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**Suggestions:**

*The Steering Committee welcomes suggestions on the performance indicators contained in this Report. Please direct your suggestions to the Industry Commission Secretariat at the above address.*

This Report is part of the Review of Government Services which operates under the auspices of the Council of Australian Governments (COAG). It is the second of a series of regular publications in which information is presented on the effectiveness and efficiency of a number of government funded (and largely government provided) social services.

The aim of performance monitoring is to help review past and current performance, and to look for better ways to provide services to citizens across Australia. A report on the second element of the Review, an analysis of major reforms implemented by governments to improve service delivery, will be published in June 1997.

## **Better outcomes for Australians**

How effectively and efficiently governments provide and regulate social infrastructure services such as education and training, health, housing, community services and justice is important to all Australians. continuous Improvement is important so that:

- clients and service users receive more services which are relevant and responsive to their needs;
- taxpayers get more value for their tax dollar and government revenue is used more cost-effectively; and
- governments can deliver the services which the community indicates that it wants.

Performance monitoring of the type undertaken in this Review is not aimed at comparing or evaluating policy. Rather, the aim is to assist each government to assess the success of its reforms and the potential benefits from further reform.

## **An iterative process**

Developing a framework for measuring performance, identifying appropriate indicators within this framework and collecting comparable and consistently reliable data for these indicators are complex tasks. The Review is largely breaking new ground in attempting to do this for government systems rather than individual providers. It is an iterative process, with difficulties and shortcomings in indicators and available data being addressed as they arise rather than reporting being delayed until solutions to all potential problems have been identified.

Useful information can be presented during the several years it is likely to take to develop comprehensive reporting for all important service areas.

The general approach in this Report is to report available data, even if they may have shortcomings, and to ensure that these are acknowledged. At the same time, continuous improvement is attempted in all aspects of the Review. Data are also presented in the context of the current environment in which services are delivered.

The above approach carries the risk that the comprehensiveness and precision of reported information will be overstated or that it will be quoted out of context and that this will hinder further progress. The Steering Committee urges users to exercise appropriate judgment when referring to information from the Report.

## Improvements achieved

The scope in this Report has been expanded to include three new service areas: aged services, disability services and children's services. The links between service areas have also been better recognised, with related services being grouped and a short discussion of their interactions.

<b>Service areas covered by this Report</b>	
<b>Education and training</b>	<ul style="list-style-type: none"><li>• Government school education</li><li>• Vocational education and training</li></ul>
<b>Health</b>	<ul style="list-style-type: none"><li>• Public acute care hospitals</li></ul>
<b>Housing</b>	<ul style="list-style-type: none"><li>• Public housing</li></ul>
<b>Community services</b>	<ul style="list-style-type: none"><li>• Aged care</li><li>• Disability services</li><li>• Children's services</li><li>• Protection and support services</li></ul>
<b>Law and order</b>	<ul style="list-style-type: none"><li>• Police</li><li>• Courts administration</li><li>• Corrective services</li></ul>

A major impact of the first Report was that it highlighted for jurisdictions both the extent to which their performance data collections were incomplete and inconsistent and the potential benefits from having information that is comprehensive and comparable. All governments have been willing to commit resources to developing and gathering better performance data.

Client or community perceptions of services, a crucial ingredient in ensuring a client outcome focus, are a key area in which information has often been unavailable. There has also been much cooperative effort to develop data dictionaries and data checking mechanisms to improve the consistency and quality of information.

Long lead times for the collection of this information mean that some results have not been produced in time for inclusion in this Report, but, when available, they will significantly add to the completeness of future reporting.

## **Management of the Review**

This Report has again been developed through a cooperative approach. The Steering Committee for the Review comprises representatives from the Commonwealth Government, all State and Territory Governments and Local Governments. A Working Group for each area of service provision is convened by a Steering Committee member. The Industry Commission provides the Secretariat to the Steering Committee.

Where possible, Working Groups have drawn on experts such as the Australian Bureau of Statistics and the Australian Institute of Health and Welfare and have worked closely with parallel exercises linked to various Ministerial Councils or Commonwealth/State funding agreements.

One of the strengths of the Steering Committee has been its constructive contribution in relation to emphasis in the Report where views differed across jurisdictions. This greatly assisted me in my role as chairperson in making final decisions where necessary to achieve a broad consensus.

On behalf of the Steering Committee, I would like to thank all of those who have contributed to maintaining the momentum of the Review. In particular, I thank the members of the Steering Committee and Working Groups and the Secretariat for their support.

In line with the iterative nature of the Report, suggestions for improving indicators or other aspects of the Review are welcome. Please direct these to the Industry Commission Secretariat.

Bill Scales, AO  
Chairperson

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## ACRONYMS AND ABBREVIATIONS

<b>ABS</b>	Australian Bureau of Statistics
<b>ACATs</b>	Aged care assessment teams
<b>ACE</b>	Adult and Community Education
<b>ACER</b>	Australian Council for Educational Research
<b>ACH</b>	Annual Curriculum Hours
<b>ACHS</b>	Australian Council on Healthcare Standards
<b>ACT</b>	Australian Capital Territory
<b>ACVETS</b>	Australian Committee on Vocational Education and Training Statistics
<b>ADR</b>	Alternative dispute resolution
<b>AECRC</b>	Australian Education Council Review Committee
<b>AFP</b>	Australian Federal Police
<b>AGPS</b>	Australian Government Publishing Service
<b>AIC</b>	Australian Institute of Criminology
<b>AIHW</b>	Australian Institute of Health and Welfare
<b>ALOS</b>	Average length of stay
<b>AN-DRG</b>	Australian National Diagnostic Related Group
<b>ANR</b>	Australian National Reporting on Schooling in Australia
<b>ANTA</b>	Australian National Training Authority
<b>APP</b>	Assessment of Performance Program
<b>ARHP</b>	Aboriginal Rental Housing Program
<b>ASCO</b>	ABS Standard Occupational Classification
<b>ATSI</b>	Aboriginal and Torres Strait Islander
<b>Aust</b>	Australia
<b>AV</b>	Aboriginal Villages
<b>AVETMISS</b>	Australian Vocational Education and Training Management Information Statistical Standard
<b>BST</b>	Basic Skills Test
<b>CACPs</b>	Community Aged Care Packages
<b>CAD</b>	National Coordination and Development Committee
<b>CAP</b>	Crisis Accommodation Program
<b>CC</b>	Community Custody
<b>CCRs</b>	Child Concern Reports
<b>CEO</b>	Chief Executive Officer
<b>CH</b>	Community Housing
<b>CHP</b>	Community Housing Program
<b>CMAs</b>	Child Maltreatment Allegations
<b>COAG</b>	Council of Australian Governments
<b>COPs</b>	Community Options
<b>CRISP</b>	Crime Reporting Information System for Police

<b>CRS</b>	Commonwealth Rehabilitation Service
<b>CS</b>	Community Supervision
<b>CSDA</b>	Commonwealth–State Disability Agreement
<b>CSF</b>	Curriculum and Standards Framework
<b>CSHA</b>	Commonwealth–State Housing Agreement
<b>CSOs</b>	Community service obligations
<b>CT</b>	Credit Transfer
<b>DDC</b>	Disability Directions Committee
<b>DEA</b>	Data Envelopment Analysis
<b>DECS</b>	Department for Education and Children’s Services (SA)
<b>DEET</b>	Commonwealth Department of Employment, Education and Training (now DEETYA)
<b>DEETYA</b>	Commonwealth Department of Employment, Education, Training and Youth Affairs
<b>DHCS</b>	Department of Health and Community Services
<b>DHFS</b>	Department of Health and Family Services
<b>DHS</b>	Department of Human Services, Victoria
<b>DHSH</b>	Department of Human Services and Health (now H&FS)
<b>DOCS</b>	Department of Community Services, NSW
<b>DRG</b>	Diagnosis Related Group
<b>DSE</b>	NSW Department of School Education
<b>DSS</b>	Commonwealth Department of Social Security
<b>ESB</b>	English Speaking Background
<b>ESL</b>	English as a Second Language
<b>FCS</b>	Family and Children’s Services (WA)
<b>FDC</b>	Family Day Care
<b>FTE</b>	Full-time equivalent
<b>FYCS</b>	NT Family Youth and Children’s Services Program
<b>GFA</b>	Gross Floor Area
<b>HACC</b>	Home and Community Care
<b>HASAC</b>	Health and Allied Services Advisory Council
<b>IC</b>	Industry Commission
<b>ICIDH</b>	International Classification of Impairments, Disabilities and Handicaps
<b>IFRAC</b>	Inpatient fraction
<b>JV</b>	Joint Ventures
<b>KLAs</b>	Key Learning Areas
<b>KPMs</b>	Key Performance Measures
<b>KRAs</b>	Key Result Areas
<b>LAP</b>	Learning Assessment Project
<b>LCF</b>	Loans Council Funds
<b>LDC</b>	Long Day Care
<b>LOTE</b>	Languages Other Than English
<b>MAATS</b>	Modern Australian Apprenticeship and Traineeship System

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<b>MAP</b>	Multi-level Assessment Program
<b>MCEETYA</b>	Ministerial Council on Education, Employment, Training and Youth Affairs
<b>MDS</b>	Minimum Data Set
<b>MENA</b>	Module enrolment no attendance
<b>MLC</b>	Module Load Completion
<b>MRAP</b>	Mortgage and Rent Assistance Program
<b>MSE</b>	Monitoring Standards in Education
<b>NACVETS</b>	National Australian Committee on Vocational Education and Training Statistics
<b>NCCSU</b>	National Criminal Courts Statistics Unit
<b>NCVER</b>	National Centre for Vocational Education Research
<b>NDSS</b>	National Disability Services Standards
<b>NESB</b>	Non-English speaking background
<b>NHDC</b>	National Health Data Committee
<b>NHDD</b>	National Health Data Dictionary
<b>NHMBWG</b>	National Health Ministers Benchmarking Working Group
<b>NHOP</b>	National Hospital Outcomes Program
<b>NHTPs</b>	Nursing home type patients
<b>NSELS</b>	National School English Literacy Survey
<b>NSSC</b>	National Schools Statistics Collection
<b>NSW</b>	New South Wales
<b>NT</b>	Northern Territory
<b>OSHC</b>	Outside school hours care
<b>PC</b>	Productivity Commission
<b>PERIN</b>	Penalty Enforcement by Registration of Infringement Notice
<b>PRAS</b>	Private Rental Assistance Service
<b>QCSC</b>	Queensland Corrective Services Commission
<b>Qld</b>	Queensland
<b>Review</b>	The Review of Commonwealth/State Service Provision
<b>RPL</b>	Recognition of Prior Learning
<b>SA</b>	South Australia
<b>SAAP</b>	Supported Accommodation Assistance Program
<b>SAHT</b>	South Australian Housing Trust
<b>SCCSISA</b>	Standing Committee of Community Services and Income Security Administrators
<b>SCNPMGTE</b>	Steering Committee on National Performance Monitoring of Government Trading Enterprises
<b>SCRCSSP</b>	Steering Committee for the Review of Commonwealth/State Service Provision
<b>SES</b>	Socio-economic status
<b>TAFE</b>	Technical and Further Education
<b>Tas</b>	Tasmania
<b>THIS</b>	Tasmanian Housing Information System

<b>TIMSS</b>	Third International Mathematics and Science Study
<b>TOSS</b>	Taskforce on School Statistics
<b>UEWI</b>	Unlawful Entry With Intent
<b>VET</b>	Vocational Education and Training
<b>Vic</b>	Victoria
<b>VMO</b>	Visiting Medical Officer
<b>WA</b>	Western Australia
<b>WAPS</b>	Western Australia Police Service
<b>WORC</b>	Work Outreach Camps

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# OVERVIEW

## 1 Progress on performance monitoring

The aim of this Report series is to inform governments, service agencies, the clients of these agencies and taxpayers — the wider community — about government performance in delivering major government funded (and largely government provided) social services. It does this by collecting and publishing comparisons of the efficiency and effectiveness of the provision of a broad range of government services.

Performance monitoring can facilitate continuous improvement in the provision of services:

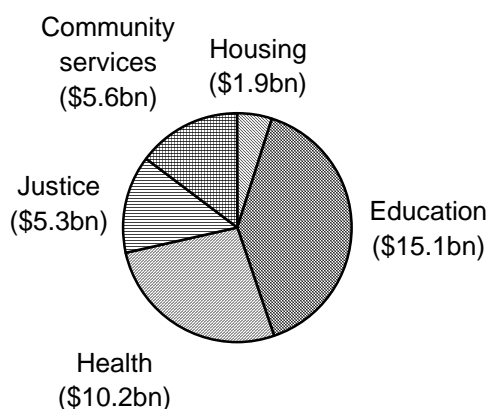
- by requiring governments to be more explicit about their objectives;
- through greater transparency of comparative performance; and
- through ‘yardstick competition’.

### 1.1 Scope of the Report

The focus of this Report is on human services — that is, those services that directly affect Australian individuals and families. Various payments made to individuals (such as Medicare rebates, disability pensions or Austudy payments) are not considered.

Current annual government expenditure on services covered by the 1997 Report is about \$38 billion — roughly 20 per cent of government expenditure and 8.5 per cent of gross domestic product.

Composition of expenditure by governments for services covered by the Report



Notes and sources: see Figure 1.1

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## 1.2 Continuous improvement

This Report is part of an iterative process; shortcomings in coverage, indicators and data are addressed as they arise rather than reporting being delayed until solutions to all potential problems are identified.

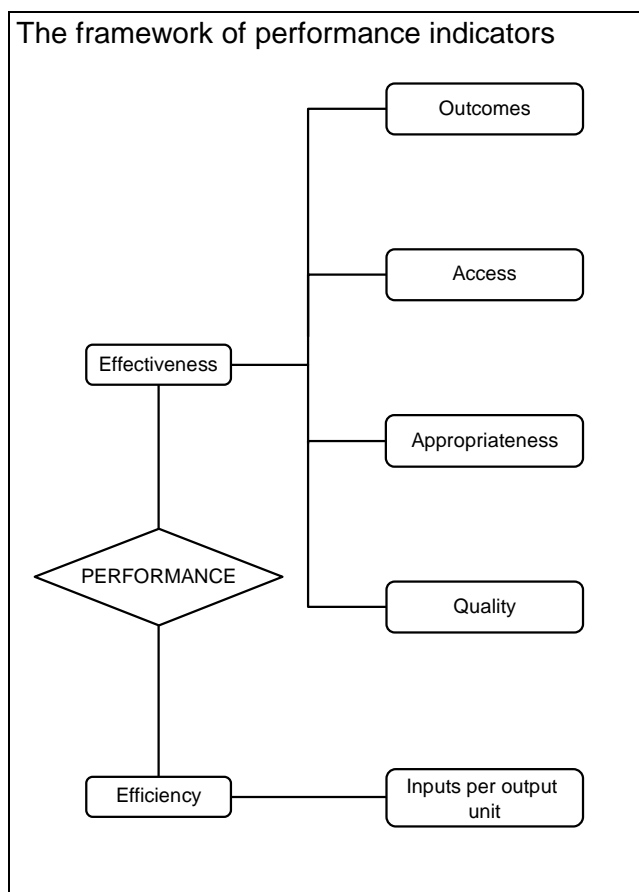
Generally, relevant available data are reported even if they have shortcomings, but any such weaknesses are acknowledged. Users are advised where to use appropriate caution and the action that is needed to address shortcomings.

## 2 Performance monitoring in Australia

The Australian community, through the political process, has identified a range of services they want provided by various levels of government. The role of this Report is to ensure that information on the performance of government agencies in meeting their service provision objectives is readily available and transparent.

### 2.1 The indicators

The performance indicators in the Report focus on efficiency and effectiveness aspects of service delivery. Effectiveness may be assessed in a number of ways, so more detailed indicators have been developed to consider various aspects of effectiveness (access, appropriateness and quality) and, separately, outcome effectiveness. Similarly efficiency indicators mainly focus on input–output relationships and, where possible, separate measures have been developed for the two main factors of production (labour and capital).



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## **2.2 Limitations of the indicators**

The performance indicators developed for this Report have limitations due to both the developmental stage of reporting and the complexities of measuring performance in government service provision. Some of the latter limitations relate to aspects of service provision such as multiple outputs of an agency, indirect benefits and the combined role that sets of services have in achieving broader outcomes. Others relate to the differing needs of users of performance information and the difficulties of making comparisons over time and among jurisdictions. Lastly, the use of indicators to measure performance may itself distort incentives for service providers and hence change the extent to which indicator results reflect underlying performance.

The Steering Committee has attempted to counter these limitations by providing contextual and background information about each sector, thus enabling reasonable comparisons to be made.

## **3 Education and training**

Government provision of education services includes government primary and secondary schools, vocational education and training (VET) and universities. Performance indicators for all except universities are included in this Report. Pre school activity is reported on in the community services section of the Report.

Education is increasingly a lifelong process and the division among the various elements is sometimes blurred. Schools now undertake some VET, for example. Furthermore, the output of one segment is often an input for subsequent segments and can greatly affect their capacity to add value. For example literacy and numeracy skills gained at school are essential for higher education.

This means that good performance measurement requires indicators for a range of both intermediate and final outcomes. These should include incremental learning outcomes and student and employer satisfaction.

### **3.1 Government school education**

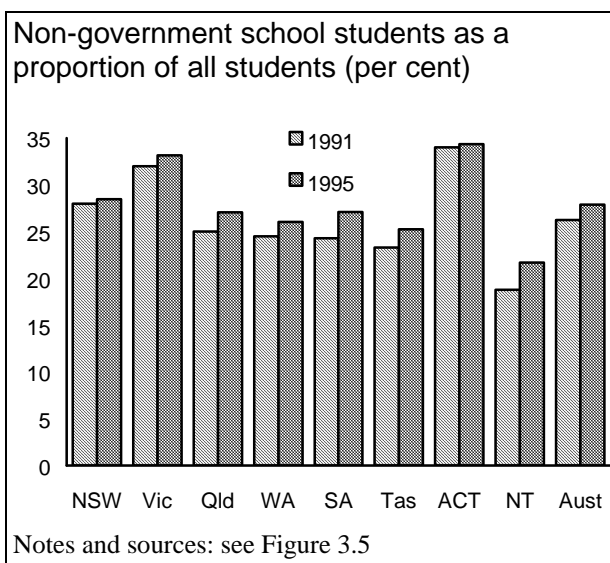
The performance of government primary and secondary school systems is covered in this Report. The focus is on learning, social and equity outcomes. Government schools account for 74 per cent of primary students and 67 per cent of secondary students.

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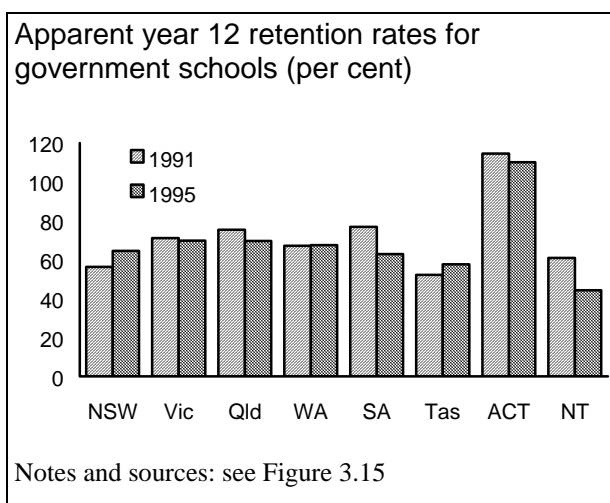
### *Share of school population and retention rates*

The government schools' share of the school population declined by about 1.5 per cent between 1991 and 1995. This decline was consistent across all states.

In 1995 the non-government share was highest in the ACT (34 per cent) and lowest in the NT (22 per cent).



The significant growth in apparent retention which occurred during the 1980s has stopped. Only three states — NSW, Tasmania and WA — recorded increases between 1991 and 1995. However, short term changes in apparent retention rates should be interpreted carefully as they can be significantly affected by changes in economic conditions, availability of alternative education and training, and interstate and overseas migration.



### *Comparable learning outcomes data*

Comparable information for jurisdictions which would allow the relative performance of government school systems to be assessed is limited. A key indicator, measures of comparable learning outcomes, is still not available.

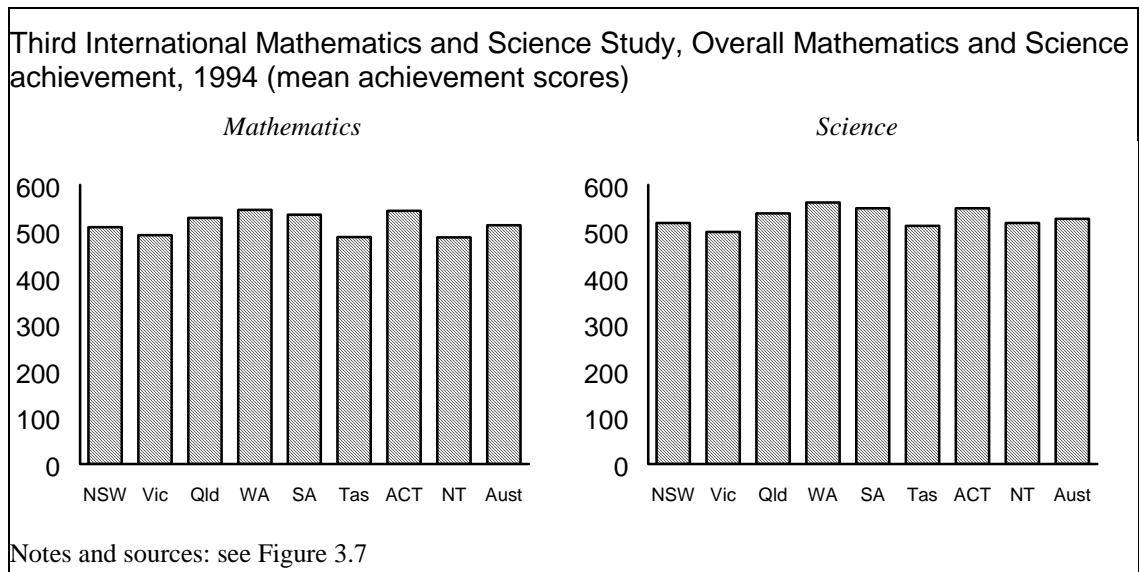


A plan to develop equivalences among State and Territory literacy tests is being developed, and comparable literacy data should be available for reporting in the next Report. It is hoped that a similar methodology will eventually also be applied to other areas of the curriculum, such as numeracy.

The Ministerial Council on Education, Employment, Training and Youth Affairs is also planning to progressively establish benchmarks for learning outcomes for different skills areas and year levels. These could eventually lead to general equivalencies among all State and Territory outcome tests on an ongoing basis. The benchmarks are to be completed by 1998.

### *Third International Mathematics and Science Study results*

The Third International Mathematics and Science Study (TIMSS) is a comparative study of mathematics and science achievement involving the application of a standard test to more than a half million students in three grade/age based populations from 41 countries. The first TIMSS results were for 13 year old students. In mathematics Australia was out-performed by only 8 other countries. In science Australia was out-performed by only 4 other countries. On a jurisdiction basis, WA, the ACT and SA performed particularly well. NT, Tasmania and Victoria were at the lower end of the rankings.



The TIMSS results were based on government and non-government schools combined and hence were not necessarily representative of government schools alone. However, the proportion of government schools participating in TIMSS in most states and territories was relatively similar. Assuming that the performance of non-government schools relative to government schools is

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similar across jurisdictions, the observed differences in TIMSS results should generally reflect differences in government school students alone.

The patterns of expenditure per student across jurisdictions over recent years did not seem to match the observed differences in performances. Although mathematics and science were only a part of the overall curriculum, and hence account for only a part of government school expenditure, this suggests that expenditure differences were unlikely to fully explain the apparent differences in government school performance. The relationship between expenditure and outcomes is worthy of further investigation.

### *Access and equity*

The National Strategy for Equity in Schooling outlined equity goals in two principal areas — access and participation, and educational outcomes. Priority groups included Aboriginal and Torres Strait Islanders, students from a geographically isolated or low socioeconomic background and students from a non English speaking background.

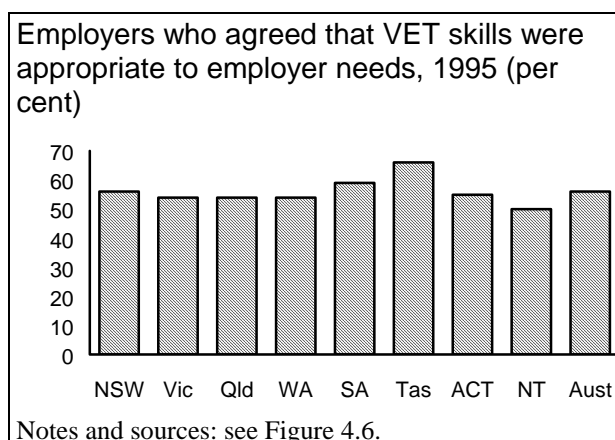
Most jurisdictions have programs which aim to address the difficulties of disadvantaged groups and collect information on participation and outcomes for these groups. However, the lack of agreed definitions for priority groups made it difficult to compare results or to make any overall assessment. The production of comparable access and equity statistics is a priority for 1997.

## **3.2 Vocational education and training**

The VET focus is on the major activities of Technical and Further Education (TAFE) institutions, the Adult and Community Education sector and government-funded private training providers. The indicators are focused on interjurisdictional comparisons of employer and student outcomes, access and equity, and efficiency.

### *Employer outcomes*

Employer satisfaction with training provision is a major outcome indicator for VET. In a national survey of employer satisfaction in 1995, 56 per cent of employers agreed that the VET system was providing graduates with skills appropriate to meeting



employer needs. The level of satisfaction with training providers was fairly uniform across the States and Territories, ranging from 50 per cent in the NT to 66 per cent in Tasmania.

Similar levels of satisfaction were reported for VET delivery (except for 74 per cent satisfaction with course location). These responses seem low, given the purpose of VET is to provide workforce skills. Jurisdictionally, for delivery of VET training, satisfaction was generally above the national average in Queensland, Tasmania, the NT and Victoria while NSW and SA were generally below the average.

Employers satisfied with the availability and accessibility of VET training (per cent)

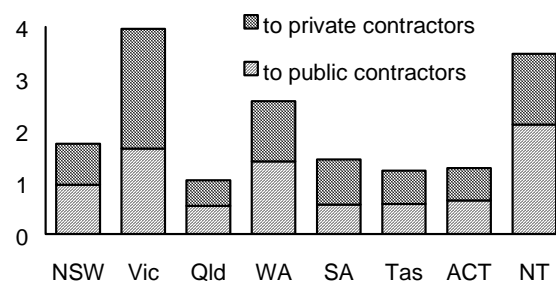
	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Flexibility of timetables	44	59	53	45	46	70	58	57	49
On-the-job-training	53	46	51	65	39	56	68	54	51
Flexibility of content	47	59	68	68	55	71	45	61	55
Course location	73	78	76	60	66	82	73	79	74

Notes and sources: see Table 4.1

### *More flexible delivery of VET services*

Competition among deliverers of VET services could improve client outcomes and efficiency. Most jurisdictions are attempting to introduce more competitiveness through tendering and the promotion of user choice. The proportion of recurrent expenditure publicly tendered ranged from 4 per cent in Victoria to 1 per cent in Queensland, indicating that competitive tendering was used to only a limited extent.

VET recurrent expenditure publicly tendered, 1995 (per cent)



Notes and sources: see Figure 4.4.

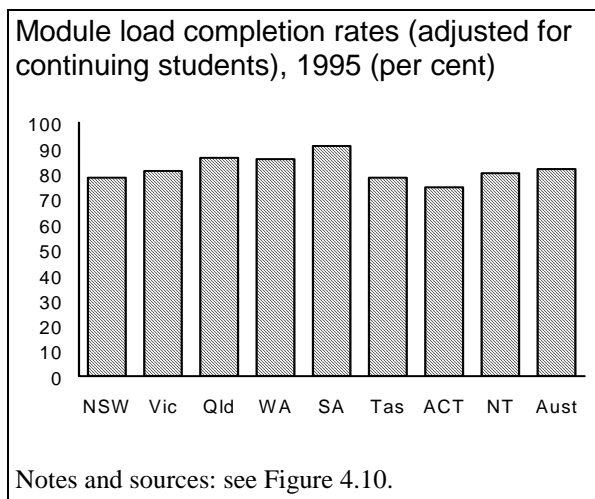
### *Student outcomes*

A national survey of 1994 TAFE graduates (certificate level courses and above) assessed graduate satisfaction with courses in terms of criteria such as:

- relevance to main job;
- getting a pay increase; and
- finding a job quickly.

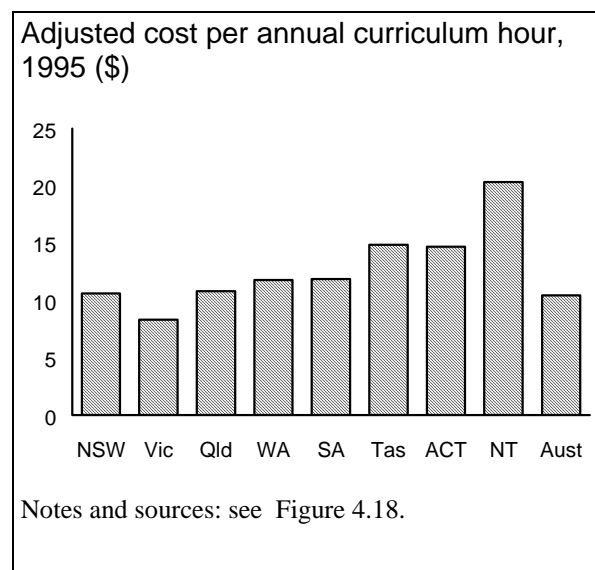
Graduate satisfaction was consistently highest in Queensland and consistently lowest in NSW. These results were similar to those of the employer survey. The results for NSW, WA and the NT may have been influenced by the above average enrolments in courses that were undertaken for personal interest.

Module load completion rates measure the extent to which modules are successfully completed by students. Based on a formula that adjusts completions for continuing students, the national average completion rate was 82 per cent, ranging from 75 per cent in the ACT to 91 per cent in SA.



### Efficiency

The main efficiency data available for VET providers were the adjusted costs per annual curriculum hour (ACH) weighted to account for different course mix costs among systems. In 1995–96, national adjusted cost was about \$10.50 per hour. Victoria, with a cost of about \$8.30 per hour, was well below all other states. The NT had the highest cost, about \$20.30 per hour. Whilst expenditure has an agreed scope and boundary, there may still be minor reporting differences between jurisdictions.



Given that the costs of provision have not been adjusted for factors such as population densities, the provision of VET to disadvantaged groups and remote locations caution must be used in interpreting cost variations as reflecting differences in efficiency of service provision.

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## 4 Health

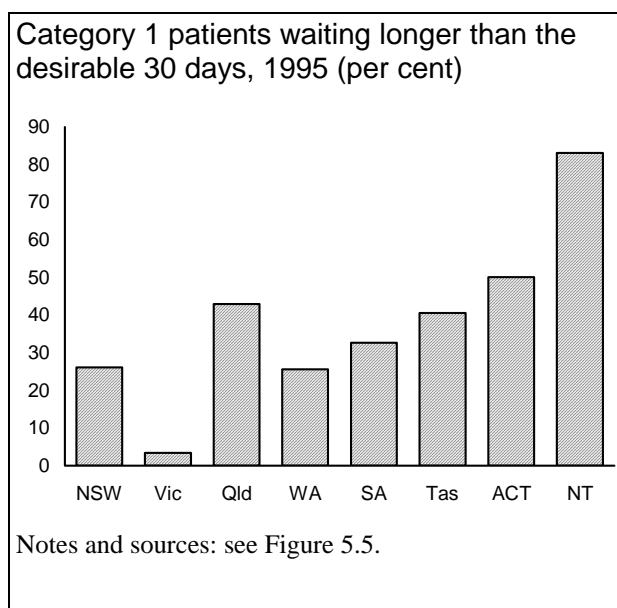
The performance indicators in this Report only cover the public acute care hospitals segment of the health sector. Community health is being considered for inclusion in the 1998 Report because of its importance in providing continuity of health care. Some services such as those provided to persons with a disability and the aged may have a significant health component but are not normally considered part of the health sector. For this reason they are reported under the community services section of this Report.

### 4.1 Public acute care hospitals

The information presented on the performance of public acute care hospitals in Australia has improved from the 1995 Report. However, more work is needed to produce valid and nationally comparable effectiveness and efficiency indicators for public acute care hospitals.

#### *Waiting times for elective surgery*

The variability in waiting times for elective surgery suggests that jurisdictions could improve their performance with respect to access to public hospitals. For example, the proportion of category 1 patients waiting for longer than the desirable 30 days ranged from 3 per cent in Victoria to over 83 per cent in the NT. Comparisons should be made with caution because of factors such as interstate differences in the assignment of patients to urgency categories and a different survey period for Queensland.



#### *Quality of care*

There is a lack of nationally consistent information with which to measure and compare many aspects of the quality of care in public acute hospitals in Australia. Some quality data are available at the local level but not all jurisdictions have instituted system wide reporting of data on hospitals' quality

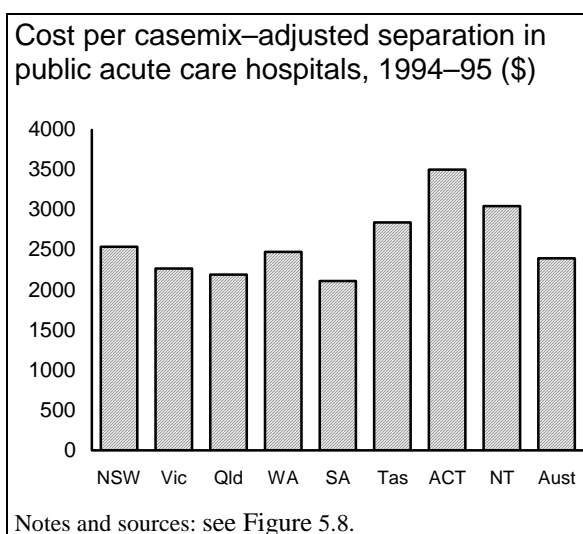
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of care performance. This limits the ability of jurisdictions to learn from the policy and administrative approaches of each other.

Further work is being undertaken to develop indicators that are reliable, valid and comparable. The results from research into quality and outcome indicators for acute health care services will form the basis of joint work already underway by government and other key health care stakeholders to develop a set of national indicators of quality of care and health outcomes for the acute care sector.

### *Cost of treating cases*

The cost of treating cases varied greatly across Australia. In 1994–95, the cost per casemix-adjusted separation in public acute care hospitals ranged from \$2113 in SA to \$3506 in the ACT. However, these estimates are based on a preliminary database, so caution should be exercised in interpreting the results.



### *Future directions of public acute care indicators*

The quality of the data and the range of indicators will continue to improve over time. The challenges are to:

- refine existing indicators such as the cost per casemix-adjusted separation and waiting times;
- develop better effectiveness indicators particularly for quality of care and health outcomes;
- extend the set of indicators to cover ambulatory and emergency care; and
- consider ways to broaden the range of health services covered by the Review to possibly include public and community health.

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## 5 Housing

Housing services in Australia encompass direct and indirect service provision programs. Direct services include public housing and community housing; indirect services include government funded rent assistance and home purchase assistance. Only public housing is reported on in this Report. It is anticipated that both community and public housing will be included in the next Report.

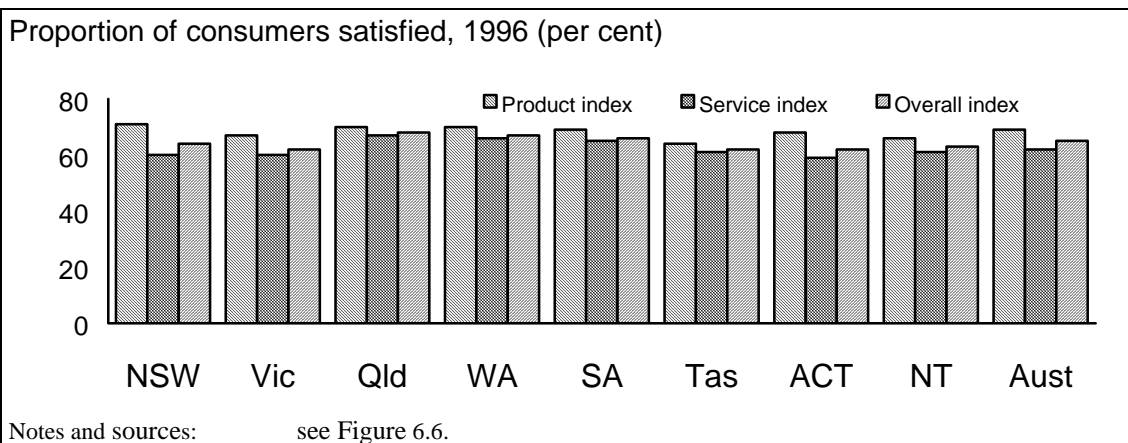
### 5.1 Public housing

In 1995–96, governments spent \$2.1 billion on Australia's public housing stock, which was valued at \$28.6 billion. At 30 June 1996, there were 360 000 public housing premises.

#### *Consumer satisfaction*

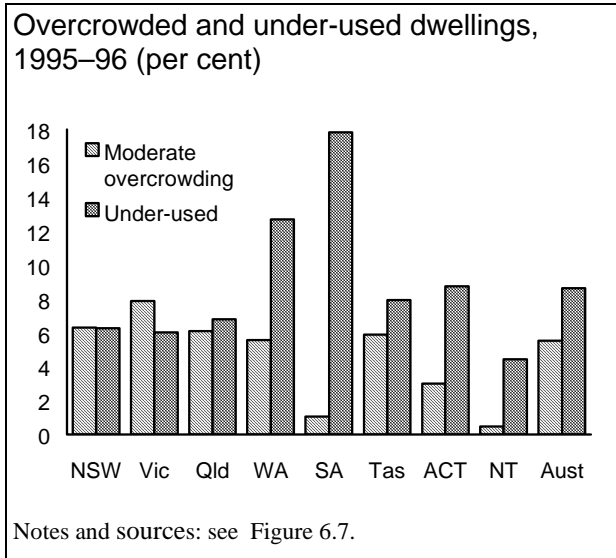
National comparisons of consumer satisfaction with public housing are included in the Report for the first time. On a national basis, consumer satisfaction — over a scale of 0 (completely unsatisfied) to 100 (completely satisfied) — was highest for the product index (69) and lowest for the service index (62). Overall satisfaction on the index was 65.

Queensland, WA and SA scored above the national averages for all three satisfaction indices — the maximum deviation of any jurisdiction from the national averages was less than 4 percentage points.



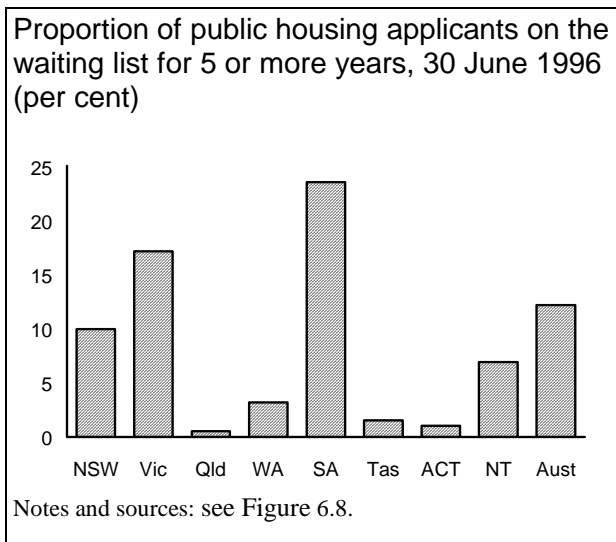
### Appropriateness

There is a trade-off between under-use and overcrowding in attempting to match household size — the number of people living in a dwelling — to dwelling size. In 1995–96, households were best matched to dwelling sizes in the NT. SA had the highest rate of under-used dwellings and Victoria the highest level of moderate overcrowding.



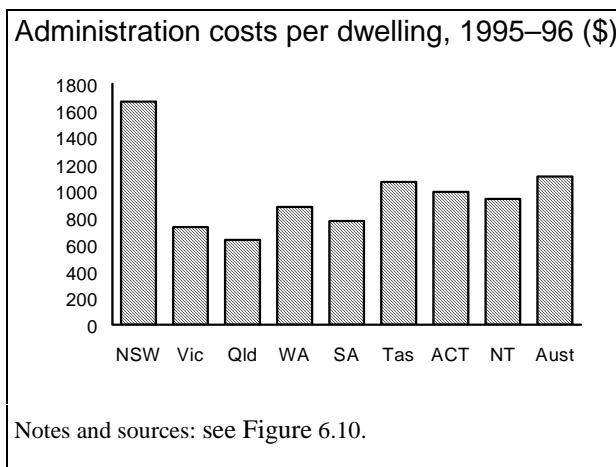
### Accessibility

The number of people on waiting lists for long periods varied widely across jurisdictions. In SA 24 per cent of households had been waiting 5 or more years for public housing. In Queensland, less than 1 per cent of households on the waiting list had waited for that length of time. Victoria and NT have not reviewed waiting lists for some time.



### Costs of administration

Nationally, average administration costs per dwelling were higher in 1995–96 (\$1106) than in 1994–95 (\$875). The changes ranged from a fall in Tasmania from \$1270 to \$1066 to an increase in NSW from \$955 to \$1666. Costs are now lowest in Victoria and Queensland and highest in NSW and Tasmania. NSW and Tasmania costs cover all housing programs.

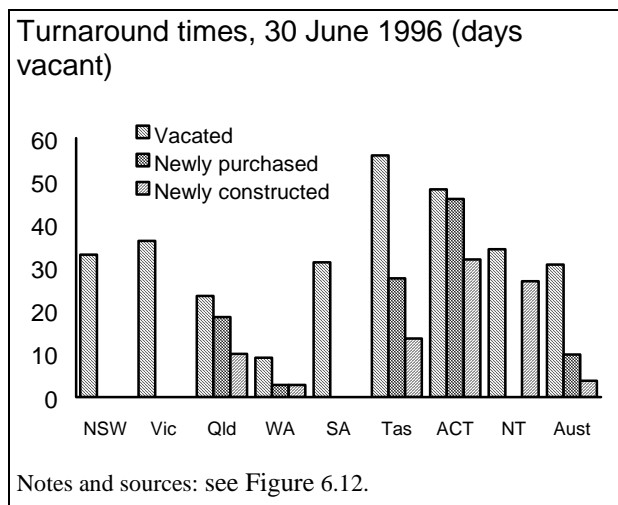




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### Turnaround time

Tenants generally moved more quickly into newly constructed dwellings than into newly purchased or vacated stock. On average, all tenants move in within two months of the dwelling becoming vacant. The longest average time taken to turn around vacated stock was in Tasmania (56 days). WA had the fastest turnaround of all types of housing stock.



### Future directions

Further work is being undertaken to improve the definitions of many of the indicators and the quality and consistency of data. In addition, some data on community housing will be published in the next Report.

## 6 Community services

Governments at all levels in Australia provide a broad range of community services to individuals and families. These include services to the aged (Section 6.1) and people with a disability (Section 6.2) as well as childcare (Section 6.3) and protection and support services (Section 6.4). Expenditure on these programs has been increasing rapidly: between 1988–89 and 1993–94, real expenditure per person on these services rose by 34 per cent.

Most of the services covered in this section contribute to the overall wellbeing of the community, so it is important that they are well coordinated and appropriate to the needs of clients. The aged, for example, will often require similar services to those offered to people with a disability. Similarly, childcare services can assist the wellbeing of families, sometimes replacing the need for child protection and support services. Focusing on the needs of clients rather than specific services helps ensure that the services provided are appropriate.

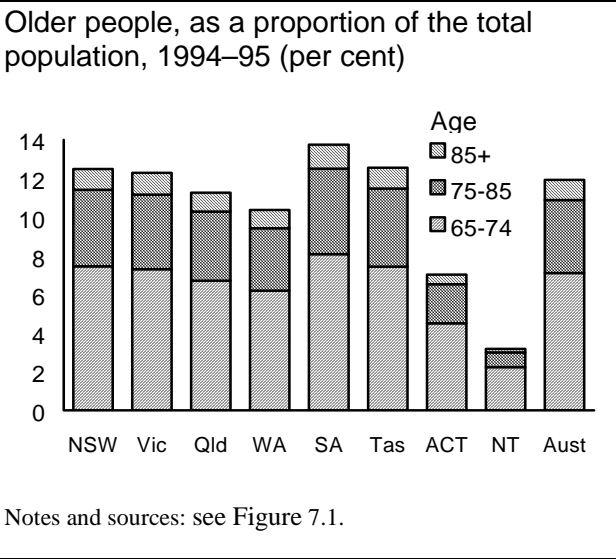
### 6.1 Aged services

Performance of aged care services is reported on for the first time. The focus for this Report is on residential and community care services. Only limited data is

available but it is intended that, over time, the indicators will be further developed and the data reported extended. It should be noted that the data, particularly in relation to community care, includes services provided to younger people with disabilities.

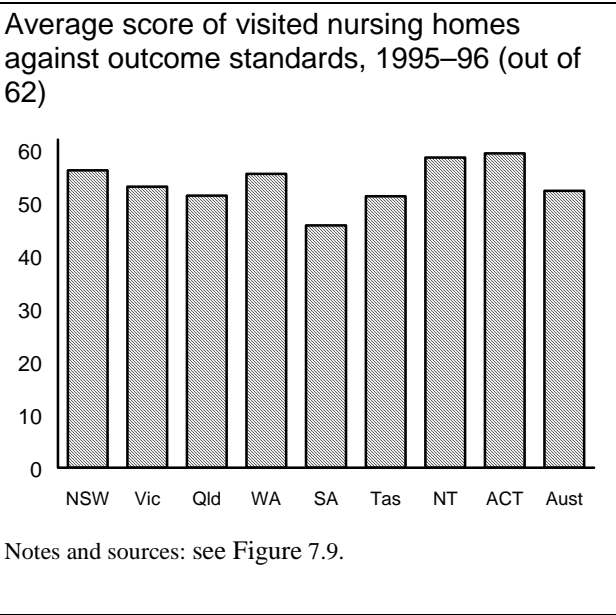
*Distribution of older persons*

The proportion of aged people in the total population varies significantly among jurisdictions. Both the ACT and the NT have a low proportion of older people. The other states have similar proportions, with SA having the highest proportions of persons aged 65 and over and also the highest proportion of persons aged 85 and over.



*Compliance with standards*

Compliance with nursing home outcome standards provides some indication of the quality of nursing home care. Ratings against the standards for those nursing homes assessed was highest in the ACT and the NT and lowest in SA. Assessment of compliance with standards is, however, conducted on a risk management basis, with nursing homes at greatest risk of low standards being targeted. Therefore differences between jurisdictions in outcome standards may also reflect differences in the effectiveness of targeting strategies.



*Future directions*

The performance indicators on aged care services can be improved in a number of ways. Work is required to ensure coverage of appropriate services in the

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sector. Both the appropriateness and quality indicators also require further development.

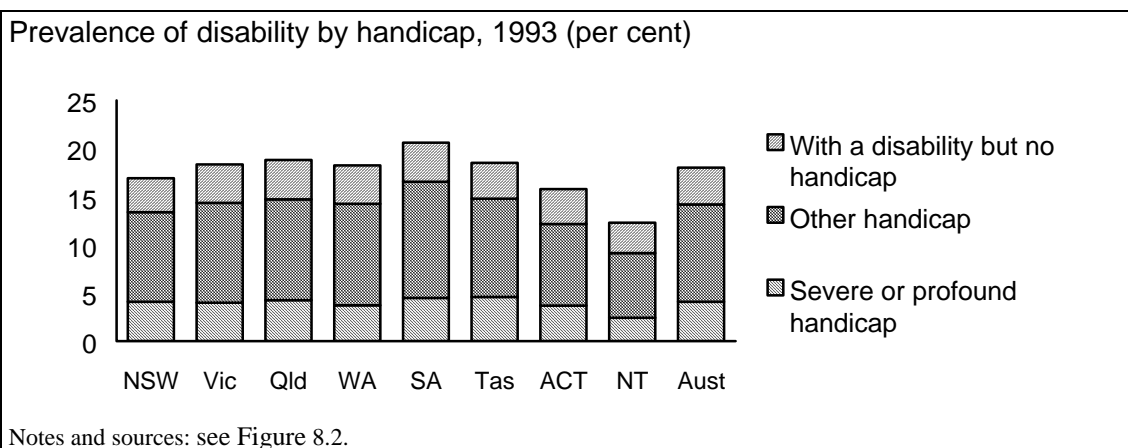
The data is fragmented and in some cases does not provide information on, for example, the number of clients assisted. Information about clients who move among different service providers and the extent to which the services are provided to younger people with disabilities is also unavailable. Additional research is required to allow coordinated data for constructing a more comprehensive picture of aged care services to be generated.

## 6.2 Disability services

Services for people with a disability are included within the scope of the Report for the first time. A preliminary analysis of the performance of services for people with a disability is provided, although the results should be taken as indicative only. The focus is on government funded or provided services under the Commonwealth/State Disability Agreement (CSDA). Data presented is based largely on the results of the ABS survey of Disability Aging and Carers, last conducted in 1993 and 1995 CSDA Minimum Data Set collection.

### *Prevalence of disability*

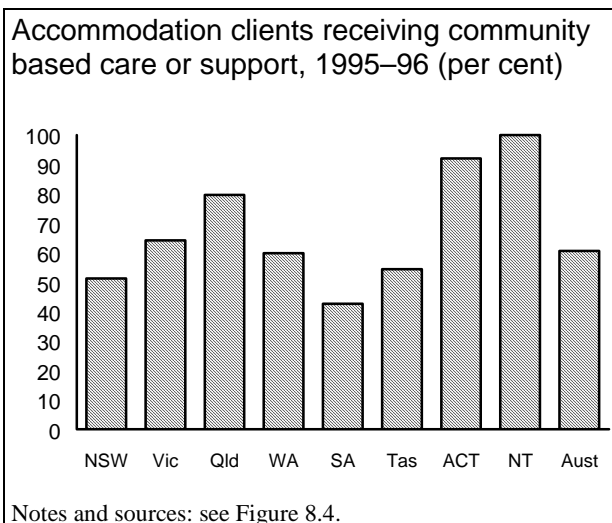
In 1993, approximately 18 per cent of Australians experienced a disability and 14 per cent of Australians were handicapped in some way by their disability. Prevalence of disability and the severity of handicap varied across jurisdictions. The incidence of disability was highest in SA and lowest in the NT.



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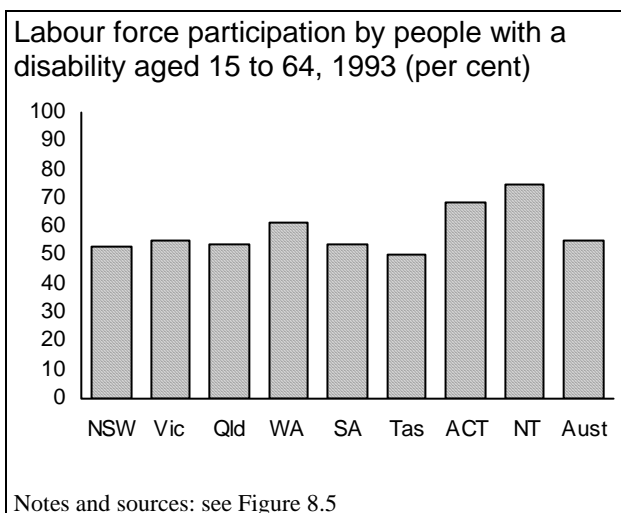
### *Community based accommodation or support*

The recent trend towards providing community based rather than institutional support is viewed as a means of enabling people with a disability to better integrate into the community. Australia wide, in 1995–96 the majority of recipients of accommodation assistance received community based care or support. However, the proportion of accommodation assistance clients receiving community based care varied significantly across jurisdictions — from 43 per cent in SA to 100 per cent in the NT.



### *Labour force participation and employment*

Based on 1993 data, jurisdictions generally had relatively small differences in labour force participation and unemployment rates for people with a disability. The NT, the ACT, WA and Victoria all had rates above the Australian average of 54 per cent. Unemployment rates were generally between 15 per cent and 18 per cent. The exceptions were the ACT (8 per cent) and Queensland (21 per cent).

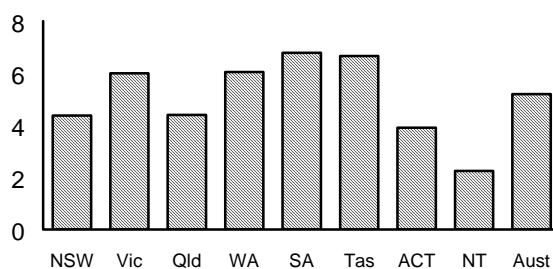


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### *Users of accommodation and employment services*

A relatively small proportion of the estimated potential population of users accessed accommodation or employment services in 1995–96. The use of accommodation services ranged from 2.2 per cent in the NT to 6.8 per cent in SA.

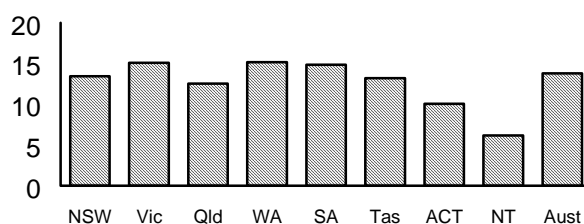
Users of accommodation services relative to estimated potential population, 1995–96 (per cent)



Notes and sources: see Figure 8.7.

The use of Commonwealth funded employment services ranged from around 6 per cent in the NT to 15 per cent in Victoria, WA and SA.

Users of employment services relative to estimated potential labour force, 1995–96, (per cent)



Notes and sources: see Figure 8.8.

### *Future directions*

Improvements anticipated in future disability performance reporting include:

- greater accuracy and comparability in the data for existing indicators, (particularly for efficiency indicators); and
- a greater range of indicators — for example, the possible inclusion of client satisfaction information.

The scope of services covered may also be expanded in the next Report but this will need to take account of any changes in jurisdictional responsibilities.

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### 6.3 Children's services

Children's services (which include child care and preschool services) play an important role in the lives of a growing number of families. They assist the development of children, improve their access to economic and social opportunities in the future, open up opportunities for work and study, and may provide valuable respite for parents. Commonwealth supported child care places have increased by more than 500 per cent since 1983 and expenditure by the Commonwealth Government amounted to around \$1 billion in 1995–96.

Performance of children's services is being included for the first time in the Report. Considerable data were available on children's services at the Commonwealth and individual jurisdiction levels. However, differences in the scope and coverage of data collections and data definitions and counting rules, made it difficult to produce comparative data on the sector's performance.

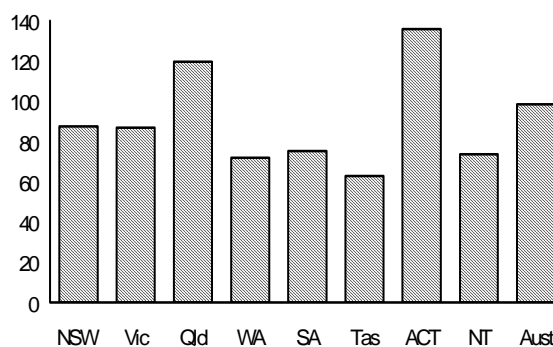
Many comparisons of child care services were based on data from the regular census of Commonwealth Government supported child care services. These data understated overall provision because they did not include child care services funded entirely by State and Territory Governments or preschool services.

#### *Provision of child care places*

In 1995–96, the Commonwealth Government supported 306 600 child care places used by 570 300 children across Australia.

The ACT and Queensland had the largest number of Commonwealth supported places per 1000 children aged 12 years and younger (136 and 120 respectively), while Tasmania had the smallest (63 places).

Commonwealth Government supported child care places per 1000 children (number)



Notes and sources: see Figure 9.2.

#### *Access for target groups*

The representation of children from special needs groups in Commonwealth supported child care varied among jurisdictions and among special needs groups.

Special needs groups using Commonwealth

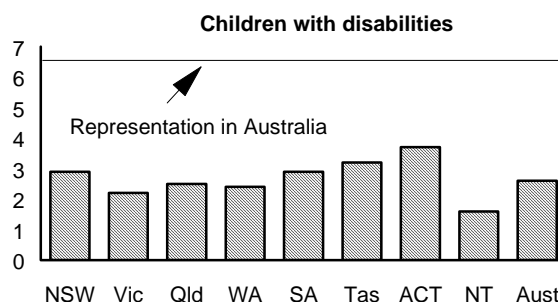
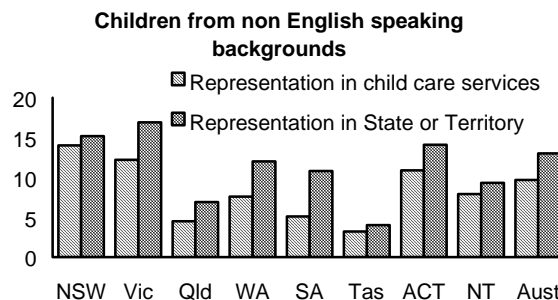
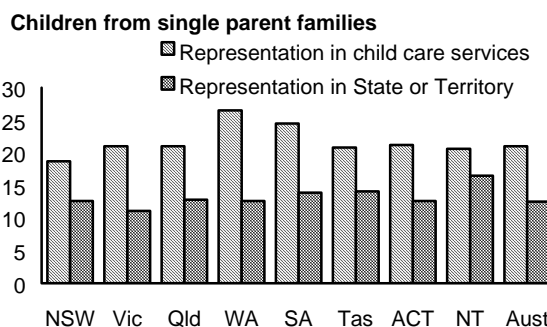
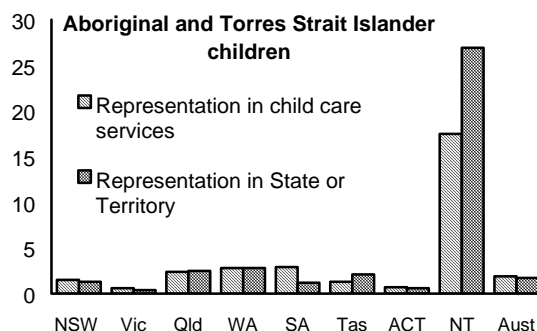
Aboriginal and Torres Strait Islander representation in child care was generally consistent with their representation in the community as a whole. The exception was in the NT.

Representation of children from single parent families in child care ranged from 19 per cent in NSW to 27 per cent in WA, proportions well above their representation in the community as a whole.

By contrast, the proportion of children from non English speaking backgrounds using Commonwealth supported child care services was below their representation in the general community for all jurisdictions.

Similarly, the proportion of children with disabilities using services was less than their representation in the community as a whole.

supported child care services (per cent)



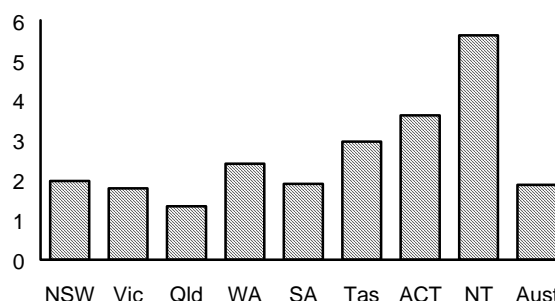
Notes and sources: see Figure 9.4

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### *Administrative costs*

In 1995–96, the administrative cost of Commonwealth supported child care services as a proportion of total expenditure varied significantly across States and Territories. It ranged from just over 1 per cent in Queensland, to almost 6 per cent in the NT.

Administrative expenditure as a share of total expenditure — Commonwealth Government supported child care, 1995–96 (per cent)



Notes and sources: see Figure 9.6.

## **6.4 Protection and support services**

Child protection, supported placements for children, and crisis and supported accommodation services are covered in this Report. All of these services aim to assist individuals and families in difficulty or in crisis.

### *Indicators' quality*

Significant progress has been made since the 1995 Report in developing and refining indicator frameworks in all three areas of protection and support services.

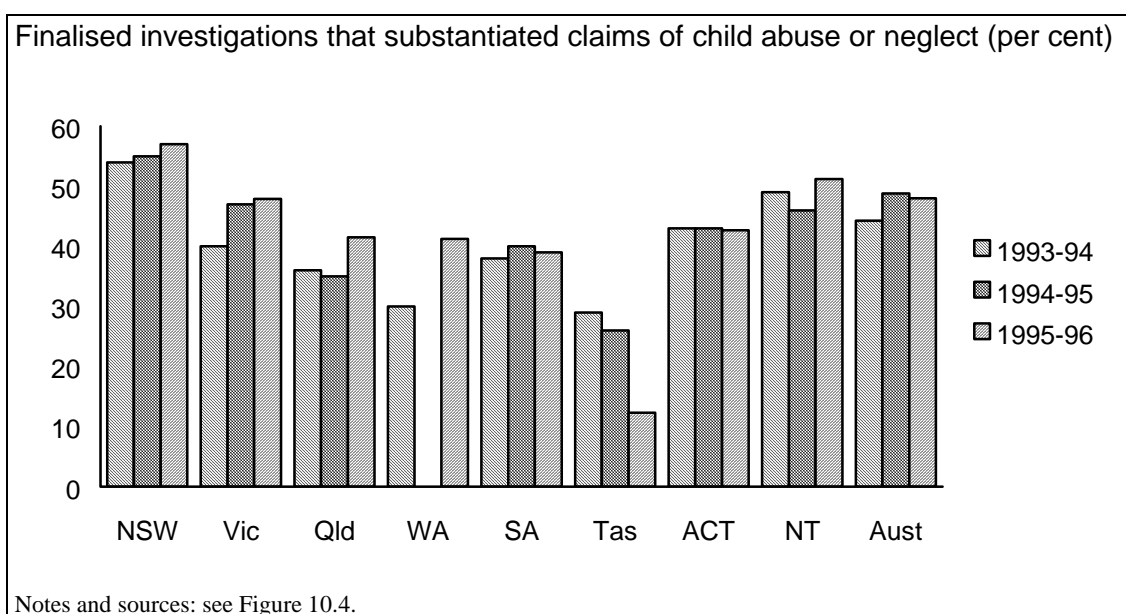
However, comparable effectiveness and efficiency data are still limited for child protection and supported placement services and should be treated as indicative rather than definitive. Data on outcomes for children and their families are also limited. Some information on repeat abuse and neglect is available but there is no nationally comparable information on outcomes for children who exit supported placement. Despite the close links among the services covered in this Report (particularly between child protection and supported placements), no information can be reported on the impact of each of these services on the demand for, and outcomes of, the others. Thus, the effectiveness and efficiency of the programs and the system as a whole are also difficult to assess.



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### *Notifications and substantiations of child abuse and neglect*

In 1995–96, there were 91 800 notifications of suspected child abuse and neglect in Australia. The number of notifications per 1000 children varied from 7 in WA to 22 in Victoria. Patterns in allegations, notifications and investigations of child abuse and neglect are changing across jurisdictions. This is partly a result of changes in the policy directions of many jurisdictions which are separating notifications of child abuse and neglect from other concerns for the wellbeing of children.

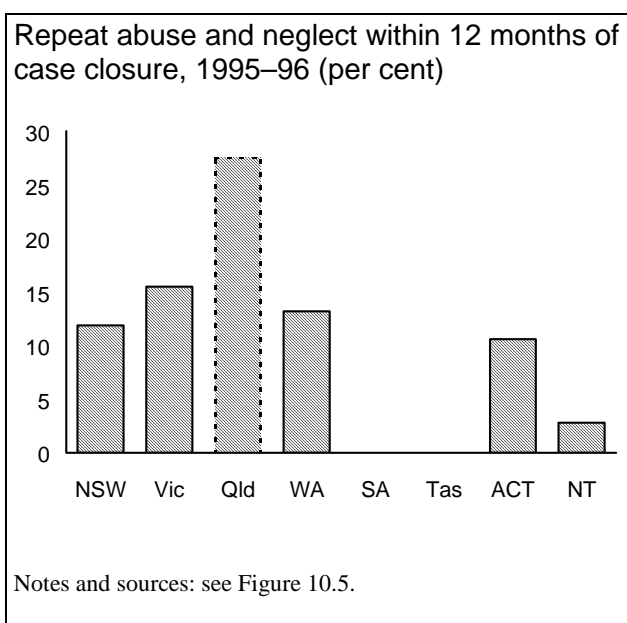


Australia wide, an increase in notifications between 1993–94 and 1995–96 was accompanied by an increase of 4 percentage points in the proportion of finalised investigations which substantiated claims of abuse and neglect — one measure of the degree to which services are well targeted.

The substantiation rate in 1995–96 varied from 12 per cent in Tasmania to 57 per cent in NSW. Policy changes in Tasmania and WA affected substantiation rates in 1995–96.

### *Safety of children from further substantiated abuse and neglect*

An overall outcome measure for children is minimisation of the proportion of completed and substantiated investigations followed by a further substantiated case of abuse and neglect. In 1995–96, for jurisdictions in which generally comparable data were available (NSW, Victoria, WA, NT and ACT), the proportion of children subject to a further substantiated investigation within the twelve months following case closure varied from 3 per cent in the NT to 16 per cent in Victoria. Differences in jurisdictions' definition of case closure may limit data comparability.



### *Limited efficiency data for child protection*

Unit cost measures for child protection are available for Victoria, NSW and Queensland from a cost benchmarking study. The study urged caution in interpreting the results as it found that each State had mildly different social conditions, substantially different legislative environments, and substantially different bureaucratic histories.

Child protection costs per child in the community and per activity, 1993–94 (\$)

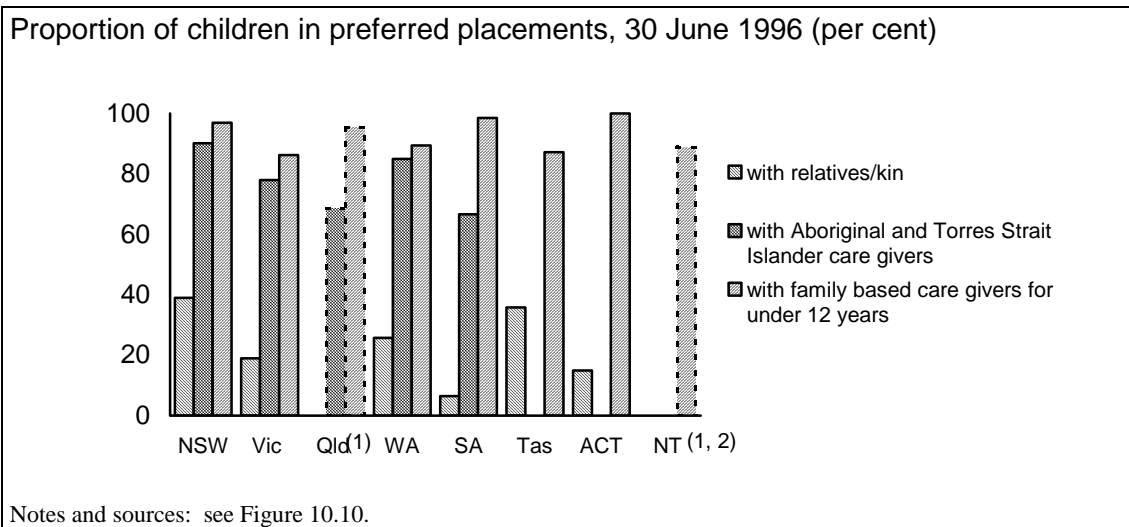
	<i>Cost per child</i>		<i>Cost per activity</i>			
	<i>in the community</i>		<i>Notification</i>	<i>Investigation</i>	<i>Application</i>	<i>Intervention</i>
NSW	28		140	394	2 667	1 987
Victoria	33		95	319	3 596	2 909
Queensland	25		168	269	3 056	2 135

Notes and sources: see Figure 10.2 and Table 10.3.

### *Nature of child placements*

An indicator of the quality of child placement is the suitability of the type of placement. Examples of preferred placements are family model placement (for example, foster care) for children aged under 12 years, placement with

relatives/kin, and placement with indigenous care givers for indigenous children.



It is only possible to make limited comparisons of the nature of placement performance of jurisdictions because data are either not collected or collected on different bases in a number of states and territories.

Some comparisons were, however, possible. For instance, children placed with relatives/kin ranged from 8 per cent of total placements in SA to 39 per cent in NSW. For children under 12 years, the proportion placed in family model placements varied from 87 per cent in Victoria to 100 per cent in the ACT. Information on the placement of indigenous children with indigenous care givers was more limited. Where information was available, the proportion ranged from 67 per cent in SA to 90 per cent in NSW.

### *Safety in supported placements*

Three jurisdictions (WA, Tasmania, and the ACT) were able to provide data on safety in supported placements. The indicator was the proportion of supported placements in which there was substantiated abuse or neglect of the child during that year and where the person believed responsible was a care giver in that placement. The rate was less than 1 per cent for each of these jurisdictions.

### *Supported Accommodation Assistance Program data*

Information from the one night and two week surveys of service providers under the Supported Accommodation Assistance Program (SAAP) were used to measure performance in the 1995 Report. However, these surveys (which ceased in the latter half of 1995) had severe shortcomings for performance

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reporting and are being replaced by a new data collection, which commenced in July 1996, to provide comprehensive, good quality data. Data collected using counting rules agreed on by all jurisdictions are being processed but will not be available until March 1997. As a result, performance indicator data for SAAP were not available for assessing the effectiveness and efficiency of the program for this Report.

The data will be available for the next Report, which will comprehensively outline performance in each jurisdiction according to indicators of quality, access and client outcomes.

## **7 Justice**

This Report focuses on the core justice services of the police, courts administration and corrective services. Other services within the broad ambit of the justice system such as criminal justice commissions, criminal justice bodies, prosecution authorities, justice departments and specialist enforcement agencies, are not currently included.

The justice services considered in this Report contribute to the broad objectives of improving community safety and dispute resolution. This is achieved through a series of specific objectives such as the enforcement of laws and the detention and rehabilitation of criminals. Decisions on how one agency operates affect the operations of other agencies. For example, the success of police in apprehending offenders will affect the demand for judicial services. Similarly, the operation of the judicial system and sentencing policy will affect the flow of prisoners into the correctional system.

Over time, indicators capable of measuring the overall performance of the justice system will be developed. Currently, one of these indicators is recidivism, which measures the proportion of persons passing through the justice system who reoffend. Other potential justice system-wide indicators include crime rates and community attitudes to the justice system.

### **7.1 Police**

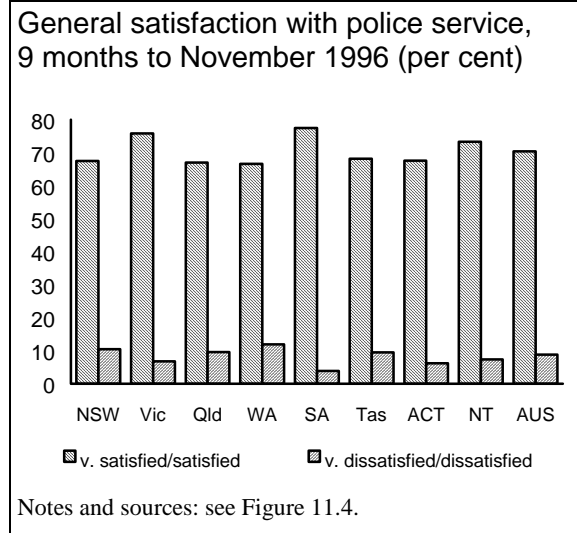
The Report covers the police services provided by all State and Territory Governments.

Key performance indicators have been developed relating to the ability of the police services to protect, help and reassure the community; to prevent crime; and enforce the law. Data is now available for many of the indicators. Data

availability was particularly improved by information from a nationally comparable survey of community perceptions of police.

### *Community perceptions of police*

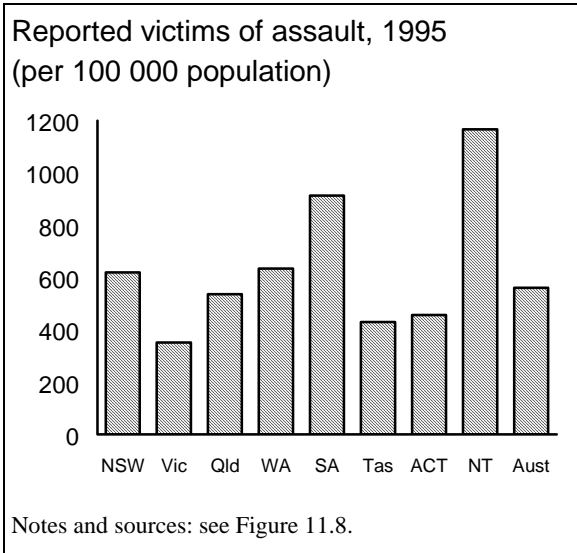
Nationally comparable information on community perceptions of police is available for the first time. An estimated 70 per cent of the Australian population were satisfied or very satisfied with police services. The highest satisfaction was in SA (78 per cent) and lowest in Queensland (67 per cent). Dissatisfaction, however, was highest in WA (11.9 per cent).



### *Reported crime — Crimes against the person*

Reported criminal acts may not necessarily reflect the true level of crime because they do not include crimes which go unreported, but they can provide important information about recent trends in crime and the incidence across jurisdictions.

The reported rate of assault varied significantly across Australia with the highest rate in the NT (1167 victims per 100 000 population). WA and SA also had high rates of 635 and 913 respectively. The lowest reported rate was for Victoria (351 victims per 100 000 population).

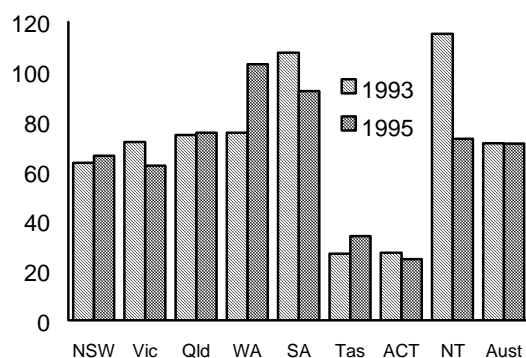


The lowest reported sexual assault rates were in the ACT (25 reported victims per 100 000 population) and Tasmania (34 reported victims per 100 000 population), while rates in the other States and Territories varied between 62 and 103 victims per 100 000 population. Significant changes occurred in the rates over the last three years, with increases of 37 per cent and

26 per cent in WA and Tasmania respectively, and falls of 14 per cent and 37 per cent in SA and the NT respectively.

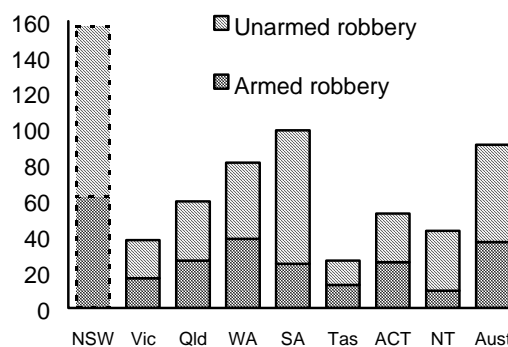
Robbery data for NSW was not comparable with the data of other jurisdictions because it included trauma victims as well as victims suffering financial loss. Of the remaining states the highest reported rate was in SA (99 cases per 100 000 population). The lowest rate was 26 cases per 100 000 population in Tasmania. There were approximately three reported victims of unarmed robbery for every reported victim of armed robbery in SA whereas Tasmania had only slightly more unarmed than armed robbery victims.

Reported victims of sexual assault, 1995 (victims per 100 000 population)



Notes and sources: see Figure 11.9.

Reported victims of armed and unarmed robbery, 1995 (victims per 100 000 population)

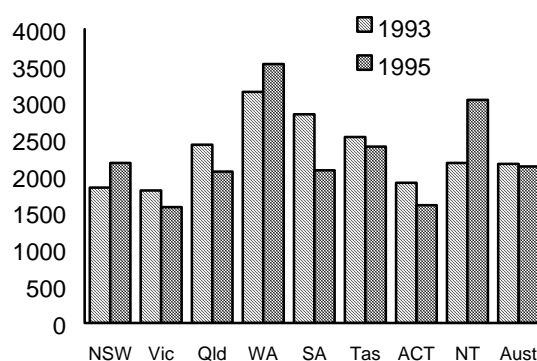


Notes and sources: see Figure 11.10.

### Reported crime — Crimes against property

The reported rate of unlawful entry with intent (for example, burglary and break and enter) varied across jurisdictions. The lowest rate of unlawful entry with intent was 1575 victims per 100 000 population in Victoria and the highest rate was 3524 in WA. The reported rate increased in NSW, WA, and the NT, but fell in Queensland, Tasmania, Victoria, SA, and the ACT.

Victims of unlawful entry with intent, 1995 (per 100 000 population)



Notes and sources: see Figure 11.11.

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### *Future directions*

There are still significant gaps in the data collection for existing indicators. For example, only NSW and Victoria conducted crime victimisation surveys in 1996. This information is an important component of the indicator framework, because it provides a more reliable measure of the incidence of crime than do reported crime statistics.

Whist effectiveness is reported on it is also important to measure the efficiency of police services. The development of efficiency indicators has advanced, but reporting requires the use of activity based surveys. Design of such a survey is under development.

## **7.2 Courts administration**

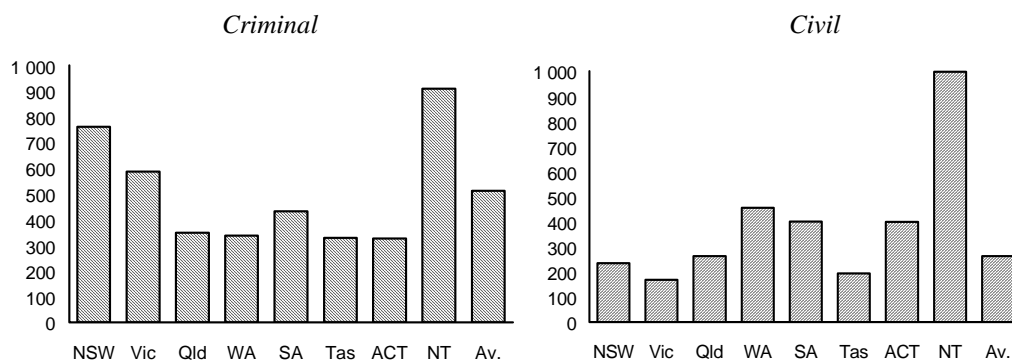
Court administration agencies provide services integral to the effective performance of civil and criminal judicial systems. Covered in this Report are the State and Territory Supreme, District/County and Magistrates' Courts as well as, for the first time, the Federal Court of Australia, the Family Court of Australia and the Family Court of Western Australia. The quality of the data has improved substantially as a result of a full year collection of effectiveness data for both 1994–95 and 1995–96. Data for 1993–94 has been retained, but it should be treated as indicative only.

### *Expenditure per case*

The average unit government expenditure on court administration across all State and Territory Courts in 1995–96 was \$512 per criminal case and \$256 per civil case. The ACT, Tasmania, WA and Queensland recorded the lowest unit costs for criminal cases. For civil cases, unit costs were lowest in Victoria, followed by NSW, Tasmania and Queensland.

Victoria, NSW, Tasmania and Queensland all had higher average expenditures for criminal than civil cases. This partly reflected different types of court procedures. The relatively high expenditure per case in both the criminal and civil jurisdictions in the NT reflected the high accommodation expenditures associated with maintaining court facilities in remote areas.

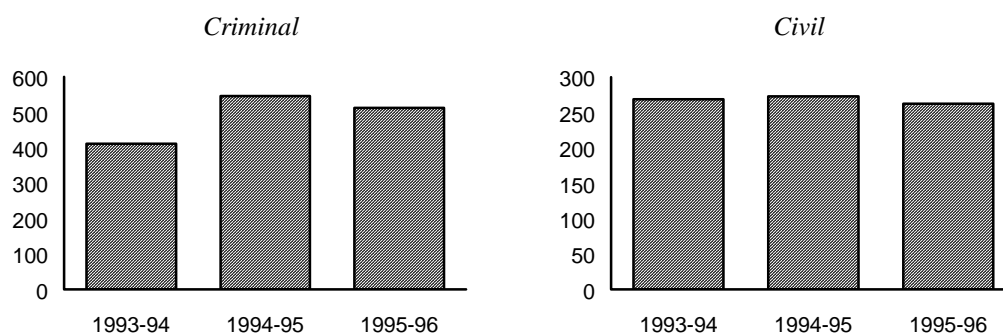
Unit expenditure on court administration in all State and Territory courts combined, 1995–96 (\$ per case)



Notes and sources: see Table 12.5 and 12.6.

Government expenditure per criminal case (in real terms) across all State and Territory Courts increased from \$411 in 1993–94 to \$512 by 1995–96. In the civil jurisdiction, however, the average court expenditure per case decreased slightly over the same period—from \$269 to \$262. In both the civil and criminal jurisdiction expenditure in 1995–96 was less than expenditure in 1994–95.

Unit expenditure on court administration in all State and Territory courts combined in 1995–96 dollars, 1993–94 to 1995–96 (\$ per case)



Notes and sources: see Figure 12.6

Tasmania, Queensland and the ACT recorded a reduction in unit costs in the criminal jurisdiction between 1993–94 and 1995–96. They were the only courts to do so over that period, but unit expenditures also fell in NSW, Victoria and WA between 1994–95 and 1995–96.

In the civil jurisdiction, the decrease in the expenditure per case over the period 1993–94 to 1995–96 was most pronounced in NSW, Victoria and SA. The ACT and Tasmania recorded an increase in unit costs.

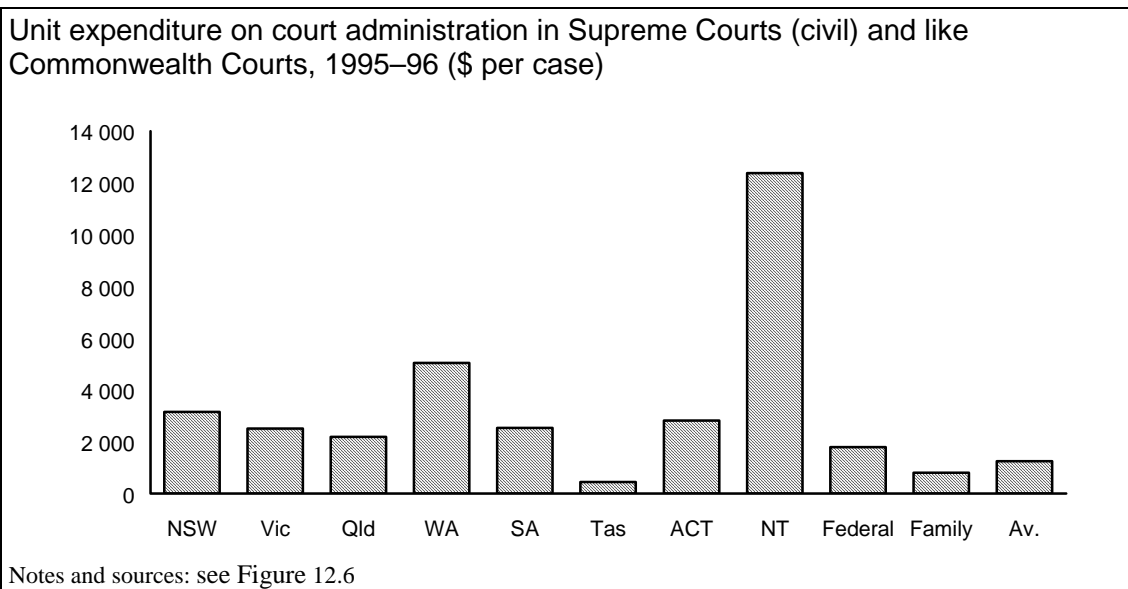


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The expenditure changes from 1993-94 to 1994-95 primarily reflect changes in:

- the allocation of cases between the civil and criminal jurisdictions;
- the number of cases in the two jurisdictions; and
- the scope and counting rules of the data collection.

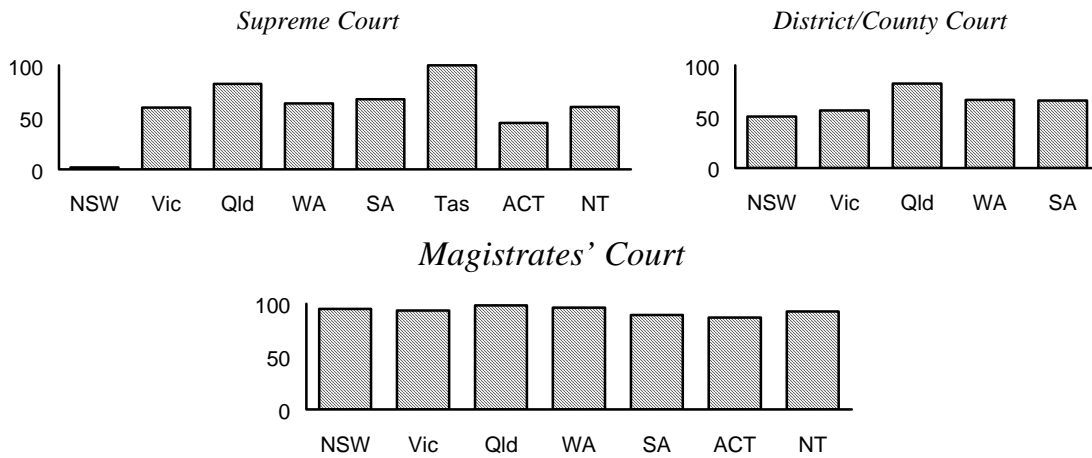
The expenditure per case on court administration in State civil Supreme Courts ranged from a low of \$447 in Tasmania to a high of \$12 400 in the NT. Unit costs of cases in the Federal and Family Courts of Australia were about \$1800 and \$800 respectively. The Family Court accounts for over 70 per cent of lodgements at this level.



### *Timeliness*

For criminal cases, the highest proportion of cases completed within six months from lodgement was recorded by the Magistrate's Court (more than 90 per cent). The superior courts had a higher proportion of cases spanning longer than six months, reflecting the greater complexity of the cases handled. The highest overall level of timeliness was recorded by the Queensland Magistrate's Court — 98 per cent of cases were finalised within six months.

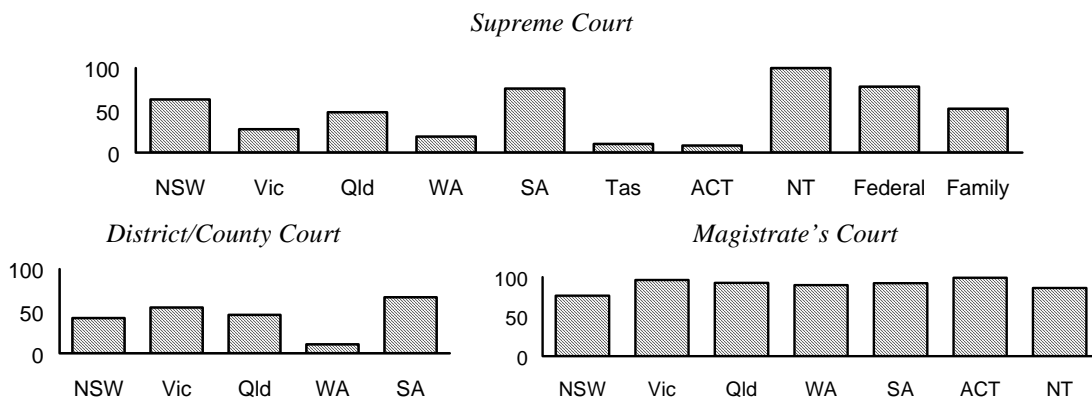
Criminal cases finalised within 6 months, 1995–96 (per cent)



Notes and sources: see Figure 12.4.

Completion times among civil cases reflected a similar trend. The timeliness of the Magistrate's Court level was greatest in Tasmania, followed by Victoria. Timeliness was more variable among the States at the District/County Court level, but was greatest in SA, followed by Victoria. At the Supreme Court level the NT had the highest rate of completion within 12 months.

Civil cases finalised within 12 months, 1995–96 (per cent)



Notes and sources: see Figure 12.5.

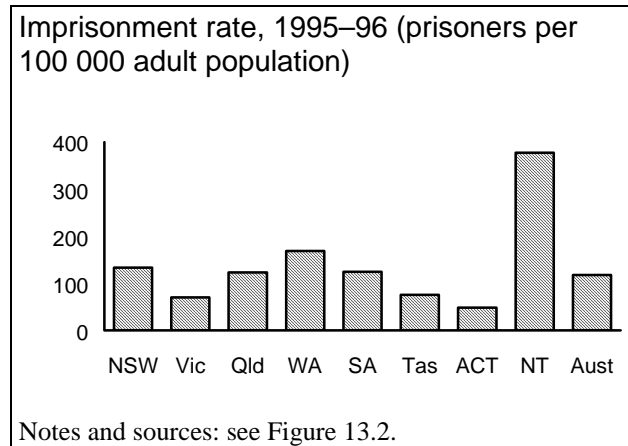
### 7.3 Corrective services

The focus in this Report was on the provision of adult corrective services — that is, prisons, community custody and community supervision — by both public and private providers. Inter-jurisdictional comparisons of corrective

services performance were limited by data deficiencies, and future work will focus on refining data definitions, clarifying categories within specific performance indicators, and other action to ensure greater comparability across all measures.

### *Imprisonment rates*

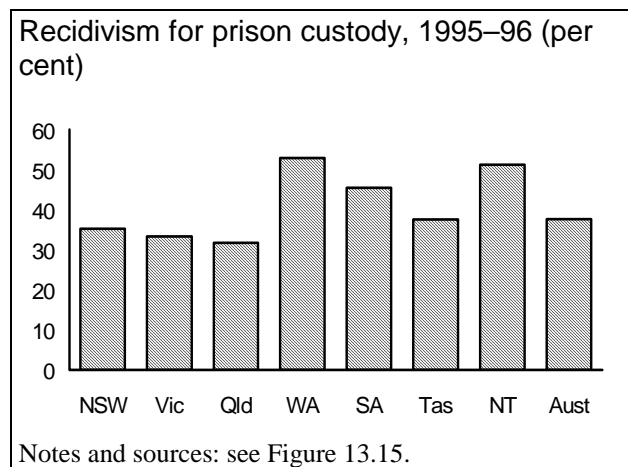
Imprisonment rates varied across jurisdictions. Total prisoner numbers per 100 000 adult persons were lowest in the ACT (49) and highest in the Northern Territory (377).



### *Recidivism*

Recidivism, (reoffending following release from prison) is an important indicator of the effectiveness of rehabilitation. In 1995–96 reoffending within two years of release ranged from 53 per cent in WA to 32 per cent in Queensland.

A wide range of factors outside the control of corrective services also impact on both the measured and real incidence of recidivism.



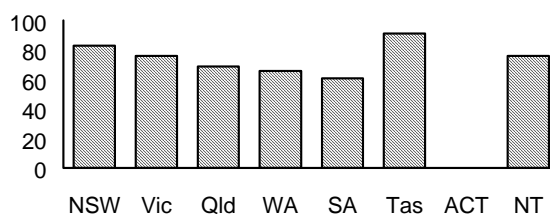
Such factors could include police arrests, court conviction rates and court sentencing practices. Given this, recidivism should also be considered as a measure of performance for the wider criminal justice system.

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### *Containment and supervision — completed for community supervision orders*

A performance indicator for community supervision is the completion rate for community supervision orders. Completion rates ranged from 91 per cent in Tasmania to only 61 per cent in SA.

Completed community supervision orders, 1995-96 (per cent)

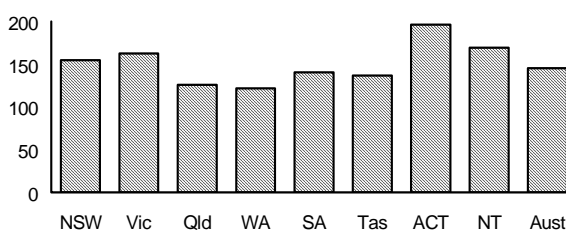


Notes and sources: see Figure 13.17.

### *Efficiency — cost per prisoner day*

Cost per prisoner per day, an important efficiency measure, varied widely from \$122 in WA to \$196 in the ACT. Differences in costs per prisoner might result from differences in the level of service provided, from environmental differences, or from differences in efficiency.

Cost per prisoner, 1995-96 (\$ per day)

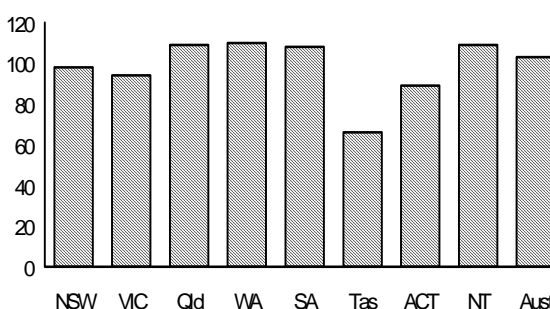


Notes and sources: see Figure 13.19

### *Utilisation*

Prison utilisation, a measure of how well assets are used, exceeded 100 per cent in Queensland, WA, SA and the NT, but were lowest in Tasmania. Prison utilisation is also a useful measure of crowding in prisons and therefore, of prisoner well being. It also reflects performance in system planning and management of investment in facilities.

Prison utilisation, 1995-96 (per cent)



Notes and sources: see Figure 13.22

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### *Future directions*

The growing involvement of private contracted providers highlights the need to measure the effectiveness and efficiency of complete systems rather than just a subset of providers. Improvements to the data collection will mean that these aspects are better measured in subsequent reports.

In particular, improvements will:

- refine existing indicators by clarifying current data definitions to improve comparability; and
- identify and develop a range of additional indicators to improve upon existing measures or to fill gaps in the current collection of nationally comparable data — for example, indicators which measure quality of life, containment and supervision, rehabilitation, offence based programs and reparations.