

# Report on Government Services 2010

Volume 1:

*Early Childhood, Education and  
Training; Justice;  
Emergency Management*

*Steering Committee  
for the Review of  
Government  
Service Provision*

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**ISSN 1328 181X**

**ISBN 978 1 74037 287 9**

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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.*

An appropriate citation for this Report is:

SCRGSP (Steering Committee for the Review of Government Service Provision) 2010, *Report on Government Services 2010*, Productivity Commission, Canberra.

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# Foreword

The Report on Government Services was commissioned in 1993 by Heads of Government (now COAG), to help improve the effectiveness and efficiency of government services. Improving government services is important to us all: everyone relies on these services at different life stages, and the services are particularly important for more disadvantaged members of society. Improving government services is also important economically: governments spent over \$136 billion on the services covered by this Report, around 13 per cent of Australia's gross domestic product.

Following a major review during the year, COAG confirmed in late 2009 that 'the Report on Government Services should continue to be the key tool to measure and report on the productive efficiency and cost effectiveness of government services'. COAG will endorse updated terms of reference for the Report, including to align it with performance reporting under the new Intergovernmental Agreement on Federal Financial Relations.

COAG has also requested that the Steering Committee reviews aspects of the Report over the next few years, including the scope of reporting, suitability of performance indicators and comparability of data. This formal review process will give new impetus to the Steering Committee's commitment to continuous improvement of the Report.

Improvements to this year's Report include the alignment of reporting in the Early childhood, education and training section with indicators in the relevant National Agreements. For the first time, this Report includes performance indicator reporting on juvenile justice services (in the Protection and support services chapter) and on access by Veterans to aged care residential facilities (in the Aged care services chapter).

For a number of years now, the Report has devoted particular attention to mainstream services delivered to Aboriginal and Torres Strait Islander people. This Report contains additional reporting by Indigenous status on, for example, achievement of VET qualifications and access to Extended Aged Care at Home Dementia services.

As always, the production of the Report relied on the efforts of people from many government departments and agencies. On behalf of the Steering Committee, I

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would like to thank the members of the 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. I look forward to working with these groups to implement the new COAG recommendations for reporting into the future.

Gary Banks AO  
Chairman

January 2010

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

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

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# Acronyms and abbreviations

AACR	Australasian Association of Cancer Registries
AAGR	average annual growth rates
AAT	Administrative Appeals Tribunal
ABS	Australian Bureau of Statistics
ACAM	Australian Centre for Asthma Monitoring
ACAP	Aged Care Assessment Program
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
ADL	activities of daily living
ADR	Alternative Dispute Resolution
AEDI	Australian Early Development Index

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AFAC	Australasian Fire and Emergency Services Authorities Council
AFP	Australian Federal Police
AGCCCS	Australian Government Census of Child Care Services
AGCCPS	Australian Government Child Care Provider Survey
AGPAL	Australian General Practice Accreditation Limited
AGPN	Australian General Practice Network
AHCA	Australian Health Care Agreements
AHMAC	Australian Health Ministers' Advisory Council
AHMC	Australian Health Ministers' Conference
AHV	Aboriginal Housing Victoria
AIC	Australian Institute of Criminology
AIFS	Australian Institute of Family Studies
AIHW	Australian Institute of Health and Welfare
AIJA	Australian Institute of Judicial Administration
AIPAR	Australian Institute for Population Ageing Research
AJJA	Australasian Juvenile Justice Administrators
ALLS	Adult Literacy and Life Skills
ANZPAA	Australia and New Zealand Police Advisory Agency
ANZSCO	Australian and New Zealand Standard Classification of Occupations
ANZSIC	Australian and New Zealand Standard Industrial Classification
AODTS-NMDS	Alcohol and Other Drug Treatment Services National Minimum Data Set

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AQF	Australian Qualifications Framework
AQTF	Australian Quality Training Framework
AR-DRG v 5.1	Australian refined diagnosis related group, version 5.1
AR-DRGs	Australian refined diagnosis related groups
ARHP	Aboriginal Rental Housing Program
ARIA	Accessibility and Remoteness Index for Australia
ARO	Authorised Review Officer
ASGC	Australian Standard Geographical Classification
ASO	ambulance service organisation
ASOC	Australian Standard Offence Classification
ASSNP	core activity need for assistance
ATC	Australian transport Commission
Aust	Australia
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard
BBF	Building a Better Future
BEACH	Bettering the Evaluation and Care of Health
BMI	Body Mass Index
C&K	Crèche and Kindergarten
CAA	Council of Ambulance Authorities
CACP	Community Aged Care Package
CAD	computer aided dispatch
CAEPR	Centre for Aboriginal Economic Policy Research
CALD	culturally or linguistically diverse background

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CAP	conditional adjustment payment
CAP	Crisis Accommodation Program
CAWG	Court Administration Working Group
CCB	Child Care Benefit
CCMS	Child Care Management System
CCR	Child Care Rebate
CCTR	Child Care Tax Rebate
CD-ROM	Compact Disc Read Only Memory
CDSMAC	Community and Disability Services Ministers' Advisory Council
CFA	Country Fire Authority
CFCs	Child and Family Centres
CHIP	Community Housing and Infrastructure Program
CHOS	Canadian National Occupancy Standard
CI	confidence interval
CIS	Complaints Investigation Scheme
CMHC	Community Mental Health Care
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
CSASAW	Commonwealth-State Agreement for Skilling Australia's Workforce

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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	<i>ductal carcinoma in situ</i>
DDHCS	Department of Disability, Housing and Community Services
DEEWR	Department of Education, Employment and Workplace Relations
DET	Department of Education (NSW)
DGP	Divisions of General Practice
DHAC	Department of Health and Aged Care
DHS	Department of Human Services (Vic)
DHSH	Department of Human Services and Health
DiRCS	Differences in Recorded Crime Statistics
DoCS	Department of Community Services (NSW)
DoHA	Department of Health and Ageing
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
ECD	Early Childhood Development
ECET	Early childhood, education and training

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EMA	Emergency Management Australia
EMS	emergency medical service
ERP	estimated resident population
ESO	emergency services organisation
EYL	early years learning
FaCS	Department of Family and Community Services
FaCSIA	Department of Families, Community Services and Indigenous Affairs
FaHCSIA	Department of Families, Housing, Community Services and Indigenous Affairs
FDC	family day care
FDCQA	Family Day Care Quality Assurance
FESA	Fire and Emergency Services Authority of WA
FNA	fine needle aspiration
FSO	fire services organisation
FTE	full time equivalent
FWE	full time workload equivalent
FYA	Foundation for Young Australians
GDP	gross domestic product
GFS	Government Finance Statistics
GP	general practitioner
GPA Accreditation <i>plus</i>	General Practice Australia ACCREDITATION <i>plus</i>
GPII	General Practice Immunisation Incentive Scheme
GSP	gross state product
GSS	General Social Survey

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GST	goods and services tax
HACC	Home and Community Care
HAF	Housing Affordability Fund
HDSC	Health Data Standards Committee
HECS	Higher Education Contribution Scheme
HELP	Higher Education Loan Program
HILDA	Household Income and Labour Dynamic Australia
HMAC	Housing Ministers' Advisory Council
HOIST	New South Wales Population Health Survey 2007
HREOC	Human Rights and Equal Opportunity Commission
HRSCEET	House of Representatives Standing Committee on Employment, Education and Training
ICD	International Classification of Diseases
ICD-10-AM	Australian modification of the International Standard Classification of Diseases and Related Health Problems, version 10
ICH	Indigenous community housing
ICHO	Indigenous Community Housing Organisation
ICT	information and communication technology
IGA	Intergovernmental Agreement
IPD	Implicit Price Deflator
IRSD	Index of Relative Socio-economic Disadvantage
ISO	International Organisation for Standardisation
ISS	Inclusion Support Subsidy
JJNMDS	Juvenile Justice National Minimum Data Set

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JJRIG	Juvenile Justice Research and Information Group
K10	Kessler Psychological Distress Scale
KPIs	Key performance indicators
LBOTE	Language background other than English
LCL	lower confidence limit
LDC	long day care
LGCSA	Local Government Community Services Association of Australia
LMO	local medical officer
LOTE	Language other than English
LSAC	Longitudinal Study of Australian Children
LSAY	Longitudinal Surveys of Australian Youth
MBI	Modified Barthel Index
MBS	Medicare Benefits Schedule
MCATSIA	Ministerial Council on Aboriginal and Torres Strait Islander Affairs
MCEECDYA	Ministerial Council for Education, Early Childhood Development and Youth Affairs
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MCTEE	Ministerial Council of Tertiary Education and Employment
MCVTE	Ministerial Council on Vocational and Technical Education
MECS	Mobile Early Childhood Services
MFS	Metropolitan Fire Service

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MHE	Mental Health Establishments
MHS	mental health services
MPS	multi-purpose services
NA	National Agreement
na	not available
NAHA	National Affordable Housing Agreement
NAPLAN	National Assessment Program – Literacy and Numeracy
NASWD	National Agreement for Skills and Workforce Development
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NBCC	National Breast Cancer Centre
NBOCC	National Breast and Ovarian Cancer Centre
NCAC	National Childcare Accreditation Council
NCAG	National Corrections Advisory Group
NCCH	National Centre for Classification in Health
NCIRS	National Centre for Immunisation Research and Surveillance of Vaccine Preventable Diseases
NCJSF	National Criminal Justice Statistical Framework
NCPASS	National Child Protection and Support Services data working group
NCSCH	National Cancer Statistics Clearing House
NCSIMG	National Community Services Information Management Group
NCVER	National Centre for Vocational Education Research
NDA	National Disability Agreement

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NEA	National Education Agreement
NEAT	Department of Natural Resources Environment and the Arts
NESB	non-English speaking background
NHA	National Healthcare Agreement
NHCDC	National Hospital Cost Data Collection
NHIMPC	National Health Information Management Principal Committee
NHMP	National Homicide Monitoring Program
NHMRC	National Health and Medical Research Council
NHPAC	National Health Priority Action Council
NHPC	National Health Performance Committee
NHS	National Health Survey
NIDP	National Information Development Plan
NIHEC	National Indigenous Health Equality Council
NIRA	National Indigenous Reform Agreement
NISC	National Industry Skills Committee
NMDS	national minimum data set
NMHS	National Mental Health Strategy
NNDSS	National Notifiable Diseases Surveillance System
no.	number
NOOSR	National Office of Overseas Skills Recognition
NP	National Partnership
np	not published
NPAs	National Partnership Agreements

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NPC	National Preschool Census
NQC	National Quality Council
NRCP	National Respite for Carers Program
NRF	National Reporting Framework
NRSS	National Road Safety Strategy
NSCSP	National Survey of Community Satisfaction with Policing
NSMHS	National Standards for Mental Health Services
NSOC	National Senior Officials Committee
NSSC	National Schools Statistics Collection
NSW RFS	New South Wales Rural Fire Service
NSW	New South Wales
NSWFB	New South Wales Fire Brigade
NT	Northern Territory
NTES	National Territory Emergency Services
NTSC	National Training Statistics Committee
NYPR	National Youth Participation Requirement
OCYFS	Office for Children, Youth and Family Support (ACT)
OECD	Organisation for Economic Co-operation and Development
OID	Overcoming Indigenous Disadvantage
OMP	other medical practitioner
OSHC	outside school hours care
OSHCQA	Outside School Hours Care Quality Assurance
PBS	Pharmaceutical Benefits Scheme

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PC	Productivity Commission
PDF	Portable Document Format
PDWG	Performance and Data Working Group
PhARIA	Pharmacy Access/Remoteness Index of Australia
PHCRIS	Primary Health Care Research and Information Service
PIP	Practice Incentives Program
PIRP	Preschool Investment and Reform Plan
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
QMP	Quality Management Framework
RACGP	Royal Australian College of General Practitioners
RAV	Rural Ambulance Victoria
RCS	resident classification scale
RFDS	Royal Flying Doctor Service
ROGS	Report on Government Services
ROSC	return of spontaneous circulation
RPBS	Repatriation Pharmaceutical Benefits Scheme
RPL	recognition of prior learning
RRMA	Rural, Remote and Metropolitan Areas

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RSE	relative standard error
RTO	Registered Training Organisation
S/TES	State Emergency Service/Territory Emergency Service
SA	South Australia
SAAP CAD	SAAP Coordination and Development Committee
SAAP NDCA	SAAP National Data Collection Agency
SAAP	Supported Accommodation Assistance Program
SAAS	SA Ambulance Services
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
SEIFA	Socio Economic Indexes for Areas
SEM	standard error of the mean
SES	socioeconomic status
SES	State Emergency Services
SEWB	National Framework for Aboriginal and Torres Strait Islander Mental Health and Social and Emotional Wellbeing 2004-05
SEWB	Social and Emotional Wellbeing
SIQ	standard Indigenous question

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SLA	statistical local area
SMHWB	National Survey of Mental Health and Wellbeing
SMR	standardised mortality ratios
SOMIH	state owned and managed Indigenous housing
SPP	special purpose payment
SPRC	Social Policy Research Centre
SSAT	Social Security Appeals Tribunal
SWPE	standardised whole patient equivalent
TAFE	technical and further education
Tas	Tasmania
TAS	Tasmanian Ambulance Service
TCP	Transition Care Program
TFS	Tasmania Fire Service
TGR	total growth rate
TIMSS	Trends in International Mathematics and Science Study
TVET	technical and vocational education and training
UCC	user cost of capital
UCL	upper confidence limit
URTI	upper respiratory tract infection
USAR	Urban Search and Rescue
VCAT	Victorian Civil and Administrative Tribunal
VET	vocational education and training
VF	ventricular fibrillation
VHC	Veterans' Home Care

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Vic	Victoria
VT	ventricular tachycardia
WA	Western Australia
WGIR	Working Group on Indigenous Reform
WHO	World Health Organisation
YPIRAC	Younger people in residential aged care

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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

## CONTENTS

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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. XXXI). 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 fifteenth 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.

COAG agreed in 2009 to a review of the Report on Government Services, to be undertaken by a combined Senior Officials and Heads of Treasuries Working Group. COAG endorsed the review's recommendations at its 7 December 2009 meeting, including that 'the Steering Committee's central role in collecting and publishing data on government service delivery, and the need for timely access to data held by data providers, should be stated in [a] new terms of reference and mandated by COAG' (COAG 2009, recommendation 20). The Steering Committee will implement these recommendations over the next three Report editions (chapter 2).

## **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 and other community services), some are provided to people with specific needs (for example, aged care and disability services), and others are typically used by each person in the community at some stage during their life (for example, education and training, health services, police services and emergency services).

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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 (such as vaccinations)
- enabling higher levels, higher quality and/or more equitable consumption of services that governments consider to have particular merit or that generate beneficial spillover effects for the community.<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:

- delivering or providing the services directly (a ‘delivery/provider’ role)
- funding external providers through grants or the purchase of services (a ‘purchaser’ role)
- subsidising users (through vouchers or cash payments) to purchase services from external providers
- imposing community service obligations on public and private providers
- providing incentives to users and/or providers, such as reducing tax obligations in particular circumstances (known as ‘tax expenditures’).

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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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## 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 effective and being implemented efficiently, and whether services are reaching those people for whom they are intended.

Improving government service provision can lead to major social and economic benefits. Traditionally, much of the effort to improve the effectiveness of government services has focused on increasing the level of resources devoted to them. Another important means of enhancing services is finding higher quality and more cost effective ways to use existing resources.

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

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

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

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

Comparative data are particularly important for government services, given that limited information is available to those supplying, and receiving, services. Each

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jurisdiction has, for example, one police service and one protection and support service. As a result, those responsible for delivering the services do not have access to the same level of information that is available to providers in competitive markets. Interjurisdictional comparisons also offer a level of accountability to consumers, who have little opportunity to express their preferences by accessing services elsewhere.

Reporting measures of comparative performance also facilitates interjurisdictional learning, particularly where governments have adopted different policy approaches. While this 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, corporatisation of agencies providing services)
- outsourcing the provider roles (for example, competitive tendering for service delivery)
- devolving and decentralising decision making by government service providers (for example, devolving decision making in schools to local school communities)
- examining alternative delivery mechanisms (for example, deinstitutionalising community services and offering greater consumer choice)
- implementing user charging (for example, the use of co-payments to help ration service use).

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

## **1.4 Scope**

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

- their key objectives are common or similar across jurisdictions (lending themselves to comparative performance reporting)

- 
- they make an important contribution to the community and/or economy (meaning there are potentially significant gains from improved effectiveness or efficiency).

### **Box 1.1 Services included in the 2010 Report**

#### **Early childhood, education & training**

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

#### **Justice**

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

#### **Emergency management**

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

#### **Health**

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

#### **Community services**

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

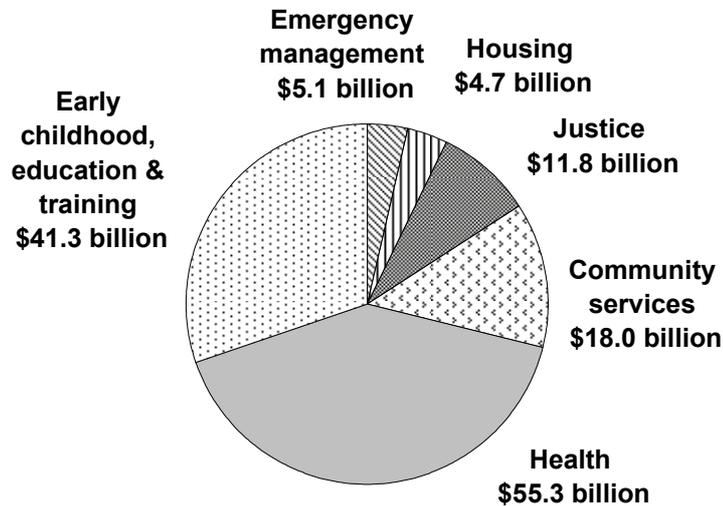
#### **Housing**

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

The services in the Report absorb a significant level of government expenditure. While not all data relate to the same time period, the services in the 2010 Report accounted for approximately \$136.2 billion in government expenditure (figure 1.1), representing around 73.9 per cent of total government recurrent expenditure<sup>3</sup> in 2008-09. This is equivalent to about 13.1 per cent of gross domestic product.

Funding from government may not meet the full cost of delivering a service to the community. Users of services and not-for-profit organisations can also contribute funding and other resources. The scope of the 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 2010 Report<sup>a, b, c, d, e</sup>**



<sup>a</sup> Data for 2008-09 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 includes juvenile justice services for the first time. <sup>c</sup> Health expenditure includes only the health services reported on in the health chapters of the Report: public hospitals, primary and community health services, breast cancer screening and specialised mental health services. <sup>d</sup> Early childhood, education and training expenditure excludes higher education. <sup>e</sup> Data exclude user cost of capital.

Source: Prefaces C and F; Chapters 3–16.

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

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

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 governments in making decisions about the effectiveness and efficiency of government expenditures.

If a government provides services directly, then it is accountable for all resources used. In such circumstances, the 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.

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. That is, the Report covers aged care but not the aged pension, disability services but not disability pensions, and children's services but not family payments (although descriptive information on income support is provided in some cases). The impact of child care subsidies on the affordability of childcare services is reported (chapter 3), and Commonwealth Rent Assistance is reported on the basis that it is a targeted payment to assist in the purchase of housing services, and is not general income support (chapter 16).

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

A number of the services covered by the 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
- inclusion of much otherwise unpublished data to present comprehensive performance information
- the compilation of performance reporting across a number of service areas in a single report, facilitating the sharing of insights across service areas.

### Guiding principles

The aim of the 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 more recent data has had less time for validation.

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

As a general rule, the Report does not establish best practice benchmarks. However, governments can 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. 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:

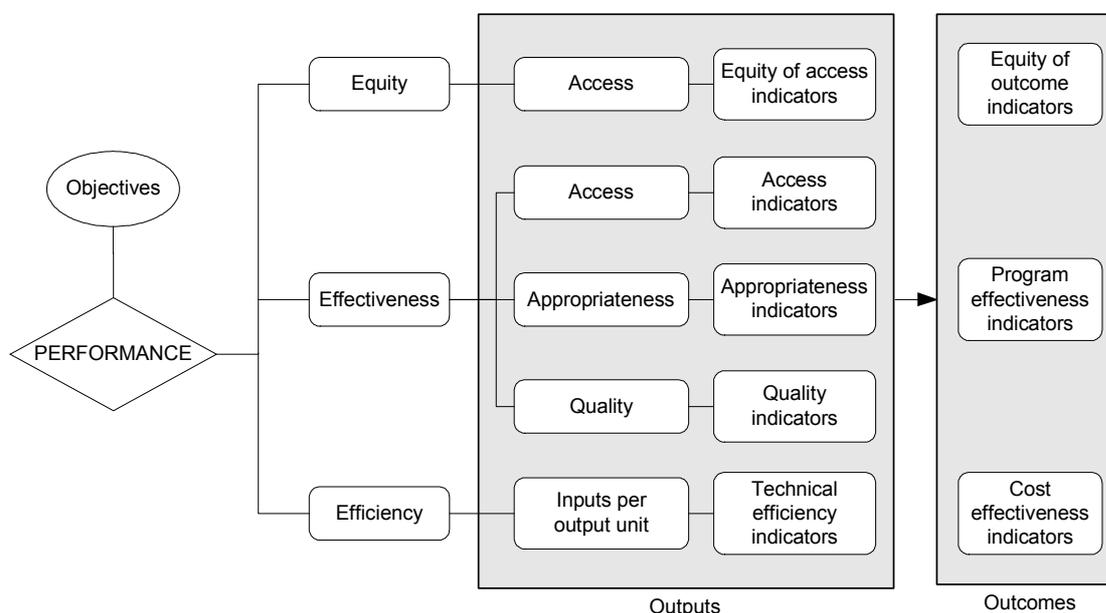
- deciding why, when, and what to benchmark
- analysing plans and performance (reviewing objectives and identifying performance indicators and own performance)
- establishing benchmarking partners
- obtaining performance data and analysing differences in performance
- identifying best practice and the 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 policy and program objectives.

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

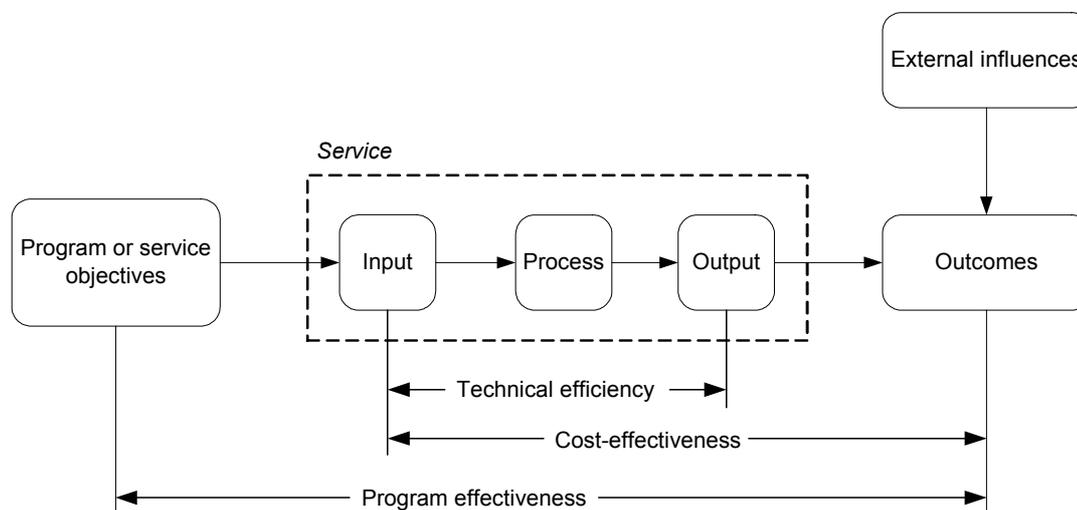
The impact of these outputs on individuals, groups and the community are the outcomes of the service. In this Report, the rate at which resources are used to generate outcomes is referred to as ‘cost effectiveness’. Often, outcomes (and to a lesser extent, outputs) are influenced by factors external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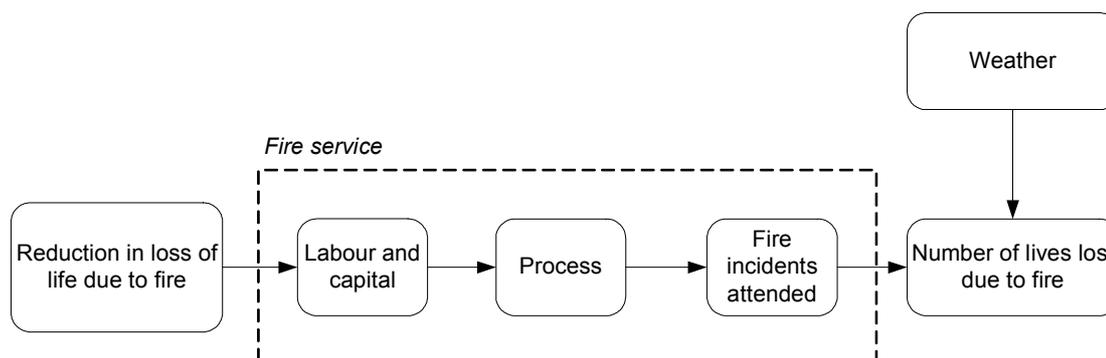
Figure 1.3 **Service process**

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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. A longer term outcome of a permanent reduction in road deaths is likely to reflect external factors such as the design quality of cars and capital investment in improved roads.

The approach in the Report is to:

- use both short term (or intermediate) and long term (or final) outcome indicators, as appropriate
- explain that government provided services are often only one contributing factor and, where possible, point to data on other factors, including different geographic and demographic characteristics across jurisdictions. (Appendix A contains detailed statistics and short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in the 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 relationship between those outputs and desired outcomes, and that the measures of outputs are proxies for measures of outcomes. Output performance information is also critical for efficient and effective management of government services and is often the level of performance information that is of most interest to individuals who access services.

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

### *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. The Report takes a comprehensive view of performance reporting, and its frameworks incorporate indicators across all relevant dimensions of performance.

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In early editions, the Report framework gave equal prominence to effectiveness and efficiency as the two overarching dimensions of performance, with equity treated as a sub-dimension of effectiveness. The Report’s framework now 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. Accentuating equity highlights the potential for trade-offs across all three performance dimensions — equity, effectiveness and efficiency. Improving outcomes for a group with special needs, for example, may necessitate an increase in the average cost per unit of service.

### *Equity*

The term ‘equity’ has a number of interpretations, which are explained in box 1.4. Equity indicators in this Report measure how well a service is meeting the needs of particular groups in society with special needs. Indicators may reflect both equity of access, whereby all Australians are expected to have adequate access to services, and equity of outcome, whereby all Australians are expected to achieve similar outcomes arising from service use.

#### **Box 1.4 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.
- *vertical* equity is exhibited when services account for the special needs of particular groups in the community and adjust aspects of service delivery to suit these needs. This approach may be needed where geographic, cultural or other reasons mean some members of the community have difficulty accessing a standard service.

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

- language or literacy proficiency
- gender
- age

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

Identifying those service recipients who belong to groups with special needs or access difficulties poses challenges, particularly when relying on client self-identification. If members of such groups are required to identify themselves, then the accuracy of the data will depend on how a group perceives the advantages (or disadvantages) of identification and whether such perceptions change over time (see for example, SCRGSP 2009). Comparability problems also arise where different data collections and different jurisdictions have different definitions of special needs groups.

The 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 with the potential to require specialist disability services at some time).

Where geographic location is used to identify groups with special needs, data are usually disaggregated according to 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 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.

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

## *Quality*

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

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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.

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.

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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.

## **Variations to the general framework**

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

## **1.6 Using the data in this 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.

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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 endorsed by the contributor and subjected to peer review by the working group for each service. Some data are formally audited and some data are supplied and verified by data collection agencies such as the ABS and the Australian Institute of Health and Welfare.

## **Timeliness and accuracy**

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

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

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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 Other performance measurement exercises**

### **Related performance measurement exercises**

Three other COAG performance measurement exercises are closely related to this Report:

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

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

#### *National Agreement performance reporting*

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

The IGA included six new National Agreements (NAs):

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

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

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

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

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

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

The Steering Committee recognises the importance of ensuring that related COAG performance reporting exercises are aligned. For this Report, the Steering Committee has revised performance indicator reporting in the Early childhood, education and training section (Part B) of this Report, to align with the education and training NAs. The Steering Committee anticipates that further alignment between this Report and the other NAs will be implemented in the 2011 Report.

### *Overcoming Indigenous Disadvantage report*

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

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

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

### *Indigenous Expenditure Report*

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

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

The first data report is expected to be delivered to Heads of Treasuries by mid-2010. However, identifying the share of government expenditure that relates to Indigenous people is a complex exercise, and the quality of reporting is likely to improve across subsequent reports.

Developments in the Indigenous Expenditure Report have the potential to improve expenditure reporting in the Report on Government Services.

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

Performance reporting exercises are undertaken in other countries using various approaches.

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## 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 2009 Factbook's special focus is on inequality — including equity of access to health and education in OECD countries (OECD 2009).

## United Kingdom

The United Kingdom Government publishes key performance data on public service delivery on the national 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 that 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 2008).

The Scottish Government publishes *Scotland Performs*, presenting national performance indicators and outcomes against a national performance framework, assessing how well Scotland is progressing in the following key areas: health and wellbeing; justice and communities; the environment; the economy; and education and skills (The Scottish Government 2009).

## United States of America

The United States of America Government publishes reports and testimonies, including performance of government services. Some states in the US also report on government performance. For example, the Commonwealth of Virginia (Virginia's state government) publishes *Virginia Performs*, reporting on an outcomes-based performance model encompassing an integrated array of state agency plans, objectives, performance measures and societal indicators (Commonwealth of Virginia 2009).

## New Zealand

The New Zealand Ministry of Social Development publishes 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

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social report indicators by regional council and territorial authority areas. The 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 2008).

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## 2 Recent developments in the Report

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### 2.1 Developments in reporting

This is the fifteenth 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.

Major enhancements to the Report belong in three categories:

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

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## The review of the Report on Government Services

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

The review noted:

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

The review recommended that new terms of reference be prepared for the Review of Government Service Provision, and set out a series of activities for the Steering Committee over the next few years:

- by the end of 2010 (in time for the 2012 ROGS), the Steering Committee, with an independent six member reference group drawn from First Ministers and Treasury officials, to review the ROGS performance indicator framework and individual performance indicators, to determine their consistency with the characteristics of performance indicators as defined in the IGA
- during 2011, the Steering Committee to develop a set of formal criteria to determine whether the ROGS should include particular service sectors in its reporting regime
- every three years (commencing at the end of 2011-12), the Steering Committee to review the operation of ROGS to ensure it continues to be a contemporary and strategic performance reporting tool (reporting to COAG within three months of the end of every third financial year).

Other review recommendations aimed to enhance the Report's accessibility. Starting with the 2011 Report, the current format is to be refined and streamlined to improve the design and presentation of data. The presentation of data through web based information portals is to also be investigated.

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## Improvements in reporting for the 2010 Report

### *Early childhood, education and training*

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

- reporting on the age of children enrolled in preschool
- reporting new data from the Australian Bureau of Statistics (ABS) *Childhood Education and Care Survey 2008* (ABS 2009)
- reporting on the level of qualifications of staff employed by Australian Government approved child care services.

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

- revised objectives for school education agreed by Australian, State and Territory governments' education ministers (the *Melbourne Declaration on Educational Goals for Young Australians*, released in December 2008) replacing the *Adelaide Declaration* of 1999, to inform the performance indicator framework
- alignment of this Report with National Education Agreement and National Indigenous Reform Agreement indicators:
  - additional measures for the access and equity indicator 'participation', reflecting participation in school education by students aged 6–15 by Indigenous status
  - measures in relation to participation in the National Assessment Program — Literacy and Numeracy (NAPLAN) testing, by Indigenous status
  - additional measure for the outcome indicator 'completion' in relation to completion of year 10 by 17–19 year olds, by Indigenous status
  - inclusion of non-Indigenous data in a range of performance indicators
- inclusion of data for the access and equity indicator 'VET in Schools participation' and the outcome indicator 'VET in Schools attainment', for 2006 and 2007
- reporting the outcomes of 2008 NAPLAN testing against national minimum standards for the outcome indicators 'reading performance', 'writing performance' and 'numeracy performance' — the 2008 tests were the first to be conducted against the national minimum standard and mark the commencement of a new time series for these data
- reporting the outcomes of the 2007 National Years 6 and 10 Civics and Citizenship Assessment, for the outcome indicator 'civics and citizenship performance'.

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

- expanded reporting of VET participation in general and VET participation in certificate III level and above, to include reporting by Indigenous status
- new reporting of VET participation in diploma level qualifications and above, by target age groups and Indigenous status
- expanded reporting of qualifications completed, to include completions by all students at certificate III level qualifications and above, and at diploma level qualifications and above, by target age groups and Indigenous status.

### *Justice*

Development work continues in chapter 6 (‘Police services’). No significant improvements were introduced in this Report.

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

This year, chapter 8 (‘Corrective services’) has been enhanced by:

- relabelling of some financial descriptors and indicators for greater consistency with standard accounting terminology
- changes to the presentation of death and escape rates to better reflect small movements between years for jurisdictions with relatively small prisoner populations.

### *Emergency management*

This year, chapter 9 (‘Emergency management’) has been enhanced by:

- updating the road rescue events section
- including revised ‘fire deaths’ data and including publication of a ten year time series in the attachment tables
- expansion of time series data for ‘ambulance staff attrition’ and ‘ambulance urban centre response times’ indicators.

### *Health*

This year, preface E (‘Health preface’) has been enhanced to include health risk factors data, such as smoker status, alcohol risk level, body mass index, diet and exercise.

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This year, chapter 10 ('Public hospitals') has been enhanced to include improvements to the definition of one of the reported sentinel events with resulting improvements to data comparability.

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

- revised objectives that better reflect current understanding of primary and community health
- combining three previously separate indicators into a single indicator, 'hospitalisations for selected vaccine preventable, acute and chronic conditions', consistent with other current national reporting conventions.

In chapter 12 ('Health management issues') improvements this year include:

- breast cancer detection rate data reported as annual averages for the first time
- two measures replacing the previously reported measure for the 'average cost of ambulatory care' indicator (cost per treated patient in the community). Work on the new measures is ongoing; however, they are from the agreed set of *National Mental Health Key Performance Indicators* and are more comparable than the previous measure
- data from the *2007 National Survey of Mental Health and Wellbeing* are now reported under the indicator 'prevalence of mental illness', previously these data were in the profile section.

### *Community services*

This year, chapter 13 ('Aged care services') has been enhanced by:

- inclusion of data for the first time on access to aged care residential services for veterans, within the indicator 'use by different groups'
- inclusion of additional data for the first time for Extended Aged Care at Home Dementia (EACH-D) services including:
  - aged care recipients per 1000 people aged 70 years or over plus Indigenous people aged 50–69 years as a proportion of all residents, by locality and recipients from a non-English speaking country
  - Indigenous aged care recipients per 1000 Indigenous people aged 50 years or over and as a proportion of all recipients and by locality
  - EACH-D recipients by age-sex specific usage rates per 1000 people, by jurisdiction and remoteness
- replacing the measure 'average residents per room' with a more comprehensive measure 'percentage of compliant services' for the indicator 'compliance with service standards for residential care'

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- redefining HACC services received per 1000 people to only include people aged 70 years and over plus Indigenous people aged 50 to 69 — in previous years, all people in receipt of HACC services regardless of age were reported
  - inclusion of an additional attachment table to summarise Government expenditure on aged care services and revisions to supporting attachment tables to report more comprehensive data and to better reflect expenditure categories for assessment and information services, residential care, community care and services delivered in mixed delivery settings.

This year, chapter 14 ('Services for people with disability') has been enhanced by:

- further refinement of the potential populations used to derive the 'Service use by special needs groups' measures; these populations are used to account for differences in the need for services across the relevant groups
- the redevelopment of the quality assurance processes section to include information for all jurisdictions on the legislative frameworks that govern service quality, features of their quality assurance systems and the relevant disability service standards that apply
- the inclusion of a 'yet to be developed' indicator on the Younger people in residential aged care (YPIRAC) program and additional descriptive information on the YPIRAC program and admissions of younger people to permanent residential aged care.

This year, chapter 15 ('Protection and support services') has been enhanced by:

- five jurisdictions reporting performance data for the 'safety in out-of-home care' effectiveness indicator, compared with two previously
- seven jurisdictions reporting performance data for the two child protection 'response time' effectiveness indicators, compared with six previously
- all jurisdictions reporting for the efficiency indicator 'out-of-home care expenditure per placement night', compared with seven previously
- for the first time, inclusion of performance data for six juvenile justice performance indicators and inclusion of performance indicator boxes for a further seven indicators.

## *Housing*

This year, chapter 16 ('Housing') has been enhanced by:

- reporting of data for the access indicator 'special needs income units aged 24 years or under, or 75 years or over' in the Commonwealth Rent Assistance (CRA) service area

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- reporting of data for the affordability indicator the ‘proportions of income units spending more than 30 per cent and 50 per cent of their income on rent with and without CRA for income units aged 24 years or under and aged 75 years or over receiving CRA’.

## 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 (cost per life year saved in relation to breast cancer detection and management) and the indicator has not been developed.
- There are relatively few indicators of output quality compared with those for other output characteristics (effectiveness, access and appropriateness).

Identification of gaps in reporting should also take into account how well currently reported indicators measure various aspects of service provision. As noted in the ‘Improvements in reporting’ section (above) there remains scope to improve the appropriateness or quality of many currently reported indicators.

## 2.3 Progress with key data issues

The Steering Committee has identified the following ongoing data issues that affect the quality of information in the 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 on an annual basis wherever possible. This approach allows increased scrutiny of the data and reveals the gaps in critical information, providing the foundation for developing

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better data over time. Table 2.1 summarises the time periods for data included in this Report. The following items are of particular note:

- The ABS *Childhood Education and Care Survey* (formerly the *Child Care Survey*) is conducted every three years. The results from the 2008 survey are reported this year.
- The most recent police services data on reporting rates is from 2005. These data are sourced from the ABS *National Crime and Safety Survey* which was conducted every three years. The survey was last conducted in 2009 for release in early-2010, with the expectation that it will be annual subsequently.
- The most recent data on birthweights of babies for Indigenous and all mothers are for 2006.
- There is significant scope for improving the timeliness of maternity services quality data.
- ‘Management of asthma’ data are sourced from the ABS *National Health Survey*, which is conducted approximately every three years. The most recent data available are for 2007-08.
- ‘Interval cancer rate’ data for breast cancer detection and management rely on data matching and follow-up between screening periods and between screening services and medical services. Such processes take a number of years, resulting in a marked lag in reporting. The most recent data available are for 2005.
- All data for specialised mental health services are provided one year in arrears (that is, 2007-08 data for the 2010 Report).
- Data for users of specialist disability services are provided one year in arrears (that is, 2007-08 data for the 2010 Report).
- Data for the Supported Accommodation Assistance Program (SAAP) are provided one year in arrears (that is, 2007-08 data for the 2010 Report).
- For public housing, community housing and State owned and managed Indigenous housing, survey collections for amenity/location and customer satisfaction are biennial, but were not conducted in 2009. The most recent data available are for 2007. For community housing, 2004-05 data are the most recent for average turnaround time and net recurrent cost per dwelling. Total rent collected as a proportion of total rent charged data are collected one year in arrears (2007-08 data for the 2010 Report). Data for Indigenous community housing are also one year in arrears. Proportion of households paying 25 per cent or more of their income on rent affordability indicator data are for 2007.

**Table 2.1 Time period of reported performance results, 2010 Report**

<i>Service area/indicator framework</i>	<i>2006 or 2006-07</i>	<i>Previous year (2007 or 2007-08)</i>	<i>Current year (2008 or 2008-09)</i>	
<b>Early childhood education and training</b>	Early childhood, education and training preface	Participation in education and training by Indigenous and socio-economic status; Literacy and numeracy	Most government expenditure	Selected government expenditure measures; All others
	Children's services	..	Hospital separations	All others
	School education	Science outcomes	School expenditure; Civics and citizenship outcomes; VET in Schools participation and attainment	All others
	VET	..	Number of VET qualifications completed (Skill profile); Employer engagement with VET; Employer satisfaction with VET	All others
	Police services	..	Victims of homicide; Land transport hospitalisations; Outcomes of court cases	All others
	Court administration	..	All	..
	Corrective services	..	..	All
	Fire events	Fire deaths; Fire injuries	All others	..
	Ambulance events	..	All	..
	Road rescue events	..	All	..
<b>Emergency Management</b>	Health preface	Birthweight	All others	..
	Public hospitals	..	All others	Safety; Patient satisfaction
	Maternity services	..	All others	Caesareans and Inductions for selected primiparae; Vaginal delivery after previous primary caesarean; Apgar scores
	Primary and community health <sup>a</sup>	Availability of public dentists; Influenza vaccination coverage for older people.	Management of asthma; Potentially preventable hospitalisations for vaccine preventable, acute and chronic conditions; Hospitalisations for diabetes; Hospitalisations of older people for falls.	All others
	Breast cancer <sup>b</sup>	..	Cost per separation by diagnosis related group; Mortality rate for breast cancer	All others
<b>Health</b>	Mental health	..	All	..

**Table 2.1 (continued)**

<i>Service area/indicator framework</i>	<i>2006 or 2006-07</i>	<i>Previous year (2007 or 2007-08)</i>	<i>Current year (2008 or 2008-09)</i>
Aged care services	..	Longer care arrangements; HACCC appraisals; Long term aged care in public hospitals; Complaint assessment unit costs	All others
Services for people with disability	Use of public housing	Visits to a GP	Administrative efficiency, one outcome indicator measure <sup>d</sup>
Child protection and out-of-home care	..	..	All
Juvenile justice	..	Average rates of young people under juvenile justice supervision (both in detention and in the community)	All others
Supported Accommodation Assistance Program	..	All others	Limited financial data
Public housing	..	Amenity/location; Customer satisfaction	All others
State owned and managed Indigenous housing	..	Amenity/location; Customer satisfaction	All others
Community housing	..	Net recurrent cost per dwelling; Rent collection rate; Amenity/location; Customer satisfaction	All others
Indigenous community housing	..	All	..
Commonwealth Rent Assistance	..	..	All

HACC = Home and Community Care. GP = general practitioner. <sup>a</sup> Asthma management data are from a survey conducted approximately every three years. The most recent available data are from the 2007-08 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 2005... Not applicable.

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## Comparability of data

Data are generally considered to be directly comparable when definitions, counting rules and the scope of measurement are consistent (and if applicable, the sample size is large enough to be statistically reliable — explained in chapter 1). Performance indicator framework diagrams in each chapter are shaded to reflect indicator comparability. Table 2.2 summarises the proportions of performance indicators in each service area (1) with comparable data and (2) with data reported, both comparable and not directly comparable. Of the 24 service area performance indicator frameworks, 15 have at least 50 per cent of indicators reported on a comparable basis.

The number of indicators with data reported has expanded since the first report in 1995 with a net addition of:

- 38 indicators in early childhood, education and training
- 5 indicators in justice
- 22 indicators in emergency management
- 40 indicators in health
- 34 indicators in community services
- 21 indicators in housing.

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

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

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

**Table 2.2 Comparability of indicators, 2010 Report<sup>a, b</sup>**

<i>Service area indicator framework (year first reported)</i>	<i>Indicators reported on a comparable basis</i>			<i>Change in all indicators (no.)</i>	
	<i>no.</i>	<i>% of all reported</i>	<i>Change since last year no.</i>	<i>Since last year</i>	<i>Between first reported–2010</i>
<i>Early childhood, education and training</i>					
Children's services (1997)	14	66.7	+1	–	+14
School education (1995)	11	64.7	+1	+1	+10
Vocational education and training (1995)	11	78.6	–	–	+4
<i>Justice</i>					
Police services (1995)	16	76.2	–	–	+6
Court administration (1995)	3	50.0	–	–	+3
Corrective services (1995)	10	90.9	–	–	-3
<i>Emergency management</i>					
Fire events (1998)	2	20.0	–	–	+10
Ambulance events (1998)	1	11.1	–	–	+10
Road rescue events (2004)	–	–	–	–	+2
<i>Health</i>					
Public hospitals (1995)	6	40.0	–	–	+1
Maternity services (2001)	3	30.0	–	–	+5
Primary and community health (1999)	23	100.0	-2	-2	+18
Breast cancer detection/management (1998)	7	63.6	–	–	+11
Mental health management (1999)	5	45.5	+1	+1	+6
<i>Community services</i>					
Aged care services (1997)	14	87.5	+1	+1	+8
Services for people with a disability (1997)	7	53.8	–	–	+2
Child protection and out-of-home care (1995)	4	22.2	–	+1	+6
Juvenile justice (2009)	2	33.3	..	+6	+6
Supported Accommodation and Assistance Program (1995)	12	75.0	–	–	+12
<i>Housing</i>					
Public housing (1995)	11	100.0	–	–	-2
State owned and managed Indigenous housing (2002)	11	100.0	–	–	+1
Mainstream community housing (1997)	2	20.0	–	–	+10
Indigenous community housing (2008)	4	57.1	–	–	–
Commonwealth Rent Assistance (1999)	9	90.0	–	–	+10

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

Source: SCRCSSP (1995–2002); SCRGSP (2003–2009a, 2010).

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## **Changes to administrative data collections**

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

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

### *Justice*

The ABS is coordinating a National Information Development Plan (NIDP) for Crime and Justice Statistics (ABS 2005). 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.

### *Juvenile justice*

The Australian Institute of Health and Welfare (AIHW) has developed a NMDS for juvenile justice. The fifth report of the juvenile justice NMDS covers the period 2007-08 and was released in November 2009.

The Australasian Juvenile Justice Administrators, in consultation with the review is developing a performance reporting framework. A performance indicator framework based on this work was included for the first time in the 2009 Report. This year, data are reported for six juvenile justice performance indicators and indicator boxes are included for a further seven indicators, for which data collections are under development.

### *Children's services*

A 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. The AIHW has published the final report on the development of the NMDS, and a report on the feasibility of its implementation.

From 2008, the Child Care Management System and the Australian Government Child Care Provider Survey replaced the previous Australian Government Census of Child Care Services. This has caused a break in time series for several indicators in this Report.

### **Costing of services**

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

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

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

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

Reforms to treasury and finance department accounting guidelines in most jurisdictions require government agencies to adopt accrual accounting in their financial reporting frameworks. Accrual accounting is based on the principle that the agency recognises revenue and expenses when they are earned and incurred, respectively. Cash accounting, in contrast, recognises revenue and expenses when they are collected and paid, respectively. The majority of agencies and jurisdictions have adopted accrual accounting. Table 2.3 provides an overview of the Review's progress in reporting on an accrual basis, meeting the principle of reporting full cost to government (incorporating depreciation and the user cost of capital) and adjusting for differences in superannuation and payroll tax.

**Table 2.3 Progress of unit cost comparability, 2010 Report**

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

✓ = 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.

Source: Chapters 3–16.

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

### *Capital costs*

Under accrual accounting, the focus is on the capital used (or consumed) in a particular year, rather than on the cash expenditure incurred in its purchase (for example, the purchase costs of a new building). Capital costs comprise two distinct elements:

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

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

Differences in asset measurement techniques can have a major impact on reported capital costs (SCRGSP 2001). However, the differences created by these asset measurement effects are generally relatively small in the context of total unit costs because capital costs represent a relatively small proportion of total cost (except for housing). In housing, where the potential for asset measurement techniques to influence total unit costs is greater, the adoption under the Commonwealth State Housing Agreement (replaced by the National Affordable Housing Agreement from 1 January 2009) of a uniform accounting framework has largely prevented this from occurring. The adoption of national uniform accounting standards across all service areas would be a desirable outcome for the Review.

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### *Other costing issues*

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

- Government agencies are treated in the same manner as other businesses for GST. That is, government agencies are not exempt from GST on their purchases, and can claim input tax credits for the GST paid on inputs. Data reported in this 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.
- 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), 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 disability and children’s services. Across the Report, the Review also seeks to report on the performance of agencies providing services for three identified special needs groups: Indigenous people; people living in communities outside the capital cities (that is, people living in other metropolitan areas, or rural and remote communities); and people from a non-English speaking background. There is a paucity of data on outcomes for these groups.

#### *Indigenous Australians*

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

**Table 2.4 Reporting of at least one data item on Indigenous Australians, 2010 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>
<i>Early childhood, education and training</i>					
Early childhood, education and training preface	✓	✓	✓	x	x
Children's services	x	x	✓	x	x
School education	✓	✓	✓	✓	x
VET	x	✓	✓	✓	x
<i>Justice</i>					
Justice preface	x	x	x	x	x
Police services	✓	✓	✓	✓	x
Court administration	x	x	x	x	x
Corrective services	✓	x	x	✓	x
<i>Emergency management</i>					
Fire events	x	x	x	x	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
<i>Health</i>					
Health preface	✓	✓	x	x	x
Public hospitals	✓	x	x	x	x
Maternity services	x	✓	x	x	x
Primary and community health	✓	✓	✓	x	x
Breast cancer	x	x	✓	x	x
Mental health	✓	✓	x	x	x
<i>Community services</i>					
Community services preface	x	x	x	x	x
Aged care services	✓	x	✓	x	x
Services for people with disability	✓	x	✓	✓	x
Child protection and out-of-home care	✓	x	x	✓	x
Juvenile justice services	✓	x	x	✓	x
Supported Accommodation Assistance Program	x	✓	✓	✓	x
<i>Housing</i>					
Public housing	✓	✓	x	x	x
State owned and managed Indigenous housing	✓	✓	✓	x	✓
Community housing	✓	x	x	x	x
Indigenous community housing	✓	✓	x	✓	✓
Commonwealth Rent Assistance	x	✓	✓	x	x

Source: Chapters 3–16.

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Since 2003, the Steering Committee has compiled all of the Report information on Indigenous Australians into a separate Indigenous compendium. The most recent compendium (of data from the 2009 Report) was released in April 2009 (SCRGSP 2009c). A compendium of Indigenous data from this Report will be released by mid-2010.

### *Overcoming Indigenous Disadvantage: Key Indicators report*

In April 2002, the Council of Australian Governments (COAG) commissioned the Steering Committee to produce a regular report on key indicators of Indigenous disadvantage. The terms of reference for this report was updated in March 2009. Four editions of the *Overcoming Indigenous Disadvantage: Key Indicators* report have been published (SCRGSP 2003, 2005, 2007, 2009b). The fifth edition of the *Overcoming Indigenous Disadvantage (OID)* report is anticipated to be released in mid-2011.

### *Data collection issues relating to Indigenous Australians*

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

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

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

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

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

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

In December 2007, COAG established a Working Group on Indigenous Reform (WGIR) to support the achievement of COAG's Indigenous targets. It is chaired by the Hon Jenny Macklin MP, Australian Government Minister for Families, Housing, Community Services and Indigenous Affairs and comprises senior officials from each jurisdiction. The WGIR has developed a Closing the Gaps framework and the Steering Committee is committed to aligning relevant indicators in this Report with the WGIR framework.

The Review will further draw on these initiatives in future reports.

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

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

**Table 2.5 Reporting of at least one data item on rural and remote communities, 2010 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>
<i>Early childhood, education and training</i>					
Early childhood, education and training preface	x	x	✓	x	x
Children's services	x	x	✓	✓	x
School education	✓	✓	x	x	x
VET	x	✓	✓	x	x
<i>Justice</i>					
Justice preface	x	x	x	x	x
Police services	x	x	x	x	x
Court administration	x	x	x	x	x
Corrective services	x	x	x	x	x
<i>Emergency management</i>					
Fire events	x	x	x	✓	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
<i>Health</i>					
Health preface	✓	x	x	x	x
Public hospitals	✓	x	x	✓	x
Maternity services	x	x	x	x	x
Primary and community health	x	x	✓	✓	x
Breast cancer	x	x	✓	x	x
Mental health	x	✓	x	x	x
<i>Community services</i>					
Community services preface	x	x	x	x	x
Aged care services	✓	x	✓	✓	x
Services for people with disability	x	x	✓	✓	x
Child protection and out-of-home care	x	x	x	x	x
Juvenile justice services	x	x	x	x	x
Supported Accommodation Assistance Program	x	x	x	x	x
<i>Housing</i>					
Public housing	✓	x	x	x	x
State owned and managed Indigenous housing	✓	x	x	x	x
Community housing	✓	x	x	x	x
Indigenous community housing	x	x	x	x	x
Commonwealth Rent Assistance	x	x	✓	x	x

Source: Chapters 3–16.

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

A number of other services (public hospitals, primary and community health and protection and support services) use the Rural, Remote and Metropolitan Areas (RRMA) classification or a variant (DPIE and DSHS 1994). The chapter on school education uses its own system developed for education ministers, known as the Geographic Location Classification, which draws on the RRMA classification and ABS's Accessibility and Remoteness Index of Australia (Jones 2000).

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

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

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

**Table 2.6 Reporting of at least one data item on people from a non-English speaking background, 2010 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>
<i>Early childhood, education and training</i>					
Early childhood, education and training preface	x	✓	x	x	x
Children's services	x	x	✓	x	x
School education	✓	✓	x	x	x
VET	x	✓	✓	x	x
<i>Justice</i>					
Justice preface	x	x	x	x	x
Police services	x	x	x	x	x
Court administration	x	x	x	x	x
Corrective services	x	x	x	x	x
<i>Emergency management</i>					
Fire events	x	x	x	x	x
Ambulance events	x	x	x	x	x
Road rescue events	x	x	x	x	x
<i>Health</i>					
Health preface	x	x	x	x	x
Public hospitals	x	x	x	x	x
Maternity services	x	x	x	x	x
Primary and community health	x	x	x	x	x
Breast cancer	x	x	✓	x	x
Mental health	x	x	x	x	x
<i>Community services</i>					
Community services preface	x	x	x	x	x
Aged care services	x	x	✓	x	x
Services for people with disability	x	x	✓	✓	x
Child protection and out-of-home care	x	x	x	x	x
Juvenile justice services	x	x	x	x	x
Supported Accommodation Assistance Program	x	x	✓	✓	x
<i>Housing</i>					
Public housing	x	x	x	x	x
State owned and managed Indigenous housing	x	x	x	x	x
Community housing	x	x	x	x	x
Indigenous community housing	x	x	x	x	x
Commonwealth Rent Assistance	x	x	x	x	x

Source: Chapters 3–16.

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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 groups such as older people, females, children, Indigenous Australians, people in rural and remote areas and people from non-English speaking backgrounds. Improving the management of these issues can contribute to more effective and efficient service provision. Greater efficiency can come from more clearly defined priorities and from the elimination of duplicated or inconsistent programs. Improved outcomes can also result from a more holistic and client centred approach to service delivery.

Cross-cutting issues arise in several areas of the Report. The frameworks in chapter 12 ('Health management issues') are one means of reporting outcomes for a range of different services working in combination. The ultimate aim of chapter 12 is to report on the performance of primary, secondary and tertiary health services in improving outcomes for people with breast cancer or mental illness. The frameworks and the scope of services reported are evolving over time. The mental health management section, for example, currently focuses on the performance of specialised mental health services, but people with a mental illness also access: primary and community health services (such as general practitioners, and drug and alcohol services) (chapter 11), for example, general practitioners often refer people to specialist health and health-related services, and the quality of their links with these services and of their referral practices can influence the appropriateness of services received by clients; aged care services (chapter 13); services for people with disability (chapter 14); public housing (chapter 16); and, some people with a mental illness also enter corrective services (chapter 8).

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

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

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

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

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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 (Attorney-General’s Department 2009).

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in the chapters. In this case, performance results for efficiency indicators might suggest a decrease in value for money

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

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

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## 2.5 References

- ABS (Australian Bureau of Statistics) 2005, *National Information Development Plan for Crime and Justice Statistics 2005*, Cat. no. 4520.0, Canberra.
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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 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 associated information contained in other parts of this Report, such as chapters and related attachment tables.

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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 of children's services are to meet the care and education needs of all children in developmentally appropriate ways, in a safe and nurturing environment, to provide support for families in caring for their children, and to provide these services across a range of settings in an equitable and efficient manner (box 3.3). Children's services have both education and care objectives and the Children's services chapter presents both of these.
- The objectives of school education services, as reflected in the national goals for schooling (box 4.1) (and consistent with the *National Education Agreement*) focus on improving educational outcomes for all young Australians which is central to the nation's social and economic prosperity, and positioning young people to live fulfilling, productive and responsible lives.
- The objectives of VET services, as reflected in the *National Agreement for Skills and Workforce Development* (box 5.3) are to ensure all working age Australians have the opportunity to develop the skills and qualifications needed, including through a responsive training system, to enable them to be effective participants in and contributors to the modern labour market. VET services also aim to assist individuals to overcome barriers to education, training and employment, and to be motivated to acquire and utilise new skills, to ensure Australian industry and businesses develop, harness and utilise the skills and abilities of the workforce, and to provide opportunities for Indigenous Australians to acquire skills to access viable employment.
- The objectives of higher education services, as reflected in the *Commonwealth Higher Education Support Act 2003*, include contributing to the development of cultural and intellectual life in Australia, and appropriately meeting Australia's social and economic needs for a highly educated and skilled population.

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

## **Profile of the sector**

### **Roles and responsibilities**

Different levels of government fulfil different roles with regard to ECET services. The roles and responsibilities of the Australian Government and State and Territory governments for 2008 are outlined in boxes B.1 and B.2 respectively. The Children's services, School education and VET chapters contain more detailed information on the roles and responsibilities of Australian, State and Territory governments with respect to each service area.

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

Australian Government's roles and responsibilities include:

- paying Child Care Benefit (CCB) and Child Care Rebate (CCR) to eligible families using approved child care services
- providing funding to State and Territory governments to support the achievement of universal access to early childhood education
- funding the National Childcare Accreditation Council (NCAC) to administer quality assurance systems for child care services
- funding organisations to provide information, support and training to service providers
- providing operational and capital funding to some providers
- providing supplementary funding for government and non-government schools, and other payments directly to school communities, students, and other organisations to support schooling

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**Box B.1** (continued)

- providing funding contributions to states and territories to support their training systems and also providing specific incentives, interventions and assistance for national priority areas
- 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
- setting standards, licensing and monitoring children's services providers, including complaints management and dispute resolution
- monitoring and resourcing licensed and/or funded children's services providers
- providing operational and capital funding to non-government providers of children's services
- delivering some children's services directly (especially preschool services)
- providing information, support, advice and/or training to providers of children's services, staff and parents
- planning to ensure the appropriate mix of children's services is available to meet the needs of the community
- constitutional responsibility for the provision of schooling to all children of school age
- major financial responsibility for government school education, and contributing funds to non-government schools
- regulating both government and non-government school activities and policies
- determining school curricula, course accreditation, student assessment and student awards for both government and non-government schools
- allocating funding for VET services and to support the maintenance of public training infrastructure

(Continued next page)

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**Box B.2 (continued)**

- overseeing the delivery of publicly funded training and facilitating the development and training of the public VET workforce
- ensuring the effective operation of the training market
- legislation relating to the establishment of universities and the accreditation of higher education courses.

## **Expenditure**

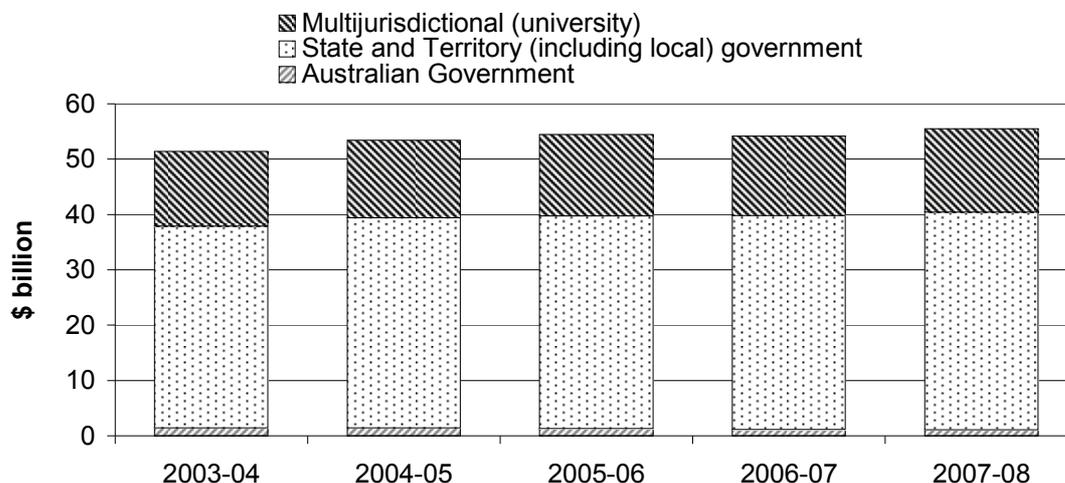
The Australian, State and Territory governments fund government and non-government providers to deliver child care, preschool, school education and VET services. Government providers include preschools, government schools (primary and secondary), Technical and Further Education (TAFE) institutes, and 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 GFS data.

In 2007-08, total government operating expenses net of transfers (transfers or transactions between different levels of government) for preschool, school education, VET and higher education was \$55.5 billion for all governments (figure B.1) and total recurrent expenditure for child care services was \$2.7 billion (table BA.1).

In 2007-08, operating expenses (net of transfers) for preschool, school education, VET and higher education was \$1.1 billion for the Australian Government, \$39.3 billion for State, Territory and local government and \$15.1 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 (2007-08 dollars)<sup>a, b, c</sup>**

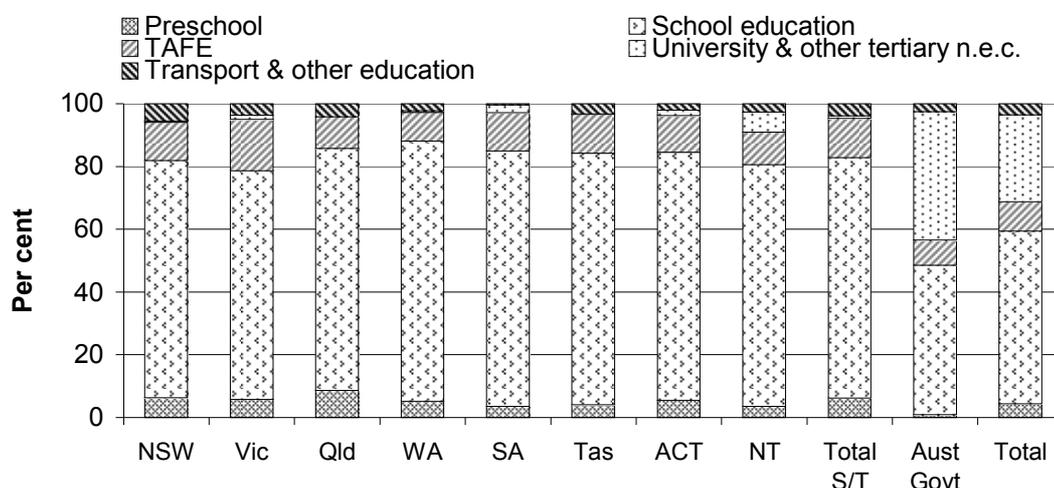


<sup>a</sup> Based on accrual operating expenses for education. <sup>b</sup> The ABS provided nominal figures. Real expenditure was calculated from these figures based on the ABS GDP price deflator (2007-08 = 100) (table AA.26). <sup>c</sup> Excludes expenditure on child care services.

Source: ABS (2009 and unpublished) *Government Finance Statistics, Education, 2007-08*, Cat. no. 5518.0.55.001, Canberra; table BA.2.

Of the combined \$55.5 billion total government expenditure on ECET in 2007-08 (excluding child care), schools accounted for the highest proportion (55.1 per cent), followed by universities (27.5 per cent), TAFE institutes (9.3 per cent) and preschool services (4.4 per cent) (figure B.2). School education (primary and secondary) received the largest proportion of State and Territory government expenditure (76.7 per cent), TAFE received 12.5 per cent, preschool services (including education not definable by level) received 6.2 per cent, and transportation of students and other education received 3.8 per cent (figure B.2).

Figure B.2 **Government expenditure on education and training, 2007-08<sup>a, b, c</sup>**



n.e.c. Not elsewhere classified. <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). <sup>b</sup> Preschool includes education not definable by level. <sup>c</sup> Transport and other education includes education not elsewhere classified.

Source: ABS 2009, *Government Finance Statistics, Education, 2007-08*. Cat. no. 5518.0.55.001; tables BA.3 and BA.4.

From 1 January 2009, reporting on expenditure may change due to the implementation of the Intergovernmental Agreement on Federal Financial Relations. The most recent expenditure data in this preface are for 2007-08, so they are 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 2009, approximately 828 381 children aged 12 years or younger attended Australian Government approved child care services. An additional 112 506 children attended State and Territory funded and/or provided child care services,

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and 208 183 children were enrolled in State and Territory funded and/or provided preschool services (tables 3A.9 and 3A.11).

In 2008, there were 3.4 million full time school students and 22 758 part time students attending 9562 schools in Australia, including 2.3 million students (full time and part time) attending 6833 government schools (tables 4A.1 and 4A.3).

Of the 1.7 million people who undertook VET programs in 2008, 1.2 million students (70.6 per cent) participated in government recurrent funded programs (DEEWR 2009a). Government funded students completed over 314.1 million annual hours at 12 899 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, 1191 were TAFE provider locations (tables 5A.3-4).

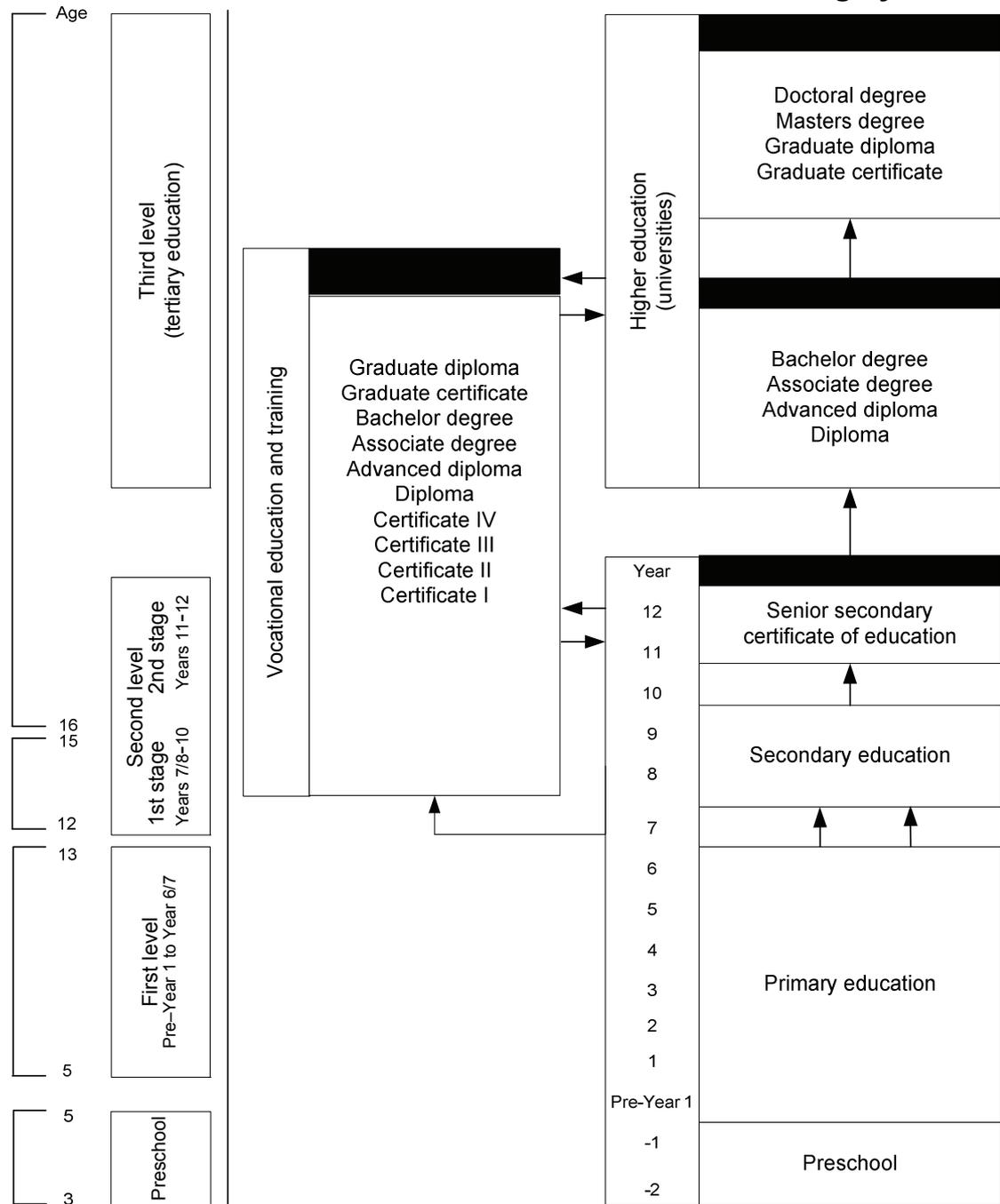
There were approximately 1.1 million students attending higher education institutions that received funding on behalf of the Australian Government in 2008, an increase of 3.5 per cent from 2007 (DEEWR 2009b). These students undertook a variety of courses, ranging from diplomas to doctorates across a range of public and private providers. The most common course was a bachelor degree, which accounted for around two thirds of all students. The majority of students undertook their course on campus on a full time basis (DEEWR 2009b).

### *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 2008 varied from 5 or 6 years of age, up to 15 or 16 years of age (see section 4.1 for more details). Box B.3 illustrates the learning pathways from preschool through the years of compulsory schooling and beyond.

To encourage flexible learning pathways, Australian governments implemented the Australian Qualifications Framework (AQF). The AQF provides a comprehensive, nationally consistent framework for all qualifications in post-compulsory education and training. Under this framework, modules from VET certificates can be, for example, integrated with senior secondary certificates. Similarly, the VET sector recognises some higher education qualifications as credit toward VET qualifications, and some VET certificates can be achieved in schools and can contribute towards the senior secondary certificate of education.

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



<sup>a</sup> There are different starting ages for preschool (see table 3A.1) and school education (see section 4.1) across jurisdictions. The name of the first year of primary education (Pre-Year 1) also varies across jurisdictions. <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: Australian, State and Territory governments (unpublished).

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## Workforce

Nationally in 2009, there were 96 170 primary contact staff employed in Australian Government approved child care services (table 3A.29).<sup>1</sup> There were 17 069 primary contact staff employed in State and Territory government funded preschool services in 2008-09 (tables 3A.48, 3A.55, 3A.62, 3A.69, 3A.76, 3A.83, 3A.90, 3A.97).

Nationally, government primary schools employed 122 260 teaching staff in 2008, and government secondary schools employed 96 127 teaching staff (table 4A.1).

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

There were 29 957 teaching and research staff employed at Australian universities in 2008 (DEEWR 2009c).

## Measuring the performance of the sector

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

Individual performance indicator frameworks for the children's services, school education and VET sectors have been developed for the Report (figures 3.2, 4.4 and

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

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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 survey of Education and Work (box B.4). Survey data are subject to sampling error, so to assist with interpreting data confidence intervals are reported (see appendix A of this Report for further details on interpreting confidence intervals).

#### **Box B.4 Survey of Education and Work data**

The ABS survey of Education and Work is conducted in all areas in all states and territories, except for very remote areas. Nationally, 0.8 per cent of the population reside in very remote areas but this varies across jurisdictions (table AA.6). The exclusion of these people had only a minor impact on estimates that are produced for individual states and territories, except for the NT where people in very remote areas account for around 23 per cent of the population.

### **Indigenous Australians and ECET**

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

### **Selected equity and effectiveness indicators**

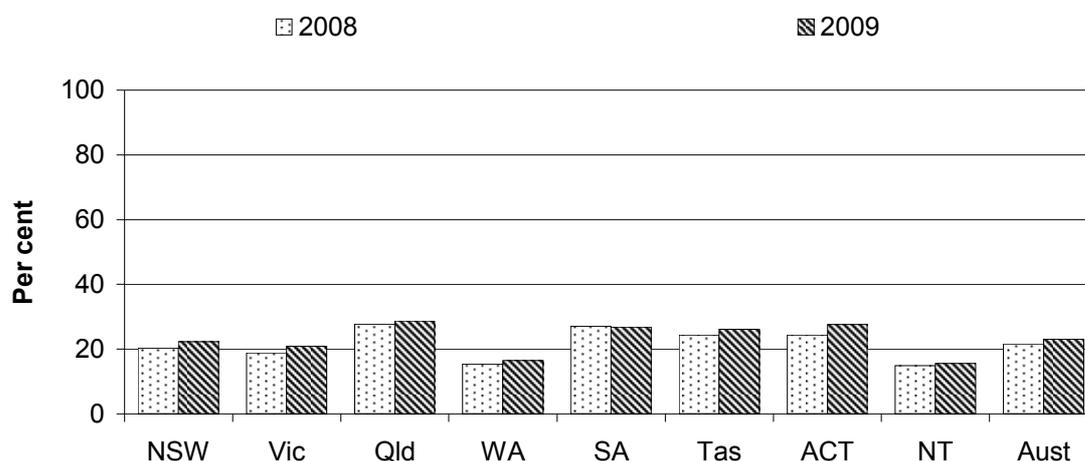
#### *Participation rates in child care, preschool, school and VET*

##### *Participation in child care*

Nationally in 2009, 23.1 per cent of children aged 0–12 years attended Australian Government approved child care (figure B.3). The majority of children attending

Australian Government approved child care in the March Quarter 2009 were aged 0–5 years (567 388, or 68.5 per cent) (table 3A.9).

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



<sup>a</sup> Data prior to 2008 (presented in table 3A.9) are not directly comparable to data from 2008 due to a change in data source. Refer to box 3.1, box 3.5 and table 3A.9 for more information. <sup>b</sup> Each child attending child care is counted once, even if they attend more than one type of care. <sup>c</sup> Attendance is counted as the number of children attending approved care in all services except Vacation Care during the week 23–29 March 2009. The week in which vacation care attendance was measured varied due to different vacation care periods across Australia. <sup>d</sup> Population measure is the estimated resident population as at 31 December.

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

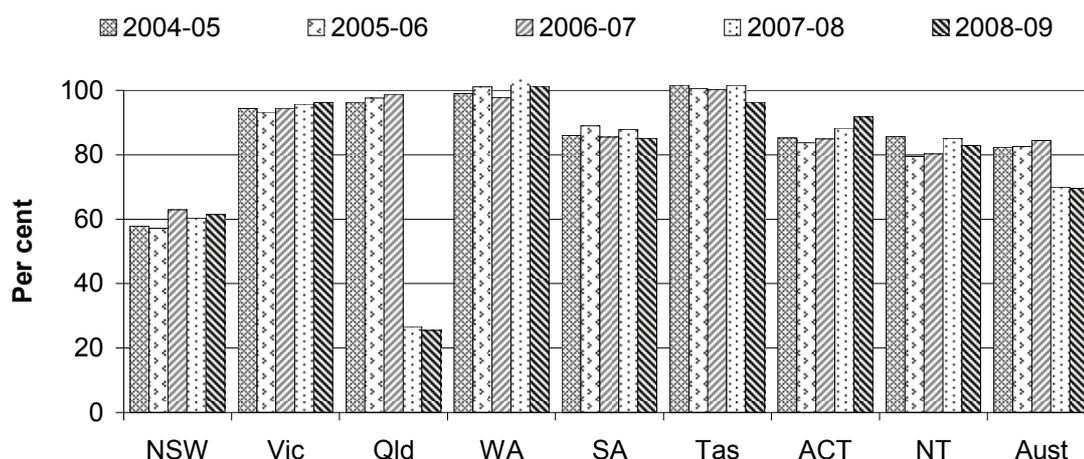
Indigenous children’s participation in Australian Government approved child care services is presented in tables 3A.14 and 3A.15. Nationally in 2009, 2.2 per cent of Indigenous children aged 0–5 years and 2.8 per cent of Indigenous children aged 6–12 years participated in Australian Government approved child care services (table 3A.14).

### *Participation in preschool*

Nationally in 2008-09, an estimated 69.5 per cent of children in the year before commencement of full time schooling were enrolled in State and Territory government funded and/or provided preschools (figure B.4). There are differences in the compulsory school starting age across jurisdictions, and most children enrolled in preschool in 2008-09 were 4 years old, however this varies across jurisdictions (table 3A.13). Some totals exceed 100 per cent due to double counting preschool enrolments and issues with synchronisation of data.

The national totals for preschool enrolments in 2007-08 and 2008-09 are not directly comparable to previous years due to the cessation of Queensland government provided preschool and the introduction of a preparatory year in Queensland from 2007.

**Figure B.4 Proportion of children in year before commencement of full time schooling enrolled in State and Territory government funded preschool<sup>a, b, c, d, e, f, g, h</sup>**



<sup>a</sup> The preschool starting age varies across jurisdictions (table 3.1). Differences in school starting age and years of schooling across jurisdictions can affect the proportion of children in preschool services. <sup>b</sup> Four year old children enrolled in preschool is a proxy for children in preschool in the year before full time school. Some children of other ages are included. <sup>c</sup> To calculate the proportions in this figure, enrolment data (from State and Territory governments) are divided by the number of 4 year olds in each jurisdiction (using ABS estimated resident population at 31 December). The enrolment data and population data are estimated at different times of the year. <sup>d</sup> There is some double counting of children in NSW, Queensland (from 2007-08) and WA because some children moved in and out of the preschool system throughout the year and some children accessed more than one sessional program. As a result, the number of children reported in preschool exceeds the number of children in the target population. <sup>e</sup> NSW data include children aged 4 years to 5 years, 11 months enrolled in and attending licensed state funded preschool programs. Children attending unfunded preschools and preschool programs in other licensed children's services in NSW cannot be discretely counted and are excluded. Children in the non-government school sector are also excluded. Data from 2006-07 include preschools managed by the NSW Department of Education and Training. <sup>f</sup> Victorian data for 2008-09 includes 9741 eligible 4 year old children attending funded kindergarten program conducted in centre based long day care services. <sup>g</sup> Queensland data from 2007-08 include Indigenous Community Pre-Preparatory and C&K community kindergarten services. Data for C&K community kindergarten services in 2008-09 are not comparable to data for previous years. Refer to table 3A.13 for more information. <sup>h</sup> NT preschool data from 2006-07 include Catholic Remote Indigenous schools.

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

Indigenous children's participation in preschool is presented in table 3A.16. Nationally, the representation of Indigenous children in preschools was a similar proportion (4.9 per cent) to their representation in the community (4.4 per cent) (table 3A.16).

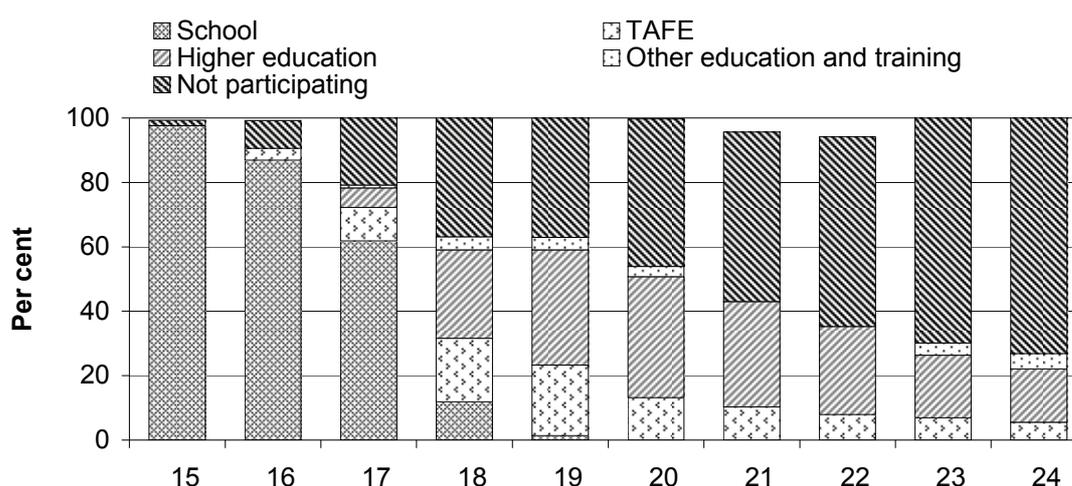
The *National Report to Parliament on Indigenous Education and Training, 2006* reported that nationally, the proportion of Indigenous students in government preschools who were assessed as being literacy ready to start school was similar in 2002 (64.9 per cent) and 2006 (65.3 per cent in 2006), and the proportion assessed as numeracy ready increased from 64.4 per cent in 2002 to 67.7 per cent in 2006 (DEEWR 2008). However, the disparity in academic performance between Indigenous students and non-Indigenous students increases as students progress through school (SCRGSP 2009, p. 4.46). Research has shown that achievement in years 5 and 7 literacy and numeracy is a key determinant of whether students continue to year 12 and enter into higher education (ACER 2004).

### *Participation in school education and VET*

Generally, young people from the ages of 5-6 years to 15-16 years were required to attend school in 2008. However, 1.2 per cent of 14 year olds are not participating in school (table 4A.83).

Beyond the age of compulsory school education, the proportion of people participating in education and training declines. Nationally in 2008, the participation rate was 98.3 per cent for 15 year olds, decreasing with each year of age to 26.9 per cent for 24 year olds (figure B.5).

**Figure B.5 Participation in education and training of people aged 15–24 years, by sector, 2008<sup>a, b, c</sup>**



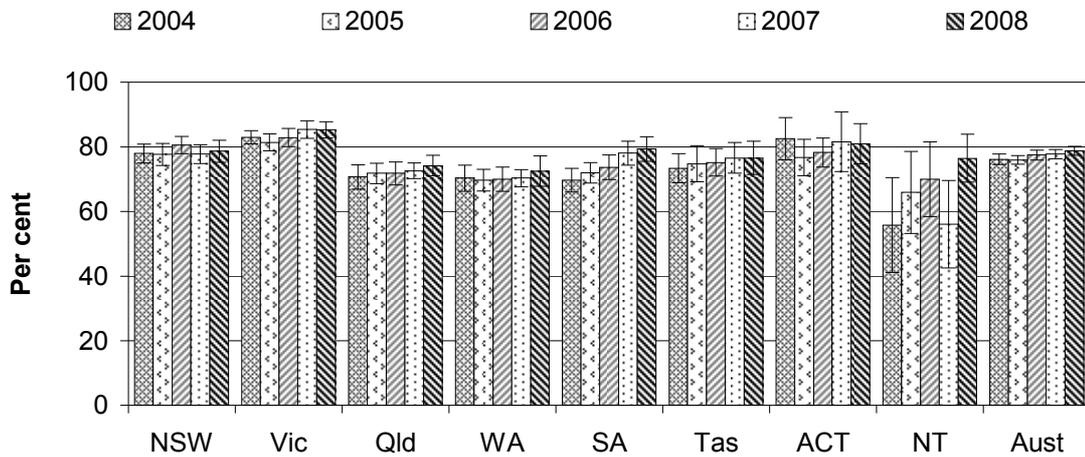
<sup>a</sup> Data are for participation in education and training during May. Student participation may be underestimated because data are not for the whole year. <sup>b</sup> Totals for some age groups may not add to 100 per cent due to data that are not published. <sup>c</sup> Refer to box B.4 for information on the geographic coverage of the survey of Education and Work.

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

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

Nationally, the participation rate increased slightly between 2004 and 2008 for people aged 15–19 years (from 76.2 per cent to 78.8 per cent) and 20–24 years (from 37.7 per cent to 39.8 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.

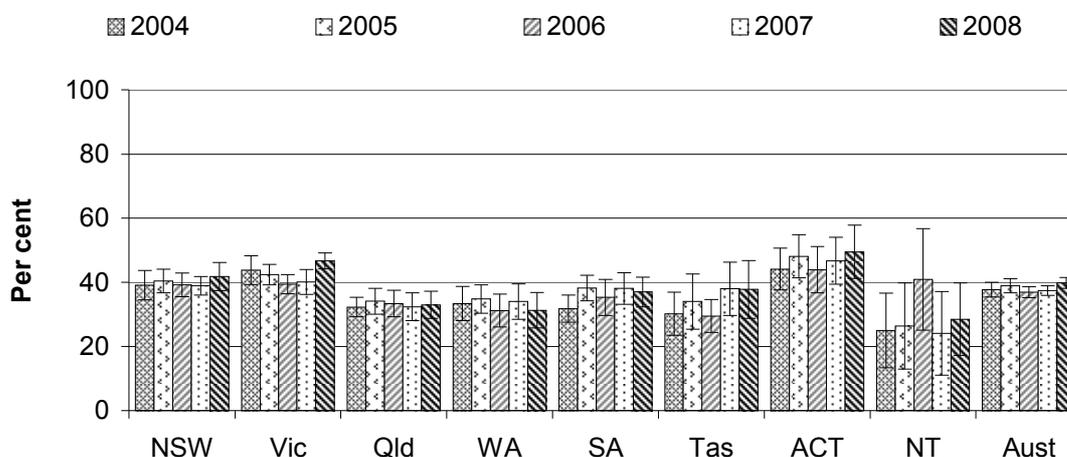
**Figure B.6 Participation in education and training (15–19 year olds)<sup>a, b</sup>**



<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Refer to box B.4 table BA.6 for more information on the geographic coverage of the survey of Education and Work.

Source: ABS 2008, *Education and Work*, 2008, Cat. no. 6227.0; table BA.6.

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



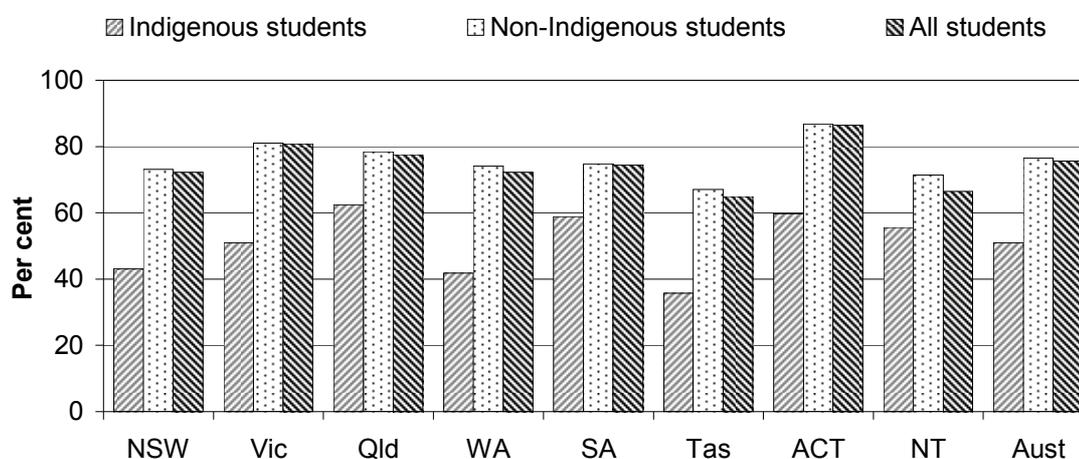
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> The proportion of people participating in education and training in the NT in 2005 and 2007 each have a relative standard error between 25 per cent and 50 per cent and should be interpreted with care. <sup>c</sup> Refer to Box B.4 for information on the geographic coverage of the survey of Education and Work.

Source: ABS 2008, *Education and Work, 2008*, Cat. no. 6227.0; table BA.6.

### *Indigenous Australians' school education*

Nationally, the apparent retention rate of full time Indigenous students from year 10 to year 12 was 51.0 per cent in 2008, compared with 75.6 per cent for full time all students (figure B.8). Indigenous students who leave school before year 10 are not included in the base year for retention from year 10 to year 12. Nationally, 10.8 per cent of Indigenous students left school before year 10 — compared to 0.7 per cent of all students — so are not included in the base year for retention from year 10 to year 12 (table 4A.87).

Figure B.8 **Apparent retention rates from year 10 to year 12, full time secondary students, 2008<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> 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. <sup>d</sup> Some students' Indigenous status is not stated. Students for whom Indigenous status is not stated are not included in the data for 'Non-Indigenous students', but are included in the data for 'All students'. Consequently, the number of Indigenous students counted in the Indigenous rates may be under-represented in some jurisdictions.

Source: ABS 2009, *Schools Australia 2008*, Cat. No. 4221.0; table 4A.87.

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

Nationally in 2007, Indigenous students comprised 3.2 per cent of students participating in VET in Schools (NCVER 2009). Indigenous students made up a higher proportion of VET students than their proportion in the population (table 5A.15).

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

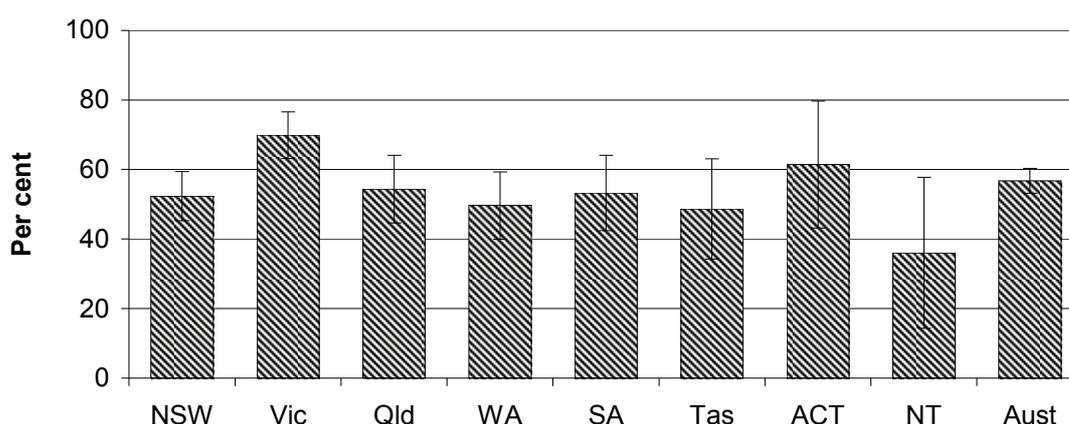
In 2008, 66 per cent of the estimated potential year 12 population completed the requirements of the year 12 certificate (or equivalent). This result varied between socioeconomic status (SES) deciles (from 58 per cent for low socio-economic background students to 77 per cent for high socioeconomic background students) and between geographic regions (from 68 per cent in metropolitan zones to 36 per cent in very remote zones) (figures 4.45 and 4.46).

Approximately 135 200 people aged 15–19 years who attended school in 2007 were not attending an educational institution in May 2008 (43.3 per cent of all school leavers). Of these students, 74 900, or 55.4 per cent, were year 12 leavers, with the remainder early school leavers (44.7 per cent). In 2008, 91 100 school leavers (29.2 per cent of all school leavers) were enrolled in higher education institutions, and 73 400 school leavers (23.5 per cent of all school leavers) were enrolled in TAFE institutions (table BA.11).

### *Participation in further education*

Nationally in 2008, 56.7 per cent of all 15–19 year old school leavers were participating in further education, however this proportion varies across jurisdictions (figure B.9).

**Figure B.9 Proportion of 15–19 year olds participating in post school education or training, 2008<sup>a, b, c, d, e</sup>**



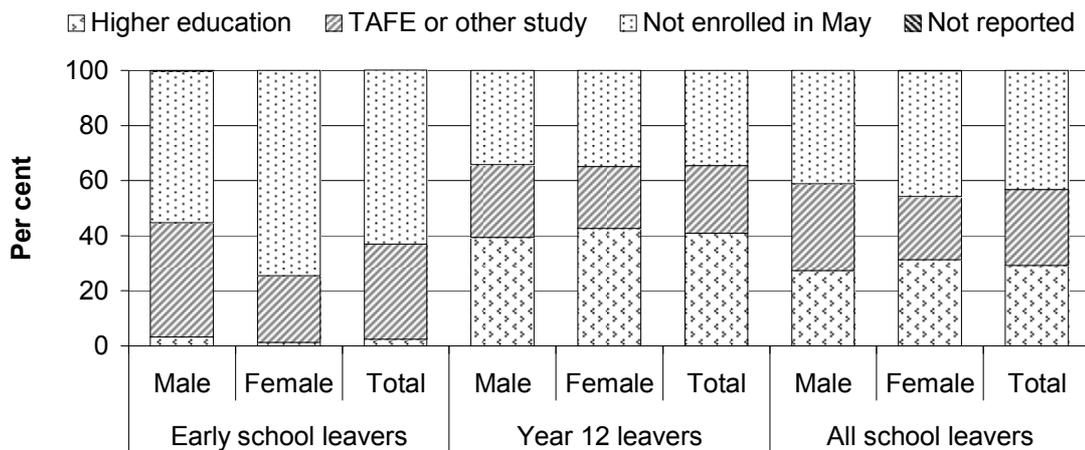
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Includes people who left school in the previous year and are participating in non-school education and/or training on either a full time or part time basis (participation in May 2008 for people who left school in 2007). Includes apprenticeships and traineeships. <sup>c</sup> Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the 15–19 years age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). <sup>e</sup> Refer to box B.4 for more information on the geographic coverage of the survey of Education and Work.

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

Nationally in 2008, 29.2 per cent of 15–19 year old school leavers were enrolled in higher education, 27.6 per cent were enrolled in TAFE or other study, and 43.3 per cent were not enrolled in further education (figure B.10). In 2008, males aged 15–19 years were more likely than their female counterparts to go on to further education if they had left school early (44.9 per cent and 25.4 per cent respectively).

A similar proportion of male and female 15–19 year olds who completed year 12 went on to further education in 2008 (65.8 per cent and 65.1 per cent respectively). Year 12 leavers were more likely to go on to further education than early school leavers (65.5 per cent compared to 36.9 per cent respectively) (figure B.10). Similar data for 15–24 year olds are presented in table BA.12.

**Figure B.10 School leaver destination, 15–19 year olds, 2008<sup>a, b, c, d</sup>**



<sup>a</sup> Data for people who attended school in 2007 and were not attending school in May 2008. <sup>b</sup> Early school leavers are those who left school earlier than year 12. <sup>c</sup> 'Other study' includes study undertaken at business colleges, industry skills centres and other educational institutions. <sup>d</sup> Refer to box B.4 for more information on the geographic coverage of the survey of Education and Work.

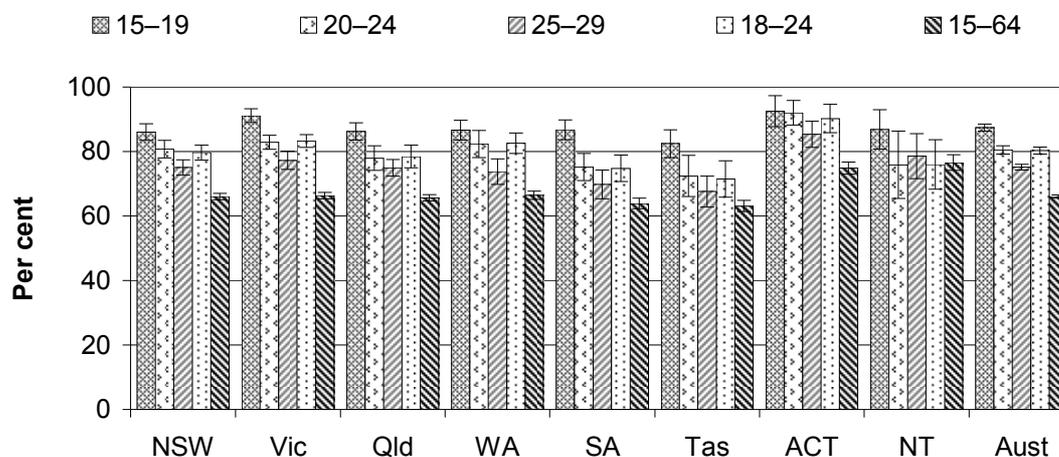
Source: ABS (unpublished) *Education and Work*, Cat. no. 6227.0; table BA.11.

Data on applications to enrol in an educational institution are presented in tables BA.14–BA.16. In 2008, 96.6 per cent of people aged 15–19 years who applied to enrol in an educational institution gained placement and commenced study, 2.6 per cent gained placement but deferred study, and 0.7 per cent applied but could not gain placement (table BA.14). Data for 20–24 year olds and 15–64 year olds are presented in tables BA.15 and BA.16 respectively.

### *Participation in full time employment, education or training*

Full time participation in employment, education or training (including school education, vocational training and higher education) declines as people reach their late-20s (figure B.11). However, rates for 25–29 year olds are generally still higher than rates for the entire working age population (15–64 years).

**Figure B.11 Full time participation in employment, education, or training, 2008 (per cent)<sup>a, b, c, d, e</sup>**



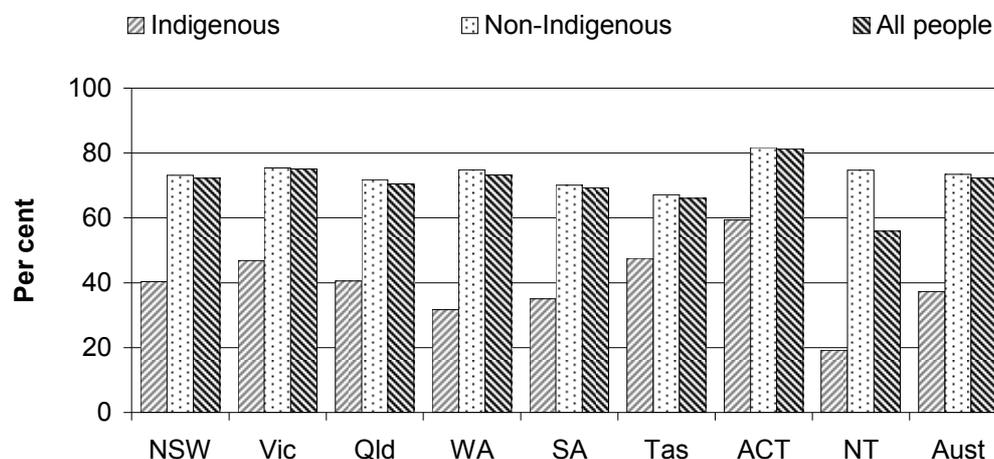
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Full time participation is defined as participation in full time education or training or full time work, or a combination of both part time education or training and part time work. <sup>c</sup> Education or training includes school education, vocational training and higher education. <sup>d</sup> Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the 15–19 years age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). <sup>e</sup> Refer to box B.4 for more information on the geographic coverage of the survey of Education and Work.

Source: ABS 2008, *Education and Work, 2008*, Cat. no. 6227.0; table BA.7.

Data on full time participation in employment, education or training at or above certificate III for various age groups are presented in tables BA.8–10. Nationally in 2008, 76.3 per cent of 18–24 year olds participated in full time employment, education or training at or above certificate III (table BA.8). Data for other age groups are presented in table BA.8.

Nationally in 2006, non-Indigenous 18–24 year olds were more likely than Indigenous 18–24 year olds to be engaged in full time employment, education or training (73.4 per cent and 37.3 per cent respectively) (figure B.12). Data for other age groups are presented in table BA.9.

Figure B.12 **Proportion of 18–24 year olds engaged in full time employment, education or training, by Indigenous status, 2006**<sup>a, b, c, d, e</sup>



<sup>a</sup> Full time participation is defined as participation in full time employment, full time education or training, or a combination of both part time employment and part time education or training. <sup>b</sup> Australia includes 'Other Territories'. <sup>c</sup> All people aged 18–24 years excludes people whose fully engaged employment or education status was unknown. <sup>d</sup> All people includes those for whom Indigenous status is unknown. <sup>e</sup> Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the 15–19 years age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population).

Source: ABS (unpublished) 2006 Census of Population and Housing; table BA.9.

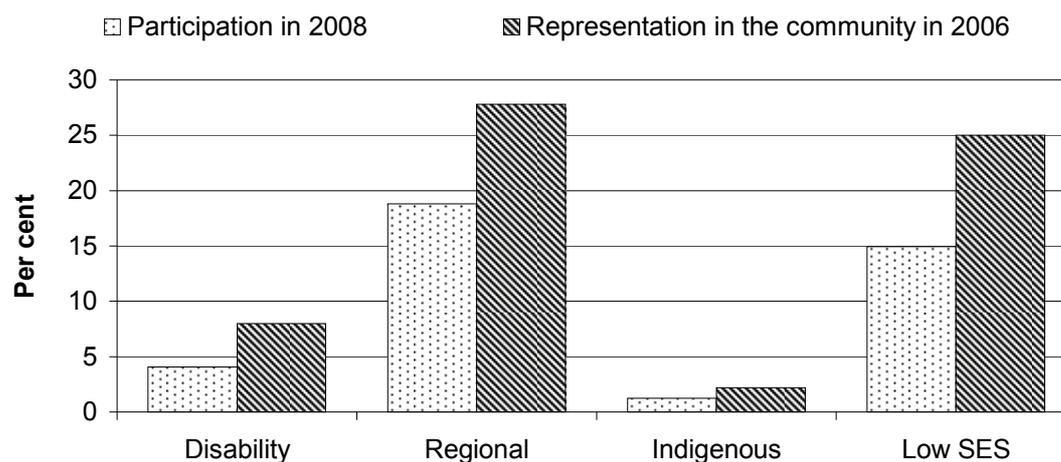
Engagement in full time employment, education or training using the ABS Socio-Economic Indexes for Areas (SEIFA) Index of Relative Socio-economic Disadvantage (IRSD) is presented in attachment BA.10. Nationally and in all jurisdictions, in 2006, 18–24 year olds from the geographic areas of least socioeconomic disadvantage (SEIFA IRSD Quintile 5) were more likely to be fully engaged in employment, education or training than 18–24 year olds from geographic areas of greatest socioeconomic disadvantage (SEIFA IRSD Quintile 1) (table BA.10). Data for other age groups are presented in table BA.10.

### *Participation in higher education*

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

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

**Figure B.13 Higher education participation by selected groups, Australia<sup>a, b</sup>**



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

Source: DEEWR (2009 and unpublished) *Higher Education Student Statistics, 2008*; table BA.35.

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).

Research suggests that young people who are not participating full time in education, training, work or some combination of these activities are more likely to have difficulty in making a transition to full time employment by their mid-20s (ACER 2005a, FYA 2008). A full time participation measure has been developed to monitor the proportion of the population that is at risk of marginal participation (or non-participation) in the labour market. Young people are counted as participating full time if they are engaged in full time education or training, full time work, or a combination of both part time education or training and part time work.

## Selected efficiency indicators

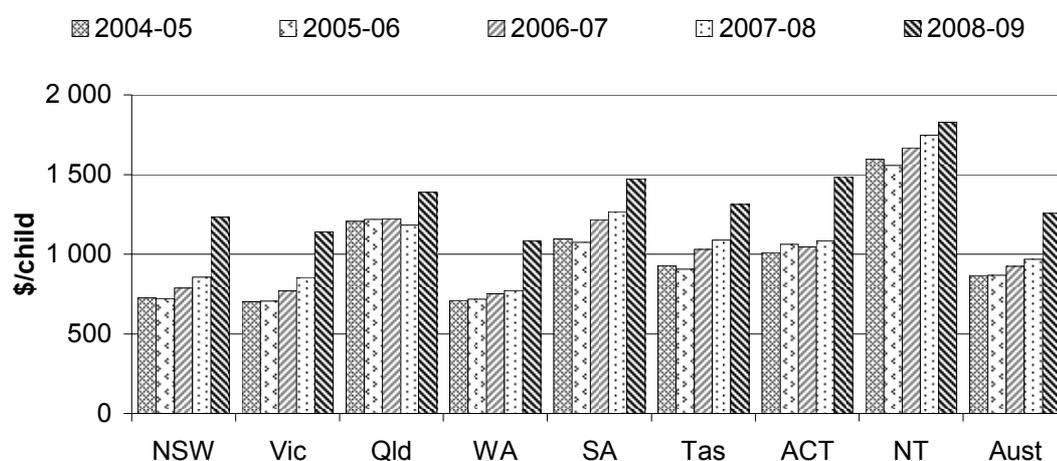
Comparing the unit costs of providing a particular service across jurisdictions can help to identify whether states and territories have scope to improve their efficiency. However, special characteristics within jurisdictions make it unlikely that all jurisdictions could achieve similar outcomes with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

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

### *Children's services, School education and VET recurrent unit costs*

Total government (Australian, State and Territory governments) real expenditure on children's services per child at a national level increased by 45.2 per cent between 2004-05 and 2008-09 (figure B.14).

**Figure B.14 Total government real recurrent expenditure on children's services per child aged 0–12 years (2008-09 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).

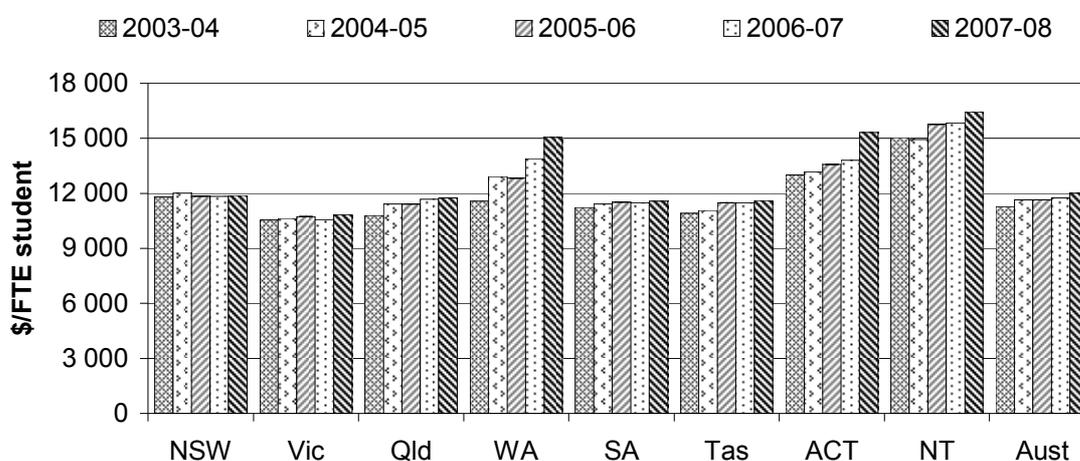
<sup>b</sup> See notes to figure 3.22 for further detail on the Australian Government's and State and Territory governments' expenditure data.

Source: DEEWR (unpublished); State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 6227.0; tables 3A.35 and 3A.36.

Efficiency data for school education are presented in chapter 4 for all schools. However, it should be noted that this Report includes only government expenditure — non-government schools received 57.0 per cent of their funding from government sources (MCEECDYA 2009).

Nationally in 2007-08, in-school Australian, State and Territory government expenditure on government schools was \$12 017 per full time equivalent (FTE) student (figure B.15).

**Figure B.15 In-school government real recurrent expenditure on government schools per FTE student (2007-08 dollars)<sup>a, b, c, d</sup>**

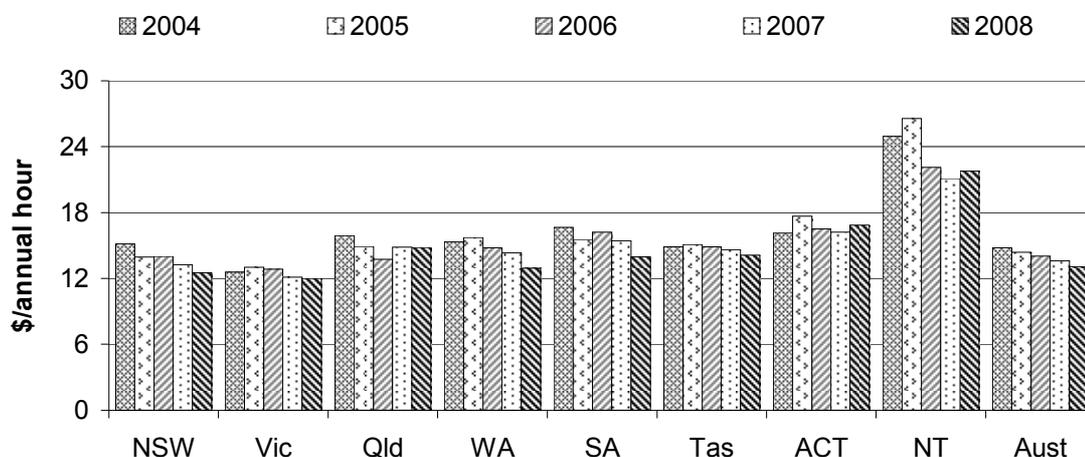


**FTE** = full time equivalent. **a** Data are derived from in-school government expenditure on government primary and secondary schools divided by two year average FTE student population. **b** Based on accrual data. **c** Schools data include payroll tax estimates for WA and the ACT to achieve greater comparability across jurisdictions. **d** Data for previous years have been adjusted to 2007-08 dollars using the ABS GDP price deflator (table AA.26).

Source: tables 4A.8 and BA.28.

Total government recurrent expenditure on VET in 2008 was \$13 per annual hour (figure B.16). Annual hours refer to the total hours of supervised training delivered, based on the standard nominal hour value for each subject undertaken. Refer to chapter 5 for more information.

Figure B.16 **Total government real expenditure on VET per annual hour (2008 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 2008 dollars using the GDP chain price index (table 5A.92).

Source: tables 5A.92 and BA.29.

## Selected outcome indicators

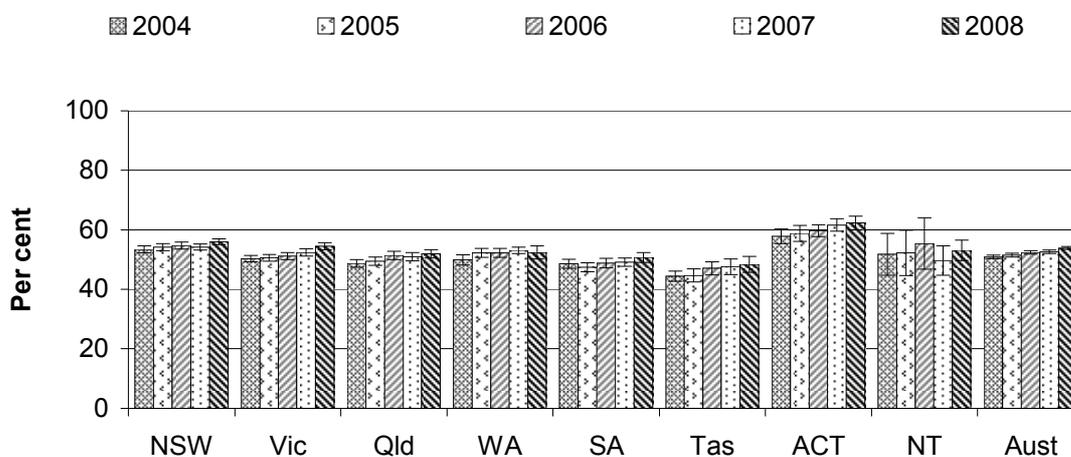
### *Educational attainment*

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

### *Non-school qualifications and employment*

In 2008, 53.9 per cent of people aged 15–64 years had a non-school qualification (7.5 million people) compared with 50.9 per cent (6.7 million people) in 2004 (figure B.17). Of the 7.5 million people with a non-school qualification, 40.6 per cent had a postgraduate degree, graduate diploma/graduate certificate or bachelor degree as their highest non-school qualification (table BA.17). Of the 6.4 million people in the 15–64 year age group without non-school qualifications, 37.8 per cent had completed the highest level of secondary school (table BA.18).

**Figure B.17 Proportion of 15–64 year olds with a non-school qualification as their highest level of qualification<sup>a, b, c</sup>**

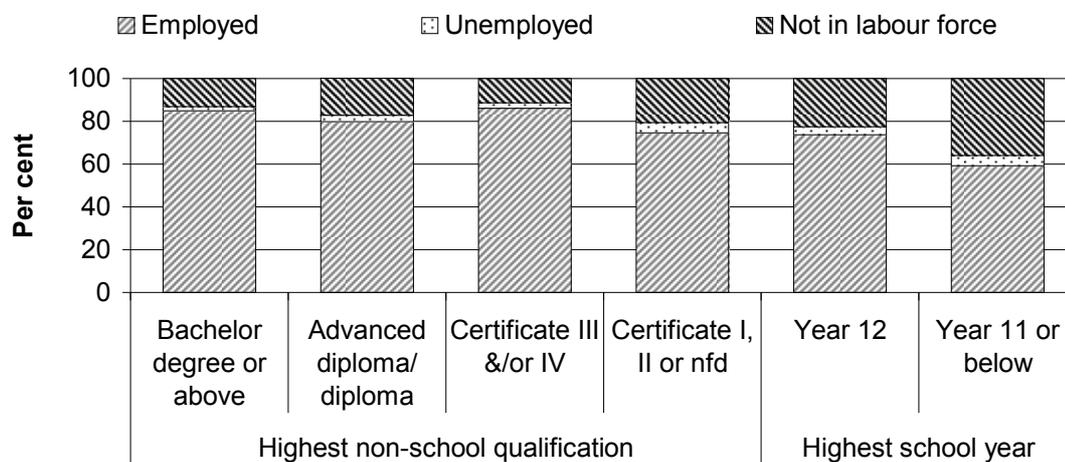


<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> The levels of highest non-school qualifications are not necessarily higher than a school qualification (that is, certificate I, II or not further defined (nfd) are not necessarily higher than year 12). <sup>c</sup> Refer to box B.4 for more information on the geographic coverage of the survey of Education and Work.

Source: ABS 2008, *Education and Work*, 2008, Cat. no. 6227.0; table BA.17.

There were 6.2 million employed people who had a non-school qualification in 2008, representing 60.2 per cent of employed people aged 15–64 years (table BA.18). People whose highest non-school qualification was a certificate III or IV were most likely to be employed (86.1 per cent), while people who did not complete secondary school were the least likely to be employed (59.2 per cent) (figure B.18).

Figure B.18 **Level of highest non-school qualification, or school year completed for those without a non-school qualification, by labour force status, (15–64 year olds), May 2008<sup>a, b, c</sup>**

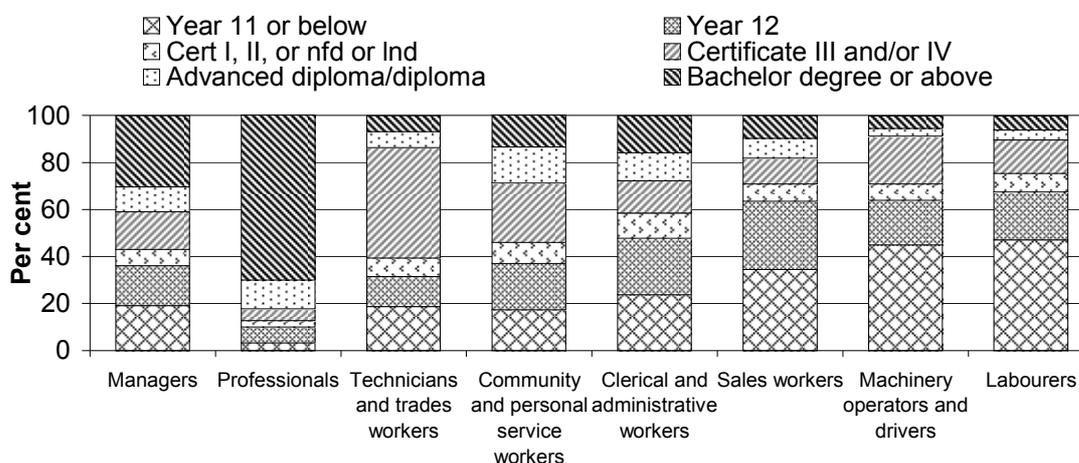


**nfd** = Not further defined. <sup>a</sup> The levels of qualifications are not necessarily listed in order from highest to lowest (that is, certificate I, II or nfd are not necessarily higher than year 12). <sup>b</sup> The denominator for proportion of people with a non-school qualification is level of education attained, and the denominator for people without a non-school qualification is the highest year of schooling completed. <sup>c</sup> Refer to box B.4 for information on the geographic coverage of the survey of Education and Work.

Source: ABS 2008, *Education and Work*, 2008, Cat. no. 6227.0; table BA.18.

People employed as professionals were most likely to have completed a bachelor or higher degree as their level of highest non-school qualification (70.2 per cent in 2008), while the level of highest non-school qualification for the majority of technicians and trades workers was a certificate III or IV (47.0 per cent) (table BA.19). People employed as sales workers, machinery operators and drivers, and labourers were most likely to be without a non-school qualification (greater than 60 per cent) (figure B.19).

**Figure B.19 Occupation of employed people, by level of highest non-school qualification or school year completed for those without a non-school qualification, (15–64 year olds), May 2008<sup>a, b</sup>**



nfd = Not further defined. Ind = Level not 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> Refer to box B.4 for information on the geographic coverage of the survey of Education and Work.

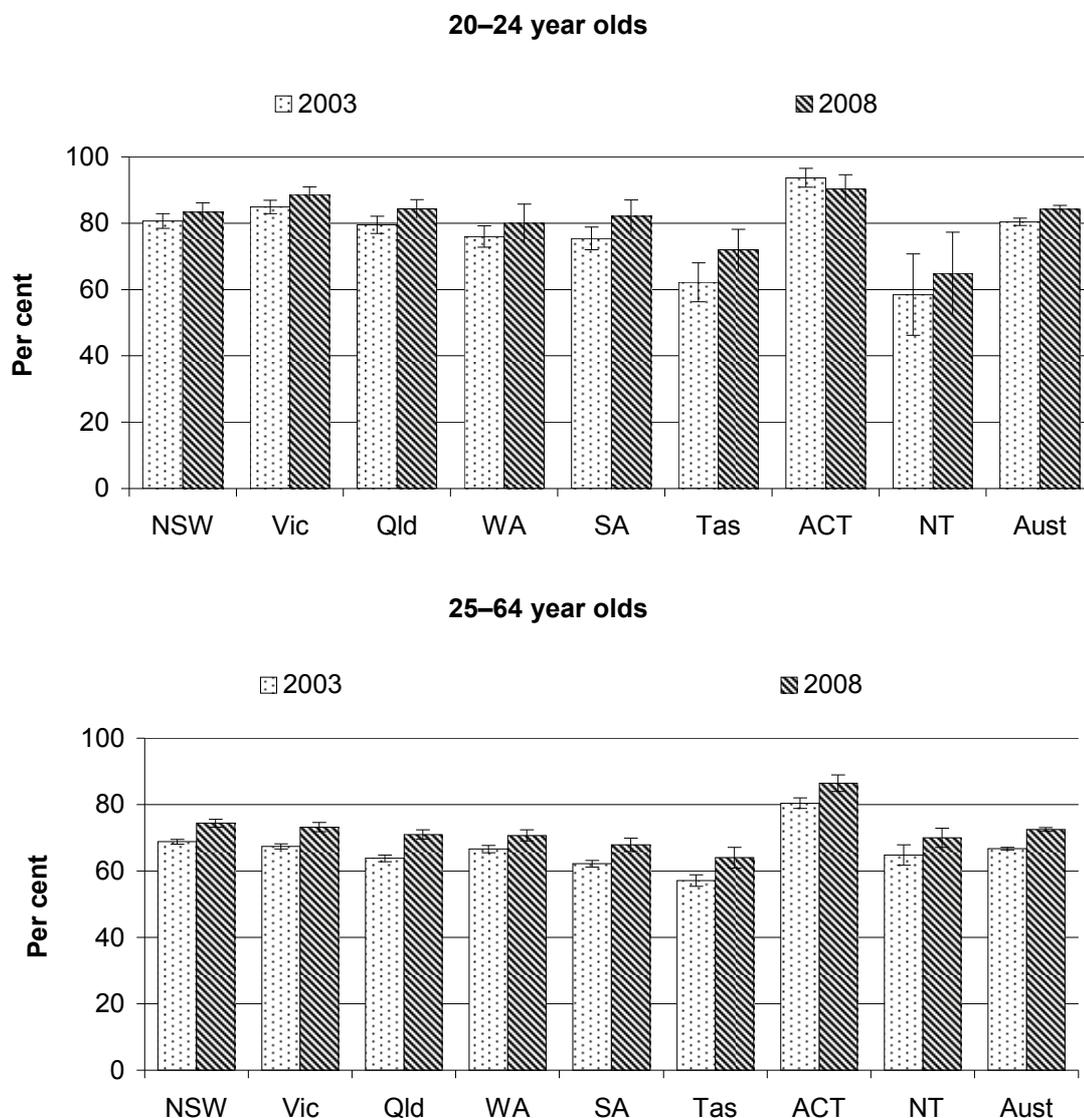
Source: ABS 2008, *Education and Work*, 2008, Cat. no. 6227.0; table BA.19.

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 or similar in 2006 (80.0 per cent) ranked 18 out of 29 OECD countries (OECD 2008).

#### *Minimum attainment — Year 12 or equivalent, or Certificate II*

Nationally, the proportion of 20–24 year olds in 2008 who had completed year 12 or equivalent or gained a qualification at certificate level II or above was 84.2 per cent in 2008, increasing from 80.4 per cent in 2003. The proportion of 25–64 year olds who had completed year 12 or equivalent or gained a qualification at certificate level II or above was 72.5 per cent in 2008, increasing from 66.7 per cent in 2003. The overall proportions for 20–24 year olds and 25–64 year olds varied across jurisdictions (figure B.20). Data for 19 year olds are presented in table BA.20.

Figure B.20 Proportion of 20–24 and 25–64 year olds who completed year 12 or equivalent, or gained a qualification at certificate level II or above<sup>a, b, c</sup>



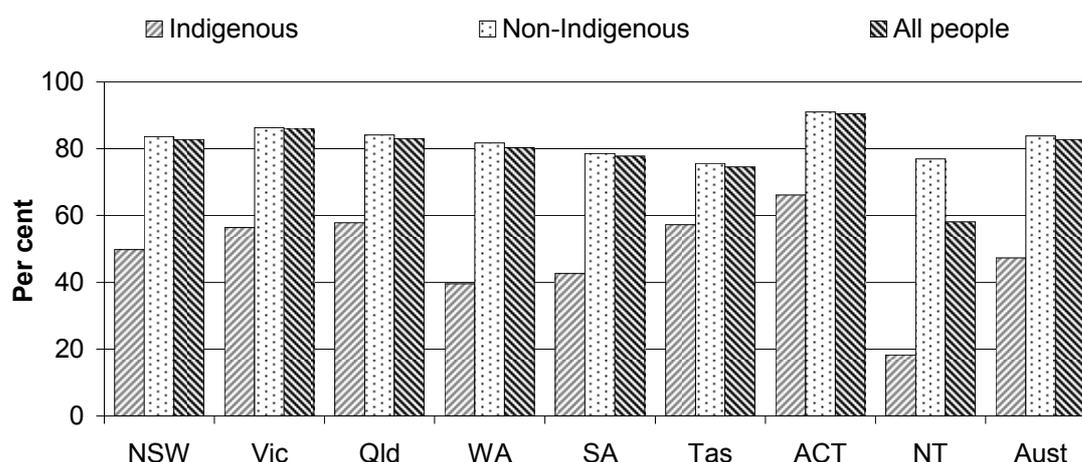
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the 15–19 years age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population). <sup>c</sup> Refer to box B.4 for information on the geographic coverage of the survey of Education and Work.

Source: ABS 2008, *Education and Work*, 2008, Cat. No. 6227.0; table BA.20.

Nationally in 2006, non-Indigenous 20–24 year olds were more likely than Indigenous 20–24 year olds to have completed year 12 or equivalent, or gained a qualification at certificate II or above (83.8 per cent and 47.4 per cent respectively)

(figure B.21). Data for 19 year olds and 25–64 year olds are presented in table BA.21.

**Figure B.21 Proportion of 20–24 year olds who completed year 12 or equivalent, or gained a qualification at certificate level II or above, by Indigenous status, 2006<sup>a, b, c, d</sup>**



<sup>a</sup> Australia includes 'Other Territories'. <sup>b</sup> People aged 20–24 years who have completed year 12 or certificate II or above includes certificate I or II nfd but excludes people with a certificate nfd and people whose level of non-school qualification could not be determined. <sup>c</sup> All people include those for whom Indigenous status is unknown and consequently the proportion of Indigenous students may be under-represented in some jurisdictions. <sup>d</sup> Proportions are determined using the number of students educated in the jurisdiction divided by the estimated resident population for the jurisdiction in the 15–19 years age group. In some cases students are educated in a different jurisdiction to their place of residence. These students are counted in their jurisdiction of education for the numerator (number of students educated in the jurisdiction) and their jurisdiction of residence for the denominator (estimated resident population).

Source: ABS (unpublished) 2006 Census of Population and Housing; table BA.21.

The proportion of 20–24 year olds who have completed year 12 or equivalent, or gained a qualification at certificate level II or above, using the ABS SEIFA IRSD, an index of socioeconomic disadvantage, is presented in table BA.22. Nationally and in all jurisdictions, in 2006, 20–24 year olds from the geographic areas of least socioeconomic disadvantage (SEIFA IRSD Quintile 5) were more likely to have completed year 12 or equivalent, or gained a qualification at certificate II or above than 20–24 year olds from geographic areas of greatest socioeconomic disadvantage (SEIFA IRSD Quintile 1) (table BA.22). Similar data for 19 year olds and 25–64 year olds are presented in table BA.22.

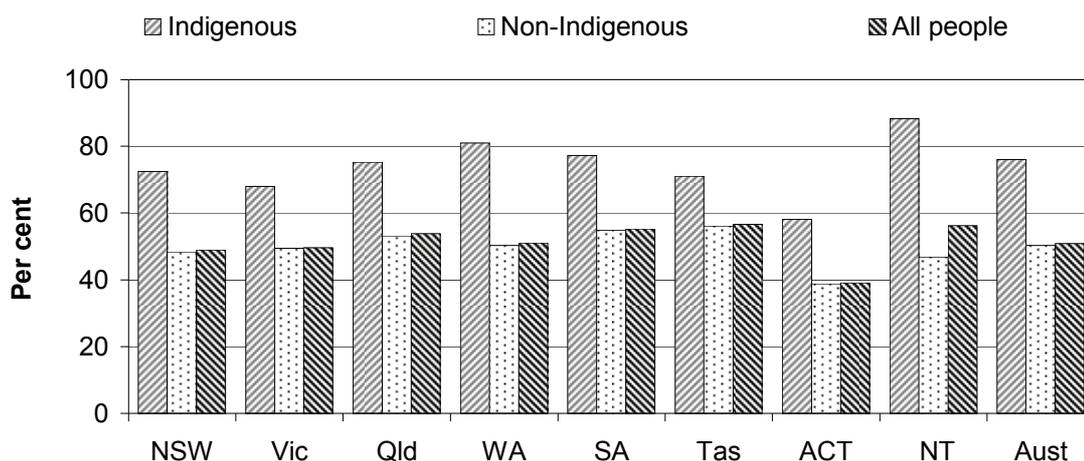
Chapter 5 presents additional data on participation in government funded VET programs at the certificate III level or higher by selected age groups, including data for 20–24 year olds and 25–64 year olds.

*People with limited or no qualifications*

Data on 20–64 year olds who do not have qualifications at or above a certificate III are presented in tables BA.23–BA.25. This includes people without a qualification, and people who have completed year 12 or equivalent, a certificate I, or a certificate II. Nationally in 2006, 50.8 per cent of 20–64 year olds did not have qualifications at or above a certificate III (figure B.22).

Indigenous 20–64 year olds were more likely to be without qualifications at or above a certificate III than non-Indigenous 20–64 year olds (76.0 per cent and 50.3 per cent respectively) (figure B.22). Alternative data on 20–64 year olds who do not have qualifications at or above a certificate III (in 2008) from the ABS *Survey of Education and Work* are presented in table BA.23.

**Figure B.22 Proportion of 20–64 year olds without qualifications at or above certificate III, by Indigenous status, 2006<sup>a, b, c</sup>**



<sup>a</sup> Certificate III or above includes certificate III, IV, diploma, advanced diploma, bachelor degree and above. Based on ABS decision tree for determination of level of highest education attainment. <sup>b</sup> All people excludes people whose level of education was not stated. <sup>c</sup> All people include those for whom Indigenous status is unknown and consequently the proportion of Indigenous students may be under-represented in some jurisdictions.

Source: ABS (unpublished) 2006 Census of Population and Housing; table BA.24.

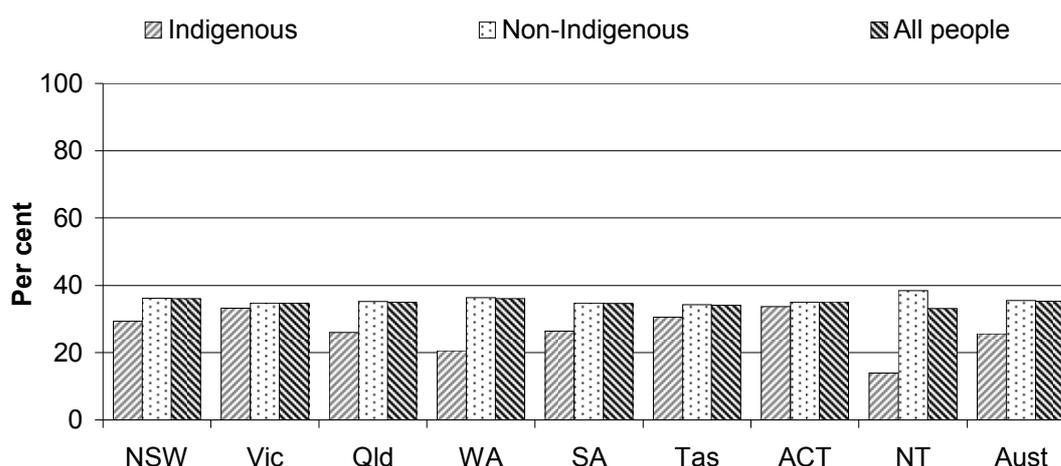
The proportions of 20–64 year olds without qualifications at or above certificate III using the ABS SEIFA IRSD, an index of relative socioeconomic disadvantage, are presented in table BA.25. Nationally and in all jurisdictions, in 2006, 20–64 year olds from the geographic areas of most socioeconomic disadvantage (SEIFA IRSD Quintile 1) were more likely to be without qualifications at or above a certificate III than 20–64 year olds from geographic areas of least socioeconomic disadvantage (SEIFA IRSD Quintile 5) (BA.25).

Data on the proportion of 25–29 year olds who have gained a post-secondary qualification at certificate III or above are shown at table BA.26.

*People with or working towards selected VET qualifications*

Nationally in 2006, 35.3 per cent of 20–64 year olds had, or were working towards, a post school qualification at a certificate III, IV, diploma or advanced diploma level. Non-Indigenous 20–64 year olds were more likely than Indigenous 20–64 year olds to have, or be working towards, a certificate III, IV, diploma or advanced diploma (35.5 per cent and 25.6 per cent respectively) (figure B.23).

**Figure B.23 Proportion of 20–64 year old population with or working towards post school qualification in certificate III, IV, diploma and advanced diploma, by Indigenous status, 2006<sup>a, b, c, d</sup>**



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

Source: ABS (unpublished) 2006 Census of Population and Housing; table BA.27.

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### *Adult literacy and numeracy skills*

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

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

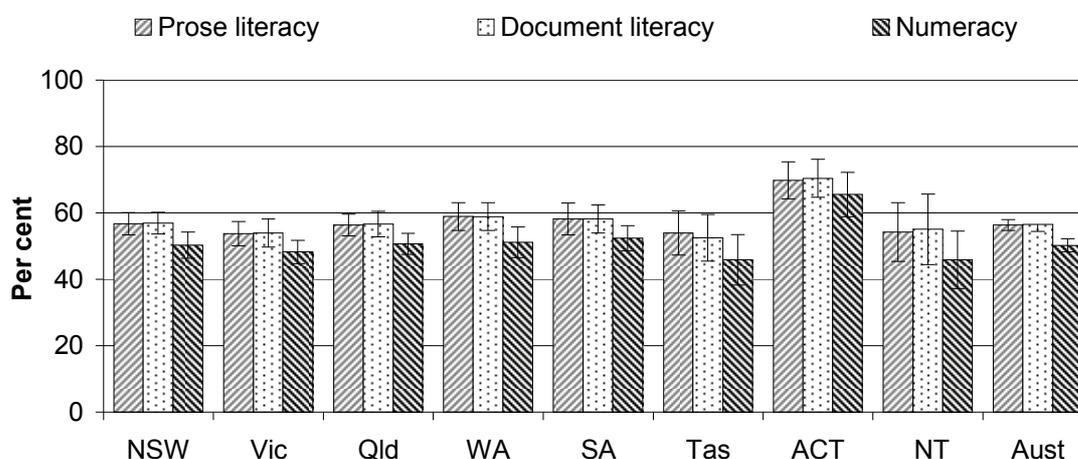
Skills were ranked on a scale from level 1 (lowest skill) to level 5 (highest skill), with level 3 considered ‘the minimum level required for individuals to meet the demands of everyday life and work in the emerging knowledge-based economy’ (ABS 2008b). Individuals with skills at level 1 or level 2 may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

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

- 56.4 per cent for prose literacy (compared with 55.7 per cent in 1996) (table BA.31)
- 56.5 per cent for document literacy (compared with 55.1 per cent in 1996) (table BA.31)
- 50.2 per cent for numeracy skills (comparative data are not available for numeracy skills for 1996) (table BA.30).

The proportions of people aged 15–64 years who achieved at or above level 3 by State and Territory in 2006 are presented in figure B.24.

**Figure B.24 Proportion of 15–64 year olds who achieved at skill level 3 or above, 2006<sup>a, b</sup>**



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

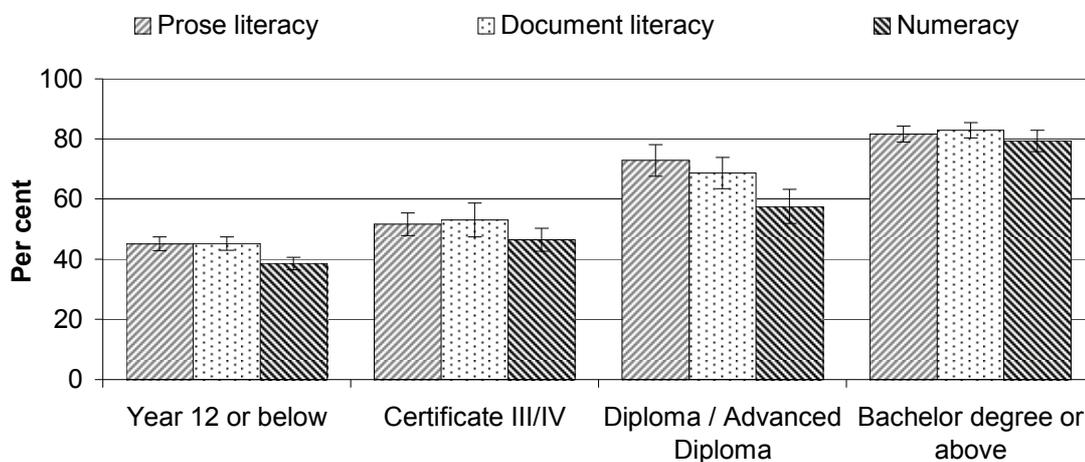
Source: ABS (2008 and unpublished) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.30.

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

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

The proportion of the working age population (15–64 year olds) at literacy levels 3 and above, by level of educational attainment is presented in figure B.26. Level of educational attainment may be considered an indication of socioeconomic status, where lower levels of educational attainment (for example ‘Year 12 and below’) represent lower socioeconomic status. Data on socioeconomic status using the ABS SEIFA ISRD are presented in table BA.33. Nationally in 2006, people with a higher level of educational attainment were less likely to have literacy and numeracy levels skills at levels 1, 2 and 3 than people with a lower level of educational attainment (figure B.25).

**Figure B.25 Proportion of the 15–64 year old at literacy level 3 and above, by highest level of educational attainment, Australia, 2006<sup>a, b</sup>**

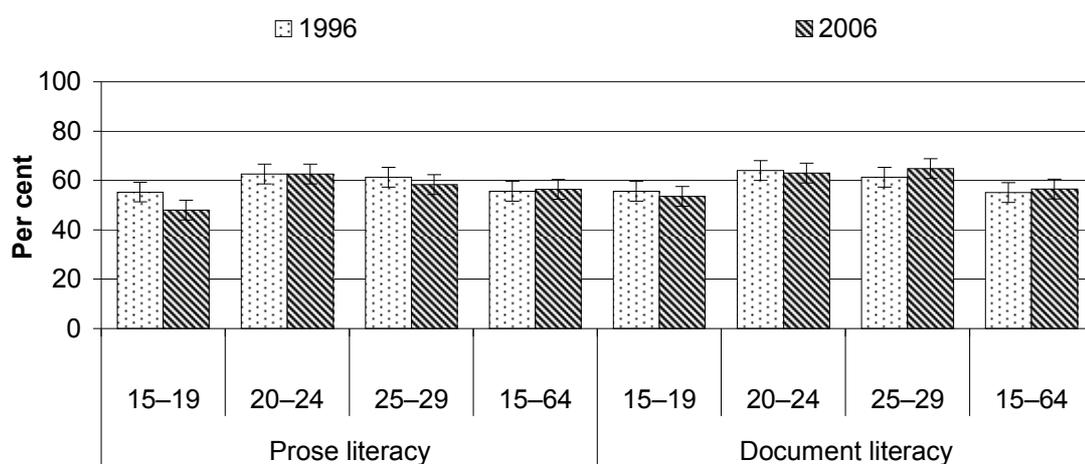


<sup>a</sup> Year 12 or below includes certificate I, II, I or II, and certificate nfd. <sup>b</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (2008 and unpublished) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.34.

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 prose and document literacy than the 20–24 years age group in both the 1996 and 2006 surveys (figure B.26).

**Figure B.26 Proportion of 15–64 year olds at level 3 or above for prose and document literacy skills, by age<sup>a</sup>**



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

Source: ABS (2008 and unpublished) *Adult Literacy and Life Skills Survey 2006*, Cat. no. 4228.0; table BA.31.

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### *Literacy, numeracy and employment*

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

In 2006, fewer than half of 15–19 year olds (43.3 per cent) had the necessary numeracy skills to meet the demands of everyday life (table BA.32). For unemployed people aged between 15–64 years, 27.0 per cent had the necessary numeracy skills to meet the demands of everyday life, while for employed people this proportion was 56.0 per cent. The difference between the numeracy skills of the employed and unemployed was greatest amongst 20–24 year olds (table BA.32).

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.

The extent of hard to fill vacancies may provide an indication of the effectiveness of education and training provision. The Department of Education, Employment and Workplace Relations (DEEWR) publishes a monthly Skilled Vacancy Index. In 2008-09, skilled job vacancies declined from July 2008 to June 2009 in all jurisdictions (table BA.36). This may indicate that education and training programs are addressing the market need or that the availability of skilled positions has declined.

## **Cross-cutting issues**

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

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

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## **Workforce participation and the availability of child care services**

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

The Children’s services chapter in this Report includes a measure of ‘meeting family needs’, defined as the proportion children aged 0–12 years in families participating in the labour force for whom formal care, or additional hours of formal care, were required for work-related reasons. This measure addresses the need for families to participate in the labour force without child care being a barrier to this participation (box 3.21).

## **VET in Schools**

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

The VET in Schools arrangement offers two main options. Students can undertake ‘school-based apprenticeships and traineeships’ (SATs), or VET subjects and courses (‘other VET in Schools programs’) (NCVER 2008).

In 2007, there were 174 800 VET in Schools students nationally (70.0 per cent in government schools), or 33.4 per cent of school students undertaking a senior secondary certificate. Approximately 9 per cent were school-based apprentices and trainees, and 91 per cent were enrolled in other accredited VET in Schools programs that lead to a nationally recognised VET qualification (NCVER 2009).

## **Non-linear education and training pathways**

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

- VET students progressing to undertake a university course

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

The Longitudinal Surveys of Australian Youth (LSAY) research program examined the paths taken by the year 9 class of 1995 through to age 20. One third of this group (33 per cent) entered university in their first post-school year, and 4 per cent in their second post-school year. Another 21 per cent (both year 12 completers and non-completers) entered non-apprenticeship VET study, and a similar proportion (20 per cent) participated in an apprenticeship or traineeship by age 20. By age 20, 80 per cent had participated in some post school study (ACER 2005b).

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

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

### **Special needs groups**

The ECET chapters report various data in relation to Indigenous populations as well as other special needs groups such as people with a disability, people living in remote areas, people with a language background other than English, 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 particular 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 2004), 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 2008).

It is anticipated that work undertaken to achieve the COAG aspirations will lead to improvements in performance reporting for the ECET sector. Five important national initiatives currently underway are the *National Partnership on Early Childhood Education*, the *Early Years Learning Framework*, the *National Early Childhood Development Strategy*, the *National Quality Framework for Early*

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*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 applicable.

Early childhood education and care is often considered separately to school education and training (and data are generally collected separately), thereby making the reporting for the expanded ECET sector difficult. The Steering Committee intends to continue to refine the preface where the opportunity arises from the availability of new data.

## **COAG developments**

### *Report on Government Services alignment with National Agreement reporting*

It is anticipated that further alignment between the ROGS and NA indicators might occur in future reports as a result of developments in NA and National Partnership reporting.

### *Outcomes from review of Report on Government Services*

COAG agreed to Terms of Reference for a Heads of Treasuries/Senior Officials review of the ROGS in November 2008, to report to COAG by end-September 2009. The review examined the ongoing usefulness of the ROGS in the context of new national reporting under the Intergovernmental Agreement on Federal Financial Relations.

No significant changes from this review are reflected in the 2010 Report. Any COAG endorsed recommendations from the review are likely to be implemented for the 2011 Report.

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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, (2007-08 dollars)
<b>Table BA.2</b>	Australian, State and Territory (including local) government real expenditure on education, (2007-08 dollars)
<b>Table BA.3</b>	Total government real expenditure on education, by purpose (2007-08 dollars) (\$ million)
<b>Table BA.4</b>	State and Territory (including local) government real expenditure (2007-08 dollars)
<b>Table BA.5</b>	Participation in education and training, by age, by sector, 2008
<b>Table BA.6</b>	Participation in education and training (per cent)
<b>Table BA.7</b>	Full time participation in employment, education or training (per cent), 2008
<b>Table BA.8</b>	Full time participation in employment, education or training at or above certificate III (per cent), 2008
<b>Table BA.9</b>	Full time participation in employment, education or training, by Indigenous status (per cent), 2006
<b>Table BA.10</b>	Full time participation in employment, education or training, by SES based on ABS SEIFA IRSD (per cent), 2006
<b>Table BA.11</b>	School leaver destination (15–19 year olds), 2008
<b>Table BA.12</b>	School leaver destination (15–24 year olds)
<b>Table BA.13</b>	Proportion of 15–19 year old school leavers participating in post school education or training 2008
<b>Table BA.14</b>	Applications to enrol in an educational institution, by people aged 15–19 years
<b>Table BA.15</b>	Applications to enrol in an educational institution, by people aged 20–24 years
<b>Table BA.16</b>	Applications to enrol in an educational institution, by people aged 15–64 years
<b>Table BA.17</b>	Level of highest non-school qualification or school year completed for those without a non-school qualification, 15–64 year olds
<b>Table BA.18</b>	Level of highest non-school qualification, or school year completed for those without a non-school qualification, people aged 15–64 years, by labour force status, 2008
<b>Table BA.19</b>	Level of highest non-school qualification or school year completed for those without a non-school qualification, people aged 15–64 years, by occupation, 2008
<b>Table BA.20</b>	People who have completed year 12 or equivalent or gained a qualification at certificate level II or above, by selected age groups (per cent)

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<b>Table BA.21</b>	Proportion of people who have completed year 12 or equivalent or gained a qualification at certificate level II or above, by Indigenous status, 2006
<b>Table BA.22</b>	Proportion of population having attained at least a year 12 or equivalent or certificate II or above, by SES based on SEIFA IRSD, 2006
<b>Table BA.23</b>	Proportion of 20–64 year old population who do not have qualifications at or above certificate III, 2008
<b>Table BA.24</b>	Proportion of 20–64 year old population who do not have qualifications at or above certificate III, by Indigenous status, 2006
<b>Table BA.25</b>	Proportion of 20–64 year old population who do not have qualifications at or above certificate III, 2006 (by SES based on SEIFA IRSD)
<b>Table BA.26</b>	Proportion of 25–29 year olds who have gained a post-secondary qualifications at certificate III or above
<b>Table BA.27</b>	Proportion of 20–64 year old population with or working towards post school qualification in certificate III, IV, diploma and advanced diploma, by Indigenous status, 2006
<b>Table BA.28</b>	School education real recurrent unit costs (2007-08 dollars)
<b>Table BA.29</b>	VET institution real recurrent unit costs (2008 dollars)
<b>Table BA.30</b>	Proportion of 15–64 year olds who achieved at skill level 3 or above, 2006
<b>Table BA.31</b>	Proportion of 15–64 year olds at level 3 or above for prose and document literacy skills, by age
<b>Table BA.32</b>	Proportion of 15–64 year olds at level 3 or above for numeracy, by age and employment status, 2006
<b>Table BA.33</b>	Proportion of the people aged 15–64 years at literacy levels 3 and above by SES, Australia (SES based on SEIFA IRSD)
<b>Table BA.34</b>	Proportion of people aged 15–64 years at literacy level 3 and above, by SES, Australia (SES based on highest level of educational attainment)
<b>Table BA.35</b>	Higher education participation by selected groups
<b>Table BA.36</b>	Skilled Vacancies Index 2008-09

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## 3 Children's services

### CONTENTS

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<b>3.2 Framework of performance indicators</b>	<b>3.13</b>
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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 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).

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

Most of the data in this chapter relate to services that are supported by the Australian, State and Territory governments and provided for children aged 0–12 years. Local governments also plan, fund and deliver children's services. Due

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to data limitations, the only local government data included are where Australian, State and Territory government funding and/or licensing are involved.

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

- reporting on the age of children enrolled in preschool
- reporting new data from the ABS Childhood Education and Care Survey 2008 (ABS 2009)
- reporting on the level of qualifications of staff employed by Australian Government approved child care services.

The Child Care Management System (CCMS) and the Australian Government Child Care Provider Survey (AGCCPS) have replaced the Australian Government Census of Child Care Services (AGCCCS) and other administrative data as the key source for Australian Government data for this chapter (box 3.1). Box 3.5 contains more information on the AGCCPS.

#### **Box 3.1 Australian Government data**

Data for a number of indicators and measures were previously sourced from the discontinued AGCCCS, which was last conducted in 2006. Data for these indicators and measures for 2008 and 2009 have been sourced from Department of Education, Employment and Workplace Relations (DEEWR) administrative data collected through the CCMS and the Centrelink Operator System, and the 2008-09 AGCCPS. The change in data source has affected the comparability of data for 2008 and 2009 to previous years, and time series data should be used with caution. Refer to the footnotes to figures and attachment tables for specific information on factors influencing the interpretation of these data.

## **3.1 Profile of children's services**

### **Service overview**

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

*Centre-based long day care* — comprises services aimed primarily at 0–5 year olds, provided in a centre, usually by a mix of qualified and other staff. Educational, care and recreational programs are provided based on the developmental needs, interests and experience of each child. In some jurisdictions, primary school children can

also receive care before and after school, and during school vacations. Centres typically operate for at least eight hours per day on normal working days, for a minimum of 48 weeks per year.

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

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

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

**Table 3.1 Preschool programs in Australia**

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

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

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

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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 disability or of parents with disability, and children living in regional and remote areas).

## **Roles and responsibilities**

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

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

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

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

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

- 
- providing curriculum and policy support and advice, as well as training and development for management and staff
  - planning to ensure the appropriate mix of services is available to meet the needs of the community
  - providing information and advice to parents and others about operating standards and the availability of services
  - providing dispute resolution and complaints management processes.

The arrangements for departmental responsibility for early childhood education and care vary across State and Territory governments. There are also differences across states and territories for early childhood education program names and starting ages. To provide some clarity on these arrangements, 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.

The Australian Government and State and Territory governments are working cooperatively to undertake national reforms in the area of early childhood education and care. These reforms are part of the broader *National Early Childhood Development strategy* (box 3.2).

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### Box 3.2 National Early Childhood Development strategy

The *National Early Childhood Development Strategy – Investing in the Early Years*, is a collaboration between Australian, State and Territory Governments. The strategy broadly covers children from before birth to eight years, and aims to improve outcomes for all children and their families, including reducing inequalities in outcomes between groups of children. The strategy was endorsed by the Council of Australian Governments (COAG) on 2 July 2009.

The strategy builds on the COAG early childhood development reforms in 2008, and includes a range of long term national reform initiatives in the areas of education and care, health, protection, family support and housing that seek to improve early childhood outcomes. The following national reform initiatives are linked specifically to early childhood education and care:

- the *National Partnership Agreement on Early Childhood Education* to achieve universal access to quality early childhood education for all children in the year before school by 2013
- the *National Indigenous Reform Agreement* which includes a target to ensure all Indigenous 4 year olds in remote communities have access to early childhood education by 2013
- the *National Partnership Agreement on Indigenous Early Childhood Development* to establish 35 new Children and Family Centres
- a national quality agenda for early childhood education and care that includes stronger standards, streamlined regulatory approaches, a rating system and an Early Years Learning Framework
- national workforce initiatives to improve the quality and supply of the early childhood education and care workforce.

Source: COAG (2009).

### 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.

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### *Licensing*

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

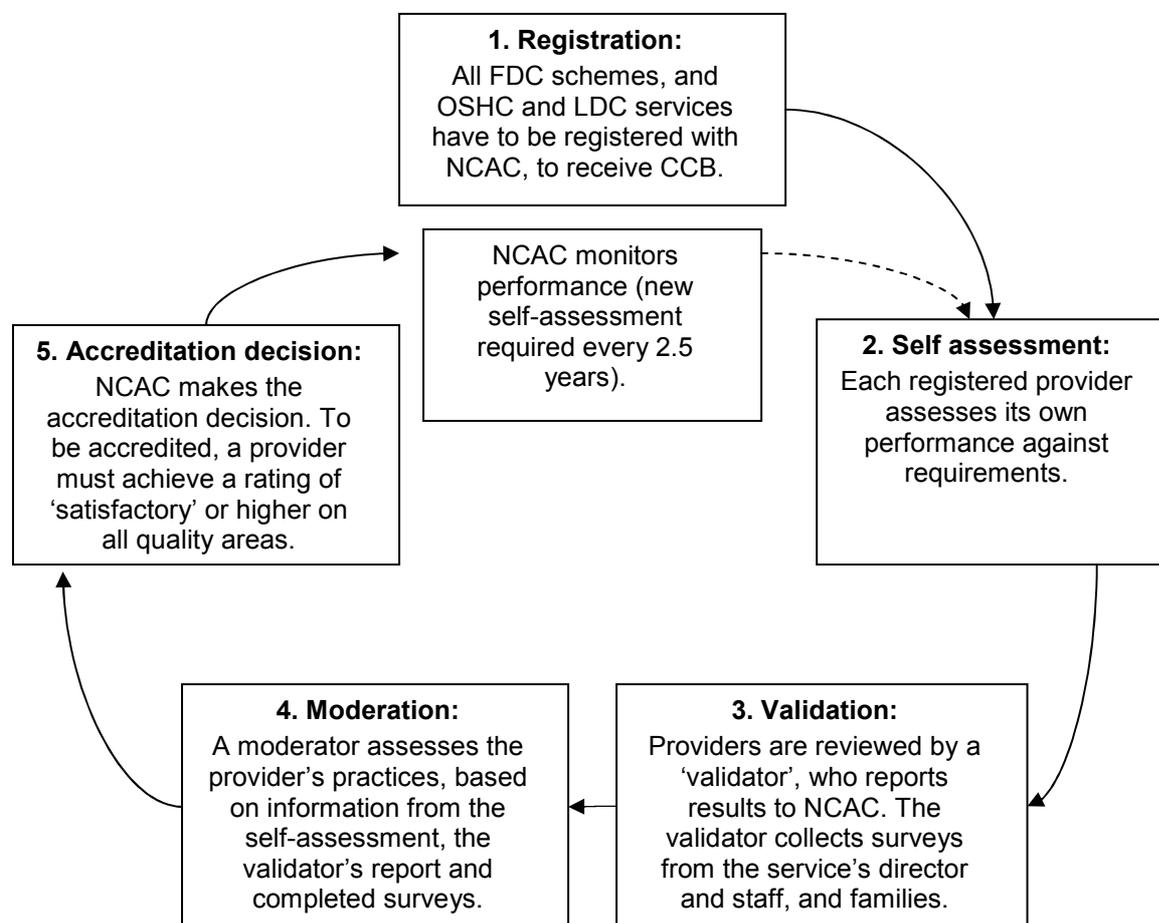
The Australian, State and Territory governments have jointly developed national standards for centre-based long day care, family day care and outside school hours care services. These standards express a national view about the level of care all Australians can expect from the different models of child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

### *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**



**FDC** Family Day Care schemes. **OSHC** Outside School Hours Care. **LDC** Long Day Care services. **CCB** 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 can include:

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

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## Funding

Total Australian, State and Territory government expenditure on children's services was approximately \$4.5 billion in 2008-09, compared with \$3.4 billion (in real terms) in 2007-08. Nationally, real expenditure increased by 51.1 per cent (\$1.5 billion) between 2004-05 and 2008-09 (table 3A.3).

Australian Government expenditure accounted for 83.4 per cent (\$3.8 billion) of total government expenditure on children's services in 2008-09 (table 3A.4). State and Territory government expenditure on children's services in 2008-09 was \$748.6 million (table 3A.5). Total Australian, State and Territory government expenditure on children's services is also available by jurisdiction (tables 3A.3–3A.5, 3A.44, 3A.51, 3A.58, 3A.65, 3A.72, 3A.79, 3A.86 and 3A.93).

In 2008-09, the provision of preschool services accounted for the largest proportion of total State and Territory government expenditure across all children's services models (83.7 per cent, or \$626.8 million) (table 3A.5).

The Australian Government provides supplementary funding to support the participation of Indigenous children in preschool programs. In 2009, an estimated \$9.1 million was provided on a per person and project basis to 1263 preschools. The funding covers 8278 full time equivalent Indigenous preschool enrolments (DEEWR unpublished).

## Size and scope

### *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 3.2).

**Table 3.2 Proportion of State and Territory licensed and/or registered children's services, by management type, 2008-09 (per cent)<sup>a</sup>**

	NSW	Vic <sup>b</sup>	Qld	WA	SAC <sup>c</sup>	Tas <sup>d</sup>	ACT	NT <sup>e</sup>
<i>Child care</i>								
Community managed <sup>f</sup>	27.2	33.6	34.7	19.4	34.3	50.5	79.4	68.4
Private <sup>g</sup>	70.1	53.9	62.5	77.3	42.3	34.7	20.6	31.6
Government managed	2.6	12.6	2.8	3.3	23.4	14.8	–	–
<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>
<i>Preschool</i>								
Community managed <sup>f</sup>	79.8	73.8	90.4	na	4.5	na	13.0	na
Private <sup>g</sup>	9.3	7.8	2.5	na	na	25.8	na	3.4
Government managed	10.9	18.3	7.1	100.0	95.5	74.2	87.0	96.6
<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 the NT are directly provided by the Department of Education, but a range of management functions are devolved to school councils and parent management committees. <sup>f</sup> Community managed services include not-for-profit services provided or managed by parents, churches or co-operatives. <sup>g</sup> Private for-profit services provided or managed by a company, private individual or non-government school. **na** Not available. **–** Nil or rounded to zero.

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

### *Child care services*

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

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

The Australian Government supported 711 394 child care places in 2009. The largest proportion of Australian Government supported child care places were centre-based long day care places (44.8 per cent), followed by outside school hours care places (44.5 per cent), family day care places (10.3 per cent) and occasional care places (0.4 per cent) (table 3A.8). Data on the number of child care places

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supported by State and Territory governments are presented in tables 3A.45, 3A.52, 3A.59, 3A.66, 3A.73, 3A.80, 3A.87 and 3A.94.

In the March quarter 2009, approximately 828 381 children aged 12 years or younger attended Australian Government approved child care services (table 3A.9). An additional 112 506 children attended State and Territory funded and/or provided child care services (table 3A.11).<sup>1</sup>

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

### *Preschool services*

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

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

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

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

There is no limit to the number of places in most State and Territory government funded and/or provided preschool services. Data on services should be considered only indicative of service capacity. Data on the number of preschool places are presented in tables 3A.45, 3A.52, 3A.59, 3A.66, 3A.73, 3A.80, 3A.87 and 3A.94.

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<sup>1</sup> 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.

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In 2008-09, 208 183 children were enrolled in State and Territory funded and/or provided services (table 3A.13). The majority (89.6 per cent, or 186 562 children) were to begin full time schooling the following year (table 3A.13). Limited data on preschool attendance are available for reporting.

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

### *Non-government preschools*

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

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

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

**Table 3.3 Characteristics of non-government preschools in receipt of government funding, 2009**

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

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

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

Source: State and Territory governments (unpublished).

Some data are also included on non-government preschools which are licensed, registered and/or approved by State and Territory governments (box 3.6).

## 3.2 Framework of performance indicators

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

None of the National Agreements relate specifically to children's services. The *National Indigenous Reform Agreement* (NIRA) establishes specific outcomes for reducing the level of disadvantage experienced by Indigenous Australians, and includes an indicator relating to access to quality early childhood education for Indigenous children. The measurement details of NIRA reporting were under development at the time of preparing this Report. It is anticipated that this indicator will be incorporated into the Children's services chapter for the 2011 Report.

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The framework of performance indicators for children's services is based on common objectives for children's services endorsed by the then Community Services Ministers' Advisory Council (CSMAC), now known as the Community and Disability Services Ministers' Advisory Council (CDSMAC) (box 3.3). The relative emphasis placed on each objective varies across jurisdictions.

**Box 3.3 Objectives for children's services**

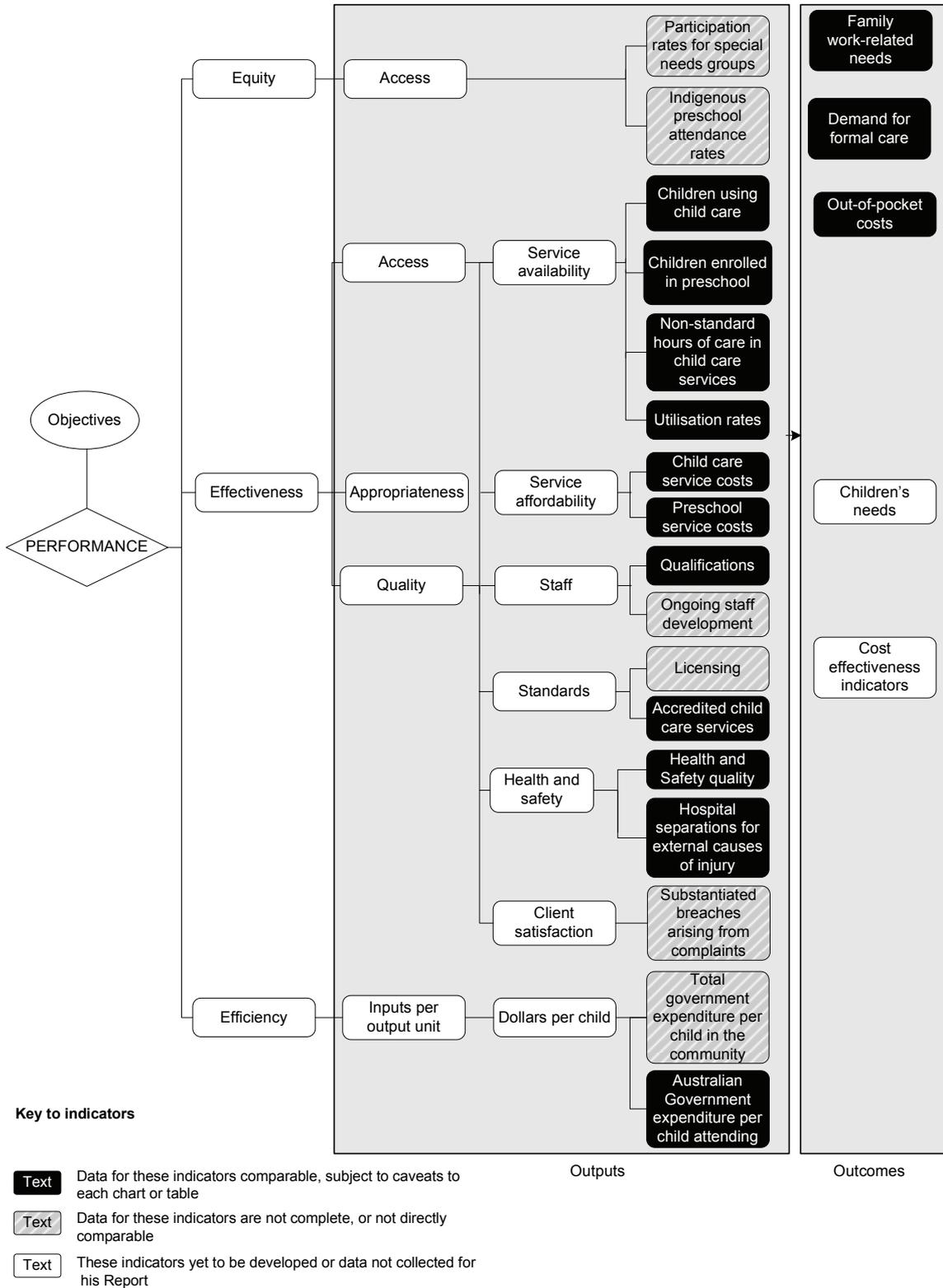
Children's services aim to:

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

A performance indicator framework consistent with these objectives is shown in figure 3.2. The framework shows which data are provided on a comparable basis in the 2010 Report. For data that are not deemed directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

Figure 3.2 Performance indicators for children’s services



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### 3.3 Key performance indicator results

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

#### Outputs

Outputs are the 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 can have special difficulty in accessing services (box 3.4).

#### **Box 3.4 Participation rates for special needs groups**

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

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

Data reported for this indicator are not directly comparable.

Data for participation by special needs groups using Australian Government approved child care services for 2008-09 were drawn from the AGCCPS and

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DEEWR administrative systems. Box 3.5 contains more information on the AGCCPS.

**Box 3.5 Australian Government Child Care Provider Survey**

The Australian Government Child Care Provider Survey (AGCCPS) was conducted for the first time in 2008-09 and replaces the Australian Government Census of Child Care Services (AGCCCS) as the source for data that was not available from Australian Government administrative sources. The AGCCCS was last conducted in 2006 and has been discontinued.

The 2008-09 AGCCPS collected information on children with special needs and staff in Australian Government approved child care services. Data were collected from child care services during a sample week in November 2008 for all service types except vacation care. Data on vacation care services were collected in a sample week during school holidays (which varied across jurisdictions) in June and July 2009.

For consistency, the same information was collected in the AGCCPS as in the AGCCCS. Although data from the AGCCPS and AGCCCS presented in this chapter are weighted for the full population of services, variation in the response rates and different weighting methods affect the comparability of data across the collections.

*Source:* DEEWR (unpublished).

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

- Children from a non-English speaking background aged 0–12 years participated in child care at a lower rate (13.2 per cent) than this group’s representation in the community (18.8 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Indigenous children aged 0–12 years participated in child care at a lower rate (2.3 per cent) than their representation in the community (4.4 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Children aged 0–12 years from low income families participated in child care services at a similar rate (23.9 per cent) to their representation in the community (23.2 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Children aged 0–12 years with disability had a lower representation in child care (3.2 per cent) compared with their representation in the community (7.7 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.
- Children aged 0–12 years from regional areas participated in child care services at a lower rate (28.5 per cent) to their representation in the community

(33.1 per cent). This was also the case for both the 0–5 age group and the 6–12 age group.

- Children aged 0–12 years from remote areas participated in child care at a lower rate (1.0 per cent) to their representation in the community (3.0 per cent). This was also the case for both the 0–5 age group and the 6–12 age group (tables 3.4 and 3A.14).

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

**Table 3.4 Proportion of children aged 0–12 years from special needs groups attending Australian Government approved child care services, 2008-09 (per cent)<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>
<i>Children from non-English speaking backgrounds</i>									
In child care services	18.0	17.2	7.3	9.7	9.3	4.2	10.3	11.5	13.2
In the community, 2006	23.2	21.7	11.9	15.5	13.7	7.2	16.2	36.8	18.8
<i>Indigenous children</i>									
In child care services	2.5	0.9	3.1	2.4	2.1	1.8	1.4	10.6	2.3
In the community, 2006	4.1	1.2	6.2	5.6	3.3	6.5	2.3	39.2	4.4
<i>Children from low income families</i>									
In child care services	24.4	23.7	24.7	22.7	24.6	24.8	9.6	16.2	23.9
In the community, 2007-08	24.5	23.1	20.9	21.0	26.6	33.8	10.8	18.9	23.2
<i>Children with disability</i>									
In child care services	3.8	2.5	2.6	2.5	5.5	2.7	1.9	3.7	3.2
In the community, 2003	8.0	6.8	7.6	8.9	8.8	6.2	7.5	np	7.7
<i>Children from regional areas</i>									
In child care services	26.3	24.6	32.5	20.5	19.4	99.2	0.1	79.1	28.5
In the community, 2006	28.9	28.2	45.9	24.8	26.7	97.9	0.2	51.4	33.1
<i>Children from remote areas</i>									
In child care services	0.2	–	1.1	3.4	1.7	0.8	..	21.0	1.0
In the community, 2006	0.7	0.1	4.4	8.6	4.4	2.0	..	50.7	3.0

<sup>a</sup> Data on children in child care services represent the population of children attending child care in 2008-09. Data on representation in the community are reported for different years due to the availability of data and are sourced from the ABS *Survey of Disability and Housing 2003*, *2006 Census of Population and Housing* and the *Survey of Income and Housing 2007-08*. <sup>b</sup> Data on child care services for 2008-09 are not directly comparable to previous years data (presented in table 3A.15) due to a change in data source. Refer to box 3.1, box 3.5 and table 3A.15 for more information. <sup>c</sup> See source table for complete footnotes and definitions. <sup>d</sup> Data in italics have relative standard errors above 25 per cent, and need to be used with caution. – Nil or rounded to zero. .. Not applicable. np Not published.

Source: DEEWR (unpublished) administrative data collection and *Australian Government Child Care Provider Survey 2008-09*; ABS (unpublished) *Survey of Income and Housing 2007-08*, Cat. no. 6523.0, *2006 Census of Population and Housing*, and *Survey of Disability, Ageing and Carers 2003*, Cat no. 4430.0; table 3A.15.

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

- For jurisdictions where data were available (NSW, Victoria, Queensland and SA), the representation of children aged 3–5 years from a non-English speaking background was 12.3 per cent. Nationally, 18.7 per cent of children aged 3–5 years in the community were children from a non-English speaking background.
- Nationally, the representation of Indigenous children aged 3–5 years in preschool (4.9 per cent) was higher than their representation in the community (4.5 per cent) though this varies across jurisdictions.
- For jurisdictions where data were available (all except Tasmania and the ACT), the representation of children with disability aged 3–5 years was 6.1 per cent. Nationally, 8.0 per cent of children aged 3–5 years in the community had a disability.
- Nationally, children aged 3–5 years from regional areas participated in preschool at a lower rate (27.3 per cent) compared with their representation in the community (32.3 per cent) though this varied across jurisdictions.
- Nationally, children aged 3–5 years from remote areas participated in preschool at a similar rate (3.7 per cent) to their representation in the community (4.2 per cent) though this varied across jurisdictions (table 3.5).

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

**Table 3.5 Proportion of children (aged 3–5 years) from special needs groups enrolled in State and Territory funded or provided preschools, 2008-09 (per cent)<sup>a, b, c</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<sup>d</sup></i>
Children from non-English speaking backgrounds									
In preschool services	10.1	16.9	3.8	na	11.0	na	17.3	na	12.3
In the community, 2006	23.2	21.6	11.6	15.6	13.5	7.2	16.1	38.7	18.7
Indigenous children									
In preschool services	4.0	0.9	8.0	8.9	6.3	4.9	3.0	43.2	4.9
In the community, 2006	4.1	1.2	6.4	5.8	3.5	6.4	2.3	41.8	4.5
Children with disability									
In preschool services <sup>e</sup>	5.4	6.6	2.2	3.0	14.1	na	3.4	5.1	6.1
In the community, 2003	7.7	6.5	8.6	10.2	8.3	7.2	14.3	np	8.0
Children from regional areas									
In preschool services	29.4	24.6	40.8	9.7	26.4	98.6	0.8	46.5	27.3
In the community, 2006	28.0	27.5	45.1	24.5	26.2	97.7	0.1	48.2	32.3
Children from remote areas									
In preschool services	1.0	0.1	7.4	8.5	6.1	1.4	..	53.5	3.7
In the community, 2006	1.0	0.1	6.2	11.8	5.8	2.6	..	68.2	4.2

<sup>a</sup> Data on children in preschool services represent the population of children enrolled in preschool in 2008-09. Data on representation in the community are reported for different years due to the availability of data and are sourced from the ABS *Survey of Disability and Housing 2003*, *2006 Census of Population and Housing* and the *Survey of Income and Housing 2007-08*. <sup>b</sup> See source table for complete footnotes and definitions. <sup>c</sup> Data exclude innovative or flexible services that receive direct funding from the Australian Government and are targeted towards children from these groups. Data on preschool services can include some children aged 3 years or 5 years for all jurisdictions. Preschool data in the NT can include some children aged greater than 5 years in very remote areas. <sup>d</sup> Data for Australia for children from non-English speaking backgrounds and children with disability in preschool are the total of the sum of the states and territories for which data are available, and should not be interpreted as national data. Data for Australia for children from regional and remote areas in preschool, and data on the representation in the community represent all states and territories and can be interpreted as national data. <sup>e</sup> Data on children with disability are not directly comparable because the definition of disability varies across jurisdictions. **na** Not available. **..** Not applicable.

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

### *Access — Indigenous preschool attendance rates*

‘Indigenous preschool attendance rates’ is an indicator of governments’ objective to ensure that services are provided in an equitable manner to all special needs groups in the community, and that there is consideration of the needs of those groups which can have special difficulty in accessing services (box 3.6).

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### **Box 3.6 Indigenous preschool attendance rates**

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

Non-government preschools include preschool programs delivered in government funded, registered, licensed and/or approved services, and these arrangements vary across jurisdictions. Preschool programs operated by commercial providers are excluded (DEEWR 2009).

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

Preschool attendance is not compulsory.

Data on Indigenous preschool attendance rates are limited to Indigenous children enrolled in non-government preschools, as Indigenous children enrolled in government preschools are not available.

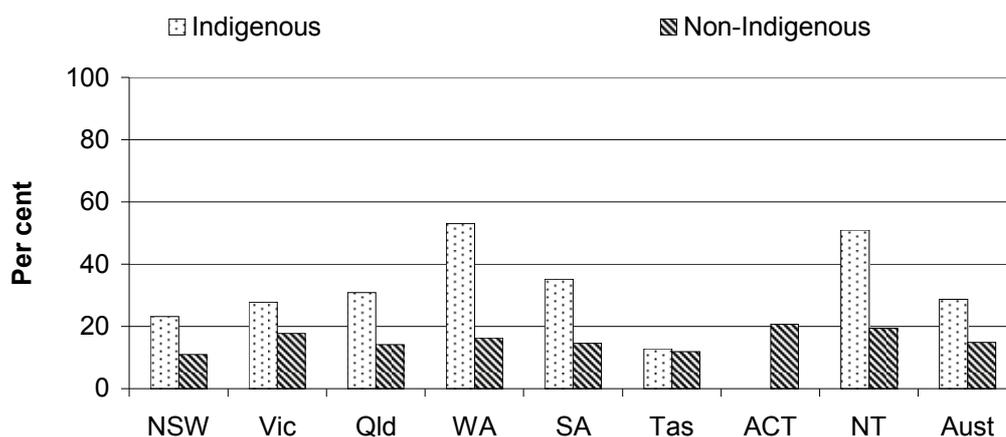
Data reported for this indicator are not complete.

Indigenous preschool enrolments provide a broad indication of access to preschool. Data on Indigenous preschool enrolments were provided for all jurisdictions except the ACT. Nationally in 2008-09, 10 200 Indigenous children were enrolled in State and Territory government funded and/or provided preschool. Of these Indigenous children, at least 4320 were enrolled in preschool in the year before full time school (table 3A.16). Data on Indigenous children's representation in preschool compared with their representation in the community are presented in table 3.5. Data on Indigenous children enrolled in preschool for the period 2004-05 to 2008-09 are presented in 3A.17.

'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 can 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 NPC collected data from 98 per cent of the 3536 non-government preschools in scope for the 2008 NPC (DEEWR 2009). This represents approximately 68 per cent of all government and non-government preschools, though this proportion varies considerably across jurisdictions (from 7.9 per cent in the NT, to 100.0 per cent in Victoria) (table 3A.18). Data for jurisdictions with few non-government preschools should be interpreted with care.

Nationally in 2008, non-attendance by Indigenous children (28.6 per cent) was higher than non-attendance by non-Indigenous children (14.8 per cent) (figure 3.3).

**Figure 3.3 Enrolled children absent from non-government preschools, 2008<sup>a, b, c, d, e</sup>**



<sup>a</sup> Data on attendance are limited to non-government preschools, and exclude government preschools. At the national level, approximately 68 per cent of children are in preschools deemed to be non-government, though this percentage varies across jurisdictions: 90 per cent in NSW, 100 per cent in Victoria, 93 per cent in Queensland, 28 per cent in WA, 22 per cent in SA, 25 per cent in Tasmania, 12 per cent in the ACT, and 8 per cent in the NT. Preschool attendance data for jurisdictions with a small proportion of non-government preschools should be interpreted with care. <sup>b</sup> Preschool attendance is not compulsory. <sup>c</sup> Attendance was measured during the week of 28 July–1 August 2008. 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 can be higher during winter than at other times of the year. <sup>d</sup> Data for non-Indigenous children are derived from data on Indigenous children and all children. <sup>e</sup> There were no Indigenous children enrolled in non-government preschools in the ACT in 2008.

Source: DEEWR (unpublished) *National Preschool Census 2008*; table 3A.18.

## Effectiveness

### *Service availability — children using child care*

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

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**Box 3.7 Children using child care**

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

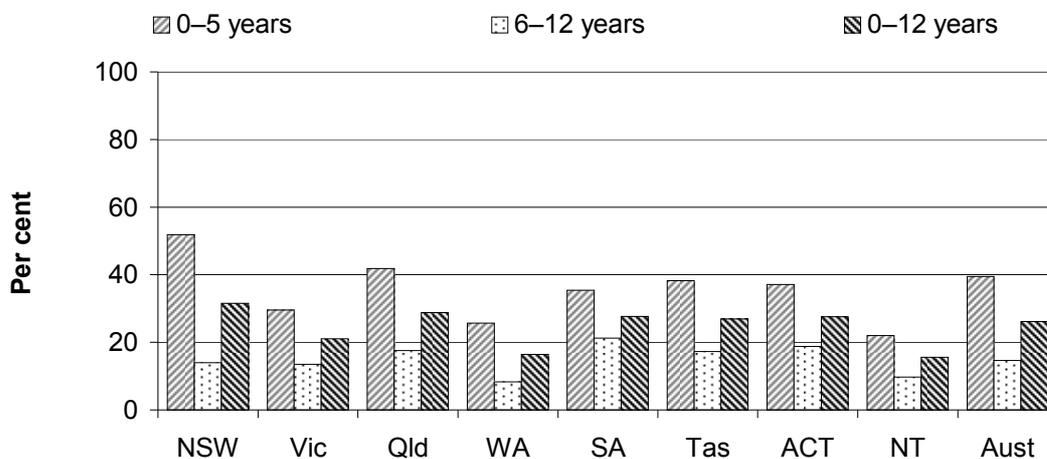
A higher proportion of children using the services can indicate a higher level of service availability. This indicator does not provide information on parental preferences for using child care, or other factors, such as school starting age, which can affect use of care.

Data reported for this indicator are comparable.

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

Nationally, 26.2 per cent of children aged 0–12 years attended Australian approved and State and Territory government funded and/or provided child care in 2008-09 (figure 3.4). Nearly all of these children (88.0 per cent) attended Australian Government approved child care services (table 3A.11).

**Figure 3.4 Proportion of children using Australian Government approved plus State and Territory government funded and/or provided child care, 2008-09<sup>a, b</sup>**

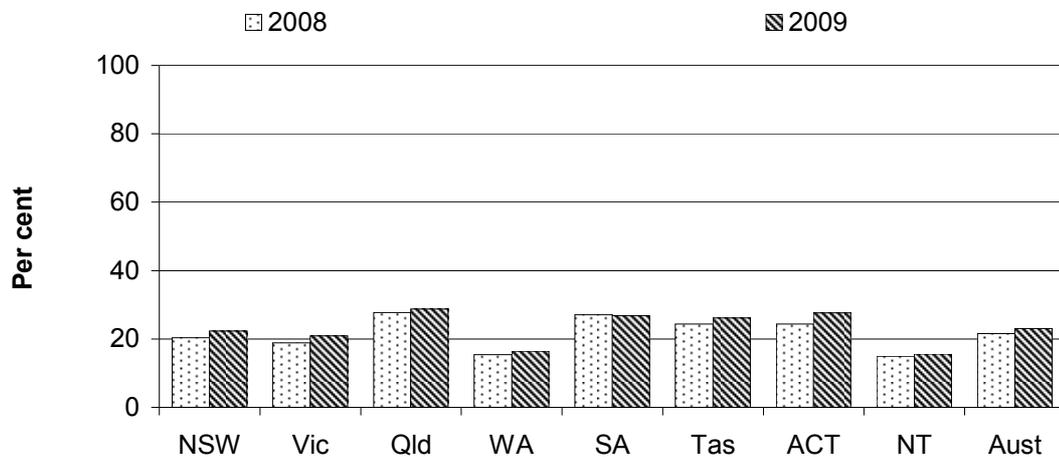


<sup>a</sup> Population measure is the estimated resident population as at 31 December 2008. The Australian total includes children in other territories. <sup>b</sup> As NSW does not differentiate between children in child care and children in preschools, children attending either service are counted in both categories. This overcount means that NSW data are not comparable with data for other states and territories.

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

Nationally in 2009, 23.1 per cent of all 0–12 year olds attended Australian Government approved child care (figure 3.5). The majority of children attending Australian Government approved child care in 2009 (567 388, or 68.5 per cent) were aged 0–5 years (table 3A.9). In 2009, 44.2 per cent of all 2 year olds, 54.0 per cent of all 3 year olds, and 51.1 per cent of all 4 year olds attended Australian Government approved child care (table 3A.10).

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



<sup>a</sup> Data from 2008 are not directly comparable to data prior to 2008 (presented in table 3A.9) due to a change in data source. Refer to box 3.1, box 3.5 and table 3A.9 for more information. <sup>b</sup> Each child attending child care is counted once, even if they attend more than one type of care. <sup>c</sup> Attendance is counted as the number of children attending approved care in all services except Vacation Care during the week 23–29 March 2009. The week in which vacation care attendance was measured varied due to different vacation care periods across Australia. <sup>d</sup> Population measure is the estimated resident population as at 31 December.

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

The average hours of attendance in child care in 2009 varied considerably across jurisdictions, for all service models. Nationally, average attendance per child at centre-based long day care centres was 25.8 hours per week, while the average attendance per child at family day care was 19.3 hours per week. Nationally, the average attendance per child at occasional care was 11.5 hours per week, the average attendance per child at outside school hours care was 7.5 hours per week, and the average attendance at vacation care during school holidays was 29.9 hours per week (table 3A.12).

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

‘Children enrolled in preschool’ is an indicator of governments’ objective to ensure that all Australian families have equitable access to preschool services (box 3.8).

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### Box 3.8 Children enrolled in preschool

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

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

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

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

Participation in preschool is not compulsory.

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

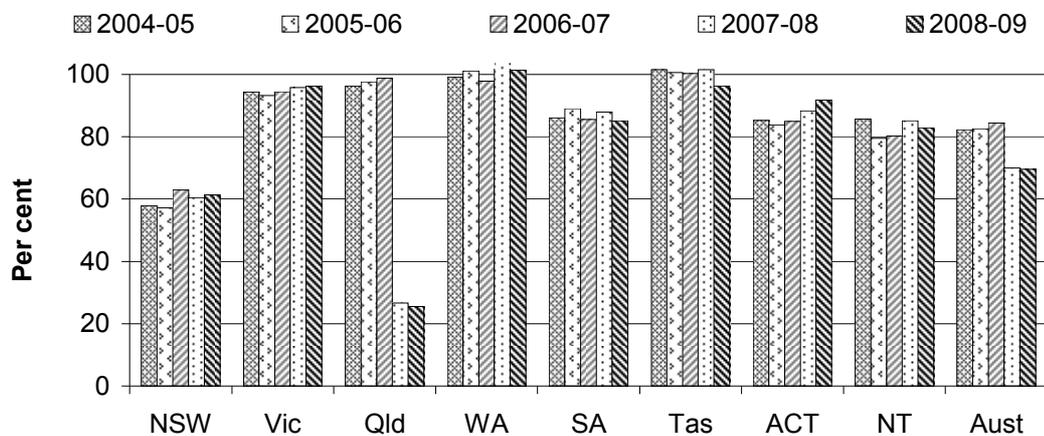
Data reported for this indicator are comparable.

There is some double counting of children enrolled in preschool in several jurisdictions, as well as issues with synchronisation of data collection times for preschool enrolments and population estimates. This can lead to an overestimation of enrolment in some states and territories (for example, where enrolment rates exceed 100 per cent) (figure 3.6).

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

Nationally in 2008-09, 69.5 per cent of children enrolled in preschool were in the year immediately before they commenced full time school (figure 3.6). The national total for preschool enrolments from 2007-08 are not directly comparable to earlier years due to the cessation of Queensland government provided preschool and the introduction of a Preparatory Year in Queensland from 2007. The national average for 2007-08 and 2008-09 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<sup>a, b, c, d, e, f, g, h</sup>**



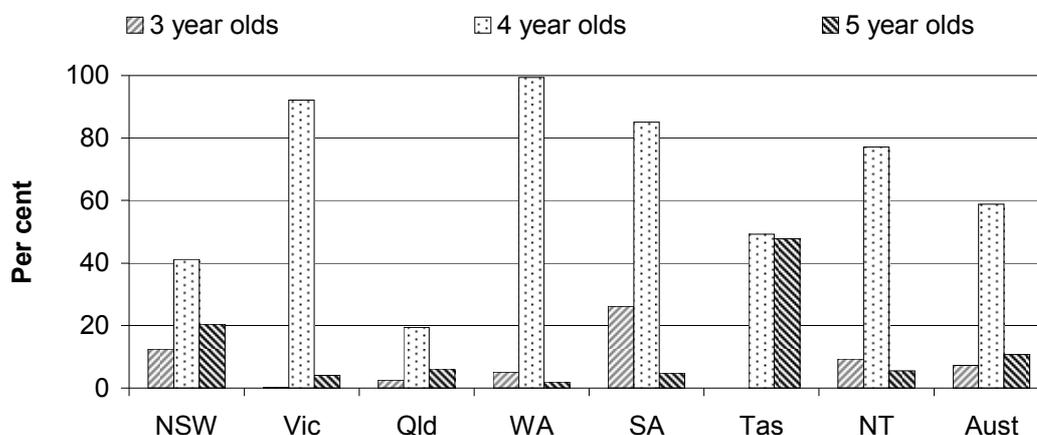
<sup>a</sup> The preschool starting age varies across jurisdictions (table 3.1). Differences in school starting age and years of schooling across jurisdictions can affect the proportion of children in preschool services. <sup>b</sup> Four year old children enrolled in preschool is a proxy for children in the year before full time school. Some children of other ages are included. <sup>c</sup> To calculate the proportions in this figure, enrolment data (from State and Territory governments) are divided by the number of 4 year olds in each jurisdiction (using ABS estimated resident population at 31 December). The enrolment data and population data are estimated at different times of the year. <sup>d</sup> There is some double counting of children in NSW, Queensland (from 2007-08) and WA because some children moved in and out of the preschool system throughout the year and some children accessed more than one sessional program. As a result, the number of children reported in preschool exceeds the number of children in the target population. <sup>e</sup> NSW data include children aged 4 years to 5 years, 11 months enrolled in and attending licensed state funded preschool programs. Children attending unfunded preschools and preschool programs in other licensed children's services in NSW cannot be discretely counted and are excluded. Children in the non-government school sector are also excluded. Data from 2006-07 include preschools managed by the NSW Department of Education and Training. <sup>f</sup> Victorian data for 2008-09 includes 9741 eligible 4 year old children attending funded kindergarten program conducted in centre based long day care services. <sup>g</sup> Queensland data from 2007-08 include Indigenous Community Pre-Preparatory and C&K community kindergarten services. Data for C&K community kindergarten services in 2008-09 are not comparable to data for previous years. Refer to table 3A.13 for more information. <sup>h</sup> NT preschool data from 2006-07 include Catholic Remote Indigenous schools.

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

Nationally in 2008-09, 20 731 younger children were enrolled in government funded preschool services. Participation in 2008-09 differed across jurisdictions, in part due to variation in policies on access to funded preschool services (table 3A.13).

All jurisdictions except the ACT were able to provide data on the age of children enrolled in preschool. Although the preschool starting age varies across jurisdictions (table 3.1), the majority of children enrolled in preschool in 2008-09 were 4 years old for each jurisdiction reporting (table 3A.13). Figure 3.7 shows the proportions of all 3 year olds, 4 year olds and 5 year olds enrolled in preschool, and these proportions vary across jurisdictions.

**Figure 3.7 Proportions of 3, 4 and 5 year old children enrolled in State and Territory government funded and/or provided preschool services, by age, 2008-09<sup>a, b, c</sup>**



<sup>a</sup> The starting age for preschool varies across jurisdictions. <sup>b</sup> Data on 3, 4 and 5 year olds enrolled in preschool were not available for the ACT by single year of age. Although 3 year old children can attend preschool in Tasmania, there were no children aged 3 years old at the time of data collection. <sup>c</sup> Data for Australia are the total of the sum of the states and territories for which data are available.

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

All jurisdictions except NSW and Victoria provided data on the average hours of attendance for government funded and/or provided preschool services in 2008-09. For those jurisdictions that provided data for 2008-09, the average attendance of children in the year immediately before they commenced full time schooling was between 11 and 13 hours per week (tables 3A.59, 3A.66, 3A.73, 3A.80, 3A.87 and 3A.94).

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

‘Non-standard hours of care in child care services’ is an indicator of governments’ objective to ensure government funded and/or provided child care services meet the needs of all users (box 3.9).

**Box 3.9 Non-standard hours of care in child care services**

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

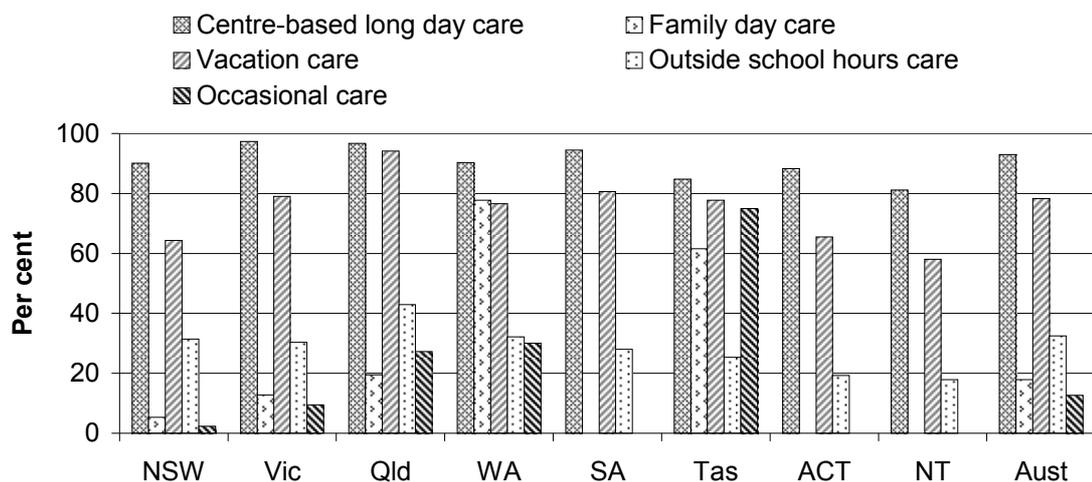
A high or increasing proportion of services providing non-standard hours of care can suggest a greater flexibility of services to meet the needs of families.

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

Data reported for this indicator are comparable.

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

**Figure 3.8 Australian Government approved child care services providing non-standard hours of care, by service model, 2009**



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

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Limited data are available on State and Territory government funded and/or provided child care services that offer non-standard hours of care (see table 3A.21). NSW, Queensland and SA provided data on the proportion of preschools that offered non-standard hours of care in 2008-09 (table 3A.21).

*Service availability — utilisation rates*

‘Utilisation rates’ is an indicator of governments’ objective to ensure all Australian families have equitable and adequate access to children’s services (box 3.10).

**Box 3.10 Utilisation rates**

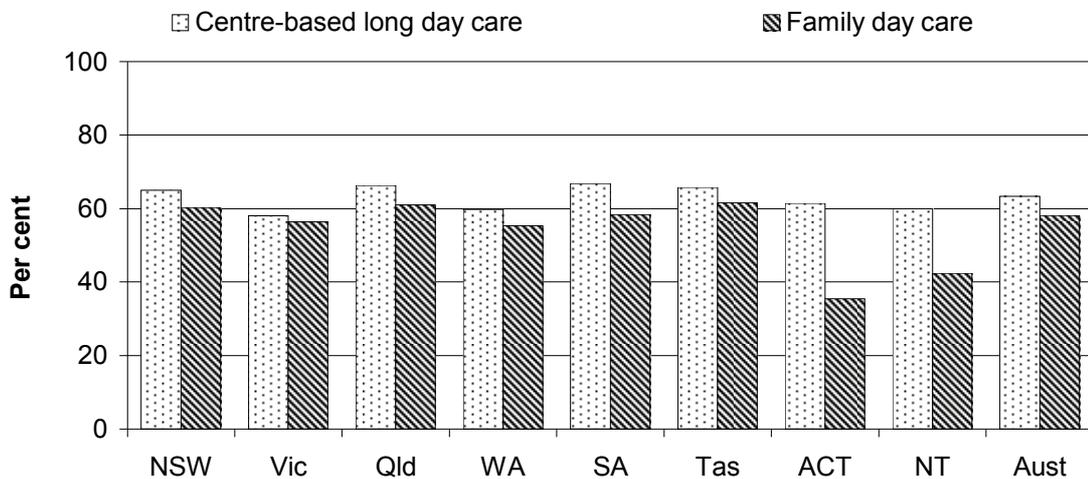
‘Utilisation rates’ is defined as the total child hours paid for as a percentage of total available hours, for centre-based long day care and family day care. Utilisation refers to the level of usage of a service and can be measured in a number of ways, including vacancy levels and capacity to provide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

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

Data reported for this indicator are comparable.

The utilisation rates in Australian Government approved centre-based long day care and family day care services across jurisdictions are shown in figure 3.9. Nationally, utilisation rates were higher for centre-based long day care (63.4 per cent) than for family day care (58.2 per cent) in 2009.

Figure 3.9 **Utilisation rates, Australian Government approved centre-based long day care and family day care, 2009 (per cent)<sup>a, b</sup>**



<sup>a</sup> Data on utilisation rates presented in the 2009 and 2010 Reports are not comparable to data presented in earlier Reports, due to a change in data source. See box 3.1 and table 3A.23 for more information. <sup>b</sup> It is 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.

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

### *Service affordability — child care service costs*

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

#### **Box 3.11 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.

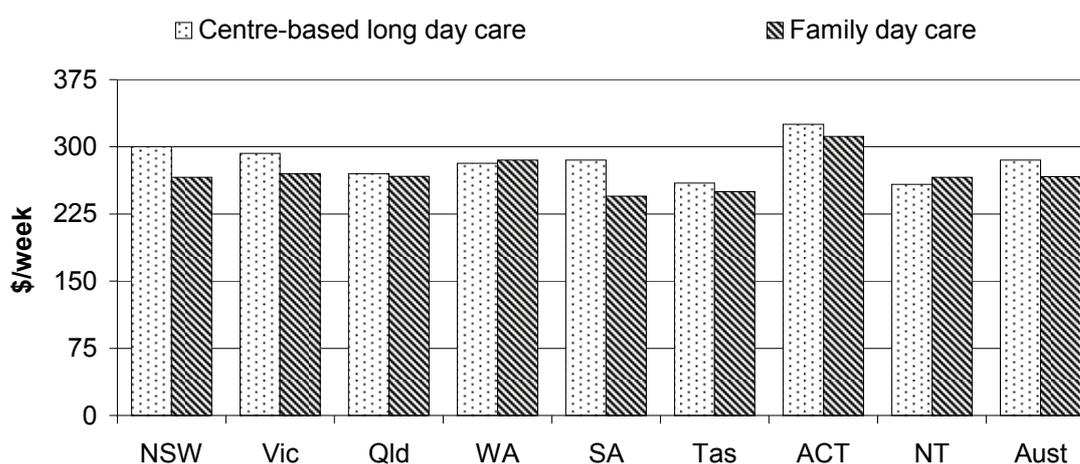
Provided the service quality is held constant, lower service costs are desirable.

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 2009 were higher for centre-based long day care (\$285) than for family day care (\$267) (figure 3.10).

**Figure 3.10 Median fees charged by Australian Government approved child care services, 2009 (\$/week)<sup>a, b, c</sup>**



<sup>a</sup> Median fees are 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.23.

Median weekly fees charged by Australian Government approved long day care services, by remoteness area are presented in table 3A.24. Nationally in 2009, the median weekly cost of long day care in major cities and inner regional areas was higher than in more remote areas (\$286 and \$263 respectively). The median weekly fees varied across jurisdictions.

### *Service affordability — preschool service costs*

‘Preschool service costs’ is an indicator of governments’ objective that all Australian families have equitable access to children’s services regardless of their financial circumstances (box 3.12).

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### Box 3.12 **Preschool service costs**

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

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

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

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

Data reported for this indicator are comparable.

Data for preschool service costs for 2008 were obtained from the ABS 2008 *Childhood Education and Care Survey*. The *Childhood Education and Care Survey* is a household survey, with parents responding to questions about use of child care and preschool services. Some children attend a preschool program within a child care setting, for example in a long day care service, where the costs would generally be higher than in preschool. It is expected that in most of these cases, the parent would report the service model as (for example) a long day care centre, rather than preschool, but the parent might report the service model as preschool. In addition to issues around self-reporting, some services included in the survey are not necessarily funded by governments. Box 3.13 includes further information about the 2008 *Childhood Education and Care Survey*.

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### **Box 3.13 ABS Childhood Education and Care Survey**

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

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

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

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

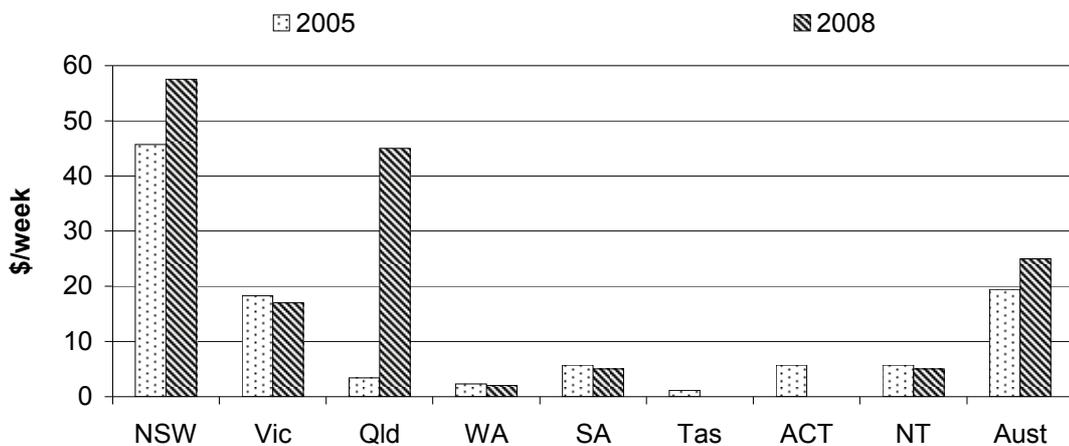
Further detail about the mix of providers of preschool (community, private and government) is provided in tables 3A.49, 3A.56, 3A.63, 3A.70, 3A.77, 3A.84, 3A.91 and 3A.98.

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

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

Nationally, the median cost of preschool per child in 2008 was \$25 per week (after subsidies). After adjusting for inflation, the median cost for 2005 (in 2007-08 dollars) was \$19 per week (figure 3.11). Additional information on the preschool service costs for children by cost range are presented in table 3A.25.

Figure 3.11 Children who attended preschool, real median weekly cost per child (after subsidies) (2007-08 dollars)<sup>a, b, c, d</sup>



<sup>a</sup> Data for Tasmania and the ACT for 2008 are not published. <sup>b</sup> The 2005 *Child Care Survey* collected data based on preschool arrangements in the previous 4 weeks. The 2008 *Childhood Education and Care Survey* collected data based on usual preschool arrangements. Data for 2005 and 2008 are not directly comparable, and care should be taken in interpreting these data. <sup>c</sup> There can be differences between jurisdictions in the number of hours and sessions attended by children each week. Preschool services are provided by a different mix of providers (community, private and government). Differences in charging practices, including fees, can be due to commercial or cost recovery decisions made by individual services. Fee variation can also occur as a result of charges for additional services such as meals and materials. <sup>d</sup> The increase in costs in Queensland is largely due to the cessation of State provided preschool and the introduction of a Preparatory Year in Queensland from 2007.

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

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

### Quality

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

- the proportion of qualified staff
- the rate of ongoing staff development
- the extent of licensing of services
- the proportion of services that have achieved quality accreditation
- the number of injuries requiring hospitalisation suffered while in care

- 
- child care services' performance against the NCAC's quality principles related to health and safety
  - the number of substantiated breaches arising from complaints.

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 (box 3.14).

#### **Box 3.14 Qualifications**

'Qualifications' is defined as the proportion of primary contact staff with 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.

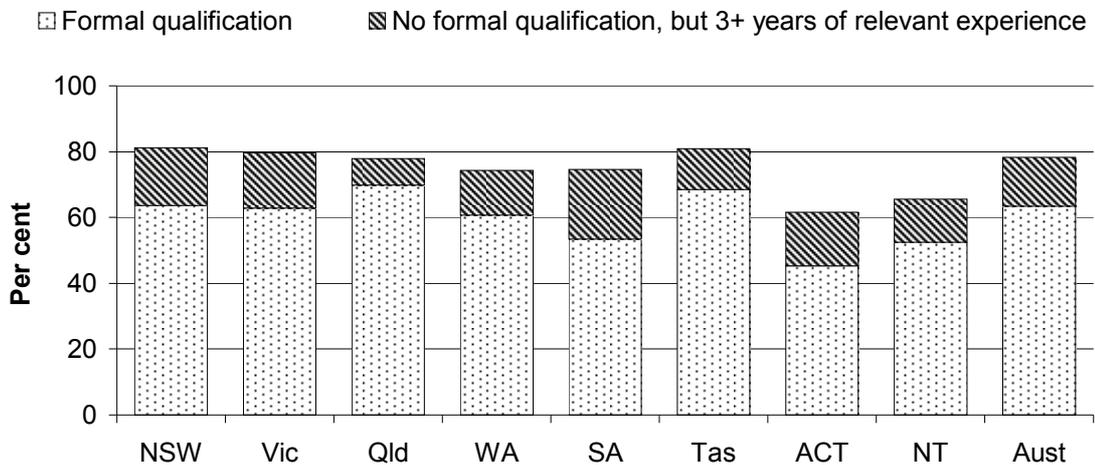
Staff qualifications are a proxy indicator of staff quality.

Data reported for this indicator are comparable.

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

Nationally, there were 96 170 primary contact staff employed by Australian Government approved child care services in 2008-09 (table 3A.29). The proportion of primary contact staff with formal qualifications or 3 or more years of relevant experience across jurisdictions in 2008-09 is reported in figure 3.12.

**Figure 3.12 Paid primary contact staff employed by Australian Government approved child care services, by qualification, 2008-09<sup>a</sup>**



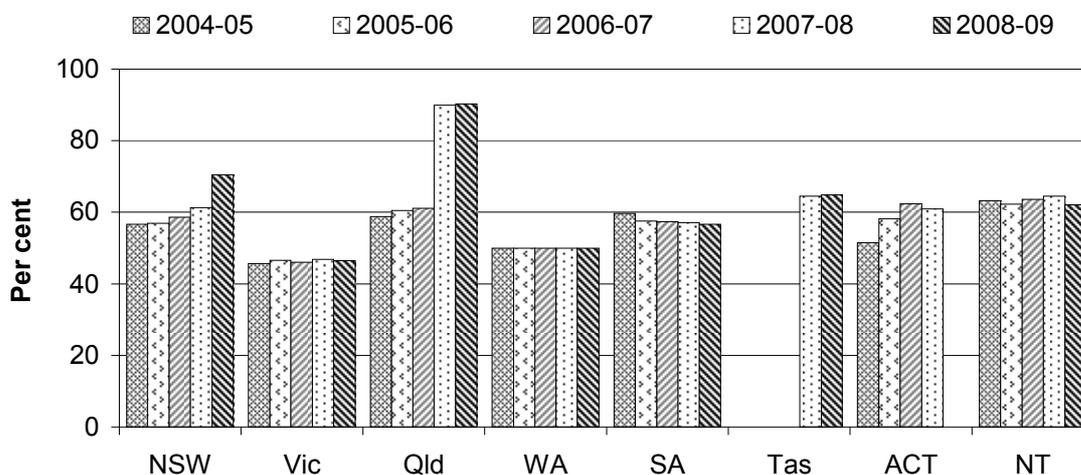
<sup>a</sup> Data for 2008-09 were drawn from the AGCCPS and are not directly comparable to data for previous years (presented in table 3A.29) due to a change in data source. Refer to box 3.1, box 3.5 and table 3A.29 for more information.

Source: DEEWR (unpublished) *Australian Government Child Care Provider Survey 2008-09*; table 3A.29.

Nationally, the majority of paid primary contact staff with formal qualifications in approved Australian Government child care services held a Certificate III or IV or a Diploma or Advanced Diploma (42.1 per cent and 41.8 per cent, respectively) (table 3A.30). Of the 9860 (or 16.2 per cent) paid primary contact staff with a bachelor degree or above, 78.1 per cent held university qualifications in the field of early childhood education (table 3A.30).

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 formal qualification is reported in figure 3.13.

**Figure 3.13 Paid primary contact staff with a 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 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 proportion of qualified teachers is less than 50 per cent because a teacher can deliver a funded kindergarten program at more than one location. <sup>c</sup> Queensland data from 2007-08 relate to staff with formal qualifications in Indigenous Community Pre-Preparatory schools and C&K community kindergarten services. Data for 2008-09 C&K community kindergarten services are not comparable to data for previous years, as these data include only staff working during the census week. Data for previous years related to employed staff and included staff who were on leave or absent in the census week. The 2008-09 census had a response rate of 93.6 per cent for preschools, and data for 2008-09 are potentially under-reported. <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 were reported as not applicable and are assumed to be zero in the calculation of the proportion. <sup>e</sup> Data prior to 2007-08 for Tasmania and data for 2008-09 for the ACT were not available.

Source: State and Territory governments (unpublished); tables 3A.48, 3A.55, 3A.62, 3A.69, 3A.76, 3A.83, 3A.90 and 3A.97.

### *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 3.15).

### Box 3.15 Ongoing staff development

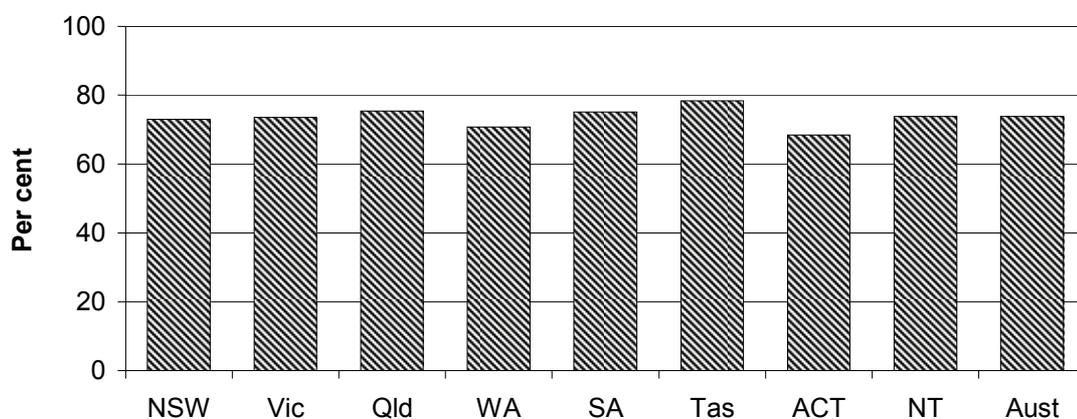
'Ongoing staff development' is defined as the proportion of staff who undertook relevant in-service training in the previous 12 months.

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

Data for this indicator are not directly comparable.

Nationally in 2008-09, 73.8 per cent of paid primary contact staff in Australian Government approved child care services undertook relevant in-service training in the previous 12 months (figure 3.14).

Figure 3.14 **Proportion of paid primary contact staff in Australian Government approved child care services who undertook relevant in-service training in previous 12 months, 2008-09<sup>a</sup>**



<sup>a</sup> Data for 2008-09 were drawn from the AGCCPS and are not directly comparable to data for previous years (presented in table 3A.31) due to a change in data source. Refer to box 3.1, box 3.5 and table 3A.31 for more information.

Source: DEEWR (unpublished) *Australian Government Child Care Provider Survey 2008-09*; table 3A.31.

NSW, Victoria, Queensland and the ACT also provided data on the proportion of preschool staff undertaking training in 2008-09 (tables 3A.48, 3A.55, 3A.62 and 3A.90).

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## *Standards*

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

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

### *Standards — licensing*

'Licensing' is an indicator of governments' objective to ensure government funded or provided children's services meet the minimum standards deemed necessary to provide a safe and nurturing environment, and to meet the educational and development needs of children. State and Territory governments are responsible for licensing children's services in their jurisdictions (box 3.16).

#### **Box 3.16 Licensing**

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

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

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

Data for this indicator were not available for the 2010 Report.

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

Licensed children's services can include centre-based long day care, occasional care, preschools, family day care services and outside school hours care. Australian, State and Territory governments have developed national standards for centre-based

long day care, family day care services and outside school hours care. The extent of implementation of these standards varies across jurisdictions.

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

**Table 3.6 State and Territory licensing of children's services, 2009<sup>a</sup>**

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

**L** = Services require a licence to operate. **R** = Services require registration or approval to operate. **G** = Services are provided by State/Territory governments. **X** = Services do not require licence, registration or approval to operate, but can be required to meet regulatory standards. <sup>a</sup> Children's services are regulated in accordance with the requirements of the relevant legislation in each jurisdiction. <sup>b</sup> From 25 May 2009 Victoria has the legislative powers to licence Outside School Hours Care and Family Day Care Services. <sup>c</sup> WA licenses individual carers, regardless of whether they belong to a scheme, but schemes are not licensed. <sup>d</sup> In the NT, Family Day Care Schemes will be required to be licensed by 31 March 2011, Home based carers and Short term or one off care will be required to be registered by 31 December 2011, and OSHC services will be required to be licensed by 31 December 2013. <sup>e</sup> Other care refers to all other government regulated care, for example, nannies, playschools and in-home care. Jurisdictions can licence some, but not all, types of 'other care' services. <sup>f</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.

Source: State and Territory governments (unpublished).

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

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

**Table 3.7 State and Territory monitoring and inspection regimes, for licensed children's services, 2008-09**

<i>Monitoring activities</i>	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<i>Proactive monitoring<sup>a</sup></i>		✓	✓	✓	✓	✓	✓	✓	✓
Required frequency of inspections <sup>b</sup>		Annual	Annual	Annual	Annual	At least once a year	Quarter	Quarter	Biannual
Estimated share announced visits <sup>c</sup>	%	75	6	47	33	na	93	60	80
Estimated share unannounced inspections <sup>d</sup>	%	25	94	53	67	na	7	40	20
<i>Reactive monitoring<sup>e</sup></i>		✓	✓	✓	✓	✓	✓	✓	✓
Data provided on substantiated breaches arising from complaints <sup>f</sup>		x	✓	x	✓	x	✓	✓	✓
<i>Sanctions for breaches<sup>g</sup></i>		✓	✓	✓	✓	✓	✓	✓	✓
Under-performing services incur follow-up or more frequent inspections		✓	✓	✓	✓	✓	✓	✓	✓
Number of prosecutions initiated against services during 2008-09 <sup>h</sup>	no.	2	1	–	5	–	–	–	–

<sup>a</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>b</sup> In WA, from July 2007, licensed services receive an annual visit. During the first two years of the licence period, the majority of these visits are unannounced. The 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>c</sup> Announced visits are scheduled with the service provider including but not limited to consultative and advisory meetings. <sup>d</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>e</sup> A reactive monitoring regime can be triggered by either a complaint or a service's failure to comply with legislative requirements. <sup>f</sup> See detailed data in attachment tables 3A.50, 3A.57, 3A.64, 3A.71, 3A.78, 3A.85, 3A.92 and 3A.99. <sup>g</sup> Jurisdictions can apply a wide range of actions to underperforming services. These actions can include administrative and/or statutory sanctions including prosecution. Not all sanctions are included. <sup>h</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. na Not applicable.

Source: State and Territory governments (unpublished).

### *Standards — accredited child care services*

'Accredited child care services' is an indicator of the Australian Government's objective to ensure government funded or provided child care services meet the standards deemed necessary to provide a safe and nurturing environment, and to

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meet the educational and development needs of children. Accredited services have been independently evaluated against a series of national quality standards for the specific child care service model. The NCAC administers quality assurance systems for centre-based long day care, family day care schemes and outside school hours care services across Australia (box 3.17).

**Box 3.17 Accredited child care services**

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

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

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

Data reported for this indicator are comparable.

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.

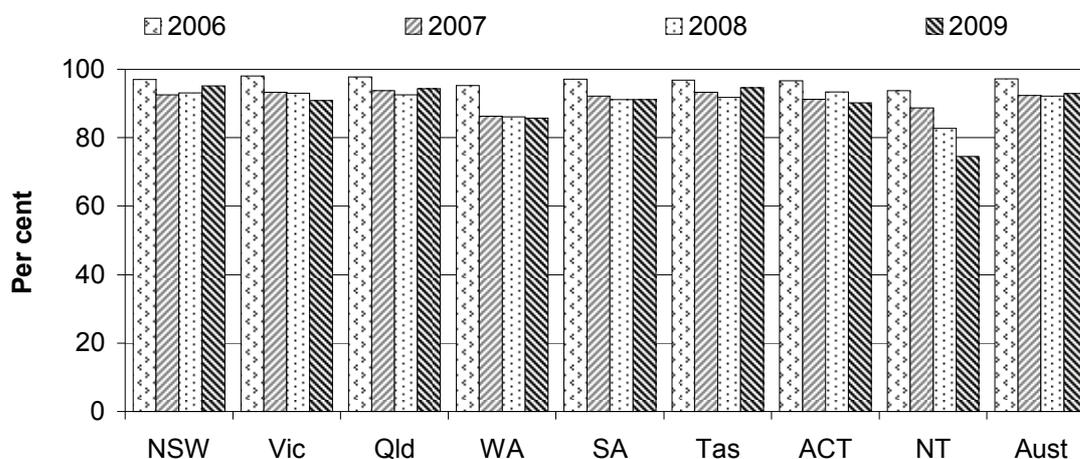
The standards include the expected performance against a variety of ‘quality areas’, depending on the service model. For example, the QIAS details centre-based long day care performance against the following seven ‘quality areas’:

- 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 5735 centres registered to participate in the QIAS at 30 June 2009, 4828 centres had received an accreditation decision (table 3A.32). Of the centres assessed, 92.9 per cent (4485 centres) were successful in achieving accreditation (figure 3.15). The centres that do not meet accreditation standards (343 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 2009, a further 907 centres (15.8 per cent of those registered to participate in QIAS) were in self-study, review or moderation, or awaiting an accreditation decision (table 3A.32).

**Figure 3.15 Accredited centres as a proportion of centres fully assessed under the Quality Improvement and Accreditation System<sup>a, b</sup>**



<sup>a</sup> Data at 30 June in each year. Figures can fluctuate during the course of the year. <sup>b</sup> Results for Tasmania, the ACT and the NT can be influenced by the relatively small number of services (107, 105 and 67 respectively at 30 June 2009) participating in the process.

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

Nationally, 327 family day care schemes were registered with NCAC at 30 June 2009. Of these, 297 schemes had received an accreditation decision. Of the schemes assessed, 85.2 per cent (253 services) were accredited. At 30 June 2009, 44 schemes were not accredited and 30 were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.32).

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At 30 June 2009, there were 3478 outside school hours care services registered to participate in OSHCQA (table 3A.32). Of the 2962 services that had received an accreditation decision at 30 June 2009, 94.6 per cent (2801 services) were successful in achieving accreditation. A further 516 services were in self-study, validation or moderation, or awaiting an accreditation decision (table 3A.32).

*Health and safety — health and safety quality*

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

**Box 3.18 Health and safety quality**

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

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

Two measures for long day care are:

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

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

Data reported for this indicator are comparable.

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

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

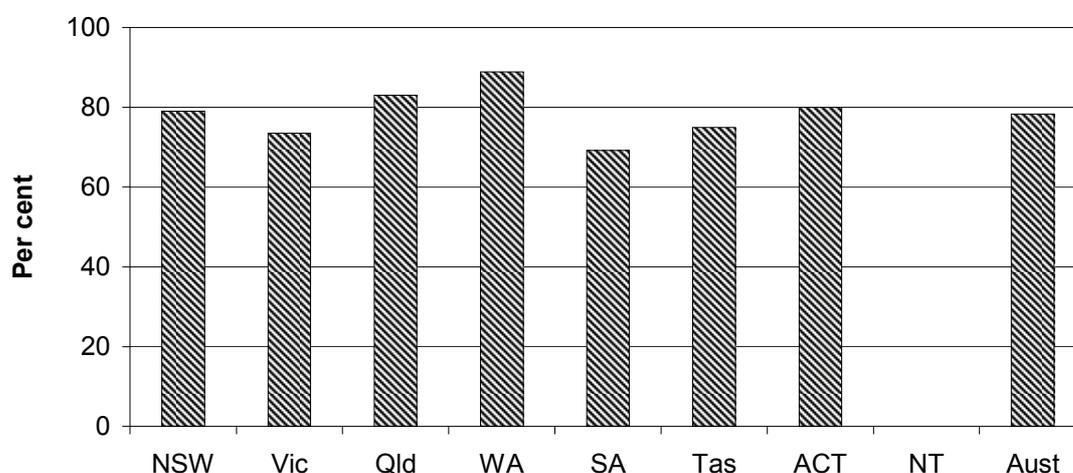
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For family day care, the quality area ‘health, hygiene, nutrition, safety and wellbeing’ includes the principles for which an assessment is made. These are:

- 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 2008-09, 78.3 per cent of family day care schemes achieved satisfactory or above ratings for the health, hygiene, nutrition, safety and wellbeing quality area (figure 3.16).

**Figure 3.16 Proportion of family day care schemes that achieved satisfactory or above ratings for NCAC health, hygiene, nutrition, safety and wellbeing quality area, 2008-09<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 family day care schemes in the NT were assessed during the period 1 July 2008 to 30 June 2009.

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

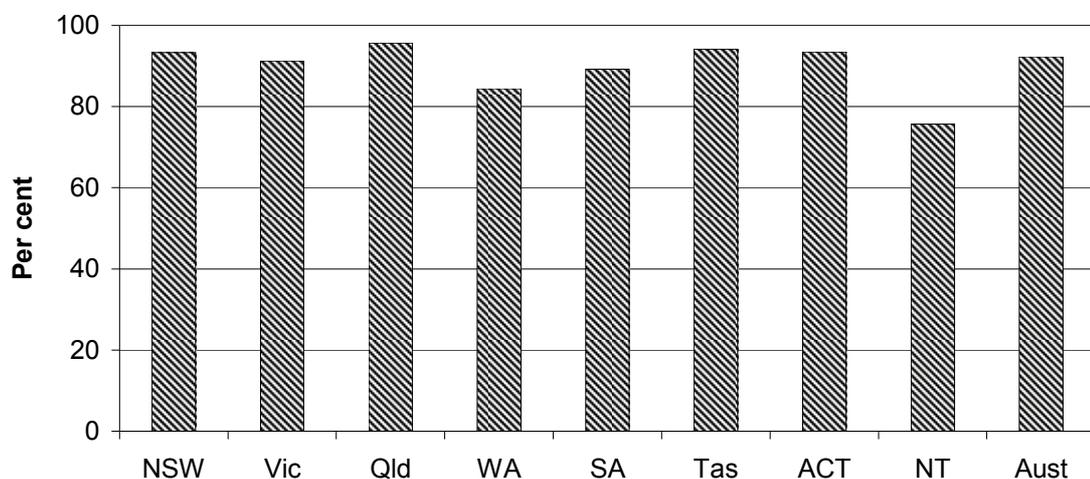
For long day care, the quality area ‘protective care and safety’ includes principles for which an assessment is made. These are:

- 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 2008-09, 92.3 per cent of long day care centres achieved satisfactory or above ratings for the protective care and safety quality area (figure 3.17).

**Figure 3.17 Proportion of long day care centres that achieved satisfactory or above ratings for NCAC protective care and safety quality area, 2008-09<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.33.

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

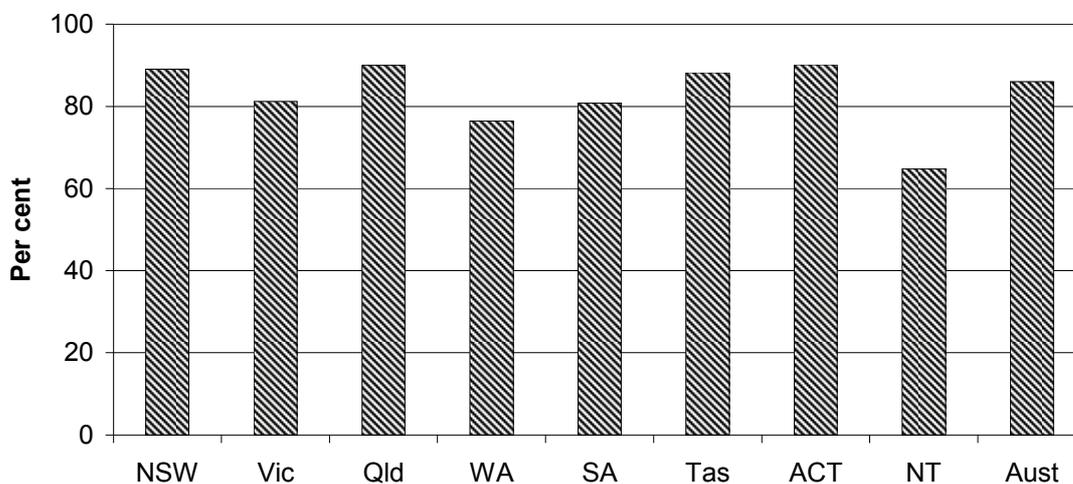
- staff promote healthy eating habits
- staff implement effective and current food safety and hygiene practices
- staff encourage children to follow simple rules of hygiene
- staff ensure toileting and nappy changing procedures are positive experiences
- staff support each child's needs for rest, sleep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

Nationally, in 2008-09, 86.1 per cent of long day care centres achieved satisfactory or above ratings for the health, nutrition and wellbeing quality area (figure 3.18).

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**Figure 3.18 Proportion of long day care centres that achieved satisfactory or above ratings for NCAC health, nutrition and wellbeing quality area, 2008-09<sup>a</sup>**

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<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.33.

*Health and safety — hospital separations for external causes of injury*

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

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**Box 3.19 Hospital separations for external causes of injury**

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

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

All hospital separation data need to be interpreted with care. Nationally, no place of occurrence was reported for 32.5 per cent of hospitalisations of children aged 0–4 years in 2007-08 (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.

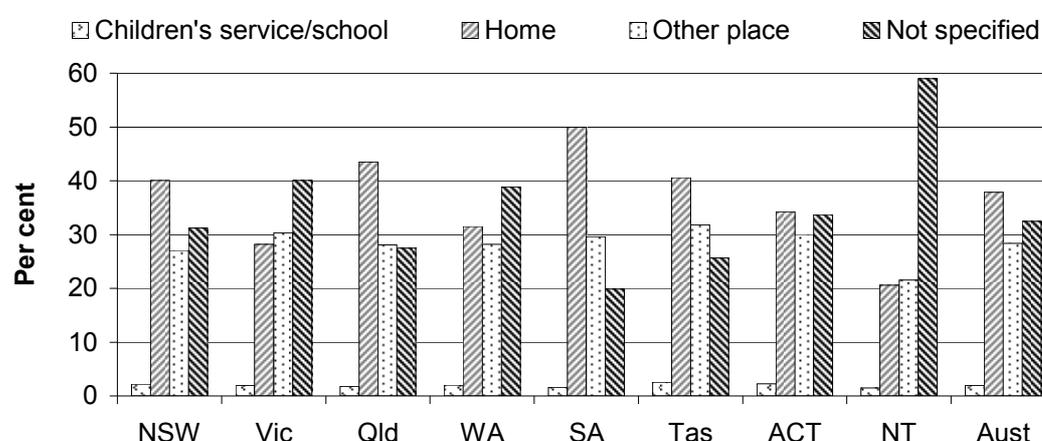
Limiting the data to children aged 0–4 years reduces the likelihood that the 'school' place of occurrence includes children in full time compulsory schooling, which children generally attend when they are 5 years old or more. For children in the older age group it is not possible to separate injuries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

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

In 2007-08, 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 58.6 per cent of these admissions. In total, the most common causes of injury to children aged 0–4 years were falls (27.6 per cent), complications of medical and surgical care (21.6 per cent) and exposure to mechanical forces (19.8 per cent) (Australian Institute of Health and Welfare (AIHW) unpublished). Males and females generally experienced similar causes of injury.

Nationally, in 2007-08, 37.9 per cent of injuries requiring hospitalisation occurred in the child's home. This reflects that children in this age group spend the majority of their time in the home and about half do not attend formal care. Across available jurisdictions, on average 2.0 per cent of injuries were reported as occurring at a 'school' (which includes day nursery, centre-based child care, and public or private kindergartens and preschools) (figure 3.19).

**Figure 3.19 Hospital separations for external causes of injury for children aged 0–4 years, proportion by place of occurrence, 2007-08<sup>a, b, c, d</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 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> Due to the high levels of non-reporting for place of occurrence, all hospital separations data need to be interpreted with care.

Source: AIHW (unpublished) *Australian Hospital Statistics 2007-08*; 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 3.20).

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### **Box 3.20 Substantiated breaches arising from complaints**

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

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

Complaints data need to be interpreted with care, because:

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

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

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 2008-09 (tables 3A.57, 3A.71, 3A.85, 3A.92 and 3A.99).

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## *Efficiency*

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

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

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

#### **Box 3.21 Total government expenditure per child in the community**

‘Total government expenditure per child in the community’ is defined as Australian Government expenditure and State and Territory government expenditure on children’s services per child in the community aged 0–12 years. Data are presented as dollars per child in the community. All Australian Government expenditure reported for this indicator is provided for child care services, whereas State and Territory government expenditure covers both child care and preschool services.

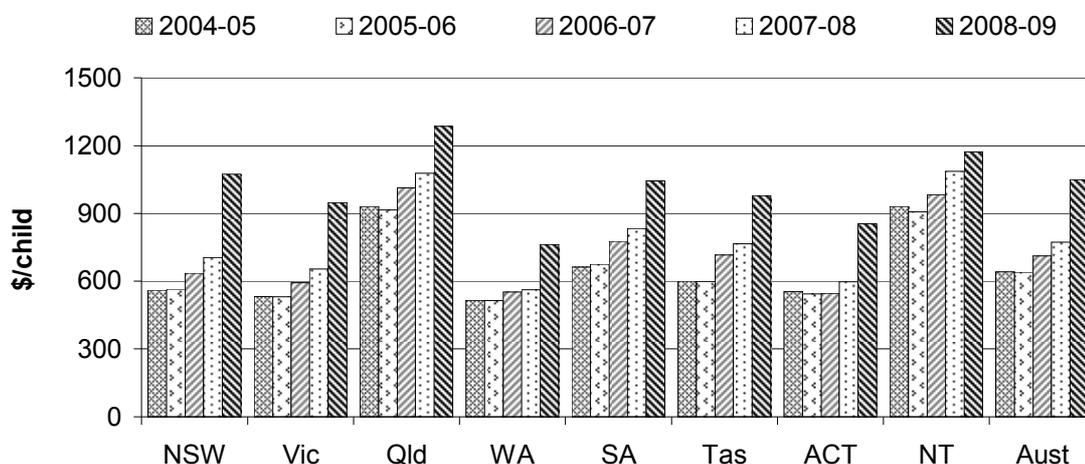
All efficiency data need to be interpreted with care. Changes in expenditure per child could represent changes in government funding policy. While high or increasing unit costs can reflect deteriorating efficiency, they can also reflect increases in the quality or quantity of service provided. Similarly,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

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

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

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 63.4 per cent between 2004-05 and 2008-09, from \$642 to \$1049 (figure 3.20).

Figure 3.20 **Australian Government real expenditure on children's services per child in the community aged 0–12 (2008-09 dollars)<sup>a, b, c, d</sup>**



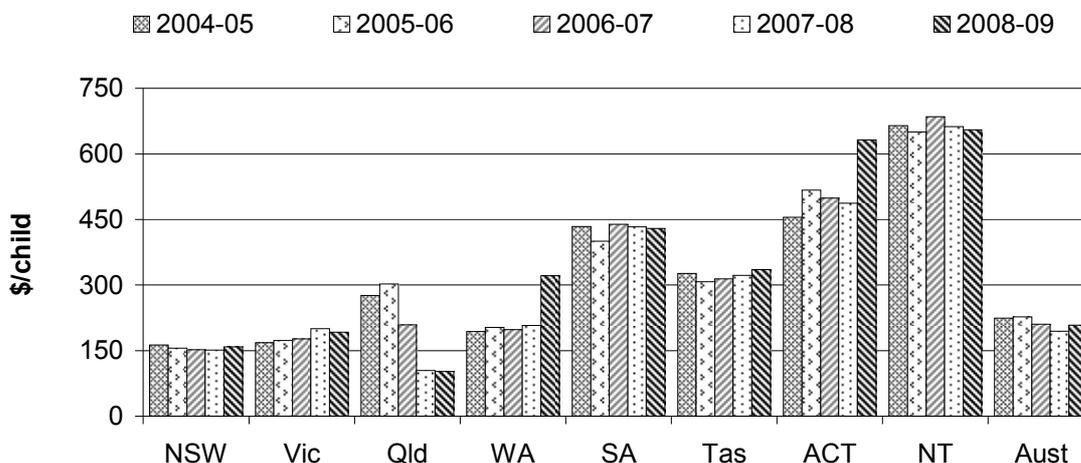
**a** Includes administration expenditure, other expenditure on service provision, financial support to families and net capital expenditure on child care services. **b** The Australian total includes a component of expenditure that cannot be disaggregated by State and Territory. **c** Expenditure for 2006-07, 2007-08 and 2008-09 includes payment of CCTR. Prior to 2006-07, CCTR was paid as a rebate through the tax system. **d** Estimated resident population as at 31 December. The Australian total includes children in other territories.

Source: DEEWR (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2 and 3A.35.

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.

Figure 3.21 shows State and Territory government expenditure on children's services per child between 2004-05 and 2008-09. Nationally in 2008-09, State and Territory government expenditure was \$209 per child (figure 3.21). The apparent reduction in Queensland expenditure per child between 2005-06 and 2006-07 is due to only 6 months' data on State preschools being included in 2006-07. The reduction in 2007-08 Queensland expenditure data is due to the cessation of Queensland government preschools in December 2006 and the introduction of the Preparatory Year in schools from January 2007.

**Figure 3.21 State and Territory government real expenditure on children's services per child in the community aged 0–12 years (2008-09 dollars)<sup>a, b</sup>**

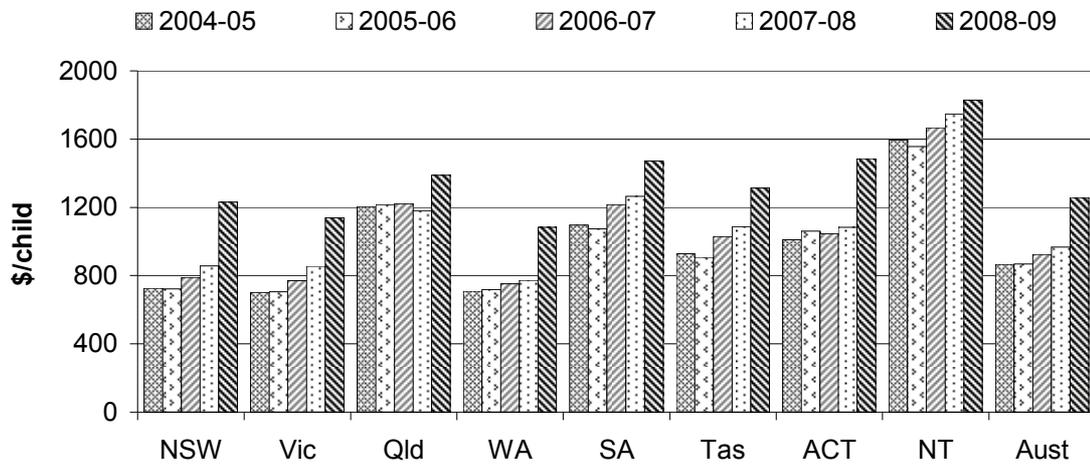


<sup>a</sup> Includes administration expenditure, other expenditure on service provision, financial support to families, and net capital expenditure on child care and preschool services. <sup>b</sup> The apparent reduction in Queensland expenditure per child between 2005-06 and 2006-07 is due to only 6 months' data on State preschools being included in 2006-07. The reduction in 2007-08 Queensland expenditure data is due to the cessation of 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.

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

Figure 3.22 shows the combined expenditure from both the Australian Government and the State and Territory governments per child in the community aged 0–12 years over the period 2004-05 to 2008-09.

Figure 3.22 Total government real expenditure on children's services per child in the community aged 0–12 (2008-09 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 3.20 and 3.21 for further detail on the Australian Government's and State and Territory governments' expenditure data.

Source: DEEWR (unpublished); State and Territory governments (unpublished); ABS (unpublished) *Australian Demographic Statistics*, Cat. no. 3101.0; tables 3A.2, 3A.35 and 3A.36.

*Inputs per output unit — Australian government expenditure per child attending*

'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 3.22).

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**Box 3.22 Australian Government expenditure per child attending approved children's services**

'Australian Government expenditure per child attending approved children's services' is defined as Australian Government expenditure per child aged 0–12 years attending Australian Government approved child care services in Australia.

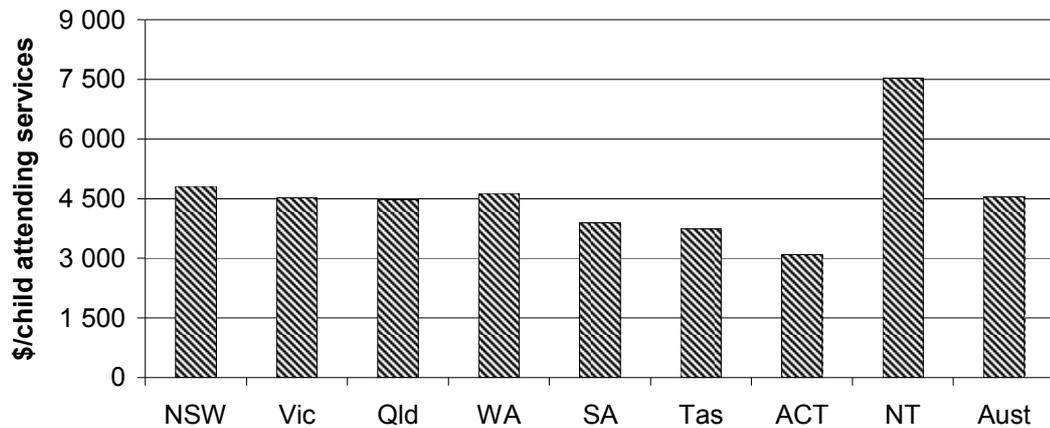
Provided the level and quality of, and access to, services remains unchanged, lower expenditure per child can indicate greater efficiency of government expenditure.

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

Data reported for this indicator are comparable.

Figure 3.23 shows expenditure by the Australian Government on each child aged 0–12 years attending Australian Government approved child care services. Nationally in 2008-09, Australian Government expenditure per child attending approved child care services was \$4545 (figure 3.23).

**Figure 3.23 Australian Government expenditure per child aged 0–12 years attending Australian Government approved child care services, 2009<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 can be older than 12 years. <sup>b</sup> Data for 2009 are drawn from DEEWR administrative data and are not directly comparable to data reported for previous years. See box 3.1 and table 3A.37 for more information. <sup>c</sup> Children attending approved services 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 23–29 March 2009. The week in which vacation care attendance was measured varied due to different vacation care periods across Australia.

Source: DEEWR (unpublished); table 3A.37.

## 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 work-related needs*

‘Family work-related needs’ is an indicator of governments’ objective for children’s services to provide support for families in caring for their children, to allow the needs of the family to be met (box 3.23).

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**Box 3.23 Family work-related needs**

'Family work related needs' has one measure, defined as the proportion children aged 0–12 years in families participating in the labour force for whom formal care, or additional hours of formal care, were required for work-related reasons.

Families participating in the labour force include single parent families where the lone parent is employed or unemployed, and couple families where both parents are employed or unemployed.

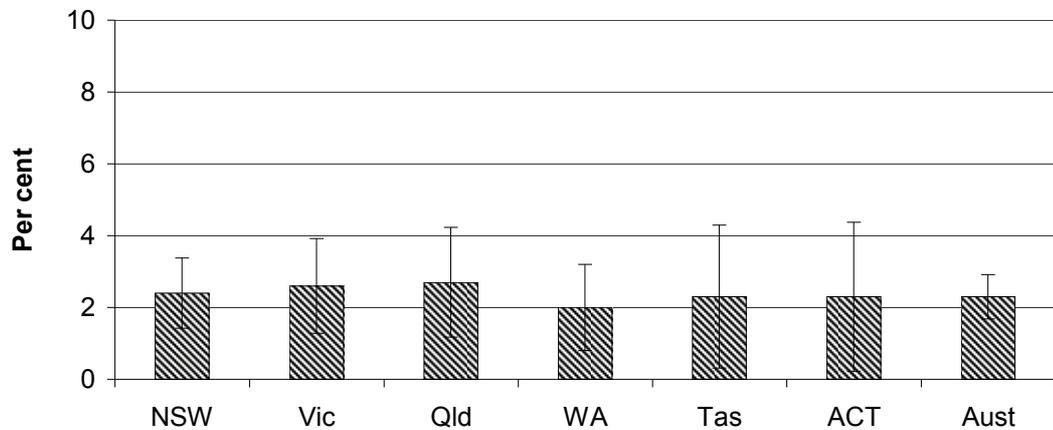
A lower or decreasing proportion indicates more families work-related needs for formal care, or additional hours of formal care, are being met.

This measure addresses the need for families to participate in the labour force without child care impeding this participation. Development is underway to investigate other measures of 'meeting families needs'.

Data reported for this indicator are comparable.

Data for this indicator were obtained from the ABS *2008 Childhood Education and Care Survey* and are reported in attachment table 3A.38. Box 3.13 includes further information about the 2008 *Childhood Education and Care Survey*. Nationally, 2.3 per cent of children aged 0–12 years from working families required formal care, or additional formal care for work related reasons (figure 3.24).

Figure 3.24 **Children aged 0–12 years in working families who required formal care for work related reasons<sup>a, b</sup>**



<sup>a</sup> Data for SA and the NT were not available for publication, but are included in the total for Australia. <sup>b</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate.

Source: ABS (unpublished) *Childhood Education and Care Survey, 2008*, Cat. no. 4402.0; table 3A.38.

### *Demand for formal care*

‘Demand for formal care’ is an indicator of governments’ objective to ensure children’s services meet the requirements of all Australian families. Expressed need for any or additional formal care indicates the extent to which children’s services are not meeting demand by families (box 3.24).

#### **Box 3.24 Demand for formal care**

‘Demand for formal care’ is defined as the proportion of children aged 0–12 years for whom additional formal care services are required. Formal care includes child care and preschool services.

A low or decreasing proportion of children for whom additional services are required indicates demand by families is being met to a greater extent. This indicator has some limitations as a measure of unmet demand (box 3.13).

Data reported for this indicator are comparable.

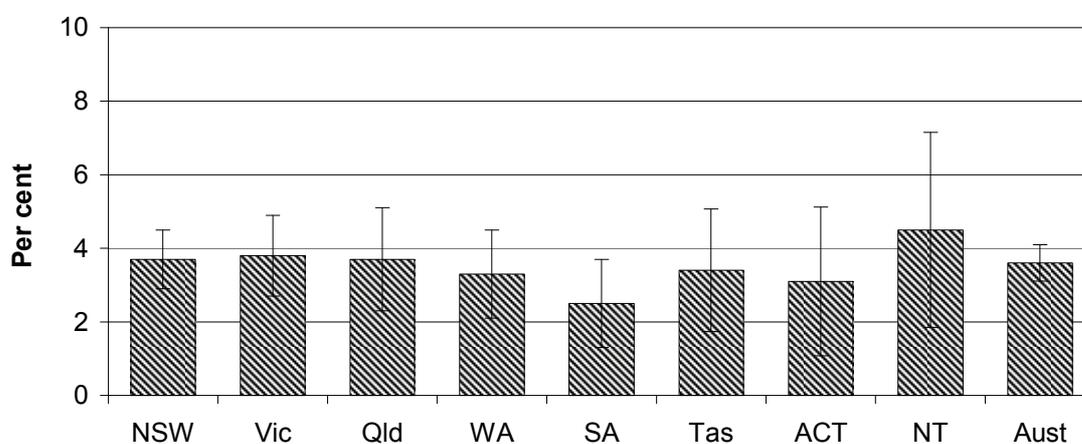
Data for this indicator were obtained from the ABS 2008 *Childhood Education and Care Survey*. Box 3.13 includes further information about the 2008 survey.

The 2008 survey collected data on whether any, or additional, formal child care or preschool were required currently, or in the future. Nationally in 2008, additional child care or preschool services were required for 3.6 per cent of children aged

0–12 years (figure 3.25). In 2008, additional child care services were required for approximately 89 300 children aged 0–12 years, and additional preschool services were required for 36 400 children (table 3A.39).

Data on demand for formal child care from the 2005 ABS *Child Care Survey* are presented in tables 3A.39 and 3A.40. The 2005 survey collected data on additional formal care required in the previous four weeks, and are not directly comparable to data from 2008.

**Figure 3.25 Proportion of children aged under 12 years for whom additional formal child care or preschool was required, 2008<sup>a</sup>**



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

Source: ABS (unpublished) *Childhood Education and Care Survey 2008*, Cat. no. 4402.0; table 3A.39.

Nationally, work-related reasons were most commonly cited for needing additional formal child care or preschool in 2008 (46.9 per cent of children aged 0–12 years), personal reasons were cited for 10.7 per cent of children and other reasons were cited for 42.3 per cent (table 3A.40). Data for 2005 are presented in table 3A.40.

Parents who required additional formal child care and preschool services, but were unable to access extra services, were asked about the barriers to access. Cost was reported as a barrier to access for 22.5 per cent of children aged 0–12 years, ‘no services exist/don’t know of any in area’ was reported for 12.8 per cent of children, and lack of available places (‘booked out or no places’) was reported for 4.7 per cent of children in 2008. ‘Other reasons’ were cited for 59.9 per cent of children aged 0–12 years who required, but did not use, additional formal child care or preschool (table 3A.41).

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### *Out-of-pocket costs*

‘Out-of-pocket costs’ is an indicator of governments’ objective that all Australian families have equitable access to children’s services irrespective of their financial circumstances (box 3.25).

#### **Box 3.25 Out-of-pocket costs**

‘Out-of-pocket costs’ is defined as the proportion of weekly disposable income that families spend on child care services before and after the payment of child care subsidies. Data are estimated for families with a 60:40 income split and gross annual income of \$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.

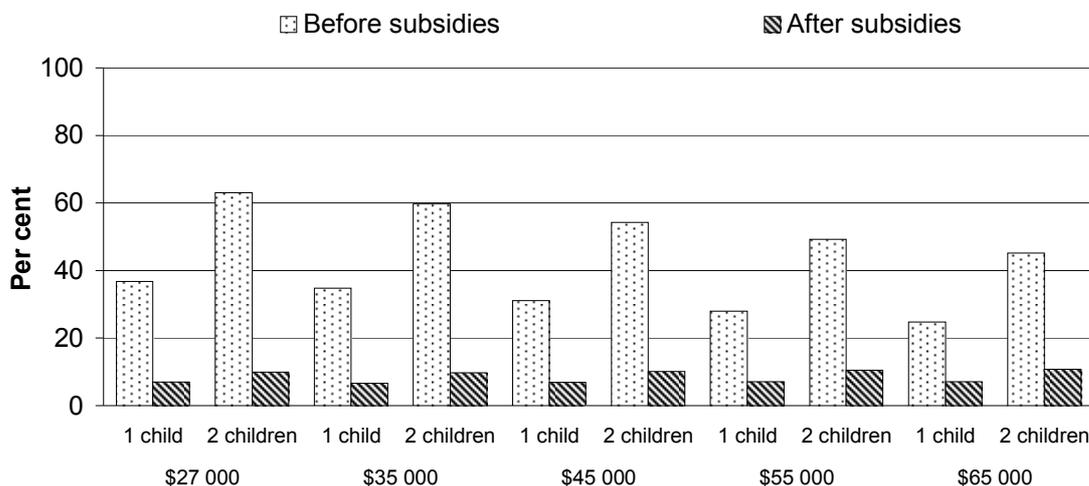
Lower out-of-pocket costs for child care as a proportion of weekly disposable income (after child care subsidies) represents more affordable child care. Similar percentages across income groups suggest a more equitable outcome.

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

Data reported for this indicator are comparable.

Nationally, out-of-pocket costs as a proportion of weekly family income after subsidies in 2009 showed less variation across income bands than before subsidies were taken into account (figure 3.26).

**Figure 3.26 Out-of-pocket costs of child care for families with children in full time centre-based long day care, as a proportion of weekly disposable income, by gross annual family income, 2009<sup>a, b</sup>**

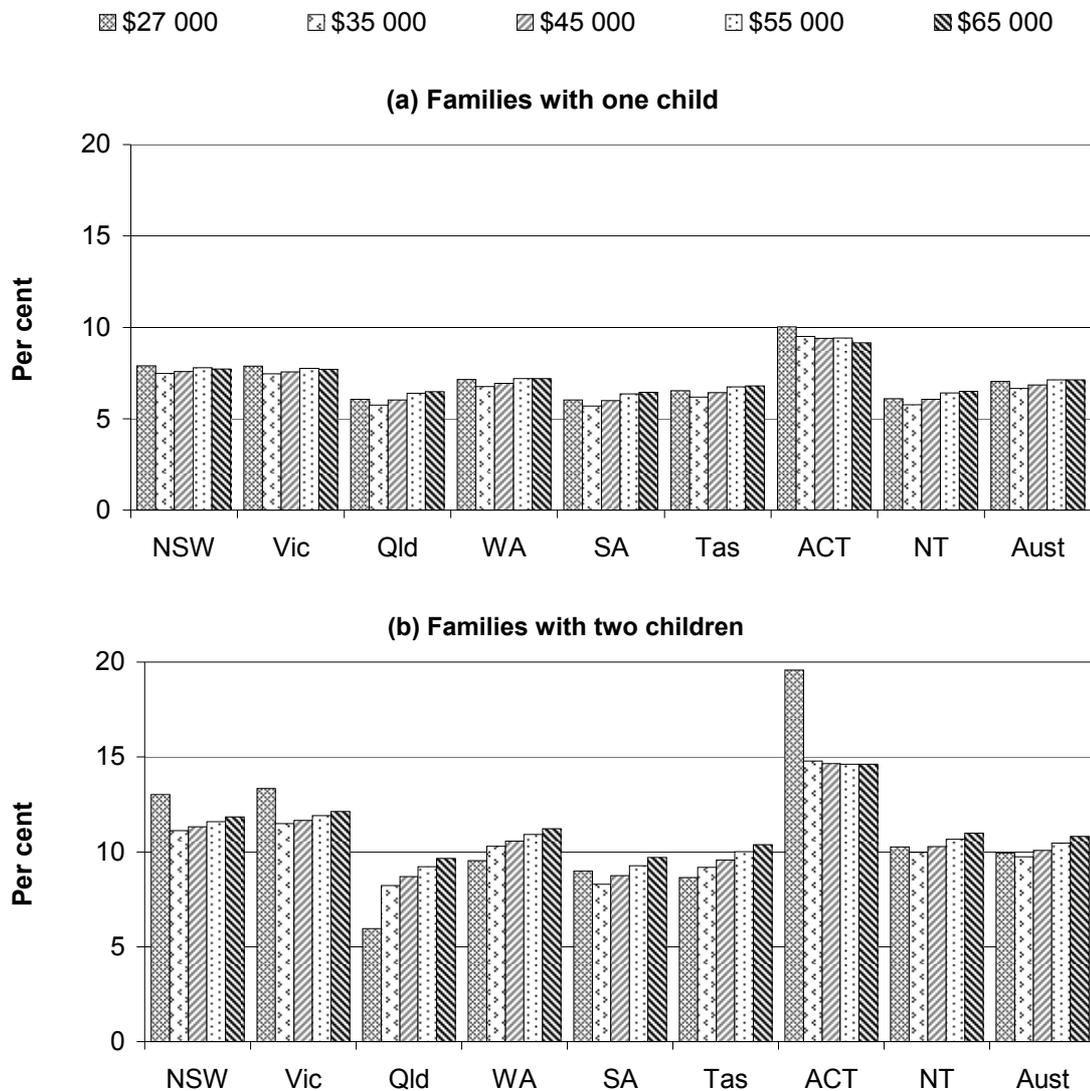


<sup>a</sup> The CCTR (known as the CCR from 1 July 2009) increased from 30 per cent to 50 per cent on 1 July 2008.  
<sup>b</sup> Data for 2009 are not directly comparable to data in previous Report's due to a change in data source Refer to box 3.1 and table 3A.42 for more information.

Source: DEEWR (unpublished); table 3A.42.

Figure 3.27 shows out of pocket costs (after subsidies) in 2009 for centre-based long day care for families with one child and with two children in care across jurisdictions. Nationally, the out-of-pocket costs (after subsidies) for families with one child was between 6.7 per cent and 7.1 per cent of weekly disposable income, and between 9.7 per cent and 10.8 per cent of weekly disposable income for families with two children (figure 3.27).

**Figure 3.27 Out-of-pocket costs for centre-based long day care (after subsidies), as a proportion of weekly disposable income, by gross annual family income, 2009<sup>a, b</sup>**



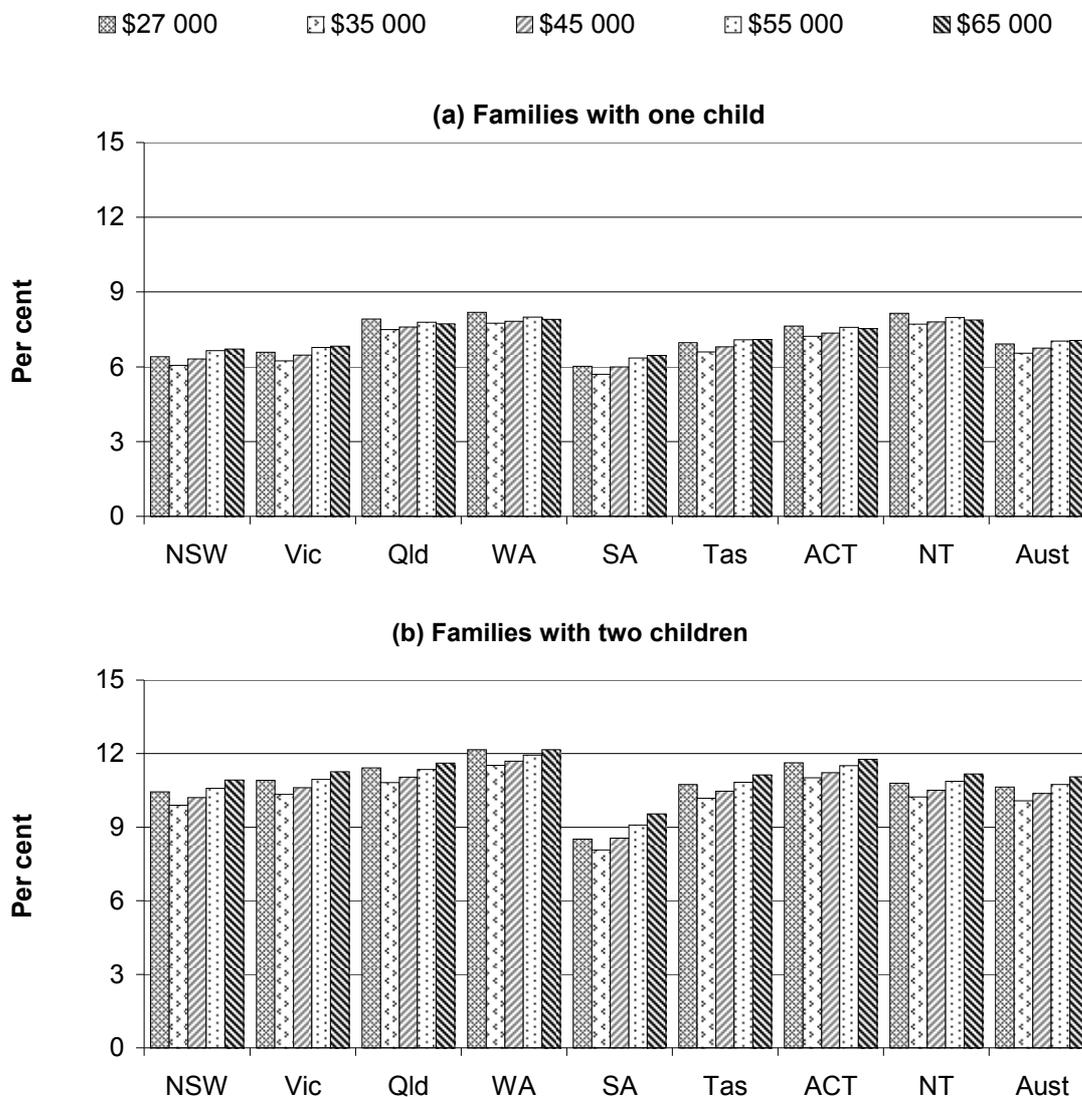
<sup>a</sup> The CCTR (known as the CCR from 1 July 2009) increased from 30 per cent to 50 per cent on 1 July 2008.

<sup>b</sup> Data for 2009 are not directly comparable to data in previous Report's due to a change in data source. Refer to box 3.1 and table 3A.42 for more information.

Source: DEEWR (unpublished); table 3A.42.

Out-of-pocket costs (after subsidies) for family day care in 2009 are shown in figure 3.28. Nationally, the out-of-pocket costs (after subsidies) for families with one child was between 6.6 per cent and 7.1 per cent of weekly disposable income, and between 10.1 per cent and 11.1 per cent of weekly disposable income for families with two children (figure 3.28).

**Figure 3.28 Out-of-pocket costs for family day care (after subsidies), as a proportion of weekly disposable income, by gross annual family income, 2009<sup>a, b</sup>**



<sup>a</sup> The CCTR (known as the CCR from 1 July 2009) increased from 30 per cent to 50 per cent on 1 July 2008.

<sup>b</sup> Data for 2009 are not directly comparable to data in previous Report's due to a change in data source. Refer to box 3.1 and table 3A.43 for more information.

Source: DEEWR (unpublished); table 3A.43.

### Children's needs

'Children's needs' is an indicator of governments' objective to provide children's services that meet the care, education and development needs of children, in a safe and nurturing environment (box 3.26).

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**Box 3.26 Children's needs**

'Children's needs' has been identified for development and reporting in future.

Development work is focused on outcomes measures for children's needs in the areas of:

- learning and development
- health and safety
- social and emotional wellbeing.

Development is underway to investigate a broad set of measures for children's needs using data from the Longitudinal Study of Australian Children (box 3.27) and/or the Australian Early Development Index (box 3.28).

**Box 3.27 Longitudinal Study of Australian Children**

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

The LSAC was initiated and is funded by FaHCSIA, with the Australian Institute of Family Studies (AIFS) having responsibility for the design and management of the study.

The sampling unit for the LSAC is the child. During 2004, the study recruited a sample of 5107 infants (children aged 0-1 year at the time) and 4983 children (children aged 4-5 years at the time) (see AIFS 2005a for more details).

*LSAC and outcomes for children*

The LSAC Outcome Index, attached to each infant and child in the study, is a composite measure that indicates how children are developing across physical, social/emotional and learning domains of competence.

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 with those infants/children who are not in child care/preschool.

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### Box 3.28 Australian Early Development Index

The Australian Early Development Index (AEDI) is a population measure of how children in a community are developing by the time they reach school age. It is an adapted version of the Canadian Early Development Instrument, and measures five domains of early childhood development from information collected on children in their first year of full-time schooling (the year prior to year one) through a teacher completed checklist. These domains are:

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

The AEDI will deliver valuable information about early childhood development at the local population level. Together with other relevant data this information will enable communities and governments to pinpoint the types of services, resources, infrastructure and supports young children and their families need to give children the best possible start in life.

The Australian Government first funded a trial of the AEDI in 60 communities across Australia between 2004 and 2008. In recognition of its potential value to communities and to governments in their decisions around early childhood policy development and resourcing, the Australian Government has funded (\$21.9 million) national implementation of the AEDI until 2011. The AEDI has also been endorsed by COAG as a national progress measure of early childhood development.

*A Snapshot of Early Childhood Development in Australia*, the first AEDI national report, was released in December 2009.

Community profiles will be released in March 2010, which will provide communities with a detailed report to help explain the AEDI results.

The AEDI is conducted by the Centre for Community Child Health in Melbourne, working in partnership with the Telethon Institute for Child Health Research in Perth. For more information on the AEDI, including access to the community level maps, refer to [www.aedi.org.au](http://www.aedi.org.au).

Source: DEEWR (unpublished).

## 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:

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

## Improving the completeness and comparability of data

### *Potential new sources of data*

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

- The Ministerial Council for Education, Early Childhood Development and Youth Affairs endorsed the *National Early Childhood Education and Care Information Agreement* on 6 November 2009. The Agreement provides a framework for cooperation between the Australian, State and Territory Governments and information agencies to develop the information base required for the COAG early childhood reform agenda and will also contribute to the development of an evidence base for assessing outcomes and informing future policy development. The Agreement is an important step in national efforts to improve the quality and reliability of early childhood education and care data.
- 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

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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, and a report on the feasibility of implementation of the NMDS.

- The LSAC is a longitudinal study that aims to examine the impact of Australia's unique social, economic and cultural environment on children growing up in Australia today (see box 3.27 for more information).
- The AEDI measures young children's development from a teacher-completed checklist (see box 3.28 for more information).

## **COAG developments**

### *Report on Government Services alignment with National Agreement reporting*

It is anticipated that future editions of the Children's services chapter will align with applicable NIRA indicators. Further reporting changes might result from future developments in NA and National Partnership reporting.

### *Outcomes from review of Report on Government Services*

COAG agreed to Terms of Reference for a Heads of Treasuries/Senior Officials review of the ROGS in November 2008, to report to COAG by end-September 2009. The review examined the ongoing usefulness of the ROGS in the context of new national reporting under the Intergovernmental Agreement on Federal Financial Relations.

No significant changes from this review are reflected in the 2010 Report. Any COAG endorsed recommendations from the review are likely to be implemented for the 2011 Report.

## **3.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter.

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### Australian Government comments

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The Australian Government has committed to fund a range of early childcare education and care initiatives, many of which are under the agenda being advanced through the Council of Australian Governments (COAG). The focus of Australian Government funding over the next 5 years is: the provision of quality early childhood education in the year before school; improving the quality, access and affordability of child care to Australian families; and strategies to lift qualifications and supply of workforce. The Office of Early Childhood Education and Child Care, established by the Government in early 2008, is responsible for delivering the Government's key commitments to the agenda and guiding major policy reforms at a national level. Major initiatives and their progress include:

- improving the cost of child care. From 1 July 2008, the Child Care Rebate was increased from 30 per cent to 50 per cent of out-of-pocket expenses, to a maximum of \$7778 indexed per child per year
- establishing integrated early learning and care centres (including six Autism-specific centres) in priority locations to be operational by end of 2010. As at 12 November 2009, arrangements for 34 of the 38 priority locations had been announced
- helping to close the gap in outcomes for Indigenous children through \$293 million of funding under the *Indigenous Early Childhood Development National Partnership Agreement* for Children and Family Centres that provide early learning, child care, parent and family support services
- provision of \$970 million over 5 years through a *National Partnership Agreement on Early Childhood Education* to ensure that by 2013, every Australian child has access to a quality early childhood education program in the year before formal school. Bilateral agreements, specifying actions and strategies to be undertaken by jurisdictions to achieve universal access, were finalised with all states and territories in 2009
- investing around \$127 million over 4 years to increase the supply and quality of the early childhood workforce and to develop a National Early Years Workforce Strategy. In 2009, the Government made available: refunds for TAFE Fees for Diplomas and Advanced Diplomas; a HECS-HELP Benefit for early childhood teachers teaching in disadvantaged areas; and 500 new ongoing early childhood education university places
- investing \$21.9 million until June 2011 to nationally implement the Australian Early Development Index with preliminary data expected to be available in December 2009
- implementation of the Early Years Learning Framework commenced in July 2009, to guide the development of nationally consistent and quality early childhood education programs. Improvements to the quality of service provision, quality standards and a jointly governed unified national system to replace current licensing and quality assurance processes are underway.

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### **New South Wales Government comments**

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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.

During 2008-09, the NSW Government continued the review of the regulatory framework for children's services. Consultation focussed on options for streamlining the licensing scheme, improving standards for children and improving the flow of information to families about children's services.

In late 2008, the NSW Government announced that the re-made children's services regulation would introduce an improved staff to child ratio of 1:4 for children under 2 years of age in all centre based and mobile children's services. The NSW Government has also announced that it will introduce partial cost recovery for its children's services regulatory activities in the form of a licence fee from January 2010.

From July 2009, NSW extended the regulation and licensing of school-based children's services to include the Sydney metropolitan region, the Hunter and Central Coast, and the Southern region of the State. From July 2010, the children's services regulation will extend to cover school based children's services across all of NSW.

The NSW Government's Preschool Investment and Reform Plan (PIRP) entered a growth phase in 2008-09 with funding to create 5250 preschool places. The new funding is boosting attendance for children who live in areas where preschool participation was low and there were insufficient places. In 2008-09, more than half the State's community preschools benefited from \$10.2 million in PIRP funding with \$2 million from the Universal Access to Early Childhood Education program.

A new way of funding community-based preschools was introduced in July 2008 to make funding fairer. The model is based on the number of children who attend preschool each week and the level of need of each child in a service. A higher rate of funding is given to services with children from low income families, Aboriginal or culturally and linguistically diverse families, and those in disadvantaged areas. A further loading is given to remote and mobile services.

Due to the integrated nature of early childhood education and care in NSW, the structure of the Children's services chapter continues to pose difficulties in comparing the performance of NSW with that of other jurisdictions, and in accurately reporting NSW data. The chapter continues to distinguish preschool services from child care services, whereas in NSW the same standards for educational programs and early childhood teachers apply across all centre based and mobile children's and there is no regulatory distinction between preschool and long day care.

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### Victorian Government comments

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The Victorian Government is committed to providing access to high quality early childhood education and care services for all Victorian families. The work of the Department of Education and Early Childhood Development has continued to implement its education and early childhood reform agenda during 2009.

New Victorian children's services legislation came into effect in 2009 ensuring that minimum standards are met in all child care services, including for the first time Family Day Care and Outside School Hours Care. The legislation promotes quality by improving staff/child ratios and the level and mix of qualifications.

A Victorian Early Years Learning and Development Framework is being developed which aims to advance all children's learning and development from birth to 8 years. It supports early childhood professionals to work together and with families to achieve common outcomes for all children. Linking early childhood services more closely with schools, the *Transition: A Positive Start to School* initiative aims to ensure that by the time children start school they will be ready to learn and schools will be ready for them. A key feature of this initiative is the introduction of Transition Learning and Development Statements for all children starting school.

Investment in a year of high quality kindergarten in the year before school, in a range of settings including long day care and integrated children's centres continues to grow. Children of concession card holders can access 10 hours of quality early childhood education at no cost to the family. Over 17 000 children have benefitted from the kindergarten fee subsidy which was expanded in 2009 to include all Aboriginal and Torres Strait Islander children.

An early childhood workforce strategy was released in 2009 that includes a range of new initiatives to support the development of a highly-skilled, professional early childhood workforce. A priority for the strategy is to attract and retain staff to work in early childhood services, and to increase qualification levels for early childhood education and care staff. Scholarships for the upgrade of qualifications, and incentives for early childhood teachers to take up employment in long day care and in rural kindergartens support this workforce.

Since 2003-04, the Victorian Government has committed funds towards the establishment of 98 integrated children's centres. There are now 51 centres open and operating in Victoria with six centres open in the last 12 months.

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### Queensland Government comments

“ Under *Toward Q2-Tomorrow's Queensland*, the Queensland Government is committed to providing all children with access to a quality early childhood education, so that they are ready for school. In order to achieve this, Queensland is implementing a number of new initiatives to provide all children with access to kindergarten programs.

By 2014, all Queensland children will have access to a quality early education program, delivered by a qualified teacher, in the year before they start Prep. The Queensland and Australian governments are investing \$889 million to deliver universal access to kindergarten, and approximately \$100 million will be provided in 2010, including funding for long day care services to deliver kindergarten programs. Specific initiatives being progressed include:

- building up to 240 additional kindergarten services by 2014. This investment will double the capacity of the kindergarten sector, and allow up to 12 000 additional children to participate in a kindergarten program
- implementing a new kindergarten funding scheme that will recognise need and ensure that cost is not a barrier for families accessing a kindergarten program
- developing innovative delivery models, including mobile and outreach kindergarten programs, to meet the needs of children living in regional and remote areas
- tailoring support for children with additional needs to assist them to access and participate in kindergarten. This support will be responsive to the specific needs of individual children as well as complementing existing government supports
- building the capacity of the early childhood workforce, including supporting existing early childhood workers to gain teaching level qualifications and encouraging new entrants to join the sector
- developing new Queensland learning guidelines so that all children have access to a high quality early childhood education program no matter where they live or where they access a kindergarten program

Queensland is also continuing to implement the *Bound for Success* initiative which provides access to a quality early education program for children in discrete Indigenous communities. As part of this initiative, new and refurbished facilities are being established across 35 communities, together with guidelines for early learning programs, and professional development for educators to support culturally appropriate programs. This quality early learning program supports Indigenous children's participation in early childhood education. The program received the Premier's 2009 Award for Excellence in Public Service Delivery in the Smart category — delivering world-class education and training. ”

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## Western Australia Government comments

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The Department for Communities (DfC) continues to work in partnership with the Department of Education and Training to progress the Council of Australian Governments (COAG) Reform Agenda for early childhood care and education. DfC has been involved in the process and design of the national quality standard, national regulation and licensing system, a quality rating system, and the endorsed Early Years Learning Framework.

DfC through the Child Care Licensing and Standards Unit administers the *Child Care Services Act 2007* and the related Regulations. The role includes education and support about the regulatory framework, support and guidance for new and existing service operators, and the application of compliance, assessment and sanctions.

In Western Australia there are 511 long day care centres, 26 occasional care centres, 738 family day care services, 236 outside school hours care services and 24 pre-kindys currently licensed at 11 November 2009. Services are licensed for a maximum of 3 years and regular monitoring visits are conducted. A new computer system (Realm) is now installed and operational, allowing for greater reporting and analysis of child care sector licensing data. Tailored regulations for rural and remote child care services are being developed.

Drafting of the Act amendments and Regulations arising from the review of the child care legislation is well underway. This review factors in the COAG National Quality Agenda announcements of an integrated national regulatory system with the development of National Quality Standards for child care services.

Pre-compulsory education (kindergarten and pre-primary) lays the foundation for compulsory education. The Department of Education and Training provides an 11 hours per week kindergarten program for children aged 4 years of age by 30 June in any given year. Beginning in 2010, some districts will be moving to provide 15 hours in kindergarten. There is a small number of 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.

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### South Australian Government comments

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The Government of South Australia created the Early Childhood Development (ECD) ministerial portfolio in July 2008 in recognition of the need to coordinate and integrate where appropriate, the planning and delivery of services for the care, education, health and wellbeing of young children. The Minister for ECD has the authority to coordinate effort across relevant portfolios to improve outcomes for SA children. This is reflected in the governance arrangements for the Inter-Ministerial Committee on ECD and the supporting Chief Executives' and Senior Officers' meetings.

The Government of South Australia's investment in the early years continues, with nine of 20 planned Children's Centres for Early Childhood Development and Parenting already opened. The remaining centres are due to open in 2010. SA's Children's Centres are widely acknowledged as a leading example of coordination and integration of education, care, health and family support services with strong connections to local communities.

Through the Senior Officer Group: Early Childhood, SA facilitates inter-agency coordination and integration of services for children from pre-birth to 8 years. The realignment of speech pathology, supporting the SA/NT Data Linkage Project and reporting on the financial investment in early childhood in SA are several of the inter-agency projects the Senior Officer Group has progressed.

SA also has a strong focus on addressing the inequalities faced by Aboriginal children through targeted literacy support in the early years and access to preschool from 3 years of age. An extra 13 full time equivalent teacher positions have been provided in preschools to support Aboriginal children. Preschool enrolments by Aboriginal children has increased from 77 per cent in 2004 to 88 per cent in 2008.

SA is continuing the reform of education and early childhood development legislation. The aim is to progressively enact modern legislation that underpins and supports a stronger coordination and integration of birth to year 12 services.

An inter-agency Taskforce on the SA ECD Workforce has been established by the Department of Further Education, Employment, Science and Technology to systematically address workforce issues, which are emerging as crucial to the reform of children's services locally and nationally.

As part of its commitment to the national reform agenda for early childhood, SA is a signatory to the *National Partnership on Early Childhood Education*. This provides every child with access to a preschool program in the year prior to full time schooling, delivered by a four-year university qualified early childhood worker by 2013.

The *National Partnership Agreement on Indigenous Early Childhood Development* implements a range of initiatives across the health and education sectors, supporting the inter-agency effort required to 'close the gap'. These initiatives include four Family and Children's Centres and programs to improve sexual education and pregnancy wellbeing.

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## Tasmanian Government comments

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There are several significant Early Years initiatives in Tasmania to build relationships and better support families with young children from birth to 5 years of age:

- *Launching into Learning* is a 4 year (2006 to 2010) \$12.6 million project to support parents as their child's first, ongoing and often most influential teacher. Funding to schools enables them to develop and lead initiatives with families and their community to support children's learning prior to preschool, that is from birth onwards. Further funding has been guaranteed until 2013.
- Up to 30 Child and Family Centres (CFCs). CFCs will provide a range of integrated services that support families with the health, care and education needs of children from birth to school age, preparing them for a healthy life and success at school. Eleven communities have been announced, and discussion and planning within the first eight is well underway. The CFC project is an interagency collaboration under the leadership of the Early Years Strategy Inter Departmental Committee.
- *Let's Read* is a comprehensive early literacy initiative promoting the importance of reading to young children from birth to 5 years of age. In its second year of implementation across the State, it is delivered by trained professionals including child health nurses, teachers, child carers, family support workers and librarians in all 27 local government areas. Families receive ongoing support from professionals together with resources such as books and tip sheets to help them develop a love of books with their children.
- Tasmanian schools are well on target to deliver universal access to preschool (kindergarten in Tasmania) for 15 hours a week by a 4 year university-trained early childhood teacher by 2013. In 2009, 45 schools are involved in this initiative and this will increase further in 2010.

Other initiatives include:

- revised Centre Based Care Standards Class 1 for 0–5 year olds and the final stage of the Centre Based Care Standards Class 2 Standards for 5–12 year olds were completed by the end of June 2009, for implementation in July
- the Recognition Project (Early Years Recognition of Child Care Qualifications) commenced in July 2009, assisting, in addition with other strategies, to address the shortage of qualified child care professionals in Tasmania
- the Skills to Care Initiative has continued successfully and is operating in more areas around the State
- the Scholarship Program, in addition to providing funds for scholarships, is also being refocused toward implementing a course for unqualified carers in outside school hours care services.

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### Australian Capital Territory Government comments

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The ACT Government seeks to ensure the children of the ACT are encouraged and supported to reach their full potential. These goals are articulated in the ACT Children’s Plan, a whole of government policy framework for children up to 12 years of age for the period 2004–14.

The Office for Children, Youth and Family Support within the ACT Department of Disability, Housing and Community Services works in partnership with the community to provide a wide range of services for children, young people and their families. Services include prevention and early intervention services (Child and Family Centres), family and community support (in partnership with the community sector), Youth Justice services, Care and Protection services and monitoring and licensing of children’s services.

The Children’s Policy and Regulation Unit has responsibility for the monitoring and licensing of children’s services. The *Children and Young People Act 2008* commenced on 18 August 2008 with the introduction of the child care chapter and related *ACT Childcare Services Standards* in February 2009.

The ACT Government is committed to ensuring all children get the best possible start to their education. This is supported by the opening of four new early Childhood Schools in 2009, as well as offering quality preschool programs across Canberra. The Early Childhood Schools are regional hubs offering integrated services for children aged birth to eight years.

The ACT Department of Education and Training provides universal access to preschool education to all age eligible children. The first stage of the Universal Access strategy commenced this year with the implementation of 15 hours at five sites across the ACT. This access will increase over the next 4 years with full implementation in all schools by 2013.

During 2008, all preschools were amalgamated with their local primary school. Sixty primary schools in the ACT now offer preschool programs, with a number offering more than one preschool program.

The Koori Preschool Program offers Aboriginal children and Torres Strait Islander children 9 hours of preschool education for children aged birth to 5 years (3 to 5 year olds attend without an adult carer). Eligible children enrolled in the Koori Preschool program may also access full hours at their local preschool program in addition to the Koori Preschool Program.

The Early Intervention Program offers targeted programs to children aged 2 to 5 years. This program is delivered in 14 sites across Canberra, and supports children (and their families) who have, or are at risk of, a developmental delay, speech and language disorders, disabilities, and or communication or social difficulties.

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### Northern Territory Government comments

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The past year has seen the development of the newly established division of Early Childhood Policy and Regulation, within the NT Department of Education and Training. This Division oversees a number of projects and integrates a range of ongoing, expanded and new programs including:

- children’s services licensing
- early years education, including preschools and mobile early childhood services
- new child and family centres.

In 2009, the Division introduced new licensing and registration regulations for children’s services in the Northern Territory. The introduction of the new licensing requirement will provide a number of benefits. The regulations support:

- consistent safety and learning standards to a broader range of children’s services
- quality assurance and capacity building in remote children’s services with the opportunity to employ Action Plan Agreements with eligible service providers
- more innovation and flexibility through various new provisions, including the removal of the 75 place limit, and the introduction of Venue Management Plans for outside school hours care services.

An increasing number of young children in remote areas now have access to quality early childhood programs through Mobile Early Childhood Services (MECS). Through MECS, children from birth up to 3 years old (or 4 years old where there is no preschool) attend playgroups in a number of communities throughout the NT.

Funding under the *National Partnership Agreement for Indigenous Early Childhood Development*, will enable the establishment of five Indigenous child and family centres in four remote locations and one urban location in the NT.

The centres will provide a range of integrated services aimed at meeting targets to reduce the gap between Indigenous and non-Indigenous children’s development outcomes. The services will include:

- child care
- early learning
- parenting and family support services
- strong links to health services
- targeted intervention services for vulnerable children and families.

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## 3.6 Definitions of key terms and indicators

<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 could also receive care before and after school, and during school vacations. Centres typically operate for at least eight hours per day on normal working days, for a minimum of 48 weeks per year.
<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 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 could also receive care before and after school, and during school vacations. Central coordination units in all states and territories organise and support a network of carers, often with the help of local governments.
<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 can be conducted in-house or externally), including training in work or own time but not training towards qualifications included in obtaining formal qualifications. It includes: <ul style="list-style-type: none"> <li>• management or financial training</li> <li>• training for additional needs children (such as children with 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 disability or of parents with 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 can 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 could also be provided in long day care centres and other settings. These services are primarily aimed at children in the year before they commence full time schooling (that is, when children are 4 years old in all jurisdictions), although younger children could also attend in most jurisdictions.
<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>	Actual expenditure adjusted for changes in prices. Adjustments were made using the GDP price deflator and expressed in terms of final year prices.
<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>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 can have special difficulty accessing services. Special needs groups for which data are reported in this chapter include: children from a non-English speaking background; Indigenous children; children from low income families (Australian Government child care only); children with disability; and children from regional or remote areas.
<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 deemed 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).

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

- inclusion of the objectives for school education agreed by Australian, State and Territory governments' education ministers (the *Melbourne Declaration on Educational Goals for Young Australians*, released in December 2008), replacing the *Adelaide Declaration* of 1999, to inform the performance indicator framework
- inclusion of the following measures to align this Report with National Education Agreement (NEA) and National Indigenous Reform Agreement (NIRA) indicators
  - additional measures for the access and equity indicator 'participation', reflecting participation in school education by students aged 6–15 by Indigenous status
  - measures in relation to participation in the National Assessment Program — Literacy and Numeracy (NAPLAN) testing, by Indigenous status
  - additional measures for the outcome indicator 'completion' in relation to completion of year 10 by 17–19 year olds, by Indigenous status
  - inclusion of 'non-Indigenous' data in a range of performance indicators
- inclusion of data for the access and equity indicator 'VET in Schools participation' and the outcome indicator 'VET in Schools attainment', for 2006 and 2007
- reporting the outcomes of 2008 NAPLAN testing against national minimum standards for the outcome indicators 'reading performance', 'writing performance' and 'numeracy performance'. The 2008 tests were the first to be conducted against the national minimum standard and mark the commencement of a new time series for these data

- 
- reporting the outcomes of the 2007 National Years 6 and 10 Civics and Citizenship Assessment, for the outcome indicator ‘civics and citizenship performance’.

## **4.1 Profile of school education**

### **Service overview**

Schools are the institutions within which organised school education takes place. They are differentiated by the type and level of education they provide, their ownership and management, and the characteristics of their student body. The formal statistical definition of schools used for this chapter is:

an establishment (other than a special school) that satisfies all of the following criteria:

- its major activity is the provision of full time day primary or secondary education or the provision of primary or secondary distance education
- it is headed by a principal (or equivalent) responsible for its internal operation
- it is possible for students to enrol for a minimum of four continuous weeks, excluding breaks for school vacations (ABS 2009).

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.

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The Australian Government provides supplementary funding for government schools through the National Education Agreement (NEA), which forms part of the Intergovernmental Agreement on Federal Financial Relations, and for non-government schools through the *Schools Assistance Act 2008*, both of which came into effect on 1 January 2009. Other Australian Government payments of a smaller scale are made directly to school communities, students and other organisations to support schooling. Data in this chapter generally relate to 2008 and for that year a range of Specific Purpose Payments (SPPs) were provided directly to State and Territory governments for government schools and to school authorities for non-government schools under the previous legislation: the *Schools Assistance (Learning Together - Achievement Through Choice and Opportunity) Act 2004*. The Ministerial Council on Education, Early Childhood Development and Youth Affairs (MCEECDYA)<sup>1</sup>— 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 \$36.4 billion in 2007-08 (table 4.1). Expenditure on government schools was \$28.8 billion, or 79.0 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 91.4 per cent of total government recurrent expenditure on government schools in 2007-08, and the Australian Government provided 8.6 per cent. In contrast, government expenditure on non-government schools in that year was mainly provided by the Australian Government (72.1 per cent), with State and Territory governments providing 27.9 per cent (table 4.1).

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<sup>1</sup> The Ministerial Council for Education, Early Childhood Development and Youth Affairs (MCEECDYA) was established on 1 July 2009 following agreement of the Council of Australian Governments (COAG) to a realignment of the roles and responsibilities of two previously existing councils — the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA) and the Ministerial Council for Vocational and Technical Education (MCVTE).

**Table 4.1 Government recurrent expenditure on school education, 2007-08 (\$ 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	808	562	524	244	186	65	33	63	2 486
State and territory governments	8 277	5 580	5 457	3 415	1 884	671	518	471	26 272
<b>Total</b>	<b>9 085</b>	<b>6 142</b>	<b>5 981</b>	<b>3 659</b>	<b>2 069</b>	<b>736</b>	<b>551</b>	<b>534</b>	<b>28 758</b>
Non-government schools									
Australian Government	1 757	1 432	1 078	552	435	116	107	53	5 531
State and territory governments	776	400	460	256	131	42	42	29	2 136
<b>Total</b>	<b>2 534</b>	<b>1 832</b>	<b>1 537</b>	<b>809</b>	<b>566</b>	<b>159</b>	<b>148</b>	<b>81</b>	<b>7 667</b>
All schools									
Australian Government	2 566	1 994	1 602	797	621	181	140	116	8 017
State and territory government	9 053	5 980	5 917	3 671	2 015	713	560	500	28 408
<b>Total</b>	<b>11 619</b>	<b>7 974</b>	<b>7 518</b>	<b>4 468</b>	<b>2 636</b>	<b>894</b>	<b>700</b>	<b>616</b>	<b>36 425</b>

<sup>a</sup> See notes to table 4A.7 for definitions and other data caveats. Data presented here include notional User Cost of Capital (UCC) and exclude capital grants. <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: MCEECDYA *National Schools Statistics Collection* (NSSC) (unpublished); Department of Education, Employment and Workplace Relations (DEEWR) (unpublished); Australian, State and Territory governments (unpublished); table 4A.7.

Some data are presented on government funding of non-government schools. Caution needs to be taken when comparing data on the relative efficiency of government and non-government schools, because governments provide only part of the funding for non-government schools. Governments provided 57.0 per cent of non-government school funding in 2008, with the remaining 43.0 per cent sourced from private fees and fundraising (MCEECDYA 2009a) 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.

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## Structure

The structure of school education varies across states and territories. These differences can influence the interpretation of data presented under common classifications. Formal schooling consists of six to eight years of primary school education followed by five to six years of secondary school education, depending on the State or Territory (figure 4.1). All states and territories divide school education into compulsory and non-compulsory components based primarily on age.

In 2008, the compulsory starting age for school education in states and territories was:

- 5 years of age (Tasmania)
- 6 years of age (NSW, Victoria, Queensland, WA, SA, ACT and NT)

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, ACT and NT)
- reaching 16 years of age (Victoria, SA and Tasmania)
- reaching 16 years of age or completing year 10 (Queensland)
- the end of the year in which students turn 17 years of age (WA).

As part of the Compact with Young Australians, COAG agreed to implement a National Youth Participation Requirement (NYPR) commencing on 1 January 2010 (COAG 2009). Young people will be required to participate in schooling (or an approved equivalent) until they complete Year 10, and then participate full-time (at least 25 hours per week) in education, training or employment, or a combination of these activities, until age 17. The NYPR will be implemented through state and territory legislation where equivalent provisions are not already in place, and exemptions will continue in line with existing state and territory practice.

Figure 4.1 Structure of primary and secondary schooling, 2008

Level	NSW, Vic, Tas, ACT, NT <sup>a</sup>	Qld, WA, SA
Year 12	SECONDARY	SECONDARY
Year 11		
Year 10		
Year 9		
Year 8		
Year 7		
Year 6		
Year 5		
Year 4		
Year 3		
Year 2		
Year 1		
Pre-year 1	Kindergarten (NSW, ACT) Preparatory (Vic, Tas) Transition (NT) <sup>b</sup>	Preparatory (Qld) <sup>c</sup> Pre-Primary (WA) Reception (SA) <sup>d</sup>

<sup>a</sup> With the introduction of Middle Schools in 2008, secondary schooling now begins at year 7 throughout the NT. <sup>b</sup> Some schools in the NT have an intake for terms 1–3 of the 4 terms. <sup>c</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 5 at 30 June 2008. The first full cohort of students (aged 4.5 to 5.5 years) was enrolled in 2008. <sup>d</sup> SA has an intake for each term.

Source: Adapted from ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0.

### Schools

At the beginning of August 2008, there were 9562 schools in Australia (6448 primary schools, 1455 secondary schools and 1659 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, 63.6 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.

**Table 4.2 Summary of school characteristics, August 2008**

	<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	1 642	1 198	934	507	428	140	57	56	4 962
Secondary	369	253	177	97	72	39	17	15	1 039
Combined <sup>a</sup>	66	58	92	95	76	26	6	75	494
Special schools <sup>b</sup>	112	76	47	69	20	5	4	5	338
<b>Total</b>	<b>2 189</b>	<b>1 585</b>	<b>1 250</b>	<b>768</b>	<b>596</b>	<b>210</b>	<b>84</b>	<b>151</b>	<b>6 833</b>
Non-government schools (no.)									
Primary	502	428	232	151	107	29	26	11	1 486
Secondary	157	107	73	34	23	7	5	10	416
Combined <sup>a</sup>	227	147	146	104	66	30	12	15	747
Special schools <sup>b</sup>	34	21	12	8	3	1	1	–	80
<b>Total</b>	<b>920</b>	<b>703</b>	<b>463</b>	<b>297</b>	<b>199</b>	<b>67</b>	<b>44</b>	<b>36</b>	<b>2 729</b>
All schools (no.)									
Primary	2 144	1 626	1 166	658	535	169	83	67	6 448
Secondary	526	360	250	131	95	46	22	25	1 455
Combined <sup>a</sup>	293	205	238	199	142	56	18	90	1 241
Special schools <sup>b</sup>	146	97	59	77	23	6	5	5	418
<b>Total</b>	<b>3 109</b>	<b>2 288</b>	<b>1 713</b>	<b>1 065</b>	<b>795</b>	<b>277</b>	<b>128</b>	<b>187</b>	<b>9 562</b>
Proportion of schools that are government schools (%)									
Primary	76.6	73.7	80.1	77.1	80.0	82.8	68.7	83.6	77.0
Secondary	70.2	70.3	70.8	74.0	75.8	84.8	77.3	60.0	71.4
Combined <sup>a</sup>	22.5	28.3	38.7	47.7	53.5	46.4	33.3	83.3	39.8
Special schools <sup>b</sup>	76.7	78.4	79.7	89.6	87.0	83.3	80.0	100.0	80.9
<b>All schools</b>	<b>70.4</b>	<b>69.3</b>	<b>73.0</b>	<b>72.1</b>	<b>75.0</b>	<b>75.8</b>	<b>65.6</b>	<b>80.7</b>	<b>71.5</b>
Proportion of schools that are primary schools (%)									
Government	75.0	75.6	74.7	66.0	71.8	66.7	67.9	37.1	72.6
Non-government	54.6	60.9	50.1	50.8	53.8	43.3	59.1	30.6	54.5
<b>All schools</b>	<b>69.0</b>	<b>71.1</b>	<b>68.1</b>	<b>61.8</b>	<b>67.3</b>	<b>61.0</b>	<b>64.8</b>	<b>35.8</b>	<b>67.4</b>

<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 (2009 and unpublished) *Schools Australia 2008*, Cat. No. 4221.0; tables 4A.1–3.

### *Student body*

There were 3.4 million full time equivalent (FTE) student enrolments in primary and secondary schools in August 2008 (see section 4.6 for a definition of FTE student). Nationally, 49.1 per cent of FTE students in all schools were female (table 4.3).

A higher proportion of FTE students was enrolled in primary schools (57.3 per cent) than in secondary schools (42.7 per cent) (table 4.3). Differences in schooling

structures influence enrolment patterns. Primary school education in Queensland, WA and SA, for example, includes year 7, whereas all other jurisdictions include year 7 in secondary school (figure 4.1). The proportion of students enrolled in primary school education would be expected to be higher in jurisdictions that include year 7 in primary school (table 4.3).

Nationally, the proportion of FTE students enrolled in government schools was 66.0 per cent. A higher proportion of FTE students was enrolled in government schools at primary level (69.7 per cent) than at secondary level (61.0 per cent) (table 4.3).

**Table 4.3 FTE student enrolments, August 2008<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	455	434	213	156	45	31	23	1 975
Secondary schools	492	385	275	137	98	38	28	16	1 469
<b>All schools</b>	<b>1 110</b>	<b>840</b>	<b>709</b>	<b>350</b>	<b>255</b>	<b>82</b>	<b>59</b>	<b>39</b>	<b>3 444</b>
Proportion of FTE students who were enrolled in government schools (%)									
Primary schools	69.6	68.3	71.4	70.7	67.2	74.8	60.2	79.1	69.7
Secondary schools	62.1	58.6	62.6	58.9	61.2	68.1	54.4	68.4	61.0
<b>All schools</b>	<b>66.3</b>	<b>63.9</b>	<b>68.0</b>	<b>66.1</b>	<b>64.9</b>	<b>71.7</b>	<b>57.4</b>	<b>74.8</b>	<b>66.0</b>
Proportion of FTE students who were female (all schools) (%)									
Primary schools	48.7	48.6	48.5	48.6	48.7	48.6	49.2	48.5	48.6
Secondary schools	49.6	49.9	49.8	49.4	50.0	50.0	48.9	49.2	49.7
<b>All schools</b>	<b>49.1</b>	<b>49.2</b>	<b>49.0</b>	<b>48.9</b>	<b>49.2</b>	<b>49.3</b>	<b>49.0</b>	<b>48.8</b>	<b>49.1</b>
Proportion of FTE students who were enrolled in primary education (%)									
Government schools	58.4	58.0	64.3	65.2	63.6	56.6	54.5	63.0	60.6
Non-government schools	50.1	47.6	54.6	52.6	57.3	48.5	48.6	49.5	51.1
<b>All schools</b>	<b>55.6</b>	<b>54.2</b>	<b>61.2</b>	<b>60.9</b>	<b>61.4</b>	<b>54.3</b>	<b>52.0</b>	<b>59.6</b>	<b>57.3</b>

<sup>a</sup> Students enrolled in special schools are included, with special school students of primary school age and/or year level included in the primary figures and those of secondary school age and/or year level included in the secondary figures. <sup>b</sup> Results of calculations may vary from the table due to rounding differences.

Source: ABS (2009 and unpublished) *Schools Australia 2008*, Cat. No. 4221.0; tables 4A.1–4.

Total full time student enrolments in schools in Australia were relatively stable over the 5 years to 2008, increasing by approximately 0.8 per cent each year between August 2004 and August 2008 (table 4A.21). Students as a proportion of the population in 2008 are shown in table 4A.5.

The proportion of full time students enrolled in non-government schools increased between 2004 and 2008 in all states and territories. Total non-government school enrolments expanded by 2.0 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 2 250 026 in 2004 to 2 264 554 in 2008. Full time students in non-government schools increased from 1 082 240 in 2004 to 1 169 737 in 2008 (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 2008 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>									
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
2008	2 045	2 324	2 843	1 747	6 226	1 504	–	338	17 027
Proportion of secondary school students in government schools who were part time students (%) <sup>b</sup>									
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
2008	0.7	1.0	1.6	2.1	9.8	5.7	–	3.1	1.9

<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 (2005, 2006, 2007, 2008, 2009 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 2008, 86.1 per cent of Indigenous students and 79.5 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.

### *Indigenous students*

The number and proportion of full time Indigenous students varies greatly across jurisdictions (table 4.5). In all jurisdictions, the proportion of full time Indigenous students was higher in government schools than in non-government schools. Nationally, the proportion of full time Indigenous students was 5.8 per cent in government schools and 1.8 per cent in non-government schools in 2008 (table 4.5).

**Table 4.5 Indigenous full time students, 2008**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Indigenous full time students (000) <sup>a</sup>									
Government schools	39.2	7.8	38.5	19.2	7.7	4.3	0.9	12.9	130.6
Non-government schools	5.4	1.0	6.2	3.6	0.9	0.7	0.3	3.0	21.1
<b>All schools</b>	<b>44.6</b>	<b>8.8</b>	<b>44.7</b>	<b>22.8</b>	<b>8.6</b>	<b>5.0</b>	<b>1.2</b>	<b>15.9</b>	<b>151.7</b>
Indigenous full time students as a proportion of all full time students (%)									
Government schools	5.3	1.5	8.0	8.3	4.7	7.5	2.6	44.2	5.8
Non-government schools	1.4	0.3	2.7	3.0	1.1	2.9	1.1	30.2	1.8
<b>All schools</b>	<b>4.0</b>	<b>1.1</b>	<b>6.3</b>	<b>6.5</b>	<b>3.4</b>	<b>6.1</b>	<b>2.0</b>	<b>40.7</b>	<b>4.4</b>

<sup>a</sup> Students counted as Indigenous are those who have identified as being of Indigenous origin. It is possible that the number of Indigenous students may be under-represented in some jurisdictions.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; table 4A.22.

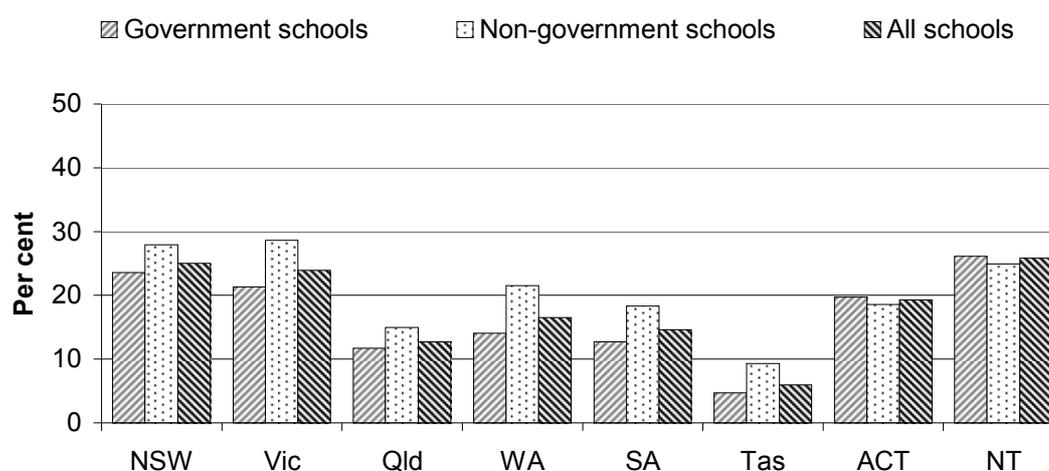
### *LBOTE students*

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.

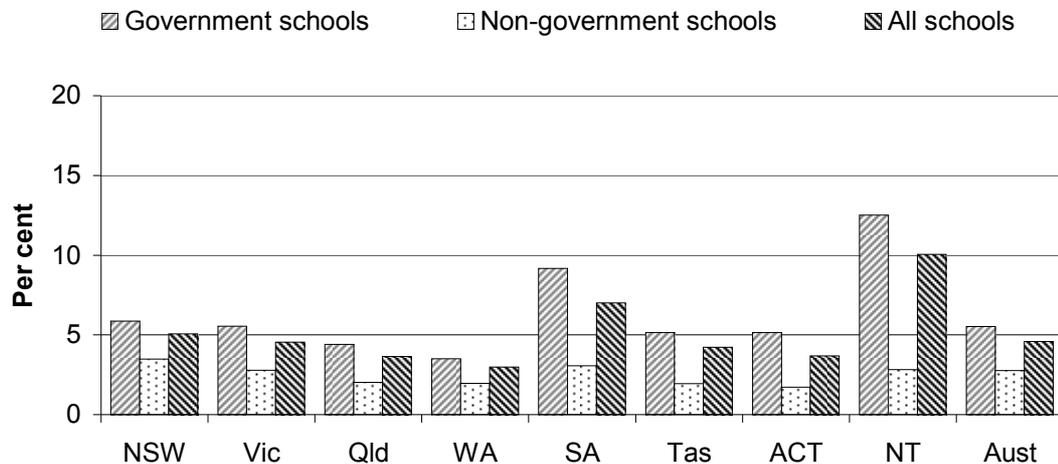
Source: DEEWR (unpublished) based on the ABS 2006 Census of Population and Housing; table 4A.23.

### *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 4.6 per cent and almost twice as high in government schools (5.5 per cent), compared with non-government schools (2.8 per cent) in 2008 (figure 4.3). Information regarding attainment and participation for students with disabilities, based on the ABS 2005 Survey of Education and Training Experience and the 2006 Census of Population and Housing are included in the attachment to the Services for people with a disability chapter of the 2010 Report (tables 14A.74–77).

Figure 4.3 **Funded students with disabilities as a proportion of all students, 2008<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 who 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 programs in Queensland schools.

Source: ABS (2009) *Schools Australia 2008*, 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>2</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 1.4 per cent and more than twice as high in government schools (1.8 per cent),

<sup>2</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 2008. 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 2008 (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, 2008<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	5.8	3.9	1.0	..	17.8	1.8
Non-government schools	0.2	–	0.7	2.0	1.2	0.5	..	29.8	0.8
<b>All schools</b>	<b>0.4</b>	<b>0.1</b>	<b>1.7</b>	<b>4.5</b>	<b>2.9</b>	<b>0.9</b>	..	<b>20.8</b>	<b>1.4</b>
Very remote areas									
Government schools	0.1	..	1.7	3.4	1.1	0.5	..	29.6	1.2
Non-government schools	0.1	..	0.3	1.4	0.2	–	..	13.3	0.3
<b>All schools</b>	<b>0.1</b>	..	<b>1.2</b>	<b>2.7</b>	<b>0.8</b>	<b>0.4</b>	..	<b>25.5</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.

The performance of school education is reported against the performance indicator framework in figure 4.4. Although data reported in this chapter refer to 2008, this framework reflects objectives which are consistent with the Melbourne Declaration

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on Educational Goals for Young Australians (the Melbourne Declaration), released in December 2008 (MCEETYA 2008a) and are aligned with the NEA and NIRA.

Box 4.1 describes the educational goals for young Australians, agreed by education Ministers in the Melbourne Declaration. Commitments to action by governments in eight inter-related areas are also included in the Melbourne Declaration (MCEETYA 2008a).<sup>3</sup>

**Box 4.1 National goals for schooling in the 21st century**

In December 2008, the MCEETYA endorsed the following national goals for school education.

Improving educational outcomes for all young Australians is central to the nation's social and economic prosperity and will position young people to live fulfilling, productive and responsible lives. Young Australians are therefore placed at the centre of the Melbourne Declaration on Educational Goals.

These goals are:

Goal 1: Australian schooling promotes equity and excellence

Goal 2: All young Australians become:

- successful learners
- confident and creative individuals
- active and informed citizens.

*Source:* Adapted from MCEETYA (2008a).

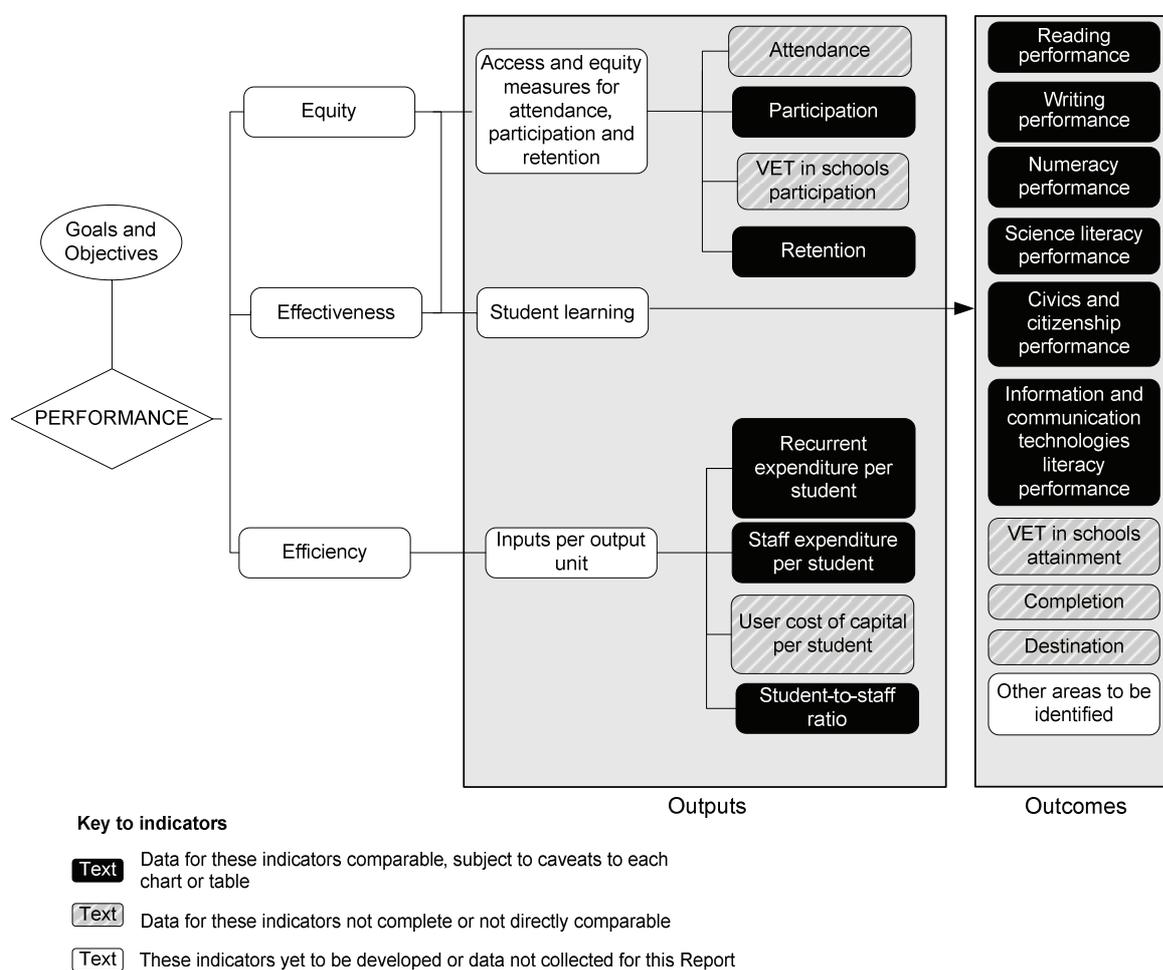
The performance of school education is reported against the indicator framework in figure 4.4. The performance indicator framework shows which data are comparable in this Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

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<sup>3</sup> The Melbourne Declaration replaced the Adelaide Declaration (MCEETYA 1999), released in 1999. The years of data reported in this chapter coincide with the operation of the Adelaide Declaration. However, the performance indicators reported are consistent with both the Adelaide and Melbourne Declarations.

**Figure 4.4 Performance indicators for school education**



### 4.3 Key performance indicator results

The framework of performance indicators aims to provide information on equity, efficiency and effectiveness, and to distinguish the outputs and outcomes of school education. This approach is consistent with the general performance indicator framework and service process diagram outlined in chapter 1 (see figures 1.2 and 1.3) that have been agreed by the Steering Committee.

Different delivery contexts and locations influence the equity, effectiveness and efficiency of school education services. Appendix A contains short statistical profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter.

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The equity and effectiveness indicators for school education in this chapter are consistent with the national goals for school education in the Melbourne Declaration (box 4.1).

Care should be taken in interpreting these performance indicators, a number of interrelated factors affect the results, including:

- aspects of schooling
- characteristics of students (for example, student engagement and connectedness, length of time spent in schooling, demographic and socio-economic characteristics, [including remoteness and Indigenous status])
- broader education environment (for example, availability of employment and further educational alternatives, population movements).

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

## **Outputs**

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

### *Equity and effectiveness*

Access and equity measures for school attendance, participation and retention, and VET in schools participation, are reported in this section.

### *Attendance*

‘Attendance’ is an indicator of governments’ objective to develop fully the talents and capacities of young people through equitable access to education and learning. National and international research confirms a link between attendance and student achievement, although the factors influencing attendance and achievement are

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numerous and interrelated in complex ways. Attendance rates for special needs groups are an indication of the equity of access to school education (box 4.2).

#### **Box 4.2 Attendance**

'Attendance' (school attendance rate) is defined as the number of actual full time equivalent 'student days attended' over the collection period as a percentage of the total number of possible student days attended over the collection period.

Holding other factors equal, a high student attendance rate is desirable.

It is intended to measure student attendance over a single consistent time period (the first semester) for all schools. However, currently the measure is transitional, with most jurisdictions providing government schools data for the first semester, whereas non-government schools provide data over a period including the last 20 days in May.

Data on student attendance are collected for each State and Territory by:

- school sector (government, Catholic and independent)
- sex
- year level (1–10)
- Indigenous status (Indigenous and non-Indigenous students).

Care should be exercised in relation to the data for Indigenous students, particularly in some jurisdictions and in the non-government sectors, due to small population sizes.

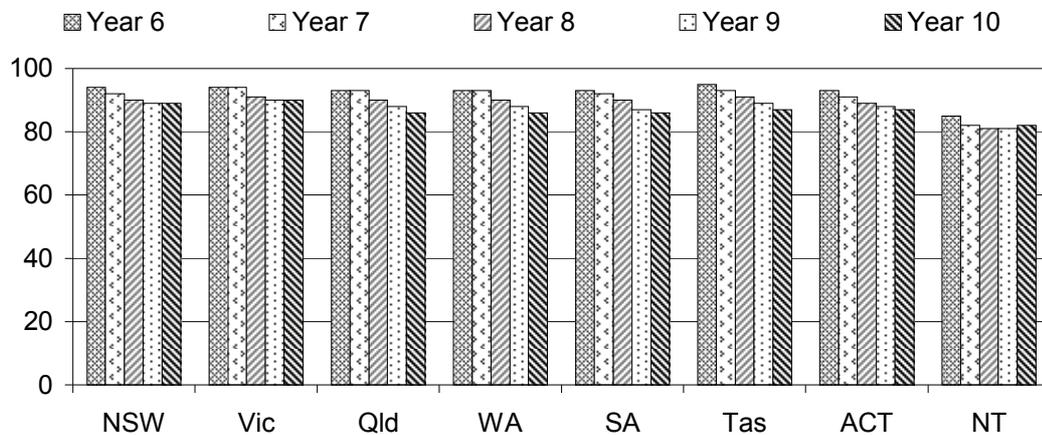
Data for this indicator are not directly comparable.

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.95–100).

In 2008, 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.95).

Figure 4.5 **Student attendance rate, all students, government schools, 2008**



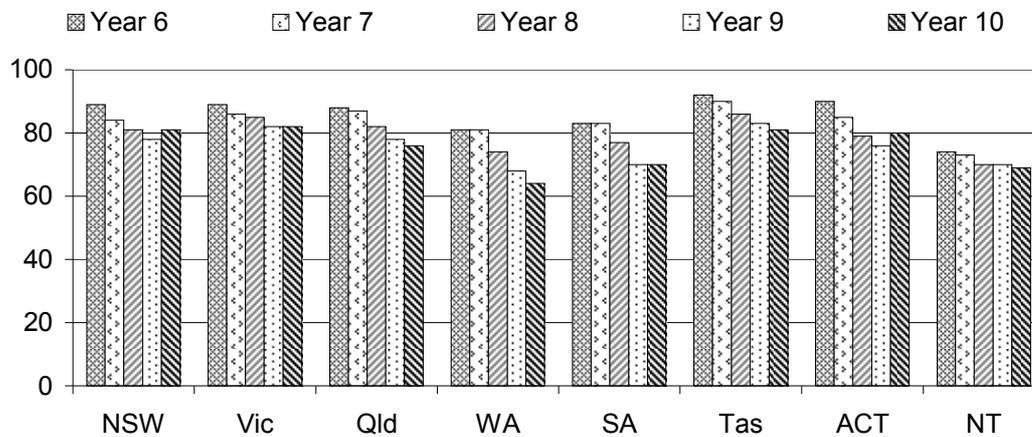
<sup>a</sup> See source for detailed explanatory notes regarding data.

Source: MCEECDYA (2009) *National Report on Schooling in Australia 2008: Additional statistics on Australian schooling chapter*, table 4A.95.

In government schools, non-Indigenous students had higher attendance rates than Indigenous students across all year levels in all jurisdictions (figure 4.6 and table 4A.96). The differences varied across states and territories, although attendance rates for non-Indigenous students were similar across all jurisdictions. A similar pattern to the government schools was observed for non-government schools (independent and Catholic schools) in most jurisdictions (tables 4A.98 and 4A.100).

Data on student attendance rates for all school sectors are also available disaggregated by sex (tables 4A.95, 4A.97 and 4A.99).

**Figure 4.6 Student attendance rate, government schools, Indigenous students, 2008<sup>a</sup>**



<sup>a</sup> See source for detailed explanatory notes regarding data.

Source: MCEECDYA (2009) *National Report on Schooling in Australia 2008: Additional statistics on Australian schooling chapter*; table 4A.96.

### *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).

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### Box 4.3 Participation

'Participation' (school education participation rate) is defined by two measures:

- the total number of children aged 6–15 years and enrolled in school (full time and part time enrolments) as a proportion of the estimated resident population of the same age, reported by Indigenous status
- the number of full time and part time school students of a particular age expressed as a proportion of the estimated resident population of the same age, for each year for 14–19 year olds.

Participation rates are reported nationally and by State/Territory.

Holding other factors constant, a higher or increasing participation rate suggests an improvement in educational outcomes through greater access to school education. Participation rates in school education need to be interpreted with care because rates are influenced by jurisdictional differences in age/grade structures, and the participation rate is an age-based rate. The rate is comparable over time within a jurisdiction, but may not be directly comparable across jurisdictions where there are differences in the age/grade structure.

This indicator does not provide information on young people who develop their talents and capacities through other options for delivering post-compulsory education and training — for example, work-based training and enrolment in technical and further education (TAFE) delivered programs. A broader participation indicator that accounts for some of these factors is reported in the 'Early childhood, education and training preface'.

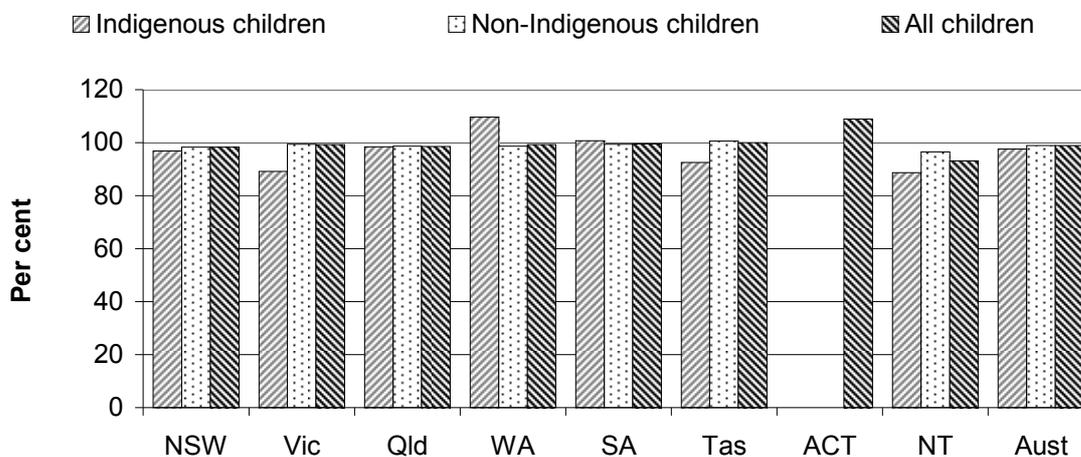
Care should be exercised in relation to the data for Indigenous students, particularly in some jurisdictions, due to small population sizes.

Data for this indicator are comparable.

#### *Proportion of children aged 6–15 years enrolled in school*

Nationally, 98.9 per cent of children aged 6–15 years were enrolled (either full or part time) in schools in 2008. Nationally, the enrolment rate for Indigenous children was 98 per cent compared to 99 per cent for non-Indigenous children. These rates also varied across jurisdictions (figure 4.7).

**Figure 4.7 Proportion of children aged 6–15 years enrolled in school, by Indigenous status, 2008<sup>a, b, c, d, e, f, g, h</sup>**



<sup>a</sup> Proportions over 100 per cent may reflect disparities between the sources of data which may provide varying counts, or, may reflect students from one jurisdiction enrolling in schools in another jurisdiction and need to be interpreted with care. <sup>b</sup> Proportions are determined using the number of students educated in the jurisdiction divided by the estimated residential population for the jurisdiction, for the age group. In some cases students may be educated in a different jurisdiction to their place of residence. <sup>c</sup> 'Non-Indigenous' and 'All children' include those for whom Indigenous status is unknown and consequently the proportion of Indigenous students may be under-represented in some jurisdictions. <sup>d</sup> Includes children enrolled full time or part time. <sup>e</sup> ABS data sources are not considered sufficiently robust to support Indigenous population estimates for the ACT at this small geographical level and for a small population, for 2008. <sup>f</sup> See footnotes to table 4A.79 for further information. <sup>g</sup> Data for 2006 for children aged 6–15 years are included in table 4A.79. Data for children aged 6–16 years in years 1–10, for 2006 and 2008, are included in table 4A.80.

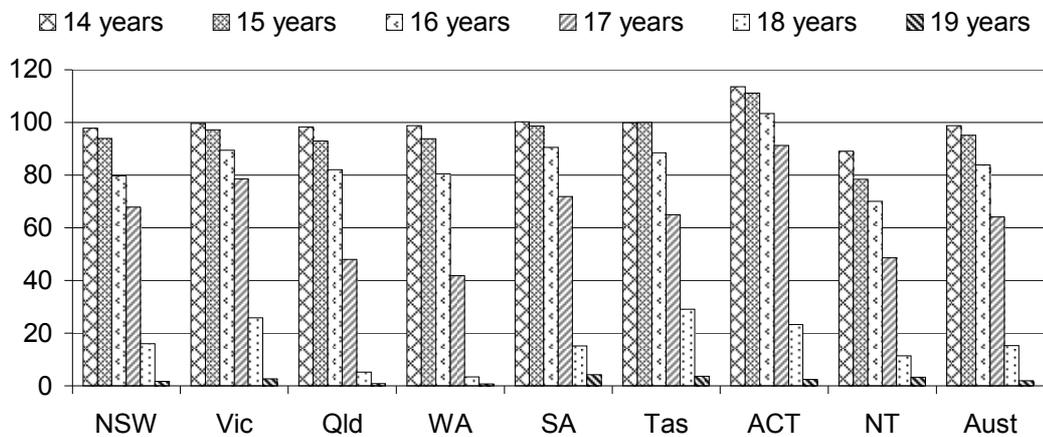
Source: ABS (unpublished) Schools Australia, 2008; ABS (unpublished) *Demographic Statistics, June quarter 2008*; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islander Australians, 1991 to 2021* (cat. no. 3238.0); ABS (unpublished) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islander Australians, 1991 to 2021*; table 4A.79.

### *14–19 year olds enrolled in school*

Nationally, 58.6 per cent of 14–19 year olds were enrolled in schools in 2008 (table 4A.81). School participation rates varied by jurisdiction, age and sex. School participation rates for females (59.7 per cent) were 2.1 percentage points higher than those for males (57.6 per cent) (table 4A.81). School participation rates declined as students exceeded the maximum compulsory school age (figure 4.8).

Data on school participation rates since the 2009 Report differ to those presented in earlier Reports, as the scope has been expanded to include part time students and students aged 14 years (earlier Reports included full time students aged 15–19 years only). Data for 14–19 year olds from 2004–2008 are included in table 4A.82.

Figure 4.8 School participation rate of people aged 14–19 years in school education, all schools, 2008<sup>a, b</sup>



<sup>a</sup> Proportion of the population who were enrolled as full time or part time students in August 2008.

<sup>b</sup> Proportions are determined using the number of students educated in the jurisdiction divided by the estimated residential population for the jurisdiction, for the age group. In some cases students may be educated in a different jurisdiction to their place of residence. Participation rates in the ACT exceed 100 per cent as a result of NSW residents from surrounding areas enrolling in ACT schools.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; table 4A.81.

### *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 earlier Reports. However, the indicator has been moved to the ‘equity and effectiveness’ section in recognition of the shift in emphasis of VET in schools from being an outcome to being an enabler to assist students to access school education.

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#### **Box 4.4 VET in schools participation**

'VET in schools participation' (VET in schools participation rate) is defined as the number of school students undertaking VET (with apprenticeships and traineeships disaggregated) as part of their senior secondary school certificate in a calendar year, as a proportion of all school students undertaking a senior secondary school certificate in that year.

Holding other factors constant, a higher or increasing VET in schools participation rate may suggest greater access to broader secondary schooling options than traditional school education. Greater access can promote engagement in learning and the uptake of vocational career pathways.

Care needs to be taken in interpreting this indicator as it may be influenced by a number of factors which differ across states and territories, such as:

- definition of VET in schools
- senior secondary certificate requirements
- access to VET in schools prior to year 11
- number of VET in schools options and pathways available to students, particularly those in rural and remote areas.

A new arrangement for the national reporting of VET in Schools statistics was implemented for 2005 data. Due to this break in series, data for 2005 and onwards should not be compared with data from other arrangements in previous years. Data on 2006 and 2007 VET in Schools activity should also not be compared with 2005 VET in Schools activity because of data quality issues with 2005 data. The 2006 and 2007 VET in Schools statistics are also subject to some data quality issues. These issues include differences in definition and compilation practices used by states and territories to populate some fields, resulting in anomalies between states and territories. For example, the number of school students undertaking a senior secondary certificate is not comparable across states and territories due to different definitions of a senior secondary certificate.

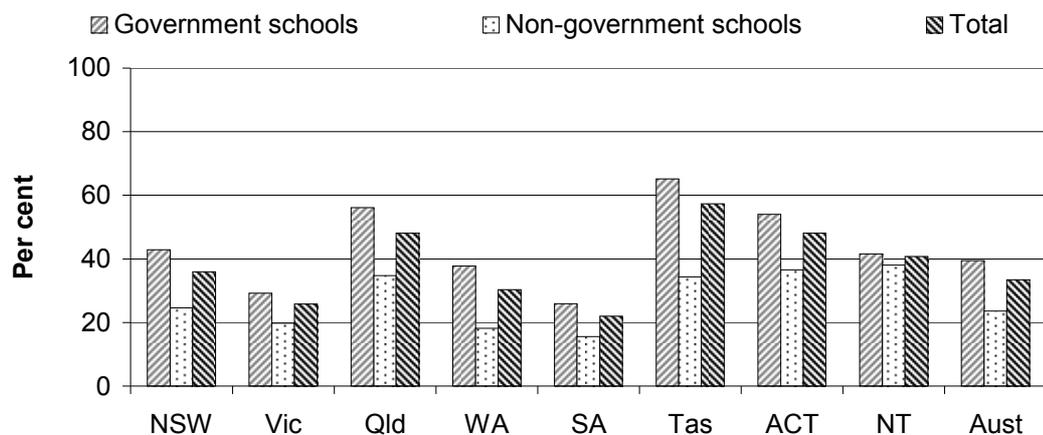
Data for this indicator are not directly comparable.

From 2005, the MCEETYA agreed that the Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS) is the standard for reporting VET in Schools activity in Australia. The MCEETYA further agreed that these data would be collected by the senior secondary assessment authority in each State and Territory and reported through State Training Authorities to the national VET database compiled by the National Centre for Vocational Education Research (NCVER).

In 2007, 33.4 per cent of students undertaking a senior secondary school certificate undertook at least one unit of competency/module of VET in schools (39.5 per cent

of students undertaking a senior secondary school certificate in government schools and 23.6 per cent in non-government schools) (figure 4.9). Of students undertaking a senior secondary school certificate, 2.9 per cent undertook at least one unit of competency/module in a school-based apprenticeship or traineeship (table 4A.92).

**Figure 4.9 Proportion of school students enrolled in a senior secondary school certificate who undertook at least one VET unit of competency/module, 2007<sup>a, b</sup>**



<sup>a</sup> Total includes other providers such as TAFE, community education, Australian Technical Colleges and students with more than one school type. Due to small numbers these are not presented separately. <sup>b</sup> The 2007 VET in Schools statistics are subject to some data quality issues and should be interpreted with caution. These issues include that secondary data sources used are not sufficiently reliable or comparable to the AVETMISS-compliant data and some data are not captured in enrolment processes.

Source: NCVET (2009) *VET in Schools 2007*; MCEETYA (unpublished) *VET In Schools* collection; tables 4A.92-93.

Data for 2006 are also included in this Report for the first time (tables 4A.92-93).

### *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).

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### 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.

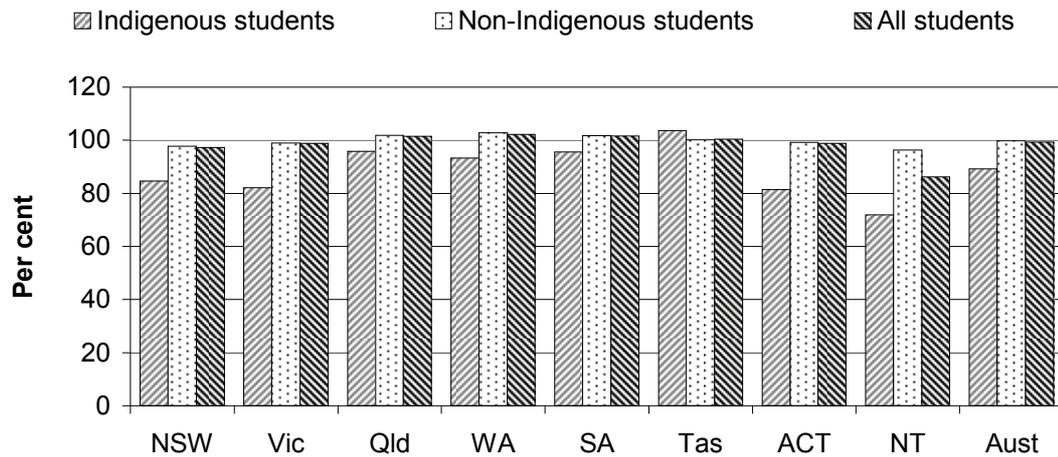
Data for this indicator are comparable.

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 97–102 per cent in 2008, with a national rate of 99.3 (figure 4.10). High rates are to be expected because normal year level progression means students in year 10 are generally of an age at which schooling is compulsory.

Retention rates for Indigenous students provide one measure of the equity of access to schooling. Retention rates to year 10 for Indigenous students were lower than those for non-Indigenous students and all students in most jurisdictions. The national retention rate for Indigenous students was 89.2 per cent, 10.6 per cent

lower than that for non-Indigenous students and 10.1 percentage points lower than that for all students.

**Figure 4.10 Apparent retention rate from year 7 or 8 to year 10, full time secondary students, all schools, 2008<sup>a, b, c, d, e</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 (table 4.4). <sup>d</sup> Ungraded students are not included in the calculation of apparent retention rates. <sup>e</sup> Some students' Indigenous status is not stated. Students for whom Indigenous status is not stated are not included in the data for 'Non-Indigenous students', but are included in the data for 'All students'. Consequently, the number of Indigenous students counted in the Indigenous rates may be under-represented in some jurisdictions.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; table 4A.83.

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 2008 as a proportion of the number of full time school students enrolled in year 10 in 2006.

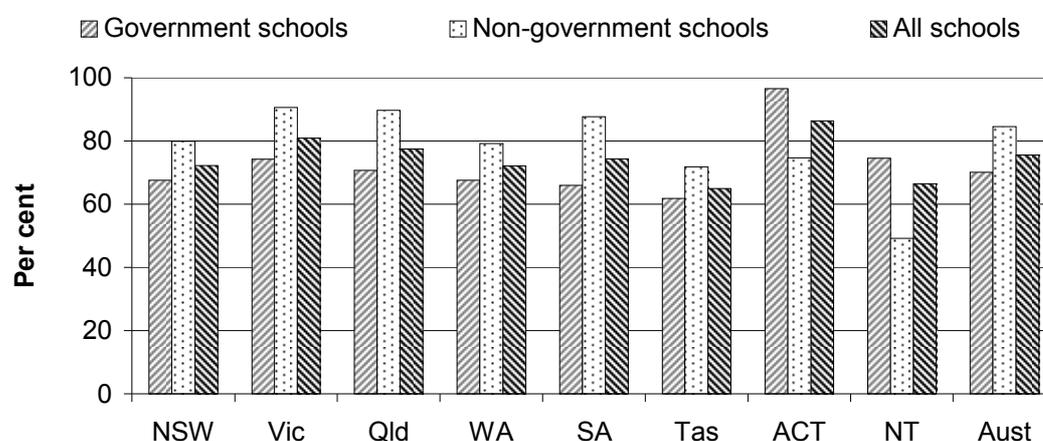
Factors affecting apparent retention can combine to result in a year 12 cohort that is substantially different in composition from the corresponding year 10 cohort — for example:

- in SA, if part time students are included in the 2008 year 12 total, then the apparent retention rate becomes 88.9 per cent, compared with 74.3 per cent for full time students only (table 4A.84)
- 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, 5971 students (of whom 3459 were aged 15–19 years)

undertook their Higher School Certificate or other tertiary preparation studies through TAFE institutes in 2008 (NSW Government unpublished).

Nationally, the apparent retention rate from year 10 to year 12 for all schools was 75.6 per cent in 2008. The apparent retention rate from year 10 to year 12 for government schools was 70.1 per cent, and for non-government schools was 84.5 per cent. The apparent retention rates for both government schools and non-government schools varied across jurisdictions (figure 4.11).

**Figure 4.11 Apparent retention rate from year 10 to year 12, full time secondary students, by school type, 2008<sup>a, b, c, d</sup>**



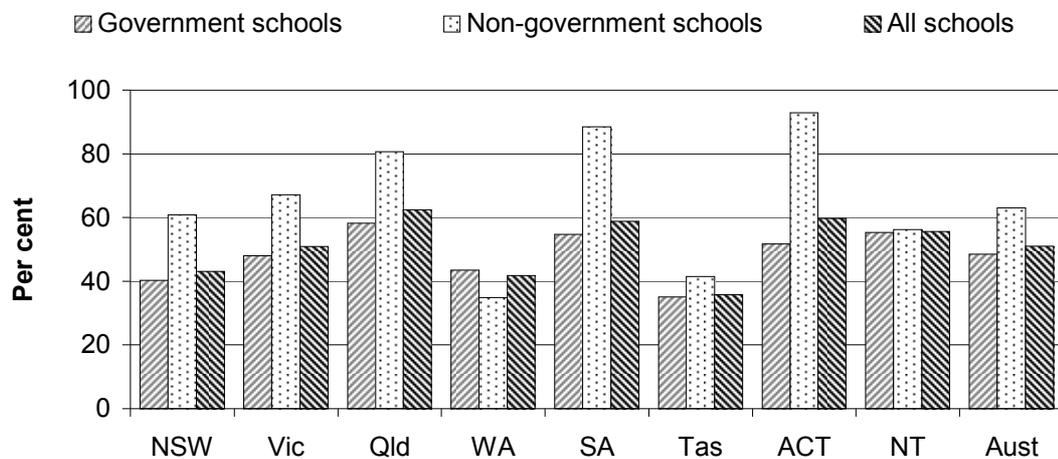
<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> Retention rates can exceed 100 per cent for a variety of reasons, including student transfers between jurisdictions 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 (table 4.4). <sup>d</sup> Ungraded students are not included in the calculation of apparent retention rates.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; table 4A.84.

For government and non-government schools, apparent rates of retention from year 10 to year 12 for Indigenous students in 2008 varied across jurisdictions (figure 4.12), but were consistently lower than rates for all students (figure 4.11). In interpreting this indicator, note that nationally 10.8 per cent of Indigenous students left school before year 10 (figure 4.10) — compared to 0.7 per cent of all students — so are not included in the base year for retention from year 10 to year 12. This baseline varies across jurisdictions. Further, Indigenous students made up 5.8 per cent of all students in government schools compared with 1.8 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 2008 was 51.0 per cent (figure 4.12), 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 2004 to 51.0 per cent in 2008, with the gap in year 10 to year 12 retention rates between Indigenous students and all students decreasing from 31.5 percentage points in 2004 to 24.6 percentage points in 2008 (table 4A.87).

**Figure 4.12 Apparent retention rates from year 10 to year 12, Indigenous full time secondary students, 2008<sup>a, b, c, d</sup>**

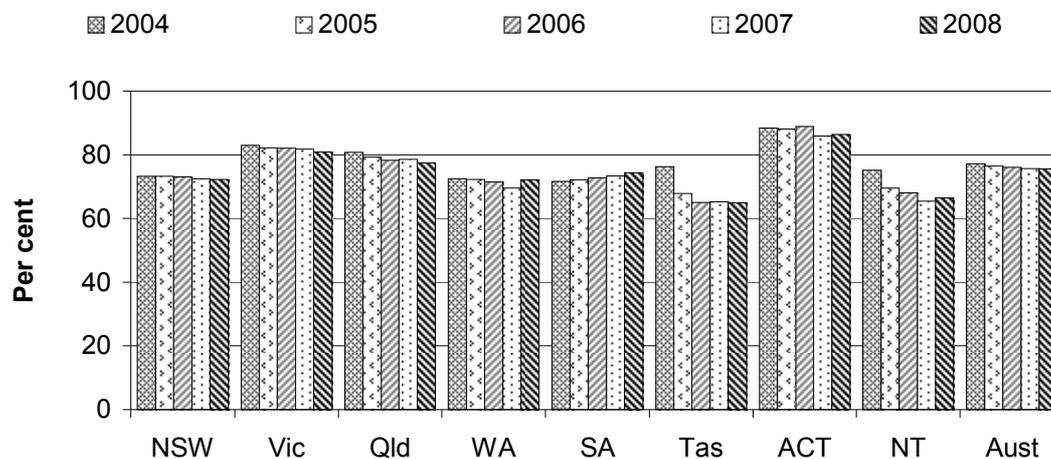


<sup>a</sup> Apparent retention rates are affected by factors that vary across jurisdictions. For this reason, variations in apparent retention rates over time within jurisdictions may be more useful than comparisons across jurisdictions. <sup>b</sup> The standard apparent retention rate calculation excludes part time students, which has implications for the interpretation of results for all jurisdictions (table 4.4). <sup>c</sup> Ungraded students are not included in the calculation of apparent retention rates. <sup>d</sup> Some students' Indigenous status is not stated. Consequently, the number of Indigenous students counted in these rates may be under-represented in some jurisdictions.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; table 4A.84.

Nationally, apparent rates of retention for all full time students from year 7 or 8 to year 10 have risen slightly from 98.1 per cent in 2004 to 99.3 per cent in 2008 (table 4A.87), while the rate of retention from year 10 to year 12 has decreased from 77.2 per cent in 2004 to 75.6 per cent in 2008 (figure 4.13). Retention rates between years 10 and 12 for government and non-government schools are in attachment tables 4A.85-86.

**Figure 4.13 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 (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, prior to 2008, where 10.9 per cent of Indigenous secondary students are ungraded in 2007 (compared with an average of 4.2 per cent for the rest of Australia, but in 2008 the NT proportion of ungraded students has substantially reduced) and this should be considered when interpreting the data.

Source: ABS (2005, 2006, 2007, 2008, 2009) *Schools Australia*, Cat. No. 4221.0; table 4A.87.

### Efficiency

Governments have an interest in achieving the best results from their expenditure on schooling, both as owners and operators of government schools, and as major providers of funds to the non-government school sector. An objective of the Steering Committee is to publish comparable estimates of costs. Ideally, such comparison should include the full range of costs to government. Where the full costs cannot be measured, estimating costs on a consistent basis is the best approach. Table 4A.15 shows information on the comparability of the source expenditure data for government schools used for this chapter. Table 4A.14 shows the treatment of assets by school education agencies.

### 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).

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#### **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.

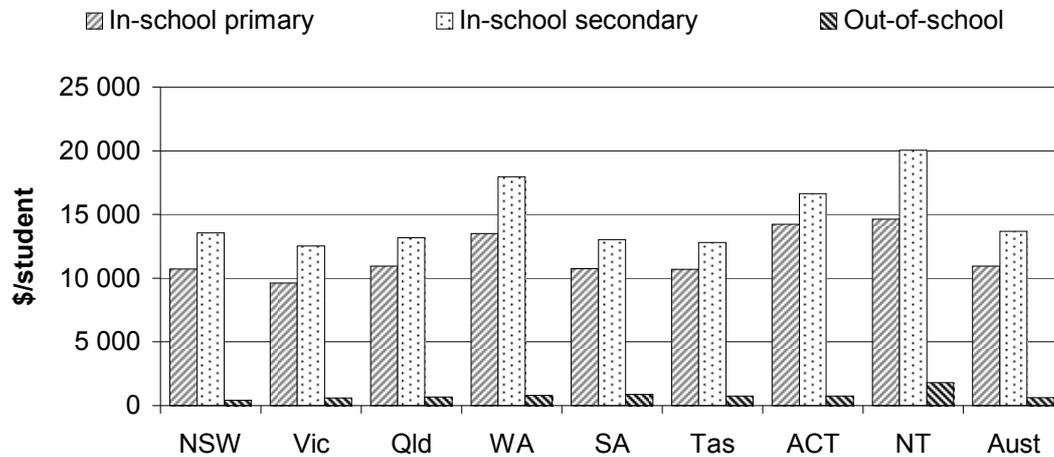
These factors may need to be considered when examining each jurisdiction's expenditure per student.

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 \$10 936 and in-school government expenditure per FTE student in government secondary schools was \$13 684 in 2007-08. Out of school government expenditure per FTE student in government schools was \$622 in 2007-08 (figure 4.14).

**Figure 4.14 Government recurrent expenditure per FTE student, government schools, 2007-08<sup>a, b</sup>**

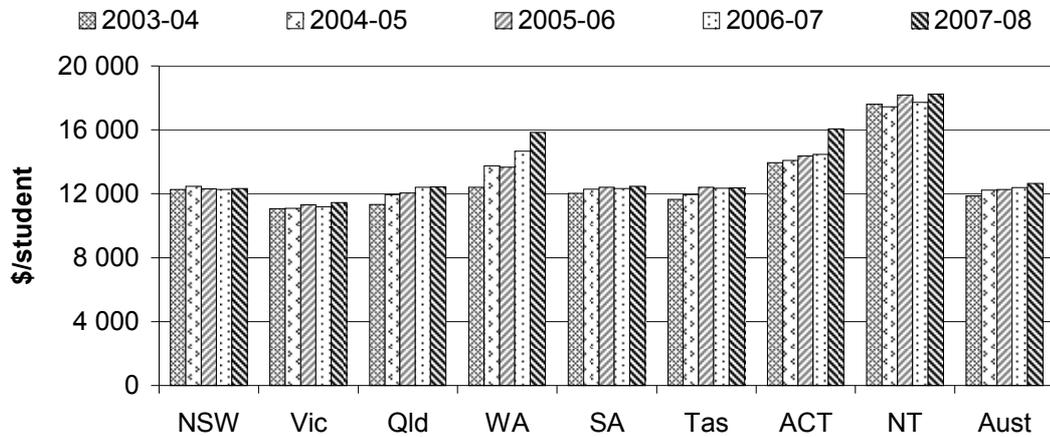


<sup>a</sup> See notes to tables 4A.12 for definitions and data caveats. <sup>b</sup> Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; MCEECDYA (unpublished) *National Schools Statistics Collection* (NSSC); table 4A.12.

Nationally, government expenditure per FTE student in all government schools was \$12 639 in 2007-08. It increased (in average annual real terms) between 2003-04 and 2007-08 by 1.6 per cent per year (figure 4.15).

Figure 4.15 **Government real recurrent expenditure per FTE student, government schools (2007-08 dollars)<sup>a, b, c</sup>**

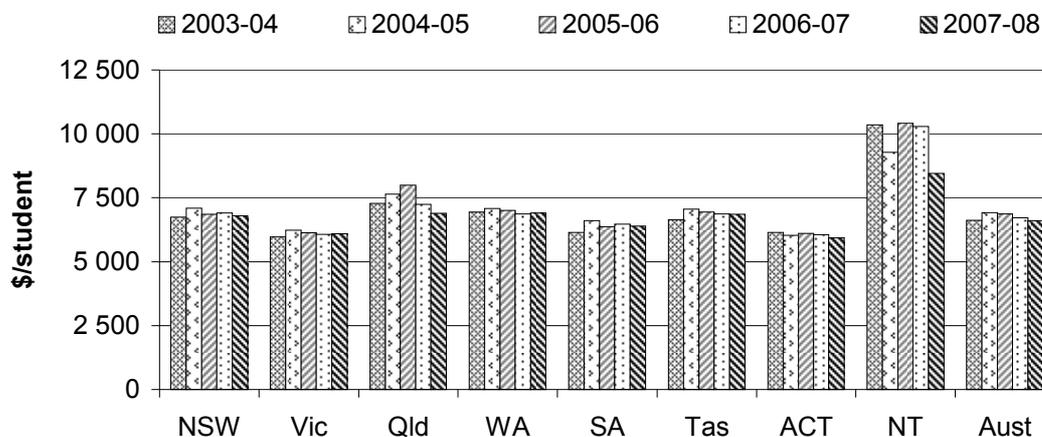


<sup>a</sup> See notes to table 4A.8 for definitions and data caveats. <sup>b</sup> Data for 2003-04 to 2006-07 have been adjusted to 2007-08 dollars using the gross domestic product (GDP) price deflator. <sup>c</sup> Payroll tax estimates have been included for WA and the ACT for comparability reasons.

Source: ABS (2005, 2006, 2007, 2008, 2009) *Schools Australia*, Cat. No. 4221.0; MCEECDYA (unpublished) NSSC; table 4A.8.

Nationally, government expenditure per FTE student in all non-government schools was \$6607 in 2007-08 (figure 4.16). It has fluctuated over time but decreased in average annual real terms between 2003-04 and 2007-08 by 0.1 per cent per year (table 4A.9).

Figure 4.16 Government real recurrent expenditure per FTE student, non-government schools (2007-08 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 2003-04 to 2006-07 have been adjusted to 2007-08 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 (2005, 2006, 2007, 2008, 2009) *Schools Australia*, Cat. No. 4221.0; DEEWR (unpublished); State and Territory governments (unpublished); table 4A.9.

Nationally, government real recurrent expenditure per FTE student in all schools was \$10 602 in 2007-08. It increased (in average annual real terms) between 2003-04 and 2007-08 by 1.0 per cent per year (table 4A.10).

### *Staff expenditure per student*

‘Staff expenditure per student’ is an indicator of governments’ objective to provide education in an efficient manner (box 4.7).

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**Box 4.7 Staff expenditure per student**

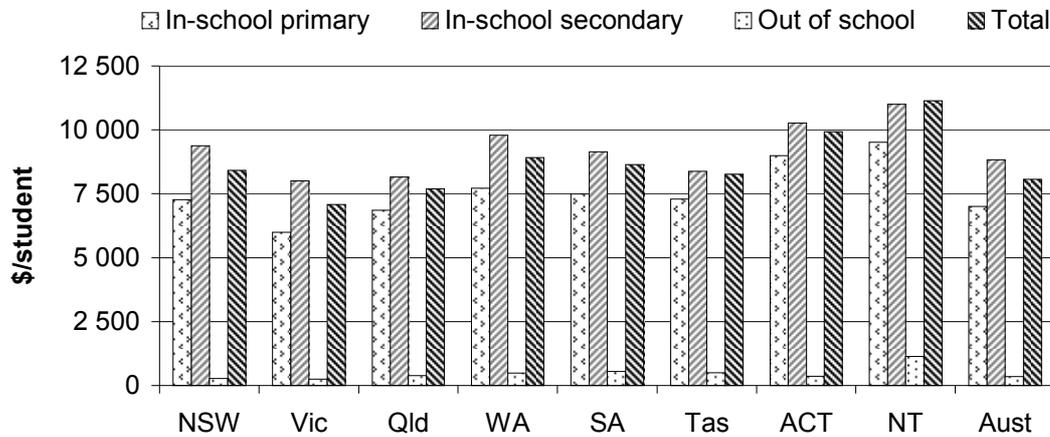
Staff expenditure per student<sup>1</sup> is defined as government recurrent expenditure on staff per FTE student in government schools. Expenditure on staff is the major component of spending on schools.

Holding other factors constant, low or decreasing government expenditure on staff per FTE student may represent better or improved efficiency. Efficiency data are difficult to interpret and this indicator in particular is partial in nature as it does not reflect the full cost per student. While high or increasing government expenditure on staff per student may reflect deteriorating efficiency, it may also reflect improvements in schooling (through higher quality teachers), or the characteristics of the education environment (smaller class sizes, broader curricula such as information technology and the need for teachers with new skills, population dispersion and more geographically remote students). Similarly, a low or decreasing expenditure on staff per student may reflect improving efficiency or lower quality (less effective education) or more narrowly defined curricula. Efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an holistic view of performance.

Data for this indicator are comparable.

Government recurrent expenditure on staff in government schools, accounted for \$18.4 billion (63.9 per cent) of the total expenditure in 2007-08 (table 4A.12). Nationally, expenditure on staff per FTE student ranged from \$348 for out-of-school to \$8823 for in-school secondary (figure 4.17).

**Figure 4.17 Government recurrent expenditure on staff in government schools, per FTE student, 2007-08<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 (2005, 2006, 2007, 2008, 2009) *Schools Australia*, Cat. No. 4221.0; MCEECDYA (unpublished) NSSC; table 4A.12.

### *User cost of capital per student*

‘User cost of capital (UCC) per student’ is an indicator of governments’ objective to provide education in an efficient manner (box 4.8).

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### **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.

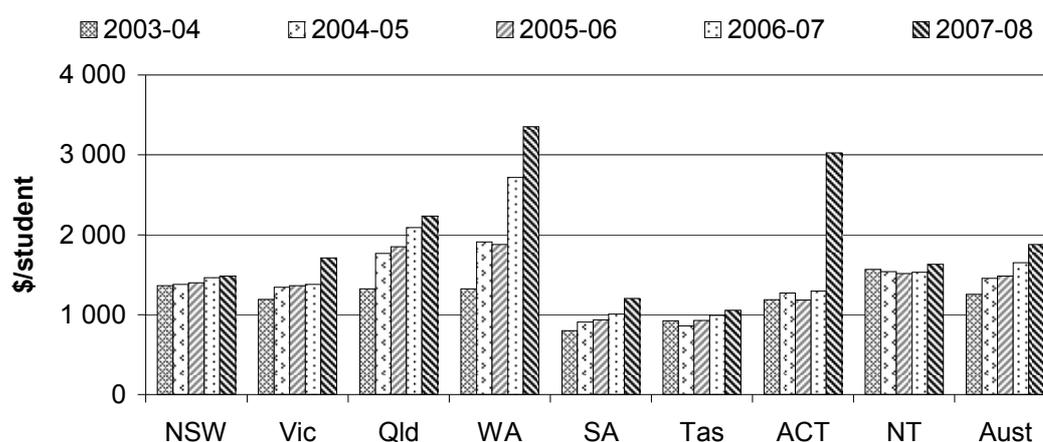
Efficiency data are difficult to interpret and this indicator in particular is only partial in nature as it does not reflect the full cost per student. While high or increasing UCC per student may reflect deteriorating efficiency, it may also reflect changes in aspects of schooling (broader curricula, 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.15). 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 2007-08 averaged \$1878 nationally (figure 4.18).

**Figure 4.18 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 (2005, 2006, 2007, 2008, 2009) *Schools Australia*, Cat. No. 4221.0; MCEECDYA (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).

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#### **Box 4.9 Student-to-staff ratio**

The 'student-to-staff ratio' is defined as the number of FTE students per FTE staff. Data are reported for primary, secondary and all schools, and for teaching and non-teaching staff. The student-to-staff ratio presents the number of students per teacher where teachers are classified in a way that can be compared across jurisdictions.

A low ratio means there are a small number of students per teacher (the ratio is not a measure of class size). Holding other factors constant, a high or increasing student-to-teacher ratio represents better or improved efficiency, but only when output quality and outcomes are the same as (or higher than) those in the other systems being compared. A low or decreasing student-to-teacher ratio may reflect decreasing efficiency, but may also reflect a higher quality education system, if it is assumed that teachers have more time for each student and that this results in better student outcomes.

The ratio needs to be interpreted with care because it is aggregated across all subjects and year levels, so it does not reflect the fact that a lower ratio may be more important for certain subjects and/or year levels and it does not account for learning outcomes, teacher quality, experience and qualifications. Further, it can be affected by a number of factors which may differ across the states and territories, including:

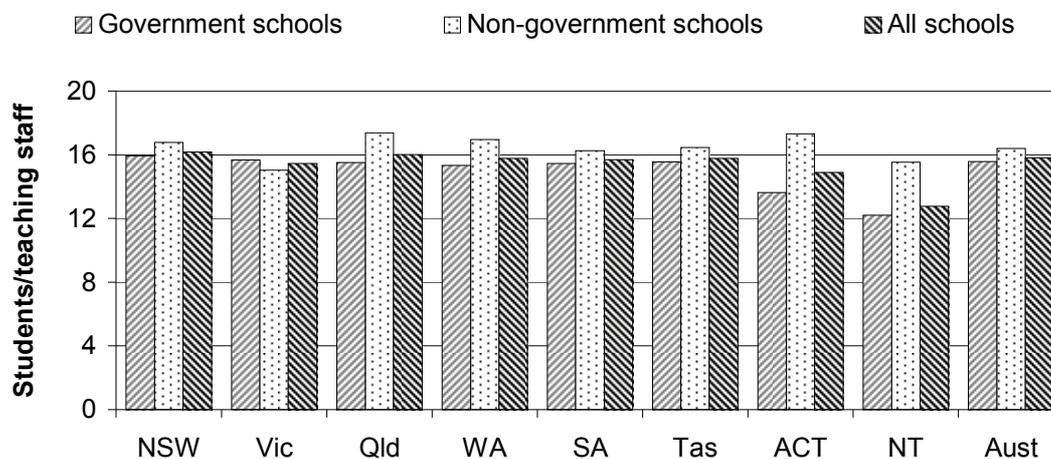
- the proportion of special needs students — for example, special schools catering for students with disabilities generally have significantly lower student-to-teacher ratios than those of mainstream schools and additional resources are also required in mainstream schools where special needs students attend
- the degree to which administrative work is undertaken by people classified as teachers (such as principals, deputy principals and senior teachers)
- other inputs to school education (for example, non-teaching staff, computers, books and laboratory equipment).

Care needs to be taken in interpreting efficiency data as differences in the costs of educating students can be driven by influences beyond the control of governments, such as a dispersed and/or geographically remote population. Efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an holistic view of performance.

Data for this indicator are comparable.

Nationally, for government primary schools, the student-to-teacher ratio was 15.6 in 2008. For non-government primary schools, the student-to-teacher ratio was 16.4 in 2008. For all primary schools, the student-to-teacher ratio was 15.8 in 2008 (figure 4.19).

**Figure 4.19 Ratio of FTE students to FTE teaching staff, primary schools, 2008<sup>a</sup>**

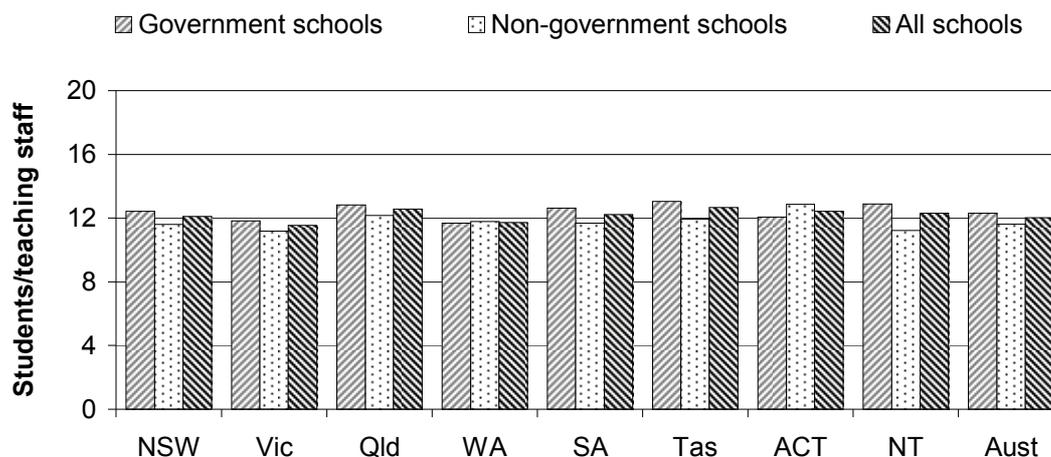


<sup>a</sup> See notes to table 4A.16 for definitions and data caveats.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; table 4A.16.

Nationally, for government secondary schools, the student-to-teacher ratio was 12.3 in 2008. For non-government secondary schools, the student-to-teacher ratio was 11.6 in 2008. For all secondary schools, the student-to-teacher ratio was 12.0 in 2008 (figure 4.20).

**Figure 4.20 Ratio of FTE students to FTE teaching staff, secondary schools, 2008<sup>a</sup>**



<sup>a</sup> See notes to table 4A.16 for definitions and data caveats.

Source: ABS (2009) *Schools Australia 2008*, Cat. No. 4221.0; table 4A.16.

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Nationally, for all government schools, the student-to-teacher ratio was 14.1 in 2008. For all non-government schools, the student-to-teacher ratio was 13.7 in 2008. For all schools, the student-to-teacher ratio was 13.9 in 2008 (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 and are discussed in this section. The outcomes for VET in schools attainment, completion rates, and school leaver destination are discussed in the following section.

The nationally comparable learning outcomes encompasses all of the MCEECDYA 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, 7 and 9 nationally comparable NAPLAN national minimum standard learning outcomes data for reading, writing and numeracy performance for 2008 are reported. Details of reported learning outcomes data and accompanying information from the national collection are reported in tables 4A.29–52. State and Territory data are also available by Indigenous status and geolocation, and are included in this Report.

In addition to the national literacy and numeracy assessments undertaken annually, triennial national sample assessments are undertaken on a rotating basis. Triennial year 6 science literacy performance data for 2003 and 2006 are reported in tables 4A.53–55. Triennial year 6 and year 10 civics and citizenship performance data for 2004 and 2007 are reported in tables 4A.56–58. Triennial year 6 and

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year 10 information and communication technology literacy performance data for 2005 are reported in tables 4A.59–61.

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 2003 and 2006 (tables 4A.68–72) are included in this chapter. Earlier data on reading literacy (tables 4A.62–64), mathematical literacy (tables 4A.65–67) and problem solving (tables 4A.73–74) are also included. 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 (SCRCSSP 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.62–74.

Trends in International Mathematics and Science Study (TIMSS) focuses on the mathematics and science curriculum, identifying the concepts and processes students have learned, the factors which are linked to students' opportunity to learn, and how these factors influence students' achievements. Years 4 and 8 learning outcomes data for 2006-07 are presented in this Report (tables 4A.75–78). In 2006-07, students from 59 countries participated in the TIMSS. From Australia this included 8177 students from 457 schools. Australian students also participated in the three previous TIMSS, in 1994-95, 1998-99 and 2002-03. Detailed information about TIMSS is available at the TIMSS website (ACER 2009) and tables 4A.75–78.

### *Interpreting learning outcomes data*

To assist with making comparisons between jurisdictions, where appropriate, 95 per cent confidence intervals are presented in charts and attachment tables. Confidence intervals are a standard way of expressing the degree of uncertainty associated with survey estimates or performance measurement. An estimate of 80 with a confidence interval of  $\pm 2.0$ , for example, means that if another sample had

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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. Time series comparisons can only be made across PISA data once a subject has been a major assessment domain. For example:

- Reading literacy was the major assessment domain in PISA 2000. 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.

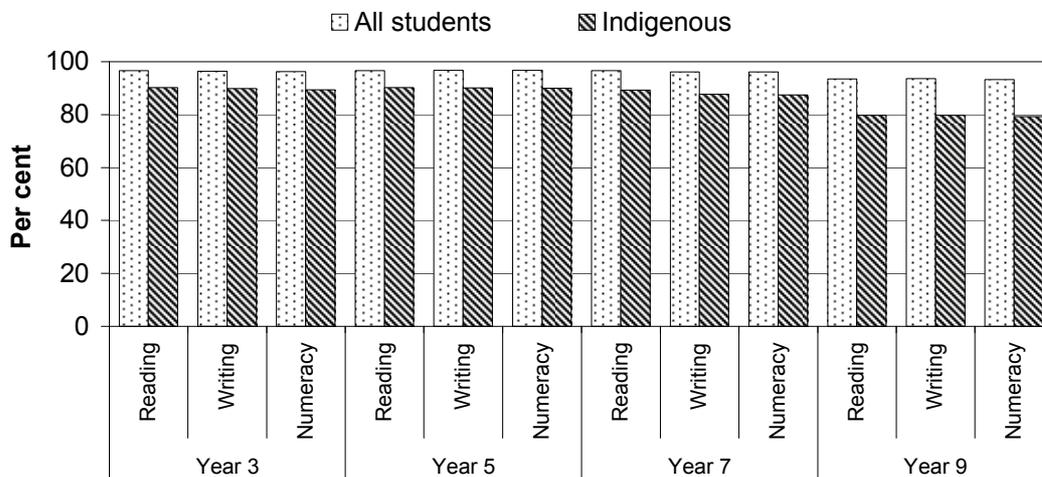
### *Participation in NAPLAN testing*

Participation in NAPLAN testing is defined as the number of assessed and exempt students in years 3, 5, 7 and 9, as a proportion of the total number of students in years 3, 5, 7 and 9.

Assessed students participate on the day of testing. Exempt students are recently arrived in Australia and of a language background other than English or having a significant intellectual disability. Other students are absent or withdrawn. Holding other factors constant, a higher or increasing proportion of participating students (assessed plus exempt students) in NAPLAN testing suggests an improvement in that aspect of educational participation.

The national proportion of assessed and exempt students in years 3, 5, 7 and 9 as a proportion of the total number of students in years 3, 5, 7 and 9, for reading, writing and numeracy in 2008 is shown in figure 4.21. In all categories and years, the proportion of all students participating exceeded the proportion of Indigenous students participating (data are not available for non-Indigenous students).

**Figure 4.21 Year 3, 5, 7 and 9 student participation in NAPLAN assessment by Indigenous status, 2008<sup>a, b</sup>**

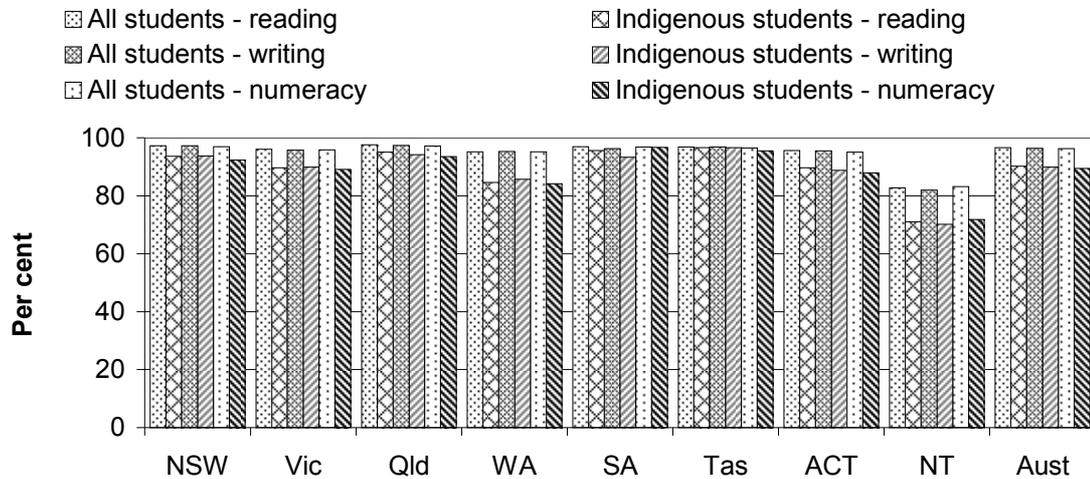


<sup>a</sup> Participation rates are calculated on the basis of all assessed and exempt students as a percentage of the total number of students reported by schools which includes those absent and withdrawn. <sup>b</sup> A student is considered to be 'Indigenous' if he or she identifies as being of Aboriginal and/or Torres Strait Islander origin. Some students' Indigenous status is not recorded and it is possible that the proportion of Indigenous students may be under-represented in some jurisdictions.

Source: MCEETYA 2008, *National Report on Schooling in Australia 2008: National Assessment Program Literacy and Numeracy, Achievement in Reading, Writing, Language Conventions and Numeracy*; tables 4A.35, 4A.43, 4A.51.

Year 3 student participation in assessment for all students was 96.6 per cent for reading, 96.4 per cent for writing and 96.3 per cent for numeracy. For Indigenous students the participation rates were 90.2 per cent for reading, 89.9 per cent for writing and 89.4 per cent for numeracy. These results varied across jurisdictions (figure 4.22). Data for years 5, 7 and 9 for reading, writing and numeracy respectively are included in tables 4A.35, 4A.43, and 4A.51.

Figure 4.22 Year 3 student participation in NAPLAN assessment by Indigenous status, 2008<sup>a, b, c</sup>



<sup>a</sup> Participation rates are calculated on the basis of all assessed and exempt students as a percentage of the total number of students reported by schools, which includes those absent and withdrawn. <sup>b</sup> Data for year 3 students are shown and may not be representative of students in years 5, 7 and 9, which are detailed in tables 4A.35, 4A.43, and 4A.51. <sup>c</sup> A student is considered to be 'Indigenous' if he or she identifies as being of Aboriginal and/or Torres Strait Islander origin. Some students' Indigenous status is not recorded and it is possible that the proportion of Indigenous students may be under-represented in some jurisdictions.

Source: MCEETYA (2008) 2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy; table 4A.35, 4A.43, 4A.51.

### 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 minimum standard in reading: The proportion of assessed years 3, 5, 7 and 9 students who achieve at or above the national reading national minimum standard for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation (section 4.2 identifies the profile of equity groups in each State and Territory). The standard describes the nationally agreed minimum acceptable standard for reading performance at years 3, 5, 7 and 9.
  - 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 national reading benchmark. Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replace the former State and Territory-based assessments and report national minimum standards, representing a break in the time series. This Report includes the outcomes of 2008 common national testing programs only. Results of State and Territory-based testing programs are available in the 2009 Report (and previous issues).
- 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.

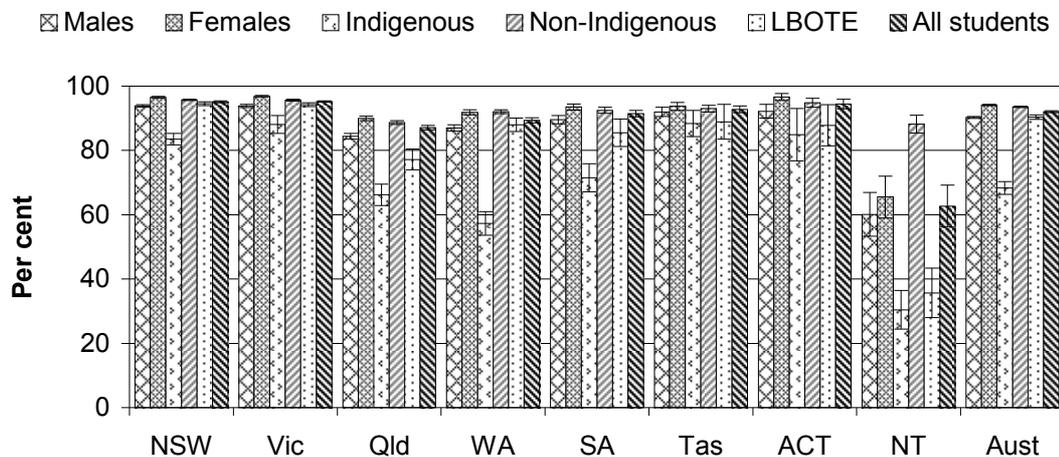
A high or increasing proportion of students achieving the national minimum standard or proficient standard in reading is desirable.

Data for this indicator are comparable.

Nationally, the proportion of assessed year 3 students who achieved the reading national minimum standard in 2008 was 91.8–92.4 per cent. The national proportion of students by equity group who achieved the year 3 reading national minimum standard in 2008 was:

- 93.9–94.3 per cent for female students, higher than the proportion for male students (90.0–90.6 per cent)
- 66.3–70.3 per cent for Indigenous students and 93.3–93.7 per cent for non-Indigenous students
- 89.7–91.1 per cent for LBOTE students (figure 4.23).

Figure 4.23 Proportion of year 3 students achieving the reading national minimum standard, by equity group, 2008<sup>a, b</sup>



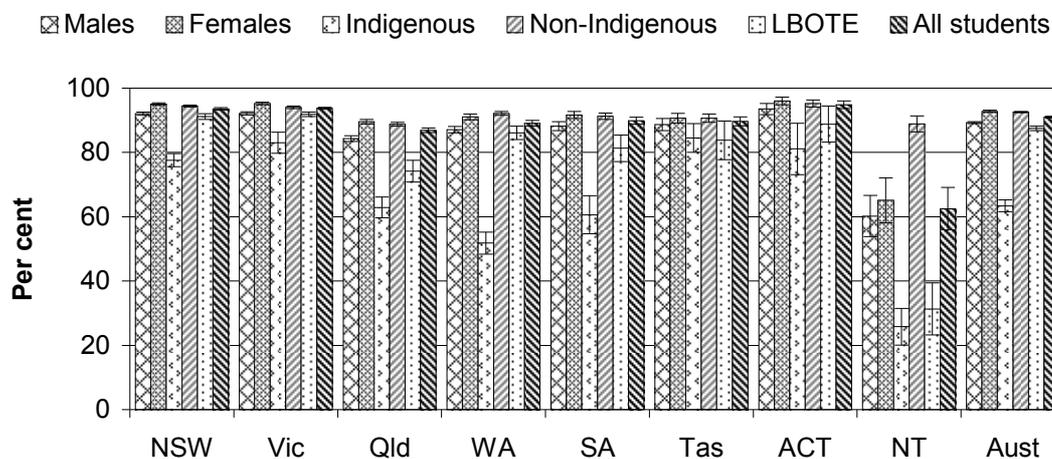
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.29.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.29.

The proportion of assessed year 5 students who achieved the reading national minimum standard in 2008 was 90.7–91.3 per cent nationally. The proportion of students by equity group who achieved the year 5 reading national minimum standard in 2008 was:

- 92.5–93.1 per cent for female students, higher than the proportion for male students (89.0–89.6 per cent)
- 61.6–65.2 per cent for Indigenous students and 92.4–92.8 per cent for non-Indigenous students
- 86.8–88.2 per cent for LBOTE students (figure 4.24).

**Figure 4.24 Proportion of year 5 students achieving the reading national minimum standard, by equity group, 2008<sup>a, b</sup>**



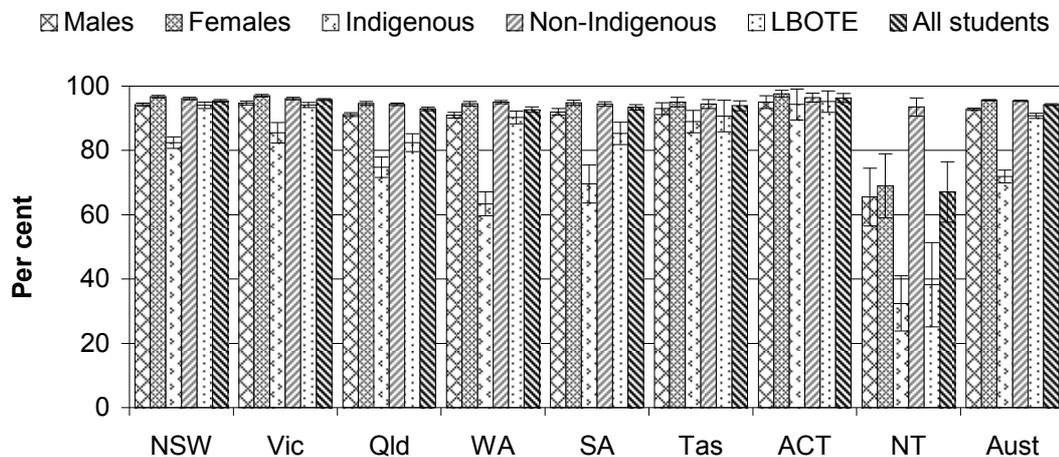
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.30.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.30

The proportion of assessed year 7 students who achieved the reading national minimum standard in 2008 was 93.9–94.5 per cent nationally. The proportion of students by equity group who achieved the year 7 reading national minimum standard in 2008 was:

- 95.4–95.8 per cent for female students, higher than the proportion for male students (92.5–93.1 per cent)
- 69.9–73.9 per cent for Indigenous students and 95.2–95.6 per cent for non-Indigenous students
- 90.0–91.6 per cent for LBOTE students (figure 4.25).

Figure 4.25 Proportion of year 7 students achieving the reading national minimum standard, by equity group, 2008<sup>a, b</sup>



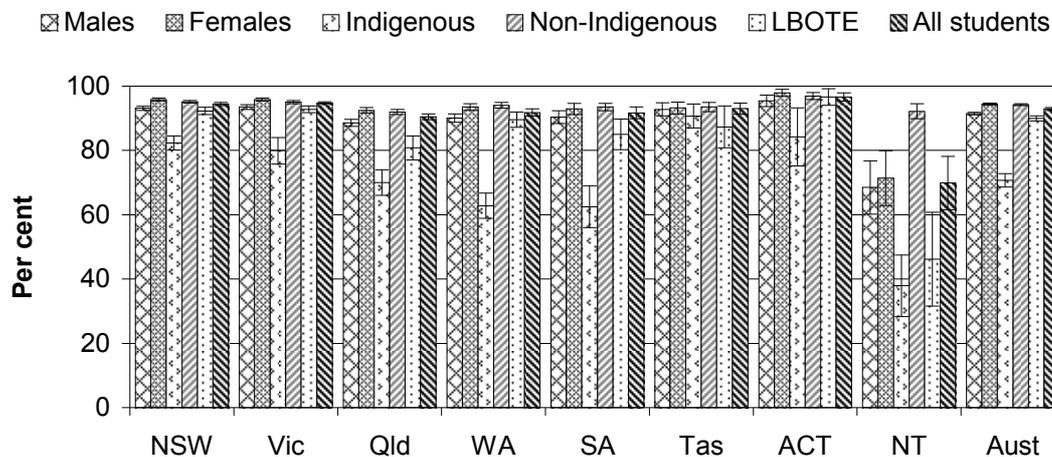
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.31.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.31.

The proportion of assessed year 9 students who achieved the reading national minimum standard in 2008 was 92.5–93.3 per cent nationally. The proportion of students by equity group who achieved the year 9 reading national minimum standard in 2008 was:

- 94.1–94.7 per cent for female students, higher than the proportion for male students (91.1–91.9 per cent)
- 68.6–72.8 per cent for Indigenous students and 93.9–94.5 per cent for non-Indigenous students
- 89.2–90.8 per cent for LBOTE students (figure 4.26).

**Figure 4.26 Proportion of year 9 students achieving the reading national minimum standard, by equity group, 2008<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 table 4A.32.

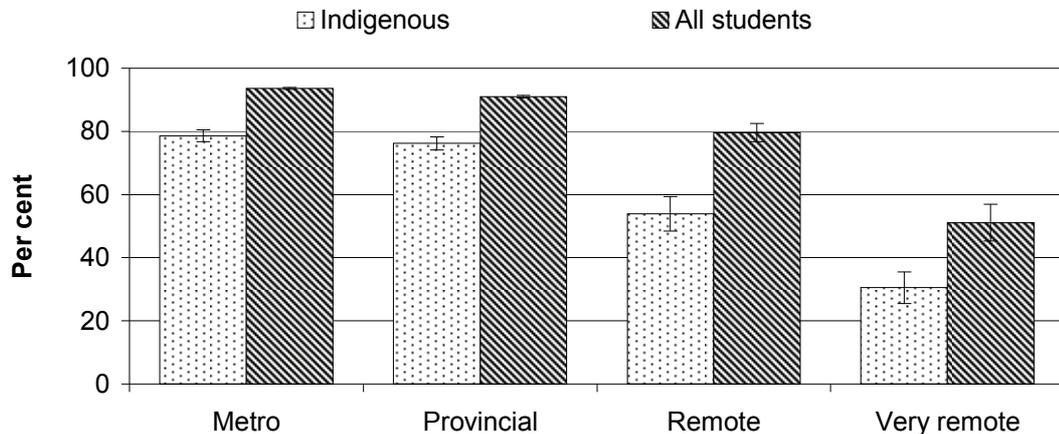
Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.32.

Nationally, the proportion of assessed students who achieved the reading national minimum standard by geolocation in 2008 was:

- 93.3–93.9 per cent for all year 3 students in metropolitan areas, higher than the proportion for provincial students (90.6–91.4 per cent), remote students (76.7–82.5 per cent) and very remote students (45.3–56.9 per cent) (figure 4.27)
- 92.1–92.7 per cent for all year 5 students in metropolitan areas, higher than the proportion for provincial students (89.6–90.4 per cent), remote students (76.8–82.6 per cent) and very remote students (40.0–52.2 per cent) (table 4A.33)
- 94.9–95.5 per cent for all year 7 students in metropolitan areas, higher than the proportion for provincial students (93.5–94.3 per cent), remote students (80.5–87.3 per cent) and very remote students (42.8–55.6 per cent) (table 4A.33)
- 93.3–94.1 per cent for all year 9 students in metropolitan areas, higher than the proportion for provincial students (91.9–92.9 per cent), remote students (78.4–86.2 per cent) and very remote students (42.7–59.9 per cent) (table 4A.33).

For all categories of remoteness across years 3, 5 and 7 and 9, 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 was greater in remote and very remote areas than in metropolitan and provincial areas.

**Figure 4.27 National proportion of year 3 students achieving the reading national minimum standard, by Indigenous status and geolocation, 2008<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, 7 and 9 which are detailed in table 4A.33. <sup>c</sup> Insufficient or no students in an area of geographic classification are not included.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*, table 4A.33.

Nationally, the proportion of assessed Indigenous students who achieved the reading national minimum standard by geolocation in 2008 was:

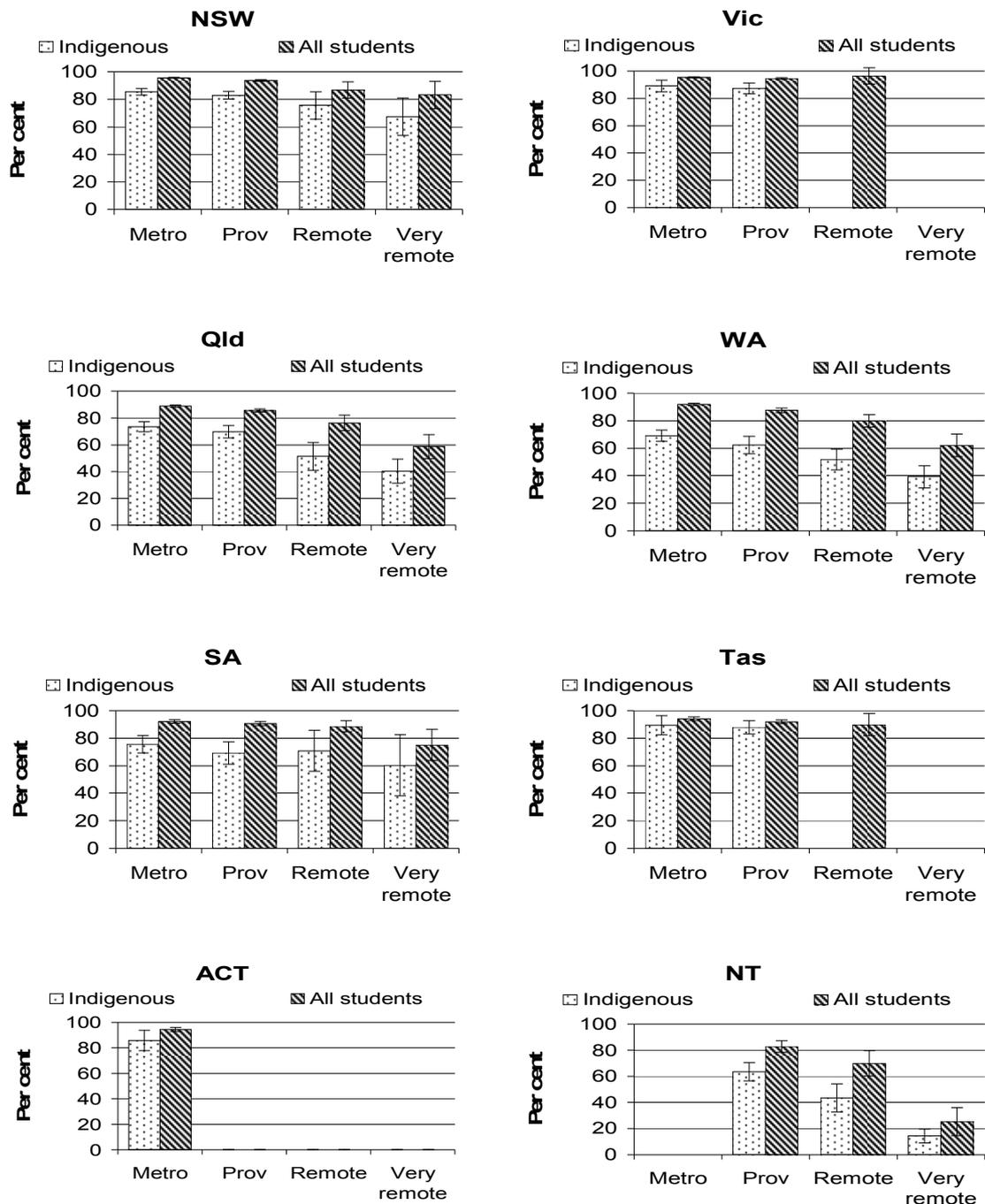
- 76.7–80.5 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (74.1–78.3 per cent). The proportion for remote students (48.4–59.4 per cent) was higher than for very remote students (25.5–35.5 per cent) (figure 4.27)
- 72.5–76.3 per cent for Indigenous year 5 students in metropolitan areas, no different to the proportion for provincial students (68.8–73.2 per cent). The proportion for remote students (42.6–53.0 per cent) was higher than for very remote students (17.5–25.9 per cent) (table 4A.33)
- 81.4–84.6 per cent for Indigenous year 7 students in metropolitan areas, no different to the proportion of provincial students (77.8–81.4 per cent). The proportion for remote students (48.9–64.3 per cent) was higher than for very remote students (23.2–32.8 per cent) (table 4A.33)
- 75.8–81.0 per cent for Indigenous year 9 students in metropolitan areas, no different to the proportion of provincial students (72.9–77.7 per cent). The proportion for remote students (47.7–67.1 per cent) was higher than for very remote students (22.1–35.9 per cent) (table 4A.33).

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State and Territory results are presented for year 3 reading literacy (by Indigenous status and geolocation) in figure 4.28 (results for years 5 and 7 and 9 reading literacy are in table 4A.33). 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.

Data for exemptions, absent/withdrawn and participation by equity groups in reading testing in 2008 are provided in table 4A.34. Participation rates in reading testing for Indigenous students and all students are provided in table 4A.35. National data on achievement of the national minimum standard for reading by socio-economic status are provided in table 4A.36.

Figure 4.28 Proportion of year 3 students achieving the reading national minimum standard, by Indigenous status and geolocation, 2008<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 (2008) 2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy; table 4A.33.

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Table 4A.64 includes data on achievement on the PISA reading literacy scale, by socio-economic status (national data only).

### *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, 7 and 9 students who achieve at or above the national minimum standard for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation (section 4.2 identifies the profile of special needs groups in each State and Territory). The standard describes the nationally agreed minimum acceptable standard for writing performance at years 3, 5, 7 and 9.

A high or increasing proportion of students achieving the national minimum standard in writing is desirable.

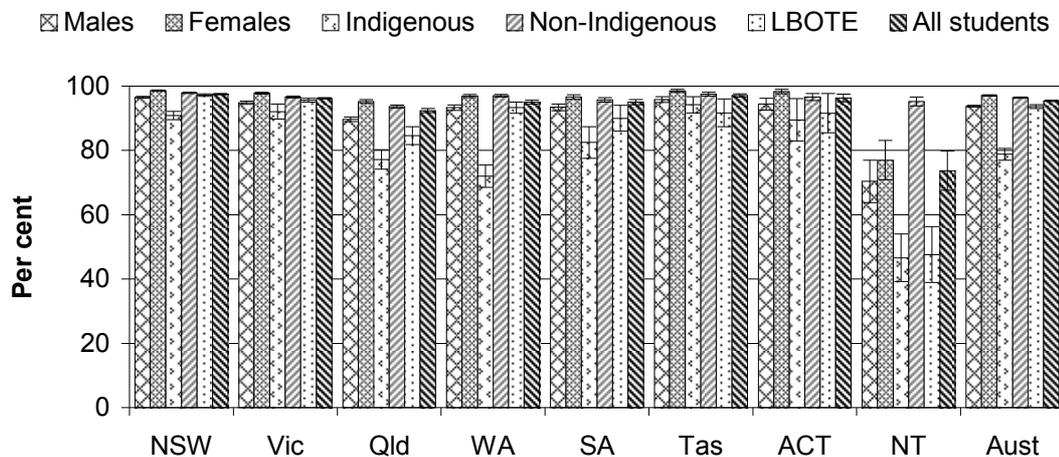
Up to and including 2007, student performance has been measured by annual State and Territory-based testing programs which were equated through a national process designed to allow comparable reporting against the national writing benchmark. Commencing in 2008, common national tests in literacy and numeracy were held for all students at years 3, 5, 7 and 9. These tests replace the State and Territory-based assessments and report national minimum standards, representing a break in the time series. This Report includes the outcomes of 2008 common national testing programs only. Results of State and Territory-based testing programs are available in the 2009 Report (and previous issues).

Data for this indicator are comparable.

Nationally, the proportion of assessed year 3 students who achieved the writing national minimum standard in 2008 was 95.2–95.6 per cent. The national proportion of students by equity group who achieved the year 3 writing national minimum standard in 2008 was:

- 96.9–97.3 per cent for female students, higher than the proportion for male students (93.4–94.0 per cent)
- 77.0–80.6 per cent for Indigenous students and 96.2–96.6 per cent for non-Indigenous students
- 93.0–94.2 per cent for LBOTE students (figure 4.29).

Figure 4.29 Proportion of year 3 students achieving the writing national minimum standard, by equity group, 2008<sup>a, b</sup>



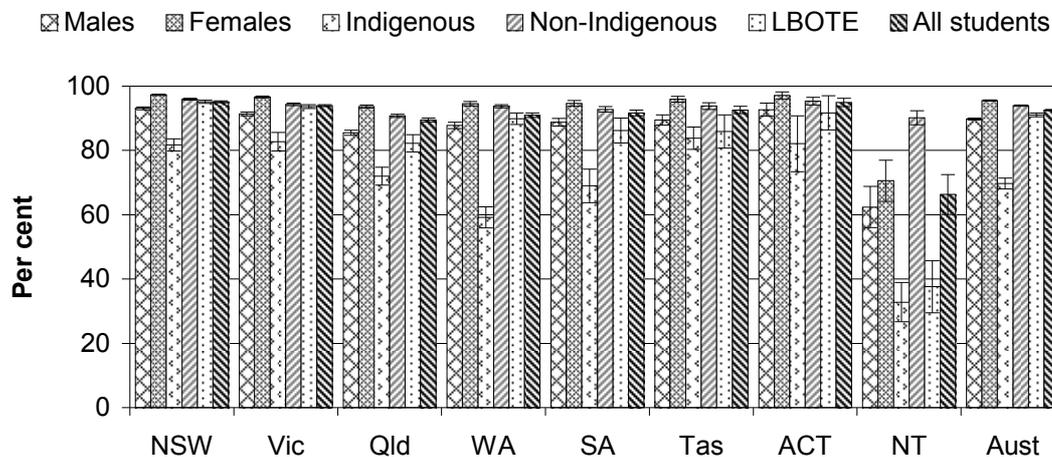
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.37.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.37

Nationally, the proportion of assessed year 5 students who achieved the writing national minimum standard in 2008 was 92.4–92.8 per cent. The national proportion of students by equity group who achieved the year 5 writing national minimum standard in 2008 was:

- 95.3–95.7 per cent for female students, higher than the proportion for male students (89.5–90.1 per cent)
- 68.0–71.4 per cent for Indigenous students and 93.7–94.1 per cent for non-Indigenous students
- 90.5–91.7 per cent for LBOTE students (figure 4.30).

**Figure 4.30 Proportion of year 5 students achieving the writing national minimum standard, by equity group, 2008<sup>a, b</sup>**



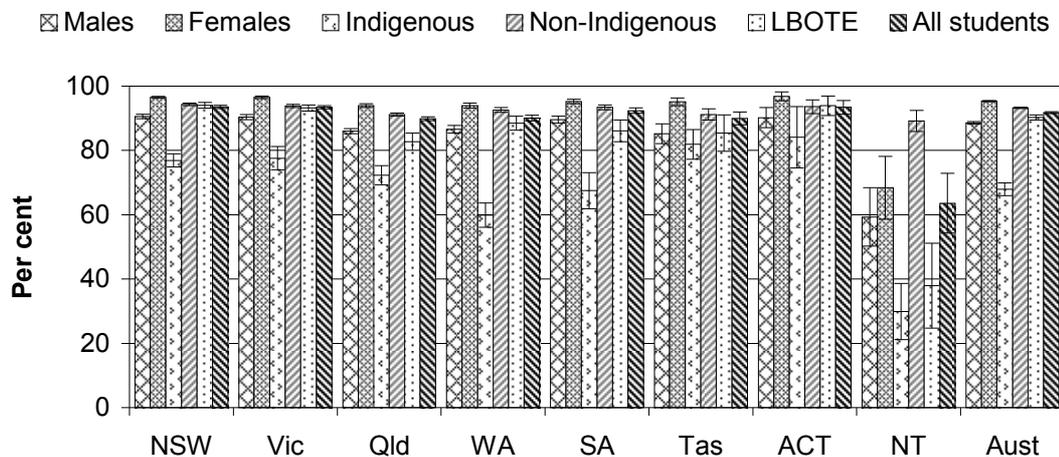
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.38.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.38.

Nationally, the proportion of assessed year 7 students who achieved the writing national minimum standard in 2008 was 91.5–92.1 per cent. The national proportion of students by equity group who achieved the year 7 writing national minimum standard in 2008 was:

- 95.1–95.5 per cent for female students, higher than the proportion for male students (88.2–89.0 per cent)
- 65.9–69.9 per cent for Indigenous students and 93.0–93.4 per cent for non-Indigenous students
- 89.5–91.1 per cent for LBOTE students (figure 4.31).

Figure 4.31 Proportion of year 7 students achieving the writing national minimum standard, by equity group, 2008<sup>a, b</sup>



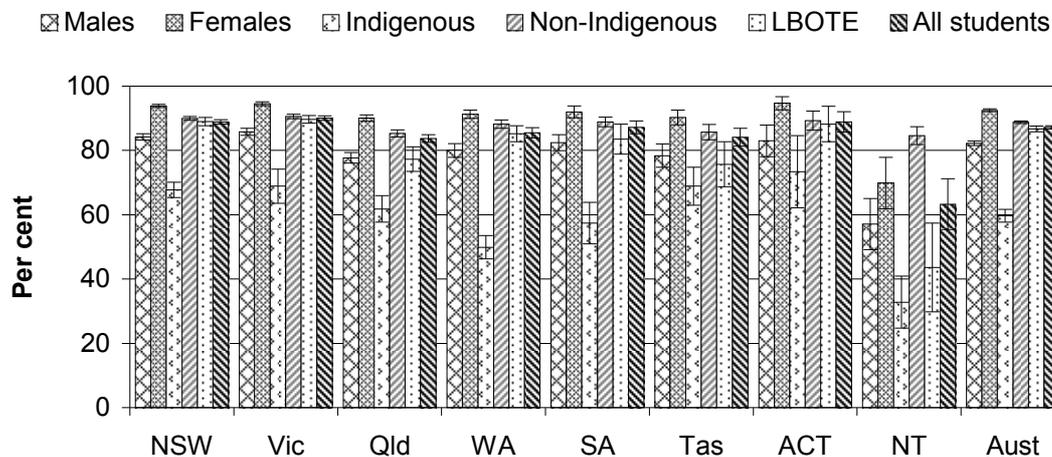
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see tables 4A.39.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.39.

Nationally, the proportion of assessed year 9 students who achieved the writing national minimum standard in 2008 was 86.7–87.7 per cent. The national proportion of students by equity group who achieved the year 9 writing national minimum standard in 2008 was:

- 92.1–92.9 per cent for female students, higher than the proportion for male students (81.5–82.9 per cent)
- 57.7–61.7 per cent for Indigenous students and 88.4–89.2 per cent for non-Indigenous students
- 85.8–87.6 per cent for LBOTE students (figure 4.32).

**Figure 4.32 Proportion of year 9 students achieving the writing national minimum standard, by equity group, 2008<sup>a, b</sup>**



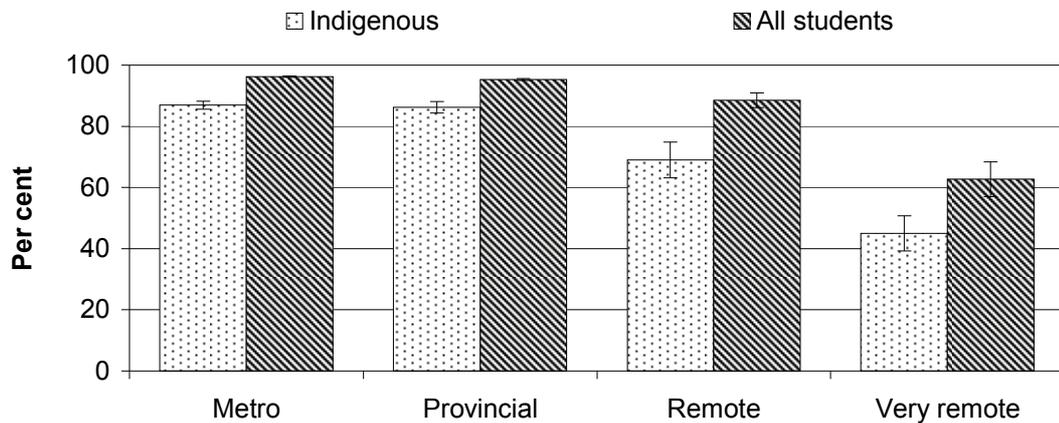
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.40.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.40.

Nationally, the proportion of assessed students who achieved the writing national minimum standard by geolocation in 2008 was:

- 96.0–96.4 per cent for all year 3 students in metropolitan areas, higher than the proportion for provincial students (95.0–95.6 per cent), remote students (86.1–90.9 per cent) and very remote students (57.0–68.4 per cent) (figure 4.33)
- 93.6–94.0 per cent for all year 5 students in metropolitan areas, higher than the proportion for provincial students (91.1–91.9 per cent), remote students (81.1–86.3 per cent) and very remote students (47.1–58.7 per cent) (table 4A.41)
- 93.0–93.6 per cent for all year 7 students in metropolitan areas, higher than the proportion for provincial students (89.9–90.9 per cent), remote students (77.5–84.5 per cent) and very remote students (41.6–54.6 per cent) (table 4A.41)
- 88.4–89.4 per cent for all year 9 students in metropolitan areas, higher than the proportion for provincial students (84.0–85.4 per cent), remote students (68.8–77.8 per cent) and very remote students (36.6–52.0 per cent) (table 4A.41).

Figure 4.33 **National proportion of year 3 students achieving the writing national minimum standard, by Indigenous status and geolocation, 2008<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, 7 and 9 which are detailed in table 4A.41.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*, table 4A.41.

For all categories of remoteness across years 3, 5, 7 and 9, 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 was greater in remote and very remote areas than in metropolitan and provincial areas.

Nationally, the proportion of assessed Indigenous students who achieved the writing national minimum standard by geolocation in 2008 was:

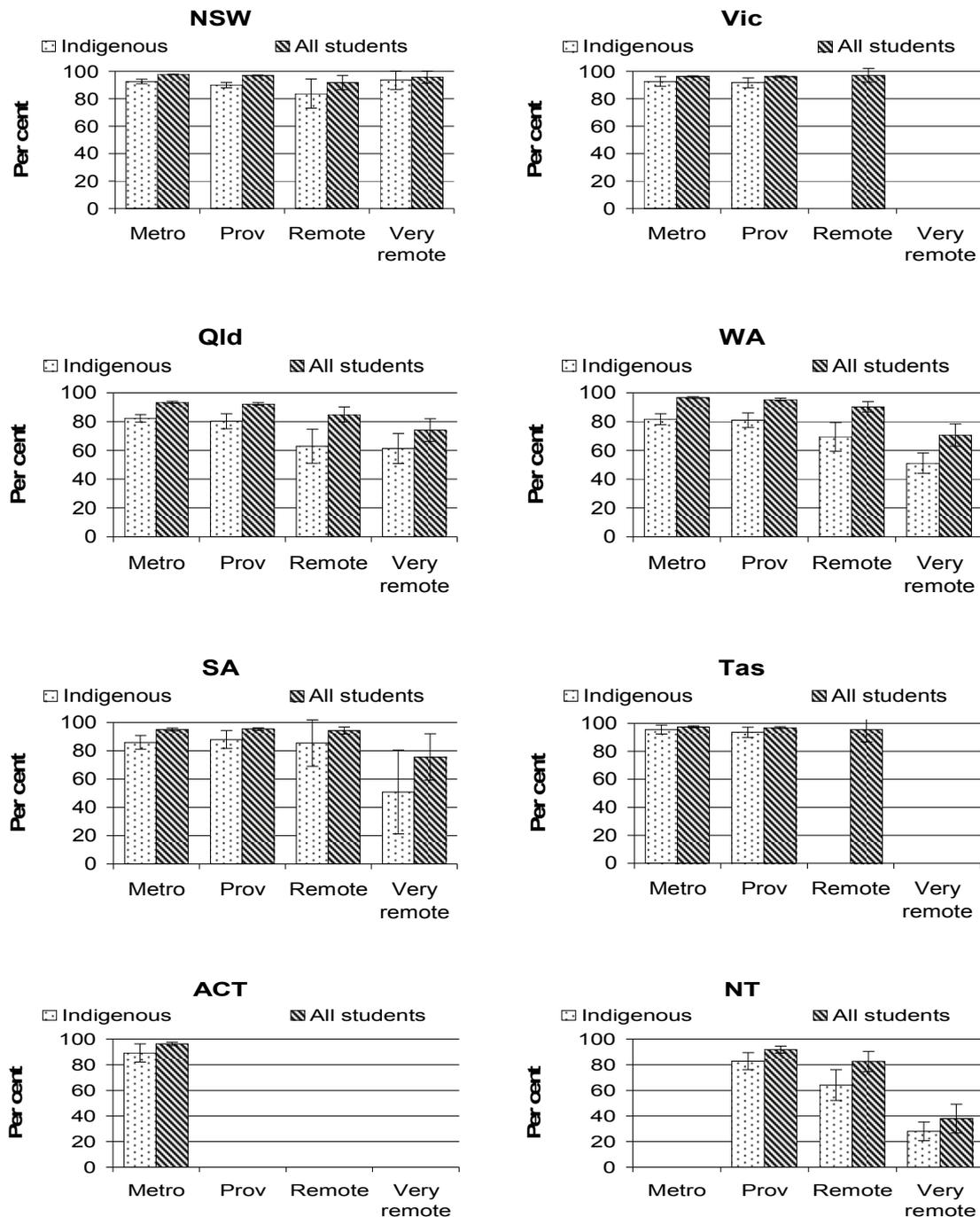
- 85.6–88.2 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (84.3–88.1 per cent). The proportion for remote students (63.2–74.8 per cent) was higher than for very remote students (39.3–50.7 per cent) (figure 4.33)
- 78.1–81.3 per cent for Indigenous year 5 students in metropolitan areas, higher than the proportion for provincial students (74.0–78.0 per cent), remote students (52.3–63.9 per cent) and very remote students (26.9–36.3 per cent) (table 4A.41)
- 77.0–80.4 per cent for Indigenous year 7 students in metropolitan areas, higher than the proportion of provincial students (71.9–75.7 per cent), remote students (46.2–61.8 per cent) and very remote students (22.6–34.4 per cent) (table 4A.41)

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- 65.2–70.6 per cent for Indigenous year 9 students in metropolitan areas, higher than the proportion of provincial students (60.3–64.9 per cent), remote students (36.4–52.4 per cent) and very remote students (17.8–29.8 per cent) (table 4A.41).

State and Territory results are presented for year 3 writing literacy in figure 4.34 (results for years 5, 7 and 9 writing literacy are in table 4A.41). 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.

Data for exemptions, absent/withdrawn and participation by equity groups in writing testing in 2008 are provided in table 4A.42. Participation rates in writing testing for Indigenous students and all students are provided in table 4A.43. National data on achievement of the national minimum standard for writing by socio-economic status are provided in table 4A.44.

Figure 4.34 Proportion of year 3 students achieving the writing national minimum standard, by Indigenous status and geolocation, 2008<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 (2008) 2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy; table 4A.41.

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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 national minimum standard: The proportion of assessed years 3, 5, 7 and 9 students who achieve at or above the national minimum standard for a given year, reported by sex, Indigenous status, LBOTE, socioeconomic status and geolocation (section 4.2 identifies the profile of special needs groups in each State and Territory). The standard describes the nationally agreed minimum acceptable standard for numeracy performance at years 3, 5, 7 and 9.
  - 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 national numeracy 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 replace the former State and Territory-based assessments and report national minimum standards, representing a break in the time series. This Report includes the outcomes of 2008 common national testing programs only. Results of State and Territory-based testing programs are available in the 2009 Report (and previous issues)
- 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.

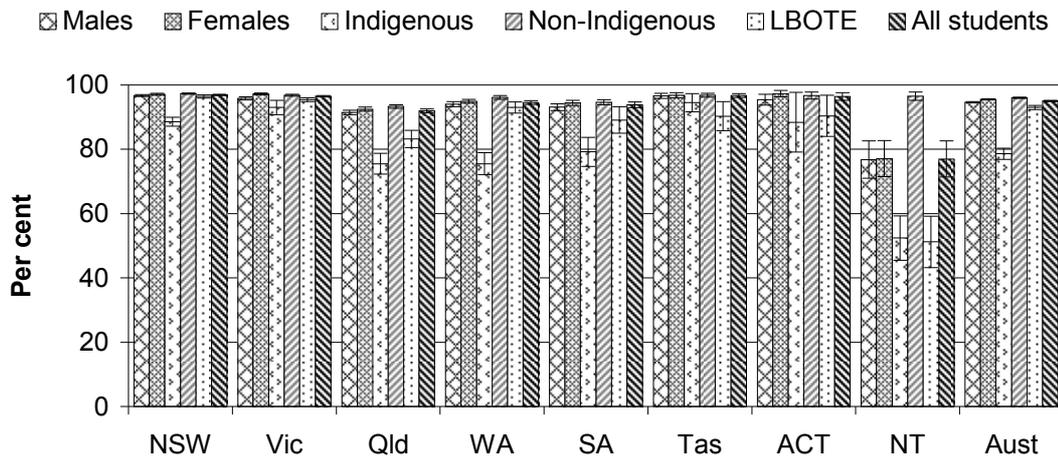
A high or increasing proportion of students achieving the national minimum standard or mathematical literacy proficient standard is desirable.

Data for this indicator are comparable.

Nationally, the proportion of assessed year 3 students who achieved the numeracy national minimum standard in 2008 was 94.8–95.2 per cent. The national proportion of students by equity group who achieved the year 3 numeracy national minimum standard in 2008 was:

- 95.3–95.7 per cent for female students, higher than the proportion for male students (94.4–94.8 per cent)
- 76.9–80.3 per cent for Indigenous students and 95.8–96.2 per cent for non-Indigenous students
- 92.4–93.6 per cent for LBOTE students (figure 4.35).

**Figure 4.35 Proportion of year 3 students achieving the numeracy national minimum standard, by equity group, 2008<sup>a, b</sup>**



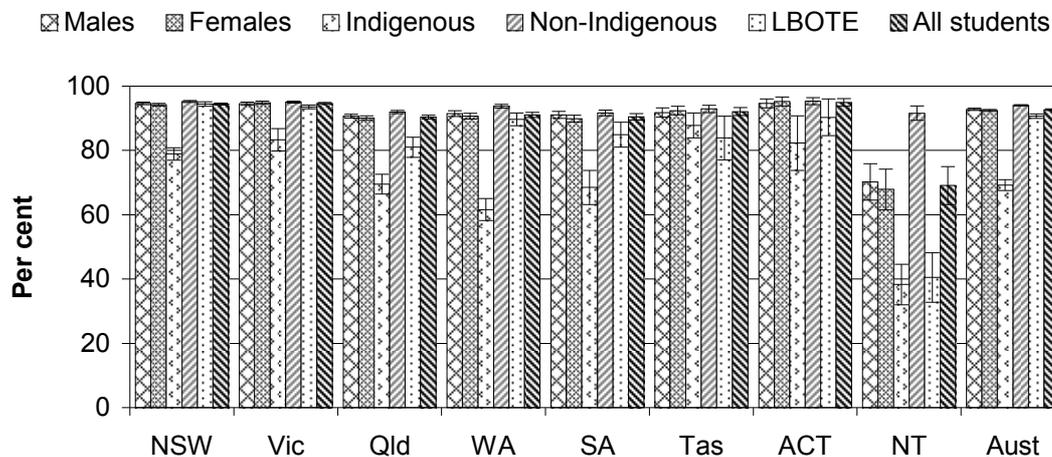
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.45.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.45.

Nationally, the proportion of assessed year 5 students who achieved the numeracy national minimum standard in 2008 was 92.5–92.9 per cent. The national proportion of students by equity group who achieved the year 5 numeracy national minimum standard in 2008 was:

- 92.2–92.8 per cent for female students, no different to the proportion for male students (92.5–93.1 per cent)
- 67.5–70.9 per cent for Indigenous students and 93.8–94.2 per cent for non-Indigenous students
- 90.0–91.4 per cent for LBOTE students (figure 4.36).

**Figure 4.36 Proportion of year 5 students achieving the numeracy national minimum standard, by equity group, 2008<sup>a, b</sup>**



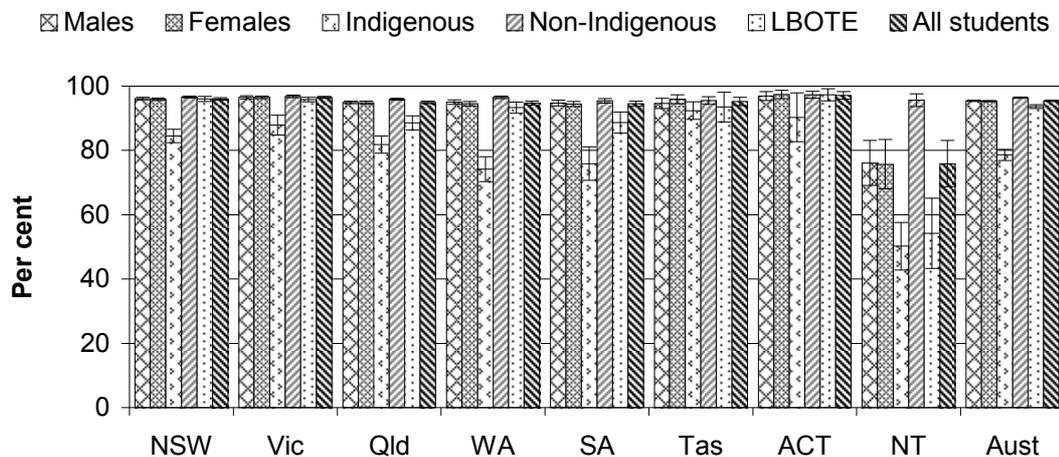
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.46.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.46.

Nationally, the proportion of assessed year 7 students who achieved the numeracy national minimum standard in 2008 was 95.2–95.6 per cent. The proportion of students by equity group who achieved the year 7 numeracy national minimum standard in 2008 was:

- 95.1–95.5 per cent for female students, no different to the proportion for male students (95.2–95.6 per cent)
- 76.9–80.3 per cent for Indigenous students and 96.2–96.6 per cent for non-Indigenous students
- 93.0–94.2 per cent for LBOTE students (figure 4.37).

Figure 4.37 Proportion of year 7 students achieving the numeracy national minimum standard, by equity group, 2008<sup>a, b</sup>



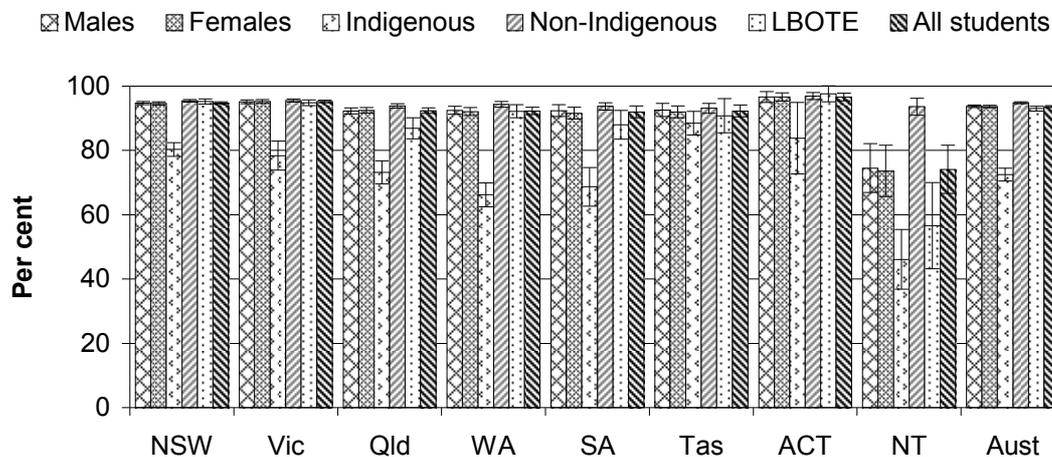
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.47.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.47.

Nationally, the proportion of assessed year 9 students who achieved the numeracy national minimum standard in 2008 was 93.3–93.9 per cent. The proportion of students by equity group who achieved the year 9 numeracy national minimum standard in 2008 was:

- 93.2–94.0 per cent for female students, no different to the proportion for male students (93.3–94.1 per cent)
- 70.5–74.5 per cent for Indigenous students and 94.5–95.1 per cent for non-Indigenous students
- 92.3–93.7 per cent for LBOTE students (figure 4.38).

**Figure 4.38 Proportion of year 9 students achieving the numeracy national minimum standard, by equity group, 2008<sup>a, b</sup>**



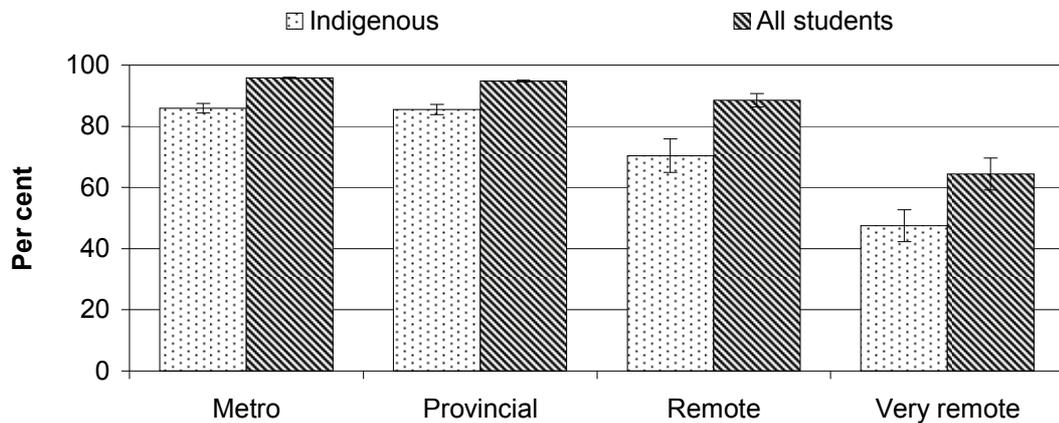
<sup>a</sup> Error bars represent the 95 per cent confidence interval associated with each point estimate. <sup>b</sup> For further information and caveats see table 4A.48.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*; table 4A.48.

Nationally, the proportion of assessed students who achieved the numeracy national minimum standard by geolocation in 2008 was:

- 95.6–96.0 per cent for all year 3 students in metropolitan areas, higher than the proportion for provincial students (94.5–95.1 per cent), remote students (86.3–90.7 per cent) and very remote students (59.2–69.6 per cent) (figure 4.39)
- 93.5–94.1 per cent for all year 5 students in metropolitan areas, higher than the proportion for provincial students (91.5–92.3 per cent), remote students (80.8–86.0 per cent) and very remote students (48.7–59.9 per cent) (table 4A.49)
- 96.0–96.4 per cent for all year 7 students in metropolitan areas, higher than the proportion for provincial students (94.8–95.4 per cent), remote students (85.7–91.1 per cent) and very remote students (56.5–67.9 per cent) (table 4A.49)
- 94.0–94.8 per cent for all year 9 students in metropolitan areas, higher than the proportion for provincial students (92.4–93.4 per cent), remote students (80.4–87.8 per cent) and very remote students (49.8–65.8 per cent) (table 4A.49).

Figure 4.39 National proportion of year 3 students achieving the numeracy national minimum standard, by Indigenous status and geolocation, 2008<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, 7 and 9 which are detailed in table 4A.49.

Source: MCEETYA (2008) *2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy*, table 4A.49.

For all categories of remoteness across years 3, 5, 7 and 9, 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 was greater in remote and very remote areas than in metropolitan and provincial areas.

Nationally, the proportion of assessed Indigenous students who achieved the numeracy national minimum standard in 2008 was:

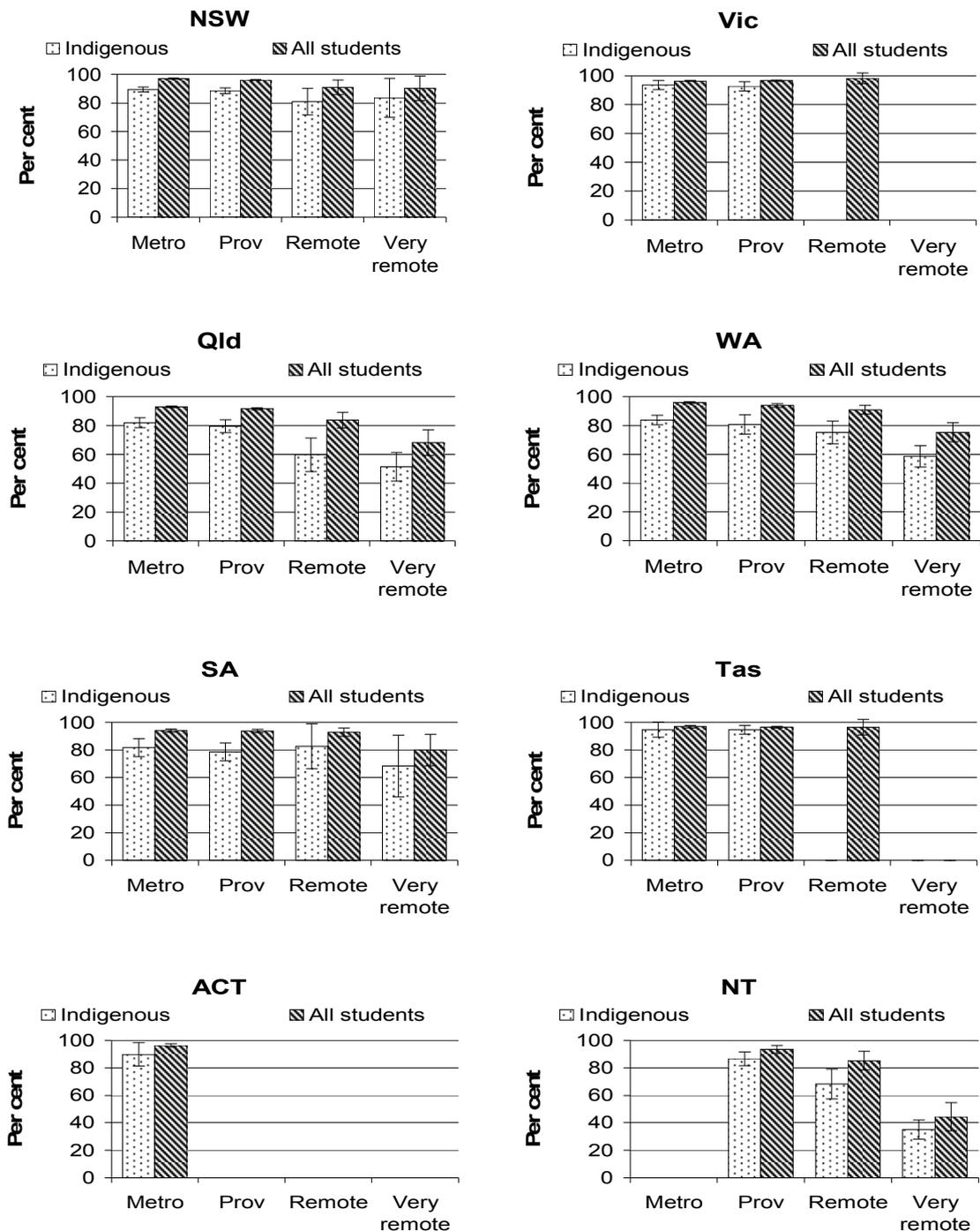
- 84.3–87.5 per cent for Indigenous year 3 students in metropolitan areas, no different to the proportion for provincial students (83.8–87.2 per cent). The proportion for remote students (64.9–75.9 per cent) was higher than for very remote students (42.3–52.7 per cent) (figure 4.39)
- 76.8–80.2 per cent for Indigenous year 5 students in metropolitan areas, no different to the proportion for provincial students (73.6–77.8 per cent). The proportion for remote students (50.5–62.1 per cent) was higher than for very remote students (28.6–37.2 per cent) (table 4A.49)
- 85.6–88.4 per cent for Indigenous year 7 students in metropolitan areas, higher than the proportion of provincial students (82.3–85.5 per cent), remote students (61.1–74.5 per cent) and very remote students (40.8–52.0 per cent) (table 4A.49)

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- 76.4–81.4 per cent for Indigenous year 9 students in metropolitan areas, no different to the proportion of provincial students (74.0–78.4 per cent). The proportion for remote students (52.3–68.5 per cent) was higher than for very remote students (31.0–45.4 per cent) (table 4A.49).

State and Territory results are presented for year 3 numeracy outcomes in figure 4.40 (results for years 5, 7 and 9 numeracy outcomes are in table 4A.49). 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.

Data for exemptions, absent/withdrawn and participation by equity groups in numeracy testing in 2008 are provided in table 4A.50. Participation rates in numeracy testing for Indigenous students and all students are provided in table 4A.51. National data on achievement of the national minimum standard for numeracy by socio-economic status are provided in table 4A.52.

Figure 4.40 Proportion of year 3 students achieving the numeracy national minimum standard, by Indigenous status and geolocation, 2008<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 (2008) 2008 National Assessment Program — Literacy and Numeracy: Achievement in reading, writing, language conventions and numeracy; table 4A.49.

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Table 4A.67 includes data on achievement on the PISA mathematics literacy scale, by socio-economic status (national data only).

### *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, 2008b). 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 of level 3 has been agreed for this measure.
- Percentage of students achieving at or above the proficient standard on the TIMSS science literacy scale in a quadrennial assessment: This is the proportion of assessed year 4 and year 8 students who achieve at or above the proficient standard on the TIMSS science literacy scale for a given year. A national standard has yet to be developed for this measure.

A high or increasing proportion of students achieving at or above the scientific literacy national minimum standard/proficient standard is desirable.

Data for this indicator are comparable.

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

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Report (SCRGSP 2006, pages 3.59–62), with available rescaled data (based on the 2006 sample) presented in tables 4A.53–55. Results from the 2006 national science literacy sample assessment are reported below.

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 2008b).

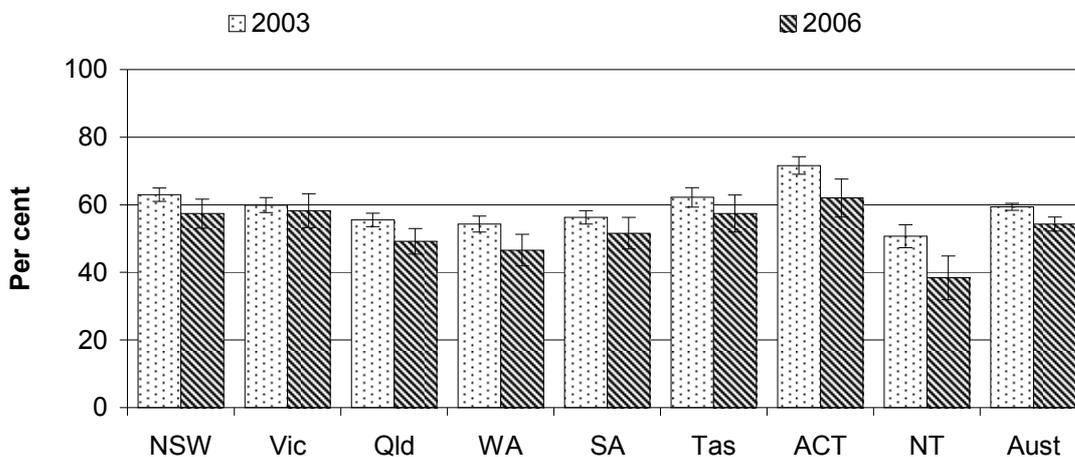
Year 6 scientific literacy 2006 results are reported as the proportion of Australian students from the sampled students (year 6 enrolled in participating schools) who achieved at the proficient standard or above. Nationally, 52.2–56.4 per cent of participating year 6 students achieved at the proficient standard or above in scientific literacy (figure 4.41) (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.55).

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 zones (table 4A.54).

**Figure 4.41 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 national minimum standards 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 (2008) *National Assessment Program — Science Literacy Year 6 Report, 2006*; table 4A.53.

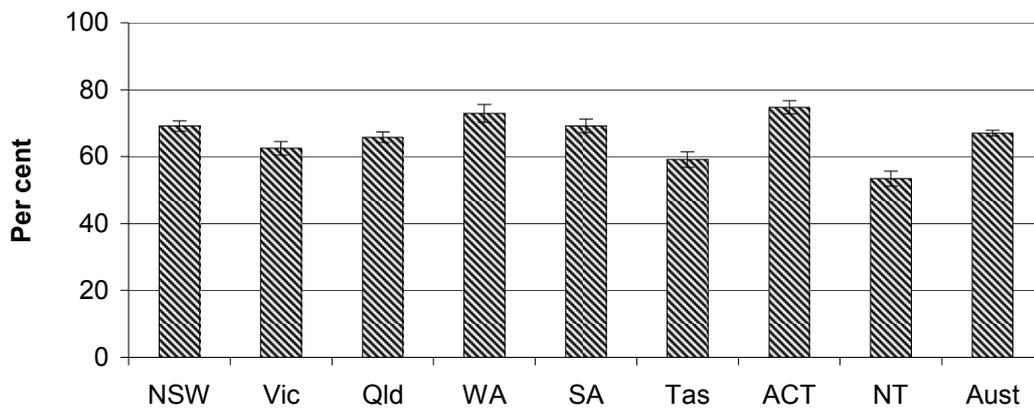
Scientific literacy was a domain tested in the PISA 2006 survey. In PISA 2006 the proportion of 15 year old students who achieved at level 3 or above in scientific literacy was:

- 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, compared to 66.2–69.8 per cent for non-Indigenous students
- 34.9–60.7 per cent for geographically remote students
- 48.5–53.1 per cent for students from low socioeconomic status families (table 4A.71).

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Figure 4.42 **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.70.

Table 4A.72 includes data on achievement on the PISA scientific literacy scale, by socio-economic status (national data only).

### *Civics and citizenship performance*

Civics and citizenship performance is an indicator of governments' objective that all students be active and informed citizens with an understanding and appreciation of Australia's system of government and civic life (box 4.14).

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#### **Box 4.14 Civics and citizenship performance**

Civics and citizenship performance is defined as the proportion of sampled year 6 and year 10 students achieving at or above the proficient standard in civic knowledge and understanding, reported by sex, Indigenous status, LBOTE status and geolocation (national data only for subgroups).

The proficient standard for civics and citizenship performance is set at proficiency level 2 for year 6, and at level 3 for year 10, (of levels 1 to 5). Proficiency standards represent points on the proficiency scale that represent a 'challenging but reasonable' expectation for typical Year 6 and 10 students to have reached by the end of each of those years of study. Thus the students need to demonstrate more than minimal or elementary skills to be regarded as having reached the standard appropriate to their year level. A proficient standard is not the same as a minimum benchmark standard because the latter refers to the basic level needed to function at that year level whereas the former refers to what is expected of a student at that year level (MCEETYA 2009). The two Year 6 and Year 10 Civics and Citizenship Proficient Standards were set in 2004. Student performance is measured (or assessed) by a national sample assessment program resulting in comparable reporting against the standard.

Holding other factors equal, a high proportion of students achieving at or above the applicable proficient standard in civics and citizenship performance is desirable.

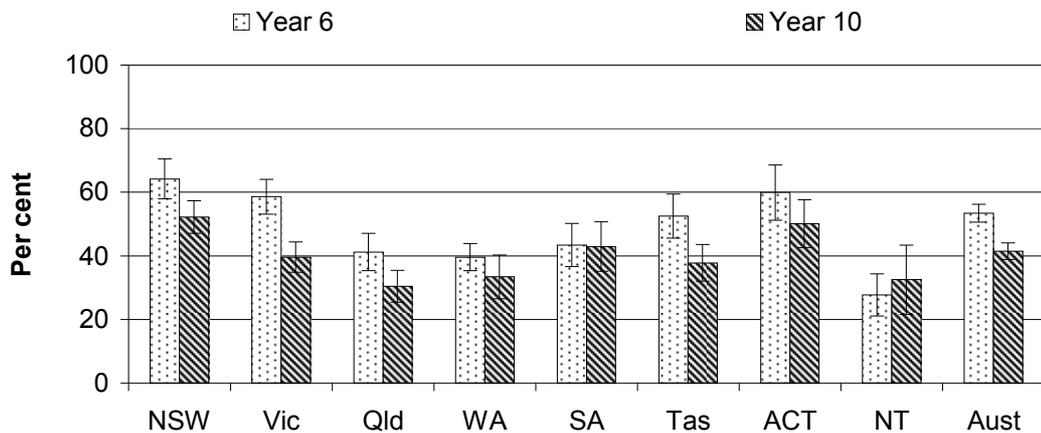
This indicator is affected by socioeconomic circumstances, age, length of time spent in schooling, and LBOTE and Indigenous status.

Data for this indicator are comparable.

The National Years 6 and 10 Civics and Citizenship Assessment measures civics and citizenship performance and was conducted for the first time in 2004, and is conducted triennially. The 2007 sample was drawn from all states and territories and both government and non government schools participated. In 2007, 7059 year 6 students from 349 government and non-government schools and 5506 year 10 students from 269 government and non-government schools participated in the national civics and citizenship assessment (MCEETYA 2009).

Nationally, the proportion of participating students who achieved at the proficient standard or above in civics and citizenship performance in 2007 was 50.6–56.2 per cent for year 6 students and 38.9–44.1 per cent for year 10 students (figure 4.43).

Figure 4.43 **Proportion of year 6 and 10 students achieving at the proficient standard or above, civics and citizenship performance, 2007<sup>a, b</sup>**



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

Source: MCEETYA (2009): *National Assessment Program Civics and Citizenship Years 6 and 10 Report 2007*; table 4A.56.

The national proportion of year 6 students by equity group who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 53.8–60.6 per cent for female students, higher than the proportion for male students (46.6–53.2 per cent)
- 12.4–40.0 per cent for Indigenous students, lower than the proportion for non-Indigenous students (50.6–56.8 per cent)
- 41.1–56.7 per cent for LBOTE students (table 4A.58).

The national proportion of year 10 students by equity group who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 41.7–48.5 per cent for female students, higher than the proportion for male students (34.2–41.6 per cent)
- 10.4–26.6 per cent for Indigenous students, lower than the proportion for non-Indigenous students (39.7–44.9 per cent)
- 33.8–45.0 per cent for LBOTE students (table 4A.58).

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The national proportion of year 6 students by geolocation who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 53.3–59.9 per cent for metropolitan students
- 42.0–53.8 per cent for provincial students
- 16.7–39.9 per cent for remote students (table 4A.57).

The national proportion of year 10 students by geolocation who achieved at the proficient standard or above in civics and citizenship performance in 2007 was:

- 40.1–46.5 per cent for metropolitan students
- 29.9–44.1 per cent for provincial students
- 11.4–35.6 per cent for remote students (table 4A.57).

Civics and citizenship performance by socio-economic status (parental occupation and parental educational attainment) are reported in MCEETYA (2009).

### *Other outcomes*

#### *Vocational education and training (VET) in schools attainment*

‘VET in schools attainment’ is an indicator of governments’ objective to provide vocational education and training in schools to assist all young people to secure their own futures by enhancing their transition to a broad range of post-school options and pathways. It is an indicator of students’ achievement of VET competency as part of their senior secondary schooling (box 4.15).

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#### **Box 4.15 VET in schools attainment**

'VET in schools attainment' (VET in schools attainment rate) is defined as the number of school students enrolled in a senior secondary school certificate in a calendar year who have completed at least one VET unit of competency/module as a proportion of all school students undertaking a senior secondary school certificate in that year.

Holding other factors constant, a higher or increasing VET in schools attainment rate suggests greater access to, and/or better preparation for, a range of post-school pathways.

Care needs to be taken in interpreting this indicator as it may be influenced by a number of factors which differ across states and territories, such as:

- definition of VET in schools
- senior secondary certificate requirements
- access to VET in schools prior to year 11
- number of VET in schools options and pathways available to students, particularly those in rural and remote areas.

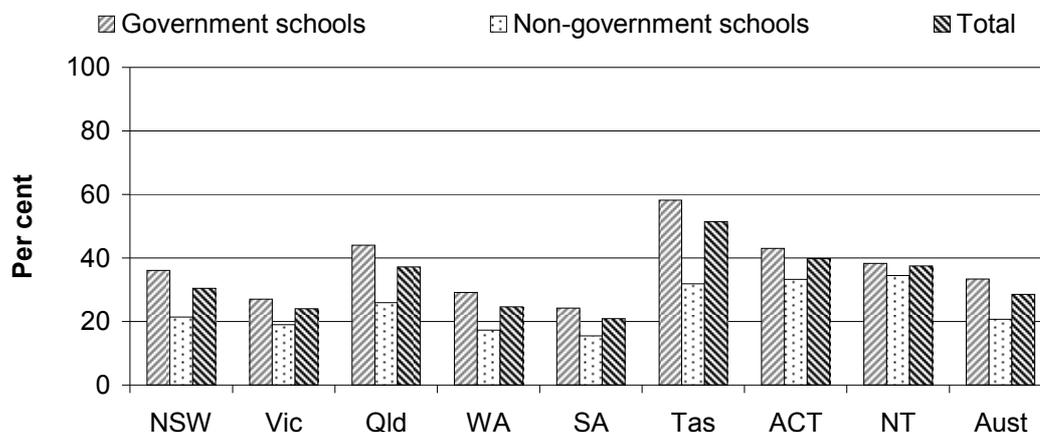
A new arrangement for the national reporting of VET in Schools statistics was implemented for 2005 data. Due to this break in series, data for 2005 and onwards should not be compared with data from other arrangements in previous years. Data on 2006 and 2007 VET in Schools activity should also not be compared with 2005 VET in Schools activity because of data quality issues with 2005 data. The 2006 and 2007 VET in Schools statistics are also subject to some data quality issues. These issues include differences in definition and compilation practices used by states and territories to populate some fields, resulting in anomalies between states and territories. For example, the number of school students undertaking a senior secondary certificate is not comparable across states and territories due to different definitions of a senior secondary certificate.

Data for this indicator are not directly comparable.

From 2005, the MCEETYA agreed that the AVETMISS is the standard for reporting VET in Schools activity in Australia. The MCEETYA further agreed that these data would be collected by the senior secondary assessment authority in each State and Territory and reported through State Training Authorities to the national VET database compiled by the NCVET.

In 2007, while 33.4 per cent of students undertaking a senior secondary school certificate were enrolled in at least one unit of competency/module (table 4A.93), only 28.6 per cent of students undertaking a senior secondary school certificate successfully completed at least one unit of competency/module of VET in schools (figure 4.44). These proportions varied across jurisdictions.

**Figure 4.44 Proportion of school students enrolled in a senior secondary school certificate who successfully completed at least one VET unit of competency/module, 2007<sup>a, b</sup>**



<sup>a</sup> Total includes other providers such as TAFE, community education, Australian Technical Colleges and students with more than one school type. Due to small numbers these are not presented separately. <sup>b</sup> The 2007 VET in Schools statistics are subject to some data quality issues and should be interpreted with caution. These issues include that secondary data sources used are not sufficiently reliable or comparable to the AVETMISS-compliant data and some data are not captured in enrolment processes.

Source: NCVET (2009) *VET in Schools 2007*; MCEETYA (unpublished) *VET In Schools* collection; table 4A.94.

Data for 2006 are also included in this Report for the first time (table 4A.94).

### Completion

‘Completion’ is an indicator of governments’ objectives that all students have access to high quality education and training to year 12 or equivalent, that provides clear and recognised pathways to further education, training and employment (box 4.16).

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### Box 4.16 Completion

'Completion' (completion rate) is defined by two measures

- the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the estimated potential year 12 population. The estimated potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by five. The completion rate is reported by socioeconomic status, geolocation and sex.
  - The criteria for obtaining a year 12 or equivalent certificate vary across jurisdictions. The aggregation of all postcode locations into three socioeconomic status categories — high, medium and low deciles — means there may be significant variation within the categories. Low deciles, for example, will include locations ranging from those of extreme disadvantage to those of moderate disadvantage.
  - Data for this measure are not directly comparable.
- the number of people aged 17–19 years who have completed year 10 or above, divided by the total population aged 17–19 years. Data are reported for all students, Indigenous students and non-Indigenous students.
  - Data for this measure are comparable.

Holding other factors constant, a higher or increasing completion rate suggests an improvement in educational outcomes.

#### *Year 12 completion rate*

Completion rates are primarily used as indicators of trends and are used, in part, because information on participation and retention rates is generally not available by socioeconomic background or geographic location. Comparisons across jurisdictions are not recommended and need to be made with care, for the following reasons:

- assessment, reporting and requirements for obtaining year 12 certificates or equivalent vary across states and territories — for example, from moderated school-based assessment to a mix including external and internal assessment, and from completion of a pattern of study to a prescribed level of attainment
- inaccuracies arise from using both home postal address and school location address in compiling completion rates data
- small changes in population or completions can affect the estimates of completion rates, particularly for smaller states and territories

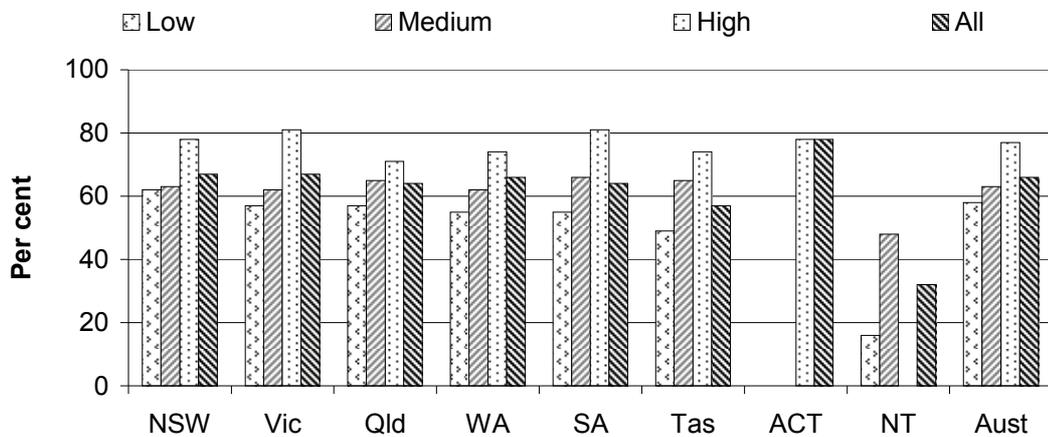
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- students completing their secondary education in TAFE institutes are included in reporting for some jurisdictions and not in others, and the proportion of these students also varies across jurisdictions.

Nationally, the year 12 completion rate for all students was 66 per cent in 2008. The completion rate for male students was 59 per cent compared with 72 per cent for females (table 4A.88).

Socioeconomic status is determined according to the ABS Postal Area Index of Relative Socio-economic Disadvantage on the basis of postcode of students' home addresses. Low socioeconomic status is the average of the 3 lowest deciles, medium socioeconomic status is the average of the 4 middle deciles and high socioeconomic status is the average of the 3 highest deciles.

Nationally, year 12 completion rates for students from low (58 per cent) and medium socioeconomic backgrounds (63 per cent) were 19 percentage points and 14 percentage points respectively below those for students from a high (77 per cent) socioeconomic background in 2008 (figure 4.45). Completion rates were higher for female students than for male students in all socioeconomic categories (table 4A.88).

Figure 4.45 **Completion rates, year 12, by socioeconomic status, 2008**  
(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 5. <sup>b</sup> The ABS Postal Area Index of Relative Socio-economic Disadvantage has been used to calculate socioeconomic status on the basis of postcode of students' home addresses. <sup>c</sup> Low socioeconomic status is the average of the 3 lowest deciles, medium socioeconomic status is the average of the 4 middle deciles and high socioeconomic status is the average of the 3 highest deciles. <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.

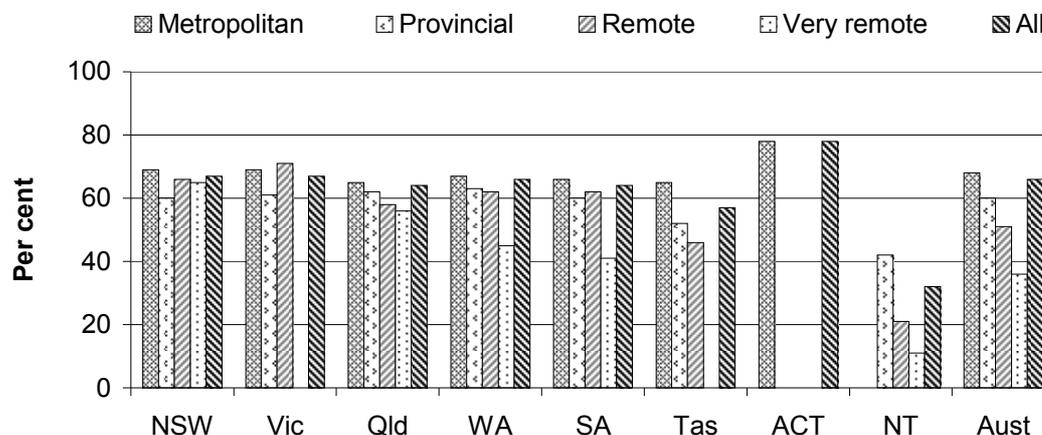
Source: DEEWR (unpublished); table 4A.88.

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 (60 per cent), remote areas (51 per cent) and very remote areas (36 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 62 per cent for males. In the remote zone, the female completion rate was 60 per cent compared with 43 per cent for males (table 4A.89). Time series data on national completion rates are shown in tables 4A.88-89.

Figure 4.46 Completion rates, year 12, by geolocation, 2008 (per cent)<sup>a, b, c, d, e</sup>



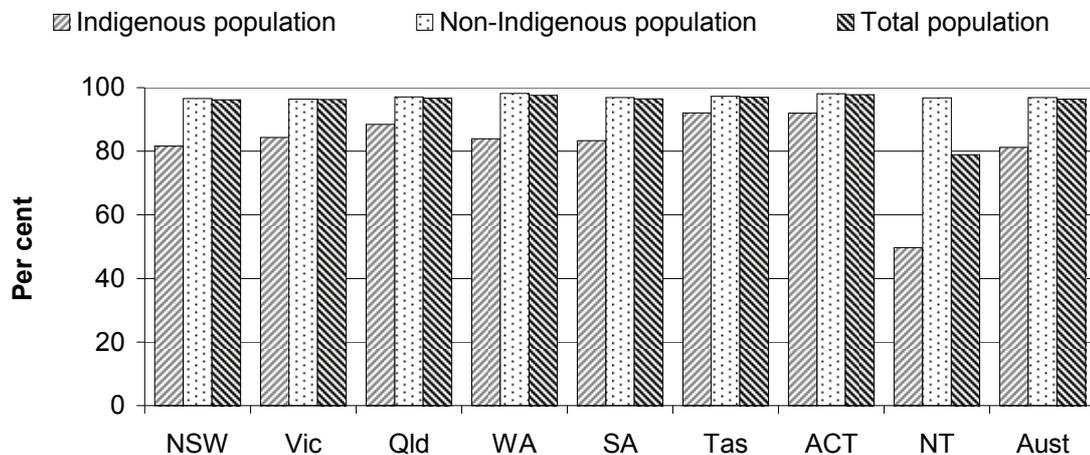
<sup>a</sup> Completion rates are estimated by calculating the number of students who meet the requirements of a year 12 certificate or equivalent expressed as a percentage of the potential year 12 population. The potential year 12 population is an estimate of a single year age group which could have attended year 12 that year, calculated as the estimated resident population aged 15–19 divided by 5. <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> There are no metropolitan areas in the NT. <sup>e</sup> There are no very remote areas in Victoria and the ACT.

Source: DEEWR (unpublished); table 4A.89.

### Year 10 or above completion rate

The proportion of the 17–19 year old population who had completed year 10 or above in 2006 was 96.4 per cent nationally. Completion rates for the non-Indigenous population were higher than the Indigenous population nationally (96.9 per cent and 81.2 per cent respectively) and across all jurisdictions (figure 4.47). These rates varied across jurisdictions.

Figure 4.47 Proportion of 17–19 year old population having completed year 10 or above, by Indigenous status, 2006<sup>a, b, c, d, e</sup>



<sup>a</sup> Australia includes 'Other Territories' <sup>b</sup> Persons aged 17–19 years who have identified as having attained year 10 or above (includes Certificate I/II nfd, but excludes Certificate I, Certificate nfd and persons whose level of non-school qualification could not be determined). Ungraded students are excluded. <sup>c</sup> Total population of all persons aged 17–19 years, excluding persons whose highest year of school completed was not stated. <sup>d</sup> 'Total population' includes those for whom Indigenous status is unknown. <sup>e</sup> The school commencing age varies across jurisdictions, and may impact on the proportions presented in this table. For more detail, see section 4.1 of the School education chapter.

Source: ABS (unpublished) 2006 Census of Population and Housing; table 4A.90.

Year 10 completion data for the 15–19 year old population are in table 4A.90.

The Early childhood, education and training (ECET) preface includes data relating to the proportion of the 19 year old and the 20–24 year old populations having attained at least a year 12 or equivalent or AQF Certificate II; and the proportion of the 19 year old and the 20–24 year old Indigenous and low SES populations having attained at least a year 12 or equivalent or AQF Certificate II (tables BA.20–22).

### *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 4.17).

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#### **Box 4.17 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).

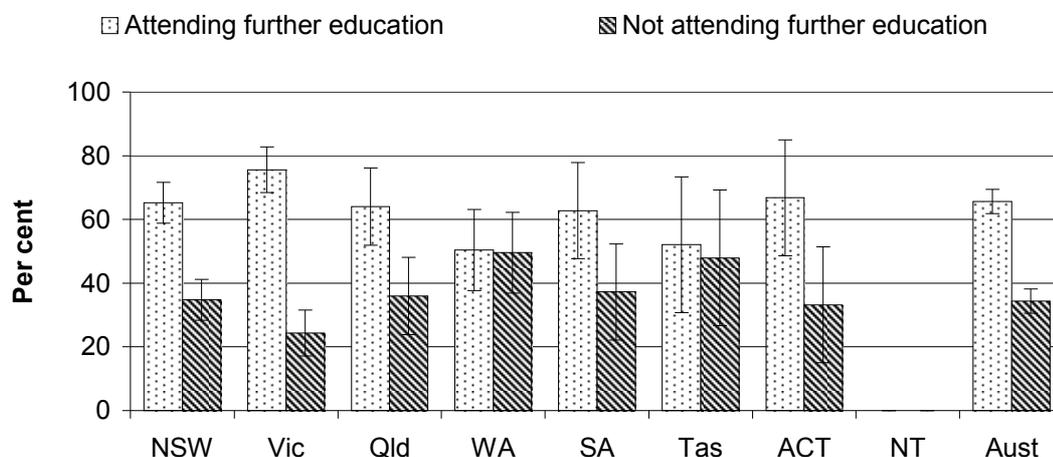
Holding other factors constant, a higher or increasing estimated proportion of school leavers participating in further education, training or full time employment is likely to result in improved educational and employment outcomes in the longer term.

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 2008, 65.6 per cent of year 12 school leavers were enrolled in further study, with 40.8 per cent attending higher education and 24.9 per cent attending TAFE courses or other study (figure 4.48 and table 4A.91). For year 11 and below school leavers, 36.9 per cent were attending further education, almost all in TAFE or other study (table 4A.91).

Figure 4.48 Destination of year 12 students, 2008<sup>a, b, c, d, e</sup>



<sup>a</sup> Data are for year 12 students who left school in 2007. <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 estimate for 'attending further education' has a relative standard error greater than 50 per cent. Therefore NT data are not included in this figure, as this estimate is considered too unreliable for general use. These data are in table 4A.91.

Source: ABS (unpublished) *Survey of Education and Work, Australia*; table 4A.91.

Of the 34.4 per cent of year 12 school leavers who were not attending further education, 15.1 per cent were employed full time and 19.2 per cent were either employed part time, unemployed or not in the labour force (table 4A.94). Detailed information relating to year 12, year 11 and below and all school leavers across jurisdictions is in table 4A.91.

The Early childhood, education and training preface of this Report includes 2008 destination data for 2007 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 2008 after leaving school in the previous year (table BA.11).

The school leaver destination survey results reported in box 4.18 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 4.18).

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## **Box 4.18 School leaver destination survey results**

### **Victoria**

In Victoria, a survey of post-school destinations (On Track) has been conducted annually since 2003. Consenting year 12 or equivalent completers and early leavers (from years 10, 11 and 12) from all Victorian schools participate in a telephone survey early in the year after they leave school.

The 2009 On Track Survey contacted 36 022 (71.0 per cent) of the eligible 2008 year 12 or equivalent cohort comprising 548 schools, both government and non-government, as well as TAFE and ACE providers. Of these students, 71.7 per cent were in further education and training (45.6 per cent were enrolled at university, 18.1 per cent were TAFE enrolled and 8.0 per cent had taken up apprenticeships or traineeships). Of the 28.3 per cent who were not in further education and training, 12.4 per cent were in full or part time employment, 12.1 per cent had deferred a tertiary place and 3.8 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 collected (predominately by computer-assisted telephone interview) in the year after completion of year 12.

The 2009 Next Step survey collected responses from 34 902 year 12 graduates (82.4 per cent). The results showed that 89.9 per cent of all Year 12 completers were studying or in paid employment at the time of the survey. This includes 59.6 per cent of respondents who continued in some recognised form of education or training in the year after they left school. The most likely destination was university studies (35.1 per cent), followed by VET (24.5 per cent), which includes apprenticeships (7.6 per cent) and traineeships (4.1 per cent). Of year 12 completers, 40.4 per cent did not enter post-school education or training, but were either employed (30.3 per cent), seeking work (8.1 per cent) or neither studying nor in the labour force (1.9 per cent).

Young people who deferred a university offer represented 7.5 per cent of the total cohort, most of whom were working (85.6 per cent).

### **WA**

The WA School Leaver Destinations survey has been conducted annually since 1996. This telephone survey is designed to collect destinations data from public school year 12 completers. The 2009 collection resulted in destinations being obtained for 7611 (78.3 per cent) of the 9717 eligible year 12 public school students.

(Continued on next page)

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**Box 4.18 (Continued)**

The majority of the 4240 students (55.7 per cent) were in either education or training, with 2051 (26.9 per cent) enrolled in university studies, 1097 (14.4 per cent) in TAFE studies and 849 (11.2 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 1285 (16.9 per cent) engaged in full time employment and 1198 (15.7 per cent) in part time employment, 715 (9.4 per cent) looking for a work or a study opportunity, 173 (2.3 per cent) neither working nor seeking work. There were 467 students who declined to participate and contact was lost with a further 1639 students.

**Tasmania**

A destination study of education and training destinations post-senior secondary was completed in 2004 for the cohort completing year 10 in 2001. Over half the cohort was not in education and training, with about 35 per cent of the participating cohort (about 16 per cent of the complete cohort) at university (full- or part-time); 31 per cent in apprenticeships or traineeships and 17 per cent in other VET.

Since 2007, all Year 10 students lodge a participation plan with the Tasmanian Qualifications Authority in the year they complete this final year of compulsory school. Students are required to be in an eligible option (education, training or employment) until they turn 17. Of the cohort of 6599 Year 10 students in 2008, 83 per cent continued with education and training the following year while 8 per cent gave their intended destination as employment. Of the 2007 year 10 cohort, 58 per cent were still participating in education and training in 2009.

**ACT**

An annual telephone-based survey of government and non-government school students who successfully completed year 12 has been conducted since 2007. Conducted in the year following completion of their studies, the survey seeks information on the destinations and satisfaction responses of these students. Each year responses are received from about 75 per cent of the 2900 students contacted.

Amongst the 2007 graduates, 92 per cent were employed or studying in 2008, and overall 96 per cent were satisfied with their college experience. Students who speak a language other than English at home were more likely (over 60 per cent) to be studying than those who did not.

Students who undertook a VET course at school were more likely to be employed (84 per cent) compared with 80 per cent of students who did not undertake a VET course. Of the 50 per cent of 2007 graduates who were studying in 2008, more than half (60 per cent) reported that they were studying at a Bachelor level or higher, 15 per cent at Certificate III level, 9 per cent at Diploma or Associate Diploma level, 8 per cent at Certificate IV level, and 8 per cent at other levels.

*Source:* State and Territory governments (unpublished).

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## **4.4 Future directions in performance reporting**

### **COAG developments**

#### *Report on Government Services alignment with National Agreement reporting*

Further alignment between the Report and NA indicators might occur in future reports as a result of developments in NA and National Partnership reporting, and MCEECDYA's review of its Key Performance Measurement Framework relating to the Melbourne Declaration and COAG agreed measures.

#### *Outcomes from review of Report on Government Services*

COAG agreed to Terms of Reference for a Heads of Treasuries/Senior Officials review of the Report in November 2008, to report to COAG by end-September 2009. The review examined the ongoing usefulness of the Report in the context of new national reporting under the Intergovernmental Agreement on Federal Financial Relations.

No significant changes from this review are reflected the 2010 Report. Any COAG endorsed recommendations from the review are likely to be implemented for the 2011 Report.

### **Completion rates, and Participation and retention rates**

The year 12 completion rate included in this Report is expected to be reviewed and a nationally comparable measure included in future Reports.

The participation rate for 14–19 year olds includes part time students. However, the traditional year 7/8 to year 12 apparent retention rate, and the year 10–12 apparent retention rate, are based on full time school students only. These measures are under examination, and supplementary participation measures are reported in the ECET preface.

### **Nationally comparable reporting of learning outcomes**

The National Summary Report of results from the 2009 NAPLAN was released on 11 September 2009 (MCEECDYA 2009b). Results from a second report with more

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detailed information (including disaggregation by Indigenous status and geolocation) will be included in the 2011 Report.

### *VET in schools*

Participation and attainment data for VET in schools are collected annually. Although data for 2006 and 2007 are included in this Report, there are still a number of issues affecting consistency and comparability that require resolution.

During the period 2006–2009 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 existing VET in schools participation and attainment performance measures, and further development work is underway to improve VET in Schools measures. These will be included in future Reports.

### *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 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter.

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## Australian Government comments

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The Australian Government provides educational leadership and works in partnership with State and Territory governments and non-government school authorities, parents, educators and other organisations to provide high-quality teaching and learning to all Australian school-age children.

This includes the development of a world-class national curriculum. The Australian Curriculum, Assessment and Reporting Authority (ACARA) was established to oversee the development of the national curriculum, and is also responsible for assessment and reporting at a national level including the publication of comparable information about schools across Australia. ACARA's work to develop the national curriculum is well underway in the four initial learning areas of English, mathematics, science and history.

On 1 January 2009, the new funding framework for the Commonwealth's financial relations with the states and territories, agreed to by the Council of Australian Governments (COAG), came into effect. The Australian Government's contribution to government school funding is now provided under the National Education Agreement (NEA), giving State and Territory governments the flexibility to allocate Commonwealth funding to areas which they believe will produce the best outcomes for their students. The NEA defines Commonwealth, State and Territory roles and responsibilities, objectives, outcomes, performance benchmarks and indicators for schooling. It provides \$18 billion over 2008-09 to 2012-13 including estimated additional funding of \$635 million for government primary schools, acknowledging the importance of the early years of schooling for students' future educational success. The Schools Assistance Act 2008, consistent with the framework of the NEA, received Royal Assent in December 2008 and confirms the Government's election commitment to maintain existing arrangements for non-government school funding until 2012.

The Australian Government is providing \$2.59 billion in additional funding through the new 'Smarter Schools' National Partnerships (NPs) to improve teacher quality, boost literacy and numeracy and raise achievement in disadvantaged school communities. NPs are a new way of funding education reform and provide payments to states and territories to introduce reforms in these three key areas that make a difference to students. The Smarter Schools NPs are complemented by the other NPs established under the Education Revolution: the Digital Education Revolution; the Trade Training Centres in Schools Program; Building the Education Revolution, announced in February 2009; and the NP Agreement on Youth Attainment and Transitions. NP funding is provided to both government and non-government schools.

The Australian Government is committed to redressing the educational disadvantage of Indigenous Australians and is working with State and Territory governments, through COAG, to close the gaps between the outcomes for Indigenous and non-Indigenous Australians in critical areas for education achievement: literacy and numeracy, and Year 12 or equivalent attainment.

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### **New South Wales Government comments**

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The NSW State Plan is aligned to the COAG targets and provides the overall direction and priorities for education and training in NSW. These include:

- increasing levels of attainment for all students, including increasing the number of students exceeding the national minimum standards in literacy and numeracy
- more students completing Year 12 or recognised vocational training
- closing the performance gap between Indigenous students and all students.

A record budget of \$9.9 billion has been allocated for school education services in NSW in 2009-10 to assist in meeting these targets.

The results of the first national literacy and numeracy tests held in 2008 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 was above the national average.

Following a major review of Indigenous education, a number of initiatives are being implemented, including:

- a system of personalised learning plans which focus on building partnerships beyond the school that support learning achievements and enhance the wellbeing of Indigenous students. Over 21 000 plans are already in place
- effective transition to school programs and resources to focus on language, literacy and numeracy development for Indigenous students in their first years of schooling
- support for Regions to deliver quality teaching and relevant programs to improve literacy and numeracy outcomes
- strategies to identify gifted and talented Indigenous students and provide them with opportunities to apply and extend their abilities or talents
- culturally appropriate teaching and learning materials.

2009 saw the passage of legislation to increase the school leaving age so that from January 2010 all students will have to complete school to year 10 and then to continue in either education or training, full-time paid employment, or a combination of these until at least age 17.

Other initiatives to improve year 12 completion or recognised vocational training qualifications include the expansion of vocational education and training subjects in years 9 and 10 to retain the interest of students in lower secondary and networking schools via information and communication technology and distance education to create greater curriculum choice.

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## Victorian Government comments

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The Victorian Government is committed to improving the learning, development, health and wellbeing of all young Victorians and their families. Through the work of the Department of Education and Early Childhood Development, Victoria continued to develop and implement its education and early childhood reform agenda during 2009.

Launched in September 2008, the *Blueprint for Education and Early Childhood Development* continued to be implemented in 2009. Key achievements included the appointment of 70 regional network leaders (RNLs) to provide schools with on-the-ground leadership and support. RNLs will lead and manage a network of Victorian government schools and improve the quality of education and the performance of all students. RNLs will be responsible for implementing strategic plans for school networks and professional learning strategies to boost school results and student performance.

The Victorian Government has strengthened school responsibility for monitoring young people's pathways through expanded accountability requirements. In late 2008, all Victorian schools received the newly published *Effective Strategies to Increase School Completion* Report and the companion *Guide to Help Schools Increase School Completion*. These publications, to be used in conjunction with the Student Mapping Tool provide schools with information on how to implement successful intervention strategies to improve student engagement and increase rates of school completion. Victoria's efforts in this area are paying dividends. The 2008 data indicate that 88.7 per cent of 20–24 year olds completed year 12 or equivalent, the highest of any State.

The Department continued to implement Wannik, *Learning Together — Journey to Our Future* the education strategy for Koorie students in Victoria. Key initiatives during 2009 included the development of four new Koorie Pathway Schools, 15 new literacy coaches, and 23 Wannik education scholarships to assist students in their senior secondary years. Recent (December 2008) Indigenous NAPLAN data indicate that Victoria is performing at the top of the group for reading at year 3 with more than 88 per cent of students meeting the national minimum standard compared to around 68 per cent nationally and in year 5, 83 per cent compared to around 63 per cent nationally.

The Victorian Government is delivering on its infrastructure commitments. During 2009, funding under the Victorian Schools Plan (VSP), to rebuild, renovate or extend schools increased from \$555.2 million in 2007-08 to \$595.8 million in 2008-09. This includes funding of \$171.3 million for a new public-private partnership arrangement, as part of the Partnerships Victoria in Schools project. Announced in December 2008, this partnership will allow for 11 new schools to be designed, built, and maintained for the next 25 years. The VSP is complementing the introduction of the Australian Government's Building the Education Revolution (BER) initiative. These programs are being implemented in an integrated manner to provide a single strategy for enhancing school infrastructure in Victoria.

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## Queensland Government comments

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Queensland's key educational priorities and continuing reforms aim to equip every child and young person with the fundamentals for success in life.

Improved participation, retention, completion and achievement rates of Indigenous students remain key priorities through implementation of Queensland's *Closing the Gap* Education Strategy.

Literacy, numeracy and science were key priorities in 2009. This included developing quality curriculum leadership, engaging school communities and providing professional development for teachers in literacy and numeracy through the *Literacy and Numeracy National Partnership*. Queensland invested \$72.3 million over 3 years to employ literacy and numeracy coaches, offer summer school programs, and deliver intensive teaching for students in years 3 and 5 who are in the most need of extra help.

While a national curriculum is being developed, Queensland is continuing to implement the Queensland Curriculum Assessment and Reporting Framework, particularly the development and implementation of the Queensland Comparable Assessment Tasks in science, mathematics and english in years 4, 6 and 9. These will be used by schools as a tool to monitor student progress over time.

Queensland is implementing innovative measures to improve student learning outcomes in schools with high numbers of disadvantaged students through the *Low Socio-Economic Status School Communities National Partnership*. School-based initiatives funded by the partnership include parenting programs, homework clubs, teacher induction programs, behaviour support programs and student wellbeing centres.

Queensland continues to build on its Education and Training Reforms for the Future by participating in the *Youth Attainment and Transitions National Partnership* to contribute to the national year 12 or equivalent attainment rate of 90 per cent by 2015.

In partnership with universities, the Catholic and independent sectors and principals' associations, Queensland is establishing the Queensland Education Leadership Institute (QELI). Opening in mid-2010, QELI will develop the skills, knowledge and behaviour of current and aspiring school leaders and provide ongoing leadership support to bring about school improvement and reform.

The 2009-10 State budget allocated a record budget of more than \$2 billion to continue to modernise and build schools across Queensland. This included \$1.16 billion for school infrastructure under the Australian Government's *Building the Education Revolution*.

These priorities support the Department's commitment to achieving goals set by the Queensland Government's *Toward Q2: Tomorrow's Queensland strategy*.

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### Western Australian Government comments

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The Western Australian Government supports a strong school education system that continues to respond to challenges arising from changes in the social, economic and education environment. The Department's strategies to meet these challenges are developed and implemented within the context of community expectations of standards in literacy and numeracy, the quality and conduct of the workforce, and opportunities for a range of diverse groups including Aboriginal and senior students.

In 2008, for the first time, students were required to 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. Approximately 100 staff across education districts brokered services to support 15 to 17 year olds 'at risk' of not engaging in education, training or employment. In 2009, overall retention in full time schooling from years 8–12 increased to a high of 72.5 per cent. For Aboriginal students the rate was 39.6 per cent, a slight decrease on 2008 but considerably higher than the average for the 5 years previous to 2008 of 28.5 per cent.

The focus on literacy and numeracy continued. In 2008, \$25.8 million was allocated to programs to improve the achievement of students 'at risk' of not achieving successful outcomes in literacy and numeracy and to support the *National Literacy and Numeracy Plan*. The *Getting it Right* strategy funded 347 specialist literacy and numeracy teachers to work in 289 primary and district high schools, and 44 specialist teachers in 42 secondary schools.

In May 2008, the literacy and numeracy performance of years 3, 5, 7 and 9 students was assessed for the first time using common national tests through the *National Assessment Program – Literacy and Numeracy* (NAPLAN). The results for public school students showed that, for all year groups, in all the content areas assessed, the performance of Aboriginal students, unlike that of non-Aboriginal students, declined with increasing remoteness.

WA is committed to improving the educational outcomes of Aboriginal students. The *Aboriginal Literacy Strategy* (ALS) provides services to schools in the four remote education districts of the Kimberley, Pilbara, Mid West and Goldfields. It focuses on consistency and sustainability over time, to counteract negative effects of student absenteeism, mobility and changes to staff. In 2008, the ALS operated at 52 school sites and involved approximately 350 staff. The *Follow the Dream* strategy supported 634 students in 58 schools across years 7–12 to achieve academic excellence.

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### **South Australian Government comments**

“ The Government of South Australia, through the Department of Education and Children’s Services (DECS), is committed to making it possible for every child and student in South Australia to reach the highest possible level of their learning and wellbeing.

South Australia is continuing with legislation reform of education and children’s services. The aim of this reform is to support the coordination and integration of services for children and families. Development of the South Australian legislation is being undertaken in concert with the national regulatory reforms developed under the Council of Australian Governments’ (COAG) Productivity Agenda.

In November 2008 COAG agreed to the three new ‘Smarter Schools’ National Partnership agreements. Under these NPs the three schooling sectors (public, Independent and Catholic) are required to collaborate in the planning, delivery and evaluation of evidence-based reforms and interventions to achieve agreed outcomes, targets and indicators. To facilitate this collaboration DECS participates in a cross-sectoral Ministerial Advisory Council, the SA National Partnerships Council.

Responsiveness to the needs of students is a priority for the National Partnerships for South Australia. This will be provided through individualised student support, including case management, mentoring and support for students in alternative learning pathways, particularly those at risk of disengaging from school.

As a key strategy under the National Partnerships, Innovative Community Action Networks (ICANs) will be expanded over 3 years to support re-engagement in learning for significantly disengaged young people across the State. ICANs will also be able to provide targeted support for complex years 6–7 students through the provision of some individual case management and customised learning programs supported through strong school and community partnerships.

The DECS Literacy Secretariat has been established as a core element of the reform agenda, to coordinate and facilitate a more focused approach to literacy improvement. The Secretariat will oversee a number of initiatives, including expansion of a program that provides 31 schools with the targeted support of a literacy and/or numeracy coach.

From 2010, the South Australian government is mandating teaching times in literacy, mathematics and science of up to 12 hours each week collectively as our top priorities in all primary schools. Every teacher from reception to year 7 will receive specialist training in science and mathematics. In 2009, schools received a one-off \$7.8m primary skills grant.

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## Tasmanian Government comments

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The Department of Education’s strategic priorities — early years, literacy and numeracy, retention and building a knowledge-based society — aim to provide quality learning opportunities for all Tasmanians at every stage of their life and to nurture a culturally rich and economically productive community.

There continues to be a significant emphasis on literacy and numeracy improvement for all students. The \$2 million provided by the Australian government, and \$8 million provided by the State government, will extend the *Raising the Bar and Closing the Gap* literacy initiative which supports students in schools where there is the highest learning need.

The \$12 million *Launching into Learning* initiative which helps schools support young children and their families before children formally start school has now benefited over 100 schools statewide. As part of the National Partnership Agreement on Early Childhood Education with the Australian Government, funding has been provided for Achieving Universal Access to Early Childhood Education. This will enable the department to progressively implement a strategy to provide all Tasmanian children with access to at least 15 hours of kindergarten by 2013.

The strategic developments of the Tasmania *Tomorrow* post-year 10 education initiative have been implemented with the Tasmanian Academy and the Tasmanian Polytechnic currently operating around the State.

Capital investment funding of \$76.1 million has been allocated for up to 30 Child and Family Centres in Tasmania. The centres will play a vital role in strengthening local communities and helping to prepare the youngest Tasmanians for a healthy lifestyle and success at school. This funding is on top of the \$207.4 million that has been made available in 2009-10 to Tasmanian schools through the Australian Government’s Nation Building – Economic Stimulus Plan.

From funding totalling \$11.1 million, the construction of the first of five new Learning Information Network Centres (LINC)s will commence in 2009-10.

The 2009-10 Budget also provides increased funding to important initiatives:

- the Early Childhood Reform
- Early Years Literacy
- reducing class sizes from years 2 to 7
- Secondary School Renewal Program
- Sustainability Learning Centre — in partnership with Catholic Education (Tasmania), the Association of Independent Schools (Tas), the CSIRO and Greening Australia
- Teacher Learning Centre — in partnership with the University of Tasmania — to mentor and develop high performing graduates in the classroom.

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### **Australian Capital Territory Government comments**

“ The strategic direction of the ACT Department of Education and Training continues to be influenced by *The Canberra Plan* and the *Canberra Social Plan* ‘to ensure all Canberrans are able to reap the benefits of a high quality education supported by a culture of excellence in teaching’.

This strategic direction was supported by the introduction of the Quality Teaching model in ACT public schools. The Quality Teaching model describes an evidence-based professional development approach to pedagogy that applies from preschool to year 12, across all learning areas.

An overarching Literacy and Numeracy Strategy 2009–13 targeted action in leadership, teaching, student learning and evidence-based practice. System targets were set and school plans will include their own targets and strategies for literacy and numeracy performance. The 2008-09 ACT Budget provided almost \$1 million over 4 years to build the skills of teachers in teaching literacy and numeracy.

The ACT Government allocated resources to recruit 70 extra teachers to reduce average class sizes to 21 in primary schools and high schools and to 19 in colleges from 2010.

Negotiation of bilateral agreements to implement COAG reforms were progressed, ensuring these aligned with ACT Government priorities. These provide \$105 million in Australian Government funding over 5 years.

An updated School Improvement Framework was agreed and provides a program for operational improvement using self-assessment tools, school planning, external validation and reporting that enables all schools to transparently account for their performance and achievement.

Close cooperation between ACT Government agencies and the private sector continued on a range of industry-specific projects to address skills shortages. Phase II of the Commonwealth’s Productivity Places Program (PPP) was implemented with ACT Health to facilitate training in health services.

The Schools Renewal program continued with the opening of four new early childhood schools at the beginning of 2009.

The ACT Government Schools Infrastructure Refurbishment Program also continued, with major projects including two new gymnasias, a performing arts centre, improvements to older school buildings, preschool upgrades, amalgamation of schools and school sustainability projects.

A working group was established to develop a Reconciliation Action Plan incorporating specific measurable targets that can be reviewed annually and linked to the broader COAG targets in this area. An additional Literacy and Numeracy Officer was appointed to support transition of Indigenous students from years 6-7, building on a previous initiative that engaged five Literacy and Numeracy Officers to support Indigenous students in kindergarten to year 4.

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## Northern Territory Government comments

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The role of the Northern Territory Department of Education and Training is to improve education and training options and outcomes for Territorians from their early years to adulthood.

The department has been developing implementation plans and negotiating bilateral agreements with the Australian Government to align with the National Partnership agreements on Early Childhood Reform, Smarter Schools and the Productivity Places Program. These National Partnerships will provide a significant injection of funds to further the agreed strategic goals in education and training in the NT.

The NT led the country in capturing the data on the developmental progress of 5 year olds as part of the Australian Early Development Index surveys, a national measure of children's development as they enter school. All government and non-government schools participated in this survey.

Working in collaboration with remote school communities continues to be a priority for the department. Finalising and implementing Remote Learning Partnership Agreements will support the Territory Growth Towns component of the NT Government's *Working Future* initiative.

The department is partnering with the Australian Government Department of Families, Housing, Community Services and Indigenous Affairs in a regional youth education coordination project. The focus is on disengaged youth and middle years students at risk of disengagement in 13 remote communities in Central Australia.

In 2008, there were 45 students from 12 very remote communities throughout the NT who completed their year 12 Northern Territory Certificate of Education (NTCE). This included 7 students who were the first ever to complete their NTCE at a homelands school (a small remote site delivering education services via a visiting teacher).

The *Closing the Gap of Indigenous Disadvantage* funding, together with other departmental funding, has led to more than \$6 million being invested in 2008-09 to improve student attendance and engagement.

NT Government schools have received approval for \$118 million in funding from the Australian Government under the Building the Education Revolution (BER) initiative. Primary Schools for the 21st Century provided refurbishments of school infrastructure in 81 schools.

Approval under the Science and Language Centres for 21st Century Secondary Schools included five science centres and one language centre to be built at very remote schools, and one science centre and one language centre at remote schools, worth a combined total of \$15.76 million.

A total of 150 NT Government schools received funding under the National School Pride element of the BER program.

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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>

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<b>Government recurrent expenditure per full time equivalent student</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 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 2007-08 average expenditure per student, for example, the total expenditure figure is at 2007-08 but the total student number figure is the average of student numbers from 2007 and 2008.
<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. For NAPLAN data, a student is considered to be 'Indigenous' if he or she identifies as being of Aboriginal and/or Torres Strait Islander origin.
<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. For NAPLAN data, a student is considered to be 'LBOTE' if either the student or parents/guardians speak a language other than English at home.
<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.

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<b>Socioeconomic status</b>	As per footnotes to table 4A.92, 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 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 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, ACT and the NT, pre-year 1 to year 7 in Qld, WA and SA.
<b>Student, secondary</b>	A student in secondary education, which commences at year 7 in NSW, Victoria, Tasmania, ACT and the NT, and at year 8 in Queensland, WA, and SA.
<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.
<b>VET in Schools</b>	VET in Schools is a program which allows students to combine vocational studies with their general education curriculum. Students participating in VET in Schools continue to work towards their senior secondary school certificate, while the VET component of their studies gives them credit towards a nationally recognised VET qualification. The program may involve structured work placements and includes the options of a school-based apprenticeship and traineeship or VET subjects and courses.

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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).

### Attachment contents

<b>Table 4A.1</b>	Government schools: students, staff and school numbers
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<b>Table 4A.5</b>	Students as a proportion of the population, 2008 (per cent)
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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 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 2008. 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 (CSASAW)*.

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The CSASWD was replaced by the *National Agreement for Skills and Workforce Development* (NASWD) on 1 January 2009. These services include the provision of VET programs in government owned technical and further education (TAFE) institutes and universities with TAFE divisions, other government and community institutions, and government funded activity by private registered training organisations (RTOs). The scope of this chapter does not extend to VET services provided in schools (which are within the scope of school education in chapter 4) or university education (some information on university education is included in preface B).

The major improvements to reporting on VET this year include:

- expanded reporting of VET participation in general and VET participation in certificate III level and above, to include reporting by Indigenous status
- new reporting of data for VET participation in diploma level qualifications and above, by target age groups and Indigenous status
- expanded reporting of qualifications completed, to include completions by all students at certificate III level qualifications and above and at diploma level qualifications and above, by target age groups and Indigenous status.

## **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).

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.

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### **Box 5.1 Diversity of the VET system**

VET programs range from a single module or unit of competency (which can involve fewer than 10 contact hours) to advanced diplomas (which can involve up to four years of study). All training in the VET system needs to be assessed, because many students complete modules or units of competency without intending to complete a course or qualification.

The types of training range from formal classroom learning to workplace-based learning, and can include flexible, self-paced learning and/or online training, often in combination. The availability of distance education has increased, with off-campus options such as correspondence, Internet study and interactive teleconferencing.

The types of training organisation include: institutions specialising in VET delivery, such as government owned TAFE institutes, agricultural colleges and private training businesses; adult community education (ACE) providers; secondary schools and colleges; universities; industry and community bodies with an RTO arm; and businesses, organisations and government agencies that have RTO status to train their own staff. Group Training Organisations are RTOs and some RTOs may also be Australian Apprenticeship Centres (formerly New Apprenticeship Centres). Schools and universities provide dual award courses that combine traditional studies with VET, with an award from both the VET provider and the secondary school or university. In addition to formal VET delivered by an RTO, many people undertake on-the-job training in the workplace or attend training courses that do not lead to a recognised VET qualification.

## **Expenditure**

Recurrent expenditure on VET by Australian, State and Territory governments totalled \$4.1 billion in 2008—a decrease of 1.5 per cent (in real terms) from 2007 (table 5A.1). Government recurrent expenditure was equal to \$285.55 per person aged 15–64 years across Australia in 2008 (table 5A.2). Further information on the breakdown of real funding by jurisdictions over a 5 year period is available in attachment tables 5A.1, 5A.2 and 5A.8.

Government funded activity is the primary focus of this Report. However, not all data can be limited to government funded activity. A representation of data used for statistical reporting is provided in figure 5.1. A detailed explanation of data inclusions and exclusions in this chapter is provided in box 5.2.

**Figure 5.1 Scope of reporting**

Training Funding Type <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: DEEWR (2009) *Annual National Report of the Australian Vocational and Technical Education System 2008*.

**Box 5.2 Scope of VET reporting**

Where the chapter refers to 'government funded' activity, it refers only to VET activity that is recurrently funded under the CSASAW. Where the chapter refers to 'VET' activity, it is referring to all VET data available for reporting unless otherwise caveated.

Data on student participation, efficiency measures, student achievement, qualifications completed and competencies/modules completed presented in this chapter are limited to services that are recurrently funded under the CSASAW. 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:

- CSASAW (government recurrent)
- government specific purpose outside the CSASAW
- domestic fee-for-service (TAFE only).

(Continued on next page)

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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, irrespective of the funding.

## Size and scope

In 2008, 30.8 per cent of Australians aged 15–64 years held a certificate or diploma as their highest level qualification (table BA.17). These qualifications could have been completed in schools, VET institutions or higher education institutions.

The VET sector is large and varied. Qualifications vary significantly in length, level and field. Approximately 1.7 million people were reported as participating in VET programs at 12 899 locations across Australia in 2008 (DEEWR 2009, table 5A.3). This represented 11.3 per cent of the population aged 15–64 (DEEWR 2009). The number of VET students increased by 1.9 per cent between 2007 and 2008, and increased by 5.6 per cent between 2004 and 2008 (DEEWR 2009).

Of the approximately 1.7 million VET students who were reported as participating in VET programs in 2008, 1.2 million students (70.6 per cent) were funded by the CSASAW (government recurrent expenditure) and 54 800 students (3.2 per cent of all VET students) were funded through specific purpose government programs (DEEWR 2009). The remaining 444 200 students participated on a fee-for-service basis as domestic students (23.9 per cent of all VET students) or international students (2.3 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 2004 to 23.9 per cent in 2008 (DEEWR 2009).

### *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 2007 and 2008, the number of government funded students decreased by 0.04 per cent (approximately 400 students) (table 5A.5) and the number of government funded annual hours increased by 2.5 per cent (DEEWR 2009). Over the longer term, the number of government funded annual hours increased by 13.1 per cent between 2004 and 2008, and the number of government funded VET students increased by 6.2 per cent over the same period (DEEWR 2009, table 5A.5).

Of the 1.2 million government funded VET students who participated in government funded VET programs in 2008, 4.9 per cent, or 59 035, gained some recognition of prior learning (RPL) (table 5A.4).

### *Hours*

Government funded VET students participated in 314.1 million government funded annual hours in 2008. On average, each government funded VET student in 2008 received 262.3 hours of VET (table 5A.4).

### *Courses*

VET qualifications range from non-award courses to certificates (levels I–IV), diplomas and advanced diplomas. In 2008, 11.5 per cent of government funded VET students were undertaking a diploma or advanced diploma, 48.6 per cent were enrolled in a certificate level III or IV, 24.3 per cent were enrolled in a certificate level I or II or lower, and 15.6 per cent were enrolled in a course that did not lead directly to a qualification (table 5A.5).

Fields of study also varied greatly. In 2008, 22.7 per cent of units of competency or modules completed by government funded VET students were in management and commerce, 18.0 per cent were in engineering and related technologies, 15.3 per cent were in mixed field programs, 9.7 per cent were in health, 8.0 per cent were in society and culture and 7.7 per cent were in architecture and building. Other fields studied by government funded VET students included food, hospitality and personal services, creative arts, information technology, agriculture, environment and related studies, education, and natural and physical sciences (DEEWR 2009).

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## *Institutions*

In 2008, Government funded programs were delivered at 12 899 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 (physical non-current assets) of government owned TAFE institutions and TAFE divisions of universities was valued at \$9.2 billion in 2008, of which 92.5 per cent comprised the value of land and buildings (table 5A.21). The value of net assets of government VET providers was \$643.45 per person aged 15–64 years across Australia in 2008. Asset values per person varied across jurisdictions (table 5A.6).

## **Roles and responsibilities in 2008**

The *Commonwealth–State Agreement for Skilling Australia’s Workforce* (CSASAW), which commenced 1 July 2005, continued until 31 December 2008. This was replaced by the *National Agreement for Skills and Workforce Development* (NASWD), which came into effect on 1 January 2009. During 2008, Australian and State and Territory government ministers, through the Ministerial Council for Vocational and Technical Education (MCVTE), provided direction on national policy, strategy, priorities, goals and objectives, in partnership with industry, and private and public training providers. The Ministerial Council of Tertiary Education and Employment (MCTEE) replaced MCVTE from 1 July 2009, reflecting a Council of Australian Governments (COAG) 30 April 2009 decision. A realignment of responsibilities and functions for MCTEE includes a broader, cross-sectoral role than the MCVTE.

State and Territory governments allocate funding for VET services and to support the maintenance of public training infrastructure. They oversee the delivery of publicly funded training and facilitate the development and training of the public VET workforce. State and Territory governments ensure the effective operation of the training market.

The Australian Government provides funding contributions to states and territories to support their training systems and also provides specific incentives, interventions and assistance for national priority areas.

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## *National Training System Framework in 2008*

National reporting relationships within the VET system in 2008 are summarised in figure 5.2.

One of the guiding principles for the training system is that industry needs to drive training priorities and delivery. Industry advice was provided to the MCVTE in 2008 through the National Industry Skills Committee (NISC). The NISC advised MCVTE on workforce planning, future training priorities and other critical issues facing Australian industry.

The National Quality Council (NQC), a committee of MCVTE, oversaw quality assurance, ensured national consistency in the application of the Australian Quality Training Framework (AQTF) standards for the audit and registration of training providers and endorsed training packages.

As the administrative arm of MCVTE, the National Senior Officials Committee (NSOC) implemented MCVTE decisions, promoted national collaboration, and monitored the effectiveness of the national training system.

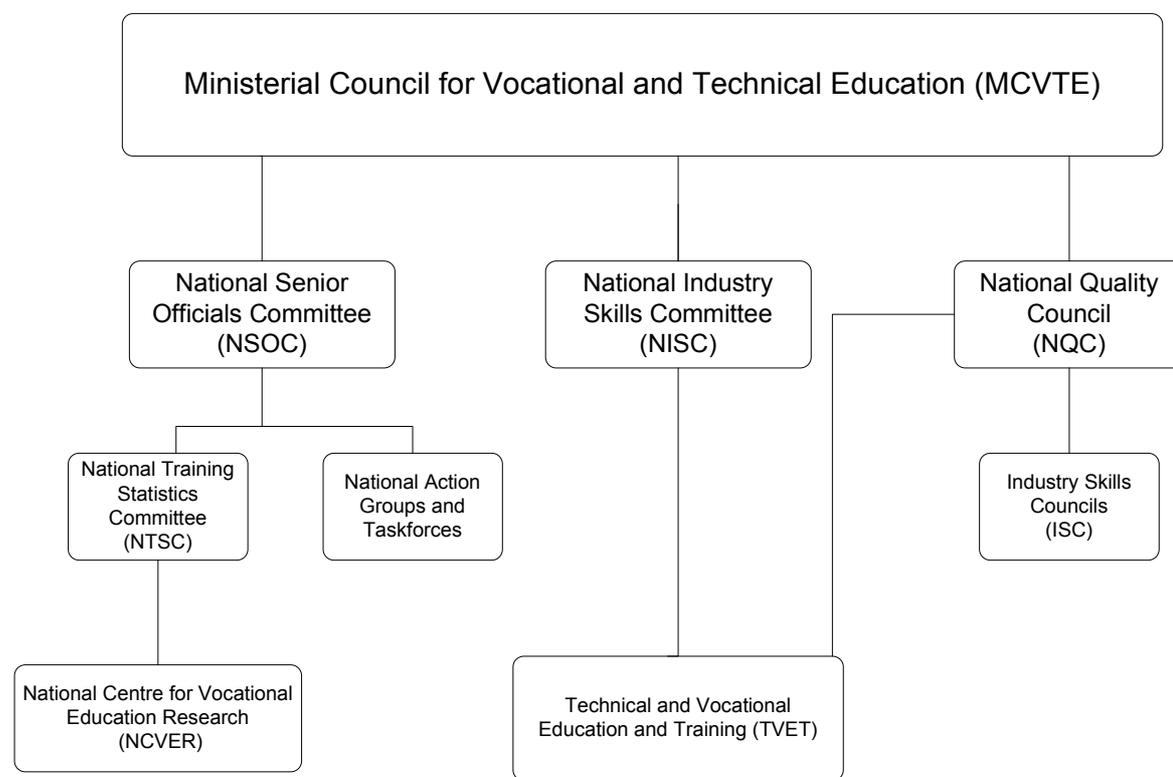
In 2008 three client advisory taskforces: Disability Advisory Taskforce, Equity Advisory Taskforce, and an Indigenous Advisory Taskforce advised ministers on how to improve outcomes for their respective client groups. They reported to the NSOC through the Advisory Alliance (part of National Action Groups and Taskforces in figure 5.2).

The National Training Statistics Committee (NTSC) is the key strategic and policy advisory forum for data collection and reporting. The National Centre for Vocational Education Research (NCVER), a ministerial company, provides secretariat services to the NTSC, and manages a VET research programme and VET statistical services.

Technical and Vocational Education and Training (TVET) is another ministerial company. It's functions include providing the secretariat for the NQC and the NISC, and offering eligible training providers national registration and management of registration and audit arrangements.

Industry Skills Councils are funded by the Department of Education, Employment and Workplace Relations (DEEWR), and deliver Training Packages to the NQC for endorsement (figure 5.2).

Figure 5.2 **National reporting relationships within the VET system in 2008<sup>a</sup>**



<sup>a</sup> The MCTEE replaced the MCVTE on 1 July 2009.

Source: DEEWR (2009) *Annual National Report of the Australian Vocational and Technical Education System 2008*.

### VET funding flows

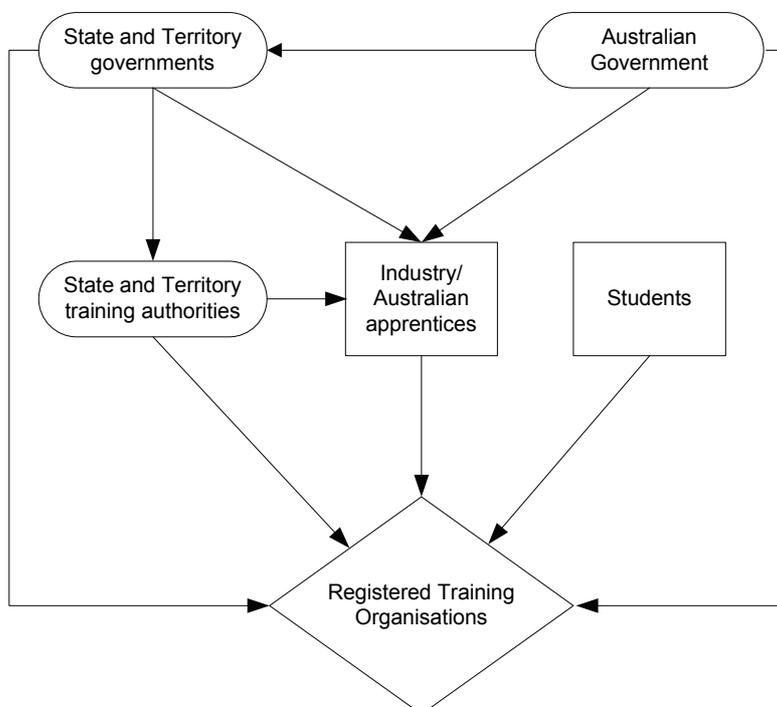
State and Territory governments provide funding to VET providers, students and employers through State and Territory training authorities to support the delivery of training, improve student services and provide incentives for employers and apprentices. State and Territory governments provided \$3.1 billion in 2008 — 74.6 per cent of government recurrent funding. The Australian Government provided the remainder of government recurrent funding (\$1.1 billion) (table 5A.8).

RTOs also received revenue from individuals and organisations for fee-for-service programs, ancillary trading revenue, other operating revenue and revenue from Australian, State and Territory government specific purpose funds. The Australian and State and Territory governments provide funding for apprenticeships in the form of employer incentives and subsidies. The Australian Government also provides funding for Australian Apprenticeship Centres and employer incentives for Australian Apprenticeships (figure 5.3).

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Figure 5.3 Major funding flows within the VET system

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#### *Allocation of VET funding*

The majority of government VET funds are allocated to government VET providers based on the planned activity set by State and Territory training authorities. The disbursement of a component of VET funding on a competitive basis was introduced in the early 1990s to allocate additional Australian Government funds. Processes used to allocate funds on a competitive basis include:

- *competitive tendering*, whereby government and private RTOs compete for funding contracts from State and Territory training authorities in response to government offers (tenders)
- *user choice*, whereby the employer and apprentice/trainee choose a registered training provider and negotiate key aspects of their training, and then government funds flow to that provider
- *preferred supplier arrangements*, an extension of competitive tendering, whereby a contract is awarded to providers (chosen by the tender process) to provide training on a longer term basis.

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In 2008, \$880.5 million (21.3 per cent) of government VET funding was allocated on a competitive basis (including user choice arrangements) — 4.5 per cent more in real terms than in 2007 (table 5A.8). Further, \$455.4 million was allocated to non-government providers — a 5.4 per cent increase in real terms on 2007 (table 5A.7). The degree of competition in the tendering process varies across jurisdictions and within jurisdictions, depending on the program. Some tenders can be contested by any RTO (open competitive tendering), while some other tenders are restricted to RTOs able to deliver a specific type of training, for example, in a selected industry or to a particular client group (limited competitive tendering). Similarly, the scope for competition, in terms of the size of the market of potential providers, varies across jurisdictions.

## 5.2 Framework of performance indicators

This chapter provides information on the equity, effectiveness and efficiency of government funded VET services.

COAG has agreed six National Agreements to enhance accountability to the public for the outcomes achieved or outputs delivered by a range of government services (see chapter 1 for more detail on reforms to federal financial relations). The NASWD (COAG 2009a) covers the areas of VET, and education and training indicators in the *National Indigenous Reform Agreement* (NIRA) (COAG 2009b) which establishes specific outcomes for reducing the level of disadvantage experienced by Indigenous Australians. The agreements include sets of performance indicators, for which the Steering Committee collates annual performance information for analysis by the COAG Reform Council (CRC). The performance indicator results reported in this chapter have been revised to align with the performance indicators in the National Agreements.

The NASWD implemented on 1 January 2009, contains objectives for VET (box 5.3) that inform the performance indicator framework for this chapter. These objectives are consistent with those under the CSASAW, presented in the 2009 Report.

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### Box 5.3 Objectives for VET

The objectives for VET, sourced from the *National Agreement for Skills and Workforce Development*, are:

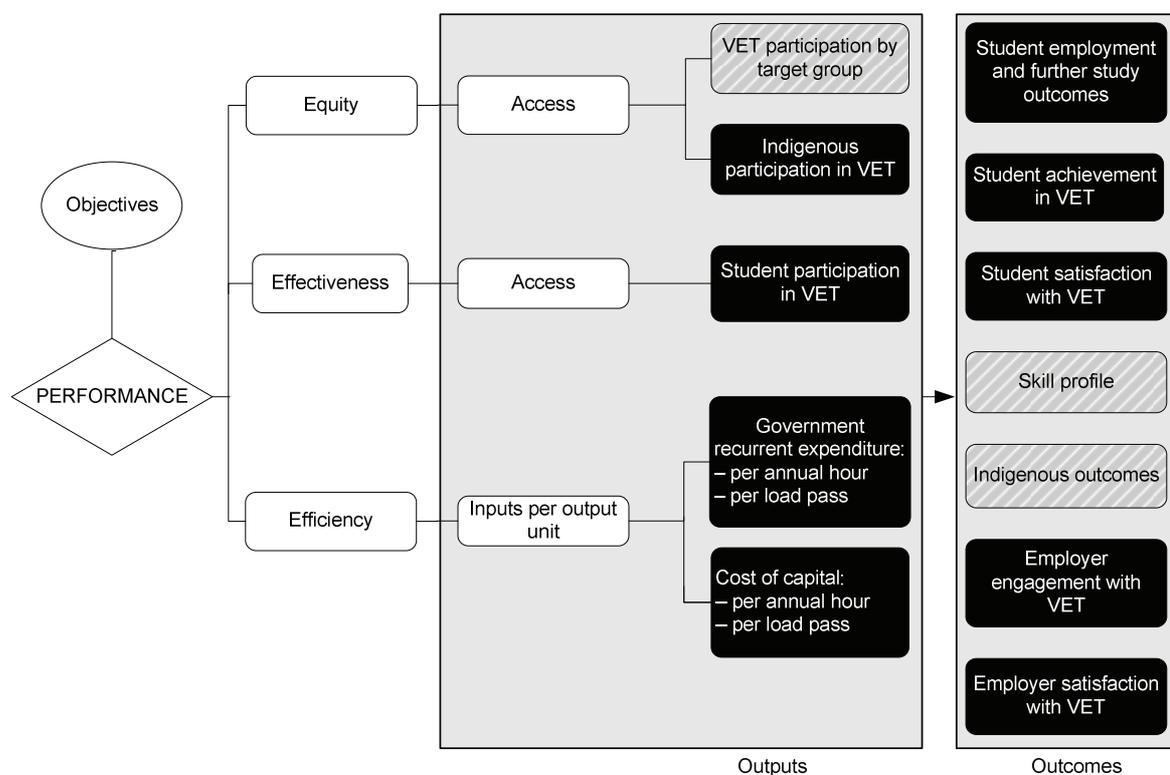
- 'all working aged Australians have the opportunity to develop the skills and qualifications needed, including through a responsive training system, to enable them to be effective participants in and contributors to the modern labour market'
- 'individuals are assisted to overcome barriers to education, training and employment, and are motivated to acquire and utilise new skills'
- 'Australian industry and businesses develop, harness and utilise the skills and abilities of the workforce.'

Source: COAG (2009a).

The performance indicator framework distinguishes the outputs and outcomes of VET services, and shows which data are comparable in the 2010 Report (figure 5.4). The framework is consistent with the VET objectives (box 5.3). For data that are not directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

Figure 5.4 Performance indicators for VET services



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.

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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 2008.

### *VET participation by target group*

‘VET participation by target group’ is an indicator of governments’ objective to achieve equitable access to the VET system by target groups (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 (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. The four target groups are:

- females
- people from remote and very remote areas
- people with a disability
- people speaking a language other than English (LOTE) at home.

It is desirable that ‘VET participation by target group’ reaches a level that is comparable to that for all students. A lower participation rate means the target group is underrepresented in VET; a higher participation rate means the group is overrepresented in VET.

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### Box 5.4 (Continued)

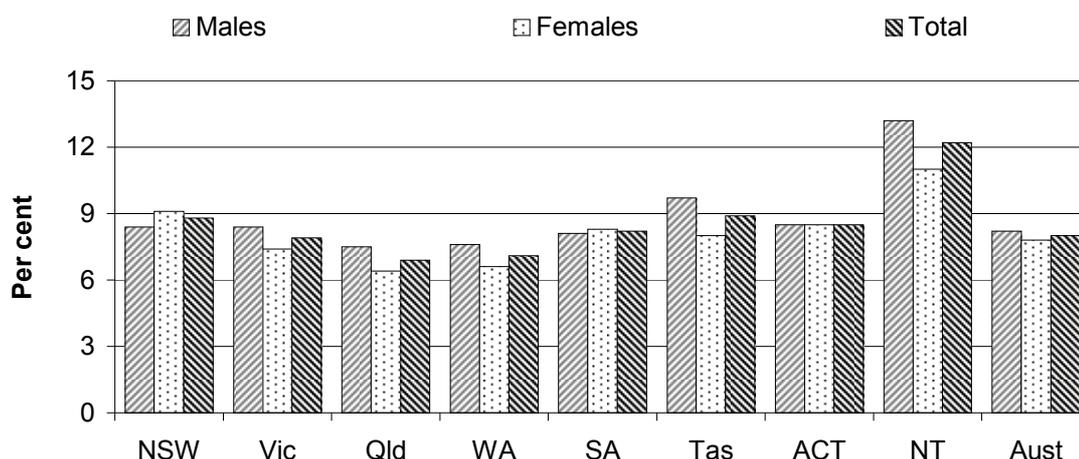
Care needs to be taken in interpreting the participation rates presented for people with a disability and people speaking a language other than English at home because the data depend on self-identification at the time of enrolment, and the number of non-responses (that is, students who did not indicate whether they belong to these groups) varies across jurisdictions. Data on participation by sex are limited to students identified as aged 15–64 years. Data on participation for other groups are reported for students of all ages. Data on participation are limited to students who have participated in Australia's government funded VET system.

Data reported for this indicator are not directly comparable.

### VET participation by target group — Females

In recent years, the national VET participation rates for females and males have been similar (table 5A.11). In 2008, male student participation was 8.2 per cent and female participation was 7.8 per cent (figure 5.5). The participation rate for the total population aged 15–64 years was 8.0 per cent (table 5A.11).

Figure 5.5 **VET participation rate for people aged 15–64 years, by sex, 2008<sup>a, b</sup>**



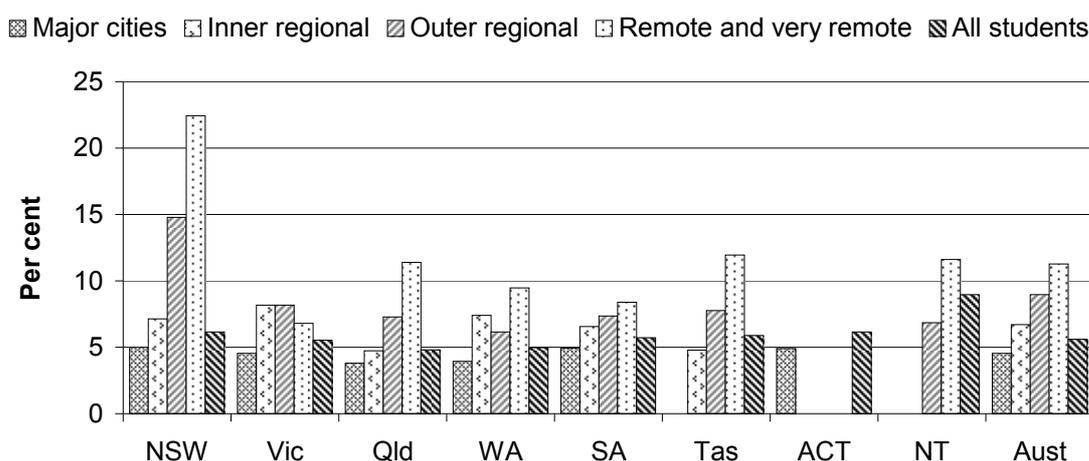
<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The participation rate is the number of 15–64 year old students participating in VET expressed as a proportion of the population (of that sex) aged 15–64 years, as at 30 June 2008.

Source: NCVET (unpublished) National VET provider collection; ABS (2009), *Population by Age and Sex, Australian States and Territories, 30 June 2008*, Cat. no. 3201.0; table AA.1; table 5A.11.

### VET participation by target group — People from remote and very remote areas

VET student data by region are based on students' home postcode using the Accessibility and Remoteness Index for Australia (ARIA) classification system. Nationally, the VET participation rate increased with remoteness. Participation was higher for people from remote and very remote areas (11.3 per cent) than for people from other geographic regions (9.0 per cent for outer regional areas, 6.7 per cent for inner regional areas and 4.5 per cent for major cities) compared to 5.6 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, 2008<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 ACT inner regional areas are not published due to a high proportion of these areas sharing postcodes with NSW that cannot be disaggregated, but are included in the Australian totals.

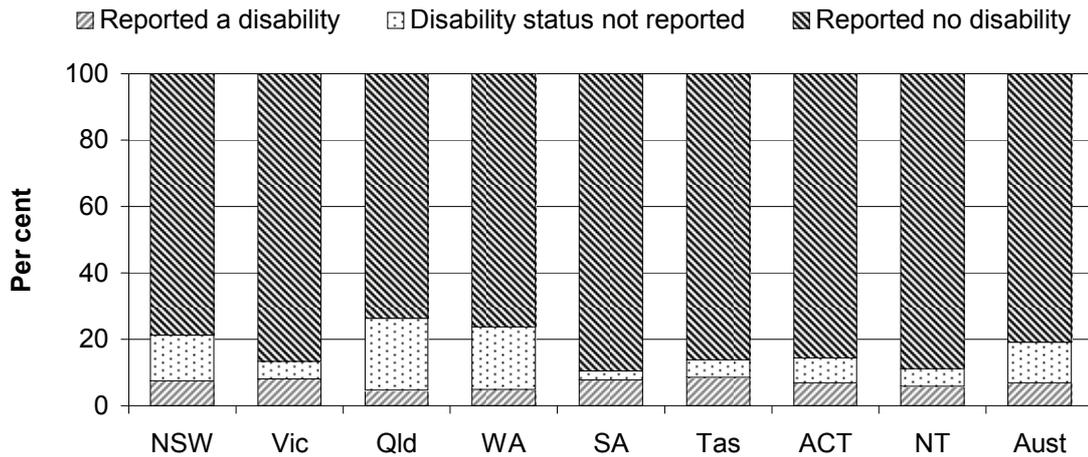
Source: NCVET (unpublished) National VET provider collection; ABS (2009), *Regional Population Growth, Australia, 2007-08*, Cat. no. 3218.0; table 5A.12.

### VET participation by target group — People with a disability

Nationally, 7.0 per cent of government funded VET students in 2008 reported having a disability, impairment or long-term condition (figure 5.7). Based on 2003 ABS survey data, an estimated 16.8 per cent of all 15–64 year olds in the population and 20.0 per cent of the total population reported having a disability (derived from

ABS 2004). 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 of all ages, by disability status, 2008<sup>a, b</sup>**



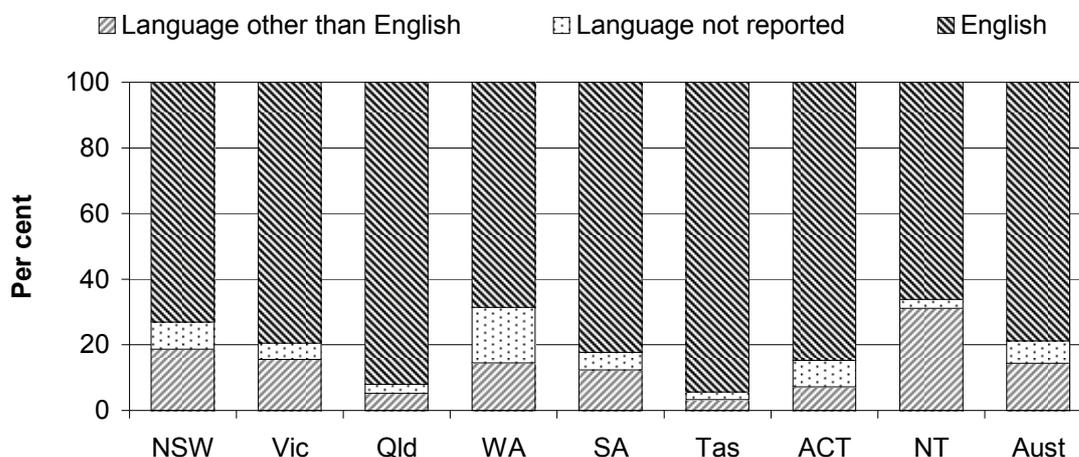
<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> People with disability are defined as those who self-identify on enrolment forms that they have a disability, impairment or long-term condition. Not all students respond to the relevant question on the enrolment form.

Source: NCVET (unpublished) National VET provider collection; table 5A.13.

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

In 2008, 14.4 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 of all ages, by language spoken at home, 2008<sup>a, b</sup>**



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> People with a language background other than English are those who self-identify on their enrolment form that they speak a language other than English at home. Not all students respond to the relevant question on the enrolment form.

Source: NCVET (unpublished) National VET provider collection; table 5A.14.

### *Indigenous participation in VET*

‘Indigenous participation in VET’ is an indicator of governments’ objective to achieve 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 government funded participants in the VET system who self-identified as Indigenous and aged 15–64 years, as a proportion of the total number of Indigenous people aged 15–64 years, compared with that of the general population aged 15–64 years.

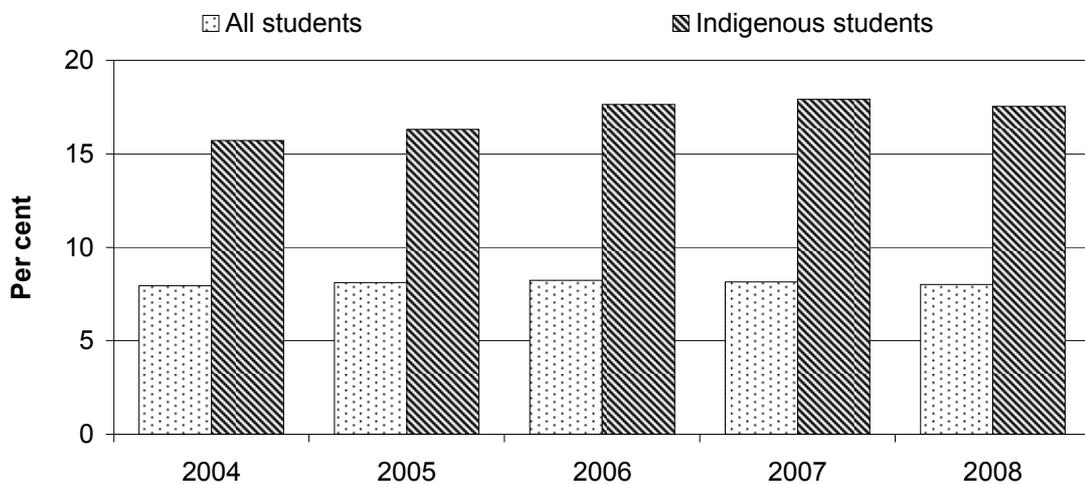
A lower participation rate means Indigenous people are under-represented in VET; a higher participation rate means Indigenous people are over-represented in VET.

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 15–64 year old Indigenous students as a percentage of Indigenous people aged 15–64) was 17.5 per cent in 2008, compared with 15.7 per cent in 2004. 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 8.0 per cent in 2008, and 7.9 per cent in 2004 (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 for 15–64 year olds, by Indigenous status<sup>a, b</sup>**

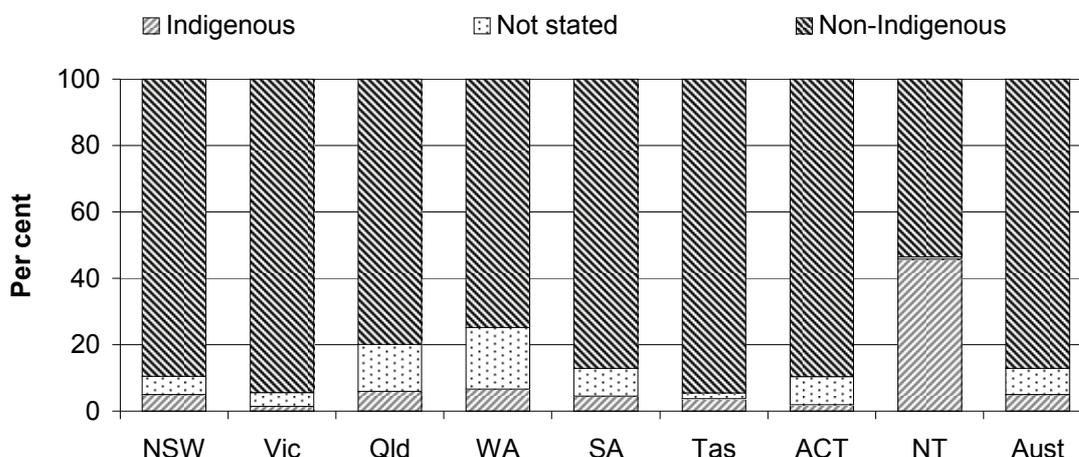


<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June (ABS 2009; series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June.

Source: NCVER (unpublished) National VET provider collection; ABS (2009), *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.10.

In 2008, 5.0 per cent of government funded VET students in Australia (of all ages) identified themselves as Indigenous, while 7.9 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 (5.0 per cent) was higher than the proportion of Indigenous people in the total population nationally (2.5 per cent) (table 5A.15).

Figure 5.10 VET students, all ages, by Indigenous status, 2008<sup>a</sup>



<sup>a</sup> Data are for government recurrent funded VET students.

Source: NCVET (unpublished) National VET provider collection; table 5A.15.

Additional data on Indigenous participation in VET are provided in the next section *Student participation in VET*.

### Effectiveness

A key national goal of the VET system is to enable development of a highly skilled workforce.

### Student participation in VET

‘Student participation in VET’ is an indicator of governments’ objective to provide people aged 15–64 years with the level of access to the VET system that is necessary for a highly skilled workforce (box 5.6).

#### Box 5.6 Student participation in VET

‘Student participation in VET’ is defined by three measures:

- the number of 15–64 year olds participating in VET as a proportion of the population aged 15–64 years
- the number of 15–64 year olds participating in certificate level III qualifications and above as a proportion of the population aged 15–64 years

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**Box 5.6 (Continued)**

- the number of 15–64 year olds participating in diploma level qualifications and above as a proportion of the population aged 15–64 years.

High 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, and diploma level qualifications and above, indicate greater participation in higher skill level courses, which is desirable.

Data for qualifications at the level of 'diploma and above' are a sub-set of data for the larger group of qualifications at the level of 'certificate III and above'. Data are for government funded VET students.

Data reported for this indicator are comparable.

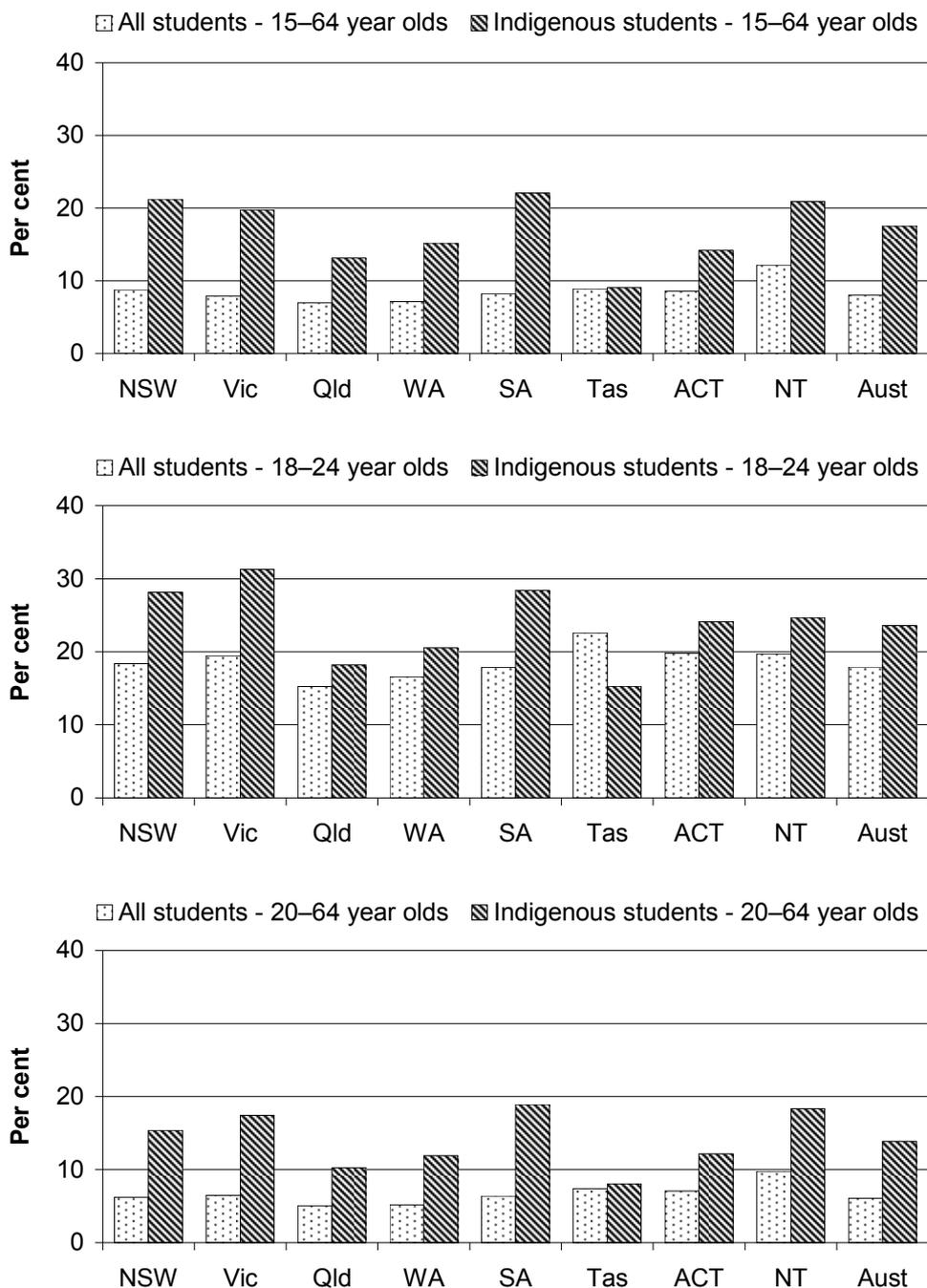
In 2008, 1.2 million people aged 15–64 years participated in government funded VET programs. This is equivalent to 8.0 per cent of people aged 15–64 years nationally. The proportion of people participating in VET declined in older age groups. The 1.2 million government funded VET students include:

- 373 300 or 25.5 per cent of all people aged 15–19 years
- 210 100 or 13.9 per cent of all people aged 20–24 years
- 571 700 or 5.0 per cent of all people aged 25–64 years (table 5A.9).

Figures 5.11–13 show VET participation rates for the total population and Indigenous population, focusing on the target age groups of 18–24 years and 20–64 years. The proportion of people participating in government funded VET in these target age groups is:

- 17.9 per cent of all people aged 18–24 years, compared with 23.6 per cent of the Indigenous population in the same age group
- 6.0 per cent of all people aged 20–64 years, compared with 13.9 per cent of the Indigenous population in the same age group (figure 5.11).

**Figure 5.11 VET participation rates, by target age group and Indigenous status, 2008<sup>a, b</sup>**



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June 2008 (ABS 2009 Cat. no. 3201.0 series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June 2008.

Source: NCVET (unpublished) National VET provider collection; ABS (2009) *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.10.

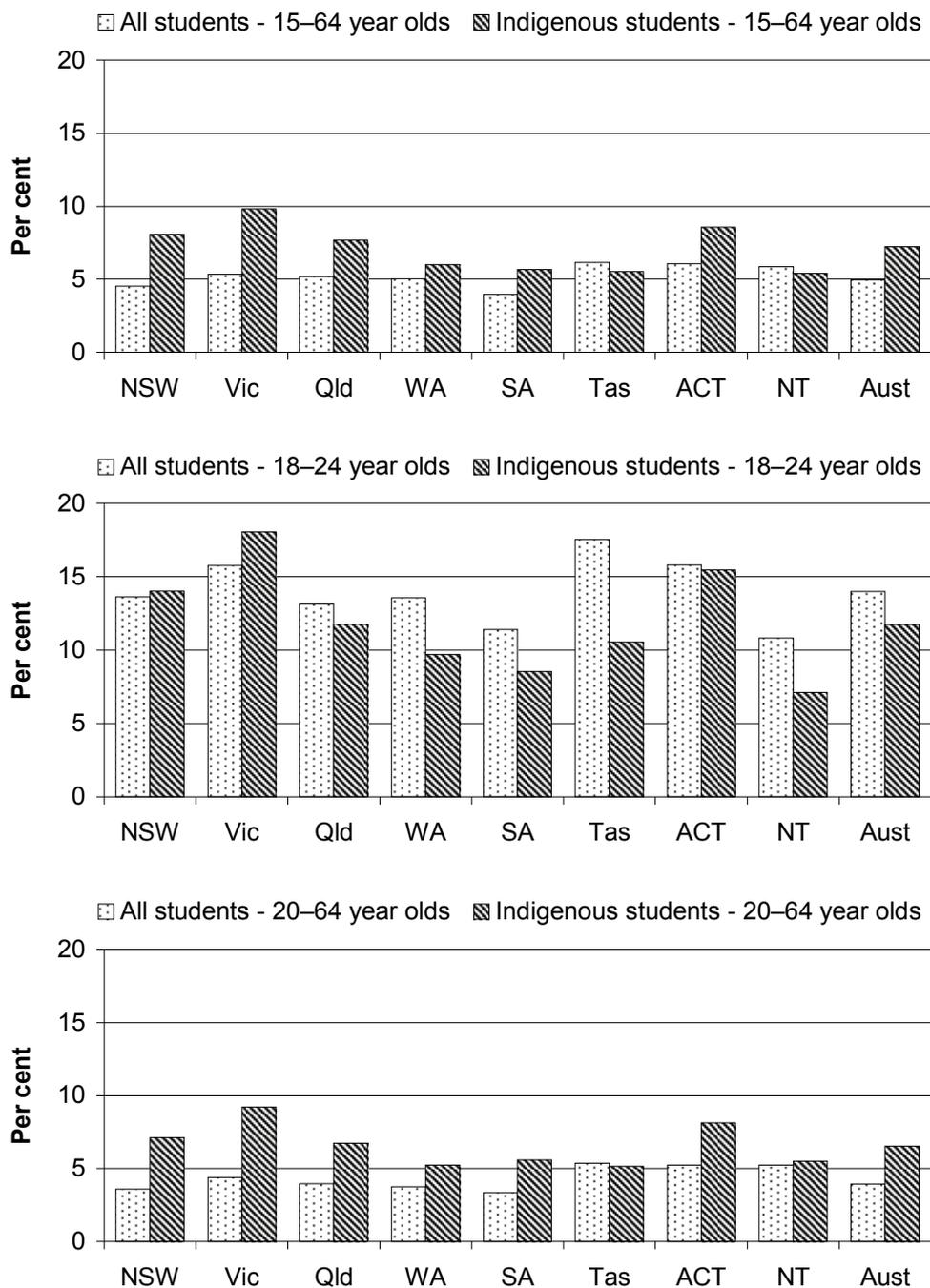
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In 2008, approximately 712 800 people aged 15–64 years participated in a government funded VET program at the certificate III level or higher, representing 4.9 per cent of the population aged 15–64 years (similar to the 4.7 per cent in 2004) (figure 5.12 and table 5A.17). This compares with 23 600 Indigenous people aged 15–64 years in 2008, or 7.2 per cent of the Indigenous population aged 15–64 years (figure 5.12).

The government funded VET students at the certificate III level or higher include:

- 14.0 per cent of all people aged 18–24 years, compared with 11.7 per cent of the Indigenous population in the same age group
- 3.9 per cent of all people aged 20–64 years, compared with 6.5 per cent of the Indigenous population in the same age group (figure 5.12).

Figure 5.12 **VET participation in certificate III and above, by target age group and Indigenous status, 2008<sup>a, b, c</sup>**



**a** Data are for government recurrent funded VET students. **b** Data are for the highest level qualification attempted by a student in a reporting year. **c** The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June 2008 (ABS 2009 Cat. no. 3201.0 series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June 2008.

Source: NCVET (unpublished) National VET provider collection; ABS (2009) *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.17.

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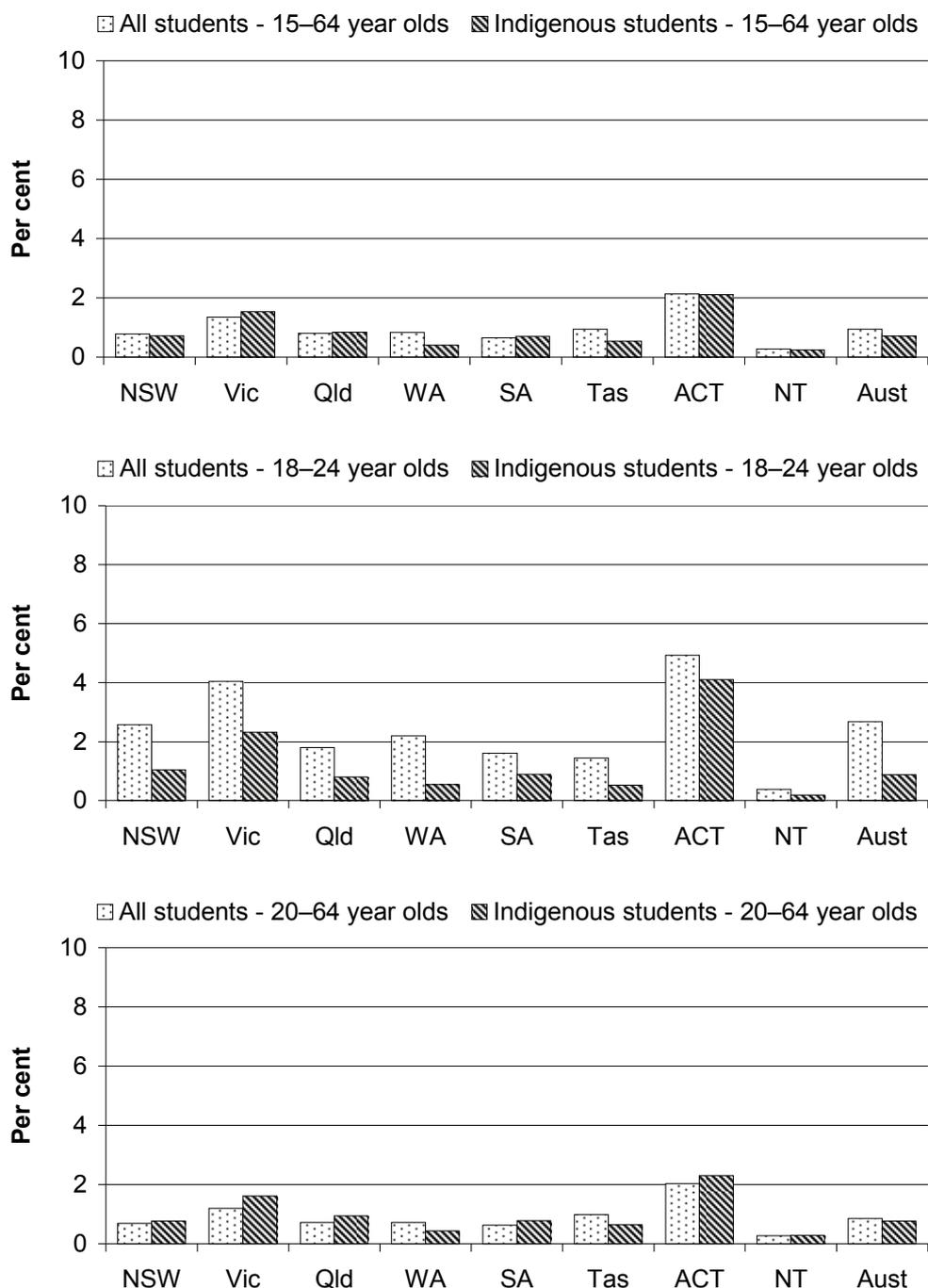
Additional data for participation in a government funded VET program at the certificate III level or higher are provided in table 5A.16 for all VET students aged 15–19 years, 20–24 years, 25–64 years and 15–24 years.

In 2008, approximately 136 600 people aged 15–64 years participated in a government funded VET program at the diploma level or higher, representing 0.9 per cent of the population aged 15–64 years (1.1 per cent in 2004) (figure 5.13 and table 5A.18). This compares with 2300 Indigenous people aged 15–64 years in 2008, or 0.7 per cent of the Indigenous population aged 15–64 years (figure 5.13).

The government funded VET students at diploma level or higher include:

- 2.7 per cent of all people aged 18–24 years, compared with 0.9 per cent of the Indigenous population in the same age group
- 0.9 per cent of all people aged 20–64 years, compared with 0.8 per cent of the Indigenous population in the same age group (figure 5.13).

**Figure 5.13 VET participation in diploma and above, by target age group and Indigenous status, 2008<sup>a, b, c, d</sup>**



**a** Data are for government recurrent funded VET students. **b** Data are for the highest level qualification attempted by a student in a reporting year. **c** Course levels denoted as 'Diploma and above' are included in the group of courses denoted as at 'Certificate III and above'. **d** The Indigenous participation rate is the number of Indigenous students as a percentage of the experimental estimates of Indigenous people for 30 June 2008 (ABS 2009 Cat. no. 3201.0 series B). The 'all students' participation rate is the number of students as a percentage of the estimated resident population as at 30 June 2008.

Source: NCVET (unpublished) National VET provider collection; ABS (2009) *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0; ABS (2009) *Experimental Estimates and Projections, Aboriginal and Torres Strait Islanders*, Cat. no. 3238.0; table 5A.18.

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## *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 addressed four areas that could improve the comparability of efficiency indicators: superannuation; depreciation; user cost of capital; and payroll tax (see chapter 2) across jurisdictions. In VET, the user cost of capital is not included in estimates of recurrent expenditure, although it is reported separately as the 'cost of capital per annual hour' (box 5.10) and, 'cost of capital per load pass' (box 5.11). To promote accuracy and comparability of reported efficiency measures some adjustments are made to improve the data (box 5.7).

### **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 2004-07 are adjusted to real dollars (2008 dollars) using the gross domestic product (GDP) chain price index (table 5A.92).

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.

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**Box 5.7 (Continued)**

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.

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.

Source: DEEWR (2009)

### *Government recurrent expenditure per annual hour and per load pass*

‘Government recurrent expenditure per annual hour’ is an indicator of governments’ objective to provide VET services in an efficient manner. Recurrent cost per annual hour of training measures the average cost of producing a training output of the VET system (a unit cost) (box 5.8).

**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 can indicate efficient delivery of VET services.

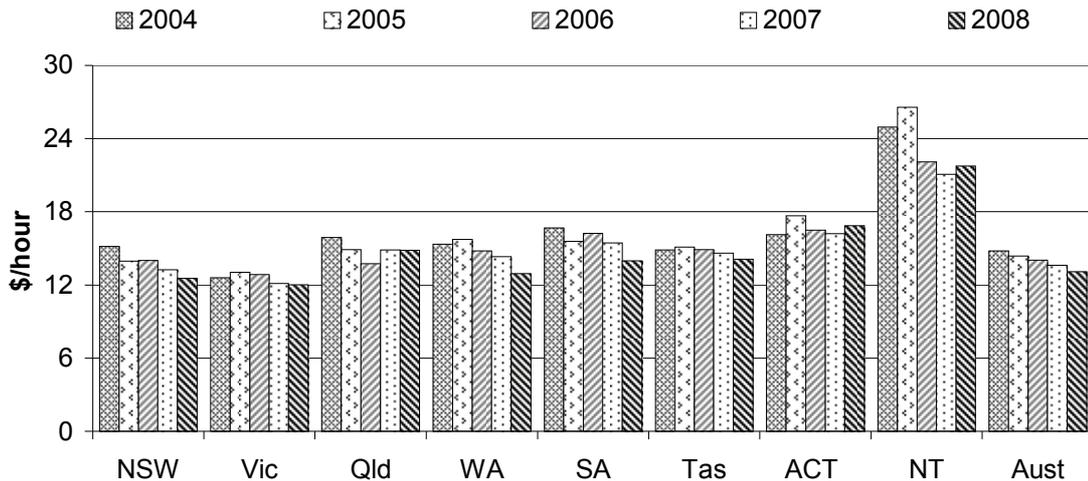
Government recurrent expenditure per annual hour needs to be interpreted carefully because low unit costs do not necessarily reflect a lessening of quality. The factors that have the greatest impact on efficiency include:

- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member and differences in the length of training programs
- differences across jurisdictions, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Data reported for this indicator are comparable.

Government real recurrent expenditure per annual hour of government funded VET programs in 2008 was \$13.10 nationally. This decreased from \$14.80 in 2004 (figure 5.14).

Figure 5.14 **Government real recurrent expenditure per annual hour (2008 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 2008 dollars using the GDP chain price index (table 5A.92).

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.19.

‘Government recurrent expenditure per load pass’ is an indicator of governments’ objective to provide VET services in an efficient manner. It is the cost to government of each successfully completed VET module or unit of competency (that is, the cost per successfully achieved output) (box 5.9).

### 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 can indicate efficient delivery of VET services per successfully completed load pass hour.

The factors that have the greatest impact on efficiency include:

- training related factors, such as class sizes, teaching salaries, teaching hours per full time equivalent staff member, and differences in the length of training programs
- differences across jurisdictions, including socio-demographic composition, administrative scale, and dispersion and scale of service delivery
- VET policies and practices, including the level of fees and charges paid by students.

Data reported for this indicator are comparable.

Government real expenditure per load pass hour of government funded VET programs in 2008 was \$16.70 nationally. This decreased from \$20.08 in 2004 (figure 5.15).

Figure 5.15 Government real recurrent expenditure per hour of publicly funded load pass (2008 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 2008 dollars using the GDP chain price index (table 5A.92).

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.20.

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### *Cost of capital per annual hour and per load pass*

‘Cost of capital per annual hour’ is an indicator of governments’ objective to provide VET services in an efficient manner. 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 other 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 can 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) can 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 2008 was \$2.34. The largest components of cost of capital per annual hour were building costs (\$1.60) followed by land costs (\$0.57) (figure 5.16).

**Figure 5.16 Cost of capital per annual hour, 2008<sup>a, b</sup>**

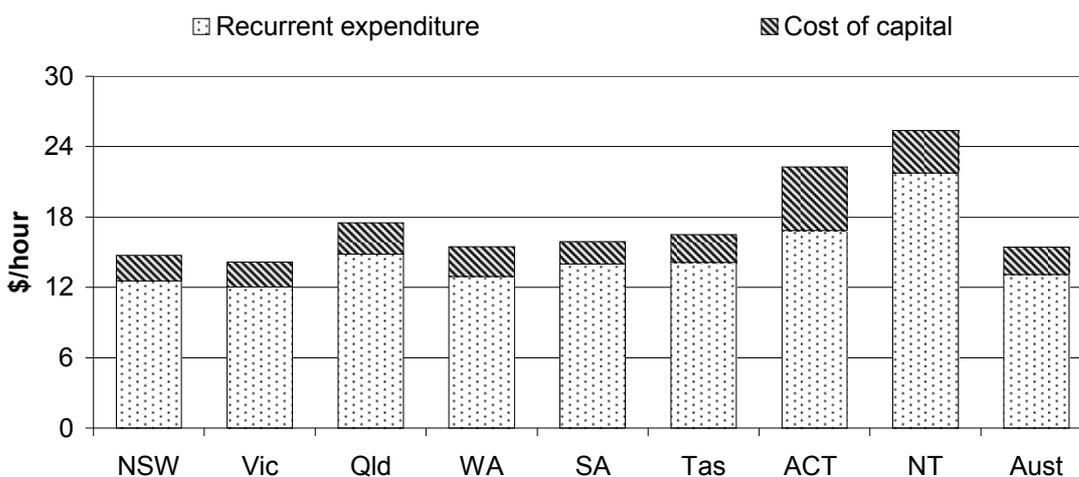


<sup>a</sup> 'All other cost of capital' includes plant, equipment, motor vehicles and other capital. <sup>b</sup> The asset valuation method used by the ACT changed in 2008. See table 5A.21 for further information.

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.21.

The total cost of VET service delivery includes both the cost of capital and recurrent costs. Nationally, the total cost to government of funding VET per annual hour in 2008 was \$15.44, comprising \$2.34 in capital costs and \$13.10 in other recurrent costs (figure 5.17). 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 5.17 Total government VET costs per annual hour, 2008<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 buildings, land, plant, equipment, motor vehicles and other capital.

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.22.

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‘Cost of capital per load pass’ is an indicator of governments’ objective to provide VET services in an efficient manner. 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.

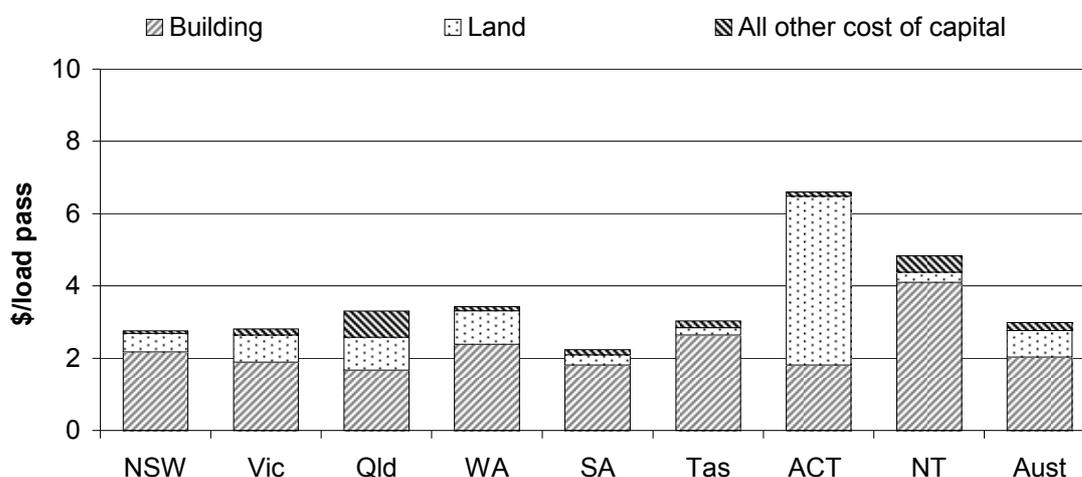
Lower total costs per load pass hour can reflect higher efficiency in the delivery of VET services.

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 2008, the cost of capital per load pass hour was \$2.99 nationally, the largest components were building (\$2.04) and land (\$0.73) costs (figure 5.18).

**Figure 5.18 Cost of capital per hour of publicly funded load pass, 2008<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> 'All other cost of capital' includes plant, equipment, motor vehicles and other capital.

Source: NCVET (unpublished) National financial and VET provider collections; table 5A.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). The objectives for VET services are to achieve a range of outcomes for students and employers (box 5.3). A range of indicators relating to student and employer outcomes have been identified.

### *Student outcomes*

The annual 'Student Outcomes Survey' conducted by the NCVET identifies training outcomes for students who graduated with a qualification from a course (graduates) and students who successfully completed some training below the level of full qualification and who were no longer engaged in training when the survey was undertaken (module completers). The students must have been undertaking activity within the VET system in Australia in the previous year (box 5.12).

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### **Box 5.12 Student Outcomes Survey**

The data collected about graduates and module completers describes their general characteristics, fields of study, employment outcomes, occupations, industries of employment, satisfaction with their course of study, and further study outcomes.

The survey collects the opinions of a sample of VET students, so the results are estimates of the opinions of the total VET student population. The sample is randomly selected and stratified for graduates and module completers by TAFE institute, field of study, gender and age. Responses are weighted to population benchmarks to minimise non-response bias.

The precision of survey estimates depends on the sample size and the distribution of sample responses. Consequently, jurisdictional comparisons need to be made with care. To assist with making comparisons across jurisdictions, error bars representing the 95 per cent confidence intervals associated with each point estimate are presented in the survey figures. These confidence intervals can be used to test whether the estimates are statistically different across jurisdictions. When comparing the estimates, if the confidence intervals for the jurisdictions do not overlap, then the estimates are statistically significantly different (at the 95 per cent confidence level). Confidence intervals are also included in the associated attachment tables.

In the 2005 survey year, the Student Outcomes Survey underwent a broadening in scope. While the survey in the past was limited to TAFE students, the expanded survey yields data on all VET providers, capturing government funded students (TAFE, private and community education providers) as well as those training on a fee-for-service basis (TAFE and some private and community education providers).

Additional data relating to all VET providers are 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 (2008) Australian Vocational Education and Training Statistics: Student Outcomes 2008, Adelaide; DEEWR (2009).*

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### *Student employment and further study outcomes*

‘Student employment and further study outcomes’ is an indicator of governments’ objective for the VET system to meet individual students’ objectives. It reports on the benefits students gained from the VET system. These benefits include employment, improved employment circumstances, a pathway for further study/training, and personal development (box 5.13).

#### **Box 5.13 Student employment and further study outcomes**

‘Student employment and further study outcomes’ is defined by five measures:

- the proportion of graduates who were employed and/or continued on to further study after completing their course
- the employment rate after participating in VET for students who were unemployed before the course
- the proportion of graduates employed after completing their course who were employed before the course
- the proportion of graduates who improved their employment circumstances after completing their 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 were employed after completing their course, 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. The proportion of students who improved their employment outcomes or were engaged in further study can overlap, since students may realise the two outcomes simultaneously.

Comparison of labour market outcomes must also account for the general economic conditions in each jurisdiction (see appendix A).

Data reported for this indicator are comparable.

*Student employment and further study outcomes —The proportion of graduates who were employed and/or continued on to further study after completing their course*

Nationally, 88.5 per cent of TAFE graduates surveyed indicated that they were either in employment and/or pursuing further study after completing a VET course in 2008 — compared with 85.7 per cent in 2004. Of all TAFE graduates in 2008, 78.2 per cent said they were in employment while 35.4 per cent continued on to further study (figure 5.19 and table 5A.24).

**Figure 5.19 Proportion of TAFE graduates in employment and/or who continued on to further study in 2008 after completing a course in 2007<sup>a, b</sup>**



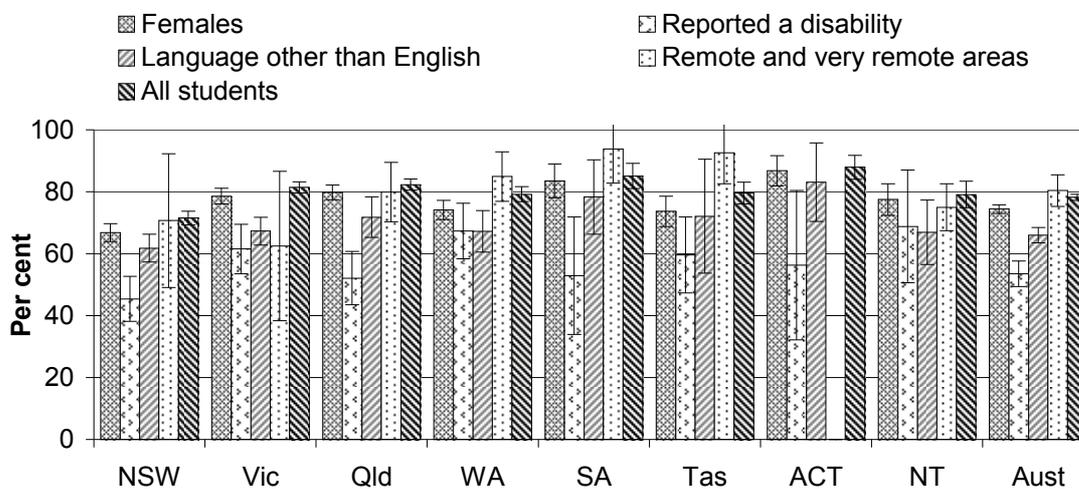
<sup>a</sup> Graduates 'employed after training' and graduates 'in further study after training' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. <sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.24.

The proportion of graduates by target groups who were in employment after completing their course (figure 5.20) or continued onto further study (figure 5.21) can also indicate the equity of outcomes for these groups. Indigenous student outcomes are reported in a separate indicator.

Nationally, 80.4 per cent of TAFE graduates from remote and very remote areas, 74.4 per cent of female graduates, 66.0 per cent of graduates who spoke a language other than English at home, and 53.5 per cent of graduates with a disability were employed in 2008 after completing a course in 2007, compared with 78.2 per cent of all TAFE graduates (figure 5.20). Further information for target groups and geolocation disaggregations are reported in tables 5A.24–31 for 2004–08.

**Figure 5.20 Proportion of TAFE graduates in employment after completing a course, by target groups, 2008<sup>a, b, c</sup>**

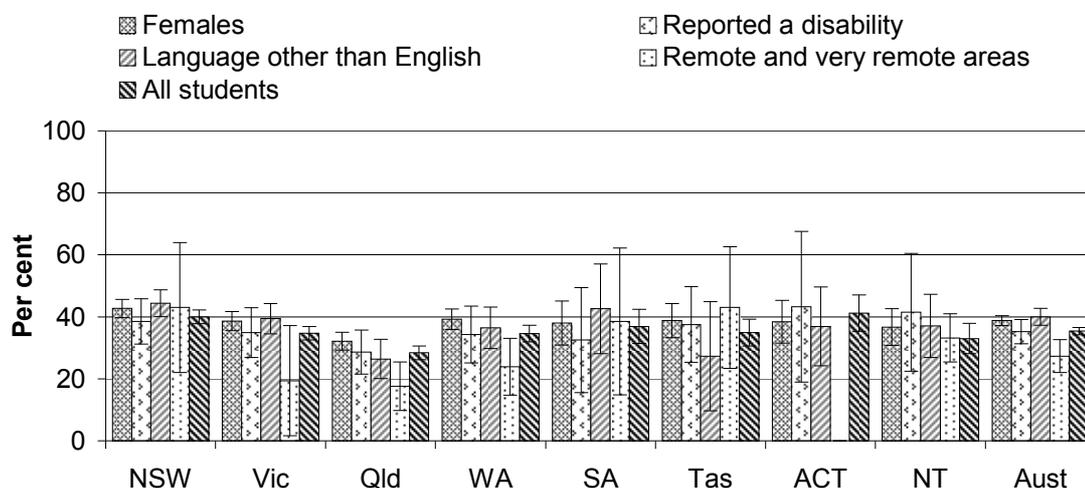


<sup>a</sup> Students reported as having disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>b</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in Victoria. <sup>c</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVER (unpublished) *Student Outcomes Survey*; tables 5A.24–25 and 5A.29–31.

Nationally, in 2008, a higher proportion of students speaking a language other than English at home (40.0 per cent) and female students (38.8 per cent) continued on to further study after completing a course, compared to all TAFE students (35.4 per cent), students with a disability (35.2 per cent) and students from remote and very remote areas (27.3 per cent) (figure 5.21).

**Figure 5.21 Proportion of TAFE graduates who continued on to further study after completing a course, by target groups, 2008<sup>a, b, c</sup>**

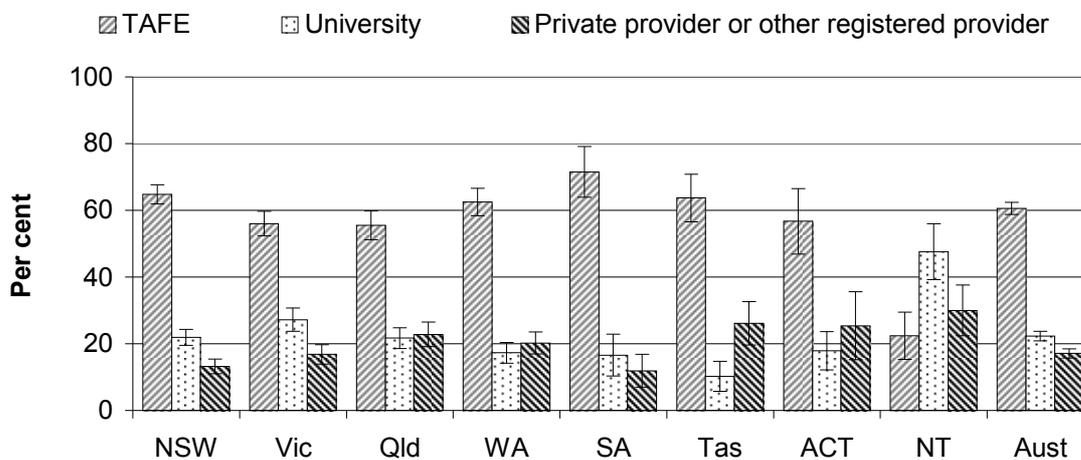


<sup>a</sup> Students reported as having disability are defined as those who self-identify that they have a disability, impairment or long-term condition. Disabilities include hearing/deaf, physical, intellectual, learning, mental illness, acquired brain impairment, vision, medical condition and other unspecified disabilities. <sup>b</sup> There are no very remote areas in Victoria and no remote or very remote areas in the ACT. The remote data for Victoria are for students from remote areas throughout Australia studying in Victoria. <sup>c</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. The Victoria and SA remote areas estimates, the Tasmania language other than English estimate and the ACT reported disability estimate, have relative standard errors greater than 25 per cent and need to be used with caution.

Source: NCVER (unpublished) *Student Outcomes Survey*, tables 5A. 24–25 and 5A.29–31.

Of those TAFE graduates who continued on to further study, 60.6 per cent pursued their further study within the TAFE system, while 22.3 per cent went on to further study at universities and 17.1 per cent went on to further study at private providers or other registered providers (figure 5.22).

**Figure 5.22 TAFE graduates who continued on to further study after completing a course, by type of institution, 2008<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 (unpublished) *Student Outcomes Survey*; table 5A.24.

*Student employment and further study outcomes — The employment rate after participating in VET for students who were unemployed before the course*

Nationally, of the TAFE graduates surveyed in 2008 who were unemployed before the course, 51.7 per cent indicated they were employed after the course, 39.9 per cent were unemployed and 7.9 per cent were not in the labour force (figure 5.23).

Figure 5.23 Labour force status after the course of TAFE graduates who were unemployed before the course, 2008<sup>a</sup>



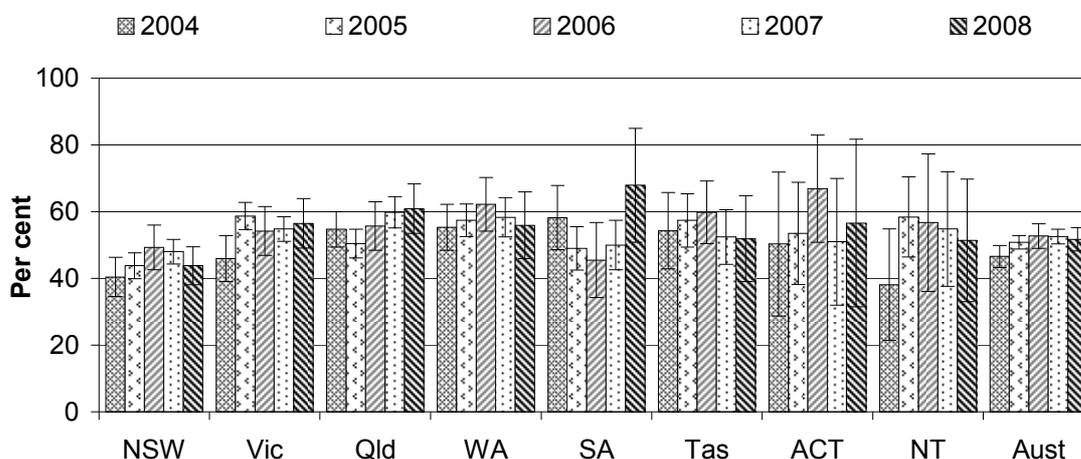
NFI = No further information

<sup>a</sup> The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.32. The not in the labour force estimates for WA and Tasmania and the unemployed estimates for SA and the ACT have relative standard errors greater than 25 per cent and need to be used with caution. The not in the labour force data for SA, the ACT and the NT are not published due to 5 or fewer responses.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.32.

Between 2004 and 2008, the proportion of TAFE graduates who were unemployed before the course and who became employed after the course increased by 5.1 percentage points (from 46.6 to 51.7 per cent) (figure 5.24).

**Figure 5.24 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 (unpublished) *Student Outcomes Survey*; table 5A.32.

*Student employment and further study outcomes — The proportion of graduates employed after completing their course who were employed before the course*

Nationally, of the TAFE graduates surveyed in 2008 who were employed after completing their course, 82.5 per cent indicated they were employed before the course, 8.1 per cent were unemployed before the course, and 9.1 per cent were not in the labour force. The proportion of TAFE graduates employed after completing their course who were employed before the course was similar across jurisdictions (figure 5.25).

**Figure 5.25 Labour force status before the course of TAFE graduates who were employed after the course, 2008<sup>a</sup>**



NFI = No further information.

<sup>a</sup> The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.35. The unemployed estimates for the ACT and NT and the not in the labour force estimate for the ACT, have relative standard errors greater than 25 per cent and need to be used with caution.

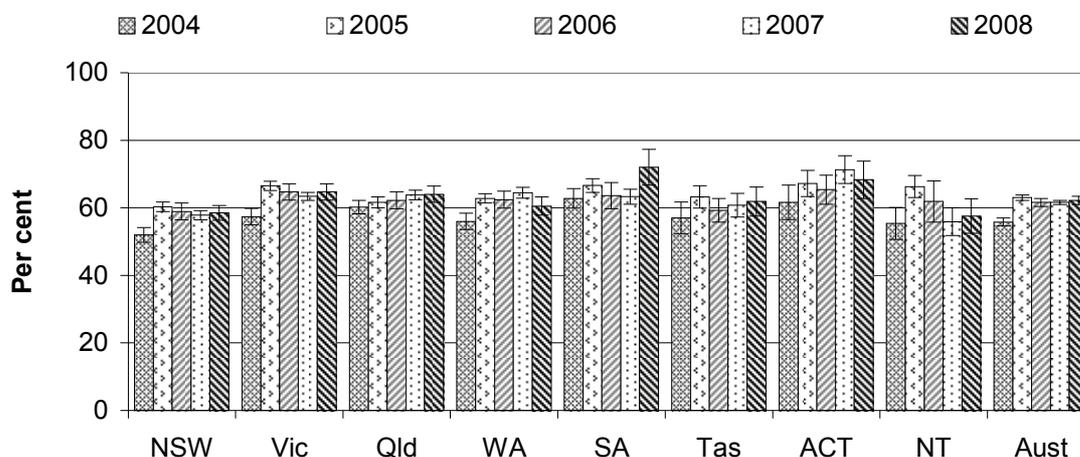
Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.35.

Table 5A.34 and tables 5A.36-39 provide additional background information on the proportion of graduates employed after their course by their previous employment status.

*Student employment and further study outcomes — The proportion of graduates who improved their employment circumstances after completing their training*

Nationally, 62.2 per cent of all TAFE graduates in 2008 indicated they had improved their employment circumstances after completing their course, an increase of 6.7 percentage points from 2004 (55.8 per cent) (figure 5.26).

**Figure 5.26 TAFE graduates who improved their employment circumstances after training, 2008<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 (unpublished) *Student Outcomes Survey*; table 5A.42.

TAFE graduates nationally in 2008 indicated that:

- the employment status of 13.7 per cent of them changed from not employed before training to employed after training
- 14.1 per cent were employed at a higher skill level after training
- 57.7 per cent received a work-related benefit after completing their training (table 5A.45).

Table 5A.43 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 (41.9 per cent).

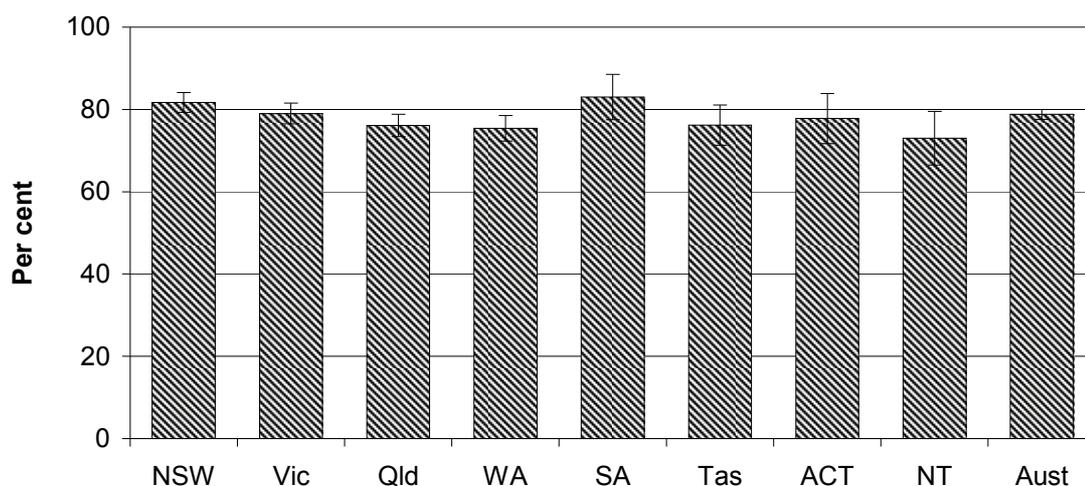
Nationally in 2008, 64.5 per cent of TAFE graduates from the least disadvantaged socio-economic background (Socio-Economic Indexes for Areas [SEIFA] Index of Relative Socioeconomic Disadvantage [IRSD] quintile 5) reported improved employment circumstances, compared with 57.3 per cent from the most disadvantaged (SEIFA IRSD quintile 1) (table 5A.47). Information on improved employment circumstances for Indigenous TAFE graduates is provided separately in the section on Indigenous outcomes.

Tables 5A.44, 5A.46, 5A.48 and 5A.49 provide additional background information on the percentage of graduates who improved their employment circumstances after completing their training.

*Student employment and further study outcomes — The proportion of graduates who undertook their course for employment-related reasons and were employed after completing their course, who reported at least one work-related benefit from completing the course*

Nationally in 2008, of the TAFE graduates who were employed after their training and undertook their course for employment related reasons, 78.8 per cent indicated they had gained at least one work-related benefit from completing the course (figure 5.27).

**Figure 5.27 TAFE graduates who undertook their course for employment-related reasons and who received at least one work-related benefit from completing the course, 2008<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 (unpublished) *Student Outcomes Survey*; table 5A.41.

Individual graduates could receive more than one benefit. The benefits reported by graduates included:

- obtained a job (33.9 per cent)
- achieved an increase in earnings (30.2 per cent)
- achieved a promotion or an increased status at work (26.7 per cent)
- a change of job or new job (18.2 per cent)
- gaining the ability to start their own business (7.8 per cent) (table 5A.41).

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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 the five year time series from 2004 to 2008) is available in attachment tables 5A.33 and 5A.40.

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

### *Student achievement in VET*

‘Student achievement in VET’ is an indicator of governments’ objective for students to achieve success in VET (box 5.14).

#### **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.

Data are provided for 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). Achievement by VET target groups can also indicate the equity of outcomes for these groups. Indigenous student outcomes are reported in a separate indicator (box 5.17).

‘Load pass rate’ is a measure of students’ success, which has an impact on a student’s attainment of skills. High ‘load pass rates’ and ‘number of students who commenced and completed’ indicate that student achievement is high, which is desirable. The rates for target groups, relative to those for the general student population, indicate whether students from target groups are as successful as other students.

(Continued next page)

**Box 5.14 (continued)**

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

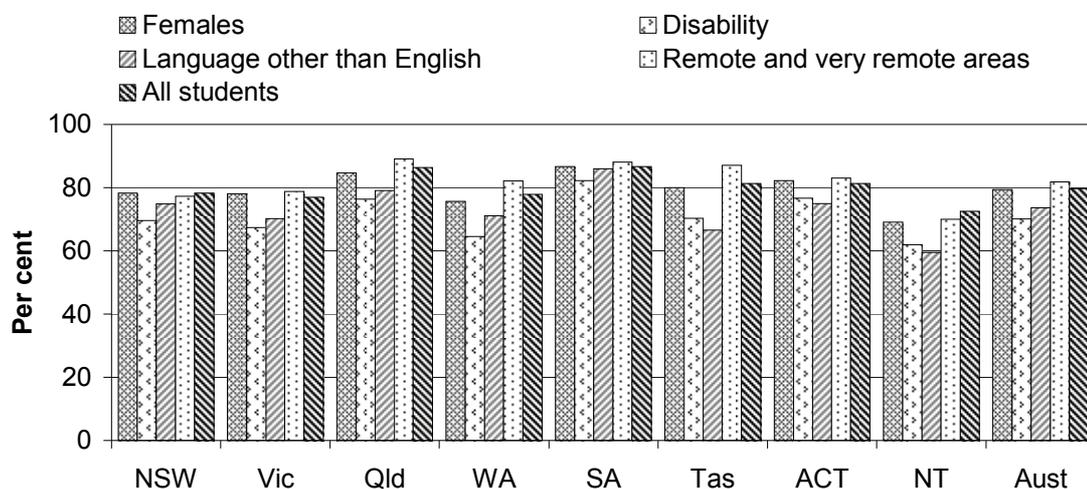
Reporting on the ‘number of students who commenced and completed’, expressed as a proportion of all course commencing enrolments in that year is dependent on the capacity to track individual students over more than one calendar year. Data were not available for the 2010 Report.

Data reported for this indicator are comparable.

*Student achievement in VET — Load pass rate*

In 2008, the ‘load pass rate’ for all government funded students was 79.7 per cent, similar to load pass rates for female students (79.4 per cent) and students from remote and very remote areas (81.8 per cent). The load pass rates for students reporting a disability (70.1 per cent) and students speaking a language other than English at home (73.6 per cent) were lower than for all students (figure 5.28).

**Figure 5.28 Load pass rates, by target groups, 2008<sup>a, b, c, d</sup>**



<sup>a</sup> Data are for government recurrent funded hours. <sup>b</sup> People with a disability are defined as those who self-identify on enrolment forms that they have a disability, impairment or long-term condition. Not all students respond to the relevant question on the enrolment form. <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. There are no major cities in Tasmania. There are no outer regional areas, remote or very remote areas in the ACT. There are no major cities or regional areas in the NT. Data for these geolocation disaggregations are for students from these areas throughout Australia studying in Victoria, Tasmania, the ACT or the NT.

Source: NCVET (unpublished) National VET provider collection; tables 5A.50–53.

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Nationally, between 2004 and 2008, the load pass rates increased for:

- female students by 1.6 percentage points (from 77.8 to 79.4 per cent) (table 5A.50)
- students from remote and very remote areas by 4.9 percentage points (from 76.9 to 81.8 per cent) (table 5A.51)
- students with a disability by 1.0 percentage points (from 69.1 per cent to 70.1 per cent) (table 5A.52)
- students speaking a language other than English at home by 2.3 percentage points (from 71.3 to 73.6 per cent) (table 5A.53)
- all students by 2.2 percentage points (from 77.5 to 79.7) (table 5A.50).

*Student achievement in VET — Number of students who commenced and completed*

Data for this measure were not available for the 2010 Report.

*Student satisfaction with VET*

‘Student satisfaction with VET’ is an indicator of governments’ objective of enabling students’ satisfaction with their training program (box 5.15).

#### **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.

Satisfaction with VET 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) can also indicate the equity of outcomes for these groups. Indigenous student outcomes are reported in a separate indicator (box 5.17).

(Continued next page)

**Box 5.15 (continued)**

A high or increasing percentage of perceived satisfaction is desirable. The proportion of graduates who achieve their training objectives varies according to their objectives —employment related, further study and/or developmental — so it is useful to distinguish amongst types of student objectives.

Data reported for this indicator are comparable.

*Student satisfaction with VET — Students who achieve their main reason for doing a course*

In 2008, 86.7 per cent of TAFE graduates surveyed nationally indicated that their course helped (73.9 per cent) or partly helped (12.8 per cent) them achieve their main reason for doing the course — slightly higher than the 80.7 per cent total reported in 2004. Of those graduates surveyed in 2008, 4.5 per cent indicated their course did not help them achieve the main reason they did the course, compared with 8.0 per cent in 2004 (table 5A.54, figure 5.29).

**Figure 5.29 Proportion of TAFE graduates who achieved their main reason for doing the course, 2008<sup>a</sup>**



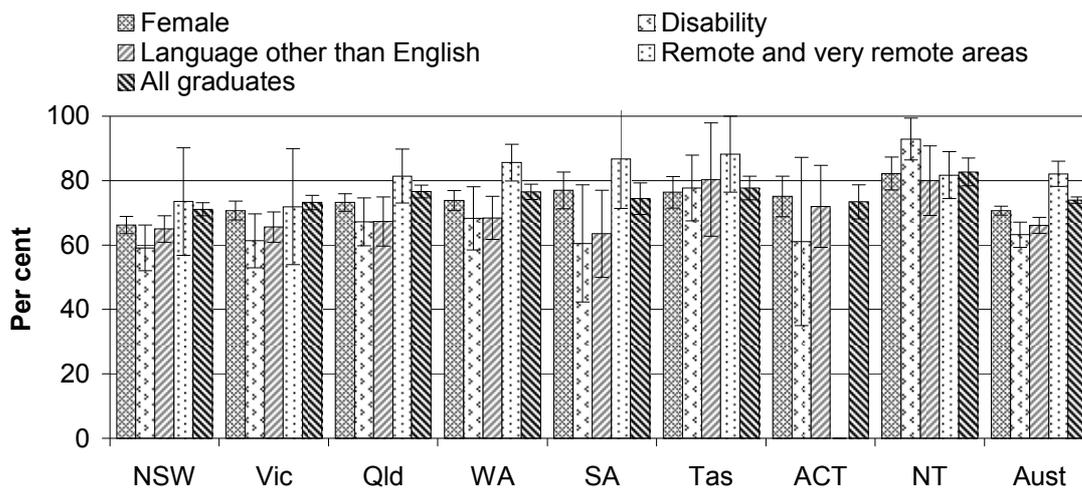
<sup>a</sup> The 95 per cent confidence intervals for the percentage estimates are reported in table 5A.54. The SA, ACT and NT 'did not help achieve main reason' estimates, and the NT 'do not know yet' estimate, have relative standard errors greater than 25 per cent and need to be used with caution.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.54.

Nationally in 2008, of the target groups, students from remote and very remote areas were the most likely to indicate that the course helped them achieve their main reason for doing the course (82.1 per cent), while graduates reporting a disability

were the least likely to do so (63.2 per cent). Of all TAFE graduates surveyed, 73.9 per cent indicated that the course helped them achieve their main reason for doing the course (figure 5.30).

**Figure 5.30 Proportion of TAFE graduates who achieved their main reason for doing the course, by target groups, 2008<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.

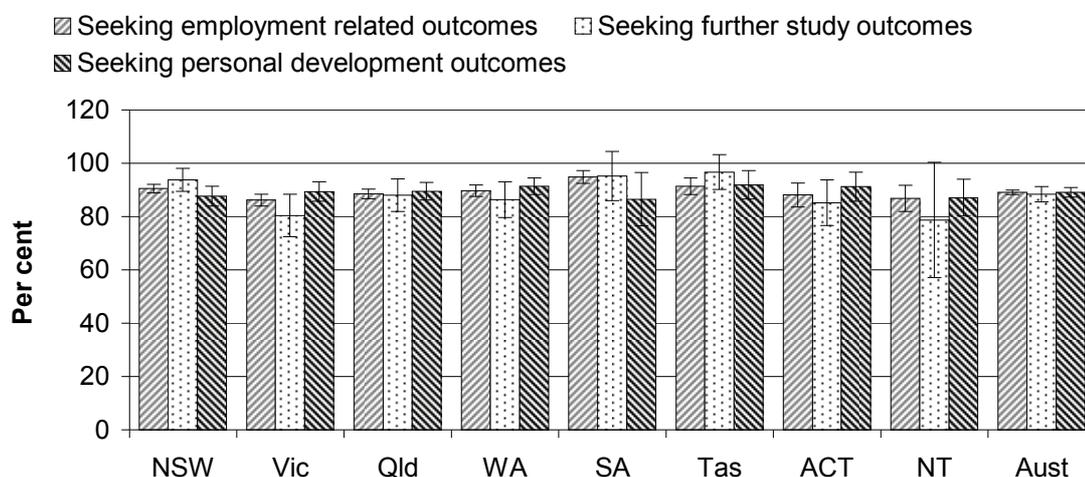
Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A.54–55 and 5A.59–61.

Tables 5A.56–58 provide additional information on whether the course helped graduates from major cities, inner regional areas and outer regional areas achieve their main reason for undertaking training.

### *Student satisfaction with VET — Students who were satisfied with the quality of their completed training*

In 2008, 89.1 per cent of TAFE graduates surveyed nationally indicated that they were satisfied with the quality of their completed training (table 5A.62). The satisfaction levels across students undertaking training with different objectives were similar — students seeking employment related outcomes (89.1 per cent), seeking further study outcomes (88.4 per cent) and seeking personal development outcomes (89.1 per cent) (figure 5.31).

Figure 5.31 **Proportion of TAFE graduates who were satisfied with the quality of their completed course, by purpose of study, 2008<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.

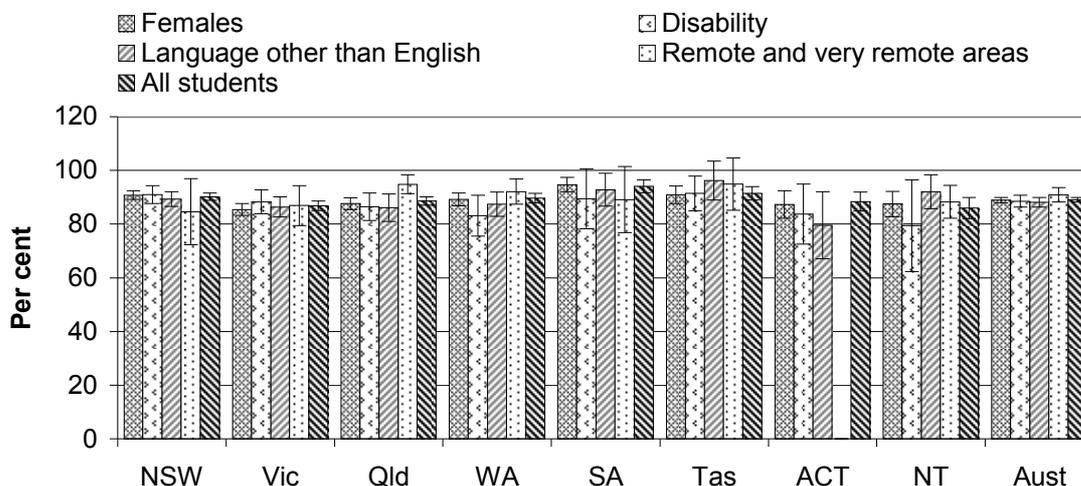
Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.62.

The satisfaction level across target groups were also similar to all TAFE graduates (89.1 per cent) :

- female graduates (88.9 per cent)
- graduates speaking a language other than English at home (88.1 per cent)
- graduates reporting a disability (88.5 per cent)
- graduates from remote and very remote areas (90.9 per cent) (figure 5.32).

A further disaggregation of graduates by target groups and graduates by ARIA geographical classifications, by the purpose of study, can be found in attachment tables 5A.63–69.

**Figure 5.32 Proportion of TAFE graduates who were satisfied with the quality of their completed course, by target groups, 2008<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.

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A.62–63 and 5A.67–69.

### *Skill profile*

‘Skill profile’ is an indicator of governments’ objective to create and maintain a national pool of skilled Australian workers that is sufficient to support internationally competitive commerce and industry. It measures the stock of VET skills held by Australians (box 5.16).

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### Box 5.16 Skill profile

'Skill profile' is yet to be defined.

There are currently no indicators for 'skill profile', and in the interim 'skill outputs from VET' are reported as a proxy.

'Skill outputs from VET' is defined by four measures of students' skill outputs from the VET system in a given year:

- 'Qualifications completed' is defined as the number of qualifications completed each year by both government and non-government funded students in VET, where a qualification is a certification to a person on successful completion of a course in recognition of having achieved particular knowledge, skills or competencies.
- '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 2007 were counted in 2009.

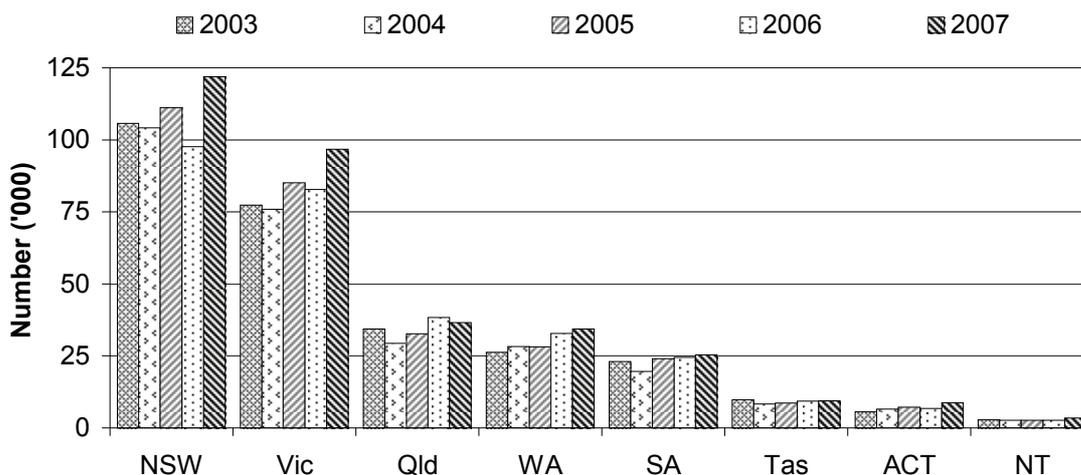
- Data reported for this indicator are not directly comparable.

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.

## Skill outputs from VET — Qualifications completed

Nationally, approximately 336 400 VET qualifications were completed in 2007 (table 5A.70). The number of qualifications completed includes both government and non-government funded VET students (figure 5.33).

Figure 5.33 **Qualifications completed, all graduates**<sup>a, b, c</sup>

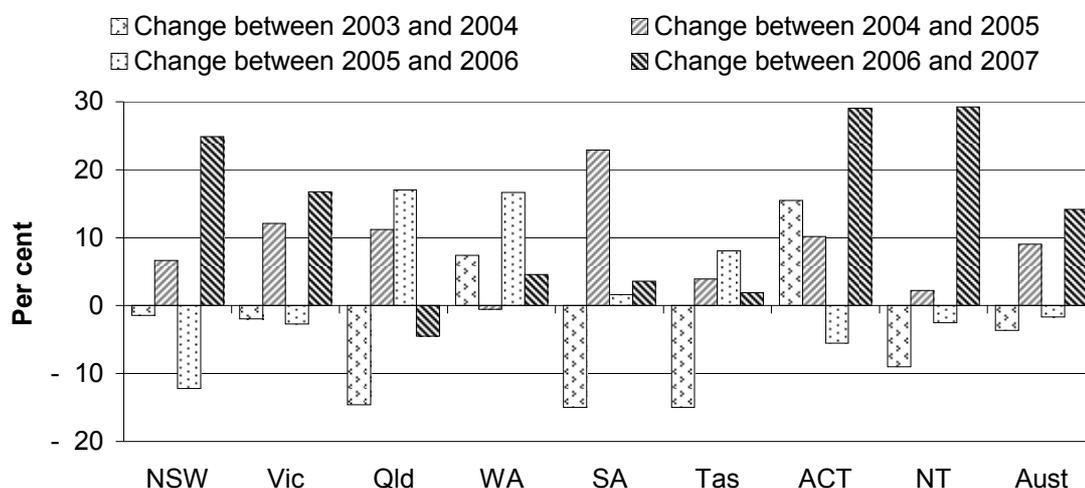


<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> SA data include VET in schools which has been assessed by TAFE.

Source: NCVET (unpublished) National VET provider collection; table 5A.70.

Nationally, the number of qualifications completed increased by 14.2 per cent between 2006 and 2007 after having decreased by 1.7 per cent between 2005 and 2006 (figure 5.34). Overall, VET qualifications increased by 17.9 per cent between 2003 and 2007 (table 5A.70).

Figure 5.34 **Qualifications completed, by change from previous year, all graduates<sup>a, b, c</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> SA data includes VET in Schools which has been assessed by TAFE.

Source: NCVET (unpublished) National VET provider collection; table 5A.70.

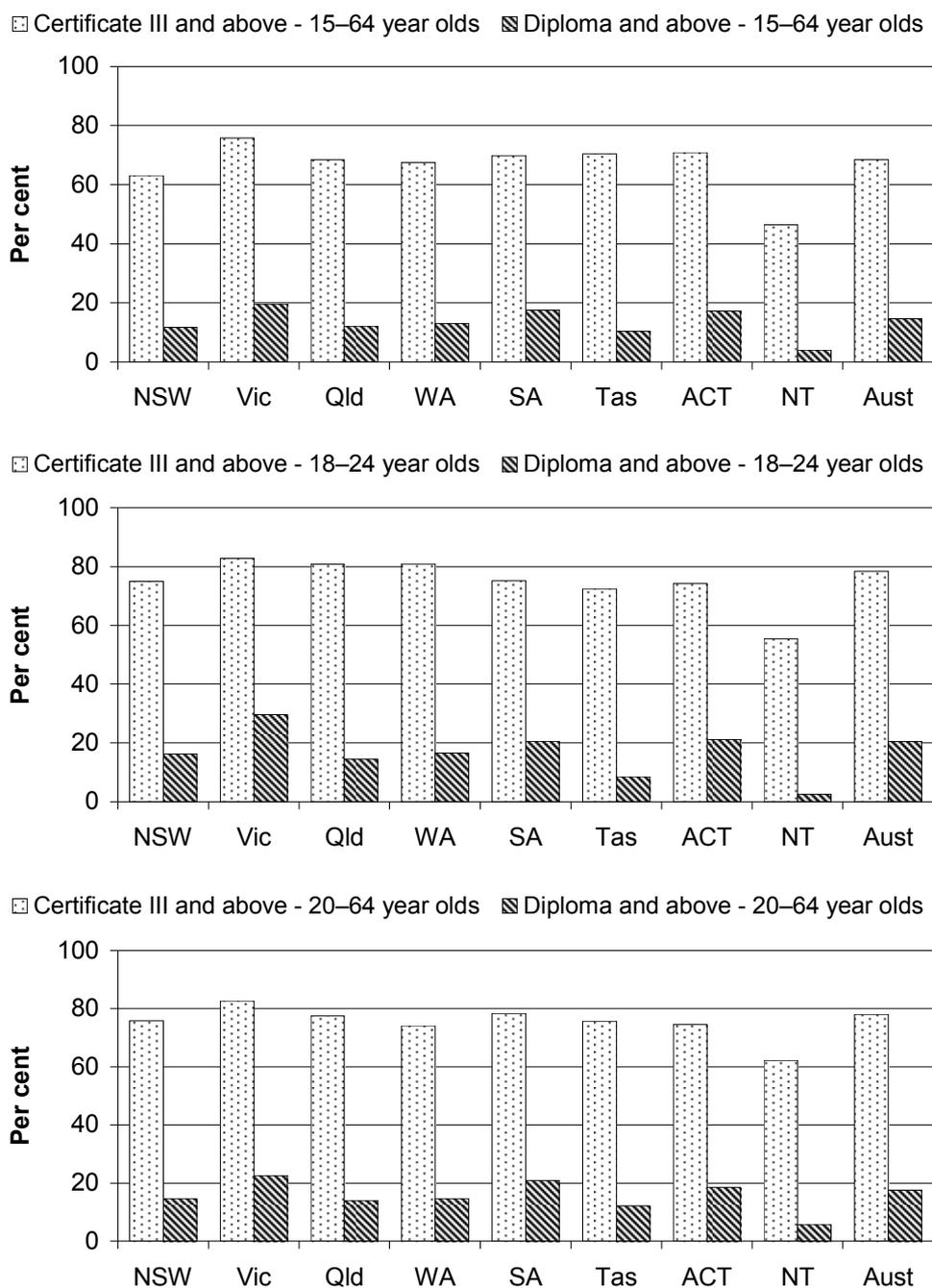
Amongst the VET target groups, between 2003 and 2007 the number of qualifications completed nationally increased by:

- 15.8 per cent for female students (table 5A.70)
- 21.7 per cent for students with a disability (table 5A.72)
- 36.1 per cent for students speaking a language other than English at home (table 5A.73)
- 11.5 per cent for students from remote and very remote areas (table 5A.71).

Indigenous student outcomes are reported in a separate indicator.

In 2007, 14.6 per cent of qualifications completed were at the diploma or advanced diploma level, 53.7 per cent at certificate level III or IV and 31.8 per cent at certificate level I or II or lower (table 5A.74). In 2007, 78.4 per cent of students aged 18–24 years completed qualifications at the certificate III level or higher, compared with 68.5 per cent of students aged 15–64 years (figure 5.35).

**Figure 5.35 Qualifications completed, by course level and target age group, 2007<sup>a, b, c</sup>**



<sup>a</sup> 'Course level' denotes the highest qualification attempted by a student in a reporting year. <sup>b</sup> Qualifications completed includes courses accredited or approved by a local State or Territory authority. Represents students eligible to be awarded a qualification. <sup>c</sup> Course levels denoted as 'Diploma and above' are included in the group of courses denoted as at 'Certificate III and above'.

Source: NCVET (unpublished) National VET provider collection; table 5A.75.

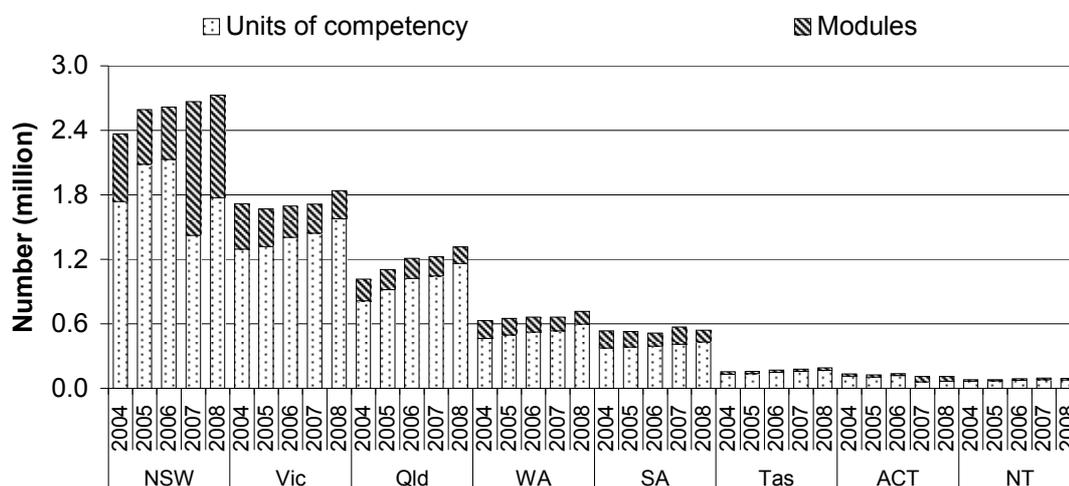
### Skill outputs from VET — Units of competency and modules completed

Due to changes in the AVETMIS reporting standard and the method of implementation of these changes by some training providers and jurisdictions, a large number of units of competency that the ACT and NSW reported in previous years were not reported in 2007. In addition, a large number of modules that would not have been reported in previous years were reported in 2007 by the ACT and NSW. As a result, reported units of competency significantly decreased and the number of modules significantly increased in 2007.

Nationally, students achieved 5.9 million units of competency in 2008, an increase from 5.0 million in 2004. This was a 17.2 per cent increase in units of competency achieved/passed over this period (table 5A.76).

Nationally, students achieved 1.7 million modules in 2008, an increase from 1.6 million modules in 2004. This was a 2.5 per cent increase in modules achieved/passed over this period (table 5A.80). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 5.36).

**Figure 5.36 Units of competency and modules achieved/passed, all students<sup>a, b</sup>**



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> SA data include VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2004–05 have been adjusted to include SA VET in Schools Assessment data.

Source: NCVET (unpublished) National VET provider collection; tables 5A.76 and 5A.80.

Figure 5.37 shows the annual changes in the number of units of competency achieved/passed since 2004, indicating that the national number of units of competency achieved/passed increased by 13.5 per cent from 2007 to 2008.

**Figure 5.37 Units of competency achieved/passed, by change from previous year<sup>a, b</sup>**



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> SA data includes VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2004-05 have been adjusted to include SA VET in Schools Assessment data.

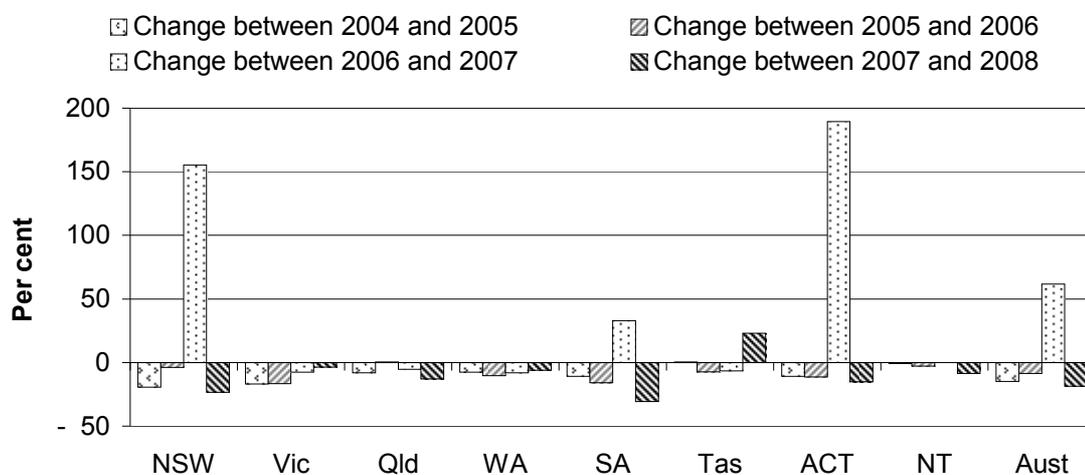
Source: NCVET (unpublished) National VET provider collection; table 5A.76.

Amongst the VET target groups, between 2004 and 2008 the number of units of competency achieved/passed nationally increased by:

- 9.6 per cent for female students, and 24.7 per cent for male students (table 5A.76)
- 21.5 per cent for students speaking a language other than English at home (table 5A.79)
- 25.0 per cent for students from remote and very remote areas (table 5A.77)
- 21.4 per cent for students reporting a disability (table 5A.78).

The number of modules achieved/passed by students nationally decreased annually from 2004 to 2006, then increased by 61.6 per cent from 2006 to 2007 and decreased by 18.7 per cent from 2007 to 2008 (figure 5.38).

Figure 5.38 Modules achieved/passed, by change from previous year<sup>a, b</sup>



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> SA data now include VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2004-05 have been adjusted to include SA VET in Schools Assessment data.

Source: NCVET (unpublished) National VET provider collection; table 5A.80.

Amongst the VET target groups, the number of modules achieved/passed nationally between 2004 and 2008 decreased for male students by 3.7 per cent (table 5A.80) and increased for other groups by:

- 10.6 per cent for female students (table 5A.80)
- 15.5 per cent for students who reported a disability (table 5A.82)
- 8.0 per cent for students from remote and very remote areas (table 5A.81)
- 36.9 per cent for students speaking a language other than English at home (table 5A.83).

### *Indigenous outcomes*

‘Indigenous outcomes’ is an indicator of governments’ objective to enable Indigenous people to 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 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 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 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 are desirable. The proportion of graduates who achieve their training objectives varies according to their objectives — employment related, further study and/or developmental — so it is useful to distinguish amongst types of student objective. High or increasing proportions of employment or further study outcomes after training are desirable.

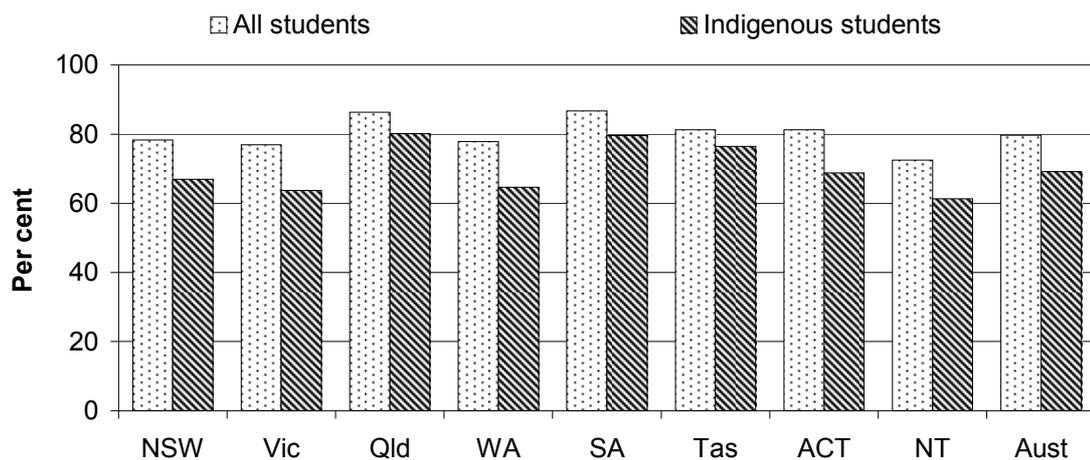
Reporting on students who commenced and completed is dependent on the capacity to track individual students over more than one calendar year and the data are not yet available. Qualifications completed in 2007 are counted in 2009.

Data reported for this indicator are not directly comparable.

*Indigenous students' achievement in VET*

In 2008, the national load pass rate for Indigenous government funded students (69.1 per cent) was lower than the national load pass rate for all government funded students (79.7 per cent) (figure 5.39).

**Figure 5.39 Indigenous students' load pass rate, 2008<sup>a</sup>**

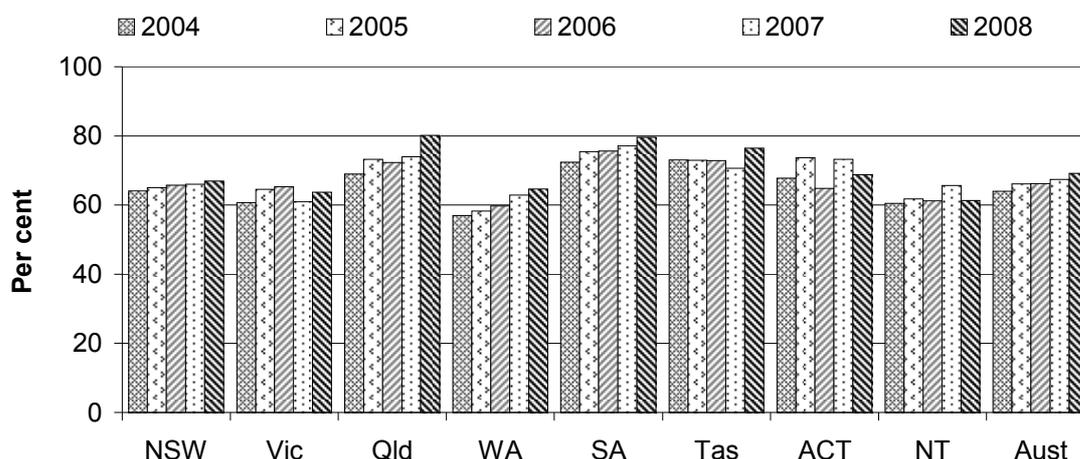


<sup>a</sup> Data are for government recurrent funded hours. See table 5A.84 for further information.

Source: NCVET (unpublished) National VET provider collection; table 5A.84.

Nationally, the load pass rate for Indigenous government funded students increased from 63.9 per cent in 2004 to 69.1 per cent in 2008 (figure 5.40).

**Figure 5.40 Indigenous students' load pass rate<sup>a</sup>**



<sup>a</sup> Data are for government recurrent funded hours. See table 5A.84 for further information.

Source: NCVET (unpublished) National VET provider collection; table 5A.84.

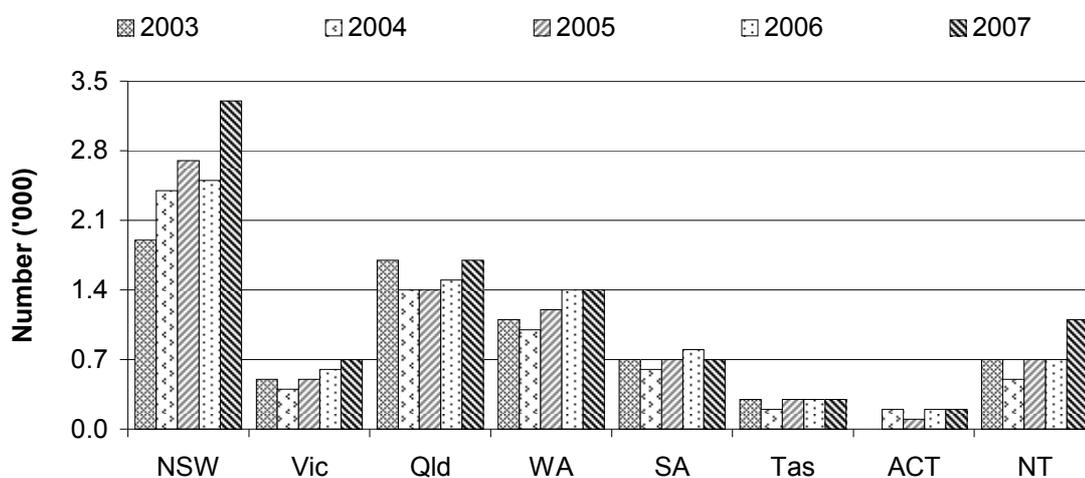
### *Indigenous students' skill outputs*

'Skill outputs of Indigenous students' measures 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 9400 VET qualifications in 2007, an increase of 17.5 per cent from 8000 in 2006. Indigenous students accounted for 2.7 per cent of all the qualifications completed in 2007 (table 5A.85). The number of qualifications completed by Indigenous students varied across jurisdictions (figure 5.41).

Figure 5.41 Qualifications completed by Indigenous students<sup>a, b, c</sup>

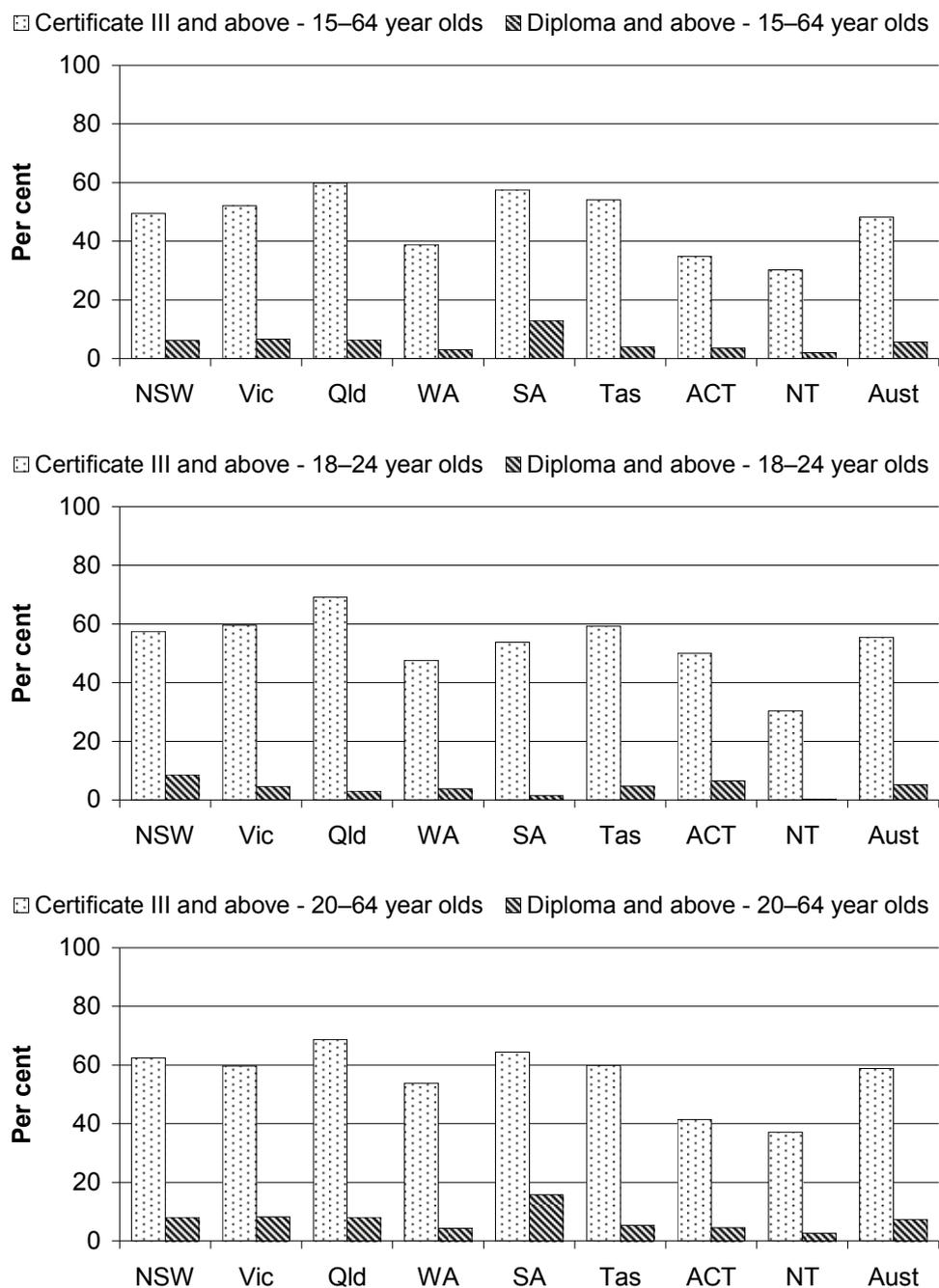


<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State or Territory authority, and represents students eligible to be awarded a qualification. <sup>b</sup> The number of qualifications completed includes both government funded and non-government funded VET students. <sup>c</sup> SA data now include VET in schools which has been assessed by TAFE.

Source: NCVET (unpublished) National VET provider collection; table 5A.85.

In 2007, 55.5 per cent of Indigenous VET students aged 18–24 years completed qualifications at the certificate III level or higher, compared with 48.2 per cent of Indigenous students aged 15–64 years. In the same year, 5.1 per cent of Indigenous VET students aged 18–24 years completed qualifications at diploma level or higher, compared with 5.6 per cent of Indigenous students aged 15–64 years (figure 5.42).

**Figure 5.42 Qualifications completed by Indigenous students, by course level and target age group, 2007<sup>a, b</sup>**



<sup>a</sup> Qualifications completed includes courses accredited or approved by a local State/Territory authority. Represents students eligible to be awarded a qualification. <sup>b</sup> Course levels denoted as 'Diploma and above' are included in the group of courses denoted as at 'Certificate III and above'.

Source: NCVET (unpublished) National VET provider collection; table 5A.75.

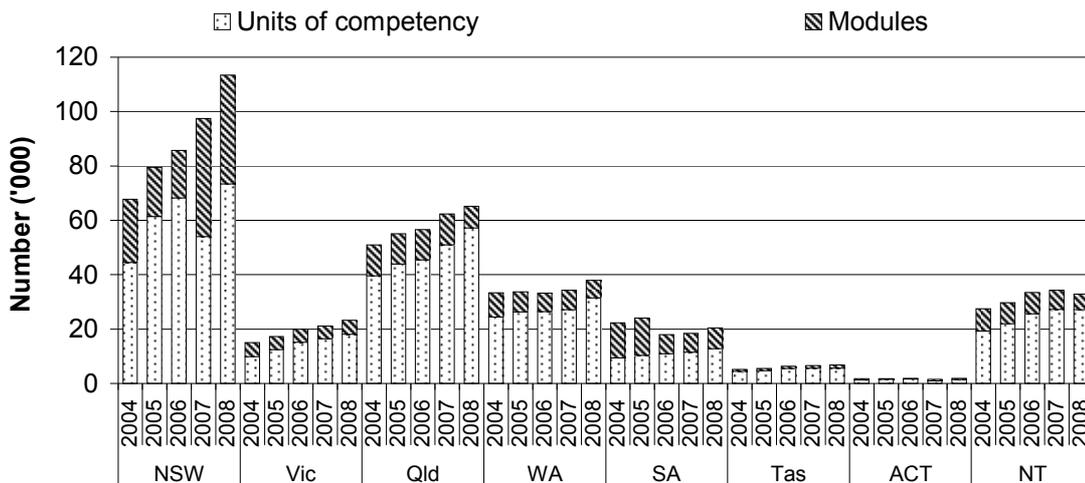
*Indigenous students' skill outputs, units of competency and modules completed*

Due to changes in the AVETMIS reporting standard and the method of implementation of these changes by some training providers and jurisdictions, a large number of Units of Competency that the ACT and NSW reported in previous years were not reported in 2007. In addition, a large number of modules that would not have been reported in previous years were reported in 2007 by the ACT and NSW. As a result, reported units of competency significantly decreased and the number of modules significantly increased in 2007.

Nationally, Indigenous government funded students achieved/passed 227 200 units of competency in 2008, an increase of 17.2 per cent from 193 800 units in 2007. Units of competency achieved/passed increased by 48.6 per cent from 2004 to 2008 (table 5A.86).

The VET sector is focussed on delivering nationally approved training package qualifications and units of competency as distinct from modules. Nationally, the number of modules achieved/passed by Indigenous government funded students decreased by 9.4 per cent from 82 200 in 2007 to 74 500 in 2008. The number of modules achieved/passed increased by 5.1 per cent from 2004 to 2008 (table 5A.86). The number of units of competency and number of modules achieved/passed varied across jurisdictions (figure 5.43).

**Figure 5.43 Units of competency and modules achieved/passed, by Indigenous students<sup>a, b</sup>**



<sup>a</sup> Data are for government recurrent funded VET students. <sup>b</sup> SA data now include VET in Schools which has been assessed by TAFE. To enable comparability of data, SA data for 2004–2005 have been adjusted to include SA VET in Schools Assessment data.

Source: NCVET (unpublished) National VET provider collection; table 5A.86.

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### *VET outcomes for Indigenous students*

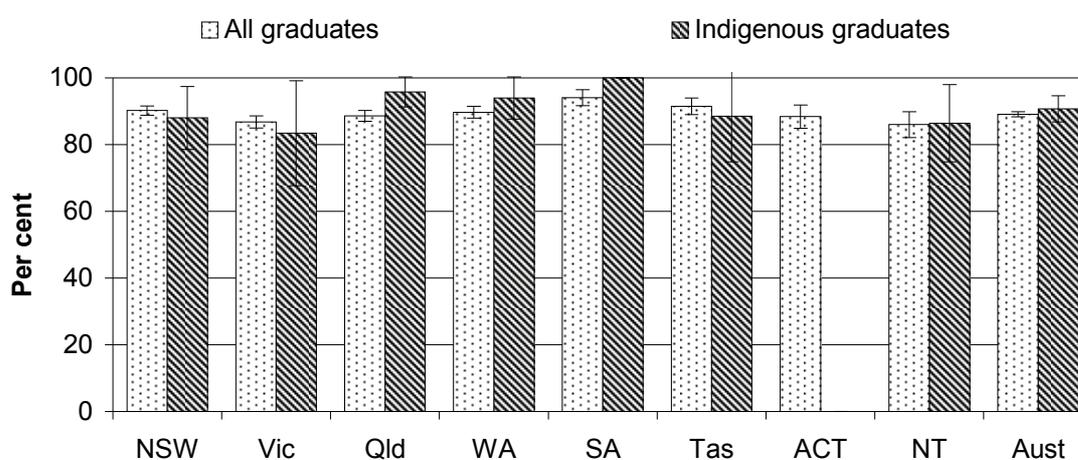
‘VET outcomes for Indigenous students’ measures Indigenous students’ satisfaction with VET and Indigenous employment and further study outcomes.

### *VET outcomes for Indigenous students — Satisfaction with VET*

‘Indigenous students’ satisfaction with VET’ measures the proportion of Indigenous graduates who indicated they were satisfied with the quality of their completed VET course.

Nationally, 90.7 per cent of Indigenous TAFE graduates surveyed in 2008 indicated that they were satisfied with the quality of their completed course, compared with 89.1 per cent for all TAFE graduates (figure 5.44).

**Figure 5.44 Proportion of TAFE graduates who were satisfied with the quality of their completed course, by Indigenous status, 2008<sup>a, b, c</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).

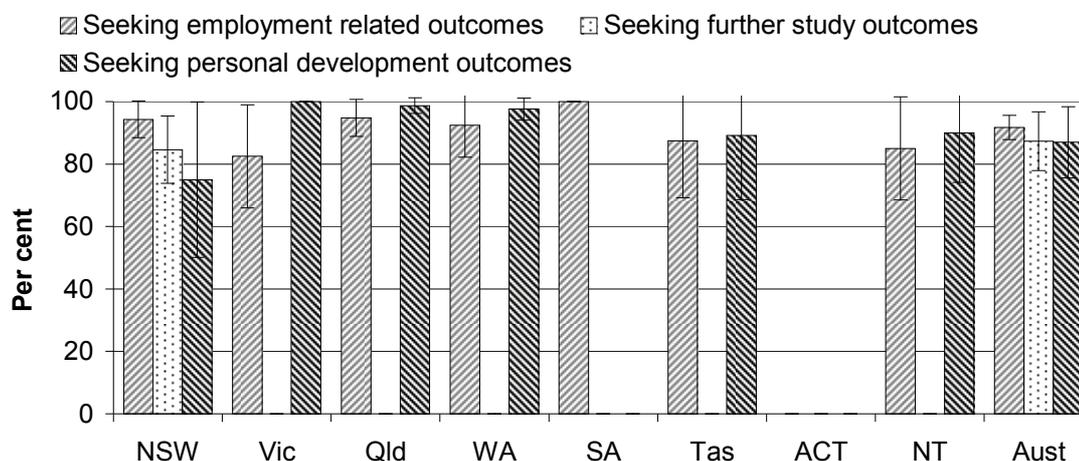
<sup>b</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate. <sup>c</sup> Data for Indigenous graduates in the ACT are not published due to 5 or fewer responses

Source: NCVET (unpublished) *Student Outcomes Survey*; tables 5A.62 and 5A.87.

Of those Indigenous TAFE graduates who completed courses in 2008, the proportion of those who indicated that they were satisfied with their courses was:

- 91.7 per cent of those seeking employment related outcomes
- 87.3 per cent of those seeking further study outcomes
- 87.0 per cent of those seeking personal development (figure 5.45).

**Figure 5.45 Proportion of Indigenous TAFE graduates who were satisfied with the quality of their course, by purpose of study, 2008<sup>a, b, c</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 Victoria, Queensland, WA, Tasmania, and the NT are not published due to 5 or fewer responses. The seeking personal development outcomes data for SA and the ACT and the seeking employment related outcomes data for the ACT, are not published due to 5 or fewer responses. The seeking further study outcomes data for SA and the ACT are nil or rounded to zero. <sup>c</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.87.

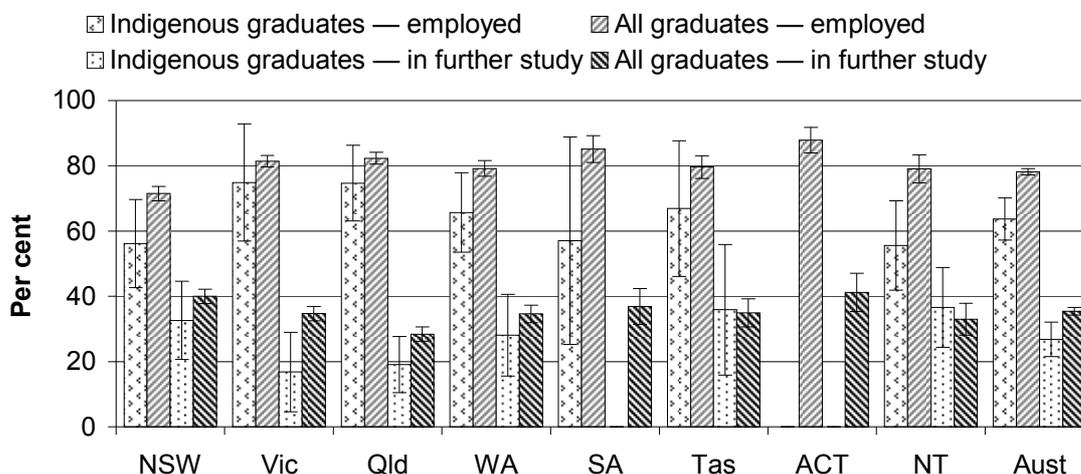
Further information on Indigenous students' views of their VET courses is available in the 2006 Report (SCRGSP 2006, box 4.18) and in *Indigenous Australians' training experiences 2004 – First findings* (NCVER 2005).

#### *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.

Nationally, 73.8 per cent of Indigenous TAFE graduates in 2008 indicated that they were employed and/or in further study after completing a course (table 5A.88). The proportion of students who improved their employment outcomes or were engaged in further study may overlap, since students may realise the two outcomes simultaneously. Of Indigenous TAFE graduates, 63.7 per cent indicated that they were employed after completing a course (compared with 78.2 per cent of all TAFE graduates) and 26.8 per cent continued on to further study (compared with 35.4 per cent of all TAFE graduates) (figure 5.46).

**Figure 5.46 Proportion of TAFE graduates in employment and/or who continued on to further study in 2008 after completing a course in 2007, by Indigenous status<sup>a, b, c</sup>**

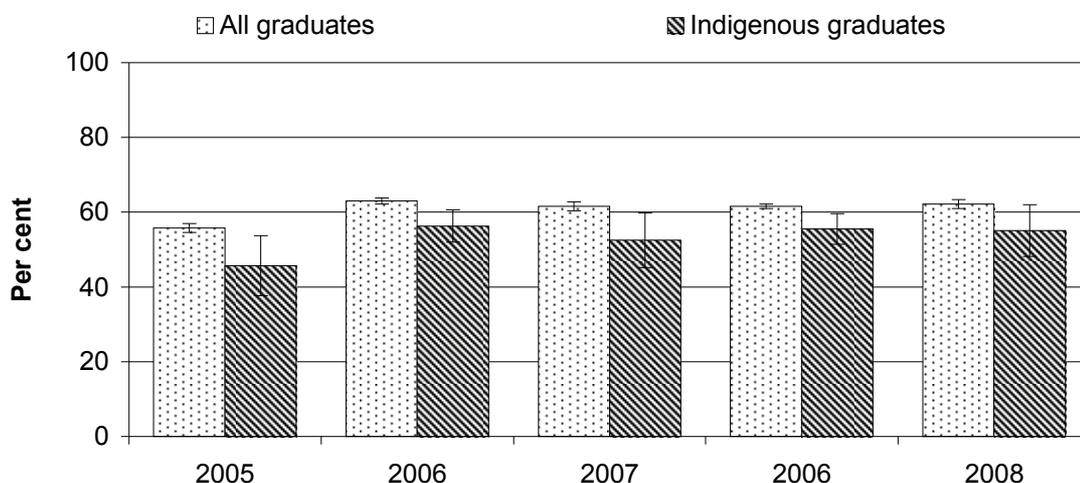


<sup>a</sup> Graduates 'employed' and graduates 'in further study' are subsets of graduates who are 'employed or in further study'. Graduates can be both employed and in further study. <sup>b</sup> The data for ACT 'Indigenous graduates — in further study' and 'Indigenous graduates — employed', and data for SA 'Indigenous graduates — in further study' 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 (unpublished) *Student Outcomes Survey*; tables 5A.24 and 5A.88.

Nationally, 55.1 per cent of all Indigenous TAFE graduates in 2008 indicated they had improved their employment circumstances after completing their course (compared with 62.2 per cent of all TAFE graduates) (figure 5.47).

Figure 5.47 Indigenous TAFE graduates who improved their employment circumstances after training<sup>a</sup>



<sup>a</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

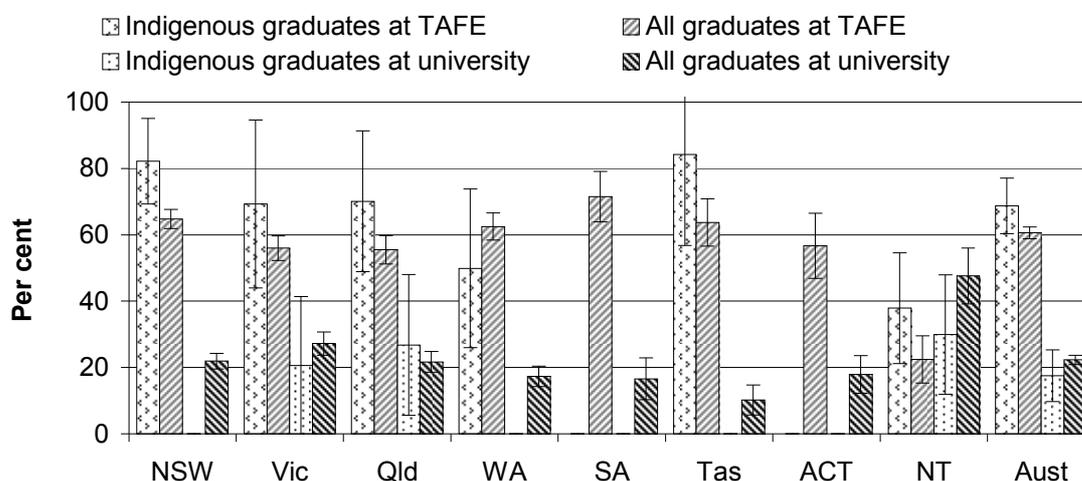
Source: NCVET (unpublished) *Student Outcomes Survey*; table 5A.42 and table 5A.89.

Indigenous TAFE graduates nationally in 2008 indicated that:

- the employment status of 15.2 per cent of them changed from not employed before training to employed after training
- 12.2 per cent were employed at a higher skill level after training
- 48.4 per cent received a work-related benefit after completing their training (table 5A.45).

Of those Indigenous TAFE graduates who went on to further study, 68.7 per cent continued on to further study within the TAFE system (compared with 60.6 per cent for all TAFE graduates) and 17.5 per cent went to university (compared with 22.3 per cent for all TAFE graduates) (figure 5.48).

**Figure 5.48 TAFE graduates who continued on to further study after completing a course, by Indigenous status, by type of institution, 2008<sup>a, b</sup>**



<sup>a</sup> The 'Indigenous graduates at TAFE' data for SA and the ACT and the 'Indigenous graduates at university' data for NSW, WA, SA, Tasmania and the ACT are not published due to 5 or fewer responses. The 'Indigenous graduates at university' estimates for Victoria, Queensland and the NT 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 (unpublished) *Student Outcomes Survey*; tables 5A.24 and 5A.88.

### Employer outcomes

The biennial Survey of Employers' Use and Views of the VET System (NCVER 2008) 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 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.

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### *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 twelve months:

- had employees undertaking apprenticeships/traineeships
- arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees
- had employees with formal vocational qualifications as a requirement of their job.

A high or increasing proportion of employers who had employees undertaking apprenticeships/traineeships, who arranged or provided nationally recognised training (other than apprenticeships/traineeships) for employees or who had employees with formal vocational qualification as a requirement of their job is desirable, indicating greater employer engagement with VET.

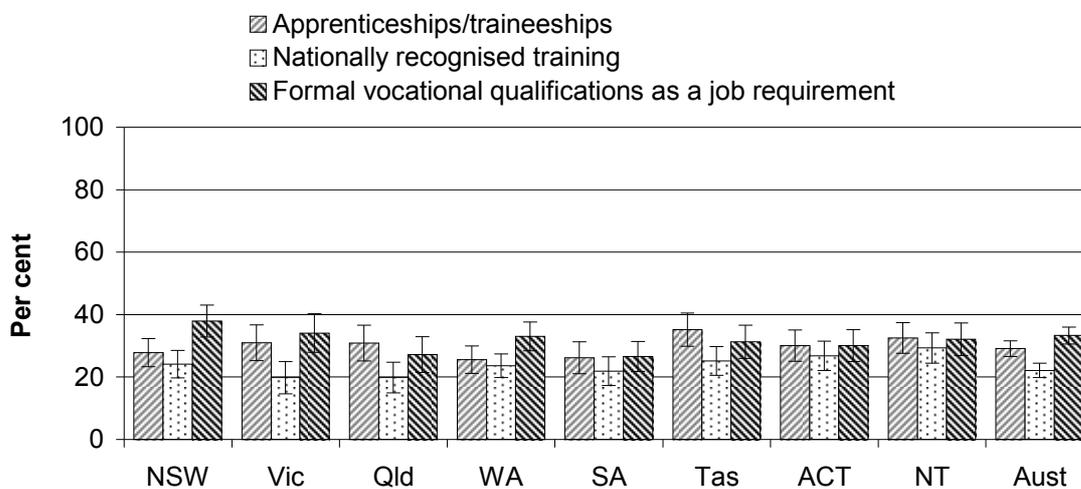
Data reported for this indicator are comparable.

The percentage of employers in 2007 who were engaged with apprenticeships or traineeships ‘in the last twelve months’ was 29.1 per cent (figure 5.49). This varied by industry, from 19.3 per cent in property and business services to 59.7 per cent in construction (NCVER 2008).

The percentage of employers engaged with nationally recognised training in ‘the last twelve months’ was 22.1 per cent (figure 5.49). Engagement with nationally recognised training varied by industry from 16.5 per cent in manufacturing to 63.4 per cent in mining (NCVER 2008).

The percentage of employers engaged with employing people with a formal vocational qualification as a job requirement ‘in the last twelve months’ was 33.3 per cent (figure 5.49). 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 2008).

**Figure 5.49 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 an employer had employees undertaking an apprenticeship or traineeship in the last 12 months. <sup>b</sup> Engagement with nationally recognised training means an employer arranged or provided nationally recognised training to employees over the last 12 months. <sup>c</sup> Engagement with formal vocational qualifications means an employer had employees in the last 12 months with a formal vocational qualification that was a requirement of their job. <sup>d</sup> The error bars in the figure represent the 95 per cent confidence interval associated with each point estimate.

Source: NCVET (unpublished) *Survey of Employer Use and Views*; table 5A.90.

### *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 in 2007 survey were satisfied with VET as a way of providing employees with skills required for the job (figure 5.50). Satisfaction was similar to the 79.1 per cent in the 2005 survey (table 5A.91). 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 2008).

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 5.50). Satisfaction was similar to the 80.3 per cent in the 2005 survey (table 5A.91). 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 2008).

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 5.50). Satisfaction was similar to the 76.8 per cent in the 2005 survey (table 5A.91). 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 2008).

**Figure 5.50 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) means an employer 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 means an employer arranged or provided nationally recognised training to employees over the last 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 means an employer 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: NCVET (unpublished) *Survey of Employer Use and Views*; table 5A.91.

## 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
- reporting on students who commenced and completed courses and developing related skill profile indicators.

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## **COAG developments**

### *Report on Government Services alignment with National Agreement reporting*

It is anticipated that further alignment between the *Report on Government Services* (the Report) and National Agreement indicators might occur in future reports as a result of developments in National Agreement and National Partnership reporting and COAG agreed measures.

### *Outcomes from review of Report on Government Services*

COAG agreed to Terms of Reference for a Heads of Treasuries/Senior Officials review of the Report in November 2008, to report to COAG by end-September 2009. The review examined the ongoing usefulness of the Report in the context of new national reporting under the Intergovernmental Agreement on Federal Financial Relations.

No significant changes from this review are reflected in the 2010 Report. Any COAG endorsed recommendations from the review are likely to be implemented for the 2011 Report.

## **5.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter.

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## Australian Government comments

“ During 2008, the Australian Government continued to foster strong and effective working partnerships with all stakeholders to maintain a cooperative environment to support the national training arrangements.

In 2008, the Australian Government continued to work closely with Skills Australia, the National Industry Skills Committee and industry through industry associations. 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 2008 included:

- Council of Australian Governments (COAG) agreed on a new *National Agreement for Skills and Workforce Development* (the National Agreement) at its 29 November 2008 meeting to replace the *Skilling Australia's Workforce Agreement* effective from 1 January 2009.
- The Australian Government provided funding under the *Skilling Australia for the Future* initiative for the Productivity Places Program which will deliver 711 000 training places over 5 years in areas of priority.
- The Australian Government supported Victoria in the introduction of an income contingent loan scheme, commencing in July 2009, for government-subsidised diploma and advanced diploma students.
- Skills Australia was established on 20 March 2008 as part of the Australian Government's *Skilling Australia for the Future* policy, following Royal Assent of the *Skills Australia Act 2008*. On 17 April 2008, the Deputy Prime Minister, The Hon Julia Gillard MP appointed Philip Bullock as Chair and announced the members of Skills Australia.
- The *Trade Training Centres in Schools Program* provided \$2.5 billion over 10 years to enable all secondary schools to apply for funding of between \$500 000 and \$1.5 million for Trade Training Centres.
- 106 180 international students commenced VET courses in Australia in 2008, making it the fastest growing education sector with 46.4 per cent growth since 2007. Enrolments grew by 226.9 per cent between 2002 and 2008 to be 175 461.

In summary, 2008 was a year of consolidation with the Australian Government contributing \$1.29 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 2008 of \$2.86 billion.

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### **New South Wales Government comments**

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In 2008, NSW delivered 133.6 million hours of training, an increase of 18 per cent since 2004.

NSW continues to work closely with enterprises and communities to address the complex issues of skill shortages, an ageing population and the global economic downturn. NSW is committed to ensuring that the NSW workforce is equipped with the required skills to build and support the economy of the State.

Key achievements in 2008 included:

- the review of TAFE NSW Institute industry training profiles, in consultation with key stakeholders, and alignment of the purchasing of training with industry demand and government priorities
- partnerships in regions with employers and service providers to increase the skill levels of individuals and the sustainability of communities
- workforce development partnerships between enterprises and TAFE Institutes to increase the productivity and profitability of businesses
- introduction of Employer Services, a web-based brokerage service, supported throughout TAFE's network of 132 campuses, providing a one-stop shop for enterprises to access training advice and customised services
- increased enrolments and completions by Indigenous students in TAFE qualifications at AQF Certificate III and above (an increase of 50.4 per cent in enrolments and 62.3 per cent in completions since 2004)
- increased TAFE provision of employment-based delivery and recognition of prior learning to meet the needs of individuals and enterprises.

Strategic priorities are based on improving the flexibility and responsiveness of training services and supporting the growth of the NSW economy. In 2008, TAFE NSW focused on offering greater service diversity and flexibility to learners and employers. Achievements included:

- strengthening personalised services, including recognition of prior learning and customised courses, to better meet the needs of individual learners
- building new relationships with industry and enterprises, and extending innovative ways of responding to workforce development needs
- implementing improved technologies that support more efficient and effective service provision for learners and employers
- developing the capabilities of TAFE staff in areas such as green skills, leadership, using technologies and meeting the needs of diverse learners
- partnering with schools to provide vocational pathways for our students from schools to TAFE and beyond
- working with Indigenous leaders and communities to improve outcomes for Indigenous students.

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## Victorian Government comments

“ Victoria’s training system delivered strong outcomes during 2008 with Victorian Registered Training Organisations (RTOs) delivering almost 135 million student contact hours of vocational education and training to approximately 530 000 students, an increase of 7 per cent on 2007.

More than 74 000 young people aged 15–19 years undertook vocational education and training in government funded programs during 2008.

Victoria’s contribution to apprentice and trainee completions represented close to one third of all national completions. At the end of 2008, there were an estimated 99 300 apprentices and trainees in-training in Victoria.

Higher level skills and qualifications remain fundamental to ensuring Victoria’s workforce is able to meet the changing demands of industry. In 2008, there were 96 000 VET enrolments at higher qualification levels, an increase of 13 per cent on 2007.

Developing the skills of Victorians is crucial for growth and productivity and for achieving the Victorian Governments’ objectives of creating a skills sector enabled by a more demand driven, accessible and integrated tertiary education system.

In August 2008, the Victorian Government commenced the most fundamental reform of the State’s skills system in decades, launching *Securing Jobs for Your Future - Skills for Victoria*. This major reform has contestable, demand driven funding as a central tenet, and will provide an additional 172 000 training places over 4 years, strengthen industry partnerships and drive major operational and structural changes in the skills system. Key reform elements include:

- the *Victorian Training Guarantee* which provides an entitlement to a government subsidised place in recognised training that can be accessed at any time and continue to be available for training at successively higher levels
- introduction of income contingent loans for students at diploma level and above
- the *Skills for Growth* program that will provide 5500 businesses over 3 years with 55 000 accredited training places.

Implementation of a broad range of skills initiatives during 2008 included:

- operation of *Skills Stores* in locations across metropolitan and regional Victoria, with the thirteenth Skills Store, located in Central Melbourne, having been opened in July 2008
  - the *Priority Education and Training Program* delivered more than 2 million student contact hours through private RTOs complementing local public provision in industries and regions identified as government priorities.
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## Queensland Government comments

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Today's dynamic labour market, whether in boom conditions or global financial crisis, means skills are more important than ever. For industry, skills are crucial to productivity.

The *Queensland Skills Plan* has set out Queensland's strategy over the past 3 years. During implementation, initiatives have been adapted in response to economic change.

Meeting the demand for trade apprentices remains a key priority. Strategies have been initiated in consultation with key stakeholders to support apprentices and employers for future business recovery and apprenticeship growth.

Queensland has developed sophisticated industry engagement frameworks through the establishment of centres of excellence, skills alliances and skills formation strategies. These engagement mechanisms are designed to foster a demand-led skills system focused on the needs of industry:

- Centres of Excellence are established in key industry sectors such as manufacturing and engineering, energy, and building and construction.
- Nineteen industry or region specific Skills Formation Strategies are currently in operation throughout the State, with an additional 13 strategies implemented under the Queensland Skills Plan since 2006, transitioning to industry. The strategies encourage business, registered training organisations, and all levels of government to work collaboratively on addressing workforce planning and development issues.

Queensland is making excellent progress with respect to recognition of prior learning (RPL) of its existing workforce. In 2008-09, 8 per cent of competencies in Queensland were delivered through RPL, indicating sound progress towards the *Queensland Skills Plan* target of 10 per cent by December 2010.

Small business accounts for just over 95 per cent of Queensland enterprises and employs a significant proportion of the state's workforce. Most small businesses failures are due to insufficient business management skills. Since the March 2007 launch of Small Business Solutions under the *Queensland Skills Plan*, 1400 businesses have been assisted by qualified mentors in areas such as budgeting, cash flow, appointing staff and growing the business.

In 2008-09, 24 500 disadvantaged job seekers and low skilled workers were assisted to find sustainable employment through the *Skilling Queenslanders for Work* initiative, with more than 40 per cent residing outside south east Queensland and an Indigenous participation rate of 24 per cent. More than 41 000 have been assisted since the 2007 commencement of the program.

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## Western Australian Government comments

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The training sector in Western Australia has continued to grow and experience significant improvements. These improvements have resulted in increased training opportunities and a more flexible and responsive training system. Despite the recent economic conditions, population growth, an ageing workforce and a strong resource sector will ensure demand for skilled workers continues.

The *Training WA: Planning for the future 2009–2018* plan guides the direction of training for the next decade. The plan will ensure that the State's workforce and skill needs are met by increasing training participation and improving productivity to boost the economy. Some of the short and long terms initiatives include:

- the provision of greater access, enhanced career services and course fee exemptions aimed at assisting employers, employees and unemployed individuals who are experiencing difficulties during the economic downturn
- the implementation of a new recognition for prior learning referral and assessment strategy to help workers gain formal qualifications
- the amendments to the VET Act 1996 which came into effect in June 2009, provide a framework for a more flexible and contemporary training system
- the establishment of the *Training together–working together* committee that will develop a workforce plan that aims to significantly increase levels of workforce participation and rates of employment for Indigenous people.

In preparing the workforce for the expected growth in the State's economy the new Department of Training and Workforce Development was established in October 2009. The new Department will focus on:

- addressing emerging skill gaps as the economy grows
- responding to skilled migration demands and labour shortage
- increasing participation and up skilling for the unemployed
- expanding access to training in rural and regional areas.

In November 2009, WA's *Workforce Development Plan: A skilled workforce for the future* issues paper was released. The paper will guide workforce policy and training delivery in line with the needs of the growing economy.

The State continued to address the trade skill shortages through a number of major trade infrastructure projects. Key projects underway included:

- new training centres for building and construction, automotive and metals trades
- the expansion of existing building and construction workshops and the expansion and realignment of trade training facilities across multiple sites.

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The review of industry advisory arrangements resulted in the implementation of a new model. The new arrangements saw the introduction of 10 Training Councils which provide leadership and advice on industry and skill needs.

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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. There was an increase in the number of VET students in 2008, with more students attending private registered training organisations. Data released in 2008 show that qualifications completed at diploma level and above increased between 2006 and 2007, by 17.2 per cent. TAFE SA continued to deliver the majority of the training in South Australia and TAFE SA students achieved excellent employment outcomes and extremely high levels of client satisfaction.

South Australia Works initiative provided nearly \$33 million in 2008, presenting more than 32 000 people with learning and work opportunities, with over 8400 people gaining employment as a result. South Australia Works in the Regions, now in its fifth year, facilitated \$14.6 million for skills programs for unemployed people, with 17 regions across the State receiving \$7.7 million in State Government funding and \$6.9 million from industry, community organisations and the Australian Government. The program enabled regional South Australians who faced barriers in entering or re-entering the workforce to kick start their careers by taking part in targeted and effective work programs with local employers.

South Australia piloted the Productivity Places Program for Existing Workers. The program, funded by federal and state governments, in partnership with industry, is part of the Australian Government's Skilling Australia for the Future initiative and is designed to raise the skill level of people already in the workforce, to address the skill demands placed on industry sectors. A total of 2780 South Australian workers have secured training in the health, Indigenous and disability sectors, with the majority of the training at Certificate III and above.

The South Australian Government continued the implementation of 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.

The 2008 NCVET Student Outcomes Survey reported that South Australian VET graduates had particularly good employment and satisfaction outcomes, with the highest jurisdictional figures, including:

- 92 per cent of VET graduates satisfied with the overall quality of their training
- 92 per cent of VET graduates seeking employment related outcomes satisfied with the quality of their training
- 96 per cent of VET graduates seeking further study outcomes satisfied with the quality of their training
- 92 per cent of VET graduates employed or in further study after completing their training.

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## Tasmanian Government comments

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Tasmania's skill development needs continue to be a priority focus for the Tasmanian Government. In 2008, 9.78 million contact hours of training were delivered to 46 300 students, a 5 per cent increase from 2007. Training enrolments for traditional trade apprentices remained strong, with 12 500 apprentices and trainees in training over 2008. The number of traditional trade apprentices in training rose to 5687.

The Tasmanian Government launched the *Tasmanian Skills Strategy* in late 2008, which places learners, employers and service providers at its centre. The strategy has 10 Action Areas, all aimed at supporting economic and social development. Progress against these actions and recommendations will be published on an annual basis, with the first report card due in December 2009.

In support of the Strategy, Skills Tasmania released its *Industry Policy* which outlines Skills Tasmania's strategic approach to industry, training system capability building and purchasing. Implementation of the policy began in late 2008 and has continued since through a variety of initiatives including:

- the *Productivity through Partnerships* pilot – where funds are allocated directly to clients to purchase training that directly meets business needs
- the *Cadetship Pilot Program* – where higher level qualifications (Diploma or Advanced Diploma) are delivered under work-based arrangements
- *Apprenticeships for existing workers* – which extends State Government apprenticeship funding to existing employees wishing to achieve a qualification in a traditional trade. Following the revision of this policy, the number of publicly-funded places grew from 190 in 2007 to 519 in 2008 – an increase of 173 per cent
- from 2010, staged removal of the purchasing arrangements that have restricted public funding for particular apprenticeships to TAFE.

A stocktake at the end of 2008 showed that while Tasmania has proportionally more people participating in VET than any other State and our quality of training compares well with other states, the proportion of the State's population with year 12 or equivalent qualifications and the qualification level of the current workforce was the lowest of all states and territories.

Closing these gaps is at the centre of the *Tasmanian Skills Strategy* and a reason that preparing for the 2009 commencement of the *Qualifications and Skills for Tasmania Tomorrow* reforms remained one of the highest priorities for the Tasmanian Government during 2008. This reform will provide greater post Year 10 options through three new organisations. The Tasmanian Academy will focus on academic learning for years 11 and 12 students seeking university entrance. The Tasmanian Polytechnic will focus on applied learning, with a vocational pathway, for all Tasmanians. The Tasmanian Skills Institute will focus on skills development for employees in enterprises, in line with their enterprise's skills needs.

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### **Australian Capital Territory Government comments**

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During 2008, while economic growth in the ACT slowed, the unemployment rate remained at a record low of 2.5 per cent, continuing to place the labour market under pressure. The ACT's trend labour force participation rate was 72.8 per cent at the end of 2008, well above the national trend participation rate of 65.4 per cent. The ACT Government continues to implement initiatives to ensure appropriately skilled and qualified citizens, and to contribute to the economic and social wellbeing of the ACT.

In 2008, the total number of ACT students enrolled in publicly funded VET continued the upward trend of recent years, increasing by 2.9 per cent since 2007 compared to the national increase of 1.9 per cent. VET students enrolled in Certificate III courses rose by 10.5 per cent, compared to the national increase of 8.9 per cent. The number of ACT students enrolled in Certificate IV courses in 2008 rose by 7.9 per cent compared to the national increase of 0.3 per cent. The VET participation rate of people aged 15 to 64 years was 9.9 per cent, up from 9.7 per cent in 2007 but below the national average of 11.3 per cent. Students with disability increased by 7.3 per cent, compared to a national decrease of 2.7 per cent. Indigenous students increased by 11.7 per cent compared to a national increase of 4 per cent. Students whose main language spoken at home was a language other than English increased by 10.8 per cent, compared to a national increase of 7.5 per cent.

In 2008, apprentice and trainee commencements in the ACT remained steady at 4700. The proportion of 15 to 19 year olds who chose apprenticeships or traineeships over other employment, increased by 1.2 per cent compared with a national increase of 0.5 per cent.

In 2008, the ACT Government released the ACT Skills Future paper, containing key initiatives for addressing the skills challenge and meeting agreed COAG targets. Engaging the unemployed and underemployed is one initiative being addressed by the ACT's Priorities Support Program (PSP). For example, the PSP funded 'Take the Lead' is a unique training program providing people with disability with the necessary qualifications to become trainers of specialist disability support staff. The ACT aspires to ensure that all Canberrans have the opportunity to access post-school education and training opportunities. The ACT's Indigenous Traineeship Program is a step towards this goal. Successful participants completing the pilot program in September 2008 earned a Certificate II or III in Business Administration and a permanent and ongoing employment opportunity in the ACT Public Service. The ACT Government worked to speed up the presentation of skilled people to the workplace through accelerated apprenticeships and structuring its vocational learning in schools towards higher qualification levels. The accelerated apprenticeship delivery model was extended to include hairdressing. Emphasis was also placed on increasing opportunities for students to participate in Australian School-based Apprenticeships (ASBA) at Certificate III level. In addition, the Department of Education and Training engaged a group training organisation to facilitate the placement of ASBAs in schools and central office.

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### **Northern Territory Government comments**

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The Northern Territory Government funded 20 000 students through various vocational training programs with participation in approximately 24 400 qualifications.

The Northern Territory Government's Jobs Plan 3 – Jobs for the Future, is focussed on increasing employment opportunities for Territorians, industry partnerships and improved pathways to real jobs in regional and remote centres. The strategy complemented existing programs and initiatives and provided a broad and coordinated approach to planning for jobs and labour market needs in the Territory.

A key success in 2008 was the achievement of the 10 000 apprentice/trainee commencements over 4 years. This ambitious target was supported by the NT Government through a number of schemes such as:

- Workwear/Workgear Bonus – financial assistance for apprentices and trainees to buy the necessary tools, equipment and workwear in the early stages of their training
- NT Occupational Shortage Employers Incentives – financial incentives for businesses in the private sector to employ additional apprentices and trainees in areas with identified occupational shortages
- NT Disadvantaged Groups Employer Incentive – financial incentives for business in the private sector to employ additional apprentices and trainees from disadvantaged groups.

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 continues to fund a range of Indigenous responsive training programs, although training delivery in remote communities presents many challenges such as cost, availability of suitable infrastructure and accessibility.

Indigenous Territorians accessed various publicly funded programs, with approximately 9000 Indigenous students undertaking units of training across a range of recurrent and targeted programs (46 per cent of all NT government funded participants) including BuildSkills, Flexible Response, Indigenous Response, Pre-Employment and apprenticeships/traineeships. Complementing the participation rate is the fact that the number of qualifications (Certificate II and above) completed by Indigenous Territorians has increased substantially in recent years.

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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 2008 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>	<p>The registration of a student at a training organisation's delivery location for the purpose of undertaking a program of study. The enrolment is considered valid only if the student has undertaken enrolment procedures, met their fee obligations, and has engaged in learning activity regardless of the mode of delivery.</p> <p>A VET student may be enrolled in more than one VET training program, and therefore there are more 'enrolments' in the VET system than 'students'. This may be of importance if comparing VET data in this chapter with other VET data.</p>
<b>Fee-for-service activity</b>	Training for which most or all of the cost is borne by the student or a person or organisation on behalf of the student.
<b>Government funded VET students</b>	Government recurrent funded students (which relates directly to training activity funded under the <i>Commonwealth–State Agreement for Skilling Australia's Workforce</i> unless otherwise specified) and excludes students participating in VET programs delivered in schools (where the delivery was undertaken by schools) or who undertook 'recreation, leisure or personal enrichment' education programs. Fee-for-service by private providers, delivery undertaken at overseas campuses of Australian VET institutions, and credit transfer are also excluded.
<b>Government recurrent expenditure per annual hour</b>	Government recurrent expenditure divided by the number of government funded annual hours (adjusted for invalid enrolment rates). Expenditure is adjusted for course mix weight.
<b>Government recurrent expenditure per load pass</b>	Government recurrent expenditure divided by the number of hours successfully completed from assessable enrolments of modules and units of competency achieved/passed and RPL.
<b>Graduate</b>	A person who has completed a VET program.
<b>Graduates' main reason for undertaking a VET course</b>	Either seeking an employment-related outcome (to get a job, to try for a different career, to meet job requirements, to get extra job skills), seeking a further study outcome (to get into another course) or seeking a personal development outcome (for personal interest, for other reasons).
<b>Language spoken at home</b>	Students speaking a language other than English at home are those who self-identify on their enrolment form that they speak a language other than English at home.
<b>Load pass rate</b>	The ratio of hours attributed to students who gained competencies/passed assessment in an assessable module or unit of competency to the hours of all students who were assessed and either passed, failed or withdrew. Load pass rate is calculated as the total competency achieved/passed and RPL divided by the total competency achieved/passed, RPL, competency not achieved/failed and withdrawn.
<b>Module</b>	A unit of training in which a student can enrol and be assessed.
<b>Private provider</b>	A commercial organisation that provides training to individuals and industry.
<b>Program of study</b>	A generic term to describe Training Package qualifications, nationally recognised accredited courses, other courses (not nationally

	recognised accredited courses), units of competency and modules.
<b>Real</b>	Actual expenditure/funding/assets adjusted for changes in prices. Adjustments are made using the GDP chain price deflator and expressed in terms of final year prices.
<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>	<p>VET student participation data presented in this Report refer only to VET students who were funded by government recurrent expenditure and delivered by TAFE and other government providers (including multi-sector higher education institutions), registered community providers and registered private providers. They do not include students who participated in VET programs delivered in schools (where the delivery was undertaken by schools) or undertook 'recreation, leisure or personal enrichment' education programs. Fee-for-service by private providers, delivery undertaken at overseas campuses of Australian VET institutions, and credit transfer are also excluded.</p> <p>A VET student may be enrolled in more than one VET training program, and therefore there are more 'enrolments' in the VET system than 'students'. This distinction between 'student' numbers</p>

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**VET participation by Indigenous people**

and the number of 'enrolments' (or 'student enrolments') may be of importance if comparing VET data in this chapter with other VET data.

The number of government funded participants of all ages in the VET system reported as Indigenous as a proportion of the number of Indigenous people aged 15–64 years in the Australian population.

**VET participation by students speaking a language other than English**

The number of government funded participants of all ages in the VET system speaking a language other than English at home as a proportion of the number of all people in the Australian population speaking a language other than English at home.

**VET participation rate for people aged 15–64 years**

The number of government funded participants aged 15–64 years in the VET system as a proportion of the number of people in Australia (or each jurisdiction) aged 15–64 years.

**VET participation rate for people of all ages by region**

The number of government funded participants of all ages in the VET system based on students' home postcodes using the Accessibility and Remoteness Index for Australia (that is, major cities; inner regional areas; outer regional areas; remote and very remote areas) as a proportion of the total population of people in those geographic areas.

**VET program**

A course or module offered by a training organisation in which students may enrol and gives people work-related knowledge and skills.

**Whether the VET course helped graduates achieve their main reason for doing the course**

Whether 'the course helped', 'the course partly helped', 'the course did not help' or the graduates 'cannot say'.

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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).

<b>Table 5A.1</b>	Government real recurrent expenditure, (2008 dollars) (\$ million)
<b>Table 5A.2</b>	Government real recurrent expenditure, (2008 dollars) (\$ per person aged 15–64 years)
<b>Table 5A.3</b>	VET activity, 2008
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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 custodial environment.

In seeking to achieve these goals, there is a trend toward the delivery of justice services through partnerships between agencies, in order to address complex issues and client needs, for example bail or housing support programs. However, the focus of the chapters in this section of the Report is on the justice services provided by police (chapter 6), court administration (chapter 7) and adult corrective services (chapter 8). Juvenile justice services are part of the community services section (Part F) of this Report.

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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 deals with civil law matters.

The objectives of the criminal justice system are listed in box C.1.

#### Box C.1 Objectives of the criminal justice system

The objectives of the criminal justice system are to provide protection for the rights and freedoms of all people through:

- the operation of police services that enhance community safety by preventing, detecting and investigating crime
- the administration of criminal justice that determines guilt and applies appropriate, consistent and fair sanctions to offenders
- the provision of a safe, secure and humane custodial environment and an effective community corrections environment that provides program interventions to reduce the risk of re-offending.

These objectives are pursued in a manner that is accessible, equitable, timely and efficient.

The objectives of the civil justice system are listed in box C.2.

#### Box C.2 Objectives of the civil justice system

The civil justice system sustains and fosters social stability and economic growth through a network of courts, tribunals and legal processes that:

- resolve civil disputes and enforce a system of legal rights and obligations
- respect, restore and protect private and personal rights
- resolve and address the issues resulting from family conflicts and ensure that children's and spousal rights are respected and enforced.

By contrast with criminal justice, civil cases involve participants using the legal system as a matter of choice to settle disputes, and the types of parties and possible dispute resolution approaches vary considerably.

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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, in part because either the agency or service does not report, or because programs are delivered by different agencies and there is no comparable national program. A list of exclusions can be found on page C.15.

### *Police services*

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 public safety and 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 and effective management of court resources and court caseloads.

### *Corrective services*

Corrective services implement the correctional sanctions determined by the courts and releasing authorities such as parole boards. Corrective services agencies operate (or contract with private operators for the operation of) prison facilities, and in some states and territories periodic detention centres, and are also responsible for managing offenders on community corrections orders. Corrective services agencies administer services and programs which aim to reduce prisoners' and offenders' risk of re-offence, and also provide advice to courts and releasing authorities.

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## **Framework of the justice system**

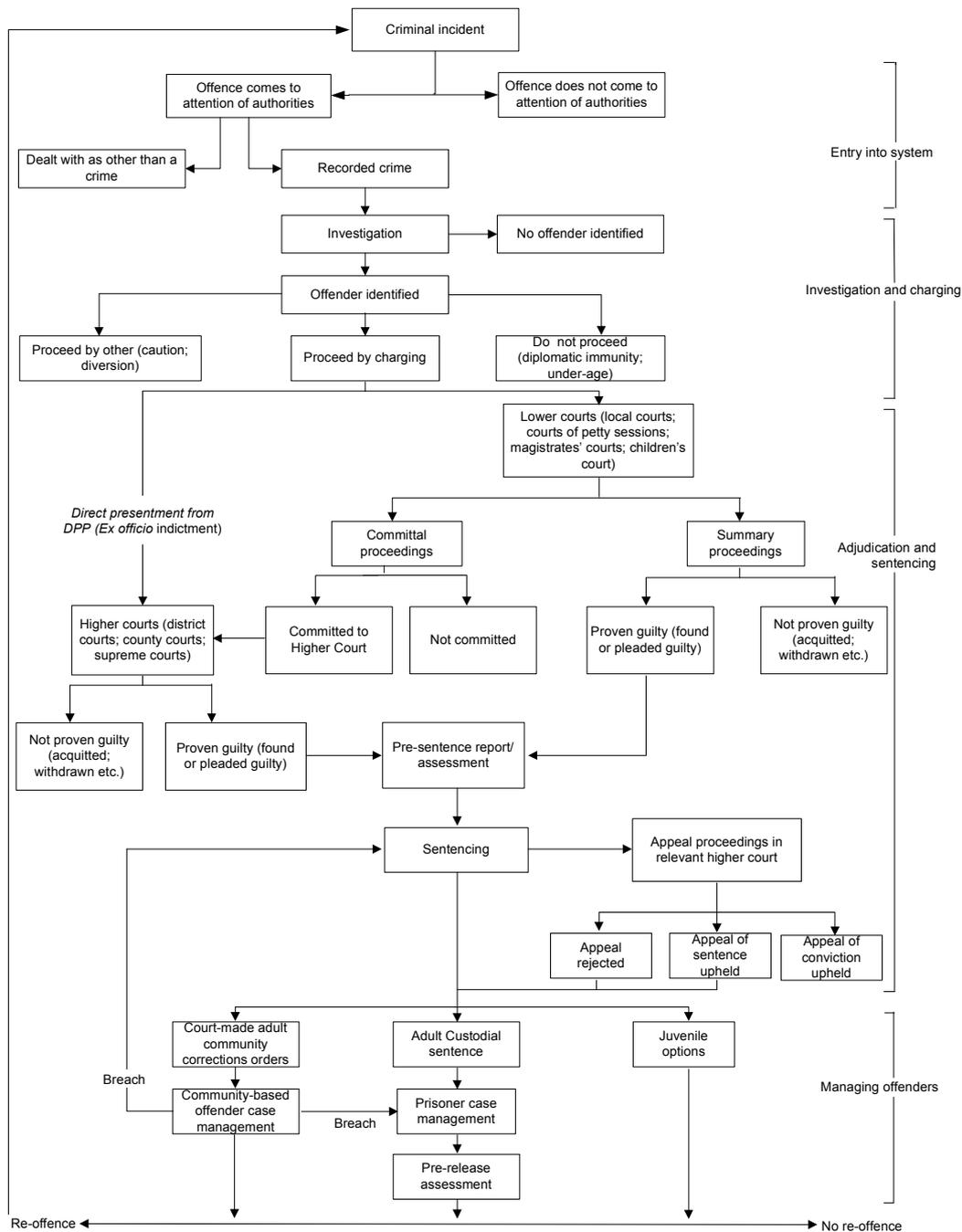
The justice system is broad and complex, and has many interrelated objectives.

### *A model of the criminal justice system*

The criminal justice system involves the interaction of many entities and their processes and practices are aimed at providing protection for the rights and freedoms of all people. For most people who come into contact with it, the criminal justice system is a sequentially structured process (figure C.1).

Figure C.1 shows the typical flow of events in the criminal justice system. This depiction is broadly indicative and, for brevity and clarity, does not seek to capture all the complexities of the criminal justice system or variations across jurisdictions.

Figure C.1 Flows through the criminal justice system<sup>a, b, c</sup>



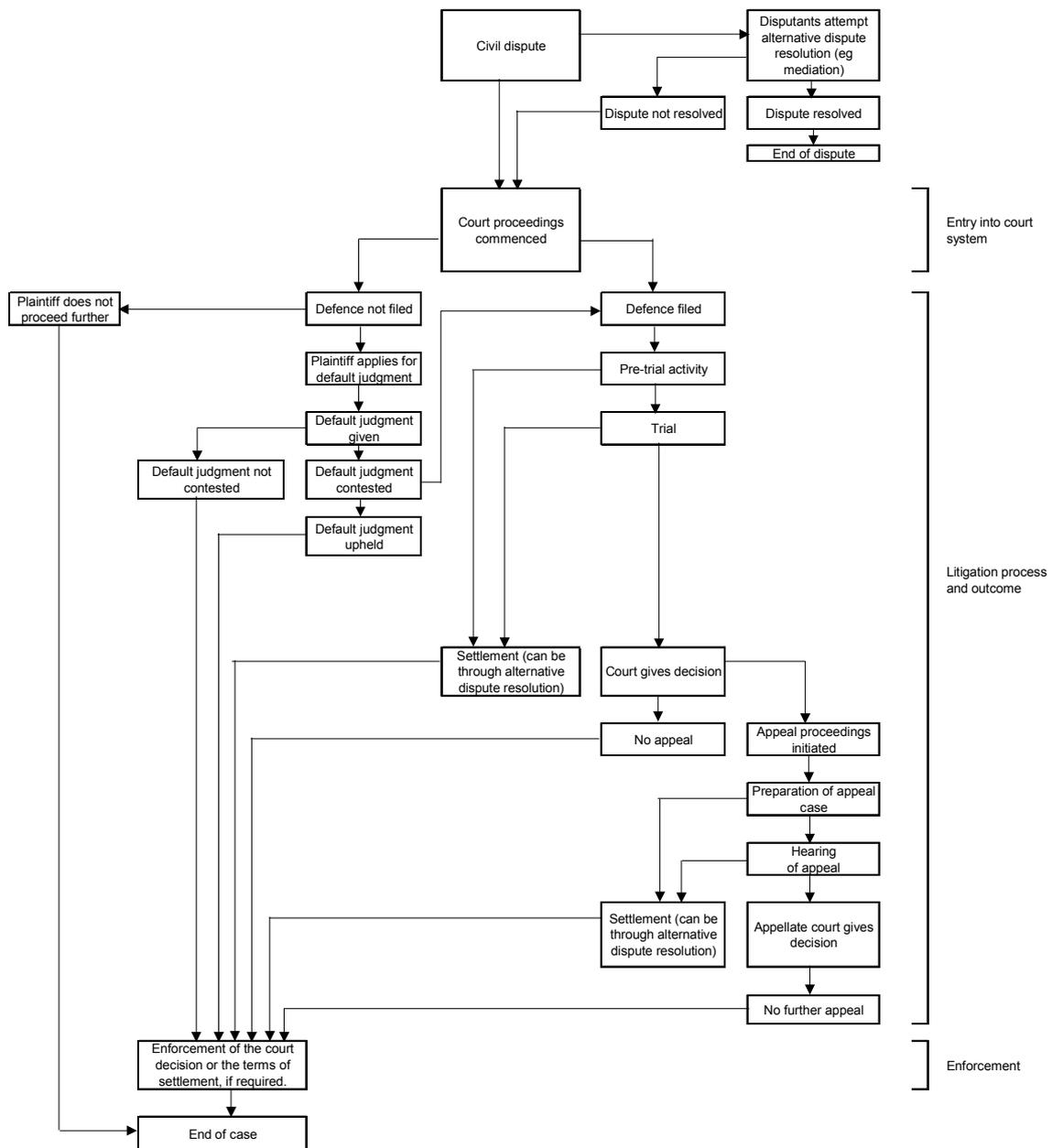
<sup>a</sup> Does not account for all variations across Australian, State and Territory governments' criminal justice systems. <sup>b</sup> The flow diagram is indicative and does not seek to include all the complexities of the criminal justice system. <sup>c</sup> Juvenile justice is covered in the Protection and support services chapter (chapter 15).

Source: ABS (2007)

*A model of the civil justice system*

The civil justice system involves the interaction of a number of practices, procedures and case management processes aimed at achieving fair, accessible and effective dispute resolution. Figure C.2 is an indicative model of the flows through the civil justice system; it has been simplified because specific steps are complex, vary between jurisdictions, and cannot all be captured in a single figure.

**Figure C.2 Flows through the civil justice system<sup>a, b</sup>**



<sup>a</sup> Does not account for all variations across Australian, State and Territory governments' civil justice systems.  
<sup>b</sup> The flow diagram is indicative and does not seek to include all the complexities of the civil justice system.

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## Measuring performance in the justice system

The performance of the justice system is measured in this Report against the objectives of equity (how well agencies treat special needs groups), effectiveness (how well agencies meet the outcomes of access, appropriateness and/or quality) and efficiency (how well inputs are used to deliver a range of outputs). Within the justice system, the ability of one service to meet these objectives depends in part on the effectiveness of the complex interactions between the police, courts and corrective services (and other services outside the scope of this Report). Examples of interactions between justice system services are:

- police services' effect on the courts through the implementation of initiatives such as the issue of police cautions and other diversionary strategies
- police and courts effect on corrective services, such as diversion, bail and sentencing approaches
- correctional systems' services to courts through advisory services
- the impact on the justice system of the degree of recidivism (rate of return to the justice system) experienced.

Although service areas are represented in separate chapters in this Report, performance results are to some extent interdependent. Each agency's activities may affect the activities and priorities of the other areas of the system. The resource demands on police, corrective services and, to a lesser degree, courts, along with their responsiveness and capacity to provide services and programs to their client bases, need to be considered in this context.

The following section introduces relevant effectiveness indicators used in the Report. It also reports some rate of return to justice system indicators, and overall costs (including an efficiency indicator) for the parts of the justice system covered in this Report. Specific overall equity indicators are yet to be developed for justice in this Report.

### Police services

Recorded rates of crime and information from crime victimisation surveys are reported in chapter 6 (Police services). Chapter 6 also includes measures of community perceptions of safety.

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

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of perceived safety in the home, in public places and on public transport. Chapter 6 also includes data on people's perceptions of the level or incidence of particular crime problems in local neighbourhoods and more broadly across each jurisdiction.

The recorded rate of crime is an indicator of the success of crime prevention and law enforcement. Given that several factors can influence recorded rates of crime, including the general willingness of the public to report crimes to police, additional information is also provided on the community's experience with crime, drawn from the Australian Bureau of Statistics' (ABS) Crime and Safety Survey. This information helps to clarify the relationship between reported and unreported crimes.

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 people to be processed in a timely manner, for civil disputes and family law matters to be appropriately resolved, and on the courts' ability to manage their caseload effectively. Information on case processing is reported in chapter 7.

## **Corrective Services**

Chapter 8 includes indicators such as:

- rates of escapes from prison and successful completions of community corrections orders, which provide outcome measures of the effectiveness of corrective services in administering correctional sentences imposed on offenders
- rates of assaults by prisoners on other prisoners, prisoner deaths from unnatural causes and the average number of hours that prisoners spend outside of their

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cells while they serve their prison sentences, which are indicators of the provision of a safe, secure and humane custodial environment

- the ratio of hours of community work ordered to hours worked, which is an indicator of the effective administration of the community corrections system
- the levels of participation by prisoners in accredited education courses and employment in prison, which are indicators of the opportunity for prisoners to develop skills that will improve their ability to make a successful transition back into the community at the completion of their sentence.

### **Selected indicators of the justice system**

The rate of return — the extent to which people entering the justice system return to the justice system — is an indicator of the success of the justice system in achieving the stated outcome of reducing the incidence of unlawful activity. The data reported here relate to the criminal justice system, sourced from corrective services and police agencies. There are no data currently available on return to courts. Although snapshot views are available for corrective services and police it is not possible to identify the same offender moving through the justice system due to limitations in the availability of unique person identifiers.

The extent to which people who have had contact with the criminal justice system are re-arrested, re-convicted or receive further sentences can be viewed as a partial indicator of the success of the criminal justice system in achieving the objective of improving public safety by reducing the incidence of crime.

#### *Proportion of repeat offenders*

Data on offenders proceeded against by police are reported in table C.1. An offender can be proceeded against multiple times during a given period. The data represent each separate occasion police initiated a legal action against an offender.

Table C.1 provides data on the number of times offenders were proceeded against in 2007-08. The statistics are based on data extracted from the administrative records of State and Territory police agencies and relate to offenders aged 10 years and over. Data are not currently available for WA and therefore national data are not yet available from this collection. The data presented are comparable across jurisdictions, but there are differences in data reflecting varying administrative processes in dealing with alleged offenders and the range of court and non-court actions available to police.

Repeat offender data are difficult to interpret. A lower proportion of repeat offenders may indicate an effective justice system discouraging repeat offending. However, a higher proportion of repeat offenders may indicate more effective policing.

In each State and Territory, the majority of offenders (around 70 per cent) were proceeded against only once during 2007-08.

**Table C.1 Number of times offenders were proceeded against during 2007-08 (per cent)<sup>a</sup>**

	<i>NSW</i>	<i>Vic<sup>b</sup></i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
1	73.7	78.3	71.4	na	77.9	66.7	75.5	67.1
2	14.5	12.0	16.2	na	11.5	15.6	12.9	18.7
3	5.4	4.6	6.0	na	4.8	6.1	4.9	7.2
4	2.6	2.2	2.7	na	2.4	3.8	2.9	3.5
≥ 5	3.8	2.9	3.6	na	3.5	7.7	3.8	3.5
Total	100.0	100.0	100.0	na	100.0	100.0	100.0	100.0
<b>Total repeat offenders</b>	<b>26.3</b>	<b>21.7</b>	<b>28.5</b>	<b>na</b>	<b>22.2</b>	<b>33.2</b>	<b>24.5</b>	<b>32.9</b>

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Victorian data exclude penalty notices. **na** Not available.

Source: ABS (2009), *Recorded Crime – Offenders, Selected States and Territories, 2007-08*, Cat. no. 4519.0.

### *Return to corrective services*

Rates of return to corrective services within two years of adults discharged from prison or community corrections are reported for:

- prisoners discharged from an adult prison following a term of imprisonment
- offenders discharged from adult community corrections supervision following completion of their order(s) or supervision requirements.

These return rates are not weighted to account for the nature of the re-offence — for example, a return to prison for a traffic offence is counted in the same manner as a return for a more serious offence such as armed robbery. Nor do these return rates take into account any further:

- arrests
- convictions for re-offending that lead to outcomes that are not administered by corrective services, for example, fines
- corrections sanctions for a repeat offender who has previously been sentenced to only non-correctional sanctions, for example, fines.

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### Rate of return — prisoners

Two indicators of rate of return are reported for prisoners (table C.2):

- percentage of prisoners returning to prison under sentence, within two years of release
- percentage of prisoners returning to corrective services (either prison or community corrections) within two years of release.

The most recent data on the rate of return to corrective services that is available for this Report relate to prisoners released during 2006-07. That is, prisoners released during 2006-07 who returned to corrective services by 2008-09.

**Table C.2 Prisoners released during 2006-07 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<sup>b</sup></i>	<i>NT</i>	<i>Aust</i>
Prisoners returning to:									
— prison	42.9	33.9	37.9	38.3	32.2	36.4	..	47.3	39.3
— corrective services <sup>c</sup>	44.9	40.2	43.3	48.1	47.2	44.4	..	49.7	44.6

<sup>a</sup> Refers to all prisoners released following a term of sentenced imprisonment including prisoners subject to correctional supervision following release, that is, offenders released on parole or other community corrections orders. Data include returns to prison resulting from the cancellation of a parole order. <sup>b</sup> The ACT did not report on either indicator, because for most of the reporting period the majority of full-time prisoners sentenced in the ACT were held in NSW prisons. <sup>c</sup> Includes a prison sentence or a community corrections order. .. Not applicable.

Source: State and Territory governments (unpublished).

Table C.3 provides a time series on the proportion of prisoners released who returned to prison under sentence within two years. Nationally, 39.3 per cent of prisoners released in 2006-07 returned to prison within two years, remaining relatively stable since 38.8 per cent in 2004-05.

**Table C.3 Prisoners released who returned to prison under sentence within two years (per cent)**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
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	37.5
2007-08	43.0	35.6	33.6	37.1	33.2	36.0	..	44.8	38.2
2008-09	42.9	33.9	37.9	38.3	32.2	36.4	..	47.3	39.3

.. Not applicable.

Source: State and Territory governments (unpublished).

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### *Rate of return — offenders*

Two indicators of rate of return are reported for offenders who served orders administered by community corrections, including post-prison orders such as parole or licence:

- percentage of offenders returning to community corrections with a new order within two years of discharge
- percentage of offenders returning to corrective services (either prisons or community corrections) within two years of discharge.

Table C.4 provides data on offenders discharged from community corrections orders who returned with a new correctional sanction within two years. Nationally, of those offenders who were released during 2006-07, 17.8 per cent had returned with a new correctional sanction, to community corrections, and 27.8 per cent had returned to corrective services by 2008-09.

**Table C.4 Offenders discharged from community corrections orders during 2006-07 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<sup>a</sup></i>	<i>Tas</i>	<i>ACT<sup>b</sup></i>	<i>NT</i>	<i>Aust</i>
Offenders returning to:									
— community corrections	18.6	14.1	14.1	24.1	15.2	14.1	na	15.2	17.8
— corrective services <sup>c</sup>	27.8	20.1	25.0	41.1	22.3	20.1	na	27.4	27.8

<sup>a</sup> Figures for SA include breaches of supervised bail, that has a home detention component. This group has a higher rate of return than home detainees on a sentenced order. In the majority of cases, this is for a minor breach. <sup>b</sup> ACT did not report on either indicator for this Report. <sup>c</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. 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 \$11.6 billion in 2008-09 (table C.5).

**Table C.5 Real recurrent expenditure (less revenue from own sources) on justice services by Australian, State and Territory governments (2008-09 dollars)<sup>a, b, c, d, e</sup>**

	2004-05	2005-06	2006-07	2007-08	2008-09	Average annual growth rate
	\$m	\$m	\$m	\$m	\$m	%
Police services	6 837	7 103	7 311	7 510	7 680	2.9
Court admin. — criminal	570	579	602	625	648	3.3
Court admin. — civil <sup>f</sup>	594	603	616	624	598	0.2
Corrective services	2 218	2 350	2 433	2 558	2 695	5.0
<b>Total justice system</b>	<b>10 219</b>	<b>10 635</b>	<b>10 963</b>	<b>11 317</b>	<b>11 621</b>	<b>3.3</b>
	%	%	%	%	%	
Police services	66.9	66.8	66.7	66.4	66.1	..
Court admin. — criminal	5.6	5.4	5.5	5.5	5.6	..
Court admin. — civil <sup>f</sup>	5.8	5.7	5.6	5.5	5.1	..
Corrective services	21.7	22.1	22.2	22.6	23.2	..
<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 (for example, expenditure on specialist courts). <sup>d</sup> Data relating to courts may differ from those in previous Reports because revenue offsets against expenditure had previously been miscalculated. <sup>e</sup> Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100). <sup>f</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.10, 7A.12-13, 8A.12 and AA.2.

### *Efficiency — real recurrent expenditure (less revenue from own sources) per person*

The efficiency of the justice system is reflected in the level of resources used to deliver those services. Unit cost indicators for individual justice services are presented in the related chapters, but some outcomes result from interactions among the individual services. One indicator of efficiency is annual government recurrent expenditure per person on the justice system. Data in table C.6 are calculated from real recurrent expenditure (less revenue from own sources) data for corrective services, criminal and civil court administration and police services, and ABS population estimates, to derive per person results.

Nationally, real expenditure (less revenue from own sources) per person on justice in 2008-09 was \$537 (table C.6).

**Table C.6 Real recurrent expenditure (less revenue from own sources) per person on justice services, 2008-09<sup>a, b, c, d, e</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	\$	347	317	344	428	354	366	379	966	355
Court admin. — criminal	\$	26	28	27	45	31	29	37	76	30
Court admin. — civil <sup>f, g</sup>	\$	13	15	12	31	14	10	27	43	28
Corrective services	\$	139	86	115	187	105	117	115	360	125
<b>Total justice system</b>	<b>\$</b>	<b>525</b>	<b>445</b>	<b>497</b>	<b>691</b>	<b>504</b>	<b>522</b>	<b>559</b>	<b>1445</b>	<b>537</b>
Police services	%	66.1	71.1	69.1	61.9	70.3	70.1	67.8	66.9	66.1
Court admin. — criminal	%	5.0	6.4	5.5	6.5	6.2	5.6	6.7	5.3	5.6
Court admin. — civil <sup>f, g</sup>	%	2.5	3.3	2.3	4.5	2.8	1.9	4.8	2.9	5.1
Corrective services	%	26.4	19.3	23.0	27.1	20.8	22.4	20.7	24.9	23.2
<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 2008-09 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> Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100). <sup>f</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>g</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, 8A.13 and table AA.2.

A number of factors contribute to the marked differences in expenditure across jurisdictions. These include factors beyond the control of jurisdictions (such as geographic dispersion, economies of scale and socioeconomic factors), as well as differences in justice policies and/or the scope of services that justice agencies deliver. For example:

- police agencies in some jurisdictions provide event management and emergency response services, while others do not
- electronic infringement and enforcement systems are within the scope of court administration only in Victoria, Queensland, WA and SA
- corrective services in some jurisdictions are responsible for functions that are delivered by other justice sector agencies elsewhere, for example, management of prisoners in police cells.

Comparisons of unit costs need to account for conflicting objectives and tradeoffs among cost, quality and timeliness, and interpreted in the context of the effectiveness indicators in each chapter.

Given the difficulties inherent in making comparisons across jurisdictions, time series analysis within jurisdictions is important (table C.7). Improvements in the

counting rules and collection scope for each service area over the 5-year period covered in table C.7 mean caution should also be applied to interpreting time series and average annual growth rates.

**Table C.7 Real recurrent expenditure (less revenue from own sources) per person on the justice system — time series and growth rates (2008-09 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>
2004-05	\$	508	422	463	617	466	448	499	1 310	505
2005-06	\$	519	435	478	631	480	474	485	1 327	518
2006-07	\$	526	446	478	658	479	507	481	1 301	526
2007-08	\$	528	444	496	678	500	496	523	1 319	534
2008-09	\$	525	445	497	691	504	522	559	1 445	537
Average annual growth rate	%	0.8	1.3	1.8	2.9	2.0	3.9	2.9	2.5	1.6

<sup>a</sup> Excludes payroll tax. <sup>b</sup> Population is estimated by taking the midpoint population estimate of the relevant financial year. <sup>c</sup> Supreme court probate expenditure is not included in these totals. <sup>d</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>e</sup> Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100). <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 and table AA.2.

## Exclusions in justice system reporting

Some government services which contribute to criminal and civil justice outcomes but that are not reported on in this Report are:

- legal aid services, which provide access to both criminal and civil aspects of the justice system
- alternative dispute resolution services, such as conciliation and mediation
- offices of fair trading or consumer affairs, which operate to minimise incidences of unlawful trade practices
- victim support services, which assist victims' recovery from crime (although the processing of applications for compensation is included in the civil case processing information)
- various social services and community organisations that help prisoners released from prison to re-integrate into society, support families of prisoners during their incarceration, and assist people who have contact with the criminal justice system

- 
- the Australian Crime Commission and the federal functions of the Australian Federal Police
  - the operations of tribunals and registries (except for probate and court registries, and particular matters processed by the Victorian Civil and Administrative Tribunal), and judicial outcomes
  - the operations of the High Court of Australia and specialist jurisdiction courts (except for family courts, children's courts and coroners' courts).

## **Future directions in performance reporting**

Each chapter (police services, court administration and corrective services) contains a service-specific section on future directions in performance reporting. The aim of this section is to provide an insight into other related and overarching developments on reporting in the justice sector.

## **Crime and Justice National Information Development Plan**

The *National Information Development Plan for Crime and Justice Statistics, 2005* (NIDP) identifies an agreed understanding of Australia's statistical priorities as they relate to the field of crime and justice, key data sources (both ABS and other agencies) and information gaps with reference to the identified priorities (ABS 2005). It is a strategic document developed in collaboration with the Australian Government, State and Territory justice agencies, associated research bodies, and a range of other portfolio agencies and non-government bodies that have an interest in the crime and justice field.

The NIDP aims to promote improved understanding of trends and patterns of crime in Australia and the operation of the criminal justice system. The NIDP lists 12 priority areas for improving the quality, coverage and use of crime and justice information across Australia and provides a map of the collaborative work planned or underway. The NIDP priority areas relevant to this Report relate to improvements in: data comparability across administrative collections; data quality; improving data about Aboriginal and Torres Strait Islander people, and developing measures of recidivism.

## **National Criminal Justice statistical framework**

The Australian Bureau of Statistics, *Information paper: National Criminal Justice Statistical Framework, 2007* (NCJSF) discusses the criminal justice system,

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including its policy and social context, and the complexities of measurement within the system and broader environment (ABS 2007). It models the flows through the criminal justice system and discusses the various connections across its primary sectors, identifying some of the key counting units and data variables that characterise its main aspects. The NCJSF provides a basic structure for understanding, organising, collecting and reporting data about crime and the criminal justice system. In doing so it aims to facilitate the compatibility and integration of aggregated data on populations across the criminal justice system and across geographic areas. By using shared definitions and standards across service areas and jurisdictions, a common language can be created that facilitates a mutual understanding of the criminal justice system and the populations that flow through it. The framework is a dynamic and evolving document.

## **Juvenile justice**

The Protection and support services chapter (chapter 15) includes performance information on juvenile justice services (including custodial, non-custodial and diversionary services). However, additional information presented in the justice preface captures juvenile police proceedings (table C.1).

## **Justice system Indigenous issues**

### *Overcoming Indigenous Disadvantage: Key Indicators*

The *Overcoming Indigenous Disadvantage: Key indicators* report series concentrates on high level outcomes, including criminal justice indicators. In the *Overcoming Indigenous Disadvantage: Key indicators 2009* report, information about family and community violence, and imprisonment and juvenile detention rates formed part of the suite of headline indicators. Strategic change indicators included diversions of juvenile offenders and repeat offending (SCRGSP 2009). The next edition is scheduled for release in July 2011.

### *Developments in Indigenous data*

Limited data are available on Indigenous people who have interaction with the criminal justice system. In this Report, data on the deaths of Indigenous people in police custody and custody-related operations (for example, sieges and pursuits) (chapter 6) are sourced from the Australian Institute of Criminology. Data on the representation of Indigenous people in prisons and community corrections (chapter 8) are sourced from the ABS.

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Ongoing examination by the ABS of the implementation of the ABS ‘Standard Indigenous Question’ (SIQ) in the practices and systems of police agencies, court agencies, and corrective services agencies will lead to data quality improvements for ABS data currently included in this Report, and may lead to additional data becoming available in the future.

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## References

- ABS (Australian Bureau of Statistics) 2005, *National Information Development Plan for Crime and Justice, 2005*, Cat. no. 4520.0, Canberra.
- 2007, *Information Paper: National Criminal Justice Statistical Framework, 2007*, Cat. no. 4525.0.
- 2009, *Recorded Crime — Offenders, Selected States and Territories, 2007-08*, Cat. no. 4519.0.
- SCRGSP (Steering Committee for the Review of Government Service Provision) 2009, *Overcoming Indigenous Disadvantage: Key Indicators 2009*, 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 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 national policing function of the Australian Federal Police (AFP) and other national

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non-police law enforcement bodies (such as the Australian Crime Commission) are not included in this Report.

Performance is reported against four activity areas (community safety, crime, road safety and judicial services). 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.

## **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 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.

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Although each jurisdiction's police service is autonomous, there is significant cooperation through bilateral arrangements, common national police services and the *Ministerial Council for Police and Emergency Management — Police* (formerly the *Australasian Police Ministers' Council*). The majority of common police services are grouped under the Australia and New Zealand Police Advisory Agency (ANZPAA), the Australian Institute of Police Management and CrimTrac.

## **Size and scope of sector**

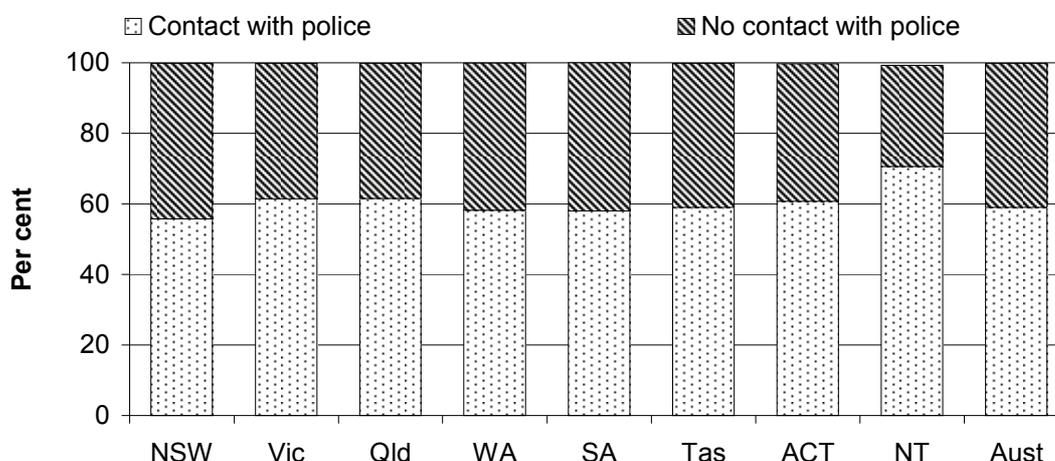
### *Client groups*

Broadly, the whole community is a 'client' of the police. 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 specific client groups, 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 2008-09, 59.0 per cent of people nationally had experienced some form of 'business' contact with police in the previous 12 months (figure 6.1).

Figure 6.1 Police contact in the past 12 months, 2008-09<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.

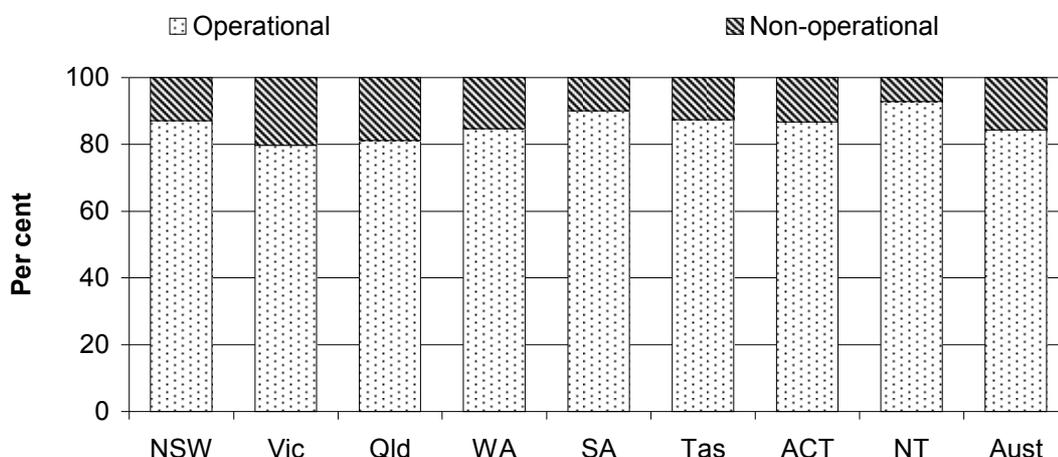
### Staffing

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 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 84.3 per cent of police staff were operational in Australia in 2008-09 (figure 6.2).

Figure 6.2 Police staff, by operational status, 2008-09<sup>a, b</sup>

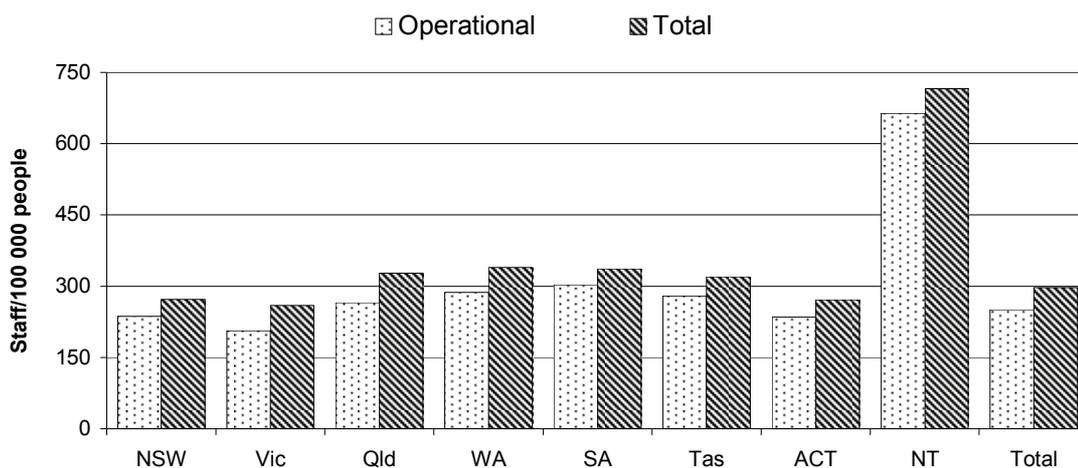


<sup>a</sup> Data are FTE staff except for the NT where data are based on a head count. <sup>b</sup> For the NT, police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 6A.11.

Nationally, there was a total of 64 315 operational and non-operational staff in 2008-09 (table 6.1). Nationally, on average, there were 250 operational police staff per 100 000 people (figure 6.3). The number of staff per 100 000 people varies across jurisdictions, in part, due to differing operating environments.

Figure 6.3 Police staff per 100 000 people, 2008-09<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.

Source: State and Territory governments (unpublished); table 6.1 and AA.2.

**Table 6.1 Police staff per 100 000 population, 2008-09<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>									
Operational	16 677	11 074	11 543	6 324	4 885	1 399	819	1 472	54 193
Total	19 153	13 901	14 222	7 474	5 431	1 602	945	1 587	64 315
<b>Population numbers</b>									
Estimates at 31 December 2008 (100 000s)	70.41	53.65	43.50	22.04	16.12	5.00	3.48	2.22	216.44
<b>Police staff numbers per 100 000 population</b>									
Operational	237	206	265	287	303	280	235	664	250
Total	272	259	327	339	337	320	272	716	297

<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.

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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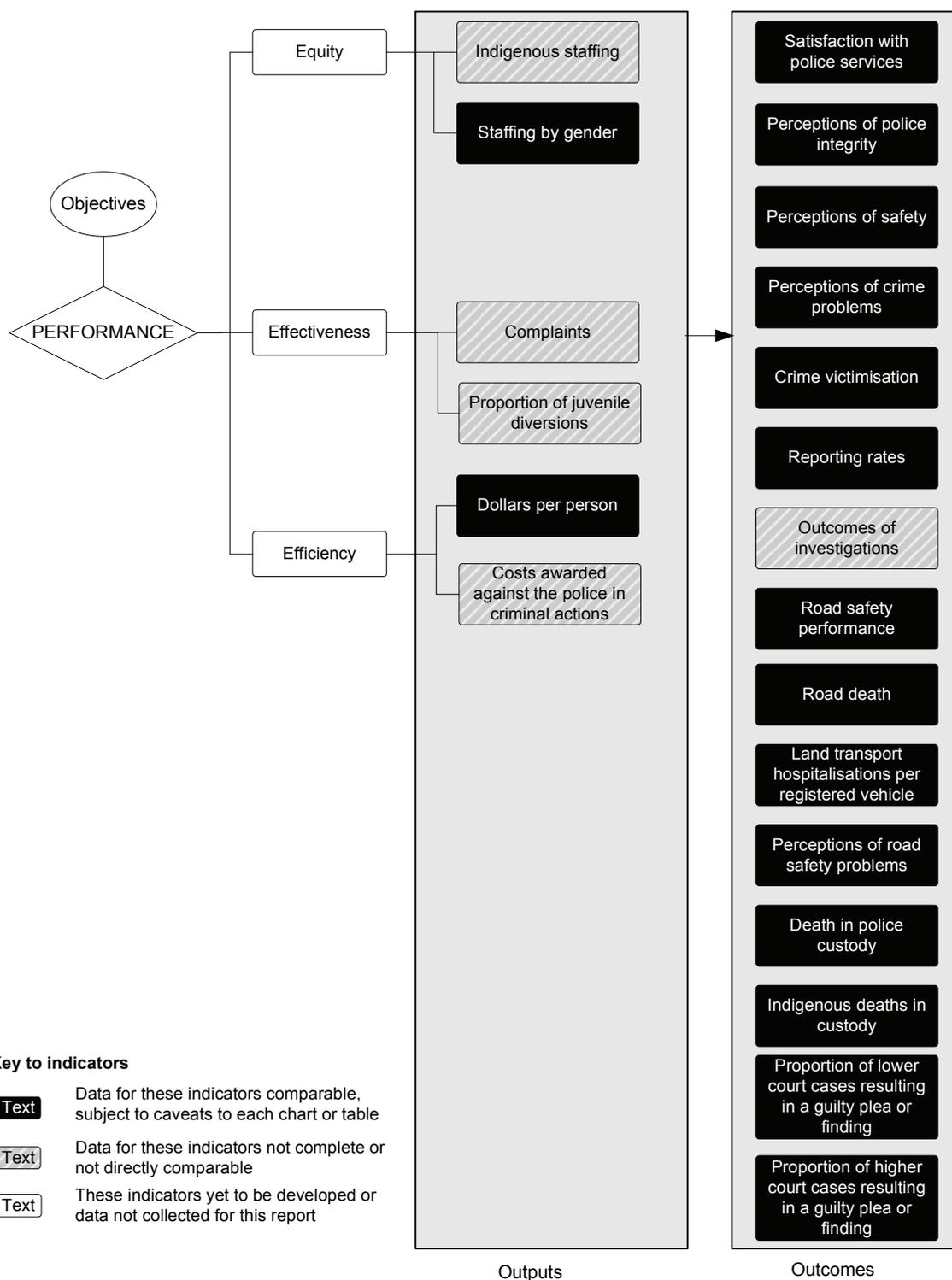
The general performance framework for police services illustrates the content of the police services chapter (figure 6.4). The results reported in this chapter need to be considered in conjunction with data on demographic and geographic differences (see appendix A) and with other available information on jurisdiction-specific characteristics.

Indicators relevant to all police services are discussed in section 6.3. These include:

- the ‘equity’ output indicators ‘indigenous staffing’ and ‘police staff by gender’
- the ‘effectiveness’ output indicator ‘complaints’
- the ‘efficiency’ measure (‘dollars per person’)

Other indicators are discussed under the activity areas ‘Community safety’, ‘Crime’, ‘Road safety’ and ‘Judicial services’ in sections 6.4, 6.5, 6.6 and 6.7, respectively.

**Figure 6.4 General performance framework for the police services sector**



**Key to indicators**

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

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## 6.3 Indicators relevant to all police services

The performance indicator framework identifies the principal police activity areas. Within this context, certain indicators of police performance are not specific to any one particular area, but are relevant for all. These indicators include ‘dollars per person’, ‘satisfaction with police services’, ‘perceptions of police integrity’, ‘complaints’, ‘indigenous staffing’ and ‘police staff by gender’.

### *Outputs*

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

### *Efficiency*

#### *Dollars per person*

‘Dollars per person’ is an indicator of the efficiency of governments in delivering police services (box 6.2). Variations in policies, socioeconomic factors and geographic/demographic characteristics affect 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.

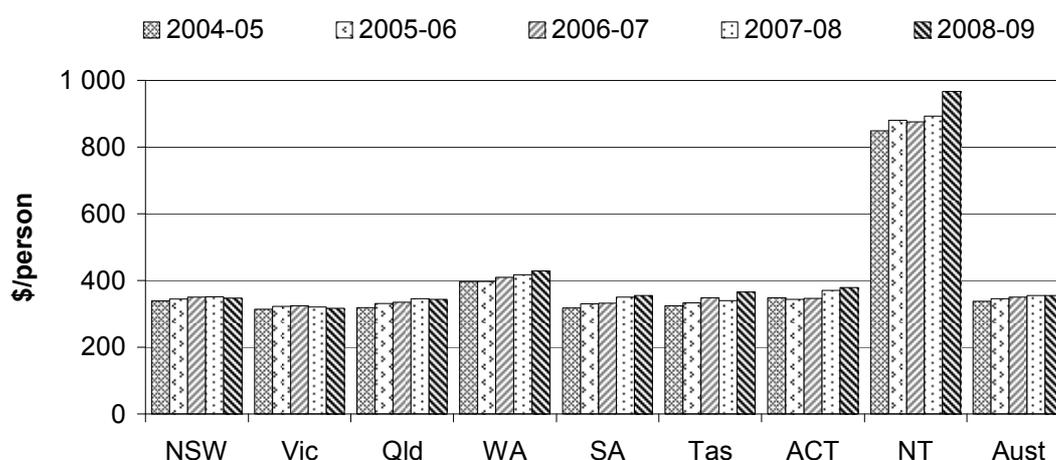
All else being equal, a decrease in expenditure per person represents an improvement in efficiency. However, care must be taken because efficiency data are difficult to interpret. Although high or increasing expenditure per person might reflect deteriorating efficiency, it might also reflect aspects 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 \$7.68 billion (or \$355 per person) in 2008-09 (figure 6.5).

**Figure 6.5 Real recurrent expenditure per person (less revenue from own sources and payroll tax) on police services (2008-09 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 (2008-09 = 100) (table AA.26). <sup>c</sup> Historical data may differ from those in previous Reports because population data have been revised using Final Rebased Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2008 is used as the denominator for 2008-09.

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 an average of 1.3 per cent each year between 2004-05 and 2008-09 (table 6A.10).

Capital costs (including depreciation and the user cost of capital) for each jurisdiction are contained in tables 6A.1–8.

### *Equity — access*

This section focuses on the performance of mainstream police services in relation to Indigenous Australians and females.

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## *Indigenous staffing*

This section focuses on the performance of mainstream police services in relation to Indigenous Australians. One indicator of access and equity is ‘Indigenous staffing’ — that is, the proportion of police staff from Indigenous backgrounds relative to the proportion of the general population who are from Indigenous backgrounds (box 6.3). Indigenous people may feel more comfortable in ‘accessing’ police services when they are able to deal with Indigenous police staff.

### **Box 6.3 Indigenous staffing**

‘Indigenous staffing’ is defined as the proportion of police staff (operational plus non-operational) 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 provide a proxy for the estimated working population.

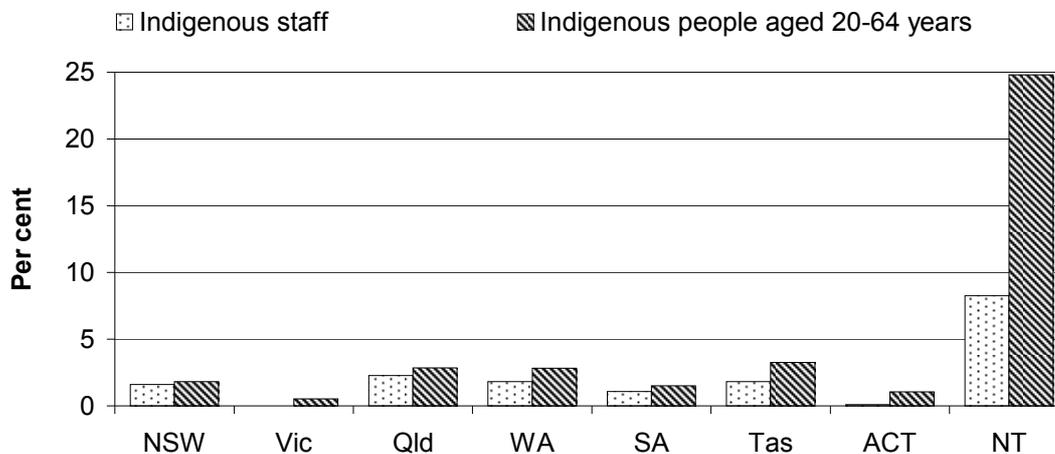
A proportion of police staff from indigenous backgrounds closer to the proportion of the general population aged 20–64 years who are from indigenous backgrounds represents a more equitable outcome.

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 2008-09 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 2008-09 and indigenous population aged 20–64 years<sup>a, b, c, d</sup>**



<sup>a</sup> Indigenous staff numbers relate to those staff who self-identify as being of Aboriginal and/or Torres Strait Islander descent. Indigenous staff are reported as the sum of both the operational and non-operational categories. <sup>b</sup> Information on indigenous status is collected only at the time of recruitment. <sup>c</sup> Indigenous and non-indigenous staff were unable to be separated in Victoria. <sup>d</sup> Data are FTE staff except for the NT where data are based on a head count.

Source: ABS (2009) *Experimental Estimates and Projections, Indigenous population aged 20–64 years* Cat. no. 3238.0 (Series B); State and Territory governments (unpublished); table 6A.19.

### Staffing by gender

‘Staffing by gender’ is an indicator of governments’ objective to provide police services in an equitable manner (box 6.4). Women may feel more comfortable in ‘accessing’ police services in certain situations when they are able to deal with female police staff.

#### Box 6.4 Staffing by gender

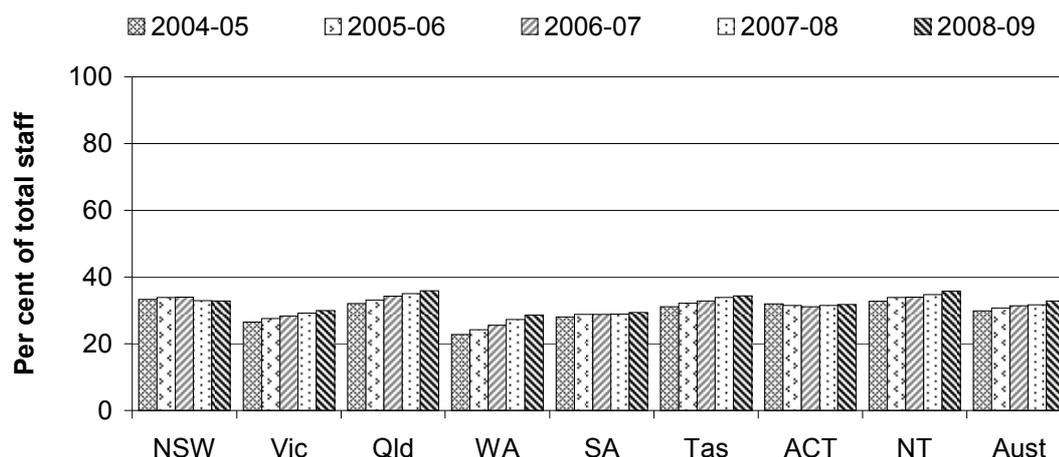
‘Police staffing by gender’ is defined as the number of female police staff (sworn and unsworn) divided by the total number of police staff.

A proportion of female police staff commensurate with the proportion of females in the general population is generally more equitable.

Data reported for this indicator are comparable.

Nationally, 32.2 per cent of police staff were female in 2008-09 (figure 6.7). The proportion of female police staff increased from 2004-05 to 2008-09 (from 29.9 per cent to 32.2 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 (for 2003-04 to 2006-07) and the NT where data are based on a head count.

Source: State and Territory governments (unpublished); table 6A.20.

### *Effectiveness*

### *Complaints*

Police services across Australia encourage and foster a code of customer service that provides for openness and accountability (box 6.5). Complaints made against police reflect a range of issues relating to service delivery. Complaints of a more serious nature are overseen by relevant external review bodies, such as the ombudsman, the director of public prosecutions or integrity boards in each jurisdiction.

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### **Box 6.5 Complaints**

'Complaints' is defined as the number of complaints per 100 000 people. It comprises complaints made by members of the public against police.

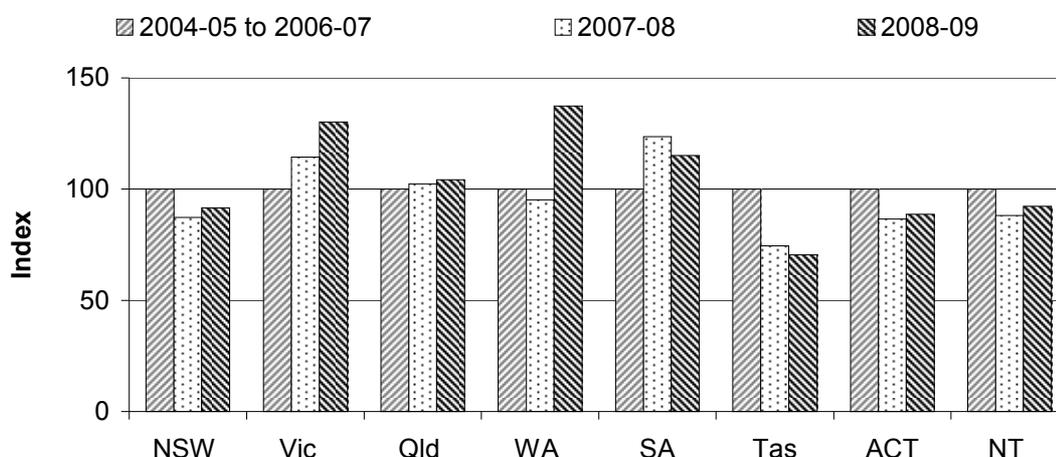
An increase in complaints does not necessarily indicate a lack of confidence in police. Rather, it may indicate greater confidence in complaints resolution. It is desirable to monitor changes in the reported rate of complaints against police to identify reasons for such changes and use this information 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 2004-05 to 2006-07 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.

The underlying data on the number of complaints are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions.

Definitions of what constitutes a 'complaint against police' can differ between jurisdictions. Therefore, complaints data are presented as an index in figure 6.8 to provide a picture of trends over time for each jurisdiction. The trend in the number of complaints against the police per 100 000 people varied across jurisdictions.

Figure 6.8 Complaints per 100 000 people<sup>a, b, c, d</sup>



<sup>a</sup> The underlying data on the number of complaints are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. <sup>b</sup> For WA, the number of complaints recorded can vary due to the back-capture of previously unreported complaints of a minor nature that are resolved at the local level. The increase in complaints in 2008-09 over the previous year is due to improved data capture practices with respect to Police Complaints Administration Centre Information files. <sup>c</sup> Queensland data from 2004-05 to 2007-08 has been revised due to the retrospective capture of some complaints impacted by changes in QPS statistical reporting and to align with the RoGS data dictionary. <sup>d</sup> Base three-year average: 2004-05 to 2006-07 = 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 National Survey of Community Satisfaction with Policing (NSCSP) amongst other sources. The NSCSP collects information on community perceptions of police in terms of services provided and personal experiences of contact with the police. It also elicits public perceptions of crime and safety problems in the community and local area, and reviews aspects of driving behaviour.

### *Satisfaction with police services*

‘Satisfaction with police services’ is an indicator of how well police are perceived to perform their duties (box 6.6).

### Box 6.6 Satisfaction with police services

'Satisfaction with police services' is defined as the proportion of people who were 'satisfied' or 'very satisfied' with police services. Results are reported for people aged 15 years and over.

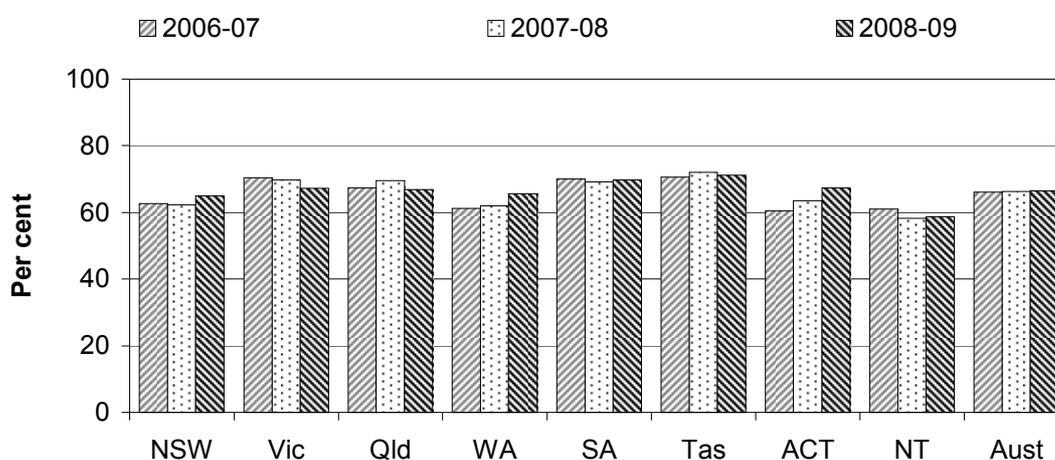
A high or increasing proportion of people who were 'satisfied' or 'very satisfied' is desirable.

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 (66.4 per cent) were 'satisfied' or 'very satisfied' with the services provided by police in 2008-09, remaining relatively steady from 2007-08 (figure 6.9).

Figure 6.9 People who were 'satisfied' or 'very satisfied' with police services<sup>a, b</sup>



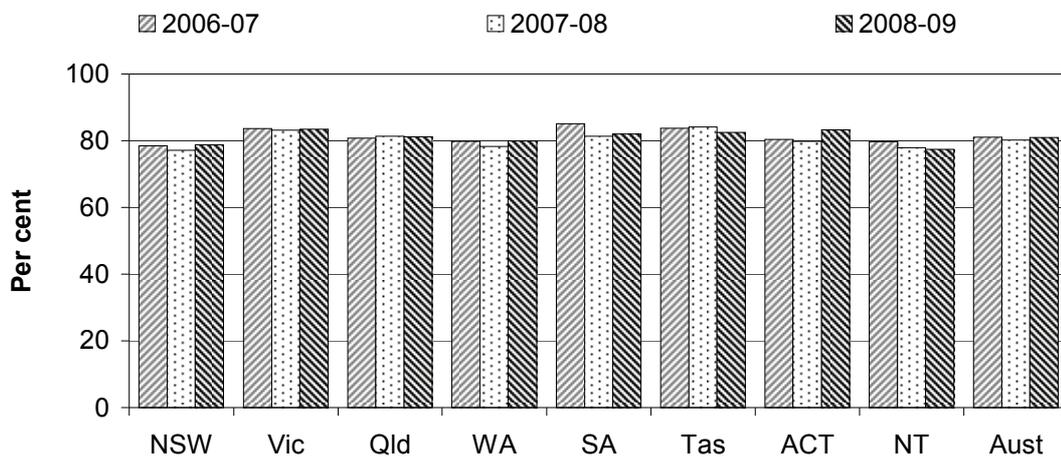
<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.12.

Of those people who had contact with police in 2008-09, 80.9 per cent nationally were ‘satisfied’ or ‘very satisfied’ with the service they received during their most recent contact compared with 80.1 per cent in 2007-08. At the national level, this is a statistically significant increase.

Results across jurisdictions and over time are presented in figure 6.10. As is common with surveys of service performance, higher ratings are achieved by police in all jurisdictions when people are questioned about specific instances of service rather than general impressions.

**Figure 6.10 People who were ‘satisfied’ or ‘very satisfied’ with police in their most recent contact<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’ provide a measure of perceived integrity and professionalism (box 6.7).

### Box 6.7 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.

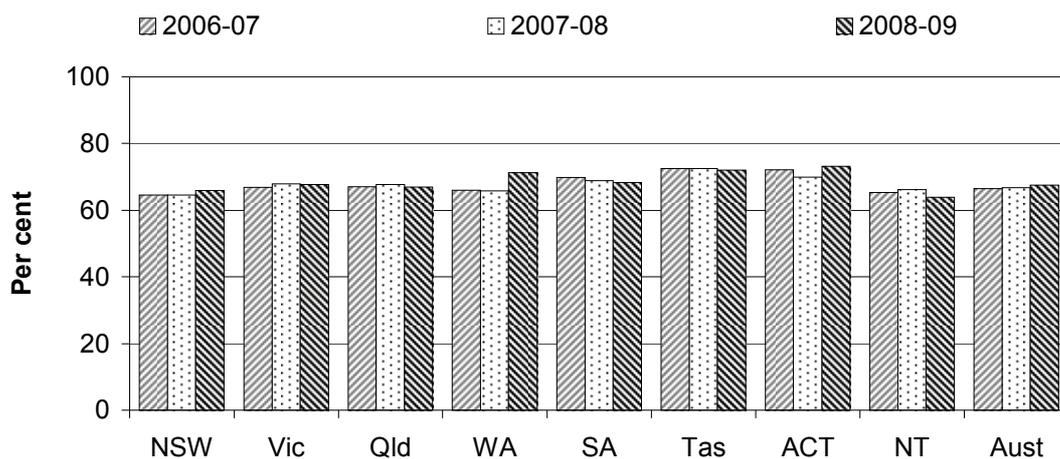
A higher proportion of people who 'agreed' or 'strongly agreed' with these statements is desirable.

Public perceptions might not reflect actual levels of police integrity, because many factors, including hearsay and media reporting, might influence people's perceptions of police integrity.

Data reported for this indicator are comparable.

In 2008-09, 67.5 per cent of people nationally 'agreed' or 'strongly agreed' that police treat people 'fairly and equally', compared with 66.8 per cent in 2007-08 (figure 6.11).

Figure 6.11 People who 'agreed' or 'strongly agreed' that police treat people fairly and equally<sup>a, b</sup>

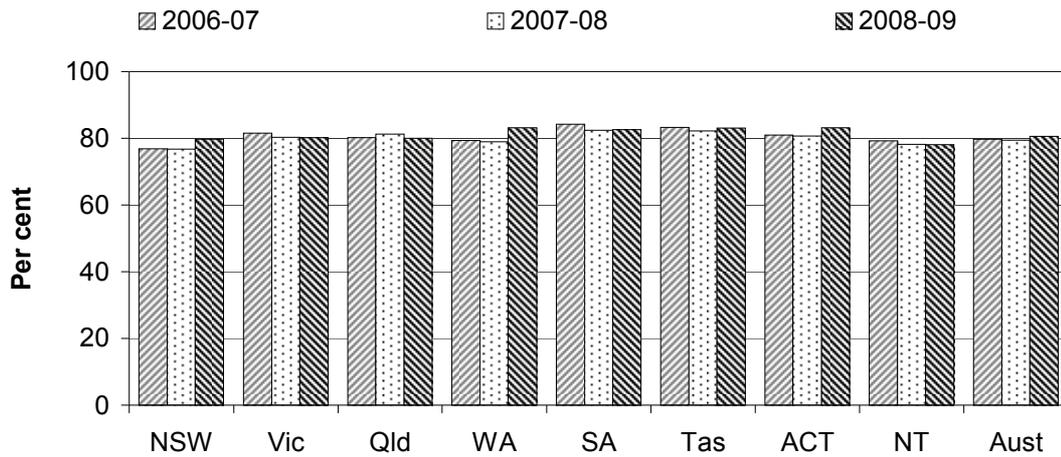


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.16.

Nationally, 80.5 per cent of people ‘agreed’ or ‘strongly agreed’ in 2008-09 that police perform the job ‘professionally’, compared with the 2007-08 result of 79.4 per cent (figure 6.12). At the national level, this is a statistically significant increase.

**Figure 6.12 People who ‘agreed’ or ‘strongly agreed’ that police perform the job professionally<sup>a, b</sup>**



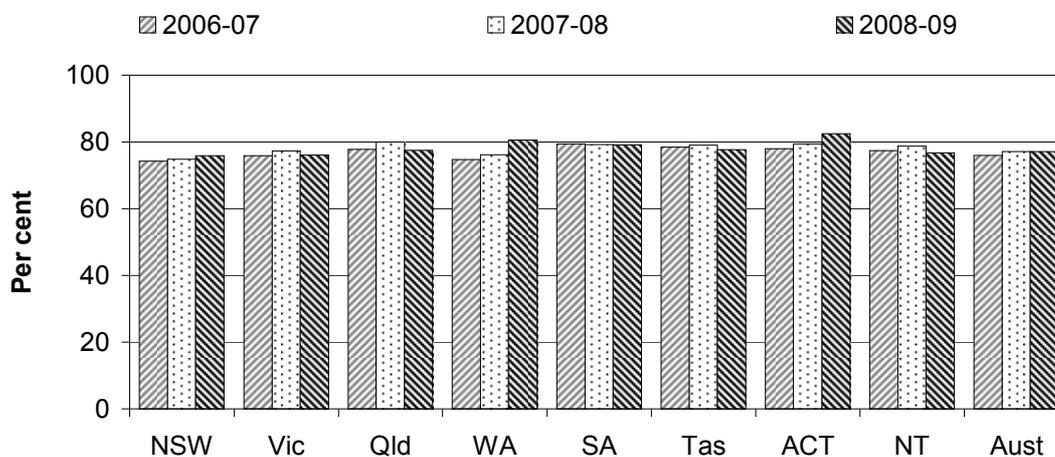
<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

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 2008-09 that most police are ‘honest’, the same as in 2007-08 (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*

The Steering Committee has identified equity and access for community safety as an area for development in future Reports.

### *Outcomes*

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

### *Perceptions of safety*

An important objective of police services is to reassure the public by ensuring the community feels safe in public and private (box 6.8).

#### **Box 6.8 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.

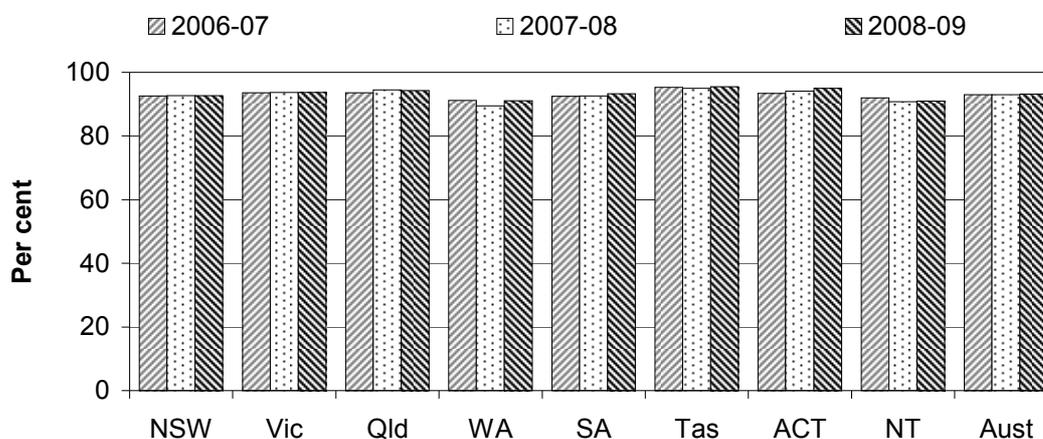
Perceptions of safety on public transport might be influenced by the mix (that is, trains, buses, ferries and trams) of public transport in each jurisdiction

Data reported for this indicator are comparable.

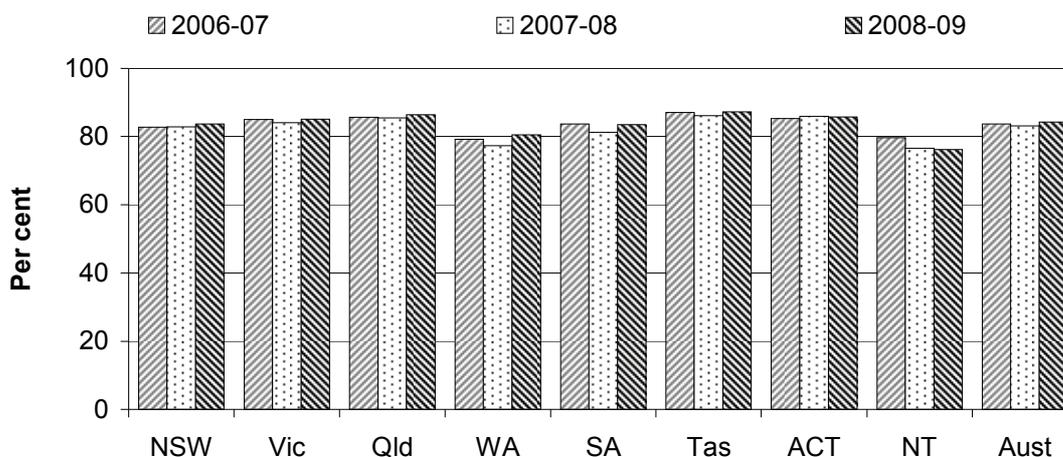
Nationally, 93.2 per cent of people felt 'safe' or 'very safe' at home alone during the day in 2008-09. Nationally, 84.3 per cent of people felt 'safe' or 'very safe' at home alone during the night in 2008-09 (figure 6.14).

Figure 6.14 Perceptions of safety at home alone<sup>a, b</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 during the night



<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.

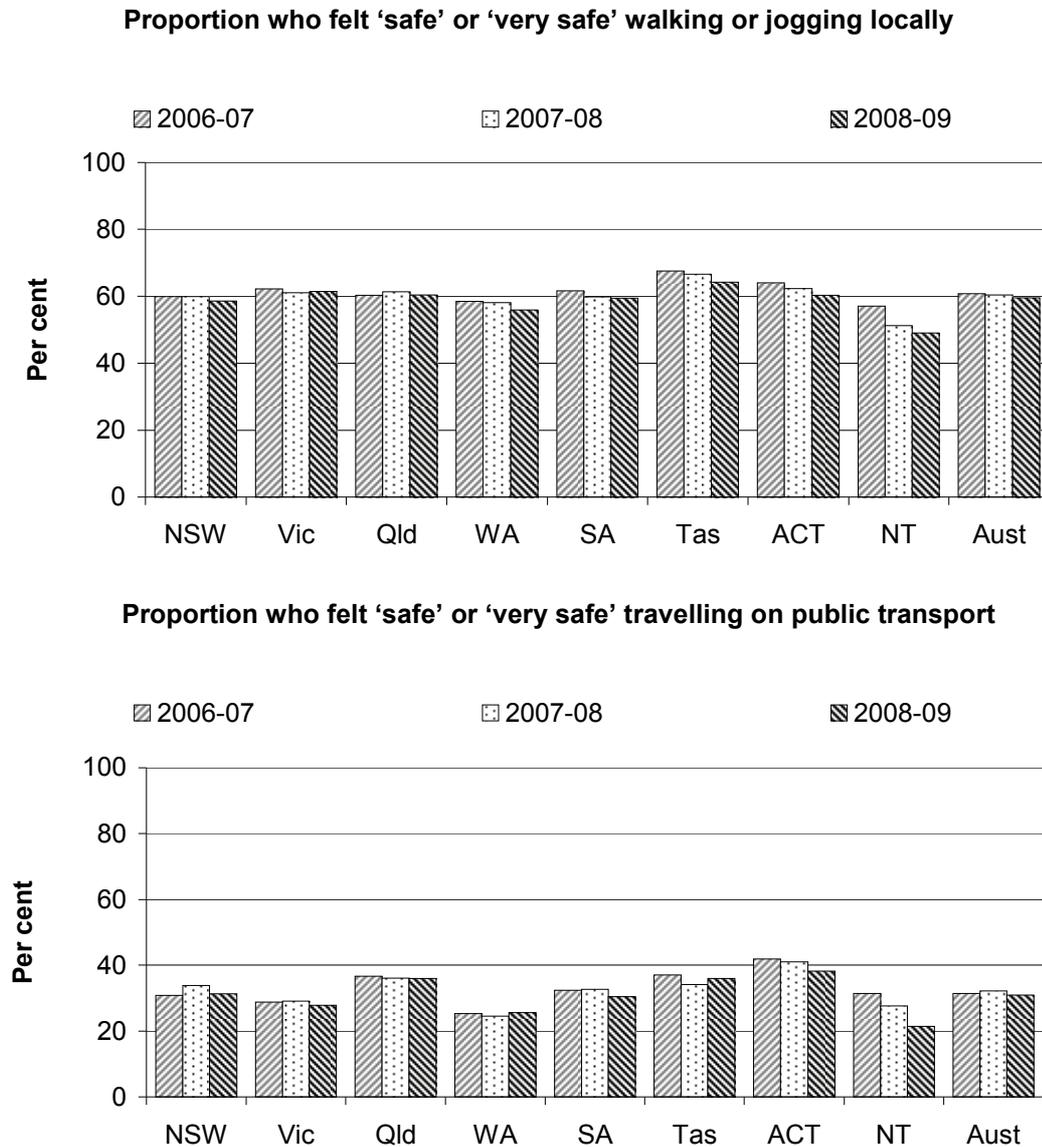
Source: ANZPAA (unpublished); table 6A.21.

Nationally, 90.2 per cent of people felt 'safe' or 'very safe' when walking or jogging locally during the day in 2008-09 (table 6A.22) and 59.6 per cent of people felt 'safe' or 'very safe' when walking or jogging locally during the night in 2008-09. These results are relatively stable from 2007-08 (figure 6.15).

Nationally, 65.7 per cent of people felt 'safe' or 'very safe' when travelling on public transport during the day (remaining relatively stable from 2007-08) (table 6A.23) and 30.9 per cent of people felt 'safe' or 'very safe' when travelling

on public transport during the night in 2008-09 (remaining relatively stable from 2007-08) (figure 6.15).

Figure 6.15 **Perceptions of safety in public places during the night**<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.

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## *Perceptions of crime problems*

‘Perceptions of crime problems’ is an indicator of how safe the members of the community feel in public and private (box 6.9).

### **Box 6.9 Perceptions of crime problems**

‘Perceptions of crime problems’ is defined as 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 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. 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.

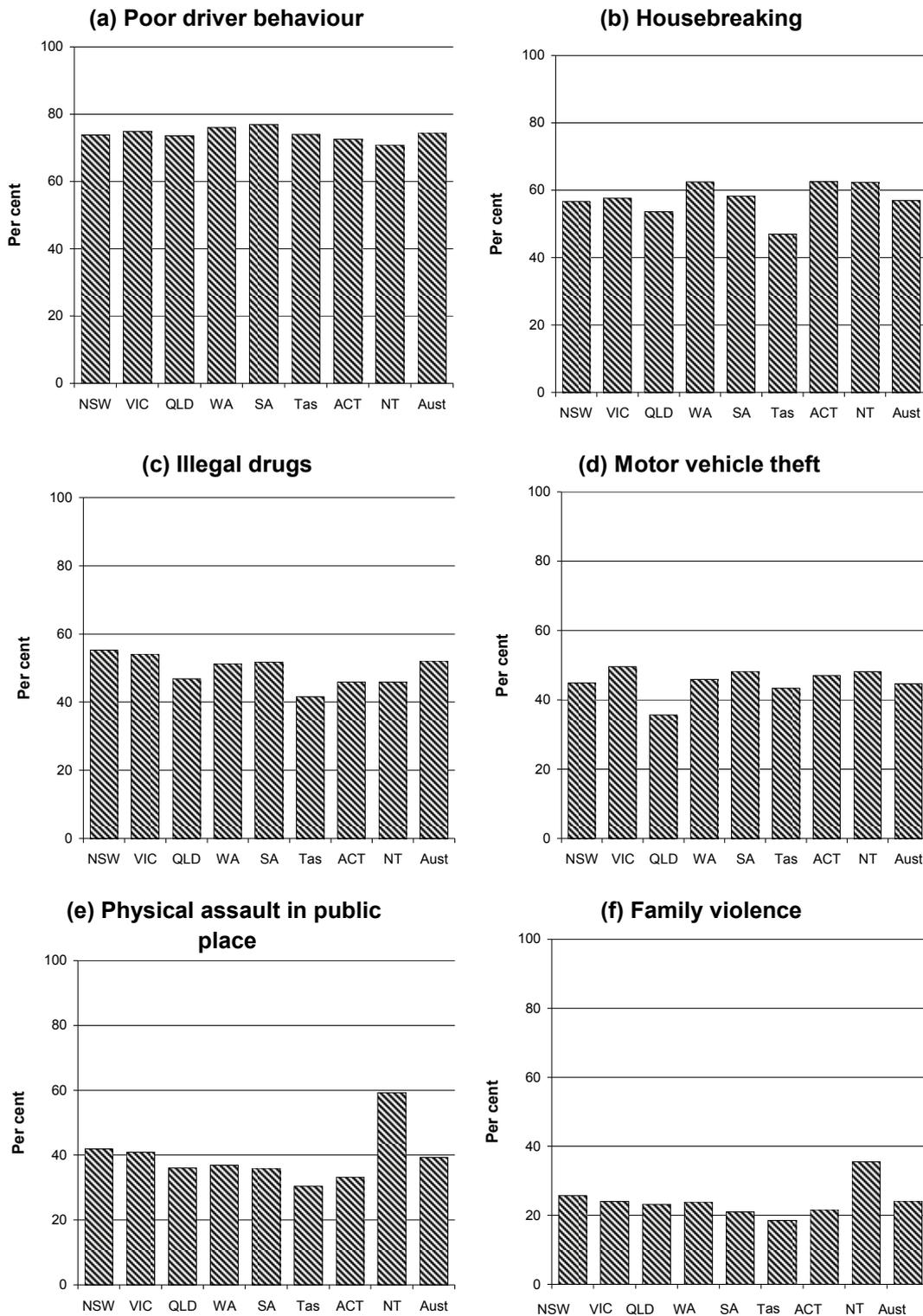
Data reported for this indicator are comparable.

The following major areas of concern were identified by people in relation to crime problems in their neighbourhood:

- Poor driver behaviour — nationally, 74.5 per cent of people believed poor driver behaviour to be a ‘major problem’ or ‘somewhat a problem’ in 2008-09 (little changed from 73.9 in 2007-08) (figure 6.16a, table 6A.26).
- Housebreaking — nationally, 56.9 per cent of people believed housebreaking to be a ‘major problem’ or ‘somewhat a problem’ in 2008-09 (little changed from 57.9 per cent in 2007-08) (figure 6.16b, table 6A.25).
- Illegal drugs — nationally, 52.1 per cent of people believed illegal drugs to be a ‘major problem’ or ‘somewhat a problem’ in 2008-09 (down from 59.2 per cent in 2007-08) (figure 6.16c, table 6A.25).
- Motor vehicle theft — nationally, 44.6 per cent of people believed motor vehicle theft to be a ‘major problem’ or ‘somewhat a problem’ in 2008-09 (down from 46.5 per cent in 2007-08) (figure 6.16d, table 6A.25).
- Physical assault in a public place — nationally, 39.3 per cent of people believed physical assault to be a ‘major problem’ or ‘somewhat a problem’ in 2008-09 (down from 42.8 per cent in 2007-08) (figure 6.16e, table 6A.24).

- 
- Family violence — nationally, 24.1 per cent of people believed family violence to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood in 2008-09 (down from 33.9 per cent in 2007-08) (figure 6.16f, table 6A.24).

**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, 2008-09<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 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. Data from the first source, the Crime and Safety Survey, was most recently published for the survey conducted in 2005, with results from the next survey due for publication in 2010. The second source, the ABS Recorded Crime Victims series, was most recently published in 2009 (for the 2008 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 being for 2007-08 (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

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is collected from individuals and households for those categories of more serious crime that affect the largest number of people. They include personal crimes (robbery, assault and sexual assault) and household crimes (break-in, attempted break-in and motor vehicle theft).

### *Recorded Crime Victims Collection*

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 thefts and other theft.

### *Reporting trends in recorded crime*

Crime and Safety Survey data are collected in a manner such that the sample is intended to be representative of the population as a whole. These 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 6.10).

Neither the Recorded Crime Victims collection nor the Crime and Safety Survey provides a definitive measure of crime victimisation but, together, these two data sources provide a more comprehensive picture of victimisation than either data source alone.

#### **Box 6.10 ABS crime victimisation statistics**

An incident of crime victimisation can be measured from the time a person perceives that they have been a victim, through to the reporting to police and the laying of charges. The ABS produces two major sources of data that can inform the user about crime victimisation. The first is a measure of crimes reported to and recorded by police, sourced from administrative records obtained from State and Territory police agencies. The second is direct reports from members of the public about their experiences of crime as collected in ABS household surveys. In some instances, the results may provide different pictures of crime in the community, with administrative data indicating a trend in one direction and personal experience indicating the opposite.

(Continued next page)

**Box 6.10 (continued)**

The full extent of crime is unlikely ever to be captured because not all offences are reported to, or become known by, police. The victim's confidence in the judicial process, the nature of the offence and the relationship between the victim and perpetrator are among the key factors that influence the propensity to report an offence.

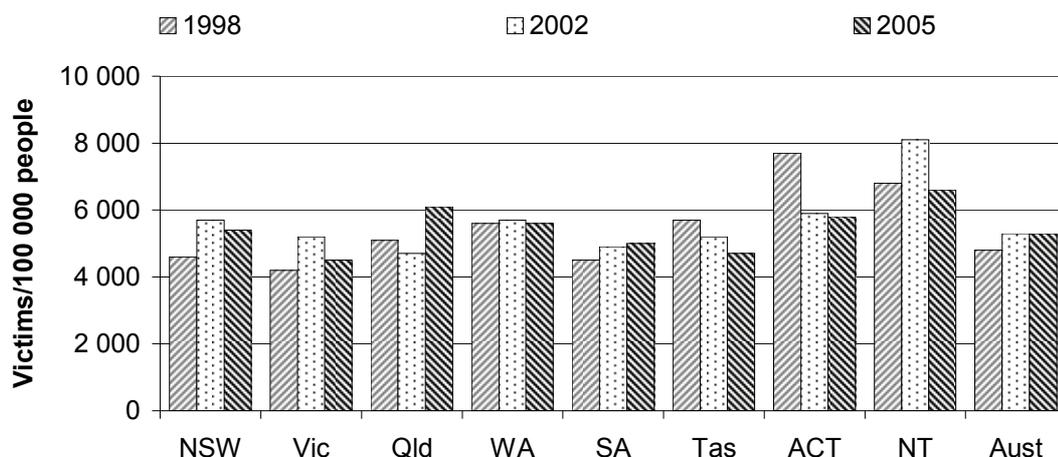
*Comparing recorded crime statistics across jurisdictions*

A number of standards, classifications and counting rules are applied to Recorded Crime statistics, but care needs to be taken when comparing these statistics across states and territories, given the different business rules, procedures, systems, policies, legislation and recording of police agencies. The ABS has worked with police agencies to develop a National Crime Recording Standard, to improve the national comparability of the recorded crime victims' collection.

*Rate of crime victimisation in Australia (from ABS Crime and Safety survey)*

The most recent data published is for the survey conducted in 2005. A more recent survey has already been conducted (for the 2008-09 financial year), but it is not scheduled to be published by the ABS until February 2010. In the meantime, the 2005 survey data suggests an average of 5300 victims of personal crime per 100 000 people in that year, 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>**

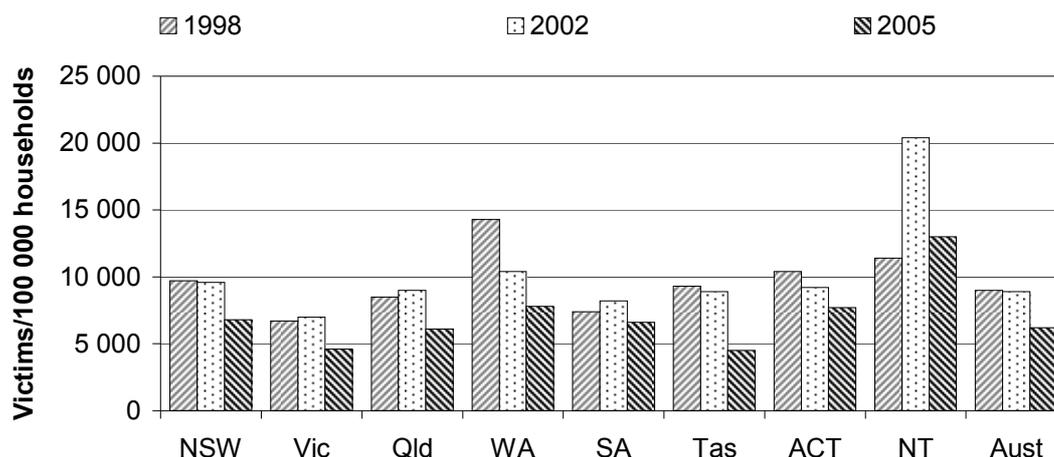


<sup>a</sup> Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.31.

The survey suggests 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.32.

### *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 (6.11).

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**Box 6.11 Australian Institute of Criminology homicide data**

The AIC undertakes research in the field of criminal justice ranging from high-tech crime, transnational and organised crime issues, to the monitoring and analysis of patterns in major crimes including homicide, sexual assault, armed robbery and firearms traffic.

The AIC provides data on homicide through its National Homicide Monitoring Program (NHMP), which has been operating within the AIC since 1989. The program uses two main data sources:

- police reports (supplemented by information from investigating officers)
- coronial files (namely toxicology reports).

*Crime victimisation — crimes against the person*

The prevalence and trends in personal crime in the community is an important measure of the effectiveness of police services (box 6.12).

**Box 6.12 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 2004 = 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.

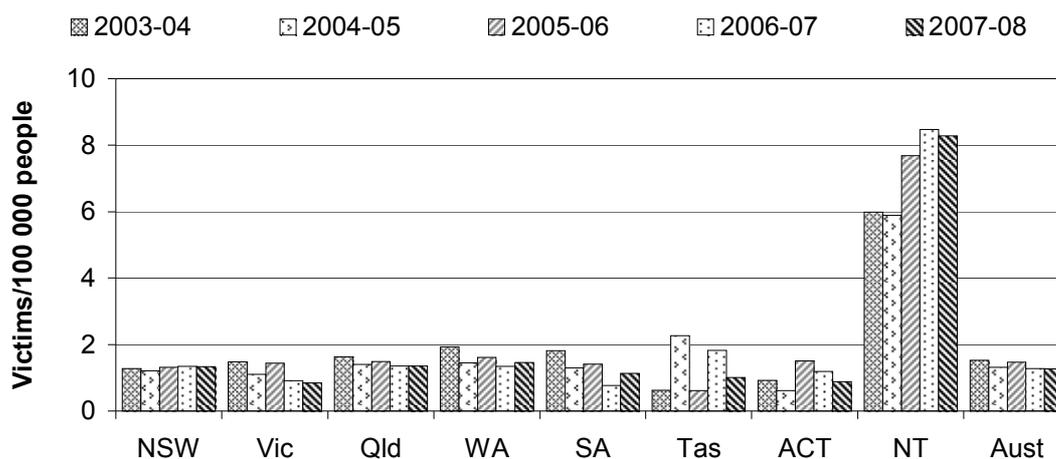
Data reported for this indicator are comparable, although for some jurisdictions the associated standard errors can be large.

Differences in the way in which crimes are recorded on jurisdictions' police administrative systems (due to legislation, recording systems and recording

practices) mean that care should be taken when comparing the level of recorded crime across jurisdictions.

Nationally, there were 1.3 recorded victims of homicide per 100 000 people in 2007-08 (the same as in 2006-07) (figure 6.19).

Figure 6.19 **Victims of homicide**<sup>a, b, c</sup>

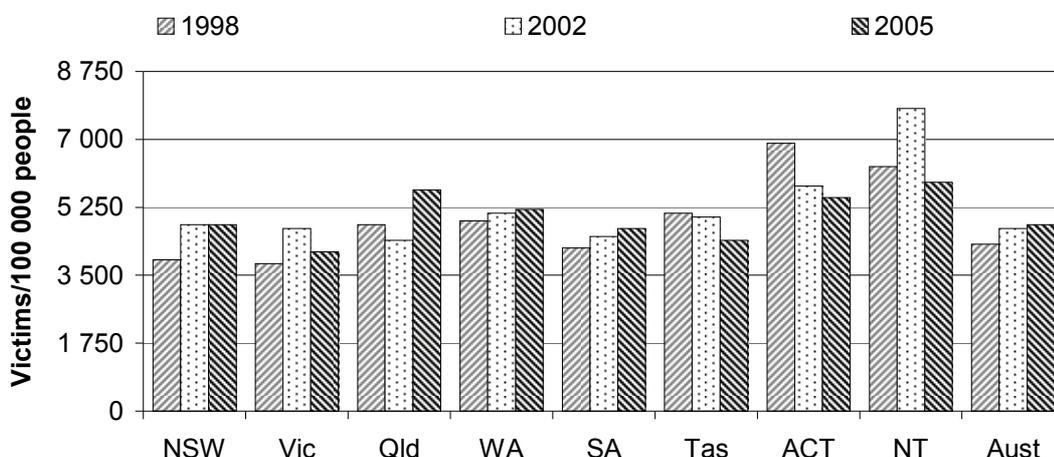


<sup>a</sup> Homicide is defined by the criminal law of each State and Territory. The specific wording of the definition varies between states and territories in terms of degree and culpability. <sup>b</sup> The AIC victims of homicide data for 2007-08 are preliminary (unpublished) and final data in other publications might differ. <sup>c</sup> Rates in this figure may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing.

Source: AIC Homicide in Australia: National Homicide Monitoring Program (various years, unpublished); tables 6A.27 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>

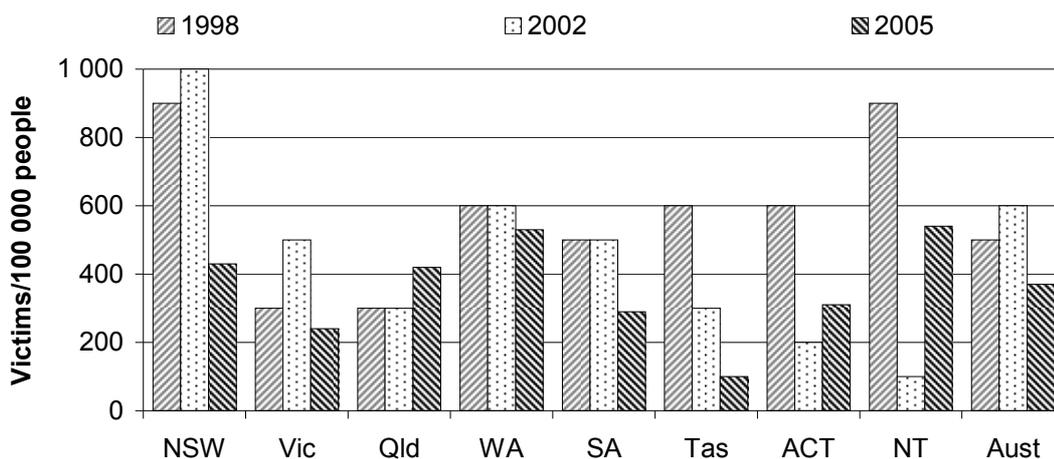


<sup>a</sup> A victim is defined as a person reporting at least one assault. Victims were counted once only, regardless of the number of incidents of assault. Assault is defined as an incident, other than a robbery, where the respondent was threatened with force or violence or physically attacked.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.31.

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>

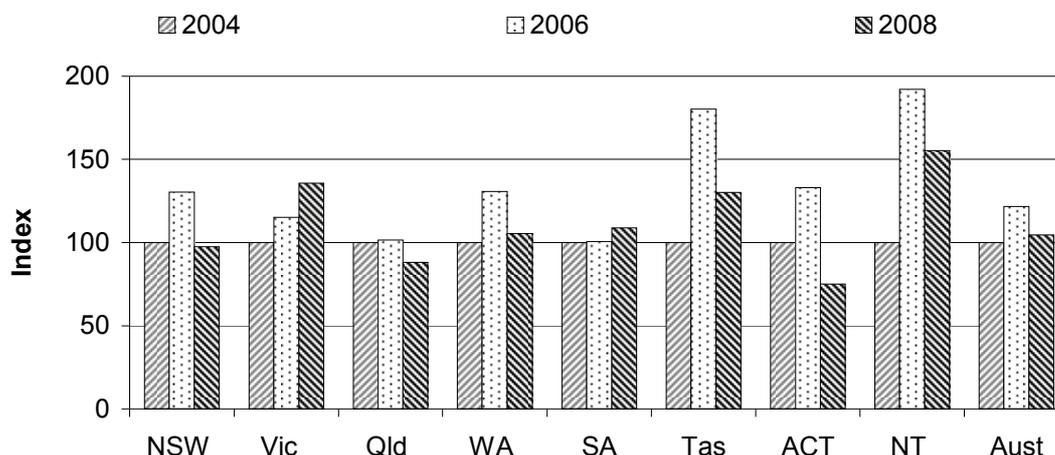


<sup>a</sup> A victim is defined as a person reporting at least one robbery. Victims were counted once only, regardless of the number of incidents of robbery. Robbery is defined as an incident, where someone has stolen (or tried to steal) property from a respondent by physically attacking them or threatening them with violence.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.31.

Based on the ABS Recorded Crime Victims collection, the rate of victims of armed robbery at a national level fluctuated between 2004 and 2008 (figure 6.22).

Figure 6.22 Trends in recorded crime — victims of armed robbery<sup>a, b, c, d</sup>



<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Index 2004 = 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> Rates in this figure may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2004 and 2006). Population data relate to 30 June, so that ERP at 30 June 2008 is used as the denominator for 2008. <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.

Source: ABS Recorded Crime — Victims, Australia (various years), Cat. no. 4510.0; tables 6A.28 and AA.2.

### Crime victimisation — crimes against property

The prevalence and trends in crimes against property in the community are important measures of the effectiveness of police services (box 6.13).

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**Box 6.13 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 2004 = 100)
- victims of motor vehicle theft (index 2004 = 100).

A fall in the index number is a more desirable outcome.

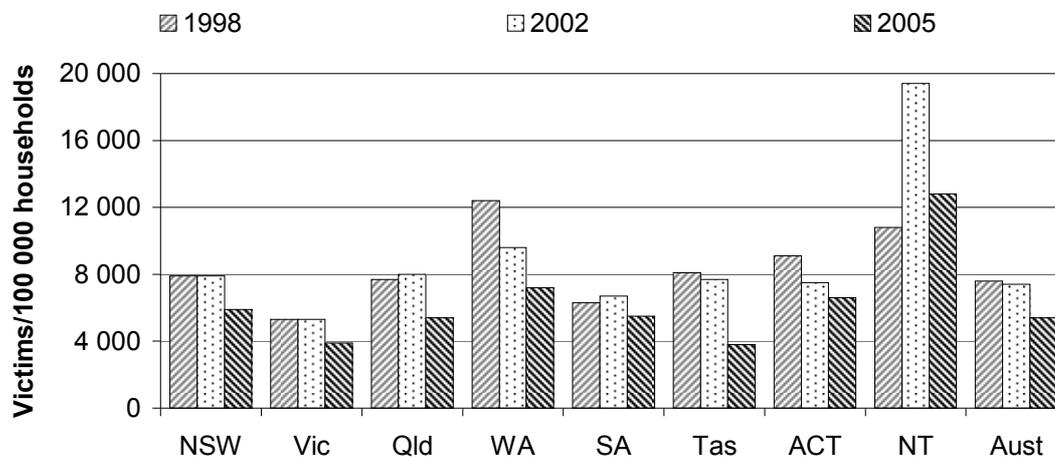
The recorded number of crimes might vary from the actual incidence of crimes against property for a number of reasons, including confidence in the judicial system as a whole.

Data reported for this indicator are comparable, although for some jurisdictions the associated standard errors can be large.

Differences in the way in which crimes are recorded on police administrative systems (due to legislation, recording systems and recording practices) mean that care should be taken when comparing the level of recorded crime across jurisdictions.

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>

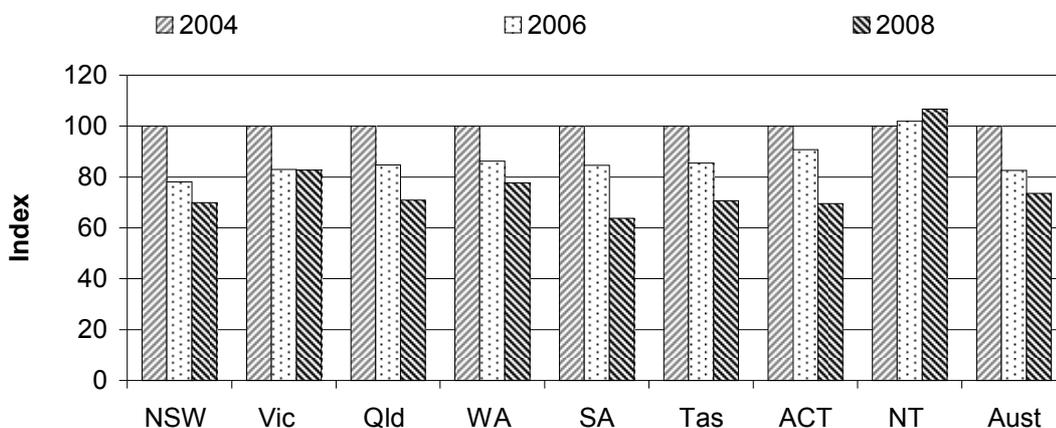


<sup>a</sup> A victim is defined as a household reporting at least one break-in/attempted break-in. Victims were counted once only, regardless of the number of incidents of break-in/attempted break-in. Therefore, the addition of the 'break and enter' and the 'attempted break and enter', data in table 6A.32 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.32.

Based on the ABS Recorded Crime collection, the number of victims of unlawful entry with intent per 100 000 people fell, nationally, between 2004 and 2008. There has been a general downward trend in the victimisation rate in all jurisdictions except the NT since the base period of 2004 (figure 6.24). Table 6A.29 reports numbers per 100 000 people.

Figure 6.24 Trends in recorded crime — victims of unlawful entry with intent index<sup>a, b, c, d</sup>

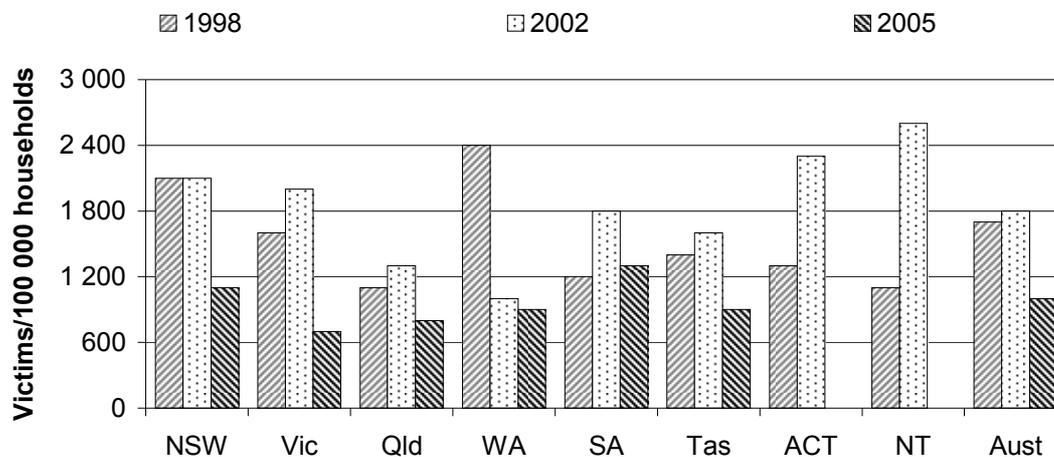


<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Index 2004 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions. Index calculations are based on ABS unrounded data and may differ from those published by the ABS and others. <sup>c</sup> Rates in this figure may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2004 and 2006). Population data relate to 30 June, so that ERP at 30 June 2008 is used as the denominator for 2008. <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.29 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>**

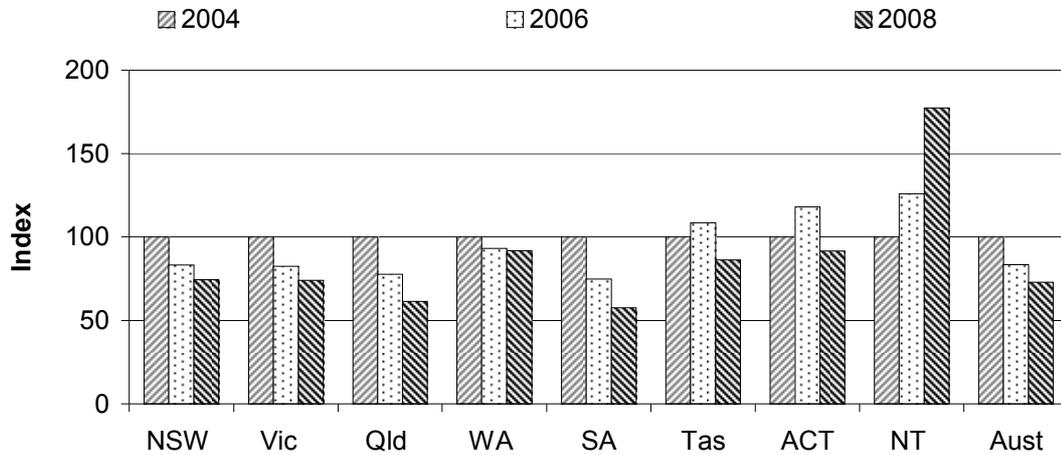


<sup>a</sup> A victim is defined as a household reporting at least one motor vehicle theft. Victims were counted once only, regardless of the number of incidents of motor vehicle theft. Motor vehicle theft is defined as an incident where a motor vehicle was stolen from any member of the respondent's 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.32.

Based on the ABS Recorded Crime collection, the number of victims of motor vehicle theft per 100 000 people fell nationally between 2004 and 2008 and in all jurisdictions except the NT (figure 6.26). Table 6A.29 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 2004 = 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.

Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 6A.29.

### 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 6.14).

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### Box 6.14 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.

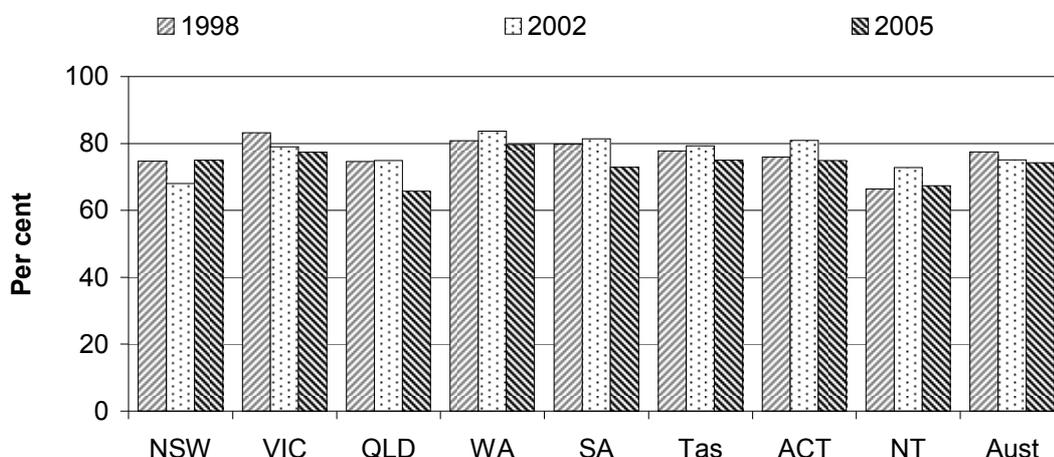
Reporting rates vary across different crime types (evident in table 6A.30). This indicator does not provide information on why some people choose not to report particular offences to the police.

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 (similar to that in 2002 and 1998, with 31.1 and 31.7 per cent respectively)
- for motor vehicle theft, 90.3 per cent (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.30).

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.30.

### 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 6.15).

#### Box 6.15 Outcomes of investigations — personal crimes

‘Outcomes of investigations’ is defined by two separate measures:

- the proportion of investigations finalised within 30 days of the offence becoming known to police
- the proportion of the investigations finalised within 30 days (as above) where proceedings were instituted against the offender.

Measures are reported for a range of offences against the person including homicide and armed robbery. 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.

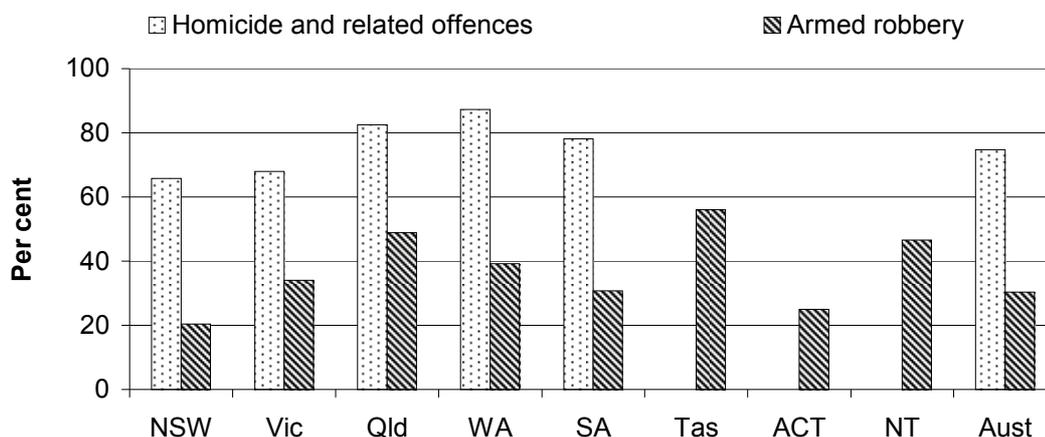
Nationally, 74.7 per cent of investigations for homicide and related offences and 30.4 per cent of armed robbery investigations were finalised within 30 days, in 2008 (figure 6.28). Of those finalised investigations, proceedings commenced against an alleged offender within 30 days of the offence becoming known to police for 91.5 per cent of homicide and related offence investigations and 86.9 per cent of armed robbery investigations (figure 6.28).

Figure 6.29 presents, for each jurisdiction in 2008, 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.

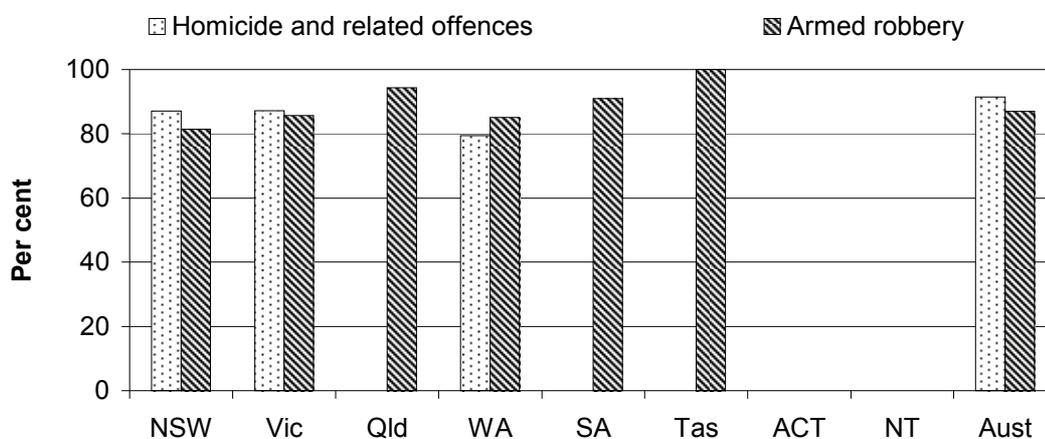
For these finalised investigations, figure 6.29 also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police.

Figure 6.28 **Crimes against the person: outcomes of investigations, 30 day status, 2008<sup>a, b</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**

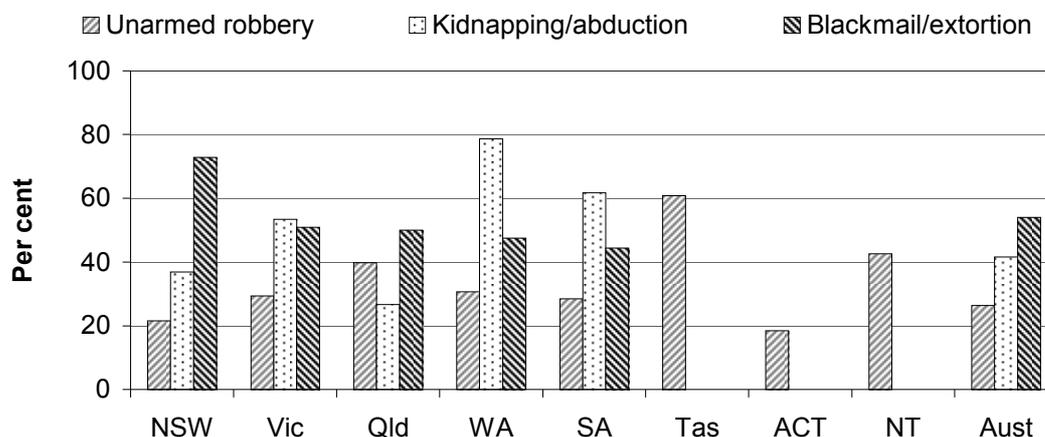


<sup>a</sup> Data on investigations finalised within 30 days of the offence becoming known to police and on proceedings commenced, are not published for some smaller jurisdictions (SA, Tas, ACT, NT) due to small numbers and ABS confidentiality rules. These data are included in the Australian total. <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.

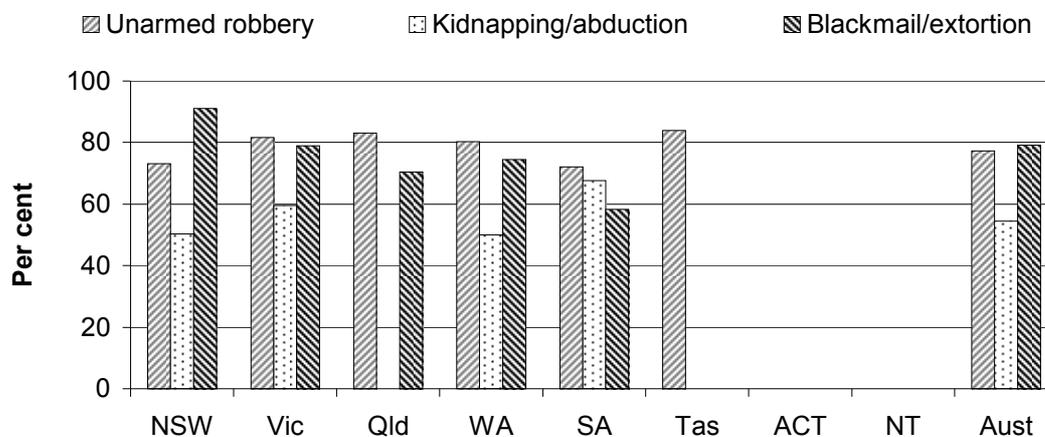
Source: ABS *Recorded Crime – Victims*, Cat. no. 4510.0 (2009); table 6A.33.

**Figure 6.29 Crimes against the person: outcomes of investigations, 30 day status, 2008<sup>a, b</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 investigations finalised within 30 days of the offence becoming known to police and on proceedings commenced, are not published for some smaller jurisdictions (SA, Tas, ACT, NT) due to small numbers and ABS confidentiality rules. These data are included in the Australian total. <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.

Source: ABS (2009), *Recorded Crime – Victims*, Cat. no. 4510.0; table 6A.33.

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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 6.16).

**Box 6.16 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.

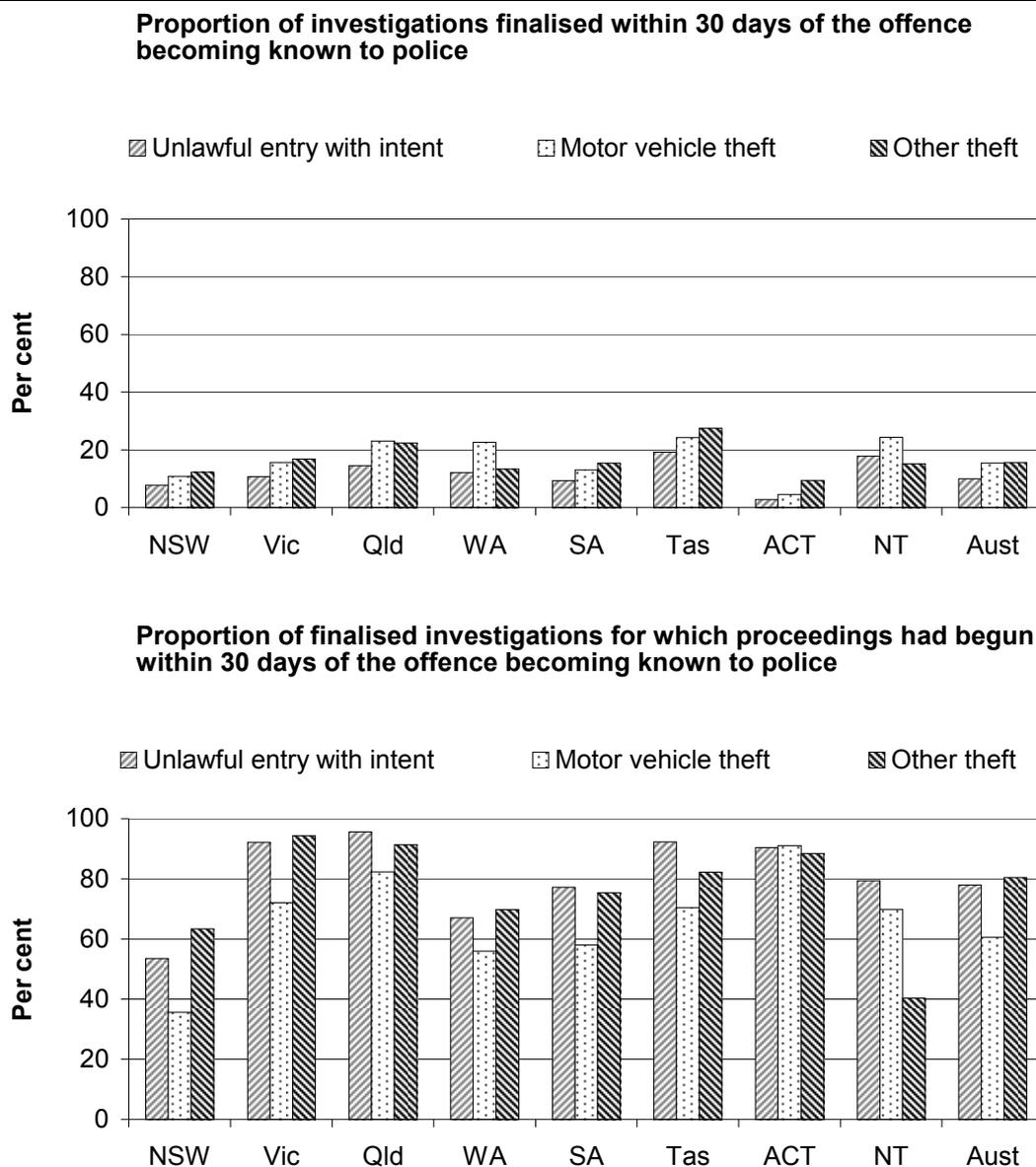
A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a desirable outcome.

Data reported for this indicator are not directly comparable.

Figure 6.30 reports for each jurisdiction in 2008, 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, 2008<sup>a</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.

Source: ABS (2009) *Recorded Crime – Victims*, Cat. no. 4510.0; table 6A.34.

## 6.6 Road safety

This section reviews the role of police in maximising road safety through targeted operations to reduce the incidence of traffic offences and through attendance at, and investigation of, road traffic collisions and incidents.

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Activities typically include:

- monitoring road user behaviour, including speed and alcohol-related traffic operations
- undertaking general traffic management functions
- attending and investigating road traffic collisions and incidents
- improving public education and awareness of traffic and road safety issues.

Police performance in undertaking road safety activities is measured using a suite of indicators that includes people's behaviour on the roads and the number of land transport hospitalisations and road fatalities. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

## **Key road safety performance indicator results**

### *Outputs*

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

### *Equity — access*

The Steering Committee has identified equity and access for road safety as an area for development in future reports.

### *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 road use habits. For contextual purposes, 86.6 per cent of those surveyed in 2008-09 stated that they had driven a motor vehicle in the past 6 months.

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### *Road safety performance*

‘Road safety performance’ is an indicator of governments’ success in promoting safer behaviour on the road through police programs that aim to influence road user behaviour (box 6.17).

#### **Box 6.17 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 10 kilometres per hour or more above the speed limit in the previous 6 months.

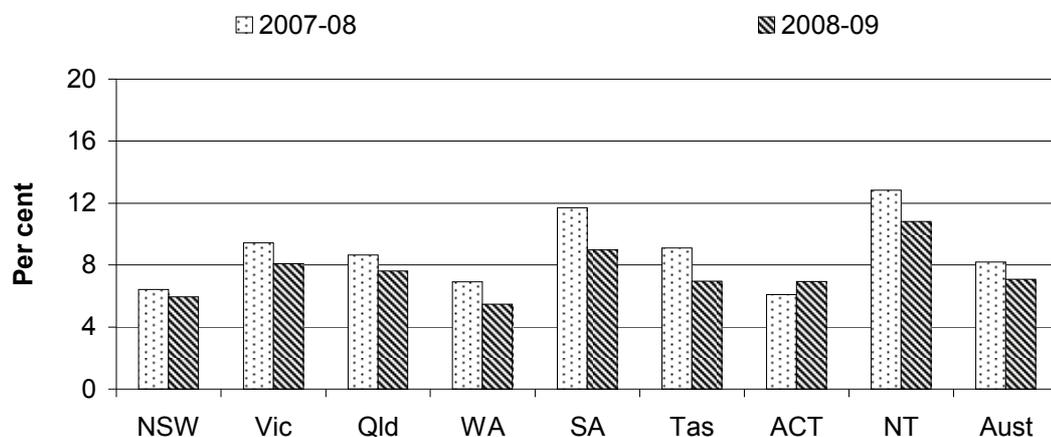
A lower proportion of people who stated that they had driven a car without wearing a seatbelt, driven when possibly over the alcohol limit and/or driven 10 kilometres per hour or more above the speed limit is desirable.

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, in 2008-09, 7.1 per cent of people who had driven in the previous 6 months, said they had ‘rarely’ or more often (‘sometimes’, ‘most of the time’ or ‘always’) driven a car without wearing a seat belt (down from 8.2 per cent in 2007-08) (figure 6.31).

**Figure 6.31 People who had driven in the previous 6 months without wearing a seat belt<sup>a, b</sup>**

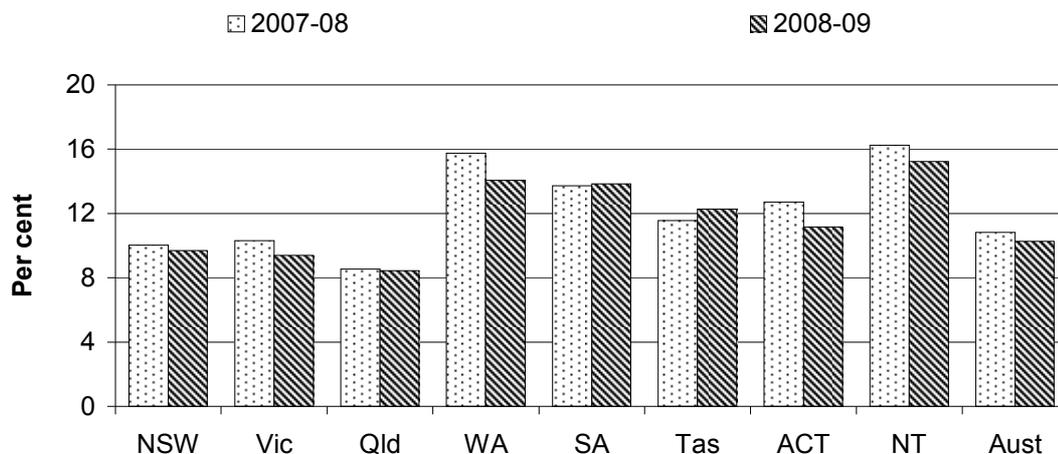


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.35.

Nationally, in 2008-09, 10.3 per cent of people who had driven in the previous 6 months, indicated that they had ‘rarely’ or more often (‘sometimes’, ‘most of the time’ or ‘always’) driven when possibly over the blood alcohol limit (little changed from 10.8 per cent in 2007-08) (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>**

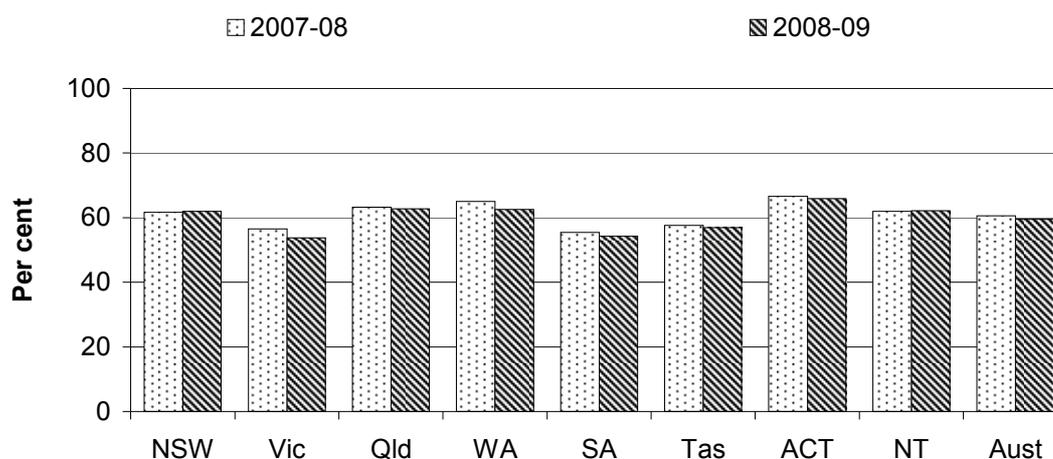


<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.36.

Nationally, in 2008-09, 59.5 per cent of people who had driven in the previous 6 months reported travelling 10 kilometres per hour or more above the speed limit ‘rarely’ or more often (‘sometimes’, ‘most of the time’ or ‘always’) (little changed from 60.6 per cent in 2007-08) (figure 6.33).

**Figure 6.33 People who had driven 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.37.

### Road death

‘Road death’ is an indicator of governments’ objective to promote safer behaviour on the road (box 6.18). One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations.

#### Box 6.18 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.

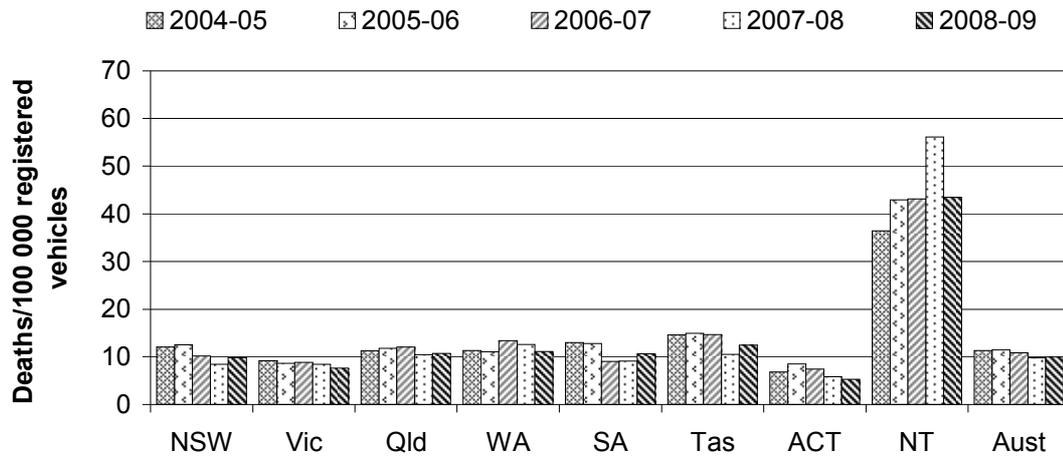
The rate of road deaths per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and media campaigns.

Data reported for this indicator are comparable.

Nationally, there were 1556 road deaths in 2008-09 (up from 1493 in 2007-08). Road fatalities for all jurisdictions from 2004-05 to 2008-09 are reported in table 6A.38.

There were 9.9 road deaths per 100 000 registered vehicles in Australia in 2008-09, (up from 9.8 in 2007-08) (figure 6.34).

**Figure 6.34 Road deaths per 100 000 registered vehicles**



Source: Australian Road Fatality Statistics at [www.infrastructure.gov.au/roads/safety](http://www.infrastructure.gov.au/roads/safety) (data accessed on 11 November 2009); ABS Motor Vehicle Census (various years), Australia Cat. no. 9309.0; table 6A.38.

### *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 6.19).

#### **Box 6.19 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.

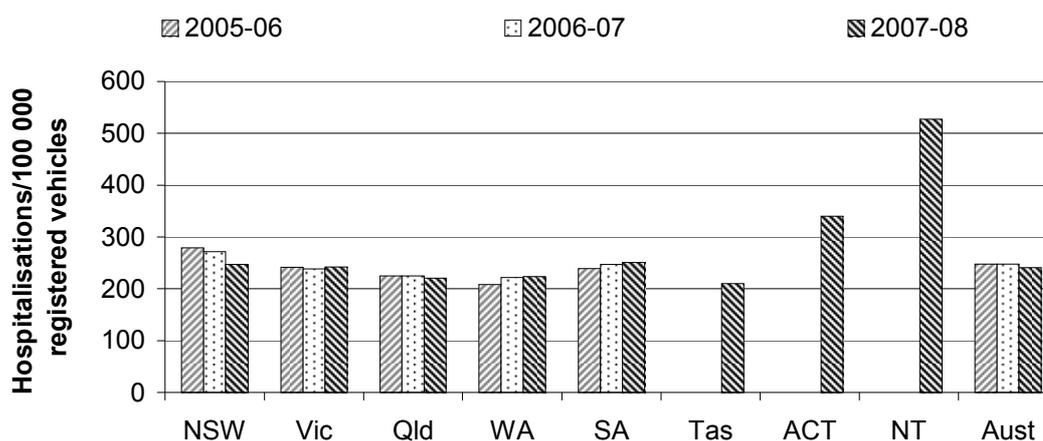
A lower number of hospitalisations from traffic accidents per 100 000 registered vehicles is a desirable outcome.

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.

Nationally, there were 241 land transport hospitalisations per 100 000 registered vehicles in 2007-08 (figure 6.35).

**Figure 6.35 Land transport hospitalisations per 100 000 registered vehicles<sup>a</sup>**



<sup>a</sup> Data were not published for Tasmania, the ACT and the NT prior to 2007-08.

Source: ABS Motor Vehicle Census (various years), Australia Cat. no. 9309.0; AIHW (unpublished); table 6A.39.

### *Perceptions of road safety problems*

An objective of police services is to reassure the public by ensuring the community feels safe in driving and using the roads (box 6.20).

#### **Box 6.20 Perceptions of road safety problems**

'Perceptions of road safety problems' is defined as the proportion of people who believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their neighbourhood.

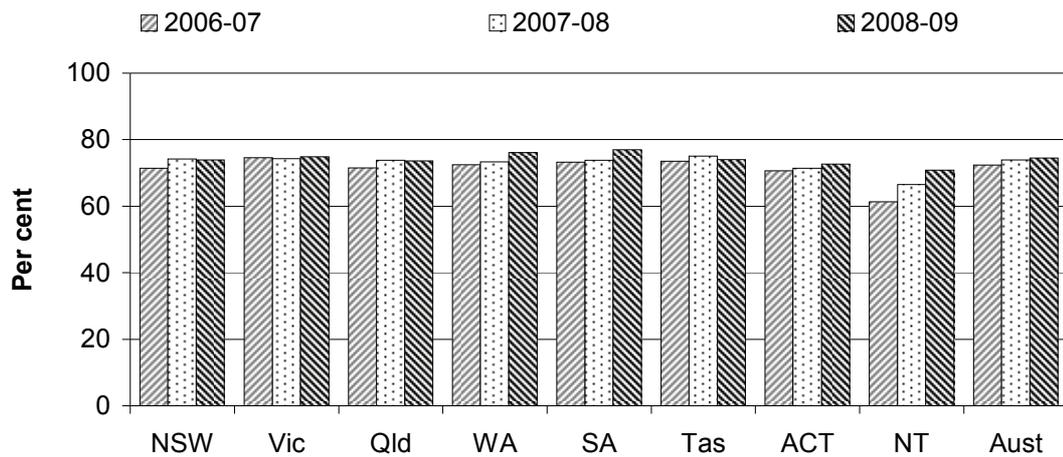
A smaller proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem', is a desirable outcome.

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 2008-09, 74.5 per cent of people believed speeding cars or dangerous, noisy driving to be a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood (little changed from 73.9 per cent in 2007-08) (figure 6.36).

**Figure 6.36 Proportion of people who felt that speeding cars or dangerous, noisy driving was a ‘major problem’ or ‘somewhat of a problem’ in their neighbourhood<sup>a, b</sup>**



<sup>a</sup> Data are based on responses from people aged 15 years or over. <sup>b</sup> Data 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 (although the role of police services in conducting court and prisoner security differs across jurisdictions).

Police performance in undertaking these activities is measured using a suite of indicators that include costs awarded against police in criminal actions, the proportion of defendants pleading guilty or being found guilty, and the effectiveness of police in diverting offenders from the criminal justice system. For data that are

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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).

## **Key judicial services performance indicator results**

### *Outputs*

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

### *Equity — access*

The Steering Committee has identified equity and access for services to the judicial process as an area for development in future reports.

### *Efficiency*

#### *Costs awarded against police in criminal actions*

‘Costs awarded against police in criminal actions’ is an indicator of the efficiency with which police undertake activities associated with the judicial process (box 6.21).

#### **Box 6.21 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.

Costs awarded against police in the five years to 2008-09, are presented in table 6.2 and provide a picture of trends over time for each jurisdiction. The data are

presented in real terms (that is, adjusted for inflation) for both total dollar amounts and costs per person.

**Table 6.2 Real costs awarded against the police in criminal actions (2008-09 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									
2004-05	\$'000	802	2354	196	1688	829	na	269	na
2005-06	\$'000	1090	2540	166	2375	819	24	157	na
2006-07	\$'000	947	2034	138	3207	908	36	156	na
2007-08	\$'000	1113	1682	258	3256	1270	17	75	23
2008-09	\$'000	1592	1898	163	3358	1658	14	148	82
Total costs per person <sup>c</sup>									
2004-05	\$	0.12	0.47	0.05	0.84	0.54	na	0.82	na
2005-06	\$	0.16	0.50	0.04	1.17	0.53	0.05	0.47	na
2006-07	\$	0.14	0.39	0.03	1.54	0.58	0.07	0.47	na
2007-08	\$	0.16	0.32	0.06	1.53	0.80	0.03	0.22	0.11
2008-09	\$	0.23	0.35	0.04	1.52	1.03	0.03	0.43	0.37

<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> Rates in this table may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2008 is used as the denominator for 2008-09. **na** Not available.

Source: State and Territory governments (unpublished); tables 6A.43 and AA.2.

## 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 6.22).

#### **Box 6.22 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.

(Continued next page)

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**Box 6.22 (continued)**

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 2008-09. 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)**

	<i>NSW</i>	<i>Vic</i> <sup>a</sup>	<i>Qld</i>	<i>WA</i> <sup>b</sup>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
2004-05	57	45	45	54	55	66	41	47
2005-06	55	47	47	50	55	64	36	38
2006-07	56	48	48	47	52	71	43	39
2007-08	55	49	49	47	49	67	49	42
2008-09	58	47	47	47	52	61	47	41

<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> For WA, figures for 2004-05, 2005-06, 2006-07 and 2007-08 have been revised due to updated data. Juvenile diversions include formal cautions and referrals to Juvenile Justice Teams as a proportion of the total recorded number of juveniles diverted or arrested.

Source: State and Territory governments (unpublished); table 6A.42.

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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).

### *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 6.23).

**Box 6.23 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 25 deaths in police custody and custody-related operations in 2008 (down from 29 in 2007). This total comprised 21 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									
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	25
2008	4	3	–	10	2	–	–	2	21
Indigenous deaths									
2004	2	1	2	1	1	–	–	1	8
2005	1	–	1	6	–	–	–	–	8
2006	–	1	1	2	1	–	–	1	6
2007	–	–	2	–	2	–	–	–	4
2008	–	–	–	1	–	–	–	3	4
<b>Total Indigenous deaths 2004–08<sup>c</sup></b>	<b>3</b>	<b>2</b>	<b>6</b>	<b>10</b>	<b>4</b>	<b>–</b>	<b>–</b>	<b>5</b>	<b>30</b>
Total deaths									
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	29
2008	4	3	–	11	2	–	–	5	25
<b>Total 2004–08</b>	<b>32</b>	<b>24</b>	<b>21</b>	<b>28</b>	<b>14</b>	<b>–</b>	<b>2</b>	<b>9</b>	<b>130</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 2007-08 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.40.

### *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 defendants resulting in a guilty plea or finding*

'Proportion of lower court defendants resulting in a guilty plea or finding' is an indicator of governments' objective for police to support the judicial process to

achieve efficient and effective court case management for judicial processing (box 6.24).

**Box 6.24 Proportion of lower court defendants resulting in a guilty plea or finding**

‘Proportion of lower court defendants resulting in a guilty plea or finding’ is defined as the number of finalised defendants in lower courts who either submitted a guilty plea or were found guilty, as a proportion of the total number of lower courts adjudicated defendants.

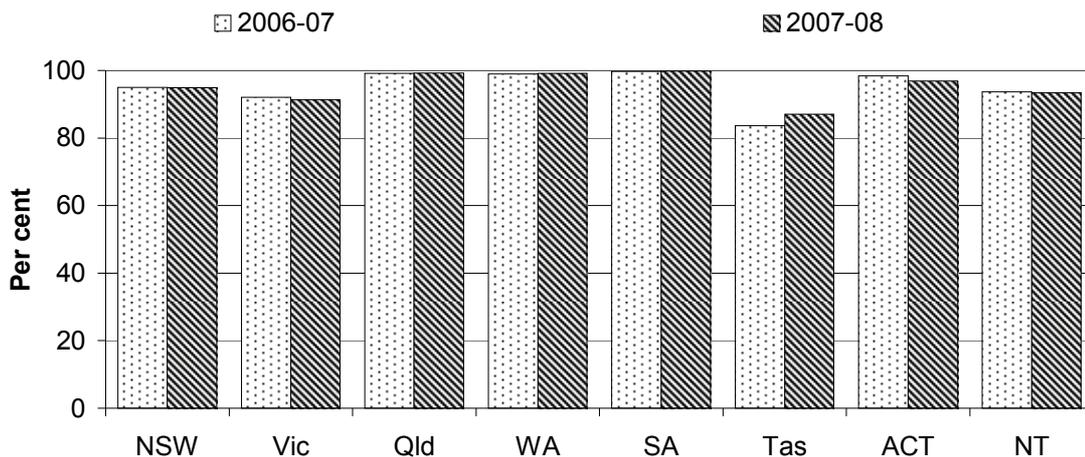
A higher proportion of lower courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome.

This indicator does not provide information on the number of cases where police have identified a likely offender but choose not to bring the likely offender 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 2006-07 and 2007-08 across all jurisdictions (figure 6.37).

**Figure 6.37 Proportion of lower courts adjudicated defendants resulting in a guilty plea or finding<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.41.

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*Proportion of higher court defendants resulting in a guilty plea or finding*

‘Proportion of higher court defendants resulting in a guilty plea or finding’ is another indicator of governments’ objective for police to support the judicial process to achieve efficient and effective court case management for judicial processing (box 6.25).

**Box 6.25 Proportion of higher court defendants resulting in a guilty plea or finding**

‘Proportion of higher court defendants 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.

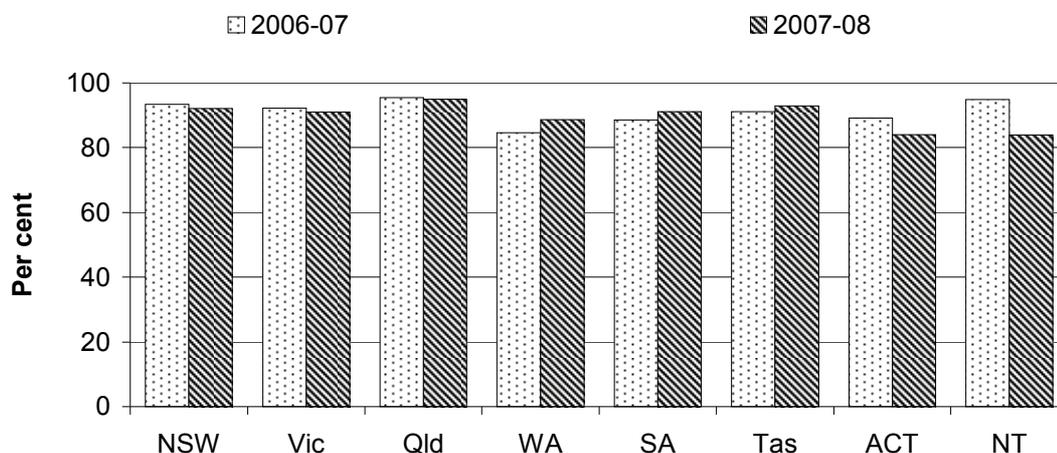
A higher proportion of higher courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome.

This indicator does not provide information on the number of defendants where police have identified a likely offender, but choose not bring the likely offender to trial due to a variety of factors nor to cases that have been finalised by a non-adjudicated method.

Data reported for this indicator are comparable.

The proportion of higher courts adjudicated defendants who either submitted a guilty plea or were found guilty was stable between 2006-07 and 2007-08 across most jurisdictions (figure 6.38).

Figure 6.38 **Proportion of higher courts adjudicated defendants resulting in a guilty plea or finding<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.41.

## 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 from the NSCSP 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>

Source: Police Practitioners Group (unpublished).

## 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. New data sets such as that recently released by the ABS on the characteristics of offenders will suggest future directions in reporting.

The development of efficiency indicators for police services is a challenging and complex process. There are significantly different costing methodologies in each jurisdiction that affect the availability of comparative data. Research is ongoing into efficiency indicators used by police services overseas and other areas of government service delivery.

Two particular directions currently present challenges to performance evaluation and reporting.

Police are increasingly required to work in close partnership with other sectors of government, including health and community services, corrections, courts, other emergency service providers and transport. These partnerships address the need to deliver agreed whole-of-government outcomes at the State and Territory and national level. Police services are also working more frequently with Australian

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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.

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## **New South Wales Government comments**

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NSW Police Force, in partnership with other government agencies, continues to provide an effective and efficient policing service across New South Wales to drive down crime and make our State safer.

Over the last few years frontline policing and targeting of crime ‘hotspots’ and repeat offenders have seen crime levels across most of the key indicators fall or remain stable.

New South Wales now has record numbers of police officers who are better trained and better equipped than ever before.

The NSW Government’s evidence-based approach is actively addressing the underlying causes of crime such as homelessness, drug and alcohol dependence, mental illness and a lack of economic and social opportunities.

We are expanding programs to better protect women and children from domestic violence, as well as implementing measures so that those who suffer sexual assault are treated with dignity and respect.

To keep people safe, the NSW Government will continue to:

- reduce crime and antisocial behaviour, including street racing, by targeting crime hotspots through high visibility policing operations like Operation Vikings
- reduce alcohol-related crime, including assaults, through high visibility policing and the use of new powers to impose conditions on licensed premises which continue to have high rates of assault
- target criminal gangs with tough new anti-gang laws that provide the NSW Police Force and NSW Crime Commission with greater power to search and confiscate items
- equip our frontline officers with new technology, such as portable fingerprint readers and taser stun guns
- increase authorised police numbers by 750 officers by December 2011
- provide more support for victims of domestic and family violence, through access to specialist police officers
- implement a more coordinated and strategic policing response to domestic and family violence while meeting the needs of victims
- improve support for victims of crime in the court system, particularly victims of domestic and family violence, sexual assault and hate based crimes, for example, through ongoing investment in video conferencing technology to provide alternatives to court attendance.

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### **Victorian Government comments**

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In 2008-09, the overall crime rate in Victoria decreased by 1.7 per cent from the rate reported at the end of 2007-08, marking the sixth consecutive year that the rate has been reduced. However, we do acknowledge that we still have a way to go, especially with alcohol fuelled violent crime presenting challenges in relation to community safety. But we are determined that the work of the Safe Streets Taskforce and other related government initiatives will bring about positive results in this area.

We will be continuing to target violent crime, particularly robberies and assaults in public places including licensed venues, entertainment precincts and public transport.

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. At the end of 2008-09, 302 Victorians had been killed on our roads and another 6736 had been seriously injured. While these results represented decreases over last year, they are still far too high. In the coming year, Victoria Police will continue to target the identified causes of road deaths and road trauma, such as excessive speed, alcohol and drug impaired driving and those who use mobile phones.

How confident and satisfied Victorians are in police is also essential to our overall success. At the end of June 2009, the independently conducted National Survey of Community Satisfaction with Policing (NSCSP) indicated that 82 per cent of Victorians 'had confidence' in their police. When it came to 'customer service', just over 83 per cent of Victorians who had direct business contact with police in the last 12 months were satisfied with the service they received. These are very positive results and we will be seeking to improve further in the next 12 months.

A commitment to valuing our people is fundamental to meeting our operational objectives. The 2008-09 year was the final year of the initial Protecting our People Strategy. Over the life of the three year strategy, Victoria Police has reduced workplace injuries by 29 per cent and reduced days lost to new injuries by 31 per cent. These achievements will form the basis for our next three-year People strategy.

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## Queensland Government comments

“ Queensland has continued to experience strong population growth over the past year and now accounts for one fifth of the national population. Over 4.3 million people reside in Queensland and a further 7 million people visit each year.

The work of the Queensland Police Service (QPS) supports the achievement of state-wide ambitions in the Queensland Government’s *Toward Q2—Tomorrow’s Queensland* strategy. To this end, the Service has implemented a performance management framework that provides for innovation, infrastructure development, proactive policing, a professional response to calls for service and a comprehensive operational performance review process.

In 2007-08, the Queensland Service Delivery and Performance Commission (SDPC) conducted a review of the QPS. Following the release of the SDPC report in 2009, the QPS has been actively progressing the implementation of recommendations aimed at enhancing front line and support services, improving governance and planning, reducing risks and enhancing efficiency and effectiveness.

A key indicator of the Government’s performance on law and order issues is Queensland’s crime rate. In 2008-09 the rate of *Offences Against the Person* decreased by 3 per cent, and the rate of *Offences Against Property* decreased by 2 per cent. This is the eighth consecutive year crime rates have fallen in Queensland, proving the Government’s strategies are working, and the efforts of the Queensland Police Service are making a real difference. Positive trends were also recorded in relation to clear-up rates for many crime categories.

To ensure these good results continue, it is essential that police have access to modern facilities, equipment and technology. Growth of 600 new officers over the next three years will see police numbers increase to 10 600 by 2012. In addition, a three year, \$126 million rolling capital works program will ensure new and upgraded policing facilities are provided to support the delivery of policing services.

The *Telecommunications Interception Act 2009* was passed by Queensland Parliament in May and will commence operation in August 2009. These new powers will provide police with another effective tool to assist them in the fight against organised and serious crime.

The delivery of high quality policing services remains a priority for the Queensland Government. Ongoing investment in police staff and infrastructure, together with the development of effective law and order policy, will ensure Queensland remains a safe and secure place to live, visit and do business.

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## Western Australian Government comments

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The WA Police have consolidated significant gains made in past years, since the advent of the Frontline First strategy. We continue to review our business practices to ensure that we are able to deliver the best possible service to the community of Western Australia.

The management and operation of the Perth Watch House was identified as a non-core policing activity. The State Government approved funding to allow for 80 per cent of police officers to be released from watch house duties and be replaced by Custody Officers. This was done so that police officers' time could be reallocated to frontline duties, while ensuring that the level of service was maintained after police officers were released from the custody role.

Following a review of the previous policy governing attendance and investigation of traffic crashes, a new policy was implemented. Officers can now resolve minor incidents at the scene rather than compiling a case file for further investigation, which now only occurs when a crash falls within certain criteria. Given that officers attended approximately 10 000 traffic crashes in 2008, this new policy is expected to save frontline officers significant time and paperwork.

In keeping with the theme of freeing up time and resources of frontline officers, WA Police initiated a project to allow for the receipt and payment of firearms licences at Australia Post offices, rather than at police stations.

To enable workforce capacity and capability to meet future policing needs and community expectations, Our People Strategy 2009-2012 was launched in March 2009, which includes initiatives such as examining selection processes, improving flexibility, driving diversity, developing a leadership capability framework, linking individual contribution to corporate performance, identifying models to achieve better workforce integration, and embedding our organisational values into the day-to-day business of the agency.

In order to focus our efforts in the right areas, informing strategies were developed and implemented in relation to Antisocial Behaviour, Alcohol Policing, Emergency Management, Scientific Investigation, Traffic Policing, Volume Crime, Counter-terrorism and Crime Prevention. These strategies have an operational focus and are intended to direct frontline officers on the agency's key priorities.

WA Police have continued to increase service delivery to remote and Indigenous communities, with additional Multi-Function Police Facilities and targeted interventions on alcohol-related violence and child abuse.

Prolific and Priority Offender Management (PPOM) forms an integral part of the WA Police Volume Crime Strategy. It has been identified that by managing the small number of prolific offenders who account for a disproportionate volume of crime through a standardised and coordinated approach, a reduction in volume crime rates can be achieved. PPOM Coordinator positions have been created to ensure a coordinated district approach to identifying and managing Prolific and Priority Offenders, within the scope of the WA Police Intelligence Model.

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### South Australian Government comments

“ In 2008-09 South Australia Police (SAPOL) continued to dedicate effort and resources to reducing crime and road trauma. This work has resulted in an overall reduction in victim reported crime of 32.2 per cent from 2000-01.

Improving road safety continued to be a key focus for SAPOL. The road toll at the end of 2008 was the lowest recorded in sixty two years, and although it rose again in the first six months of 2009, the number of serious injuries and serious crashes reduced from 2007. These achievements result from police across the state maintaining a lower tolerance to any driver behaviour that put others at risk of harm. As in previous years SAPOL actively worked throughout the year with vulnerable road users and the community on road safety strategies.

Other major issues recognised by SAPOL in 2008-09 were the impact of organised crime on public safety and economic stability, the over-representation of Aboriginal persons as offenders and victims in the criminal justice system; and the ongoing misuse of alcohol and drugs as key drivers of criminal behaviour.

Under the new *Serious and Organised Crime Strategy* 2009-2012, SAPOL continued a planned and innovative approach to develop and implement new legislation and policing practices aimed at disabling serious and organised crime.

SAPOL recognises that the serious issue of Aboriginal over-representation in crime as offenders and victims requires a multi-agency effort across government and Aboriginal communities, in order to address the social, educational, employment and health inequities that are the root causes of contact with police.

The continuing manufacture, marketing and use of illegal drugs and the increasing misuse of alcohol among young people impacted in 2008-09 on both criminal offending and unsafe road use practices. In response, specialised programs targeted at reducing these harms and the resultant risk to the community were developed and implemented across the state. Special attention was paid to entertainment precincts and other areas that offer recreational facilities to ensure South Australians could continue to peacefully enjoy a high quality of life.”

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## Tasmanian Government comments

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Crime in Tasmania is at its lowest for twelve years. The 2008-09 year has seen outstanding results from Tasmania Police as crime continues to trend downward, clearance rates remain at a similar level to last year, and Tasmanians continue to value their Police Service. Contributing to this six per cent reduction in crime was a decrease of five per cent in Property Offences and six per cent in Offences Against the Person. The number of Assaults and Robberies, including Armed Robberies, declined, as well as reductions in Injure/Destroy Property, Stealing, and Burglary of Motor Vehicles. The national crime statistics also indicate that Tasmania's rate in 2008 was below the national rate for all offence categories.

Tasmanians continue to rate Tasmania Police and its services higher than the national average, with Tasmania Police recording the highest level of community satisfaction with its services compared to all other States and Territories. The *National Survey of Community Satisfaction with Policing 2008-09* indicates that Tasmanians continue to have a high level of confidence in their police and also believe their Police Service is fair, honest and professional. This satisfaction is also reflected in the lowest number of complaints against police since 1994, when recording commenced.

Tasmanians continue to feel safer than people in other States or Territories with 95.5 per cent feeling safe at home alone during the day, and 87.3 per cent after dark. Tasmanians surveyed also feel safe walking or jogging locally in their neighbourhood: 93.4 per cent during the day, and 64.3 per cent after dark.

Tasmania Police currently has the highest operational police numbers on record and continues to implement innovative strategies to meet future crime reduction challenges in difficult economic times. One such innovation is *Project Meridian* which continued to drive reform during the year, ranging from minor process changes to major systems redevelopment.

Another is the *Safe at Home* program, a whole-of-government strategy for responding to family violence in Tasmania, in which police apply a pro-intervention, pro-arrest and pro-prosecution approach to the handling and resolution of family violence matters. This program was recognised for its excellence when it was declared a national winner at the *2008 Australian Crime and Violence Prevention Awards*. The Tasmanian Government continues to support this important initiative.

Safety on Tasmania's roads continues to be a priority. While Tasmania Police's role is primarily that of traffic law enforcement it continues to ensure that drivers obey the law by focusing on high-visibility and high-profile traffic policing, and working with partners to align enforcement with other road safety activities and initiatives.

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## Australian Capital Territory Government comments

“ Throughout 2008-09 ACT Policing made significant improvements in achieving the targets specified within the Purchase Agreement and the Ministerial Direction. There was a marked improvement in response time targets, across all priority levels, with ACT Policing meeting all targets for four consecutive quarters. This is the first full financial year to ever do so.

ACT Policing continues to focus on increasing visibility, accessibility and public engagement of police with the community via the Suburban Policing Strategy (SPS). The results of the strategy have become evident in exceeding a number of key performance indicators relating to both public confidence in police and perceptions of crime figures. Additionally, in further developing the community engagement model, ACT Policing is increasing staffing resources in the Crime Prevention portfolio including; aged, multicultural, business, indigenous and youth liaison officers along with additional research and project staff.

ACT Policing is currently working with other ACT criminal justice agencies on two projects to achieve better outcomes for victims of crime. The ACT Victims of Crime Referral Project examines best practice in supporting victims of crime and referring victims to relevant support agencies. The project will analyse victims' responses to an online survey which included questions on victim reporting, satisfaction with police assistance, referrals to victim support agencies and whether victim support agencies were helpful. We are also working in conjunction with Victim Support ACT on an evaluation of the Family Violence Intervention Program (FVIP). The evaluation is assessing the current FVIP against best practice and will identify program strengths and further opportunities for improvement.

In seeking to exploit technology to achieve operational efficiencies, ACT Policing is in the process of introducing 120 Mobile Data Terminals in all police patrol vehicles. This technology will allow increased police visibility in the community with improved access to conduct checks and proactively target offenders whilst out on the road rather than having to regularly commute back to police stations to access information systems.

The AFP is working in conjunction with the successful tender to develop the ACT Policing website. The website, which will be a microsite of the AFP website, will provide the ACT community with up to date policing information such as ACT Policing news, statistics on crime in their area, local policing activities, and crime prevention advice. Research shows that one of the key ways in which to influence the rationale for the public's perception of crime and safety is to provide greater access to relevant current crime trends.

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## Northern Territory Government comments

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The Tri-Service hosted the 46th International Association of Women Police Annual Training Conference at the new Darwin Convention Centre from 6 to 11 September 2008. Over 500 delegates travelled to Darwin from 34 countries across the globe to attend various training sessions relating to investigation, leadership, cultural understanding and Indigenous Policing. Positive feedback was received from delegates and keynote speakers while also highlighting the existing wealth of knowledge and range of skills possessed by Northern Territory Police.

Approximately two years since the Australian Government announcement of the Northern Territory Emergency Response into remote communities, all 18 additional police stations are fully operational with some official openings occurring during the reporting period. The welcome by the community at the official openings is testament to the excellent work of the members at these new posts and their unique approach to effective policing.

The multi-agency investigative group known as the Child Abuse Taskforce has focused efforts on community engagement and rapport building across the Territory in an effort to break down barriers of a fear of reporting child abuse. A total of 209 community visits were conducted across the Territory, many of those repeat visits to the same locations. This is proving positive and effective, and provides an opportunity to discuss law and police procedure in a neutral, conversational forum.

The Darwin City Safe Patrol was officially launched in February 2009, increasing the visibility and police presence by an additional 10 members. These members not only conduct foot patrols of licensed premises and the associated precinct during busy periods, but also proactively work with Licensing and Regulation Inspectors from the Department of Justice to speak with licensed premises staff about the responsible service of alcohol.

The First Response Patrol is an initiative, proactively tackling anti-social behaviour through daily early intervention and service referral. The Northern Territory Government announced the introduction of five Police Beats across the Territory. The first of these was officially opened in December 2008 at Casuarina Shopping Centre, providing a shopfront for the highly visible and accessible police presence. To date, this has been well received by both the public and shop-owners at the Centre with anecdotal reports of reduced youth crime and anti-social problems in the area.

The Northern Territory Police Force is the lead agency in the coordination and delivery of the Youth Hub in Alice Springs. This new initiative provides a central point for government and non-government agencies to tackle youth crime and youth related issues including the establishment of the Youth Liaison Group.

General Purpose Dogs were introduced in December 2008 to assist in tackling crime. The dogs have already earned their keep through successfully tracking offenders in Darwin and assisting police operations in Alice Springs.

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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.

<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>

<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</p>

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	contributions; user charges; and other revenue (excluding fine revenue 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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# 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 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 services are to:

- manage court facilities and staff, including buildings, security and ancillary services such as registries, libraries and transcription services
- provide case management services, including client information, scheduling and case flow management

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- enforce court orders through the sheriff's department or a similar mechanism.

This chapter covers the State and Territory supreme, district/county and magistrates' (including children's) courts, electronic infringement and enforcement systems, coroners' courts and probate registries. It also covers the Federal Court of Australia, the Family Court of Australia, the Family Court of WA and the Federal Magistrates Court of Australia. The chapter does not include information on the High Court of Australia, and broadly excludes tribunals and specialist jurisdiction courts (for example, Indigenous courts, circle sentencing courts and drug courts are excluded).

## **Roles and responsibilities**

### *State and Territory court levels*

In this chapter, the term 'jurisdiction' can refer to not only individual Australian states and territories, but also the roles and responsibilities that different courts have.

There is a hierarchy of courts within each State and Territory. Supreme courts hear disputes of greater seriousness than those heard in the other courts. Supreme courts also develop the law and operate as courts of judicial review or appeal. For the majority of states and territories, the hierarchy of courts is as outlined below (although Tasmania, the ACT and the NT do not have a district/county court):

- supreme courts
- district/county courts
- magistrates' courts.

Within certain court levels, a number of specialist jurisdiction courts (such as Indigenous courts, circle sentencing courts and drug courts) aim to improve the responsiveness of courts to the special needs of particular service users. Tribunals can also improve responsiveness and assist in alleviating the workload of courts — for example, small claims tribunals can assist in diverting work from the magistrates' court. Specialist jurisdiction courts (other than the children's courts, family courts and coroners' courts) and tribunals are outside the scope of this Report and excluded from reported data where possible.

Differences in State and Territory court levels mean that the allocation of cases to courts varies across states and territories (boxes 7.1 to 7.3). As a result, the seriousness and complexity of cases heard in a court level can also vary across

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states and territories. Therefore, any comparison of administrative performance needs to account for these factors.

**Box 7.1 Supreme court jurisdictions across states and territories**

**Criminal**

All State and Territory supreme courts have jurisdiction over serious criminal matters such as murder, treason and certain serious drug offences, but significant differences exist in this court level across the states and territories:

- District/county courts do not operate in Tasmania, the ACT and the NT, so in this state and these territories the supreme courts generally exercise a jurisdiction equal to that of both the supreme and district/county courts in other states.
- The Queensland Supreme Court deals with a significant amount of minor drug matters, which supreme courts in other states and territories do not hear.
- In the NSW Supreme Court, almost all indictments are for offences of murder and manslaughter, whereas the range of indictments routinely presented in other states and territories is broader.

All State and Territory supreme courts hear appeals, but the number and type of appeals vary because NSW, Victoria and Queensland also hear some appeals in their district/county courts.

**Civil**

All supreme courts deal with appeals and probate applications and have an unlimited jurisdiction on claims but:

*NSW* usually deals with complex cases, all claims over \$750 000 (except claims related to motor vehicle accidents or worker's compensation) and various other civil matters.

*Victoria* generally handles civil claims over \$200 000.

*Queensland* usually deals with claims over \$250 000 and administrative law matters.

*WA* usually deals with claims over \$750 000.

*SA* exercises its unlimited jurisdiction for general and personal injury matters.

*Tasmania* usually deals with claims over \$50 000.

*ACT* usually deals with claims over \$50 000.

*NT* also deals with mental health, family law and *Coroners Act 1993* applications.

*Source:* State and Territory court administration authorities and departments (unpublished).

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## Box 7.2 District/county court jurisdictions across states and territories

A district/county court level exists in all states except Tasmania and does not exist in the ACT or the NT.

### Criminal

The district/county courts have jurisdiction over indictable criminal matters (such as rape and armed robbery) except murder and treason, but differences exist among the states that have a district/county court. For example, appeals from magistrates' courts are heard in the district/county courts in NSW, Victoria and Queensland, but not in WA and SA. Briefly, the jurisdictions of the district/county courts are:

*NSW:* The NSW District Court deals with most of the serious criminal cases that come before the courts in NSW. It has responsibility for indictable criminal offences that are normally heard by a judge and jury, but on occasions by a judge alone. It does not deal with treason or murder.

*Victoria:* The Victorian County Court deals with all indictable offences, except the following (which must be heard in the Supreme Court): murder; attempted murder; child destruction; certain conspiracy charges; treason; and concealing an offence of treason. Examples of criminal offences heard in the County Court include: drug trafficking; serious assaults; serious theft; rape; and obtaining financial advantage by deception.

*Queensland:* The Queensland District Court deals with more serious criminal offences than heard by the Magistrates' Court — for example, rape, armed robbery and fraud.

*WA:* The WA District Court deals with any indictable offence except those that carry a penalty of life imprisonment.

*SA:* The SA District Court is the principal trial court and has jurisdiction to try a charge of any offence except treason or murder or offences related to those charges. Almost all matters have been referred following a committal process in the Magistrates Court.

### Civil

All district/county civil courts hear appeals and deal with the following types of cases:

*NSW:* claims up to \$750 000 (or more if the parties consent) and has unlimited jurisdiction in motor accident injury claims.

*Victoria:* appeals under the *Crimes (Family Violence) Act 1987*, adoption matters and change-of-name applications. Has unlimited jurisdiction in both personal injury claims and other claims.

*Queensland:* claims between \$50 000 and \$250 000.

*WA:* claims up to \$750 000 and unlimited claims for personal injuries, and has exclusive jurisdiction for motor accident injury claims.

*SA:* unlimited claims for general and personal injury matters.

*Source:* State and Territory court administration authorities and departments (unpublished).

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### Box 7.3 Magistrates court jurisdictions across states and territories

#### **Criminal courts deal:**

*NSW:* Summarily with matters with a maximum penalty of up to two years' imprisonment for a single offence, and up to five years' imprisonment for multiple offences, including some indictable offences.

*Victoria:* With summary offences and determines some indictable offences summarily.

*Queensland:* With summary offences and determines summarily some indictable matters which have a maximum penalty of up to three years' imprisonment.

*WA:* With summary offences and determines some indictable offences summarily.

*SA:* With matters with a maximum penalty of up to two years' imprisonment, juvenile prosecutions and intervention orders (including breaches).

*Tasmania:* With matters with a maximum penalty of up to two years' imprisonment for a single offence and up to five years' imprisonment for multiple offences. Also deals with some indictable offences summarily.

*ACT:* With matters with a maximum penalty of up to 14 years' imprisonment where the offence relates to money or property, and up to 10 years' in other cases.

*NT:* With some drug and fraud charges and matters with a maximum penalty of up to 10 years' imprisonment (or 10–14 years' imprisonment if the accused consents).

#### **Civil courts deal:**

*NSW:* With small claims up to \$10 000 and general division claims up to \$60 000, as well as family law matters.

*Victoria:* With claims up to \$100 000 for monetary damages, and applications for equitable relief and applications under the *Crimes (Family Violence) Act 1987*.

*Queensland:* With small claims (including residential tenancy disputes) up to \$7500, minor debt claims up to \$7500 and other claims up to \$50 000.

*WA:* With claims for debt recovery and damages (not personal injury) up to \$75 000, minor cases up to \$10 000, residential tenancy applications for monies up to \$10 000, residential tenancy disputes and restraining orders.

*SA:* With small claims up to \$6000, commercial cases up to \$40 000 and personal injury claims up to \$80 000.

*Tasmania:* With claims up to \$20 000 (or more if both parties consent) for monetary damages and debt recovery, minor civil claims up to \$5000, residential tenancy disputes, restraint orders and family violence orders.

*ACT:* (Prior to February 2009) With small claims up to \$10 000 as well as claims between \$10 000 and \$50 000, victims financial assistance applications up to \$50 000, matters under the *Domestic Relationships Act 1994* and commercial leasing matters. Now deals with same matters with the exception of small claims up to \$10 000.

*NT:* With claims up to \$100 000 and workers' compensation claims.

*Source:* State and Territory court administration authorities and departments (unpublished).

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### *State and Territory court levels — specific elements*

This chapter reports data by court level for each State and Territory. In addition, the chapter separates out certain data items from each court level to improve the comparability and understanding of the data presented. In particular instances, the data sets from the following areas are reported separately from their court level:

- probate registries (separate from the supreme courts level)
- children's courts (separate from the magistrates' courts level)
- electronic infringement and enforcement systems (separate from the magistrates' courts level)
- coroners' courts (separate from the magistrates' courts level).

The following section outlines the role of these areas and their coverage within each State and Territory.

#### *Probate*

In all states and territories, probate issues are heard in supreme courts and encompass applications for the appointment of an executor or administrator to the estate of a deceased person. The two most common types of application are:

- where the executor nominated by a will applies to have the will proved
- where the deceased was intestate (died without a will) and a person applies for letters of administration to be entitled to administer the estate.

#### *Children's courts*

Children's courts are specialist jurisdiction courts that, depending on the State or Territory legislation, may hear both criminal and civil matters.

Children's courts deal with complaints of offences alleged to have been committed by young people. In all states and territories except Queensland, defendants under the age of 18 are treated legally as children or juveniles. In Queensland, defendants are treated legally as adults if aged 17 or older at the time the offence was committed. In all states and territories, children under the age of 10 years cannot be charged with a criminal offence (ABS 2009).

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 and authority to produce enforceable orders against defendants. The orders impose penalties such as fines (which may be enforced by warrants or licence cancellation), asset seizure, garnishment, arrest, community correction orders and incarceration.

Electronic infringement and enforcement systems included in the scope of this chapter operate in Victoria, Queensland, WA and SA. In these states, the electronic infringement and enforcement systems come under the ambit of the magistrates' courts, but the workload and expenditure of these systems have been separately identified to allow for a more comparable interpretation of magistrates' courts data. In other states and territories, the magistrates' courts may enforce infringements and on-the-spot fines, or State/Territory debt recovery offices and/or fines enforcement units may operate outside the auspices of a court.

Data for electronic infringement and enforcement systems are presented with criminal jurisdiction data in this chapter.

### *Coroners' courts*

In all states and territories, coroners' courts (which generally operate under the auspices of State and Territory magistrates' courts) inquire into the cause of sudden and/or unexpected reported deaths. The definition of a reported death differs across states and territories, but generally includes deaths for which the cause is violent, suspicious or unknown. In some states and territories, the coroner has the power to commit for hearing, while in others the coroner is prohibited from making any finding of criminal or civil liability (but may refer the matter to the Director of Public Prosecutions). Suspicious fires are generally within the jurisdiction of the coroners' courts in NSW, Victoria, Tasmania and the ACT but not in the other states and territories. Coroners' courts are distinct from other courts because they have a role in inquiring into the cause of sudden and unexpected deaths (and suspicious fires), and also because they have other functions, including reporting inadequacies in regulatory systems.

Data for coroners' courts are presented with civil jurisdiction data in this chapter.

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### *Australian court levels — specific elements*

Australian courts comprise the following courts, in order of hierarchy:

- the High Court of Australia
- the Federal Court of Australia and the Family Court of Australia
- the Federal Magistrates Court of Australia.

Data for the High Court are not published in this Report.

The following sections highlight the relationship between the other three Australian courts.

#### *Federal Court of Australia*

This court is a superior court of record and a court of law and equity. It sits in all capital cities on a continuous basis and elsewhere in Australia from time to time.

The Federal Court has jurisdiction to hear and determine any civil matter arising under laws made by the Federal Parliament, as well as any matter arising under the Constitution or involving its interpretation. The Federal Court also has original jurisdiction in respect of specific subject matter conferred by over 150 statutes of the Federal Parliament.

The Federal Court has a substantial and diverse appellate jurisdiction. It hears appeals from decisions of single judges of the Federal Court, decisions of the Federal Magistrates Court in non-family law matters, decisions of the Supreme Court of Norfolk Island and particular decisions of State and Territory supreme courts exercising federal jurisdiction.

The Federal Court 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 where these arise within other proceedings before the Family Court of Australia. This practice direction does not affect the Family Court of WA. The Family Court of WA, 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*, which commenced on 1 March 2009. 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 either a same sex or opposite sex de facto relationship.

As a result of recommendations made during 2008 to the Family Law Courts board, the Family Court of Australia now provides the following administrative services to the Federal Magistrates Court:

- property management — from 1 November 2008
- contracts and procurement — from 1 December 2008
- information management — from 1 December 2008
- financial management — from 1 January 2009
- payroll management — from 22 January 2009
- human resources — from 1 February 2009.

These changes result from consideration of the increased size of the Federal Magistrates Court and its limited staffing and systems to support and sustain its human resources, payroll, property and finance services.

Subsequently, the Family Court agreed to also provide statistical services support for the Federal Magistrates Court. Overall, therefore, the administrative and statistical services units of the Family Court of Australia are now largely supplying the Federal Magistrates Court data for this Report.

### *Federal Magistrates Court of Australia*

The first sittings of the Federal Magistrates Court were on 3 July 2000. The court was established to provide a simpler and more accessible service for litigants, and to ease the workloads of both the Federal Court and the Family Court of Australia. Its jurisdiction includes family law and child support, administrative law, admiralty,

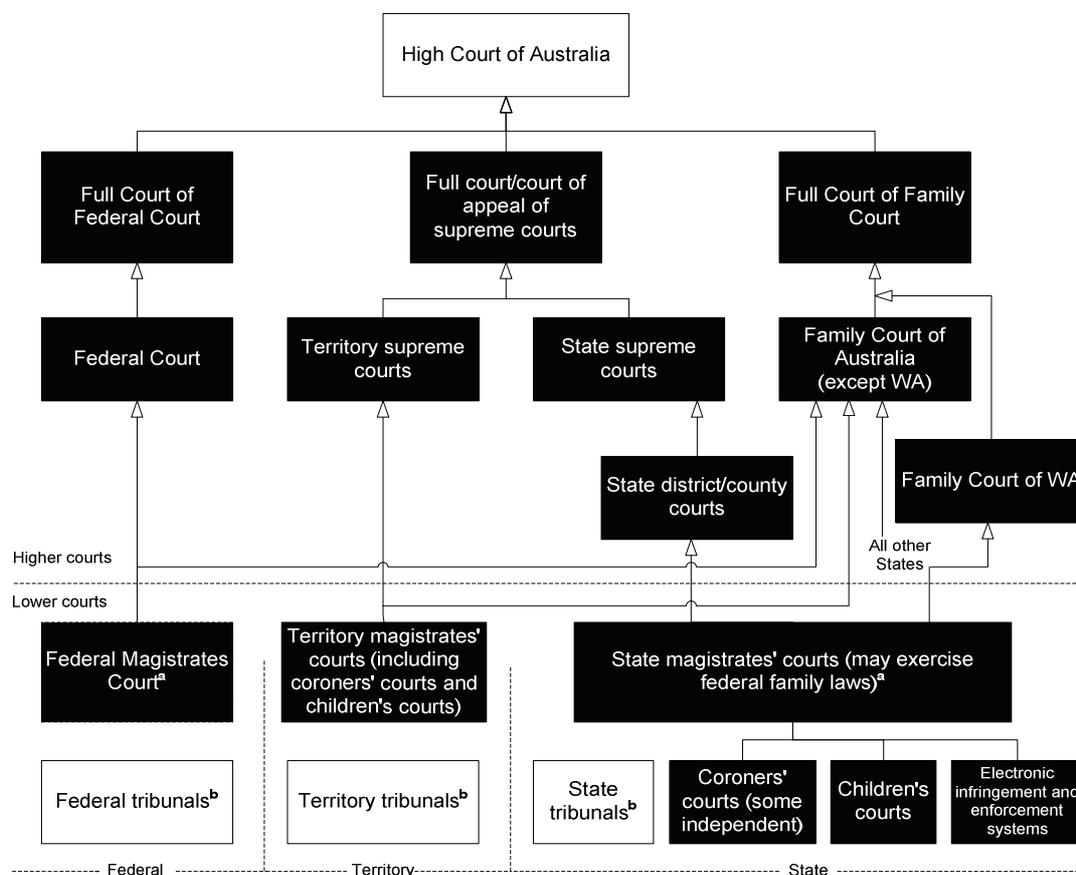
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anti-terrorism, bankruptcy, copyright, human rights, migration, privacy and trade practices. State and Territory courts also continue to do some work in these areas.

The Federal Magistrates Court shares its jurisdiction with the Federal Court and the Family Court of Australia. The intention is for the latter two courts to focus on more complex legal matters. The Federal Magistrates Court hears most first instance judicial reviews of migration matters. In trade practices matters it can award damages up to \$750 000. In family law matters its jurisdiction is similar to that of the Family Court of Australia, except that only the Family Court of Australia can consider adoption disputes and applications concerning the nullity and validity of marriage. Otherwise, the Federal Magistrates Court has jurisdiction to hear any matter transferred to it by either the Federal Court or the Family Court of Australia.

The major relationships between, and hierarchy of, courts in Australia are summarised in figure 7.1.

Figure 7.1 Major relationships of courts in Australia<sup>a</sup>



**text** The Review covers the administration of these courts.  
 —> Indicates the flow of cases on appeal.  
 ----- Indicates a separation between State and Territory, or court jurisdiction.

<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 Federal 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. Some states and territories apportion, while others allocate, expenditure (and income) between the criminal and civil jurisdictions of their courts.

Recurrent expenditure provides an estimate of annual service costs. Recurrent expenditure on court administration comprises costs associated with the judiciary, court and probate registries, sheriff and bailiff's offices, court accommodation and other overheads. The expenditure components include salary and non-salary expenditure, court administration agency and umbrella department expenditure, and contract expenditure. Total recurrent expenditure by Australian, State and Territory court authorities (excluding the High Court and specialist jurisdiction courts — except for family courts, children's courts and coroners' courts) was \$1.50 billion in 2008-09 (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 \$389 million in 2008-09 (see table 7A.11).

Nationally, the civil jurisdiction of the courts reported the largest income, followed by the electronic infringement and enforcement systems (reported separately within the criminal jurisdiction). Income from electronic infringement and enforcement systems is reported for Victoria, Queensland, WA and SA. In other states and territories (NSW, Tasmania, the ACT and the NT), unpaid traffic infringement notices may be processed by other bodies that do not have the status of a court (such as a State or Territory debt recovery office) and are therefore out of scope for this Report. This will have an impact on the income reported for these states and territories.

Total recurrent expenditure less income (excluding fines), for the Australian, State and Territory courts covered in this Report, was \$1.11 billion in 2008-09 (table 7.1). Expenditure exceeds income in all court jurisdictions except for electronic infringement and enforcement systems, and probate registries in the supreme courts. Expenditure is relatively low on probate matters, as these are limited to uncontested matters that are dealt with by probate registrars (or other registry staff). Where a probate matter is contested, it is reported as part of supreme court data in the civil jurisdiction. Likewise, electronic infringement and enforcement system matters are dealt with by registry staff, unless contested, in which case the matter will generally be heard in the magistrates' courts (table 7.1).

**Table 7.1 Court administration recurrent expenditure less income (excluding fines), 2008-09 (\$ 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, f</sup>	157.3	103.4	57.2	58.8	29.8	5.6	10.8	9.0	102.9	534.8
Criminal courts <sup>f, g</sup>	197.7	152.0	120.2	102.6	56.2	14.9	13.6	17.1	..	674.3
Electronic systems	..	2.1	14.4	8.1	6.2	..	..	..	..	30.9
Family courts <sup>h</sup>	..	..	..	21.5	..	..	..	..	117.6	139.1
Federal Magistrates <sup>i</sup>	..	..	..	..	..	..	..	..	86.8	86.8
Coroners' courts <sup>j</sup>	5.1	8.6	10.7	5.0	2.4	0.8	0.8	1.0	..	34.4
Probate — Supreme <sup>k</sup>	1.3	0.3	0.3	0.3	0.5	0.1	—	—	..	2.9
<b>Total</b>	<b>361.4</b>	<b>266.5</b>	<b>202.7</b>	<b>196.3</b>	<b>95.2</b>	<b>21.4</b>	<b>25.2</b>	<b>27.2</b>	<b>307.2</b>	<b>1 503.1</b>
<i>Court administration recurrent expenditure less income (excluding fines)</i>										
Civil courts <sup>c, d, e, f</sup>	86.7	69.3	39.8	43.9	20.0	4.1	8.5	8.4	90.9	371.6
Criminal courts <sup>f, g</sup>	184.5	151.9	118.4	98.5	50.3	14.7	13.0	16.9	..	648.1
Electronic systems	..	-74.7	-8.9	-11.2	-3.3	..	..	..	..	-98.0
Family courts <sup>h</sup>	..	..	..	19.1	..	..	..	..	111.1	130.2
Federal Magistrates <sup>i</sup>	..	..	..	..	..	..	..	..	62.3	62.3
Coroners' courts <sup>j</sup>	5.0	8.6	10.5	5.0	2.4	0.8	0.8	1.0	..	34.1
Probate — Supreme <sup>k</sup>	-19.3	-4.6	-3.5	-2.8	-3.2	-0.7	-0.4	-0.1	..	-34.6
<b>Total</b>	<b>256.8</b>	<b>150.6</b>	<b>156.4</b>	<b>152.5</b>	<b>66.2</b>	<b>18.9</b>	<b>21.9</b>	<b>26.2</b>	<b>264.3</b>	<b>1 113.8</b>

<sup>a</sup> Totals may not sum as a result of rounding. <sup>b</sup> Payroll tax is excluded. <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 exclude the cost of resources provided free of charge to the Federal Magistrates Court. <sup>e</sup> Victorian Magistrates' Court civil data include a proportion of expenditure from the Victorian Civil and Administrative Tribunal (VCAT). <sup>f</sup> The method used to calculate expenses in relation to the Judicial Pension Scheme has been amended for 2008-09 data. For judicial officers on unfunded or partially funded superannuation schemes, expenses are deemed to be 40 per cent of the total applicable salary cost. Some judges in Tasmania are in fully funded superannuation schemes. <sup>g</sup> Includes data for supreme, district/county and magistrates' courts (including children's courts). Excludes data for electronic infringement and enforcement systems. <sup>h</sup> Family Court of Australia data exclude, where possible, resources and services provided free of charge to the Federal Magistrates Court in accordance with the Federal Magistrates Act 1999, noting that some relevant resource costs cannot be reliably estimated for exclusion. The Family Court of Australia provides further shared services, including IT services, accommodation, work of court staff, depreciation and amortisation that cannot be quantified and as such no additional discount could be applied. <sup>i</sup> Federal Magistrates Court expenditure data include resources received free of charge from the Federal Court and the Family Court. Expenditure for the Federal Magistrates Court is based on the total net expenditure for that court and does not isolate family law work from general federal law work. Some Bankruptcy and Immigration matters filed with the Federal Magistrates Court are delegated to be dealt with by Federal Court registrars. This work is funded by the Federal Magistrates Court and is therefore included in its expenditure. <sup>j</sup> Excludes expenditure for autopsy, forensic science, pathology tests and body conveyancing fees as the inclusion of these costs in coroners' court expenditure varies between states and territories. Expenditure data for the Queensland Coroners Court and the Victorian Coroners Court include the full costs of government assisted burials/cremations, legal fees incurred in briefing counsel assisting for inquests and costs of preparing matters for inquest, including the costs of obtaining independent expert reports. <sup>k</sup> The true net revenue may not be identified because rent and depreciation attributable to probate matters may be reported with data for supreme courts. .. Not applicable. — Nil or rounded to zero.

Source: Australian, State and Territory court administration authorities and departments (unpublished); tables 7A.9–13.

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Real recurrent expenditure less income (excluding fines) on court administration from 2004-05 to 2008-09, for each of the Australian, State and Territory court levels covered by this Report, is reported in tables 7A.12 and 7A.13.

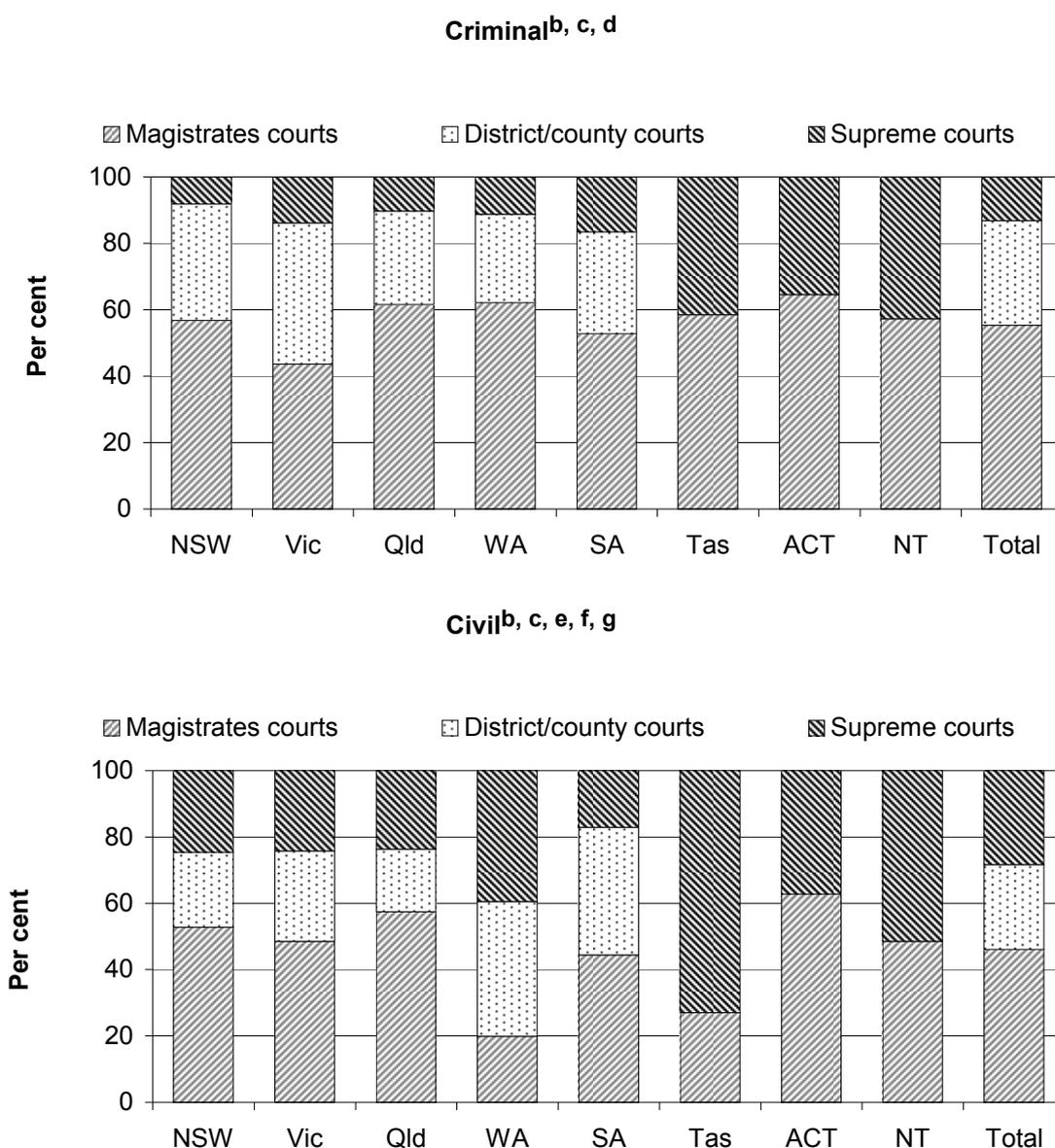
#### *Distribution of criminal and civil court administration expenditure*

The distribution of court administration expenditure (less income) on magistrates', district/county and supreme courts varied across states and territories in 2008-09. A greater proportion of funds were expended by the supreme courts of Tasmania, the ACT and the NT (under the two-tier court system) than by the supreme courts of other states and territories (under the three-tier court system) (figure 7.2).

In 2008-09, 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 (55.3 per cent). In the civil jurisdiction, magistrates' courts accounted for a smaller proportion of recurrent expenditure (less income) nationally (46.1 per cent). Further details are contained in tables 7A.12 and 7A.13.

Comparison of court expenditure across states and territories should take into account the difficulty in apportioning income and expenditure between civil and criminal jurisdictions within court levels. The apportionments are determined within individual states and territories and different approaches to apportionment are used.

Figure 7.2 **Distribution of court administration recurrent expenditure (less income), by court level, 2008-09<sup>a</sup>**



<sup>a</sup> Payroll tax is excluded. <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> 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 applicable, reported fires).

Unless otherwise noted, the following types of lodgment are excluded from the criminal and/or civil lodgment data reported in this chapter:

- any lodgment that does not have a defendant element (for example, applications for telephone taps)
- extraordinary driver's licence applications
- bail procedures (including applications and review)
- directions
- warrants
- admissions matters (original applications to practise and mutual recognition matters)
- cross-claims
- secondary processes — for example, interlocutory matters, breaches of penalties (that is, bail, suspended sentences, probation)
- applications for default judgments (because the application is a secondary process).

Table 7.2 (criminal) and table 7.3 (civil) outline the number of lodgments in 2008-09, by court level, for the Australian courts and for each State and Territory.

Nationally, in the criminal jurisdiction, there were 867 800 lodgments registered in the supreme, district/county and magistrates' courts, and approximately 2.1 million infringement notices processed in electronic infringement and enforcement systems in 2008-09 (table 7.2).

**Table 7.2 Court lodgments — criminal, by court level, 2008-09 ('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	0.8	0.4	0.4	5.6
District/county <sup>b, c</sup>	11.3	4.5	6.8	2.3	2.1	..	..	..	26.9
Magistrates' (total) <sup>c, d</sup>	202.2	180.6	210.1	124.3	72.8	24.6	6.4	14.4	835.3
<i>Magistrates' (only)</i>	187.0	167.4	199.4	113.2	65.5	22.4	5.7	13.2	773.7
<i>Children's</i>	15.2	13.2	10.6	11.1	7.3	2.2	0.7	1.2	61.6
<b>All criminal courts</b>	<b>213.9</b>	<b>185.7</b>	<b>218.7</b>	<b>127.1</b>	<b>75.2</b>	<b>25.5</b>	<b>6.8</b>	<b>14.9</b>	<b>867.8</b>
E – infringement and enforcement systems <sup>e, f</sup>	..	1 129.3	540.8	287.8	176.0	..	..	..	2 133.9

<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 are based on a count of the number of defendants who had a Court Record entered on the computerised case management system in the financial year, it is not a count of the number of defendants committed to the Supreme/District Court for trial or sentencing. <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> In NSW, due to data limitations, lodgments for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>e</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>f</sup> Excludes unpaid court fines. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.1.

Nationally, 639 200 cases were lodged in civil jurisdiction courts (excluding family courts, the Federal Magistrates Court, coroners' and probate courts), comprising 630 600 cases in the State and Territory supreme, district/county and magistrates' courts, and 8600 cases in the Federal Court (table 7.3). In the states and territories, an additional 62 000 probate matters were lodged in the supreme courts.

In the Australian court jurisdiction, in addition to the 8600 cases lodged in the Federal Court, 86 000 matters were lodged in the Federal Magistrates Court. Around 33 100 matters were filed in the family courts (57 per cent of these were filed in the Family Court of Australia and 43 per cent in the Family Court of WA).

In the coroners' courts, there were 23 100 reported deaths and fires. Reporting rates for deaths reported to a coroner varied across jurisdictions as a result of different reporting requirements. Deaths in institutions (such as nursing homes) of people suffering intellectual impairment of any type, for example, must be reported in SA

but not in other jurisdictions. Reporting requirements also vary for fires. Fires may be reported and investigated at the discretion of the coroner in NSW, Victoria, Tasmania and the ACT, but are excluded from the coroners' jurisdiction in Queensland, WA, SA and the NT. A disaggregation of coroners' courts data by reported deaths and fires is in table 7A.2.

**Table 7.3 Court lodgments — civil, by court level, 2008-09 ('000)<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme (excl. probate)/Federal	14.2	7.1	7.4	3.2	1.5	1.1	1.2	0.3	8.6	44.6
District/County	9.2	6.2	5.0	4.0	2.9	..	..	..	..	27.4
Magistrates' (total) <sup>b</sup>	196.2	180.4	86.7	54.2	28.3	10.6	4.6	6.3	..	567.2
<i>Magistrates' (only)</i> <sup>c</sup>	187.5	175.5	82.6	52.6	27.2	10.1	4.4	6.0	..	545.9
<i>Children's</i> <sup>b, d, e</sup>	8.7	4.9	4.1	1.6	1.1	0.5	0.2	0.2	..	21.3
<b>All civil courts</b>	<b>219.6</b>	<b>193.7</b>	<b>99.1</b>	<b>61.3</b>	<b>32.8</b>	<b>11.6</b>	<b>5.8</b>	<b>6.6</b>	<b>8.6</b>	<b>639.2</b>
Family courts <sup>f</sup>	..	..	..	14.1	..	..	..	..	19.0	33.1
Federal Magistrates <sup>g</sup>	..	..	..	..	..	..	..	..	86.0	86.0
Coroners' courts	6.7	6.5	3.7	1.8	2.0	0.6	1.5	0.3	..	23.1
Probate — Supreme	22.1	17.9	7.4	5.9	5.6	2.3	0.7	0.2	..	62.0

<sup>a</sup> Totals may not add as a result of rounding. <sup>b</sup> In NSW, due to data limitations, lodgments for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. 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>c</sup> Victorian Magistrates' Court civil data include a proportion of lodgments from VCAT. In the ACT, since 2 February 2009, small claims up to \$10 000 are no longer lodged with the Magistrates Court (they are now lodged with the ACT Civil and Administrative Tribunal). <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 its registrars are given delegation to conduct Federal Magistrates Court divorce applications, or when conducting conciliation conferences on Federal Magistrates Court matters. These services are provided free of charge to the Federal Magistrates Court. <sup>g</sup> Some Bankruptcy and Immigration matters filed with the Federal Magistrates Court are delegated to be dealt with by Federal Court registrars. Those matters finalised by Federal Court registrars are counted as part of the Federal Magistrates Court matters as they are filed and funded by the Federal Magistrates Court. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.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 2008-09 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, 2008-09<sup>a</sup>**

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
<i>Criminal courts</i>										
Supreme	%	0.2	0.4	0.9	0.4	0.4	3.2	6.0	2.9	0.6
District/county <sup>b</sup>	%	5.3	2.4	3.1	1.8	2.8	..	..	..	3.1
Magistrates' (total) <sup>b, c</sup>	%	94.5	97.2	96.0	97.7	96.8	96.8	94.0	97.1	96.3
<b>All criminal courts<sup>d</sup></b>	<b>'000</b>	<b>213.9</b>	<b>185.7</b>	<b>218.7</b>	<b>127.1</b>	<b>75.2</b>	<b>25.5</b>	<b>6.8</b>	<b>14.9</b>	<b>867.8</b>
<i>Civil courts</i>										
Supreme <sup>e</sup>	%	6.5	3.7	7.5	5.1	4.7	9.3	20.8	4.6	5.7
District/county	%	4.2	3.2	5.1	6.5	8.9	..	..	..	4.3
Magistrates' (total) <sup>c, f</sup>	%	89.3	93.1	87.4	88.4	86.5	90.7	79.2	95.4	89.9
<b>All civil courts<sup>g</sup></b>	<b>'000</b>	<b>219.6</b>	<b>193.7</b>	<b>99.1</b>	<b>61.3</b>	<b>32.8</b>	<b>11.6</b>	<b>5.8</b>	<b>6.6</b>	<b>639.2</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 an overestimation of the magistrates' courts total and an underestimation of the district courts total. <sup>c</sup> In NSW, due to data limitations, lodgments for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>d</sup> Excludes electronic infringement and enforcement systems (Victoria, Queensland, WA and SA). <sup>e</sup> Excludes probate matters. <sup>f</sup> The Victorian Magistrates' Court civil data include a proportion of lodgments from VCAT. In the ACT, since 2 February 2009, small claims up to \$10 000 are no longer lodged with the Magistrates Court (they are now lodged with the ACT Civil and Administrative Tribunal). <sup>g</sup> Excludes data for the Federal Court, family courts, the Federal Magistrates Court and coroners' courts. .. Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); tables 7A.1-2.

## Finalisations

Finalisations represent the completion of matters in the court system. Each lodgment can be finalised only once. Matters may be finalised by adjudication, transfer, or another non-adjudicated method (such as withdrawal of a matter by the prosecution or settlement by the parties involved).

Tables 7.5 (criminal) and 7.6 (civil) outline the number of finalisations in 2008-09, 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 2008-09, there were 885 700 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 2008-09, 613 400 cases were finalised in the civil jurisdiction (excluding family courts, the Federal Magistrates Court, coroners' and probate courts) comprising 604 600 civil cases finalised in State and Territory supreme, district/county and magistrates' courts, and 8800 cases finalised in the Federal Court. In addition, the Federal Magistrates Court finalised 86 000 matters (mainly family law forms plus some federal law cases) and the two family courts finalised 33 000 matters. The Family Court of WA processes a mixture of work that includes elements of the work dealt with by the different federal courts. There were around 20 200 finalisations (involving reported deaths and fires) in coroners' courts (table 7.6).

**Table 7.5 Court finalisations — criminal, 2008-09 ('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	0.6	0.7	1.9	0.5	0.3	0.8	0.4	0.4	5.7
District/County <sup>b</sup>	11.2	4.3	6.8	2.9	1.8	..	..	..	27.0
Magistrates' (total) <sup>b, c</sup>	202.7	186.9	211.4	127.9	73.9	30.1	6.3	13.9	853.0
<i>Magistrates' (only)</i>	187.3	172.9	200.4	116.7	66.5	28.1	5.7	12.7	790.3
<i>Children's</i>	15.4	14.0	11.0	11.2	7.4	2.0	0.6	1.2	62.7
<b>All criminal courts</b>	<b>214.5</b>	<b>191.9</b>	<b>220.1</b>	<b>131.4</b>	<b>76.0</b>	<b>30.9</b>	<b>6.7</b>	<b>14.3</b>	<b>885.7</b>
Elec. infringement and enforcement systems <sup>d, e</sup>	..	916.7	491.1	255.0	180.5	..	..	..	1 843.3

<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 an 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. <sup>c</sup> In NSW, due to data limitations, finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>d</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>e</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, 2008-09 ('000)<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme <sup>b</sup> /Federal	14.9	8.3	6.5	2.7	1.5	1.1	1.1	0.3	8.8	45.2
District/County <sup>b</sup>	8.6	5.7	5.3	4.2	2.7	..	..	..	..	26.6
Magistrates' (total) <sup>c</sup>	178.6	179.0	86.5	47.8	28.2	10.3	5.7	5.5	..	541.6
Magistrates' (only) <sup>d</sup>	171.1	174.5	82.3	46.4	27.1	10.0	5.5	5.3	..	522.2
Children's <sup>e</sup>	7.5	4.5	4.2	1.5	1.1	0.3	0.1	0.2	..	19.4
<b>All civil courts</b>	<b>202.1</b>	<b>193.0</b>	<b>98.3</b>	<b>54.8</b>	<b>32.5</b>	<b>11.4</b>	<b>6.8</b>	<b>5.8</b>	<b>8.8</b>	<b>613.4</b>
Family courts <sup>f, g</sup>	..	..	..	12.9	..	..	..	..	20.1	33.0
Federal Magistrates <sup>h</sup>	..	..	..	..	..	..	..	..	86.0	86.0
Coroners' courts	6.6	4.0	3.7	1.7	2.0	0.5	1.5	0.3	..	20.2

<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. <sup>c</sup> In NSW, due to data limitations, finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>d</sup> Victorian Magistrates' Court civil data include a proportion of finalisations from VCAT. In the ACT, since 2 February 2009, small claims up to \$10 000 are no longer lodged with the Magistrates Court (they are now lodged with the ACT Civil and Administrative Tribunal). <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> Family Court of Australia data do not include instances where its registrars are given delegation to conduct Federal Magistrates Court divorce applications, or when conducting conciliation conferences on Federal Magistrates Court matters. These services are provided free of charge to the Federal Magistrates Court. <sup>g</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. <sup>h</sup> The Federal Magistrates Court does not deem a matter finalised even if it has not had a court event for at least 12 months. Some bankruptcy and immigration matters filed with the Federal Magistrates Court are delegated to be dealt with by Federal Court registrars. Those matters finalised by Federal Court registrars are counted as part of the Federal Magistrates Court matters as they are filed and funded by the Federal Magistrates Court. .. Not applicable.

Source: Australian, State and Territory court administration authorities and departments (unpublished); table 7A.6.

The number of finalisations per 100 000 people is available in tables 7A.7 and 7A.8.

## 7.2 Framework of performance indicators

Performance indicators focus on outputs and/or outcomes aimed at meeting common, agreed objectives. The Steering Committee has identified four objectives of court administration services across Australia (box 7.5). The emphasis placed on each objective may vary across states and territories and court level.

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### **Box 7.5 Objectives for court administration**

Objectives for court administration are:

- to be open and accessible
- to process matters in an expeditious and timely manner
- to provide due process and equal protection before the law
- to be independent yet publicly accountable for performance.

In addition, all governments aim to provide court administration services in an efficient manner.

The performance indicator framework for court administration is shown in figure 7.3. For all data, the text includes relevant caveats and supporting commentary. Indicators that are considered comparable are only comparable subject to the caveats and footnotes accompanying the definition of the indicator and the tables of indicator results.

The Steering Committee focuses on providing the best available data in a timely manner. Jurisdictions, when endorsing the data, acknowledge that the data have been supplied according to the nationally agreed counting rules. Where a jurisdiction advises that it has diverged from these counting rules, this divergence is appropriately footnoted in the table and surrounding text. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

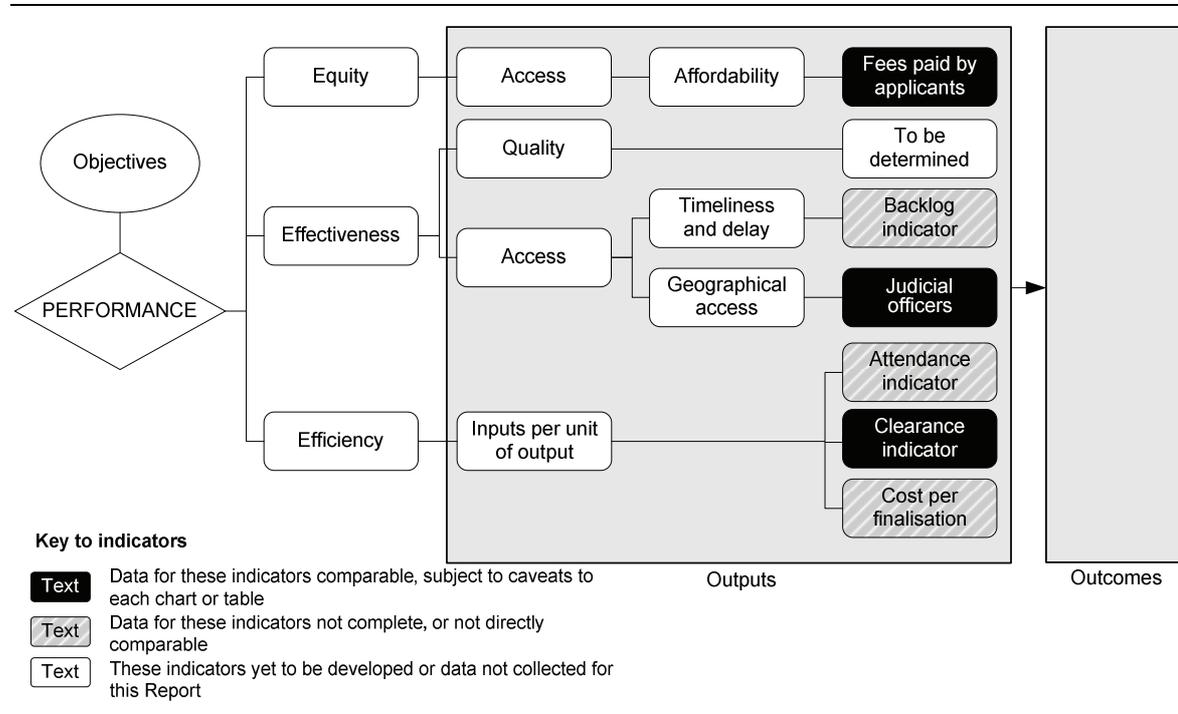
The Steering Committee recognises that this collection (unlike some other data collections) does not have an intermediary data collector or validator akin to the Australian Institute of Health and Welfare or the ABS. The reporting process in this chapter is one of continual improvement and refinement, with the long term aim of developing a national data collection that covers court administration activities across the Australian, State and Territory jurisdictions in a timely and comparable way.

As shown in figure 7.3, all of the indicators reported in this chapter are output indicators. Outputs are the 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 is currently represented through one output indicator ('fees paid by applicants'). Effectiveness is represented through two output indicators ('backlog' and 'judicial officers'). Efficiency is currently represented through three output indicators ('attendance', 'clearance' and 'cost per finalisation').

To date, no specific outcome indicators have been identified for court administration. The activities of court administrators lead to broad outcomes within the overall justice system that are not readily addressed by this service specific chapter.

The report’s statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status) (appendix A).

**Figure 7.3 Performance indicator framework for court administration**



### 7.3 Key performance indicator results

Different delivery locations, caseloads, casemixes and government policies may affect the equity, effectiveness and efficiency of court administration services. The allocation of cases to different courts also differs across states and territories and Australian courts. Performance comparison needs to take these factors into account. In addition to the material in boxes 7.1, 7.2 and 7.3, appendix A — the statistical appendix — contains detailed statistics and short profiles on each State and Territory, and other data which may assist in interpreting the performance indicators presented in this chapter.

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The court administration data collection is based on national counting rules, so data presented in this chapter may differ from data published by individual jurisdictions in their annual reports. There also can be differences from the data reported in the ABS Criminal Courts publication (ABS 2009).

## 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*

‘Fees paid by applicants’ is an indicator of governments’ achievement against the objective of keeping services accessible through charging affordable court fees for services provided. It is important to note, however, that court fees are only part of the broader legal costs faced by applicants.

#### **Box 7.6 Fees paid by applicants**

‘Fees paid by applicants’ is defined as the average court fees paid per lodgment. It is derived by dividing the total court fees collected by the number of lodgments in a year.

Court fees largely relate to civil cases. Providing court administration service quality is held constant, lower court fees help keep courts accessible.

Court fees are only part of the costs faced by litigants (with legal fees being more significant).

Data reported for this indicator are comparable.

In 2008-09, 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. The average fees collected by the Australian, State and Territory courts vary for many reasons and caution should be used in making direct comparisons.

**Table 7.7 Average civil court fees collected per lodgment, 2008-09 (dollars)<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total <sup>b</sup>
Supreme (excl. probate)/Federal	1685	1239	807	1365	1502	447	972	639	1120	1273
District/county	1226	1234	658	849	631	..	..	..	..	1006
Magistrates' (total) <sup>c</sup>	150	89	82	na	111	66	69	53	..	109
<i>Magistrates' (only)</i>	157	92	86	93	115	69	71	55	..	114
<i>Children's</i>	–	..	–	na	–	..	..	..	..	–
Family courts <sup>d</sup>	..	..	..	164	..	..	..	..	56	102
Federal Magistrates	..	..	..	..	..	..	..	..	221	221
Probate — Supreme	933	263	509	532	665	343	690	884	..	602

<sup>a</sup> Some jurisdictions charge corporations twice the amount individuals are charged, therefore average fees can overstate 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> Victorian Magistrates Court fees include fees paid through VCAT. <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 level of cost recovery from the collection of court fees varied across court levels and across jurisdictions in 2008-09 (table 7.8). Nationally, for the states and territories in total, the proportion of costs recovered through court fees was greatest for magistrates' courts, followed by district/county courts and then supreme courts. Cost recovery was lowest in the children's courts and in the Family Court of Australia — in these courts many applications do not attract a fee.

**Table 7.8 Civil court fees collected as a proportion of civil recurrent expenditure (cost recovery), 2008-09 (per cent)<sup>a, b</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme <sup>c</sup> /Federal	38.6	30.5	33.0	18.2	25.8	12.9	24.8	4.2	9.3	22.0
District/County	38.6	30.4	32.4	16.6	21.1	..	..	..	..	29.3
Magistrates' (total) <sup>d</sup>	44.5	32.8	24.8	na	25.6	37.4	5.2	7.6	..	33.8
<i>Magistrates' (only)<sup>d</sup></i>	51.5	38.5	29.2	34.8	27.7	37.8	5.8	8.0	..	38.7
<i>Children's</i>	–	..	–	na	–	..	..	..	..	–
Family courts <sup>e</sup>	..	..	..	10.8	..	..	..	..	0.9	2.4
Federal Magistrates	..	..	..	..	..	..	..	..	21.9	21.9

<sup>a</sup> Excludes payroll tax. <sup>b</sup> Some jurisdictions charge corporations twice the amount individuals are charged, therefore average fees can overstate the charge to individuals. <sup>c</sup> Excludes probate costs. <sup>d</sup> Victorian Magistrates' Court fees include civil and criminal court fees paid through VCAT. <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.

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### *Effectiveness — quality*

‘Quality’ is an indicator of governments’ achievement against the objective of providing due process. The Steering Committee has identified quality as an important measure of court administration performance (box 7.7). However, a suitable indicator of quality for court administration has not yet been identified for inclusion in the performance framework.

#### **Box 7.7 Indicators of quality**

Indicators of quality for court administration have not yet been identified. The perceptions of court users about the quality of the services delivered by courts may be strongly influenced by the outcomes of judicial decisions (which are not the subject of this chapter). Isolating perceptions of the quality of court administration may be difficult.

### *Effectiveness — backlog indicator*

The ‘backlog indicator’ is an indicator of governments’ achievement against the objective of processing matters in an expeditious and timely manner. The indicator recognises that case processing must take some time, that such time does not necessarily equal delay and that the time it takes to process a case can be affected by factors outside the direct control of court administration.

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### **Box 7.8 Backlog indicator**

The 'backlog indicator' measures the age of a court's pending caseload against nominated time standards. The number of cases in the nominated age category is expressed as a percentage of the total pending caseload.

The following national standards have been set:

The Federal Magistrates Court, magistrates' and children's courts:

- no more than 10 per cent of lodgments pending completion are to be more than 6 months old
- no lodgments pending completion are to be more than 12 months old.

Supreme courts, the Federal Court, district/county, family and coroners' courts and all appeals:

- no more than 10 per cent of lodgments pending completion are to be more than 12 months old
- no lodgments pending completion are to be more than 24 months old.

Performance relative to the time standards indicates effective management of caseloads and timely accessibility of court services.

Time taken to process cases is not necessarily court administration delay. Some delays are caused by factors other than those related to the workload of the court (for example, a witness being unavailable).

Data reported for this indicator are not directly comparable.

Results can be affected by the complexity and distribution of cases, which may vary across court levels within each State and Territory and the Australian courts (boxes 7.1, 7.2 and 7.3). Additionally, Tasmania, the ACT and the NT have a two-tier court system (that is, they do not have a district/county court level), whereas the other states and territories have a three-tier court system. This difference needs to be taken into account when comparing the results of the backlog indicator.

Data on the backlog indicator for criminal matters are contained in table 7.9. In the criminal jurisdiction, those defendants who failed to appear when required and had warrants issued have been excluded from the pending caseload count.

**Table 7.9 Backlog indicator — all criminal matters, as at 30 June 2009**

	<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.	1 635	1 565	476	157	104	25	51	8
<i>cases &gt; 12 mths</i>	%	2.0	13.2	4.8	1.9	2.9	4.0	15.7	12.5
<i>cases &gt; 24 mths</i>	%	0.4	1.6	0.2	—	1.0	—	2.0	—
<b>Higher<sup>a, b</sup> — non-appeal<sup>c</sup></b>									
Pending caseload	no.	1 870	2 293	2 534	686	1 600	312	360	169
<i>cases &gt; 12 mths</i>	%	7.1	31.2	18.6	10.5	21.2	9.6	31.1	7.1
<i>cases &gt; 24 mths</i>	%	1.3	6.6	8.1	2.9	5.1	2.9	5.6	1.2
<b>Supreme<sup>b</sup> — appeal</b>									
Pending caseload	no.	165	528	149	157	104	25	51	8
<i>cases &gt; 12 mths</i>	%	9.1	24.6	5.4	1.9	2.9	4.0	15.7	12.5
<i>cases &gt; 24 mths</i>	%	3.0	2.8	—	—	1.0	—	2.0	—
<b>Supreme<sup>b</sup> — non-appeal<sup>c</sup></b>									
Pending caseload	no.	94	120	430	72	39	312	360	169
<i>cases &gt; 12 mths</i>	%	14.9	26.7	12.6	9.7	12.8	9.6	31.1	7.1
<i>cases &gt; 24 mths</i>	%	9.6	12.5	4.4	—	2.6	2.9	5.6	1.2
<b>District/County<sup>b</sup> — appeal<sup>d</sup></b>									
Pending caseload	no.	1 470	1 037	327	..	..	..	..	..
<i>cases &gt; 12 mths</i>	%	1.2	7.4	4.6	..	..	..	..	..
<i>cases &gt; 24 mths</i>	%	0.1	1.0	0.3	..	..	..	..	..
<b>District/County<sup>b</sup> — non-appeal</b>									
Pending caseload	no.	1 776	2 173	2 104	614	1 561	..	..	..
<i>cases &gt; 12 mths</i>	%	6.7	31.5	19.8	10.6	21.4	..	..	..
<i>cases &gt; 24 mths</i>	%	0.9	6.3	8.8	3.3	5.2	..	..	..
<b>Magistrates<sup>e</sup></b>									
Pending caseload	no.	20 724	35 205	32 304	12 605	21 011	8 877	1 409	3 390
<i>cases &gt; 6 mths</i>	%	11.5	25.1	29.9	21.1	30.7	36.6	19.0	41.4
<i>cases &gt;12 mths</i>	%	2.6	8.0	14.3	7.2	11.8	20.4	6.0	23.7
<b>Children's<sup>e</sup></b>									
Pending caseload	no.	1 856	3 445	2 261	2 071	1 860	848	282	293
<i>cases &gt; 6 mths</i>	%	8.9	18.6	27.5	17.4	21.8	27.0	28.0	35.5
<i>cases &gt;12 mths</i>	%	1.5	4.5	13.2	6.4	7.6	11.0	2.5	22.2

<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> For Queensland supreme and district courts, the age of non-appeal cases is calculated from the date the court record was first created in the computerised case management system in the supreme or district court, not from the date of the committal order in the magistrates' court. <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. <sup>e</sup> NSW pending data for Magistrates' Court and Children's Court for 2008-09 are extrapolated from data for largest courts to derive a State total. .. 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) 12 months after the last action on the case (in accordance with the counting rules for this data collection).

The age of the pending caseload and case processing timeliness in criminal cases (and for some civil cases) can also be affected by orders or programs that are initiated following a court lodgment, but prior to a court finalisation. These programs or orders are commonly referred to as diversion programs and are outlined in more detail in box 7.10.

Different case completion times in the civil jurisdiction of the states and territories generally reflect different case flow management practices, the individual needs of cases, and the priority given to criminal matters.

Data for the backlog indicator for civil matters are contained in table 7.10. In the civil jurisdiction, those lodgments that have not been acted upon in the past 12 months are counted as finalised for the purpose of this Report, the aim being to focus on those matters that are part of an ‘active pending’ population. Some courts (for example, the Australian courts) proactively manage all their civil cases and apply this deeming rule to very few, if any, cases.

**Box 7.10 Diversion programs and the impact on timeliness**

Courts offer diversion programs to improve the quality of outcomes within the justice system and for the community generally. Diversion programs can involve processes that are outside the control of court administration. The period between lodgment and finalisation can be affected by those processes.

(Continued on next page)

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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 and a pilot program in WA).

The processes listed above can range in completion times between one week and seven years. With some diversion programs, success will delay finalisation significantly. For example, some drug court programs can require compliance for 12 months or longer before the defendant is considered to have completed the program.

Within the civil justice system, diversion programs can be a quicker and cheaper form of dispute resolution. Examples include:

- mediation — referrals can be made at any time during the proceedings. A court may require parties to complete a mediation program within a specified time, or can consider the timeframe to be 'open-ended' (for example, referrals to the National Native Title Tribunal). Completion time can also be affected by the complexity of the dispute and the number of parties involved, and can therefore vary significantly from case to case. Usually all parties consent to use mediation, but in some states parties can be ordered to mediate their dispute
- arbitration — referrals are usually made early in the proceedings and the court supervises the process. The hearing is shorter than a court hearing. Participation can be voluntary or by order
- reference to a referee — technical issues arising in proceedings may be referred to suitably qualified experts (referees) for inquiry and report. The court supervises the process and may adopt, vary or reject the report.

Success at mediation (settlement of the case) or at arbitration (acceptance of the arbitrator's award) generally finalises cases earlier than if finalised by trial and judgment. Where the mediation or arbitration is unsuccessful, the delaying effect on finalisation is highly variable.

**Table 7.10 Backlog indicator — all civil matters, as at 30 June 2009**

	<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 courts</i>
<b>Higher<sup>a</sup> — appeal</b>										
Pending caseload	no.	554	413	164	184	84	59	31	20	336
cases > 12 mths	%	12.6	26.9	4.3	18.5	6.0	30.5	25.8	5.0	7.7
cases > 24 mths	%	2.9	10.7	0.6	6.0	3.6	3.4	6.5	5.0	2.7
<b>Higher (excl probate)<sup>a</sup> — non-appeal<sup>b</sup></b>										
Pending caseload	no.	15 024	10 417	10 067	5 540	4 093	1 041	1 726	193	3 950
cases >12 mths	%	22.8	18.4	20.7	25.0	39.4	33.6	44.0	39.4	34.9
cases > 24 mths	%	7.5	6.1	5.2	11.8	19.8	10.9	21.1	15.0	22.1
<b>Supreme/Federal — appeal<sup>a</sup></b>										
Pending caseload	no.	454	351	94	124	66	59	31	20	336
cases >12 mths	%	15.2	28.5	—	21.0	7.6	30.5	25.8	5.0	7.7
cases > 24 mths	%	3.5	11.7	—	8.9	4.5	3.4	6.5	5.0	2.7
<b>Supreme (excl probate)/Federal — non-appeal<sup>b</sup></b>										
Pending caseload	no.	7 460	4 389	5 907	2 462	782	1 041	1 726	193	3 950
cases >12 mths	%	25.0	9.8	20.7	30.7	29.5	33.6	44.0	39.4	34.9
cases > 24 mths	%	10.5	4.2	5.8	16.0	13.8	10.9	21.1	15.0	22.1
<b>District/county — appeal</b>										
Pending caseload	no.	100	62	70	60	18	..	..	..	..
cases >12 mths	%	1.0	17.7	10.0	13.3	—	..	..	..	..
cases >24 mths	%	—	4.8	1.4	—	—	..	..	..	..
<b>District/county — non-appeal</b>										
Pending caseload	no.	7 564	6 028	4 160	3 078	3 311	..	..	..	..
cases >12 mths	%	20.6	24.7	20.6	20.4	41.8	..	..	..	..
cases > 24 mths	%	4.5	7.5	4.4	8.4	21.2	..	..	..	..
<b>Magistrates<sup>c, d</sup></b>										
Pending caseload	no.	na	19 040	35 109	27 266	14 331	4 973	1 034	2 390	..
cases > 6 mths	%	na	24.9	42.7	34.4	45.6	34.0	44.5	42.8	..
cases > 12 mths	%	na	12.7	6.2	4.4	12.5	3.7	13.9	10.2	..
<b>Family courts — appeal</b>										
Pending caseload	no.	..	..	..	22	..	..	..	..	230
cases >12 mths	%	..	..	..	31.8	..	..	..	..	23.9
cases > 24 mths	%	..	..	..	27.3	..	..	..	..	10.9
<b>Family courts — non-appeal<sup>e</sup></b>										
Pending caseload	no.	..	..	..	10 941	..	..	..	..	5 381
cases > 12 mths	%	..	..	..	36.2	..	..	..	..	25.2
cases > 24 mths	%	..	..	..	14.6	..	..	..	..	10.3
<b>Federal Magistrates<sup>e</sup></b>										
Pending caseload	no.	..	..	..	..	..	..	..	..	26884
cases > 6 mths	%	..	..	..	..	..	..	..	..	28.7
cases > 12 mths	%	..	..	..	..	..	..	..	..	12.6
<b>Coroners' courts<sup>f</sup></b>										
Pending caseload	no.	2 700	5 628	2 242	1 186	1 980	312	235	393	..
cases > 12 mths	%	21.4	28.3	22.8	34.6	19.5	23.4	29.4	30.0	..
cases > 24 mths	%	10.7	6.0	10.1	13.2	9.5	8.3	18.3	11.2	..

(Continued on next page)

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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. <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> Victorian Magistrates' Court civil data include a proportion of pending caseload from VCAT. <sup>e</sup> The Family Court of Australia and the Federal Magistrates Court do not deem a matter as finalised even where there has been no court event for at least 12 months. Some matters may be affected by proceedings in other courts, for example, and although currently inactive they are included in the data for this indicator. The more complex and entrenched Family Law disputes commence with the Family Court so a higher proportion of its cases require more lengthy and intensive case management. <sup>f</sup> WA Coroners Court data for 2008-09 and previous years were compiled by a manual process of counting lodgments and only included the metropolitan area. WA Coroners Court has recently implemented a new reporting system utilising WA Coroners Court data stored on the National Coroners Information System. Data integrity work has commenced to ensure State-wide data on this indicator can be reported from 2009-10. **na** Not available. .. Not applicable. – Nil or rounded to zero.

Source: Australian, State and Territory court authorities and departments (unpublished); table 7A.18.

### *Effectiveness — judicial officers*

'Judicial officers' is an indicator of governments' achievement against the objective of providing services that are accessible to the community. This indicator relates access to the number of judicial officers available to deal with cases in relation to population size (box 7.11).

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### **Box 7.11 Judicial officers**

'Judicial officers' is an indicator that represents the availability of resources to provide services. Judicial officers are officers who can make enforceable orders of the court. For the purposes of this chapter, the definition of a judicial officer includes:

- judges
- associate judges
- magistrates
- masters
- coroners
- judicial registrars
- all other officers who, following argument and giving of evidence, make enforceable orders of the court.

The number of judicial officers is expressed in full time equivalent units and, where judicial officers have both judicial and non-judicial work, refers to the proportion of time allocated to judicial work.

The number of judicial officers is additionally presented in comparison to the population of each jurisdiction. A higher proportion of judicial officers in the population indicates potentially greater access to the judicial system.

Factors such as geographical dispersion, judicial workload and population density are also important to consider when comparing figures concerning judicial officers.

Data reported for this indicator are comparable.

The number of full time equivalent judicial officers for each court level is outlined in table 7.11. In all State and Territory jurisdictions with a three-tier system, there were more judicial officers in magistrates' courts than in district/county courts, and (apart from WA) more officers in the district/county courts than in the supreme courts. Table 7.12 shows the number of judicial officers per 100 000 people.

**Table 7.11 Judicial officers, full time equivalent, 2008-09<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts	Total
Supreme/Federal	61.1	39.7	25.0	30.5	13.9	7.0	6.3	8.4	61.0	252.8
District/County	65.6	58.2	33.8	28.1	20.6	..	..	..	..	206.2
Magistrates <sup>b</sup>	113.0	125.2	69.7	46.3	35.9	11.8	6.4	13.7	..	421.9
Children's	18.5	10.0	6.6	5.2	3.9	0.8	1.3	1.0	..	47.4
Family courts <sup>c</sup>	..	..	..	14.6	..	..	..	..	37.7	52.3
Federal Magistrates <sup>d</sup>	..	..	..	..	..	..	..	..	61.0	61.0
Coroners' courts	5.0	8.8	6.2	2.0	1.9	0.8	0.2	1.7	..	26.7
<b>Total<sup>e</sup></b>	<b>263.2</b>	<b>242.0</b>	<b>141.2</b>	<b>126.6</b>	<b>76.2</b>	<b>20.4</b>	<b>14.2</b>	<b>24.7</b>	<b>159.7</b>	<b>1068.3</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 VCAT. <sup>c</sup> Family Court of Australia figures include Family Court of Australia judges assigned to the Full Court Appeals division. <sup>d</sup> 2008-09 Federal Magistrates Court figures have been annualised from six months of data (January to June 2009). Federal Magistrates Court payroll function transferred to the Family Court of Australia in December 2008 and data prior to January is not available to the Family Court of Australia. Includes Family Court of Australia services provided free of charge. <sup>e</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 authorities and departments (unpublished); table 7A.20.

**Table 7.12 Judicial officers, full time equivalent, per 100 000 people, 2008-09**

	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>	7 041	5 364	4 349	2 204	1 612	500	347	221	..	21 643
<i>Judicial officers per 100 000 people</i>										
Supreme/Federal	0.9	0.7	0.6	1.4	0.9	1.4	1.8	3.8	0.3	1.2
District/County	0.9	1.1	0.8	1.3	1.3	..	..	..	..	1.0
Magistrates <sup>e</sup>	1.6	2.3	1.6	2.1	2.2	2.4	1.8	6.2	..	1.9
Children's	0.3	0.2	0.2	0.2	0.2	0.2	0.4	0.4	..	0.2
Family courts <sup>f</sup>	..	..	..	0.7	..	..	..	..	0.2	0.2
Federal Magistrates	..	..	..	..	..	..	..	..	0.3	0.3
Coroners' courts	0.1	0.2	0.1	0.1	0.1	0.2	0.1	0.8	..	0.1
<b>Total<sup>g</sup></b>	<b>3.7</b>	<b>4.5</b>	<b>3.2</b>	<b>5.7</b>	<b>4.7</b>	<b>4.1</b>	<b>4.1</b>	<b>11.1</b>	<b>0.7</b>	<b>4.9</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 (31 December) estimate. <sup>e</sup> Victorian Magistrates' Court data include a proportion of judicial officers from VCAT. <sup>f</sup> Family Court of Australia figures include Family Court of Australia 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 authorities and departments (unpublished).

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## Efficiency — attendance indicator

The ‘attendance indicator’ is an indicator of governments’ achievement against the objective of providing court administration services in an efficient manner (box 7.12). Court attendances act as a proxy for input costs. Attendance data can be difficult to collect. Due to system limitations, some jurisdictions supply data on listed hearings rather than actual attendances in court.

### Box 7.12 Attendance indicator

The ‘attendance indicator’ is defined as the average number of attendances recorded (no matter when the attendance occurred) for those cases that were finalised during the year. The number of attendances is the number of times that parties or their representatives are required to be present in court to be heard by a judicial officer or mediator/arbitrator where binding orders can be made. The number includes appointments that are adjourned or rescheduled.

Fewer attendances may suggest a more efficient process. However, this should be balanced against the likelihood that the number of attendances will increase if rehabilitation or diversionary programs are used, or if intensive case management is used. Both of these paths are believed to improve the quality of outcomes:

- rehabilitation and diversionary programs aim to provide therapeutic benefits for the offenders, and benefits of reduced recidivism for the community
- intensive case management is believed to maximise the prospects of settlement (and thereby reduce the litigant’s costs, the number of cases queuing for hearing, and the flow of work on to appellate courts); alternatively, it can narrow the issues for trial (thus shortening trial time and also reducing costs and the queuing time for other cases waiting for hearing).

Data reported for this indicator are not directly comparable.

Attendance indicator results for criminal proceedings are reported in table 7.13.

Table 7.13 Attendance indicator — criminal, 2008-09<sup>a</sup>

	NSW <sup>b</sup>	Vic	Qld	WA	SA	Tas	ACT	NT
<i>Average attendances per finalisation</i>								
Supreme	na	2.6	2.8	2.6	5.2	5.6	6.1	7.1
District/County	na	6.1	3.8	4.3	6.2	..	..	..
Magistrates <sup>c</sup>	na	3.0	2.3	2.3	3.3	3.1	3.7	3.4
Children’s	na	5.4	2.6	3.3	3.4	4.9	5.3	4.9

<sup>a</sup> Excludes data for the electronic infringement and enforcement systems. <sup>b</sup> NSW data are not available.

<sup>c</sup> Data for Victoria include a proportion of hearings from VCAT. **na** Not available. **..** Not applicable.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.19.

Attendance indicator results for civil proceedings are reported in table 7.14.

**Table 7.14 Attendance indicator — civil, 2008-09**

	<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>Average attendances per finalisation</i>									
Supreme (excl. probate) <sup>a</sup> /Federal	na	1.1	1.5	2.6	3.9	na	4.3	4.8	2.7
District/county <sup>a</sup>	na	2.2	0.7	2.3	4.3	..	..	..	..
Magistrates <sup>b</sup>	na	0.9	0.8	0.7	0.9	na	1.2	1.5	..
Children's <sup>c</sup>	na	2.0	2.7	5.1	2.6	..	6.1	1.7	..
Family courts <sup>d</sup>	..	..	..	1.7	..	..	..	..	2.9
Federal Magistrates <sup>e</sup>	..	..	..	..	..	..	..	..	2.2
Coroners' courts	na	1.0	3.7	1.0	1.3	1.0	4.3	1.0	..

<sup>a</sup> Queensland's supreme and district courts data diverge from the national counting rules as follows: (i) multiple attendances are counted for multi-day court events (such as multi-day trials); (ii) attendances for unfinalised cases are included in the data; and (iii) case-managed court events are not included in the data.

<sup>b</sup> Victorian Magistrates' Court data include a proportion of hearings from VCAT. 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>c</sup> Queensland Children's Court data are 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>d</sup> Family Court of Australia data include all conference events that may have binding orders made. Data also contain events that may not require the attendance of parties (such as divorce hearings), however these are included as they form part of the lodgment and finalisation data. Attendances for appeal matters have only been included since 2008-09. <sup>e</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 some types of matters out of court and thereby reduce the need for judicial hearings. Accordingly, differences between and within states and territories in the availability and use of ADR can affect the comparability of the attendance indicator.

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### *Efficiency — clearance indicator*

The ‘clearance indicator’ is another indicator of governments’ achievement against the objective of providing court administration services in an efficient manner (box 7.13).

#### **Box 7.13 Clearance indicator**

The ‘clearance indicator’ is measured by dividing the number of finalisations in the reporting period by the number of lodgments in the same period. The result is multiplied by 100 to convert to a percentage. It shows whether the volume of case finalisations has matched the number of case lodgments during the reporting period. It indicates whether a court’s pending caseload would have increased or decreased over that period.

The following can assist in interpretation of this indicator:

- a figure of 100 per cent indicates that, during the reporting period, the court finalised as many cases as were lodged, and the pending caseload should be similar to the pending caseload 12 months earlier
- a figure greater than 100 per cent indicates that, during the reporting period, the court finalised more cases than were lodged, and the pending caseload should have decreased
- a figure less than 100 per cent indicates that, during the reporting period, the court finalised fewer cases than were lodged, and the pending caseload should have increased.

The clearance indicator should be interpreted alongside lodgment and finalisation data, and the backlog indicator reported earlier in this chapter. Trends over time should also be considered.

The clearance indicator can be affected by external factors (such as those causing changes in lodgment rates), as well as by changes in a court’s case management practices.

Data reported for this indicator are comparable.

Lodgments are a reflection of demand for court services. Lodgments need not equal finalisations in any given year because not all matters lodged in a given year will be finalised in the same year. Consequently, results for this indicator need to be interpreted within the context of changes in the volumes of lodgments, finalisations and pending caseloads over time.

Clearance indicator data in 2008-09 are presented separately for the criminal and civil jurisdictions in tables 7.15 and 7.16. Where relevant, the clearance indicator data have been disaggregated between appeal and non-appeal matters.

**Table 7.15 Clearance indicator — all criminal matters, 2008-09<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>
<b>Supreme — appeal</b>									
Lodgments	'000	0.40	0.51	0.37	0.31	0.26	0.04	0.08	0.02
Finalisations	'000	0.45	0.49	0.40	0.29	0.25	0.02	0.09	0.02
<i>Clearance rate</i>	%	111.4	96.3	107.6	95.8	94.3	66.7	108.5	100.0
<b>Supreme — non-appeal<sup>b</sup></b>									
Lodgments	'000	0.12	0.15	1.53	0.25	0.06	0.77	0.33	0.42
Finalisations	'000	0.13	0.25	1.53	0.26	0.08	0.77	0.27	0.37
<i>Clearance rate</i>	%	109.6	165.5	99.6	104.1	123.8	99.7	80.5	89.0
<b>District/County — appeal<sup>c</sup></b>									
Lodgments	'000	7.78	2.31	0.48	..	..	..	..	..
Finalisations	'000	7.71	2.10	0.45	..	..	..	..	..
<i>Clearance rate</i>	%	99.1	90.9	95.2	..	..	..	..	..
<b>District/County — non-appeal<sup>b</sup></b>									
Lodgments	'000	3.49	2.19	6.29	2.31	2.08	..	..	..
Finalisations	'000	3.48	2.25	6.33	2.93	1.77	..	..	..
<i>Clearance rate</i>	%	99.8	103.0	100.7	126.9	85.2	..	..	..
<b>Magistrates<sup>d</sup></b>									
Lodgments	'000	186.95	167.36	199.44	113.16	65.47	22.43	5.69	13.23
Finalisations	'000	187.27	172.90	200.43	116.71	66.51	28.06	5.71	12.71
<i>Clearance rate</i>	%	100.2	103.3	100.5	103.1	101.6	125.1	100.3	96.1
<b>Children's<sup>d</sup></b>									
Lodgments	'000	15.20	13.19	10.63	11.11	7.29	2.22	0.71	1.21
Finalisations	'000	15.43	13.96	11.01	11.16	7.38	2.01	0.62	1.18
<i>Clearance rate</i>	%	101.5	105.8	103.5	100.4	101.2	90.8	87.2	97.6
<b>Electronic infringement and enforcement systems<sup>e</sup></b>									
Lodgments	'000	..	1129.28	540.84	287.80	176.01	..	..	..
Finalisations	'000	..	916.75	491.08	254.97	180.52	..	..	..
<i>Clearance rate</i>	%	..	81.2	90.8	88.6	102.6	..	..	..

<sup>a</sup> Clearance indicator 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> In NSW, due to data limitations, lodgments and finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>e</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, 2008-09<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>Aust courts</i>
<b>Supreme/Federal — appeal</b>										
Lodgments	'000	0.71	0.42	0.27	0.15	0.13	0.08	0.04	0.10	0.87
Finalisations	'000	0.88	0.38	0.25	0.16	0.12	0.09	0.06	0.12	0.93
<i>Clearance rate</i>	%	124.2	90.9	93.3	109.5	93.7	116.3	142.5	127.4	106.5
<b>Supreme (excl probate)/Federal — non-appeal<sup>b</sup></b>										
Lodgments	'000	13.48	6.69	7.17	3.00	1.40	1.01	1.17	0.21	7.71
Finalisations	'000	14.00	7.93	6.27	2.58	1.37	0.98	1.07	0.20	7.85
<i>Clearance rate</i>	%	103.8	118.5	87.5	85.9	98.1	97.3	91.5	96.7	101.8
<b>District/County — appeal</b>										
Lodgments	'000	0.19	0.13	0.11	0.08	0.04	..	..	..	..
Finalisations	'000	0.12	0.12	0.15	0.08	0.03	..	..	..	..
<i>Clearance rate</i>	%	64.6	94.5	132.7	101.2	75.0	..	..	..	..
<b>District/County — non-appeal</b>										
Lodgments	'000	9.05	6.11	4.94	3.88	2.87	..	..	..	..
Finalisations	'000	8.51	5.56	5.16	4.16	2.71	..	..	..	..
<i>Clearance rate</i>	%	94.1	91.0	104.4	107.3	94.2	..	..	..	..
<b>Magistrates<sup>c, d</sup></b>										
Lodgments	'000	187.53	175.45	82.58	52.58	27.22	10.07	4.45	6.03	..
Finalisations	'000	171.10	174.47	82.34	46.35	27.09	9.99	5.54	5.29	..
<i>Clearance rate</i>	%	91.2	99.4	99.7	88.2	99.5	99.1	124.6	87.8	..
<b>Children's<sup>d, e, f</sup></b>										
Lodgments	'000	8.67	4.94	4.08	1.61	1.11	0.48	0.15	0.24	..
Finalisations	'000	7.47	4.50	4.16	1.47	1.14	0.34	0.13	0.23	..
<i>Clearance rate</i>	%	86.1	91.1	102.0	91.5	103.2	70.5	87.0	95.4	..
<b>Family — appeal</b>										
Lodgments	'000	..	..	..	0.02	..	..	..	..	0.38
Finalisations	'000	..	..	..	0.03	..	..	..	..	0.36
<i>Clearance rate</i>	%	..	..	..	108.3	..	..	..	..	95.0
<b>Family — non-appeal</b>										
Lodgments	'000	..	..	..	14.11	..	..	..	..	18.63
Finalisations	'000	..	..	..	12.85	..	..	..	..	19.79
<i>Clearance rate</i>	%	..	..	..	91.0	..	..	..	..	106.2
<b>Federal Magistrates</b>										
Lodgments	'000	..	..	..	..	..	..	..	..	85.98
Finalisations	'000	..	..	..	..	..	..	..	..	85.95
<i>Clearance rate</i>	%	..	..	..	..	..	..	..	..	100.0
<b>Coroners'</b>										
Lodgments	'000	6.66	6.52	3.75	1.77	2.01	0.56	1.50	0.32	..
Finalisations	'000	6.57	3.98	3.66	1.74	2.01	0.50	1.49	0.25	..
<i>Clearance rate</i>	%	98.5	61.0	97.7	98.2	100.0	89.6	99.4	78.3	..

<sup>a</sup> Clearance indicator results are derived from finalisation and lodgment data presented in tables 7A.2 and 7A.6. <sup>b</sup> The clearance rate in WA Supreme Court non-appeal matters was unusually low in 2008-09 due to an increase in lodgments of more than 50 per cent over the year. Although finalisations also increased over the year, they did not increase at the same rate as lodgments, hence the unusually low clearance rate. <sup>c</sup> Victorian Magistrates' Court civil data include a proportion of lodgments and finalisations from VCAT. <sup>d</sup> In NSW, due to data limitations, lodgments and finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>e</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>f</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 clearance indicator results for all court matters (both criminal and civil) in 2008-09, and combines appeal and non-appeal matters.

**Table 7.17 Clearance indicator — all matters, 2008-09 (per cent)<sup>a</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust courts
<b>Supreme/Federal</b>									
Criminal	111.0	111.8	101.2	99.5	100.0	98.3	86.1	89.5	..
Civil <sup>b</sup>	104.9	116.9	87.7	87.0	97.7	98.7	93.2	106.2	102.2
<i>Total</i>	<i>105.1</i>	<i>116.4</i>	<i>90.4</i>	<i>88.9</i>	<i>98.1</i>	<i>98.5</i>	<i>91.4</i>	<i>96.4</i>	<i>102.2</i>
<b>District/county</b>									
Criminal	99.3	96.8	100.3	126.9	85.2	..	..	..	..
Civil	93.5	91.1	105.0	107.2	94.0	..	..	..	..
<i>Total</i>	<i>96.7</i>	<i>93.5</i>	<i>102.3</i>	<i>114.4</i>	<i>90.3</i>	<i>..</i>	<i>..</i>	<i>..</i>	<i>..</i>
<b>Magistrates<sup>c</sup></b>									
Criminal	100.2	103.3	100.5	103.1	101.6	125.1	100.3	96.1	..
Civil <sup>d</sup>	91.2	99.4	99.7	88.2	99.5	99.1	124.6	87.8	..
<i>Total</i>	<i>95.7</i>	<i>101.3</i>	<i>100.3</i>	<i>98.4</i>	<i>101.0</i>	<i>117.0</i>	<i>110.9</i>	<i>93.5</i>	<i>..</i>
<b>Children's<sup>c</sup></b>									
Criminal	101.5	105.8	103.5	100.4	101.2	90.8	87.2	97.6	..
Civil <sup>e, f</sup>	86.1	91.1	102.0	91.5	103.2	70.5	87.0	95.4	..
<i>Total</i>	<i>95.9</i>	<i>101.8</i>	<i>103.1</i>	<i>99.3</i>	<i>101.5</i>	<i>87.2</i>	<i>87.2</i>	<i>97.2</i>	<i>..</i>
<b>E– infringement and enforcement systems<sup>g</sup></b>	..	81.2	90.8	88.6	102.6	..	..	..	..
<b>Family courts</b>	..	..	..	91.1	..	..	..	..	106.0
<b>Federal Magistrates</b>	..	..	..	..	..	..	..	..	100.0
<b>Coroners' courts</b>	98.5	61.0	97.7	98.2	100.0	89.6	99.4	78.3	..

<sup>a</sup> Clearance indicator results 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> In NSW, due to data limitations, lodgments and finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>d</sup> Victorian Magistrates' Court civil data include a proportion of hearings from VCAT. <sup>e</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>f</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>g</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 a third indicator of governments’ achievement against the objective of providing court administration services in an efficient manner (box 7.14). Cost is taken as the total net recurrent annual expenditure, excluding payroll tax. Net expenditure refers to expenditure minus income (where income is derived from court fees and other revenue but excludes revenue from fines).

#### **Box 7.14 Cost per finalisation**

‘Cost per finalisation’ is measured by dividing the total net recurrent expenditure within each court for the financial year by the total number of finalisations for the same period. This indicator is not a measure of the actual cost per case.

The following points need to be considered in interpreting the cost per finalisation indicator results:

- some finalisations take only a short time and require few resources, whereas other finalisations may be resource intensive and involve complicated trials and interlocutory decisions
- cases in the civil jurisdiction that have not been acted upon in the last 12 months are counted (deemed) as finalised (although some jurisdictions are unable to comply with this deeming rule)
- expenditure data may include arbitrary allocation between criminal and civil jurisdictions
- net expenditure is calculated by deducting income (court fees) from total expenditure, noting that in some jurisdictions court fees are set by government rather than by court administrators
- a number of factors are beyond the control of jurisdictions, such as geographic dispersion, economies of scale and socioeconomic factors
- efficiency results need to be viewed in light of the performance indicator framework as a whole, because there can be trade-offs between efficiency on the one hand and equity, effectiveness and quality, on the other.

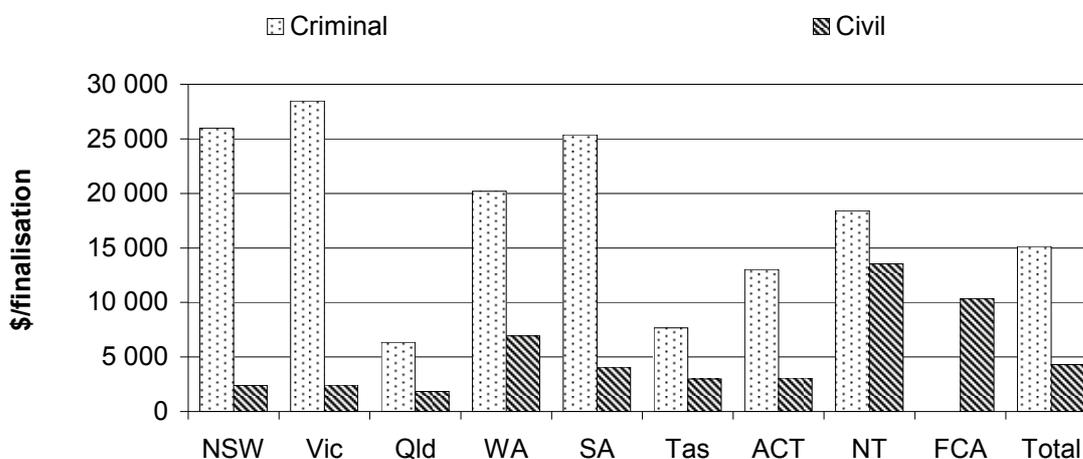
Data reported for this indicator are not directly comparable.

In general, the net recurrent expenditure per finalisation results for civil courts will be lower than criminal courts, because, with the exception of electronic infringement and enforcements systems, relatively little income is generated by the criminal court system (table 7A.11). Civil court fee structures can also impact on cost per finalisation results (table 7A.15).

*Net expenditure per finalisation for the supreme courts and the Federal Court of Australia*

Nationally, in 2008-09, 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, 2008-09<sup>a, b, c, d</sup>**



<sup>a</sup> 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> The method used to calculate expenses in relation to the Judicial Pension Scheme has been amended for 2008-09 data. For judicial officers on unfunded or partially funded superannuation schemes, expenses are deemed to be 40 per cent of the total applicable salary cost. Some judges in Tasmania are in fully funded superannuation schemes.

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.

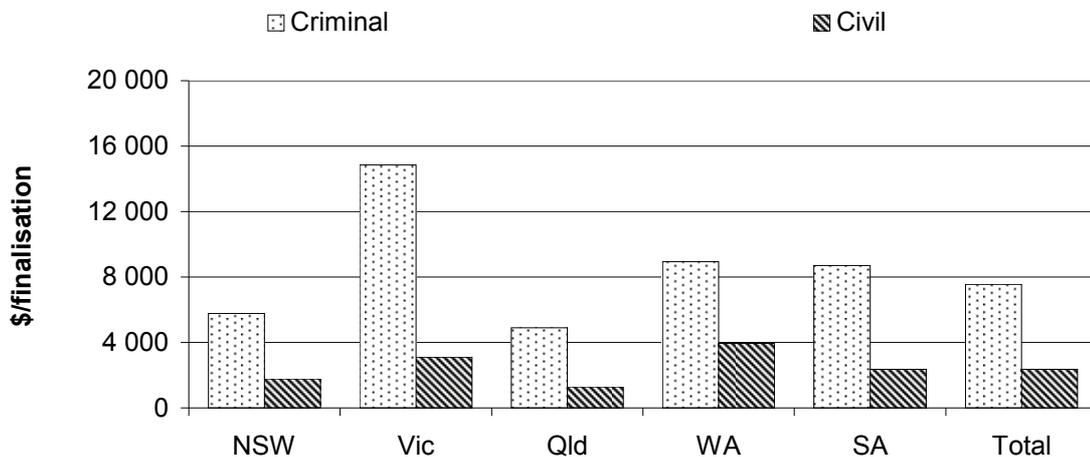
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*Net expenditure per finalisation for district/county courts*

In 2008-09, total net expenditure per finalisation in the criminal jurisdiction of district/county courts was three times that in the civil jurisdiction (figure 7.5). This trend was similar across all states and territories, and is consistent over time (tables 7A.23–24).

Tasmania, the ACT, the NT and the Australian Government do not operate district/county courts.

**Figure 7.5 Net recurrent expenditure per finalisation, district/county courts, 2008-09<sup>a, b, c, d</sup>**



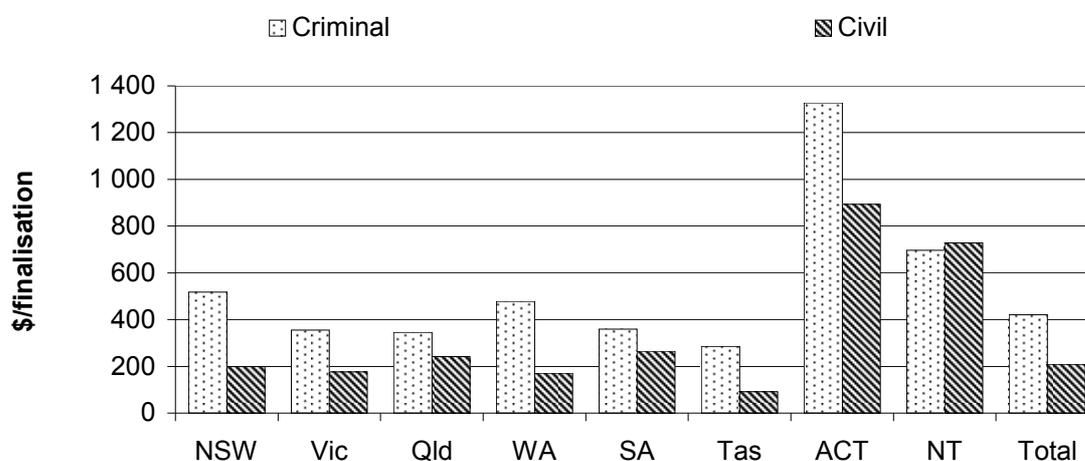
<sup>a</sup> Excludes payroll tax. <sup>b</sup> In Queensland, some children's courts criminal matters are heard in the District Court but in this Report are included with children's courts data. <sup>c</sup> The method used to calculate expenses in relation to the Judicial Pension Scheme has been amended for 2008-09 data. For judicial officers on unfunded or partially funded superannuation schemes, expenses are deemed to be 40 per cent of the total applicable salary cost. Some judges in Tasmania are in fully funded superannuation schemes. <sup>d</sup> WA costs relating to interest expense under the Public Private Partnership for the District Court Building have not been included in recurrent expenditure. Costs relating to the amortisation of the building lease have been included as part of the asset valuation.

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), 2008-09<sup>a, b, c, d, e, f</sup>**



<sup>a</sup> Excludes payroll tax. <sup>b</sup> Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from VCAT. <sup>c</sup> In Queensland, some children's courts criminal matters are heard in the District Court but in this Report are included with children's courts data. <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 NSW, due to data limitations, finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>f</sup> In WA, costs relating to interest expense under the Public Private Partnership for the Fremantle Justice Complex have not been included in recurrent expenditure. Costs relating to the amortisation of the building lease have been included as part of the asset valuation.

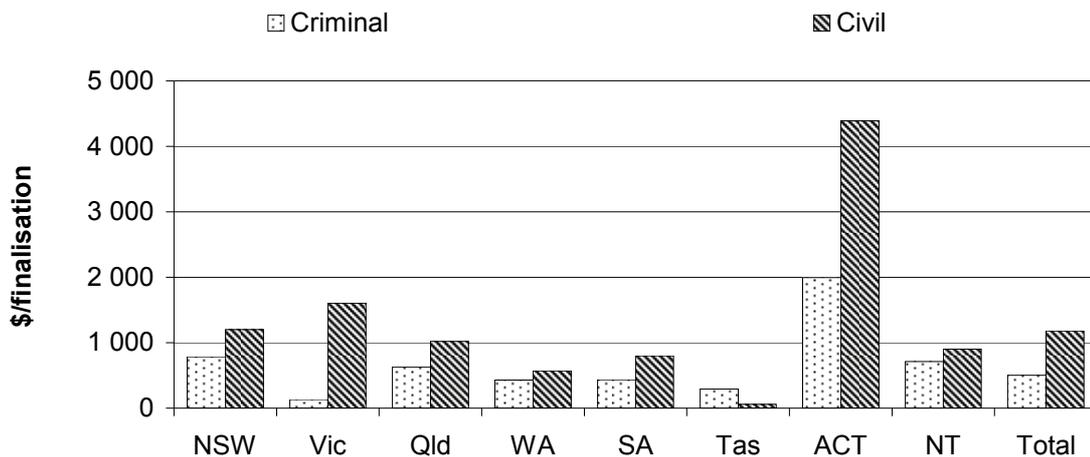
Source: State and Territory court administration authorities and departments (unpublished); tables 7A.23-24.

### Net expenditure per finalisation for children's courts

Net expenditure per finalisation for children's courts varies across states and territories, particularly for civil matters, but also for criminal matters (figure 7.7). The majority of matters heard in the civil jurisdiction of children's courts are care and protection orders. However, some jurisdictions will also hear matters such as applications for intervention orders. In Tasmania, child protection matters are lodged in the criminal registry as urgent.

Nationally, and in most states and territories, net recurrent expenditure per finalisation is higher in the civil jurisdiction.

**Figure 7.7 Net recurrent expenditure per finalisation, children's courts, 2008-09<sup>a, b, c, d, e</sup>**



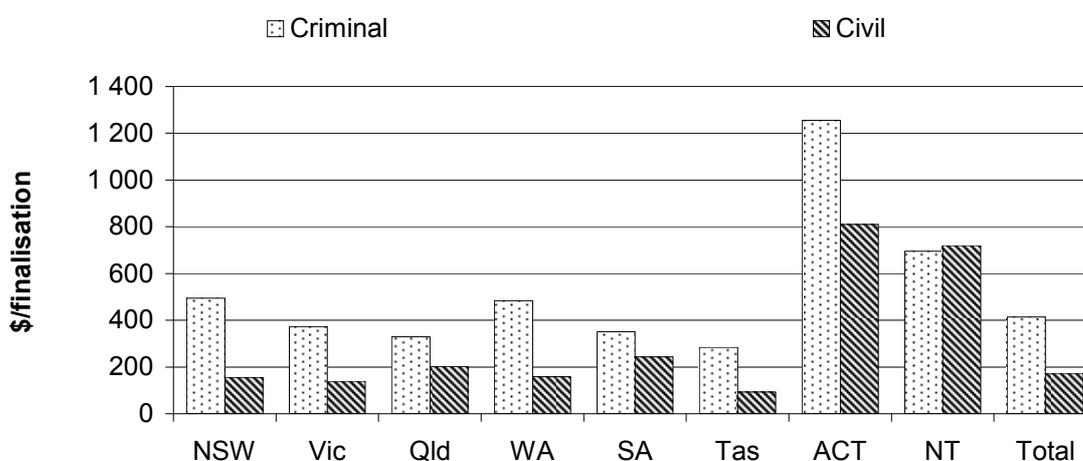
<sup>a</sup> Excludes payroll tax. <sup>b</sup> In Victoria, children's criminal cases that are not heard in the Melbourne Children's Court are heard in the magistrates' court in regional areas. The expenditure related to those cases cannot be separately identified, and is included with the expenditure for the magistrates' court. However, the quantity of those cases is known, and the finalisations are included with children's court data. <sup>c</sup> 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. <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> In NSW, due to data limitations, finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available.

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 most states and territories, net recurrent expenditure per finalisation is higher in the criminal jurisdiction.

**Figure 7.8 Net recurrent expenditure per finalisation, magistrates' courts only (excluding children's courts), 2008-09<sup>a, b, c, d, e</sup>**



<sup>a</sup> Excludes payroll tax. <sup>b</sup> In Victoria, children's criminal cases that are not heard in the Melbourne Children's Court are heard in the magistrates' court in regional areas. The expenditure related to those cases cannot be separately identified, and is included with the expenditure for the magistrates' court. However, the quantity of those cases is known, and the finalisations are included with children's court data. <sup>c</sup> Victorian Magistrates' Court civil data include a proportion of expenditure and finalisations from VCAT. <sup>d</sup> In NSW, due to data limitations, finalisations for 2008-09 were partly estimated based on the 12 month period from March 2008 to February 2009 (the most recent 12 month period available for the range of data involved). Figures will be updated when actual data become available. <sup>e</sup> In WA, costs relating to interest expense under the Public Private Partnership for the Fremantle Justice Complex have not been included in recurrent expenditure. Costs relating to the amortisation of the building lease have been included as part of the asset valuation.

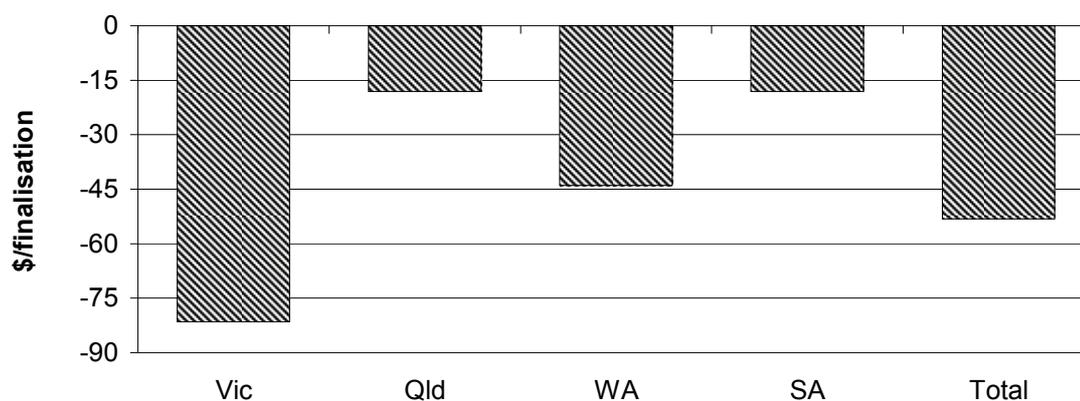
Source: State and Territory court administration departments (unpublished); tables 7A.23-24.

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*Net expenditure per finalisation for electronic infringement and enforcement systems*

All electronic infringement and enforcement systems in 2008-09 had income (excluding fines) that outweighed any associated expenditure (figure 7.9).

**Figure 7.9 Net recurrent expenditure per finalisation, electronic infringement and enforcement systems, 2008-09<sup>a, b</sup>**



<sup>a</sup> Excludes payroll tax. <sup>b</sup> Electronic infringement and enforcement systems (infringement and expiated offence processing systems that have the status of a court) operate only in Victoria, Queensland, WA and SA. Other states and territories may operate similar bodies that do not operate under the auspices of a court.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.23.

The analysis of magistrates' courts efficiency in figures 7.6 and 7.8 excludes electronic infringement and enforcement systems expenditure and finalisations. Box 7.15 shows the impact of including electronic infringement and enforcement systems within the efficiency results of the magistrates' courts.

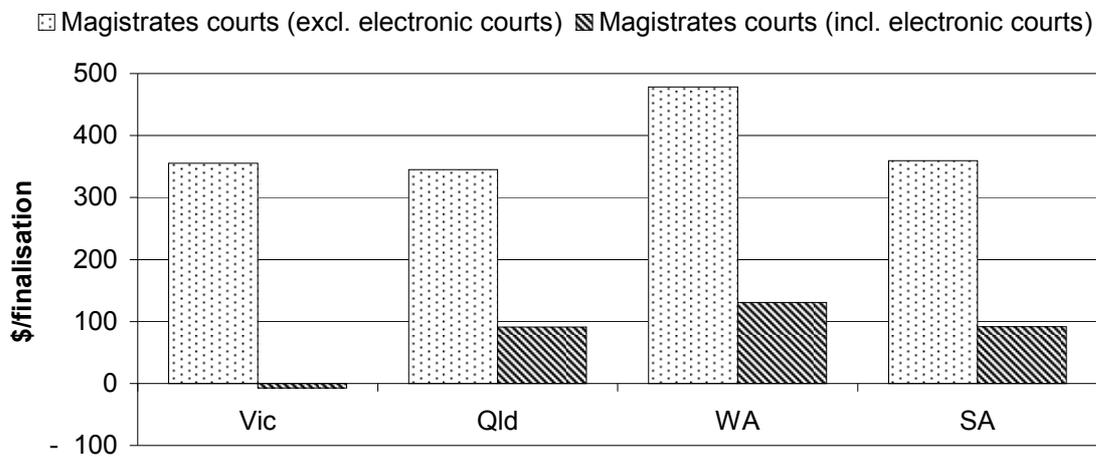
**Box 7.15 The impact of the electronic infringement and enforcement systems on the cost per criminal finalisation for magistrates' courts**

All State, Territory and Australian governments operate tribunals and specialist jurisdiction courts, partly to reduce the workload on courts such as magistrates' courts.

Electronic infringement and enforcement systems — which are infringement and offence processing systems that have the status of a court and deal with matters such as unpaid infringement notices for minor traffic offences — can also reduce the workload on magistrates' courts.

Electronic infringement and enforcement systems, as defined above, currently operate only in Victoria, Queensland, WA and SA. The figure in this box shows the impact that including electronic infringement and enforcement systems data for these jurisdictions would have on the magistrates' courts (including children's courts) efficiency results reported in figure 7.6.

The impact is a reduction in net recurrent expenditure per criminal finalisation for magistrates' courts in all four jurisdictions (assuming all of the matters processed by the electronic infringement and enforcement systems would otherwise have been dealt with in the magistrates' courts). The magnitude of the reductions under this assumption is shown in the figure below and table 7A.23. In Victoria the result is net income of \$8 per finalisation.



Source: State and Territory court administration authorities and departments (unpublished); table 7A.23.

Although NSW, Tasmania, the ACT and the NT do not operate electronic infringement and enforcement systems that fall under the jurisdiction of magistrates' courts, they have bodies (such as the NSW State Debt Recovery Office, the Monetary Penalties Enforcement Service in Tasmania, the Motor Vehicle Registry in the ACT, and the Fines Recovery Unit in the NT) that process unpaid infringement notices and may have a similar impact in reducing the workload of their magistrates' courts.

*Net expenditure per finalisation for family courts and the Federal Magistrates Court of Australia*

The Family Court of Australia, Family Court of WA and the Federal Magistrates Court are responsible for determining matters related to family law and child support, but each court has a different focus, breadth and complexity of work, which contribute to the differences in net recurrent expenditure per finalisation results presented in figure 7.10. 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, 2008-09<sup>a, b</sup>**



<sup>a</sup> Expenditure per finalisation for the Federal Magistrates Court is based on the total net expenditure and all finalisations for that court; it does not isolate family law work from general federal law work and is therefore not strictly comparable with the results for either the Family Court of Australia or the Family Court of WA. Some bankruptcy and immigration matters filed with the Federal Magistrates Court are delegated to be dealt with by Federal Court registrars. The Federal Magistrates Court fully funds the Federal Court, through cash payments, to undertake this work on its behalf. Those matters finalised by the Federal Court registrars are appropriately counted as part of the Federal Magistrates Court matters as they form part of the Federal Magistrates Court's filings and expenditure and therefore contribute to the cost per finalisation. <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 data (and an underestimate for the Federal Magistrates Court).

Source: Australian and state court administration authorities and departments (unpublished); table 7A.24.

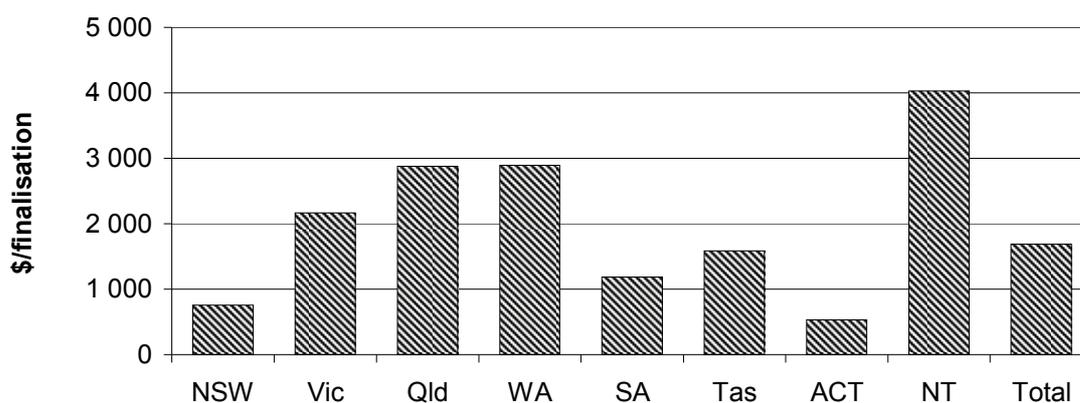
The establishment of the Federal Magistrates Court in 2000 has had implications for the finalisations and expenditure reported for the Family Court of Australia, because the Federal Magistrates Court now deals with some of the matters previously managed by the Family Court of Australia. For example, before the establishment

of the Federal Magistrates Court, all divorce applications (other than those lodged in the Family Court of WA) were lodged in the Family Court of Australia; now (aside from those lodged in the Family Court of WA) almost all divorce applications are lodged in the Federal Magistrates Court. In general federal law, the Federal Magistrates Court also deals with the less complex administrative law, bankruptcy law, discrimination, workplace relations and consumer protection law matters that were previously dealt with in the Federal Court of Australia.

*Net expenditure per reported death and fire for coroners' courts*

Nationally, expenditure per reported death and fire in coroners' courts (excluding costs associated with autopsy, forensic science, pathology tests and body conveyancing fees) was approximately \$1690 in 2008-09 (figure 7.11).

**Figure 7.11 Net recurrent expenditure per finalisation, coroners' courts, 2008-09<sup>a, b, c, d</sup>**



<sup>a</sup> Excludes payroll tax. <sup>b</sup> Data for NSW, Victoria and the ACT include reported fires. <sup>c</sup> Expenditure data for the Queensland Coroners Court and the Victorian Coroners Court include the full costs of government assisted burials/cremations, legal fees incurred in briefing counsel assisting for inquests and costs of preparing matters for inquest, including the costs of obtaining independent expert reports. <sup>d</sup> Excludes expenditure for autopsy, forensic science, pathology tests and body conveyancing fees.

Source: State and Territory court administration authorities and departments (unpublished); table 7A.24.

As there are differences across jurisdictions in the way that autopsy and chemical analysis costs are managed, their inclusion in recurrent expenditure can lead to large variations in the net expenditure reported per finalisation. To improve consistency, these costs are excluded from net recurrent expenditure for coroners' courts in this Report. These costs are separately identified in Table 7A.10.

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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 Australasian Institute of Judicial Administration (AIJA) of the quality and performance of court systems worldwide. The AIJA is a research and educational institute funded by the Standing

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Committee of Attorneys-General and also from subscription income from its membership. An AIJA seminar was held in July 2009, attended by Chief Justices, other members of the judiciary, and court administrators, to discuss the Court Administration chapter and ways in which performance indicators might be improved. A working group has been established by AIJA to investigate how performance indicators might be made more relevant and informative. At a Court Quality Forum in 2008 an *International Framework of Court Excellence* (AIJA 2008) was discussed. The Framework identified a set of values, concepts and tools with which an individual court can assess the quality of justice and court administration it delivers. The CAWG is currently considering how this framework might be adapted for this chapter.

### **Proposed restructure of federal courts**

On 5 May 2009 the Australian Government Attorney-General announced a proposal to restructure federal courts to more effectively deliver legal and justice services to the community. If a restructure occurs there may be an impact on the future performance reporting for federal courts in this chapter.

## **7.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter.

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## **New South Wales Government comments**

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NSW continues to improve performance. The NSW Supreme Court has almost halved its non-appeal criminal backlog, the District Court reduced its non-appeal criminal backlog for the fourth year in a row, and the Children’s Court now has a criminal backlog of 8.9 per cent, compared to the standard of 10 per cent. NSW courts also continue to improve efficiency, with the real net cost per finalisation falling for the NSW Supreme, District, Local (Magistrate’s) and Children’s Courts. This measure has been falling in NSW courts for the past 3 to 4 years.

The introduction of the JusticeLink case management system, which was implemented in criminal jurisdictions of the NSW courts in 2009, has driven procedure improvement, resulting in the 700 forms previously required in the criminal jurisdiction and 240 required in civil reducing to fewer than 100 forms in each. New transformational work practices will be introduced as JusticeLink and related eServices are further implemented in other jurisdictions, resulting in a more efficient and accessible justice system.

The promotion of alternative dispute resolution was consolidated with the creation of an ADR Directorate. Its role is to coordinate, manage and drive ADR policy, strategy and growth across the NSW civil justice system, including the implementation of proposals in a new ADR Blueprint Discussion Paper. ADR is already a significant component of all NSW courts and tribunals, and this greater focus has significant implications for the resolution of civil disputes.

Video conferencing continues to grow, with 227 units in sites across NSW. These are used for taking evidence from expert witnesses and others at locations remote from the court, for people in custody to communicate with their lawyers and most significantly for bail applications. Over 50 000 sessions are now being conducted per year, saving the taxpayer about \$10 million annually.

The Children’s Court has successfully implemented a major restructure, and appointed a new President. The court is currently taking steps to further improve the safety of children, following recommendations of the Special Commission of Inquiry into Child Protection Services in NSW. Proposals relating to changes to practice and procedure, data collection and publication, increased use of ADR, and qualifications for children’s registrars are being progressively implemented.

Improvements have also been made in the NSW Coroner’s Court, focusing on: support and assistance for families; communication through print, web and in person; more clearly defined roles between partner agencies; and the registry’s operational structure and governance.

Management of juries has improved significantly, with the redistribution of jury districts to allow for increased reliability and efficiency, an improved telephone system to better manage jury calls and enquiries, and simple, plain language brochures and correspondence.

NSW is committed to identifying further areas for improvement, and continuing to innovate to meet the changing needs of its clients.

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## Victorian Government comments

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- The Supreme Court Trial Division 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 expanded judicial management of cases in all areas together with the use of court-wide audits to increase the timeliness of disposals (finalisations). The Court also continues to meet growth in demand and complexity by introducing new initiatives such as docketing, continued use of mediations by Associate Judges, growth of the role and jurisdiction of Associate Judges and expansion of the Supreme Court's specialist list system of managing litigation. The Court has introduced noteworthy innovations such as the Judicial Review List, the Technology, Engineering and Construction List and the Commercial Court. The increase in delays in criminal appeals arises from the increased listing of criminal trials in the County Court followed by appeals. The hearing of civil appeals is being affected by increased volume of criminal appeals and High Court decisions in serious injury civil appeals. A number of reforms are being introduced to reduce delays.
  - The County Court has improved its efficiency this year (103 per cent clearance rate) in its criminal jurisdiction and reduced cases pending. Clearance rates for sexual offence cases (which constitute almost half of all trials) have increased to 104 per cent from 78 per cent 3 years ago. This large improvement reflects the priority of sexual offence cases by the Court due to the sexual assault legislative reforms in Victoria, which mandates timelines for the conduct of sexual assault cases involving children and adults with cognitive impairment. The reforms have been highly successful in providing a more positive and timely court-based response to witnesses in sex offence cases, however unintended consequences have resulted. The number of sexual offence trials proceeding to verdict has doubled since the previous year. The County Court continues to focus on addressing delays in the criminal list with a number of initiatives having been implemented that have improved the productivity of the County Court including changes coming out of a Circuit Review aimed at addressing the backlog in circuit locations.
  - The Magistrates' Court of Victoria continues 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 rate in criminal matters has reached its highest level in an environment where the Court has also experienced its highest increase in lodgements. Technical difficulties mean that the criminal and civil pending figures do not accurately reflect the true pending rate. Further improvements in finalisations are expected as the Court progressively reviews and enhances its case management and listing practices but this will be affected by the sustained growth in criminal list workload the Court has experienced over several years which is likely to continue.
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## Queensland Government comments

“ During 2008-09 the Queensland Courts continued to build a safe, just and supportive community through an open and accessible justice system.

- The Honourable Martin Moynihan AO QC, former Senior Judge Administrator of the Supreme Court of Queensland, was appointed to conduct a review and report on the working of Queensland Courts in the civil and criminal jurisdictions. The review will aim to streamline the operations of the court system and make more effective use of public resources.
- Preliminary work commenced on the Queensland Civil and Administrative Tribunal (QCAT). From 1 December 2009, more than 20 existing bodies and tribunals will amalgamate into a single authority known as QCAT. This will enhance the efficiency and transparency of decision making and establish more accessible, convenient and efficient tribunal services for the community and business.
- The accessCourts initiative in the Supreme and District Courts at Brisbane continues to develop. In April 2009, the program was expanded to a trial that provides support and referral services to prisoners who are released directly into the court from remand.
- An eTrials pilot was conducted in the Supreme and District Courts. This initiative provided an online technology solution to manage documentation electronically during trials. Legal practitioners, litigants and judges involved in these trials consistently reported that eTrials was easy to use and generated real time and cost savings. An independent assessment by Associate Professor Cheryl Jackson of the Queensland University of Technology identified a reduction in trial times of up to 20 per cent.
- The year has seen a substantial increase in the workload of the registries. In the Supreme Court, civil filings increased by approximately 30 per cent compared to 2007-08 and overall. Queensland Courts experienced an increase of 5.5 per cent in the number of civil lodgements. On analysis, the increase appears to have been driven by the global financial crisis. To manage the challenge of the increased workload, the registries invested considerable time and effort in providing additional staff training and reviews of business processes.
- The Murri Court now operates in 14 locations across Queensland. This is the highest number of Indigenous Courts in any Australian state. Consultation has started with nine additional communities that have indicated initial interest in commencing Murri Court sittings at the Magistrates Courts in their communities.
- The State Penalties Enforcement Registry (SPER) continued work on redeveloping the Instalment Plan process. SPER anticipates that this project will increase the number of debtors on instalment plans and lead to more efficient collection of debts by SPER and, ultimately, lower costs of compliance to the Government and community.

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## Western Australian Government comments

“ In 2008-09, Western Australian courts continued to improve the delivery of service, further expand e-business solutions, technological facilities and provide efficient State-wide services:

- In the Supreme Court, criminal, civil and appeal case management initiatives introduced by the court over the past 2 years have resulted in a reduction in the time to trial and hearing of appeals with a corresponding reduction in the backlog of cases and appeals to be heard.
- The full year effect of the District Court criminal listings project has resulted in a significant reduction in that court's criminal trial delay, which included diverting Judges from non-trial work to trial work, the introduction of earlier case management milestones, and the introduction of a weekly listing cycle instead of a monthly listing cycle. Throughout the year, the District Court focussed resources on older civil cases which has reduced the number of cases on hand older than 12 months.
- Family Court experienced an increase in applications for parenting orders, notwithstanding the introduction of changed legislative requirements. The Family Court, Magistrates Court and other agencies agreed on information sharing for cases involving family violence to achieve safer outcomes for children and vulnerable people.
- A network of Family Violence Courts across the metropolitan area was completed in the second half of 2008 and continues to make a breakthrough in helping victims of family violence with 4073 victims assisted, almost double since reported last year.
- The Youth Justice project led by the President of the Children's court focuses on reducing detention and remands to achieve a coordinated and holistic approach to address young people offending behaviour. The Children's Court has also been working with the Department for Child Protection and the Legal Aid Commission to implement improved mediation processes in child protection matters.
- New and upgraded audio-visual systems and video-conferencing systems across all courts and remote court locations have assisted and reduced the need for physical transfer of prisoners for court appearances wherever practicable. This is part of the department's ongoing commitment to enhance the delivery of justice related services to regional and remote Indigenous communities.
- A dedicated website for victims of crime was launched in March 2009. Guided by a reference group for victims, the website identifies the range of advice, counselling and other services for victims and explains the criminal justice system, including police and court processes.

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## South Australian Government comments

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In 2008-09, the District Court experienced increased lodgements in a number of jurisdictions, particularly in the criminal jurisdiction. Of significance was the increase in the number of defendants committed for trial. Increased finalisations in the criminal jurisdiction have been overshadowed by the rise in lodgements.

A key Government Strategy for addressing criminal trial delay has been the recommissioning of two extra courtrooms in September 2009, and the appointment of two additional Judges.

Significant work has been undertaken in refining data entry and automating statistical collection, and analysis.

The Courts Administration Authority has pursued the use of Audio Visual Links in the courtroom, providing up-to-date equipment, operational guidelines and technical support for clients. Vulnerable witnesses and victims currently use this technology to conduct 'remote' appearances in court which can be recorded in accordance with the new statutory requirements under the Statutes Amendment (Evidence and Procedure) Act 2008.

The Courts are also dealing with a greater number of defendants by way of audio visual links. This is expected to continue as more institutions introduce video link facilities.

In November 2008 the Magistrates Court moved to a more accurate file numbering system where files transferred from one location to another are no longer being counted as new lodgements. This has reduced the number of criminal lodgements and finalisations reported in this period although the total workload entering the court is not likely to have reduced.

A modified committal process is being piloted in the Adelaide Magistrates Court. The modified case conferencing process began in the first week of April 2009. This is an intensive process which puts even more emphasis on ensuring that cases are ready for trial when they are lodged with the higher courts.

The number of hearings conducted by Special Justices has continued to increase.

In 2005, the Criminal Law Sentencing Act 1988 was amended to include section 9C, 'Sentencing of Aboriginal defendants'. This expands upon the Magistrate's Nunga Courts and allows any criminal court, with the defendant's consent, to convene an Aboriginal sentencing conference. In addition to the defendant, victims, elders and family members have an opportunity to participate in the Aboriginal sentencing conference. Requests for such conferences increased in 2008-09, with 11 cases referred to Aboriginal sentencing conferences, of which 10 were held in the District or Supreme Courts.

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### **Tasmanian Government comments**

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In 2008-09 the full impact of the implementation of the Monetary Penalties Enforcement Service (MPES) on the workload of the criminal jurisdiction of the Magistrates Court has become apparent in the figures reported in this Report. MPES processes unpaid infringement notice offences which were previously dealt with by the Magistrates' Court.

Lodgments have reduced by 64 per cent from around 62 000 per annum, between 2005 and 2007, to 22 431 in 2008-09. As a result the caseload of the Tasmanian Magistrates Court is now more broadly comparable with other jurisdictions.

Although these lodgments were significant in number they required a relatively small effort by the judicial officers of the Court to process per lodgment. Consequently, the expenditure per finalisation has increased significantly in the Criminal Division of the Magistrates Court.

There has been a consequential short term impact on the Court's backlog indicator which has deteriorated due to the effect of a significant number of older minor traffic matters remaining in the lists where defendants have failed to attend court.

Non-appearance of defendants in court is a significant contributor to court delays. In March 2009 the Magistrates Court, in conjunction with Tasmania Police, commenced sending SMS messages to defendants on bail reminding them of their next court appearance. This strategy has led to a significant improvement in the non-appearance rate in the Magistrates Court.

The impact of the changes to the process for dealing with defendants charged with indictable offences implemented in February 2008 has started to flow through in the 2008-09 figures. There has been a significant reduction in the time taken to commit defendants from the Magistrates Court to the Supreme Court. This has contributed to an increase in lodgments in the Supreme Court. The Court is keeping up with these increased lodgments, as shown by its first instance clearance rate of 99.7 per cent, and has dealt with this increase without any significant deterioration in its backlog indicator.

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## Australian Capital Territory Government comments

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The 2008-09 year saw a major change in jurisdiction in the ACT. On 2 February 2009 the ACT Civil and Administrative Tribunal (ACAT) commenced. ACAT consolidates many of the ACT tribunals into a single organisation and is now responsible for all small claims matters up to \$10 000.

This change is reflected in this Report for this year. All small claims matters were finalised in the Magistrates Court before their transfer to the ACAT improving the clearance rate for the civil jurisdiction in the Magistrates Court. The number of lodgements of civil matters in the Magistrates Court dropped after the beginning of February as all small claims matters were lodged with ACAT from that time. As a result the cost per finalisation rose markedly in the Magistrates Court as the number of matters was reduced overall while the fixed costs of the court stayed the same.

As a small jurisdiction the ACT is more likely to show greater fluctuation in results when there are changes in costs, lodgements and finalisations.

It is pleasing to note that there has been an improvement in 2008-09 in most indicators for ACT Courts with one exception being an increase in backlog in the Supreme Court. While criminal lodgements in the Supreme Court were steady and finalisations improved in 2008-09, the number of cases older than the benchmark of 12 months continued to increase. This is a result of the large increase in matters lodged in the Supreme Court in the previous reporting year. This situation is expected to improve in the coming year as the matters lodged in the 2007-08 year continue to move through the system.

Legislative changes in May 2009 increased the threshold for matters that must be dealt with summarily in the Magistrates Court. It is too early to tell if this change has reduced the number of criminal lodgements in the Supreme Court.

The workload of the ACT Supreme Court has been the subject of much debate during the reporting period. In order to address the issue the Attorney-General and Chief Justice have worked together to form a Supreme Court Working Party to consider issues impacting on the workload of the court. The working party is considering such issues as listing arrangements and possible legislative change and will report in December 2009.

In the coming year ACT Courts will continue to build on the initiatives of recent years which aim to improve the case management and operation of the courts. Work at the ACT Courts during the coming year will include:

- Continuing to work to introduce a courts excellence framework in the ACT.
- The commencement of the design phase for the new ACT Supreme Court Building.
- The commencement of the building phase of the ACT Forensic Medical Centre.
- Continued upgrade of the courts case management system.

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### Northern Territory Government comments

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- Community Courts continued to expand under the Closing the Gap Generational Plan of Action. Community Courts have been held in 10 centres, including centres where they were held previously. Efforts are continuing to expand to some additional centres in the Katherine and Alice Springs regions.
  - Indigenous Court Liaison Officers were appointed in Alice Springs and Katherine to assist Indigenous participants, particularly in relation to family violence issues.
  - Referrals to the court diversion programs increased by 16 per cent from the previous year. The Alcohol Court's expansion into regional centres at Katherine, Tennant Creek and Nhulunbuy continues.
  - Negotiations were pursued with a range of government and non-government entities to improve facilities available for court use in remote centres.
  - A new Supreme Court website and a Court Diversion Programs database were developed to facilitate management and reporting while an instructional DVD for jurors was also produced.
  - Improvements and additions were made to court facilities:
    - Audio and video playback equipment was upgraded in Magistrates and Supreme Courts.
    - Two new court rooms were constructed at the Darwin Magistrates Court.
    - New offices were established at the Darwin Magistrates Court for the Domestic Violence Legal Service.
    - Additional interview space was constructed at the Katherine Court House.
    - Construction of three interview rooms commenced at the Tennant Creek Court House.
    - Court and Vulnerable Witness facilities were upgraded in Alice Springs. This included installing upgraded video conferencing equipment and starting construction of ablution facilities next to the vulnerable witness area.
    - Renovation of the in-custody interview room area commenced in Alice Springs to provide four interview rooms.
    - Jury room facilities were improved in Alice Springs.
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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 2008-09 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, 2008-09 dollars (\$'000)
<b>Table 7A.10</b>	Real recurrent expenditure, civil, 2008-09 dollars (\$'000)
<b>Table 7A.11</b>	Real income (excluding fines), criminal and civil, 2008-09 dollars (\$'000)
<b>Table 7A.12</b>	Real net recurrent expenditure, criminal, 2008-09 dollars (\$'000)
<b>Table 7A.13</b>	Real net recurrent expenditure, civil, 2008-09 dollars (\$'000)
<b>Table 7A.14</b>	Real net recurrent expenditure, criminal and civil, 2008-09 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, 2008-09 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, 2008–09 dollars (\$)
<b>Table 7A.24</b>	Real net recurrent expenditure per finalisation, civil, 2008–09 dollars (\$)
<b>Table 7A.25</b>	Real net recurrent expenditure per finalisation, criminal and civil, 2008–09 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) 2009, *Criminal Courts, Australia, 2007–08*, Cat. no. 4513.0, Canberra.

Australian Institute of Judicial Administration (AIJA) 2008, *Proceedings of Court Quality Forum, 21-23 September 2008*, Sydney Australia.



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# 8 Corrective services

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<b>8.2 Framework of performance indicators</b>	<b>8.11</b>
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<b>8.4 Future directions in performance reporting</b>	<b>8.30</b>
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<b>8.7 Attachment tables</b>	<b>8.45</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 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.

In this chapter, corrective services include prison custody, periodic detention, and a range of community corrections orders and programs for adult offenders (for example, parole and community work orders). Both public and privately operated

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correctional facilities are included; however, the scope of this chapter generally does not extend to:

- juvenile justice<sup>1</sup> (reported on in chapter 15, Protection and support services)
- prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are generally the responsibility of health departments)
- prisoners held in police custody (reported on in chapter 6, Police services)
- people held in facilities such as immigration or military detention centres.

Jurisdictional data reported in this chapter provided by State and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (unpublished) *Corrective Services Data Collection Manual 2008-09*.

#### **Box 8.1 Terms relating to corrective services**

*Prisoners* in this chapter refers to people held in full time custody under the jurisdiction of an adult corrective services agency. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand.

*Detainees* refers to people subject to a periodic detention order, under which they are held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services.

*Offenders* refers to people serving community corrections orders.

Improvements to reporting in the Corrective services chapter this year include:

- relabelling of some financial descriptors and indicators for greater consistency with standard accounting terminology
- changes to the presentation of death and escape rates to better reflect small movements between years for jurisdictions with relatively small prisoner populations.

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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 included in the calculation of indicators. As they represent only a very small proportion of NSW prisoners (less than one-half of one percent) they will have a negligible effect on these indicators and are not footnoted to each table and figure.

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## 8.1 Profile of corrective services

### Service overview

As reported in the Justice preface, the operation of corrective services is significantly influenced by, and in turn influences, other components of the criminal justice system such as police services and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies. The scope of the responsibilities of these agencies, however, varies widely. Functions administered by corrective services in one jurisdiction may be administered by a different justice sector agency in another — for example, the management of prisoners held in court cells, the supervision of juvenile offenders on community corrections orders, juvenile detention, and responsibility for the prosecution of breaches of community corrections orders, vary across jurisdictions.

### Roles and responsibilities

Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions maintained both open and secure custody prison facilities during the reporting period. The ACT opened its first facility for holding sentenced open and secure custody prisoners in 2008-09. People sentenced to imprisonment in the ACT, however, continued to be held in NSW prisons under contractual arrangements between the two jurisdictions during the reporting period. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2008-09. Two jurisdictions (NSW and the ACT) provided periodic detention for prisoners — for example, weekend detention in custody, whereby prisoners can return home and maintain work commitments outside corrections' facilities during the week.

### Funding

Reported recurrent expenditure on prisons and periodic detention centres, net of operating revenues and excluding payroll tax and expenditure on transport/escort services<sup>2</sup>, totalled \$2.8 billion nationally in 2008-09. The equivalent figure for community corrections was \$0.4 billion (table 8A.6).

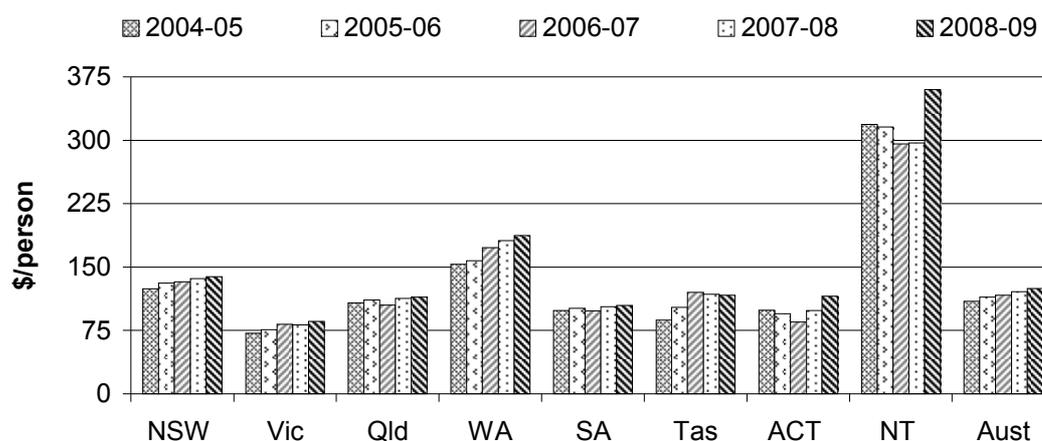
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<sup>2</sup> Transport and escort service expenditure for 2008-09 was reported separately from overall prison expenditure by all jurisdictions except Tasmania and the NT (table 8A.6).

As described in the Justice preface, recurrent expenditure relates to annual service costs and excludes payroll tax. For consistency with Justice preface reporting, the annual expenditure on corrective services presented in figure 8.1 combines prisons and community corrections net operating expenditure plus depreciation, but excludes transport/escort services, payroll tax, and capital costs of debt servicing fees and user cost of capital. Net operating expenditure on corrective services including depreciation was \$2.7 billion in 2008-09 — an increase of 5.3 per cent over the previous year (table 8A.12).

National expenditure per person in the population, based on net operating expenditure on prisons and community corrections plus depreciation, increased in real terms over the last five years, from \$110 in 2004-05 to \$125 in 2008-09 (figure 8.1).

**Figure 8.1 Real net operating expenditure on prisons and community corrections plus depreciation, per head of population per year (2008-09 dollars)<sup>a, b, c</sup>**



<sup>a</sup> Includes operating expenditure on prisons and community corrections (net of operating revenues) and depreciation; excludes payroll tax, transport/escort services costs where reported separately from prison expenditure, debt servicing fees, and user cost of capital. <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 (2008-09 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.13; table AA.2.

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## Size and scope of sector

### *Prison custody*

Corrective services operated 119 custodial facilities nationally at 30 June 2009 (table 8A.2). These comprised 88 government-operated prisons, seven privately-operated prisons, two community custodial 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, 27 612 people per day (excluding periodic detainees) were held in Australian prisons during 2008-09 — an increase of 4.4 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 805 people per day were serving periodic detention orders in NSW and the ACT in 2008-09 — an increase of 2.7 per cent from the 2007-08 average.

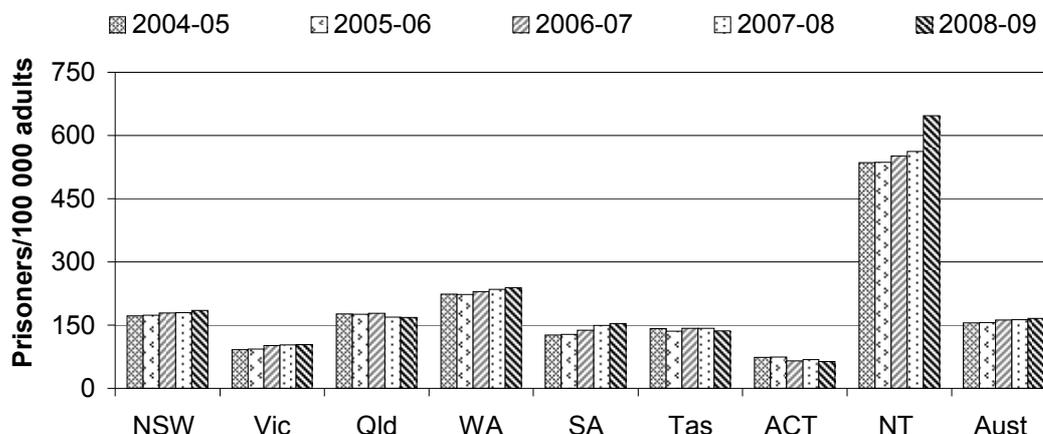
Excluding periodic detainees, 22.9 per cent of prisoners were held in open prisons and 77.1 per cent were held in secure facilities in 2008-09. A daily average of 4449 prisoners (16.1 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2008-09 comprised 25 643 males and 1969 females — 92.9 per cent and 7.1 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 6948 — 25.2 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 165.6 per 100 000 Australian adults in 2008-09, compared to 162.6 in 2007-08 (figure 8.2). On a gender basis, the national imprisonment rate was 312.1 per 100 000 adult males and 23.3 per 100 000 adult females in 2008-09 (table 8A.4).

Figure 8.2 Imprisonment rates, total prisoners, five-year trends<sup>a, b, c</sup>



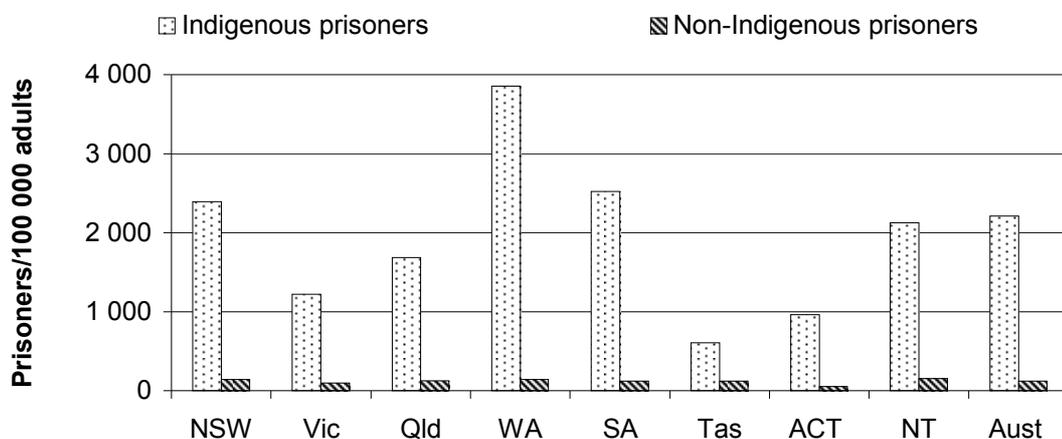
<sup>a</sup> Non-age standardised rates, based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult population estimates. <sup>b</sup> The ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. <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 Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2002 to 2006).

Source: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5.

The national (crude) imprisonment rate per 100 000 Indigenous adults in 2008-09 was 2211.9 compared with a corresponding rate of 119.4 for non-Indigenous prisoners (figure 8.3).

Imprisonment rate comparisons need to be interpreted with care, especially for states and territories with relatively small Indigenous populations. 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, 2008-09<sup>a, b, c</sup>**



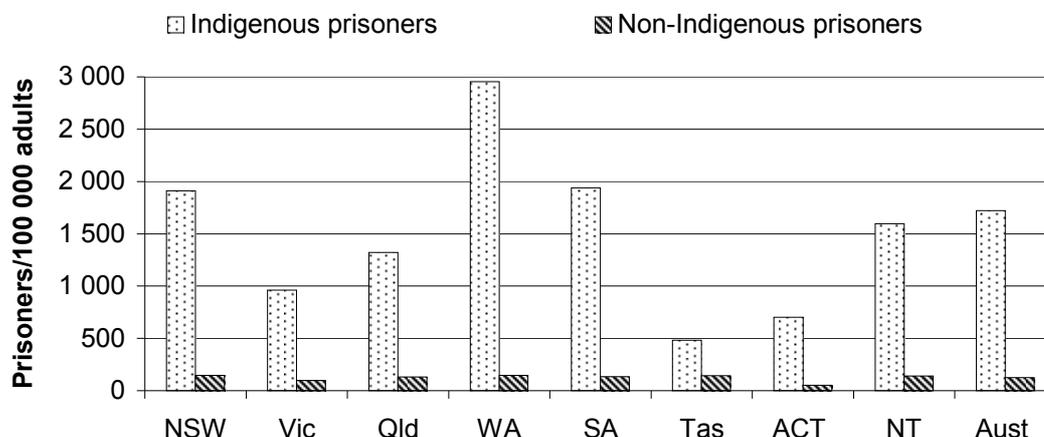
<sup>a</sup> Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates. <sup>b</sup> The ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. <sup>c</sup> Excludes prisoners whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians (series B)*, Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.4.

The Indigenous population has a younger age profile compared with the non-Indigenous population, and that factor will contribute to higher rates when the overall (crude) imprisonment rate is compared between the Indigenous and non-Indigenous populations. Age standardisation is a statistical method that accounts for differences in the age structures of populations, allowing a more valid comparison to be made between populations.

The national age standardised imprisonment rate per 100 000 Indigenous adults in 2008-09 was 1720.3 compared with a corresponding rate of 123.8 for non-Indigenous prisoners (figure 8.4). This represents a ratio of 13.9, compared with a ratio of 18.5 for the crude imprisonment rate.

**Figure 8.4 Indigenous and non-Indigenous age standardised imprisonment rates, 2008-09<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) *Australian Demographic Statistics*, December quarter, 2008 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; ABS (unpublished) *Prisoners in Australia*, Cat. no 4517.0; State and Territory governments (unpublished); table 8A.4.

While imprisonment rates for Indigenous people, whether calculated on a crude or age standardised basis, are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 73.4 per cent of all prisoners were non-Indigenous in 2008-09 (table 8A.1).

### *Community corrections*

All jurisdictions provide community corrections services. Community corrections are responsible for a range of non-custodial sanctions (listed for each jurisdiction in table 8A.24) and also deliver post-custodial interventions, under which prisoners released into the community continue to be subject to corrective services supervision.

These services vary in the extent and nature of supervision, the conditions of the order (such as a community work component or personal development program attendance) and the level of restriction placed on the offender’s freedom of movement in the community (for example, home detention). No single objective or set of characteristics is common to all jurisdictions’ community corrections services, other than that they generally provide a non-custodial sentencing alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

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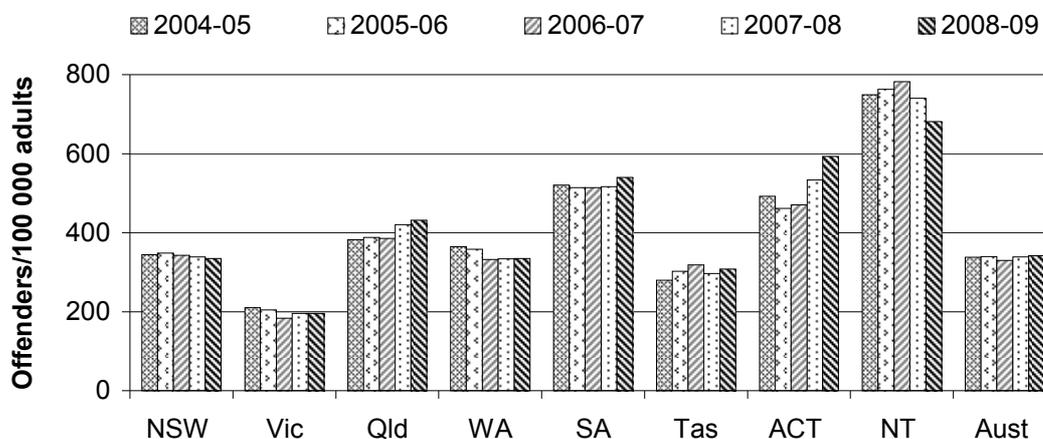
All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2008-09. In most states and territories, fine default orders are administered by community corrections. Corrective services are also involved in the supervision of unsentenced offenders in most jurisdictions, but the nature of this involvement varies (table 8A.24).

Nationally, an average of 56 972 offenders per day were serving community corrections orders in 2008-09 — an increase of 3.5 per cent from the previous year (table 8A.3). This daily average comprised 46 598 males (81.8 per cent), 10 290 females (18.1 per cent) and 84 offenders whose gender was not reported. The daily average comprised 10 522 Indigenous offenders (18.5 per cent of the total community correction population), 43 877 non-Indigenous offenders (77.0 per cent) and 2572 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 341.8 per 100 000 adults in 2008-09 compared to 338.3 in 2007-08 (figure 8.5).

**Figure 8.5 Community corrections rates, total offenders, 5 year trends<sup>a, b</sup>**



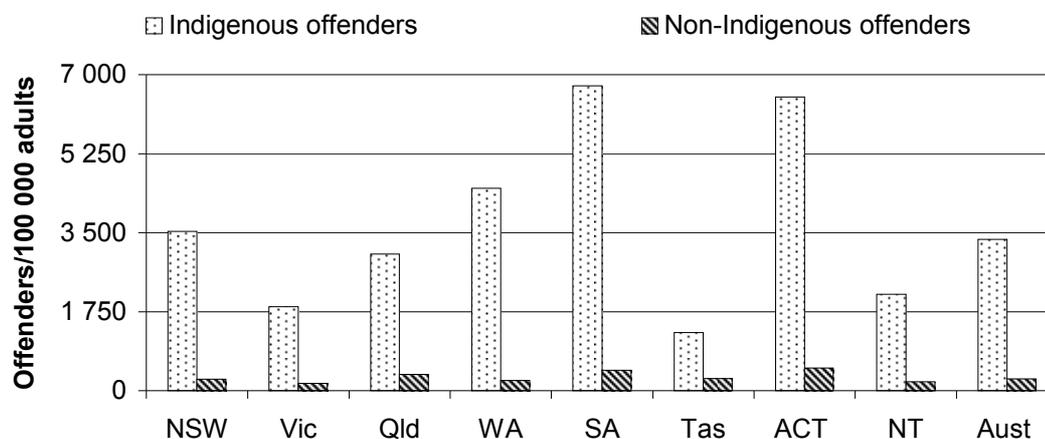
<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates. <sup>b</sup> Includes people on inactive orders, though not all people on inactive orders are included in all jurisdictions (tables 8A.36 and 8A.74). <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 Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2002 to 2006).

Source: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5.

The national rate for female offenders was 121.7 per 100 000 adult females, compared with the corresponding rate of 567.1 for adult males in 2008-09 (table 8A.4). The national rate for Indigenous offenders in 2008-09 was 3349.8 per 100 000 Indigenous adults compared with 258.4 for non-Indigenous offenders (figure 8.6).

Comparisons need to be interpreted with care, especially for those jurisdictions with relatively small Indigenous populations, because small changes in offender numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions. Further, community corrections rates presented in figure 8.6 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations). Data are not available for calculating age standardised community correction offender rates.

Figure 8.6 **Indigenous and non-Indigenous community corrections rates, 2008-09<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.

<sup>b</sup> Excludes offenders whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008, Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.4.

## 8.2 Framework of performance indicators

Corrective services performance is reported against objectives that are common to corrective services agencies in all jurisdictions (box 8.2). The performance indicator framework shows which data are comparable in the 2010 Report (figure 8.7). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

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## Box 8.2 Objectives for corrective services

Corrective services contribute to the whole-of-government priority, in all jurisdictions, to create safer communities through the administration of correctional sentences and orders. Objectives common to all jurisdictions are outlined below.

### **Provide a safe, secure and humane custodial environment**

Corrective services aim to protect the community through the effective management of prisoners commensurate with their needs and the risks they pose to the community.

### **Provide an effective community corrections environment**

Corrective services aim to protect the community through the effective management of offenders commensurate with their needs and the risks they pose to the community, and to provide advice services to courts and releasing authorities in the determination of orders and directions for offenders.

### **Provide program interventions to reduce the risk of re-offending**

Corrective services aim to reduce the risk of re-offending among prisoners and offenders by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community, and encourage offenders to adopt a law-abiding way of life.

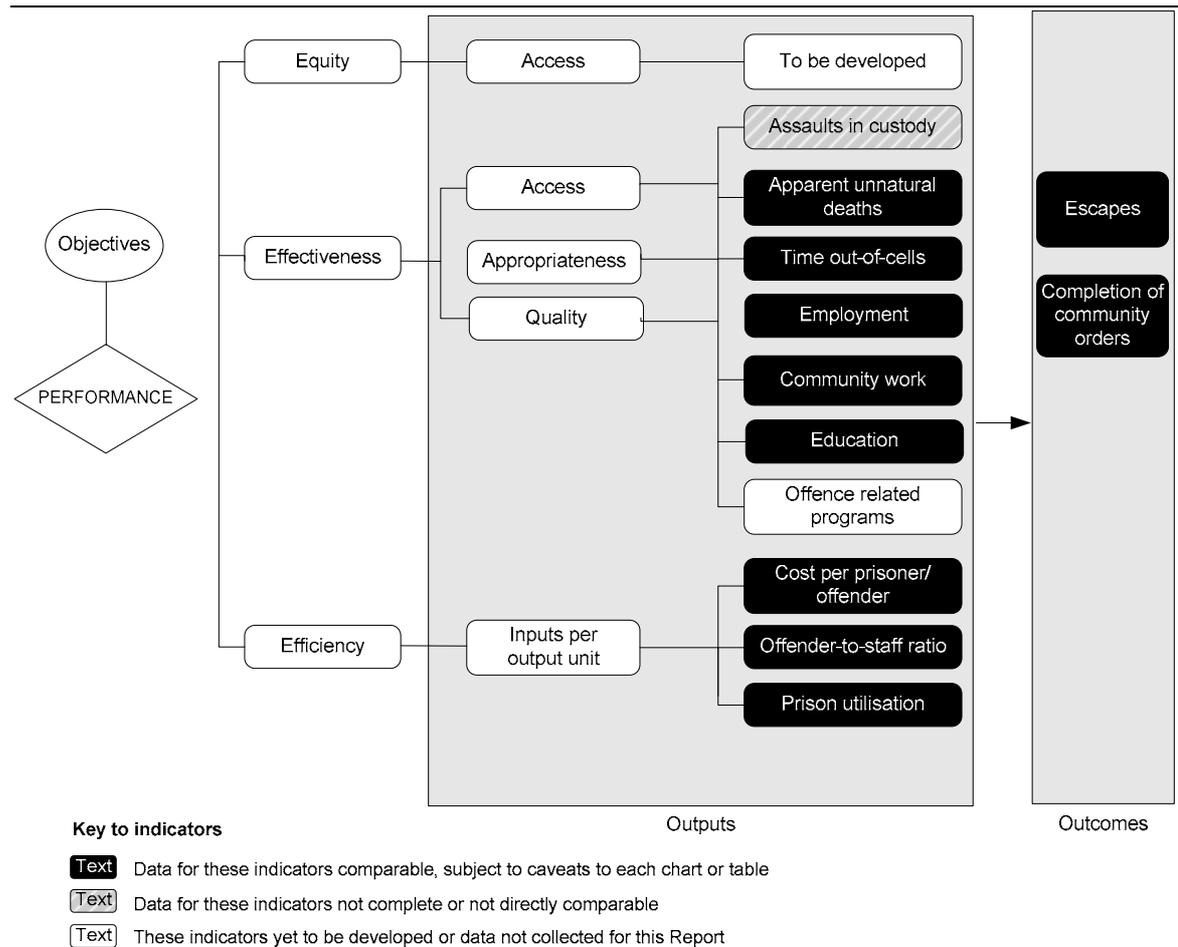
These objectives are to be met through the provision of services in an equitable and efficient manner.

Definitions and counting rules were refined during 2009 as part of the continuing effort to improve comparability of indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions. As a result, this Report may present some historical data that vary from data published in previous reports. In other cases, it has not been possible to recalculate data for past years and inconsistencies within reported data are footnoted in relevant figures and tables.

Figure 8.7 specifies the performance indicators associated with the objectives identified in box 8.2. For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately. For applicable efficiency indicators (such as cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison. Given the unique contracted service arrangements in the ACT, which continued during the majority of the reporting period, ACT data are presented according to the most appropriate representation of effectiveness and cost — that is, either separately for prisoners and/or periodic detainees held in ACT facilities, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

The Report’s statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status) (Appendix A).

**Figure 8.7 Performance indicators for corrective services**



### 8.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 8.2, using the indicator framework shown in figure 8.7. Jurisdictional differences in service delivery settings, geographic dispersal and prisoner/offender population profiles have an impact on the effectiveness and efficiency of correctional service systems.

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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, access*

Equity, access in corrective services has been identified as a key area for development in future reports (box 8.3).

#### **Box 8.3 Performance indicator — access**

An indicator of access to appropriate programs and services for people under the responsibility of corrective services has yet to be developed.

### *Effectiveness*

#### *Assaults in custody*

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment, which includes providing a prison environment in which there is a low level of violence, whether perpetrated by prisoners/detainees on other prisoners/detainees or on staff (box 8.4).

#### **Box 8.4 Assaults in custody**

‘Assaults in custody’ is defined as the number of victims of acts of physical violence committed by a prisoner that resulted in physical injuries reported over the year, divided by the annual daily average prisoner/detainee population, multiplied by 100 (to give the rate per 100 prisoners or 100 detainees). Rates are reported separately for assaults against another prisoner/detainee and assaults against a member of staff. ‘Assaults’ refer to acts of physical violence resulting in a physical injury that may or may not require short-term medical intervention but do not involve hospitalisation or on-going medical treatment. ‘Serious assaults’ refer to acts of physical violence resulting in injuries requiring medical treatment involving overnight hospitalisation in a medical facility or ongoing medical treatment, as well as all sexual assaults.

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**Box 8.4 (continued)**

Low or decreasing rates of assaults in custody indicate better performance, however rates reported for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner or detainee populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population may represent only a very small number of actual incidents.

Data reported for this indicator are not directly comparable.

Nationally in 2008-09, the rate of prisoner on prisoner assaults was 8.7 per 100 prisoners and the rate of prisoner on prisoner serious assaults was 0.7. Prisoner on officer rates were 0.5 per 100 prisoners for assaults and 0.03 for serious assaults (table 8A.14). Assault rates by jurisdiction for prisoners and detainees are reported in table 8A.14. The ACT did not report on this indicator in 2008-09.

### *Apparent unnatural deaths*

‘Apparent unnatural deaths’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including providing a custodial environment in which there is a low risk of death from unnatural causes (box 8.5).

**Box 8.5 Apparent unnatural deaths**

‘Apparent unnatural deaths’ is defined as the number of deaths, divided by the annual average prisoner or detainee population, multiplied by 100 (to give the rate per 100 prisoners or 100 detainees), where the likely cause of death is suicide, drug overdose, accidental injury or homicide, and is reported separately for Indigenous and non-Indigenous prisoners or detainees.

A zero, low or decreasing rate of apparent unnatural deaths indicates better performance, however rates for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population can represent only a very small number of deaths.

Data reported for this indicator are comparable.

Nationally, the rate of deaths from apparent unnatural causes for all prisoners was 0.04 per 100 prisoners in 2008-09 (table 8A.15). Table 8.1 presents data on number

and rates of death from apparent unnatural causes in 2008-09, for Indigenous and non-Indigenous prisoners.

**Table 8.1 Rate and number of prisoner deaths from apparent unnatural causes, by Indigenous status, 2008-09**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Deaths/100 prisoners									
Indigenous	0.05	–	–	–	–	–	–	–	0.01
Non-Indigenous	0.04	0.05	0.10	–	0.07	–	1.01	–	0.05
Number of deaths									
Indigenous	1	–	–	–	–	–	–	–	1
Non-Indigenous	3	2	4	–	1	–	1	–	11

– Nil or rounded to zero.

*Source:* State and Territory governments (unpublished); tables 8A.15, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72.

The national rate of deaths from apparent unnatural causes has declined over the last five years. The decline of deaths from apparent unnatural causes for Indigenous prisoners was from 0.07 per 100 Indigenous prisoners in 2004-05 to 0.01 in 2008-09, and for non-Indigenous prisoners was from 0.07 per 100 non-Indigenous prisoners to 0.05 (table 8.2).

**Table 8.2 Rate of prisoner deaths from apparent unnatural causes, five year trends, by Indigenous status (per 100 prisoners) <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>
Indigenous									
2004-05	0.17	–	–	0.07	–	–	–	–	0.07
2005-06	–	–	–	–	–	–	–	–	–
2006-07	0.10	–	–	0.07	–	–	–	–	0.05
2007-08	–	–	–	–	–	–	–	–	–
2008-09	0.05	–	–	–	–	–	–	–	0.01
Non-Indigenous									
2004-05	0.07	–	0.05	0.10	0.37	–	–	–	0.07
2005-06	0.07	0.03	–	0.10	0.16	–	–	–	0.05
2006-07	0.07	–	0.05	–	0.15	–	–	–	0.05
2007-08	0.05	0.05	0.02	0.09	–	–	–	–	0.05
2008-09	0.04	0.05	0.10	–	0.07	–	1.01	–	0.05

<sup>a</sup> Data for previous years may vary from rates given in previous Reports. Deaths reported as 'unknown cause', where there is insufficient evidence to assess, subject to a Coroner's finding, whether the cause of death was natural or unnatural are not included in the calculation of rates. Deaths occurring in past years where cause of death was recorded as unknown at the time of the Report but were subsequently determined to have been from unnatural causes are updated in the relevant year's figures and rates when known. – Nil or rounded to zero.

*Source:* State and Territory governments (unpublished); table 8A.16.

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There were no deaths from apparent unnatural causes for detainees in 2008-09 (table 8A.15).

### *Time out-of-cells*

‘Time out-of-cells’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including managing prisoners in a manner that minimises the risks they pose to the community following discharge from prison while, at the same time, enabling them to achieve an acceptable quality of life during their period in custody (box 8.6).

#### **Box 8.6 Time out-of-cells**

‘Time out-of-cells’ is defined as the average number of hours in a 24-hour period that prisoners are not confined to their own cells.

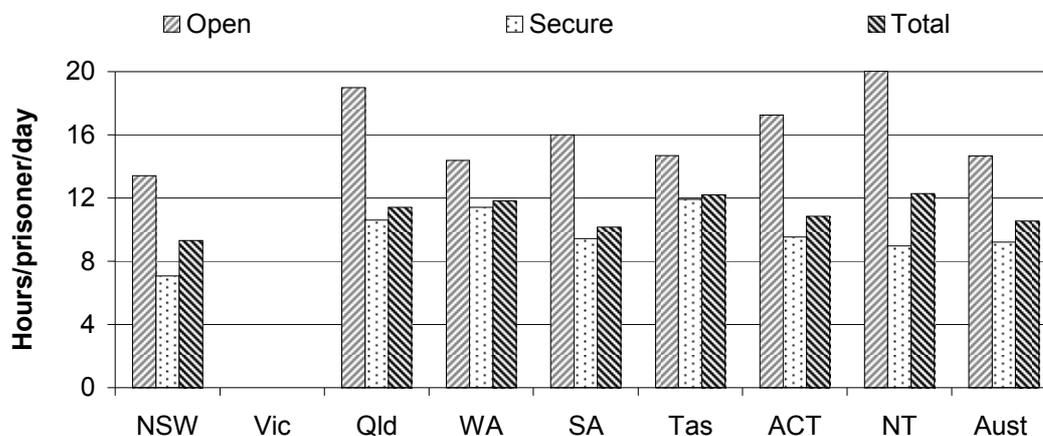
A relatively high or increasing average time out-of-cells per day indicates better performance. The periods during which prisoners are not confined to their cells provides them with the opportunity to participate in a range of activities that may include work, education, wellbeing, recreation and treatment 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 2008-09, the average number of hours of time out-of-cells per prisoner per day was 10.6 (figure 8.8). Average time out-of-cells was higher for prisoners in open custody than those held in secure custody (14.7 compared with 9.2 hours per prisoner per day, respectively).

**Figure 8.8 Time out-of-cells (average hours per day), by security level, 2008-09<sup>a, b</sup>**



<sup>a</sup> The ACT open custody data are based on the 3 month period that the Alexander Maconochie Centre was operating during the reporting period. <sup>b</sup> Victoria did not report on this indicator in 2008-09.

Source: State and Territory governments (unpublished); table 8A.18.

### Employment

‘Employment’ is an indicator of governments’ objective of providing program interventions to reduce the risk of re-offending including providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.7).

#### Box 8.7 Employment

‘Employment’ for prisoners is defined as the number of prisoners employed as a percentage of those eligible to work (that is, excluding those unable to participate in work programs because of full-time education, ill health, age, relatively short period of imprisonment or other reason). Employment for detainees is calculated as a percentage of the total daily average detainee population.

A high or increasing percentage of prisoners in employment indicates better performance. Addressing the limited vocational skills and poor employment history of some prisoners has been identified as a key contributor to decreasing the risk of re-offending.

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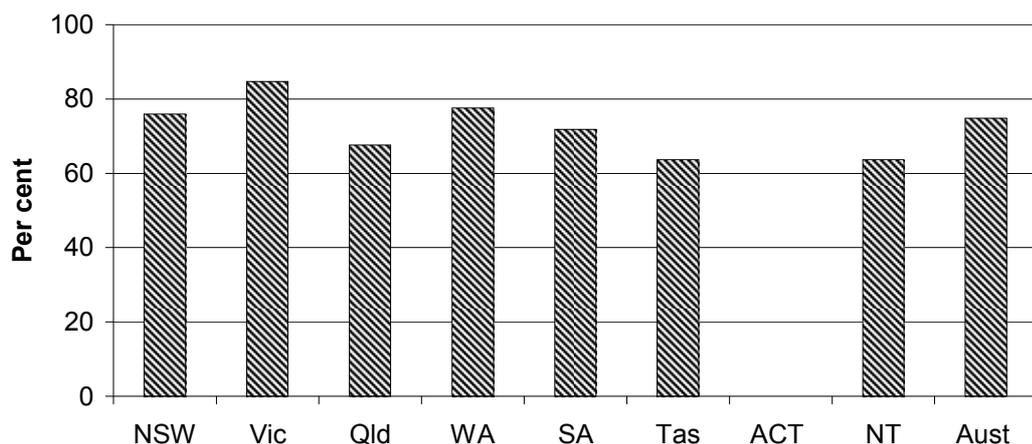
**Box 8.7 (continued)**

This indicator needs to be interpreted with caution because of factors outside the control of corrective services, such as local economic conditions, which affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.

Data reported for this indicator are comparable.

Nationally in 2008-09, 74.8 per cent of the eligible prisoner population was employed (figure 8.9). Most prisoners were employed in service industries (45.2 per cent) or in commercial industries (29.0 per cent), with only a small percentage (0.6 per cent) on work release (table 8A.20).

**Figure 8.9 Percentage of eligible prisoners employed, 2008-09<sup>a</sup>**



<sup>a</sup> Data are not available for the ACT as the Alexander Maconochie Centre was only operational for 3 months during 2008-09 — an insufficient period of time to provide a representative measure of employment for the year. Other ACT prison facilities operating during the reporting period accommodate only remand prisoners, who are not required to work.

Source: State and Territory governments (unpublished); table 8A.20.

*Community work*

‘Community work’ is an indicator of governments’ objective of providing an effective community corrections environment including delivering a program of appropriate community work projects to enable offenders to perform unpaid community work as part of the requirements of their community corrections orders (box 8.8).

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### **Box 8.8 Community work**

'Community work' is measured as the ratio between (i) the number of hours directed to be worked on new orders made during the year, plus the hours of community work remaining on orders made in the previous year that were still in force and (ii) the hours actually worked during the current year.

This ratio indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders. Low or decreasing ratios of community work indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders. Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period can relate to hours directed to be worked in orders made in the previous year and hours ordered to be worked in the current counting period may not have to be completed until the following year. Therefore, the ratio does not represent a direct correlation between the hours ordered to be worked and the hours actually worked in relation to individual orders. Neither is it a direct measure of the extent of compliance by an individual offender in completing the requirements of the order pertaining to that particular offender.

The ratio can be affected by factors such as availability of suitable community work projects in some geographic areas or for some categories of offenders, the levels of general compliance across all offenders with the requirements of their orders and by variations in the number of orders with community work requirements made by the courts. This indicator does not measure other aspects of effectiveness such as the amount of benefit incurred by the community as a result of the work.

Data reported for this indicator are comparable.

Data on community work are provided in table 8A.20. NSW and Tasmania did not report on this indicator in 2008-09 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.8 and 3.8 (that is, for every hour worked in the year, between 1.8 and 3.8 hours had been ordered to be worked in the year or had been carried over as incomplete work hours from the previous year) (table 8A.20).

### *Education*

'Education' is an indicator of governments' objective of providing program interventions to reduce the risk of re-offending, including providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.9).

### Box 8.9 Education

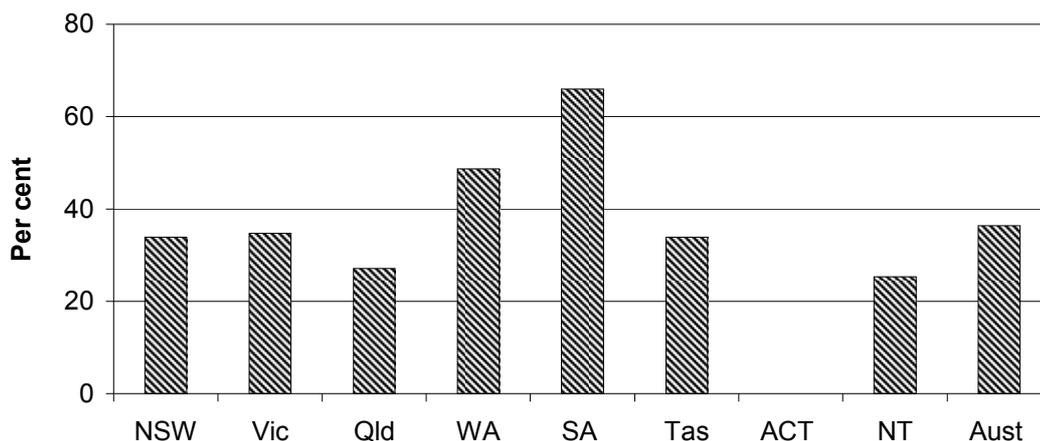
'Education' is defined as the number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, relatively short period of imprisonment or other reason). Education figures do not include participation in non-accredited education programs or a range of offence related programs that are provided in prisons, such as drug and alcohol programs, psychological programs, psychological counselling and personal development courses.

A high or increasing education participation rate of prisoners indicates better performance. The rates reported for this indicator need to be interpreted with caution as the indicator does not assess participation relative to individual prisoner needs, or measure successful completion of education programs.

Data reported for this indicator are comparable.

Nationally in 2008-09, 36.4 per cent of eligible prisoners participated in accredited education and training courses (figure 8.10). Vocational Education and Training courses had the highest participation levels (28.6 per cent). Nationally, 6.5 per cent of eligible prisoners took part in secondary school education, 2.8 per cent in pre-certificate Level 1 courses, and 1.6 per cent in higher education (table 8A.21).

Figure 8.10 **Percentage of prisoners enrolled in education and training, 2008-09<sup>a</sup>**



<sup>a</sup> Data are not available for the ACT as the Alexander Maconochie Centre was only operational for 3 months during 2008-09 — an insufficient period of time to provide a representative measure of education for the year.

Source: State and Territory governments (unpublished); table 8A.21.

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### *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 8.10).

#### **Box 8.10 Offence related programs**

Offence related programs are yet to be defined.

Data for this indicator were not available for the 2010 Report.

### *Efficiency*

The data presented for efficiency indicators are affected by factors other than differences in efficiency, including:

- composition of the prisoner population (such as security classification and the number of female or special needs prisoners)
- size and dispersion of the area serviced
- scale of operations.

For community corrections, efficiency indicators are also affected by size and dispersion factors, particularly in jurisdictions where offenders reside in remote communities. These indicators can also be affected by differences in criminal justice system policies and practices — for example, the availability and use of sentencing options that impose particular program or supervision requirements.

### *Cost per prisoner/offender*

‘Cost per prisoner/offender’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.11).

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**Box 8.11 Cost per prisoner/offender**

'Cost per prisoner/offender' is defined as the average daily cost of providing corrective services per prisoner and per offender, reported separately for net operating expenditure and for capital costs per prisoner and offender, and for secure and open custody for prisoners.

Unit cost per prisoner and offender provides a measure of efficient resource management by corrective services. A low or decreasing unit cost suggests better performance towards achieving efficient resource management.

Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, can reflect less emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences in the profile of the prisoner and offender populations, geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

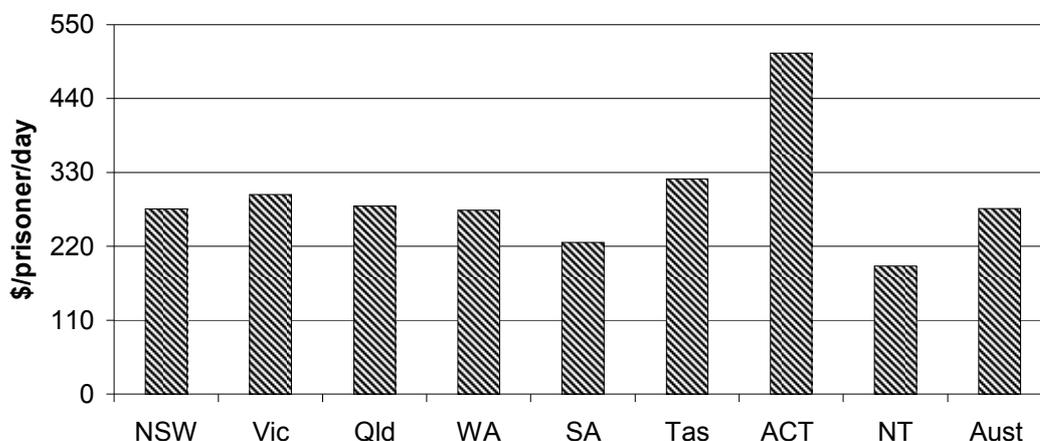
Data for this indicator are comparable.

The capital costs included in this section are the user cost of capital, depreciation, and debt servicing fees. The user cost of capital is the cost of the funds tied up in government capital used to deliver services (for example, the land and buildings used to house prisoners). The user cost of capital makes explicit the opportunity cost of this capital (the return forgone by using the funds to deliver services rather than investing them elsewhere or using them to retire debt). The equivalent capital costs for privately owned prisons are debt servicing fees. These fees are paid to private owners in addition to payments relating to prison operations.

The user cost of capital was calculated by applying a nominal cost of capital rate of 8 per cent to the value of government assets. The costs of capital for land and other assets are shown separately in table 8A.7, to allow users to consider any differences in land values across jurisdictions when comparing the data.

Nationally in 2008-09, the total cost per prisoner per day, comprising net operating expenditure, depreciation, debt servicing fees and user cost of capital, was \$276 (figure 8.11).

**Figure 8.11 Total cost per prisoner per day, 2008-09<sup>a</sup>**

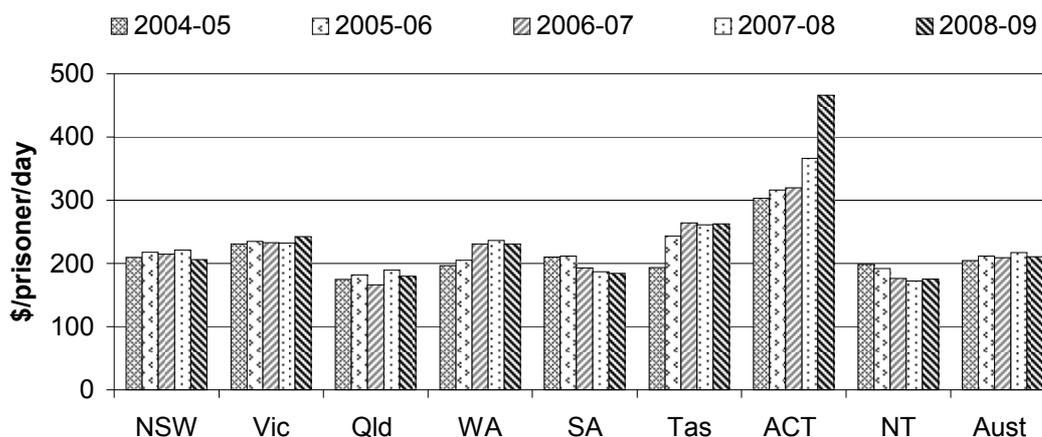


<sup>a</sup> Total cost per prisoner per day is the combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax. Capital costs include the user cost of capital (including land), depreciation and debt servicing fees where applicable. Total cost excludes expenditure on transport and escort services where these are reported separately by jurisdictions.

Source: State and Territory governments (unpublished); table 8A.7.

The real net operating expenditure (which excludes capital costs and payroll tax) per prisoner per day was \$204 nationally in 2004-05 compared with \$210 in 2008-09 (figure 8.12).

**Figure 8.12 Real net operating expenditure per prisoner per day (2008-09 dollars)<sup>a, b</sup>**

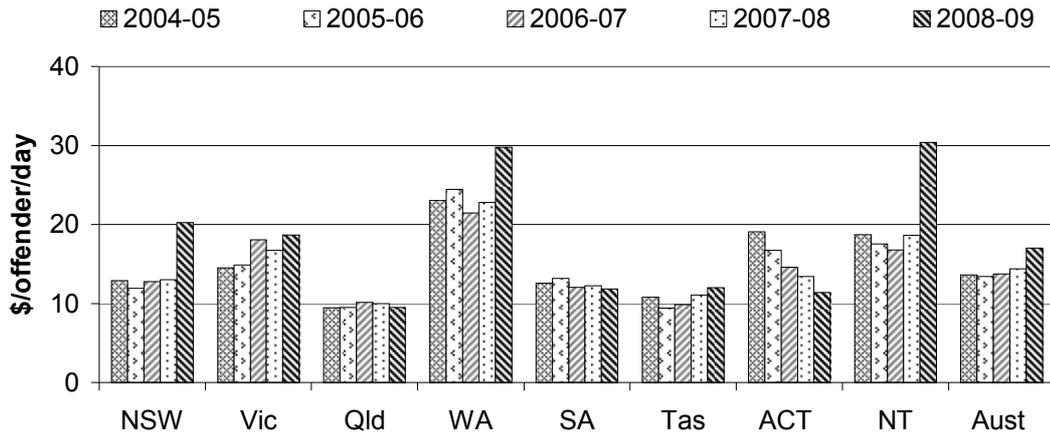


<sup>a</sup> Based on operating expenditure on prisons, net of operating revenues, and excluding payroll tax, capital costs, and transport and escort services expenditure where this is reported separately by jurisdictions. <sup>b</sup> Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.9.

Nationally, the real net operating expenditure (which excludes capital costs and payroll tax) per offender per day increased from \$14 in 2004-05 to \$17 in 2008-09 (figure 8.13).

Figure 8.13 **Real net operating expenditure per offender per day (2008-09 dollars)<sup>a, b</sup>**



<sup>a</sup> Based on operating expenditure on community corrections, net of operating revenues, and excluding payroll tax and capital costs. <sup>b</sup> Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.11.

### *Offender-to-staff ratio*

‘Offender-to-staff ratio’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.12).

#### **Box 8.12 Offender-to-staff ratio**

‘Offender-to-staff ratio’ is defined as the daily average number of offenders per full-time community corrections staff member employed, and is reported separately for operational staff (who are involved in the direct supervision of offenders) and other staff.

The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. A high or increasing ratio suggests better performance.

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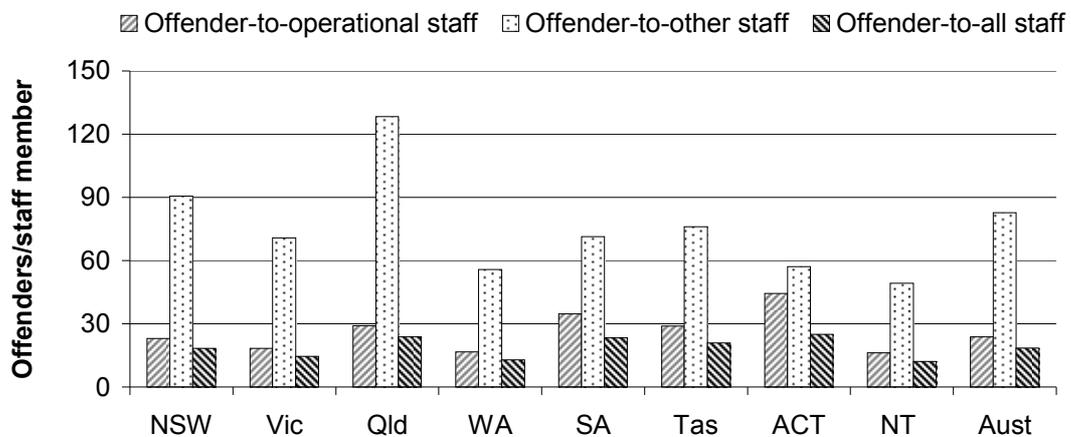
**Box 8.12 (continued)**

Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A low or decreasing ratio can, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs of the particular offender population, which are aimed at producing greater efficiencies in the longer-term. Offender-to-staff ratios are also affected by differences in geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

Data for this indicator are comparable.

Nationally, on a daily average basis, there were 18 offenders for every one (full-time equivalent) community corrections staff member in 2008-09 (figure 8.14). The ratio was 24 offenders per operational staff member and 83 offenders per other staff member (table 8A.22).

**Figure 8.14 Community corrections offender-to-staff ratios, 2008-09**



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 8.13).

### Box 8.13 Prison utilisation

'Prison utilisation' is defined as the annual daily average prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that is provided for in the design capacity of the prisons, reported separately for open and secure custody.

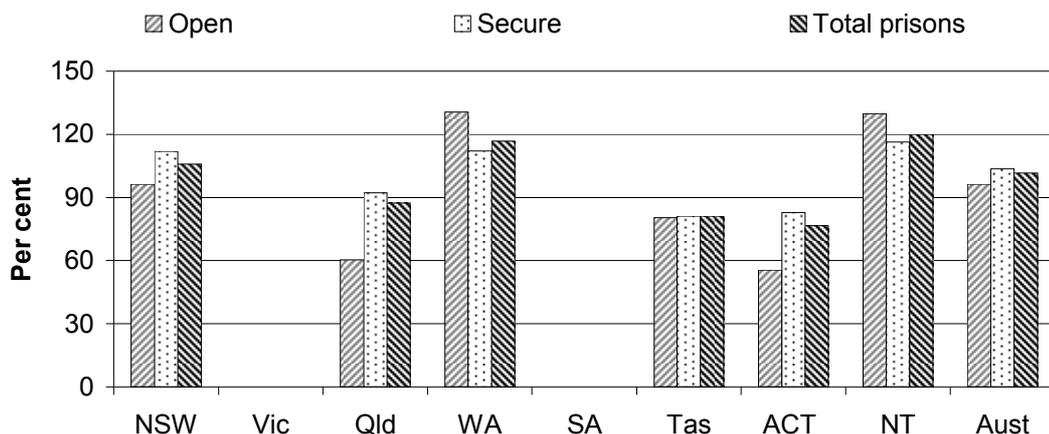
It is generally accepted that the preferred level of prison utilisation falls between 85 and 95 per cent, because of the need for spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security levels, and to manage short-term fluctuations in prisoner numbers. Percentages at the upper end of this range indicate better performance towards achieving efficient resource management.

Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A high utilisation percentage, for example, can impact adversely on effectiveness indicators such as 'assaults'.

Data reported for this indicator are comparable.

Nationally, prison utilisation was 102 per cent of prison design capacity in 2008-09. The figure for open prisons was 96 per cent and 104 per cent for secure facilities (figure 8.15).

Figure 8.15 Prison design capacity utilisation, 2008-09<sup>a</sup>



<sup>a</sup> Victoria and SA did not report on this indicator in 2008-09.

Source: State and Territory governments (unpublished); table 8A.23.

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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).

### *Escapes*

'Escapes' is an indicator of governments' objective to create safer communities, by effectively managing prisoners in a safe, secure and humane custodial environment, commensurate with their needs and the risks they pose to the community. This objective includes ensuring that all prisoners and detainees comply at all times with the requirements of the court order that has resulted in their imprisonment, particularly if their supervision in the community poses a risk to the safety of any person (box 8.14).

#### **Box 8.14 Escapes**

'Escapes' is defined as the number of escapes divided by the annual average prisoner/detainee population, multiplied by 100 (to give a rate per 100 prisoners or 100 detainees), and is reported separately for prisoners escaping from secure custody and from open custody.

A zero, low or decreasing rate indicates better performance however rates reported for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population can represent only a very small number of actual incidents.

Data reported for this indicator are comparable.

Table 8.3 presents data on number and rates of escapes in 2008-09. Nationally, the rate of escapes from open custody was 0.57 per 100 prisoners in open custody and the rate of escape from secure custody was 0.02 per 100 prisoners in secure custody.

**Table 8.3 Rate and number of prisoner escapes, 2008-09**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Escapes/100 prisoners									
Open custody	0.31	2.02	1.02	0.26	2.33	–	–	0.65	0.57
Secure custody	0.06	–	–	–	–	–	–	–	0.02
Number of escapes									
Open custody	11	9	6	3	5	–	–	2	36
Secure custody	4	–	–	–	–	–	–	–	4

– Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.17, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72.

There were no escapes by detainees in 2008-09 (table 8A.17).

### *Completion of community orders*

‘Completion of community orders’ is an indicator of governments’ objective of providing an effective community corrections environment, including ensuring that offenders comply at all times with the requirements of the court order that has imposed particular conditions on their behaviour. This may include restrictions on the offender’s liberty (as with home detention), a requirement to undertake community work or other specified activity (such as a drug or alcohol program), regularly attending a community corrections centre as part of supervision requirements, or other conditions (box 8.15).

#### **Box 8.15 Completion of community orders**

‘Completion of community orders’ is defined as the percentage of orders completed during the year that were not breached for failure to meet the order requirements or because further offences were committed.

A high or increasing percentage of order completions indicates better performance towards achieving an effective community corrections environment.

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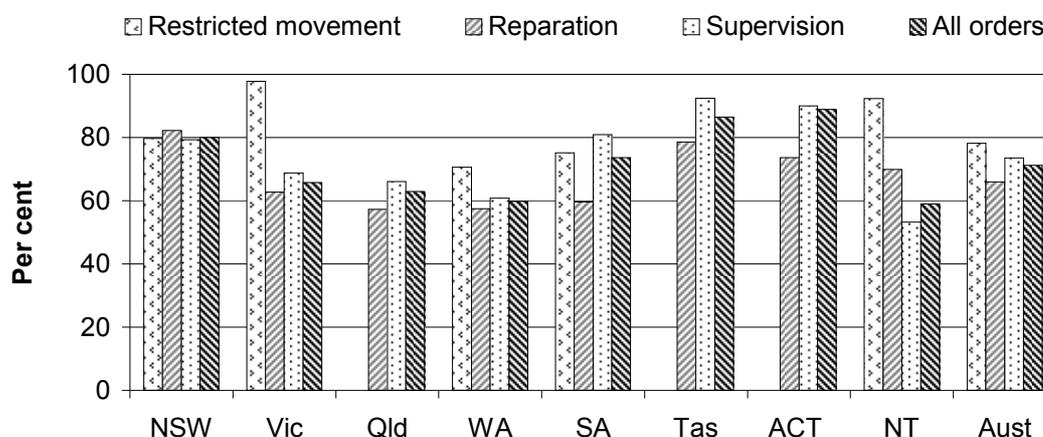
**Box 8.15 (continued)**

Completion rates need to be interpreted with caution. The indicator is affected by differences in the overall risk profiles of offender populations and risk assessment and breach procedure policies. High-risk offenders subject to higher levels of supervision have a greater likelihood of being detected when conditions of orders are breached. High breach rates can therefore be interpreted as a positive outcome reflecting the effectiveness of more intensive management of offenders. A high completion rate can mean either exceptionally high compliance or a failure to detect or act on breaches of compliance.

Data reported for this indicator are comparable.

In 2008-09, 71 per cent of community corrections orders were completed. National completion rates were highest for restricted movement orders (78 per cent), followed by supervision orders at 74 per cent and reparation orders at 66 per cent (figure 8.16).

**Figure 8.16 Completion of community corrections orders, by type of order, 2008-09<sup>a</sup>**



<sup>a</sup> Data for restricted movement orders are not applicable to Queensland, Tasmania and the ACT as these jurisdictions do not have this category of order.

Source: State and Territory governments (unpublished); table 8A.19.

## 8.4 Future directions in performance reporting

The Steering Committee, through the Corrective Services Working Group (CSWG) and the National Corrections Advisory Group, will continue to improve data quality of existing indicators and develop new indicators.

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Work will continue in the immediate future to further improve the direct comparability of financial indicators. This builds on outcomes of continuing work on differences between jurisdictions in the scope of functions performed by corrective services that have an impact on reported expenditure and in the treatment of expenditure on services, such as prisoner health, where costs are currently incurred by corrective services in some jurisdictions but not in others.

Developmental work is also occurring in other areas. The CSWG aims to report on prisoner health within the chapter in the future, subject to the availability of external data sources and the development and trial of an appropriate indicator. In addition early development work is underway on scoping an indicator related to offence focused programs for prisoners and offenders.

The disaggregation of various indicators by Indigenous and non-Indigenous status is being trialled for possible incorporation in future reports as the basis for equity-access indicator rates.

## **8.5 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter.

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## **New South Wales Government comments**

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NSW is responsible for managing the largest correctional system in Australia. The NSW prisoner population has steadily increased over the past decade. In 1997-98 the daily average prisoner population was 6358 while in 2008-09 this number had risen to 10 068, an increase of over 58.4 per cent in 11 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 while in 2008-09 this number had risen to 18 124, an increase of 27.6 per cent in 11 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 2008-09, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner on prisoner assaults. Further, in the past two years there have been no serious assaults on officers.

The rate of successful completions of community based orders remained high at 80 per cent in 2008-09, with NSW again performing above the national average. The successful introduction of the Community Compliance Group in 2007 led to a jump in the successful completion rates of restricted movement orders in 2007-08. In 2008-09, this group of highly trained staff has continued to target high-risk and high-profile offenders, providing an additional layer of supervision in the community, with offices being established in Wagga Wagga, Newcastle, Dubbo, Blacktown and Campbelltown.

In 2008-09, Community Offender Support Program (COSP) centres were opened at Malabar, Windsor, Kempsey and Emu Plains. Apart from providing temporary accommodation for high-risk offenders on parole or serving community orders, COSPs aim to assist recently released offenders and offenders having difficulty adjusting to normal lawful community life, with reintegration and resettlement support through structured programs and other targeted services.

As the inmate population in NSW increases, so too does the number of inmates with mental health problems. In 2008-09, the Department completed its mental health system overhaul to minimise the exposure of people with serious mental illness to the correctional system with the opening of the Acute Crisis Unit at Silverwater Women's Correctional Centre; the new Long Bay Hospital; and the Justice Health Forensic Hospital, operated and funded by NSW Health. These new facilities complement the Mental Health Screening Unit at the Metropolitan Reception and Remand Centre, which opened in 2006 and in 2008-09, received a silver Premier's Award in the Rights, Respect and Responsibility category in recognition of its excellence in treatment, stabilisation and diversion of mentally ill offenders.

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## Victorian Government comments

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Victoria continues to have by far the lowest overall total corrective services rate (imprisonment and community corrections combined) in the country. Points of particular interest for Victoria in 2008-09 include a fall in the recidivism rate (the rate of return to prison within two years of release) for the seventh consecutive year, the achievement of the largest proportion of prisoners in employment and attaining the highest restricted movement orders completion rate in Australia. These achievements occurred during a period of continued growth in the prison population, which increased to a daily average of 4299 prisoners in 2008-09, an increase of 2.9 per cent from the 2007-08 daily average of 4177.

Developments during 2008-09 included:

- the new residential facility for serious sex offenders, to be completed in early 2010. Programs have also been developed to better identify and support offenders, thus reducing the risk of their re-offending. New legislation is being drafted to strengthen laws relating to serious sex offenders who pose an ongoing and unacceptable risk to the community, providing for their post-sentence supervision or detention
- the demand management strategy to offset projected growth in prisoner numbers. This included a range of initiatives to divert offenders and reduce re-offending. Some 93 temporary beds were installed at various prisons across Victoria. An additional 113 beds will be available by the end of 2009 and a further 40 beds by mid-2010. Planning continued on the 350-bed expansion of the Ararat Prison, to be delivered in late 2012 as a public-private partnership. The Government announced funding in the 2009-10 Budget for an additional 100 beds by mid-2011 and the state-wide expansion of the Home Detention Program
- the predicted recidivism model, devised with the assistance of the Australian Institute of Criminology
- partnerships developed between Corrections Victoria, the Office of Housing and Registered Housing Agencies to provide supported housing placements for exiting prisoners
- the launch of the specialist transitional support program, Konnect — providing post-release assistance for Aboriginal offenders that is culturally sensitive to the needs of Koori men and women exiting prison
- a new drought strategy that has resulted in all prisons implementing water-saving initiatives. Major environmental efforts in energy and waste-saving
- reductions in staff-related costs in medium and minimum security prisons through workforce and roster efficiencies
- a new five year contract awarded for the provision of prisoner transport, involving a new charging regime to ensure greater efficiency; enhanced information technology systems and a newly-constructed fleet of vehicles.

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## Queensland Government comments

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On 26 March 2009, the Queensland government implemented machinery of government changes that affected a number of government departments. On that date Queensland Corrective Services (QCS) joined with the former Department of Emergency Services to form the new Department of Community Safety.

The 2010 Report shows that, through this period of reorganisation, Queensland continued to effectively enforce the orders of the courts, break the cycle of re-offending and enhance public safety. Of particular note, effective infrastructure planning as reflected in prison capacity utilisation rates and continued cost efficiency have assisted with the delivery of good performance outcomes.

The year saw a return of the growth in prisoner numbers with a 2.5 per cent increase in total adult prisoners, to an average of 5629 being held. There was a 7.4 per cent increase in female prisoners to 436 with a corresponding increase of 2.1 per cent in male prisoners to 5193. The number of Indigenous prisoners grew by 3.7 per cent to 1504 and Indigenous prisoners now make up 26.7 per cent of the prison population.

An average daily population of 1243 or 22.1 per cent of prisoners were held in the two privately operated prisons.

In addition, there was a 5.9 per cent increase in the number of offenders under supervision in the community to an average of 14 467. This increase came from continued growth in supervision orders (including Court-Ordered Parole) which increased from 12 029 in 2007-08 to 12 952 in 2008-09.

As part of our commitment to reducing Indigenous incarceration, QCS has recently established permanent Probation and Parole reporting offices in a number of remote Aboriginal and Torres Strait Islander communities, including Cooktown and Woorabinda. These new offices ensure that QCS is able to provide greater support to the courts, parole boards and Indigenous offenders who live in the more remote parts of the State and allow the courts to impose community-based sentences in appropriate cases.

The 2010 Report also shows a change to the rates of return to corrective services after two years which highlights reforms undertaken in QCS in 2006. The first reform was the introduction of a new strengthened Probation and Parole service that replaced community corrections. The new Probation and Parole service provides for an increased level of supervision and surveillance of offenders. The second change in 2006 was the introduction of Court-Ordered Parole, which replaced conditional release for short sentence offenders and led to a decline in the number of offenders receiving suspended sentences. The movement in rates of return to corrective services, in part, reflects the increased number of offenders on parole who are returned to custody after breaching parole conditions.

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## Western Australian Government comments

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In 2008-09 the Department of Corrective Services managed an unprecedented growth in the adult prisoner population and at 30 June 2009, the adult custodial prisoner population was 4419 prisoners. The daily average prisoner population for 2008-09 increased by 5.5 per cent from the previous year. There was a 5.9 per cent increase in non-Indigenous prisoners, a 10.4 per cent increase in minimum-security prisoners and a 5.7 per cent increase in male prisoners.

There were 12 229 adults and 1861 juveniles (excluding Juvenile Justice Team referrals) managed in the community during the financial year. Of these, 5707 were Indigenous comprising 1113 juveniles and 4594 adults.

The WA service delivery approach comprises a mix of 10 intervention strategies based on making a positive difference to offenders while under WA management. These intervention strategies include employment, structured day, education and vocational training, health, supervision, life skills, cognitive skills, offence specific programs, counselling and re-entry services.

In the area of self sustainability significant progress was made, with food production (market gardens, orchards, bakeries, dairy production and an abattoir) a key focus. Prison industries and offenders on community work orders manufacture goods used throughout the system, including furniture and prisoner clothing manufacture, printed material, corporate gifts and work on infrastructure, construction and maintenance. The self sustainability focus is a key strategy for the future linked to constructive activity, skills training and future employment.

The Department continues its long tradition of ensuring offenders in the community and custodial settings 'repay' their debt to society through community works. These community works range from dune and land conservation to maintenance of historically important landmarks, working in charitable organisations, manufacturing furniture for people with a disability and a range of other activities.

Offenders undertaking such work for the benefit of the community learn valuable job skills and the value of doing things for others, increasing their levels of respect, empathy and self esteem. These important outcomes play a large part in reducing the risk of reoffending, which meets the Department's mission of contributing to a safer Western Australian community.

In May 2009, the Government announced \$655 million of funding for the Custodial Infrastructure Program, the most significant custodial accommodation program in the history of the State. This program will build or install 1657 prisoner beds across the prison system. A significant proportion of the program will be completed by the end of 2011 to address the urgent need for additional prison capacity.

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### South Australian Government comments

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South Australia has the lowest rate of prisoners returning to prison in 2008-09. The overall imprisonment rate and the cost per prisoner per day also remained below the national average for the period. In 2008-09 South Australia had the highest prisoner enrolment rate in education and training, almost twice the national average. There were no escapes from secure custody and no deaths from unnatural causes for Indigenous prisoners in 2008-09.

Prisoner numbers continued to increase by 4 per cent in 2008-09. The daily average prisoner number for the year was 1935 with the highest number recorded on 15 April 2009 as 1986.

As a result of the global financial crisis and the impact on the State's fiscal position, the Government made the decision to cancel the Public Private Partnership New Prisons and Secure Facilities Project. Funding has been allocated for essential works to upgrade and sustain existing infrastructure.

Since 2006-07 and up to 2011-12, the State Government has approved funding to increase the prison capacity by over 600 beds. While this was initially achieved by doubling up, it now involves the construction of new facilities. There are 232 new prison beds still to be commissioned over the next three years.

During the year, a unit for Aboriginal men, known as Pakani Arangka (meaning a good growing place) was completed at Port Augusta Prison to provide a culturally appropriate living unit. The unit has a large veranda facing the Flinders Ranges with appropriate outdoor space for prisoners and can accommodate up to 12 prisoners.

In Community Corrections a range of initiatives for enhanced service delivery and a stronger public protection focus commenced. The Government allocated additional funding to meet increased demand and to augment existing services. The Community Service program was re-branded as Repay SA and now also includes a significant graffiti removal program called de-tag.

The Home Detention program has been re-structured to ensure more intensive and effective administration with expanded capacity. The relatively high rate of Community Corrections orders is largely due to Bail Orders being supervised by Correctional Services, which does not occur in other jurisdictions.

An organisational re-structure saw the creation of an Offender Development Directorate. The Directorate brings together key staff who focus on offender assessment, sentence planning, psychological services and the provision of intensive therapeutic programs, in particular for sexual and violent offenders. This is another initiative directed towards achieving improved outcomes in public protection and reducing re-offending.

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## Tasmanian Government comments

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Corrective Services in Tasmania are provided by two divisions of the Department of Justice: Community Corrections and the Tasmania Prison Service.

Tasmania's corrective services budget took a substantial cut in 2008-09 as a result of the global financial crisis. The introduction of an efficiency dividend part way through the year made it necessary to re-frame all budgets and implement a strict fiscal regime.

Tasmania's daily average offender population increased by approximately 5 per cent in 2008-09. Over the same period, Tasmania's daily average prisoner population decreased by approximately 3 per cent, but despite the declining numbers, Tasmania continued to experience a high demand for maximum security accommodation across several facilities.

During 2008-09, Tasmania faced significant challenges in its provision of vocational education and training (VET), due to funding issues around traineeship incentive payments. These issues considerably reduced the number of prisoners participating in vocational education and training during the latter part of 2008-09. The Tasmanian Government is working to address these issues in 2010 to ensure that prisoners in Tasmania are able to access a wide range of education and training.

Over the same period, Tasmania conducted a full review of the operations and structure of Community Corrections, the findings of which are currently being implemented. The objective of the review was 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 also included consideration of the Community Service Order Scheme.

In 2008-09 Tasmania Community Corrections also released the first part of a revised statewide policy and procedures manual for Probation Officers, fully implemented the Level of Service/Case Management Inventory as their new risk/needs assessment instrument and continued to deliver programs to offenders including the Family Violence Offender Intervention Program, Sober Driver Program and Offending is not the Only Choice.

Community Corrections and the Tasmania Prison Service have also continued to work together to develop programs aimed at ensuring continuity of service for offenders across Corrective Services in Tasmania.

Other positives for Tasmania, which can be drawn from the 2010 Report include a reduction in the daily average prisoner population and imprisonment rates, no deaths in custody due to unnatural causes, no escapes from open or secure custody and no serious assaults on staff.

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## Australian Capital Territory Government comments

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In March 2009, the Alexander Maconochie Centre (AMC), Australia's first human rights compliant prison, was opened to prisoners. The commencement of operations at the ACT's multi-classification facility ended a 10 year project to establish the ACT's first prison and marked the start of a new era in corrective services in the ACT.

All remand prisoners were moved from the ACT's remand facilities before the end of April 2009 and all ACT prisoners based in NSW were relocated by June 2009. The ACT extends its appreciation to NSW for its cooperation in dealing with ACT prisoners over many years.

The closing of the ACT's remand centres has freed-up buildings adjacent to the periodic detention facility, which are being reconfigured to provide for an improved operation in regard to that aspect of corrective services.

As a back-drop to these significant developments, the ACT again recorded the lowest imprisonment rate per 100 000 adults for all prisoners decreasing from 68.3 in 2007-08 to 63.4 in 2008-09. The ACT also recorded the lowest imprisonment rate per 100 000 adults for males, females and Indigenous prisoners.

The ACT recorded the best average ratio of visits per prisoner population at 76.4 and retained its lead ranking in this area, which it has held since 2001-02.

The ACT's average time out of cells (hours) per day increased significantly compared with previous years, moving from 9.5 past the national average of 10.6 to 10.8. The ACT Government expects that this figure will continue to rise as a result of the commencement of operations at the AMC.

The ACT recorded zero open escapes and zero escapes of periodic detainees in 2008-09.

Community corrections has experienced a significant increase in the number of offenders in supervision, rising to 593 per 100 000 adults, with the ACT second only to one jurisdiction and well above the national average.

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## Northern Territory Government comments

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The delivery of most services in the Northern Territory is strongly influenced by the geographic distribution of the population residing in rural and remote communities and also that approximately 30 per cent of the NT population identify themselves as Aboriginal or Torres Strait Islander.

The NT prison population continues to increase, and rose by 18 per cent, from a daily average of 875 in 2007-08, to 1030 in 2008-09. Increasing prisoner numbers has had an impact on service provision in areas such as employment and education.

The NT Community Corrections offender population fell by 6 per cent, from a daily average of 1152 in 2007-08 to 1085 in 2008-09.

The Department of Justice has invested in an increased number of community probation and parole officers in remote communities and the implementation of a professional stream for offender assessment, treatment and intensive case management and supervision. This, in conjunction with the reduced community based offender numbers, resulted in an increase in cost per offender.

Developments during 2008-09 include:

- the continuation of the NT Government's major capital investment program announced in 2007-08 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
- the 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 implementation of the NT Government's Closing the Gap of Indigenous Disadvantage plan including the provision of community probation and parole officers, Indigenous family violence offender programs, rehabilitation programs for sexual offenders and expansion of 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 that resulted in physical injuries that may or may not have required medical treatment, but not overnight hospitalisation or on-going medical treatment. An assault is recorded where either:

- a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or
- there is evidence that an assault took place because at least one of the following circumstances apply:
  - there is at least one apparently reliable witness to the assault, or the victim claims assault and there is no obvious reason to doubt this claim, or
  - a visible injury has occurred and there is sufficient circumstantial or other evidence to make an assault the most likely cause of the injury on the basis of the balance of probabilities.

The rate is expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100. It is based on a count of victims of assaults not incidents, that is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.

### **Apparent unnatural death**

The death wherever occurring (including hospital) of a person:

- who is in prison custody
- whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody
- who dies or is fatally injured in the process of prison officers attempting to detain that person
- who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody
- there is sufficient evidence to suggest, subject to a Coroner's finding, that the most likely cause of death is homicide, suicide, an accidental cause or a drug overdose.

The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.

### **Average number of hours ordered per offender**

The balance of community work hours ordered to be worked per offender with active work orders containing community hours on the first day of the counting period and/or imposed new community work hours ordered during the counting period.

### **Average number of hours worked per offender**

The number of actual hours worked per offender with a work order in the counting period.

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<b>Capital costs 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) when these were operating 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>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>Escape rate (open/secure)</b>	<p>Escapes refer to persons who escape from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes by the daily average open/secure prison population, multiplied by 100.</p>
<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>

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<b>Net operating expenditure per prisoner/offender</b>	The daily cost of managing a prisoner/offender, calculated as the relevant operating expenditure figure net of operating revenues (see definitions below) divided by (i) the number of days spent in prison or detention by the daily average prisoner population and the daily average periodic detention population on a 2/7 <sup>th</sup> basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively.
<b>Number of correctional facilities</b>	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.
<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>Operating expenditure</b>	Expenditure of an ongoing nature incurred by government in the delivery of corrective services, including salaries and expenses in the nature of salary, other operating expenses incurred directly by corrective services, grants and subsidies to external organisations for the delivery of services, and expenses for corporate support functions allocated to corrective services by a broader central department or by a 'shared services agency', but excluding payroll tax.
<b>Operating revenues</b>	Revenue from ordinary activities undertaken by corrective services, such as prison industries.
<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>Prison</b>	A legally proclaimed prison or remand centre, which holds adult prisoners, excluding police prisons or juvenile detention facilities.

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<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>Recurrent expenditure</b>	The combined total of operating expenditure (see previous definitions) and capital costs, that is, depreciation, debt servicing fees, and user cost of capital.
<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 that resulted in physical injuries requiring medical treatment involving overnight hospitalisation in a medical facility (e.g. prison clinic, infirmary, hospital or a public hospital) or on-going medical treatment. Serious assaults include all sexual assaults. The criteria for reporting described for 'assaults' above also apply.
<b>Supervision order</b>	A subcategory of community-based corrections that refers to orders that include a range of conditions other than those categorised as restricted movement or reparation.
<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>Total cost per prisoner/offender</b>	The combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax and transport/escort expenditure where reported separately by jurisdictions.
<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).

<b>Preamble</b>	<b>Corrective services</b>
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<b>Table 8A.5</b>	Imprisonment, periodic detention and community corrections rates, by year (per 100 000 adults)
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PART D

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# EMERGENCY MANAGEMENT



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# 9 Emergency management

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### **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 crash 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 road crash rescue events section of this chapter has been updated this year. Other improvements include revised ‘fire deaths’ data, including publication of a ten year time series in the attachment tables and expansion of time series data for ‘ambulance staff attrition’ and ‘ambulance urban centre response times’.

## **9.1 Profile of emergency management**

Emergency management is defined as a range of measures to manage risks to communities and the environment (EMA 2004). The emergency management sector includes a range of agencies engaged in areas as diverse as risk assessment, legislation, community development, emergency response, urban development and land use management, and community recovery.

The range of events encompassed by emergency management includes fires, medical emergencies and transport, rescues, natural disasters (that is, bushfire, earthquake, flood, storm, cyclone, storm surge, landslide, tsunami, meteorite strike, and tornado<sup>1</sup>), consequences of acts of terrorism, technological and hazardous material incidents (such as chemical spills, harmful gas leaks, radiological contamination, explosions, and spills of petroleum and petroleum products), and the quarantine and control of diseases and biological contaminants. Emergency management aims to create and strengthen safe, sustainable and resilient communities that can avoid or minimise the effects of emergencies and, at the same time, have the ability to recover quickly and restore their socioeconomic vitality after an emergency event.

### **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.

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<sup>1</sup> This list of natural disaster events is based on the Australian Government Natural Disaster Relief and Recovery Arrangement definition. Under this definition, natural disasters do not include drought, frost, heatwave, epidemic, or disaster events resulting from poor environmental planning, commercial development or personal intervention (other than arson) (EMA 2007).

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## *Government arrangements*

### *Australian Government*

The Australian Government administrative arrangements referred to in this section reflect the arrangements in place as at 9 November 2009. 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 the Australian Government Attorney-General's Department)
- providing funding for risk management programs and undertaking comprehensive risk assessment (through the Australian Government Attorney-General's Department)
- supporting community awareness activities (through the Australian Government Attorney-General's Department and 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 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

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for delivering emergency services (including fire and ambulance services) directly to the community.

### *Local governments*

Local governments in some states and territories are involved to varying degrees in emergency management. Their roles and responsibilities may include:

- considering community safety in regional and urban planning by assessing risks, and developing mitigation measures and prevention plans to address emergencies such as bushfires and structure fires, floods, storms, landslides and hazardous materials incidents
- improving community preparedness through local emergency and disaster planning
- issuing hazard reduction notices to private land holders and clearing vegetation in high risk public areas
- collecting statutory levies to fund fire and other emergency services
- allocating resources for response and recovery activities
- providing financial and operational assistance to rural fire brigades and/or other voluntary emergency service units.

### *Emergency service organisations*

State, Territory and local governments provide emergency management services to the community through a range of ESOs. The governance and reporting lines of ESOs vary across jurisdictions. These organisations range from government departments to statutory authorities, and to smaller branches, agencies or services within larger departments or authorities. In some instances, non-government organisations also provide emergency management (and other ambulance event) services, such as St John Ambulance in WA and the NT.

In all jurisdictions, there is considerable cooperation and coordination among ESOs in response to emergency events. There can also be substantial cooperative efforts across governments, particularly in the recovery stages after a major incident. Events of considerable magnitude and duration, such as earthquakes, cyclones and bushfires, can involve international, interstate and other cooperation and support. Jurisdictions are increasingly interacting and contributing to programs and operational response to a number of significant emergency events around the Pacific and Indian Ocean rim.

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### *Fire service organisations*

State and Territory governments provide a range of emergency management activities through fire service organisations, including prevention/mitigation, preparedness, response and recovery (see framework section 9.2). The role of fire service organisations varies across jurisdictions and includes involvement in an expanding range of activities (table 9A.38) including:

- developing building fire safety codes and inspecting fire safety equipment and practices
- training and educating the community to achieve community awareness and behavioural change in relation to fire 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 crash rescue and other rescue services
- managing hazardous material incidents
- administering legislation relating to fire safety, hazardous materials facilities and hazard mitigation
- investigating fire cause and origin
- wide ranging industry research activities
- a number of specialist rescue capabilities, collectively known as Urban Search and Rescue.

Fire service organisations work closely with other government departments and agencies — including ESOs such as the State Emergency Service/Territory Emergency Service (S/TES), police and ambulance services, and community service organisations — to minimise the impact of fire and other emergencies on the community. Their governance arrangements differ across jurisdictions (table 9A.37).

Separate urban and rural fire service organisations deliver fire services in most jurisdictions. Land management agencies typically also provide fire services within designated areas. However, currently NSW, Victoria, WA and Tasmania only, are able to report fire activity for land management agencies, and financial information relating to these agencies is limited to Victoria. Jurisdictions with more than one fire authority can separate services in different ways — for example, NSW separates fire services based on service function and geographic area, whereas Victoria separates fire services by geographic area only.

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Some jurisdictions have particular arrangements for the provision of fire services in Indigenous communities. (For more information on fire services in Indigenous communities see SCRCSSP 2002, p. 572. and SCRGSP 2009, p. 11.35.)

### *State Emergency Services and Territory Emergency Services organisations*

State and Territory governments contribute to a range of emergency management activities through S/TES. The activities of S/TES (table 9A.39) include prevention/mitigation, preparedness, response and recovery (see framework section 9.2). The role of S/TES across jurisdictions encompasses a variety of activities. S/TES have a role in searches, urban search and rescue, rescues, floods, cyclones and other storms and a major role in attending road crash rescue incidents and performing extrications.

### *Ambulance service organisations*

State and Territory governments provide ambulance services in most jurisdictions. In WA and the NT, St John Ambulance is under contract to the respective governments as the primary provider of ambulance services (box 9.1). Across jurisdictions the role of ambulance service organisations as an integral part of the health system generally includes:

- providing emergency and non-emergency pre-hospital and out-of-hospital patient care and transport
- undertaking inter-hospital patient transport including the movement of critical patients
- conducting specialised rescue services
- preparing for and providing capacity for the ambulance component of multi-casualty events
- enhancing the community's capacity to respond to emergencies.

Funding responsibilities of State and Territory governments include ambulance services and, jointly with the Commonwealth, emergency responses, including responding to public emergencies and support for emergency air retrieval (COAG 2009).

There are fixed and rotary wing (helicopter) ambulance services in all jurisdictions. In most jurisdictions these services are provided by the ambulance service organisations through various contractual arrangements. In WA, SA, Queensland and the NT, all or most of the cost of air ambulance services falls outside of the

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ambulance service organisations (see also section 9.5 for a discussion of air ambulance services).

**Box 9.1 Relationships of primary ambulance response and management organisations to government**

<i>NSW</i>	<i>Ambulance Service of NSW</i> — a division of the Department of Health reporting to the Minister for Health
<i>Vic</i>	<i>Ambulance Victoria</i> — a separate statutory body reporting to the Minister for Health
<i>Qld</i>	<i>Queensland Ambulance Service</i> — a division of the Department of Community Safety, reporting to the Director-General, who reports to the Minister for Police, Corrective Services and Emergency Services
<i>WA</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the WA Government
<i>SA</i>	<i>SA Ambulance Service (SAAS)</i> — an 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 Department of Health and Human Services
<i>ACT</i>	<i>ACT Ambulance Service</i> — one of four operational services that comprise the ACT Emergency Services Agency, Department of Justice and Community Safety (the other operational services are the ACT Fire Brigade, ACT Rural Fire Service and ACT State Emergency Service). The Department reports to the ACT Minister for Police and Emergency Services
<i>NT</i>	<i>St John Ambulance</i> — an incorporated not-for-profit organisation under contract to the NT Government

Source: State and Territory governments (unpublished).

*Other ESOs*

The ‘all-hazards all-agencies’ approach to emergency management means that there are many organisations involved in aspects of the prevention/mitigation, preparedness, response and recovery framework for emergency management. This Report focuses on selected event types in State and Territory jurisdictions, and in particular the roles of fire, S/TES and ambulance service organisations. This Report does not yet report directly on the performance of Australian Government or local government emergency management services or their agencies.

*Volunteers in emergency management*

In 2008-09, approximately 250 000 fire, ambulance and S/TES volunteers played a significant role in the provision of emergency services in Australia (table 9.1). The input by volunteers is particularly important in rural and remote service provision where caseload/incident levels are low but community safety needs are still a high priority.

Volunteers in many ESOs — including fire, ambulance, S/TES, marine rescue, and recovery and relief agencies — provide services relating to emergency situations and disasters resulting from natural hazards such as wildfires, floods, severe storms, earthquakes, cyclones, and human caused and technological events as well as medical emergencies.

**Table 9.1 Volunteers in emergency service organisations<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
2006-07									
ASOs	121	897	416	2 839	1 619	507	–	10	6 409
FSOs	76 302	59 509	36 000	27 305	15 517	4 978	1 261	550	221 422
S/TES	10 331	4 411	7 000	1 854	1 821	525	191	347	26 480
<b>Total</b>	<b>86 754</b>	<b>64 817</b>	<b>43 416</b>	<b>31 998</b>	<b>18 957</b>	<b>6 010</b>	<b>1 452</b>	<b>907</b>	<b>254 311</b>
2007-08									
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>
2008-09									
ASOs	205	494	188	2 566	1 502	574	–	13	5 542
FSOs	75 436	58 943	34 000	27 249	15 415	4 859	1 230	540	217 672
S/TES	10 954	5 500	6 300	1 454	1 613	584	247	299	26 951
<b>Total</b>	<b>86 595</b>	<b>64 937</b>	<b>40 488</b>	<b>31 269</b>	<b>18 530</b>	<b>6 017</b>	<b>1477</b>	<b>852</b>	<b>250 165</b>

ASO = ambulance service organisation. FSO = fire service organisation. S/TES = State and Territory emergency services. <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 and subsequent years are categorised into volunteers with transport capability and first responders with no transport capability. Data for 2007-08 and subsequent years exclude first responders. <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: The decrease in numbers is the result of an audit of volunteer records that identified and removed records of volunteers who had left. In addition, for QAS, the decrease is attributed to the removal from this category of Community First Responders and university students undergoing paramedical studies enrolled as Honorary Officers. In 2008-09 only active SES volunteers are reported. <sup>f</sup> WA: 2008-09 SES data exclude 504 volunteer emergency service members who may also undertake an SES role. The removal of duplicate records is a contributing factor to the reduction in volunteer numbers in 2008-09. <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 of SES volunteer time based on data provided by the SES agencies in NSW, Victoria, SA and Tasmania.

Two approaches were used to estimate the economic value of SES volunteer time:

- the global substitution method, where an average wage rate is used to value all activities
- the task specific substitution method, where each task is valued at its market wage rate.

In both approaches operational tasks and time, including emergency response and community activities, were valued, as well as time spent on training, travel, administration and other tasks.

The value of volunteer time for community preparedness services, operational response, training and unit management (without stand-by time) from 1994-95 to 2004-05 averaged around \$52 million (NSW), \$19 million (Victoria) and \$12 million (SA) a year.

Stand-by time accounts for about 94 per cent of the total time in NSW and Victoria and about half the total value for NSW and 39 per cent for Victoria. The total time volunteers made available including stand-by time is worth more than \$86 million and \$41 million a year to NSW and Victoria respectively. For NSW the annual value of a volunteer's contribution was estimated as \$15 903. While the indirect or secondary benefits that may arise through volunteerism as explained through social capital theory were not valued, the study clearly shows the significant value volunteers provide to their communities.

*Source:* Ganewatta, G. and Handmer, J. (2007).

Volunteer activity has implications for the interpretation of financial and non-financial performance indicators in this chapter. Notional wages costs for volunteers are not reflected in monetary estimates of inputs or outputs, which means that data for some performance indicators may be misleading where the input of volunteers is not counted but affects outputs and outcomes. This issue may be explored in the future as the Steering Committee continues to examine data on rural and remote service provision in the emergency services sector.

## 9.2 Framework for measuring the performance of emergency management

The broad aim of emergency management is to reduce the level of risk to the community from emergencies. The framework of performance indicators in this chapter is based on objectives for emergency management that are common to all Australian ESOs (box 9.3).

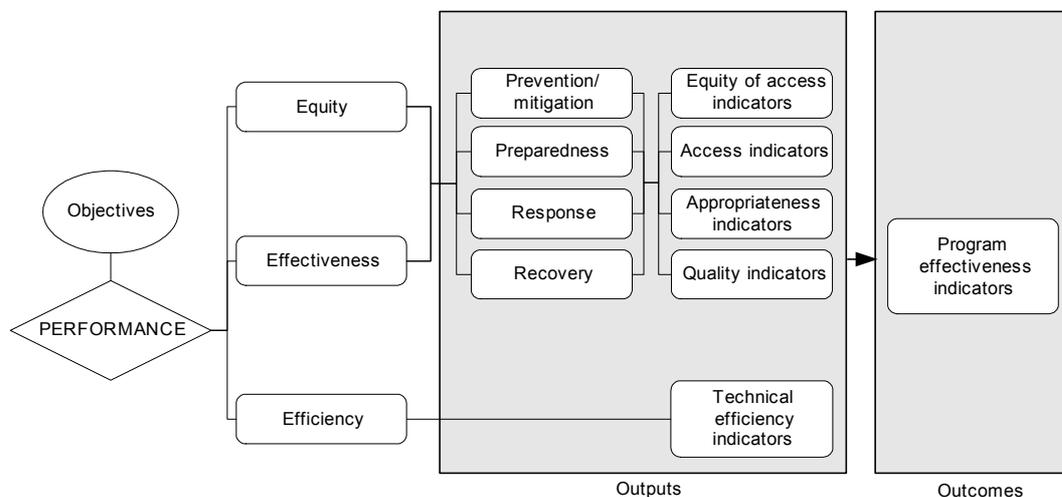
### Box 9.3 Objectives for emergency management

Emergency management services aim to provide highly effective, efficient and accessible services that:

- reduce the adverse effects of emergencies and disasters on the community (including people, property, infrastructure, economy and environment)
- contribute to the management of risks to the community
- enhance public safety.

Emergency service organisations aim to reduce the number of emergency events through prevention activities, and to reduce the impact of emergency events through community and operational preparedness. Fast, effective response and recovery services are critical to containing hazards and managing the consequences of emergency events. The prevention/mitigation, preparedness, response and recovery performance indicator framework (figure 9.1) used in this chapter for fire and road crash rescue events reflects these activities.

Figure 9.1 **General performance indicator framework for emergency management**



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

- *Prevention/mitigation* — the results of measures taken in advance of an emergency aimed at decreasing or eliminating its impact on the community and the environment. Activities that contribute to prevention and mitigation include: advice on land management practice and planning; the inspection of property and buildings for hazards, compliance with standards and building codes, and levels of safe practices; the preparation of risk assessment and emergency management plans; risk categorisation for public information campaigns; and public information campaigns and educational programs to promote safe practices in the community.
- *Preparedness* — the results of measures to ensure, if an emergency occurs, that communities, resources and services are capable of responding to, and coping with, the effects. Activities that contribute to preparedness include: public education and training; emergency detection and response planning (including the installation of smoke alarms and/or sprinklers); hazardous chemicals and material certification, and the inspection of storage and handling arrangements; the exercising, training and testing of emergency service personnel; and standby and resource deployment and maintenance. Preparedness also involves establishing equipment standards and monitoring adherence to those standards.
- *Response* — the results of strategies and services to control, limit or modify the emergency to reduce its consequences. Activities that contribute to response include: the implementation of emergency plans and procedures; the issuing of emergency warnings; the mobilisation of resources in response to emergency incidents; the suppression of hazards (for example, fire containment); the provision of immediate medical assistance and relief; and search and rescue.
- *Recovery (community)* — the results of strategies and services to support affected individuals and communities in their reconstruction of physical infrastructure and their restoration of emotional, social, economic and physical wellbeing. Activities that contribute to community recovery include: the restoration of essential services; counselling programs; temporary housing; long term medical care; and public health and safety information.
- *Recovery (ESOs)* — the results of strategies and services to return agencies to a state of preparedness after emergency situations. Activities that contribute to emergency services recovery include: critical incident stress debriefing; and the return of ESO resources to the state of readiness specified in response plans.

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Effective prevention activities reduce the requirement to respond to, and recover from, emergency events. Every jurisdiction is placing a greater emphasis on preventative activities. Efficient resource use reduces the cost of delivering a service of specified quality.

Outcome indicators in the performance framework indicate the contribution of ESOs to the community, economy and environment. Those currently reported are:

- for fire events: the ‘fire death rate’; ‘fire injury rate’; ‘median dollar losses from structure fire’; and ‘property losses from structure fire per person’
- for road crash rescue events: ‘road death’ rates; and a number of other outcome indicators reported in the Road Safety section of the police services chapter
- for ambulance events: ‘cardiac arrest survived event’; and ‘level of patient satisfaction’. ‘Cardiac arrest survival to hospital discharge’ and ‘pain management’ are identified as important outcome indicators in the ambulance events framework but data are not yet available for these indicators.

The general performance indicator framework presented in figure 9.1 has been applied to fire events (section 9.3) and road crash rescue events (section 9.4). Ambulance events are based on a different, health-related framework (section 9.5).

The Report’s statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (including Indigenous and ethnic status) (appendix A).

### **9.3 Fire events**

This section contains information on the performance of ESOs in providing emergency management services for fire events. A fire event is an incident that is reported to a fire service organisation and requires a response. Fire events include (but are not limited to):

- structure fires (that is, fires inside a building or structure), regardless of whether there is damage to the structure
- landscape fires, including bushfires and grass fires, regardless of the size of the area burnt
- other fires, including vehicle and other mobile property fires, and outside rubbish fires.

## Emergency management services for fire events

Fire service organisations are the primary agencies involved in providing emergency management services for fire events. A range of other agencies may also be involved, including ambulance service organisations, S/TES, police and community services (table 9A.41).

Full reporting would ideally include information on the resources allocated by all ESOs to managing fire events. Although this information is currently unavailable, work is underway to improve data for future Reports. The descriptive information provided below on funding, incidents and human resources relate to fire service organisations only. (As discussed in section 9.1, fire service organisations are also involved in other activities not directly related to fire events.)

### Funding

Total funding of the fire service organisations covered in this Report was greater than \$3.0 billion in 2008-09. Over the period 2004-05 to 2008-09 funding increased (in real terms) for all jurisdictions except the ACT (table 9.2).

**Table 9.2 Real funding of fire service organisations (2008-09 dollars) (\$ million)<sup>a</sup>**

	<i>NSW</i> <sup>b</sup>	<i>Vic</i> <sup>c</sup>	<i>Qld</i>	<i>WA</i> <sup>d</sup>	<i>SA</i>	<i>Tas</i>	<i>ACT</i> <sup>e</sup>	<i>NT</i>	<i>Aust</i>
2004-05	747.6	567.2	356.1	138.6	159.7	59.5	52.2	22.7	2 103.6
2005-06	764.1	594.3	364.7	155.6	161.5	54.5	59.2	23.9	2 177.9
2006-07	849.3	975.7	377.1	249.8	160.7	58.6	57.5	24.2	2 752.9
2007-08	805.8	797.6	380.1	244.0	174.2	59.9	51.0	20.2	2 532.7
2008-09	891.1	1 203.0	400.7	231.7	174.4	60.3	50.6	24.0	3 035.8

<sup>a</sup> Data are adjusted to 2008-09 dollars using the GDP price deflator (2008-09 = 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: 2006-07 is the first year which includes revenue for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. Increase in 2008-09 is due to emergency funding arising from the Black Saturday Bushfires. <sup>d</sup> WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 and subsequent years are not segregated by service and include funding related to delivery of other emergency services including SES and volunteer marine rescue. Data for the Department of Environment and Conservation are not included. <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 for the placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy.

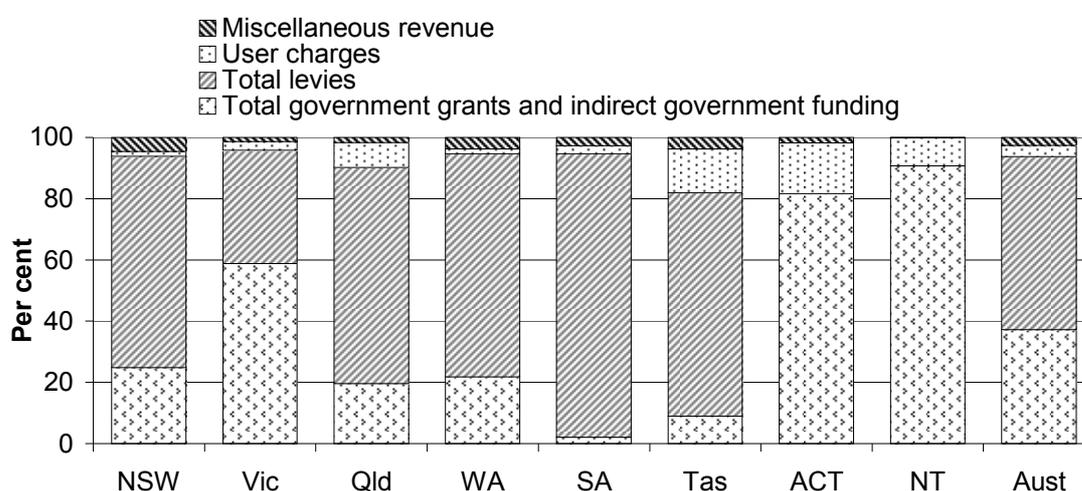
Source: State and Territory governments (unpublished); table 9A.1.

Fire levies were the primary source of funding in 2008-09 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 2008-09, 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, 37.2 per cent of funding for fire service organisations was provided by government as government grants and indirect government revenue in 2008-09 (an increase from 26.9 per cent in 2007-08, with much of this due to government funding directed towards the 2009 Victorian fires). The proportions of funding sources varied across jurisdictions (figure 9.2).

**Figure 9.2 Major sources of fire service organisation revenue, 2008-09 (per cent)**



Source: State and Territory governments (unpublished); table 9A.1.

### Human resources

Human resources refers to any person delivering a firefighting or firefighting-related service, or managing the delivery of this service, including:

- firefighters (qualified paid and volunteer firefighters)
- support personnel (any paid person or volunteer directly supporting operational providers, including administrative, technical and communications personnel).

Nationally, 17 833 full time equivalent (FTE) paid personnel were employed by fire service organisations in 2008-09. Nationally, 13 752 FTE or 77.1 per cent of the 17 833 FTE were paid firefighters. A large number of volunteer firefighters (217 672 people) also participated in the delivery of fire services in 2008-09 (table 9A.5).

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### *Fires and other emergency incidents*

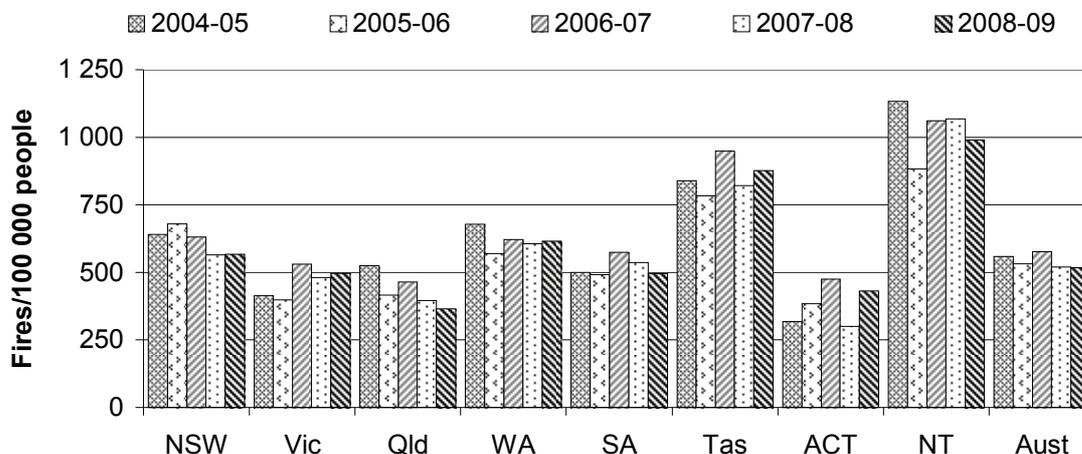
Various urban and rural fire service organisations operate within jurisdictions (table 9A.37). Complete data on reported fires and other incidents were not available in all jurisdictions.

Nationally, 29.0 per cent or 112 033 of the 386 312 reported incidents attended to by fire service organisations were fires, and 70.5 per cent were other emergencies and incidents in 2008-09 (0.5 per cent of incidents were 'not determined or not classified'), with these proportions varying across jurisdictions (table 9A.2). A significant proportion of calls for assistance across all jurisdictions are found, upon investigation, to be false alarms. However, fire service organisations are required by legislation to respond to all calls. An incident cannot be deemed to be a false report until the fire service organisation has responded and investigated the site.

### *Total fire incidents attended by fire service organisations per 100 000 people*

Nationally, 518 fire incidents per 100 000 people were attended in 2008-09, similar to the rate of 519 in 2007-08 (figure 9.3). Rates are more variable across jurisdictions and over time than the national averages.

**Figure 9.3 Fire incidents attended by fire service organisations per 100 000 people<sup>a, b, c, d, e, f, g, h</sup>**



<sup>a</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. QFRS Urban stations (Agency 1) are estimated to serve 87.6 per cent of Queensland's population. <sup>b</sup> WA: Data include reported turnouts by career and volunteer services to all areas of the State. <sup>c</sup> SA: MFS industrial action: 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports completed during this period so data are incomplete). <sup>d</sup> Tas: Data include *all* fire brigades, both full-time and volunteer. Due to industrial action 90 incident reports are incomplete for 2008-09. <sup>e</sup> ACT: Includes data for urban and rural fire service organisations. <sup>f</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 that are caused by the annual growth of vegetation following the wet season. <sup>g</sup> Aust: The average for Australia excludes rural fire service data as per the jurisdictions' caveats. <sup>h</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); table 9A.10.

### *Ignition factor for structure fires*

Cause identification assists fire service organisations and other emergency management stakeholders to formulate fire prevention, community safety and public education programs. Cause identification also helps formulate legislation and standards, and is used to assist in recovery through the provision of information to facilitate insurance claims and settlements.

The most prevalent ignition factors causing structure fires varies between jurisdictions (table 9A.43). Nationally in 2008-09, the ignition factor for 20.1 per cent of structure fires was 'undetermined or not reported'. For structure fires where the cause of ignition could be determined, the most significant factors reported were:

- unattended heat sources (15.0 per cent)

- 
- short-circuit, ground fault and other electrical failure (10.5 per cent)
  - suspicious (9.1 per cent) (table 9A.43).

### *Total reported landscape fire incidents*

Landscape fire incidents include all vegetation fires, irrespective of the size of the area burnt and can vary substantially in their impact on fire resources, the community and longer term consequences. The number and severity of landscape fires is influenced by many factors, including environmental factors such as weather and climate, with the majority of landscape fires triggered by human activity (approximately 85 per cent) or lightning (approximately 15 per cent) (AIC 2008, Bryant 2008).

In early 2009, bushfire devastated Victoria, causing unprecedented loss of life and property (box 9.4).

#### **Box 9.4 Black Saturday (Victorian fires 2009)**

The Victorian Coroner's Office has confirmed the number of deaths as a result of the fires which directly affected many towns and communities; destroying homes, businesses, schools and kindergartens (Australian Government Disaster Assist 2009). Key statistics are:

- deaths: 173
- area burnt: 430 000 hectares (including 51 towns, 78 communities)
- total property dollar losses: \$1.35 billion
- homes lost: 2129, valued at \$713 million (includes contents and outbuildings).

Rebuilding homes and towns, supporting local economies, regenerating the natural environment and restoring community identity is an enormous task — for government, businesses and the communities. The Victorian and Australian governments have responded to this challenge by establishing the Bushfire Reconstruction and Recovery Authority to coordinate and oversee the rebuilding program.

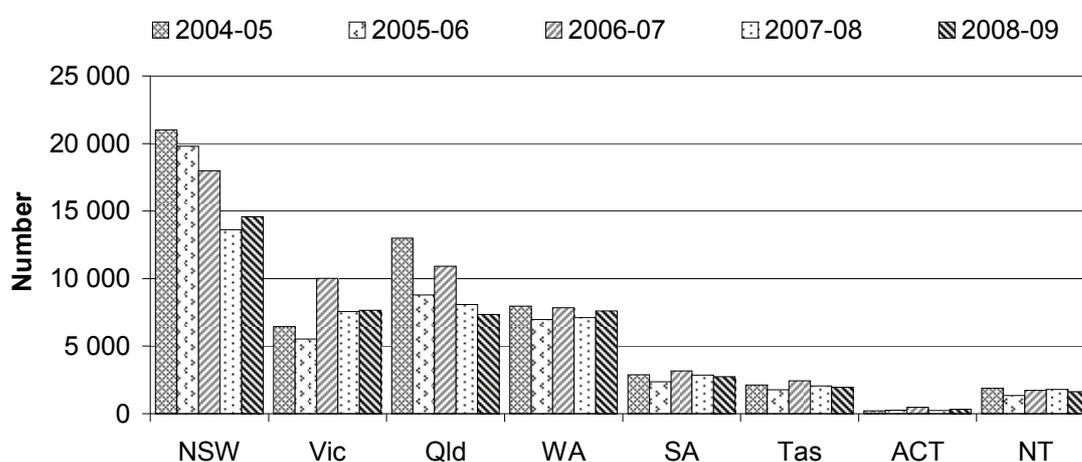
The response to these fires involved cooperation and resources from Australian, State and Territory governments. All of these governments are committed to improving policy and processes as a result of this event and are monitoring the findings and recommendations of the 2009 Victorian Bushfire Royal Commission's interim (August 2009), and final (due July 2010), reports.

Nationally, 43 901 landscape (bush and grass) fire incidents were reported by fire service organisations and land management agencies in 2008-09 (table 9A.3). The 2009 Black Saturday fires in Victoria are treated as a single landscape fire event. The consequences of the Black Saturday fire event are reflected in other data (as

noted in caveats) and indicators, including increased government funding and expenditure for Victoria in 2008-09. Where data relating to the fires are not yet available this is also noted in caveats. Some data relating to this fire event will not be recognised until future editions of the report due to the lag in reporting (for example fire deaths and fire injuries data).

The numbers of reported landscape fire incidents are in figure 9.4. Incidents reported to land management agencies are not included 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>**



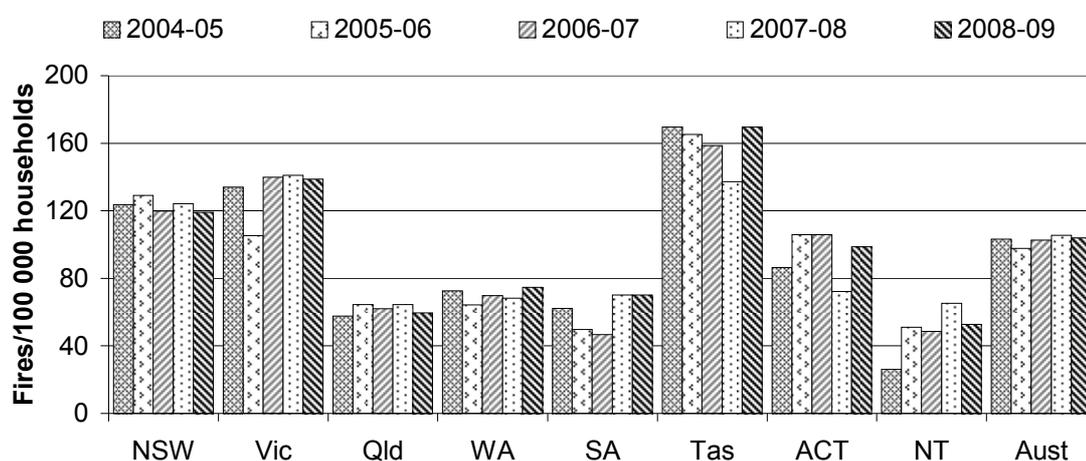
<sup>a</sup> These data may be different to those reported elsewhere because they reflect responses from fire service organisations and, where stated, land management agencies. <sup>b</sup> NSW: Includes data from the NSW Department of Environment and Climate Change, the NSW Rural Fire Service and the NSW Fire Brigades for all bush and grass fires regardless of size of area burnt. <sup>c</sup> Vic: Data include incidents from the Department of Sustainability and Environment. Due to data collection issues, data are incomplete for 2005-06. Black Saturday (Victorian fires 2009) is treated as a single landscape fire event in 2008-09. <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 include landscape fires reported by the Department of Environment and Conservation as a lead agency, with 648 fires recorded for 2008-09. <sup>f</sup> SA: MFS industrial action: 18/4/05 0800 hrs to 20/06/05 1800 hrs (no incident reports completed during this period so data are incomplete). <sup>g</sup> Tas: Data include all vegetation fires, irrespective 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 from 2006-07 to 2007-08 corresponds to a milder fire season than the previous year. <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.

*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. Rates may not be entirely comparable, as the number of accidental residential structure fires is affected by the number of fires where the cause has been determined and classified by fire service personnel. Although the national rate has been relatively constant, rates for jurisdictions show more variability over the five year period.

**Figure 9.5 Accidental residential structure fires reported to fire service organisations<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> Rates may not be entirely comparable. The numerator (the number of accidental residential structure fires) is affected by the number of fires where the cause has been determined and classified by fire service personnel. Data for the denominator are from the ABS Australian Demographic Statistics Household projection series and are taken as the average of household data from the start and end of each financial year period to provide a financial year midpoint estimate. For example, household data for the 2008-09 financial year are the average of total households as at 30 June 2008 and as at 30 June 2009. <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>d</sup> WA: Data include reported turnouts by career and volunteer services for all areas of the State. <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. <sup>g</sup> NT: Data are for NT Fire and Rescue Service permanent fire stations only.

Source: ABS (2009) *Australian Demographic Statistics* Table 21 Projected number of households, states and territories—at 30 June, Cat. no. 3101.0; State and Territory governments (unpublished); table 9A.4.

*Hazardous materials incidents*

Hazardous materials include paints, adhesives, solvents, fuels, soap, detergents, cosmetics, pharmaceuticals, cleaners, household chemicals, acids, farm and garden

chemicals, explosives, industrial chemicals, plastics raw materials, gases and many others. All of these materials have hazardous properties that must be controlled or contained. The materials must be effectively managed and cleaned up in an emergency, when the primary controls have failed.

Australian governments aim to minimise the adverse effects of hazardous materials incidents on the community to enhance public safety. There is increasing community expectation that governments will prevent hazardous materials incidents that threaten community safety and the environment and that fire service organisations will respond to these incidents with the minimum possible further impact on the environment.

Fire service organisations provide ‘Hazmat’ (hazardous material) services that contribute to achieving enhanced community safety and quality of life, business confidence and protection of the environment by:

- influencing government policy and legislation to ensure integration of prevention and response activities
- effective planning, prevention, safe response and recovery from incidents.

The prevention/mitigation, preparedness, response and recovery services provided and delivered by fire service organisations for hazardous materials incidents have the potential to avoid the need for downstream services. The use of downstream services may be undesirable because it reflects negative outcomes and/or involves significant social costs.

Nationally, fire service organisations responded to 3132 hazardous materials incidents in 2008-09 (table 9.3).

**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</i>	<i>SA<sup>a</sup></i>	<i>Tas</i>	<i>ACT<sup>a</sup></i>	<i>NT</i>	<i>Aust</i>
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	415	87	180	26	179	90	3 202
2008-09	911	910	430	70	466	31	130	184	3 132

<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: Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures.

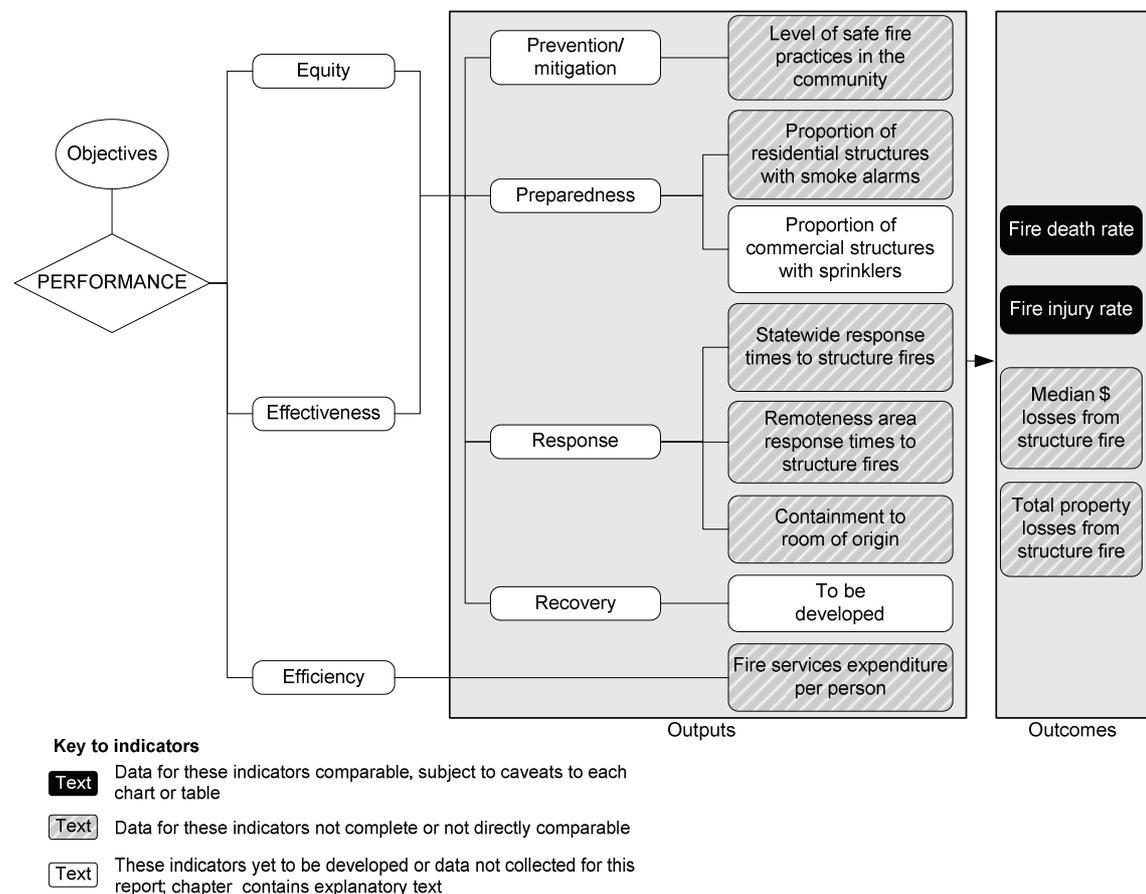
Source: State and Territory governments (unpublished).

In addition to fire service organisations, other agencies and organisations contribute to the emergency management and risk management of hazardous materials incidents. Different arrangements exist across jurisdictions (table 9A.42).

## Framework of performance indicators

Figure 9.6 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.

Figure 9.6 Performance indicators for fire events



The performance indicator framework for fire events shows which data are comparable in the 2010 Report. For all data, supporting text and footnotes include caveats relevant to interpretation. Indicators that are considered comparable are only comparable subject to accompanying caveats. Chapter 1 discusses data comparability from a Report wide perspective (see section 1.6).

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Performance information is reported for a number of indicators. These results might have been influenced by factors such as differences in climatic and weather conditions, the socio-demographic and topographic composition of jurisdictions, property values and dwelling construction types. Importantly, jurisdictions also have diverse legislative fire protection requirements.

Results need to be interpreted with care because data might have been derived from small samples (for example, jurisdictions' fire safety measures surveys) or may be highly variable as a result of relatively small populations (as in Tasmania, the ACT and the NT).

The role of volunteers also needs to be considered when interpreting some indicators (such as fire service organisation expenditure per person). Volunteer personnel provide a substantial proportion of fire services (and emergency services more generally). While costs such as the training and equipment associated with volunteers are included in the cost of fire service provision, the labour costs of providing fire services would be much greater without volunteers (assuming these functions were still performed).

Information has not been reported for all fire events in each jurisdiction consistently over time. Reported results sometimes exclude rural fire events, so performance data are not always directly comparable across jurisdictions. Fire service organisations are cooperating to improve the standards for the collection of fire events data, which is evident by the inclusion of rural fire service organisations data by more jurisdictions in recent years. Differences in counting rules are expected to be minimised in future Reports.

## **Key performance indicator results**

### *Outputs*

Outputs are the 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'.

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### *Equity and effectiveness — prevention/mitigation*

Equity and effectiveness indicators are linked for fire events. The equity dimension of prevention/mitigation indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from fire services' activities. The effectiveness dimension of prevention/mitigation indicators relates to fire service organisations' ability to prevent fires and mitigate fire damage.

### *Level of safe fire practices in the community*

'Level of safe fire practices in the community' is an indicator of governments' objective to reduce the adverse effects of fires on the community and manage the risk of fires (box 9.5).

#### **Box 9.5 Level of safe fire practices in the community**

'Level of safe fire practices in the community' is defined as the number of households with household fire safety measures installed or prevention procedures followed, divided by the total number of households.

The higher the proportion of households with a fire safety measure installed or prevention measure followed, the less likely fires will occur or cause excessive damage. This indicator does not provide information on the degree to which practices under consideration contribute to fire prevention and mitigation.

Comparable data for this indicator were last reported by the ABS in 2001 (for the reference period February to November 2000). Since then data have been available inconsistently from various sources and are not directly comparable.

Selected fire risk management/mitigation strategies across jurisdictions are identified in table 9A.35. Nationally consistent data on household fire safety measures installed or prevention procedures followed have not been available since the ABS Population Survey Monitor (PSM) (ABS 2001) was discontinued (in November 2001). Since then, some jurisdictions have conducted their own surveys of household fire safety measures installed or prevention procedures followed. These surveys have focused on local priorities, for example, where there are already high levels of reported smoke alarms in homes, surveys may target other fire safety practices or measures. Different survey methodologies have also been used across jurisdictions. Such methodological differences between the surveys undertaken by the jurisdictions mean that nationally consistent data are not currently available.

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### *Equity and effectiveness — preparedness*

The equity dimension of preparedness indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from fire services' activities. The effectiveness dimension of preparedness indicators relates to fire service organisations' ability to prepare, and assist the community to prepare, for fire events.

#### *Proportion of residential structures with smoke alarms*

The proportion of residential structures with smoke alarms is an indicator of governments' objective to reduce the adverse effects of fire on the community through preparedness measures (box 9.6).

**Box 9.6 Proportion of residential structures with smoke alarms**

'Proportion of residential structures with smoke alarms' is defined as the number of households with a smoke alarm installed, divided by the total number of households.

The higher the proportion of households with a smoke alarm installed, the greater is the likelihood that the adverse effects of fire will be avoided or reduced.

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

Current nationally comparable and complete time series data are not available on the proportion of residential structures with smoke alarms. Nationally consistent data for all jurisdictions were last available for the reference period February to November 2000, from the discontinued ABS PSM. Where available, subsequent data suggest increasing percentages of households have installed a smoke alarm/detector (table 9A.12). However, as these data are sourced from various jurisdictional collections they are not strictly comparable.

The most recent cross-sectional, nationally consistent data available relevant to the preparedness aspect of 'level of safe fire practices in the community' are for four jurisdictions on a variety of safety precautions (NSW, Victoria, Queensland and the ACT), for October 2007 (table 9A.11). Results indicated that across those four jurisdictions:

- 7.9 per cent of households had 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).

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Related data for the same time period are available for WA (ABS 2008b).

*Proportion of commercial structures with sprinklers*

‘Proportion of commercial structures with sprinklers’ is an indicator of governments’ objective to prevent the adverse effects of fire on the community through preparedness measures (box 9.7).

**Box 9.7 Proportion of commercial structures with sprinklers**

‘Proportion of commercial structures with sprinklers’ is defined as the number of commercial structures with sprinklers installed, divided by the total number of commercial structures.

The higher the proportion of commercial structures with sprinklers installed, the greater is the likelihood that the adverse effects of fire are reduced. This indicator will not provide information on the operational status of sprinkler systems or their contribution to fire prevention.

Nationally comparable data are not available for this indicator.

*Equity and effectiveness — response*

The equity dimension of response indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from fire services’ activities. The effectiveness dimension of response indicators relates to fire service organisations’ ability to respond to and suppress fires.

*Statewide, and remoteness area, response times to structure fires*

‘Statewide response times to structure fires’ and ‘remoteness area response times to structure fires’ are indicators of governments’ objective to reduce the adverse effects of fire on the community through timely response activities (box 9.8).

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**Box 9.8 Statewide and remoteness area response times to structure fires**

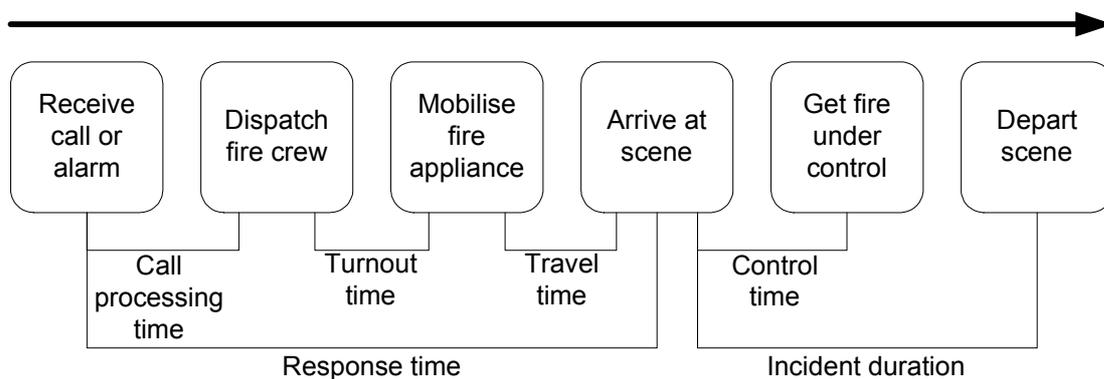
Statewide and remoteness area response times are defined as the times within which 50 per cent and 90 per cent of structure fires are responded to, measured by when the first fire appliance arrives at the scene.

Structure fires are those fires in housing and other buildings. The response time is defined as the interval between the receipt of the call at the communications centre and the arrival of the first appliance at the scene (that is, when the vehicle is stationary and the handbrake is applied). This and other intervals are illustrated in figure 9.7.

Percentile calculations are based on emergency responses to structure fire incidents and include responses by both permanent and volunteer brigades (unless otherwise noted in jurisdictions' caveats).

Shorter response times suggest the adverse effects on the community of emergencies requiring fire services are reduced. Data reported for this indicator are not directly comparable.

**Figure 9.7 Response time points and indicators for fire events**



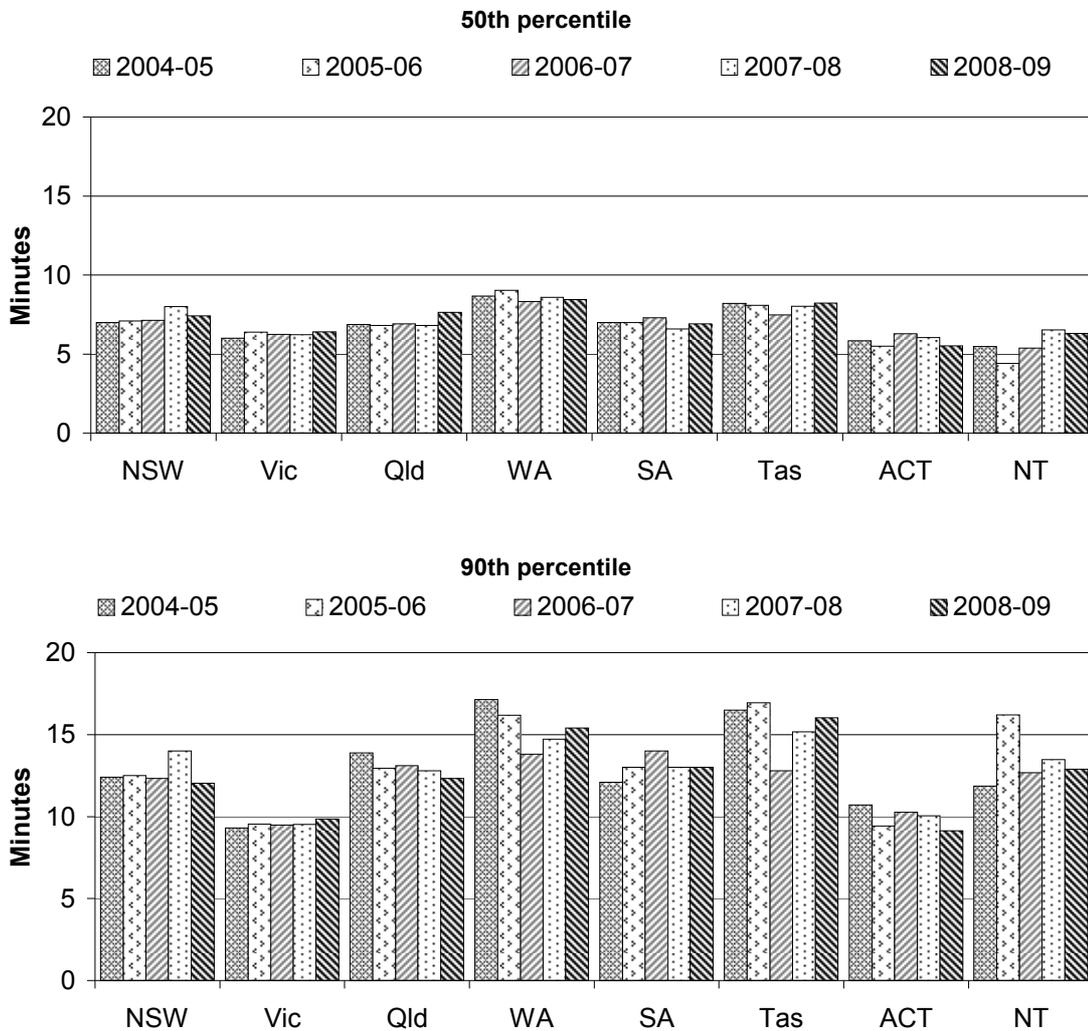
Response times need to be interpreted with caution because the data are not strictly comparable across jurisdictions. There are many factors that influence response times including:

- land area, and population size and density
- topography, road/transport infrastructure and traffic densities
- crewing configurations, response systems and processes, and travel distances.

In addition, reported response times can be affected by data collection systems. Jurisdictions use a combination of computer aided dispatch (CAD) and manual systems. The majority of data are retrieved from CAD systems, with manual systems providing approximately 10 per cent of data across all jurisdictions.

Response times vary between jurisdictions (figure 9.8).

Figure 9.8 Response times to structure fires, state-wide<sup>a, b, c</sup>

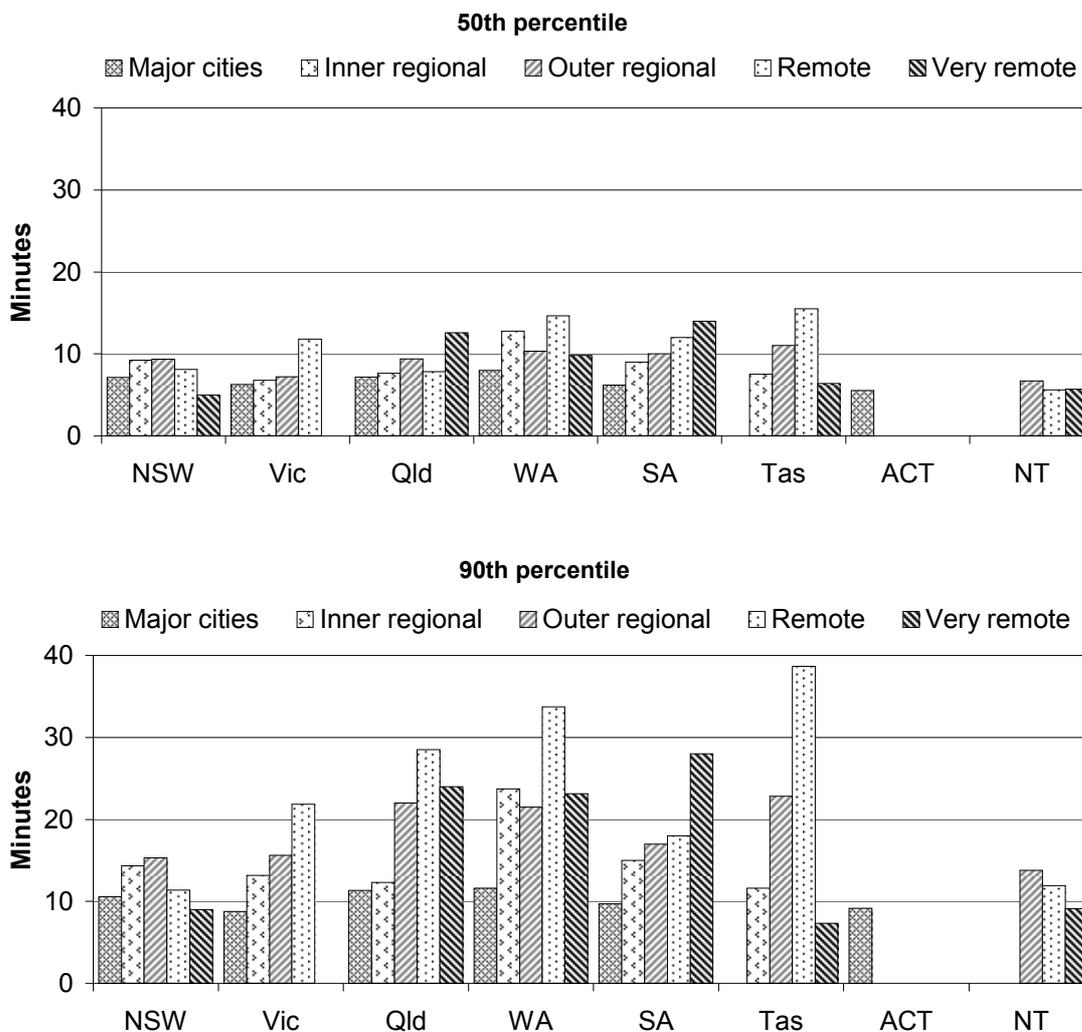


<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. Data with incomplete time details are excluded from percentile calculations. <sup>b</sup> Qld: In 2008-09 90 incidents were unable to be classified by remoteness and have been removed from calculations. Response times for QFRS Rural brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. <sup>c</sup> WA: Response times for major cities, regional and remote areas are affected by volunteer data that, particularly in remote areas of the State, are affected by significant travel time to incidents.

Source: State and Territory governments (unpublished); table 9A.13.

Response times can be segmented into remoteness areas based on the ABS Australian Standard Geographical Classification (figure 9.9).

**Figure 9.9 Response times to structure fires, by remoteness area, 2008-09<sup>a, b, c, d, e, f, g, h</sup>**



<sup>a</sup> Differences between jurisdictions in definitions of response times, geography, personnel mix, and system type (manual or CAD), affect the comparability of response times data. Data with incomplete time details are excluded from percentile calculations. <sup>b</sup> Vic: There are no very remote areas in Victoria. <sup>c</sup> Qld: In 2008-09, 90 incidents were unable to be classified by remoteness and have been removed from calculations. Response times for QFRS Rural brigade crews are not included as response times are not accurately recorded. Only primary exposure incidents are included. <sup>d</sup> WA: Data include both career and volunteer responses. Response times for major cities, regional and remote areas are affected by volunteer data that, particularly in remote areas of the State, are affected by significant travel time to incidents. <sup>e</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. The high 90<sup>th</sup> percentile result for the 'very remote' category is due to the small number of reported fires (11), with some fires having response time of 1 to 3 hours. <sup>g</sup> ACT: All responses were within the major city. <sup>h</sup> NT: NT Fire and Rescue Services respond to structure fires outside gazetted Emergency Response Areas in the NT when required impacting on some response times.

Source: State and Territory governments (unpublished); table 9A.14.

## Containment to room of origin

‘Containment to room of origin’ is an indicator of governments’ objective to reduce the adverse effects of fire emergency events on the community by response and mitigation strategies (box 9.9).

### Box 9.9 Containment to room of origin

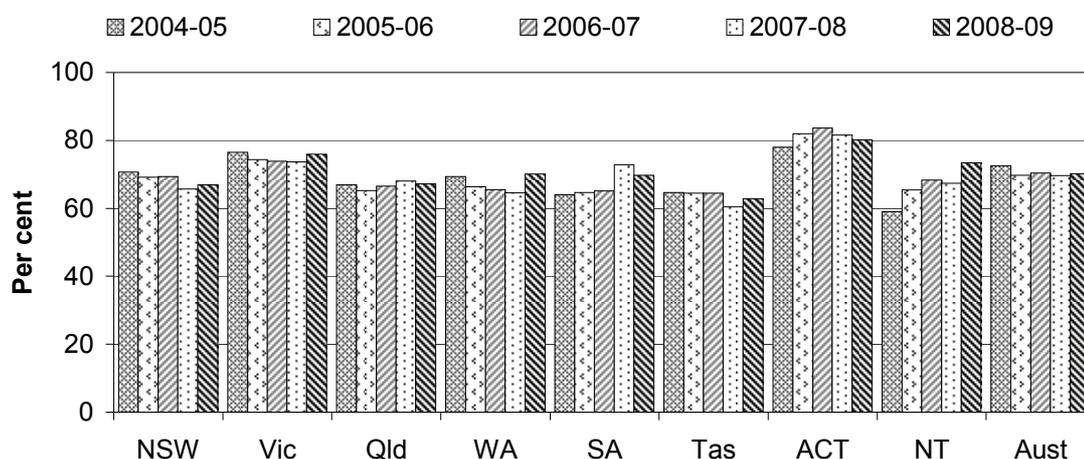
‘Containment to room of origin’ is defined as the number of structure fires contained to the object or room of origin divided by the total number of structure fires. Structure fires are those fires in housing and other buildings.

A higher proportion of structure fires contained to the object or room of origin is more desirable.

Data reported for this indicator are not directly comparable.

The proportion of fires, from all ignition types, contained to the object or room of origin varies between jurisdictions, and within jurisdictions over time (figure 9.10).

Figure 9.10 **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. <sup>c</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>d</sup> WA: Incidents where containment codes are not completed, and where the fire only affects the outside of a structure are excluded from containment calculations. <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 in 2008-09, the proportion of incendiary and suspicious structure fires contained to the object or room of origin was 56.9 per cent and for accidental structure fires 80.4 per cent. Nationally, rates have shown little movement over the 5 years to 2008-09. However, trends in individual jurisdictions' rates have varied (table 9A.15).

### *Equity and effectiveness — recovery*

The equity dimension of recovery indicators relates to whether specific parts of the community with special needs or difficulties in accessing government services benefit from recovery strategies, services and activities. The effectiveness dimension of recovery indicators relates to community restoration, and to communities' and fire service organisations' ability to return to a state of preparedness (box 9.10).

#### **Box 9.10 Performance indicators — recovery**

There are two elements to recovery: supporting communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic, ecological and physical wellbeing following a fire event, and return of communities and fire service organisations to a state of preparedness after experiencing a fire event.

Recovery indicators are identified as a key development area for future Reports.

### *Efficiency*

#### *Fire service organisations' expenditure per person*

'Fire service organisations' expenditure per person' is a proxy indicator of the efficiency of governments in delivering emergency management services (box 9.11).

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**Box 9.11 Fire service organisations' expenditure per person**

'Fire service organisations' expenditure per person' is defined as total fire service organisation expenditure per person in the population.

All else being equal, lower expenditure per person represents greater efficiency. However, efficiency data are difficult to interpret. While high or increasing expenditure per person may reflect deteriorating efficiency, it may also reflect changes in aspects of the service (such as improved response) or the characteristics of fire events (such as more challenging fires). Similarly, low or declining expenditure per person may reflect improving efficiency or lower quality (response times) or less challenging fires.

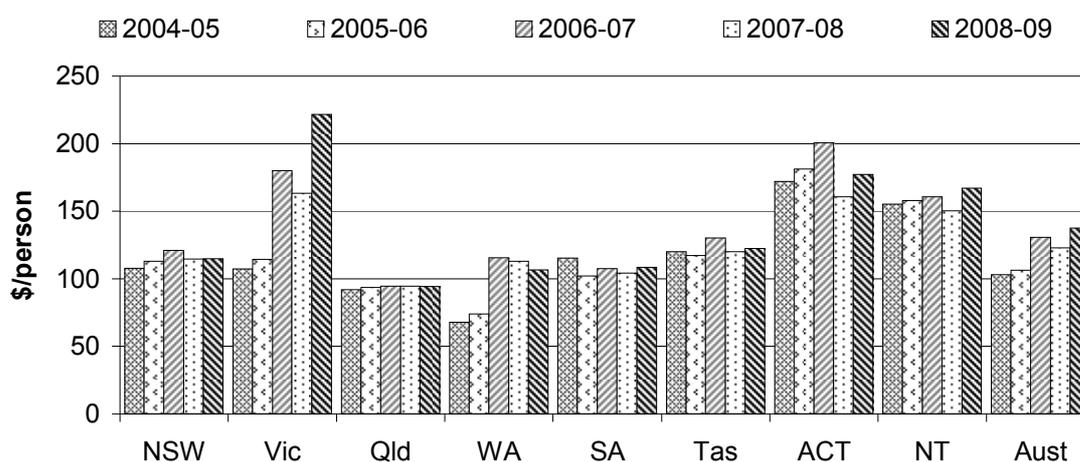
Expenditure per person is employed as a proxy for efficiency. Expenditure per fire is not used as a proxy for fire service organisation efficiency because an organisation that applies more resources to the prevention and preparedness components to reduce the number of fire incidents could erroneously appear to be less efficient.

Data reported for this indicator are not directly comparable.

Both total cost of fire service organisations and the cost to government of funding fire service organisations are reported. Both are reported, because revenue from other sources is significant for a number of jurisdictions.

Nationally, the total expenditure on fire service organisations per person in 2008-09 was approximately \$138 (figure 9.11).

**Figure 9.11 Fire service organisations expenditure per person (2008-09 dollars)<sup>a, b, c, d, e</sup>**

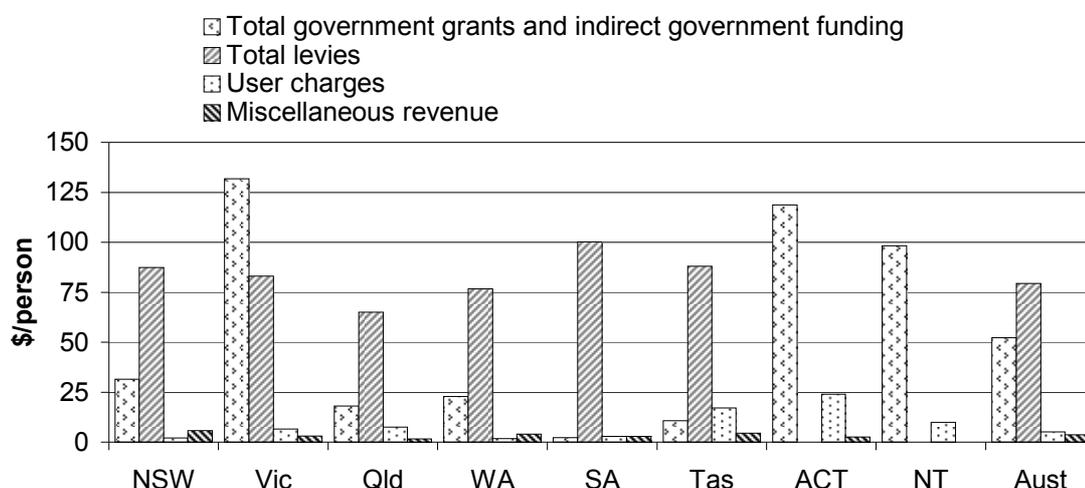


<sup>a</sup> Data are adjusted to 2008-09 dollars using the GDP price deflator (2008-09 = 100) (table AA.26). Due to differences in definitions and counting rules, data reported may differ from those in agency annual reports and other sources. Total fire expenditure includes levies on insurance companies 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. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). <sup>c</sup> Vic: 2006-07 is the first year in which the Victorian data includes expenditure for the Department of Sustainability and Environment (DSE) and explains the marked increase for that year. 2008-09 data include a significant increase in expenditure due to emergency funding arising from the Black Saturday Bushfires. <sup>d</sup> WA: FESA provides a wide range of emergency services under an integrated management structure. Data for 2006-07 and subsequent years cannot be segregated by service and include SES and volunteer marine services as well as fire. Data for the Department of Environment and Conservation are not included. <sup>e</sup> ACT: The increase in 2005-06 was due to a significant upgrade of Emergency Services Communications systems and inclusion of Joint Emergency Services Training Costs. 2006-07 expenditure includes placement of an Ericson sky crane in the ACT as part of the National Aerial Firefighting Strategy.

Source: State and Territory governments (unpublished); table 9A.17.

Nationally, total government grants and indirect government funding of fire service organisations per person in 2008-09 was \$52.18. Levies per person in 2008-09 averaged \$79.36 nationally, with relatively minor contributions from user charges and miscellaneous revenue (table 9A.18). The major sources of funding varied considerably across jurisdictions (figure 9.12).

Figure 9.12 Fire service organisation funding per person, 2008-09<sup>a</sup>



Source: State and Territory governments (unpublished); table 9A.18.

## Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (chapter 1, section 1.5). These outcome indicators: ‘fire death rate’, ‘fire injury rate’, ‘median dollar losses from structure fire’ and ‘property losses from structure fire per person’, relate to the objective of ESOs to minimise the effect of fire on life, property and the environment. Caution should be exercised in interpreting data for some indicators, given the significant fluctuations from year to year, particularly for jurisdictions with relatively small populations.

### Fire death rate

‘Fire death rate’ is an indicator of governments’ objective to minimise the adverse effects of fire events on the community and enhance public safety (box 9.12).

#### Box 9.12 Fire death rate

‘Fire death rate’ is defined as the number of fire deaths per million people.

A low or decreasing fire death rate represents a better outcome.

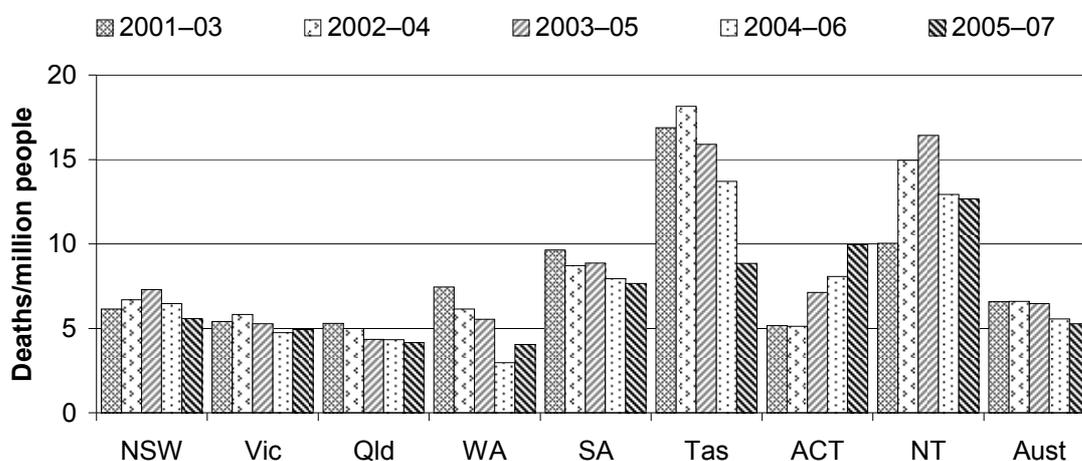
Fire deaths are identified from cause of death information supplied by the medical practitioner certifying the death or by a coroner. Fire deaths are reported by year of registration of death at State and Territory Registrars of Births, Deaths and Marriages.

Data reported for this indicator are comparable. Latest available data are for 2007.

Nationally, there were 98 fire deaths in 2007. Exposure to smoke, fire and flames accounted for 58 deaths, 15 fire deaths occurred from intentional self-harm by smoke, fire and flames and 3 deaths were due to assault. The remaining fire deaths were of undetermined intent (table 9A.6). The fire death rate was 4.7 deaths per million people in 2007.

Fire deaths data are volatile over time, because of the small number of fire deaths. To overcome data volatility, a three year weighted average fire death rate is reported (figure 9.13).

**Figure 9.13 Annual fire death rate, three year rolling average<sup>a, b, c, d, e</sup>**



<sup>a</sup> Fire deaths data may differ slightly from those published in earlier reports due to ABS revisions incorporated in the 2010 Report. Cells in table 9A.6 have been randomly adjusted to avoid the release of confidential data. Where necessary, totals have been adjusted separately to the component cells and totals are not necessarily the sum of the component cells. <sup>b</sup> Fire deaths are coded to the ICD and Related Health Problems Revision 10 (ICD-10) and include ICD fire death codes X00-X09 plus X76, X97 and Y26. Fire deaths data are reported by the State or Territory of the deceased's usual residence, and by the year the death was registered. <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 Other Territories. <sup>e</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Calendar year population estimates are the midpoint estimate of the relevant calendar year (that is, as at 30 June).

Source: ABS (various years) *Causes of Death, Australia*, Cat. no. 3303.0 (unpublished); table 9A.6.

Nationally, the three year weighted average fire death rate was 5.3 per million people for 2005–07.

### *Fire injury rate*

‘Fire injury rate’ is an indicator of governments’ objective to minimise the adverse effects of fire events on the community and enhance public safety (box 9.13).

### Box 9.13 Fire injury rate

'Fire injury rate' is defined as the number of fire injuries per 100 000 people.

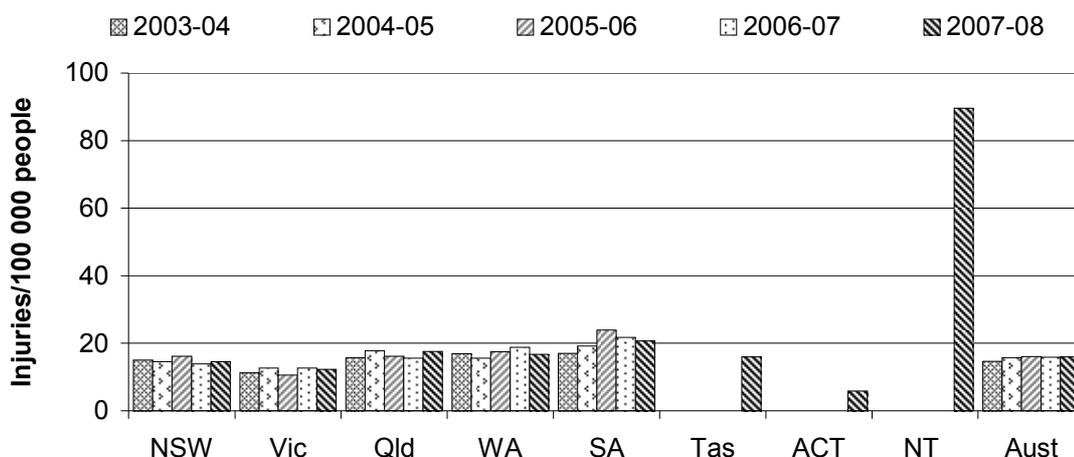
A lower fire injury rate represents a better outcome.

Fire injuries are represented by hospital admissions (excluding emergency department non-admitted casualties) and are reported by the State or Territory where the admission occurs. A person injured by fire may be treated more than once, and in more than one State or Territory. Deaths from fire injuries after hospitalisation have been removed from the fire injuries data for the time series because these are counted in the fire death rate.

Data reported for this indicator are comparable. Latest available data are for 2007-08.

Nationally in 2007-08, there were 3378 hospital admissions due to fire injury (table 9A.7) and the rate per 100 000 people was 15.9 (figure 9.14).

Figure 9.14 Annual fire injury rate<sup>a, b, c</sup>



<sup>a</sup> Fire injuries are coded to the ICD and Related Health Problems Revision 10 (ICD-10) and include ICD fire injury codes X00-X09 plus X76, X97 and Y26. Fire injuries are reported by the State or Territory where the injury is treated. Excludes secondary fires resulting from explosions, transport incidents, and emergency department non-admitted casualties. <sup>b</sup> Tas, ACT and NT: Data for 2003-04 to 2006-07 are not available. <sup>c</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: Australian Institute of Health and Welfare (AIHW), *National Hospital Morbidity Database* (unpublished); table 9A.7.

Fire injury rates are volatile over time, given the small number of fire injuries. To overcome data volatility, three year weighted average fire injury rates are reported

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in the data attachment table for periods and jurisdictions with published data (table 9A.7).

### *Losses from structure fire*

‘Median dollar losses from structure fire’ (box 9.14) and ‘property loss from structure fire per person’ (box 9.15) are indicators of the effect of fire on property.

#### **Box 9.14 Median dollar losses from structure fire**

‘Median dollar losses from structure fire’ is defined as the median dollar losses from structure fire (a fire in a house or other building), adjusted for inflation. The median is the middle number in a sequence and is regarded as a more appropriate measure of ‘typical’ losses than the average (or mean) loss.

Lower or decreasing median dollar losses represent a better outcome.

Data reported for this indicator are not directly comparable.

#### **Box 9.15 Property losses from structure fire per person**

‘Property losses from structure fire per person’ is defined as the property loss from structure fire (a fire in housing or other building) per person, adjusted for inflation.

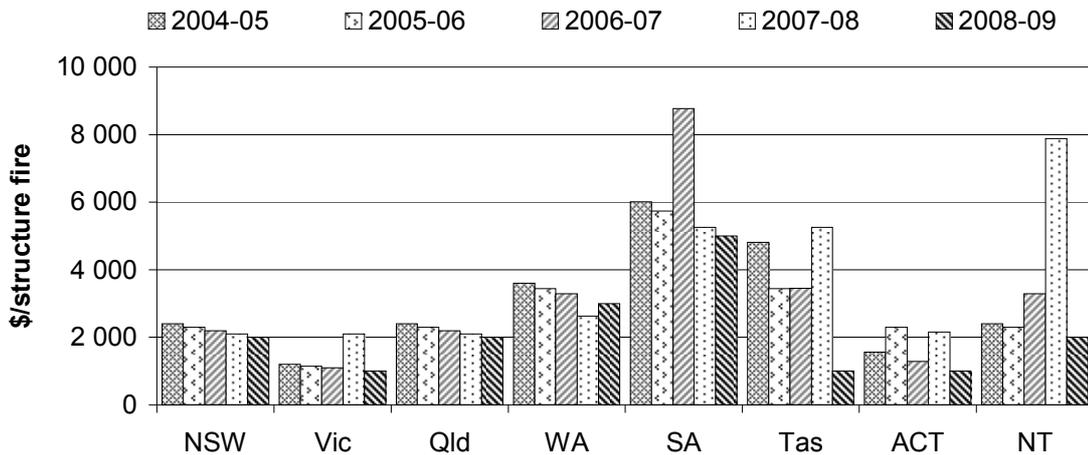
Lower or decreasing total property losses from structure fire per person represent better outcomes.

Data reported for this indicator are not directly comparable.

These data (expressed in real terms) have not been adjusted for jurisdictional differences in the costs and values of various types of building. Further, the method of valuing property loss from fire varies across jurisdictions.

The median dollar loss varies across jurisdictions and over time. No clear national trends are evident (figure 9.15).

Figure 9.15 **Median dollar loss per structure fire (2008-09 dollars)**<sup>a, b, c, d, e, f</sup>



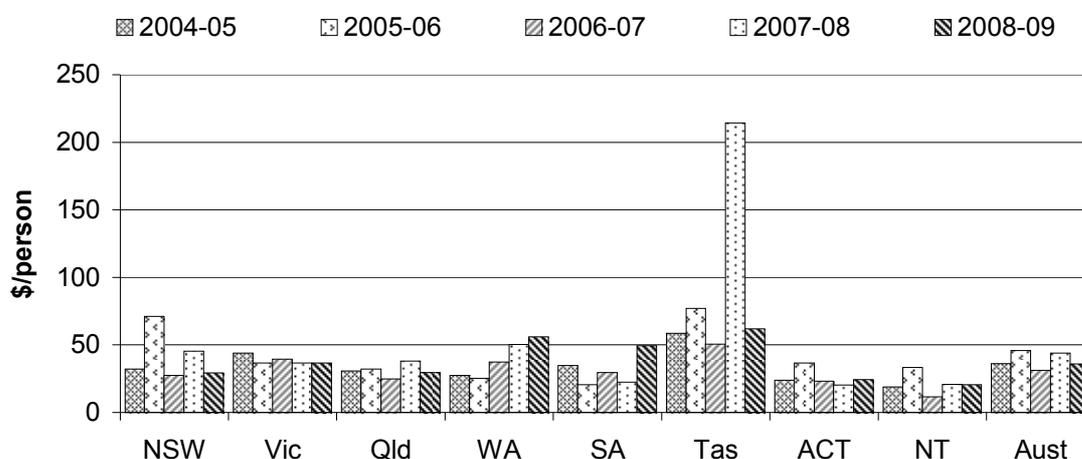
<sup>a</sup> Data are adjusted to 2008-09 dollars using the GDP price deflator (2008-09 = 100) (table AA.26). Estimates have not been validated by the insurance industry, or adjusted for interstate valuation differences. <sup>b</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. 2008-09 data do not include loss arising from the Black Saturday Bushfires in 2009. <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> SA: 2006-07 data may be under reported because MFS data entry was not completed by the submission deadline. <sup>e</sup> WA: Dollar losses are based on estimated values provided by firefighters. <sup>f</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.

Source: State and Territory governments (unpublished); table 9A.8.

The property loss per person (expressed in real terms) has fluctuated over time in all jurisdictions (figure 9.16).

Data for the three year average property loss per person are also available in the attachment tables (table 9A.9).

**Figure 9.16 Property loss from structure fire per person  
(2008-09 dollars)<sup>a, b, c, d, e, f, g, h, i, j</sup>**



<sup>a</sup> Data are adjusted to 2008-09 dollars using the GDP price deflator (2008-09 = 100) (table AA.26). Estimates have not been validated by the insurance industry or adjusted for interstate valuation differences. <sup>b</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). <sup>c</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 each; 2007-08, 19 at \$1+ million each with four at \$5+ million each and one of \$100 million. <sup>d</sup> Vic: Due to data collection issues, data are incomplete for 2005-06. 2008-09 data do not include loss arising from the Black Saturday Bushfires in 2009. <sup>e</sup> Qld: Accurate identification of incidents attended by both QFRS Urban and Rural crews is not possible at this stage. Reporting of incident attendance by QFRS Rural Crews is incomplete due to voluntary reporting procedures. QFRS Urban stations (Agency 1) are estimated to serve 87.6 per cent of Queensland's population. In 2007-08 one major incident accounted for \$41m of the total property loss value. <sup>f</sup> WA: Dollar losses are based on estimated values provided by firefighters. <sup>g</sup> SA: 2006-07 data include a \$15 million fire accounting for 35 per cent of the reported dollar loss that year. Data entry for 2006-07 reported property loss from structure fire was incomplete. <sup>h</sup> Tas: Data are for all fire brigades, both full time and volunteer. For 2007-08, data include two significant fires where the property loss was \$60 million and \$20 million respectively. Property loss does not include losses as a result of vegetation fires. Due to industrial action 90 incident reports are incomplete in 2008-09. <sup>i</sup> Tas, ACT and NT: Due to small population sizes, rates in these jurisdictions may be affected significantly by single large-loss events. <sup>j</sup> Average for Australia excludes rural fire service data for some years as per the jurisdictions' caveats.

Source: State and Territory governments (unpublished); table 9A.9.

## 9.4 Road crash rescue events

A road crash rescue event is an incident involving a motor vehicle and the presumption that assistance is required from ESOs.

A primary aim of governments is to reduce death and injury and the personal suffering and economic costs of road crashes. Achieving this aim is challenging and complex. It requires a range of activities, including design and maintenance of vehicles and roads, driver training, road user education, enforcement of road rules,

emergency response and health care in the event of an incident. The agencies involved in this include emergency services organisations, police services, road and transport authorities, health and community services and others.

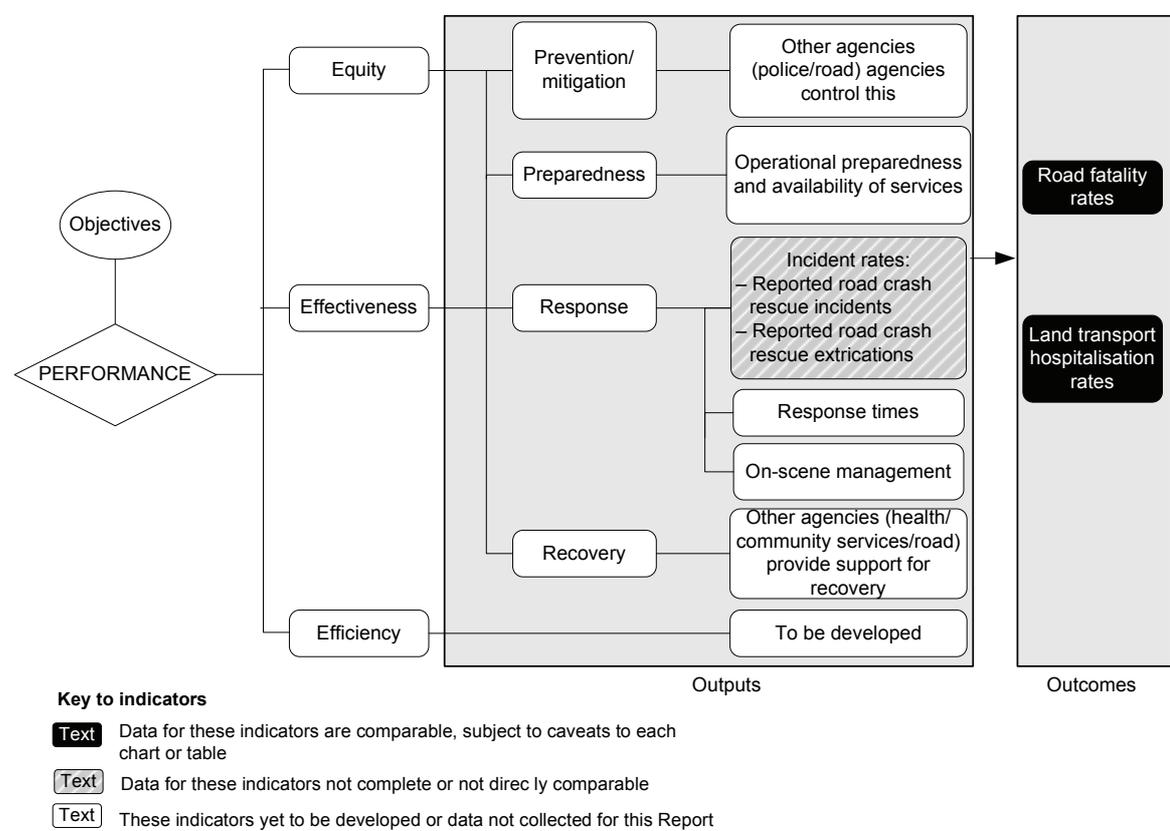
Emergency service organisations provide services that contribute to governments' aims through the provision of effective and efficient medical and rescue services. These rescue services are provided by a diverse range of ESOs; nationally, road crash rescue services are provided by over 20 organisations (table 9A.41).

Some aspects of police activities that are relevant to road crash rescue are addressed in chapter 6, section 6.6.

### Framework of performance indicators

An updated performance indicator framework is presented in this Report (figure 9.17).

Figure 9.17 Performance indicators for road crash rescue events



The framework represents the key elements of a road crash rescue reporting framework. A number of complex issues require further work to develop indicator

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definitions and identify key measures and data sources. This work will be undertaken progressively for future editions of the Report.

The focus of reporting in this section of the Report is on the preparedness, response and efficiency indicators for road crash rescue events. Related road safety reporting is included in the Police services chapter under road safety (chapter 6, section 6.6). Data relating to patient transportation are incorporated into ambulance events reporting later in this chapter (section 9.5).

#### *Equity and effectiveness — prevention/mitigation*

The prevention/mitigation and recovery elements of the performance framework for road crash rescue are largely controlled by agencies other than the ESOs covered by this chapter; for example, prevention of road crashes through community safety campaigns, regulation and law enforcement is predominately a police activity. Agencies involved in recovery range from traffic authorities reopening roadways, to the health and community sectors for rehabilitation of patients.

The National Road Safety Strategy (NRSS), and related Action Plan (ATC 2000 and 2009) provide the framework and priority areas for coordinating the road safety initiatives of Australian, State, Territory and local governments, as well as other major organisations with road safety responsibilities.

#### *Equity and effectiveness — preparedness*

‘Operational preparedness and availability of services’ indicators are linked to the NRSS and aim to improve trauma, medical and retrieval services. Indicators will focus on the number and availability of appropriately trained and authorised personnel (staff and volunteers), and location of facilities. Definitions and data are yet to be developed for reporting on a nationally comparable basis (box 9.16).

#### **Box 9.16 Operational preparedness and availability of services**

Specific measures of operational preparedness and availability of services are yet to be defined.

This indicator and associated measures are currently under development.

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### *Equity and Effectiveness — response*

The effectiveness dimension of response indicators relates to emergency service organisations' ability to respond to road crash rescue events.

#### *Reported road crash rescue incidents and extrications*

'Reported road crash rescue incidents and extrications' is an indicator of governments' objective to reduce the adverse effects of road incidents on the community through appropriate response activities (box 9.17).

#### **Box 9.17 Reported road crash rescue incidents and extrications**

'Reported road crash rescue incidents' is defined as the number of reported incidents involving a motor vehicle and the presumption that assistance is required from emergency services organisations. It is measured by the rate of reported road crash rescue incidents per 100 000 people.

'Reported road crash rescue extrications' is defined as an assisted release and removal of trapped people (usually casualties) from motor vehicles by specially equipped and trained emergency service crews, arising from incidents reported. It is measured by the rate of reported extrications per 100 000 people; per 100 000 registered vehicles; and per million vehicle kilometres travelled.

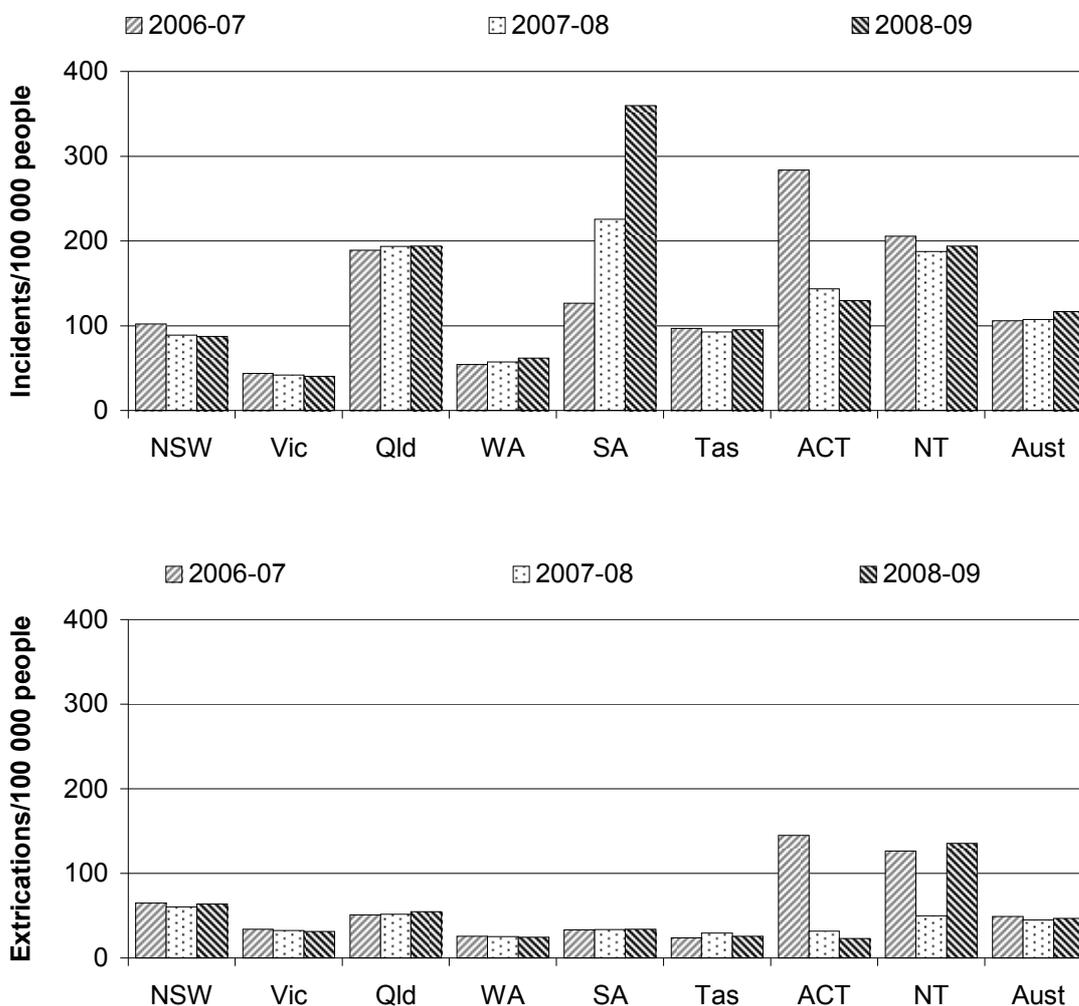
A lower or decreasing number of reported road crash rescue incidents and extrications, adjusted for population, indicates a better community outcome. Higher or increasing proportions of reported road crash rescue incidents and extrications indicate higher emergency response workloads.

Data for this indicator are not directly comparable.

Nationally, there were 25 281 road crash rescue incidents in 2008-09, or 116.8 incidents per 100 000 people (table 9A.19), and 10 134 (or 40.0 per cent) of reported incidents required an extrication response (table 9A.20).

Data for road crash rescue incidents and extrications per 100 000 people display some marked variations across jurisdictions — this may reflect different collection methods and the lack of comparability between jurisdictions. Collection methods are improving over time, making trend analysis difficult. Only the three most recent years are presented in figure 9.18.

Figure 9.18 **Reported road crash rescue incidents and extrications**<sup>a, b, c, d, e</sup>



<sup>a</sup> Qld: QFRS Rural Incident Database does not currently record the necessary information to calculate this measure. <sup>b</sup> WA: Data include road crash rescue incidents attended by fire services and SES; Extrications data include those performed by career and volunteer fire services and SES volunteers. <sup>c</sup> Tas: Data include responses by fire services, ambulance services and SES. <sup>d</sup> ACT: Data were refined in 2007-08 to provide a more accurate reflection of road crash rescue incidents and extrications. <sup>e</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased Estimated ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); tables 9A.19-20.

Data for earlier years are reported in the attachment tables. Reported road crash rescue incidents per 100 000 people are reported in attachment table 9A.19. Extrications per 100 000 people, per 100 000 registered vehicles and per million vehicle kilometres travelled are reported in attachment table 9A.20.

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### *Response times*

Response times are an important element of a comprehensive road crash rescue framework. Timely, reliable, effective and safe emergency response services reduce the negative impacts of road crash events. Definitions and data are yet to be developed for reporting on a nationally comparable basis (box 9.18).

#### **Box 9.18 Response times**

Specific response times indicators and associated measures for road crash rescue are currently under development.

### *On-scene management*

On-scene management (involving coordination of emergency response personnel, traffic control and securing the scene to prevent new crashes, clean up of hazardous materials, coordination of public cooperation, etc.) is an important factor in achieving the NRSS outcomes of improved trauma, medical and retrieval services (box 9.19).

#### **Box 9.19 On-scene management**

On-scene management indicators and associated measures are currently under development.

### *Equity and effectiveness — recovery*

The recovery element of the performance framework for road crash rescue is largely controlled by agencies other than the ESOs reporting in this chapter.

Complex interface and cross-cutting issues are associated with recovery indicators. For example the level of recovery from injury after major road emergency incidents may be influenced by a number of services including: ambulance, hospital, community and primary health care and disability services.

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## *Efficiency*

The Steering Committee has identified efficiency indicators as an important element of the performance indicator framework (chapter 1, section 1.5) (box 9.20).

### **Box 9.20 Efficiency**

Appropriate efficiency indicators, and associated data sources, for road crash rescue events are yet to be developed.

## **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).

### *Road fatality rates and land transport hospitalisation rates*

Road fatality rates and land transport hospitalisation rates are indicators of governments' objective to reduce death and injury from road crash incidents. Many agencies and factors affect these outcomes. Relevant data for road deaths and land transport hospitalisations are reported in chapter 6 (section 6.6). Nationally in 2007-08, road transport incidents accounted for 1493 deaths and 36 815 hospitalisations (tables 6A.38-39). Nationally road fatalities increased to 1556 in 2008-09 (table 6A.38).

## **9.5 Ambulance events**

This section provides information on the performance of ESOs in providing services for ambulance events and in preparing the community to respond to emergencies. Ambulance events are incidents that result in demand for ambulance services to respond, including: emergency and non-emergency pre-hospital and out-of-hospital patient care; transport; inter-hospital patient transport; specialised rescue services; ambulance services to multi-casualty events; and capacity building for emergencies.

### **Emergency management services for ambulance events**

Ambulance service organisations are the primary agencies involved in providing services for ambulance events. In a limited number of cases, other organisations provide services such as medical transport for emergencies (table 9A.41). The

descriptive information provided below on funding, incidents and human resources are for ambulance service organisations only. Ambulance assets are reported in table 9A.26.

Ambulance data reported in this chapter cover the principal providers of State and Territory ambulance services; data do not include private providers and other outsourced arrangements.

### *Revenue*

Total revenue of ambulance service organisations covered in this Report was approximately \$1.98 billion in 2008-09. Nationally, revenue (expressed in real terms) increased each year from 2004-05 to 2008-09, with an average annual growth rate of 6.0 per cent (table 9.4).

**Table 9.4 Revenue of ambulance service organisations (2008-09 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>
2004-05	453.6	449.7	359.1	111.5	128.0	28.5	19.3	18.1	1 567.9
2005-06	488.6	478.5	376.7	113.3	128.3	30.9	22.5	18.2	1 657.0
2006-07	510.9	468.8	405.1	117.6	131.3	33.1	20.7	19.4	1 707.0
2007-08	570.8	491.7	430.5	124.9	144.7	34.9	22.4	20.8	1 840.7
2008-09	616.7	511.1	460.7	120.8	178.2	42.4	23.1	22.0	1 975.8

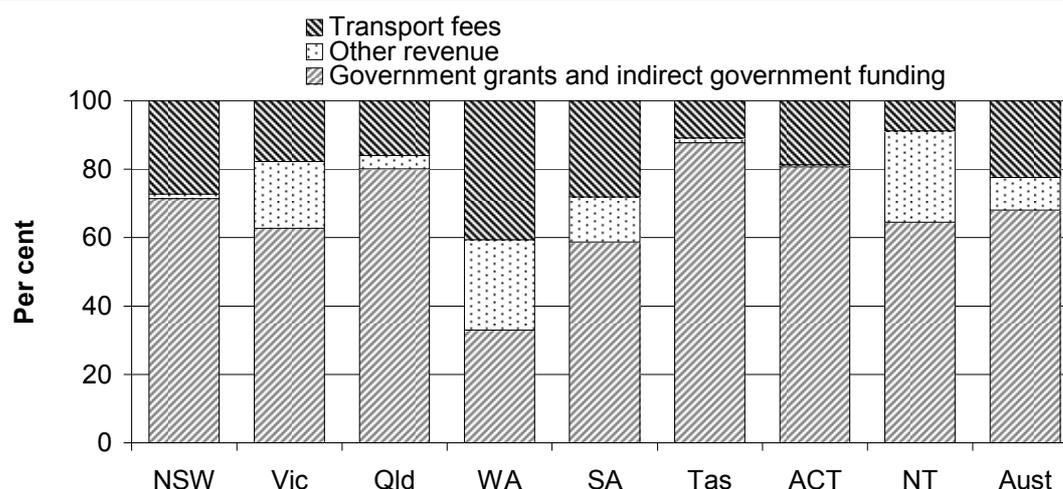
<sup>a</sup> Data are adjusted to 2008-09 dollars using the GDP price deflator (2008-09 = 100) (table AA.26). Due to differences in definitions and counting rules, data reported may differ from data in agency annual reports and other sources. <sup>b</sup> Totals may not sum due to rounding.

Source: State and Territory governments (unpublished); table 9A.22.

Ambulance service organisations are funded by a variety of sources, with non-government sources making a significant contribution.

The primary sources of revenue across all jurisdictions in 2008-09 were grants from State and Territory governments, transport fees (from government hospitals, private citizens and insurance) and other revenue (subscriptions, donations and miscellaneous revenue) (figure 9.19).

**Figure 9.19 Major sources of ambulance service organisation revenue, 2008-09<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.

Nationally, 68.1 per cent of funding for ambulance service organisations in 2008-09 was provided as direct government revenue and indirect government revenue, with the remainder sourced from transport fees and other revenue (table 9A.22).

### *Incidents*

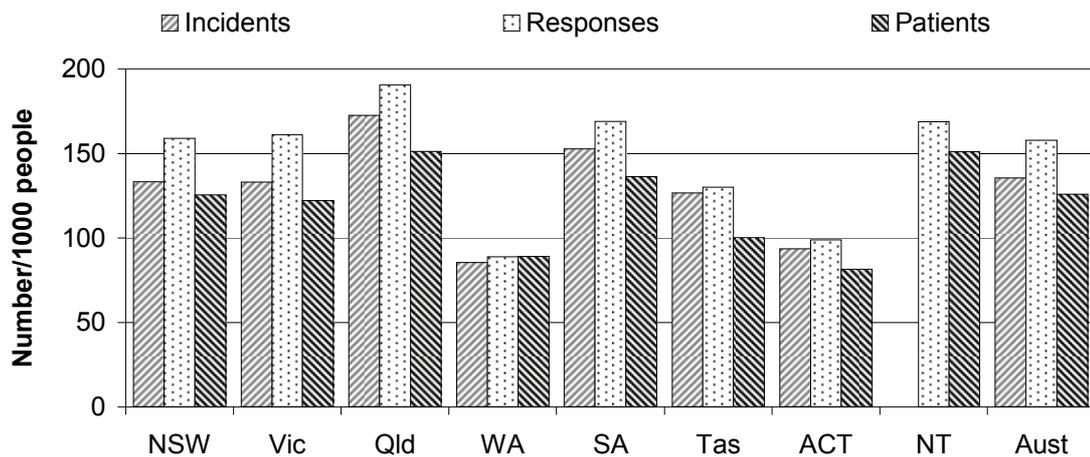
Ambulance service organisations attended 2.93 million incidents nationally in 2008-09 (excluding the NT) (table 9A.23). Most of these were emergency incidents (39.2 per cent), followed by non-emergency incidents (34.5 per cent) and urgent incidents (26.1 per cent).

### *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 158 responses per 1000 people, and 126 patients per 1000 people, in 2008-09 (figure 9.20).

Figure 9.20 **Reported ambulance incidents, responses and patients, 2008-09**<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. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); table 9A.23.

### *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 2007-08 (later data are not available), 84.0 per cent of emergency department patients in triage category 1 arrived by ambulance, air ambulance or helicopter rescue services, and 47.9 per cent of patients in triage category 2. For all triage categories, 23.2 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 2007-08 (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	81.9	83.3	88.5	83.7	85.2	88.8	81.1	75.6	84.0
2 — Emergency	47.8	46.9	54.8	40.3	49.3	53.8	38.1	38.6	47.9
3 — Urgent	33.8	34.0	39.0	25.1	35.8	35.3	27.7	23.6	33.9
4 — Semi-urgent	19.1	14.2	17.8	9.4	14.4	14.1	10.4	10.7	15.8
5 — Non-urgent	5.8	2.5	4.6	2.7	6.3	2.7	2.5	5.2	4.4
<b>Total</b>	24.1	21.1	28.3	17.0	26.0	23.6	17.4	15.8	23.2

<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: AIHW (2009) *Australian Hospital Statistics*, National Non-admitted Patient Emergency Department Care Database.

### *Aero-medical arrangements in Australia*

Arrangements for air ambulance or aero-medical services vary throughout Australia. Some of these arrangements involve services provided entirely by State and Territory ambulance services or by sub-contractors to these services, while others are provided completely externally to the State ambulance services. Some arrangements involve a mix of the two, where external organisations provide aircraft and/or air crew while ambulance service organisations provide paramedics to staff the air ambulances. The result is that the revenue (funding) and expenditure for air ambulance services are included in ambulance reports from some jurisdictions while in other jurisdictions none of these costs are included.

The Australian Government also provides some capital and recurrent funding for aero-medical service provision through the Royal Flying Doctor Service, mainly for primary health services to rural and remote communities. In some jurisdictions, these same aircraft are used to transfer patients requiring higher level care.

It is not possible for ambulance service organisations to provide full activity and financial data for air ambulance services in Australia. The Council of Ambulance Authorities (CAA) has tried to identify, as comprehensively as possible, air ambulance services provided by ambulance service organisations directly, or by other service providers such as the Royal Flying Doctor Service. In doing so, the

CAA has counted the total number of aircraft available in each jurisdiction during 2008-09, 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, 2008-09<sup>a, b, c</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	5	4	–	–	–	–	–	–	9
Operated by other service providers									
Fixed wing	1	–	14	12	7	–	–	–	34
Helicopter	5	–	14	1	3	1	1	–	25
<b>Total aircraft</b>	15	8	28	13	10	2	1	–	77
<b>Expenditure (\$'000)</b>	73 614	34 503	na	1 194	na	3 560	581	–	113 452

<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> WA, SA and NT: Fixed wing services are provided by the Royal Flying Doctor Service (RFDS). In addition, AMS, a NT Government operated aero-medical service, operates in the 'top end' of the NT. <sup>c</sup> Tas: Aircraft and pilot are provided by the RFDS under contract, aero medical crew are provided by the State. – 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 ambulance services, including:

- ambulance operatives (including patient transport officers, students and base level ambulance officers, qualified ambulance officers, other clinical personnel and communications operatives)
- operational and corporate support personnel (including management, operational planners and coordinators, education and training personnel, corporate support personnel, non-operative communications and technical personnel)
- remunerated and non-remunerated volunteers and ambulance community first responders. Ambulance community first responders are a type of volunteer that provide an emergency response (with no transport capacity) and first aid care before ambulance arrival.

Nationally, 13 283 FTE salaried personnel were involved in the delivery of ambulance services in 2008-09. The majority of salaried ambulance personnel in 2008-09 were ambulance operatives (82.1 per cent) (table 9A.24).

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Nationally, 5542 volunteer personnel (comprising 5051 operatives and 491 support personnel) participated in the delivery of ambulance services in 2008-09. The proportion of volunteer personnel and the nature of their role varied across jurisdictions. Given the decentralised structure of its ambulance service operations, WA has a relatively higher number of volunteer operational and corporate support personnel (table 9A.24).

Nationally there were 1345 ambulance community first responders in 2008-09 (table 9A.24). In some locations the first responder service is provided by another emergency service agency, for example, a fire service.

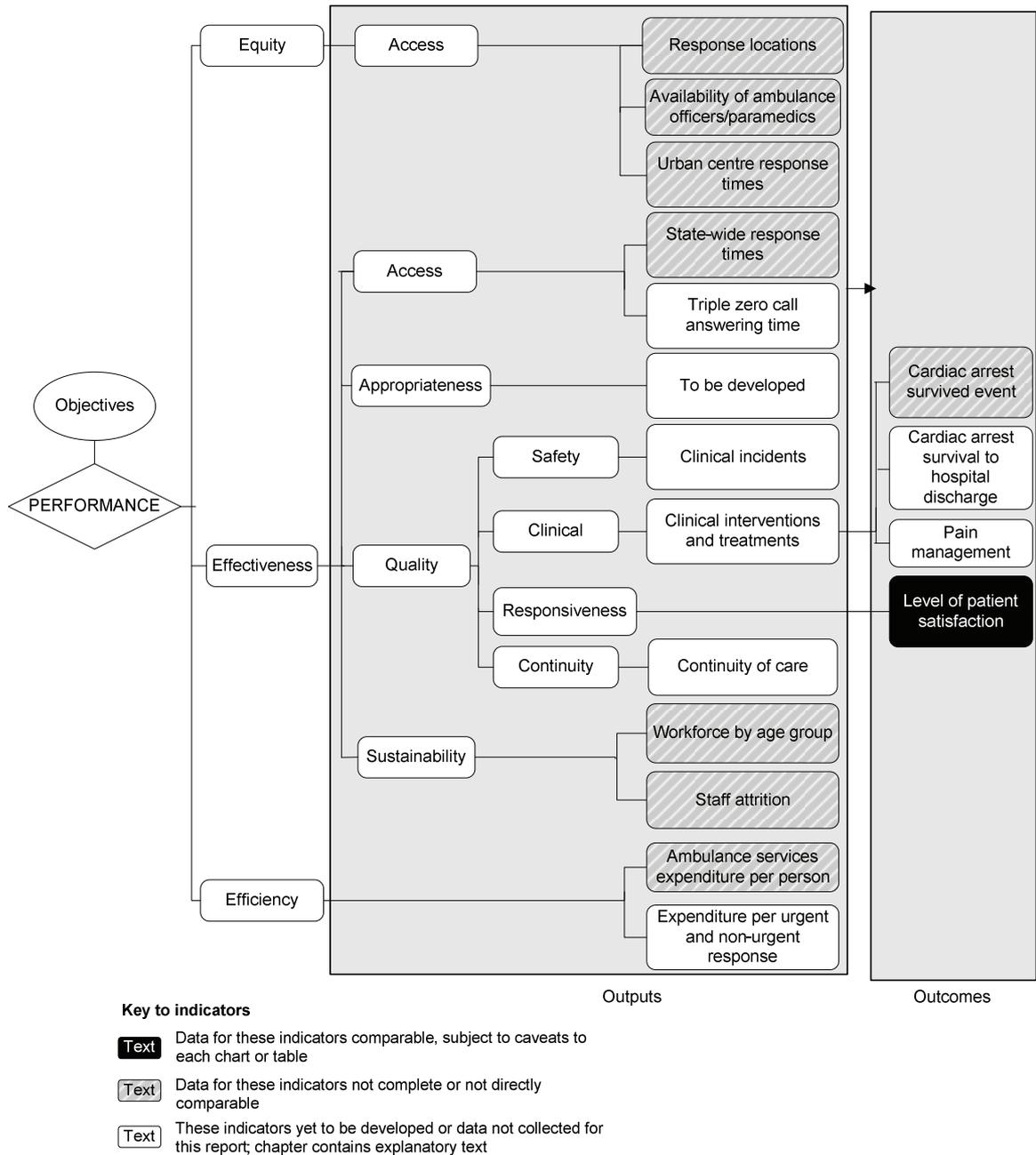
### **Framework of performance indicators**

Figure 9.21 presents the performance indicator framework for ambulance events. This framework is based on the general framework for the health section of the Report. It was introduced in the 2009 Report to replace the framework presented in previous reports — which was based on the general framework for all emergency events.

The performance indicator framework for ambulance events shows which data are comparable in the 2010 Report. For all data, supporting text and footnotes include caveats relevant to interpretation. Indicators that are considered comparable are only comparable subject to accompanying caveats. Chapter 1 discusses data comparability from a Report wide perspective (see section 1.6). Definitions of all indicators are provided in section 9.8.

Caution should be exercised in making comparisons between the ambulance service organisations because of differences in geography, population dispersal and service delivery models. The Report's statistical appendix contains general demographic and socioeconomic data that may assist in interpreting the performance indicators presented in this section (appendix A).

Figure 9.21 Performance indicators for ambulance events



## 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

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ambulance officers/paramedics'; 'urban centre response times'; 'state-wide response times'; 'triple zero call answering time'; 'clinical incidents'; 'clinical interventions and treatments'; 'continuity of care'; 'workforce by age group'; 'staff attrition'; 'ambulance service organisations expenditure per person'; and 'expenditure per urgent and non-urgent response'.

### *Equity — access*

Equity of access indicators measure access to services by groups in the community who may have special needs.

### *Response locations*

'Response locations' is an indicator of governments' objective of providing accessible emergency ambulance services to communities (box 9.21).

#### **Box 9.21 Response locations**

'Response locations' is defined as the number of paid (or salaried), mixed and volunteer response locations per 100 000 people. Locations are primary ambulance response locations where paid, volunteer or a mix of paid and volunteer ambulance operatives are responding in an ambulance vehicle and providing pre-hospital care.

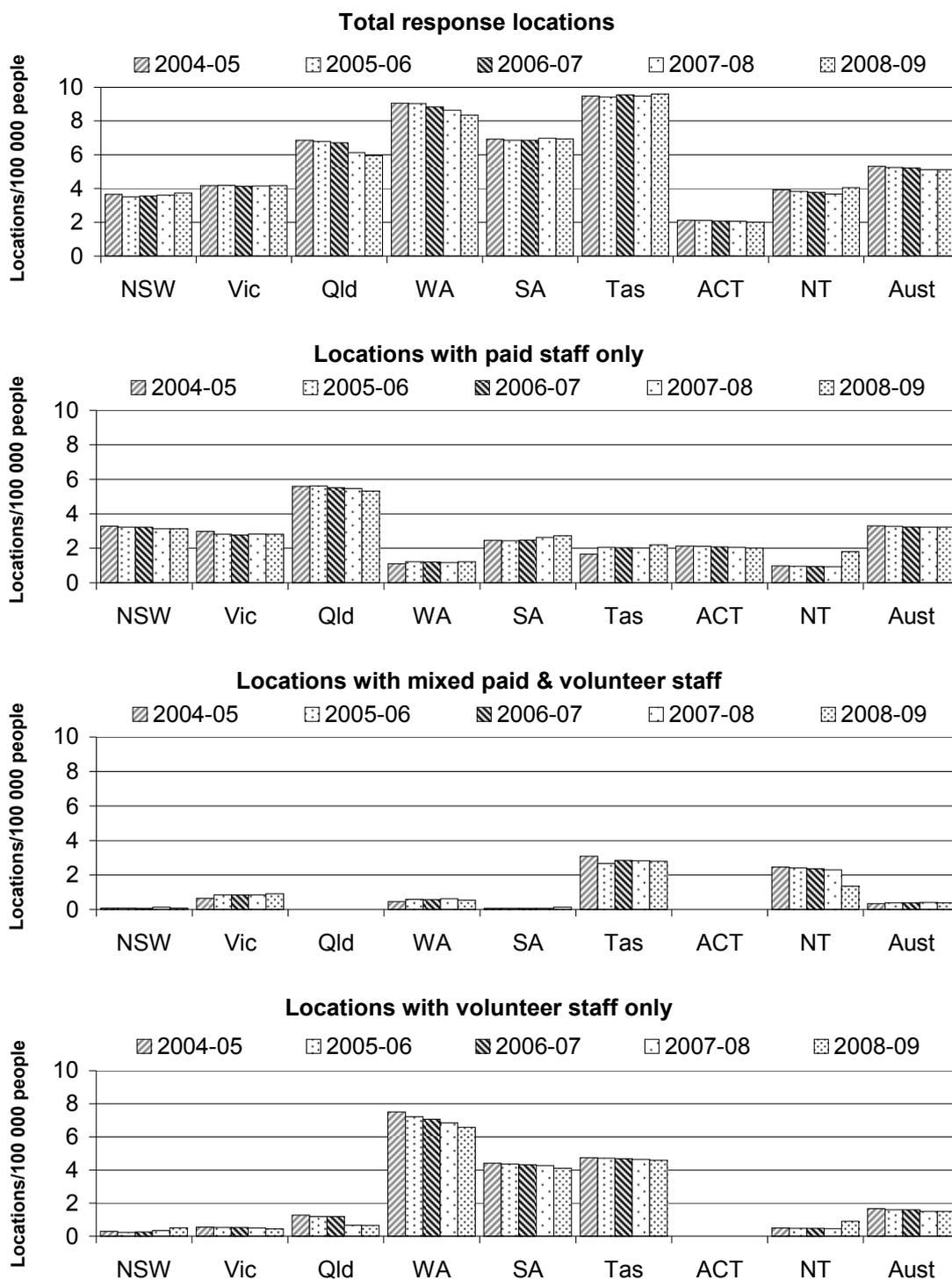
Higher or increasing numbers of paid, mixed and/or volunteer response locations, after adjusting for population, suggests better ambulance service response capacity.

This indicator complements the 'availability of paramedics' indicator, as some jurisdictions' ambulance workforce comprises a large proportion of volunteers, particularly in rural and remote locations. This indicator also helps explain variation in expenditure for ambulance services across jurisdictions. For example, in some jurisdictions, smaller rural areas are serviced by paid ambulance personnel whereas in others, there may be a mix of paid and volunteer personnel or wholly volunteer personnel. Service delivery strategies have a significant impact on cost and help explain differentials in expenditure per person between jurisdictions. For example figure 9.22 shows that WA and Tasmania have the highest numbers of response locations per person yet they both have lower than average expenditure per person (figure 9.29) which is in part explained by their relatively higher reliance on volunteers for rural service delivery.

Data for this indicator are not directly comparable.

Nationally, there were 5.1 paid, mixed and volunteer response locations per 100 000 people in 2008-09 (table 9A.27). The number of salaried, mixed and volunteer response locations per 100 000 people varied across jurisdictions (figure 9.22).

Figure 9.22 Number of paid, mixed and volunteer response locations<sup>a, b, c</sup>



<sup>a</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). <sup>b</sup> Response locations data for 2007-08 and subsequent years reflect changes in the new data definition, which does not include first responder locations. <sup>c</sup> ACT: There are no mixed or volunteer only response locations in the ACT.

Source: State and Territory governments (unpublished); table 9A.27

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### *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 9.22).

#### **Box 9.22 Availability of ambulance officers/paramedics**

‘Availability of ambulance officers/paramedics’ is defined as the number of full time equivalent ambulance officers/paramedics per 100 000 people. Ambulance officers/paramedics includes student and base level ambulance officers and qualified ambulance officers but excludes patient transport officers.

Higher or increasing availability of ambulance officers/paramedics, after adjusting for population, suggests better ambulance service response capacity.

The role of paramedics is expanding to provide primary health care, improve emergency response capabilities and strengthen community healthcare collaborations in rural and remote communities (Stirling et al 2007). Many rural and remote communities do not have access to adequate health care due, in part, to the difficulty in recruiting and retaining health professionals to these areas. Paramedics provide some of these communities with extended access to health service delivery. Expanding roles are also developing in metropolitan areas as a response to overstretched emergency departments where paramedics often continue caring for the patient on arrival at hospital.

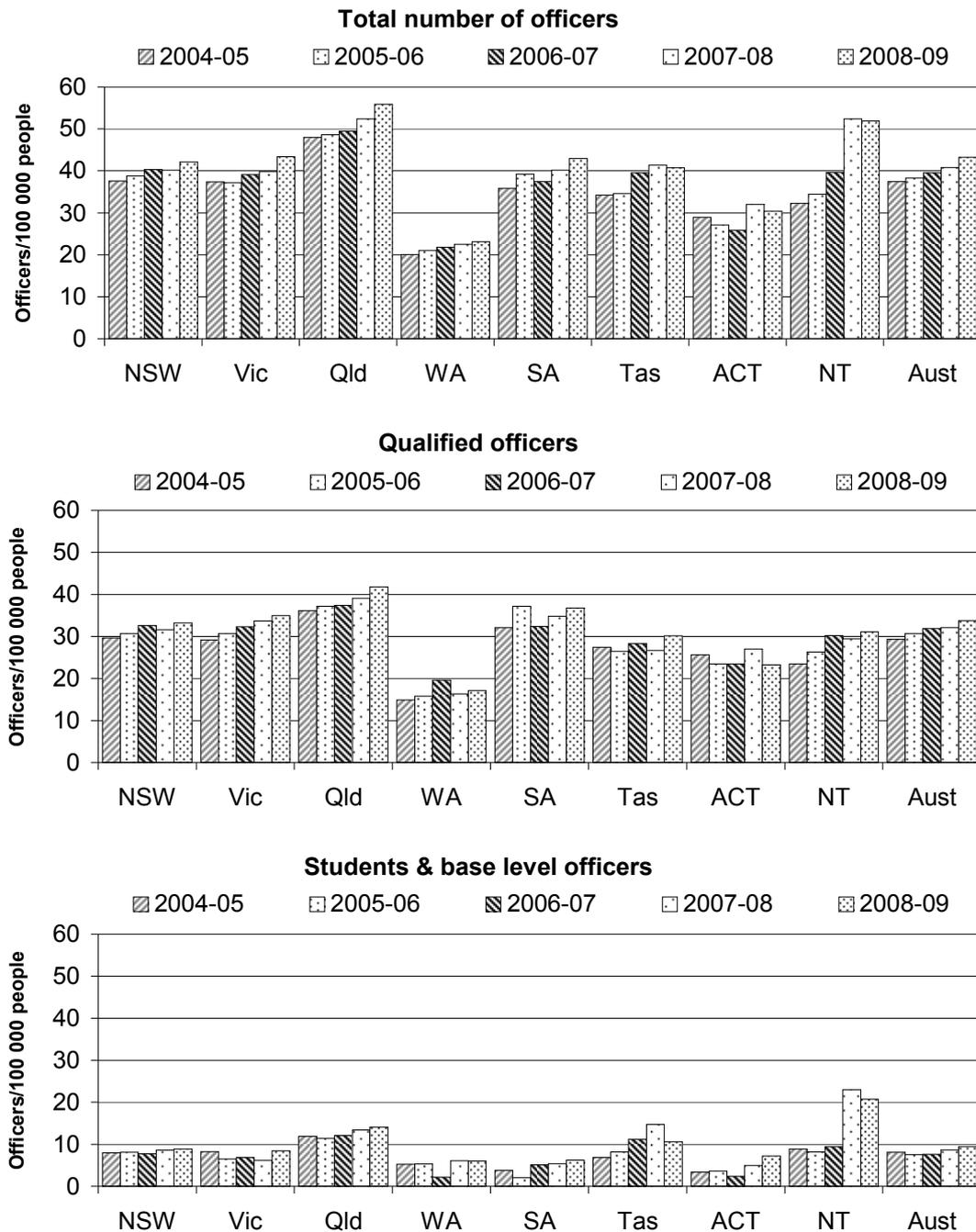
This indicator needs to be interpreted with care because ambulance responses in some jurisdictions, particularly in rural and remote locations, are predominantly provided by volunteers. Therefore the results reported may indicate a lower level of access for these jurisdictions. However, this indicator is complemented by the response locations indicator, which identifies jurisdictions that provide an ambulance response utilising volunteers. The higher the proportion of paramedics in a jurisdiction the higher the cost of service provision. In small rural areas which have low frequency of medical emergencies it is very costly to provide paramedic personnel and it also raises issues with skills maintenance for paramedics when the caseload they are exposed to is low.

Data for this indicator are not directly comparable.

Nationally, there were 43.2 FTE ambulance officers/paramedics per 100 000 people in 2008-09 (table 9A.24).

The number of FTE ambulance officers/paramedics per 100 000 people varied across jurisdictions (figure 9.23).

**Figure 9.23 Number of full time equivalent ambulance officers/paramedics<sup>a, b</sup>**



<sup>a</sup> Data relate to paid staff only. <sup>b</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December).

Source: State and Territory governments (unpublished); table 9A.24.

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## *Response times*

‘Response times’ are indicators of governments’ objective of providing equitable, accessible and effective ambulance services to communities (box 9.23).

### **Box 9.23 Response times**

‘Response times’ is defined by two measures:

- the time within which 50 per cent of the first responding ambulance resources arrive at the scene of an emergency in code 1 situations
- the time within which 90 per cent of the first responding ambulance resources arrive at the scene of an emergency in code 1 situations.

The response time is defined as the time taken between the initial receipt of the call for an emergency ambulance and the ambulance’s arrival at the scene of the emergency (figure 9.24). Emergency responses are categorised by an assessment of the severity of the medical problem:

- code 1 — responses to potentially life threatening situations using warning devices
- code 2 — responses to acutely ill patients (not in life threatening situations) where attendance is necessary but no warning devices are used.

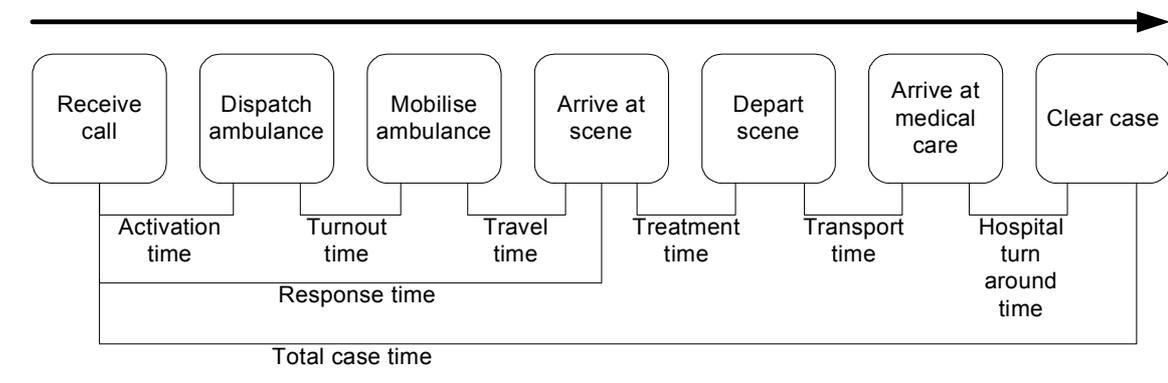
Shorter response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

Response time data need to be interpreted with care, because performance is not strictly comparable across jurisdictions.

- Response time data for some jurisdictions (when calculated on a State-wide basis) represent responses to urban, rural and remote areas, while others include urban areas only.
- Response time data in some jurisdictions include responses from volunteer stations where turnout times are generally longer because volunteers are on call rather than on duty.
- Response times can be affected by the dispersion of the population (particularly rural/urban population proportions), topography, road/transport infrastructure and traffic densities.

Although definitions of response times are consistent, not all jurisdictions have systems in place to capture all components of response time for all cases, from the time of the call to arrival at the scene. Differences across jurisdictions in definitions of geography, personnel mix, and system type for capturing data, affect the comparability of response times data. The commencement of recording ambulance service response times varies as per the jurisdictions’ caveats.

Figure 9.24 **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 9.24).

#### **Box 9.24 Urban centre response times**

‘Urban centre response times’ is the response time, as defined in box 9.23, for urban centre responses.

Shorter, or reducing, response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

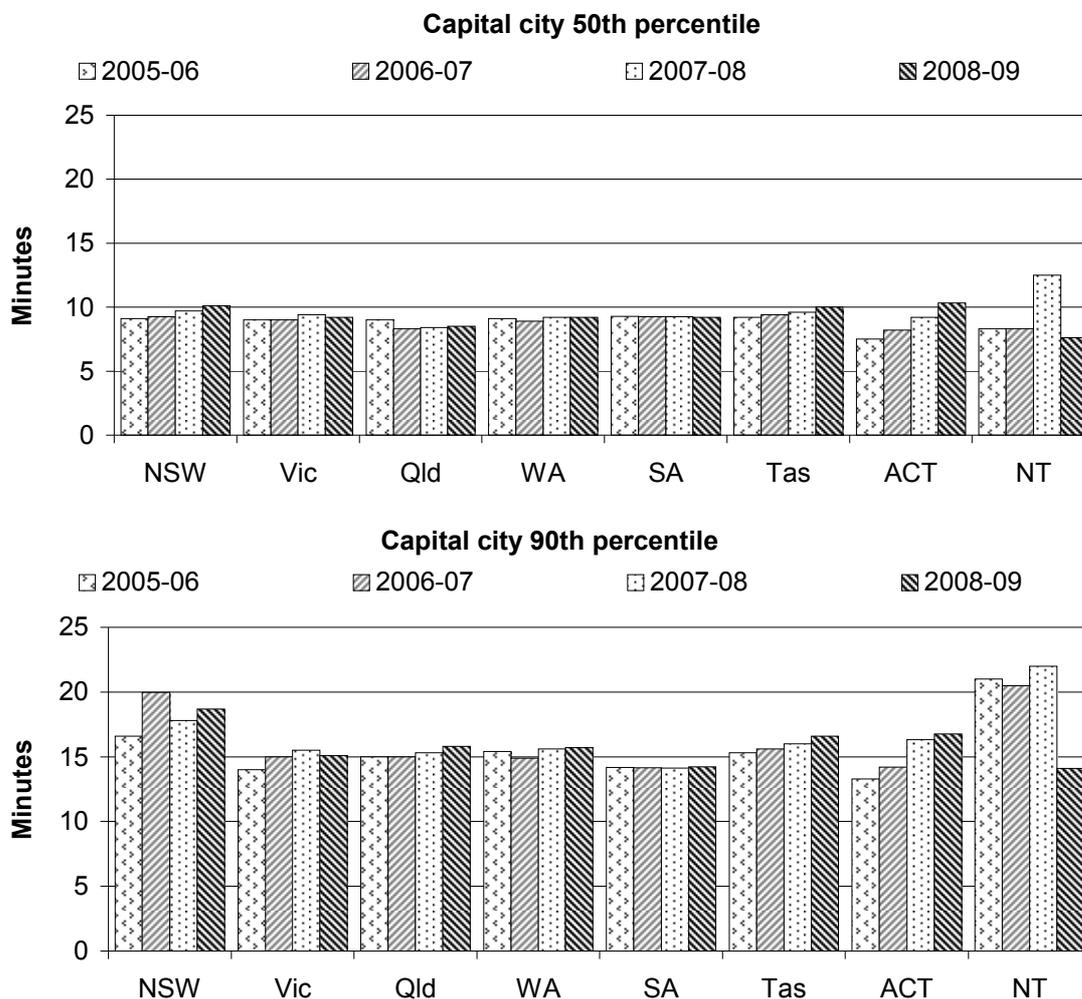
Population densities across Australian capital cities varies considerably and this can impact on response time performance. This indicator might be further developed to report data for urban centres with populations of 50 000 and above in future Reports.

Data for this indicator are not directly comparable.

Nationally in 2008-09, the time within which 50 per cent of the urban centre first responding ambulance resources arrived at the scene of an emergency in code 1 situations ranged from 7.6 to 10.3 minutes, and the time within which 90 per cent of the urban centre first responding ambulance resources arrived at the scene of an emergency in code 1 situations ranged from 14.1 to 18.7 minutes across jurisdictions (figure 9.25).

Urban centre response times within most jurisdictions remained steady between 2004-05 and 2008-09 (table 9A.29).

Figure 9.25 Ambulance response times (urban centre)<sup>a, b, c, d, e</sup>



<sup>a</sup> Response times commence from the following time points: Vic, 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: Prior to 2007-08, data sourced from Patient Care Records completed by paramedics; from 2007-08 metropolitan data sourced from CAD system and not directly comparable with previous years. <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 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 9.25).

**Box 9.25 State-wide response times**

‘State-wide response times’ is the response time, as defined in box 9.23, for state-wide responses.

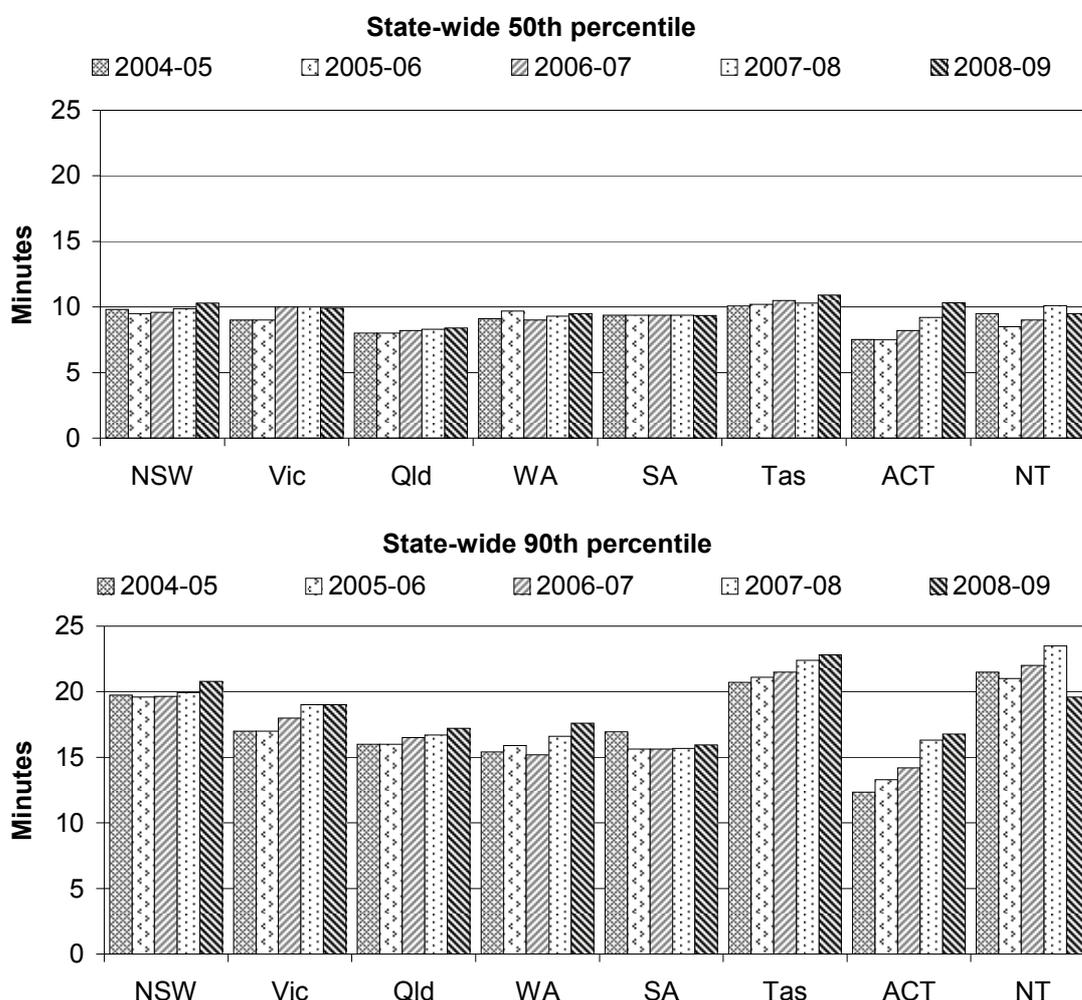
Shorter, or reducing, response times suggest the adverse effects on the community of emergencies requiring ambulance services are reduced.

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 ranged from 8.4 to 10.9 minutes across jurisdictions. The time within which 90 per cent of the state-wide first responding ambulance resources arrived at the scene of an emergency in code 1 situations ranged from 16.0 to 22.8 minutes across jurisdictions (figure 9.26).

State-wide response times within most jurisdictions remained relatively steady between 2004-05 and 2008-09. Some jurisdictions’ data indicate increases in response times over this 5 year period (table 9A.29).

Figure 9.26 Ambulance response times, state-wide<sup>a, b, c, d, e, f, g</sup>



<sup>a</sup> Response times commence from the following time points: Vic (AV rural) receipt of call; Vic (AV metro), 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. A volunteer ambulance service audit was undertaken in 2008-09 which led to improved reporting. <sup>c</sup> Vic: Data are incomplete for 2004-05 due to industrial action in the month of July 2004. The basis of response time reporting changed in 2007-08 and results are not directly comparable with previous years. <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 CAD data. <sup>e</sup> WA: Ambulance first responder locations data are not available for 2007-08. <sup>f</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>g</sup> Tas: a high proportion of population is in small rural areas, relative to other jurisdictions, which may affect average response times.

Source: State and Territory governments (unpublished); table 9A.29.

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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 9.26). Data for this indicator were not available for the 2010 Report.

#### **Box 9.26 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 9.27).

#### **Box 9.27 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 9.28).

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**Box 9.28 Clinical incidents**

‘Clinical incidents’ are broadly defined as adverse events that occur because of ambulance service deficiencies and which result in death or serious harm to a patient.

Clinical incidents will incorporate a wider range of categories than sentinel events. (A sentinel event is an adverse event that occurs because of health system and process deficiencies and which results in the death of, or serious harm to, a patient.)

A clinical incidents indicator is to be developed in accordance with national health-wide reporting standards.

*Effectiveness — quality — clinical*

‘Clinical’ indicators measure the effectiveness and quality of clinical interventions and treatments. Clinical indicators have been identified as a key area for development in future reports.

*Clinical interventions and treatments*

‘Clinical interventions and treatments’ has been identified as an overarching indicator of governments’ objective to meet clients’ needs through delivery of quality ambulance services (box 9.29).

**Box 9.29 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 9.30). No data were available for the 2010 Report.

#### **Box 9.30 Continuity of care**

'Continuity of care' has been broadly defined as transporting the right patient to the right hospital. Some ambulance services are using secondary triage strategies where patients with particular conditions (for example, cardiac and stroke) are transported directly to the hospital or specialised centre where the best treatment for their needs can be provided, rather than transported to the closest hospital where those services may not be available.

This indicator is under development through the CAA.

### *Effectiveness — sustainability*

Sustainability is the capacity to provide infrastructure (that is, workforce, facilities, and equipment) into the future, be innovative and respond to emerging needs of the community.

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### Workforce by age group

‘Workforce by age group’ is an indicator of governments’ objective to deliver sustainable ambulance services (box 9.31).

#### Box 9.31 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.

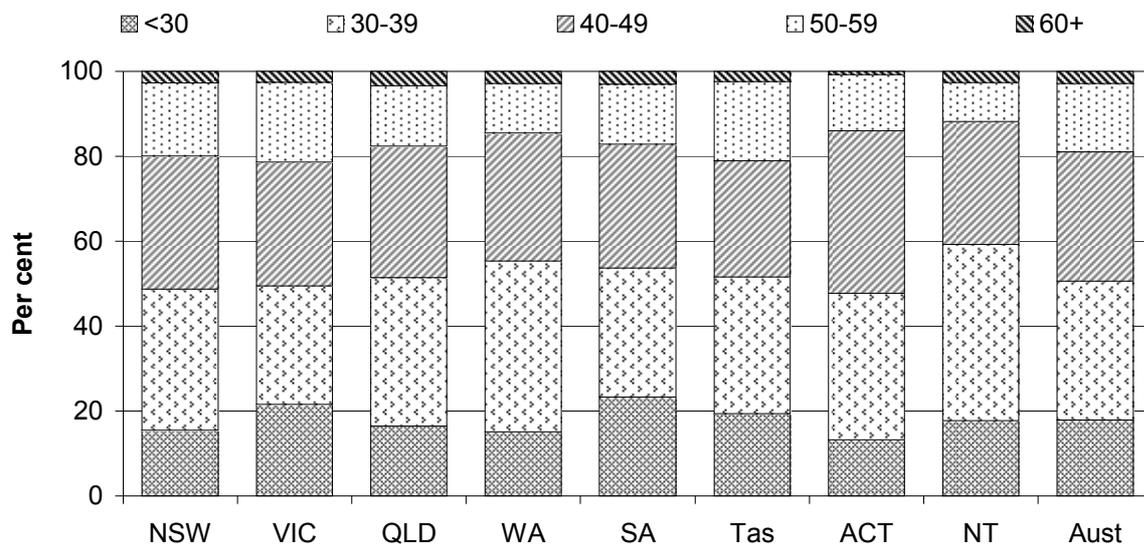
The smaller the proportion of the workforce who are in the younger age groups and/or the larger the proportion who are closer to retirement, the more likely sustainability problems are to arise in the coming decade as the older age group starts to retire.

A three year time series will be available for the attachment tables of the 2011 Report.

Data for this indicator are not strictly comparable.

The age profile of the ambulance workforce for each jurisdiction is shown in figure 9.27. Nationally in 2008-09, around 81 per cent of the ambulance workforce were aged under 50.

Figure 9.27 Ambulance workforce, by age group, 2008-09



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 9.32).

#### Box 9.32 Staff attrition

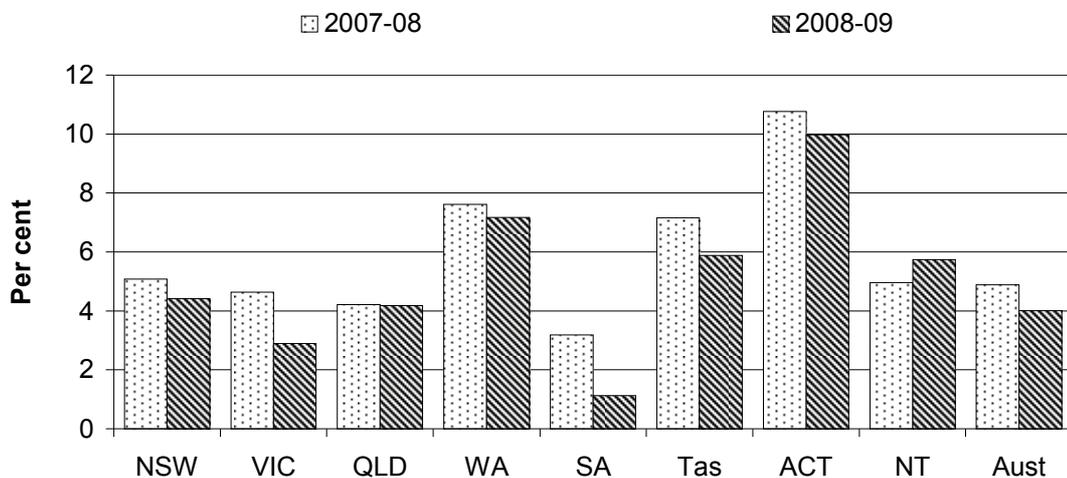
‘Staff attrition’ is defined as level of attrition in the operational workforce. It is calculated as the number of FTE employees who exit the organisation as a proportion of the number of FTE employees. It is based on staff FTE defined as ‘operational positions where paramedic qualifications are either 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 9.28. Nationally, staff attrition fell from 4.9 per cent in 2007-08 to 4.0 per cent in 2008-09.

Figure 9.28 Ambulance staff attrition, 2008-09



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

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compared with other jurisdictions. Also, differences in geographic size, terrain, climate, and population dispersal may affect costs of infrastructure and numbers of service delivery locations per person.

*Ambulance service organisations' expenditure per person*

'Ambulance service organisations' expenditure per person' is an indicator of governments' objective to deliver efficient ambulance services (box 9.33).

**Box 9.33 Ambulance service organisations' expenditure per person**

'Ambulance service organisations expenditure per person' is defined as ambulance service organisations expenditure divided by the population. Expenditure, and funding, per person are employed as proxies for efficiency. Two measures are reported:

- total expenditure (from all government and non-government sources) on ambulance service organisations per person — this measure indicates efficiency of use of resources from all sources
- total government grants and indirect government funding of ambulance service organisations per person — this measure indicates efficiency of use of resources from government sources.

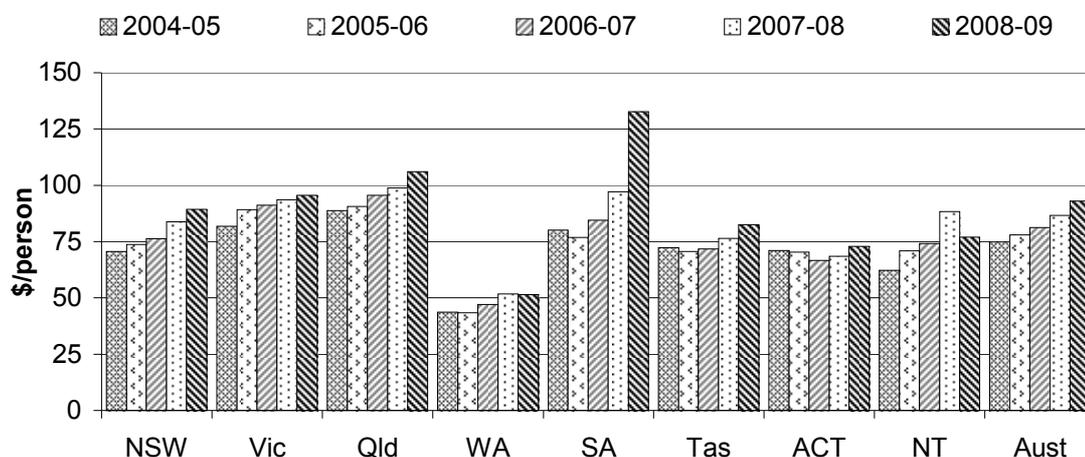
Holding other factors constant, a decrease in expenditure per person represents an improvement in efficiency. However, efficiency data are difficult to interpret. Although high or increasing expenditure per person may reflect deteriorating efficiency, it may also reflect changes in aspects of the service (such as improved response) or changes in the characteristics of emergencies requiring ambulance services (such as more serious para-medical challenges). Similarly, low or declining expenditure per person may reflect improving efficiency or lower quality (slower response times) or less severe cases.

Data for this indicator are not directly comparable.

Nationally, total expenditure on ambulance service organisations per person was \$93.01 in 2008-09 (figure 9.29).

Nationally, total government grants and indirect government funding of ambulance service organisations per person was \$62.16 in 2008-09 (figure 9.30).

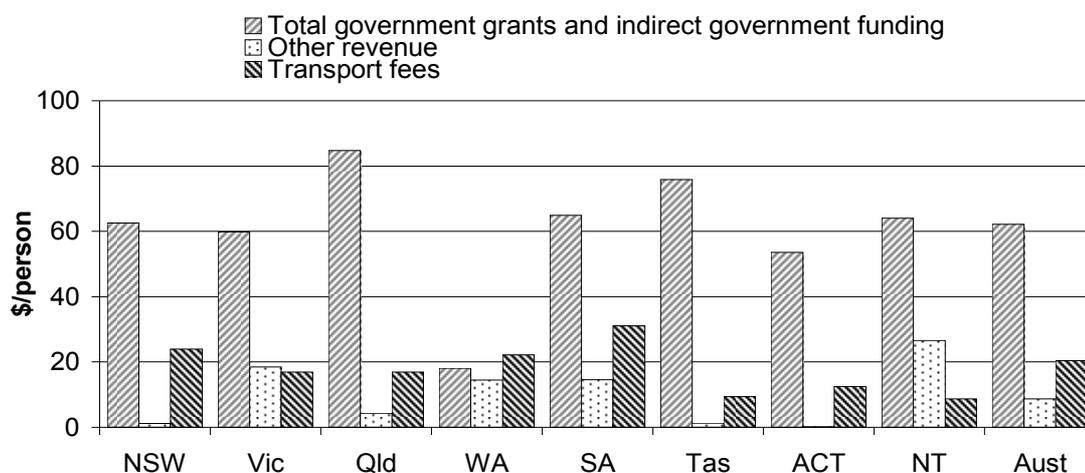
**Figure 9.29 Ambulance service organisations expenditure per person (2008-09 dollars)<sup>a, b, c, d, e</sup>**



<sup>a</sup> Data are adjusted to 2008-09 dollars using the GDP price deflator (2008-09 = 100) (table AA.26). <sup>b</sup> Historical rates in this figure may differ from those in previous Reports. Population data are revised using Final Rebased ERP data following each Census of Population and Housing (the most recent census was 2006). Financial year population estimates are the midpoint estimate of the relevant financial year (that is, as at 31 December). <sup>c</sup> WA and NT: use a contracted service model for ambulance services. <sup>d</sup> SA: 2008-09 data reflect three significant events that year: (1) increase in wages (2) subsequent back pay paid to frontline paramedics as a result of the 'work value' case (from the 2007 enterprise bargaining agreement) reaching finalisation and (3) an increase in the number of frontline paramedics recruited. <sup>e</sup> ACT: For 2005-06 and later years, ACT Ambulance Service data are collated using the new Emergency Services Agency Capability Model, which utilises a different cost attribution model for shared costs across the Emergency Services Agency. Therefore, the financial figures for 2005-06 and later years cannot be directly compared with those of previous years.

Source: State and Territory governments (unpublished); table 9A.32.

**Figure 9.30 Sources of ambulance service organisations revenue per person, 2008-09<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.33.

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### *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 9.34).

#### **Box 9.34 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 2010 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 9.35).

#### **Box 9.35 Cardiac arrest survived event rate**

‘Cardiac arrest survived event rate’ is defined as the percentage of patients aged 16 years and over who:

- were in out-of-hospital cardiac arrest (excluding paramedic witnessed)
- where any chest compressions and/or defibrillation was undertaken by ambulance/Emergency Medical Services (EMS) personnel, and
- who have a return to spontaneous circulation (ROSC) on arrival at hospital.

For the out-of-hospital setting, a survived event means a sustained ROSC with spontaneous circulation (that is, the patient having a pulse) until administration and transfer of care to the medical staff at the receiving hospital (Jacobs, et al. 2004).

A further disaggregation of this indicator is defined as the percentage of patients aged 16 years and over who:

- were in out-of-hospital cardiac arrest (excluding paramedic witnessed)
- where the arrest rhythm on the first ECG assessment was either Ventricular Fibrillation or Ventricular Tachycardia (VF/VT), and
- who have a return of spontaneous circulation (ROSC) on arrival at hospital.

(Continued next page)

**Box 9.35** (continued)

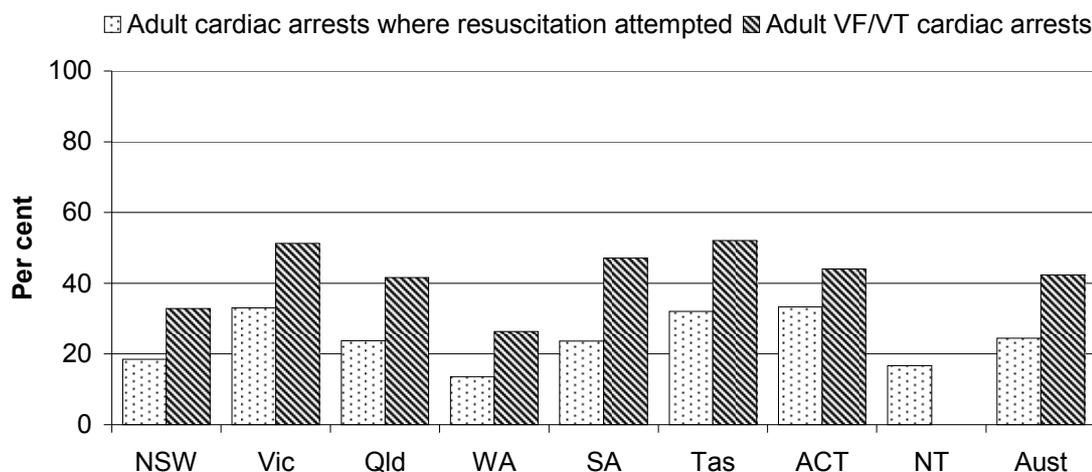
Patients in Ventricular Fibrillation (VF) or Ventricular Tachycardia (VT) are more likely to have better outcomes compared with other causes of cardiac arrest as these conditions are primarily correctable through defibrillation.

Paramedic witnessed cardiac arrests are excluded in the measures reported as these cardiac arrests are treated immediately by the paramedic and as such have a better likelihood of survival due to this immediate and rapid intervention. This is substantially different to cardiac arrests occurring prior to the ambulance arriving where such increasing periods of treatment delay are known to negatively influence outcome.

A higher or increasing rate for each measure is desirable. Data and associated measures for this indicator are not directly comparable.

The survival rate from out-of-hospital witnessed cardiac arrests varied across jurisdictions in 2008-09 (figure 9.31).

**Figure 9.31 Cardiac arrest survived event rate, 2008-09<sup>a, b, c, d, e, f, g</sup>**



<sup>a</sup> A 'survived event' is defined as the patient having return of spontaneous circulation (ROSC) on arrival to hospital (that is, the patient having a pulse). This is not the same as the patient surviving the cardiac arrest as having ROSC is only one factor that contributes to the overall likelihood of survival. <sup>b</sup> The measure 'adult cardiac arrests where resuscitation attempted' provides an overall indicator of outcome without specific consideration to other factors known to influence survival. <sup>c</sup> NSW: Data collected for the Ambulance Service of NSW are based on recorded protocols as instigated by in-field paramedics. <sup>d</sup> Vic: Excludes patients with unknown rhythm on arrival at hospital. <sup>e</sup> WA: Data are provided for the capital city only. <sup>f</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. <sup>g</sup> NT: For 2008-09 VF/VT arrests data are not available.

Source: State and Territory governments (unpublished); table 9A.28.

Cardiac arrest data reported in figure 9.31 are not comparable across jurisdictions and the CAA is undertaking a review to improve data comparability for this indicator.

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Available data on the further breakdown of this indicator are reported in attachment table 9A.28. Time series data, where available, are also provided in attachment table 9A.28.

### *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 9.36).

#### **Box 9.36 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 2010 Report.

### *Pain management*

‘Pain management’ has been identified for development as an indicator of governments’ objective to deliver effective ambulance services (box 9.37).

#### **Box 9.37 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 2010 Report.

### *Level of patient satisfaction*

‘Level of patient satisfaction’ is an indicator of governments’ objective to deliver responsive ambulance services (box 9.38). The performance of ambulance service organisations can be measured in terms of the satisfaction of those people who directly used the service.

### Box 9.38 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 2009).

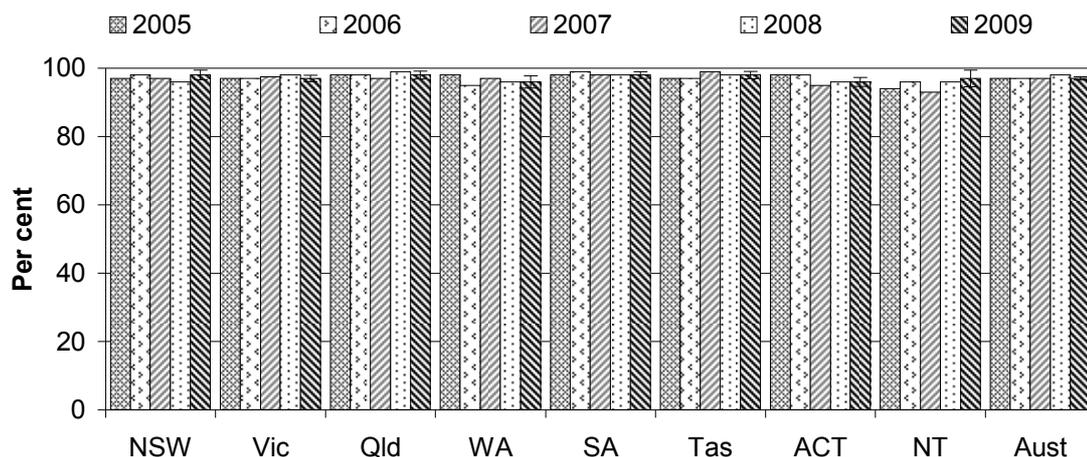
A higher level or increase in the proportion of patients who were either 'satisfied' or 'very satisfied' suggests greater success in meeting patient needs.

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 2005 to 2009 were collected by jurisdictions and collated by the CAA. The CAA survey obtained 4851 usable responses nationally from patients who used an ambulance service in 2009 (table 9A.30). The estimated satisfaction levels for ambulance patients were similar across all jurisdictions and all years. Standard errors for the 95 per cent confidence interval, available with latest year patient satisfaction data, indicate that there are no statistically significant differences between jurisdictions (figure 9.32).

Figure 9.32 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. Standard errors for the 95% confidence interval are included for 2009.

Source: CAA 2005–09 *National Patient Mailout Satisfaction Research*; table 9A.30.

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## 9.6 Future directions in performance reporting

A number of developments are underway to improve the comparability and accuracy of data, and to expand the scope of reporting on emergency services. Specifically, performance indicators for fire, road crash rescue and ambulance services are being improved with the assistance of the Australasian Fire and Emergency Service Authorities Council (AFAC), the ACSES and the CAA.

### Fire events

Performance measures are currently being developed for the reporting of fires in the landscape. The long-term aim is to report annually on the measures for each relevant jurisdiction across Australia. The key landscape fire performance measures that have been agreed to in concept, subject to the availability of data, for inclusion in future editions of the Report are:

- landscape fire deaths per 100 000 people
- landscape fire injuries per 100 000 people

and, subject to identification of appropriate denominators to facilitate comparative reporting:

- number of primary dwellings affected by wildfire
- total number of hours by volunteers on wildfire suppression.

The focus of current work is on developing agreed data definitions and identifying appropriate data sources.

### Road crash rescue events

An updated performance indicator framework has been included in this Report, along with text to provide a more comprehensive picture of the strategies and programs delivered by governments to reduce the impact of road trauma.

The section continues to provide road crash rescue information on the number of road crash rescue incidents and the number of events in which extrications occurred, and to reference other sections of the Report where data relevant to the performance indicator framework for road crash rescue events are published. Nevertheless the challenge remains to demonstrate the cost, benefits and value of the full range of emergency risk management services related to road trauma.

The focus of development work in the immediate future will be to derive indicator definitions, identify appropriate measures and develop data for reporting against the

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preparedness and response elements of the emergency management performance indicator framework.

### **Ambulance events**

Ambulance event reporting continues to focus upon further developing the indicators introduced to the 2009 Report. This will entail continuing development and implementation of data collections for some indicators, and refining those indicators that already have data reported, with ongoing work to increase data completeness and comparability.

### **Other event types**

Other event type services for which performance reporting has yet to be developed include: rescues (other than road crash rescues); natural emergency events (other than landscape fires); emergency relief and recovery; and quarantine and disease control.

## **9.7 Jurisdictions' comments**

This section provides comments from each jurisdiction on the services covered in this chapter.

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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 caused by emergencies. In 2008-09 NSW began work on 75 new mitigation projects worth more than \$17.5 million, jointly funded by the Federal, NSW and local governments. Over the last six years a total of 368 mitigation projects have been undertaken in NSW worth more than \$70 million.

During 2008-09 the Ambulance Service of NSW provided over 1.1 million emergency and other responses, an average of 3068 per day. The Service implemented pilot programs to expand the scope of paramedic practice and decision making to allow direct referral to general practitioners, community services and other non-emergency care alternatives for low risk, low acuity patients. The Sydney-based Emergency Medical Services helicopters at Bankstown Airport were consolidated and the Wollongong EMS Helicopter extended to 24 hour operation.

During 2008-09 the NSW Rural Fire Service (NSW RFS) enhanced its operational capabilities through implementing radio upgrades and new aerial firefighting technology. The NSW Fire Brigades (NSWFB) took on the primary rescue response role in eight additional areas, bringing the total number of NSWFB rescue units to 176. Preventative measures to prepare land and properties bushfires continue to be a top priority for the fire services. This year the NSW RFS employed nine seasonal mitigation crews to assist in the preparation of hazard reduction burns and fuel management programs and delivered 53 000 hours of community awareness and engagement activities. In addition, 7399 development applications for construction and renovations in bushfire prone areas were assessed.

The NSWFB's Community Fire Units rose to 418, involving over 5800 volunteers to support community preparedness for bushfires. NSWFB firefighters visited 2900 schools and preschools, installed batteries and checked smoke alarms at 9400 seniors' homes and delivered emergency management training courses to more than 21 000 participants.

In 2008-09 the NSW State Emergency Service (SES) committed 387 520 hours to operational response, including responding to 305 flood rescues. Flood Rescue arrangements were strengthened significantly and new swiftwater techniques were accredited. The SES developed a warning system to alert key agencies and personnel of any impending tsunami and increased road crash capability to a total of 84 Road Crash Rescue Units and 10 Community First Responder Units.

NSW also provided considerable support interstate, with some 3668 RFS, NSWFB and SES staff deployed to assist with the Victorian bushfires, and 335 SES members assisting with the Brisbane storms.

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## Victorian Government comments

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South-east Australia remained in severe and protracted drought throughout 2008-09. During January 2009, many parts of Victoria recorded near record low rainfall with much of the State recording no rain. Towards the end of the month, record heatwave conditions prevailed resulting in a significant increase in demand for health and emergency services. Ambulance services experienced an increase in demand of approximately 50 per cent during this period as the incidence of heat related illness and death rapidly escalated. The State's public transport and energy infrastructure was impacted with over 200 train services cancelled on Friday 30 January at the peak of the heatwave.

In early February 2009, particularly 7 February, bushfires swept across Victoria, devastating 78 communities and 430 000 hectares of land. One hundred and seventy three people lost their lives. Destroyed along with hundreds of businesses were 2129 homes, 5 schools and kindergartens, 3 sporting clubs and numerous other buildings at an estimated dollar loss of 1.35 billion. Fire services were ably supported throughout this event by the Victoria State Emergency Service, Victoria Police, Ambulance Victoria and a broad range of Australian Government, local government and non-government organisations. Significant interstate and international mutual aid also arrived to support the State's substantial response, recovery and disaster victim identification effort.

The Victorian Government responded to this unprecedented natural disaster by establishing the 2009 Victorian Bushfires Royal Commission to investigate the causes and responses to the bushfires which swept through parts of Victoria in late January and February 2009. The Commission delivered its Interim Report on 17 August 2009 which detailed 51 recommendations. The Victorian Government supports each of these recommendations and is fully committed to their implementation. The Royal Commission's Final Report is due 31 July 2010.

The Victorian Government, in partnership with the Australian Government, also established the Victorian Bushfire Reconstruction and Recovery Authority to oversee and coordinate the largest recovery and rebuilding program Victoria has ever undertaken. The Authority is working with communities, businesses, charities, local councils and other government departments to help rebuild and re-establish communities affected by the bushfires.

Ambulance Victoria was created on 1 July 2008 following integration of the three former ambulance services. In its first year of operation, services have been significantly boosted by over 300 new paramedics based in towns and suburbs across Victoria. These additional paramedics have addressed an increasing demand for emergency ambulance services and contributed to improved response time performance.

The Government's commitment to providing high quality air ambulance services has been enhanced through the addition of two new air ambulance helicopters; one at Warrnambool to deliver emergency coverage to the south west of Victoria and the other a 24/7 retrieval service, based at Essendon, established to transport critically ill patients.

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## Queensland Government comments

“ Implementation of recommendations from the Queensland Ambulance Service (QAS) Audit 2007 and Queensland Fire and Rescue Service (QFRS) Efficiency Review 2008 continued this year with substantial progress achieved in the delivery of key initiatives to enhance service delivery whilst challenged by an increased demand for services.

Demand growth for QAS urgent incidents has been less than projected in 2008-09 reflecting the success of demand management strategies implemented since the QAS Audit in late 2007. These strategies included the implementation of a Triple Zero community education campaign, aimed at promoting appropriate use of emergency ambulances, and the continuation of the Clinical Deployment Supervisor role in Brisbane and south-eastern regions.

To ensure as many resources as possible were deployed to frontline service delivery, QAS recruited an additional 253 full-time equivalents and commissioned an additional 145 ambulance vehicles in 2008-09, ensuring that the ambulance service continues to provide the highest possible level of service.

The roll-out of a new single state-wide Computer Aided Dispatch system across all ambulance and fire communication centres was completed in 2008-09, further enhancing operational service delivery.

The QFRS invested considerable time and resources across the ‘all hazards’ spectrum of services during 2008-09. This involved responding to and providing Incident Management Teams in support of operations across a broad range of incidents including cyclones, floods and oil spills. The QFRS continues to develop and deploy Technical Rescue capabilities (for example, swift water rescue) including obtaining international accreditation in Urban Search and Rescue during the Multi-Jurisdictional National Counter-Terrorism Exercise ‘Mercury 08’.

Queensland also continued to monitor the findings and recommendations of the 2009 Victorian Bushfires Royal Commission to ensure outcomes are incorporated into policy and practice where appropriate.

A number of significant events impacted Queensland during the year resulting in the activation of the Natural Disaster Relief and Recovery Arrangements on five occasions, and the State Disaster Relief Arrangements on one occasion. During the year, approximately 6300 SES volunteers committed over 109 000 hours to protect and assist their local communities. Queensland is increasing its focus on building community resilience to minimise vulnerability to disasters with the delivery of storm and cyclone season awareness campaigns and by working closely with local government to ensure contemporary Disaster Management Plans are in place.

In order to support and develop its volunteer network of approximately 41 700, Queensland significantly progressed a Volunteer Management Strategy which is a key commitment towards achieving the Queensland Government’s objective under *Toward Q2: Tomorrow’s Queensland* to increase the proportion of Queenslanders involved in their communities as volunteers.

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## Western Australian Government comments

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The Fire and Emergency Services Authority of WA (FESA) delivers emergency services throughout the State via a network of regionally-based FESA resources and with the support of local volunteers.

Western Australia's unique characteristics continue to influence the provision of emergency services. Our expansive land area, topography and widely dispersed population significantly affect infrastructure costs and response times. Growth in population and changing demographic patterns are increasing demand for services and adversely affecting volunteer numbers in some areas.

During 2008-09 FESA gained approval to draft critical amendments to the *Bush Fires Act 1954* and a comprehensive emergency services Act. These legislative amendments are intended to improve coordination and control of major bushfires and ultimately reduce the impact of emergencies on the community.

Building the capacity of staff and volunteers, as well as community stakeholders is a key strategic objective. Processes for the allocation of capital and human resourcing across the State to support effective response have been improved. FESA also continues to work closely with local governments and other partners to implement prevention and mitigation initiatives and improve community resilience to deal with emergencies.

Operational capability was enhanced with the implementation of a new service delivery model for the metropolitan region, and the expansion of our Community Fire Manager and Community Emergency Management Officer programs to support local emergency planning and emergency management.

A commitment to fire investigation and arson reduction, and raising awareness of emergency hazards for at-risk community groups is continuing.

Improved emergency management through technology has also been a major focus with the development of our StateAlert emergency warning system and continued use of spatial technology to improve planning and incident management.

Road ambulance services are delivered by non-government providers for most of the State with St John Ambulance the principal provider.

Eighty per cent of ambulance services are provided within the Perth metropolitan area. The remaining 20 per cent of the workload is delivered through a mix of career paramedics and volunteer from a large number of country response locations. In 91 per cent of all cases a career paramedic was in attendance with 9 per cent of cases performed by volunteer only crews. This model of maximising response locations for the sparsely populated and disparate communities in WA is supported by over 2500 qualified volunteer ambulance operatives.

The combination of an 8.1 per cent increase in incidents, hospital blockage and significant ramping of ambulance vehicles contributed to a reduced response capacity during the year and a deterioration of response times in comparison to the previous year. This is the subject of review in the next reporting period.

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## South Australian Government comments

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### *Fire and Emergency Services*

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 2008-09 including:

- amending the *Fire and Emergency Services Act 2005* to further refine governance and legislative arrangements and support the recommendations for operational improvements identified in the Bushfire Management Review and the Wangary Bushfire Coronial Inquest
- implementing initiatives and recommendations of SA's Bushfire Task Force established to examine the issues arising from the Royal Commission into the Victorian bushfires of 7 February 2009.

### *SA Ambulance Service*

Highlights for 2008-09 included:

- successfully piloting the extended care paramedic model which involved treating patients in their home and residential care facilities, contributing to a reduction in emergency department presentations and hospital admissions
- winning six of the 15 awards presented at the Council of Ambulance Authorities' national ambulance awards ceremony
- implementing an internationally-recognised call triaging system
- launching volunteer supported crewing initiatives to support volunteers in remote areas
- achieving satisfied or very satisfied service level ratings by 98 per cent of patients surveyed
- achieving emergency response time targets.

### *Fire, emergency and ambulance services*

Initiatives for 2009-10 include:

- implementing a new telephone and text messaging warning system
- implementing a new national framework for fire warnings
- 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 Council of Ambulance Authorities and the Australasian Fire and Emergency Service Authorities Council's initiatives for service excellence.

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### **Tasmanian Government comments**

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Tasmania has a number of unique characteristics that influence the provision of emergency services throughout the State and affect response/turnout times and infrastructure costs. These characteristics include a small and dispersed population, diseconomies of scale, reliance on a network of dedicated volunteers in rural and remote areas and the State's rugged topography. Tasmania's two major urban centres have low population density compared to the large urban centres in other states.

Tasmania's data includes both urban and rural fire and ambulance service performance 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 229 volunteer brigades that respond to fires in all metropolitan and rural areas. Tasmania reports all incidents attended by these brigades, and the TFS bears the full cost of funding both the operating and capital costs of its brigades.

The TFS continues to deliver a broad range of educational and promotional 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 over the last 10 years.

The TFS took over the responsibility for road crash rescue in metropolitan areas in 2006-07. The number of patient extrications undertaken by TFS for 2008-09 has increased compared to the previous period. State Emergency Services (SES) continue to provide road crash rescue services for rural areas.

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 is currently the only State that provides a free-of-charge ambulance service to the public and consequently there is a far greater reliance on government funding for ambulance services than in all other jurisdictions. The State Government has increased funding to improve services in both urban and rural areas.

Tasmania 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

“ 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 provides challenges to meet benchmark response standards and community expectations.

Over the past twelve months the ESA has continued to foster the ‘all hazards all agencies’ approach to delivering emergency services and emergency management for the ACT and surrounding region. This was again demonstrated when supporting Victoria during the bushfires. Six taskforces were deployed from the ACT incorporating all agencies to assist with firefighting, incident management teams, liaison, communications, logistics and medical support.

The operational capability of the ESA was further improved or enhanced through the continued work of the following key projects:

- restructure of the ESA and its agencies
- continuing commitment to the operation of Snowy Hydro Southcare aeromedical services with NSW
- significant training initiatives to further staff and volunteer capabilities
- undertaking a strategic station relocation feasibility study
- commencement of a purpose built emergency services headquarters building incorporating all the operational services and support functions
- commencement in the construction of a multi agency training facility.

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. A significant project that the ESA undertook this year involved working with the culturally and linguistically diverse community in the development of information packages about how to prepare for storms and floods, fire safety in the home, and how to be bushfire aware and farm fire wise. This was additional to all the other community education campaigns still being undertaken from previous years.

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## Northern Territory Government comments

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The Northern Territory made significant steps forward with its emergency management and response capability during 2008-09. Government announced construction of a new fire station in the Darwin area for completion in 2011-12 including an additional 22 firefighters. This includes a further nine additional firefighter positions in Alice Springs and 11 firefighter and two training positions in the Darwin area over the next two years.

New first response vehicles were brought on-line at volunteer fire stations in Pine Creek and Batchelor to provide improved response capacity for the regions in terms of road crash rescue and firefighting ability. Additional grassfire units were purchased as a Territory-wide resource for hazard abatement and for use on high fire danger days when additional fire crews are placed on operational duties.

The Northern Territory Fire Alarm System Transmission (NTFAST) system was subject to a major upgrade maintaining best practice in fire alarm monitoring across the NT. The Chemical, Biological, Radiological, and Nuclear (CBRN) budget increased ensuring maintenance of equipment. This equipment will now be utilised with Hazmat and other fire service responses. The Urban Search and Rescue (USAR) procurement program, financed through the Australian Government, and managed by Emergency Management Australia was finalised.

Bushfires Northern Territory expanded its fleet and replaced aging earthmoving equipment. Funding was also provided to place the aerial fire suppression arrangements on a stable footing. Operational improvements included the creation of new positions in training and volunteer support. Bushfires Northern Territory has restructured from 10 regions into six to better enable coordinated planning and to provide a consistency of service across the NT.

Bushfires Northern Territory has advanced research into fire related carbon fluxes from its savannah burning program, with a view to enabling accredited burning projects to be included in the Carbon Pollution Reduction Scheme. Two further fire management greenhouse emissions abatement projects will occur in the NT by 2013.

The Northern Territory Emergency Service (NTES) experienced a reasonable level of emergency response activity in the reporting period. Major activities included responding to severe storms in the Alice Springs Region and MacDonnell Shire, power failure issues in Darwin and flooding events in the Barkley Region. NTES continued to develop its capability to assist the community to respond to emergencies.

Internal restructuring was completed with the implementation of an area manager system. Improved capacity to deliver remote training from Darwin continues through a volunteer portal on the Northern Territory Police, Fire and Emergency Services College e-learning website and the completion of the USAR training facility at Alice Springs.

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## 9.8 Definitions of key terms and indicators

<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>All agencies</b>	<p>All agencies should be involved to some extent in emergency management. The context of emergency management for specific agencies varies and may include:</p> <ul style="list-style-type: none"><li>• ensuring the continuity of their business or service</li><li>• protecting their own interests and personnel</li><li>• protecting the community and environment from risks arising from the activities of the organisation</li><li>• protecting the community and environment from credible risks.</li></ul> <p>Emergency management measures may be referred to in a number of organisational and community contexts, including risk management, environmental management, occupational health and safety, quality management, and asset management.</p>
<b>All hazards</b>	<p>The all hazards approach concerns arrangements for managing the large range of possible effects of risks and emergencies. This concept is useful to the extent that a large range of risks can cause similar problems and such measures as warning, evacuation, medical services and community recovery will be required during and following emergencies. Many risks will, however, require specific response and recovery measures and will almost certainly require specific prevention and mitigation measures.</p>
<b>Ambulance community first responders</b>	<p>A type of volunteer that provide an emergency response (with no transport capacity) and first aid care before the ambulance arrival.</p>
<b>Ambulance service response times</b>	<p>The response time is defined as the time taken between the initial receipt of the call for an emergency ambulance and the ambulance's arrival at the scene of the emergency. Emergency responses are categorised by an assessment of the severity of the medical problem:</p> <ul style="list-style-type: none"><li>• code 1 — responses to potentially life threatening situations using warning devices</li><li>• code 2 — responses to acutely ill patients (not in life threatening situations) where attendance is necessary but no warning devices are used.</li></ul> <p>Response times are reported as percentiles in this report.</p>
<b>Ambulance expenditure</b>	<p>Includes salaries and payments in the nature of salaries to ambulance personnel, capital expenditure (such as depreciation and the user cost of capital) and other operating expenditure (such as running expenditure, contract expenditure, provision for losses and other recurrent expenditure). Excludes interest on borrowings.</p>
<b>Ambulance incident</b>	<p>An event that results in one or more responses by an ambulance service.</p>
<b>Ambulance non-government revenue</b>	<p>Includes revenue from subscription fees, transport fees, donations and other non-government revenue. Excludes funding revenue from Australian, State and local governments.</p>
<b>Ambulance patient</b>	<p>A person assessed, treated or transported by the ambulance service.</p>

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<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.
<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>Community first responder</b>	See 'Ambulance community first responders'.
<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.

<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> </ul>	<ul style="list-style-type: none"> <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>Percentiles</b>		
<b>50<sup>th</sup> / 90<sup>th</sup> percentile ambulance service response times</b>	The time within which 50 per cent / 90 per cent of emergency (code 1) incidents are responded to by an ambulance.	
<b>50<sup>th</sup> / 90<sup>th</sup> percentile fire service response times</b>	The time within which 50 per cent / 90 per cent of first fire resources respond.	
<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 (fire services)</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 crash rescue</b>	An incident involving a motor vehicle and the presumption 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><i>Remunerated volunteer ambulance operatives:</i> all personnel who volunteer their availability, however are remunerated in part for provision of an ambulance response (with transport capability).</p> <p><i>Non-remunerated volunteer ambulance operatives:</i> all personnel engaged on an unpaid casual basis who provide services generally on an on-call basis and are principally involved in the delivery of ambulance services. These staff may include categories on the same basis as permanent ambulance operatives (with transport capability).</p> <p><i>Non remunerated volunteer operational and corporate support staff:</i> all personnel engaged on an unpaid casual basis who provide services generally on an on-call basis and are principally involved in the provision of support services. These staff may include categories on the same basis as permanent ambulance operatives.</p>
<b>Volunteer (fire)</b>	<p><i>Volunteer firefighters:</i> staff of the fire service organisation, who deliver or manage a firefighting service directly to the community and who are formally trained and qualified to undertake firefighting duties but do not receive remuneration other than reimbursement of 'out of pocket expenses'.</p> <p><i>Volunteer support staff:</i> all staff that are not remunerated of the fire service organisation, staff shared with other services, and umbrella department's staff. For fire service organisations, any staff that are not remunerated whose immediate client is the firefighter. These can be people in operational support roles provided they do not receive payment for their services other than reimbursement of 'out of pocket expenses'.</p>
<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

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- Table 9A.2** Reported fires and other primary incidents attended to by fire service organisations (no.)
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# APPENDIX



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# A Statistical appendix

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### **Attachment tables**

Attachment tables are identified in references throughout this appendix by an 'AA' suffix (for example, table AA.3). A full list of attachment tables is provided at the end of this appendix, and the attachment tables 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).

## **A.1 Introduction**

This appendix contains contextual information to assist the interpretation of the performance indicators presented in the Report. The following key factors in interpreting the performance data are addressed:

- Australia's population
- family and household
- income, education and employment
- statistical concepts used in the Report.

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## **A.2 Population**

The Australian people are the principal recipients of the government services covered by this Report. The size, trends and characteristics of the population can have a significant influence on the demand for government services and the cost of delivery. This section provides a limited description of the Australian population to support the interpretation of performance data provided in the Report. More detail is provided in the Australian Bureau of Statistics (ABS) quarterly publication Australian Social Trends (ABS 2009b).

In this appendix and associated attachment tables, population totals for the same year can vary because they are drawn from different ABS sources depending on the information required — for example, some data are from the Census of Population and Housing (ABS 2006b) and others from the Australian Demographic Statistics (ABS 2009a).

Most of the service areas covered by the Report use estimated resident population (ERP) data from tables AA.1 and AA.2 for descriptive information (such as expenditure per person in the population) and performance indicators (such as participation rates for vocational education and training [VET]).

### **Population size and trends**

More than three quarters of Australia's 21.4 million people lived in the eastern mainland states as at 30 June 2008, with NSW, Victoria and Queensland accounting for 32.6 per cent, 24.8 per cent and 20.0 per cent, respectively, of the nation's population. Western Australia and SA accounted for a further 10.1 per cent and 7.5 per cent, respectively, of the population, while Tasmania, the ACT and the NT accounted for the remaining 2.3 per cent, 1.6 per cent and 1.0 per cent, respectively (table AA.1).

Nationally, the average annual growth rate of the population between 2004 and 2008 was approximately 1.7 per cent. The growth across jurisdictions ranged from 2.5 per cent in Queensland and WA to 0.8 per cent in Tasmania (table AA.2, 31 December estimates).

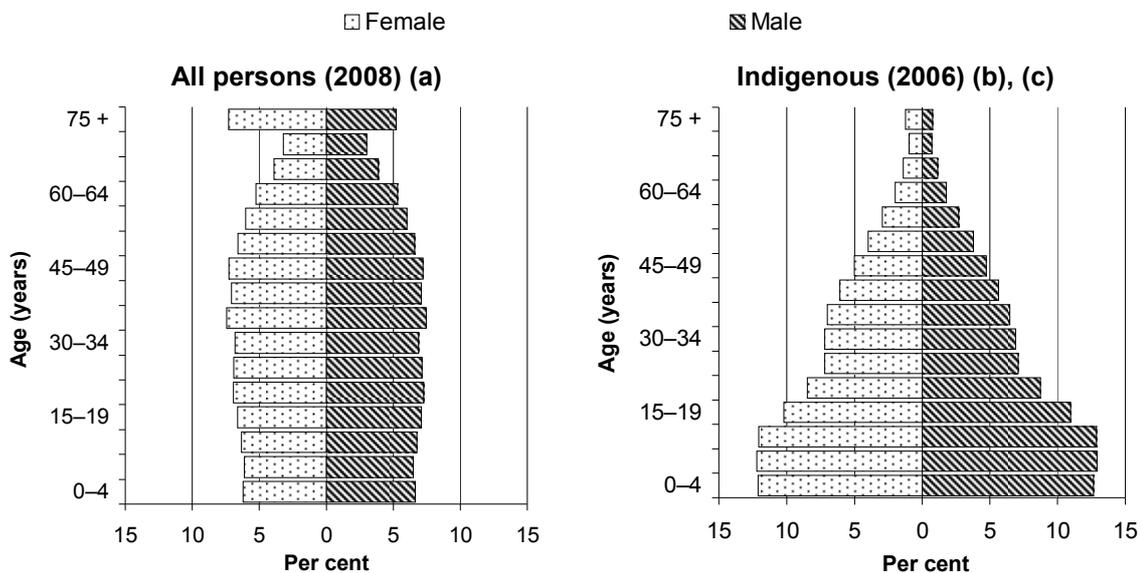
### **Population, by age and sex**

As in most other developed economies, greater life expectancy and declining fertility have contributed to an 'ageing' of Australia's population. However, the age distribution of Indigenous Australians is markedly different (figure A.1). At

30 June 2008, 9.4 per cent of Australia's population was aged 70 years or over, in contrast to 1.8 per cent of Australia's Indigenous population, as at 30 June 2006 (tables AA.1 and AA.7). Across jurisdictions, the proportion of all people aged 70 years or over ranged from 11.1 per cent in SA to 2.8 per cent in the NT (table AA.1).

Half of the population at June 2008 was female (50.3 per cent). This distribution was similar across all jurisdictions except the NT, which had a slightly lower representation of women in its population (47.9 per cent) (table AA.1). The proportion of women in the population varies noticeably by age. Nationally, approximately 56.3 per cent of people aged 70 years or over were female, compared with 48.7 per cent of people aged 14 years or less (table AA.1).

**Figure A.1 Population distribution, Australia, by age and sex, 30 June**



**a** Totals may not add as a result of rounding. **b** Includes other territories. **c** Experimental estimates at 30 June 2006 are preliminary rebased estimates and are based on the *2006 Census of Population and Housing*.

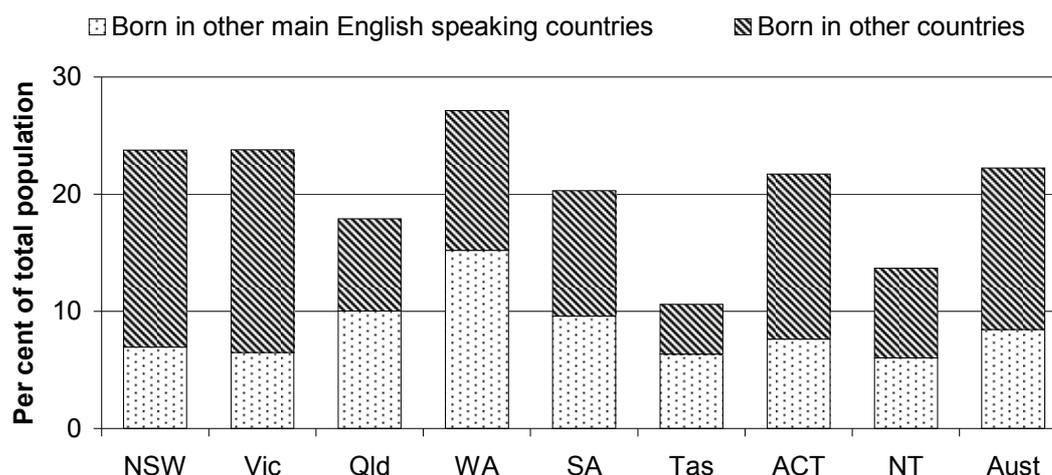
Source: ABS (2009) *Population by Age and Sex, Australian States and Territories, June 2008*, Cat. no. 3201.0; ABS (2007) *Australian Demographic Statistics, March 2007*, Cat. no. 3101.0; tables AA.1 and AA.7.

## Population, by ethnicity and proficiency in English

New Australians face specific problems when accessing government services. Language and cultural differences can be formidable barriers for otherwise capable people. Cultural backgrounds can also have a significant influence on the support networks offered by extended families. People born outside Australia accounted for 22.2 per cent of the population in August 2006 (8.4 per cent from the main English

speaking countries and 13.8 per cent from other countries).<sup>1</sup> Across jurisdictions, the proportion of people born outside Australia ranged from 27.1 per cent in WA to 10.6 per cent in Tasmania. The proportion from countries other than the main English speaking countries ranged from 17.3 per cent in Victoria to 4.2 per cent in Tasmania (figure A.2).

**Figure A.2 People born outside Australia, by country of birth, 2006<sup>a, b</sup>**



<sup>a</sup> 'Australia' includes other territories. <sup>b</sup> The ABS defines the other main English speaking countries as Canada, Ireland, New Zealand, South Africa, the United States of America and the United Kingdom.

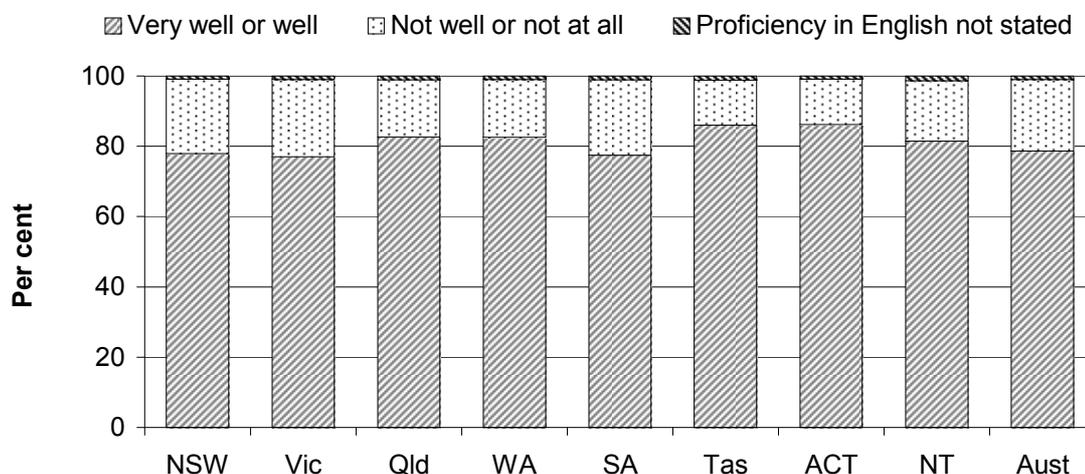
Source: ABS (unpublished) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.4.

Of the population born outside Australia, in August 2006, 89.0 per cent spoke only English, or spoke another language as well as speaking English very well or well. Figure A.3 shows proficiency in English of people born overseas who speak a language other than English at home. Of those people born overseas who spoke another language, 78.6 per cent also spoke English very well or well. The proportion of people born overseas who spoke another language and who did not speak English well or at all, ranged from 21.9 per cent in Victoria to 12.8 per cent in Tasmania (table AA.3).

The proportion of all people born overseas who did not speak English well or at all was 10.0 per cent nationally, and ranged from 12.9 per cent in Victoria to 3.1 per cent in Tasmania (table AA.3).

<sup>1</sup> The ABS defines the other main English speaking countries as Canada, Ireland, New Zealand, South Africa, the United States of America and the United Kingdom.

**Figure A.3 People born overseas who spoke a language other than English at home, by proficiency in English, 2006<sup>a</sup>**



<sup>a</sup> Excludes persons who did not state their country of birth.

Source: ABS (2007) *2006 Census of Population and Housing*, Cat. no. 2068.0; table AA.3.

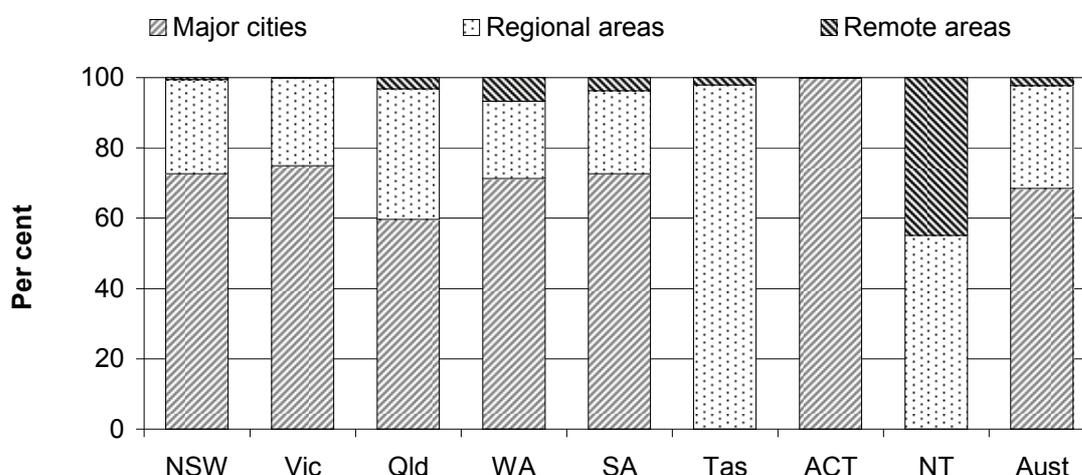
Approximately 15.8 per cent of Australians spoke a language other than English at home in August 2006. Across jurisdictions, this proportion ranged from 23.2 per cent in the NT to 3.5 per cent in Tasmania (table AA.5). Apart from English, the most common languages spoken were Chinese languages, Italian, Greek and Arabic.

In the NT, 15.1 per cent of people spoke an Australian Indigenous language (65.3 per cent of the total persons in the NT who spoke a language other than English in their homes) (table AA.5).

## Population, by geographic location

The Australian population is highly urbanised, with 68.6 per cent of the population located in major cities as at 30 June 2008 (figure A.4). Across jurisdictions, this proportion ranged from 99.9 per cent in the ACT to 59.7 per cent in Queensland (table AA.6). Tasmania and the NT by definition have no major cities. In Tasmania, 97.9 per cent of the population lived in regional areas. Australia-wide, 2.3 per cent of people lived in remote areas. The NT was markedly above this average, with 44.6 per cent of people living in remote areas.

Figure A.4 Population, by remoteness area, June 2008<sup>a, b</sup>



<sup>a</sup> Preliminary ERP data. <sup>b</sup> 'Australia' includes other territories.

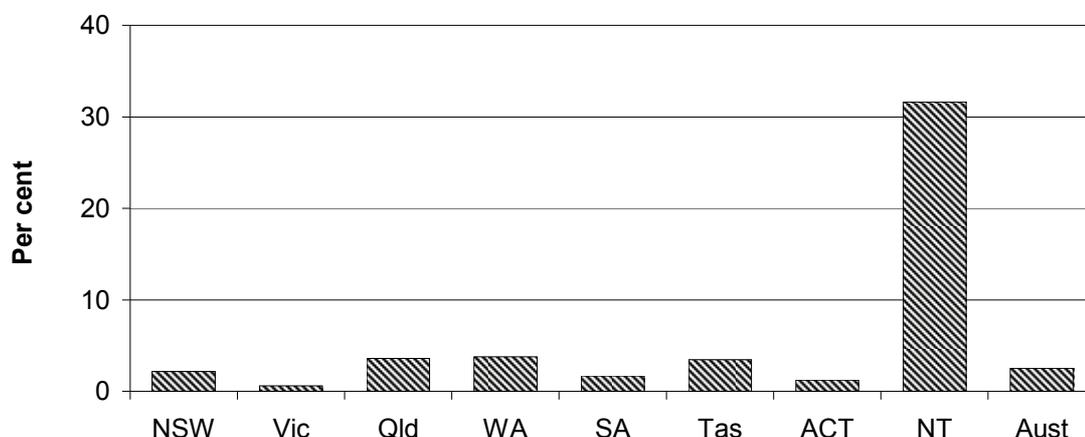
Source: ABS (2009) *Regional Population Growth, Australia, 2007-08*, Cat. no. 3218.0; table AA.6.

### Indigenous population profile

There were an estimated 517 174 Indigenous people (259 693 female and 257 481 male) in Australia at 30 June 2006, accounting for approximately 2.5 per cent of the total population (tables AA.2 and AA.7). The proportion of people who were Indigenous was significantly higher in the NT (31.6 per cent) than in any other jurisdiction. Across the other jurisdictions, the proportion ranged from 3.8 per cent in WA to 0.6 per cent in Victoria (figure A.5). Nationally, the Indigenous population is projected to grow to 615 309 people in 2014 (table AA.8).

The majority of Indigenous people (81.8 per cent) at August 2006 spoke only English at home, while a further 9.0 per cent spoke an Indigenous language and also spoke English very well or well. However, 2.2 per cent did not speak English well or at all (up to 12.2 per cent in the NT). Nationally, 5.2 per cent of Indigenous people did not state whether they spoke a language other than English at home (table AA.9).

Figure A.5 **Indigenous people as a proportion of the population, 30 June 2006<sup>a, b, c</sup>**



<sup>a</sup> 'Australia' includes other territories. <sup>b</sup> Experimental estimates of the Australian Indigenous population at 30 June 2006 are preliminary rebased estimates and are based on the *2006 Census of Population and Housing*. <sup>c</sup> Historical rates in table AA.2 may differ from those in previous Reports, as historical data have been revised using Final Rebased ERP data following the *2006 Census of Population and Housing* (for 30 June 2002 to 2006 and 31 December 2001 to 2005).

Source: ABS (2009) *Australian Demographic Statistics, December Quarter 2008*, Cat. no. 3101.0; ABS (2007) *Australian Demographic Statistics, March Quarter 2007*, Cat. no. 3101.0; tables AA.2 and AA.7.

## A.3 Family and household

### Family structure

There were 6.0 million families in Australia in 2008.<sup>2</sup> Across jurisdictions, the number of families ranged from 2.0 million in NSW to 58 000 in the NT. The average family size across Australia was 3.3 people. Across jurisdictions, the average family size ranged from 3.4 people in the ACT to 2.9 people in the NT. Nationally, 37.7 per cent of families had at least one child aged under 15 years, and 17.1 per cent of families had at least one child aged under 5 years (table AA.10).

Lone parent families may have a greater need for government support and particular types of government services (such as child care for respite reasons). Nationally,

<sup>2</sup> The ABS *Census Dictionary* (ABS 2006a) defines a family as two or more persons, one of whom is aged 15 years or over, who are related by blood, marriage (registered or de facto), adoption, step or fostering; and who are usually resident in the same household. The basis of a family is formed by identifying the presence of a couple relationship, lone parent-child relationship or other blood relationship. Some households contain more than one family.

18.2 per cent of children aged under 15 years lived in one parent families in 2008. Lone mother families made up 17.7 per cent of families with children aged under 15 years. Lone father families made up 2.7 per cent of families with children aged under 15 years. Across jurisdictions, the proportion of children aged under 15 years living in lone parent families ranged from 25.8 per cent in Tasmania to 18.1 per cent in the ACT (table AA.11).

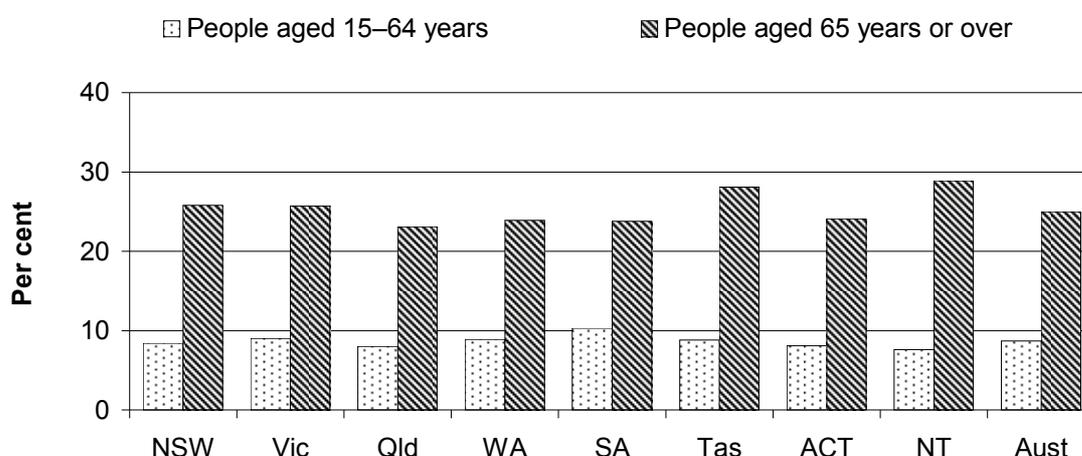
Employment status also has implications for the financial independence of families. Nationally, 12.6 per cent of children aged under 15 years, lived in families where no resident parent was employed in 2007-08 (table AA.12).

## Household profile

There were 8.3 million households in Australia in 2008 (some households may contain more than one family) (table AA.14). Over one quarter (27.0 per cent) of these were lone person households. Across jurisdictions, the proportion of lone person households ranged from 31.5 per cent in Tasmania to 24.0 per cent in the NT.

In June 2008, the proportion of people aged 65 years or over who lived alone (25.0 per cent) was considerably higher than that for people aged 15–64 years (8.7 per cent). Across jurisdictions, the proportion of people aged 65 years or over who lived alone ranged from 28.9 per cent in the NT to 23.1 per cent in Queensland (figure A.6).

**Figure A.6 Proportion of population who lived alone, by age group, June 2008**

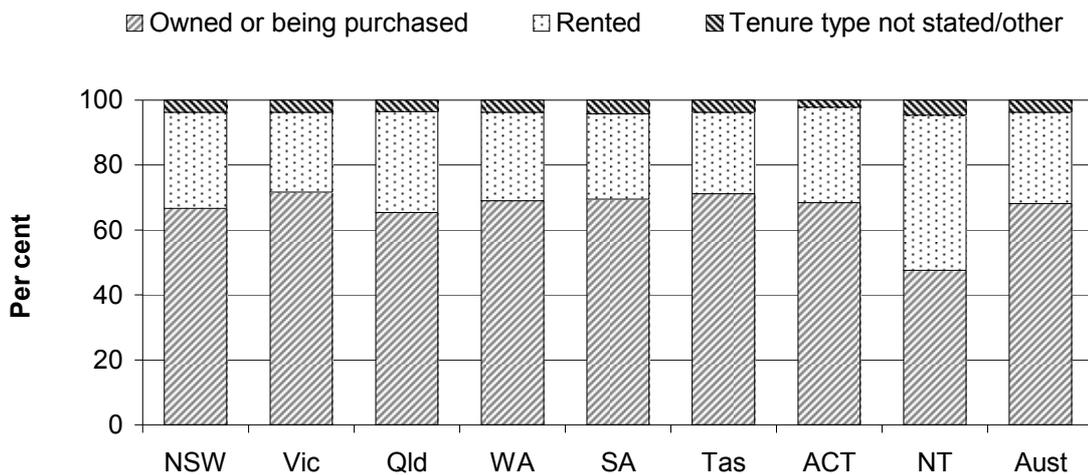


Source: ABS (2009) *Australian Social Trends, December 2009*, Cat. no. 4102.0; table AA.14.

Approximately 15.4 million people in families lived in private dwellings in August 2006 (table AA.13).<sup>3</sup> Home ownership can reflect on a family's wealth and savings, and is often positively related to employment and income.

Nationally, the majority of occupied private dwellings (68.1 per cent, or 4.9 million dwellings) in August 2006 were owned or were being purchased. Home ownership was highest in Victoria (71.6 per cent) and lowest in the NT (47.6 per cent). Australians rented 2.0 million dwellings, or 28.1 per cent of dwellings (of these, 50.9 per cent were from real estate agents and 15.1 per cent from State or Territory housing authorities) (table AA.15). Across jurisdictions, the proportion of dwellings that were rented was highest in the NT (47.8 per cent) and lowest in Victoria (24.6 per cent) (figure A.7).

**Figure A.7 Occupied private dwellings, by tenure type, 2006<sup>a, b, c</sup>**



<sup>a</sup> 'Australia' includes other territories. <sup>b</sup> 'Owned or being purchased' includes dwellings being purchased under a rent/buy scheme. <sup>c</sup> 'Other tenure type' includes dwellings being occupied under a life tenure scheme.

Source: ABS (2007) *2006 Census of Population and Housing*, Cat. no. 2068.0; table AA.15.

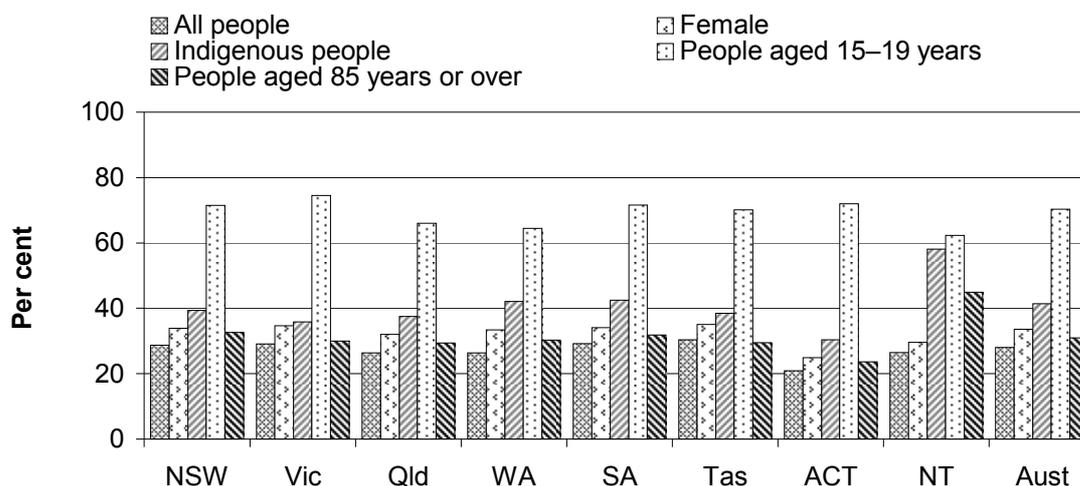
<sup>3</sup> The ABS *Census Dictionary* (ABS 2006a) defines an occupied private dwelling as a private dwelling occupied by one or more people. A private dwelling is normally a house, flat, or even a room. It can also be a caravan, houseboat, tent or a house attached to an office, or rooms above a shop.

## A.4 Income, education and employment

### Income

Nationally, 28.0 per cent of people aged 15 years or over in August 2006 had a relatively low weekly individual income of \$249 or less (table AA.16). The proportion was considerably higher for younger people (70.3 per cent for people aged 15–19 years), Indigenous people (41.4 per cent) and females (33.5 per cent) but similar for older people (30.9 per cent for people aged 85 years or over) (figure A.8).

Figure A.8 **Weekly individual income of \$249 or less, by sex, Indigenous status and age, 2006<sup>a</sup>**



<sup>a</sup> 'Australia' includes other territories.

Source: ABS (2007 and unpublished) *2006 Census of Population and Housing*, Cat. no. 2068.0; tables AA.16–AA.18.

Nationally, 16.9 per cent of the total population was receiving income support in 2008. The age pension was received by 9.5 per cent of the population, while 3.5 per cent received a disability support pension and 1.7 per cent received a single parent payment. A further 2.2 per cent of the population received some form of labour market allowance in 2008 (figure A.9).

Figure A.9 **Proportion of total population on income support, June 2008<sup>a</sup>**



<sup>a</sup> Data for 'Australia' include recipients living overseas and recipients whose residential location was not known. <sup>b</sup> Data include recipients of Newstart Allowance (excluding Community Development Employment Projects [CDEP] participants and those who did not receive a payment) and recipients of Youth Allowance for jobseekers.

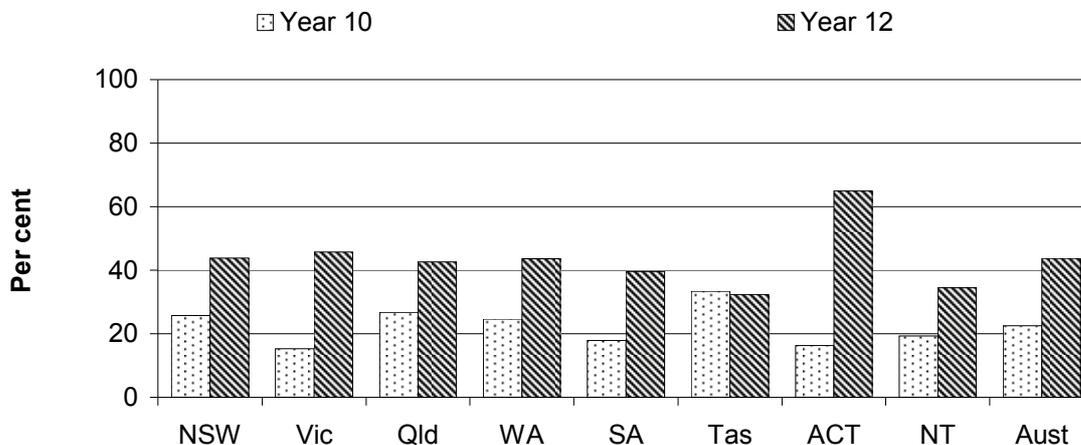
Source: ABS (2009) *Australian Social Trends, September 2009*, Cat. no. 4102.0; table AA.19.

The proportion of the population receiving the age pension in 2008 ranged from 11.5 per cent in Tasmania to 3.2 per cent in the NT; the proportion receiving a disability support pension ranged from 5.2 per cent in Tasmania to 2.1 per cent in the ACT; and the proportion receiving a single parent payment ranged from 2.2 per cent in the NT to 1.0 per cent in the ACT. The proportion receiving a labour market allowance in 2008 ranged from 5.3 per cent in the NT to 1.1 per cent in the ACT.

## Educational attainment

Employment outcomes and income are closely linked to the education and skill levels of individuals. At August 2006, 43.7 per cent of people aged 15 years and over (approximately 6.7 million people) had completed year 12. A further 22.6 per cent (3.4 million people) had a highest level of schooling of year 10. Across jurisdictions, the proportion of people aged 15 years and over who had completed year 12 schooling ranged from 64.9 per cent in the ACT to 32.4 per cent in Tasmania (figure A.10).

**Figure A.10 Highest year of schooling completed by people aged 15 years or over, 2006<sup>a</sup>**

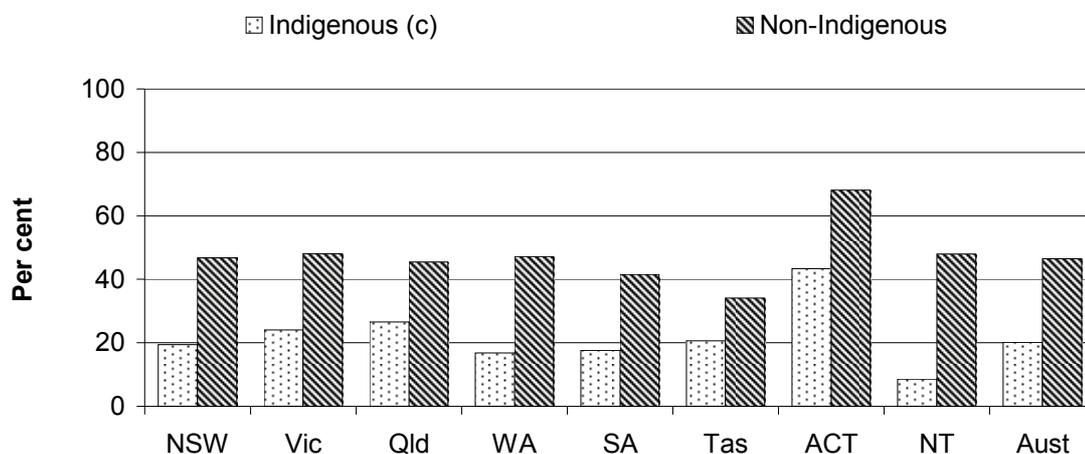


<sup>a</sup> Australia includes 'Other territories'.

Source: ABS (unpublished) *2006 Census of Population and Housing*, Cat. no. 2068.0; table AA.20.

At August 2006, a much higher proportion of non-Indigenous people (46.5 per cent) aged 15 years or over had completed year 12 as their highest year of school (this is the highest level of primary or secondary school a person has completed) than Indigenous people (20.1 per cent). Across jurisdictions, the proportions of Indigenous people aged 15 years or over who had completed year 12 schooling ranged from 43.4 per cent in the ACT to 8.6 per cent in the NT. The proportion of non-Indigenous people who had completed year 12 schooling was highest in the ACT (68.1 per cent) and lowest in Tasmania (34.1 per cent) (figure A.11).

Figure A.11 **Highest level of schooling completed by people aged 15 years and over, by Indigenous status, 2006<sup>a, b</sup>**



<sup>a</sup> Australia includes 'Other territories'. <sup>b</sup> Includes people who did not state their highest year of school completed. <sup>c</sup> Includes 'Aboriginal', 'Torres Strait Islander' and 'both Aboriginal and Torres Strait Islander'.

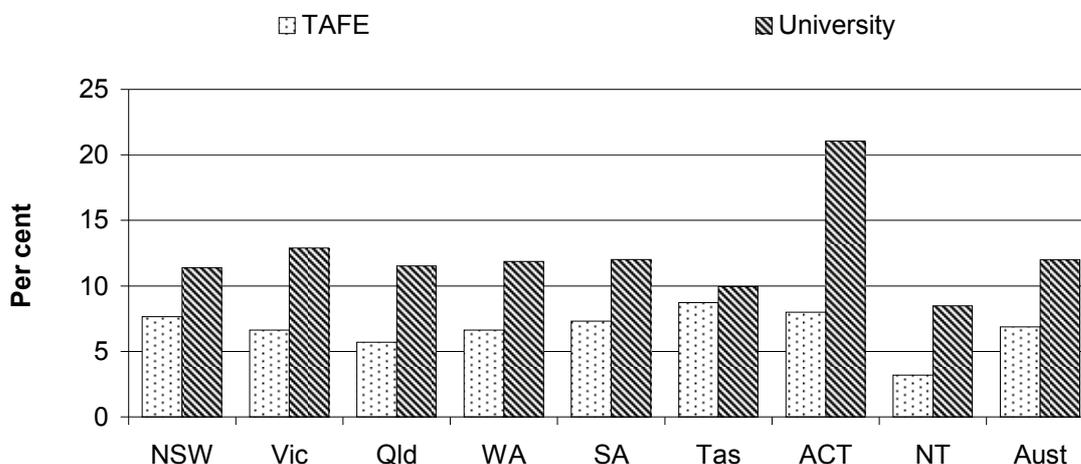
Source: ABS (unpublished) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.20.

Tertiary education in Australia is principally provided by universities and technical and further education (TAFE) institutes. Nationally, 18.9 per cent of those attending an educational institution<sup>4</sup> were attending university or TAFE in August 2006 (12.0 per cent at university and 6.9 per cent at TAFE). Across jurisdictions, the proportion of students attending TAFE ranged from 8.7 per cent in Tasmania to 3.2 per cent in the NT; the proportion attending university ranged from 21.1 per cent in the ACT to 8.5 per cent in the NT (figure A.12).

In August 2006, the proportion of Indigenous tertiary students who were attending TAFE was highest in Tasmania (9.5 per cent) and lowest in the NT (2.0 per cent). The proportion of non-Indigenous students attending university (14.4 per cent) was considerably higher than the proportion of Indigenous students (3.7 per cent). Across jurisdictions, the proportion of non-Indigenous students attending university ranged from 24.0 per cent in the ACT to 11.7 per cent in Tasmania. For Indigenous students the proportion ranged from 10.0 per cent in the ACT to 2.2 per cent in the NT (figure A.13).

<sup>4</sup> Educational institutions include pre-school, infants/primary school, secondary school, tertiary institutions and other educational institutions.

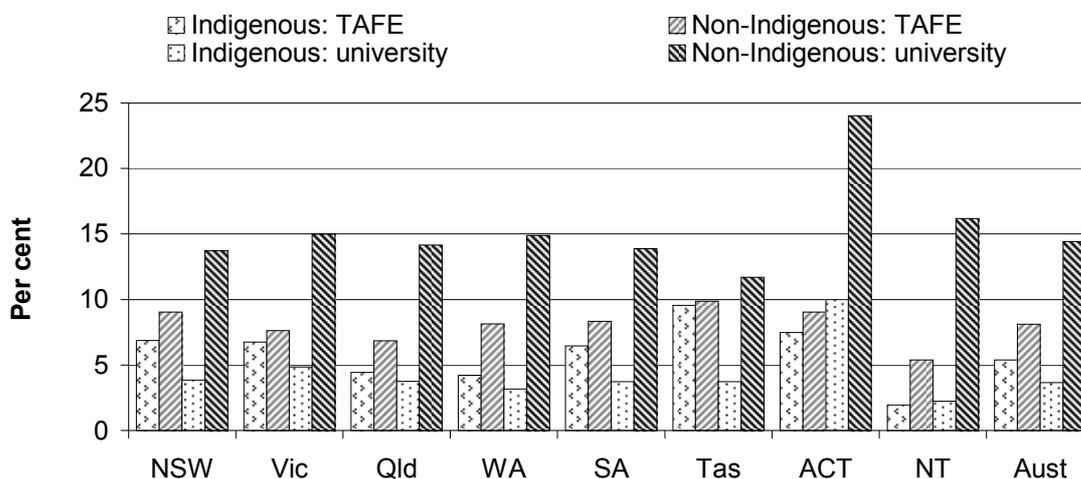
**Figure A.12 Proportion of students attending tertiary education institutions, 2006<sup>a, b, c</sup>**



<sup>a</sup> 'Australia' includes other territories. <sup>b</sup> Includes 'technical and further educational institution (including TAFE colleges)'. <sup>c</sup> Totals may not add as a result of rounding.

Source: ABS (2007) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.21.

**Figure A.13 Proportion of students attending tertiary education institutions, by Indigenous status, 2006<sup>a, b, c</sup>**



<sup>a</sup> 'Australia' includes other territories. <sup>b</sup> Includes 'technical and further educational institution (including TAFE colleges)'. <sup>c</sup> Totals may not add as a result of rounding.

Source: ABS (2007) 2006 Census of Population and Housing, Cat. no. 2068.0; table AA.21.

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## Employment and workforce participation

There were 11.4 million people aged 15 years or over in the labour force in Australia in June 2009. Of these, 94.3 per cent were employed. This means 5.7 per cent of the participating labour force were unemployed at June 2009. The majority of employed persons (70.1 per cent) were in full time employment. Of the 653 800 people looking for work, 76.9 per cent were seeking full time work and 23.1 per cent were seeking part time work (table AA.22).

Across jurisdictions, the proportion of employed people in full time employment in June 2009 ranged from 81.5 per cent in the NT to 66.6 per cent in Tasmania. The unemployment rate ranged from 6.3 per cent in NSW to 3.6 per cent in the ACT. The proportion of unemployed people looking for full time work ranged from 80.4 per cent in Queensland to 52.8 per cent in Tasmania (tables AA.22 and AA.24).

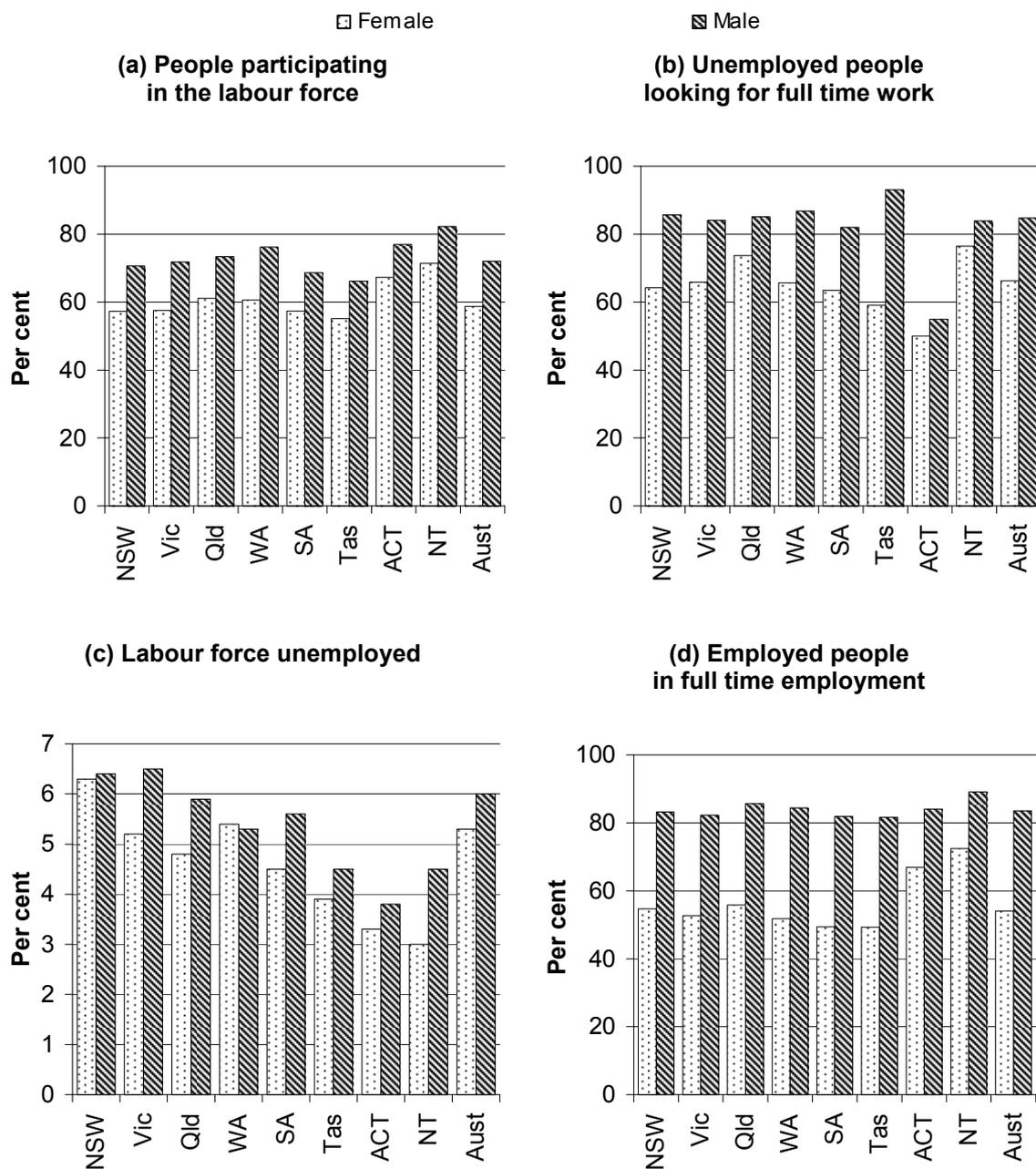
The unemployment rate needs to be interpreted within the context of labour force participation rates, which were higher for males than for females in all jurisdictions (figure A.14a). Nationally, fewer unemployed females were looking for full time work than males (66.3 per cent and 84.8 per cent respectively) (figure A.14b).

The unemployment rate for males was higher than that for females in all jurisdictions except for WA (figure A.14c). A greater proportion of employed males than of employed females had full time employment in all jurisdictions. The difference between male and female full time employment ranged from 32.7 percentage points in WA to 16.7 percentage points in the NT (figure A.14d).

## General economic indicators

Gross Domestic Product (GDP) is the total market value of goods and services produced in Australia within a given period. Australia's GDP is the total of all State and Territory Gross State Product (GSP). In 2007-08, the GSP for NSW accounted for 31.8 per cent of national gross product, compared with 1.4 per cent for the NT. Growth from the previous year's GSP (in 2007-08 dollars) was highest for WA (6.2 per cent) and lowest for Tasmania (-3.2 per cent). Across Australia, the GSP per person was \$53 523 in 2007-08 (table AA.25).

**Figure A.14 Labour force outcomes for people aged 15 years or over, by sex, June 2009**



Source: ABS (2009) *Labour Force, Australia, Detailed – Electronic Delivery, June 2009*, Cat. no. 6291.0; tables AA.22—AA.24.

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## A.5 Statistical concepts used in the Report

### Reliability of estimates

Data for some outcome and quality indicators in this Report are based on samples, either from surveys or from a selection of observations from, for example, administrative databases. The potential for sampling error — that is, the error that occurs by chance because the data are obtained from a sample and not the entire population — means that the reported estimates may not accurately reflect the true value.

This Report indicates the reliability of estimates based on samples, by reporting either relative standard errors (RSEs) or confidence intervals (CIs). RSEs and CIs are calculated based on the standard error (SE). The larger the SE, RSE or CI, the less reliable is the estimate as an indicator for the whole population (ABS 2008b, 2008a).

### *Standard error*

The SE measures the sampling error of an estimate (box A.1). (There can also be non-sampling error, or systematic biases, in the data.) There are several types of SE. A commonly used type of SE in this Report is the SE of the mean (average). Sampling error results from using a sample of the population to derive an estimate of the whole population mean — the SE measures how much the estimated mean value may differ from the true population mean value.

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### Box A.1 Technical concepts and formulas — standard error

The SE of a method of measurement or estimation is the estimated standard deviation of the error in that method. Specifically, it estimates the standard deviation of the difference between the measured or estimated values and the true values. Standard deviation is a measure of how spread out the data are, that is, a measure of variability.

The SE of the mean (SEM), an unbiased estimate of expected error in the sample estimate of a population mean, is the sample estimate of the population standard deviation (sample standard deviation) divided by the square root of the sample size (assuming statistical independence of the values in the sample):

$$SE_x = \frac{s}{\sqrt{n}} \quad (\text{equation A.1})$$

Where:

$SE_x$  is the SE of the sample estimate of a population mean

$s$  is the sample's standard deviation (the sample based estimate of the standard deviation of the population)

$n$  is the size (number of items) of the sample.

Decreasing the uncertainty of a mean value estimate by a factor of two requires the sample size to increase fourfold. Decreasing SE by a factor of ten requires the sample size to increase hundredfold.

#### *Relative standard error*

The RSE is used to indicate the reliability of an estimate (box A.2). The RSE shows the size of the error, relative to the estimate, and is derived by dividing the SE of the estimate, by the estimate.

The RSE is useful for comparing the size of the SE across different sample estimates. As with the SE, the higher the RSE, the less confidence there is that the estimate from the sample is close to the true value of the population mean.

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## Box A.2 Technical concepts and formulas — reliability of estimates

### Relative standard error

The SE can be expressed as a proportion of the estimate — known as the RSE. The formula for the RSE of an estimate is:

$$\text{RSE}(x) = \frac{\text{SE}(x)}{x} \quad (\text{equation A.2})$$

Where:

$x$  is the estimate

$\text{SE}(x)$  is the SE of the estimate.

The resultant RSEs are generally multiplied by 100 and expressed as a percentage.

Proportions and percentages formed from the ratio of two estimates are also subject to sampling error. The size of the error depends on the accuracy of both the numerator and the denominator. One method for calculating the RSE of a proportion is expressed through the following formula:

$$\text{RSE}\left(\frac{x}{y}\right) = \sqrt{[\text{RSE}(x)]^2 + [\text{RSE}(y)]^2} \quad (\text{equation A.3})$$

Where:

$x$  is the numerator of the estimated proportion

$y$  is the denominator of the estimated proportion.

### Confidence intervals

The formula for calculating CIs is:

$$\text{LCL} = x - z_i \text{SE}(x) \quad (\text{equation A.4})$$

$$\text{UCL} = x + z_i \text{SE}(x)$$

Where:

LCL is the lower confidence limit

UCL is the upper confidence limit

$x$  is the estimate

$\text{SE}(x)$  is the SE of the estimate

$z_i$  is the factor used to determine the CI (the factor varies according the level of confidence required).

The most commonly used CIs are calculated for the 95 per cent ( $p = 0.05$ ;  $z = 1.96$ ) level of probability. That is, there is a 95 per cent likelihood that the true value lies within the estimate confidence interval.

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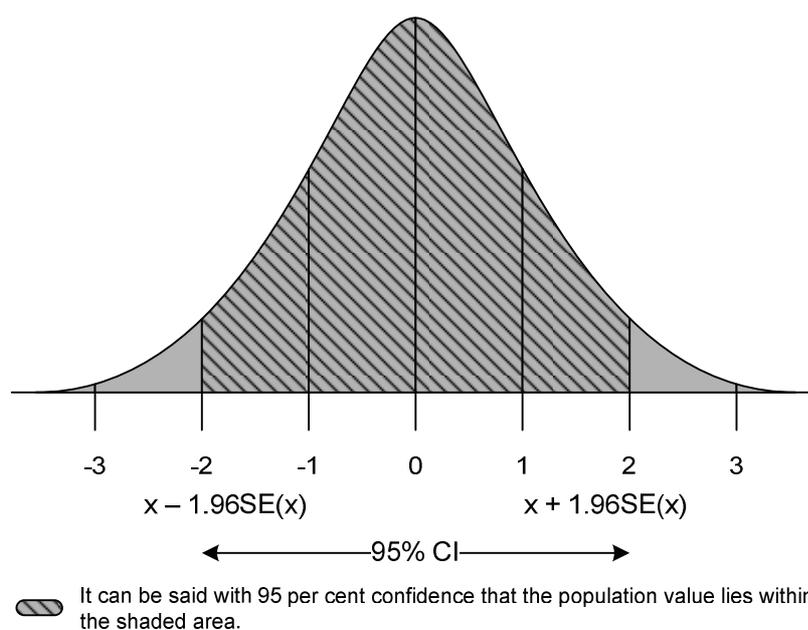
A rule of thumb adopted in this Report is that estimates with an RSE between 25 and 50 per cent are to be used with caution and estimates with an RSE greater than 50 per cent are unreliable for general use.

### *Confidence intervals*

Confidence intervals are used to indicate the reliability of an estimate. A CI is a specified interval, with the sample statistic at the centre, within which the corresponding population value can be said to lie with a given level of confidence (ABS 2008a). Increasing the desired confidence level will widen the CIs (figure A.15). CIs are useful because a range, rather than a single estimate, is more likely to encompass the real figure for the population value being estimated.

**Figure A.15 Normal distribution with 95 per cent confidence intervals**

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CIs are calculated from the population estimate and its associated SE. The most commonly used CI is calculated for 95 per cent levels of probability. For example, if the estimate from a survey was that 628 300 people report having their needs fully met by a government service, and the associated SE of the estimate was 10 600 people, then the 95 per cent CI would be calculated by:

$$\text{lower confidence limit} = 628\,300 - (2 \times 10\,600) = 628\,300 - 21\,200 = 607\,100$$

$$\text{upper confidence limit} = 628\,300 + (2 \times 10\,600) = 628\,300 + 21\,200 = 649\,500$$

This indicates that, at the 95 per cent confidence level, the true number of people who perceive that their needs are met by a government service is between 607 100 and 649 500.

The smaller the SE of the estimate, the narrower the CIs and the closer the estimate can be expected to be to the true value.

Confidence intervals also test for statistical differences between sample results (box A.3) (ABS 2008a). For example, assume survey data estimated that 50 per cent of people for jurisdiction A perceived that their needs were met by government services, with a 95 per cent CI of  $\pm 5$  per cent, and 25 per cent of people for jurisdiction B, with a 95 per cent CI of  $\pm 10$  per cent (figure A.16). These results imply that we can be 95 per cent sure the true result for jurisdiction A lies between 55 and 45 per cent, and the true result for jurisdiction B lies between 15 and 35 per cent. As these two ranges do not overlap, it can be said that the results for jurisdiction A and jurisdiction B are statistically significantly different.

### Box A.3 Technical concepts and formulas — statistical significance

#### Using confidence intervals to test for statistical significance

The CIs — the value ranges within which estimates are likely to fall — can be used to test whether the results reported for two estimated proportions are statistically different. If the CIs for the results do not overlap, then there can be confidence that the estimated proportions differ from each other. To test whether the 95 per cent CIs of two estimates overlap, a range is derived using the following formulas.

$$R_1 = \left( \frac{x_2}{y_2} - \frac{x_1}{y_1} \right) - 1.96 \sqrt{\left( \text{RSE} \left( \frac{x_2}{y_2} \right) \times \left( \frac{x_2}{y_2} \right) \right)^2 + \left( \text{RSE} \left( \frac{x_1}{y_1} \right) \times \left( \frac{x_1}{y_1} \right) \right)^2} \quad (\text{equation A.5})$$

and

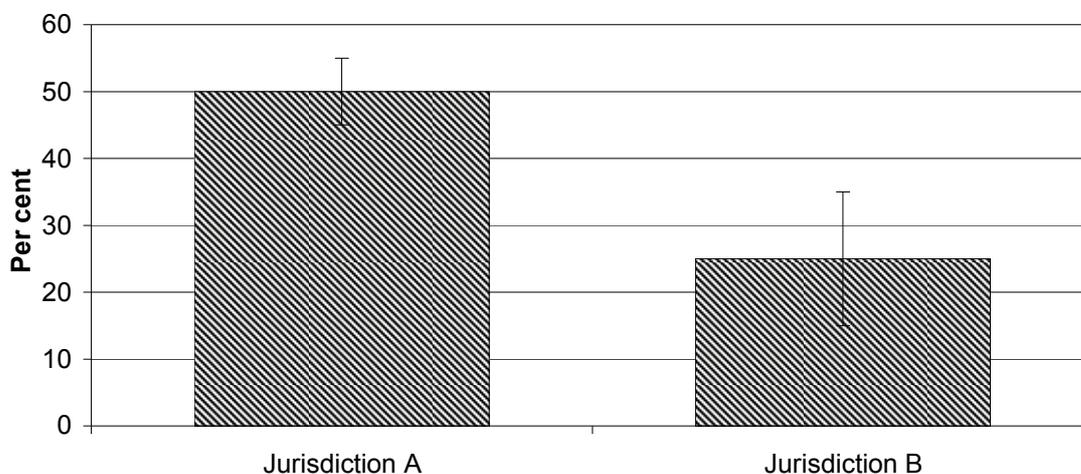
$$R_2 = \left( \frac{x_2}{y_2} - \frac{x_1}{y_1} \right) + 1.96 \sqrt{\left( \text{RSE} \left( \frac{x_2}{y_2} \right) \times \left( \frac{x_2}{y_2} \right) \right)^2 + \left( \text{RSE} \left( \frac{x_1}{y_1} \right) \times \left( \frac{x_1}{y_1} \right) \right)^2} \quad (\text{equation A.6})$$

If none of the values in this range is zero, then the difference between the two estimated proportions is statistically significant.

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**Figure A.16 Using confidence intervals to test for statistical significance**

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Confidence intervals do not overlap so the difference is statistically significant.

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## Population measures

Measures expressed per person (that is, as a proportion of the population) are often presented in this Report. This is to make it easier to compare relative numbers, essentially standardised by size of population, as distinct from absolute numbers.

This Report typically includes annual data. Population data are available quarterly. As the population changes over time, an issue arises as to which population figure to use — the population at the start of the period, at the end of the period, or some average level.

This Report uses mid point population data — using the mid point (second quarter) population level as a proxy for the average population level. These estimates are available in time for this Report.

Three other options were considered but not preferred.

1. *Average population data.* The most statistically robust approach would be to use the average population level across the four quarters. However, while this is possible for calendar year data, estimates for the fourth quarter of the financial year are not available in time for this Report.
2. *End point population data.* This approach would use the population level at the end of the period. However, this is not a good proxy for the average population level, and again, estimates for the end point of the financial year are not available in time for this Report.

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3. *Use of population projections.* This approach would use population projections (rather than estimates) for the fourth quarter population level. Population projections are not as accurate as estimates.

## **Growth rates**

The Review uses growth rates to facilitate meaningful comparisons of data movements over time (box A.4). Two growth rates methods are generally used:

1. *Average annual growth rate (AAGR).* The AAGR is the uniform growth rate that would need to have applied each year for the value in the first year to grow to the value in the final year of the period of analysis. This method is also called a compound annual growth rate, as it allows for the ‘cumulative’ effect of growth in later periods ‘compounding’ growth in earlier periods.
2. *Total growth rate (TGR).* The TGR is the growth rate between two periods/years. Two methods can be used to calculate TGR.

The first and most commonly used method calculates TGR by subtracting the value in the first period from the value in the last period then dividing the result by the value in the first period. This is generally multiplied by 100 to express the growth rate as a percentage (equation A.8).

The second method uses a composite of the growth rates between each of the sub-periods within the overall period of analysis. For example, for the period 2005-06 to 2008-09, a composite of the growth rates between 2005-06 to 2006-07, 2006-07 to 2007-08 and 2007-08 to 2008-09 would be used. Box A.4 includes an example of how sub-period growth rates can be used to derive the TGR.

## Box A.4 Technical concepts and formulas — growth rates

### Growth rate formulas

#### Average annual growth rate

The formula for calculating a compound annual growth rate (AAGR) is:

$$\text{AAGR}(t_0, t_n) = \left[ \left( \frac{P(t_n)}{P(t_0)} \right)^{\left( \frac{1}{t_n - t_0} \right)} - 1 \right] \times 100 \quad (\text{equation A.7})$$

Where:

$P(t_0)$  is the value in the initial period

$P(t_n)$  is the value in the last period

$t_n - t_0$  is the number of periods.

#### Total growth rate

The formula for calculating the total growth rate (TGR) is:

$$\text{TGR} = \frac{P(t_n) - P(t_0)}{P(t_0)} \times 100 \quad (\text{equation A.8})$$

Where:

$P(t_0)$  is the value in the initial period

$P(t_n)$  is the value in the last period

The formula for calculating a total growth rate (TGR) using a composite of growth rates between sub-periods within the overall period of analysis is:

$$\text{TGR} = \left( \prod_t (1 + r_t) - 1 \right) \times 100 \quad (\text{equation A.9})$$

That is, the TGR over the period is found by taking the product ( $\prod_t$ ) of each  $(1 + r_t)$  and deducting 1. This is multiplied by 100 so the growth rate is expressed as a percentage. If, for example, the sample ranges of growth rates are:

6 per cent in 2005-06 to 2006-07

6 per cent in 2006-07 to 2007-08

8 per cent in 2007-08 to 2008-09

then the total growth over the period 2005-06 to 2008-09 can be calculated as:

$$\begin{aligned} \text{TGR} &= [(1.06) \times (1.06) \times (1.08) - 1] \times 100 \\ &= (1.213488 - 1) \times 100 \\ &= 21.3 \text{ per cent.} \end{aligned}$$

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## Gross domestic product deflators

The GDP deflator is used to convert raw financial data into constant (real) dollars (box A.5). Raw or ‘nominal’ financial data are converted to ‘real’ dollars so that comparisons over time are not affected by inflation. (Not all financial data in the Report are deflated using the GDP Implicit Price Deflator (IPD). The exceptions include some health chapters and the chapter on VET, which use service-specific deflators to calculate real dollars.)

The calculations to achieve constant (real) dollars are in two steps:

Step 1. Re-referencing of GDP deflators.

The Review re-references the period where the GDP IPD (published by the ABS) is at 100, as this Report requires a current year deflator (2008-09 = 100). The ABS publishes the GDP IPD to the third most current year only (for example, if the current year is 2008-09, the available deflator is 2006-07 = 100). Table A.1 shows how the GDP deflator is re-based.

**Table A.1 Re-basing the GDP deflator**

<i>Financial year</i>	<i>ABS index value (2006-07 = 100)<sup>a</sup></i>	<i>Calculation</i>	<i>Re-based GDP deflator (2008-09=100)</i>
2004-05	91.3	91.3/109.7*100	83.2
2005-06	95.6	95.6/109.7*100	87.1
2006-07	100.0	100.0/109.7*100	91.2
2007-08	104.4	104.4/109.7*100	95.2
2008-09	109.7	109.7/109.7*100	100.0

<sup>a</sup> Index values from ABS (2009), *Australian National Accounts: National Income, Expenditure and Product, June 2009*, Cat. no. 5206.0, table 32, Expenditure on Gross Domestic Product (GDP), Chain volume measures and Current prices, Annual (Series ID. A2304682C).

Source: ABS (2009) *Australian National Accounts: National Income, Expenditure and Product, June 2009*, Cat. no. 5206.0; table AA.26.

Table AA.26 in the attachment contains GDP deflators for 1999-2000 to 2008-09. Five GDP deflator series are published, from 2004-05 = 100 through to the latest year, where 2008-09 = 100.

Step 2. Transforming nominal dollars into constant dollars.

Nominal dollars are transformed into constant (or real) dollars by dividing the nominal dollars with the GDP deflator for the applicable financial year and multiplying by 100. The deflator used may vary according to the most current year for which the particular financial data are available. For example, if the most current year for the data is 2007-08 then the data are deflated using the deflator series for

2007-08 = 100. If the most current year is 2008-09 then the data are deflated using the deflator series for 2008-09 = 100. Table A.2 shows how the GDP deflator for 2008-09 = 100 is applied.

**Table A.2 Applying the GDP IDP to derive constant (real) dollars**

<i>Financial year</i>	<i>Nominal data</i>	<i>GDP deflator (2008-09 = 100)</i>	<i>Calculation</i>	<i>Real data</i>
2004-05	6 200	83.2	(6 200/83.2)*100	7 452
2005-06	6 300	87.1	(6 300/87.1)*100	7 233
2006-07	6 350	91.2	(6 350/91.2)*100	6 963
2007-08	6 485	95.2	(6 485/95.2)*100	6 812
2008-09	7 020	100.0	(7 020/100.0)*100	7 020

### Box A.5 Technical concepts and formulas — GDP deflator formulas

#### Gross Domestic Product deflator re-base

The general formula used to re-base GDP deflators is:

$$N_t = 100 \times \frac{O_t}{B} \quad (\text{equation A.10})$$

Where:

$N_t$  is the new index based in year  $t$

$O_t$  is the current index for year  $t$

$B$  is the current index for the year that will be the new base.

#### GDP deflator application

The general formula for applying the deflator to convert nominal dollars to real dollars is:

$$R_t = \frac{D_t}{N_t} \times 100 \quad (\text{equation A.11})$$

Where:

$R_t$  is real dollars in year  $t$

$D_t$  is nominal dollars in year  $t$

$N_t$  is the new index based in year  $t$ .

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## Age standardisation of data

### *Rationale for age standardisation of data*

The age profile of Australians varies across jurisdictions, periods of time, geographic areas and/or population sub-groups (for example, between Indigenous and non-Indigenous populations). Variations in age profiles are important because they can affect the likelihood of using a particular service (such as a public hospital) or particular ‘events’ occurring (such as death, incidence of disease or incarceration). Age standardisation adjusts for the effect of variations in age profiles when comparing service usage, or rates, of particular events across different populations.

### *Calculating age standardised rates*

Age standardisation adjusts each of the comparison/study populations (for example, Indigenous and non-Indigenous) against a standard population (box A.6). The standard population generally used is the final 30 June estimated Australian resident total population for the most recent year ending in ‘1’ (for example, 1991 and 2001) (AIHW 2008). The result is a standardised estimate for each of the comparison/study populations.

The Review generally reports age-standardised rates that have been calculated using either one of two methods, as appropriate. The direct method is generally used for comparisons between study groups. The indirect method is recommended when the age-specific rates for the population being studied are not known (or are unreliable), but the total number of events is known (AIHW 2008).

- The *direct method* has three steps:

Step 1: Calculate the age-specific rate for each age group for the study/comparison group.

Step 2: Calculate the expected number of ‘events’ in each age group by multiplying the age-specific rates by the corresponding standard population.

Step 3: Sum the expected number of cases in each age group and divide by the total of the standard population (box A.6, equation A.12).

- The *indirect method* has four steps:

Step 1: Calculate the age-specific rates for each age group in the standard population.

Step 2: Apply the age-specific rates resulting from step 1 to the number in each age group of the study population and sum to derive the total ‘expected’ number of cases for the study population.

Step 3: Divide the observed number of events in the study population by the ‘expected’ number of cases for the study population derived in step 2.

Step 4: Multiply the result of step 3 by the crude rate in the standard population (box A.6, equation A.13).

#### Box A.6 **Technical concepts and formulas — direct and indirect age standardisation**

The formula for deriving the age standardised rate using the direct method is:

$$SR = \frac{\sum (r_i P_i)}{\sum P_i} \quad (\text{equation A.12})$$

The formula for deriving the age standardised rate using the indirect method is:

$$SR = \frac{C}{\sum (R_i p_i)} \times R \quad (\text{equation A.13})$$

The formula for deriving the age standardised ratio using the indirect method is:

$$SR_a = \frac{C}{\sum (R_i p_i)} \quad (\text{equation A.14})$$

Where:

$SR$  is the age-standardised rate for the population being studied

$SR_a$  is the standardised ratio for the population being studied

$r_i$  is the age-group specific rate for age group  $i$  in the population being studied

$P_i$  is the population of age group  $i$  in the standard population

$C$  is the observed number of events in the population being studied

$\sum (R_i p_i)$  is the expected number of events in the population being studied

$R_i$  is the age-group specific rate for age group  $i$  in the standard population

$p_i$  is the population for age group  $i$  in the population being studied

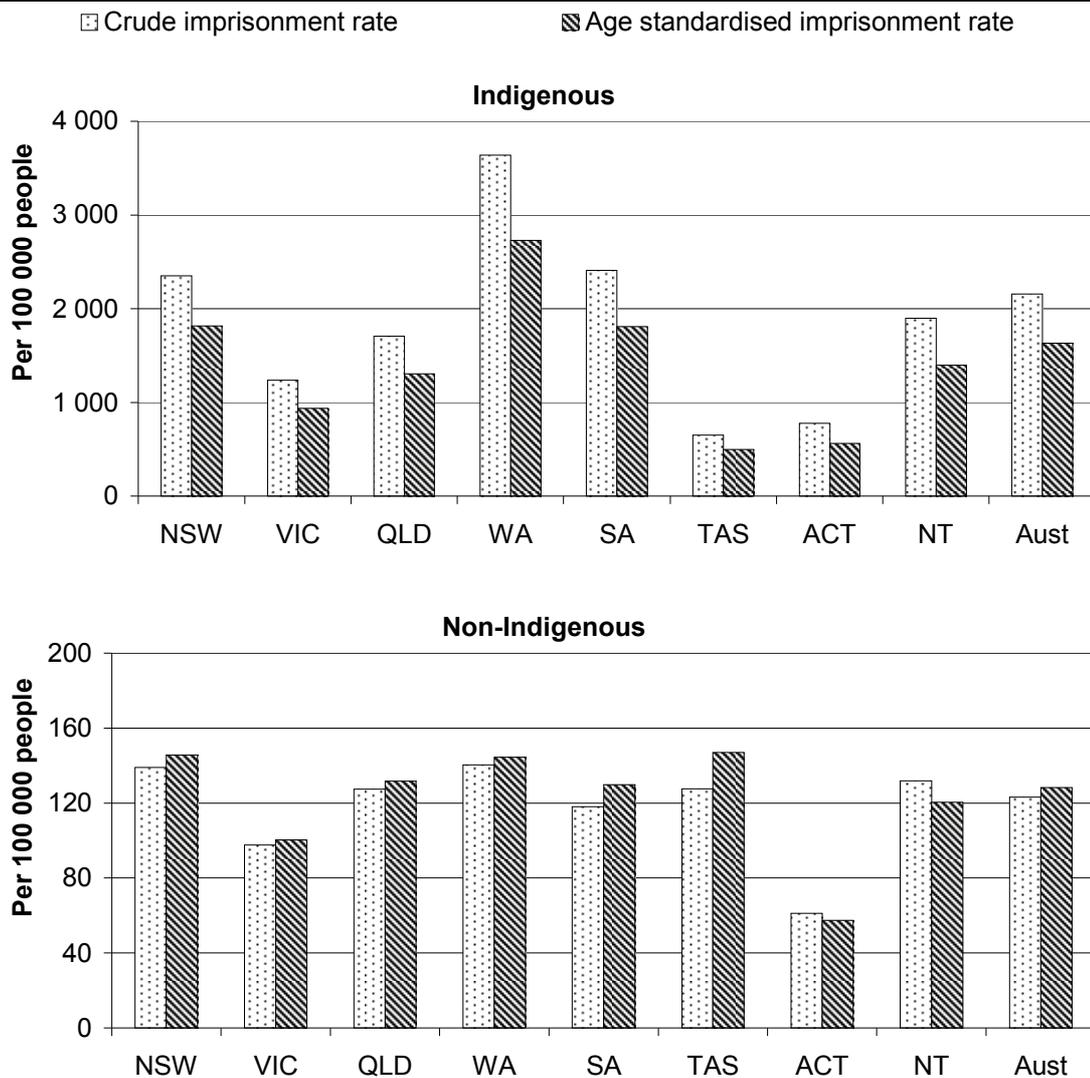
$R$  is the crude rate in the standard population.

Source: AIHW (2008).

Tables AA.27 and AA.28 in the attachment contain examples of the application of direct and indirect age standardisation, respectively. Standardised rates are generally multiplied by 1000 or 100 000 to avoid small decimal fractions. They are then reported as age standardised rates per 1000 or 100 000 population (AIHW 2008).

Figure A.17 compares crude imprisonment rates and imprisonment rates standardised against the age profile of the total Australian prisoner population for Indigenous and non-Indigenous people.

**Figure A.17 Indigenous and non-Indigenous crude and age standardised imprisonment rates, 2007-08<sup>a, b</sup>**



<sup>a</sup> For detailed notes relating to these figures, please see the *Report on Government Services 2009*, table 8A.4. <sup>b</sup> Rates are based on the indirect standardisation method, applying age-group imprisonment rates derived from Prison Census data.

Source: ABS (unpublished) *Australian Demographic Statistics, December 2007*, Cat. no. 3101.0; ABS (unpublished) *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0; ABS (unpublished) *Prisoners in Australia*, Cat. no. 4517.0; State and Territory governments (unpublished); SCRGSP (2009) *Report on Government Services 2009*, table 8A.4; table AA.28.

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### *Calculating age standardised ratios*

A variation of the *indirect method* is used to calculate age standardised ratios (box A.6). These ratios express the overall experience of a study population in terms of a standard population, where the standard population is the population to which the study population is being compared.

### *Application of age standardised ratios*

Standardised Mortality Ratios (SMRs) have been used to compare death rates between the Indigenous and non-Indigenous populations (table A.3). The SMR is the ratio between the observed number of deaths in the Indigenous population and the expected number of deaths that would have occurred if the Indigenous population experienced the same age-specific death rates as the non-Indigenous population. If the SMR is greater than 1.0, there were more deaths than expected; if the ratio is less than 1.0, there were fewer deaths than expected (ABS and AIHW 2008).

**Table A.3 Indigenous deaths, main causes and standardised mortality ratios, 2001–2005<sup>a, b</sup>**

	Male			Female		
	Number Observed	Number Expected	SMR	Number Observed	Number Expected	SMR
Diseases of the circulatory system	1 150	360	3.2	856	320	2.7
External causes	851	292	2.9	369	105	3.5
Neoplasms	592	406	1.5	547	351	1.6
Endocrine, nutritional and metabolic diseases	315	42	7.5	367	36	10.1
Diabetes	281	26	10.8	319	22	14.5
Diseases of the respiratory system	378	88	4.3	281	77	3.6
Diseases of the digestive system	251	43	5.8	182	36	5.1
Symptoms, signs and abnormal clinical and laboratory findings, not elsewhere classified	169	28	6.0	85	19	4.6
Certain conditions originating in the perinatal period	126	44	2.9	82	36	2.3
Diseases of the genitourinary system	79	16	4.8	119	20	6.0
Diseases of the nervous system	122	42	2.9	69	44	1.6
Certain infectious and parasitic diseases	102	20	5.1	72	14	5.0
Mental and behavioural disorders	101	17	5.8	72	23	3.1
<b>All causes</b>	<b>4329</b>	<b>1438</b>	<b>3.0</b>	<b>3215</b>	<b>1123</b>	<b>2.9</b>

SMR = Standardised Mortality Ratio. <sup>a</sup> Data for Qld, WA, SA and NT combined. Deaths are based on year of registration of death. Disease groupings are based on ICD-10 chapter. <sup>b</sup> Standardised mortality ratio is the observed Indigenous deaths divided by expected Indigenous deaths, based on the age, sex and cause-specific rates for non-Indigenous persons.

Source: ABS and AIHW (2008) *Health and Welfare of Australia's Aboriginal and Torres Strait Islander Peoples, 2008*, Cat. no. 4704.0.

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## A.6 Attachment tables

Attachment tables are identified in references throughout this appendix by an ‘AA’ suffix (for example, table AA.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).

### Population

<b>Table AA.1</b>	Estimated resident population by age and sex, 30 June 2008
<b>Table AA.2</b>	Estimated resident population (ERP) by calendar and financial year
<b>Table AA.3</b>	Proficiency in spoken English of people born overseas, 2006
<b>Table AA.4</b>	People by country of birth, 2006
<b>Table AA.5</b>	People by language spoken at home, 2006 ('000)
<b>Table AA.6</b>	Estimated resident population (ERP) by remoteness area, 30 June 2008
<b>Table AA.7</b>	Experimental estimated resident Australian Indigenous population, 30 June 2006
<b>Table AA.8</b>	Experimental projection of the Indigenous population, 2006 to 2014, (number)
<b>Table AA.9</b>	Language spoken at home by Indigenous people and proficiency in spoken English, by sex, 2006 (number)

### Family and household

<b>Table AA.10</b>	Family structure, 2004–2008
<b>Table AA.11</b>	Family structure: lone parents, 2004–2008 (per cent)
<b>Table AA.12</b>	Families and work (per cent)
<b>Table AA.13</b>	Families and people in families in occupied private dwellings by Indigenous status and family/household composition, 2006
<b>Table AA.14</b>	Household structure, 2004–2008
<b>Table AA.15</b>	Occupied private dwellings by tenure type and landlord type, 2006 ('000)

### Income, education and employment

<b>Table AA.16</b>	People aged 15 years and over, by weekly individual income and sex, 2006
<b>Table AA.17</b>	People aged 15 years and over by weekly individual income and Indigenous status, 2006
<b>Table AA.18</b>	People aged 15 years and over, by weekly individual income and age, 2006
<b>Table AA.19</b>	Income support, June, 2004–2008
<b>Table AA.20</b>	Highest level of schooling completed by people aged 15 years and over (excluding people still attending secondary school), 2006 ('000)
<b>Table AA.21</b>	Type of educational institution attending by Indigenous status, 2006 ('000)
<b>Table AA.22</b>	Labour force profile of the civilian population aged 15 years or over by sex, June 2009

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<b>Table AA.23</b>	Labour force participation rate of the civilian population aged 15 years or over by sex (per cent)
<b>Table AA.24</b>	Unemployment rate of labour force participants aged 15 years or over by sex (per cent)
<b>General economic indicators</b>	
<b>Table AA.25</b>	Gross State Product, 2003-04 to 2007-08, (2007-08 dollars)
<b>Table AA.26</b>	Gross Domestic Product price deflator (index)
<b>Statistical concepts</b>	
<b>Table AA.27</b>	Age standardisation of data using the direct method
<b>Table AA.28</b>	Age standardisation of data using the indirect method

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## A.7 References

- ABS (Australian Bureau of Statistics) 2006a (Reissue), *Census Dictionary*, Cat. no. 2901.0, Canberra.
- 2006b, *Census of Population and Housing*, Cat. no. 2068.0, Canberra.
- 2008a, *Confidence intervals*, <http://www.abs.gov.au/AUSSTATS/abs@.nsf/ProductsbyReleaseDate/8BDFEF442F3901B0CA2572E500833358?OpenDocument#Confidence%20Intervals>.
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