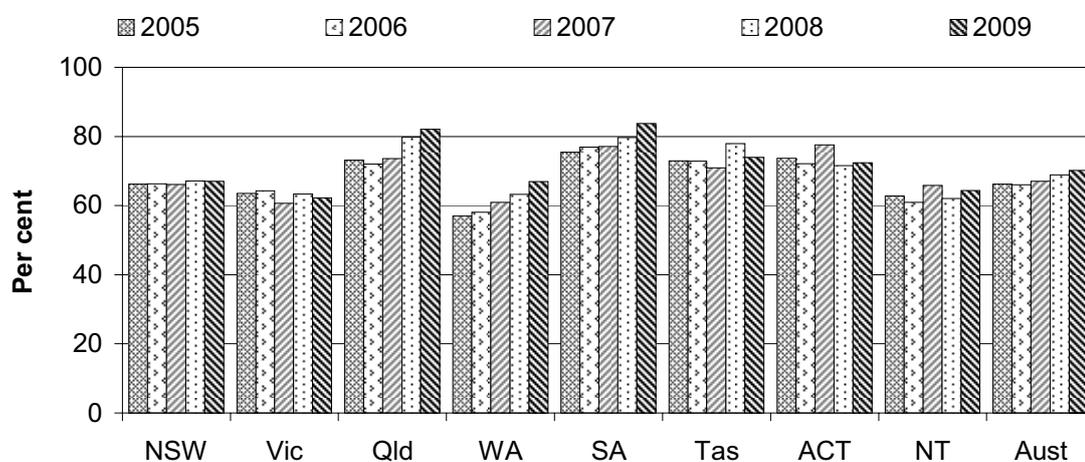
Source: NCVET (unpublished) National VET provider collection; tables 5A.56–59.

Nationally, between 2005 and 2009, load pass rates increased for all students by 1.8 percentage points (from 78.0 to 79.8 per cent) (table 5A.55) and for:

- students with disability by 0.3 percentage points (from 70.3 to 70.6 per cent) (table 5A.58)
- students speaking a language other than English at home by 1.1 percentage points (from 71.9 to 73.0 per cent) (table 5A.59)
- students from remote and very remote areas by 4.8 percentage points (from 78.1 to 82.9 per cent) (table 5A.57)
- Indigenous students by 4.0 percentage points (from 66.2 to 70.2 per cent) (figure 5.31).

Load pass rates by sex are also provided in table 5A.55.

Figure 5.31 Indigenous students' load pass rate^a

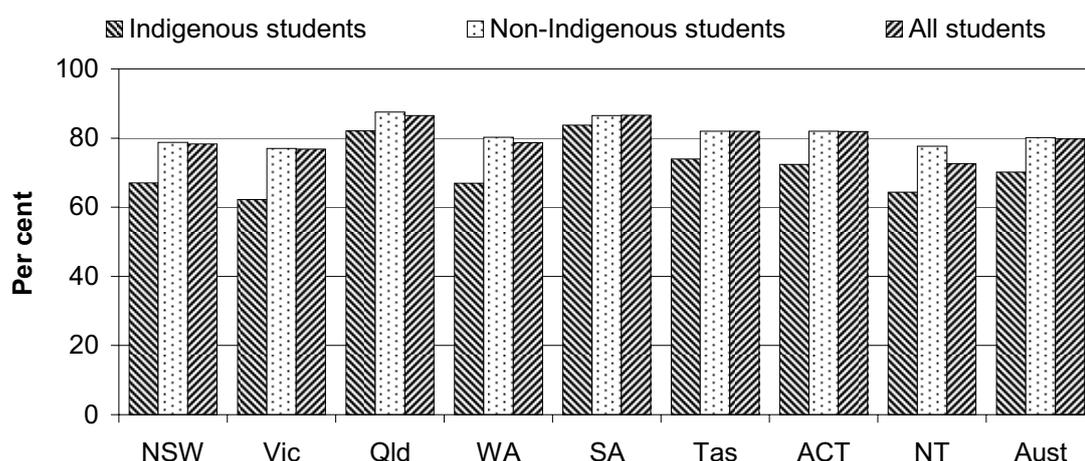


^a Data are for government recurrent funded hours. See table 5A.56 for further information.

Source: NCVET (unpublished) National VET provider collection; table 5A.56.

In 2009, the national load pass rate for Indigenous students (70.2 per cent) was lower than the national load pass rate for non-Indigenous students (80.2 per cent) and for all students (79.8 per cent) (figure 5.32).

Figure 5.32 Load pass rate, by Indigenous status 2009^a



^a Data are for government recurrent funded hours. See table 5A.56 for further information.

Source: NCVET (unpublished) National VET provider collection; table 5A.56.

Student achievement in VET — Number of students who commenced and completed

Data for this measure were not available for the 2011 Report.

Student satisfaction with VET

‘Student satisfaction with VET’ is an indicator of governments’ objective of enabling students’ satisfaction with their training program (box 5.14).

Box 5.14 Student satisfaction with VET

‘Student satisfaction with VET’ is defined by two measures:

- ‘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.

Satisfaction with VET by target groups (students with disability, students speaking a language other than English at home, students from remote and very remote areas and Indigenous students) can also indicate the equity of outcomes for these groups.

A high or increasing percentage of perceived satisfaction is desirable. 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 objectives.

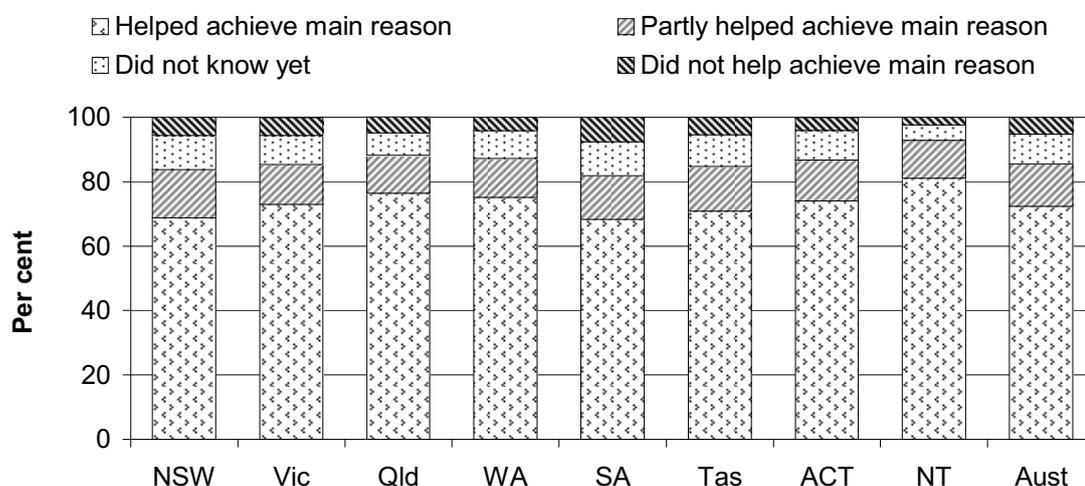
Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Student satisfaction with VET — Students who achieve their main reason for doing a course

In 2009, 85.5 per cent of government funded VET graduates surveyed nationally indicated that their course helped (72.3 per cent) or partly helped (13.2 per cent) them achieve their main reason for doing the course — slightly higher than the 85.4 per cent total reported in 2005. Of those graduates surveyed in 2009, 5.3 per cent indicated their course did not help them achieve the main reason they did the course, compared with 5.9 per cent in 2005 (table 5A.60, figure 5.33).

Figure 5.33 **Proportion of government funded VET graduates who achieved their main reason for doing the course, 2009^a**

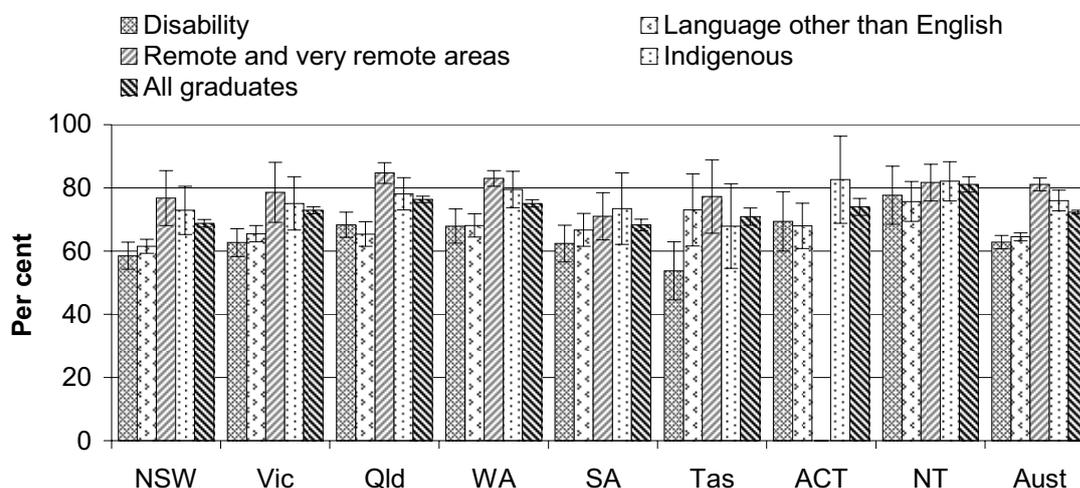


^a The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.60.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.60.

Of all government funded VET graduates surveyed, 72.3 per cent indicated that the course helped them achieve their main reason for doing the course. Nationally in 2009, of the target groups, graduates 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 (81.1 per cent), while graduates reporting disability were the least likely to do so (62.8 per cent) (figure 5.34).

Figure 5.34 Proportion of government funded VET graduates who achieved their main reason for doing the course, by target groups, 2009^{a, b, c}



^a Students reported as having disability are defined as those who self-identify that they have disability, and impairment or a long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. ^b 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. ^c The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A.60–61 and 5A.67–69.

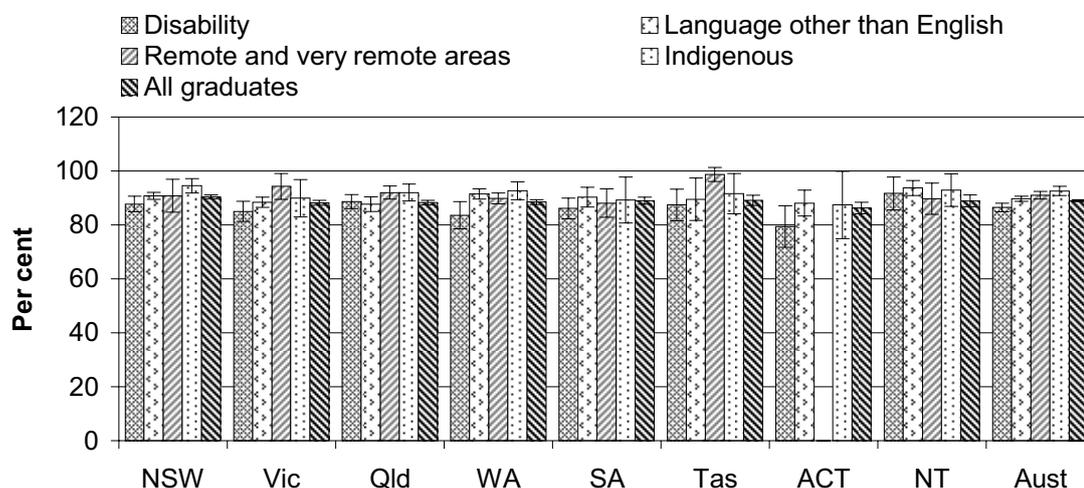
Tables 5A.62–66 provide additional information on whether the course helped non-Indigenous graduates, female graduates, and graduates from major cities, from inner regional areas and from outer regional areas, achieve their main reason for undertaking training.

Student satisfaction with VET — Students who were satisfied with the quality of their completed training

In 2009, 89.0 per cent of all government funded VET graduates surveyed nationally indicated that they were satisfied with the quality of their completed training (table 5A.70). The satisfaction levels across target groups were similar to all government funded VET graduates (89.0 per cent):

- graduates with disability (86.5 per cent)
- graduates speaking a language other than English at home (89.7 per cent)
- graduates from remote and very remote areas (91.0 per cent)
- Indigenous graduates (92.6 per cent) (figure 5.35).

Figure 5.35 Proportion of government funded VET graduates who were satisfied with the quality of their completed course, by target groups, 2009^{a, b, c, d}

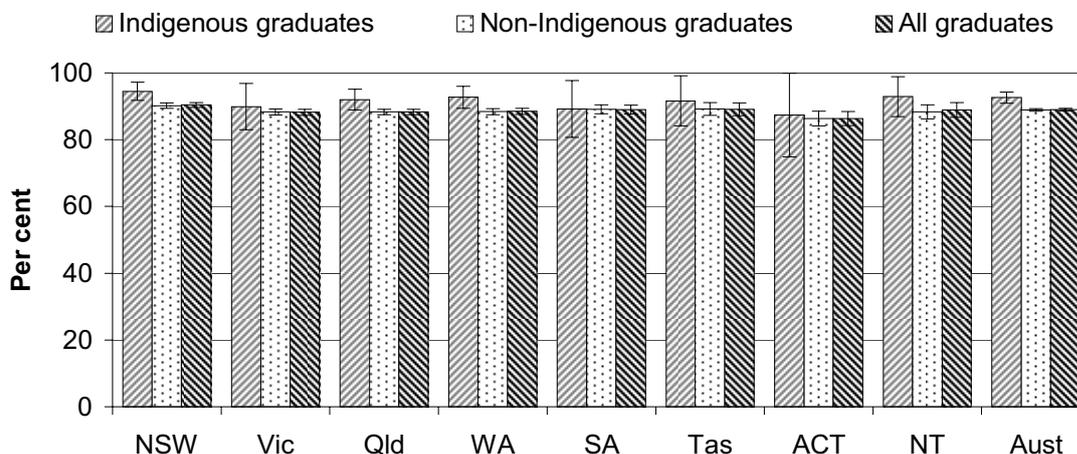


^a Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).
^b There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. ^c The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.
^d Students reported as having disability are defined as those who self-identify that they have disability, and impairment or a long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities.

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A.70–71 and 5A.77–79.

Nationally in 2009, the proportion of Indigenous graduates who indicated that they were satisfied (92.6 per cent) was higher than the proportion of non-Indigenous graduates (88.9 per cent) and of all graduates (89.0 per cent) (figure 5.36).

Figure 5.36 Proportion of government funded VET graduates who were satisfied with the quality of their completed course, by Indigenous status, 2009^{a, b}

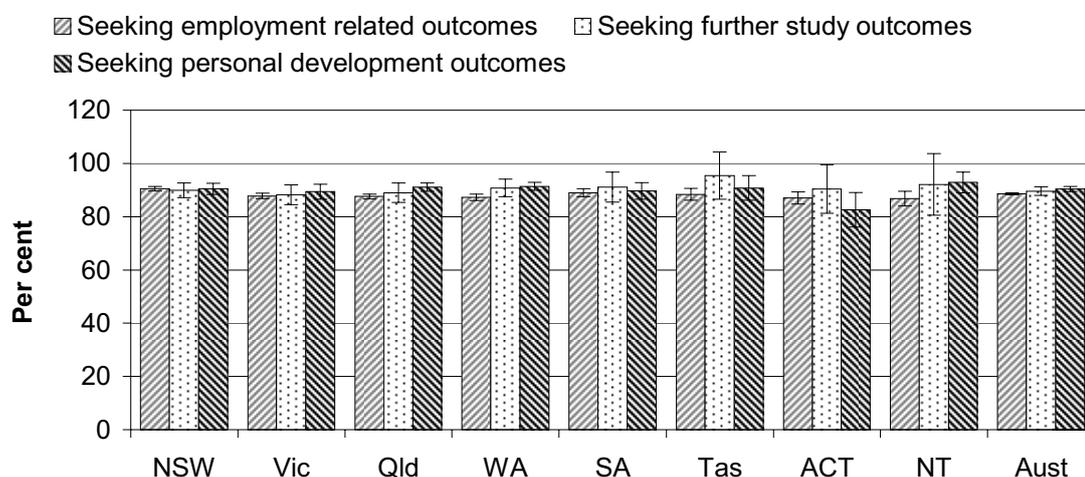


^a Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).
^b The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A. 70–72.

Nationally in 2009, the satisfaction levels across all graduates undertaking training with different objectives were similar — graduates who had been seeking employment related outcomes (88.6 per cent), those seeking further study outcomes (89.6 per cent) and those seeking personal development outcomes (90.4 per cent) (figure 5.37).

Figure 5.37 Proportion of government funded VET graduates who were satisfied with the quality of their completed course, by purpose of study, 2009^{a, b}

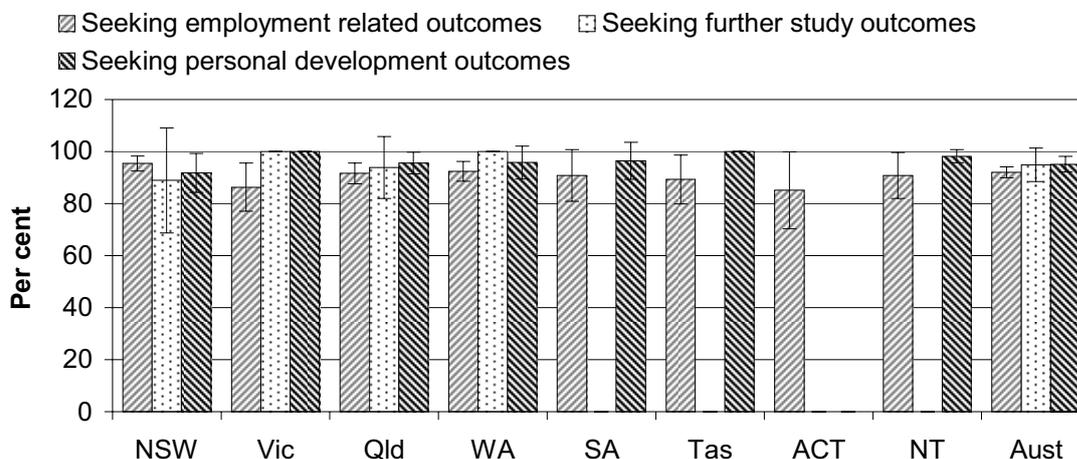


^a Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).
^b The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.70.

Nationally, the satisfaction levels across Indigenous graduates undertaking training with different objectives were also similar in 2009 — Indigenous graduates who had been seeking employment related outcomes (92.0 per cent), those seeking further study outcomes (94.9 per cent) and those seeking personal development outcomes (95.1 per cent) (figure 5.38).

Figure 5.38 Proportion of Indigenous government funded VET graduates who were satisfied with the quality of their completed course, by purpose of study, 2009^{a, b, c}



^a Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).

^b Seeking further study outcomes data for SA, Tasmania, the ACT and the NT, and seeking personal development outcomes data for the ACT, are not published due to 5 or fewer responses. ^c The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.71.

A further disaggregation of graduates by target groups and by ARIA geographical classifications, by the purpose of study, can be found in attachment tables 5A.73–79.

Skill profile

‘Skill profile’ is an indicator of governments’ objective 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 (box 5.15).

Box 5.15 Skill profile

'Skill profile' is yet to be defined.

There are currently no indicators for 'skill profile', and in the interim 'skill outputs from VET' is reported as a proxy.

'Skill outputs from VET' is defined by five measures of students' skill outputs from the VET system in a given year:

- 'Qualifications completed' is defined as the number of qualifications completed each year by both government and non-government funded students in VET, where a qualification is a certification to a person on successful completion of a course in recognition of having achieved particular knowledge, skills or competencies.
 - Data reported for this measure are comparable.
- 'Units of competency' is defined as the number of units of competency achieved/passed 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.
 - Data reported for this measure are not directly comparable.
- '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.
 - Data reported for this measure are not directly comparable.
- 'Annual change in qualifications completed, units of competency and modules achieved/passed' is defined as the percentage change of qualifications, units of competency or modules achieved/passed from year to year.
 - Data reported for this measure are not directly comparable.
- 'Qualification Equivalents' is defined as the number of training activity (annual hours) associated with successful completions of modules and units of competency by government recurrent funded VET students, divided by an agreed value of training activity representing a qualification.
 - Data reported for this measure are comparable.

Data are provided for VET target groups (residents of remote and very remote areas, people with disability, people speaking a language other than English at home and by Indigenous status).

Holding other factors constant, high or increasing numbers of qualifications completed and units of competency or modules achieved/passed results in an increase in the stock of VET skills.

Qualifications completed in 2008 were counted in 2010.

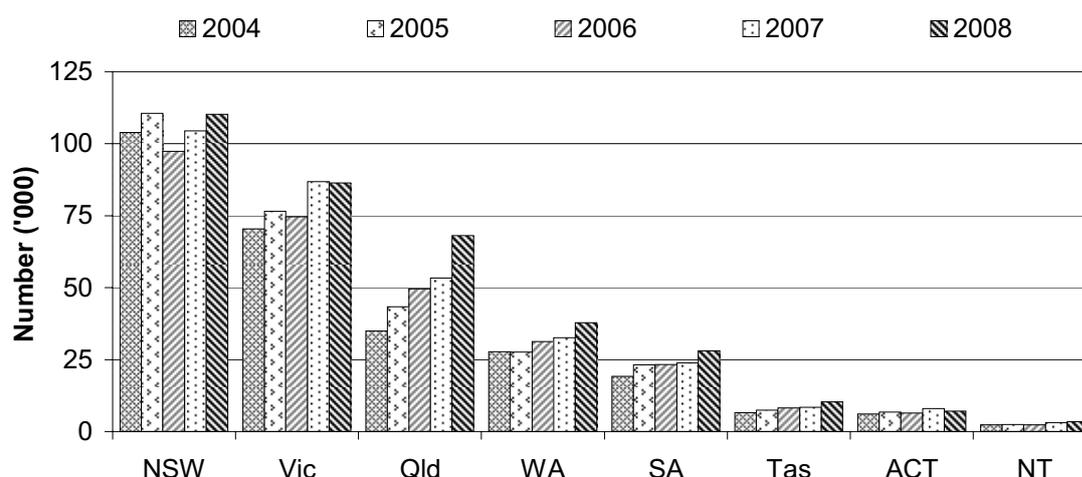
Data quality information for this indicator is under development.

The VET sector is focussed on delivering nationally recognised training through training packages (qualifications and units of competency) and accredited courses (and their associated modules). Most accredited courses and modules have been phased out over the last five years as more industry training packages are endorsed. However, there are some niche markets where accredited courses will be maintained and new ones developed, for example, English proficiency courses, courses in viticulture and performing arts, dance and professional writing. Typically these are in training areas not covered by the 10 Industry Skills Councils.

Skill outputs from VET — Qualifications completed

Nationally, approximately 351 600 VET qualifications were completed in 2008 (table 5A.81). The number of qualifications completed includes both government and non-government funded VET students (figure 5.39).

Figure 5.39 Qualifications completed, all graduates^{a, b, c}

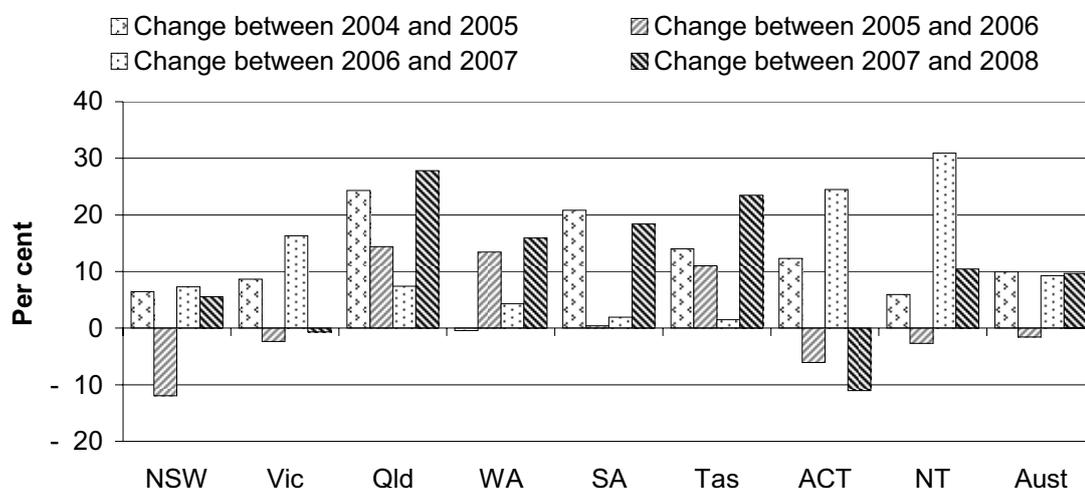


^a Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. ^b The number of qualifications completed includes both government funded and non-government funded VET students. ^c SA data include VET in schools which has been assessed by TAFE.

Source: NCVET (unpublished) National VET provider collection; table 5A.81.

Nationally, the number of qualifications completed increased by 9.7 per cent between 2007 and 2008, and increased by 9.3 per cent between 2006 and 2007 (figure 5.40). Overall, VET qualifications increased by 29.7 per cent between 2004 and 2008 (table 5A.81).

Figure 5.40 **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, and represents students eligible to be awarded a qualification. ^b The number of qualifications completed includes both government funded and non-government funded VET students. ^c SA data includes VET in Schools which has been assessed by TAFE.

Source: NCVET (unpublished) National VET provider collection; table 5A.81.

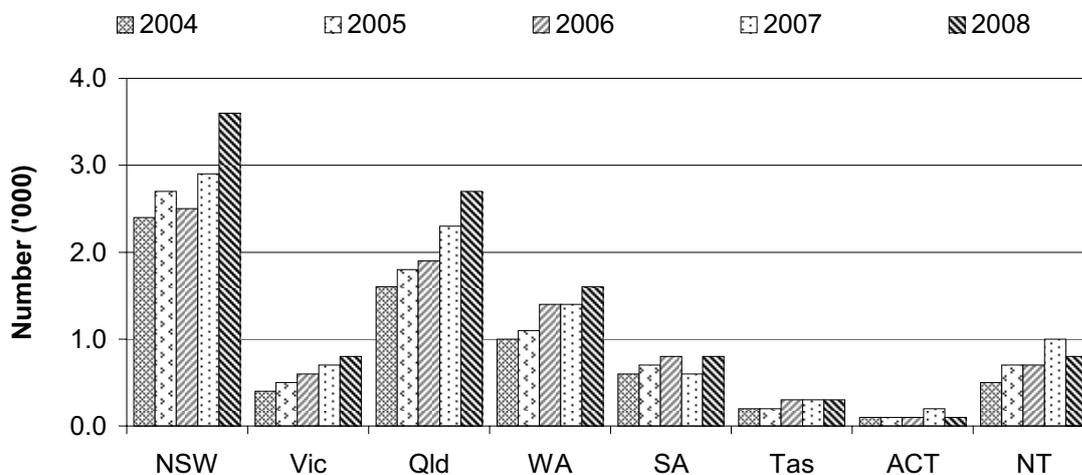
Amongst the VET target groups, between 2004 and 2008 the number of qualifications completed nationally increased by:

- 34.9 per cent for students with disability (table 5A.83)
- 37.3 per cent for students speaking a language other than English at home (table 5A.84)
- 61.5 per cent for students from remote and very remote areas (table 5A.82)
- 58.8 per cent for Indigenous students (table 5A.80).

Additional information is provided in table 5A.81 on the number of VET qualifications completed from 2004 to 2008 by sex.

Nationally, Indigenous students completed 10 800 VET qualifications in 2008, an increase of 14.9 per cent from 9400 in 2007. Indigenous students accounted for 3.1 per cent of all the qualifications completed in 2008 (table 5A.80). The number of qualifications completed by Indigenous students varied across jurisdictions (figure 5.41).

Figure 5.41 Qualifications completed by Indigenous students^{a, b, c}



^a Qualifications completed includes courses accredited or approved by a local State or Territory authority, and represents students eligible to be awarded a qualification. ^b The number of qualifications completed includes both government funded and non-government funded VET students. ^c SA data now include VET in schools which has been assessed by TAFE.

Source: NCVET (unpublished) National VET provider collection; table 5A.80.

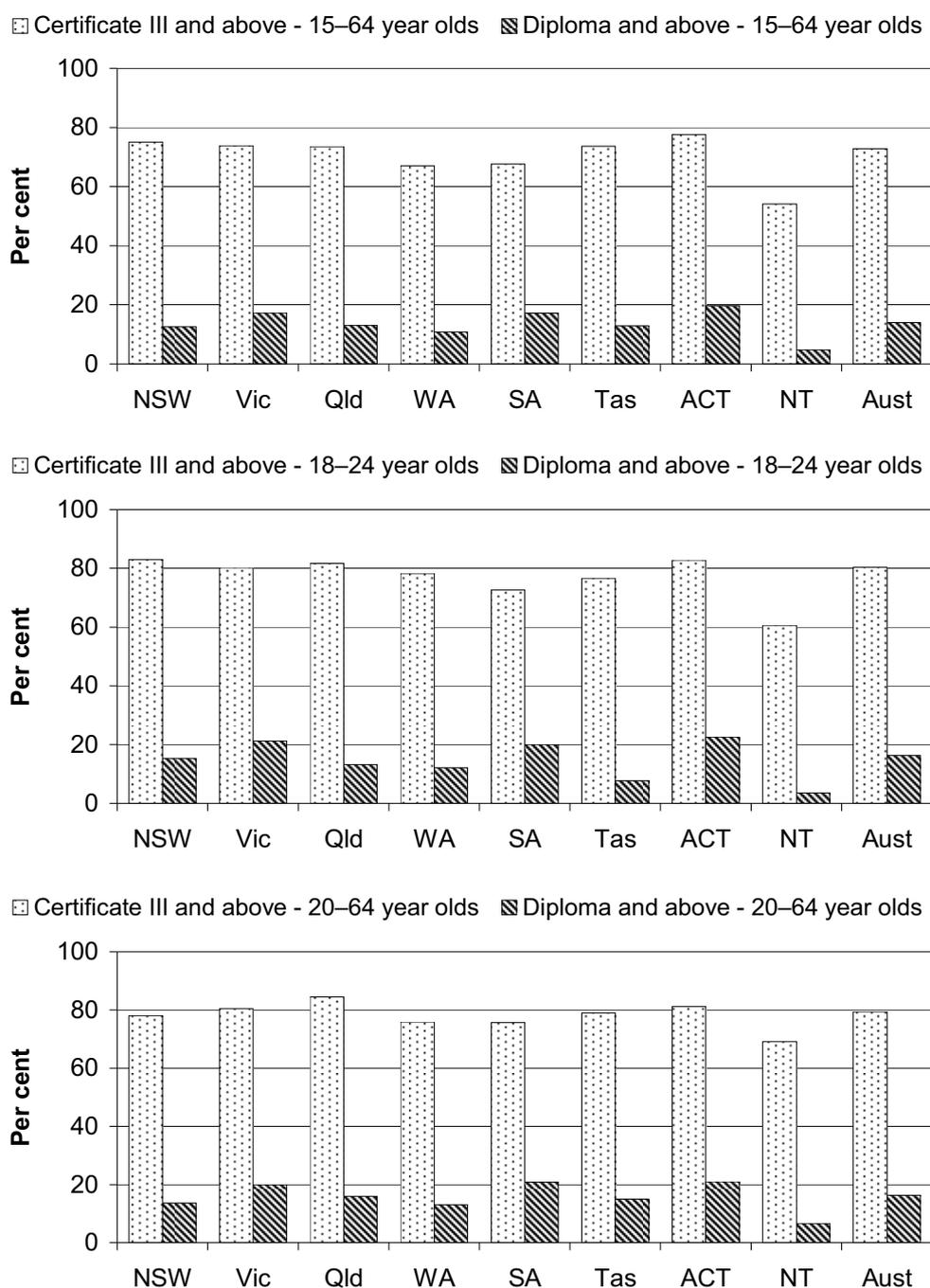
In 2008, 13.9 per cent of qualifications completed by all students were at the diploma or advanced diploma level, 58.6 per cent at certificate level III or IV and 27.5 per cent at certificate level I or II or lower (table 5A.85).

In the same year, 80.3 per cent of students aged 18–24 years completed qualifications at the certificate III level or higher, compared with 79.5 per cent of students aged 20–64 years and 72.8 per cent of students aged 15–64 years (figure 5.42).

In 2008, 57.4 per cent of Indigenous VET students aged 18–24 years completed qualifications at the certificate III level or higher, compared with 62.6 per cent of Indigenous students aged 20–64 years and 53.1 per cent of Indigenous students aged 15–64 years (figure 5.43).

In the same year, 3.6 per cent of Indigenous VET students aged 18–24 years completed qualifications at diploma level or higher, compared with 16.2 per cent of non-Indigenous students aged 18–24 years (table 5A.86).

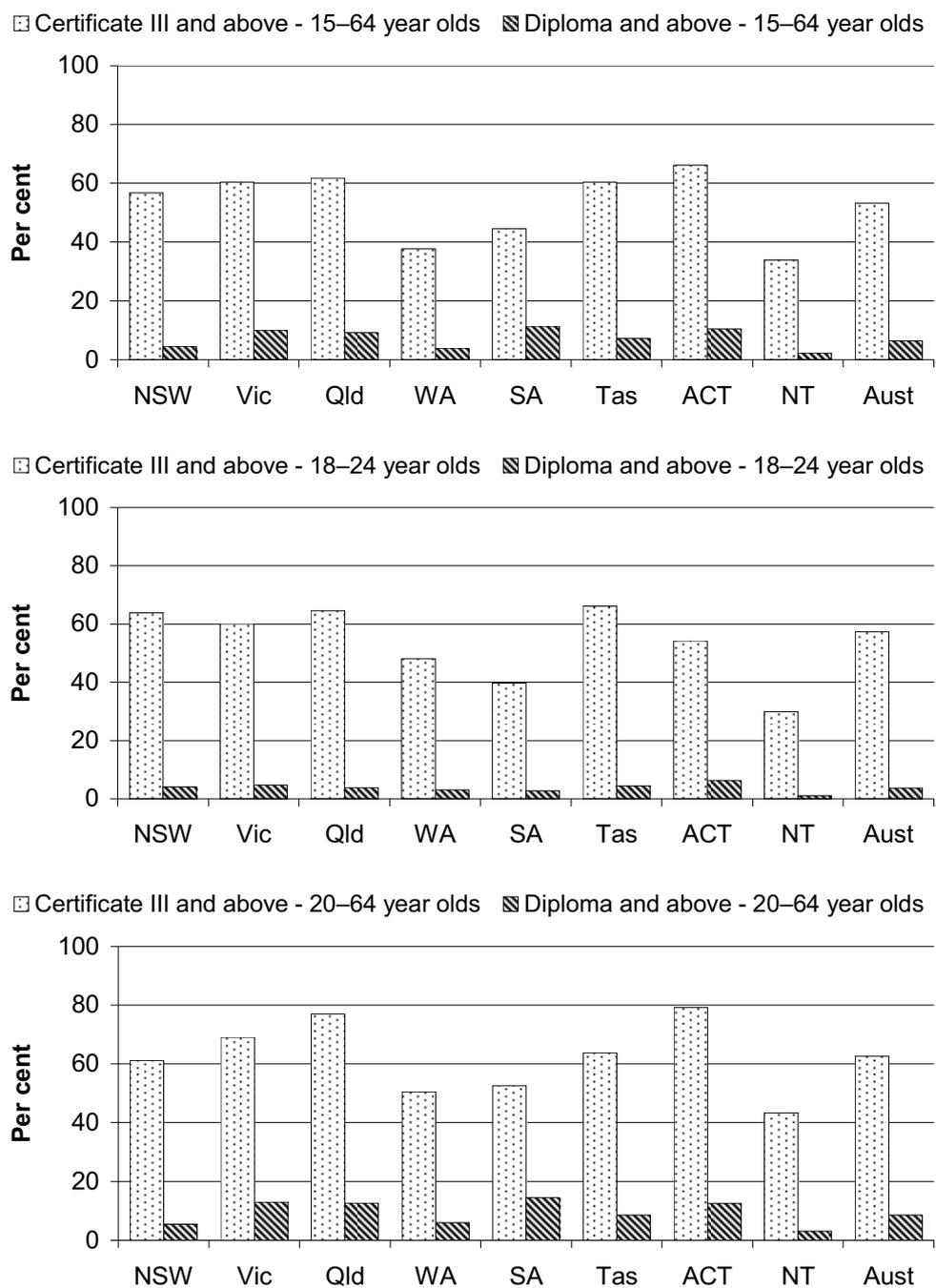
Figure 5.42 **Qualifications completed, by course level and target age group, 2008^{a, b, c}**



^a Course level is the highest qualification attempted by a student in a reporting year. ^b Qualifications completed includes courses accredited or approved by a local State or Territory authority. Represents students eligible to be awarded a qualification. ^c Course levels classified as diploma and above are included in the group of courses denoted as at certificate III and above.

Source: NCVET (unpublished) National VET provider collection; table 5A.86.

Figure 5.43 Qualifications completed by Indigenous students, by course level and target age group, 2008^{a, b}



^a Qualifications completed includes courses accredited or approved by a local State/Territory authority. Represents students eligible to be awarded a qualification. ^b Course levels classified as diploma and above are included in the group of courses classified as certificate III and above.

Source: NCVET (unpublished) National VET provider collection; table 5A.86.

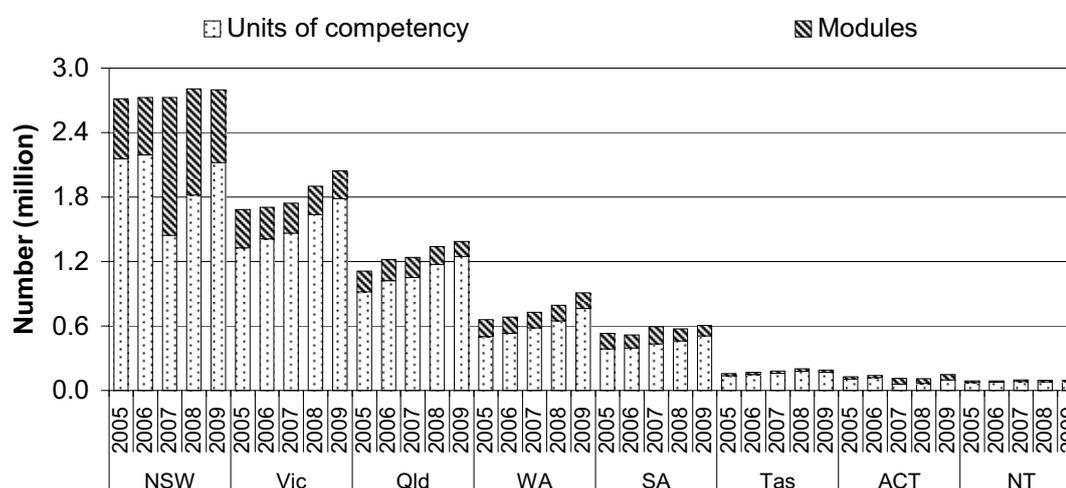
Skill outputs from VET — Units of competency and modules completed

Due to changes in the AVETMISS and the method of implementation of these changes by some training providers and jurisdictions, a large number of units of competency that NSW and the ACT reported in previous years were not reported in 2007. In addition, a large number of modules that would not have been reported in previous years were reported in 2007 by NSW and the ACT. As a result, reported units of competency significantly decreased and the number of modules significantly increased in 2007 in NSW and the ACT, and these changes were reflected in national data.

Nationally, all students achieved 6.8 million units of competency in 2009, an increase from 5.6 million in 2005. This was a 20.8 per cent increase in units of competency achieved/passed over this period (table 5A.88).

Nationally, all students achieved 1.4 million modules in 2009, a decrease from 1.5 million modules in 2005. This was a 4.3 per cent decrease in modules achieved/passed over this period (table 5A.92). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 5.44).

Figure 5.44 **Units of competency and modules achieved/passed, all students^{a, b}**



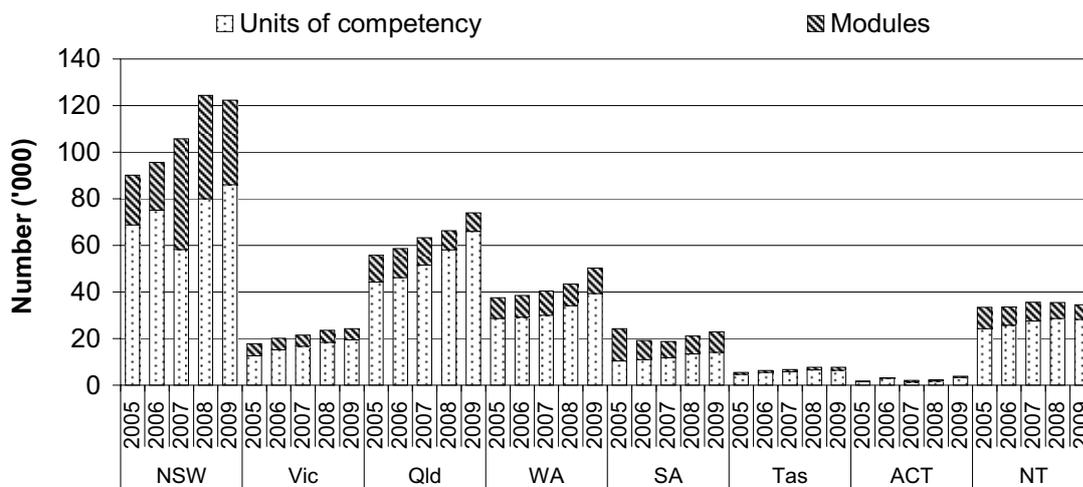
^a Data are for government recurrent funded VET students. ^b SA data include VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2005 have been adjusted to include SA VET in Schools Assessment data.

Source: NCVET (unpublished) National VET provider collection; tables 5A.88 and 5A.92.

Nationally, Indigenous students achieved 263 100 units of competency in 2009, an increase from 195 200 units in 2005. This was a 34.8 per cent increase in units of competency achieved/passed over this period (table 5A.96).

Nationally, Indigenous students achieved 76 800 modules in 2009, an increase from 71 000 modules in 2005. This was an 8.2 per cent increase in modules achieved/passed over this period (table 5A.96). The number of units of competency and number of modules achieved/passed by Indigenous students varied across jurisdictions (figure 5.45).

Figure 5.45 Units of competency and modules achieved/passed, by Indigenous students^{a, b}

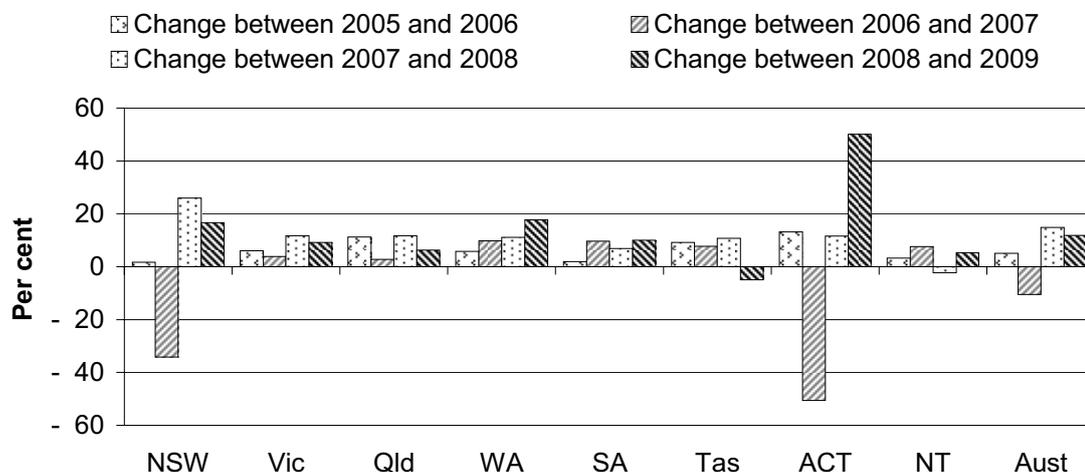


^a Data are for government recurrent funded VET students. ^b SA data now include VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2005 have been adjusted to include SA VET in Schools Assessment data.

Source: NCVET (unpublished) National VET provider collection; table 5A.96.

Figure 5.46 shows the annual changes in the number of units of competency achieved/passed for all students since 2005, indicating that the national number of units of competency achieved/passed increased by 11.8 per cent from 2008 to 2009.

Figure 5.46 **Units of competency achieved/passed by all students, by change from previous year^{a, b}**



^a Data are for government recurrent funded VET students. ^b SA data includes VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2005 have been adjusted to include SA VET in Schools Assessment data.

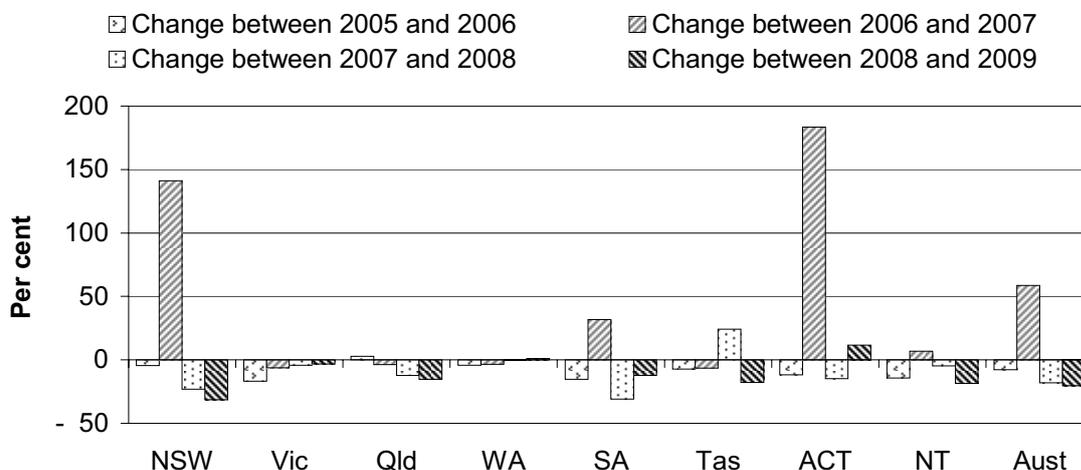
Source: NCVET (unpublished) National VET provider collection; table 5A.88.

Amongst the VET target groups, between 2005 and 2009 the number of units of competency achieved/passed nationally increased:

- 14.4 per cent for students reporting disability (table 5A.90)
- 25.8 per cent for students speaking a language other than English at home (table 5A.91)
- 18.3 per cent for students from remote and very remote areas (table 5A.89)
- 34.8 per cent for Indigenous students (table 5A.96).

The number of modules achieved/passed by all students nationally decreased by 20.4 per cent from 2008 to 2009 (figure 5.47).

Figure 5.47 Modules achieved/passed by all students, by change from previous year^{a, b}



^a Data are for government recurrent funded VET students. ^b SA data now include VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2005 have been adjusted to include SA VET in Schools Assessment data.

Source: NCVET (unpublished) National VET provider collection; table 5A.92.

Amongst the VET target groups, the number of modules achieved/passed nationally between 2005 and 2009 decreased by 12.3 per cent for students from remote and very remote areas (table 5A.93), and increased for other target groups as follows:

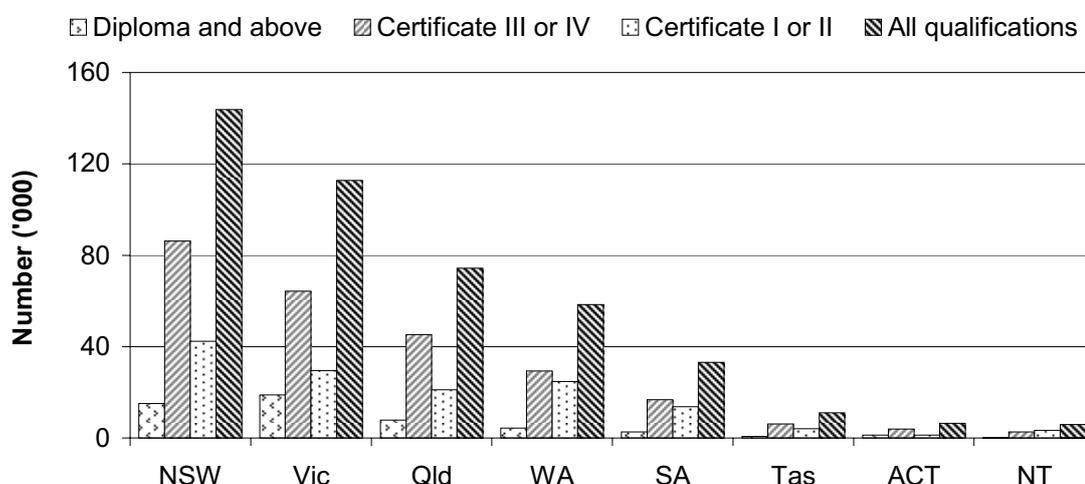
- 10.1 per cent for students who reported disability (table 5A.94)
- 28.9 per cent for students speaking a language other than English at home (table 5A.95)
- 8.2 per cent for Indigenous students (table 5A.96).

Additional information on the number of units of competency and modules achieved/passed for female and male students is provided in tables 5A.88 and 5A.92.

Skill outputs from VET — Qualification Equivalents

Nationally, government funded VET students undertook training equivalent to 445 700 VET qualifications in 2009, an increase from 414 000 in 2008 and from 353 300 in 2005. The change from 2005 to 2009 represents a 26.2 per cent increase. The number of Qualification Equivalents varied across jurisdictions (figure 5.48).

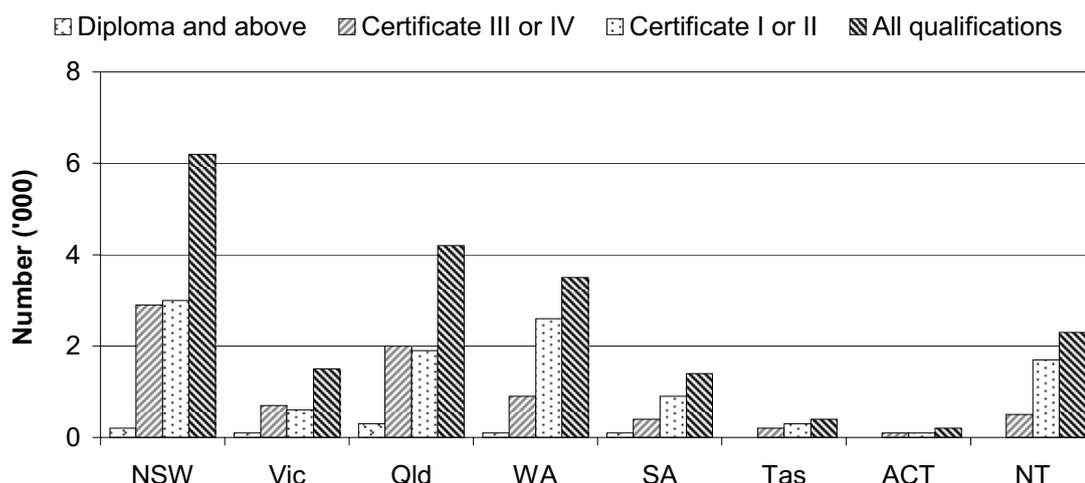
Figure 5.48 Qualification Equivalents, all graduates, 2009



Source: NCVER (unpublished) National VET provider collection; table 5A.87.

Nationally, government funded VET Indigenous students undertook training equivalent to 19 700 VET qualifications in 2009, an increase from 18 100 in 2008 and from 15 500 in 2005. The change from 2005 to 2009 represents a 27.1 per cent increase (compared with a 26.2 per cent increase for all government funded students over the same period). The number of Qualification Equivalents varied across jurisdictions (figure 5.49).

Figure 5.49 Qualification Equivalents, by Indigenous graduates, 2009



Source: NCVER (unpublished) National VET provider collection; table 5A.87.

Employer outcomes

The biennial Survey of Employers' Use and Views of the VET System (NCVER 2009) captures the extent to which employers make use of, and are satisfied with, aspects of the VET system. The latest survey was conducted in 2009. The survey reveals the reasons why employers make the choices they do in order to meet their skill needs, and their levels of satisfaction with the products and services of the VET system. The findings represent the responses of all employers with at least one employee and their training experiences in the 12 months prior to the survey.

The Survey of Employers' Use and Views includes responses from employers in relation to satisfaction with 'formal vocational qualifications as a job requirement' where their employees in that category may have completed their required 'formal vocational qualifications' prior to the last 12 months (that is, earlier than the survey period), and irrespective of the timing, the training may have been provided by a non-VET provider. This presents a different scope to this Report, which aims to report data relating to government funded VET programs for specific reporting periods.

Employer engagement with VET

'Employer engagement with VET' is an indicator of governments' objective that employers and individuals will be at the centre of VET (box 5.16).

Box 5.16 Employer engagement with VET

'Employer engagement with VET' is defined as the proportion of Australian employers who in the last twelve months:

- had employees undertaking apprenticeships/traineeships
- arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees
- had employees with formal vocational qualifications as a requirement of their job.

A high or increasing proportion of employers who had employees undertaking apprenticeships/traineeships, who arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees or who had employees with formal vocational qualification as a requirement of their job is desirable, indicating greater employer engagement with VET.

Data reported for this indicator are comparable.

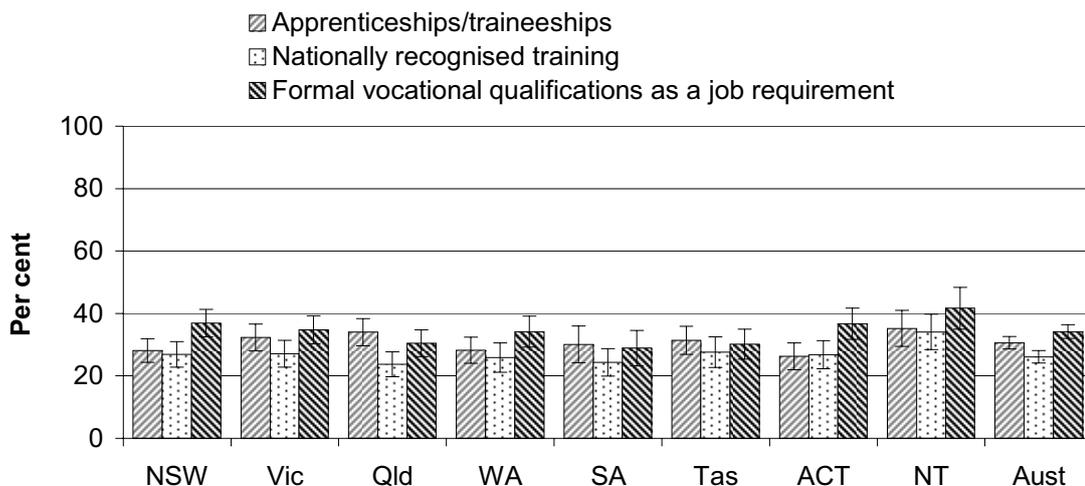
Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

The percentage of employers in 2009 who were engaged with apprenticeships or traineeships in the last twelve months was 30.6 per cent (figure 5.50). This varied by industry, from 9.4 per cent in agriculture, forestry and fishing, to 63.1 per cent in construction (NCVER 2009).

The percentage of employers engaged with nationally recognised training in the last twelve months was 26.1 per cent (figure 5.50). Engagement with nationally recognised training varied by industry from 17.0 per cent in agriculture, forestry and fishing, to 41.9 per cent in education and training (NCVER 2009).

The percentage of employers engaged with employing people with a formal vocational qualification as a job requirement in the last twelve months was 34.2 per cent (figure 5.50). Employers with vocational qualifications as a job requirement varied from 9.7 per cent in agriculture, forestry and fishing, to 57.5 per cent in education and training (NCVER 2009).

Figure 5.50 Proportion of employers who are engaged with aspects of the VET system, 2009^{a, b, c, d}



^a Engagement with apprenticeships/traineeships means an employer had employees undertaking an apprenticeship or traineeship in the last 12 months. ^b Engagement with nationally recognised training means an employer arranged or provided nationally recognised training to employees over the last 12 months. ^c Engagement with formal vocational qualifications means an employer 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 (unpublished) *Survey of Employer Use and Views*; table 5A.97.

Employer satisfaction with VET

‘Employer satisfaction with VET’ is an indicator of governments’ objective that industry will have a highly skilled workforce to support strong performance in the global economy (box 5.17).

Box 5.17 Employer satisfaction with VET

'Employer satisfaction with VET' is defined as the proportion of Australian employers who engaged in an aspect of VET, and who are satisfied with VET in meeting the skill needs of their workforce.

A high or increasing proportion of employers who are satisfied with VET in meeting the skill needs of their workforce is desirable.

Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Nationally, 83.2 per cent of employers engaged with apprenticeships or traineeships in the 2009 survey were satisfied with VET as a way of providing employees with skills required for the job (figure 5.51). Satisfaction was 83.3 per cent in the 2007 survey (table 5A.98). Employer satisfaction with using apprenticeships or traineeships as a way of meeting skill needs varied across industry, with the lowest satisfaction levels in accommodation and food services (66.8 per cent) (NCVER 2009).

Nationally, 85.8 per cent of employers who arranged or provided nationally recognised training to employees over the past 12 months were satisfied with nationally recognised training as a way of providing employees with skills required for the job (figure 5.51). Satisfaction was 80.5 per cent in the 2007 survey (table 5A.98). Employer satisfaction with using nationally recognised training as a way of providing employees with skills required for the job was lowest in agriculture, forestry and fishing (62.6 per cent) (NCVER 2009).

Nationally, 83.4 per cent of employers who had employees in the last 12 months with a formal vocational qualification that was a requirement of their job were satisfied with formal vocational requirements as a way of meeting skills (figure 5.51). Satisfaction was 80.8 per cent in the 2007 survey (table 5A.98). Employer satisfaction with using vocational qualifications as a job requirement as a way of meeting skills needs was lowest in agriculture, forestry and fishing (68.6 per cent) (NCVER 2009).

Figure 5.51 **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, 2009^{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 (now referred to as Australian Apprenticeships) means an employer had employees undertaking an apprenticeship or traineeship in the last 12 months and was satisfied with apprenticeships/traineeships as a way of providing employees with skills required for the job. ^c Satisfaction with nationally recognised training means an employer arranged or provided nationally recognised training to employees over the last 12 months and was satisfied with nationally recognised training as a way of providing employees with skills required for the job. ^d Satisfaction with formal vocational qualifications means an employer had employees in the last 12 months with a formal vocational qualification that was a requirement of their job and was 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: NCVET (unpublished) *Survey of Employer Use and Views*; table 5A.98.

5.4 Future directions in performance reporting

Improving reporting of indicators

Aspects of some VET indicators are not yet fully developed or comparable, and developments for future reports include:

- improving the quality of Indigenous outcomes data
- reporting on students who commenced and completed courses and developing related skill profile indicators.

Outcomes from review of Report on Government Services

COAG endorsed recommendations of a review of the RoGS in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future Reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the 'Review of the general performance indicator framework' and the 'Review of the performance indicators and their associated measures'. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

5.5 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

Australian Government comments

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2009 saw the Australian Government redoubling its efforts to strengthen the economy in the wake of the global recession, including through initiatives like the *Apprenticeship Kickstart* program to shore up commencement and retention rates of Australian Apprentices, and the \$500 million Teaching and Learning Capital Fund to modernise teaching and learning facilities across the VET sector.

Targeted initiatives were underpinned by systemic reform:

- activity commenced under the *National Agreement for Skills and Workforce Development*, which aimed to deliver on the Council of Australian Governments' targets to halve the proportions of 20–64 year olds without qualifications at or above Certificate III by 2020, and to double the number of diploma and advanced diploma completions by 2020
- the *National Partnership Agreement for Productivity Places Program* provided states and territories with greater flexibility to tailor training to suit local priorities
- the Ministerial Council for Vocational and Technical Education was replaced by the Ministerial Council for Tertiary Education and Employment, which has a broader remit encompassing higher education, VET, international education, the Australian Qualifications Framework (AQF) and employment
- the Australian Qualifications Framework Council replaced the former AQF Advisory Board, and undertook to strengthen the AQF and ensure its continuing relevance
- the National VET Data Strategy was adopted as a way of delivering improvements in reporting, transparency and accountability
- the Government announced the \$70 million Vocational Education Broadband Network to provide the infrastructure to enable TAFEs to access a high quality broadband network tailored to the requirements of the training sector
- the response to the Review of Australian Higher Education included initiatives to improve articulation and linkages between the VET and higher education sectors
- the Government also implemented VET FEE-HELP, income contingent loans to stimulate the take up of higher level skills by reducing the financial barrier to students having to pay tuition fees upfront for diploma, advanced diploma, graduate certificate and graduate diploma courses.

The National Resources Sector Employment Taskforce was established to develop a comprehensive plan to address the skills needs of the resources, sector, given projections that Australia would need more than 70 000 additional skilled workers for major resources projects to 2015.

The *Big Skills* Conference in March 2009 attracted some 1200 Australian and overseas delegates to discuss key training sector issues.

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New South Wales Government comments

“ NSW continues to be the largest provider of Vocational Education and Training (VET) with 31.4 per cent of all Australian VET qualifications being completed by NSW students in 2008. In 2009, NSW delivered 140.5 million hours of VET, an increase of 4.6 per cent compared with 2008.

At the end of 2009, there were more than 138 500 apprentices and trainees in training across NSW, including over 2400 school students undertaking school-based apprenticeships and traineeships. The Apprenticeship and Traineeship Training Program was re-focused in 2009 to encourage a greater take-up of apprenticeships and traineeships in priority areas, including in rural and remote locations. A 15 per cent incentive above the government base rate for RTOs delivering to rural and remote students has applied since 2009.

NSW has introduced a number of initiatives to address the skill needs of NSW including:

- progressing the Productivity Places Program to deliver 175 000 additional training opportunities in skill shortage areas
- providing an additional \$1.2 million to registered Group Training Organisations in 2009-10 as part of the third instalment of NSW's \$69 million Learn or Earn election commitment. This funding supported up to 300 apprentices from disadvantaged groups to gain employment and undertake training
- expanding Green skills training during 2009 through the introduction of a \$20 million program to provide training in energy efficiency for tradespeople and professionals and through industry-partnership projects.

In 2009, TAFE NSW continued its focus on offering innovative services to meet the changing needs of individuals and industry and evolving patterns of employment, thereby benefitting both learners and employers. Achievements included:

- promoting recognition of prior learning and delivery in the workplace
- responding innovatively to workforce development needs and skill shortages
- implementing improved technologies to support more efficient and effective service provision for learners and employers
- establishing key partnerships with the higher education sector.

NSW is also successfully applying strategies to increase VET participation for equity groups. For example, the total number of Aboriginal VET students in NSW has increased by 39 per cent since 2005.

NSW is boosting its youth and education programs with an additional \$11.4 million over two years to support unemployed young people return to education or get into work. This new package includes \$5.5 million for 2000 unemployed young people to undertake targeted pre-vocational training courses.

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Victorian Government comments

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In August 2008, the Victorian Government announced *Securing Jobs for Your Future – Skills for Victoria*, which introduced an entitlement model for young people and others to up-skill, making the VET system more responsive to employer and student needs. The new system puts the student at the centre by:

- creating a personal entitlement to a government subsidised place in recognised training - the *Victorian Training Guarantee (VTG)*
- uncapping government funding for subsidised places
- enabling registered providers to compete for students and the government funding which follows the student
- providing students with more choice and flexibility in where and when they access government subsidised training.

In July 2009, the VTG was introduced for diplomas and above and students referred through the *Skills for Growth* program. Income contingent loans were made available for the first time for government subsidised training at diploma level and above, enabling the deferral of tuition fees until individual earnings reach a specific level.

During 2009 almost 76 000 young people aged 15-19 years undertook VET in government subsidised programs. There were 106 000 VET enrolments at higher qualification levels, an increase of 10 percent on 2008. Apprentice and trainee completions in Victoria represented close to a third of all national completions. At the end of 2009, an estimated 102 900 apprentices and trainees were in training in Victoria.

Employers in Victoria are increasingly more satisfied with the VET system. In 2009, 88 per cent of Victorian employers who used nationally recognised training were satisfied that the training provided employees with skills required, up from 82 per cent in 2007. Other achievements in 2009 include:

- *Skills for Growth*, an initiative providing industry-informed workforce planning and training specialists to assist small to medium-sized businesses in Victoria with workforce skills development
- an *Industry Experts as Teachers* recruitment program to encourage people with recent industry experience to transition into VET teaching
- initiatives such as the *Apprenticeship/Traineeship Completion Bonus* program, targeted research, and provision of support services to encourage employment and retention of apprentices and trainees
- significant improvements to TAFE information technology infrastructure
- amending the *Education and Training Reform Act 2006*, including strengthening the Victorian regulator's capacity to better protect international students by closing high-risk providers.

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Queensland Government comments

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The Queensland Government has initiated significant and systemic reforms to maximise opportunities for individual prosperity; strengthen economic recovery and growth; and boost productivity.

The Queensland Government's Toward Q2 Qualifications target is measured as the proportion of Queenslanders aged between 25 and 64 years who hold a Certificate III or above qualification by 2020. The Government is committed to maximising opportunities for all Queenslanders to attain qualifications by boosting industry investment in and ownership of skills development, widening access to tertiary training, and improving pathways to qualifications.

Queensland has developed sophisticated industry engagement strategies through the establishment of Centres of Excellence in key industry sectors such as manufacturing and engineering, energy and building and construction, as well as skills alliances and skills formation strategies in specific industries and regions. For example, the Queensland Government has taken a whole of government approach to the development of the Surat Basin and is committed to working with industry to support the development of the Coal Seam Gas / Liquefied Natural Gas (CSG/LNG) industry that is expected to create some 18 000 jobs. This commitment has been demonstrated by the investment of \$10 million in the CSG/LNG Industry Training Program which is jointly funded by government and industry.

In 2010, Queensland established Skills Queensland, an independent body to lead the state's vocational education and training, higher education, skilled migration and employment programs.

Skills Queensland provides a mechanism by which industry can take genuine leadership of the state's skills system to ensure Queensland's labour force meets the needs of a growing economy and population. Skills Queensland will lead a new approach to engaging with industry, one that emphasises a holistic approach to workforce development and not just training.

This important reform will be complemented by further reforms to the policy framework for Queensland's tertiary education system.

In 2010, the Queensland Minister for Education and Training commissioned an independent review of post-secondary education and training. The outcomes of this review are expected to be considered and implemented progressively from 2011.

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Western Australian Government comments

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On 31 August 2009 the State Government announced the creation of the Department of Training and Workforce Development to reflect a strong commitment to training and securing a skilled and capable workforce to respond to the needs of the growing Western Australian economy.

The following has been achieved in 2010:

- developed *Skilling WA – A workforce development plan for Western Australia*, which provides a comprehensive framework for the planning and development of the State's workforce, with the aim of maximising the supply of skilled labour to the State's industries
- commenced reform of the training sector to be more responsive to demand from industry, community need, self-employment opportunity and individual need, consistent with the State Training Plan and *Training WA: Planning for the future 2009-2018*
- developed and implemented the Western Australian State Migration Plan and maintained overseas enrolments above 2009 levels in a volatile market
- compiled the State Priority Occupations List to inform workforce planning in Western Australia and the prioritisation of training funds
- implemented amendments to the *Vocational Education and Training Act 1996* and *Vocational Education and Training (General) Regulations 2009*, which have increased the involvement of employers in the Western Australian training system
- launched the *Training together-working together – Aboriginal workforce development strategy*, which is aimed at assisting Aboriginal people to participate effectively in the workforce and to ensure that the development and application of their skills is within a workplace context
- established a statewide network of 14 Workforce Development Centres, which provide a range of services to individuals to enable them to make education, training and occupational choices to manage their careers
- established the State's first Aboriginal Workforce Development Centre which works with Aboriginal people and employers to match Aboriginal people to real jobs
- expanded apprenticeship training markets which resulted in ten new private training providers entering the market, delivering training across a range of apprenticeships, including five apprenticeships not delivered previously in Western Australia
- achieved a 10.5 per cent increase in the number of apprentices and trainees in training in Western Australia
- achieved an 11.3 per cent increase in the number of publicly funded Student Curriculum Hours (SCH).

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South Australian Government comments

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In 2009 there was an increase in the number of government funded VET students, with more students attending TAFE SA and private registered training organisations. The number of hours of training delivered to VET students increased by 12.1 per cent. Data released in 2009 shows there was a large increase, of 18.4 per cent, in the number of qualifications completed by South Australian VET students.

In 2009 a review was initiated of *South Australia Works*, which links people with skills and jobs through a range of learning, training and work programs. The review identified new strategic directions within a changed economic and policy environment. In 2009, \$35.7 million of funding was provided to *South Australia Works*, with over 32 000 people participating in the program. Of these, 16 700 people participated in work programs, with 8400 gaining employment, and another 15 400 people in learning, skills development and training programs.

The infrastructure for VET students has also been enhanced with more than \$70 million committed in 2009 into upgrading and maintaining TAFE SA facilities, including a new campus at Victor Harbor and upgrades at both metropolitan and country campuses, funded jointly by the Australian and the state government. This represents the biggest ever infrastructure upgrade in TAFE SA's history.

The Training and Skills Commission released its Five Year Plan for Skills and Workforce Development - *Skills for Jobs: Priorities for Developing South Australia's Workforce* in December 2009. The plan is a key initiative within the state government's Skills Strategy. It makes recommendations for fundamental changes in the state's post school education and training system, to ensure the state has the skills available to support future growth of the economy and sustainable employment opportunities.

In 2009 South Australia provided a range of training and employment programs for disadvantaged VET students including:

- The *VET to Work: Disability Support and Transition* project provided case management support to unemployed people with a range of disabilities
- The *Abilities for All Program* offered supported pathways into training for job seekers with a disability through embedded employability, literacy and numeracy skills in non-accredited and accredited units
- The *Education & Training Deaf (ETD) Program* provided a pre-vocational educational program to adult Deaf South Australians in their own language (Australian Sign Language – Auslan).

Specific support programs for Aboriginal students included:

- TAFE SA's *Aboriginal Access Centre* provided training, tutoring and case management support to 40 per cent of the 3700 Aboriginal TAFE students
- SA Works *Aboriginal Apprenticeship Program* supported students into Certificate III trade apprenticeship and traineeships in the private sector.

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Tasmanian Government comments

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Stimulating participation in VET and increasing the qualification level of the Tasmanian population remains a key objective of the Tasmanian Government.

In 2009, the skills of 43 240 Tasmanians were increased. Forty-three per cent of 15–64 year old Tasmanians now hold a Certificate III or above qualification, which is already greater than the 2010 *Tasmanian Skills Strategy* target.

Throughout the year, training providers worked in partnership with employers to deliver responsive and relevant training to their employees:

- the *Productivity Places Program* provided an additional 1383 training places for existing workers and 1023 training places for job seekers. The focus of this year's program was to promote the value of workforce development activities in helping to address skill shortages
- the number of apprentices and trainees in Tasmania as a proportion of people employed remained higher than the national level, with 12 494 apprentices and trainees receiving training. Of these 5400 were traditional trade apprentices.

Employers and graduates remain highly satisfied with the training system and the training they received. The figures for 2009 were around 90 per cent satisfaction, a slight increase from an already high level in 2007.

The development of the second phase of the Tasmanian Skills Strategy during 2009 (*Themes and Actions 2009 to 2012*) has guided the Tasmanian Government's investment in skills to become more targeted:

- the formation of a *Skills Response Decision Framework*, which models the impact of a broad range of economic and social criteria, has allowed the determination of government program priorities by industry sector and occupation
- through the *Innovative Partnerships* program, government, industry bodies, enterprises and community organisations worked together to trial new models for skill formation. Partnerships have been formed in the tourism and mining industries with future sectors including aged and community services, disability services and transport and logistics.

In recognition that many Tasmanian adults do not have the literacy skills to fully participate in family, the community, learning or employment, work began on a new action plan to improve the literacy of the workforce and community, through community based literacy programs. Implementation commenced in 2010.

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Australian Capital Territory Government comments

“ According to the NCVET publications *Student outcomes 2009 and Apprentices and trainees: Annual 2009* the ACT performed above the national average in a number of key vocational education and training (VET) indicators.

The outcome for ACT graduates employed or in further study after training was the best in the nation at 92.8 per cent. The national average was 87.6 per cent. These high rates are a continuing trend for the ACT (i.e. 91.0 and 93.5 per cent in 2008 and 2007, respectively). For graduates not employed before training but employed after training, again the ACT levels were the nation's highest at 51.5 per cent, compared with the national average of 42.7 per cent. The outcomes for ACT module completers were similar to the graduate outcomes.

The number of ACT apprentice and trainee commencements increased by 6.2 per cent in 2009, compared with 2008. Nationally, commencements decreased by 6.0 per cent over the same period. While cancellations and withdrawals in the ACT in 2009 decreased by 18.1 per cent compared with 2008, nationally cancellations and withdrawals decreased by 8.7 per cent. Also, while trade commencements decreased nationally by 17.1 per cent in 2009 compared to the previous year, the ACT experienced a decrease of 2.1 per cent. Non-trade commencements in the ACT increased by 8.3 per cent, compared to a national decrease of 1.2 per cent.

In 2009, 403 students in public and non-government schools commenced an Australian School-based Apprenticeship (ASBA). This is a 22.5 per cent increase on 2008 commencement numbers. The 2009-10 ACT Budget *Australian School-based Apprenticeships* initiative provided \$1.5 billion over four years to employ 100 new ASBAs each year in ACT public schools through established group training arrangements. Fifty-six schools agreed to host the ASBAs to work in areas such as administration, information and communication technology, and sport and recreation. Commencements by Aboriginal and Torres Strait Islander (ATSI) students in ASBAs have increased by 200 per cent in 2009-10. In 2009-10 the ACT Department of Education and Training actively promoted two ASBA programs in the financial services and community recreation sectors that specifically target ATSI students.

The Priorities Support Program provides flexible and responsive VET opportunities for persons in equity target groups. The number of commencements in courses specifically designed to target ATSI participants increased by 66 per cent in 2009-10 compared with 2008-09. Also in 2009-10 participation by ATSI students aged 17 to 24 years increased by 79 per cent compared with 2008-09. The most popular courses in 2009-10 among younger participants were Certificate I, II and III in Business; Certificate II and III in Information Technology; and Certificate III in Children's Services. ”

Northern Territory Government comments

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In 2009 the Northern Territory Government established a strategic plan “Working Future” to improve the lives of Territorians living in remote areas. A key part of this plan is to develop 20 of our largest remote communities into towns that will become service hubs for their regions. Part of the success of these 20 communities becoming sustainable towns is developing the skills of the people residing in and around them so that they can provide the services to their community members and the people living in the surrounding areas.

2009 also saw the establishment of the Defence Indigenous Development Program (DIDP-Army); a joint initiative funded by the Department of Defence, Directorate of Indigenous Affairs - Fairness and Resolutions Branch, Department of Education, Employment and Workplace Relations and the Northern Territory Department of Education and Training. This initiative is primarily aimed at the Indigenous people living in the regional and remote areas of the Northern Territory and will provide young adults with the skills and confidence to secure and sustain continuous employment of their choice and also allow them to be role models within their communities.

Both the strategic plan *Working Future* and the jointly funded program DIDP – Army are both closely aligned with the COAG National Indigenous Reform Agreement *Closing The Gap*.

One of the ongoing programs which was expanded in 2009 is the *Workready Program*. This program assists secondary students to become work ready and make the transition from school to work, particularly through School based apprenticeships and traineeships. This year the program was expanded to include 10 government and non-government senior secondary schools. A further three schools in remote communities participated in the program in 2010.

Other highlights in 2009 included:

- the successful delivery of a number of ‘green skills’ programs, including the areas of green plumbers, eco tourism and environmental management
- approximately 21 000 students were funded across the Northern Territory, with the number of students undertaking qualifications in certificate III and above increasing by 5 per cent since 2007 and 22 per cent since 2005
- 22 per cent of apprentices & trainees in training were Indigenous
- 12 *Buildskills* programs conducted to up skill approximately 300 existing workers.

”

5.6 Definitions of key terms and indicators

Adult and community education providers	Organisations that deliver community-based adult education and training intended principally for adults, including general, vocational, basic and community education, and recreation, leisure and personal enrichment programs.
Annual hours	The total hours of delivery based on the standard nominal hour value for each subject undertaken. These represent the hours of supervised training under a traditional delivery strategy. Annual hours are adjusted to account for invalid module enrolments.
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard. A nationally consistent standard for the collection, analysis and reporting of vocational education and training information throughout Australia. This standard was observed in the collection and preparation of data for this Report.
Completions	Fulfilment of all of the requirements of a course enrolment or module enrolment. Completion of a qualification or course is indicated by acknowledging eligibility for a qualification (whether or not the student physically received the acknowledgment).
Course	A structured program of study that leads to the acquisition of identified competencies and includes assessment leading to a qualification.
Course mix weight	Expenditure per annual hour is weighted to recognise the different proportions of relatively more expensive and less expensive training programs that occur in jurisdictions. Two methods of calculating these course mix weights apply. For 2005 to 2007, course mix weights are derived by applying a set of cost relativities by funding industry to a tabulation of annual hours by funding industry and State/Territory. For 2008 and 2009, a new set of cost relativities by subject field of education is derived from the old set of cost relativities, based on a tabulation of annual hours by funding industry and subject field of education at the Australia level in 2008. This new set of cost relativities is then applied to tabulations of annual hours by subject field of education and State/Territory to derive the new course mix weights. The funding scope of the annual hours is consistent with the scope of the expenditure data for corresponding years. A course mix weighting greater than 1.000 indicates that the State or Territory is offering relatively more expensive programs compared with the national profile.
Employer engagement with VET	The proportion of Australian employers who in the last 12 months had employees undertaking apprenticeships/traineeships (now referred to as Australian Apprenticeships), arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees, or had employees with formal vocational qualification as a requirement of their job.
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	<p>The registration of a student at a training organisation's delivery location for the purpose of undertaking a program of study. The enrolment is considered valid only if the student has undertaken enrolment procedures, met their fee obligations, and has engaged in learning activity regardless of the mode of delivery.</p> <p>A VET student may be enrolled in more than one VET training program, and therefore there are more 'enrolments' in the VET system than 'students'. This may be of importance if comparing VET data in this chapter with other VET data.</p>
Fee-for-service activity	Training for which most or all of the cost is borne by the student or a person or organisation on behalf of the student.
Government funded VET students	Government funded VET students who are funded under Commonwealth and State recurrent, Commonwealth specific and State specific funding. This includes activity funded under the NASWD, and excludes students participating in VET programs delivered in schools (where the delivery was undertaken by schools) or who undertook 'recreation, leisure or personal enrichment' education programs. Fee for-service by private providers, delivery undertaken at overseas campuses of Australian VET institutions, and credit transfer are also excluded.
Government recurrent expenditure per annual hour	Government recurrent expenditure divided by the number of government funded annual hours (adjusted for invalid enrolment rates). Expenditure is adjusted for course mix weight.
Government recurrent expenditure per load pass	Government recurrent expenditure divided by the number of hours successfully completed from assessable government funded enrolments of modules and units of competency achieved/passed and RPL.
Graduate	A person who has completed a VET 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	Students speaking a language other than English at home are those who self-identify on their enrolment form that they speak a language other than English at home.
Load pass rate	The ratio of hours attributed to students who gained competencies/passed assessment in an assessable module or unit of competency to the hours of all students who were assessed and either passed, failed or withdrew. Load pass rate is calculated as the total competency achieved/passed and RPL divided by the total competency achieved/passed, RPL, competency not achieved/failed and withdrawn.
Module	A unit of training in which a student can enrol and be assessed.
Private provider	A commercial organisation that provides training to individuals and industry.

Program of study	A generic term to describe Training Package qualifications, nationally recognised accredited courses, other courses (not nationally recognised accredited courses), units of competency and modules.
Qualification Equivalents (QE)	<p>Qualification Equivalents (QE) expresses skill outputs in terms of equivalent qualifications within each AQF level and field of education. QEs are based on the training activity (annual hours) associated with completions of modules and units of competency, divided by an agreed value of training activity representing a qualification.</p> <p>All courses have a nominal hour value reported as part of the national VET provider collection. This value provides a guide to the amount of activity that is required to complete the qualifications. These courses are classified by Australian Standard Classification of Education (ASCED) field of education and qualification level. For example, the median hours associated with a course in the field of education Food, Hospitality and Personal Services at diploma level for 2005 was 1660 hours. The number of hours successfully completed in modules and units of competency from these courses was 353 052. These 353 052 nominal hours represent 213 equivalent diploma qualifications.</p>
Real	Actual expenditure/funding/assets adjusted for changes in prices. Adjustments are made using the GDP chain price deflator and expressed in terms of final year prices.
Recognition of prior learning (RPL)	RPL is an assessment process through which students may gain formal recognition for the skills they already have. An enrolment where the student has been assessed competent for the whole unit of competency or module by a trainer. The result of the assessment is on the basis of the student's prior skills and knowledge acquired through previous training, work or life experience.
Recurrent funding	Funding provided by the Australian, State and Territory governments to cover operating costs, salaries and rent.
Registered training organisation (RTO)	RTOs are organisations registered by a State or Territory recognition authority to deliver specified VET and/or assessment services, and issue nationally recognised qualifications in accordance with the AQTF. RTOs include TAFE colleges and institutes, adult and community education providers, private providers, community organisations, schools, higher education institutions, commercial and enterprise training providers, industry bodies and other organisations meeting the registration requirements.
TAFE	Technical and further education colleges and institutes, which are the primary providers of government funded VET.
Training packages	<p>An integrated set of nationally endorsed standards, guidelines and qualifications for training, assessing and recognising people's skills, developed by industry to meet the training needs of an industry or group of industries. Training packages consist of core endorsed components of competency standards, assessment guidelines and qualifications, and optional non-endorsed components of support materials such as learning strategies, assessment resources and professional development materials.</p> <p>A Training Package is the grouping together of the training components designed to assist in achieving the competencies for a specific industry. Units of competency are packaged together which, when combined at various levels, can form qualifications (Certificate, Diploma etc.).</p>

Unit of competency	A unit of competency is the smallest component of a VET program that can be assessed and recognised in the VET system for collection purposes.
User cost of capital per annual hour	User cost of capital (which is the opportunity cost of funds tied up in the capital used to deliver services, calculated as 8 per cent of the total value of the physical non-current assets) divided by government funded annual hours and course mix weight..
User cost of capital per load pass	User cost of capital (which is the opportunity cost of funds tied up in the capital used to deliver services, calculated as 8 per cent of the total value of the physical non-current assets) divided by successfully completed government funded VET modules or units of competency.
VET participation	<p>VET student participation data presented in this Report refer only to VET students who were funded by government recurrent expenditure and delivered by TAFE and other government providers (including multi-sector higher education institutions), registered community providers and registered private providers. They do not include students who participated in VET programs delivered in schools (where the delivery was undertaken by schools) or undertook 'recreation, leisure or personal enrichment' education programs. Fee-for-service by private providers, delivery undertaken at overseas campuses of Australian VET institutions, and credit transfer are also excluded.</p> <p>A VET student may be enrolled in more than one VET training program, and therefore there are more 'enrolments' in the VET system than 'students'. This distinction between 'student' numbers and the number of 'enrolments' (or 'student enrolments') may be of importance if comparing VET data in this chapter with other VET data.</p>
VET participation by Indigenous people	The number of government funded participants of all ages in the VET system reported as Indigenous as a proportion of the number of Indigenous people aged 15–64 years in the Australian population.
VET participation by students speaking a language other than English	The number of government funded participants of all ages in the VET system speaking a language other than English at home as a proportion of the number of all people in the Australian population speaking a language other than English at home.
VET participation rate for people aged 15–64 years	The number of government funded participants aged 15–64 years in the VET system as a proportion of the number of people in Australia (or each jurisdiction) aged 15–64 years.
VET participation rate for people of all ages by region	The number of government funded participants of all ages in the VET system based on students' home postcodes using the Accessibility and Remoteness Index for Australia (that is, major cities; inner regional areas; outer regional areas; remote and very remote areas) as a proportion of the total population of people in those geographic areas.
VET program	A course or module offered by a training organisation in which students may enrol and gives people work-related knowledge and skills.
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'.

5.7 List of attachment tables

Attachment tables are identified in references throughout this chapter by an ‘5A’ suffix (for example, table 5A.3 is table 3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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5.8 References

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PART C

JUSTICE

C Justice preface

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Governments provide justice services to facilitate effective and efficient administration of justice and to ensure community safety and confidence in law and order. The provision of justice services involves crime prevention, detection and investigation, judicial processes and dispute resolution, prisoner and offender management, and rehabilitation services. Some of the high level goals common to all justice agencies are to:

- protect the rights and freedoms of all people through a fair and just system of criminal justice
- provide an accessible and equitable civil justice system
- preserve civil order through the prevention and detection of crime
- provide a safe, just and humane custodial environment.

In seeking to achieve these goals, there is a trend toward the delivery of justice services through partnerships between agencies, in order to address complex issues and client needs, for example bail or housing support programs. However, the focus of the chapters in this section of the Report is on the justice services provided by police (chapter 6), court administration (chapter 7) and adult corrective services (chapter 8). Juvenile justice services are part of the community services section (Part F) of this Report.

There are no major improvements in reporting in the Justice preface this year. Major improvements in reporting on justice this year are identified in each of the service-specific justice chapters.

Profile of the justice system

Objectives of the justice system

The justice system reported on in this Report comprises both criminal and civil jurisdictions. Services in the criminal jurisdiction are delivered by police, court administration and corrective services. In the civil jurisdiction, police deliver services for infringements, and court administration deals with civil law matters.

The objectives of the criminal justice system are listed in 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 provides program interventions to reduce the risk of re-offending.

These objectives are pursued in a manner that is accessible, equitable, timely and efficient.

The objectives of the civil justice system are listed in box C.2.

Box C.2 Objectives of the civil justice system

The civil justice system sustains and fosters social stability and economic growth through a network of courts, tribunals and legal processes that:

- resolve civil disputes and enforce a system of legal rights and obligations
- respect, restore and protect private and personal rights
- resolve and address the issues resulting from family conflicts and ensure that children's and spousal rights are respected and enforced.

By contrast with criminal justice, civil cases involve participants using the legal system as a matter of choice to settle disputes, and the types of parties and possible dispute resolution approaches vary considerably.

Police, courts and corrective services contribute to the objectives of the criminal and civil justice systems in a number of ways. Not all of the police, court and corrective services activities referred to below are specifically reported on in this Report, in part because either the agency or service does not report, or because programs are delivered by different agencies and there is no comparable national program. A list of exclusions can be found on page C.15.

Police services

Police services are the principal means through which State and Territory governments pursue the achievement of a safe and secure environment for the community. This is through the investigation of criminal offences, response to life threatening situations, provision of services to the judicial process and provision of road safety and traffic management. Police services also respond to more general needs in the community — for example, working with emergency management organisations and a wide range of government services and community groups, and advising on general policing and crime issues. Additionally, police are involved in various activities which aim to improve public safety and prevent crime.

Courts

Courts provide independent adjudication of disputes and application of the law within an environment that protects human rights. This is a necessary role to ensure that the principles of justice operate in society. Court administration provides services which support the judiciary and court users through the efficient and effective management of court resources and court caseloads.

Corrective services

Corrective services implement the correctional sanctions determined by the courts and releasing authorities such as parole boards. Corrective services agencies operate (or contract with private operators for the operation of) prison facilities, and in some states and territories periodic detention centres, and are also responsible for managing offenders on community corrections orders. Corrective services agencies administer services and programs which aim to reduce prisoners' and offenders' risk of re-offence, and also provide advice to courts and releasing authorities.

Framework of the justice system

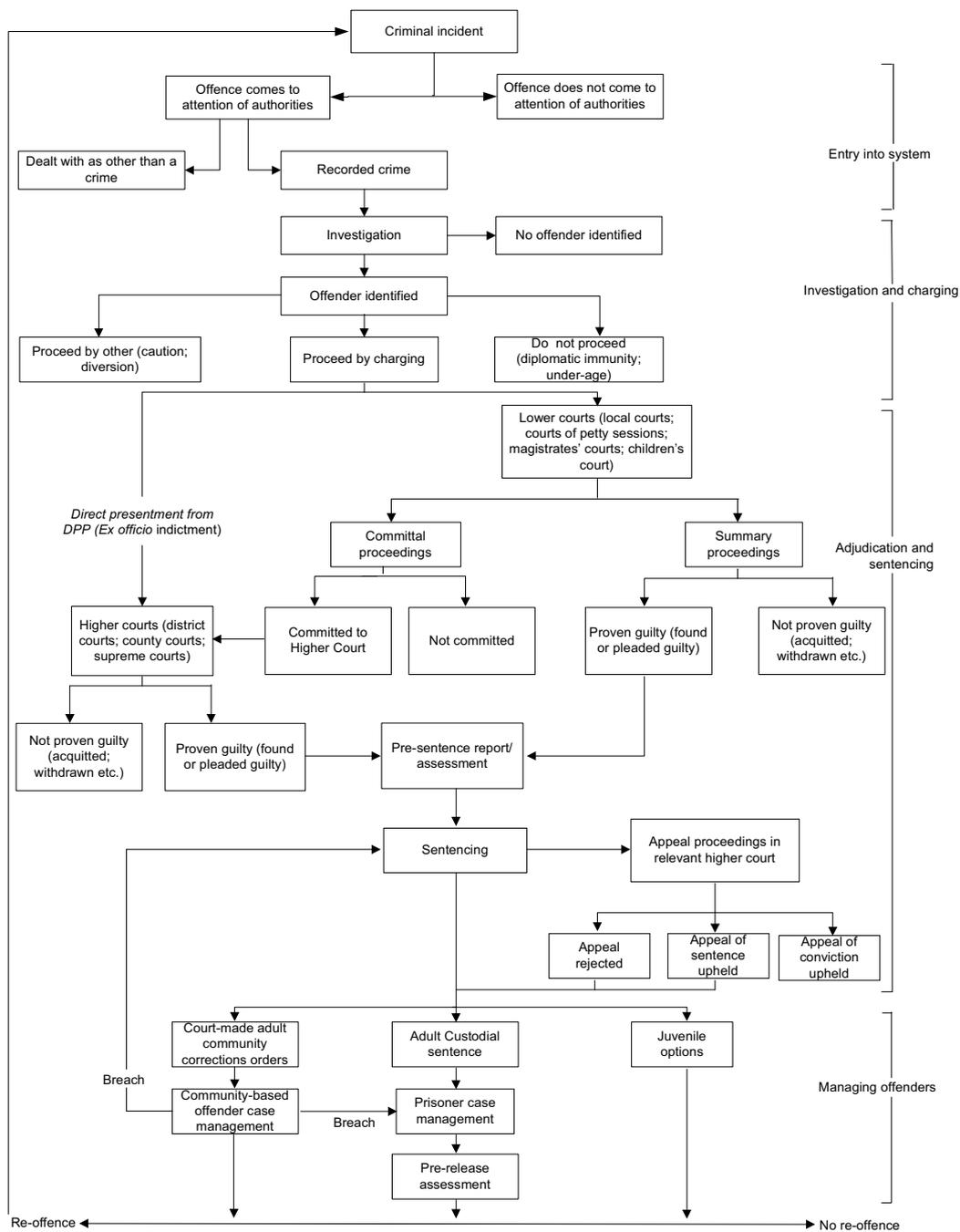
The justice system is broad and complex, and has many interrelated objectives.

A model of the criminal justice system

The criminal justice system involves the interaction of many entities and their processes and practices are aimed at providing protection for the rights and freedoms of all people. For most people who come into contact with it, the criminal justice system is a sequentially structured process (figure C.1).

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}



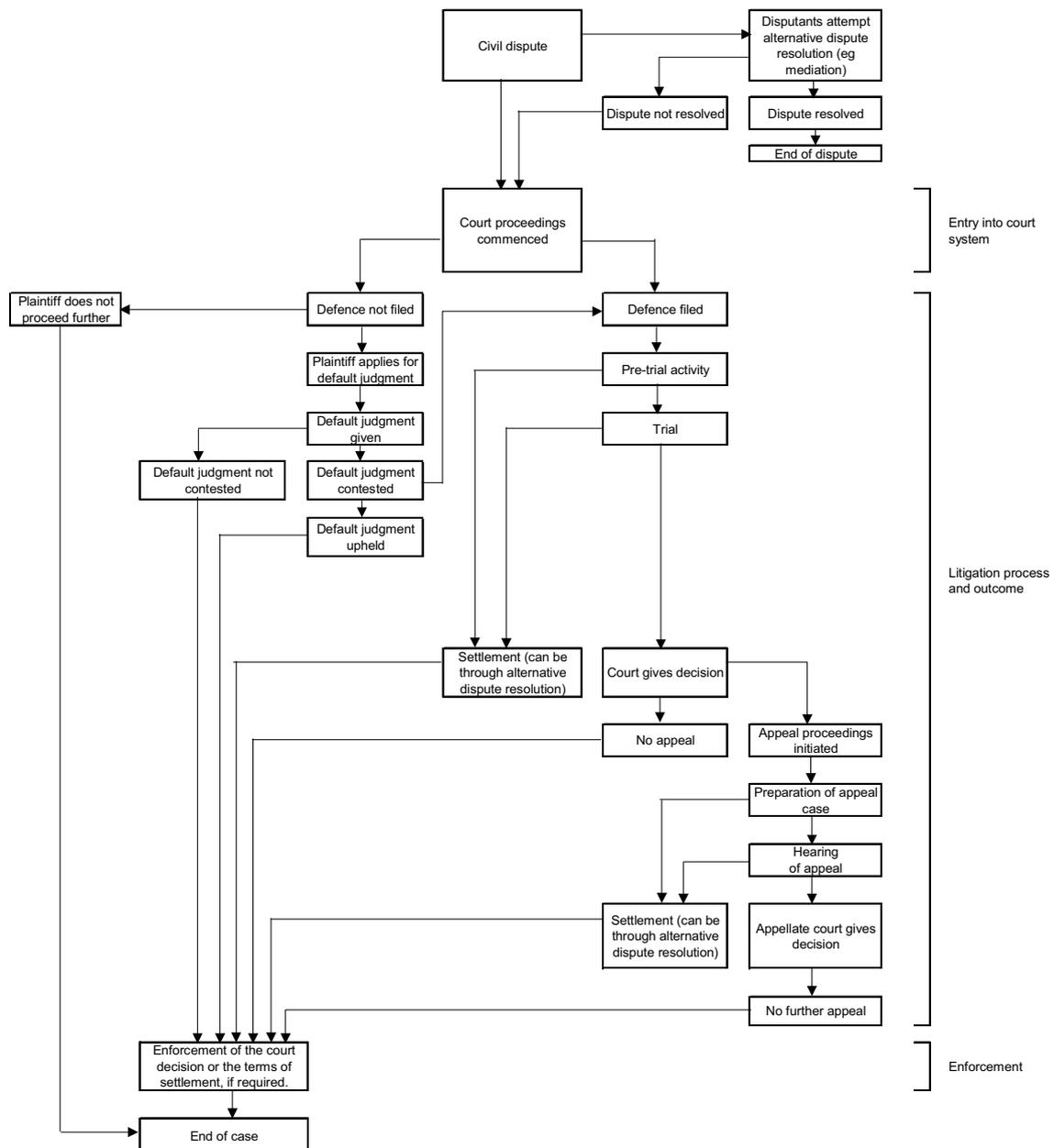
^a Does not account for all variations across Australian, State and Territory governments' criminal justice systems. ^b The flow diagram is indicative and does not seek to include all the complexities of the criminal justice system. ^c Juvenile justice is covered in the Protection and support services chapter (chapter 15).

Source: ABS (2007)

A model of the civil justice system

The civil justice system involves the interaction of a number of practices, procedures and case management processes aimed at achieving fair, accessible and effective dispute resolution. Figure C.2 is an indicative model of the flows through the civil justice system; it has been simplified because specific steps are complex, vary between jurisdictions, and cannot all be captured in a single figure.

Figure C.2 Flows through the civil justice system^{a, b}



^a Does not account for all variations across Australian, State and Territory governments' civil justice systems.

^b The flow diagram is indicative and does not seek to include all the complexities of the civil justice system.

Measuring performance in the justice system

The performance of the justice system is measured in this Report against the objectives of equity (how well agencies treat special needs groups), effectiveness (how well agencies meet the outcomes of access, appropriateness and/or quality) and efficiency (how well inputs are used to deliver a range of outputs). Within the justice system, the ability of one service to meet these objectives depends in part on the effectiveness of the complex interactions between the police, courts and corrective services (and other services outside the scope of this Report). Examples of interactions between justice system services are:

- police services' effect on the courts through the implementation of initiatives such as the issue of police cautions and other diversionary strategies
- police and courts effect on corrective services, such as diversion, bail and sentencing approaches
- correctional systems' services to courts through advisory services
- the impact on the justice system of the degree of recidivism (rate of return to the justice system) experienced.

Although service areas are represented in separate chapters in this Report, performance results are to some extent interdependent. Each agency's activities may affect the activities and priorities of the other areas of the system. The resource demands on police, corrective services and, to a lesser degree, courts, along with their responsiveness and capacity to provide services and programs to their client bases, need to be considered in this context.

The following section introduces relevant effectiveness indicators used in the Report. It also reports some rate of return to justice system indicators, and overall costs (including an efficiency indicator) for the parts of the justice system covered in this Report. Specific overall equity indicators are yet to be developed for justice in this Report.

Police services

Recorded rates of crime and information from crime victimisation surveys are reported in chapter 6 (Police services). Chapter 6 also includes measures of community perceptions of safety and judicial services.

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 reported in detail in chapter 6 include measures of

perceived safety in the home, in public places and on public transport. Chapter 6 also includes data on people's perceptions of the level or incidence of particular crime problems in local neighbourhoods and more broadly across each jurisdiction.

The recorded rate of crime is an indicator of the success of crime prevention and law enforcement. Given that several factors can influence recorded rates of crime, including the general willingness of the public to report crimes to police, additional information is also provided on the community's experience with crime, drawn from the Australian Bureau of Statistics' (ABS) Crime Victimization Survey. This information helps to clarify the relationship between reported and unreported crimes.

Information on the outcomes of criminal investigations provides a measure of the success of the police in bringing offenders to justice. Chapter 6 reports on outcomes of investigations. The data include the total number of investigations for a range of crimes, the number of investigations finalised as a proportion of total investigations, and the number of investigations that resulted in proceedings against the offending person. Measures relating to the proportion of lower court cases resulting in a guilty plea or finding indicate the effectiveness of work undertaken by police in relation to evidence gathering and court case preparation.

Chapter 6 also identifies the proportion of identified juvenile offenders who were diverted from the criminal justice system, as well as the proportion of investigations which were not resolved.

Court administration

Data on the processing of criminal and civil cases provide information on the ability of the justice system to meet community demands for accused people to be processed in a timely manner, for civil disputes and family law matters to be appropriately resolved, and on the courts' ability to manage their caseload effectively. Information on case processing is reported in chapter 7.

Corrective Services

Chapter 8 includes indicators such as:

- rates of escapes from prison and successful completions of community corrections orders, which provide outcome measures of the effectiveness of corrective services in administering correctional sentences imposed on offenders
- rates of assaults by prisoners on other prisoners, prisoner deaths from unnatural causes and the average number of hours that prisoners spend outside of their

cells while they serve their prison sentences, which are indicators of the provision of a safe, secure and humane custodial environment

- the ratio of hours of community work ordered to hours worked, which is an indicator of the effective administration of the community corrections system
- the levels of participation by prisoners in accredited education courses and employment in prison, which are indicators of the opportunity for prisoners to develop skills that will improve their ability to make a successful transition back into the community at the completion of their sentence.

Selected indicators of the justice system

Repeat offending

The extent to which people who have had contact with the criminal justice system are re-arrested, re-convicted or receive further sentences can be viewed as a partial indicator of the success of the criminal justice system in achieving the objective of improving public safety by reducing the incidence of crime. Two available measures of repeat offending reported here are the proportion of offenders who were proceeded against by police more than once and the rate of return to the corrective services sector.

The rate of return — the extent to which people entering the justice system return to the justice system — is an indicator of the success of the justice system in achieving the stated outcome of reducing the incidence of unlawful activity. The data reported here relate to the criminal justice system, sourced from corrective services and police agencies. There are no data currently available on return to courts. Although snapshot views are available for corrective services and police, it is not possible to identify the same offender moving through the justice system due to limitations in the availability of unique person identifiers.

Offenders proceeded against by police

Data on offenders proceeded against by police are reported in table C.1. An offender can be proceeded against multiple times during a given period. The data represent each separate occasion police initiated a legal action against an offender.

Table C.1 provides data on the number of times offenders were proceeded against in 2008-09. The statistics are based on data extracted from the administrative records of State and Territory police agencies and relate to offenders aged 10 years and over. Data are not currently available for WA and therefore national data are not yet

available from this collection. The data presented are comparable across jurisdictions, but there are differences in data reflecting varying administrative processes in dealing with alleged offenders and the range of court and non-court actions available to police.

Repeat offender data are difficult to interpret. A lower proportion of repeat offenders may indicate an effective justice system discouraging repeat offending. However, a higher proportion of repeat offenders may indicate more effective policing.

In each State and Territory, the majority of offenders (around 70 per cent) were proceeded against only once during 2008-09.

Table C.1 Number of times offenders were proceeded against during 2008-09 (per cent)^a

	<i>NSW</i>	<i>Vic^b</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
1	74.0	77.8	69.4	na	79.0	67.2	77.7	69.1
2	14.6	12.7	17.0	na	10.9	14.7	12.8	17.8
3	5.6	4.6	6.6	na	4.6	6.6	5.1	7.1
4	2.5	2.2	3.1	na	2.2	3.5	1.9	3.3
≥ 5	3.3	2.7	3.9	na	3.3	7.9	2.5	2.8
Total	100.0	100.0	100.0	na	100.0	100.0	100.0	100.0
Total repeat offenders	26.0	22.2	30.6	na	21.0	32.8	22.3	30.9

^a Totals may not sum as a result of rounding. ^b Victorian data exclude penalty/infringement notices. **na** Not available.

Source: ABS (2010), *Recorded Crime – Offenders, Selected States and Territories, 2008-09*, Cat. no. 4519.0.

Return to corrective services

Rates of return to corrective services within two years of adults discharged from prison or community corrections are reported for:

- prisoners discharged from an adult prison following a term of imprisonment
- offenders discharged from adult community corrections supervision following completion of their order(s) or supervision requirements.

These return rates are not weighted to account for the nature of the re-offence — for example, a return to prison for a traffic offence is counted in the same manner as a return for a more serious offence such as armed robbery. Nor do these return rates take into account any further:

- arrests

- convictions for re-offending that lead to outcomes that are not administered by corrective services, for example, fines
- corrections sanctions for a repeat offender who has previously been sentenced to only non-correctional sanctions, for example, fines.

Rate of return — prisoners

Two indicators of rate of return are reported for prisoners (table C.2):

- percentage of prisoners returning to prison under sentence, within two years of release
- percentage of prisoners returning to corrective services (either prison or community corrections) within two years of release.

The most recent data on the rate of return to corrective services that is available for this Report relate to prisoners released during 2007-08. That is, prisoners released during 2007-08 who returned to corrective services by 2009-10.

Table C.2 Prisoners released during 2007-08 who returned to corrective services with a new correctional sanction within two years (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT^b</i>	<i>NT</i>	<i>Aust</i>
Prisoners returning to:									
— prison	42.4	33.7	33.5	38.3	30.2	31.7	..	47.9	37.6
— corrective services ^c	45.2	41.5	38.9	50.6	46.4	39.9	..	50.6	44.0

^a Refers to all prisoners released following a term of sentenced imprisonment including prisoners subject to correctional supervision following release, that is, offenders released on parole or other community corrections orders. Data include returns to prison resulting from the cancellation of a parole order. ^b The ACT did not report on either indicator, because for most of the reporting period the majority of full-time prisoners sentenced in the ACT were held in NSW prisons. ^c Includes a prison sentence or a community corrections order. .. Not applicable.

Source: State and Territory governments (unpublished).

Table C.3 provides a time series on the proportion of prisoners released who returned to prison under sentence within two years. Nationally, 37.6 per cent of prisoners released in 2007-08 returned to prison within two years, remaining relatively stable since 2005-06.

Table C.3 Prisoners released who returned to prison under sentence within two years (per cent)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2005-06	43.3	36.5	27.6	40.3	31.0	37.2	..	46.4	37.6
2006-07	43.8	36.2	28.7	38.2	32.8	37.1	..	44.6	37.5
2007-08	43.0	35.6	33.6	37.1	33.2	36.0	..	44.8	38.2
2008-09	42.9	33.9	37.9	38.3	32.2	36.4	..	47.3	39.3
2009-10	42.4	33.7	33.5	38.3	30.2	31.7	..	47.9	37.6

.. Not applicable.

Source: State and Territory governments (unpublished).

Rate of return — offenders

Two indicators of rate of return are reported for offenders who served orders administered by community corrections, including post-prison orders such as parole or licence:

- percentage of offenders returning to community corrections with a new order within two years of discharge
- percentage of offenders returning to corrective services (either prisons or community corrections) within two years of discharge.

Table C.4 provides data on offenders discharged from community corrections orders who returned with a new correctional sanction within two years. Nationally, of those offenders who were released during 2007-08, 15.6 per cent had returned with a new correctional sanction to community corrections, and 27.4 per cent had returned to corrective services by 2009-10.

Table C.4 Offenders discharged from community corrections orders during 2007-08 who returned with a new correctional sanction within two years (per cent)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA^a</i>	<i>Tas</i>	<i>ACT^b</i>	<i>NT</i>	<i>Aust</i>
Offenders returning to:									
— community corrections	13.0	13.6	15.6	23.1	16.0	18.4	na	13.7	15.6
— corrective services ^c	23.9	19.9	30.7	40.6	23.5	26.3	na	27.6	27.4

^a Figures for SA include breaches of supervised bail, that has a home detention component. This group has a higher rate of return than home detainees on a sentenced order. In the majority of cases, this is for a minor breach. ^b ACT did not report on either indicator for this Report. ^c Includes a prison sentence or a community corrections order. **na** Not available.

Source: State and Territory governments (unpublished).

Cost of justice services

Real recurrent expenditure (less revenue from own sources)

Recurrent expenditure relates to the annual service costs for the parts of the justice system covered in this Report, and excludes payroll tax. Real recurrent expenditure is derived by applying a Gross Domestic Product (GDP) Implicit Price Deflator (IPD) to the recurrent expenditure data. Details on the GDP IPD can be found in the statistical appendix and table AA.26.

Total real recurrent expenditure (less revenue from own sources) for those parts of the justice system covered in this Report was \$12.3 billion in 2009-10 (table C.5).

Table C.5 Real recurrent expenditure (less revenue from own sources) on justice services by Australian, State and Territory governments (2009-10 dollars)^{a, b, c, d}

	2005-06	2006-07	2007-08	2008-09	2009-10	Average annual growth rate
	\$m	\$m	\$m	\$m	\$m	%
Police services	7 210	7 400	7 597	7 788	8 235	3.4
Court admin. — criminal	588	610	633	657	673	3.4
Court admin. — civil ^e	612	624	624	596	618	0.3
Corrective services	2 386	2 463	2 588	2 730	2 807	4.2
Total justice system	10 796	11 096	11 442	11 772	12 334	3.4
	%	%	%	%	%	
Police services	66.8	66.7	66.4	66.2	66.8	..
Court admin. — criminal	5.4	5.5	5.5	5.6	5.5	..
Court admin. — civil ^e	5.7	5.6	5.5	5.1	5.0	..
Corrective services	22.1	22.2	22.6	23.2	22.8	..
Total justice system	100.0	100.0	100.0	100.0	100.0	..

^a Totals may not sum as a result of rounding. ^b Expenditure data for all services include depreciation, but exclude payroll tax and user cost of capital. This treatment has been adopted to aid comparability in the above table and may differ from the treatment used in tables within individual chapters. ^c Excludes expenditure on justice services out of the scope of this Report (for example, expenditure on specialist courts). ^d Real expenditure based on the ABS gross domestic product price deflator (2009-10 = 100). ^e Civil real net recurrent expenditure for court administration excludes real net recurrent expenditure on probate matters. .. Not applicable.

Source: Australian, State and Territory governments (unpublished); tables 6A.10, 7A.12-13, 8A.12 and AA.2.

Efficiency — real recurrent expenditure (less revenue from own sources) per person

The efficiency of the justice system is reflected in the level of resources used to deliver those services. Unit cost indicators for individual justice services are presented in the related chapters, but some outcomes result from interactions among

the individual services. One indicator of efficiency is annual government recurrent expenditure per person on the justice system. Data in table C.6 are calculated from real recurrent expenditure (less revenue from own sources) data for corrective services, criminal and civil court administration and police services, and ABS population estimates, to derive per person results.

Nationally, real expenditure (less revenue from own sources) per person on justice in 2009-10 was \$557 (table C.6).

Table C.6 Real recurrent expenditure (less revenue from own sources) per person on justice services, 2009-10^{a, b, c, d, e}

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Police services	\$	365	333	367	438	354	382	403	997	372
Court admin. — criminal	\$	27	28	29	44	34	28	35	76	30
Court admin. — civil ^{f,g}	\$	15	16	11	30	15	10	23	48	28
Corrective services	\$	136	87	114	208	108	124	113	380	127
Total justice system	\$	543	465	521	720	510	544	575	1500	557
Police services	%	67.3	71.6	70.5	60.8	69.3	70.2	70.2	66.4	66.8
Court admin. — criminal	%	4.9	6.1	5.5	6.2	6.6	5.2	6.1	5.0	5.5
Court admin. — civil ^{f,g}	%	2.7	3.5	2.1	4.1	3.0	1.8	4.1	3.2	5.0
Corrective services	%	25.1	18.8	21.9	28.9	21.1	22.8	19.7	25.3	22.8
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 Expenditure data for all services include depreciation, but exclude payroll tax and user cost of capital. This treatment has been adopted to aid comparability in the above table and may differ from the treatment used in tables within individual chapters. ^c Population is estimated by taking the midpoint population estimate of the 2008-09 financial year. ^d Excludes expenditure on justice services out of the scope of this Report (for example, expenditure on specialist courts). ^e Real expenditure based on the ABS gross domestic product price deflator (2009-10 = 100). ^f The Australian total includes net court administration expenditure for the Federal Court of Australia, the Family Court of Australia, and the Federal Magistrates Court of Australia, which are not attributed to State or Territory jurisdictions. ^g WA civil net court administration expenditure includes the Family Court of WA, so is not directly comparable with other jurisdictions.

Source: Australian, State and Territory governments (unpublished); tables 6A.10, 7A.12–13, 8A.13 and table AA.2.

A number of factors contribute to the marked differences in expenditure across jurisdictions. These include factors beyond the control of jurisdictions (such as geographic dispersion, economies of scale and socioeconomic factors), as well as differences in justice policies and/or the scope of services that justice agencies deliver. For example:

- police agencies in some jurisdictions provide event management and emergency response services, while others do not
- electronic infringement and enforcement systems are within the scope of court administration only in Victoria, Queensland, WA and SA

- corrective services in some jurisdictions are responsible for functions that are delivered by other justice sector agencies elsewhere, for example, management of prisoners in police cells.

Comparisons of unit costs need to account for conflicting objectives and tradeoffs among cost, quality and timeliness, and be interpreted in the context of the effectiveness indicators in each chapter.

Given the difficulties inherent in making comparisons across jurisdictions, time series analysis within jurisdictions is important (table C.7). However improvements in the counting rules and collection scope for each service area over the 5-year period covered in table C.7 mean caution should also be applied to interpreting time series and average annual growth rates.

Table C.7 Real recurrent expenditure (less revenue from own sources) per person on the justice system — time series and growth rates (2009-10 dollars)^{a, b, c, d, e, f}

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2005-06	\$	527	442	485	641	487	481	492	1 347	525
2006-07	\$	532	451	484	666	485	514	487	1 316	532
2007-08	\$	534	449	502	686	506	502	529	1 335	540
2008-09	\$	532	451	505	700	511	529	566	1 464	544
2009-10	\$	543	465	521	720	510	544	575	1 500	557
Average annual growth rate	%	0.8	1.3	1.8	3.0	1.2	3.1	4.0	2.7	1.5

^a Excludes payroll tax. ^b Population is estimated by taking the midpoint population estimate of the relevant financial year. ^c Supreme court probate expenditure is not included in these totals. ^d The Australian total includes net court administration expenditure for the Federal Court of Australia, the Family Court of Australia and the Federal Magistrates Court of Australia, which are not attributed to state or territory jurisdictions. ^e Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100). ^f WA net expenditure includes the Family Court of WA, so is not directly comparable with other jurisdictions.

Source: Australian, State and Territory governments (unpublished); tables 6A.10, 7A.12-13, 8A.12 and table AA.2.

Exclusions in justice system reporting

Some government services which contribute to criminal and civil justice outcomes but that are not reported on in this Report are:

- legal aid services, which provide access to both criminal and civil aspects of the justice system
- alternative dispute resolution services, such as conciliation and mediation
- offices of fair trading or consumer affairs, which operate to minimise incidences of unlawful trade practices

-
- victim support services, which assist victims' recovery from crime (although the processing of applications for compensation is included in the civil case processing information)
 - various social services and community organisations that help prisoners released from prison to re-integrate into society, support families of prisoners during their incarceration, and assist people who have contact with the criminal justice system
 - the Australian Crime Commission and the federal functions of the Australian Federal Police
 - the operations of tribunals and registries (except for probate and court registries, and particular matters processed by the Victorian Civil and Administrative Tribunal), and judicial outcomes
 - the operations of the High Court of Australia and specialist jurisdiction courts (except for family courts, children's courts and coroners' courts).

Future directions in performance reporting

The Steering Committee intends to replace this preface with a Justice sector summary and continue to expand reporting on the characteristics of the Justice sector. In particular, developments that span various justice services, will be considered. Ongoing investigation of cross-cutting issues might allow improved reporting for the justice sector as a whole.

Each chapter (police services, court administration and corrective services) contains a service-specific section on future directions in performance reporting. The aim of this section is to provide an insight into other related and overarching developments on reporting in the justice sector.

Crime and Justice National Information Development Plan

The *National Information Development Plan for Crime and Justice Statistics, 2005* (NIDP) identifies an agreed understanding of Australia's statistical priorities as they relate to the field of crime and justice, key data sources (both ABS and other agencies) and information gaps with reference to the identified priorities (ABS 2005). It is a strategic document developed in collaboration with the Australian Government, State and Territory justice agencies, associated research bodies, and a range of other portfolio agencies and non-government bodies that have an interest in the crime and justice field.

The NIDP aims to promote improved understanding of trends and patterns of crime in Australia and the operation of the criminal justice system. The NIDP lists 12 priority areas for improving the quality, coverage and use of crime and justice information across Australia and provides a map of the collaborative work planned or underway. The NIDP priority areas relevant to this Report relate to improvements in: data comparability across administrative collections; data quality; improving data about Aboriginal and Torres Strait Islander people, and developing measures of recidivism.

National Criminal Justice statistical framework

The Australian Bureau of Statistics, *Information paper: National Criminal Justice Statistical Framework, 2007* (NCJSF) discusses the criminal justice system, including its policy and social context, and the complexities of measurement within the system and broader environment (ABS 2007). It models the flows through the criminal justice system and discusses the various connections across its primary sectors, identifying some of the key counting units and data variables that characterise its main aspects. The NCJSF provides a basic structure for understanding, organising, collecting and reporting data about crime and the criminal justice system. In doing so it aims to facilitate the compatibility and integration of aggregated data on populations across the criminal justice system and across geographic areas. By using shared definitions and standards across service areas and jurisdictions, a common language can be created that facilitates a mutual understanding of the criminal justice system and the populations that flow through it. The framework is a dynamic and evolving document.

Juvenile justice

The Protection and support services chapter (chapter 15) includes performance information on juvenile justice services (including custodial, non-custodial and diversionary services).

Justice system Indigenous issues

Overcoming Indigenous Disadvantage: Key Indicators

The *Overcoming Indigenous Disadvantage: Key indicators* report series concentrates on high level outcomes, including criminal justice indicators. In the *Overcoming Indigenous Disadvantage: Key indicators 2009* report, information about family and community violence, and imprisonment and juvenile detention

rates formed part of the suite of headline indicators. Strategic change indicators included diversions of juvenile offenders and repeat offending (SCRGSP 2009). The next edition is scheduled for release in July 2011.

Developments in Indigenous data

Limited data are available on Indigenous people who have interaction with the criminal justice system. In this Report, data on the deaths of Indigenous people in police custody and custody-related operations (for example, sieges and pursuits) (chapter 6) are sourced from the Australian Institute of Criminology. Data on the representation of Indigenous people in prisons and community corrections (chapter 8) are sourced from the ABS.

Ongoing examination by the ABS of the implementation of the ABS ‘Standard Indigenous Question’ (SIQ) in the practices and systems of police agencies, court agencies, and corrective services agencies will lead to data quality improvements for ABS data currently included in this Report, and may lead to additional data becoming available in the future.

Outcomes from Review of Report on Government Services

COAG endorsed recommendations of a review of the Report in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future Reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the ‘Review of the general performance indicator framework’ and the ‘Review of the performance indicators and their associated measures’. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

References

ABS (Australian Bureau of Statistics) 2005, *National Information Development Plan for Crime and Justice, 2005*, Cat. no. 4520.0.

— 2007, *Information Paper: National Criminal Justice Statistical Framework, 2007*, Cat. no. 4525.0.

— 2010, *Recorded Crime — Offenders, Selected States and Territories, 2008-09*, Cat. no. 4519.0.

SCRGSP (Steering Committee for the Review of Government Service Provision) 2009, *Overcoming Indigenous Disadvantage: Key Indicators 2009*, Productivity Commission, Canberra.

6 Police services

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Attachment tables

Attachment tables are identified in references throughout this chapter by a '6A' suffix (for example, table 6A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

This chapter reports on the performance of police services. These services comprise the operations of the police agencies of each State and Territory government. The national policing function of the Australian Federal Police (AFP) and other national non-police law enforcement bodies (such as the Australian Crime Commission) are not included in this Report.

Performance is reported against four activity areas: community safety; crime; road safety; and judicial services. Some equity-access, effectiveness, efficiency and

outcomes indicators are reported in a general section, which combines all the activity areas.

It should be noted that the use of the term ‘offender’ in this chapter refers to a person who is alleged to have committed an offence and is not the same as the definition used in chapter 8 (‘Corrective services’), where the term ‘offender’ refers to a person who has been convicted of an offence and is subject to a correctional sentence.

Major improvements in reporting on police services this year include:

- reporting data from all jurisdictions for the first time for the access indicator ‘Indigenous staffing’, enabling its status to change from incomplete to complete
- reporting 2008-09 data for the effectiveness indicator ‘Crime victimisation’, improving its timeliness and completeness, as the most recent previous data reported were for 2005 and were not available for some sub-categories for some jurisdictions
- reporting 2008-09 data for the effectiveness indicator ‘Reporting rates’, improving its timeliness and completeness, as the most recent previous data reported were for 2005 and were not available for some sub-categories for some jurisdictions
- expansion of time series data reporting in all attachment tables
- inclusion of two mini-case studies.

6.1 Profile of police services

Service overview

Police services are the principal means through which State and Territory governments pursue the achievement of a safe and secure environment for the community. This is through the investigation of criminal offences, response to life threatening situations, provision of services to the judicial process and provision of road safety and traffic management. Police services also respond to more general needs in the community — for example, working with emergency management organisations and a wide range of government services and community groups, and advising on general policing and crime issues. Additionally, police are involved in various activities which aim to improve public safety and prevent crime.

Roles and responsibilities

Policing services are predominantly the responsibility of State and Territory government agencies. They include the ACT community policing function performed by the AFP under an arrangement between the Minister for Justice and Customs of the Commonwealth and the ACT for the provision of police services to the ACT. This occurs through a strategic partnership with the ACT Government, underpinned by a detailed purchaser/provider agreement. The Australian Government is responsible for the AFP.

Although each jurisdiction's police service is autonomous, there is significant cooperation through bilateral arrangements, common national police services and the *Ministerial Council for Police and Emergency Management — Police* (formerly the *Australasian Police Ministers' Council*). The majority of common police services are grouped under the Australia and New Zealand Police Advisory Agency (ANZPAA), the Australian Institute of Police Management and CrimTrac.

Size and scope of sector

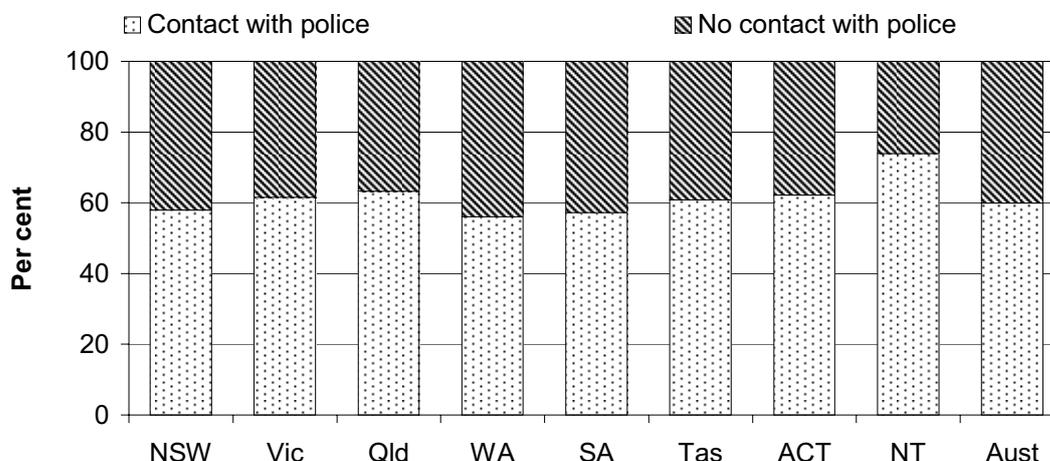
Client groups

Broadly, the whole community is a 'client' of the police. Some members of the community, who have more direct dealings with the police, can be considered specific client groups, for example:

- victims of crime
- those suspected of, or charged with, committing offences
- those reporting criminal incidents
- those involved in traffic-related incidents
- third parties (such as witnesses to crime and people reporting accidents)
- those requiring police services for non-crime-related matters.

The *National Survey of Community Satisfaction with Policing* (NSCSP) indicated that, in 2009-10, 59.9 per cent of people nationally had experienced some form of 'business' contact with police in the previous 12 months (figure 6.1).

Figure 6.1 Police contact in the past 12 months, 2009-10^{a, b}



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: Australia and New Zealand Police Advisory Agency (ANZPAA) (unpublished); table 6A.13.

Time series data for contact with police in the past 12 months are reported for 5 years in table 6A.13.

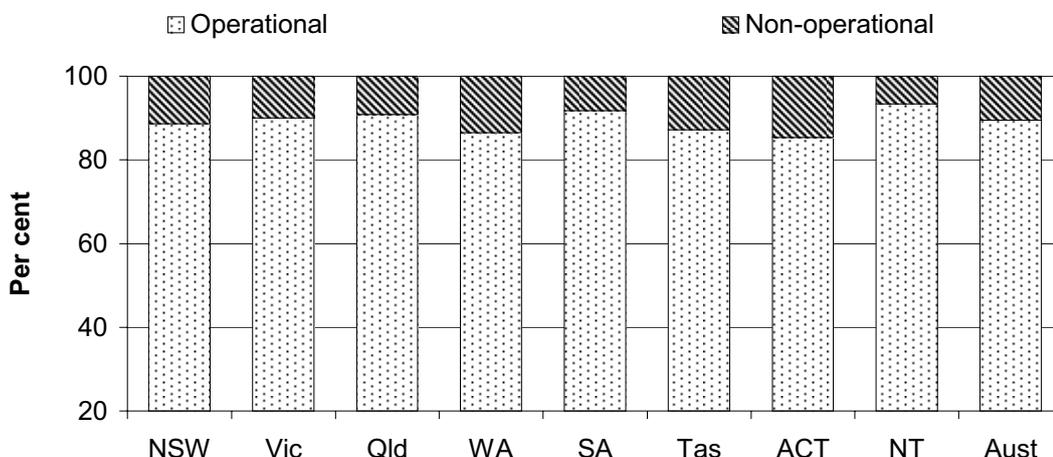
Staffing

Police officers exercise police powers, including the power to arrest, summons, caution, detain, fingerprint and search. Specialised activities may be outsourced or undertaken by administrative (unsworn) staff. This ‘civilianisation’ of police services has three key objectives:

- to reduce the involvement of sworn police staff in duties that do not require police powers (for example, administrative work, investigation support and intelligence analysis)
- to manage the increasing need for specialist skills more effectively
- to reduce costs.

An operational police staff member is any member whose primary duty is the delivery of police or police-related services to an external client (where an external client predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments). Approximately 89.5 per cent of police staff were operational in Australia in 2009-10 (figure 6.2).

Figure 6.2 Police staff, by operational status, 2009-10^{a, b, c}

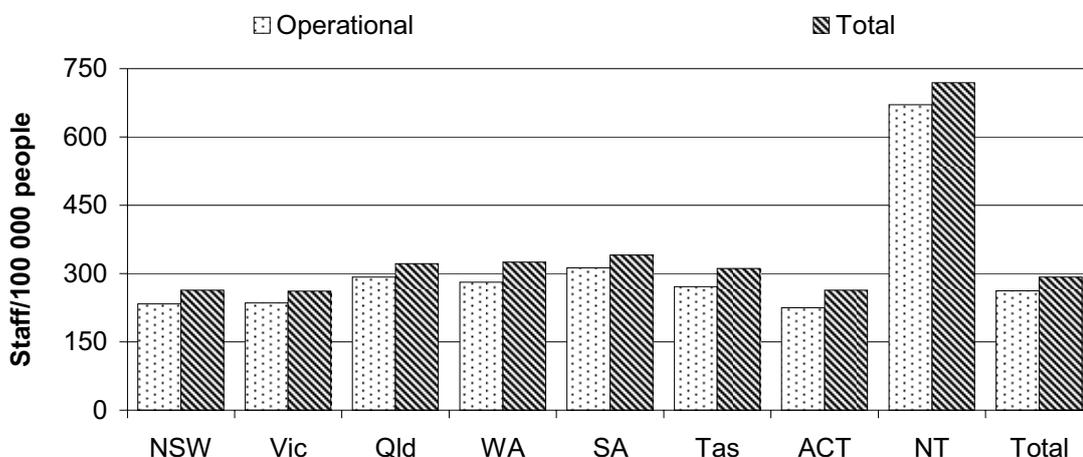


^a Data comprise all FTE staff except in the NT where data are based on a headcount at 30 June. ^b In Victoria and Queensland, a comprehensive review of civilian position descriptions, relative to the definition of operational staff contained in the Police Services Working Group Data Manual, has led to the reclassification of a significant number of those positions as operational as distinct from non-operational in 2009-10 data. Data for previous years have not been revised. ^c NT police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 6A.11.

Nationally, there was a total of 58 019 operational and non-operational staff in 2009-10 (table 6.1). Nationally, on average, there were 262 operational police staff per 100 000 people (figure 6.3). The number of staff per 100 000 people varies across jurisdictions, in part, due to differing operating environments.

Figure 6.3 Police staff per 100 000 people, 2009-10^a



^a Data comprise all FTE staff except in the NT where data are based on a headcount at 30 June.

Source: State and Territory governments (unpublished); table 6.1 and AA.2.

Table 6.1 Police staff per 100 000 population, 2009-10^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
Police staff numbers									
Operational	16 802	12 945	13 087	6 382	5 105	1 372	798	1 528	58 019
Total	18 955	14 380	14 406	7 379	5 565	1 573	935	1 637	64 830
Population numbers									
Estimates at 31 December 2009 (100 000s)	71.9	55.0	44.7	22.7	16.3	5.1	3.6	2.3	221.6
Police staff numbers per 100 000 population									
Operational	234	236	293	281	312	271	225	671	262
Total	264	262	322	325	341	311	263	719	293

^a Data are FTE staff except in the NT where data are based on a headcount at 30 June.

Source: State and Territory governments (unpublished); tables 6A.1–6A.8 and AA.2.

Time series data for police staffing are reported for 6 years in tables 6A.1–6A.8, 6A.11, 6A.19 and 6A.20.

Case studies

Boxes 6.1 and 6.2 contain case studies of the performance and evaluation of specific initiatives to improve crime prevention for young people.

Box 6.1 Case study — U-Turn diversionary program for young motor vehicle offenders (U-turn)

Project U-Turn is a best practice diversionary program for young people aged 15–20 years in Tasmania, who have been involved in or are at risk of becoming involved in motor vehicle theft. The aim of the program is to engage at-risk young people in ‘hands on’ mechanical training, while addressing life skills and personal development issues.

The core component of U-Turn is a structured ten week automotive training course in car maintenance and body work, delivered in a workshop environment. Since 2003, there have been over 30 U-Turn courses, with over 200 participants graduating with a Certificate 1 in Automotive qualification.

In 2002, the National Motor Vehicle Theft Reduction Council (NMVTRC) published a ‘best practice’ model for a young recidivist car theft offender program. The recommended approach was to use training in mechanics to engage young people to participate in the program, to combine this with case management to address the underlying causes of their offending behaviour, and to redirect the thrill-seeking associated with motor vehicle theft. In Project U-Turn this is done by challenging the participants’ driving ability on a go-karting course.

Project U-Turn was based on the NMVTRC best practice model and commenced as a two year pilot program in Tasmania in February 2003, with funding from the NMVTRC and the Australian Government’s National Crime Prevention program. While the overall program is managed by Tasmania Police through the Department of Police and Emergency Management (DPEM), the program delivery is outsourced to Mission Australia. A key aim of the program is restorative justice. In each course, the participants repair a motor vehicle for presentation to a victim of motor vehicle theft.

U-Turn is overseen by a Steering Committee comprising representatives from NMVTRC and the business, industry, education, welfare, youth and justice sectors. The DPEM administers the program with a police officer having regular contact with program staff and the participants throughout the course, as well as participating in other off-site activities.

Evaluation of the U-Turn pilot project was conducted by the Tasmanian Institute of Law Enforcement Studies in 2005 comprising a literature review, in-depth semi-structured interviews with participants, a stakeholder survey, interviews with program staff and a small sample of parents/significant others, and an analysis of police charge and conviction data. The evaluation provided evidence that demonstrated the impact of the program on the majority of the participants including: positive changes in anti-social behaviour; life and personal skills; practical vocational training and experience in the automotive industry; interview, job and workplace skills; self-esteem and confidence; social skills, self-awareness and awareness of others and the broader community.

The evaluation found that the majority of U-Turn graduates (92 per cent) did not commit any offences whilst participating in the program and 52 per cent had not committed any offences since completing the program. Only 15 per cent of graduates had recorded a motor vehicle theft since completing the program.

(Continued next page)

Box 6.1 (continued)

Statistical analysis of offending behaviour data of U-Turn participants from July 2005 to June 2007 found a dramatic reduction in offences following the U-Turn program:

- Of the 20 young people who had been charged with motor vehicle theft before entry into the program, only nine participants had subsequent similar charges recorded after completion of the program.
- The data on serious offences recorded 47 young people charged prior to commencing the program with 14 charged following the program.
- The data on minor offences recorded 40 young people charged before entering the program and this reduced to 27 charges following completion.

Mission Australia and the U-Turn Steering Committee work to determine effective post-course support, including a dedicated workshop for previous participants who wish to work on their own, or project, vehicles to encourage ongoing contact with the program and provide an opportunity for past participants to take on a peer support role. Other enhancements include literacy and numeracy tuition, and supported accommodation to enable people from around the State to participate in the course.

Despite the strong emphasis on reducing recidivism, another factor in measuring program success is the positive impact the program has on other aspects of participants' lives, such as health, motivation, self-esteem, relationships, education and work-readiness. As an indication of confidence in the NMVTRC model and as a measure of how well U-Turn has been accepted by local stakeholders and the Tasmanian community, the Tasmanian Government has continued to support U-Turn with funding allocated until 2013.

Mission Australia has further enhanced the program by adding the Challenging Offending Behaviour program. In a regular weekly session the trainer uses a cognitive behavioural approach to address young people's offending behaviour. The sessions explore problem solving, life skills, identity development, awareness and goal setting, and have been enhanced by the re-introduction of the Traffic Education Program.

Comments from participants regarding the best things about the course, taken from a recently completed course, included:

Taught me life skills, made new mates, turned my life around, and taught me you don't have to cause trouble to have fun, made me want to do more things and have a go, gave me education, gave me independence in living away from home, keep [sic] me out of trouble.

Over time, the program has developed to offer more pathways to work experience and employment opportunities for participants, with a number of local employers providing support to the program and one company employing and retaining selected previous U-Turn participants with plans to employ more participants in future. The U-Turn program transition from a pilot program to a successful ongoing program occurred through reflective practice, continual learning cycles and stakeholder participation.

Source: Tasmanian Government (unpublished) *Young Recidivist Car Theft Offender Program (U-Turn) Local Evaluation – Tasmania Final Report*, www.utas.edu.au/files/publications_and_reports/research_reports/research_reports_pdf/UTurn__Local_Evaluation_Final_Report.pdf (accessed 15 October 2010).

Box 6.2 Case study — Coordinated Response to Young People at Risk (CRYPAR)

The *Coordinated Response to Young People at Risk* (CRYPAR) program, a Queensland whole of Government initiative helps young people address issues that may contribute to future criminal, self-harming or anti-social behaviour.

The three main objectives of CRYPAR are to:

- provide a mechanism that allows police officers to refer young people and families to agencies that are committed to promptly addressing issues
- actively engage in a service delivery framework that is underpinned by principles of prevention and early intervention
- build sustainable partnerships with appropriate services/departments.

Initially commencing in 2005, CRYPAR is designed to facilitate a coordinated response to underlying issues and circumstances in a young person's life that, if left unchecked, could escalate into more serious behavioural problems or criminal activity.

The program involves a simple referral process that allows police officers in the field to link young people and their families to a range of support services. CRYPAR partnered with SupportLink Australia in March 2010. SupportLink is a web-based system that allows for the electronic transfer of referrals and relevant feedback in a secure environment. It provides police with a single gateway into social services and provides them with updates on the people they have referred.

It also creates opportunities for rural and remote Queenslanders, by providing access to national counselling services on a range of issues including drug and alcohol, domestic violence, depression, suicide prevention, bereavement and family conflict.

Civilians with a background in social work are employed to coordinate the project, engage stakeholders and train police. Police are provided with training in youth culture, engaging young people and the CRYPAR referral process.

CRYPAR is based on the logic that police often see troubled youth sooner than other services. CRYPAR refers young people earlier than its international counterparts, which generally refer youth into projects when they are arrested. It has been designed to provide the best possible response to all young people at risk, not just to victims or offenders.

The CRYPAR model could possibly be adapted to provide immediate referral pathways to ambulance officers and paramedics; health professionals and principals, teachers and guidance officers.

Independent evaluation of CRYPAR found that the program has the strong support of all stakeholders, including respondents, police officers, and government and non-government agencies. It has reduced repeat calls for service and police workload, and enhanced community relationships and public safety.

(Continued next page)

Box 6.2 (continued)

Internal evaluations based on two police districts between 1 June 2006 and 1 July 2008 found that:

- of the 454 individuals referred, 85 per cent (386) had not had adverse contact with police at the time of the evaluation
- of those who had a history of offending, 66 per cent (130) had not re-offended by the time of the evaluation.

Calls for service in relation to missing persons were also found to have reduced by 73 per cent.

The positive results of the program have been recognised in the following ways:

- Finalist at the 2007 Premiers Awards for Excellence in Public Sector Management.
- Winner (Merit) of the 2006 Australian Violence and Crime Prevention Award.
- Winner of the 2007 QPS Awards for Excellence in Problem-Oriented and Partnership Policing, Metro North Region.
- Winner of the State Gold Award for 2007 QPS Awards for Excellence in Problem-Oriented and Partnership Policing (Gold Lantern)
- Winner (Merit) of the Australian Crime and Violence Prevention Awards 2009.

The combination of CRYPAR and SupportLink offers an efficient and effective collaborative method of addressing the social issues that underlie instances of truancy, drug use and criminal activity. This in turn leads to a reduction in crime and the costs of crime. Through the program, at risk youth are competently linked to the community sector and high risk families are supported by trained professionals. The end result is healthier and happier families.

Source: Queensland Government (unpublished); Office of the Commissioner, Queensland Police Service (unpublished).

6.2 Framework of performance indicators

Performance can be defined in terms of how well a service meets its objectives, given its operating environment. Performance indicators focus on outcomes and/or outputs aimed at meeting common, agreed objectives. The Steering Committee has identified four objectives of police services for the purposes of this Report (box 6.3).

Box 6.3 Objectives for police services

The key objectives for police services are:

- to allow people to undertake their lawful pursuits confidently and safely (reported in section 6.4, community safety)
- to bring to justice those people responsible for committing an offence (reported in section 6.5, crime)
- to promote safer behaviour on roads (reported in section 6.6, road safety)
- to support the judicial process to achieve efficient and effective court case management and judicial processing, providing safe custody for alleged offenders, and ensuring fair and equitable treatment of both victims and alleged offenders (reported in section 6.7, judicial services).

These objectives are to be met through the provision of services in an equitable and efficient manner.

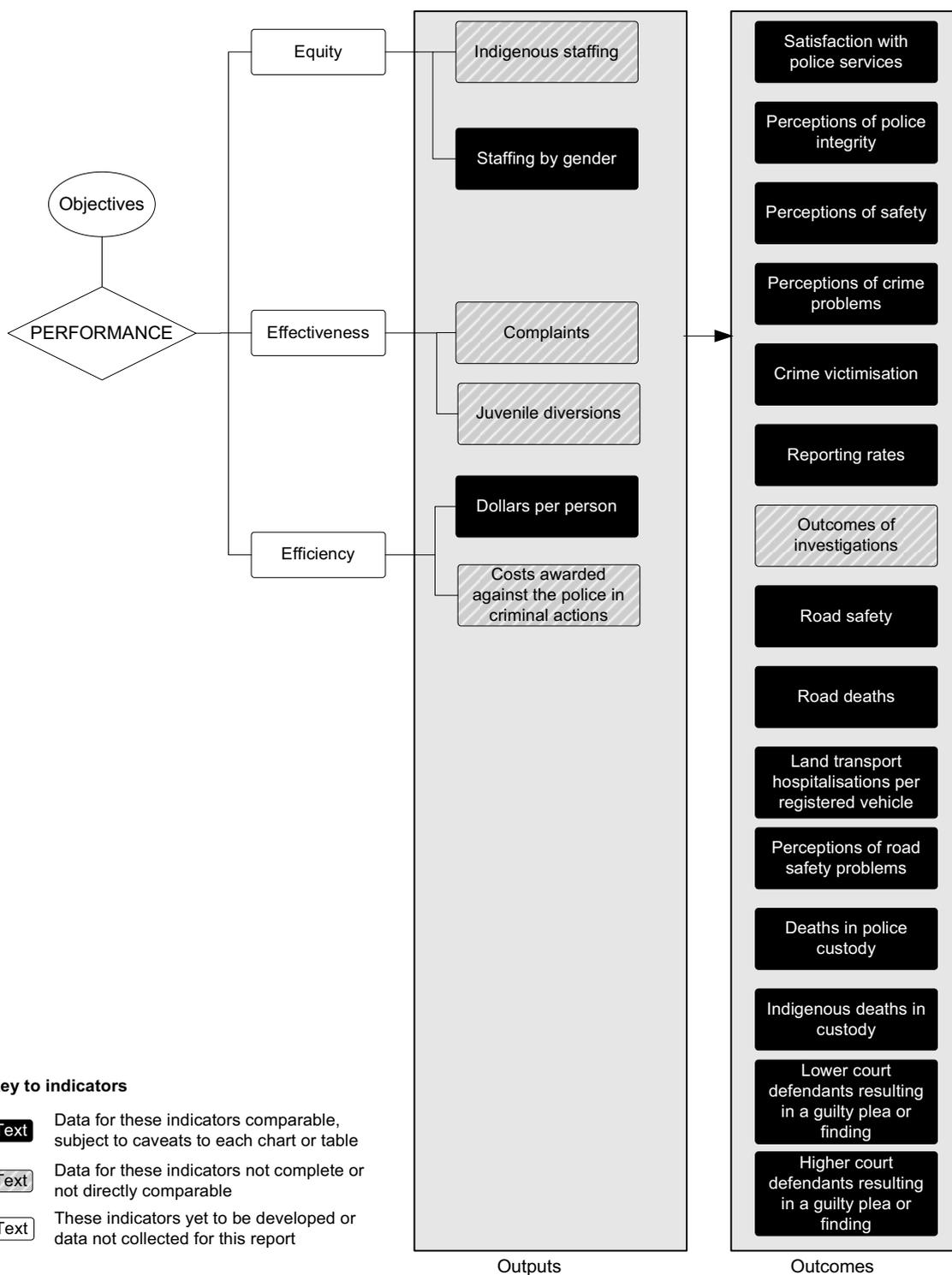
The general performance framework for police services illustrates the content of the police services chapter (figure 6.4). The results reported in this chapter need to be considered in conjunction with data on demographic and geographic differences (see appendix A) and with other available information on jurisdiction-specific characteristics.

Indicators relevant to all police services are discussed in section 6.3. These include:

- two ‘equity’ output indicators ‘Indigenous staffing’ and ‘police staff by gender’
- an ‘effectiveness’ output indicator ‘complaints’
- an ‘efficiency’ output indicator ‘dollars per person’.

Other indicators are discussed under the activity areas ‘Community safety’, ‘Crime’, ‘Road safety’ and ‘Judicial services’ in sections 6.4, 6.5, 6.6 and 6.7, respectively.

Figure 6.4 General performance framework for the police services sector



Key to indicators

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

6.3 Indicators relevant to all police services

The performance indicator framework identifies the principal police activity areas. Within this context, certain indicators of police performance are not specific to any one particular area, but are relevant for all. These indicators include ‘dollars per person’, ‘satisfaction with police services’, ‘perceptions of police integrity’, ‘complaints’, ‘Indigenous staffing’ and ‘police staff by gender’.

Outputs

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

Efficiency

Dollars per person

‘Dollars per person’ is an indicator of governments’ objective that provision of services occurs in an efficient manner (box 6.4). Variations in policies, socioeconomic factors and geographic/demographic characteristics affect expenditure per person for police services in each jurisdiction. The scope of activities undertaken by police services also varies across jurisdictions.

Box 6.4 Dollars per person

‘Dollars per person’ is defined as expenditure (adjusted for inflation) on policing per person.

All else being equal, a lower or decreasing expenditure per person represents an improvement in efficiency. However, care must be taken because efficiency data are difficult to interpret. Although high or increasing expenditure per person might reflect deteriorating efficiency, it might 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.

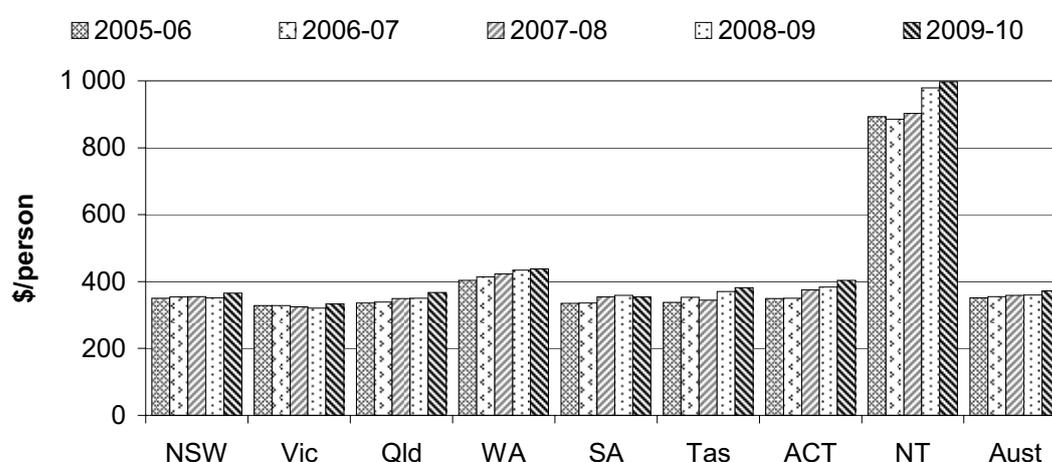
Efficiency indicators thus need to be interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

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 \$8.2 billion (or \$372 per person) in 2009-10 (figure 6.5).

Figure 6.5 Real recurrent expenditure per person (including user cost of capital less revenue from own sources and payroll tax) on police services (2009-10 dollars)^{a, b, c}



^a Real recurrent expenditure is recurrent expenditure, including user cost of capital, less revenue from own sources and payroll tax. 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 Real expenditure based on the ABS gross domestic product price deflator (2009-10 = 100) (table AA.26). ^c Historical data may differ from those in previous reports because population data have been revised using Final Rebased Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2005). Population data relate to 31 December, so that ERP at 31 December 2009 is used as the denominator for 2009-10.

Source: State and Territory governments (unpublished); tables 6A.9, 6A.10 and AA.2.

Most jurisdictions increased their real expenditure in absolute terms over the past 12 months. In that time, most jurisdictions also increased their expenditure per head of population (figure 6.5). Nationally, real recurrent expenditure on police services per person has increased by an average of 1.6 per cent each year between 2004-05 and 2009-10 (table 6A.10).

Capital costs (including depreciation and the user cost of capital) for each jurisdiction are contained in tables 6A.1–8.

Time series data for police expenditure are reported for 6 years in tables 6A.1–6A.8 and 6A.10 (with associated information on treatment of assets by police agencies in table 6A.9).

Equity — access

This section focuses on the performance of mainstream police services in relation to Indigenous Australians and females.

Indigenous staffing

‘Indigenous staffing’ is an indicator of governments’ objective that provision of services occurs in an equitable manner (box 6.5). Indigenous people might feel more comfortable in ‘accessing’ police services when they are able to deal with Indigenous police staff.

Box 6.5 Indigenous staffing

‘Indigenous staffing’ is defined as the proportion of police staff (operational plus non-operational) from Indigenous backgrounds compared to the proportion of people aged 20–64 years who are from Indigenous backgrounds. These data are used because a significantly larger proportion of the Indigenous population falls within the younger non-working age groupings compared with the non-Indigenous population. Readily available ABS population projections of people aged 20–64 years provide a proxy for the estimated working population.

A proportion of police staff from Indigenous backgrounds closer to the proportion of people aged 20–64 years who are from Indigenous backgrounds represents a more equitable outcome.

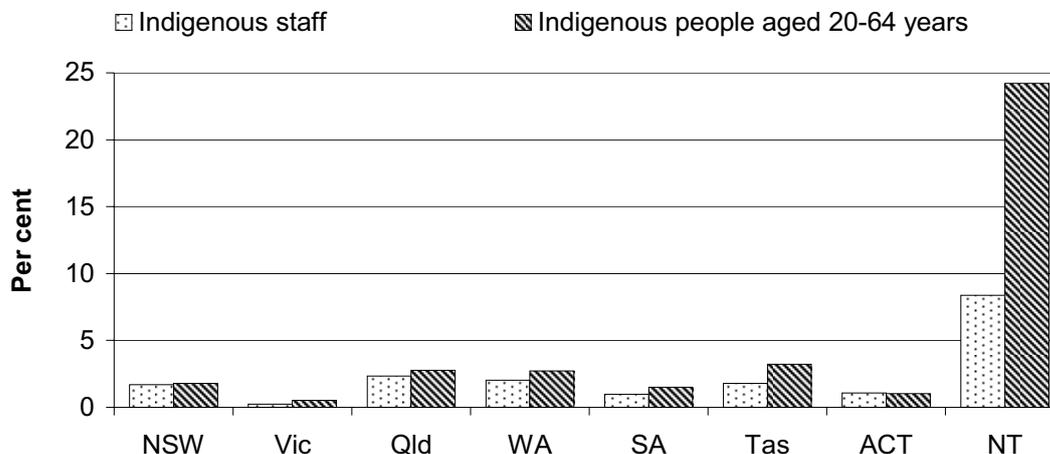
The process of identifying Indigenous staff members generally relies on self-identification as being Aboriginal and/or Torres Strait Islander. Where Indigenous people are asked to identify themselves, the accuracy of the data will partly depend on how they perceive the advantages (or disadvantages) of identification and whether these perceptions change over time. Many factors will influence the willingness of Indigenous people to access police services, including familiarity with procedures for dealing with police and confidence in the effectiveness of police services.

Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

The proportion of Indigenous police staff in 2009-10 was similar to the representation of Indigenous people in the population aged 20–64 years for most jurisdictions (figure 6.6).

Figure 6.6 Proportions of Indigenous staff in 2009-10 and Indigenous population aged 20–64 years^{a, b, c, d}



^a Indigenous staff numbers relate to those staff who self-identify as being of Aboriginal and/or Torres Strait Islander descent. Indigenous staff are reported as the sum of both the operational and non-operational categories. ^b Information on Indigenous status is collected only at the time of recruitment. ^c The introduction of a new human resources system in Victoria has supported initial capture of data relating to Indigenous status. In this first year of reporting, the data are indicative only. Indigenous and non-Indigenous staff were unable to be separated in Victoria prior to 2009-10. ^d Data comprise all FTE staff except in the NT, where data are based on a headcount at 30 June.

Source: ABS (2009) *Experimental Estimates and Projections, Indigenous population aged 20–64 years* Cat. no. 3238.0 (Series B); State and Territory governments (unpublished); table 6A.19.

Time series data for police Indigenous staffing are reported for 6 years in tables 6A.1–6A.8 and 6A.19.

Staffing by gender

‘Staffing by gender’ is an indicator of governments’ objective to provide police services in an equitable manner (box 6.6). Women might feel more comfortable in ‘accessing’ police services in particular situations, such as in relation to sexual assault, when they are able to deal with female police staff.

Box 6.6 Staffing by gender

'Police staffing by gender' is defined as the number of female police staff (sworn and unsworn) divided by the total number of police staff.

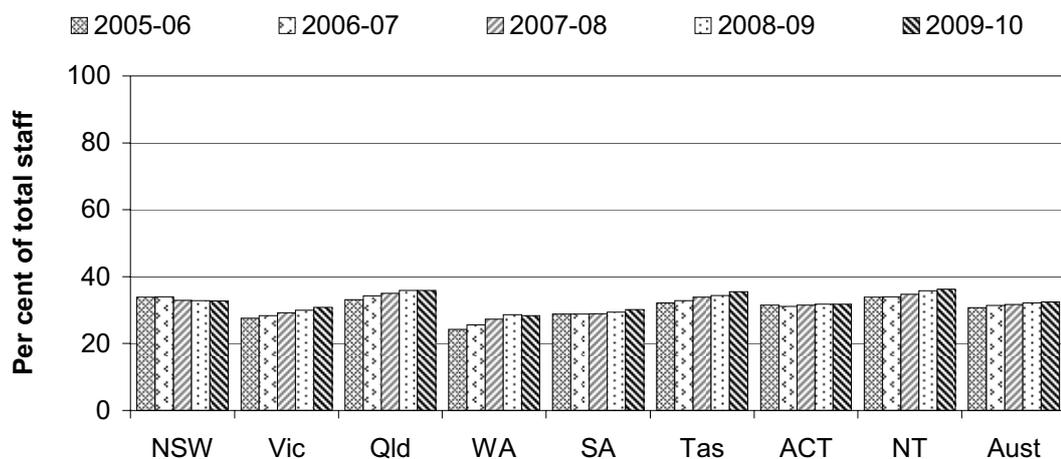
A proportion of female police staff commensurate with the proportion of females in the total population is generally more equitable.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, 32.4 per cent of police staff were female in 2009-10 (figure 6.7). The proportion of female police staff increased from 2005-06 to 2009-10 (from 30.8 per cent to 32.4 per cent of staff). The proportion of female police staff increased over this period in most jurisdictions (figure 6.7).

Figure 6.7 Female police staff^a



^a Data comprise all FTE staff except in NSW prior to 2007-08, and the NT from 2007-08, where data are based on a headcount at 30 June.

Source: State and Territory governments (unpublished); table 6A.20.

Time series data for staffing by gender are reported for 6 years in table 6A.20.

Effectiveness

Complaints

‘Complaints’ is an indicator of governments’ objective to provide police services in an effective manner (box 6.7). Police services across Australia encourage and foster a code of customer service that provides for openness and accountability. Complaints made against police reflect a range of issues relating to service delivery. Complaints of a more serious nature are overseen by relevant external review bodies, such as the ombudsman, the director of public prosecutions or integrity entities in each jurisdiction.

Box 6.7 Complaints

‘Complaints’ is defined as the number of complaints per 100 000 people in the total population. It comprises complaints made by members of the public against police.

A high or increasing number of complaints does not necessarily indicate a lack of confidence in police. Rather, it can indicate greater confidence in complaints resolution. It is desirable to monitor changes in the reported rate of complaints against police to identify reasons for such changes and use this information to improve the manner in which police services are delivered. Data can be used only to view trends over time within jurisdictions. Therefore, the trend in complaints is presented in index form comparing values over time to a base period or year allocated a value of 100. For complaints, the base value is calculated using a three year average for the period 2004-05 to 2006-07. A low or decreasing index number is a desirable outcome.

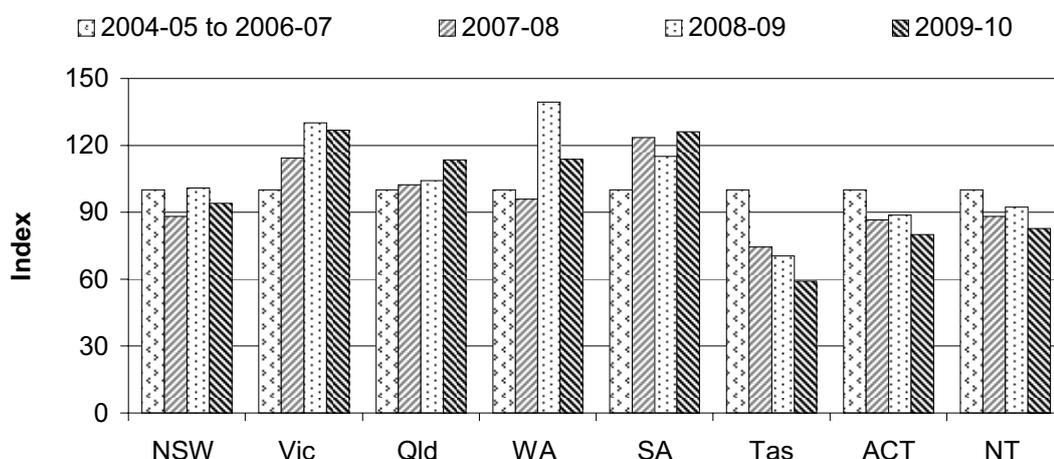
Rates of complaints against police will be influenced by factors such as familiarity with, effectiveness of and confidence in, complaint handling procedures as well as the definition of ‘complaint’ applicable to a particular jurisdiction.

Data for this indicator are not directly comparable. The underlying data on the number of complaints are not comparable across jurisdictions, whereby, definitions of what constitutes a ‘complaint against police’ can differ between jurisdictions.

Data quality information for this indicator is under development.

Complaints data are presented as an index in figure 6.8 to provide a picture of trends over time for each jurisdiction. Table 6A.18 reports numbers per 100 000 people.

Figure 6.8 Trends in complaints^{a, b, c, d, e, f, g, h, i}



^a The underlying data on the number of complaints are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. Index 3-year average 2004-05 to 2006-07 = 100. ^b Historical data may differ from those in previous reports, because population data have been revised using Final Rebased Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2004 and 2005). Population data relate to 31 December, so that ERP at 31 December 2009 is used as the denominator for 2009-10. ^c Complaints data refer to the number of statements of complaints by members of the public regarding police conduct when a person was in police custody or had voluntary dealing with the police. ^d For NSW, data were revised during 2010 for the period 2005-06 to 2008-09. The number of complaints previously published have changed due to the late receipt or removal of complaints from the complaints database. ^e Queensland data from 2004-05 to 2007-08 have been revised due to retrospective capture of some complaints impacted by changes in Queensland Police Service's statistical reporting and to align with the Report's data dictionary. ^f For WA, the number of complaints for 2004-05 to 2008-09 have been revised and therefore differ from data reported for these years in earlier reports. 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. The increase in 2008-09 complaints over the previous year is due to improved data capture practices with respect to Police Complaints Administration Centre Information files. ^g SA data include complaints made to the Police Complaints Authority and internal reports of alleged breaches of the Code of Conduct. ^h For the ACT, the result for 2006-07 is not comparable with the figures for previous years, as a new complaints management model was introduced in 2006-07. ⁱ For the NT, 24 of the 2006-07 recorded complaints were preliminary enquires not counted in the data set the previous year.

Source: State and Territory governments (unpublished); table 6A.18.

Time series data for complaints are reported for 6 years in table 6A.18.

Outcomes

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

This section provides information from the National Survey of Community Satisfaction with Policing (NSCSP) amongst other sources. The 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.

Satisfaction with police services

‘Satisfaction with police services’ is an indicator of governments’ objective to provide police services in an effective manner, specifically, of how well police services are perceived to be delivered (box 6.8).

Box 6.8 Satisfaction with police services

‘Satisfaction with police services’ is defined as the proportion of people who were ‘satisfied’ or ‘very satisfied’ with police services. Results are reported for all people aged 15 years or over in the total population.

A high or increasing proportion of people who were ‘satisfied’ or ‘very satisfied’ is desirable.

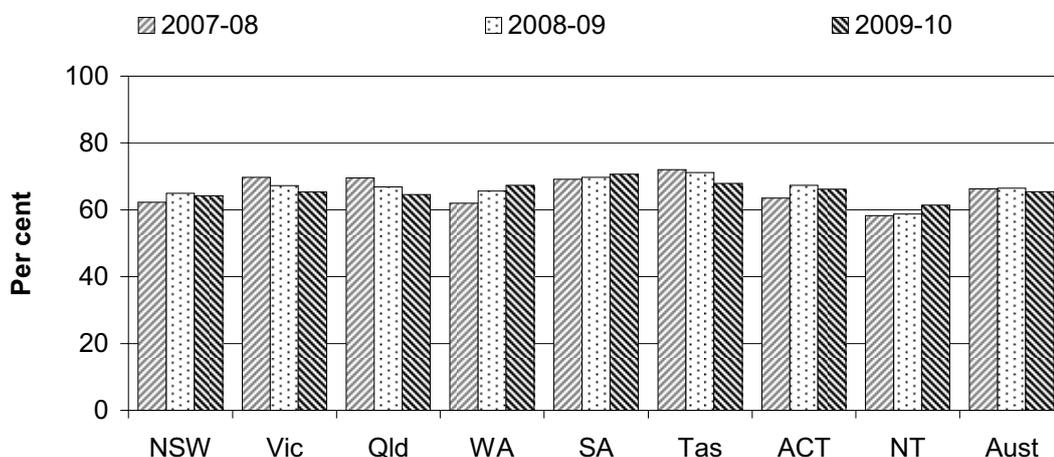
Client satisfaction is a widely accepted measure of service quality. Public perceptions might not reflect actual levels of police performance, because many factors — including individual experiences, hearsay and media reporting — can influence people’s satisfaction with police services.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

In terms of general satisfaction, nationally, the majority of people (65.5 per cent) were ‘satisfied’ or ‘very satisfied’ with the services provided by police in 2009-10, remaining relatively steady from 66.4 per cent in 2008-09 (figure 6.9).

Figure 6.9 People who were 'satisfied' or 'very satisfied' with police services^{a, b}



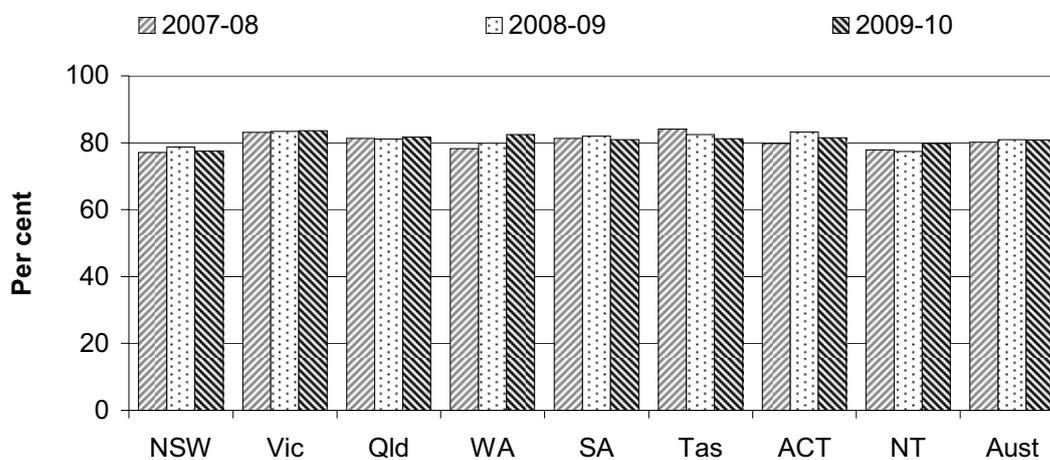
^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.12.

Of those people who had contact with police in 2009-10, 80.9 per cent nationally were 'satisfied' or 'very satisfied' with the service they received during their most recent contact, the same as in 2008-09 (figure 6.10).

Results across jurisdictions and over time are presented in figure 6.10. As is common with surveys of service performance, higher ratings are achieved by police in all jurisdictions when people are questioned about specific instances of service rather than general impressions.

Figure 6.10 People who were ‘satisfied’ or ‘very satisfied’ with police in their most recent contact^{a, b}



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.14.

Time series data for satisfaction with police services (and those who had contact with police in the preceding 12 months) are reported for 5 years in tables 6A.12–6A.14.

Perceptions of police integrity

‘Perceptions of police integrity’ is an indicator of governments’ objective to provide police services in an effective manner, specifically, to provide a measure of perceived integrity and professionalism (box 6.9).

Box 6.9 Perceptions of police integrity

'Perceptions of police integrity' refers to *public* perceptions and is defined by three separate measures:

- the proportion of people who 'agreed' or 'strongly agreed' that police treat people fairly and equally
- the proportion of people who 'agreed' or 'strongly agreed' that police perform the job professionally
- the proportion of people who 'agreed' or 'strongly agreed' that most police are honest.

A high or increasing proportion of people who 'agreed' or 'strongly agreed' with these statements is desirable.

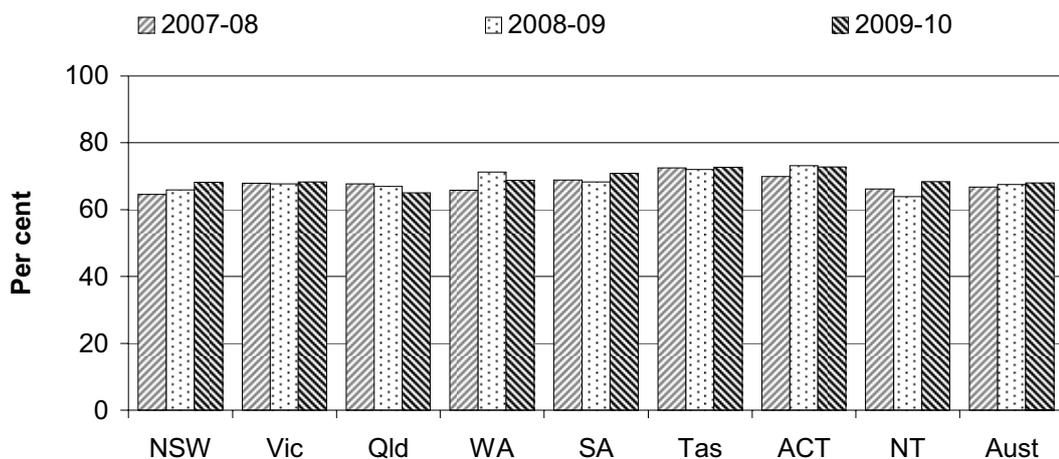
Public perceptions might not reflect actual levels of police integrity, because many factors, including hearsay and media reporting, might influence people's perceptions of police integrity.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

In 2009-10, 68.0 per cent of people nationally 'agreed' or 'strongly agreed' that police treat people 'fairly and equally', compared with 67.5 per cent in 2008-09 (figure 6.11).

Figure 6.11 People who 'agreed' or 'strongly agreed' that police treat people fairly and equally^{a, b}

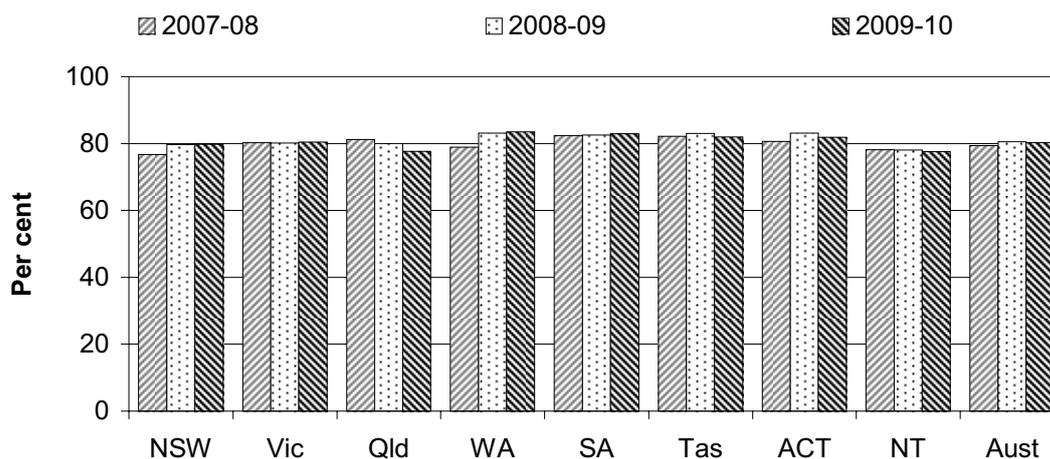


^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.16.

Nationally, 80.2 per cent of people ‘agreed’ or ‘strongly agreed’ in 2009-10 that police perform the job ‘professionally’, compared with the 2008-09 result of 80.5 per cent (figure 6.12).

Figure 6.12 People who ‘agreed’ or ‘strongly agreed’ that police perform the job professionally^{a, b}



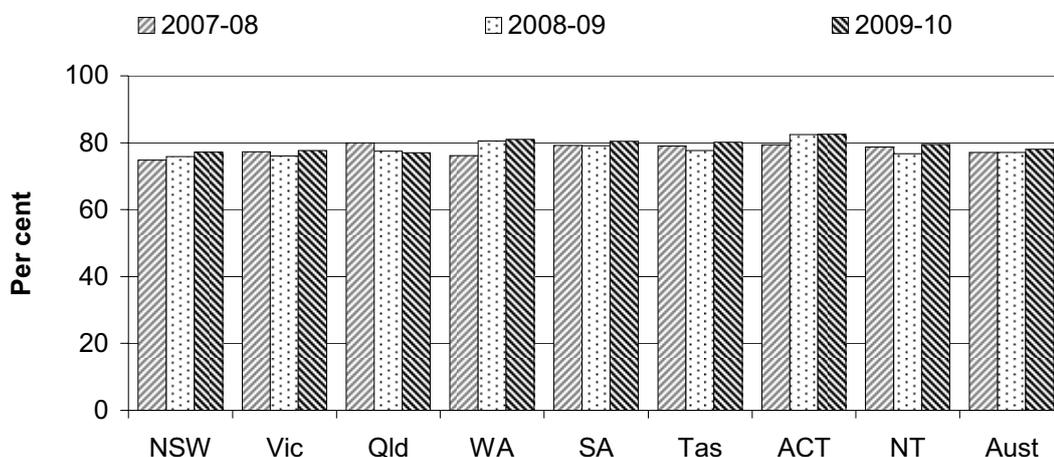
^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.15.

Police integrity is another important element of police services’ performance. This can be judged to some extent by the public perception of police honesty.

Nationally, 78.1 per cent of people ‘agreed’ or ‘strongly agreed’ in 2009-10 that most police are ‘honest’, compared with the 2008-09 result of 77.1 per cent (figure 6.13).

Figure 6.13 **People who ‘agreed’ or ‘strongly agreed’ that most police are honest^{a, b}**



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.17.

Time series data for perceptions of police integrity are reported for 4 years in tables 6A.15–6A.17.

6.4 Community safety

This section reviews the role of police in preserving public order and promoting a safer community. Activities typically include:

- undertaking crime prevention and community support programs
- responding to, managing and coordinating major incidents and emergencies
- responding to calls for assistance.

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on community perceptions data. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Key community safety performance indicator results

Outputs

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

Equity — access

The Steering Committee has identified equity and access for community safety as an area for development in future reports.

Outcomes

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

Perceptions of safety

‘Perceptions of safety’ is an indicator of governments’ objective to maintain public safety (box 6.10).

Box 6.10 Perceptions of safety

‘Perceptions of safety’ is defined by two separate measures:

- 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 high or increasing proportion of people who felt ‘safe’ or ‘very safe’ for either measure is desirable.

Perceptions of safety might not reflect reported crime, as reported crime might understate actual crime, and many factors (including media reporting and hearsay) might affect public perceptions of crime levels and safety.

Perceptions of safety on public transport might be influenced by the mix (that is, trains, buses, ferries and trams) of public transport in each jurisdiction

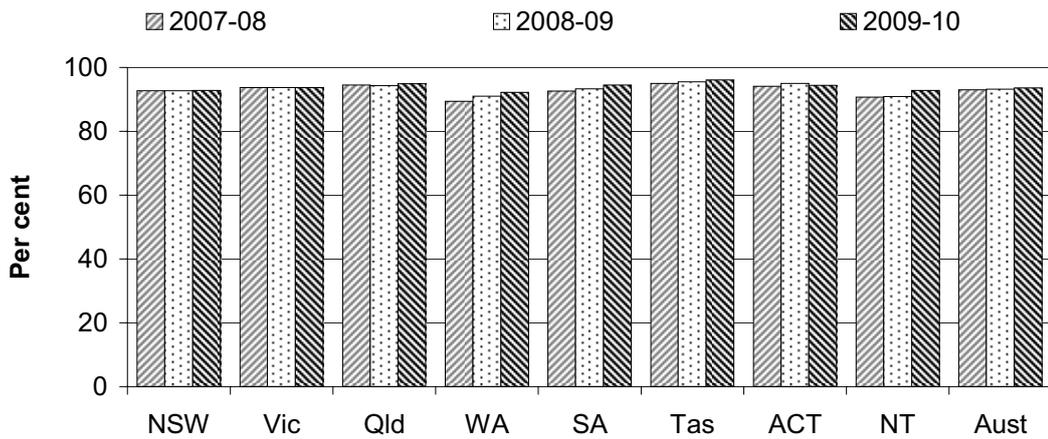
Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

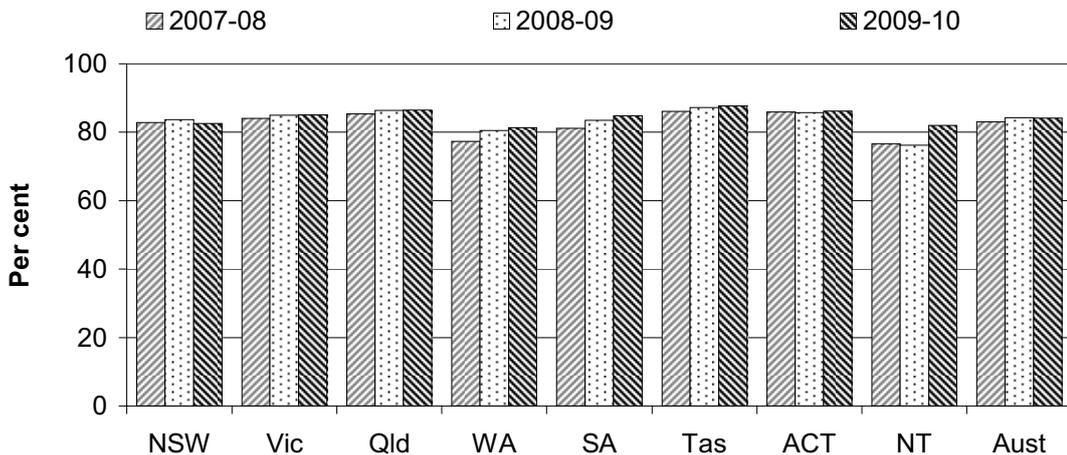
Nationally, 93.6 per cent of people felt 'safe' or 'very safe' at home alone during the day in 2009-10, compared with 93.2 per cent in 2008-09 (figure 16.14a). Nationally, 84.2 per cent of people felt 'safe' or 'very safe' at home alone during the night in 2009-10, compared with 84.3 per cent in 2008-09 (figure 6.14b).

Figure 6.14 **Perceptions of safety at home alone**^{a, b}

(a) Proportion who felt 'safe' or 'very safe' at home alone during the day



(b) Proportion who felt 'safe' or 'very safe' at home alone during the night



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

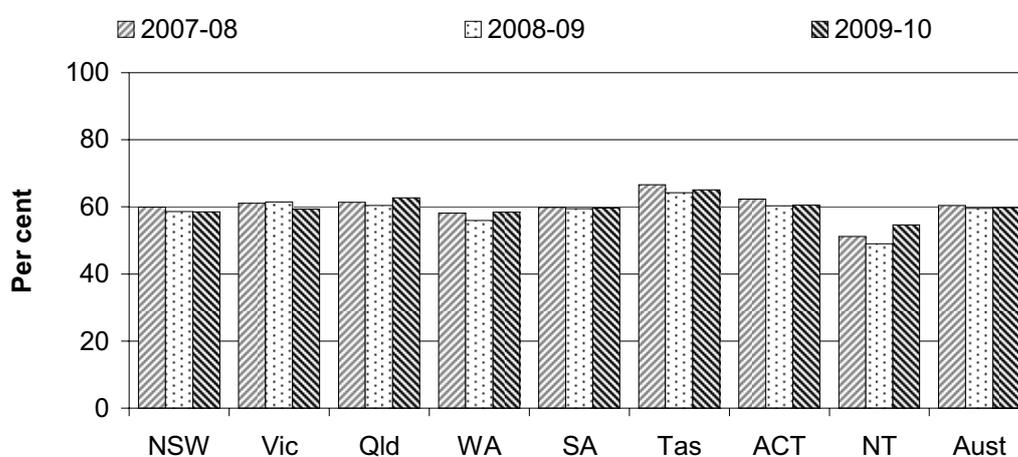
Source: ANZPAA (unpublished); table 6A.21.

Nationally, 90.2 per cent of people felt 'safe' or 'very safe' when walking or jogging locally during the day in 2009-10 (table 6A.22) and 59.8 per cent of people felt 'safe' or 'very safe' when walking or jogging locally during the night in

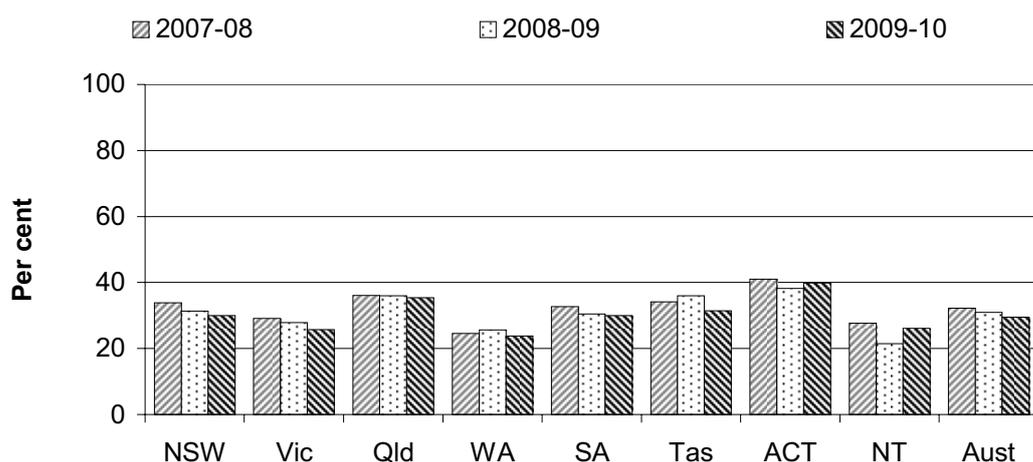
2009-10 (figure 6.15a). Nationally, 63.5 per cent of people felt 'safe' or 'very safe' when travelling on public transport during the day, a decrease from 2008-09 (table 6A.23) and 29.5 per cent of people felt 'safe' or 'very safe' when travelling on public transport during the night in 2009-10, a decrease from 2008-09 (figure 6.15b).

Figure 6.15 Perceptions of safety in public places during the night^{a, b, c, d}

(a) Proportion who felt 'safe' or 'very safe' walking or jogging locally



(b) Proportion who felt 'safe' or 'very safe' travelling on public transport



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results. ^c For this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport. ^d Unlike other jurisdictions, Tasmania, the NT and the ACT do not operate a suburban train network and rely on buses as the primary means of public transportation.

Source: ANZPAA (unpublished); tables 6A.22 and 6A.23.

Time series data for perceptions of safety are reported for 5 years in tables 6A.21–6A.23.

Perceptions of crime problems

‘Perceptions of crime problems’ is an indicator governments’ objective to reduce crime (box 6.11).

Box 6.11 Perceptions of crime problems

‘Perceptions of crime problems’ is defined as the proportion of people who thought that various types of crime were a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood.

A low or decreasing proportion of people who thought the selected types of crime were a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood, is desirable.

Care needs to be taken in interpreting data on perceptions of crime, because reducing people’s concerns about crime and reducing the actual level of crime are two separate, but related challenges. 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.

Data reported for this indicator are comparable.

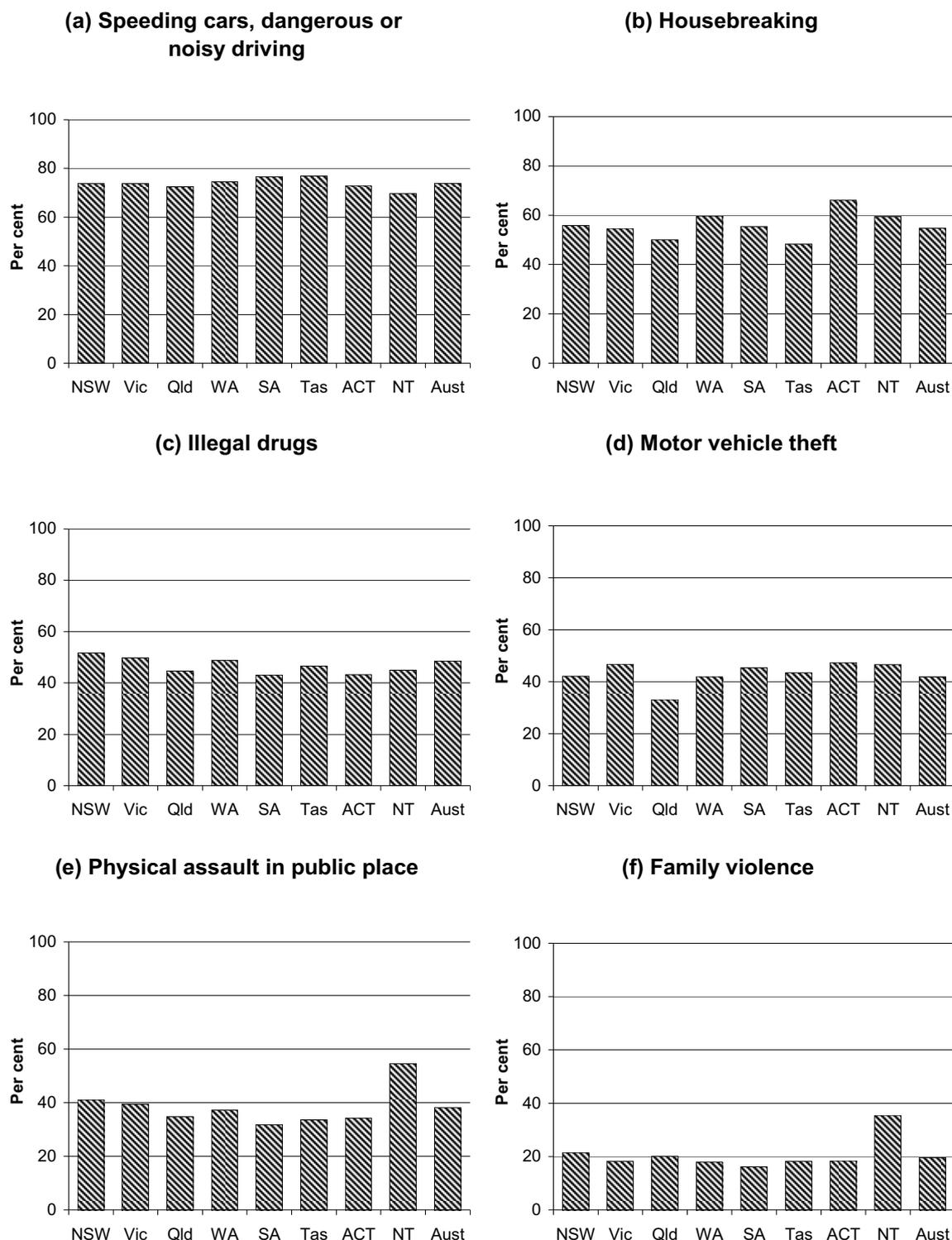
Data quality information for this indicator is under development.

The following major areas of concern were identified by people in relation to crime problems in their neighbourhood, whereby, people thought the crime to be a problem (that is, a ‘major problem’ or ‘somewhat a problem’). Nationally:

- 73.8 per cent of people thought speeding cars, dangerous or noisy driving’ to be a problem in 2009-10 (little change from 74.5 in 2008-09) (figure 6.16a and table 6A.26)
- 54.7 per cent of people thought housebreaking to be a problem in 2009-10 (down from 56.9 per cent in 2008-09) (figure 6.16b and table 6A.25)
- 48.5 per cent of people thought illegal drugs to be a problem in 2009-10 (down from 52.1 per cent in 2008-09) (figure 6.16c and table 6A.25)
- 41.9 per cent of people thought motor vehicle theft to be a problem in 2009-10 (down from 44.6 per cent in 2008–09) (figure 6.16d and table 6A.25)
- 38.1 per cent of people thought physical assault in a public place to be a problem in 2009-10 (down from 39.3 per cent in 2008-09) (figure 6.16e and table 6A.24)
- 19.6 per cent of people thought family violence to be a problem in their neighbourhood in 2009-10 (down from 24.1 per cent in 2008-09) (figure 6.16f and table 6A.24).

Time series data for perceptions of crime problems are reported for 4 years in tables 6A.24–6A.26.

Figure 6.16 Proportion of people who consider the identified issues to be either a 'major problem' or 'somewhat of a problem' in their neighbourhood, 2009-10^a



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); tables 6A.24–6A.26.

6.5 Crime

This section reviews the role of police in investigating crime and identifying and apprehending offenders. It also measures the extent of crime in the community and the number of crimes reported to the police.

Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on recorded crime levels. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Key crime performance indicator results

Outcomes

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

‘Crime victimisation’, ‘Reporting rates’ and ‘Outcomes of investigations’ are outcome indicators of governments’ objective to bring to justice those people responsible for committing an offence.

Victims of crime data in Australia

Information on the level of selected crimes against the person and crimes against property is obtained from three sources for this chapter. The first source is survey data in ABS *Crime Victimisation, Australia* (ABS 2010a). The second source is administrative data in ABS *Recorded Crime Victims* (ABS 2010b). The third source is homicides data, from the Australian Institute of Criminology (AIC) (AIC unpublished).

Survey data

Crime Victimisation, Australia presents results from a redesigned national Crime Victimisation Survey, conducted from July 2008 to June 2009, for selected categories of personal and household crimes. Personal crimes include robbery, assault and sexual assault (reported in table 6A.33). Household crimes include

break-in, attempted break-in, motor vehicle theft, theft from a motor vehicle, malicious property damage, and other theft (reported in table 6A.35). A change in methodology means the new survey is not comparable with the previous three-yearly survey it replaces. The previous survey results (for 1998, 2002 and 2005) are reported for information in tables 6A.31 and 6A.32.

Administrative data

Recorded Crime Victims presents data on selected offences reported to, or detected by, police, the details of which are subsequently recorded on police administrative systems. Victims in this collection can be people, premises or motor vehicles. Selected offences include homicide and related offences; kidnapping and abduction; robbery; blackmail and extortion; unlawful entry with intent; motor vehicle theft and other theft.

Merits of survey data versus administrative data

Survey data are collected in a manner such that the sample is intended to be representative of the population as a whole, whereas, administrative data represent all observations (that is, the whole population of interest). Survey questions are consistent across jurisdictions whereas there are differences in the way in which recorded crime administrative data are compiled across jurisdictions (box 6.12).

Neither the administrative data in *Recorded Crime Victims*, nor the survey data in *Crime Victimization, Australia*, provide a definitive measure of crime victimisation but, together, these two data sources provide a more comprehensive picture of victimisation than either data source alone.

Box 6.12 ABS crime victimisation statistics

The ABS produces two major sources of data that can inform the user about crime victimisation. The first is direct reports from members of the public about their experiences of crime as collected in ABS household surveys. The second is a measure of crimes reported to and recorded by police, sourced from administrative records obtained from State and Territory police agencies. In some instances, the results can provide different pictures of crime in the community, with administrative data indicating a trend in one direction and personal experience indicating the opposite.

The full extent of crime is unlikely ever to be captured, because 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.

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. The ABS has worked with police agencies to develop a National Crime Recording Standard, to improve the national comparability of the recorded crime victims' collection.

As noted above, the most recent data published is from the ABS survey conducted from July 2008 to June 2009. Personal crime victimisation rates from this survey are reported in figures 6.17–6.19. Property crime victimisation rates from this survey are reported in figures 6.22, 6.23 and 6A.25.

Crime victimisation

'Crime victimisation' is an indicator of governments' objective to reduce the incidence of crime victimisation (boxes 6.13 and 6.15).

Crime victimisation — crimes against the person

The prevalence of personal crime in the community is an important measure of bringing to justice those people responsible for committing an offence (box 6.13).

Box 6.13 Crime victimisation — crimes against the person

'Crime victimisation' is defined (in part) by five measures of the level of crime against the person:

- estimated victimisation rate of total selected personal crimes per 100 000 people
- estimated victimisation rate for physical and threatened assault per 100 000 people aged 15 years or over
- estimated victimisation rate for sexual assault per 100 000 people aged 18 years or over
- estimated victimisation rate for robbery per 100 000 people aged 15 years or over
- victims of homicide per 100 000 people of all ages.

A low or decreasing rate of crime victimisation is a desirable outcome.

'Crime victimisation' is also defined by a measure of trends in crime against the person, presented in index form:

- victims of armed robbery (index 2005 = 100).

Indexed data can be used only to view trends over time within jurisdictions. The trend in crime against the person is presented in index form comparing values over time to a base period or year allocated a value of 100. For selected crimes against the person, the index is based on the rate value for 2005. A low or decreasing index number is a desirable outcome.

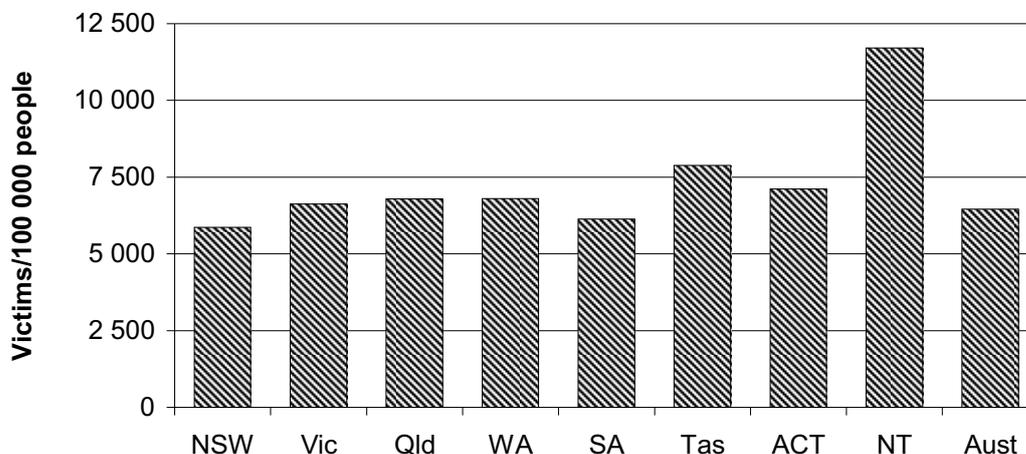
The recorded number of victims might vary from the incidence of crimes against the person for a number of reasons, including confidence in the judicial system as a whole.

Data reported for this indicator are comparable. Although, where survey data are reported (for the four estimated victimisation rates measures) the associated standard errors can be large for some jurisdictions. Similarly, (for the two victims of crime measures) differences in the way in which crimes are recorded on police administrative systems (due to legislation, recording systems and recording practices) mean that care should be taken when comparing the level of recorded crime across jurisdictions.

Data quality information for this indicator is under development.

Based on ABS crime victimisation survey data, nationally, there were 6462 estimated victims of selected personal crimes per 100 000 people in 2008-09 (figure 6.17).

Figure 6.17 **Estimated victims of selected personal crimes, 2008-09^{a, b,}**
^{c, d}



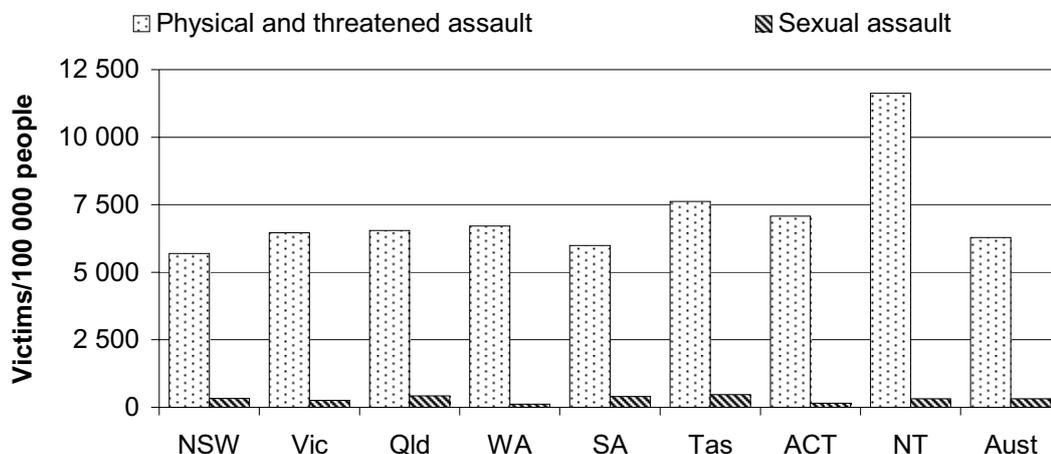
^a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for totals where people have been a victim of more than one crime type. Data are for people aged 15 years or over for all categories except sexual assault, which are for people aged 18 years or over. ^b Selected personal crimes comprise physical assault, threatened assault, robbery and sexual assault. ^c NT data refer to mainly urban areas only. ^d Relative standard errors (RSE) for these data are reported in table 6A.33.

Source: Based on data from ABS (unpublished), *Crime Victimization Survey*; table 6A.33.

Time series data from previous surveys for estimated victims of personal crimes are reported for 3 non-consecutive years in table 6A.31. This time series is not comparable with the 2008-09 data reported in figure 6.17.

Based on ABS crime victimisation survey data, estimated victimisation rates for assault (physical, threatened and sexual assault categories) were 6289 physical and threatened assaults per 100 000 people and 571 robberies per 100 000 people nationally, in 2008-09 (figures 6.18 and 6.19).

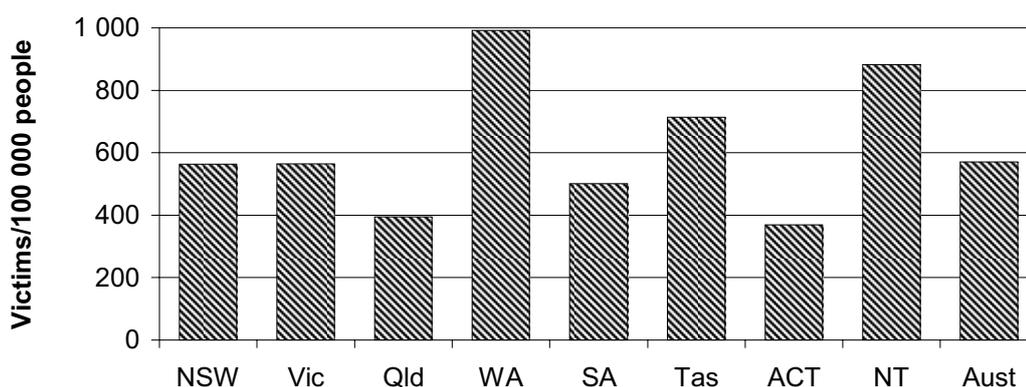
Figure 6.18 **Estimated victims of assault and sexual assault, 2008-09^{a, b, c, d}**



^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. Physical and threatened assault reported is for people aged 15 years or over. Sexual assault reported is for people aged 18 years or over. ^b Threatened assault includes both face-to-face and non face-to-face incidents. ^c NT data refer to mainly urban areas only. ^d Estimates with RSEs of between 25 and 50 per cent need to be interpreted with caution and estimates with RSEs above 50 per cent are considered too unreliable for general use. RSEs for these data are reported in table 6A.33.

Source: Based on data from ABS (2010), *Crime Victimization, Australia 2008-09*, Cat. no. 4530.0; table 6A.33.

Figure 6.19 **Estimated victims of robbery, 2008-09^{a, b, c, d}**



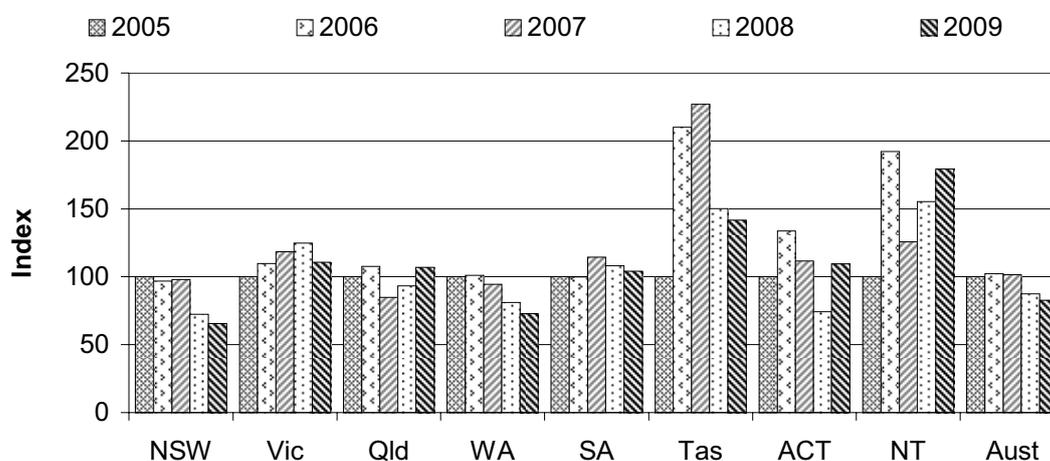
^a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type. Robbery reported is for people aged 15 years or over. ^b Robbery is where someone stole (or tried to steal) property from a respondent by physically attacking them or threatening him or her with force or violence. ^c NT data refer to mainly urban areas only. ^d Estimates with RSEs of between 25 and 50 per cent need to be interpreted with caution and estimates with RSEs above 50 per cent are considered too unreliable for general use. RSEs for these data are reported in table 6A.33.

Source: Based on data from ABS (2010), *Crime Victimization, Australia 2008-09*, Cat. no. 4530.0; table 6A.33.

Time series data for estimated victims of robbery, assault and sexual assault are reported for 3 non-consecutive years in table 6A.31. This time series is not comparable with the 2008-09 data reported in figures 6.18 and 6.19.

Based on ABS recorded crime victims collection, sourced from State and Territory administrative data, nationally, the index rate was 82.6 recorded victims of armed robbery in 2009 (down from 87.4 in 2008) (figure 6.20). Victims of armed robbery data are presented as an index in figure 6.20 to provide a picture of trends over time for each jurisdiction. Table 6A.28 reports numbers per 100 000 people.

Figure 6.20 Trends in recorded crime — victims of armed robbery^{a, b, c, d}



^a Data are based on crimes recorded by police. ^b Index 2005 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems, practices and reporting rates in jurisdictions. Index calculations are based on ABS unrounded data and may differ from those published by the ABS and others. ^c Rates in this figure may differ from those in previous reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2005 and 2006). Population data relate to 30 June, so that ERP at 30 June 2009 is used as the denominator for 2009. ^d ACT data for 2007 are not comparable to previous years for armed robbery due to information technology and quality assurance changes to improve the capture of victim data.

Source: Based on data from ABS *Recorded Crime — Victims, Australia* (various years), Cat. no. 4510.0; tables 6A.28 and AA.2.

Time series data for victims of armed robbery and other crimes against people are reported for 6 years in table 6A.28.

As noted previously, data are also drawn from a third source, the AIC, based on State and Territory administrative data comprising police reports and coronial files (box 6.14).

Box 6.14 Australian Institute of Criminology homicide data

The AIC undertakes research in the field of criminal justice ranging from high-tech crime, transnational and organised crime issues, to the monitoring and analysis of patterns in major crimes including homicide, sexual assault, armed robbery and firearms traffic.

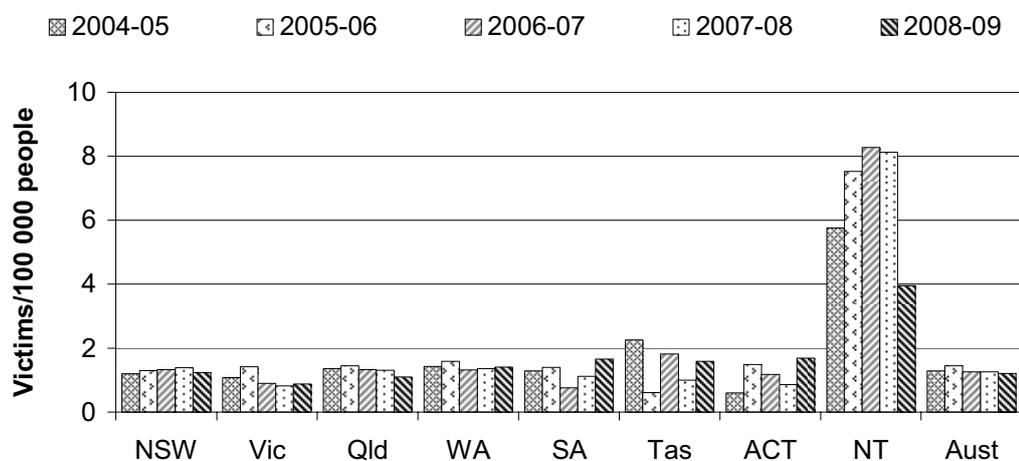
The AIC provides data on homicide through its National Homicide Monitoring Program (NHMP), which has been operating within the AIC since 1989. The program uses two main data sources:

- police reports (supplemented by information from investigating officers)
- coronial files (namely toxicology reports).

Data quality information for this indicator is under development.

Nationally, there were 1.2 recorded victims of homicide per 100 000 people in 2008-09 (a decrease from 1.3 in 2007-08) (figure 6.21).

Figure 6.21 Victims of homicide^{a, b, c}



^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. ^b The AIC victims of homicide data for 2008-09 are unpublished and final data in other publications might differ. ^c Rates in this figure may differ from those in previous reports, because homicides data for 2007-08 and previous years may have been revised in this Report and population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing.

Source: Based on data from AIC Homicide in Australia: National Homicide Monitoring Program (various years, unpublished); tables 6A.27 and AA.2.

Time series data for victims of homicide are reported for 6 years in table 6A.27.

Crime victimisation — crimes against property

The prevalence and trends in crimes against property in the community are important measures of bringing to justice those people responsible for committing an offence (box 6.15).

Box 6.15 Crime victimisation — crimes against property

‘Crime victimisation’ is defined (in part) by three measures of the level of crime against property:

- estimated household victims of total selected property crimes per 100 000 households
- estimated household victims of break-in/attempted break-in per 100 000 households
- estimated household victims of motor vehicle theft per 100 000 households.

A low or decreasing rate of crime victimisation is a desirable outcome.

‘Crime victimisation’ is also defined by two measures of trends in property crime in the community, presented in index form:

- victims of unlawful entry with intent (index 2005 = 100)
- victims of motor vehicle theft (index 2005 = 100).

Indexed data can be used only to view trends over time within jurisdictions. The trend in crime against property is presented in index form comparing values over time to a base period or year allocated a value of 100. For selected crimes against property, the index is based on the rate value for 2005. A low or decreasing index number is a desirable outcome.

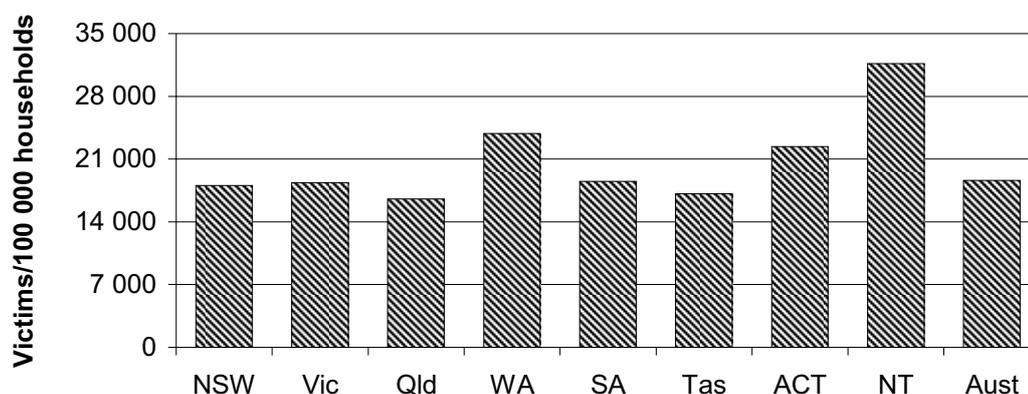
The recorded number of crimes might vary from the incidence of crimes against property for a number of reasons, including confidence in the judicial system as a whole.

Data reported for this indicator are comparable. Although, where survey data are reported (for the three estimated victimisation rates measures) the associated standard errors can be large for some jurisdictions. Similarly, (for the two victims of crime measures) differences in the way in which crimes are recorded on police administrative systems (due to legislation, recording systems and recording practices) mean that care should be taken when comparing the level of recorded crime across jurisdictions.

Data quality information for this indicator is under development.

Based on ABS crime victimisation survey data, nationally, there were 18 615 estimated household victims of selected property crimes per 100 000 households in 2008-09 (figure 6.22).

Figure 6.22 **Estimated household victims of selected property crimes, 2008-09^{a, b, c, d}**



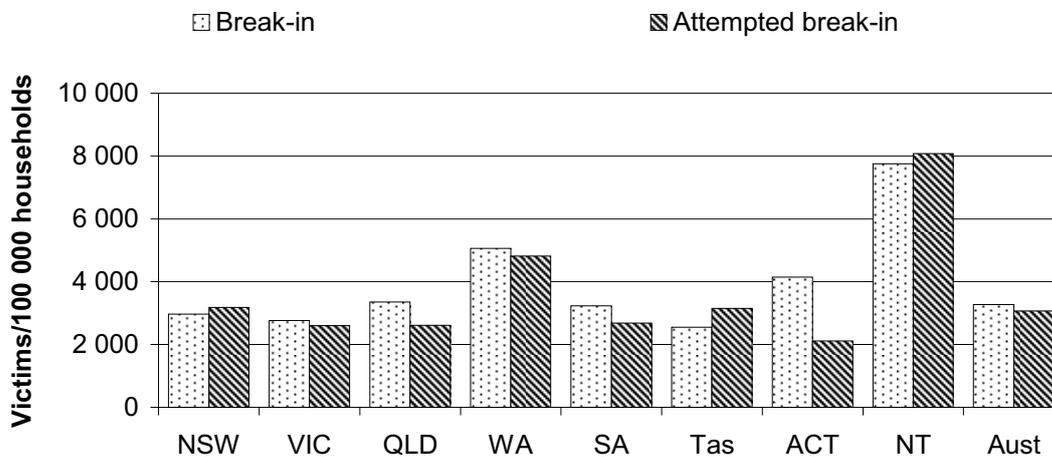
^a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for totals where people have been a victim of more than one crime type. ^b Selected property crimes comprise break-in, attempted break-in, motor vehicle theft, theft from motor vehicle, other theft and malicious property damage. ^c NT data refer to mainly urban areas only. ^d RSEs for these data are reported in table 6A.35.

Source: Based on data from ABS (unpublished), *Crime Victimization Survey* and ABS 2010, *Crime Victimization, Australia 2008-09*, Cat. no. 4530.0; table 6A.35.

Time series data for estimated victims of property crimes are reported for 3 non-consecutive years in table 6A.32. This time series is not comparable with the 2008-09 data reported in figure 6.22.

Based on ABS crime victimisation survey data, nationally, there were 6339 estimated household victims of break-in/attempted break-in per 100 000 households in 2008-09 (figure 6.23).

Figure 6.23 **Estimated victims of break-in/attempted break-in, 2008-09^a,
b, c, d**



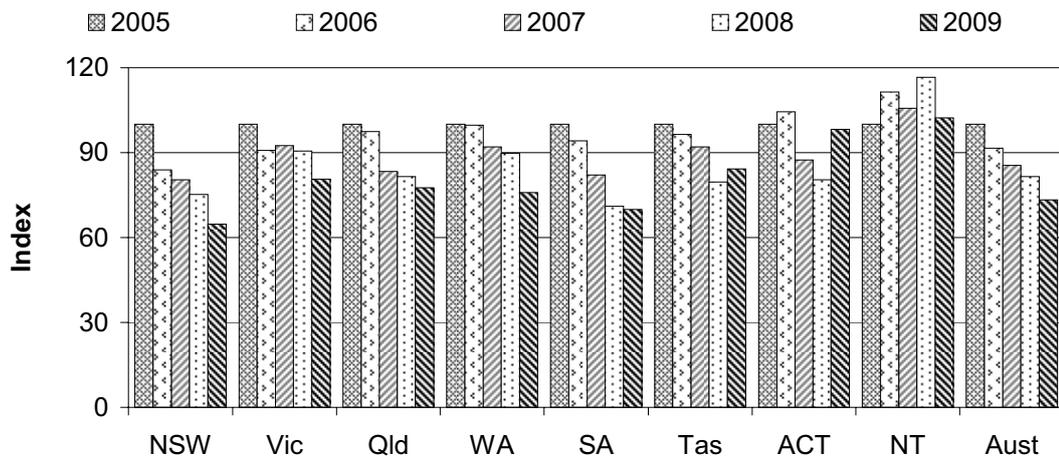
^a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type. ^b Break-in is defined as an incident where the respondent's home had been broken into. Break-in offences relating to respondents' cars or gardens are excluded. ^c NT data refer to mainly urban areas only. ^d Estimates with RSEs of between 25 and 50 per cent need to be interpreted with caution and estimates with RSEs above 50 per cent are considered too unreliable for general use. RSEs for these data are reported in table 6A.35.

Source: Based on data from ABS (2010), *Crime Victimization, Australia 2008-09*, Cat. no. 4530.0; table 6A.35.

Time series data for estimated victims of break-in and attempted break-in are reported for 3 non-consecutive years in table 6A.32. This time series is not comparable with the 2008-09 data reported in figure 6.23.

Based on ABS recorded crime victims collection, sourced from State and Territory administrative data, nationally, the index rate of victims of unlawful entry with intent reported to police fell between 2005 and 2009. There has been a general downward trend in the victimisation rate in most jurisdictions since the base period of 2005 (figure 6.24). Table 6A.29 reports numbers per 100 000 people.

Figure 6.24 Trends in recorded crime — victims of unlawful entry with intent^{a, b, c, d}



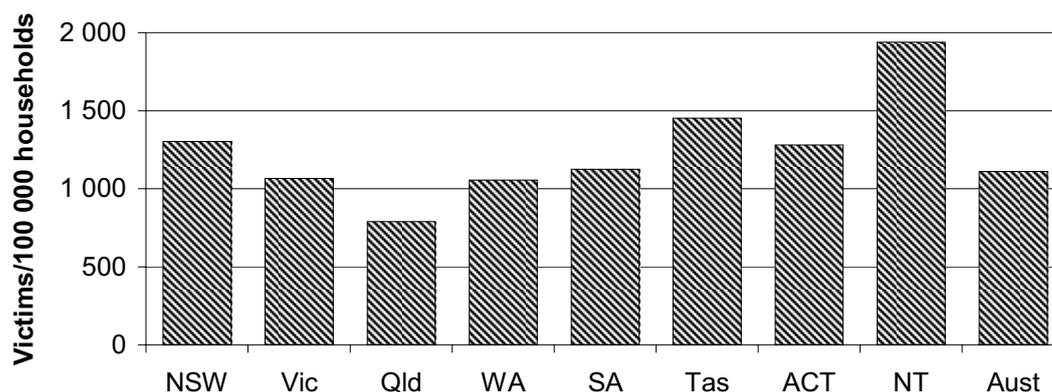
^a Data are based on crimes recorded by police. ^b Index 2005 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions. Index calculations are based on ABS unrounded data and may differ from those published by the ABS and others. ^c Rates in this figure may differ from those in previous reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2005 and 2006). Population data relate to 30 June, so that ERP at 30 June 2009 is used as the denominator for 2009. ^d NSW unlawful entry with intent counts prior to 2006 are overstated and therefore not comparable to later years. The Australian estimate is therefore also overstated prior to 2006.

Source: Based on data from ABS *Recorded Crime — Victims* (various years), Cat. no. 4510.0; tables 6A.29 and AA.2.

Time series data for victims of unlawful entry with intent are reported for 6 years in table 6A.29.

Based on ABS crime victimisation survey data, nationally there were 1111 estimated victims of motor vehicle theft per 100 000 households in 2008-09 (figure 6.25).

Figure 6.25 **Estimated victims of motor vehicle theft, 2008-09**^{a, b, c, d}



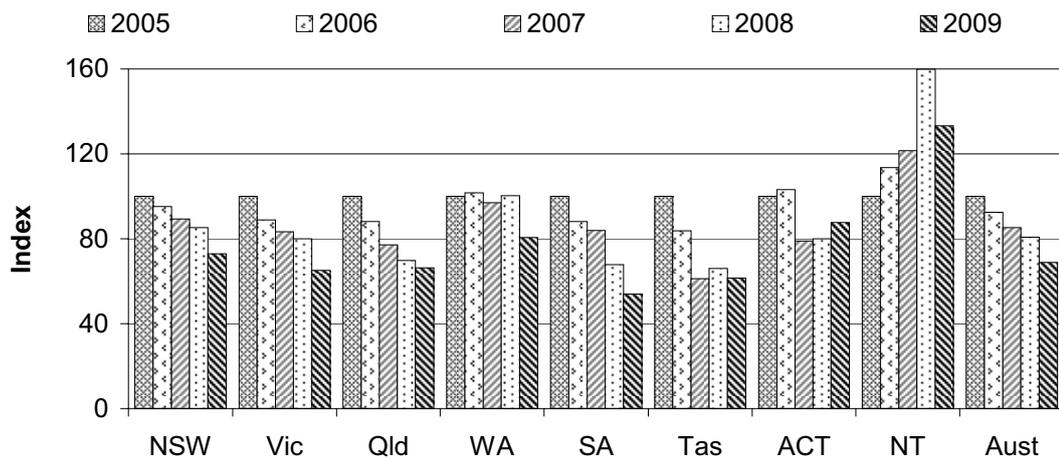
^a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type. ^b A victim is defined as a household reporting at least one 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. ^c NT data refer to mainly urban areas only. ^d Estimates with RSEs of between 25 and 50 per cent need to be interpreted with caution and estimates with RSEs above 50 per cent are considered too unreliable for general use. RSEs for these data are reported in table 6A.35.

Source: Based on data from ABS (2010), *Crime Victimisation, Australia 2008-09*, Cat. no. 4530.0; table 6A.35.

Time series data for estimated victims of motor vehicle theft are reported for 3 non-consecutive years in table 6A.32. This time series is not comparable with the 2008-09 data reported in figure 6.25.

Based on ABS recorded crime victims collection, sourced from State and Territory administrative data, the index rate of victims of motor vehicle theft reported to police, fell between 2005 and 2009 nationally and in most jurisdictions (figure 6.26). Table 6A.29 reports numbers per 100 000 people.

Figure 6.26 Trends in recorded crime — victims of motor vehicle theft^{a, b, c, d}



^a Data are based on crimes recorded by police. ^b Index 2005 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions. Index calculations are based on ABS unrounded data and may differ from those published by the ABS and others. ^c Rates in this figure may differ from those in previous reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2005). Population data relate to 30 June, so that ERP at 30 June 2009 is used as the denominator for 2009. ^d Victims numbers are based on the number of motor vehicles.

Source: Based on data from ABS *Recorded Crime – Victims* (various years), Cat. no. 4510.0; table 6A.29.

Time series data for victims of motor vehicle theft are reported for 6 years in table 6A.29.

Reporting rates

‘Reporting rates’ is an indicator of governments’ objective to engender public confidence in the police and judicial system (box 6.16).

Box 6.16 Reporting rates

'Reporting rates' is defined as the total number of the most recent incidents of a particular offence that were reported to police, as a percentage of the total number of victims. It is reported separately for two measures:

- total victims of crimes against the person, defined as the total number of the most recent incidents of a particular offence that were reported to police, as a percentage of the total number of victims
 - physical assault
 - threatened assault (face-to-face incidents only)
 - robbery
- total victims of crimes against property, defined as the total number of the most recent incidents of a particular offence that were reported to police, as a percentage of the total number of victims
 - break-in
 - attempted break-in
 - motor vehicle theft
 - theft from motor vehicle
 - malicious property damage
 - other theft.

A high or increasing reporting rate is desirable.

Reporting rates vary across different crime types. This indicator does not provide information on why some people choose not to report particular offences to the police.

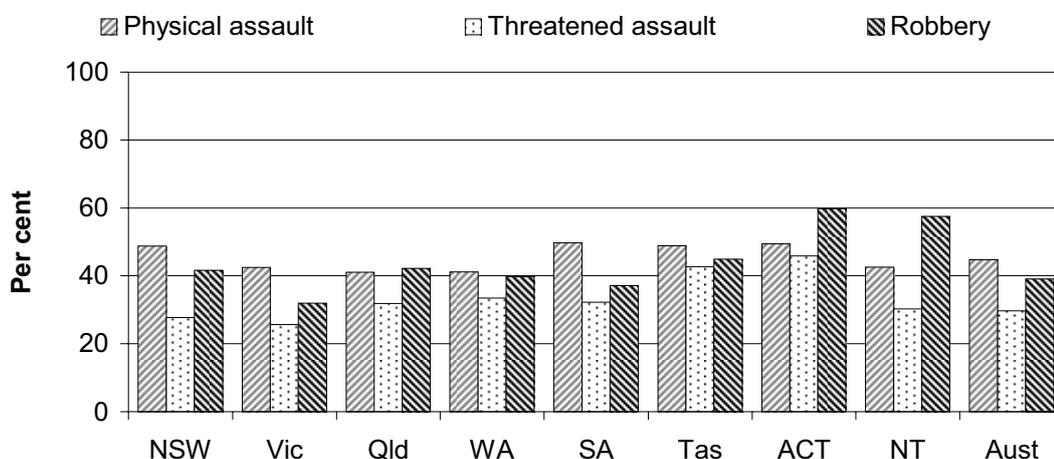
Data reported for this indicator are comparable. Although, survey data are reported for all measures, and the associated standard errors can be large for some jurisdictions.

Data quality information for this indicator is under development.

Based on ABS crime victimisation survey data, nationally, reporting rates for selected offences against the person for people aged 15 years or over, in 2008-09, by offence were (figure 6.27):

- 44.7 per cent for physical assault
- 29.7 per cent for threatened assault (face-to-face incidents only)
- 39.1 per cent for robbery.

Figure 6.27 Reporting rates for selected offences against the person, by offence type, 2008-09^{a, b, c, d}



^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. Data are for people aged 15 years or over. ^b Threatened assault includes face-to-face incidents only. Robbery is where someone stole (or tried to steal) property from a respondent by physically attacking them or threatening him or her with force or violence. ^c NT data refer to mainly urban areas only. ^d Estimates with RSEs of between 25 and 50 per cent need to be interpreted with caution and estimates with RSEs above 50 per cent are considered too unreliable for general use. RSEs for these data are reported in table 6A.34.

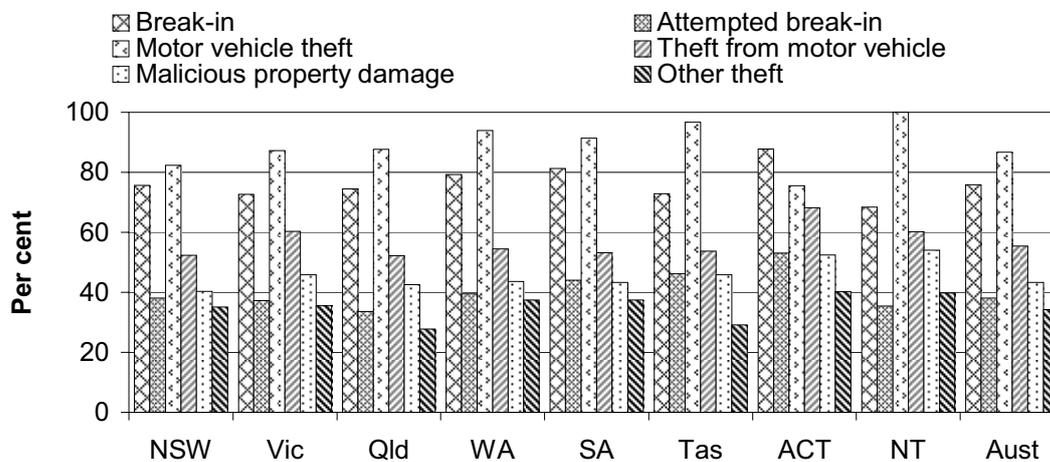
Source: Based on data from ABS (2010), *Crime Victimization, Australia 2008-09*, Cat. no. 4530.0; table 6A.34.

Time series data for reporting rates for selected offences against the person are reported for 3 non-consecutive years in table 6A.31. This time series is not comparable with the 2008-09 data reported in figure 6.27.

Based on ABS crime victimisation survey data, nationally, reporting rates for selected offences against property for people aged 15 years or over, in 2008-09, by offence were (figure 6.28):

- 75.9 per cent for break-in offences
- 38.1 per cent for attempted break-in offences
- 86.7 per cent for motor vehicle theft
- 55.4 per cent for theft from motor vehicles
- 43.3 per cent for malicious property damage
- 34.3 per cent for other theft (figure 6.28).

Figure 6.28 Reporting rates for selected offences against property, by offence type, 2008-09^{a, b, c}



^a Data report only the prevalence of crime, not the incidence. A victim is defined as a household reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type. Data are for people aged 15 years or over. ^b NT data refer to mainly urban areas only. ^c Estimates with RSEs of between 25 and 50 per cent need to be interpreted with caution and estimates with RSEs above 50 per cent are considered too unreliable for general use. RSEs for these data are reported in table 6A.36.

Source: Based on data from ABS (2010), *Crime Victimization, Australia 2008-09*, Cat. no. 4530.0; table 6A.36.

Time series data for reporting rates for selected offences against property are reported for 3 non-consecutive years in table 6A.30. This time series is not comparable with the 2008-09 data reported in figure 6.28.

Outcomes of investigations

‘Outcomes of investigations’ is an indicator of governments’ objective to bring offenders to justice (boxes 6.17-18).

Outcomes of investigations — personal crimes

‘Outcomes of investigations — personal crimes’ is a measure of the effectiveness of police investigations (box 6.17).

Box 6.17 Outcomes of investigations — personal crimes

'Outcomes of investigations' is defined by two separate measures:

- the proportion of investigations finalised within 30 days of the offence becoming known to police
- the proportion of the investigations finalised within 30 days (as above) where proceedings were instituted against the offender.

Measures are reported for a range of offences against the person including homicide and armed robbery.

A high or increasing proportion of investigations finalised within 30 days of the offence becoming known to police is desirable. Similarly, a high or increasing proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is desirable.

Data reported for this indicator are not directly comparable. Outcomes of investigations — personal crimes data are not directly comparable across jurisdictions because of differences in the way data are compiled.

Data quality information for this indicator is under development.

Activities associated with 'outcomes of investigations — personal crimes' 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.

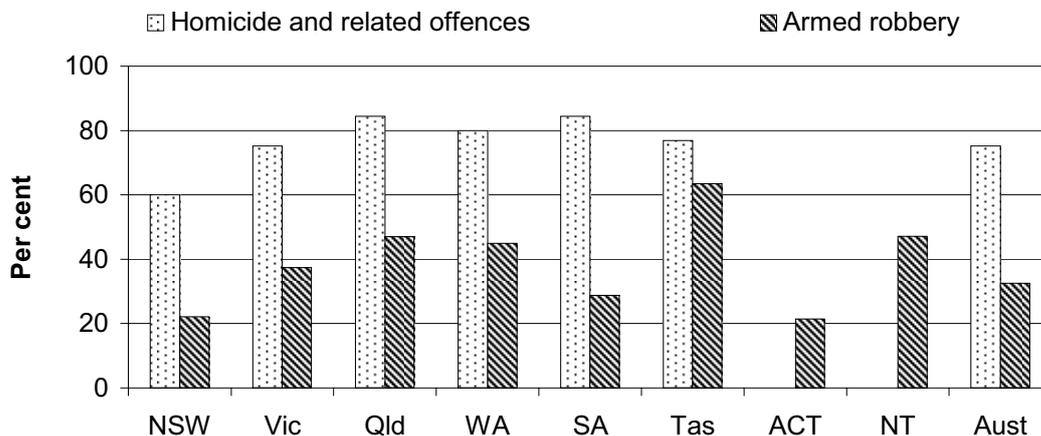
The ABS collects data on the 30 days status of investigations — that is, the stage that a police investigation has reached 30 days after the recording of the incident by the police.

Nationally, 75.2 per cent of investigations for homicide and related offences, and 32.5 per cent of armed robbery investigations were finalised within 30 days of the offence becoming known to police, in 2009 (figure 6.29a). For these finalised investigations, proceedings commenced against an alleged offender for 94.0 per cent of homicide and related offence investigations, and 89.9 per cent of armed robbery investigations (figure 6.29b).

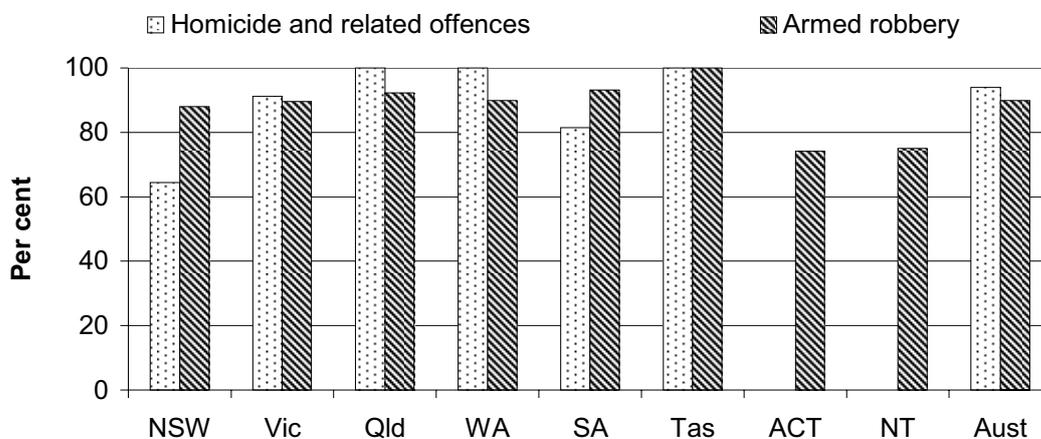
Figure 6.30a presents, for each jurisdiction in 2009, the proportion of recorded unarmed robbery investigations, kidnapping/abduction investigations and blackmail/extortion investigations that were finalised within 30 days of the offence becoming known to police. For these finalised investigations, figure 6.30b presents the proportion for which proceedings had started against an alleged offender.

Figure 6.29 Crimes against the person: outcomes of investigations, 30 day status, 2009^{a, b}

(a) Proportion of investigations finalised within 30 days of the offence becoming known to police



(b) Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police

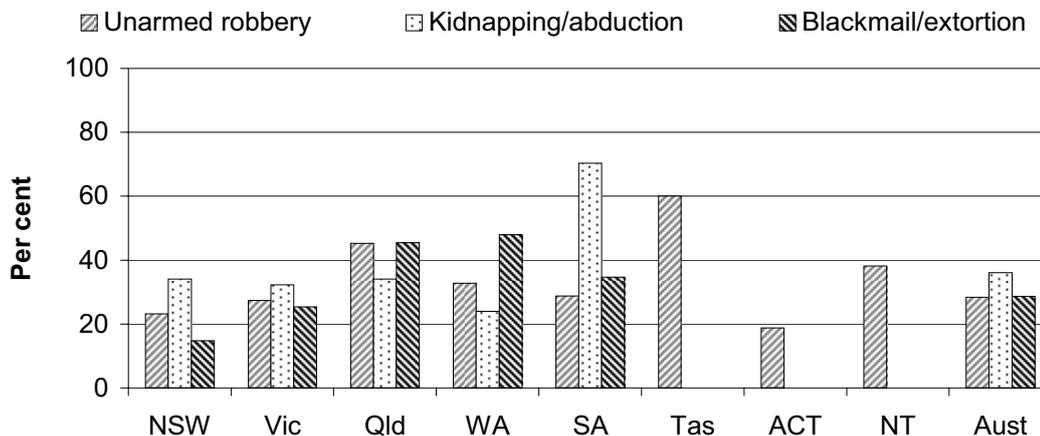


^a Homicides data on investigations finalised within 30 days of the offence becoming known to police and on proceedings commenced, are not published for the ACT and the NT due to small numbers and ABS confidentiality rules. These data are included in the Australian total. ^b Extreme caution should be used in making comparisons between states and territories. Investigation has found significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia. Refer to the explanatory notes in ABS Cat. no. 4510.0, paragraphs 58 to 135 (ABS 2010).

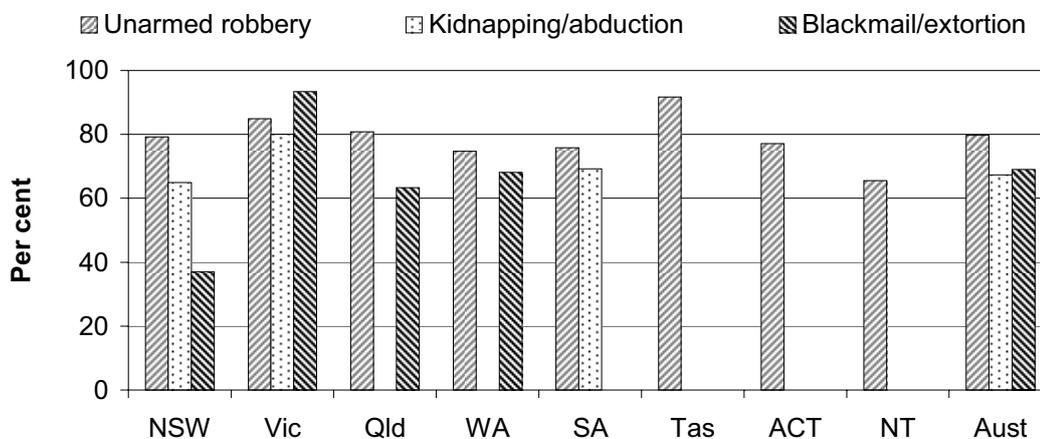
Source: ABS (2010) *Recorded Crime – Victims*, Cat. no. 4510.0; table 6A.37.

Figure 6.30 **Crimes against the person: outcomes of investigations, 30 day status, 2009^{a, b}**

(a) Proportion of investigations finalised within 30 days of the offence becoming known to police



(b) Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police



^a Kidnapping/abduction and blackmail/extortion data on investigations finalised within 30 days of the offence becoming known to police and on proceedings commenced are not published for Tasmania, the ACT and the NT due to small numbers and ABS confidentiality rules. These data are included in the Australian total. Proceedings commenced kidnapping/abduction data for Queensland and WA, and blackmail/extortion data for SA, are nil or rounded to zero. ^b Extreme caution should be used in making comparisons between states and territories. Investigation has found significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia. Refer to the explanatory notes in ABS Cat. no. 4510.0, paragraphs 58 to 135 (ABS 2010).

Source: Based on data from ABS (2010) *Recorded Crime – Victims*, Cat. no. 4510.0; table 6A.37.

Time series data for outcomes of investigations, personal crimes are reported for 2 years in table 6A.37.

Outcomes of investigations — property crimes

‘Outcomes of investigations — property crimes’ is a measure of the effectiveness of police investigations (box 6.18).

Box 6.18 Outcomes of investigations — property crimes

‘Outcomes of investigations — property crimes’ is defined by two separate measures:

- the proportion of investigations finalised within 30 days of the offence becoming known to police
- the proportion of the investigations finalised within 30 days (as above) where proceedings were instituted against the offender.

Outcomes of investigations measures are reported for three property offences: unlawful entry with intent, motor vehicle theft and other theft.

A high or increasing proportion of investigations finalised within 30 days of the offence becoming known to police is desirable. Similarly, a high or increasing proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is desirable.

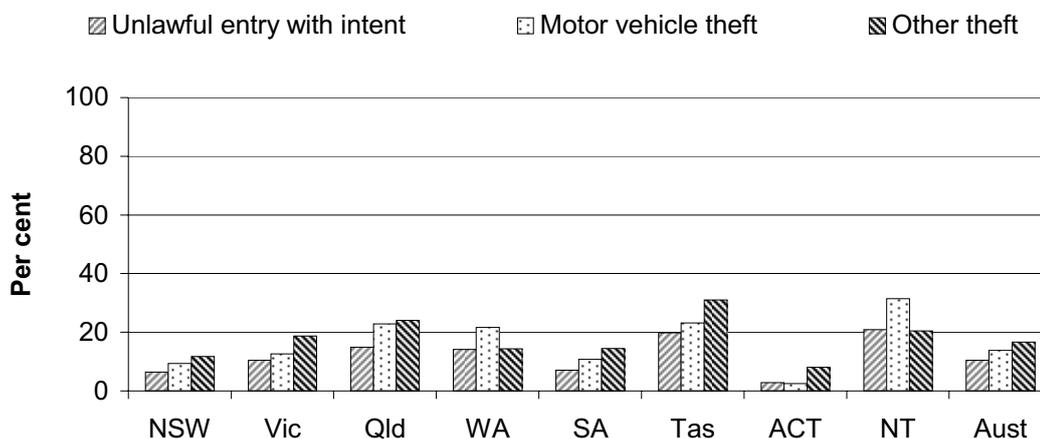
Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

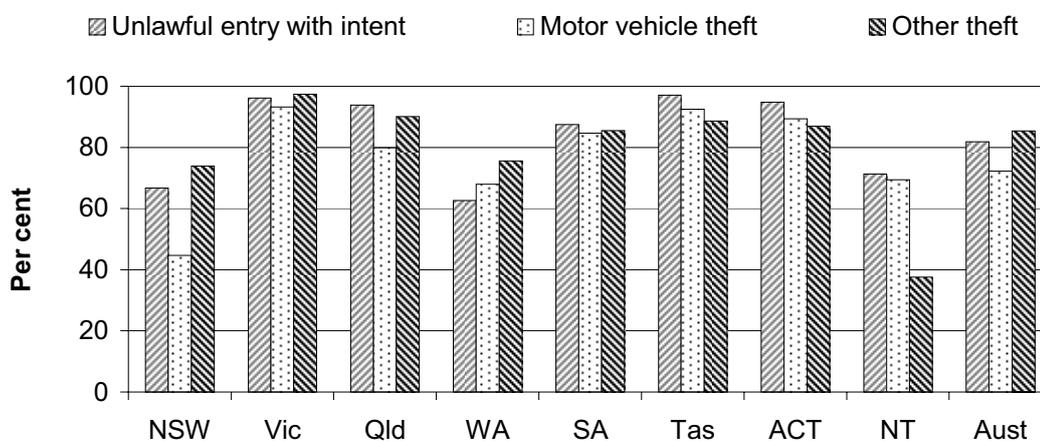
Figure 6.31a reports for each jurisdiction in 2009, the proportion of recorded unlawful entry with intent investigations, motor vehicle theft investigations and other theft investigations that were finalised within 30 days of the offence becoming known to police. For these finalised investigations, figure 6.31b presents the proportion for which proceedings had started against an alleged offender.

Figure 6.31 **Crimes against property: outcomes of investigations, 30 day status, 2009^a**

(a) Proportion of investigations finalised within 30 days of the offence becoming known to police



(b) Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police



^a Extreme caution should be used in making comparisons between states and territories. Investigation has found significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia. Refer to the explanatory notes in ABS Cat. no. 4510.0, paragraphs 58 to 135 (ABS 2010).

Source: Based on data from ABS (2010) *Recorded Crime – Victims*, Cat. no. 4510.0; table 6A.38.

Time series data for outcomes of investigations, property crimes are reported for 2 years in table 6A.38.

6.6 Road safety

This section reviews the role of police in maximising road safety through targeted operations to reduce the incidence of traffic offences and through attendance at, and investigation of, road traffic collisions and incidents.

Activities typically include:

- monitoring road user behaviour, including speed and alcohol-related traffic operations
- undertaking general traffic management functions
- attending and investigating road traffic collisions and incidents
- improving public education and awareness of traffic and road safety issues.

Police performance in undertaking road safety activities is measured using a suite of indicators that includes people's behaviour on the roads and the number of land transport hospitalisations and road fatalities. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Key road safety indicator results

Outputs

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

Equity — access

The Steering Committee has identified equity and access for road safety as an area for development in future reports.

Outcomes

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

The objective of police road safety programs is to promote safer behaviour on roads and influence road user behaviour so as to reduce the incidence of road collisions

and the severity of road trauma. Many of these programs target the non-wearing of seat belts, excessive speed and drink driving.

This section reports data from the NSCSP about road use habits. Of those surveyed in 2009-10, 87.5 per cent stated that they had driven a motor vehicle in the past 6 months (ANZPAA unpublished).

Road safety

‘Road safety’ is an indicator of governments’ objective of promoting road safety (box 6.19).

Box 6.19 Road safety

‘Road safety’ is defined by three separate measures:

- use of seatbelts, defined as the proportion of people who had driven in the previous 6 months and, who indicated that in that time, they had driven without wearing a seatbelt
- driving under the influence, defined as the proportion of people who had driven in the previous 6 months and, who indicated that in that time, they had driven when possibly over the alcohol limit
- degree of speeding, defined as the proportion of people who had driven in the previous 6 months and, who indicated that in that time, they had driven 10 kilometres per hour or more above the speed limit.

A low or decreasing proportion of people who stated that they had driven without wearing a seatbelt, driven when possibly over the alcohol limit and/or driven 10 kilometres per hour or more above the speed limit is desirable.

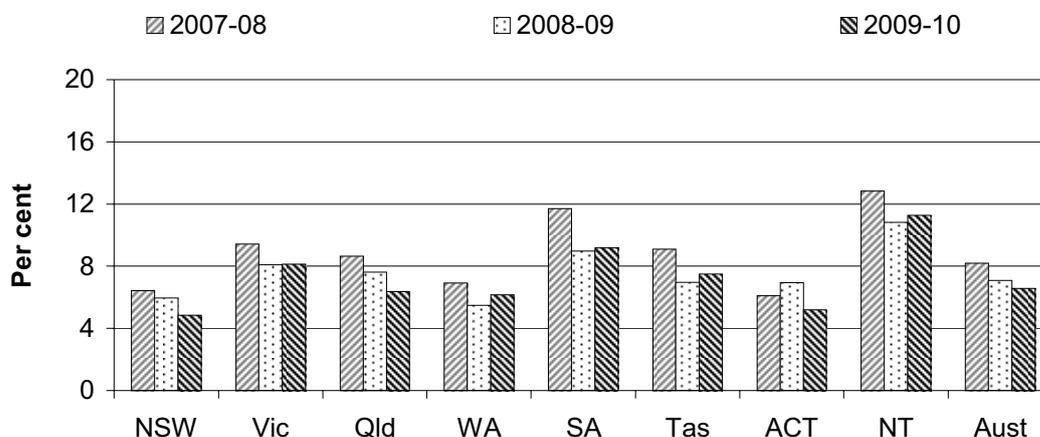
The use of seatbelts, the prevalence of driving under the influence of alcohol and speeding in the population is affected by a number of factors in addition to activities undertaken by police services, such as driver education and media campaigns.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, in 2009-10, 6.6 per cent of people who had driven in the previous 6 months, said they had ‘rarely’ or more often (‘sometimes’, ‘most of the time’ or ‘always’) driven without wearing a seat belt (down from 7.1 per cent in 2008-09 and 8.2 per cent in 2007-08) (figure 6.32).

Figure 6.32 People who had driven in the previous 6 months without wearing a seat belt ‘rarely’ or more often^{a, b}

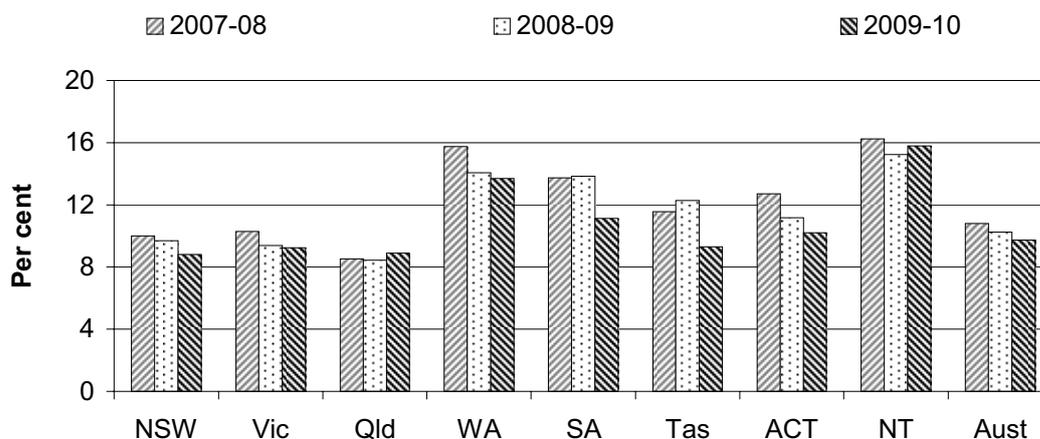


^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.39.

Nationally, in 2009-10, 9.7 per cent of people 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 blood alcohol limit (down from 10.2 per cent in 2008-09 and 10.8 per cent in 2007-08) (figure 6.33).

Figure 6.33 People who had driven in the previous 6 months when possibly over the alcohol limit ‘rarely’ or more often^{a, b}

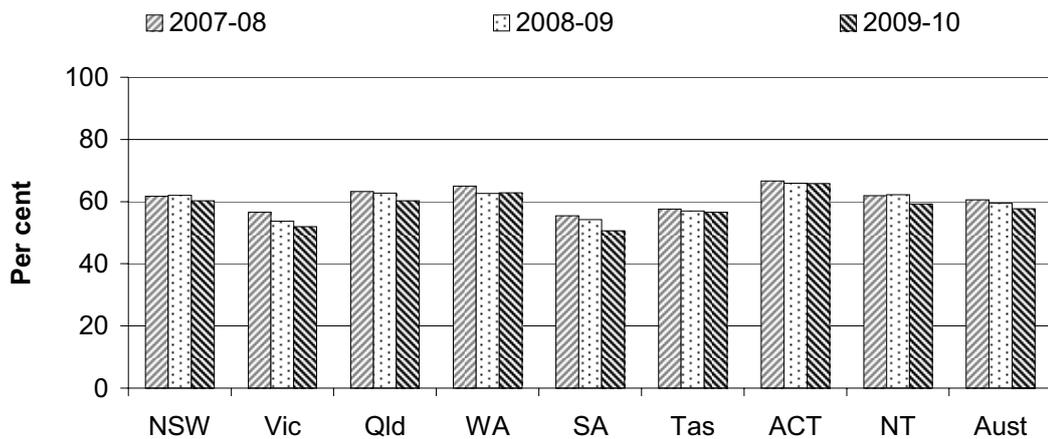


^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.40.

Nationally, in 2009-10, 57.7 per cent of people who had driven in the previous 6 months reported travelling 10 kilometres per hour or more above the speed limit 'rarely' or more often ('sometimes', 'most of the time' or 'always') (down from 59.5 per cent in 2008-09 and 60.6 per cent in 2007-08) (figure 6.34).

Figure 6.34 People who had driven in the previous 6 months 10 kilometres per hour or more above the speed limit 'rarely' or more often^{a, b}



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.41.

Road deaths

'Road deaths' is an indicator of governments' objective of promoting road safety (box 6.20). One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations.

Box 6.20 Road deaths

'Road deaths' is defined as the number of road deaths per 100 000 registered vehicles.

A low or decreasing rate of road deaths per 100 000 registered vehicles is desirable.

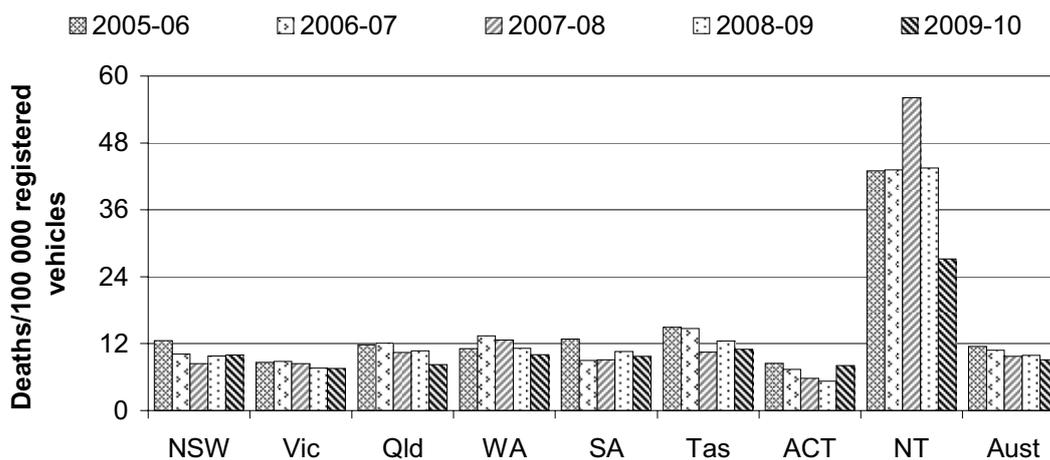
The rate of road deaths per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and media campaigns.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, there were 1426 road deaths in 2009-10 (down from 1556 in 2008-09). Road fatalities for all jurisdictions from 2000-01 to 2009-10 are reported in table 6A.42. There were 9.1 road deaths per 100 000 registered vehicles in Australia in 2009-10, (down from 9.9 in 2008-09) (figure 6.35).

Figure 6.35 Road deaths per 100 000 registered vehicles^a



^a Registered vehicles 2009 data have been used as the denominator for the current and the previous year as 2010 Motor Vehicle Census data were not available at the time of publication.

Source: Australian Road Fatality Statistics at www.infrastructure.gov.au/roads/safety/road_fatality_statistics/fatal_road_crash_database (data accessed on 14 September 2010); ABS *Motor Vehicle Census* (various years), Australia, Cat. no. 9309.0; table 6A.42.

Time series data for road deaths are reported for 10 years in table 6A.42.

Land transport hospitalisations per registered vehicle

‘Land transport hospitalisations per registered vehicle’ is an indicator of governments’ objective of promoting road safety (box 6.21).

Box 6.21 Land transport hospitalisations per registered vehicle

'Land transport hospitalisations per registered vehicle' is defined as the number of hospitalisations from traffic accidents per 100 000 registered vehicles.

A low or decreasing number of hospitalisations from traffic accidents per 100 000 registered vehicles is desirable.

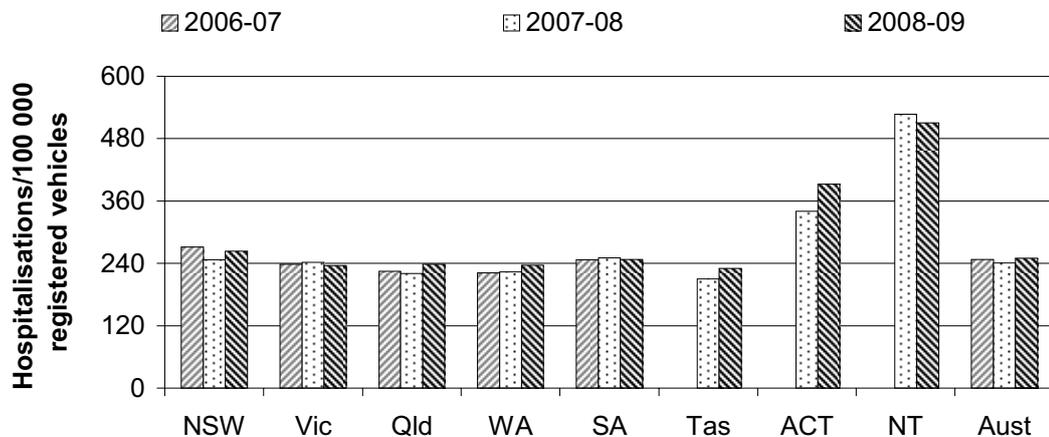
Hospitalisations from traffic accidents per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and media campaigns.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, there were 250 land transport hospitalisations per 100 000 registered vehicles in 2008-09 (figure 6.36).

Figure 6.36 Land transport hospitalisations per 100 000 registered vehicles^{a, b, c}



^a Land transport hospitalisations data for 2009-10 were not available for this Report. This data set lags most other data in the chapter by one year. ^b Data prior to 2007-08 on land transport hospitalisations are not published for some smaller jurisdictions (Tasmania, the ACT and the NT) due to small numbers and AIHW confidentiality rules. These data are included in the Australian total. ^c Calculations for 2007-08 and previous years have been recast to more closely match the reference periods of the numerator and denominator underlying the rates in this figure and will differ from those in the 2010 and previous reports.]

Source: AIHW (various years) *Australian Hospital Statistics* (unpublished); ABS (various years) *Motor Vehicle Census*, Cat. no. 9309.0; table 6A.43.

Time series data for land transport hospitalisations are reported for 4 years in table 6A.43.

Perceptions of road safety problems

'Perceptions of road safety problems' is an indicator of governments' objective of promoting road safety (box 6.22).

Box 6.22 Perceptions of road safety problems

'Perceptions of road safety problems' is defined as the proportion of people who thought speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their neighbourhood.

A low or decreasing proportion of people who thought that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem', is desirable.

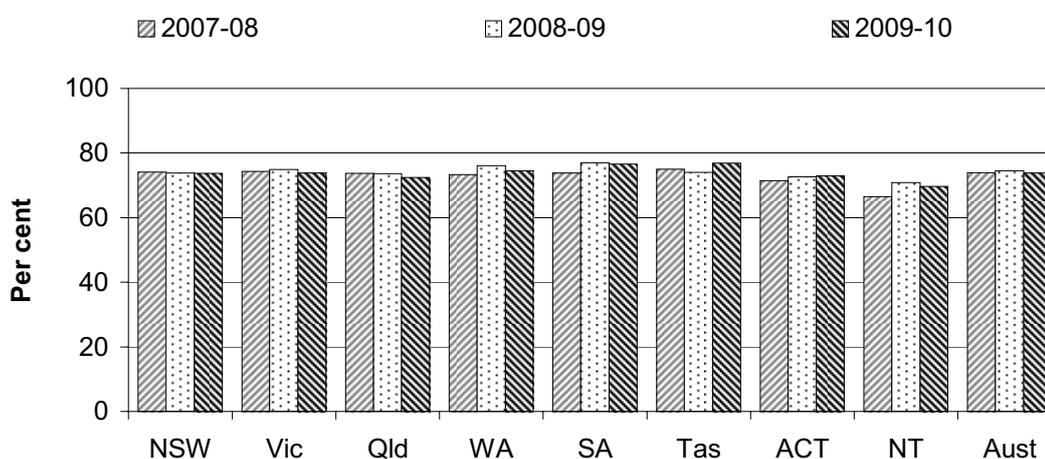
Perceptions of road safety might not reflect levels of road safety, and many factors (including individual experiences and media reporting) might influence people's perceptions of road safety.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, 73.8 per cent of people thought 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 2008-09 and little change from 73.9 per cent in 2007-08) (figure 6.37).

Figure 6.37 **Proportion of people who thought that speeding cars or dangerous, noisy driving was a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood^{a, b}**



^a Data are for people aged 15 years or over. ^b Survey results are subject to sampling error. Refer to the Statistical appendix section A.5 for information to assist in the interpretation of these results.

Source: ANZPAA (unpublished); table 6A.26.

Time series data for perceptions of road safety problems are reported for 4 years in table 6A.26.

6.7 Judicial services

This section reviews the role of police in providing effective and efficient support to the judicial process, including the provision of safe custody for alleged offenders and fair and equitable treatment of both victims and alleged offenders.

Activities typically include:

- preparing briefs
- presenting evidence at court
- conducting court and prisoner security (although 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 costs awarded against police in criminal actions, the proportion of defendants pleading guilty or being found guilty, 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

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

Equity — access

The Steering Committee has identified equity and access for services to the judicial process as an area for development in future reports.

Efficiency

Costs awarded against police in criminal actions

‘Costs awarded against police in criminal actions’ is an indicator of governments’ objective to undertake police activities associated with the judicial process, efficiently (box 6.23).

Box 6.23 Costs awarded against police in criminal actions

‘Costs awarded against police in criminal actions’ is defined as the costs awarded against police in criminal actions, reported both as total dollars and per person in the jurisdiction.

Low or decreasing costs awarded against police in criminal actions are 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.

Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

The process by which costs are awarded differs between jurisdictions. Costs awarded against police in the five years to 2009-10 show trends over time for each

jurisdiction. Data are presented in real terms (that is, adjusted for inflation) for both total dollar amounts and costs per person (table 6.2).

Table 6.2 Real costs awarded against the police in criminal actions (2009-10 dollars)^{a, b, c}

	<i>Unit</i>	<i>NSW^d</i>	<i>Vic</i>	<i>Qld</i>	<i>WA^e</i>	<i>SA^f</i>	<i>Tas</i>	<i>ACT</i>	<i>NT^g</i>
Total costs									
2005-06	\$'000	1 106	2 579	169	2 415	831	24	160	na
2006-07	\$'000	959	2 059	140	3 246	919	37	158	na
2007-08	\$'000	1 126	1 701	261	3 294	1 285	17	76	23
2008-09	\$'000	1 613	1 923	166	3 408	1 680	15	150	98
2009-10	\$'000	1 085	2 017	236	4 809	2 954	29	246	45
Total costs per person ^h									
2005-06	\$	0.16	0.51	0.04	1.19	0.53	0.05	0.48	na
2006-07	\$	0.14	0.40	0.03	1.56	0.58	0.07	0.47	na
2007-08	\$	0.16	0.32	0.06	1.55	0.81	0.03	0.22	0.11
2008-09	\$	0.23	0.36	0.04	1.55	1.04	0.03	0.43	0.44
2009-10	\$	0.15	0.37	0.05	2.12	1.81	0.06	0.69	0.20

^a Data have been adjusted to 2009-10 dollars using the gross domestic product (GDP) price deflator (2009-10 = 100) (table AA.26). ^b Total costs awarded against the police resulting from summary offences and indictable offences tried summarily before a court of law, including ex gratia payments in some jurisdictions. ^c The process by which costs are awarded differs between jurisdictions. Therefore, 'costs awarded against police in criminal actions' data are not comparable across jurisdictions. ^d NSW data are based on reports by Area Prosecutor Coordinators. The 2008 and previous reports showed only costs awarded as per the Failed Prosecutions Report and may have understated total costs awarded against police. ^e WA data have been revised for all years during 2010 and will differ from those in earlier reports. Further, the costs awarded against police in criminal actions increased significantly in 2006-07 and in 2009-10. These increases are largely attributable to an increase in the rates of remuneration of legal practitioners in respect of an official prosecution in or for the purposes of proceedings before a Magistrates Court or an Appeal Court, as set out in the Legal Practitioners (Official Prosecutions) (Accused's Costs) Determination 2006 and 2009. The extent to which an increase in costs awarded against police is due to a significant increase in legal costs is not within the control of the police. Therefore, an increase in costs awarded against police should be interpreted with caution as it may not necessarily indicate a reduction in the efficiency with which police undertake activities associated with the judicial process due to the number of prosecutions against an offender that have failed. ^f SA data reflect an increase in the number of matters attracting costs against police which is reflective of a more litigious criminal justice system environment in all summary jurisdictions. Furthermore, there is no legislative framework in SA to limit Magistrates unfettered discretion in awarding costs against an unsuccessful litigant. It is often the case that defence counsel will apply for full indemnity costs against the prosecution in Summary Courts. ^g NT 2008-09 data have been revised for the 2011 Report, whereby costs had been previously understated at \$81 831 instead of \$96 701 (nominal dollars) so data for 2008-09 from the 2011 and future reports will differ from those in the 2010 Report. ^h Historical rates in this table may differ from those in previous reports, as historical population data have been revised using Final Rebased Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2005). Population data relate to 31 December, so that ERP at 31 December 2009 is used as the denominator for 2009-10. **na** Not available.

Source: State and Territory governments (unpublished); tables 6A.47 and AA.2.

Time series data for costs awarded against police in criminal actions are reported for 6 years in table 6A.47.

Effectiveness

Juvenile diversions

‘Juvenile diversions’ is an indicator of governments’ objective to divert juveniles from the criminal justice system where appropriate (box 6.24).

Box 6.24 Juvenile diversions

‘Juvenile diversions’ 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 or increasing proportion of juvenile diversions as a proportion of juvenile offenders represents a desirable outcome.

This indicator does not provide information on the relative success or failure of diversionary mechanisms.

When police apprehend offenders, they have a variety of options available. They can charge the offender (in which case criminal proceedings occur through the traditional court processes) or they can use their discretion to divert the offender away from this potentially costly, time consuming and stressful situation (for both the offender and victim). Diversionary mechanisms include cautions and attendances at community and family conferences. These options can be beneficial because they allow the offender to be admonished, without the necessity of traditional court processes. They are particularly useful mechanisms for dealing with juvenile offenders. Not all options are available or subject to police discretion in all jurisdictions.

The term ‘diverted’ includes diversions of offenders away from the courts by way of community conference, diversionary conference, formal cautioning by police, family conferences, and other programs (for example, drug assessment/treatment). Excluded are offenders who would not normally be sent to court for the offence detected and who are treated by police in a less formal manner (for example, those issued with warnings or infringement notices).

Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

The proportion of juvenile offenders undergoing diversionary programs varied across jurisdictions in 2009-10. Within most jurisdictions, proportions of juvenile offenders undergoing diversionary programs were relatively consistent over time (table 6.3).

Table 6.3 Juvenile diversions as a proportion of juvenile offenders (per cent)^a

	NSW ^b	Vic ^c	Qld	WA ^d	SA	Tas	ACT ^e	NT
2005-06	55	35	47	50	55	64	36	38
2006-07	56	40	48	47	52	71	43	39
2007-08	55	41	49	47	49	67	49	42
2008-09	58	40	47	47	52	61	47	41
2009-10	52	39	47	47	52	58	45	42

^a Juvenile diversion is defined as 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. 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, to drug assessment/treatment). Offenders who would not normally be sent to court for the offence detected and are treated by police in a less formal manner (for example, issued warnings or infringement notices) are excluded. ^b NSW data include only juveniles diverted by way of Caution or Youth Conference as a proportion of all juveniles so diverted or sent to court. Excludes juveniles given a warning under the Young Offenders Act and those issued with infringement notices. The data extraction method for 2009-10 has been revised to exclude Cautions and Youth Conferences issued by Courts. This is equivalent to 1373 diversions (an approximate 2 percentage point reduction) in 2009-10. Recent data collection system enhancements allow for recording of warnings under the Young Offenders Act (these were inconsistently recorded in previous years). ^c Victorian data 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. ^d WA juvenile diversions include formal cautions and referrals to Juvenile Justice Teams as a proportion of the total recorded number of juveniles diverted or arrested. ^e In the ACT, the proportion of juvenile diversions has been calculated on total recorded police contacts with juveniles comprising juvenile cautions, referrals to diversionary conferencing, juveniles taken into protective custody and charges pertaining to juveniles.

Source: State and Territory governments (unpublished); table 6A.46.

Time series data for juvenile diversions are reported for 6 years in table 6A.46.

Outcomes

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

Deaths in police custody and Indigenous deaths in custody

‘Deaths in police custody’, and ‘Indigenous deaths in police custody’ are indicators of governments’ objective to provide safe custody for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders (box 6.25).

Box 6.25 Deaths in police custody, and Indigenous deaths in police custody

‘Deaths in police custody’ and ‘Indigenous deaths in police custody’ are defined as the number of non-Indigenous and Indigenous deaths in police custody and custody-related operations.

A low or decreasing number of deaths in custody and custody-related operations is desirable.

Data reported for these indicators are comparable.

Data quality information for this indicator is under development.

Nationally, there were 15 deaths in police custody and custody-related operations in 2009 (down from 32 in 2008 and 29 in 2007). This total comprised 10 non-Indigenous deaths and 5 Indigenous deaths (table 6.4).

Table 6.4 Deaths in police custody and custody-related operations^{a, b}

	NSW ^c	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Non-Indigenous deaths									
2005	3	5	6	–	2	–	–	–	16
2006	8	3	2	2	2	–	1	–	18
2007	5	7	3	4	4	–	–	2	25
2008	4	6	4	10	2	–	–	2	28
2009	–	3	1	3	3	–	–	–	10
Indigenous deaths									
2005	1	–	1	6	–	–	–	–	8
2006	–	1	1	2	1	–	–	1	6
2007	–	–	2	–	2	–	–	–	4
2008	–	–	–	1	–	–	–	3	4
2009	–	–	1	–	2	–	–	2	5
Total Indigenous deaths 2005–09^c	1	1	5	9	5	–	–	6	27
Total deaths									
2005	4	5	7	6	2	–	–	–	24
2006	8	4	3	4	3	–	1	1	24
2007	5	7	5	4	6	–	–	2	29
2008	4	6	4	11	2	–	–	5	32
2009	–	3	2	3	5	–	–	2	15
Total deaths 2005–09	21	25	21	28	18	–	1	10	124

^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 were attempting to detain a person, such as pursuits). ^b The AIC deaths in police custody and custody-related operations data for 2009 are preliminary (unpublished) and final data in other publications might differ. Data for historic years were revised during 2010 by the AIC and might differ from those in earlier reports. ^c In 2006, two deaths occurred in NSW for which Indigenous status has not been determined. – Nil or rounded to zero.

Source: AIC (various years, unpublished) *Deaths in Custody*, Australia; table 6A.44.

Time series data for deaths in police custody and custody-related operations, and Indigenous deaths in custody and custody related operations are reported for 6 years in table 6A.44.

Court defendants resulting in a guilty plea or finding

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 in achieving a guilty plea or finding in court.

Lower court defendants resulting in a guilty plea or finding

‘Lower court defendants resulting in a guilty plea or finding’ is an indicator of governments’ objective for police to support the judicial process to achieve efficient and effective court case management for judicial processing (box 6.26).

Box 6.26 Lower court defendants resulting in a guilty plea or finding

‘Lower court defendants resulting in a guilty plea or finding’ is defined as the number of finalised adjudicated defendants in lower courts who either submitted a guilty plea or were found guilty, as a proportion of the total number of lower courts adjudicated defendants.

A high or increasing proportion of lower courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding is desirable.

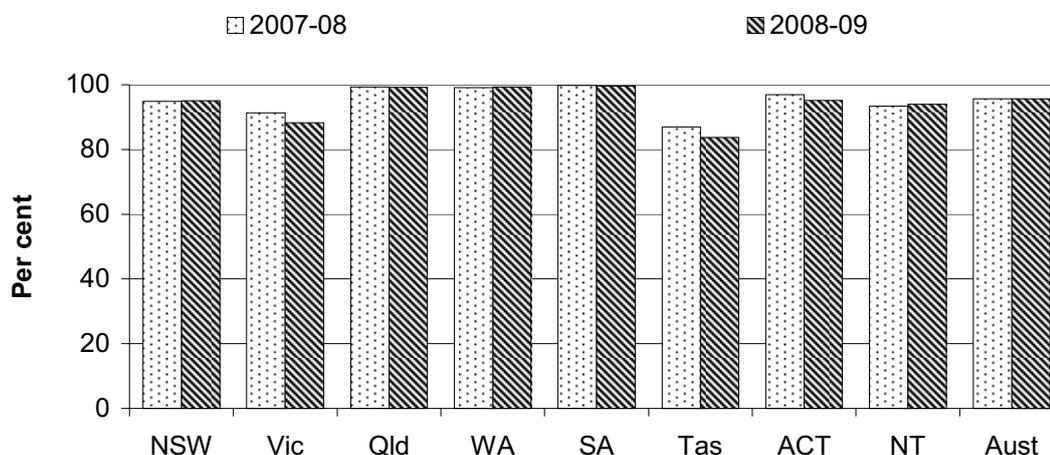
This indicator does not provide information on the number of cases where police have identified a likely offender but choose not to bring the likely offender to trial due to a number of factors.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

The proportion of lower court adjudicated defendants who either submitted a guilty plea or were found guilty was stable between 2007-08 and 2008-09 across most jurisdictions (figure 6.38).

Figure 6.38 **Proportion of lower court finalised adjudicated defendants resulting in a guilty plea or finding^a**



^a A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS Criminal Courts, Australia (various years) Cat. no. 4513.0; table 6A.45.

Time series data for lower court finalised adjudicated defendants resulting in a guilty plea or finding are reported for 3 years in table 6A.45.

Higher court defendants resulting in a guilty plea or finding

‘Higher court defendants resulting in a guilty plea or finding’ is another indicator of governments’ objective for police to support the judicial process to achieve efficient and effective court case management for judicial processing (box 6.27).

Box 6.27 Higher court defendants resulting in a guilty plea or finding

'Higher court defendants resulting in a guilty plea or finding' is defined as the number of higher courts finalised adjudicated defendants who either submitted a guilty plea or were found guilty, as a proportion of the total number of higher courts adjudicated defendants.

A high or increasing proportion of higher courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding is desirable.

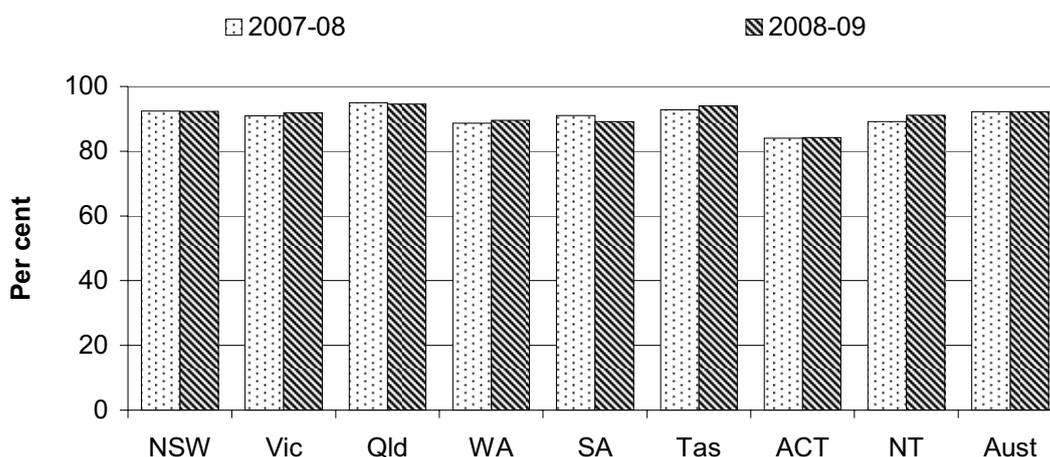
This indicator does not provide information on the number of defendants where police have identified a likely offender, but choose not bring the likely offender to trial due to a variety of factors nor to cases that have been finalised by a non-adjudicated method.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

The proportion of higher court adjudicated defendants who either submitted a guilty plea or were found guilty was stable between 2007-08 and 2008-09 across most jurisdictions (figure 6.39).

Figure 6.39 Proportion of higher court finalised adjudicated defendants resulting in a guilty plea or finding^a



^a A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS Criminal Courts, Australia (various years) Cat. no. 4513.0; table 6A.45.

Time series data for higher court finalised adjudicated defendants resulting in a guilty plea or finding are reported for 3 years in table 6A.45.

6.8 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. New data sets such as that recently released by the ABS on the characteristics of offenders will suggest future directions in reporting.

The development of efficiency indicators for police services is a challenging and complex process. There are significantly different costing methodologies in each jurisdiction that affect the availability of comparative data. Research is ongoing into efficiency indicators used by police services overseas and other areas of government service delivery.

Two particular directions currently present challenges to performance evaluation and reporting:

- Police are increasingly required to work in close partnership with other sectors of government, including health and community services, corrections, courts, other emergency service providers and transport. These partnerships address the need to deliver agreed whole-of-government outcomes at the State and Territory and national levels. Police services are also working more frequently with Australian 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 police contributions to these outcomes is particularly challenging.
- Additionally, a number of police jurisdictions are moving towards using more locally focused service delivery models, recognising that communities and the people who live in them demand more direct participation in service delivery priorities and approaches. This accords with the now well established policing emphasis on performance planning, measurement and accountability for internal and external performance reporting purposes. However, the indicators used in this report, which generally represent state and territory and national results, are difficult to disaggregate for reflection on performance at the local community level.

Outcomes from review of Report on Government Services

COAG endorsed recommendations of a review of the Report in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the ‘Review of the general performance indicator framework’ and the ‘Review of the performance indicators and their associated measures’. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

6.9 Jurisdictions’ comments

This section provides comments from each jurisdiction on the services covered in this chapter.

New South Wales Government comments

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2009-10 was a significant year of achievement for the NSW Police Force with crime in all major categories either falling or remaining stable. These results owe much to the efforts of all 19 516 of our staff.

It was a year in which we continued to build our capacity to respond to crime by investing in our people and in technology to meet current and future challenges. We did so responsibly under tight financial constraints, maintaining a high visibility presence on the streets and building on the customer service initiatives introduced over recent years.

The 15 633 police in place at the end of the reporting year was close to a record number, approximately 80 per cent of whom work in police stations in local communities across the State.

While technology brings new ways of investigating crime, it also creates new ways of committing it, and the NSW Police Force has responded by training officers in a growing range of technology-based specialisations. Electronic evidence gathering is now very much to the fore, with crimes such as identity theft, child exploitation and cyber bullying among the more unwelcome products of the internet age.

Crime, of course, will continue to evolve and police must evolve with it, anticipating its manifestations and having appropriate defences in place. More than ever this means police must forge partnerships beyond the world of law enforcement — and this is what we are doing. In 2009-10 the NSW Police Force continued to put in place cooperative arrangements with a large number of industry sectors, non-government bodies and public sector agencies to advance crime prevention and law enforcement.

Future challenges are also squarely in the sights of the Police Leadership Centre, which completed its first full year of operation this reporting year, equipping our senior officers with the skills required to lead a committed and capable workforce.

While looking to the future, we have not lost focus on the present. Criminals continue to commit traditional crimes, and the NSW Police Force has successfully maintained its high visibility, intelligence driven strategy of putting police in the places and at the times when crime is most likely.

Transport corridors, entertainment precincts and public events continue to be a focus of police deployment as we strive to ensure people feel safe when moving in their communities. In keeping with this approach, we have continued to develop and implement a range of prevention and enforcement initiatives to curb alcohol related violence.

NSW is a safer place than it was and, with the community supporting police in their efforts, we can build upon the work of 2009-10 to make it safer still.

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Victorian Government comments

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In the last 12 months, Victoria Police's organisational governance model has been changed to ensure that lines of accountability are clear and unambiguous and that a direct, timely and effective response is able to be applied to current and emerging issues. A Victoria Police Executive has been created to support the Chief Commissioner in day to day management of Victoria Police, as well as providing advice on the more strategic issues. In addition, three new Executive Directors were appointed to lead and manage the Business Services; People; and Infrastructure and Information Technology portfolios.

During the year, Victoria Police has maintained its focus on delivering a safer Victoria. In the last 12 months, the total crime rate, measured as a rate per 100 000 population was reduced by a significant 6.4 per cent. Further falls were also achieved in those crime categories that affect the most Victorians — residential burglary, motor vehicle theft and theft from motor vehicles.

While assault offences have increased, a large part of that increase is due to increased action taken by police against the perpetrators of family violence. The greater degree of community willingness to seek police assistance when they are experiencing family violence is a positive response to Victoria Police's commitment to this issue. Alcohol-fuelled assaults in public places have continued to rise but their rate was slowing markedly at the year's end, reflecting the positive impact of proactive policing initiatives, including the work of the Safe Streets Taskforce and the newly established Operations Response Unit. Over the next 12 months Victoria Police will continue to target assaults and anti-social behaviour as it seeks to reduce violent crime and improve community safety.

During 2009-10, 300 Victorians were killed on the roads and another 6209 were seriously injured. The number of fatalities represents a very small decrease over the previous year (less than 1 per cent), although the number of serious injuries was reduced by just under 8 per cent. However, there are still too many people being killed and seriously injured on Victorian roads and Victoria Police will continue to target: poor driver behaviour; excessive speed; alcohol and drug impaired driving; and the use of mobile phones while driving.

The community is at the centre of everything we do and we rely heavily on the continued support of the community to deliver effective policing services. The independently conducted National Survey of Community Satisfaction with Policing tells us that around 82 per cent of Victorians report that they have confidence in their police force and that of those who have had direct contact with Victoria Police in the last 12 months almost 84 per cent were at least satisfied with the service they received from police. We will continue to work towards improving these results over the next 12 months.

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Queensland Government comments

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A key indicator of the Queensland Police Service's (QPS) performance is the rate of reported crime. During the past year — for the tenth year in a row — the overall crime rate has continued to drop. Over the ten year period 2000-01 to 2009-10, there has been a 20 per cent decrease in offences against the person and a 48 per cent decrease in offences against property.

Queensland's road toll for 2009-10 was 6.04 deaths per 100 000 population — the lowest ever recorded in this State. A range of road safety initiatives such as the introduction of covert speed cameras and additional specialist traffic police have contributed to this outcome.

Alcohol fuelled violence is one of the most pressing social challenges of our time. The QPS has initiated targeted liquor related enforcement. Over the past summer the QPS conducted Operation Merit, a State-wide initiative focusing on activities relevant to each region's unique policing environment. The successful ten-week operation resulted in 1 759 people being arrested and charged with 2165 related offences. In December 2009 more than 1800 police across the State were involved in Operation Unite, a two-day national campaign which targeted alcohol-fuelled crime, violence and anti-social behaviour. Police laid 1140 charges with 939 people arrested or issued with Notices to Appear.

The QPS has also introduced a range of early intervention strategies aimed at minimising alcohol-fuelled violence and anti-social behaviour. These include the Queensland Early Intervention Program, which involves providing information and referral to a health service provider for at risk young people under 17 years.

Targeting serious and organised crime has also been a QPS priority and in August 2009 the QPS commenced telecommunications interception (TI) operations. Since its inception, TI has supported investigations and police operations throughout the State involving offences including murder, high level drug trafficking, armed robbery, major fraud and other serious offences.

To service the rapidly growing Queensland population, the QPS progressed a significant capital works program. This included the construction of new or replacement police stations at Carseldine, Crestmead, Holland Park, Mareeba, Robina, Sippy Downs and Springfield, and a replacement police station and watchhouse at Ipswich.

The Service's new Policelink facility, with a 6-star green rating, was launched in August 2010. Policelink provides a 24-hour, seven day a week, non-urgent police contact facility for community and QPS members. This multi-channel contact centre will result in significant benefits to operational police, and improved client service to the Queensland community.

The delivery of high quality policing services remains a priority for the Queensland Government. Ongoing investment in police staff and infrastructure, together with the development of effective law and order policy, will ensure Queensland remains a safe and secure place to live, visit and do business.

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Western Australian Government comments

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In the six years since the implementation of the Frontline First strategy, WA Police has been successful in delivering a more effective, timely and responsive service, meeting the majority of the set performance targets.

There have been significant decreases in reported offences against the person and in particular offences against property. Volume crime offences including burglary, motor vehicle theft and theft experienced the greatest decreases, and part of this can be attributed to WA Police's effort to target prolific and priority offenders.

WA Police is consistently challenged by alcohol-related anti-social behaviour, and has developed methods to respond to this issue. This was highlighted in the year with the zero-tolerance approach to public drinking and anti-social behaviour at the Australia Day Skyworks event on the Perth foreshore. This event was the most family friendly in recent years, with anti-social behaviour and hospital admissions significantly reduced.

WA Police also joined other Australasian police jurisdictions in Operation Unite — a two-day nationwide blitz on alcohol-fuelled crime and anti-social behaviour. In WA, intelligence was used to mobilise large frontline teams targeting trouble spots across the State. The aim of the operation was to send a message that binge drinking habits are unacceptable, to change attitudes towards drinking in public places, and encourage responsibility for one's own conduct while under the influence of alcohol. The operation was a resounding success and will continue in 2010-11.

In April 2010, new investigative practices came into effect and have become the agency-wide standard, providing clear direction on how investigations and interviews are to be conducted. WA Police is now better able to perform its role in the criminal justice process, by utilising quality, proven, accountable and measurable investigation methods.

WA Police has continued to divest activities that take police officers away from their core policing duties. Examples include transferring the administrative functions for suspending and cancelling motor driver's licenses to the Department of Transport, and inducting the first intake of Police Auxiliary Officers. The primary roles of these officers are custodial duties, handling evidence and seized items, and providing support during serious incidents.

After extensive internal consultation and development, the 2010–2013 Strategic Plan was launched in July 2010. To support the main areas of focus in this strategy (People, Resources, Standards, Partnerships and Community Engagement), WA Police was provided with a 7 per cent increase in funding for the 2010-11 financial year. Part of this increase will be used to fund initiatives such as recruitment of additional personnel, capital works projects (including fixed speed and red-light cameras), the new Perth Police Complex and the new helicopter, forensic services, and the Tough on Graffiti initiative.

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South Australian Government comments

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Reducing crime, working towards improving road safety and delivering highly professional policing services that satisfy the community's needs and expectations, continued to be the priorities for South Australia Police (SAPOL) in 2009-10.

While a sustained effort at reducing crime over time has resulted in a significant decrease of -35.4 per cent in victim reported crime since 2000-01, there are a number of crime related issues such as the ongoing misuse of alcohol and illicit drugs, serious and organised crime, and Indigenous offending and victimisation linked to social disadvantage that remain a challenge for police and the broader community.

In 2009-10, by preventing and detecting traffic offences in a partnership approach with local communities and other agencies, SAPOL maintained a lower tolerance of any high risk road use behaviour. The increase in road fatalities in 2009 and an increasing trend in serious injuries in 2010 is very concerning and a timely reminder that unfavourable outcomes can occur despite the concerted efforts of police and many responsible road users.

Educating drivers and pedestrians to be responsible for their own and others safety on the roads, and early intervention strategies for vulnerable groups such as young drivers and the elderly, will continue to be part of SAPOL's multi-faceted approach in seeking better road use outcomes for all South Australians.

Service delivery, professional capability and science and technology will be highlighted as important dimensions in focusing SAPOL's operations in a continuous improvement approach to serving the community over the next three years.

Confidence and trust in police is an important part of public reassurance. In 2009-10, SAPOL continued to survey the community to promote a high level of organisational awareness and assessment of the level of satisfaction with policing services throughout the State.

The good results for general community satisfaction with the delivery of policing services of just over 70 per cent and community confidence in police of just over 85 per cent achieved in 2009-10 is particularly pleasing, reflecting as it does the personal accountability accepted by all SAPOL staff for the highest standards of service delivery at all times.

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Tasmanian Government comments

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Crime in Tasmania is at its lowest for 13 years. The 2009-10 year has seen excellent results from Tasmania Police as crime continues to trend downward, clearance rates remain at a similar level to previous years, and Tasmanians continue to value their Police Service. Contributing to this 5 per cent reduction in crime was a decrease of 5 per cent in property offences and 6 per cent in offences against the person. The number of assaults, including sexual assaults, decreased, and there were reductions in injure/destroy property, stealing, and burglary of motor vehicles. There were some increases in a few categories, including robbery, burglary of buildings and motor vehicle stealing. The national crime statistics also indicate that Tasmania's victimisation rate in 2009 was still below the national rate for the vast majority of offence categories.

An important milestone was reached in the reporting period. Ten years ago, the community called for a significant reduction in crime and Tasmania Police set an ambitious goal to cut the level of crime in half by 2020. The Department has met the crime reduction target in just 10 years.

Tasmanians continue to feel safer than people in other states and territories with 96.1 per cent feeling safe at home alone during the day, and 87.7 per cent after dark. Tasmanians surveyed also feel safe walking or jogging locally in their neighbourhood: 92.6 per cent during the day, and 65.1 per cent after dark.

Tasmanians continue to rate Tasmania Police and its services higher than the national average. The *National Survey of Community Satisfaction with Policing 2009-10* indicates that Tasmanians continue to have a high level of confidence in their police and also believe their Police Service is fair, honest and professional. This satisfaction is also reflected in the lowest number of complaints against police since 1994, when recording commenced.

In 2009-10 there was a decrease in fatal and serious injury crashes compared with 2008-09. This reduction occurred despite the tragedy of nine people being killed on our roads in July 2009 in three separate fatal crashes. New vehicle clamping and confiscation laws were enacted to deter people from using their vehicles in an irresponsible and dangerous manner on Tasmanian roads. The new rules target excessive speed, disqualified driving, and risky and dangerous driving behaviour.

The Department continues to review systems, processes and expenditure to deliver the most effective possible service to the public of Tasmania. In 2009-10, an Information Technology Reform Program (IT15) commenced, with the aim of modernising and integrating the infrastructure and applications used by Tasmania Police.

The Government's commitment to front-line policing saw sworn numbers maintained at their highest level ever.

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Australian Capital Territory Government comments

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During 2009–2010, ACT Policing developed a multi-tiered property crime strategy, aimed at reducing property crime in the ACT. This strategy included: increased resources to a dedicated property crime team with intelligence officers; a renewed focus on forensic technology, including the use of DNA (deoxyribonucleic acid) and fingerprints to identify and apprehend offenders; and the implementation of improved procedures in conjunction with the Department of Public Prosecutions (DPP) to oppose bail applications and/or to impose more stringent bail conditions.

ACT Policing continues to establish a clear strategic direction for policing licensed premises and alcohol-related harmful behaviour. During 2009–2010, ACT Policing designed an operational/strategic model to enable intelligence gathering, analysis practices and systems that identify problematic licensed premises and to assist with the evaluation of police responses. By collaborating with key stakeholders, including the Office of Regulatory Services (ORS), other local government departments, licensees and health agencies, ACT Policing began to develop integrated responses that will assist to reduce alcohol-related incidents and harmful behaviour.

ACT Policing continues to ensure that the Canberra community is appropriately educated about the causes, precursors and treatments relating to road safety in the ACT region. A high-visibility campaign targeting speeding during morning peak hours was ongoing throughout 2009–2010. The Recognition and Analysis of Plates Identified (RAPID) system now has a dedicated full-time team to target unlicensed drivers and unregistered vehicles. These ‘drive without entitlement’ offenders are heavily over-represented in figures for motor vehicle collisions resulting in serious injury. Targeting these offences removes offenders from the roads pre-emptively, before they can become involved in collisions causing injury or death.

In May 2010, ACT Policing launched a new website providing the ACT community with access to information on crime statistics and important community safety information. A key feature of the new website includes access to crime statistics on offences reported or becoming known in patrol regions and sectors across the ACT. The statistics are issued monthly and are presented through an interactive map of Canberra, giving community members a clear understanding of crime in their area.

ACT Policing has participated in a lengthy process with local government agencies to develop the Aboriginal and Torres Strait Islander Justice Agreement. This framework directly aligns with the ACT Policing-led Indigenous task force designed to provide assistance to the Territory’s disengaged Indigenous communities. The task force, led by ACT Policing, consists of several government-based service providers which deliver specific services to these communities. It relies on a holistic service delivery system provided through multiple agencies working in partnership to address individual circumstances.

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Northern Territory Government comments

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The 2009-10 financial year has been a busy period for the Northern Territory Police, Fire and Emergency Services (NTPFES) responding to a number of significant incidents including the Territory Insurance Office (TIO) explosion in Darwin on 3 February 2010 and the aftermath of Tropical Cyclone Paul, when the Chief Minister of the Northern Territory declared an emergency situation on 31 March 2010. Tri-Service personnel and other stakeholders worked tirelessly to ensure that food and medical supplies were provided to affected communities.

The commitment to boosting community safety continued with the opening in September 2009 of the new Casuarina Police Station in Darwin. The new station complements the Police Beat Office which opened in December 2008 in the Casuarina Shopping Centre in Darwin.

The Police Beat initiative increases the police presence in shopping centres and provides a sense of confidence and safety for locals, shoppers and retailers and has resulted in a reduction in crime and anti-social behaviour in and around the shopping precincts.

During the reporting period, four additional Police Beat Offices were opened in Palmerston, Nightcliff, Alice Springs and Katherine. Establishment of the Katherine office was a community effort involving 36 local businesses and individuals who have contributed approximately \$100 000.

The significant increase in police presence in remote communities as part of Task Force Themis continues with 18 stations and four overnight facilities now operational. The additional police numbers has seen an increase in reported crime and increased community safety. A new NT Police Training College building was opened in the reporting period, focusing on training officers in remote policing and community engagement activities.

Alcohol abuse in the NT is a significant issue with a large portion of police time spent dealing with alcohol related incidents.

The first Alcohol Policing Strategy was developed and introduced in 2010, demonstrating a strong commitment to keeping people safe and minimising alcohol related crime and harm to the community.

In December 2009, the NT took part in the national 'Operation Unite' tackling alcohol fuelled violence in and around licensed premises. This operation highlighted the fact that these issues are not unique to the Territory, but shared nationally and internationally.

The NTPFES is committed to 'keeping people safe'. We are focused on providing the highest standard of customer service and a service delivery model that builds a culture of outstanding customer service for all Territorians and recognises the importance of establishing and nurturing community partnerships.

”

6.10 Definitions of key terms and indicators

Adjudicated defendant	A defendant is a person or organisation against whom one or more criminal charges have been laid and which are heard by a court level. An adjudicated finalisation is a method of finalisation based on a judgement or decision by the court as to whether or not the defendant is guilty of the charge(s) laid against them.
Armed robbery	Robbery conducted with the use (actual or implied) of a weapon, where a weapon can include, but is not restricted to: <ul style="list-style-type: none">• 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, bottle/glass, 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.
Higher court defendants resulting in a guilty plea or finding	<p>Total number of higher courts finalised defendants resulting in a guilty plea or finding, as a proportion of the total number of higher courts finalised defendants. A defendant can be either a person or organisation against whom one or more criminal charges have been laid.</p> <p>A higher court is either:</p> <ul style="list-style-type: none"> • 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). <p>Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven.</p>
Indigenous staff	Number of staff who are identified as being of Aboriginal or Torres Strait Islander descent.
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).
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.
Lower court defendants resulting in guilty plea or finding	<p>Total number of cases (excluding committal hearings) heard before lower courts of law only, for which there was a plea of guilty, as a proportion of the total number of cases (excluding committal hearings) heard before lower courts of law only.</p> <p>A lower court is a court of summary jurisdiction (commonly referred to as magistrates' court, local court or court of petty sessions) that deals with relatively less serious charges and has the most limited legal powers of all State and Territory court levels. Such courts are presided over by a magistrate and have jurisdiction to hear trial and sentence matters relating to summary offences. Under some circumstances, this court level may also deal with the less serious indictable offences known as 'minor indictable' or 'triable either way' offences.</p> <p>A guilty plea is the formal statement by a defendant admitting culpability in relation to a criminal charge. A not guilty plea is the formal statement by a defendant denying culpability in relation to a charge. For this data collection, a plea of 'not guilty' should also include 'no plea', 'plea reserved' and 'other defended plea'.</p> <p>Further, these definitions:</p> <ul style="list-style-type: none"> • 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.
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).
Offender	In the Police Services chapter, the term 'offender' refers to a person who is alleged to have committed an offence. This definition is not the same as the definition used in chapter 8 (Corrective services).
Operational staff	<p>An operational police staff member (sworn or unsworn) is any member of the police force whose primary duty is the delivery of police or police related services to an external customer (where an external customer predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments).</p> <p>Operational staff include: general duties officers, investigators, traffic operatives, tactical officers, station counter staff, communication officers, crime scene staff, disaster victim identification, and prosecution and judicial support officers.</p>
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	<p>Total recorded crimes against property, including:</p> <ul style="list-style-type: none"> • unlawful entry with intent • motor vehicle theft • other theft.
Real expenditure	Actual expenditure adjusted for changes in prices, using the GDP 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 by 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).
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: <ul style="list-style-type: none"> • 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, frequent flyer benefits, overtime meals provided and any other components that are not part of a salary package) • payroll tax.
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: <ul style="list-style-type: none"> • 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-in 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.
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 non-current physical assets (excluding land).
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.

6.11 List of attachment tables

Attachment tables are identified in references throughout this chapter by an '6A' suffix (for example, table 6A.3 is table 3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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7 Court administration

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Attachment tables

Attachment tables are identified in references throughout this chapter by a '7A' suffix (for example, table 7A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

7.1 Profile of court administration services

This chapter focuses on administrative support functions for the courts, not on the judicial decisions made in the courts. The primary support functions of court administration services 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.

This chapter covers the 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 Federal Court of Australia, the Family Court of Australia, the Family Court of WA and the Federal Magistrates Court of Australia. The chapter does not include information on the High Court of Australia, and broadly excludes tribunals and specialist jurisdiction courts (for example, Indigenous courts, circle sentencing courts and drug courts are excluded).

Major improvements in reporting on court administration this year include data quality information (DQI) for some performance indicators. Improvements in consistency and integrity of data reported are ongoing by all jurisdictions and are footnoted where appropriate.

Roles and responsibilities

State and Territory court levels

In this chapter, the term 'jurisdiction' can refer to not only individual Australian states and territories, but also the roles and responsibilities that different courts have. There is a hierarchy of courts within each State and Territory. Supreme courts hear disputes of greater seriousness than those heard in the other courts. Supreme courts also develop the law and operate as courts of judicial review or appeal. For the majority of states and territories, the hierarchy of courts is as outlined below (although Tasmania, the ACT and the NT do not have a district/county court):

- supreme courts
- district/county courts
- magistrates' courts.

Within certain court levels, a number of specialist jurisdiction courts (such as Indigenous courts, circle sentencing courts and drug courts) aim to improve the responsiveness of courts to the special needs of particular service users. Tribunals can also improve responsiveness and assist in alleviating the workload of courts — for example, small claims tribunals can assist in diverting work from the magistrates' court. Specialist jurisdiction courts (other than the children's courts, family courts and coroners' courts) and tribunals are outside the scope of this Report and excluded from reported data where possible.

Differences in State and Territory court levels mean that the allocation of cases to courts varies across states and territories (boxes 7.1 to 7.3). As a result, the seriousness and complexity of cases heard in a court level can also vary across states and territories. Therefore, any comparison of administrative performance needs to account for these factors.

Box 7.1 Supreme court jurisdictions 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:

- District/county courts do not operate in Tasmania, the ACT and the NT, so in this state and these territories the supreme courts generally exercise a jurisdiction equal to that of both the supreme and district/county courts in other states.
- The Queensland Supreme Court deals with a significant amount of minor drug matters, which supreme courts in other states and territories do not hear.
- In the NSW Supreme Court, almost all indictments are for offences of murder and manslaughter, whereas the range of indictments routinely presented in other states and territories is broader.

All State and Territory supreme courts hear appeals, but the number and type of appeals vary because NSW, Victoria and Queensland also hear some appeals in their district/county courts.

Civil

All supreme courts deal with appeals and probate applications and have an unlimited jurisdiction on claims but:

NSW usually deals with complex cases, all claims over \$750 000 (except claims related to motor vehicle accidents or worker's compensation) and various other civil matters.

Victoria generally handles civil claims over \$200 000.

Queensland usually deals with claims over \$250 000 and administrative law matters.

WA usually deals with claims over \$750 000.

SA exercises its unlimited jurisdiction for general and personal injury matters.

Tasmania usually deals with claims over \$50 000.

ACT usually deals with claims over \$50 000.

NT also deals with mental health, family law and *Coroners Act 1993* applications.

Source: State and Territory court administration authorities and departments (unpublished).

Box 7.2 District/county court jurisdictions across states and territories

A district/county court level exists in all states except Tasmania and does not exist in the ACT or the NT.

Criminal

The district/county courts have jurisdiction over indictable criminal matters (such as rape and armed robbery) except murder and treason, but differences exist among the states that have a district/county court. For example, appeals from magistrates' courts are heard in the district/county courts in NSW, Victoria and Queensland, but not in WA and SA. Briefly, the jurisdictions of the district/county courts are:

NSW: The 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: The Victorian 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: The Queensland District Court deals with more serious criminal offences than heard by the Magistrates' Court — for example, rape, armed robbery and fraud.

WA: The WA District Court deals with any indictable offence except those that carry a penalty of life imprisonment.

SA: The 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.

Civil

All district/county civil courts hear appeals and deal with the following types of cases:

NSW: claims up to \$750 000 (or more if the parties consent) and has unlimited jurisdiction in motor accident injury claims.

Victoria: appeals under the *Crimes (Family Violence) Act 1987*, adoption matters and change-of-name applications. Has unlimited jurisdiction in both personal injury claims and other claims.

Queensland: claims between \$50 000 and \$250 000.

WA: claims up to \$750 000 and unlimited claims for personal injuries, and has exclusive jurisdiction for motor accident injury claims.

SA: unlimited claims for general and personal injury matters.

Source: State and Territory court administration authorities and departments (unpublished).

Box 7.3 Magistrates court jurisdictions across states and territories

Criminal courts deal:

NSW: 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: With summary offences and determines some indictable offences summarily.

Queensland: With summary offences and determines summarily some indictable matters which have a maximum penalty of up to three years' imprisonment.

WA: With summary offences and determines some indictable offences summarily.

SA: With matters with a maximum penalty of up to two years' imprisonment, juvenile prosecutions and intervention orders (including breaches).

Tasmania: 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: With matters with a maximum penalty of up to 14 years' imprisonment where the offence relates to money or property, and up to 10 years' in other cases.

NT: 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 courts deal:

NSW: With small claims up to \$10 000 and general division claims up to \$60 000, as well as family law matters.

Victoria: With claims up to \$100 000 for monetary damages, and applications for equitable relief and applications under the *Crimes (Family Violence) Act 1987*.

Queensland: [Prior to 1 December 2009] With small claims (including residential tenancy disputes) up to \$7500, minor debt claims up to \$7500 and other claims up to \$50 000. Now deals with claims up to \$50 000, minor civil disputes are now lodged with the Queensland Civil and Administrative Tribunal (QCAT).

WA: With claims for debt recovery and damages (not personal injury) up to \$75 000, minor cases up to \$10 000, residential tenancy applications for monies up to \$10 000, residential tenancy disputes and restraining orders.

SA: With small claims up to \$6000, commercial cases up to \$40 000 and personal injury claims up to \$80 000.

Tasmania: 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: With claims between \$10 000 and \$50 000, victims financial assistance applications up to \$50 000, matters under the *Domestic Relationships Act 1994* and commercial leasing matters. Since February 2009, small claims up to \$10 000 are dealt with by the ACT Civil and Administrative Tribunal.

NT: With claims up to \$100 000 and workers' compensation claims.

Source: State and Territory court administration authorities and departments (unpublished).

State and Territory court levels — specific elements

This chapter reports data by court level for each State and Territory. In addition, the chapter separates out certain data items from each court level to improve the comparability and understanding of the data presented. In particular instances, the data sets from the following areas are reported separately from their court level:

- probate registries (separate from the supreme courts level)
- children's courts (separate from the magistrates' courts level)
- electronic infringement and enforcement systems (separate from the magistrates' courts level)
- coroners' courts (separate from the magistrates' courts 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 was intestate (died without a will) and a person applies for letters of administration to be entitled to administer the estate.

Children's courts

Children's courts are specialist jurisdiction courts that, depending on the State or Territory legislation, may hear both criminal and civil matters. These courts in the main deal with summary proceedings, however some jurisdictions have the power to also hear indictable matters.

Children's courts deal with complaints of offences alleged to have been committed by young people. In all states and territories except Queensland, defendants under the age of 18 are treated legally as children or juveniles. In Queensland, defendants are treated legally as adults if aged 17 or older at the time the offence was committed. In all states and territories, children under the age of 10 years cannot be charged with a criminal offence (ABS 2010).

Children's courts may also hear matters where a child has been seriously abused or neglected. In these instances, the court has jurisdiction to determine matters relating to the child's care and protection.

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 and authority to produce enforceable orders against defendants. The orders impose penalties such as fines (which may be enforced by warrants or licence cancellation), asset seizure, garnishment, arrest, community correction orders and incarceration.

Electronic infringement and enforcement systems included in the scope of this chapter operate in Victoria, Queensland, WA and SA. In these states, the electronic infringement and enforcement systems come under the ambit of the magistrates' courts, but the workload and expenditure of these systems have been separately identified to allow for a more comparable interpretation of magistrates' courts data. In other states and territories, the magistrates' courts may enforce infringements and on-the-spot fines, or State/Territory debt recovery offices and/or fines enforcement units may operate outside the auspices of a court.

Data for electronic infringement and enforcement systems are presented with criminal jurisdiction data in this chapter.

Coroners' courts

In all states and territories, coroners' courts (which generally operate under the auspices of State and Territory magistrates' courts) inquire into the cause of sudden and/or unexpected reported deaths. The definition of a reported death differs across states and territories, but generally includes deaths for which the cause is violent, suspicious or unknown. In some states and territories, the coroner has the power to commit for hearing, while in others the coroner is prohibited from making any finding of criminal or civil liability (but may refer the matter to the Director of Public Prosecutions). Suspicious fires are generally within the jurisdiction of the coroners' courts in NSW, Victoria, Tasmania and the ACT but not in the other states and territories. Coroners' courts are distinct from other courts because they have a role in inquiring into the cause of sudden and unexpected deaths (and suspicious fires), and also because they have other functions, including reporting inadequacies in regulatory systems.

Data for coroners' courts are presented with civil jurisdiction data in this chapter.

Australian court levels — specific elements

Australian courts comprise the following courts, in order of hierarchy:

- the High Court of Australia
- the Federal Court of Australia and the Family Court of Australia
- the Federal Magistrates Court of Australia.

Data for the High Court are not published in this Report.

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 on a continuous basis and elsewhere in Australia from time to time.

The Federal 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 Federal Court also has original jurisdiction in respect of specific subject matter conferred by over 150 statutes of the Federal Parliament.

The Federal Court has a substantial and diverse appellate jurisdiction. It hears appeals from decisions of single judges of the Federal Court, decisions of the Federal Magistrates Court in non-family law matters, decisions of the Supreme Court of Norfolk Island and particular decisions of State and Territory supreme courts exercising federal jurisdiction.

The Federal Court has the power to exercise indictable criminal jurisdiction for serious cartel offences under the Trade Practices Act. The jurisdiction came into force on 6 November 2009. No cases have been filed in the court. The Federal Court also exercises a very small summary criminal jurisdiction, but the cases are not separately counted. There are so few cases, these would not make a material difference by being included in the civil case totals.

Family Court of Australia and Family Court of Western Australia

The Family Court of Australia has jurisdiction in all states and territories except WA (which has its own family court). It has jurisdiction to deal with matrimonial cases and associated responsibilities, including divorce proceedings, financial issues

and children's matters such as who the children will live with, spend time with and communicate with, as well as other specific issues relating to parental responsibilities. It can also deal with ex-nuptial cases involving children's matters. A practice direction was issued by the Family Court of Australia with agreement from the Federal Magistrates Court, that from November 2003 all divorce applications are to be lodged in the Federal Magistrates Court. However, registrars of the Family Court of Australia, under delegated powers from the Federal Magistrates Court, still determine about 10 per cent of divorce applications lodged in the Federal Magistrates Court. A small number of divorce applications are initiated in the Family Court of Australia where these arise within other proceedings before the Family Court of Australia. This practice direction does not affect the Family Court of WA. The Family Court of WA (since 2004) and the federal family law courts have jurisdiction (since 1 March 2009) to deal with financial matters between parties that were in a de facto relationship (including same sex relationships).

During 2008 the Family Law Courts board approved the Family Court of Australia, commencing during 2009, to provide the following administrative services to the Federal Magistrates Court:

- property management
- contracts and procurement
- information management
- financial management
- payroll management
- human resources.

These changes resulted from the increased size of the Federal Magistrates Court and its limited staffing and systems to support and sustain these services. Additionally, the Family Court agreed to also provide statistical services support for the Federal Magistrates Court. Therefore the Family Court of Australia administrative and statistical services units are now providing the Federal Magistrates Court data for this Report.

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 workloads of both the Federal Court and the Family Court of Australia. Its jurisdiction includes family law and child support, administrative law, admiralty,

anti-terrorism, bankruptcy, copyright, human rights, migration, privacy and trade practices. State and Territory courts also continue to do some work in these areas.

The Federal Magistrates Court shares its jurisdiction with the Federal Court and the Family Court of Australia. The intention is for the latter two courts to focus on more complex legal matters. The Federal Magistrates Court hears most first instance judicial reviews of migration matters. In trade practices matters it can award damages up to \$750 000. In family law matters its jurisdiction is similar to that of the Family Court of Australia, except that only the Family Court of Australia can consider adoption disputes and applications concerning the nullity and validity of marriage. Otherwise, the Federal Magistrates Court has jurisdiction to hear any matter transferred to it by either the Federal Court or the Family Court of Australia.

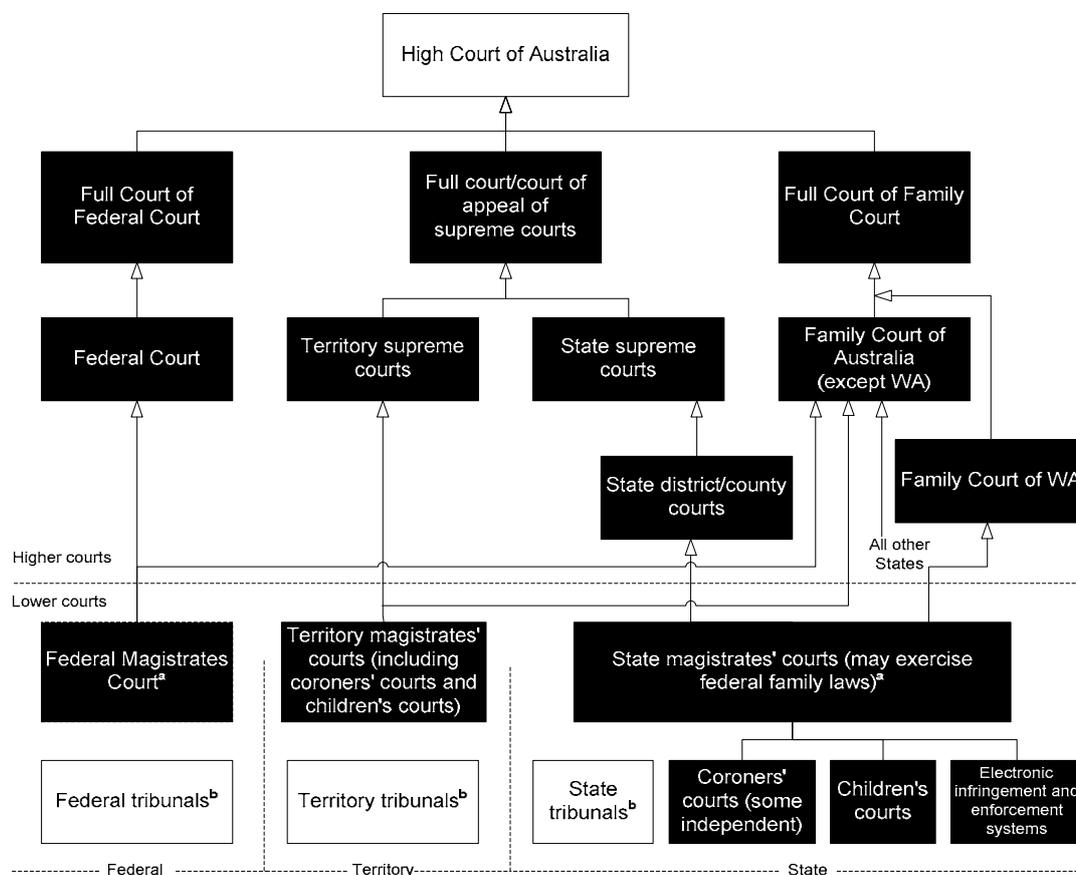
The major relationships between, and hierarchy of, courts in Australia are summarised in figure 7.1.

Administrative structures

Most courts use similar infrastructure (such as court buildings and facilities) for the civil and criminal jurisdictions. However, separate information systems and case flow management practices have been established for civil and criminal case types. The Steering Committee has therefore sought to report the criminal and civil jurisdictions separately where possible.

The allocation of responsibilities between court administration and other elements of the system (including the judiciary) varies across the Australian, State and Territory legal systems.

Figure 7.1 Major relationships of courts in Australia^a



text The Review covers the administration of these courts.
 —▷ Indicates the flow of cases on appeal.
 Indicates a separation between State and Territory, or court jurisdiction.

^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; appeals from the Federal Magistrates Court can also be heard by a single judge exercising the Federal/Family Courts' appellate jurisdiction. ^b Appeals from federal, State and Territory tribunals may go to any higher court in their jurisdiction.

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. Some states and territories apportion, while others allocate, expenditure (and income) between the criminal and civil jurisdictions of their courts.

Recurrent expenditure provides an estimate of annual service costs. Recurrent expenditure on court administration comprises costs associated with the judiciary, court and probate registries, sheriff and bailiff's offices, court accommodation and

other overheads. The expenditure components 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 coroners’ courts) was \$1.55 billion in 2009-10 (table 7.1).

Court administration income is derived from court fees, library revenue, court reporting revenue, sheriff and bailiff revenue, probate revenue, mediation revenue, rental income and any other sources of revenue (excluding fines). Total income (excluding fines) for the Australian, State and Territory courts covered in this Report was \$390 million in 2009-10 (see table 7A.11).

Nationally, the civil jurisdiction of the courts reported the largest income, followed by the electronic infringement and enforcement systems (reported separately within the criminal jurisdiction). Income from electronic infringement and enforcement systems is reported for Victoria, Queensland, WA and SA. In other states and territories (NSW, Tasmania, the ACT and the NT), unpaid traffic infringement notices may be processed by other bodies that do not have the status of a court (such as a State or Territory debt recovery office) and are therefore out of scope for this Report. This will have an impact on the income reported for these states and territories.

Total recurrent expenditure less income (excluding fines), for the Australian, State and Territory courts covered in this Report, was \$1.16 billion in 2009-10 (table 7.1). Expenditure exceeds income in all court jurisdictions except for electronic infringement and enforcement systems, and probate registries in the supreme courts. 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 supreme court data 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 heard in the magistrates’ courts (table 7.1).

Table 7.1 Court administration recurrent expenditure less income (excluding fines), 2009-10 (\$ million)^{a, b}

	NSW ^c	Vic	Qld	WA	SA ^d	Tas	ACT	NT	Aust courts	Total
<i>Court administration recurrent expenditure</i>										
Civil courts ^{e, f, g, h}	165.6	112.7	56.7	56.8	33.4	5.8	10.0	10.5	90.8	542.3
Criminal courts ^{h, i}	204.1	154.8	130.2	108.6	60.8	15.6	12.8	17.4	..	704.3
Electronic systems	..	2.9	16.8	9.1	6.9	..	..	..	..	35.7
Family courts ^j	..	..	..	24.0	..	..	..	..	107.1	131.1
Federal Magistrates ^k	..	..	..	..	..	..	..	..	94.1	94.1
Coroners' courts ^l	5.0	11.0	9.7	3.4	2.8	0.6	0.8	1.6	..	35.0
Probate — Supreme ^m	1.2	0.7	0.3	0.4	0.6	0.1	—	—	..	3.3
Total	375.9	282.0	213.7	202.3	104.5	22.0	23.7	29.5	292.0	1 545.7
<i>Court administration recurrent expenditure less income (excluding fines)</i>										
Civil courts ^{e, f, g, h}	102.3	79.3	39.5	42.1	22.2	4.3	7.5	9.7	80.9	387.8
Criminal courts ^{h, i}	190.7	154.8	128.1	100.8	55.0	14.3	12.5	17.2	..	673.2
Electronic systems	..	-77.7	-9.8	-10.4	-3.3	..	..	..	..	-101.2
Family courts ^j	..	..	..	21.5	..	..	..	..	101.1	122.6
Federal Magistrates ^k	..	..	..	..	..	..	..	..	73.4	73.4
Coroners' courts ^l	4.9	11.0	9.6	3.4	2.8	0.6	0.8	1.2	..	34.2
Probate — Supreme ^m	-21.0	-4.1	-3.9	-0.8	-3.7	-0.7	-0.5	-0.1	..	-34.7
Total	276.8	163.2	163.5	156.7	73.0	18.5	20.3	28.0	255.5	1 155.5

^a Totals may not sum as a result of rounding. ^b Payroll tax is excluded. ^c Extraction and validation of data from the NSW Justicelink database is still in development. Data for 2009-10 include actual and estimated data. ^d A new financial allocation modelling system has been implemented in South Australian courts for 2009-10, resulting in more accurate apportionments of staffing, expenses and revenue, which may not be comparable with data for previous years. ^e 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. ^f Data for the Federal Court exclude the cost of resources provided free of charge to the Federal Magistrates Court. ^g Victorian Magistrates' Court civil data include a proportion of expenditure from the Victorian Civil and Administrative Tribunal (VCAT). ^h The method used to calculate expenses for the Judicial Pension Scheme was amended for 2008-09 and 2009-10 data. ⁱ Includes data for supreme, district/county and magistrates' courts (including children's courts). Excludes data for electronic infringement and enforcement systems. ^j Discounted (estimate) for resources and services (work of court staff and accommodation) provided free of charge to the FMC in accordance with the Federal Magistrates Act 1999 and appropriations transferred to FMC (shown as expenditure in Family Court of Australia annual report) arising as a result of delays in the 'Federal Courts Restructure'. In addition the Family Court of Australia provides further shared services, including IT, accommodation, work of court staff, depreciation and amortisation that cannot be quantified and as such no additional discount could be applied. ^k FMC expenditure data include resources received free of charge from the Federal Court and Family Court. For 2009-10 funds transferred from FCOA and FCA as income are excluded from these data as these amounts are now considered equivalent to government appropriations (noting that the full appropriation amount was returned to the court due to delays in the restructure of the federal courts). Expenditure for the FMC is based on the total net expenditure for that court and does not isolate family law work from general federal law work. Some Bankruptcy and Immigration matters filed with the FMC are delegated to be dealt with by Federal Court registrars. This work is funded by the FMC and is therefore included in its expenditure. ^l Excludes expenditure for autopsy, forensic science, pathology tests and body conveying fees as the inclusion of these costs in coroners' court expenditure varies between states and territories. Expenditure data for the Queensland Coroners' Court and the Victorian Coroners' Court include the full costs of government assisted burials/cremations, legal fees incurred in briefing counsel assisting for inquests and costs of preparing matters for inquest, including the costs of obtaining independent expert reports. ^m The true net revenue may not be identified because rent and depreciation attributable to probate matters may be reported with data for supreme courts. .. Not applicable. — Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.9–13.

Real recurrent expenditure less income (excluding fines) on court administration from 2005-06 to 2009-10, for each of the Australian, State and Territory court levels covered by this Report, is reported in tables 7A.12 and 7A.13.

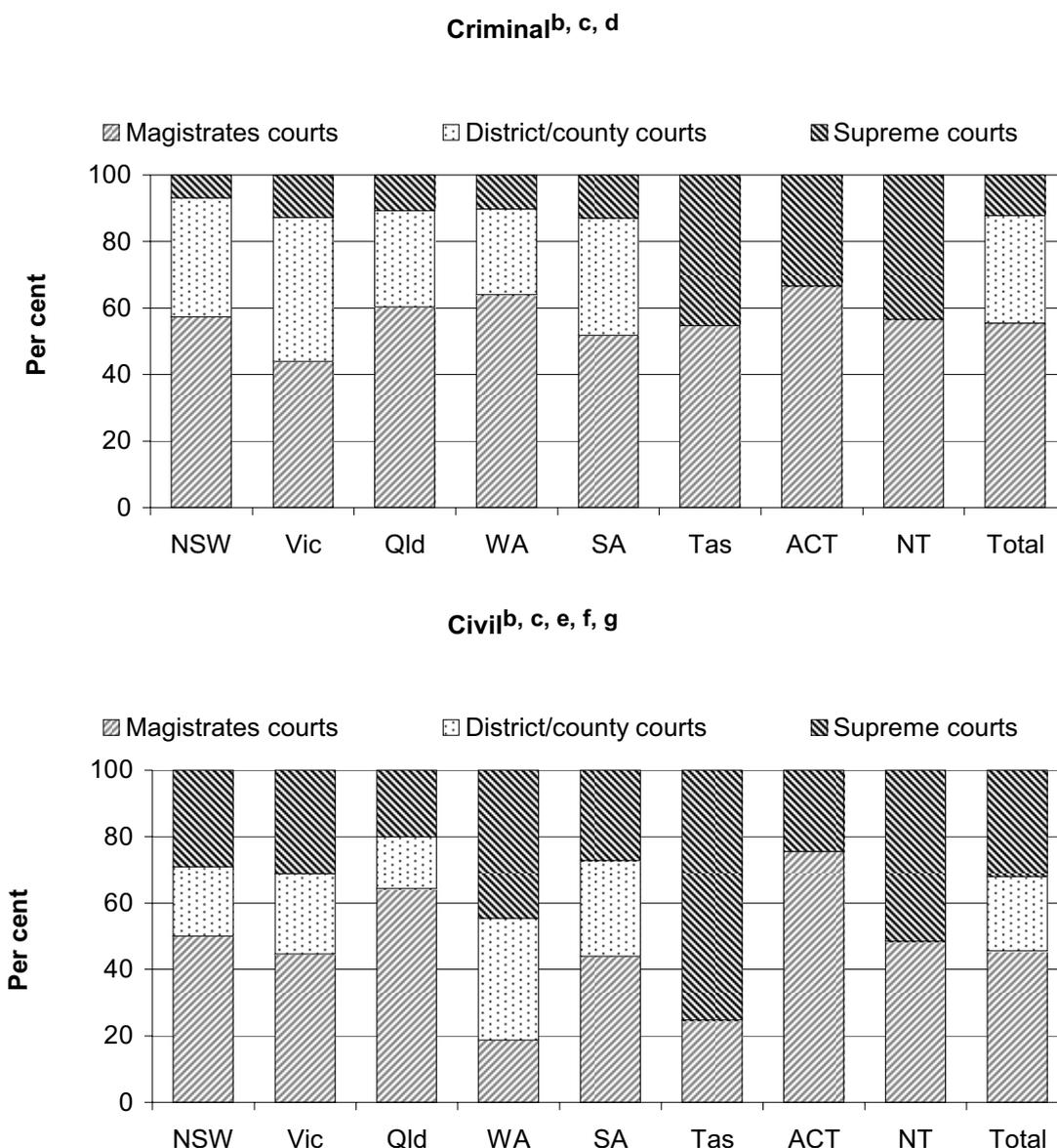
Distribution of criminal and civil court administration expenditure

The distribution of court administration expenditure (less income) on magistrates', district/county and supreme courts varied across states and territories in 2009-10. A greater proportion of funds were expended by the supreme courts of Tasmania, the ACT and the NT (under the two-tier court system) than by the supreme courts of other states and territories (under the three-tier court system) (figure 7.2).

In 2009-10, 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 (55.5 per cent). In the civil jurisdiction, magistrates' courts accounted for a smaller proportion of recurrent expenditure (less income) nationally (45.5 per cent). Further details are contained in tables 7A.12 and 7A.13.

Comparison of court expenditure across states and territories should take into account the difficulty in apportioning income and expenditure between civil and criminal jurisdictions within court levels. The apportionments are determined within individual states and territories and different approaches to apportionment are used.

Figure 7.2 **Distribution of court administration recurrent expenditure (less income), by court level, 2009-10^a**



^a Payroll tax is excluded. ^b There are no district/county courts in Tasmania, the ACT or the NT. ^c Magistrates' courts include expenditure on children's courts. ^d In the criminal jurisdiction, magistrates' courts data exclude expenditure on electronic infringement and enforcement systems (applicable to Victoria, Queensland, WA and SA). ^e Civil jurisdiction supreme courts expenditure is reduced by net proceeds from probate courts. ^f In the civil jurisdiction, magistrates' courts data exclude expenditure on coroners' courts (all states and territories). ^g The Australian courts are not included.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.12-13.

Size and scope of court activity

Lodgments

Lodgments are matters initiated in the court system. Box 7.4 explains how lodgment data are collected for this chapter.

Box 7.4 Explanation of lodgment data used in this chapter

Lodgments reflect community demand for court services, such as dispute resolution and criminal justice. The different ways of counting a court's workload reflect the variety of work undertaken within the court system. The units of measurement of workload (or counting units) used within this chapter are:

- criminal courts — lodgment counts are based on the number of defendants
- civil and family courts — lodgment counts are based on the number of cases (except in children's courts where, if more than one child can be involved in an application, the counting unit is the number of children involved in the originating application)
- electronic infringement and enforcement systems — lodgment counts are based on the number of unpaid infringement notices
- coroners' courts — lodgment counts are based on the number of reported deaths (and, if applicable, 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 (for example, applications for telephone taps)
- extraordinary driver's licence applications
- bail procedures (including applications and review)
- directions
- warrants
- admissions matters (original applications to practise 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).

Table 7.2 (criminal) and table 7.3 (civil) outline the number of lodgments in 2009-10, by court level, for the Australian courts and for each State and Territory.

Nationally, in the criminal jurisdiction, there were 854 100 lodgments registered in the supreme, district/county and magistrates' courts, and approximately 2.3 million infringement notices processed in electronic infringement and enforcement systems in 2009-10 (table 7.2).

Table 7.2 Court lodgments — criminal, by court level, 2009-10 ('000)^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT	Total
Supreme ^{c, d}	0.5	0.7	1.8	0.6	0.3	0.7	0.4	0.5	5.5
District/county ^d	11.6	5.1	6.6	2.3	2.0	..	..	..	27.7
Magistrates' (total)	204.7	183.4	215.2	114.8	59.1	23.6	6.3	13.9	821.0
<i>Magistrates' (only)</i>	187.9	160.4	203.0	104.0	52.6	21.3	5.7	12.6	747.6
<i>Children's</i>	16.8	22.9	12.2	10.8	6.5	2.3	0.6	1.3	73.4
All criminal courts	216.8	189.2	223.5	117.7	61.5	24.3	6.7	14.3	854.1
E – infringement and enforcement systems ^{e, f}	..	1 226.7	620.3	266.2	197.7	..	..	..	2 310.9

^a Totals may not add as a result of rounding. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Queensland Supreme and District Court data for the number of originating criminal lodgments are based on a count of the number of defendants who had a Court Record entered on the computerised case management system in the financial year, it is not a count of the number of defendants committed to the Supreme/District Court for trial or sentencing. ^e 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). ^f Excludes unpaid court fines. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.1.

Nationally, 595 200 cases were lodged in civil jurisdiction courts (excluding family courts, the Federal Magistrates Court, coroners' and probate courts), comprising 591 600 cases in the State and Territory supreme, district/county and magistrates' courts, and 3600 cases in the Federal Court (table 7.3). In the states and territories, an additional 61 600 probate matters were lodged in the supreme courts.

In the Australian court jurisdiction, approximately 3600 cases were lodged in the Federal Court, 91 700 (civil and family law) matters were lodged in the Federal Magistrates Court, and a further 34 400 family law matters were filed in the Family Court of Australia (19 300) and Family Court of WA (15 000).

In the coroners' courts, there were 22 100 reported deaths and fires. Reporting rates for deaths reported to a coroner varied across jurisdictions as a result of different reporting requirements. Deaths in institutions (such as nursing homes) of people suffering intellectual impairment of any type, 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 coroners' jurisdiction in

Queensland, WA, SA and the NT. A disaggregation of coroners' courts data by reported deaths and fires is in table 7A.2.

Table 7.3 Court lodgments — civil, by court level, 2009-10 ('000)^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme (excl. probate)/Federal ^{c, d}	11.0	7.2	7.6	3.2	1.3	0.9	0.9	0.2	3.6	36.0
District/County	8.3	6.2	5.4	4.2	2.8	..	..	..	..	26.9
Magistrates' (total) ^{e, f}	191.5	171.2	69.0	53.5	26.6	10.0	3.5	7.1	..	532.4
<i>Magistrates' (only)</i> ^g	182.6	166.0	65.5	51.8	25.4	9.6	3.3	6.7	..	510.8
<i>Children's</i> ^{e, h, i}	8.9	5.2	3.5	1.6	1.3	0.5	0.2	0.4	..	21.6
All civil courts	210.8	184.7	82.0	60.8	30.7	10.9	4.4	7.3	3.6	595.2
Family courts ^j	..	..	..	15.0	..	..	..	..	19.3	34.4
Federal Magistrates ^d	..	..	..	..	..	..	..	..	91.7	91.7
Coroners' courts ^k	6.3	5.3	4.3	1.9	1.9	0.6	1.6	0.3	..	22.1
Probate — Supreme	21.8	18.1	7.7	6.0	5.1	2.1	0.7	0.2	..	61.6

^a Totals may not add as a result of rounding. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Some Bankruptcy and Immigration matters filed with the Federal Magistrates Court are delegated to be dealt with by Federal Court registrars. Those matters finalised by Federal Court registrars are counted as part of the Federal Magistrates Court matters as they are filed and funded by the Federal Magistrates Court. Previously these matters were also included in Federal courts data but they are now excluded. ^e NSW lodgment data for children in the civil court are based on a count of each child listed in all new applications for care and protection, not just the originating application. ^f The number of civil cases lodged as at 30 June 2010 in the Queensland Magistrates Courts has decreased due to the introduction of the Queensland Civil and Administrative Tribunal (QCAT) on 1 December 2009. During the period 1 December 2009 to 30 June 2010 there were 16 060 minor civil disputes lodged with QCAT. Previously these lodgments would have been included in the Magistrates Court Civil jurisdiction. In the Magistrates Courts outside the South East Queensland region, magistrates are still responsible for hearing these civil cases, in addition to other disputes lodged with QCAT, such as cases including guardianship, anti-discrimination and children's services, which are not within the scope of this Report. ^g Victorian Magistrates' Court civil data include a proportion of lodgments from VCAT. In the ACT, since 2 February 2009, small claims up to \$10 000 are no longer lodged with the Magistrates Court (they are now lodged with the ACT Civil and Administrative Tribunal). ^h Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. ⁱ 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. ^j Family Court of Australia data do not include instances where its registrars are given delegation to conduct Federal Magistrates Court divorce applications, or when conducting conciliation conferences on Federal Magistrates Court matters. These services are provided free of charge to the Federal Magistrates Court. ^k In 2009-10 the WA Coroners Court implemented a new reporting system utilising WA Coroners Court data stored in the National Coroners Information System, which now includes WA State-wide data. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.2.

The number of lodgments per 100 000 people can be used to assist in understanding the comparative workload of a court in relation to the population size of the State or Territory. Tables 7A.3 and 7A.4 provide data on criminal and civil lodgments (per 100 000 people) respectively for each State and Territory.

Distribution of court lodgments

The majority of both criminal and civil matters in Australia in 2009-10 were lodged in magistrates' courts (table 7.4). A greater proportion of criminal matters were lodged in district/county courts compared to supreme courts while the opposite was true for civil matters.

Table 7.4 Distribution of court lodgments, by court level, 2009-10^a

	<i>Unit</i>	<i>NSW^b</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
<i>Criminal courts</i>										
Supreme ^c	%	0.2	0.4	0.8	0.5	0.6	2.8	6.1	3.1	0.6
District/county	%	5.4	2.7	3.0	2.0	3.3	..	..	..	3.2
Magistrates' (total)	%	94.4	96.9	96.3	97.5	96.1	97.2	93.9	96.9	96.1
All criminal courts^d	'000	216.8	189.2	223.5	117.7	61.5	24.3	6.7	14.3	854.1
<i>Civil courts</i>										
Supreme ^e	%	5.2	3.9	9.2	5.2	4.2	8.3	20.5	3.4	5.5
District/county	%	3.9	3.4	6.6	6.9	9.1	..	..	..	4.5
Magistrates' (total) ^f	%	90.9	92.7	84.2	87.9	86.7	91.7	79.5	96.6	90.0
All civil courts^g	'000	210.8	184.7	82.0	60.8	30.7	10.9	4.4	7.3	591.6

^a Totals may not add as a result of rounding. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Excludes electronic infringement and enforcement systems (Victoria, Queensland, WA and SA). ^e Excludes probate matters. ^f The Victorian Magistrates' Court civil data include a proportion of lodgments from VCAT. In the ACT, since 2 February 2009, small claims up to \$10 000 are no longer lodged with the Magistrates Court (they are now lodged with the ACT Civil and Administrative Tribunal). ^g Excludes data for the Federal Court, family courts, the Federal Magistrates Court and coroners' courts. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.1—2.

Finalisations

Finalisations represent the completion of matters in the court system. Each lodgment can be finalised only once. Matters may be finalised by adjudication, transfer, or another non-adjudicated method (such as withdrawal of a matter by the prosecution or settlement by the parties involved).

Tables 7.5 (criminal) and 7.6 (civil) outline the number of finalisations in 2009-10, 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 2009-10, there were 876 800 criminal finalisations in the supreme, district/county and magistrates' courts and approximately 2.1 million infringement notices finalised through electronic infringement and enforcements systems (table 7.5).

Table 7.5 Court finalisations — criminal, 2009-10 ('000)^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT	Total
Supreme ^c	0.5	0.7	1.6	0.5	0.4	0.7	0.3	0.4	5.2
District/County	11.7	4.7	6.5	2.6	2.1	..	..	..	27.5
Magistrates' (total) ^d	198.5	200.1	218.5	119.3	65.4	22.5	6.5	13.4	844.1
<i>Magistrates' (only)</i>	183.0	176.1	206.2	108.1	58.7	20.4	5.9	12.2	770.7
<i>Children's</i>	15.4	23.9	12.2	11.1	6.8	2.1	0.7	1.2	73.4
All criminal courts	210.6	205.5	226.6	122.4	67.9	23.1	6.8	13.8	876.8
Elec. infringement and enforcement systems ^{e, f}	..	997.3	565.3	244.5	262.2	..	..	..	2069.3

^a Totals may not add as a result of rounding. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Queensland Magistrates Court finalisations include cases finalised due to a committal hearing. ^e Only Victoria, Queensland, WA and SA have electronic infringement and enforcement systems. In other jurisdictions, unpaid traffic infringement notices may be dealt with by other bodies that do not have the status of a court (such as a State debt recovery office). Lodgment data for electronic infringement and enforcement systems exclude unpaid court fines. ^f WA electronic infringement and enforcement system finalisation data include all adjudicated finalisations except those where a time to pay arrangement has been entered into, but is not yet complete. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.5.

Nationally, in 2009-10, 589 000 cases were finalised in the civil jurisdiction (excluding family courts, the Federal Magistrates Court, coroners' and probate courts) comprising 585 500 civil cases finalised in State and Territory supreme, district/county and magistrates' courts, and 3500 cases finalised in the Federal Court. In addition, the Federal Magistrates Court finalised 89 100 matters (mainly family law forms and some federal law cases) and the two family courts finalised 32 100 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 22 000 finalisations (involving reported deaths and fires) in coroners' courts (table 7.6).

Table 7.6 Court finalisations — civil, 2009-10 ('000)^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme ^{c, d} /Federal	13.4	8.2	7.2	3.1	1.4	1.1	1.0	0.3	3.5	39.1
District/County ^d	8.3	5.6	5.1	4.8	2.6	..	..	..	..	26.4
Magistrates' (total) ^e	169.7	172.0	77.4	55.1	28.5	10.3	3.8	6.6	..	523.5
<i>Magistrates' (only)</i> ^f	162.1	167.6	73.8	53.7	27.2	9.9	3.6	6.2	..	504.1
<i>Children's</i> ^g	7.6	4.5	3.7	1.5	1.2	0.4	0.2	0.4	..	19.4
All civil courts	191.4	185.9	89.7	63.0	32.4	11.4	4.8	6.9	3.5	589.0
Family courts ^{h, i}	..	..	..	12.6	..	..	..	..	19.4	32.1
Federal Magistrates ^j	..	..	..	..	..	..	..	..	89.1	89.1
Coroners' courts	6.1	5.6	3.7	1.9	2.1	0.6	1.6	0.4	..	22.0

^a Totals may not add as a result of rounding. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Supreme courts data exclude finalisations of uncontested probate cases. ^e The number of civil cases finalised as at 30 June 2010 in the Queensland Magistrates Courts has decreased due to the introduction of the Queensland Civil and Administrative Tribunal (QCAT) on 1 December 2009. During the period 1 December 2009 to 30 June 2010 there were 16 060 minor civil disputes lodged with QCAT. Previously these lodgments would have been included in the Magistrates Court Civil jurisdiction. In the Magistrates Courts outside the South East Queensland region, magistrates are still responsible for hearing these civil cases, in addition to other disputes lodged with QCAT, such as cases including guardianship, anti-discrimination and children's services, which are not within the scope of this Report. ^f Victorian Magistrates' Court civil data include a proportion of finalisations from VCAT. In the ACT, since 2 February 2009, small claims up to \$10 000 are no longer lodged with the Magistrates Court (they are now lodged with the ACT Civil and Administrative Tribunal). ^g Queensland children's court data for civil cases are based on a count of cases, not the number of children involved in the care and protection case. ^h Family Court of Australia data do not include instances where its registrars are given delegation to conduct Federal Magistrates Court divorce applications, or when conducting conciliation conferences on Federal Magistrates Court matters. These services are provided free of charge to the Federal Magistrates Court. ⁱ The Family Court of Australia does not deem a matter finalised even if it has not had a court event for at least 12 months as this is not consistent with its case management practices. ^j The Federal Magistrates Court does not deem a matter finalised even if it has not had a court event for at least 12 months. Some bankruptcy and immigration matters filed with the Federal Magistrates Court are delegated to be dealt with by Federal Court registrars. Those matters finalised by Federal Court registrars are counted as part of the Federal Magistrates Court matters as they are filed and funded by the Federal Magistrates Court. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.6.

The number of finalisations per 100 000 people is available in tables 7A.7 and 7A.8.

7.2 Framework of performance indicators

Performance indicators focus on outputs and/or outcomes aimed at meeting common, agreed objectives. The Steering Committee has identified four objectives of court administration services across Australia (box 7.5). The emphasis placed on each objective may vary across states and territories and court level.

Box 7.5 Objectives for court administration

Objectives for court administration are:

- to be open and accessible
- to process matters in an expeditious and timely manner
- to provide due process and equal protection before the law
- to be independent yet publicly accountable for performance.

In addition, all governments aim to provide court administration services in an efficient manner.

The performance indicator framework for court administration is shown in figure 7.3. For all data, the text includes relevant caveats and supporting commentary. Indicators that are considered comparable are only comparable subject to the caveats and footnotes accompanying the definition of the indicator and the tables of indicator results.

The Steering Committee focuses on providing the best available data in a timely manner. Jurisdictions, when endorsing 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. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

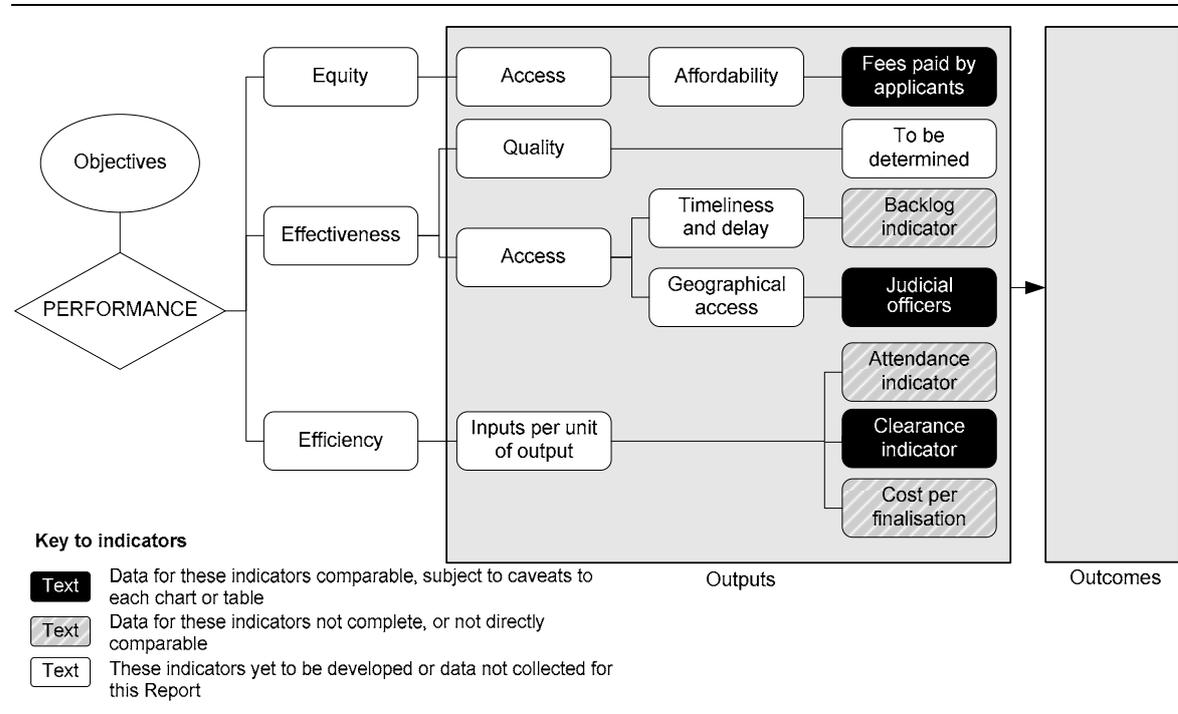
The Steering Committee recognises that this collection (unlike some other data collections) does not have an intermediary data collector or validator akin to the Australian Institute of Health and Welfare or the ABS. The reporting process in this chapter is one of continual improvement and refinement, with the long term aim of developing a national data collection that covers court administration activities across the Australian, State and Territory jurisdictions in a timely and comparable way.

As shown in figure 7.3, all of the indicators reported in this chapter are output indicators. Outputs are the services delivered, while outcomes are the impact of these services on the status of an individual or group (see chapter 1, section 1.5). Equity is currently represented through one output indicator ('fees paid by applicants'). Effectiveness is represented through two output indicators ('backlog' and 'judicial officers'). Efficiency is currently represented through three output indicators ('attendance', 'clearance' and 'cost per finalisation').

To date, no specific outcome indicators have been identified for court administration. The activities of court administrators lead to broad outcomes within the overall justice system that are not readily addressed by this service specific chapter.

The report’s statistical appendix 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) (appendix A).

Figure 7.3 Performance indicator framework for court administration



7.3 Key performance indicator results

Different delivery locations, caseloads, casemixes and government policies may affect the equity, effectiveness and efficiency of court administration services. The allocation of cases to different courts also differs across states and territories and Australian courts. Performance comparison needs to take these factors into account. In addition to the material in boxes 7.1, 7.2 and 7.3, appendix A — the statistical appendix — contains detailed statistics and short profiles on each State and Territory, and other data which may assist in interpreting the performance indicators presented in this chapter.

The court administration data collection is based on national counting rules, so data presented in this chapter may differ from data published by individual jurisdictions in their annual reports. There also can be differences from the data reported in the ABS Criminal Courts publication (ABS 2010).

Outputs

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

Equity — fees paid by applicants

‘Fees paid by applicants’ is an indicator of governments’ achievement against the objective of keeping services accessible. Court fees may have a range of functions, including recovering costs and sending appropriate price signals to potential litigants (with the intention of ensuring that parties consider all appropriate options to resolve disputes). This measure monitors the affordability of average court fees paid by litigants. It is important to note, however, that court fees are only part of the broader legal costs faced by applicants.

Box 7.6 Fees paid by applicants

‘Fees paid by applicants’ is defined as 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.

Court fees are only part of the costs faced by litigants (with legal fees being more significant).

Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011 .

In 2009-10, average court fees paid per lodgment were generally greater in supreme courts than in district/county and magistrates’ courts (table 7.7). The average fees collected by the Australian, State and Territory courts vary for many reasons and caution should be used in making direct comparisons.

Table 7.7 Average civil court fees collected per lodgment, 2009-10 (dollars)^{a, b}

	NSW ^c	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme (excl. probate) ^d /Federal	1 988	1 186	782	1 301	2 126	465	1 166	979	1 910	1 443
District/county	1 330	1 289	660	856	811	..	..	..	..	1 057
Magistrates' (total) ^e	136	90	94	91	134	68	45	50	..	108
<i>Magistrates' (only)</i>	143	93	100	93	141	71	47	53	..	113
<i>Children's</i>	—	..	—	—	3	..	..	..	..	—
Family courts ^f	..	..	..	161	..	..	..	..	51	99
Federal Magistrates	..	..	..	..	..	..	..	..	222	222
Probate — Supreme	1 020	256	540	193	841	368	708	914	..	614

^a Some jurisdictions charge corporations twice the amount individuals are charged, therefore average fees can overstate the charge to individuals. ^b Totals are derived for each court level by dividing the total fees for that court level by the lodgments for that court level. ^c Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^d During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^e Victorian Magistrates Court fees include fees paid through VCAT. ^f Many of the Family Court of Australia's applications do not attract a fee. .. Not applicable. — Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.16.

The level of cost recovery from the collection of court fees varied across court levels and across jurisdictions in 2009-10 (table 7.8). Nationally, for the states and territories in total, the proportion of costs recovered through court fees was greatest for magistrates' courts, followed by district/county courts and then supreme courts. Cost recovery was lowest in the children's courts and in the Family Court of Australia — in these courts many applications do not attract a fee.

Table 7.8 Civil court fees collected as a proportion of civil recurrent expenditure (cost recovery), 2009-10 (per cent)^{a, b}

	NSW ^c	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme ^d /Federal	31.8	24.0	34.6	17.4	22.5	10.7	26.2	4.5	7.7	19.8
District/County	37.7	30.4	38.8	19.0	28.4	..	..	..	..	31.0
Magistrates' (total) ^e	38.6	30.5	21.4	34.3	26.8	36.9	2.5	7.0	..	30.5
<i>Magistrates' (only)^d</i>	44.9	35.7	25.5	36.8	28.8	37.7	2.8	7.5	..	35.1
<i>Children's</i>	—	..	—	—	0.4	..	..	..	..	—
Family courts ^f	..	..	..	10.1	..	..	..	..	0.9	2.6
Federal Magistrates	..	..	..	..	..	..	..	..	21.6	21.6

^a Excludes payroll tax. ^b Some jurisdictions charge corporations twice the amount individuals are charged, therefore average fees can overstate the charge to individuals. ^c Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^d Excludes probate costs. ^e Victorian Magistrates' Court fees include civil and criminal court fees paid through VCAT. ^f Many of the Family Court of Australia's applications do not attract a fee. .. Not applicable. — Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.15.

Effectiveness — quality

‘Quality’ is an indicator of governments’ achievement against the objective of providing due process. The Steering Committee has identified quality as an important measure of court administration performance (box 7.7). However, a suitable indicator of quality for court administration has not yet been identified for inclusion in the performance framework.

Box 7.7 Indicators of quality

Indicators of quality for court administration have not yet been identified.

The perceptions of court users about the quality of the services delivered by courts may be strongly influenced by the outcomes of judicial decisions (which are not the subject of this chapter). Isolating perceptions of the quality of court administration may be difficult.

Effectiveness — backlog indicator

The ‘backlog indicator’ is an indicator of governments’ achievement against the objective of processing matters in an expeditious and timely manner. The indicator recognises that case processing must take some time, that such time does not necessarily equal delay and that the time it takes to process a case can be affected by factors outside the direct control of court administration.

Box 7.8 Backlog indicator

The 'backlog indicator' measures the age of a court's pending caseload against nominated time standards. The number of cases in the nominated age category is expressed as a percentage of the total pending caseload.

The following national standards have been set:

The Federal Magistrates Court, magistrates' and children's courts:

- no more than 10 per cent of lodgments pending completion are to be more than 6 months old
- no lodgments pending completion are to be more than 12 months old.

Supreme courts, the Federal Court, district/county, family and coroners' courts and all appeals:

- no more than 10 per cent of lodgments pending completion are to be more than 12 months old
- no lodgments pending completion are to be more than 24 months old.

Performance relative to the time standards indicates effective management of caseloads and timely accessibility of court services.

Time taken to process cases is not necessarily court administration delay. Some delays are caused by factors other than those related to the workload of the court (for example, a witness being unavailable).

Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

Results can be affected by the complexity and distribution of cases, which may vary across court levels within each State and Territory and the Australian courts (boxes 7.1, 7.2 and 7.3). Additionally, Tasmania, the ACT and the NT have a two-tier court system (that is, they do not have a district/county court level), 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.

Data on the backlog indicator for criminal matters are contained in table 7.9. In the criminal jurisdiction, those defendants who failed to appear when required and had warrants issued have been excluded from the pending caseload count.

Table 7.9 Backlog indicator — all criminal matters, as at 30 June 2010

	Unit	NSW ^a	Vic	Qld	WA	SA	Tas	ACT	NT
Higher^{b, c} — appeal									
Pending caseload	no.	1 684	1 850	393	187	79	17	82	17
cases > 12 mths	%	1.6	17.0	10.4	3.7	2.5	11.8	15.9	—
cases > 24 mths	%	0.4	2.8	0.5	—	—	—	3.7	—
Higher^{b, c} — non-appeal^c									
Pending caseload	no.	1 772	1 959	2 811	1 166	1 625	321	398	157
cases > 12 mths	%	6.0	26.6	16.0	5.9	23.3	12.1	38.4	8.3
cases > 24 mths	%	0.5	7.6	5.8	0.8	5.8	4.0	9.5	—
Supreme^{c, d} — appeal									
Pending caseload	no.	236	569	156	187	79	17	82	17
cases > 12 mths	%	7.6	38.1	5.1	3.7	2.5	11.8	15.9	—
cases > 24 mths	%	3.0	6.0	0.6	—	—	—	3.7	—
Supreme^{c, d} — non-appeal^e									
Pending caseload	no.	75	108	540	52	50	321	398	157
cases > 12 mths	%	16.0	30.6	17.2	5.8	14.0	12.1	38.4	8.3
cases > 24 mths	%	1.3	8.3	3.7	—	2.0	4.0	9.5	—
District/County — appeal^f									
Pending caseload	no.	1 448	1 281	237	..	..	..	..	..
cases > 12 mths	%	0.6	7.6	13.9	..	..	..	..	..
cases > 24 mths	%	—	1.3	0.4	..	..	..	..	..
District/County^e — non-appeal									
Pending caseload	no.	1 697	1 851	2 271	1 114	1 575	..	..	..
cases > 12 mths	%	5.6	26.4	15.7	5.9	23.6	..	..	..
cases > 24 mths	%	0.4	7.5	6.3	0.8	5.9	..	..	..
Magistrates'									
Pending caseload	no.	21 859	30 506	29 503	11 276	18 703	8 543	1 450	3 040
cases > 6 mths	%	11.1	26.6	29.8	22.8	29.6	33.1	19.6	43.1
cases > 12 mths	%	2.3	8.4	14.1	7.9	11.9	14.7	7.2	30.2
Children's									
Pending caseload	no.	2 550	4 157	2 504	1 934	1 811	847	223	385
cases > 6 mths	%	8.4	16.5	24.6	23.9	18.8	27.9	16.1	29.1
cases > 12 mths	%	0.9	3.5	9.9	7.8	5.2	10.9	8.1	17.4

^a Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^b Higher refers to supreme and district/county courts combined. ^c 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. ^d During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^e For Queensland supreme and district courts, the age of non-appeal cases is calculated from the date the court record was first created in the computerised case management system in the supreme or district court, not from the date of the committal order in the magistrates' court. ^f There is no criminal appellate jurisdiction in the district courts in WA or SA. All criminal appeals from magistrates' courts go directly to supreme courts in these states. .. Not applicable. — Nil or rounded to zero.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.17.

The age of the pending workload and civil case processing timeliness can be affected by several factors (box 7.9).

Box 7.9 Civil timeliness factors

The following factors may affect the timeliness of case processing in the civil courts:

- where civil cases are contested, a single case may involve several related applications or issues that require judgments and decisions by the court
- the parties to a case can significantly affect the conduct and timeliness of a case — that is, matters often may be adjourned at the instigation of, and by the consent of, the parties — such consent arrangements are outside the control of the court
- the court may employ case management or other dispute resolution processes (for example, mediation) that are alternatives to formal adjudication
- an inactive case is regarded as finalised (or closed) 12 months after the last action on the case (in accordance with the counting rules for this data collection).

The age of the pending caseload and case processing timeliness in criminal cases (and for some civil cases) can also be affected by orders or programs that are initiated following a court lodgment, but prior to a court finalisation. These programs or orders are commonly referred to as diversion programs and are outlined in more detail in box 7.10.

Different case completion times in the civil jurisdiction of the states and territories generally reflect different case flow management practices, the individual needs of cases, and the priority given to criminal matters.

Data for the backlog indicator for civil matters are contained in table 7.10. In the civil jurisdiction, those lodgments that have not been acted upon in the past 12 months are counted as finalised for the purpose of this Report, the aim being to focus on those matters that are part of an ‘active pending’ population. Some courts (for example, the Australian courts) proactively manage all their civil cases and apply this deeming rule to very few, if any, cases.

Box 7.10 Diversion programs and the impact on timeliness

Courts offer diversion programs to improve the quality of outcomes within the justice system and for the community generally. Diversion programs can involve processes that are outside the control of court administration. The period between lodgment and finalisation can be affected by those processes. Within the criminal justice system, diversion programs are usually focussed on rehabilitation for the defendant and/or restoration for the victim. They are most often (but not exclusively) used in 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, WA and the ACT)
- referral of defendants to a family violence court (WA and SA) for participation in targeted programs
- referral of defendants to an Indigenous court or Circle Sentencing program (NSW, Victoria, Queensland, SA and the ACT and a pilot program in WA).

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 National Native Title Tribunal). Completion time can also be affected by the complexity of the dispute and the number of parties involved, and can therefore vary significantly from case to case. Usually all parties consent to use mediation, but in some states parties can be ordered to mediate their dispute
- arbitration — referrals are usually made early in the proceedings and the court supervises the process. The hearing is shorter than a court hearing. Participation can be voluntary or by order
- reference to a referee — technical issues arising in proceedings may be referred to suitably qualified experts (referees) for inquiry and report. The court supervises the process and may adopt, vary or reject the report.

Success at mediation (settlement of the case) or at arbitration (acceptance of the arbitrator's award) generally finalises cases earlier than if finalised by trial and judgment. Where the mediation or arbitration is unsuccessful, the delaying effect on finalisation is highly variable.

Table 7.10 Backlog indicator — all civil matters, as at 30 June 2010

	<i>Unit</i>	<i>NSW^a</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>
Higher^b — appeal										
Pending caseload	no.	522	404	181	216	72	51	25	37	280
cases > 12 mths	%	10.7	25.7	9.4	15.7	19.4	29.4	20.0	2.7	10.4
cases > 24 mths	%	2.7	6.7	1.1	2.3	6.9	9.8	—	—	2.1
Higher (excl probate)^b — non-appeal^c										
Pending caseload	no.	13 340	11 095	10 728	6 612	4 219	868	1 557	166	2 494
cases > 12 mths	%	23.3	26.1	22.3	26.8	42.6	38.4	51.4	48.8	43.4
cases > 24 mths	%	9.1	8.7	4.7	10.8	18.8	11.8	23.6	19.3	31.0
Supreme/Federal — appeal^{b, d}										
Pending caseload	no.	459	345	112	129	63	51	25	37	280
cases > 12 mths	%	11.5	28.4	—	15.5	22.2	29.4	20.0	2.7	10.4
cases > 24 mths	%	3.1	7.8	—	1.6	7.9	9.8	—	—	2.1
Supreme (excl probate)/Federal — non-appeal^{c, d}										
Pending caseload	no.	6 620	4 906	6 263	3 330	698	868	1 557	166	2 494
cases > 12 mths	%	29.4	27.3	24.1	28.1	31.4	38.4	51.4	48.8	43.4
cases > 24 mths	%	13.8	9.3	5.4	12.7	13.5	11.8	23.6	19.3	31.0
District/county — appeal										
Pending caseload	no.	63	59	69	87	9	..	..	..	..
cases > 12 mths	%	4.8	10.2	24.6	16.1	—	..	..	..	..
cases > 24 mths	%	—	—	2.9	3.4	—	..	..	..	..
District/county — non-appeal										
Pending caseload	no.	6 720	6 189	4 465	3 282	3 521	..	..	..	..
cases > 12 mths	%	17.2	25.1	19.6	25.4	44.8	..	..	..	..
cases > 24 mths	%	4.4	8.2	3.8	8.9	19.9	..	..	..	..
Magistrates^{e, f, g}										
Pending caseload	no.	na	18 835	28 275	22 378	13 237	5 781	720	2 201	..
cases > 6 mths	%	na	28.0	49.8	38.7	42.9	41.8	40.8	39.7	..
cases > 12 mths	%	na	14.0	7.7	6.0	9.3	10.8	15.7	7.6	..
Family courts — appeal										
Pending caseload	no.	..	..	..	22	..	..	..	..	201
cases > 12 mths	%	..	..	..	27.3	..	..	..	..	23.9
cases > 24 mths	%	..	..	..	18.2	..	..	..	..	7.5
Family courts — non-appeal^h										
Pending caseload	no.	..	..	..	11 857	..	..	..	..	5 873
cases > 12 mths	%	..	..	..	38.5	..	..	..	..	27.8
cases > 24 mths	%	..	..	..	16.9	..	..	..	..	10.4
Federal Magistrates^h										
Pending caseload	no.	..	..	..	..	..	..	..	..	28 930
cases > 6 mths	%	..	..	..	..	..	..	..	..	26.8
cases > 12 mths	%	..	..	..	..	..	..	..	..	9.3
Coroners' courtsⁱ										
Pending caseload	no.	3 098	5 586	2 707	1 685	1 456	321	236	360	..
cases > 12 mths	%	38.1	46.3	23.2	33.7	29.7	29.6	27.5	19.7	..
cases > 24 mths	%	13.0	18.4	7.6	17.8	11.1	9.3	11.9	10.6	..

(Continued on next page)

Table 7.10 (Continued)

^a Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^b Higher refers to State and Territory supreme and district/county courts combined, and includes the Federal Court. ^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 During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^e Excludes children's courts. Pending and backlog data are not available for civil matters in the NSW Magistrates Courts. ^f Victorian Magistrates' Court civil data include a proportion of pending caseload from VCAT. ^g The number of civil cases lodged and pending as at 30 June 2010 in the Queensland Magistrates Courts has decreased due to the introduction of the Queensland Civil and Administrative Tribunal (QCAT) on 1 December 2009. During the period 1 December 2009 to 30 June 2010 there were 16 060 minor civil disputes lodged with QCAT. Previously these lodgments would have been included in the Magistrates Court Civil jurisdiction. In the Magistrates Courts outside the South East Queensland region, magistrates are still responsible for hearing these civil cases, in addition to other disputes lodged with QCAT, such as cases including guardianship, anti-discrimination and childrens' services, which are not within the scope of this Report. ^h The Family Court of Australia and the Federal Magistrates Court do not deem a matter as finalised even where there has been no court event for at least 12 months. Some matters may be affected by proceedings in other courts, for example, and although currently inactive they are included in the data for this indicator. The more complex and entrenched Family Law disputes commence with the Family Court so a higher proportion of its cases require more lengthy and intensive case management. ⁱ In 2009-10 the WA Coroners Court implemented a new reporting system utilising WA Coroners Court data stored in the National Coroners Information System which now includes WA State-wide data. **na** Not available. **..** Not applicable. **–** Nil or rounded to zero.

Source: Australian, State and Territory court authorities and departments (unpublished); table 7A.18.

Effectiveness — judicial officers

'Judicial officers' is an indicator of governments' achievement against the objective of providing services that are accessible to the community. This indicator relates access to the number of judicial officers available to deal with cases in relation to population size (box 7.11).

Box 7.11 Judicial officers

'Judicial officers' is an indicator that represents the availability of resources to provide services. Judicial officers are officers who can make enforceable orders of the court. For the purposes of this chapter, the definition of a judicial officer includes:

- judges
- associate judges
- magistrates
- masters
- coroners
- judicial registrars
- all other officers who, following argument and giving of evidence, make enforceable orders of the court.

The number of judicial officers is expressed in full time equivalent units and, where judicial officers have both judicial and non-judicial work, refers to the proportion of time allocated to judicial work.

The number of judicial officers is additionally 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.

Factors such as geographical dispersion, judicial workload and population density are also important to consider when comparing figures concerning judicial officers.

Data reported for this indicator are comparable.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011 .

The number of full time equivalent judicial officers for each court level is outlined in table 7.11. In all State and Territory jurisdictions with a three-tier system, there were more judicial officers in magistrates' courts than in district/county courts, and (apart from WA) more officers in the district/county courts than in the supreme courts. Table 7.12 shows the number of judicial officers per 100 000 people.

Table 7.11 Judicial officers, full time equivalent, 2009-10^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme/Federal	61.4	45.0	23.3	29.4	13.8	6.9	5.2	8.2	52.0	245.1
District/County	65.7	58.7	32.3	28.8	21.4	..	..	..	..	206.9
Magistrates ^c	114.0	125.5	71.4	46.0	35.6	11.4	6.7	13.4	..	424.0
Children's	20.1	8.0	7.6	5.6	4.3	0.8	1.4	1.1	..	48.8
Family courts ^d	..	..	..	14.6	..	..	..	..	35.4	50.0
Federal Magistrates ^e	..	..	..	..	..	..	..	..	59.3	59.3
Coroners' courts	5.0	9.0	6.4	2.0	2.0	0.6	0.2	1.6	..	26.8
Total^f	266.2	246.2	141.1	126.4	77.1	19.7	13.5	24.2	146.7	1 060.9

^a Totals may not add as a result of rounding. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c Data for Victoria include a proportion of judicial officers from VCAT. ^d Family Court of Australia figures include Family Court of Australia judges assigned to the Full Court Appeals division. ^e Includes Family Court of Australia services provided free of charge. ^f Excludes electronic infringement and enforcement systems as they do not have open court sittings and therefore do not require judicial officers. .. Not applicable. na Not available.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.20.

Table 7.12 Judicial officers, full time equivalent, per 100 000 people, 2009-10

	NSW ^a	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts ^b	Total ^c
Population ('000) ^d	7 191	5 496	4 473	2 270	1 634	505	355	228	..	22 155
<i>Judicial officers per 100 000 people</i>										
Supreme/Federal	0.9	0.8	0.5	1.3	0.8	1.4	1.5	3.6	0.2	1.1
District/County	0.9	1.1	0.7	1.3	1.3	..	..	..	..	0.9
Magistrates ^e	1.6	2.3	1.6	2.0	2.2	2.3	1.9	5.9	..	1.9
Children's	0.3	0.1	0.2	0.2	0.3	0.2	0.4	0.5	..	0.2
Family courts ^f	..	..	..	0.6	..	..	..	..	0.2	0.2
Federal Magistrates	..	..	..	..	..	..	..	..	0.3	0.3
Coroners' courts	0.1	0.2	0.1	0.1	0.1	0.1	0.1	0.7	..	0.1
Total^g	3.7	4.5	3.2	5.6	4.7	3.9	3.8	10.6	0.7	4.8

^a Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^b The Australian courts results have been derived using the total population figure for Australia. ^c Totals are derived by dividing the total number of judicial FTE at each court level by the Australian population (per 100 000). ^d Population total for Australia includes 'Other territories'. Population data for the financial year is the midpoint (31 December) estimate. ^e Victorian Magistrates' Court data include a proportion of judicial officers from VCAT. ^f Family Court of Australia figures include Family Court of Australia judges assigned to the Full Court Appeals division. ^g Excludes electronic infringement and enforcement systems as they do not have open court sittings and therefore do not require judicial officers. .. Not applicable. na Not available

Source: Australian, State and Territory court administration authorities and departments (unpublished).

Efficiency — attendance indicator

The ‘attendance indicator’ is an indicator of governments’ achievement against the objective of providing court administration services in an efficient manner (box 7.12). Court attendances act as a proxy for input costs. Attendance data can be difficult to collect. Due to system limitations, some jurisdictions supply data on listed hearings rather than actual attendances in court.

Box 7.12 Attendance indicator

The ‘attendance indicator’ is defined as the average number of attendances recorded (no matter when the attendance occurred) for those cases that were finalised during the year. The number of attendances is the number of times that parties or their representatives are required to be present in court to be heard by a judicial officer or mediator/arbitrator where binding orders can be made. The number includes appointments that are adjourned or rescheduled.

Fewer attendances may suggest a more efficient process. However, this should be balanced against the likelihood that the number of attendances will increase if rehabilitation or diversionary programs are used, or if intensive case management is used. Both of these paths 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); alternatively, it can narrow the issues for trial (thus shortening trial time and also reducing costs and the queuing time for other cases waiting for hearing).

Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

Attendance indicator results for criminal proceedings are reported in table 7.13.

Table 7.13 Attendance indicator — criminal, 2009-10^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT
<i>Average attendances per finalisation</i>								
Supreme ^{c, d}	na	1.7	2.8	2.8	4.0	6.2	6.7	6.9
District/County ^e	na	7.8	3.8	4.0	6.1	..	..	..
Magistrates' ^f	na	3.0	2.3	2.3	3.5	3.6	3.3	4.1
Children's	na	3.1	2.7	3.6	3.4	4.8	6.9	5.6

^a Excludes data for the electronic infringement and enforcement systems. ^b NSW data are not available. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Queensland attendance data do not include attendances for appeal cases. ^e Attendance data for WA are based on number of hearings listed, not the number which actually occurred. ^f Data for Victoria include a proportion of hearings from VCAT. **na** Not available. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.19.

Attendance indicator results for civil proceedings are reported in table 7.14.

Table 7.14 Attendance indicator — civil, 2009-10

	NSW ^a	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<i>Average attendances per finalisation</i>									
Supreme (excl. probate) ^{b, c} /Federal	na	1.0	1.5	2.3	4.0	na	4.8	5.6	3.8
District/county ^b	na	2.3	0.8	2.2	4.9	..	..	..	..
Magistrates ^{d, e}	na	0.9	0.7	0.7	0.8	0.3	1.5	1.0	..
Children's ^{e, f}	na	1.8	3.0	5.0	2.7	..	6.5	1.5	..
Family courts ^g	..	..	..	1.6	..	..	..	..	2.8
Federal Magistrates ^h	..	..	..	..	..	..	..	..	2.1
Coroners' courts	na	0.9	3.1	1.0	1.3	1.0	3.9	1.0	..

^a NSW data are not available. ^b Queensland's supreme and district courts data diverge from the national counting rules as follows: (i) multiple attendances are counted for multi-day court events (such as multi-day trials); (ii) attendances for unfinalised cases are included in the data; (iii) case-managed court events are not included in the data; and (iv) attendances for appeal cases are not included. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Victorian Magistrates' Court data include a proportion of hearings from VCAT. ^e ACT data are based on all listings for a case, including return of subpoenas, settlement and case management conferences. Multiple attendances are counted for a single event. ^f Queensland Children's Court data are based on a count of cases, not the number of children involved in the care and protection case. ^g Family Court of Australia data include all conference events that may have binding orders made. Data also contain events that may not require the attendance of parties (such as divorce hearings), however these are included as they form part of the lodgment and finalisation data. ^h Federal Magistrates Court attendance data exclude responses to applications. **na** Not available. **..** Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.19.

In the context of the attendance indicator, it is important to note that Alternative Dispute Resolution (ADR) can resolve some types of 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.

Efficiency — clearance indicator

The ‘clearance indicator’ is another indicator of governments’ achievement against the objective of providing court administration services in an efficient manner (box 7.13).

Box 7.13 Clearance indicator

The ‘clearance indicator’ is measured 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. It shows whether the volume of case finalisations has matched the number of case lodgments during the reporting period. It indicates whether a court’s pending caseload would have increased or decreased over that period.

The following can assist in interpretation of this indicator:

- a figure of 100 per cent indicates that, during the reporting period, the court finalised as many cases as were lodged, and the pending caseload should be similar to the pending caseload 12 months earlier
- a figure greater than 100 per cent indicates that, during the reporting period, the court finalised more cases than were lodged, and the pending caseload should have decreased
- a figure less than 100 per cent indicates that, during the reporting period, the court finalised fewer cases than were lodged, and the pending caseload should have increased.

The clearance indicator 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 indicator 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.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Lodgments are a reflection of demand for court services. Lodgments need not equal finalisations in any given year because not all matters lodged in a given year will be finalised in the same year. Consequently, results for this indicator need to be interpreted within the context of changes in the volumes of lodgments, finalisations

and pending caseloads over time. Clearance indicator data in 2009-10 are presented separately for the criminal and civil jurisdictions in tables 7.15 and 7.16. Where relevant, the clearance indicator data have been disaggregated between appeal and non-appeal matters.

Table 7.15 Clearance indicator — all criminal matters, 2009-10^a

	<i>unit</i>	<i>NSW^b</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
Supreme — appeal^c									
Lodgments	'000	0.41	0.56	0.35	0.34	0.25	0.02	0.10	0.03
Finalisations	'000	0.35	0.53	0.34	0.31	0.27	0.03	0.07	0.03
<i>Clearance rate</i>	%	86.7	95.7	98.6	92.6	109.2	131.8	68.6	73.5
Supreme — non-appeal^{c, d}									
Lodgments	'000	0.10	0.19	1.40	0.23	0.09	0.66	0.31	0.42
Finalisations	'000	0.12	0.20	1.30	0.23	0.09	0.62	0.27	0.40
<i>Clearance rate</i>	%	119.2	107.5	92.8	99.6	101.1	94.5	85.9	95.2
District/County — appeal^e									
Lodgments	'000	8.17	2.84	0.40	..	..	..	..	..
Finalisations	'000	8.19	2.48	0.49	..	..	..	..	..
<i>Clearance rate</i>	%	100.2	87.3	122.3	..	..	..	..	..
District/County — non-appeal^e									
Lodgments	'000	3.45	2.23	6.21	2.34	2.03	..	..	..
Finalisations	'000	3.52	2.25	6.00	2.55	2.05	..	..	..
<i>Clearance rate</i>	%	101.9	100.9	96.6	109.2	101.0	..	..	..
Magistrates'									
Lodgments	'000	187.92	160.44	202.97	104.02	52.64	21.32	5.70	12.59
Finalisations	'000	183.03	176.13	206.20	108.14	58.69	20.39	5.85	12.22
<i>Clearance rate</i>	%	97.4	109.8	101.6	104.0	111.5	95.6	102.7	97.0
Children's									
Lodgments	'000	16.76	22.92	12.22	10.79	6.48	2.32	0.62	1.30
Finalisations	'000	15.43	23.92	12.25	11.14	6.75	2.08	0.66	1.19
<i>Clearance rate</i>	%	92.0	104.4	100.2	103.3	104.3	89.8	105.6	91.0
Electronic infringement and enforcement systems^f									
Lodgments	'000	..	1226.67	620.34	266.16	197.74	..	..	..
Finalisations	'000	..	997.28	565.29	244.54	262.23	..	..	..
<i>Clearance rate</i>	%	..	81.3	91.1	91.9	132.6	..	..	..

^a Clearance indicator results are derived from finalisation and lodgment data presented in tables 7A.1 and 7A.5. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Queensland supreme and district courts data for the number of originating criminal lodgments are based on a count of the number of defendants who had an indictment presented in the financial year — it is not a count of the number of defendants committed to the supreme/district courts for trial or sentencing. ^e Appeals are not heard in the district courts in WA or SA, instead they are referred to the supreme courts in these states. ^f Data for the electronic infringement and enforcement systems include unpaid infringement notices but exclude unpaid court fines. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1, 7A.5, and 7A.21.

Table 7.16 Clearance indicator — all civil matters, 2009-10^a

	<i>unit</i>	<i>NSW^b</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>
Supreme/Federal — appeal^c										
Lodgments	'000	0.78	0.41	0.27	0.18	0.10	0.09	0.04	0.09	0.69
Finalisations	'000	0.75	0.33	0.25	0.17	0.11	0.10	0.04	0.08	0.76
<i>Clearance rate</i>	%	95.8	80.4	93.2	96.6	108.1	105.6	116.7	86.4	109.8
Supreme (excl probate)/Federal — non-appeal^c										
Lodgments	'000	10.21	6.83	7.31	3.00	1.18	0.82	0.86	0.16	2.95
Finalisations	'000	12.63	7.87	6.94	2.91	1.26	0.98	0.99	0.19	2.76
<i>Clearance rate</i>	%	123.7	115.3	94.9	97.1	106.7	119.7	115.9	119.3	93.5
District/County — appeal										
Lodgments	'000	0.19	0.13	0.10	0.12	0.03	..	..	..	..
Finalisations	'000	0.22	0.13	0.10	0.09	0.04	..	..	..	..
<i>Clearance rate</i>	%	117.1	96.9	99.0	80.0	128.1	..	..	..	..
District/County — non-appeal										
Lodgments	'000	8.09	6.06	5.31	4.10	2.76	..	..	..	..
Finalisations	'000	8.10	5.52	5.01	4.66	2.57	..	..	..	..
<i>Clearance rate</i>	%	100.2	91.2	94.2	113.8	93.2	..	..	..	..
Magistrates^d										
Lodgments	'000	182.60	166.00	65.45	51.83	25.35	9.57	3.30	6.69	..
Finalisations	'000	162.11	167.56	73.77	53.72	27.22	9.90	3.61	6.23	..
<i>Clearance rate</i>	%	88.8	100.9	112.7	103.6	107.4	103.4	109.4	93.1	..
Children's^{e, f}										
Lodgments	'000	8.93	5.24	3.53	1.63	1.28	0.46	0.16	0.39	..
Finalisations	'000	7.56	4.46	3.67	1.46	1.24	0.45	0.16	0.38	..
<i>Clearance rate</i>	%	84.7	85.1	103.9	89.7	96.7	97.0	99.4	97.4	..
Family — appeal										
Lodgments	'000	..	..	..	0.03	..	..	..	..	0.32
Finalisations	'000	..	..	..	0.02	..	..	..	..	0.35
<i>Clearance rate</i>	%	..	..	..	79.3	..	..	..	..	109.5
Family — non-appeal										
Lodgments	'000	..	..	..	14.98	..	..	..	..	19.03
Finalisations	'000	..	..	..	12.62	..	..	..	..	19.07
<i>Clearance rate</i>	%	..	..	..	84.2	..	..	..	..	100.2
Federal Magistrates										
Lodgments	'000	..	..	..	..	..	..	..	..	91.68
Finalisations	'000	..	..	..	..	..	..	..	..	89.10
<i>Clearance rate</i>	%	..	..	..	..	..	..	..	..	97.2
Coroners'										
Lodgments	'000	6.31	5.31	4.26	1.86	1.93	0.57	1.56	0.30	..
Finalisations	'000	6.12	5.57	3.75	1.93	2.08	0.56	1.57	0.44	..
<i>Clearance rate</i>	%	97.0	104.9	88.0	103.5	107.7	97.2	100.3	147.8	..

^a Clearance indicator results are derived from finalisation and lodgment data presented in tables 7A.2 and 7A.6. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d Victorian Magistrates' Court civil data include a proportion of lodgments and finalisations from VCAT. ^e NSW lodgment data for children in the civil court is based on a count of each child listed in all new applications for care and protection, not just the originating application. ^f Queensland children's courts data for civil cases are based on a count of cases, not the number of children involved in the care and protection case. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.2, 7A.6 and 7A.22.

All matters

Table 7.17 contains clearance indicator results for all court matters (both criminal and civil) in 2009-10, and combines appeal and non-appeal matters.

Table 7.17 Clearance indicator — all matters, 2009-10 (per cent)^a

	NSW ^b	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
Supreme/Federal^{c, d}									..
Criminal	93.1	98.7	93.9	95.4	107.1	95.7	81.6	93.6	..
Civil	121.7	113.3	94.9	97.1	106.8	118.3	115.9	107.6	96.6
<i>Total</i>	<i>120.5</i>	<i>111.9</i>	<i>94.7</i>	<i>96.8</i>	<i>106.8</i>	<i>108.6</i>	<i>105.1</i>	<i>98.6</i>	<i>96.6</i>
District/county									
Criminal	100.7	93.3	98.2	109.2	101.0	..	..	..	..
Civil	100.6	91.3	94.3	112.8	93.6	..	..	..	..
<i>Total</i>	<i>100.7</i>	<i>92.2</i>	<i>96.4</i>	<i>111.6</i>	<i>96.7</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>..</i>
Magistrates^e									
Criminal	97.4	109.8	101.6	104.0	111.5	95.6	102.7	97.0	..
Civil	88.8	100.9	112.7	103.6	107.4	103.4	109.4	93.1	..
<i>Total</i>	<i>93.2</i>	<i>105.3</i>	<i>104.3</i>	<i>103.8</i>	<i>110.2</i>	<i>98.1</i>	<i>105.2</i>	<i>95.7</i>	<i>..</i>
Children's^{f, g}									
Criminal	92.0	104.4	100.2	103.3	104.3	89.8	105.6	91.0	..
Civil ^g	84.7	85.1	103.9	89.7	96.7	97.0	99.4	97.4	..
<i>Total</i>	<i>89.5</i>	<i>100.8</i>	<i>101.0</i>	<i>101.6</i>	<i>103.1</i>	<i>91.0</i>	<i>104.3</i>	<i>92.4</i>	<i>..</i>
E– infringement and enforcement systems^h	..	81.3	91.1	91.9	132.6	..	..	..	..
Family courts	..	..	..	84.2	..	..	..	..	100.3
Federal Magistrates	..	..	..	..	..	..	..	..	97.2
Coroners' courts	97.0	104.9	88.0	103.5	107.7	97.2	100.3	147.8	..

^a Clearance indicator results are derived from finalisation and lodgment data presented in tables 7A.1-2 and 7A.5-6. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c Supreme courts data exclude probate matters. ^d During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^e Victorian Magistrates' Court civil data include a proportion of hearings from VCAT. ^f NSW lodgment data for children in the civil court are based on a count of each child listed in all new applications for care and protection, not just the originating application. ^g Queensland children's courts data for civil cases are based on a count of cases, not the number of children involved in the care and protection case. ^h Data for the electronic infringement and enforcement systems include unpaid infringement notices but exclude unpaid court fines. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1-2, 7A.5-6, and 7A.21-22.

Efficiency — cost per finalisation

‘Cost per finalisation’ is a third indicator of governments’ achievement against the objective of providing court administration services in an efficient manner (box 7.14). Cost is taken as the total net recurrent annual expenditure, excluding payroll tax. Net expenditure refers to expenditure minus income (where income is derived from court fees and other revenue but excludes revenue from fines).

Box 7.14 Cost per finalisation

‘Cost per finalisation’ is measured by dividing the total net recurrent expenditure within each court for the financial year by the total number of finalisations for the same period. This indicator is not a measure of the actual cost per case.

The following points need to be considered in interpreting the cost per finalisation indicator results:

- some finalisations take only a short time and require few resources, whereas other finalisations may be resource intensive and involve complicated trials and interlocutory decisions
- cases in the civil jurisdiction that have not been acted upon in the last 12 months are counted (deemed) as finalised (although some jurisdictions are unable to comply with this deeming rule)
- expenditure data may include arbitrary allocation between criminal and civil jurisdictions
- net expenditure is calculated by deducting income (court fees) from total expenditure, noting that in some jurisdictions court fees are set by government rather than by court administrators
- a number of factors are beyond the control of jurisdictions, such as geographic dispersion, economies of scale and socioeconomic factors
- efficiency results need to be viewed in light of the performance indicator framework as a whole, because there can be trade-offs between efficiency on the one hand and equity, effectiveness and quality, on the other.

Data reported for this indicator are not directly comparable.

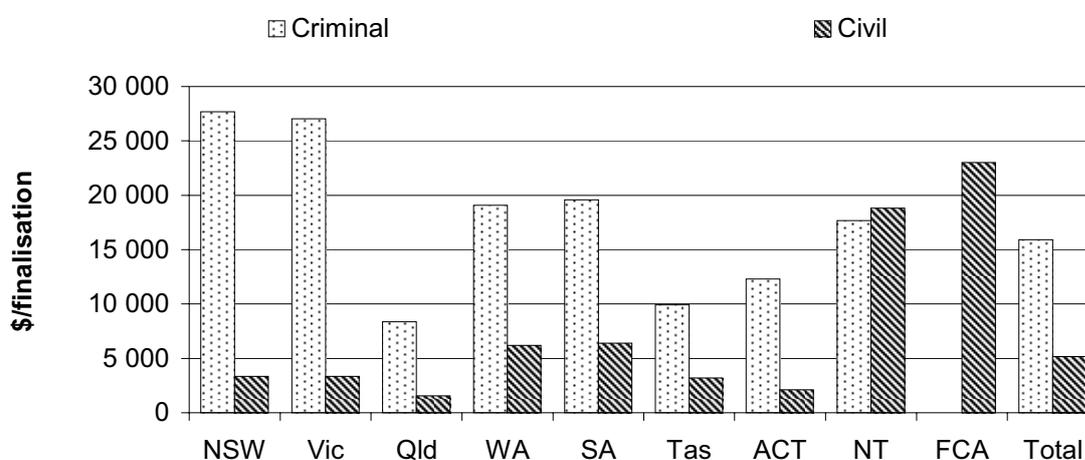
Data quality information for this indicator is under development.

In general, the net recurrent expenditure per finalisation results for civil courts will be lower than criminal courts, because, with the exception of electronic infringement and enforcements systems, relatively little income is generated by the criminal court system (table 7A.11). Civil court fee structures can also impact on cost per finalisation results (table 7A.15).

Net expenditure per finalisation for the supreme courts and the Federal Court of Australia

Nationally, in 2009-10, total net expenditure per finalisation in the criminal jurisdiction of supreme courts was generally greater than the total net expenditure per finalisation for the civil jurisdiction, including the Federal Court — the Federal Court has no criminal jurisdiction (figure 7.4).

Figure 7.4 Net recurrent expenditure per finalisation, supreme courts and the Federal Court of Australia, 2009-10^{a, b, c, d, e}



FCA = Federal Court of Australia

^a Excludes payroll tax. ^b Supreme courts data for the civil jurisdiction exclude uncontested probate matters. ^c During 2009-10, the Supreme Court of Victoria implemented a new Case Management system and associated Courts Data Warehouse. This has required changes to work practices in registries and judges' chambers and introduced new systems and opportunities for data analysis. ^d The Federal Court does not operate in the criminal jurisdiction. ^e Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data.

Source: State and Territory court administration authorities and departments and the Federal Court of Australia (unpublished); tables 7A.23–24.

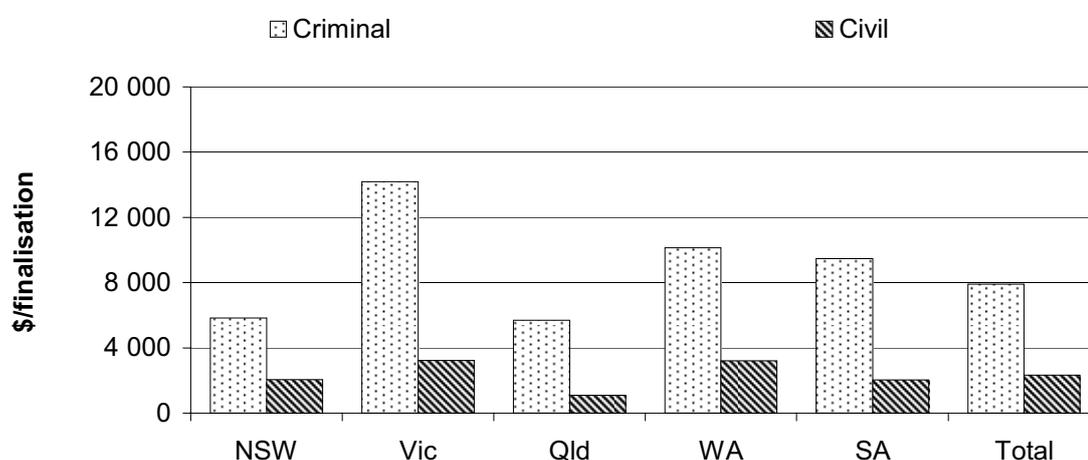
Tasmania, the ACT and the NT have a broader range of matters that are heard in their supreme courts as none of these jurisdictions have district/county courts. The difference in scope of supreme court work (box 7.1) should be considered when making comparisons between states and territories.

Net expenditure per finalisation for district/county courts

In 2009-10, total net expenditure per finalisation in the criminal jurisdiction of district/county courts was about three times that in the civil jurisdiction (figure 7.5). This trend was similar across all states and territories, and is consistent over time (tables 7A.23–24).

Tasmania, the ACT, the NT and the Australian Government do not operate district/county courts.

Figure 7.5 Net recurrent expenditure per finalisation, district/county courts, 2009-10^{a, b, c}



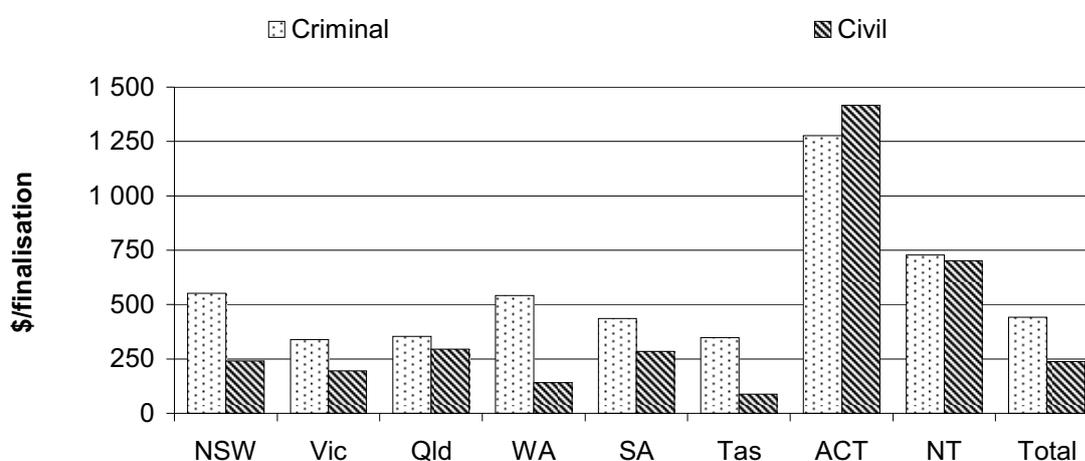
^a Excludes payroll tax. ^b In Queensland, some children's courts criminal matters are heard in the District Court but in this Report are included with children's courts data. ^c Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23-24.

Net expenditure per finalisation for magistrates' courts (including children's courts)

Nationally for magistrates' courts, net expenditure per criminal finalisation was greater than net expenditure per civil finalisation. This was also the case across most states and territories (figure 7.6).

Figure 7.6 Net recurrent expenditure per finalisation, total magistrates' courts (including magistrates' and children's courts), 2009-10^{a, b, c, d}



^a Excludes payroll tax. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from VCAT. ^d Queensland children's courts data for civil cases are based on a count of cases, not the number of children involved in each care and protection case.

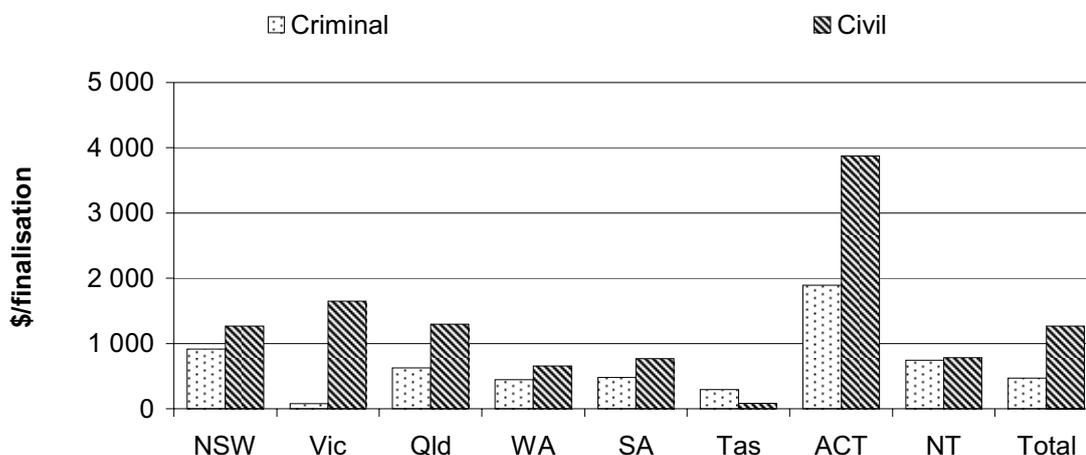
Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23-24.

Net expenditure per finalisation for children's courts

Net expenditure per finalisation for children's courts varies across states and territories, particularly for civil matters, but also for criminal matters (figure 7.7). The majority of matters heard in the civil jurisdiction of children's courts are care and protection orders. However, some jurisdictions will also hear matters such as applications for intervention orders. In Tasmania, child protection matters are lodged in the criminal registry as urgent.

Nationally, and in most states and territories, net recurrent expenditure per finalisation is higher in the civil jurisdiction.

Figure 7.7 **Net recurrent expenditure per finalisation, children's courts, 2009-10^{a, b, c, d}**



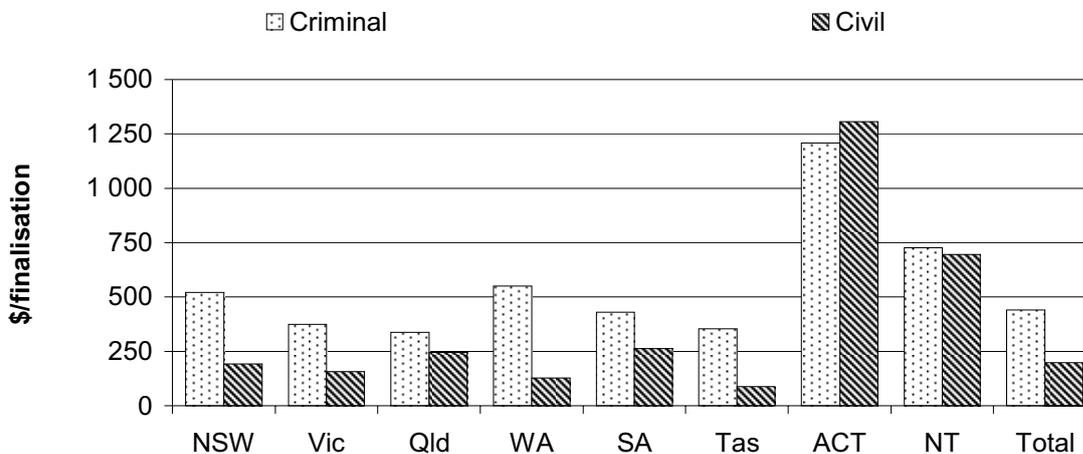
^a Excludes payroll tax. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c In Victoria, children's criminal cases that are not heard in the Melbourne Children's Court are heard in the magistrates' court in regional areas. The expenditure related to those cases cannot be separately identified, and is included with the expenditure for the magistrates' court. However, the quantity of those cases is known, and the finalisations are included with children's court data. ^d Queensland children's courts data for civil cases are based on a count of cases, not the number of children involved in the care and protection case.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23-24.

Net expenditure per finalisation for magistrates' courts only

Net expenditure per criminal and civil finalisation for magistrates' courts only, excluding children's courts and electronic infringement and enforcement systems for 2009-10, is presented in figure 7.8. Nationally, and in most states and territories, net recurrent expenditure per finalisation is higher in the criminal jurisdiction.

Figure 7.8 Net recurrent expenditure per finalisation, magistrates' courts only (excluding children's courts), 2009-10^{a, b, c, d}



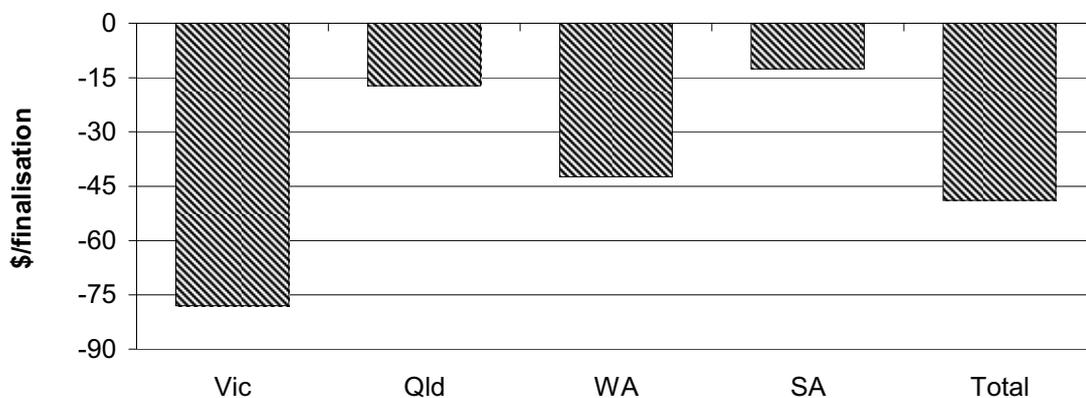
^a Excludes payroll tax. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c In Victoria, children's criminal cases that are not heard in the Melbourne Children's Court are heard in the magistrates' court in regional areas. The expenditure related to those cases cannot be separately identified, and is included with the expenditure for the magistrates' court. However, the quantity of those cases is known, and the finalisations are included with children's court data. ^d Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from VCAT.

Source: State and Territory court administration departments (unpublished); tables 7A.23-24.

Net expenditure per finalisation for electronic infringement and enforcement systems

All electronic infringement and enforcement systems in 2009-10 had income (excluding fines) that outweighed any associated expenditure (figure 7.9).

Figure 7.9 **Net recurrent expenditure per finalisation, electronic infringement and enforcement systems, 2009-10^{a, b}**



^a 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 7A.23.

The analysis of magistrates' courts efficiency in figures 7.6 and 7.8 excludes electronic infringement and enforcement systems expenditure and finalisations. Box 7.15 shows the impact of including electronic infringement and enforcement systems within the efficiency results of the magistrates' courts.

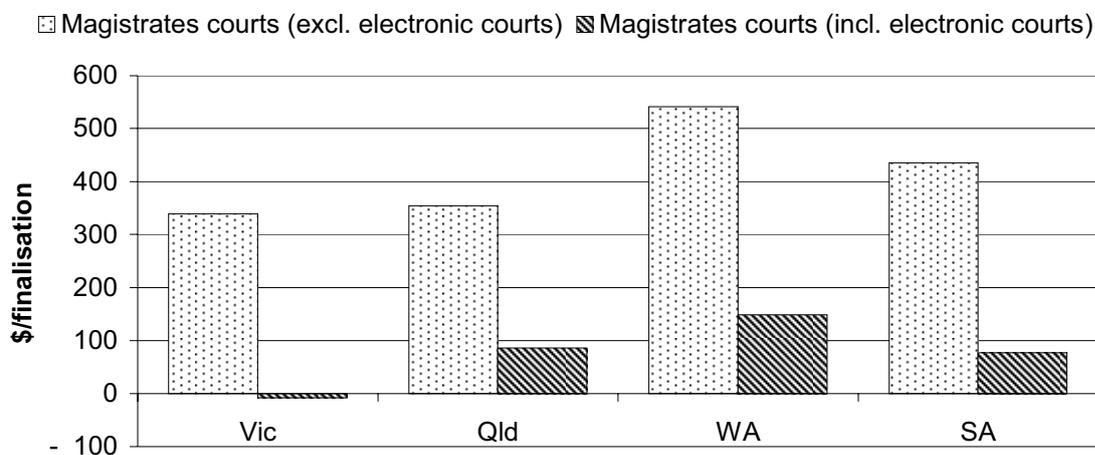
Box 7.15 The impact of the electronic infringement and enforcement systems on the cost per criminal finalisation for magistrates' courts

All State, Territory and Australian governments operate tribunals and specialist jurisdiction courts, partly to reduce the workload on courts such as 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 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' courts (including children's courts) efficiency results reported in figure 7.6.

The impact is a reduction in net recurrent expenditure per criminal finalisation for magistrates' courts in all four jurisdictions (assuming all of the matters processed by the electronic infringement and enforcement systems would otherwise have been dealt with in the magistrates' courts). The magnitude of the reductions under this assumption is shown in the figure below and table 7A.23. In Victoria the result is net income of \$8 per finalisation.



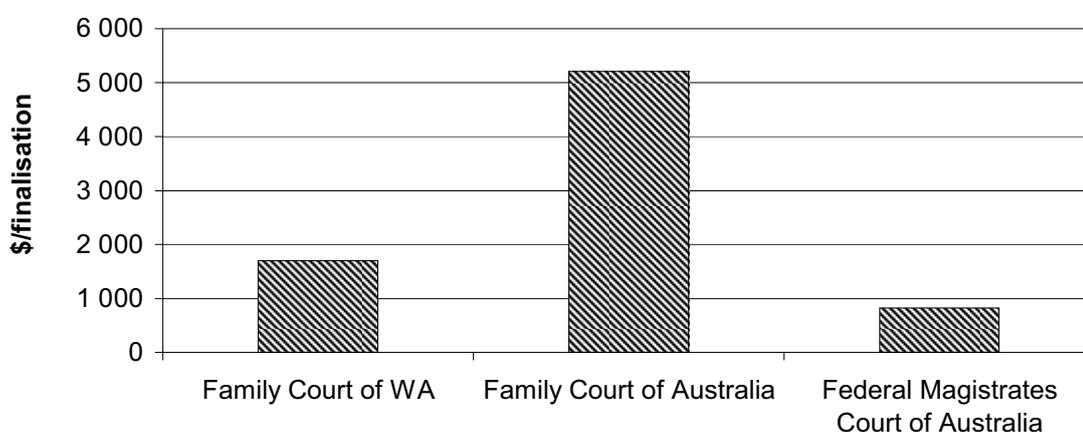
Source: State and Territory court administration authorities and departments (unpublished); table 7A.23.

Although NSW, Tasmania, the ACT and the NT do not operate electronic infringement and enforcement systems that fall under the jurisdiction of magistrates' courts, they have bodies (such as the NSW State Debt Recovery Office, the Monetary Penalties Enforcement Service in Tasmania, the Motor Vehicle Registry in the ACT, and the Fines Recovery Unit in the NT) that process unpaid infringement notices and may have a similar impact in reducing the workload of their magistrates' courts.

Net expenditure per finalisation for family courts and the Federal Magistrates Court of Australia

The Family Court of Australia, Family Court of WA and the Federal Magistrates Court are responsible for determining matters related to family law and child support, but each court has a different focus, breadth and complexity of work, which contribute to the differences in net recurrent expenditure per finalisation results presented in figure 7.10.

Figure 7.10 Net recurrent expenditure per finalisation, family courts and the Federal Magistrates Court of Australia, 2009-10^{a, b}



^a 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. Some bankruptcy and immigration matters filed with the Federal Magistrates Court are delegated to be dealt with by Federal Court registrars. The Federal Magistrates Court fully funds the Federal Court, through cash payments, to undertake this work on its behalf. Those matters finalised by the Federal Court registrars are appropriately counted as part of the Federal Magistrates Court matters as they form part of the Federal Magistrates Court's filings and expenditure and therefore contribute to the cost per finalisation. ^b Discounted (estimate) for resources and services (work of court staff and accommodation) provided free of charge to the Federal Magistrates Court in accordance with the Federal Magistrates Act 1999 and appropriations transferred to the Federal Magistrates Court (shown as expenditure in Family Court of Australia annual report) arising as a result of delays in the 'Federal Courts Restructure'. In addition, the Family Court of Australia provides further shared services, including IT services, accommodation, work of court staff and depreciation and amortisation that cannot be quantified and as such no additional discount could be applied. This will cause an overestimate for the Family Court of Australia data (and an underestimate for the Federal Magistrates Court data).

Source: Australian and state court administration authorities and departments (unpublished); table 7A.24.

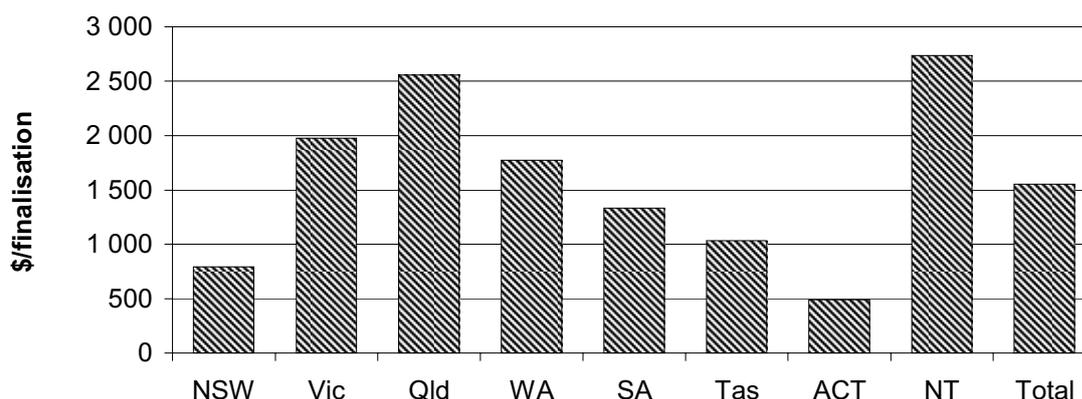
The establishment of the Federal Magistrates Court in 2000 has had implications for the finalisations and expenditure reported for the Family Court of Australia, because the Federal Magistrates Court now deals with some of the matters previously managed by the Family Court of Australia. For example, before the establishment of the Federal Magistrates Court, all divorce applications (other than those lodged in

the Family Court of WA) were lodged in the Family Court of Australia; now (aside from those lodged in the Family Court of WA) almost all divorce applications are lodged in the Federal Magistrates Court. In general federal law, the Federal Magistrates Court also deals with the less complex administrative law, bankruptcy law, discrimination, workplace relations and consumer protection law matters that were previously dealt with in the Federal Court of Australia.

Net expenditure per reported death and fire for coroners' courts

Nationally, expenditure per reported death and fire in coroners' courts (excluding costs associated with autopsy, forensic science, pathology tests and body conveyancing fees) was approximately \$1558 in 2009-10 (figure 7.11).

Figure 7.11 Net recurrent expenditure per finalisation, coroners' courts, 2009-10^{a, b, c, d, e}



^a Excludes payroll tax. ^b Extraction and validation of data from the NSW Justicelink database is still in development. Data provided for 2009-10 include actual and estimated data. ^c Data for NSW, Victoria and the ACT include reported fires. ^d Expenditure data for the Queensland Coroners' Court and the Victorian Coroners' Court include the full costs of government assisted burials/cremations, legal fees incurred in briefing counsel assisting for inquests and costs of preparing matters for inquest, including the costs of obtaining independent expert reports. ^e Excludes expenditure for autopsy, forensic science, pathology tests and body conveyancing fees.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.24.

As there are differences across jurisdictions in the way that autopsy and chemical analysis costs are managed, their inclusion in recurrent expenditure can lead to large variations in the net expenditure reported per finalisation. To improve consistency, these costs are excluded from net recurrent expenditure for coroners' courts in this Report. These costs are separately identified in Table 7A.10.

Data for NSW, Victoria, Tasmania and the ACT include fires reported to the coroner. Fires are not reported to the coroner in other jurisdictions. Care needs to be taken when making comparisons across the states and territories.

Outcomes

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

No outcome indicators for court administration are currently reported. It is noted, however, that the activities of court administrators lead to broader outcomes within the overall justice system that are not readily addressed in this service-specific chapter. The Steering Committee has identified outcome indicators as an important element of the performance indicator framework to develop for future reports.

7.4 Future directions in performance reporting

Improving data quality

Differences across states and territories in the jurisdiction of courts, and in the allocation of cases between courts, affect the comparability of equity, efficiency and effectiveness data. The different methods undertaken to collect the data can also have an impact on data consistency and quality.

The Review, through the Court Administration Working Group (CAWG), the Courts Practitioner Group (CPG) and the Courts Finance Group (CFG), seeks to continuously improve data quality. Some of the activities and processes by which this is done include:

- assessing and implementing recommendations associated with the *ABS Courts Administration Data Collection National Report* on lodgments and finalisations
- clearly defining issues pertaining to the scope of the data collection and reporting within the chapter
- assessing the most appropriate way in which to collect and publish data
- amending data definitions
- improving data verification and data quality.

At a broader level, the CAWG is monitoring studies by the Australasian Institute of Judicial Administration (AIJA) of the quality and performance of court systems

worldwide. The AIJA is a research and educational institute funded by the Standing Committee of Attorneys-General and also from subscription income from its membership. An AIJA seminar was held in July 2009, attended by Chief Justices, other members of the judiciary, and court administrators, to discuss the Court Administration chapter and ways in which performance indicators might be improved. In late 2009 a working group, funded by AIJA, was established to investigate how performance indicators might be made more relevant and informative. Outcomes from this group are likely to be known some time in 2011 and the CAWG is maintaining an interest in their progress.

Proposed restructure of federal courts

The Australian Government Attorney-General has announced a proposal to restructure federal courts to more effectively deliver legal and justice services to the community. If a restructure occurs there may be an impact on the future performance reporting for federal courts in this chapter.

Outcomes from review of Report on Government Services

COAG endorsed recommendations of a review of the Report in December 2009. Those recommendations implemented during 2010 are reflected in this Report.

Further recommendations will be reflected in future Reports, including implementation of Independent Reference Group and Steering Committee recommendations arising from the 'Review of the general performance indicator framework' and the 'Review of the performance indicators and their associated measures'. The 2012 Report and later editions will continue:

- lengthening time series data in attachment tables
- developing data quality information documents for performance indicators
- developing mini-case studies.

7.5 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

New South Wales Government comments

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NSW continues to improve performance. The NSW Supreme Court has reduced the percentage of its criminal appeal cases older than 12 months, and the percentage of its civil appeal cases older than 12 months (reaching its lowest level in five years). The District Court reduced its criminal non-appeal backlog for the fifth year in a row and for the third year in a row reduced its criminal appeal backlog. That court now has no civil appeal cases older than 24 months, and has reduced its civil non-appeal backlog to the lowest since ROGS reporting commenced.

The Local Court (Magistrates court) and Children’s Court both performed well, reducing their backlogs of criminal cases older than 6 months, despite a 1 per cent increase in criminal lodgments in the Local Court and a 10 per cent increase in the Children’s Court. NSW courts also continue to improve efficiency with clearance rates increasing in 2009-10 for Supreme Court civil cases, and for District Court criminal cases and civil cases. Each of these jurisdictions have clearance rates above 100 per cent, with the Supreme Court having a civil clearance rate above 100 per cent every year for the past five years.

Justicelink is one of the first integrated, multi-jurisdictional case management systems in the common law world. JusticeLink was rolled out to all NSW criminal court locations in November 2009. The rollout for civil cases in the Supreme, District and Local Courts was completed in June 2010. JusticeLink is also being used by law firms to ‘e-file’ motions and evidence, enabling the parties in litigation to access information more easily. The e-filing system became available in the District and Local Courts in May 2010.

The promotion of alternative dispute resolution has continued in NSW. NSW Community Justice Centres provide free mediation and conflict management services to help people resolve their disputes outside of court. In 2009-10, these centres handled almost 5000 disputes (up from 3000 in 2008-09) and conducted a total of 1725 mediations (up from 1612 in 2008-09). In 2009-10, 81 percent of these mediations ended in agreement (up from 79 per cent in 2008-09).

The Children’s Court is introducing a range of alternative dispute resolution measures enabling more care and protection cases to be resolved outside of court. This will give children and families more involvement in the decision-making process, and will spare many vulnerable children and families the trauma of a court hearing. As part of the increased focus on the role of alternative dispute resolution, all Children’s Registrars will be trained in mediation.

Video conferencing has now been installed at over 200 courts, prisons, juvenile justice centres and Legal Aid offices across the state. In 2009-10 there were over 56 000 court sessions using the technology, saving the taxpayer about \$10 million.

NSW is committed to identifying further areas for improvement, and continuing to innovate to meet the changing needs of our clients.

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Victorian Government comments

“ In the reporting year, the Supreme Court of Victoria introduced a new court data collection system. It differs from the system applied in 2007-2008 and 2008-2009. The figures will become consistent by the 2010-2011 year. In criminal non-appeals and appeals and civil appeals there are discrepancies in the counting that may be clarified in 2010-2011 under the new system. In criminal non-appeals two factors affect the figures:

- the inclusion of long, older trials delayed due to extradition proceedings and related matters; and
- an unusually high number of retrials following appeals and which are counted as ongoing when remitted for retrial. The figures for civil appeals include both criminal and civil appeals from the Magistrates' Court to a single judge, and are not confined to the Court of Appeal. Further, the counting of criminal appeals in the Court of Appeal commences from the date the proceeding is filed as distinct from when the final notice of appeal is filed.

The County Court maintained a clearance rate in the criminal jurisdiction above 100 per cent for the second year in a row, enabling a reduction in the number of pending cases in each of the last three years. There has been a significant improvement in the case management of sexual offence cases in response to the sexual assault legislative reforms in Victoria, which mandate timelines for the conduct of sexual assault cases involving children and adults with cognitive impairment. Initiations, finalisations and duration of trials all increased in the latest year, demanding an increase in the number of attendances by more than 10,200 over the previous year. The Court continues to address delays in the criminal list with initiatives such as the Circuit Review aimed at addressing the backlog in circuit locations. The number of cases pending for more than 12 months has decreased due to a concerted focus upon those cases.

In the Civil Jurisdiction, initiations have increased by 26 per cent since 2005-06. This increase is mainly in the Commercial List which can be attributed to the removal of the monetary jurisdictional limit as from 1 January 2007. Finalisations have been constant over the last 3 financial years, with approximately 5 500 cases. This has slightly increased our pending figures over the same period.

The growth of workload for the Magistrates' Court of Victoria has most markedly been in the Court's Family Violence Division. From 2006-06 the cumulative growth in Family Violence matters has been 21 per cent. Compounding factors such as population growth, the impact of previous economic downturns and an increased policing focus have contributed to this workload growth. Other influences include volume increases, case complexity and an increase in activities and time expenditure, all of which may constrain the court's ability to finalise more cases in the future. The clearance rate of criminal matters remains at very high levels, accompanied by a reduction in pending matters. This has been achieved through a number of new initiatives including listing reforms.”

Queensland Government comments

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- The Queensland Civil and Administrative Tribunal (QCAT) commenced on 1 December 2009, combining 18 tribunals and 23 jurisdictions. Outside of the South East Queensland region, Magistrates are responsible for hearing QCAT matters such as minor civil disputes, guardianship, anti-discrimination and children services matters. QCAT in its first seven months recorded a 37 per cent growth in applications received by the relevant individual tribunals over the same period in 2008-09.
- On 13 April 2010, *the Civil and Criminal Jurisdiction Reform and Modernisation Amendment Bill 2010* (the Bill) was tabled in Parliament. This Bill contained the first stage of legislation in response to the report by the Honourable Martin Moynihan AO QC for a more efficient and effective civil and criminal justice system in Queensland.
- In 2009-10, the Supreme, District and Magistrates Courts recorded a combined average clearance rate of more than 100 per cent. The combined clearance rate for criminal matters was 101.4% while the civil clearance rate was 109.7 per cent.
- The eTrial initiative has continued to provide an online technology solution reducing trial time and costs by establishing a more efficient way to manage documentary evidence electronically. In 2009-10, a number of complex and lengthy eTrials were supported including three criminal trials and two matters before the Appeal division of the Supreme Court. To allow further promotion and uptake of the eTrials solution, a Court Registrar has been appointed to work with parties and the legal profession. An independent assessment from the Queensland University of Technology Law School identified a reduction in the length of trials of up to 20 per cent.
- The State Penalties Enforcement Registry (SPER) implemented the redevelopment of instalment plans which has led to an increase in the volume of payments and a more efficient collection of debts by SPER
- SPER also expanded the use of driver licence suspension as an enforcement option to include non motor vehicle offences. From 1 January 2010 SPER also commenced the trialling of vehicle immobilisation and seizure and sale, targeting recalcitrant debtors who owe more than \$5000 in unpaid fines.
- The 17th Murri Court was commissioned and the Mornington Island Restorative Justice (MIRJ) Project continued working with the remote Indigenous community of Mornington Island to develop and implement a peacemaking service that respects and is consistent with Indigenous culture while conforming to the requirements of the Queensland justice system.

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Western Australian Government comments

“ In 2009-2010, Western Australian courts focused on enhanced access to justice, streamlining court services through the use of technology and online services and continued to improve processes to ensure delays in time to trial and pending caseloads are reduced where possible.

- In the Supreme Court the number of lodgments has increased for civil and appeal divisions. Continuing case management initiatives have maintained the positive clearance index. The increase in the civil backlog has been mainly due to possession of property matters. Criminal pending matters have been significantly reduced, with the lowest result for the past four financial years.
- The District Court continued to benefit from the criminal listing project and maintained its lowest criminal time to trial at about 23 weeks. However, with median delay to a criminal trial in country circuit locations being at approximately forty weeks, a review commenced aimed at reducing this delay and included an assessment of the readiness of cases proceeding to trial and the utilisation of resources and facilities available in the circuit courts. The Court's civil workload has increased 30 per cent over the past two years.
- The Family Court received additional commonwealth funding to allow the appointment of an acting Magistrate for 2009-10 to assist by primarily hearing trials that would otherwise have been heard by a Judge in order to reduce the increasing delays to trial.
- Magistrates Court experienced a 30 per cent increase in criminal lodgments over the last five years, with significant increases mainly in theft, public order and traffic offences. Despite the increase, the clearance rate has been maintained consistently through improvement of listing practices and increased use of audio visual equipment in all departmental courts.
- In November 2009, the Children's Court launched its first website to provide information for court users and also access to Children's Court forms for both the criminal and protection and care jurisdiction. The Court, in collaboration with the Department for Child Protection and Legal Aid, has implemented the "Signs of Safety" mediation process with the means to bring together parents, children and professionals to mediate and devise child safety plans.
- From March 2010 divorce applications could be filed electronically and tracked in the Family Courts case management system. As a result parties and lawyers now do more business online and monitor the progress of their applications.
- The Government has provided funding to expand access to justice services to an increasing population in regional areas. The funding will be used to develop new courthouses in Kalgoorlie, Kununurra and Carnarvon.

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South Australian Government comments

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- In 2009-10, total criminal non appeal lodgments in the District Court were 2 031 which was a marginal decline (1 per cent) from 2008-09 (2 075).
- Total finalisations for non appeal criminal matters in the District Court increased by 13.4 per cent in 2009-10 (2 051) relative to 2008-09 (1 768). The increase in finalisations is attributed to the allocation of resources for two additional criminal courtrooms which came on line in September 2009, and two additional judges.
- In July 2009, Government increased Court fees by 20 per cent above CPI. This has impacted on revenue collected.
- The Courts Administration Authority continues to pursue the use of Audio Visual (AVL) links in courtrooms, both to provide vulnerable witness facilities and to reduce the number of defendants transported to court from correctional institutions. In 2009-10 Correctional Services made AVL available from Yatala Prison which expanded the potential use of AVL. Courts are now using AVL on average approximately 150 per month.
- Approximately 65 per cent of the State's courtrooms have been upgraded with digital audio recording units. Work has commenced on optimising the use of this technology by pursuing the introduction of remote and concurrent monitoring of civil proceedings for transcript production purposes.
- In March 2010, the Supreme Court Civil Registry was co-located with the District Court and Environment, Resources and Development Court registries, providing one-stop registry services to court users. The move included upgraded public counter facilities and improved management of telephone and personal enquiry services to reduce waiting times.
- In July 2009, the offence of driving an unregistered and uninsured vehicle was made expiable. This has removed approximately 9,000 matters from the Magistrates and Children's Courts and is a key reason for the reduction in the number of lodgments. This has also had an effect on the number of attendances per finalisation, as a large number of minor matters have been removed from the list, leaving more complex matters which require more appearances.
- In 2010 the Magistrates Court adopted an electronic diary system for court listings. This system is a vast improvement on the old paper diaries and trial booking process.
- An evaluation of the modified committal process in the Adelaide Magistrates Court concluded that this process had saved trial time. Committal conferencing continues to be offered in the Adelaide Magistrates Court

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Tasmanian Government comments

“ The financial year 2009-10 has been a year of consolidation for the Tasmanian Courts.

The impact of the changes introduced in February 2008 to the committal process for defendants charged with indictable offences was confirmed in 2009-10. The total time between charge in the Magistrates Court and disposition in the Supreme Court has reduced. The number and amount of time spent on committal hearings (which are now dealt with as preliminary proceedings) in the Magistrates Court has reduced significantly. The once off increase in lodgments in the Supreme Court arising from this change appears to have settled with lodgments decreasing by 15 per cent in 2009-10.

The Magistrates Court completed the implementation of a new Civil Case Management System in 2010. This system has provided the Court with access to a richer set of performance information. One relevant fact is that over 90 per cent of claims lodged with the Magistrates Court are finalised without any involvement of the Court; explaining in part the low cost per finalisation.

The Court and Government are continuing to monitor the size and age of the pending criminal caseload in the Magistrates Court. In March 2010 an additional Magistrate was appointed to serve on Tasmania’s North West Coast to improve the Court’s capacity to deal with matters in a timely manner.

The Youth Justice Division (Children’s Court) is one area of on-going concern for the Magistrates Court and Tasmanian Government. Lodgments have increased by over 35 per cent over the past four years. The Government has announced that there will be a twelve month trial of a dedicated Magistrate for youth justice matters in 2011.

Tasmanian Courts continue to report one of the lowest net recurrent expenditures per finalisation for all courts in Australia.

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Australian Capital Territory Government comments

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The ACT Courts showed an overall improvement in clearance rates. Indeed in the Supreme, Magistrates and Children’s Courts more cases were finalised than lodged. There was a general decline in the number of civil and criminal lodgments across the Supreme Court and the Magistrates Court in the reporting period with the exception of Court of Appeal matters.

The cost per finalisation in the Supreme Court was less this year while the Magistrates Court finalisation costs slightly increased. As a small jurisdiction, where many of the costs of providing court services are fixed, any change in lodgment numbers has a greater effect on the cost per case than is the case in a larger jurisdiction.

The Supreme Court met the backlog benchmark of 0 per cent lodgments over 24 months for civil appeal matters while criminal cases older than 12 months and 24 months continued to increase. In recognition of the increasing backlog in the Supreme Court, the Chief Justice and the Attorney General established a working group in September 2009 to look at the issues affecting the court’s ability to deal with the volume of cases coming before it. This work resulted in resources being provided to refurbish two Magistrates Court hearing rooms to serve as a third jury trial court and jury deliberation room for the Supreme Court allowing more jury trials to proceed. Provision was also made for additional judicial resources on an interim basis to allow the Supreme Court to tackle the existing backlog of cases.

The ACT is continuing to look at ways to enhance the administration of justice in the Territory. These include:

- A review of case management including listing practices in the Supreme Court to be undertaken in 2010-2011.
- The amendment of the Court Procedures Rules 2006 to extend the powers of the Registrars and Deputy Registrars in relation to making interim protection orders under the *Domestic Violence and Protection Orders Act 2008*, allowing more efficient use of the Magistrates Court judicial resources.
- The Ngambra Circle Sentencing Court, a culturally sensitive and specialist sentencing process for eligible Aboriginal and Torres Strait Islander defendants, has recently been expanded to include young people. Work is underway to ensure that adequate structures and systems are in place to support the program.
- A Fine Enforcement Unit was established in the Magistrates Court to administer court imposed fines. This follows the passing of legislation in June 2010 to allow the Territory to more effectively recoup court imposed fines by providing a number of new enforcement options as well as the introduction of a number of new steps between defaulting on a fine and discharging that debt by way of imprisonment.

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Northern Territory Government comments

“ Northern Territory courts continued to have a high workload in the criminal jurisdiction. The workload within the criminal jurisdiction of the Supreme Court increased by 11 per cent from 2008-09 (32 per cent since 2004-05), with the number of jury days increasing by 27 per cent from 2008-09. The Supreme Court’s civil jurisdiction workload has reduced (lodgments decreased by 10 per cent from 2008-09), due to new procedures being adopted designed to promote resolution of disputes informally and prior to commencement of proceedings.

The Supreme Court produced an updated instructional DVD for jurors and designed and developed a new juror database. The Supreme Court also introduced the capacity to video record evidence from the witness box inside the courtroom, thereby reducing the need for vulnerable witnesses to repeat their evidence in the case of a re-trial or mis-trial.

Lodgments at the Magistrates Court decreased slightly from 2008-09 (by 3 per cent) but were still 20 per cent higher than in 2004-05. In response to the increases, two additional stipendiary magistrates were appointed, increasing the number of positions to 14 across the Northern Territory, with the number of magistrates at Alice Springs increasing to four.

Numerous infrastructure works were completed at Magistrates Courts throughout the Northern Territory including renovations at the Darwin Magistrates Court to accommodate witnesses and legal aid agencies, construction of additional Judges and Magistrates chambers, holding cells, interview rooms and facilities for vulnerable witnesses at the Alice Springs courthouse. Facilities were also upgraded at Tennant Creek and Nhulunbuy while closed circuit television security was installed at the Katherine courthouse. Work commenced on the installation of enhanced security facilities at both the Darwin and Alice Springs courts.

The Community Court continued to expand under the ‘Closing the Gap Generational Plan of Action’ and by the end of 2009-10 the Court had sat in a total of 11 Northern Territory centres. The Alcohol Court and CREDIT Court programs continued to grow with a 16 per cent increase in referrals from 2008-09.

During the year the Chief Justice announced his retirement while the former Chief Magistrate was appointed to the Supreme Court. New heads of jurisdiction commenced early in 2010-11.

A Court Education and Liaison Officer was appointed while, in partnership with Western Australia and South Australia, the Cross Border Justice Scheme commenced on 1 December 2009. Cross Border Magistrates and Registrars were appointed and sworn in to deal with matters across all three jurisdictions.

For 2010-11 the Northern Territory Government’s proposed alcohol reforms, which are aimed at reducing the number of assaults and domestic violence incidents across the Territory, are likely to have a significant impact on the workloads of the courts. ”

7.6 Definitions of key terms and indicators

Active pending population	A lodgment that is yet to be finalised but is part of the active 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.
Extraordinary driver's licence	An extraordinary licence is a licence granted at the discretion of the court. It authorises the holder to drive in certain circumstances even though the holder's normal driver's licence has been suspended.
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 recurrent information technology costs and court administration contributions towards the running costs of non-government operated libraries. Any costs recovered through borrowing and photocopy fees by court operated libraries are subtracted from expenditure.
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	<i>Coronial matters:</i> Deaths and fires reported to the coroner in each jurisdiction, including all reported deaths and fires regardless of whether the coroner held an inquest or inquiry. Coronial jurisdictions can extend to the manner of the death of a person who was killed; was found drowned; died a sudden death of which the cause is unknown; died under suspicious or unusual circumstances; died during or following the administration of an operation of a medical, surgical, dental, diagnostic or like nature; died in a prison remand centre or lockup; or died under circumstances that (in the opinion of the Attorney-General) require that the cause of death be more clearly ascertained. <i>Criminal matters:</i> Matters brought to the court by a government prosecuting agency, which is generally the Director of Public Prosecutions but could also be the Attorney-General, the police, local councils or traffic camera branches.

	<p><i>Civil matters:</i> Matters brought before the court by individuals or organisations against another party, such as small claims and residential tenancies, as well as matters dealt with by the appeal court jurisdiction.</p> <p><i>Excluded matters:</i> Extraordinary driver's licence applications; any application on a pending dispute; applications for bail directions or judgment; secondary processes (for example, applications for default judgments); interlocutory matters; investigation/examination summonses; firearms appeals; escort agents' licensing appeals; pastoral lands appeals; local government tribunals; police promotions appeals; applications appealing the decisions of workers compensation review officers.</p> <p><i>Probate matters:</i> Matters such as applications for the appointment of an executor or administrator to the estate of a deceased person.</p>
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 non-adjudicated finalisation is where a charge is considered completed and ceases to be active in a court even though there has not been a determination on whether the defendant is guilty, that is, the charge(s) have not been adjudicated. The methods of non-adjudicated finalisation include but are not limited to defendant deceased; unfit to plead; withdrawn by the prosecution; diplomatic immunity and statute of limitation applies.
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 Gross Domestic Product (GDP) price deflator and expressed in terms of final year prices (i.e. for the court administration chapter with 2009-10 as the base year). Additional information about the GDP index can be found in the statistical appendix and in table AA.26.
Recurrent expenditure	Expenditure that does not result in the creation or acquisition of fixed assets (new or second hand). It consists mainly of expenditure on wages, salaries and supplements, purchases of goods and services, and the consumption of fixed capital (depreciation).
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).

7.7 List of attachment tables

Attachment tables are identified in references throughout this appendix by an ‘A’ suffix (for example, table 7A.3 is table 3 in the attachment). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

Preamble	Court administration — attachment tables
Table 7A.1	Lodgments, criminal
Table 7A.2	Lodgments, civil
Table 7A.3	Lodgments, criminal, per 100 000 people
Table 7A.4	Lodgments, civil, per 100 000 people
Table 7A.5	Finalisations, criminal
Table 7A.6	Finalisations, civil
Table 7A.7	Finalisations, criminal , per 100 000 people
Table 7A.8	Finalisations, civil, per 100 000 people
Table 7A.9	Real recurrent expenditure, criminal, 2009-10 dollars (\$'000)
Table 7A.10	Real recurrent expenditure, civil, 2009-10 dollars (\$'000)
Table 7A.11	Real income (excluding fines), criminal and civil, 2009-10 dollars (\$'000)
Table 7A.12	Real net recurrent expenditure, criminal, 2009-10 dollars (\$'000)
Table 7A.13	Real net recurrent expenditure, civil, 2009-10 dollars (\$'000)
Table 7A.14	Real net recurrent expenditure, criminal and civil, 2009-10 dollars (\$'000)
Table 7A.15	Cost recovery – civil court fees collected as a proportion of civil expenditure excluding payroll tax (per cent)
Table 7A.16	Real average civil court fees collected per lodgment, 2009-10 dollars (\$)
Table 7A.17	Backlog indicator, criminal (as at 30 June)
Table 7A.18	Backlog indicator, civil (as at 30 June)
Table 7A.19	Attendance indicator (average number of attendances per finalisation)
Table 7A.20	Judicial officers (FTE and number per 100 000 people)
Table 7A.21	Clearance rate – finalisations/lodgments, criminal (per cent)
Table 7A.22	Clearance rate – finalisations/lodgments, civil (per cent)
Table 7A.23	Real net recurrent expenditure per finalisation, criminal, 2009–10 dollars (\$)
Table 7A.24	Real net recurrent expenditure per finalisation, civil, 2009–10 dollars (\$)
Table 7A.25	Real net recurrent expenditure per finalisation, criminal and civil, 2009–10 dollars (\$)
Table 7A.26	Treatment of assets by court administration agencies

7.8 References

ABS (Australian Bureau of Statistics) 2010, *Criminal Courts, Australia, 2008–09*, Cat. no. 4513.0, Canberra.

8 Corrective services

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8.1 Profile of corrective services	8.3
8.2 Framework of performance indicators	8.10
8.3 Key performance indicator results	8.12
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Attachment tables

Attachment tables are identified in references throughout this chapter by an '8A' suffix (for example, table 8A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

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.

In this chapter, corrective services include prison custody, 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 justice¹ (reported on in chapter 15, Protection and support services)
- prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are generally the responsibility of health departments)
- prisoners held in police custody (reported on in chapter 6, Police services)
- people held in facilities such as immigration or military detention centres.

Jurisdictional data reported in this chapter provided by State and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (unpublished) *Corrective Services Data Collection Manual 2009-10*.

Box 8.1 Terms relating to corrective services

Prisoners in this chapter refers to people held in full time custody under the jurisdiction of an adult corrective services agency. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand.

Detainees refers to people subject to a periodic detention order, under which they are held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services.

Offenders refers to people serving community corrections orders.

A major improvement in reporting on corrective services this year was inclusion of a mini-case study.

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 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 are not footnoted to each table and figure.

8.1 Profile of corrective services

Service overview

As reported in the Justice preface, the operation of corrective services is significantly influenced by, and in turn influences, other components of the criminal justice system such as police services and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies. The scope of the responsibilities of these agencies, however, 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, 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 maintained Government-operated prison facilities during the reporting period. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2009-10. 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 outside corrections' facilities during the week.

Funding

Reported recurrent expenditure on prisons and periodic detention centres, net of operating revenues and excluding payroll tax and expenditure on transport/escort services², totalled \$2.9 billion nationally in 2009-10. The equivalent figure for community corrections was \$0.4 billion (table 8A.6).

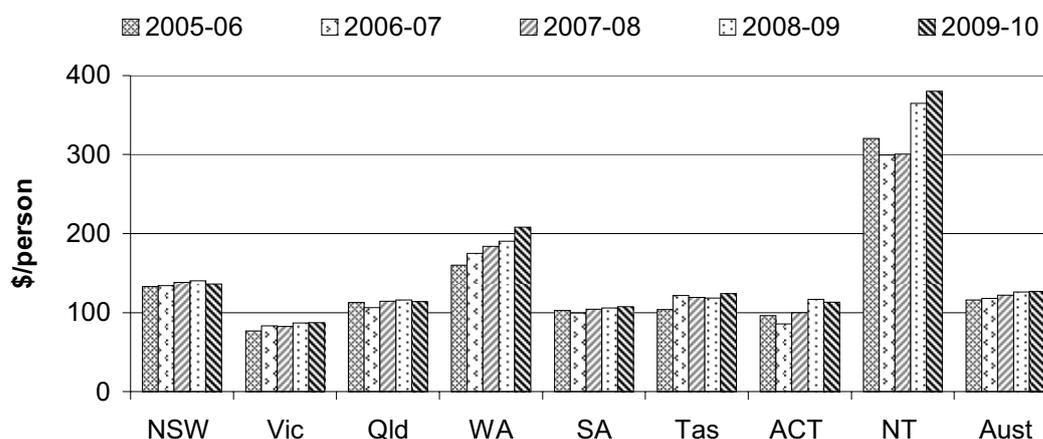
As described in the Justice preface, recurrent expenditure relates to annual service costs and excludes payroll tax. For consistency with Justice preface reporting, the annual expenditure on corrective services presented in figure 8.1 combines prisons and community corrections net operating expenditure plus depreciation, but

² Transport and escort service expenditure for 2009-10 was reported separately from overall prison expenditure by all jurisdictions except Tasmania and the NT (table 8A.6).

excludes transport/escort services, payroll tax, and capital costs of debt servicing fees and user cost of capital. Net operating expenditure on corrective services including depreciation was \$2.8 billion in 2009-10 — an increase of 2.8 per cent over the previous year (table 8A.12).

National expenditure per person in the population, based on net operating expenditure on prisons and community corrections plus depreciation, increased in real terms over the last five years, from \$116 in 2005-06 to \$127 in 2009-10 (figure 8.1).

Figure 8.1 Real net operating expenditure on prisons and community corrections plus depreciation, per head of population per year (2009-10 dollars)^{a, b, c}



^a Includes operating expenditure on prisons and community corrections (net of operating revenues) and depreciation; excludes payroll tax, transport/escort services costs where reported separately from prison expenditure, debt servicing fees, and user cost of capital. ^b Per person cost is calculated using total population (all ages). ^c Real expenditure based on the ABS gross domestic product price deflator (2009-10 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.13; table AA.2.

Size and scope of sector

Prison custody

Corrective services operated 120 custodial facilities nationally at 30 June 2010 (table 8A.2). These comprised 88 government-operated prisons, eight privately-operated prisons, two transition centres, eight periodic detention centres, and fourteen 24-hour court-cell complexes (holding prisoners under the responsibility of corrective services in NSW) (table 8A.2).

On average, 28 956 people per day (excluding periodic detainees) were held in Australian prisons during 2009-10 — an increase of 4.9 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 882 people per day were serving periodic detention orders in NSW and the ACT in 2009-10 — an increase of 9.6 per cent from the 2008-09 average.

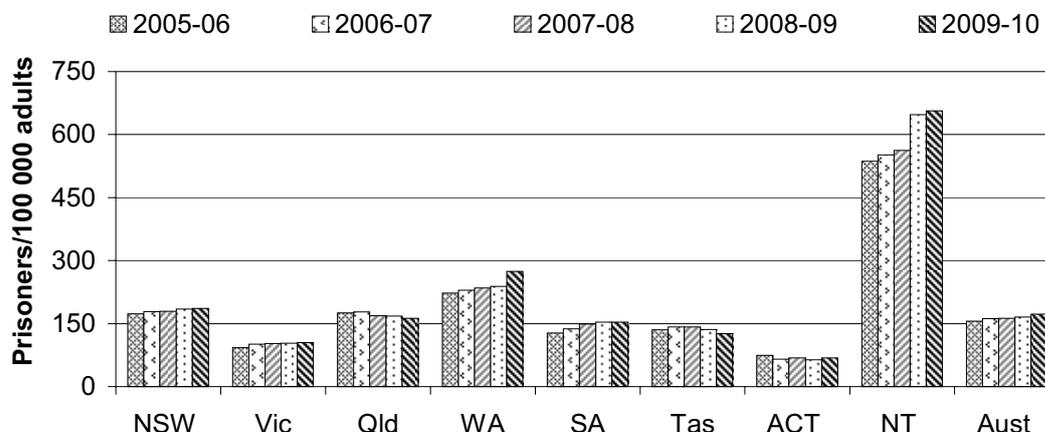
Excluding periodic detainees, 21.6 per cent of prisoners were held in open prisons and 78.4 per cent were held in secure facilities in 2009-10. A daily average of 5175 prisoners (17.9 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2009-10 comprised 26 824 males and 2132 females — 92.6 per cent and 7.4 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 7544 — 26.1 per cent of prisoners nationally (table 8A.1).

The rate of imprisonment represents the number of prisoners (excluding periodic detainees) per 100 000 people in the corresponding adult population. The adult population refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period).

The national rate of imprisonment for all prisoners was 169.1 per 100 000 Australian adults in 2009-10, compared to 165.6 in 2008-09 (figure 8.2). On a gender basis, the national imprisonment rate was 317.5 per 100 000 adult males and 24.6 per 100 000 adult females in 2009-10 (table 8A.4).

Figure 8.2 Imprisonment rates, total prisoners, five-year trends^{a, b}



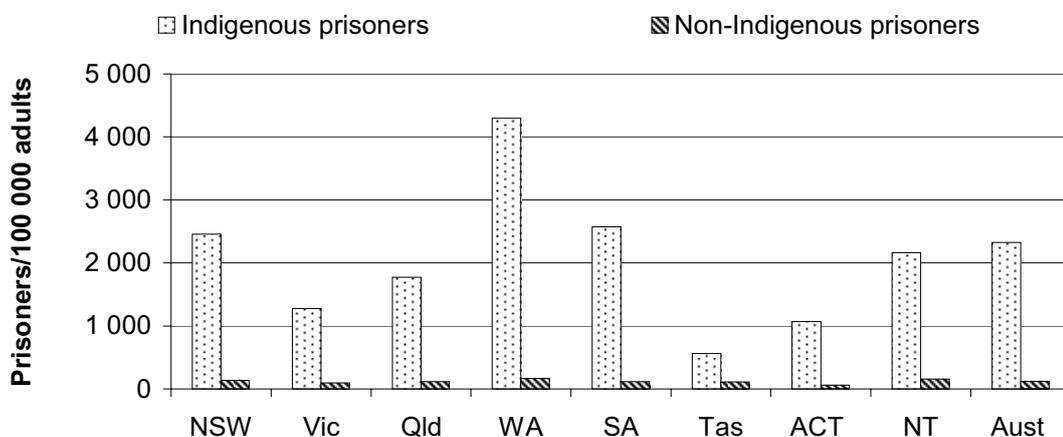
^a Non-age standardised rates, based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult population estimates. ^b The ACT rates prior to 2009-10 include prisoners held in the ACT and ACT prisoners held in NSW prisons and NSW rates exclude ACT prisoners held in NSW prisons. In 2009-10 all ACT prisoners were held in ACT facilities.

Source: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5.

The national (crude) imprisonment rate per 100 000 Indigenous adults in 2009-10 was 2325.3 compared with a corresponding rate of 123.5 for non-Indigenous prisoners (figure 8.3).

Imprisonment rate comparisons need to be interpreted with care, especially for states and territories with relatively small Indigenous populations. This is because small changes in prisoner numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions.

Figure 8.3 **Indigenous and non-Indigenous crude imprisonment rates, 2009-10^{a, b}**



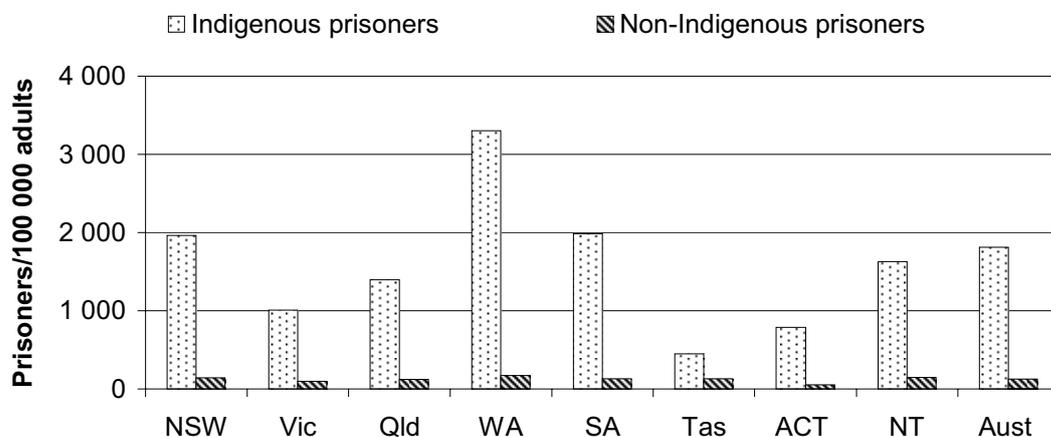
^a Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates. ^b Excludes prisoners whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2009 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.4.

The Indigenous population has a younger age profile compared with the non-Indigenous population, and that factor will contribute to higher rates when the overall (crude) imprisonment rate is compared between the Indigenous and non-Indigenous populations. Age standardisation is a statistical method that accounts for differences in the age structures of populations, allowing a more valid comparison to be made between populations.

The national age standardised imprisonment rate per 100 000 Indigenous adults in 2009-10 was 1811.1 compared with a corresponding rate of 127.1 for non-Indigenous prisoners (figure 8.4). This represents a ratio of 14.3, compared with a ratio of 18.8 for the crude imprisonment rate.

Figure 8.4 Indigenous and non-Indigenous age standardised imprisonment rates, 2009-10^a



^a Rates are based on the indirect standardisation method, applying age-group imprisonment rates derived from Prison Census data.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2009 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; ABS (unpublished) *Prisoners in Australia*, Cat. no 4517.0; State and Territory governments (unpublished); table 8A.4.

While imprisonment rates for Indigenous people, whether calculated on a crude or age standardised basis, are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 71.7 per cent of all prisoners were non-Indigenous in 2009-10 (table 8A.1).

Community corrections

All jurisdictions provide community corrections services. Community corrections are responsible for a range of non-custodial sanctions (listed for each jurisdiction in table 8A.24) and also 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.

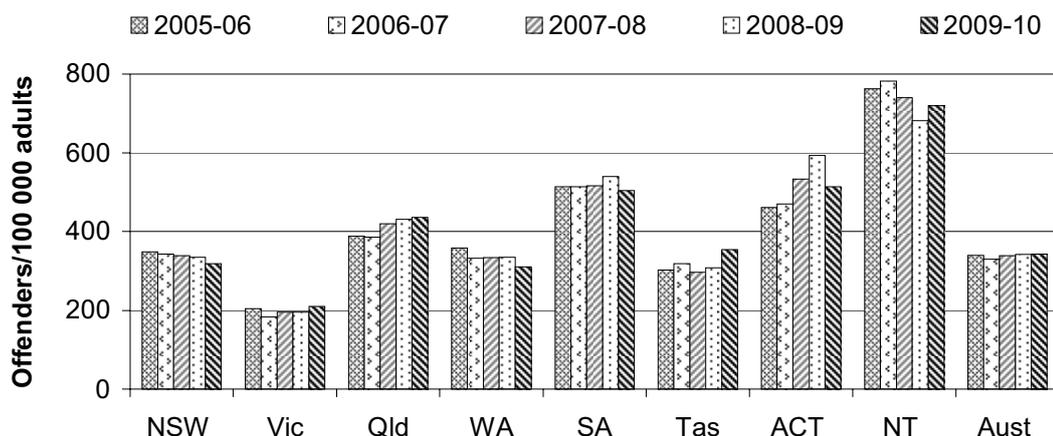
All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2009-10. In most states and territories, fine default orders are administered by community corrections. Corrective services are also involved in the supervision of unsentenced offenders in most jurisdictions, but the nature of this involvement varies (table 8A.24).

Nationally, an average of 57 518 offenders per day were serving community corrections orders in 2009-10 — an increase of 1.0 per cent from the previous year (table 8A.3). This daily average comprised 46 961 males (81.6 per cent), 10 483 females (18.2 per cent) and 73 offenders whose gender was not reported. The daily average comprised 10 853 Indigenous offenders (18.9 per cent of the total community correction population), 44 035 non-Indigenous offenders (76.6 per cent) and 2630 people whose Indigenous status was unknown (table 8A.3).

The community corrections rate represents the number of offenders serving community corrections orders per 100 000 people in the corresponding adult population. The adult population refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period).

The national community corrections rate was 335.9 per 100 000 adults in 2009-10 compared to 341.8 in 2008-09 (figure 8.5).

Figure 8.5 Community corrections rates, total offenders, 5 year trends^a



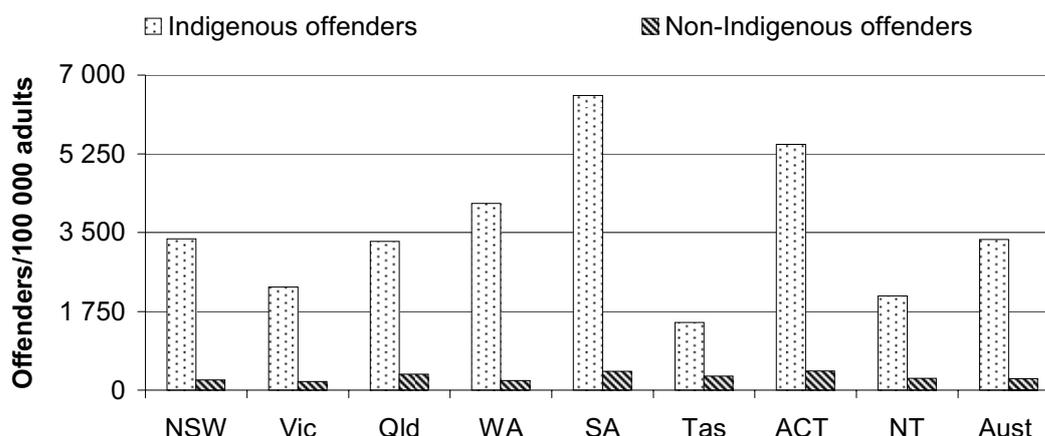
^a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates.

Source: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5.

The national rate for female offenders was 120.8 per 100 000 adult females, compared with the corresponding rate of 555.8 for adult males in 2009-10 (table 8A.4). The national rate for Indigenous offenders in 2009-10 was 3345.3 per 100 000 Indigenous adults compared with 262.1 for non-Indigenous offenders (figure 8.6).

Comparisons need to be interpreted with care, especially for those jurisdictions with relatively small Indigenous populations, because small changes in offender numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions. Further, community corrections rates presented in figure 8.6 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations). Data are not available for calculating age standardised community correction offender rates.

Figure 8.6 Indigenous and non-Indigenous community corrections rates, 2009-10^{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.

^b Excludes offenders whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2009, Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.4.

8.2 Framework of performance indicators

Corrective services performance is reported against objectives that are common to corrective services agencies in all jurisdictions (box 8.2). The performance indicator framework shows which data are comparable in the 2011 Report (figure 8.7). 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 8.2 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. Objectives common to all jurisdictions are outlined below.

Provide a safe, secure and humane custodial environment

Corrective services aim to protect the community through the effective management of prisoners commensurate with their needs and the risks they pose to the community.

Provide an effective community corrections environment

Corrective services aim to protect the community through the effective management of offenders commensurate with their needs and the risks they pose to the community, and to provide advice services to courts and releasing authorities in the determination of orders and directions for offenders.

Provide program interventions to reduce the risk of re-offending

Corrective services aim to reduce the risk of re-offending among prisoners and offenders by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community, and encourage offenders to adopt a law-abiding way of life.

These objectives are to be met through the provision of services in an equitable and efficient manner.

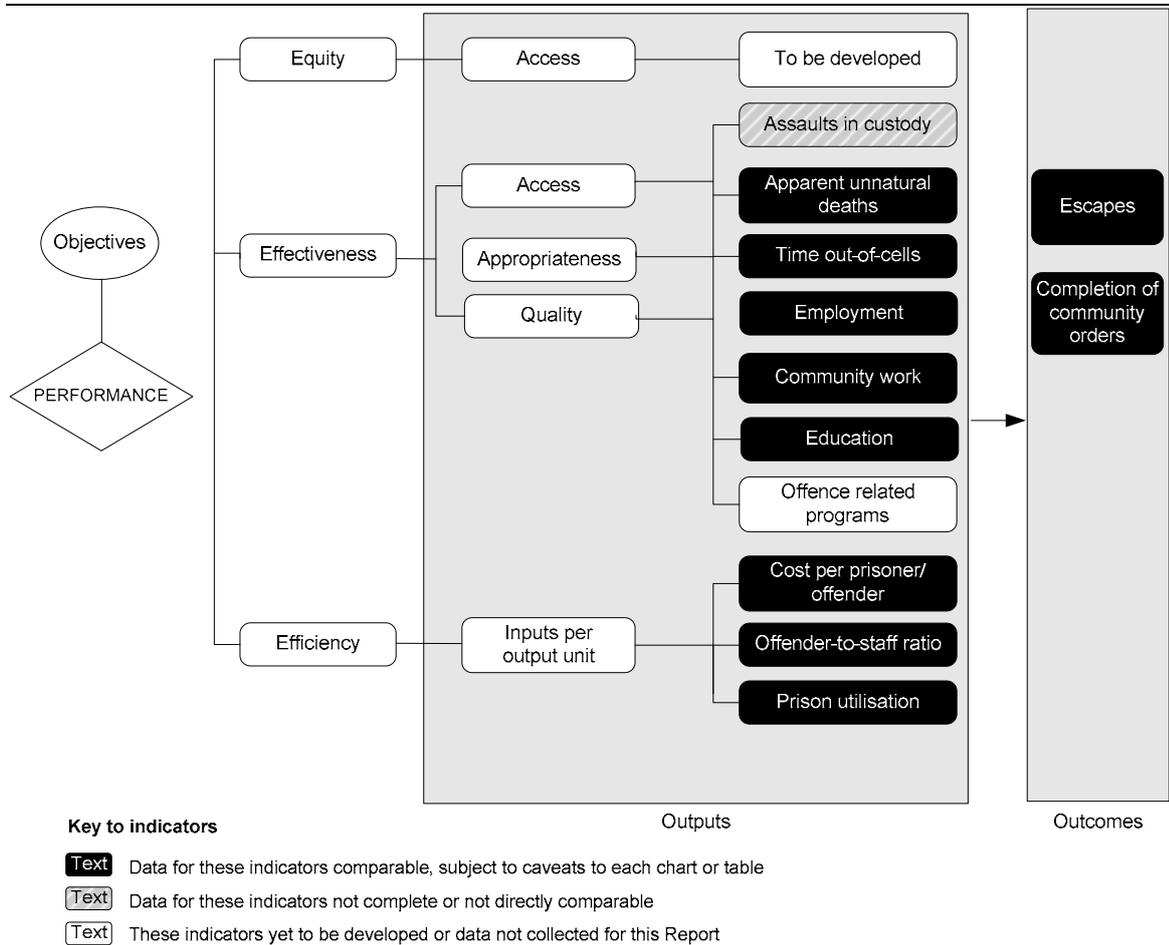
Definitions and counting rules were refined during 2010 as part of the continuing effort to improve comparability of indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions. As a result, this Report may present some historical data that vary from data published in previous reports. In other cases, it has not been possible to recalculate data for past years and inconsistencies within reported data are footnoted in relevant figures and tables.

Figure 8.7 specifies the performance indicators associated with the objectives identified in box 8.2. For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately. For applicable efficiency indicators (such as cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison.

The Report's statistical appendix 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) (Appendix A).

Figure 8.7 Performance indicators for corrective services



8.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 8.2, using the indicator framework shown in figure 8.7. 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.

Outputs

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

Equity, access

Equity, access in corrective services has been identified as a key area for development in future reports (box 8.3).

Box 8.3 Performance indicator — access

An indicator of access to appropriate programs and services for people under the responsibility of corrective services has yet to be developed.

Effectiveness

Assaults in custody

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment, which includes providing a prison environment in which there is a low level of violence, whether perpetrated by prisoners/detainees on other prisoners/detainees or on staff (box 8.4).

Box 8.4 Assaults in custody

‘Assaults in custody’ is defined as the number of victims of acts of physical violence committed by a prisoner that resulted in physical injuries reported over the year, divided by the annual daily average prisoner/detainee population, multiplied by 100 (to give the rate per 100 prisoners or 100 detainees). Rates are reported separately for assaults against another prisoner/detainee and assaults against a member of staff. ‘Assaults’ refer 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 or on-going medical treatment. ‘Serious assaults’ refer to acts of physical violence resulting in injuries requiring medical treatment involving overnight hospitalisation in a medical facility or ongoing medical treatment, as well as all sexual assaults.

(Continued next page)

Box 8.4 (continued)

Low or decreasing rates of assaults in custody indicate better performance, however rates reported for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner or detainee populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population may represent only a very small number of actual incidents.

Data reported for this indicator are not directly comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, the rate of prisoner on prisoner assaults was 9.1 per 100 prisoners and the rate of prisoner on prisoner serious assaults was 0.5. Prisoner on officer rates were 0.6 per 100 prisoners for assaults and 0.03 for serious assaults (table 8A.14). Assault rates by jurisdiction for prisoners and periodic detainees are reported in table 8A.14. The ACT did not report on this indicator in 2009-10.

Apparent unnatural deaths

‘Apparent unnatural deaths’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including providing a custodial environment in which there is a low risk of death from unnatural causes (box 8.5).

Box 8.5 Apparent unnatural deaths

'Apparent unnatural deaths' is defined as the number of deaths, divided by the annual average prisoner or detainee population, multiplied by 100 (to give the rate per 100 prisoners or 100 detainees), where the likely cause of death is suicide, drug overdose, accidental injury or homicide, and is reported separately for Indigenous and non-Indigenous prisoners or detainees.

A zero, low or decreasing rate of apparent unnatural deaths indicates better performance, however rates for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population can represent only a very small number of deaths.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, the rate of deaths from apparent unnatural causes for all prisoners was 0.05 per 100 prisoners in 2009-10 (table 8A.15). Table 8.1 presents data on number and rates of death from apparent unnatural causes in 2009-10, for Indigenous and non-Indigenous prisoners.

Table 8.1 Rate and number of prisoner deaths from apparent unnatural causes, by Indigenous status, 2009-10

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Deaths/100 prisoners									
Indigenous	0.04	–	–	–	–	–	–	0.11	0.03
Non-Indigenous	0.07	0.10	0.10	–	–	–	–	–	0.06
Number of deaths									
Indigenous	1	–	–	–	–	–	–	1	2
Non-Indigenous	5	4	4	–	–	–	–	–	13

– Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.15, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72.

The national rate of deaths from apparent unnatural causes has continued to show the relatively low levels reported for past years in the five-year trend series for both Indigenous prisoners at 0.03 per 100 Indigenous prisoners in 2009-10 and 0.06 for non-Indigenous prisoners (table 8.2).

Table 8.2 Rate of prisoner deaths from apparent unnatural causes, five year trends, by Indigenous status (per 100 prisoners) ^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Indigenous									
2005-06	–	–	–	–	–	–	–	–	–
2006-07	0.10	–	–	0.07	–	–	–	–	0.05
2007-08	–	–	–	–	–	–	–	–	–
2008-09	0.05	–	–	–	–	–	–	–	0.01
2009-10	0.04	–	–	–	–	–	–	0.11	0.03
Non-Indigenous									
2005-06	0.07	0.03	–	0.10	0.16	–	–	–	0.05
2006-07	0.08	–	0.05	–	0.15	–	–	–	0.05
2007-08	0.05	0.05	0.02	0.09	–	–	–	–	0.05
2008-09	0.04	0.05	0.10	–	0.07	–	1.01	–	0.05
2009-10	0.07	0.10	0.10	–	–	–	–	–	0.06

^a Data for previous years may vary from rates given in previous Reports. Deaths reported as 'unknown cause', where there is insufficient evidence to assess, subject to a Coroner's finding, whether the cause of death was natural or unnatural are not included in the calculation of rates. Deaths occurring in past years where cause of death was recorded as unknown at the time of the Report but were subsequently determined to have been from unnatural causes are updated in the relevant year's figures and rates when known. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); table 8A.16.

There were no deaths from apparent unnatural causes for periodic detainees in 2009-10 (table 8A.15).

Time out-of-cells

'Time out-of-cells' is an indicator of governments' objective of providing a safe, secure and humane custodial environment including 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 (box 8.6).

Box 8.6 Time out-of-cells

'Time out-of-cells' is defined as the average number of hours in a 24-hour period that prisoners are not confined to their cells or units.

A relatively high or increasing average time out-of-cells per day indicates better performance. The periods during which prisoners are not confined to their cells or units provides them with the opportunity to participate in a range of activities that may include work, education, wellbeing, recreation and treatment programs, the opportunity to receive visits, and interacting with other prisoners and staff.

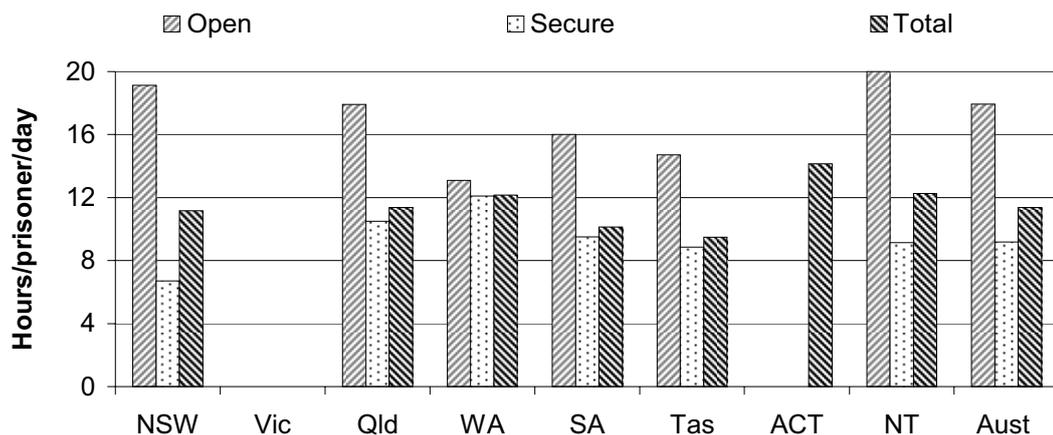
Prison systems with higher proportions of prisoners who need to be accommodated in more secure facilities because of the potentially greater risk that they pose to the community are more likely to report relatively lower time out-of-cells.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, the average number of hours of time out-of-cells per prisoner per day was 11.4 (figure 8.8). Average time out-of-cells was higher for prisoners in open custody than those held in secure custody (17.9 compared with 9.2 hours per prisoner per day, respectively).

Figure 8.8 Time out-of-cells (average hours per day), by security level, 2009-10^a



^a Victoria did not report on this indicator in 2009-10.

.. Not applicable.

Source: State and Territory governments (unpublished); table 8A.18.

Employment

'Employment' is an indicator of governments' objective of providing program interventions to reduce the risk of re-offending including providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.7).

Box 8.7 Employment

'Employment' for prisoners 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). Employment for detainees is calculated as a percentage of the total daily average detainee population.

A high or increasing percentage of prisoners in employment indicates better performance. Addressing the limited vocational skills and poor employment history of some prisoners has been identified as a key contributor to decreasing the risk of re-offending.

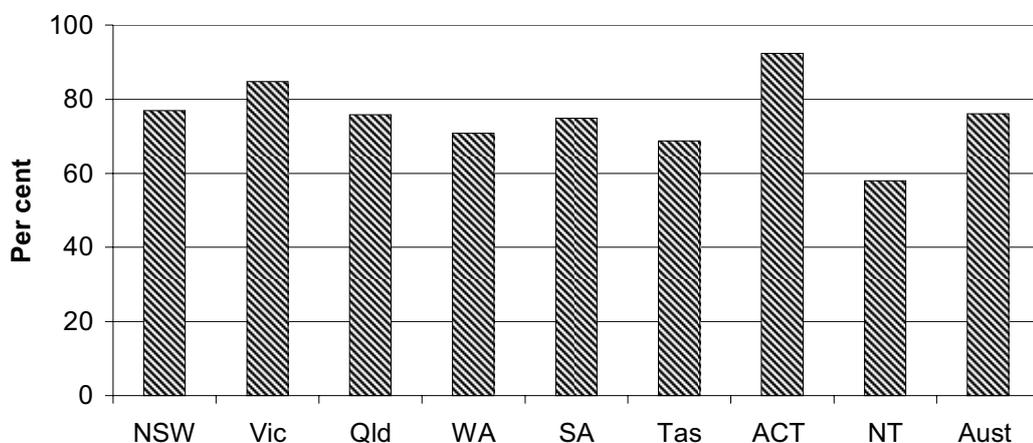
This indicator needs to be interpreted with caution because of factors outside the control of corrective services, such as local economic conditions, which affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, 76.1 per cent of the eligible prisoner population was employed (figure 8.9). Most prisoners were employed in service industries (45.7 per cent) or in commercial industries (29.8 per cent), with only a small percentage (0.6 per cent) on work release (table 8A.20).

Figure 8.9 Percentage of eligible prisoners employed, 2009-10



Source: State and Territory governments (unpublished); table 8A.20.

Community work

‘Community work’ is an indicator of governments’ objective of providing an effective community corrections environment including 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 (box 8.8).

Box 8.8 Community work

'Community work' is measured as the ratio between (i) the number of hours directed to be worked on new orders made during the year, plus the hours of community work remaining on orders made in the previous year that were still in force and (ii) the hours actually worked during the current year.

This ratio indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders. Low or decreasing ratios of community work indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders. Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period can relate to hours directed to be worked in orders made in the previous year and hours ordered to be worked in the current counting period may not have to be completed until the following year. Therefore, the ratio does not represent a direct correlation between the hours ordered to be worked and the hours actually worked in relation to individual orders. Neither is it a direct measure of the extent of compliance by an individual offender in completing the requirements of the order pertaining to that particular offender.

The ratio can be affected by factors such as availability of suitable community work projects in some geographic areas or for some categories of offenders, the levels of general compliance across all offenders with the requirements of their orders and by variations in the number of orders with community work requirements made by the courts. This indicator does not measure other aspects of effectiveness such as the amount of benefit incurred by the community as a result of the work.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Data on community work are provided in table 8A.20. NSW, Tasmania and the NT did not report on this indicator in 2009-10 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.7 and 3.5 (that is, for every hour worked in the year, between 1.7 and 3.5 hours had been ordered to be worked in the year or had been carried over as incomplete work hours from the previous year) (table 8A.20).

Education

'Education' is an indicator of governments' objective of providing program interventions to reduce the risk of re-offending, including providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.9).

Box 8.9 Education

'Education' is defined as the number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, relatively short period of imprisonment or other reason). Education figures do not include participation in non-accredited education programs or a range of offence related programs that are provided in prisons, such as drug and alcohol programs, psychological programs, psychological counselling and personal development courses.

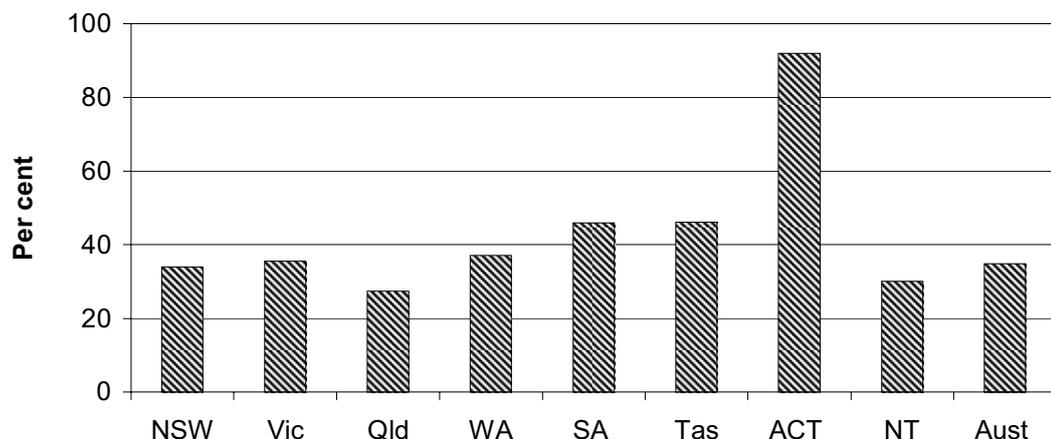
A high or increasing education participation rate of prisoners indicates better performance. The rates reported for this indicator need to be interpreted with caution as the indicator does not assess participation relative to individual prisoner needs, or measure successful completion of education programs.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, 34.8 per cent of eligible prisoners participated in accredited education and training courses (figure 8.10). Vocational Education and Training courses had the highest participation levels (26.7 per cent). Nationally, 6.0 per cent of eligible prisoners took part in secondary school education, 3.5 per cent in pre-certificate Level 1 courses, and 1.7 per cent in higher education (table 8A.21).

Figure 8.10 **Percentage of prisoners enrolled in education and training, 2009-10**



Source: State and Territory governments (unpublished); table 8A.21.

A case study of an innovation in prisoner education is outlined in Box 8.10.

Box 8.10 Risdon LINC: innovative prison education and library services

Around Tasmania, Learning and Information Network Centres (LINC)s are 'one-stop shops' that bring together a number of government and community services such as the State Library, online access centres, education providers and Service Tasmania.

In 2008, Risdon LINC was established within the Ron Barwick Minimum Security Prison by the Tasmania Prison Service, in partnership with the State Library and the Department of Education. It is an innovative service, providing a subset of LINC functions to support inmates' education. It also allows inmates to use technology and access services in a similar setting to that which they may encounter post-release.

Educational materials for selected courses are provided on an intranet site, while a secure link allows communication with selected teachers at the Tasmanian Polytechnic and senior secondary colleges. Inmates can download course materials, upload assignments and exchange messages with their teachers. Teachers are given training prior to being cleared to participate in the scheme, and messages are logged and subject to monitoring processes.

Additionally, the prison library has been incorporated into the State Library of Tasmania, and inmate librarians are able to use the State Library catalogue.

Risdon LINC has been extended to the Mary Hutchinson Women's Prison and the medium and maximum security precincts of the Risdon Prison Complex, making the service accessible to about 80 per cent of Tasmania's prisoners.

Source: Department of Justice, Tasmania.

Offence related programs

'Offence related programs' is an indicator of governments' objective of providing program interventions to reduce the risk of re-offending including providing offence related programs that address criminogenic behaviour and, for prisoners released from custody, maximising their prospects for successful reintegration as law-abiding citizens into the community (box 8.11).

Box 8.11 Offence related programs

Offence related programs are yet to be defined.

Data for this indicator were not available for the 2011 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 indicator of governments’ aim to provide corrective services in an efficient manner (box 8.12).

Box 8.12 Cost per prisoner/offender

‘Cost per prisoner/offender’ is defined as the average daily cost of providing corrective services per prisoner and per offender, reported separately for net operating expenditure and for capital costs per prisoner and offender, and for secure and open custody for prisoners.

Unit cost per prisoner and offender provides a measure of efficient resource management by corrective services. A low or decreasing unit cost suggests better performance towards achieving efficient resource management.

Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, can 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.

Data for this indicator are comparable.

Data quality information for this indicator is under development.

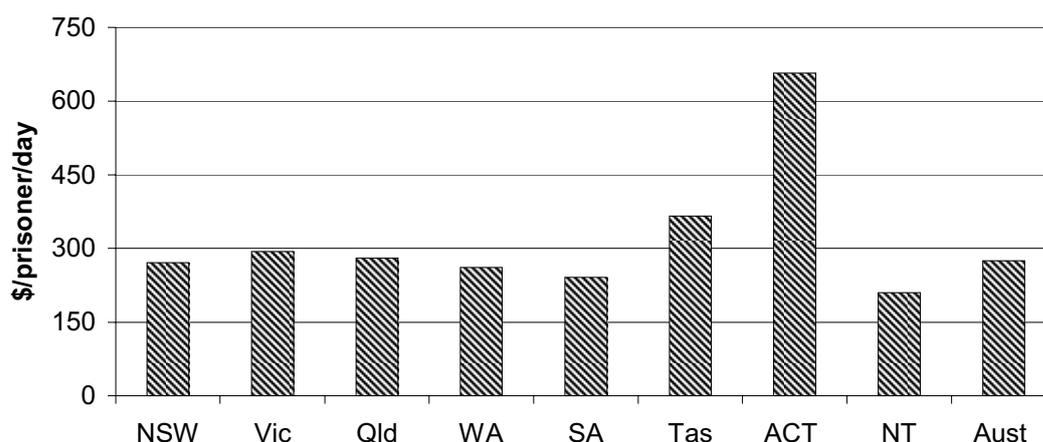
The capital costs included in this section are the user cost of capital, depreciation, and debt servicing fees. The user cost of capital is the cost of the funds tied up in

government capital used to deliver services (for example, the land and buildings used to house prisoners). The user cost of capital makes explicit the opportunity cost of this capital (the return forgone by using the funds to deliver services rather than investing them elsewhere or using them to retire debt). The equivalent capital costs for privately owned prisons are debt servicing fees. These fees are paid to private owners in addition to payments relating to prison operations.

The user cost of capital was calculated by applying a nominal cost of capital rate of 8 per cent to the value of government assets. The costs of capital for land and other assets are shown separately in table 8A.7, to allow users to consider any differences in land values across jurisdictions when comparing the data.

Nationally in 2009-10, the total cost per prisoner per day, comprising net operating expenditure, depreciation, debt servicing fees and user cost of capital, was \$275 (figure 8.11).

Figure 8.11 Total cost per prisoner per day, 2009-10^a

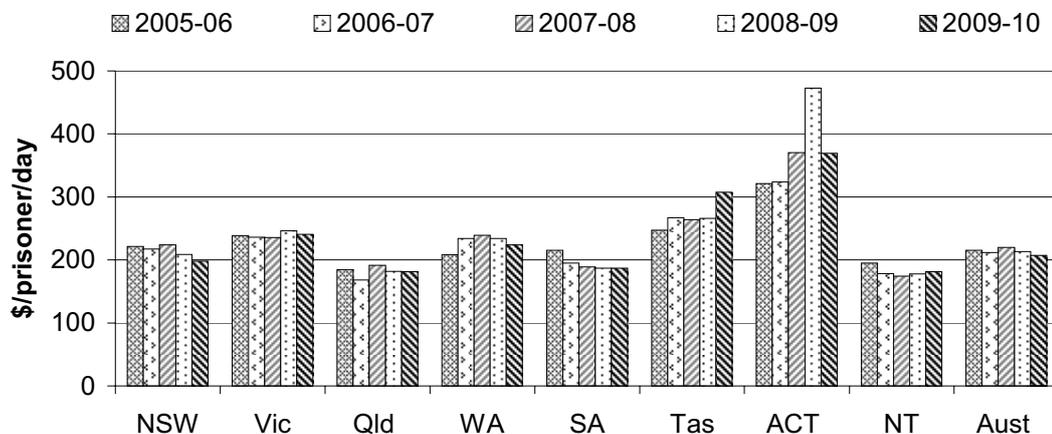


^a Total cost per prisoner per day is the combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax. Capital costs include the user cost of capital (including land), depreciation and debt servicing fees where applicable. Total cost excludes expenditure on transport and escort services where these are reported separately by jurisdictions.

Source: State and Territory governments (unpublished); table 8A.7.

The real net operating expenditure (which excludes capital costs and payroll tax) per prisoner per day was \$215 nationally in 2005-06 compared with \$207 in 2009-10 (figure 8.12).

Figure 8.12 Real net operating expenditure per prisoner per day (2009-10 dollars)^{a, b}

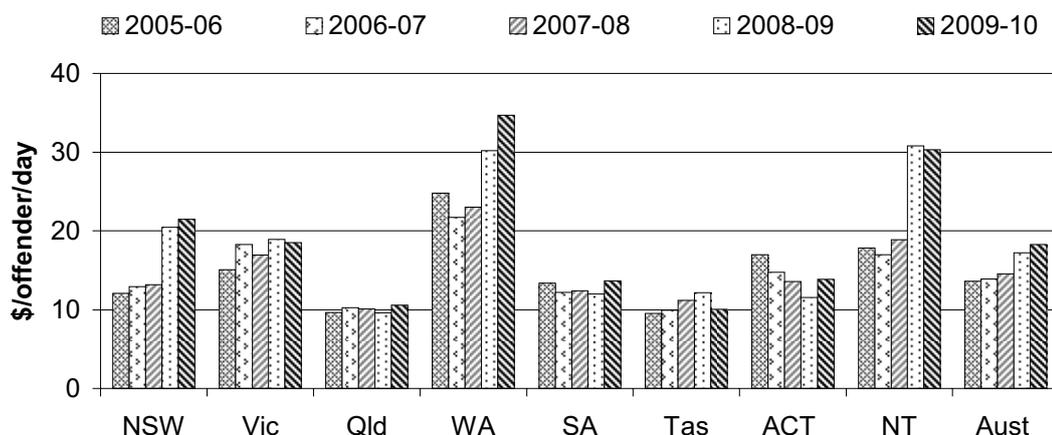


^a Based on operating expenditure on prisons, net of operating revenues, and excluding payroll tax, capital costs, and transport and escort services expenditure where this is reported separately by jurisdictions. ^b Real expenditure based on the ABS gross domestic product price deflator (2009-10 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.9.

Nationally, the real net operating expenditure (which excludes capital costs and payroll tax) per offender per day increased from \$14 in 2005-06 to \$18 in 2009-10 (figure 8.13).

Figure 8.13 Real net operating expenditure per offender per day (2009-10 dollars)^{a, b}



^a Based on operating expenditure on community corrections, net of operating revenues, and excluding payroll tax and capital costs. ^b Real expenditure based on the ABS gross domestic product price deflator (2009-10 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.11.

Offender-to-staff ratio

‘Offender-to-staff ratio’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.13).

Box 8.13 Offender-to-staff ratio

‘Offender-to-staff ratio’ is defined as the daily average 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.

The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. A high or increasing ratio suggests better performance.

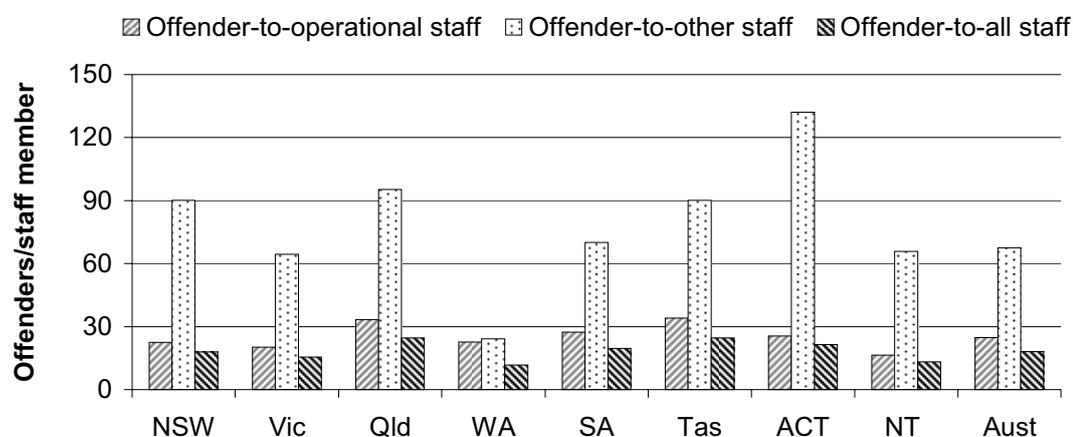
Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A low or decreasing ratio can, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs 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.

Data for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, on a daily average basis, there were 18 offenders for every one (full-time equivalent) community corrections staff member in 2009-10 (figure 8.14). The ratio was 25 offenders per operational staff member and 67 offenders per other staff member (table 8A.22).

Figure 8.14 **Community corrections offender-to-staff ratios, 2009-10**



Source: State and Territory governments (unpublished); table 8A.22.

Prison utilisation

‘Prison utilisation’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.14).

Box 8.14 Prison utilisation

‘Prison utilisation’ is defined as the annual daily average prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that is provided for in the design capacity of the prisons, reported separately for open and secure custody.

It is generally accepted that the preferred level 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. Percentages at the upper end of this range indicate better performance towards achieving efficient resource management.

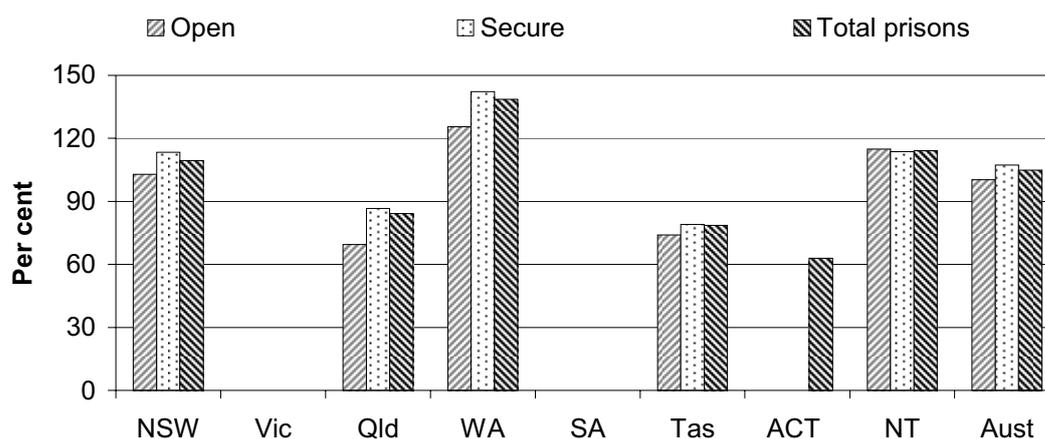
Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A high utilisation percentage, for example, can impact adversely on effectiveness indicators such as ‘assaults’.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, prison utilisation was 105 per cent of prison design capacity in 2009-10. The figure for open prisons was 100 per cent and 107 per cent for secure facilities (figure 8.15).

Figure 8.15 Prison design capacity utilisation, 2009-10^{a, b}



^a Victoria and SA did not report on this indicator in 2009-10. ^b ACT open/secure breakdown are not applicable to the ACT as the Alexander Maconochie Centre was deemed to be a secure facility during the reporting period.

.. Not applicable.

Source: State and Territory governments (unpublished); table 8A.23.

Outcomes

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

Escapes

‘Escapes’ is an indicator of governments’ objective to create 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. This objective includes ensuring that all prisoners and detainees comply at all times with the requirements of the court order that has resulted in their imprisonment, particularly if their supervision in the community poses a risk to the safety of any person (box 8.15).

Box 8.15 Escapes

'Escapes' is defined as the number of escapes divided by the annual average prisoner/detainee population, multiplied by 100 (to give a rate per 100 prisoners or 100 detainees), and is reported separately for prisoners escaping from secure custody and from open custody.

A zero, low or decreasing rate indicates better performance however rates reported for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population can represent only a very small number of actual incidents.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Table 8.3 presents data on number and rates of escapes in 2009-10. Nationally, the rate of escapes from open custody was 0.30 per 100 prisoners in open custody and the rate of escape from secure custody was 0.02 per 100 prisoners in secure custody.

Table 8.3 Rate and number of prisoner escapes, 2009-10^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Escapes/100 prisoners									
Open custody	0.06	0.63	1.50	0.11	–	–	..	0.92	0.30
Secure custody	0.01	–	–	–	0.17	–	–	0.13	0.02
Number of escapes									
Open custody	2	3	10	1	–	–	..	3	19
Secure custody	1	–	–	–	3	–	–	1	5

^a Open custody escapes are not applicable to the ACT as the Alexander Maconochie Centre was deemed to be a secure facility during the reporting period.

.. Not applicable. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.17, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72.

There were no escapes by periodic detainees in 2009-10 (table 8A.17).

Completion of community orders

'Completion of community orders' is an indicator of governments' objective of providing an effective community corrections environment, including ensuring that offenders comply at all times with the requirements of the court order that has imposed particular conditions on their behaviour. 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 (box 8.16).

Box 8.16 Completion of community orders

'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.

A high or increasing percentage of order completions indicates better performance towards achieving an effective community corrections environment.

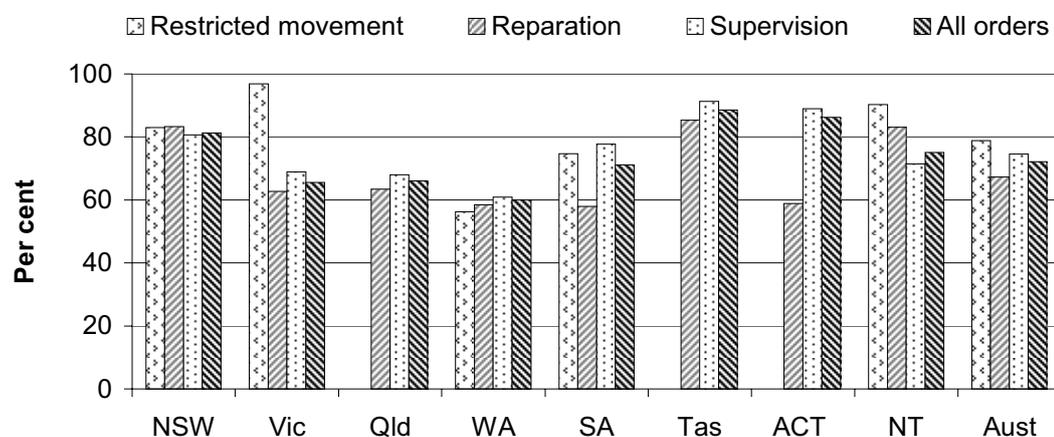
Completion rates need to be interpreted with caution. The indicator is affected by differences in the overall risk profiles of offender populations and risk assessment and breach procedure policies. High-risk offenders subject to higher levels of supervision have a greater likelihood of being detected when conditions of orders are breached. High breach rates can therefore be interpreted as a positive outcome reflecting the effectiveness of more intensive management of offenders. A high completion rate can mean either exceptionally high compliance or a failure to detect or act on breaches of compliance.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

In 2009-10, 72 per cent of community corrections orders were completed. National completion rates were highest for restricted movement orders (79 per cent), followed by supervision orders at 75 per cent and reparation orders at 67 per cent (figure 8.16).

Figure 8.16 **Completion of community corrections orders, by type of order, 2009-10^a**



^a Data for restricted movement orders are not applicable to Queensland, Tasmania and the ACT as these jurisdictions do not have this category of order.

Source: State and Territory governments (unpublished); table 8A.19.

8.4 Future directions in performance reporting

The Steering Committee, through the Corrective Services Working Group (CSWG) and the National Corrections Advisory Group, will continue to improve data quality of existing indicators and develop new indicators.

Work will also continue in further improving the direct comparability of financial indicators, with a particular focus on the treatment of expenditure on prisoner health services. This will take into account outcomes of a comprehensive survey currently being conducted into the differences between jurisdictions in service delivery arrangements and budget responsibility for the range of health-related services provided to prisoners.

The CSWG aims to report on prisoner health within the chapter in the future, subject to the availability of external data sources and the development and trial of an appropriate indicator.

The Prisoner Health Information Group led by the AIHW has been developing a set of indicators and data collection to monitor prisoner health and their access to services over time. In 2010, the AIHW released a report *The health of Australia's prisoners 2009* which presented information on the health of prisoners at the time of entry to prisons, their use of health services while in prison and some information

on the prison environment. Although the report is currently national in scope, AIHW expect jurisdictional data will be available in subsequent reports.

The disaggregation of various indicators by Indigenous and non-Indigenous status is being trialled for possible incorporation in future reports as the basis for equity-access indicator rates.

8.5 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

New South Wales Government comments

“

NSW is responsible for managing the largest correctional system in Australia. The NSW prisoner population has steadily increased over the past decade. In 1997-98 the daily average prisoner population was 6358. In 2009-10 this number had risen to 10 352, an increase of 62.8 per cent. Increases have also occurred in the daily average community corrections offender population. In 1997-98, the daily average community corrections offender population was 14 199. In 2009-10 this number was 17 683 an increase of 24.5 per cent in twelve years. It is likely that the demand for corrective services will remain high in the foreseeable future as the prisoner and community based offender populations continue their upward trend.

In 2009-10 Corrective Services NSW (CSNSW) maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and low rates for escapes and prisoner on prisoner serious assaults. Furthermore, in the past four years there have been no serious assaults on officers.

CSNSW has continued to record a high percentage of secondary school sector course offender enrolments of 13.1 per cent. This is more than double the national average of 6 per cent. Overall, 34 per cent of all NSW prisoners are enrolled in an education course. NSW has maintained these encouraging education indicators over the past five years.

The rate of successful completions of community based orders remained high at 81.3 per cent in 2009-10, with NSW continuing to perform above the national average. The Community Compliance Group (CCG) continues to supervise high-risk offenders in the community. The CCG has expanded its operation to 10 locations across NSW.

On 6 August 2009, NSW officially opened the Balund-a diversionary community program. Balund-a is an innovative program designed to divert young Aboriginal offenders from custody. The program requires young offenders to rebuild their community and family relationships while addressing their offending behaviour. They are also given a chance to reconnect with their cultural heritage under the guidance of Elders from the Bundjalung Nation.

In 2009-10, Corrective Services NSW has been successful in reducing its net operating expenditure by over \$12 million. This has reduced the cost per prisoner per day to \$197.99 in 2009-10, a decrease of \$7.95 over the previous year. This is a substantial achievement for CSNSW in light of the continuing increase in the prisoner population while maintaining and improving the high standards of security and service delivery to offenders under its management. The introduction of casual Correctional Officers and improvements to centralised rostering system and correctional centre management plans have contributed to a decrease in overtime staffing costs.

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Victorian Government comments

“ Victoria continues to have by far the lowest overall total corrective services rate (imprisonment and community corrections combined) in the country. Points of particular interest for Victoria in 2009-10 include a fall in the recidivism rate (the rate of return to prison within two years of release) for the eighth consecutive year, the achievement of the second largest proportion of prisoners in employment, and attaining the highest restricted movement orders completion rate in Australia. These achievements occurred during a period of continued growth in the prison population, which increased to a daily average of 4492 prisoners in 2009-10, an increase of 4.5 per cent from the 2008-09 daily average of 4299.

Developments during 2009-10 included:

- New residential facility for serious sex offenders opened in early 2010. Programs have also been developed to better identify and support offenders, thus reducing the risk of their re-offending. New legislation was introduced to strengthen laws relating to serious sex offenders who pose an ongoing and unacceptable risk to the community, providing for their post-sentence supervision or detention
- Demand management strategy to offset projected growth in prisoner numbers. This included a range of initiatives to divert offenders and reduce re-offending. Some 231 additional beds were installed at various prisons across Victoria. Planning continued on the 350-bed expansion of the Ararat Prison, to be delivered in late 2012 as a public-private partnership. The Government announced funding in the 2010-11 Budget for an additional 102 women's prison system beds
- Preparations for the state-wide expansion of the Home Detention Program from 1 January 2011
- Launch of the Corrections Victoria Disability Framework 2010-2012
- Ongoing delivery of Better Pathways initiatives for women prisoners and offenders, including securing funding for another four years
- Implementation of the Corrections Victoria-supported housing program, with 65 new housing placements being made available to assist in prisoner transition
- Successful piloting of the Alcohol Driven Aggression Psychoeducational Treatment (ADAPT) Program
- Commencement of the Skills Reform project, in collaboration with Skills Victoria, which will see substantial improvement in the vocational education and training delivered to prisoners

New five year contract for the provision of prisoner transport, involving a new charging regime, to ensure greater efficiency; enhanced information technology systems; and a newly-constructed fleet of vehicles, commenced.

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Queensland Government comments

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Queensland Corrective Services (QCS) is committed to breaking the cycle of re-offending, effectively and consistently enforcing the orders of the courts and enhancing community safety and public confidence in our services.

The 2011 report shows that Queensland's daily average prison population of 5 631 remained stable in comparison to the daily average of 5 629 reported in the prior reporting period. Queensland's rate of imprisonment declined in 2009-10 to a rate of 163.1 per 100 000 adults compared to 168 in 2008-09.

Additionally Queensland has had no escapes from a secure custody prison since 1998, no deaths by apparent unnatural causes of an Indigenous prisoner since 2003-04, and a continued downward trend in prisoner on prisoner assaults.

The 2011 report also shows a change to the rates of return to prison and corrective services for prisoners released in 2007-08, with Queensland recording below the national average for both indicators.

The year saw continued growth in the adult offender population under community supervision. In 2009-10 the average community corrections offender population was 15 054, compared with 12 024 in 2005-06 — a growth of 25 per cent in five years. The 2009-10 reporting period shows a 2.5 per cent increase in supervision orders (including court-ordered parole), reflecting the judiciary's continuing confidence in QCS' supervision of offenders in the community.

Queensland's successful completion rate of 66.1 per cent in 2009-10 is indicative that our Probation and Parole service continues to ensure a high level of supervision and surveillance of offenders, instilling public confidence in our ability to safely manage community based offenders while being able to provide the second most efficient cost per offender per day of \$10.59, well below the national average.

The number of Aboriginal and Torres Strait Islander offenders on community based orders grew by 9.5 per cent over the previous reporting period. This is evidence of the success of QCS' strategy to expand community supervision in regional and remote communities and provide courts with appropriate alternatives to incarceration in those communities. QCS is committed to closing the gap on Aboriginal and Torres Strait Islander involvement in the criminal justice system.

QCS ensured the continued rollout of appropriate intervention programs for sexual offenders and expanded its transitional support for prisoners through the National Partnership Agreement on Homelessness with Australian Government funding of \$6 million over four years from 2009-10.

In 2009-10 substantial progress occurred in the development of QCS' framework for reform *Delivering Justice — Improving Corrections* and our *Social Responsibility Charter* setting out the commitment to rehabilitating offenders to become productive citizens who can participate in society within the law.

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Western Australian Government comments

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In 2009-10, the State's adult prisoner population increased by 8 per cent. Growth in the State's adult Aboriginal prisoner population was 4.2 per cent, while the non-Aboriginal population increased 10.7 per cent. The drivers behind the growth in the WA prisoner population were:

- an increase in the number of prisoners who had their parole denied, cancelled or suspended, leading to increases in the sentenced prisoner population cohort
- a significant increase in the number of offenders incarcerated by the higher courts
- an increase in the number of individuals in custody on remand as the courts now appear less willing to grant bail for violent offenders
- an increase of 118 days in the average minimum sentence length meaning that prisoners are now staying in custody longer.

Despite greater prisoner numbers, the number of unlawful absences reduced to four compared with 11 in 2008-09.

During the year, every effort was made to use the skills and experiences of staff and offenders to meet the growing needs of the Department. This has resulted in a range of work practices, including food production, clothing production, manufacturing, construction and caring for the environment that provide many services to the Department and the community. This work has benefitted communities throughout the State and has resulted in substantial savings for the Department and the taxpayer. In 2009-10 approximately 92 prisoners and 28 officers worked on numerous projects and delivered more than 56 107 hours of community work. In addition, offenders on community work orders, performed 44 000 hours of work on community projects operating across the State from Derby to Albany. Prisoner enrolments in a range of courses from adult basic education to career and employment services and vocational training rose by almost 10 per cent this year. The Department's delivery of prison-based treatment programs has increased by more than 146 per cent since 2007-08 and there has been a 56 per cent increase in programs delivered in the community this year.

The Department completed an intensive construction program to expand operational capacity across the custodial system, adding 937 beds to accommodate rapid increases in the prisoner and detainee population. The construction program includes the design and build of the West Kimberley Regional Prison. This is the first prison of its kind in Australia to be specifically designed, constructed and operated to meet the unique cultural needs of Aboriginal people. The prison will house up to 150 male and female prisoners, in separate accommodation of varying security classifications. The local community is highly involved in providing expert cultural advice on the design of the prison in particular ensuring the layout and facilities fit with Aboriginal values and culture, as well as to help identify programs and services for the new prison.

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South Australian Government comments

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The 2009-10 financial year has seen a range of particularly important enhancements to services and further consolidation of existing initiatives.

It is particularly pleasing that in 2009-10 South Australia continues to have the lowest rate of prisoners returning to prison. There was a slight increase (1.4 per cent) in prisoner numbers during the year. The daily average prisoner number was 1963 with the highest number recorded as 2035 on 1 September 2009.

In 2009-10, South Australia recorded no deaths in custody from unnatural causes. The cost per prisoner per day and the cost per offender per day remain low and below the national average.

In relation to prisoner education, South Australia continues to perform well. During 2009-10, 45.9 per cent of eligible prisoners participated in accredited education and training courses whereas the national average was 34.8 per cent. A revised Education Services Delivery Model was implemented during the year that focuses resources on those prisoners with low literacy and numeracy.

A major departmental service improvement initiative is the 'Shaping Corrections' Program. Initiatives under this program span all areas of service delivery and corporate support and are aimed at achieving good, contemporary practice in prisoner and offender management, better integration across all areas of service delivery, and improved outcomes in public safety.

The department continues to enhance the quality of Offence Focussed Programs. During 2009-10 the 'Making Changes' program was introduced in prisons and community corrections. This is a quality general offending intervention program for medium and high risk offenders.

To meet the projected growth in prisoner numbers the Government allocated funds for new infrastructure at Port Lincoln, Mount Gambier and Port Augusta prisons. Construction of an expansion to Port Lincoln Prison commenced during the year. In addition, a \$44 million upgrade project of Yatala Labour Prison, the Adelaide Women's Prison and the Pre-Release Centre is scheduled for over the next 3 years.

During 2009-10, the South Australian Parliament approved a range of amendments to the Correctional Services Act. These amendments particularly strengthen the parole approval for prisoners convicted of violence offences who are serving sentences of less than five years. Previously these prisoners were subject to automatic parole arrangements.

In Community Corrections, work has continued on the development of enhanced service standards. Different tiers for offender management based on assessed risk have been developed and implemented. This work has laid solid foundations to improve the monitoring and management of offenders in the community with a strong focus on public protection.

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Tasmanian Government comments

“ Corrective Services in Tasmania are provided by the Department of Justice through Community Corrections and the Tasmania Prison Service.

The Department of Justice is currently developing a ten-year strategic plan for the Tasmanian corrections system, *Breaking the Cycle*. The plan will focus on reducing re-offending, improving collaboration between Corrective Services and our government and non-government partners, protecting the rights of individuals, and ensuring the safety of the Tasmanian community by providing a safe, secure, humane and effective correctional system.

In 2009-10 Tasmania experienced a decrease in prisoner numbers combined with an increase in the number of community-based offenders. The daily average prisoner population decreased from 522 inmates in 2008-09 to 489 in 2009-10, while the average number of Community Corrections offenders increased from 1,177 to 1,370 in the same time period. (There are also a number of offenders supervised under Court-Mandated Diversion for Drug Offenders (CMD), who in 2009-10 were not under the supervision of Corrective Services and hence are not counted here.)

In response to the increased demand, an additional \$1.1 million per annum has been provided to Community Corrections from 2010-11 onward to fund core activities in the areas of parole, probation, and community service orders, and an expansion of program delivery to offenders.

In 2009-10 Community Corrections continued to develop their state-wide policy and procedures manual for Probation Officers, developed and implemented an agency wide Quality Assurance program, and implemented the agency's first formal induction training program for new recruits. Additionally, the Sober Driver Program developed by NSW was introduced in 2009 and has been very well received by Magistrates, Probation Officers and participants.

There have been a number of emergency incidents in the prison system in 2009-10, including a serious assault on two correctional staff. A number of improvements to prison facilities have been made following these incidents.

Regarding the loss of traineeship incentive payments for prisoners in 2008-09, alternative arrangements have been made to allow the resumption of vocational training in some areas previously covered by traineeships and apprenticeships.

The Tasmania Prison Service hosts a number of innovative programs including Pups in Prison, Books on CD and Risdon LINC.

As shown in the Justice preface, Tasmania's rate of return to corrections is below the national average for three of the four subcategories reported. The drop in the rate of return of prisoners to prison has been particularly dramatic.

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Australian Capital Territory Government comments

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By the end of the 2009-10 reporting period, the ACT's new human rights compliant prison, the Alexander Maconochie Centre (AMC), had been operating for 15 months.

Notwithstanding the considerable pre-commissioning planning and preparation which ACT Corrective Services had undertaken, the initial period of operation of the ACT's first prison still provided for a great deal of learning for the ACT.

There was considerable media and political interest in the AMC and a small number of operational deficiencies received widespread coverage in the local press. The ACT Human Rights Commission and the Ombudsman also placed the facility and ACT Corrective Services under considerable scrutiny, as they are chartered and expected to do.

In April 2010, the Attorney General, the Hon Simon Corbell MLA, appointed the Queensland-based consultancy firm Knowledge Consulting to undertake an independent review of 12 months of operation of the AMC. ACT Corrective Services and ACT Health (which operates the Hume Health Centre inside the AMC) have provided detailed input to the review team, which has also consulted with agencies and community groups with an interest in the AMC. Knowledge Consulting will report to the ACT Government during 2010-11.

The details revealed in this year's ROGS also tell a story about the operation of both the AMC and ACT Corrective Services more generally during 2009-10. Despite the potential disruption that the opening of a new prison can cause, during 2009-10 there were no unnatural deaths in custody, no prison riots and no escapes.

The rehabilitation focus of the AMC was confirmed by the very high figures recorded in the ACT in regard to prisoner employment and education enrolment. The ACT also recorded the highest average time out of cells figure in the nation.

It is the case that these good outcomes come at a cost, and the ACT again recorded the highest costs per prisoner per day. However, as was expected, the real net cost per prisoner per day dropped significantly from the previous year as the AMC reached and then exceeded forecast prisoner numbers during 2009-10.

The ACT's Community-based Corrections arm continued to deliver quality services and did so as one of the most cost-efficient operations in the country.

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Northern Territory Government comments

“ The delivery of most services in the Northern Territory is strongly influenced by the geographic distribution of the population residing in rural and remote communities and also that approximately 30 per cent of the NT population identify themselves as Aboriginal or Torres Strait Islander.

The NT prison population continues to increase, and rose by five per cent, from a daily average of 1030 in 2008-09, to 1081 in 2009-10. The NT has seen an increase in the prison population of 37 per cent over the past five years, with the daily average population being 791 in 2005-06 and 1081 in 2009-10. Increasing prisoner numbers has had an impact on service provision in areas such as employment and education as well as the existing infrastructure.

The NT Community Corrections offender population increased by nine per cent, from a daily average of 1085 in 2008-09 to 1185 in 2009-10.

In response to the rising prisoner numbers, the NT Government announced in September 2010 details of its new era in corrections framework for the future of offender management. The five-point package aims to reduce the Northern Territory's imprisonment rates by placing a stronger emphasis on reparation, rehabilitation, education, training and reintegration. The package will include:

- New sentencing options – Community Custody Orders and Community Based Orders will give courts the power to order offenders into rehabilitation, education and training, and work programs as an alternative to prison.
- Increased accommodation and rehabilitation beds — 45 additional beds will be delivered to provide alcohol and drug treatment and other rehabilitation programs.
- Enhanced monitoring and surveillance.
- Increased community based reintegration measures — the Elders visiting program will be expanded and a post release support program established.
- Enhanced custodial options focusing on ensuring all prisoners have access to meaningful education, training, work and rehabilitation activities including:
 - a new purpose built precinct in Darwin featuring 800 bed multiclassification correctional centre to replace the existing Darwin prison and a 36 bed secure mental health and behavioural management facility, a new 170 bed male work camp and prison farm to be established in Katherine, and a new 50 bed male work camp in Tennant Creek to commence operations in the first quarter 2011.

Due to the NT's small prisoner/offender populations, minor changes in 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. ”

8.6 Definitions of key terms and indicators

24-hour court cell

A place of detention located in a court and/or police complex that is administered by corrective services, and may accommodate sentenced or unsentenced prisoners.

Assault

An act of physical violence committed by a prisoner that resulted in physical injuries that may or may not have required medical treatment, but not overnight hospitalisation or on-going medical treatment. 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. It is based on a count of victims of assaults not incidents, that is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.

Apparent unnatural death

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
- 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.

Average number of hours ordered per offender

The balance of community work hours ordered 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 worked per offender

The number of actual hours worked per offender with a work order in the counting period.

Capital costs per prisoner/offender	The daily cost per prisoner/offender (see definition below), based on the user cost of capital (calculated as 8 per cent of the value of government assets), depreciation, 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	Full-time equivalent staff employed in community corrections. 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 work (offenders)	Hours of unpaid community work by offenders serving community corrections orders during the counting period.
Completion 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.
Detainee	A person subject to a periodic detention order.
Education	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: <ul style="list-style-type: none"> • those in centres where education programs are not provided as a matter of policy or where education programs are not available (for example, 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).

Employment	<p>The average number of prisoners or periodic detainees employed on the first day of each month as a proportion of those eligible to participate in employment. Prisoners excluded as ineligible for employment include those undertaking full time education and prisoners whose situation may exclude their participation in work programs, for example:</p> <ul style="list-style-type: none"> • 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).
Escape rate (open/secure)	<p>Escapes refer to persons who escape from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes by the daily average open/secure prison population, multiplied by 100.</p>
Home detention	<p>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.</p>
Imprisonment rate	<p>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.</p>
Indigenous status	<p>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 is by self-disclosure.</p>
Net operating expenditure per prisoner/offender	<p>The daily cost of managing a prisoner/offender, calculated as the relevant operating expenditure figure net of operating revenues (see definitions below) divided by (i) the number of days spent in prison or detention by the daily average prisoner population and the daily average periodic detention population on a 2/7th basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively.</p>
Number of correctional facilities	<p>A facility legally proclaimed as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including transition centres and 24-hour court cell complexes administered by corrective services.</p>
Offence-related programs	<p>A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.</p>
Offender	<p>An adult person subject to a current community-based corrections order (including bail supervision by corrective services).</p>
Offender-to-staff ratio	<p>The level of staff supervision based on the number of staff employed and the average number of offenders.</p>
Open custody	<p>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.</p>

Operating expenditure	Expenditure of an ongoing nature incurred by government in the delivery of corrective services, including salaries and expenses in the nature of salary, other operating expenses incurred directly by corrective services, grants and subsidies to external organisations for the delivery of services, and expenses for corporate support functions allocated to corrective services by a broader central department or by a 'shared services agency', but excluding payroll tax.
Operating revenues	Revenue from ordinary activities undertaken by corrective services, such as prison industries.
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	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.
Prison	A legally proclaimed prison or remand centre, which holds adult prisoners, excluding police prisons or juvenile detention facilities.
Prison utilisation	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 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.
Recurrent expenditure	The combined total of operating expenditure (see previous definitions) and capital costs, that is, depreciation, debt servicing fees, and user cost of capital.
Remand	A legal status where a person is held in custody pending outcome of a court hearing, including circumstances where the person has been convicted but has not yet been sentenced.
Reparation order	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.
Restricted movement order	A subcategory of community-based corrections that refers to an order that limits the person's liberty to their place of residence unless authorised by corrective services to be absent for a specific purpose, for example, Home Detention Orders.
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 that resulted in physical injuries requiring medical treatment involving overnight hospitalisation in a medical facility (e.g. prison clinic, infirmary, hospital or a public hospital) or on-going medical treatment. Serious assaults include all sexual assaults. The criteria for reporting described for 'assaults' above also apply.
Supervision order	A subcategory of community-based corrections that refers to orders that include a range of conditions other than those categorised as restricted movement or reparation.
Time out-of-cells	The average number of hours in a 24-hour period that prisoners are not confined to their own cells, averaged over all days of the year.
Total cost per prisoner/offender	The combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax and transport/escort expenditure where reported separately by jurisdictions.
Transition Centres	Transition Centres are residential facilities administered by corrective services where prisoners are prepared for release towards the end of their sentences.
Transport and escort services	Services used to transport prisoners between prisons or to/from external locations (for example, court), including corrective services officers or external contractors involved in escorting prisoners as part of the transport arrangements.

8.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 8A.3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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PART D

EMERGENCY MANAGEMENT

9 Emergency management

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Attachment tables

Attachment tables are identified in references throughout this chapter by a '9A' suffix (for example, table 9A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

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 crash rescue events. While section 9.1 contains some information on the scope of emergency services organisation (ESO)

activities, the chapter does not report on the total range of State, Territory and local government activities.

This year data quality information for fire deaths is available online at www.pc.gov.au/gsp. Data quality information for other indicators is under development. A text box on the cost of road crashes in Australia is included in Road Crash Rescue events. Additional measures are reported against the cardiac arrest indicator (to include data for paramedic-witnessed cardiac arrests) and the patient overall satisfaction indicator in Ambulance events has been expanded to measuring four specific aspects of patient satisfaction.

Major improvements in reporting on emergency services this year include:

- inclusion of a mini-case study
- inclusion of some ‘data quality information’ (DQI) documentation.

9.1 Profile of emergency management

Emergency management is defined as a range of measures to manage risks to communities and the environment (EMA 2004). The emergency management sector includes a range of agencies engaged in areas as diverse as risk assessment, legislation, community development, emergency response, urban development and land use management, and community recovery.

The range of events encompassed by emergency management includes fires, medical emergencies and transport, rescues, natural disasters (that is, bushfire, earthquake, flood, storm, cyclone, storm surge, landslide, tsunami, meteorite strike, and tornado¹), 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 after an emergency event.

¹ This list of natural disaster events is based on the Australian Government Natural Disaster Relief and Recovery Arrangement definition. Under this definition, natural disasters do not include drought, frost, heatwave, epidemic, or disaster events resulting from poor environmental planning, commercial development or personal intervention (other than arson) (EMA 2007).

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.

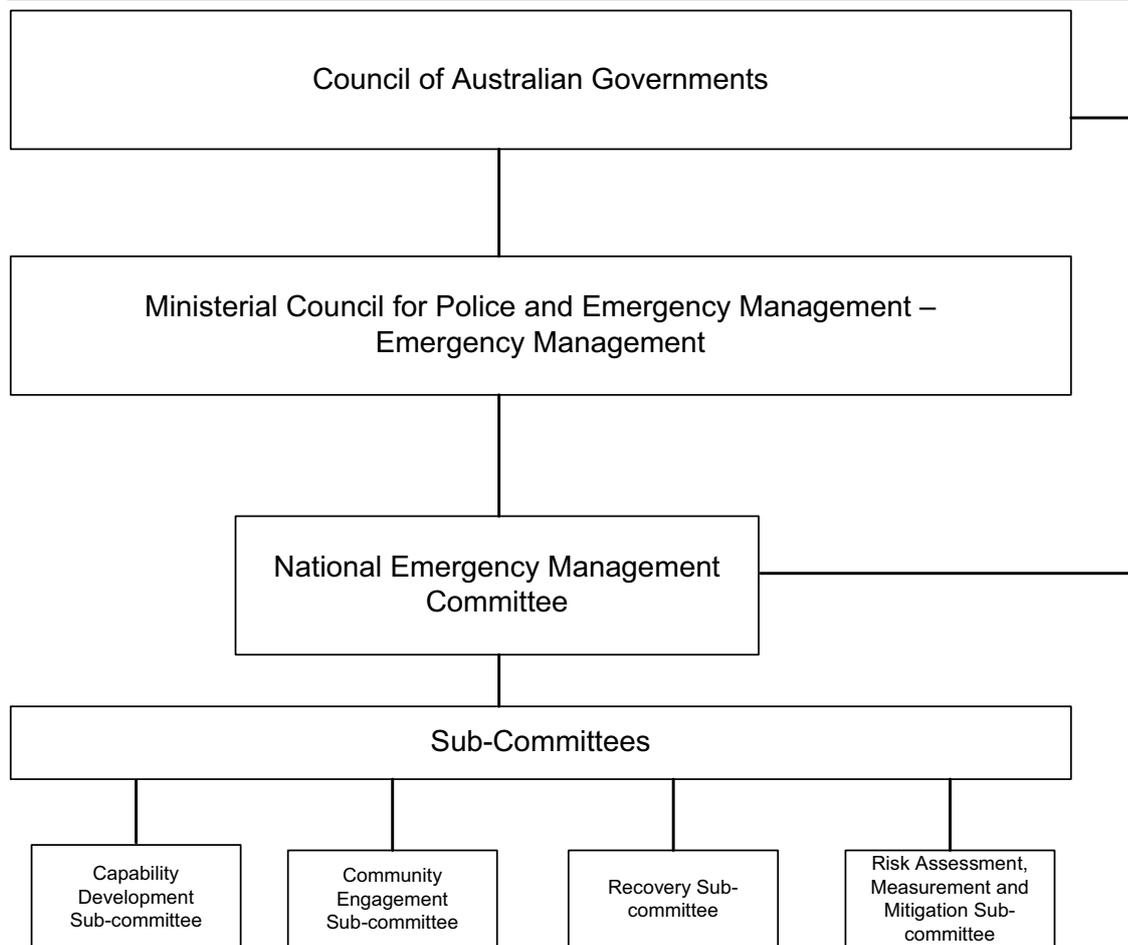
At the meeting of the Council of Australian Governments (COAG) on 7 December 2009, COAG agreed to a new whole-of-nation, ‘resilience’ based approach to natural disaster policy and programs, which recognises that a disaster resilient community is one that works together to understand and manage the risks that it confronts.

As illustrated in figure 9.1, COAG agreed to establish a new National Emergency Management Committee (NEMC), comprising relevant senior officials from Commonwealth, State and Territory governments, and a representative from the Australian Local Government Association. The NEMC reports to the Ministerial Council for Police and Emergency Management — Emergency Management (MCPEM-EM) on matters within the MCPEM-EM charter, and to other Ministerial Councils as required. However, recognising that many aspects of emergency management require the ability to influence work outside the mandate of emergency management ministers, the NEMC also has a direct reporting line to COAG for matters requiring whole-of-governments consideration.

The vision for the NEMC is: ‘A safer, more resilient Australian community.’ The NEMC works to strengthen the nation’s disaster resilience by providing strategic leadership on nation-wide emergency management policy. The work of NEMC is supported by four sub-committees:

- The Capability Development Sub-Committee (CDSC) supports strategic nation-wide whole-of-governments emergency management capability initiatives
- The Community Recovery Sub-Committee develops and promotes holistic disaster recovery policy and planning consistent with the National Principles for Disaster Recovery.
- The Community Engagement Sub-Committee develops and promotes national community engagement policies and programs, in order to contribute to the enhancement of community disaster resilience nationally.
- The Risk Assessment Measurement and Mitigation Sub-Committee contributes to the management of disaster risk by developing national approaches to risk assessment, measurement and mitigation.

Figure 9.1 National Emergency Management Committee



Government arrangements

Australian Government

The Australian Government administrative arrangements referred to in this section reflect the arrangements in place as at 17 October 2010. The primary role of the Australian Government is to support the development, by the states and territories, of a national emergency management capability.

Australian Government assistance may take the form of:

- material and technical assistance to states and territories in the event of large scale emergencies
- financial assistance for natural disaster resilience, mitigation and preparedness measures

-
- support for emergency relief and community recovery and for helping to bear the cost of natural disasters
 - funding for risk management programs and undertaking comprehensive risk assessment and
 - community awareness activities.

Australian Government agencies also have specific emergency management responsibilities, including: the control of exotic animal and plant 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 protecting life, property and the environment, and they have primary responsibility for delivering emergency services (including fire and ambulance services) directly to the community.

Local governments

Local governments in some states and territories are involved to varying degrees in emergency management. Their roles and responsibilities may include:

- considering community safety in regional and urban planning by assessing risks, and developing mitigation measures and prevention plans to address emergencies such as bushfires and structure fires, floods, storms, landslides and hazardous materials incidents
- improving community preparedness through local emergency and disaster planning
- issuing hazard reduction notices to private land holders and clearing vegetation in high risk public areas
- collecting statutory levies to fund fire and other emergency services
- allocating resources for response and recovery activities
- providing financial and operational assistance to rural fire brigades and/or other voluntary emergency service units.

Emergency service organisations

State, Territory and local governments provide emergency management services to the community through a range of ESOs. The governance and reporting lines of ESOs vary across jurisdictions. These organisations range from government departments to statutory authorities, and to smaller branches, agencies or services within larger departments or authorities. In some instances, non-government organisations also provide emergency management (and other ambulance event) 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 emergency events. There can also be substantial cooperative efforts across governments, 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 fire service organisations, including prevention/mitigation, preparedness, response and recovery (see framework section 9.2). The role of fire service organisations varies across jurisdictions and includes involvement in an expanding range of activities (table 9A.38) including:

- 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 and road safety issues
- assisting individuals and communities to prepare for bushfires and other hazards
- responding to structure, bush, vehicle and other fires
- providing rural land management advice on the role and use of fire
- providing road crash rescue and other rescue services
- managing hazardous material incidents
- administering legislation relating to fire safety, hazardous materials facilities and hazard mitigation
- investigating fire cause and origin

-
- wide ranging industry research activities
 - a number of specialist rescue capabilities, including Urban Search and Rescue
 - providing emergency medical services such as Community First Responder
 - counter-terrorist preparedness work with Police agencies and consequence management relating to a terrorist attack.

Fire service organisations work closely with other government departments and agencies — including ESOs such as the State Emergency Service/Territory Emergency Service (S/TES), police and ambulance services, and community service organisations — to minimise the impact of fire and other emergencies on the community. Their governance arrangements differ across jurisdictions (table 9A.37).

Separate urban and rural fire service organisations deliver fire services in most jurisdictions. Land management agencies typically also provide fire services within designated areas. However, currently only NSW, Victoria, WA and Tasmania are able to report fire activity for land management agencies, and financial information relating to these agencies is limited to Victoria. Jurisdictions with more than one fire authority can 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 in Indigenous communities. (For more information on fire services in Indigenous communities see SCRCSSP 2002, p. 572. and SCRGSP 2009, p. 11.35.)

State Emergency Services and Territory Emergency Services organisations

State and Territory governments contribute to a range of emergency management activities through S/TES. The activities of S/TES (table 9A.39) include prevention/mitigation, preparedness, response and recovery (see framework section 9.2). In all jurisdictions except ACT, S/TES have a major role in attending road crash rescue incidents and performing extrications. S/TES in various jurisdictions are the lead combat agency for hazards as diverse as earthquake, tsunami, tropical cyclone and marine search and rescue. S/TES also provide land search, urban search and rescue, and technical rescue services.

Ambulance service organisations

State and Territory governments provide ambulance services in most jurisdictions. In WA and the NT, St John Ambulance is under contract to the respective

governments as the primary provider of ambulance services (box 9.1). Across jurisdictions the role of ambulance service organisations as an integral part of the health system generally includes:

- providing emergency and non-emergency pre-hospital and out-of-hospital patient care and transport
- undertaking inter-hospital patient transport including the movement of critical patients
- conducting specialised rescue services
- preparing for and providing capacity for the ambulance component of multi-casualty events
- enhancing the community's capacity to respond to emergencies.

Funding responsibilities of State and Territory governments include ambulance services and, jointly with the Commonwealth, emergency responses, including responding to public emergencies and support for emergency air retrieval (COAG 2009).

There are fixed and rotary wing (helicopter) ambulance services in all jurisdictions. In most jurisdictions these services are provided by the ambulance service organisations through various contractual arrangements. In WA, SA, Queensland and the NT, all or most of the cost of air ambulance services falls outside of the ambulance service organisations (see also section 9.5 for a discussion of air ambulance services).

Box 9.1 Relationships of primary ambulance response and management organisations to government

<i>NSW</i>	<i>Ambulance Service of NSW</i> — a division of the Department of Health reporting to the Minister for Health
<i>Vic</i>	<i>Ambulance Victoria</i> — a separate statutory body reporting to the Minister for Health
<i>Qld</i>	<i>Queensland Ambulance Service</i> — a division of the Department of Community Safety, reporting to the Director-General, who reports to the Minister for Police, Corrective Services and Emergency Services
<i>WA</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the WA Government
<i>SA</i>	<i>SA Ambulance Service (SAAS)</i> — an identifiable incorporated entity under the SA Health Care Act
<i>Tas</i>	<i>Ambulance Tasmania</i> — a statutory service of the Department of Health and Human Services
<i>ACT</i>	<i>ACT Ambulance Service</i> — one of four operational services that comprise the ACT Emergency Services Agency, Department of Justice and Community Safety (the other operational services are the ACT Fire Brigade, ACT Rural Fire Service and ACT State Emergency Service). The Department reports to the ACT Minister for Police and Emergency Services
<i>NT</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the NT Government

Source: State and Territory governments (unpublished).

Other ESOs

The ‘all-hazards all-agencies’ approach to emergency management means that there are many organisations involved in aspects of the prevention/mitigation, preparedness, response and recovery framework for emergency management. This Report focuses on selected event types in State and Territory jurisdictions, and in particular the roles of fire, S/TES and ambulance service organisations. This Report does not yet report directly on the performance of Australian Government or local government emergency management services or their agencies.

Volunteers in emergency management

In 2009-10, approximately 250 000 fire, ambulance and S/TES volunteers played a significant role in the provision of emergency services in Australia (table 9.1). The input by volunteers is particularly important in rural and remote service provision where caseload/incident levels are low but community safety needs are still a high priority.

Volunteers in many ESOs — including fire, ambulance, S/TES, marine rescue, and recovery and relief agencies — provide services relating to emergency situations

and disasters resulting from natural hazards such as wildfires, floods, severe storms, earthquakes, cyclones, and human caused and technological events as well as medical emergencies.

Table 9.1 Volunteers in emergency service organisations^{a, b}

	<i>NSW^c</i>	<i>Vic^d</i>	<i>Qld^e</i>	<i>WA^f</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT^g</i>	<i>Aust</i>
ASOs									
2006-07	121	897	416	2 839	1 619	507	–	10	6 409
2007-08	163	437	225	2 960	1 534	507	–	10	5 836
2008-09	205	494	188	2 566	1 502	574	–	13	5 542
2009-10	226	489	136	2 818	1 385	508	–	26	5 588
FSOs									
2006-07	76 302	59 509	36 000	27 305	15 517	4 978	1 261	550	221 422
2007-08	75 474	58 362	35 000	27 457	15 744	4 909	1 367	540	218 853
2008-09	75 436	58 943	34 000	27 249	15 415	4 859	1 230	540	217 672
2009-10	77 422	59 180	34 000	29 343	15 064	4 861	1 228	750	221 848
S/TES									
2006-07	10 331	4 411	7 000	1 854	1 821	525	191	347	26 480
2007-08	10 114	4 833	6 430	1 827	1 828	560	205	293	26 090
2008-09	10 954	5 500	6 300	1 900	1 613	584	247	299	26 951
2009-10	10 359	5 500	6 800	1 914	1 532	537	229	335	27 206
Total									
2006-07	86 754	64 817	43 416	31 998	18 957	6 010	1 452	907	254 311
2007-08	85 751	63 632	41 655	32 244	19 106	5 976	1 572	843	250 779
2008-09	86 595	64 937	40 488	31 715	18 530	6 017	1 477	852	250 611
2009-10	88 007	65 169	40 936	34 075	17 981	5 906	1 457	1 111	254 642

ASO = ambulance service organisation. FSO = fire service organisation. S/TES = State and Territory emergency services. ^a Numbers for FSOs include volunteer support staff plus part paid volunteers for all jurisdictions except WA and the ACT. ^b Previous years ASOs data may not be comparable as volunteer data for 2007-08 and subsequent years are categorised into volunteers with transport capability and first responders with no transport capability. Data for 2007-08 and subsequent years exclude first responders. ^c NSW: Numbers for FSOs include retained firefighters and community fire unit members. ^d Vic: ASOs data include some volunteers who were remunerated for some time (usually response), but not for other time (usually on-call). Victorian Permanent Fire fighter numbers are over reported between 2005-06 and 2008-09 due to inclusion of some non-fire fighting personnel from within Victoria's land management agencies. ^e Qld. Volunteer numbers may fluctuate as members leave the service, new members are recruited and data cleansing occurs. In addition, the decrease of ASOs from 2007-08 to 2008-09 can be attributed to the removal from this category of university students undergoing paramedical studies enrolled as Honorary Officers. ^f WA: SES data exclude volunteer emergency service members who also may undertake an SES role. Revision of counting rules identified a reporting error in the figures for 2008-09, which have been re-stated. WA: Support staff data for 2006-07 and subsequent years include all non-fire specific staff, including those that support SES and volunteer marine rescue. Volunteer firefighter data include volunteers from local government bush fire brigades, volunteer fire and rescue brigades, volunteer fire services and multi-skilled volunteer emergency services. Data for the Department of Environment and Conservation are not included. ^g NT: Transient people in the NT result in fluctuations in the numbers of volunteers. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 9A.5, 9A.21 and 9A.24.

Information on the estimated value of volunteers to S/TES is outlined in box 9.2.

Although volunteers make a valuable contribution, they are not a free resource to governments. 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.

Box 9.2 Value of volunteers to State/Territory Emergency Services

State/Territory Emergency Services (S/TES) are dedicated to helping communities prepare for and respond to unexpected events, and play a vital role in emergency management in all states and territories. The Australian Council of State Emergency Services (ACSES) funded a study to estimate the value of SES volunteer time based on data provided by the SES agencies in NSW, Victoria, SA and Tasmania.

Two approaches were used to estimate the economic value of SES volunteer time:

- the global substitution method, where an average wage rate is used to value all activities
- the task specific substitution method, where each task is valued at its market wage rate.

In both approaches operational tasks and time, including emergency response and community activities, were valued, as well as time spent on training, travel, administration and other tasks.

The value of volunteer time for community preparedness services, operational response, training and unit management (without stand-by time) from 1994-95 to 2004-05 averaged around \$52 million (NSW), \$19 million (Victoria) and \$12 million (SA) a year.

Stand-by time accounts for about 94 per cent of the total time in NSW and Victoria and about half the total value for NSW and 39 per cent for Victoria. The total time volunteers made available including stand-by time is worth more than \$86 million and \$41 million a year to NSW and Victoria respectively. For NSW the annual value of a volunteer's contribution was estimated as \$15 903. While the indirect or secondary benefits that may arise through volunteerism as explained through social capital theory were not valued, the study clearly shows the significant value volunteers provide to their communities.

Source: Ganewatta, G. and Handmer, J. (2007).

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 Steering Committee continues to examine data on rural and remote service provision in the emergency services sector.

9.2 Framework for measuring the performance of emergency management

The broad aim of emergency management is to reduce the level of risk to the community from emergencies. The framework of performance indicators in this chapter is based on objectives for emergency management that are common to all Australian ESOs (box 9.3).

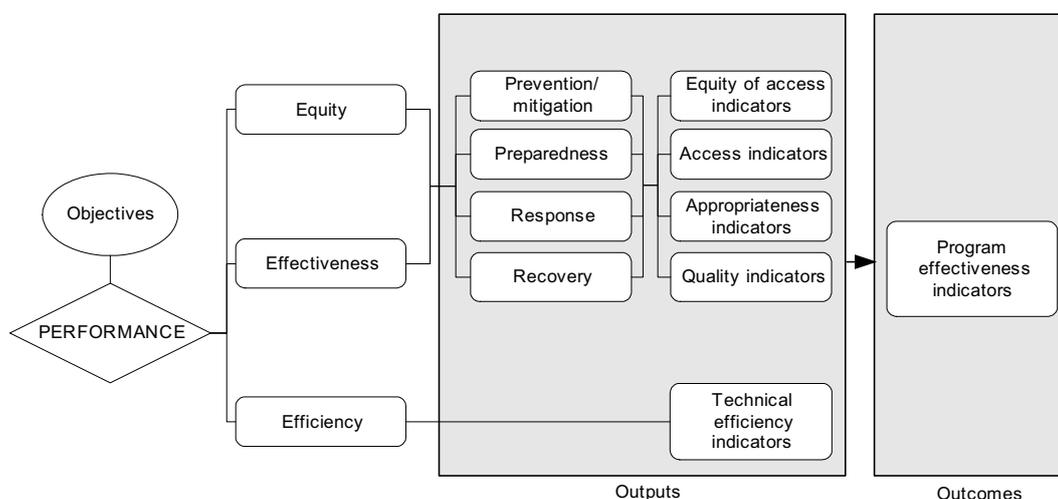
Box 9.3 Objectives for emergency management

Emergency management services aim to provide highly effective, efficient and accessible services that:

- reduce the adverse effects of emergencies and disasters on the community (including people, property, infrastructure, economy and environment)
- contribute to the management of risks to the community
- enhance public safety.

Emergency service organisations aim to reduce the number of emergency events through prevention activities, and to reduce the impact of emergency events through community and operational preparedness. Fast, effective response and recovery services are critical to containing hazards and managing the consequences of emergency events. The prevention/mitigation, preparedness, response and recovery performance indicator framework (figure 9.2) used in this chapter for fire and road crash rescue events reflects these activities.

Figure 9.2 **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/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 (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.
- *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 response plans.

Effective prevention activities reduce the requirement to respond to, and recover from, emergency events. Every jurisdiction is placing a greater emphasis on preventative activities. Efficient resource use reduces the cost of delivering a service of specified quality.

Outcome indicators in the performance framework indicate the contribution of ESOs to the community, economy and environment. Those currently reported are:

- for fire events: the ‘fire death rate’; ‘fire injury rate’; ‘median dollar losses from structure fire’; and ‘property losses from structure fire per person’
- for road crash rescue events: ‘road death’ rates; and a number of other outcome indicators reported in the road safety section of the police services chapter
- for ambulance events: ‘cardiac arrest survived event’; and ‘level of patient satisfaction’. ‘Cardiac arrest survival to hospital discharge’ and ‘pain management’ are identified as important outcome indicators in the ambulance events framework but data are not yet available for these indicators.

The general performance indicator framework presented in figure 9.1 has been applied to fire events (section 9.3) and road crash rescue events (section 9.4). Ambulance events are based on a different, health-related framework (section 9.5).

The Report’s statistical appendix 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) (appendix A).

9.3 Fire events

This section contains information on the performance of ESOs in providing emergency management services for fire events. A fire event is an incident that is reported to a fire service organisation and requires a response. Fire events include (but are not limited to):

- structure fires (that is, fires inside a building or structure), regardless of whether there is damage to the structure
- landscape fires, including bushfires and grass fires, regardless of the size of the area burnt
- other fires, including vehicle and other mobile property fires, and outside rubbish fires.

Emergency management services for fire events

Fire service organisations are the primary agencies involved in providing emergency management services for fire events. A range of other agencies may also be involved, including ambulance service organisations, S/TES, police and community services (table 9A.41).

Full reporting would ideally include information on the resources allocated by all ESOs to managing fire events. Although this information is currently unavailable, work is underway to improve data for future Reports. The descriptive information provided below on funding, incidents and human resources relate to fire service organisations only. (As discussed in section 9.1, fire service organisations are also involved in other activities not directly related to fire events.)

Funding

Total funding of the fire service organisations covered in this Report was nearly \$2.9 billion in 2009-10. Over the period 2005-06 to 2009-10 funding increased (in real terms) for all jurisdictions except the ACT (table 9.2).

**Table 9.2 Real funding of fire service organisations (2009-10 dollars)
(\$ million)^a**

	<i>NSW^b</i>	<i>Vic^c</i>	<i>Qld</i>	<i>WA^d</i>	<i>SA</i>	<i>Tas</i>	<i>ACT^e</i>	<i>NT</i>	<i>Aust</i>
2005-06	775.7	603.3	370.2	157.9	164.0	55.3	60.1	24.3	2 210.9
2006-07	859.7	987.6	381.7	252.9	162.7	59.3	56.0	24.5	2 784.3
2007-08	815.3	806.9	384.5	246.9	176.2	60.6	51.8	20.4	2 562.5
2008-09	902.9	1 218.8	405.9	234.8	176.7	61.1	51.2	24.3	3 075.8
2009-10	916.2	948.6	447.0	248.5	171.6	68.5	52.3	25.8	2 878.5

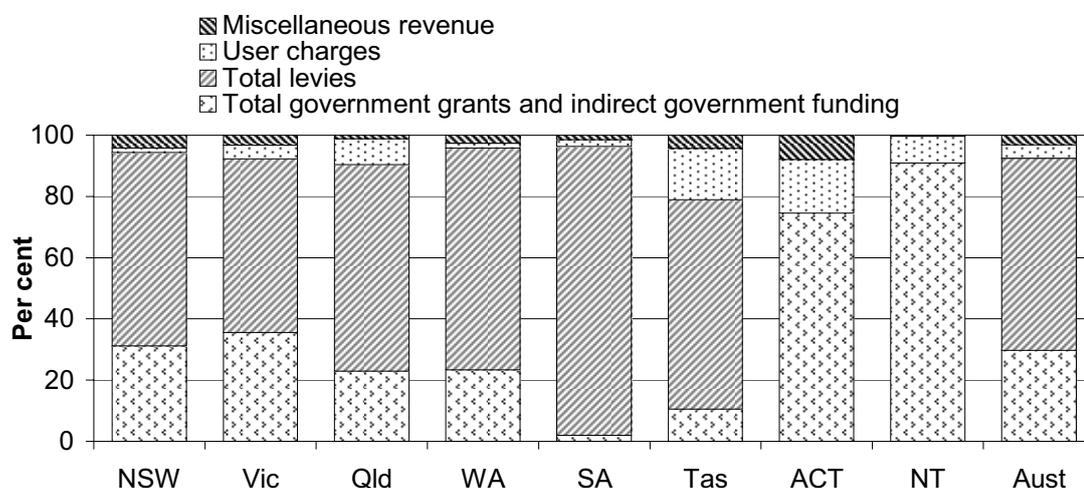
^a Data are adjusted to 2009-10 dollars using the GDP price deflator (2009-10 = 100) (table AA.26). ^b NSW: Figures vary from year to year as a result of abnormal expenditure related to the response to specific major emergencies. The data for 2009-10 for the first time include data from the Department of Environment, Climate Change and Water. ^c Vic: 2006-07 is the first year which includes revenue for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. Increase in 2008-09 is due to emergency funding arising from the Black Saturday Bushfires. ^d WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 and subsequent years are not segregated by service and include funding related to delivery of other emergency services including SES and volunteer marine rescue. Data for the Department of Environment and Conservation are not included. ^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. In 2006-07 funding is included for the placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy.

Source: State and Territory governments (unpublished); table 9A.1.

Fire levies were the primary source of funding in 2009-10 in all jurisdictions except the ACT and the NT, where Territory governments were the largest source of funds. Governments usually provide the legislative framework for the imposition of fire levies, rather than directly collecting the levies themselves. In 2009-10, fire levies were raised from levies on property owners or, in some jurisdictions, from levies on both insurance companies and property owners (table 9A.1). In addition to relying on funded resources, all states and territories rely on volunteer firefighters, who make a significant contribution to community safety.

Nationally, 29.8 per cent of funding for fire service organisations was provided by government as government grants and indirect government revenue in 2009-10, a decrease from 37.2 per cent in 2008-09. (The higher levels of government funding in 2008-09 were due to funding directed towards the 2009 Victorian fires). The proportions of funding sources varied across jurisdictions (figure 9.3).

Figure 9.3 **Major sources of fire service organisation revenue, 2009-10 (per cent)**



Source: State and Territory governments (unpublished); table 9A.1.

Human resources

Human resources refers to any person delivering a firefighting or firefighting-related service, or managing the delivery of this service, including:

- firefighters (qualified paid and volunteer firefighters)
- support personnel (any paid person or volunteer directly supporting operational providers, including administrative, technical and communications personnel).

Nationally, 17 278 full time equivalent (FTE) paid personnel were employed by fire service organisations in 2009-10. Nationally, 13 260 FTE or 76.7 per cent of the 17 278 FTE were paid firefighters. A large number of volunteer firefighters (221 848 people) also participated in the delivery of fire services in 2009-10 (table 9A.5).

Fires and other emergency incidents

Various urban and rural fire service organisations operate within jurisdictions (table 9A.37). Complete data on reported fires and other incidents were not available in all jurisdictions.

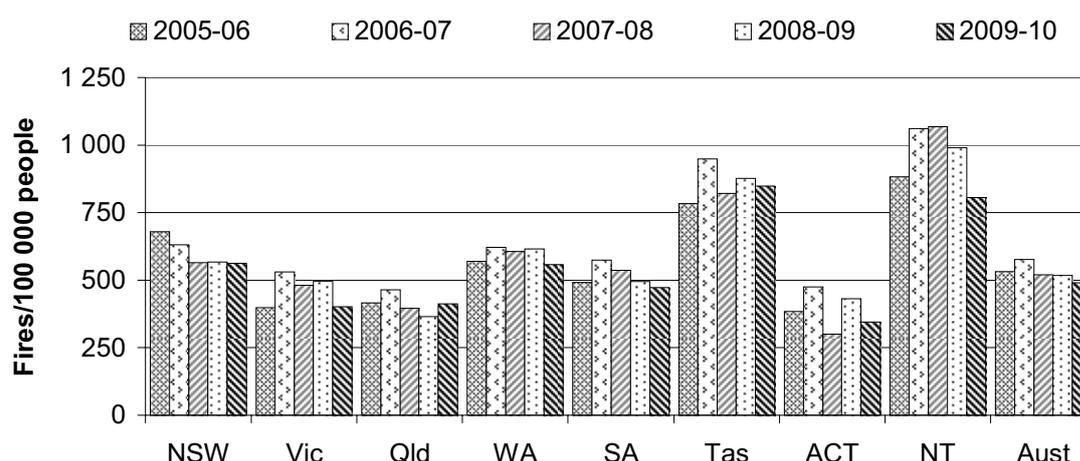
Nationally, 28.7 per cent or 108 675 of the 379 242 reported incidents attended to by fire service organisations were fires, and 70.8 per cent were other emergencies and incidents in 2009-10 (0.5 per cent of incidents were 'not determined or not

classified), with these proportions varying across jurisdictions (table 9A.2). A significant proportion of 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. An incident cannot be deemed to be a false report until the fire service organisation has responded and investigated the site.

Total fire incidents attended by fire service organisations per 100 000 people

Nationally, 491 fire incidents per 100 000 people were attended in 2009-10, similar to the rate of 518 in 2008-09 (figure 9.4). Rates are more variable across jurisdictions (and within jurisdictions over time) than the national averages.

Figure 9.4 Fire incidents attended by fire service organisations per 100 000 people^{a, b, c, d, e, f, g}



^a Qld: Accurate identification of incidents attended by QFRS Rural crews is not possible at this stage due to incomplete voluntary reporting procedures. QFRS Urban stations are estimated to serve 87.6 per cent of Queensland's population. ^b WA: Data include reported turnouts by career and volunteer services to all areas of the State. ^c Tas: Data include *all* fire brigades, both full-time and volunteer. Due to industrial action 90 incident reports are incomplete for 2008-09. ^d ACT: Includes data for urban and rural fire service organisations. ^e NT: The high number of incidents per 100 000 people can be attributed to deliberately lit fires and the large number of grass fires in northern Australia that are caused by the annual growth of vegetation following the wet season. ^f Aust: The average for Australia excludes rural fire service data as per the jurisdictions' caveats. ^g Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); table 9A.10.

Ignition factor for structure fires

Cause identification assists fire service organisations and other emergency management stakeholders to formulate fire prevention, community safety and public education programs. 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.

The most prevalent ignition factors causing structure fires varies between jurisdictions (table 9A.43). Nationally in 2009-10, the ignition factor for 21.5 per cent of structure fires was ‘undetermined or not reported’. For structure fires where the cause of ignition could be determined, the most significant factors reported were:

- unattended heat sources (15.8 per cent)
- short-circuit, ground fault and other electrical failure (10.3 per cent)
- suspicious (7.7 per cent) (table 9A.43).

Total reported landscape fire incidents

Landscape fire incidents include all vegetation fires, irrespective of the size of the area burnt and can vary substantially in their impact on fire resources, the community and longer term consequences. The number and severity of landscape fires is influenced by many factors, including environmental factors such as weather and climate, with the majority of landscape fires triggered by human activity (AIC 2008).

In early 2009, bushfire devastated Victoria, causing unprecedented loss of life and property (box 9.4).

Box 9.4 Black Saturday (Victorian fires 2009)

The Victorian Coroner's Office has confirmed the number of deaths as a result of the fires which directly affected many towns and communities; destroying homes, businesses, schools and kindergartens (Australian Government Disaster Assist 2009). Key statistics are:

- deaths: 173
- area burnt: 430 000 hectares (including 51 towns, 78 communities)
- total property dollar losses: \$1.35 billion
- homes lost: 2129, valued at \$713 million (includes contents and outbuildings).

Rebuilding homes and towns, supporting local economies, regenerating the natural environment and restoring community identity is an enormous task — for government, businesses and the communities. The Victorian and Australian governments have responded to this challenge by establishing the Bushfire Reconstruction and Recovery Authority to coordinate and oversee the rebuilding program.

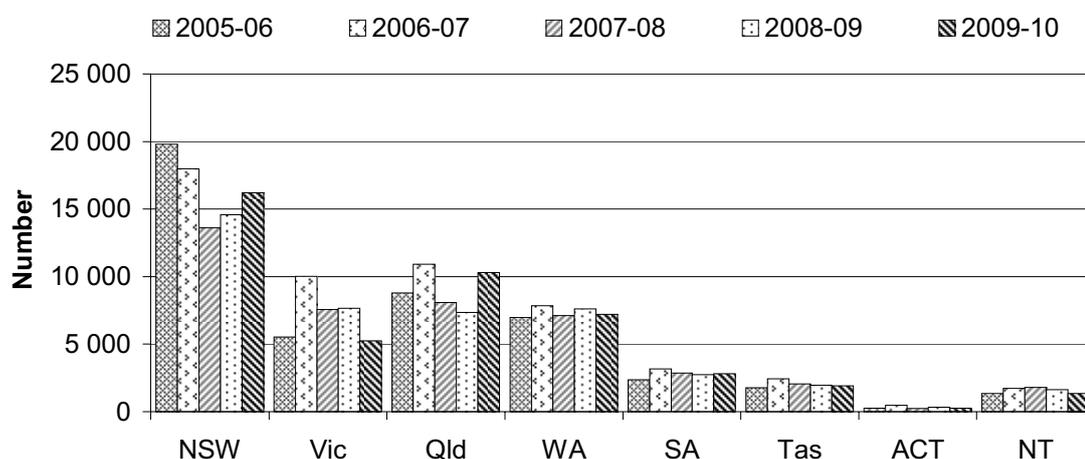
The response to these fires involved cooperation and resources from Australian, State and Territory governments. All of these governments are committed to improving policy and processes as a result of this event and are responding to the findings and recommendations of the Victorian Bushfire Royal Commission.

Nationally, 45 297 landscape (bush and grass) fire incidents were reported by fire service organisations and land management agencies in 2009-10 (table 9A.3).

The consequences of the Black Saturday fire event are reflected in various data (and noted in caveats) and indicators, including increased government funding and expenditure for Victoria in 2008-09. Some data relating to this fire event will not be recognised until future editions of the report due to the lag in reporting (for example fire deaths data will not be reported until the 2012 edition.)

The numbers of reported landscape fire incidents are in figure 9.5. Incidents reported to land management agencies are not included for some jurisdictions. Rates per 100 000 people and by area per 100 000 hectares are provided in attachment table 9A.3.

Figure 9.5 **Fire service organisations and land management agencies reported total landscape (bush and grass) fire incidents^{a, b, c, d, e, f, g, h}**



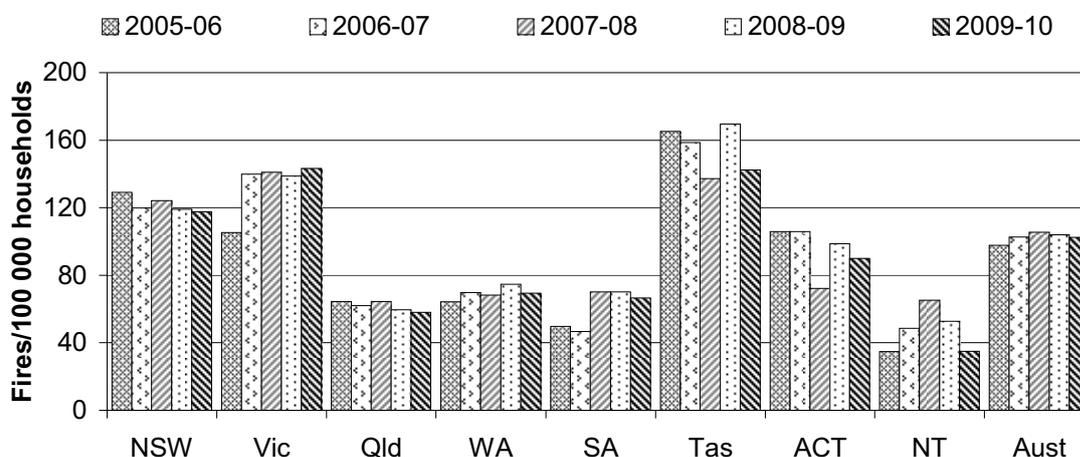
^a These data may be different to those reported elsewhere because they reflect responses from fire service organisations and, where stated, land management agencies. ^b NSW: Includes data from the NSW Department of Environment and Climate Change, the NSW Rural Fire Service and the NSW Fire Brigades for all bush and grass fires regardless of size of area burnt. ^c Vic: Data include incidents from the Department of Sustainability and Environment. Due to data collection issues, data are incomplete for 2005-06. Black Saturday (Victorian fires 2009) is treated as a single landscape fire event in 2008-09. ^d Qld: Accurate identification of incidents attended by both QFRS Rural crews is not possible at this stage due to incomplete voluntary reporting procedures. ^e WA: Data include landscape fires reported by the Department of Environment and Conservation as a lead agency, with 648 fires recorded for 2008-09. Data include landscape fires reported by the Department of Environment and Conservation as a lead agency, with 603 fires recorded for 2009-10. DEC advised an error in reporting of DEC fires for 2006-07, which have been restated. ^f Tas: Data include all vegetation fires, irrespective of size, from *all* fire brigades (full time and volunteer) and land management agencies. ^g ACT: A 51 per cent decrease in landscape fires from 2006-07 to 2007-08 corresponds to a milder fire season than the previous year. ^h NT: Excludes data from Bushfires NT and some NT Fire and Rescue Service volunteer brigades.

Source: State and Territory governments (unpublished); table 9A.3.

Accidental residential structure fires reported to fire service organisations per 100 000 households

The rate of accidental residential structure fires per 100 000 households is reported in figure 9.6. Rates may not be entirely comparable as the number of accidental residential structure fires is affected by the number of fires where the cause has been determined and classified by fire service personnel. Although the national rate has been relatively constant, rates for jurisdictions show more variability over the five year period.

Figure 9.6 Accidental residential structure fires reported to fire service organisations^{a, b, c, d, e, f, g}



^a Rates may not be entirely comparable. The numerator (the number of accidental residential structure fires) is affected by the number of fires where the cause has been determined and classified by fire service personnel. Data for the denominator are from the ABS Australian Demographic Statistics Household projection series and are taken as the average of household data from the start and end of each financial year period to provide a financial year midpoint estimate. For example, household data for the 2008-09 financial year are the average of total households as at 30 June 2008 and as at 30 June 2009. ^b Vic: Due to data collection issues, data are incomplete for 2005-06. ^c Qld: Accurate identification of incidents attended by QFRS Rural crews is not possible at this stage due to incomplete voluntary reporting procedures. QFRS Urban stations are estimated to serve 87.6 per cent of Queensland's population. ^d WA: Data include reported turnouts by career and volunteer services for all areas of the State. ^e SA: Data for 2006-07 may be under reported because MFS data entry was not completed by the submission deadline. ^f Tas: Data include *all* fire brigades, both full-time and volunteer. ^g NT: Data are for NT Fire and Rescue Service permanent fire stations only.

Source: ABS (2010) *Australian Demographic Statistics* Table 21 Projected number of households, states and territories—at 30 June, Cat. no. 3101.0; State and Territory governments (unpublished); table 9A.4.

Hazardous materials incidents

Hazardous materials include paints, adhesives, solvents, fuels, soap, detergents, cosmetics, pharmaceuticals, cleaners, household chemicals, acids, farm and garden chemicals, explosives, industrial chemicals, plastics raw materials, gases and many others. All of these materials have hazardous properties that must be controlled or contained. The materials must be effectively managed and cleaned up in an emergency, when the primary controls have failed.

Australian governments aim to minimise the adverse effects of hazardous materials incidents on the community to enhance public safety. There is increasing community expectation that governments will prevent hazardous materials incidents that threaten community safety and the environment and that fire service

organisations will respond to these incidents with the minimum possible further impact on the environment.

Fire service organisations provide ‘Hazmat’ (hazardous material) services that contribute to achieving enhanced community safety and quality of life, business confidence and protection of the environment by:

- influencing government policy and legislation to ensure integration of prevention and response activities
- effective planning, prevention, safe response and recovery from incidents.

The prevention/mitigation, preparedness, response and recovery services provided and delivered by fire service organisations for hazardous materials incidents have the potential to avoid the need for downstream services. The use of downstream services may be undesirable because it reflects negative outcomes and/or involves significant social costs.

Nationally, fire service organisations responded to 2758 hazardous materials incidents in 2009-10 (table 9.3).

Table 9.3 Number of hazardous materials incidents attended to by fire service organisations^{a, b, c, d, e}

	<i>NSW</i>	<i>Vic</i>	<i>Qld^d</i>	<i>WA</i>	<i>SA^a</i>	<i>Tas</i>	<i>ACT^a</i>	<i>NT</i>	<i>Aust</i>
2005-06	848	1 245	288	84	1 116	30	62	238	3 911
2006-07	971	1 637	324	94	1 077	36	127	164	4 430
2007-08	777	1 448	415	87	180	26	179	90	3 202
2008-09	911	910	430	70	466	31	130	184	3 132
2009-10	854	970	319	101	164	46	129	175	2 758

^a Data may differ from those in table 9A.2 which include fires involving or releasing hazardous materials. Data also exclude minor fuel or other flammable liquid spills/leaks less than 200 litres except for SA for 2003-04 to 2006-07 and the ACT for all years. ^b Data represent incidents attended by FSOs. FSOs may not be notified of all hazardous materials incidents occurring in the community. ^c Coding of hazardous materials incidents is based on the judgment 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. ^d Qld: Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. ^e Changes to hazardous materials incident reporting were accepted and ratified by the AFAC SIMSG in November 2005 for implementation from July 1 2006. However, each fire service may have implemented these changes at different times, with implementation complete in the 2009-10 year.

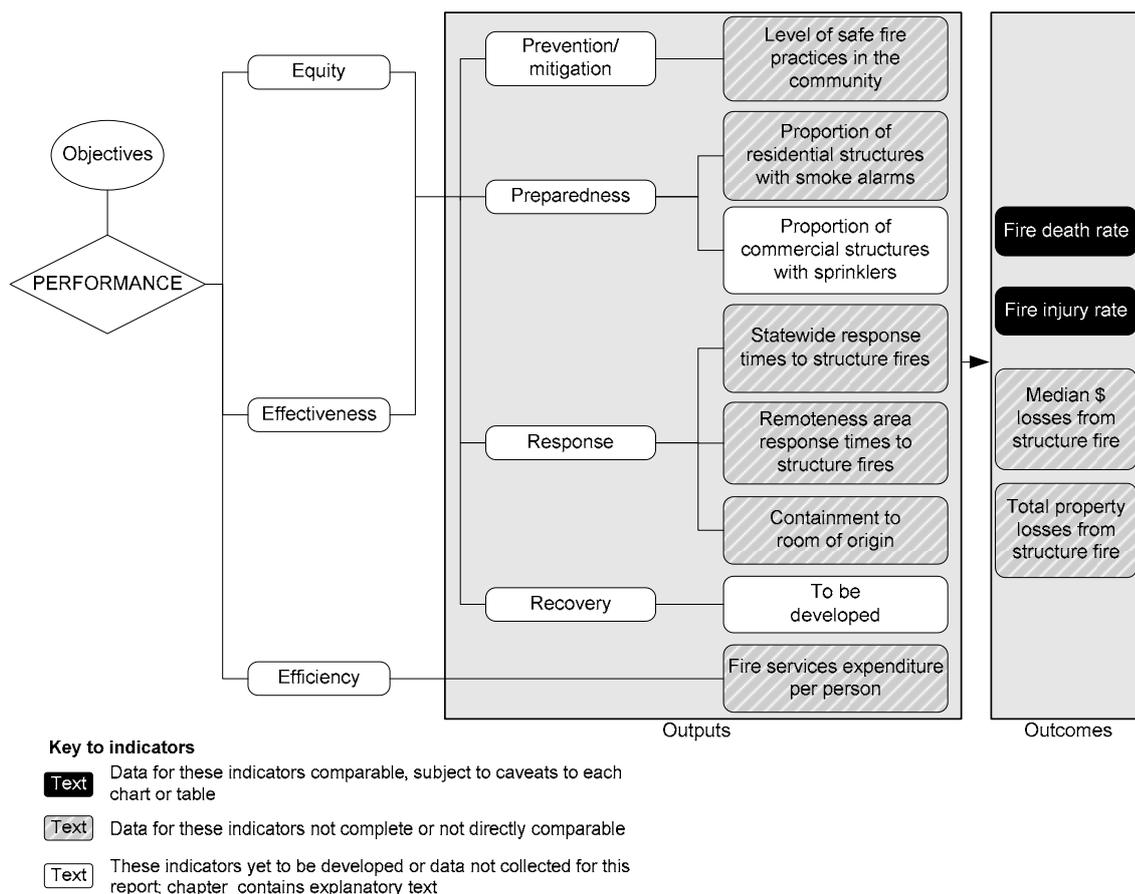
Source: State and Territory governments (unpublished).

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 9A.42).

Framework of performance indicators

Figure 9.7 presents the performance indicator framework for fire events, based on the general framework for all emergency events. Definitions of all indicators are provided in section 9.8.

Figure 9.7 Performance indicators for fire events



The performance indicator framework for fire events shows which data are comparable in the 2011 Report. For all data, supporting text and footnotes include caveats relevant to interpretation. Indicators that are considered comparable are only comparable subject to accompanying caveats. 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.

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 also needs to be considered when interpreting some indicators (such as fire service organisation expenditure per person). Volunteer personnel provide a substantial proportion of fire services (and emergency services more generally). 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 the standards for the collection of fire events data, which is evident by the inclusion of rural fire service organisations data by more jurisdictions in recent years. Differences in counting rules are expected to be minimised in future Reports.

Key performance indicator results

Outputs

Outputs are the services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5). Outputs are measured by the 'level of safe fire practices in the community'; 'the proportion of residential structures with smoke alarms'; 'the proportion of commercial structures with sprinklers'; 'response times to structure fires'; 'containment to the room of origin'; and 'expenditure per person'.

Equity and effectiveness — prevention/mitigation

Equity and effectiveness indicators are linked for fire events. The equity dimension of prevention/mitigation indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from fire services' activities. The effectiveness dimension of prevention/mitigation indicators relates to fire service organisations' ability to prevent fires and mitigate fire damage.

Level of safe fire practices in the community

‘Level of safe fire practices in the community’ is an indicator of governments’ objective to reduce the adverse effects of fires on the community and manage the risk of fires (box 9.5).

Box 9.5 Level of safe fire practices in the community

‘Level of safe fire practices in the community’ is defined as the number of households with household fire safety measures installed or prevention procedures followed, divided by the total number of households.

The higher the proportion of households with a fire safety measure installed or prevention measure followed, the less likely fires will 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.

Comparable data for this indicator were last reported by the ABS in 2001 (for the reference period February to November 2000). Since then data have been available inconsistently from various sources and are not directly comparable.

Selected fire risk management/mitigation strategies across jurisdictions are identified in table 9A.35. Nationally consistent data on household fire safety measures installed or prevention procedures followed have not been available since the ABS Population Survey Monitor (PSM) (ABS 2001) was discontinued (in November 2001). Since then, some jurisdictions have conducted their own surveys of household fire safety measures installed or prevention procedures followed. These surveys have focused on local priorities, for example, where there are already high levels of reported smoke alarms in homes, surveys may target other fire safety practices or measures. Different survey methodologies have also been used across jurisdictions. Such methodological differences between the surveys undertaken by the jurisdictions mean that nationally consistent data are not currently available.

Equity and effectiveness — preparedness

The equity dimension of preparedness indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from fire services’ activities. The effectiveness dimension of preparedness indicators relates to fire service organisations’ ability to prepare, and assist the community to prepare, for fire events.

Proportion of residential structures with smoke alarms

The proportion of residential structures with smoke alarms is an indicator of governments' objective to reduce the adverse effects of fire on the community through preparedness measures (box 9.6).

Box 9.6 Proportion of residential structures with smoke alarms

'Proportion of residential structures with smoke alarms' is defined as the number of households with a smoke alarm installed, divided by the total number of households.

The higher the proportion of households with a smoke alarm installed, the greater is the likelihood that the adverse effects of fire will be avoided or reduced.

Data reported for this indicator are not complete and not directly comparable.

Current nationally comparable and complete time series data are not available on the proportion of residential structures with smoke alarms. Nationally consistent data for all jurisdictions were last available for the reference period February to November 2000, from the discontinued ABS PSM. Where available, subsequent data suggest increasing percentages of households have installed a smoke alarm/detector (table 9A.12). However, as these data are sourced from various jurisdictional collections they are not strictly comparable.

The most recent cross-sectional, nationally consistent data available relevant to the preparedness aspect of 'level of safe fire practices in the community' are for four jurisdictions on a variety of safety precautions (NSW, Victoria, Queensland and the ACT), for October 2007 (table 9A.11). Results indicated that across those four jurisdictions more than 90 per cent of households had smoke alarms (ABS 2008a). Related data for the same time period are available for WA (ABS 2008b).

Proportion of commercial structures with sprinklers

'Proportion of commercial structures with sprinklers' is an indicator of governments' objective to prevent the adverse effects of fire on the community through preparedness measures (box 9.7).

Box 9.7 Proportion of commercial structures with sprinklers

'Proportion of commercial structures with sprinklers' 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.

Nationally comparable data are not available for this indicator.

Equity and effectiveness — response

The equity dimension of response indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from fire services' activities. The effectiveness dimension of response indicators relates to fire service organisations' ability to respond to and suppress fires.

Statewide, and remoteness area, response times to structure fires

'Statewide response times to structure fires' and 'remoteness area response times to structure fires' are indicators of governments' objective to reduce the adverse effects of fire on the community through timely response activities (box 9.8).

Box 9.8 Statewide and remoteness area response times to structure fires

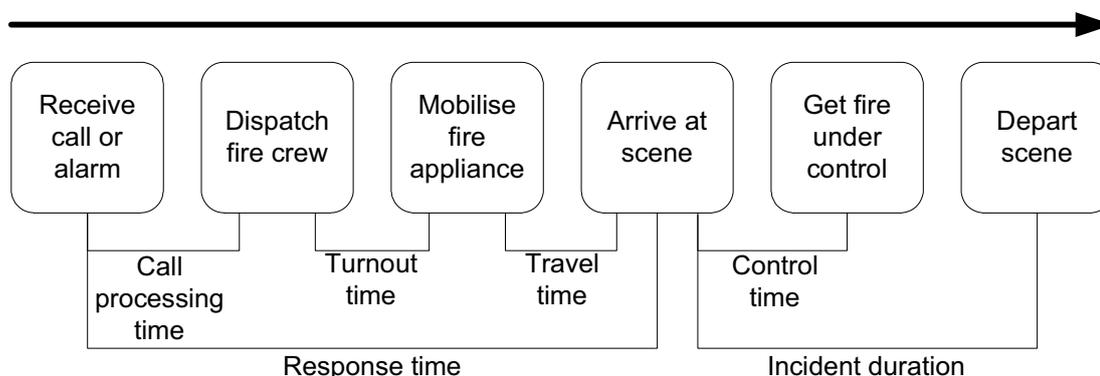
Statewide and remoteness area response times are defined as the times within which 50 per cent and 90 per cent of structure fires are responded to, measured by when the first fire appliance arrives at the scene.

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 communications centre and the arrival of the first appliance at the scene (that is, when the vehicle is stationary and the handbrake is applied). This and other intervals are illustrated in figure 9.7.

Percentile calculations are based on emergency responses to structure fire incidents and include responses by both permanent and volunteer brigades (unless otherwise noted in jurisdictions' caveats).

Shorter response times suggest the adverse effects on the community of emergencies requiring fire services are reduced. Data reported for this indicator are not directly comparable.

Figure 9.8 **Response time points and indicators for fire events**



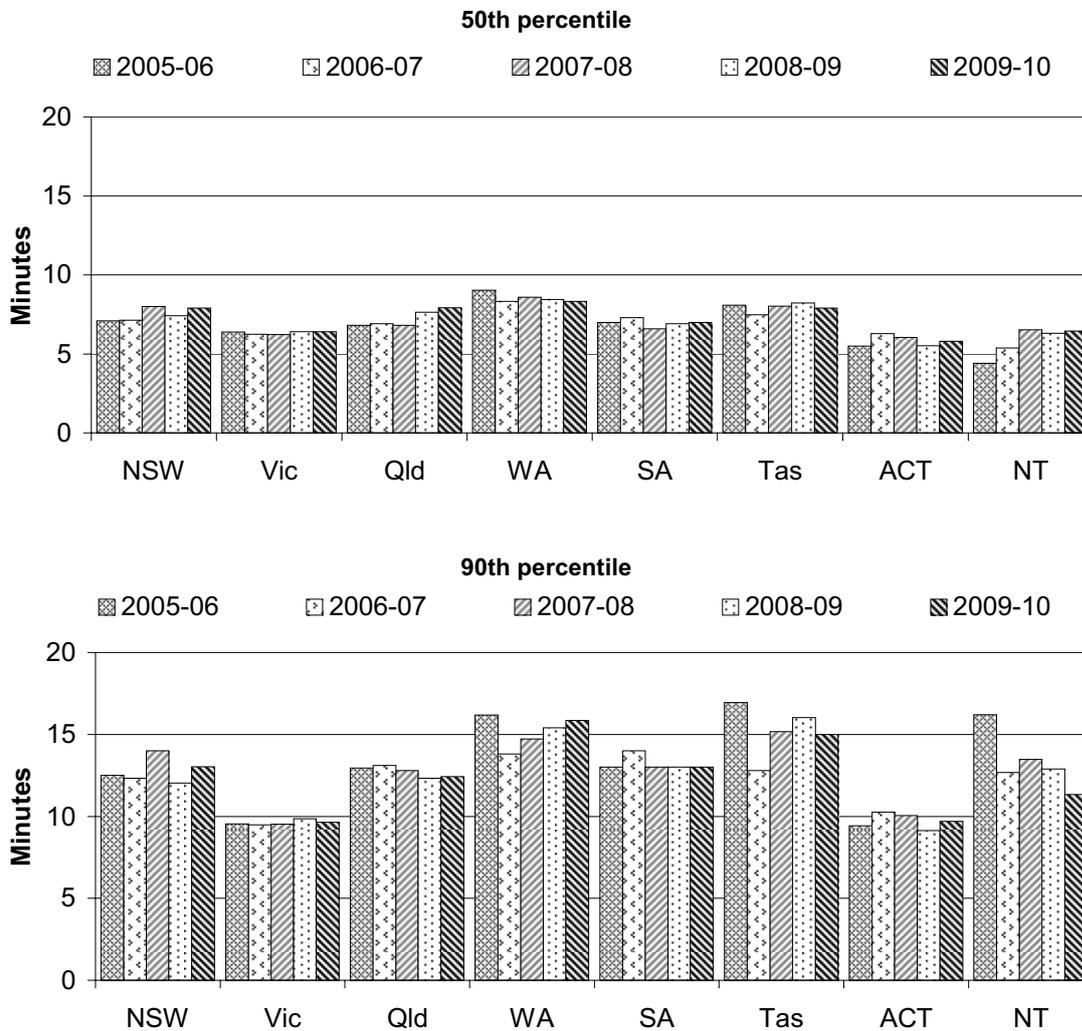
Response times need to be interpreted with caution because the data are not strictly comparable across jurisdictions. There are many factors that influence response times including:

- land area, and population size and density
- topography, road/transport infrastructure and traffic densities
- crewing configurations, response systems and processes, and travel distances.

In addition, reported response times can be affected by data collection systems. Jurisdictions use a combination of computer aided dispatch (CAD) and manual systems. The majority of data are retrieved from CAD systems, with manual systems providing approximately 10 per cent of data across all jurisdictions.

Response times vary between jurisdictions (figure 9.9).

Figure 9.9 Response times to structure fires, state-wide^{a, b, c}

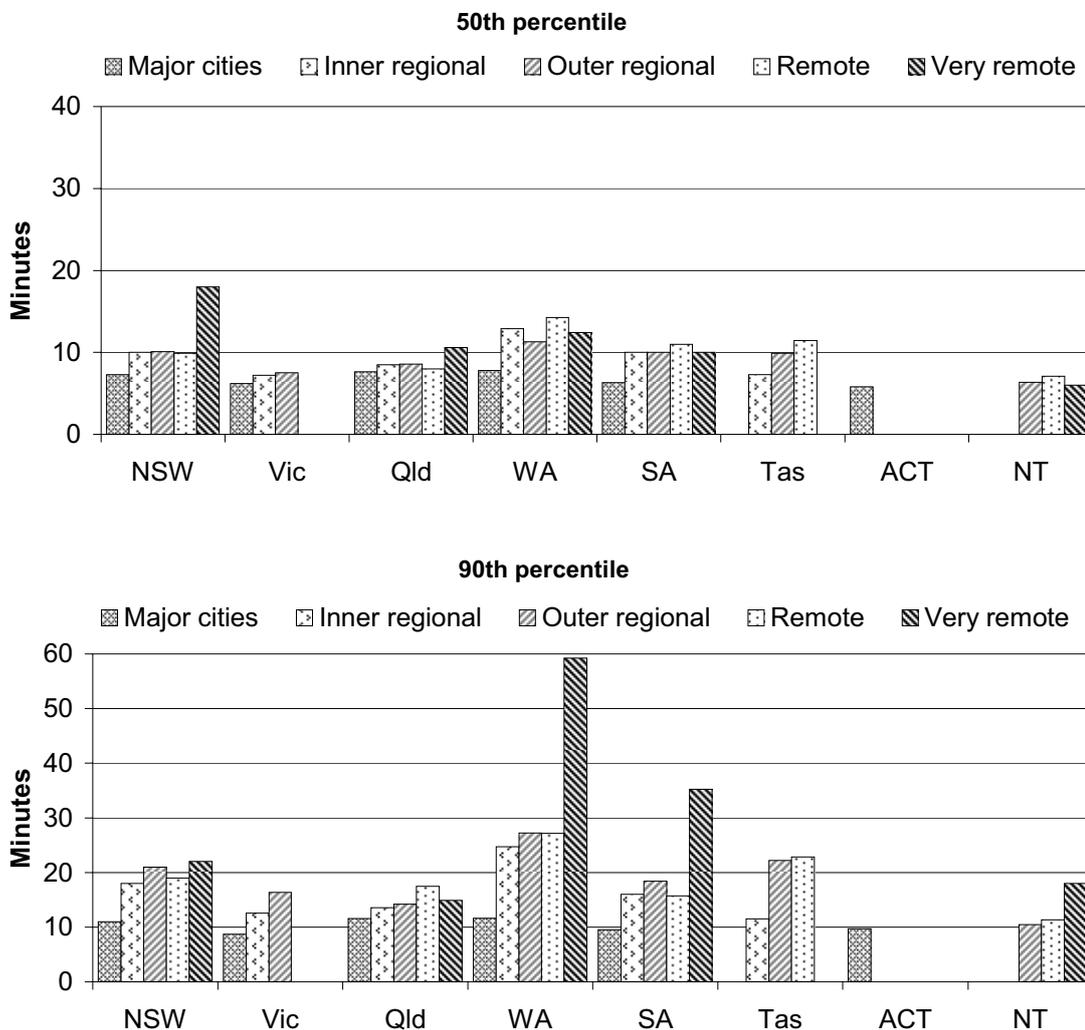


^a Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. Data with incomplete time details are excluded from percentile calculations. ^b Qld: In 2008-09, 90 incidents were unable to be classified by remoteness and were removed from the calculations. Response times for QFRS Rural brigade crews are not included because response times are not accurately recorded. Only primary exposure incidents are included. ^c WA: Data include both career and volunteer responses where the response was provided under emergency conditions (lights and sirens). Incidents where response time information is incomplete are excluded from response time calculations. Response times for major cities, regional and remote areas are impacted by volunteer data that, particularly in remote areas of the state are affected by significant travel time to incidents.

Source: State and Territory governments (unpublished); table 9A.13.

Response times can be segmented into remoteness areas based on the ABS Australian Standard Geographical Classification (figure 9.10).

Figure 9.10 Response times to structure fires, by remoteness area, 2009-10^{a, b, c, d, e, f, g, h}



^a Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. For some jurisdictions, certain remoteness areas do not exist (e.g very remote in the ACT) or data are not available. Data with incomplete time details are excluded from percentile calculations. ^b Vic: There are no very remote areas in Victoria. ^c Qld: In 2009-10, two incidents were unable to be classified by remoteness and have been removed from calculations. In 2008-09, 90 incidents were unable to be classified by remoteness and were removed from the calculations. Response times for QFRS Rural brigade crews are not included because response times are not accurately recorded. Only primary exposure incidents are included. ^d WA: Data include both career and volunteer responses where the response was provided under emergency conditions (lights and sirens). Incidents where response time information is incomplete are excluded from response time calculations. Response times for major cities, regional and remote areas are impacted by volunteer data that, particularly in remote areas of the state are affected by significant travel time to incidents. ^e SA: The Country Fire Service and the Metropolitan Fire Service do not have geocoded data. SA data include incident records with both alarm and arrival times. Excludes response times of 12 hours or more. The high 90th percentile result for the 'very remote' category is due to the small number of reported fires, with some fires having response time of 1 to 3 hours. ^g ACT: All responses were within the major city. ^h NT: NT Fire and Rescue Services respond to structure fires outside gazetted Emergency Response Areas in the NT when required impacting on some response times.

Source: State and Territory governments (unpublished); table 9A.14.

Containment to room of origin

‘Containment to room of origin’ is an indicator of governments’ objective to reduce the adverse effects of fire emergency events on the community by response and mitigation strategies (box 9.9).

Box 9.9 Containment to room of origin

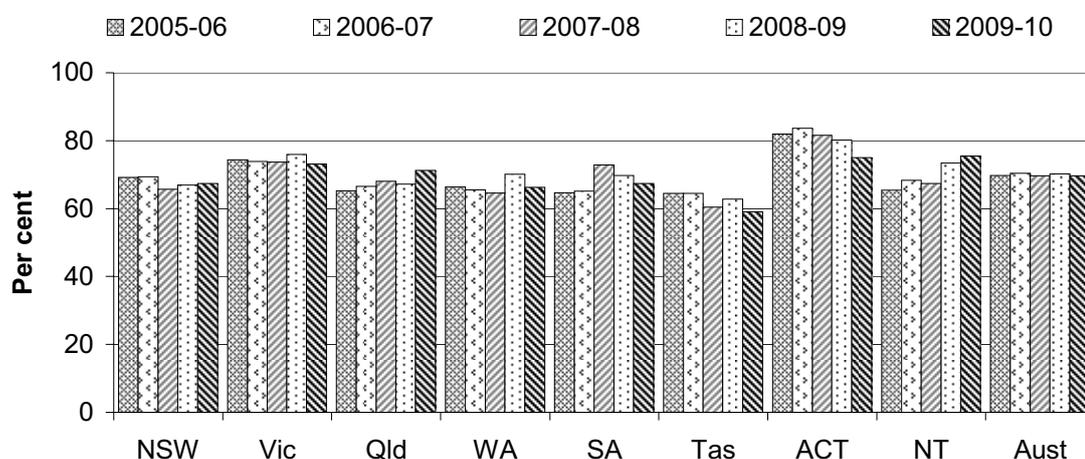
‘Containment to room of origin’ is defined as the number of structure fires contained to the object or room of origin divided by the total number of structure fires. Structure fires are those fires in housing and other buildings.

A higher proportion of structure fires contained to the object or room of origin is more desirable.

Data reported for this indicator are not directly comparable.

The proportion of fires, from all ignition types, contained to the object or room of origin varies between jurisdictions, and within jurisdictions over time (figure 9.11).

Figure 9.11 **Structure fires (all ignition types) contained to the object/room of origin^{a, b, c, d, e, f, g}**



^a NSW: The decline in the percentage of structure fires confined to the object or room of origin between 2006-07 and 2007-08 is artificial. The data for 2007-08 for the first time conform to the nationally agreed definition for this measure by including data from both the NSW RFS and the NSWFB. ^b Vic: Data are incomplete for 2005-06. ^c Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. Structure fires within the Urban Levy Boundary are included, excluded are non-emergency calls and those where QFRS experienced delays due to either extreme weather conditions or where the initial response was by another agency or brigade. ^d WA: Incidents where containment codes are not completed, and where the fire only affects the outside of a structure are excluded from containment calculations. Confinement results in this report are based on different counting rules to those published in FESA's annual report. FESA excludes all incidents where no damage is reported and includes small fires confined to non-combustible containers, which are excluded in RoGS. The inclusion of these data fires increases FESA's 2009-10 result from 66.3 to 76.4 per cent. ^e SA: Data exclude the Country Fire Service. ^f Tas: Data are for *all* fire brigades, both full-time and volunteer. ^g Aust: Average excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 9A.15.

Nationally in 2009-10, the proportion of incendiary and suspicious structure fires contained to the object or room of origin was 56.1 per cent and for accidental structure fires 80.4 per cent. Nationally, rates have shown little movement over the 5 years to 2009-10. However, trends in individual jurisdictions' rates have varied (table 9A.15).

Equity and effectiveness — recovery

The equity dimension of recovery indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from recovery strategies, services and activities. The effectiveness dimension of recovery indicators relates to community restoration, and to communities' and fire service organisations' ability to return to a state of preparedness (box 9.10).

Box 9.10 Performance indicators — recovery

There are two elements to recovery: supporting communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic, ecological and physical wellbeing following a fire event, and return of communities and fire service organisations to a state of preparedness after experiencing a fire event.

Recovery indicators are identified as a key development area for future Reports.

Efficiency

Fire service organisations' expenditure per person

'Fire service organisations' expenditure per person' is a proxy indicator of the efficiency of governments in delivering emergency management services (box 9.11).

Box 9.11 Fire service organisations' expenditure per person

'Fire service organisations' expenditure per person' is defined as total fire service organisation expenditure per person in the population.

All else being equal, lower expenditure per person represents greater efficiency. However, 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.

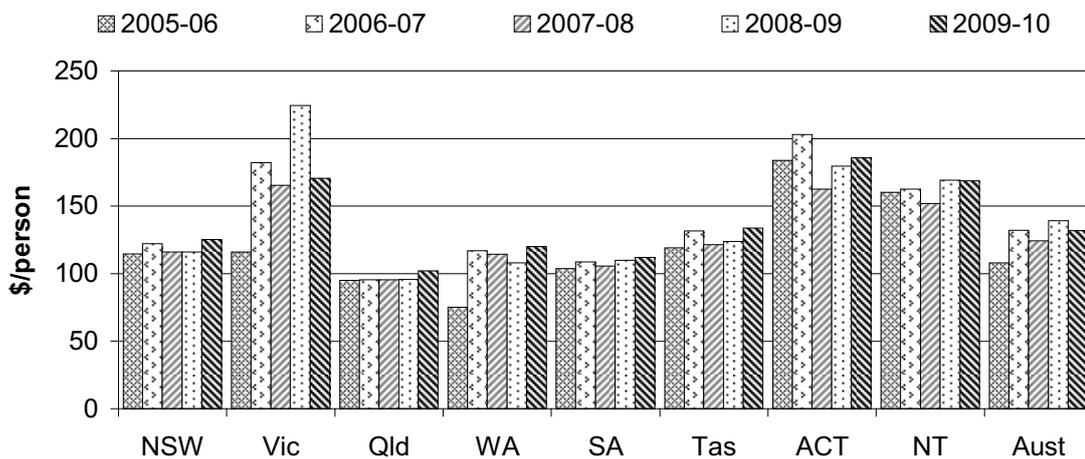
Expenditure per person is employed as a proxy for efficiency. Expenditure per fire is not used as a proxy for fire service organisation efficiency because an organisation that applies more resources to the prevention and preparedness components to reduce the number of fire incidents could erroneously appear to be less efficient.

Data reported for this indicator are not directly comparable.

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.

Nationally, the total expenditure on fire service organisations per person in 2009-10 was approximately \$132 (figure 9.12).

Figure 9.12 Fire service organisations expenditure per person (2009-10 dollars)^{a, b, c, d, e, f}

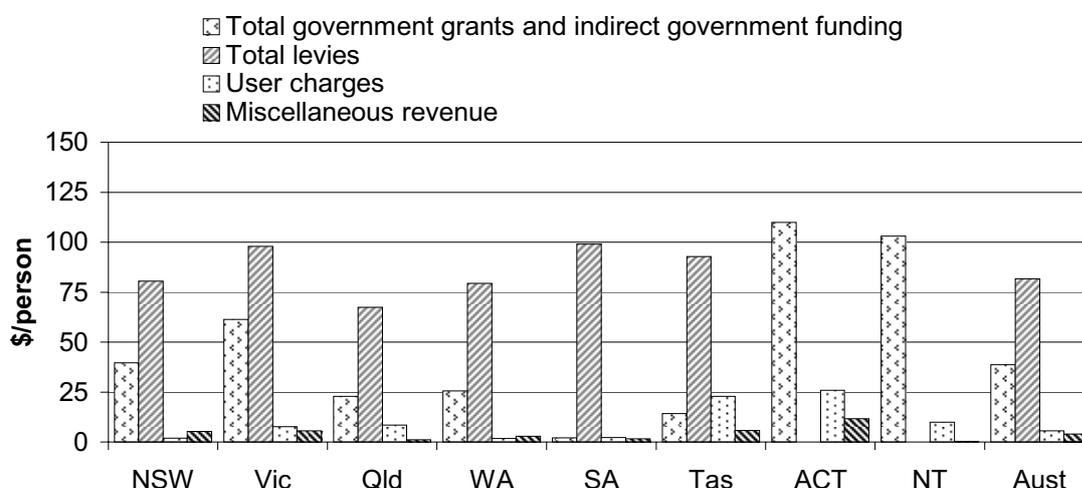


^a Data are adjusted to 2009-10 dollars using the GDP price deflator (2009-10 = 100) (table AA.26). Due to differences in definitions and counting rules, data reported may differ from those in agency annual reports and other sources. Total fire expenditure includes levies on insurance companies and property owners, user charges, fundraising and donations and indirect revenue. ^b Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). ^c Vic: 2006-07 is the first year in which the Victorian data includes expenditure for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. 2008-09 data include a significant increase in expenditure due to emergency funding arising from the Black Saturday Bushfires. ^d WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 and subsequent years cannot be segregated by service and include SES and volunteer marine services as well as fire. Data for the Department of Environment and Conservation are not included. ^e ACT: 2005-06 expenditure includes a significant upgrade of Emergency Services Communications systems and inclusion of Joint Emergency Services Training Costs. 2006-07 expenditure includes placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy. ^f Qld: Expenditure in 2009-10 included costs of \$6.8 million associated with the Natural Disaster Relief and Recovery Arrangements declared bushfire event in September-October 2009.

Source: State and Territory governments (unpublished); table 9A.17.

Nationally, total government grants and indirect government funding of fire service organisations per person in 2009-10 was \$38.65. Levies per person in 2009-10 averaged \$81.58 nationally, with relatively minor contributions from user charges and miscellaneous revenue (table 9A.18). The major sources of funding varied considerably across jurisdictions (figure 9.13).

Figure 9.13 Fire service organisation funding per person, 2009-10^{a, b, c}



^a Some jurisdictions do not obtain funds from all four funding sources identified in the figure. ^b Qld: Revenue in 2009-10 included income of \$6.8 million associated with the National Disaster Relief and Recovery Arrangements declared bushfire event in September-October 2009. ^c NSW: The data for 2009-10 for the first time include data from the Department of Environment, Climate Change and Water.

Source: State and Territory governments (unpublished); table 9A.18.

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the services delivered) (chapter 1, section 1.5). These outcome indicators: ‘fire death rate’, ‘fire injury rate’, ‘median dollar losses from structure fire’ and ‘property losses from structure fire per person’, relate to the objective of ESOs to minimise the effect of fire on life, property and the environment. Caution should be exercised in interpreting data for some indicators, given the significant fluctuations from year to year, particularly for jurisdictions with relatively small populations.

Fire death rate

‘Fire death rate’ is an indicator of governments’ objective to minimise the adverse effects of fire events on the community and enhance public safety (box 9.12).

Box 9.12 Fire death rate

'Fire death rate' is defined as the number of fire deaths per million people.

A low or decreasing fire death rate represents a better outcome.

Fire deaths are identified from cause of death information supplied by the medical practitioner certifying the death or by a coroner. Fire deaths are reported by year of registration of death at State and Territory Registrars of Births, Deaths and Marriages.

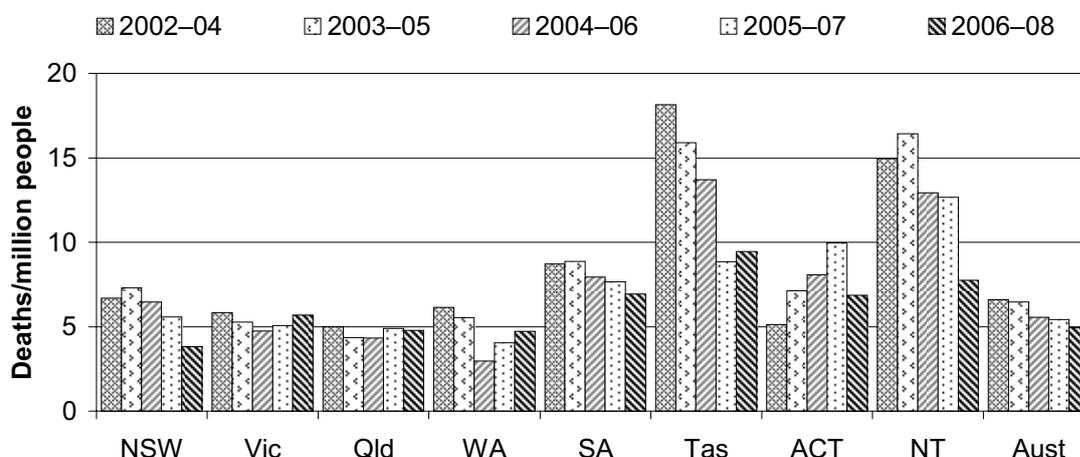
Data reported for this indicator are comparable. Latest data available are for 2008.

Data quality information for this indicator is at www.pc.gov.au/gsp/reports/rogs/2011

Nationally, there were 112 fire deaths in 2008. Exposure to smoke, fire and flames accounted for 72 deaths, 19 fire deaths occurred from intentional self-harm by smoke, fire and flames and 4 deaths were due to assault by smoke, fire and flames. The remaining fire deaths were of undetermined intent (table 9A.6). The fire death rate was 5.2 deaths per million people in 2008.

Fire deaths data are volatile over time, because of the small number of fire deaths. To overcome data volatility, a three year weighted average fire death rate is reported (figure 9.14).

Figure 9.14 Annual fire death rate, three year rolling average^{a, b, c, d, e}



^a Fire deaths data may differ slightly from those published in earlier reports due to ABS revisions incorporated in the 2011 Report. Cells in table 9A.6 have been randomly adjusted to avoid the release of confidential data. Where necessary, totals have been adjusted separately to the component cells and totals are not necessarily the sum of the component cells. ^b Fire deaths are coded to the ICD and Related Health Problems Revision 10 (ICD-10) and include ICD fire death codes X00-X09 plus X76, X97 and Y26. Fire deaths data are reported by the State or Territory of the deceased's usual residence, and by the year the death was registered. ^c The small number of deaths means it is difficult to establish patterns and provide detailed analysis. ^d Australian totals include Other Territories. ^e Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Calendar year population estimates are the midpoint estimate of the relevant calendar year (that is, as at 30 June).

Source: ABS (various years) *Causes of Death, Australia*, Cat. no. 3303.0 (unpublished); table 9A.6.

Nationally, the three year weighted average fire death rate shows a small but steady decline since 2002, with a rate of 4.9 deaths per million people for 2006–08.

Fire injury rate

‘Fire injury rate’ is an indicator of governments’ objective to minimise the adverse effects of fire events on the community and enhance public safety (box 9.13).

Box 9.13 Fire injury rate

'Fire injury rate' is defined as the number of fire injuries per 100 000 people.

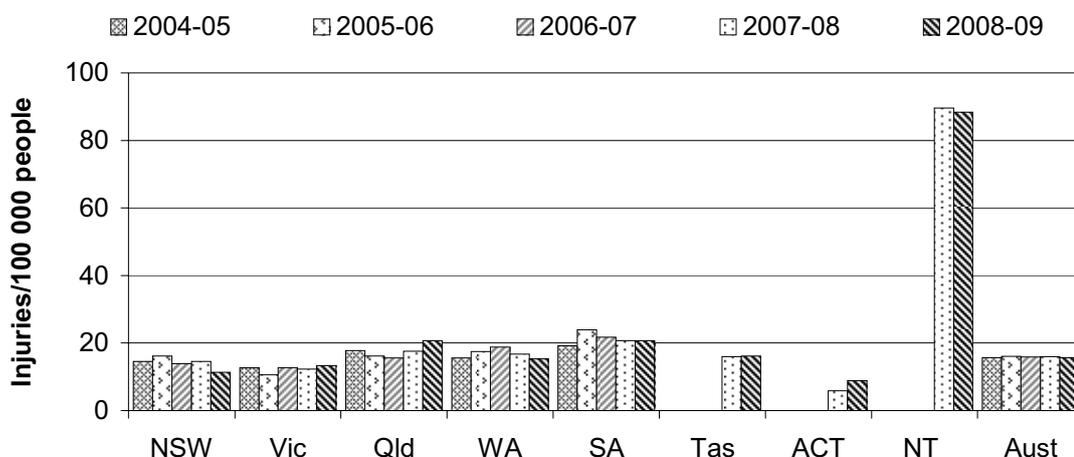
A lower fire injury rate represents a better outcome.

Fire injuries are represented by hospital admissions (excluding emergency department non-admitted casualties) 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. 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.

Data reported for this indicator are comparable. Latest available data are for 2008-09.

Nationally in 2008-09, there were 3390 hospital admissions due to fire injury (table 9A.7) and the rate per 100 000 people was 15.7 (figure 9.15).

Figure 9.15 Annual fire injury rate^{a, b, c}



^a Fire injuries are coded to the ICD and Related Health Problems Revision 10 (ICD-10) and include ICD fire injury codes X00-X09 plus X76, X97 and Y26. Fire injuries are reported by the State or Territory where the injury is treated. Excludes secondary fires resulting from explosions, transport incidents, and emergency department non-admitted casualties. ^b Tas, ACT and NT: Data for 2003-04 to 2006-07 are not available.

^c Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: Australian Institute of Health and Welfare (AIHW), *National Hospital Morbidity Database* (unpublished); table 9A.7.

Fire injury rates are volatile over time, given the small number of fire injuries. To overcome data volatility, three year weighted average fire injury rates are reported in the data attachment table for periods and jurisdictions with published data (table 9A.7).

Losses from structure fire

‘Median dollar losses from structure fire’ (box 9.14) and ‘property loss from structure fire per person’ (box 9.15) are indicators of the effect of fire on property.

Box 9.14 Median dollar losses from structure fire

‘Median dollar losses from structure fire’ is defined as the median dollar losses from structure fire (a fire in a house or other building), adjusted for inflation. The median is the middle number in a sequence and is regarded as a more appropriate measure of ‘typical’ losses than the average (or mean) loss.

Lower or decreasing median dollar losses represent a better outcome.

Data reported for this indicator are not directly comparable.

Box 9.15 Property losses from structure fire per person

‘Property losses from structure fire per person’ is defined as the property loss from structure fire (a fire in housing or other building) per person, adjusted for inflation.

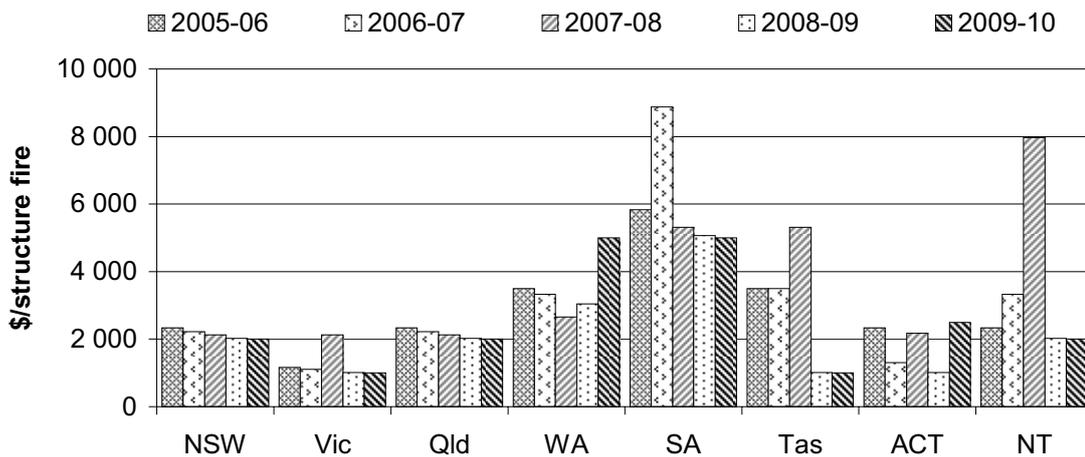
Lower or decreasing total property losses from structure fire per person represent better outcomes.

Data reported for this indicator are not directly comparable.

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.

The median dollar loss varies across jurisdictions and over time. No clear national trends are evident (figure 9.16).

Figure 9.16 **Median dollar loss per structure fire (2009-10 dollars)^{a, b, c, d, e, f}**



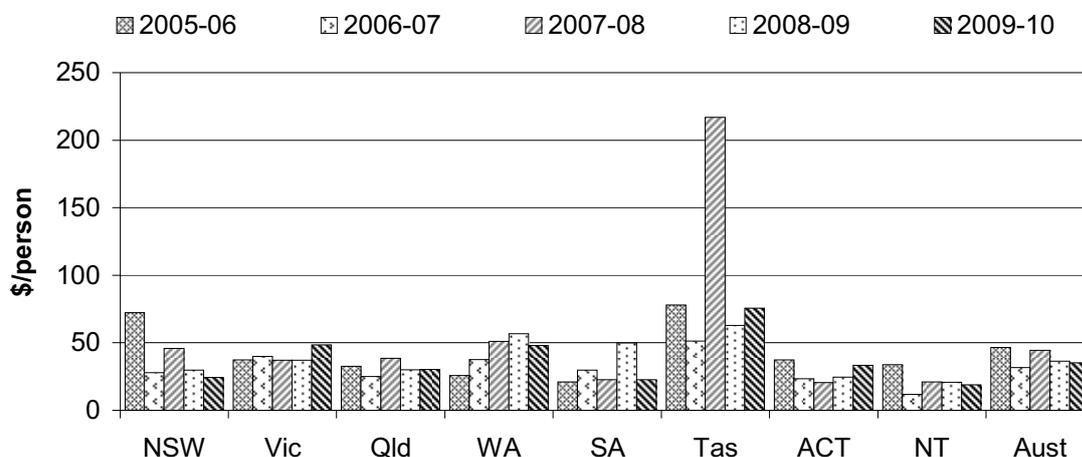
^a Data are adjusted to 2009-10 dollars using the GDP price deflator (2009-10 = 100) (table AA.26). Estimates have not been validated by the insurance industry, or adjusted for interstate valuation differences. ^b Vic: Due to data collection issues, data are incomplete for 2005-06. 2008-09 data do not include loss arising from the Black Saturday Bushfires in 2009. ^c Qld: Accurate identification of incidents attended by QFRS Rural crews is not possible at this stage due to incomplete voluntary reporting procedures. ^d SA: 2006-07 data may be under reported because MFS data entry was not completed by the submission deadline. ^e WA: Dollar losses are based on estimated values provided by firefighters. ^f Tas: data are for *all* fire brigades, both full time and volunteer. Property loss does not include losses as a result of vegetation fires.

Source: State and Territory governments (unpublished); table 9A.8.

The property loss per person (expressed in real terms) has fluctuated over time in all jurisdictions (figure 9.17).

Data for the three year average property loss per person are also available in the attachment tables (table 9A.9).

**Figure 9.17 Property loss from structure fire per person
(2009-10 dollars)^{a, b, c, d, e, f, g, h, i, j}**



^a Data are adjusted to 2009-10 dollars using the GDP price deflator (2009-10 = 100) (table AA.26). Estimates have not been validated by the insurance industry or adjusted for interstate valuation differences. ^b Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). ^c NSW: Some structure fires resulted in direct dollar loss in excess of \$1 million each. In 2005-06 there were 32 such structure fires with five of these at \$10+ million each and one at \$89 million; 2006-07, 15 at \$1+ million each; 2007-08, 19 at \$1+ million each with four at \$5+ million each and one of \$100 million. ^d Vic: Due to data collection issues, data are incomplete for 2005-06. 2008-09 data do not include loss arising from the Black Saturday Bushfires in 2009. ^e Qld: Accurate identification of incidents attended by QFRS Rural crews is not possible at this stage due to incomplete voluntary reporting procedures. QFRS Urban stations are estimated to serve 87.6 per cent of Queensland's population. In 2007-08 one major incident accounted for \$41 million of the total property loss value. ^f WA: Dollar losses are based on estimated values provided by firefighters. ^g SA: 2006-07 data include a \$15 million fire accounting for 35 per cent of the reported dollar loss that year. Data entry for 2006-07 reported property loss from structure fire was incomplete. ^h Tas: Data are for all fire brigades, both full time and volunteer. For 2007-08, data include two significant fires where the property loss was \$60 million and \$20 million respectively. Property loss does not include losses as a result of vegetation fires. Due to industrial action 90 incident reports are incomplete in 2008-09. ⁱ Tas, ACT and NT: Due to small population sizes, rates in these jurisdictions may be affected significantly by single large-loss events. ^j Average for Australia excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 9A.9.

9.4 Road crash rescue events

A road crash rescue event is an incident involving a motor vehicle and the presumption that assistance is required from ESOs.

A primary aim of governments is to reduce death and injury and the personal suffering and economic costs of road crashes. Achieving this aim is challenging and complex. It requires a range of activities, including design and maintenance of vehicles and roads, driver training, road user education, enforcement of road rules,

emergency response and health care in the event of an incident. The agencies involved in this include emergency services organisations, police services, road and transport authorities, health and community services and others.

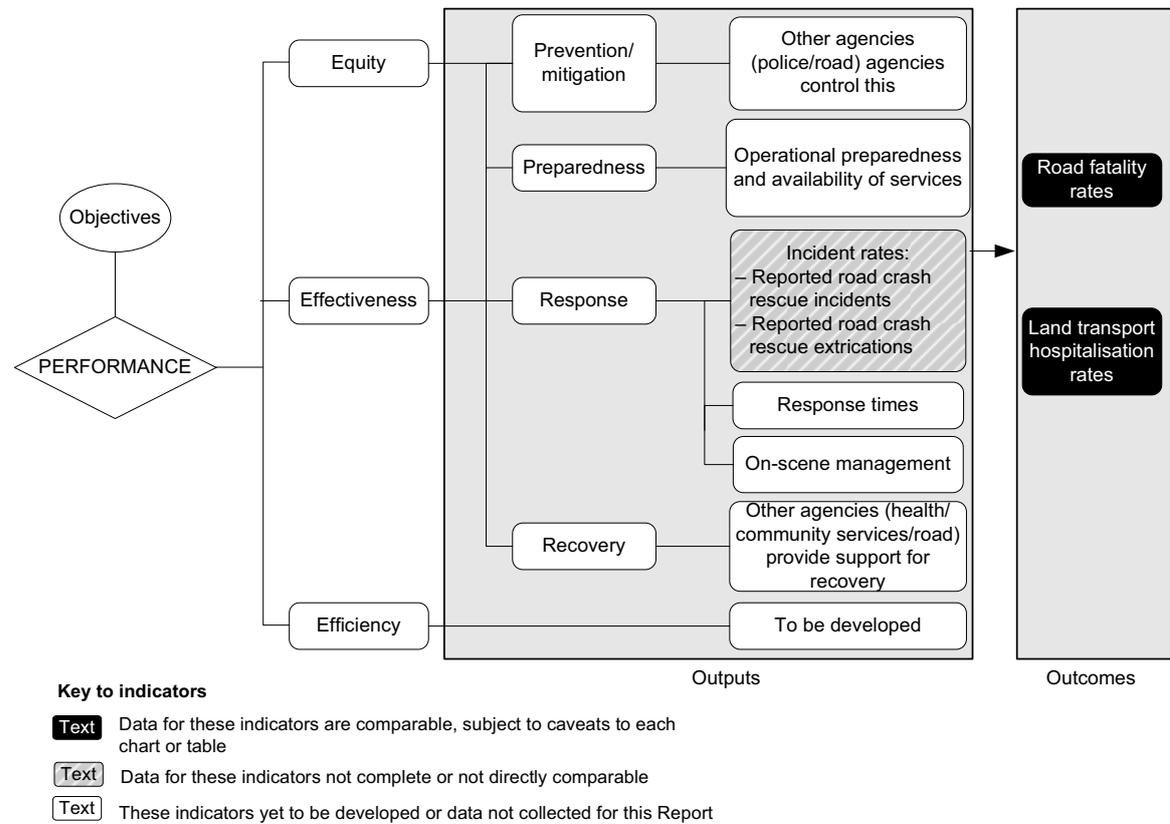
Emergency service organisations provide services that contribute to governments' aims through the provision of effective and efficient medical and rescue services. These rescue services are provided by a diverse range of ESOs; nationally, road crash rescue services are provided by over 20 organisations (table 9A.41).

Some aspects of police activities that are relevant to road crash rescue are addressed in chapter 6, section 6.6.

Framework of performance indicators

Figure 9.18 presents the performance indicator framework for road crash rescue events.

Figure 9.18 Performance indicators for road crash rescue events



The framework represents the key elements of a road crash rescue reporting framework. A number of complex issues require further work to develop indicator

definitions and identify key measures and data sources. This work will be undertaken progressively for future editions of the Report.

The focus of reporting in this section of the Report is on the preparedness, response and efficiency indicators for road crash rescue events. Related road safety reporting is included in the Police services chapter under road safety (chapter 6, section 6.6). Data relating to patient transportation are incorporated into ambulance events reporting later in this chapter (section 9.5).

Equity and effectiveness — prevention/mitigation

The prevention/mitigation and recovery elements of the performance framework for road crash rescue are largely controlled by agencies other than the ESOs covered by this chapter; for example, prevention of road crashes through community safety campaigns, regulation and law enforcement is predominately a police activity. Agencies involved in recovery range from traffic authorities reopening roadways, to the health and community sectors for rehabilitation of patients.

The National Road Safety Strategy (NRSS), and related Action Plan (ATC 2000 and 2009) provide the framework and priority areas for coordinating the road safety initiatives of Australian, State, Territory and local governments, as well as other major organisations with road safety responsibilities.

Equity and effectiveness — preparedness

‘Operational preparedness and availability of services’ indicators are linked to the NRSS and aim to improve trauma, medical and retrieval services. Indicators will focus on the number and availability of appropriately trained and authorised personnel (staff and volunteers), and location of facilities. Definitions and data are yet to be developed for reporting on a nationally comparable basis (box 9.16).

Box 9.16 Operational preparedness and availability of services

Specific measures of operational preparedness and availability of services are yet to be defined.

This indicator and associated measures are currently under development.

Equity and Effectiveness — response

The effectiveness dimension of response indicators relates to emergency service organisations' ability to respond to road crash rescue events.

Reported road crash rescue incidents and extrications

'Reported road crash rescue incidents and extrications' is an indicator of governments' objective to reduce the adverse effects of road incidents on the community through appropriate response activities (box 9.17).

Box 9.17 Reported road crash rescue incidents and extrications

'Reported road crash rescue incidents' is defined as the number of reported incidents involving a motor vehicle and the presumption that assistance is required from emergency services organisations. It is measured by the rate of reported road crash rescue incidents per 100 000 people.

'Reported road crash rescue extrications' is defined as an assisted release and removal of trapped people (usually casualties) from motor vehicles by specially equipped and trained emergency service crews, arising from incidents reported. It is measured by the rate of reported extrications per 100 000 people; per 100 000 registered vehicles; and per million vehicle kilometres travelled.

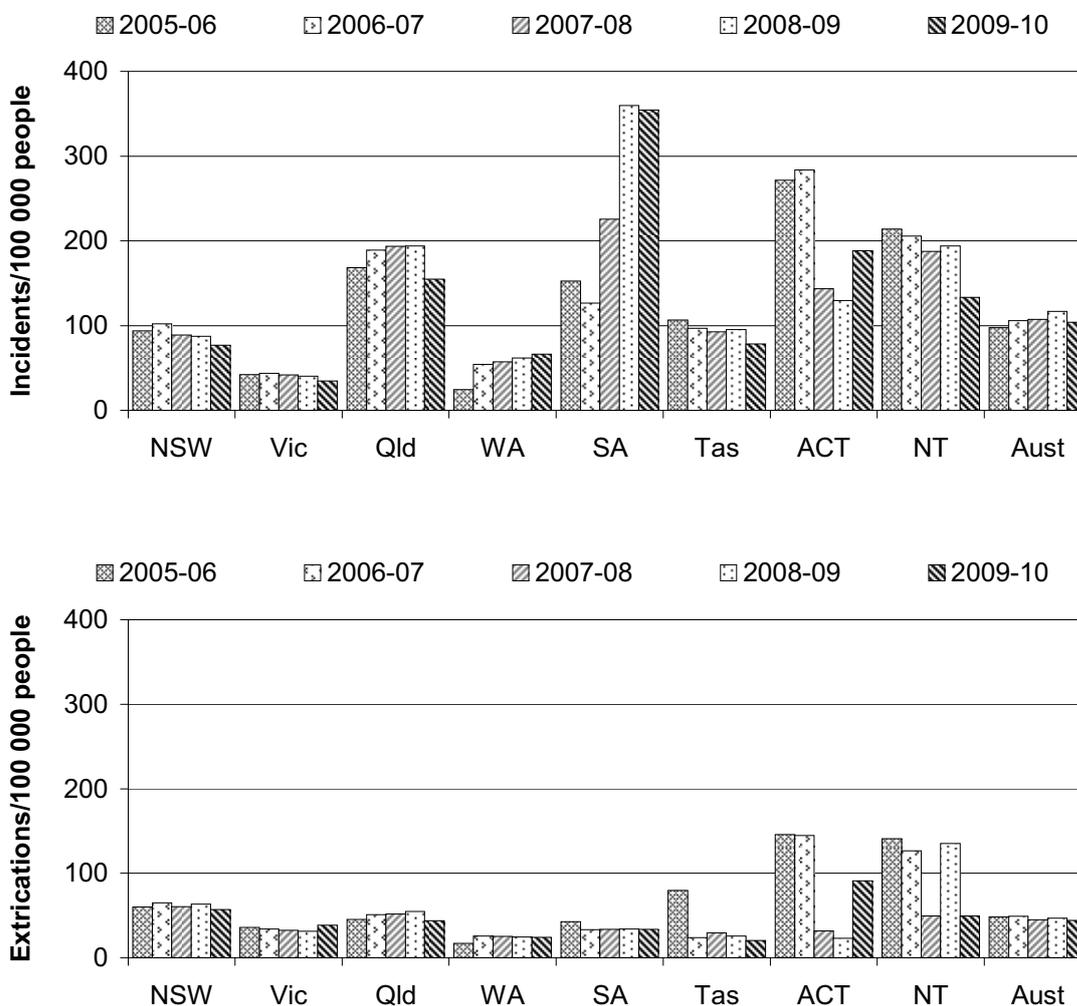
A lower or decreasing number of reported road crash rescue incidents and extrications, adjusted for population, indicates a better community outcome. Higher or increasing proportions of reported road crash rescue incidents and extrications indicate higher emergency response workloads.

Data for this indicator are not directly comparable.

Nationally, there were 23 012 road crash rescue incidents in 2009-10, or 103.9 incidents per 100 000 people (table 9A.19), and 9 824 (or 42.7 per cent) of reported incidents required an extrication response (table 9A.20).

Data for road crash rescue incidents and extrications per 100 000 people display some marked variations across jurisdictions — this may reflect different collection methods and the lack of comparability between jurisdictions. Although a five year time series is presented in figure 9.19, collection methods are improving over time, making trend analysis difficult.

Figure 9.19 Reported road crash rescue incidents and extrications^{a, b, c, d, e, f}



^a Vic: Due to data collection issues, data are incomplete for 2005-06. A higher number of extrications has been observed for 2009-10 due to incidents involving a greater number of vehicles. ^b Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. The decrease in QFRS attendance at traffic incidents in 2009-10 can be attributed to the revised road crash rescue protocols implemented in September 2009 to reduce unnecessary attendance by the QFRS at mobile property crashes. ^c WA: Data include road crash rescue incidents attended by fire services and SES; Extrications data include those performed by career and volunteer fire services and SES volunteers. ^d Tas: Data include responses by fire services, ambulance services and SES. ^e ACT: Data were refined in 2007-08 to provide a more accurate reflection of road crash rescue incidents and extrications. ^f Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased Estimated ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); tables 9A.19-20.

Response times

Response times are an important element of a comprehensive road crash rescue framework. Timely, reliable, effective and safe emergency response services reduce the negative impacts of road crash events. Definitions and data are yet to be developed for reporting on a nationally comparable basis (box 9.18).

Box 9.18 Response times

Specific response times indicators and associated measures for road crash rescue are currently under development.

On-scene management

On-scene management (involving coordination of emergency response personnel, traffic control and securing the scene to prevent new crashes, clean up of hazardous materials, coordination of public cooperation, etc.) is an important factor in achieving the NRSS outcomes of improved trauma, medical and retrieval services (box 9.19).

Box 9.19 On-scene management

On-scene management indicators and associated measures are currently under development.

Equity and effectiveness — recovery

The recovery element of the performance framework for road crash rescue is largely controlled by agencies other than the ESOs reporting in this chapter.

Complex interface and cross-cutting issues are associated with recovery indicators. For example the level of recovery from injury after major road emergency incidents may be influenced by a number of services including: ambulance, hospital, community and primary health care and disability services.

Efficiency

The Steering Committee has identified efficiency indicators as an important element of the performance indicator framework (chapter 1, section 1.5) (box 9.20).

Box 9.20 Efficiency

Appropriate efficiency indicators, and associated data sources, for road crash rescue events are yet to be developed.

Identifying the cost of road crashes supports policy development and cost-benefit analysis for road safety programs and infrastructure projects, and is consistent with the overall objectives of emergency management. Road crash costs in Australia have recently been analysed by the Bureau of Infrastructure, Transport and Regional Economics (BITRE) (box 9.21).

Box 9.21 The cost of road crashes in Australia

In February 2010, the Bureau of Infrastructure, Transport and Regional Economics (BITRE) released an evaluation report updating previous research and cost estimates for road crashes in Australia.

The social cost of road crashes in 2006 was an estimated \$17.85 billion (1.7 per cent of GDP). This was a real decrease of 7.5 per cent compared to 1996 (2006 dollars). Estimated human losses were approximately \$2.4 million per fatality, losses for a hospitalised injury were approximately \$214 000 per injury (including disability-related costs), and losses for non-hospitalised injury were approximately \$2200 per injury.

The research found that the estimated real cost of road crashes has declined in the ten years from 1996 to 2006. Road crash fatalities peaked in 1970 and many factors have contributed to reductions in the number of fatalities since then. These include investments in road infrastructure and road safety programs, regulated changes in vehicle safety standards (for example, mandatory seat belts), and better vehicle design and safety equipment such as airbags.

Further information can be sourced through the BITRE website: www.bitre.gov.au.

Source: BITRE (2009) Road Crash Costs in Australia 2006

Outcomes

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

Road fatality rates and land transport hospitalisation rates

Road fatality rates and land transport hospitalisation rates are indicators of governments' objective to reduce death and injury from road crash incidents. Many agencies and factors affect these outcomes. Relevant data for road deaths and land transport hospitalisations are reported in chapter 6 (section 6.6). Nationally, road transport incidents accounted for 1426 deaths in 2009-10, (table 6A.38) and 39 166 hospitalisations in 2008-09 (table 6A.39).

9.5 Ambulance events

This section provides information on the performance of ESOs in providing 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, including: emergency and non-emergency pre-hospital and out-of-hospital patient care; transport; inter-hospital patient transport; specialised rescue services; ambulance services to multi-casualty events; and capacity building for emergencies.

Emergency management services for ambulance events

Ambulance service organisations are the primary agencies involved in providing services for ambulance events. In a limited number of cases, other organisations provide services such as medical transport for emergencies (table 9A.41). The descriptive information provided below on funding, incidents and human resources are for ambulance service organisations only. Ambulance assets are reported in table 9A.26.

Revenue

Total revenue of ambulance service organisations covered in this Report was approximately \$2.1 billion in 2009-10. Nationally, revenue (expressed in real terms) increased each year from 2005-06 to 2009-10, with an average annual growth rate of 6.1 per cent (table 9.4).

Table 9.4 Revenue of ambulance service organisations (2009-10 dollars) (\$ million)^{a, b}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust^b</i>
2005-06	496.0	485.8	382.4	115.0	130.2	31.3	22.8	18.5	1 682.1
2006-07	517.2	474.6	410.0	119.1	132.9	33.5	20.9	19.6	1 727.8
2007-08	577.4	497.4	435.5	126.3	146.4	35.3	22.7	21.0	1 862.2
2008-09	624.8	517.8	466.8	122.3	180.5	43.9	23.4	22.3	2 001.8
2009-10	652.7	541.0	491.1	135.6	180.3	50.9	23.2	18.8	2 093.8

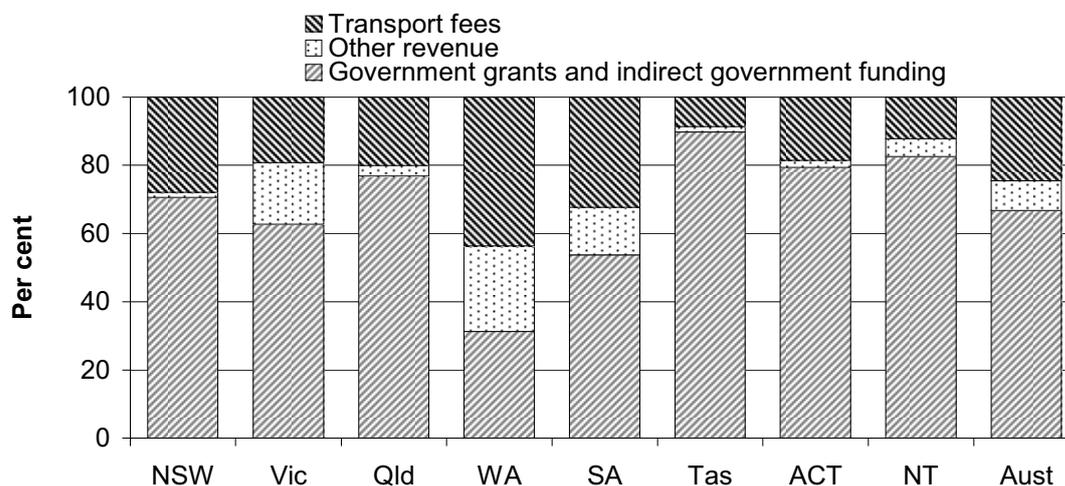
^a Data are adjusted to 2009-10 dollars using the GDP price deflator (2009-10 = 100) (table AA.26). Due to differences in definitions and counting rules, data reported may differ from data in agency annual reports and other sources. ^b Totals may not sum due to rounding.

Source: State and Territory governments (unpublished); table 9A.22.

Ambulance service organisations are funded by a variety of sources, with non-government sources making a significant contribution.

The primary sources of revenue across all jurisdictions in 2009-10 were grants from State and Territory governments, transport fees (from government hospitals, private citizens and insurance) and other revenue (subscriptions, donations and miscellaneous revenue) (figure 9.20).

Figure 9.20 Major sources of ambulance service organisation revenue, 2009-10^a



^a Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); table 9A.22.

Nationally, 66.7 per cent of funding for ambulance service organisations in 2009-10 was provided as direct government revenue and indirect government revenue, with the remainder sourced from transport fees and other revenue (table 9A.22).

Incidents

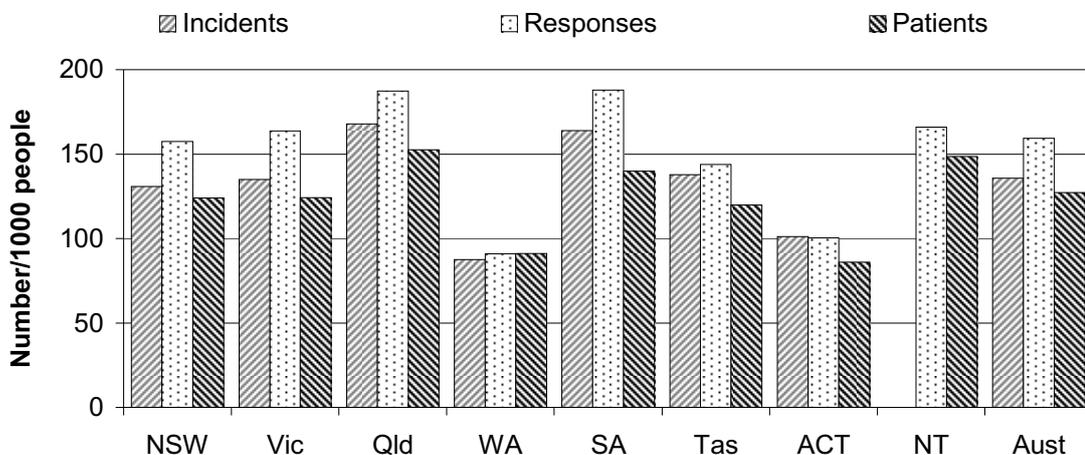
Ambulance service organisations attended 3.01 million incidents nationally in 2009-10 (excluding the NT) (table 9A.23). Most of these were emergency incidents (40.9 per cent), followed by non-emergency incidents (34.0 per cent) and urgent incidents (24.8 per cent).

Ambulance incidents, responses and patients per 1000 people

The numbers of incidents, responses and patients are interrelated. Multiple responses/vehicles may be sent to a single incident, and there may be more than one patient per incident. There may also be responses to incidents that do not have people requiring treatment and/or transport.

Nationally, there were approximately 159 responses per 1000 people, and 127 patients per 1000 people, in 2009-10 (figure 9.21).

Figure 9.21 Reported ambulance incidents, responses and patients, 2009-10^{a, b, c, d, e}



^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.

^b Vic: Incidents and responses are for road ambulances only. ^c WA: Does not have a policy of automatically dispatching more than one unit to an incident unless advised of more than one patient. Separate statistics are not kept for incidents and responses. Numbers shown under incidents are cases. ^d NT: A response is counted as an incident. Data for incidents are not available and are not included in the rate for Australia.

^e Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); table 9A.23.

Emergency department triage category by ambulance transport rate

Emergency department presentation rates and demand for ambulance services are closely linked. The majority of people who are acutely ill or injured and need to attend a hospital emergency department will call the ambulance service to provide immediate pre-hospital care and then take them to hospital.

The Emergency Department National Triage Scale category allocated to a patient on arrival at the emergency department is a nationally comparable measure of how acutely ill the patient is on arrival at the hospital, ranging from triage category 1 (for a patient in immediate need of attention) to triage category 5 (for patients who have a presenting condition that indicates they can safely wait for 2 hours to see a doctor) (chapter 10, box 10.4).

Nationally, in 2008-09 (later data are not available), 84.3 per cent of emergency department patients in triage category 1 arrived by ambulance, air ambulance or helicopter rescue services, and 48.0 per cent of patients in triage category 2. For all triage categories, 23.3 per cent of patients arrived by ambulance, air ambulance or helicopter rescue services (table 9.5).

Table 9.5 Emergency department patients who arrived by ambulance, air ambulance or helicopter rescue services, by triage category 2008-09 (per cent)^a

<i>Triage category</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
1 — Resuscitation	82.8	82.9	87.1	85.8	85.6	90.1	84.4	72.9	84.3
2 — Emergency	48.2	46.7	53.5	40.3	50.2	55.0	39.3	41.3	48.0
3 — Urgent	34.3	33.9	36.9	25.8	36.6	36.7	29.8	25.1	34.0
4 — Semi-urgent	19.4	14.2	16.1	9.8	14.4	14.1	12.5	10.7	15.7
5 — Non-urgent	5.8	2.5	3.9	2.5	4.7	2.8	2.7	3.8	4.3
Total	24.2	21.4	26.9	17.8	26.4	23.6	19.1	16.3	23.3

^a Data represent the 78 per cent of emergency department presentations for which patient-level data were available. Data include all presentations.

Source: AIHW (2010) *Australian Hospital Statistics*, National Non-admitted Patient Emergency Department Care Database.

Aero-medical arrangements in Australia

Arrangements for air ambulance or aero-medical services vary throughout Australia. Some of these arrangements involve services provided entirely by State and 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 2009-10, and the component of expenditure that is funded through ambulance service expenditure (that is, the expenditure figures do not represent total expenditure, only that component funded through ambulance services) (table 9.6).

Table 9.6 Aero medical resources and expenditure, 2009-10^{a, b, c, d}

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Operated by State Ambulance Service									
Fixed wing	4	4	–	–	–	1	–	–	9
Helicopter	5	5	–	1	–	–	–	–	11
Operated by other service providers									
Fixed wing	1	–	13	13	7	–	–	–	34
Helicopter	5	–	15	2	3	1	1	–	27
Total aircraft	15	9	28	16	10	2	1	–	81
Expenditure (\$'000)	80 361	36 444	–	1 322	na	3 570	569	–	122 266

^a These figures do not represent the total air ambulance medical expenditure for jurisdictions, but only that funded through ambulance services and reported as part of the total ambulance service expenditure. ^b WA, SA and NT: Fixed wing services are provided by the Royal Flying Doctor Service (RFDS). In addition, AMS, a NT Government operated aero-medical service, operates in the 'top end' of the NT. ^c Tas: Aircraft and pilot are provided by the RFDS under contract, aero medical crew are provided by the State. – Nil or rounded to zero. ^d Not available. ^d Change in aircraft and helicopter numbers compared with the previous year, are largely due to changes in the data dictionary.

Source: Council of Ambulance Authorities (CAA) (unpublished).

Human resources

Data on human resources are reported by operational status on a full time equivalent (FTE) basis. Human resources include any person involved in delivering and/or managing the delivery of ambulance services, 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 and ambulance community first responders. Ambulance community first responders are a type of volunteer that provide an emergency response (with no transport capacity) and first aid care before ambulance arrival.

Nationally, 13 732 FTE salaried personnel were involved in the delivery of ambulance services in 2009-10. The majority of salaried ambulance personnel in 2009-10 were ambulance operatives (82.2 per cent) (table 9A.24).

Nationally, 5588 volunteer personnel (comprising 5175 operatives and 413 support personnel) participated in the delivery of ambulance services in 2009-10. 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 relatively higher number of volunteer operational and corporate support personnel (table 9A.24).

Nationally there were 1465 ambulance community first responders in 2009-10 (table 9A.24). In some locations the first responder service is provided by another emergency service agency, for example, a fire service.

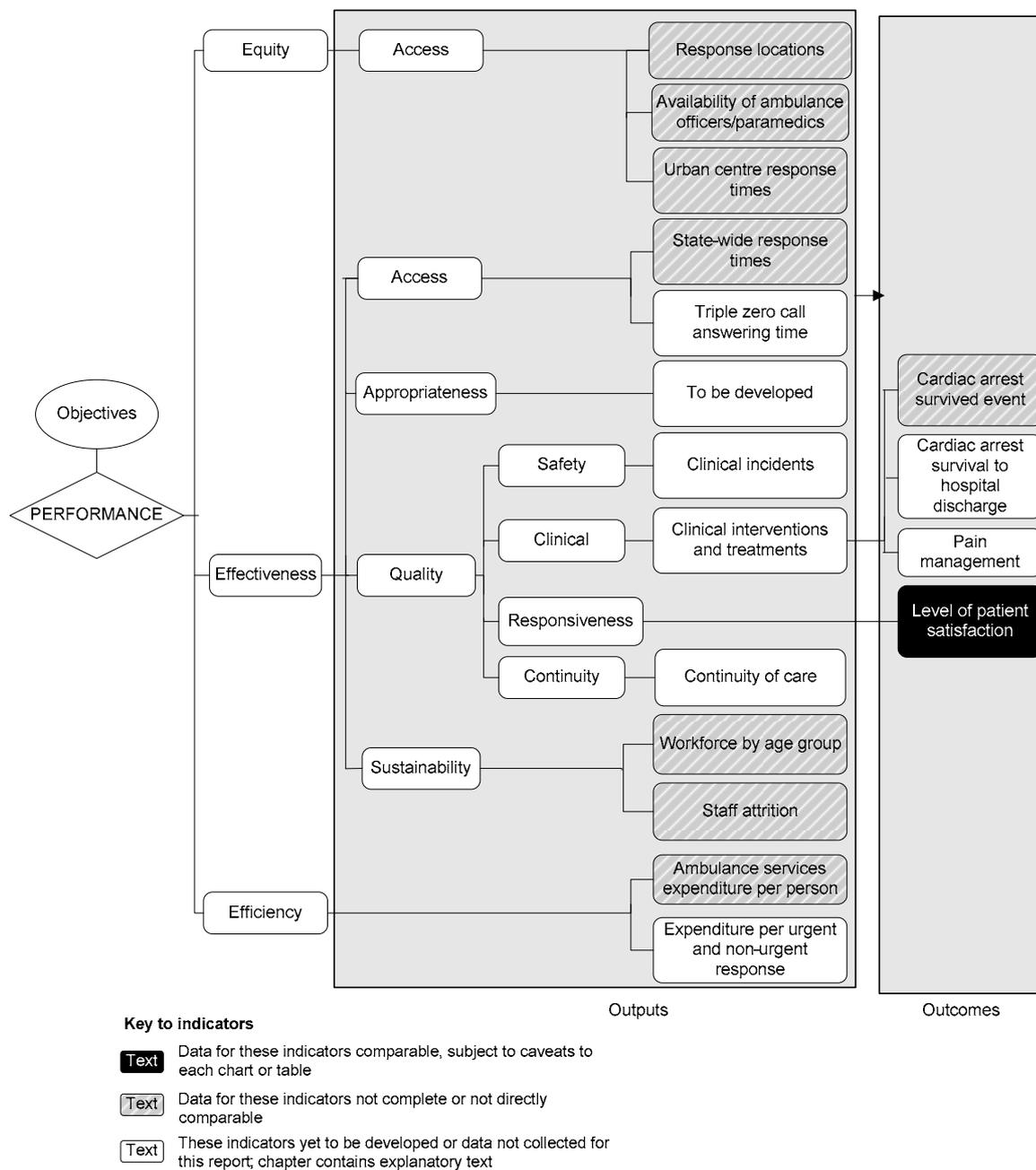
Framework of performance indicators

Figure 9.22 presents the performance indicator framework for ambulance events. This framework is based on the general framework for the health section of the Report. It was introduced in the 2009 Report to replace the framework presented in previous reports — which was based on the general framework for all emergency events.

The performance indicator framework for ambulance events shows which data are comparable in the 2011 Report. For all data, supporting text and footnotes include caveats relevant to interpretation. Indicators that are considered comparable are only comparable subject to accompanying caveats. Chapter 1 discusses data comparability from a Report wide perspective (see section 1.6). Definitions of all indicators are provided in section 9.8.

Caution should be exercised in making comparisons between the ambulance service organisations because of differences in geography, population dispersal and service delivery models. The Report's Statistical Appendix contains demographic and socioeconomic data that may assist in interpreting the performance indicators presented in this section.

Figure 9.22 Performance indicators for ambulance events



Key performance indicator results

Outputs

Outputs are the services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5). Output indicators for ambulance services are: ‘response locations’; ‘availability of

ambulance officers/paramedics'; 'urban centre response times'; 'state-wide response times'; 'triple zero call answering time'; 'clinical incidents'; 'clinical interventions and treatments'; 'continuity of care'; 'workforce by age group'; 'staff attrition'; 'ambulance service organisations expenditure per person'; and 'expenditure per urgent and non-urgent response'.

Equity — access

Equity of access indicators measure access to services by groups in the community who may have special needs.

Response locations

'Response locations' is an indicator of governments' objective of providing accessible emergency ambulance services to communities (box 9.22).

Box 9.22 Response locations

'Response locations' is defined as the number of paid (or salaried), mixed and volunteer response locations per 100 000 people. Locations are primary ambulance response locations where paid, volunteer or a mix of paid and volunteer ambulance operatives are responding in an ambulance vehicle and providing pre-hospital care.

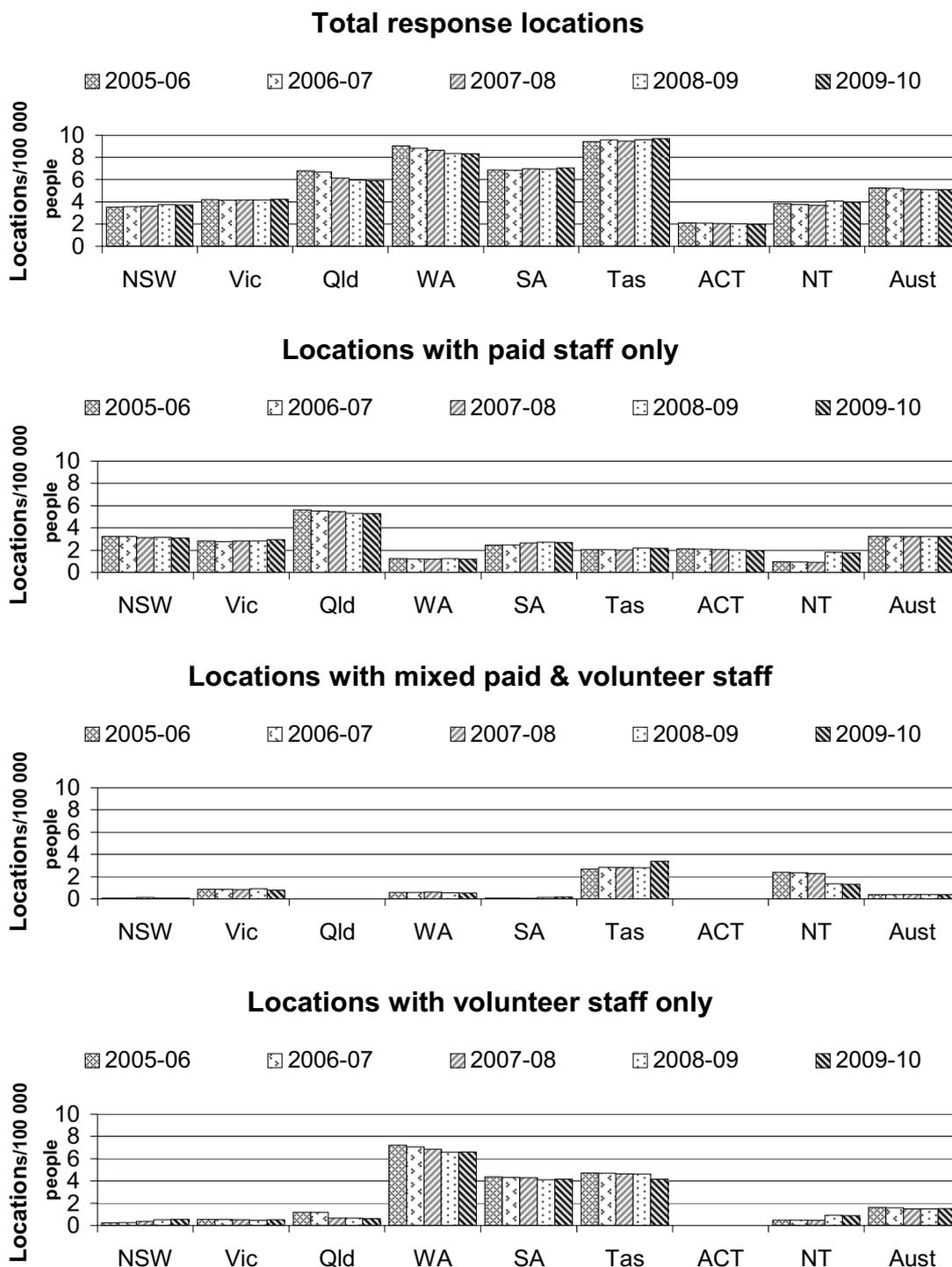
Higher or increasing numbers of paid, mixed and/or volunteer response locations, after adjusting for population, suggests better ambulance service response capacity.

This indicator complements the 'availability of paramedics' indicator, as some jurisdictions' ambulance workforce comprises a large proportion of volunteers, particularly in rural and remote locations. This indicator also helps explain variation in expenditure for ambulance services across jurisdictions. For example, in some jurisdictions, smaller rural areas are serviced by paid ambulance personnel whereas in others, there may be a mix of paid and volunteer personnel or wholly volunteer personnel. Service delivery strategies have a significant impact on cost and help explain differentials in expenditure per person between jurisdictions. For example figure 9.23 shows that WA and Tasmania have the highest numbers of response locations per person yet they both have lower than average expenditure per person (figure 9.29) which is in part explained by their relatively higher reliance on volunteers for rural service delivery.

Data for this indicator are not directly comparable.

Nationally, there were 5.1 paid, mixed and volunteer response locations per 100 000 people in 2009-10 (table 9A.27). The number of salaried, mixed and volunteer response locations per 100 000 people varied across jurisdictions (figure 9.23).

Figure 9.23 Number of paid, mixed and volunteer response locations^{a, b, c}



^a Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). Some jurisdictions do not satisfy the criteria for all the staffing categories. ^b Response locations data for 2007-08 and subsequent years reflect changes in the new data definition, which does not include first responder locations. ^c ACT: There are no mixed or volunteer only response locations in the ACT.

Source: State and Territory governments (unpublished); table 9A.27.

Availability of ambulance officers/paramedics

‘Availability of ambulance officers/paramedics’ is another indicator of governments’ objective of providing equitable and accessible ambulance services to communities (box 9.23).

Box 9.23 Availability of ambulance officers/paramedics

‘Availability of ambulance officers/paramedics’ is defined as the number of full time equivalent ambulance officers/paramedics per 100 000 people. Ambulance officers/paramedics includes student and base level ambulance officers and qualified ambulance officers but excludes patient transport officers.

Higher or increasing availability of ambulance officers/paramedics, after adjusting for population, suggests better ambulance service response capacity.

The role of paramedics is expanding to provide primary health care, improve emergency response capabilities and strengthen community healthcare collaborations in rural and remote communities (Stirling et al 2007). Many rural and remote communities do not have access to adequate health care due, in part, to the difficulty in recruiting and retaining health professionals to these areas. Paramedics provide some of these communities with extended access to health service delivery. Expanding roles are also developing in metropolitan areas as a response to overstretched emergency departments where paramedics often continue caring for the patient on arrival at hospital.

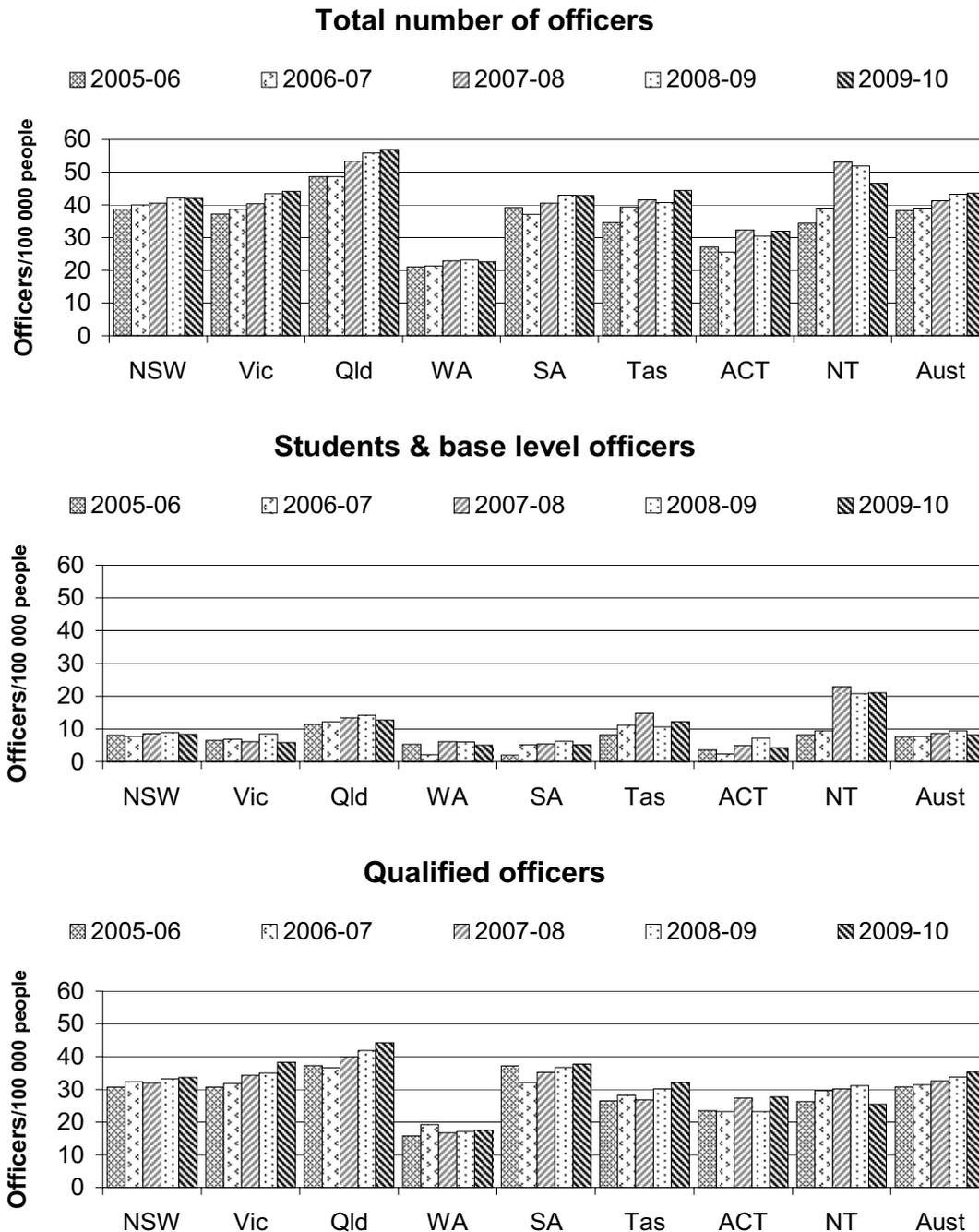
This indicator needs to be interpreted with care because ambulance responses in some jurisdictions, particularly in rural and remote locations, are predominantly provided by volunteers. Therefore the results reported may indicate a lower level of access for these jurisdictions. However, this indicator is complemented by the response locations indicator, which identifies jurisdictions that provide an ambulance response utilising volunteers. The higher the proportion of paramedics in a jurisdiction the higher the cost of service provision. In small rural areas which have low frequency of medical emergencies it is very costly to provide paramedic personnel and it also raises issues with skills maintenance for paramedics when the caseload they are exposed to is low.

Data for this indicator are not directly comparable.

Nationally, there were 43.6 FTE ambulance officers/paramedics per 100 000 people in 2009-10 (table 9A.24).

The number of FTE ambulance officers/paramedics per 100 000 people varied across jurisdictions (figure 9.24).

Figure 9.24 Number of full time equivalent ambulance officers/paramedics^{a, b}



^a Data relate to paid staff only. ^b Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); table 9A.24.

Response times

‘Response times’ are indicators of governments’ objective of providing equitable, accessible and effective ambulance services to communities (box 9.24).

Box 9.24 Response times

‘Response times’ is defined by two measures:

- the time within which 50 per cent of the first responding ambulance resources arrive at the scene of an emergency in code 1 situations
- the time within which 90 per cent of the first responding ambulance resources arrive at the scene of an emergency in code 1 situations.

The response time is defined as the time taken between the initial receipt of the call for an emergency ambulance and the ambulance’s arrival at the scene of the emergency (figure 9.24). 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.

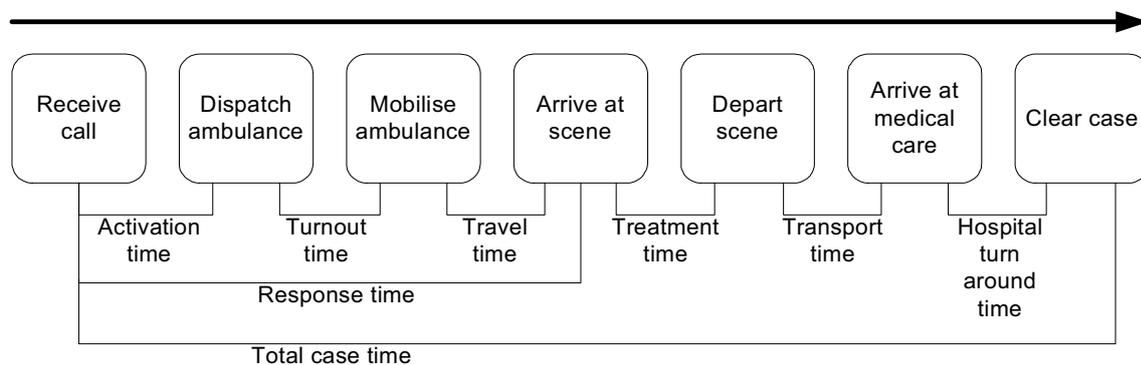
Shorter response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

Response time data need to be interpreted with care, because performance is not strictly comparable across jurisdictions.

- Response time data for some jurisdictions (when calculated on a State-wide basis) represent responses to urban, rural and remote areas, while others include urban areas only.
- Response time data in some jurisdictions include responses from volunteer stations where turnout times are generally longer because volunteers are on call rather than on duty.
- Response times can be affected by the dispersion of the population (particularly rural/urban population proportions), topography, road/transport infrastructure and traffic densities.

Although definitions of response times are consistent, not all jurisdictions have systems in place to capture all components of response time for all cases, from the time of the call to arrival at the scene. Differences across jurisdictions in definitions of geography, personnel mix, and system type for capturing data, affect the comparability of response times data. The commencement of recording ambulance service response times varies as per the jurisdictions’ caveats.

Figure 9.25 Response time points and indicators for ambulance events



Urban centre response times

‘Urban centre response times’ is an indicator of governments’ objective of providing equitable and accessible ambulance services to communities (box 9.25).

Box 9.25 Urban centre response times

‘Urban centre response times’ is the response time, as defined in box 9.24, for urban centre responses.

Shorter, or reducing, response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

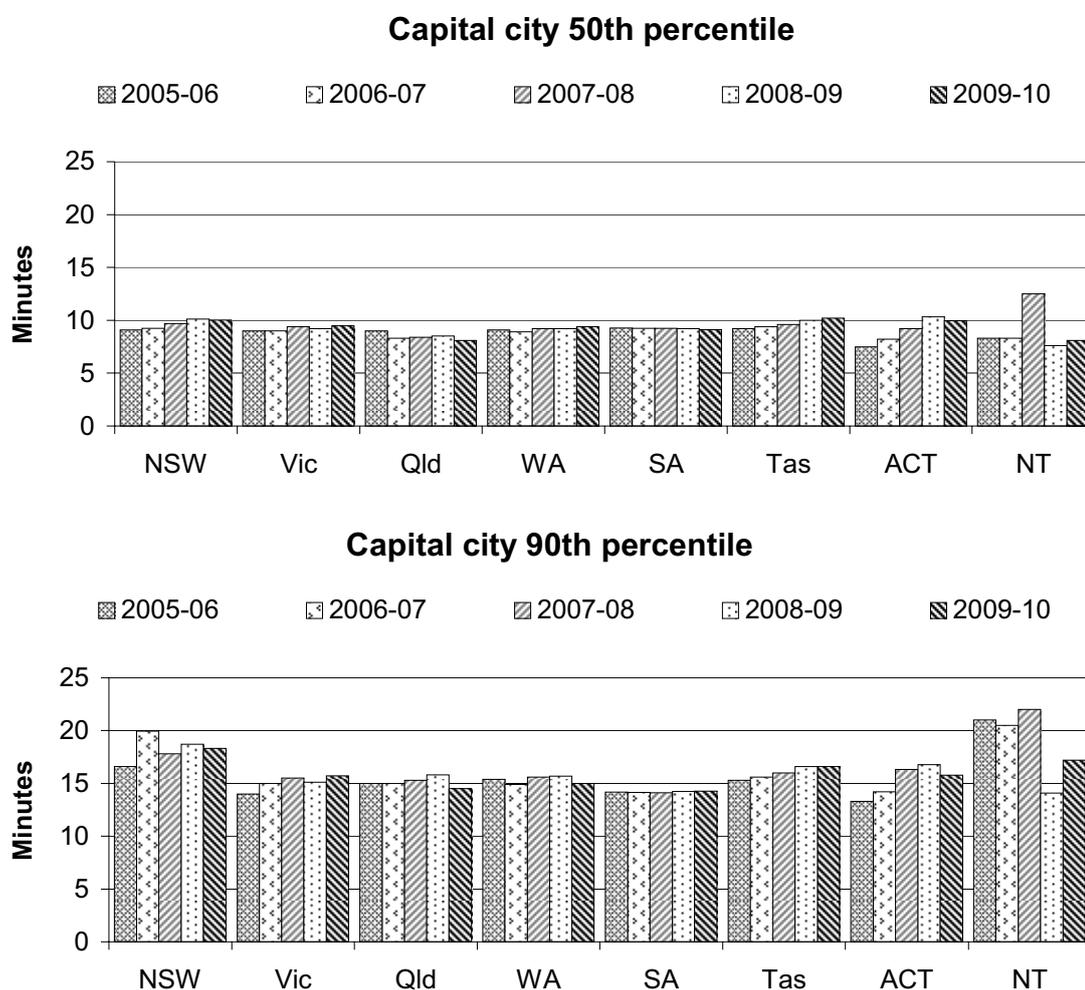
Population densities across Australian capital cities varies considerably and this can impact on response time performance. This indicator might be further developed to report data for urban centres with populations of 50 000 and above in future Reports.

Data for this indicator are not directly comparable.

Nationally in 2009-10, the time within which 50 per cent of the urban centre first responding ambulance resources arrived at the scene of an emergency in code 1 situations ranged from 8.1 to 10.2 minutes, and the time within which 90 per cent of the urban centre first responding ambulance resources arrived at the scene of an emergency in code 1 situations ranged from 14.3 to 18.3 minutes across jurisdictions (figure 9.26).

Urban centre response times within most jurisdictions remained steady between 2005-06 and 2009-10 (table 9A.29).

Figure 9.26 Ambulance response times (urban centre)^{a, b, c, d, e}



^a Response times commence from the following time points: Vic, SA and Tas first key stroke; NSW, Qld and WA transfer to dispatch; and the NT crew dispatched. In 2007-08 the ACT response times commence from the first key stroke, whereas, in 2005-06 to 2006-07 response times commenced from incident creation. Therefore, ACT data across years are not directly comparable. Capital city response times are calculated using urban centre boundaries based on the ABS Urban Centres Localities structure. Response times for NSW and SA do not strictly adhere to the urban centre boundaries. ^b NSW: Did not triage emergency calls prior to 2005-06. Results for code 1 cases represent '000' and urgent medical incidents. ^c Vic: Prior to 2007-08, data sourced from Patient Care Records completed by paramedics; from 2007-08 metropolitan data sourced from CAD system and not directly comparable with previous years. ^d Qld: Casualty room attendances are not included in response count and, therefore, are not reflected in response times data. Response time calculations for percentages and percentiles for both Capital City and State sourced from Computer Aided Dispatch (CAD) system. ^e SA: Prior to 2006-07 code 1 response times were calculated on all responses to category 1 and 2 cases and based on patient case cards. Code 1 response times for 2006-07 are now calculated from SA Ambulance CAD data and are more aligned to the definitions provided by the CAA. Code 1 response times for 2006-07 exclude second and subsequent vehicles arriving at an incident and exclude incidents where the category of dispatch was upgraded. As a result, the data are not directly comparable with prior years.

Source: ABS (2008 and unpublished) *Statistical Geography: Volume 3 — Australian Standard Geographical Classification (ASGC) Urban Centres Localities, 2006*, Cat. no. 2909.0, Canberra; State and Territory governments (unpublished); table 9A.29.

Effectiveness — access

Effectiveness of access indicators measure how well the outputs of a service achieves the stated objective(s) of that service in a timely and affordable manner to the community.

State-wide response times

‘State-wide response times’ is an indicator of governments’ objective of providing accessible and effective ambulance services to communities (box 9.26).

Box 9.26 State-wide response times

‘State-wide response times’ is the response time, as defined in box 9.24, for state-wide responses.

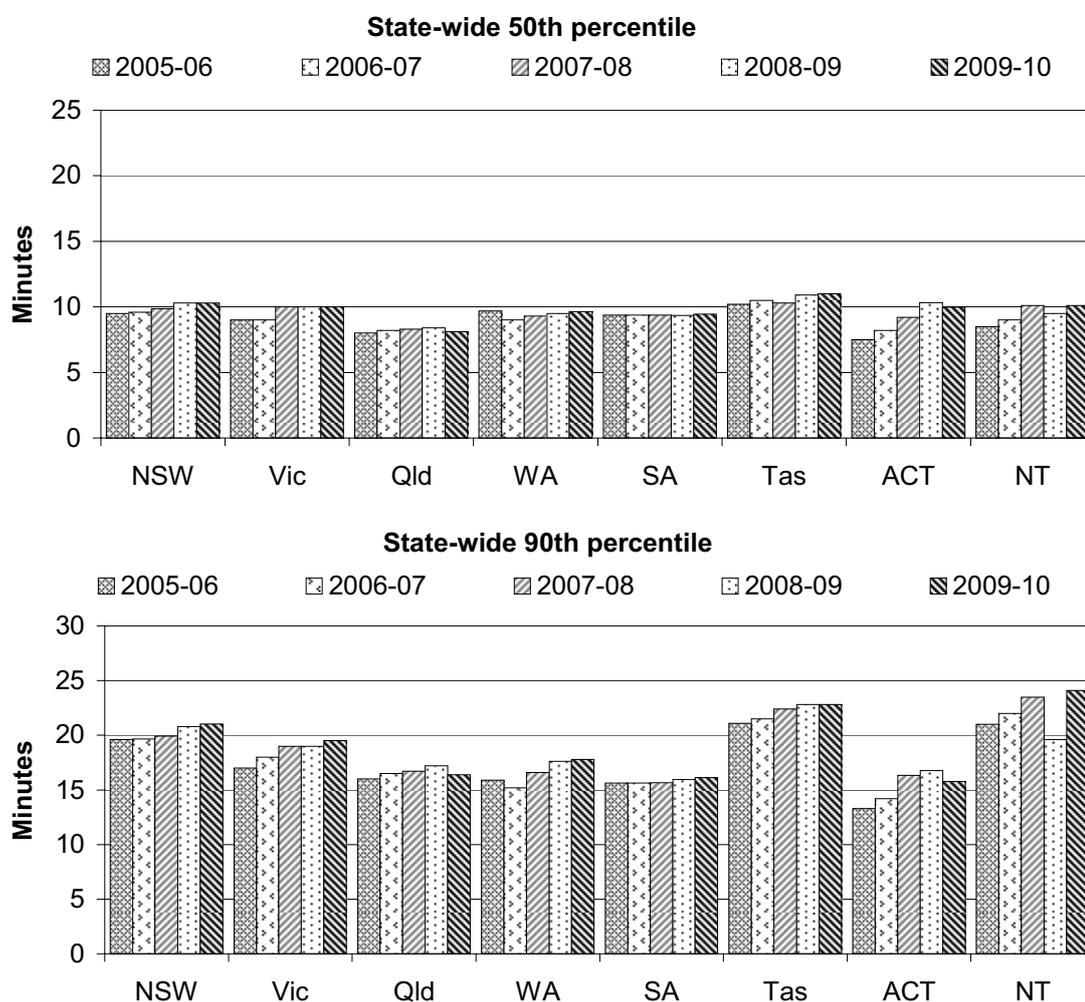
Shorter, or reducing, response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

Data for this indicator are not directly comparable.

Nationally in 2009-10, the time within which 50 per cent of the state-wide first responding ambulance resources arrived at the scene of an emergency in code 1 situations ranged from 8.1 to 11.0 minutes across jurisdictions, and the time within which 90 per cent of the state-wide first responding ambulance resources arrived at the scene of an emergency in code 1 situations ranged from 15.8 to 24.1 minutes across jurisdictions (figure 9.27).

State-wide response times within most jurisdictions remained relatively steady between 2005-06 and 2009-10. Some jurisdictions’ data indicate increases in response times over this 5 year period (table 9A.29).

Figure 9.27 Ambulance response times, state-wide^{a, b, c, d, e, f, g}



^a Response times commence from the following time points: Vic, SA and Tas first key stroke; NSW, Qld and WA transfer to dispatch; and the NT crew dispatched. In 2007-08 the ACT response times commence from the first key stroke, whereas, in 2005-06 to 2006-07 response times commenced from incident creation. Therefore, ACT data across years are not directly comparable. ^b NSW: Did not triage emergency calls prior to 2005-06. Results for code 1 cases represent '000' and urgent medical incidents. A volunteer ambulance service audit was undertaken in 2008-09 which led to improved reporting. ^c Vic: Data are incomplete for 2004-05 due to industrial action in the month of July 2004. The basis of response time reporting changed in 2007-08 and results are not directly comparable with previous years. ^d Qld: Casualty room attendances are not included in response count and, therefore, are not reflected in response times data. Response time calculations for percentages and percentiles for both Capital City and State sourced from Computer Aided Dispatch (CAD) system. ^e WA: Ambulance first responder locations data are not available for 2007-08. ^f SA: Prior to 2006-07 code 1 response times were calculated on all responses to category 1 and 2 cases and based on patient case cards. Code 1 response times for 2006-07 are now calculated from SA Ambulance CAD data and are more aligned to the definitions provided by the CAA. Code 1 response times for 2006-07 exclude second and subsequent vehicles arriving at an incident and exclude incidents where the category of dispatch was upgraded. As a result, the data are not directly comparable with prior years. ^g Tas: a high proportion of population is in small rural areas, relative to other jurisdictions, which may affect average response times.

Source: State and Territory governments (unpublished); table 9A.29.

Triple zero call answering time

‘Triple zero call answering time’ has been identified for development as an indicator of governments’ objective of providing accessible and effective ambulance services to the community (box 9.27). Data for this indicator were not available for the 2011 Report.

Box 9.27 Triple zero call answering time

‘Triple zero call answering time’ is yet to be defined.

Data collection for the triple zero call answering time indicator is under development through the CAA.

Effectiveness — appropriateness

Appropriateness indicators measure governments’ objective to deliver ambulance services that meet clients’ needs (box 9.28).

Box 9.28 Performance indicator — appropriateness

‘Appropriateness’ indicators measure how well services meet clients’ needs.

Appropriateness has been identified as a key area for development in future Reports.

Effectiveness — quality — safety

Quality indicators reflect the extent to which a service is suited to its purpose and conforms to specifications where specific aspects of quality can be reported against.

Safety is the avoidance, or reduction to acceptable levels, of actual or potential harm from ambulance services. Safety has been identified as a key area for development in future Reports.

Clinical incidents

‘Clinical incidents’ has been identified as an overarching indicator of governments’ objective to deliver safe ambulance services to the community (box 9.29).

Box 9.29 Clinical incidents

‘Clinical incidents’ are broadly defined as adverse events that occur because of ambulance service deficiencies and which result in death or serious harm to a patient.

Clinical incidents will incorporate a wider range of categories than sentinel events. (A sentinel event is an adverse event that occurs because of health system and process deficiencies and which results in the death of, or serious harm to, a patient.)

A clinical incidents indicator is to be developed in accordance with national health-wide reporting standards.

Effectiveness — quality — clinical

‘Clinical’ indicators measure the effectiveness and quality of clinical interventions and treatments. Clinical indicators have been identified as a key area for development in future reports.

Clinical interventions and treatments

‘Clinical interventions and treatments’ has been identified as an overarching indicator of governments’ objective to meet clients’ needs through delivery of quality ambulance services (box 9.30).

Box 9.30 Clinical interventions and treatments

‘Clinical interventions and treatments’ is yet to be defined.

In the short to medium term, the clinical dimension is likely to provide indicators of service outputs and outcomes. These indicators are currently under development through the CAA. In the longer term additional clinical measures might include indicators of the effectiveness of ambulance services interventions and treatments.

Current development work is focused on an indicator of ‘cardiac arrest survival to hospital discharge’ in the short term and, in the medium term, an indicator of ‘pain management’ (in the ambulance events outcomes section).

The indicator ‘cardiac arrest survived event rate’ reported in the outcomes section of this chapter has strong links to clinical interventions and treatments.

Effectiveness — quality — responsiveness

Responsiveness is the provision of services that are client orientated and respectful of clients' dignity, autonomy, confidentiality, amenity, choices, and social and cultural needs.

The indicator 'patient satisfaction' reported in the outcomes section of this chapter has strong links to responsiveness.

Effectiveness — quality — continuity

Continuity is the provision of uninterrupted, timely, coordinated healthcare, interventions and actions across programs, practitioners and organisations. The Steering Committee has identified continuity as a key area for development in future Reports.

Continuity of care

'Continuity of care' is an indicator of governments' objective to meet clients' needs through delivery of coordinated health care, including ambulance services (box 9.31). No data were available for the 2011 Report.

Box 9.31 Continuity of care

'Continuity of care' has been broadly defined as transporting the right patient to the right hospital. Some ambulance services are using secondary triage strategies where patients with particular conditions (for example, cardiac and stroke) are transported directly to the hospital or specialised centre where the best treatment for their needs can be provided, rather than transported to the closest hospital where those services may not be available.

This indicator is under development through the CAA.

Effectiveness — sustainability

Sustainability is the capacity to provide infrastructure (that is, workforce, facilities, and equipment) into the future, be innovative and respond to emerging needs of the community.

Workforce by age group

'Workforce by age group' is an indicator of governments' objective to deliver sustainable ambulance services (box 9.32).

Box 9.32 Workforce by age group

'Workforce by age group' is defined as the age profile of the workforce, measured by the proportion of the operational workforce in 10 year age brackets (under 30, 30–39, 40–49, 50–59 and 60 and over). The data are reported as percentages, by jurisdiction.

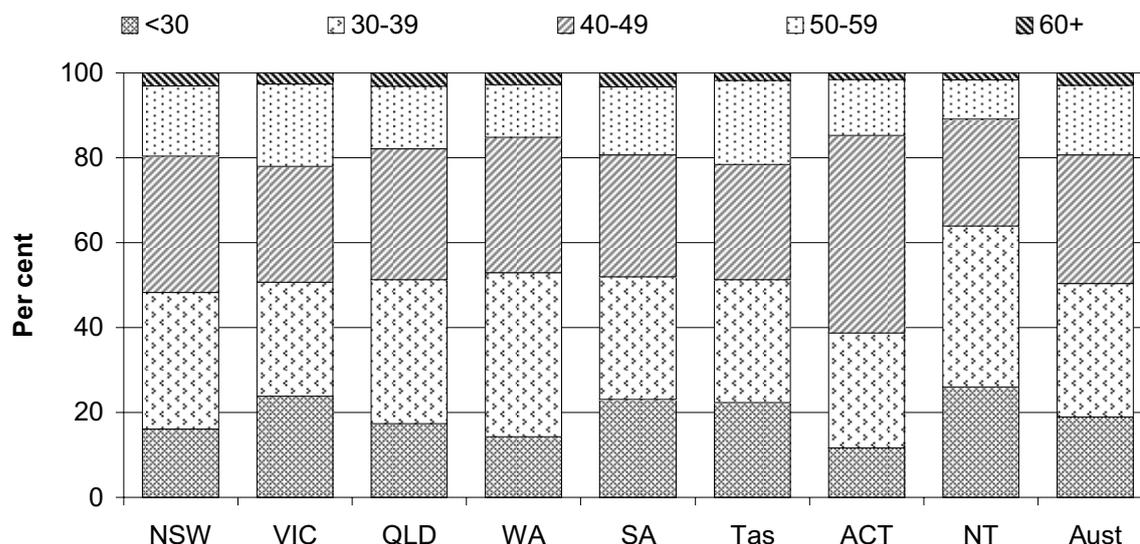
The smaller the proportion of the workforce who are in the younger age groups and/or the larger the proportion who are closer to retirement, the more likely sustainability problems are to arise in the coming decade as the older age group starts to retire.

A three year time series is available in the attachment tables of the 2011 Report.

Data for this indicator are not strictly comparable.

The age profile of the ambulance workforce for each jurisdiction is shown in figure 9.28. Nationally in 2009-10, around 81 per cent of the ambulance workforce were aged under 50. A three year time series is available in attachment table 9A.25.

Figure 9.28 Ambulance workforce, by age group, 2009-10



Source: State and Territory governments (unpublished), table 9A.25.

Staff attrition

‘Staff attrition’ is an indicator of governments’ objective to deliver sustainable ambulance services (box 9.33).

Box 9.33 Staff attrition

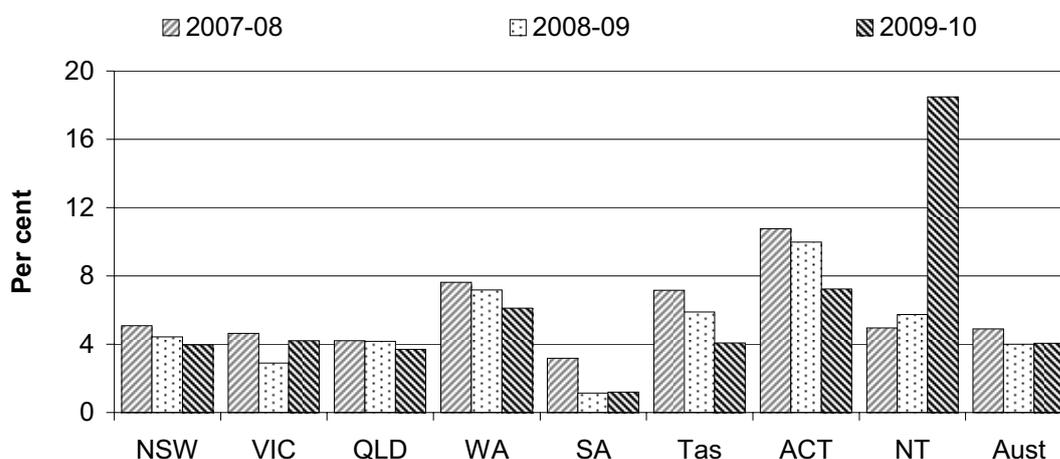
‘Staff attrition’ is defined as level of attrition in the operational workforce. It is calculated as the number of FTE employees who exit the organisation as a proportion of the number of FTE employees. It is based on staff FTE defined as ‘operational positions where paramedic qualifications are either essential or desirable to the role’.

Low or decreasing levels of staff attrition are desirable.

Data for this indicator are not strictly comparable.

The proportion of attrition in the ambulance workforce for each jurisdiction is shown in figure 9.29. Nationally, staff attrition fell from 4.9 per cent in 2007-08 to 4.1 per cent in 2009-10.

Figure 9.29 Ambulance staff attrition



Source: State and Territory governments (unpublished), table 9A.25.

Efficiency

Care needs to be taken when comparing efficiency data across jurisdictions because there are differences in the reporting of a range of cost items and funding arrangements (funding policies and taxing regimes). Some jurisdictions, for example, have a greater proportion of government funding relative to levies

compared with other jurisdictions. Also, differences in geographic size, terrain, climate, and population dispersal may affect costs of infrastructure and numbers of service delivery locations per person.

Ambulance service organisations' expenditure per person

'Ambulance service organisations' expenditure per person' is an indicator of governments' objective to deliver efficient ambulance services (box 9.34).

Box 9.34 Ambulance service organisations' expenditure per person

'Ambulance service organisations expenditure per person' is defined as ambulance service organisations expenditure divided by the population. Expenditure, and funding, per person are employed as proxies for efficiency. Two measures are reported:

- total expenditure (from all government and non-government sources) on ambulance service organisations per person — this measure indicates efficiency of use of resources from all sources
- total government grants and indirect government funding of ambulance service organisations per person — this measure indicates efficiency of use of resources from government sources.

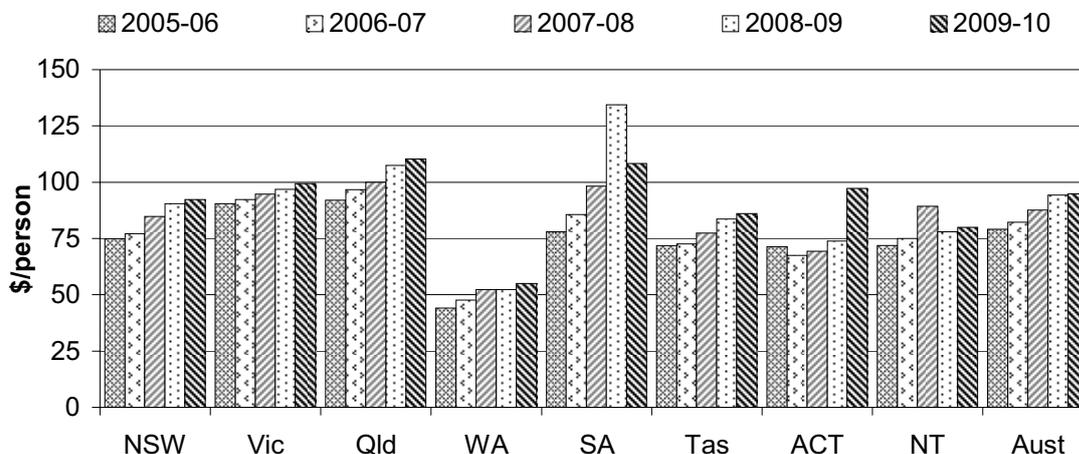
Holding other factors constant, a decrease in expenditure per person represents an improvement in efficiency. However, efficiency data are difficult to interpret. Although high or increasing expenditure per person may reflect deteriorating efficiency, it may also reflect changes in aspects of the service (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.

Data for this indicator are not directly comparable.

Nationally, total expenditure on ambulance service organisations per person was \$94.85 in 2009-10 (figure 9.30).

Nationally, total government grants and indirect government funding of ambulance service organisations per person was \$63.07 in 2009-10 (figure 9.31).

Figure 9.30 Ambulance service organisations expenditure per person (2009-10 dollars)^{a, b, c, d, e}

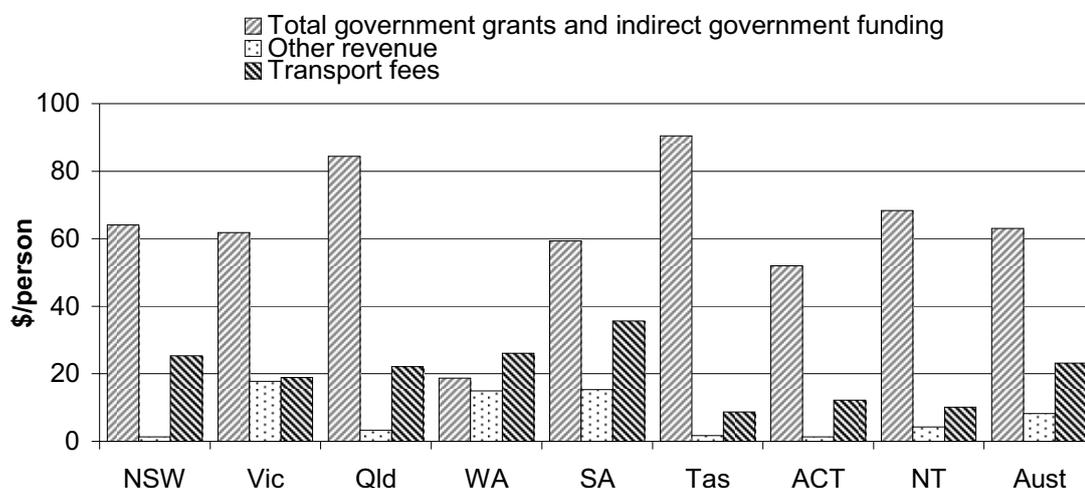


^a Data are adjusted to 2009-10 dollars using the GDP price deflator (2009-10 = 100) (table AA.26).

^b Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). ^c WA and NT: use a contracted service model for ambulance services. ^d SA: 2008-09 data reflect three significant events that year: (1) increase in wages (2) subsequent back pay paid to frontline paramedics as a result of the 'work value' case (from the 2007 enterprise bargaining agreement) reaching finalisation and (3) an increase in the number of frontline paramedics recruited. ^e ACT: For 2005-06 and later years, ACT Ambulance Service data are 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 and later years cannot be directly compared with those of previous years.

Source: State and Territory governments (unpublished); table 9A.32.

Figure 9.31 **Sources of ambulance service organisations revenue per person, 2009-10^a**



^a Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); table 9A.33.

Expenditure per urgent and non-urgent response

‘Expenditure per urgent and non-urgent response’ has been identified for development as an indicator of governments’ objective to deliver efficient ambulance services (box 9.35).

Box 9.35 Expenditure per urgent and non-urgent response

‘Expenditure per urgent and non-urgent response’ is yet to be defined. This indicator is under development through the CAA. Data for this indicator were not available for the 2011 Report.

Outcomes

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

Cardiac arrest survived event rate

‘Cardiac arrest survived event rate’ is an indicator of governments’ objective to deliver effective ambulance services (box 9.36).

Box 9.36 **Cardiac arrest survived event rate**

'Cardiac arrest survived event rate' is defined as the percentage of patients aged 16 years and over who:

- were in out-of-hospital cardiac arrest (excluding paramedic witnessed)
- where any chest compressions and/or defibrillation was undertaken by ambulance/Emergency Medical Services (EMS) personnel, and
- who have a return to spontaneous circulation (ROSC) on arrival at hospital.

For the out-of-hospital setting, a survived event means a sustained ROSC with spontaneous circulation (that is, the patient having a pulse) until administration and transfer of care to the medical staff at the receiving hospital (Jacobs, et al. 2004).

A further disaggregation of this indicator is defined as the percentage of patients aged 16 years and over who:

- were in out-of-hospital cardiac arrest (excluding paramedic witnessed)
- where the arrest rhythm on the first ECG assessment was either Ventricular Fibrillation or Ventricular Tachycardia (VF/VT), and
- who have a return of spontaneous circulation (ROSC) on arrival at hospital.

Patients in Ventricular Fibrillation (VF) or Ventricular Tachycardia (VT) are more likely to have better outcomes compared with other causes of cardiac arrest as these conditions are primarily correctable through defibrillation.

Paramedic witnessed cardiac arrests are included in the measures reported to show that cardiac arrests that are treated immediately by the paramedic have a better likelihood of survival due to this immediate and rapid intervention. This is substantially different to cardiac arrests occurring prior to the ambulance arriving where such increasing periods of treatment delay are known to negatively influence outcome.

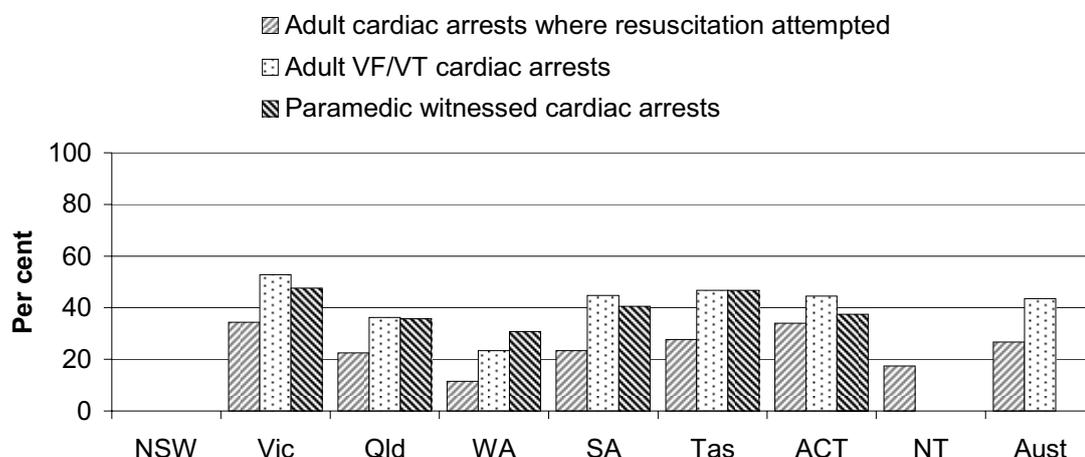
A higher or increasing rate for each measure is desirable. Data and associated measures for this indicator are not directly comparable.

The survival rate from out-of-hospital witnessed cardiac arrests varied across jurisdictions in 2009-10 (figure 9.32).

Cardiac arrest data reported in figure 9.32 are not comparable across jurisdictions and the CAA is undertaking a review to improve data comparability for this indicator.

Available data on the further breakdown of this indicator are reported in attachment table 9A.28. Time series data, where available, are also provided in attachment table 9A.28.

Figure 9.32 **Cardiac arrest survived event rate, 2009-10^{a, b, c, d, e, f, g}**



^a A 'survived event' is defined as the patient having return of spontaneous circulation (ROSC) on arrival to hospital (that is, the patient having a pulse). This is not the same as the patient surviving the cardiac arrest as having ROSC is only one factor that contributes to the overall likelihood of survival. ^b The measure 'adult cardiac arrests where resuscitation attempted' provides an overall indicator of outcome without specific consideration to other factors known to influence survival. ^c NSW: Data consistency issues mean that this measure is unable to be reported in 2009-10. NSW is awaiting the development of a national methodology for calculation of this measure prior to revising its internal processes. ^d Vic: Excludes patients with unknown rhythm on arrival at hospital. ^e WA: Data are provided for the capital city only. Cardiac Arrest survival figures are only populated to Mar-10. ^f NT: For 2008-09 VF/VT arrests data are not available. ^g Cardiac arrest data are not comparable between jurisdictions due to different methods of reporting. Data are only comparable between years for each individual jurisdiction (unless caveats say otherwise).

Source: State and Territory governments (unpublished); table 9A.28.

Cardiac arrest survival to hospital discharge

'Cardiac arrest survival to hospital discharge' has been identified for development as an indicator of governments' objective to deliver effective ambulance services (box 9.37).

Box 9.37 Cardiac arrest survival to hospital discharge

'Cardiac arrest survival to hospital discharge' is yet to be defined.

A higher or increasing rate is a desirable outcome.

This indicator is under development through the CAA. Data for this indicator were not available for the 2011 Report.

Pain management

'Pain management' has been identified for development as an indicator of governments' objective to deliver effective ambulance services (box 9.38).

Box 9.38 Pain management

'Pain management' is yet to be defined.

This indicator is under development through the CAA. Data for this indicator were not available for the 2011 Report.

Level of patient satisfaction

'Level of patient satisfaction' is an indicator of governments' objective to deliver responsive ambulance services (box 9.39). The performance of ambulance service organisations can be measured in terms of the satisfaction of those people who directly used the service.

Box 9.39 Level of patient satisfaction

'Level of patient satisfaction' is defined as the total number of patients who were either 'satisfied' or 'very satisfied' with ambulance services they had received in the previous 12 months, divided by the total number of patients that responded to the *National Patient Satisfaction Survey* (CAA 2010).

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.

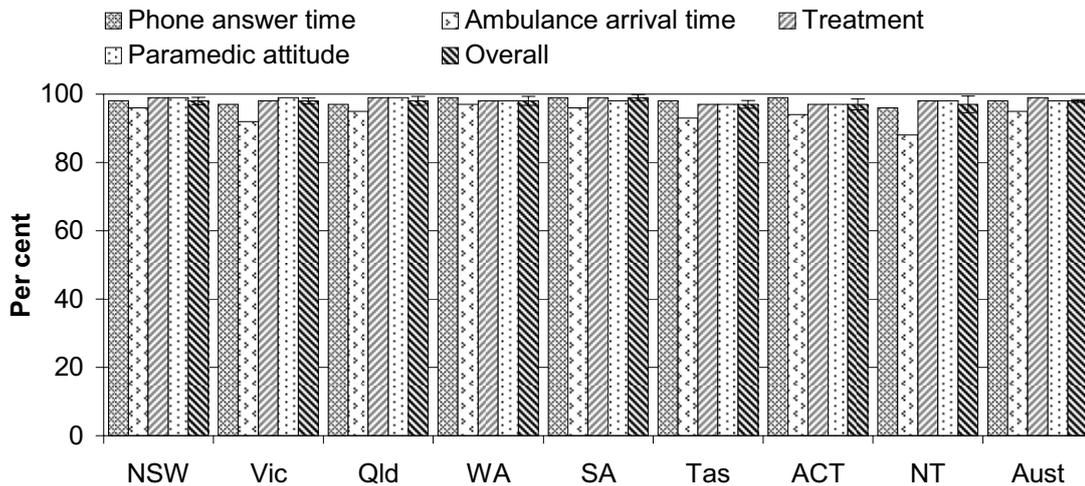
Data for this indicator are comparable.

Data for 2006 to 2010 were collected by jurisdictions and collated by the CAA. The CAA survey obtained 4503 usable responses nationally from patients who used an ambulance service in 2010 (table 9A.30).

The estimated overall satisfaction levels for ambulance patients were similar across all jurisdictions and all years (time series data are reported in table 9A.30). Standard errors for the 95 per cent confidence interval, available with 2009 and 2010 patient satisfaction data, indicate that there are no statistically significant differences between jurisdictions for overall patient satisfaction. Similarly, there are small

differences between jurisdictions for particular aspects of the ambulance service (figure 9.33).

Figure 9.33 Proportion of ambulance users who were satisfied or very satisfied with the ambulance service, 2010^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. Standard errors for the 95 per cent confidence interval for overall patient satisfaction are included for 2010.

Source: CAA 2006–10 *National Patient Mailout Satisfaction Research*; table 9A.30.

9.6 Future directions in performance reporting

A number of developments are underway to improve the comparability and accuracy of data, and to expand the scope of reporting on emergency services. Performance indicators for fire, road crash rescue and ambulance services are being improved with the assistance of the Australasian Fire and Emergency Service Authorities Council (AFAC), the ACSES and the CAA.

Fire events

Performance measures are currently being developed for the reporting of fires in the landscape. The long-term aim is to report annually on the measures for each relevant jurisdiction across Australia. The key landscape fire performance measures that have been agreed to in concept, subject to the availability of data, for inclusion in future editions of the Report are:

- landscape fire deaths per 100 000 people
- landscape fire injuries per 100 000 people

and, subject to identification of appropriate denominators to facilitate comparative reporting:

- number of primary dwellings affected by wildfire
- total number of hours by volunteers on wildfire suppression.

The focus of current work is on developing agreed data definitions and identifying appropriate data sources.

Road crash rescue events

An updated performance indicator framework was included in the 2010 Report, along with text to provide a more comprehensive picture of the strategies and programs delivered by governments to reduce the impact of road trauma.

The section continues to provide road crash rescue information on the number of road crash rescue incidents and the number of events in which extrications occurred, and to reference other sections of the Report where data relevant to the performance indicator framework for road crash rescue events are published. Nevertheless, the challenge remains to demonstrate the cost, benefits and value of the full range of emergency risk management services related to road trauma. In this context, information on the cost of road crashes in Australia has been included in box 9.21 (BITRE 2009).

The focus of development work in the immediate future will be to derive indicator definitions, identify appropriate measures and develop data for reporting against the preparedness and response elements of the emergency management performance indicator framework.

Ambulance events

Ambulance event reporting continues to focus upon further developing the indicators introduced to the 2009 Report. This will entail continuing development and implementation of data collections for some indicators, and refining those indicators that already have data reported, with ongoing work to increase data completeness and comparability.

Other event types

Other event type services for which performance reporting has yet to be developed include: rescues (other than road crash rescues); natural emergency events (other

than landscape fires); emergency relief and recovery; and quarantine and disease control.

9.7 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

New South Wales Government comments

“ The NSW Government continues its commitment to reducing death and injury, and the social, economic and environmental impacts caused by emergencies. In 2009-10, the Commonwealth and NSW signed a National Partnership Agreement on Natural Disaster Resilience providing \$7.9 million in grants, managed by Emergency Management NSW (EMNSW), to reduce the impact of natural disasters and increase agencies' capabilities to prepare for, prevent, respond to and recover from disasters. EMNSW continued to administer more than 140 projects under the legacy Natural Disaster Mitigation Program.

In 2009-10, the Ambulance Service of NSW provided over 1.1 million emergency and other responses, or 3104 per day. The establishment of the Ambulance Research Institute has filled a significant gap in pre-hospital clinical research. Operational changes include the introduction of Special Operations Team paramedics to expand rapid response capability. IT upgrades, state-wide standardisation of Control Centre procedures and a new training curriculum have significantly improved call handling capacity. New equipment now in use includes mechanical restraint devices, 60 new stretchers and a further two Megalift vehicles for use in bariatric and special operations. The Ambulance Service has also implemented initiatives focussing on staff welfare to promote positive cultural change and a healthy, supportive workplace environment.

In 2009-10, the NSW Rural Fire Service (RFS) implemented a comprehensive public awareness campaign, *Prepare.Act.Survive*, to inform households how to prepare and plan for bush fires. The bush fire information line was upgraded to increase call-taking capacity and overflow arrangements were negotiated with the NSW Police Force. Bush fire mitigation crews, boosted by an additional 58 staff, completed 354 hazard reduction works, including 409 jobs for the Assist Infirm, Disabled and Elderly Residents (AIDER) program. The RFS conducted over 2000 community education events and opened six new or refurbished fire control centres. In 2009-10, the NSW Fire Brigades (NSWFB) made significant advances in community safety, emergency response and operational preparedness. Firefighters responded to a total of 135 278 calls. The NSWFB continued its major community partnerships with McDonald's and GIO, enabling it to deliver more fire prevention programs including the new 'After the fire' Recovery Kit and BrigadeKids CD and website. Significant organisational and cultural reform is also underway, to build a safer and healthier workplace.

The NSW State Emergency Service (SES) committed 403 786 hours to operational response in 2009-10, including responding to 117 flood rescues, and significant flood response operations in western NSW. Two tsunami warnings were issued, and the response arrangements were effective in alerting key agencies of the possible threat. Personnel were deployed to Melbourne and Perth to assist interstate counterparts with storm recovery operations. The SES provided a road crash capability through 83 Road Crash Rescue Units. It provided support for the community first responder program, in conjunction with the Ambulance Service of NSW, with 10 Community First Responder Units.

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Victorian Government comments

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On 16 February 2009, the Victorian Government established the 2009 Victorian Bushfires Royal Commission to investigate the causes and responses to the bushfires which swept through parts of Victoria in late January and February 2009.

The Royal Commission's Interim Report and Final Report were handed down on 17 August 2009 and 31 July 2010 respectively and the Victorian Government is now well advanced in revising its bushfire safety policy.

The Royal Commission's recommendation that people in bushfire prone areas need a range of safety options will be a key feature of the policy. These options include leaving early; defending a well prepared home; and shelter options such as Neighbourhood Safer Places and private bushfire shelters. The suitability of these options for each community will be determined through community engagement and local planning.

Victorian Government has also established a Fire Services Commissioner responsible for the overall response to major fires in Victoria. The Commissioner will work with the fire services agencies to refine the Command and Control Arrangements for Bushfires in Victoria and to develop appropriate delegations of the control responsibility as envisaged by the Royal Commission.

During the year, Victoria's ambulance service capability was enhanced by the opening of several new branches and station upgrades as well as the introduction of single MICA paramedic responders in metropolitan Melbourne and the major rural cities of Ballarat, Bendigo, Geelong and the La Trobe Valley.

The Government's investment in high quality ambulance services is continuing through an additional \$56 million investment over four years targeted at rural and regional Victoria.

Ambulance Victoria's operational capability is also being enhanced through the transfer of its rural communication centres to a single centre managed by Victoria's Emergency Services Telecommunications Authority (ESTA).

ESTA has a statutory accountability for handling Triple Zero calls and also provides and manages the operational communications for the dispatch of police, fire, metropolitan ambulance services and State Emergency Services in Victoria.

On Saturday 6 March 2010, severe thunderstorms developed over Victoria with a major 'super cell' unleashing an intense hailstorm. Many areas of Victoria were subjected to high winds, very heavy rainfall, lightning and damaging hailstorms up to 100 millimetres in diameter with the majority of damage caused by flash flooding due to the high rainfall.

ESTA reports that Saturday, 6 March represents the third highest tally of daily call presentations in its history.

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Queensland Government comments

“ Following a review of the *Disaster Management Act 2003*, which commenced in 2009, Queensland’s disaster management framework will be strengthened to deliver better response outcomes for communities impacted by disaster.

Queensland has been increasing its focus on building community resilience in recent years, due to a rise in the number and severity of natural disaster events. The Natural Disaster Resilience Program (NDRP), funded under the National Partnership Agreement (NPA) on Natural Disaster Resilience, aims to reduce communities’ vulnerability to natural hazards by supporting local governments and other stakeholders to build community resilience. Round 1 of the NDRP in Queensland saw 38 projects approved at an allocation of over \$7 million, targeting key risks identified in the State’s natural hazard risk profile.

In 2009-10, Natural Disaster Relief and Recovery Arrangements were activated four times, covering 99.8 per cent of the State, in response to cyclone, storm, flood and bushfire events with a total estimated cost exceeding \$1.246 billion. The Bureau of Meteorology predicts Queensland could experience up to six cyclones over the 2010-11 summer and well above average rainfalls with potential flooding due to the La Nina climate phase which is expected to continue into at least early 2011. Queensland is preparing for one of the most potentially busy storm seasons since the 1970s.

Following release of the 2009 Victorian Bushfires Royal Commission interim recommendations, Queensland successfully integrated ‘Emergency Alert’ into disaster notification protocols under the NPA on the Development of a Telephone-Based National Emergency Warning System. ‘Emergency Alert’ utilises SMS capability to provide early warnings of disaster to communities via address-based landlines and mobile telephones. Additionally, the Queensland Fire and Rescue Service (QFRS) developed the PREPARE.ACT.SURVIVE. campaign which includes new national standards such as the Bushfire Danger Ratings.

A substantial amount of time and resources is dedicated by the QFRS into partnering with the community to mitigate risks through education and fire safety activities. These activities have seen the number of accidental residential structure fires contained, despite an increasing population. Following the introduction of revised road crash rescue protocols in September 2009, aimed at reducing unnecessary attendance by the QFRS at mobile property crashes, attendance by the QFRS at traffic incidents has also reduced.

Demand management continued to be a focus of the Queensland Ambulance Service in 2009-10, with achievements including: commencement of the Secondary Triage and Referral pilot system, an alternative response to low acuity Triple Zero (000) callers that rigorously assesses and matches callers’ needs with resources; commencement of the Queensland Health Authorised Transport arrangements; and recruitment of an additional 50 officers bringing the total number of additional officers recruited from 1 July 2007 to 30 June 2010 to 555.

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Western Australian Government comments

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The Fire and Emergency Services Authority of WA (FESA) delivers emergency services throughout the State via a network of regionally-based FESA resources and with the support of local volunteers.

During 2009-10, we faced significant challenges from natural hazards with large scale incidents including Tropical Cyclone Laurence, the Toodyay and Badgingarra bushfires, the West Coast storm and a magnitude 5 earthquake. These incidents resulted in significant losses, with 38 properties destroyed during the Toodyay bushfire, damage to heritage listed buildings from the earthquake and more than \$10 million damage caused by the West Coast storm.

Crews from fire services and the State Emergency Service worked together in the response efforts, and appreciated the high level of support provided by other government agencies, including interstate support for the West Coast storm.

FESA focussed this year on reviewing bushfire risk across Western Australia to ensure effective mitigation and capacity to provide timely and efficient response. The impacts of recommendations resulting from the Victorian Bushfire Royal Commission are being assessed by an interagency bushfire committee. Meanwhile, we continued with established mitigation strategies such as the Kimberley Fire Management program and implemented new initiatives for the management of Unallocated Crown Land and Unmanaged Reserves.

Building the capacity of staff and volunteers, as well as community stakeholders is a key strategic objective. The receipt of additional funding for the ongoing provision of a second Type 1 helicopter to support bushfire response in the South West of our State was a key achievement. In addition, enhanced support was provided to local governments through the extension of the Community Fire Manager and Community Emergency Services Manager program.

The introduction of enhanced community information systems, including StateAlert, increased capacity to provide online information during significant emergencies and timely provision of information on Total Fire Bans and weather alerts will support continued improvements to community preparedness.

Road ambulance services are delivered by non government providers for most of the State with St John Ambulance the principal provider.

WA reported a 12.8 per cent increase in emergency ambulance responses and a 7.7 per cent increase in urgent ambulance responses. The number of patients transported was up 6.6 per cent to 189 199.

Ambulance services in rural and remote communities remain largely dependent upon volunteers. Almost 3 000 volunteers play an important role as ambulance operatives or ambulance operational and business support staff. The number of community first responders increased 18.7 per cent to 559.

Increasing workload and hospital blockage leading to ramping of ambulance vehicles continue to have an impact on response capacity and response times.

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South Australian Government comments

“ To improve public safety the SA Government published a *Strategic Direction 2008-2014 Statement* for fire and emergency services that commits the sector to Community Engagement, Seamless Integration, Improved Communication, Building Partnerships, Improving Community Resilience and Being Accountable.

Several key projects and initiatives were undertaken during 2009-10 including:

- amending the *Fire and Emergency Services Act 2005* to further refine governance and legislative arrangements and support the recommendations for operational improvements identified in the Bushfire Management Review; and the Wangary Bushfire Coronial Inquest
- developing SAFECOM's Strategic Plan 2010–2015
- implementing initiatives and recommendations of SA's Bushfire Task Force established to examine the issues arising from the Royal Commission into the Victorian bushfires of 7 February 2009.

SA Ambulance Service (SAAS) - Highlights for 2009-10 included:

- expanding the Extended Care Paramedic (ECP) program across the metropolitan area, increasing the number of qualified ECPs to 18
- opening new stations in Port Adelaide and Quorn, with construction of a new station in Prospect well underway
- continuing the rollout of initiatives identified in *Defining the road ahead: Service Delivery Model (2008-2012)*, including the implementation of automatic vehicle location (AVL) systems and expanding the volunteer-supported crewing model
- developing a new strategic plan, *Vision 2015*
- achieving satisfied or very satisfied service level ratings by 99 per cent of patients surveyed (CAA National Patient Satisfaction Research)
- achieving emergency response time targets.

Fire, emergency and ambulance service initiatives for 2010-11 include:

- enhancing a new telephone and text messaging warning system
- enhancing a new national framework for fire warnings
- participating in the SA Computer Aided Dispatch (SACAD) project to provide new computer aided dispatch systems
- promoting long-term retention and recruitment of volunteers
- working closely with the Council of Ambulance Authorities and the Australasian Fire Authorities Councils' initiatives for service excellence.

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Tasmanian Government comments

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Tasmania has a number of unique characteristics that influence the provision of emergency services throughout the State and affect response/turnout times and infrastructure costs. These characteristics include a small and dispersed population, diseconomies of scale, reliance on a network of dedicated volunteers in rural and remote areas and the State's rugged topography. Tasmania's two major urban centres have low population density compared to the large urban centres in other states.

Tasmania's data includes both urban and rural fire and ambulance service performance. As Tasmania has the highest percentage of all jurisdictions of its population in rural areas and the lowest proportion (34.9 per cent, compared to a national average of 68 per cent) in highly accessible areas, reliable comparisons of response performance to other jurisdictions are difficult.

Tasmania Fire Service (TFS) comprises four career brigades and 229 volunteer brigades that respond to fires in all metropolitan and rural areas. Tasmania reports all incidents attended by these brigades, and the TFS bears the full cost of funding both the operating and capital costs of its brigades.

TFS continues to deliver a broad range of educational and promotional programs to assist at-risk sectors of the community prevent fires and minimise the impact of fires that occur. Figures including independent survey results indicate that fire-safety programs targeting at-risk households are particularly effective, with significant decreases in house fire rates over the last 10 years.

TFS was assigned responsibility for road crash rescue in and around metropolitan areas in 2006-07. State Emergency Services (SES) continue to provide road crash rescue services for rural areas.

Ambulance Tasmania (AT) provides emergency ambulance care, medical retrieval services and a non-emergency patient transport service. In addition, AT provides fixed-wing and staff for helicopter aero-medical services.

Tasmania is currently the only State that provides a free-of-charge ambulance service to the public and consequently there is a far greater reliance on government funding for ambulance services than in all other jurisdictions. The State Government has increased funding to improve services in both urban and rural areas.

Tasmania continues to enjoy a high level of ambulance patient satisfaction. This factor reflects positively on its ambulance personnel.

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Australian Capital Territory Government comments

“ The ACT Emergency Services Agency (ESA), which is part of the Department of Justice and Community Safety, comprises the ACT Ambulance Service, the ACT Fire Brigade, the ACT Rural Fire Service and the ACT State Emergency Service along with emergency management and support areas. It also incorporates the affiliated Snowy Hydro Southcare aeromedical service.

The ACT ESA provides services across a broad geographic base to encompass the Bush Capital Planning Model. This geographic spread provides challenges to meet benchmark response standards and community expectations.

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. The operational capability of the ESA was further improved or enhanced through the continued work of the following key projects:

- finalisation of a new purpose built headquarters incorporating a state of the art workshop, with all services and support functions co-located
- continuing commitment to the operation of Snowy Hydro Southcare aeromedical services with NSW
- significant training initiatives to further staff and volunteer capabilities
- finalising a strategic station relocation feasibility study
- finalising the construction of a multi agency training facility.

During 2009-10 the four services of the ACT Emergency Services Agency provided in excess of 47 900 responses to incidents within the ACT as well as eight Remote Area Firefighting Teams to assist with fire suppression in the Blue Mountains, Hawkesbury Shire and Armidale. The ACT Rural Fire Service also provided support to the NSW Rural Fire Service during the year.

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Northern Territory Government comments

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At the commencement of the 2010 fire season in the Top End, the NT Fire and Rescue Service (NTFRS) introduced new bushfire management arrangements covering several recommendations from the Interim Report of the Victorian Bushfire Royal Commission. Specifically, the NT adopted the nationally agreed theme of PREPARE-ACT-SURVIVE to replace the ‘Stay or Go’ policy. A new public information and warning system, in collaboration with Bushfires NT and the ABC, and a re-aligned Fire Danger Rating scale, in league with the Bureau of Meteorology, incorporating a new category of ‘Catastrophic’ for fire danger index of 100 and above, were also implemented. Information about the changes was posted on the NTFRS website and fact sheets and publications were distributed through public media events.

The National Emergency Alert System became operational in the NT on 1 March 2010. The Emergency Alert is a telephone warning system that may be used in a life threatening, large scale emergency to send alerts via landline telephones and mobile phones, based on the handset’s registered address. A trial was conducted in Palmerston in late February, with a significant number of residents contacting the Emergency Operation’s Centre to confirm the alert had been received.

The NTFRS saw a reduction in landscape fires in 2009-10. Much of this decrease can be attributed to the continuing benefit of an enhanced cool season strategic hazard reduction burning program. Under this program significant grassfire risk in the urban/rural interface is identified and minimised or eliminated through a combination of weed control and prescribed fire.

The NT Government is committed to the recruitment of 40 additional fire fighters. In 2009-10, 23 new fire fighters graduated and joined the service.

A NTFRS and NT Emergency Service joint Urban Search and Rescue (USAR) facility was completed in Darwin which provides urban search and rescue technicians with realistic scenarios. With over 17 voids of various sizes interconnected by tunnels, the facility has proven to be an excellent confined space and vertical rescue training venue.

Major activities for NT Emergency Service over the reporting period included assisting with the response to Tropical Cyclone Paul, which was active in the Western side of the gulf of Carpentaria. The Cyclone caused extensive flooding in East Arnhemland, storms in Alice Springs which caused flooding and storm damage responses, and a number of marine and inland searches throughout the Territory.

Tropical Cyclone Community Service radio announcements and Talking Posters, in nine Indigenous languages, have now been introduced as part of the Territory’s emergency public education.

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9.8 Definitions of key terms and indicators

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.
All agencies	<p>All agencies should be involved to some extent in emergency management. The context of emergency management for specific agencies varies and may include:</p> <ul style="list-style-type: none">• ensuring the continuity of their business or service• protecting their own interests and personnel• protecting the community and environment from risks arising from the activities of the organisation• protecting the community and environment from credible risks. <p>Emergency management measures may be referred to in a number of organisational and community contexts, including risk management, environmental management, occupational health and safety, quality management, and asset management.</p>
All hazards	<p>The all hazards approach concerns arrangements for managing the large range of possible effects of risks and emergencies. This concept is useful to the extent that a large range of risks can cause similar problems and such measures as warning, evacuation, medical services and community recovery will be required during and following emergencies. Many risks will, however, require specific response and recovery measures and will almost certainly require specific prevention and mitigation measures.</p>
Ambulance community first responders	<p>A type of volunteer that provide an emergency response (with no transport capacity) and first aid care before the ambulance arrival.</p>
Ambulance service response times	<p>The response time is defined as the time taken between the initial receipt of the call for an emergency ambulance and the ambulance's arrival at the scene of the emergency. Emergency responses are categorised by an assessment of the severity of the medical problem:</p> <ul style="list-style-type: none">• 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. <p>Response times are reported as percentiles in this report.</p>
Ambulance expenditure	<p>Includes salaries and payments in the nature of salaries to ambulance personnel, capital expenditure (such as depreciation and the user cost of capital) and other operating expenditure (such as running expenditure, contract expenditure, provision for losses and other recurrent expenditure). Excludes interest on borrowings.</p>
Ambulance incident	<p>An event that results in one or more responses by an ambulance service.</p>
Ambulance non-government revenue	<p>Includes revenue from subscription fees, transport fees, donations and other non-government revenue. Excludes funding revenue from Australian, State and local governments.</p>
Ambulance patient	<p>A person assessed, treated or transported by the ambulance service.</p>

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, ambulance services to multi-casualty events, and community capacity building to respond to emergencies.
Availability of ambulance officers/paramedics	The number of full time equivalent ambulance officers/paramedics per 100 000 people. Ambulance officers/paramedics includes student and base level ambulance officers and qualified ambulance officers but excludes patient transport officers.
Cardiac arrest survived event rate	For the out-of-hospital setting, survived event rate means sustained return of spontaneous circulation (ROSC) with spontaneous circulation until administration and transfer of care to the medical staff at the receiving hospital (Jacobs, et al. 2004)
Community first responder	See 'Ambulance community first responders'
Emergency ambulance response	An emergency ambulance response (code 1) to a pre-hospital medical incident or accident (an incident that is potentially life threatening) that necessitates the use of ambulance warning (lights and sirens) devices.
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 or relating to a fire or flames, requiring admission to a public or private hospital. Excludes emergency department outpatients and injuries resulting in a fire death.
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	<ul style="list-style-type: none"> • Operational smoke alarm or detector • Fire sprinkler system • Safety switch or circuit breaker • Fire extinguisher • Fire blanket 	<ul style="list-style-type: none"> • 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-urgent 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 devices (lights and sirens).	
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 or explosion.	
Other incident	<p>An incident (other than fire) reported to a fire service that requires a response. This may include:</p> <ul style="list-style-type: none"> • 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. 	
Percentiles		
50th / 90th percentile ambulance service response times	The time within which 50 per cent / 90 per cent of emergency (code 1) incidents are responded to by an ambulance	
50th / 90th percentile fire service response times	The time within which 50 per cent / 90 per cent of first fire resources respond.	
Response locations (ambulance)	The number of paid, mixed and volunteer response locations per 100 000 people. Locations are primary ambulance response locations where salaried, volunteer or mixed ambulance operatives are responding in an ambulance vehicle and providing pre-hospital care.	
Response time (fire services)	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 crash rescue	An incident involving a motor vehicle and the presumption that assistance is required from emergency services organisations.	

Staff attrition (ambulance)	The level of attrition in the operational workforce. It is calculated as the number of FTE employees who exit the organisation as a proportion of the number of FTE employees. It is based on staff FTE defined as 'operational positions where paramedic qualifications are either essential or desirable to the role'.
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.
Urgent ambulance response	An urgent (code 2) undelayed response required (arrival desirable within 30 minutes) that does not necessitate the use of ambulance warning devices (lights and sirens).
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 non current physical assets (including land, plant and equipment).
Volunteer (ambulance)	<p><i>Remunerated volunteer ambulance operatives:</i> all personnel who volunteer their availability, however are remunerated in part for provision of an ambulance response (with transport capability).</p> <p><i>Non-remunerated volunteer ambulance operatives:</i> all personnel engaged on an unpaid casual basis who provide services generally on an on-call basis and are principally involved in the delivery of ambulance services. These staff may include categories on the same basis as permanent ambulance operatives (with transport capability).</p> <p><i>Non remunerated volunteer operational and corporate support staff:</i> all personnel engaged on an unpaid casual basis who provide services generally on an on-call basis and are principally involved in the provision of support services. These staff may include categories on the same basis as permanent ambulance operatives.</p>
Volunteer (fire)	<p><i>Volunteer firefighters:</i> staff of the fire service organisation, who deliver or manage a firefighting service directly to the community and who are formally trained and qualified to undertake firefighting duties but do not receive remuneration other than reimbursement of 'out of pocket expenses'.</p> <p><i>Volunteer support staff:</i> all staff that are not remunerated of the fire service organisation, staff shared with other services, and umbrella department's staff. For fire service organisations, any staff that are not remunerated whose immediate client is the firefighter. These can be people in operational support roles provided they do not receive payment for their services other than reimbursement of 'out of pocket expenses'.</p>
Volunteer (S/TES)	Staff/volunteers of S/TES organisations that do not receive payment for their services other than some reimbursement of 'out of pocket expenses'.
Workforce by age group	The age profile of the workforce, measured by the proportion of the operational workforce in 10 year age brackets (under 30, 30–39, 40–49, 50–59 and 60 and over).

9.9 List of attachment tables

Attachment tables are identified in references throughout this chapter by an '9A' suffix (for example, table 9A.3 is table 3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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APPENDIX

A Statistical appendix

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A.7 References	A.35

Attachment tables

Attachment tables are identified in references throughout this appendix by an 'AA' suffix (for example, table AA.3). A full list of attachment tables is provided at the end of this appendix, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

A.1 Introduction

This appendix contains contextual information to assist the interpretation of the performance indicators presented in the Report. The following key factors in interpreting the performance data are addressed:

- Australia's population
- family and household
- income, education and employment
- statistical concepts used in the Report.

A.2 Population

The Australian people are the principal recipients of the government services covered by this Report. The size, trends and characteristics of the population can have a significant influence on the demand for government services and the cost of delivery. This section provides a limited description of the Australian population to support the interpretation of performance data provided in the Report. More detail is provided in the Australian Bureau of Statistics (ABS) quarterly publication *Australian Social Trends* (ABS 2010b and previous issues).

In this appendix and associated attachment tables, population totals for the same year can vary because they are drawn from different ABS sources depending on the information required — for example, some data are from the Census of Population and Housing (ABS 2007) and others from the Australian Demographic Statistics (ABS 2010a).

Most of the service areas covered by the Report use estimated resident population (ERP) data from tables AA.1 and AA.2 for descriptive information (such as expenditure per person in the population) and performance indicators (such as participation rates for vocational education and training [VET]).

Population size and trends

More than three quarters of Australia's 21.9 million people lived in the eastern mainland states as at 30 June 2009, with NSW, Victoria and Queensland accounting for 32.5 per cent, 24.8 per cent and 20.1 per cent, respectively, of the nation's population. Western Australia and SA accounted for a further 10.2 per cent and 7.4 per cent, respectively, of the population, while Tasmania, the ACT and the NT accounted for the remaining 2.3 per cent, 1.6 per cent and 1.0 per cent, respectively (table AA.1).

Nationally, the average annual growth rate of the population between 2005 and 2009 was approximately 1.9 per cent. The growth across jurisdictions ranged from 2.7 per cent in WA to 0.9 per cent in Tasmania (table AA.2, 31 December estimates).

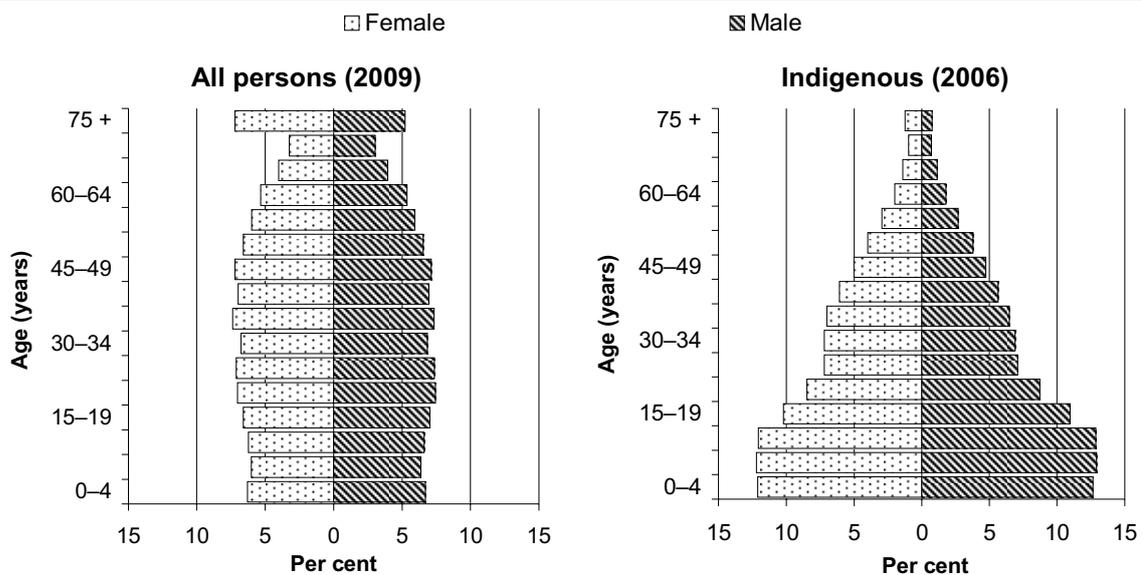
Population, by age and sex

As in most other developed economies, greater life expectancy and declining fertility have contributed to an 'ageing' of Australia's population. However, the age distribution of Indigenous Australians is markedly different (figure A.1). At

30 June 2009, 9.4 per cent of Australia's population was aged 70 years or over, in contrast to 1.8 per cent of Australia's Indigenous population, as at 30 June 2006 (tables AA.1 and AA.7). Across jurisdictions, the proportion of all people aged 70 years or over ranged from 11.2 per cent in SA to 2.9 per cent in the NT (table AA.1).

Half of the population at June 2009 was female (50.2 per cent). This distribution was similar across all jurisdictions except the NT, which had a slightly lower representation of women in its population (48.1 per cent) (table AA.1). The proportion of women in the population varies noticeably by age. Nationally, approximately 56.1 per cent of people aged 70 years or over were female, compared with 48.7 per cent of people aged 14 years or less (table AA.1).

Figure A.1 Population distribution, Australia, by age and sex, 30 June^{a, b}



^a Includes other territories. ^b Experimental estimates at 30 June 2006 are preliminary rebased estimates and are based on the 2006 Census of Population and Housing.

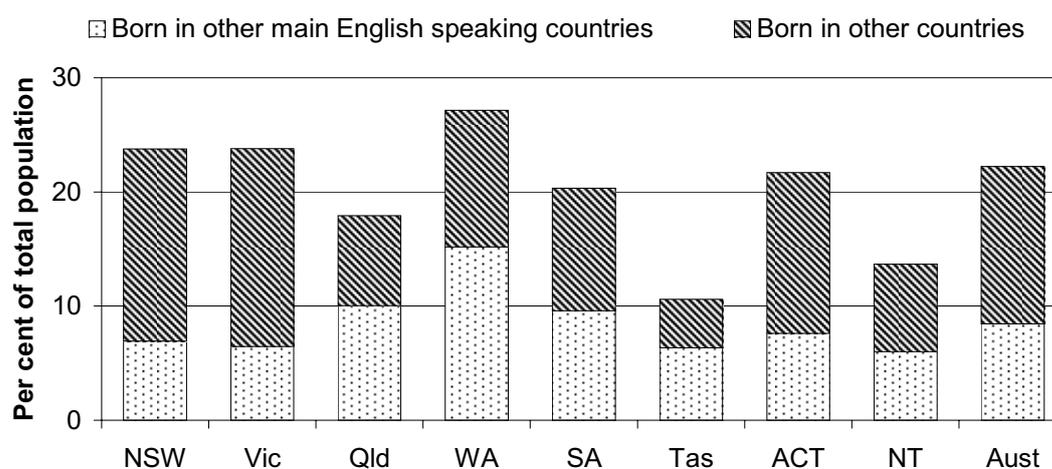
Source: ABS (2009) *Population by Age and Sex, Australian States and Territories, June 2009*, Cat. no. 3201.0; ABS (2007) *Australian Demographic Statistics, March 2007*, Cat. no. 3101.0; tables AA.1 and AA.7.

Population, by ethnicity and proficiency in English

New Australians face specific problems when accessing government services. Language and cultural differences can be formidable barriers for otherwise capable people. Cultural backgrounds can also have a significant influence on the support networks offered by extended families. People born outside Australia accounted for

22.2 per cent of the population in August 2006 (8.4 per cent from the main English speaking countries and 13.8 per cent from other countries). Across jurisdictions, the proportion of people born outside Australia ranged from 27.1 per cent in WA to 10.6 per cent in Tasmania. The proportion from countries other than the main English speaking countries ranged from 17.3 per cent in Victoria to 4.2 per cent in Tasmania (figure A.2).

Figure A.2 People born outside Australia, by country of birth, 2006^{a, b}



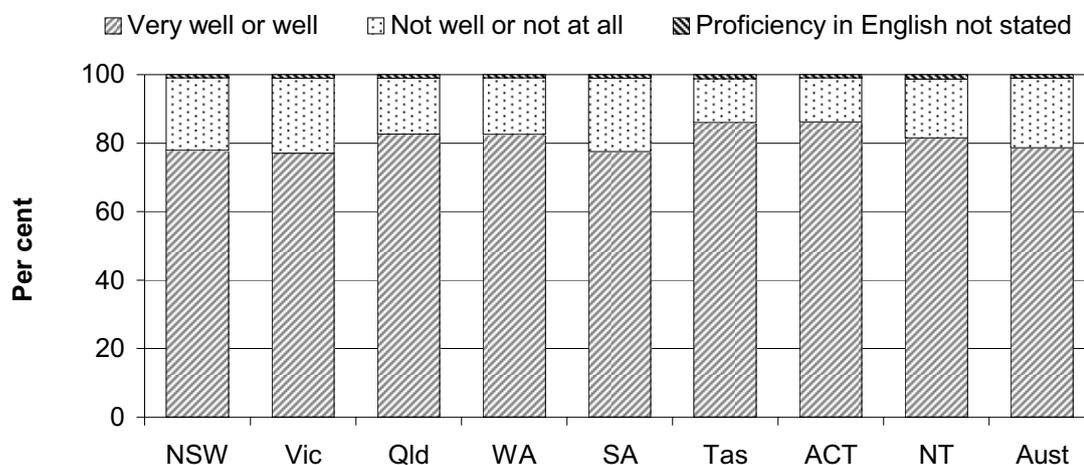
^a 'Australia' includes other territories. ^b The ABS defines the other main English speaking countries as Canada, Ireland, New Zealand, South Africa, the United States of America and the United Kingdom.

Source: ABS (unpublished) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.4.

Of the population born outside Australia, in August 2006, 89.0 per cent spoke only English, or spoke another language as well as speaking English very well or well. Figure A.3 shows proficiency in English of people born overseas who speak a language other than English at home. Of those people born overseas who spoke another language, 78.6 per cent also spoke English very well or well. The proportion of people born overseas who spoke another language and who did not speak English well or at all, ranged from 21.9 per cent in Victoria to 12.8 per cent in Tasmania (table AA.3).

The proportion of all people born overseas who did not speak English well or at all was 10.0 per cent nationally, and ranged from 12.9 per cent in Victoria to 3.1 per cent in Tasmania (table AA.3).

Figure A.3 People born overseas who spoke a language other than English at home, by proficiency in English, 2006^a



^a Excludes people who did not state their country of birth.

Source: ABS (2007) *2006 Census of Population and Housing*, Cat. no. 2068.0; table AA.3.

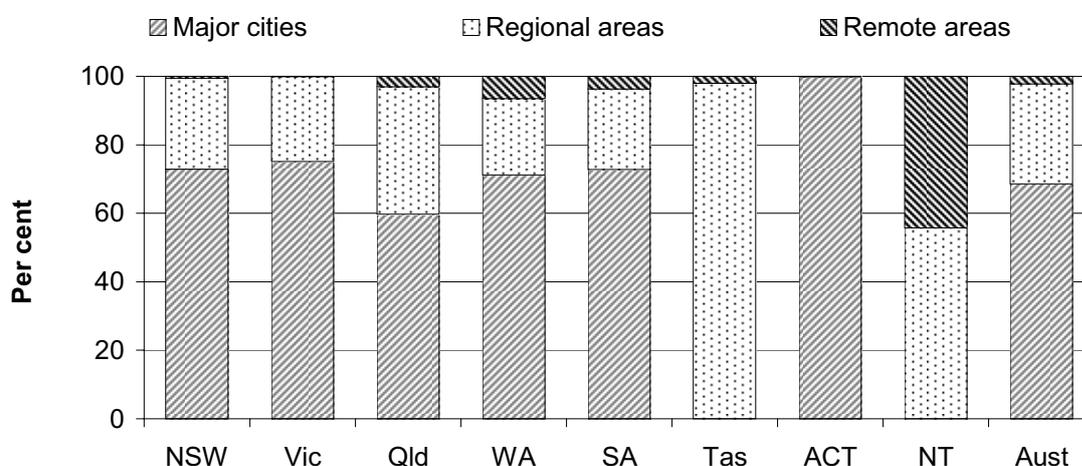
Approximately 15.8 per cent of Australians spoke a language other than English at home in August 2006. Across jurisdictions, this proportion ranged from 23.2 per cent in the NT to 3.5 per cent in Tasmania (table AA.5). Apart from English, the most common languages spoken were Chinese languages, Italian, Greek and Arabic.

In the NT, 15.1 per cent of people spoke an Australian Indigenous language (65.3 per cent of the total people in the NT who spoke a language other than English in their homes) (table AA.5).

Population, by geographic location

The Australian population is highly urbanised, with 68.6 per cent of the population located in major cities as at 30 June 2009 (figure A.4). Across jurisdictions, this proportion ranged from 99.9 per cent in the ACT to 59.8 per cent in Queensland (table AA.6). Tasmania and the NT, by definition, have no major cities. In Tasmania, 97.9 per cent of the population lived in regional areas. Australia-wide, 2.3 per cent of people lived in remote areas. The NT was markedly above this average, with 44.3 per cent of people living in remote areas.

Figure A.4 Population, by remoteness area, June 2009^{a, b}



^a Preliminary ERP data based on the *Australian Standard Geographical Classification 2006*. ^b 'Australia' includes other territories.

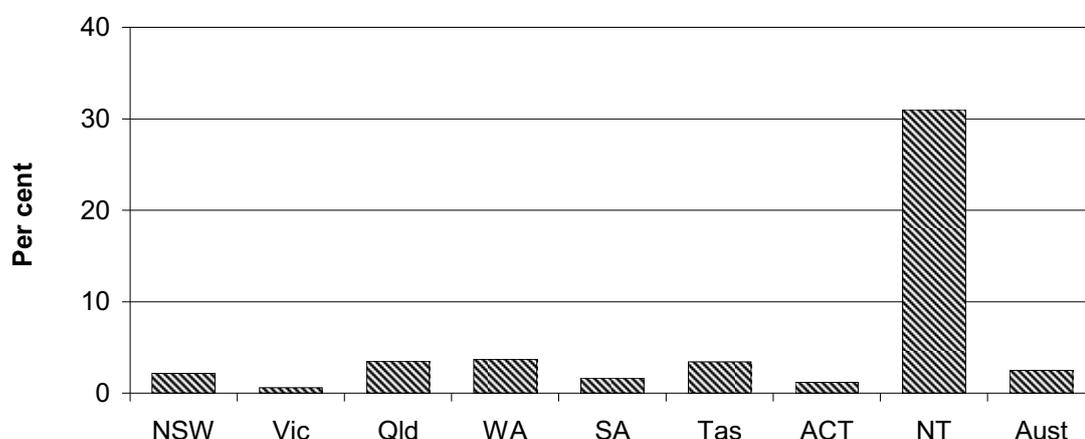
Source: ABS (2010) *Regional Population Growth, Australia, 2008-09*, Cat. no. 3218.0; table AA.6.

Indigenous population profile

There were an estimated 517 174 Indigenous people (259 693 female and 257 481 male) in Australia at 30 June 2006, accounting for approximately 2.5 per cent of the total population (tables AA.2 and AA.7). The proportion of people who are Indigenous was significantly higher in the NT (31.6 per cent) than in any other jurisdiction. Across the other jurisdictions, the proportion ranged from 3.8 per cent in WA to 0.6 per cent in Victoria (figure A.5). Nationally, the Indigenous population is projected to grow to 615 309 people in 2014 (table AA.8).

The majority of Indigenous people (81.8 per cent) at August 2006 spoke only English at home, while a further 9.0 per cent spoke an Indigenous language and also spoke English very well or well. However, 2.2 per cent did not speak English well or at all (up to 12.2 per cent in the NT). Nationally, 5.2 per cent of Indigenous people did not state whether they spoke a language other than English at home (table AA.9).

Figure A.5 **Indigenous people as a proportion of the population, 30 June 2006^{a, b, c}**



^a 'Australia' includes other territories. ^b Experimental estimates of the Australian Indigenous population at 30 June 2006 are preliminary rebased estimates and are based on the *2006 Census of Population and Housing*. ^c Historical rates in table AA.2 may differ from those in reports prior to 2010, as historical data have been revised using final rebased ERP data following the *2006 Census of Population and Housing* (for 30 June 2006).

Source: ABS (2010) *Australian Demographic Statistics, December Quarter 2009*, Cat. no. 3101.0; ABS (2007) *Australian Demographic Statistics, March Quarter 2007*, Cat. no. 3101.0; tables AA.2 and AA.7.

A.3 Family and household

Family structure

There were 6.2 million families in Australia in 2009.¹ Across jurisdictions, the number of families ranged from 2.0 million in NSW to 59 400 in the NT. The average family size across Australia was 3.0 people. Across jurisdictions, the average family size ranged from 3.2 people in the NT to 2.9 people in SA and Tasmania. Nationally, 37.4 per cent of families had at least one child aged under 15 years, and 17.5 per cent of families had at least one child aged under 5 years (table AA.10).

¹ The ABS *Census Dictionary* (ABS 2006) defines a family as two or more persons, one of whom is aged 15 years or over, who are related by blood, marriage (registered or de facto), adoption, step or fostering; and who are usually resident in the same household. The basis of a family is formed by identifying the presence of a couple relationship, lone parent-child relationship or other blood relationship. Some households contain more than one family.

Lone parent families may have a greater need for government support and particular types of government services (such as child care for respite reasons). Nationally, 18.9 per cent of children aged under 15 years lived in one parent families in 2009. Lone mother families made up 17.4 per cent of families with children aged under 15 years. Lone father families made up 3.1 per cent of families with children aged under 15 years. Across jurisdictions, the proportion of children aged under 15 years living in lone parent families ranged from 25.1 per cent in the NT to 19.3 per cent in WA (table AA.11).

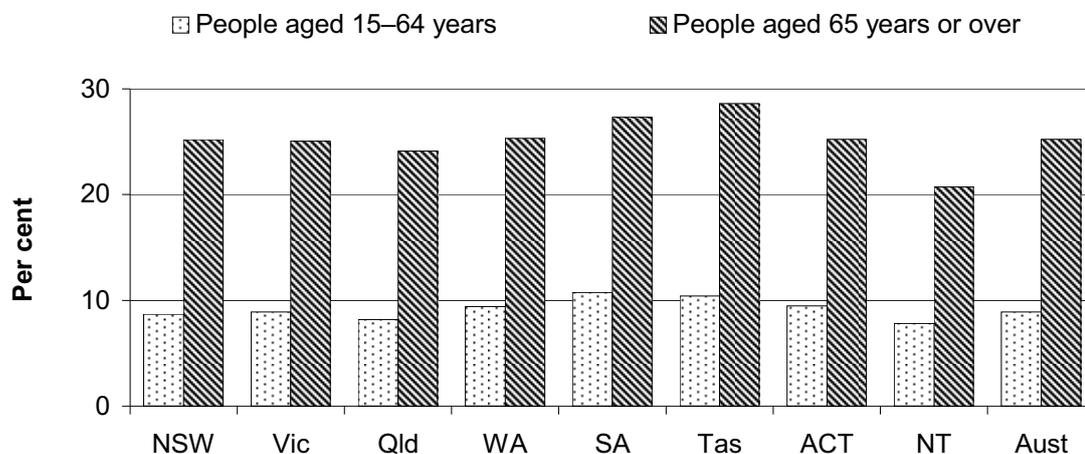
Employment status also has implications for the financial independence of families. Nationally, 12.6 per cent of children aged under 15 years, lived in families where no resident parent was employed in 2007-08 (table AA.12).

Household profile

There were 8.2 million households in Australia in 2009 (some households may contain more than one family) [table AA.14 (b)]. Almost one quarter (24.8 per cent) of these were lone person households. Across jurisdictions, the proportion of lone person households ranged from 28.2 per cent in SA to 21.5 per cent in the NT.

In June 2009, the proportion of people aged 65 years or over who lived alone (25.2 per cent) was considerably higher than that for people aged 15–64 years (8.9 per cent). Across jurisdictions, the proportion of people aged 65 years or over who lived alone ranged from 28.6 per cent in Tasmania to 20.7 per cent in the NT (figure A.6). Times series data for household structure for earlier years are available in table AA.14 (a).

Figure A.6 Proportion of population who lived alone, by age group, June 2009



Source: ABS (2010) *Household and Family Projections, 2006 to 2031*, Cat. no. 3236.0; table AA.14 (b).

Approximately 15.4 million people in families lived in private dwellings in August 2006 (table AA.13).² Home ownership can reflect on a family's wealth and savings, and is often positively related to employment and income.

Nationally, the majority of occupied private dwellings (68.1 per cent, or 4.9 million dwellings) in August 2006 were owned or were being purchased. Home ownership was highest in Victoria (71.6 per cent) and lowest in the NT (47.6 per cent). Australians rented 2.0 million dwellings, or 28.1 per cent of dwellings (of these, 50.9 per cent were from real estate agents and 15.1 per cent from State or Territory housing authorities) (table AA.15). Across jurisdictions, the proportion of dwellings that were rented was highest in the NT (47.8 per cent) and lowest in Victoria (24.6 per cent) (figure A.7).

² The ABS *Census Dictionary* (ABS 2006) defines an occupied private dwelling as a private dwelling occupied by one or more people. A private dwelling is normally a house, flat, or even a room. It can also be a caravan, houseboat, tent or a house attached to an office, or rooms above a shop.

Figure A.7 Occupied private dwellings, by tenure type, 2006^{a, b, c}



^a 'Australia' includes other territories. ^b 'Owned or being purchased' includes dwellings being purchased under a rent/buy scheme. ^c 'Other tenure type' includes dwellings being occupied under a life tenure scheme.

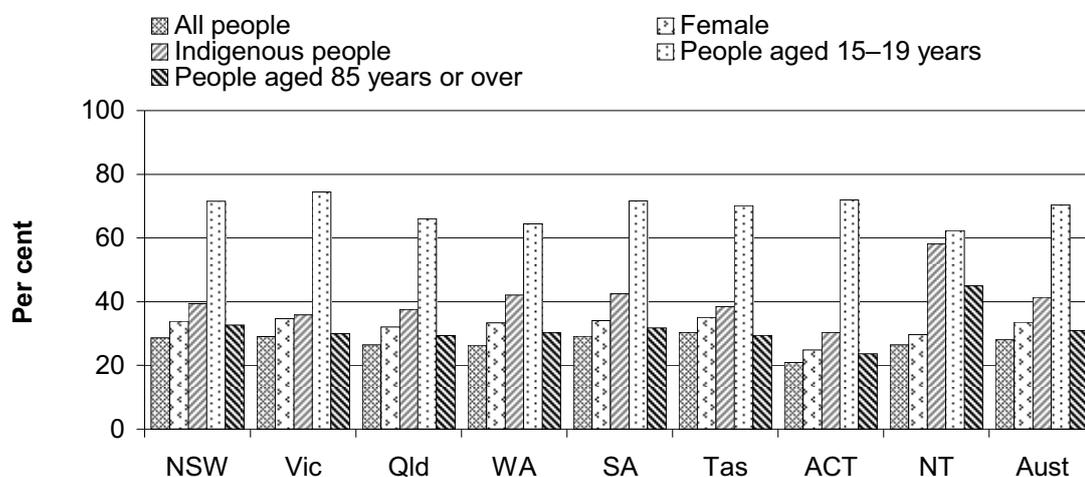
Source: ABS (2007) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.15.

A.4 Income, education and employment

Income

Nationally, 28.0 per cent of people aged 15 years or over in August 2006 had a relatively low weekly individual income of \$249 or less (table AA.16). The proportion was considerably higher for younger people (70.3 per cent for people aged 15–19 years), Indigenous people (41.4 per cent) and females (33.5 per cent) but similar for older people (30.9 per cent for people aged 85 years or over) (figure A.8).

Figure A.8 **Weekly individual income of \$249 or less, by sex, Indigenous status and age, 2006^a**

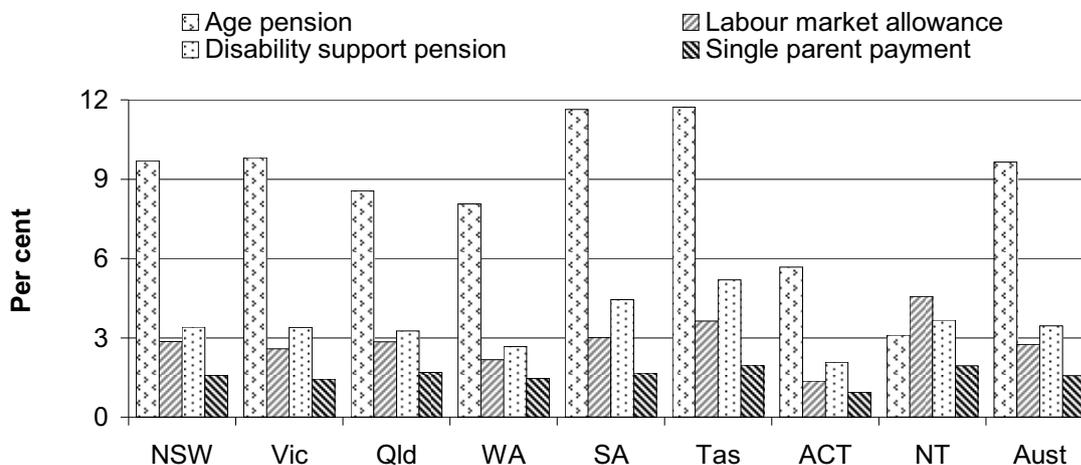


^a 'Australia' includes other territories.

Source: ABS (2007 and unpublished) *2006 Census of Population and Housing*, Cat. no. 2068.0; tables AA.16–AA.18.

Nationally, 17.3 per cent of the total population was receiving income support in 2009. The age pension was received by 9.6 per cent of the population, while 3.4 per cent received a disability support pension and 1.6 per cent received a single parent payment. A further 2.7 per cent of the population received some form of labour market allowance in 2009 (figure A.9).

Figure A.9 Proportion of total population on income support, June 2009^{a, b}



^a Data for 'Australia' include recipients living overseas and recipients whose residential location was not known. ^b Data include recipients of Newstart Allowance (excluding Community Development Employment Projects participants and those who did not receive a payment) and recipients of Youth Allowance for jobseekers.

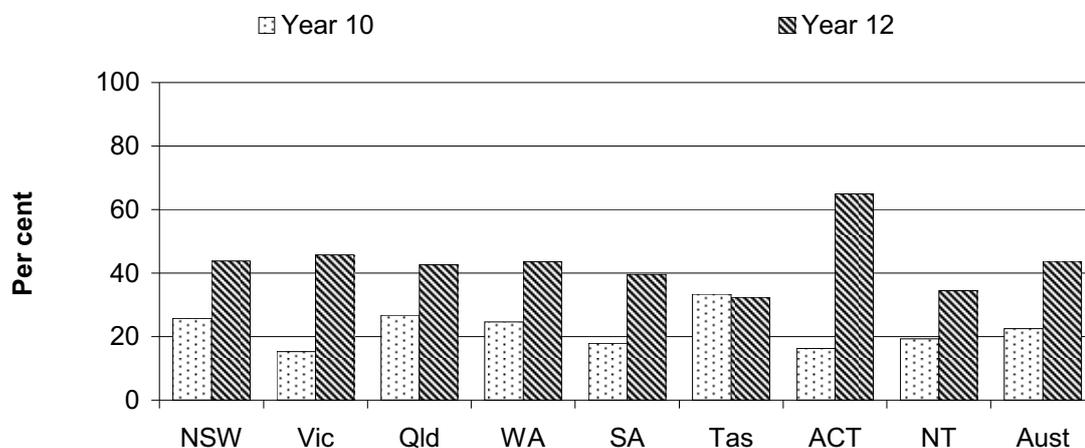
Source: ABS (2010) *Australian Social Trends, September 2010*, Cat. no. 4102.0; table AA.19.

The proportion of the population receiving the age pension in 2009 ranged from 11.7 per cent in Tasmania to 3.1 per cent in the NT; the proportion receiving a disability support pension ranged from 5.2 per cent in Tasmania to 2.1 per cent in the ACT; and the proportion receiving a single parent payment ranged from 2.0 per cent in Tasmania to 0.9 per cent in the ACT. The proportion receiving a labour market allowance in 2009 ranged from 4.6 per cent in the NT to 1.4 per cent in the ACT.

Educational attainment

Employment outcomes and income are closely linked to the education and skill levels of individuals. At August 2006, 43.7 per cent of people aged 15 years and over (approximately 6.7 million people) had completed year 12. A further 22.6 per cent (3.4 million people) had a highest level of schooling of year 10. Across jurisdictions, the proportion of people aged 15 years and over who had completed year 12 schooling ranged from 64.9 per cent in the ACT to 32.4 per cent in Tasmania (figure A.10).

Figure A.10 **Proportion of people aged 15 years and over whose highest level of schooling was year 10 and year 12, 2006^a**

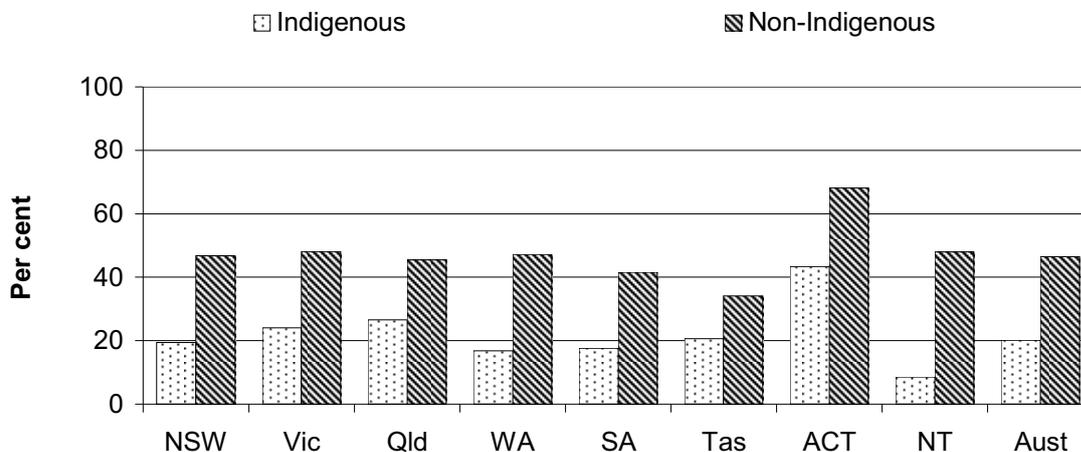


^a 'Australia' includes other territories.

Source: ABS (unpublished) *2006 Census of Population and Housing*, Cat. no. 2068.0; table AA.20.

At August 2006, a much higher proportion of non-Indigenous people (46.5 per cent) aged 15 years or over had completed year 12 as their highest year of school (this is the highest level of primary or secondary school a person has completed) than Indigenous people (20.1 per cent). Across jurisdictions, the proportions of Indigenous people aged 15 years or over who had completed year 12 schooling ranged from 43.4 per cent in the ACT to 8.6 per cent in the NT. The proportion of non-Indigenous people who had completed year 12 schooling was highest in the ACT (68.1 per cent) and lowest in Tasmania (34.1 per cent) (figure A.11).

Figure A.11 Proportion of people aged 15 years and over who have completed year 12, by Indigenous status, 2006^{a, b, c}



^a 'Australia' includes other territories. ^b Includes people who did not state their highest year of school completed. ^c Includes 'Aboriginal', 'Torres Strait Islander' and 'both Aboriginal and Torres Strait Islander'.

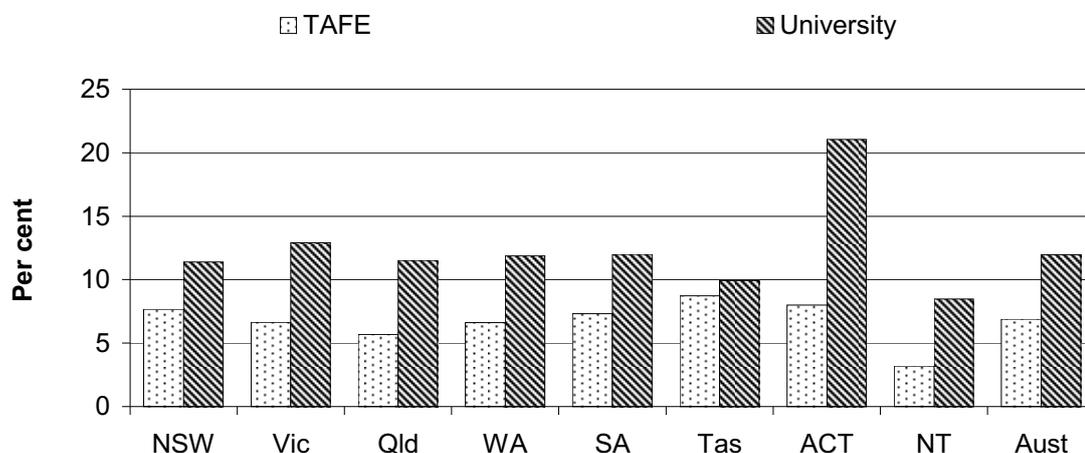
Source: ABS (unpublished) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.20.

Tertiary education in Australia is principally provided by universities and technical and further education (TAFE) institutes. Nationally, 18.9 per cent of those attending an educational institution³ were attending university or TAFE in August 2006 (12.0 per cent at university and 6.9 per cent at TAFE). Across jurisdictions, the proportion of students attending TAFE ranged from 8.7 per cent in Tasmania to 3.2 per cent in the NT; the proportion attending university ranged from 21.1 per cent in the ACT to 8.5 per cent in the NT (figure A.12).

In August 2006, the proportion of Indigenous tertiary students who were attending TAFE was highest in Tasmania (9.5 per cent) and lowest in the NT (2.0 per cent). The proportion of non-Indigenous students attending university (14.4 per cent) was considerably higher than the proportion of Indigenous students (3.7 per cent). Across jurisdictions, the proportion of non-Indigenous students attending university ranged from 24.0 per cent in the ACT to 11.7 per cent in Tasmania. For Indigenous students the proportion ranged from 10.0 per cent in the ACT to 2.2 per cent in the NT (figure A.13).

³ Educational institutions include pre-school, infants/primary school, secondary school, tertiary institutions and other educational institutions.

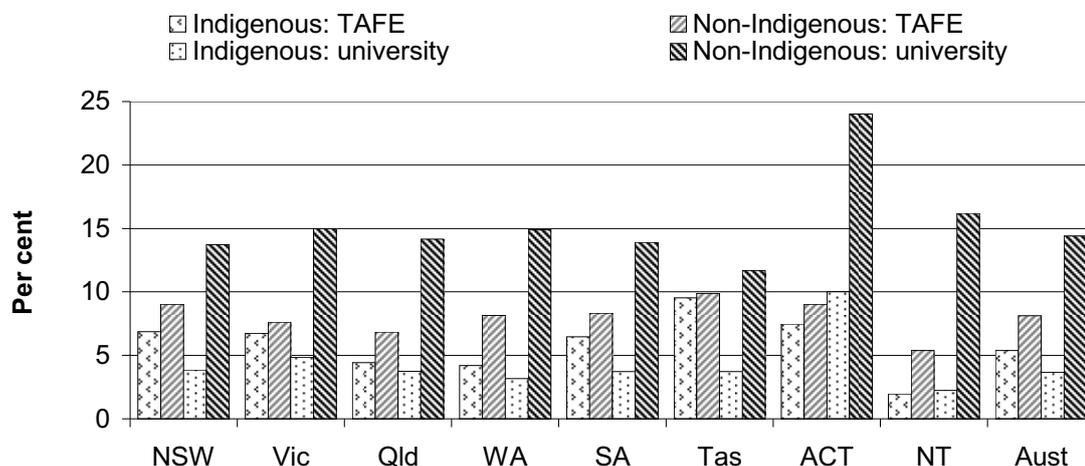
Figure A.12 Proportion of students attending tertiary education institutions, 2006^{a, b}



^a 'Australia' includes other territories. ^b Includes 'technical and further educational institution (including TAFE colleges)'.

Source: ABS (2007) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.21.

Figure A.13 Proportion of students attending tertiary education institutions, by Indigenous status, 2006^{a, b}



^a 'Australia' includes other territories. ^b Includes 'technical and further educational institution (including TAFE colleges)'.

Source: ABS (2007) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.21.

Employment and workforce participation

There were 11.7 million people aged 15 years or over in the labour force in Australia in June 2010. Of these, 95.0 per cent were employed, therefore 5.0 per cent of the participating labour force were unemployed, at June 2010. The majority of employed people (69.6 per cent) were in full time employment. Of the 588 500 people looking for work, 72.4 per cent were seeking full time work and 27.6 per cent were seeking part time work (table AA.22).

Across jurisdictions, the proportion of employed people in full time employment in June 2010 ranged from 80.3 per cent in the NT to 63.7 per cent in Tasmania. The unemployment rate ranged from 6.0 per cent in Tasmania to 2.9 per cent in the NT. The proportion of unemployed people looking for full time work ranged from 75.0 per cent in the NT to 59.1 per cent in the ACT (tables AA.22 and AA.24).

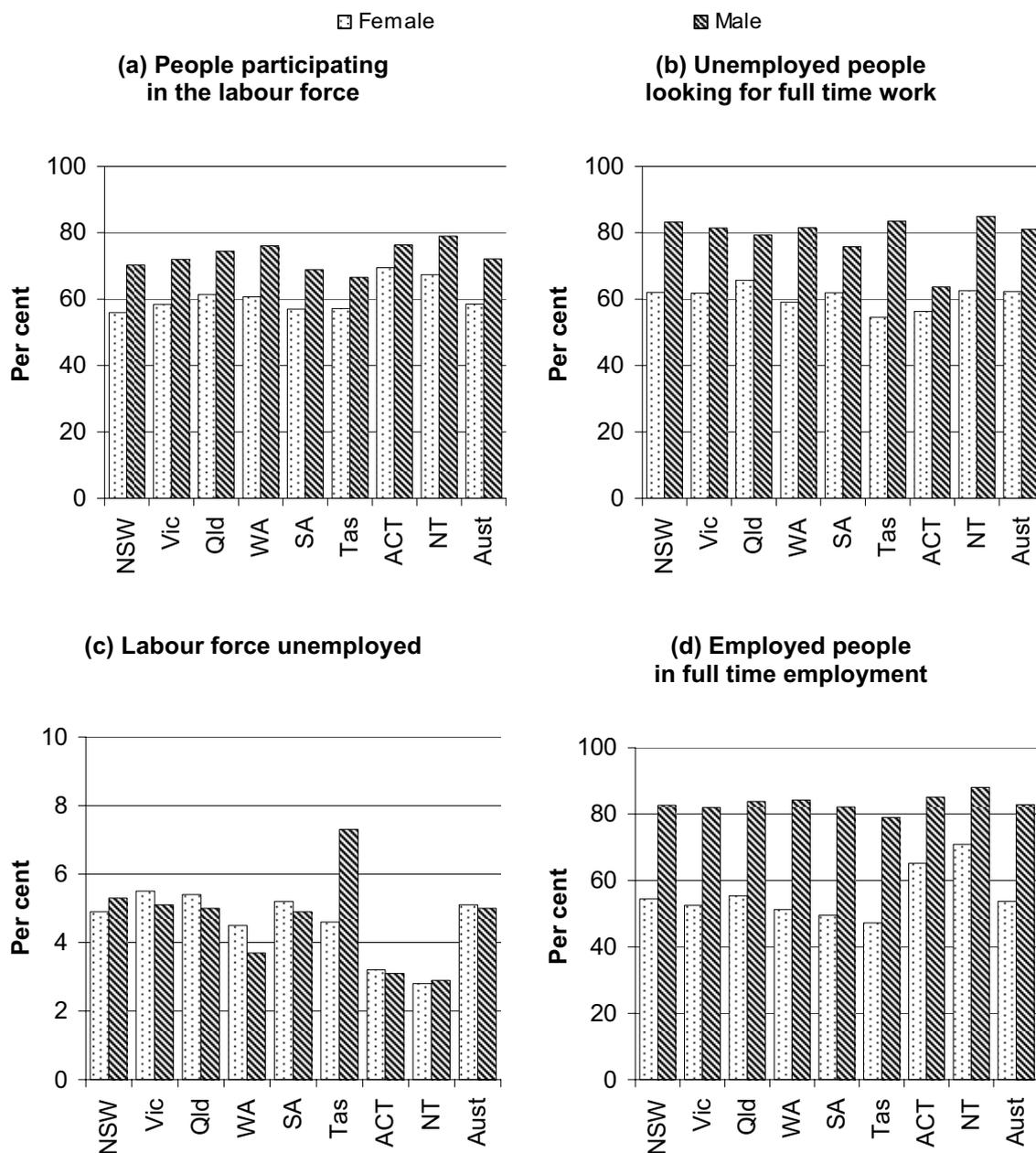
The unemployment rate needs to be interpreted within the context of labour force participation rates, which were higher for males than for females in all jurisdictions (figure A.14a). In all jurisdictions, fewer unemployed females were looking for full time work than males (62.3 per cent and 81.1 per cent respectively) (figure A.14b).

The unemployment rate for females was higher than that for males in all jurisdictions except for NSW, Tasmania and the NT (figure A.14c). A greater proportion of employed males than of employed females had full time employment in all jurisdictions. The difference between male and female full time employment ranged from 32.9 percentage points in WA to 17.1 percentage points in the NT (figure A.14d).

General economic indicators

Gross Domestic Product (GDP) is the total net market value of goods and services produced in Australia within a given period. Australia's GDP is the total of all State and Territory Gross State Product (GSP). Gross State Product is the same as GDP, except that it relates to production in a State or Territory. In 2008-09, the GSP for NSW accounted for 32.1 per cent of national gross product, compared with 1.4 per cent for the NT. Growth from the previous year's GSP (in 2008-09 dollars) was highest for WA (4.2 per cent) and lowest for SA (-2.1 per cent). Across Australia, the GSP per person was \$57 903 in 2008-09 (table AA.25).

Figure A.14 Labour force outcomes for people aged 15 years or over, by sex, June 2010



Source: ABS (2010) *Labour Force, Australia, Detailed – Electronic Delivery, June 2010*, Cat. no. 6291.0.55.001; tables AA.22–AA.24.

A.5 Statistical concepts used in the Report

Reliability of estimates

Data for some outcome and quality indicators in this Report are based on samples, either from surveys or from a selection of observations from, for example, administrative data sets. The potential for sampling error — that is, the error that occurs by chance because the data are obtained from a sample and not the entire population — means that the reported estimates might not accurately reflect the true value.

This Report indicates the reliability of estimates based on samples, by reporting either relative standard errors (RSEs) or confidence intervals (CIs). RSEs and CIs are calculated based on the standard error (SE). The larger the SE, RSE or CI, the less reliable is the estimate as an indicator for the whole population (ABS 2008a, 2008b).

Standard error

The SE measures the sampling error of an estimate (box A.1). (There can also be non-sampling error, or systematic biases, in the data.) There are several types of SE. A commonly used type of SE in this Report is the SE of the mean (average). Sampling error results from using a sample of the population to derive an estimate of the whole population mean — the SE measures how much the estimated mean value might differ from the true population mean value.

Box A.1 Technical concepts and formulas — standard error

The SE of a method of measurement or estimation is the estimated standard deviation of the error in that method. Specifically, it estimates the standard deviation of the difference between the measured or estimated values and the true values. Standard deviation is a measure of how spread out the data are, that is, a measure of variability.

The SE of the mean (SEM), an unbiased estimate of expected error in the sample estimate of a population mean, is the sample estimate of the population standard deviation (sample standard deviation) divided by the square root of the sample size (assuming statistical independence of the values in the sample):

$$SE_x = \frac{s}{\sqrt{n}} \quad (\text{equation A.1})$$

Where:

SE_x is the SE of the sample estimate of a population mean

s is the sample's standard deviation (the sample based estimate of the standard deviation of the population)

n is the size (number of items) of the sample.

Decreasing the uncertainty of a mean value estimate by a factor of two requires the sample size to increase fourfold. Decreasing SE by a factor of ten requires the sample size to increase hundredfold.

Relative standard error

The RSE is used to indicate the reliability of an estimate (box A.2). The RSE shows the size of the error, relative to the estimate, and is derived by dividing the SE of the estimate, by the estimate.

The RSE is useful for comparing the size of the SE across different sample estimates. As with the SE, the higher the RSE, the less confidence there is that the estimate from the sample is close to the true value of the population mean.

Box A.2 Technical concepts and formulas — reliability of estimates

Relative standard error

The SE can be expressed as a proportion of the estimate — known as the RSE. The formula for the RSE of an estimate is:

$$\text{RSE}(x) = \frac{\text{SE}(x)}{x} \quad (\text{equation A.2})$$

Where:

x is the estimate

$\text{SE}(x)$ is the SE of the estimate.

The resultant RSEs are generally multiplied by 100 and expressed as a percentage.

Proportions and percentages formed from the ratio of two estimates are also subject to sampling error. The size of the error depends on the accuracy of both the numerator and the denominator. One method for calculating the RSE of a proportion is expressed through the following formula:

$$\text{RSE}\left(\frac{x}{y}\right) = \sqrt{[\text{RSE}(x)]^2 + [\text{RSE}(y)]^2} \quad (\text{equation A.3})$$

Where:

x is the numerator of the estimated proportion

y is the denominator of the estimated proportion.

Confidence intervals

The formula for calculating CIs is:

$$\begin{aligned} \text{LCL} &= x - z_i \text{SE}(x) \\ \text{UCL} &= x + z_i \text{SE}(x) \end{aligned} \quad (\text{equation A.4})$$

Where:

LCL is the lower confidence limit

UCL is the upper confidence limit

x is the estimate

$\text{SE}(x)$ is the SE of the estimate

z_i is the factor used to determine the CI (the factor varies according the level of confidence required).

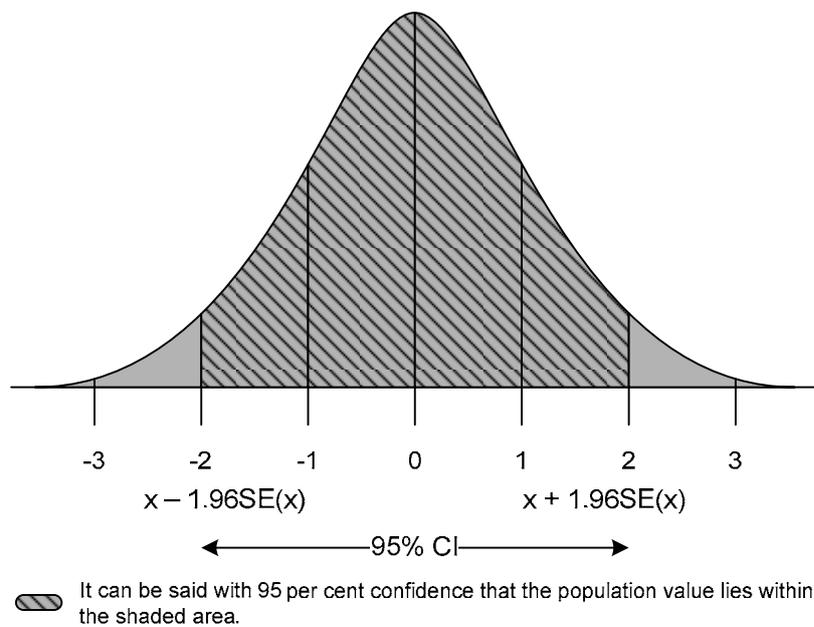
The most commonly used CIs are calculated for the 95 per cent ($p = 0.05$; $z = 1.96$) level of probability. That is, there is a 95 per cent likelihood that the true value lies within the estimate confidence interval.

A rule of thumb adopted in this Report is that estimates with an RSE between 25 and 50 per cent are to be used with caution and estimates with an RSE greater than 50 per cent are unreliable for general use.

Confidence intervals

Confidence intervals are used to indicate the reliability of an estimate (ABS 2008a). A CI is a specified interval, with the sample statistic at the centre, within which the corresponding population value can be said to lie with a given level of confidence (ABS 2008b). Increasing the desired confidence level will widen the CIs (figure A.15). CIs are useful because a range, rather than a single estimate, is more likely to encompass the real figure for the population value being estimated.

Figure A.15 Normal distribution with 95 per cent confidence intervals



Confidence intervals are calculated from the population estimate and its associated SE. The most commonly used CI is calculated for 95 per cent levels of probability. For example, if the estimate from a survey was that 628 300 people report having their needs fully met by a government service, and the associated SE of the estimate was 10 600 people, then the 95 per cent CI would be calculated by:

$$\text{lower confidence limit} = 628\,300 - (2 \times 10\,600) = 628\,300 - 21\,200 = 607\,100$$

$$\text{upper confidence limit} = 628\,300 + (2 \times 10\,600) = 628\,300 + 21\,200 = 649\,500$$

This indicates that, at the 95 per cent confidence level, the true number of people who perceive that their needs are met by a government service is between 607 100 and 649 500.

The smaller the SE of the estimate, the narrower the CIs and the closer the estimate can be expected to be to the true value.

Confidence intervals also test for statistical differences between sample results (box A.3). For example, assume survey data estimated that 50 per cent of people for jurisdiction A perceived that their needs were met by government services, with a 95 per cent CI of ± 5 per cent, and 25 per cent of people for jurisdiction B, with a 95 per cent CI of ± 10 per cent (figure A.16). These results imply that we can be 95 per cent sure the true result for jurisdiction A lies between 55 and 45 per cent, and the true result for jurisdiction B lies between 15 and 35 per cent. As these two ranges do not overlap, it can be said that the results for jurisdiction A and jurisdiction B are statistically significantly different.

Box A.3 Technical concepts and formulas — statistical significance

Using confidence intervals to test for statistical significance

The CIs — the value ranges within which estimates are likely to fall — can be used to test whether the results reported for two estimated proportions are statistically different. If the CIs for the results do not overlap, then there can be confidence that the estimated proportions differ from each other. To test whether the 95 per cent CIs of two estimates overlap, a range is derived using the following formulas.

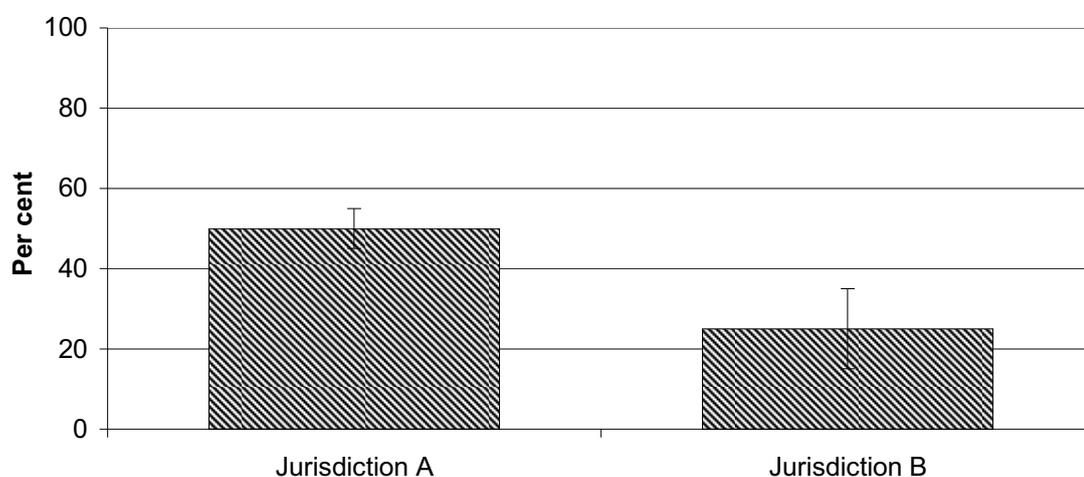
$$R_1 = \left(\frac{x_2}{y_2} - \frac{x_1}{y_1} \right) - 1.96 \sqrt{\left(\text{RSE} \left(\frac{x_2}{y_2} \right) \times \left(\frac{x_2}{y_2} \right) \right)^2 + \left(\text{RSE} \left(\frac{x_1}{y_1} \right) \times \left(\frac{x_1}{y_1} \right) \right)^2} \quad (\text{equation A.5})$$

and

$$R_2 = \left(\frac{x_2}{y_2} - \frac{x_1}{y_1} \right) + 1.96 \sqrt{\left(\text{RSE} \left(\frac{x_2}{y_2} \right) \times \left(\frac{x_2}{y_2} \right) \right)^2 + \left(\text{RSE} \left(\frac{x_1}{y_1} \right) \times \left(\frac{x_1}{y_1} \right) \right)^2} \quad (\text{equation A.6})$$

If none of the values in this range is zero, then the difference between the two estimated proportions is statistically significant.

Figure A.16 **Using confidence intervals to test for statistical significance**



Confidence intervals do not overlap so the difference is statistically significant.

Population measures

Measures expressed per person (that is, as a proportion of the population) are often presented in this Report. This is to make it easier to compare relative numbers, essentially standardised by size of population, as distinct from absolute numbers.

This Report typically includes annual data. Population data are available quarterly. As the population changes over time, an issue arises as to which population figure to use — the population at the start of the period, at the end of the period, or some average level.

This Report uses mid point population data — using the mid point (second quarter) population level as a proxy for the average population level. The current estimates at mid point are available in time for this Report.

Three other options were considered but not preferred.

1. *Average population data.* The most statistically robust approach would be to use the average population level across the four quarters. However, while this is possible for calendar year data, current estimates for the fourth quarter of the financial year are not available in time for this Report.
2. *End point population data.* This approach would use the population level at the end of the period. However, this is not a suitable proxy for the average population level, and again, current estimates for the end point of the financial year are not available in time for this Report.

-
3. *Use of population projections.* This approach would use population projections (as distinct from estimates) for the fourth quarter population level. Population projections are less accurate than estimates.

Growth rates

The Review uses growth rates to facilitate meaningful comparisons of data movements over time (box A.4). Two growth rates methods are generally used:

1. *Average annual growth rate (AAGR).* The AAGR is the uniform growth rate that would need to have applied each year for the value in the first year to grow to the value in the final year of the period of analysis. This method is also called a compound annual growth rate, as it allows for the ‘cumulative’ effect of growth in later periods ‘compounding’ growth in earlier periods.
2. *Total growth rate (TGR).* The TGR is the growth rate between two periods/years. Two methods can be used to calculate TGR.

The first and most commonly used method calculates TGR by subtracting the value in the first period from the value in the last period then dividing the result by the value in the first period. This is generally multiplied by 100 to express the growth rate as a percentage (equation A.8).

The second method uses a composite of the growth rates between each of the sub-periods within the overall period of analysis. For example, for the period 2006-07 to 2009-10, a composite of the growth rates between 2006-07 to 2007-08, 2007-08 to 2008-09 and 2008-09 to 2009-10 would be used. Box A.4 includes an example of how sub-period growth rates can be used to derive the TGR.

Box A.4 Technical concepts and formulas — growth rates

Growth rate formulas

Average annual growth rate

The formula for calculating a compound annual growth rate (AAGR) is:

$$\text{AAGR}(t_0, t_n) = \left[\left(\frac{P(t_n)}{P(t_0)} \right)^{\frac{1}{t_n - t_0}} - 1 \right] \times 100 \quad (\text{equation A.7})$$

Where:

$P(t_0)$ is the value in the initial period

$P(t_n)$ is the value in the last period

$t_n - t_0$ is the number of periods.

Total growth rate

The formula for calculating the total growth rate (TGR) is:

$$\text{TGR} = \frac{P(t_n) - P(t_0)}{P(t_0)} \times 100 \quad (\text{equation A.8})$$

Where:

$P(t_0)$ is the value in the initial period

$P(t_n)$ is the value in the last period

The formula for calculating a total growth rate (TGR) using a composite of growth rates between sub-periods within the overall period of analysis is:

$$\text{TGR} = \left(\prod (1 + r_i) - 1 \right) \times 100 \quad (\text{equation A.9})$$

That is, the TGR over the period is found by taking the product (\prod) of each $(1 + r_i)$ and deducting 1. This is multiplied by 100 so the growth rate is expressed as a percentage. If, for example, the sample ranges of growth rates are:

6 per cent in 2006-07 to 2007-08

6 per cent in 2007-08 to 2008-09

8 per cent in 2008-09 to 2009-10

then the total growth over the period 2006-07 to 2009-10 can be calculated as:

$$\begin{aligned} \text{TGR} &= [(1.06) \times (1.06) \times (1.08) - 1] \times 100 \\ &= (1.213488 - 1) \times 100 \\ &= 21.3 \text{ per cent.} \end{aligned}$$

Gross domestic product deflators

The GDP deflator is used to convert raw financial data into constant (real) dollars (box A.5). Raw or ‘nominal’ financial data are converted to ‘real’ dollars so that comparisons over time are not affected by inflation. (Not all financial data in the Report are deflated using the GDP Implicit Price Deflator (IPD). The exceptions include some health chapters and the chapter on VET, which use service-specific deflators to calculate real dollars.)

The calculations to achieve constant (real) dollars are in two steps:

Step 1. Re-referencing of GDP deflators.

The Review re-references the period where the GDP IPD (published by the ABS) is at 100, as this Report requires a current year deflator (2009-10 = 100). The ABS publishes the GDP IPD to the third most current year only (for example, if the current year is 2009-10, the available deflator is 2007-08 = 100). Table A.1 shows how the GDP deflator is re-based.

Table A.1 Re-basing the GDP deflator

<i>Financial year</i>	<i>ABS index value (2007-08 = 100)^a</i>	<i>Calculation</i>	<i>Re-based GDP deflator (2009-10=100)</i>
2005-06	91.2	91.2/106.3*100	85.8
2006-07	95.8	95.8/106.3*100	90.1
2007-08	100.0	100.0/106.3*100	94.1
2008-09	104.9	104.9/106.3*100	98.7
2009-10	106.3	106.3/106.3*100	100.0

^a Index values from ABS (2010), *Australian National Accounts: National Income, Expenditure and Product, June 2010*, Cat. no. 5206.0, table 32, Expenditure on Gross Domestic Product (GDP), Chain volume measures and Current prices, Annual (Series ID. A2304682C).

Source: ABS (2010) *Australian National Accounts: National Income, Expenditure and Product, June 2010*, Cat. no. 5206.0; table AA.26.

Table AA.26 in the attachment contains GDP deflators for 2000-01 to 2009-10. Five GDP deflator series are published, from 2005-06 = 100 through to the latest year, where 2009-10 = 100.

Step 2. Transforming nominal dollars into constant dollars.

Nominal dollars are transformed into constant (or real) dollars by dividing the nominal dollars with the GDP deflator for the applicable financial year and multiplying by 100. The deflator used may vary according to the most current year for which the particular financial data are available. For example, if the most current year for the data is 2008-09 then the data are deflated using the deflator series for

2008-09 = 100. If the most current year is 2009-10 then the data are deflated using the deflator series for 2009-10 = 100. Table A.2 shows how the GDP deflator for 2009-10 = 100 is applied.

Table A.2 Applying the GDP IDP to derive constant (real) dollars

<i>Financial year</i>	<i>Nominal data</i>	<i>GDP deflator (2009-10 = 100)</i>	<i>Calculation</i>	<i>Real data</i>
2005-06	6 200	85.8	(6 200/85.8)*100	7 226
2006-07	6 300	90.1	(6 300/90.1)*100	6 992
2007-08	6 350	94.1	(6 350/94.1)*100	6 748
2008-09	6 485	98.7	(6 485/98.7)*100	6 570
2009-10	7 020	100.0	(7 020/100.0)*100	7 020

Box A.5 Technical concepts and formulas — GDP deflator formulas

Gross Domestic Product deflator re-base

The general formula used to re-base GDP deflators is:

$$N_t = 100 \times \frac{O_t}{B} \quad (\text{equation A.10})$$

Where:

N_t is the new index based in year t

O_t is the current index for year t

B is the current index for the year that will be the new base.

GDP deflator application

The general formula for applying the deflator to convert nominal dollars to real dollars is:

$$R_t = \frac{D_t}{N_t} \times 100 \quad (\text{equation A.11})$$

Where:

R_t is real dollars in year t

D_t is nominal dollars in year t

N_t is the new index based in year t .

Age standardisation of data

Rationale for age standardisation of data

The age profile of Australians varies across jurisdictions, periods of time, geographic areas and/or population sub-groups (for example, between Indigenous and non-Indigenous populations). Variations in age profiles are important because they can affect the likelihood of using a particular service (such as a public hospital) or particular ‘events’ occurring (such as death, incidence of disease or incarceration). Age standardisation adjusts for the effect of variations in age profiles when comparing service usage, or rates, of particular events across different populations.

Calculating age standardised rates

Age standardisation adjusts each of the comparison/study populations (for example, Indigenous and non-Indigenous) against a standard population (box A.6). The standard population generally used is the final 30 June estimated Australian resident total population for the most recent year ending in ‘1’ (for example, 1991 and 2001) (AIHW 2008). The result is a standardised estimate for each of the comparison/study populations.

The Review generally reports age-standardised rates that have been calculated using either one of two methods, as appropriate. The direct method is generally used for comparisons between study groups. The indirect method is recommended when the age-specific rates for the population being studied are not known (or are unreliable), but the total number of events is known (AIHW 2008).

- The *direct method* has three steps:
 - Step 1: Calculate the age-specific rate for each age group for the study/comparison group.
 - Step 2: Calculate the expected number of ‘events’ in each age group by multiplying the age-specific rates by the corresponding standard population.
 - Step 3: Sum the expected number of cases in each age group and divide by the total of the standard population (box A.6, equation A.12).
- The *indirect method* has four steps:
 - Step 1: Calculate the age-specific rates for each age group in the standard population.

Step 2: Apply the age-specific rates resulting from step 1 to the number in each age group of the study population and sum to derive the total ‘expected’ number of cases for the study population.

Step 3: Divide the observed number of events in the study population by the ‘expected’ number of cases for the study population derived in step 2.

Step 4: Multiply the result of step 3 by the crude rate in the standard population (box A.6, equation A.13).

Box A.6 Technical concepts and formulas — direct and indirect age standardisation

The formula for deriving the age standardised rate using the direct method is:

$$SR = \frac{\sum(r_i P_i)}{\sum P_i} \quad (\text{equation A.12})$$

The formula for deriving the age standardised rate using the indirect method is:

$$SR = \frac{C}{\sum(R_i p_i)} \times R \quad (\text{equation A.13})$$

The formula for deriving the age standardised ratio using the indirect method is:

$$SR_a = \frac{C}{\sum(R_i p_i)} \quad (\text{equation A.14})$$

Where:

SR is the age-standardised rate for the population being studied

SR_a is the standardised ratio for the population being studied

r_i is the age-group specific rate for age group i in the population being studied

P_i is the population of age group i in the standard population

C is the observed number of events in the population being studied

$\sum(R_i p_i)$ is the expected number of events in the population being studied

R_i is the age-group specific rate for age group i in the standard population

p_i is the population for age group i in the population being studied

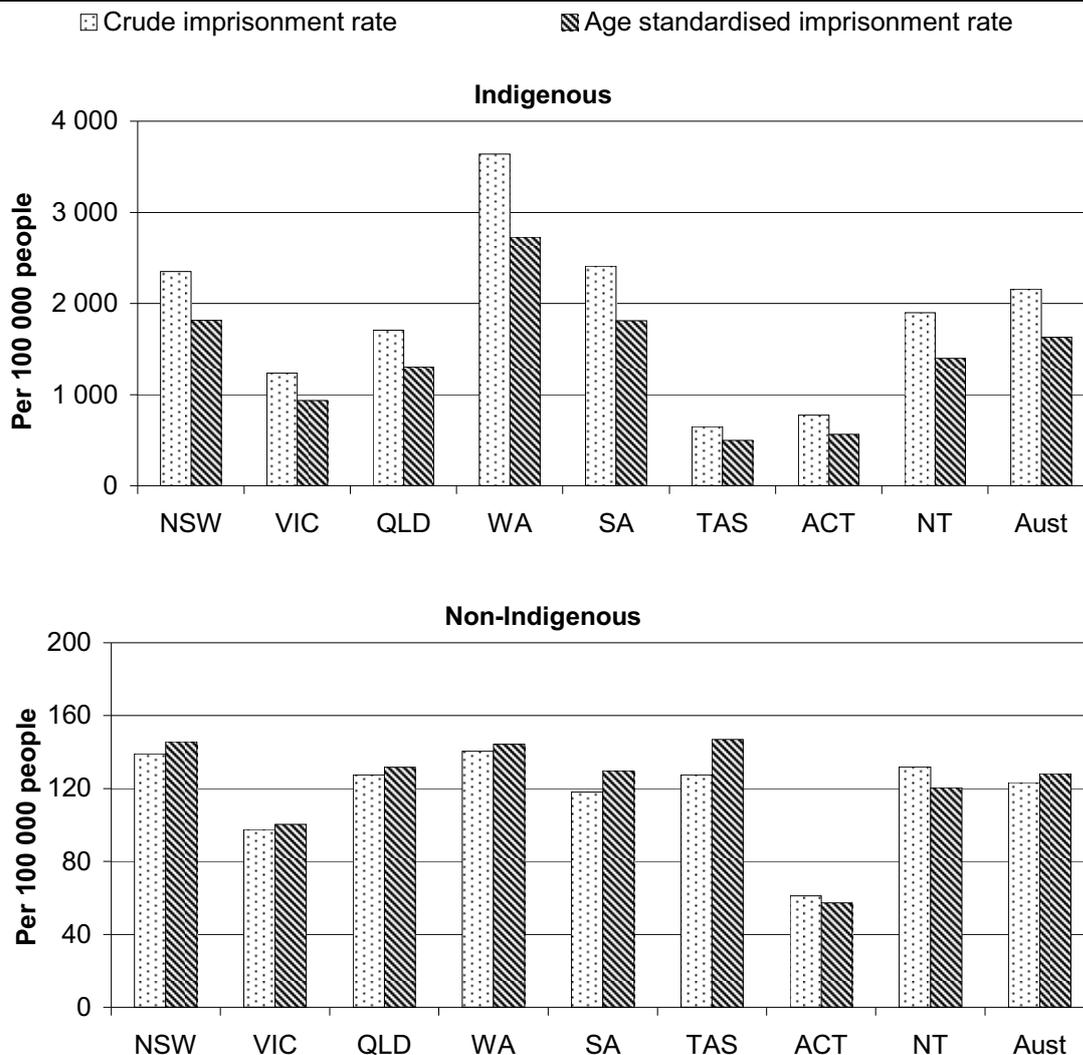
R is the crude rate in the standard population.

Source: AIHW (2008).

Tables AA.27 and AA.28 in the attachment contain examples of the application of direct and indirect age standardisation, respectively. Standardised rates are generally multiplied by 1000 or 100 000 to avoid small decimal fractions. They are then reported as age standardised rates per 1000 or 100 000 population (AIHW 2008).

Figure A.17 compares crude imprisonment rates and imprisonment rates standardised against the age profile of the total Australian prisoner population for Indigenous and non-Indigenous people.

Figure A.17 Indigenous and non-Indigenous crude and age standardised imprisonment rates, 2007-08^{a, b}



^a For detailed notes relating to these figures, please see the *Report on Government Services 2009*, table 8A.4. ^b Rates are based on the indirect standardisation method, applying age-group imprisonment rates derived from Prison Census data.

Source: ABS (unpublished) *Australian Demographic Statistics, December 2007*, Cat. no. 3101.0; ABS (unpublished) *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0; ABS (unpublished) *Prisoners in Australia*, Cat. no. 4517.0; State and Territory governments (unpublished); SCRGSP (2009) *Report on Government Services 2009*, table 8A.4; table AA.28.

Calculating age standardised ratios

A variation of the *indirect method* is used to calculate age standardised ratios (box A.6). These ratios express the overall experience of a study population in terms of a standard population, where the standard population is the population to which the study population is being compared.

Application of age standardised ratios

Standardised Mortality Ratios (SMRs) have been used to compare death rates between the Indigenous and non-Indigenous populations (table A.3). The SMR is the ratio between the observed number of deaths in the Indigenous population and the expected number of deaths that would have occurred if the Indigenous population experienced the same age-specific death rates as the non-Indigenous population. If the SMR is greater than 1.0, there were more deaths than expected; if the ratio is less than 1.0, there were fewer deaths than expected (ABS and AIHW 2008).

Table A.3 Indigenous deaths, main causes and standardised mortality ratios, 2001–2005^{a, b}

	<i>Male</i>			<i>Female</i>		
	<i>Number Observed</i>	<i>Number Expected</i>	<i>SMR</i>	<i>Number Observed</i>	<i>Number Expected</i>	<i>SMR</i>
Diseases of the circulatory system	1 150	360	3.2	856	320	2.7
External causes	851	292	2.9	369	105	3.5
Neoplasms	592	406	1.5	547	351	1.6
Endocrine, nutritional and metabolic diseases	315	42	7.5	367	36	10.1
Diabetes	281	26	10.8	319	22	14.5
Diseases of the respiratory system	378	88	4.3	281	77	3.6
Diseases of the digestive system	251	43	5.8	182	36	5.1
Symptoms, signs and abnormal clinical and laboratory findings, not elsewhere classified	169	28	6.0	85	19	4.6
Certain conditions originating in the perinatal period	126	44	2.9	82	36	2.3
Diseases of the genitourinary system	79	16	4.8	119	20	6.0
Diseases of the nervous system	122	42	2.9	69	44	1.6
Certain infectious and parasitic diseases	102	20	5.1	72	14	5.0
Mental and behavioural disorders	101	17	5.8	72	23	3.1
All causes	4329	1438	3.0	3215	1123	2.9

SMR = Standardised Mortality Ratio. ^a Data for Queensland, WA, SA and NT combined. Deaths are based on year of registration of death. Disease groupings are based on ICD-10 chapter. ^b Standardised mortality ratio is the observed Indigenous deaths divided by expected Indigenous deaths, based on the age, sex and cause-specific rates for non-Indigenous people.

Source: ABS and AIHW (2008) *Health and Welfare of Australia's Aboriginal and Torres Strait Islander Peoples, 2008*, Cat. no. 4704.0.

A.6 List of attachment tables

Attachment tables are identified in references throughout this appendix by an ‘AA’ suffix (for example, table AA.3 is table 3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

Population

Table AA.1	Estimated resident population by age and sex, 30 June 2009
Table AA.2	Estimated resident population (ERP) by calendar and financial year
Table AA.3	Proficiency in spoken English of people born overseas, 2006
Table AA.4	People by country of birth, 2006
Table AA.5	People by language spoken at home, 2006 ('000)
Table AA.6	Estimated resident population (ERP) by remoteness area, 30 June 2009
Table AA.7	Experimental estimated resident Australian Indigenous population, 30 June 2006
Table AA.8	Experimental projection of the Indigenous population, 2006 to 2014, (number)
Table AA.9	Language spoken at home by Indigenous people and proficiency in spoken English, by sex, 2006 (number)

Family and household

Table AA.10	Family structure, 2005–2009
Table AA.11	Family structure: lone parents, 2005–2009 (per cent)
Table AA.12	Families and work (per cent)
Table AA.13	Families and people in families in occupied private dwellings by Indigenous status and family/household composition, 2006
Table AA.14 (a)	Household structure, 2001–2005
Table AA.14 (b)	Household structure, 2006–2009
Table AA.15	Occupied private dwellings by tenure type and landlord type, 2006 ('000)

Income, education and employment

Table AA.16	People aged 15 years and over, by weekly individual income and sex, 2006
Table AA.17	People aged 15 years and over by weekly individual income and Indigenous status, 2006
Table AA.18	People aged 15 years and over, by weekly individual income and age, 2006
Table AA.19	Income support, June, 2005–2009
Table AA.20	Highest level of schooling completed by people aged 15 years and over (excluding people still attending secondary school), 2006 ('000)
Table AA.21	Type of educational institution attending by Indigenous status, 2006 ('000)
Table AA.22	Labour force profile of the civilian population aged 15 years or over by sex, June 2010

Table AA.23 Labour force participation rate of the civilian population aged 15 years or over by sex (per cent)

Table AA.24 Unemployment rate of labour force participants aged 15 years or over by sex (per cent)

General economic indicators

Table AA.25 Gross State Product, 2004-05 to 2008-09, (2008-09 dollars)

Table AA.26 Gross Domestic Product price deflator (index)

Statistical concepts

Table AA.27 Age standardisation of data using the direct method

Table AA.28 Age standardisation of data using the indirect method

A.7 References

- ABS (Australian Bureau of Statistics) 2006 (Reissue), *Census Dictionary*, Cat. no. 2901.0, Canberra.
- 2007, *2006 Census of Population and Housing*, Cat. no. 2068.0, Canberra.
- 2008a, *Confidence intervals*, www.abs.gov.au/AUSSTATS/abs@.nsf/ProductsbyReleaseDate/8BDFEF442F3901B0CA2572E500833358?OpenDocument#Confidence%20Intervals (accessed 5 January 2011).
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- AIHW 2008, *Age-standardised rate*, METeOR, meteor.aihw.gov.au/content/index.phtml/itemId/327276 (accessed 10 September 2008).

