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**Suggestions:**

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

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# Foreword

The Report on Government Services was commissioned by Heads of Government (now COAG), to help improve the effectiveness and efficiency of government services. This is important to us all: everyone relies on government services at different stages of their life, and services are particularly important for the more disadvantaged members of society. Improving government services is also important economically. Governments spent over \$132 billion on the services covered in this year's Report, more than 70 per cent of their recurrent expenditure, equivalent to around 13 per cent of Australia's gross domestic product.

During 2008, COAG emphasised the importance of comparative performance reporting as part of its reform of Specific Purpose Payments. COAG has agreed to six new National Agreements, covering healthcare, education, skills and workforce development, affordable housing, disability and Indigenous reform. Five of these are associated with a Specific Purpose Payment providing funding to the states and territories. The National Agreements set out mutually agreed objectives, outputs, outcomes and performance indicators. Performance will be monitored by the COAG Reform Council and the Steering Committee has been tasked by COAG with providing performance data to the Council.

Many of the performance indicators in the National Agreements overlap with indicators in this Report. COAG has asked that Senior Officials and Heads of Treasuries undertake a review of the Report in 2009. The review will ensure that this Report and the National Agreements are appropriately aligned, and provide the opportunity to improve this Report's scope and processes.

As always, the production of this report relies on the participation 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 constitute the 'engine room' for this Report. I would also like to thank the many statistical bodies, including the ABS and AIHW, that provide invaluable advice and assistance. My thanks also to the Review Secretariat within the Productivity Commission, which supports the Steering Committee and working groups, and produces the Report.

Gary Banks  
Chairman

January 2009



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

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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
AAP	asthma action plan
AAT	Administrative Appeals Tribunal
ABS	Australian Bureau of Statistics
ACAM	Australian Centre for Asthma Monitoring
ACAP	Aged Care Assessment Program
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
ADR	Alternative Dispute Resolution
AEDI	Australian Early Development Index

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AFAC	Australasian Fire Authorities Council
AFP	Australian Federal Police
AGCCCS	Australian Government Census of Child Care Services
AGPAL	Australian General Practice Accreditation Limited
AGPN	Australian General Practice Network
AHCA	Australian Health Care Agreement
AHMAC	Australian Health Ministers' Advisory Council
AHMC	Australian Health Ministers' Conference
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
AJJA	Australasian Juvenile Justice Administrators
ALLS	Adult Literacy and Life Skills
ANTA	Australian National Training Authority
ANZPAA	Australia and New Zealand Police Advisory Agency
AODTS-NMDS	Alcohol and Other Drug Treatment Services National Minimum Data Set
AQF	Australian Qualifications Framework
AQTF	Australian Quality Training Framework
AR-DRG v 5.0	Australian refined diagnosis related group, version 5.0
ARHP	Aboriginal Rental Housing Program
ARIA	Accessibility and Remoteness Index for Australia

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ARO	Authorised Review Officer
ASGC	Australian Standard Geographical Classification
ASO	ambulance service organisation
ASOC	Australian Standard Offence Classification
ASSNP	‘Core Activity Need for Assistance’
ATSB	Australian Transport Safety Bureau
Aust	Australia
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard
BBF	Building a Better Future
BEACH	Bettering the Evaluation and Care of Health
CAA	Council of Ambulance Authorities
CACP	Community Aged Care Package
CAD	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
CCTR	child care tax rebate
CD-ROM	Compact Disc Read Only Memory
CDSMAC	Community and Disability Services Ministers’ Advisory Council
CFA	Country Fire Authority

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CHIP	Community Housing and Infrastructure Program
CI	confidence interval
CIS	Complaints Investigation Scheme
COAG	Council of Australian Governments
CPG	Court Practitioners Group
CRA	Commonwealth Rent Assistance
CRC	COAG Reform Council
CRS	Commonwealth Rehabilitation Services
CRS	Complaints Resolution Scheme
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
DEST	Department of Education, Science and Training
DET	Department of Education (NSW)
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

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DoCS	Department of Community Services (NSW)
DoHA	Department of Health and Ageing
DPIE	Department of Primary Industries and Energy
DSE	Department of Sustainability and Environment
DVA	Department of Veterans' Affairs
EACH	Extended Aged Care at Home
EACH-D	EACH Dementia
ECET	Early childhood, education and training
EMA	Emergency Management Australia
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
FNA	fine needle aspiration
FSO	fire services organisation
FTE	full time equivalent
FWE	full time workload equivalent
GDP	gross domestic product

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GP	general practitioner
GPA Accreditation <i>plus</i>	General Practice Australia ACCREDITATION <i>plus</i>
GPII	General Practice Immunisation Incentives Scheme
GSP	gross state product
GSS	General Social Survey
GST	goods and services tax
HACC	Home and Community Care
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-10	International Classification of Diseases and Related Health Problems Revision 10
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
ISO	International Organisation for Standardisation
ISS	Inclusion Support Subsidy

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JET	Jobs, Education and Training
JJNMDS	Juvenile Justice National Minimum Data Set
LBOTE	Language background other than English
LCL	lower confidence limit
LDC	long day care
LGCSA	Local Government Community Services Association of Australia
LMOs	local medical officers
LSAC	Longitudinal Study of Australian Children
MBI	Modified Barthel Index
MBS	Medicare Benefits Schedule
MCATSIA	Ministerial Council on Aboriginal and Torres Strait Islander Affairs
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MCVTE	Ministerial Council on Vocational and Technical Education
MFS	Metropolitan Fire Service
MHENMDS	Mental Health Establishments National Minimum Data Set
MHS	mental health services
MPS	multi-purpose services
na	not available
NAHA	National Affordable Housing Agreement
NAP	National Assessment Program
NAPLAN	National Assessment Program – Literacy and Numeracy

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NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NBCC	National Breast Cancer Centre
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
NCPASS	National Child Protection and Support Services data working group
NCSCH	National Cancer Statistics Clearing House
NCSIMG	National Community Services Information Management Group
NcSP	National Cervical Screening Program
NCVER	National Centre for Vocational Education Research
NEAT	Department of Natural Resources Environment and the Arts
NEHIPC	National E-Health Information Principal Committee
NESB	non-English speaking background
NHCDC	National Hospital Cost Data Collection
NHDC	National Health Data Committee
NHIMPC	National Health Information Management Principal Committee
NHMP	National Homicide Monitoring Program
NHMRC	National Health and Medical Research Council

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NHPAC	National Health Priority Action Council
NHPC	National Health Performance Committee
NHS	National Health Survey
NIDP	National Information Development Plan
NISC	National Industry Skills Committee
NMDS	national minimum data set
NMHS	National Mental Health Strategy
NNDSS	National Notifiable Diseases Surveillance System
no.	number
NOOSR	National Office of Overseas Skills Recognition
NP	National Partnership
np	not published
NPPs	National Partnership Payments
NQC	National Quality Council
NRCP	National Respite for Carers Program
NRF	National Reporting Framework
NSCSP	National Survey of Community Satisfaction with Policing
NSFATSIH	National Strategic Framework for Aboriginal and Torres Strait Islander Health
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

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NT	Northern Territory
NTES	National Territory Emergency Services
NTSC	National Training Statistics Committee
OCYFS	Office for Children, Youth and Family Support (ACT)
OECD	Organisation for Economic Co-operation and Development
OID	Overcoming Indigenous Disadvantage
OMP	other medical practitioners
OSHC	outside school hours care
OSHCQA	Outside School Hours Care Quality Assurance
PBS	Pharmaceutical Benefits Scheme
PC	Productivity Commission
PDF	Portable Document Format
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
PISA	Program for International Student Assessment
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

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RACGP	Royal Australian College of General Practitioners
RAV	Rural Ambulance Victoria
RCS	resident classification scale
RFDS	Royal Flying Doctor Service
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/TEC	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
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
SDAC	Survey of Disability, Ageing and Carers
SE	standard error
SEM	standard error of the mean

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SES	socioeconomic status
SES	State Emergency Services
SEWB	Social and Emotional Wellbeing
SIQ	standard Indigenous question
SLA	statistical local area
SMHWB	Survey of Mental Health and Wellbeing
SmR	standardised mortality ratios
SOMIH	state owned and managed Indigenous housing
SPPs	Specific Purpose Payments
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

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VDHS	Victorian Department of Human Services
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

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# Glossary

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

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

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

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

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

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

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

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

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

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

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# Terms of Reference

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

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

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

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

PART A

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# INTRODUCTION

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# 1 The approach to performance measurement

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## 1.1 Aims of the Review

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

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

The Report on Government Services, now in its fourteenth edition, is a tool for government. It has been used for strategic budget and policy planning, and for

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policy evaluation. Information in the Report has been used to assess the resource needs and resource performance of departments. It has also been used to identify jurisdictions with whom to share information on services.

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

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

In 2002, COAG asked the Steering Committee to prepare a regular report on key indicators of Indigenous disadvantage, as part of the COAG reconciliation commitment. The first edition of this report, *Overcoming Indigenous Disadvantage: Key Indicators 2003* (the Overcoming Indigenous Disadvantage Report) (SCRGSP 2003), was released in November 2003. The second edition of this report was released in July 2005 (SCRGSP 2005) and the third edition was released in July 2007 (SCRGSP 2007). The next edition is scheduled for release in July 2009.

The 2007 Overcoming Indigenous Disadvantage report is included on the CD-ROM that accompanies the Report on Government Services. All Overcoming Indigenous Disadvantage reports can be found on the Review web page ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)).

In contrast to the Report on Government Services, which focuses on the efficiency and effectiveness of specific 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: ‘headline’ indicators for the longer term outcomes sought; and a second tier of ‘strategic change indicators’ that are potentially responsive to government policies and programs in the shorter term.

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

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

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Generally, the services that governments deliver are largely concerned with:

- providing ‘public goods’,<sup>1</sup> including:
  - creating a legal framework that determines the rules for ownership of property and the operation of markets (for example, enforcing property rights, checking abuses of power and upholding the rule of law) — a framework that encompasses the work of the courts, police and corrective services agencies in maintaining law and order
  - managing adverse events, including the work of emergency services (such as fire and flood control) and some aspects of the health system
- enabling higher or more equitable consumption of services that governments consider to have particular merit or that generate beneficial spillover effects for the community.<sup>2</sup> Examples of such services include education, health services, ambulance services, community services and housing.

## **How governments deliver services**

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

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

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

Government services, including the services covered in this Report, are vital to the community’s wellbeing. Governments need to know whether their policies are

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

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

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

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

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

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

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

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

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Interjurisdictional comparisons also offer a level of accountability to customers or clients, who have little opportunity to express their preferences by ‘shopping’ elsewhere for those services.

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

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

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

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

## 1.4 Scope

This Report contains performance information on 14 service areas (box 1.1). These government services have two important features:

- their key objectives are common or similar across jurisdictions

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

- they make an important contribution to the community and/or economy.

**Box 1.1 Services covered in the 2009 Report**

**Early childhood, education & training**

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

**Justice**

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

**Emergency management**

- Fire and ambulance services (chapter 9)

**Health**

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

**Community services**

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

**Housing**

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

The services in the Report absorb a significant level of government expenditure. While not all data here relate to the same time period, the services in this 2009 Report accounted for approximately \$132 billion (figure 1.1), representing around 71.9 per cent of government recurrent expenditure<sup>4</sup> in 2007-08. (This is equivalent to about 12.8 per cent of gross domestic product.)

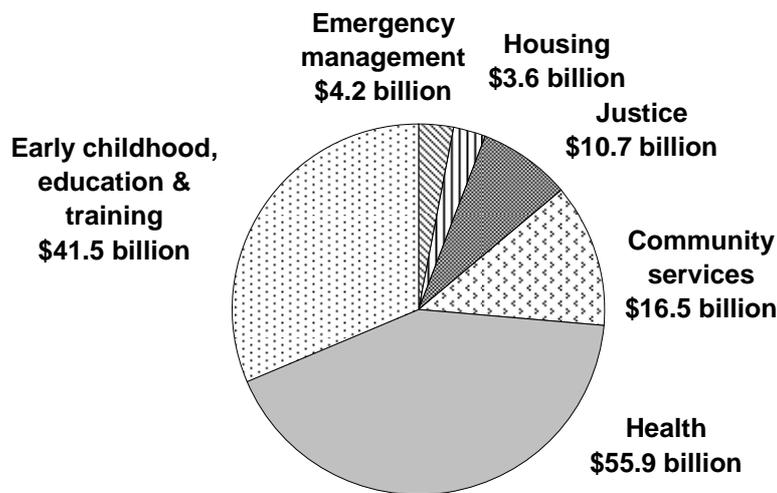
<sup>4</sup> General Government Final Consumption Expenditure, sourced from ABS *National Income, Expenditure and product, Australian National Accounts Cat. no. 5206.0.*

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

Figure 1.1 **Estimated government recurrent expenditure on services covered by the 2009 Report<sup>a, b, c, d, e</sup>**

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<sup>a</sup> Data for 2007-08 were not available for all services. Table 2.1 in chapter 2 indicates the latest year for which data are available for each service area. <sup>b</sup> Community services expenditure excludes juvenile justice. <sup>c</sup> The estimate for health expenditure includes only the health services discussed in the health chapters of the Report: public hospitals, primary and community health services, breast cancer screening and specialised mental health services. The estimate includes expenditures on the Pharmaceutical Benefits Scheme, Repatriation Pharmaceutical Benefits Scheme and dental services. <sup>d</sup> The Early childhood, education and training figure does not include higher education. <sup>e</sup> Data exclude user cost of capital.

Source: Various prefaces and chapters.

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

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

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

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

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

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

The focus of this Report is on the effectiveness and efficiency of government purchase or supply of specific services, rather than on general government income support. The Report thus covers aged care but not the aged pension, disability services but not disability pensions, and children's services but not family payments (although descriptive information on income support is provided in some cases). The impact of child care subsidies on the affordability of childcare services is

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

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

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

### Guiding principles

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

- *A focus on outcomes* — performance indicators should focus on outcomes from the provision of government services, reflecting whether service objectives have been met.
- *Comprehensiveness* — the performance indicator framework should be comprehensive, assessing performance against all important objectives.

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

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

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

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### Box 1.3 **Benchmarking**

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

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

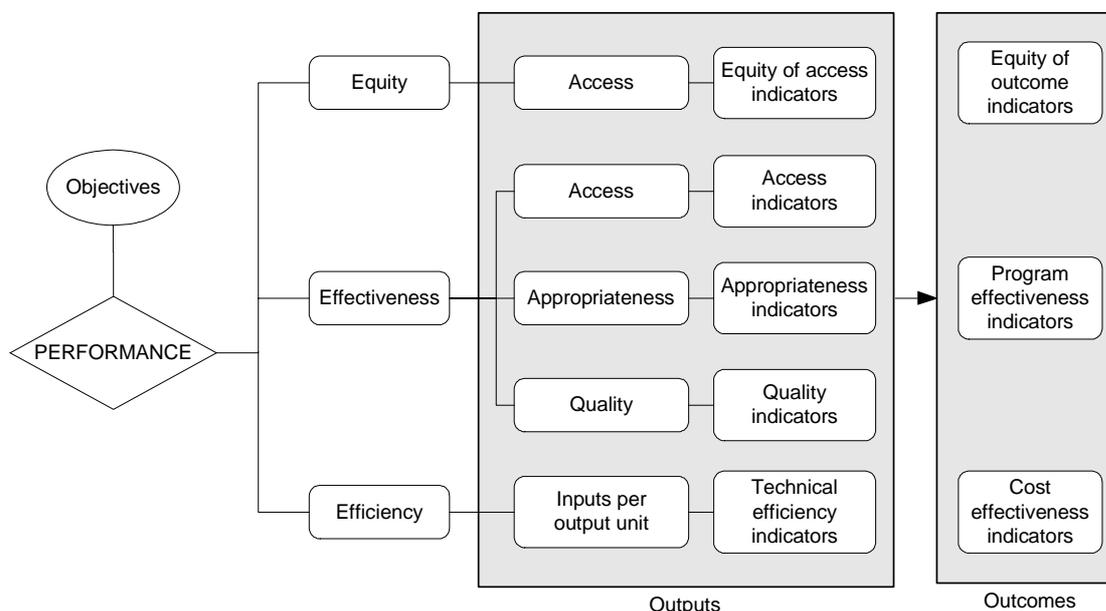
- deciding why, when, and what to benchmark
- analysing plans and performance (reviewing objectives and identifying performance indicators and own performance)
- establishing benchmarking partners
- obtaining performance data and analysing differences in performance
- identifying best practice and the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

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

## **The performance indicator framework**

The Report's general performance 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.

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



*The service process*

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

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

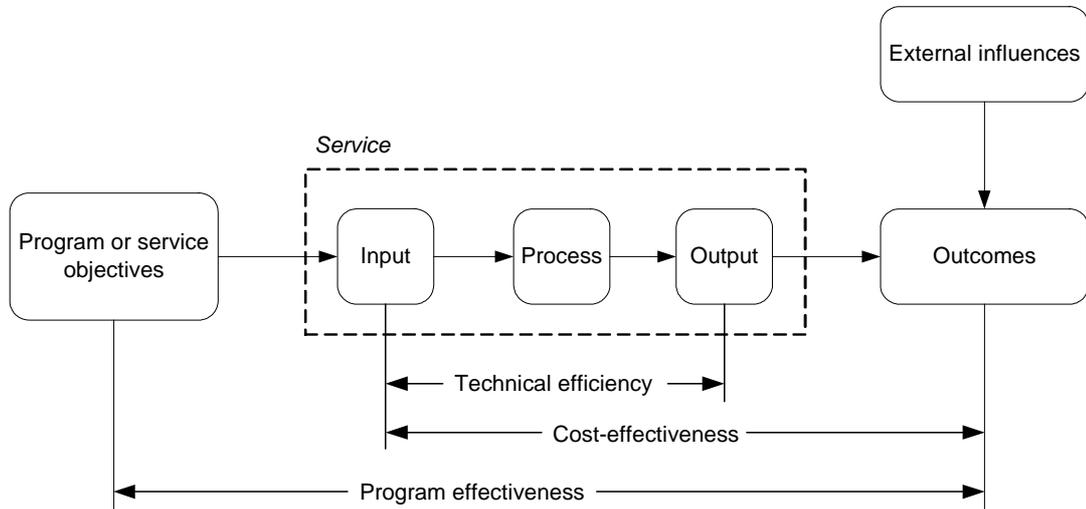
The impact of these outputs on individuals, groups and the community are the outcomes of the service. In this Report, the rate at which resources are used to generate outcomes is referred to as ‘cost effectiveness’. Often, outcomes (and to a lesser extent, outputs) are influenced by factors external to the service. Figure 1.3 distinguishes between program efficiency and program effectiveness, and notes the influence of factors external to a service.

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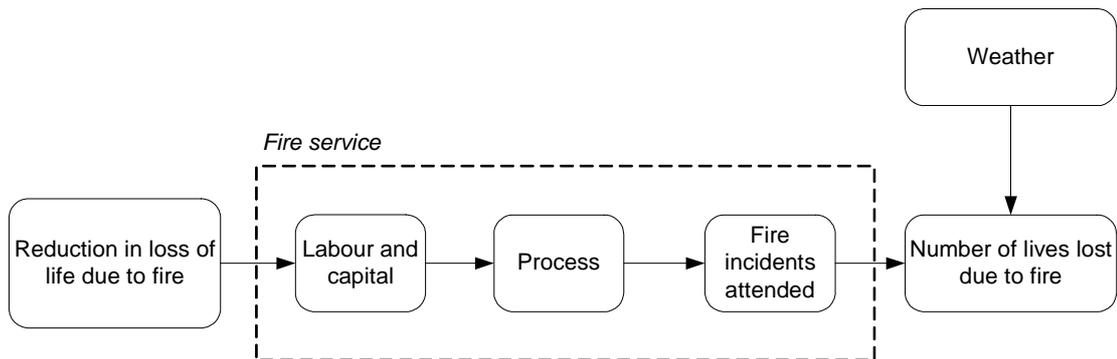
Figure 1.3 **Service process**

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**Example: general model**



**Example: fire services**



*Objectives*

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

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### *Distinguishing outcomes and outputs*

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

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

The approach in the Report is to:

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

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

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

### *Equity, effectiveness and efficiency*

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

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

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

### *Equity*

The term ‘equity’ has a number of interpretations, which are discussed in box 1.4. Equity indicators in this Report measure how well a service is meeting the needs of certain 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 service outcomes.

#### **Box 1.4 Equity**

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

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

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

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

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

- language or literacy proficiency
- gender

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

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

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

The Report often uses the proportion of each target group in the broader community as a point of comparison when examining service delivery to special needs groups. This approach is reasonable 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 who may qualify for services for people with a disability).

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

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

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

### *Effectiveness*

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

### *Access*

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

### *Appropriateness*

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

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

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## *Quality*

Quality indicators reflect the extent to which a service is suited to its purpose and conforms to specifications. Information about quality is particularly important 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 Report focuses on technical (or productive) efficiency. Technical efficiency indicators measure how well services use their resources (inputs) to produce outputs for the purpose of achieving desired outcomes. Government funding per unit of output delivered is a typical indicator of technical efficiency — for example, recurrent funding per annual curriculum hour for vocational education and training.

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Comparisons of the unit cost of a service are a more meaningful input to public policy when they use the full cost to government, accounting for all resources consumed in providing the service. Problems can occur when some costs 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 a disability).

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

## **Variation to the general framework**

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

### *Health*

The performance framework for health services in this Report reflects both the general Review framework and the National Health Performance Framework (see the Health preface). It differs from the general review framework in two respects. First, it includes four subdimensions of quality — safety, responsiveness, capability and continuity — and, second, it includes an extra dimension of effectiveness —

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sustainability:

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

### *Emergency management*

The ambulance event framework is based on the performance framework for health services. The fire and road rescue event frameworks are based on the widely accepted 'comprehensive approach' to classifying the key functions common to emergency service organisations in managing emergency events. Outputs in the emergency event frameworks are grouped according to the following groupings:

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

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## 1.6 Using the data in this Report

### Data comparability

For each service, the performance indicator framework 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 may resolve them in many cases. For example, payroll tax exemption has a material influence on the comparability of unit cost indicators, and cost data are adjusted in most chapters to account for payroll tax (SCRCSSP 1999).

### Validation

Data contained in this Report vary in the extent to which they have been reviewed or validated. At a minimum, all data have been signed off by the contributor and subjected to peer review by the working group for each service. Some data are 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 fashion might have had fewer opportunities to undergo rigorous validation.

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

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Report provides an opportunity for the data to be improved over time. Publication increases scrutiny of the data and encourages timely improvements in data quality.

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

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

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

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

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

## **1.7 Related performance measurement exercises**

### **Reform of Specific Purpose Payments**

In December 2007, COAG agreed to reform Specific Purpose Payments (SPPs) (COAG 2007). SPPs are financial agreements between the Australian Government

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and State and Territory governments, involving a contribution by the Australian Government to the funding of services which are considered a joint Australian and State and Territory government responsibility. SPPs are relevant to many of the services covered in this report, frequently defining the respective roles of the Australian and State and Territory governments, determining financial arrangements and underpinning national data collections.

At its 29 November 2008 meeting, COAG agreed to six new National Agreements (National Healthcare Agreement, National Education Agreement, National Agreement for Skills and Workforce Development, National Affordable Housing Agreement, National Disability Agreement and the National Indigenous Reform Agreement) (COAG 2008b). Five of these Agreements are associated with a National SPP that can provide funding to the states and territories for the sector covered by the National Agreement. As part of the COAG reforms, over 90 SPPs have been revised down to these five SPPs, covering schools, vocation education and training, disability services, healthcare and affordable housing.

Under these reforms, each National Agreement contains the objectives, outcomes, outputs and performance indicators for each sector, and clarifies the respective roles and responsibilities that will guide the Commonwealth and the States and Territories in the delivery of services. The performance of all governments in achieving mutually agreed outcomes and benchmarks specified in each National Agreement will be monitored and assessed by the COAG Reform Council (CRC). The Steering Committee has been requested by COAG to provide the SPP performance information to the CRC (COAG 2008a).

The National Agreements/SPPs will be supplemented by three types of National Partnerships (NPs): project, facilitation, and reward agreements. Funding for NPs may be conditional on states and territories meeting agreed performance benchmarks.

The Steering Committee will ensure that this Report reflects the COAG priorities identified in the performance reporting frameworks for each National Agreement, associated SPP and any relevant NPs.

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

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

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

## **Performance monitoring in other countries**

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

### *OECD*

The OECD Factbook provides a global overview of major economic, social and environmental indicators. Data are provided for all OECD member countries and for selected non-member economies. The information is outcome focused, and is not linked to specific service delivery agencies. The 2008 Factbook’s special focus was on productivity — how efficiently production inputs, such as labour and capital, are being used (OECD 2008).

### *United Kingdom*

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

### *New Zealand*

The New Zealand Ministry of Social Development produces an annual *Social Report*, which provides information on the health and well-being of New Zealand society. Indicators are used to measure levels of wellbeing, to monitor trends over time, and to make comparisons with other countries. A web site provides data for social report indicators by regional council and territorial authority areas. The

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Social Report covers nine ‘domains’ — unlike this Report, these domains do not directly reflect specific service areas (although there is sometimes a broad connection). A limited number of high level indicators are presented for each domain, but there is no attempt to comprehensively address the full range of objectives of any specific government service (Ministry of Social Development 2007).

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## 2 Recent developments in the Report

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### **2.1 Developments in reporting**

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

Enhancements to the Report fall into two categories:

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

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## Improvements in reporting for the 2009 Report

### *Early childhood, education and training*

The major improvements to chapter 3 ('Children's services') this year include:

- measure and data for 'Indigenous preschool attendance' are reported for the first time
- new indicator, measure and data are reported for 'Australian Government expenditure per child attending approved children's services'
- measure of 'Family needs' has been defined as the proportion of all children in formal care, whose parents were seeking additional formal care for work related reasons. Data for this measure are anticipated to be reported in the 2010 Report.

Additional improvements to the 2009 Report include a change in the calculation of child care service costs from 'average child care fees' to 'median child care fees', and the inclusion of a matrix showing basic information on child care and preschool education programs (such as agency responsibility, program names and starting ages) across State and Territory governments.

This year, chapter 4 ('School education') has been enhanced by including:

- student attendance data on year 1 to year 10 students, 2007
- national assessment data on year 6 students achieving at or above the proficiency standard for scientific literacy, 2006
- 15 year old students achieving at or above level 3 on the international scientific literacy assessment, 2006
- year 4 and year 8 students achieving at or above the intermediate international level in mathematics achievement, 2006-07
- year 4 and year 8 students achieving at or above the intermediate international level in science achievement, 2006-07
- national assessment data on year 6 and year 10 students achieving at or above the proficiency standards for information and communication technologies literacy, 2005.

In addition, the scope of the measure on school participation has been expanded to include data on part time students and students aged 14 years (previous scope was full time students aged 15 years to 19 years). Data have also been provided for the first time for Indigenous learning outcomes by geolocation by State and Territory (for 2006 and 2007). (National level data for 2005 were included in the 2008 Report.)

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

- reporting of participation in certificate level III qualifications and above (high level qualifications), by target age groups
- reporting of VET and TAFE graduates who improved their employment circumstances after training, by Indigenous status
- reporting of TAFE graduates who improved their employment circumstances after training, by selected target groups.

### *Justice*

Development work continues in chapter 7 ('Court administration'). No significant improvements were introduced in this Report.

The major improvements to chapter 6 ('Police services') this year include:

- the addition of descriptive data for operational and non-operational police staff per 100 000 people (in the profile section)
- comparable and complete data for 'Proportion of lower court cases resulting in a guilty plea' indicator (in the Judicial services outcomes section).

This year chapter 8 ('Corrective services') has been enhanced to include the reporting of age standardised imprisonment rates for Indigenous and non-Indigenous prisoners, along with the previously reported crude rates.

### *Emergency management*

Major improvements to chapter 9 ('Emergency management') this year include:

- information and data on the estimated value of volunteers to State and Territory Emergency Services
- data on community first responders
- a revised ambulance performance indicator framework covering nine additional ambulance performance indicators (and retaining all previous indicators)
- reporting upon four of the new ambulance performance indicators:
  - volunteer response locations
  - availability of ambulance officers/paramedics
  - workforce by age group
  - staff attrition

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- complete data for the cardiac arrest survived event rate indicator (previously data were unavailable for some jurisdictions)
  - comparable data for the level of patient satisfaction (previously data were classified as not directly comparable).

### *Health*

Development work continues in chapter 10 ('Public hospitals'). No significant improvements were introduced in this Report.

Major improvements to chapter 11 ('Primary and community health') this year include:

- data are reported for the first time against the indicator 'management of asthma'
- data are reported for a new measure of the indicator 'management of diabetes'.

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

- the inclusion of data from the Australian Bureau of Statistics' (ABS) *2007 National Survey of Mental Health and Wellbeing* on the following:
  - the prevalence of mental illnesses/disorders
  - the participation of people with mental illnesses/disorders in the labour force, employment and study
  - the use of services for mental health by people with mental illnesses/disorders
- the reporting of data on the proportion of the population receiving clinical mental health care
- reporting of expenditure on community-based services as a proportion of total spending on mental health services (a replacement measure for recurrent expenditure on stand-alone psychiatric hospitals as a proportion of total expenditure on mental health services). This change reflects the progress that has been made toward reforms recommended under the National Mental Health Strategy
- the inclusion of data for the following mental health indicators for the first time:
  - 'rates of community follow up for people within the first seven days of discharge from hospital'
  - 'readmissions to hospital within 28 days of discharge'.

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### *Community services*

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

- inclusion of data reflecting the Aged Care Funding Instrument (ACFI), which commenced in March 2008 and which will gradually replace the Resident Classification Scale (RCS). ACFI and RCS subsidy data now include the Conditional Adjustment Payment
- inclusion of numbers of clients for key aged care programs, in addition to existing data on the numbers of operational places and rates of service provision per 1000 of target populations
- inclusion of data relating to Department of Veterans' Affairs community nursing services for veterans
- inclusion of an additional category of experimental expenditure data, for State and Territory expenditure on non-home and community care (HACC) post acute packages of care
- inclusion of the results of the most recent round of appraisals of HACC agencies, for the indicator 'compliance with service standards for community care'
- inclusion of a new measure for the indicator 'complaints', reflecting the introduction of the Complaints Investigation Scheme
- reporting for the first time the outcome indicator 'maintenance of individual functioning', with data from the Transition Care program.

Significant improvements to chapter 14 ('Services for people with a disability') in this year's Report include:

- additional measures for the 'Service use by special needs groups' indicator on access to community support, community access and respite services by country of birth and geographic location
- experimental estimates for the 'Service use by special needs groups' measures that are derived using 'potential populations' to account for differences in the need for services across the relevant groups
- data on the participation of people with profound and severe core activity limitations in various social/community activities, by their perceived level of difficulty with transport
- data on access to public housing, by 'core activity need for assistance' status
- data on access to health services, by disability status.

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

- a national performance indicator framework for juvenile justice services is reported for the first time and the juvenile justice section has been redeveloped
- inclusion of an aggregate matrix listing the relevant department in each State and Territory with responsibility for protection and support services
- two new 'response time' indicators of the effectiveness of child protection services
- data for seven jurisdictions on indicative unit costs (program dollars per placement day) for out-of-home care services.

### *Housing*

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

- restructuring of the performance indicator framework sections of the chapter for each service area
- complete unit record data were sourced from all jurisdiction administrative systems for the first time for a number of data items. This increases the quality and comparability of data and includes dwelling counts in major cities, inner regional, outer regional, remote and very remote areas at 30 June 2008. The number of community housing providers at 30 June 2008 was also sourced from jurisdiction administrative systems.

## **2.2 Gaps in reporting**

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

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

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- 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 may be scope to improve the appropriateness or quality of 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 Report: timeliness of data; comparability of data; changes to administrative data collections; full costing of government services; and reporting of data for special needs groups.

### Timeliness

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

- The ABS *Child Care Survey* is conducted every three years. The results from the 2005 survey were reported in the 2007 and 2008 Report and are included again this year.
- The most recent police services data on reporting rates is from 2005 for the 2009 Report. These data are sourced from the ABS national crime and safety survey which is currently conducted every three years.
- 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 currently conducted approximately every three years. The most recent data available are for 2004-05.
- Data on the ‘interval cancer rate’ 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.

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- All data for specialised mental health services are provided one year in arrears (that is, 2006-07 data for the 2009 Report).
  - Data for users of specialist disability services are provided one year in arrears (that is, 2006-07 data for the 2009 Report).
  - For public housing, community housing and state owned and managed Indigenous housing (SOMIH), the ‘amenity/location’ and ‘customer satisfaction’ survey collections are conducted biennially. For community housing, the most recent data for ‘average turnaround time’ were for 2004-05 and the ‘net recurrent cost per dwelling’ and ‘total rent collected as a proportion of total rent charged’ data are collected one year in arrears and so reported for 2006-07. Data for Indigenous community housing are one year in arrears. Data for ‘proportion of households paying 25 per cent or more of their income on rent’ affordability indicator are for 2006.

**Table 2.1 Time period of reported performance results, 2009 Report**

<i>Service area/indicator framework</i>	<i>2005 or 2005-06</i>	<i>Previous year (2006 or 2006-07)</i>	<i>Current year (2007 or 2007-08)</i>
<b>Early childhood education and training</b>			
Early childhood, education and training preface		Government expenditure; higher education participation by equity groups; literacy and numeracy skills of 15-74 year olds	All others
Children's services	2005 <i>Child Care Survey</i> data	AGCCCS (selected); Hospital separations	Australian Government AGCCCS replacement (selected); All others
School education	VET in schools; ICT literacy outcomes	School expenditure; Science outcomes	All others
VET		Number of VET qualifications completed	All others
<b>Justice</b>			
Police services		Victims of homicide; Reporting rates for selected major offences; Estimated total victims of crime; Land transport hospitalisations; Outcomes of court cases (lower and higher court cases)	All others
Court administration			All
Corrective services			All
<b>Emergency management</b>			
Fire events		Fire deaths; Fire injuries	All others
Ambulance events			All
Road rescue events			All
<b>Health</b>			
Public hospitals	Nursing workforce	All others	Safety; Patient satisfaction
Maternity services	Indigenous and non-Indigenous fetal neonatal and perinatal death rates	All others	Caesareans and Inductions for selected primiparae; Vaginal delivery following previous primary caesarean; Apgar scores
Primary and community health <sup>a</sup>		Availability of public dentists; 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

(Continued on next page)

**Table 2.1 (Continued)**

<i>Service area/indicator framework</i>	<i>2005 or 2005-06</i>	<i>Previous year (2006 or 2006-07)</i>	<i>Current year (2007 or 2007-08)</i>
Breast cancer <sup>b</sup>		Cost per separation by diagnosis related group; Mortality rate for breast cancer	All others
Mental health		All	
<b>Community services</b>			
Aged care services		Proportion of long term separations for aged care patients in public hospitals; Number of residents per room; Aged care assessment unit costs	All others
Services for people with a disability		Service users, some outcome indicator measures <sup>c</sup>	All others
Child protection and out-of-home care		Substantiation/resubstantiation	All others
Juvenile justice		Average rates of detention and average population in juvenile detention	Supervision in community and detention centres
SAAP		All others	Financial data
<b>Housing assistance</b>			
Public housing			All
State owned and managed Indigenous housing			All
Community housing		Net recurrent cost per dwelling; Rent collection rate	All others
Indigenous community housing		All	
Commonwealth Rent Assistance			All

AGCCCS = Australian Government Census of Child Care Services. SAAP = Supported Accommodation Assistance Program. ICT = Information and communication technologies. <sup>a</sup> Asthma management data are from a survey conducted around every three years. The most recent available data are from the 2004-05 survey. <sup>b</sup> 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 2004. <sup>c</sup> Measures based on ABS data from the 2006 General Social Survey and 2006 Census.

## Comparability of data

Data are generally considered to be directly comparable when definitions, counting rules and the scope of measurement are consistent and the sample size is large enough to be statistically reliable (explained in chapter 1). Performance indicator framework diagrams in each chapter are shaded to reflect indicator comparability. Table 2.2 summarises the proportion of performance indicators in each service area with comparable data. Community housing (20 per cent), child protection and out-of-home care (23.5 per cent), maternity services (30 per cent) and emergency

management (31 per cent) have the smallest proportions of indicators reported on a comparable basis.

**Table 2.2 Indicators reported on a comparable basis, 2009 Report**

<i>Service area/indicator framework</i>	<i>Indicators with data reported</i>	<i>Indicators reported on a comparable basis</i>	<i>Proportion comparable (per cent)</i>	<i>Change since last year in number reported on a comparable basis</i>
<b>Early childhood, education and training</b>				
Children's services	19	13	59.0	+1
School education	17	11	64.7	+1
VET	14	11	79.0	–
<b>Justice</b>				
Police services	21	16	76.0	+1
Court administration	6	3	50.0	–
Corrective services	11	10	90.9	–
<b>Emergency management</b>				
Fire events	10	2	20.0	–
Ambulance events	9	1	11.0	+1
Road rescue events	2	–	–	–
<b>Health</b>				
Public hospitals	15	6	40.0	–
Maternity services	10	3	30.0	–
Primary and community health	25	25	100.0	+4
Breast cancer	11	7	64.0	–
Mental health	10	4	40.0	–
<b>Community services</b>				
Aged care services	15	13	86.7	+1
Services for people with a disability <sup>a</sup>	12	6	50.0	-1
Child protection and out-of-home care	17	4	23.5	–
Juvenile justice <sup>b</sup>	na	na	na	..
SAAP	16	12	75.0	–
<b>Housing</b>				
Public housing	11	11	100.0	–
State owned and managed Indigenous housing	11	11	100.0	–
Community housing	10	2	20.0	–
Indigenous community housing	7	4	57.0	–
Commonwealth Rent Assistance	10	9	90.0	–

SAAP = Supported Accommodation Assistance Program. <sup>a</sup> Updated data were not available for one indicator that was included in the 2008 Report and this has led to a decrease in the number of comparable indicators reported. <sup>b</sup> The Juvenile Justice performance indicator framework has been included for the first time in the 2009 Report. Data are not yet available for reporting against this framework. **na** Not available. **..** Not applicable. **–** Nil or rounded to zero.

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## Changes to administrative data collections

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

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

### *Justice*

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

### *Juvenile justice*

The Australian Institute of Health and Welfare (AIHW) has developed a NMDS for juvenile justice. The fourth report of the juvenile justice NMDS covers the period 2006-07 and was released in August 2008.

A performance indicator framework for juvenile justice services has also been developed, and is included for the first time in this Report.

### *Children's services*

An NMDS for children's services has been developed, which provides a framework for collecting a set of nationally comparable data for child care and preschool services. The NMDS was developed by the AIHW, under the guidance of the Children's Services Data Working Group (CSDWG). The CSDWG was established

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by the National Community Services Information Management Group, a subgroup of the Community and Disability Services Ministers' Advisory Council (CDSMAC). The AIHW has published the final report on the development of the NMDS. CDSMAC has funded a feasibility study into implementation of this set of data elements and this project is currently underway.

The Australian Government Census of Child Care Services (AGCCCS) was discontinued following the 2006 AGCCCS. Replacement data for 2008 have been provided from Australian Government administrative sources for most performance indicators requiring these data. An alternative data collection is yet to be identified for the remaining indicators.

### *Aged care services*

The ACFI which determines the level of subsidy paid to residents of aged care facilities, will gradually replace the RCS, from 20 March 2008. The 2009 Report includes data for both ACFI and RCS.

Data reflecting the new complaints scheme — the Complaints Investigation Scheme — have replaced data for the previous scheme (the Complaints Resolution Scheme).

## **Costing of services**

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

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

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

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

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- reporting non-government sourced revenue.

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

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

### *Superannuation*

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

**Table 2.3 Progress of unit cost comparability, 2009 Report**

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

SAAP = Supported Accommodation Assistance Program. ✓ = Majority of jurisdictions have included this item or reported it separately, or have included it on an accrual basis. x = Majority of jurisdictions have not included or reported this item, or not included it on an accrual basis. <sup>a</sup> Accrual: the majority of jurisdictions have reported in accrual terms for the data in the 2009 Report. Transition: the majority of jurisdictions have not reported on either a pure cash or accrual basis. <sup>b</sup> Costs comprise mostly Australian Government transfer payments to private service providers or households. <sup>c</sup> Costs comprise mostly Australian Government transfers to individuals as part of their social security or family assistance payments. There is no separate appropriation for the Rent Assistance component of these payments and reported expenditure is based on a cash accounting regime. ..Not applicable.

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## *Payroll tax*

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

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

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

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

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

## *Capital costs*

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

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

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

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

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

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

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

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

### *Other costing issues*

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

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

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

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

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

## **Reporting for special needs groups**

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

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

### *Indigenous Australians*

In May 1997, the (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.

Since 2003, the Steering Committee has compiled all of the data items on Indigenous Australians included in the Report on Government Services into a separate Indigenous compendium. The most recent compendium (of data from the 2008 Report) was released in April 2008 (SCRGSP 2008). A compendium of Indigenous data from this Report will be released in mid-2009.

### *COAG report on Indigenous disadvantage*

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

### *Data collection issues concerning Indigenous Australians*

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

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

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

The Ministerial Council on Aboriginal and Torres Strait Islander Affairs (MCATSIA) established a working party to develop an Indigenous Demographics paper to identify methodological issues in Indigenous data collections, outline how these are being addressed and identify any remaining gaps. The findings are presented in a paper entitled *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 Dr John Taylor at the CAEPR.

This research activity commenced in late 2007 and is constructed around four projects:

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

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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 Chair of the WGIR has written to the Chairman of the Steering Committee, requesting that the Review work with the WGIR to align the WGIR framework with the OID framework. At its 29 November 2008 meeting, COAG agreed to a revised framework for the OID report that is aligned with the COAG targets (COAG 2008). This alignment will ensure that the OID continues to reflect COAG's priorities in Indigenous reform. The Steering Committee will also ensure that any relevant WGIR/OID indicators are reflected in indicator frameworks in the Report on Government Services.

The Review will draw on these initiatives in future reports.

**Table 2.4 Reporting of at least one data item on Indigenous Australians, 2009 Report**

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

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

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

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

Reporting data on rural and remote communities is complicated by the number of classification systems that exist. The chapters on VET, emergency management, aged care services, disability services, children's services and housing 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 Review report data on the performance of governments in providing services to people from a non-English speaking background. Table 2.6 indicates which services have reported at least one performance indicator for all jurisdictions.

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

**Table 2.5 Reporting of at least one data item on rural and remote communities, 2009 Report**

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

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

**Table 2.6 Reporting of at least one data item on people from a non-English speaking background, 2009 Report**

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

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

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## 2.4 'Cross-cutting' issues

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

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

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

- 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'), with mortality rates being influenced by education, public health, housing, primary and community health, and hospital services (as well as external factors)
- potentially preventable hospitalisations (chapter 11) — for example, effective primary and community health services can make it less likely that people with asthma or diabetes will require hospitalisation due to these conditions
- the proportion of general practitioners with links to 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

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- long term aged care in public hospitals (chapter 13)
  - younger people with a disability residing in residential aged care facilities (chapter 14)
  - community services pathways and 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 services (chapter 15) and other forms of housing assistance reported in the Housing chapter (chapter 16), particularly housing funded under the Crisis Accommodation Program.

### *Counter-terrorism*

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

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

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

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

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

## 2.5 Related Review projects

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

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

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

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

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

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

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

and one (SCRCSSP 1998b) that covers:

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

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

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

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

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

## 2.6 References

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PART B

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EARLY CHILDHOOD,  
EDUCATION AND TRAINING

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# 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 themselves are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/qsp](http://www.pc.gov.au/qsp)>.

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).

The following chapters of this Report cover child care (including outside school hours care) and preschools (chapter 3), school education (chapter 4), and VET (chapter 5). References are made to information contained in other parts of this Report, such as chapters and related attachment tables. Reference to specific figures, boxes, and tables are prefixed accordingly (for example 'Box 3.1' is in chapter 3, being the Children's services chapter, while 'Box B.1' is in this preface).

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

- universities (although some information is included in this preface where necessary to provide a complete picture)
- 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 listed here reflect the latest period concerned for this Report (2007-08 for children's services, 2006-07 for school education, and 2007 for VET).

- The objectives of children's services are to meet the care, education and development needs of children in a safe and nurturing environment, to provide support for families in caring for their children, and to provide these services 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), include a focus on developing the capacities and talents of all young people so they have the necessary knowledge, understanding, skills and values for a productive and rewarding life.
- The objectives of VET services, as reflected in the national strategy for VET 2004–10 (box 5.3), include a focus on providing industry with a highly skilled workforce to support strong performance in the global economy; making employers and students the centre of VET; strengthening communities and regions economically and socially through learning and employment; and providing opportunities for Indigenous Australians to acquire skills to access viable employment.
- The objectives of higher education services, as reflected in the *Higher Education Support Act 2003*, include contributing to the development of cultural and intellectual life in Australia, and appropriately meeting Australia's social and economic needs for a highly educated and skilled population.

Australian governments view early childhood development, education and training as key means to improve economic and social outcomes, as well as to improve the

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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 boost workforce participation by 0.7 percentage points, and productivity by up to 1.2 per cent by 2030 (PC 2006). This corresponds to an increase in gross domestic product (GDP) of around 2.2 per cent, or around \$25 billion in today's dollars.

In March 2008, the Council of Australian Governments (COAG) committed to a comprehensive new reform agenda, including a focus on improving productivity. The COAG Productivity Agenda includes early childhood development, schooling, and skills and workforce development (COAG 2008b). Developments under the COAG Productivity Agenda are discussed in more detail in the Future Directions section of this preface.

## **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 for 2007 are outlined in boxes B.1 and B.2 respectively.

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### **Box B.1 Australian Government's roles and responsibilities**

Australian Government's roles and responsibilities include:

- paying Child Care Benefit (CCB) to families using approved child care services or registered care
- paying Child Care Tax Rebate (CCTR) to eligible families using approved child care services
- funding the National Childcare Accreditation Council (NCAC) to administer quality assurance systems for child care services
- funding some providers of children's services and other organisations to provide information, support and training to providers of children's services
- providing funding to non-government schools and to State and Territory governments for government schools, to support agreed priorities and strategies
- providing funding to states and territories to support the delivery of VET programs and services, and support for VET infrastructure
- being the primary funding source for, and developer of policy related to, the higher education sector
- providing financial assistance for students.

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

State and Territory governments' roles and responsibilities include:

- general responsibility for preschool services
- standard setting, and licensing and monitoring children's services providers, including complaints management
- 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 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

(Continued on next page)

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**Box B.2 (Continued)**

- providing the legislative framework in which child care services are provided
- regulating both government and non-government school activities and policies
- determining school curricula, course accreditation, student assessment and student awards for both government and non-government schools
- administering and delivering school education and VET in government schools
- administering and funding Technical and Further Education (TAFE) institutes for the delivery of VET programs and services
- funding other registered training organisations for the delivery of VET programs and services, including community education providers and private providers
- regulating the delivery of VET services, including conducting quality audits, coordinating the registration of training organisations and managing the accreditation of nationally recognised education and training programs
- responsibility for legislation relating to the establishment of universities and the accreditation of higher education courses.

## **Expenditure**

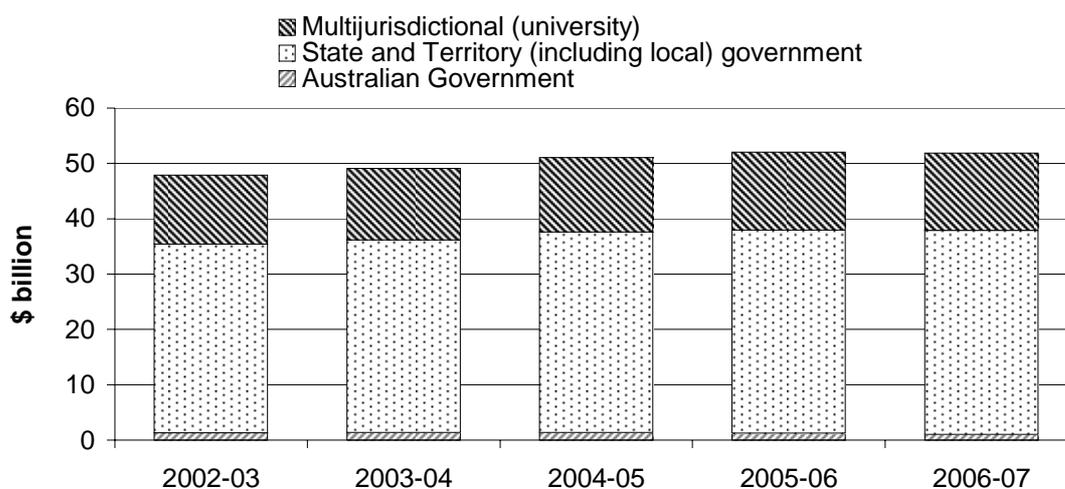
The Australian Government and State and Territory governments fund government and non-government providers to deliver child care, preschool, school education and VET services. Government providers include preschools, government schools (primary and secondary), TAFE institutes, and universities. Non-government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

In 2006-07, total government operating expenses net of transfers (transfers or transactions between different levels of government) for preschool, school education, VET and higher education was \$51.9 billion for all governments (figure B.1), and total recurrent expenditure for child care services was \$2.5 billion (table BA.1).

In 2006-07, operating expenditure (net of transfers) for preschool, school education, VET and higher education was \$1.0 billion for the Australian Government, \$36.9 billion for State, Territory and local government and \$14.0 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 (2006-07 dollars)<sup>a, b, c</sup>**



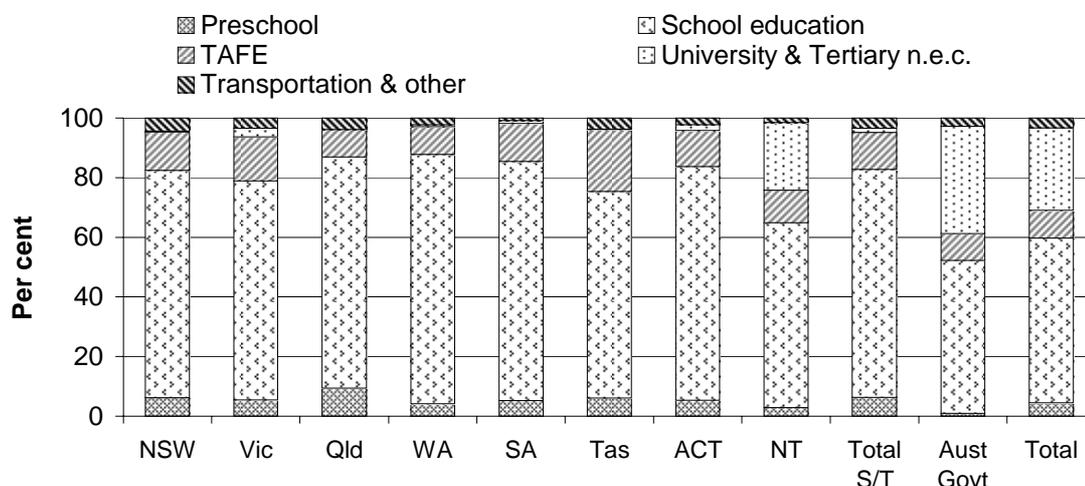
<sup>a</sup> Based on accrual operating expenses for education. <sup>b</sup> The ABS provided nominal figures. Real expenditure was calculated from these figures based on the ABS GDP price deflator (2006-07 = 100) (table AA.26).

<sup>c</sup> Excludes expenditure on child care services.

Source: ABS (2008d) unpublished Government Finance Statistics; State and Territory governments (unpublished); table BA.2.

Of the combined \$51.9 billion total government expenditure on ECET in 2006-07 (excluding child care), schools accounted for the highest proportion (55.2 per cent), followed by universities (27.5 per cent), TAFE institutes (9.4 per cent), and preschool (4.5 per cent) (figure B.2). School education (primary and secondary) received the largest proportion of State and Territory government expenditure (76.5 per cent), TAFE received 12.4 per cent, and preschool received 6.3 per cent (figure B.2).

Figure B.2 **Government expenditure on education and training, 2006-07<sup>a</sup>**



<sup>a</sup> Expenditure for TAFE from the 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).

Source: ABS (2008d) *Government Finance Statistics, Education, 2006-07*. Cat. no. 5518.055.001; tables BA.3 and BA.4.

From 1 January 2009, reporting on expenditure may change due to the implementation of the new Specific Purpose Payments (SPPs) and National Partnerships (NPs). The most recent data in this preface are for 2006-07, and are therefore not affected by these changes.

## 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 2008, approximately 760 825 children aged 12 years or younger attended Australian Government approved child care services. An additional 109 037 children attended State and Territory funded and/or provided child care services, and 203 038 children attended State and Territory funded and/or provided preschool services (section 3.1 of chapter 3).

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In 2007, there were 3.4 million full time school students and 24 503 part time students attending 9579 schools in Australia, including 2.3 million students (full time and part time) attending 6851 government schools (table 4A.1, table 4A.3).

Of the 1.7 million people who undertook VET programs in 2007, 1.2 million students (71.9 per cent) participated in government recurrent funded programs (DEEWR 2008d). Government funded students completed over 307.4 million annual hours at 12 427 locations across Australia (that is, TAFE, government funded locations and the locations of all other registered training providers, including private providers, that receive government recurrent funding for VET delivery). Of these locations, 2523 were TAFE and other government provider locations (tables 5A.3-4).

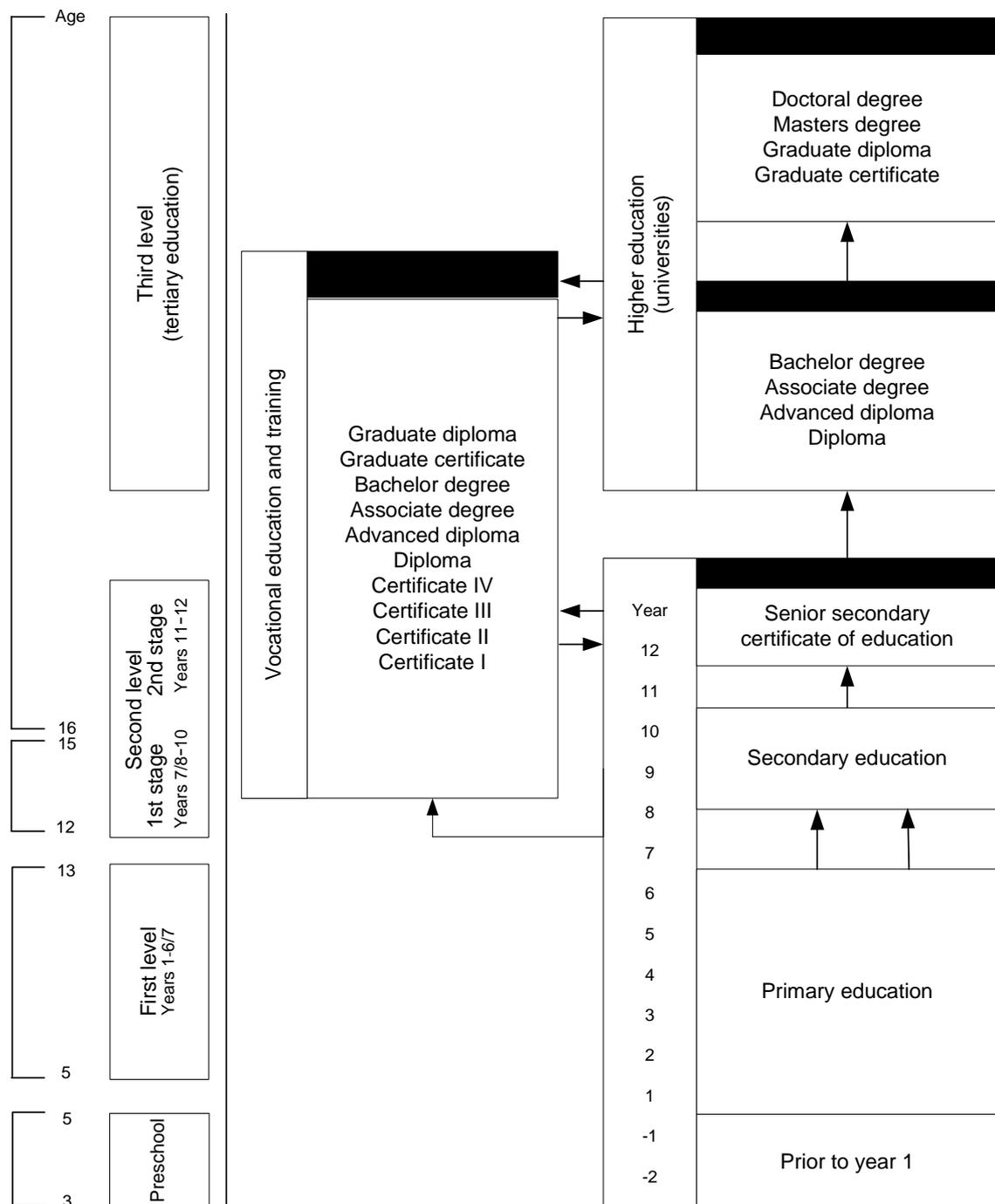
There were approximately 1.0 million students attending higher education institutions that received funding on behalf of the Australian Government in 2007, an increase of 4.7 per cent from 2006. These students undertook a variety of courses, ranging from diplomas to doctorates across a range of public and private providers. The most common course was the bachelor degree, which accounted for around two thirds of all students. The majority of students undertook their course on campus on a full time basis (DEEWR 2008b).

### *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 2007 varied from 5 or 6 years of age, up to 15 or 16 years of age (see section 4.1 of the School education chapter 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 have implemented the Australian Qualifications Framework (AQF). The AQF provides a comprehensive, nationally consistent framework for all qualifications in post-compulsory education and training. Under this framework, modules from VET certificates can be, for example, integrated with senior secondary certificates. Similarly, the VET sector recognises some higher education qualifications as credit toward VET qualifications, and some VET certificates may be achieved in schools and may contribute towards the senior secondary certificate of education.

**Box B.3 Outline of the Australian education and training system<sup>a, b</sup>**



<sup>a</sup> There are different starting ages for school education across states and territories (see section 4.1 of the School education chapter). In addition, there are different starting ages for preschool (see table 3A.1 of the Children’s services chapter attachment tables). <sup>b</sup> 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: Adapted from National Office of Overseas Skills Recognition (2000).

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## Workforce

The latest data on the workforce for Australian Government approved child care services is for 2006. Nationally in 2006, there were 85 102 primary contact staff employed in Australian Government approved child care services (table 3A.14).<sup>1</sup> There were 16 392 primary contact staff employed in State and Territory government funded preschool services in 2006-07, excluding Tasmania for which data are not available <sup>2</sup> (tables 3A.40, 3A.47, 3A.54, 3A.61, 3A.68, 3A.75, 3A.82, 3A.89).

Nationally, government primary schools employed 121 289 teaching staff in 2007, and government secondary schools employed 95 392 teaching staff (table 4A.1).

The National Centre for Vocational Education Research (NCVER) in 2004 reported a national estimate of 42 290 TAFE teachers for 2002, and indicated that there is 'no single accepted measure of employment levels' for the VET workforce (NCVER 2004, p 6). The Australian Bureau of Statistics (ABS) estimated that there were 32 500 teachers working in all TAFE and other VET institutions nationally in 2006-07, and that 69 per cent were employed full time (ABS 2008c).

There were 28 970 teaching and research staff employed at Australian universities in 2007 (DEEWR 2008a).

## Measuring the performance of the sector

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 and VET, and between schools/VET and the university sector. 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).

Selected education and training participation rates in this section are estimates derived from the annual ABS *Education and Work* survey. Survey data are subject

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<sup>1</sup> Data are not available for the majority of states and territories 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 chapter 3 Children's services.

<sup>2</sup> Comparable data for Tasmania for 2007-08 indicate 197 primary contact staff.

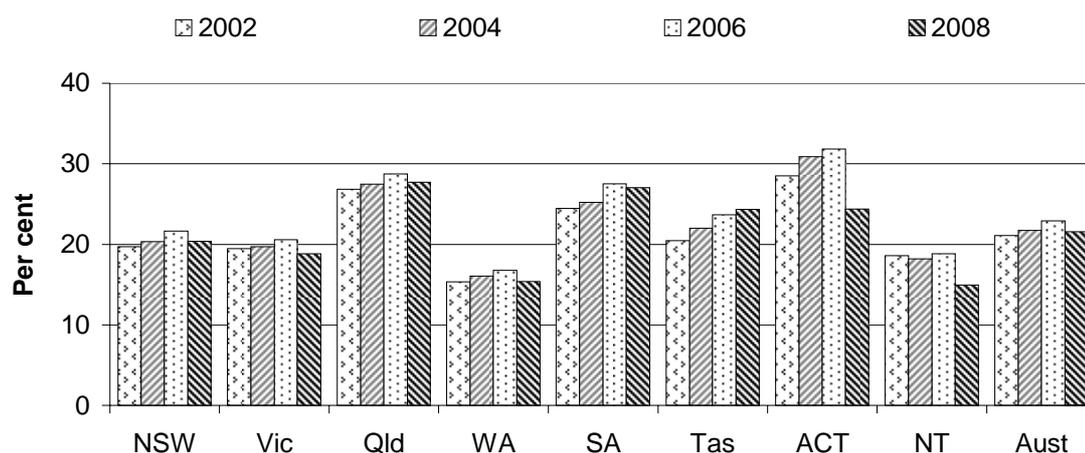
to sampling error, so to assist with interpreting data confidence intervals are reported (see appendix A for further details on interpreting confidence intervals).

## Selected equity and effectiveness indicators

### *Participation rates in child care, preschool, school and VET*

Nationally, 21.6 per cent of children aged 0–12 years attended Australian Government approved child care in 2008 (figure B.3). The majority of children attending Australian Government approved child care in 2008 (approximately 485 000, or 63.7 per cent) were aged 0–5 years (table 3A.11).

**Figure B.3 Proportion of children aged 0–12 years using Australian Government approved child care<sup>a, b, c, d, e, f</sup>**



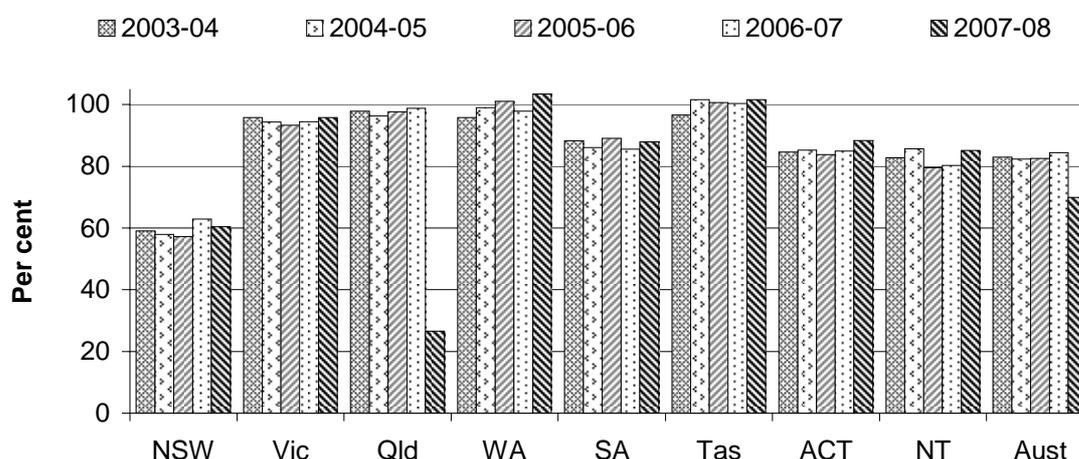
<sup>a</sup> Data for 2002, 2004 and 2006 are drawn from the respective AGCCCS, while data for 2008 are drawn from DEEWR administrative data collected through the CCB payments system. Data for 2008 are not directly comparable to previous years due to the change in the source for data collection. <sup>b</sup> Children attending approved services in 2002, 2004 and 2006 may be counted more than once if attending more than one service during the reference week. Children attending approved services in 2008 are counted once, even if attending more than one type of service during the reference week. <sup>c</sup> Attendance counted as the number of children attending approved care in all services except Vacation Care during the week 18–24 February 2008, 8–14 May 2006, 22–28 March 2004 and 13–19 May 2002. Vacation care attendance was measured during week 21–27 January 2008. For 2002, 2004 and 2006 the week in which vacation care attendance were measured varied due to different vacation care periods across Australia. <sup>d</sup> Population measure is the Estimated Resident Population as at 31 December. <sup>e</sup> The Australian total includes children in other territories. <sup>f</sup> Excludes children cared for in neighbourhood model services.

Source: DEEWR (unpublished); FaCSIA (unpublished), derived from *Australian Government Census of Child Care Services 2002 and 2004*; DEEWR (unpublished), derived from *Australian Government Census of Child Care Services 2006*; ABS (unpublished), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; table 3A.11.

Nationally in 2007-08, an estimated 69.9 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). Certain totals exceed 100 per cent due to double counting preschool enrolments and issues with synchronisation of data.

The national total for preschool enrolments in 2007-08 is not directly comparable to previous years due to the cessation of 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**



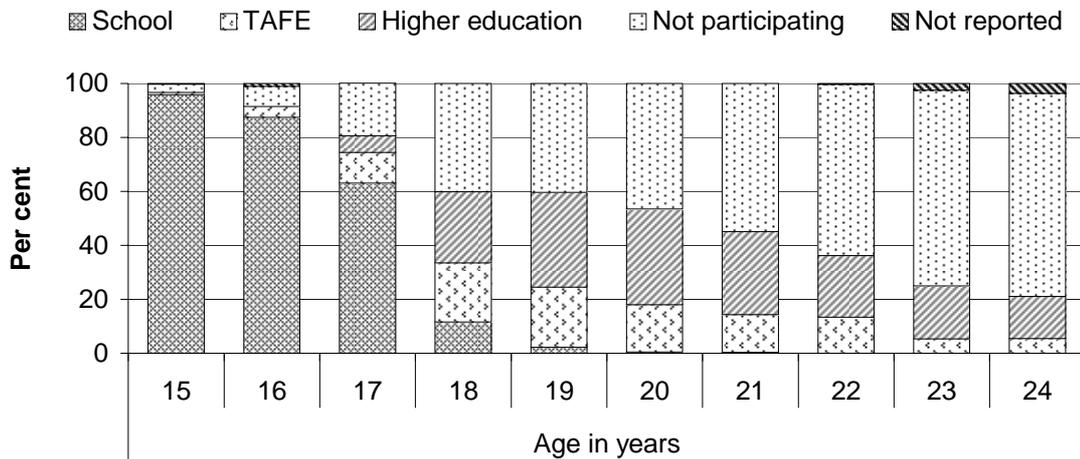
**a** The figure shows the proportion of 4 year old children (a proxy for 'children in the year before fulltime school') enrolled in preschool services using data collected from State and Territory enrolment figures. The enrolment figures are divided by the number of 4 year olds in each jurisdiction, using ABS estimated resident population. The two datasets are estimated at different times of the year, and may be out of sequence with each other. Some non-4 year olds may also be included in the enrolment figures. **b** There is some double counting of children in NSW, Qld (for the period 2003-04 to 2006-07) 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 exceeds the number of children in the target population. **c** NSW data only covers children in licensed funded preschools — children attending unfunded preschools and preschool programs in other licensed children's services are not shown as these data cannot be discretely counted. NSW data for 2006-07 include for the first time preschools managed by the NSW Department of Education. NSW data do not include the non-government school sector in any of the years. The count for preschool attendance includes children aged from 4 to 5 years, 11 months attending funded child care services. **d** Victorian data include 9015 eligible four year old children attending funded preschool services conducted in centre-based long day care centres. **e** Data for Queensland in 2007-08 include Indigenous community pre-preparatory and crèche and kindergarten enrolments. Preparatory Year data are included in data on school children. **f** Data for SA include all children aged 4 years in State funded preschool services. Data in previous Reports included children aged 4 years and above in State funded preschool services, and data were revised for the 2009 Report. **g** NT preschool data for 2006-07 and 2007-08 include Catholic Mission Schools.

Source: State and Territory governments (unpublished); ABS (unpublished), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; table 3A.12.

Generally, young people from the ages of 5-6 years to 15-16 years were required to attend school in 2007. However, from 2007 the ABS has reported school participation rates for 14 year olds, which shows that 1.6 per cent of 14 year olds are not participating in school (attachment table 4A.121 for the School education chapter).

Beyond the age of compulsory school education in 2007, the proportion of people participating in education and training declines. Nationally, the participation rate was 96.9 per cent for 15 year olds, decreasing with each year of age to 24.8 per cent for 24 year olds (figure B.5).

**Figure B.5 Participation in education and training of people aged 15 to 24 years, by sector, 2007<sup>a</sup>**



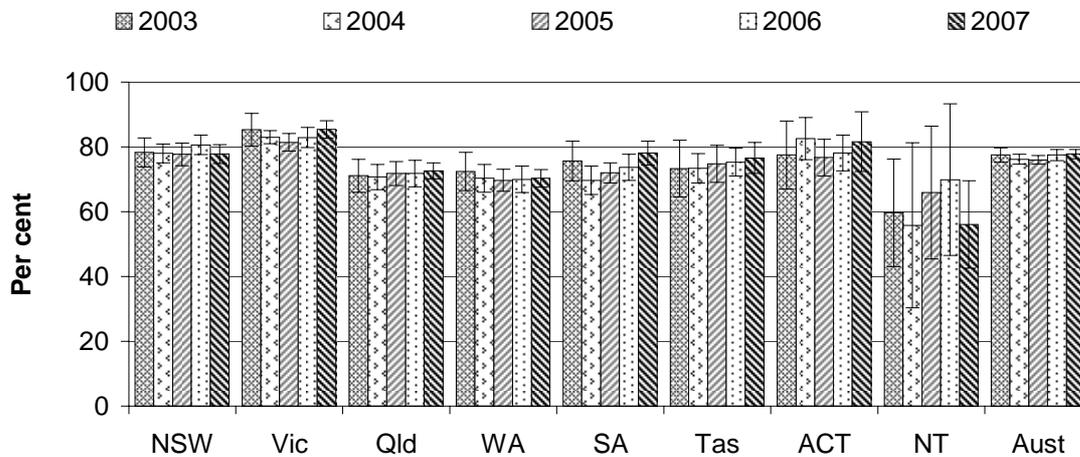
<sup>a</sup> Student participation is likely to be underestimated because data are for May, not for the whole year.

Source: ABS (unpublished) *Survey of Education and Work*, 2007, 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 remained relatively constant between 2003 and 2007 for people aged 15–19 years (from 77.5 per cent to 77.8 per cent) and 20–24 years (from 37.5 per cent to 37.4 per cent) (figures B.6 and B.7 respectively). Further information on 25–29 and 15–64 year olds is available in attachment table BA.6).

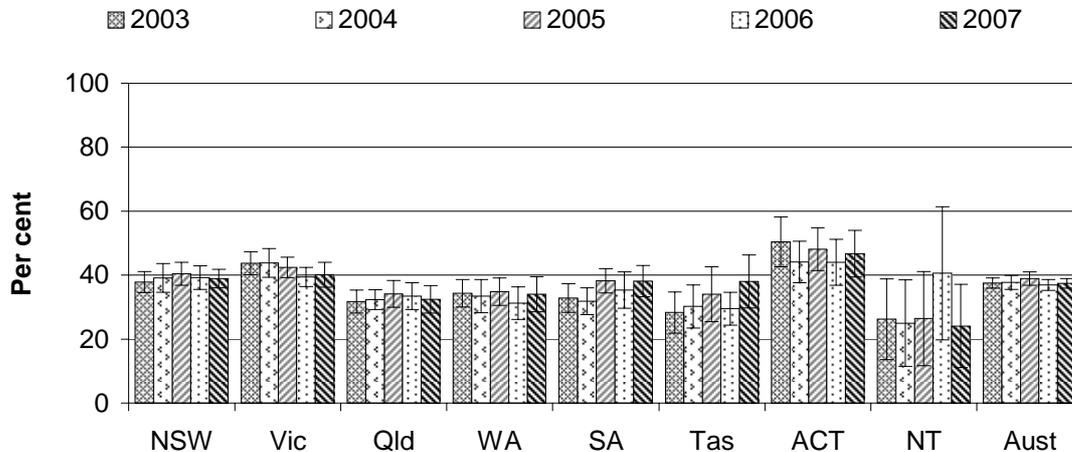
**Figure B.6 Participation in education and training (15–19 year olds)<sup>a</sup>**



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

Source: ABS Survey of Education and Work, 2007, Cat. no. 6227.0; table BA.6.

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



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

Source: ABS Survey of Education and Work, 2007, Cat. no. 6227.0; table BA.6.

*School completion/non-completion, and school leaver destinations*

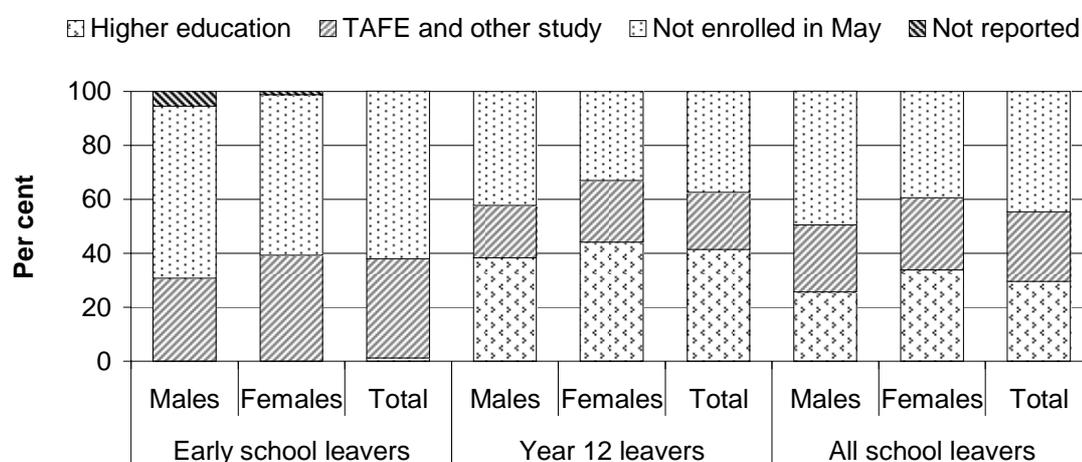
In 2007, 66 per cent of the estimated potential year 12 population completed the requirements of the year 12 certificate (or equivalent). This result varied between socioeconomic status (SES) deciles (from 59 per cent in low SES to 77 per cent in

high SES) and between geographic regions (from 68 per cent in metropolitan zones to 35 per cent in very remote zones) (chapter 4, figures 4.45 and 4.46).

Approximately 135 200 people aged 15–24 years who attended school in 2006 were not attending an educational institution in May 2007 (44.6 per cent of all school leavers). Of these students, 54 800, or 40.5 per cent, were early school leavers, with the remainder being year 12 leavers (59.5 per cent). Higher education institutions attracted 89 800 school leavers in 2007 (29.6 per cent of all school leavers). Institutes of TAFE attracted 64 800 school leavers (21.4 per cent of all school leavers) (table BA.8).

In 2007, females aged 15–24 years were more likely than their male counterparts to go on to further education if they had completed year 12 (67.0 per cent and 57.8 per cent respectively) or left school early (40.4 per cent and 36.3 per cent respectively) (figure B.8). Year 12 leavers were more likely to go onto further education than early school leavers (62.6 per cent compared to 38.0 per cent respectively).

Figure B.8 School leaver destination (15–24 year olds), 2007<sup>a, b, c</sup>



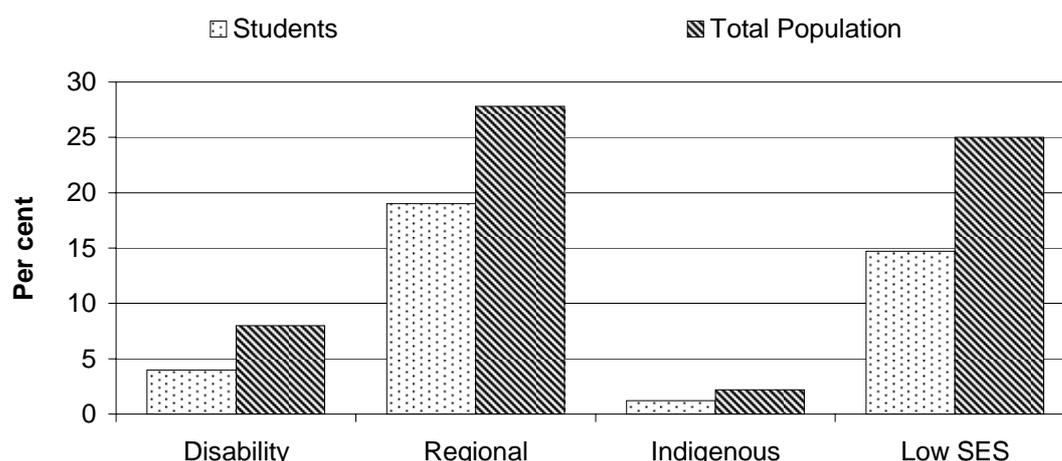
<sup>a</sup> Data for people who attended school in 2006 and were not attending school in May 2007. <sup>b</sup> Early school leavers are those who left school earlier than year 12. <sup>c</sup> 'Other study' includes business colleges, industry skills centres and other educational institutions.

Source: ABS (2007 and unpublished) *Survey of Education and Work, 2007*, Cat. no. 6227.0; table BA.8.

While most young people are making smooth transitions from school, some do not. Research has shown 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 (Australian Council for Educational Research (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 a disability, those with disadvantaged/low socioeconomic backgrounds and Indigenous Australians (figure B.9). (Additional data for Indigenous students are presented later in this preface.)

**Figure B.9 Higher education participation by selected groups compared to share of total population, Australia 2006**



Source: DEEWR (2007) *Higher Education Student Statistics, 2006*; DEEWR (unpublished); table BA.23.

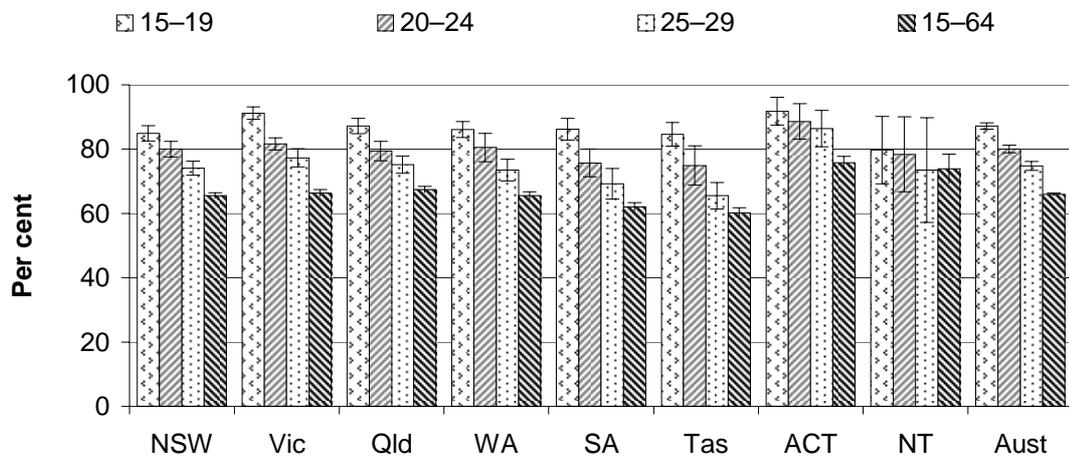
VET provides an alternative post school pathway to further education for students. As with higher education, there is lower participation in VET by those with low levels of school achievement and those from lower socioeconomic backgrounds (ACER 2002). Unlike participation in higher education, VET participation increases for people from ‘outer regional’ and ‘remote and very remote’ areas (figure 5.6 in chapter 5).

Research published by the Foundation for Young Australians (FYA) and ACER 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 (FYA 2008, ACER 2005a). 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 education, training or work declines as people reach their late-20s (figure B.10). However, rates for 25–29 year olds are generally still higher than rates for the whole working age cohort (15–64 years).

Figure B.10 **Full time participation in education, training or work, 2007**  
(per cent)<sup>a, b</sup>



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

Source: ABS (2007 and unpublished) *Survey of Education and Work, 2007*, Cat. no. 6227.0; table BA.7.

## Selected efficiency indicators

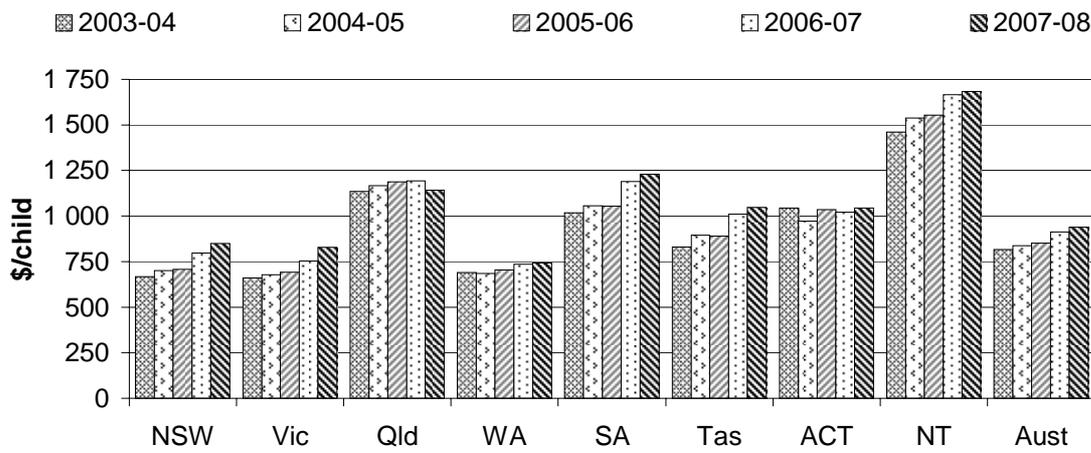
Comparing the unit costs of providing a particular service across jurisdictions can help to identify whether states and territories have scope to improve their efficiency. However, special characteristics within jurisdictions make it unlikely that all jurisdictions could achieve similar outcomes with 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 Government and State and Territory governments) real expenditure on children's services per child at a national level increased by 15.2 per cent between 2003-04 and 2007-08 (figure B.11).

**Figure B.11 Total government real recurrent expenditure on children's services per child aged 0–12 (2007-08 dollars)<sup>a, b</sup>**



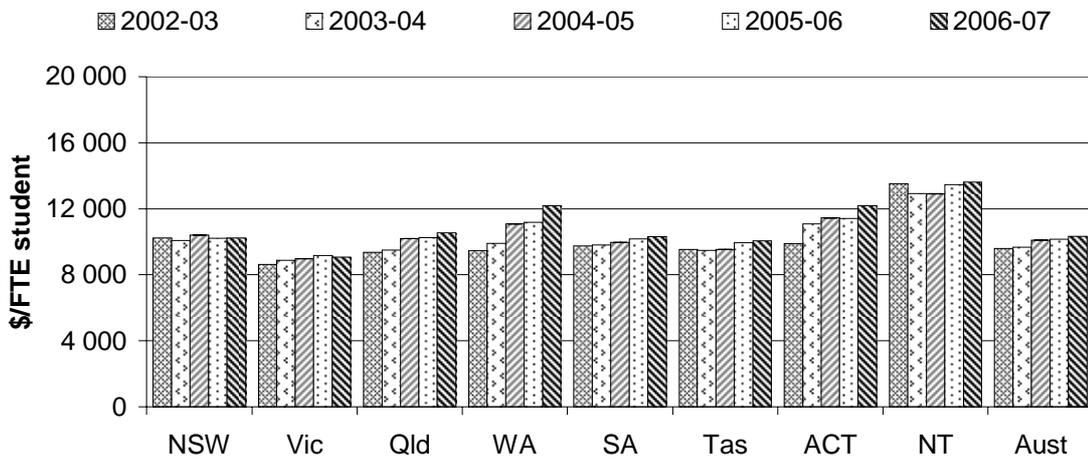
<sup>a</sup> Includes administration expenditure, other expenditure on service provision, financial support to families, and net capital expenditure on child care and preschool services from both Australian Government (for child care services only) and State and Territory governments (for child care services and preschool services).  
<sup>b</sup> See notes to figure 3.18 of chapter 3 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) derived from *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.26 and 3A.27 of chapter 3.

Efficiency data for school education is presented in chapter 4 for all schools. However, it should be noted that this Report includes only government expenditure — non-government schools received 57.1 per cent of their funding from government sources (DEEWR unpublished, preliminary data).

Nationally in 2006-07, in-school Australian, State and Territory government expenditure on government primary schools was \$10 327 per full time equivalent (FTE) primary school student (figure B.12).

Figure B.12 **In-school government real recurrent expenditure on government primary schools per FTE student (2006-07 dollars)<sup>a, b, c, d</sup>**

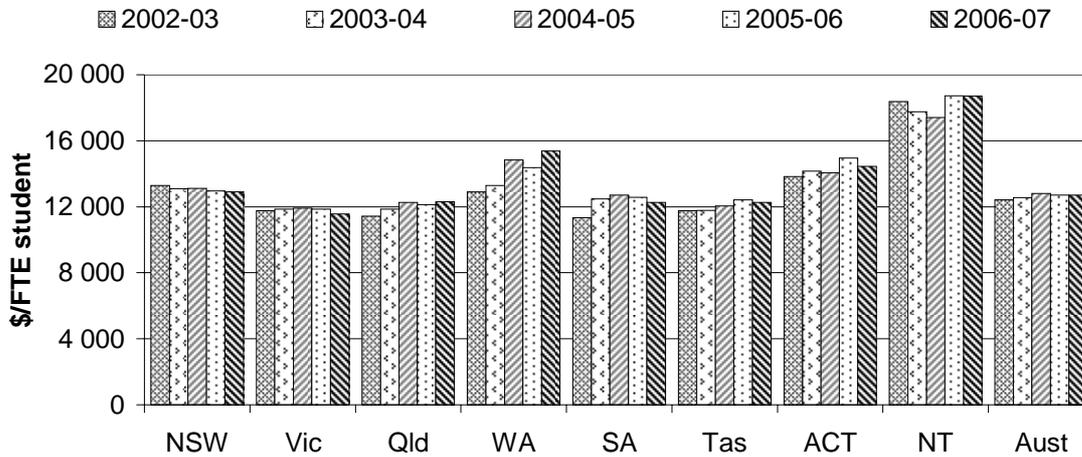


**FTE** = full time equivalent. <sup>a</sup> Data are derived from in-school government expenditure on government primary schools divided by two year average FTE student population. <sup>b</sup> Based on accrual data. <sup>c</sup> Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. <sup>d</sup> Data for previous years have been adjusted to 2006-07 dollars using the ABS GDP price deflator (table AA.26).

Source: table BA.18.

Nationally, in 2006-07 in-school government expenditure on government secondary schools was \$12 704 per FTE secondary school student (figure B.13).

**Figure B.13 In-school government real recurrent expenditure on government secondary school education per FTE student (2006-07 dollars)<sup>a, b, c, d</sup>**

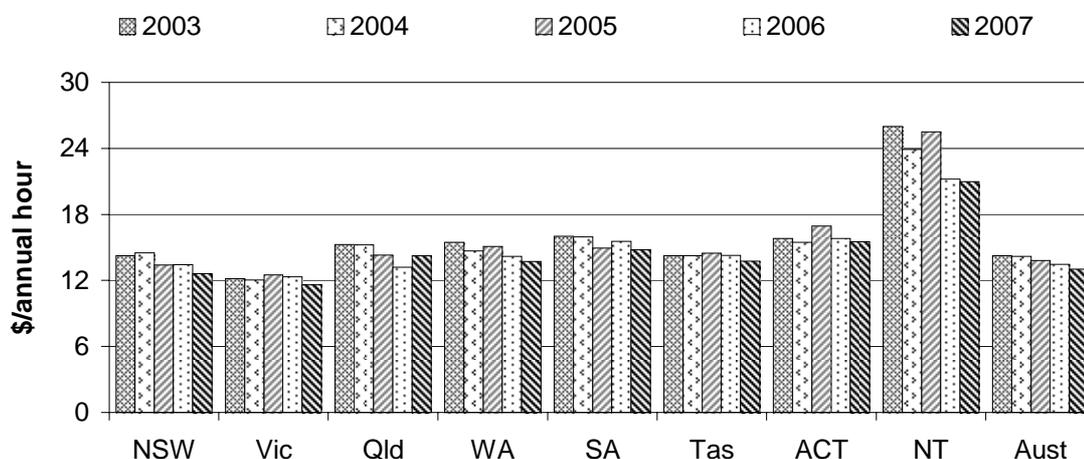


**FTE** = full time equivalent. **a** Data are derived from in-school government expenditure on government secondary schools divided by two year average FTE student population. **b** Based on accrual data. **c** Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. **d** Data for previous years have been adjusted to 2006-07 dollars using the ABS GDP price deflator (table AA.26).

Source: table BA.18.

Total government recurrent expenditure on VET in 2007 was \$13.03 per annual hour (figure B.14).

Figure B.14 **Total government real expenditure on VET per annual hour (2007 dollars)<sup>a, b, c</sup>**



<sup>a</sup> The ACT is the only jurisdiction not to levy payroll tax on its VET employees. A payroll tax estimate based on the ACT payroll tax rate has been included in the expenditure data for the ACT. <sup>b</sup> Data for Australia exclude the ACT payroll tax estimate. <sup>c</sup> Historical data have been adjusted to 2007 dollars using the GDP chain price index (table 5A.76).

Source: table BA.19.

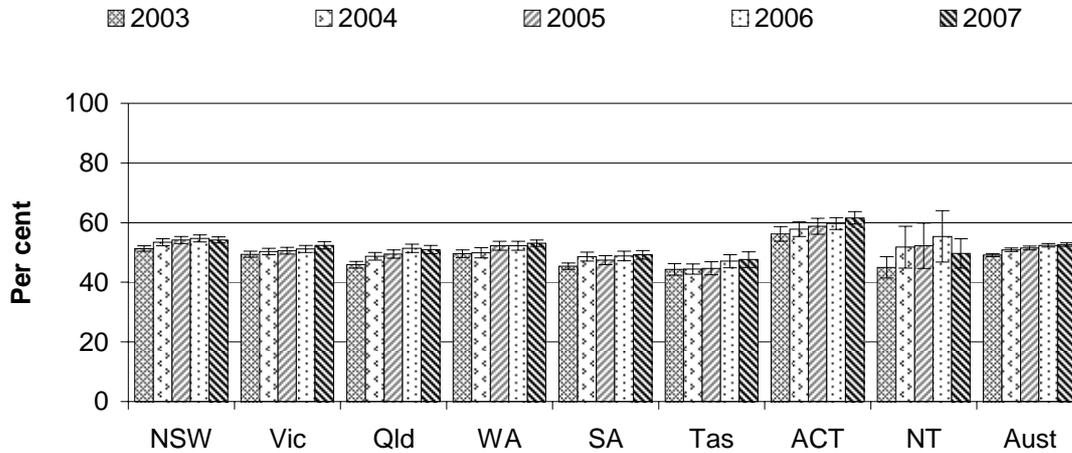
## Selected outcome indicators

### *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.

In 2007, 52.6 per cent of people aged 15–64 years had a non-school qualification (7.2 million people) compared to 49.1 per cent (6.4 million people) in 2003 (figure B.15). Of the 7.2 million people with a non-school qualification, 39.5 per cent had a postgraduate degree, graduate diploma/graduate certificate or bachelor degree as their highest non-school qualification (table BA.12). Of the 6.5 million people in the 15–64 year age group without non-school qualifications, 37.6 per cent had completed the highest level of secondary school (table BA.13).

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

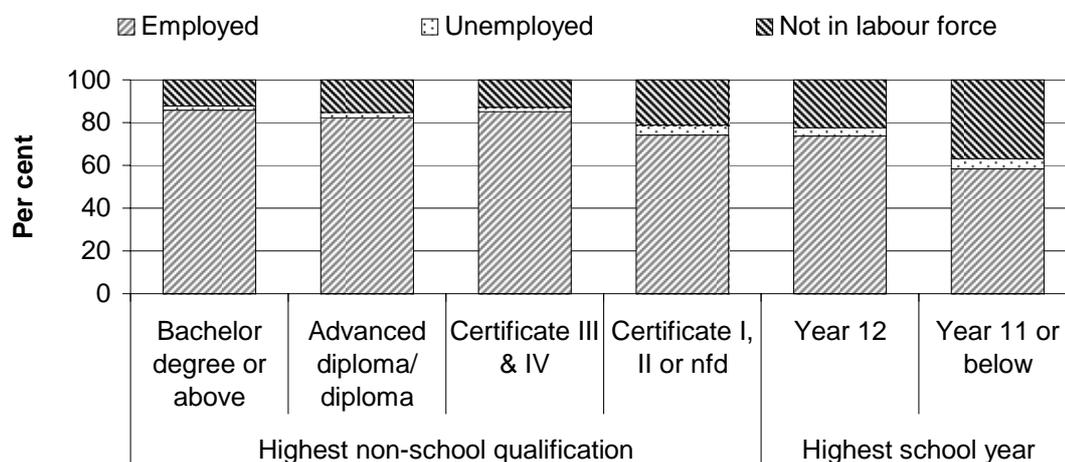


<sup>a</sup> The levels of highest non-school qualifications are not necessarily higher than a school qualification (that is, Certificate I, II or NFD are not necessarily higher than year 12).

Source: ABS Survey of Education and Work, 2007, Cat. no. 6227.0; table BA.12.

There were 6.0 million employed people who had a non-school qualification in 2007, representing 59.0 per cent of employed people aged 15–64 years (table BA.13). People whose highest non-school qualification was a bachelor degree or above were most likely to be employed (85.8 per cent), while people who did not complete secondary school were the least likely to be employed (58.3 per cent) (figure B.16).

Figure B.16 **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 2007<sup>a, b</sup>**

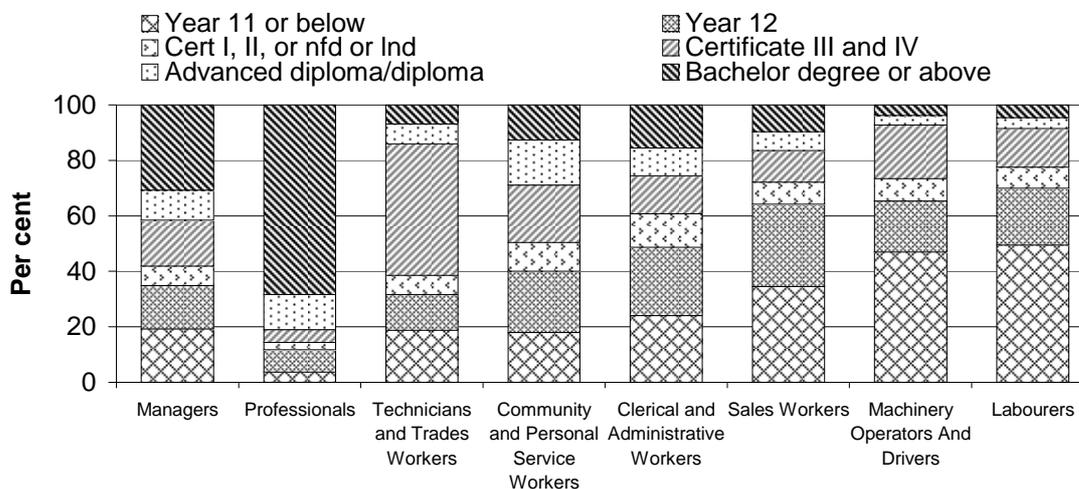


nfd = Not further defined. <sup>a</sup> The levels of qualifications are not necessarily listed in order from highest to lowest (that is, 'Certificate I, II or nfd' are not necessarily higher than year 12). <sup>b</sup> The denominator for proportion of persons with a non-school qualification is level of education attained, and the denominator for persons without a non-school qualification is the highest year of schooling completed.

Source: ABS Survey of Education and Work, 2007, Cat. no. 6227.0; table BA.13.

People employed as professionals were most likely to have completed a bachelor or higher degree as their level of highest non-school qualification (68.3 per cent in 2007), while the level of highest non-school qualification for the majority of technicians and trades workers was a certificate III or IV (47.4 per cent) (table BA.14). 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.17).

**Figure B.17 Occupation of employed people, by level of highest non-school qualification or school year completed for those without a non-school qualification, (15–64 year olds), May 2007<sup>a, b</sup>**



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

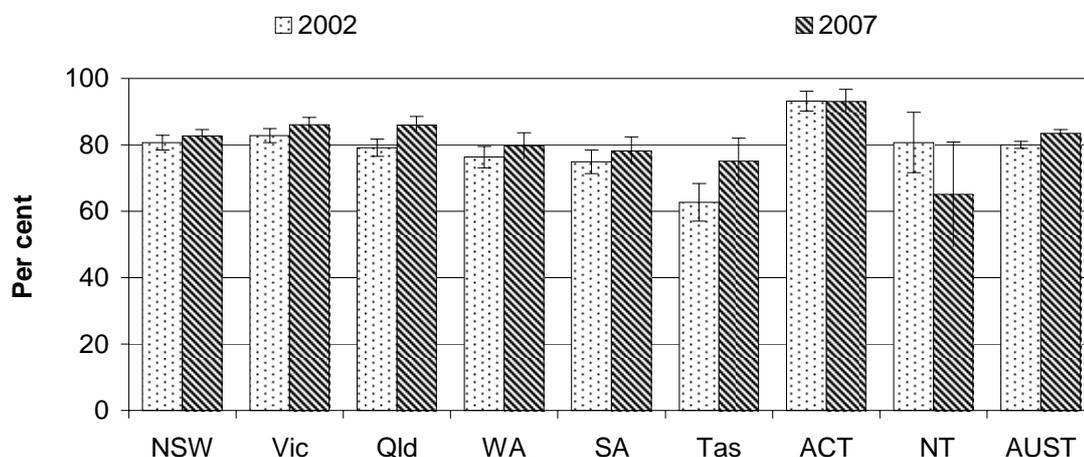
Source: ABS (2007); ABS (unpublished) *Survey of Education and Work, 2007*, Cat. no. 6227.0; table BA.14.

Achieving year 12 (or equivalent) improves employment and earning outcomes for young people (ACER 2000). However, 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<sup>3</sup> in 2006 (80.0 per cent) ranked 18<sup>th</sup> out of 29 OECD countries (OECD 2008).

Nationally, the proportion of 20–24 year olds in 2007 who had completed year 12 or equivalent or gained a qualification at AQF level II or above was 83.5 per cent, increasing from 80.0 per cent in 2002. The overall proportions varied across jurisdictions (figure B.18).

<sup>3</sup> The classification of 'upper secondary' differs both across and between countries.

**Figure B.18 Proportion of 20–24 year olds who completed year 12 or equivalent, or gained a qualification at AQF level II or above<sup>a</sup>**

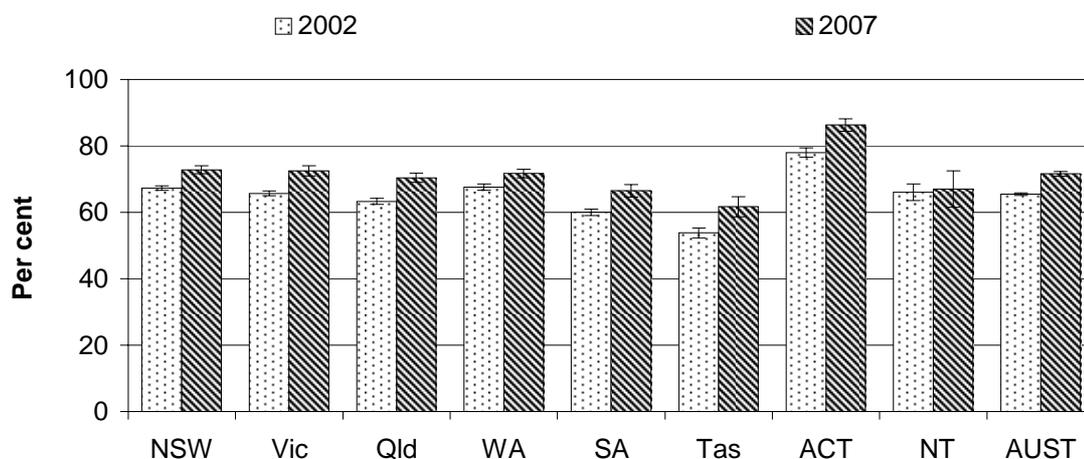


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (unpublished) *Survey of Education and Work*, 2007, Cat. no. 6227.0; table BA.15.

Nationally, the proportion of 25–64 year olds who had completed year 12 or equivalent or gained a qualification at AQF level II or above was 65.5 per cent in 2002 and 71.6 per cent in 2007. The proportion of 25–64 year olds who had completed year 12 or equivalent or gained a qualification at AQF level II or above also varied across jurisdictions (figure B.19).

**Figure B.19 Proportion of 25–64 year olds who completed year 12 or equivalent or gained a qualification at AQF level II or above<sup>a</sup>**



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

Source: ABS (unpublished) *Survey of Education and Work*, 2007, Cat. no. 6227.0; table BA.16.

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The VET chapter (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 25–64 year olds.

### *Adult literacy and numeracy skills*

This section provides 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 2008a), and includes 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.

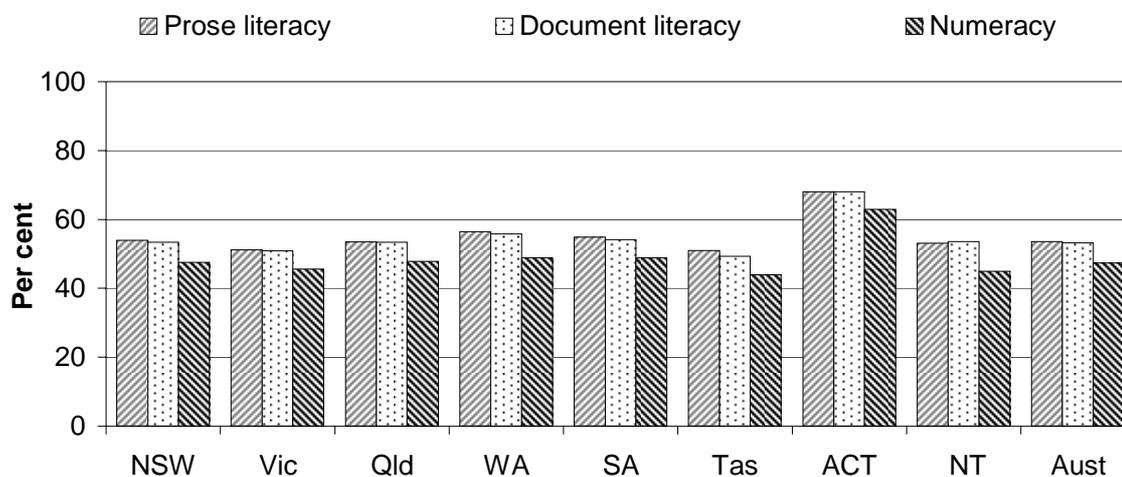
Skills were ranked on a scale from level 1 (lowest skill) to level 5 (highest skill), with level 3 considered the minimum level required for individuals to meet the demands of everyday life and work in an increasingly knowledge-based economy.

Nationally in 2006, the proportions of people aged 15–74 years that scored level 3 or above were:

- 53.6 per cent for prose literacy (compared with 52.5 per cent in 1996) (table BA.21)
- 53.2 per cent for document literacy (compared with 52.0 per cent in 1996) (table BA.21)
- 47.4 per cent for numeracy skills (comparative data are not available for numeracy skills for 1996) (table BA.20).

The proportions of people aged 15–74 years who achieved at or above level 3 by State and Territory in 2006 are presented in figure B.20.

Figure B.20 Proportion of 15–74 year olds who achieved at skill level 3 or above, 2006<sup>a</sup>



<sup>a</sup> The ALLS sample does not include persons from Very Remote (ARIA) 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.

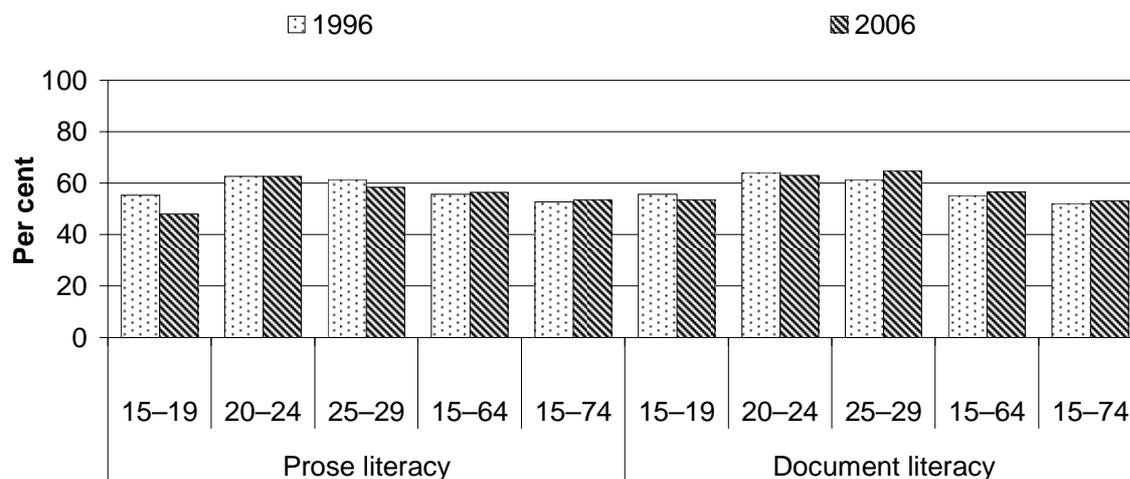
Source: ABS (2008a) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.20.

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 2008a).

In 2006, people aged 15–74 (excluding those still at school) who had not completed schooling to year 12 (or equivalent) were more than twice as likely to have prose literacy skills below level 3 than those who had completed schooling to year 12 (63 per cent compared with 29 per cent nationally). The ALLS survey (ABS 2008e, p.100) found that ‘on average, literacy skills increase with each additional year of school completed’.

Literacy levels tended to decrease with age, with lower proportions of people in the older age groups attaining level 3 or higher. The exception to this was the 15–19 years age group, which had lower levels of literacy than the 20–24 years age group in both the 1996 and 2006 surveys (figure B.21).

**Figure B.21 Proportion of 15–74 year olds at level 3 or above for prose and document literacy skills, by age**

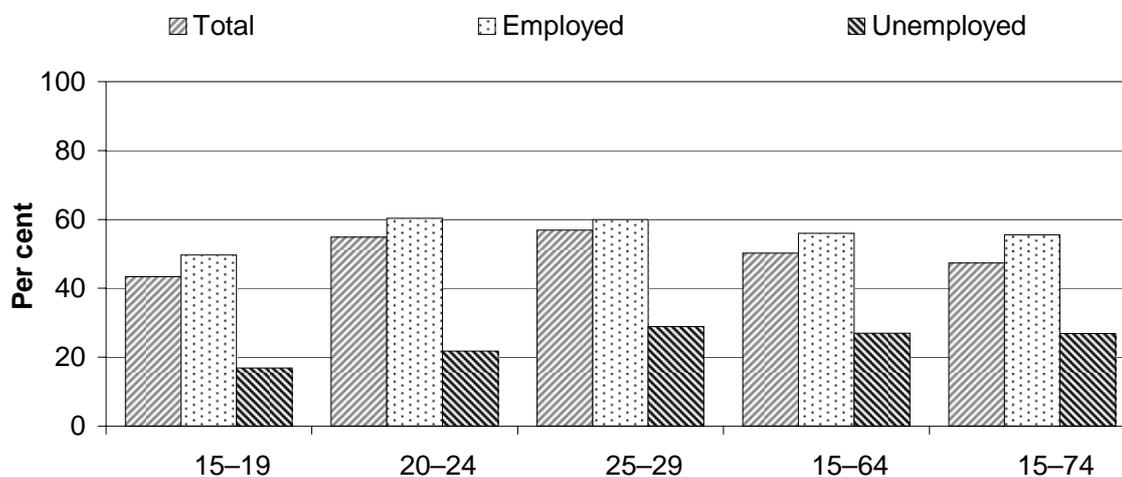


Source: ABS (2008a) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.21.

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 (NCVER 2005, p.13) cites research that explains that the unemployment consequences of poor numeracy skills is 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 (figure B.22). For unemployed people aged between 15–74 years, just over a quarter (26.9 per cent) had the necessary numeracy skills to meet the demands of everyday life, while for employed people this proportion was 55.5 per cent. The difference between the numeracy skill of the employed and unemployed was greatest amongst 20–24 year olds (figure B.22).

**Figure B.22 Proportion of 15–74 year olds at level 3 or above for numeracy literacy, by age and employment status, 2006**



Source: ABS (2008a) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.22.

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.

### 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 2008a). These include increasing access to quality early childhood education for four year olds in remote communities, reducing the gap in literacy skills for school-age children, and increasing year 12 (or equivalent) attainment.

Attachment table 3A.21 in the Children’s services chapter of the 2008 Report (SCRGSP 2008) includes data on the representation of Indigenous children aged 0–5 years and 6–12 years among users of Australian Government supported child care in 2006 — the latest available data for Indigenous children. At a national level, Indigenous children from both age groups participated in child care at a lower rate than their representation in the community. In the 0–5 age group, 1.8 per cent of children were represented in child care, compared to 4.4 per cent represented in the community. In the 6–12 age group these representations were 1.6 per cent compared to 4.3 per cent, respectively.

Data on children aged 3–5 years in government funded preschools are provided in table 3.2 in the Children’s services chapter of the current Report for 2007-08.

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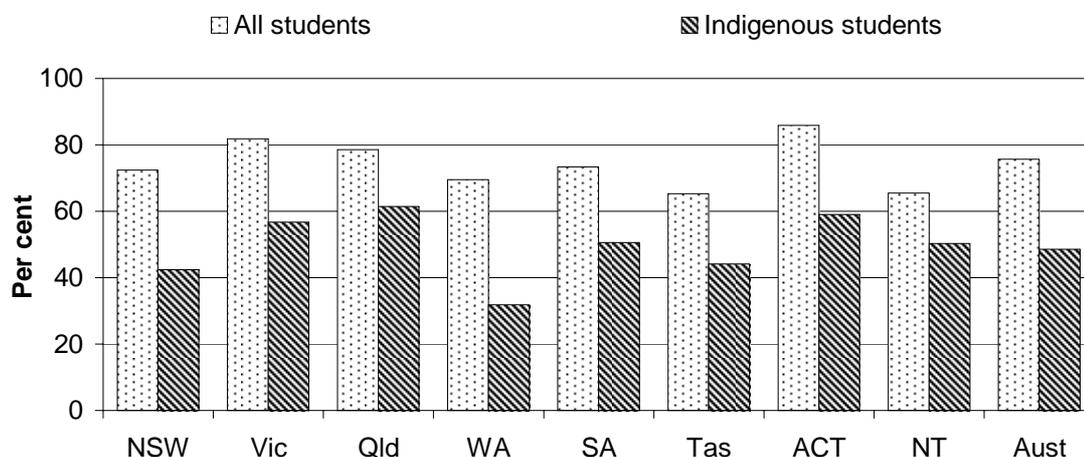
Nationally, the representation of Indigenous children in preschools was a similar proportion (4.9 per cent) to their representation in the community (4.5 per cent).

The *National Report to Parliament on Indigenous Education and Training, 2006* reported that the proportion of Indigenous students in government preschools who were assessed as being literacy ready to start school had increased from 64.9 per cent nationally in 2002 to 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 2008c). However, the disparity in academic performance between Indigenous students and non-Indigenous students increases as students progress through school (SCRGSP 2007 p. 7.18). Longitudinal data for student outcomes are not currently collected.

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 entry into higher education (ACER 2004).

Nationally, the apparent retention rate of Indigenous students from year 10 to year 12 was 48.5 per cent in 2007, compared to 75.6 per cent for all students (figure B.23). In interpreting this indicator, note that nationally 9.5 per cent of Indigenous students left school before year 10 — compared to 0.9 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.

Figure B.23 **Apparent retention rates from year 10 to year 12, full time secondary students, 2007<sup>a, b, c</sup>**



<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> The exclusion of part time students from standard apparent retention rate calculations has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4 in chapter 4). <sup>c</sup> Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 10.9 per cent of Indigenous secondary students are ungraded (compared with an average of 4.2 per cent for the rest of Australia), in 2007, and this should be considered when interpreting the data.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.124.

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 students, 11 per cent attained a score that would gain them university entrance, compared to 47 per cent of non-Indigenous students (DEEWR 2008c).

Indigenous students in senior secondary school were more likely to participate in 'VET in Schools' activities. Nationally in 2005, Indigenous students comprised 3.0 per cent of students participating in VET in Schools, although they made up only 2.2 per cent of all students (NCVER 2008). Similarly, Indigenous students made up a higher proportion of VET students than their proportion in the population (VET attachment table 5A.14 of this Report).

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## **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 other ‘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 2008a). This was part of the COAG Productivity Agenda measures that address the workforce participation needs of parents, with the intended outcome being 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 new measure of ‘family needs’, defined as the proportion of all children in formal care, whose parents were seeking additional formal care 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 3.19).

### **VET in Schools**

‘VET in Schools’ is an arrangement whereby school students may undertake vocational education and training as part of their senior secondary school certificate. 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 2008).

In 2005, there were 182 900 VET in Schools students nationally (70.8 per cent in government schools), or 37.4 per cent of school students undertaking a senior secondary certificate. Approximately 7 per cent were school-based apprentices and trainees, and 93 per cent were enrolled in other accredited VET in Schools programs that lead to a nationally recognised VET qualification (NCVER 2008).

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## Non-linear education and training pathways

The traditional view that formal learning progresses in a linear fashion from secondary school to either TAFE institutions 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 going on to undertake a university course
- university students going on 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.

Looking specifically at the pathways experienced by young people, the Longitudinal Surveys of Australian Youth (LSAY) research program examined the paths taken by the year 9 class of 1995 through to age 20 (ACER 2005b). 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:

- 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).

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## Special needs groups

The following chapters report various data in relation to Indigenous populations as well as other special needs groups such as people with a disability, people living in remote areas, people with a language background other than English (LBOTE), and people from low socioeconomic status (SES) backgrounds (table B.1).

Table B.1 **Some data reported on special needs groups in ECET chapters**

	<i>Children's services (chapter 3)</i>	<i>School education (chapter 4)</i>	<i>VET (chapter 5)</i>
Indigenous people	✓	✓	✓
People with a disability	✓	✓	✓
People in remote areas	✓	✓	✓
People with a language background other than English	✓	✓	✓
People from low SES 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 certain types of disability amongst Indigenous people compared with the general population (ABS (unpublished) *2006 Census of Population and Housing*). People with a severe disability are often disadvantaged in terms of workforce participation (ABS 2004b), which may lead to lower socioeconomic status.

## Future directions

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 2008a).

It is anticipated that working to achieve the COAG aspirations will provide further information with which to measure the performance of the ECET sector. Four important national initiatives currently under development are the *Early Years Learning Framework*, the *National Early Childhood Development Strategy*, the *National Quality Framework for Early Childhood*, and the *National VET Data Strategy*. 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 relevant.

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. While this preface has been revised for the 2009 Report, the Steering Committee intends to continue to refine the preface where the opportunity arises from the availability of new data.

## **Reform of Specific Purpose Payments**

In December 2007, COAG agreed to reform Specific Purpose Payments (SPPs). SPPs are financial agreements between the Australian Government and State and Territory governments involving a contribution by the Australian Government to the funding of services which are considered a joint Australian and State and Territory government responsibility. Such SPPs included the *Schools Assistance (Learning Together – Achievement Through Choice and Opportunity) Act 2004 (Cth)* for school education, and the *Commonwealth–State Agreement for Skilling Australia’s Workforce* for the VET sector.

At its 29 November 2008 meeting, COAG agreed to six new National Agreements, five of which are associated with a National SPP, including two related directly to the ECET sector: one covering school education (*National Education Agreement*) and one covering VET (*National Agreement on Skills and Workforce Development*) (COAG 2008d). Under the reforms, each Agreement contains the objectives, outcomes, outputs and performance indicators for its respective area. The performance of governments in achieving these mutually agreed outcomes will be assessed by the COAG Reform Council (CRC). The Steering Committee has been requested by COAG to provide the SPP performance information to the CRC (COAG 2008c).

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The National Agreements/SPPs will be supplemented by a range of National Partnerships (NPs): project, facilitation and reward agreements. Funding for NPs may be conditional on states and territories meeting agreed milestones and performance benchmarks.

The Steering Committee and the various working groups covering the ECET sector will ensure that reporting in this preface reflects the COAG priorities identified in the two relevant Agreements, the associated SPPs and relevant NPs.

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## 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 CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Table BA.1</b>	Australian, State and Territory governments real recurrent expenditure on child care services, (2006-07 dollars)
<b>Table BA.2</b>	Australian, State and Territory (including local) government real expenditure on education, (2006-07 dollars)
<b>Table BA.3</b>	Total government real expenditure on education, by purpose (2006-07 dollars) (\$ million)
<b>Table BA.4</b>	State and Territory (including local) government real expenditure (2006-07 dollars)
<b>Table BA.5</b>	Participation in education and training, by age, by sector, 2007
<b>Table BA.6</b>	Participation in education and training (per cent)
<b>Table BA.7</b>	Full time participation in education, training or work (per cent), 2007
<b>Table BA.8</b>	School leaver destination (15–24 year olds)
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## 3 Children's services

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#### **Attachment tables**

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 3A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables themselves are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/qsp](http://www.pc.gov.au/qsp)>.

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 less than 13 years (that is, 0–12 years), usually by someone other than the child's parents or guardian. Preschool services are services provided to children mainly in the year or two before they begin full time schooling. This chapter is included in the 'Early childhood, education and training' section of the Report in acknowledgement 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 less than 13 years. Local governments also plan, fund and deliver children's services.

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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:

- measure and data for 'Indigenous preschool attendance' are reported for the first time
- new indicator, measure and data are reported for 'Australian Government expenditure per child attending approved children's services'
- measure of 'Family needs' has been defined as the proportion of all children in formal care, whose parents were seeking additional formal care for work related reasons. Data for this measure are anticipated to be reported in the 2010 Report.

Additional improvements to the 2009 Report include a change in the calculation of child care service costs from 'average child care fees' to 'median child care fees', and the inclusion of a matrix showing basic information on child care and preschool education programs (such as agency responsibility, program names and starting ages) across State and Territory governments.

The Australian Government Census of Child Care Services (AGCCCS) was discontinued following the 2006 AGCCCS. Replacement data for 2008 have been provided from Australian Government administrative sources for most performance indicators requiring these data (box 3.1). An alternative data collection is yet to be identified for the remaining indicators.

**Box 3.1 Australian Government data for 2008**

Data for a number of indicators and measures were previously sourced from the Australian Government Census of Child Care Services (AGCCCS), which was discontinued following the 2006 AGCCCS. Data for these indicators and measures for 2008 have been sourced from DEEWR administrative data collected through the Child Care Benefit payments system. The change in the source for these data has affected the comparability of data for 2008 to previous years and time series data should be interpreted with care. Refer to the footnotes to figures and attachment tables for specific information on factors influencing the interpretation of these data.

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## 3.1 Profile of children's services

### Service overview

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

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

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

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

*Preschool* — comprises services usually provided by a qualified teacher on a sessional basis in dedicated preschools. Preschool programs or curricula may also be provided in long day care centres and other settings. These services are primarily aimed at children in the year before they commence full time schooling, although younger children may also attend. In Victoria, WA and Tasmania, the preschool program is known as kindergarten. A number of terms are currently used in Queensland to describe the year prior to Preparatory, including Kindergarten and Pre-Preparatory.

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

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

## **Roles and responsibilities**

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

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

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

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

- licensing and setting standards for children's services providers
- providing a legislative framework in which child care services are provided
- 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

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- 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 state and territory governments for early childhood education program names and starting ages. To provide some clarity on these arrangements, a matrix showing basic information on child care and preschool education programs, such as agency responsibility, program names and starting ages, has been included in attachment table 3A.1.

### *Quality of care*

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

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

### *Licensing*

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

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

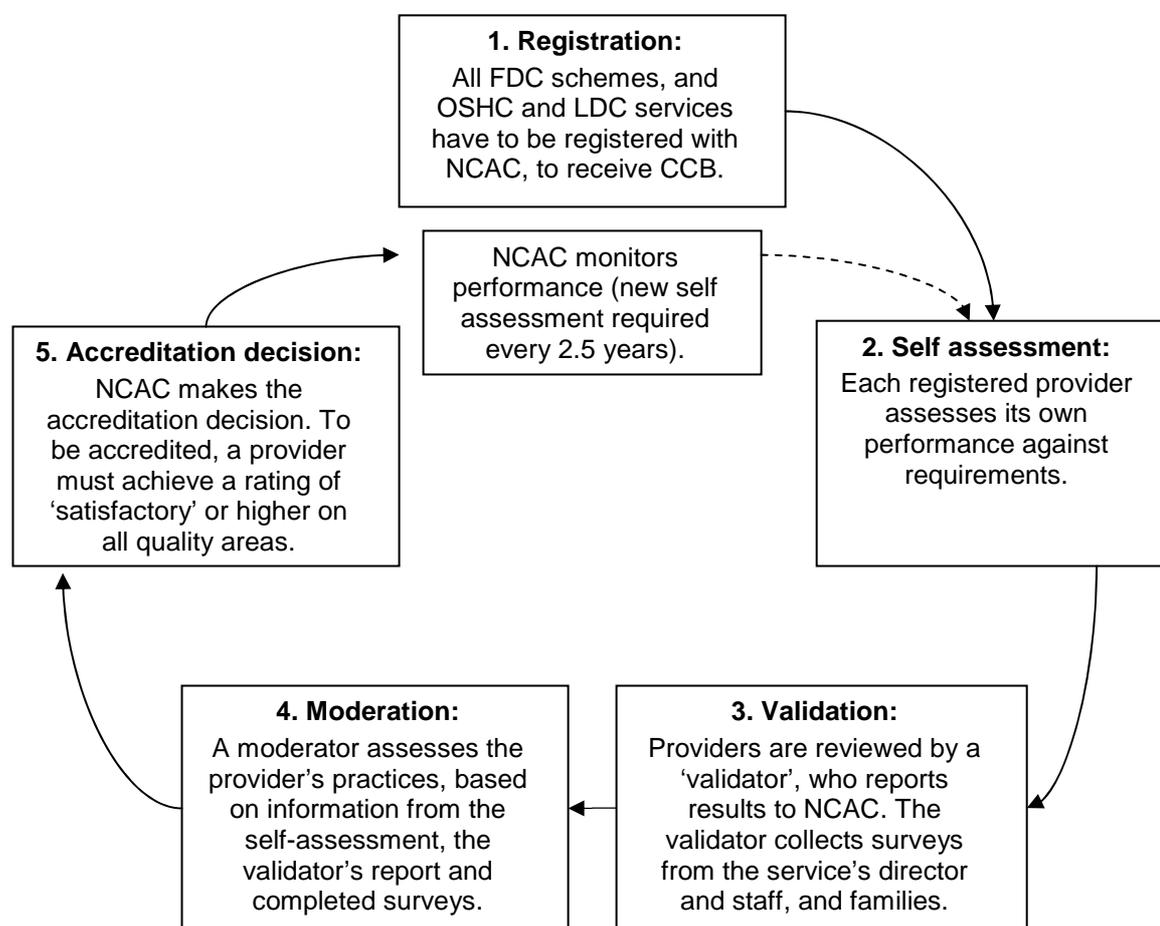
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### *Quality assurance*

The Australian Government has implemented quality assurance systems for Australian Government funded centre-based long day care services, family day care services and outside school hours care services. To be eligible to offer CCB as a fee reduction to parents and 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. The quality assurance systems do this by defining quality child care, providing a way to measure the quality of care provided by the service, and identifying areas for ongoing quality improvement. Services participating in the quality assurance system are required to progress through a five step process, outlined in figure 3.1.

Figure 3.1 **Accreditation process under National Childcare Accreditation Council quality assurance systems a, b, c, d**



**a** FDC refers to Family Day Care schemes. **b** OSHC refers to Outside School Hours Care. **c** LDC refers to Long Day Care services. **d** CCB refers to Child Care Benefit payments.

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

### *Funding performance standards and outcomes*

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

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

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## Funding

Total Australian, State and Territory government expenditure on children's services was approximately \$3.3 billion in 2007-08, compared with \$3.2 billion (in real terms) in 2006-07. Nationally, real expenditure increased by 17.8 per cent (\$501.6 million) between 2003-04 and 2007-08 (table 3A.5).

Australian Government expenditure accounted for 79.2 per cent (\$2.6 billion) of total government expenditure on children's services in 2007-08 (table 3A.5). State and Territory government expenditure on children's services in 2007-08 was approximately \$689.7 million. Total Australian, State and Territory government expenditure on children's services is also available by jurisdiction (tables 3A.4, 3A.5, 3A.6, 3A.36, 3A.43, 3A.50, 3A.57, 3A.64, 3A.71, 3A.78 and 3A.85).

In 2007-08, the provision of preschool services accounted for the largest proportion of total State and Territory government expenditure across all children's service models (81.9 per cent, or \$565.1 million) (table 3A.6).

The Australian Government provides supplementary funding to support the participation of Indigenous children in preschool programs. In 2008 an estimated \$13.9 million was provided on a per capita and project basis to 1250 preschools. The funding covers 8900 full time equivalent Indigenous preschool enrolments (DEEWR unpublished).

## Size and scope

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

### *Child care services*

The Australian Government supported 668 124 child care places in 2007 — an increase of 8.4 per cent on the number in 2006. The majority of Australian Government supported child care places were outside school hours care places (45.4 per cent), followed by centre-based long day care places (42.8 per cent), family day care places (11.2 per cent), occasional care places (0.4 per cent) and other care places (0.2 per cent) (table 3A.9). In 2007-08, State and Territory governments supported approximately 62 652 places in child care for children aged

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12 years or younger (tables 3A.37, 3A.44, 3A.51, 3A.58, 3A.65, 3A.72, 3A.79 and 3A.86).

In 2008, approximately 760 825 children aged 12 years or younger attended Australian Government approved child care services (table 3A.11). An additional 109 037 children attended State and Territory funded and/or provided child care services (tables 3A.38, 3A.45, 3A.52, 3A.59, 3A.66, 3A.73, 3A.80, 3A.87).<sup>1</sup>

### *Preschool services*

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

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

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

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

State and Territory governments supported at least 167 686 preschool places in 2007-08 (tables 3A.37, 3A.44, 3A.51, 3A.58, 3A.65, 3A.72, 3A.79 and 3A.86). When counting attendance at preschool, 203 038 children attended State and Territory funded and/or provided services in 2007-08.<sup>2</sup> The majority (90.5 per cent,

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

<sup>2</sup> The mismatch between the number of places and the number of children attending preschool is largely due to more than one child being able to fill one place, as many children attend on a part time basis. Further, NSW counts 'places' in designated preschools only, but includes child care

or 183 782 children) were to begin full time schooling the following year (table 3A.12).

### *Services by management type*

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

**Table 3.1 Proportion of State and Territory licensed and/or registered children's services, by management type, 2007-08 (per cent)<sup>a</sup>**

	<i>NSW</i>	<i>Vic<sup>b</sup></i>	<i>Qld</i>	<i>WA</i>	<i>SA<sup>c</sup></i>	<i>Tas<sup>d</sup></i>	<i>ACT</i>	<i>NT<sup>e</sup></i>
<b>Child care</b>								
Community managed <sup>f</sup>	27.8	34.6	37.0	20.9	35.1	50.7	81.6	71.3
Private <sup>g</sup>	69.5	53.5	59.9	75.2	40.6	32.4	18.4	28.8
Government managed	2.7	11.8	3.1	3.9	24.3	16.8	–	na
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Preschool</b>								
Community managed <sup>f</sup>	80.6	74.2	92.9	na	4.9	na	8.7	–
Private <sup>g</sup>	8.6	8.2	na	na	na	26.7	–	3.6
Government managed	10.8	17.6	7.1	100.0	95.1	73.3	91.3	96.4
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup> Includes all Australian, State and Territory government supported services. <sup>b</sup> All government managed preschools in Victoria are managed by local government. <sup>c</sup> The majority of government managed child care services in SA are small occasional care programs attached to government preschools. <sup>d</sup> Preschools in Tasmania include funded non-government preschools. <sup>e</sup> Preschool services in NT are provided by the Department of Education directly, but a range of management functions are devolved to school councils and parent management committees. Preschool data for 2007-08 includes Catholic Mission Schools. <sup>f</sup> Community managed services include not-for-profit services provided or managed by parents, churches or co-operatives. <sup>g</sup> Private for-profit services provided or managed by a company, private individual or non-government school. **na** Not available. – Nil or rounded to zero.

*Source:* State and Territory governments (unpublished); tables 3A.41, 3A.48, 3A.55, 3A.62, 3A.69, 3A.76, 3A.83 and 3A.90.

services in the 'attendance' count, since these services have preschool programs. Tasmania and the NT do not have a set number of preschool 'places'. Enrolments are not turned away.

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## 3.2 Framework of performance indicators

The framework of performance indicators is based on common objectives for children's services endorsed by the then Community Services Ministers' Advisory Council (CSMAC)<sup>3</sup> (box 3.2). The relative emphasis placed on each objective varies across jurisdictions.

**Box 3.2 Objectives for children's services**

Children's services aim to:

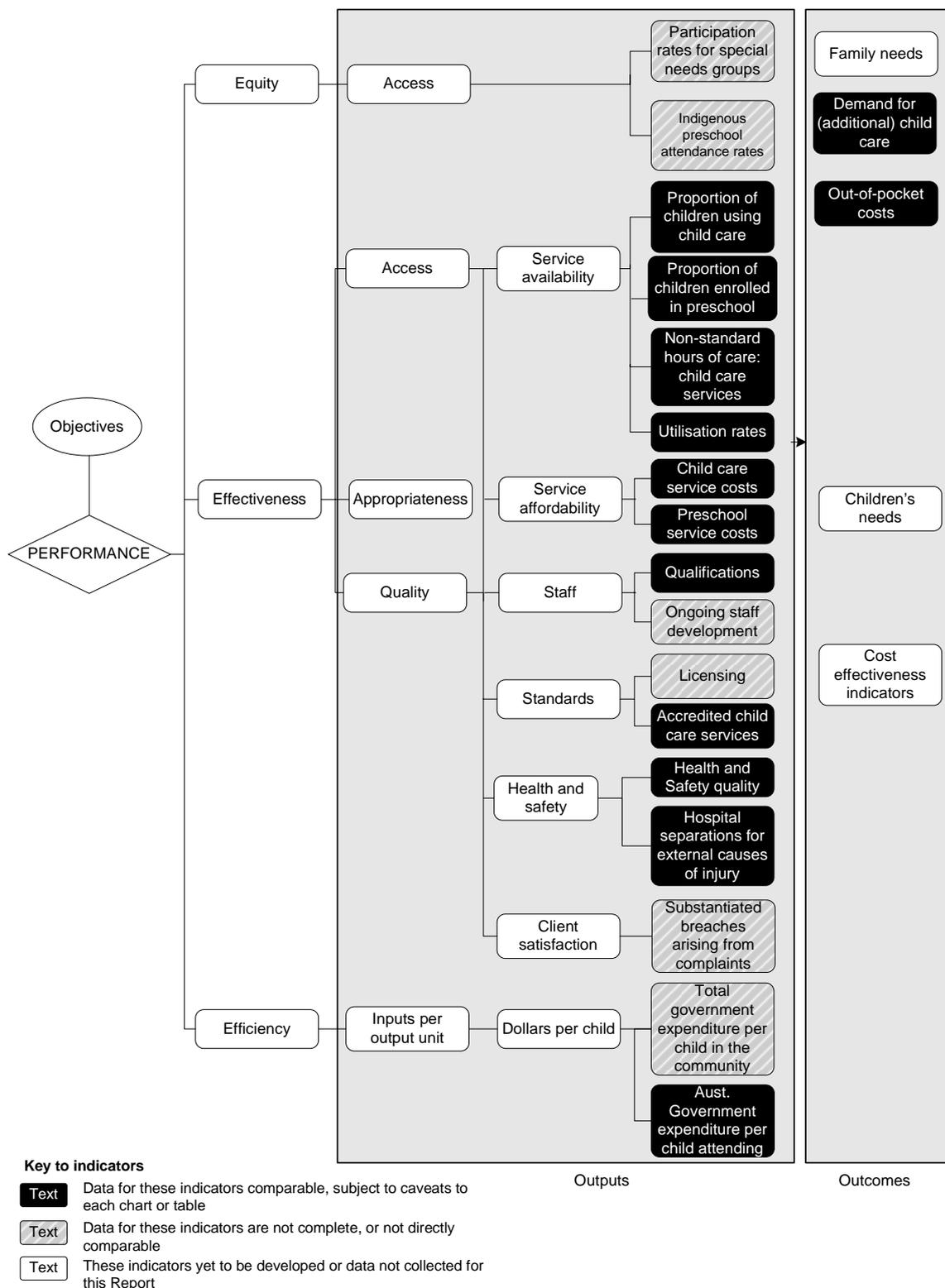
- meet the care, education and development needs of children in a safe and nurturing environment
- provide support for families in caring for their children
- provide these services in an equitable and efficient manner.

A performance indicator framework consistent with these objectives is shown in figure 3.2. The framework shows which data are provided on a comparable basis in the 2009 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).

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

Figure 3.2 Performance indicators for children's services



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### 3.3 Key performance indicator results

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

#### Outputs

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

#### *Equity*

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

‘Participation rates for special needs groups’ is an indicator of 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 may 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 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 a disability, and children from regional and remote areas.

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

Therefore, a higher participation rate is desirable.

Data reported for this indicator are not directly comparable. Updated data for childcare services were not available for this Report.

Data for participation by special needs groups using Australian Government approved child care services were previously sourced from the AGCCCS, which

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was discontinued following the 2006 AGCCCS. Anticipated replacement data (for 2008) for this indicator were not available for the 2009 Report. Data for 2006 can be found in the attachment tables and the 2008 Report.

Data on the representation of special needs groups for children aged 3–5 years in government funded preschools are provided in table 3.2. The data provide a broad indication of the relative access to preschool for special needs groups. Nationally, the patterns for children from special needs groups in preschool varied.

- Children from non-English speaking backgrounds had a lower representation in preschools (9.9 per cent) than in the community (18.7 per cent).
- Indigenous children's representation in preschools varied across jurisdictions, though at the national level, they participated at a similar proportion (4.9 per cent) to their representation in the community (4.5 per cent).
- The proportion of children with a disability was lower in preschools (6.6 per cent) compared to their representation in the community (8.0 per cent).
- The proportion of children from regional areas attending preschool was higher (35.8 per cent) compared to their representation in the community (32.3 per cent).
- The proportion of children from remote areas attending preschool varied across jurisdictions, though nationally they participated at a similar rate (4.1 per cent) to their representation in the community (4.2 per cent) (table 3.2).

Data on representation of special needs groups in State and Territory child care and preschools, for children aged 0–12, can be found in attachment table 3A.24.

**Table 3.2 Proportion of children (aged 3–5 years) from special needs groups attending State and Territory funded or provided preschools, 2007-08<sup>a</sup>**

<i>Representation</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Children from non-English speaking backgrounds									
In preschool services <sup>c</sup>	10.1	17.1	4.7	na	10.5	na	8.1	na	9.9
In the community <sup>b</sup>	23.2	21.6	11.6	15.6	13.5	7.2	16.1	38.7	18.7
Indigenous children									
In preschool services <sup>c</sup>	3.7	1.0	7.7	9.1	6.2	5.2	2.7	43.5	4.9
In the community <sup>b</sup>	4.1	1.2	6.4	5.8	3.5	6.4	2.3	41.8	4.5
Children with a disability									
In preschool services <sup>c, d</sup>	6.3	6.1	7.4	3.1	15.5	na	4.4	5.3	6.6
In the community <sup>b</sup>	7.7	6.5	8.6	10.2	8.3	7.2	14.3	np	8.0
Children from regional areas <sup>e</sup>									
In preschool services <sup>c</sup>	31.4	28.5	89.5	23.6	29.0	98.3	1.0	45.5	35.8
In the community <sup>b</sup>	28.0	27.5	45.1	24.5	26.2	97.7	0.1	48.2	32.3
Children from remote areas <sup>e</sup>									
In preschool services <sup>c</sup>	1.3	0.1	10.5	8.7	5.8	1.7	..	54.5	4.1
In the community <sup>b</sup>	1.0	0.1	6.2	11.8	5.8	2.6	..	68.2	4.2

<sup>a</sup> See table 3A.24 for complete footnotes and definitions. <sup>b</sup> Data showing representation in the community are sourced from the ABS 2006 Census of Population and Housing, except for 'children with a disability', which are sourced from the ABS 2003 Survey of Disability, Ageing and Carers. Data for children in the community aged 3–5 years are different to the data for children in the community aged 0–12 years included in table 3A.24. <sup>c</sup> These numbers do not include innovative or flexible services that receive direct funding from the Australian Government and are targeted towards children from these groups. Data on preschool services may include some children aged 3 years or 5 years for all jurisdictions. Preschool data in the NT may include some children aged greater than 5 years in very remote areas. <sup>d</sup> Data are not directly comparable between jurisdictions because there is no national definition or standard on children with a disability. <sup>e</sup> Regional and remote areas based on the Australian Standard Geographical Classification of Remoteness Areas (ASGC) (ABS 2001). Regional areas include inner regional and outer regional areas. Remote areas include remote, very remote and migratory areas. **na** Not available. **np** Not published. **..** Not applicable.

Source: State and Territory governments (unpublished); ABS (unpublished), derived from *2006 Census of Population and Housing*; ABS (unpublished), derived from *Survey of Disability, Ageing and Carers 2003*; table 3A.24.

### *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 may have special difficulty in accessing services (box 3.4).

### Box 3.4 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 considered 'absent' if they missed one or more of the sessions they were enrolled in during the reference week.

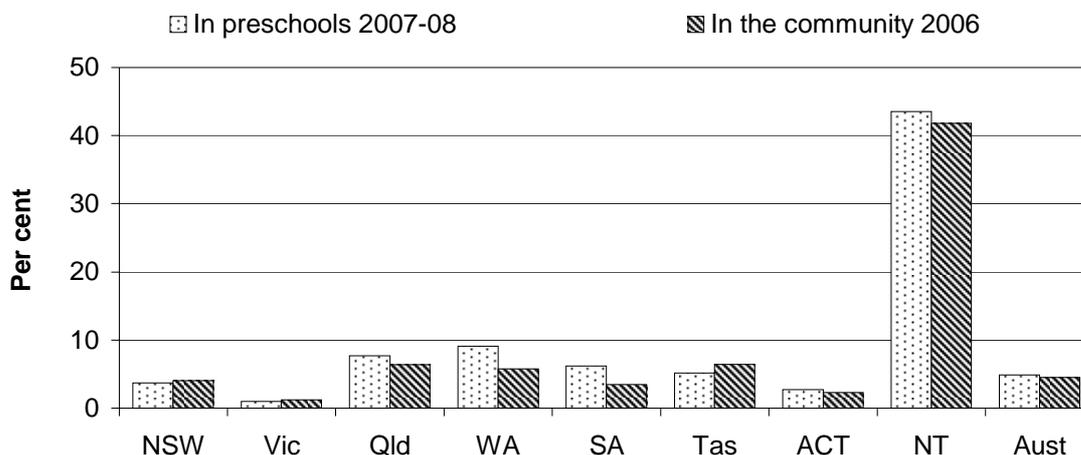
Attendance rates are measured by absentee rates. A low absentee rate indicates a higher rate of attendance at preschools, and is desirable.

Preschool attendance is not compulsory, and data are limited to Indigenous children enrolled in non-government preschools.

Data reported for this indicator are not complete, as they do not include Indigenous children enrolled in government preschools.

'Indigenous preschool enrolment rates' provides a broad indication of access to preschools. Indigenous enrolments in government and non-government preschools between 2003-04 and 2007-08 increased slightly in almost all jurisdictions, and nationally are similar to Indigenous children's representation in the community (figure 3.3).

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



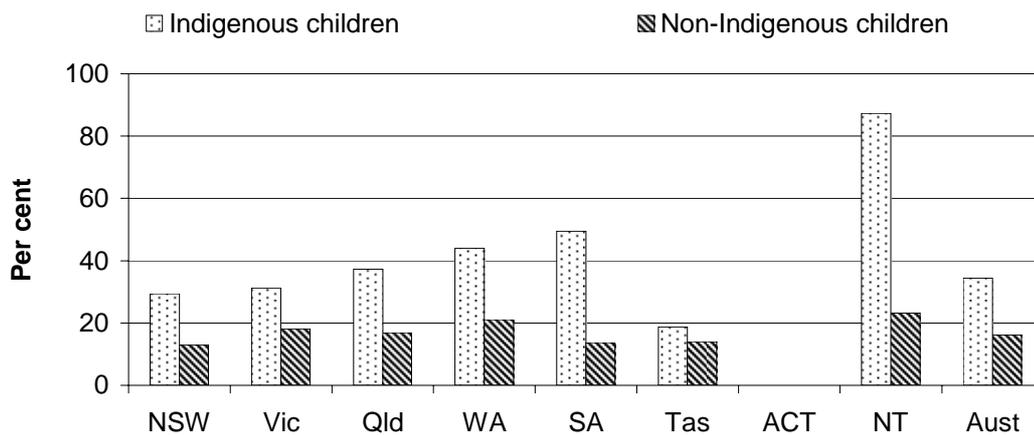
<sup>a</sup> Data showing representation in the community are sourced from the ABS 2006 *Census of Population and Housing*. <sup>b</sup> Data for the representation in preschool services are from State and Territory enrolment data. <sup>c</sup> All Indigenous data relate to people of Aboriginal or Torres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

Source: ABS (unpublished), derived from 2006 *Census of Population and Housing*; State and Territory governments (unpublished); table 3A.24.

‘Indigenous preschool attendance rates’ provide 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 may overlap with the preschools data provided by State and Territory governments and are therefore not directly comparable with other preschool data included in the Report. The National Preschool Census collected data from 3248 of the 3274 non-government preschools in scope for the 2007 NPC (which represents approximately 70 per cent of all government and non-government preschools) (DEEWR unpublished).

Nationally in 2007, non-attendance by Indigenous children (34.5 per cent) was significantly higher than non-attendance by non-Indigenous children (16.2 per cent) (figure 3.4).

Figure 3.4 **Enrolled children absent from non-government preschools, 2007** a, b, c, d, e, f



**a** Data on attendance are limited to non-government preschools, and exclude government preschools. At the national level, around 70 per cent of children are in preschools considered to be ‘non-government’, though this percentage varies across jurisdictions. **b** Preschool attendance is not compulsory. **c** Attendance measured during the week of 30 July–3 August 2007. Children are counted as absent if they miss one or more of the sessions that they were enrolled in during this week. Absences due to illness may be higher during winter than at other times of the year. **d** ‘Non-Indigenous children’ has been derived by subtracting ‘Indigenous children’ from ‘all children’. **e** Data are suppressed for the ACT due to the small number of Indigenous children enrolled in non-government preschools. **f** The Australian totals include jurisdictions for which data are published only.

Source: DEEWR (unpublished), *National Preschool Census 2007*; table 3A.25.

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## Effectiveness

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

‘Proportion of children using child care’ is an indicator of governments’ objective to ensure that all Australian families have equitable access to child care services (box 3.5).

#### **Box 3.5 Proportion of children using child care**

‘Proportion of children using child care’ is defined as the proportion of children using child care services in the target age groups.

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

Data reported for this indicator are comparable.

The employment status of parents may influence children’s access to services, depending on the service model. Those services eligible for CCB, for example, must follow the Australian Government’s ‘priority of access’ guidelines when filling vacant places. The guidelines give a high priority to children at risk and children of parents with work-related child care needs (see section 3.6 for more detail). Details of the employment status of parents whose children use these services are shown in table 3A.16.

Nationally, 24.6 per cent of children aged 0–12 years attended Australian approved and State and Territory government funded and/or provided child care in 2007-08 (table 3.3). Nearly all of these children (87.5 per cent) attended Australian Government approved child care services (figure 3.5). The majority of children attending Australian Government approved child care in 2008 (484 721, or 63.7 per cent) were aged 0–5 years (table 3A.11).

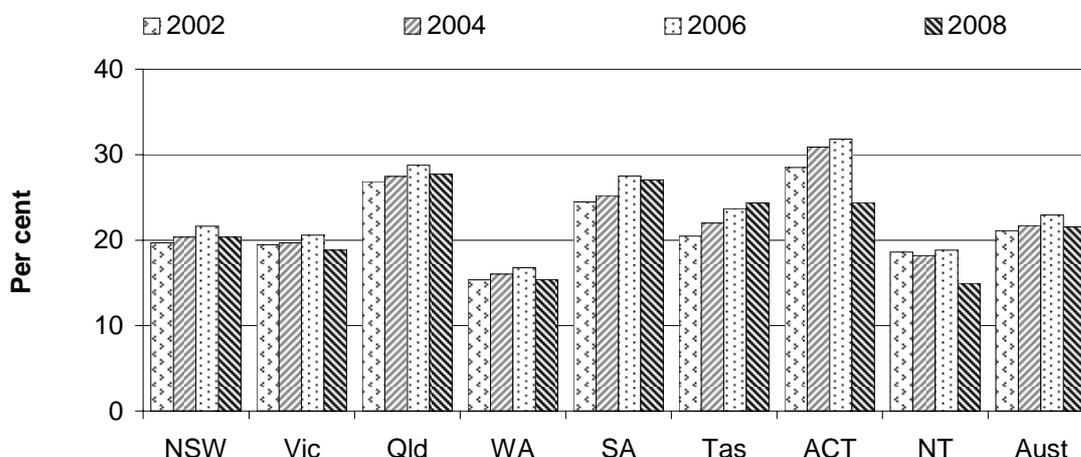
**Table 3.3 Proportion of children using Australian Government approved plus State and Territory government funded and/or provided child care, 2007-08<sup>a, b</sup>**

<i>Age</i>	<i>NSW<sup>c</sup></i>	<i>Vic</i>	<i>Qld</i>	<i>WA<sup>d</sup></i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
0–5 years	46.8	25.9	37.5	22.4	32.8	34.5	20.3	18.1	35.4
6–12 years	14.5	13.0	19.9	9.5	24.1	17.6	18.2	12.1	15.5
<b>0–12 years</b>	<b>29.3</b>	<b>19.0</b>	<b>27.9</b>	<b>15.4</b>	<b>28.0</b>	<b>25.3</b>	<b>24.4</b>	<b>14.9</b>	<b>24.6</b>

<sup>a</sup> Estimated resident population as at 31 December 2007. The Australian total includes children in other territories. <sup>b</sup> Australian Government data for 2008 are drawn from DEEWR administrative data collected through the CCB payments system. Data for 2008 are not comparable to previous years due to a change in the source for data collection. See box 3.1 and table 3A.11 for more information. <sup>c</sup> As NSW does not differentiate between children in child care and children in preschools, children attending either service are counted in both categories. This overcount means that NSW data are not comparable with data for other states and territories. <sup>d</sup> WA data for child care services provided by the WA Government are not available.

Source: DEEWR (unpublished); State and Territory governments (unpublished); ABS (unpublished), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2, 3A.11, 3A.38, 3A.45, 3A.52, 3A.59, 3A.66, 3A.73, 3A.80, 3A.87.

Figure 3.5 Proportion of children aged 0–12 years using Australian Government approved child care<sup>a, b, c, d, e, f</sup>



<sup>a</sup> Data for 2002, 2004 and 2006 are drawn from the respective AGCCCS, while data for 2008 are drawn from DEEWR administrative data collected through the CCB payments system. Data for 2008 are not comparable to previous years due to the change in the source for data collection. <sup>b</sup> Children attending approved services in 2002, 2004 and 2006 may be counted more than once if attending more than one service during the reference week. Children attending approved services in 2008 are counted once, even if attending more than one type of service during the reference week. <sup>c</sup> Attendance counted as the number of children attending approved care in all services except Vacation Care during the week 18-24 February 2008, 8-14 May 2006, 22-28 March 2004 and 13-19 May 2002. Vacation care attendance was measured during week 21-27 January 2008. For 2002, 2004 and 2006 the week in which vacation care attendance were measured varied due to different vacation care periods across Australia. <sup>d</sup> Population measure is the Estimated Resident Population as at 31 December. <sup>e</sup> The Australian total includes children in other territories. <sup>f</sup> Excludes children cared for in neighbourhood model services.

Source: DEEWR (unpublished); FaCSIA (unpublished), derived from *Australian Government Census of Child Care Services 2002 and 2004*; DEEWR (unpublished), derived from *Australian Government Census of Child Care Services 2006*; ABS (unpublished), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; table 3A.11.

The average hours of attendance in child care in 2008 varied considerably across jurisdictions, for all service models. Nationally, average attendance per child at centre-based long day care centres was 26.1 hours per week, while the average attendance per child at family day care was 19.7 hours per week. Nationally, the average attendance per child at occasional care was 11.4 hours per week, the average attendance per child at outside school hours care was 9.0 hours per week, and the average attendance at vacation care during school holidays was 30.1 hours per week (table 3A.10).

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

‘Proportion of children enrolled in preschool’ is an indicator of governments’ objective to ensure that all Australian families have equitable access to preschool services (box 3.6).

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**Box 3.6 Proportion of children enrolled in preschool**

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

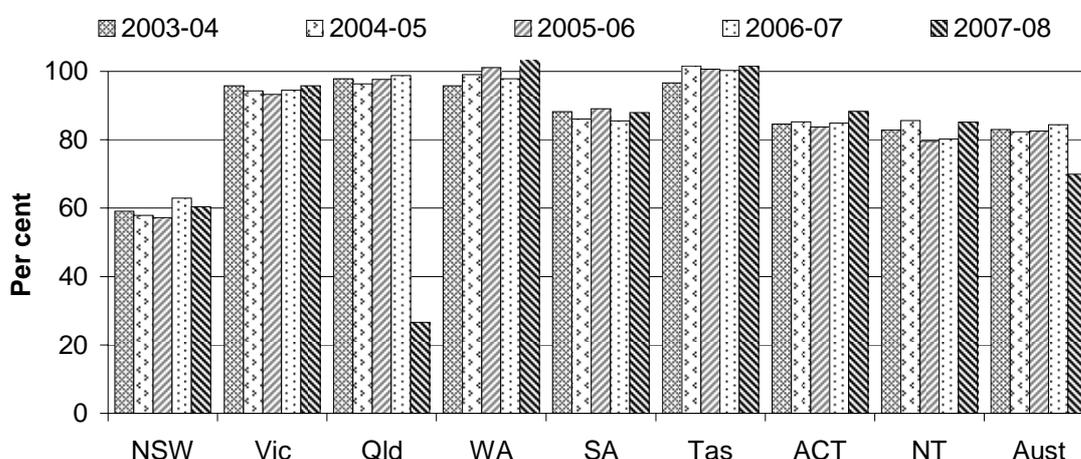
- the percentage of children attending preschool in the year before the commencement of full time schooling. 'Children aged 4 years' is used as a proxy for 'children in the year before full time schooling'.
- the percentage of younger children attending preschool.

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

Data reported for this indicator are comparable.

Nationally in 2007-08, 69.9 per cent of children enrolled in preschool were in the year immediately before they commenced full time school. There is some double counting in several jurisdictions, as well as issues with synchronisation of data collection times for preschool enrolments and population estimates. This may lead to an overestimation of enrolment in some states and territories (for example, where enrolment rates exceed 100 per cent) (figure 3.6). The national total for preschool enrolments in 2007-08 is not directly comparable to previous years due to the cessation of preschool and the introduction of a Preparatory Year in Queensland from 2007. The national average for 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**



**a** The figure shows the proportion of 4 year old children (a proxy for 'children in the year before fulltime school') enrolled in preschool services using data collected from State and Territory enrolment figures. The enrolment figures are divided by the number of 4 year olds in each jurisdiction, using ABS estimated resident population. The two datasets are estimated at different times of the year, and may be out of sequence with each other. Some non-4 year olds may also be included in the enrolment figures. **b** There is some double counting of children in NSW, Qld (for the period 2003-04 to 2006-07) 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 exceeds the number of children in the target population. **c** NSW data only covers children in licensed funded preschools – children attending unfunded preschools and preschool programs in other licensed children's services are not shown as these data cannot be discretely counted. NSW data for 2006-07 include for the first time preschools managed by the NSW Department of Education. NSW data do not include the non-government school sector in any of the years. The count for preschool attendance includes children aged from 4 to 5 years, 11 months attending funded child care services. **d** Victorian data include 9015 eligible four year old children attending funded preschool services conducted in centre-based long day care centres. **e** Data for Queensland in 2007-08 include Indigenous Community Pre-Preparatory and Crèche and Kindergarten enrolments. Preparatory Year data are included in data on school children. **f** Data for SA include all children aged 4 years in state funded preschool services. Data in previous Reports included children aged 4 years and above in state funded preschool services, and data were revised for the 2009 Report. **g** NT preschool data for 2006-07 and 2007-08 include Catholic Mission Schools.

Source: State and Territory governments (unpublished); ABS (unpublished), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; table 3A.12.

Younger children in all jurisdictions except WA and Tasmania attended government funded preschool services in 2007-08. For all jurisdictions, excluding WA and Tasmania, around 7.3 per cent of children aged 3 years attended preschool services in that year (approximately 19 256 children). Participation in 2007-08 differed across jurisdictions, in part due to variation in policies on access to funded preschool services (table 3A.12).

All jurisdictions except NSW and Victoria provided data on the average hours of attendance for government funded and/or provided preschool services in 2007-08. For those jurisdictions that provided data for 2007-08, the average attendance of

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children in the year immediately before they commenced full time schooling was between 11 and 13 hours per week (tables 3A.51, 3A.58, 3A.65, 3A.72, 3A.79 and 3A.86).

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

‘Non-standard hours of care: child care services’ is an indicator of governments’ objective to ensure government funded and/or provided child care services meet the needs of all users (box 3.7).

**Box 3.7 Non-standard hours of care: child care services**

‘Non-standard hours of care: 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’.

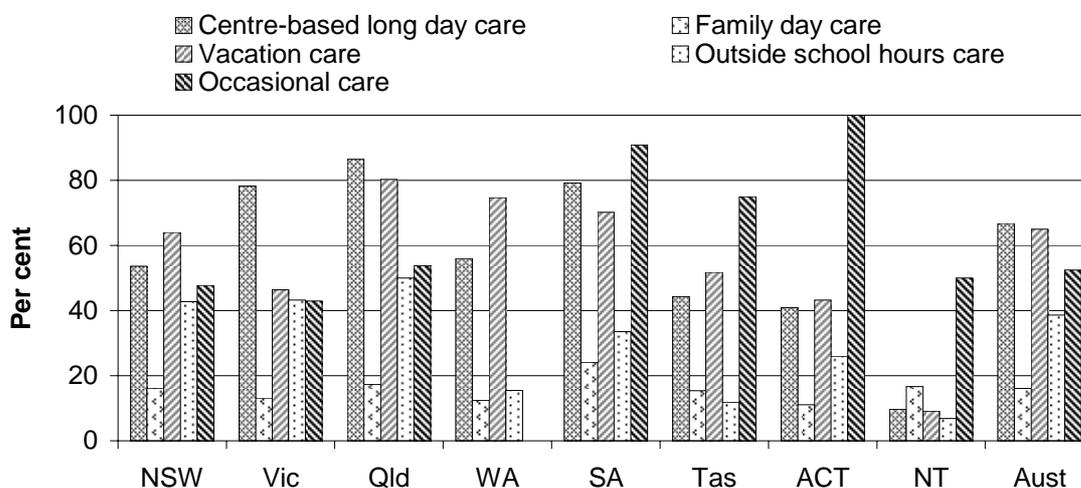
A higher proportion of services providing non-standard hours of care may suggest a greater flexibility of services to meet the needs of families.

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

Data reported for this indicator are comparable.

Provision of non-standard hours of care may be influenced by a range of factors, such as costs to services and parents, demand for care, availability of carers, and compliance with occupational and health and safety requirements. Figure 3.7 shows the proportion of services that provided non-standard hours of care by service model.

**Figure 3.7 Australian Government approved child care services providing non-standard hours of care, by service model, 2008**



Source: DEEWR (unpublished); table 3A.17.

Limited data are available on services not included in the Australian Government data set that were offering non-standard hours of care (see table 3A.18).

All states and territories were asked to provide data on the proportion of their preschools that offered non-standard hours of care in 2007-08. Only NSW and SA were able to provide data on this item (table 3A.18).

#### *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 3.8).

### Box 3.8 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 may be relevant where governments provide targeted capital or operational funding to establish or maintain services.

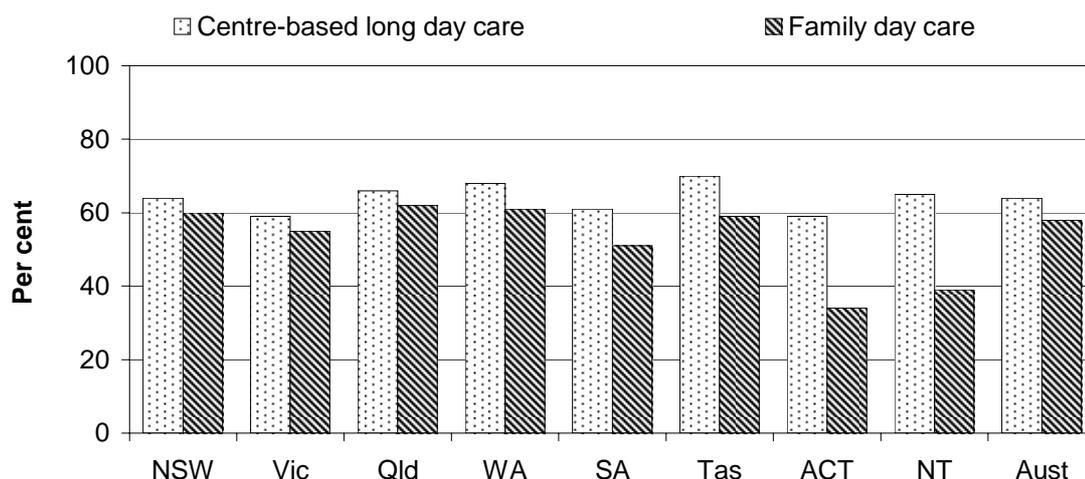
The desirable level of utilisation will depend on a number of factors. High levels of utilisation may be desirable as a measure of efficiency in situations where a community does not require additional services. An alternative view of high utilisation rates is that services are less accessible as there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

Data reported for this indicator are comparable.

The utilisation rates in Australian Government approved centre-based long day care and family day care services in different jurisdictions are shown in figure 3.8.

Nationally, utilisation rates were higher for centre-based long day care (64.0 per cent) than for family day care (58.0 per cent) in 2008.

Figure 3.8 Utilisation rates, centre-based long day care and family day care, 2008 (per cent)<sup>a, b, c</sup>



<sup>a</sup> Data for 2008 are drawn from DEEWR administrative data collected through the CCB payments system and are not comparable to data reported for previous years. See box 3.1 and table 3A.19 for more information. <sup>b</sup> Data on services operating hours were not available for the 2008 data collection and it was assumed that family day care services were open for 35 hours per week and centre-based long day care services open for 50 hours per week. <sup>c</sup> Family day care data exclude in-home care.

Source: DEEWR (unpublished); table 3A.19.

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*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 regardless of their financial circumstances (box 3.9).

**Box 3.9 Child care service costs**

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

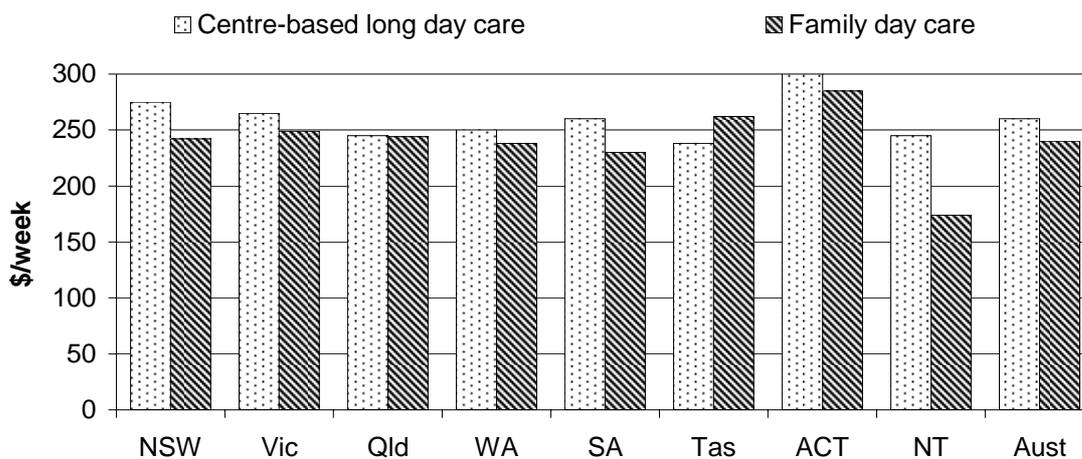
Provided the service quality is held constant, lower service costs are more desirable.

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

Data reported for this indicator are comparable.

Nationally, median weekly fees for 50 hours of care in 2008 were higher for centre-based long day care services (\$260) than for family day care (\$240), as shown in figure 3.9.

**Figure 3.9 Median fees charged by Australian Government approved child care services, 2008 (\$/week)<sup>a, b, c</sup>**



<sup>a</sup> Median fees based on 50 hours of care in the reference week. <sup>b</sup> Family day care data exclude in-home care. <sup>c</sup> Family day care fee includes parent levy.

Source: DEEWR (unpublished); table 3A.32.

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### *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 3.10).

#### **Box 3.10 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 fees represent the middle value of the range of fees.

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

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

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

Data reported for this indicator are comparable.

Data for this indicator were obtained from the ABS 2005 *Child Care Survey* and are reported in attachment table 3A.33. Box 3.22 includes further information about the 2005 Child Care survey. Data from the ABS 2008 *Childhood Education and Care Survey* are anticipated to be available for inclusion in the 2010 Report.

Further detail about the mix of providers of preschool (community, private and government) is provided in tables 3A.41, 3A.48, 3A.55, 3A.62, 3A.69, 3A.76, 3A.83 and 3A.90.

### *Quality*

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

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

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

### *Staff— qualifications*

'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. Staff qualifications are a proxy indicator of staff quality (box 3.11).

#### **Box 3.11 Qualifications**

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

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

Data reported for this indicator are comparable.

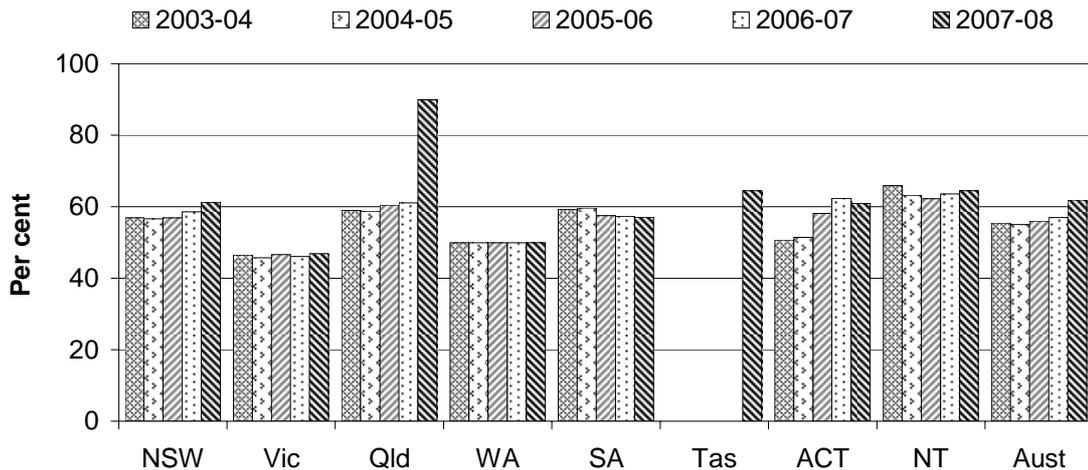
Updated data for this Report were not available.

Data for 'qualifications' were previously sourced from the AGCCCS, which was discontinued following the 2006 AGCCCS. Anticipated replacement data (for 2008) for this indicator were not available. Data for 2006 and previous years are reported in attachment table 3A.14.

Some data are available on the qualifications of staff employed by preschool services that received funding from State and Territory governments. The

proportion of preschool primary contact staff with a relevant formal qualification is reported in figure 3.10.

**Figure 3.10 Paid primary contact staff with a relevant formal qualification employed by State and Territory funded and/or managed preschools<sup>a, b, c, d, e</sup>**



<sup>a</sup> All preschool services in NSW, Queensland, SA and the ACT must have at least two staff, of whom one must have a relevant formal qualification. <sup>b</sup> In Victoria, all preschool services must have at least two staff, of whom one must have a relevant early childhood teaching qualification. The percentage of qualified teachers is less than 50 per cent because a teacher may deliver a funded kindergarten program at more than one location. <sup>c</sup> The 2007-08 figure in Queensland primarily relates to staff with formal qualifications in the Queensland Crèche and Kindergarten Association (C & K). Prior to 2007-08 the information presented relates to staff in Queensland Government preschools and the C & K. <sup>d</sup> In WA, all preschool teachers must have a formal qualification. The data assume that every teacher has an aide. Qualifications of aides are unknown and so reported as zero. <sup>e</sup> Data for Tasmania for 2003-04, 2004-05, 2005-06 and 2006-07 are not available, but all preschool teachers must have a formal qualification.

Source: State and Territory governments (unpublished); tables 3A.40, 3A.47, 3A.54, 3A.61, 3A.68, 3A.75, 3A.82 and 3A.89.

### *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 3.12).

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**Box 3.12 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 rate of in-service training suggests a relatively high quality of service. This indicator does not provide information on whether the development undertaken by staff is adequate or sufficiently relevant to improve the quality of the service provided.

Data for this indicator are not directly comparable.

Updated data for this Report were not available.

Data for 'ongoing staff development' were previously sourced from the AGCCCS, which was discontinued following the 2006 AGCCCS. Anticipated replacement data (for 2008) for this indicator were not available and data for 2006 and previous years are reported in attachment table 3A.15. NSW, Victoria, Queensland and the ACT were able to provide data on the proportion of preschool staff undertaking training in 2007-08 (tables 3A.40, 3A.47, 3A.54 and 3A.82).

### *Standards*

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

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

### *Standards — licensing*

'Licensing' is an indicator of governments' objective to ensure government funded or provided children's services meet the minimum standards considered necessary to provide a safe and nurturing environment, and to meet the educational and development needs of children. State and Territory governments are responsible for licensing children's services in their jurisdictions (box 3.13).

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**Box 3.13 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.

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

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

Data for this indicator are not complete.

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

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

The service models covered by legislation vary across jurisdictions (table 3.4).

**Table 3.4 State and Territory licensing of children's services, 2008<sup>a</sup>**

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

<sup>a</sup> Children's services are regulated in accordance with the requirements of the relevant legislation in each jurisdiction. <sup>b</sup> WA licenses individual carers, regardless of whether they belong to a scheme, but schemes are not licensed. <sup>c</sup> In this table, 'other care' refers to all other government regulated care, for example, nannies, playschools and in-home care. Jurisdictions may licence some, but not all, types of 'other care' services. <sup>d</sup> 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.

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

Source: State and Territory governments (unpublished).

### *Standards — monitoring and inspection regimes*

All states and territories monitor performance against the standards set for children's services, in order to ensure that high quality services are delivered to the community. Table 3.5 provides an overview of the monitoring and inspection regimes that operate in the 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 the reporting of comparable data across jurisdictions for monitoring and inspection.

**Table 3.5 State and Territory monitoring and inspection regimes, for licensed children's services 2007-08**

<i>Monitoring activities</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld<sup>a</sup></i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<i>Proactive monitoring:<sup>b</sup></i>	✓	✓	✓	✓	✓	✓	✓	✓
Required frequency of inspections <sup>c</sup>	Annual	Annual	Biannual	Annual	At least once a year	Quarter	Quarter	Biannual
Estimated share announced visits <sup>d</sup>	75%	6%	46%	43%	5%	97%	60%	80%
Estimated share unannounced inspections <sup>e</sup>	25%	94%	54%	57%	95%	3%	40%	20%
<i>Reactive monitoring:<sup>f</sup></i>	✓	✓	✓	✓	✓	✓	✓	✓
Data provided on substantiated breaches arising from complaints <sup>g</sup>	x	✓	x	✓	x	✓	✓	✓
<i>Sanctions for breaches:<sup>h</sup></i>	✓	✓	✓	✓	✓	✓	✓	✓
Under-performing services incur follow-up or more frequent inspections	✓	✓	✓	✓	✓	✓	✓	✓
Number of prosecutions initiated against services during 2007-08 <sup>i</sup>	2	1	–	–	–	–	–	–

<sup>a</sup> Information for Queensland excludes government and non-government preschools, but includes kindergartens. <sup>b</sup> 'Proactive monitoring' refers to the ongoing program of visits/inspections to services that are determined by legislation and/or the monitoring policies in each jurisdiction. <sup>c</sup> In WA, from July 2007, licensed services receive an annual visit. During the first two years of the licence period, these visits are unannounced. The licence renewal visit in the third year is an announced visit. In SA, the required frequency of inspections is dependent on the type of licensed service. <sup>d</sup> Announced visits are scheduled with the service provider, and include, but are not limited to, consultative and advisory meetings. <sup>e</sup> Unannounced inspections of services are used to assess performance against licence conditions, including, but not limited to, investigations of complaints. Unannounced inspections allow the operation of the service to be monitored under normal operational circumstances. <sup>f</sup> A 'reactive monitoring' regime may be triggered by either a complaint or a service's failure to comply with legislative requirements. <sup>g</sup> See detailed data in attachment tables 3A.42, 3A.49, 3A.56, 3A.63, 3A.70, 3A.77, 3A.84, 3A.91. <sup>h</sup> Jurisdictions may apply a wide range of actions to underperforming services. These actions may include administrative and/or statutory sanctions, including prosecution. Not all sanctions are included in this table. <sup>i</sup> 'Prosecutions' refer to all prosecutions against services that are brought under the relevant children's services Act in each jurisdiction. – Nil or rounded to zero.

Source: State and Territory governments (unpublished).

### *Standards — accredited child care services*

'Accredited child care services' is an indicator of the Australian Government's objective to ensure government funded or provided child care services meet the standards considered necessary to provide a safe and nurturing environment, and to meet the educational and development needs of children. Accredited services have

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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 3.14).

**Box 3.14 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 higher proportion of services that have been accredited is more desirable.

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

Data reported for this indicator are comparable.

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

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

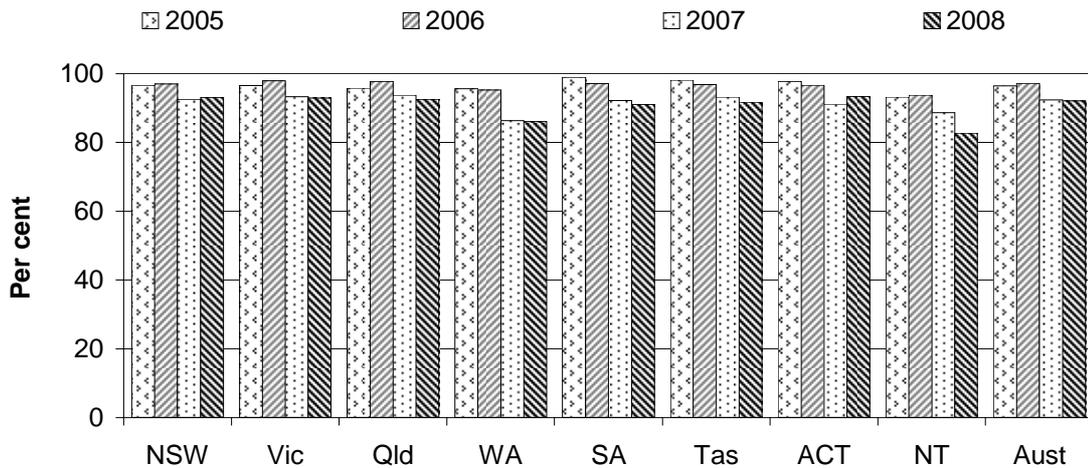
The standards include the expected performance against a variety of ‘quality areas’, depending on the service model. For example, the QIAS details centre-based long day care performance against the following seven ‘quality areas’:

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

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

Nationally, of the 5597 centres registered to participate in the QIAS at 30 June 2008, 4796 centres had received an accreditation decision (table 3A.3). Of the centres assessed, 92.1 per cent (4419 centres) were successful in achieving accreditation (figure 3.11). The centres that do not meet accreditation standards (377 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 2008, a further 801 centres (14.3 per cent of those registered to participate in QIAS) were in self-study, review or moderation, or awaiting an accreditation decision (table 3A.3).

Figure 3.11 **Accredited centres as a proportion of centres fully assessed under the Quality Improvement and Accreditation System<sup>a, b</sup>**



<sup>a</sup> Data as at 30 June in each year. Figures may change daily and are updated every six weeks following an NCAC meeting. <sup>b</sup> Results for Tasmania, the ACT and the NT may be unduly influenced by the relatively small number of services (78, 85 and 43 respectively at 30 June 2008) participating in the process.

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

Nationally, 316 family day care schemes were registered with NCAC at 30 June 2008. Of these, 295 schemes had received an accreditation decision. Of the schemes assessed, 96.3 per cent (284 services) were accredited. Eleven schemes were not accredited and 21 were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.3).

At 30 June 2008, there were 3324 outside school hours care services registered to participate in OSHCQA (table 3A.3). Of the 2807 services that had received an accreditation decision at 30 June 2008, 91.7 per cent (2575 services) were

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successful in achieving accreditation. A further 517 services were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.3).

*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 3.15).

**Box 3.15 Health and safety quality**

‘Health and safety quality’ has one measure for family day care, defined as:

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

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

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

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

Data reported for this indicator are comparable.

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

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

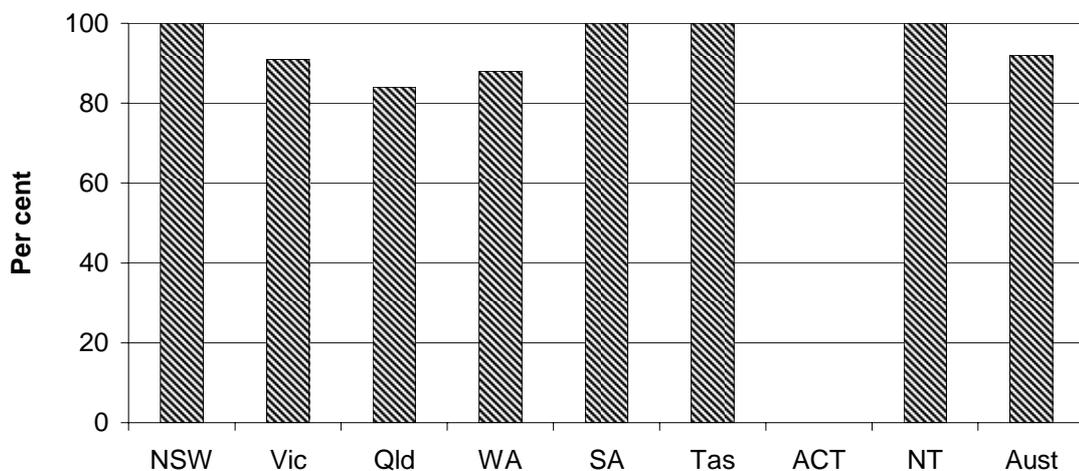
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For family day care, the quality area ‘health, hygiene, nutrition, safety and wellbeing’ includes the following principles for which an assessment is made:

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

Nationally, in 2007-08, 92.0 per cent of family day care schemes achieved satisfactory or above ratings for the NCAC ‘health, hygiene, nutrition, safety and wellbeing’ quality area (figure 3.12).

**Figure 3.12 Proportion of family day care schemes that achieved satisfactory or above ratings for NCAC health, hygiene, nutrition, safety and wellbeing quality area, 2007-08<sup>a, b</sup>**



<sup>a</sup> Data are only presented for those services that have undergone accreditation in the 12 month reporting period (services are only accredited once during any 2.5 year period). <sup>b</sup> No ACT family day care schemes were assessed during the period 1 July 2007 to 30 June 2008.

Source: NCAC (unpublished); table 3A.35.

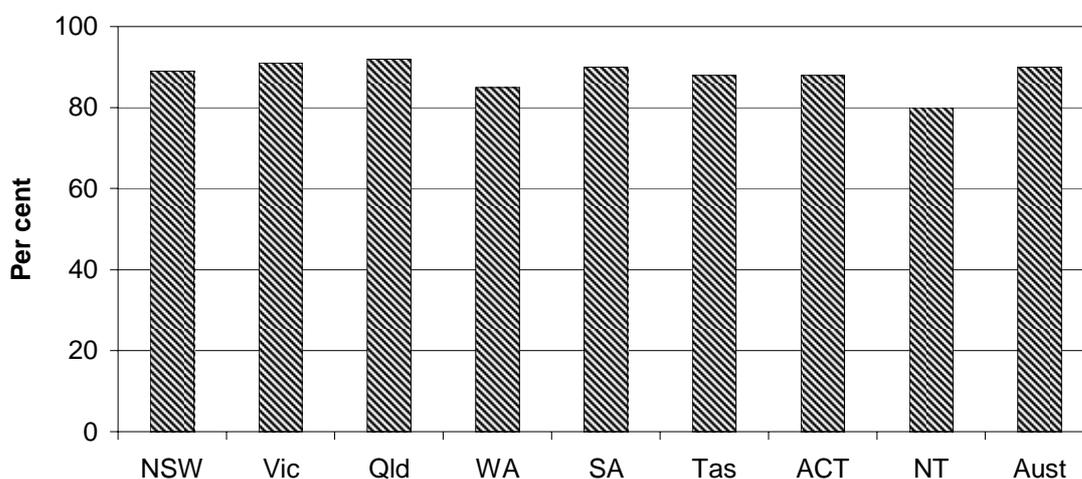
For long day care, the quality area ‘protective care and safety’ includes the following principles for which an assessment is made:

- staff act to protect each child
- staff supervise children at all times

- staff ensure that potentially dangerous products, plants and objects are inaccessible to children
- the centre ensures that buildings and equipment are safe
- the centre promotes occupational health and safety.

Nationally, in 2007-08, 90.0 per cent of long day care centres achieved satisfactory or above ratings for the NCAC 'protective care and safety' quality area (figure 3.13).

**Figure 3.13 Proportion of long day care centres that achieved satisfactory or above ratings for NCAC protective care and safety quality area, 2007-08<sup>a</sup>**



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

Source: NCAC (unpublished); table 3A.35.

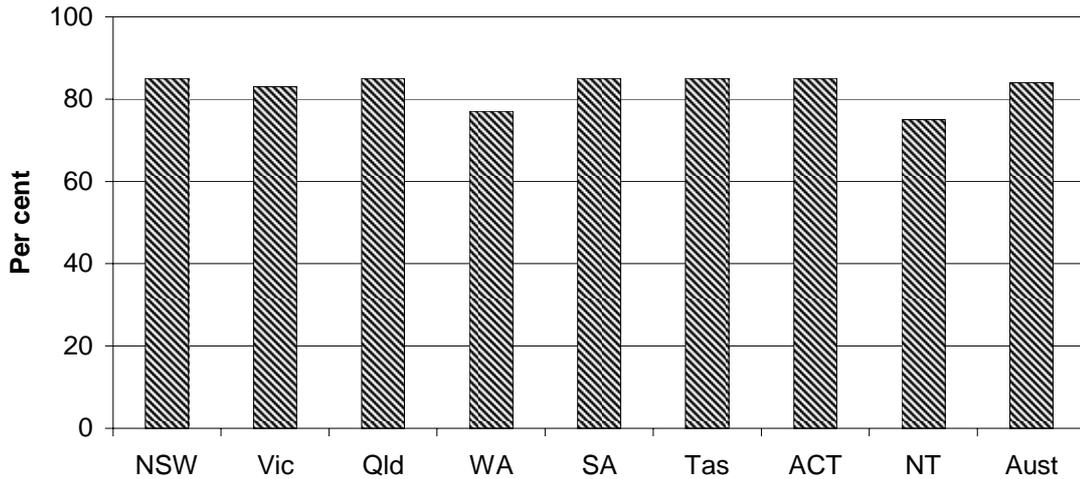
For long day care, the quality area 'health, nutrition and wellbeing' includes the following principles for which an assessment is made:

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

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Nationally, in 2007-08, 84.0 per cent of long day care centres achieved satisfactory or above ratings for the NCAC 'health, nutrition and wellbeing' quality area (figure 3.14).

**Figure 3.14 Proportion of long day care centres that achieved satisfactory or above ratings for NCAC health, nutrition and wellbeing quality area, 2007-08<sup>a</sup>**



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

Source: NCAC (unpublished); table 3A.35.

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

'Hospital separations for external causes of injury' is a proxy indicator of governments' objective to ensure that children's services meet the care, educational and developmental needs of children in a safe and nurturing environment (box 3.16).

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**Box 3.16 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' may indicate better performance towards achieving the objective of providing the care, educational and development needs of children in a safe and nurturing environment.

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

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

All hospital separation data need to be interpreted with care. Nationally, no place of occurrence was reported for 34.5 per cent of hospitalisations of children aged 0–4 years in 2006-07 (table 3A.34). 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.

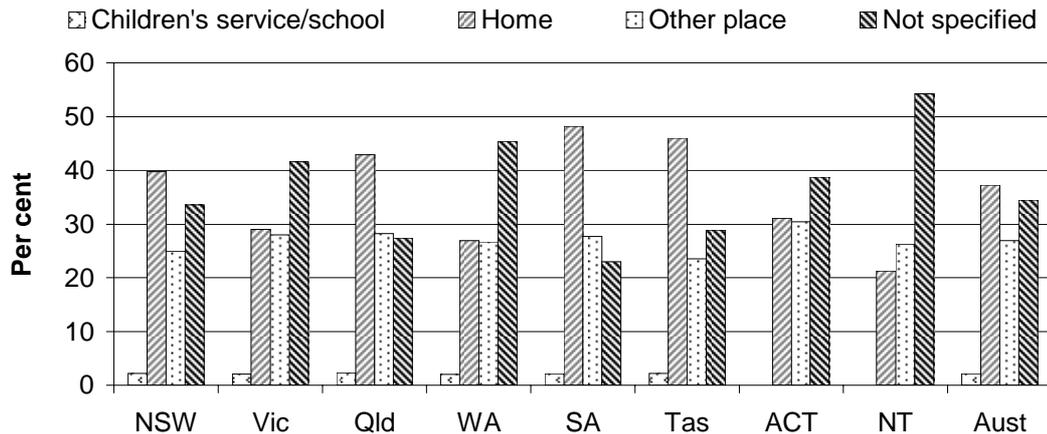
Data reported for this indicator are comparable.

In 2006-07, there were 30 512 injuries to children aged 0–4 years that resulted in a hospital admission in Australia (table 3A.34). Males accounted for approximately 58.5 per cent of these admissions. In total, the most common causes of injury to children aged 0–4 years were falls (29.2 per cent), exposure to mechanical forces (20.8 per cent) and complications of medical and surgical care (20.2 per cent). (Australian Institute of Health and Welfare (AIHW) unpublished). Males and females generally experienced similar causes of injury.

Nationally, in 2006-07, 37.3 per cent of injuries requiring hospitalisation occurred in the child's home. This reflects the fact that children in this age group spend the majority of their time in the home and about half do not attend formal care. Across available jurisdictions, on average 2.0 to 2.3 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 3.15).

**Figure 3.15 Hospital separations for external causes of injury for children aged 0–4 years, proportion by place of occurrence, 2006-07** <sup>a, b, c, d, e</sup>



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

Source: AIHW (unpublished), derived from *Australian Hospital Statistics 2006-07*; table 3A.34.

### *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 3.17).

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**Box 3.17 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. Breaches identified as a result of normal monitoring and inspection visits are excluded from these data.

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

One complaint can include multiple breaches.

Complaints data need to be interpreted with care, because:

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

Data reported for this indicator are not complete and not directly comparable.

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

Victoria, WA, Tasmania, the ACT and the NT provided data on the number of substantiated breaches arising from complaints and allegations of regulation breaches made to the State and Territory government regulatory bodies in 2007-08 (tables 3A.49, 3A.63, 3A.77, 3A.84 and 3A.91).

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## *Efficiency*

Differences in reported efficiency results across jurisdictions may 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 the expenditure is shown in table 3A.7.

### *Inputs per output unit — total government expenditure per child in the community (dollars per child)*

‘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 3.18).

#### **Box 3.18 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. All Australian Government expenditure reported for this indicator is provided for child care services, whereas State and Territory government expenditure covers both child care and preschool services.

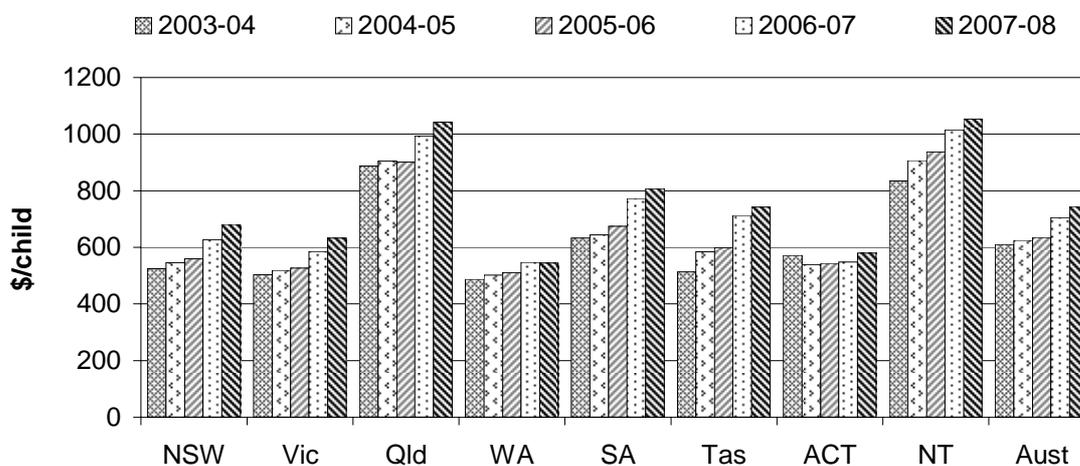
Expenditure data per child is reported separately for the Australian Government and State and Territory government, as well as a combined expenditure figure per child.

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

Data reported for this indicator are not complete and not directly comparable.

After adjusting for inflation to calculate the ‘real’ value of expenditure in previous years, Australian Government expenditure on children’s services per child in the community at a national level increased by 22.0 per cent between 2003-04 and 2007-08, to \$744 (figure 3.16).

**Figure 3.16 Australian Government real expenditure on children's services per child in the community aged 0–12 (2007-08 dollars)<sup>a, b, c, d</sup>**



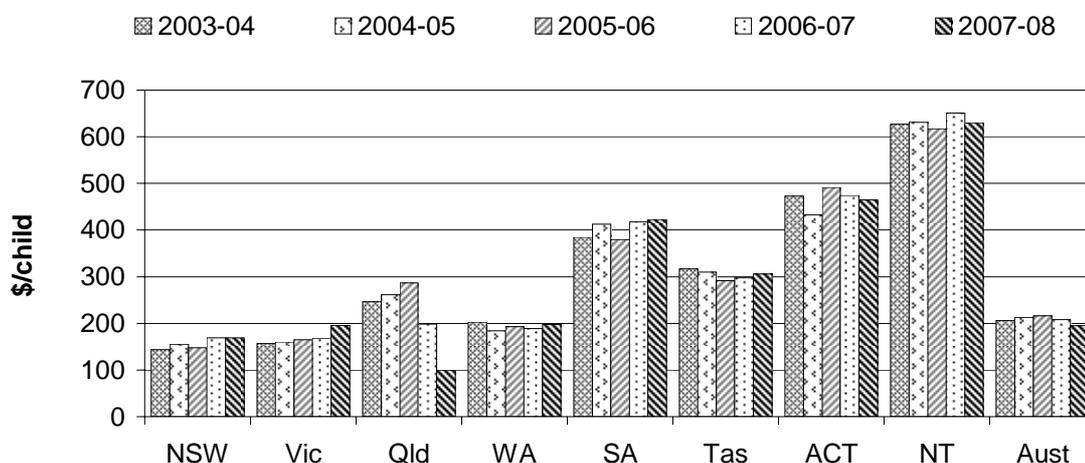
<sup>a</sup> Includes administration expenditure, other expenditure on service provision, financial support to families and net capital expenditure on child care services. <sup>b</sup> The Australian total includes a component of expenditure that cannot be disaggregated by State and Territory. <sup>c</sup> Expenditure for 2006-07 and 2007-08 includes payment of Child Care Tax Rebate (CCTR). Prior to 2006-07, CCTR was paid as a rebate through the tax system. <sup>d</sup> Estimated resident population as at 31 December 2007. The Australian total includes children in other territories.

Source: DEEWR (unpublished); ABS (unpublished), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; table 3A.26.

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

Nationally in 2007-08, State and Territory government expenditure on children's services was \$195 per child (figure 3.17). The apparent drop in Queensland expenditure per child between 2005-06 and 2006-07 is due to only six months' data on State preschools being included in 2006-07. The reduction in 2007-08 Queensland expenditure data is due to the cessation of State preschools in December 2006 and the introduction of the Preparatory Year in schools from January 2007.

Figure 3.17 **State and Territory government real expenditure on children's services per child in the community aged 0–12 (2007-08 dollars)<sup>a, b, c</sup>**

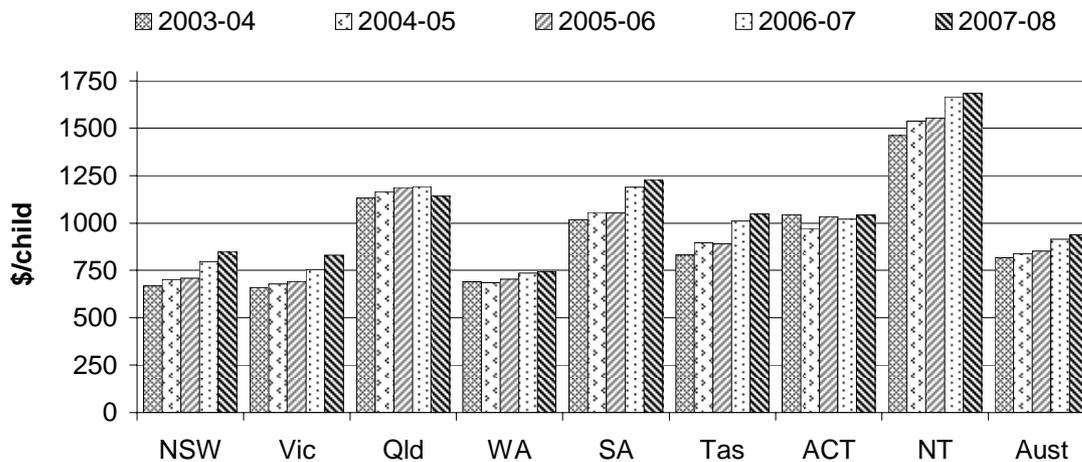


**a** Includes administration expenditure, other expenditure on service provision, financial support to families, and net capital expenditure on child care and preschool services. **b** The apparent drop in Queensland expenditure per child between 2005-06 and 2006-07 is due to only six months' data on State preschools being included in 2006-07. The reduction in 2007-08 Queensland expenditure data is due to the cessation of State preschools in December 2006 and the introduction of the Preparatory Year in schools from January 2007. Preparatory Year data is included in data on school children in 2007-08. **c** The decrease in SA expenditure per child aged 0–12 years from 2004-05 is due to the exclusion of all Australian Government contributions, which SA currently administers, from the total State/Territory real expenditure on children's services.

Source: State and Territory governments (unpublished); ABS (unpublished), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; table 3A.27.

Figure 3.18 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 2003-04 to 2007-08.

**Figure 3.18 Total government real expenditure on children’s services per child in the community aged 0–12 (2007-08 dollars)<sup>a, b</sup>**



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

<sup>b</sup> See notes to figures 3.16 and 3.17 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), derived from *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.26 and 3A.27.

*Inputs per output unit — Australian government expenditure per child attending approved children’s services (dollars per child)*

‘Australian Government expenditure per child attending 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 3.19).

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**Box 3.19 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.

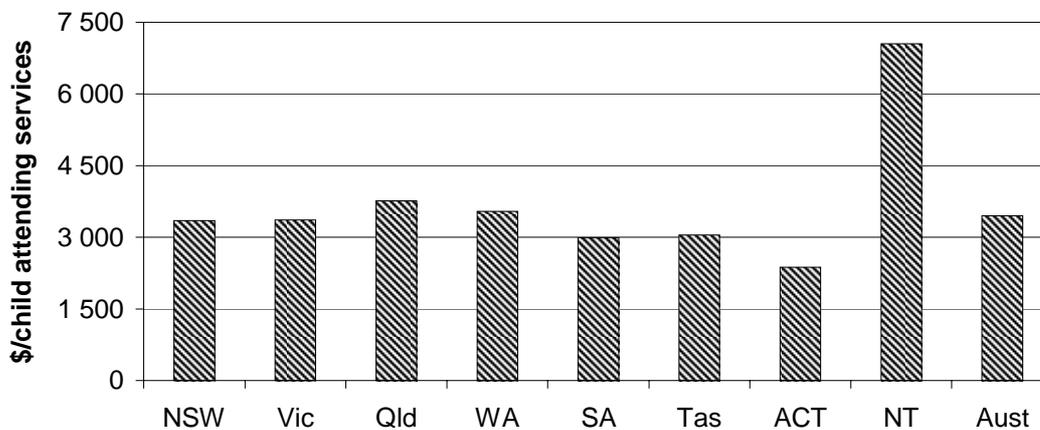
Provided the level and quality of, and access to, services remains unchanged, lower expenditure per child can indicate greater efficiency of government expenditure.

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 may reflect deteriorating efficiency, they may also reflect increases in the quality or quantity of service provided. Similarly, low or declining expenditure per child may reflect improving efficiency or lower quality or quantity. Provided the level and quality of, and access to, services remains unchanged, lower expenditure per child can indicate greater efficiency of government expenditure.

Data reported for this indicator are comparable.

Figure 3.19 shows expenditure by the Australian Government on each child aged 0–12 years attending Australian Government approved child care services. Nationally in 2008, Australian Government expenditure per child attending approved child care services was \$3451.

**Figure 3.19 Australian Government expenditure per child aged 0–12 attending Australian Government approved child care services, 2008<sup>a, b, c, d</sup>**



<sup>a</sup> Includes expenditure for some children aged greater than 12 years, including Indigenous children and children with special needs who may be older than 12 years. <sup>b</sup> Data for 2008 are drawn from DEEWR administrative data collected through the CCB payments system, and are not comparable to data reported for previous years. See box 3.1 and table 3A.28 for more information. <sup>c</sup> Children attending approved services in 2008 are counted once, even if attending more than one type of service during the reference week. <sup>d</sup> Attendance counted as the number of children attending approved care in all services except Vacation Care during the week 18-24 February 2008. Vacation care attendance was measured during week 21-27 January 2008.

Source: DEEWR (unpublished); table 3A.28.

## Outcomes

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

### *Family needs*

‘Family needs’ in children’s services is an indicator of governments’ objective for children’s services to provide support for families in caring for their children, to allow the needs of the family to be met (box 3.20).

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**Box 3.20 Family needs**

'Family needs' is defined as the proportion of all children in formal care, whose parents were seeking additional formal care 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.

Development is underway to investigate other measures associated with 'family needs'.

Data for this indicator were not available for the 2009 Report and are anticipated to be available for the 2010 Report.

*Demand for (additional) child care*

'Demand for (additional) child care' is an indicator of governments' objective to ensure children's services meet the requirements of all Australian families. Expressed need for additional child care indicates the extent to which children's services are not meeting demand by families (box 3.21).

**Box 3.21 Demand for (additional) child care**

'Demand for (additional) child care' is defined as the proportion of children aged under 12 years for whom additional services were required in the four weeks before the survey interview.

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

Data reported for this indicator are comparable.

Data for this indicator were obtained from the ABS 2005 *Child Care Survey* and are reported in attachment tables 3A.29–3A.31. Box 3.22 includes further information about the 2005 survey. Data from the ABS 2008 *Childhood Education and Care Survey* are anticipated to be available for inclusion in the 2010 Report.

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**Box 3.22 ABS Child Care Survey**

The ABS Child Care Survey is conducted every three years throughout Australia, as a supplement to the Labour Force Survey. The latest survey was conducted in June 2005 (ABS 2006).

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

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

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

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

The ABS has redeveloped the Child Care Survey to include a new topic on Early Years Learning. This topic was integrated into the 2008 Childhood Education and Care Survey which was conducted in June 2008. It is anticipated that data will be available for the 2010 Report.

### *Out-of-pocket costs*

'Out-of-pocket costs' is an indicator of governments' objective that all Australian families have equitable access to children's services regardless of their financial circumstances (box 3.23).

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**Box 3.23 Out-of-pocket costs**

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

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

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

Data reported for this indicator are comparable.

Updated data for this Report were not available.

Data for 'out-of-pocket costs' were previously sourced from the AGCCCS, which was discontinued following the 2006 AGCCCS. Anticipated replacement data (for 2008) for this indicator were not available. Data for 2006 can be found in the 2008 Report and attachment tables.

**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 3.24).

**Box 3.24 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 3.25) and/or the Australian Early Development Index (box 3.26).

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**Box 3.25 Longitudinal Study of Australian Children**

The Longitudinal Study of Australian Children (LSAC) is a longitudinal study on a discrete cohort of children, that aims to examine the impact of Australia's unique social, economic and cultural environment on children growing up in Australia today (Australian Institute of Family Studies (AIFS) 2005a).

The LSAC was initiated and is funded by FaHCSIA, with the AIFS having responsibility for the design and management of the study.

The sampling unit for the LSAC is the child. During 2004, the study recruited a sample of 5107 infants (children aged 0-1 year at the time) and 4983 children (children aged 4-5 years at the time).

For more information on the LSAC, refer to <http://www.aifs.gov.au/growingup>.

*LSAC and outcomes for children*

The LSAC Outcome Index, attached to each infant and child in the Study, is a composite measure that indicates how children are developing across Physical, Social/Emotional and Learning domains of competence.

The Outcome Index provides a means of summarising the development of children across multiple domains, and wherever possible incorporates both positive and negative outcomes (see AIFS 2005b for more details).

The LSAC Outcome Index is currently being investigated as a possible measure of the developmental outcomes of infants/children in child care/preschool, compared to those infants/children who are not in child care/preschool.

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**Box 3.26 Australian Early Development Index (AEDI)**

The Australian Early Development Index: Building Better Communities for Children project will enable communities to understand how their children are developing at the time they reach school age. The AEDI is based on the Canadian Early Development Instrument and is a measure of young children's development from a teacher-completed checklist. The AEDI measures five developmental domains:

- language and cognitive skills
- emotional maturity
- physical health and wellbeing
- social competence
- communication skills and general knowledge.

The purpose of the AEDI project is to measure the health and development of populations of children, to help communities assess how well they are doing in supporting young children and their families. Previously, there has been no method to monitor early child development at a community level, or to understand how local circumstances might be changed to improve children's life chances. Over the three years of the project, up to 60 communities will implement the AEDI.

Supporting children in the years before school greatly increases their chances of a successful transition to school and better learning outcomes whilst at school. The AEDI provides community members and families with the opportunity to understand the health and development of local children, and facilitates increased collaboration between schools, early childhood services, and local agencies supporting children and families.

By using the AEDI to map children's development, it is possible to begin to identify and understand the influence of socioeconomic and community factors on children's development. The AEDI can also be used to monitor changes over time.

The AEDI is currently being investigated as a possible measure of the developmental outcomes of infants/children in child care/preschool, compared to those infants/children who are not in child care/preschool.

*Source:* <http://www.rch.org.au/australianedi/index.cfm>

### **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.

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## **Improving reporting of existing indicators**

Changes in the children's services industry have required jurisdictions to revise collection methods, and these revisions have reduced the comparability of data across years and across jurisdictions. Further work is planned to improve the consistency and comparability of performance information across jurisdictions. It will take some time before these improvements are reflected in the chapter.

## **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:

- completing the quality indicators for licensing of services
- developing a quality indicator for health and safety in preschool services
- developing indicators to measure the extent to which children's services meet family needs
- developing indicators to measure the extent to which children's services meet children's needs.

## **Reform of Specific Purpose Payments**

In December 2007, COAG agreed to reform Specific Purpose Payments (SPPs). SPPs are financial agreements between the Australian Government and State and Territory governments involving a contribution by the Australian Government to the funding of services which are considered a joint Australian and State and Territory government responsibility.

At its 29 November 2008 meeting, COAG agreed to six new National Agreements (none specific to children's services, although COAG agreed that funding for early childhood education would be delivered through a National Agreement after 2012-13) (COAG 2008a). Five of the new Agreements are associated with a National SPP. Under the reforms, the National Agreements contain the objectives, outcomes, outputs and performance indicators for the relevant service areas. The performance of governments in achieving these mutually agreed outcomes will be assessed by the COAG Reform Council (CRC). The Steering Committee has been requested by COAG to provide the SPP performance information to the CRC (COAG 2008b).

The National Agreements/SPPs will be supplemented by a range of National Partnerships (NPs): project, facilitation and reward agreements. Funding for NPs

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may be conditional on states and territories meeting agreed milestones and performance benchmarks. There were two NPs agreed that are directly relevant to children's services (COAG 2008b).

The Steering Committee and the Children's Services Working Group will ensure that reporting in this chapter reflects the COAG priorities identified in the relevant NPs.

## **Improving the completeness and comparability of data**

### *Potential new sources of data*

Several new sources of data may be able to be used in future Reports:

- A National Minimum Data Set (NMDS) for children's services has been developed, which provides a framework for collecting a set of nationally comparable data for child care and preschool services. The NMDS was developed by the AIHW, under the guidance of the Children's Services Data Working Group (CSDWG). The CSDWG is a working group established by the National Community Services Information Management Group, a subgroup of the CDSMAC. The AIHW has published the final report on the development of the NMDS. CDSMAC has funded a feasibility study into implementation of this set of data elements and this project is currently underway.
- The ABS 2008 Childhood Education and Care Survey will integrate the current ABS Child Care Survey with a new topic on Early Years Learning (EYL). The EYL will seek to provide large-scale data on children's learning activities and environments in their early years. The ABS conducted the survey in June 2008 and data are expected to be available in mid 2009, for inclusion in the 2010 Report.
- The Longitudinal Study of Australian children (LSAC) is a longitudinal study that aims to examine the impact of Australia's unique social, economic and cultural environment on children growing up in Australia today (see box 3.24 for more information).
- The Australian Early Development Index (AEDI) measures young children's development from a teacher-completed checklist (see box 3.25 for more information).
- Progressively from January 2008, all Australian Government approved child care services will be required to report all child care usage and vacancy information through the Child Care Management System (CCMS).

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## **3.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status).

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### **Australian Government comments**

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Late in 2007 the Council of Australian Governments (COAG) agreed to substantial reform in the areas of education, skills and early childhood development, and deliver significant improvements in human capital outcomes for all Australians. The early childhood education and child care reform agenda is being advanced through COAG processes set up to enable the delivery of the reforms through cooperative federalism, and by all levels of government. This agenda focuses on providing Australian families with high quality, accessible and affordable integrated early childhood education and child care. It also has a strong emphasis on ensuring all children are fully prepared for learning and life through the integration of child care with early childhood education and improving the quality of early childhood services. The Office of Early Childhood Education and Child Care was established by the Government in early 2008 to deliver the Government's key commitments to the agenda, as well as guiding major national policy reform.

In the 2008-09 Budget, the Australian Government has committed to fund a range of initiatives under the agenda, these include:

- \$114.5 million over four years to establish 38 additional Early Learning and Care Centres as part of the Government's commitment to establish up to 260 additional Early Learning and Care Centres.
- \$533.5 million over five years from 2007-08 towards ensuring that, by 2013, every child will have access to 15 hours of affordable, quality early childhood education programs per week, for 40 weeks a year, in the year before formal schooling, delivered by university-trained early childhood teachers in a range of settings including child care, to meet the needs of working families. Additional funding of \$450 million per annum will be available once fully implemented.
- increasing the Child Care Tax Rebate (CCTR) to 50 per cent, up to \$7500 per child per year from 1 July 2008. CCTR payments can also now be received either quarterly or annually.
- \$22.2 million over four years towards a new National Quality Framework for early childhood education and care, including the development of national quality standards, new regulatory arrangements and a quality rating system
- \$2.5 million over 2008-09 to develop a national Early Years Learning Framework. This framework will underpin the delivery of nationally consistent and quality early childhood education across sectors and jurisdictions.
- investing \$126.6 million over four years to develop a National Early Years Workforce Strategy, this includes removing TAFE Fees for Diplomas and Advanced Diplomas, paying half the HECS-HELP debt of early childhood teachers teaching in disadvantaged areas, and funding more early childhood education university places.

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## New South Wales Government comments

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The central feature of the NSW Government's Early Childhood Services Policy is its focus on the importance of the early years of life through a system of good quality children's services that are responsive to the needs of children, regardless of their age or service type attended, and in the context of their families and the communities in which they live. The approach adopted by the NSW Government takes a contemporary view of children's services, and is based on strong evidence.

In 2008, the NSW Government commenced a fundamental review of the NSW regulatory framework for children's services. The Review provides an opportunity to build on the strengths of the NSW integrated approach to the delivery of early childhood services; to shift the regulatory focus on to what benefits children the most by setting standards in line with the latest research evidence; to reduce unnecessary regulation; and to streamline administrative requirements to make them more cost effective for both the sector and Government to administer.

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 is based on distinguishing preschool from child care, which does not reflect the integrated delivery of early childhood education in NSW. NSW urges caution in any use or interpretation of this data in relation to the number of children that access a preschool program.

Preschools are an integral part of children's services in NSW. The NSW Government's \$85 million *Preschool Investment and Reform Plan* is now within its third and final stage, which focuses on growing and expanding the sector. From 2008-09 onwards, the NSW Government will invest \$29.8 million per annum to expand the number of subsidised preschool places for another 10 500 children. Total expenditure under the Government's Children's Services Program for 2008-09, including funding under the Preschool Investment and Reform Plan, will be \$144 million.

Another NSW initiative that commenced in 2008 is the staged expansion of regulation to school-based children's services. Incorporating services operating from school sites within the children's services regulatory framework will provide equity for service operators and ensure a consistent quality of early childhood education and care is provided to NSW families. Licensing of school-based children's services will be implemented over the next three years on a geographical basis.

2007-2008 also saw the introduction of registration for out of school hours care (OSHC) services in NSW. Registration is the first stage of a proposed two stage regulatory development process to introduce a regulatory framework for the OSHC sector. Over 2550 services have been registered since registration commenced in February 2007.

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## Victorian Government comments



The Victorian Government believes that every Victorian child deserves the best possible start in life. The Department of Education and Early Childhood Development's Blueprint for Education and Early Childhood Development released in September 2008 outlines reforms to improve outcomes for children and young people and articulates shared goals for all Victoria's children.

The focus is on integrating early childhood services and linking them much more closely with schools. An Early Years Learning and Development Framework for children is being developed and transition plans for children starting primary school are being piloted.

A flagship project is the Children's Capital Program that includes \$38.56 million over four years in grants to build and improve integrated early childhood facilities in the state. A total of \$17.2 million has already been invested and includes 11 new integrated children's centres and grants to local governments for municipal wide infrastructure redevelopment planning. Many of these children's centres are located on or near school sites. The existing State and local government partnerships in establishing these services is now articulating with the Australian Government's Early Learning and Care Centres.

The Victorian Government investment in a year of high quality kindergarten in the year before school, across a range of settings including long day care continues. Funding to early childhood education and care has increased by 158 per cent since 1999. This has included increasing the kindergarten fee subsidy so that 16 500 children with concession cards can access 10 hours of quality early childhood education at no cost. A similar initiative has been extended to three year old Aboriginal and Torres Strait Islander children.

Early childhood education and care workforce initiatives aim to attract and retain staff and to improve quality. Scholarships are encouraging people into early childhood careers, with an emphasis on attracting teachers to long day care services, and building the workforce in rural and disadvantaged areas.

Victoria is the first jurisdiction in Australia to introduce legislative protections for children with severe, life threatening allergies. The new legislation requires children's services to provide a safe and supportive environment where children diagnosed at risk of anaphylaxis can fully participate. Free comprehensive anaphylaxis management training has been provided to more than 11 500 children's services staff.

Victoria is currently reviewing the children's services legislation. At a time when young children are spending longer hours in children's services, a strong regulatory system will ensure children's development and welfare is promoted. The *Children's Legislation Amendment Act 2008* will extend regulation to Family Day Care and Outside School Hours Care services ensuring that minimum standards are maintained across all formal child care types. It is anticipated that the new regulations will come into effect in May 2009.



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### Queensland Government comments

“ Queensland children will have the best preparation for school and life under significant reforms announced in September 2008, under *Toward Q2: Tomorrow's Queensland*, a state-wide plan for the future. Recognising children's early years are critical to their development, the Queensland Government is taking action to ensure all Queensland children have access to a high quality early childhood education, in the year prior to full time schooling.

By 2014, the Queensland Government will have established an extra 240 kindergarten services across Queensland. In so doing, the State will invest up to \$300 million to build new or extended kindergartens that will cater for approximately 12 000 children not currently attending any early childhood education and care centres. Where possible, new services will be co-located with schools. The Queensland Government is also working with the Australian Government to ensure child care centres are supported to employ qualified early childhood teachers and provide a recognised early education program.

The Queensland Government also established a new Office for Early Childhood Education and Care, which reports to the Minister for Education and Training and Minister for the Arts. Operational from January 2009, the Office brings together responsibility for early education and child care services in one agency to deliver on the early years reform agenda.

In 2008, the Queensland Government invested an additional \$24.4 million in early learning programs in 35 remote Indigenous communities. Under the *Bound for Success* program, the total investment over the next two years (2008–2010) is \$40.7 million. These services provide a strong foundation on which to build from as Queensland rolls out its strategy for achieving universal access to a Kindergarten program.

Queensland is committed to supporting families most in need and has continued implementing a range of initiatives to enable parents access to integrated services including early childhood education and care, child health and family support programs. Two Early Years Centres are operating, with another two planned.

In addition, during 2007-08 the Queensland Government commenced a review of the *Child Care Act 2002*. As a first step, in 2008 amendments were made to the *Child Care Regulation 2003* to: improve safeguards for children in child care; reduce the regulatory burden on services; improve the requirements for enrolment, completion and monitoring of child care staff study; and to broaden the areas of study for school age care staff. This phase of the review of the Act also concentrated on informing the development of nationally-streamlined legislation in line with the Council of the Australian Governments' early childhood development reforms.

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## Western Australian Government comments

“ The Department for Communities was established in July 2007. It is the lead agency for the development and implementation of the across State Government early childhood agenda (which encompasses the Council of Australian Government reform agenda). Initiatives include the establishment of 25 early learning and care centres on school, TAFE and community sites; the development of quality standards and an early years learning framework across care and education settings; increased access to kindergarten for four year old children; the development of five Indigenous children and family centres; and collaboration on the National early childhood workforce strategy. The State's Best Start program will be expanded to improve school readiness for Indigenous children. The review of the State Occasional Child Care program is complete; and will re-focus the delivery to Indigenous, rural and remote communities.

The Review of the State Child Care legislation and regulations is complete and involved a wide consultation. The implementation of the 28 recommendations, the drafting of the regulations and the amendments to the *Child Care Services Act 2007* will streamline and strengthen the regulatory framework. The Child Care Licensing and Standards Unit has commenced a program of annual monitoring visits and increased the number of unannounced visits. A new model of child care for rural and remote areas is being developed. Reciprocal agency child protection protocols for dealing with the abuse of a child in a child care centre are being finalised.

Pre-compulsory education (kindergarten and pre-primary) lays the foundation for compulsory education. The Department of Education and Training provides a 11 hours per week kindergarten program for children aged four years of age by 30 June in any given year. In 2008 there were 495 public school kindergartens and 26 Aboriginal kindergartens providing culturally appropriate learning programs. There are also 36 community kindergartens which are managed by a voluntary parent committee.

The *Curriculum Framework (K-12)* outlines learning outcomes for all children. The emphasis of the early years curriculum is on the development of social, emotional, and physical wellbeing; literacy and numeracy development; 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 Framework places the child at the centre of the learning program and enables early childhood teachers to plan and implement quality programs that are both integrated and developmentally appropriate.

The Early Childhood (K-3) Syllabus 2007 is an advisory resource which provides clarity for teachers on what should be taught in the early phase of development of learning, teaching and assessment programs. The Syllabus supports teachers to make professional judgements about individual student learning. ”

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### South Australian Government comments

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In July 2008 the Government of South Australia created the Early Childhood Development ministerial portfolio. This portfolio reflects an increasing commitment by the government and places significant importance on the education, care, health and wellbeing of young children.

An internationally recognised authority in early childhood development, Dr Fraser Mustard, has recognised South Australia as a world leader in early childhood development. Dr Mustard, lived and worked in South Australia as an Adelaide Thinker in Residence during 2006-07.

His recently released report *Investing in the Early Years: Closing the Gap Between What We Know and What We Do (2008)* confirms South Australia's position as an international leader in early childhood development and makes recommendations to further strengthen this position.

The Early Childhood Development portfolio directly responds to Dr Mustard's recommendation for a whole of government approach to early childhood development and builds on and strengthens our already established Inter-Ministerial Committee: Early Childhood Development.

Under the auspices of the responsible Ministers, the Inter-Ministerial Committee brings together the key government areas of Education and Children's Services; Mental Health and Substance Abuse; Families and Communities; Premier and Cabinet; Aboriginal Affairs and Reconciliation; Health; Further Education, Employment, Science and Technology; Treasury and Finance; Attorney-General; and the Guardian for Children and Young People.

The South Australian Government's investment in the early years continues with seven of the 20 planned Children's Centres for Early Childhood Development and Parenting already open. The remaining centres are due to open in 2010. Our Children's Centres are widely acknowledged as an excellent example of integrated universal provision of education, care, health and family support services.

South Australia is continuing the reform of education and early childhood development legislation. The aim is to progressively enact modern legislation that underpins and supports the stronger integration of birth to year 12 services to achieve better outcomes for children and families.

The Government of South Australia also has a strong focus on addressing the inequalities faced by Aboriginal and Torres Strait Islander children through targeted literacy support in early years and access to preschool from the age of three years. An extra 13 full time equivalent teacher positions have been employed in preschools to support Aboriginal children. In 2007-08, 77 per cent of three year old Aboriginal children were enrolled in preschool, an increase of 12 per cent from 2006-07.

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### Tasmanian Government comments

“ Tasmania is continuing to consolidate its whole of government approach to the early years. The focus is on strategies and programs that promote and support the importance of the early years for children’s successful learning and development, acknowledging the importance of relationships between parents, communities and school/child care services.

Launching into Learning is a \$12.6 million commitment over four years (2007–2010) to the provision of learning opportunities prior to kindergarten. Its philosophy is to intentionally support parents as their child’s first, ongoing and often most influential teachers. It also recognises, values and enhances the initiatives that have previously been developed in some school communities. 98 schools are now involved, including all schools with an Educational Needs Index over 70.

The Let’s Read program is a national early literacy initiative that promotes and supports parents to read aloud with young children from birth to five years of age. The financial commitment in Tasmania is \$675 000 over three years (2007–2009). A liaison officer is working with local communities covering all 29 local government areas to implement the program as those communities are ready, including the management of training, delivery of information packs and books, follow up and community events.

Programs funded through the *Skills to Care* initiative (\$140 000 over 4 years) have been successful in their first year and are now operating in other areas of the State. These programs are aimed at reducing the turnover of staff in the child care sector by providing additional support to new graduates and those new to leadership positions.

In late 2007, the Minister’s Child Care Advisory Council identified recruitment and retention of suitable staff as its main priority and developed a successful budget bid to support the Recognition process. \$750 000 will be available over three years, commencing in 2009. The project will result in a significant increase in the number of qualified carers, the target group being carers who do not have an appropriate qualification yet have relevant skills and knowledge. The first stage will include establishing and training a pool of assessors (coaches) within the sector to provide support in the workplace for those undertaking the recognition process. In conjunction with the expert practitioners, specific recognition assessment tools will be developed, and validated by the sector’s peak bodies. This program will build on and complement the Child Care Scholarships program, the *Skills to Care* initiative, and the *Skills for Growth* (the TAFE Tasmania Recognition Centre) initiative.

In addition to continuing with the State government’s initiatives, 2008-2009 will also focus on implementing the Australian Government’s initiatives, including the Universal Access to Early Childhood Education programs, the national Early Years Learning Framework, National Child Care Quality Standards, the roll out of the AEDI and the establishment of the first round of new Early Learning and Child Care Centres.”

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### Australian Capital Territory Government comments

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The ACT Government seeks to ensure the children of Canberra are encouraged and supported to reach their full potential. These goals are articulated through the ACT Children's Plan, a whole of government policy framework for children up to 12 years of age for the period 2004–2014. This plan guides decisions about policies, programs and services for children.

The Office for Children, Youth and Family Support (OCYFS) within the ACT Department of Disability, Housing and Community Services works in partnership with the community to provide early intervention services, family and community support, and care and protection services to children and young people. OCYFS provides or funds specific services to meet the needs of the people of Canberra including: child and family centres; youth justice services; family support; monitoring and licensing of children's services; and care and protection services.

The Children's Policy and Regulation Unit within OCYFS has responsibility for the monitoring and licensing of children's services. *The Children and Young People Act 2008* was passed in August 2008. The Child Care Chapter of the Act will commence in February 2009 .

The ACT Children's Services Forum brings together ACT children's services stakeholders to inform issues impacting on the ACT licensed children's services sector. In 2008 an *ACT Children's Services Forum Workforce Subcommittee* was established to consider issues related to the child care workforce and to develop strategies to address those issues.

In 2008 the ACT Government launched *'Early Childhood Schools – A Framework for their development as learning and development centres for children (birth to eight) and their families'* in 2008. This document provides a foundation for the development of four new early childhood schools to be opened in 2009.

In 2008 all ACT public preschools amalgamated with their local primary school to support the continuity of learning. All ACT public schools catering for primary aged students offer up to two years of non-compulsory education.

The ACT Government has demonstrated its commitment to providing universal access to preschool. In 2009 the ACT will commence implementation of access to 15 hours of free preschool education to children who turn 4 on or before 30 April. This will be implemented in the new early childhood schools from 2009 and be incrementally established within all government preschool programs and child care services from 2010.

The Koori Preschool Program was expanded to provide nine hours of preschool education to Aboriginal and Torres Strait Islander children (in addition to local preschool). This has been received favourably by the community with numbers increasing at all five sites.

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### Northern Territory Government comments



The Northern Territory recently established the Early Childhood Services Division within the Department of Education and Training that brought together the children's services from the Department Health and Community Services and the early years of school from Teaching, Learning and Standards. Key focus areas for the Division include improving the wellbeing and learning outcomes of all children, promoting the capacity of families and communities to care for children, enhancing service integration and supporting early year's educators.

Comparability of data across jurisdictions continues to be difficult. The data still consistently shows lower participation levels of Indigenous children in child care services, but the data does not include participation in other children's service types that exist in the Northern Territory, such as innovative child care services, JET crèches, mobile services and playgroups. These service types are the preferred service models for many Indigenous communities. The Northern Territory Government's collaboration with the Australian Government will see an increase in the number of children's services, particularly in remote areas.

The Northern Territory Government continues to implement *Closing the Gap of Indigenous Disadvantage: A Generational Plan of Action*. Priority areas include:

- development of new regulations for children's services
- the delivery of programs to support the development and learning of children age 0–5 years
- establishing six additional mobile preschools in small remote communities with 21 teachers and assistants.

The Northern Territory Government continues to provide access to universal preschool education for four year old children. At five years of age, children attend all-day universally available transition education. Trials of earlier age of entry to preschool and transition education are continuing and will inform future policy development.



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## 3.6 Definitions of key terms

<b>Administration expenditure</b>	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.
<b>Australian Government approved child care service</b>	A service approved by the Australian Government to receive Child Care Benefit (CCB) on behalf of families.
<b>Centre-based long day care</b>	Services aimed primarily at 0–5 year olds that are provided in a centre, usually by a mix of qualified and other staff. Educational, care and recreational programs are provided based on the developmental needs, interests and experience of each child. In some jurisdictions, primary school children may also receive care before and after school, and during school vacations. Centres typically operate for at least eight hours per day on normal working days, for a minimum of 48 weeks per year.
<b>Child care services</b>	The meeting of a child's care, education and developmental needs by a person other than the child's parent or guardian. The main models of service are centre-based long day care, family day care, outside school hours care (before/after school hours and 'pupil free days' care), vacation care, occasional care and other care.
<b>Children</b>	All resident male and female Australians aged 12 years or younger at 30 June of each year (unless otherwise stated).
<b>Children from low income families</b>	Families who are receiving the maximum rate of Child Care Benefit.
<b>Children from non-English speaking backgrounds</b>	Children living in situations where the main language spoken at home is not English.
<b>Children's services</b>	All government funded and/or provided child care and preschool services (unless otherwise stated).
<b>Counting rules</b>	Prescribed standards, definitions and mathematical methods for determining descriptors and performance indicators for monitoring government services.
<b>Disability related care</b>	Care of children who have a developmental delay or disability (including an intellectual, sensory or physical impairment), or who have parent(s) with a disability.
<b>External cause (of injury)</b>	The environmental event, circumstance or condition that causes an injury.
<b>Family day care</b>	Services provided in the carer's home. The care is largely aimed at 0–5 year olds, but primary school children may also receive care before and after school, and during school vacations. Central coordination units in all states and territories organise and support a network of carers, often with the help of local governments.
<b>Financial support to families</b>	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).
<b>Formal child care</b>	Organised care provided by a person other than the child's parent or guardian, usually outside of the child's home — for example, centre based long day care, family day care, outside school hours care, vacation care and occasional care (excluding babysitting).

<b>Formal qualifications</b>	Early childhood-related teaching degree (three or four years), a child care certificate or associate diploma (two years) and/or other relevant qualifications (for example, a diploma or degree in child care [three years], primary teaching, other teaching, nursing [including mothercraft nursing], psychology and social work).
<b>Full time equivalent staff numbers</b>	A measure of the total level of staff resources used. A full time staff member is employed full time and engaged solely in activities that fall within the scope of children's services covered in the chapter. The full time equivalent of part time staff is calculated on the basis of the proportion of time spent on activities within the scope of the data collection compared with that spent by a full time staff member solely occupied by the same activities.
<b>Government funded or/and provided</b>	All government financed services — that is, services that receive government contributions towards providing a specified service (including private services eligible for Child Care Benefit) and/or services for which the government has primary responsibility for delivery.
<b>Hospital separation</b>	An episode of care for a person admitted to a hospital. It can be a total hospital stay (from admission to discharge, transfer or death) or portions of hospital stays beginning or ending in a change of type of care (for example from acute to rehabilitation) that cease during a reference period.
<b>Indigenous children</b>	Children of 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.
<b>Informal child care</b>	Child care arrangements provided privately (for example, by friends, relatives, nannies) for which no government assistance (other than the minimum rate of Child Care Benefit for Registered Care) is provided. Such care is unregulated in most states and territories.
<b>In-home care</b>	Care provided by an approved carer in the child's home. Families eligible for in-home care include those where the parent(s) or child has an illness/disability, those in regional or remote areas, those where the parents are working shift work or non-standard hours, those with multiple births (more than two) and/or more than two children under school age, and those with a breastfeeding mother working from home.
<b>In-service training</b>	Formal training only (that is, structured training sessions that may be conducted in-house or externally), including training in work or own time but not training towards qualifications included in obtaining formal qualifications. It includes: <ul style="list-style-type: none"> <li>• management or financial training</li> <li>• training for additional needs children (such as children with a disability, Aboriginal or Torres Strait Islander children and children from a culturally diverse background)</li> <li>• other child care-related training</li> <li>• other relevant courses (such as a first aid certificate).</li> </ul>
<b>Licensed services</b>	Those services that comply with the relevant State or Territory licensing regulations. These regulations cover matters such as the number of children whom the service can care for, safety requirements and the required qualifications of carers.

<b>Net capital expenditure</b>	Expenditure on the acquisition or enhancement of fixed assets, less trade-in values and/or receipts from the sale of replaced or otherwise disposed of items. Capital expenditure does not include expenditure on fixed assets which fall below threshold capitalisation levels, depreciation or costs associated with maintaining, renting or leasing equipment.
<b>Non-standard hours of care</b>	Defined by service model as: <ul style="list-style-type: none"> <li>• centre-based long day care — providers of service for more than 10 hours per day on Monday to Friday and/or service on weekends</li> <li>• preschool — providers of service for more than six hours per day, for stand alone preschools only</li> <li>• family day care — providers of service for more than 50 hours per week and/or service overnight and/or on weekends</li> <li>• outside school hours care: <ul style="list-style-type: none"> <li>– before/after school care (providers of service for more than two hours before school and three hours after school)</li> </ul> </li> <li>• vacation care (providers of service for more than 10 hours per day)</li> <li>• occasional care — providers of service for more than eight hours per day</li> <li>• other — providers of service for more than 10 hours per day.</li> </ul>
<b>Occasional care</b>	Services usually provided at a centre on an hourly or sessional basis for short periods or at irregular intervals for parents who need time to attend appointments, take care of personal matters, undertake casual and part time employment, study or have temporary respite from full time parenting. These services provide developmental activities for children and are aimed primarily at 0–5 year olds. Centres providing these services usually employ a mix of qualified and other staff.
<b>Other expenditure on service provision</b>	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.
<b>Other services</b>	Government funded services to support children with additional needs or in particular situations (including children from an Indigenous or non-English speaking background, children with a disability or of parents with a disability, and children living in regional and remote areas).
<b>Other territories</b>	A separate category for data collections, which includes Jervis Bay Territory, the Territory of Christmas Island and the Territory of Cocos (Keeling) Islands.
<b>Outside school hours care</b>	Services provided for children enrolled in schools (4–12 year olds) outside school hours during term and vacations. Care may be provided on student free days and when school finishes early.
<b>Preschool services</b>	Services usually provided by a qualified teacher on a sessional basis in dedicated preschools. Preschool programs or curricula may also be provided in long day care centres and other settings. These services are primarily aimed at children in the year before they commence full time schooling (that is, when children are 4 years old in all jurisdictions), although younger children may also attend in most jurisdictions.
<b>Primary contact staff</b>	Staff whose primary function is to provide child care and/or preschool services to children.

<b>Priority of access</b>	<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"> <li>• priority 1: a child at risk of serious abuse or neglect</li> <li>• 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</li> <li>• priority 3: any other child.</li> </ul> <p>Within these main categories priority should also be given to the following children:</p> <ul style="list-style-type: none"> <li>• children in Aboriginal and Torres Strait Islander families</li> <li>• children in families which include a disabled person</li> <li>• children in families on lower incomes</li> <li>• children in families with a non-English speaking background</li> <li>• children in socially isolated families</li> <li>• children of single parents.</li> </ul>
<b>Real expenditure</b>	<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>
<b>Recurrent expenditure</b>	<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>
<b>Regional and remote areas</b>	<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>
<b>Service model</b>	<p>The categories for which data were collected, namely:</p> <ul style="list-style-type: none"> <li>• centre-based long day care</li> <li>• family day care</li> <li>• outside school hours care <ul style="list-style-type: none"> <li>– before/after school care</li> </ul> </li> <li>• vacation care</li> <li>• occasional care</li> <li>• 'other' care</li> <li>• preschool services.</li> </ul>

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<b>Special needs group</b>	An identifiable group within the general population who may have special difficulty accessing services. Special needs groups for which data are reported in this chapter include: children from a non-English speaking background; Indigenous children; children from low income families (Australian Government child care only); children with a disability; and children from regional or remote areas.
<b>Standard hours of care</b>	<p>Defined by service model as:</p> <ul style="list-style-type: none"> <li>• centre-based long day care — less than or equal to 10 hours per day on Monday to Friday</li> <li>• preschool — less than or equal to six hours per day on Monday to Friday, for stand alone preschools only.</li> <li>• family day care — less than or equal to 10 hours per day on Monday to Friday, where no hours are overnight hours</li> <li>• outside school hours care: <ul style="list-style-type: none"> <li>– before/after school care — less than or equal to two hours before school and three hours after school</li> </ul> </li> <li>• vacation care — less than or equal to 10 hours per day on Monday to Friday</li> <li>• occasional care — less than or equal to eight hours per day Monday to Friday</li> <li>• other care — less than or equal to 10 hours per day Monday to Friday.</li> </ul>
<b>Substantiated breach arising from a complaint</b>	An expression of concern about a child care or preschool service, made orally, in writing or in person to the regulatory authority, which constitutes a failure by the service to abide by the State or Territory legislation, regulations or conditions. This concern is investigated and subsequently considered to have substance by the regulatory body.

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## 3.7 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 CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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## 3.8 References

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# 4 School education

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### **Attachment tables**

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 4A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables themselves are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)>.

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).

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Schooling aims to provide education for all young people. The main purposes of school education are to assist students in:

- attaining knowledge, skills and understanding in key learning areas
- developing their talents, capacities, self-confidence, self-esteem and respect for others
- developing their capacity to contribute to Australia's social, cultural and economic development.

This year, the chapter has been enhanced by including nationally comparable learning outcomes data for:

- student attendance data on year 1 to year 10 students, 2007
- national assessment data on year 6 students achieving at or above the proficiency standard for scientific literacy, 2006
- 15 year old students achieving at or above level 3 on the international scientific literacy assessment, 2006
- year 4 and year 8 students achieving at or above the intermediate international level in mathematics achievement, 2006-07
- year 4 and year 8 students achieving at or above the intermediate international level in science achievement, 2006-07
- national assessment data on year 6 and year 10 students achieving at or above the proficiency standards for information and communication technologies literacy, 2005.

The scope of the measure on school participation has been expanded to include data on part time students and students aged 14 years (previous scope was full time students aged 15 years to 19 years).

Data have also been provided for the first time for Indigenous learning outcomes by geolocation by state and territory (for 2006 and 2007). (National level data for 2005 were included in the 2008 Report.)

## **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

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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 2008).

Student performance can be affected by factors that may be partly or totally outside the influence of the school system, such as student commitment, family environment (including socioeconomic status, parents' educational attainment and support for the child) and the proximity of the school to other educational facilities. It is beyond the scope of this Report to consider the effect of all such factors, but this section provides some context for the performance information presented later in the chapter. Further contextual information is provided in appendix A.

## **Roles and responsibilities**

Under constitutional arrangements, the State and Territory governments have responsibility to ensure the delivery of schooling to all children of school age. They determine curricula, regulate school activities and provide most of the funding. State and Territory governments are directly responsible for the administration of government schools, for which they provide the majority of government expenditure. Non-government schools operate under conditions determined by State and Territory government registration authorities and also receive State and Territory government funding.

The Australian Government provides supplementary funding for government and non-government schools through Specific Purpose Payments (SPPs) provided directly to State and Territory governments, and other payments made directly to school communities, students, and other organisations to support schooling. The Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) — comprising Australian, State and Territory, and New Zealand education ministers — is the principal forum for developing national priorities and strategies for schooling.

## Funding

Australian, State and Territory government recurrent expenditure on school education was \$34.2 billion in 2006-07 (table 4.1). Expenditure on government schools was \$26.9 billion, or 78.6 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 91.2 per cent of total government recurrent expenditure on government schools in 2006-07, and the Australian Government provided 8.8 per cent. In contrast, government expenditure on non-government schools in that year was mainly provided by the Australian Government (72.5 per cent), with State and Territory governments providing 27.5 per cent (table 4.1).

Table 4.1 **Government recurrent expenditure on school education, 2006-07 (\$ million)<sup>a, b, c, d</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Government schools									
Australian Government	790	529	480	244	177	62	34	57	2 373
State and territory governments	7 904	5 230	5 090	2 995	1 792	653	450	437	24 551
<b>Total</b>	<b>8 694</b>	<b>5 759</b>	<b>5 570</b>	<b>3 240</b>	<b>1 969</b>	<b>715</b>	<b>483</b>	<b>494</b>	<b>26 924</b>
Non-government schools									
Australian Government	1 720	1 359	1 028	518	418	109	105	43	5 300
State and territory governments	736	364	435	231	122	40	38	48	2 014
<b>Total</b>	<b>2 455</b>	<b>1 722</b>	<b>1 463</b>	<b>749</b>	<b>540</b>	<b>149</b>	<b>143</b>	<b>91</b>	<b>7 314</b>
All schools									
Australian Government	2 510	1 888	1 508	762	596	171	138	101	7 673
State and territory government	8 640	5 593	5 525	3 227	1 914	694	488	484	26 564
<b>Total</b>	<b>11 149</b>	<b>7 481</b>	<b>7 032</b>	<b>3 989</b>	<b>2 510</b>	<b>864</b>	<b>627</b>	<b>585</b>	<b>34 237</b>

<sup>a</sup> See notes to table 4A.7 for definitions and other data caveats. Data presented here are expenditure, including notional User Cost of Capital (UCC) and excluding capital grants (which equates to recurrent expenditure). <sup>b</sup> Based on accrual accounting. <sup>c</sup> Totals may not add due to rounding. <sup>d</sup> Depreciation and user cost of capital expenses relating to government schools have been attributed to States/Territories based on ownership of the underlying assets. A portion of these assets will have been acquired through Australian Government capital contributions, with states and territories responsible for maintenance costs. Australian Government expenditure data in this table include only Australian Government specific purpose payments. Other Australian Government funding for schools and students is not included.

Source: MCEETYA National Schools Statistics Collection (NSSC) (unpublished); Department of Education, Employment and Workplace Relations (DEEWR) (unpublished); Australian, State and Territory governments (unpublished); table 4A.7.

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Some data are presented on government funding of non-government schools. Caution needs to be taken when comparing data on the relative efficiency of government and non-government schools, because governments provide only part of the funding for non-government schools. Governments provided 57.1 per cent of non-government school funding in 2007, with the remaining 42.9 per cent sourced from private fees and fundraising (DEEWR unpublished, preliminary data). 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 interpretation of data presented under common classifications. Formal schooling consists of six to eight years of primary school education followed by five to six years of secondary school education, depending on the state or territory (figure 4.1). All states and territories divide school education into compulsory and non-compulsory components based primarily on age.

In 2007, the compulsory starting age for school education in states and territories was:

- 5 years of age (Tasmania)
- 6 years of age (NSW, Victoria, Queensland, SA, ACT and NT)
- from the beginning of the year in which the child reaches 6 years and 6 months (WA).

Although some students may undertake other/alternative approved courses/programs/activities (including approved employment) in some states, in general students were required to stay at school until:

- reaching 15 years of age (NSW, Victoria, ACT and NT)
- reaching 16 years of age (SA and Tasmania)
- reaching 16 years of age or completing year 10 (Queensland)
- the end of the year in which students turn 16 years of age (WA).

## Schools

At the beginning of August 2007, there were 9579 schools in Australia (6517 primary schools, 1486 secondary schools and 1576 combined and special schools). The majority of schools were government owned and managed (71.5 per cent) (table 4.2). Settlement patterns (population dispersion), the age distribution of the population, and educational policy influence the distribution of schools by size and level in different jurisdictions. Nationally, 62.5 per cent of all secondary schools enrolled over 600 students (table 4A.19). A breakdown of primary and secondary schools by size for government, non-government and all schools is reported in tables 4A.17–19 respectively.

**Figure 4.1 Structure of primary and secondary schooling, 2007**

<i>Level</i>	<i>NSW, Vic, Tas, ACT</i>	<i>WA, SA, NT<sup>a</sup> Qld</i>
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)	Preparatory (Qld) <sup>b</sup> Pre- primary (WA) Reception (SA) <sup>c</sup> Transition (NT) <sup>d</sup>

<sup>a</sup> In some places in the NT, secondary schooling begins at year 7. With the introduction of Middle Schools in 2008, secondary schooling will begin at year 7 throughout the NT. <sup>b</sup> In QLD a non-compulsory preparatory year of schooling (prep) in the year before year 1 (replacing a part time preschool program) commenced in 2007 and was universally offered to all students aged five at 30 June 2008. The implementation of the preparatory year was via a phase-in of a half cohort of students aged 5 to 5.5 years in 2007, with the first full cohort of students (aged 4.5 to 5.5 years) to be enrolled in 2008. <sup>c</sup> SA has an intake for each term. <sup>d</sup> The NT has an intake for terms 1–3 of its 4 terms.

Source: Adapted from ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0.

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### *Student body*

There were 3.4 million full time equivalent (FTE) student enrolments in primary and secondary schools in August 2007 (see section 4.6 for a definition of FTE student). Nationally, 49.1 per cent of FTE students in all schools were female (table 4.3).

A higher proportion of FTE students was enrolled in primary schools (57.5 per cent) than in secondary schools (42.5 per cent) (table 4.3). Differences in schooling structures influence enrolment patterns. Primary school education in Queensland, WA, SA and the NT, for example, includes year 7 whereas all other jurisdictions include year 7 in secondary school (figure 4.1). The proportion of students enrolled in primary school education would be expected to be higher in jurisdictions that include year 7 in primary school (table 4.3).

Nationally, the proportion of FTE students enrolled in government schools was 66.5 per cent. A higher proportion of FTE students were enrolled in government schools at primary level (70.1 per cent) than at secondary level (61.5 per cent) (table 4.3).

**Table 4.2 Summary of school characteristics, August 2007**

	<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	1 643	1 204	936	510	433	140	59	84	5 009
Secondary	369	258	176	98	72	39	20	11	1 043
Combined <sup>a</sup>	66	55	91	92	77	26	5	49	461
Special schools <sup>b</sup>	112	76	47	69	20	5	4	5	338
Combined and special schools	178	131	138	161	97	31	9	54	799
<b>Total</b>	<b>2 190</b>	<b>1 593</b>	<b>1 250</b>	<b>769</b>	<b>602</b>	<b>210</b>	<b>88</b>	<b>149</b>	<b>6 851</b>
Non-government schools (no.)									
Primary	507	433	237	153	109	29	26	14	1 508
Secondary	162	112	84	42	23	7	6	7	443
Combined <sup>a</sup>	221	149	142	103	66	30	12	15	738
Special schools <sup>b</sup>	27	5	2	1	3	1	–	–	39
Combined and special schools	248	154	144	104	69	31	12	15	777
<b>Total</b>	<b>917</b>	<b>699</b>	<b>465</b>	<b>299</b>	<b>201</b>	<b>67</b>	<b>44</b>	<b>36</b>	<b>2 728</b>
All schools (no.)									
Primary	2 150	1 637	1 173	663	542	169	85	98	6 517
Secondary	531	370	260	140	95	46	26	18	1 486
Combined <sup>a</sup>	287	204	233	195	143	56	17	64	1 199
Special schools <sup>b</sup>	139	81	49	70	23	6	4	5	377
Combined and special schools	426	285	282	265	166	62	21	69	1 576
<b>Total</b>	<b>3 107</b>	<b>2 292</b>	<b>1 715</b>	<b>1 068</b>	<b>803</b>	<b>277</b>	<b>132</b>	<b>185</b>	<b>9 579</b>
Proportion of schools that are government schools (%)									
Primary	76.4	73.5	79.8	76.9	79.9	82.8	69.4	85.7	76.9
Secondary	69.5	69.7	67.7	70.0	75.8	84.8	76.9	61.1	70.2
Combined <sup>a</sup>	23.0	27.0	39.1	47.2	53.8	46.4	29.4	76.6	38.4
Special schools <sup>b</sup>	80.6	93.8	95.9	98.6	87.0	83.3	100.0	100.0	89.7
Combined and special schools	41.8	46.0	48.9	60.8	58.4	50.0	42.9	78.3	50.7
<b>All schools</b>	<b>70.5</b>	<b>69.5</b>	<b>72.9</b>	<b>72.0</b>	<b>75.0</b>	<b>75.8</b>	<b>66.7</b>	<b>80.5</b>	<b>71.5</b>
Proportion of primary schools (%)									
Government	75.0	75.6	74.9	66.3	71.9	66.7	67.0	56.4	73.1
Non-government	55.3	61.9	51.0	51.2	54.2	43.3	59.1	38.9	55.3
All schools	69.2	71.4	68.4	62.1	67.5	61.0	64.4	53.0	68.0

<sup>a</sup> Combined primary and secondary schools. <sup>b</sup> Special schools provide special instruction for students with a physical and/or mental disability/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 (2008 and unpublished) *Schools Australia 2007*, Cat. No. 4221.0; tables 4A.1–3.

Table 4.3 FTE student enrolments, August 2007<sup>a, b</sup>

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Total FTE student enrolments at level of education ('000)									
Primary schools	618	454	429	211	157	45	31	26	1971
Secondary schools	492	382	271	135	98	38	29	13	1456
<b>All schools</b>	<b>1110</b>	<b>835</b>	<b>700</b>	<b>345</b>	<b>255</b>	<b>83</b>	<b>59</b>	<b>39</b>	<b>3427</b>
Proportion of FTE students who were enrolled in government schools (%)									
Primary schools	69.8	68.7	72.1	71.3	67.7	75.3	61.1	79.0	70.1
Secondary schools	62.4	59.1	63.2	59.4	62.0	68.7	55.1	69.1	61.5
<b>All schools</b>	<b>66.5</b>	<b>64.3</b>	<b>68.7</b>	<b>66.6</b>	<b>65.5</b>	<b>72.3</b>	<b>58.2</b>	<b>75.7</b>	<b>66.5</b>
Proportion of FTE students who were female (all schools) (%)									
Primary schools	48.7	48.7	48.6	48.4	48.7	48.6	49.2	48.3	48.6
Secondary schools	49.6	49.8	49.7	49.7	49.8	50.1	49.1	49.6	49.7
<b>All schools</b>	<b>49.1</b>	<b>49.2</b>	<b>49.0</b>	<b>48.9</b>	<b>49.1</b>	<b>49.3</b>	<b>49.1</b>	<b>48.7</b>	<b>49.1</b>
Proportion of FTE students who were enrolled in primary education (%)									
Government schools	58.4	58.0	64.4	65.3	63.7	56.6	54.5	69.9	60.7
Non-government schools	50.3	47.7	54.5	52.6	57.8	48.5	48.3	57.9	51.2
<b>All schools</b>	<b>55.7</b>	<b>54.3</b>	<b>61.3</b>	<b>61.0</b>	<b>61.7</b>	<b>54.4</b>	<b>51.9</b>	<b>67.0</b>	<b>57.5</b>

<sup>a</sup> Students enrolled in special schools are included, with special school students of primary school age and/or year level included in the primary figures and those of secondary school age and/or year level included in the secondary figures. <sup>b</sup> Results of calculations may vary from the table due to rounding differences.

Source: ABS (2008 and unpublished) *Schools Australia 2007*, Cat. No. 4221.0; tables 4A.1–4.

Total full time student enrolments in schools in Australia were relatively stable over the five years to 2007, increasing by approximately 0.7 per cent each year between August 2003 and August 2007 (table 4A.21).

The proportion of full time students enrolled in non-government schools increased between 2003 and 2007 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 0.2 per cent per year (table 4A.21). The expansion of full time enrolments in non-government schools was from a lower base than that for government schools. In absolute terms, full time students in government schools increased from 2 254 632 in 2003 to 2 268 377 in 2007. Full time students in non-government schools increased from 1 063 988 in 2003 to 1 148 146 in 2007 (table 4A.20).

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 2007 varied considerably across jurisdictions, partly because jurisdictions' education authorities have different policy and organisational arrangements for part time study, as well as different

definitions of what constitutes part time study. The number of part time courses available also varied considerably across jurisdictions.

**Table 4.4 Part time secondary school students in government schools**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Part time secondary school students in government schools (no.) <sup>a</sup>									
2003	2 647	3 093	3 786	2 583	6 623	2 578	48	888	22 246
2004	2 441	3 106	3 764	2 925	6 818	2 260	25	1 043	22 382
2005	2 404	2 898	3 836	2 824	6 435	1 870	36	1 084	21 387
2006	2 425	2 802	3 635	2 492	6 630	1 762	8	1 109	20 863
2007	2 243	2 292	3 226	2 315	6 716	1 620	3	743	19 158
Proportion of secondary school students in government schools who were part time students (%) <sup>b</sup>									
2003	0.9	1.4	2.3	3.1	10.3	9.3	0.3	9.6	2.5
2004	0.8	1.4	2.3	3.5	10.7	8.3	0.2	10.9	2.5
2005	0.8	1.3	2.3	3.4	10.1	6.9	0.2	11.2	2.4
2006	0.8	1.2	2.1	3.0	10.4	6.5	0.1	11.4	2.3
2007	0.7	1.0	1.9	2.8	10.5	6.1	–	8.0	2.1

<sup>a</sup> Absolute number of part time secondary students. <sup>b</sup> Absolute number of part time secondary students divided by absolute number of full time and part time secondary students. – Nil or rounded to zero.

Source: ABS (2004, 2005, 2006, 2007, 2008 and unpublished) *Schools Australia* (various years and unpublished) 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 2007, 86.5 per cent of Indigenous students and 80.0 per cent of students with disabilities, for example, attended government schools (tables 4A.22 and 4A.24). 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.25–27. Care needs to be taken in interpreting this information because some definitions of special needs students differ across states and territories.

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### *Indigenous students*

The proportion of full time Indigenous students in schools varies greatly across jurisdictions (table 4.5). Table 4A.22 provides additional information on Indigenous enrolments.

In all jurisdictions, the proportion of full time Indigenous students was higher in government schools than in non-government schools. Nationally, the proportion of full time Indigenous students was 5.6 per cent for government schools and 1.7 per cent for non-government schools in 2007 (table 4.5).

**Table 4.5 Indigenous students as a proportion of all students, 2007<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Government schools	5.1	1.4	7.8	8.2	4.6	7.6	2.6	43.4	5.6
Non-government schools	1.3	0.3	2.6	3.1	1.0	3.0	1.1	29.6	1.7
<b>All schools</b>	<b>3.9</b>	<b>1.0</b>	<b>6.2</b>	<b>6.5</b>	<b>3.3</b>	<b>6.3</b>	<b>2.0</b>	<b>40.0</b>	<b>4.3</b>

<sup>a</sup> Absolute numbers of Indigenous and all full time students.

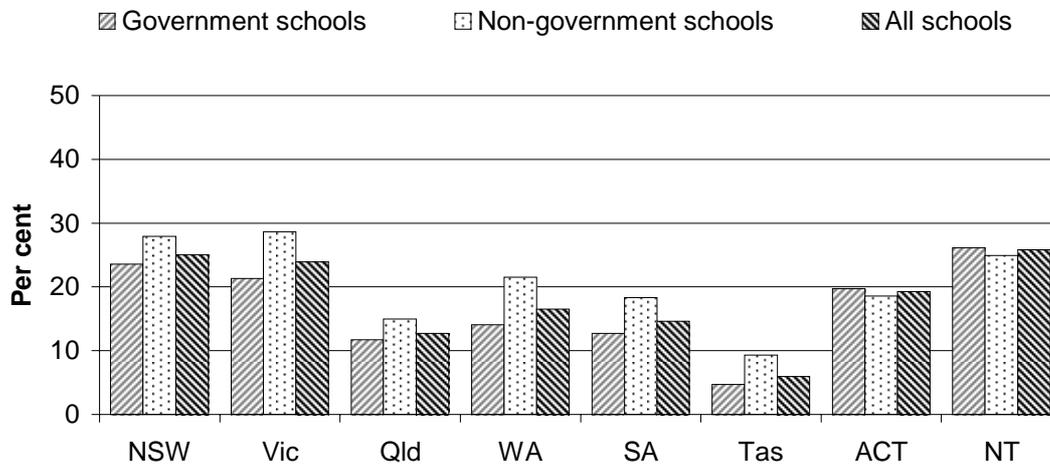
Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.22.

### *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<sup>a, b</sup>**



<sup>a</sup> Absolute numbers of LBOTE students are sourced from the 2006 Census of Population and Housing, whilst data on all full time students are sourced from the ABS Schools Australia collection. <sup>b</sup> See table 4A.23 for details of LBOTE definitions.

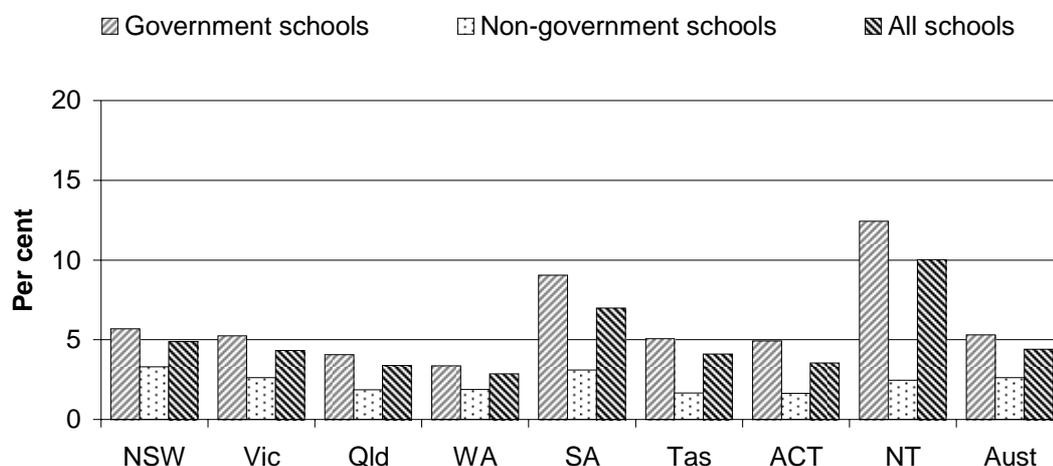
Source: DEEWR (unpublished) based on the ABS 2006 Census of Population and Housing; table 4A.23.

### *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 4.4 per cent and more than twice as high in government schools (5.3 per cent), compared with non-government schools (2.6 per cent) in 2007 (figure 4.3).

Figure 4.3 **Funded students with disabilities as a proportion of all students, 2007<sup>a, b, c</sup>**



<sup>a</sup> The ABS total student data refer to the absolute number of full time students (not FTE students). <sup>b</sup> To be an eligible student with disabilities, the student (among other things) must satisfy the criteria for enrolment in special education services or special education programs provided by the government of the State or Territory in which the student resides. Data should be used with caution as these criteria vary across jurisdictions; for example, SA data include a large number of students in the communication and language impairment category. This subset of students is not counted by other states/territories under funded students with disabilities. Other states/territories fund these students with other specific programs. <sup>c</sup> The 'funded' student data used by DEEWR refer to the FTE number of students that qualify for DEEWR recurrent funding. This excludes Full Fee Paying Overseas students from both the government and non-government sectors as well as a number of schools in the NT (these are funded through the Grants Commission process), and on Christmas and Cocos Islands (funded through the Department of Transport and Regional Services). The DEEWR funded figures also include pre year 1 students in part time programmes in Queensland schools.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; DEEWR (unpublished); table 4A.24.

### *Geographically remote students*

Identification of geographically remote students is based on the school location according to the metropolitan zone, provincial zone, remote areas and very remote areas as defined in the MCEETYA agreed classification.<sup>1</sup> The proportion of students attending schools in remote areas varies greatly across jurisdictions (table 4.6).

Nationally, the proportion of students enrolled in schools in remote areas was 1.5 per cent and more than twice as high in government schools (1.8 per cent),

<sup>1</sup> To investigate the possibility that these data may understate the proportion of students in remote areas as a result of relying on school location rather than students' home location, the 2001 MCEETYA data were compared with data derived from the 2001 Census. The two data sets were found to be similar, except that Tasmania had about one third more remote area students in the Census data. This result may be indicative for the data in this Report.

compared with non-government schools (0.8 per cent) in 2007. 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 2007 (table 4.6).

Table 4A.28 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, 2007<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Remote areas									
Government schools	0.5	0.1	2.2	5.9	3.9	1.0	..	17.5	1.8
Non-government schools	0.2	–	0.8	2.0	1.2	0.5	..	30.3	0.8
<b>All schools</b>	<b>0.4</b>	<b>0.1</b>	<b>1.8</b>	<b>4.6</b>	<b>3.0</b>	<b>0.9</b>	..	<b>20.6</b>	<b>1.5</b>
Very remote areas									
Government schools	0.1	..	1.7	3.4	1.1	0.5	..	29.2	1.2
Non-government schools	–	..	0.3	1.4	0.2	–	..	12.0	0.3
<b>All schools</b>	<b>0.1</b>	..	<b>1.3</b>	<b>2.7</b>	<b>0.8</b>	<b>0.4</b>	..	<b>25.0</b>	<b>0.9</b>

<sup>a</sup> Proportions are based on school sector (for example, students in government schools in remote areas as a proportion of all government school students). <sup>b</sup> 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.28.

## 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.

Box 4.1 describes the national goals for schooling, as endorsed by the MCEETYA. Although these national goals were superseded on 5 December 2008 with the new *Melbourne Declaration on Educational Goals for Young Australians*, the goals

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outlined below are still applicable for the reference years (up to and including 2007) reported in this chapter.

**Box 4.1 National goals for schooling in the 21st century**

The MCEETYA endorsed in April 1999 the following set of national goals for school education.

**Preamble**

Australia's future depends upon each citizen having the necessary knowledge, understanding, skills and values for a productive and rewarding life in an educated, just and open society. High quality schooling is central to achieving this vision.

This statement of national goals for schooling provides broad directions to guide schools and education authorities in securing these outcomes for students.

It acknowledges the capacity of all young people to learn, and the role of schooling in developing that capacity. It also acknowledges the role of parents as the first educators of their children and the central role of teachers in the learning process.

Schooling provides a foundation for young Australians' intellectual, physical, social, moral, spiritual and aesthetic development. By providing a supportive and nurturing environment, schooling contributes to the development of students' sense of self-worth, enthusiasm for learning and optimism for the future.

Governments set the public policies that foster the pursuit of excellence, enable a diverse range of educational choices and aspirations, safeguard the entitlement of all young people to high quality schooling, promote the economic use of public resources, and uphold the contribution of schooling to a socially cohesive and culturally rich society.

Common and agreed goals for schooling establish a foundation for action among State and Territory governments with their constitutional responsibility for schooling, the Australian Government, non-government school authorities and all those who seek the best possible educational outcomes for young Australians, to improve the quality of schooling nationally.

The achievement of these common and agreed national goals entails a commitment to collaboration for the purposes of:

- further strengthening schools as learning communities where teachers, students and their families work in partnership with business, industry and the wider community
- enhancing the status and quality of the teaching profession
- continuing to develop curriculum and related systems of assessment, accreditation and credentialling that promote quality and are nationally recognised and valued

(Continued on next page)

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**Box 4.1 (Continued)**

- increasing public confidence in school education through explicit and defensible standards that guide improvement in students' levels of educational achievement and through which the effectiveness, efficiency and equity of schooling can be measured and evaluated.

These national goals provide a basis for investment in schooling to enable all young people to engage effectively with an increasingly complex world. This world will be characterised by advances in information and communication technologies, population diversity arising from international mobility and migration, and complex environmental and social challenges.

The achievement of the national goals for schooling will assist young people to contribute to Australia's social, cultural and economic development in local and global contexts. Their achievement will also assist young people to develop a disposition towards learning throughout their lives so that they can exercise their rights and responsibilities as citizens of Australia.

**Goals**

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

1. have the capacity for, and skills in, analysis and problem solving and the ability to communicate ideas and information, to plan and organise activities and to collaborate with others
2. have qualities of self-confidence, optimism, high self-esteem, and a commitment to personal excellence as a basis for their potential life roles as family, community and workforce members
3. have the capacity to exercise judgment and responsibility in matters of morality, ethics and social justice, and the capacity to make sense of their world, to think about how things got to be the way they are, to make rational and informed decisions about their own lives and to accept responsibility for their own actions
4. be active and informed citizens with an understanding and appreciation of Australia's system of government and civic life
5. have employment related skills and an understanding of the work environment, career options and pathways as a foundation for, and positive attitudes towards, vocational education and training, further education, employment and life-long learning
6. be confident, creative and productive users of new technologies, particularly information and communication technologies, and understand the impact of those technologies on society

(Continued on next page)

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**Box 4.1 (Continued)**

7. have an understanding of, and concern for, stewardship of the natural environment, and the knowledge and skills to contribute to ecologically sustainable development and
8. have the knowledge, skills and attitudes necessary to establish and maintain a healthy lifestyle, and for the creative and satisfying use of leisure time.

**In terms of curriculum, students should have:**

1. attained high standards of knowledge, skills and understanding through a comprehensive and balanced curriculum in the compulsory years of schooling encompassing the agreed eight key learning areas
  - (a) the arts
  - (b) English
  - (c) health and physical education
  - (d) languages other than English
  - (e) mathematics
  - (f) science
  - (g) studies of society and environment
  - (h) technology
2. attained the skills of numeracy and English literacy, such that every student should be numerate, able to read, write, spell and communicate at an appropriate level
3. participated in programs of vocational learning during the compulsory years and have had access to vocational education and training programs as part of their senior secondary studies and
4. participated in programs and activities which foster and develop enterprise skills, including those skills which will allow them maximum flexibility and adaptability in the future.

**Schooling should be socially just so that:**

1. students' outcomes from schooling are free from the effects of negative forms of discrimination based on sex, language, culture and ethnicity, religion or disability; and of differences arising from students' socioeconomic background or geographic location
2. the learning outcomes of educationally disadvantaged students improve and, over time, match those of other students

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**Box 4.1 (Continued)**

3. Aboriginal and Torres Strait Islander students have equitable access to, and opportunities in, schooling so that their learning outcomes improve and, over time, match those of other students
4. all students understand and acknowledge the value of Aboriginal and Torres Strait Islander cultures to Australian society and possess the knowledge, skills and understanding to contribute to, and benefit from, reconciliation between Indigenous and non-Indigenous Australians
5. all students understand and acknowledge the value of cultural and linguistic diversity, and possess the knowledge, skills and understanding to contribute to, and benefit from, such diversity in the Australian community and internationally and
6. all students have access to the high quality education necessary to enable the completion of school education to year 12 or its vocational equivalent and that provides clear and recognised pathways to employment and further education and training.

*Source:* Adapted from MCEETYA (1999).

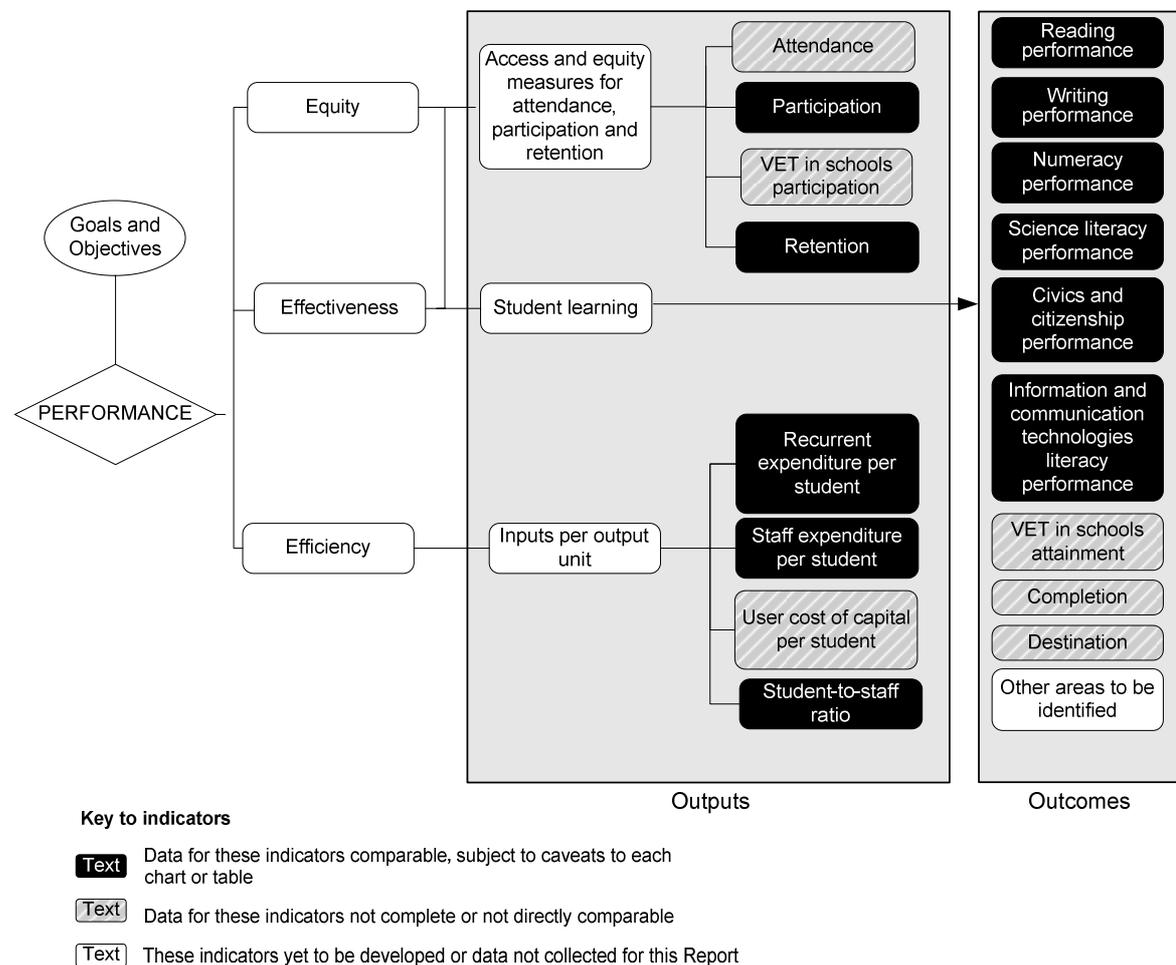
The performance of school education is reported against the indicator framework in figure 4.4. This framework is consistent with the national goals for schooling (box 4.1). The performance indicator framework shows which data are comparable in this Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

### **4.3 Key performance indicator results**

Different delivery contexts and locations influence the equity, effectiveness and efficiency of school education services. Appendix A contains short statistical profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter.

The effectiveness indicators for school education in this chapter are based on achievement against the national goals for schooling. Access and equity objectives of school education can be assessed by comparing outcomes for special needs groups, such as Indigenous and LBOTE students, with those for all students. Outcomes are compared for special needs groups for indicators such as reading, writing and numeracy performance, completion rates, retention rates and participation rates, where possible.

Figure 4.4 Performance indicators for school education



Care should be taken in interpreting these performance indicators as there are a number of interrelated factors affecting these indicators including:

- aspects of schooling (for example, school climate, broader curricula)
- characteristics of students (for example, student engagement and connectedness, length of time spent in schooling, demographic characteristics)
- broader education environment (for example, availability of employment and further educational alternatives, population movements).

## Outputs

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

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## *Equity and effectiveness*

Access and equity measures for school education attendance, participation and retention, and VET in schools participation, are reported.

### *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.

Student attendance is to be measured 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 are providing data for 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).

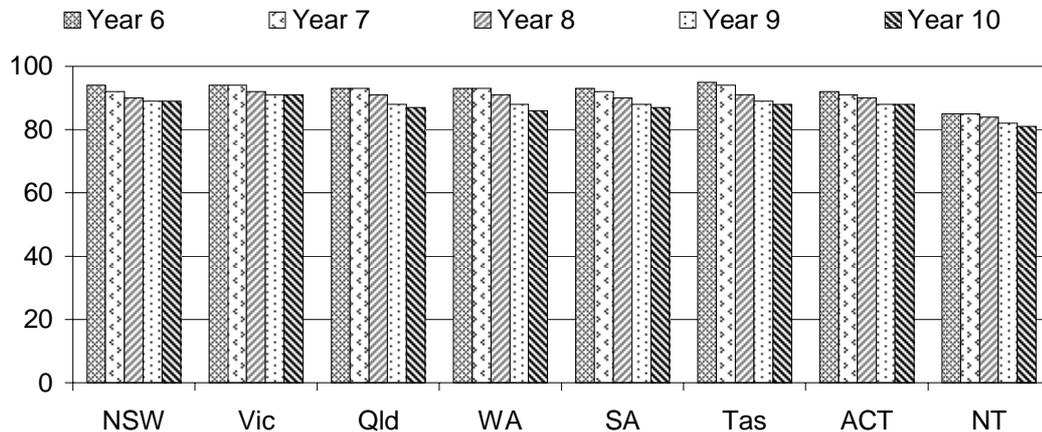
Data for this indicator are not directly comparable.

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.134–139).

In 2007, the student attendance rate in government schools was greater than 80 per cent across all year levels and all jurisdictions (figure 4.5 and table 4A.134).

Figure 4.5 Student attendance rate, government schools, 2007



<sup>a</sup> See source for detailed explanatory notes regarding data.

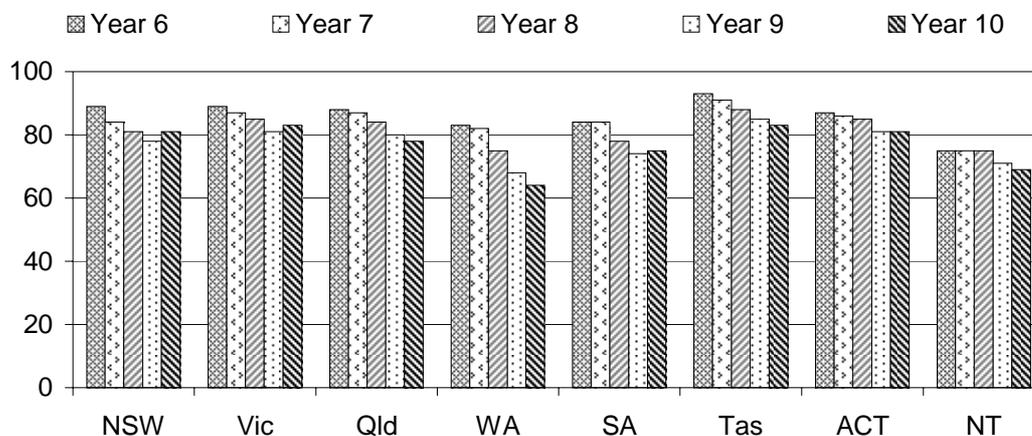
Source: MCEETYA (2009) *National Report on Schooling in Australia 2007: Participation, attainment and attendance chapter*, table 4A.134.

In government schools, non-Indigenous students had higher attendance rates than Indigenous students across all year levels in all jurisdictions (table 4A.135). However, the percentage point differences varied across states and territories. A similar pattern to the government schools was observed for non-government schools (independent and Catholic schools) in most jurisdictions (tables 4A.137 and 4A.139).

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 on student attendance rates for all school sectors are also available disaggregated by sex (tables 4A.134, 4A.136 and 4A.138).

**Figure 4.6 Student attendance rate, government schools, Indigenous students, 2007<sup>a</sup>**



<sup>a</sup> See source for detailed explanatory notes regarding data.

Source: MCEETYA (2009) *National Report on Schooling in Australia 2007: Participation, attainment and attendance chapter*, table 4A.135.

### 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 as 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. Participation rates are reported nationally and by State/Territory for each year for 14–19 year olds.

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.

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**Box 4.3 (Continued)**

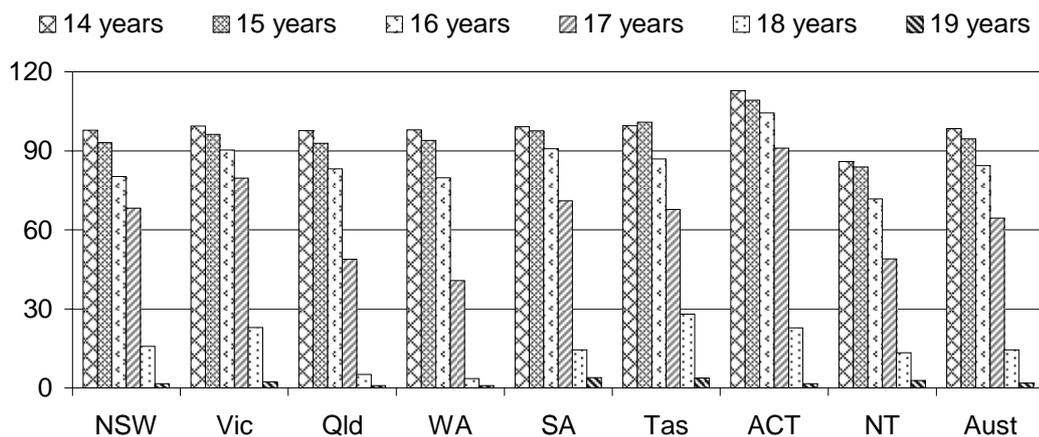
This indicator does not provide information on young people who develop their talents and capacities through other options for delivering post-compulsory education and training — for example, work-based training and enrolment in technical and further education (TAFE) delivered programs. A broader participation indicator that accounts for some of these factors is reported in the ‘Early childhood, education and training preface’.

Data for this indicator are comparable.

Nationally, 58.9 per cent of 14–19 year olds were enrolled in schools in 2007 (table 4A.121). School participation rates varied by jurisdiction, age and sex. School participation rates for females (60.0 per cent) were 2.2 percentage points higher than those for males (57.8 per cent). School participation rates declined as students exceeded the maximum compulsory school age (figure 4.7).

Data on school participation rates in this Report differs 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).

**Figure 4.7 School participation rate of people aged 14–19 years in school education, all schools, 2007<sup>a, b</sup>**



<sup>a</sup> Proportion of the population who were enrolled as full time or part time students in August 2007.  
<sup>b</sup> Participation rates in the ACT exceed 100 per cent as a result of NSW residents from surrounding areas enrolling in ACT schools.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.121.

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### *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 previously presented as an outcome indicator in the Report. However, the indicator has been moved to the ‘equity and effectiveness’ section for this Report in recognition of the shift in emphasis of VET in schools from being an outcome to being an enabler for students in accessing school education.

#### **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.

Data for this indicator are not directly comparable.

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).

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Data for 2005 were included in detail in this chapter in the 2008 Report (and are contained in attachment tables 4A.131–133 for this Report). Updated data were not available for the 2009 Report.

### *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 (which is either at the commencement of their secondary schooling — at year 7 or 8 — or at year 10). Data are reported for:

- the proportion of 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:

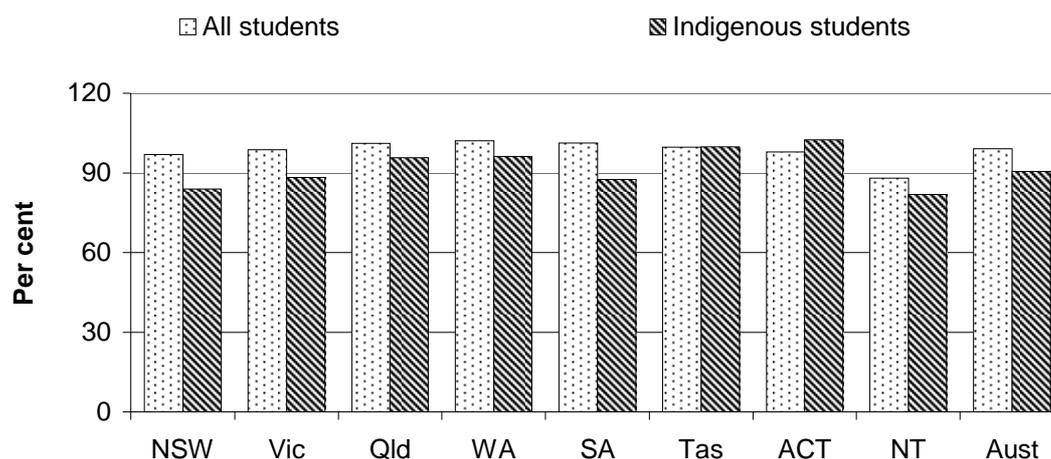
- students repeating a year of education or returning to education after a period of absence
- movement or migration of students between school sectors, between states/territories and between countries
- the impact of full fee paying overseas students.

Data for this indicator are comparable.

Apparent retention rates, from the commencement of secondary school at year 7 or 8 (figure 4.1 shows the differences across jurisdictions) to year 10, for all students in most jurisdictions were 98–100 per cent in 2007, with a national rate of 99.1 (figure 4.8). High rates are to be expected because normal year level progression means students in year 10 are generally of an age at which schooling is compulsory.

Retention rates for Indigenous students provide one measure of the equity of access to schooling. Retention rates to year 10 for Indigenous students were lower than those for all students in most jurisdictions. The national retention rate for Indigenous students was 90.5 per cent, or 8.6 percentage points lower than that for all students.

**Figure 4.8 Apparent retention rate from year 7 or 8 to year 10, full time secondary students, all schools, 2007<sup>a, b, c, d</sup>**



<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions. <sup>c</sup> The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4). <sup>d</sup> Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 10.9 per cent of Indigenous secondary students were ungraded (compared with an average of 4.2 per cent for the rest of Australia), in 2007, and this should be considered when interpreting the data.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.127.

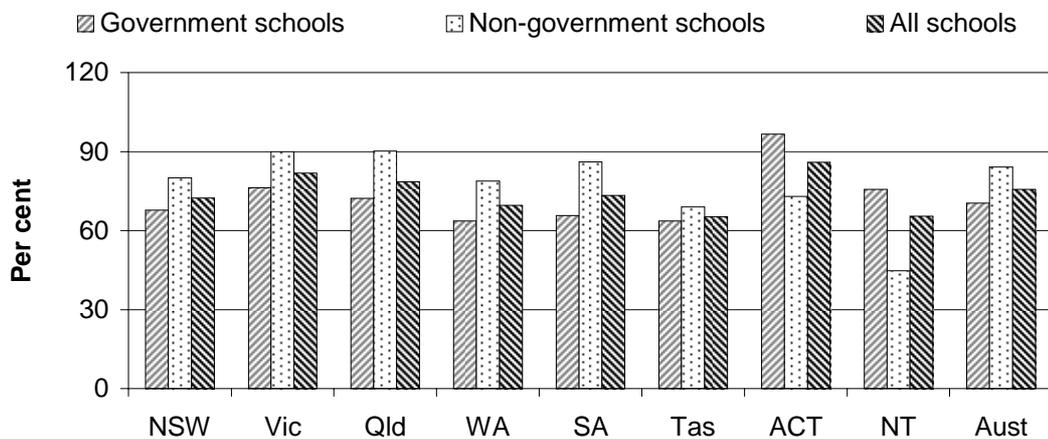
The apparent rate of retention from year 10 to year 12 has been derived by expressing the number of full time school students enrolled in year 12 in 2007 as a proportion of the number of full time school students enrolled in year 10 in 2005.

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 2007 year 12 total, then the apparent retention rate becomes 87.4 per cent, compared with 73.3 per cent for full time students only (table 4A.124)
- in some jurisdictions, young people may choose to complete their post compulsory education in the TAFE system rather than continue at school. In NSW, for example, 3534 students aged 15–19 years undertook their Higher School Certificate or other tertiary preparation studies through TAFE institutes in 2007 (NSW Government unpublished).

Nationally, the apparent retention rate from year 10 to year 12 for all schools was 75.6 per cent in 2007. The apparent retention rate from year 10 to year 12 for government schools was 70.5 per cent, and for non-government schools was 84.1 per cent. The apparent retention rates for both government schools and non-government schools varied across jurisdictions (figure 4.9).

Figure 4.9 **Apparent retention rate from year 10 to year 12, full time secondary students, by school type, 2007<sup>a, b, c</sup>**



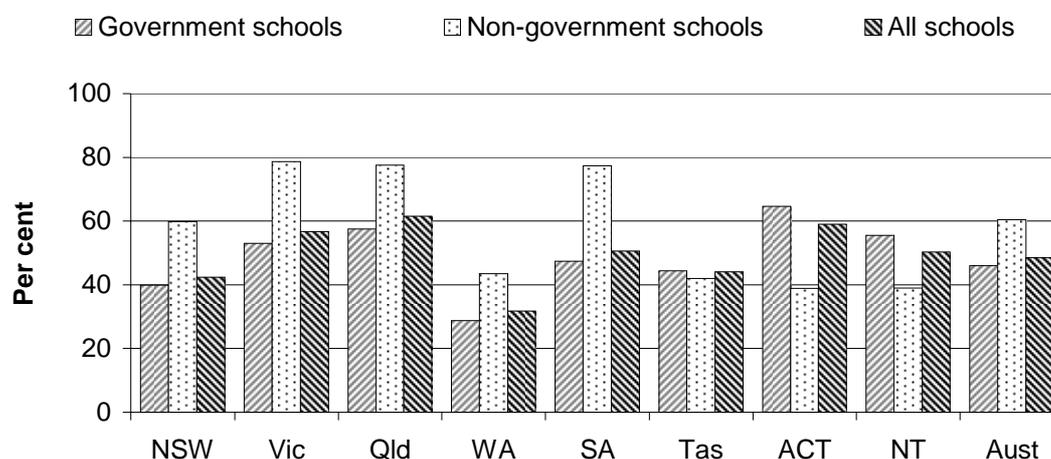
<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions and government and non-government schools after the base year. <sup>c</sup> The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4).

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.124.

For government and non-government schools, apparent rates of retention from year 10 to year 12 for Indigenous students in 2007 varied across jurisdictions, but were consistently lower than rates for all students (figures 4.9 and 4.10). In interpreting this indicator, note that nationally 9.5 per cent of Indigenous students left school before year 10 (figure 4.8) — compared to 0.9 per cent of all students — so are not included in the base year for retention from year 10 to year 12. This baseline varies across jurisdictions. Further, Indigenous students as a proportion of all students was 5.6 per cent in government schools compared with 1.7 per cent in non-government schools and some jurisdictions have very low numbers of Indigenous students (table 4A.22).

Nationally, Indigenous retention from year 10 to year 12 for all schools in 2007 was 48.5 per cent (figure 4.10), compared to 75.6 per cent for all students. However, Indigenous retention from year 10 to year 12 for all schools has risen in the past five years from 45.7 per cent in 2003 to 48.5 per cent in 2007, with the gap in year 10 to year 12 retention rates between Indigenous students and all students decreasing from 31.2 percentage points in 2003 to 27.1 percentage points in 2007 (table 4A.127).

**Figure 4.10 Apparent retention rates from year 10 to year 12, Indigenous full time secondary students, 2007<sup>a, b, c</sup>**

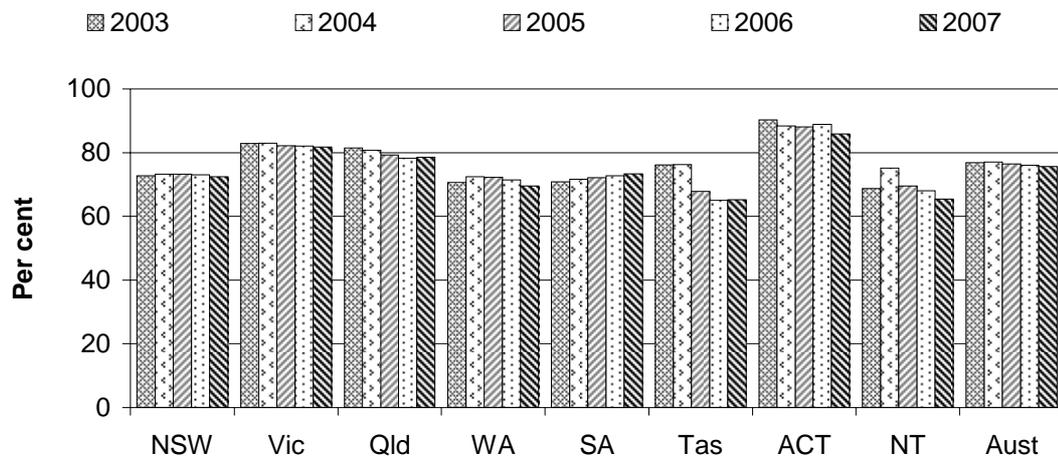


<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4). <sup>c</sup> Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 10.9 per cent of Indigenous secondary students are ungraded (compared with an average of 4.2 per cent for the rest of Australia), in 2007, and this should be considered when interpreting the data.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.124.

Nationally, apparent rates of retention for all full time students from year 7 or 8 to year 10 were steady around 97-98 per cent between 2003 and 2007, whilst the rate of retention from year 10 to year 12 has decreased each year from 77.1 per cent in 2004 to 75.6 per cent in 2007 (figure 4.11). Retention rates between years 10 and 12 for government and non-government schools are in attachment tables 4A.125-126.

Figure 4.11 **Apparent rates of retention from year 10 to year 12, full time secondary students, all schools<sup>a, b, c</sup>**



<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions, but particularly for SA, Tasmania and the NT where there are high proportions of part time students in government schools (table 4.4). <sup>c</sup> Ungraded students are not included in the calculation of apparent retention rates. This exclusion has particular implications for the NT, where 10.9 per cent of Indigenous secondary students are ungraded (compared with an average of 4.2 per cent for the rest of Australia), in 2007, and this should be considered when interpreting the data.

Source: ABS (2006, 2008) *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.14 shows information on the comparability of the source expenditure data for government schools used for this chapter.

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### *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.

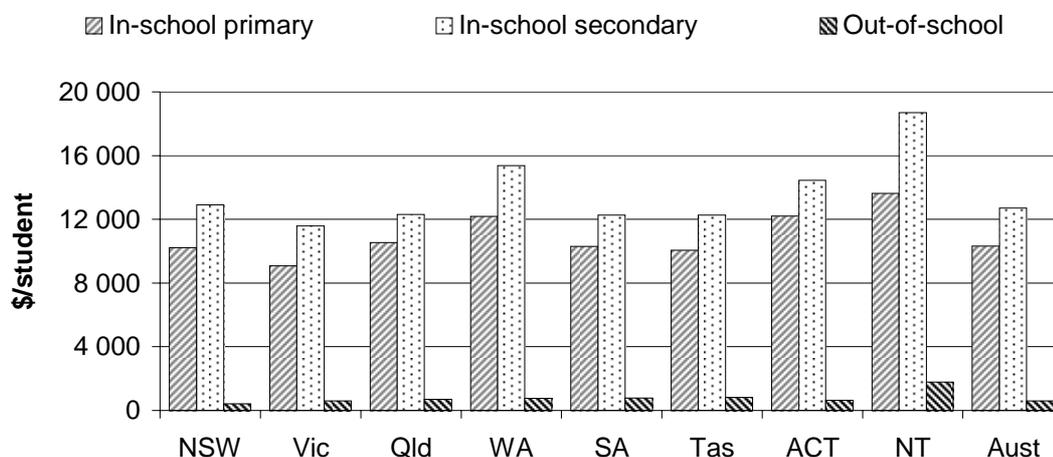
These factors may need to be considered when examining each jurisdiction's expenditure per student.

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.

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 \$10 327 and in-school government expenditure per FTE student in government secondary schools was \$12 704 in 2006-07. Out-of-school government expenditure per FTE student in government schools was \$611 in 2006-07 (figure 4.12).

Figure 4.12 **Government recurrent expenditure per FTE student, government schools, 2006-07<sup>a, b</sup>**

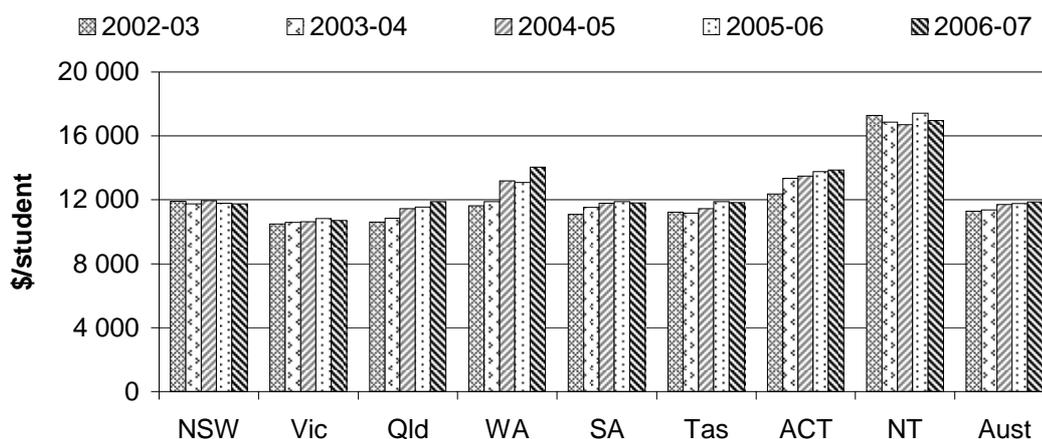


<sup>a</sup> See notes to tables 4A.12 for definitions and data caveats. <sup>b</sup> Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; MCEETYA (unpublished) NSSC; table 4A.12.

Nationally, government expenditure per FTE student in all government schools was \$11 874 in 2006-07. It increased (in average annual real terms) between 2002-03 and 2006-07 by 1.3 per cent per year (figure 4.13).

Figure 4.13 **Government real recurrent expenditure per FTE student, government schools (2006-07 dollars)<sup>a, b, c</sup>**

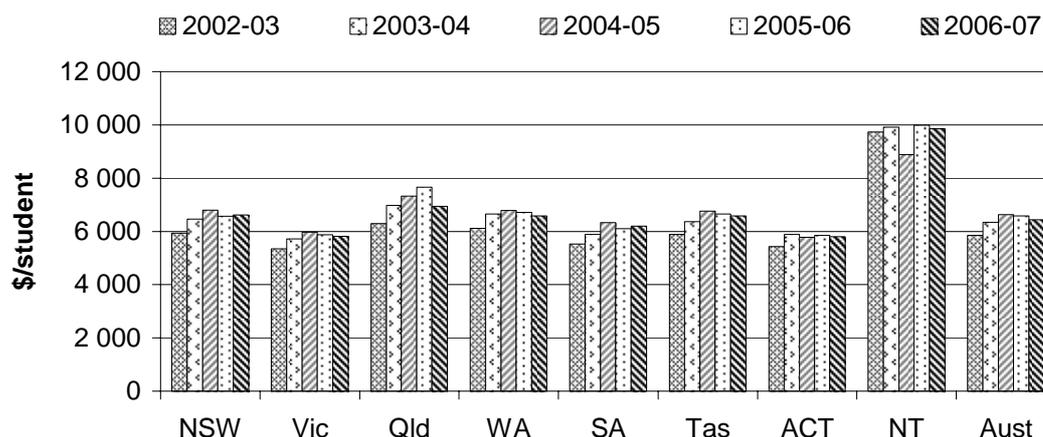


<sup>a</sup> See notes to table 4A.8 for definitions and data caveats. <sup>b</sup> Data for 2002-03 to 2005-06 have been adjusted to 2006-07 dollars using the gross domestic product (GDP) price deflator. <sup>c</sup> Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2004, 2005, 2006, 2007, 2008) *Schools Australia*, Cat. No. 4221.0; MCEETYA (unpublished) NSSC; table 4A.8.

Nationally, government expenditure per FTE student in all non-government schools was \$6442 in 2006-07. It increased (in average annual real terms) between 2002-03 and 2006-07 (figure 4.14) by 2.5 per cent per year (table 4A.9).

Figure 4.14 **Government real recurrent expenditure per FTE student, non-government schools (2006-07 dollars)<sup>a, b, c</sup>**



<sup>a</sup> See notes to table 4A.9 for definitions and data caveats. <sup>b</sup> Data for 2002-03 to 2005-06 have been adjusted to 2006-07 dollars using the gross domestic product (GDP) price deflator. <sup>c</sup> The sum of Australian Government specific purpose payments for non-government schools, and State and Territory government payments to non-government schools. Data on State and Territory government payments to non-government schools are not fully comparable across jurisdictions.

Source: ABS (2004, 2005, 2006, 2007, 2008) *Schools Australia*, Cat. No. 4221.0; DEEWR (unpublished); State and Territory governments (unpublished); table 4A.9.

### 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 student' 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.

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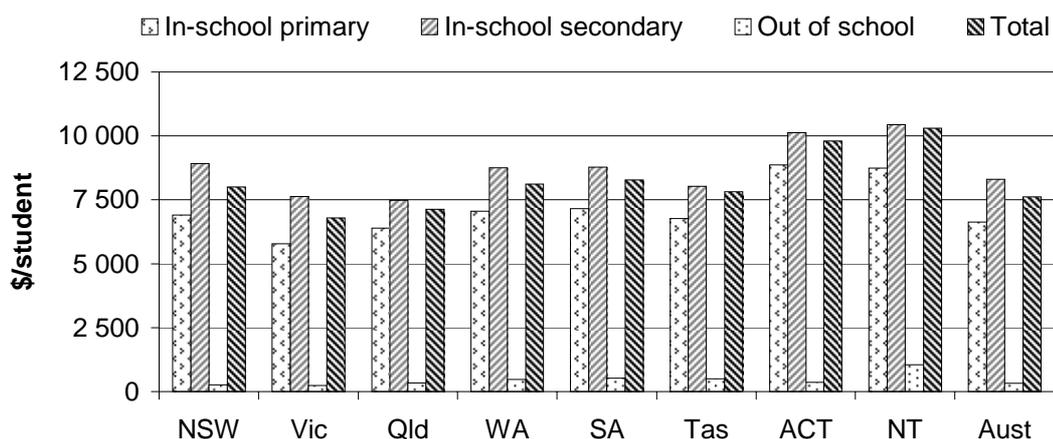
**Box 4.7 Continued**

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.

Expenditure on staff is the major component of government recurrent expenditure on government schools (\$17.3 billion), accounting for 64.2 per cent of the total expenditure in 2006-07 (table 4A.12). Nationally, expenditure on staff per FTE student ranged from \$331 for out-of-school to \$8304 for in-school secondary (figure 4.15).

**Figure 4.15 Government recurrent expenditure on staff in government schools, per FTE student, 2006-07<sup>a, b</sup>**



<sup>a</sup> See notes to table 4A.12 for definitions and data caveats. <sup>b</sup> Expenditure on staff includes teaching staff and other staff, and includes expenditure on redundancy payments.

Source: ABS (2004, 2005, 2006, 2007, 2008) *Schools Australia*, Cat. No. 4221.0; MCEETYA (unpublished) NSSC; table 4A.12.

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### *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.

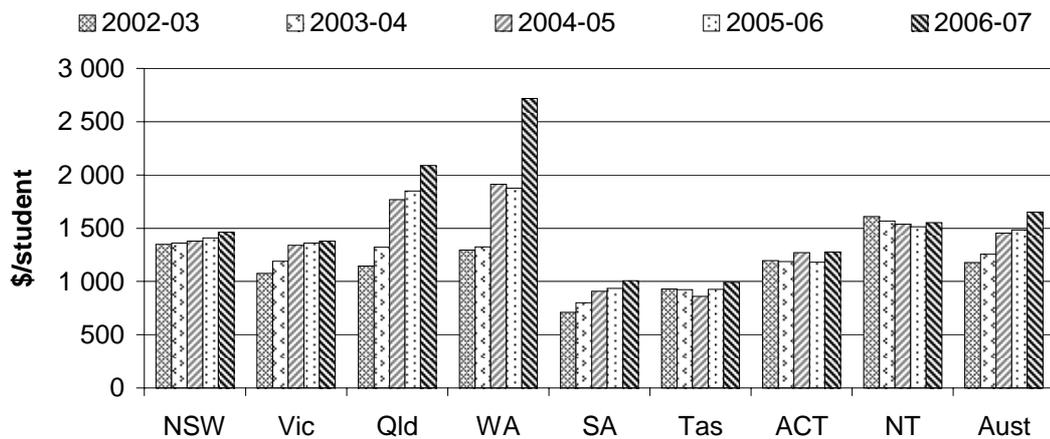
Data for this indicator are not directly comparable.

The Steering Committee accepts that the asset valuation data, from which the notional UCC has been calculated, were not fully comparable across jurisdictions until 2003-04 (table 4A.14). It also recognises that the treatment of costs in the past has not fully recognised the cost of public capital used by agencies to deliver services — that is, capital has generally been considered ‘free’. This can lead to significant underestimation of costs of those services for which government capital is a major input. However, using an imperfect costing of government capital is preferable to not costing it at all, and also provides an incentive to improve data

over time. The data definitions for asset reporting and valuation methods applied from 2003-04 are nationally consistent resulting in comparable asset values data across jurisdictions which are used to calculate the notional UCC.

The notional UCC per FTE government school student in 2006-07 averaged \$1652 nationally (figure 4.16).

Figure 4.16 **Notional UCC per FTE student, government schools<sup>a, b</sup>**



<sup>a</sup> See notes to tables 4A.6 and 4A.13 for definitions and data caveats. <sup>b</sup> Notional UCC per FTE student is derived by dividing the notional UCC in table 4A.13 with the FTE student numbers in table 4A.6. Notional UCC is set at 8 per cent of the value of non-current physical assets, which are re-valued over time.

Source: ABS (2004, 2005, 2006, 2007, 2008) *Schools Australia*, Cat. No. 4221.0; MCEETYA (unpublished) NSSC; tables 4A.6 and 4A.13.

### *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).

(Continued on next page)

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**Box 4.9 (Continued)**

Holding other factors constant, a high or increasing student-to-teacher ratio represents better or improved efficiency, but only when output quality and outcomes are the same as (or higher than) those in the other systems being compared. A low or decreasing student-to-teacher ratio may reflect decreasing efficiency, but may also reflect a higher quality education system, if it is assumed that teachers have more time for each student and that this results in better student outcomes.

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:

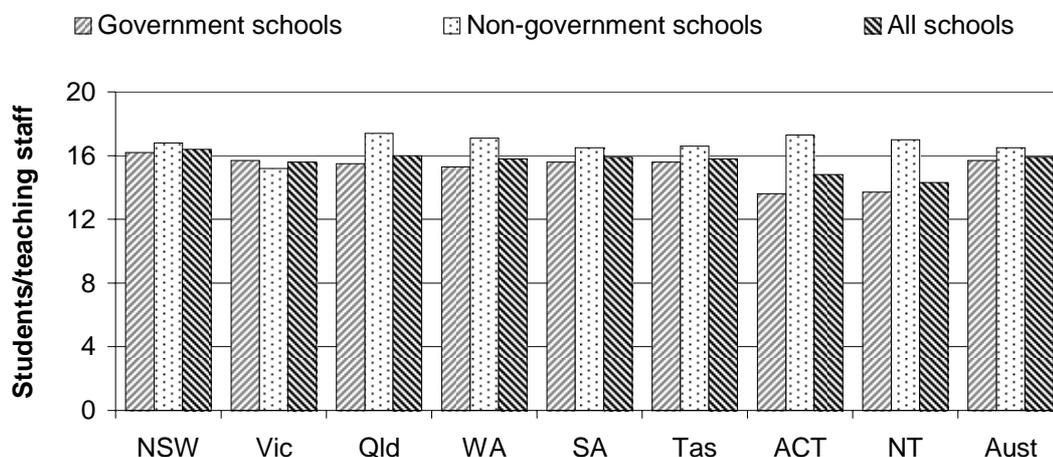
- the proportion of special needs students — for example, special schools catering for students with disabilities generally have significantly lower student-to-teacher ratios than those of mainstream schools and additional resources are also required in mainstream schools where special needs students 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.

Nationally, for government primary schools, the student-to-teacher ratio was 15.7 in 2007. For non-government primary schools, the student-to-teacher ratio was 16.5 in 2007. For all primary schools, the student-to-teacher ratio was 15.9 in 2007 (figure 4.17).

Figure 4.17 **Ratio of FTE students to FTE teaching staff, primary schools, 2007<sup>a</sup>**

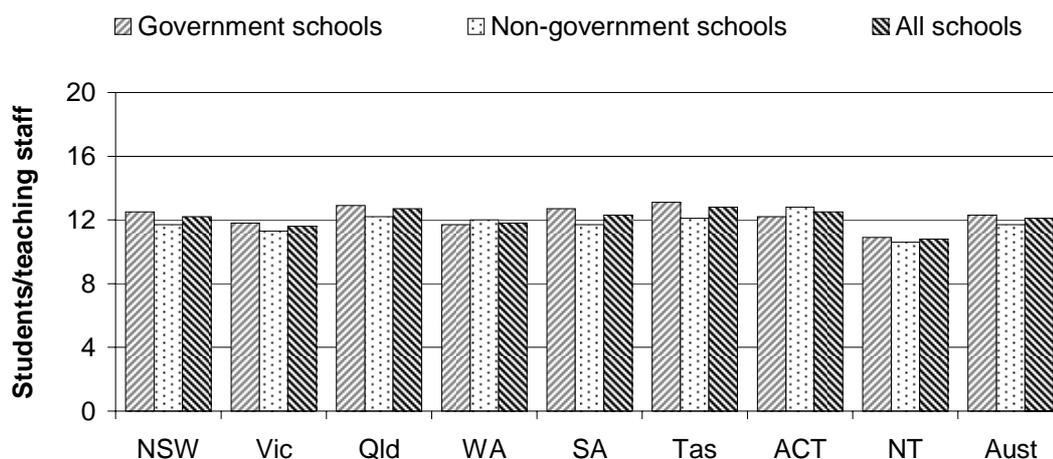


<sup>a</sup> See notes to table 4A.16 for definitions and data caveats.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.16.

Nationally, for government secondary schools, the student-to-teacher ratio was 12.3 in 2007. For non-government secondary schools, the student-to-teacher ratio was 11.7 in 2007. For all secondary schools, the student-to-teacher ratio was 12.1 in 2007 (figure 4.18).

Figure 4.18 **Ratio of FTE students to FTE teaching staff, secondary schools, 2007<sup>a</sup>**



<sup>a</sup> See notes to table 4A.16 for definitions and data caveats.

Source: ABS (2008) *Schools Australia 2007*, Cat. No. 4221.0; table 4A.16.

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Nationally, for all government schools, the student-to-teacher ratio was 14.2 in 2007. For all non-government schools, the student-to-teacher ratio was 13.8 in 2007. For all schools, the student-to-teacher ratio was 14.0 in 2007 (table 4A.16).

Refer to table 4A.16 for further detail on student-to-staff ratios, including those for non-school staff and all staff, for all jurisdictions.

## **Outcomes**

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

### *Nationally comparable learning outcomes*

‘Reading performance’, ‘writing performance’, ‘numeracy performance’, ‘science literacy performance’, ‘civics and citizenship performance’, and ‘information and communication technology literacy performance’ have been identified as indicators of learning outcomes (boxes 4.10–4.15) and are discussed in this section. The outcomes for VET in schools attainment, completion rates, and school leaver destination (boxes 4.16–4.18) are discussed in the following section.

The nationally comparable learning outcomes encompasses all of the MCEETYA endorsed tests which have been developed nationally to measure student performance across government and non-government schools 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 and 7 nationally comparable learning outcomes data for reading, writing and numeracy performance for 2007 (and earlier years) are reported. (Data from stage 1 (of two stages) of the 2008 data (released in September 2008) are not included in the 2009 Report — see the Future Directions section for further details). Details of reported learning outcomes data and accompanying information from the national collection are reported in tables 4A.29–97. State and territory data are also available for the first time by Indigenous status and geolocation for 2006 and 2007, and are included in this Report. This complements the national Indigenous learning outcomes by geolocation presented in the 2008 Report. Limitations of national learning outcomes data are detailed in the 2004 Report on Government Services (box 3.1, pages 3.36-7).

In addition to the national literacy and numeracy assessments undertaken annually, triennial national sample assessments are undertaken on a rotating basis. Triennial

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year 6 science literacy performance data for 2003 and 2006 are reported in tables 4A.98–100. Triennial year 6 and year 10 civics and citizenship performance data for 2004 are reported in tables 4A.101–103. Triennial year 6 and year 10 information and communication technology literacy performance data for 2005 are reported in tables 4A.104–106.

The PISA provides learning outcomes data for 15 year olds in three core assessment domains: reading literacy, mathematical literacy and scientific literacy. In 2006, approximately 400 000 students from 57 countries participated in the PISA Assessment. From Australia this included over 14 170 students from 356 schools. Scientific literacy was the major domain tested in the PISA 2006 cycle. Detailed information about PISA 2006 is available in Thomson et al. (2007) and OECD (2007).

Data on scientific literacy from PISA 2006 have been included in this chapter (data on reading literacy and mathematical literacy were included in the 2008 Report). At this stage there is no nationally agreed standard for scientific literacy. This chapter reports the proxy standard of the proportion of students who achieve at or above proficiency level 3 for scientific literacy.

Results from PISA 2003 and PISA 2000 were included in the 2006 Report (SCRGSP 2006, pages 3.37–38, 3.44–46, 3.58–59 and 3.61–62) and 2003 Report (SCRGSP 2003, pages 3.19, 3.22–23 and 3.26–28) respectively. Information and data on PISA 2000, 2003 and 2006 are available in Lokan et al. (2001), Thomson et al. (2004a, 2004b), Thomson and De Bertoli (2007) and tables 4A.107–116.

Years 4 and 8 Trends in International Mathematics and Science Study (TIMSS) learning outcomes data for 2006–07 are also presented in this Report. Australian students participated in the three previous TIMSS, in 1994–95, 1998–99 and 2002–03. 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.

In 2006–07, students from 59 countries participated in the TIMSS. From Australia this included 8177 students from 457 schools in the main sample. Detailed information about TIMSS is available at <http://www.acer.edu.au/timss> and tables 4A.117–120.

### *Interpreting learning outcomes data*

To assist with making comparisons between jurisdictions, 95 per cent confidence intervals are presented in charts and attachment tables (tables 4A.29–120).

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Confidence intervals are a standard way of expressing the degree of uncertainty associated with survey estimates or performance measurement. An estimate of 80 with a confidence interval of  $\pm 2$ , for example, means that if another sample had been drawn, or if another combination of test items had been used, there is a 95 per cent chance that the result would lie between 78 and 82. The learning outcomes proportion for a jurisdiction, therefore, can be thought of in terms of a range. If one jurisdiction's rate ranges from 78–82 and another's from 77–81, then it is not possible to say with confidence that one differs from the other (because there is unlikely to be a statistically significant difference). Where ranges do not overlap, there is a high likelihood that there is a statistically significant difference. To say that there is a statistically significant difference means there is a high probability that there is an actual difference; it does not imply that the difference is necessarily large or important.

Care should be taken when making comparisons in the results across the three PISA cycles. Comparisons should only be made between a major and minor assessment domain once the domain has become the major assessment domain for the first time. For example:

- Reading literacy was the major assessment domain in PISA 2000. Therefore, PISA 2000 is able to be compared with PISA 2003 and PISA 2006 for reading literacy results.
- Mathematical literacy was the major assessment domain in PISA 2003. Therefore, PISA 2003 is able to be compared with PISA 2006 for mathematical literacy results.
- Scientific literacy was the major assessment domain in PISA 2006. Therefore, PISA 2006 is not able to be compared with previous cycles for scientific literacy.

### *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).

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#### Box 4.10 Reading performance

'Reading performance' is defined by two measures:

*Percentage of students achieving at or above the national reading benchmark:* The proportion of assessed years 3, 5 and 7 students who achieve at or above the national reading benchmark for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation. The benchmarks describe nationally agreed minimum acceptable standards for reading performance at years 3, 5 and 7.

Up to and including 2007, student performance has been measured by annual State and Territory-based testing programs which were equated through a national process designed to allow comparable reporting against the benchmarks. Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replaced the former State and Territory-based assessments.

*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 MCEETYA to be level 3) on the OECD PISA combined reading scale for a given year, reported by sex, Indigenous status, socioeconomic status and geolocation.

A high or increasing proportion of students achieving the reading benchmark/proficient standard is desirable.

Data for this indicator are comparable.

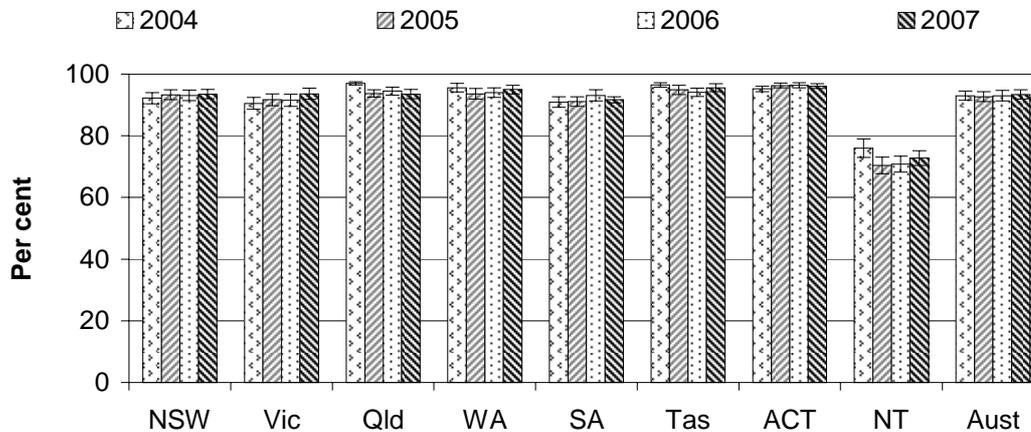
Nationally, the proportion of assessed year 3 students who achieved the reading benchmark in 2007 was 91.9–94.9 per cent (figure 4.19). The national proportion of students by equity group who achieved the year 3 reading benchmark in 2007 was:

- 93.7–96.3 per cent for female students and 90.2–93.8 per cent for male students
- 76.6–84.8 per cent for Indigenous students
- 90.0–93.2 per cent for LBOTE students (figure 4.20).

The proportion of assessed year 5 students who achieved the reading benchmark in 2007 was 87.6–90.8 per cent nationally (figure 4.21). The proportion of students by equity group who achieved the year 5 reading benchmark in 2007 was:

- 89.6–92.6 per cent for female students, higher than the proportion for male students (85.6–89.2 per cent)
- 63.4–71.8 per cent for Indigenous students
- 86.5–89.7 per cent for LBOTE students (figure 4.22).

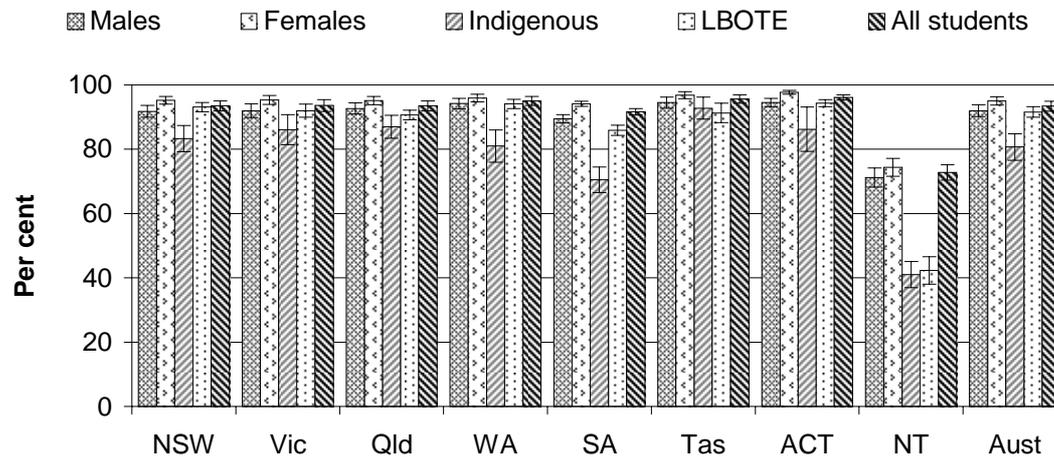
**Figure 4.19 Proportion of year 3 students achieving the reading benchmark<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.32-33, 4A.48-49, 4A.66-67, 4A.84-85.

Source: MCEETYA (2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.29, 4A.44, 4A.62 and 4A.80.

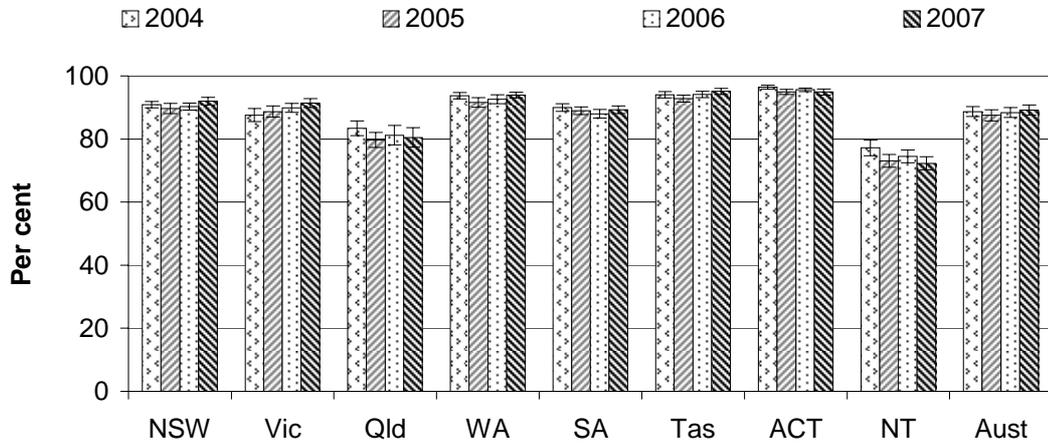
**Figure 4.20 Proportion of year 3 students achieving the reading benchmark, by equity group, 2007<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.84-85.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.80.

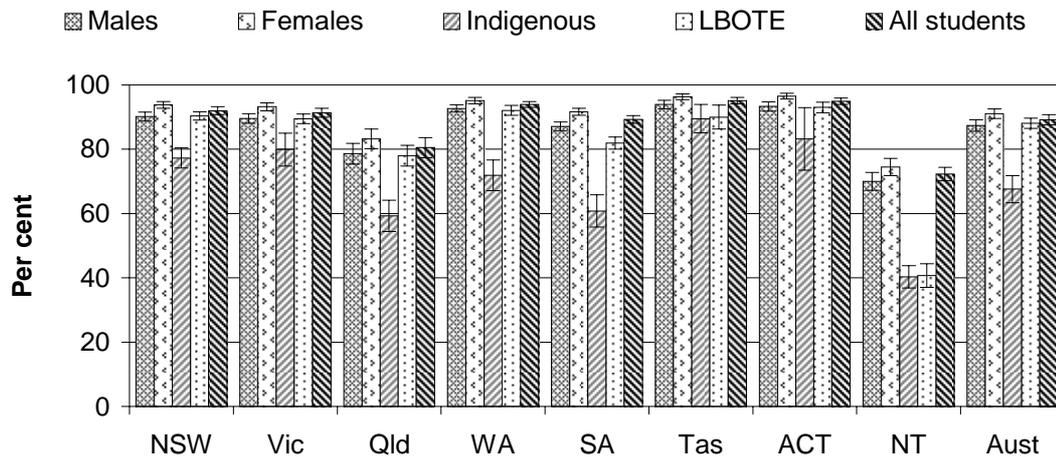
Figure 4.21 Proportion of year 5 students achieving the reading benchmark<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.32-33, 4A.48-49, 4A.66-67, 4A.84-85.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.30, 4A.45, 4A.63 and 4A.81.

Figure 4.22 Proportion of year 5 students achieving the reading benchmark, by equity group, 2007<sup>a, b</sup>



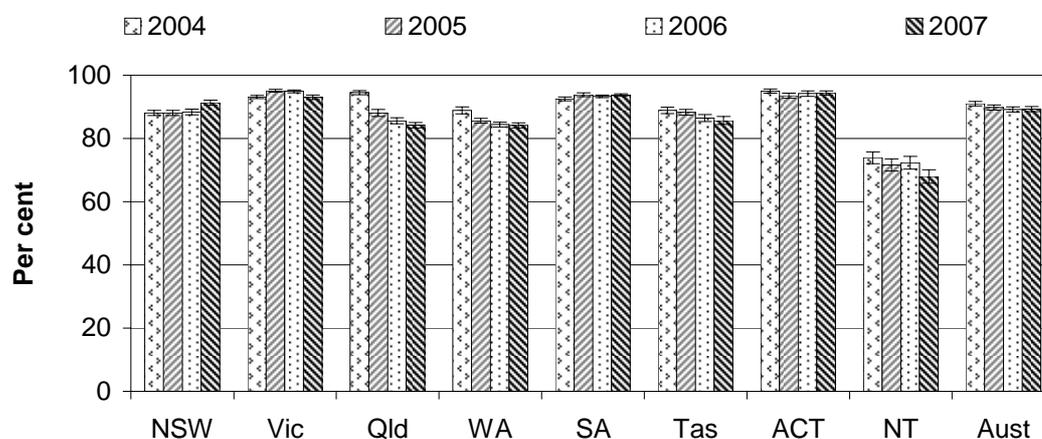
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.84-85.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.81.

The proportion of assessed year 7 students who achieved the reading benchmark in 2007 was 88.5–90.1 per cent nationally (figure 4.23). The proportion of students by equity group who achieved the year 7 reading benchmark in 2007 was:

- 90.4–92.0 per cent for female students, higher than the proportion for male students (86.6–88.6 per cent)
- 61.9–67.5 per cent for Indigenous students
- 86.7–89.1 per cent for LBOTE students (figure 4.24).

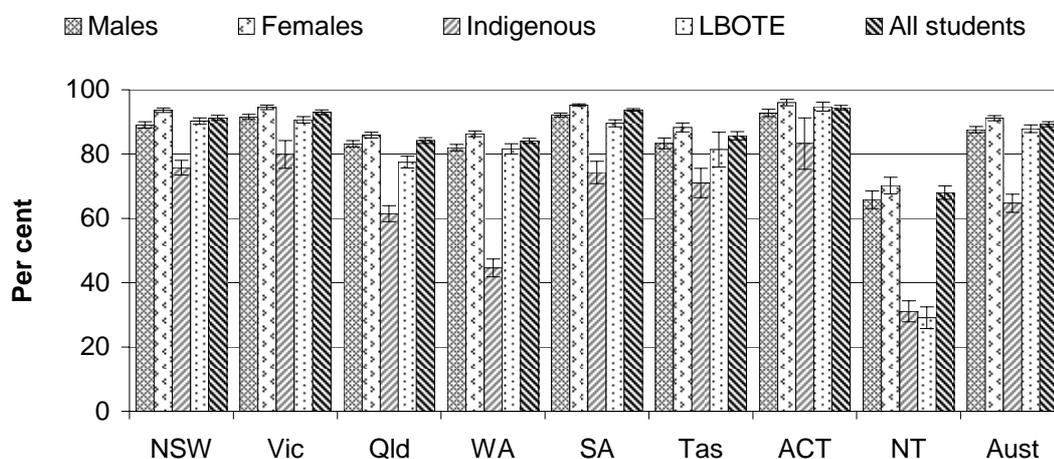
Figure 4.23 **Proportion of year 7 students achieving the reading benchmark<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.32-33, 4A.48-49, 4A.66-67, 4A.84-85.

Source: MCEETYA (2005a, 2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.31, 4A.46, 4A.64 and 4A.82.

Figure 4.24 Proportion of year 7 students achieving the reading benchmark, by equity group, 2007<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.84-85.

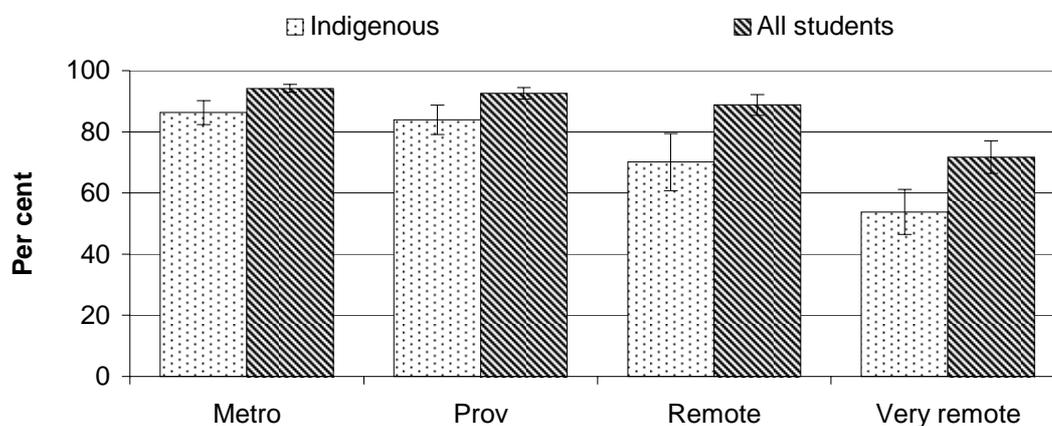
Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.82.

Nationally, the proportion of assessed students who achieved the reading benchmark by geolocation in 2007 was:

- 92.9–95.5 per cent for all year 3 students in metropolitan areas, no different to the proportion for provincial students (90.7–94.5 per cent), but above the proportion for remote students (85.4–92.2 per cent) and very remote students (66.4–77.0 per cent) (figure 4.25)
- 88.8–91.8 per cent for all year 5 students in metropolitan areas, no different to the proportion for provincial students (85.7–89.7 per cent), but above the proportion for remote students (75.7–83.9 per cent) and very remote students (50.6–61.8 per cent) (table 4A.83)
- 89.7–91.3 per cent for all year 7 students in metropolitan areas, above the proportion for provincial students (86.9–89.1 per cent), remote students (73.7–80.5 per cent) and very remote students (44.5–54.5 per cent) (table 4A.83).

For all categories of remoteness across years 3, 5 and 7, the reading outcomes for Indigenous students were lower than those for all students. As with all students, outcomes for Indigenous students declined as remoteness increased — furthermore the gap in learning outcomes between Indigenous students and all students increased as the degree of remoteness increased.

Figure 4.25 National proportion of year 3 students achieving the reading benchmark, by Indigenous status and geolocation, 2007<sup>a, b, c</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 4A.83. <sup>c</sup> Insufficient or no students in an area of geographic classification are not included.

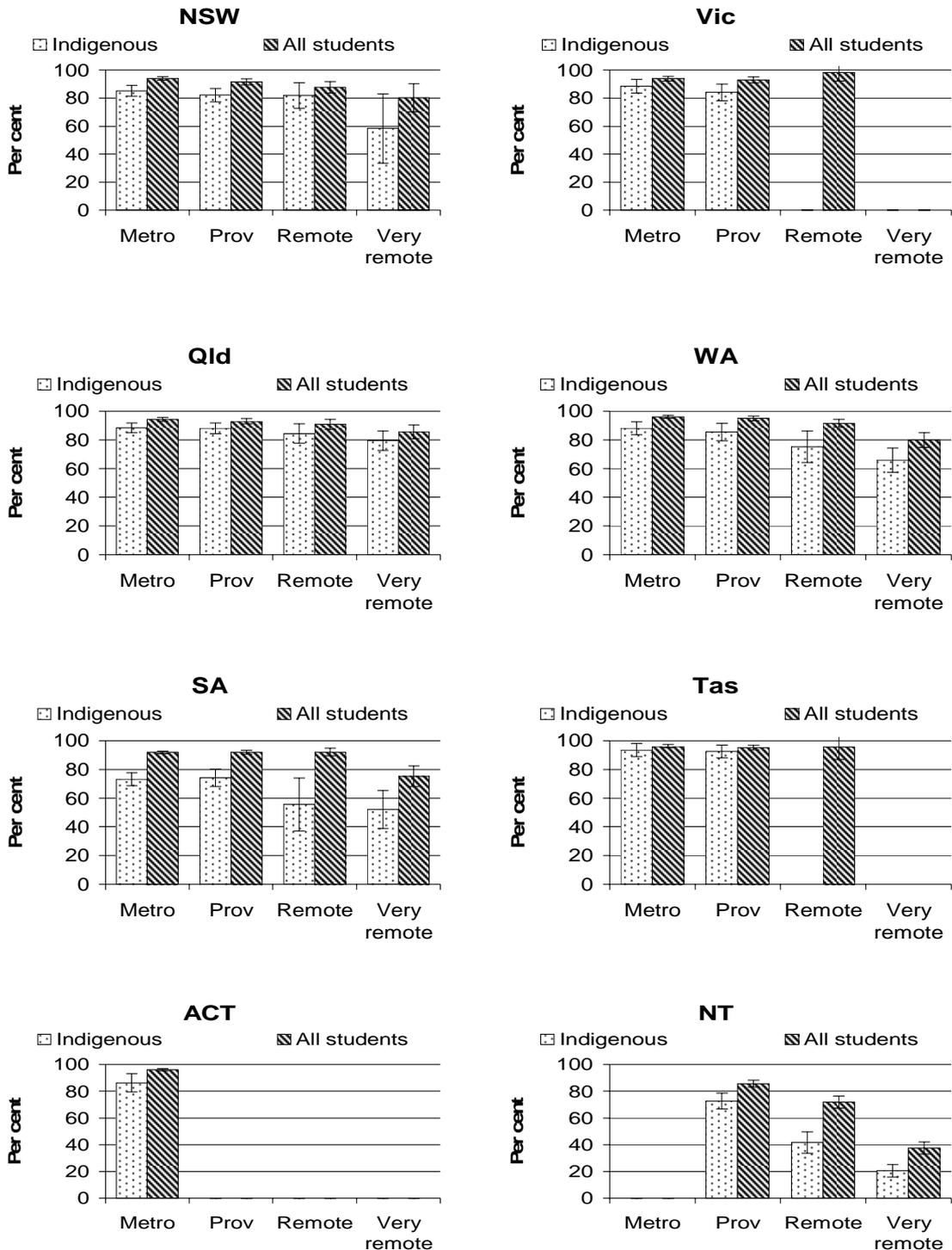
Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.83.

Nationally, the proportion of assessed Indigenous students who achieved the reading benchmark by geolocation in 2007 was:

- 82.4–90.2 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (79.1–88.7 per cent), but above the proportion for remote students (60.8–79.4 per cent) and very remote students (46.4–61.2 per cent) (figure 4.25)
- 69.4–79.6 per cent for Indigenous year 5 students in metropolitan areas, no different to the proportion for provincial students (65.6–77.0 per cent), but above the proportion for remote students (46.2–65.0 per cent) and very remote students (25.1–40.1 per cent) (table 4A.83)
- 69.0–75.8 per cent for Indigenous year 7 students in metropolitan areas, no different to the proportion of provincial students (65.5–73.1 per cent), but above the proportion for remote students (39.0–55.0 per cent) and very remote students (19.3–31.5 per cent) (table 4A.83).

State and territory results are presented for year 3 reading literacy (by Indigenous status and geolocation) in figure 4.26 (results for years 5 and 7 reading literacy are in table 4A.83). 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.

Figure 4.26 Proportion of year 3 students achieving the reading benchmark, by Indigenous status and geolocation, 2007<sup>a, b, c</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence intervals associated with each point estimate. <sup>b</sup> Geolocation data are based on the MCEETYA Schools Geographic Location Classification and represent school location. <sup>c</sup> There are no very remote areas in Victoria. There are no provincial, remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.83.

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### *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 as the proportion of assessed years 3, 5 and 7 students who achieve at or above the national writing benchmark for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation. The benchmarks describe nationally agreed minimum acceptable standards for writing performance at years 3, 5 and 7.

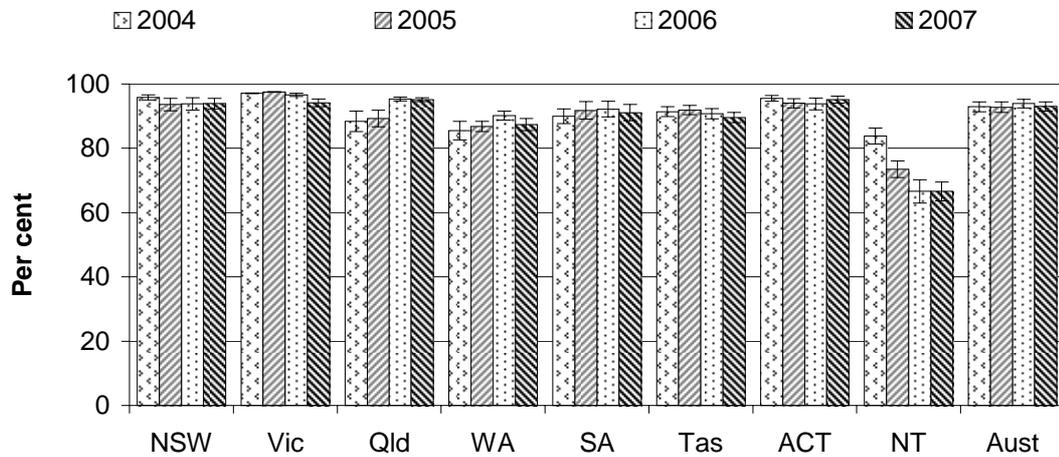
Up to and including 2007, student performance has been measured by annual State and Territory-based testing programs which were equated through a national process designed to allow comparable reporting against the benchmarks. Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replaced the former State and Territory-based assessments.

A high or increasing proportion of students achieving the writing benchmark is desirable.

Data for this indicator are comparable.

Nationally, the proportion of assessed year 3 students who achieved the writing benchmark in 2007 was 91.6–94.4 per cent (figure 4.27).

Figure 4.27 Proportion of year 3 students achieving the writing benchmark<sup>a, b</sup>



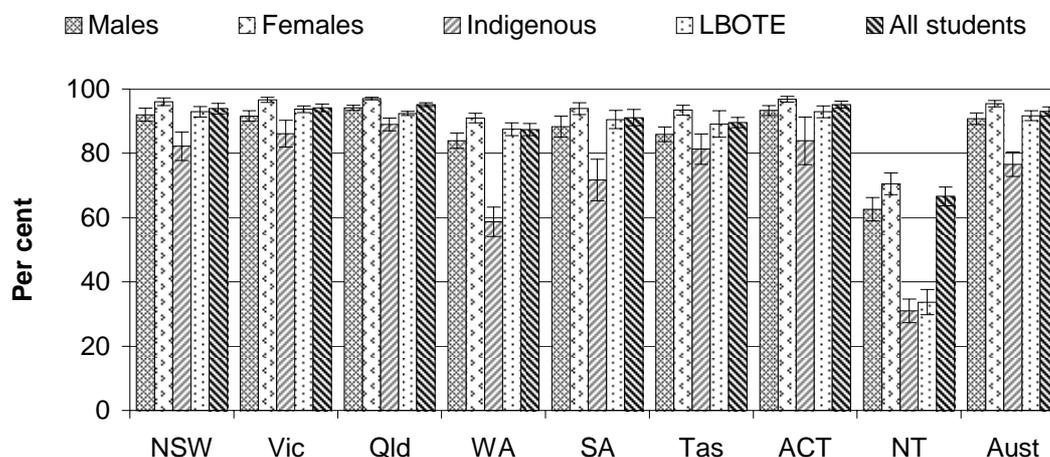
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.37-38, 4A.54-55, 4A.72-73 and 4A.90-91.

Source: MCEETYA (2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.34, 4A.50, 4A.68 and 4A.86.

The national proportion of students by equity group who achieved the year 3 writing benchmark in 2007 was:

- 94.4–96.4 per cent for female students, higher than the proportion for male students (89.0–92.6 per cent)
- 72.8–80.4 per cent for Indigenous students
- 90.2–93.2 per cent for LBOTE students (figure 4.28).

**Figure 4.28 Proportion of year 3 students achieving the writing benchmark, by equity group, 2007<sup>a, b</sup>**

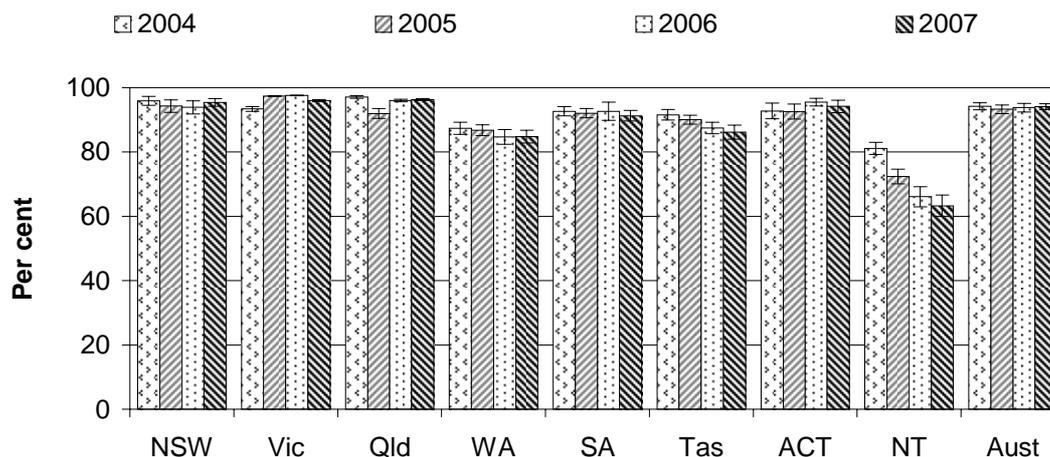


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.90-91.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.86.

Nationally, the proportion of assessed year 5 students who achieved the writing benchmark by geolocation in 2007 was 93.2–95.0 per cent (figure 4.29).

**Figure 4.29 Proportion of year 5 students achieving the writing benchmark<sup>a, b</sup>**



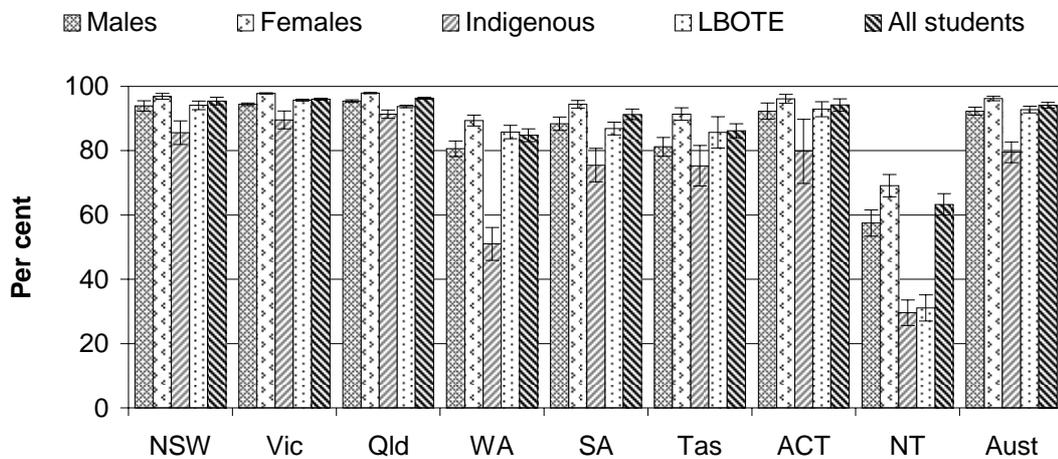
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.37-38, 4A.54-55, 4A.72-73 and 4A.90-91.

Source: MCEETYA (2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.35, 4A.51, 4A.69 and 4A.87.

The national proportion of students by equity group who achieved the year 5 writing benchmark in 2007 was:

- 95.5–96.9 per cent for female students, higher than the proportion for male students (91.1–93.5 per cent)
- 76.3–82.7 per cent for Indigenous students
- 91.8–93.8 per cent for LBOTE students (figure 4.30).

Figure 4.30 Proportion of year 5 students achieving the writing benchmark, by equity group, 2007<sup>a, b</sup>



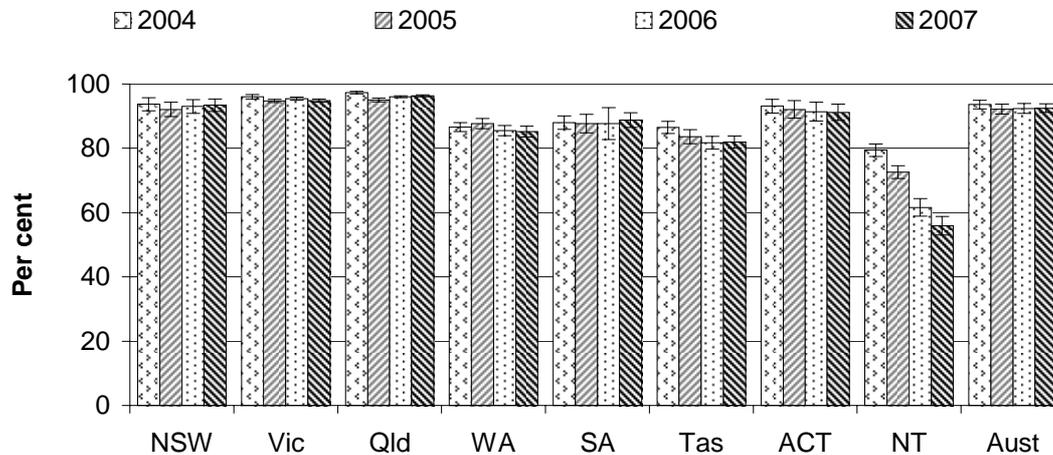
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.90-91.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.87.

Nationally, the proportion of assessed year 7 students who achieved the writing benchmark in 2007 was 91.2–93.8 per cent (figure 4.31). The national proportion of students by equity group who achieved the year 7 writing benchmark in 2007 was:

- 94.4–96.2 per cent for female students, higher than the proportion for male students (88.1–91.5 per cent)
- 70.7–78.3 per cent for Indigenous students
- 89.9–93.1 per cent for LBOTE students (figure 4.32).

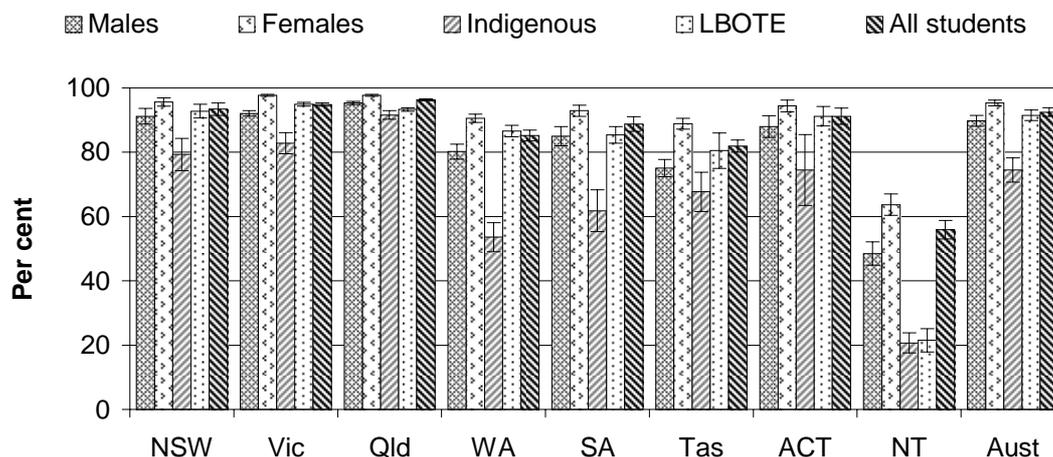
**Figure 4.31 Proportion of year 7 students achieving the writing benchmark<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.37-38, 4A.54-55, 4A.72-73 and 4A.90-91.

Source: MCEETYA (2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.36, 4A.52, 4A.70 and 4A.88.

**Figure 4.32 Proportion of year 7 students achieving the writing benchmark, by equity group, 2007<sup>a, b</sup>**



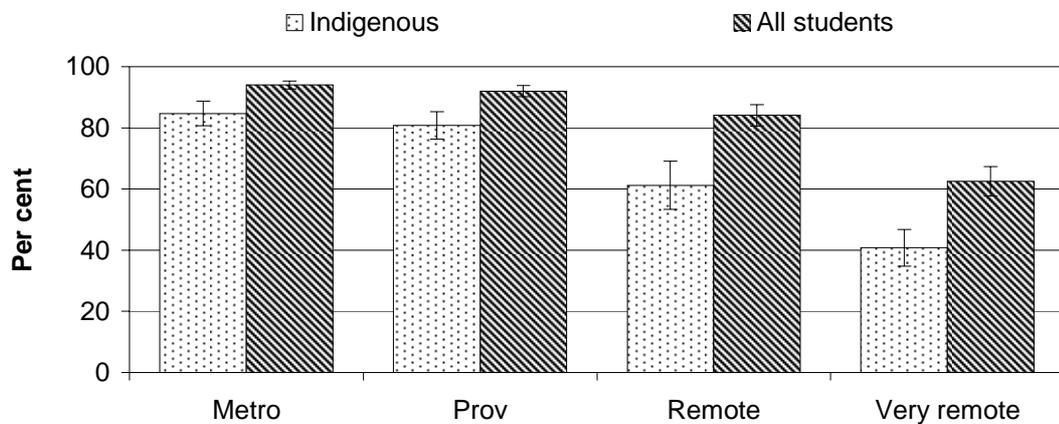
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.90-91.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.88.

Nationally, the proportion of assessed students who achieved the writing benchmark by geolocation in 2007 was:

- 92.7–95.3 per cent for all year 3 students in metropolitan areas, no different to the proportion for provincial students (90.2–93.8 per cent), but above the proportion for remote students (80.6–87.6 per cent) and very remote students (57.7–67.3 per cent) (figure 4.33)
- 94.3–95.9 per cent for all year 5 students in metropolitan areas, no different to the proportion for provincial students (91.9–94.5 per cent), but above the proportion for remote students (81.1–88.1 per cent) and very remote students (56.8–66.2 per cent) (table 4A.89)
- 92.5–94.9 per cent for all year 7 students in metropolitan areas, no different to the proportion for provincial students (89.3–92.5 per cent), but above the proportion for remote students (74.9–82.9 per cent) and very remote students (54.3–63.7 per cent) (table 4A.89).

Figure 4.33 **National proportion of year 3 students achieving the writing benchmark, by Indigenous status and geolocation, 2007<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 4A.86.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.89.

For all categories of remoteness across years 3, 5 and 7, the writing outcomes for Indigenous students were lower than those for all students. As with all students, outcomes for Indigenous students declined as remoteness increased — furthermore the gap in learning outcomes between Indigenous students and all students increased as the degree of remoteness increased.

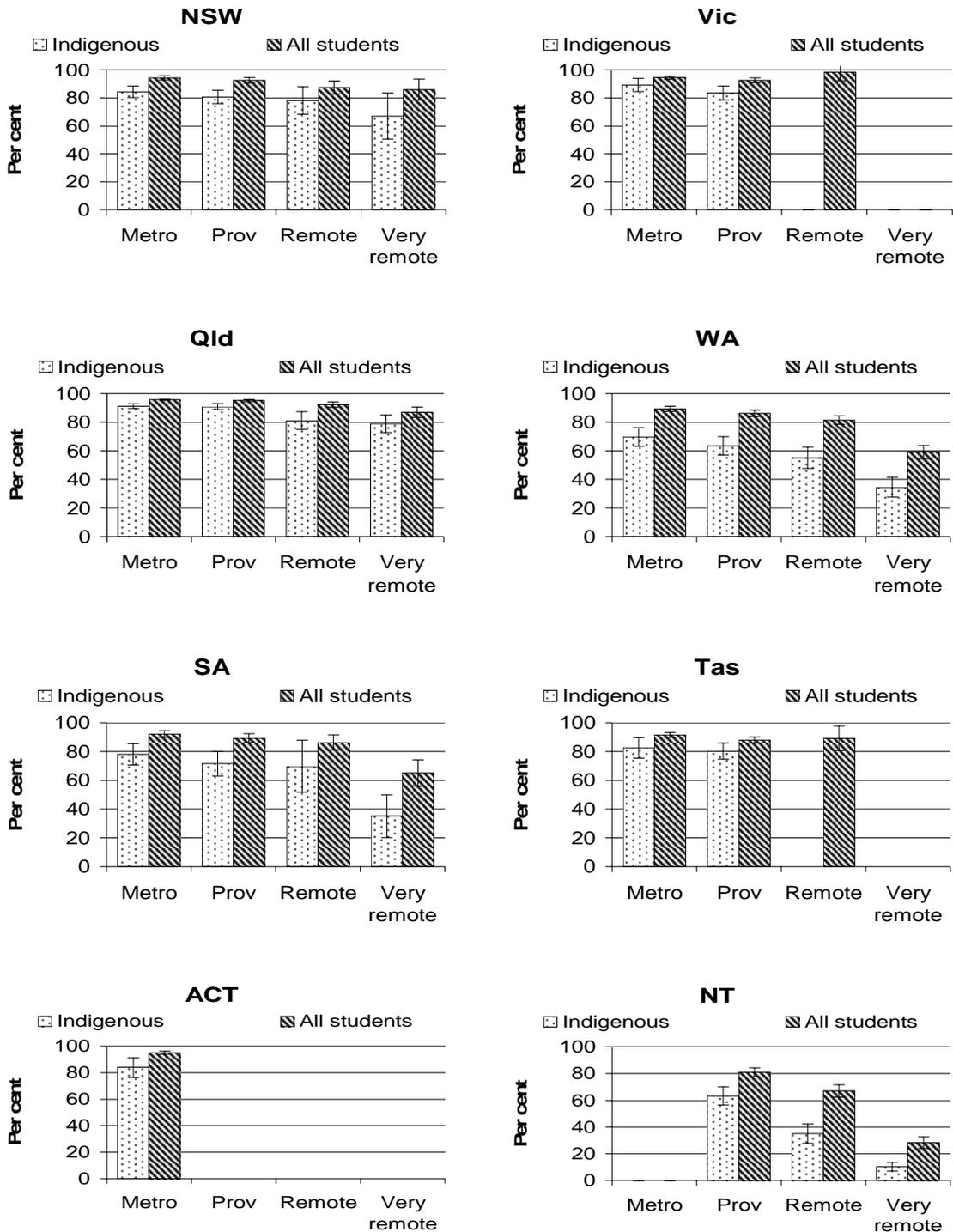
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Nationally, the proportion of assessed Indigenous students who achieved the writing benchmark by geolocation in 2007 was:

- 80.7–88.7 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (76.3–85.3 per cent), but above the proportion for remote students (53.3–69.1 per cent) and very remote students (34.8–46.8 per cent) (figure 4.33)
- 82.4–93.8 per cent for Indigenous year 5 students in metropolitan areas, no different to the proportion for provincial students (76.4–89.4 per cent), but above the proportion for remote students (51.0–74.6 per cent) and very remote students (34.5–46.3 per cent) (table 4A.89)
- 79.2–87.4 per cent for Indigenous year 7 students in metropolitan areas, no different to the proportion of provincial students (72.6–82.4 per cent), but above the proportion for remote students (44.5–61.1 per cent) and very remote students (33.5–43.1 per cent) (table 4A.89).

State and territory results are presented for year 3 writing literacy in figure 4.34 (results for years 5 and 7 writing literacy are in table 4A.89). 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.

Figure 4.34 Proportion of year 3 students achieving the writing benchmark, by Indigenous status and geolocation, 2007<sup>a, b, c</sup>



**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 provincial, remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.89.

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## *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' (or mathematical literacy) performance is defined by three measures:

*Percentage of students achieving at or above the national numeracy benchmark:* The proportion of assessed years 3, 5 and 7 students who achieve at or above the national numeracy benchmark for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation. The benchmarks describe nationally agreed minimum acceptable standards for numeracy performance at years 3, 5 and 7.

Up to and including 2007, student performance has been measured by annual State and Territory-based testing programs which were equated through a national process designed to allow comparable reporting against the benchmarks. Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replaced the former State and Territory-based assessments.

*Percentage of students achieving at or above the proficient standard on the OECD PISA combined mathematical literacy scale in a triennial assessment:* The proportion of assessed 15 year old students who achieve at or above the proficient standard (agreed by the MCEETYA to be level 3) on the OECD PISA combined mathematical literacy scale for a given year, reported by sex, Indigenous status, socioeconomic status and geolocation.

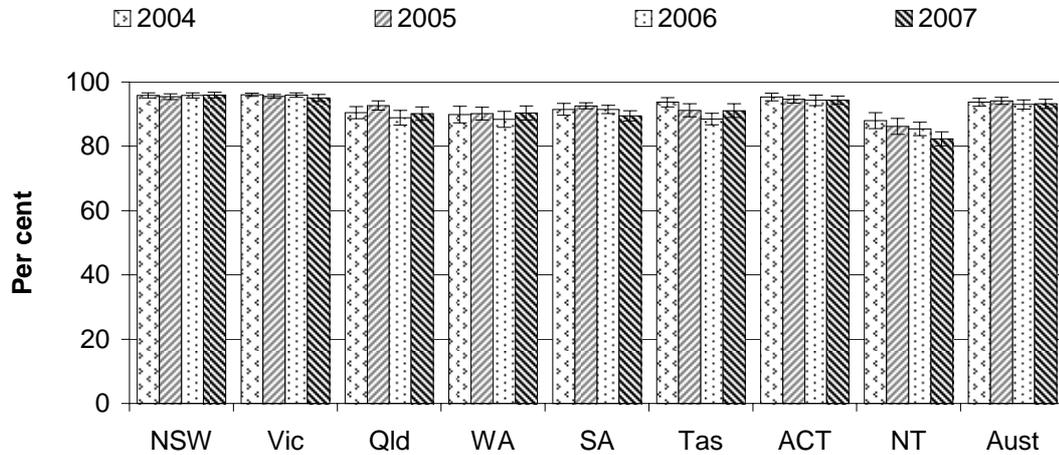
*Percentage of students achieving at or above the proficient standard on the TIMSS mathematical literacy scale in a quadrennial assessment:* The proportion of assessed year 4 and year 8 students who achieve at or above the proficient standard on the TIMSS mathematical literacy scale for a given year. A national standard has yet to be developed for this measure.

A high or increasing proportion of students achieving the numeracy benchmark/mathematical literacy proficient standard is desirable.

Data for this indicator are comparable.

Nationally, the proportion of assessed year 3 students who achieved the numeracy benchmark in 2007 was 91.8–94.6 per cent (figure 4.35).

Figure 4.35 Proportion of year 3 students achieving the numeracy benchmark<sup>a, b</sup>



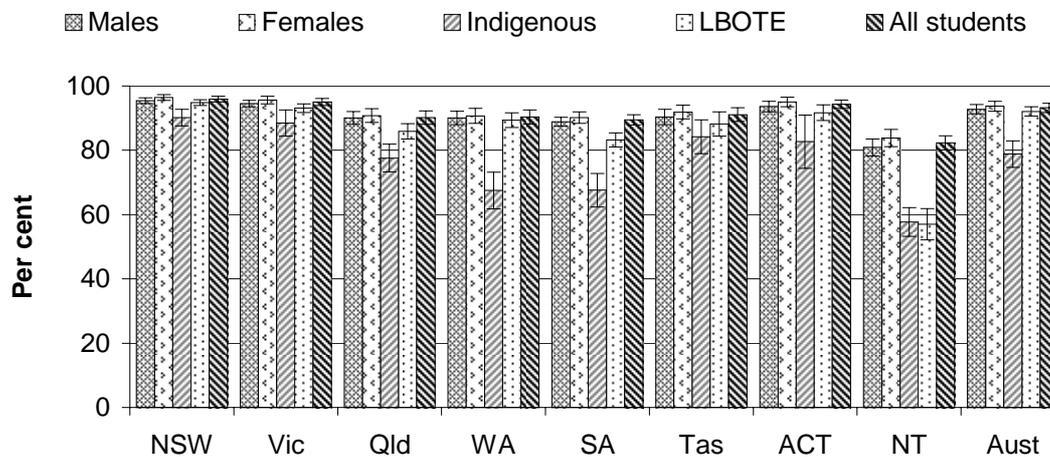
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.42-43, 4A.60-61, 4A.78-79 and 4A.96-97.

Source: MCEETYA (2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.39, 4A.56, 4A.74 and 4A.92.

The national proportion of students by equity group who achieved the year 3 numeracy benchmark in 2007 was:

- 92.2–95.2 per cent for female students, no different to the proportion for male students (91.4–94.2 per cent)
- 74.7–82.9 per cent for Indigenous students
- 90.7–93.5 per cent for LBOTE students (figure 4.36).

Figure 4.36 Proportion of year 3 students achieving the numeracy benchmark, by equity group, 2007<sup>a, b</sup>



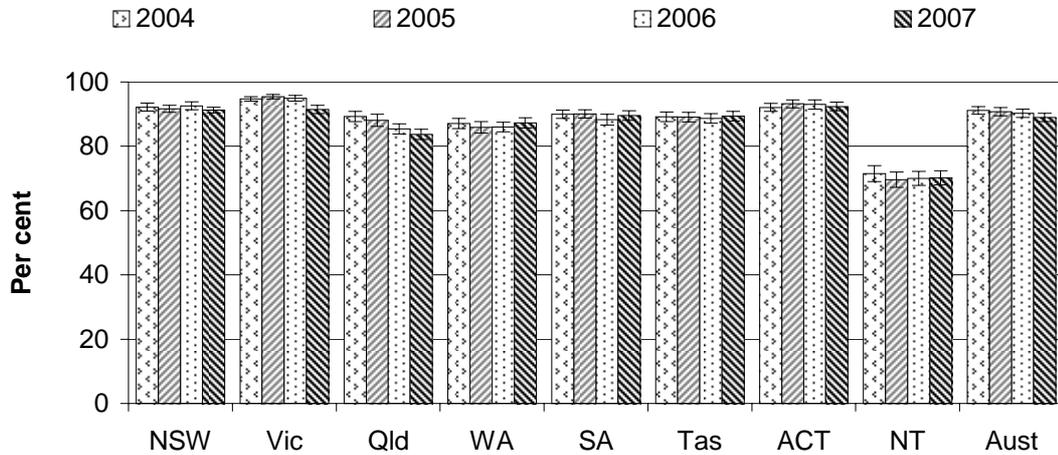
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.96-97.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.92.

Nationally, the proportion of assessed year 5 students who achieved the numeracy benchmark in 2007 was 87.7–90.3 per cent (figure 4.37). The national proportion of students by equity group who achieved the year 5 numeracy benchmark in 2007 was:

- 87.7–90.5 per cent for female students, no different to the proportion for male students (87.8–90.4 per cent)
- 62.1–68.9 per cent for Indigenous students
- 86.2–89.0 per cent for LBOTE students (figure 4.38).

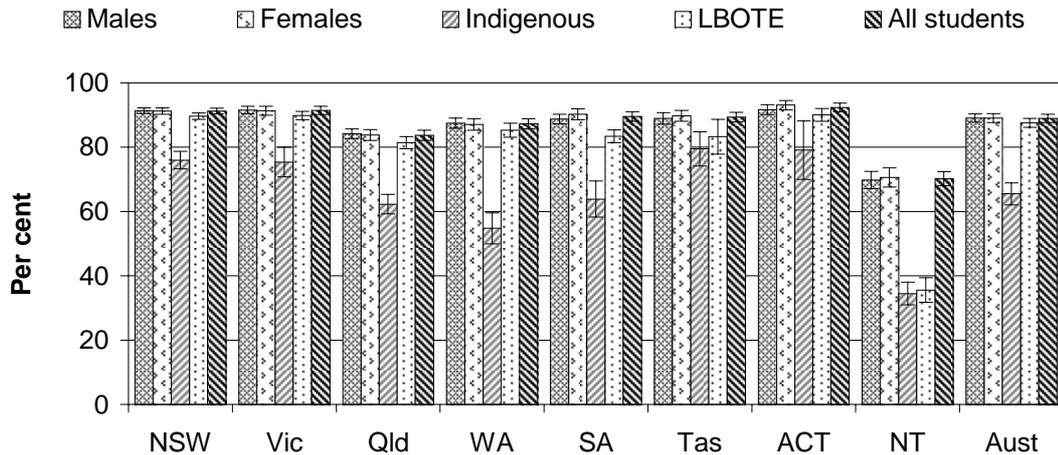
Figure 4.37 Proportion of year 5 students achieving the numeracy benchmark<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.42-43, 4A.60-61, 4A.78-79 and 4A.96-97.

Source: MCEETYA (2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.40, 4A.57, 4A.75 and 4A.93.

Figure 4.38 Proportion of year 5 students achieving the numeracy benchmark, by equity group, 2007<sup>a, b</sup>

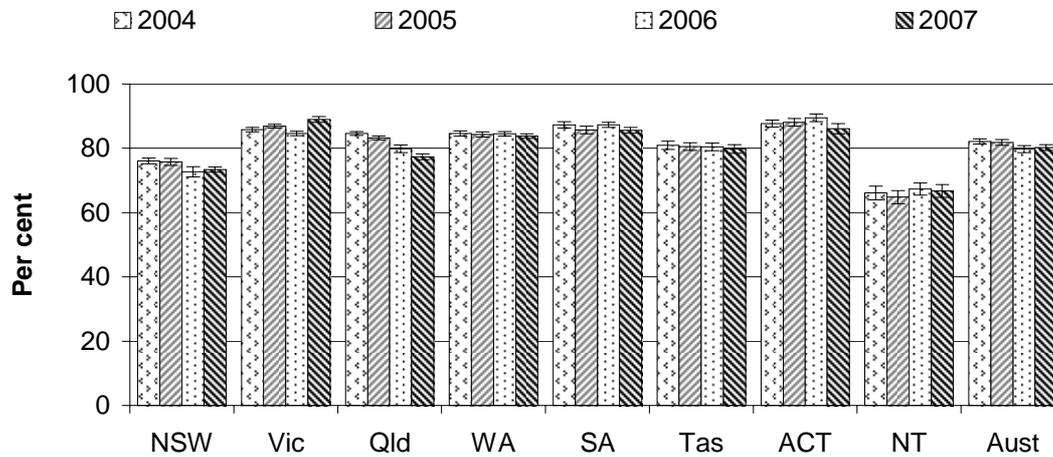


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.96-97.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.93.

Nationally, the proportion of assessed year 7 students who achieved the numeracy benchmark in 2007 was 79.3–81.1 per cent (figure 4.39).

Figure 4.39 Proportion of year 7 students achieving the numeracy benchmark<sup>a, b</sup>



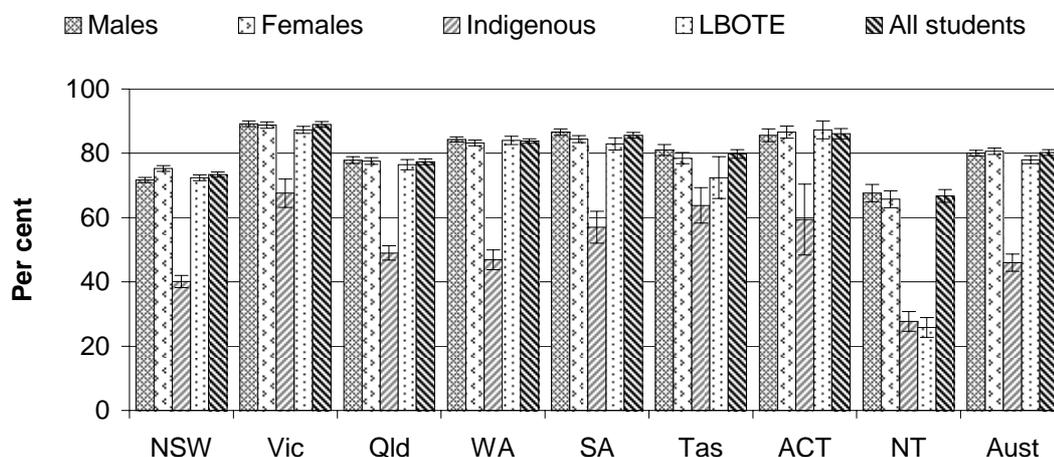
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.42-43, 4A.60-61, 4A.78-79 and 4A.96-97.

Source: MCEETYA (2005b, 2006a, 2007a, 2008c) *National Report on Schooling in Australia* (various years); tables 4A.41, 4A.58, 4A.76 and 4A.94.

The proportion of students by equity group who achieved the year 7 numeracy benchmark in 2007 was:

- 79.6–81.6 per cent for female students, no different to the proportion for male students (79.1–80.9 per cent)
- 43.3–48.7 per cent for Indigenous students
- 76.8–79.2 per cent for LBOTE students (figure 4.40).

Figure 4.40 Proportion of year 7 students achieving the numeracy benchmark, by equity group, 2007<sup>a, b</sup>



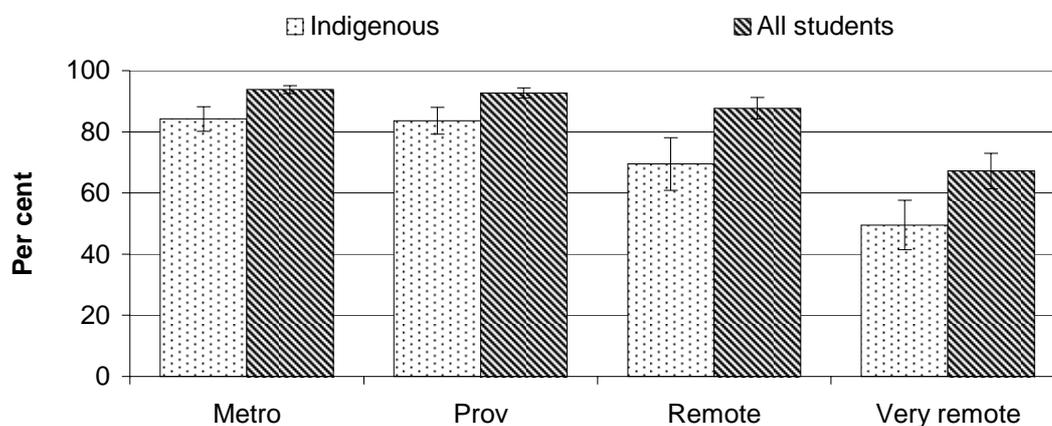
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.96-97.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.94.

Nationally, the proportion of assessed students who achieved the numeracy benchmark by geolocation in 2007 was:

- 92.5–95.1 per cent for all year 3 students in metropolitan areas, no different to the proportion for provincial students (91.0–94.4 per cent), but above the proportion for remote students (84.2–91.2 per cent) and very remote students (61.4–73.0 per cent) (figure 4.41)
- 89.0–91.4 per cent for all year 5 students in metropolitan areas, no different to the proportion for provincial students (86.2–89.4 per cent), but above the proportion for remote students (74.4–82.2 per cent) and very remote students (46.9–57.7 per cent) (table 4A.95)
- 80.8–82.6 per cent for all year 7 students in metropolitan areas, above the proportion for provincial students (76.8–79.2 per cent), remote students (66.7–74.1 per cent) and very remote students (39.1–48.5 per cent) (table 4A.95).

Figure 4.41 National proportion of year 3 students achieving the numeracy benchmark, by Indigenous status and geolocation, 2007<sup>a, b</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Data for year 3 students are shown and may not be representative of students in years 5 and 7 which are detailed in table 4A.95.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.95.

For all categories of remoteness across years 3, 5 and 7, the numeracy outcomes for Indigenous students were lower than those for all students. As with all students, outcomes for Indigenous students declined as remoteness increased — furthermore the gap in learning outcomes between Indigenous students and all students increased as the degree of remoteness increased.

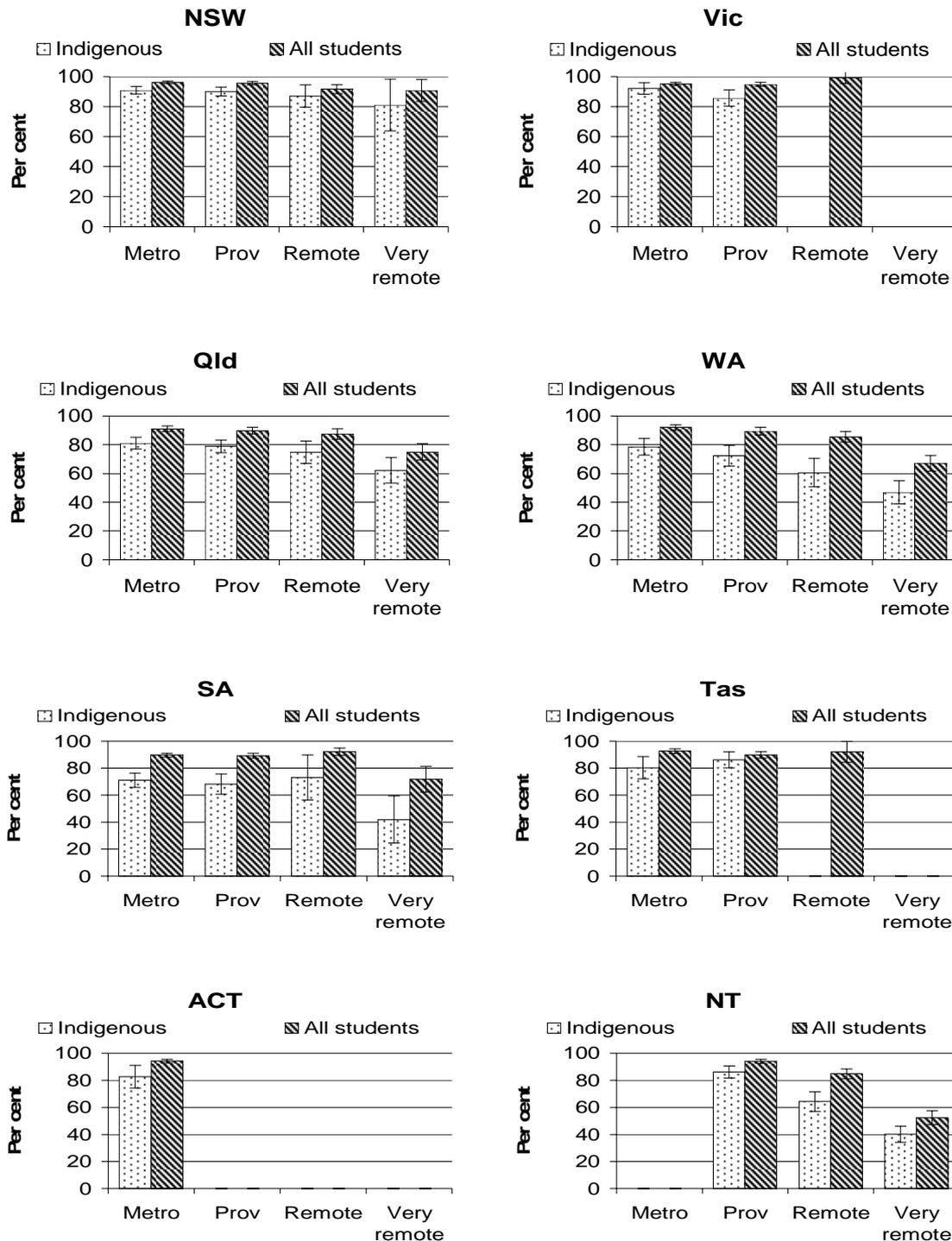
Nationally, the proportion of assessed Indigenous students who achieved the numeracy benchmark in 2007 was:

- 80.2–88.2 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (79.2–88.0 per cent), but above the proportion for remote students (60.9–78.1 per cent) and very remote students (41.4–57.6 per cent) (figure 4.41)
- 69.6–77.6 per cent for Indigenous year 5 students in metropolitan areas, no different to the proportion for provincial students (65.6–74.6 per cent), but above the proportion for remote students (40.9–58.3 per cent) and very remote students (21.3–33.1 per cent) (table 4A.95)
- 48.2–55.2 per cent for Indigenous year 7 students in metropolitan areas, no different to the proportion of provincial students (45.0–53.0 per cent), but above the proportion for remote students (28.2–43.2 per cent) and very remote students (13.7–24.1 per cent) (table 4A.95).

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State and Territory results are presented for year 3 numeracy outcomes in figure 4.42 (results for years 5 and 7 numeracy outcomes are in table 4A.95). 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.

Figure 4.42 Proportion of year 3 students achieving the numeracy benchmark, by Indigenous status and geolocation, 2007<sup>a, b, c</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence intervals associated with each point estimate. <sup>b</sup> Geolocation data are based on the MCEETYA Schools Geographic Location Classification and represent school location. <sup>c</sup> There are no very remote areas in Victoria. There are no provincial, remote or very remote areas in the ACT. There is no metropolitan zone in the NT.

Source: MCEETYA (2008c) *National Report on Schooling in Australia 2007*; table 4A.95.

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### *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, reported by sex, Indigenous status, and geolocation for 2003 and 2006 (and for LBOTE and socioeconomic status for 2003). The proficient standard for performance in scientific literacy is set at proficiency level 3.2 (of levels 1 to 4 or above) for year 6 (MCEETYA 2004, 2008e). 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 (MCEETYA Performance Measurement and Reporting Taskforce (PMRT) unpublished).
- *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 by sex, Indigenous status, socioeconomic status and geolocation. A national standard has yet to be developed 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 has yet to be developed for this measure.

A high or increasing proportion of students achieving at or above the scientific literacy benchmark/proficient standard is desirable.

Data for this indicator are comparable.

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 for a second time in 2006. Results from the 2003 national science literacy sample assessment were discussed in detail in the 2006 Report (SCRGSP 2006, pages 3.59–62), with available rescaled data (based on the 2006 sample) presented in tables 4A.98–100 of the 2009 Report. Results from the 2006 national science literacy sample assessment are reported below.

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Approximately 5 per cent of the total Australian year 6 student population was sampled randomly and assessed. The sample was drawn from all states and territories and both government and non-government schools participated. In 2006, 12 911 students from 621 government and non-government schools participated in the national science literacy assessment (MCEETYA 2008e).

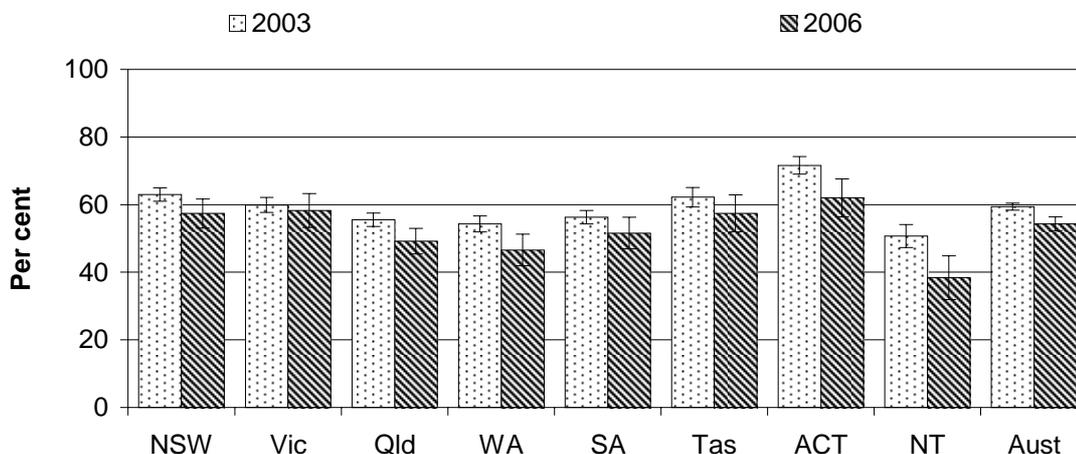
Year 6 scientific literacy 2006 results are reported as the proportion of Australian students from the sampled students (year 6 enrolled in participating schools) who achieved at the proficient standard or above. Nationally, 52.2–56.4 per cent of participating year 6 students achieved at the proficient standard or above in scientific literacy (figure 4.43) (down from 58.4–60.4 per cent in 2003). The national proportion of students by equity group who achieved at the proficient standard or above in scientific literacy was:

- 51.4–56.0 per cent for female students, no different than the proportion for male students (52.4–57.4 per cent)
- 15.5–35.5 per cent for Indigenous students (table 4A.100).

The national proportion of students by geolocation who achieved at the proficient standard or above in scientific literacy was:

- 52.1–58.5 per cent for metropolitan zone capital city students, no different to major urban statistical districts (51.1–60.9 per cent), provincial city statistical districts (45.6–57.6 per cent) or inner and outer provincial areas (50.0–58.6 per cent)
- 26.3–44.7 per cent for remote and very remote areas (table 4A.99).

Figure 4.43 Proportion of year 6 students achieving at the proficient standard or above, scientific literacy<sup>a, b, c</sup>



<sup>a</sup> Error bars represent the 95 per cent confidence intervals associated with each point estimate. <sup>b</sup> Minimum standards like the benchmarks in literacy and numeracy 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. <sup>c</sup> Data for 2003 have been rescaled to 2006, and are directly comparable with 2006 data.

Source: MCEETYA (2008e) *National Assessment Program — Science Literacy Year 6 Report, 2006*; table 4A.98.

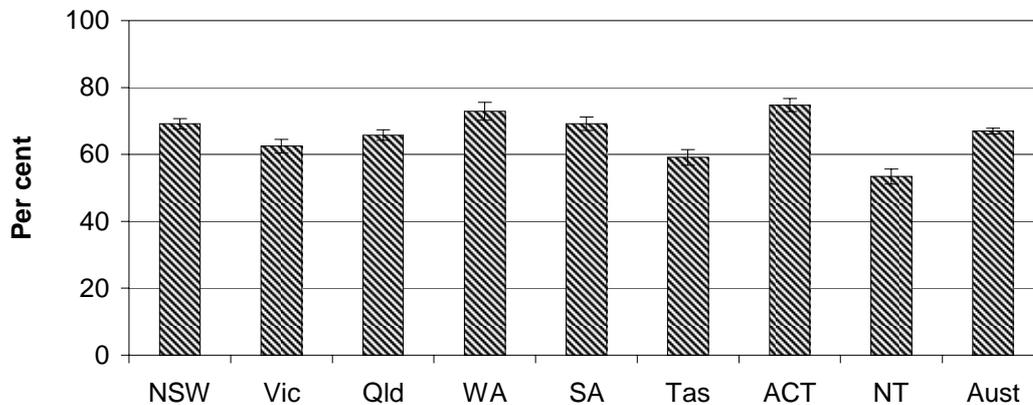
Scientific literacy was a domain tested in the PISA 2006 survey. In PISA 2006 the proportion of 15 year old students who achieved at level 3 or above in scientific literacy was:

- 65.3–68.7 per cent for all Australian students (figure 4.42)
- 64.1–68.9 per cent for male students, no different to 65.5–69.5 per cent for female students
- 28.7–39.9 per cent for Indigenous students, 34.9–60.7 per cent for geographically remote students and 48.5–53.1 per cent for students from low socioeconomic status families (table 4A.114).

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Figure 4.44 Proportion of 15 year old students achieving level 3 or above, overall scientific literacy scale, 2006<sup>a, b</sup>

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<sup>a</sup> Error bars represent the 95 per cent confidence intervals associated with each point estimate. <sup>b</sup> 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. 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.113.

### *Civics and citizenship performance*

'Civics and citizenship performance' is an indicator of governments' objective that students be active and informed citizens with an understanding and appreciation of Australia's system of government and civic life (box 4.14).

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**Box 4.14 Civics and citizenship performance**

‘Civics and citizenship performance’ is defined as the percentage of students that achieve at or above the proficient standard on the civics and citizenship scale in a triennial assessment. This is the proportion of sampled year 6 and year 10 students that achieve at or above the proficient standard in civic knowledge and understanding, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation.

The proficient standard for performance in civics and citizenship is set at proficiency level 2 for year 6, and at level 3 for year 10 (of levels 1 to 5) (MCEETYA 2006b). This is a 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 (PMRT unpublished).

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.

The National Assessment Program — Civics and Citizenship, Years 6 and 10 assessment measures the civics and citizenship performance of a sample of students and is conducted triennially (MCEETYA 2006b). It was conducted for the first time in 2004 and again in 2007. Results from the 2004 national civics and citizenship sample assessment were discussed in detail in the 2007 Report (SCRGSP 2007a, pages 3.56–59), with data reproduced in tables 4A.101–103 of the 2009 Report. Results from the 2007 national civics and citizenship sample assessment were not available in time for inclusion in this Report, and will be included in the 2010 Report.

*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).

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**Box 4.15 Information and communication technologies literacy performance**

'Information and communication technologies (ICT) literacy performance' is defined as the percentage of students that achieve at or above the proficient standard on the ICT literacy scale in a triennial national assessment. This is the proportion of sampled year 6 and year 10 students achieving at or above the proficient standard in ICT literacy, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation.

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 level but reasonable level of performance where students needed to demonstrate more than minimal or elementary skills expected of a student at that year level to be regarded as having reached the proficient standard (PMRT unpublished).

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.

The proficient standard for ICT literacy differs from the literacy and numeracy benchmark standards where the focus is on identifying the minimum skill and knowledge requirements students would be expected to demonstrate to progress to the next level of schooling (MCEETYA 2006b).

Student performance 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 will be conducted triennially. The sample was drawn from all states and territories and both government and non-government schools participated. In 2005, 3746 year 6 students and 3627 year 10 students from 264 primary and 253 secondary schools across states and territories, participated in the national ICT assessment (MCEETYA 2008a).

Years 6 and 10 ICT literacy performance 2005 results 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 45.6–51.6 per cent for year 6 students and 58.1–64.3 per cent for year 10 students (table 4A.104). National data on 2005 ICT

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literacy performance by geolocation and equity group are contained in the attachment tables to this Report (tables 4A.105-106).

### *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 schools (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.

Data for this indicator are not directly comparable.

Data for 2005 were included in detail in this chapter in the 2008 Report (and are contained in attachment tables 4A.131–133 for the 2009 Report). Updated data were not available for the 2009 Report.

### *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

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clear and recognised pathways to further education, training and employment (box 4.17).

**Box 4.17 Completion**

‘Completion’ (completion rate) is defined as the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the 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.

Holding other factors constant, a higher or increasing completion rate suggests an improvement in educational outcomes.

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 reported for this indicator are not directly comparable.

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:

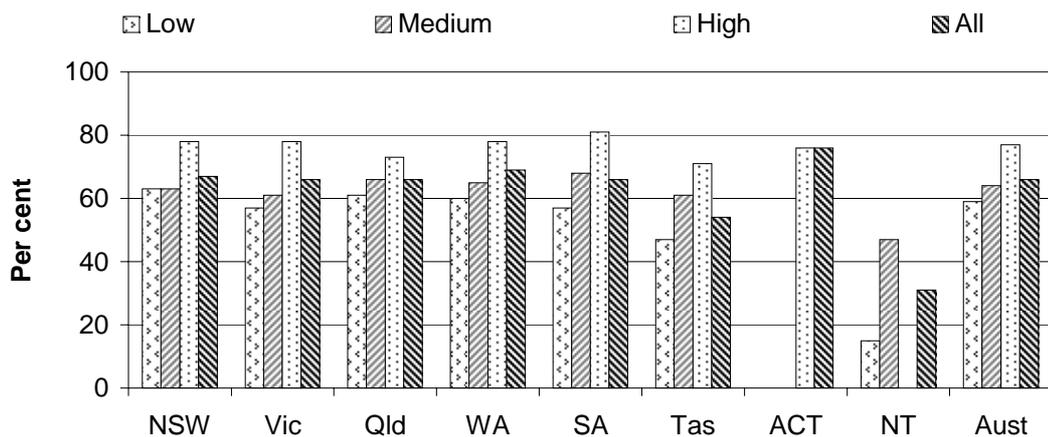
- assessment, reporting and requirements for obtaining year 12 certificates or equivalent vary across states and territories — for example, from moderated school-based assessment to a mix including external and internal assessment, and from completion of a pattern of study to a prescribed level of attainment
- 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 66 per cent in 2007. The completion rate for male students was 60 per cent compared with 73 per cent for females (table 4A.128).

Socioeconomic status is determined according to the ABS Index of Disadvantage on the basis of postcode of students' home addresses. Low socioeconomic status is the average of the three lowest deciles, medium socioeconomic status is the average of the four medium deciles and high socioeconomic status is the average of the three highest deciles.

Nationally, year 12 completion rates for students from low (59 per cent) and medium socioeconomic backgrounds (64 per cent) were 18 percentage points and 13 percentage points respectively below those for students from a high (77 per cent) socioeconomic background in 2007 (figure 4.45). Completion rates were higher for female students than for male students in all socioeconomic categories (table 4A.128).

**Figure 4.45 Completion rates, year 12, by socioeconomic status, 2007 (per cent)<sup>a, b, c, d, e</sup>**



<sup>a</sup> Completion rates are estimated by calculating the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population. The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by five. <sup>b</sup> The ABS Index of Disadvantage has been used to calculate socioeconomic status on the basis of postcode of students' home addresses. <sup>c</sup> Low socioeconomic status is the average of the three lowest deciles, medium socioeconomic status is the average of the four middle deciles and high socioeconomic status is the average of the three highest deciles. <sup>d</sup> A common total for 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. <sup>e</sup> 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.

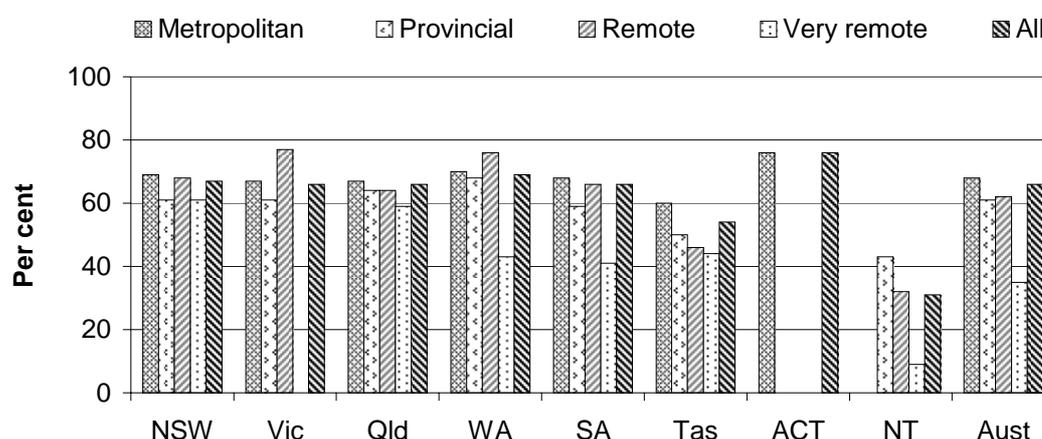
Source: DEEWR (unpublished); table 4A.128.

Geographic isolation is determined using the agreed MCEETYA Geographic Location Classification.

Nationally, the completion rate was higher in the metropolitan zone (68 per cent) than in all areas (66 per cent). The completion rate was lower in the provincial zone (61 per cent), remote areas (62 per cent) and very remote areas (35 per cent), than for all areas (figure 4.46).

Gender differences are also evident with completion rates higher for females for all localities. In the metropolitan zone, the female completion rate was 74 per cent compared with 63 per cent for males. In the remote zone, the female completion rate was 75 per cent compared with 51 per cent for males (table 4A.129). Time series data on national completion rates are shown in tables 4A.128-129.

Figure 4.46 **Completion rates, year 12, by geolocation, 2007 (per cent)<sup>a, b, c, d, e</sup>**



<sup>a</sup> Completion rates are estimated by calculating the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population. The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by five. <sup>b</sup> Definitions are based on the agreed MCEETYA Geographic Location Classification. <sup>c</sup> The ACT is included in the metropolitan zone. <sup>d</sup> Darwin is included in the provincial zone. <sup>e</sup> There are no very remote areas in Victoria and the ACT.

Source: DEEWR (unpublished); table 4A.129.

### 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).

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**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).

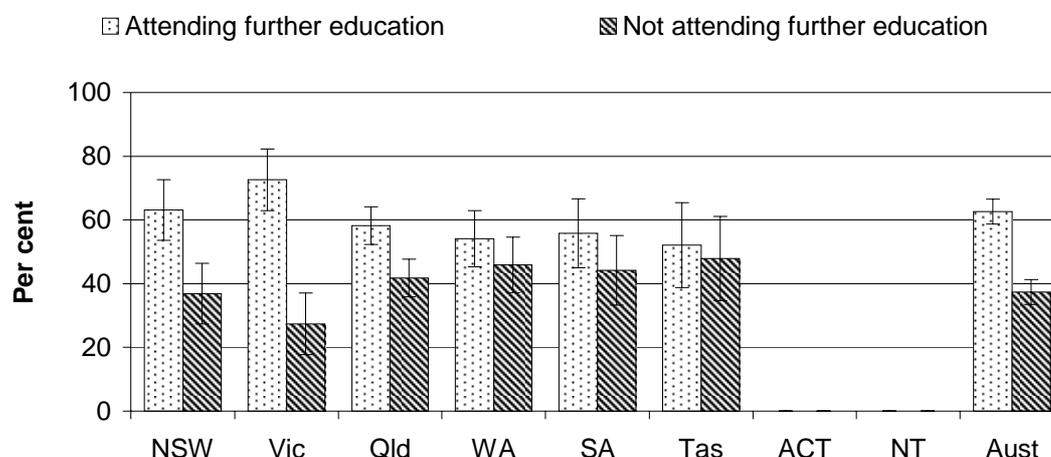
Holding other factors constant, a higher or increasing estimated proportion of school leavers participating in further education, training or full time employment is likely to result in improved educational and employment outcomes in the longer term.

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.

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 2007, 62.6 per cent of year 12 school leavers were enrolled in further study, with 41.4 per cent attending higher education and 21.2 per cent attending TAFE courses or other study (figure 4.47, table 4A.130). For year 11 and below school leavers, 38.0 per cent were attending further education, almost all in TAFE or other study (table 4A.130). Data on the employment status of school leavers are available in table 4A.130.

Figure 4.47 Destination of year 12 students, 2007<sup>a, b, c, d, e</sup>



<sup>a</sup> Data are for year 12 students who left school in 2006. <sup>b</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>c</sup> The categories for employment and enrolment are not exclusive. That is, for example, people enrolled may also be employed. <sup>d</sup> 'Not attending' includes people in full time employment and 'other', which includes part time workers, unemployed people and people not in the labour force. <sup>e</sup> The NT estimates and the ACT estimate for 'Not attending further education' have relative standard errors greater than 50 per cent, therefore these jurisdictions are not included in this figure as the estimates are considered too unreliable for general use.

Source: ABS (unpublished) derived from *Education and Work, Australia, May 2007*, Cat. No. 6227.0; table 4A.130.

Of the 37.4 per cent of year 12 school leavers who were not attending further education, 17.3 per cent were employed full time and 20.2 per cent were either employed part time, unemployed or not in the labour force (table 4A.130). Detailed information relating to year 12, year 11 and below and all school leavers across jurisdictions is in table 4A.130.

The Early childhood, education and training preface of this Report includes 2007 destination data of 2006 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 2007 after leaving school in the previous year (table BA.8).

The school leaver destination survey results reported in box 4.19 are from five jurisdictions' state/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).

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## 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 2008 *On Track* Survey contacted 33 250 (68.0 per cent) of the eligible 2007 year 12 or equivalent cohort from both government and non-government schools as well as TAFE and ACE providers. Of these students, 71.7 per cent were in further education and training (43.9 per cent were enrolled at university, 18.0 per cent were TAFE enrolled and 9.8 per cent had taken up apprenticeships or traineeships). Of the 28.3 per cent who were not in further education and training, 14.4 per cent were in full or part time employment, 11.0 per cent had deferred a tertiary place and 2.9 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.

Responses are predominately collected by computer-assisted telephone interview, between March and May in the year after completion of year 12.

In its fourth year, the 2008 *Next Step* survey collected responses from 33 568 year 12 graduates (80.1 per cent) from 425 schools. The results showed that 60.6 per cent of respondents continued in some recognised form of education or training in the year after they left school. The most likely destination was university studies (34.4 per cent), followed by VET (26.2 per cent) which includes apprenticeships (9.5 per cent) and traineeships (5.4 per cent). Four in ten year 12 completers (39.4 per cent) did not enter post-school education or training, but were either employed (32.1 per cent), seeking work (5.8 per cent) or neither studying nor in the labour force (1.5 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 2008 collection resulted in destinations being obtained for 7983 (88.2 per cent) of the 9048 eligible year 12 public school students.

(Continued on next page)

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**Box 4.19 (Continued)**

The majority of the 4562 students (57.1 per cent) were in either education or training, with 2461 (30.8 per cent) being enrolled in university studies, 1299 (16.3 per cent) in TAFE studies and 684 (8.6 per cent) having taken up either an apprenticeship or a traineeship. The remainder were either repeating year 12 studies or engaged in other training, with 1628 (20.4 per cent) being engaged in full time employment and 863 (10.8 per cent) in part time employment, 365 (4.6 per cent) looking for a work or a study opportunity, 330 (4.1 per cent) neither working nor seeking work and 235 (2.9 per cent) declining to participate.

**ACT**

In the ACT an annual telephone-based survey is conducted of government and non-government school students who successfully completed year 12 in the ACT, which identifies the destinations and satisfaction responses of these students. The survey is conducted during the middle of the year following completion of their studies.

Latest available data from the survey show that 93 per cent of all students were employed or studying in 2007, and that overall 95 per cent were satisfied with their college experience. The survey found that Language Other Than English (LOTE) students were more likely to be studying than non-LOTE students, with almost eight in 10 doing so in 2007. Students who undertook a VET course at school were more likely to be employed (87 per cent) compared to 78 per cent of students who did not undertake a VET course. Of those students that were studying, the majority (60.0 per cent) reported that they were studying at a Bachelor level or higher, 14.4 per cent at Certificate III level, 9.0 per cent at Diploma or Associate Diploma level, 6.4 per cent at Certificate IV level, 4.8 per cent at Advanced Diploma or Associate Degree level, and 4.6 per cent at other lower levels.

**NT**

A school destination survey was trialled in a sample of NT schools in 2006 and a full study, *Down the Track* was undertaken in 2007. No survey was conducted in 2008. Destination patterns observed in 2006 and 2007 from these studies are likely to be similar in 2008. This pattern indicates that approximately 35 percent of students enrol in VET or university courses and the majority of these are full time students. Approximately 60 per cent are in paid employment and 11 percent are in the labour market.

*Source:* State and Territory governments (unpublished).

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## 4.4 Future directions in performance reporting

### Reform of specific purpose payments

In December 2007, COAG agreed to reform Specific Purpose Payments (SPPs). SPPs are financial agreements between the Australian Government and State and Territory governments involving a contribution by the Australian Government to the funding of services which are considered a joint Australian and State and Territory government responsibility. The *Schools Assistance (Learning Together – Achievement Through Choice and Opportunity) Act 2004 (Cth)* for school education was such an SPP.

At its 29 November 2008 meeting, COAG agreed to six new National Agreements, five of which are associated with a National SPP. In the area of school education, there is a National Education Agreement associated with the schools SPP (COAG 2008b). Under the reforms, the National Education Agreement contains the objectives, outcomes, outputs and performance indicators for school education. The performance of governments in achieving these mutually agreed outcomes will be assessed by the COAG Reform Council (CRC). The Steering Committee has been requested by COAG to provide the SPP performance information to the CRC (COAG 2008a).

The National Agreements/SPPs will be supplemented by a range of National Partnerships (NPs): project, facilitation and reward agreements. Funding for NPs may be conditional on states and territories meeting agreed milestones and performance benchmarks.

The Steering Committee and the School Education Working Group will ensure that reporting in this chapter reflects the COAG priorities identified in the National Education Agreement, schools SPP and relevant NPs.

### Participation, retention and completion rates

The year 12 completion rate included in this Report is not affected by whether or not students are part time or complete year 12 in TAFE, as these young people are included in this measure. The 14–19 year old school participation rates include part time students for the first time in this Report. However, the traditional year 7/8 to year 12 apparent retention rate, which is also reported in this Report, is based on full time school students only. This measure is under examination, and supplementary participation measures are reported in the Early childhood, education and training preface of this Report.

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## Nationally comparable reporting of learning outcomes

### *Enhanced literacy and numeracy measures*

In July 2003, the MCEETYA agreed to improve the comparability and diagnostic potential of national literacy and numeracy data through the development of common national tests. A new national testing regime was successfully trialled in 2006.

Prior to 2008, students had undertaken different tests in each State and Territory. The first National Assessment Program—Literacy and Numeracy (NAPLAN) tests were conducted in May 2008 for all years 3, 5, 7 and 9 students in government and non-government schools. For the first time, all students in the same year level were assessed on the same test items in the domains of reading, writing, language conventions (spelling, grammar and punctuation) and numeracy.

The NAPLAN reports the full range of student achievement against a common scale and uses a common set of tests to resolve the technical difficulties associated with equating previous State and Territory based tests. In addition, the concept of national minimum standards in the NAPLAN defined by particular National Achievement Bands replaces the previous concept of single-point National Benchmarks for each domain. For year 3, Band 2 is the national minimum standard, for year 5, Band 4 is the national minimum standard, for year 7, Band 5 is the national minimum standard and for year 9, Band 6 is the national minimum standard. Therefore, results from the NAPLAN are not directly comparable with national results from the tests conducted in previous years.

The *National Summary Report* was released on 12 September 2008 (MCEETYA 2008d). Results from a second report with more detailed information (including disaggregation by Indigenous status and geolocation) will be included in the 2010 Report.

### *VET in schools*

Participation and attainment data for VET in schools were collected annually in 2005 and 2006 and were originally anticipated for publication in the 2007 Report. Although data for 2005 are included in this Report, there are still a number of issues affecting consistency and comparability that require resolution.

During the period 2006–2008 a range of persistent, complex issues around quality and national consistency and comparability of VET in schools data have been considered. These issues continue to prevent meaningful reporting against the

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existing VET in schools participation and attainment performance measures, and updated data were not available in time for inclusion in the 2009 Report.

#### *Nationally consistent definitions*

Nationally consistent definitions of student background characteristics have been adopted for nationally comparable 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 from full cohort literacy and numeracy testing, and to the results of sample assessments in science literacy, civics and citizenship, and information and communication technology literacy.

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.

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## **4.5 Jurisdiction comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## Australian Government comments

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Education is key to the Australian Government's agenda to support increasing participation and productivity and secure Australia's prosperity into the future. The Council of Australian Governments (COAG), through its Productivity Agenda Working Group, has nominated schooling as one of the priorities for reform. As such, the Australian and State and Territory governments are working collaboratively across a number of key areas in schooling. These include the development of a world-class national curriculum and the establishment of the Australian Curriculum, Assessment and Reporting Authority, to bring together for the first time, the functions of curriculum, assessment and reporting at the national level.

The Australian Government is committed to redressing the educational disadvantage of Indigenous Australians and is working through COAG on improving key outcomes. Its major Indigenous education initiative is the *Indigenous Education Program* which is targeted to areas of greatest need including regional and remote Australia where there are significant gaps in educational outcomes between Indigenous and non-Indigenous Australians.

Beginning in 2008, the Digital Education Revolution is a \$1.2 billion investment over five years that aims to contribute sustainable and meaningful change to teaching and learning in Australian schools by preparing students for further education, training and work in a digital world.

The Australian Government supported the implementation of national literacy and numeracy testing in 2008 by funding approximately 75 per cent of the development costs of the national reading, writing, language conventions and numeracy tests. The Australian Government has also made a significant financial contribution to support schools and teachers in improving the literacy and numeracy skills of educationally disadvantaged students through the Literacy, Numeracy and Special Learning Needs Programme (LNSLN). An estimated \$2.0 billion was provided over the four years from 2005 to 2008.

The Trade Training Centres in Schools Program will provide \$2.5 billion over 10 years with the aim of increasing the proportion of students achieving year 12 or an equivalent qualification and helping to address skill shortages in traditional trades and emerging industries.

The Australian Government is committed to increasing the number of Australian students becoming proficient at learning the languages and understanding the cultures of our main Asian neighbours — China, Indonesia, Japan and Korea. The National Asian Languages and Studies in Schools Program will provide \$62.4 million over 2008-09 to 2010-11 to support this commitment.

The Australian Government continues supporting initiatives to ensure children receive quality teaching at school. The Australian Government Quality Teacher Program improves the professional standing of school teachers and school leaders, through the State/Territory component of the Program and assistance to Teaching Australia - the Australian Institute for Teaching and School Leadership.

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## New South Wales Government comments

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The New South Wales State Plan provides the overall direction for further improvement and is a major influence on the NSW Department of Education and Training's priorities. The NSW Education and Training budget for 2008-09 will reach \$11.8 billion. Priorities include:

- increasing levels of attainment for all students, including increasing the number of students exceeding the national benchmarks in literacy and numeracy
- more students completing year 12 or recognised vocational training
- closing the performance gap between Aboriginal students and all students, at schools and at TAFE.

The results of the first national literacy and numeracy tests confirm that NSW students are among the best in Australia, achieving among the top three performing jurisdictions in reading and numeracy at every year level tested. Across all year levels, both the proportion of NSW students performing at or above the national minimum standard and the proportion of students who achieved in the top two bands were above the national average.

NSW is addressing the performance gap between Aboriginal students and all students. \$65 million dollars has been allocated over four years to improve the academic achievements of Aboriginal students. Following a major review of Aboriginal Education, a number of initiatives are being implemented, including personalised learning plans for Aboriginal students, with 15 669 having been developed and implemented for Aboriginal students. Personalised Learning Plans emphasise the process to build partnerships beyond the school to support learning achievements and enhance the well being of individual students.

NSW has a number of strategies to increase year 12 attainment. One of these is the *Connected Classrooms Program* which has a total investment of \$158 million over four years. It has three components:

- The *Interactive Classroom Project*, at a cost of \$66.0 million, will equip every New South Wales public school with an interactive whiteboard, data projector, control computer, network device and video conferencing components.
- The *Learning Tools Project*, costing \$29.0 million, will upgrade students' email, individual online working space for all students and teachers and online access to student reports for parents.
- The *Network Bandwidth Enhancement Project*, at a cost of \$63.0 million for network upgrades, will increase bandwidth speed and secure browsing and content filtering to better enable interactive learning environments.

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## Victorian Government comments

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The Victorian Government seeks to ensure that Victoria's education services strive to meet the needs of families and young people. The Department's vision is that 'every young Victorian thrives, learns and grows to enjoy a productive, rewarding and fulfilling life, while contributing to their local and global communities'.

The *Blueprint for Education and Early Childhood Development* was released in September 2008 and outlines a birth to adulthood integrated reform agenda to improve performance and promote excellence in Victoria's schools. The Blueprint provides a framework for building the skills of the education workforce to enhance the teaching and learning relationship and the capacity of school leaders.

The Government has made a significant investment in its education workforce. During 2008, more than 1600 participants engaged in 19 statewide leadership professional learning programs, *Learning to Lead Effective Schools*, provided for principals and teachers within government schools. In 2008, the Organisation for Economic Cooperation and Development (OECD) recognised that the Victorian government school system is positioned to become an international authority on system-wide improvement and leadership development.

During 2007-08, 400 schools engaged in self-evaluation, external review and planning to support the development of their school's four year strategic plan. A total of 1413 schools have now been accredited as schools with a Performance and Development Culture to date.

The Victorian Government recognises the significant impact that school design has on innovative teaching and student outcomes. A total of \$1.9 billion is being invested to rebuild, renovate or extend 500 schools by 2011, with 131 school building projects receiving funding in 2007-08. Every Victorian government school will be rebuilt, renovated or extended by 2016-17.

The Government's continued investment in education is paying dividends for young Victorians. In 2008, Victorian students at years 3, 5, 7 and 9 achieved significantly higher results than the Australian average in reading, writing, grammar, punctuation, spelling and numeracy. More than 95 per cent of year 3 students were at or above the national minimum standard in reading, writing and numeracy, and more than 93 per cent of year 5 students achieved or exceeded the national minimum standard.

The Department has developed a new education strategy for Koorie students: *Wannik, Learning Together — Journey to Our Future*. The strategy aims to promote strong leadership, create a culture of high expectations and individualised learning for Koorie students. The Department provided regions with additional funding for projects targeted at improving Koorie students' literacy and numeracy, attendance and parent engagement.

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## Queensland Government comments

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Queensland continued reforms to schooling and early childhood education across a wide range of areas in 2008. In September, the Queensland Government announced *Toward Q2: Tomorrow's Queensland*, an ambitious plan to address key challenges by 2020. For education the 2020 targets are:

- All children will have access to a quality early childhood education so they are ready for school.
- Three out of four Queenslanders will hold trade, training or tertiary qualifications.

A range of initiatives is underway that will contribute to achieving these targets.

The first full intake of Preparatory (Prep) year students across Queensland occurred in 2008 with total Prep year enrolments at state schools estimated at 38 000. Ninety seven per cent of eligible Queensland children are now attending a full time preparatory year before school.

To build on the success of the introduction of the Prep year, \$300 million was committed to a major expansion of early childhood education and care to provide 240 additional kindergarten (pre-Prep) services across Queensland by 2014. To meet the needs of Indigenous children, a further \$24.4 million is being invested over two years for the pre-Prep early learning program in 35 Indigenous communities.

Queensland is continuing to expand educational facilities to meet ongoing population and enrolment growth. To meet this demand, four new state schools are being constructed in South East Queensland, and an additional \$150 million was committed to deliver new and renewed state school learning facilities, resources and technologies through the *State Schools of Tomorrow* initiative.

Queensland backed its commitment to improve learning outcomes by introducing *Literacy the Key to Learning: Framework for Action* to provide up to 15 hours of intensive literacy support for upper primary students requiring extra assistance in state, Catholic and independent schools.

The *Believe Achieve Succeed* initiative was introduced to improve educational and life outcomes for the state's most disadvantaged students. The strategy will ensure education is the focal point for supporting all students; promote high standards of achievement for all students, in all schools; actively encourage and support school leaders and communities to implement solutions to local barriers affecting student learning and achievement; and facilitate flexible responses for staffing, education and family support services.

A new senior schooling qualification the Queensland Certificate of Education (QCE) will be issued to students for the first time in December 2008 recognising a wider range of learning options such as results from TAFE, university subjects and other courses to be recorded towards a student's outcome.

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## Western Australian Government comments

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The WA Government continues to respond to challenges arising from changes in society and the education environment. Economic and population growth have resulted in increased pressure on the public school education system. The Department of Education and Training's strategies to meet these challenges are being shaped by the community's expectations of standards with respect to literacy and numeracy, pathways for senior students, and the quality and conduct of staff (particularly in relation to the care of students).

From the beginning of 2008, students must remain in full time education until the end of the year in which they turn 17 years, or participate in meaningful and flexible programs to suit their learning needs and interests. These include full time or part time schooling, vocational education and training, apprenticeships or traineeships, employment, full time home education or combinations of these. There are early indications of a marked increase in school retention rates. Overall retention in full time schooling from year 8 to 12 increased to a high of 71.6 per cent, and for Aboriginal students the rate increased to 40.4 per cent — considerably higher than the average for the previous five years of 28.5 per cent.

The focus on improving literacy and numeracy continued. In 2007, the *Getting it Right* strategy cost some \$17 million to operate. It funded 200 specialist teacher full time equivalent (FTE) staff to support classroom teachers, enabling 190 literacy and 178 numeracy teachers to work in 381 primary and 34 district high schools. A further 26 FTE staff were allocated to secondary schools with 11 numeracy and 30 literacy teachers working in 37 schools.

WA is committed to improving the educational outcomes of Aboriginal students. In addition to ongoing strategies targeting literacy and numeracy, programs to support increased participation and achievement for Aboriginal students continue. In 2007, the Follow the Dream strategy supported 527 students in 58 schools across years 6 to 12 to achieve academic excellence. There was also a focus on enhancing the involvement of Aboriginal parents and caregivers, and in 2007 a trial was conducted in six schools to support the development of formal school-community partnerships, one of the priorities of the *Australian Directions in Indigenous Education 2005–2008* national policy.

In 2007, DET completed the development of an Early Childhood (K-3) Syllabus, Middle Childhood (4–7) Syllabus and syllabuses for each learning area in early adolescence (8–10). A comprehensive range of classroom-ready resources was made available on the K-10 Syllabus website to support teachers in their use of the syllabuses and provide practical support in their planning of learning, teaching and assessment programs.

Implementation of a Community Service Program for year 10 students began. Students undertake 20 hours service over year 10–12 as a requirement of the Western Australian Certificate of Education. Approximately 17 000 students were involved in the program during 2007.

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### South Australian Government comments

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The Government of South Australia, through the work of the Department of Education and Children's Services, is committed to making it possible for every child and student in South Australia to reach the highest possible level of their learning and well being.

South Australia has started legislation reform of education and children's services. The aim of this reform is to support the stronger integration of services for children and families. Development of draft South Australian legislation will be undertaken in concert with the national regulatory reforms being developed under the Council of Australian Governments' (COAG) Productivity Agenda.

Also developed as part of this process was the *Education (Compulsory Education Age) Act 2007*, which will require 16 year olds to be in education or training until they turn 17 years of age or achieve a qualification. This will include young people enrolled in a Government, Catholic or Independent school. The new law reflects research which indicates that young people who leave school too early are often unemployed by their 20's and then find it difficult to find work and careers of their choice. These changes will come into effect on 1 January 2009.

South Australia's Strategic Plan includes a target that aims to increase yearly the proportion of 15–19 year olds who achieve the South Australian Certificate of Education or equivalent senior secondary qualification. To help meet this target, the government is investing \$54.5 million to reform the current certificate, and as a first step in 2007-08 it has trained 7500 secondary school teachers in a program to prepare them for the introduction of the changes.

In addition to achieving their South Australian Certificate of Education, young people will also be able to work towards a nationally accredited and industry recognised Certificate II, III, IV, Diploma or Advanced Diploma. Across the state, 10 Trade Schools for the Future and 20 Apprenticeship Brokers are facilitating this. The initiative is part of a \$98 million package that is a partnership between Government, schools, TAFE and other vocational education providers, and employers.

The State Government has implemented three schemes to reduce class sizes and to improve literacy and numeracy outcomes in the early years of schooling, from Reception to year 3. The schemes have led to the implementation of 271 additional junior primary school teacher full time equivalents (FTEs) in disadvantaged schools, and 99 additional year 3 teacher FTEs to specifically reduce year 3 class sizes by up to eight students in the most disadvantaged schools, and by a minimum of four students in other schools.

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### Tasmanian Government comments

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The Department's direction has centred on achieving the Tasmanian Government's priorities for education, training and information services.

Tasmania's future depends on information, knowledge, and connected and kind communities that embrace lifelong learning. We strive to provide quality learning opportunities for all Tasmanians at every stage of their life. To achieve this, we focus on four strategic priorities:

- ensuring all children in their early years have every opportunity to arrive at school as a learner
- improving the literacy and numeracy performance of our students
- lifting the retention of our students to year 12 or equivalent and skilling Tasmanians to meet the needs of enterprise and industry
- building a knowledge-based society and forging stronger links between information and community.

In 2007-08 we developed the *Tasmania Tomorrow* strategy, ready for implementation in 2009. Improving retention rates through this approach will have direct economic and social benefits for the state. Tasmanian industry and business have worked alongside us to ensure that employees of the future have the skills and qualification to underpin profitability and productivity.

One of the key initiatives from the 2008-09 State Budget is the *Raising the Bar and Closing the Gap* initiative to improve literacy and numeracy. This funding will enable targeted support to significantly increase the number of children finishing primary school with functional literacy and numeracy skills.

A record Capital Investment Program (CIP) totalling \$162.9 million over four years has been funded in the 2008-09 State Budget. The four-year CIP now provides funding for 35 works projects for schools, as well as funding towards the establishment of four new Learning and Information Network Centres (LINC)s).

The 2008-09 Budget also provides increased funding to important initiatives including:

- Launching into Learning
- early years recognition of child care qualifications
- improved resources for students with high and additional needs
- literacy and numeracy strategies
- reducing class sizes from years 2 to 7
- musical instruments initiative.

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### **Australian Capital Territory Government comments**

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The ACT Government has developed and implemented new models of schooling for preschool to year 6 and preschool to year 10 that promote a seamless transition to the compulsory years of schooling. From the start of the 2008 school year, all public preschools were amalgamated with a primary school, the primary principal taking on an administrative role for the preschool. Currently, free access is provided to 12 hours per week of early childhood education for all age-eligible ACT children.

A significant program of construction occurred during 2008 including the extensive refurbishment of four existing schools to create four new early childhood schools scheduled to open in 2009, and design commenced for a new P-10 school for north Tuggeranong to open in 2011. A new secondary college in Gungahlin is planned to form a precinct with community and town centre links and will offer a comprehensive program of academic and non-academic programs.

The new ACT curriculum framework, *Every Chance to Learn* was implemented across the ACT at the start of the 2008 school year covering the compulsory years of schooling (kindergarten to year 10). A three year strategy plans to introduce the Quality Teaching Model in all ACT schools.

The ACT College Business Plan 2007–2009 was developed from the 2007 review of the public secondary college system. ACT College principals meet monthly to review progress.

The Indigenous Student Aspirations program, will link all year 11 and 12 Indigenous students with a mentor to support completion of their year 12 studies; and higher achieving year 6 and 10 Indigenous students will be supported and mentored in their transition to high school and college.

The ANU Secondary College program, launched in 2006 as a joint initiative of the Australian National University (ANU) and the ACT Government, produced its first year 12 graduates from the program at the end of 2007. Of the 70 students who completed the courses, 68 were offered an early place at the ANU. The ANU will complete its evaluation of the program in the next reporting period.

The ACT Government continued its strong commitment to vocational education and training programs in ACT public high schools and colleges and introduced new initiatives following a review undertaken by the Department in 2006. This led to improved efficiencies and processes in the administration of Australian School Based Apprenticeships (ASBA) in 2007 and ASBA programs at the Certificate III level were expanded, and targeted opportunities for Indigenous students.

The ACT Government continued several surveys initiated over the past few years, including a survey on post-school destinations and satisfaction of ACT college graduates. A review of the survey program was undertaken to identify strategic developments for forthcoming years.

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## Northern Territory Government comments

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The Northern Territory remains committed to providing all Northern Territory students with equity of access to quality education from early childhood through to higher education and training. Improvements in literacy, numeracy and attendance continue to be a priority.

Implementation of *Closing the Gap of Indigenous Disadvantage: A Generational Plan of Action* was continued in 2008 following its release in August 2007. Aimed at improving the education outcomes for disadvantaged Indigenous Territorians over five years, 2008 initiatives included:

- commencement of the *Six Point Plan to Improve School Attendance*
- 10 additional teachers in remote schools
- 26 permanent part time and full time Indigenous assistant teachers employed in 23 remote schools
- 15 new classrooms in remote schools.

The Australian Government's Northern Territory Emergency Response and the change of government at the federal level resulted in major policy and funding reforms in relation to education and training. Developments included the introduction of a model to support schools to train staff and implement transferable literacy programs, and 12 new classrooms in remote schools.

Final implementation of the Middle Years of schooling occurred when approximately 2100 year 7 students joined year 8 and 9 students. \$48 million was spent on Middle Years infrastructure projects during 2006–2008.

The *Transforming Indigenous Education* statement was delivered in April 2008. Outlining five key measures to lift the low educational achievements of Indigenous Territorians, this will support the effort already being made under the *Closing the Gap* reforms.

Schools took part in the first round of testing under the National Assessment Program Literacy and Numeracy (NAPLAN). Results of this testing will inform key performance measures for the Department.

In August 2008, the department underwent a restructure and became the Department of Education and Training. This included the establishment of the Early Childhood Services Division which brought in the children's services from the Department of Health and Community Services.

Eight remote communities have completed or are in the process of finalising Remote Learning Partnership agreements, aimed at addressing improvements in employment, education and training outcomes for Indigenous Territorians.

Implementation of the first phase of the Accountability and Performance Improvement Framework has assisted schools to evaluate the effectiveness of services and be more effective and accountable in planning and reporting.

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## 4.6 Definitions of key terms and indicators

<b>Apparent retention rates</b>	The number of full time students in a designated year of schooling, expressed as a percentage of their respective cohort group at an earlier base year. For example, the year 12 retention rate is calculated by dividing the total number of full time students in year 12 in the target year by the total number of full time students in year 10 two years before the target year.
<b>Full time equivalent student</b>	The FTE of a full time student is 1.0. The method of converting part time student numbers into FTEs is based on the student's workload compared with the workload usually undertaken by a full time student.
<b>Full time student</b>	A person who satisfies the definition of a student and undertakes a workload equivalent to, or greater than, that usually undertaken by a student of that year level. The definition of full time student varies across jurisdictions.
<b>Geographic classification</b>	<p>Geographic categorisation is based on the agreed MCEETYA Geographic Location Classification which, at the highest level, divides Australia into three zones (the metropolitan, provincial and remote zones). A further disaggregation comprises five categories: metropolitan and provincial zones each subdivided into two categories, and the remote zone. Further subdivisions of the two provincial zone categories and the remote zone category provide additional, more detailed, classification options. When data permit, a separate very remote zone can be reported along with the metropolitan, provincial and remote zones, as follows.</p> <p>A. Metropolitan zone</p> <ul style="list-style-type: none"><li>• Mainland State capital city regions (Statistical Divisions (SDs)): Sydney, Melbourne, Brisbane, Adelaide and Perth SDs.</li><li>• Major urban Statistical Districts (100 000 or more population): ACT–Queanbeyan, Cairns, Gold Coast–Tweed, Geelong, Hobart, Newcastle, Sunshine Coast, Townsville, Wollongong.</li></ul> <p>B. Provincial zone (non-remote)</p> <ul style="list-style-type: none"><li>• Provincial city Statistical Districts plus Darwin SD.<ul style="list-style-type: none"><li>• Provincial city statistical districts and Darwin statistical division (50 000–99 999 population): Albury–Wodonga, Ballarat, Bathurst–Orange, Burnie–Devonport, Bundaberg, Bendigo, Darwin, Launceston, La Trobe Valley, Mackay, Rockhampton, Toowoomba, Wagga Wagga.</li><li>• Provincial City Statistical Districts (25 000–49 999 population): Bunbury, Coffs Harbour, Dubbo, Geraldton, Gladstone, Shepparton, Hervey Bay, Kalgoorlie–Boulder, Lismore, Mandurah, Mildura, Nowra–Bomaderry, Port Macquarie, Tamworth, Warrnambool.</li></ul></li><li>• Other provincial areas (CD ARIA Plus score <math>\leq</math> 5.92)<ul style="list-style-type: none"><li>• Inner provincial areas (CD ARIA Plus score <math>\leq</math> 2.4)</li><li>• Outer provincial areas (CD ARIA Plus score <math>&gt;</math> 2.4 and <math>\leq</math> 5.92)</li></ul></li></ul> <p>C. Remote zone</p> <ul style="list-style-type: none"><li>• Remote zone (CD ARIA Plus score <math>&gt;</math> 5.92)<ul style="list-style-type: none"><li>• Remote areas (CD ARIA Plus score <math>&gt;</math> 5.92 and <math>\leq</math> 10.53)</li><li>• Very remote areas (CD ARIA Plus score <math>&gt;</math> 10.53)</li></ul></li></ul>
<b>Government recurrent expenditure per full</b>	Total government recurrent expenditure divided by the total number of FTE students. Expenditure is based on the National School Statistics Collection (MCEETYA unpublished), with adjustments for notional

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<b>time equivalent student</b>	UCC charges and payroll tax. Notional UCC is included for all jurisdictions and payroll tax estimates are included for those jurisdictions not subject to it (WA and the ACT). Expenditure figures are in financial years and student numbers are in calendar years, so the total number of students is taken as the average of the two years spanned by the calendar year. When calculating the 2005-06 average expenditure per student, for example, the total expenditure figure is at 2005-06 but the total student number figure is the average of student numbers from 2005 and 2006.
<b>Indigenous student</b>	A student of Aboriginal or Torres Strait Islander origin who identifies as being an Aboriginal or Torres Strait Islander or from an Aboriginal and Torres Strait Islander background. Administrative processes for determining Indigenous status vary across jurisdictions.
<b>In-school costs</b>	Costs relating directly to schools. Staff, for example, are categorised as being either in-school or out-of-school. They are categorised as in-school if they usually spend more than half of their time actively engaged in duties at one or more schools or ancillary education establishments. In-school employee related expenses, for example, represent all salaries, wages awards, allowances and related on costs paid to in-school staff.
<b>Language background other than English (LBOTE) student</b>	A status that is determined by administrative processes that vary across jurisdictions.
<b>Out-of-school costs</b>	Costs relating indirectly to schools. Staff, for example, are categorised as being either in-school or out-of-school. They are categorised as out-of-school if they do not usually spend more than half of their time actively engaged in duties at one or more schools or ancillary education establishments. Out-of-school employee related expenses, for example, represent all salaries, wages awards, allowances and related on costs paid to out-of-school staff.
<b>Part time student</b>	A student undertaking a workload that is less than that specified as being full time in the jurisdiction
<b>Participation rate</b>	The number of full time 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).
<b>Potential year 12 population</b>	An estimate of a single-year age group that could have participated in year 12 that year, defined as the estimated resident population aged 15–19 years, divided by 5.
<b>Real expenditure</b>	Nominal expenditure adjusted for changes in prices, using the GDP price deflator and expressed in terms of final year prices.
<b>Science literacy</b>	Science literacy and scientific literacy: the application of broad conceptual understandings of science to make sense of the world, understand natural phenomena, and interpret media reports about scientific issues. It also includes asking investigable questions, conducting investigations, collecting and interpreting data and making decisions.
<b>Socioeconomic status</b>	As per footnotes to table 4A.128, which provide definitions specific to that table. Elsewhere in the Report, socioeconomic status data are presented that are not fully comparable across jurisdictions because administrative processes for determining socioeconomic status vary across jurisdictions.
<b>Source of income</b>	In this chapter, income from either the Australian Government or State

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	and Territory governments. Australian Government expenditure is derived from specific purpose payments (current and capital) for schools. This funding indicates the level of monies allocated, not necessarily the level of expenditure incurred in any given financial year. The data therefore provide only a broad indication of the level of Australian Government funding.
<b>Student-to-staff ratios</b>	The number of FTE students per FTE teaching and non-teaching staff. Students at special schools are allocated to primary and secondary (see below). The FTE of staff includes those who are generally active in schools and ancillary education establishments.
<b>Student</b>	A person who is formally (officially) enrolled or registered at a school, and is also active in a primary, secondary or special education program at that school. Students at special schools are allocated to primary and secondary on the basis of their actual grade (if assigned); whether or not they are receiving primary or secondary curriculum instruction; or, as a last resort, whether they are of primary or secondary school age.
<b>Student, primary</b>	A student in primary education, which covers pre-year 1 to year 6 in NSW, Victoria, Tasmania and the ACT, pre-year 1 to year 7 in WA, SA and the NT, and year 1 to year 7 in Queensland.
<b>Student, secondary</b>	A student in secondary education, which commences at year 7 in NSW, Victoria, Tasmania and the ACT, and at year 8 in Queensland, SA, WA and the NT.
<b>Students with a disability</b>	Students included in the annual system reports to DEEWR. The definitions of students with disabilities are based on individual State and Territory criteria, so data are not comparable across jurisdictions.
<b>Teacher</b>	Teaching staff have teaching duties (that is, they are engaged to impart the school curriculum) and spend the majority of their time in contact with students. They support students, either by direct class contact or on an individual basis. Teaching staff include principals, deputy principals and senior teachers mainly involved in administrative duties, but not specialist support staff (who may spend the majority of their time in contact with students but are not engaged to impart the school curriculum).
<b>Ungraded student</b>	A student in ungraded classes who cannot readily be allocated to a year of education. These students are included as either ungraded primary or ungraded secondary, according to the typical age level in each jurisdiction.

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## 4.7 Attachment tables

Attachment tables are identified in references throughout this chapter by an ‘4A’ suffix (for example, table 4A.3). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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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 an 'A' suffix (for example, table 5A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables themselves are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/qsp](http://www.pc.gov.au/qsp)>.

This chapter reports performance information about the equity, effectiveness and efficiency of government funded vocational education and training (VET) in Australia in 2007. 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, and which relate directly to training activity funded under the *Commonwealth–State Agreement for Skilling Australia's Workforce*. These services

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include the provision of VET programs in government owned technical and further education (TAFE) institutes and universities with TAFE divisions, other government and community institutions, and government funded activity by private registered training organisations (RTOs). The scope of this chapter does not extend to VET services provided in schools (which are within the scope of school education in chapter 4) or university education (some information on university education is included in preface B).

This year, the chapter has been enhanced by:

- reporting of participation in certificate level III qualifications and above (high level qualifications), by target age groups
- reporting of VET and TAFE graduates who improved their employment circumstances after training, by Indigenous status
- reporting of TAFE graduates who improved their employment circumstances after training, by selected target groups.

## 5.1 Profile of vocational education and training

### Service overview

The VET system involves the interaction of students, employers, the Australian, State, Territory and local governments (as both purchasers and providers), and an increasing number of private and community RTOs. Students have access to a diverse range of programs and qualification levels, with course durations varying from a module or unit of competency (a stand-alone course component or subject) of a few hours to full courses of up to four years (box 5.1).

#### Box 5.1 Diversity of the VET system

VET programs range from a single module or unit of competency (which can involve fewer than 10 contact hours) to advanced diplomas (which can involve up to four years of study). All training in the VET system needs to be assessed, because many students complete modules or units of competency without intending to complete a course or qualification.

The types of training range from formal classroom learning to workplace-based learning, and may include flexible, self-paced learning and/or online training, often in combination. The availability of distance education has increased, with off-campus options such as correspondence, Internet study and interactive teleconferencing.

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**Box 5.1 (Continued)**

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.

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.

## **Expenditure**

Recurrent expenditure on VET by Australian, State and Territory governments totalled \$4.0 billion in 2007 — an increase of 1.0 per cent (in real terms) from 2006 (table 5A.1). Government recurrent expenditure was equal to \$282.88 per person aged 15–64 years across Australia in 2007 (table 5A.2). Further information on the breakdown of real funding by jurisdictions over a five year period is available in the attachment tables.

Government funded activity is the primary focus of the Report. However, not all data can be limited to government funded activity. A representation of data used for statistical reporting is provided in figure 5.1.

**Figure 5.1 Scope of reporting**

Training Funding Type <sup>a</sup>	Registered Training Organisations		
	TAFE and other government providers	Community providers	Private providers
Government Funded (Agreement)			
Government Funded (specific purpose outside Agreement)			
Fee-for-Service (domestic and international)			

- Data available for reporting and used to report government funded activity
- Data available for reporting and used to report VET activity
- Data not available for reporting

<sup>a</sup> 'Agreement' refers to the *Commonwealth–State Agreement for Skilling Australia’s Workforce*.

Source: Department of Education, Employment and Workplace Relations (DEEWR) (2008).

Where the Report refers to ‘government funded’ activity, it refers only to VET activity that is recurrently funded under the *Commonwealth–State Agreement for Skilling Australia’s Workforce*. Where the Report refers to ‘VET’ activity, it is referring to all VET data available for reporting. Where activity is not specified to be VET or government funded, reporting relates to government funded activity. A detailed explanation of data inclusions and exclusions is provided in box 5.2.

**Box 5.2 Scope of reporting**

Data on student participation, efficiency measures, student achievement, qualifications completed and competencies/modules completed presented in this Report are limited to services that are recurrently funded under the *Commonwealth–State Agreement for Skilling Australia’s Workforce*. These include VET services provided by:

- TAFE and other government providers, including multi-sector higher education institutions
- registered community providers and registered private providers.

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

- *Commonwealth–State Agreement for Skilling Australia’s Workforce* (government recurrent)
- government specific purpose outside the Agreement
- domestic fee-for-service (TAFE only).

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**Box 5.2 (Continued)**

The discussion in the chapter of student outcomes and student satisfaction focuses on students undertaking government funded (that is, both recurrent and specific) TAFE activity. Additional data relating to all VET providers are available in the attachment tables.

Data on employer engagement and satisfaction is on all nationally recognised training, from all provider types, regardless of the funding.

## Size and scope

In 2007, 31.1 per cent of Australians aged 15–64 years held a certificate or diploma as their highest level qualification (table BA.12). These qualifications could have been completed in schools, VET institutions or higher education institutions.

The VET sector is large and varied. Qualifications vary significantly by length, level and field. Approximately 1.7 million people were reported as participating in VET programs at 12 427 locations across Australia in 2007 (DEEWR 2008) (table 5A.3). This represented 11.3 per cent of the population aged 15–64 (DEEWR 2008). The number of VET students decreased by 0.7 per cent between 2006 and 2007, and decreased by 3.6 per cent between 2003 and 2007 (DEEWR 2008).

Of the approximately 1.7 million VET students who were reported as participating in VET programs in 2007, 1.2 million students (71.9 per cent) were funded by the *Commonwealth—State Agreement* (government recurrent expenditure) and 46 000 students (2.8 per cent of all VET students) were funded through specific purpose government programs (DEEWR 2008). The remaining 421 100 students participated on a fee-for-service basis as domestic students (23.2 per cent of all VET students) or international students (2.1 per cent of all VET students). The proportion of domestic fee-for-service students decreased from 26.3 per cent of all VET students in 2003 to 23.2 per cent in 2007 (DEEWR 2008).

### *Students*

Student participation data presented in this chapter refer only to VET students who were funded by government recurrent expenditure and where the program was delivered by TAFE or other government providers (including multi-sector higher education institutions), registered community providers or registered private providers. The data do not include students who participated in VET programs in

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schools or undertook 'recreation, leisure or personal enrichment' education programs.

Nationally, 1.2 million students participated in VET programs funded by government recurrent expenditure through State and Territory agencies (table 5A.4). Between 2006 and 2007, the number of government funded students decreased by 0.02 per cent (approximately 200 students) and the number of government funded annual hours increased by 3.6 per cent (table 5A.5). Over the longer term, the number of government funded annual hours increased by 8.3 per cent between 2003 and 2007, although the number of government funded VET students declined by 0.9 per cent over the same period (implying that a smaller number of students studied more hours on average in 2007 compared to 2003) (table 5A.9 and NCVET unpublished).

Of the 1.2 million government funded VET students who participated in government funded VET programs in 2007, 4.1 per cent, or 49 286, gained some sort of recognition of prior learning (RPL) (table 5A.4).

### *Hours*

Government funded VET students participated in 307.4 million government funded annual hours in 2007. On average, each government funded VET student in 2007 received 256.6 hours of VET (table 5A.4).

### *Courses*

VET qualifications range from non-award courses to certificates (levels I–IV), diplomas and advanced diplomas. In 2007, 11.5 per cent of government funded VET students were undertaking a diploma or advanced diploma, 46.6 per cent were enrolled in a certificate level III or IV, 25.5 per cent were enrolled in a certificate level I or II or lower, and 16.5 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 2007, 22.7 per cent of units of competency or modules completed by government funded VET students were in management and commerce, 18.4 per cent were in engineering and related technologies, 15.0 per cent were in mixed field programs, 9.4 per cent were in health, 8.6 per cent were in society and culture and 7.0 per cent were in architecture and building. Other fields studied by government funded VET students included agriculture, environment and related studies, information technology, education, creative arts, food, hospitality and personal services, and natural and physical sciences (DEEWR 2008).

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## *Institutions*

In 2007, there were 163 TAFE and other government providers. Government funded programs were delivered at 12 427 locations (that is, TAFE, government funded locations and the locations of all other registered training providers, including private providers that receive government recurrent funding for VET delivery) (tables 5A.3 and 5A.4).

The infrastructure (noncurrent physical assets) of government owned TAFE institutions and TAFE divisions of universities was valued at \$8.5 billion in 2007, of which 93.6 per cent comprised the value of land and buildings (table 5A.18). The value of net assets of government VET providers was \$611.24 per person aged 15–64 years across Australia in 2007. Asset values per person varied across jurisdictions (table 5A.6).

## **Roles and responsibilities in 2007**

The *Commonwealth–State Agreement for Skilling Australia’s Workforce*, which commenced 1 July 2005, continued until 31 December 2008. This will be replaced by the *National Agreement on Skills and Workforce Development* agreed by COAG on 29 November 2008. Australian and State/Territory government ministers, through the Ministerial Council for Vocational and Technical Education (MCVTE), provide direction on national policy, strategy, priorities, goals and objectives, in partnership with industry, and private and public training providers.

### *National Training System Framework in 2007*

One of the guiding principles for the training system is that industry needs to drive training priorities and delivery. Industry advice is provided to the MCVTE through the National Industry Skills Committee (NISC) (figure 5.2). The NISC advises MCVTE on workforce planning, future training priorities and other critical issues facing Australian industry.

The National Quality Council (NQC), a committee of MCVTE (figure 5.2), oversees quality assurance, ensures national consistency in the application of the Australian Quality Training Framework (AQTF) standards for the audit and registration of training providers, and endorses training packages.

The National Senior Officials Committee (NSOC) is the administrative arm of MCVTE and is responsible for implementing MCVTE decisions (figure 5.2). NSOC can establish National Action Groups on an as needs basis, to advance the work of MCVTE and complement NISC. Protocols are in place to ensure that

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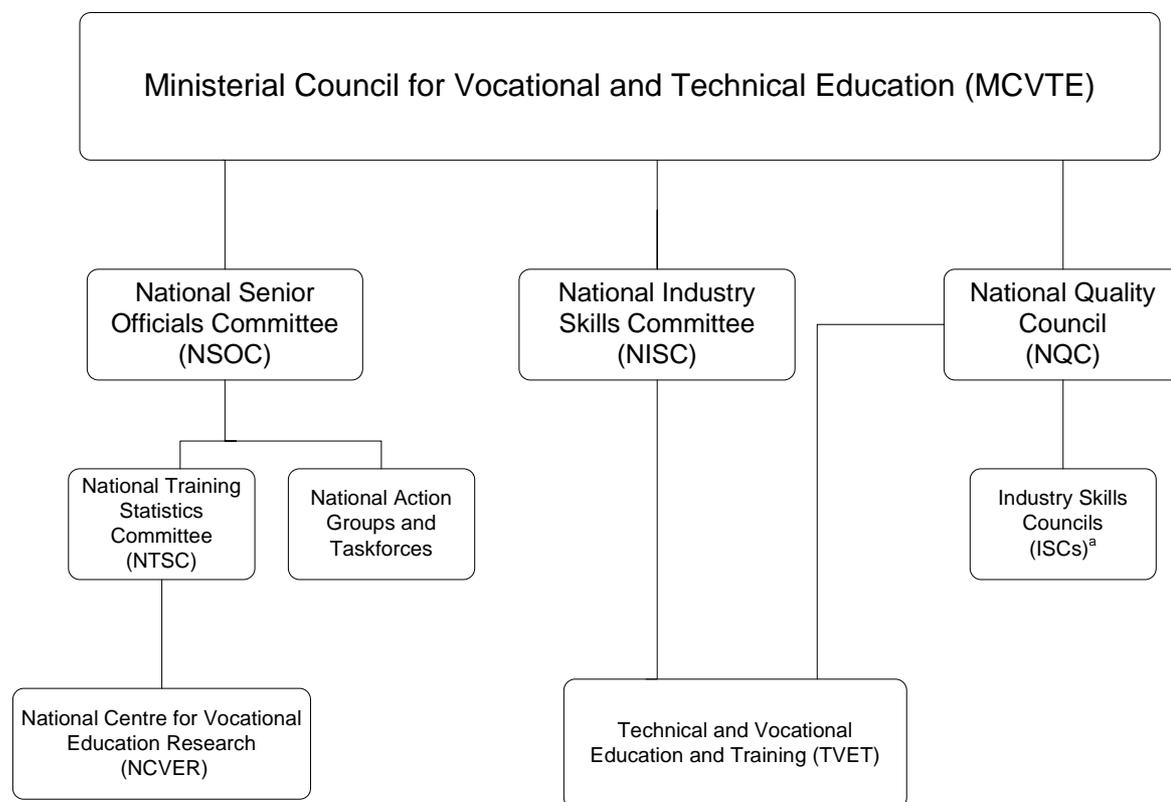
Action Groups have appropriate and balanced memberships, including representatives from government, training providers, and businesses.

The National Training Statistics Committee (NTSC) is the key strategic and policy advisory forum for data collection and reporting (figure 5.2). The National Centre for Vocational Education Research (NCVER), a ministerial company, provides secretariat services to the NTSC, and manages a VET research programme and VET statistical services.

Technical and Vocational Education and Training (TVET) (figure 5.2) is a ministerial company, whose functions under the *Commonwealth–State Agreement for Skilling Australia’s Workforce* include:

- providing the secretariat for the NQC and the NISC
- providing to users of the national training system an integrated service to:
  - identify and acquire training materials
  - identify copyright requirements
  - enter licenses for use of that material, consistent with the scope and direction of the NQC.

Figure 5.2 National reporting relationships within the VET system in 2007



<sup>a</sup> ISCs are funded by the Department of Education, Employment and Workplace Relations (DEEWR). ISCs deliver Training Packages to the NQC for endorsement.

Source: DEEWR (2008).

### VET funding flows

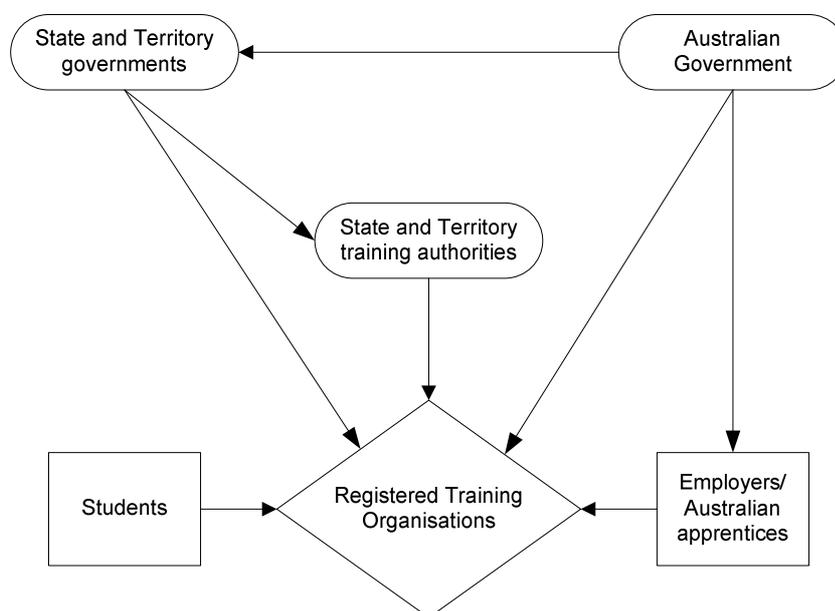
State and Territory governments provide funding for VET services through the State and Territory training authorities. They provided \$3.0 billion in 2007 — 74.4 per cent of government recurrent funding. The Australian Government provided the remainder of government recurrent funding (\$1.0 billion) (table 5A.8).

RTOs also receive revenue from individuals and organisations for fee-for-service programs, ancillary trading revenue, other operating revenue and revenue from Australian, State and Territory government specific purpose funds (figure 5.3). The Australian Government also provides funding for Australian Apprenticeship Centres and employer incentives for Australian Apprenticeships.

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Figure 5.3 Major funding flows within the VET system

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#### *Allocation of VET funding*

The bulk of government VET funds are allocated to government VET providers based on the planned activity set by State and Territory training authorities. The disbursement of a component of VET funding on a competitive basis was introduced in the early 1990s to allocate additional Australian Government funds. Processes used to allocate funds on a competitive basis include:

- *competitive tendering*, whereby government and private RTOs compete for funding contracts from State and Territory training authorities in response to government offers (tenders)
- *user choice*, whereby the employer and apprentice/trainee choose a registered training provider and negotiate key aspects of their training, and then government funds flow to that provider
- *preferred supplier arrangements*, an extension of competitive tendering, whereby a contract is awarded to providers (chosen by the tender process) to provide training on a longer term basis.

An estimated \$830.2 million (20.6 per cent) of government VET funding was allocated on a competitive basis in 2007 (including user choice arrangements) — 0.6 per cent more in real terms than in 2006 (table 5A.8). \$414.0 million went to non-government providers — a 6.7 per cent increase in real terms on 2006 (table 5A.7). The degree of competition in the tendering process varies across jurisdictions and within jurisdictions, depending on the program. Some tenders can

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be contested by any RTOs (open competitive tendering), while some tenders are restricted to RTOs able to deliver a specific type of training, for example in a selected industry or to a certain client group (limited competitive tendering).

Similarly, the scope for competition, in terms of the size of the market of potential providers, varies across jurisdictions. TAFE institutes and universities with TAFE divisions may be subject to factors that affect their ability to compete effectively for funding allocated by competitive tendering. The House of Representatives Standing Committee on Employment, Education and Training found a number of factors impede the competitive position of TAFE institutes (HRSCEET 1998).

## 5.2 Framework of performance indicators

This chapter provides information on the equity, effectiveness and efficiency of government funded VET services. For example, ‘VET participation by target group’ is a measure of equitable access to VET, ‘student employment and further study outcomes’ is a measure of the effect of VET on equipping Australians for participation in the workforce, and ‘government recurrent expenditure per annual hour’ is an indicator of the extent to which the value of government VET expenditure is maximised. The performance indicator framework is developed around the VET objectives established under the national strategy for 2004–2010 (box 5.3).

### Box 5.3 Objectives for VET, 2004–2010

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

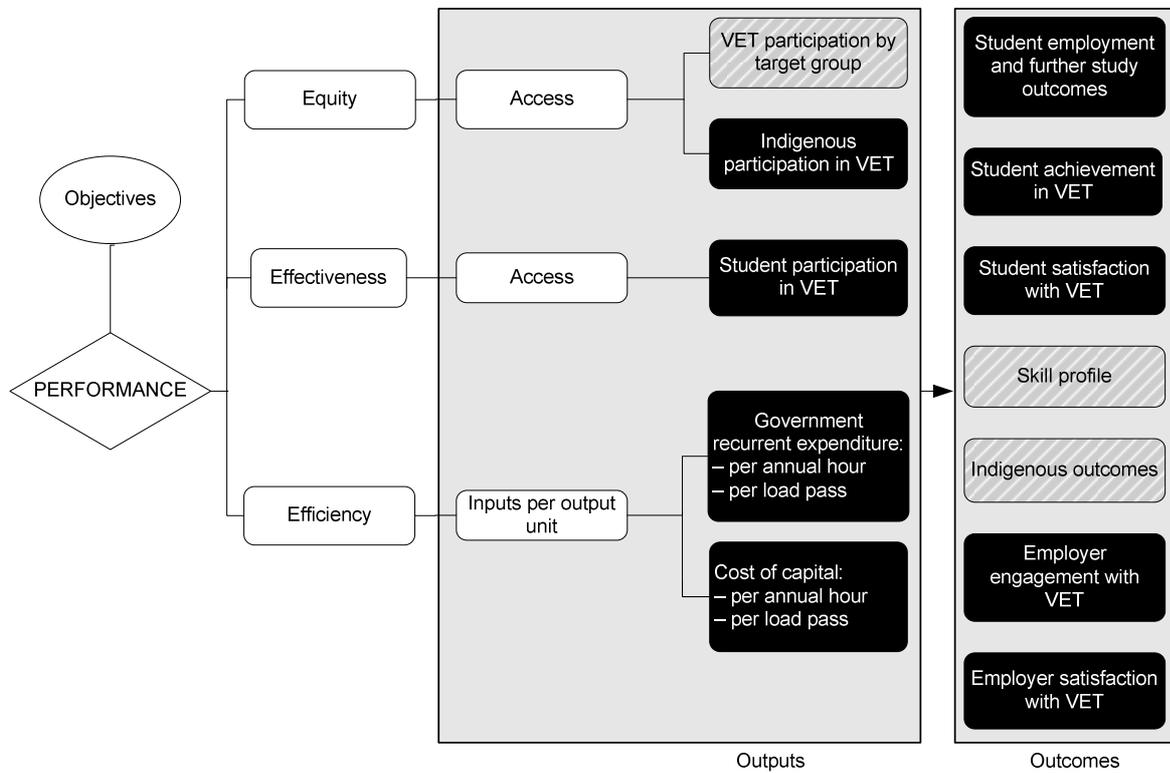
- industry will have a highly skilled workforce to support strong performance in the global economy
- employers and individuals will be at the centre of vocational education and training
- communities and regions will be strengthened economically and socially through learning and employment
- Indigenous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

Source: ANTA (2004).

The performance indicator framework (figure 5.4) distinguishes the outputs and outcomes of VET services, and shows which data are comparable in the 2009 Report. For data that are not directly comparable, the text includes relevant

caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

**Figure 5.4 Performance indicators for VET services**



Key to indicators

- Text Data for these indicators comparable, subject to caveats to each chart or table
- Text Data for these indicators not complete or not directly comparable
- Text These indicators yet to be developed or data not collected for this Report; chapter contains explanatory text

### 5.3 Key performance indicator results

The equity, effectiveness and efficiency of VET services may be affected by different delivery environments, locations and types of client. Appendix A contains detailed statistics and short profiles on each state and territory, which may help in interpreting the performance indicators presented in this chapter.

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## Outputs

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

### *Equity*

A key national goal of the VET system is to increase opportunities and outcomes for disadvantaged groups. The designated equity groups are females, residents of remote and very remote areas, Indigenous people, people with a disability and people speaking a language other than English at home. This section includes indicators of access to VET by these target groups in 2007.

### *VET participation by target group*

‘VET participation by target group’ is an indicator of equitable access to the VET system by target groups (females, residents of remote and very remote areas, people with a disability, and people speaking a language other than English at home), compared with that of the general population, and reflects performance against the objective of achieving equitable outcomes in VET (box 5.4). (Indigenous participation in VET is reported as a separate indicator.)

#### **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.

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

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**Box 5.4 (Continued)**

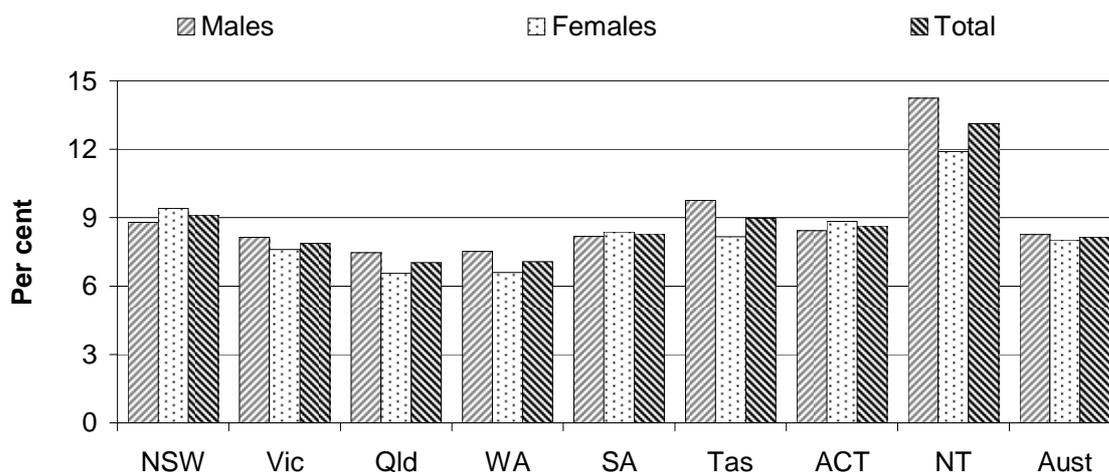
Care needs to be taken in interpreting the participation rates presented for people with a disability and people speaking a language other than English at home because (1) the data depend on self-identification at the time of enrolment, (2) the number of non-responses (that is, students who did not indicate whether they belong to these groups) varies across jurisdictions, and (3) appropriate denominators were not available to calculate the participation rates of students reporting a disability or people speaking a language other than English at home. Data on participation (apart from disaggregation by gender) have not been limited to students identified as aged 15–64, due to the variable number of students across target groups for whom age is unknown. 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.

*VET participation by target group — females*

In recent years, the national VET participation rates for females and males have been comparable (table 5A.10). In 2007, male student participation was 8.3 per cent and female participation was 8.0 per cent (figure 5.5).

**Figure 5.5 VET participation rate for people aged 15–64 years, by sex, 2007<sup>a, b</sup>**



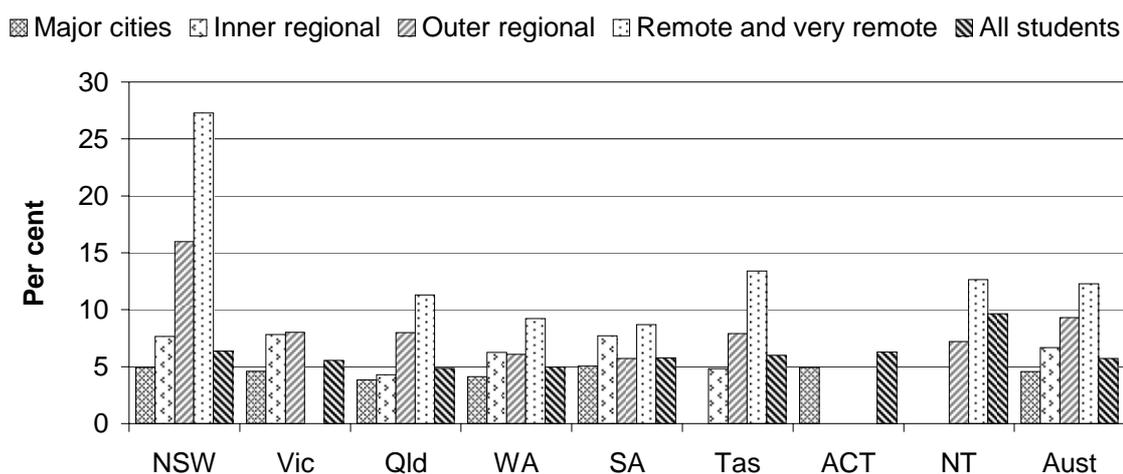
<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The participation rate is the number of 15–64 year old students participating in VET expressed as a proportion of the population (of that sex) aged 15–64 years, as at 30 June 2007.

Source: ABS (unpublished), derived from *Australian Demographic Statistics, December Quarter 2007*, Cat. No. 3101.0; NCVET National VET provider collection (unpublished); table 5A.10.

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

VET student data by region are based on students' home postcode using the Accessibility and Remoteness Index for Australia (ARIA) classification system currently used by the Australian Bureau of Statistics (ABS). Nationally, the VET participation rate increased with remoteness. Participation was higher for people from remote and very remote areas (12.3 per cent) than for people from other geographic regions (9.3 per cent for outer regional areas, 6.7 per cent for inner regional areas and 4.6 per cent for major cities) compared to 5.7 per cent for all students (figure 5.6). Employment opportunities and the availability of alternative education services in regional and remote areas may affect the level of VET participation in these areas.

Figure 5.6 **VET participation rate for people of all ages, by region, 2007<sup>a, b, c</sup>**



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The participation rate for students from the various regions is the number of students participating in VET (based on students' home postcode) as a proportion of the total population that resides in that region. <sup>c</sup> There are no very remote areas in Victoria, no major cities in Tasmania, no outer regional areas, remote areas or very remote areas in the ACT, and no major cities or inner regional areas in the NT. Data for Victorian remote areas and ACT inner regional areas are not published due to a high proportion of these areas sharing postcodes with NSW that cannot be disaggregated, but are included in the Australia totals.

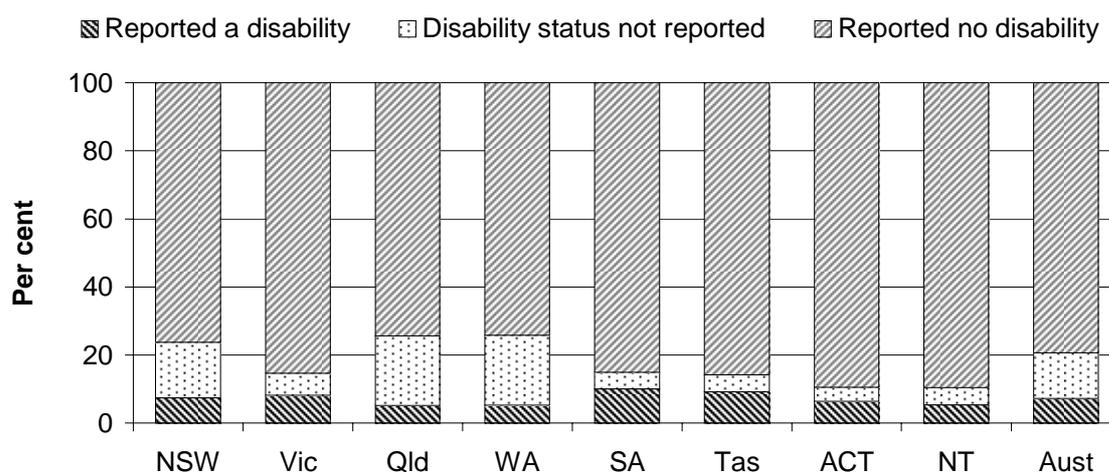
Source: ABS (unpublished), derived from *Regional Population Growth, Australia, 2006-07*, Cat. No. 3101.0 (table AA.6); NCVET National VET provider collection (unpublished); table 5A.11.

### VET participation by target group — people with a disability

Nationally, 7.2 per cent of government funded VET students in 2007 reported having a disability, impairment or long-term condition (figure 5.7). Based on 2003 ABS data, an estimated 16.8 per cent of all 15–64 year olds in the population and

20.0 per cent of the total population reported having a disability (derived from ABS 2004a). The proportion of VET students reporting a disability is not directly comparable with the proportion of the population reporting a disability, as the classifications of disabilities differ. Within the VET system, the focus is on identifying students that require additional teaching and learning support.

Figure 5.7 VET students, by disability status, 2007<sup>a, b</sup>



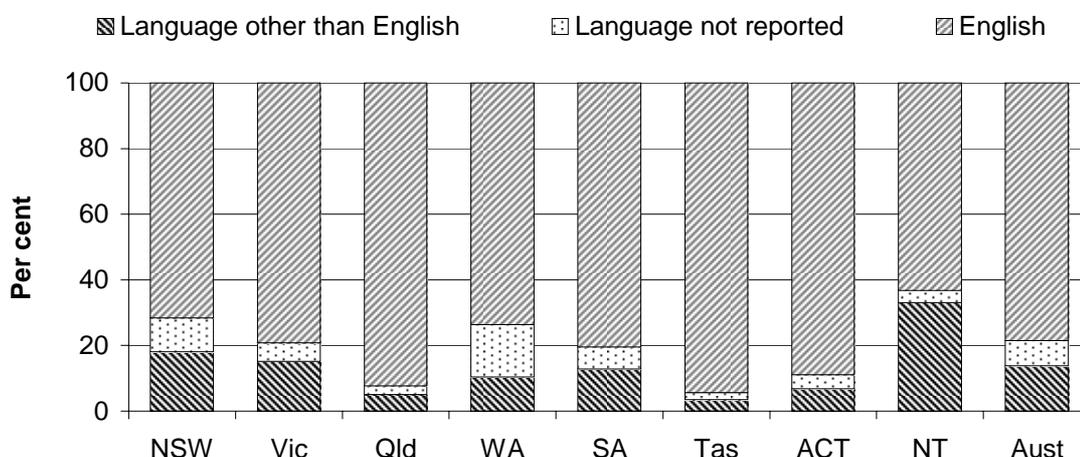
<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> Students reported as having a disability are defined as those who self-identify on enrolment forms that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities

Source: NCVET National VET provider collection (unpublished); table 5A.12.

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

In 2007, 13.8 per cent of government funded VET students reported speaking a language other than English at home (figure 5.8). By comparison, 15.8 per cent of the total population of Australia spoke a language other than English at home (derived from ABS 2006 Census of Population and Housing, table AA.5).

Figure 5.8 VET students, by language spoken at home, 2007<sup>a</sup>



<sup>a</sup> Data are for government recurrent funded VET students.

Source: NCVET National VET provider collection (unpublished); table 5A.13.

### *Indigenous participation in VET*

‘Indigenous participation in VET’ is an indicator of equitable access to the VET system by Indigenous people (box 5.5).

#### **Box 5.5 Indigenous participation in VET**

‘Indigenous participation in VET’ is defined as the number of all government funded participants in the VET system who self-identified as Indigenous, as a proportion of the total number of Indigenous people aged 15–64 years, compared with that of the general population.

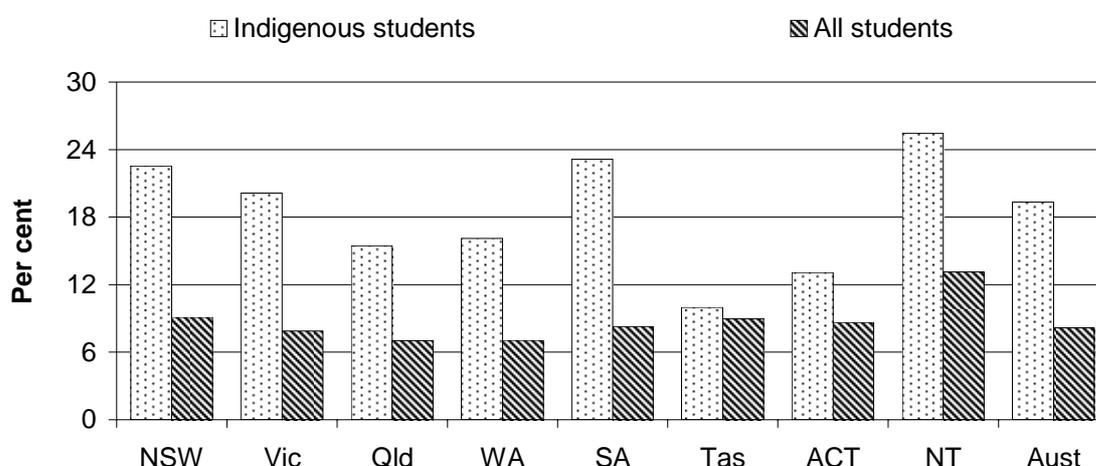
A lower participation rate means Indigenous people are under-represented in VET; a higher participation rate means Indigenous people are over-represented in VET.

Care needs to be taken in interpreting the participation rates presented for Indigenous people because (1) the data depend on self-identification at the time of enrolment and (2) the number of non-responses (that is, students who did not indicate whether or not they were Indigenous) varies across jurisdictions. Data are for government funded VET students.

Data reported for this indicator are comparable.

Nationally, the VET participation rate for all Indigenous students (the number of all Indigenous students as a percentage of Indigenous people aged 15–64) was 19.4 per cent. The participation rate for all 15–64 year old students (the number of 15–64 year old students as a percentage of the 15–64 year old population) was 8.2 per cent (figure 5.9). These student participation data are not age standardised, so the younger age profile of the Indigenous population relative to all Australians is likely to affect the results.

Figure 5.9 VET participation rate, by Indigenous status, 2007<sup>a, b, c, d</sup>

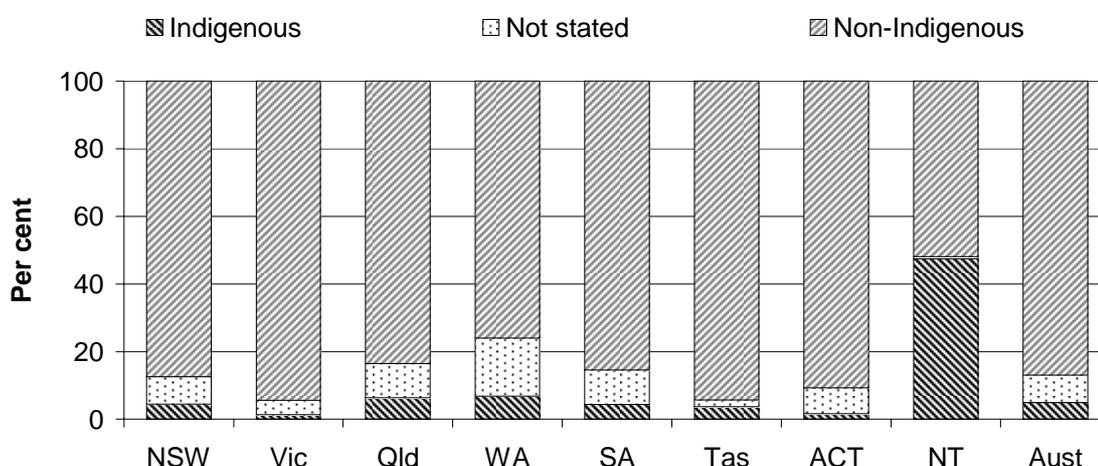


<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The scope of Indigenous students covers all age groups who reported being Indigenous and the scope of all students covers those aged 15–64 years. <sup>c</sup> The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people aged 15–64 years for 30 June 2007 (ABS 2004b; low series, tables 25–34, pp. 53–62). The all students participation rate is the number of students as a percentage of the estimated resident population aged 15–64 as at 30 June 2007. <sup>d</sup> Care needs to be taken in interpreting these data because the Indigenous population's age profile is younger than that of the non-Indigenous population. Participation rates for all ages are likely to differ from participation rates for working age populations.

Source: ABS (unpublished), *Australian Demographic Statistics, December Quarter 2007*, Cat. No. 3101.0; NCVET National VET provider collection (unpublished); table 5A.14.

In 2007, 4.9 per cent of government funded VET students in Australia identified themselves as Indigenous, while 8.2 per cent of students did not report their Indigenous status (figure 5.10). The proportion of government funded VET students who identified themselves as Indigenous (4.9 per cent) was higher than the proportion of Indigenous people in the total population nationally (2.4 per cent) (table 5A.14).

Figure 5.10 VET students, all ages, by Indigenous status, 2007<sup>a</sup>



<sup>a</sup> Data are for government recurrent funded VET students.

Source: NCVET National VET provider collection (unpublished); table 5A.14.

### Effectiveness

#### Student participation in VET

‘Student participation in VET’ is an indicator of the level of access for people aged 15–64 years to the VET system. It reflects the performance of the VET system in meeting its objective of having a highly skilled workforce (box 5.6).

#### Box 5.6 Student participation in VET

‘Student participation in VET’ is defined by two measures:

- the number of 15–64 year olds participating in VET expressed 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 expressed as a proportion of the population aged 15–64 years.

High VET participation rates indicate high levels of access to the VET system by the general population. High proportions of VET students in certificate level III qualifications and above indicate greater participation in higher skill level courses, which is desirable.

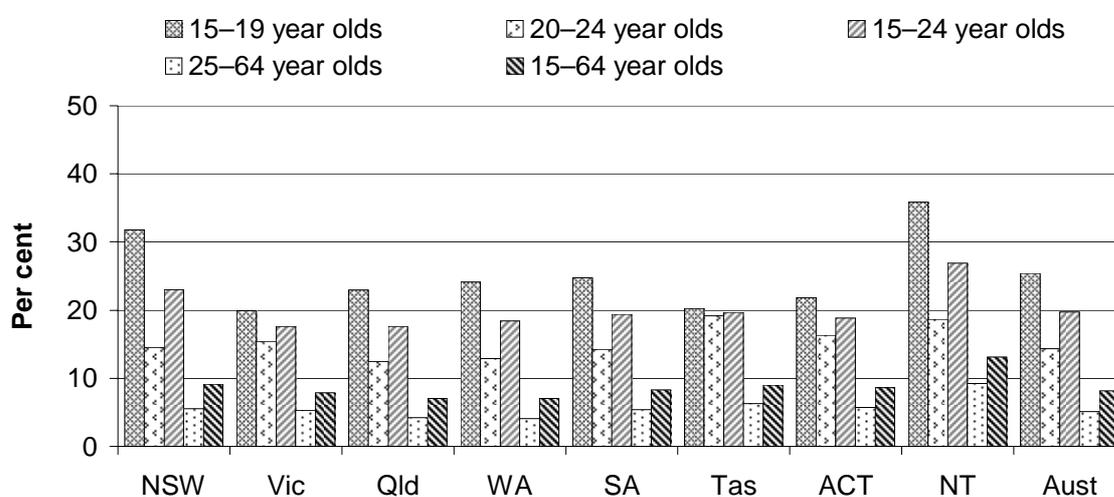
Data are for government funded VET students.

Data reported for this indicator are comparable.

In 2007, 1.2 million people aged 15–64 years participated in government funded VET programs. This is equivalent to 8.2 per cent of people aged 15–64 years nationally. The proportion of people participating in VET declined in older age groups. The 1.2 million government funded VET students include:

- 365 400 or 25.4 per cent of people aged 15–19 years
- 213 800 or 14.3 per cent of people aged 20–24 years
- 576 400 or 5.1 per cent of people aged 25–64 years (figure 5.11).

Figure 5.11 VET participation rates, by target age groups, 2007<sup>a</sup>

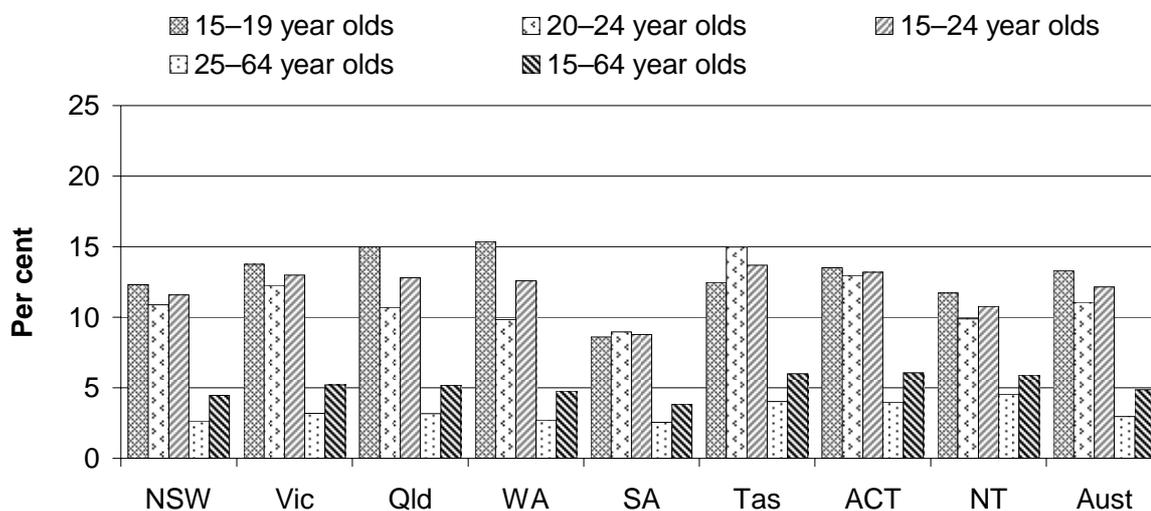


<sup>a</sup> Data are for government recurrent funded VET students.

Source: NCVET National VET provider collection (unpublished); ABS (unpublished), derived from *Australian Demographic Statistics, December Quarter 2007*, Cat. No. 3101.0; table 5A.9.

In 2007, approximately 688 600 people aged 15–64 years participated in a government funded VET program at the certificate III level or higher, representing 4.9 per cent of the population aged 15–64 years (figure 5.12). The national proportion was also 4.9 per cent in 2003 (table 5A.15).

Figure 5.12 VET participation in Certificate III and above, by target age group, 2007<sup>a</sup>



<sup>a</sup> Data are for government recurrent funded VET students.

Source: NCVET National VET provider collection (unpublished); ABS (unpublished), *Australian Demographic Statistics, December Quarter 2007*; table 5A.15.

### Efficiency

A proxy indicator of efficiency is the level of government inputs per unit of output (unit cost). The indicator of unit cost reported here is 'recurrent expenditure per annual hour'. The Steering Committee has identified issues that may reduce the comparability of cost estimates across jurisdictions in VET. To promote accuracy and comparability of reported efficiency measures some adjustments are made to improve the data (box 5.7).

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### Box 5.7      **Comparability of cost estimates**

Government recurrent expenditure is calculated using data prepared by states and territories under the Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS) for VET financial data. These data are prepared annually on an accrual basis and are audited. Supplementary information is also provided by the Department of Education, Employment and Workplace Relations (DEEWR). The method for calculating government recurrent expenditure was changed for the 2009 Report. Government recurrent expenditure is deemed as being equivalent to the recurrent funds provided by the Australian and State and Territory governments. It is calculated by summing the following AVETMISS financial statements revenue items: Commonwealth General Purpose Recurrent revenue (net of VET in Schools revenue), State Recurrent revenue, and revenue for VET expenditures of State/Territory training departments or public providers undertaken by another department or public agency and reported as Assumption of Liabilities.

To promote comparability of the financial data between states and territories, as well as comparability between the financial and activity data, expenditure is adjusted by course mix weights to recognise the different proportions of relatively more expensive and less expensive training programs that occur in jurisdictions. Expenditure data for 2003–2006 are adjusted to real dollars (2007 dollars) using the gross domestic product (GDP) chain price index (table 5A.76).

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, for which data prior to 2007 can not be rebased from scheduled hours to standard nominal hours .

In Reports prior to the 2009 Report, annual hours were not calculated on an enrolment activity end date reporting, and Recognition of Prior Learning (RPL) was discounted on an agreed formula. As a result, care should be taken in making comparisons between reports.

(Continued on next page)

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**Box 5.7 (Continued)**

The Steering Committee has addressed four areas that could improve the comparability of efficiency indicators: superannuation; depreciation; user cost of capital; and payroll tax (see chapter 2). The user cost of capital is not included in estimates of recurrent expenditure, although it is reported separately as the 'cost of capital per annual hour' (box 5.10) and, 'cost of capital per load pass (box 5.11)'. The user cost of capital represents the opportunity cost to government of the funds tied up in VET assets. Not reporting the user cost of capital underestimates the cost to government service provision. Comparability can be improved by adding the reported user cost of capital to accrued costs if debt servicing costs and State/Territory-based capital asset charges are deducted from accrual costs.

*Source:* DEEWR (2008); SCRCSSP (1998, 1999).

*Government recurrent expenditure per annual hour and per load pass*

'Government recurrent expenditure per annual hour' is an indicator of the efficiency of VET services. It is the cost to government to deliver VET services per unit of output. Recurrent cost per annual hour of training measures the average cost of producing a training output of the VET system (a unit cost) (box 5.8).

**Box 5.8 Government recurrent expenditure per annual hour**

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

Low unit costs may indicate efficient delivery of VET services.

'Government recurrent expenditure per annual hour' needs to be interpreted carefully because low unit costs may not necessarily reflect a lessening of quality. The factors that have the greatest impact on efficiency include:

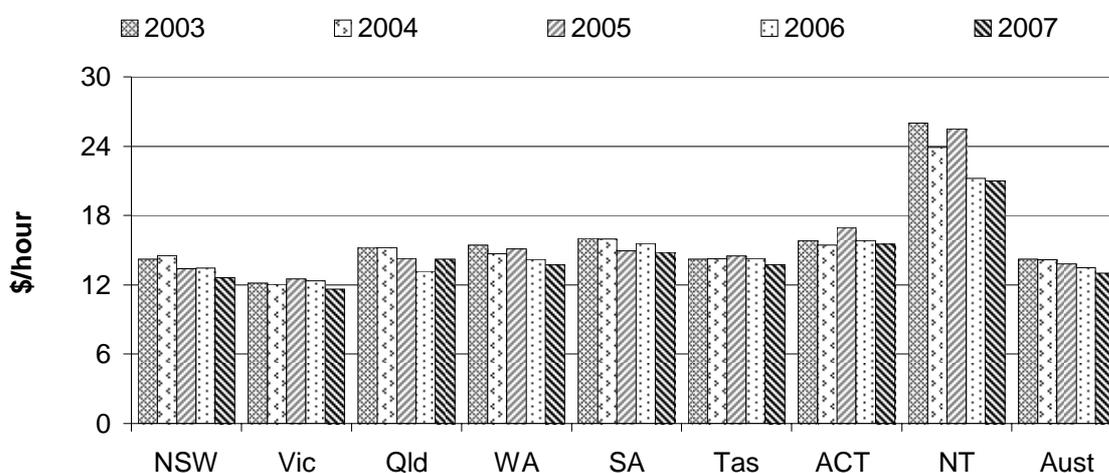
- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member, and differences in the length of training programs
- differences among states and territories, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Data reported for this indicator are comparable.

Financial and activity data from states and territories are reported here within an agreed scope to ensure unit costs accurately reflect the relative efficiency of government service provision across jurisdictions. Data used to calculate unit cost are derived from data that comply with the AVETMIS Standard.

Government real recurrent expenditure per annual hour of government funded VET programs in 2007 was \$13.03 nationally. Government real recurrent expenditure per annual hour decreased from \$14.23 in 2003 (figure 5.13).

**Figure 5.13 Government real recurrent expenditure per annual hour (2007 dollars)<sup>a, b, c</sup>**



<sup>a</sup> The ACT is the only jurisdiction not to levy payroll tax on its VET employees. A payroll tax estimate based on the ACT payroll tax rate has been included in the expenditure data for the ACT. <sup>b</sup> Data for Australia exclude the ACT payroll tax estimate. <sup>c</sup> Historical data have been adjusted to 2007 dollars using the GDP chain price index (table 5A.76).

Source: DEEWR (2008); NCVET National financial and VET provider collections (unpublished); table 5A.16.

‘Government recurrent expenditure per load pass’ is an indicator of the efficiency of VET services. It is the cost to government of each successfully completed VET module or unit of competency (that is, the cost per successfully achieved output) (box 5.9).

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**Box 5.9 Government recurrent expenditure per load pass**

'Government recurrent expenditure per load pass' is defined as the total government recurrent expenditure divided by the number of hours successfully completed from assessable modules or units of competency. 'Load pass' is based on assessable enrolments of modules and units of competency achieved/passed and RPL, and does not include non-assessable enrolments.

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

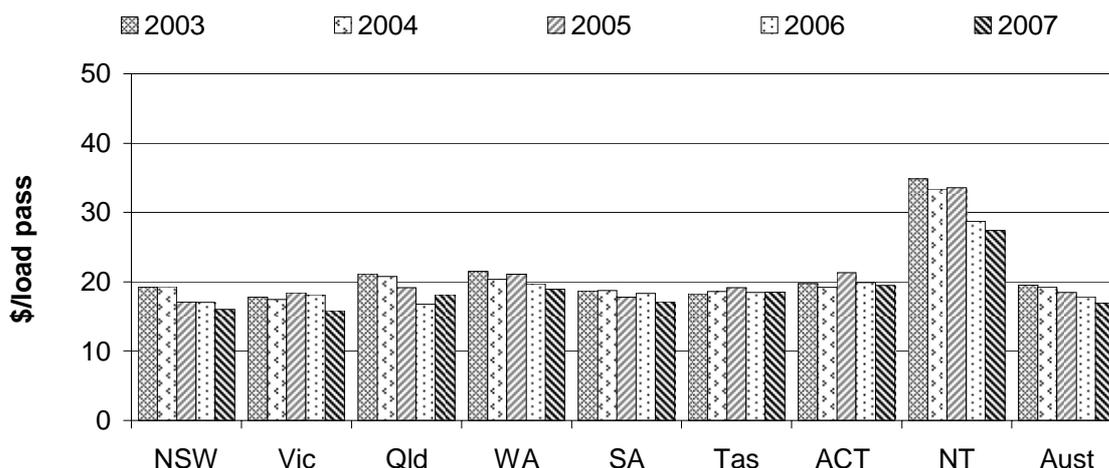
The factors that have the greatest impact on efficiency include:

- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member, and differences in the length of training programs
- differences among states and territories, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Data reported for this indicator are comparable.

Government real expenditure per load pass hour of government funded VET programs in 2007 was \$16.90 nationally. Government real recurrent expenditure per load pass hour decreased from \$19.52 in 2003 (figure 5.14).

Figure 5.14 **Government real recurrent expenditure per hour of publicly funded load pass (2007 dollars)<sup>a, b, c, d</sup>**



<sup>a</sup> The ACT is the only jurisdiction not to levy payroll tax on its VET employees. A payroll tax estimate based on the ACT payroll tax rate has been included in the expenditure data for the ACT. <sup>b</sup> Data for Australia exclude the ACT payroll tax estimate. <sup>c</sup> Load pass is based on assessable enrolments of modules and units of competency achieved/passed and RPL and it does not include non-assessable enrolments. <sup>d</sup> Historical data have been adjusted to 2007 dollars using the GDP chain price index (table 5A.76).

Source: NCVET National financial and VET provider collections (unpublished); table 5A.17.

### *Cost of capital per annual hour and per load pass*

‘Cost of capital per annual hour’ is an indicator of the efficiency of VET services. The cost of capital is included in estimates of the cost of government services because it reflects the opportunity cost of government assets that could otherwise be used to provide other services or to retire debt. Not reporting the user cost of capital underestimates the cost to government of service provision (box 5.10).

### Box 5.10 Cost of capital per annual hour

The 'cost of capital per annual hour' is defined as the cost of capital (adjusted for course mix weight) divided by annual hours. The cost of VET service delivery includes both the cost of capital and recurrent costs. Annual hours are the total hours of delivery based on the standard nominal hour value for each subject undertaken. These represent the hours of supervised training under a traditional delivery strategy.

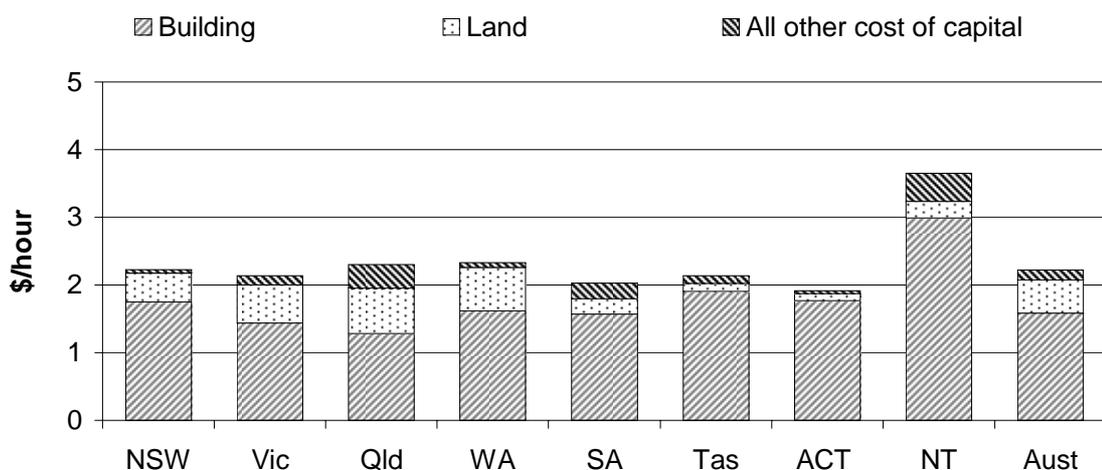
Lower total costs per annual hour may reflect higher efficiency in the delivery of VET services.

The 'cost of capital per annual hour' needs to be interpreted carefully because low unit costs may not necessarily reflect a lessening of quality. Differences in some input costs (for example, land values) could affect reported costs across jurisdictions without necessarily reflecting the efficiency of service delivery. The cost of capital for land is presented separately from the cost of other assets, to allow users assessing the results to consider any differences in land values across jurisdictions. The Steering Committee has adopted a nominal user cost of capital rate of 8 per cent, although the actual rate may vary across jurisdictions. The basis for the 8 per cent capital charge is discussed in chapter 2.

Data reported for this indicator are comparable.

Nationally, the cost of capital per annual hour in 2007 was \$2.22. The largest components of cost of capital per annual hour were building costs (\$1.58) followed by land costs (\$0.50) (figure 5.15).

Figure 5.15 Cost of capital per annual hour, 2007<sup>a</sup>

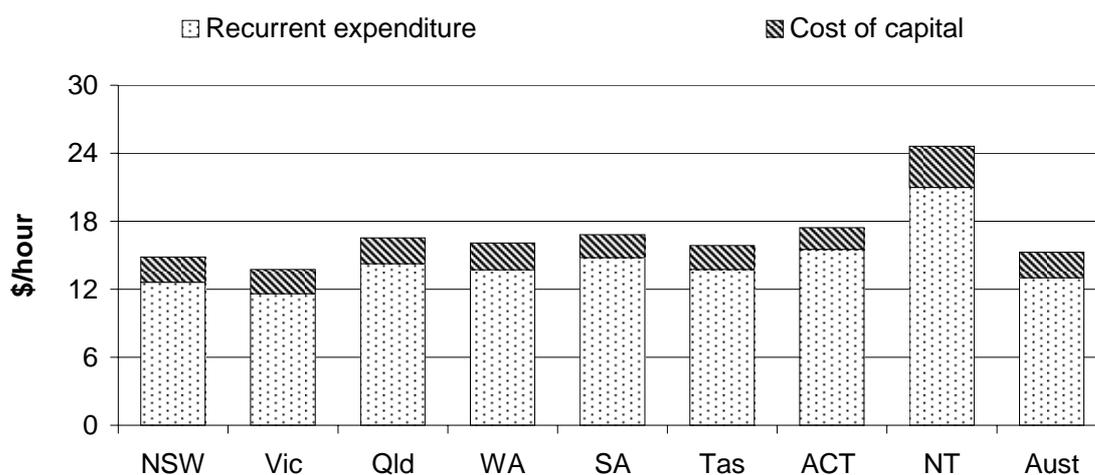


<sup>a</sup> Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions. 'All other cost of capital' includes plant, equipment, motor vehicles and other capital.

Source: NCVET National financial and VET provider collections (unpublished); table 5A.18.

The total cost of VET service delivery includes both the cost of capital and recurrent costs. Nationally, the total cost to government of funding VET per annual hour in 2007 was \$15.25, comprising \$13.03 in recurrent costs and \$2.22 in capital costs (figure 5.16). These results need to be interpreted carefully, because the asset data used to calculate the cost of capital are less reliable than the recurrent cost data.

Figure 5.16 Total government VET costs per annual hour, 2007<sup>a, b</sup>



<sup>a</sup> The ACT is the only jurisdiction not to levy payroll tax on its VET employees. A payroll tax estimate based on the ACT payroll tax rate has been added to the recurrent expenditure data presented for the ACT. <sup>b</sup> Cost of capital includes a user cost of capital rate of 8 per cent for all jurisdictions. 'Cost of capital' includes buildings, land, plant, equipment, motor vehicles and other capital.

Source: NCVET National financial and VET provider collections (unpublished); table 5A.19.

'Cost of capital per load pass' is an indicator of the efficiency of VET services. The cost of capital is included in estimates of the cost of government services because it reflects the opportunity cost of government assets that could otherwise be used to provide other services or to retire debt. Not reporting the user cost of capital underestimates the cost to government of service provision (box 5.11).

### Box 5.11 Cost of capital per load pass

The 'cost of capital per load pass' is defined as the cost of capital divided by hours of publicly funded load pass. 'Load pass' is based on assessable enrolments of modules and units of competency achieved/passed and RPL, and does not include non-assessable enrolments.

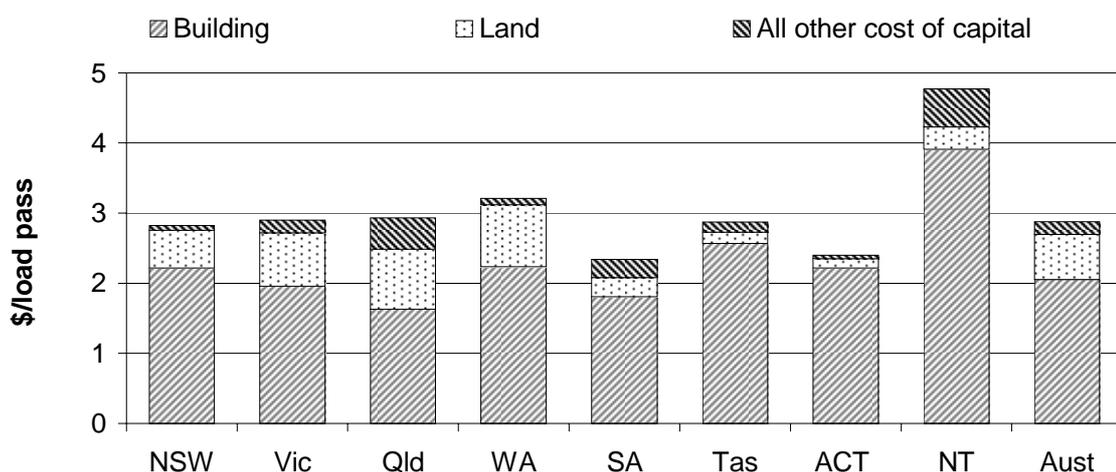
Lower total costs per load pass hour may reflect higher efficiency in the delivery of VET services.

The 'cost of capital per load pass' needs to be interpreted carefully because differences in some input costs (for example, land values) could affect reported costs across jurisdictions without necessarily reflecting the efficiency of service delivery. The cost of capital for land is presented separately from the cost of other assets, to allow users assessing the results to consider any differences in land values across jurisdictions. The Steering Committee has adopted a nominal user cost of capital rate of 8 per cent, although the actual rate may vary across jurisdictions. The basis for the 8 per cent capital charge is discussed in chapter 2.

Data reported for this indicator are comparable.

In 2007, the cost of capital per load pass hour was \$2.88 nationally, the largest components were building (\$2.05) and land (\$0.64) costs (figure 5.17).

Figure 5.17 Cost of capital per hour of publicly funded load pass, 2007<sup>a, b</sup>



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

Source: NCVET National financial and VET provider collections (unpublished); table 5A.20.

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## Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5). The objectives for VET services are to achieve a range of outcomes for students and employers (box 5.3). A range of indicators relating to student and employer outcomes have been identified.

### *Student outcomes*

The annual 'Student Outcomes Survey' conducted by the NCVET identifies training outcomes for students who graduated with a qualification from a course (graduates) and students who successfully completed some training below the level of full qualification and who were no longer engaged in training when the survey was undertaken (module completers). The students must have been undertaking activity within the VET system in Australia in the previous year (box 5.12).

#### **Box 5.12 Student Outcomes Survey**

The data collected about graduates and module completers describes their general characteristics, fields of study, employment outcomes, occupations, industries of employment, satisfaction with their course of study, and further study outcomes.

The survey collects the opinions of a sample of VET students, so the results are estimates of the opinions of the total VET student population. The sample is randomly selected and stratified for graduates and module completers by TAFE institute, field of study, gender and age. Responses are weighted to population benchmarks to minimise non-response bias.

The precision of survey estimates depends on the sample size and the distribution of sample responses. Consequently, jurisdictional comparisons need to be made with care. To assist with making comparisons across jurisdictions, error bars representing the 95 per cent confidence intervals associated with each point estimate are presented in the survey figures. These confidence intervals can be used to test whether the estimates are statistically different across jurisdictions. When comparing the estimates, if the confidence intervals for the jurisdictions overlap, then no statistical difference is detected between the estimates (at the 95 per cent confidence level). Confidence intervals are also included in the relevant tables of the attachment.

In the 2005 survey year, the Student Outcomes Survey underwent a broadening in scope. While the survey in the past was limited to TAFE students, the expanded survey yields data on all VET providers, capturing government funded students (TAFE, private and community education providers), as well as those training on a fee-for-service basis (TAFE and some private and community education providers).

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**Box 5.12 (Continued)**

Additional data relating to all VET providers are provided in the attachment tables. Comparisons between TAFE outcomes and all VET provider outcomes must take into account the demographic characteristics of students as well as the level of qualifications offered across training provider types. The discussion of student outcomes in the chapter focuses on TAFE graduates, that is, students who undertook government funded TAFE activity.

Care needs to be taken when comparing student outcomes across states and territories, because each jurisdiction has different economic, demographic and social profiles that are likely to have an effect on a range of training related outcomes. In particular, economic parameters beyond the control of the VET system may affect employment outcomes for graduates (see appendix A).

*Source:* NCVET (2007a); DEEWR (2008).

*Student employment and further study outcomes*

‘Student employment and further study outcomes’ is an indicator of the VET system’s ability to meet individual students’ objectives. It reports on the benefits students gained from the VET system. These benefits include employment, improved employment circumstances, a pathway for further study/training, and personal development (box 5.13).

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### Box 5.13 Student employment and further study outcomes

'Student employment and further study outcomes' is defined by four measures:

- the proportion of graduates who were employed and/or continued on to further study after completing their course
- the employment rate after participating in VET for students who were unemployed before the course
- the proportion of graduates who improved their employment circumstances after completing their training. 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 work-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 who reported at least one work-related benefit from completing the course.

Holding other factors constant, high or increasing proportions indicate positive employment or further study outcomes after training and a high level of students who received at least one work-related benefit from completing the course. The proportion of students who improved their employment outcomes or were engaged in further study may overlap, since students may realise the two outcomes simultaneously.

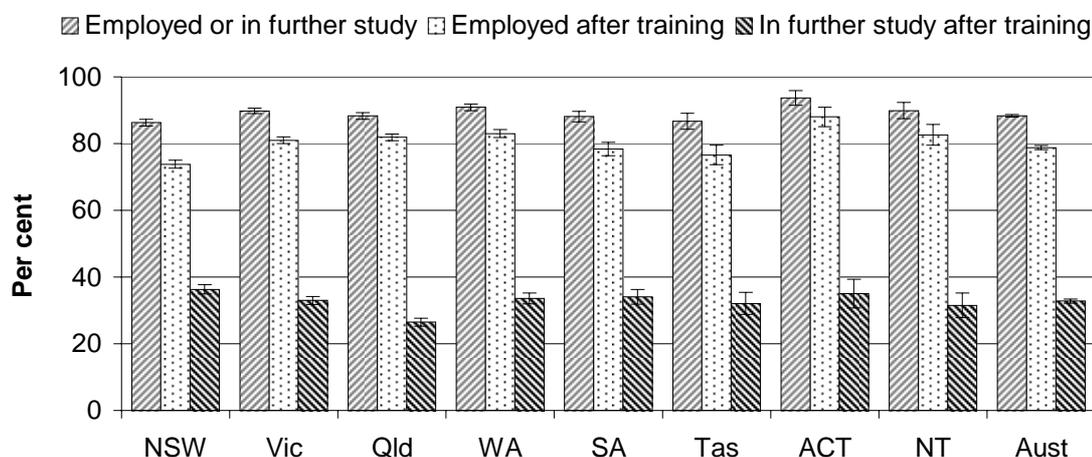
Comparison of labour market outcomes must also account for the general economic conditions in each jurisdiction (see appendix A).

Data reported for this indicator are comparable.

#### *Student employment and further study outcomes — Students who were employed and/or continued on to further study after completing their course*

Nationally, 88.3 per cent of TAFE graduates surveyed indicated that they were either in employment and/or pursuing further study after completing a VET course in 2007 — compared with 86.7 per cent in 2006 (table 5A.21). Of all TAFE graduates in 2007, 78.8 per cent said they were in employment while 32.8 per cent continued on to further study (figure 5.18).

Figure 5.18 Proportion of TAFE graduates in employment and/or who continued on to further study after completing a course, 2007<sup>a, b</sup>



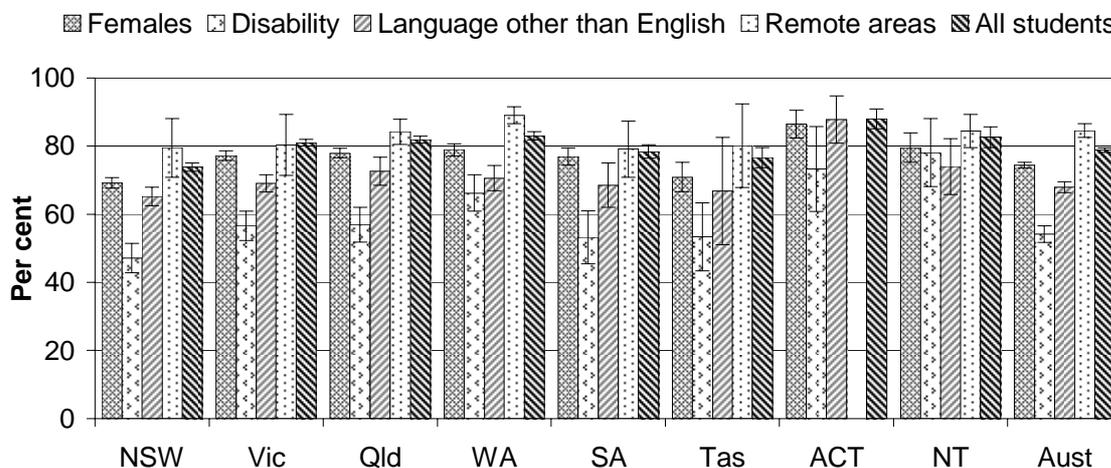
<sup>a</sup> Graduates 'employed after training' and graduates 'in further study after training' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. <sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.21.

The proportion of graduates by target groups who improved their employment circumstance (figure 5.19) or continued onto further study (figure 5.20) can also indicate the equity of outcomes for these groups. (Indigenous student outcomes are reported in a separate indicator.)

Nationally, 84.5 per cent of TAFE graduates from remote and very remote areas, 74.4 per cent of female graduates, 67.9 per cent of graduates who spoke a language other than English at home, and 54.1 per cent of graduates with a disability were employed after completing a course in 2006, compared with 78.8 per cent of all TAFE graduates (figure 5.19). Further information on graduates in employment and/or who continued on to further study after completing a course in 2003–2007 for target groups and geolocation disaggregations are reported in tables 5A.21–5A.28.

**Figure 5.19 Proportion of TAFE graduates in employment after completing a course, by target groups, 2007<sup>a, b, c, d</sup>**

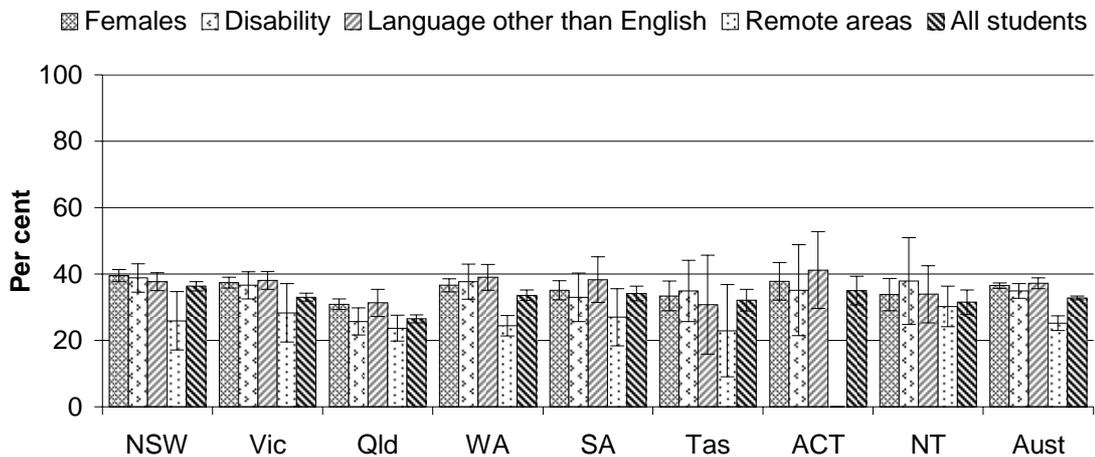


<sup>a</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>b</sup> Care needs to be taken in comparing outcomes for students reporting a disability and students speaking a language other than English at home because of the high non-identification rates for these groups. <sup>c</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT was not published due to 5 or fewer responses. <sup>d</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.21–22 and 5A.26–28.

Nationally, in 2007, a higher proportion of female students (36.5 per cent) and students speaking a language other than English at home (37.2 per cent) continued on to further study after completing a course, compared to all TAFE students (32.8 per cent), students with a disability (34.9 per cent) and students from remote and very remote areas (25.2 per cent) (figure 5.20).

Figure 5.20 Proportion of TAFE graduates who continued on to further study after completing a course, by target groups, 2007<sup>a, b, c, d</sup>

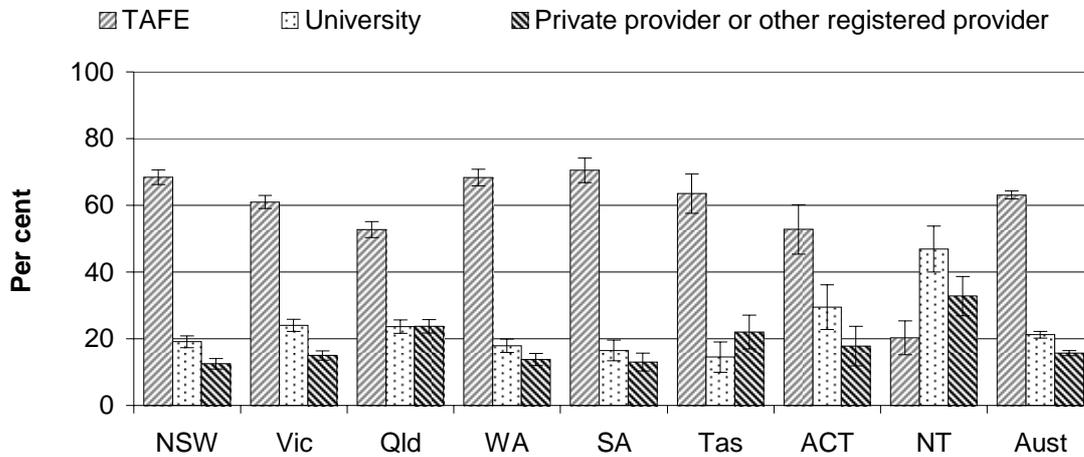


<sup>a</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>b</sup> Care needs to be taken in comparing results for students reporting a disability and students speaking a language other than English at home because of the high non-identification rates for these groups. <sup>c</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT was not published due to 5 or fewer responses. <sup>d</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. The Tasmania 'Remote areas' estimate has a relative standard error greater than 25 per cent and needs to be used with caution.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.21–22 and 5A.26–28.

Of those TAFE graduates who continued on to further study, 63.1 per cent pursued their further study within the TAFE system, while 21.2 per cent went on to further study at universities and 15.7 per cent went on to further study at private providers or other registered providers (figure 5.21).

**Figure 5.21 TAFE graduates who continued on to further study after completing a course, by type of institution, 2007<sup>a</sup>**



<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.21.

*Student employment and further study outcomes — Students who were employed after completing their course*

Nationally, of the TAFE graduates surveyed in 2007 who were unemployed before the course, 52.5 per cent indicated they were employed after the course, 38.6 per cent were unemployed and 8.5 per cent were not in the labour force (figure 5.22).

Figure 5.22 Labour force status after the course of TAFE graduates who were unemployed before the course, 2007<sup>a</sup>

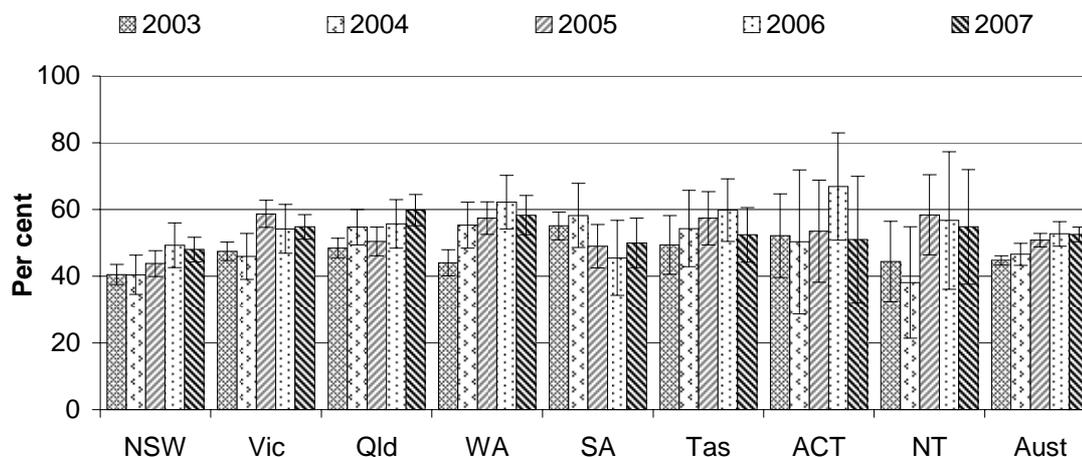


<sup>a</sup> The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.29. The 'Not in the labour force' estimates for Tasmania, ACT and NT, and 'Unemployed' estimates for ACT and NT have relative standard errors greater than 25 per cent and need to be used with caution.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.29.

Between 2003 and 2007, the proportion of TAFE graduates who were unemployed before the course and who became employed after the course increased by 7.7 percentage points (from 44.8 to 52.5 per cent) (figure 5.23).

Figure 5.23 Proportion of TAFE graduates who were unemployed prior to commencing a course and were employed after completing a course<sup>a</sup>



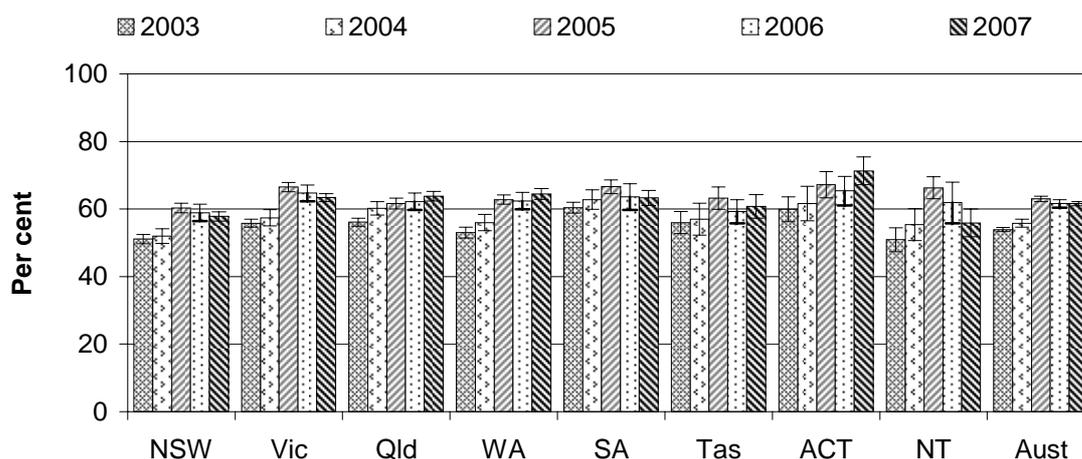
<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.29.

*Student employment and further study outcomes — Students who improved their employment circumstances after completing their course*

Nationally, 61.6 per cent of all TAFE graduates in 2007 indicated they had improved their employment circumstances after completing their course (figure 5.24), an increase of 7.7 percentage points from 2003 (53.9 per cent). Table 5A.34 includes national data for female graduates, graduates who spoke a language other than English at home, graduates with a disability, and graduates from remote and very remote areas. Of these groups, TAFE graduates who reported a disability were the least likely to indicate that they had improved employment circumstances (42.9 per cent).

**Figure 5.24 TAFE graduates who improved their employment circumstances after training, 2007<sup>a</sup>**



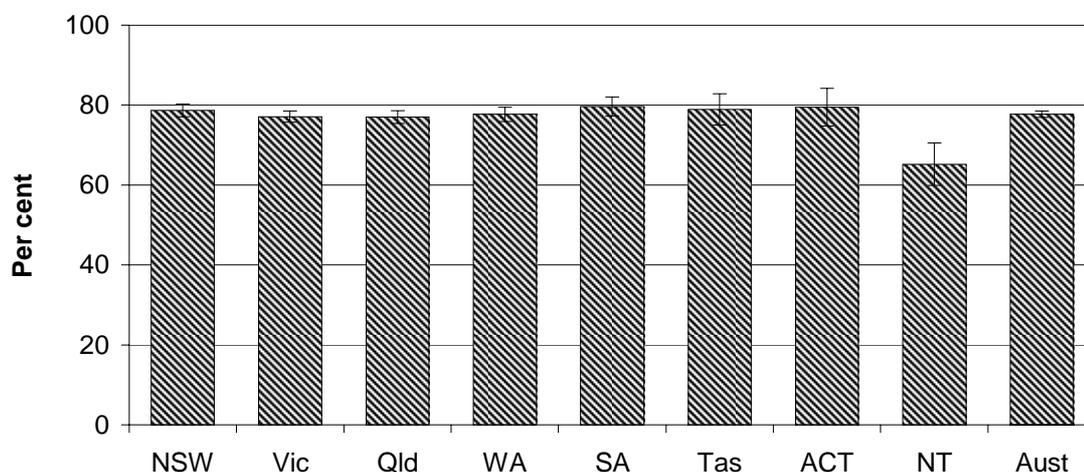
<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.33.

*Student employment and further study outcomes — Students receiving work-related benefit*

Nationally, of the TAFE graduates who undertook their course for employment-related reasons in 2007, 77.7 per cent indicated they had gained at least one work-related benefit from completing the course (figure 5.25).

Figure 5.25 **TAFE graduates who undertook their course for employment-related reasons and who received at least one work-related benefit from completing the course, 2007<sup>a</sup>**



<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.32.

Individual graduates could receive more than one benefit. The benefits reported by graduates included:

- obtained a job (33.4 per cent)
- achieved an increase in earnings (27.0 per cent)
- achieved a promotion or an increased status at work (27.0 per cent)
- a change of job or new job (17.2 per cent)
- gaining the ability to start their own business (6.9 per cent) (table 5A.32).

Information on students who were employed before undertaking a course and who took the course for employment-related reasons and students rating of the relevance of their completed course to their main job (by jurisdiction and over a five year time series) is available in the attachment (tables 5A.30-31).

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

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### *Student achievement in VET*

‘Student achievement in VET’ is an indicator of students’ success in VET. Achievement by VET target groups (females, residents of remote and very remote areas, people with a disability and people speaking a language other than English at home) can also indicate the equity of outcomes for these groups (box 5.14). (Indigenous student outcomes are reported in a separate indicator.)

#### **Box 5.14 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 recognition of prior learning (RPL).
- ‘Number of students who commenced and completed’ is defined as the number of VET students in a given year who commenced a course and eventually completed their course, expressed as a proportion of all course commencing enrolments in that year.

‘Load pass rate’ is a measure of students’ success, which has an impact on a student’s attainment of skills. High ‘load pass rates’ and ‘number of students who commenced and completed’ indicate that student achievement is high, which is desirable. The rates for target groups, relative to those for the general student population, indicate whether target groups are as successful as other students.

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

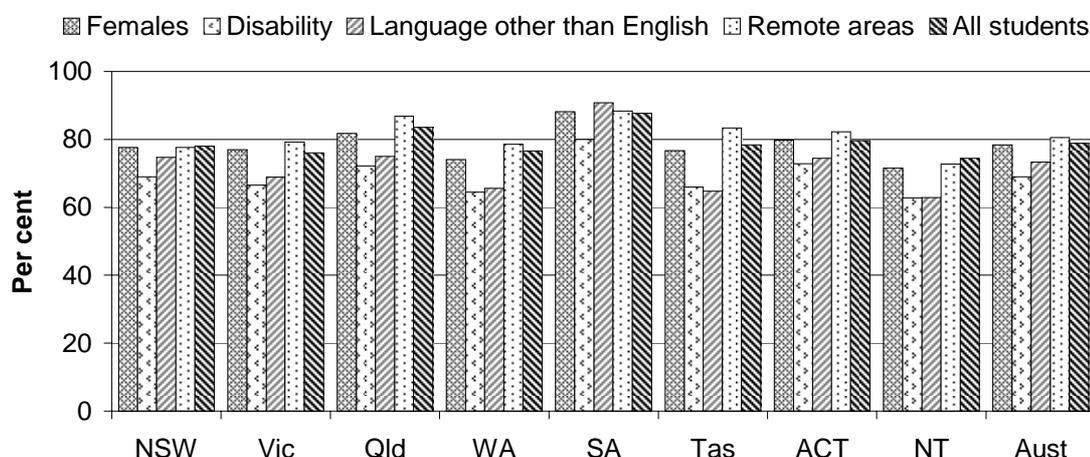
Reporting on the ‘number of students who commenced and completed’, expressed as a proportion of all course commencing enrolments in that year is dependent on the capacity to track individual students over more than one calendar year. Data were not available for the 2009 Report.

Data reported for this indicator are comparable.

### *Student achievement in VET — Load pass rate*

In 2007, the ‘load pass rate’ for all government funded students was 78.8 per cent, similar to load pass rates for female students (78.4 per cent) and students from remote and very remote areas (80.5 per cent). The load pass rates for students reporting a disability (69.0 per cent) and students speaking a language other than English at home (73.3 per cent) were lower than for all students (figure 5.26).

Figure 5.26 Load pass rates, by target groups, 2007<sup>a, b, c, d</sup>



<sup>a</sup> Data are for government recurrent funded hours. <sup>b</sup> Students reported as having a disability are defined as those who self-identify on enrolment forms that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>c</sup> Care needs to be taken in comparing load pass rates for students reporting a disability and students speaking a language other than English at home because the non-identification rates for these groups are high. <sup>d</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. Data for these geolocation disaggregations are for students from these areas throughout Australia studying in the jurisdiction.

Source: NCVET National VET provider collection (unpublished); tables 5A.35–38.

Nationally, between 2003 and 2007, the load pass rates increased for:

- female students by 0.6 percentage points (from 77.8 to 78.4 per cent) (table 5A.35)
- students from remote and very remote areas by 2.7 percentage points (from 77.8 to 80.5 per cent) (table 5A.36)
- students with a disability by 0.1 percentage points (from 68.9 per cent to 69.0 per cent) (table 5A.37)
- students speaking a language other than English at home by 2.7 percentage points (from 70.6 to 73.3 per cent) (table 5A.38)
- all students by 1.7 percentage points (from 77.1 to 78.8) (table 5A.35).

*Student achievement in VET — Number of students who commenced and completed*

Data for this measure were not available for the 2009 Report.

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### *Student satisfaction with VET*

‘Student satisfaction with VET’ is an indicator of students’ satisfaction with their training program. It measures whether students achieved their main reason for doing a course and whether they were satisfied or very satisfied with the overall quality of their VET training program. Satisfaction by VET target groups (females, residents of remote and very remote areas, people with a disability and people speaking a language other than English at home) can also indicate the equity of outcomes for these groups (box 5.15). (Indigenous student outcomes are reported in a separate indicator.)

#### **Box 5.15 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.

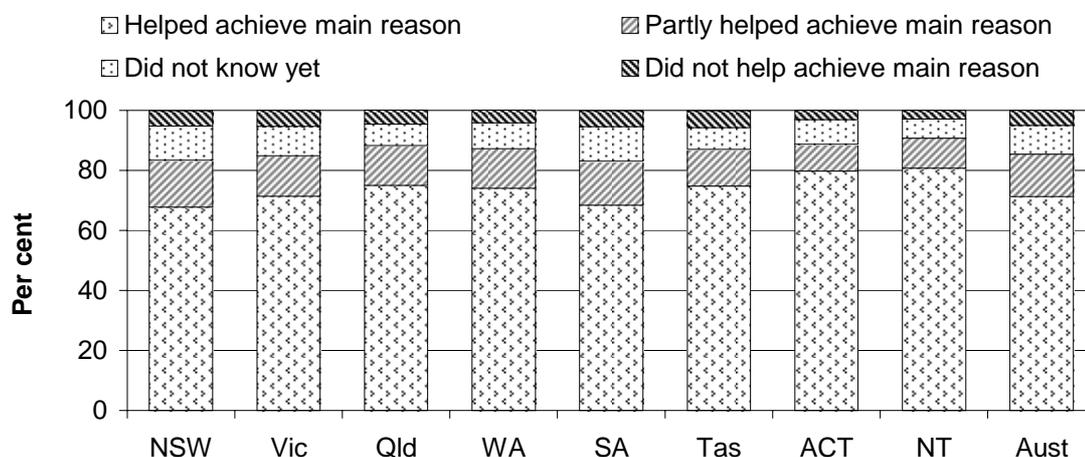
A higher percentage indicates a higher level of satisfaction. The proportion of graduates who achieve their training objectives varies according to their objectives — employment related, further study and/or developmental — so it is useful to distinguish amongst types of student objectives.

Data reported for this indicator are comparable.

### *Student satisfaction with VET — Students who achieve their main reason for doing a course*

In 2007, 85.4 per cent of TAFE graduates surveyed nationally indicated that their course helped (71.3 per cent) or partly helped (14.1 per cent) them achieve their main reason for doing the course — slightly higher than the 77.8 per cent total reported in 2003. Of those graduates surveyed in 2007, 5.0 per cent indicated their course did not help them achieve the main reason they did the course, compared with 9.2 per cent in 2003 (table 5A.39, figure 5.27).

Figure 5.27 Proportion of TAFE graduates who achieved their main reason for doing the course, 2007<sup>a</sup>

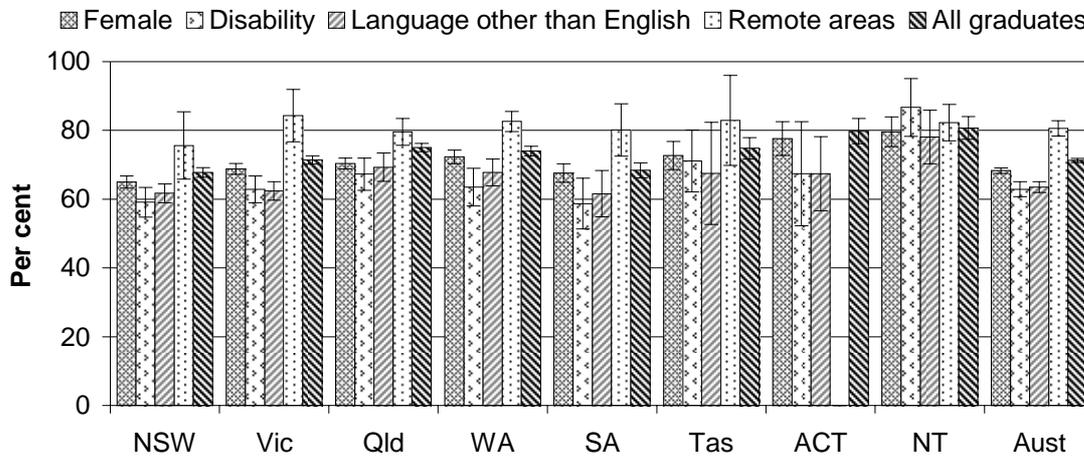


<sup>a</sup> The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.39. The NT 'Did not help achieve main reason' estimate has a relative standard error greater than 25 per cent and needs to be used with caution.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.39.

Nationally in 2007, of the target groups, students from remote and very remote areas were the most likely to indicate that the course helped them achieve their main reason for doing the course (80.6 per cent), while graduates reporting a disability were the least likely to do so (62.9 per cent). Of all TAFE graduates surveyed, 71.3 per cent indicated that the course helped them achieve their main reason for doing the course (figure 5.28).

**Figure 5.28 Proportion of TAFE graduates who achieved their main reason for doing the course, by target groups, 2007<sup>a, b, c</sup>**



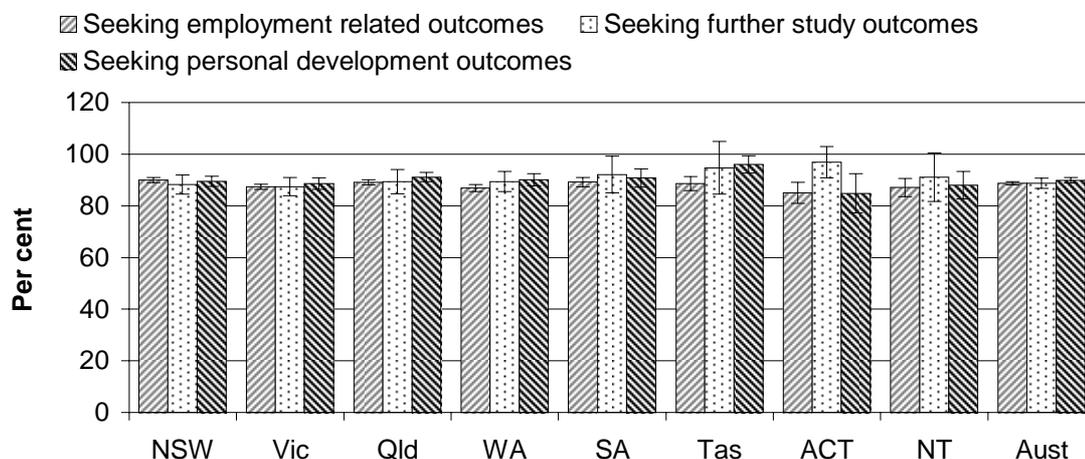
<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>c</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT not published due to 5 of fewer responses.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.39–40 and 5A.44–46.

### *Student satisfaction with VET — Students who were satisfied with the quality of their completed training*

In 2007, 89.0 per cent of TAFE graduates surveyed nationally indicated that they were satisfied with the quality of their completed training (table 5A.47). The satisfaction levels across students undertaking training with different objectives were very similar — students seeking employment related outcomes (88.7 per cent), seeking further study outcomes (88.7 per cent) and seeking personal development outcomes (89.9 per cent) (figure 5.29).

Figure 5.29 Proportion of TAFE graduates who were satisfied with the quality of their completed course, by purpose of study, 2007<sup>a, b</sup>



<sup>a</sup> Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).  
<sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

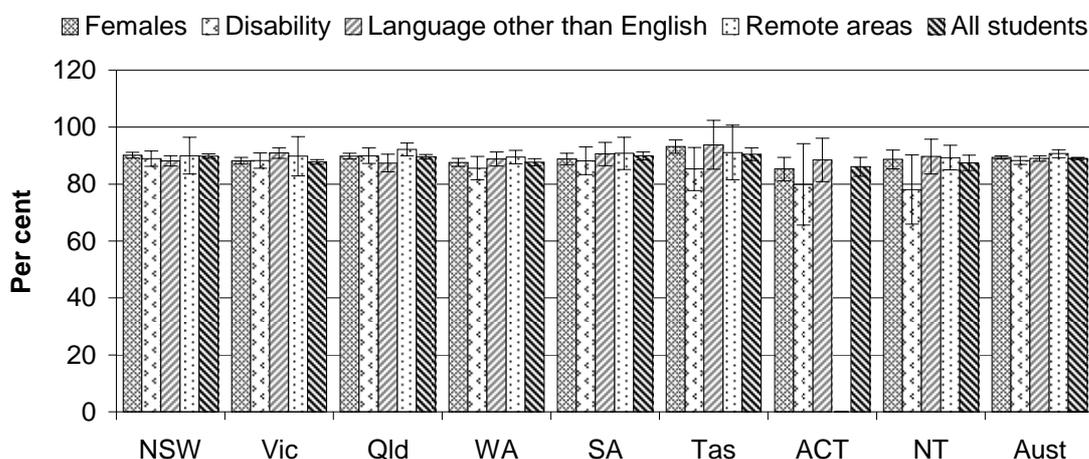
Source: NCVET Student Outcomes Survey (unpublished); table 5A.47.

The satisfaction level across target groups were also very similar (figure 5.30):

- female graduates (89.4 per cent) (table 5A.48)
- graduates speaking a language other than English at home (89.0 per cent) (table 5A.54)
- graduates reporting a disability (88.3 per cent) (table 5A.53)
- graduates from remote and very remote areas (90.7 per cent) (table 5A.52).

A further breakdown of graduates by target groups and graduates by Accessibility and Remoteness Index for Australia (ARIA) geographical classifications, by the purpose of study, can be found in attachment tables 5A.48–54.

**Figure 5.30 Proportion of TAFE graduates who were satisfied with the quality of their completed course, by target groups, 2007<sup>a, b, c, d</sup>**



<sup>a</sup> Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale). <sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. <sup>c</sup> Students reported as having a disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>d</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in the jurisdiction. The remote data for the ACT were not published due to 5 or fewer responses.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.47–48 and 5A.52–54.

### Skill profile

‘Skill profile’ is an indicator of the VET system’s ability to create and maintain a national pool of skilled Australian workers that is sufficient to support internationally competitive commerce and industry. It measures the stock of VET skills held by Australians (box 5.16).

#### Box 5.16 Skill profile

There are currently no indicators for ‘skill profile’, and in the interim ‘skill outputs from VET’ are reported under this indicator.

‘Skill outputs from VET’ measures students’ skill outputs from the VET system in a given year.

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**Box 5.16 (Continued)**

'Skill outputs from VET' is defined by four measures:

- 'Qualifications completed' is defined as the number of qualifications completed each year by both government and non-government funded students in VET, where a qualification is a certification to a person on successful completion of a course in recognition of having achieved particular knowledge, skills or competencies.
- 'Units of competency' is defined as the number of units of competency achieved each year by government recurrent funded VET students, where a unit of competency is defined as a component of a competency standard and/or a statement of a key function or role in a particular job or occupation.
- 'Modules completed' is defined as the number of modules (outside training packages) achieved/passed each year by government recurrent funded VET students, where a module (also called a subject) is a unit of education or training which can be completed on its own or as part of a course. Modules may also result in the attainment of one or more units of competency.
- 'Annual change in qualifications completed, units of competency and modules achieved/passed' is defined as the percentage change of qualifications, units of competency or modules achieved/passed from year to year.

Holding other factors constant, high or increasing numbers of qualifications completed and units of competency or modules achieved/passed results in a greater increase in the stock of VET skills.

Qualifications completed in 2006 are counted in 2008 and are included in the 2009 Report.

Data reported for this indicator are not directly comparable.

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.

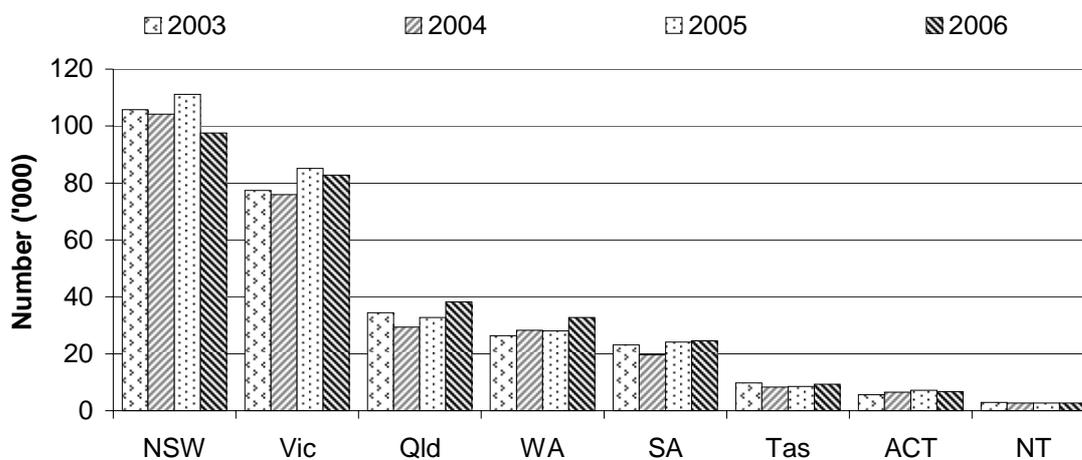
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### *Skill outputs from VET — qualifications completed*

Nationally, approximately 294 600 VET qualifications were completed in 2006 (table 5A.55). The number of qualifications completed includes both government and non-government funded VET students. The number of qualifications completed varied across jurisdictions (figure 5.31).

**Figure 5.31 Qualifications completed, all graduates<sup>a, b, c, d</sup>**

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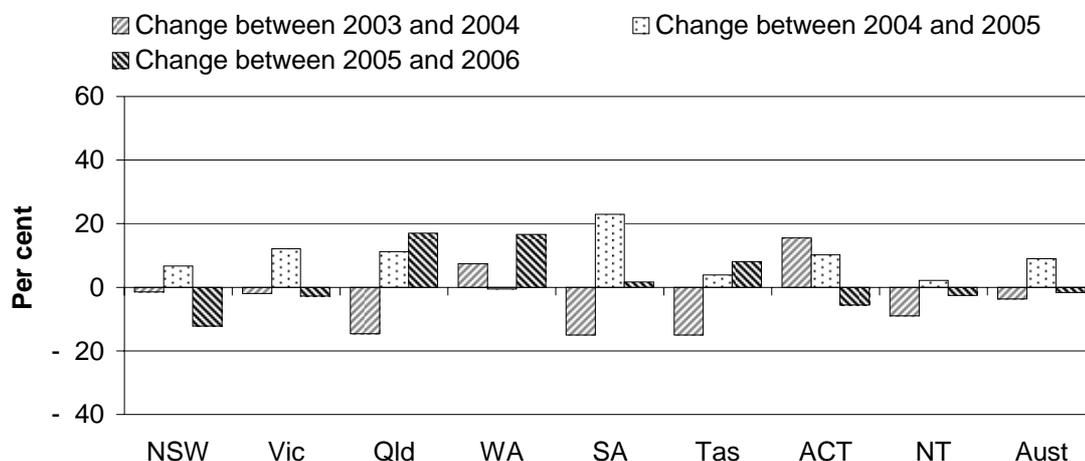


<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> In 2006, WA reported additional awards completed in 2003. <sup>d</sup> SA data include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2003-2005 have been adjusted to include SA VISA (VET in Schools Assessment) data.

Source: NCVET National VET provider collection (unpublished); table 5A.55.

The number of qualifications completed fell by 1.7 per cent between 2005 and 2006 after having increased by 9.0 per cent between 2004 and 2005 (figure 5.32). Overall, VET qualifications increased by 3.3 per cent between 2003 and 2006 (table 5A.55).

Figure 5.32 **Qualifications completed, by change from previous year, all graduates<sup>a, b, c, d</sup>**



<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> In 2006, WA reported additional awards completed in 2003. <sup>d</sup> SA data includes VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2003-2005 have been adjusted to include SA VISA (VET in Schools Assessment) data.

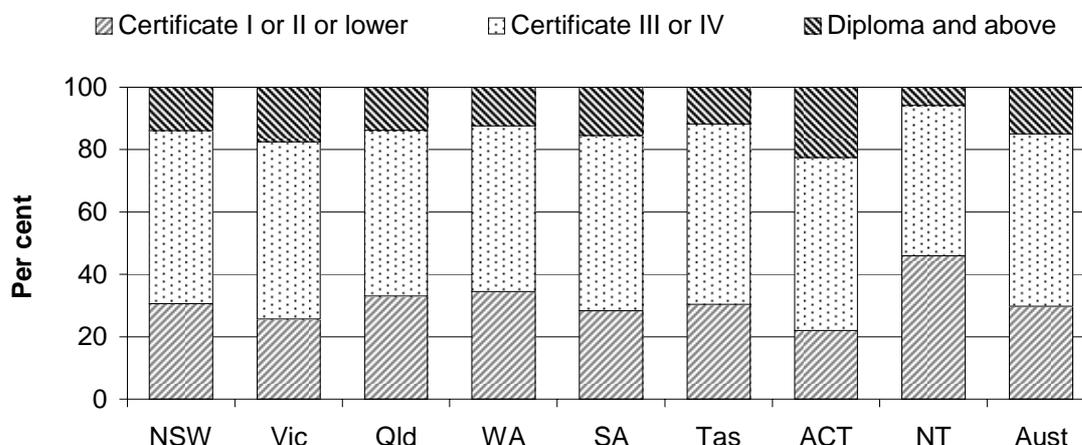
Source: NCVET National VET provider collection (unpublished); table 5A.55.

Amongst the VET target groups, between 2003 and 2006 the number of qualifications completed nationally increased by:

- 1.0 per cent for female students (table 5A.55)
- 20.9 per cent for students with a disability (table 5A.57)
- 14.5 per cent for students speaking a language other than English at home (table 5A.58)
- 7.7 per cent for students from remote and very remote areas (table 5A.56). (Indigenous student outcomes are reported in a separate indicator.)

In 2006, 14.9 per cent of qualifications completed were at the diploma or advanced diploma level, 55.3 per cent at certificate level III or IV and 29.7 per cent at certificate level I or II or lower (figure 5.33).

Figure 5.33 Qualifications completed, by course level, 2006<sup>a, b, c, d</sup>



<sup>a</sup> Qualifications completed include courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> In 2006, WA reported additional awards completed in 2003. <sup>d</sup> SA data includes VET in schools which has been assessed by TAFE.

Source: NCVET National VET provider collection (unpublished); table 5A.59.

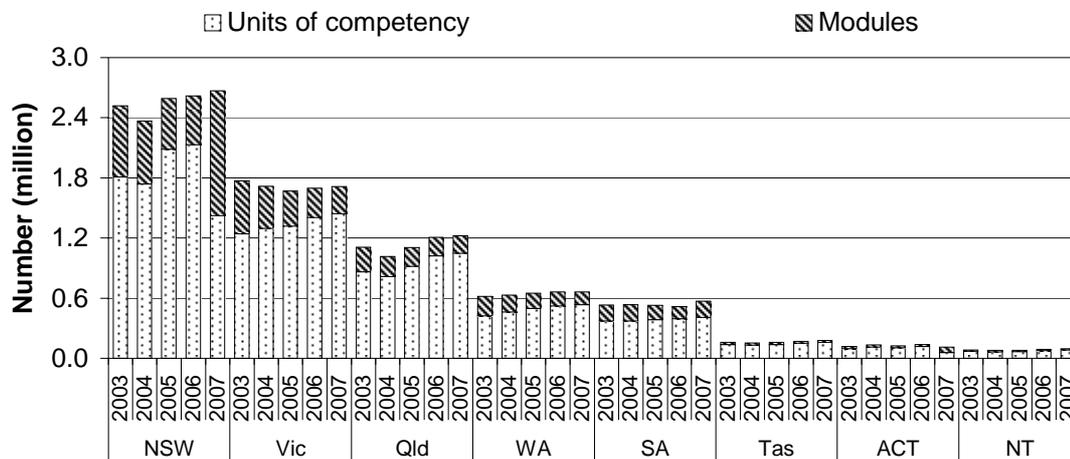
### *Skill outputs from VET — Units of competency and modules completed*

Due to changes in the AVETMIS reporting standard and the method of implementation of these changes by some training providers and states, a large number of units of competency that the ACT and NSW reported in previous years have not been reported in 2007. In addition, a large number of modules that would not have been reported in previous years have been reported in 2007 by the ACT and NSW. As a result, reported units of competency have significantly decreased and the number of modules have significantly increased in 2007.

Nationally, students achieved 5.2 million units of competency in 2007, an increase from 5.0 million in 2003. This was a 2.9 per cent increase in units of competency achieved/passed over this period (table 5A.60).

Nationally, students achieved 2.1 million modules in 2007, an increase from 1.9 million modules in 2003. This was a 8.9 per cent increase in modules achieved/passed over this period (table 5A.64). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 5.34).

Figure 5.34 Units of competency and modules achieved/passed, all students<sup>a, b, c, d</sup>

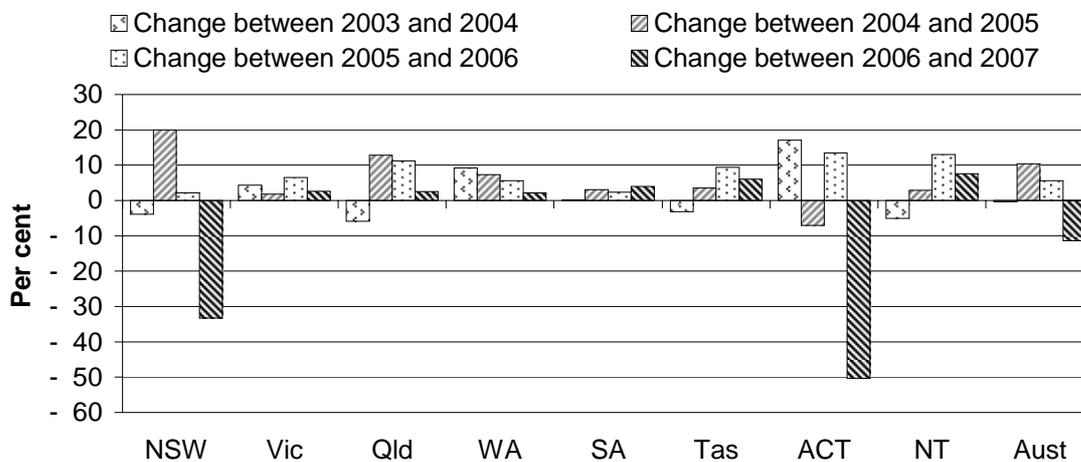


<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2003–2005 have been adjusted to include SA VISA (VET in Schools Assessment) data. <sup>d</sup> Due to changes in the AVETMISS reporting standard and the method of implementation of these changes, a large number of Units of Competency that the ACT and NSW reported in previous years have not been reported in 2007. In addition, a large number of modules that would not have been reported in previous years have been reported in 2007 by the ACT and NSW.

Source: NCVET National VET provider collection (unpublished); tables 5A.60 and 5A.64.

Figure 5.35 shows the annual changes in the number of units of competency achieved/passed since 2003, indicating that the national number of units of competency achieved/passed decreased by 11.4 per cent from 2006 to 2007.

Figure 5.35 Units of competency achieved/passed, by change from previous year<sup>a, b, c, d, e</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data includes VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2003-2005 have been adjusted to include SA VISA (VET in Schools Assessment) data. <sup>d</sup> The Australia data for 2003-2005 have been revised due to changes to SA and NT reporting. <sup>e</sup> Due to changes in the AVETMIS reporting standard and the method of implementation of these changes, a large number of Units of Competency that the ACT and NSW reported in previous years have not been reported in 2007. In addition, a large number of modules that would not have been reported in previous years have been reported in 2007 by the ACT and NSW.

Source: NCVET National VET provider collection (unpublished); table 5A.60.

Amongst the VET target groups, between 2003 and 2007 the number of units of competency achieved/passed nationally changed as follows:

- decreased 4.3 per cent for female students, while for males, it increased by 10.4 per cent (table 5A.60)
- decreased by 5.4 per cent for students speaking a language other than English at home (table 5A.63)
- increased by 10.7 per cent for students from remote and very remote areas (table 5A.61)
- increased by 12.3 per cent for students reporting a disability (table 5A.62).

The number of modules achieved/passed by students nationally decreased annually from 2003 to 2006, while it increased by 61.6 per cent from 2006 to 2007 (figure 5.36).

Figure 5.36 Modules achieved/passed, by change from previous year<sup>a, b, c, d, e</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2003-2005 have been adjusted to include SA VISA (VET in Schools Assessment) data. <sup>d</sup> The Australia data for 2003-2005 have been revised due to changes to SA and NT reporting. <sup>e</sup> Due to changes in the AVETMISS reporting standard and the method of implementation of these changes, a large number of Units of Competency that the ACT and NSW reported in previous years have not been reported in 2007. In addition, a large number of modules that would not have been reported in previous years have been reported in 2007 by the ACT and NSW.

Source: NCVET National VET provider collection (unpublished); table 5A.64.

Amongst the VET target groups, the number of modules achieved/passed nationally between 2003 and 2007 decreased for students from remote and very remote areas by 1.9 per cent (tables 5A.65), and increased for other groups by:

- 16.4 per cent for female students, and by 3.5 per cent for males (table 5A.64)
- 15.7 per cent for students who reported a disability (table 5A.66)
- 52.9 per cent for students speaking a language other than English at home (table 5A.67).

### Indigenous outcomes

'Indigenous outcomes' is an indicator of the extent to which Indigenous people achieve positive outcomes from VET services (box 5.17).

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### Box 5.17 Indigenous outcomes

'Indigenous outcomes' is defined by three measures:

- 'Indigenous students' achievement in VET' measures Indigenous students' success in VET. It reports on load pass rates achieved by Indigenous students and the number of Indigenous students who commenced and completed expressed as a proportion of all course commencing enrolments by Indigenous students in that year.
- 'Skill outputs of Indigenous students' measures the level of skill outputs achieved in a given year by Indigenous students from the VET system. It reports on the number of qualifications completed by Indigenous students, the number of units of competency and the number of modules (outside training packages) achieved/passed by Indigenous students.
  - 'Qualifications completed by Indigenous students' is defined as the number of qualifications completed by both government and non-government funded Indigenous students each year in VET, where a qualification is a certification awarded to a person on successful completion of a course in recognition of having achieved particular knowledge, skills or competencies.
  - 'Units of competency achieved by Indigenous students' is defined as the number of units of competency achieved/passed by Indigenous government recurrent funded VET students, where a unit of competency is defined as a component of a competency standard and/or a statement of a key function or role in a particular job or occupation.
  - 'Modules completed by Indigenous students' is defined as the number of modules (outside training packages) achieved/passed each year by Indigenous government recurrent funded VET students, where a module (also called a subject) is a unit of education or training which can be completed on its own or as part of a course. Modules may also result in the attainment of one or more units of competency.
- 'VET outcomes for Indigenous students' measures the VET system's ability to meet Indigenous students' objectives. It reports on the proportion of Indigenous students who were satisfied with the quality of their completed course; the proportion of Indigenous graduates who were employed and/or continued on to further study after completing a course (compared to those of the general population); and the proportion of Indigenous graduates who improved their employment circumstances after completing training (compared to those of the general population).

(Continued on next page)

**Box 5.17 (Continued)**

High 'load pass rates' and 'number of students who commenced and completed' indicate that student achievement is high, which is desirable. Holding other factors constant, high or increasing numbers of qualifications completed, and units of competency or modules achieved/passed results in a greater increase in VET skills. Higher proportions of Indigenous student satisfaction indicates higher levels of satisfaction. The proportion of graduates who achieve their training objectives varies according to their objectives — employment related, further study and/or developmental — so it is useful to distinguish amongst types of student objective. High or increasing proportions of employment or further study outcomes after training are positive.

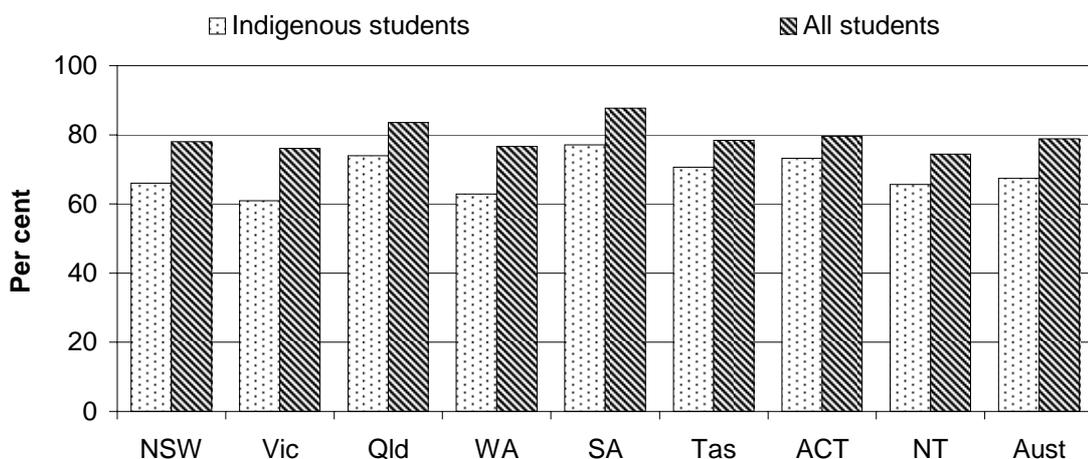
Reporting on students who commenced and completed is dependent on the capacity to track individual students over more than one calendar year and the data are not yet available. Qualifications completed in 2006 are counted in 2008 and are included in the 2009 Report.

Data reported for this indicator are not directly comparable.

*Indigenous students' achievement in VET*

In 2007, the national 'load pass rate' for Indigenous government funded students (67.4 per cent) was lower than the national load pass rate for all government funded students (78.8 per cent) (figure 5.37).

**Figure 5.37 Indigenous students' load pass rate, 2007<sup>a</sup>**

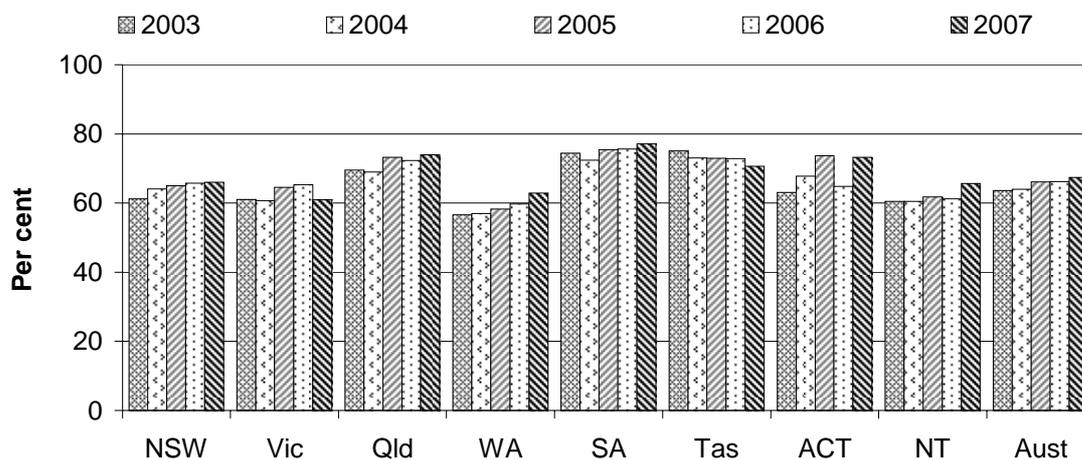


<sup>a</sup> Data are for government recurrent funded hours.

Source: NCVET National VET provider collection (unpublished); table 5A.68.

Nationally, the load pass rate for Indigenous government funded students increased from 63.6 per cent in 2003 to 67.4 per cent in 2007 (figure 5.38).

Figure 5.38 Indigenous students' load pass rate<sup>a</sup>



<sup>a</sup> Data are for government recurrent funded hours..

Source: NCVET National VET provider collection (unpublished); table 5A.68.

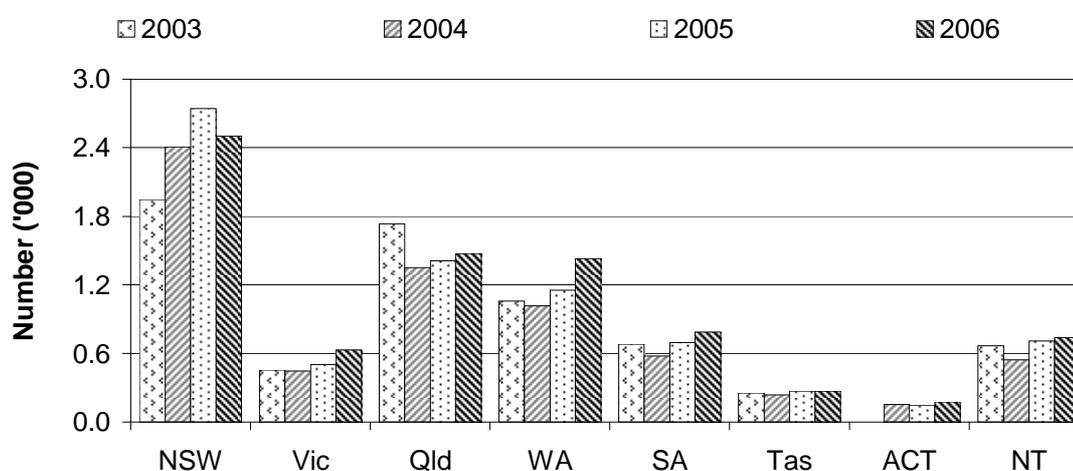
### *Indigenous students' skill outputs*

The measure 'skill outputs of Indigenous students' reports on the number and proportion of qualifications completed, units of competency and modules (outside training packages) achieved/passed in a given year.

### *Indigenous students' skill outputs — Qualifications completed*

Nationally, Indigenous students completed 8007 VET qualifications in 2006, an increase of 4.9 per cent from 7632 in 2005. Indigenous students accounted for 2.7 per cent of all the qualifications completed in 2006 (table 5A.69). The number of qualifications completed by Indigenous students varied across jurisdictions (figure 5.39).

Figure 5.39 Qualifications completed by Indigenous students<sup>a, b, c, d</sup>



<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> In 2006, WA reported additional awards completed in 2003. The 2003 ACT data were rounded to zero. <sup>d</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2003–2005 have been adjusted to include SA VISA (VET in Schools Assessment) data.

Source: NCVET National VET provider collection (unpublished); table 5A.69.

### *Indigenous students' skill outputs — Units of competency and modules completed*

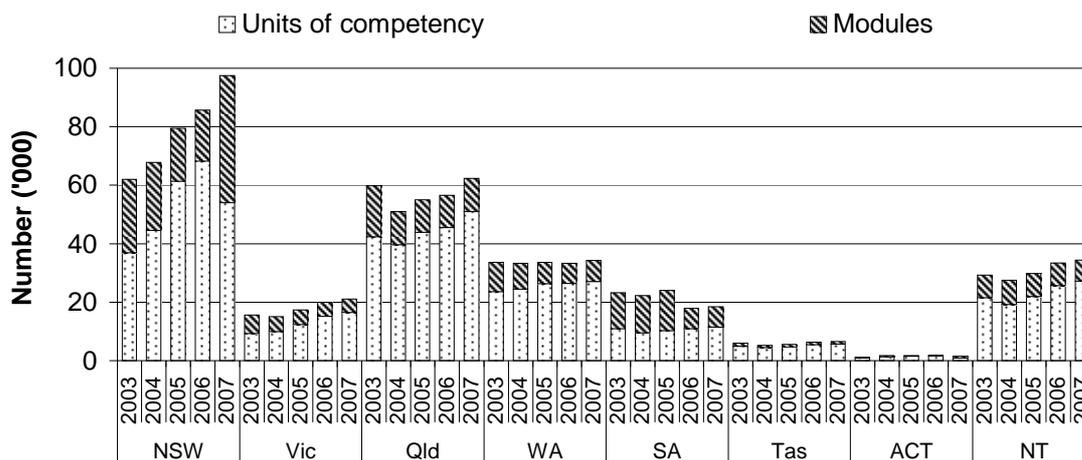
Due to changes in the AVETMIS reporting standard and the method of implementation of these changes by some training providers and states, a large number of Units of Competency that the ACT and NSW reported in previous years have not been reported in 2007. In addition, a large number of modules that would not have been reported in previous years have been reported in 2007 by the ACT and NSW. As a result, reported units of competency have significantly decreased and the number of modules have significantly increased in 2007.

Nationally, Indigenous government funded students achieved/passed 193 823 units of competency in 2007, a decrease of 2.6 per cent from 198 899 units in 2006. Units of competency achieved/passed increased by 29.0 per cent from 150 221 units in 2003 (table 5A.70).

The VET sector is focussed on delivering nationally approved training package qualifications and units of competency as opposed to modules. Nationally, the number of modules achieved/passed by Indigenous government funded students increased by 46.5 per cent from 56 096 in 2006 to 82 182 in 2007. The number of modules achieved/passed increased by 2.2 per cent from 80 404 in 2003

(table 5A.70). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 5.40).

**Figure 5.40 Units of competency and modules achieved/passed, by Indigenous students<sup>a, b, c, d</sup>**



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> NSW reported data on two additional programs for the first time in 2006. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE. To enable comparability of data, SA data for 2003–2005 have been adjusted to include SA VISA (VET in Schools Assessment) data. <sup>d</sup> Due to changes in the AVETMISS reporting standard and the method of implementation of these changes, a large number of Units of Competency that the ACT and NSW reported in previous years have not been reported in 2007. In addition, a large number of modules that would not have been reported in previous years have been reported in 2007 by the ACT and NSW.

Source: NCVET National VET provider collection (unpublished); table 5A.70.

### *VET outcomes for Indigenous students*

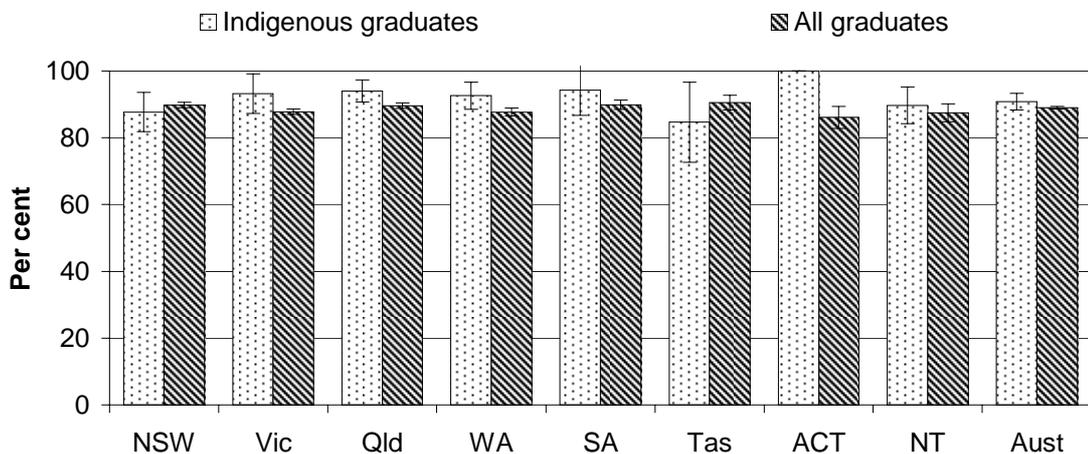
The measure ‘VET outcomes of Indigenous students’ reports on Indigenous students’ satisfaction with VET and Indigenous employment and further study outcomes.

#### *VET outcomes for Indigenous students — satisfaction with VET*

The measure ‘Indigenous students’ satisfaction with VET’ reports on the proportion of Indigenous graduates who indicated they were satisfied with the quality of their completed VET course.

Nationally, 90.8 per cent of Indigenous TAFE graduates surveyed in 2007 indicated that they were satisfied with the quality of their completed course, compared with 89.0 per cent for all TAFE graduates (figure 5.41).

Figure 5.41 **Proportion of TAFE graduates who were satisfied with the quality of their completed course, by Indigenous status, 2007<sup>a, b</sup>**



**a** Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).

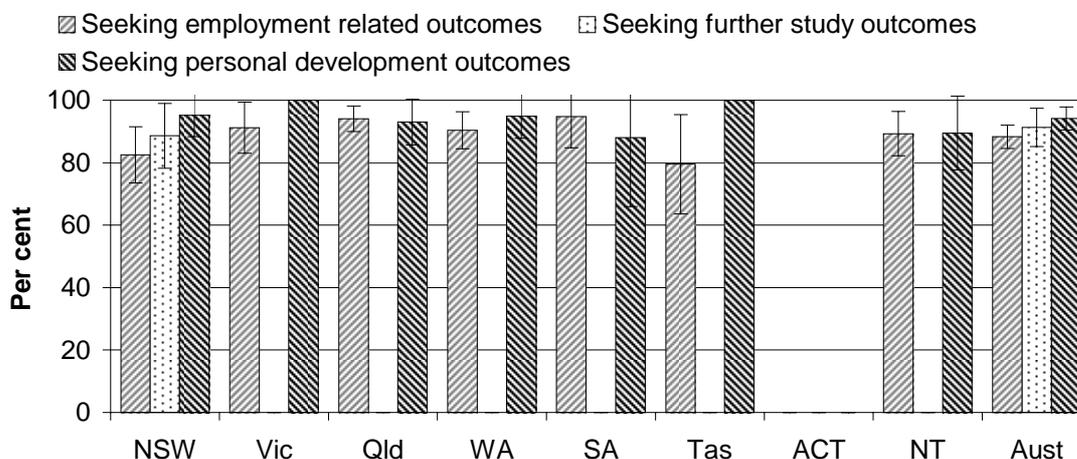
**b** The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.47 and 5A.71.

Of those Indigenous TAFE graduates who completed courses in 2007, the proportion of those who indicated that they were satisfied with their courses was:

- 88.3 per cent of those seeking employment related outcomes
- 91.3 per cent of those seeking further study outcomes
- 94.2 per cent of those seeking personal development (figure 5.42).

**Figure 5.42 Proportion of Indigenous TAFE graduates who were satisfied with the quality of their course, by purpose of study, 2007<sup>a, b, c, d</sup>**



<sup>a</sup> Satisfaction with overall quality of training was rated as satisfied or very satisfied (4 or 5 on a 5 point scale).  
<sup>b</sup> The seeking further study outcomes data for ACT were nil or rounded to zero. Data for Victoria, Queensland, WA, SA, Tasmania, the ACT and the NT are not published due to 5 or fewer responses. <sup>c</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.  
<sup>d</sup> Due to insufficient sample size it was not possible to calculate an estimate of the variance for some proportions.

Source: NCVET Student Outcomes Survey (unpublished); table 5A.71.

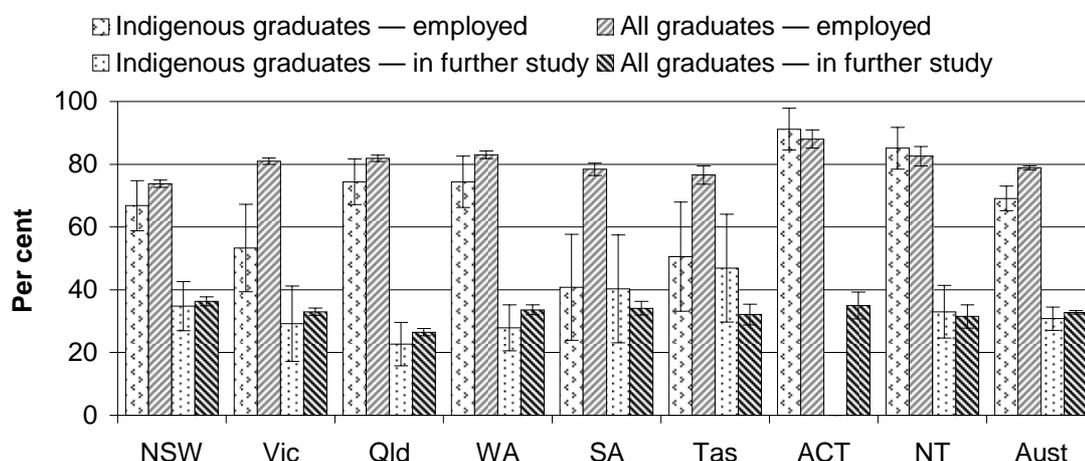
Further information on Indigenous students' views of their VET courses is available in the 2006 Report (SCRGSP 2006, box 4.18) and in the NCVET publication, *Indigenous Australians' training experiences 2004 – First findings* (NCVET 2005).

#### *VET outcomes for Indigenous students —employment and further study outcomes*

'Indigenous students' employment and further study outcomes' measures the proportion of Indigenous graduates who improved their employment circumstances or continued on to further study after completing training.

In 2007, 81.9 per cent of Indigenous TAFE graduates surveyed nationally indicated that they were employed and/or in further study after completing a course (table 5A.72). The proportion of students who improved their employment outcomes or were engaged in further study may overlap, since students may realise the two outcomes simultaneously. Of Indigenous TAFE graduates, 69.1 per cent indicated that they were employed after completing a course (compared with 78.8 per cent of all TAFE graduates) and 30.8 per cent continued on to further study (compared with 32.8 per cent of all TAFE graduates) (figure 5.43).

**Figure 5.43 Proportion of TAFE graduates who were in employment and/or continued on to further study after completing a course, by Indigenous status, 2007<sup>a, b, c</sup>**

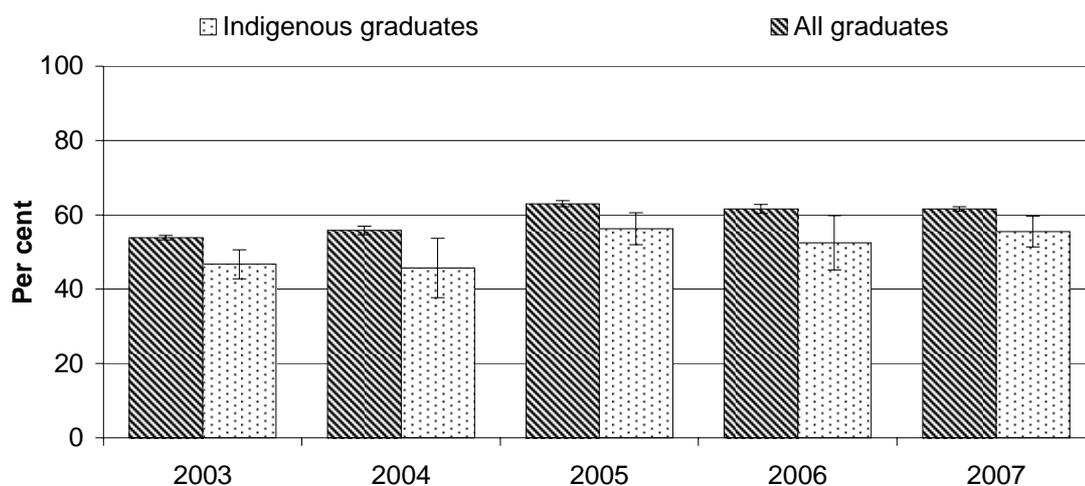


<sup>a</sup> Graduates 'employed' and graduates 'in further study' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. <sup>b</sup> The ACT 'Indigenous graduates — in further study' data are not published due to 5 or fewer responses. <sup>c</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Student Outcomes Survey (unpublished); tables 5A.21 and 5A.72.

Nationally, 55.5 per cent of all Indigenous TAFE graduates in 2007 indicated they had improved their employment circumstances after completing their course (compared with 61.6 per cent of all TAFE graduates) (figure 5.44).

**Figure 5.44 Indigenous TAFE graduates who improved their employment circumstances after training, 2007<sup>a</sup>**

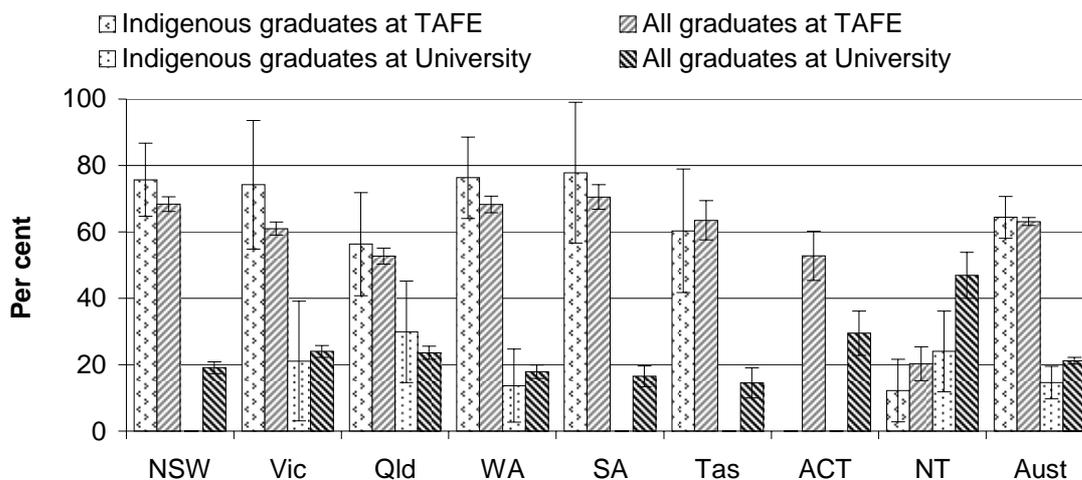


<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER Student Outcomes Survey (unpublished); table 5A.33 and table 5A.73.

Of those Indigenous TAFE graduates who went on to further study, 64.4 per cent continued on to further study within the TAFE system (compared with 63.1 per cent for all TAFE graduates) and 14.6 per cent went to university (compared with 21.2 per cent for all TAFE graduates) (figure 5.45).

**Figure 5.45 TAFE graduates who continued on to further study after completing a course, by Indigenous status, by type of institution, 2007<sup>a, b</sup>**



<sup>a</sup> The 'Indigenous graduates at TAFE' data for the ACT and the 'Indigenous graduates at University' data for NSW, SA, Tasmania and the ACT are not published due to 5 or fewer responses. The NT Indigenous graduates at TAFE estimate for the NT, and the Indigenous graduates at University estimates for the NT, Victoria, Queensland and WA, have relative standard errors greater than 25 per cent and should be used with caution. <sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET Student Outcomes Survey (unpublished); tables 5A.21 and 5A.72.

### Employer outcomes

The biennial Survey of Employers' Use and Views of the VET System captures the extent to which employers make use of, and are satisfied with, aspects of the VET system. The latest survey was conducted in 2007. 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

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period), and irrespective of the timing, the training may have been provided by a non-VET provider. This presents a difference in scope to the current 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 5.18).

#### **Box 5.18 Employer engagement with VET**

‘Employer engagement with VET’ is defined as the proportion of Australian employers who in the last 12 months:

- had employees undertaking apprenticeships/traineeships
- arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees
- had employees with formal vocational qualifications as a requirement of their job.

A high or increasing proportion of employers who had employees undertaking apprenticeships/traineeships, who arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees or who had employees with formal vocational qualification as a requirement of their job is desirable, indicating greater employer engagement with VET.

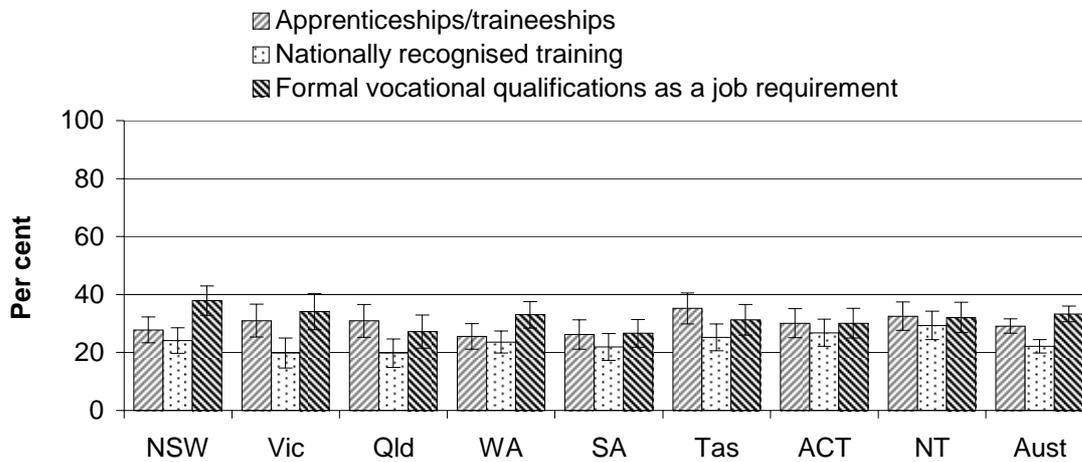
Data reported for this indicator are comparable.

The percentage of employers engaged with apprenticeships or traineeships in the past 12 months was 29.1 per cent (figure 5.46). This varied by industry, from 19.3 per cent in property and business services to 59.7 per cent in construction (NCVER 2007c).

The percentage of employers engaged with nationally recognised training in the past 12 months was 22.1 per cent (figure 5.46). Engagement with nationally recognised training varied by industry from 16.5 per cent in manufacturing to 63.4 per cent in mining (NCVER 2007c).

The percentage of employers engaged with employing people with a formal vocational qualification as a job requirement in the last 12 months was 33.3 per cent (figure 5.46). Employers with vocational qualifications as a job requirement varied from 20.1 per cent in cultural and recreational services to 76.1 per cent in the government administration and defence sector (NCVER 2007c).

**Figure 5.46 Proportion of employers who are engaged with aspects of the VET system, 2007<sup>a, b, c, d</sup>**



<sup>a</sup> Engagement with apprenticeships/traineeships means had employees undertaking an apprenticeship or traineeship in the last 12 months. <sup>b</sup> Engagement with nationally recognised training means arranged or provided nationally recognised training to employees over the past 12 months. <sup>c</sup> Engagement with formal vocational qualifications means had employees in the last 12 months with a formal vocational qualification that was a requirement of their job. <sup>d</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: DEEWR (2008); NCVET Survey of Employer Use and Views (unpublished); table 5A.74.

### *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 5.19).

#### **Box 5.19 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.

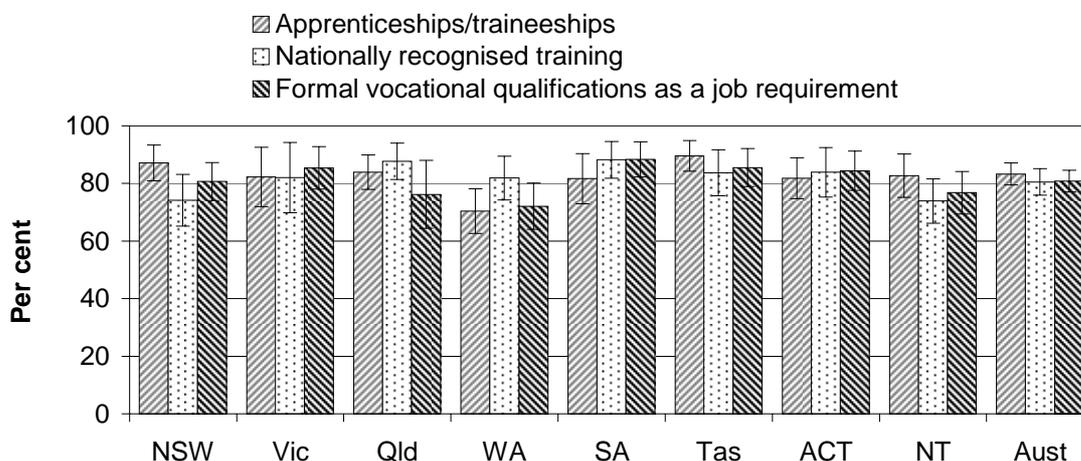
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Nationally, 83.3 per cent of employers engaged with apprenticeships or traineeships from the 2007 survey were satisfied with VET as a way of providing employees with skills required for the job (figure 5.47). Allowing for confidence intervals, satisfaction was similar to the 79.1 per cent in the 2005 survey (table 5A.75). Employer satisfaction with using apprenticeships or traineeships as a way of meeting skill needs varied across industry, with the lowest satisfaction levels in health and community services (73.9 per cent) (NCVER 2007c).

Nationally, 80.5 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 5.47). Satisfaction was similar to the 80.3 per cent in the 2005 survey (table 5A.75). Employer satisfaction with using nationally recognised training as a way of providing employees with skills required for the job was lowest in property and business services (73.7 per cent) (NCVER 2007c).

Nationally, 80.8 per cent of employers who had employees in the last 12 months with a formal vocational qualification that was a requirement of their job were satisfied with formal vocational requirements as a way of meeting skills (figure 5.47). Allowing for confidence intervals, satisfaction was similar to the 76.8 per cent in the 2005 survey (table 5A.75). Employer satisfaction with using vocational qualifications as a job requirement as a way of meeting skills needs was lowest in communication services (60.4 per cent) (NCVER 2007c).

**Figure 5.47 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, 2007<sup>a, b, c, d, e</sup>**



<sup>a</sup> Satisfaction is measured on a 5 point scale, 'satisfied' includes employers who were satisfied or very satisfied and 'dissatisfied' includes employers who were dissatisfied or very dissatisfied. <sup>b</sup> Satisfaction with apprenticeships/traineeships (now referred to as Australian Apprenticeships): had employees undertaking an apprenticeship or traineeship in the last 12 months and were satisfied with apprenticeships/traineeships as a way of providing employees with skills required for the job. <sup>c</sup> Satisfaction with nationally recognised training: organisation arranged or provided nationally recognised training to employees over the past 12 months and were satisfied with nationally recognised training as a way of providing employees with skills required for the job. <sup>d</sup> Satisfaction with formal vocational qualifications: had employees in the last 12 months with a formal vocational qualification that was a requirement of their job and were satisfied with formal vocational qualifications as a way of meeting skills. <sup>e</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: DEEWR (2008); NCVET Survey of Employer Use and Views (unpublished); table 5A.75.

## 5.4 Future directions in performance reporting

### Improving reporting of indicators

Aspects of some VET indicators are not yet fully developed or comparable, and work for future Reports includes:

- improving the quality of Indigenous outcomes data that are published in the Report
- reporting on students who commenced and completed courses and developing related skill profile indicators.

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## Reform of Specific Purpose Payments

In December 2007, COAG agreed to reform Specific Purpose Payments (SPPs). SPPs are financial agreements between the Australian Government and State and Territory governments involving a contribution by the Australian Government to the funding of services which are considered a joint Australian and State and Territory government responsibility. The *Commonwealth–State Agreement for Skilling Australia’s Workforce* was such an SPP for the VET sector.

At its 29 November 2008 meeting, COAG agreed to six new National Agreements, five of which are associated with a National SPP. In the area of VET, there is a *National Agreement on Skills and Workforce Development* associated with the *National Skills and Workforce Development SPP* (COAG 2008b). Under the reforms, the *National Agreement on Skills and Workforce Development* contains the objectives, outcomes, outputs and performance indicators for VET. The performance of governments in achieving these mutually agreed outcomes will be assessed by the COAG Reform Council (CRC). The Steering Committee has been requested by COAG to provide the SPP performance information to the CRC (COAG 2008a).

The National Agreements/SPPs will be supplemented by a range of National Partnerships (NPs): project, facilitation and reward agreements. Funding for NPs may be conditional on states and territories meeting agreed milestones and performance benchmarks.

The Steering Committee and the VET Working Group will ensure that reporting in this chapter reflects the COAG priorities identified in the *National Agreement on Skills and Workforce Development*, *National Skills and Workforce Development SPP* and relevant NPs.

## 5.5 Jurisdictions’ comments

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## Australian Government comments

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During 2007, the Australian Government continued to foster strong and effective working partnerships with all stakeholders. Through COAG, MCVTE, NQC, NSOC and other forums, all stakeholders created and operated in a cooperative environment to support the national training arrangements.

In 2007, the Australian Government continued to work closely with Industry through industry associations and the National Industry Skills Committee. The Australian Government also continued to work closely with the States and Territories through the VET planning and monitoring processes to ensure all jurisdictions met their agreed targets and benchmarks.

Highlights of 2007 included:

- the *Skilling Australia's Workforce (SAW) 2005–08 Mid-Term Review* which evaluated the progress towards the SAW Agreement's overall objectives, assessed its efficacy in driving those objectives and suggested ways in which future Agreements might be improved to support further reform in the VET sector
- development of quality indicators and streamlined audit requirements under the Australian Qualification Training Framework 2007 as agreed by training ministers in late 2006
- the launching of the SkillsInfo website which provides skills-related information on education, training, industries and regions and data on industry employment trends and prospects. The website is built around five themes: Education and Training, Industries, Regions, Skills Issues and Skills Links
- Australian Education International (AEI) worked with the national training system to enhance the sector's international engagement designed to encourage a shared vision and greater collaboration and partnerships amongst the key stakeholders of the sector.

In summary, 2007 was a year of consolidation with the Australian Government contributing \$1.27 billion, under the *2005–08 Commonwealth – State Agreement for Skilling Australia's Workforce*, which is just a part of the Australian Government's overall investment in VET activities during 2007 of \$2.71 billion.

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### **New South Wales Government comments**

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NSW has an ongoing commitment to deliver high quality vocational education and training (VET) to meet the skill needs of industry and the people of NSW. In 2007, 128.4 million hours of training were delivered throughout the state.

NSW continues to assist young people to gain their first qualifications and support those trying to re-enter the workforce. NSW has increased its focus on the existing workforce, to raise productivity and improve employment opportunities and earnings. Training investment needs to be for the right skills for people at the right time to increase productivity and employability. Training should be targeted to respond to the demand for skills in areas of economic importance.

The NSW Government is continuing a number of key initiatives to achieve these priorities including:

- \$47 million over four years for the *Training our Workforce* initiative to provide additional training opportunities contributing to the achievement of the State Plan target
- \$50 million over four years for the *Learn or Earn* initiative to improve trade skills by increasing take up and completion of apprenticeships.

A network of nine one-stop skill centres has been established in State Training Services regional offices across NSW to provide independent advice and referral to training for employers and individuals.

NSW is committed to improving access to VET through the provision of more flexible delivery options, including workplace learning and online learning. NSW continues to develop successful programs to increase the participation rates of Aboriginal and Torres Strait Islanders and other disadvantaged people seeking to access VET.

TAFE NSW is a provider of total business solutions with a strong workforce development approach. Employment based delivery has increased by 186 per cent from 2006 to 2007. TAFE NSW assists industry and employers to increase their productivity through skill needs analysis and the provision of tailored training programs to develop required workforce skills.

In regional areas, TAFE NSW plays a major role in providing the skilled workforce needed to support the economic development of local communities.

By increasing the use of technology, regional students have more opportunity to improve their vocational skills without having to leave their home towns.

TAFE NSW performs an annual analysis of industry and community training requirements based on industry consultation, economic data and local advice to inform the training services provided by TAFE NSW Institutes.

NSW is ensuring that it has an appropriately skilled and educated workforce to support economic growth, strengthen regional and rural economies and to provide ways out of social disadvantage.

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### Victorian Government comments

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In 2007, Victorian Registered Training Organisations (RTOs) provided training to about 510 000 students and delivered almost 126 million student contact hours of VET, an increase of 8 per cent on 2006 delivery. More than two thirds of this delivery was government funded.

There were an estimated 98 700 apprentices and trainees in training in Victoria at the end of 2007. Victoria contributed significantly to apprentice and trainee completions, representing close to one third of completions nationally.

*Maintaining the Advantage* – the Victorian Government's skills strategy, released in March 2006, provided significant additional funding to ensure that Victoria maintains its leadership position in VET by responding to the demand for higher-level qualifications and skills in an increasingly competitive and innovative global economy. The implementation of the following initiatives continued in 2007:

- thirteen Skills Stores were established to aid in the formal recognition of prior learning.
- *The Redefining The VET System* information campaign increased awareness of the excellent opportunities available through the VET system and *Careers in Manufacturing* information campaign has challenged stereotypes about careers in manufacturing.
- A guaranteed place for young people without Year 12 or equivalent qualifications — nearly 34 500 places were delivered.
- *Expanding opportunities for young people* through additional pre-apprenticeship programs — more than 8000 places were delivered.
- 3.7 per cent of mature age students (aged 35 to 64) were granted Recognition of Prior Learning.
- Mature age priority training — 21 800 places were delivered.
- Higher skills — nearly 52 600 places were delivered in higher level courses.

In late 2007, the Victorian Government began working on a series of significant reforms to further strengthen the VET system in Victoria. These reforms will build on the outcomes achieved under *Maintaining the Advantage* and will herald a fundamental shift in the way the training system in Victoria is managed.

The reforms will introduce an entitlement to training to bring access to government supported training to thousands more people. Choice will also be improved by enabling individuals and businesses to access government supported training at a broader range of public, private and community providers.

It is intended that a training entitlement and improved choice and contestability will contribute to a more responsive and flexible training system that will have increased capacity to meet the needs of business and individuals, and boost the skills and qualification levels of Victoria's workforce.

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## Queensland Government comments

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Over the last five years, Queensland has recorded strong annual jobs growth. The *Queensland Skills Plan* was implemented in 2006 to upskill the workforce, and it has now been reviewed to ensure it remains relevant to the changing needs of industry, communities and individuals. The *Queensland Skills Plan 2008* is the Government's response to changing labour market needs.

To date, successes in addressing the skills shortage have been significant:

- with almost 12 000 additional trades training places Queensland is on track to achieve the Skills Plan target of 17 000 places by 2010
- more than 88 300 apprentices and trainees in Queensland were in training in 2007.

The Queensland Government is ensuring the TAFE system has improved capacity to respond to local industry and community through continuing reform:

- in 2008, Southbank Institute of Technology and Gold Coast Institute of TAFE became the first statutory institutes in Queensland.

Queensland's industry engagement framework continued to develop:

- three new Centres of Excellence were established, in manufacturing and engineering, energy, and building and construction
- 28 industry or region specific Skills Formation Strategies are now in operation throughout the State, encouraging business, registered training organisations and all levels of government to work collaboratively on finding skilling solutions.

The *Queensland Skills Plan 2008* takes a fresh approach to the changed environment with a number of new actions. The new measures to boost skills cover five main areas:

- developing the skills of existing workers and apprentices
- engaging unemployed and under-employed people
- improving youth transitions to enhance education, training and employment outcomes
- building the capacity of the Queensland vocational education and training sector
- building bridges to the professions.

Queensland is specifically addressing the needs of people in areas of high disadvantage; for example, a new *Indigenous Employment and Training Strategy: Positive Dreaming Solid Futures* has been launched.

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### Western Australian Government comments

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Western Australia continued to address the demand for skills development and workforce training requirements to support the State's ongoing economic growth.

NCVER data for March 2008 showed that there were 36 400 apprentices and trainees 'in training', an annual increase of 7 per cent compared with a national increase of 2 per cent. In the context of skills shortages, the number of students in 'traditional trades' increased by 89 per cent in five years to March 2008, compared with a national increase of 44 per cent.

To ensure the State maintains a high quality, responsive VET system, funding was allocated to key trade reforms designed to support the increase in apprenticeship and traineeship numbers. Key initiatives included:

- an increase in the number of field officers providing support and mentoring services to employers, apprentices and trainees
- development of assessment tools to increase trades skills recognition for experienced but unqualified workers
- promotional campaigns to attract more young people to the trades.

The State continued to improve its capability and capacity to provide up-to-date trade training. Significant funding was invested in new and upgraded TAFEWA infrastructure and equipment. Key projects underway included:

- a new trade training centre for building and construction
- an expansion of trade workshops for building and construction, metals and heavy automotive
- a new regionally-based workshop for metal fabrication, electro-technology and automotive delivery.

In 2007, a review of Industry Training Advisory Arrangements was completed and a new industry advisory model was recommended. Under the new model, 10 training councils will take a leadership role in developing workforce plans to assist industry and government in addressing current and future skills shortages.

Better training outcomes for Indigenous people were achieved by increasing links to employment and improving support services. This included an Indigenous Trade Training package to support more Indigenous people to participate in apprenticeships and traineeships.

The take up of the VET in Schools program has increased significantly since its implementation in 1996. In 2007, more than 16 600 students, representing 52 per cent of the year 11 and 12 cohort were involved. The scope of the program was extended, with more than 2150 year 8 to 10 students participating in 2007.

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In 2007, NCVER reported that the proportions of TAFEWA graduates who were satisfied and those who achieved their main reason for study remained high.

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### South Australian Government comments

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The South Australian VET system continues to support the skill development needs of South Australians. VET hours delivered in 2007 grew by nearly 9 per cent over the 2006 figure. The increase in hours came from delivery from TAFE and private Registered Training Providers, with TAFE SA delivering the majority of the training. TAFE SA students achieved good employment outcomes and high levels of client satisfaction.

South Australia's apprenticeship and traineeship system continued to record successes, particularly among the traditional trades and other trades and technicians occupation groups, with the highest number on record for those in-training, and those commencing and completing their training. In 2007, South Australia also had the largest number of total apprentices and trainees on record that completed their training, as a result of the implementation of a policy allowing competency-based completion of traineeships and apprenticeships. This provides well for meeting the skill shortage needs of South Australia, especially in the important industry areas of defence, manufacturing and mining.

To meet the continuing growth in demand for skilled labour in South Australia it is essential that the VET sector responds effectively and efficiently. Therefore the South Australian Government has released its *Skill Strategy for South Australia's Future*, containing a number of initiatives to provide a demand-driven, responsive and flexible system for skills development. These initiatives have been developed so South Australia can meet the following four labour force performance indicators: increasing employment participation, more people with post-school qualifications, higher VET participation and better labour productivity.

Significant infrastructure was added to TAFE SA's assets in 2007 with the completion of the \$15 million Veterinary and Applied Science Centre at the Gilles Plains campus and a \$1.75 million expansion of the Barossa campus, which opened in October to help meet the region's growing skill needs.

Additionally, in cooperation with industry, TAFE SA provided access during 2007 to an \$800 000 high-tech mining truck simulator at its Port Augusta campus, to up-skill students and widen the skills base in the region. Also, state-of-the-art computer software, worth \$620 000 was donated to the geo-science program, based at the O'Halloran Hill campus, focusing on the training needs of the mineral and petroleum industries.

The NCVER Survey of Employers' Use and View of the VET system in 2007 reported that employers using the VET system in meeting their skill needs in South Australia had the highest level of satisfaction in the nation. Employers had high levels of satisfaction with the VET system in terms of apprenticeships and traineeships (82 per cent satisfied) and with nationally recognised training (88 per cent). Student satisfaction also remained high. The 2007 NCVER Student Outcomes Survey reported that 89 per cent of VET graduates were satisfied with the overall quality of their training and 90 per cent of VET graduates were employed or in further study after completing their training.

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### Tasmanian Government comments

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The Tasmanian Government has worked to develop and implement strategies to respond to the demands of a strong economy, an ageing population and to meet Tasmania's skills needs.

Skills Tasmania, on behalf of the State, is currently developing the Tasmanian Skills Strategy which will set the strategic direction for future skills development through ten Action Areas.

Tasmania has introduced new legislation that will increase retention and completion rates for young people in post secondary education and training. Young people who have completed year 10 or have turned 16 are now required to participate in education and training for a further two years; or until they have gained a certificate III vocational qualification, or turned 17.

Supporting this legislation is the Qualifications and Skills for Tasmanian Tomorrow reform, which will provide greater post year 10 options through three new organisations. The Tasmanian Academy will focus on academic learning for year 11 and 12 students seeking university entrance. The Tasmanian Polytechnic will focus on applied learning, with a vocational pathway. The Tasmanian Skills Institute will focus on skills development for employees in enterprises, in line with their enterprise's skills needs. The initiative will commence in 2009.

The Tasmanian Government remains committed to reducing the impacts of skills shortages and has a strong focus on skills to support industry development. Skills Tasmania, in partnership with the Department of Economic Development and Tourism, has developed a Workforce Development Plan. The Plan will increase the capacity of employers to attract, retain and develop their workforce, and to increase the capacity of individuals to participate and be productive in the workforce.

Training enrolments are at record levels particularly for traditional trade apprentices, with 12 800 apprentices and trainees in training over 2007. The number of traditional trades apprentices in training has risen to 5300.

Approximately one in every eight people of working age participate in the public training system each year. In 2007, 43 900 students participated in the public Vocational Education and Training system, a 5 per cent increase from 2006. Participation has been increasing each year and is well above the national average. Total training effort is at record levels at 8.85 million hours.

Tasmania maintains consistently high levels of student satisfaction, with the National Centre for Vocational Education Research's 2007 Student Outcomes Survey showing 90 per cent of Tasmania's student graduates were satisfied with the overall quality of their training. Employer satisfaction is just as high, with 89.6 per cent of employers satisfied with their apprentices and trainees, 85.5 per cent with formal vocational qualifications as a job requirement, and 83.7 per cent with nationally recognised training. All of these figures are well above the national average.

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### **Australian Capital Territory Government comments**

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During 2007 the ACT continued to experience high levels of economic growth, with record low unemployment placing the labour market under pressure. The ACT's trend labour force participation rate was 71.8 per cent at the end of 2007, well above the national trend participation rate of 65.2 per cent. This intensified the ACT Government's commitment to VET to ensure appropriately skilled and qualified citizens contribute to the economic and cultural wellbeing of the ACT.

In 2007, the total number of ACT VET students continued the upward trend of recent years increasing by 1.7 per cent since 2006 compared to a national average decrease of 0.7 per cent. VET students enrolled in certificate III courses rose by 4.7 per cent, compared to the national average of 2.9 per cent. The number of ACT students enrolled in certificate IV courses in 2007 rose by 9.7 per cent compared to the national average of 6.2 per cent.

In 2007, 8.6 per cent of the working age population were undertaking government funded VET, up from 8.5 per cent in 2006 and above the national average of 8.2 per cent. The number of people with a disability undertaking VET increased by 2.7 per cent. The participation rate for Indigenous students increased from 11.1 per cent in 2006 to 13.1 per cent in 2007. The number of students aged 15–19 undertaking VET increased by 6.9 per cent and in the ACT, participation is higher for females (51.6 per cent) than males.

NCVER data for apprenticeships and traineeships in the ACT indicates a decrease of 11.6 per cent in commencements from the record levels of 2006. The 2007 commencement levels are similar to those in 2004 and 2005. There were approximately 56.0 per cent more apprentices and trainees in training than in 2002, and more than double the 1997 figure. In the ACT, 17.4 per cent of apprentices and trainees were studying higher level VET qualifications at certificate IV or above, compared to the national average of 12.6 per cent.

Regular consultation with stakeholders, including Australian Apprenticeships Centres, Registered Training Organisations, and Group Training Organisations contributed positively to promoting training to targeted groups in skills shortage industries and ensured that the ACT VET sector remained flexible and responsive. The Accelerated Chefs Apprenticeship pilot continued with 8 apprentices entering Training Contracts and another 9 beginning their initial block training. The Joint Indigenous Funding Pool offered 104 places to Indigenous students to maximise their education and training opportunities and improve vocational and technical education outcomes. Twenty five foster carers took up places in a Statement of Attainment in the certificate IV in Children's Services (Protective Care), funded through the Strategic Priorities Program. It is anticipated they will complete in 2008.

The 2007 in the ACT there was a focus on the COAG directive to remove industrial, administrative and legislative barriers to ASBAs and the resultant cooperative strategies aimed at growing ASBAs in the ACT. These positive outcomes for the ACT have been achieved in the narrowest VET market in Australia in an economic setting different from that of other jurisdictions.

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## Northern Territory Government comments

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The Northern Territory Government's (NTG) Jobs Plan 3 – Jobs for the Future was released as part of Budget 2007. It is a comprehensive, long term strategy to create a highly skilled and flexible workforce, maximise employment opportunities for all Territorians and provides a broad and coordinated approach to planning for jobs and future economic growth. The four themes in Jobs Plan 3 focus on strengthening partnerships between industry, government and the community; Indigenous training and employment; school to work transition and labour market research.

By forming partnerships with industry and the community, new opportunities for economic and social development have been identified to stimulate training and gain employment growth. The unemployment rate for the Northern Territory in February 2007 was 2.5 per cent, and has remained close to this level through 2008.

The Northern Territory has the second highest growth rate in apprenticeship and traineeship commencements in Australia, at 8 per cent for 2007. The growth of student participation in vocational education and training in 2007 was 4.3 per cent, which was the second highest growth rate of all jurisdictions.

A key priority under the Closing the Gap initiative is to assist Indigenous Territorians, particularly those in regional and remote areas, to enter into employment. The Northern Territory Government funds a range of Indigenous responsive training programs that include Flexible Response Funding, Training for Remote Youth and the Community Response programs. In 2007, Indigenous responsive programs delivered 190 programs to 2420 students in regional and remote locations to meet emerging employment and economic development opportunities and community capacity building needs. Training delivery in remote communities continues to present many challenges such as cost, availability of suitable infrastructure and accessibility.

Indigenous Territorians also access mainstream recurrent training and apprenticeships/traineeships. In 2007, 9820 Indigenous students undertook units of training in government funded programs (47.3 per cent), ranging from pre-employment to apprenticeships. The unit pass load rate for these participants increased by 4.4 percentage points from 61.2 per cent in 2006 to 65.6 per cent in 2007.

The School to Work Transition Strategic Plan 2007–2009 was implemented with the key focus being to provide students with a range of options to enable them to make a successful transition from school to work, further training and/or higher education. Major funding initiatives under this plan include a broad range of VET in Schools training initiatives and the WorkReady program, that expanded to eight schools with student participation increasing from 160 to around 220 students. The 2008 Workforce NT publication available in January 2009 will provide the NTG with the necessary information to determine training needs and better target investment to areas of skill shortage and economic growth.

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## 5.6 Definitions of key terms and indicators

<b>Adult and community education providers</b>	Organisations that deliver community-based adult education and training intended principally for adults, including general, vocational, basic and community education, and recreation, leisure and personal enrichment programs.
<b>Annual hours</b>	The total hours of delivery based on the standard nominal hour value for each subject undertaken. These represent the hours of supervised training under a traditional delivery strategy. Annual hours are adjusted to account for invalid module enrolments.
<b>AVETMISS</b>	Australian Vocational Education and Training Management Information Statistical Standard. A nationally consistent standard for the collection, analysis and reporting of vocational education and training information throughout Australia. This standard was observed in the collection and preparation of data for this Report.
<b>Completions</b>	Fulfilment of all of the requirements of a course enrolment or module enrolment. Completion of a qualification or course is indicated by acknowledging eligibility for a qualification (whether or not the student physically received the acknowledgment).
<b>Cost of capital per annual hour</b>	Cost to the government of using capital (physical non-current assets) to deliver VET services divided by the annual hours and course mix weight.
<b>Cost of capital per load pass</b>	Total government recurrent expenditure divided by successfully completed VET modules or units of competency.
<b>Course</b>	A structured program of study that leads to the acquisition of identified competencies and includes assessment leading to a qualification.
<b>Course mix weight</b>	Expenditure is weighted to recognise the different proportions of relatively more expensive and less expensive training programs that occur in jurisdictions. The course mix weightings are based on revised planned activity hours, as reported in State/Territory annual vocational and technical education plans for 2000–2004. Actual audited activity hours data are used in the course mix weight calculations for 2007 activity. The reference value is 1.00 for Australia and a weighting greater than 1.00 indicates that the State or Territory is offering relatively more expensive programs compared to the national profile. The national cost relativities used to determine the course mix weightings for each state and territory were established by the Unit Cost Working Party in 1995.
<b>Employer engagement with VET</b>	The proportion of Australian employers who in the last 12 months had employees undertaking apprenticeships/traineeships (now referred to as Australian Apprenticeships), arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees, or had employees with formal vocational qualification as a requirement of their job.
<b>Employer satisfaction with VET</b>	The proportion of Australian employers who are satisfied with VET in meeting the skill needs of their workforce. The components of satisfaction with the VET system are satisfaction with apprentices/trainees, nationally recognised training, and formal vocational qualifications as a job requirement. Satisfaction is measured on a 5 point scale, 'satisfied' includes employers who were

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	satisfied or very satisfied and 'dissatisfied' includes employers who were dissatisfied or very dissatisfied.
<b>Enrolment</b>	The registration of a student at a training organisation's delivery location for the purpose of undertaking a program of study. The enrolment is considered valid only if the student has undertaken enrolment procedures, met their fee obligations, and has engaged in learning activity regardless of the mode of delivery.
<b>Fee-for-service activity</b>	Training for which most or all of the cost is borne by the student or a person or organisation on behalf of the student.
<b>Government funded VET students</b>	Government recurrent funded students (which relates directly to training activity funded under the <i>Commonwealth–State Agreement for Skilling Australia's Workforce</i> unless otherwise specified) and excludes students participating in VET programs delivered in schools (where the delivery was undertaken by schools) or who undertook 'recreation, leisure or personal enrichment' education programs. Fee-for-service by private providers, delivery undertaken at overseas campuses of Australian VET institutions, and credit transfer are also excluded.
<b>Government recurrent expenditure per annual hour</b>	Government recurrent expenditure divided by the number of government funded annual hours (adjusted for invalid enrolment rates). Expenditure is adjusted for course mix weight.
<b>Government recurrent expenditure per load pass</b>	Government recurrent expenditure divided by the number of hours successfully completed from assessable enrolments of modules and units of competency achieved/passed and RPL.
<b>Graduate</b>	A person who has completed a VET program.
<b>Graduates' main reason for undertaking a VET course</b>	Either seeking an employment-related outcome (to get a job, to try for a different career, to meet job requirements, to get extra job skills), seeking a further study outcome (to get into another course) or seeking a personal development outcome (for personal interest, for other reasons).
<b>Language spoken at home</b>	Students speaking a language other than English at home are those who self-identify on their enrolment form that they speak a language other than English at home.
<b>Load pass rate</b>	The ratio of hours attributed to students who gained competencies/passed assessment in an assessable module or unit of competency to the hours of all students who were assessed and either passed, failed or withdrew. Load pass rate is calculated as the total competency achieved/passed and RPL divided by the total competency achieved/passed, RPL, competency not achieved/failed and withdrawn.
<b>Module</b>	A unit of training in which a student can enrol and be assessed.
<b>Private provider</b>	A commercial organisation that provides training to individuals and industry.
<b>Program of study</b>	A generic term to describe Training Package qualifications, nationally recognised accredited courses, other courses (not nationally recognised accredited courses), units of competency and modules.
<b>Real</b>	Actual expenditure/funding/assets adjusted for changes in prices. Adjustments are made using the GDP chain price deflator and

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	expressed in terms of final year prices.
<b>Recognition of prior learning (RPL)</b>	RPL is an assessment process through which students may gain formal recognition for the skills they already have. An enrolment where the student has been assessed competent for the whole unit of competency or module by a trainer. The result of the assessment is on the basis of the student's prior skills and knowledge acquired through previous training, work or life experience.
<b>Recurrent funding</b>	Funding provided by the Australian, State and Territory governments to cover operating costs, salaries and rent.
<b>Registered training organisation (RTO)</b>	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.
<b>TAFE</b>	Technical and further education colleges and institutes, which are the primary providers of government funded VET.
<b>Training packages</b>	<p>An integrated set of nationally endorsed standards, guidelines and qualifications for training, assessing and recognising people's skills, developed by industry to meet the training needs of an industry or group of industries. Training packages consist of core endorsed components of competency standards, assessment guidelines and qualifications, and optional non-endorsed components of support materials such as learning strategies, assessment resources and professional development materials.</p> <p>A Training Package is the grouping together of the training components designed to assist in achieving the competencies for a specific industry. Units of competency are packaged together which, when combined at various levels, can form qualifications (Certificate, Diploma etc.).</p>
<b>Unit of competency</b>	A unit of competency is the smallest component of a VET program that can be assessed and recognised in the VET system for collection purposes.
<b>VET participation</b>	VET student participation data presented in this Report refer only to VET students who were funded by government recurrent expenditure and delivered by TAFE and other government providers (including 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.
<b>VET participation by Indigenous people</b>	The number of government funded participants of all ages in the VET system reported as Indigenous as a proportion of the number of Indigenous people aged 15–64 years in the Australian population.
<b>VET participation by students speaking a language other than</b>	The number of government funded participants of all ages in the VET system speaking a language other than English at home as a proportion of the number of all people in the Australian population

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**English**

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'.

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## 5.7 Attachment tables

Attachment tables are identified in references throughout this chapter by an ‘5A’ suffix (for example, table 5A.3). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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**Table 5A.75** Employer satisfaction with VET (per cent)

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PART C

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# JUSTICE

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# 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 corrective services system.

In seeking to achieve these goals, there is a trend toward the delivery of justice services through partnerships between agencies, in order to address complex issues and client needs, for example bail or housing support programs. However, the focus of the chapters in this section of the Report is on the justice services provided by police (chapter 6), court administration (chapter 7) and adult corrective services (chapter 8).

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## 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 deal 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 provide program interventions to reduce the risk of re-offending.

These objectives are pursued in a manner that is accessible, equitable, timely and efficient.

The objectives of the civil justice system are listed in box C.2.

#### Box C.2 Objectives of the civil justice system

The civil justice system sustains and fosters social stability and economic growth through a network of courts, tribunals and legal processes that:

- resolve civil disputes and enforce a system of legal rights and obligations
- respect, restore and protect private and personal rights
- resolve and address the issues resulting from family conflicts and 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.

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Police, courts and corrective services contribute to the objectives of the criminal and civil justice systems in a number of ways. Not all of the police, court and corrective services activities referred to below are specifically reported on in this Report because either the agency or service does not report, or because programs are delivered by different agencies and there is not a comparable national program. A list of exclusions can be found on page C.14.

### *Police*

The operations of police services are the primary means through which State and Territory governments pursue the achievement of a safe and secure environment that supports confident and cohesive communities. Police services in all jurisdictions engage in a diverse range of activities aimed at improving perceptions of public safety, reducing the incidence and effects of criminal activity and providing a response to incidents and emergencies.

### *Courts*

Courts provide independent adjudication of disputes and application of the law within an environment that protects human rights. This is a necessary role to ensure that the principles of justice operate in society. Court administration provides services which support the judiciary and court users through the efficient management of court resources and court caseloads.

This Report covers the court administration functions associated with criminal and civil jurisdictions of the State and Territory supreme courts, district/county courts, magistrates' courts (including electronic infringement and enforcement systems and children's courts), probate registries, the Federal Court of Australia, and the Federal Magistrates Court of Australia, as well as the court administration associated with civil jurisdictions of the coroners' courts, the Family Court of Australia, and the Family Court of WA.

### *Corrective services*

Corrective services implement the correctional sanctions determined by the courts and releasing authorities such as parole boards. Corrective services agencies operate (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.

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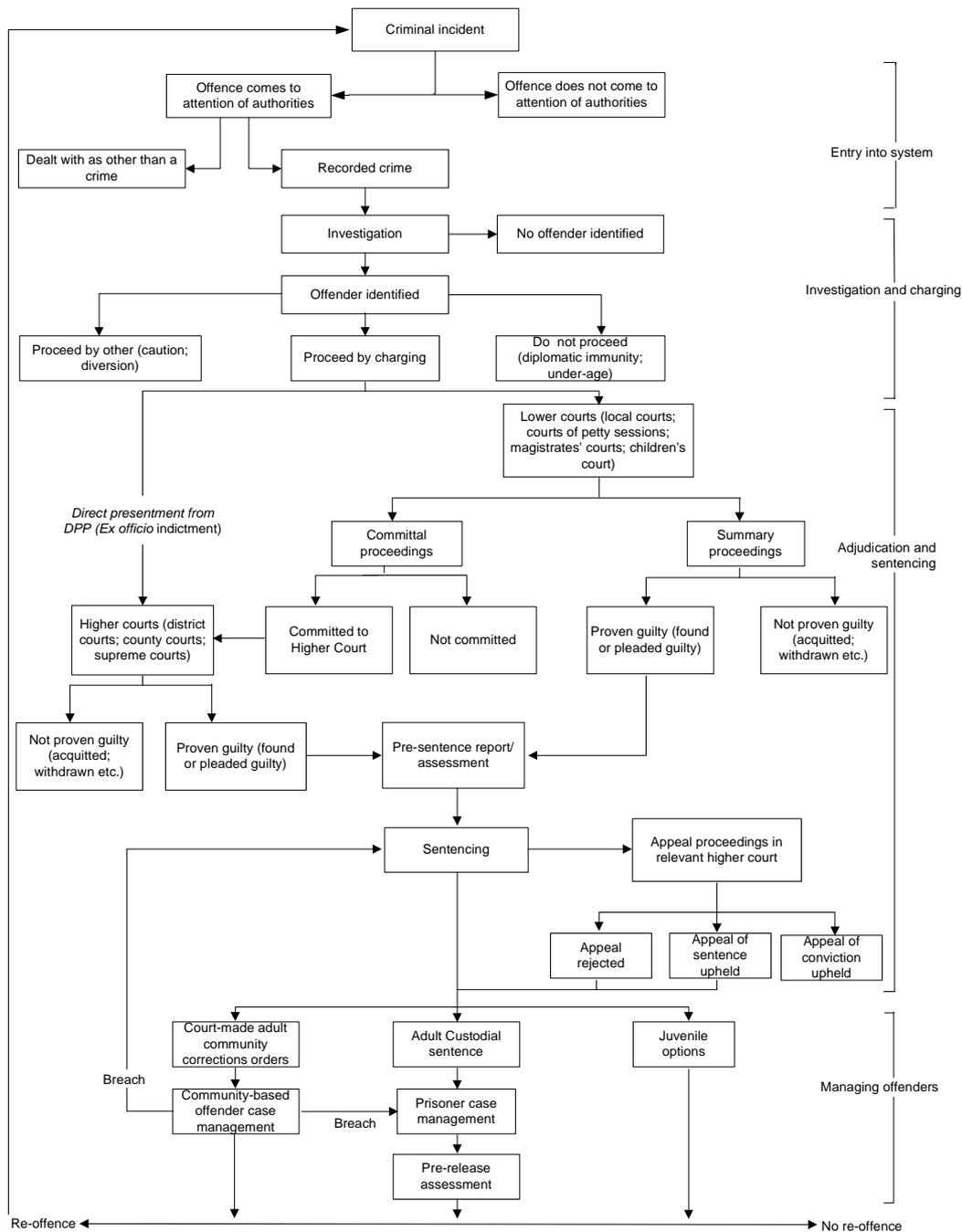
## **Framework of the justice system**

The justice system is broad and complex, and has many interrelated objectives. An overarching aim is to ensure that the community has access to a fair system of justice that protects the rights of individuals and organisations (legal entities) and contributes to community safety.

### *A model of the criminal justice system*

For most people who come into contact with it, the criminal justice system is a sequentially structured process (figure C.1).

Figure C.1 Flows through the criminal justice system<sup>a, b, c</sup>



<sup>a</sup> Does not account for all variations across jurisdictions. <sup>b</sup> The flow diagram is indicative and does not seek to include all the complexities of the criminal justice system. <sup>c</sup> Juvenile justice is covered in the Protection and support services chapter (chapter 15).

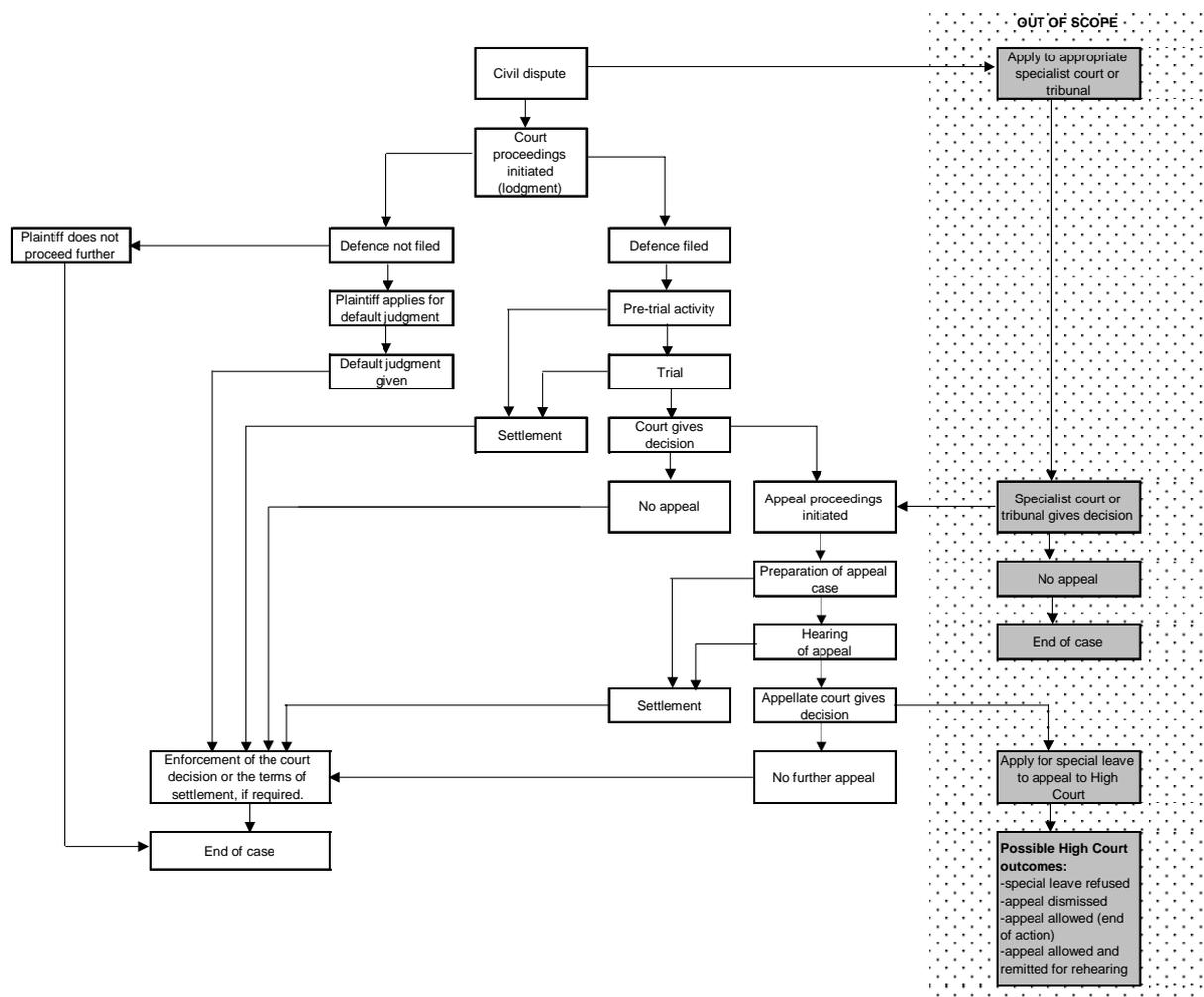
Source: ABS 2007a

Figure C.1 shows the typical flow of events in the criminal justice system. This depiction is broadly indicative and, for brevity and clarity, does not seek to capture all the complexities of the criminal justice system or variations across jurisdictions.

## A model of the civil justice system

The civil justice system involves the interaction of a number of practices, procedures and case management processes aimed at achieving fair, accessible and effective dispute resolution. 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<sup>a, b</sup>



<sup>a</sup> Does not account for all variations across jurisdictions. <sup>b</sup> The flow diagram is indicative and does not seek to include all the complexities of the civil justice system.

## Measuring performance in the justice system

The performance of the justice system is measured in this Report against the objectives of effectiveness (how well agencies meet the outcomes of access,

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appropriateness and/or quality), equity (how well agencies treat special needs groups) and efficiency (how well inputs are used to deliver a range of outputs). Within the justice system, the ability of one agency to meet these objectives depends in part on the effectiveness of the complex interactions between the police, courts and corrective services (and other agencies outside the scope of this Report), examples of this are:

- the police services' effect on the courts through the implementation of initiatives such as the issue of police cautions and other diversionary strategies
- police and courts effect on corrective services, such as diversion, bail and sentencing approaches
- the correctional systems' services to courts through advisory services
- the impact on the justice system of the degree of recidivism (rate of return) experienced.

Although service areas are represented in separate chapters in this Report, performance results are to some extent interdependent. Each agency's activities may affect the activities and priorities of the other areas of the system. The resource demands on police, corrective services and, to a lesser degree, courts, along with their responsiveness and capacity to provide services and programs to their client bases, need to be considered in this context.

The following section introduces relevant effectiveness indicators used in the Report. It also reports some rate of return indicators, and overall costs (including an efficiency indicator) for the parts of the justice system covered in this Report. Specific equity indicators are yet to be developed for justice in this Report.

## **Crime prevention, detection and investigation**

The Report includes measures of community perceptions of safety and rates of reported crime and victimisation.

Measures of public perceptions of safety indicate the success of the system in ensuring that the public feel safe both personally and in regard to their property. Public perceptions of safety are reported in detail in chapter 6 and include measures of perceived safety in the home, in public places and on public transport. Chapter 6 also includes data on people's perceptions of the level or incidence of particular crime problems in local neighbourhoods and more broadly across each jurisdiction.

The recorded rate of crime is an indicator of the success of crime prevention and law enforcement. Given that several factors can influence recorded rates of crime, including the general willingness of the public to report crimes to police, additional

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information is also provided on the community's experience with crime, drawn from the Australian Bureau of Statistics' (ABS) Crime and Safety Survey. This information helps to clarify the relationship between reported and unreported crimes. Recorded rates of crime and information from crime victimisation surveys are reported in chapter 6.

Information on the outcomes of criminal investigations provides a measure of the success of the police in responding to criminal incidents. Chapter 6 reports on outcomes of investigations. The data include the total number of investigations for a range of crimes, the number of investigations finalised as a proportion of total investigations, and the number of investigations that resulted in proceedings against the offending person. Measures relating to the proportion of lower court cases resulting in a guilty plea 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 cautioned or diverted from the criminal justice system, as well as the proportion of investigations which were not resolved.

## **Court administration**

Data on the processing of criminal and civil cases provide information on the ability of the justice system to meet community demands for accused persons to be dealt with in a timely manner, for civil disputes and family law matters to be appropriately resolved, and on the courts' ability to manage their caseload effectively. Information on case processing is reported in chapter 7.

## **Corrective Services**

The objectives of corrective services include the provision of safe, secure and humane custodial and community corrections environments, and program interventions to address the risks of re-offending. Chapter 8 includes indicators such as:

- rates of escapes from prison and successful completions of community corrections orders, which provide outcome measures of the effectiveness of corrective services in administering correctional sentences imposed on offenders
- rates of assaults by prisoners on other prisoners and prisoner deaths from unnatural causes, which are indicators of the provision of a safe, secure and humane custodial environment

- 
- the average number of hours that prisoners spend outside of their cells while they serve their prison sentences, which is another indicator of the provision of a safe, secure and humane custodial environment
  - the ratio of hours of community work ordered to hours worked, which is an indicator of the effective administration of the community corrections system
  - the levels of participation by prisoners in accredited education courses and employment in prison, which are indicators of the opportunity for prisoners to develop skills that will improve their ability to make a successful transition back into the community at the completion of their sentence.

Indicators are under development regarding the delivery of structured, targeted, offence-focussed programs for prisoners and offenders, such as sex offence treatment programs and violent offence treatment programs.

### **Selected indicators of the justice system**

The rate of return — the extent to which persons entering the justice system return to the justice system — is an indicator of the success of the justice system in achieving the stated outcome of reducing the incidence of unlawful activity. There are no data from police or courts on rates of return, so the only data reported here relating to the criminal justice system are sourced from corrective services agencies.

#### *Rates of return to the criminal justice system*

The extent to which persons who have had contact with the criminal justice system are re-arrested, re-convicted or receive further sentences can be viewed as a partial indicator of the success of the criminal justice system in achieving the objective of improving public safety by reducing the incidence of crime.

Comprehensive and nationally comparable data on persons returning to the criminal justice system are currently only available for persons discharged from corrective services custody or supervision — nationally comparable data are not currently available for the rate of persons re-arrested or re-convicted following completion of either a correctional or a non-correctional sanction.

This Report includes rates of return to corrective services within two years of discharge from prison or community corrections for:

- prisoners discharged from an adult prison following a term of imprisonment
- offenders discharged from adult community corrections supervision following completion of their order(s) or supervision requirements.

These return rates are not weighted in any way to account for the nature of the re-offence — for example, a return to prison for a traffic offence is counted in the same manner as a return for a more serious offence such as armed robbery. Nor do the return rates take into account any further:

- arrests
- convictions for re-offending that lead to outcomes that are not administered by corrective services, for example, fines
- corrections sanctions for a repeat offender who has previously been sentenced to only non-correctional sanctions, for example, fines.

#### *Rate of return — prisoners*

Two indicators of ‘rate of return’ are reported for prisoners (table C.1):

- percentage of prisoners returning to prison under sentence, within two years of release
- percentage of prisoners returning to corrective services (either prison or community corrections) within two years of release.

The most recent data on the rate of return to corrective services that is available for this Report relate to prisoners released during 2005-06. The ACT did not report on either indicator, because the majority of full-time prisoners sentenced in the ACT are held in NSW prisons.

**Table C.1 Prisoners released during 2005-06 who returned to corrective services with a new correctional sanction within two years (per cent)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Prisoners returning to:									
— prison	43.0	35.6	33.6	37.1	33.2	36.0	..	44.8	38.2
— corrective services <sup>b</sup>	45.2	42.4	42.0	44.7	44.7	42.5	..	48.3	44.0

<sup>a</sup> Refers to all prisoners released following a term of sentenced imprisonment including prisoners subject to correctional supervision following release, i.e. offenders released on parole or other community corrections order. <sup>b</sup> Includes a prison sentence or a community corrections order. .. Not applicable.

Source: State and Territory governments (unpublished).

Table C.2 provides a time series on the proportion of prisoners released who returned to prison under sentence within two years. Nationally, 38.2 per cent of prisoners released in 2005-06 returned to prison within two years, a decline from 39.1 per cent in 2003-04.

**Table C.2 Prisoners released who returned to prison under sentence within two years (per cent)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2003-04	42.9	40.1	34.1	38.2	33.0	39.1	..	40.4	39.1
2004-05	43.5	38.4	30.6	40.6	35.1	37.7	..	44.2	38.8
2005-06	43.3	36.5	27.6	40.3	31.0	37.2	..	46.4	37.6
2006-07	43.8	36.2	28.7	38.2	32.8	37.1	..	44.6	37.6
2007-08	43.0	35.6	33.6	37.1	33.2	36.0	..	44.8	38.2

<sup>a</sup> Data for past years have been revised for some jurisdictions and Australian averages have been recalculated for all previous years.

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.3 provides data on offenders discharged from community corrections orders who returned with a new correctional sanction within two years. Victoria and the ACT did not report on either indicator for this Report. Nationally, of those offenders who were released during 2005-06, 17.5 per cent had returned with a new correctional sanction to community corrections by 2007-08.

**Table C.3 Offenders discharged from community corrections orders during 2005-06 who returned with a new correctional sanction within two years (per cent)**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Offenders returning to:									
— community corrections	18.5	na	12.1	22.8	14.1	16.1	na	16.4	17.5
— corrective services <sup>a</sup>	28.3	na	20.4	40.1	20.7	21.6	na	27.3	27.9

<sup>a</sup> Includes a prison sentence or a community corrections order. **na** Not available.

Source: State and Territory governments (unpublished).

## Cost of justice services

### *Real recurrent expenditure (less revenue from own sources)*

Recurrent expenditure relates to the annual service costs for the parts of the justice system covered in this Report, and excludes payroll tax. Real recurrent expenditure is derived by applying a Gross Domestic Product (GDP) Implicit Price Deflator (IPD) to the recurrent expenditure data (for the 2009 Report the GDP IPD has a base year of 2007-08). 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 \$10.7 billion in 2007-08 (table C.4).

**Table C.4 Real recurrent expenditure (less revenue from own sources) on justice services by all Australian governments (2007-08 dollars)<sup>a, b, c, d</sup>**

	2003-04	2004-05	2005-06	2006-07	2007-08	Average annual growth rate
	\$m	\$m	\$m	\$m	\$m	%
Police services	6 356	6 494	6 747	6 945	7 150	3.0
Court admin. — criminal	538	559	573	593	617	3.5
Court admin. — civil <sup>d</sup>	508	524	514	513	521	0.7
Corrective services	1 996	2 106	2 232	2 311	2 435	5.1
<b>Total justice system</b>	<b>9 398</b>	<b>9 684</b>	<b>10 065</b>	<b>10 363</b>	<b>10 723</b>	<b>3.4</b>
	%	%	%	%	%	
Police services	67.6	67.1	67.0	67.0	66.7	..
Court admin. — criminal	5.7	5.8	5.7	5.7	5.7	..
Court admin. — civil <sup>d, e</sup>	5.4	5.4	5.1	5.0	4.9	..
Corrective services	21.2	21.8	22.2	22.3	22.7	..
<b>Total justice system</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>..</b>

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Expenditure data for all services include depreciation, but exclude payroll tax and user cost of capital. This treatment has been adopted to aid comparability in the above table and may differ from the treatment used in tables within individual chapters. <sup>c</sup> Excludes expenditure on justice services out of the scope of this Report (e.g., expenditure on specialist courts). <sup>d</sup> Civil real net recurrent expenditure for court administration excludes real net recurrent expenditure on probate matters. .. Not applicable.

Source: Australian, State and Territory governments (unpublished); tables 6A.1–8, 7A.12–13, and 8A.12.

*Efficiency — real recurrent expenditure (less revenue from own sources) per person*

The efficiency of the justice system is reflected in the level of resources used to deliver those services. Unit cost indicators for individual justice services are presented in the related chapters, but some outcomes result from interactions among the individual services. One indicator of efficiency is annual government recurrent expenditure per person on the justice system. Data in table C.5 are calculated from real recurrent expenditure (less revenue from own sources) data for corrective services, criminal and civil court administration and police services, and ABS population estimates, to derive per person results.

Nationally, real expenditure (less revenue from own sources) per person on justice in 2007-08 was \$498 (table C.5).

**Table C.5 Real recurrent expenditure (less revenue from own sources) per person on justice services, 2007-08<sup>a, b, c, d</sup>**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Police services	\$	334	305	329	397	333	324	353	852	338
Court admin. — criminal	\$	25	26	25	44	31	28	27	79	28
Court admin. — civil <sup>e, f</sup>	\$	13	12	9	22	13	7	23	40	18
Corrective services	\$	130	78	108	173	98	112	94	283	115
<b>Total justice system</b>	<b>\$</b>	<b>502</b>	<b>421</b>	<b>470</b>	<b>636</b>	<b>475</b>	<b>471</b>	<b>496</b>	<b>1254</b>	<b>498</b>
Police services	%	66.6	72.5	69.9	62.5	70.2	68.8	71.1	67.9	67.7
Court admin. — criminal	%	5.0	6.1	5.2	6.9	6.5	5.9	5.4	6.3	5.6
Court admin. — civil <sup>e, f</sup>	%	2.5	3.0	1.9	3.5	2.6	1.5	4.6	3.2	3.5
Corrective services	%	25.9	18.4	22.9	27.2	20.7	23.8	19.0	22.5	23.1
<b>Total justice system</b>	<b>%</b>	<b>100.0</b>								

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Expenditure data for all services include depreciation, but exclude payroll tax and user cost of capital. This treatment has been adopted to aid comparability in the above table and may differ from the treatment used in tables within individual chapters. <sup>c</sup> Population is estimated by taking the midpoint population estimate of the 2007-08 financial year. <sup>d</sup> Excludes expenditure on justice services out of the scope of this Report (for example, expenditure on specialist courts). <sup>e</sup> The Australian total includes net court administration expenditure for the Federal Court of Australia, the Family Court of Australia, and the Federal Magistrates Court of Australia, which are not attributed to state or territory jurisdictions. <sup>f</sup> WA civil net court administration expenditure includes the Family Court of WA, so is not directly comparable with other jurisdictions.

Source: Australian, State and Territory governments (unpublished); tables 6A.10, 7A.12–13, and 8A.12. Population figures from statistical appendix, table AA.2.

A number of factors contribute to the marked differences in expenditure across jurisdictions. These include factors beyond the control of jurisdictions (such as geographic dispersion, economies of scale and socioeconomic factors), as well as differences in justice policies and/or the scope of services that justice agencies deliver. For example:

- police agencies in some jurisdictions provide event management and emergency response services, while others do not
- electronic infringement and enforcement systems are within the scope of court administration only in Victoria, Queensland, WA and SA
- corrective services in some jurisdictions are responsible for functions that are delivered by other justice sector agencies elsewhere, for example, management of prisoners in police cells.

Comparisons of unit costs need to account for conflicting objectives and tradeoffs among cost, quality and timeliness, and need to be interpreted in the context of the effectiveness indicators in each chapter.

Given the difficulties inherent in making comparisons across jurisdictions, time series analysis within jurisdictions is important (table C.6).

**Table C.6 Real recurrent expenditure (less revenue from own sources) per person on the justice system — time series and growth rates (2007-08 dollars)<sup>a, b, c, d, e, f</sup>**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
2003-04	\$	478	390	442	546	419	409	470	1175	461
2004-05	\$	482	400	438	576	442	425	471	1240	478
2005-06	\$	592	413	452	589	454	449	458	1256	490
2006-07	\$	499	422	452	614	454	481	454	1232	489
2007-08	\$	502	421	470	636	475	471	496	1254	498
Average annual growth rate	%	<b>1.2</b>	<b>1.9</b>	<b>1.6</b>	<b>3.9</b>	<b>3.2</b>	<b>3.6</b>	<b>1.4</b>	<b>1.6</b>	<b>2.0</b>

<sup>a</sup> Improvements in counting rules and collection scope for each service area over this period mean that the annual growth rate of expenditure needs to be viewed with caution. <sup>b</sup> Excludes payroll tax. <sup>c</sup> Population is estimated by taking the midpoint population estimate of the relevant financial year. <sup>d</sup> Supreme court probate expenditure is not included in these totals. <sup>e</sup> The Australian total includes net court administration expenditure for the Federal Court of Australia, the Family Court of Australia and the Federal Magistrates Court of Australia, which are not attributed to state or territory jurisdictions. <sup>f</sup> WA net expenditure includes the Family Court of WA, so is not directly comparable with other jurisdictions.

Source: Australian, State and Territory governments (unpublished); tables 6A.10, 7A.12–13, 8A.12. Population figures from statistical appendix, table AA.2.

Improvements in the counting rules and collection scope for each service area over the 5 year period covered in table C.6 mean caution should also be applied to interpreting time series and average annual growth rates.

## Exclusions

Some government services which contribute to criminal and civil justice outcomes but that are not reported on in this Report are:

- 
- legal aid services, which provide access to both criminal and civil aspects of the justice system
  - alternative dispute resolution services, such as conciliation and mediation
  - offices of fair trading or consumer affairs, which operate to minimise incidences of unlawful trade practices
  - victim support services, which assist victims' recovery from crime (although the processing of applications for compensation is included in the civil case processing information)
  - various social services and community organisations that help prisoners released from prison to re-integrate into society, support families of prisoners during their incarceration, and assist people who have contact with the criminal justice system
  - the Australian Crime Commission and the federal functions of the Australian Federal Police
  - the operations of tribunals and registries (except for probate and court registries, and certain matters processed by the Victorian Civil and Administrative Tribunal), and judicial outcomes
  - the operations of the High Court of Australia and specialist jurisdiction courts (except for family courts, children's courts and coroners' courts).

## **Other developments**

Each chapter (police services, court administration and corrective services) contains a service-specific section on future directions in performance reporting. The aim of this section is to provide an insight into other related and overarching developments on reporting in the justice sector.

## **Crime and Justice National Information Development Plan**

The National Information Development Plan for Crime and Justice Statistics (NIDP), released in 2005, identifies an agreed understanding of Australia's statistical priorities as they relate to the field of crime and justice, key data sources (both ABS and other agencies), and information gaps with reference to the identified priorities (ABS 2005). It is a strategic document that has been developed in collaboration with the Australian Government, State and Territory justice agencies, associated research bodies, and a range of other portfolio agencies and non-government bodies that have an interest in the crime and justice field.

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The NIDP aims to promote improved understanding of trends and patterns of crime in Australia and the operation of the criminal justice system. Specifically it aims to:

- lead to an increased knowledge about the use of currently available data
- lead to improved data availability in the future
- assist in establishing a framework for future development in the area.

The NIDP lists 12 priority areas for improving the quality, coverage and use of crime and justice information across Australia and provides a map of the collaborative work planned or underway. The following priority areas are relevant to this Report:

- improve data comparability across administrative collections
- improve quality and integration of national crime and safety data
- improve crime and justice statistics about Aboriginal and Torres Strait Islander people
- develop measures of recidivism
- develop statistics on juvenile contact with the crime and justice system.

### **National Criminal Justice statistical framework**

The National Criminal Justice Statistical Framework was released in September 2007 by the Australian Bureau of Statistics (ABS 2007a). The framework discusses the criminal justice system, including its policy and social context, and the complexities of measurement within the system and broader environment. It models the flows through the criminal justice system and discusses the various connections across its primary sectors, identifying some of the key counting units and data variables that characterise its main aspects. The framework provides a basic structure for understanding, organising, collecting and reporting data about crime and the criminal justice system. In doing so it intends to facilitate the compatibility and integration of aggregated data on populations across the criminal justice system and across geographic areas. By using shared definitions and standards across service areas and jurisdictions, a common language can be created that facilitates a mutual understanding of the criminal justice system and the populations that flow through it. The framework is a dynamic and evolving document that is anticipated to develop over time.

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## Juvenile justice

Prior to the 2008 Report, information about juvenile justice services was contained in the community services preface, recognising the significant emphasis on rehabilitation for young people involved with the justice system. Since the 2008 Report, juvenile justice material has been included in the Protection and support services chapter (chapter 15) provides descriptive information relating to juvenile justice services.

## Indigenous issues

### *Overcoming Indigenous Disadvantage: Key Indicators*

In April 2002, the Council of Australian Governments (COAG) asked the Steering Committee to prepare a regular report on key indicators of Indigenous disadvantage as part of the COAG reconciliation commitment. In November 2003 the Steering Committee released the first edition of this Report. A second edition was released in July 2005 and a third in June 2007 (SCRGSP 2007). The next edition of the Report is expected to be released in mid-2009.

The annual Report on Government Services focuses on the delivery of government services, whereas the *Overcoming Indigenous Disadvantage: Key indicators* report series concentrates on high level outcomes (which include criminal justice indicators). In the *Overcoming Indigenous Disadvantage: Key indicators 2007* 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.

### *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

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for ABS data currently included in this Report, and may lead to additional data becoming available in the future.

## References

ABS (Australian Bureau of Statistics) 2005, *National Information Development Plan for Crime and Justice Statistics, 2005*, Cat. no. 4520.0, Canberra

— 2007a, *National Criminal Justice Statistical Framework, Australia*, Cat. no. 4525.0.

— 2008b, *Recorded Crime — Victims, Australia, 2007*, Cat. no. 4510.0.

SCRGSP (Steering Committee for the Review of Government Service Provision) 2007, *Overcoming Indigenous Disadvantage: Key Indicators 2007*, Productivity Commission, Canberra.

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## 6 Police services

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#### **Attachment tables**

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 6A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables themselves are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)>.

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

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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 the report.

Performance is reported against four activity areas (community safety, crime, road safety and judicial services). The main efficiency indicator, expenditure on police services per person, combines all the activity areas.

It should be noted that the use of the term ‘offender’ in this chapter refers to a person who is alleged to have committed an offence and is not the same as the definition used in chapter 8 (‘Corrective services’), where the term ‘offender’ refers to a person who has been convicted of an offence and is subject to a correctional sentence.

The major improvements to reporting on police services this year include:

- the addition of data for operational, and non-operational, police staff per 100 000 people, in the profile section
- comparable and complete data for ‘Proportion of lower court cases resulting in a guilty plea or finding’ indicator, in the Judicial services outcomes section.

## **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, assisting emergency management, mediating family and neighbourhood disputes, delivering messages regarding death or serious illness, and advising on general policing and crime issues. Additionally, police are involved in various activities which aim to improve public safety and prevent crime.

### **Roles and responsibilities**

Policing services are predominantly the responsibility of State and Territory government agencies. They include the ACT community policing function

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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.

While each jurisdiction's police service is autonomous, there is significant cooperation through bilateral arrangements, common national police services and the *Ministerial Council for Police and Emergency Management — Police* (formerly the *Australasian Police Ministers' Council*). The majority of common police services are grouped under the Australia and New Zealand Police Advisory Agency (ANZPAA), the Australian Institute of Police Management and CrimTrac.

## **Size and scope of sector**

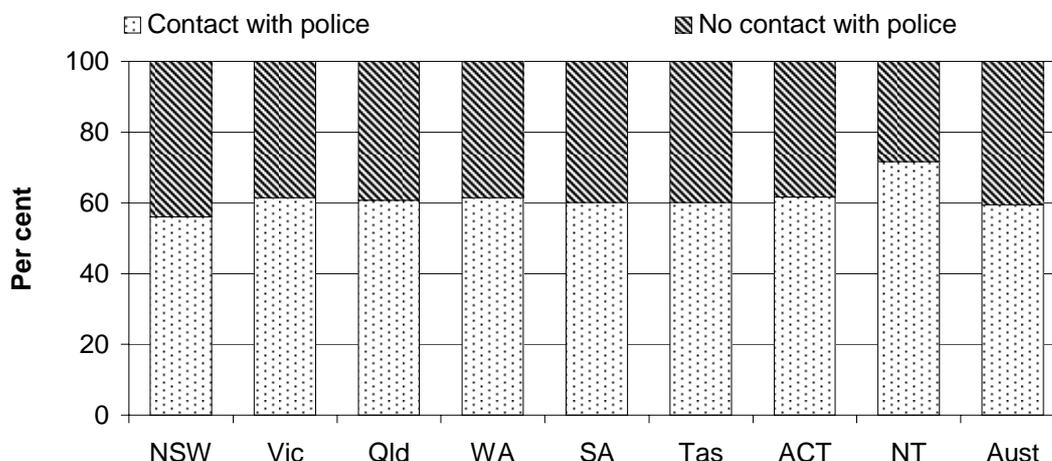
### *Client groups*

Broadly, the whole community is a 'client' of the police. Police services aim to provide individuals with protection, help and reassurance, and everyone is required to comply with the law. Some members of the community, who have more direct dealings with the police, can be considered a specific client group, for example:

- victims of crime
- those suspected of committing offences
- those reporting criminal incidents
- those involved in traffic-related incidents
- third parties (such as witnesses to crime and people reporting accidents)
- those requiring police services for non-crime-related matters.

The *National Survey of Community Satisfaction with Policing* (NSCSP) indicated that, in 2007-08, 59.5 per cent of respondents nationally had experienced some form of 'business' contact with police in the previous 12 months (figure 6.1).

Figure 6.1 Police contact in the past 12 months, 2007-08<sup>a</sup>



<sup>a</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: Australia and New Zealand Police Advisory Agency (ANZPAA) (unpublished); table 6A.13.

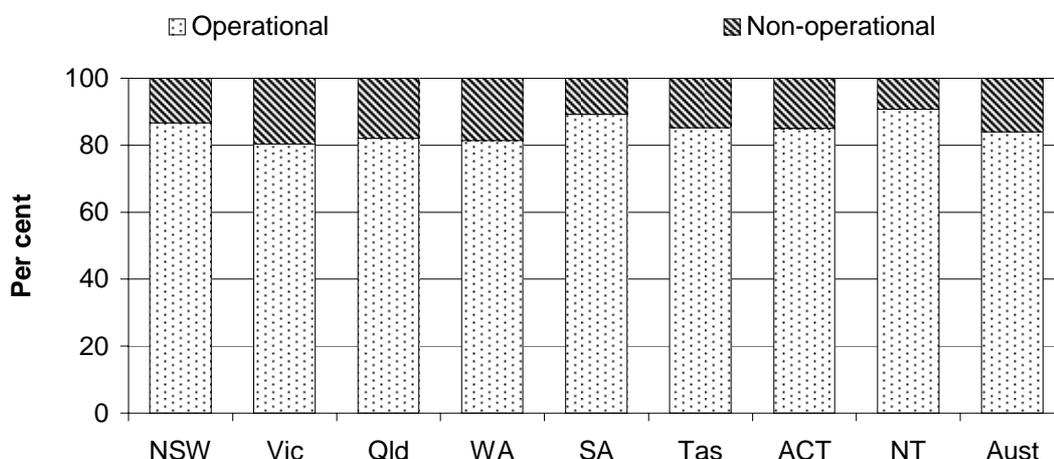
### Staffing

Police officers exercise police powers, including the power to arrest, summons, caution, detain, fingerprint and search. Specialised activities may be outsourced or undertaken by administrative (unsworn) staff. This 'civilianisation' of police services has three key objectives:

- to reduce the involvement of sworn police staff in duties that do not require police powers (for example, administrative work, investigation support and intelligence analysis)
- to manage the increasing need for specialist skills more effectively
- to reduce costs.

An operational police staff member is any member of the police force whose primary duty is the delivery of police or police-related services to an external client (where an external client predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments). Approximately 83.9 per cent of staff were operational in Australia in 2007-08 (figure 6.2).

Figure 6.2 Police staff, by operational status, 2007-08<sup>a, b</sup>

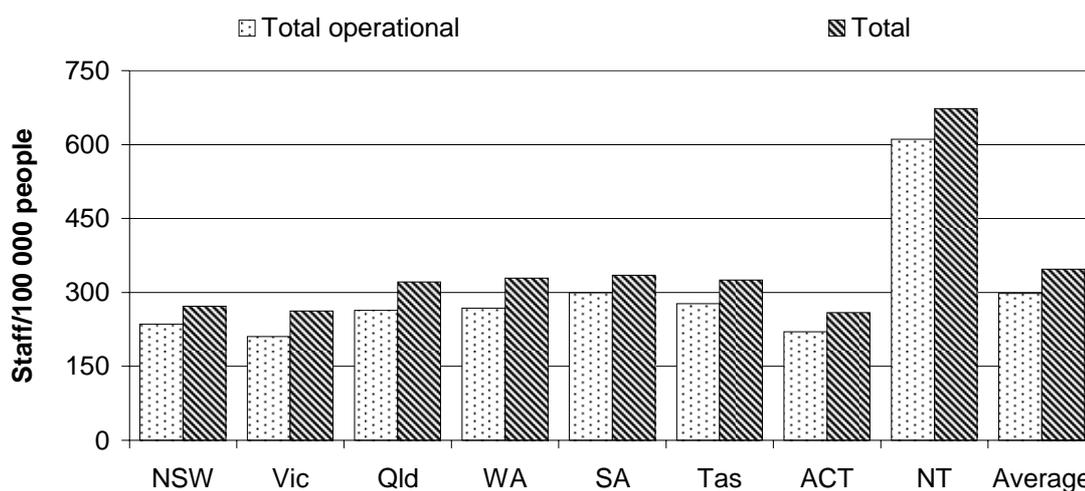


<sup>a</sup> Data are FTE staff except for the NT where data are based on a head count at 30 June. <sup>b</sup> For the NT, sworn police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 6A.11.

Nationally, there was a total of 62 455 operational and non-operational staff in 2007-08 (table 6.1). Nationally, on average, there was 298 total operational police staff per 100 000 people (figure 6.3).

Figure 6.3 Police staff per 100 000 people, 2007-08<sup>a, b</sup>



<sup>a</sup> Police staff attributed to the national policing function of the AFP are excluded from these data. <sup>b</sup> Data are FTE staff except for the NT where data are based on a head count at 30 June.

Source: State and Territory governments (unpublished); table 6.1 and AA.2.

Table 6.1 **Police staff per 100 000 population, 2007-08<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
<b>Police staff numbers</b>									
Total operational	16 316	11 052	11 136	5 710	4 761	1 375	750	1 329	52 429
Total	18 822	13 755	13 570	7 016	5 333	1 613	882	1 464	62 455
<b>Population numbers</b>									
Estimates at 31 December 2007 (100 000s)	69.27	52.46	42.28	21.31	15.92	4.96	3.41	2.18	211.81
<b>Police staff numbers per 100 000 population</b>									
Total operational	236	211	263	268	299	277	220	611	248
Total	272	262	321	329	335	325	259	673	295

<sup>a</sup> Police staff attributed to the national policing function of the AFP are excluded from these data. <sup>b</sup> Data are FTE staff except for the NT where data are based on a head count at 30 June.

Source: State and Territory governments (unpublished); tables 6A.1 to 6A.8 and AA.2.

## 6.2 Framework of performance indicators

Performance can be defined in terms of how well a service meets its objectives, given its operating environment. Performance indicators focus on outcomes and/or outputs aimed at meeting common, agreed objectives. The Steering Committee has identified four objectives of police services for the purposes of this Report (box 6.1).

### Box 6.1 Objectives for police services

The key objectives for police services are:

- to allow people to undertake their lawful pursuits confidently and safely (reported in section 6.4, community safety)
- to bring to justice those people responsible for committing an offence (reported in section 6.5, crime)
- to promote safer behaviour on roads (reported in section 6.6, road safety)
- to support the judicial process to achieve efficient and effective court case management and judicial processing, providing safe custody for alleged offenders, and ensuring fair and equitable treatment of both victims and alleged offenders (reported in section 6.7, judicial services).

These objectives are to be met through the provision of services in an equitable and efficient manner.

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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.

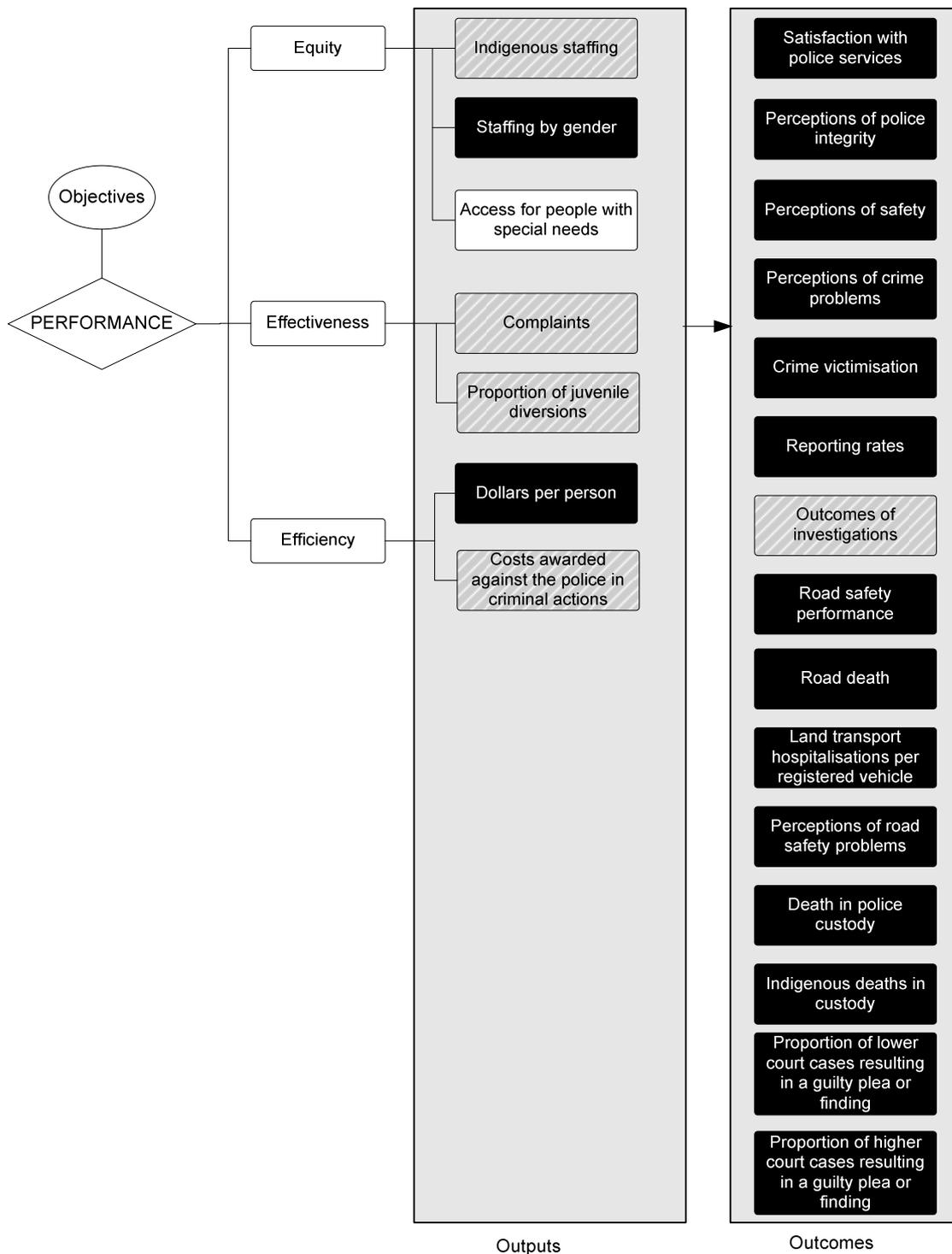
This chapter reports on indicators relevant to all police services (section 6.3) and also on principal police activity areas ('Community safety', 'Crime', 'Road safety' and 'Judicial services'). These are discussed in sections 6.4, 6.5, 6.6 and 6.7, respectively.

'Equity' is currently represented through two output indicators ('Indigenous staffing' and 'Police staff by gender'). As these two output indicators are relevant to all police services, they are discussed in section 6.3.

Under the 'effectiveness' measure, the output indicator 'Complaints' is discussed in section 6.3 as this indicator is relevant to all police services. The output indicator 'Proportion of juvenile diversions' is discussed in section 6.7.

As mentioned in the introduction of this chapter, the 'efficiency' measure ('dollars per person') is reported for all police services in section 6.3. An additional efficiency indicator for the 'Judicial services' activity 'costs awarded against the police in criminal actions' is reported in section 6.7.

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: chapter contains explanatory text

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## 6.3 Indicators relevant to all police services

The performance indicator framework identifies the core areas of police work. Within this context, certain indicators of police performance are not specific to any one particular area, but are relevant for all. These indicators include ‘dollars per person’, ‘satisfaction with police services’, ‘perceptions of police integrity’, ‘complaints’, ‘Indigenous staffing’ and ‘police staff by gender’.

### *Outputs*

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

### *Efficiency*

#### *Dollars per person*

‘Dollars per person’ is an indicator of governments’ objective to undertake activities associated with policing in an efficient and effective manner (box 6.2). Variations in policies, socioeconomic factors and geographic/demographic characteristics have an impact on expenditure per person for police services in each jurisdiction. The scope of activities undertaken by police services also varies across jurisdictions.

#### **Box 6.2 Dollars per person**

‘Dollars per person’ is defined as expenditure (adjusted for inflation) on policing per person.

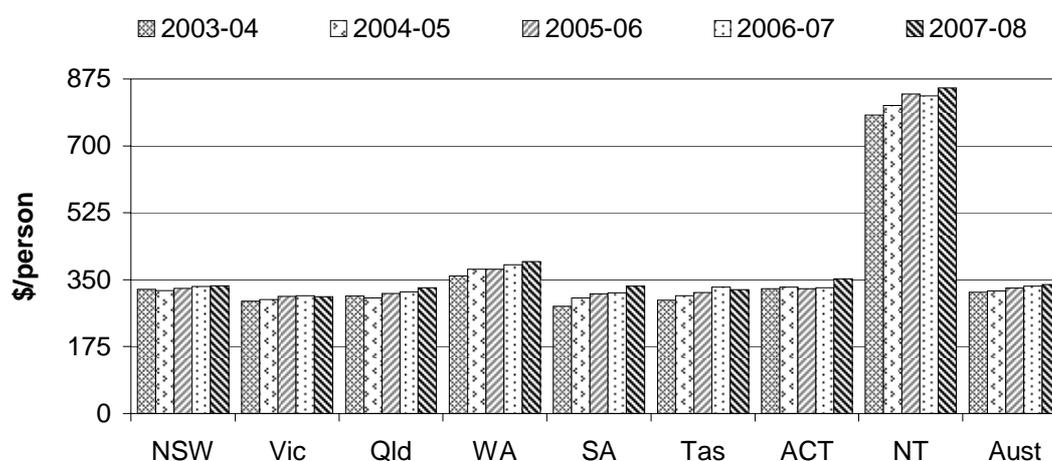
All else being equal, a decrease in expenditure per person represents an improvement in efficiency. However, care must be taken because efficiency data are difficult to interpret. Although high or increasing expenditure per person might reflect deteriorating efficiency, it might also reflect aspects 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.

Funding for police services comes almost exclusively from State and Territory government budgets, with some limited specific purpose Australian Government grants. Real recurrent expenditure (less revenue from own sources and payroll tax) on police services across Australia was approximately \$7.15 billion (or \$338 per person) in 2007-08 (figure 6.5).

**Figure 6.5 Real recurrent expenditure per person (less revenue from own sources and payroll tax) on police services (2007-08 dollars)<sup>a, b, c</sup>**



<sup>a</sup> Revenue from own sources includes user charges and other types of revenue (for example, revenue from sale of stores and plant). It excludes fine revenue, money received as a result of warrant execution, and revenue from the issuing of firearm licences. <sup>b</sup> Real expenditure based on the ABS gross domestic product price deflator (2007-08 = 100) (table AA.26). <sup>c</sup> Historical rates in this figure 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 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08.

Source: State and Territory governments (unpublished); tables 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 1.5 per cent each year between 2003-04 and 2007-08 (table 6A.10).

Capital costs (including depreciation and the user cost of capital) (box 6.3) for each jurisdiction are contained in tables 6A.1–8.

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**Box 6.3 Capital in the costing of police services**

Capital costs are costs associated with non-current physical assets (such as depreciation and the user cost of capital) are potentially important components of the total costs of many services delivered by government agencies. Differences in the techniques for measuring non-current physical assets (such as valuation methods) may reduce the comparability of cost estimates across jurisdictions. In response to concerns regarding data comparability, the Steering Committee initiated a study, *Asset Measurement in the Costing of Government Services (SCRCSSP 2001)*. The aim of the study was to examine the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs.

In police services, the results reported in the study indicate that different methods of asset measurement could lead to quite large variations in reported capital costs. However, considered in the context of total unit costs, the differences created by these asset measurement effects are relatively small, because capital costs represent a relatively small proportion of total cost. A key message from the study is that the adoption of nationally uniform accounting standards across all service areas would be a desirable outcome from the perspective of the Review. (The study results are discussed in more detail in chapter 2.)

### *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 to provide police services in an equitable manner. Indigenous people may feel more comfortable in ‘accessing’ police services when they are able to deal with Indigenous police staff (box 6.4).

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**Box 6.4 Indigenous staffing**

'Indigenous staffing' is defined as the proportion of police staff from Indigenous backgrounds compared to the proportion of the general population aged 20–64 years who are from Indigenous backgrounds. These data are used because a significantly larger proportion of the Indigenous population falls within the younger non-working age groupings compared with the non-Indigenous population. Readily available ABS population projections of people aged 20–64 years at 30 June 2006 provide a proxy for the estimated working population.

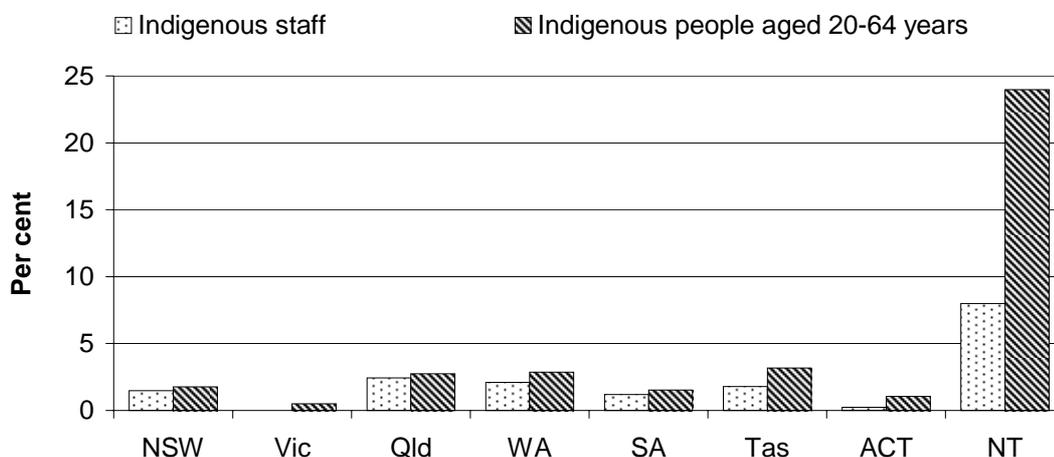
A proportion of police staff from Indigenous backgrounds closer to the proportion of the general population aged 20–64 years who are from Indigenous backgrounds represents a more equitable outcome.

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. In addition, 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 complete and not directly comparable.

The proportion of Indigenous police staff in 2007-08 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 2007-08 and Indigenous population aged 20–64 years<sup>a, b, c</sup>**



<sup>a</sup> Indigenous staff numbers relate to those staff who self-identify as being of Aboriginal and/or Torres Strait Islander descent. Indigenous staff are reported as the sum of both the operational and non-operational categories. <sup>b</sup> Information on Indigenous status is collected only at the time of recruitment. <sup>c</sup> Indigenous and non-Indigenous staff data were unable to be separated in Victoria.

Source: ABS (2004) *Indigenous population projections aged 20–64 years* Cat. no. 3238.0 (Low Series); State and Territory governments (unpublished); table 6A.19.

### Staffing by gender

‘Staffing by gender’ is an indicator of governments’ objective to provide police services in an equitable manner (box 6.5). Women may feel more comfortable in ‘accessing’ police services in certain situations when they are able to deal with female police staff.

#### Box 6.5 Staffing by gender

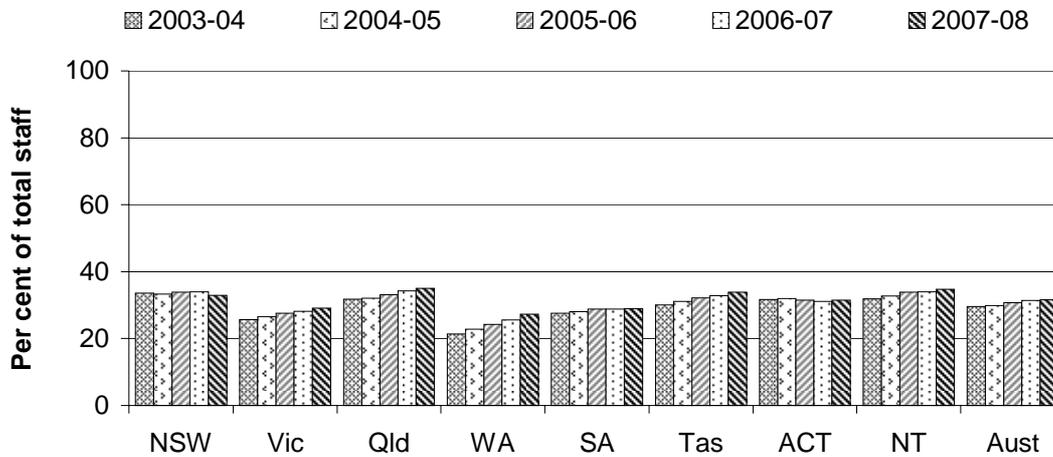
‘Police staffing by gender’ is defined as the number of (sworn and unsworn) female police staff divided by the total number of police staff.

A proportion of female police staff commensurate with the proportion of females in the general population is generally more equitable.

Data reported for this indicator are comparable.

Nationally, 31.6 per cent of police staff were female in 2007-08 (figure 6.7). The proportion of female police staff increased from 2003-04 to 2007-08 (from 29.6 per cent to 31.6 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<sup>a</sup>



<sup>a</sup> Data are FTE staff except for NSW (in 2003-04 to 2006-07) and the NT (in 2007-08) where data are based on a head count at 30 June.

Source: State and Territory governments (unpublished); table 6A.20.

### Effectiveness

#### Complaints

‘Complaints’ is an indicator of governments’ objective for police to perform their duties in a professional manner (box 6.6). Police services across Australia encourage and foster a code of customer service that provides for openness and accountability. Complaints made against police increasingly reflect a range of issues relating to service delivery. Complaints of a more serious nature are overseen by relevant external review bodies, such as the ombudsman, the director of public prosecutions or integrity boards in each jurisdiction.

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**Box 6.6      Complaints**

'Complaints' is defined as the number of complaints per 100 000 people. It comprises complaints made by members of the public against members of the police force.

An increase in complaints does not necessarily indicate a lack of confidence in police. Rather, it may 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. The complaints trend is presented using a base value of 100 for a three year average for the period 2003-04 to 2005-06 and displaying the variation up or down thereafter.

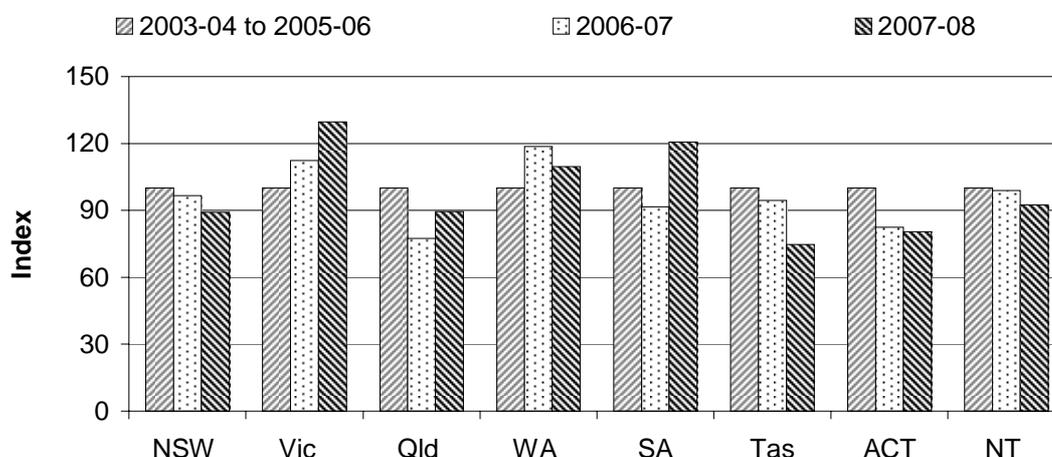
Rates of complaints against police will be influenced by factors such as familiarity with, effectiveness of and confidence in complaint handling procedures, as well as the definition of 'complaint' applicable to that jurisdiction.

Data reported for this indicator are not directly comparable.

Definitions of what constitutes a 'complaint against police' can differ between jurisdictions. Therefore, complaints data are presented as an index in figure 6.6 to provide a picture of trends over time for each jurisdiction.

Nationally, the number of complaints against the police per 100 000 people was on a downward trend from the base period (2003-04 to 2005-06) to 2007-08, but this trend varied across jurisdictions (figure 6.8).

Figure 6.8 **Complaints per 100 000 people**<sup>a, b, c, d</sup>



<sup>a</sup> Data are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. <sup>b</sup> For WA, the number of complaints recorded can vary due to the retrospective capture of previously unreported complaints of a minor nature that are resolved at the local level. <sup>c</sup> Data for 2007-08 are not comparable to previous years due to changes in Queensland Police Service statistical collection methods. <sup>d</sup> Base three-year average: 2003-04 to 2005-06 = 100.

Source: State and Territory governments (unpublished); table 6A.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).

This section provides information from the NSCSP (box 6.7) amongst other sources.

#### Box 6.7 **National Survey of Community Satisfaction with Policing**

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.

Care needs to be taken in interpreting any survey data. The statistical reliability of survey data is highly dependent on key elements of the survey method, including the survey instrument, the collection method and the sample size and design. In addition, attitudinal data may be influenced in the short term by rare, but significantly adverse or highly publicised events (such as a mass murder or a police corruption incident). Point-in-time responses may thus vary from people's true underlying (or longer term) satisfaction with police and perceptions of safety and crime levels.

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## Satisfaction with police services

‘Satisfaction with police services’ is an indicator of governments’ objective for police to perform their duties in a professional manner (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.

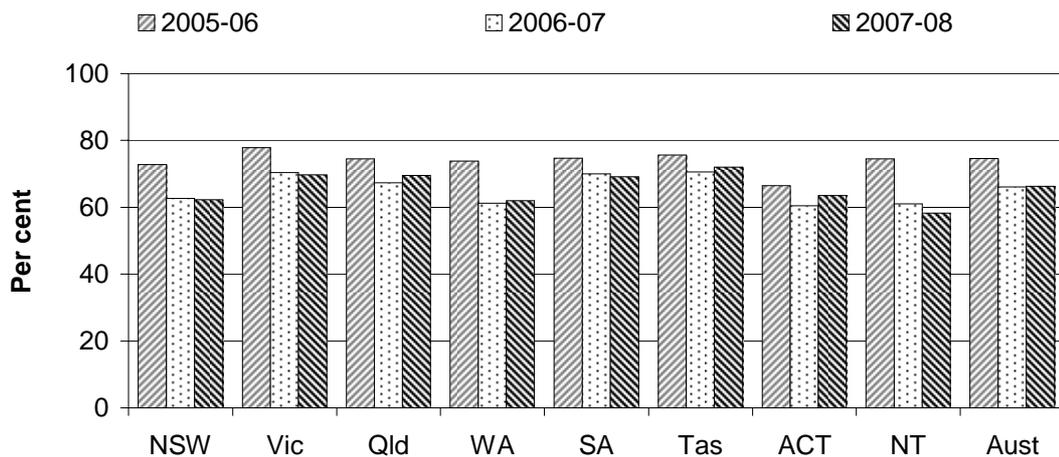
A high or increasing proportion of people who were ‘satisfied’ or ‘very satisfied’ is desirable.

Client satisfaction is a widely accepted measure of service quality. Public perceptions may not reflect actual levels of police performance, because many factors — including individual experiences, hearsay and media reporting — may influence people’s satisfaction with police services.

Data reported for this indicator are comparable.

In terms of general satisfaction, nationally, the majority of people surveyed (66.3 per cent) were ‘satisfied’ or ‘very satisfied’ with the services provided by police in 2007-08, remaining relatively steady from 2006-07 (figure 6.9).

Figure 6.9 People who were ‘satisfied’ or ‘very satisfied’ with police services<sup>a, b</sup>

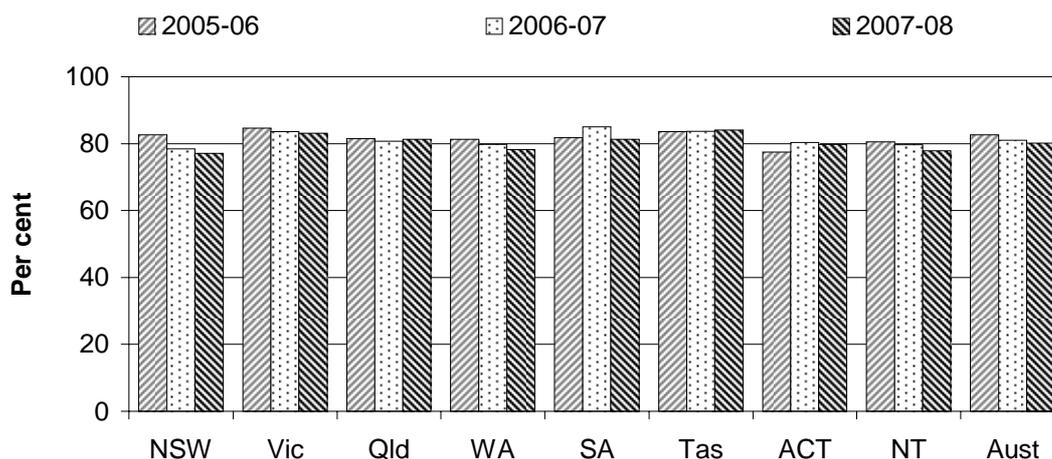


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.12.

Of those respondents who had contact with police in 2007-08, 80.1 per cent nationally were ‘satisfied’ or ‘very satisfied’ with the service they received during their most recent contact, remaining relatively steady from 2006-07 (figure 6.10).

Figure 6.10 **People who were ‘satisfied’ or ‘very satisfied’ with police in their most recent contact<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.14.

### *Perceptions of police integrity*

Public ‘perceptions of police integrity’ is an indicator of governments’ objective for police to perform their duties with integrity and professionalism (box 6.9).

### Box 6.9 Perceptions of police integrity

'Perceptions of police integrity' 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.

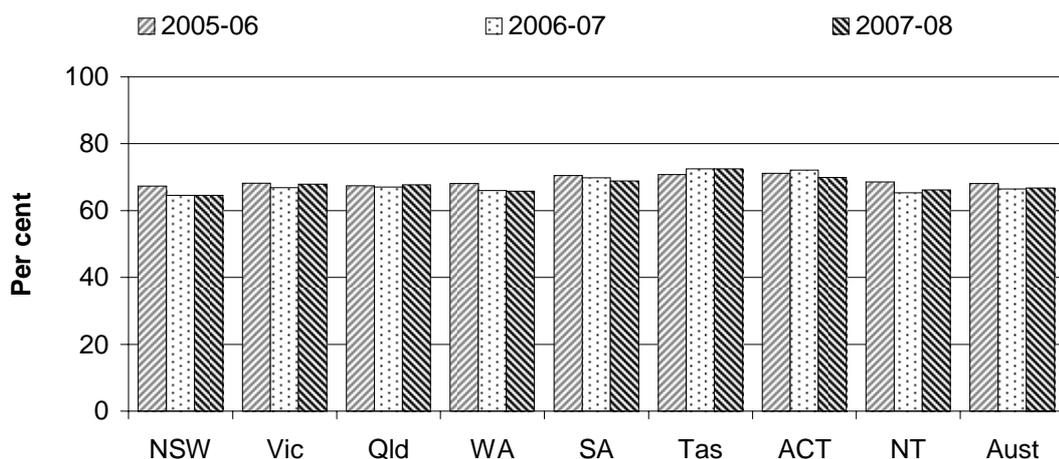
A higher proportion of people who 'agreed' or 'strongly agreed' that — police treat people fairly and equally, police perform the job professionally, and most police are honest — is desirable.

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.

In 2007-08, 66.8 per cent of people nationally 'agreed' or 'strongly agreed' that police treat people 'fairly and equally', remaining relatively steady from 2006-07 (figure 6.11).

Figure 6.11 People who 'agreed' or 'strongly agreed' that police treat people fairly and equally<sup>a, b</sup>

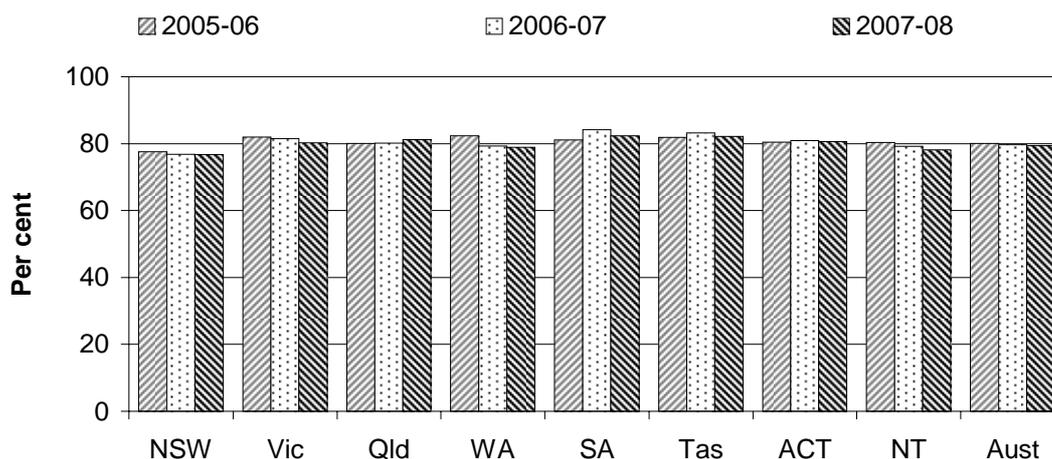


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.16.

Nationally, 79.4 per cent of people ‘agreed’ or ‘strongly agreed’ in 2007-08 that police perform the job ‘professionally’, remaining relatively stable from the 2006-07 result of 79.7 per cent (figure 6.12).

Figure 6.12 **People who ‘agreed’ or ‘strongly agreed’ that police perform the job professionally<sup>a, b</sup>**



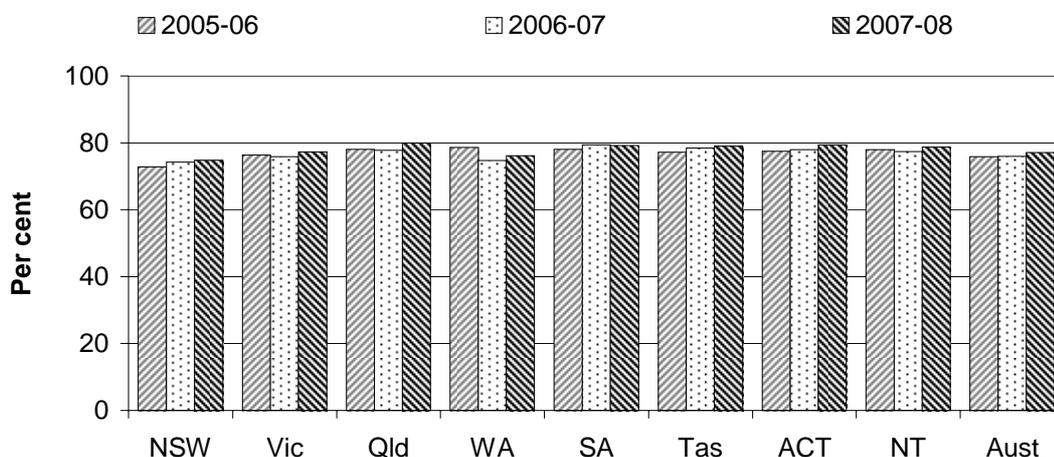
<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.15.

Police integrity is another important element of police services’ performance. This can be judged to some extent by the public perception of police honesty.

Nationally, 77.1 per cent of people ‘agreed’ or ‘strongly agreed’ in 2007-08 that most police are ‘honest’, remaining relatively stable from the 2006-07 result of 76.0 per cent (figure 6.13).

Figure 6.13 People who 'agreed' or 'strongly agreed' that most police are honest<sup>a, b</sup>



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.17

## 6.4 Community safety

This section reviews the role of police in preserving public order and promoting a safer community. Activities typically include:

- undertaking crime prevention and community support programs
- responding to, managing and coordinating major incidents and emergencies
- responding to calls for assistance.

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on community perceptions data. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

### Key community safety performance indicator results

#### Outputs

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

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### *Equity — access*

An indicator of governments' objective to facilitate equitable access for people with special needs for community safety has yet to be developed (box 6.10).

**Box 6.10 Performance indicator — access**

Equity and access for community safety has been identified 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 actual services delivered) (see chapter 1, section 1.5).

### *Perceptions of safety*

'Perceptions of safety' is an indicator of governments' objective to reassure the public by ensuring the community feels safe (within themselves and regarding their property) in public and private (box 6.11).

**Box 6.11 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 higher proportion of people who felt 'safe' or 'very safe' for either measure is a desirable outcome.

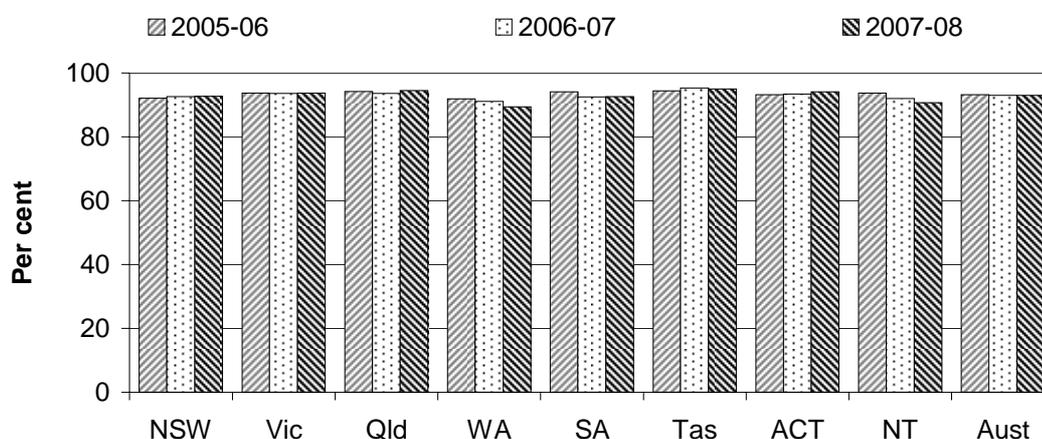
Perceptions of safety might not reflect reported crime, as reported crime might understate actual crime, and many factors (including media reporting and hearsay) might affect public perceptions of crime levels and safety.

Data reported for this indicator are comparable.

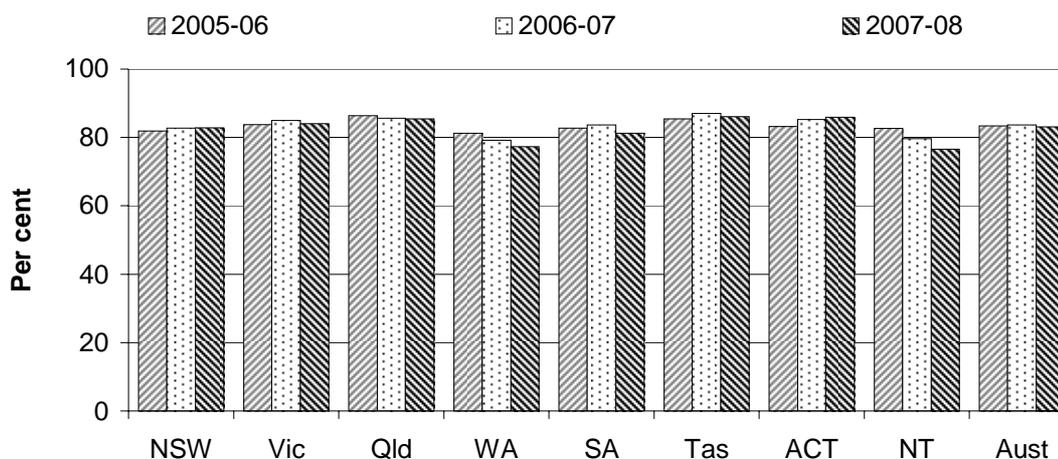
Nationally, 93.0 per cent of people surveyed felt 'safe' or 'very safe' at home alone during the day in 2007-08. Nationally, 83.1 per cent of people felt 'safe' or 'very safe' at home alone after dark in 2007-08 (figure 6.14).

Figure 6.14 Perceptions of safety at home alone<sup>a</sup>

(a) Proportion who felt 'safe' or 'very safe' at home alone during the day



(b) Proportion who felt 'safe' or 'very safe' at home alone after dark



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

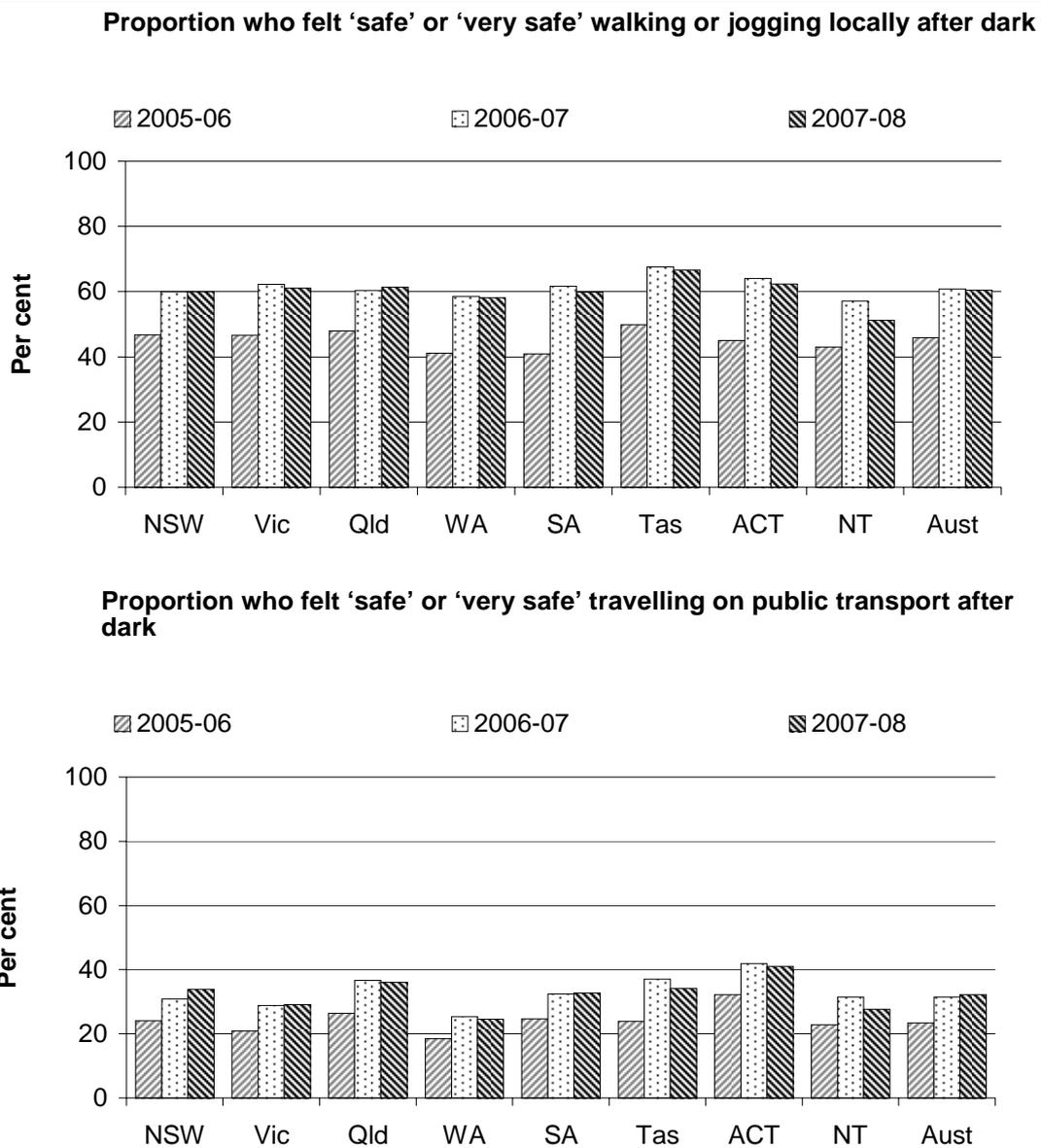
Source: ANZPAA (unpublished); table 6A.21.

Nationally, 89.3 per cent of respondents felt 'safe' or 'very safe' when walking or jogging locally during the day in 2007-08 (table 6A.22) and 60.4 per cent of people felt 'safe' or 'very safe' when walking or jogging locally after dark in 2007-08. These results are relatively stable from 2006-07 (figure 6.15).

Nationally, 64.8 per cent of respondents felt 'safe' or 'very safe' when travelling on public transport during the day (remaining relatively stable from 2007-08) (table 6A.23) and 32.2 per cent of people surveyed felt 'safe' or 'very safe' when

travelling on public transport after dark in 2007-08 (remaining relatively stable from 2007-08) (figure 6.15).

Figure 6.15 Perceptions of safety in public places<sup>a, b, c, d</sup>



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8. <sup>c</sup> For this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport. <sup>d</sup> Unlike other jurisdictions, Tasmania, the NT and the ACT do not operate a suburban train network and rely on buses as the primary means of public transportation.

Source: ANZPAA (unpublished); tables 6A.22 and 6A.23.

These results might be influenced by the mix (that is, trains, buses, ferries and trams) of public transport in each jurisdiction.

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### *Perceptions of crime problems*

'Perceptions of crime problems' is an indicator of governments' objective to reassure the public by ensuring the community feels safe (within themselves and regarding their property) in public and private (box 6.12).

#### **Box 6.12 Perceptions of crime problems**

'Perceptions of crime problems' is defined by two separate measures:

- the proportion of people who considered that various types of crime were a 'major problem' or 'somewhat of a problem' in their State or Territory
- the proportion of people who considered that various types of crime were a 'major problem' or 'somewhat of a problem' in their neighbourhood.

A lower proportion of people who felt the selected types of crime were a 'major problem' or 'somewhat of a problem' in their State or Territory and/or neighbourhood, is a desirable outcome.

Care needs to be taken in interpreting data on perceptions of crime, because reducing people's concerns about crime and reducing the actual level of crime are two separate, but related challenges for police. Comparisons between perceptions of crime problems and the level of crime raise questions about the factors that affect perceptions. More generally, such comparisons highlight the importance of considering the full suite of performance indicators rather than assessing performance on the basis of specific measures in isolation.

Data reported for this indicator are comparable.

Nationally, when people were asked in 2007-08 about crime problems in their State or Territory, the proportion of people who perceived a particular crime as a 'major problem' or 'somewhat of a problem' was: 91.3 per cent for illegal drugs; 90.5 per cent for poor driver behaviour (speeding cars, dangerous or noisy driving); 87.8 per cent for housebreaking; 84.0 per cent for vehicle theft; 85.0 per cent for graffiti or other vandalism; 83.9 per cent for physical assault in a public place; 82.6 per cent for sexual assault; 85.8 per cent for drunken and disorderly behaviour; 81.3 per cent for louts and gangs and 78.3 per cent for family violence (tables 6A.27–6A.29).

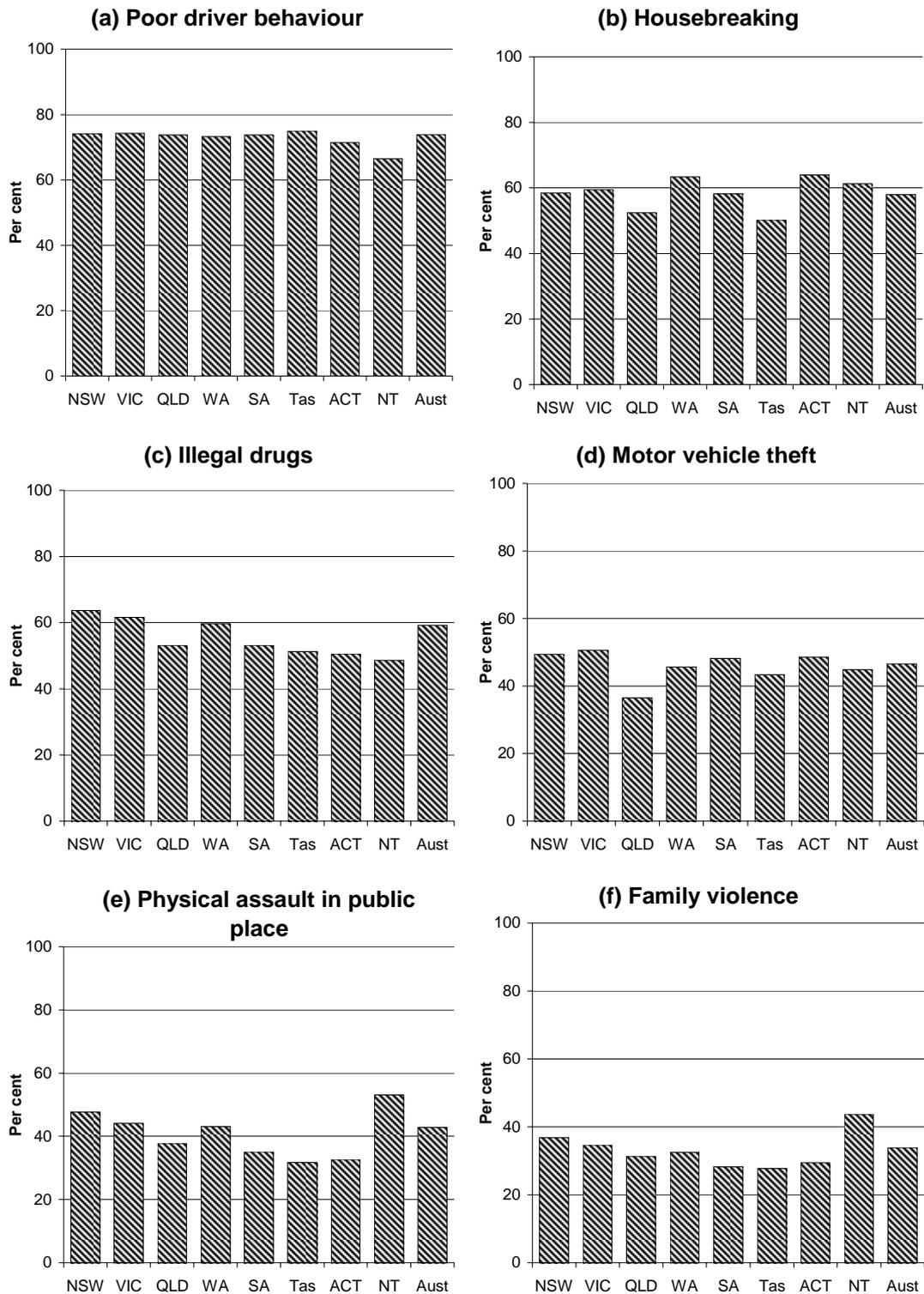
The following major areas of concern were identified by people in relation to crime problems in their neighbourhood:

- Poor driver behaviour — nationally, 73.9 per cent of people believed poor driver behaviour to be a 'major problem' or 'somewhat a problem' in 2007-08 (little changed from 72.4 in 2006-07) (figure 6.16a, table 6A.26).

- 
- Housebreaking — nationally, 57.9 per cent of people believed housebreaking to be a ‘major problem’ or ‘somewhat a problem’ in 2007-08 (little changed from 58.9 per cent in 2006-07) (figure 6.16b, table 6A.25).
  - Illegal drugs — nationally, 59.2 per cent of people believed illegal drugs to be a ‘major problem’ or ‘somewhat a problem’ in 2007-08 (up from 57.4 per cent in 2006-07) (figure 6.16c, table 6A.25).
  - Motor vehicle theft — nationally, 46.5 per cent of people believed motor vehicle theft to be a ‘major problem’ or ‘somewhat a problem’ in 2007-08 (little changed from 46.6 per cent in 2006-07) (figure 6.16d, table 6A.25).
  - Physical assault in a public place — nationally, 42.8 per cent of people believed physical assault to be a ‘major problem’ or ‘somewhat a problem’ in 2007-08 (up from 38.5 per cent in 2006-07) (figure 6.16e, table 6A.24).
  - Family violence — nationally, 33.9 per cent of people believed family violence to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2007-08 (little changed from 32.2 per cent in 2006-07) (figure 6.16f, table 6A.24).

Comparisons between perceptions of crime problems and the level of crime raise questions about the factors that affect perceptions. The preceding NSCSP results indicate that perceptions of crime fall significantly as respondents focus on their local neighbourhood rather than the State or Territory in which they live.

**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, 2007-08<sup>a</sup>**



<sup>a</sup> Data are based on survey results and subject to sampling error. Confidence intervals are in section 6.8.  
 Source: ANZPAA (unpublished); tables 6A.24–6A.26.

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## 6.5 Crime

This section reviews the role of police in investigating crime and identifying and apprehending offenders. It also measures the extent of crime in the community and assesses the number of crimes reported to the police.

### Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on recorded crime levels. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

### Key crime performance indicator results

#### *Outcomes*

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

‘Crime victimisation’, ‘Reporting rates’ and ‘Outcomes of investigations’ are outcome indicators of governments’ objective to bring to justice those people responsible for committing an offence.

#### *Victims of crime data in Australia*

Information on the level of selected crimes against the person and crimes against property is obtained from three sources for this chapter. The first source, the Crime and Safety Survey, was most recently conducted in 2005. The second source, the ABS Recorded Crime Victims series, was most recently published in 2008 (for the 2007 calendar year). The third source of data is provided on an annual basis by the Australian Institute of Criminology (AIC), with the most recent data for 2006-07 (unpublished).

#### *Crime and Safety Survey*

The Crime and Safety Survey is a national survey, conducted periodically by the ABS. Previous surveys were conducted in 1983, 1993, 1998 and 2002. Information is collected from individuals and households, and focuses on those categories of

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more serious crime, occurring in the 12 months prior to the survey, generally that affect the largest number of people.

The survey provides information on crime victimisation for selected personal and household crimes, including the number of crimes reported to police. Personal crimes include robbery, assault and sexual assault. Household crimes include break-in, attempted break-in and motor vehicle theft.

### *Trends in Recorded Crime in Australia*

The Recorded Crime Victims collection provides details of selected offences reported to, or detected by, police, 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.

Crime and Safety Survey data are considered to be more comparable across jurisdictions than the Recorded Crime collection, given differences in the way in which recorded crime data are compiled (box 6.13). Neither of these sources will provide a definitive measure of crime victimisation but, together, they provide a more comprehensive picture of victimisation than either measure alone.

This chapter reports the level of crime using the more comparable Crime and Safety Survey data, and the annual trends using the Recorded Crime Victims data.

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**Box 6.13 ABS crime victimisation statistics**

When an incident of crime victimisation occurs, it can be measured in a number of ways and at different stages; from the time a person perceives that they have been a victim, through to the reporting to police and the laying of charges. From among a range of possible ways of measuring crime, the ABS produces two major sources of data that can inform the user about crime victimisation. The first of these is a measure of crimes reported to and recorded by police, sourced from administrative records obtained from State and Territory police agencies. The second is direct reports from members of the public about their experiences of crime as collected in ABS household surveys. In some instances, the results may provide different pictures of crime in the community, with administrative data indicating a trend in one direction and personal experience indicating the opposite.

The full extent of crime is unlikely ever to be captured — Recorded Crime Victims data understate the true level of crime in Australia as a result of the behaviour of victims and the limitations of the data. Data relate to recorded crimes, but not all offences are reported to, or become known by, police. The victim's confidence in the judicial process, the nature of the offence and the relationship between the victim and perpetrator are among the key factors that influence the propensity to report an offence. Similarly, with survey data, it may be difficult to obtain information about some crimes such as sexual assault and assaults that have been committed by members of the same household.

*Comparing recorded crime statistics across jurisdictions*

A number of standards, classifications and counting rules are applied to Recorded Crime statistics, but care needs to be taken when comparing these statistics across states and territories, given the different business rules, procedures, systems, policies, legislation and recording of police agencies.

Findings from the Differences in Recorded Crime Statistics (DiRCS) project, released in 2005, indicated that data for assault and sexual assault were not comparable across all jurisdictions, but that information for other offence types were satisfactory for the level of comparison presented in the ABS National Recorded Crime — Victims publication. The ABS has worked with police agencies to develop a National Crime Recording Standard, to improve further the national comparability of the recorded crime victims' collection. The standard contains a uniform set of guidelines and scenarios, to enable consistency in recording to complement the already established national counting rules and classifications. All jurisdictions have implemented, or are in the process of implementing, the Standard.

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**Box 6.13 (Continued)**

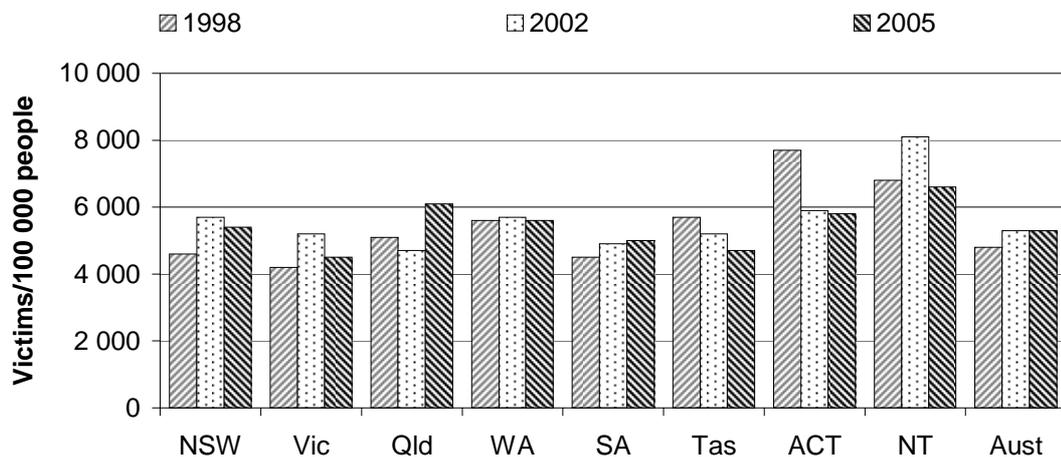
*Comparing recorded crime statistics with jurisdiction-specific data*

Care needs to be taken if attempting to compare ABS Recorded Crime Statistics with data reported by police agencies. The former are victim based (that is, based on the number of victims for each individual Australian Standard Offence Classification (ASOC) division offence category), whereas some State and Territory data are commonly offence or incident based (that is, based on the total number of offences or incidents recorded). To illustrate the difference, if multiple offences per victim of the same incident fall within the same ASOC division the victim is only counted once according to the most serious offence within that division, whereas police agencies may count separately each offence committed against the same victim.

*Rate of crime victimisation in Australia (from ABS Crime and Safety survey)*

There were 5300 victims of personal crime per 100 000 people in Australia in 2005, which is consistent with the findings of the previous survey conducted in 2002. The rate in 2005 varied across jurisdictions (figure 6.17).

**Figure 6.17 Estimated victims of selected personal crimes<sup>a</sup>**



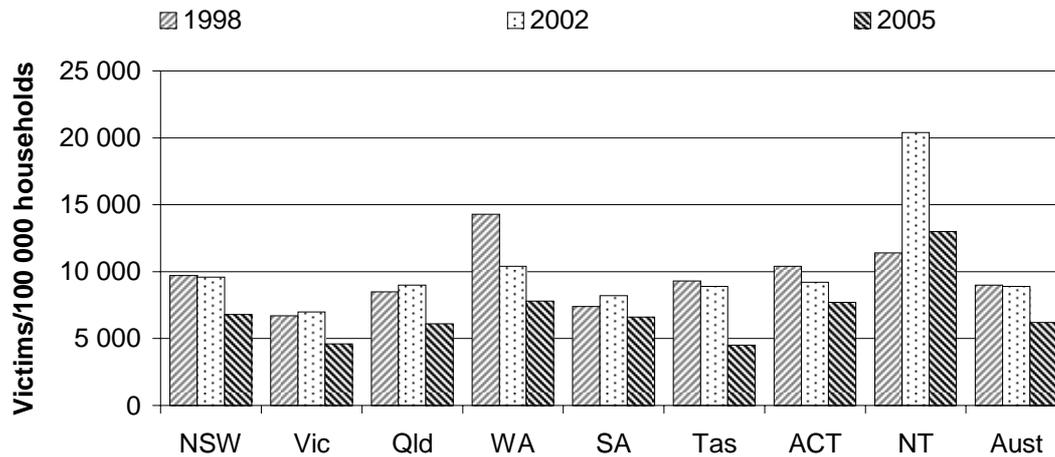
<sup>a</sup> Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.34.

There were 6200 household victims of property crime per 100 000 households in Australia in 2005, a fall from 8900 in 2002, when the previous survey was held.

There was a fall in the rate of household victims of property crime in all jurisdictions between 2002 and 2005 (figure 6.18).

Figure 6.18 **Estimated household victims of selected property crimes<sup>a</sup>**



<sup>a</sup> Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Data source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.35.

### *Trends in crime victimisation*

As noted previously, two ABS collections are the sources of the majority of crime victimisation data in this report: the Crime and Safety Survey and the Recorded Crime Victims Collection. Trend data are also drawn from a third data source, the AIC (box 6.14).

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**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 NHMP was established by the National Committee on Violence and has continued since, with support from all State and Territory police services. The program uses two main data sources:

- police reports (supplemented by information from investigating officers)
- coronial files (namely toxicology reports).

*Crime victimisation — crimes against the person*

‘Crime victimisation’ is an indicator of governments’ objective to enforce the law and improve community safety (box 6.15).

**Box 6.15 Crime victimisation — crimes against the person**

‘Crime victimisation’ is defined (in part) by three separate measures of the level of crime against the person:

- victims of homicide per 100 000 people
- estimated victims of assault per 100 000 people
- estimated victims of robbery per 100 000 people.

A lower 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 2003 = 100).

A fall in the index number is a more desirable outcome.

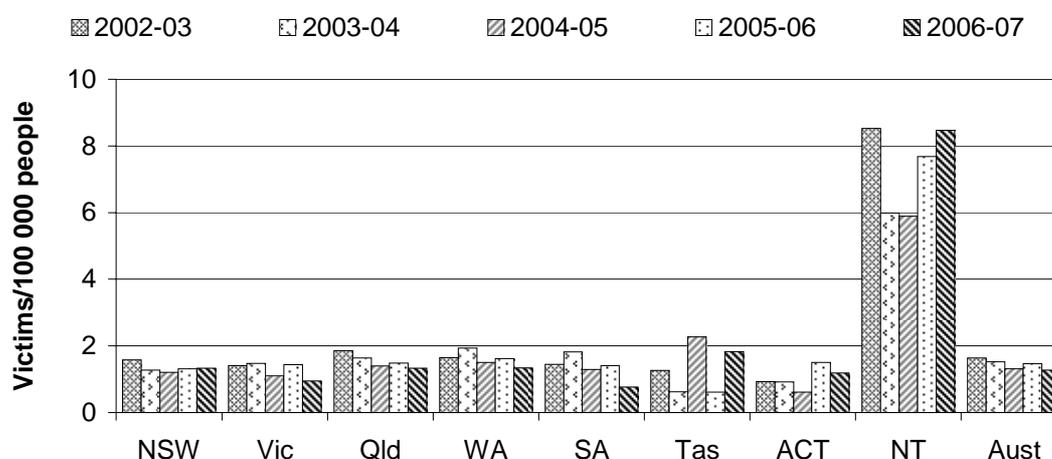
The recorded number of victims might vary from the actual incidence of crimes against the person for a number of reasons, including confidence in the judicial system as a whole.

Data reported for this indicator are comparable.

Differences in the way in which crimes are recorded on jurisdictions' police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

Nationally, there were 1.3 recorded victims of homicide per 100 000 people in 2006-07 (down from 1.5 in 2005-06) (figure 6.19).

Figure 6.19 **Victims of homicide**<sup>a, b, c</sup>

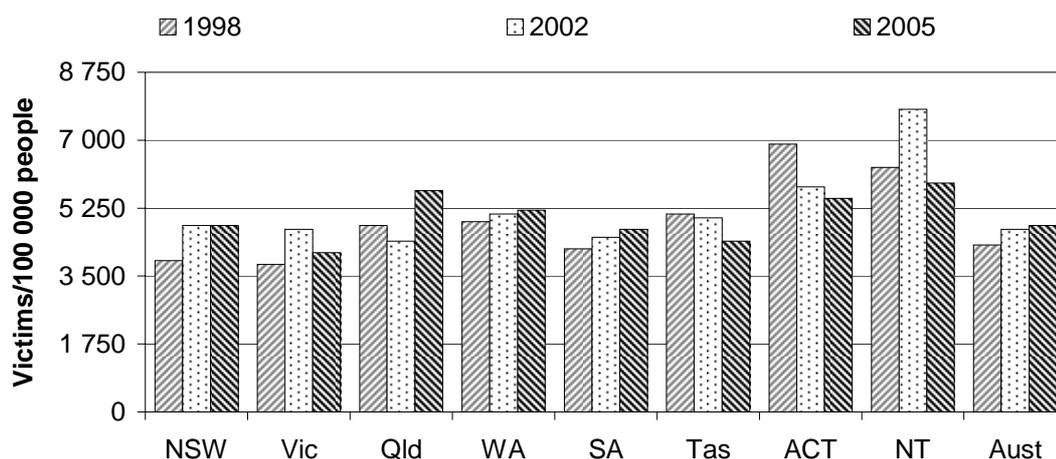


<sup>a</sup> Homicide is defined by the criminal law of each State and Territory. The specific wording of the definition varies between states and territories in terms of degree and culpability. <sup>b</sup> The AIC victims of homicide data for 2006-07 are preliminary (unpublished) and final data in other publications might differ. <sup>c</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005).

Source: AIC Homicide in Australia: National Homicide Monitoring Program (various years, unpublished); tables 6A.30 and AA.2.

Based on ABS Crime and Safety Survey data, there were 4800 victims of assault per 100 000 people in Australia in 2005 (up from 4700 per 100 000 people in 2002 and 4300 per 100 000 people in 1998) (figure 6.20).

Figure 6.20 **Estimated victims of assault<sup>a</sup>**

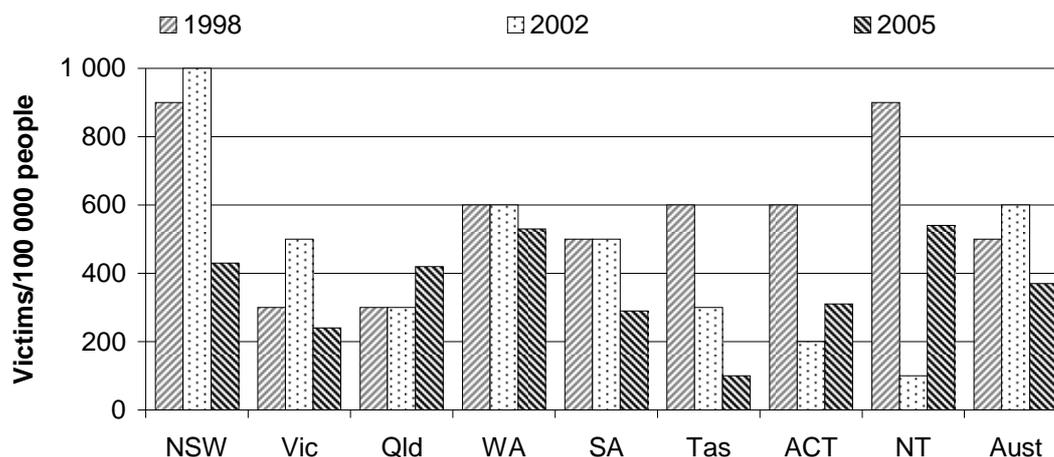


<sup>a</sup> A victim is defined as a person reporting at least one assault. Victims were counted once only, regardless of the number of incidents of assault. Assault is defined as an incident, other than a robbery, where the respondent was threatened with force or violence or physically attacked.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.34.

Based on ABS Crime and Safety Survey data, there were 370 victims of robbery per 100 000 people in Australia in 2005 (down from 600 victims per 100 000 people in 2002 and 500 in 1998) (figure 6.21).

Figure 6.21 **Estimated victims of robbery<sup>a</sup>**

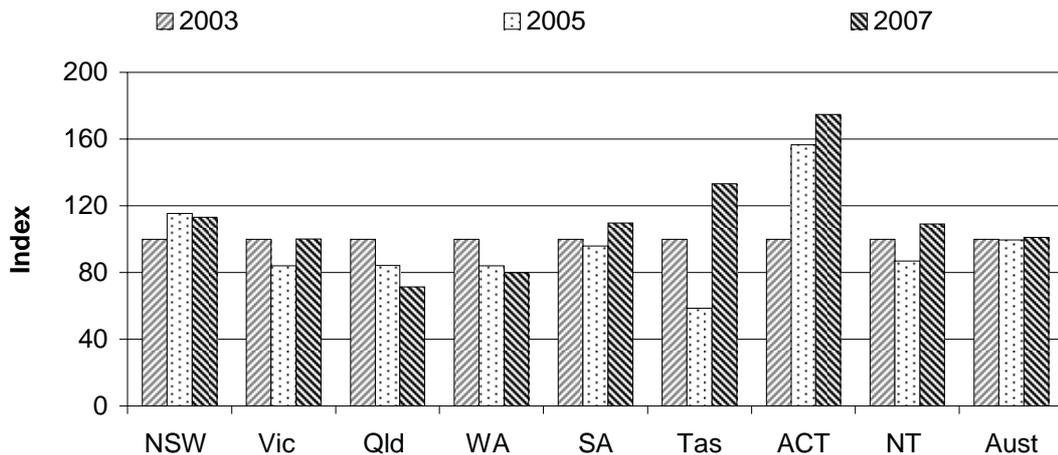


<sup>a</sup> A victim is defined as a person reporting at least one robbery. Victims were counted once only, regardless of the number of incidents of robbery. Robbery is defined as an incident, where someone has stolen (or tried to steal) property from a respondent by physically attacking them or threatening them with violence.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.34.

Based on the ABS Recorded Crime Victims collection, the rate of victims of armed robbery remained relatively stable at a national level between 2003 and 2007 (figure 6.22).

Figure 6.22 Trends in recorded crime — victims of armed robbery<sup>a, b, c, d, e</sup>



<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Index 2003 = 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. <sup>c</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2003 and 2005). Population data relate to 30 June, so that ERP at 30 June 2007 is used as the denominator for 2007. <sup>d</sup> NSW robbery counts prior to 2005 are understated and therefore not comparable to later years. Improved quality assurance procedures have identified further victims of offences that are now included as part of the offence of robbery. Given the magnitude of the contribution of NSW to the Australian estimate, national data are also understated prior to 2005. <sup>e</sup> ACT data for 2007 are not comparable to previous years for the categories of armed robbery and unarmed robbery due to information technology and quality assurance changes to improve the capture of victim data.

Source: ABS Recorded Crime — Victims, Australia (various years), Cat. no. 4510.0; tables 6A.31 and AA.2.

### Crime victimisation — crimes against property

‘Crime victimisation’ is an indicator of governments’ objective to enforce the law (and improve community safety) (box 6.16). The prevalence and trends in crimes against property in the community are important measures of the effectiveness of police services.

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**Box 6.16 Crime victimisation — crimes against property**

‘Crime victimisation’ is defined (in part) by two separate measures of the level of crime against property:

- estimated household victims of break-in/attempted break-in per 100 000 households
- estimated household victims of motor vehicle theft per 100 000 households.

A lower rate of crime victimisation is a more desirable outcome.

‘Crime victimisation’ is also defined by two separate measures of the trend in property crime in the community, presented in index form:

- victims of unlawful entry with intent (index 2003 = 100)
- victims of motor vehicle theft (index 2003 = 100).

A fall in the index number is a more desirable outcome.

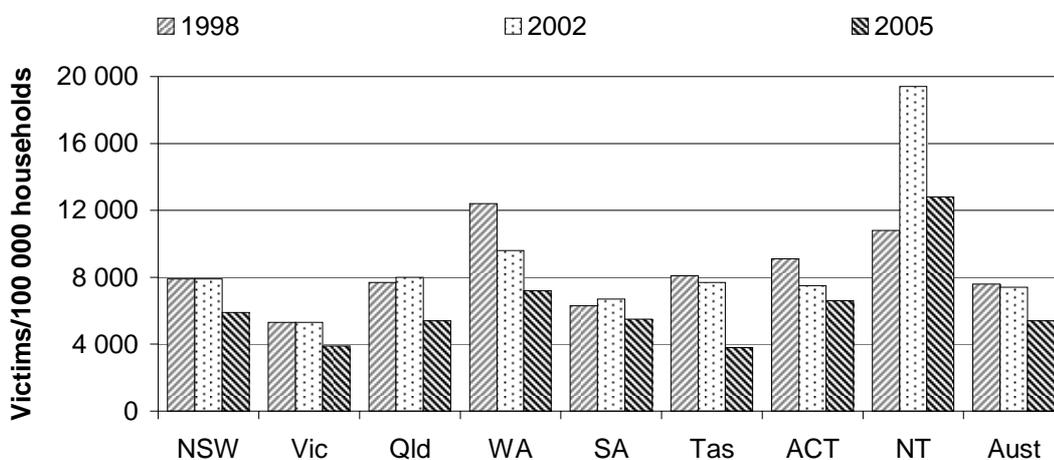
The recorded number of crimes might vary from the actual incidence of crimes against property for a number of reasons, including confidence in the judicial system as a whole.

Data reported for this indicator are comparable.

Differences in the way in which crimes are recorded on jurisdictions’ police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

Based on ABS Crime and Safety Survey data, there were 5400 break-ins or attempted break-ins per 100 000 households in Australia in 2005 (down from 7400 victims per 100 000 households in 2002 and 7600 in 1998) (figure 6.23).

Figure 6.23 Estimated victims of break-in/attempted break-in<sup>a, b</sup>

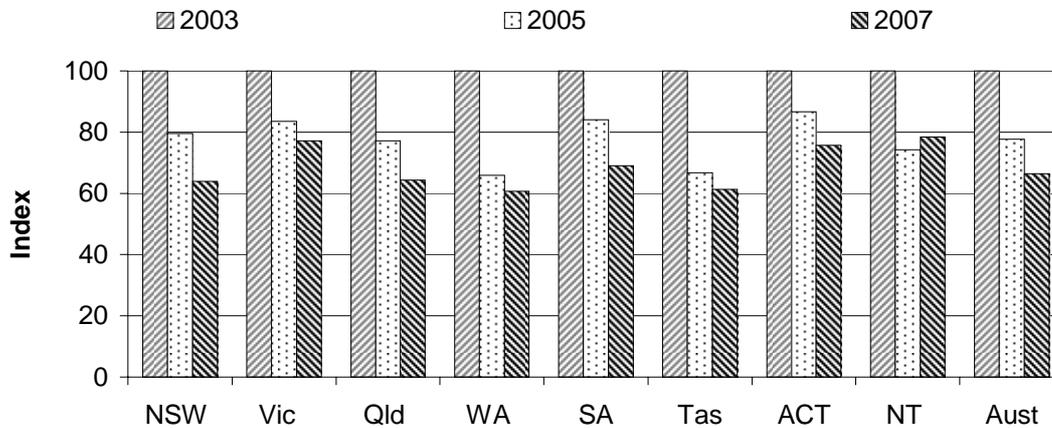


<sup>a</sup> A victim is defined as a household reporting at least one break-in/attempted break-in. Victims were counted once only, regardless of the number of incidents of break-in/attempted break-in. Therefore, the addition of the 'break and enter' and, the 'attempted break and enter', data in table 6A.35 is greater than the category 'break and enter or attempted break and enter'. <sup>b</sup> Break-in is defined as an incident where the respondent's home had been broken into. Break-in offences relating to respondents' cars or gardens are excluded.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.35.

Based on the ABS Recorded Crime collection, the number of victims of unlawful entry with intent per 100 000 people fell, nationally, between 2003 and 2007. There has been a general downward trend in the victimisation rate in all jurisdictions since the base period of 2003 (figure 6.24). Table 6A.32 reports numbers per 100 000 people.

**Figure 6.24 Trends in recorded crime — victims of unlawful entry with intent index<sup>a, b, c, d</sup>**

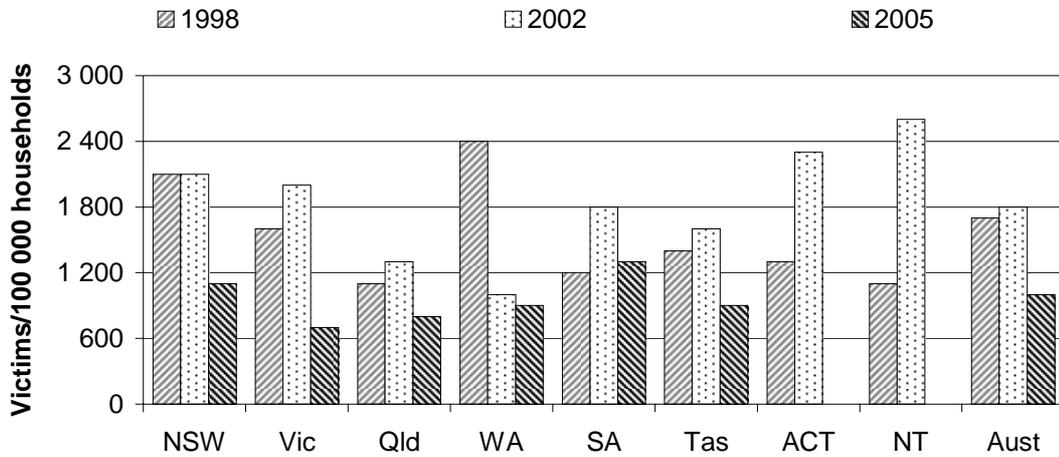


<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Index 2003 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions. Index calculations are based on ABS unrounded data and may differ from those published by the ABS and others. <sup>c</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2003 and 2005). Population data relate to 30 June, so that ERP at 30 June 2007 is used as the denominator for 2007. <sup>d</sup> NSW unlawful entry with intent counts prior to 2006 are overstated and therefore not comparable to later years. Given the magnitude of the contribution of NSW to the Australian estimate, national data are also overstated prior to 2006.

Source: ABS *Recorded Crime — Victims* (various years), Cat. no. 4510.0; tables 6A.32 and AA.2.

Based on ABS Crime and Safety Survey data, 1000 motor vehicles were stolen per 100 000 households in 2005 in Australia (down from 1800 per 100 000 households in 2002 and 1700 in 1998) (figure 6.25).

Figure 6.25 Estimated victims of motor vehicle theft<sup>a, b</sup>

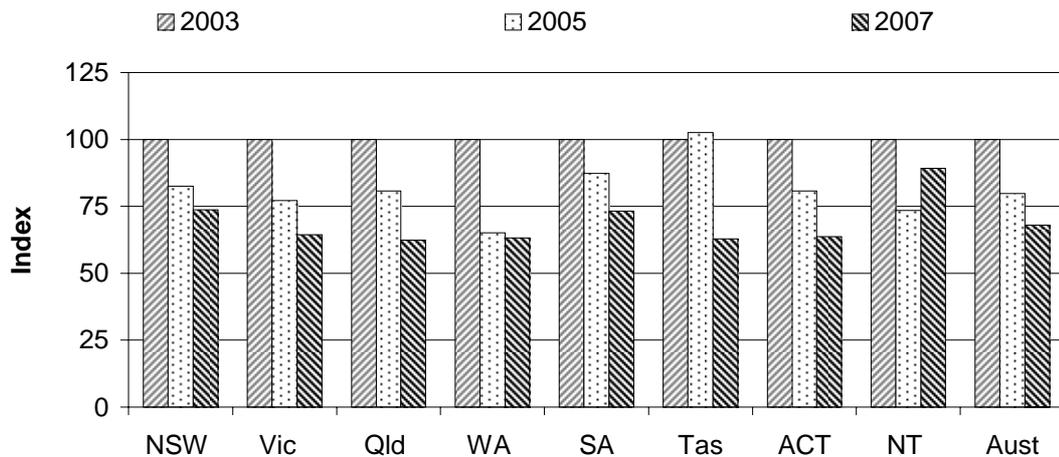


<sup>a</sup> A victim is defined as a household reporting at least one motor vehicle theft. Victims were counted once only, regardless of the number of incidents of motor vehicle theft. Motor vehicle theft is defined as an incident where a motor vehicle was stolen from any member of the respondent's household. It includes privately owned vehicles, as well as business/company vehicles used exclusively by members of the household. <sup>b</sup> Data not available for some jurisdictions for all years.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.35.

Based on the ABS Recorded Crime collection, the number of victims of motor vehicle theft per 100 000 people fell 32.0 per cent in Australia between 2003 and 2007 (figure 6.26). Table 6A.32 reports numbers per 100 000 people.

Figure 6.26 Trends in recorded crime — victims of motor vehicle theft<sup>a, b</sup>



<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Index 2003 = 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.

Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 6A.32.

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## *Reporting rates*

'Reporting rates' is an indicator of governments' objective to enforce the law (and improve community safety by engendering public confidence in the police and judicial system) (box 6.17).

### **Box 6.17 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 victims of that offence. It is reported separately for:

- break and enter
- attempted break and enter
- motor vehicle theft
- robbery
- assault
- sexual assault
- total victims of crimes against the person
- total victims of crimes against property.

A higher reporting rate is desirable.

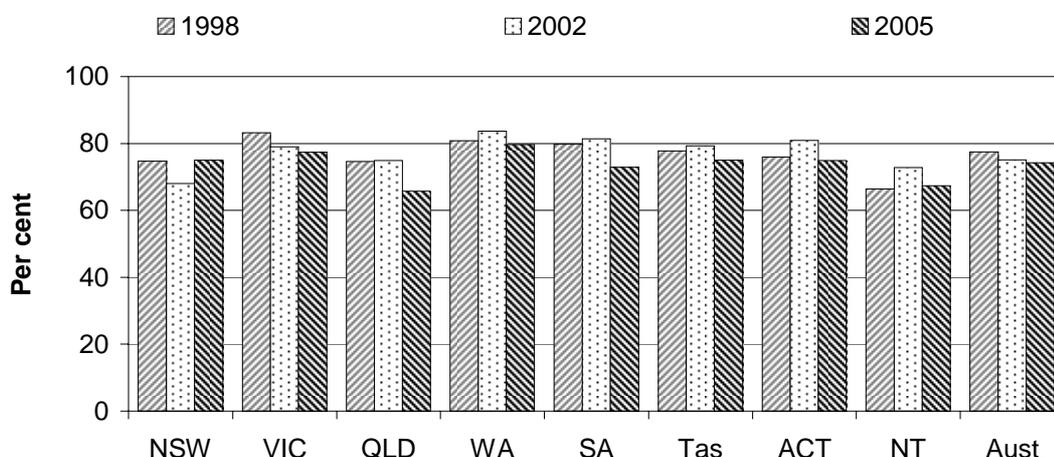
Reporting rates vary across different crime types (evident in table 6A.33). This indicator does not provide information on why some people choose not to report particular offences to the police.

Data reported for this indicator are comparable.

Nationally, the reporting rates in 2005 (for selected offences) were as follows:

- for break and enter offences, 74.2 per cent (compared with 75.1 per cent in 2002 and 77.5 per cent in 1998) (figure 6.27)
- for attempted break and enter offences, 30.7 per cent in 2005 (similar to that in 2002 and 1998, with 31.1 and 31.7 per cent respectively)
- for motor vehicle theft, 90.3 per cent in 2005 (compared with 95.0 per cent in 2002 and 95.1 per cent in 1998)
- for robbery offences, 38.5 per cent (compared with 50.2 per cent in 2002 and 49.8 per cent in 1998) (table 6A.33).

Figure 6.27 Reporting rate for break and enter<sup>a</sup>



<sup>a</sup> The 2005 break and enter estimate for the NT has a relative standard error between 25 and 50 per cent and should be used with caution.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.33.

### Outcomes of investigations — personal crimes

‘Outcomes of investigations — personal crimes’ is an indicator of governments’ objective to bring to justice those people responsible for committing an offence (box 6.18).

#### Box 6.18 Outcomes of investigations — personal crimes

‘Outcomes of investigations’ 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 murder and armed robbery. Data on assault and sexual assault are no longer available nationally in recorded crime statistics.

A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a desirable outcome.

Data reported for this indicator are not directly comparable.

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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.

Outcomes of investigations — personal crimes are not directly comparable across jurisdictions because of differences in the way data are compiled.

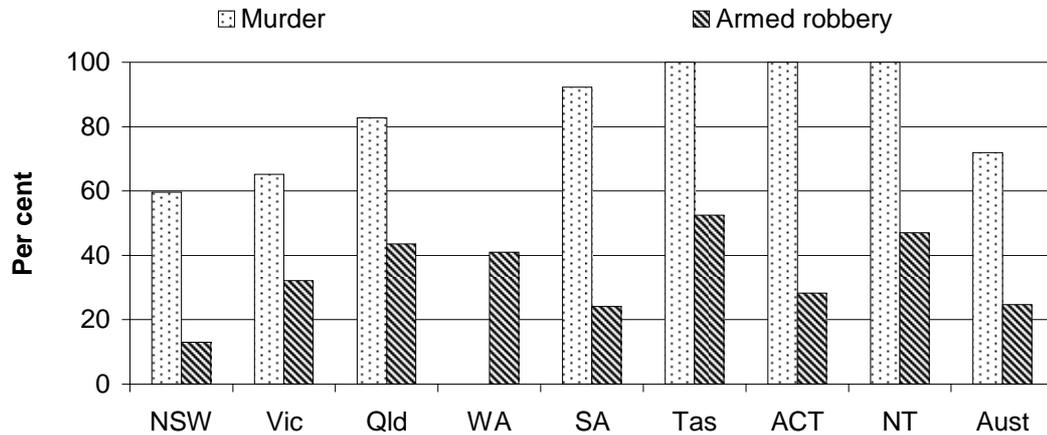
Nationally, 71.9 per cent of murder investigations and 24.7 per cent of armed robbery investigations were finalised within 30 days, in 2007 (figure 6.28). Of those finalised investigations, proceedings commenced against an alleged offender within 30 days of the offence becoming known to police for 94.5 per cent of murder investigations and 85.5 per cent of armed robbery investigations (figure 6.28).

Figure 6.29 presents, for each jurisdiction in 2007, 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.

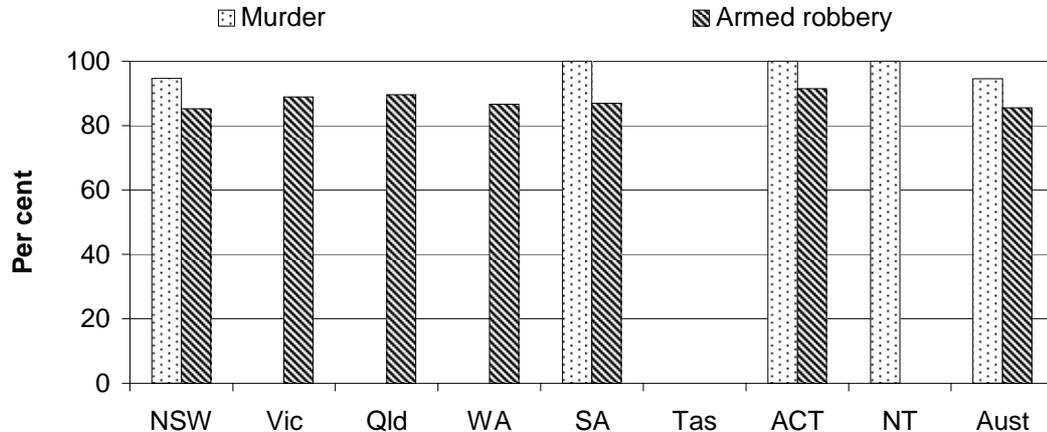
For these finalised investigations, figure 6.29 also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police.

Figure 6.28 Crimes against the person: outcomes of investigations, 30 day status, 2007<sup>a, b, c</sup>

Proportion of investigations finalised within 30 days of the offence becoming known to police



Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police

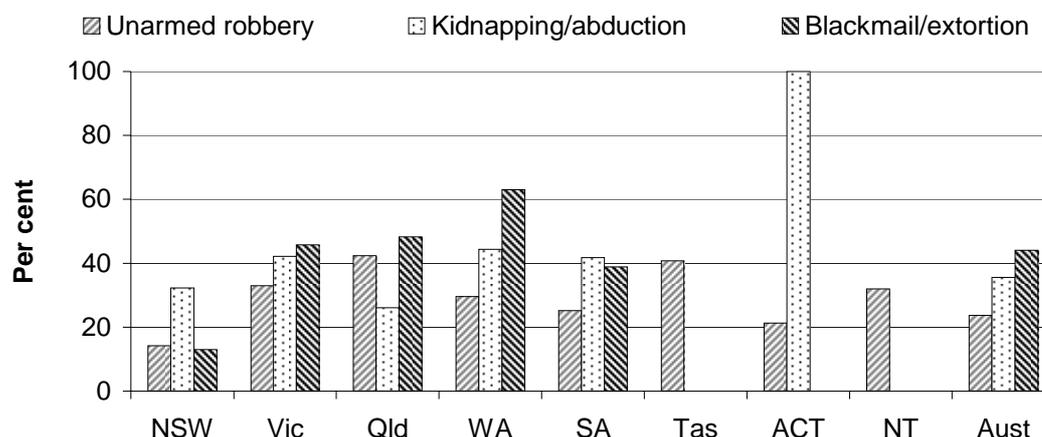


<sup>a</sup> Data on murder investigations finalised within 30 days of the offence becoming known to police are not published for WA and Tasmania. Data on finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police are not published for Victoria, Queensland, WA, SA and Tasmania for murder nor, for Tasmania and the NT for armed robbery. <sup>b</sup> Caution should be used in making comparisons across states and territories. There are significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia. <sup>c</sup> In SA, SAPOL formally adopted the national crime reporting standard from September 2007. Offence outcome and clearance codes changed, and accordingly the ABS incorporated those changes into its mapping of offence outcome and clearance codes within the 'Investigation finalised — offender proceeded against/no offender proceeded against' categories significantly altering the calculations reported in Recorded Crime - Victims, Australia 2007. SAPOL has therefore provided replacement data based on SAPOL analysis of the same data set provided to the ABS, that is consistent with the previous approach.

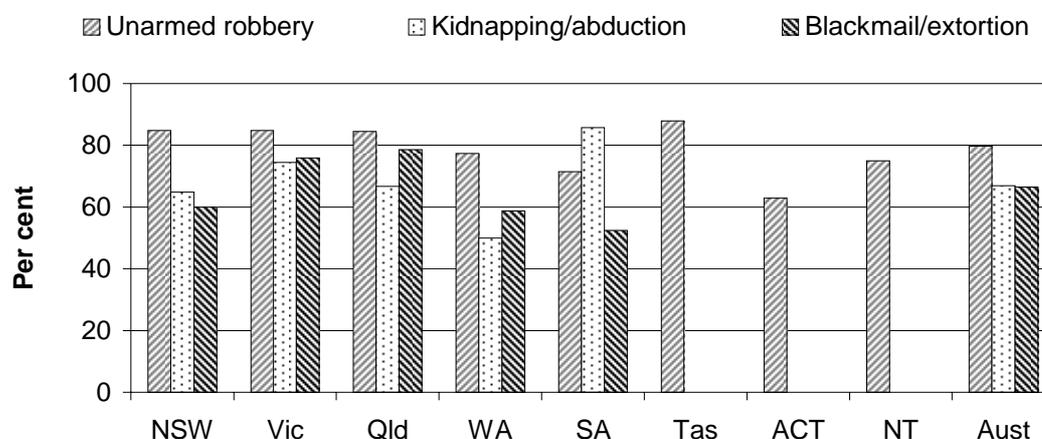
Source: ABS Recorded Crime – Victims, Cat. no. 4510.0 (2008 and unpublished); SA Government (unpublished); table 6A.36.

Figure 6.29 Crimes against the person: outcomes of investigations, 30 day status, 2007<sup>a, b, c</sup>

**Proportion of investigations finalised within 30 days of the offence becoming known to police**



**Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police**



<sup>a</sup> Data on blackmail/extortion investigations finalised within 30 days of the offence becoming known to police are zero for Tasmania and the NT and not published for the ACT. Data on finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police are zero for Tasmania and not published for the ACT and the NT for kidnapping/abduction and for Tasmania, ACT and the NT for blackmail/extortion. <sup>b</sup> Caution should be used in making comparisons across states and territories. There are significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia. <sup>c</sup> In SA, SAPOL formally adopted the national crime reporting standard from September 2007. Offence outcome and clearance codes changed, and accordingly the ABS incorporated those changes into its mapping of offence outcome and clearance codes within the 'Investigation finalised — offender proceeded against/no offender proceeded against' categories significantly altering the calculations reported in Recorded Crime - Victims, Australia 2007. SAPOL has therefore provided replacement data based on SAPOL analysis of the same data set provided to the ABS, that is consistent with the previous approach.

Source: ABS (2008 and unpublished), *Recorded Crime – Victims*, Cat. no. 4510.0; SA Government (unpublished); table 6A.36.

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*Outcomes of investigations — property crimes*

‘Outcomes of investigations — property crimes’ is an indicator of governments’ objective to bring to justice those people responsible for committing an offence (box 6.19).

**Box 6.19 Outcomes of investigations — property crimes**

‘Outcomes of investigations — property crimes’ is 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.

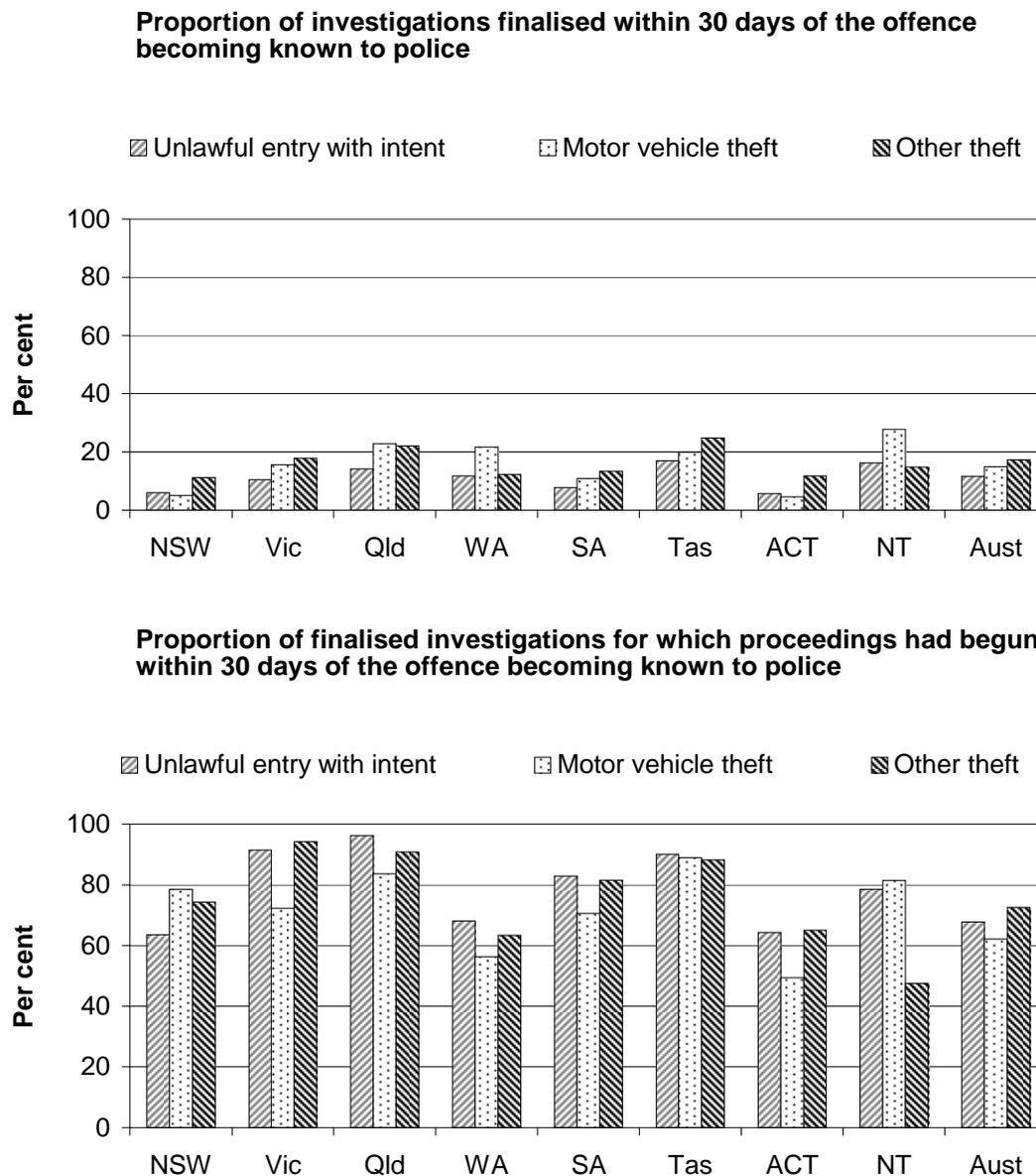
A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a desirable outcome.

Data reported for this indicator are not directly comparable.

Figure 6.30 reports for each jurisdiction in 2007, 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 6.30 also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police.

Figure 6.30 **Property crime: outcomes of investigations, 30 day status, 2007<sup>a, b</sup>**



<sup>a</sup> Caution should be used in making comparisons across states and territories. There are significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia. <sup>b</sup> SAPOL formally adopted the national crime reporting standard from September 2007. Offence outcome and clearance codes changed, and accordingly the ABS incorporated those changes into its mapping of offence outcome and clearance codes within the 'Investigation finalised — offender proceeded against/no offender proceeded against' categories significantly altering the calculations reported in Recorded Crime - Victims, Australia 2007. SAPOL has therefore provided replacement data based on SAPOL analysis of the same data set provided to the ABS, that is consistent with the previous approach.

Source: ABS (2008) *Recorded Crime – Victims*, Cat. no. 4510.0; SA Government (unpublished); table 6A.37.

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## 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 performance indicator results

#### *Outputs*

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

#### *Equity — access*

The Steering Committee has identified equity and access for road safety as an area for development in future reports (box 6.20).

**Box 6.20 Performance indicator — access**

An indicator of governments' objective to facilitate equitable access for people with special needs for road safety services has yet to be developed.

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## *Outcomes*

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

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 respondents' road use habits. For contextual purposes, 86.5 per cent of NSCSP respondents in 2007-08 stated that they had driven a motor vehicle in the past 6 months.

### *Road safety performance*

'Road safety performance' is an indicator of governments' objective to promote safer behaviour on the road through police programs that aim to influence road user behaviour (box 6.21).

#### **Box 6.21 Road safety performance**

'Road safety performance' is defined by three separate measures:

- use of seatbelts, defined as the proportion of people who had driven in the past 6 months and, in that time, had driven a car without wearing a seatbelt
- driving under the influence, defined as the proportion of people who had driven in the previous 6 months who indicated that they had driven when possibly over the alcohol limit in the previous 6 months
- degree of speeding, defined as the proportion of people who had driven in the last 6 months who indicated that they driven more than 10 kilometres per hour or more above the speed limit in the previous 6 months.

A lower proportion of people who stated that they had driven a car 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.

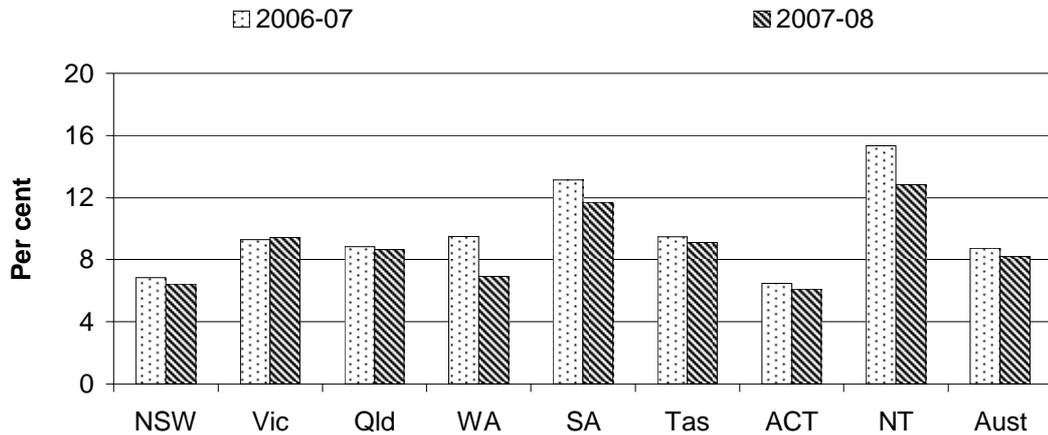
The use of seatbelts, the prevalence of driving under the influence of alcohol and speeding in the population is affected by a number of factors in addition to activities undertaken by police services, such as driver education and media campaigns.

Data reported for this indicator are comparable.

Nationally, 8.2 per cent of people surveyed in 2007-08, who had driven in the previous 6 months, said they had 'rarely' or more often ('sometimes', 'most of the

time' or 'always') driven a car without wearing a seat belt (little changed from 8.7 per cent in 2006-07) (figure 6.31).

**Figure 6.31 People who had driven in the previous 6 months without wearing a seat belt<sup>a, b</sup>**

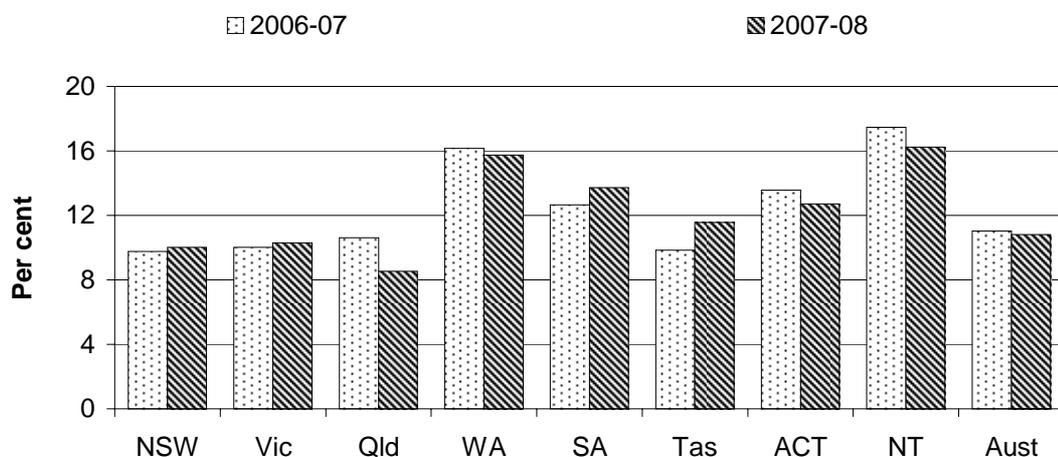


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.38.

Nationally in 2007-08, 10.8 per cent of people surveyed, who had driven in the previous 6 months, indicated that they had 'rarely' or more often ('sometimes', 'most of the time' or 'always') driven when possibly over the blood alcohol limit (little changed from 11.0 per cent in 2006-07) (figure 6.32).

**Figure 6.32 People who had driven in the previous 6 months when possibly over the alcohol limit 'rarely' or more often<sup>a, b</sup>**

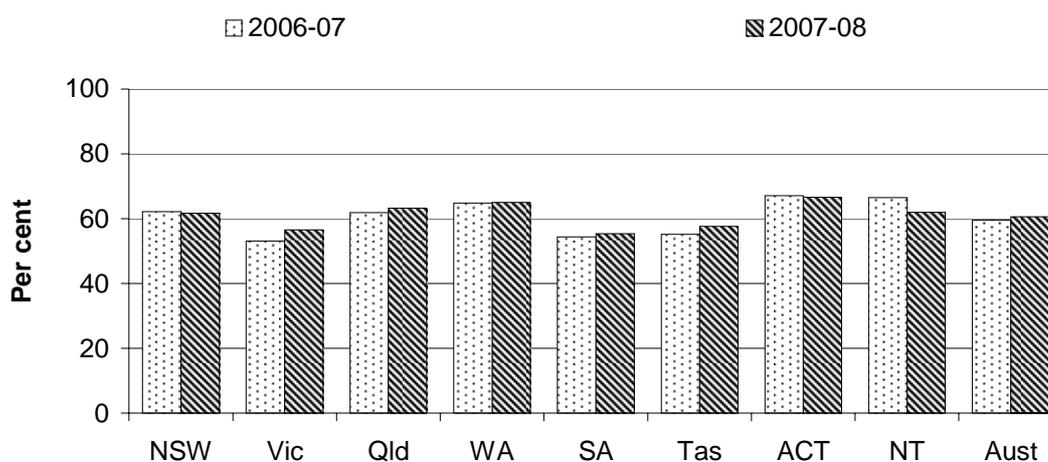


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.39.

Nationally in 2007-08, 60.6 per cent of people surveyed who had driven in the previous 6 months reported travelling more than 10 kilometres per hour or more above the speed limit ‘rarely’ or more often (‘sometimes’, ‘most of the time’ or ‘always’) (little changed from 59.5 per cent in 2006-07) (figure 6.33).

**Figure 6.33 People who had driven more than 10 kilometres per hour or more above the speed limit ‘rarely’ or more often in the previous 6 months<sup>a, b</sup>**



<sup>a</sup> Data years are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.40.

### Road death

‘Road death’ is an indicator of governments’ objective to promote safer behaviour on the road (box 6.22). One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations.

#### Box 6.22 Road death

‘Road death’ is defined as the number of road deaths per 100 000 registered vehicles.

A lower rate of road deaths per 100 000 registered vehicles is a desirable outcome.

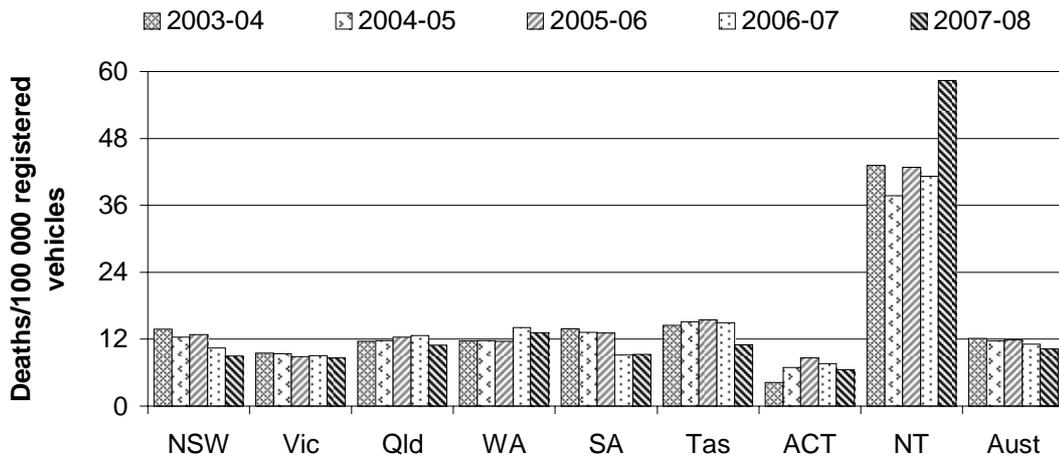
The rate of road deaths per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and media campaigns.

Data reported for this indicator are comparable.

Nationally, there were 1510 road deaths in 2007-08 (down from 1597 in 2006-07). Road fatalities for all jurisdictions from 2003-04 to 2007-08 are reported in table 6A.41.

There were 10 road deaths per 100 000 registered vehicles in Australia in 2007-08, (down from 11 in 2006-07) (figure 6.34).

Figure 6.34 Road deaths per 100 000 registered vehicles



Source: ATSB, Fatal Road Crash Database (accessed 26 September 2008); ABS Motor Vehicle Census (various years), Australia Cat. no. 9309.0; table 6A.41.

### Land transport hospitalisations per registered vehicle

‘Land transport hospitalisations per registered vehicle’ is an indicator of governments’ objective to promote safer behaviour on the road (box 6.23).

#### Box 6.23 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.

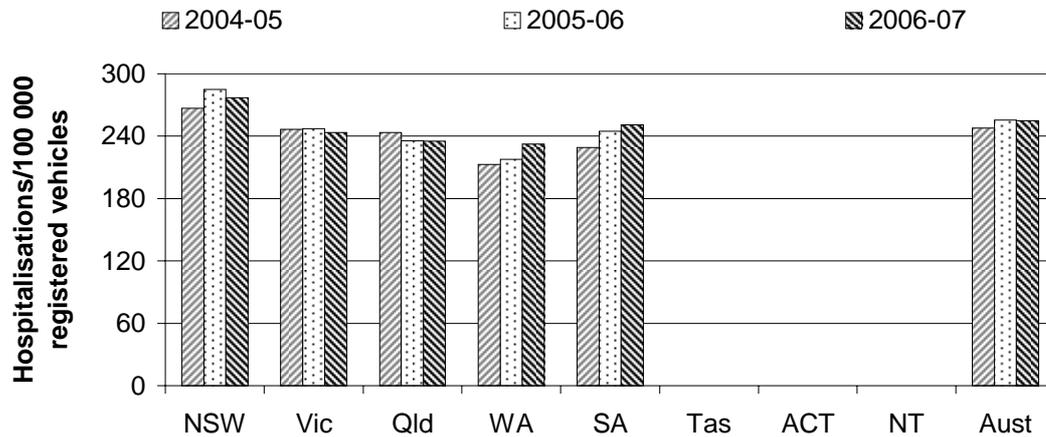
A lower number of hospitalisations from traffic accidents per 100 000 registered vehicles is a desirable outcome.

Hospitalisations from traffic accidents per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and media campaigns.

Data reported for this indicator are comparable.

There were 255 land transport hospitalisations per 100 000 registered vehicles in 2006-07, based on the five jurisdictions where data were available (figure 6.35).

Figure 6.35 Land transport hospitalisations per 100 000 registered vehicles<sup>a</sup>



<sup>a</sup> Data are not published for Tasmania, the ACT and the NT.

Source: ABS Motor Vehicle Census (various years), Australia Cat. no. 9309.0; AIHW (unpublished); table 6A.42.

### *Perceptions of road safety problems*

‘Perceptions of road safety problems’ is an indicator of governments’ objective to promote safer behaviour on the road, along with improving the neighbourhood quality of life, to reassure the public by ensuring the community feels safe in driving and using the roads (box 6.24).

### Box 6.24 Perceptions of road safety problems

'Perceptions of road safety problems' is defined by two separate measures:

- the proportion of people who believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their State or Territory
- the proportion of people who believed speeding cars or dangerous, noisy driving to be 'major problem' or 'somewhat of a problem' in their neighbourhood.

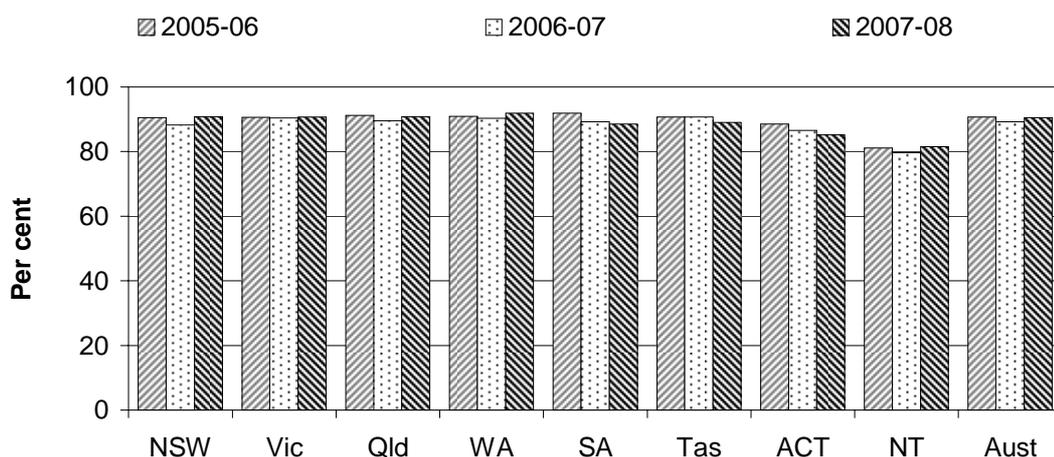
A smaller proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem', is a desirable outcome.

Perceptions of road safety might not reflect actual 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.

Nationally in 2007-08, 90.5 per cent of people surveyed believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their State or Territory (little changed from 89.3 per cent in 2006-07) (figure 6.36).

Figure 6.36 Proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem' in their State or Territory<sup>a, b</sup>

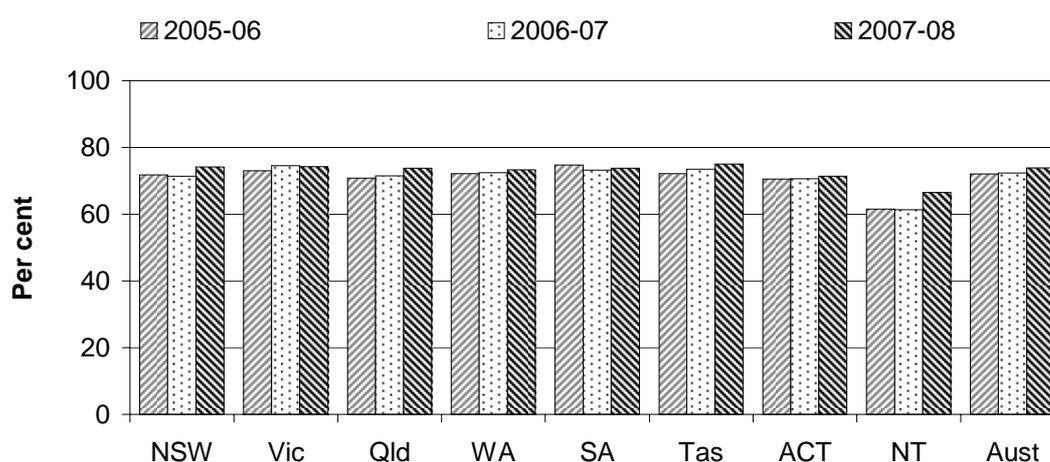


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.29.

Nationally in 2007-08, 73.9 per cent of people surveyed believed speeding cars or dangerous, noisy driving to be a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood (little changed from 72.4 per cent in 2006-07) (figure 6.37).

**Figure 6.37 Proportion of people who felt that speeding cars or dangerous, noisy driving was a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.26.

## 6.7 Judicial services

This section reviews the role of police in providing effective and efficient support to the judicial process, including the provision of safe custody for alleged offenders and fair and equitable treatment of both victims and alleged offenders.

Activities typically include:

- preparing briefs
- presenting evidence at court
- conducting court and prisoner security.

The role of police services in conducting court and prisoner security differs across jurisdictions.

Police performance in undertaking these activities is measured using a suite of indicators that include the proportion of court cases resulting in guilty pleas or

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guilty findings, and the effectiveness of police in diverting offenders from the criminal justice system. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

## **Key judicial services performance indicator results**

### *Outputs*

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*

An access indicator to measure governments' objective to facilitate equitable access for people with special needs for services to the judicial process has yet to be developed (box 6.25).

**Box 6.25 Performance indicator — access**

Equity and access for services to the judicial process has been identified as a key 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 activities associated with police services to the judicial process in an efficient manner (box 6.26).

### Box 6.26 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.

Lower 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.

The process by which costs are awarded differs between jurisdictions.

Real costs awarded against police, for those jurisdictions providing data in 2007-08, are presented in table 6.2 and provide a picture of trends over time for each jurisdiction. Data are presented for total dollar amounts and costs per person.

Table 6.2 Real costs awarded against the police in criminal actions (2007-08 dollars)<sup>a, b</sup>

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
Total costs									
2003-04	\$'000	693	1 926	124	1 250	566	na	254	na
2004-05	\$'000	761	2 236	186	1 603	787	na	256	na
2005-06	\$'000	1 035	2 413	158	2 256	778	23	149	na
2006-07	\$'000	900	1 932	131	3 047	862	34	149	na
2007-08	\$'000	1 060	1 601	245	3 100	1 209	16	71	22
Total costs per person <sup>c</sup>									
2003-04	\$	0.10	0.39	0.03	0.64	0.37	na	0.78	na
2004-05	\$	0.11	0.45	0.05	0.80	0.51	na	0.78	na
2005-06	\$	0.15	0.47	0.04	1.11	0.50	0.05	0.45	na
2006-07	\$	0.13	0.37	0.03	1.46	0.55	0.07	0.44	na
2007-08	\$	0.15	0.31	0.06	1.45	0.76	0.03	0.21	0.10

<sup>a</sup> Total costs awarded against the police resulting from summary offences and indictable offences tried summarily before a court of law, including ex gratia payments in some jurisdictions. <sup>b</sup> The process by which costs are awarded differs between jurisdictions. Therefore, 'costs awarded against police in criminal actions' data are not comparable across jurisdictions. <sup>c</sup> Historical rates in this table may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08. **na** Not available.

Source: State and Territory governments (unpublished); tables 6A.46 and AA.2.

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## *Effectiveness*

### *Proportion of juvenile diversions*

‘Proportion of juvenile diversions’ is an indicator of governments’ objective to support the judicial process to achieve efficient and effective court case management for judicial processing (box 6.27).

#### **Box 6.27 Proportion of juvenile diversions**

‘Proportion of 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 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.

The proportion of juvenile offenders undergoing diversionary programs varied across jurisdictions in 2007-08. 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)**

	NSW	Vic <sup>a</sup>	Qld	WA <sup>b</sup>	SA	Tas	ACT	NT
2003-04	58	30	45	67	55	56	42	na
2004-05	57	41	45	62	55	66	41	47
2005-06	55	35	47	61	55	64	36	38
2006-07	56	40	48	57	52	71	43	39
2007-08	55	41	49	56	49	67	49	42

<sup>a</sup> Victoria's results reflect only those instances where a juvenile is taken into police custody and subsequently issued with a formal caution. Instances where a juvenile is released into non-police care or involving a safe-custody application are not included. <sup>b</sup> WA data for 2003–07 have been revised to reflect financial years. Juvenile diversions include juvenile cautions and referrals to 'Juvenile Justice Teams'. The proportion of juvenile diversions has been calculated on total recorded police contacts with juvenile offenders comprising juvenile cautions, referrals to 'Juvenile Justice Teams' and arrests involving juveniles.

Source: State and Territory governments (unpublished); table 6A.45.

### 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).

### *Deaths in police custody and custody-related operations, and Indigenous deaths in custody and custody-related operations*

'Deaths in custody and custody-related operations', and 'Indigenous deaths in custody and custody-related operations' are indicators of governments' objective to provide safe custody for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders (box 6.28).

#### **Box 6.28 Deaths in police custody and custody-related operations, and Indigenous deaths in custody and custody related operations**

'Deaths in police custody and custody-related operations' and 'Indigenous deaths in custody and custody-related operations' are defined as the number of non-Indigenous and Indigenous deaths in police custody and custody-related operations.

A lower number of deaths in custody and custody-related operations is a better outcome.

Data reported for these indicators are comparable.

Nationally, there were 30 deaths in police custody and custody-related operations in 2007 (up from 22 in 2006). This total comprised 26 non-Indigenous deaths and 4 Indigenous deaths (table 6.4).

Table 6.4 **Deaths in police custody and custody-related operations<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Non-Indigenous deaths									
2003	11	4	7	3	2	–	1	–	28
2004	9	4	5	2	2	–	1	–	23
2005	3	5	6	–	1	–	–	–	15
2006	8	3	1	2	1	–	1	–	16
2007	5	7	3	4	4	–	–	2	26
Indigenous deaths									
2003	1	–	2	4	–	–	–	1	8
2004	2	1	2	1	1	–	–	1	8
2005	1	–	1	6	–	–	–	–	8
2006	–	1	1	2	1	–	–	1	6
2007	–	–	2	–	2	–	–	–	4
<b>Total Indigenous deaths 2003–07<sup>c</sup></b>	<b>4</b>	<b>2</b>	<b>8</b>	<b>13</b>	<b>4</b>	<b>–</b>	<b>–</b>	<b>3</b>	<b>34</b>
Total deaths									
2003	12	4	9	7	2	–	1	1	36
2004	11	5	7	3	3	–	1	1	31
2005	4	5	7	6	1	–	–	–	23
2006	8	4	2	4	2	–	1	1	22
2007	5	7	5	4	6	–	–	2	30
<b>Total 2003–07</b>	<b>40</b>	<b>25</b>	<b>30</b>	<b>24</b>	<b>14</b>	<b>–</b>	<b>3</b>	<b>5</b>	<b>142</b>

<sup>a</sup> Deaths in police custody include: deaths in institutional settings (for example, police stations/lockups and police vehicles, or during transfer to or from such an institution, or in hospitals following transfer from an institution); and other deaths in police operations where officers were in close contact with the deceased (for example, most raids and shootings by police). Deaths in custody-related operations cover situations where officers did not have such close contact with the person as to be able to significantly influence or control the person's behaviour (for example, most sieges and most cases where officers were attempting to detain a person, such as pursuits). <sup>b</sup> The AIC Deaths in police custody and custody-related operations for 2006-07 are preliminary (unpublished) and final data in other publications might differ. <sup>c</sup> In 2006, two deaths occurred in NSW for which Indigenous status has not been determined. – Nil or rounded to zero.

Source: AIC (various years, unpublished), *Deaths in Custody, Australia*; table 6A.43.

### *Outcomes of court cases*

The police assist the judicial process in a variety of ways, including collecting evidence and providing testimony in court. Police work in this area can be measured to some extent by the success of court cases in achieving a guilty plea or finding.

### *Proportion of lower court cases resulting in a guilty plea or finding*

‘Proportion of lower court cases resulting in a guilty plea or finding’ is an indicator of governments’ objective for police to support the judicial process to achieve efficient and effective court case management for judicial processing (box 6.29).

**Box 6.29 Proportion of lower court cases resulting in a guilty plea or finding**

‘Proportion of lower court cases resulting in a guilty plea or finding’ is defined as the number of lower courts finalised defendants who either submitted a guilty plea or were found guilty, as a proportion of the total number of lower courts adjudicated defendants.

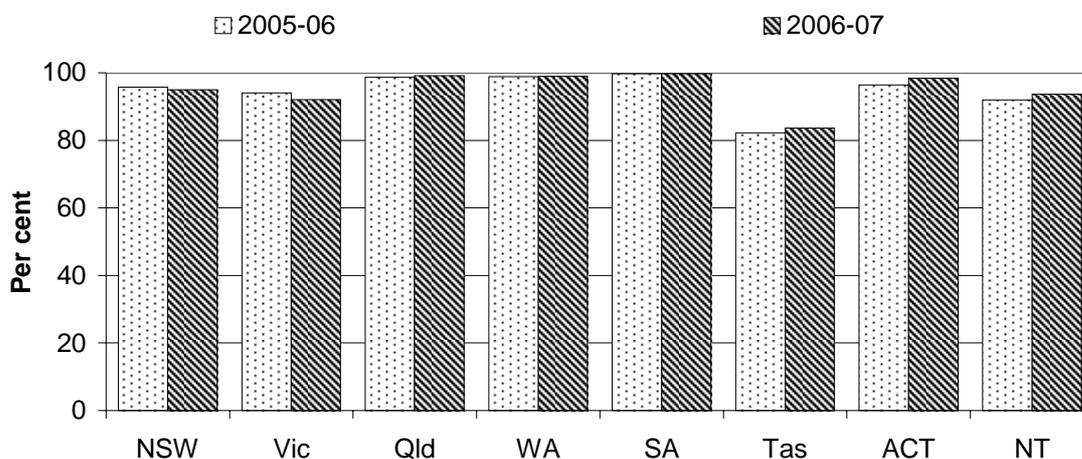
A higher proportion of lower courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome.

This indicator does not provide information on the number of cases where police have identified a likely offender but choose not to bring the case to trial due to a number of factors.

Data reported for this indicator are comparable.

The proportion of lower courts adjudicated defendants who either submitted a guilty plea or were found guilty was stable between 2005-06 and 2006-07 (figure 6.38).

**Figure 6.38 Proportion of lower courts adjudicated defendants who submitted a guilty plea or were found guilty<sup>a</sup>**



<sup>a</sup> A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS Criminal Courts, Australia (various years) Cat. no. 4513.0; table 6A.44.

*Proportion of higher court cases resulting in a guilty plea or finding*

‘Proportion of higher court cases resulting in a guilty plea or finding’ is another indicator of governments’ objective for police to support the judicial process to

achieve efficient and effective court case management for judicial processing (box 6.30).

**Box 6.30 Proportion of higher court cases resulting in a guilty plea or finding**

‘Proportion of higher court cases resulting in a guilty plea or finding’ is defined as the number of higher courts finalised defendants who either submitted a guilty plea or were found guilty, as a proportion of the total number of higher courts adjudicated defendants.

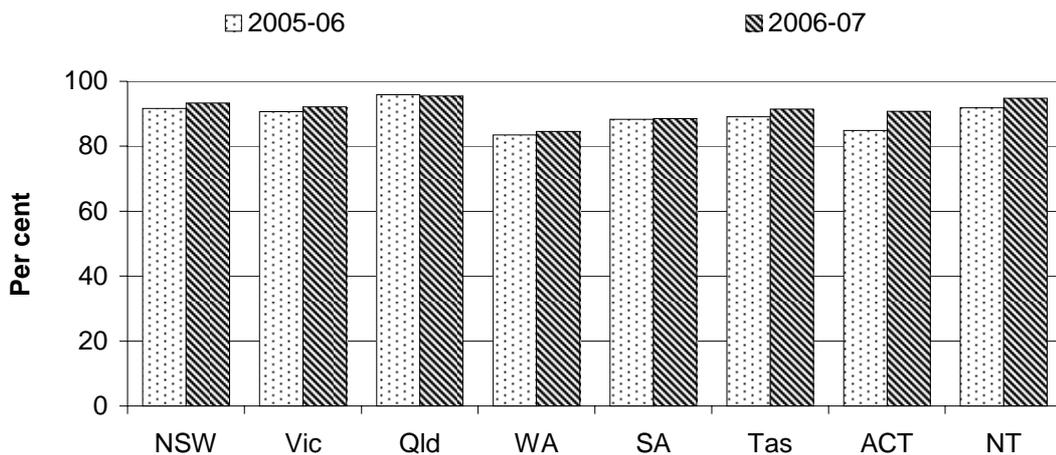
A higher proportion of higher courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome.

This indicator does not provide information on the number of cases where police have identified a likely offender, but choose not bring the case to trial due to a variety of factors nor to cases that have been finalised by a non-adjudicated method.

Data reported for this indicator are comparable.

The proportion of higher courts adjudicated defendants who either submitted a guilty plea or were found guilty was stable between 2005-06 and 2006-07 (figure 6.39).

**Figure 6.39 Proportion of higher courts adjudicated defendants who submitted a guilty plea or were found guilty<sup>a</sup>**



<sup>a</sup> A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS Criminal Courts, Australia (various years) Cat. no. 4513.0; table 6A.44.

## 6.8 Information on sample data

Some of the results reported are estimates obtained by conducting surveys with samples of the group or population in question. Results, therefore, are subject to sampling error. The data obtained from a sample may be different from the 'value' that would have been obtained from the entire group or population. Consequently, care needs to be taken when using survey results (see appendix A).

Table 6.5 indicates the confidence intervals for sample estimates reported in this chapter. For example, a point estimate of 50 per cent for NSW has a 95 per cent confidence interval of  $\pm 2.5$  percentage points (that is, there is 95 per cent confidence that the estimate lies between 47.5 per cent to 52.5 per cent). When comparing jurisdictions, estimates are statistically different only when confidence intervals do not overlap. A similar situation applies when comparing estimates between years.

**Table 6.5 95% Confidence bound to be applied to estimates from National Community Satisfaction with Policing Survey<sup>a</sup>**

<i>Estimate %</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
1 to 3	+/- 0.5	+/- 0.5	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 0.2
4 to 5	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 0.4
6 to 8	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 1.5	+/- 1.5	+/- 1.5	+/- 2.0	+/- 0.4
9 to 14	+/- 1.5	+/- 1.0	+/- 1.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.5	+/- 0.5
15 to 25	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.0	+/- 0.7
26 to 30	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.5	+/- 0.7
31 to 46	+/- 2.0	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
47 to 53	+/- 2.5	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
54 to 69	+/- 2.0	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
70 to 74	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.5	+/- 0.7
75 to 85	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.0	+/- 3.0	+/- 0.7
86 to 91	+/- 1.5	+/- 1.0	+/- 1.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.5	+/- 0.5
92 to 94	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 1.5	+/- 1.5	+/- 1.5	+/- 2.0	+/- 0.4
95 to 96	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 0.4
97 to 99	+/- 0.5	+/- 0.5	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 0.2
<b>Comparing years</b>	<b>+/- 2.5</b>	<b>+/- 2.0</b>	<b>+/- 1.5</b>	<b>+/- 3.0</b>	<b>+/- 3.0</b>	<b>+/- 3.0</b>	<b>+/- 2.5</b>	<b>+/- 4.0</b>	<b>+/- 0.8</b>

<sup>a</sup> The ABS considers that only estimates with relative standard errors of 25 per cent or less are sufficiently reliable for most purposes. Estimates greater than 25 per cent are subject to sampling variability too high for most practical purposes and need to be treated with caution and viewed as merely indicative of the magnitude involved.

Source: ANZPAA (unpublished).

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## 6.9 Future directions in performance reporting

The Review continues to examine alternative indicators of performance, consistent with the ongoing development of performance evaluation and reporting frameworks in individual jurisdictions.

The development of additional efficiency indicators for police services is a challenging and complex process. There are significantly different costing methodologies in each jurisdiction that affect the availability of comparative data. Research is ongoing into efficiency indicators used by police services overseas and other areas of government service delivery.

Two particular directions currently present challenges to performance evaluation and reporting.

Police are increasingly required to work in close partnership with other sectors of government, including health and community services, corrections, courts, other emergency service providers and transport. These partnerships address the need to deliver agreed whole-of-government outcomes at the State and Territory and national level. 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.

## 6.10 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales Government comments**

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The NSW Police Force is committed to assisting, in partnership with emergency services and other government agencies and members of the general public, in driving down crime and keeping the people of NSW safe and secure. It is worth noting that despite increases in traffic numbers 2007 saw the lowest road toll since 1945, a success due not only to the efforts of the NSW Police Force but a range of agencies and most of all NSW drivers.

The last 12 months has been a busy time for our organisation. There is little that can surpass the work of the APEC Security Command and the individuals, commands and organisations who contributed to Operation Contego. Two years of planning were involved to protect 21 heads of State and more than 6000 delegates over 100 days of meetings around Australia, culminating in the APEC Economic Leaders' Meeting in Sydney from 2–9 September 2007. We played a central role in ensuring the safety and security of Sydney with minimal disruption to city life and all whilst maintaining regular policing services across the State.

The NSW Government State Plan has set specific crime reduction targets for the NSW Police Force, being a 10 per cent reduction in violent crime and a 15 per cent reduction in property crime against households and individuals by 2016. These are tough targets that we are progressing well through a range of measures including proactive intelligence based policing, including high-visibility policing operations, strategic resource allocation and an enhanced focus on customer service.

NSW, in keeping with other states, has experienced a decrease in crime in 2007-08 to its lowest level in a decade. Community survey results point to a growing appreciation of police and a reduced fear of crime. It would therefore appear that NSW Police Force is achieving the right balance between curbing opportunities for criminality and upholding the rights of individuals.

Interstate comparison of the indicators used in this Report shows little difference between states. Information on recorded crime is shown as trend over years (indexed against base year) rather than the actual number or rate per head of population. This is due to differences in legislation, processes or recording practices, which render direct comparison invalid. All police jurisdictions are collaborating with the ABS to implement a National Crime Recording Standard, which is expected to give more comparable information in future years. The ABS has also undertaken a review of its household survey program and commenced a continuous household survey in 2008-09 relating to victimisation, perceptions of safety and problems in neighbourhoods. This survey is expected to provide interstate comparable information for national headline indicators.

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## Victorian Government comments

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In 2007-08, Victoria's overall crime rate decreased by 1.9 per cent from the rate reported at the end of 2006-07, marking the fifth consecutive year that the crime rate has dropped. However, it must be acknowledged that this year police have faced well publicised challenges in relation to public safety and order, particularly around licensed premises. Victoria Police, working with government, responded to these challenges by targeting anti-social behaviour in and around licensed premises through operational activities and legislative measures. Victoria Police has also responded to challenges in major crime areas and has enhanced its focus and capacity for dealing with illicit drugs, fraud and e-crime. We also continued to see achievements resulting from our ongoing operations targeting organised crime.

Safety on Victoria's roads continues to be a significant area of focus for Victoria Police and we have continued to invest significant resources in road policing operations that tackle the identified causes of road deaths and road trauma, such as excessive speed and alcohol and drug impaired driving. The success of the Vehicle Impoundment Enforcement Program, which enables police to take direct action against certain road safety offences and 'hoon' type driving, also contributed to our ongoing commitment to road safety.

How safe Victorians feel in their community is also essential to our overall success. In 2007-08, 91.8 per cent of Victorian respondents to the independently conducted National Survey of Community Satisfaction with Policing (NSCSP) felt 'safe' or 'very safe' out and about in their own neighbourhood. It is also important to know if the community thinks we are doing our job well, and importantly, where we might not be meeting service standards. The NSCSP results tell us that 83 per cent of Victorians who had direct, professional contact with police were 'satisfied' or 'very satisfied' with the service they received and that confidence in police remained very high.

In 2008 we launched our new five year strategic plan, The Way Ahead 2008–2013. Over the next five years Victoria Police will focus on three key priorities: a safer Victoria, connecting the community and valuing our people. To contribute to a safer Victoria, we will focus on further reducing crime and improving public safety and road safety. To connect with the community, Victoria Police will focus on engaging with and enhancing organisational capacity for policing diverse communities, including youth, multicultural and Indigenous groups, as well as other marginalised groups, including those with mental health issues. A commitment to valuing our people is fundamental to meeting our operational objectives. In the next twelve months we will continue to work on improving the health, safety and wellbeing of our people.

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### Queensland Government comments

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The resident population of Queensland currently exceeds four million people and continues to grow faster than any other state. Queensland also attracts around 18 million visitors a year across its 1.7 million square kilometre area.

The south east corner of the state is Australia's fastest growing region yet Queensland remains Australia's most decentralised state. Policing across the spectrum from rapid urban growth to remote and rural areas presents many unique challenges and requires a range of service delivery models and strategies.

In 2008, the Priority Policing Policy was developed to enhance first response policing. Under this initiative, existing police resources are directed into frontline duties to address peaks in calls for service and maximise police response capacity. The Service remains committed to working in partnership with the community, business and other government agencies to build and deliver policing programs that target crime and enhance community safety.

Road safety remains a key priority for the Service. A Random Roadside Drug Testing Unit was established to address the harm caused by people driving under the influence of illicit drugs. Road safety initiatives developed by the Queensland Road Safety Summit 2007, together with the National Road Safety Strategy 2001–2010, are also supported by the Service.

During 2007-08 Queensland recorded a 5 per cent reduction in the rate of reported crime. The National Survey of Community Satisfaction with Policing found 90 per cent of Queenslanders felt safe in situations where they were alone and 82.9 per cent of Queenslanders had confidence in police. Eighty one point three per cent of people who had contact with Queensland police in the last 12 months were satisfied with the service they received. While these results are encouraging, the Service remains committed to continuous improvement in delivering its four outputs of Community Safety and Engagement, Crime Management, Traffic Management and Professional Standards and Ethical Practice.

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### **Western Australian Government comments**

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Through the continued integration of the Frontline First strategy as our primary policing platform many notable results were achieved during 2007-08. In essence, Frontline First provides a focus for the efforts of our police officers and police staff in providing policing services to the community.

In conjunction with our project partner, a world-class technological solution for police communications was successfully implemented across the metropolitan area. Through the use of the Tasking and Dispatch Information System (TADIS) in-vehicle data system, officers on patrol are now performing in excess of 16 000 person, location and vehicle enquiries per day (compared to 800 per day on the old analogue network). Since its initial implementation in 2007, TADIS has been continually enhanced to further improve operational capacity and effectiveness. The adoption of TADIS has been one contributor to a reduction in police response times across the metropolitan area, and resulted in a ten per cent improvement in patrol time per vehicle.

The quality of intelligence has been improved through standardisation and enhancement of Tasking and Coordination Group processes to coordinate policing effort; implementing a defined training, development and succession plan for Intelligence Analysts; and improving the quality and quantity of surveillance capacity.

The role, structure and function of activities to combat alcohol- and drug-related offences were reviewed. This resulted in the centralisation of licensing and control responsibility for policing and enforcement activities associated with licensed premises, commercial agents, firearms licensing and drug education and prevention.

In a climate of strong economic growth with a very competitive job market and higher than usual attrition rates, the WA Police Strategic People Plan 2008–2012 was developed as part of building and retaining the right number and mix of skills to meet future policing needs. The agency has implemented innovative recruitment strategies which included school traineeships, the re-introduction of the cadet scheme and international recruitment. These efforts resulted in the induction and training of 720 new police officers in 2007-08.

The agency is committed to enhancing our professionalism. Service Delivery Standards were implemented as a guide to how police officers and police staff are expected to carry out their day-to-day business when responding to incidents and interacting with the community. The Standards support the WA Police Frontline First commitment to deliver quality policing services to the community of Western Australia through call-taking, and responding to and attending incidents.

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### **South Australian Government comments**

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The key indicators of police service delivery — victim reported crime reduction and improved road safety, showed good outcomes in 2007-08. These outcomes address important targets to be achieved over time in South Australia's Strategic Plan 2007.

South Australia Police (SAPOL) continued to strive to reduce victim reported crimes, those that directly affect victims, through a planned approach. By setting clear priorities, problem solving strategies and benchmarking results at local and corporate levels, this focus was maintained and results achieved. Overall, victim reported crime fell by 6.2 per cent. Some categories, such as property crime breakings (into residences and other premises) fell by 37.1 per cent on last year's figures.

In 2007-08 police continued to coordinate resources and operations in a lower tolerance approach to driver behaviour under the SAPOL Road Safety Strategy introduced in 2006. The number of road fatalities is reducing and serious injuries on the roads fell by 12.2 per cent in the first part of the 2008 calendar year. As well as a significant policing commitment, close working partnerships between police and key community groups, other government agencies, and the media, were an important part in achieving these results.

To continue to ensure a safe community at the broader and local level where people can go about their daily lives and the community can function, grow and prosper, police must provide effective services. SAPOL has made significant changes over the last decade to strategy and operations to provide better service with the available resources.

The high community rating for confidence in police (84.5 per cent) and professionalism of policing service delivery (82.4 per cent) reflects the success of the planned and structured approach and aspirations for excellence that underpin the delivery of police services.

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## Tasmanian Government comments

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Crime in Tasmania is at its lowest for 11 years with total offences having reduced by a further seven per cent during 2007-08. Contributing to this figure was a reduction in property offences of 8 per cent with substantial reductions in burglary of motor vehicles, motor vehicle stealing and burglary of buildings. The number of assaults and robberies, including armed robberies also declined. The national crime statistics also indicate that Tasmania's rate in 2007 was below the national rate for the majority of offence categories. Tasmania Police officers continue to focus on solving crime with a corresponding improvement in the clearance rate.

These results are also reflected in the *National Survey of Community Satisfaction with Policing*: Tasmanians continue to feel safe at home alone, and when walking or jogging in their neighbourhood. Tasmania Police and its services continue to rate higher than the national average with results from the National Survey showing that 72 per cent of Tasmanians were 'satisfied' or 'very satisfied' with services provided by police. Eighty three point five per cent of Tasmanians surveyed have confidence in police and 82.2 per cent believe that Tasmania Police perform their job professionally. This satisfaction is also reflected in the lowest number of complaints against police since 1994, when recording commenced.

Tasmania Police continues to implement innovative whole-of-government strategies to prevent and reduce crime including:

- the *Safe at Home* Program, a pro-intervention, pro-arrest and pro-prosecution approach applied by Police to the handling and resolution of family violence matters. The *Safe at Home* Program predicted a medium to long-term reduction in the level of family violence, and this pattern is starting to be realised
- the Inter-Agency Support Team Program in which Police provide leadership in working collaboratively with State and local government service providers to develop practical multi-agency responses to support children, young people and their families with multiple and complex problems. In 2007-08, 24 Inter-Agency Support Teams supported nearly 300 children and young people throughout Tasmania.

The Tasmanian Government remains committed to providing contemporary resources for the Department of Police and Emergency Management to be at the forefront of modern policing and emergency management. Extra funding of \$18.888 million was secured to modernise a number of police buildings. Other funding has been provided for the upgrading of the Tasmanian Government Radio Network for improved radio services for Tasmania Police and other Government users.

To improve its service delivery, Tasmania Police continues to review its planning processes, service delivery and management of its human resources.

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## Australian Capital Territory Government comments

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ACT Policing continued to enhance its performance against the requirements of the Purchase Agreement and the Ministerial Direction. The primary outcome of the Purchase Agreement is, in partnership with the community, to create a safer and more secure ACT in the areas of crime and safety management; traffic law enforcement and road safety; prosecution and judicial support; and crime prevention.

Throughout 2007-08, ACT Policing recorded decreases in a number of offence types. In particular, reductions were seen for homicide offences, robbery offences, burglary offences and drug offences. There was also significant improvement in police response times and levels of public confidence in police. The majority of people in the ACT continued to feel safe in their homes and in public places.

ACT Policing was a key contributor to the ACT Property Crime Reduction Strategy 2004–2007. The strategy concluded in December 2007 with reduction targets (10 per cent reduction in burglaries and 25 per cent reduction in motor vehicle thefts) being met. Actual results saw a 26 per cent reduction in burglaries and a 38 per cent reduction in motor vehicle theft. The lower levels of these types of offences have continued to be maintained for the first half of 2008.

In 2008, the ACT Policing Strategic Plan 2008–2011 was released, outlining strategies to enable ACT Policing to provide quality and effective policing services to the community. The Strategic Plan aims to promote closer ties to the community; to proactively prevent crime and address perceptions of crime in the community; and to maintain the highest ethical standards while striving for excellence in customer service. Among the challenges ahead for ACT Policing are changes in technology and science, shifting demographics within the ACT and heightened community expectations.

During 2007-08, ACT Policing undertook an evaluation of the first twelve months of the Suburban Policing Strategy (SPS), an initiative designed to improve community satisfaction with police and reduce the fear of crime. Overall, the evaluation concluded that the SPS has been well implemented, is operating successfully and is making progress towards achieving its broad aims. ACT Policing continues to focus on increasing visibility and accessibility of police and enhancing engagement with community members.

ACT Policing continues to improve road safety in the ACT. In 2008, ACT Policing trialled an improved Recognition and Analysis of Plates Identified (RAPID) number plate recognition system, designed to increase efficiencies for traffic patrols and maximise police visibility on ACT roads. ACT Policing also undertakes joint jurisdictional operations such as Operation RAID (Remove All Impaired Drivers), driver awareness and high visibility targeted and random breath testing.

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## Northern Territory Government comments

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The Commonwealth announced the *Northern Territory Emergency Response* (NTER) into Remote Communities in June 2007. The Northern Territory (NT) Police took a leading role training Australian Federal Police for deployment and assisting with the survey of 75 remote Indigenous communities. Taskforce Themis was established and by February 2008, NT Police had established 18 new police stations across the NT with 51 additional police on the ground in these stations. Members in these stations have worked tirelessly to build relationships with residents, and the ongoing community engagement evidences our commitment to deliver policing services to all Territorians. These police stations alone account for 4.4 per cent of all offences against the person and 2 per cent of all offences against property.

The Child Abuse Taskforce, established 12 months prior to the announcement of the NTER, continues to have a positive impact. Along with additional Australian Federal Police and the Department of Health and Families personnel, more than 207 investigations resulting in 16 apprehensions have been pursued.

The NT Police continues to rigorously investigate domestic violence reports and proactively monitor recidivist offenders. Almost half of all assaults reported to NT Police are domestic violence related, with the majority involving Indigenous victims and perpetrators. Since the implementation of the Violent Crime Reduction Strategy (VCRS) in 2004, police initiated Domestic Violence Orders to protect victims from violence has increased by 150 per cent. The VCRS has led to increased reports of offences against the person.

The Drug Enforcement Section and Special Operations Section have coordinated successful operations including an operation focussing on Alice Springs and the Anangu Pitjantjatjara Yankunytjatjara Lands of Central Australia.

NT Police established a Mounted Police Unit in Alice Springs. The Unit comprises five riders and their horses and they provide a high profile police presence in Alice Springs.

This year marked the inaugural graduation of 13 Constables from the Transitional Aboriginal Community Police Officer Program aimed at developing and transitioning current Aboriginal Community Police Officers to fully sworn members of the NT Police at the rank of Constable.

This is a significant milestone in the history of the NT, the NT Police and for Indigenous people in Australia. It is the first time an Indigenous squad has graduated as Constables.

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## 6.11 Definitions of key terms and indicators

<b>Adjudicated defendant</b>	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.
<b>Armed robbery</b>	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"><li>• firearms — pistol, revolver, rifle, automatic/semi-automatic rifle, shotgun, military firearm, airgun, nail gun, cannon, imitation firearm and implied firearm</li><li>• other weapons — knife, sharp instrument, blunt instrument, hammer, axe, club, iron bar, piece of wood, syringe/hypodermic needle, bow and arrow, crossbow, spear gun, blowgun, rope, wire, chemical, acid, explosive, vehicle, bottle/glass, other dangerous article and imitation weapons.</li></ul>
<b>Assault</b>	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.
<b>Available full time equivalent staff</b>	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.
<b>Average non-police staff salaries</b>	Salaries and payments in the nature of salary paid to civilian and other employees, divided by the total number of such employees.
<b>Average police salaries</b>	Salaries and payments in the nature of salary paid to sworn police officers, divided by the number of sworn officers.
<b>Blackmail and extortion</b>	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.
<b>Cautioning</b>	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.
<b>Civilian staff</b>	Unsworn staff, including specialists (civilian training and teaching medical and other specialists) and civilian administrative and management staff.
<b>Complaints</b>	Number of statements of complaint by members of the public regarding police conduct.
<b>Death in police custody and custody-related incident</b>	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.
<b>Depreciation</b>	Where possible, based on current asset valuation.
<b>Executive staff</b>	Number of sworn and unsworn staff at the rank of chief superintendent or equivalent grade to assistant commissioner grade.

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<b>Full time equivalent (FTE)</b>	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.
<b>Indigenous staff</b>	Number of staff who are identified as being of Aboriginal or Torres Strait Islander descent.
<b>Land transport hospitalisations</b>	Hospitalisations due to traffic accidents that are likely to have required police attendance; these may include accidents involving trains, bicycles and so on.
<b>Management full time equivalent staff</b>	Number of management full time equivalent staff, including civilian (managers) and sworn (inspector to superintendent) staff.
<b>Motor vehicle theft</b>	The taking of another person's motor vehicle illegally and without permission.
<b>Murder</b>	The wilful killing of a person either intentionally or with reckless indifference to life.
<b>Non-Indigenous full time equivalent staff</b>	Number of full time equivalent staff who do not satisfy the Indigenous staff criteria.
<b>Non-operational full time equivalent staff</b>	Any person who does not satisfy the operational staff criteria, including functional support staff only. Functional support full time equivalent staff include any person (sworn or unsworn) not satisfying the operational or operational support staff criteria (for example, finance, policy, research, personnel services, building and property services, transport services, and management above the level of station and shift supervisors).
<b>Offender</b>	In the Police Services chapter, the term 'offender' refers to a person who is alleged to have committed an offence. This definition is not the same as the definition used in chapter 8 ('Corrective services').
<b>Operational staff</b>	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).  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.
<b>Other recurrent expenditure</b>	Maintenance and working expenses; expenditure incurred by other departments on behalf of police; expenditure on contracted police services; and other recurrent costs not elsewhere classified.  Expenditure is disaggregated by service delivery area.
<b>Other theft</b>	The taking of another person's property with the intention of depriving the owner of the property illegally and without permission, but without force, threat of force, use of coercive measures, deceit or having gained unlawful entry to any structure, even if the intent was to commit theft.
<b>Outcome of investigations</b>	The stage reached by a police investigation after a period of 30 days has elapsed since the recording of the incident.
<b>Practitioner staff</b>	Number of practitioner staff, including civilian (administration) and sworn (constable to senior constable) staff.
<b>Property crimes</b>	Total recorded crimes against property, including: <ul style="list-style-type: none"> <li>• unlawful entry with intent</li> <li>• motor vehicle theft</li> <li>• other theft.</li> </ul>

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<b>Proportion of higher court cases resulting in a guilty plea or finding</b>	<p>Total number of higher courts finalised defendants resulting in a guilty plea or finding, as a proportion of the total number of higher courts finalised defendants. A defendant can be either a person or organisation against whom one or more criminal charges have been laid.</p> <p>A higher court is either:</p> <ul style="list-style-type: none"> <li>• an intermediate court (known either as the district court or county 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</li> <li>• a supreme court (a higher court level which deals with the most serious criminal charges and has the greatest legal powers of all the State and Territory court levels).</li> </ul> <p>Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven.</p>
<b>Proportion of juvenile diversions</b>	<p>Total number of juvenile offenders who are diverted by police (for example, through the use of cautions, official warnings or other diversionary programs) away from the criminal justice system, as a proportion of the total number of juvenile offenders either diverted from or dealt with by the criminal justice system (that is, those who are either diverted or prosecuted).</p>
<b>Proportion of lower court cases resulting in guilty plea or finding</b>	<p>Total number of cases (excluding committal hearings) heard before lower courts of law only, for which there was a plea of guilty, as a proportion of the total number of cases (excluding committal hearings) heard before lower courts of law only.</p> <p>A lower court is a court of summary jurisdiction (commonly referred to as magistrates' court, local court or court of petty sessions) that deals with relatively less serious charges and has the most limited legal powers of all State and Territory court levels. Such courts are presided over by a magistrate and have jurisdiction to hear trial and sentence matters relating to summary offences. Under some circumstances, this court level may also deal with the less serious indictable offences known as 'minor indictable' or 'triable either way' offences.</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"> <li>• exclude preliminary (committal) hearings for indictable offences dealt with by a lower court</li> <li>• count cases that involve multiple charges as a 'lower court case resulting in a plea of guilty' if a plea of guilty has resulted for at least one of those charges.</li> </ul>
<b>Real expenditure</b>	<p>Actual expenditure adjusted for changes in prices, using the GDP price deflator, and expressed in terms of final year prices.</p>
<b>Recorded crime</b>	<p>Crimes reported to (or detected) and recorded by police.</p>
<b>Registered vehicles</b>	<p>Total registered motor vehicles, including motorcycles.</p>
<b>Reporting rate</b>	<p>The proportion of crime victims who told police about the last crime incident of which they were the victim, as measured by a crime victimisation survey.</p>
<b>Revenue from own sources</b>	<p>Revenue from activities undertaken by police, including revenue from the sale of stores, plant and vehicles; donations and industry contributions; user charges; and other revenue (excluding fine revenue</p>

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	and revenue from the issuing of firearm licenses).
<b>Road deaths</b>	Fatal road injury accidents as defined by the Australian Transport Safety Bureau.
<b>Robbery</b>	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.
<b>Salaries and payments in the nature of salary</b>	Includes: <ul style="list-style-type: none"> <li>• base salary package</li> <li>• motor vehicle expenses that are part of employer fringe benefits</li> <li>• superannuation, early retirement schemes and payments to pension schemes (employer contributions)</li> <li>• workers compensation (full cost) including premiums, levies, bills, legal fees</li> <li>• higher duty allowances (actual amounts paid)</li> <li>• overtime (actual amounts paid)</li> <li>• actual termination and long service leave</li> <li>• actual annual leave</li> <li>• actual sick leave</li> <li>• actual maternity/paternity leave</li> <li>• fringe benefits tax paid</li> <li>• fringe benefits provided (for example, school fee salary sacrifice at cost to the government, car parking, duress alarms, telephone account reimbursements, 'gold passes', other salary sacrifice benefits, frequent flyer benefits, overtime meals provided and any other components that are not part of a salary package)</li> <li>• payroll tax.</li> </ul>
<b>Senior executive staff</b>	Number of senior executive staff, including civilian (top senior executive service) and sworn (commissioner, deputy commissioner and equivalent civilian executives) staff.
<b>Sexual assault</b>	Physical contact of a sexual nature directed towards another person where that person does not give consent, that person gives consent as a result of intimidation or fraud, or consent is proscribed (that is, the person is legally deemed incapable of giving consent as a result of youth, temporary/permanent (mental) incapacity or a familial relationship). Includes rape, attempted rape, indecent assault and assault with intent to commit sexual assault. Excludes sexual harassment not leading to assault.
<b>Supervisory full time equivalent staff</b>	Number of supervisory full time equivalent staff, including civilian (team leaders) and sworn (sergeant to senior sergeant) staff.
<b>Sworn staff</b>	Sworn police staff recognised under each jurisdiction's Police Act.
<b>Total capital expenditure</b>	Total expenditure on the purchase of new or second hand capital assets, and expenditure on significant repairs or additions to assets that add to the assets' service potential or service life.

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<b>Total expenditure</b>	Total capital expenditure plus total recurrent expenditure (less revenue from own sources).
<b>Total FTE staff</b>	Operational staff and non-operational staff, including full time equivalent staff on paid leave or absence from duty (including secondment and training), as measured using absolute numbers for the whole reporting period.
<b>Total number of staff</b>	Full time equivalent staff directly employed on an annual basis (excluding labour contracted out).
<b>Total recurrent expenditure</b>	Includes: <ul style="list-style-type: none"> <li>• salaries and payments in the nature of salary</li> <li>• other recurrent expenditure</li> <li>• depreciation</li> <li>• less revenue from own sources.</li> </ul>
<b>Unarmed robbery</b>	Robbery conducted without the use (actual or implied) of a weapon
<b>Unavailable full time equivalent staff</b>	Any full time equivalent category where the individual is on paid leave or absent from duty (including secondment and training), as measured using the average staffing level for the whole reporting period.
<b>Unlawful entry with intent — involving the taking of property</b>	The unlawful entry of a structure (whether forced or unforced) with intent to commit an offence, resulting in the taking of property from the structure. Includes burglary and break and enter offences. Excludes trespass or lawful entry with intent.
<b>Unlawful entry with intent — other</b>	The unlawful entry of a structure (whether forced or unforced) with intent to commit an offence, but which does not result in the taking of property from the structure. Excludes trespass or lawful entry with intent.
<b>User cost of capital</b>	The opportunity cost of funds tied up in the capital used to deliver services. Calculated as 8 per cent of the current value of non-current physical assets (excluding land).
<b>Value of physical assets — buildings and fittings</b>	The value of buildings and fittings under the direct control of police.
<b>Value of physical assets — land</b>	The value of land under the direct control of police.
<b>Value of physical assets — other</b>	The value of motor vehicles, computer equipment, and general plant and equipment under the direct control of police.

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## 6.12 Attachment tables

Attachment tables 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 CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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## 6.13 References

SCRCSSP 2001, *Asset Measurement in the Costing of Government Services*, Canberra.

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# 7 Court administration

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### **Attachment tables**

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 7A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables themselves are available on the CD-ROM enclosed with the Report or from the Review website at [www.pc.gov.au/gsp](http://www.pc.gov.au/gsp).

## **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 agencies are to:

- manage court facilities and staff, including buildings, security and ancillary services such as registries, libraries and transcription services
- provide case management services, including client information, scheduling and case flow management

- 
- enforce court orders through the sheriff's department or a similar mechanism.

The courts for which these services are covered in the chapter are State and Territory supreme, district/county and magistrates' (including children's) courts, electronic infringement and enforcement systems, coroners' courts and probate registries. The chapter 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 and circle sentencing courts and drug courts are excluded).

## **Roles and responsibilities**

### *State and Territory court levels*

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 and circle sentencing courts and drug courts) aim to improve the responsiveness of courts to the special needs of particular clients. Tribunals can also improve responsiveness and assist in alleviating the workload of courts — for example, small claims tribunals may assist in shifting work away from a magistrates' court. Specialist jurisdiction courts (other than the children's courts, family courts and coroners' courts) and tribunals are outside the scope of this Report and excluded from reported data where possible.

Differences in State and Territory court levels 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 or Territories. Therefore, any comparison of administrative performance needs to account for these factors.

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## Box 7.1 Supreme courts jurisdiction across states and territories

### Criminal

All State and Territory supreme courts have jurisdiction over serious criminal matters such as murder, treason and certain serious drug offences, but significant differences exist in this court level across the states and territories:

- given that district/county courts do not operate in Tasmania, the ACT or the NT, the supreme courts in these states and territories generally exercise a jurisdiction equal to that of both the supreme and district/county courts in other states
- the Queensland Supreme Court deals with a significant amount of minor drug matters, which supreme courts in other states and territories do not hear
- in the NSW Supreme Court, almost all indictments are for offences of murder and manslaughter, whereas the range of indictments routinely presented in other states and territories is broader.

All State and Territory supreme courts hear appeals, but the number and type of appeals vary because NSW, Victoria and Queensland also hear some appeals in their district/county courts.

### Civil

All supreme courts deal with appeals and probate applications.

**NSW:** Has an unlimited jurisdiction on claims, but usually deals with complex cases, all claims over \$750 000 (except claims related to motor vehicle accidents or worker's compensation) and various other civil matters.

**Victoria:** Has an unlimited jurisdiction on claims.

**Queensland:** Has an unlimited jurisdiction on claims, but usually deals with claims over \$250 000 and administrative law matters.

**WA:** Has an unlimited jurisdiction on claims, but usually deals with claims over \$500 000.

**SA:** Deals with unlimited claims for general and personal injury matters.

**Tasmania:** Has an unlimited jurisdiction on claims, but usually deals with claims over \$20 000.

**ACT:** Has an unlimited jurisdiction on claims.

**NT:** Has an unlimited jurisdiction on claims, and also deals with mental health, family law and *Coroners Act 1993* applications.

*Source:* State and Territory court administration authorities and departments.

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## Box 7.2 District/county courts jurisdiction across states and territories

A district/county court level does not operate in Tasmania, the ACT or the NT.

### Criminal

All State district/county courts have jurisdiction over indictable criminal matters (such as rape and armed robbery) except murder and treason, but differences exist across this court level in each State that has a district/county court. The following are examples of the jurisdiction of the criminal district/county courts:

**NSW:** 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.

Appeals from magistrates' courts are heard in the district/county courts in NSW, Victoria and Queensland, but not in WA and SA.

### Civil

All district/county civil courts hear appeals.

**NSW:** Deals with claims up to \$750 000 and unlimited claims in motor accident cases.

**Victoria:** Has unlimited jurisdiction in both personal injury claims and other claims. Also deals with appeals under the *Crimes (Family Violence) Act 1987*, adoption matters and change-of-name applications.

**Queensland:** Deals with claims between \$50 000 and \$250 000.

**WA:** Deals with claims up to \$500 000 and unlimited claims for personal injuries.

**SA:** Deals with unlimited claims for general and personal injury matters.

*Source:* State and Territory court administration authorities and departments.

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### Box 7.3 Magistrates courts jurisdiction across states and territories

**Criminal:** All magistrates' courts deal with criminal matters.

**NSW:** Deals summarily with matters with a maximum penalty of up to two years imprisonment for a single offence, and up to five years imprisonment for multiple offences, including some indictable offences.

**Victoria:** Deals with summary offences and determines some indictable offences summarily.

**Queensland:** Deals with summary offences and determines summarily some indictable matters which have a maximum penalty of up to three years imprisonment imposed.

**WA:** Deals with summary offences and determines some indictable offences summarily.

**SA:** Deals with matters with a maximum penalty of up to two years imprisonment, juvenile prosecutions and intervention orders (including breaches).

**Tasmania:** Deals with matters with a maximum penalty of up to two years imprisonment for a single offence and up to five years imprisonment for multiple offences. Also deals with some indictable offences summarily.

**ACT:** Deals with matters with a maximum penalty of up to 14 years imprisonment if the offence relates to money or property, and up to 10 years imprisonment in other cases.

**NT:** Deals with some drug and fraud charges and matters with a maximum penalty of up to 10 years imprisonment (or 10–14 years imprisonment if the accused consents).

#### Civil

**NSW:** Deals with small claims up to \$10 000 and general division claims up to \$60 000, as well as family law matters.

**Victoria:** Deals with up to \$100 000 for monetary damages, as well as applications for equitable relief and applications under the *Crimes (Family Violence) Act 1987*.

**Queensland:** Deals with small claims (including residential tenancy disputes) up to \$7500, minor debt claims up to \$7500 and other claims up to \$50 000.

**WA:** Deals with claims for debt recovery and damages (not personal injury) up to \$50 000, minor cases up to \$7500, residential tenancy disputes and restraining orders.

**SA:** Deals with small claims up to \$6000, commercial cases up to \$40 000 and personal injury claims up to \$80 000.

**Tasmania:** Deals with claims up to \$20 000 (or more if both parties consent) for monetary damages and debt recovery, minor civil claims up to \$5000, residential tenancy disputes, restraint orders and family violence orders.

**ACT:** Deals with small claims up to \$10 000, other claims up to \$50 000, residential tenancy disputes over \$10 000 and matters under the *Domestic Relations Act 1994*.

**NT:** Deals with claims up to \$100 000 and workers' compensation claims.

*Source:* State and Territory court administration authorities and departments.

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### *State and Territory court levels — specific elements*

The data in this chapter are reported by each State and Territory court level. In addition, the chapter separates out certain data items from each court level to improve the comparability and understanding of the data presented. In certain instances, the data sets from the following areas are reported separately from their court level:

- probate registries (separate from the supreme 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 died intestate (without a will) and a person entitled to administer the estate applies for letters of administration.

#### *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.

Children's courts deal with complaints of offences alleged to have been committed by young people. In all states and territories except Queensland, defendants under the age of 18 are considered as children or juveniles. In Queensland, defendants are considered adults if aged 17 or older at the time the offence was committed. In all states and territories, children under the age of 10 years cannot be charged with a criminal offence (ABS 2007).

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.

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### *Electronic infringement and enforcement systems*

Electronic infringement and enforcement systems operate to process infringements, on-the-spot fines and summary offences. They have the status of courts (despite minimal judicial involvement), because they have the capacity to produce enforceable orders against defendants. The orders impose penalties such as fines (which may be enforced by warrants or licence cancellation), asset seizure, garnishment, arrest, community correction orders and incarceration.

Electronic infringement and enforcement systems included in the scope of this chapter operate in Victoria, Queensland, WA and SA. In these states, the electronic infringement and enforcement system comes under the ambit of the magistrates' courts, but the workload and expenditure of the electronic infringement and enforcement system have been separately identified to allow for a more comparable interpretation of magistrates' 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 (except in Queensland, WA, SA and the NT). Coroners' courts are distinct from other courts not only because they have a role in inquiring into the cause of sudden and unexpected deaths (and suspicious fires), but 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.

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### *Australian court levels — specific elements*

The following hierarchy of courts exists for the Australian courts:

- 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 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 certain decisions of State and Territory supreme courts exercising federal jurisdiction.

The Federal Court does not have a criminal jurisdiction.

#### *Family Court of Australia and Family Court of Western Australia*

The Family Court of Australia has jurisdiction in all states and territories except WA (which has its own Family Court). It has jurisdiction to deal with matrimonial cases and associated responsibilities, including divorce proceedings, financial issues and children's matters such as who the children will live with, spend time with and communicate with, as well as other specific issues relating to parental responsibilities. It can also deal with ex-nuptial cases involving children's matters. A practice direction was issued by the Family Court of Australia with agreement from the Federal Magistrates Court, that from November 2003 all divorce

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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 when these arise within other proceedings before the Family Court of Australia. This practice direction does not affect the Family Court of WA. The Family Court of WA, unlike the federal family law courts, has an additional jurisdiction (since 2004) to deal with financial matters between parties that were in a de facto relationship. On 21 November 2008, the Commonwealth Parliament passed the *Family Law Amendment (De Facto Financial Matters And Other Measures) Act 2008*. This act confers jurisdiction on the Family Court of Australia and the Federal Magistrates Court to deal with financial matters between parties that were in a same sex or opposite sex de facto relationship. This jurisdiction will commence upon proclamation, which is expected to occur in March 2009.

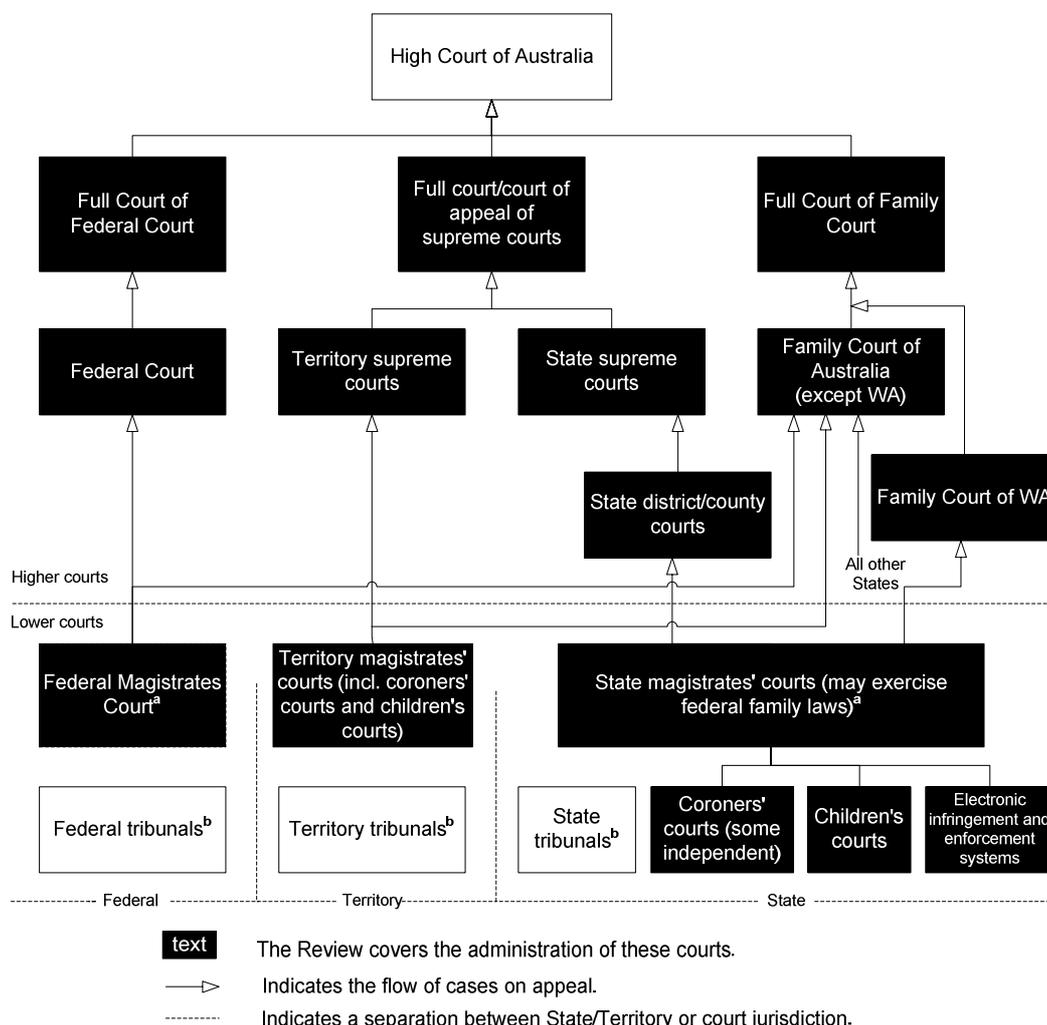
### *Federal Magistrates Court of Australia*

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/Territory courts also continue to do some work in these areas.

The Federal Magistrates Court shares its jurisdiction with the Federal Court and the Family Court of Australia. The intention is for the latter two courts to focus on more complex legal matters. The Federal Magistrates Court hears most first instance judicial reviews of migration matters. In trade practices matters it can award damages up to \$750 000. In family law matters its jurisdiction is similar to that of the Family Court of Australia, except that only the Family Court of Australia can consider adoption disputes and applications concerning the nullity and validity of marriage. Otherwise, the Federal Magistrates Court has jurisdiction to hear any matter transferred to it by either the Federal Court or the Family Court of Australia.

The major relationships between, and hierarchy of, courts in Australia are summarised in figure 7.1.

Figure 7.1 Major relationships of courts in Australia<sup>a</sup>



<sup>a</sup> In some jurisdictions, appeals from lower courts or district/county courts may go directly to the full court or court of appeal at the supreme/federal level; appeals from the Magistrates Court can also be heard by a single Judge exercising the Federal/Family Courts' appellate jurisdiction. <sup>b</sup> Appeals from federal, State and Territory tribunals may go to any higher court in their jurisdiction.

### Administrative structures

Most courts use similar infrastructure (such as court buildings and facilities) for 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.

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## Recurrent expenditure less income

A number of factors affect court-related expenditure and income, including the volume and type of work undertaken. In some jurisdictions, court fees (which are part of income) are set by government and not by court administrators, and some states and territories apportion, rather than allocate, expenditure (and income) between the criminal and civil jurisdictions of their courts.

Recurrent expenditure provides an estimate of annual service costs. Recurrent expenditure on court administration covers costs associated with the judiciary, court and probate registries, sheriff and bailiff's offices, court accommodation and other overheads. The components of the expenditure include salary and non-salary expenditure, court administration agency and umbrella department expenditure, and contract expenditure. Total recurrent expenditure by Australian, State and Territory court authorities (excluding the High Court and specialist jurisdiction courts — except for family courts, children's courts and coroners' courts) was \$1.44 billion in 2007-08 (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 \$363 million in 2007-08 (table 7.1).

Nationally, the civil jurisdiction of the courts reported the largest income, followed by the electronic infringement and enforcement systems (reported separately within the criminal jurisdiction). Income from electronic infringement and enforcement systems is reported for Victoria, Queensland, SA and WA. In other states and territories (NSW, the ACT, the NT and, from April 2008, Tasmania), unpaid traffic infringement notices may be dealt with by other bodies that do not have the status of a court (such as a State/Territory debt recovery office) and are therefore considered out of scope for this Report. This will have an impact on the income reported for these states and territories.

Total recurrent expenditure less income (excluding fines), for the Australian, State and Territory courts covered in this Report, was \$1.08 billion in 2007-08 (table 7.1). Expenditure exceeds income in all court jurisdictions except for electronic infringement and enforcement systems, and probate registries in the supreme courts. As reported in table 7.1, expenditure is relatively low on probate matters, as these are limited to uncontested matters that are dealt with by probate registrars (or other registry staff). Where a probate matter is contested, it is reported as part of 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 dealt with in the magistrates' courts.

**Table 7.1 Court administration recurrent expenditure less income (excluding fines), 2007-08 (\$ million)<sup>a, b</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
<i>Court administration recurrent expenditure</i>										
Civil courts <sup>c, d, e</sup>	154.3	95.1	53.1	59.6	29.3	5.1	9.9	9.3	105.5	521.3
Criminal courts <sup>f</sup>	188.5	134.4	105.6	97.2	49.8	14.1	9.6	17.3	..	616.5
Electronic systems	..	2.1	10.5	7.7	6.4	..	..	..	..	26.7
Family courts <sup>g</sup>	..	..	..	19.6	..	..	..	..	120.7	140.3
Federal Magistrates <sup>h</sup>	..	..	..	..	..	..	..	..	77.8	77.8
Coroners' courts <sup>i</sup>	8.4	17.4	12.3	10.5	4.9	1.3	1.3	1.1	..	57.2
Probate — Supreme <sup>j</sup>	1.3	0.4	0.1	0.3	0.8	0.1	—	—	..	3.0
<b>Total</b>	<b>352.5</b>	<b>249.4</b>	<b>181.6</b>	<b>194.9</b>	<b>91.2</b>	<b>20.6</b>	<b>20.8</b>	<b>27.7</b>	<b>304.1</b>	<b>1442.9</b>
<i>Court administration income (excluding fines)</i>										
Civil courts <sup>c</sup>	66.0	29.9	14.4	12.8	9.4	1.5	2.2	0.5	11.5	148.2
Criminal courts <sup>f</sup>	13.2	0.1	1.4	4.5	1.0	0.4	0.6	0.1	..	21.1
Electronic systems	..	75.4	22.0	17.4	13.6	..	..	..	..	128.4
Family courts	..	..	..	3.6	..	..	..	..	6.6	10.1
Federal Magistrates	..	..	..	..	..	..	..	..	19.6	19.6
Coroners' courts	0.2	—	0.1	—	—	—	—	—	..	0.3
Probate — Supreme	19.2	4.5	3.6	3.0	3.3	0.8	0.4	0.1	..	34.9
<b>Total</b>	<b>98.6</b>	<b>109.9</b>	<b>41.5</b>	<b>41.3</b>	<b>27.3</b>	<b>2.7</b>	<b>3.2</b>	<b>0.7</b>	<b>37.7</b>	<b>362.7</b>
<i>Court administration recurrent expenditure less income (excluding fines)</i>										
Civil courts <sup>c, d, e, k</sup>	88.3	65.2	38.7	46.8	19.9	3.6	7.7	8.8	94.0	373.1
Criminal courts <sup>f, k</sup>	175.3	134.3	104.2	92.8	48.8	13.7	9.0	17.3	..	595.4
Electronic systems	..	-73.2	-11.5	-9.7	-7.2	..	..	..	..	-101.7
Family courts <sup>g</sup>	..	..	..	16.0	..	..	..	..	114.2	130.2
Federal Magistrates <sup>h</sup>	..	..	..	..	..	..	..	..	58.2	58.2
Coroners' courts <sup>i</sup>	8.2	17.4	12.2	10.5	4.9	1.3	1.3	1.1	..	56.9
Probate — Supreme <sup>j</sup>	-17.9	-4.2	-3.4	-2.8	-2.5	-0.7	-0.4	-0.1	..	-32.0
<b>Total</b>	<b>254.0</b>	<b>139.5</b>	<b>140.1</b>	<b>153.6</b>	<b>63.9</b>	<b>17.9</b>	<b>17.6</b>	<b>27.1</b>	<b>266.4</b>	<b>1080.1</b>

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Payroll tax is excluded from expenditure. <sup>c</sup> Includes data for the supreme, district/county and magistrates' courts (including children's courts), and the Federal Court. Excludes data for probate, family courts, the Federal Magistrates Court and coroners' courts. <sup>d</sup> Data for the Federal Court do not include the cost of resources provided free of charge to the Federal Magistrates Court. <sup>e</sup> The Victorian Magistrates' Court civil data include a proportion of expenditure from the Victorian Civil and Administrative Tribunal. <sup>f</sup> Includes data for supreme, district/county and magistrates' courts (including children's courts). Excludes data for electronic infringement and enforcement systems. <sup>g</sup> The figures for the Family Court of Australia exclude, where possible, costs of resources provided free of charge to the Federal Magistrates Court, noting that some relevant resource costs cannot be reliably estimated for exclusion. <sup>h</sup> The Federal Magistrates Court expenditure data include resources received free of charge from the Federal Court and the Family Court. <sup>i</sup> The inclusion of expenditure for autopsy and chemical analysis work varies between states and territories. Queensland Coroners Court expenditure data includes the full costs of government assisted burials/cremations, autopsies performed by Government Medical Officers and legal fees incurred in briefing counsel assisting for inquests and costs of preparing matters of inquest, including the costs of obtaining independent expert reports. <sup>j</sup> The true net revenue may not be identified because rent or depreciation attributable to probate matters may be reported with data for supreme courts. <sup>k</sup> The increase in expenditure for WA civil and criminal courts in 2007-08 is primarily due to the increase in the actuarial assessment of the Judicial Pension scheme applicable to the Supreme Court and District Court. The methodology used to calculate expenses in relation to the Judicial Pension Scheme varies between states and therefore comparison should be made with caution. .. Not applicable. — Nil or rounded to zero.

(Continued on next page)

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**Table 7.1 (Continued)**

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 2003-04 to 2007-08, for each of the Australian, State and Territory court levels covered by this Report, is reported in tables 7A.12 and 7A.13.

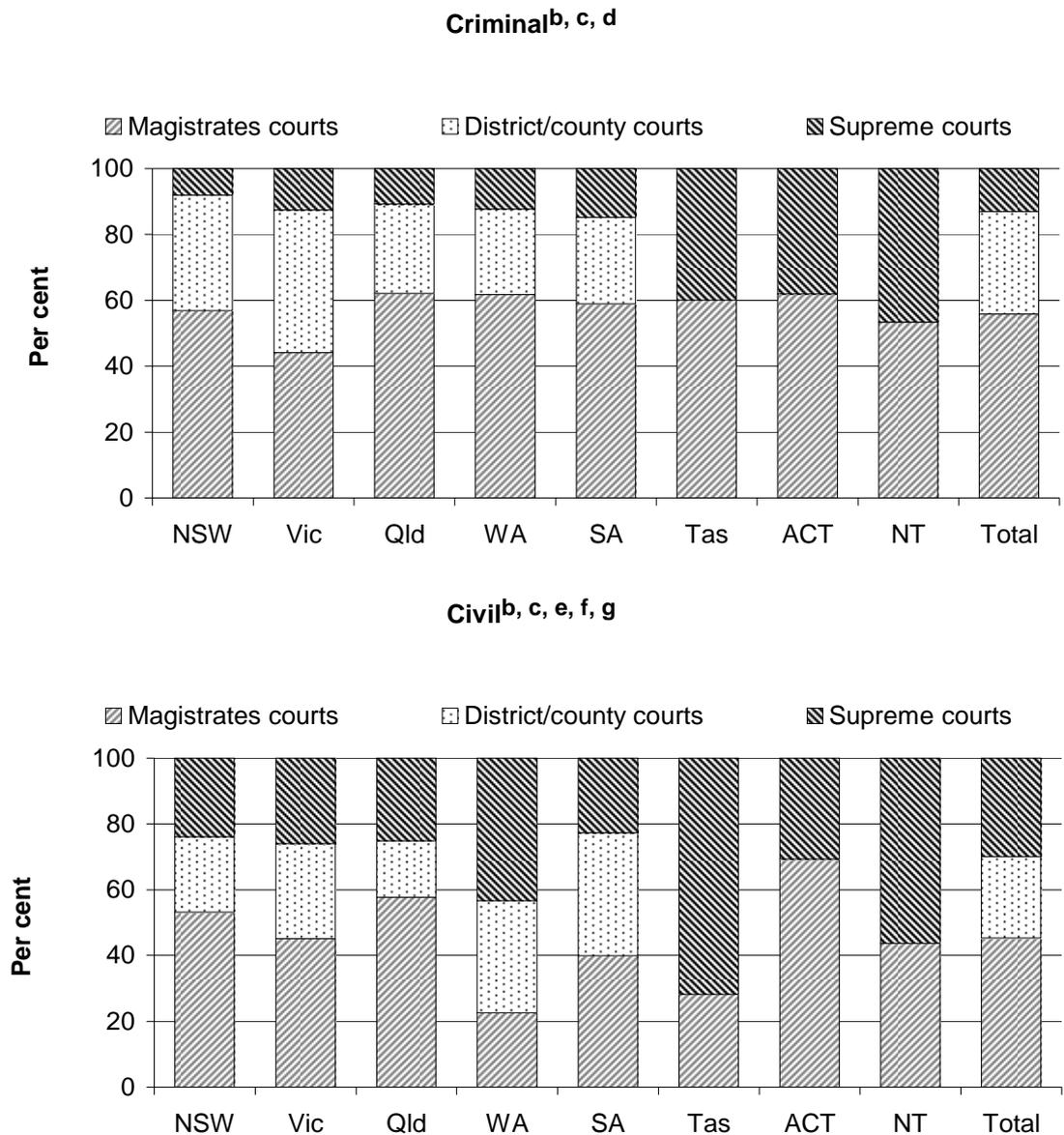
*Distribution of criminal and civil court administration expenditure*

The distribution of court administration expenditure (less income) on magistrates', district/county and supreme courts varied across states and territories in 2007-08. A greater proportion of funds were expended by the supreme courts of Tasmania, the ACT and the NT (under the two-tier court system), for example, than by the supreme courts of other states and territories (under the three-tier court system) (figure 7.2).

In 2007-08, 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 (55.9 per cent). In the civil jurisdiction, magistrates' courts accounted for a smaller proportion of recurrent expenditure (less income) nationally (45.3 per cent). The key difference between the civil and criminal jurisdictions comes from the proportionally greater recurrent expenditure (less income) in the supreme courts in the civil jurisdiction relative to the criminal jurisdiction (detail is contained in tables 7A.12 and 7A.13).

Comparison of court expenditure across states and territories should bear in mind the difficulty in apportioning income and expenditure between civil and criminal jurisdictions within court levels. The apportionments are determined within individual states and territories and different approaches to apportionment are used.

**Figure 7.2 Distribution of court administration recurrent expenditure (less income), by court level, 2007-08<sup>a</sup>**



<sup>a</sup> Payroll tax is excluded from expenditure. <sup>b</sup> There are no district/county courts in Tasmania, the ACT or the NT. <sup>c</sup> Magistrates' courts include expenditure on children's courts. <sup>d</sup> In the criminal jurisdiction, magistrates' courts data exclude expenditure on electronic infringement and enforcement systems (applicable to Victoria, Queensland, WA and SA). <sup>e</sup> In this figure, civil jurisdiction supreme courts expenditure is reduced by net proceeds from probate courts. <sup>f</sup> In the civil jurisdiction, magistrates' courts data exclude expenditure on coroners' courts (all states and territories). <sup>g</sup> The Australian courts are not included.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.12-13.

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## Size and scope of court activity

### *Lodgments*

Lodgments are matters initiated in the court system. Box 7.4 explains how lodgment data are collected for this chapter.

#### **Box 7.4 Explanation of lodgment data used in this chapter**

Lodgments reflect community demand for court services, such as dispute resolution and criminal justice. The different ways of counting a court's workload reflect the variety of work undertaken within the court system. The units of measurement of workload (or counting units) used within this chapter are:

- criminal courts — lodgment counts are based on the number of defendants
- civil and family courts — lodgment counts are based on the number of cases (except in children's courts where, if more than one child can be involved in an application, the counting unit is the number of children involved in the originating application)
- electronic infringement and enforcement systems — lodgment counts are based on the number of unpaid infringement notices
- coroners' courts — lodgment counts are based on the number of reported deaths (and, if relevant, reported fires).

Unless otherwise noted, the following types of lodgment are excluded from the criminal and/or civil lodgment data reported in this chapter:

- any lodgment that does not have a defendant element (such as applications for telephone taps etc.)
- extraordinary driver's licence applications
- bail procedures (including applications and review)
- directions
- warrants
- admissions matters (original applications to 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).

*Source:* SCRGSP (2007), p. 6.2.

Table 7.2 (criminal) and table 7.3 (civil) outline the number of lodgments in 2007-08, by court level, for the Australian courts and for each State and Territory.

Nationally, in the criminal jurisdiction in 2007-08, there were 869 700 lodgments registered in the supreme, district/county and magistrates' courts, and approximately 2.1 million infringement notices processed in electronic infringement and enforcement systems (table 7.2).

**Table 7.2 Court lodgments — criminal, by court level, 2007-08 ('000)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
Supreme <sup>b</sup>	0.5	0.7	1.9	0.6	0.3	0.7	0.4	0.4	5.6
District/county <sup>b, c</sup>	10.5	4.7	6.9	2.4	1.6	..	..	..	26.3
Magistrates' (total) <sup>c</sup>	195.7	170.7	201.8	115.2	75.4	59.5	6.5	13.0	837.8
<i>Magistrates' (only)</i>	183.4	154.7	190.9	104.4	68.0	57.5	5.9	12.0	776.8
<i>Children's</i>	12.3	16.0	10.9	10.8	7.4	2.0	0.6	1.0	61.0
<b>All criminal courts</b>	<b>206.7</b>	<b>176.1</b>	<b>210.7</b>	<b>118.2</b>	<b>77.4</b>	<b>60.2</b>	<b>7.0</b>	<b>13.4</b>	<b>869.7</b>
Elec. infringement and enforcement systems <sup>d, e</sup>	..	1 148.3	529.2	252.0	167.8	..	..	..	2 097.3

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> Queensland Supreme and District Court data for the number of originating criminal lodgments is based on a count of the number of defendants who had 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. Data for the reference periods prior to 2005-06 include some secondary processes in the count of defendants lodged, finalised and pending. <sup>c</sup> In Queensland, some Children's Court matters are heard in the District Court. As a result, the inclusion of all Children's Court matters in the Magistrates Court will lead to a slight overestimation of the Magistrates' Court total and an underestimation of the District Court total. <sup>d</sup> Only Victoria, Queensland, WA and SA have electronic infringement and enforcement systems. In other states and territories, unpaid traffic infringement notices may be dealt with by other bodies that do not have the status of a court (such as a State debt recovery office). <sup>e</sup> Excludes unpaid court fines. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.1.

Nationally, 628 800 cases were lodged in civil jurisdiction courts (excluding family courts, the Federal Magistrates Court, coroners' and probate courts), comprising 619 300 cases in the State and Territory supreme, district/county and magistrates' courts, and 9500 cases in the Federal Court (table 7.3). In the states and territories, an additional 59 800 probate matters were lodged in the supreme courts.

In the Australian court jurisdiction, in addition to the 9500 cases lodged in the Federal Court, 84 200 matters were lodged in the Federal Magistrates Court. Around 34 600 matters were filed in the family courts (nearly two thirds of these were filed in the Family Court of Australia and one third in the Family Court of WA).

In the coroners' courts, there were 21 200 reported deaths and fires. Reporting rates for deaths reported to a coroner varied across jurisdictions as a result of different reporting requirements. Deaths in institutions (such as nursing homes) of persons

suffering intellectual impairment of any kind, for example, must be reported in SA but not in other jurisdictions. Reporting requirements also vary for fires. Fires may be reported and investigated at the discretion of the coroner in NSW, Victoria, Tasmania and the ACT, but are excluded from the 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, 2007-08 ('000)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>	<i>Total</i>
Supreme (excl probate)/Federal	13.4	6.7	5.7	2.1	1.4	1.0	1.0	0.3	9.5	41.2
District/County	8.6	5.5	4.9	3.9	2.8	..	..	..	..	25.7
Magistrates' (total)	194.1	185.7	83.3	48.6	28.7	9.9	5.5	5.9	..	561.8
Magistrates' (only) <sup>b</sup>	185.7	180.4	79.5	47.0	27.6	9.6	5.4	5.8	..	540.9
Children's <sup>c, d, e</sup>	8.4	5.3	3.9	1.6	1.1	0.4	0.1	0.1	..	20.9
<b>All civil courts</b>	<b>216.2</b>	<b>197.9</b>	<b>94.0</b>	<b>54.6</b>	<b>32.8</b>	<b>11.0</b>	<b>6.5</b>	<b>6.2</b>	<b>9.5</b>	<b>628.8</b>
Family courts <sup>f</sup>	..	..	..	14.0	..	..	..	..	20.6	34.6
Federal Magistrates	..	..	..	..	..	..	..	..	84.2	84.2
Coroners' courts	6.5	5.4	3.5	1.8	1.9	0.5	1.3	0.3	..	21.2
Probate — Supreme	21.8	17.1	7.3	5.6	5.1	2.1	0.6	0.2	..	59.8

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> The Victorian Magistrates' Court civil data include a proportion of lodgments from the Victorian Civil and Administrative Tribunal. <sup>c</sup> NSW lodgment data for children in the civil court are based on a count of each child listed in all new applications for care and protection, not just the originating application. <sup>d</sup> Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. <sup>e</sup> In the NT a perpetual file is held for each child, therefore additional applications are not lodged separately but as part of the original application. <sup>f</sup> Family Court of Australia data do not include instances where Family Court of Australia Registrars are given delegation to conduct Federal Magistrate Court divorce applications. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.2.

The number of lodgments per 100 000 people can be used to assist in understanding the comparative workload of a court in relation to the population size of the State or Territory. Tables 7A.3 and 7A.4 provide data on criminal and civil lodgments (per 100 000 people) respectively for each State and Territory.

### *Distribution of court lodgments*

The majority of both criminal and civil matters in Australia in 2007-08 were lodged in magistrates' courts (table 7.4). Although a greater proportion of criminal matters were lodged in district/county courts compared to supreme courts, the opposite was true for civil matters.

**Table 7.4 Distribution of court lodgments, by court level, 2007-08<sup>a</sup>**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
<i>Criminal courts</i>										
Supreme	%	0.3	0.4	0.9	0.5	0.4	1.2	5.7	3.0	0.6
District/county <sup>b</sup>	%	5.1	2.7	3.3	2.0	2.1	..	..	..	3.0
Magistrates' (total) <sup>b</sup>	%	94.6	96.9	95.8	97.5	97.4	98.8	92.9	97.0	96.3
<b>All criminal courts<sup>c</sup></b>	<b>'000</b>	<b>206.7</b>	<b>176.1</b>	<b>210.7</b>	<b>118.1</b>	<b>77.4</b>	<b>60.2</b>	<b>7.0</b>	<b>13.4</b>	<b>869.6</b>
<i>Civil courts</i>										
Supreme <sup>d</sup>	%	6.2	3.4	6.1	4.0	4.3	9.1	15.4	4.8	5.1
District/county	%	4.0	2.8	5.2	7.1	8.5	..	..	..	4.1
Magistrates' (total) <sup>e</sup>	%	89.8	93.8	88.6	88.8	87.5	90.0	84.6	95.2	90.7
<b>All civil courts<sup>f</sup></b>	<b>'000</b>	<b>216.2</b>	<b>197.9</b>	<b>94.0</b>	<b>54.7</b>	<b>32.8</b>	<b>11.0</b>	<b>6.5</b>	<b>6.2</b>	<b>619.3</b>

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> In Queensland, some children's courts matters are heard in district courts. As a result, the inclusion of all children's courts matters in magistrates' courts data will lead to a slight overestimation of the magistrates' courts total and an underestimation of the district courts total. <sup>c</sup> Excludes electronic infringement and enforcement systems (Victoria, Queensland, WA, SA). <sup>d</sup> Excludes probate matters. <sup>e</sup> The Victorian Magistrates' Court civil data include a proportion of lodgments from the Victorian Civil and Administrative Tribunal. <sup>f</sup> Excludes data for the Federal Court, family courts, the Federal Magistrates Court, and coroners' courts. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1–2.

## Finalisations

Finalisations represent the completion of matters in the court system. Each lodgment can be finalised only once. Matters may be finalised by adjudication, transfer, or another non-adjudicated method (such as withdrawal of a matter by the prosecution, or settlement by the parties).

Tables 7.5 (criminal) and 7.6 (civil) outline the number of finalisations in 2007-08, 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 2007-08, there were: 883 300 criminal finalisations in the supreme, district/county and magistrates' courts; and approximately 1.8 million infringement notices finalised through electronic infringement and enforcements systems (table 7.5).

Nationally, in 2007-08, 615 400 cases were finalised in the civil jurisdiction (excluding family courts, the Federal Magistrates Court, coroners' and probate courts), comprising 599 400 civil cases finalised in State and Territory supreme, district/county and magistrates' courts, and 9000 cases finalised in the Federal Court. In addition, the Federal Magistrates Court finalised 82 700 matters (mainly

family law forms plus some federal law cases) and the two family courts finalised 36 700 matters. The Family Court of WA processes a mixture of work that includes elements of the work dealt with by the different federal courts. There were around 19 900 finalisations (involving reported deaths and fires) in coroners' courts (table 7.6).

**Table 7.5 Court finalisations — criminal, 2007-08 ('000)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Total</i>
Supreme	0.5	0.7	1.9	0.6	0.3	0.6	0.3	0.4	5.1
District/County <sup>b</sup>	10.6	4.5	7.2	2.7	1.7	..	..	..	26.7
Magistrates' (total) <sup>b</sup>	190.6	173.8	198.4	126.6	82.4	60.9	6.3	12.6	851.5
Magistrates' (only)	178.5	156.3	187.4	114.7	74.8	59.3	5.7	11.7	788.4
Children's	12.1	17.4	10.9	11.9	7.6	1.6	0.6	0.9	63.1
<b>All criminal courts</b>	<b>201.7</b>	<b>179.0</b>	<b>207.5</b>	<b>129.9</b>	<b>84.4</b>	<b>61.5</b>	<b>6.6</b>	<b>13.0</b>	<b>883.5</b>
Elec. infringement and enforcement systems <sup>c, d</sup>	..	938.3	459.0	249.8	166.7	..	..	..	1 813.8

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> In Queensland, some children's courts matters are heard in district courts. As a result, the inclusion of all children's courts matters in the magistrates courts will lead to a slight overestimation of magistrates courts total and an underestimation of district courts total. District Court civil files are now managed by a computerised case management system. There has been no extrapolation of civil data for 2007-08. <sup>c</sup> Only Victoria, Queensland, WA and SA have electronic infringement and enforcement systems. In other jurisdictions, unpaid traffic infringement notices may be dealt with by other bodies that do not have the status of a court (such as a State debt recovery office). Lodgment data for electronic infringement and enforcement systems exclude unpaid court fines. <sup>d</sup> WA electronic infringement and enforcement system finalisation data include all adjudicated finalisations except those where a time to pay arrangement has been entered into, but is not yet complete. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.5.

**Table 7.6 Court finalisations — civil, 2007-08 ('000)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>	<i>Total</i>
Supreme <sup>b</sup> /Federal	14.2	8.0	5.7	2.3	1.4	1.1	0.9	0.3	9.0	43.0
District/County <sup>b</sup>	8.5	5.5	4.8	3.8	3.1	..	..	..	..	25.6
Magistrates' (total)	181.0	180.8	85.2	47.6	31.2	10.5	5.1	5.6	..	546.9
Magistrates' (only) <sup>c</sup>	173.7	176.0	81.6	46.0	30.1	10.1	5.0	5.4	..	527.9
Children's <sup>d</sup>	7.3	4.8	3.6	1.6	1.1	0.4	0.1	0.1	..	19.0
<b>All civil courts</b>	<b>203.7</b>	<b>194.2</b>	<b>95.7</b>	<b>53.7</b>	<b>35.7</b>	<b>11.5</b>	<b>6.0</b>	<b>5.9</b>	<b>9.0</b>	<b>615.3</b>
Family courts <sup>e, f</sup>	..	..	..	12.8	..	..	..	..	24.1	36.9
Federal Magistrates	..	..	..	..	..	..	..	..	82.7	82.7
Coroners' courts	6.4	4.2	3.7	1.6	1.8	0.5	1.3	0.3	..	19.9

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> Supreme courts data exclude finalisations of uncontested probate cases. Supreme and District Court civil files are now managed by a computerised case management system. There has been no extrapolation of civil data for 2007-08. <sup>c</sup> The Victorian Magistrates' Court civil data include a proportion of finalisations from the Victorian Civil and Administrative Tribunal. <sup>d</sup> Queensland children's courts data for civil cases are based on a count of cases, not the number of children involved in the care and protection case. <sup>e</sup> Family Court of Australia data do not include instances where its Registrars: are given delegation to conduct Federal Magistrates Court divorce applications; or accept settlement agreements while conducting conferences on Federal Magistrates Court matters. <sup>f</sup> The Family Court of Australia does not deem a matter finalised even if it has not had a court event for at least 12 months as this is not consistent with its case management practices. .. Not applicable.

Source: Australian, State and Territory court administration authorities/departments (unpublished); table 7A.6.

The number of finalisations per 100 000 people is available in tables 7A.7 and 7A.8.

## 7.2 Framework of performance indicators

The framework of performance indicators is based on common objectives for court administration services across Australia (box 7.5). The emphasis placed on each objective may vary across states and territories and court level.

### Box 7.5 Objectives for court administration

Objectives for court administration are:

- to be open and accessible
- to process matters in an expeditious and timely manner
- to provide due process and equal protection before the law
- to be independent yet publicly accountable for performance.

In addition, all governments aim to provide court administration services in an efficient manner.

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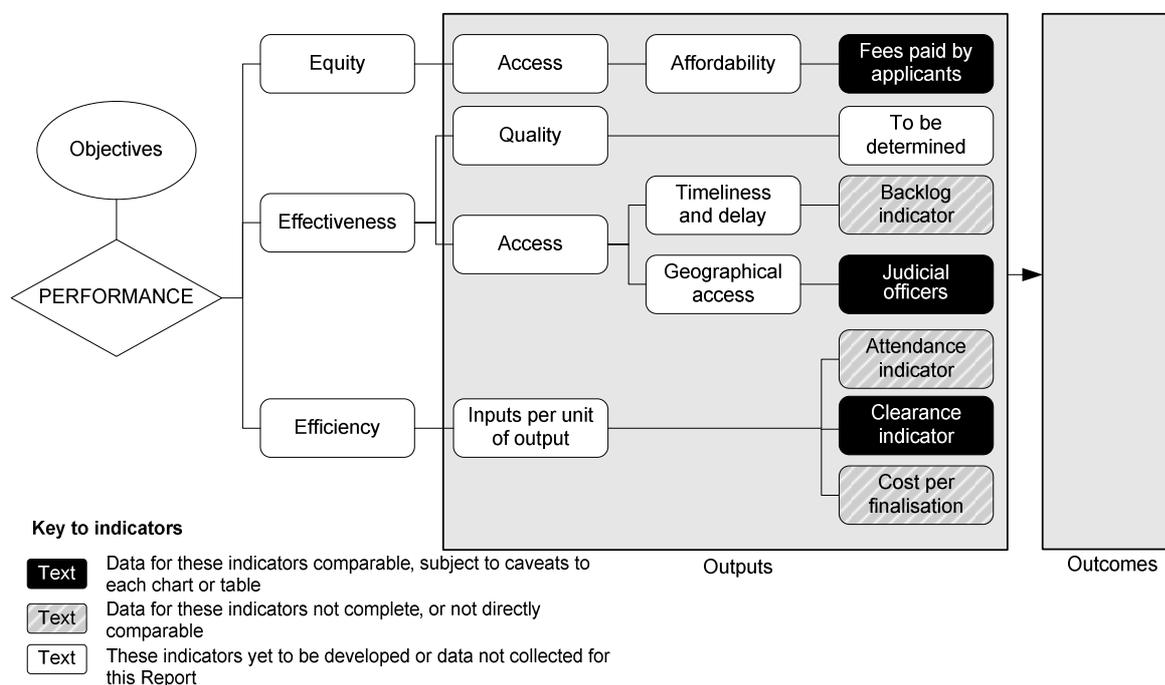
## The performance indicator framework

The performance indicator framework is shown in figure 7.3. For all data, the text includes relevant caveats and supporting commentary. Indicators that are considered comparable are only comparable subject to the caveats and footnotes accompanying the definition of the indicator, and tables of indicator results. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Each indicator in the framework is briefly described below, while more information about each indicator can be found in relevant text boxes that are provided with the performance indicator results in section 7.3:

- *fees paid by applicants* — an indicator of the average court fees paid per lodgment (box 7.6)
- *backlog indicator* — an indicator of case processing timeliness that relates the age (in elapsed time) of a court’s pending caseload against time standards (box 7.8)
- *judicial officers* — an indicator that represents the availability of resources (that is, the number of officers who can make enforceable orders of the court) (box 7.11)
- *attendance indicator* — an efficiency indicator derived from the average number of attendances required to reach finalisation for all cases finalised during the year (box 7.12)
- *clearance rate* — an indicator showing whether the volume of case finalisations has matched the volume of case lodgments during the reporting period. It indicates whether a court’s pending caseload has increased or decreased over that period (box 7.13)
- *cost per finalisation* — an efficiency indicator derived by dividing the total net recurrent expenditure within each court for the financial year by the total number of finalisations for the same period (box 7.14).

**Figure 7.3 Performance indicator framework for court administration**



As shown in figure 7.3, all of the indicators reported in this chapter are output indicators. Outputs are the actual services delivered, while outcomes are the impact of these services on the status of an individual or group (see chapter 1, section 1.5). To date, no specific outcome indicators have been identified for court administration. The activities of court administrators lead to broader outcomes within the overall justice system that are not readily addressed by this service specific chapter.

### 7.3 Key performance indicator results

Different delivery locations, caseloads, casemixes and government policies may affect the equity, effectiveness and efficiency of court administration services. The allocation of cases to different courts also differs across states and territories and Australian courts. Performance comparison needs to account for these factors. In addition to the material in boxes 7.1, 7.2 and 7.3, appendix A — the statistical appendix — contains detailed statistics and short profiles on each State and Territory, and other data which may assist in interpreting the performance indicators presented in this chapter.

The court administration data collection is based on national counting rules, so data presented in this chapter may differ from data published by individual jurisdictions

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in their annual reports. There also may be differences from the data reported in the Australian Bureau of Statistics (ABS) Criminal Courts publication (ABS 2007).

The Steering Committee focuses on providing the best available data in a timely fashion. Jurisdictions, when signing off the data, acknowledge that the data have been supplied according to the nationally agreed counting rules. Where a jurisdiction advises that it has diverged from these counting rules, this divergence is appropriately footnoted in the table and surrounding text.

The Steering Committee recognises that this collection (unlike some other data collections) does not have an intermediary data collector or validator akin to the Australian Institute of Health and Welfare or the ABS. The reporting process in this chapter is one of continual improvement and refinement, with the long term aim of developing a national data collection that covers court administration activities across the Australian, State and Territory jurisdictions in a timely and comparable way.

## Outputs

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

### *Equity — fees paid by applicants*

A description of this indicator is contained in box 7.6.

#### **Box 7.6 Fees paid by applicants**

'Fees paid by applicants' is an indicator of the average court fees paid per lodgment.

It is derived by dividing the total court fees collected by the number of lodgments in a year.

Court fees largely relate to civil cases. Providing court administration service quality is held constant, lower court fees help keep courts accessible.

It is important to note that court fees are only part of the costs faced by litigants (with legal fees being more significant).

In 2007-08, average court fees paid per lodgment were greater in supreme courts than in district/county and magistrates' courts (table 7.7). This was consistent across all jurisdictions.

**Table 7.7 Average civil court fees collected per lodgment, 2007-08 (dollars)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>	<i>Total<sup>b</sup></i>
Supreme (excl probate)/Federal	1 722	1 175	509	1 564	1 399	493	988	658	1 031	1 230
District/county	1 109	1 010	495	771	625	..	..	..	..	867
Magistrates' (total) <sup>c</sup>	140	80	98	87	116	66	56	48	..	105
<i>Magistrates' (only)</i>	146	83	103	90	120	69	57	49	..	109
<i>Children's</i>	–	..	–	–	3	..	..	..	..	–
Family courts <sup>d</sup>	..	..	..	153	..	..	..	..	55	95
Federal Magistrates	..	..	..	..	..	..	..	..	207	207
Probate — Supreme	881	264	485	545	642	359	645	923	..	584

<sup>a</sup> Some jurisdictions charge corporations twice the amount individuals are charged, therefore the average fees do not always represent the charge to individuals. <sup>b</sup> Totals are derived for each court level in the table by dividing the total fees for that court level by the lodgments for that court level. <sup>c</sup> The Victorian Magistrates Court fees include fees paid through the Victorian Civil Administrative Tribunal. <sup>d</sup> Many of the Family Court of Australia's applications do not attract a fee. .. Not applicable. – Nil or rounded to zero.

*Source:* Australian, State and Territory court administration authorities and departments (unpublished); table 7A.16.

The average fees collected by the Australian, State and Territory courts vary for many reasons and caution should be used in making direct comparisons.

The level of cost recovery from the collection of court fees varied across court levels and across jurisdictions in 2007-08 (table 7.8). Nationally, for the states and territories in total, the proportion of costs recovered via 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 — where many applications do not attract a fee.

**Table 7.8 Civil court fees collected as a proportion of civil recurrent expenditure (cost recovery), 2007-08 (per cent)<sup>a, b</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme <sup>c</sup> /Federal	38.6	28.0	18.9	13.1	21.4	15.2	26.6	3.5	9.3	19.8
District/County	33.6	24.0	28.6	16.6	20.0	..	..	..	..	25.6
Magistrates' (total) <sup>d</sup>	41.2	33.9	27.9	26.5	28.1	38.0	5.1	7.0	..	33.0
<i>Magistrates' (only)</i> <sup>d</sup>	46.9	39.2	32.5	27.9	30.1	38.5	5.6	7.1	..	37.3
<i>Children's</i>	–	..	–	–	0.4	..	..	..	..	–
Family courts <sup>e</sup>	..	..	..	11.0	..	..	..	..	0.9	2.3
Federal Magistrates	..	..	..	..	..	..	..	..	22.4	22.4

<sup>a</sup> Recurrent expenditure excludes payroll tax. <sup>b</sup> Some jurisdictions charge corporations twice the amount individuals are charged, therefore the average fees do not always represent the charge to individuals.

<sup>c</sup> Excludes probate costs. <sup>d</sup> The Victorian Magistrates' Court fees include civil and criminal court fees paid through the Victorian Civil Administrative Tribunal. <sup>e</sup> Many of the Family Court of Australia's applications do not attract a fee. .. Not applicable. – Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.15.

### *Effectiveness — quality*

The Steering Committee has identified quality as an important measure of court administration performance (box 7.7).

#### **Box 7.7 Indicators of quality**

Indicators of quality for court administration have not yet been identified. The perceptions of court users about the quality of the services delivered by courts may be strongly influenced by the outcomes of judicial decisions (which are not the subject of this chapter). Isolating perceptions of the quality of court administration may be difficult.

### *Effectiveness — backlog indicator*

The backlog indicator is an indicator of case processing timeliness, described in box 7.8. This indicator compares the age (in elapsed time) of a court's pending caseload against nominated time standards. Pending counts are taken at 30 June each year and, at the same time, an age analysis of the pending caseload is undertaken against the time standards.

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),

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whereas the other states and territories have a three-tier court system. This difference needs to be taken into account when comparing the results of the backlog indicator.

Case processing timeliness, and the age of the pending workload, can also be affected by delays caused by factors outside the direct control of court administration.

**Box 7.8 Backlog indicator**

The 'backlog indicator' is an indicator of case processing timeliness.

It is derived by comparing the age (in elapsed time) of a court's pending caseload against time standards.

The following national standards have been set:

The Federal Magistrates Court, magistrates' and children's courts:

- no more than 10 per cent of lodgments pending completion are to be more than 6 months old
- no lodgments pending completion are to be more than 12 months old.

Supreme courts, the Federal Court, district/county, family and coroners' courts and all appeals:

- no more than 10 per cent of lodgments pending completion are to be more than 12 months old
- no lodgments pending completion are to be more than 24 months old.

Performance relative to the timeliness standards indicates effective management of caseloads, and court accessibility.

Time taken to process cases is not necessarily court administration delay. Some delays are caused by factors other than those related to the workload of the court (for example, a witness being unavailable).

Data on the backlog indicator for criminal matters 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 2008**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<b>Higher<sup>a, b</sup> — appeal</b>									
Pending caseload	no.	1 612	1 435	483	144	90	13	65	6
cases > 12 mths	%	2.8	12.8	22.6	5.6	2.2	–	3.1	–
cases > 24 mths	%	0.2	2.9	2.3	2.1	1.1	–	–	–
<b>Higher<sup>a, b</sup> — non-appeal<sup>c</sup></b>									
Pending caseload	no.	1 853	2 507	2 559	1 074	1 307	307	296	109
cases > 12 mths	%	9.5	27.8	18.8	19.3	25.9	7.8	24.0	4.6
cases > 24 mths	%	1.1	6.0	7.8	3.6	7.1	3.6	5.1	0.9
<b>Supreme<sup>b</sup> — appeal</b>									
Pending caseload	no.	210	489	172	144	90	13	65	6
cases > 12 mths	%	6.2	19.4	1.7	5.6	2.2	–	3.1	–
cases > 24 mths	%	1.0	2.7	0.6	2.1	1.1	–	–	–
<b>Supreme<sup>b</sup> — non-appeal<sup>c</sup></b>									
Pending caseload	no.	105	166	436	102	49	307	296	109
cases > 12 mths	%	29.5	33.7	14.4	8.8	26.5	7.8	24.0	4.6
cases > 24 mths	%	2.9	10.2	4.6	–	8.2	3.6	5.1	0.9
<b>District/County<sup>b</sup> — appeal<sup>d</sup></b>									
Pending caseload	no.	1 402	946	311	..	..	..	..	..
cases > 12 mths	%	2.3	9.4	34.1	..	..	..	..	..
cases > 24 mths	%	0.1	3.0	3.2	..	..	..	..	..
<b>District/County<sup>b</sup> — non-appeal</b>									
Pending caseload	no.	1 748	2 341	2 123	972	1 258	..	..	..
cases > 12 mths	%	8.3	27.4	19.6	20.4	25.9	..	..	..
cases > 24 mths	%	1.0	5.7	8.4	4.0	7.1	..	..	..
<b>Magistrates'</b>									
Pending caseload	no.	19 617	34 701	36 151	11 488	21 197	14 400	1 611	2 667
cases > 6 mths	%	11.2	24.4	29.5	22.8	29.1	28.1	17.8	36.9
cases > 12 mths	%	2.1	7.2	16.1	8.6	12.4	12.0	6.3	33.7
<b>Children's</b>									
Pending caseload	no.	1 766	5 591	2 374	1 789	1 918	940	194	243
cases > 6 mths	%	11.7	13.8	30.0	21.0	21.6	28.6	13.4	18.9
cases > 12 mths	%	1.4	2.9	14.6	7.3	7.5	9.1	2.6	16.5

<sup>a</sup> Higher refers to supreme and district/county courts combined. <sup>b</sup> In NSW, the criminal casemix of the Supreme Court is principally murder and manslaughter cases and therefore not directly comparable with supreme courts in other states and territories. <sup>c</sup> Queensland supreme and district courts data in respect to the age of pending non-appeal cases are calculated based on the date the Court Record was entered on the computerised Case Management System in the supreme or district court, not the committal order date in the magistrates' courts. <sup>d</sup> 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.

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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) one year after the last action on the case (as per the 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.

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**Box 7.10 (Continued)**

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). WA commenced piloting this program in November 2006. Evaluation of this program will commence in November 2008.

The processes listed above can range in completion times between one week and seven years. With some diversion programs, success will delay finalisation significantly. For example, some drug court programs can require compliance for 12 months or longer before the defendant is considered to have completed the program.

Within the civil justice system, diversion programs can be a quicker and cheaper form of dispute resolution. Examples include:

- mediation — referrals can be made at any time during the proceedings. A court may require parties to complete a mediation program within a specified time, or can consider the timeframe to be 'open-ended' (for example, referrals to the Native Title Tribunal). Completion time can also be affected by the complexity of the dispute and the number of parties involved, and can therefore vary significantly from case to case. Usually all parties consent to use mediation, but in some states parties can be ordered to mediate their dispute
- arbitration — referrals are usually made early in the proceedings and the court supervises the process. The hearing is shorter than a court hearing. Participation can be voluntary or by order
- reference to a referee — technical issues arising in proceedings may be referred to suitably qualified experts (referees) for inquiry and report. The court supervises the process and may adopt, vary or reject the report.

Success at mediation (settlement of the case) or at arbitration (acceptance of the arbitrator's award) generally finalises cases earlier than if finalised by trial and judgment. Where the mediation or arbitration is unsuccessful, the delaying effect on finalisation is highly variable.

**Table 7.10 Backlog indicator — all civil matters, as at 30 June 2008**

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<b>Higher<sup>a</sup> — appeal</b>										
Pending caseload	no.	638	405	186	193	55	67	51	27	407
cases > 12 mths	%	11.8	26.4	17.2	34.2	10.9	19.4	13.7	18.5	6.6
cases > 24 mths	%	1.7	7.7	2.2	6.7	—	—	3.9	7.4	2.2
<b>Higher (excl probate)<sup>a</sup> — non-appeal<sup>b</sup></b>										
Pending caseload	no.	14 120	9 612	9 420	4 706	3 728	1 042	1 541	184	4 000
cases > 12 mths	%	27.5	20.4	24.3	29.4	40.8	33.3	46.1	49.5	35.0
cases > 24 mths	%	10.0	7.0	6.2	14.8	20.0	9.5	23.4	29.9	20.6
<b>Supreme/Federal — appeal<sup>a</sup></b>										
Pending caseload	no.	613	348	76	131	46	67	51	27	407
cases > 12 mths	%	12.2	26.7	—	42.0	13.0	19.4	13.7	18.5	6.6
cases > 24 mths	%	1.8	8.6	—	6.1	—	—	3.9	7.4	2.2
<b>Supreme (excl probate)/Federal — non-appeal<sup>b</sup></b>										
Pending caseload	no.	7 083	3 914	5 042	1 972	682	1 042	1 541	184	4 000
cases > 12 mths	%	26.0	9.1	26.0	36.3	30.2	33.3	46.1	49.5	35.0
cases > 24 mths	%	12.2	3.9	7.3	20.2	15.0	9.5	23.4	29.9	20.6
<b>District/county — appeal</b>										
Pending caseload	no.	25	57	110	62	9	..	..	..	..
cases > 12 mths	%	—	7.0	29.1	17.7	—	..	..	..	..
cases > 24 mths	%	—	1.8	3.6	8.1	—	..	..	..	..
<b>District/county — non-appeal</b>										
Pending caseload	no.	7 037	5 698	4 378	2 734	3 046	..	..	..	..
cases > 12 mths	%	29.0	28.2	22.4	24.5	43.1	..	..	..	..
cases > 24 mths	%	7.9	9.2	4.9	10.9	21.1	..	..	..	..
<b>Magistrates<sup>c, d</sup></b>										
Pending caseload	no.	na	16 151	34 598	24 381	13 830	4 629	2 169	514	..
cases > 6 mths	%	na	23.4	42.4	34.9	42.4	32.0	37.2	54.3	..
cases > 12 mths	%	na	11.1	6.6	5.3	10.1	3.7	7.5	40.1	..
<b>Family courts — appeal</b>										
Pending caseload	no.	..	..	..	22	..	..	..	..	216
cases > 12 mths	%	..	..	..	40.9	..	..	..	..	24.54
cases > 24 mths	%	..	..	..	22.7	..	..	..	..	18.5
<b>Family courts — non-appeal<sup>e</sup></b>										
Pending caseload	no.	..	..	..	12 239	..	..	..	..	6 160
cases > 12 mths	%	..	..	..	44.9	..	..	..	..	27.8
cases > 24 mths	%	..	..	..	18.9	..	..	..	..	9.9
<b>Federal Magistrates</b>										
Pending caseload	no.	..	..	..	..	..	..	..	..	26 545
cases > 6 mths	%	..	..	..	..	..	..	..	..	33.5
cases > 12 mths	%	..	..	..	..	..	..	..	..	17.2
<b>Coroners' courts</b>										
Pending caseload	no.	2 602	4 295	2 158	1 459	1 777	222	230	341	..
cases > 12 mths	%	20.5	28.0	25.5	29.5	24.6	24.8	35.7	21.7	..
cases > 24 mths	%	10.0	10.6	9.6	6.2	4.9	6.8	19.1	7.3	..

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**Table 7.10 (Continued)**

<sup>a</sup> Higher refers to State and Territory supreme and district/county courts combined, and includes the Federal Court. The percentage in backlog for the WA Court of Appeal is high because the numbers in backlog are measured as a percentage against significantly reduced numbers in the total civil appeal pending list. (see the clearance rate in table 7.16). <sup>b</sup> Non-appeal matters for the Federal Court include a significant number of Native Title matters which by nature are both long and complex. <sup>c</sup> Excludes children's courts. <sup>d</sup> The Victorian Magistrates' Court civil data include a proportion of pending caseload from the Victorian Civil and Administrative Tribunal. <sup>e</sup> The Family Court of Australia does not 'deem' a matter finalised even if it has not had a court event for at least 12 months because of its case management practices. Therefore some matters may be affected by proceedings in other courts and are counted as pending but are currently inactive. **na** Not available. .. Not applicable. – Nil or rounded to zero.

Source: Australian, State and Territory court authorities and departments (unpublished); table 7A.18.

### *Effectiveness — judicial officers*

This indicator relates access to the number of judicial officers available to deal with cases. It reports the number of judicial officers available to deal with cases, in relation to population size (box 7.11).

#### **Box 7.11 Judicial officers**

'Judicial officers' is an indicator that represents the availability of resources.

Judicial officers are officers who can make enforceable orders of the court. For the purposes of this chapter, the definition of a judicial officer includes:

- judges
- magistrates
- masters
- coroners
- judicial registrars
- all other officers who, following argument and giving of evidence, make enforceable orders of the court.

Numbers are expressed in full time equivalent terms and based on the proportion of time spent on judicial functions. They are also presented in comparison to the population of each jurisdiction.

A higher proportion of judicial officers in the population indicates potentially greater access to the judicial system. Factors such as geographical dispersion, judicial workload and population density are also important to consider when comparing figures concerning judicial officers.

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 7.11 Judicial officers, full time equivalent, 2007-08<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme/Federal	63.4	44.0	25.7	31.1	14.0	6.8	6.3	7.9	65.0	264.1
District/County	67.0	51.8	32.9	28.5	20.3	..	..	..	..	200.5
Magistrates <sup>b</sup>	111.0	125.0	63.8	46.0	36.3	11.4	5.6	12.1	..	411.2
Children's	17.5	10.0	5.9	5.1	4.0	0.8	0.9	0.9	..	45.1
Family courts <sup>c</sup>	..	..	..	14.6	..	..	..	..	41.0	55.6
Federal Magistrates	..	..	..	..	..	..	..	..	52.0	52.0
Coroners' courts	5.0	7.0	7.8	2.0	2.1	0.4	0.3	1.5	..	26.1
<b>Total<sup>d</sup></b>	<b>263.9</b>	<b>237.8</b>	<b>136.0</b>	<b>127.3</b>	<b>76.7</b>	<b>19.4</b>	<b>13.1</b>	<b>22.4</b>	<b>158.0</b>	<b>1 054.6</b>

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> Data for Victoria include a proportion of judicial officers from the Victorian Civil and Administrative Tribunal. <sup>c</sup> Family Court of Australia figures include FCoA judges assigned to the Full Court Appeals division. <sup>d</sup> Excludes electronic infringement and enforcement systems as they do not have open court sittings and therefore do not require judicial officers. .. Not applicable.

Source: Australian, State and Territory court administration departments (unpublished); table 7A.20.

Table 7.12 shows the number of judicial officers per 100 000 people.

**Table 7.12 Judicial officers, full time equivalent, per 100 000 people, 2007-08**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts <sup>a</sup>	Total <sup>b</sup>
<i>Population ('000)<sup>c, d</sup></i>	6 927	5 246	4 228	2 131	1 592	496	341	218	..	21 181
<i>Judicial officers per 100 000 people</i>										
Supreme/Federal	0.9	0.8	0.6	1.5	0.9	1.4	1.8	3.6	0.3	1.2
District/County	1.0	1.0	0.8	1.3	1.3	..	..	..	..	0.9
Magistrates <sup>e</sup>	1.6	2.4	1.5	2.2	2.3	2.3	1.6	5.6	..	1.9
Children's	0.3	0.2	0.1	0.2	0.3	0.2	0.3	0.4	..	0.2
Family courts <sup>f</sup>	..	..	..	0.7	..	..	..	..	0.2	0.3
Federal Magistrates	..	..	..	..	..	..	..	..	0.2	0.2
Coroners' courts	0.1	0.1	0.2	0.1	0.1	0.1	0.1	0.7	..	0.1
<b>Total<sup>g</sup></b>	<b>3.8</b>	<b>4.5</b>	<b>3.2</b>	<b>6.0</b>	<b>4.8</b>	<b>3.9</b>	<b>3.9</b>	<b>10.3</b>	<b>0.7</b>	<b>5.0</b>

<sup>a</sup> The Australian courts results have been derived using the total population figure for Australia. <sup>b</sup> Totals are derived by dividing the total number of judicial FTE at each court level by the Australian population (per 100 000). <sup>c</sup> Population total for Australia includes 'Other territories'. <sup>d</sup> Population data for the financial year is the midpoint (i.e. 31 December) estimate. <sup>e</sup> Data for the Victorian Magistrates' Court include a proportion of judicial officers from the Victorian Civil and Administrative Tribunal. <sup>f</sup> Family Court of Australia figures include FCoA judges assigned to the Full Court Appeals division. <sup>g</sup> Excludes electronic infringement and enforcement systems as they do not have open court sittings and therefore do not require judicial officers. .. Not applicable.

Source: Australian, State and Territory court administration departments (unpublished); table 7A.20. Population figures from statistical appendix Table AA.2.

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## Efficiency — attendance indicator

The Steering Committee has identified the number of court attendances required to reach finalisation as an indicator of efficiency in the courts (box 7.12). Attendance data can be difficult to collect. Due to system limitations, some jurisdictions supply data on listed hearings rather than actual attendances in court.

### Box 7.12 Attendance indicator

The 'attendance indicator' is an indicator where court attendances act as a proxy for input costs. Alternative efficiency indicators are under development.

The number of attendances is the number of times that parties or their representatives are required to be present in court to be heard by a judicial officer or mediator/arbitrator where binding orders can be made. The number includes appointments that are adjourned or rescheduled.

The attendance indicator is presented simply as the average number of attendances required to reach finalisation for all cases finalised during the year (no matter when the attendance occurred).

Fewer attendances may suggest a more efficient process. However, this should be balanced against the argument that the number of attendances will increase if rehabilitation or diversionary programs are used, or if intensive case management is used. Both these aspects are believed to improve the quality of outcomes:

- rehabilitation and diversionary programs aim to provide therapeutic benefits for the offenders, and benefits of reduced recidivism for the community
- intensive case management is believed to maximise the prospects of settlement (and thereby reduce the litigant's costs, the number of cases queuing for hearing, and the flow of work on to appellate courts), or, alternatively, to narrow the issues for trial (thus shortening trial time and also reducing costs and the queuing time for other cases waiting for hearing).

Attendance indicator results for criminal proceedings are reported in table 7.13.

Table 7.13 Attendance indicator — criminal, 2007-08<sup>a</sup>

	NSW <sup>b</sup>	Vic	Qld	WA	SA	Tas	ACT	NT
<i>Average attendances per finalisation</i>								
Supreme	na	2.4	2.8	2.3	4.6	5.9	5.5	6.9
District/County	na	5.1	4.0	4.7	6.9	..	..	..
Magistrates <sup>c</sup>	na	3.0	2.1	2.0	3.1	2.0	3.4	3.4
Children's	na	3.4	2.4	2.7	3.4	5.1	6.0	5.4

<sup>a</sup> Excludes data for the electronic infringement and enforcement systems. <sup>b</sup> NSW data are not available.

<sup>c</sup> The data for Victoria include a proportion of hearings from the Victorian Civil and Administrative Tribunal. **na** Not available. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.19.

Attendance indicator results for civil proceedings are reported in table 7.14.

**Table 7.14 Attendance indicator — civil, 2007-08**

	NSW <sup>a</sup>	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<i>Average attendances per finalisation</i>									
Supreme (excl probate) <sup>b</sup> /Federal	na	1.2	1.4	3.1	4.9	na	5.2	5.2	2.2
District/county <sup>b</sup>	na	2.1	0.8	2.9	4.7	..	..	..	..
Magistrates <sup>c</sup>	na	0.8	0.7	0.8	0.7	na	1.5	1.8	..
Children's <sup>d</sup>	na	1.5	2.5	4.7	2.8	..	6.9	1.6	..
Family courts <sup>e</sup>	..	..	..	1.4	..	..	..	..	3.1
Federal Magistrates <sup>f</sup>	..	..	..	..	..	..	..	..	2.1
Coroners' courts	na	1.0	2.9	1.0	1.1	1.0	2.8	1.0	..

<sup>a</sup> NSW attendance data are not available. <sup>b</sup> Queensland's supreme and district courts data for the count of attendances in the civil jurisdiction varies from the national counting rules. Multiple attendances are counted for a single court event, e.g. trials listed for multiple consecutive days. It also includes attendances for unfinalised cases. Attendances are not counted for case managed court events. <sup>c</sup> The Victorian Magistrates' Court data include a proportion of hearings from the Victorian Civil and Administrative Tribunal. 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. <sup>d</sup> Queensland Children's Court data for civil cases is based on a count of cases, not the number of children involved in the care and protection case. 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. <sup>e</sup> Family Court of Australia data include all conference events that may have a binding order made. It also contains events that may not require attendance of parties, such as a divorce hearing, and are included as they form part of the lodgment and finalisation data. Attendances for appeal cases were not available, however the number of appeal hearings is relatively small and the effect on the attendance indicator is not significant. <sup>f</sup> Federal Magistrates Court attendance data exclude responses to applications. na Not available. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.19.

In the context of the attendance indicator, it is important to note that Alternative Dispute Resolution (ADR) can resolve certain matters out of court and thereby reduce the need for judicial hearings. Accordingly, differences between and within states and territories in the availability and use of ADR can affect the comparability of the attendance indicator.

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### *Efficiency — clearance rate*

The clearance rate shows whether the volume of finalisations matched the volume of lodgments in the same reporting period (box 7.13).

#### **Box 7.13 Clearance rate**

The 'clearance rate' shows whether the volume of case finalisations has matched the volume of case lodgments during the reporting period. It indicates whether a court's pending caseload would have increased or decreased over that period.

It is derived by dividing the number of finalisations in the reporting period by the number of lodgments in the same period. The result is multiplied by 100 to convert to a percentage. The following can assist in interpretation of this indicator:

- a figure of 100 per cent indicates that, during the reporting period, the court finalised as many cases as were lodged, and the pending caseload should be similar to the pending caseload 12 months earlier
- a figure greater than 100 per cent indicates that, during the reporting period, the court finalised more cases than were lodged, and the pending caseload should have decreased
- a figure less than 100 per cent indicates that, during the reporting period, the court finalised fewer cases than were lodged, and the pending caseload should have increased.

The clearance rate should be interpreted alongside lodgment and finalisation data, and the backlog indicator, reported earlier in this chapter. Trends over time should also be considered.

The clearance rate can be affected by external factors (such as those causing changes in lodgment rates), as well as by changes in a court's case management practices.

Lodgments are a reflection of demand for court services. As noted previously, lodgments need not equal finalisations in any given year because not all matters lodged in one year will be finalised in the same year. Consequently, results for this indicator need to be interpreted alongside changes in lodgment, finalisation and pending counts. Trends over time may also provide additional context when interpreting results for the clearance rate indicator.

Tables for clearance rate data in 2007-08 are presented separately for the criminal and civil jurisdictions in tables 7.15 and 7.16. Where relevant, the clearance rate data have been disaggregated between appeal and non-appeal matters.

Table 7.15 Clearance indicator — all criminal matters, 2007-08<sup>a</sup>

	<i>units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<b>Supreme — appeal</b>									
Lodgments	'000	0.41	0.53	0.44	0.29	0.27	0.03	0.10	0.02
Finalisations	'000	0.40	0.47	0.40	0.34	0.28	0.02	0.07	0.03
<i>Clearance rate</i>	%	97.8	88.4	90.7	115.7	100.7	80.0	72.3	136.4
<b>Supreme — non-appeal<sup>b</sup></b>									
Lodgments	'000	0.11	0.16	1.49	0.26	0.07	0.69	0.32	0.38
Finalisations	'000	0.13	0.20	1.54	0.23	0.06	0.55	0.22	0.32
<i>Clearance rate</i>	%	114.2	125.2	103.0	91.1	85.1	79.5	70.2	84.5
<b>District/County — appeal<sup>c</sup></b>									
Lodgments	'000	7.11	2.22	0.34	..	..	..	..	..
Finalisations	'000	7.21	2.11	0.32	..	..	..	..	..
<i>Clearance rate</i>	%	101.5	94.9	93.5	..	..	..	..	..
<b>District/County — non-appeal<sup>b</sup></b>									
Lodgments	'000	3.43	2.50	6.61	2.43	1.65	..	..	..
Finalisations	'000	3.42	2.41	6.84	2.71	1.66	..	..	..
<i>Clearance rate</i>	%	99.6	96.5	103.5	111.6	101.1	..	..	..
<b>Magistrates'</b>									
Lodgments	'000	183.37	154.73	190.87	104.43	68.00	57.50	5.92	11.98
Finalisations	'000	178.48	156.34	187.45	114.69	74.82	59.29	5.65	11.69
<i>Clearance rate</i>	%	97.3	101.0	98.2	109.8	110.0	103.1	95.6	97.6
<b>Children's</b>									
Lodgments	'000	12.31	15.96	10.93	10.84	7.42	1.95	0.62	0.98
Finalisations	'000	12.08	17.45	10.93	11.94	7.56	1.61	0.61	0.93
<i>Clearance rate</i>	%	98.1	109.3	100.1	110.1	101.8	82.7	98.5	95.6
<b>Electronic infringement and enforcement systems<sup>d</sup></b>									
Lodgments	'000	..	1 148.29	529.21	251.99	167.83	..	..	..
Finalisations	'000	..	938.27	458.99	249.81	166.70	..	..	..
<i>Clearance rate</i>	%	..	81.7	86.7	99.1	99.3	..	..	..

<sup>a</sup> Clearance rate results are derived from finalisation and lodgment data presented in tables 7A.1 and 7A.5.

<sup>b</sup> 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. <sup>c</sup> Appeals are not heard in the district courts in WA or SA, instead they are referred to the supreme courts in these states.

<sup>d</sup> Data for the electronic infringement and enforcement systems exclude unpaid court fines... Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1, 7A.5, and 7A.21.

Table 7.16 Clearance indicator — all civil matters, 2007-08<sup>a</sup>

	<i>units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust courts</i>
<b>Supreme/Federal — appeal</b>										
Lodgments	'000	0.89	0.42	0.24	0.14	0.13	0.12	0.06	0.11	1.50
Finalisations	'000	0.88	0.35	0.27	0.19	0.15	0.11	0.05	0.11	1.64
<i>Clearance rate</i>	%	99.0	84.2	112.7	136.0	120.5	96.6	87.7	94.6	108.8
<b>Supreme (excl probate)/Federal — non-appeal</b>										
Lodgments	'000	12.55	6.24	5.46	2.00	1.23	0.93	0.99	0.17	8.04
Finalisations	'000	13.29	7.64	5.44	2.10	1.23	0.96	0.85	0.21	7.35
<i>Clearance rate</i>	%	105.8	122.4	99.7	105.3	100.2	103.1	86.0	124.4	91.4
<b>District/County — appeal</b>										
Lodgments	'000	0.08	0.12	0.10	0.09	0.04	..	..	..	..
Finalisations	'000	0.09	0.11	0.08	0.12	0.04	..	..	..	..
<i>Clearance rate</i>	%	106.2	95.8	78.4	137.6	108.6	..	..	..	..
<b>District/County — non-appeal</b>										
Lodgments	'000	8.53	5.39	4.85	3.83	2.72	..	..	..	..
Finalisations	'000	8.44	5.34	4.79	3.80	3.06	..	..	..	..
<i>Clearance rate</i>	%	99.0	99.1	97.2	96.2	111.2	..	..	..	..
<b>Magistrates<sup>b</sup></b>										
Lodgments	'000	185.74	180.41	79.46	46.96	27.58	9.56	5.39	5.79	..
Finalisations	'000	173.66	176.04	81.58	46.02	30.10	10.12	4.97	5.41	..
<i>Clearance rate</i>	%	93.5	97.6	102.7	98.0	109.1	105.9	92.3	93.4	..
<b>Children's<sup>c, d</sup></b>										
Lodgments	'000	8.40	5.33	3.89	1.59	1.15	0.37	0.10	0.12	..
Finalisations	'000	7.30	4.75	3.63	1.57	1.13	0.35	0.09	0.15	..
<i>Clearance rate</i>	%	86.8	89.1	93.3	98.7	98.8	96.2	89.7	126.1	..
<b>Family — appeal</b>										
Lodgments	'000	..	..	..	0.02	..	..	..	..	0.35
Finalisations	'000	..	..	..	0.03	..	..	..	..	0.32
<i>Clearance rate</i>	%	..	..	..	133.3	..	..	..	..	91.1
<b>Family — non-appeal</b>										
Lodgments	'000	..	..	..	13.99	..	..	..	..	20.28
Finalisations	'000	..	..	..	12.80	..	..	..	..	23.76
<i>Clearance rate</i>	%	..	..	..	91.5	..	..	..	..	117.2
<b>Federal Magistrates</b>										
Lodgments	'000	..	..	..	..	..	..	..	..	84.17
Finalisations	'000	..	..	..	..	..	..	..	..	82.69
<i>Clearance rate</i>	%	..	..	..	..	..	..	..	..	98.2
<b>Coroners'</b>										
Lodgments	'000	6.54	5.36	3.51	1.77	1.90	0.53	1.30	0.34	..
Finalisations	'000	6.36	4.21	3.66	1.64	1.78	0.55	1.33	0.33	..
<i>Clearance rate</i>	%	97.3	78.7	104.0	92.8	93.5	103.2	102.6	96.5	..

<sup>a</sup> The clearance rate is derived from finalisation and lodgment data presented in tables 7A.2 and 7A.6. <sup>b</sup> The Victorian Magistrates' Court civil data include a proportion of lodgments and finalisations from the Victorian Civil and Administrative Tribunal. <sup>c</sup> NSW lodgment data for children in the civil court is based on a count of each child listed in all new applications for care and protection, not just the originating application. <sup>d</sup> Queensland children's 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 information on the clearance rates for all court matters (both criminal and civil) in 2007-08, and combines appeal and non-appeal matters.

**Table 7.17 Clearance indicator — all matters, 2007-08 (per cent) <sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<b>Supreme/Federal</b>									
Criminal	101.3	93.9	100.2	104.2	97.7	79.5	70.7	87.3	..
Civil <sup>b</sup>	105.4	119.9	100.3	107.3	102.1	102.4	86.1	112.5	94.2
<i>Total</i>	<i>105.2</i>	<i>117.4</i>	<i>100.2</i>	<i>106.6</i>	<i>101.2</i>	<i>93.1</i>	<i>81.7</i>	<i>97.7</i>	<i>94.2</i>
<b>District/county</b>									
Criminal	100.8	95.7	103.0	111.6	101.1	..	..	..	..
Civil	99.1	99.0	96.9	97.1	111.1	..	..	..	..
<i>Total</i>	<i>100.1</i>	<i>97.5</i>	<i>100.4</i>	<i>102.7</i>	<i>107.4</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>..</i>
<b>Magistrates'</b>									
Criminal	97.3	101.0	98.2	109.8	110.0	103.1	95.6	97.6	..
Civil <sup>c</sup>	93.5	97.6	102.7	98.0	109.1	105.9	92.3	93.4	..
<i>Total</i>	<i>95.4</i>	<i>99.2</i>	<i>99.5</i>	<i>106.2</i>	<i>109.8</i>	<i>103.5</i>	<i>94.0</i>	<i>96.2</i>	<i>..</i>
<b>Children's</b>									
Criminal	98.1	109.3	100.1	110.1	101.8	82.7	98.5	95.6	..
Civil <sup>d, e</sup>	86.8	89.1	93.3	98.7	98.8	96.2	89.7	126.1	..
<i>Total</i>	<i>93.5</i>	<i>104.3</i>	<i>98.3</i>	<i>108.6</i>	<i>101.4</i>	<i>84.8</i>	<i>97.4</i>	<i>98.8</i>	<i>..</i>
<b>Elec. infringement and enforcement systems<sup>f</sup></b>	..	81.7	86.7	99.1	99.3	..	..	..	..
<b>Family courts</b>	..	..	..	91.6	..	..	..	..	116.7
<b>Federal Magistrates</b>	..	..	..	..	..	..	..	..	98.2
<b>Coroners' courts</b>	97.3	78.7	104.0	92.8	93.5	103.2	102.6	96.5	..

<sup>a</sup> Clearance rates are derived from finalisation and lodgment data presented in tables 7A.1–2 and 7A.5–6.

<sup>b</sup> Supreme courts data exclude probate matters. <sup>c</sup> The Victorian Magistrates' Court civil data include a proportion of hearings from the Victorian Civil and Administrative Tribunal. <sup>d</sup> NSW lodgment data for children in the civil court are based on a count of each child listed in all new applications for care and protection, not just the originating application. <sup>e</sup> Queensland children's courts data for civil cases are based on a count of cases, not the number of children involved in the care and protection case. <sup>f</sup> The clearance rate relates to processing of unpaid infringement notices only (unpaid court fines are excluded). .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.1–2, 7A.5–6, and 7A.21–22.

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### *Efficiency — cost per finalisation*

Cost per finalisation is an efficiency indicator (box 7.14). Cost is taken as the total net recurrent annual expenditure, excluding payroll tax. Net expenditure refers to expenditure minus income (where income is derived from court fees and other revenue but excludes revenue from fines).

#### **Box 7.14 Cost per finalisation**

'Cost per finalisation' is an indicator of efficiency. This indicator is not a measure of the actual cost per case.

It is derived by dividing the total net recurrent expenditure within each court for the financial year by the total number of finalisations for the same period. The following points need to be considered in interpreting the cost per finalisation indicator results:

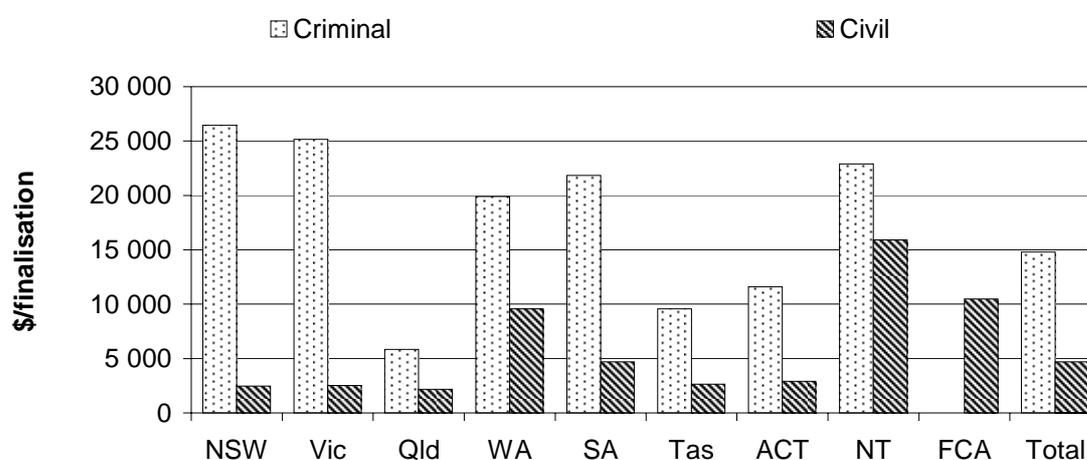
- some finalisations take only a short time and require few resources, whereas other finalisations may be resource intensive and involve complicated trials and interlocutory decisions
- cases in the civil jurisdiction that have not been acted upon in the last 12 months are counted (deemed) as finalised (although some jurisdictions are unable to comply with this deeming rule)
- expenditure data may include arbitrary allocation between criminal and civil jurisdictions
- net expenditure is calculated by deducting income (court fees) from total expenditure, noting that in some jurisdictions court fees are set by government rather than by court administrators
- a number of factors are beyond the control of jurisdictions, such as geographic dispersion, economies of scale and socioeconomic factors
- efficiency results need to be viewed in light of the performance indicator framework as a whole, because there can be trade-offs between efficiency on the one hand and equity, effectiveness and quality, on the other.

In general, the net recurrent expenditure per finalisation results for civil courts will be lower than criminal courts, because, with the exception of electronic infringement and enforcements systems, relatively little income is generated by the criminal court system (table 7A.11). Civil court fee structures may also impact on cost per finalisation results (table 7A.15).

*Net expenditure per finalisation for the supreme courts and the Federal Court of Australia*

Nationally, in 2007-08, total net expenditure per finalisation in the criminal jurisdiction of supreme courts was around three times greater than the total net expenditure per finalisation for the civil jurisdiction, including the Federal Court — the Federal Court has no criminal jurisdiction (figure 7.4).

**Figure 7.4 Net recurrent expenditure per finalisation, supreme courts and the Federal Court of Australia, 2007-08<sup>a, b, c, d</sup>**



FCA=Federal Court of Australia

<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> Supreme courts data for the civil jurisdiction exclude uncontested probate matters. <sup>c</sup> The Federal Court does not operate in the criminal jurisdiction. <sup>d</sup> For the WA Supreme court, net expenditure increased significantly in 2007-08 due to the increase in the actuarial assessment of the liability for currently serving Judges under the Judicial Pension Scheme. The methodology used to calculate expenses in relation to the Judicial Pension Scheme varies between the states and therefore comparison should be made with caution.

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.

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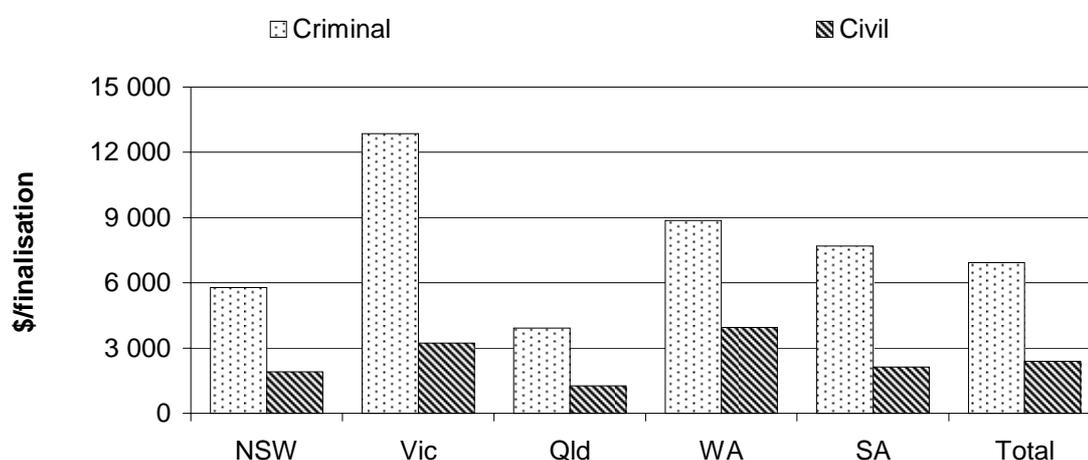
### Net expenditure per finalisation for district/county courts

In 2007-08, total net expenditure per finalisation in the criminal jurisdiction of district/county courts was more than twice that in the civil jurisdiction (figure 7.5). This trend was similar across all states and territories, and is consistent over time (tables 7A.23–24).

Tasmania, the ACT, the NT and the Australian Government do not operate district/county courts.

Figure 7.5 **Net recurrent expenditure per finalisation, district/county courts, 2007-08<sup>a, b, c</sup>**

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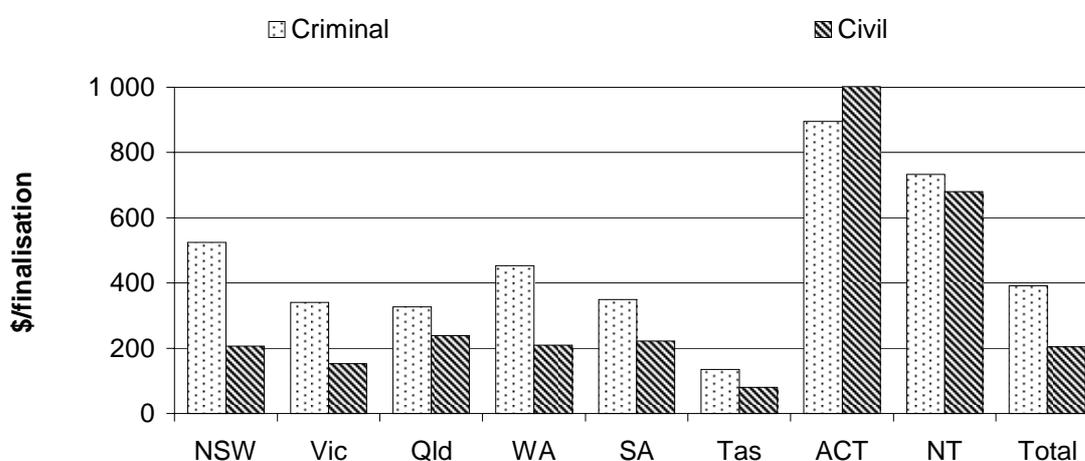
**a** Expenditure excludes payroll tax. **b** In Queensland some children's courts criminal matters are heard in district courts, but for this Report, these matters have been included with children's court data. **c** For the WA District court, net expenditure increased significantly in 2007-08 due to the increase in the actuarial assessment of the liability for currently serving Judges under the Judicial Pension Scheme. The methodology used to calculate expenses in relation to the Judicial Pension Scheme varies between the states and therefore comparison should be made with caution.

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 of the states and territories (figure 7.6).

**Figure 7.6 Net recurrent expenditure per finalisation, total magistrates' courts (including magistrates' and children's courts), 2007-08<sup>a, b, c, d, e</sup>**



<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> The Victorian Magistrates Court civil data include a proportion of expenditure and finalisations from the Victorian Civil and Administrative Tribunal. <sup>c</sup> In Queensland some children's courts criminal matters are heard in district courts, but for this Report, these matters have been included with children's courts data. <sup>d</sup> 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. <sup>e</sup> In Tasmania, unpaid minor traffic infringements are dealt with in the magistrates' courts.

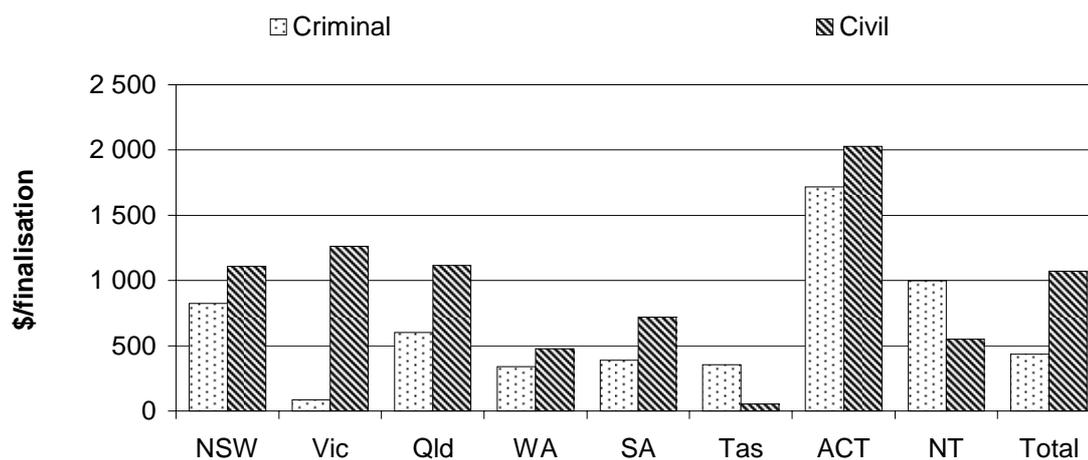
Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23–24.

### 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 bulk of matters dealt with 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.

Unlike all other court levels where there are both criminal and civil jurisdictions, nationally, net expenditure per finalisation for the children's courts level was, in most jurisdictions, higher in the civil jurisdiction.

Figure 7.7 **Net recurrent expenditure per finalisation, children's courts, 2007-08** a, b, c, d, e



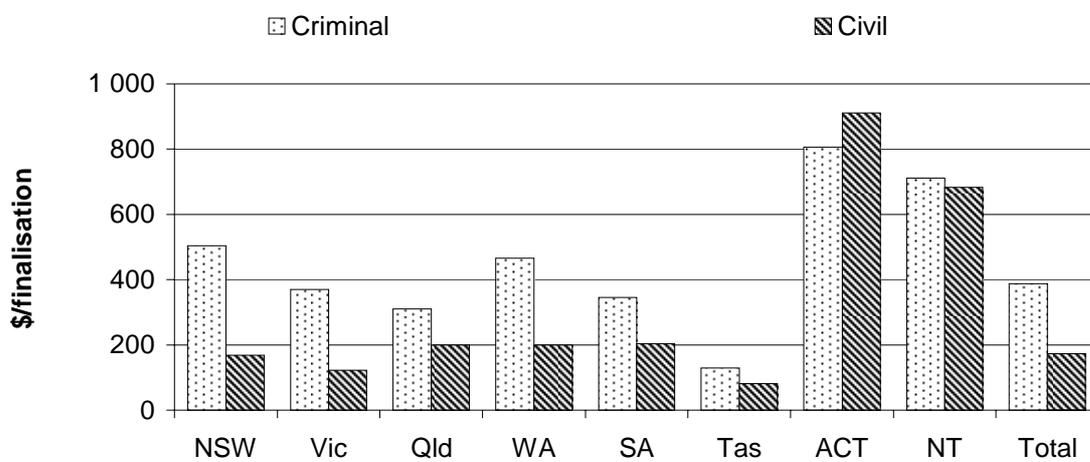
**a** Expenditure excludes payroll tax. **b** In Victoria, children's criminal matters not heard in the Melbourne Children's Court are heard in magistrates' courts in regional areas. It is not possible to apportion the expenditure on these matters to children's courts as such this expenditure is reported with expenditure data for the magistrates' courts. However, the matters heard are separately identifiable and are reported against children's courts (including where a children's courts matter is dealt with in a regional magistrate's court). **c** In Queensland some children's courts criminal matters are heard in district courts — but for reporting purposes have been included with the children's courts. **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. **e** In Tasmania child protection matters are lodged in the criminal registry as urgent. Expenditure in the civil jurisdiction of the Tasmanian Children's Court in 2007-08 relates to counselling and mediation services only.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23–24.

*Net expenditure per finalisation for magistrates' courts only*

Net expenditure per criminal and civil finalisation for magistrates' courts only, excluding children's courts and electronic infringement and enforcement systems, is presented in figure 7.8. Nationally, and in all states and territories except for the ACT, 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), 2007-08<sup>a, b, c, d</sup>**



<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> In Victoria, children's criminal matters not heard in the Melbourne Children's Court are heard in magistrates' Courts in regional areas. It is not possible to apportion the expenditure on these matters to children's courts as such this expenditure is reported with expenditure data for the magistrates' courts. However, the matters heard are separately identifiable and are reported against children's courts (including where a children's courts matter is dealt with in a regional magistrate's court). <sup>c</sup> The Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from the Victorian Civil and Administrative Tribunal. <sup>d</sup> In Tasmania, unpaid minor traffic infringements are dealt with in the magistrates' courts.

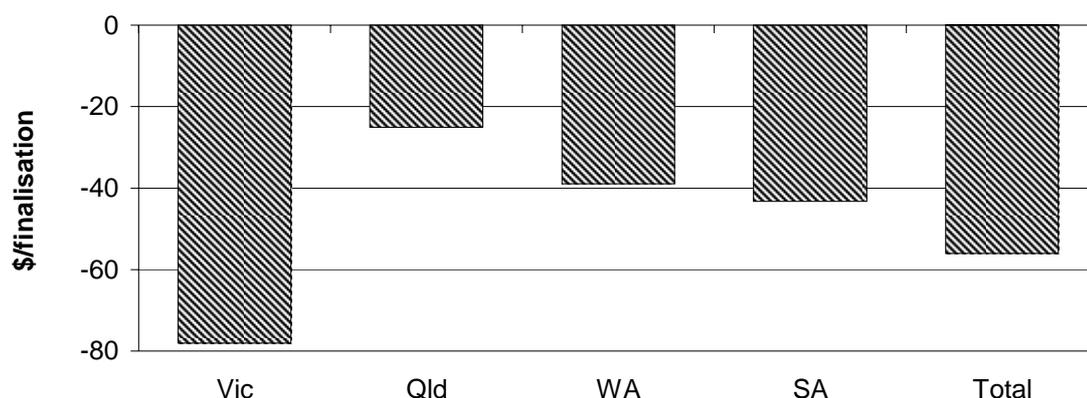
Source: State and Territory court administration departments (unpublished); tables 7A.23–24.

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*Net expenditure per finalisation for electronic infringement and enforcement systems*

All electronic infringement and enforcement systems in 2007-08 had income that outweighed any associated expenditure (figure 7.9).

**Figure 7.9 Net recurrent expenditure per finalisation, electronic infringement and enforcement systems, 2007-08<sup>a, b</sup>**



**a** Expenditure excludes payroll tax. **b** Electronic infringement and enforcement systems (infringement and expiated offence processing systems that have the status of a court) operate only in Victoria, Queensland, WA and SA. Other states and territories may operate similar bodies that do not operate under the auspices of a court.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.23.

The analysis of magistrates' courts efficiency in figures 7.6 and 7.8 excluded electronic infringement and enforcement system expenditure and finalisations. Box 7.15 shows the impact of including electronic infringement and enforcement systems within the efficiency results of the magistrates' courts.

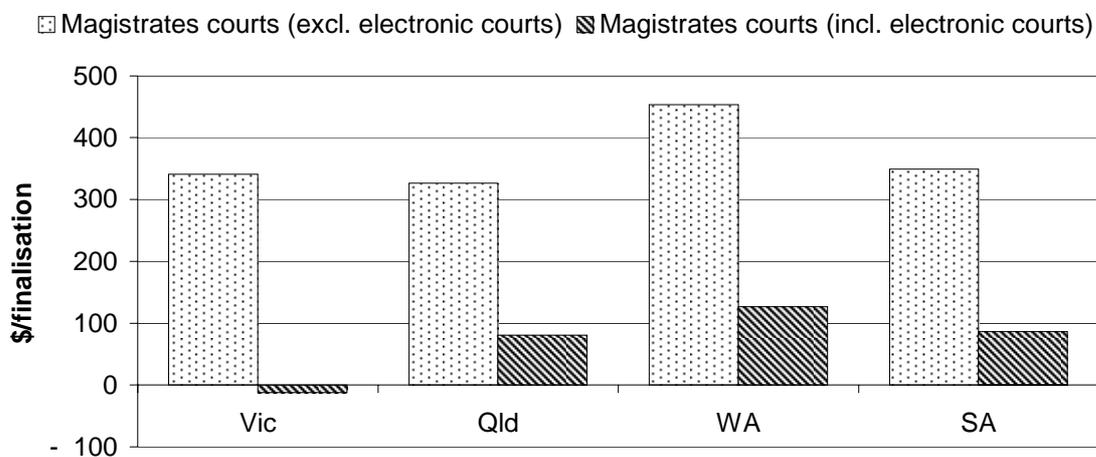
**Box 7.15 The impact of the electronic infringement and enforcement systems on the cost per criminal finalisation for magistrates' courts**

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 dealt with by the electronic infringement and enforcement systems would otherwise have been dealt with by 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 \$13 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 Motor Vehicle Registry in the ACT, and the Fines Recovery Unit in the NT) that deal with unpaid infringement notices and may have a similar impact in reducing the workload of their magistrates' courts. In Tasmania, unpaid minor traffic infringements are dealt with by way of complaint and summons in the magistrates' courts, and this has the effect of reducing net expenditure per finalisation in the criminal jurisdiction of their magistrate's 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. For example, the Family Court of WA differs from the Family Court of Australia in that it has jurisdiction to deal with financial matters between parties that were in a de facto relationship.

**Figure 7.10 Net recurrent expenditure per finalisation, family courts and the Federal Magistrates Court of Australia, 2007-08<sup>a, b, c</sup>**



<sup>a</sup> Expenditure per finalisation for the Federal Magistrates Court is based on the total net expenditure and all finalisations for that court; it does not isolate family law work from general federal law work and is therefore not strictly comparable with the results for either the Family Court of Australia or the Family Court of WA. <sup>b</sup> The Family Court of Australia expenditure figures have been discounted (estimated) for resources and services (work of Court staff and accommodation) provided free of charge to the Federal Magistrates Court in accordance with the *Federal Magistrates Act 1999*. In addition, the Family Court of Australia provides further shared services, including IT services, accommodation, work of Court staff and depreciation and amortisation that are currently not quantified and as such no additional discount could be applied. This will cause an overestimate for the Family Court of Australia figure (and an underestimate for Federal Magistrates Court). <sup>c</sup> For the WA Family Court, a revision of the cost allocation methodology applied to Department's corporate overheads has reduced overall expenditure attributed to the FCWA in 2007-08. This revised methodology was aligned with the model developed as part of the current Commonwealth funding review.

Source: Australian court administration authorities (unpublished); table 7A.24.

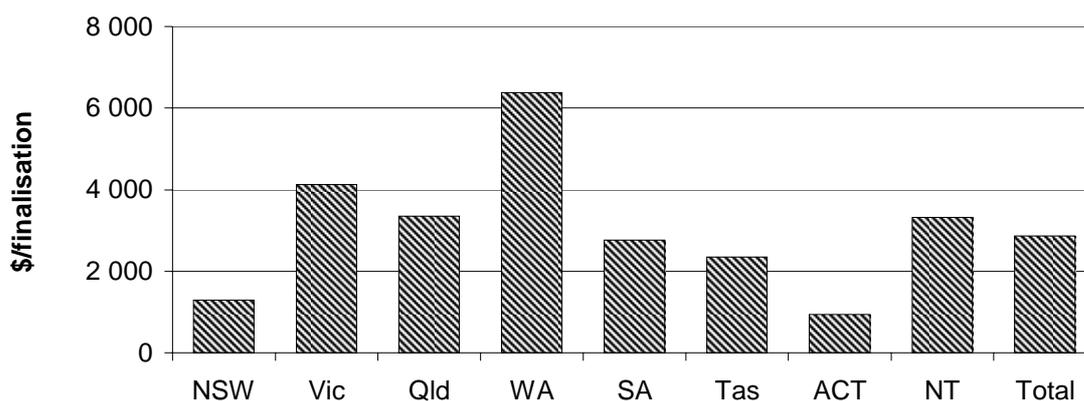
The establishment of the Federal Magistrates Court in 2000 has had implications for the finalisations and expenditure reported for the Family Court of Australia, because the Federal Magistrates Court now deals with some of the matters previously managed by the Family Court of Australia. For example, before the establishment of the Federal Magistrates Court, all divorce applications (other than those lodged in

the Family Court of WA) were lodged in the Family Court of Australia; now (aside from those lodged in the Family Court of WA) almost all divorce applications are lodged in the Federal Magistrates Court. In general federal law, the Federal Magistrates Court also deals with the less complex administrative law, bankruptcy law, discrimination, workplace relations and consumer protection law matters that were previously dealt with in the Federal Court of Australia.

*Net expenditure per reported death and fire for coroners' courts*

Nationally, expenditure per reported death and fire in coroners' courts was approximately \$2865 in 2007-08 (figure 7.11).

**Figure 7.11 Net recurrent expenditure per finalisation, coroners' courts, 2007-08<sup>a, b, c</sup>**



<sup>a</sup> Expenditure excludes payroll tax. <sup>b</sup> Data for NSW, Victoria and the ACT include reported fires. <sup>c</sup> The inclusion of expenditure for autopsy and chemical analysis work varies between states and territories and can affect the comparability of this expenditure series. For example, the WA Coroner's court data includes costs for pathology, toxicology and body removals totalling the relatively large amount of \$5.17m in its cost per finalisation. Similarly, recurrent expenditure for the Coroners' Court in Victoria has been adjusted to include for the first time the costs of autopsy and forensic science services provided to the Coroners' Court by the Victorian Institute of Forensic medicine. This adjustment has been made to the 2007-08 (and previous) year(s), and accounts for the most significant proportion of Victoria's Coroners' Court expenditure.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.24.

Some states and territories include autopsy and chemical analysis costs in their expenditure data, but others exclude these costs because they refer to services administered and funded outside the court administration agency's umbrella department. This can lead to large variations in the net expenditure per finalisation.

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Data for NSW, Victoria, Tasmania and the ACT in 2007-08 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 actual services delivered) (see chapter 1, section 1.5).

No outcome indicators for court administration are currently reported. It is noted, however, that the activities of court administrators lead to broader outcomes within the overall justice system that are not readily addressed in this service-specific chapter. The Steering Committee has identified outcome indicators as an important element of the performance indicator framework to develop for future reports.

## **7.4 Future directions in performance reporting**

### **Improving data quality**

Differences across states and territories in the jurisdiction of courts, and in the allocation of cases between courts, affect the comparability of equity, efficiency and effectiveness data. The different methods undertaken to collect the data can also have an impact on data consistency and quality.

The Review, through the Court Administration Working Group (CAWG) and the Courts Practitioner Group (CPG), 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 Australian Institute of Judicial Administration (AIJA) of the quality and performance of courts 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

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membership. It recently held a Court Quality Forum at which an *International Framework of Court Excellence* (AIJA 2008) was discussed. The Framework identified a set of values, concepts and tools with which court systems worldwide can assess the quality of justice and court administration they deliver. In discussing the International Framework, the Forum identified cost and timeliness measures of the kind already published in this chapter, plus a number of presently unreported quality measures that could be evaluated by the CAWG for possible inclusion in the this Report.

## **7.5 Jurisdictions' comments**

This section provides comments from the Australian courts and each State and Territory on the services covered in this chapter.

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## **New South Wales Government comments**

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NSW continues to improve its level of performance. The NSW District Court reduced its criminal backlog for the third year in a row. The Coroner's Court has also significantly improved its backlog performance, almost halving the 12-month backlog in just two years. NSW courts continue to improve their efficiency, with the real net cost per finalisation falling for all courts. This measure has been falling for the past three years in the NSW Supreme, District and Coroner's Courts.

A Strategic Plan has been developed for the Attorney General's Department to guide court administration in NSW from 2008 to 2011. This plan focuses on three major areas to further improve the court system.

The first area is promotion of alternative dispute resolution, non-adversarial justice and fair play. The NSW Supreme Court has led in this, its officers conducting a record 266 mediations between January and June 2008 with a 59 per cent same-day settlement rate. NSW Community Justice Centres also continue to provide mediations as an alternative for the NSW Local (Magistrate's) Court. An alternative dispute resolution strategy is currently being developed to increase the use of mediation in all NSW courts.

The second area of focus is courts modernisation. NSW continues to innovate in this area, harnessing technology to provide clients with superior services in more convenient ways. Use of JusticeLink, the online system for conducting court business, will continue to grow in 2009. It has already been successfully implemented in the criminal jurisdictions of the NSW Supreme and District Courts, with thousands of documents now being filed electronically. Court security systems have been updated and the use of audio-visual links extended to enable vulnerable and remote witnesses to give evidence from outside the courtroom. Analogue court recording equipment is being replaced by digital systems to produce a faster and more accurate court transcript service. NSW is making its legal library – one of Australia's largest – available online for the judiciary, the legal profession and the wider community.

The third area of focus is early intervention and diversionary strategies. A number of outreach services have been trialled, including court staff visiting remote communities and homeless shelters in 2007-08. The successful Domestic Violence Intervention Court Model is being expanded. A new research centre has been set up in partnership with University of Technology, Sydney, to develop technological innovation and environmental design to reduce crime. Defendants in NSW courts can be referred to programs such as MERIT for specialist help with problems such as drug, alcohol and gambling addiction, mental illness, unemployment and homelessness. Circle Sentencing – a community-based and more targeted approach to the sentencing process – continues to succeed. NSW is exploring a range of similar initiatives to strengthen the role of courts in addressing the underlying problems that contribute to re-offending, particularly in Aboriginal communities.

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### Victorian Government comments

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- The Supreme Court figures published this year demonstrate that the efficiency and productivity improvements implemented in previous years are reducing the backlog numbers, reducing the volume of matters pending, increasing clearances and reducing the volume of years of work on hand. These results arise from a number of factors, including improved management of each jurisdiction by the Civil and Criminal Divisions, the use of Practice Notes to effect change, together with the use of court-wide audits to increase the timeliness of disposals (finalisations). The Court continues to meet growth in demand and complexity by introducing new initiatives such as docketing, continued use of mediations by Master, growth of the role and jurisdiction of Masters (now to be called Associate Judges), and expansion of the Supreme Court's specialist list system of managing litigation.
  - The increase in delays in criminal appeals principally arises from the increased listing of criminal trials in the County Court followed by appeals. The hearing of civil appeals has been affected by the increased volume of criminal appeals. A number of reforms are being introduced to reduce delays.
  - In 2007-08 the County Court continued to focus on addressing delays in the Criminal List, with a number of initiatives implemented that have improved the productivity of the County Court, including changes to listing procedures. The sexual assault legislative reforms in Victoria have been highly successful in providing a more positive court-based response to witnesses in sex offence cases. Sex offences proceeding to trial now constitute almost 50 per cent of all trials – with 50 per cent of these involving child and cognitively impaired witnesses, which require a special hearing, and the trial commenced, before the same Judge within three months of the accused person being committed for trial. These generally more complex and lengthy cases are taking priority and pushing non-sex cases down the list. Consequently, whilst clearance rates are increasing for sex offence cases, they are decreasing for non-sex cases.
  - The Magistrates' Court of Victoria has continued to develop its highly innovative therapeutic justice initiatives including the Courts Integrated Services Program, specialist Family Violence Courts, Diversion, Drug Court and Koori Court programs. The Court's clearance rates in both criminal and civil matters have improved significantly since the last Report which reflects an increased focus on the efficient disposal of matters. The criminal clearance rate is now in excess of 100 per cent. Further improvements in this area are expected as the Court progressively reviews and enhances its case management and listing practices but this will be affected by the growing workload the Court is experiencing.”

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## Queensland Government comments

“ Queensland Courts have continued to implement processes that will deliver an open and accessible justice system.

- The Torres Strait Region Court Circuit commenced in January 2008, allowing Magistrates Courts to be conducted on the outer islands of the Torres Strait. Each island represents cluster groups of between three and five island groups. Court has now been held in eight new Island communities, as well as the continuation of court being held at Badu Island.
- The Judicial Registrar pilot program commenced in January 2008 with the appointment of five Judicial Registrars. The Judicial Registrars finalise less complicated criminal and civil matters. The pilot program was set up to reduce backlog of workloads and improve clearance rates, and a review will be conducted in early 2009.
- Office of the State Coroner - Two full time coroners and dedicated coronial support teams were appointed in response to increasing demand for coronial services in South East Queensland and Far North Queensland. Work also commenced on the development of a custom designed coronial case management system, scheduled for implementation during 2008-09. This system will deliver significantly improved system functionality, more efficient use of registry resources and assist in improving the quality of Queensland's coronial service.
- The State Penalties Enforcement Registry (SPER) undertook a review of its instalment payment plan processes for paying fines. Client feedback was sought about ways to improve payment methods to assist low income earners better pay their fines. The automation of the instalment plan process will free up valuable resources for other compliance options and enforcement investigations.
- The Future Courts Program has added a modern web-base interface to the existing Civil Information Management System (CIMS) to create CIMSlite. This upgrade will provide the community, litigants and the legal profession with benefits including improved registry practices and procedures, access to files on-line, increased efficiency and better client service.
- Video-conferencing systems continue to be upgraded with new facilities installed at the Arthur Gorrie and Brisbane Correctional Centres. Video-court systems were also installed or upgraded in 27 courtrooms. This combination of facilities will allow for increased use of video-conferencing and reduce physical transfer of prisoners for court appearances.
- accessCourts is an initiative that incorporates three separate programs into a service that provides support for self-represented litigants in the Supreme and District Courts at Brisbane. This initiative will ensure that self-represented litigants are not disadvantaged in their dealings with the processes of the Supreme and District Courts.

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## Western Australian Government comments

“ The Department of the Attorney General continued its focus on improving court performance. Significant initiatives and achievements in 2007-08 included:

- An Indigenous Justice Taskforce was set up by the Chief Justice in response to the increased number of sexual offence charges in the Kimberley region. This brought together the judiciary and the relevant agencies to hasten adult and juvenile cases so that the communities concerned can start the healing process.
- The establishment of an early case management process and improved listing protocols by the Supreme Court has guaranteed criminal indictable matters are efficiently managed at the earliest stage of the committal process. The introduction of the criminal listings project to the District Court contributed to better case management of criminal trials. These initiatives have reduced the time to trial in each jurisdiction.
- Family Violence Courts have continued to break the cycle of family violence and improve the level of safety for victims. After a pilot in Joondalup in 2000, similar courts were opened in Fremantle, Rockingham and Midland in 2007-08 with additional courts planned for Armadale and central Perth in 2008-09. In 2007-08, 2789 new victims of family violence were assisted in the metropolitan area and 137 offenders were referred for assessment with 77 of these accepted into a program. An Aboriginal specific program known as the Barndimalgu Court has also commenced in Geraldton.
- A new, state of the art District Court building was opened in central Perth in June 2008. This fulfilled an urgent need for more jury courtrooms, video courts, remote witness facilities and dedicated zones for jurors. It also allows more witnesses and victims of crime to present their evidence remotely through the use of video conferencing.

WA courts continue to provide effective state-wide services. Of note in 2007-08:

- The appointment of additional judicial officers in the District Court and Magistrates Courts has improved access to justice and expedited the efficiency and effectiveness of court performance across jurisdictions.
  - The Supreme Court, Court of Appeal has a significant reduction in criminal and civil appeals matters pending completion which was a direct result of a heavy judicial workload.
  - The Family Court continued to improve support and intervention mechanisms for the community through case management of applications that involve children.
  - The Coroner made recommendations relating to issues affecting the aboriginal community as a result of inquests into 22 Aboriginal people who died in the Kimberley region. The Coroner has taken a proactive approach in identifying issues or trends which affect specific ethnic, cultural, gender or age groups, or geographical areas.
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### South Australian Government comments

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The SA Courts Administration Authority (CAA) continued its focus on data quality and developing internal key performance indicators across all jurisdictions.

Improvements implemented have increased the quality of information for national and internal management reporting.

In 2007-08, the Courts have performed consistently with the previous year. There has been a slight decrease in civil lodgments across jurisdictions with criminal lodgements and finalisations remaining constant.

In the District Court, there have been concerns regarding the length of the criminal trial delay and as a result the State Government has given approval for two extra courtrooms to be recommissioned to address this issue. It will provide two fully functional criminal courtrooms with the appointment of two additional Judges. This initiative is due to be completed in 2009. Part of this process also includes a review of current listings practices and refining of methods for statistical collection and analysis. It is expected that this will reduce backlogs in the Higher Courts and should be evident in the 2010 Report on Government Services.

The CAA has commenced a project to increase the use of Audio Visual Links in the courtroom, providing up-to-date equipment, operational guidelines and technical support. Vulnerable witnesses and victims will use this technology to conduct 'remote' appearances in court. It is also an efficient way of dealing with some court appearances when defendants are in custody.

The Magistrates Court has increased the use of Special Justices during the reporting period. Special Justices assist the Magistracy in dealing with matters in petty sessions. They also assist on an ad hoc basis in some country locations for the purpose of bail applications under the *Bail Act* 1985 where a Magistrate is not available.

The Magistrates Court has also instituted Aboriginal Conferencing at Port Lincoln, and continues to operate Aboriginal Courts in Port Augusta, Port Adelaide, Murray Bridge and Berri.

In 2008 the CAA undertook a partial asset replacement of obsolete analogue in-court recording equipment with Digital Audio technology. Digital Audio technology will be installed in courtrooms in all jurisdictions. The solutions are a mixture of software and stand-alone 'plug and play' options. Procurement of further Digital Audio technology will occur in 2009.

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### **Tasmanian Government comments**

“ In 2007-08 a number of significant reforms commenced in the Tasmanian Criminal Courts.

In February 2008 changes were made to the process for dealing with defendants charged with indictable offences. The changes are designed to reduce the time taken from the first appearance in the Court of Petty Sessions to eventual disposition of the matter in the Supreme Court, and in particular shorten the committal process. The impact is already apparent with a reduction in the time required for the committal process to complete in the Magistrates Court and a consequential increase in lodgements in the Criminal jurisdiction of the Supreme Court.

The number of pending cases in the Criminal Jurisdiction of the Magistrates Court at 30 June 2008 has reduced by over 40 per cent when compared with 30 June 2007. This is a result of the commencement of Monetary Penalties legislation which redirects unpaid infringement notices from the courts to the Monetary Penalties Enforcement Service. In 2008-09 the Magistrates Court expects to report a related decrease in the number of lodgements and finalisations of criminal matters. This will have a consequential impact on the cost per finalisation in this court.

The Magistrates Court implemented a Court Mandated Drug Diversion Program for the diversion of eligible offenders to drug treatment programs together with a trial of a Mental Health list in the Hobart Magistrates Court. Both initiatives reflect an increased focus by the courts on therapeutic options for dealing with offenders. It is anticipated that the additional judicial supervision of these offenders will increase the time taken to finalise these cases, thereby affecting backlog and clearance rates.

The Supreme Court completed the implementation of a new Civil Registry Case Management System during the year. The system provides the court with the tools required to more closely monitor pending cases to support the speedy resolution of civil cases. The same software will be implemented in the Civil Jurisdiction of the Magistrates Court in 2008-09.

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### **Australian Capital Territory Government comments**

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The ACT Courts initiatives of recent years to address case management and operation of the Courts have met with mixed success. While criminal finalisations have improved (by 11 per cent for Supreme Court appeals and 21 per cent for non-appeals, and 5 per cent in the Magistrates Court), the report reflects that lodgements have increased further (by 60 per cent, 47 per cent and 15 per cent respectively), resulting in an increased backlog. Several factors appear to have influenced this outcome. Following appointment of two new judges to the four person bench of the Supreme Court in January 2008, the lead time for their appropriate induction and training, and initial exclusion of one judge from matters relating to his previous employment, slowed backlog management. Limited jury facilities have also continued to allow for only two concurrent jury trials at any one time. An increase in the threshold for matters to be dealt with summarily in the Magistrates Court (due to commence in 2009) is likely to reduce criminal lodgements in the Supreme Court and is expected to speed finalisation times overall.

In the civil arena overall lodgements have increased in the reporting period (from 891 to 1049 in the Supreme Court and from 6025 to 6532 in the Magistrates Court), but both areas are about average in 5-year trend terms (1093 and 6473 respectively). While there is some evidence that civil cases in the Supreme Court are increasingly complex and therefore difficult to finalise quickly, the reported statistics indicate that further improvements to case management techniques are still required. In this regard examination of the Magistrates Court listing arrangement introduced last year has begun with a view to improvements in outcomes in the Magistrates Court being a focus in 2009.

Costs per finalisation decreased in relation to Supreme Court matters in the year, and increased in the Magistrates court. Delays in completion of capital works during the year and accurate rental expenditure reporting for the Magistrates Court was included in the calculations for the first time, having the effect of increasing the costs overall. Some of the work of the registries is not measured by the ROGS data. A growing area of work for the ACT Courts has been bail applications, especially in the Supreme Court, which are not captured by any of the measures. Initiatives for the coming year include:

- Finalisation of a strategic plan for the years 2008 – 2011;
- Upgrade of courts technology to enable both courts to deal with more matters where a victim of sexual assault, child, or vulnerable witness is required to give evidence;
- Continuing upgrade of the court case management system especially to improve supreme Court case management efficiency; and
- Implementation and commencement of a consolidated ACT Civil and Administrative Tribunal.

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### Northern Territory Government comments

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- The Alcohol Court, which commenced in July 2006, was expanded into Katherine, Nhulunbuy and Tennant Creek as part of the NT Government's 'Closing the Gap' Generational Plan of Action. The Alcohol Court provides for diversion of certain alcohol-dependent offenders into treatment programs and for Prohibition Orders, in line with the Department of Justice's strategies to address re-offending and develop alternative sentencing practices.
  - The first phase of expansion of Community Courts as part of 'Closing the Gap' commenced. Community Courts are part of the Department's strategies to address re-offending and develop alternative sentencing practices. They apply principles of restorative justice by allowing communities and victims to play a role in the sentencing process. Magistrates and court support staff held initial discussions with a number of communities to lay the groundwork for Community Courts. Community Courts were held in Darwin, Nguiu, Pirlingimpi, Nhulunbuy, Galiwinku and Yuendumu.
  - The Court Referral and Evaluation for Drug Intervention and Treatment Program (CREDIT NT) expanded into the Tennant Creek region.
  - Videoconferencing facilities at the Alice Springs Supreme Court were upgraded. The new system allows for greater ease of use for operators and greater protection for vulnerable witnesses by incorporating touch pad technology with the latest state of the art equipment.
  - The first Indigenous Court Liaison Officer was appointed at Katherine. The officer's main responsibilities are to explain the process and orders of the court to indigenous clients, particularly those involved in domestic violence applications. The officer also has a community education role.
  - Supreme Court Judges commenced mediating civil actions to reduce the time and expense involved in conducting civil trials.
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## 7.6 Definitions of key terms and indicators

<b>Active pending population</b>	A lodgment that is yet to be finalised but is part of the active case management of court administrators.
<b>Average expenditure per civil case</b>	The total cost of the administrative services provided to civil matters, divided by the total number of civil files handled. Includes salaries, sheriff expenses, juror costs, accommodation costs, library services, information technology, departmental overheads and court operating expenses.
<b>Attendance indicator</b>	The average number of attendances for each finalisation in the reporting period. An attendance is defined as the number of times that parties or their representatives are required to be present in court (including any appointment which is adjourned or rescheduled) for all finalised matters during the year. The actual attendance is one that is heard by a judicial officer or mediator/arbitrator.
<b>Backlog indicator</b>	A measure of case processing timeliness. It is the number of pending cases older than the applicable reporting standards, divided by the total pending caseload (multiplied by 100 to convert to a percentage).
<b>Bench warrant</b>	A warrant issued by a court for the arrest of a person who has been indicted.
<b>Case</b>	The measurement of workload in the civil jurisdiction. It is the issues, grievances or complaints that constitute a single and related series of disputes brought by an entity (or group of entities) against another entity (or group).
<b>Clearance rate</b>	An indicator that shows whether the volume of case finalisations has matched the volume of case lodgments during the reporting period. It indicates whether a court's pending caseload has increased or decreased over that period.
<b>Cost recovery</b>	The level of court fees divided by the level of court expenditure.
<b>Court fees collected</b>	Total court income from fees charged in the civil jurisdiction. Includes filing, sitting hearing and deposition fees, and excludes transcript fees.
<b>Electronic infringement and enforcement system</b>	A court with the capacity to produce enforceable orders against defendants (such as fines, licence cancellation and incarceration) and to process infringements, on-the-spot fines and summary offences.
<b>Excluded courts and tribunals</b>	This includes such bodies as guardianship boards, environment resources and development courts, and administrative appeals tribunals. The types of excluded courts and tribunals vary among the states and territories.
<b>Extraordinary driver's licence</b>	An extraordinary licence is a licence granted at the discretion of the court. It authorises the holder to drive in certain circumstances even though the holder's normal driver's licence has been suspended.
<b>Finalisation</b>	The completion of a matter so it ceases to be an item of work to be dealt with by the court. Finalisations are derived from timeliness data that may not reflect the total matters disposed by the courts in the reporting period.
<b>Forms</b>	The counting unit used in the family courts and family law matters pertaining to the Federal Magistrates Court. Forms are applications or notices lodged with the court.

<b>Income</b>	Income derived from court fees, library revenue, court reporting revenue, sheriff and bailiff revenue, probate revenue, mediation revenue, rental income and any other sources of revenue (excluding fines).
<b>Information technology expenditure</b>	Non-salary and salary expenditure on information technology. Excludes capital expenditure on information technology infrastructure and includes licensing costs, computer leasing costs, the cost of consumables (such as data lines, paper and disks), training fees, access fees (for example, catalogue search and Internet access) and maintenance charges for software and hardware.
<b>Inquests and inquiries held</b>	Court hearings to determine the cause and circumstances of deaths reported to the coroner. Includes all coronial inquests and inquiries in full court hearings.
<b>Judicial officer</b>	Judges, magistrates, masters, coroners, judicial registrars and all other officers who, following argument and giving of evidence, make enforceable orders of the court. The data are provided on the basis of the proportion of time spent on the judicial activity.
<b>Judicial and judicial support salaries</b>	All salary expenditure and payments in the nature of salary that are paid to employees of court administration. Includes base salaries, the employer contributed component of superannuation, workers compensation (full cost, inclusive of any levies, bills and legal fees), higher duty allowances, overtime, actual and accruing terminal and long service leave, fringe benefits tax and untaxed fringe benefits.  (Judicial officers include judges, magistrates, masters, judicial registrars and other judicial officers who fulfil a primarily judicial function. Judicial support staff include judicial secretaries, tipstaff and associates.)
<b>Library expenditure</b>	Non-salary and salary expenditure on court operated libraries. Non-salary expenditure includes book purchases, journal subscriptions, fees for interlibrary loans, copyright charges, news clippings service fees and photocopying.  Expenditure also includes recurrent information technology costs and court administration contributions towards the running costs of non-government operated libraries. Any costs recovered through borrowing and photocopy fees by court operated libraries are subtracted from expenditure.
<b>Lodgment</b>	The initiation or commencement of a matter before the court. The date of commencement is counted as the date of registration of a court matter.
<b>Matters</b>	<i>Coronial matters:</i> Deaths and fires reported to the coroner in each jurisdiction, including all reported deaths and fires regardless of whether the coroner held an inquest or inquiry. Coronial jurisdictions can extend to the manner of the death of a person who was killed; was found drowned; died a sudden death of which the cause is unknown; died under suspicious or unusual circumstances; died during or following the administration of an operation of a medical, surgical, dental, diagnostic or like nature; died in a prison remand centre or lockup; or died under circumstances that (in the opinion of the Attorney-General) require that the cause of death be more clearly ascertained.  <i>Criminal matters:</i> Matters brought to the court by a government prosecuting agency, which is generally the Director of Public Prosecutions but could also be the Attorney-General, the police, local councils or traffic camera branches.

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	<p><i>Civil matters:</i> Matters brought before the court by individuals or organisations against another party, such as small claims and residential tenancies, as well as matters dealt with by the appeal court jurisdiction.</p> <p><i>Excluded matters:</i> Extraordinary driver's licence applications; any application on a pending dispute; applications for bail directions or judgment; secondary processes (for example, applications for default judgments); interlocutory matters; investigation/examination summonses; firearms appeals; escort agents' licensing appeals; pastoral lands appeals; local government tribunals; police promotions appeals; applications appealing the decisions of workers compensation review officers.</p> <p><i>Probate matters:</i> Matters such as applications for the appointment of an executor or administrator to the estate of a deceased person.</p>
<b>Method of finalisation</b>	The process that leads to the completion of a criminal charge within a higher court so it ceases to be an item of work in that court.
<b>Method of initiation</b>	How a criminal charge is introduced to a court level.
<b>Non-adjudicated finalisation</b>	A non-adjudicated finalisation is where a charge is considered completed and ceases to be active in a court even though there has not been a determination on whether the defendant is guilty, that is, the charge(s) have not been adjudicated. The methods of non-adjudicated finalisation include but are not limited to defendant deceased; unfit to plead; withdrawn by the prosecution; diplomatic immunity and statute of limitation applies.
<b>Probate registry expenditure</b>	Salary expenditure of the probate registrar and probate clerks, along with non-salary expenditure directly attributable to probate registries.
<b>Real expenditure</b>	Actual expenditure adjusted for changes in prices using the Gross Domestic Product (GDP) price deflator and expressed in terms of final year prices (i.e. for the court administration chapter with 2007-08 as the base year). Additional information about the GDP index can be found in the statistical appendix and in table AA.26.
<b>Recurrent expenditure</b>	Expenditure that does not result in the creation or acquisition of fixed assets (new or second hand). It consists mainly of expenditure on wages, salaries and supplements, purchases of goods and services, and the consumption of fixed capital (depreciation).
<b>Sheriff and bailiff expenditure</b>	Expenditure on court orderlies, court security, jury management and witness payment administration. For the civil jurisdiction, it includes expenditure (by or on behalf of the court) on bailiffs to enforce court orders. In the coronial jurisdiction, it includes expenditure on police officers permanently attached to the coroner for the purpose of assisting in coronial investigations. Excludes witness payments, fines enforcement (criminal jurisdiction) and prisoner security.
<b>Specialist jurisdiction court</b>	A court which has exclusive jurisdiction in a field of law presided over by a judicial officer with expertise in that area. Examples of these types of courts which are within the scope of this Report are the family courts, the Children's Courts and the Coroners' Courts. Examples of specialist jurisdiction courts which are excluded from this Report include Indigenous and circle sentencing courts and drug courts.
<b>Withdrawn</b>	The formal withdrawal of charges by the prosecution (that is, by police, the Director of Public Prosecutions or the Attorney-General).

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## 7.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an ‘A’ suffix (for example, table 7A.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Preamble</b>	Court administration — attachment tables
<b>Table 7A.1</b>	Lodgments, criminal
<b>Table 7A.2</b>	Lodgments, civil
<b>Table 7A.3</b>	Lodgments, criminal, per 100 000 people
<b>Table 7A.4</b>	Lodgments, civil, per 100 000 people
<b>Table 7A.5</b>	Finalisations, criminal
<b>Table 7A.6</b>	Finalisations, civil
<b>Table 7A.7</b>	Finalisations, criminal , per 100 000 people
<b>Table 7A.8</b>	Finalisations, civil, per 100 000 people
<b>Table 7A.9</b>	Real recurrent expenditure, criminal, 2007-08 dollars (\$'000)
<b>Table 7A.10</b>	Real recurrent expenditure, civil, 2007-08 dollars (\$'000)
<b>Table 7A.11</b>	Real income (excluding fines), criminal and civil, 2007-08 dollars (\$'000)
<b>Table 7A.12</b>	Real net recurrent expenditure, criminal, 2007-08 dollars (\$'000)
<b>Table 7A.13</b>	Real net recurrent expenditure, civil, 2007-08 dollars (\$'000)
<b>Table 7A.14</b>	Real net recurrent expenditure, criminal and civil, 2007-08 dollars (\$'000)
<b>Table 7A.15</b>	Cost recovery – civil court fees collected as a proportion of civil expenditure excluding payroll tax (per cent)
<b>Table 7A.16</b>	Real average civil court fees collected per lodgment, 2007-08 dollars (\$)
<b>Table 7A.17</b>	Backlog indicator, criminal (as at 30 June)
<b>Table 7A.18</b>	Backlog indicator, civil (as at 30 June)
<b>Table 7A.19</b>	Attendance indicator (average number of attendances per finalisation)
<b>Table 7A.20</b>	Judicial officers (FTE and number per 100 000 people)
<b>Table 7A.21</b>	Clearance rate – finalisations/lodgments, criminal (per cent)
<b>Table 7A.22</b>	Clearance rate – finalisations/lodgments, civil (per cent)
<b>Table 7A.23</b>	Real net recurrent expenditure per finalisation, criminal, 2007–08 dollars (\$)
<b>Table 7A.24</b>	Real net recurrent expenditure per finalisation, civil, 2007–08 dollars (\$)
<b>Table 7A.25</b>	Real net recurrent expenditure per finalisation, criminal and civil, 2007–08 dollars (\$)
<b>Table 7A.26</b>	Treatment of assets by court administration agencies

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## 7.8 References

ABS (Australian Bureau of Statistics) 2007, *Criminal Courts 2005-06, Australia*, Cat. no. 4513.0, Canberra.

Australian Institute of Judicial Administration (AIJA) 2008, Proceedings of Court Quality Forum, 21-23 September 2008, Sydney Australia.

SCRGSP (Steering Committee for the Review of Government Service Provision) 2007, *2007 Data Collection Manual*, Court Administration Working Group, (unpublished), Melbourne.



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# 8 Corrective services

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<b>8.1 Profile of corrective services</b>	<b>8.3</b>
<b>8.2 Framework of performance indicators</b>	<b>8.10</b>
<b>8.3 Key performance indicator results</b>	<b>8.13</b>
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<b>8.7 Attachment tables</b>	<b>8.46</b>

### **Attachment tables**

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 8A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables themselves are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)>.

Corrective services aim to provide a safe, secure and humane custodial environment and an effective community corrections environment in which prisoners and offenders are effectively managed, commensurate with their needs and the risks they pose to the community. Additionally, corrective services aim to reduce the risk of re-offending by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community and encourage offenders to adopt a law-abiding way of life.

The term 'prisoners' is used in this chapter to refer to people held in full time custody under the jurisdiction of an adult corrective 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, which

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requires them to be held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services. The term ‘offenders’ is used to refer to people serving community corrections orders.

In this chapter, corrective services include prison custody (including periodic detention) and a range of community corrections orders and programs for adult offenders (for example, parole and community work orders). Both public and privately operated correctional facilities are included; however, the scope of this chapter generally does not extend to:

- juvenile justice<sup>1</sup> (which is reported in 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 (who are covered in chapter 6, Police services chapter)
- people held in facilities such as immigration or military detention centres.

The jurisdictional data reported in this chapter provided by the State and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (NCAG), (unpublished) *Corrective Services Data Collection Manual 2007-08*.

The major improvements to reporting in the Corrective services chapter this year include:

- refinement of definitions and counting rules to improve comparability of indicators across jurisdictions.
- imprisonment rates for Indigenous and non-Indigenous prisoners are now reported as age standardised rates along with the previously reported crude rates.
- the categorisation of correctional sanctions has been redeveloped to allow more useful comparisons across jurisdictions.
- disaggregations of a number of data items provided for the current year only in national tables of previous reports are now included as five-year series data in single jurisdictional tables.

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<sup>1</sup> As of 2004-05, corrective services in NSW manages one 40-bed facility that houses males aged 16 to 18. These young offenders are included in the daily average number of prisoners and are therefore included in the calculation of indicators. As they represent only a very small proportion of NSW prisoners (less than one-half of one percent), they will have a negligible effect on these indicators and this has therefore not been added to each table and figure as a footnote.

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## 8.1 Profile of corrective services

### Service overview

As discussed in the Justice preface, the operation of corrective services is significantly influenced by, and in turn influences, other components of the criminal justice system, such as police and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies. However, the scope of the responsibilities of these agencies varies widely. Functions administered by corrective services in one jurisdiction may be administered by a different justice sector agency in another — for example, the management of prisoners held in court cells, the supervision of juvenile offenders on community corrections orders, juvenile detention, and responsibility for the prosecution of breaches of community corrections orders, vary across jurisdictions.

### Roles and responsibilities

Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2007-08, the ACT maintained two remand facilities and one periodic detention centre, with people sentenced to imprisonment in the ACT being held in NSW prisons under contractual arrangements between the two jurisdictions. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2007-08. Two jurisdictions (NSW and the ACT) provided periodic detention for prisoners — for example, weekend detention in custody, whereby prisoners can return home and maintain work commitments during the week.

### Funding

Reported total net recurrent and capital expenditure on prisons (including periodic detention centres), net of revenue derived from own sources and excluding payroll tax and expenditure on transport/escort services<sup>2</sup>, totalled \$2.6 billion nationally in 2007-08. The equivalent figure for community corrections was \$0.3 billion (table 8A.6). Capital expenditure comprises depreciation, debt servicing fees, and user cost of capital.

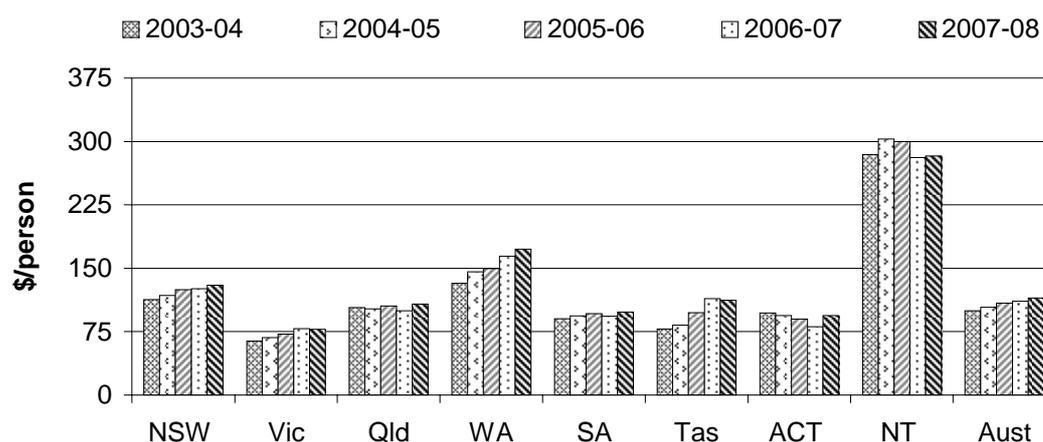
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<sup>2</sup> Transport and escort service expenditure for 2007-08 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 8A.6).

As described in the Justice preface, recurrent expenditure (less revenue from own sources) relates to annual service costs and excludes payroll tax. For consistency with Justice preface reporting, the annual expenditure on corrective services presented in figure 8.1 combines prisons and community corrections net recurrent expenditure (excluding transport/escort services, payroll tax, capital costs of debt servicing fees and user cost of capital) and includes depreciation. Net recurrent expenditure on corrective services including depreciation was \$2.4 billion in 2007-08 — an increase of 5.4 per cent over the previous year (table 8A.12).

National expenditure per person in the population, based on net recurrent expenditure on corrective services including depreciation, increased in real terms over the last five years, from \$100 in 2003-04 to \$115 in 2007-08 (figure 8.1).

**Figure 8.1 Real expenditure on corrective services per head of population (2007-08 dollars)<sup>a, b, c</sup>**



<sup>a</sup> Includes recurrent expenditure on prisons and community corrections, net of recurrent receipts (own source revenue); includes depreciation; excludes payroll tax and capital expenditure items of debt servicing fees and user cost of capital. <sup>b</sup> Per person cost is calculated using total population (all ages). <sup>c</sup> Real expenditure based on the ABS gross domestic product price deflator (2007-08 = 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 119 custodial facilities nationally at 30 June 2008 (table 8A.2). These comprised 87 government-operated prisons and seven privately-operated prisons, three government-operated community custodial

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facilities, 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, 26 455 people per day (excluding periodic detainees) were held in Australian prisons during 2007-08 — an increase of 2.1 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 784 people per day were serving periodic detention orders in NSW and the ACT in 2007-08 — a decrease of 1.6 per cent from the 2006-07 average.

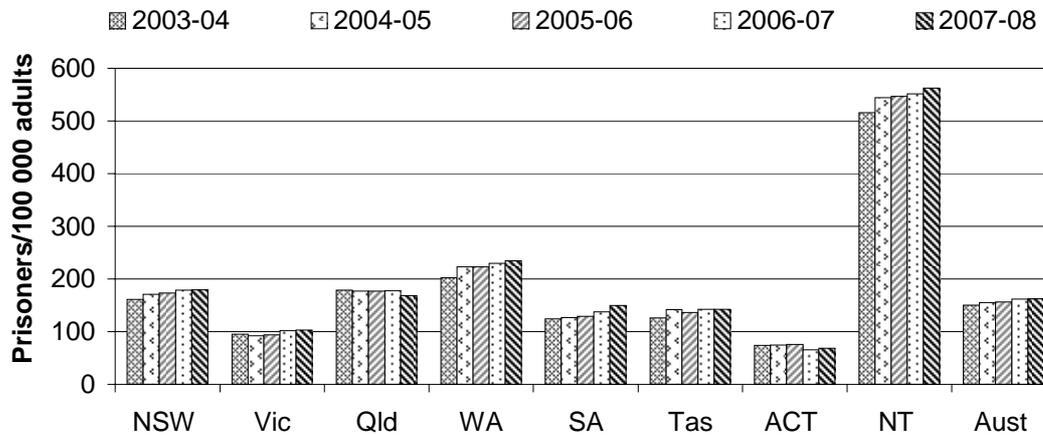
Excluding periodic detainees, 23.7 per cent of prisoners were held in open prisons and 76.3 per cent were held in secure facilities in 2007-08. A daily average of 4398 prisoners (16.6 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2007-08 comprised 24 584 males and 1871 females — 92.9 per cent and 7.1 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 6505 — 24.6 per cent of prisoners nationally (table 8A.1).

The rate of imprisonment represents the number of prisoners (excluding periodic detainees) per 100 000 people in the corresponding adult population. The adult population refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period).

The national rate of imprisonment for all prisoners was 162.6 per 100 000 Australian adults in 2007-08, compared to 162.0 in 2006-07 (figure 8.2). On a gender basis, the national imprisonment rate was 306.9 per 100 000 adult males and 22.6 per 100 000 adult females in 2007-08 (table 8A.4).

Figure 8.2 Imprisonment rates, total prisoners, five-year trends<sup>a, b</sup>



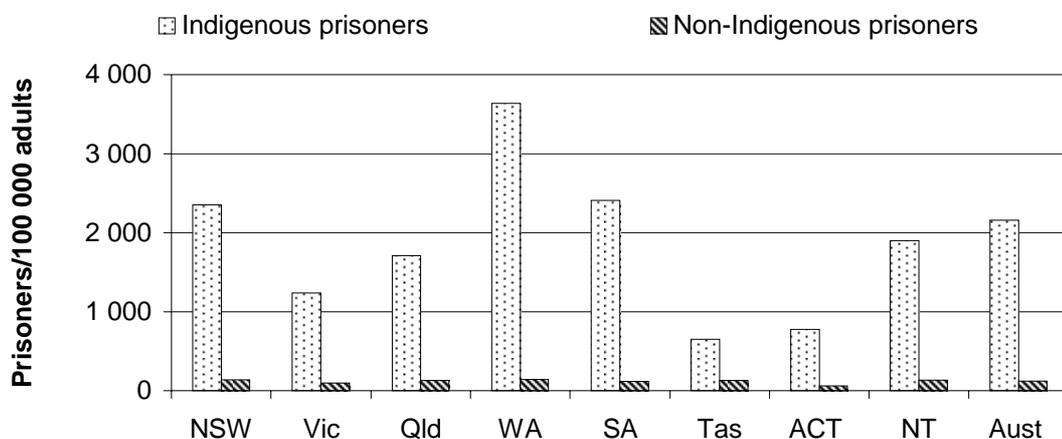
<sup>a</sup> Non-age standardised rates, based on the daily average prisoner population numbers supplied by States and Territories, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> The ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons.

Source: ABS (unpublished) derived from *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 2007-08 was 2156.6 compared with a corresponding rate of 123.2 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, 2007-08<sup>a, b, c</sup>**



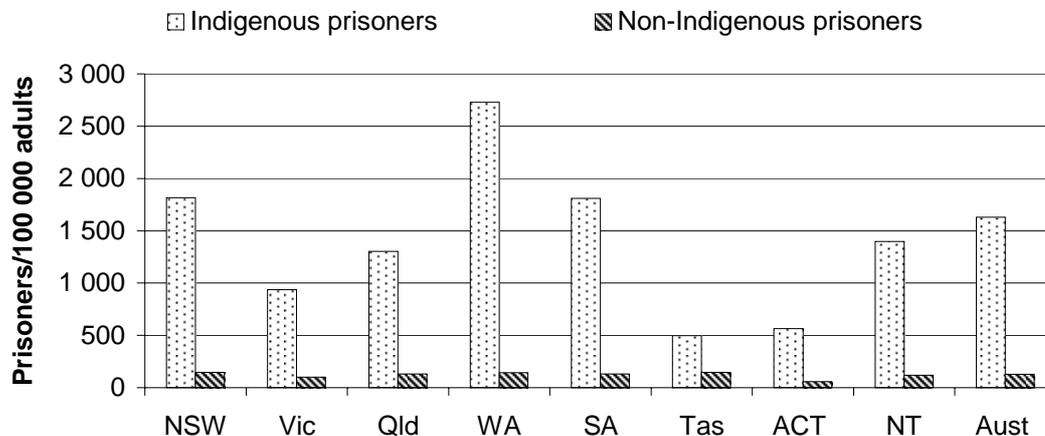
<sup>a</sup> Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> The ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. <sup>c</sup> Excludes prisoners whose Indigenous status was reported as unknown.

Source: ABS (unpublished) derived from *Australian Demographic Statistics*, December quarter, 2007 (preliminary), Cat. no. 3101.0; ABS (unpublished) derived from *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0; State and Territory governments (unpublished); table 8A.4.

The Indigenous population has a younger age profile compared to the non-Indigenous population, and that factor will contribute to higher rates when the overall (crude) imprisonment rate is compared between the Indigenous and non-Indigenous populations. Age standardisation is a statistical method that accounts for differences in the age structures of populations, allowing a more valid comparison to be made between populations.

The national age standardised imprisonment rate per 100 000 Indigenous adults in 2007-08 was 1630.4 compared with a corresponding rate of 128.2 for non-Indigenous prisoners (figure 8.4). This represents a ratio of 12.7, compared to a ratio of 17.5 for the crude imprisonment rate.

Figure 8.4 **Indigenous and non-Indigenous age standardised imprisonment rates, 2007-08<sup>a</sup>**



<sup>a</sup> Rates are based on the indirect standardisation method, applying age-group imprisonment rates derived from Prison Census data.

Source: ABS (unpublished) derived from *Australian Demographic Statistics*, December quarter, 2007 (preliminary), Cat. no. 3101.0; ABS (unpublished) derived from *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0.; ABS (unpublished) derived from *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, 74.4 per cent of all prisoners were non-Indigenous in 2007-08 (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 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.

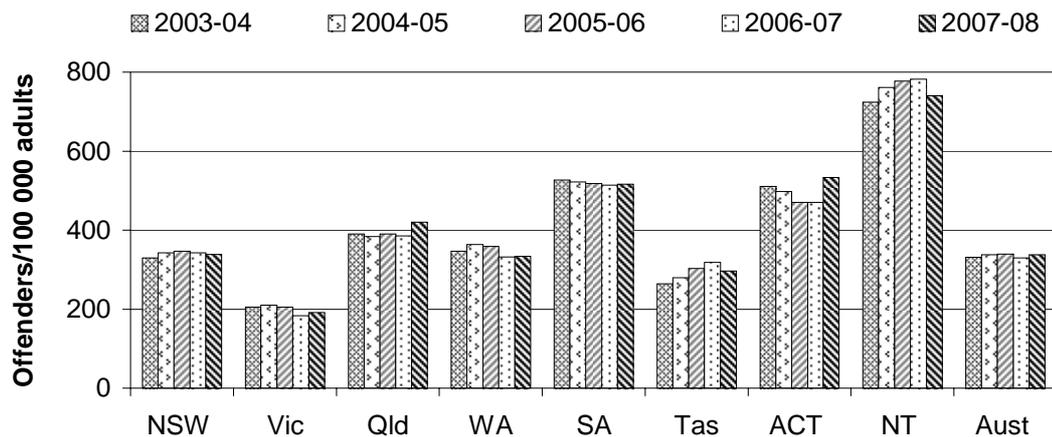
All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2007-08. In most states and territories, fine default orders are administered by community corrections and bail supervision by corrective services operates in a number of jurisdictions (table 8A.24).

A daily average of 54 914 offenders were serving community corrections orders across Australia in 2007-08 — an increase of 4.3 per cent from the previous year's average (table 8A.3). This daily average comprised 44 815 males (81.6 per cent), 9920 females (18.1 per cent) and 178 offenders whose gender was not reported. The daily average comprised 9918 Indigenous offenders (18.1 per cent of the total community correction population), 43 289 non-Indigenous offenders (78.8 per cent) and 1706 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 337.5 per 100 000 adults in 2007-08 compared to 329.4 in 2006-07 (figure 8.5).

Figure 8.5 **Community corrections rates, total offenders, five-year trends<sup>a, b</sup>**



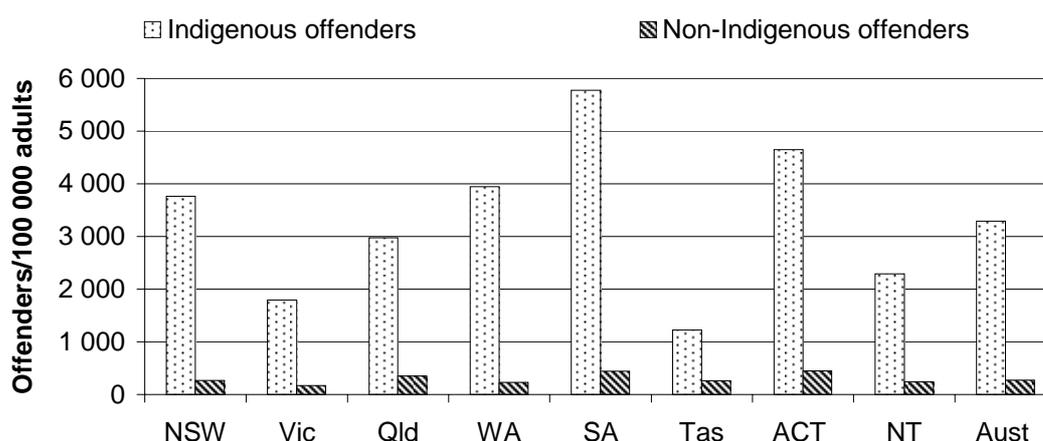
<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> Includes people on inactive orders, though not all people on inactive orders are included in all jurisdictions (tables 8A.30, 8A.36, 8A.74).

Source: ABS (unpublished) derived from *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 120.1 per 100 000 adult females, compared with the corresponding rate of 559.5 for adult males in 2007-08 (table 8A.4). The national rate for Indigenous offenders in 2007-08 was 3288.2 per 100 000 Indigenous adults compared with 271.1 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).

Figure 8.6 **Indigenous and non-Indigenous community corrections rates, 2007-08<sup>a, b</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> Excludes offenders whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2007 (preliminary), Cat. no. 3101.0; ABS (unpublished) derived from *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0; State and Territory governments (unpublished); table 8A.4.

## 8.2 Framework of performance indicators

Corrective services performance is reported against common objectives that have been agreed to by all jurisdictions (box 8.1). The performance indicator framework shows which data are comparable in the 2009 Report (figure 8.7). For data that are

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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 8.1 Objectives for corrective services**

Corrective services contribute to the whole-of-government priority, in all jurisdictions, to create safer communities through the administration of correctional sentences and orders. Corrective services' objectives are to:

**Provide a safe, secure and humane custodial environment**

Corrective services aim to protect the community through the effective management of prisoners commensurate with their needs and the risks they pose to the community.

**Provide an effective community corrections environment**

Corrective services aim to protect the community through the effective management of offenders commensurate with their needs and the risks they pose to the community, and to provide advice services to courts and releasing authorities in the determination of orders and directions for offenders.

**Provide program interventions to reduce the risk of re-offending**

Corrective services aim to reduce the risk of re-offending among prisoners and offenders by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community, and encourage offenders to adopt a law-abiding way of life.

These objectives are to be met through the provision of services in an equitable and efficient manner.

Definitions and counting rules were refined during the year as part of the continuing effort to improve comparability of indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions. As a result, this Report 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.

As of 2007-08, imprisonment rates for Indigenous and non-Indigenous prisoners are reported as both crude and age standardised rates. However, data are not available for calculating age standardised periodic detention or community correction offender rates.

Changes have also been made to the content reported in attachment tables. Categorisation of correctional sanctions has been redeveloped to provide more useful comparative information on the different types of correctional sanctions

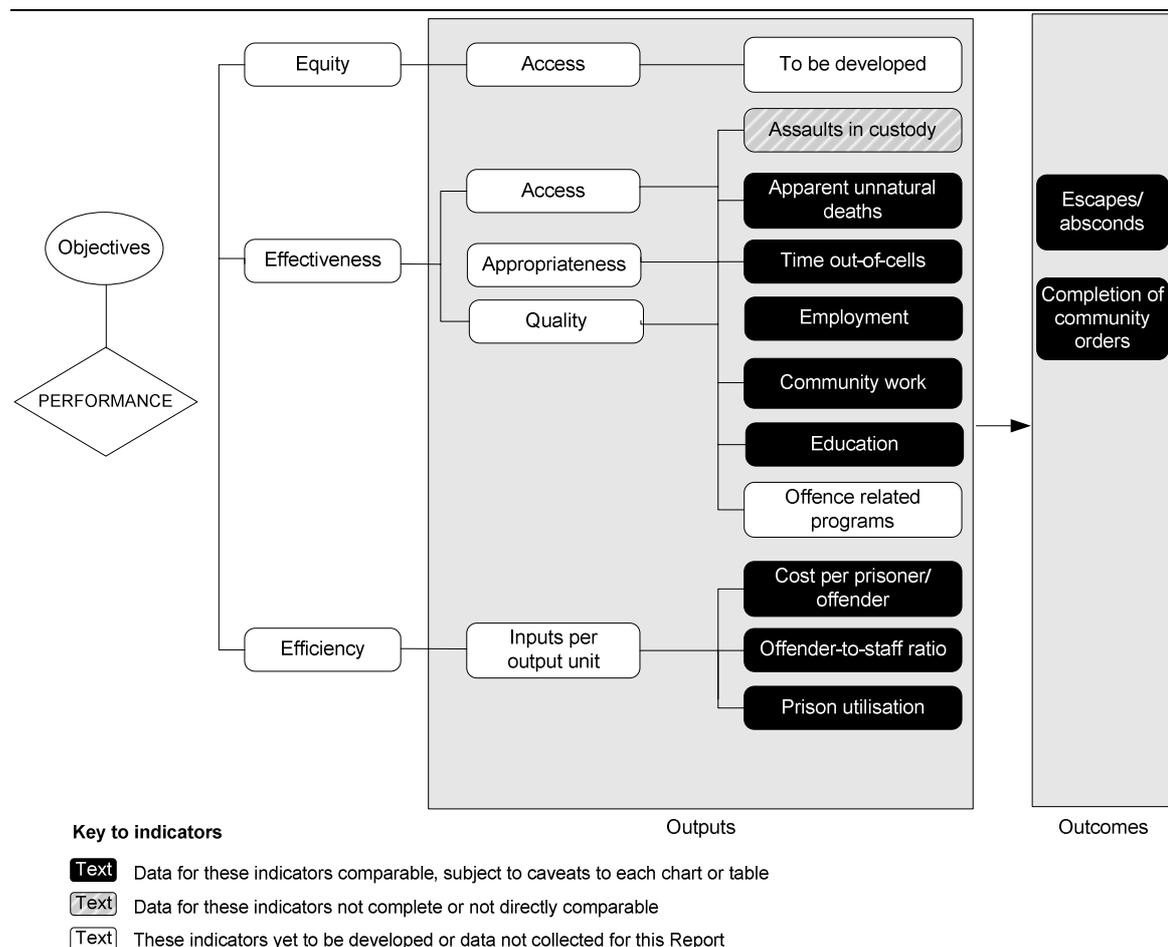
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operating in each jurisdiction (table 8A.24). Disaggregations of a number of data items provided for the current year only in national tables of previous reports are now included as five-year series data in single jurisdiction tables.

Figure 8.7 specifies the performance indicators associated with the objectives identified in box 8.1. For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately. For relevant efficiency indicators (such as recurrent cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison. Given the unique contracted service arrangements in the ACT, the ACT indicators are presented according to the most appropriate representation of effectiveness and cost — that is, either separately for remand prisoners and/or periodic detainees held in the ACT centres, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

Offender registrations-to-staff ratio was removed from the framework in the 2009 Report. This indicator was originally proposed to replace the existing ‘offender-to-staff ratio’. Trials of the proposed indicator revealed significant data comparability issues, and little difference in results from the current indicator.

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 8.1, 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. Appendix A contains detailed statistics disaggregated to the State and Territory level, which may assist in interpreting the performance indicators presented in this chapter.

#### Outputs

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

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### *Equity, access*

Equity, access in corrective services has been identified as a key area for development in future reports (box 8.2).

**Box 8.2 Performance indicator — access**

An indicator of access to appropriate programs and services for people under the responsibility of corrective services has yet to be developed.

### *Effectiveness*

#### *Assaults in custody*

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including 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 8.3).

**Box 8.3 Assaults in custody**

‘Assault in custody’ are defined as the number of victims of violent physical attacks reported over the year, divided by the annual daily average prisoner/detainee population, multiplied by 100 (to give the rate per 100 prisoners/detainees). Rates for ‘serious assaults’ and ‘assaults’ are reported separately for assaults against another prisoner/detainee and assaults against a member of staff. ‘Serious assaults’ refer to acts of physical violence requiring medical treatment and assessment by a medical officer, resulting in overnight hospitalisation in a medical facility or requiring extended periods of medical treatment, as well as all sexual assaults. ‘Assaults’ refers to acts of physical violence resulting in a physical injury that may or may not require short-term medical intervention but do not involve hospitalisation.

Low rates 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.

Nationally in 2007-08, the rate of prisoner on prisoner assaults was 8.5 and the rate of prisoner on prisoner serious assaults was 0.5. Prisoner on officer rates were 0.6

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for assaults and 0.02 for serious assaults (table 8A.14). Assault rates by jurisdiction for prisoners and detainees are reported in table 8A.14.

### *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 8.4).

**Box 8.4      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 or low rate 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 may represent only a very small number of actual incidents.

Data reported for this indicator are comparable.

Figure 8.8 presents information on rates of death from apparent unnatural causes in 2007-08, for Indigenous and non-Indigenous prisoners. Nationally, the rate of deaths from apparent unnatural causes was 0.03 in 2007-08. The rate for non-Indigenous prisoners was 0.05 and there were no deaths of Indigenous prisoners from apparent unnatural causes in the counting period, giving a zero rate for 2007-08.

Figure 8.8 **Rate of prisoner deaths from apparent unnatural causes, 2007-08<sup>a</sup>**

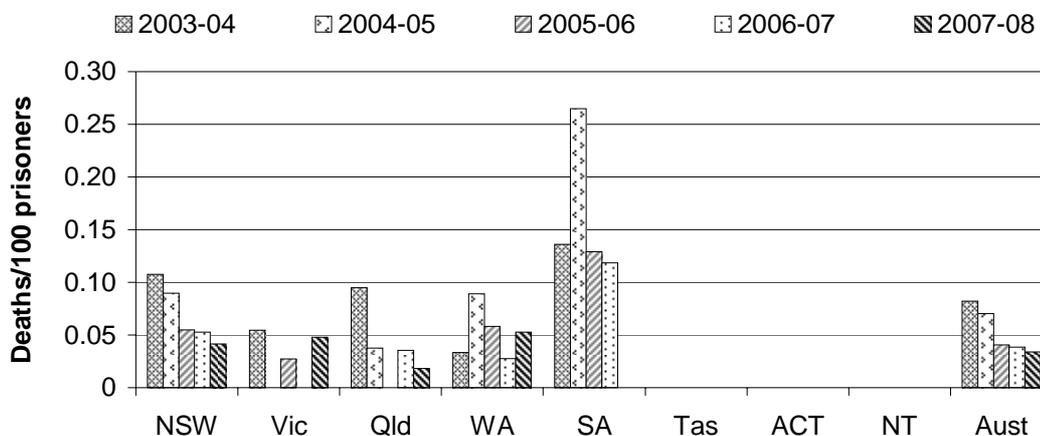


<sup>a</sup> All jurisdictions report on this indicator. Where no column appears, this indicates zero deaths during the counting period.

Source: State and Territory governments (unpublished); table 8A.15.

The national rate of deaths from apparent unnatural causes for all prisoners has declined over the last five years, from 0.08 in 2003-04 to 0.03 in 2007-08 (figure 8.9). Rates decreased for both Indigenous and non-Indigenous prisoners (table 8A.16). This is the second year over the five-year period where there were no deaths of Indigenous prisoners from apparent unnatural causes during the counting period.

Figure 8.9 **Rate of prisoner deaths from apparent unnatural causes, five-year trends<sup>a</sup>**



<sup>a</sup> All jurisdictions report on this indicator. Where no column appears, this indicates zero deaths during the counting period.

Source: State and Territory governments (unpublished); table 8A.16.

There were no deaths from apparent unnatural causes for detainees in 2007-08.

### *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 8.5).

### Box 8.5 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 own cells.

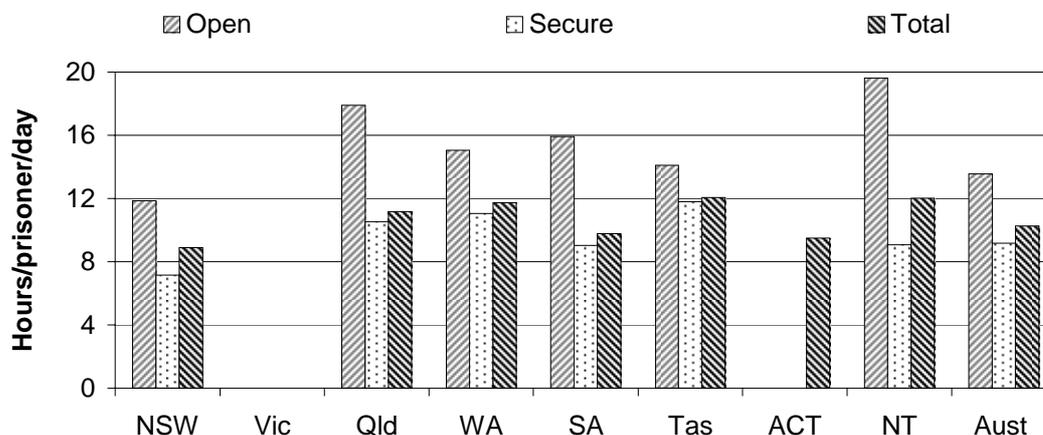
A relatively high average 'time out-of-cells' per day indicates better performance. The periods during which prisoners are not confined to their cells provides them with the opportunity to participate in a range of activities that may include work, education, wellbeing, recreation and treatment programs, 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.

Nationally in 2007-08, the average number of hours of time out-of-cells per prisoner per day was 10.3 (figure 8.10). Average time out-of-cells was higher for prisoners in open custody than those held in secure custody (13.6 compared to 9.2 hours per prisoner per day, respectively).

Figure 8.10 Average time out-of-cells, by security level, 2007-08<sup>a, b</sup>



<sup>a</sup> The ACT data are based on prisoners held in ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. <sup>b</sup> Victoria did not report on this indicator in 2007-08.

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 8.6).

**Box 8.6 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.

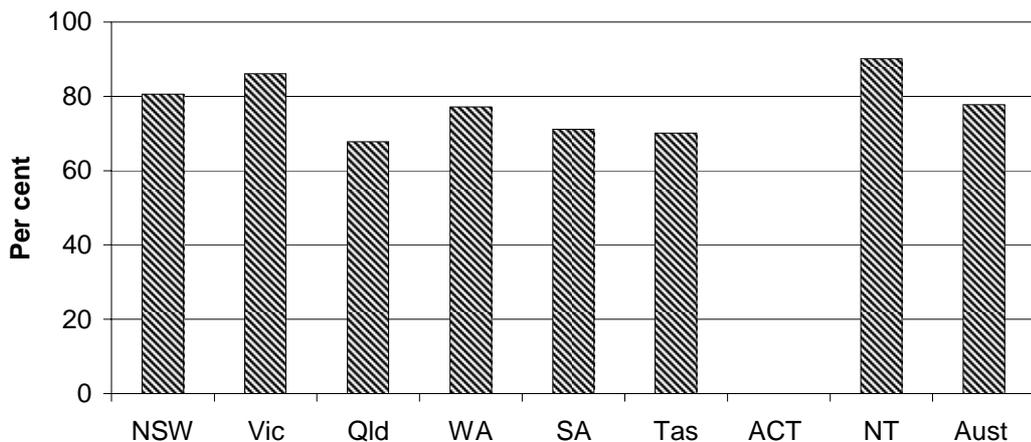
A high percentage of prisoners in employment indicates better performance towards achieving this objective. Addressing the limited vocational skills and poor employment history of some prisoners has been identified as a key contributor to decreasing the risk of re-offending.

Employment figures need 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.

Nationally in 2007-08, 77.8 per cent of the eligible prisoner population was employed (figure 8.11). Most prisoners were employed in service industries (46.2 per cent) or in commercial industries (31.1 per cent), with only a small percentage (0.5 per cent) on work release (table 8A.20).

**Figure 8.11 Percentage of eligible prisoners employed, 2007-08<sup>a</sup>**



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners, who are not required to work.

Source: State and Territory governments (unpublished); table 8A.20.

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### *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 8.7).

#### **Box 8.7 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 indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders. Lower values indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders. Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period may relate to hours directed to be worked in orders made in the previous year and hours ordered to be worked in the current counting period may not have to be completed until the following year. Therefore, the ratio does not represent a direct correlation between the hours ordered to be worked and the hours actually worked in relation to individual orders. Neither is it a direct measure of the extent of compliance by an individual offender in completing the requirements of the order pertaining to that particular offender.

The ratio may be affected by factors such as availability of suitable community work projects in some geographic areas or for some categories of offenders, the levels of general compliance across all offenders with the requirements of their orders and by variations in the number of orders with community work requirements made by the courts. This indicator does not measure other aspects of effectiveness such as the amount of benefit incurred by the community as a result of the work.

Data reported for this indicator are comparable.

Data on community work are provided in table 8A.20. NSW and Tasmania did not report on this indicator in 2007-08 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.7 and 3.7 (that is, for every hour worked in the year, between 1.7 and 3.7 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).

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## *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 8.8).

### **Box 8.8 Education**

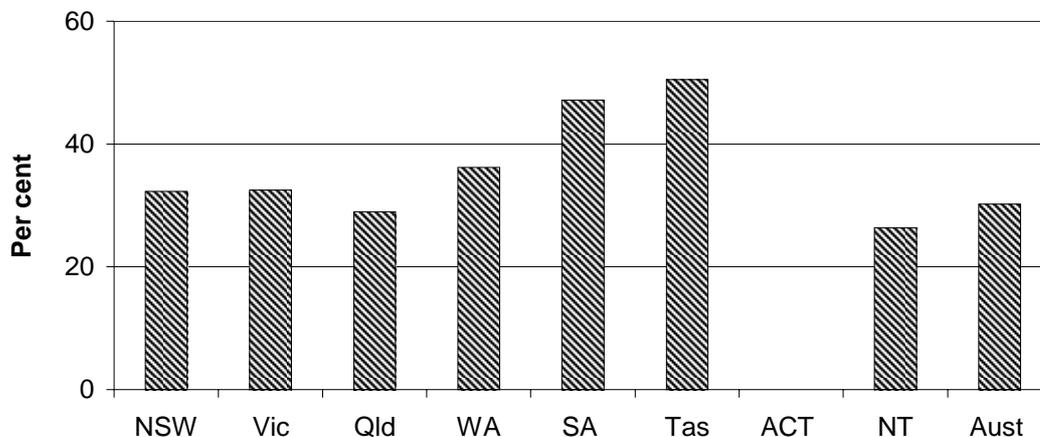
'Education' is defined as the number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, relatively 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 education participation rate of prisoners indicates better performance. The rates reported for this indicator needs 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.

Nationally, 30.2 per cent of eligible prisoners participated in accredited education and training courses in 2007-08 (figure 8.12). Vocational Education and Training courses had the highest participation levels (24.3 per cent). Nationally, 6.7 per cent of eligible prisoners took part in secondary school education, 2.9 per cent in Pre-certificate Level 1 courses, and 1.7 per cent in higher education (table 8A.21).

Figure 8.12 **Percentage of prisoners enrolled in education and training, 2007-08<sup>a</sup>**



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

Source: State and Territory governments (unpublished); table 8A.21.

### *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 8.9).

#### **Box 8.9 Offence related programs**

Offence related programs are yet to be defined.

Data for this indicator were not available for the 2009 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.

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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 8.10).

#### **Box 8.10 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 recurrent cost and capital cost for prisoners and offenders, and for secure and open custody for prisoners.

The unit cost per prisoner and offender provides a measure of efficient resource management by corrective services. A low unit cost suggests better performance towards achieving efficient resource management.

Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, may reflect less emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences in the profile of the prisoner and offender populations, geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

Data for this indicator are comparable.

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.

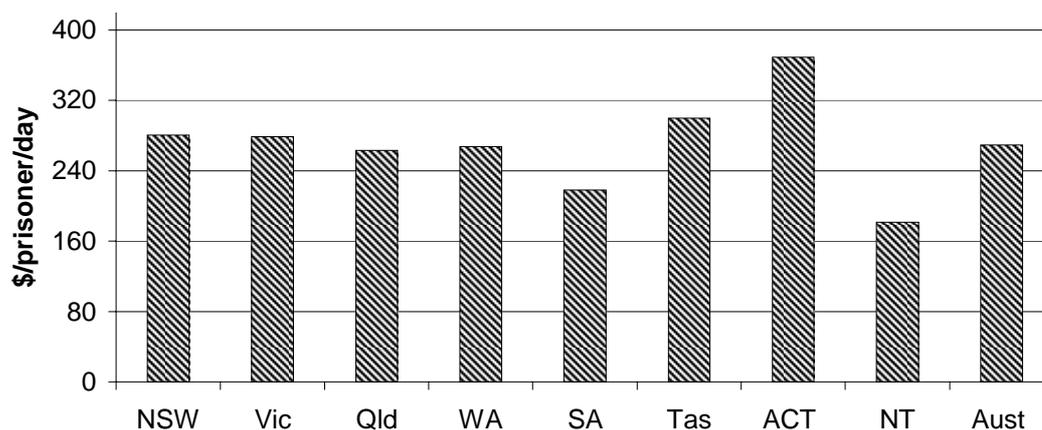
The user cost of capital was calculated by applying a nominal cost of capital rate of 8 per cent to the value of government assets. The costs of capital for land and other assets are shown separately in table 8A.7, to allow users to consider any differences in land values across jurisdictions when comparing the data.

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Nationally in 2007-08, the total cost per prisoner per day, comprising net recurrent expenditure, depreciation, debt servicing fee, and user cost of capital, was \$269 (figure 8.13).

Figure 8.13 Total cost per prisoner per day, 2007-08<sup>a</sup>

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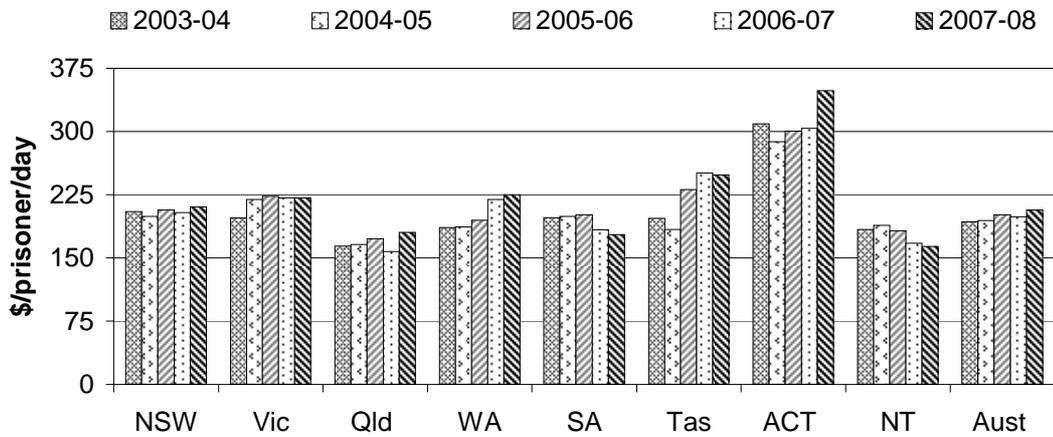
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<sup>a</sup> Total cost per prisoner per day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital (including land), depreciation and debt servicing fees where applicable. Total cost excludes the cost of transport and escort services where these are reported separately by jurisdictions.

Source: State and Territory governments (unpublished); table 8A.7.

The real recurrent cost per prisoner per day increased from \$193 nationally in 2003-04 to \$207 in 2007-08 (figure 8.14). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.14 Real recurrent cost per prisoner per day (2007-08 dollars)<sup>a, b</sup>

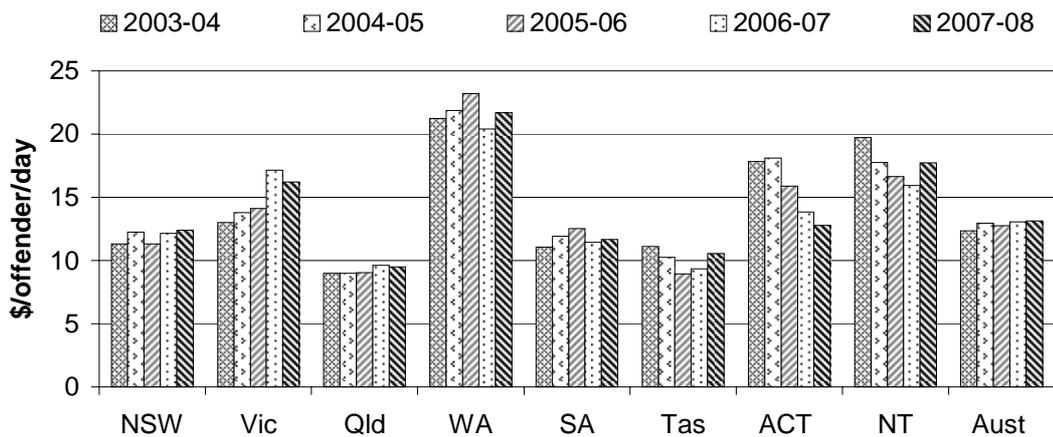


<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax, capital costs, and transport and escort services expenditure where this is reported separately by jurisdictions. <sup>b</sup> Real expenditure based on the ABS gross domestic product price deflator (2007-08 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.9.

Nationally, the real recurrent cost per offender per day was \$13 in 2007-08 compared to \$12 in 2003-04 (figure 8.15). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.15 Real recurrent cost per offender per day (2007-08 dollars)<sup>a, b</sup>



<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax and capital costs. <sup>b</sup> Real expenditure based on the ABS gross domestic product price deflator (2007-08 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.11.

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### *Offender-to-staff ratio*

'Offender-to-staff ratio' is an indicator of governments' aim to provide corrective services in an efficient manner (box 8.11).

#### **Box 8.11 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.

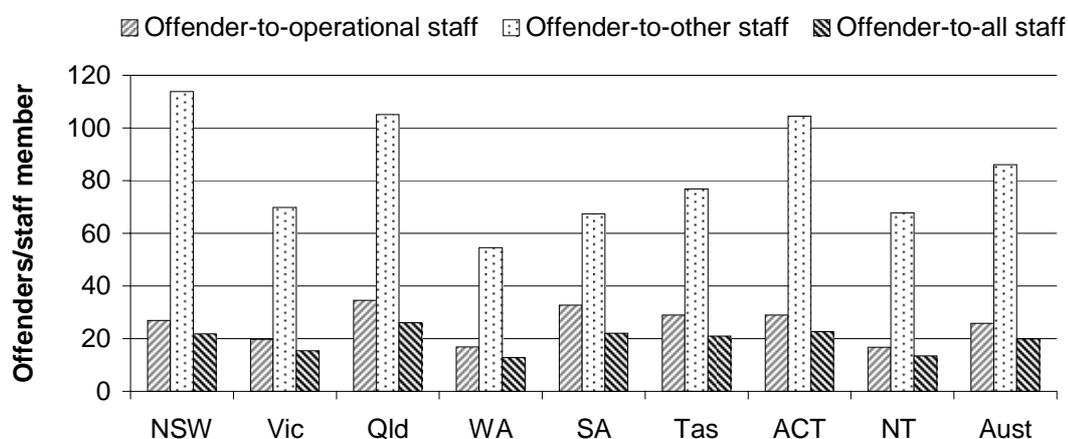
The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. A high ratio suggests better performance.

As with other efficiency indicators, it is difficult to interpret the offender-to-staff ratio in isolation, as it needs to be considered in conjunction with effectiveness indicators. A low ratio may, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs of the particular offender population, which are aimed at producing greater efficiencies in the longer-term. Offender-to-staff ratios are also affected by differences in geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

Data for this indicator are comparable.

Nationally, on a daily average basis, there were 20 offenders for every one (full-time equivalent) community corrections staff member in 2007-08 (figure 8.16). The ratio was 26 offenders per operational staff member and 86 offenders per other staff member (table 8A.22).

Figure 8.16 **Community corrections offender-to-staff ratios, 2007-08**



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 8.12).

#### **Box 8.12 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.

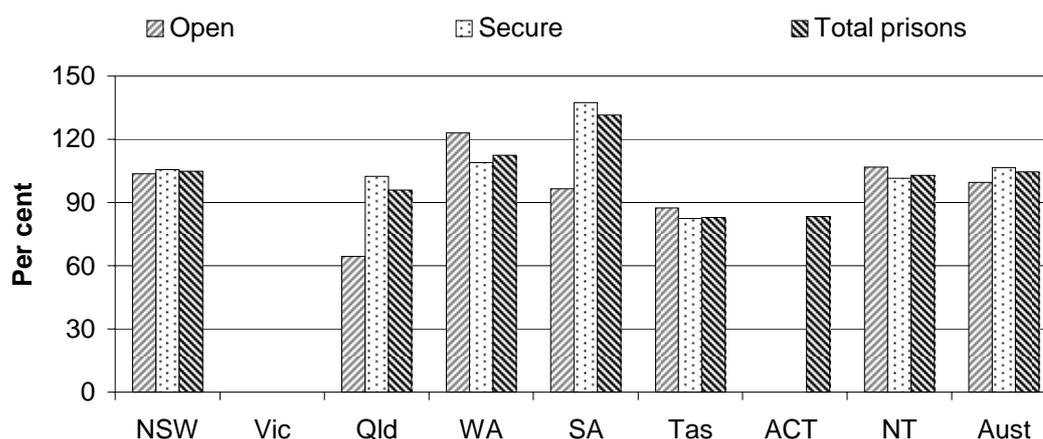
It is generally accepted that the preferred level of prison utilisation falls between 85 and 95 per cent, because of the need for spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security 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, may impact adversely on effectiveness indicators such as ‘assaults’.

Data reported for this indicator are comparable.

Nationally, prison utilisation was 105 per cent of prison design capacity in 2007-08. The figure for open prisons was 100 per cent and 107 per cent for secure facilities (figure 8.17).

Figure 8.17 **Prison design capacity utilisation, 2007-08<sup>a, b</sup>**



<sup>a</sup> The ACT data are based on prisoners held in the ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. <sup>b</sup> Victoria did not report on this indicator in 2007-08.

Source: State and Territory governments (unpublished); table 8A.23.

## Outcomes

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

### *Escapes/absconds*

‘Escapes/absconds’ 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 being supervised in the community poses a risk to the safety of any person (box 8.13).

### Box 8.13 Escapes/absconds

'Escapes/absconds' is defined as the number of escapes or absconds divided by the annual average prisoner/detainee population, multiplied by 100 (to give a rate per 100 prisoners/detainees), and is reported separately for prisoners escaping from secure custody and from open custody.

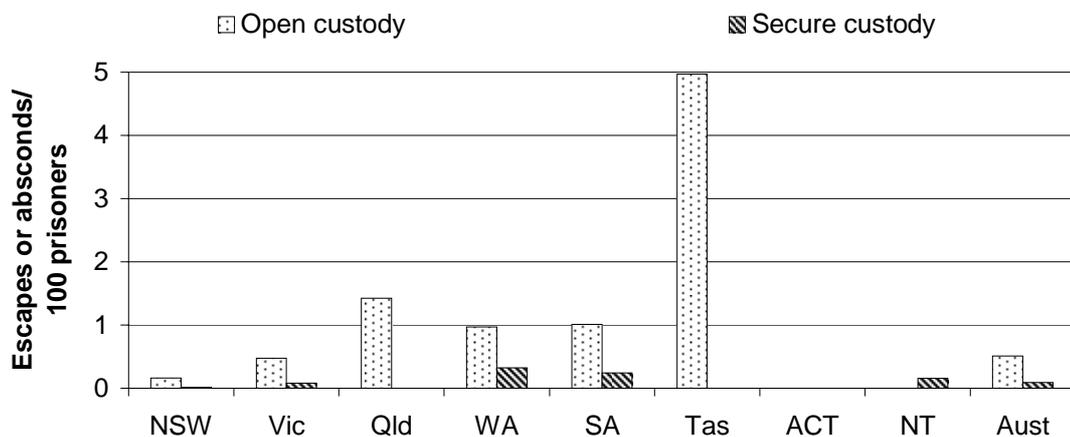
A zero or low escapes/absconds rate indicates better performance towards achieving this objective.

Rates 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 may represent only a very small number of actual incidents.

Data reported for this indicator are comparable.

Figure 8.18 presents the rates for escapes/absconds in 2007-08. Nationally, the rate of escapes from open custody was 0.51 per 100 prisoners in open custody and the rate of escape from secure custody was 0.09 per 100 prisoners in secure custody.

Figure 8.18 Prisoner escapes/absconds rate, 2007-08<sup>a, b</sup>



<sup>a</sup> The ACT data are based on prisoners held in the ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. Escapes from ACT prison facilities are reported against secure custody. All other jurisdictions report on open and secure escape rates. <sup>b</sup> Where no column appears, this indicates zero escapes/absconds.

Source: State and Territory governments (unpublished); table 8A.17.

There were no escapes/absconds by detainees in 2007-08.

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### *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 certain 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 8.14).

#### **Box 8.14 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.

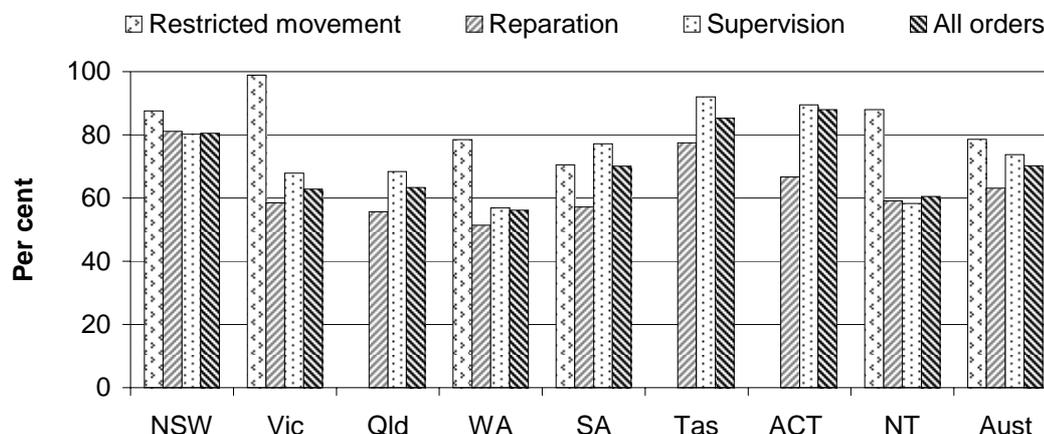
A high percentage of order completions indicates better performance towards achieving an effective community corrections environment

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 could therefore be interpreted as a positive outcome reflecting the effectiveness of more intensive management of offenders. A high completion rate may mean either exceptionally high compliance or a failure to detect or act on breaches of compliance.

Data reported for this indicator are comparable.

In 2007-08, 70 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 74 per cent and reparation orders at 63 per cent (figure 8.19).

Figure 8.19 **Completion of community corrections orders, by type of order, 2007-08<sup>a</sup>**



<sup>a</sup> Data for restricted movement orders is 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 and the National Corrections Advisory Group, will continue to improve data quality of existing indicators and develop new indicators.

Work will continue in the immediate future to further improve the direct comparability of financial indicators, building on outcomes of work undertaken in 2007-08 on differences between jurisdictions in the scope of functions performed by corrective services that have an impact on reported expenditure. Priority will also be given to identifying and resolving any outstanding comparability issues for other key indicators such as assault rates.

Consistent with the 2008 Strategic Plan for Corrective Services, the disaggregation of various indicators by Indigenous and non-Indigenous status is being further developed and trialed for possible incorporation in future reports as the basis for equity-access indicator rates.

Developmental work is also occurring on a proposal to replace the current indicator on prisoner education with a new measure based on data collected by education data providers according to the Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS) framework.

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## **8.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales Government comments**

“ 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 2007-08 this number had risen to 9634, an increase of over 34 per cent in ten years. Similar increases have occurred in the daily average community corrections offender population. In 1997-98 the daily average community corrections offender population was 14 199. In 2007-08 this number had risen to 17 988, an increase of 21.1 per cent in ten 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 2007-08, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner assaults. In 2007-08, NSW reported a new record low number of escapes from correctional centres.

The rate of successful completions of community based orders remained high at more than 80 per cent in 2007-08, with NSW again performing above the national average. The successful introduction of the Community Compliance Group in 2007 has led to a jump in the successful completion rates of restricted movement orders in 2007-08. This group of highly trained staff increase community safety and offender compliance by undertaking a number of surveillance and case management strategies with high risk community based offenders.

NSW made significant advancements in the implementation of the Throughcare strategy, incorporating integrated electronic case management, assessment of risk of re-offending, whole of sentence planning and management and transitional support for pre and post release.

In 2008 NSW established Community Offender Support Program (COSP) centres across NSW. COSPs offer temporary accommodation for up to 3 months for high risk offenders on parole or serving community orders, and crisis accommodation for up to 14 days. COSPs are staffed 24 hours, 7 days a week and aim to assist recently released offenders, and offenders having difficulty adjusting to normal lawful community life, with reintegration and resettlement support through structured program and other targeted services.

NSW has commenced construction of a new correctional centre on the NSW south coast. NSW also opened the redeveloped Long Bay Hospital. This project involved the construction of a new 85-bed prison hospital to provide inpatient health care to prisoners. Progress has also been made on the development of the Long Bay Forensic Hospital, a 135 bed facility to accommodate forensic detainees. NSW Health will have responsibility of the management of this centre which is located on the Long Bay Correctional Complex in Sydney.

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## Victorian Government comments

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Victoria continues to have the lowest overall national imprisonment and community corrections rate in the country. Points of particular interest for Victoria in 2007-08 include the recidivism rate (the rate of return to prison within two years of release) fell for the sixth consecutive year, no serious assaults by prisoners on staff, and the highest restricted movement orders completion rate in Australia.

These achievements occurred during a period of continuing growth in the prison population, which increased to a daily average of 4177 prisoners in 2007-08, an increase of 3.3 per cent on the 2006-07 daily average of 4044.

Developments during 2007-08 included:

- A Prison Facilities Master Plan has been developed that outlines the required capital investment for the next five years. Corrections Victoria received \$590 million in the 2008 State Budget to deliver a new 350-bed Public Private Partnership prison, and an additional 244 beds across the male prison system
- Specialist operational and accommodation responses to address the complexities in managing serious high-risk sex offenders on Extended Supervision Orders, as well as developmental work to progress a new model for post-sentence detention and supervision of all high-risk sex offenders
- Implementation of LINK OUT, an intensive pre and post release support program offering case management to men exiting Victorian prisons. The program aims to assist men to resettle into the community, within a framework of addressing needs, achieving goals, and reducing re-offending. A similar program for women began in 2007. A KONNECT program for Indigenous ex-prisoners is also being implemented
- Wulgunggo Ngalu Learning Place, a culturally appropriate rural residential facility for up to 20 Koori male offenders undertaking community based orders, designed in response to key recommendations of the Royal Commission into Aboriginal Deaths in Custody, was opened
- Correctional policy and procedures reviewed to ensure alignment with Human Rights Charter legislation which commenced on 1 January 2008.

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## Queensland Government comments

“ Queensland’s prison population has grown significantly over recent years with the State’s average number of prisoners reaching a record high of 5649 in 2006-07. The strategy for managing this growth in prisoner numbers included the roll-out of a reformed Probation and Parole Service and the introduction of Court-ordered Parole for prisoners with sentences of 3 years or less. The apparent impact of this strategy has been a reduction in prisoner numbers. The State’s average number of prisoners in 2007-08 was 5491. However, over the longer term, it is expected that the prison population will continue to grow driven in part by Queensland’s population growth.

Queensland has undertaken a major capital works program that includes the redeveloped 540 bed, Brisbane Correctional Centre (formerly known as the Sir David Longland Correctional Centre) and the expansion of the Arthur Gorrie Correctional Centre from 710 to 890 beds.

The average number of women prisoners grew from 339 in 2003-04 to 406 in 2007-08. In response to the increasing number of women prisoners, the State is delivering dedicated infrastructure, programs and resources that are better tailored to the needs of women. Planning has commenced on a new South-East Queensland correctional precinct near Gatton that will include a women’s correctional centre as a priority.

The reformed Probation and Parole Service provides a tougher and more robust regime of assessment, supervision and surveillance of offenders in the community. One of the aims of this reform was to improve the level of confidence of the Judiciary in probation and parole as a sentencing option particularly for diverting low risk offenders from prison.

The data shows increased use of probation and parole sanctions. The average number of offenders under community supervision increased by 11.6 per cent to 13 665 in 2007-08. A majority of this growth occurred in the number of offenders on supervision orders (including Court-ordered Parole) which increased from 10 279 in 2006-07 to 12 029 in 2007-08.

This report also shows that Queensland Corrective Services continues to perform well across a range of key national performance measures. Once again there were no escapes from secure custody centres (and there have been none since 1998). The rate of unnatural cause deaths in custody, at 0.02 per 100 prisoners is better than the national average of 0.03 and there were no Indigenous unnatural cause deaths. Cost effective delivery of service was maintained with both the cost per prisoner and cost per offender per day better than the national average.

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## Western Australian Government comments

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In 2007-08 the Department of Corrective Services managed a rapidly increasing adult prisoner population that peaked at 3968 in September 2007 – 17.6 per cent above design capacity and averaging 3802 adult prisoners per day. This was a 5 per cent increase from 2006-07 and represented a 6 per cent increase in Indigenous prisoners, an 11.7 per cent increase in minimum-security prisoners and a 5.2 per cent increase in male prisoners. The Department managed a total of more than 9600 prisoners in prisons and work camps.

There were 1729 juvenile offenders and 11 445 adult offenders managed in the community on various orders including work and development orders for fine defaulters, monitored bail, intensive supervision orders, re-entry release orders and parole. Of these, 5306 were Indigenous comprising 1103 juveniles and 4203 adults.

The buoyant economic situation in Western Australia resulted in highly competitive labour and construction markets. A recruitment strategy developed to attract people to careers in corrections was launched in July 2007. Various recruitment campaigns during the year targeted people from diverse backgrounds including Indigenous people into custodial, community corrections and juvenile justice roles.

The Department worked with other government and community agencies to reduce re-offending through various strategies including expanding re-entry programs which improve the chances of a smooth re-integration into the community; the expansion of offender programs which improve chances of being granted parole and the Repay WA initiative to give offenders the opportunity to repay their debt to society and develop new skills for law-abiding lifestyles.

Substantial progress occurred in drafting the *Corrective Services Bill 2008* that will complete the legislative reforms recommended by the 2005 *Inquiry into the Management of Offenders in Custody and in the Community* (Mahoney Inquiry). The Bill amalgamates the *Prisons Act 1981* and the *Sentence Administration Act 2003*, introduces clear objectives and guiding principles for the Act, transfers employment of prison officers from the Minister to the Commissioner, modernises processes for managing prisoner discipline and makes other amendments to improve the administration of corrective services.

Nationally, Western Australia continues to perform well in the area of average time out of cells.

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## South Australian Government comments

“ South Australia continues to experience growth in prisoner numbers, with the daily average prisoner population increasing by about 10 per cent in 2007-08. Whilst the original prison design capacity is exceeded, the Department for Correctional Services has been provided with appropriate funding to ensure that the operational capacity of the South Australian prison system meets the demand.

The New Prisons and Secure Facilities Public Private Partnership project is the largest correctional infrastructure procurement of its kind in South Australia's history. An Expression of Interest was advertised in December 2007 and in May 2008, three consortia were selected as capable of financing, designing and maintaining the five facilities.

The new prison infrastructure and an additional 369 beds funded over the next four years will provide the Department for Correctional Services with the capacity and flexibility to respond to anticipated growth in prisoner numbers.

During 2007-08 the Department completed the implementation of a new prisoner assessment tool. This initiative is aimed at targeting rehabilitation interventions according to differing levels of risk. The new assessment is administered in prisons and Community Corrections and will in the medium to long term allow for more effective utilisation of resources.

Offence focussed programs have also been an emphasis for the Department, particularly the targeting of medium and high risk offenders.

The participation rate of prisoners in education is the second highest in Australia and 17 per cent higher than the national average. The cost per prisoner per day in the South Australian prison system is the second lowest of all jurisdictions. For the first time in recent history there were no deaths from unnatural causes in the prison system. The imprisonment rate remains below the national average, with an increasing utilisation of Community Corrections supervision orders.

The Department, as part of the a cross-border initiative with the Northern Territory and Western Australia, continues to deliver a Family Violence Intervention Program to remote aboriginal communities in Central Australia. This initiative is culturally and linguistically appropriate for participants and contributes to the reduction of family violence in the communities.

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## Tasmanian Government comments



Corrective Services in Tasmania are provided by two divisions of the Department of Justice: Community Corrections, and the Tasmania Prison Service.

Community Corrections maintains a strategy of ongoing improvement of the consistency and quality of offender management practices. In 2008, a full review of Community Corrections' operations and structure commenced. The objective of this review is to ensure that the structure of Tasmania Community Corrections allows it to respond to current demands and provides the flexibility to adapt to future demands, in terms of recruitment and retention of staff, changing models of practice, and changes in the population of offenders on community based orders. The review includes a review of the Community Service Order Scheme.

In 2007-08 Community Corrections also:

- continued to review the statewide policy and procedures manual, and enhance the quality and consistency of reports produced for the Courts and Parole Board
- integrated the Family Violence Offender Intervention Program (FVOIP) into Community Corrections
- provided the case management of adult offenders for the Court Mandated Diversion program
- prepared to implement the Level of Service/Case Management Inventory (LS/CMI) as Community Corrections' new risk/needs assessment instrument. The adoption of the LS/CMI will allow consistent assessment of the risks and needs of offenders across Corrective Services in Tasmania.

Community Corrections has continued to work closely with the Prison Service. This has included the development of programs aimed at ensuring continuity of service for offenders across Corrective Services in Tasmania, and the collation and publication of statistics on the provision of Corrective Services in Tasmania.

Tasmania's prison system performed well against a number of indicators in 2007-08, recording no deaths from apparent unnatural causes, escapes from secure custody or serious assaults against staff. Tasmania's employment figures also improved significantly in the latter part of the year following a full review of prisoner employment and re-structuring of prisoner allowances.

A number of factors impacted on Tasmania's ability to provide services in the area of prisoner education and training, and this is reflected in the lower participation rates. Despite that more than 50 per cent of eligible prisoners participated in education and training during 2007-08, with a significant number working towards completing their secondary education.



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## Australian Capital Territory Government comments

“ In 2007-08, the imprisonment rate per 100 000 of the adult population increased to 68.3 compared to 2006-07 figure of 65.4. The increase is due to the number of persons on remand while the number of persons sentenced to imprisonment has decreased in the ACT. The ACT still has the lowest imprisonment rate nationally.

In 2007-08, the number of detainees attending periodic detention increased slightly to an average of 40 per weekend. The increasing number of attendances for periodic detention has been a trend since the legislative changes relating to the administration of the periodic detention in early 2006. This in turn has affected the periodic detention utilisation rate which has increased by 11.2 per cent in 2007-08. With the custodial numbers in excess of capacity, the Rehabilitation Programs Unit at the Symonston site was refurbished to provide for an additional 16 periodic detention offenders.

Community corrections have experienced a significant increase in the number of offenders on supervision in 2007-08. In the absence of a prison in the ACT, the community corrections stream is a well established function. As such, the community corrections rate per 100 000 of the adult population remains high at 533.4 in comparison to other jurisdictions.

Work continued during 2007-08 on the construction of the Alexander Maconochie Centre, the ACT's first prison. The centre was officially opened on 11 September 2008; however prisoners are yet to enter the centre as final stages are being completed. It is expected that the first prisoners will be transferred to the new facility in early 2009.

With the commissioning of the Alexander Maconochie Centre scheduled for early 2009, the department will continue to review the implementation of arrangements arising from the enactment of the *Corrections Management Act 2007*, while continuing its endeavour to train its staff (both custodial and non-custodial) on all relevant areas of corrective services.

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## Northern Territory Government comments

“ The delivery of most services in the Northern Territory is strongly influenced by the significant proportion of the population residing in rural and remote communities, and that almost 30 per cent of the NT population identify themselves as Aboriginal or Torres Strait Islander. NT criminal activity is disproportionately associated with young adult Indigenous males.

The NT prison population continued to increase and rose by 5 per cent, from a daily average of 834 in 2006-07 to 875 in 2007-08.

The NT Community Corrections offender population fell by 2.6 per cent, from a daily average of 1183 in 2006-07 to 1152 in 2007-08.

Developments during 2007-08 include:

- the NT Government announced a major capital investment program to increase the capacity of the existing prisons to meet the short and medium term needs and the construction of a new prison to meet the longer term requirements
- continuation of the three-year staged implementation of the Integrated Offender Management System to provide integrated throughcare assessment and case management work practices and procedures.

NT Correctional Services continued to implement the NT Government's Closing the Gap of Indigenous Disadvantage plan, including:

- recruiting additional community corrections officers to provide support for prisoners on parole in remote communities
- expanding the Indigenous family violence offender program to provide effective community based intervention in family violence
- expanding rehabilitation programs for sexual offenders to break the cycle of re-offending
- expanding the prison based Elders Visiting Program.

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.

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## 8.6 Definitions of key terms and indicators

### **24-hour court cell**

A place of detention located in court and/or police complexes managed by correctional officers that accommodates sentenced or unsentenced prisoners for short periods of time (not including holding cells).

### **Assault**

An act of physical violence committed by a prisoner resulting in a physical injury that may or may not require short term medical intervention of a non-hospitalised nature. An assault is recorded where either:

- a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or
- there is evidence that an assault took place because at least one of the following circumstances apply:
  - there is at least one apparently reliable witness to the assault, or the victim claims assault and there is no obvious reason to doubt this claim, or
  - a visible injury has occurred and there is sufficient circumstantial or other evidence to make an assault the most likely cause of the injury on the basis of the balance of probabilities.

The rate is expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100. 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 to be worked per offender**

The balance of community work hours to be worked per offender with active work orders containing community hours on the first day of the counting period and/or imposed new community work hours ordered during the counting period.

### **Average number of hours actually worked per offender**

The number of actual hours worked per offender with a work order in the counting period.

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<b>Capital cost per prisoner/offender</b>	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.
<b>Community corrections</b>	Community-based management of court-ordered sanctions, post-prison administrative arrangements and fine conversions for offenders, which principally involve the provision of one or more of the following activities: supervision; programs; or community work.
<b>Community corrections rate</b>	The annual average number of offenders per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
<b>Community corrections staff</b>	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.
<b>Community custodial facilities</b>	Correctional custodial facilities where prisoners are prepared for post-release by participating in work release programs and educational activities, performing community service, engaging in family visits and attending community-based rehabilitation programs. They include transitional centres in NSW and community custody centres (including Work Outreach Camps, Women's Community Custody Centres, and Indigenous Community Placement Centres) in Queensland.
<b>Community work (offenders)</b>	Hours of unpaid community work by offenders serving community corrections orders during the counting period.
<b>Completion of community orders</b>	The proportion of community orders successfully completed (by order type) within the counting period.
<b>Cost per prisoner/offender</b>	The daily cost of managing a prisoner/offender, calculated as the relevant expenditure figure 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 2/7 <sup>th</sup> basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively.
<b>Daily average prisoner/periodic detention/offender population</b>	The average number of prisoners, periodic detainees and/or offenders during the counting period.
<b>Detainee</b>	A person subject to a periodic detention order.

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<b>Education</b>	<p>The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include:</p> <ul style="list-style-type: none"> <li>• those in centres where the policy is not to provide education programs or where education programs are not available (that is, remand centres, 24-hour court cells)</li> <li>• remandees for whom access to education is not available</li> <li>• hospital patients who are medically unable to participate</li> <li>• fine defaulters (who are incarcerated for only a few days at a time)</li> <li>• subgroups of the above categories.</li> </ul>
<b>Employment</b>	<p>The average number of prisoners or periodic detainees employed on the first day of each month as a proportion of those eligible to participate in employment. Prisoners excluded as ineligible for employment include those undertaking full time education and prisoners whose situation may exclude their participation in work programs, for example:</p> <ul style="list-style-type: none"> <li>• remandees who choose not to work</li> <li>• hospital patients or aged prisoners who are unable to work</li> <li>• prisoners whose protection status prohibits access to work</li> <li>• fine defaulters (who are only incarcerated for a few days at a time)</li> <li>• subgroups of the above categories.</li> </ul>
<b>Escapes/absconds rate (open/secure)</b>	<p>A person who escapes or absconds from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes/absconds by the daily average open/secure prison population, multiplied by 100.</p>
<b>Home detention</b>	<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>
<b>Imprisonment rate</b>	<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>
<b>Inactive order and/or in suspense</b>	<p>Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.</p>
<b>Indigenous status</b>	<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 was by self-disclosure.</p>
<b>Net recurrent expenditure</b>	<p>Recurrent expenditure (see definition below) less revenue derived from own sources, for example, income derived from prison industries.</p>
<b>Number of correctional facilities</b>	<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 community custodial facilities and 24-hour court cell centres administered by corrective services.</p>

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<b>Offence-related programs</b>	A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.
<b>Offender</b>	An adult person subject to a current community-based corrections order (including bail supervision by corrective services).
<b>Offender-to-staff ratio</b>	The level of staff supervision based on the number of staff employed and the average number of offenders.
<b>Open custody</b>	A custodial facility where the regime for managing prisoners does not require them to be confined by a secure perimeter physical barrier, irrespective of whether a physical barrier exists.
<b>Periodic detention</b>	An order of confinement, imposed by a court of law, requiring that a person be held in a legally proclaimed prison or periodic detention facility for two consecutive days within a one-week period.
<b>Periodic detention rate</b>	The annual average number of periodic detainees per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
<b>Periodic detention utilisation</b>	The extent to which periodic detention capacity is meeting demand for periodic detention accommodation, calculated as the total daily average periodic detention population attending a residential component of the order, divided by average periodic detention design capacity.
<b>Personal development</b>	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
<b>Prison</b>	A legally proclaimed prison or remand centre which held adult prisoners, excluding police prisons or juvenile detention facilities.
<b>Prison utilisation</b>	The extent to which prison design capacity meets demand for prison accommodation, calculated as the total daily average prisoner population divided by average prison design capacity.
<b>Prisoner</b>	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
<b>Private prison</b>	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
<b>Ratio of number of hours ordered to actual hours worked per offender</b>	The ratio of number of hours ordered to be worked to number of hours actually worked during the counting period per offender with a work order.
<b>Recurrent cost per prisoner/offender</b>	The daily cost of managing a prisoner/offender, calculated against recurrent expenditure net of consolidated funds and receipts (that is, own source revenue), payroll tax and capital costs.

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<b>Recurrent expenditure</b>	Expenditure of an ongoing nature incurred in the provision of government services or programs, including salaries, maintenance and working expenses, grants and subsidies, other services, expenditure incurred by other departments on behalf of corrective services, contracted management services, and relevant expenditure by umbrella and other departments, but excluding payroll tax.
<b>Remand</b>	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.
<b>Reparation order</b>	A subcategory of community-based corrections that refers to all offenders with a community service bond/order or fine option that requires them to undertake unpaid work.
<b>Restricted movement order</b>	A subcategory of community-based corrections that refers to offenders who are subject to a system of restricted movement, including supervision and/or electronic monitoring (for example, home detention).
<b>Secure custody</b>	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
<b>Serious assault</b>	An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm, including: <ul style="list-style-type: none"> <li>(a) harm requiring medical treatment and assessment by a medical officer resulting in overnight hospitalisation in a medical facility (for example, prison clinic, infirmary, hospital or a public hospital)</li> <li>(b) harm requiring extended periods of ongoing medical treatment</li> <li>(c) all acts of sexual assault.</li> </ul>
<b>Supervision order</b>	A subcategory of community-based corrections that refers to all offenders (other than those categorised as restricted movement or reparation).
<b>Time out-of-cells</b>	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.
<b>Transport and escort services</b>	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.
<b>Work order</b>	A community service order or bond that imposes work upon an offender. (In some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work).

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## 8.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 8A.3). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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PART D

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# EMERGENCY MANAGEMENT

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# 9 Emergency management

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<b>9.10 References</b>	<b>9.87</b>

### **Attachment tables**

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 9A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables themselves are available on the CD-ROM enclosed with the Report or from the Review website at <[www.pc.gov.au/qsp](http://www.pc.gov.au/qsp)>.

Emergency management aims to reduce the level of risk to the community of emergencies occurring, reduce the adverse effects of emergency events, and improve the level and perception of safety in the community. This chapter reports on selected emergency events, including fire, ambulance (pre-hospital care, treatment and transport) and emergency road rescue events. While section 9.1 contains some information on the scope of emergency services organisation (ESO)

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activities, the chapter does not report on the total range of State, Territory and local government activities.

The major improvements to reporting on emergency management this year include:

- information and data on the estimated value of volunteers to State and Territory Emergency Services
- higher quality and more comprehensive technological and hazardous material incidents reporting
- data on community first responders
- a revised ambulance performance indicator framework covering nine additional ambulance performance indicators (and retaining all previous indicators)
- reporting upon four of the new ambulance performance indicators:
  - response locations
  - availability of ambulance officers/paramedics
  - workforce by age group
  - staff attrition
- complete data for the cardiac arrest survived event rate indicator (previously data were unavailable for some jurisdictions)
- comparable data for the level of patient satisfaction (previously data were classified as not directly comparable).

## **9.1 Profile of emergency management**

Emergency management is defined as a range of measures to manage risks to communities and the environment (EMA 2003). The emergency management sector includes a range of ESOs engaged in areas as diverse as risk assessment, legislation, community development, emergency response, urban development and land use management, and community recovery.

The range of events addressed by emergency management includes fires, medical transport and emergencies, rescues, other natural events (such as floods, earthquakes, tsunamis, landslides, heatwaves, cyclones and other storms), consequences of acts of terrorism, technological and hazardous material incidents (such as chemical spills, harmful gas leaks, radiological contamination, explosions, and spills of petroleum and petroleum products), and the quarantine and control of diseases and biological contaminants. Emergency management aims to create and strengthen safe, sustainable and resilient communities that can avoid or minimise

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the effects of emergencies and, at the same time, have the ability to recover quickly and restore their socioeconomic vitality after an emergency event.

## **Roles and responsibilities**

The practice of emergency management requires cooperation among Australian, State, Territory and local governments, industry, community organisations and the community in general.

### *Australian Government*

The Australian Government administrative arrangements referred to in this section reflect the arrangements in place as at 19 September 2008. The primary role of the Australian Government is to support the development, by the states and territories, of a national emergency management capability.

When the total resources of an affected state or territory cannot reasonably cope with the needs of a disaster, assistance from the Australian Government can be sought by that jurisdiction. Australian Government assistance may take the form of:

- providing material and technical assistance to states and territories in the event of large scale emergencies (coordinated through Emergency Management Australia (EMA), a division within the Australian Government Attorney General's Department)
- providing financial assistance to states, territories and authorities for natural disaster prevention/mitigation and for helping to bear the costs of natural disasters (through the Natural Disaster Relief and Recovery Arrangements — administered by EMA)
- providing information, best practice materials and training programs (through EMA)
- providing funding for risk management programs and undertaking comprehensive risk assessment
- supporting community awareness activities (through EMA, the Bureau of Meteorology and Geoscience Australia).

Australian Government agencies also have specific emergency management responsibilities, including: the control of exotic animal 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

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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 major emergency events. There can also be substantial cooperative

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efforts across government, particularly in the recovery stages after a major incident. Events of considerable magnitude and duration, such as earthquakes, cyclones and bushfires, can involve international, interstate and other cooperation and support. Jurisdictions are increasingly interacting and contributing to programs and operational response to a number of significant emergency events around the Pacific and Indian Ocean rim.

### *Fire service organisations*

State and Territory governments provide a range of emergency management activities through agencies historically considered as fire service organisations, including prevention/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 safety and road safety issues
- assisting individuals and communities to prepare for bushfires and other hazards
- responding to structure, bush, vehicle and other fires
- providing rural land management advice on the role and use of fire
- providing road accident rescue and other rescue services
- managing hazardous material incidents
- administering legislation relating to fire safety, hazardous materials facilities and hazard mitigation
- investigating fire cause and origin
- wide ranging industry research activities.

Fire service organisations work closely with other government departments and agencies — including ESOs such as the State Emergency Service/Territory Emergency Service (S/TES), police and ambulance services, and community service organisations — to minimise the impact of fire and other emergencies on the community. Their governance arrangements differ across jurisdictions (table 9A.37).

Separate urban and rural fire service organisations deliver fire services in most jurisdictions. Land management agencies typically also provide rural fire services

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(although data on these agencies are not reported in this chapter unless stated). Jurisdictions with more than one fire authority may separate services in different ways — for example, NSW separates fire services based on service function and geographic area, whereas Victoria separates fire services by geographic area only.

Some jurisdictions have particular arrangements for the provision of fire services to Indigenous communities. (For more information on fire services provided to Indigenous communities, see SCRCSSP 2002, p. 572.)

### *Ambulance service organisations*

Across jurisdictions the role of ambulance service organisations as an integral part of the health system generally includes:

- providing emergency and non-emergency pre-hospital and out-of-hospital patient care and transport
- undertaking inter-hospital patient transport including the movement of critical patients
- conducting specialised rescue services
- preparing for and providing capacity for the ambulance component of multi-casualty events
- enhancing the community's capacity to respond to emergencies.

State and Territory governments provide ambulance services in most jurisdictions. In WA and the NT, St John Ambulance is under contract to the respective governments as the primary provider of ambulance services (box 9.1).

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).

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**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>Metropolitan Ambulance Service, Rural Ambulance Victoria, and Alexandra District Ambulance Service</i> — separate statutory bodies reporting to the Minister for Health
<i>Qld</i>	<i>Queensland Ambulance Service</i> — a division of the Department of Emergency Services, reporting to the Director-General, who reports to the Minister for Emergency Services
<i>WA</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the WA Government
<i>SA</i>	<i>SA Ambulance Service (SAAS)</i> — an incorporated unit under the SA Health Care Act (from 1 July 2008)
<i>Tas</i>	<i>Tasmanian Ambulance Service</i> — a statutory service of the Acute Services group of the Department of Health and Human Services
<i>ACT</i>	<i>ACT Ambulance Service</i> — The ACT Ambulance Service is one of four operational services that comprise the ACT Emergency Services Agency, Department of Justice and Community Safety (the other operational services are the ACT Fire Brigade, ACT Rural Fire Service and ACT State Emergency Service). The Department reports to the ACT Minister for Police and Emergency Services
<i>NT</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the NT Government

*Source:* State and Territory governments (unpublished).

### *State Emergency Services and Territory Emergency Services*

State and Territory governments contribute to a range of emergency management activities through S/TES. The activities of S/TES (table 9A.39) include prevention/mitigation, preparedness, response and recovery (see framework section 9.2). The role of S/TES across jurisdictions encompasses a variety of activities. The S/TES has a role in searches, rescues, floods, cyclones and other storms and a major role in attending road rescue incidents and performing extrications.

### *Other ESOs*

This Report does not yet report on the performance of Australian Government or local government emergency management services or their agencies.

### *Volunteers in emergency management*

In 2007-08, over 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<sup>a, b</sup>**

	NSW <sup>c</sup>	Vic <sup>d</sup>	Qld <sup>e</sup>	WA <sup>f</sup>	SA	Tas	ACT	NT <sup>g</sup>	Aust
<b>2005-06</b>									
ASOs	84	915	427	2 851	1 479	503	–	14	6 273
FSOs	76 195	58 849	41 324	26 890	15 120	4 765	1 018	539	224 700
S/TES	10 302	4 437	9 394	1 863	1 896	577	168	392	29 029
<b>Total</b>	<b>86 581</b>	<b>64 201</b>	<b>51 145</b>	<b>31 604</b>	<b>18 495</b>	<b>5 845</b>	<b>1 186</b>	<b>945</b>	<b>260 002</b>
<b>2006-07</b>									
ASOs	121	897	416	2 839	1 619	507	–	10	6 409
FSOs	76 302	59 509	36 000	27 305	15 517	4 978	1 261	550	221 422
S/TES	10 331	4 411	7 000	1 854	1 821	525	191	347	26 480
<b>Total</b>	<b>86 754</b>	<b>64 817</b>	<b>43 416</b>	<b>31 998</b>	<b>18 957</b>	<b>6 010</b>	<b>1 452</b>	<b>907</b>	<b>254 311</b>
<b>2007-08</b>									
ASOs	163	437	225	2 960	1 534	507	–	10	5 836
FSOs	75 474	58 362	35 000	27 457	15 744	4 909	1 367	540	218 853
S/TES	10 114	4 833	6 430	1 827	1 828	560	205	293	26 090
<b>Total</b>	<b>85 751</b>	<b>63 632</b>	<b>41 655</b>	<b>32 244</b>	<b>19 106</b>	<b>5 976</b>	<b>1 572</b>	<b>843</b>	<b>250 779</b>

ASO = ambulance service organisation. FSO = fire services organisation. <sup>a</sup> Numbers for FSOs include volunteer support staff plus part paid volunteers for all jurisdictions except WA and the ACT. <sup>b</sup> Previous years ASOs data may not be comparable as volunteer data for 2007-08 were categorised into volunteers with transport capability and first responders with no transport capability. Data for 2007-08 exclude first responders. <sup>c</sup> NSW: Numbers for FSOs include retained firefighters and community fire unit members. <sup>d</sup> Vic: ASOs data include some volunteers who were remunerated for some time (usually response), but not for other time (usually on-call). <sup>e</sup> Qld: For Rural Fire Brigade and SES units, the decrease in numbers is the result of an audit of volunteer records that identified and removed records of volunteers who have left. <sup>f</sup> WA: SES data exclude 510 volunteer emergency service members who may also undertake an SES role. <sup>g</sup> 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.

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### Box 9.2 Value of volunteers to State/Territory Emergency Services

State/Territory Emergency Services (S/TES) are dedicated to helping communities prepare 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 SES volunteer time (Handmer and Ganewatta 2007) 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:* Handmer, J. and Ganewatta, G. (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 Review continues to examine data on rural and remote service provision in the emergency services sector.

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## 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:

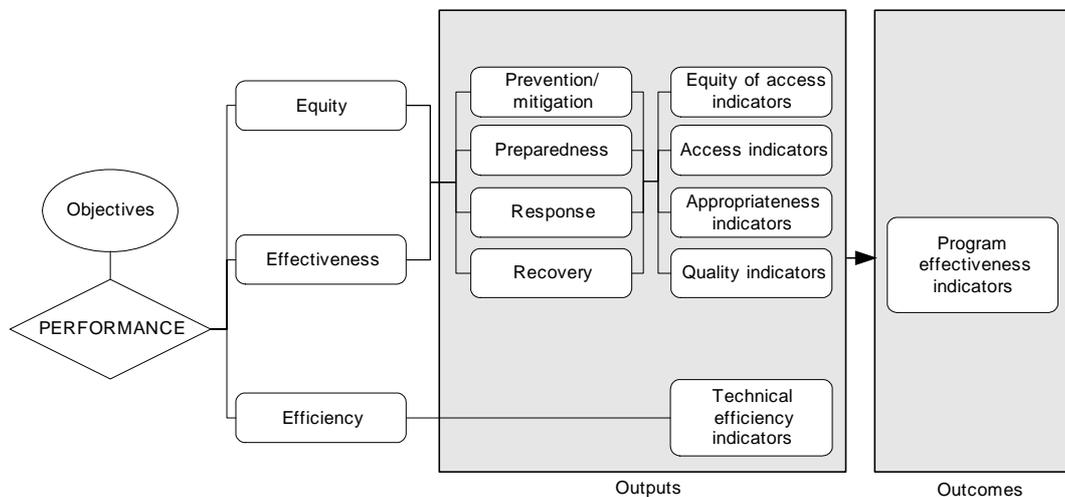
- reduce the adverse effects of emergencies and disasters on the community (including people, property, infrastructure, economy and environment)
- contribute to the management of risks to the community
- enhance public safety.

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 9.1) used in this chapter for fire and road rescue events reflects these activities.

The general performance indicator framework presented in figure 9.1 has been applied to fire events (section 9.3) and road rescue events (section 9.4). (Ambulance events are based on a different, general Report-wide framework, detailed in section 9.5).

The outcome indicators in the performance framework indicate the contribution of ESOs to the community, economy and environment. Those currently reported are, for fire events: the ‘fire death rate’; the ‘fire injury rate’; the ‘median dollar losses from structure fire’; and ‘property losses from structure fire per person’. Outcome indicators for road rescue events are yet to be developed.

Figure 9.1 **General performance indicator framework for emergency management**



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

- *Prevention/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

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include: the implementation of emergency plans and procedures; the issuing of emergency warnings; the mobilisation of resources in response to emergency incidents; the suppression of hazards (for example, fire containment); the provision of immediate medical assistance and relief; and search and rescue.

- *Recovery (ESOs)* — the results of strategies and services to return agencies to a state of preparedness after emergency situations. Activities that contribute to emergency services recovery include: critical incident stress debriefing; and the return of ESO resources to the state of readiness specified in their response plan(s).
- *Recovery (community)* — the results of strategies and services to support affected individuals and communities in their reconstruction of physical infrastructure and their restoration of emotional, social, economic and physical wellbeing. Activities that contribute to community recovery include: the restoration of essential services; counselling programs; temporary housing; long term medical care; and public health and safety information.

Effective prevention activities reduce the requirement to respond to, and recover from, emergency events. Every jurisdiction is placing a greater emphasis on preventative activities. Efficient resource use reduces the cost of delivering a service of specified quality.

### **9.3 Fire events**

This section contains information on the performance of ESOs in providing emergency management services for fire events. A fire event is an incident that is reported to a fire service organisation and requires a response. Fire events include (but are not limited to):

- structure fires (that is, fires inside a building or structure), regardless of whether there is damage to the structure
- landscape fires, including bushfires and grass fires, regardless of the size of the area burnt
- other fires, including vehicle and other mobile property fires, and outside rubbish fires.

#### **Emergency management services for fire events**

Fire service organisations are the primary agencies involved in providing emergency management services for fire events. A range of other agencies may also

be involved, including ambulance service organisations, S/TES, police and community services (table 9A.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 \$2.4 billion in 2007-08. Over the period 2003-04 to 2007-08 funding increased (in real terms) for most jurisdictions (table 9.2).

**Table 9.2 Real funding of fire service organisations (2007-08 dollars)  
(\$ million)<sup>a</sup>**

	<i>NSW<sup>b</sup></i>	<i>Vic<sup>c</sup></i>	<i>Qld</i>	<i>WA<sup>d</sup></i>	<i>SA</i>	<i>Tas</i>	<i>ACT<sup>e</sup></i>	<i>NT</i>	<i>Aust</i>
2003-04	672.6	513.2	350.8	137.7	152.9	56.9	44.4	18.6	1 947.2
2004-05	710.1	538.7	338.2	131.6	151.7	56.5	49.6	21.6	1 997.9
2005-06	725.8	564.5	346.4	147.8	153.4	51.8	56.4	22.7	2 068.8
2006-07	806.9	926.9	358.2	237.3	152.7	55.6	52.5	23.0	2 613.2
2007-08	767.2	759.3	361.8	232.3	165.8	57.0	48.5	19.2	2 411.1

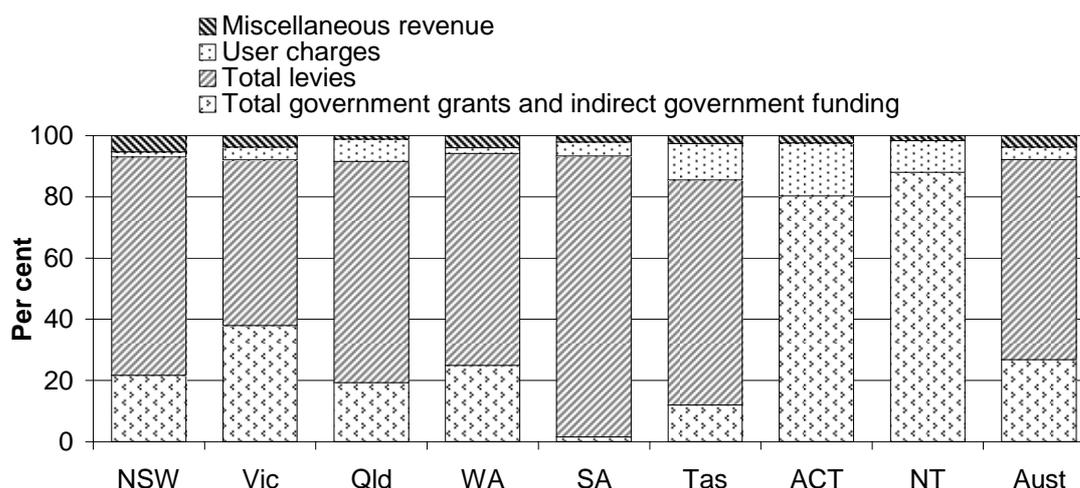
<sup>a</sup> Data have been adjusted to 2007-08 dollars using the gross domestic product (GDP) price deflator (2007-08 = 100) (table AA.26). <sup>b</sup> NSW: Figures vary from year to year as a result of abnormal expenditure related to the response to specific major emergencies. <sup>c</sup> Vic: The 2006-07 year is the first which includes revenue for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. <sup>d</sup> WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 cannot be segregated by service and include funding related to delivery of other emergency services including SES and volunteer marine rescue. <sup>e</sup> ACT: The increase in 2005-06 is due to a significant upgrade of Emergency Services Communications systems and inclusion of Joint Emergency Services Training Costs. In 2006-07 funding is included under 'miscellaneous revenue' for the placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy.

Source: State and Territory governments (unpublished); table 9A.1.

Fire levies were the primary source of funding in 2007-08 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 2007-08, 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, 26.8 per cent of funding for fire service organisations was provided by government as government grants and indirect government revenue in 2007-08 (a decrease from 33.6 per cent in 2006-07) with the proportion varying across jurisdictions (figure 9.2).

**Figure 9.2 Major sources of fire service organisation revenue, 2007-08**



Source: State and Territory governments (unpublished); table 9A.1.

### Human resources

Human resources refers to any person delivering a firefighting or firefighting-related service, or managing the delivery of this service, including:

- firefighters (qualified paid and volunteer firefighters)
- support personnel (any paid person or volunteer directly supporting the operational provider, including administrative, technical and communications personnel).

Nationally, 17 891 full time equivalent (FTE) paid personnel were employed by fire service organisations in 2007-08. Nationally, 13 191 FTE or 73.7 per cent of the 17 891 FTE were paid firefighters. A large number of volunteer firefighters (218 853 people) also participated in the delivery of fire services in 2007-08 (table 9A.5).

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### *Fires and other emergency incidents*

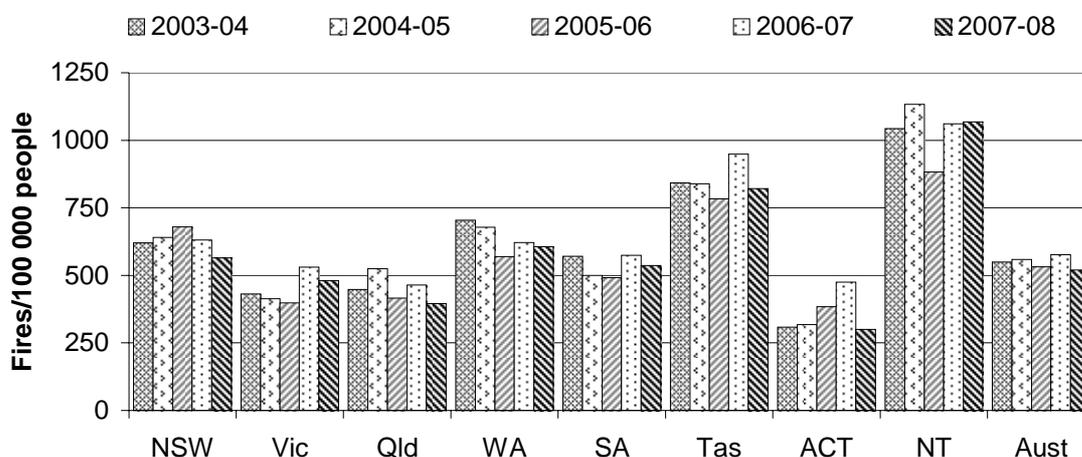
Various urban and rural fire service organisations operate within jurisdictions (table 9A.37). Complete data on reported fires and other incidents were not available in all jurisdictions

Nationally, 29.0 per cent or 110 019 of the 379 769 reported incidents attended to by fire service organisations were fires, and 70.5 per cent were other emergencies and incidents in 2007-08, with these proportions varying across jurisdictions (table 9A.2). A significant proportion of all calls for assistance across all jurisdictions are found, upon investigation, to be false alarms. However, fire service organisations are required by legislation to respond to all calls. 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, 519 fire incidents per 100 000 people were attended in 2007-08, a decrease from 577 in 2006-07 (figure 9.3).

**Figure 9.3 Fire incidents attended by fire service organisations per 100 000 people<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. QFRS Urban stations (Agency 1) are estimated to serve 87.6% of Queensland's population. <sup>b</sup> WA: Data include reported turnouts by career and volunteer services to fire. <sup>c</sup> Tas: Data include *all* fire brigades, both full-time and volunteer. <sup>d</sup> ACT: Includes data for urban and rural fire service organisations. <sup>e</sup> 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 caused by increased growth of vegetation due a large wet season during the reporting period. <sup>f</sup> Aust: The average for Australia excludes rural fire service data as per the jurisdictions' caveats. <sup>g</sup> Historical rates in this figure 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 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08.

Source: State and Territory governments (unpublished). tables 9A.10 and AA.2.

### *Ignition factor for structure fires*

The ignition factors causing structure fires vary from jurisdiction to jurisdiction (table 9A.43). Nationally, the top ignition factor reported for 2007-08 was undetermined or not reported (21.6 per cent), followed by:

- other (20.9 per cent)
- unattended heat sources (15.3 per cent)
- short-circuit, ground fault and other electrical failure (10.0 per cent)
- suspicious (8.7 per cent) (table 9A.43).

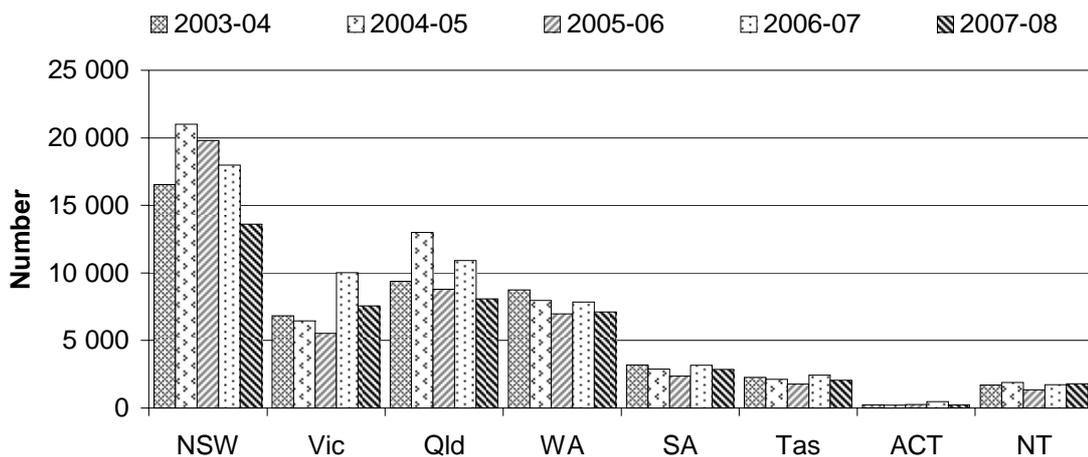
Cause identification assists fire service organisations and other emergency management stakeholders to formulate fire prevention, community safety and public education programs. Cause identification also helps formulate legislation and

standards, and is used to assist in recovery through the provision of information to facilitate insurance claims and settlements.

### *Total reported landscape fire incidents*

Nationally, 43 301 landscape (bush and grass) fire incidents were reported by fire service organisations and land management agencies in 2007-08 (table 9A.3). The number of landscape fires is influenced by a number of factors such as climate, amongst others (figure 9.4). Landscape fire incidents reported to land management agencies are excluded for some jurisdictions.

**Figure 9.4 Fire service organisations and land management agencies reported total landscape (bush and grass) fire incidents<sup>a, b, c, d, e, f, g, h, i</sup>**



<sup>a</sup> These data may be different to those reported elsewhere because they reflect responses from fire service organisations and, also for some jurisdictions, land management agencies. <sup>b</sup> NSW: Data include fires 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. <sup>c</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. <sup>d</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. Due to drought in the previous financial year and significant rainfall from December 2007 there are less landscape fire incidents for 2007-08. <sup>e</sup> WA: Data include landscape fires reported by the Department of Environment and Conservation as a lead agency, with 444 fires recorded for 2007-08. <sup>f</sup> SA: MFS industrial action 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports in this period). <sup>g</sup> Tas: Data include all vegetation fires, regardless of size, from *all* fire brigades (full time and volunteer) and land management agencies. <sup>h</sup> ACT: A 51 per cent decrease in landscape fires during the year corresponds to a milder fire season than the previous year. This number is in line with prior years. <sup>i</sup> NT: Excludes data from Bushfires NT and some NT Fire and Rescue Service volunteer brigades.

Source: State and Territory governments (unpublished); table 9A.3.

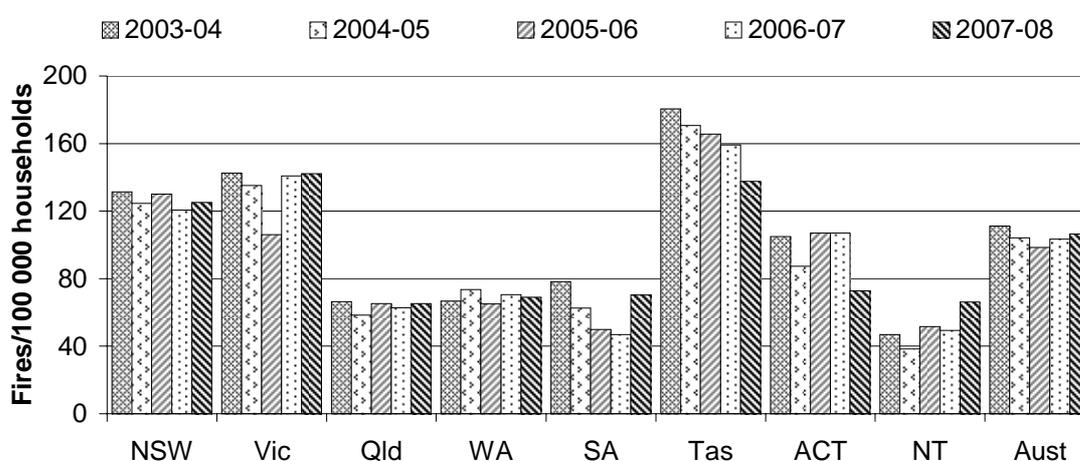
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### Accidental residential structure fires reported to fire service organisations per 100 000 households

The rate of accidental residential structure fires per 100 000 households is reported in figure 9.5. Although the national rate has been relatively constant, different trends appear within jurisdictions.

Figure 9.5 **Accidental residential structure fires reported to fire service organisations<sup>a, b, c, d, e, f</sup>**

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<sup>a</sup> This measure may not be entirely comparable. The rate of accidental residential structure fires is affected by the number of fires where the cause has been determined and classified by fire service personnel. The household numbers used are ABS revised 2008 therefore data may differ from earlier reports. <sup>b</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. <sup>c</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. QFRS Urban stations (Agency 1) are estimated to serve 87.6 per cent of Queensland's population. <sup>e</sup> SA: MFS industrial action: 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports completed during this period). SA may be under reported because MFS data entry was not completed by the submission deadline. <sup>f</sup> Tas: Data include *all* fire brigades, both full-time and volunteer.

Source: ABS (various years) *Australian Social Trends*, Cat. no. 4102.0; 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. There are rising expectations that fire service organisations will respond to these incidents with the minimum possible further impact on the environment.

Fire service organisations provide ‘Hazmat’ (hazardous material) services that contribute to achieving enhanced community safety and quality of life, business confidence and protection of the environment by:

- influencing government policy and legislation to ensure integration of prevention and response activities
- effective planning, prevention, safe response and recovery from incidents.

The prevention/mitigation, preparedness, response and recovery services provided and delivered by fire service organisations for hazardous materials incidents have the potential to avoid the need for downstream services. The use of downstream services may be undesirable because it reflects negative outcomes and/or involves significant social costs.

Nationally, fire service organisations responded to 3201 hazardous materials incidents in 2007-08 (table 9.3). 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).

**Table 9.3 Number of hazardous materials incidents attended to by fire service organisations<sup>a, b, c</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld<sup>d</sup></i>	<i>WA<sup>e</sup></i>	<i>SA<sup>a</sup></i>	<i>Tas</i>	<i>ACT<sup>a</sup></i>	<i>NT</i>	<i>Aust</i>
2003-04	767	1 891	253	68	1 331	24	60	122	4 516
2004-05	782	1 714	296	77	1 018	22	77	265	4 251
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	414	87	180	26	179	90	3 201

<sup>a</sup> 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. <sup>b</sup> Data represent incidents attended by FSOs. FSOs may not be notified of all hazardous materials incidents occurring in the community. <sup>c</sup> 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. <sup>d</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. <sup>e</sup> WA: Data collection and counting methods have been amended to reflect closer alignment to agreed definitions and counting rules. Past years' data have been revised for comparison purposes.

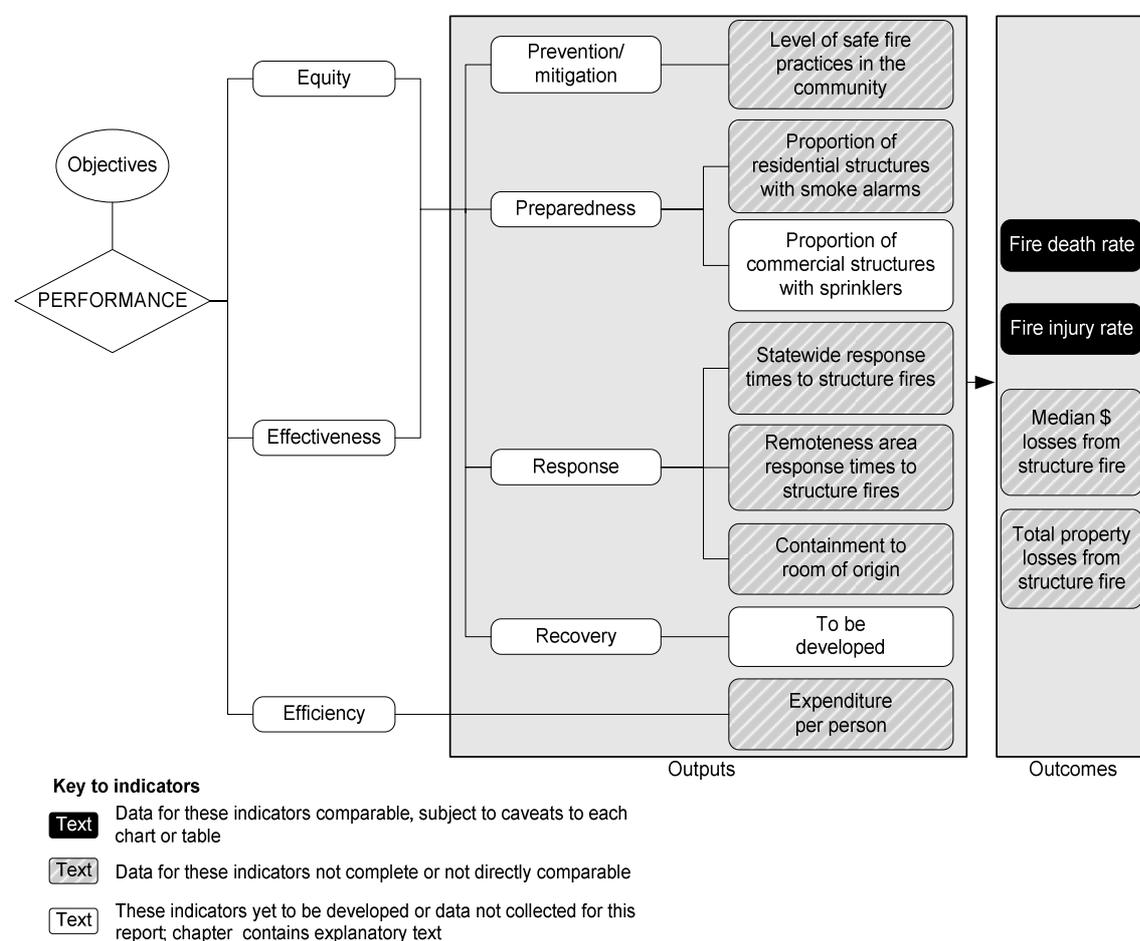
Source: State and Territory governments (unpublished).

## Framework of performance indicators

Figure 9.6 presents the performance indicator framework for fire events, based on the general framework for all emergency events. Definitions of all indicators are provided in section 9.8.

The performance indicator framework for fire events shows which data are comparable in the 2009 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report wide perspective (see section 1.6).

Figure 9.6 Performance indicators for fire events



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.

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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 1000 people). 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 and enhance the standards for the collection of fire events data, which is evident by the inclusion of rural fire service organisations data for more jurisdictions in more current years. Differences in counting rules are expected to be minimised in future reports.

## **Key performance indicator results**

### *Outputs*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5). Outputs are measured by the 'level of safe fire practices in the community'; 'the proportion of residential structures with smoke alarms'; 'the proportion of commercial structures with sprinklers'; '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.

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### *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 9.4).

#### **Box 9.4 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 are fires to occur or cause excessive damage. This indicator does not provide information on the degree to which practices under consideration contribute to fire prevention and mitigation.

Data reported for this indicator are not directly comparable. Data for this indicator were last reported in the 2002 Report and were not available for the 2009 Report.

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 were previously available from the ABS Population Survey Monitor (PSM) (ABS 2001). Since the PSM was discontinued (in November 2001), 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, those with an already high level of reported smoke alarms in home may target and survey 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.

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*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 9.5).

**Box 9.5 Proportion of residential structures with smoke alarms**

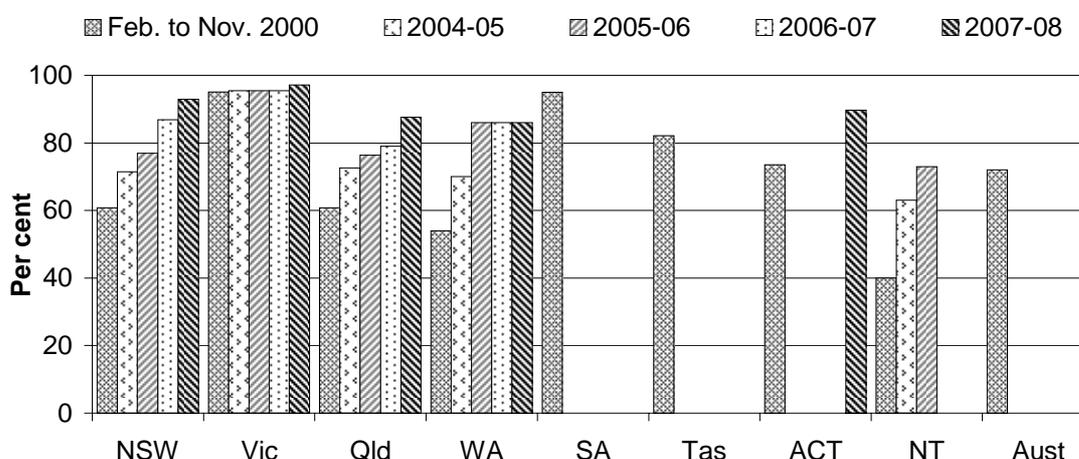
'Proportion of residential structures with smoke alarms' is defined as the number of households with a smoke alarm installed, divided by the total number of households.

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.

Nationally consistent data for all jurisdictions were last available in 2000, from the discontinued ABS PSM. Subsequent data are sourced from jurisdictional collections and are not strictly comparable (figure 9.7).

Figure 9.7 Households with a smoke alarm installed<sup>a, b, c, d, e, f</sup>



<sup>a</sup> The February 2000 to November 2000 data are from the Population Survey Monitor (PSM) and represent the last occasion on which smoke alarm data were collected for all jurisdictions. The PSM was subsequently discontinued and, from 2002-03 onwards, the data were sourced from jurisdictional collections that were not strictly comparable with the PSM because of methodological differences. <sup>b</sup> NSW: Data are sourced from the NSW Population Health Survey 2007, from the NSW Department of Health. Estimates are based on the following numbers of respondents: 2002 – 12564, 2003 – 13008, 2004 – 8892, 2005 – 10687, 2006 – 7795 and 2007 – 7301. The 95 per cent confidence interval for 2007 is (92.0–93.7). <sup>c</sup> Vic: Data for 2007-08 sourced from ABS Household Preparedness for Emergencies survey. Prior data sourced from a random telephone survey of 2304 respondents residing within the 23 local government areas significant to the metropolitan fire district which was conducted in April 2004. <sup>d</sup> Qld: Data collected by the Office of Economic and Statistical Research as part of the November 2007 Queensland Household Survey. This figure is an estimate for the whole population of Queensland. <sup>e</sup> WA: 2007-08 data are based on a random telephone survey of 300 Perth residents and 100 country residents conducted by a market research organisation in April 2008. <sup>f</sup> ACT: Data for 2007-08 supplied by ABS Household Preparedness for Emergencies survey.

Source: ABS 2001, *Population Survey Monitor*, Cat. no. 4103.0, Canberra; ABS 2008, *Household preparedness for emergencies*, Cat. no. 4818.0.55.001, Canberra; State and Territory governments (unpublished); table 9A.12.

Current nationally comparable and complete time series data are not available on proportion of residential structures with smoke alarms. Cross-sectional, nationally consistent data are available for four jurisdictions on a variety of safety precautions (NSW, Victoria, Queensland and the ACT), for October 2007 (table 9A.11). Results indicate that across those four jurisdictions:

- 7.9 per cent of households experienced a major emergency
- 46.5 per cent of households have an exit plan from dwelling
- 60.5 per cent of households have access to more than one mobile phone and 89.3 per cent had a landline telephone connection (ABS 2008a).

Related data for the same time period are available for WA (ABS 2008b).

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*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 9.6).

**Box 9.6 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.

Data for this indicator are yet to be developed.

*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 9.7).

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**Box 9.7 Statewide, and remoteness area, response times to structure fires**

Statewide, and remoteness area, response times are defined as the time within which 50 per cent of structure fires are responded to by when the first fire appliance arrives at the scene and the time within which 90 per cent of structure fires are responded to 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 9.8.

Shorter response times suggest the adverse effects on the community of emergencies requiring fire services are reduced.

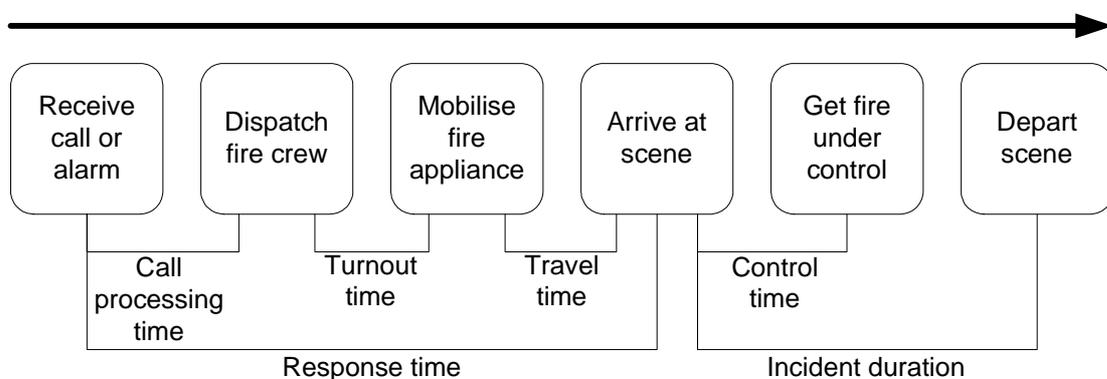
Data reported for this indicator are not directly comparable.

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, and
- crewing configurations, response systems and processes, and travel distances.

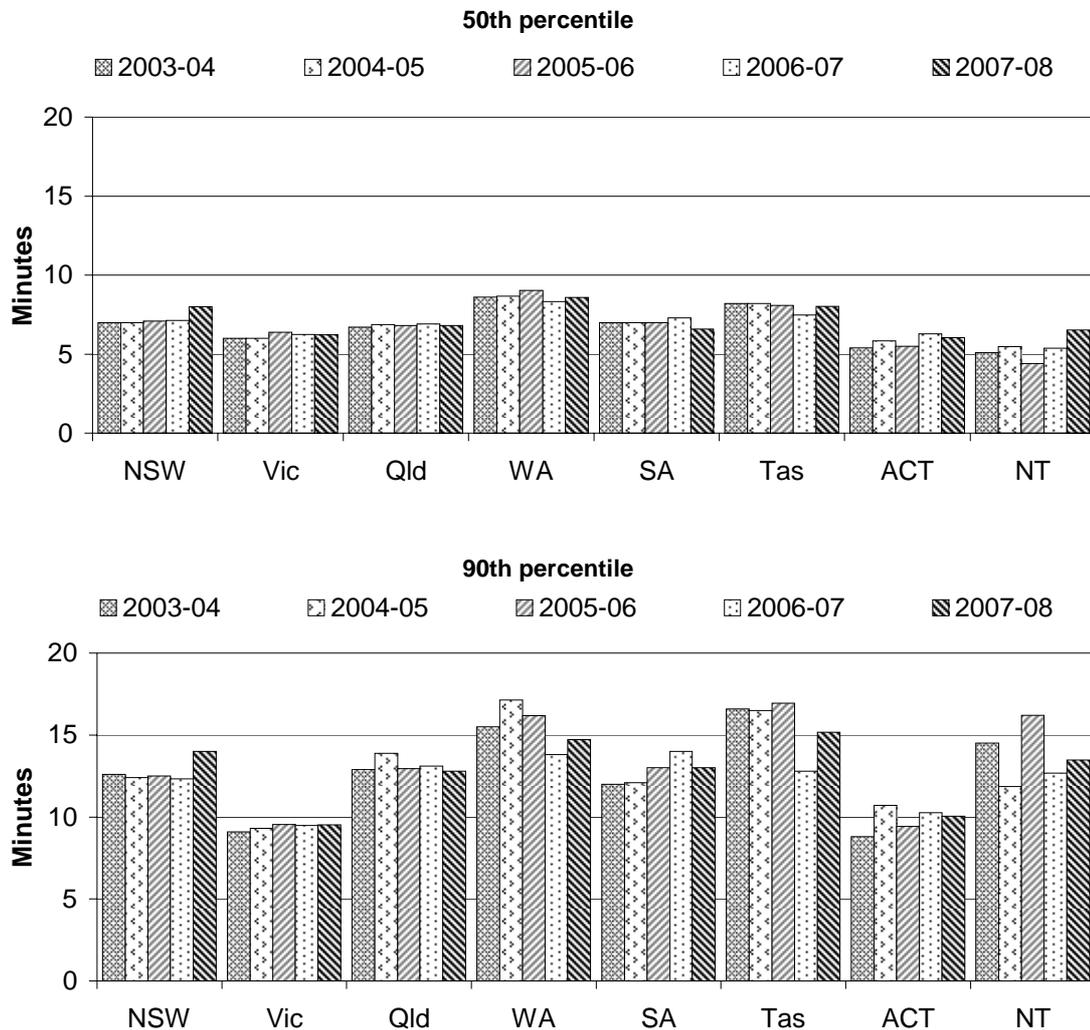
In addition, reported response times may be affected by data collection systems. Some agencies use a manual system to calculate response time figures, while other services retrieve the data from computer aided dispatch (CAD) systems.

**Figure 9.8 Response time points and indicators for fire events**



Response times vary between jurisdictions (figure 9.9). Response times can be segmented into remoteness areas based on the ABS Australian Standard Geographical Classification (figure 9.10).

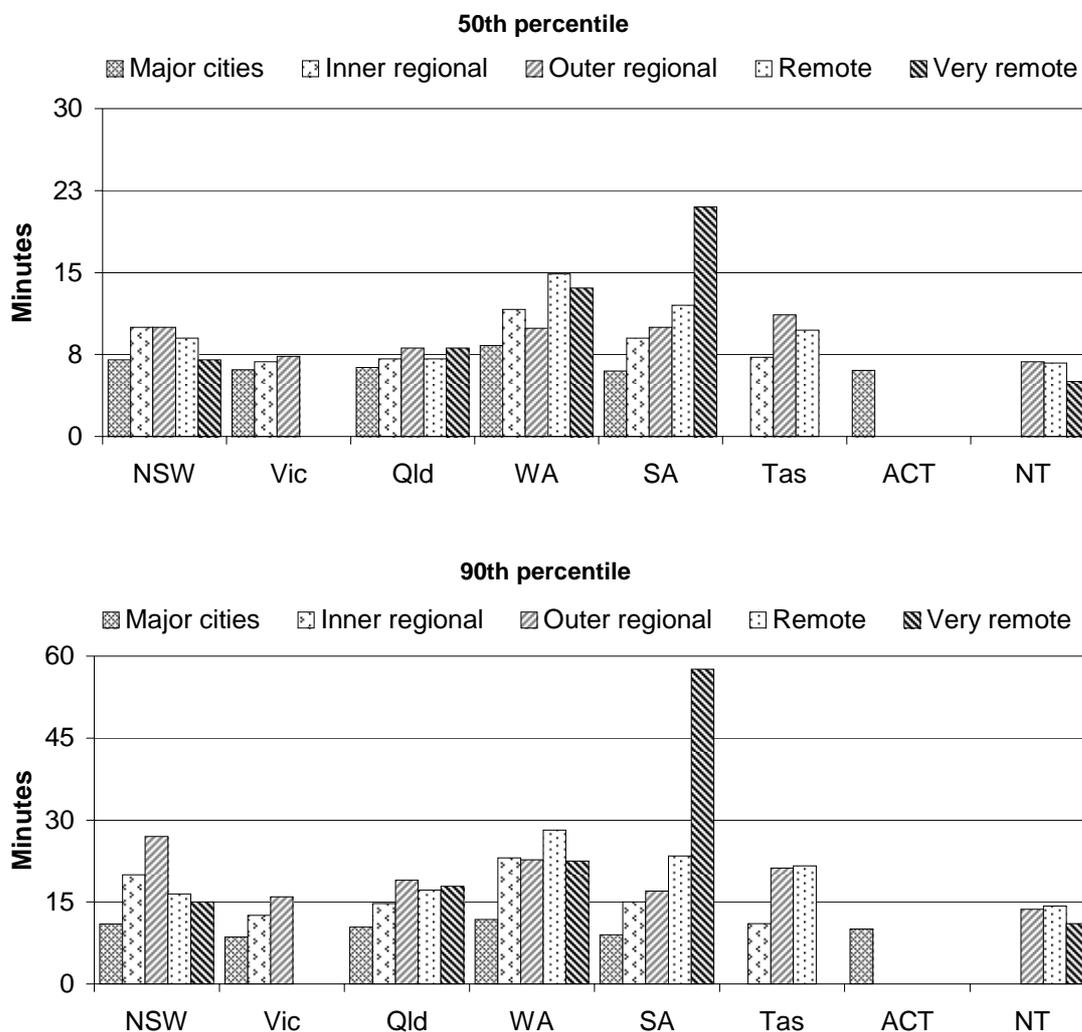
Figure 9.9 Response times to structure fires, state-wide<sup>a, b, c, d, e, f</sup>



<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. <sup>b</sup> NSW: Contributing factors that have lead to the reported increases include: improved reporting resulting in a more accurate representation of true response times in regional and remote categories and the effects of increased traffic congestion in metropolitan areas. <sup>c</sup> Vic: Response times reflect only emergency calls, not calls to all structure fire incidents. <sup>d</sup> Qld: Code 30 incidents have been excluded from all response time calculations. Two incidents were unable to be classified by remoteness and have been removed from calculation. Response times for QFRS Rural brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. <sup>e</sup> WA: 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. <sup>f</sup> Tas: Data are for all fire brigades, both full-time and volunteer.

Source: State and Territory governments (unpublished); table 9A.13.

**Figure 9.10 Response times to structure fires, by remoteness area, 2007-08<sup>a, b, c, d, e, f, g, h, i</sup>**



<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. <sup>b</sup> Data may differ from those in table 9A.2 because some jurisdictions have excluded reports with incomplete time details. <sup>c</sup> NSW: Contributing factors that have led to the reported increases include: improved reporting resulting in a more accurate representation of true response times in regional and remote categories and the effects of increased traffic congestion in metropolitan areas. <sup>d</sup> Vic: Response times reflect only emergency calls, not calls to all structure fire incidents. There are no very remote areas in Victoria. <sup>e</sup> Qld: Code 30 incidents have been excluded from all response time calculations. Two incidents were unable to be classified by remoteness and have been removed from calculation. Response times for QFRS Rural brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. <sup>f</sup> WA: Incidents where response time information is incomplete are excluded from response time calculations. In 2007-08, data for 158 structure fires was incomplete. 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. <sup>g</sup> 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. In 2007-08, the high 90th percentile figure for the 'Very remote' category is due to a small number of reported incidents (10), with one incident reporting a response time of 60 minutes. <sup>h</sup> Tas: Data are for all fire brigades, both full-time and volunteer. <sup>i</sup> ACT: All responses were within the major city.

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 9.8).

### Box 9.8 Containment to room of origin

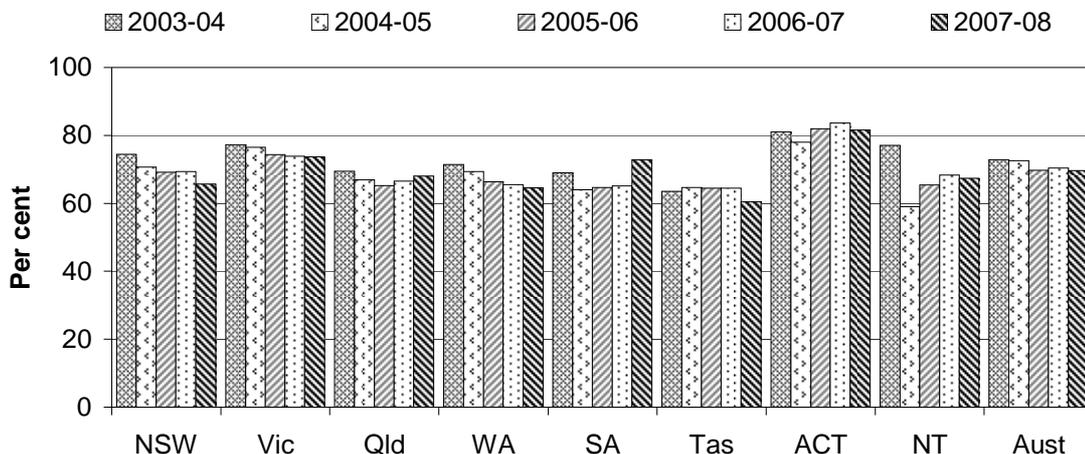
‘Containment to room of origin’ is defined as the number of structure fires contained to the object or room of origin divided by the total number of structure fires. Structure fires are those fires in housing and other buildings.

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 has varied between and within jurisdictions over time (figure 9.11).

Figure 9.11 **Structure fires (all ignition types) contained to the object/room of origin<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> NSW: 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. <sup>b</sup> Vic: Data are incomplete for 2005-06 due to data collection issues. <sup>c</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>d</sup> WA: In 2007-08, 566 incidents were excluded as containment codes were not completed. <sup>e</sup> SA: Data exclude the Country Fire Service. <sup>f</sup> Tas: Data are for all fire brigades, both full-time and volunteer. <sup>g</sup> Aust: Average excludes rural fire service data for some years as per the jurisdictions’ caveats.

Source: State and Territory governments (unpublished); table 9A.15.

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Nationally, the proportion of incendiary and suspicious structure fires contained to the object or room of origin was 57.5 per cent and for accidental structure fires 79.6 per cent, in 2007-08. These rates have declined slightly over the five years to 2007-08 (table 9A.15).

### *Equity and effectiveness — recovery*

Recovery indicators measure governments' objective to reduce the adverse effects of fires on the community (box 9.9).

#### **Box 9.9 Performance indicator — recovery**

'Recovery' indicators measure the results of strategies and services to return agencies to a state of preparedness after emergency situations.

Recovery has been identified as a key area for development in future reports.

### *Efficiency*

#### *Expenditure per person*

'Expenditure per person' is a proxy indicator of the efficiency of governments in delivering emergency management services (box 9.10).

#### **Box 9.10 Expenditure per person**

'Expenditure per person' is defined as fire service organisation expenditure per person.

All else 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.

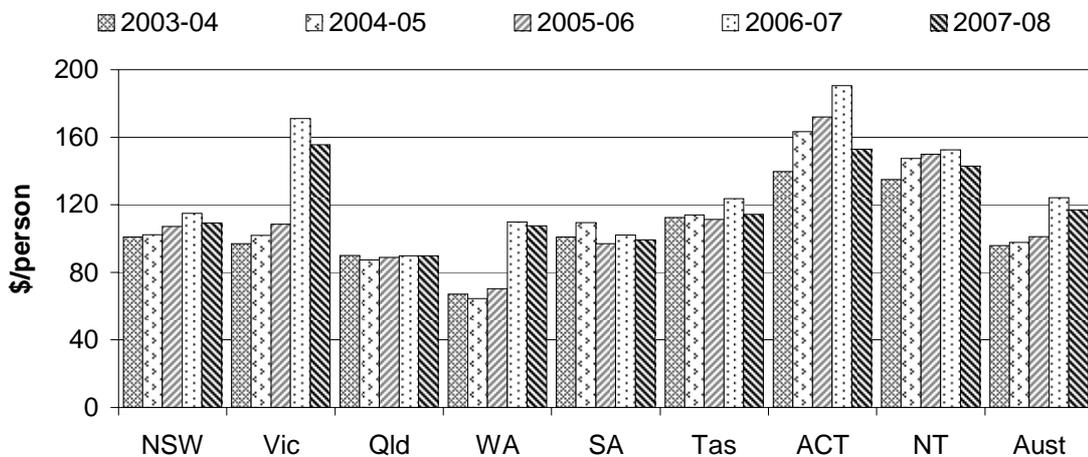
Expenditure per person is employed as a proxy for efficiency. Expenditure per fire is not used as a proxy for fire service organisation efficiency because an organisation that applies more resources to the prevention and preparedness components to reduce the number of fire incidents could erroneously 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 2007-08 was \$117.07 (figure 9.12).

**Figure 9.12 Fire service organisations expenditure per person (2007-08 dollars)<sup>a, b, c, d, e</sup>**

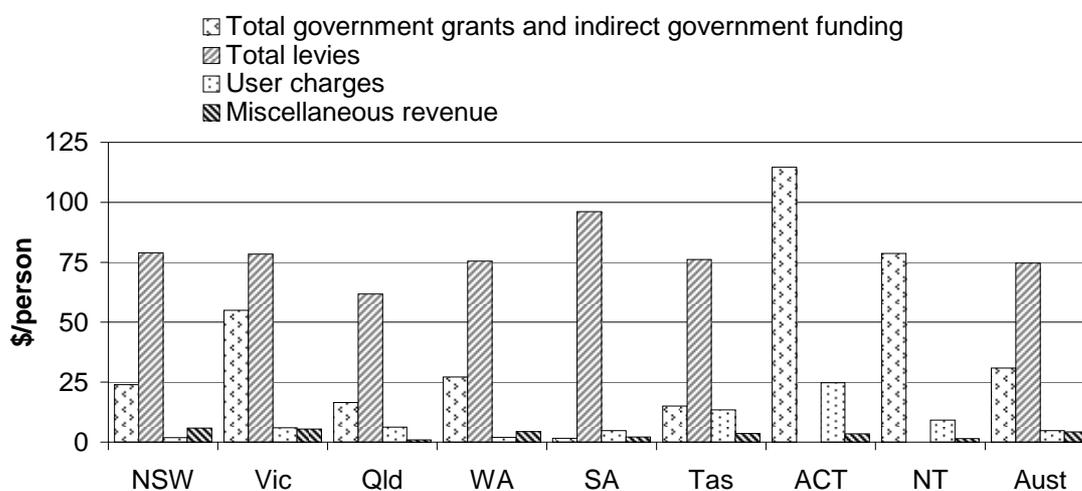


<sup>a</sup> Data have been adjusted to 2007-08 dollars using the gross domestic product (GDP) price deflator (2007-08 = 100) (table AA.26). Due to differences in definitions and counting rules, data reported may differ from those in agency annual reports and other sources. Total fire expenditure includes levies on insurance companies and property owners, user charges, fundraising and donations and indirect revenue. <sup>b</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08. <sup>c</sup> Vic: The 2006-07 year is the first in which the Victorian data includes expenditure for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. <sup>d</sup> WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 cannot be segregated by service and includes SES and volunteer marine services as well as fire. <sup>e</sup> ACT: The increase in 2005-06 is due to a significant upgrade of Emergency Services Communications systems and inclusion of Joint Emergency Services Training Costs. In 2006-07 funding is included under 'miscellaneous revenue' for the placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy.

Source: State and Territory governments (unpublished); tables 9A.17 and AA.2.

Nationally, total government grants and indirect government funding of fire service organisations per person in 2007-08 was \$30.80. Levies per person in 2007-08 averaged \$74.93 nationally, with relatively minor contributions from user charges and miscellaneous revenue. The major sources of funding varied considerably across jurisdictions (figure 9.13).

Figure 9.13 Fire service organisation funding per person, 2007-08<sup>a</sup>



<sup>a</sup> See notes to figure 9.12 and table 9A.18.

Source: State and Territory governments (unpublished); tables 9A.18 and AA.2.

### Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5). The outcome indicators reported here, ‘fire death rate’, ‘fire injury rate’, ‘median dollar losses from structure fire’ and ‘property losses from structure fire per person’, relate to the objective of ESOs to minimise the effect of fire on life, property and the environment. Caution should be exercised in interpreting data for some indicators, given the significant fluctuations from year to year, particularly for jurisdictions with relatively small populations.

### Fire death rate

‘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 9.11).

### Box 9.11 Fire death rate

'Fire death rate' is defined as the number of fire deaths per million people.

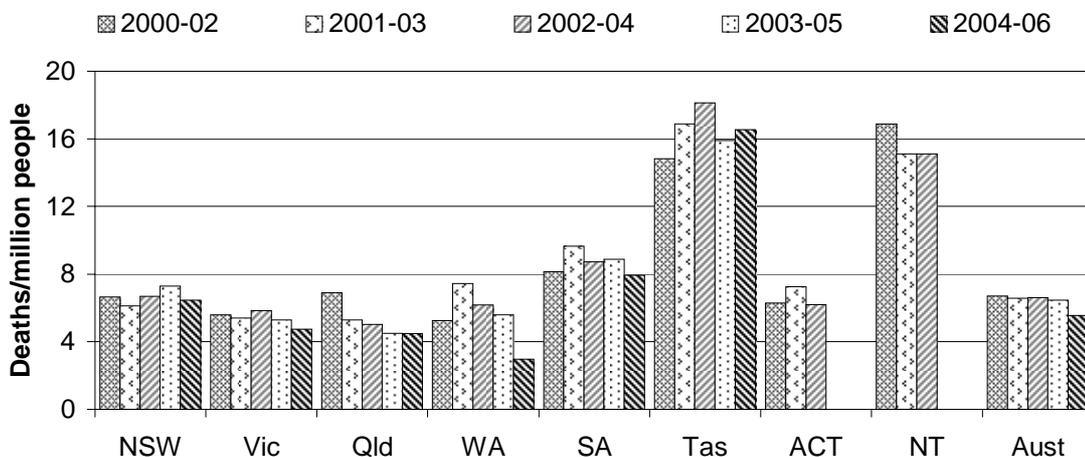
A low or decreasing fire death rate represents a better outcome.

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.

Nationally, there were 92 fire deaths in 2006. Exposure to smoke, fire and flames accounted for 71 deaths and 12 fire deaths occurred from intentional self-harm by smoke, fire and flames (table 9A.6). The fire death rate was 4.4 deaths per million people in 2006 (more recent data are not available). Fire deaths data are volatile over time, because of the small number of fire deaths. To overcome data volatility, a three year average fire death rate is reported (figure 9.14). Nationally, the three year average fire death rate was 5.6 per million people for 2004–06.

Figure 9.14 Annual fire death rate, three year rolling average<sup>a, b, c, d, e</sup>



<sup>a</sup> Fire deaths published in the 2008 and 2009 Reports for the years 1999 to 2003 inclusive, differ slightly from those published in earlier reports because ABS revisions for those years have now been incorporated. 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 revised totals are not necessarily the sum of the component cells. Cause of Death is coded according to the International Classification of Diseases (ICD) and Related Health Problems Revision 10 (ICD-10). <sup>b</sup> Fire deaths data are reported by the State or Territory of the deceased's usual residence, and by the year the death was registered. <sup>c</sup> The small number of deaths means it is difficult to establish patterns and provide detailed analysis. <sup>d</sup> Australian totals include data for the ACT, the NT and Other Territories. <sup>e</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2002 to 2006). Calculated using the ERP at 30 June. For example, population data at June 2006 used for calculating 2006 rate.

Source: ABS (various years) *Causes of Death, Australia*, Cat. no. 3303.0 (unpublished); tables 9A.6 and AA.2.

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### *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 9.12).

#### **Box 9.12 Fire injury rate**

'Fire injury rate' is defined as the number of fire injuries per 100 000 people.

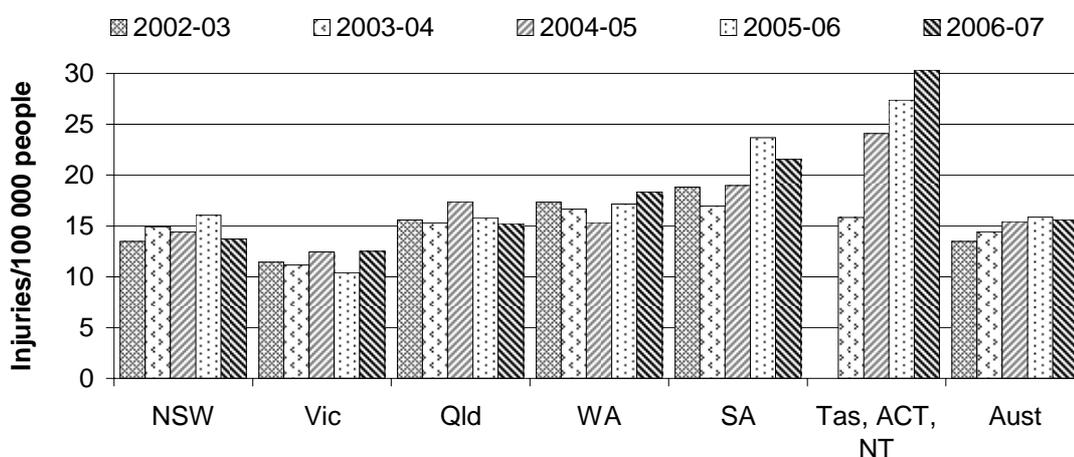
A lower fire injury rate represents a better outcome.

Fire injuries are represented by hospital admissions 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) (excluding emergency department non-admitted casualties). Deaths from fire injuries after hospitalisation have been removed from the fire injuries data for the time series because these are counted in the fire death rate.

Data reported for this indicator are comparable.

Nationally, there were 3305 fire injuries in 2006-07 (table 9A.7). Nationally, the fire injury rate was 15.6 injuries per million people in 2006-07 (figure 9.15). Fire injury rates are volatile over time, given the small number of fire injuries. To overcome data volatility, a three year average fire injury rate is also reported in the data attachment for periods and jurisdictions with published data (table 9A.7).

Figure 9.15 Fire injury rate<sup>a, b, c</sup>



<sup>a</sup> Fire injuries data in the 2008 and 2009 Reports differ from those in earlier reports because counting rules for fire injury data have now been more closely aligned with those for fire deaths. Fire injuries are coded according to the ICD and Related Health Problems Revision 10 (ICD-10). Reported fire injury numbers published have been expanded to 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 accidents, and emergency department non-admitted casualties. <sup>b</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2006 is used as the denominator for 2006-07. <sup>c</sup> A single, combined fire injury rate and numbers are included for Tas, ACT and NT to ensure privacy of private sector hospitals in accordance with AIHW confidentiality policies.

Source: Australian Institute of Health and Welfare (AIHW), *National Hospital Morbidity Database* (unpublished); tables 9A.7 and AA.2.

### Losses from structure fire

‘Median dollar losses from structure fire’ (box 9.13) and ‘total property loss from structure fire’ (box 9.14) are indicators of the effect of fire on property.

#### Box 9.13 Median dollar losses from structure fire

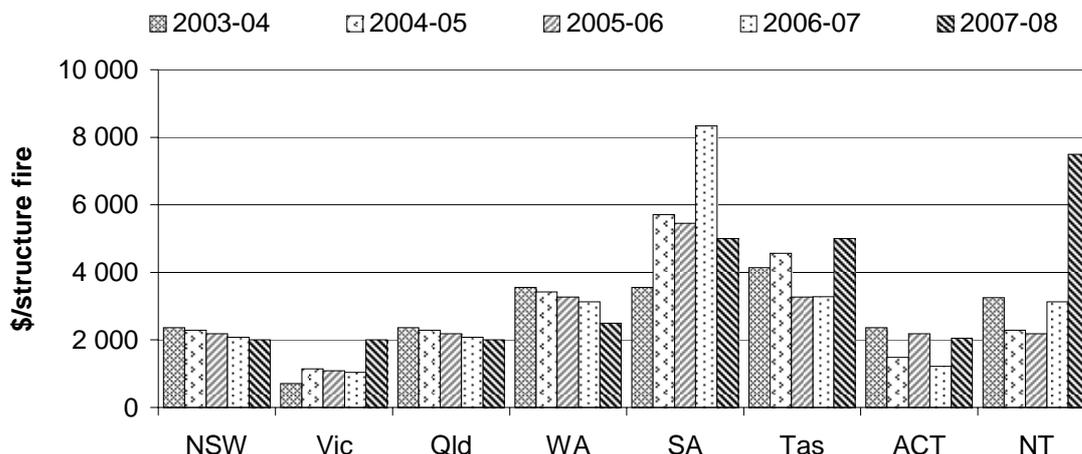
‘Median dollar losses from structure fire’ is defined as the median dollar losses from structure fire (a fire in a house or other building), adjusted for inflation. The median is the middle number in a sequence and is regarded as a more appropriate measure of ‘typical’ losses than the average (or mean) loss.

Lower or decreasing median dollar losses represent a better outcome.

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 (2007-08 dollars)<sup>a, b, c, d, e</sup>



<sup>a</sup> Data have been adjusted to 2007-08 dollars using the gross domestic product (GDP) price deflator (2007-08 = 100) (table AA.26). Estimates have not been validated by the insurance industry, or adjusted for interstate valuation differences. <sup>b</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. <sup>c</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. <sup>d</sup> Tas: Data are for *all* fire brigades, both full-time and volunteer. Property loss does not include losses as a result of vegetation fires. <sup>e</sup> ACT and NT: Due to small population size, figures are affected by single large-loss events.

Source: State and Territory governments (unpublished); table 9A.8.

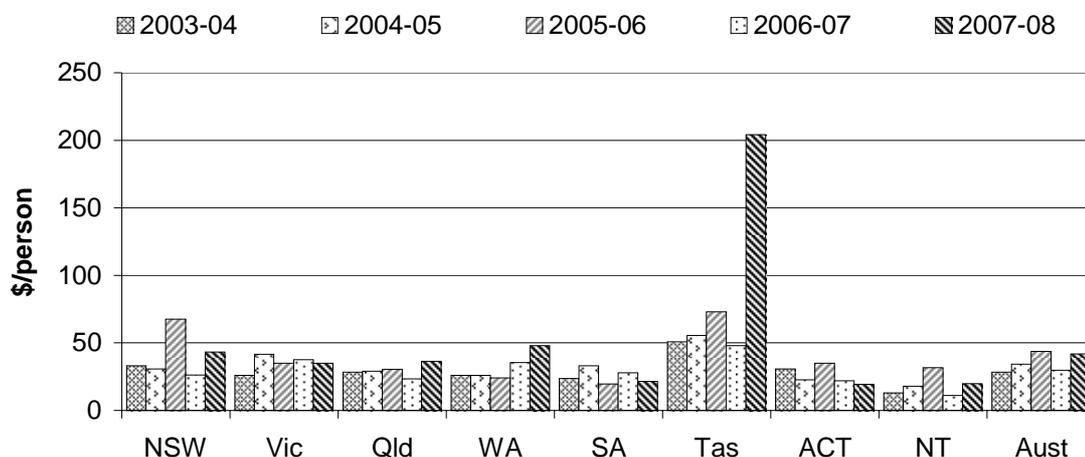
#### Box 9.14 Property losses from structure fire per person

‘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.

The property loss per person (expressed in real terms) has fluctuated over time in all jurisdictions (figure 9.17). Data for the three year rolling average property loss per person are also available in the attachment tables (table 9A.9).

Figure 9.17 **Property loss from structure fire per person (2007-08 dollars)<sup>a, b, c, d, e, f, g, h</sup>**



<sup>a</sup> Data have been adjusted to 2007-08 dollars using the gross domestic product (GDP) price deflator (2007-08 = 100) (table AA.26). Estimates have not been validated by the insurance industry or adjusted for interstate valuation differences. Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08. <sup>b</sup> NSW: Some structure fires resulted in direct dollar loss in excess of \$1 million each. In 2004-05 there were 17 such structure fires; 2005-06, 32 with five of these at \$10+ million each and one at \$89 million; 2006-07, 15 at \$1+ million; 2007-08, 19 at \$1+ million each with four at \$5+ million each and one at \$100 million. <sup>c</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. <sup>d</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. QFRS Urban stations (Agency 1) are estimated to serve 87.6 per cent of Queensland's population. One major incident accounted for \$41m of the total property loss value. <sup>e</sup> SA: In 2006-07 there was a \$15 million fire that accounted for 35 per cent of the reported dollar loss. <sup>f</sup> Tas: Data are for *all* fire brigades, both full time and volunteer. Due to small population size, figures are impacted significantly by single large-loss events. For example, 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. <sup>g</sup> ACT and NT: Due to small population size, figures are impacted significantly by single large-loss events. <sup>h</sup> Average for Australia excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); tables 9A.9 and AA.2.

## 9.4 Road rescue events

A road rescue event is an accident or incident involving a motor vehicle and the presumption that there are injuries or that assistance is required from ESOs.

A primary aim of governments is to reduce death and injury and the personal suffering and economic costs of road crashes. Emergency service organisations provide services that contribute to these objectives through the provision of effective and efficient trauma mitigation and medical and retrieval services.

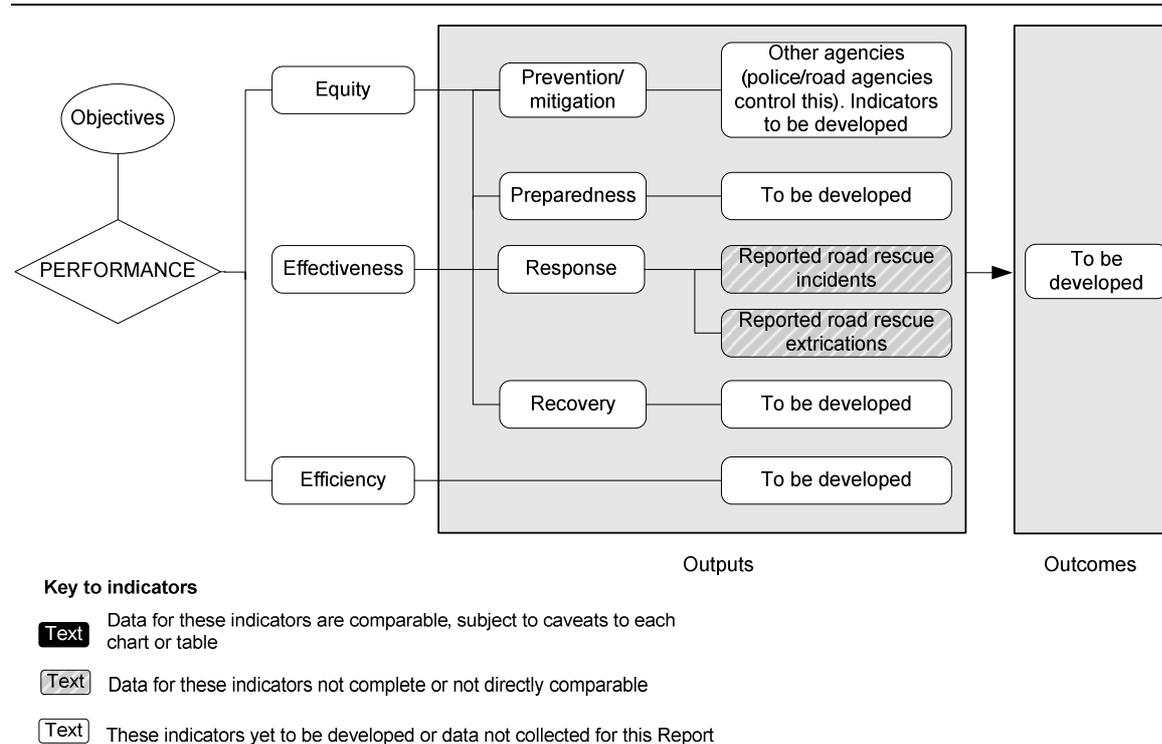
## Emergency management services for road rescue events

In all jurisdictions, a diverse range of ESOs attend road rescue events. Nationally, road rescue services are provided by over 20 organisations (table 9A.41).

### Framework of performance indicators

A revised performance indicator framework has been drafted as a preliminary framework for road rescue events and circulated for consultation. Consultation during 2008 has raised numerous, complex issues, requiring further development work. These will be resolved for the 2010 Report. In the interim, a less developed framework is at figure 9.18, reflecting reporting in the 2009 Report.

Figure 9.18 Performance indicators for road rescue events



Related road rescue events reporting is also included in the Police services chapter under road safety (section 6.6). In 2006-07, road transport accidents accounted for 1597 deaths and 35 562 hospitalisations (tables 6A.41-2). In 2007-08, road transport accidents accounted for 1510 deaths and 36 587 hospitalisations (table 6A.41).

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### *Effectiveness — response*

The effectiveness dimension of response indicators relates to emergency service organisations' ability to respond to road rescue events.

#### *Reported road rescue incidents*

'Reported road rescue incidents' is an indicator of governments' objective to reduce the adverse effects of road incidents on the community through appropriate response activities (box 9.15).

#### **Box 9.15    Reported road rescue incidents**

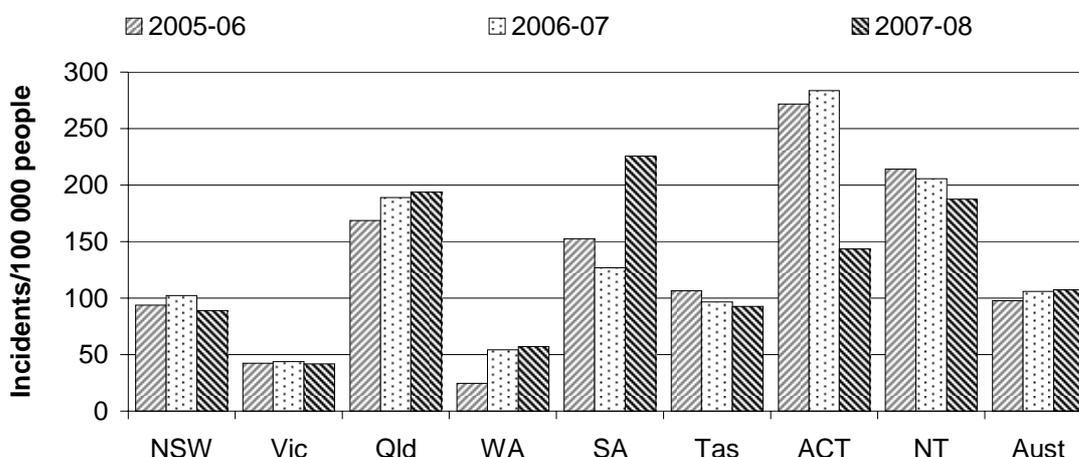
'Reported road rescue incidents' is defined as a reported accident or incident involving a motor vehicle and the presumption that there are injuries or that assistance is required from emergency services organisations. It is measured by reported road rescue incidents per 100 000 people.

Higher or increasing proportion of reported road rescue incidents attended suggests better emergency service response capacity. However, a lower or decreasing number of reported road rescue incidents, adjusted for population, is a better community outcome.

Data for this indicator are not directly comparable.

Nationally, there were 22 725 road rescue incidents in 2007-08, or 107.3 incidents per 100 000 people (table 9A.29). The number of incidents per 100 000 people varied across jurisdictions. This may reflect different collection methods and therefore a lack of comparability between jurisdictions. Collection methods have improved, and only the three most recent years are presented in figure 9.19. Earlier years are reported in attachment table 9A.29.

Figure 9.19 Reported road rescue incidents per 100 000 people<sup>a, b, c, d, e, f</sup>



<sup>a</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. <sup>b</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>c</sup> WA: Data collection and counting methods have been reviewed to achieve alignment to data definitions and counting rules. Data for 2006-07 have been revised from those earlier reported to provide a basis for comparison. <sup>d</sup> Tas: Data are for responses by fire services, ambulance services and SES. <sup>e</sup> ACT: Data analysis has been refined in 2007-08 to better reflect road rescue incidents. <sup>f</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08.

Source: State and Territory governments (unpublished); tables 9A.29 and AA.2.

### Reported road rescue extrications

‘Reported road rescue extrications’ is an indicator of governments’ objective to reduce the adverse effects of road incidents on the community through appropriate response activities (box 9.16).

---

**Box 9.16    Reported road rescue extrications**

'Reported road rescue extrications' is defined as an assisted release and removal of trapped people (usually of a casualty) from motor vehicles by specially equipped and trained emergency service crews, arising from incidents reported. It is measured by reported extrications:

- per 100 000 people
- per 100 000 registered vehicles
- per million vehicle kilometres travelled.

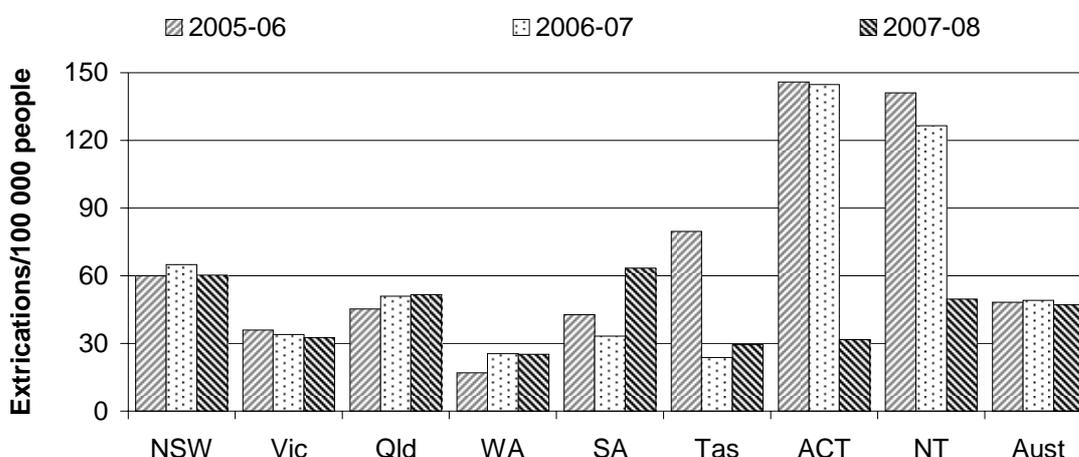
Higher or increasing proportion of reported road rescue extrications performed suggests better emergency service response capacity. However, a lower or decreasing number of reported road rescue extrications, adjusted for population, is a better community outcome.

Data for this indicator are not directly comparable.

Data for road rescue extrications per 100 000 people display some marked variations across jurisdictions (figure 9.20). These variations may reflect different collection methods and therefore lack of comparability between jurisdictions. Collection methods have improved, and only the three most recent years are presented in figure 9.20. Earlier years are reported in attachment table 9A.20.

Extrications per 100 000 registered vehicles and extrications per million vehicle kilometres travelled are reported in the attachment data table 9A.20.

Figure 9.20 **Reported road rescue extrications<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. <sup>b</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>c</sup> WA: Data include road rescue incidents attended by fire services and SES. <sup>d</sup> Tas: Data include responses by fire services, ambulance services and SES. <sup>e</sup> ACT: Data analysis has been refined in 2007-08 to better reflect road rescue incidents. <sup>f</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08.

Source: State and Territory governments (unpublished); tables 9A.20 and AA.2.

## 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. They include: 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 on in table 9A.26.

Ambulance data reported in this chapter are from the principal state/territory ambulance organisations, as distinct from the whole state/territory, due to private providers and other outsourced arrangements.

### Revenue

Total revenue of ambulance service organisations covered in this Report was \$1.75 billion in 2007-08. Nationally, revenue (expressed in real terms) increased each year from 2003-04 to 2007-08, with an average annual growth rate of 5.7 per cent (table 9.4).

**Table 9.4 Revenue of ambulance service organisations (2007-08 dollars) (\$ million)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust<sup>b</sup></i>
2003-04	415.6	383.7	338.5	92.0	110.9	23.2	24.5	13.7	1 402.0
2004-05	430.8	427.1	341.1	105.9	121.6	27.1	18.3	17.2	1 489.1
2005-06	464.1	454.5	357.8	107.6	121.9	29.3	21.4	17.3	1 574.1
2006-07	485.4	445.4	384.8	111.7	124.8	31.4	19.6	18.4	1 621.6
2007-08	540.9	468.1	409.8	118.9	137.8	33.2	21.3	19.8	1 749.8

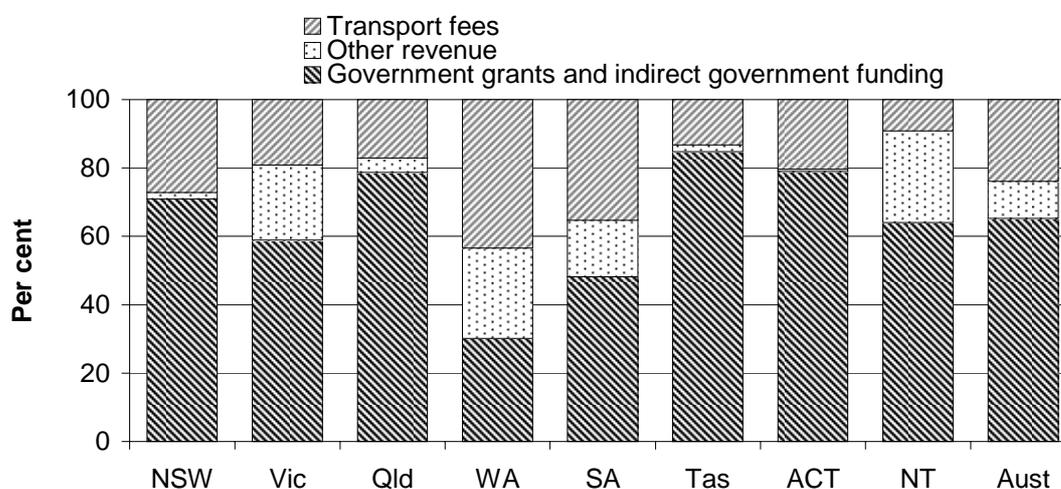
<sup>a</sup> Data have been adjusted to 2007-08 dollars using the gross domestic product (GDP) price deflator (2007-08 = 100) (table AA.26). Due to differences in definitions and counting rules, data reported may differ from data in agency annual reports and other sources. <sup>b</sup> Totals may not sum due to rounding.

Source: State and Territory governments (unpublished); tables 9A.22 and AA.26.

Ambulance service organisations are funded by a variety of sources, with non-government sources making a significant contribution. The primary sources of funding across all jurisdictions in 2007-08 were revenue from State and Territory governments, transport fees (from government hospitals, private citizens and insurance) and other revenue (subscriptions, donations and miscellaneous revenue) (figure 9.21).

Nationally, 65.3 per cent of funding for ambulance service organisations in 2007-08 was provided as direct government revenue and indirect government revenue, with the remainder sourced from transport fees and other revenue (figure 9.21).

Figure 9.21 Major sources of ambulance service organisation revenue, 2007-08<sup>a</sup>



<sup>a</sup> Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); table 9A.22.

### Incidents

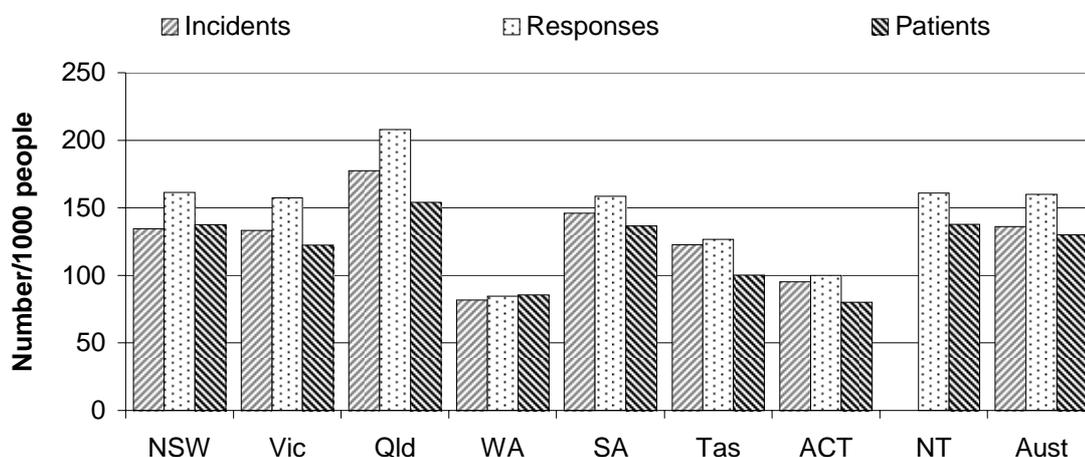
Ambulance service organisations attended 2.88 million incidents nationally in 2007-08 (excluding the NT) (table 9A.23). Most of these were emergency incidents (39.4 per cent), followed by non-emergency incidents (33.1 per cent) and urgent incidents (27.2 per cent).

### *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 160 responses per 1000 people and 130 patients per 1000 people, in 2007-08 (figure 9.22).

Figure 9.22 **Reported ambulance incidents, responses and patients, 2007-08<sup>a, b, c, d, e</sup>**



<sup>a</sup> An incident is an event that results in a demand for ambulance resources to respond. An ambulance response is a vehicle or vehicles sent to an incident. There may be multiple responses/vehicles sent to a single incident. A patient is someone assessed, treated or transported by the ambulance service. <sup>b</sup> Vic: Incidents and responses are for road ambulances only. <sup>c</sup> WA: Does not have a policy of automatically dispatching more than one unit to an incident unless advised of more than one patient. Separate statistics are not kept for incidents and responses. Numbers shown under incidents are cases. <sup>d</sup> NT: A response is counted as an incident. Data for incidents are not available and are not included in the rate for Australia. <sup>e</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08.

Source: State and Territory governments (unpublished); tables 9A.23 and AA.2.

### *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 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, 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 2006-07, 84.5 per cent of emergency department patients in triage category 1 arrived by ambulance, air ambulance or helicopter rescue services and 47.6 per cent of patients in triage category 2. For all triage categories, 22.8 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 2006-07 (per cent)<sup>a</sup>**

<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	81.5	85.3	88.2	82.9	86.7	90.4	84.8	82.3	84.5
2 — Emergency	47.0	47.1	55.4	40.0	47.5	55.7	36.4	43.3	47.6
3 — Urgent	33.1	33.5	38.6	25.6	34.6	36.7	27.2	27.3	33.5
4 — Semi-urgent	18.5	14.2	17.7	10.1	12.7	14.1	10.1	11.2	15.5
5 — Non-urgent	5.6	2.5	4.2	2.9	5.6	2.2	2.0	4.8	4.2
<b>Total</b>	<b>23.7</b>	<b>20.6</b>	<b>27.6</b>	<b>17.5</b>	<b>25.1</b>	<b>24.1</b>	<b>17.0</b>	<b>16.9</b>	<b>22.8</b>

<sup>a</sup> Data represent the 78 per cent of emergency department presentations for which patient-level data were available. Data include all presentations.

Source: Derived from AIHW (2008) *Australian Hospital Statistics*, National Non-admitted Patient Emergency Department Care Database.

### *Aero-medical arrangements in Australia*

There is a variety of arrangements for air ambulance or aero-medical services throughout Australia. Some of these arrangements involve services provided entirely by State 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 2007-08, 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, 2007-08<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Operated by State Ambulance Service									
Fixed wing	4	4	–	–	–	1	–	–	9
Helicopter	4	4	–	–	–	–	–	–	8
Operated by other service providers									
Fixed wing	1	–	13	11	7	–	–	6	38
Helicopter	5	1	16	1	3	1	1	–	28
<b>Total aircraft</b>	14	9	29	12	10	2	1	6	83
<b>Expenditure (\$'000)</b>	62 686	27 392	na	468	na	3 765	602	na	94 913

<sup>a</sup> 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. <sup>b</sup> Fixed wing services in WA, SA and NT are provided by the Royal Flying Doctor Service (RFDS). In addition, AMS, a NT Government operated aero-medical service, operates in the 'top end' of the NT. – Nil or rounded to zero. **na** not available.

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 this service, including:

- ambulance operatives (including patient transport officers, students and base level ambulance officers, qualified ambulance officers, other clinical personnel and communications operatives)
- operational and corporate support personnel (including management, operational planners and coordinators, education and training personnel, corporate support personnel, non-operative communications and technical personnel)
- remunerated and non-remunerated volunteers 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 the ambulance arrival.

Nationally, 12 344 FTE salaried personnel were involved in the delivery of ambulance services in 2007-08. The majority of salaried ambulance personnel in 2007-08 were ambulance operatives (81.9 per cent) (table 9A.24).

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Nationally, 5836 volunteer personnel (comprising 4515 operatives and 1321 support personnel) participated in the delivery of ambulance services in 2007-08. The proportion of volunteer personnel and the nature of their role varied across jurisdictions. Given the decentralised structure of its ambulance service operations, WA has a particularly high number of volunteer operational and corporate support personnel (table 9A.24).

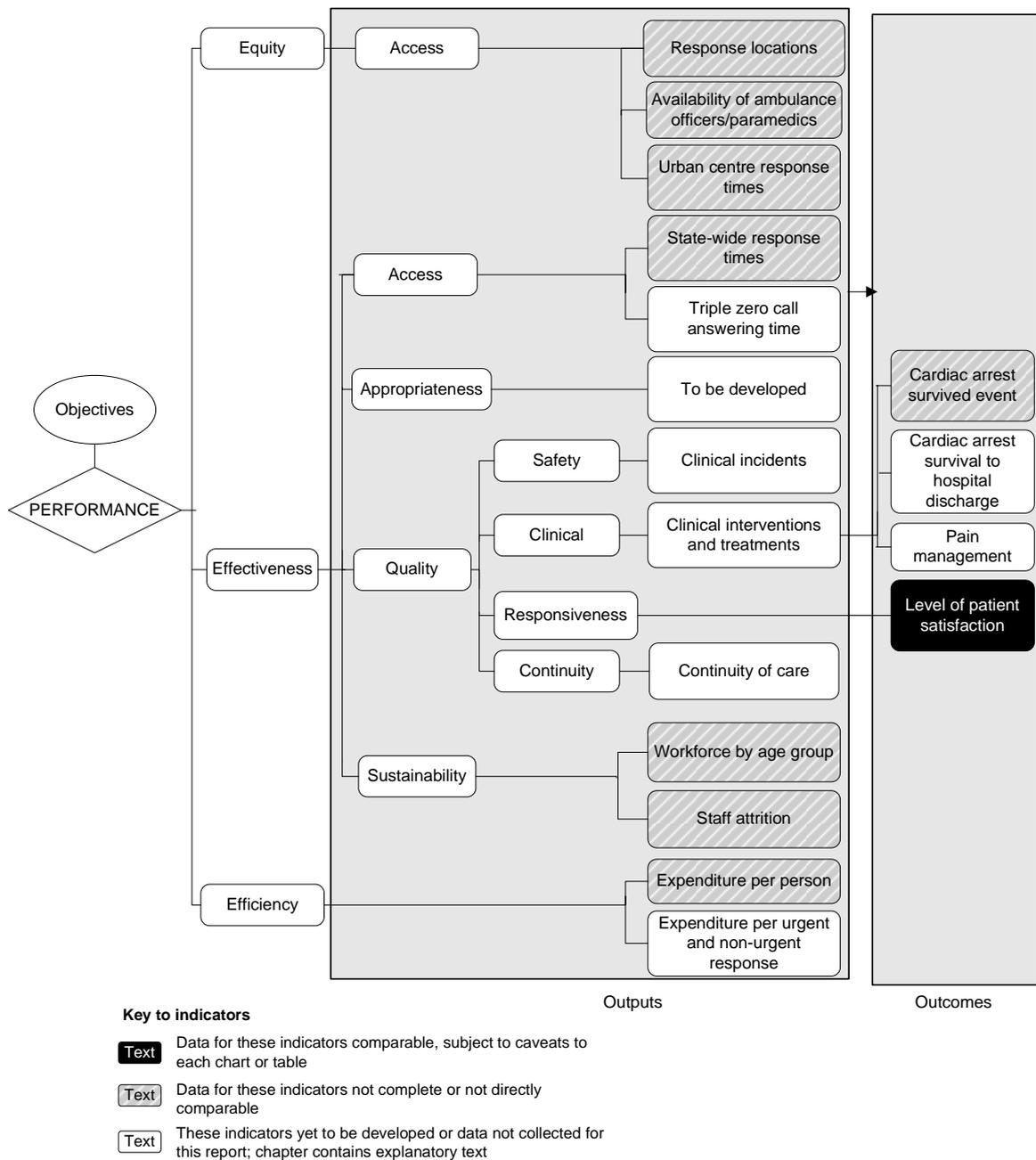
Nationally there were 809 ambulance community first responders in 2007-08 (table 9A.24). In some locations the first responder service is provided by another emergency service agency, for example, a fire service.

### **Framework of performance indicators**

Figure 9.23 presents the performance indicator framework for ambulance events. This framework, based on the general framework for the health section of the Report, replaces the framework presented in recent, previous reports, which was based on the general framework for all emergency events. This approach is consistent with the general performance indicator framework and service process diagram outlined in chapter 1. The new framework includes all previous indicators, plus nine additional indicators. Data are available for reporting on four of the new indicators in this Report.

The performance indicator framework for ambulance events shows which data are comparable in the 2009 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). Definitions of all indicators are provided in section 9.8.

Figure 9.23 Performance indicators for ambulance events



Caution should be exercised in making comparisons between the ambulance service organisations because of differences in geography, population dispersal and service delivery models. Appendix A contains demographic and socioeconomic data that may assist in interpreting the performance indicators presented in this section.

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## Key performance indicator results

### *Outputs*

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5). 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’; ‘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 9.17).

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**Box 9.17 Response locations**

'Response locations' is defined as 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.

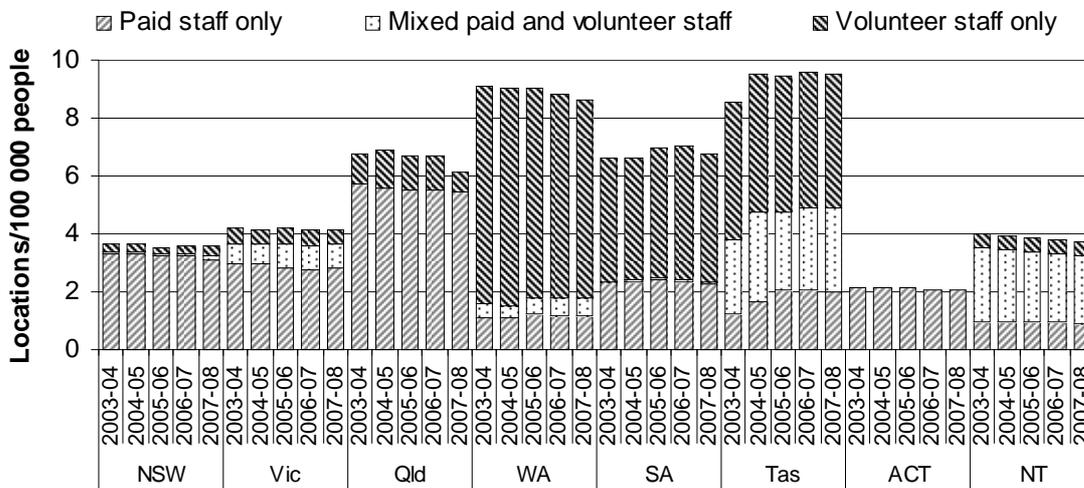
Higher or increasing numbers of paid, mixed and/or volunteer response locations, after adjusting for population, suggests better ambulance service response capacity.

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 explains the different expenditure patterns of ambulance services across jurisdictions. The service delivery strategies vary between jurisdictions, especially between urban and rural areas. In some jurisdictions smaller rural areas have salaried ambulance personnel whereas in other jurisdictions stations may have either mixed paid and volunteer personnel or wholly volunteer personnel. The service delivery strategy in smaller rural areas has a significant impact on cost and helps explain differentials in expenditure per capita between jurisdictions. For example figure 9.24 shows that WA and Tasmania have the highest numbers of stations per capita yet they both have low expenditure per capita because of their high reliance on volunteer service provision in 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 2007-08 (table 9A.27). The number of paid, mixed and volunteer response locations per 100 000 people varied across jurisdictions (figure 9.24).

Figure 9.24 Number of paid, mixed, and volunteer response locations per 100 000 people, 2007-08<sup>a, b</sup>



<sup>a</sup> Historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08. <sup>b</sup> Response locations data for 2007-08 reflect changes in the new data definition, which does not include first responder locations.

Source: State and Territory governments (unpublished); tables 9A.27 and AA.2.

### 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 9.18).

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**Box 9.18 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.

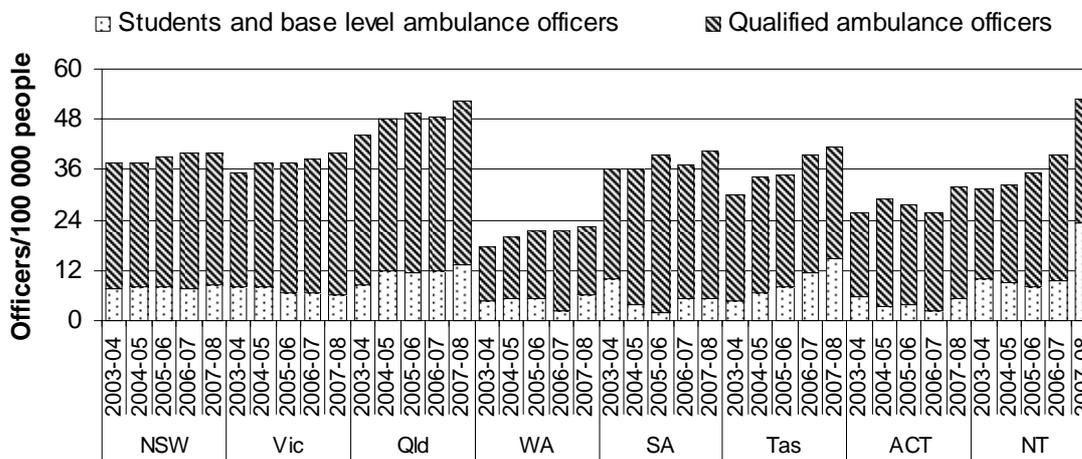
The role of paramedics is expanding to provide primary health care, improve emergency response capabilities and strengthen community healthcare collaborations in rural and remote communities (Stirling et al 2007). Many rural and remote communities do not have access to adequate health care due, in part, 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 was 41.1 FTE ambulance officers/paramedics per 100 000 people in 2007-08 (table 9A.24). The number of FTE ambulance officers/paramedics per 100 000 people varied across jurisdictions (figure 9.25).

Figure 9.25 Number of full time equivalent ambulance officers/paramedics, per 100 000 people, 2007-08<sup>a, b</sup>



<sup>a</sup> Data relate to paid staff only. <sup>b</sup> Historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08.

Source: State and Territory governments (unpublished); tables 9A.24 and AA.2.

### Response times

‘Response times’ are included as indicators of governments’ objective of providing equitable, accessible and effective ambulance services to communities (box 9.19).

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### Box 9.19 **Response times**

'Response times' is defined as the time within which 50 per cent of the first responding ambulance resources arrive at the scene of an emergency in code 1 situations and 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 9.26). 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.

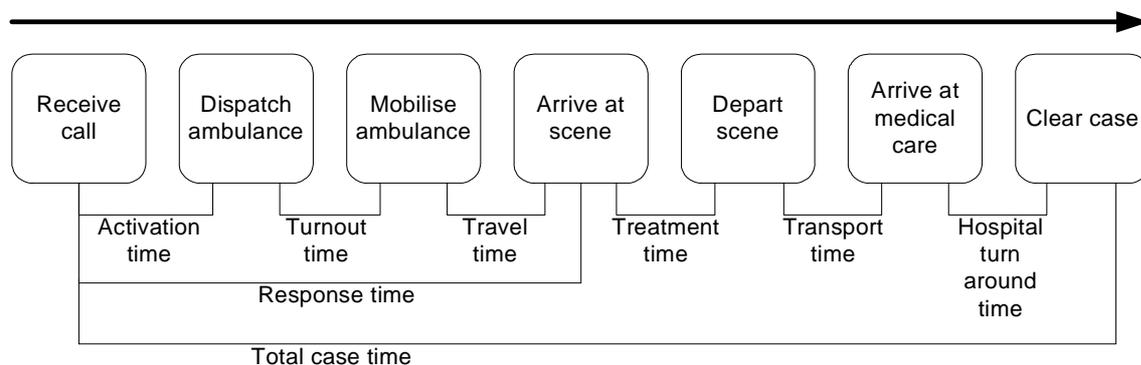
Shorter response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

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. For example, ambulance service response times are recorded commencing from varying time points.

Figure 9.26 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 9.20).

#### **Box 9.20 Urban centre response times**

'Urban centre response times' is defined as described in box 9.19, for urban centre responses.

Shorter, or reducing, response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced. The population densities across Australian capital cities varies considerably (table 9A.29) and this can impact on response time performance.

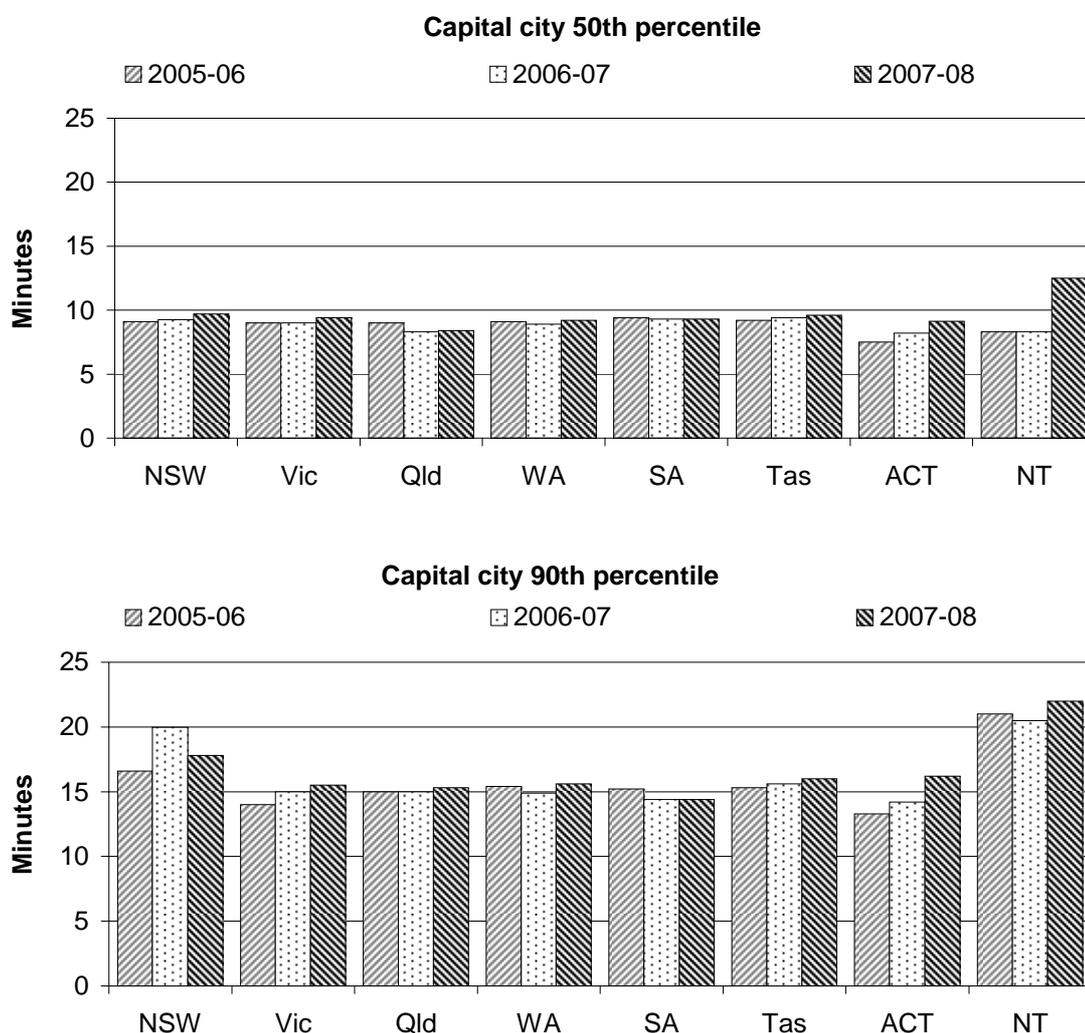
This indicator might be further developed to report data for urban centres with populations 50 000 and above in future reports.

Data for this indicator are not directly comparable.

Nationally, 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 was around 10 minutes (an estimated midpoint only). 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 was around 17 minutes (an estimated midpoint only) (figure 9.27).

Urban centre response times within most jurisdictions remained steady between 2003-04 and 2007-08 (table 9A.29).

Figure 9.27 Ambulance response times (urban centre)<sup>a, b, c, d, e</sup>



<sup>a</sup> Response times commence from the following time points: Vic (RAV) receipt of call; Vic (MAS), SA and Tas first key stroke; NSW, Qld (QAS) 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 2003-04 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. <sup>b</sup> NSW: Did not triage emergency calls prior to 2005-06. Results for code 1 cases represent '000' and urgent medical incidents. <sup>c</sup> Vic: Data are incomplete for both 2003-04 and 2004-05 due to industrial action in the months of June and July 2004. The basis of response time reporting changed in 2007-08 and results are not directly comparable with previous years. <sup>d</sup> Qld: Casualty room attendances are not included in response count and, therefore, are not reflected in response times data. Response times are reported from the computer aided dispatch (CAD) data. <sup>e</sup> SA: Prior to 2006-07 code 1 response times were calculated on all responses to category 1 and 2 cases and based on patient case cards. Code 1 response times for 2006-07 are now calculated from 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.

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### *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 9.21).

**Box 9.21 State-wide response times**

‘State-wide response times’ is defined as described in box 9.19, for state-wide responses.

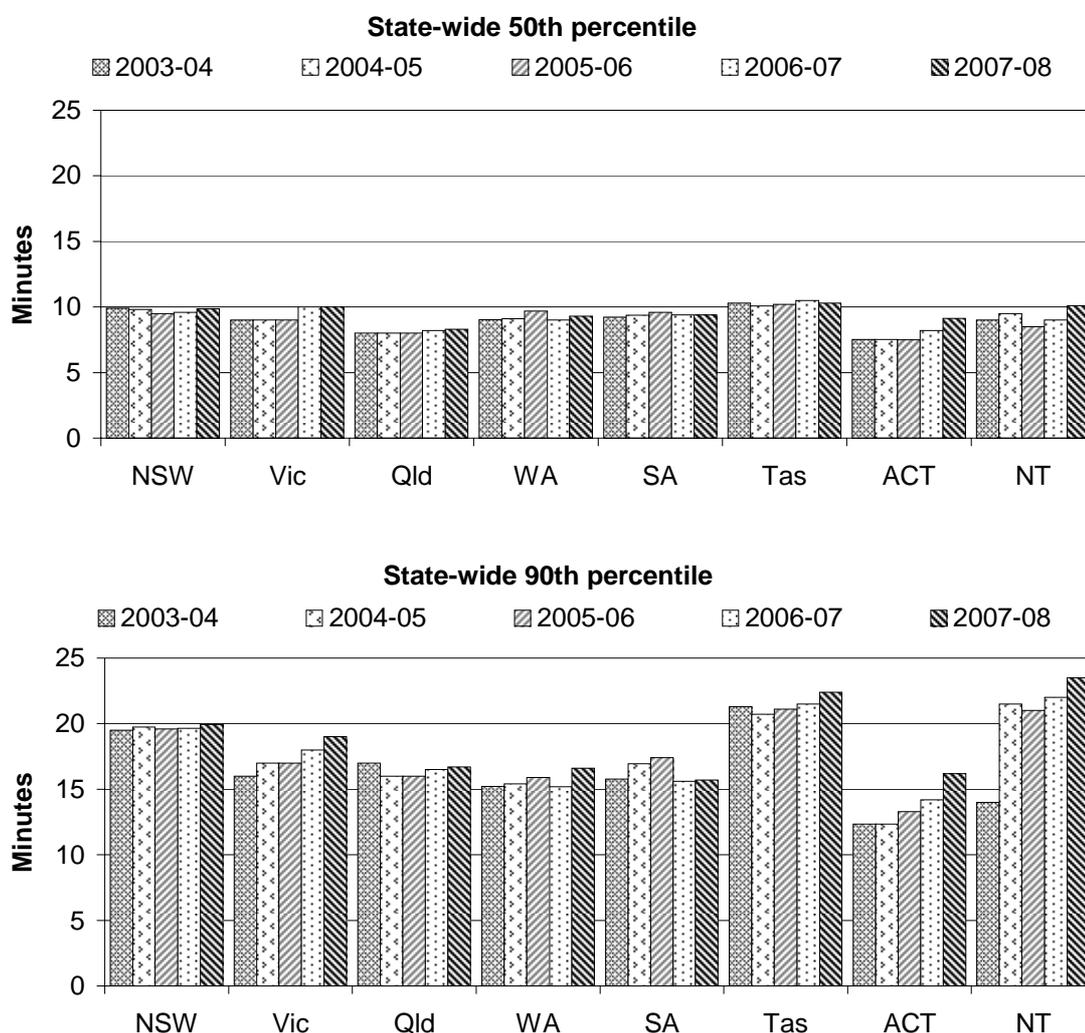
Shorter, or reducing, response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

Data for this indicator are not directly comparable.

Nationally, 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 was around 9.5 minutes (an estimated midpoint only). 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 was around 19 minutes (an estimated midpoint only) (figure 9.28).

State-wide response times within jurisdictions remained relatively steady between 2003-04 and 2007-08 (table 9A.29).

Figure 9.28 Ambulance response times, state-wide<sup>a, b, c, d, e, f</sup>



<sup>a</sup> Response times commence from the following time points: Vic (RAV) receipt of call; Vic (MAS), SA and Tas first key stroke; NSW, Qld (QAS) 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 2003-04 to 2006-07 response times commenced from incident creation. Therefore, ACT data across years are not directly comparable. <sup>b</sup> NSW: Did not triage emergency calls prior to 2005-06. Results for code 1 cases represent '000' and urgent medical incidents. <sup>c</sup> Vic: Data are incomplete for both 2003-04 and 2004-05 due to industrial action in the months of June and July 2004. The basis of response time reporting changed in 2007-08 and results are not directly comparable with previous years. <sup>d</sup> Qld: Casualty room attendances are not included in response count and, therefore, are not reflected in response times data. Response times are reported from the computer aided dispatch (CAD) data. <sup>e</sup> SA: Prior to 2006-07 code 1 response times were calculated on all responses to category 1 and 2 cases and based on patient case cards. Code 1 response times for 2006-07 are now calculated from 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. <sup>f</sup> Tas: The highest proportion of population is in small rural areas, relative to other jurisdictions, which increases average response times.

Source: State and Territory governments (unpublished); table 9A.29.

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### *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 9.22). Data for this indicator were not available for the 2009 Report.

**Box 9.22 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 9.23).

**Box 9.23 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 9.24).

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**Box 9.24 Clinical incidents**

‘Clinical incidents’ is broadly defined as an adverse event that occurs because of ambulance service deficiencies and which results 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.

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 outcomes section of this chapter).

*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 9.25).

**Box 9.25 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.

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### *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 9.26). No data were available for the 2009 Report.

#### **Box 9.26 Continuity of care**

'Continuity of care' has been potentially 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 9.27).

#### Box 9.27 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.

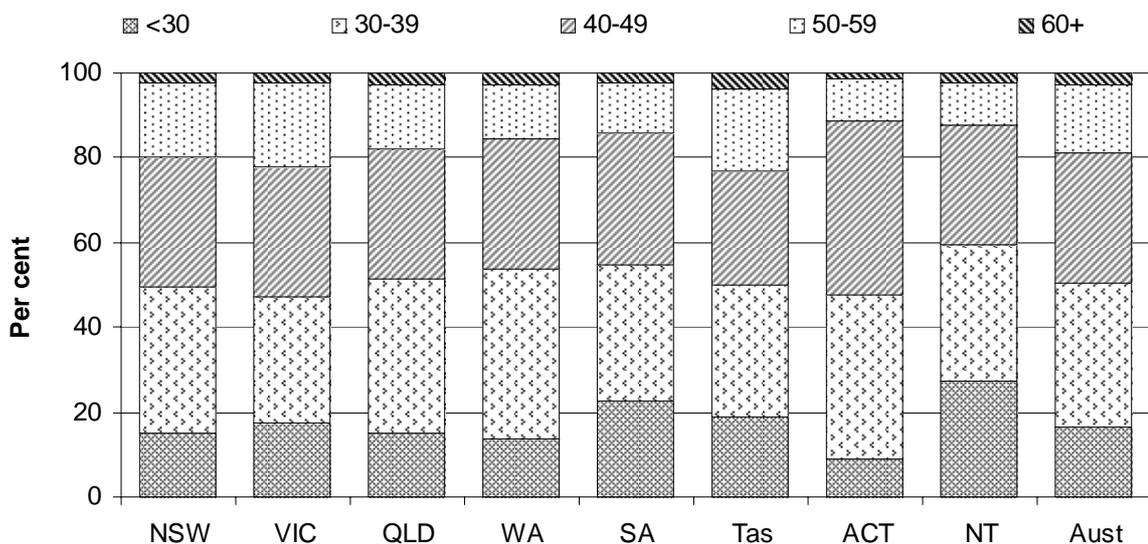
The smaller the proportion of the workforce who are in the younger age groups and/or the larger the proportion who are closer to retirement, the more likely sustainability problems are to arise in the coming decade as the older age group starts to retire.

A three year time series may be available for the 2010 Report.

Data for this indicator are not strictly comparable.

The age profile of the ambulance workforce for each jurisdiction is shown in figure 9.29. Nationally, around 81 per cent of the ambulance workforce were aged under 50, in 2007-08.

Figure 9.29 Ambulance workforce, by age group, 2007-08



Source: State and Territory governments (unpublished), table 9A.25.

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### Staff attrition

‘Staff attrition’ is an indicator of governments’ objective to deliver sustainable ambulance services (box 9.28).

#### Box 9.28 Staff attrition

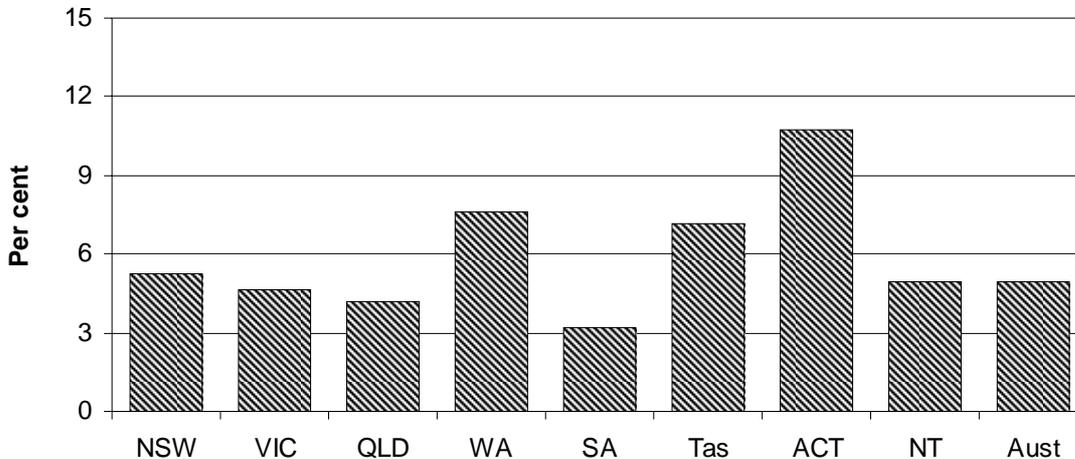
‘Staff attrition’ is defined as level of attrition in the operational workforce. It is calculated as the number of FTE employees who exit the organisation as a proportion of the number of FTE employees. It is based on staff FTE defined as ‘operational positions where paramedic qualifications are either 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 9.30. Nationally, staff attrition was 4.9 per cent in 2007-08.

Figure 9.30 Ambulance staff attrition, 2007-08



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,

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climate, and population dispersal may affect costs of infrastructure and numbers of service delivery locations per capita.

### *Expenditure per person*

‘Expenditure per person’ is an indicator of governments’ objective to deliver efficient ambulance services (box 9.29).

#### **Box 9.29 Expenditure per person**

‘Expenditure per person’ is defined as ambulance service organisation expenditure per person. Expenditure, and funding, per person is employed as a proxy for efficiency. Two measures are reported:

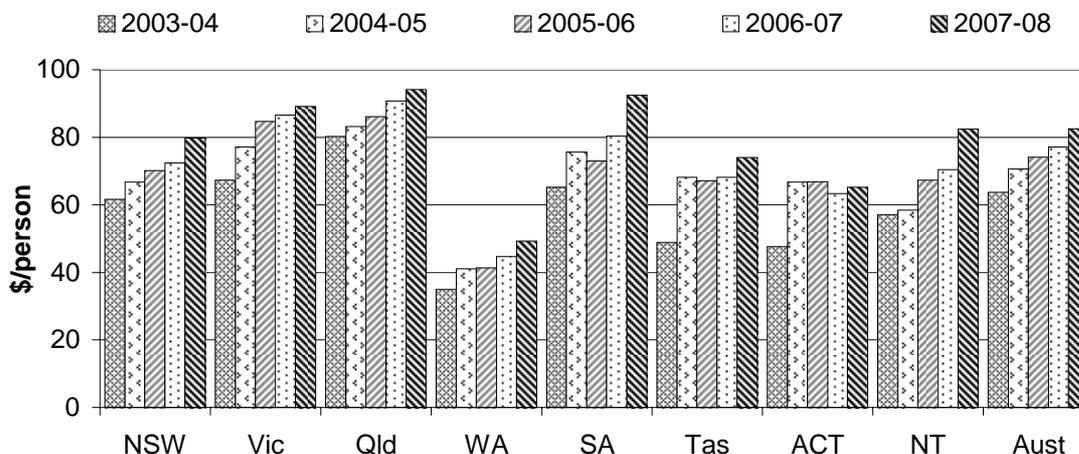
- total expenditure on ambulance service organisations per person — this measure indicates efficiency of use of resources from all sources
- total government grants and indirect government funding of ambulance service organisations per person — this measure indicates efficiency of use of resources from 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 \$82.46 in 2007-08 (figure 9.31).

**Figure 9.31 Ambulance service organisations expenditure per person (2007-08 dollars)<sup>a, b, c</sup>**

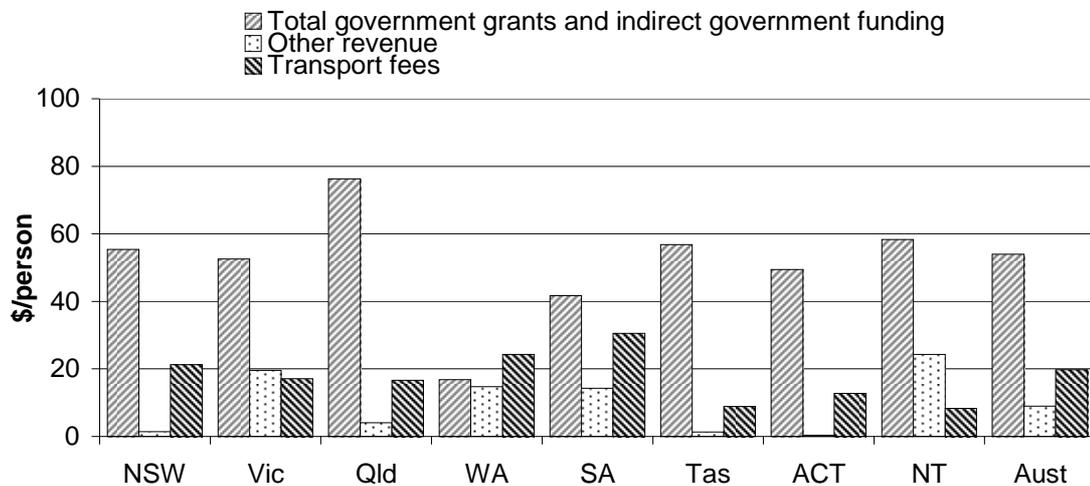


<sup>a</sup> Non-government revenue is now termed other revenue because some items in this category (for example, Veterans' Affairs) are not strictly non-government. Data have been adjusted to 2007-08 dollars using the gross domestic product (GDP) price deflator (2007 08 = 100) (table AA.26). <sup>b</sup> Historical rates in this figure may differ from those in previous Reports, as historical population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2007 is used as the denominator for 2007-08. <sup>c</sup> For 2005-06 and later years, the ACT Ambulance Service data has been collated using the new Emergency Services Agency Capability Model, which utilises a different cost attribution model for shared costs across the Emergency Services Agency. Therefore, the financial figures for 2005-06 and later years cannot be directly compared with those of previous years.

Source: State and Territory governments (unpublished); tables 9A.32 and AA.2.

Nationally, total government grants and indirect government funding of ambulance service organisations per person was \$53.93 in 2007-08 (figure 9.32).

Figure 9.32 **Sources of ambulance service organisations revenue per person, 2007-08<sup>a</sup>**



<sup>a</sup> Other revenue is equal to the sum of subscriptions, donations and miscellaneous revenue.

Source: State and Territory governments (unpublished); tables 9A.33 and AA.2.

### *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 9.30).

#### **Box 9.30 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 2009 Report.

### *Outcomes*

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

### *Cardiac arrest survived event rate*

‘Cardiac arrest survived event rate’ is an indicator of governments’ objective to deliver effective ambulance services (box 9.31).

### Box 9.31 Cardiac arrest survived event rate

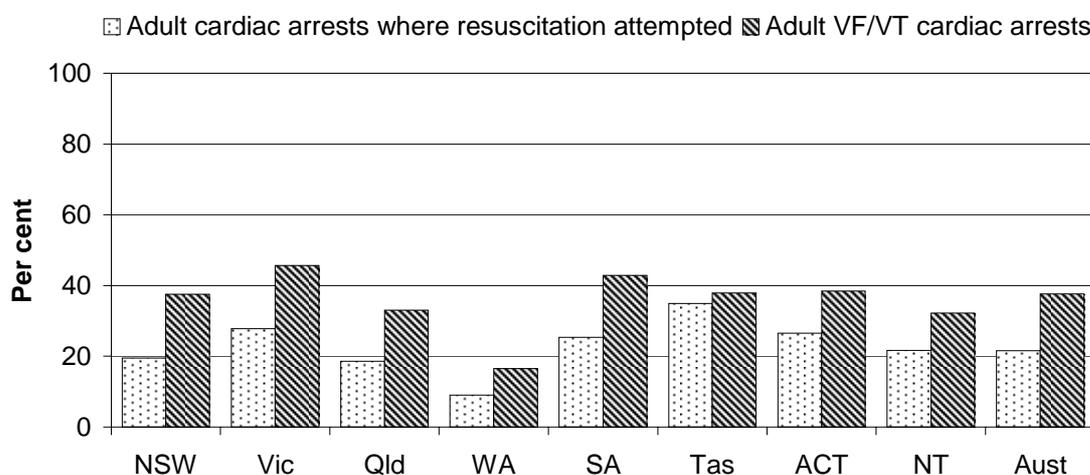
'Cardiac arrest survived event rate' is defined as the percentage of patients aged 16 years and over who: were in cardiac arrest (excluding paramedic witnessed); where any chest compressions and/or defibrillation was undertaken by ambulance/EMS personnel; and who have a return to spontaneous circulation (ROSC) on arrival at hospital. A further 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.

A higher or increasing rate is a desirable outcome.

Data for this indicator are not directly comparable.

The survival rate from out-of-hospital witnessed cardiac arrests varied across jurisdictions in 2007-08 (figure 9.33). Available data on the further breakdown of this indicator are reported in table 9A.28.

Figure 9.33 Cardiac arrest survived event rate, 2007-08<sup>a, b, c, d</sup>



<sup>a</sup> Rates are the percentage of patients aged 16 years or over who were in out-of-hospital cardiac arrest (excluding paramedic witnessed) for: (1) all adult cardiac arrests where any chest compressions and/or defibrillation was undertaken by ambulance/EMS personnel, where the patient has a return of spontaneous circulation (ROSC) on arrival at hospital; and (2) adult VF/VT cardiac arrests (a further breakdown of cardiac arrest data) the arrest rhythm on the first ECG assessment was either Ventricular Fibrillation or Ventricular Tachycardia, where the patient has a ROSC on arrival at hospital. For the out of hospital setting survived event means sustained ROSC with spontaneous circulation until administration and transfer of care to the medical staff at the receiving hospital (Jacobs, et al. 2004). Note that this does not reflect the proportion of patients who will survive to be discharged from hospital alive. <sup>b</sup> Vic: excludes patients with unknown rhythm on arrival at hospital. <sup>c</sup> WA: data are provided for the capital city only. <sup>d</sup> Tas: For 2007-08 VF/VT arrests is for two out of three regions only as no rhythm was recorded in the remaining region.

Source: State and Territory governments (unpublished); table 9A.28.

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### *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 9.32).

**Box 9.32 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 2009 Report.

### *Pain management*

‘Pain management’ has been identified for development as an indicator of governments’ objective to deliver effective ambulance services (box 9.33).

**Box 9.33 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 2009 Report.

### *Level of patient satisfaction*

‘Level of patient satisfaction’ is an indicator of governments’ objective to deliver responsive ambulance services (box 9.34). The performance of ambulance service organisations can be measured in terms of the satisfaction of those people who directly used the service.

### Box 9.34 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 2008).

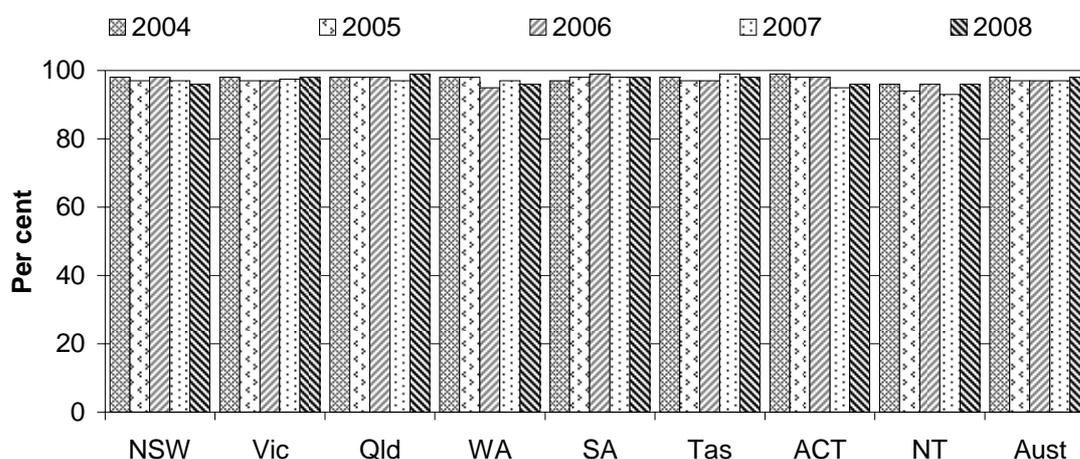
A higher level or increase in the proportion of patients who were either 'satisfied' or 'very satisfied' suggests greater success in meeting patient needs.

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 2004 to 2008 were collected by jurisdictions and collated by the CAA. The CAA survey obtained 4339 usable responses nationally from patients who used an ambulance service in 2008 (table 9A.30). The estimated satisfaction levels for ambulance patients were similar across all jurisdictions and all years (figure 9.34).

Figure 9.34 Proportion of ambulance users who were satisfied or very satisfied with the ambulance service<sup>a</sup>



<sup>a</sup> Based on a survey of people who used an ambulance service in the previous 12 months. Jurisdictions conducted the surveys at various times during each year.

Source: CAA 2004–08 *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.

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Specifically, performance indicators for fire, road 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 agency and jurisdiction across Australia. Full coverage may have to be achieved progressively after reporting has commenced. The key landscape fires performance measures likely to be included in the report are:

- landscape fire deaths per 100 000 people
- landscape fire injuries per 100 000 people.

Two further measures are also under development for potential future reporting. These descriptive measures may subsequently be further developed into performance indicators:

- number of primary dwellings impacted by wildfire
- total number of hours by volunteers on wildfire suppression.

## **Road rescue events**

Previous editions of this chapter have provided road rescue information on the number of road rescue incidents and the number of events in which extrications occurred. The next challenge for this chapter is to demonstrate the cost, benefits and value of the full range of emergency risk management services related to road transport accidents. This, combined with data in other chapters, will provide a more comprehensive picture of the strategies and programs delivered by governments to reduce the impact of road transport accidents.

Using the prevention–mitigation, preparedness, response and recovery framework applied in emergency management, these services could include:

- prevention of road crashes through community safety campaigns, regulation and law enforcement
- preparedness through safety engineering, vehicle technology and occupant protection (to reduce the severity of incidents)
- response, including emergency management services

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- recovery, including work to reopen roadways, repair vehicles and rehabilitate patients.

### **Ambulance events**

Specific ambulance event reporting in the next few years will focus upon further developing the newly agreed indicators. This will entail developing and implementing data collections for some, whilst refining those that already have data reported, and continuing to work towards increasing 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 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. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status).

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## **New South Wales Government comments**



The NSW Government continues its commitment to reducing death and injury, and the social, economic and environmental impacts of emergencies by a clear and tangible commitment to excellence in emergency risk management. In 2007-08 NSW commenced work on 70 new mitigation projects worth more than \$16.5 million. When complete, the projects will reduce vulnerability across the spectrum of natural hazards by reducing casualties, increasing community resilience and reducing damage to essential infrastructure. This brings the number of NSW mitigation projects completed or underway in the last 5 years to 277, and the combined value to more than \$45 million.

The Ambulance Service of NSW (ASNSW) is one of the largest ambulance services in the world, with demand for services increasing by 8 per cent per annum since 2002-03 to more than 1.1 million calls for assistance in 2007-08. During 2007-08 the ASNSW completed the consolidation of Sydney based Emergency Medical Services (EMS) helicopters at Bankstown Airport and extended the Wollongong EMS helicopter to 24 hour operation.

During 2007-08 the NSW Rural Fire Service (NSWRFS) continued to reduce community vulnerability to bushfires through ongoing implementation of risk mitigation strategies. These included assessing development applications for new construction and renovations in bushfire prone areas, and fuel management and community education activities as part of the Urban Interface Bush Fire Mitigation Plan. The NSWRFS also finalised an asset inventory of all its Brigade Stations and Fire Control Centres. The NSW Fire Brigades' operational capabilities were enhanced during 2007-08 with the opening of Castle Hill fire station and completion of major renovations of six fire stations. The proportion of NSW homes with smoke alarms increased from 87 per cent to 93 per cent underpinned by legislation and reinforced by community education. Firefighters conducted more than 10 000 visits to schools to deliver safety education and to seniors' homes to install smoke alarms or check batteries. They also delivered nearly 2 000 workplace emergency management training courses to more than 25 000 participants from external organisations.

After the significant June 2007 Hunter and Central Coast storms and floods, the SES collected post-event data to inform the review of flood planning, warning systems, and community education. The NSW State Flood Sub-plan and 18 Local Flood Sub-plans were revised. The SES contributed to 52 local government Emergency Risk Management Studies and also completed 41 risk assessments for proposed major developments on floodplains. A risk audit of 59 flood protection levees in NSW and a NSW Tsunami Risk Assessment Scoping Study were completed. In addition, the SES launched a web-based online Business FloodSafe planning resource and completed development of a Home FloodSafe resource for the general community. Training resource kits were produced to support the development of SES volunteers in community education and media management at the local level.



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## Victorian Government comments

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The start of July 2007 saw Gippsland continue its recovery from the floods caused by the heavy rain in the previous month and compounded by damage to the landscape caused by the extensive fires throughout north east Victoria earlier in the year. The region experienced further heavy rainfalls and flooding in November, although less severe than the floods in June.

A significant chemical warehouse fire occurred in West Melbourne on 22 December 2007. Concerns of community members were brought to the attention of the Emergency Services Commissioner, who initiated a number of community meetings and a forum involving local residents and emergency service agencies. Drawing on learnings from major bushfire events, opportunities for improvement in emergency management and community warning were identified for incorporation into future emergency responses within Victoria.

Southern Victoria experienced a severe windstorm on 2 April 2008 with maximum gusts around 150 km/h. The most significant impacts were in the Melbourne area with sustained power disruptions affecting 660 000 customers. Over 5300 requests for assistance were received by the Victoria State Emergency Service with all tasks completed by 6 April 2008. The Minister for Energy and Resources and the Minister for Police and Emergency Services requested the Emergency Services Commissioner to undertake a review of the whole of government management of this event.

On 1 July 2008, the Victorian Government created Ambulance Victoria, a single state-wide ambulance service incorporating the previous three services; Metropolitan Ambulance Service, Rural Ambulance Victoria and the Alexandra District Ambulance Service.

The single state-wide service ensures a model of service delivery that overcomes boundaries to ensure communities receive an equitable ambulance service, in terms of both access and outcomes. The consequential increase in financial base provides for the most appropriate resource allocation and greater flexibility to respond to changing environments and community expectations.

The Victorian Government announced in the 2008 State Budget a \$185.7 million investment to boost ambulance services. Major initiatives include two new medical helicopters and new or expanded ambulance services based in 59 towns and suburbs across Victoria. An additional 258 paramedics are being recruited across Victoria to address growing caseload and response time performance, and to provide station officers in rural branches with time off roster to undertake their responsibilities.

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## Queensland Government comments



Queensland continues to focus resources on front-line service delivery and operational excellence in an environment of increasing demand for emergency services.

In 2007-08 major internal reviews of Queensland's ambulance and fire and rescue services recommended several strategies to direct more resources to front-line service delivery to deal with significant challenges ahead.

Review recommendations complemented existing strategies focusing on strengthening Queensland communities and protecting our environment.

Employment of additional paramedics enhanced the ambulance service's ability to respond to emergency incidents and continuing strong growth in demand. In 2007-08 an additional 286 ambulance officers were employed.

In 2007-08, our paramedics attended 14 356 more Code 1 incidents in less than 10 minutes than in 2006-07. Queensland's ambulance service increased the survival rate of out-of-hospital cardiac arrest victims by almost 10 per cent.

The Community Ambulance Cover ensures Queensland residents have access to emergency ambulance cover and medically authorised non-emergency transport at no cost to the patient both within Queensland and Australia.

In 2007-08, the fire and rescue service responded to 70 145 incidents involving fires, road accidents and other rescues, and chemicals and hazardous materials.

Response time performance continued to improve in 2007-08, with the fire and rescue service reaching half of all reported structure fires within 6.8 minutes.

The proportion of Queensland homes protected by operational smoke alarms increased to 87.6 per cent. In the coming year the fire and rescue service will oversee a major upgrade in fire alarm monitoring systems in almost 7 000 Queensland buildings.

Queensland's emergency management service provided leadership for Queensland's response to the Equine Influenza outbreak in late 2007.

It also coordinated emergency services responses to severe weather events between August 2007 and March 2008, including floods in Mackay and Emerald.

The SES is a volunteer organisation that assists Queensland communities in times of emergency and disaster. Along with Rural Fire Service volunteers, honorary ambulance officers and community first responders, these 41 655 Queenslanders provide a front line of protection for their communities.

In March 2008 Queensland began rolling out its new Emergency Services Computer-Aided Dispatch system (ESCAD), further enhancing operational service delivery. ESCAD provides a single emergency response and dispatch system for ambulance and fire and rescue services.

Queensland continues to receive world-class emergency services in an operating environment where demand for services is increasing dramatically.



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## Western Australian Government comments

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Western Australia's expansive land area, topography and population dispersed across rural and remote regions provide a challenging context for the delivery of emergency services. In addition, the potential impacts of climate change, continued population growth and a booming economic climate are expected to increase pressure on the capacity to deliver emergency services.

A focus on futures planning, to inform evidence based decision making and long term flexibility, has been a priority for the Fire and Emergency Services Authority (FESA) during 2007-08. Future direction includes flexible recruitment and retention, the promotion of volunteering, integration of technology, ongoing research and improved collaboration with other emergency service providers.

In 2007-08, FESA received industry recognition for prevention and mitigation including tsunami impact modelling, the use of geospatial technology to support emergency management and fire management guidelines for rangeland areas.

Two significant Department of Environment and Conservation incidents required a multi-agency response. The Fitzgerald National Park bushfire, in the Great Southern region, took more than a week to suppress and burnt approximately 38 000 hectares. Tragically, the fire in the Goldfields Boorabin National Park, claimed three lives, burning more than 30 000 hectares over a six day period.

Water bombing aircraft played a critical role in reducing the impact of bushfires. The trial of a large capacity, long range helicopter for both aerial suppression and logistical support to semi-rural and remote rural locations was extremely successful. The aircraft was deployed to support Helitac water bombers in the metropolitan area and to ferry operational personnel to the Fitzgerald National Park fire, reducing transfer times from several hours to 15 minutes.

State Emergency Service volunteers were also busy with a response to Tropical Cyclone Nicholas in February 2008 which resulted in localised flooding in the Gascoyne, Murchison and Goldfields areas. Volunteers provided more than 15 600 hours to assist communities with flooding and storm damage.

Road ambulance services are delivered by non-government suppliers for most of the State with St John Ambulance Australia the principal provider.

Ambulance services in rural communities are largely dependent on volunteers with almost 3000 volunteers participating as ambulance operatives and in operational and corporate support capacities.

WA reported a 4.8 per cent increase in the number of incidents, higher than the rate of population growth. As a result, 2007-08 saw an increase in code 1 response times compared with the previous year. Hospital bed block and ambulance ramping have also contributed to increased response times.

Essential air ambulance coverage is provided by the Royal Flying Doctor Service's 11 fixed wing aircraft and Rescue One, the FESA Emergency Response Rescue Helicopter Service.

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## South Australian Government Comments



To improve public safety the 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 2007-08 including:

- implementing the Deputy Coroner's Wangary Bushfire Recommendations
- reviewing the *Fire and Emergency Services Act 2005*
- commencing the targeted implementation of the National Emergency Management Strategy for Remote Indigenous Communities.

Major emergency management initiatives for 2008-09 include:

- implementing government-agreed changes from the 2008 Review of the *SA Fire and Emergency Services Act 2005*
- implementing the COAG-agreed action from reviews of natural disaster management, bushfires and catastrophic disasters
- implementing new emergency management arrangements at regional level.

SA Ambulance Service highlights for 2007-08 included:

- launching a new service delivery model *Defining the road ahead: Service Delivery Model (2008–15)* including 27 new service delivery initiatives
- piloting the Single Paramedic Response INTervention team
- 98 per cent of patients being satisfied or very satisfied with the service level
- introducing the Regional Sponsored Degree Program — a recruitment and education initiative to attract staff to country ambulance stations
- launching a new 000 awareness campaign targeting country communities
- achieving eight of 12 SA Government safety performance targets
- revising the Paramedic Intern Development Program to provide more practical training to interns and increasing intakes from two to three a year.

Fire, emergency and ambulance service initiatives for 2008-09 include:

- participating in the SA Computer Aided Dispatch project to provide new computer aided dispatch systems
- promoting long-term retention and recruitment of volunteers
- working closely with the CAA and the AFAC 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.

Unlike some other jurisdictions, Tasmania's data includes information on both urban and rural fire and ambulance service performance and counts all "call taking" time in response measurements. 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.

The Tasmania Fire Service (TFS) comprises four career brigades and 231 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.

The TFS continues to deliver a broad range of programs to assist at-risk sectors of the community to prevent fires and minimise the impact of fires that occur. Figures indicate that fire-prevention programs targeting at-risk households are particularly effective, with significant decreases in house fire rates experienced over the last ten years.

The Tasmanian Ambulance Service (TAS) provides emergency ambulance care, transport services and a non-emergency patient transport service. In addition, TAS provides fixed-wing and helicopter aero-medical services. Tasmania successfully transferred the urban road crash rescue function from the ambulance service to the fire service in 2006-07 so this is the first year that TAS includes no road rescue data. The State Emergency Service continues to provide rural road rescue services from 23 of its 29 units.

Tasmania is currently the only state that provides a free 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 announced that it will review future ambulance funding arrangements next financial year and it has continued to increase ambulance staffing levels to improve services in both urban and rural areas.

Tasmania recorded one of the highest levels of ambulance patient satisfaction of all the states. This factor reflects positively on its ambulance personnel.

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## **Australian Capital Territory government comments**

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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 services.

The ACT ESA provides services across a broad geographic base to encompass the Bush Capital Planning Model. This geographic spread increases costs substantially in comparison to higher urban density areas to meet benchmark response standards. The data are not fully comparable across jurisdictions and should be interpreted with caution.

Over the past twelve months the ESA has continued to foster the ‘all hazards all agencies’ approach to delivering emergency services and emergency management for the ACT and surrounding region. These arrangements were put to the test during the major ICMEX exercise ‘Capital Impact’ in November 2007 which was a tactical response exercise involving CBR and USAR incidents.

The Operational capability of the ESA was further improved or enhanced through the continued work of the following key projects:

- continuing commitment to the operation of Snowy Hydro Southcare aeromedical services with NSW
- motor Fleet cyclical replacement program funded by the government
- significant training initiatives to further staff and volunteer capabilities
- undertaking a strategic station relocation feasibility study
- continued work on the planning and relocation to a purpose built emergency services headquarters building incorporating all the operational services and support functions
- expansion of the highly successful Community Fire Unit program.

The Media and Community Information unit provided the ACT community with emergency information and education on preparing for emergency situations. This was achieved by engaging with the media, Canberra Connect and community groups providing regular information updates on websites and attending community events. The Media and Community Information unit coordinated key community education campaigns including ‘Clean Up Your Backyard’ and ‘Change Your Smoke Alarm Battery’ along with the ‘Winter Fire Safety Campaign’.

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## Northern Territory government comments

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The Northern Territory Government continues its commitment to ensuring safer communities and providing excellent risk management and emergency response services. During 2007-08 the NT made significant steps forward with its emergency management and response capability.

A second year of record bad fire weather lead to fires over 242 000 km<sup>2</sup> in the rural urban interface increasing emphasis on the use of aircraft for fire suppression. This included, for the first time, fixed-wing water bombing which was instrumental in saving dozens of residential properties and rural assets.

In order to address the growing concern that better fire management will only be achieved by broad scale human behavioural change, a wide ranging interactive fire management website *Burning Issues* has been launched for middle school students.

New fire fighting appliances were purchased for the remote communities of Elliott and Timber Creek. These vehicles greatly enhance the emergency response capacity of the volunteer units in those areas and provide each of these communities with the latest in fire fighting and road crash rescue equipment.

The NT capacity to respond to an Urban Search and Rescue (USAR) incident has also improved with almost \$1 million being spent on the latest in search and rescue equipment. A total of 29 people have now received Category 2 training in USAR and USAR skills maintenance training occurs annually.

A new School Based Education Program was launched during the reporting period for children living in remote communities. The Program is aimed at Indigenous children and has been developed in a culturally appropriate way. The Program, known as Smart Sparx, was widely accepted by remote schools and is currently enjoying considerable success. The Program recently won this year's NT Safer Communities Award sponsored by Emergency Management Australia, and others and is a finalist in the National award.

The Northern Territory Emergency Services (NTES) co-ordinated the response to Cyclone Helen, a category 2 cyclone which hit Darwin and its environs in January 2007. The multi agency response involved the deployment of survey teams and a number of government agencies into the Emergency Operations Centre. The event tested the Emergency Operations Centre and the cyclone preparedness procedures of all agencies involved.

A budget increase was approved for NTES to enable the employment of a further three staff who were located in the Katherine and Darwin Regions.

The NT will continue with its all hazards approach to emergency management and preparedness to ensure it provides an effective and appropriate response under all circumstances, including natural disasters and other catastrophic events.

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## 9.8 Definitions of key terms and indicators

<b>Ambulance community first responders</b>	A type of volunteer that provide an emergency response (with no transport capacity) and first aid care before the ambulance arrival.
<b>Ambulance service response times</b>	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: <ul style="list-style-type: none"><li>• code 1 — responses to potentially life threatening situations using warning devices</li><li>• code 2 — responses to acutely ill patients (not in life threatening situations) where attendance is necessary but no warning devices are used.</li></ul>
<b>50<sup>th</sup> percentile ambulance service response times</b>	The time within which 50 per cent of emergency (code 1) incidents are responded to.
<b>50<sup>th</sup> percentile fire service response times</b>	The time within which 50 per cent of first fire resources respond.
<b>90<sup>th</sup> percentile ambulance service response times</b>	The time within which 90 per cent of emergency (code 1) incidents are responded to.
<b>90<sup>th</sup> percentile fire service response times</b>	The time within which 90 per cent of first fire resources respond.
<b>Alarm notification not involving fire</b>	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.
<b>Ambulance expenditure</b>	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.
<b>Ambulance incident</b>	An event that results in one or more responses by an ambulance service.
<b>Ambulance non-government revenue</b>	Includes revenue from subscription fees, transport fees, donations and other non-government revenue. Excludes funding revenue from Australian, State and local governments.
<b>Ambulance patient</b>	A person assessed, treated or transported by the ambulance service.
<b>Ambulance personnel</b>	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.
<b>Ambulance response</b>	A vehicle or vehicles sent to an incident. There may be multiple responses/vehicles sent to a single incident.

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<b>Ambulance services</b>	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.
<b>Availability of ambulance officers/paramedics</b>	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.
<b>Cardiac arrest survived event rate</b>	For the out of hospital setting, survived event rate means sustained return of spontaneous circulation (ROSC) with spontaneous circulation until administration and transfer of care to the medical staff at the receiving hospital (Jacobs, et al. 2004)
<b>Emergency ambulance response</b>	An emergency ambulance response (code 1) to a pre-hospital medical incident or accident (an incident that is potentially life threatening) that necessitates the use of ambulance warning (lights and sirens) devices.
<b>Events in which extrication(s) occurred</b>	An event in which the assisted removal of a casualty occurs. An incident with multiple people extricated is counted the same as an incident with one person extricated.
<b>Extrication</b>	Assisted removal of a casualty.
<b>False report</b>	An incident in which the fire service responds to and investigates a site, and may restore a detection system.
<b>Fire death</b>	A fatality where fire is determined to be the underlying cause of death. This information is verified by coronial information.
<b>Fire death rate</b>	The number of fire deaths per 100 000 people in the total population.
<b>Fire expenditure</b>	Includes salaries and payments in the nature of salaries to fire personnel, capital expenditure (such as depreciation and the user cost of capital) and other operating expenditure (such as running expenditure, training expenditure, maintenance expenditure, communications expenditure, provision for losses and other recurrent expenditure). Excludes interest on borrowings.
<b>Fire incident</b>	A fire reported to a fire service that requires a response.
<b>Fire injury</b>	An injury resulting from 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.
<b>Fire injury rate</b>	The number of fire injuries per 100 000 people in the total population.
<b>Fire personnel</b>	Any person employed by the fire service provider who delivers a firefighting or firefighting-related service, or manages the delivery of this service. Includes paid and volunteer firefighters and support personnel.

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<b>Fire safety measure</b>	<ul style="list-style-type: none"> <li>• Operational smoke alarm or detector</li> <li>• Fire sprinkler system</li> <li>• Safety switch or circuit breaker</li> <li>• Fire extinguisher</li> <li>• Fire blanket</li> <li>• Fire evacuation plan</li> <li>• External water supply</li> <li>• The removal of an external fuel source</li> <li>• External sprinkler</li> <li>• Other fire safety measure.</li> </ul>
<b>Indirect revenue</b>	All revenue or funding received indirectly by the agency (for example, directly to Treasury or other such entity) that arises from the agency's actions.
<b>Landscape fires</b>	Vegetation fires (for example, bush, grass, forest, orchard and harvest fires), regardless of the size of the area burnt.
<b>Median dollar loss per structure fire</b>	The median (middle number in a given sequence) value of the structure loss (in \$'000) per structure fire incident.
<b>Non-urgent ambulance response</b>	A non-urgent response (code 3 and code 4) by required ambulance or patient transport services that does not necessitate the use of ambulance warning devices (lights and sirens).
<b>Non-structure fire</b>	A fire outside a building or structure, including fires involving mobile properties (such as vehicles), a rubbish fire, a bushfire, grass fire or explosion.
<b>Other incident</b>	<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"> <li>• overpressure ruptures (for example, steam or gas), explosions or excess heat (no combustion)</li> <li>• rescues (for example, industrial accidents or vehicle accidents)</li> <li>• hazardous conditions (for example, the escape of hazardous materials)</li> <li>• salvages</li> <li>• storms or extreme weather.</li> </ul>
<b>Response locations (ambulance)</b>	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.
<b>Response time</b>	The interval between the receipt of the call at the dispatch centre and the arrival of the vehicle at the scene (that is, when the vehicle is stationary and the handbrake is applied).
<b>Road rescue</b>	An accident or incident involving a motor vehicle and the presumption that there are injuries or that assistance is required from emergency services organisations.

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<b>Staff attrition (ambulance)</b>	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'.
<b>Structure fire</b>	A fire inside a building or structure, whether or not there is damage to the structure.
<b>Structure fire contained to object or room of origin</b>	A fire where direct fire/flame is contained to the room of origin (that is, excludes wildfires and vehicle fire in unconfined spaces). A room is an enclosed space, regardless of its dimensions or configuration. This category includes fires in residential and non-residential structures.
<b>Urgent ambulance response</b>	An urgent (code 2) undelayed response required (arrival desirable within 30 minutes) that does not necessitate the use of ambulance warning devices (lights and sirens).
<b>User cost of capital</b>	The opportunity cost of funds tied up in the capital used to deliver services. Calculated as 8 per cent of the current value of non current physical assets (including land, plant and equipment).
<b>Volunteer (ambulance)</b>	<p>Remunerated volunteer ambulance operatives: all personnel who volunteer their availability, however are remunerated in part for provision of an ambulance response (with transport capability).</p> <p>Non-remunerated volunteer ambulance operatives: 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>Non remunerated volunteer operational and corporate support staff: 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>
<b>Volunteer (fire)</b>	<p>Volunteer firefighters: 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>Volunteer support staff: 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>
<b>Volunteer (S/TES)</b>	Staff of S/TES organisations that do not receive payment for their services other than reimbursement of 'out of pocket expenses'.
<b>Workforce by age group</b>	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).

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## 9.9 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 CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

### Fire events

<b>Table 9A.1</b>	Major sources of fire service organisations' revenue (2007-08 dollars)
<b>Table 9A.2</b>	Reported fires and other primary incidents attended to by fire service organisations (no.)
<b>Table 9A.3</b>	Fire service organisations and land management agencies reported total landscape fires (bush and grass) incidents
<b>Table 9A.4</b>	Accidental residential structure fires reported to fire service organisations per 100 000 households
<b>Table 9A.5</b>	Fire service organisations' human resources
<b>Table 9A.6</b>	Fire deaths
<b>Table 9A.7</b>	Fire injuries
<b>Table 9A.8</b>	Median dollar loss per structure fire (2007-08 dollars)
<b>Table 9A.9</b>	Property loss from structure fire (2007-08 dollars per person)
<b>Table 9A.10</b>	Fire incidents attended by fire service organisations per 100 000 people
<b>Table 9A.11</b>	Household preparedness for emergencies, October 2007
<b>Table 9A.12</b>	Households with a smoke alarm or smoke detector installed
<b>Table 9A.13</b>	Response times to structure fires, state-wide (minutes)
<b>Table 9A.14</b>	Structure fires and response times to structure fires, by geographic areas
<b>Table 9A.15</b>	Structure fires contained to the object or room of origin (per cent)
<b>Table 9A.16</b>	Fire service organisations' costs (\$'000) (2007-08 dollars)
<b>Table 9A.17</b>	Fire service organisations' expenditure per person (2007-08 dollars)
<b>Table 9A.18</b>	Fire service organisations' funding per person (2007-08 dollars)

### Road rescue events

<b>Table 9A.19</b>	Reported road rescue incidents (number)
<b>Table 9A.20</b>	Reported road rescue extrications (number)

### SES/TES services

<b>Table 9A.21</b>	S/TES volunteer human resources (number)
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### **Ambulance events**

<b>Table 9A.22</b>	Major sources of ambulance service organisations revenue (2007-08 dollars)
<b>Table 9A.23</b>	Reported ambulance incidents, responses, patients and transport
<b>Table 9A.24</b>	Ambulance service organisations' human resources
<b>Table 9A.25</b>	Ambulance service organisations' human resources, operational workforce, by age group and attrition, 2007-08
<b>Table 9A.26</b>	Ambulance assets (number)
<b>Table 9A.27</b>	Ambulance stations and locations, by staff type
<b>Table 9A.28</b>	Cardiac Arrest Survived Event Rate
<b>Table 9A.29</b>	Ambulance code 1 response times (minutes)
<b>Table 9A.30</b>	Satisfaction with ambulance service organisations
<b>Table 9A.31</b>	Ambulance service costs (\$'000) (2007-08 dollars)
<b>Table 9A.32</b>	Ambulance service organisations' expenditure per person (2007-08 dollars)
<b>Table 9A.33</b>	Ambulance service organisations' revenue per person (2007-08 dollars)

### **Contextual and other information**

<b>Table 9A.34</b>	Communications and dispatching systems
<b>Table 9A.35</b>	Selected fire risk management/mitigation strategies
<b>Table 9A.36</b>	Prevention activities of fire service organisations
<b>Table 9A.37</b>	Delivery and scope of activity of primary fire service organisations
<b>Table 9A.38</b>	All activities of fire service organisations
<b>Table 9A.39</b>	All activities of State Emergency Services and Territory Emergency Services
<b>Table 9A.40</b>	Treatment of assets by emergency management agencies
<b>Table 9A.41</b>	Summary of emergency management organisations by event type, 2008
<b>Table 9A.42</b>	Reported fires and other primary incidents, urban and rural inclusions and exclusions, 2007-08
<b>Table 9A.43</b>	Top five fire ignition factors, structure fires, 2007-08

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## 9.10 References

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