

*R e p o r t o n*  
**GOVERNMENT SERVICE PROVISION**



**STEERING COMMITTEE FOR REVIEW OF  
COMMONWEALTH/STATE SERVICE PROVISION**

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Secretariat  
Steering Committee for the Review of Commonwealth/State Service Provision  
Industry Commission  
LB 2 Collins Street East Post Office  
Melbourne VIC 8003

Level 28,  
35 Collins Street  
Melbourne VIC 3000

Telephone: 03 9653 2100 Facsimile: 03 9653 2199  
E-mail: IC@mail.indcom.gov.au

**Suggestions:**

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

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## ACRONYMS AND ABBREVIATIONS

<b>A&amp;E</b>	Accident and emergency
<b>ABCI</b>	Australian Bureau of Criminal Intelligence
<b>ABS</b>	Australian Bureau of Statistics
<b>ACE</b>	Adult and Community Education
<b>ACER</b>	Australian Council for Educational Research
<b>ACHS</b>	Australian Council on Healthcare Standards
<b>ACT</b>	Australian Capital Territory
<b>ADR</b>	Alternative dispute resolution
<b>AIC</b>	Australian Institute of Criminology
<b>AIHW</b>	Australian Institute of Health and Welfare
<b>AIPM</b>	Australian Institute of Police Management
<b>ALOS</b>	Average length of stay
<b>ANTA</b>	Australian National Training Authority
<b>APP</b>	Assessment of Performance Program
<b>ATSI</b>	Aboriginal and Torres Strait Islander
<b>AVETMISS</b>	Australian Vocational Education and Training Management Information Statistical Standard
<b>AVTS</b>	Australian Vocational Training System
<b>BST</b>	Basic Skills Test
<b>CAP</b>	Crisis Accommodation Program
<b>CCS</b>	Community Custody Sentence
<b>CGC</b>	Commonwealth Grants Commission
<b>CHP</b>	Community Housing Program
<b>CJC</b>	Criminal Justice Commission
<b>COAG</b>	Council of Australian Governments
<b>COS</b>	Canadian Occupancy Standard
<b>CSF</b>	Curriculum and Standards Framework
<b>CSHA</b>	Commonwealth-State Housing Agreement
<b>CSI</b>	Corrective Services Industries
<b>CSOs</b>	Community Service Obligations
<b>CSS</b>	Community Supervision Sentence
<b>DEA</b>	Data Envelopment Analysis
<b>DEET</b>	Department of Employment, Education and Training (Commonwealth)
<b>DRAC</b>	Data Research Advisory Committee
<b>DRG</b>	Diagnosis Related Group
<b>DVA</b>	Commonwealth Department of Veterans Affairs
<b>FTEs</b>	Full time equivalents
<b>GDP</b>	Gross Domestic Product
<b>HASAC</b>	Health and Allied Services Advisory Council
<b>IC</b>	Industry Commission
<b>KLAs</b>	Key learning areas
<b>LAP</b>	Learning Assessment Project

<b>LCF</b>	Loans Council Funds
<b>MAP</b>	Multi-level Assessment Program
<b>MCEETYA</b>	Ministerial Council on Education, Employment, Training and Youth Affairs
<b>MRAP</b>	Mortgage and Rent Assistance Program
<b>MSE</b>	Monitoring Standards in Education
<b>NCSU</b>	National Crime Statistics Unit
<b>NCVER</b>	National Centre for Vocational Education Research
<b>NEPI</b>	National Exchange of Police Information
<b>NEPS</b>	National Equity Program for Schools
<b>NESB</b>	Non-English speaking background
<b>NGOs</b>	Non-government organisations
<b>NHDC</b>	National Health Data Committee
<b>NHDD</b>	National Health Data Dictionary
<b>NHMBWG</b>	National Health Ministers Benchmarking Working Group
<b>NIFS</b>	National Institute of Forensic Science
<b>NPRU</b>	National Police Research Unit
<b>NPS</b>	National Prevention Strategy
<b>NSSC</b>	National Schools Statistics Collection
<b>NSW</b>	New South Wales
<b>NT</b>	Northern Territory
<b>PD</b>	Periodic Detention
<b>Qld</b>	Queensland
<b>Review</b>	The Review of Commonwealth/State Service Provision
<b>SA</b>	South Australia
<b>SAAP</b>	Supported Accommodation Assistance Program
<b>SCCSISA</b>	Standing Committee of Community Services and Income Security Administrators
<b>SES</b>	Socio-economic status
<b>SPC</b>	Special Purpose Centre
<b>Steering Committee</b>	Steering Committee for the Review of Commonwealth/State Service Provision
<b>TAFE</b>	Technical and Further Education
<b>Tas</b>	Tasmania
<b>TOSS</b>	Taskforce on School Statistics
<b>UEWI</b>	Unlawful Entry With Intent
<b>VET</b>	Vocational Education and Training
<b>Vic</b>	Victoria
<b>VMO</b>	Visiting Medical Officer
<b>WA</b>	Western Australia

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# 1 OVERVIEW

Achieving better results in areas of government service provision is important for Australia's social and economic well-being. This Review contributes to the achievement of better results by presenting information about the effectiveness and efficiency of a number of government funded (and largely government-provided) human services. The areas covered in this Review account for \$38 billion in outlays or around 9 per cent of Australia's GDP.

The areas included in this Report are:

- public acute hospitals;
- public rental housing funded through the Commonwealth-State Housing Agreement;
- government primary and secondary schools;
- TAFE colleges and other government-funded vocational and training services;
- State and Territory police services<sup>1</sup>;
- State and Territory courts administration activities;
- State and Territory correctional services; and
- government-funded child protection, alternative care and crisis accommodation services.

This is the first of a series of annual reports. Subsequent publications will extend the coverage of the Review to include additional areas of government service provision.

## 1.1 Why measure performance?

The services covered in this Review make an important contribution to the quality of life in Australia. Government is a major provider of all these human services. Public acute care hospitals, for example, handled over 70 per cent of all acute patients treated in 1993–94. In 1994, government schools accounted for 72 per cent of all school student enrolments.

This Review represents an important collaboration by the Commonwealth, State, Territory and Local governments, and is part of a common sense approach to improving government services. At its meeting in February 1994, the

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<sup>1</sup> Australian Federal Police general policing services provided to the ACT have also been included

Council of Australian Governments (COAG) agreed that, in clarifying the roles and responsibilities of Governments in the delivery of services, the overriding objective should be to improve outcomes for clients and value for money for taxpayers. A central element of this involves developing a better understanding of how existing services perform, and how well they currently meet the needs of their clients.

Improvements in the provision of these social services could benefit all Australians. The clients of the services could benefit by receiving services that are more relevant, responsive and effective. Governments could benefit by being encouraged to deliver the kinds of services that people want in a more cost effective manner. Taxpayers too could benefit from being able to see, for the first time in many cases, how much value they are receiving for their tax dollars, and whether services being provided effectively.

Monitoring the performance of government services can help to achieve many of these benefits. The process of developing this information helps governments to focus on and clarify their objectives, while publishing performance measures enables stakeholders and the community generally to assess how well these objectives are being met. Ultimately, this leads to better outcomes for clients, as well as better value for money for taxpayers, as service providers use these data to improve performance.

#### *Greater transparency of performance and accountability*

The publication of key performance indicators makes the performance of government services more transparent and strengthens accountability.

Performance information should provide answers to questions about what government services actually achieve, not just how much money is being spent and the number of recipients. It should, therefore, be concerned with outcomes as much as with outputs. That is, for example, with levels of literacy and numeracy, as well as the numbers of students passing through schools.

And just as importantly, good performance information can facilitate the identification of inequities in access and outcomes for disadvantaged clients, permitting these to be addressed. In short, good performance information is an invaluable tool for Government in decision making.

#### *Clarifying and defining objectives and responsibilities*

By publishing indicators relating to the objectives of service delivery, performance monitoring can play an important role in the ongoing debate about what these objectives should be. The Review has involved considerable work in agreeing on a core set of objectives for most areas.

Better performance information also provides the basis for a clearer delineation of Commonwealth, State and Territory, and Local government roles and responsibilities in the delivery of services. As the Council of Australian

Governments has noted, in areas of shared responsibility, the Commonwealth interest will most often be in the area of broad, jointly agreed, strategic goals, involving program planning and, together with the States and Territories, a concern for the achievement of program performance and outcomes for clients. The scope for reduced Commonwealth involvement in the operational management of service provision in areas of shared responsibility therefore depends significantly on progress in developing and publishing robust performance indicators.

#### *‘Yardstick competition’*

Performance information can also assist governments to improve their service delivery through ‘yardstick competition’. That is, by facilitating comparisons with programs with similar objectives within the same jurisdiction, across jurisdictions, or between modes of service delivery. The Steering Committee recognises that differences between jurisdictions and service providers will mean that caution should be exercised when making comparisons. In particular:

- comparisons between State and Territory systems rather than individual service units (such as hospitals) may not always represent comparisons of like with like;
- unit cost comparisons may suffer from the impact of intrinsic and environmental factors which differ from jurisdiction to jurisdiction. These include differences between the scale of operations of administration and service delivery, population dispersion and concentration, population age structure and social composition, and the cost of inputs; and
- policy differences may mean that jurisdictions place a different emphasis on or have different priorities in respect of particular outcomes or standards of service.

Nevertheless, this and subsequent reports will, provide the basis for more consistent comparisons of the effectiveness of government service providers across Australia based on more robust and complete data.

Yardstick competition also allows governments to identify more effective approaches and models — ‘best practice’ — and to use these to improve their own performance. As these data are built up over the years, they will also permit comparisons over time, permitting positive trends to be reinforced and negative ones to be addressed.

These comparisons, therefore, can be a strong catalyst for improving the effectiveness and efficiency of government activities that are not normally subject to direct competitive pressures.

## Performance monitoring in Australia

There is a growing trend in Australia towards defining clearer objectives for Government programs and measuring performance against those objectives. This is consistent with an international trend towards results-oriented service delivery (see Box 1.1).

### **Box 1.1: Overseas experience in performance monitoring**

#### **The Citizen's Charter in the United Kingdom**

The central element of the Citizen's Charter is to reform public services by raising quality, increasing choice, securing better value and extending accountability. The principles of the Charter are that all citizens have a right to expect:

- explicit standards of service and the publication of information reporting against these standards;
- information and openness;
- choice and consultation;
- accessible, courteous and non-discriminatory services;
- a well publicised complaints procedure; and
- value for money.

The aim of the charter is to raise the standard of public services and make them more responsive to the wishes and needs of their users.

#### **The National Performance Review in the USA**

The National Performance Review (NPR) in the United States, announced by President Clinton in March 1993, was a nation-wide initiative to 're-invent' the Federal Government. Its underlying philosophy was that programs — and government spending — should be judged by their results.

Under the aegis of the NPR, the Oregon Option is a project aimed at redefining the funding relationship between the Federal and Oregon State governments to focus on mutually agreed and measurable outcomes for public service delivery. Under this project, federal financial support is tied to progress against these outcome objectives, rather than to inputs or outputs.

Although the potential benefits of performance reporting have been recognised for some time, both in Australia and elsewhere, previous performance information tended to focus on process and activity levels. Put simply, if the objective was to find out how effective services were, and not just how much they were costing, governments were often not measuring the right things. One of the main reasons for this is that process and inputs are easy to define and measure while outcomes are complex to identify and complicated to measure. In addition, it can also be difficult to agree on the appropriate performance indicators for a particular program.

For many years, data provided in the reports of the Commonwealth Grants Commission (CGC) have enabled comparisons to be made of the costs of

delivering a range of State and Territory services. More recently, agreement on the uniform presentation of financial data, based on the Australian Bureau of Statistics' Government Finance Statistics, has enabled overall government financial performance to be assessed and contrasted on a comparable basis, but with more aggregation than in the data available from the CGC. This Review, however, takes the comparison beyond the cost of delivering services and the overall government financial performance, to consider, in a comprehensive manner, the outputs and outcomes of government service provision.

This Review, which presents performance data in a number of key social service areas, represents a significant departure from past practice in this country and has no direct parallels overseas. It is not confined to one service area across governments, or to a number of service areas from one government. Rather, it offers a collection of performance information (covering both effectiveness and efficiency) from all the relevant governments in the service areas identified. The scope of the Review, encompassing as it does a wide array of social programs, makes it an important step forward in Government administration in Australia.

As governments move further in the direction of openness and accountability, more performance information should become available to be published by the Steering Committee in its reports.

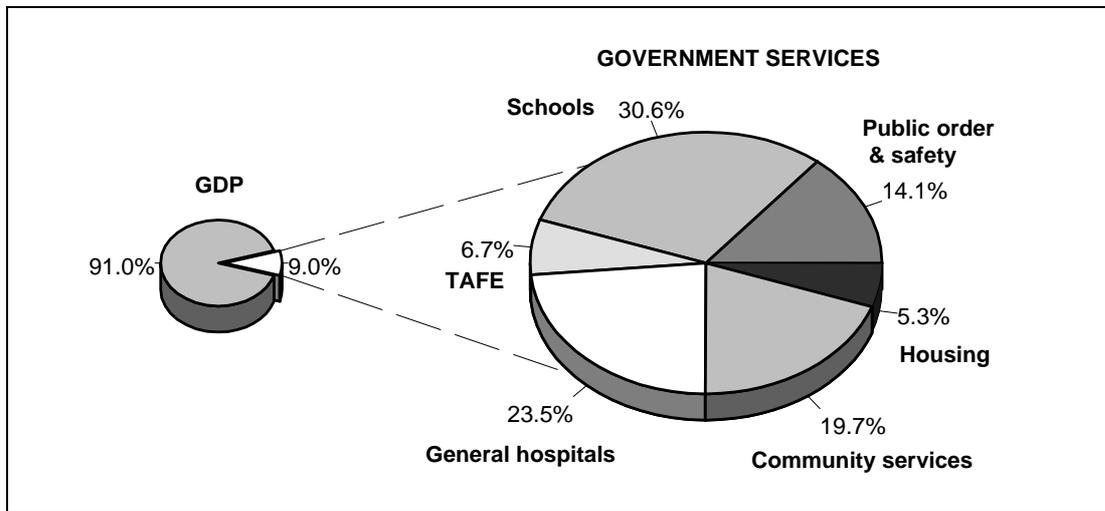
## **1.2 Areas covered in this Review**

The areas covered by the Review are a major portion of economic activity in Australia. Based on Australian Bureau of Statistics information<sup>2</sup>, total outlays in 1993–94 amounted to \$38 billion, or almost 9 per cent of total GDP and more than one quarter of all Commonwealth, State and Territory governments' activities, by outlays. School education was the largest area, with outlays of almost \$12 billion, followed by hospitals and community services (including aged care).

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<sup>2</sup> ABS 5512.0. Note that the definitions of boundaries of each of the service areas used by the ABS do not exactly match those adopted for the purposes of this report. ABS data, nevertheless, have been used to describe the aggregate size and growth because of advantages of consistency both across service areas and with total ABS government expenditure and GDP figures.

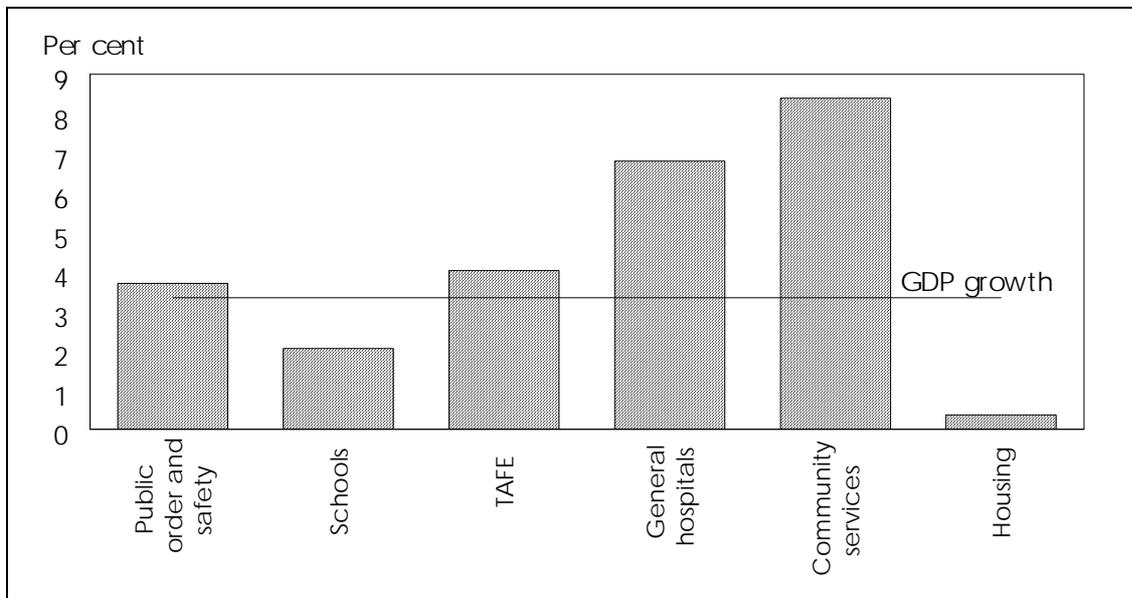
**Figure 1.1:** Commonwealth, State and Territory government outlays as a proportion of GDP, 1993–94 (per cent)



Source: Government Finance Statistics, Australia. ABS Cat. No. 5512.0 (unpublished data). Australian National Accounts: National Income and Expenditure Product. ABS Cat. No. 5206.0.

Notes: Outlays are all current and capital outlays. Outlays are for Commonwealth, State and Territory governments, local government outlays are not included. These figures are based on the ABS Government Purpose Classification. The definitions and data sources may vary from those used in the various chapters of this Report which have been collected according to the precise boundaries defined for each service area. Accordingly, these expenditure figures may differ from those contained in the body of the Review. Community services includes aged care.

**Figure 2:** Growth in Commonwealth, State, and Territory government outlays, 1982–83 to 1993–94 (per cent)



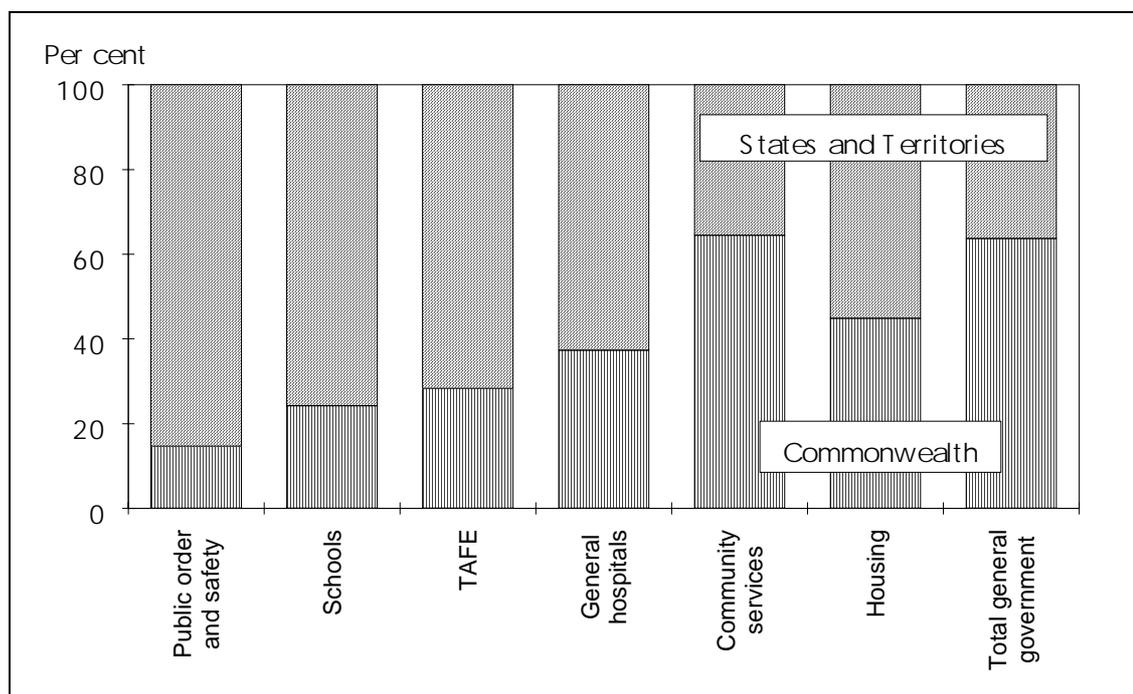
Source: Government Finance Statistics, Australia. ABS Cat. No. 5512.0. Australian National Accounts: National Income and Expenditure Product. ABS Cat. No. 5206.0.

Notes: Outlays are all current and capital outlays. Outlays are for Commonwealth, State and Territory governments, local government expenditure is not included. Community services includes aged care.

In addition, many of these service areas have grown at a faster rate than total GDP. The health and community services areas, in particular, have exhibited strong growth (Figure 2).

In most of these sectors, funding is provided by both the Commonwealth Government and by the State and Territory Governments, although overall, the States have the major role in service delivery and provide the majority of funding for these services (See Fig 3)<sup>3</sup>.

**Figure 3:** Commonwealth, States, and Territories governments share of outlays, 1993–94 (per cent)



Source: Government Finance Statistics, Australia. ABS Cat. No. 5512.0.

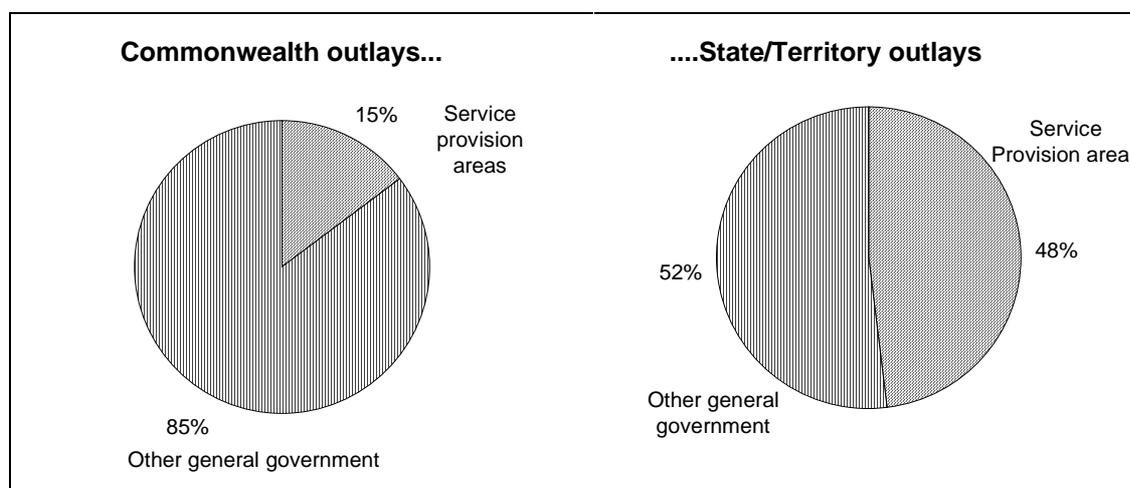
Notes: Outlays are all current and capital outlays. Outlays are for Commonwealth, State and Territory governments, local government expenditure is not included.

'Total general government' includes all Commonwealth, State, and Territory general government outlays (that is, excluding Public Trading Enterprises, but including transfers).

Community services includes aged care.

Accordingly, State and Territory government outlays on these services account for almost half of all their general government outlays, compared to about 15 per cent for the Commonwealth (Figure 4).

<sup>3</sup> Note that Financial Assistance Grants are excluded from Commonwealth funding for these services.

**Figure 4:** Proportional share of outlays, by level of government, 1993–94

Source: Government Finance Statistics, Australia. ABS Cat. No. 5512.0.

Notes: Outlays are all current and capital outlays. Outlays are for Commonwealth, State and Territory governments, local government expenditure is not included.

### 1.3 Recent developments

The services included in this Review have undergone significant changes in recent years. These changes both reinforce the need for an effective system of performance monitoring of government services in Australia, and affect the outcomes achieved. The major developments have included:

#### Increasing demands for government services

In many areas, demand is growing significantly.

The demand for hospital services has increased faster than population growth in terms of the number of patients requiring care. However, lengths of stay have fallen, resulting in a net decline in the total number of occupied bed days. The reasons for this change in the pattern of demand include technological and surgical improvements and an increased emphasis on same day surgery and community and home-based care (see below). The demands on hospital services are expected to grow further as a result of Australia's ageing population.

Increases in demand for other services are partly driven by policy changes. For example, the increasing prisoner numbers partly reflect tougher sentencing laws in some jurisdictions. Similarly, the introduction of mandatory reporting of suspected child abuse has had a significant impact on child protection services. The growth of the vocational education and training sector partly reflects efforts

to expand the degree of choice between this sector and other higher education alternatives, as well as increasing demands by industries.

### **Greater diversification of service delivery mechanisms and outlets**

A key recent development in many government services has been diversification of service delivery mechanisms and outlets.

In many cases, this diversification is a response to broader changes in community attitudes. For example, there is an increasing emphasis on the use of home and community based services in the delivery of health services. As noted above, this is one factor driving the reduction in average lengths of stay in hospital. Similarly, in the area of child protection and alternative care, there is an increasing emphasis on identifying solutions which involve children remaining within their family or finding other community-based care.

In some cases, it is also a policy response to contain costs. In courts administration, for example, alternative dispute resolution mechanisms (such as pre-trial conferences in some civil cases) have been promoted as a cheaper and faster alternative to court processes.

Increasing diversification also reflects changing demand patterns. For example, the diversification of service outlets for the delivery of vocational education and training (VET) is a response to changing community demands. The growth in community housing — albeit from a low base — as an alternative to public housing provides another example.

The growth in diversification increases the need for coordination between service delivery agencies, as increasingly the pattern of demand cuts across existing institutional structures. For example, the growth in VET services provided by schools creates a need for closer coordination between VET and school systems. The increasing demand for a continuity of care covering both hospital stay and post-discharge services creates similar pressures on the hospital and health system.

### **Some increased use of "market type mechanisms"**

Reforms underway in some areas involve greater use of “market type mechanisms”, including performance based funding and contracting.

A major change in hospital funding is underway across Australia with the introduction of casemix funding. This is an example of output based funding, and involves funding hospitals according to the number and type of patients they treat rather than the inputs they consume. Efforts to better account for outputs and outcomes are also a focus of the new Commonwealth-State Housing Agreement currently being negotiated.

A major example of contracting arises in corrective services. There has been a significant increase in recent years in the role of the private sector in the development, management and operation of prison facilities in several States.

## **1.4 Our approach to performance monitoring**

Performance indicators for monitoring purposes can be considered as data sets or combinations of data which are indicative of broader performance. For example, the number of complaints in a particular service area can be seen as an indicator of client satisfaction. The Steering Committee has sought to identify useful and meaningful performance indicators regardless of whether relevant data were available, rather than rely on available, but inappropriate data for performance monitoring purposes.

With such an ambitious task, it is inevitable that there will be some gaps in the data for this first Report. These are unavoidable, particularly when one considers that the jurisdictions did not develop their existing performance information specifications collaboratively, but designed them to meet their own regional needs. This is the first attempt to collect the same performance data across all the States and Territories, and in some cases the information is simply not yet available. In other areas, the quality of the data needs to be improved. An important challenge for all Governments will be to improve the data and to fill in the gaps for future Reviews.

The Steering Committee has identified three core requirements in order to monitor the performance of government services. They are:

- a framework of performance indicators;
- a complete set of indicators; and
- high quality data.

### **A framework of performance indicators**

A meaningful assessment of performance requires a framework of performance indicators. The performance monitoring framework needs to include efficiency as well as effectiveness: they are two sides of the same coin of "cost effectiveness". Efficiency is about producing more services and/or better quality services with existing or less resources — it is clearly not synonymous with cost cutting.

Effectiveness is aimed at achieving objectives, which requires measurement of outcomes. The lack of available information on outcomes (the impacts of the service on the client group) is a feature of government service delivery in Australia.

Attributing outcomes to service areas has made the development of effectiveness indicators difficult. For many service areas, the success in achieving final desired outcomes is affected by many other wider societal factors. For example, for many jurisdictions, one of the objectives of corrective services is to influence the rate of re-offending. However, the re-offending rate will be influenced by a range of factors including broad public policy issues (such as access to support structures in the community), the effectiveness of police, the courts system and the characteristics of the released prisoner population.

### **A complete set of indicators**

The key results for each service area are presented below. It should be noted, however, that considerable work is required to establish a complete set of performance indicators and comparable data for each of these indicators across jurisdictions. Accordingly, caution should be exercised in drawing overall conclusions about each service area from the indicators presented.

### **High quality data**

Clearly this Report is only a beginning, and further work is required to improve the completeness, comprehensiveness, quality and comparability of the data presented. The practical limitations of the indicators developed and the data collected for this Report are discussed in Chapter 2. Further work is required in recognising the policy and environmental differences between the jurisdictions and understanding the impact of these external factors on performance.

The Steering Committee also recognises that data collection and the development of performance indicators is a costly exercise. These costs may, over time, make the goal of comprehensiveness difficult to achieve. Currently however, there remains much scope to improve the level of reporting.

## **1.5 The performance of government services in Australia**

The results presented in this Review represent the first attempt to develop performance indicators and to collect data in a comprehensive and nationally comparable manner. Considerable care should be used in interpreting the data in this Report, particularly when attempting any cross-jurisdictional comparisons. At this stage, in some areas, comparisons may be misleading because of data incompleteness or lack of direct comparability. There are a number of caveats attached to the summary information presented below. These are set out in more detail in the relevant chapters.

Nevertheless, the exercise clearly demonstrates that all governments have committed themselves to searching for ways to improve their effectiveness and efficiency in all areas where they provide services to the community.

## Hospitals

An agreed framework of indicators has been developed to measure both the effectiveness and efficiency of public acute care hospitals in Australia.<sup>4</sup> The effectiveness measures cover the quality of care, the appropriateness of care, and the accessibility of services. The efficiency measures developed focus on the unit cost by type of treatment.

As is the case in several areas of government service provision, considerable effort has been invested in developing comparable information on efficiency measures relating inputs to outputs.

Presently, however, there is little comparable effectiveness information. The lack of information is partly due to the difficulty of attributing the health gain by patients to treatments provided. This is because treatment is only one of a variety of independent factors that will affect the well being of a patient. The influence of these independent factors will be more pronounced the longer and more complex the treatment.

Nonetheless, there is widespread recognition of the need for much better system-wide indicators on the effectiveness of health services. Considerable work is taking place in all jurisdictions to develop these. One example is the development of national and State and Territory health goals and targets. However, even once defined and developed, it is likely to take some time to establish the necessary data systems.

### *Waiting times for elective surgery*

Waiting times for elective surgery has been selected as one indicator of accessibility to public hospitals. The results of the first attempt to report on elective surgery waiting times for public hospitals by Mays (1995)<sup>5</sup>, indicate that waiting times varied considerably across Australia<sup>6</sup>. A significant factor in

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<sup>4</sup> The Steering Committee acknowledges the role of the National Health Ministers' Benchmarking Working Group (NHMBWG) in developing the performance indicators for public acute care hospitals.

<sup>5</sup> Elective surgery is defined as surgery which, although deemed necessary by the treating clinician, can be delayed for at least 24 hours in the clinician's opinion. Data for *The National report on elective surgery waiting lists for public hospitals 1994* (Mays, 1995) were also disaggregated into two categories of urgency.

<sup>6</sup> Some limitations of the data are noted in Mays (1995). These include difficulties experienced by States and Territories in collecting the data according to agreed definitions and the short duration of the survey period which may not represent a typical period.

this variability would have been the differences in coding and counting practice between the jurisdictions at the time the data for this report were collected.

The results of the one month data collection by Mays indicated that in 1994, 9 per cent of elective surgery patients had waited more than 12 months Australia-wide. Across all specialities the highest proportion of these long wait patients at census were in the ACT (26 per cent) and the lowest in New South Wales (5 per cent).

### *Only limited system-wide data on the quality of care in public acute hospitals are available*

There is a lack of nationally comparable information on the quality of care in public acute care hospitals in Australia. To date, few States have instituted system-wide reporting of hospital quality of care performance data. However, the situation is changing with most, if not all, jurisdictions planning to introduce system-wide reporting of standard quality of care indicators.

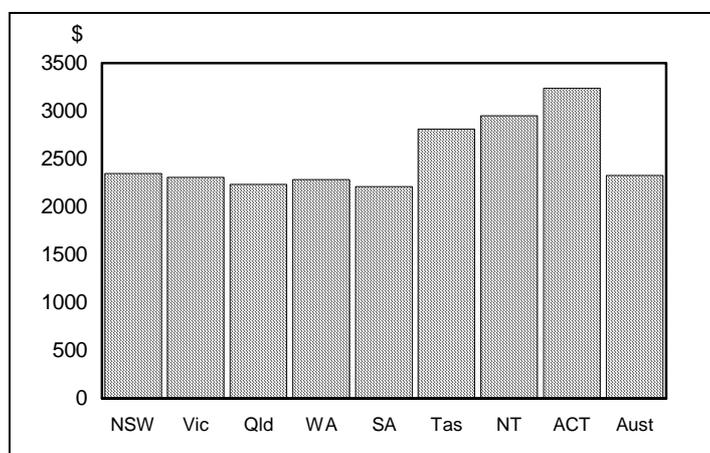
It has been possible to include in this report some of available data collected by States and Territories on quality of care. These data are not comparable between jurisdictions because of definitional differences.

### *Surgical intervention rates*

These measure the differing frequency of certain procedures in jurisdictions.

No State or Territory had rates significantly different from the comparison rates for all the selected procedures. However, there are some substantial differences for individual procedures. These data highlight the need to do further work on the underlying reasons for differences in procedure rates between States and Territories to enable appropriate interpretation of such data in subsequent

Recurrent unit cost, adjusted for the mix of cases treated for public acute care hospitals, 1993-94



Note: The unit costs are estimates based on an incomplete data source therefore caution should be exercised in interpreting the results.

reports. The available data do not allow definite conclusions about the relative level of care between the States and Territories to be drawn.

### *The cost of treating cases in hospitals varies across Australia*

Although the unit cost data need to be interpreted with caution, the larger States appear to have lower unit costs per inpatient case treated (adjusted for the

mix of cases). The difference between the highest cost jurisdiction and the lowest cost jurisdiction for recurrent expenditure, including labour costs, was over \$1000 per case treated — a variation of over 46 per cent.

### *Future directions*

There are currently a number of Commonwealth and State initiatives underway to develop consistent definitions and to collect comparable data on a wide range of efficiency and effectiveness indicators in the hospitals area. There also remains the need to ensure that better data are collected for the existing indicators. In particular, the key challenges over the next year are:

- to develop indicators and expedite the collection of comparable data on the quality of care;
- to collect more complete and comparable waiting time data;
- to improve and extend the current coverage of unit costs to include outpatient activity;
- where possible, to develop and implement a nationally comparable patient satisfaction methodology; and
- to develop agreed indicators for hospital service outcomes.

## **Public housing**

Housing assistance is a policy response to the basic human need for housing. Governments in Australia provide two main types of housing assistance — public rental housing and rent assistance. Chapter 4 focuses on public rental housing. The primary objective of this service area is to ensure that people on low incomes have access to secure, adequate and appropriate housing which is affordable.

While, considerable effort has been invested in developing indicators that address the key objectives of public housing services, and a reasonably extensive data set has been compiled, further work is required to improve the definitions of many of the indicators and the quality and consistency of data.

While some of the results are summarised below, further work is required to fully develop nationally comparable data for indicators that address the full range of effectiveness and efficiency issues.

### Targeting

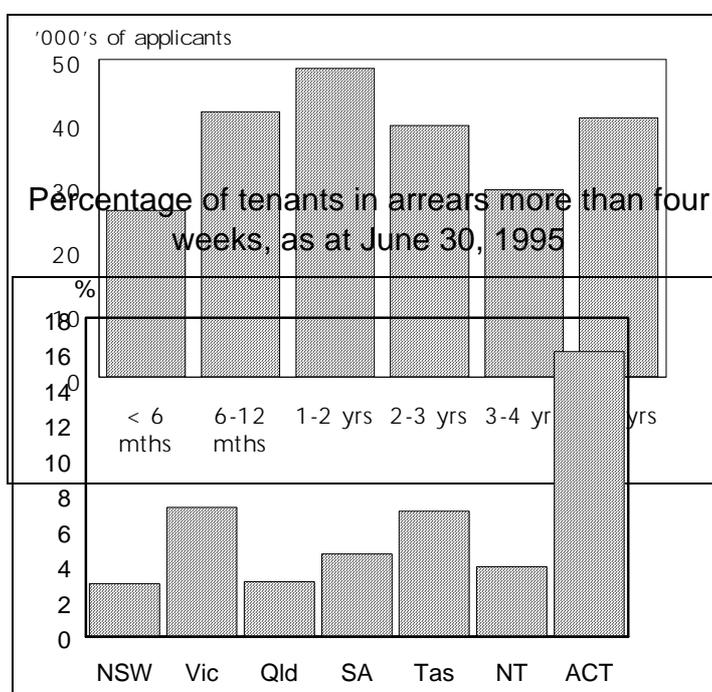
How well public housing is targeted to those in need is an issue that has received increasing attention in recent years. Initial results, based on estimates of tenants' ability to afford alternate private rental accommodation, suggest that public rental housing could be better targeted.

### Waiting periods

Preliminary results indicate that Australia-wide, some applicants appear to wait lengthy periods for access to public housing.

### Affordability

Distribution of public housing applicants on waiting lists in Australia, as at June 30, 1995



Note: Data for WA were not available on a comparable basis.

Once in public housing, rents generally appear to be set at affordable levels. Nearly all public tenants across Australia pay less than 25 per cent of their assessable income on rent as at 30 June, 1995, reflecting the rebate policies of State Housing Authorities.

### Rental arrears

Across Australia, most tenants appear to pay on time.

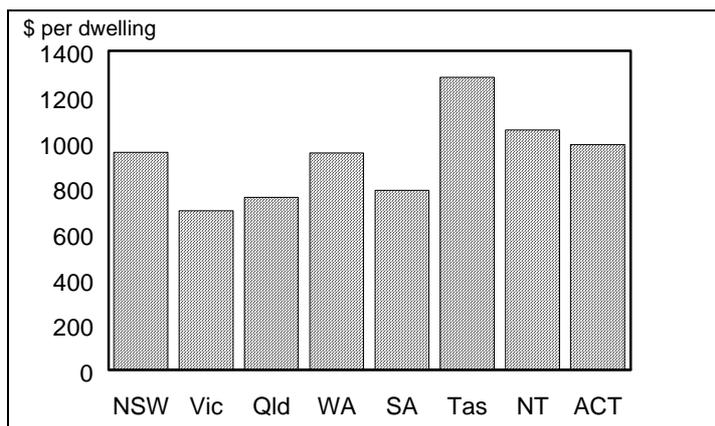
### Administration costs

The operating costs of delivering public housing services appear to vary significantly across jurisdictions, although the extent to which differences in

methodology and geographic and demographic characteristics contribute to this variation is not known at this stage.

*Further steps required*

Administration costs per dwelling, 1995



Note: Expenditure for WA and NT includes Aboriginal housing, community housing, and bond assistance functions. WA data also include joint venture

There are a number of initiatives underway to ensure that a more complete data set will be available for inclusion in the next Report. These include: developing a national customer satisfaction survey instrument and developing a standard approach to reporting on housing stock condition. Efforts are also underway to improve the comparability of data (for example, by developing a standard methodology for

valuing public housing assets). In addition, further work is required to refine and further develop definitions for existing indicators.

**Government school education**

This Report is concerned only with primary and secondary government schooling and focuses on the outcomes of each system, not individual schools. A preliminary framework of effectiveness and efficiency indicators has been developed for these government school systems. The effectiveness indicators address the range of objectives pursued at the system level. They are generally based on the Common and Agreed National Goals for Schooling in Australia and can be described by three main categories which are not mutually exclusive: student learning outcomes, social and other, and equity objectives. The efficiency indicators focus on costs per student.

The Council of Australian Governments (COAG) asked the Steering Committee to examine *government* services. Consequently, independent, private or religious school systems are not included in this Report.

### *Learning outcomes*

*No nationally comparable data on student learning outcomes are available.*

Performance measurement in government school education is a complex task and considerable effort has been spent on measuring performance, particularly of student learning outcomes. Until now, however, little consideration has been given to comparability between systems, and there is currently no nationally comparable information on student learning outcomes.

Standard assessment instruments undertaken by all, or a representative sample, of students within school systems are the primary source of aggregate student learning outcome information. This type of testing is relatively new in some States and Territories, and does not yet cover all learning areas. Differences between the jurisdictions in the timing of statewide testing, the year levels at which this is done, testing methodologies, curriculum content, and reporting frameworks mean that the results of tests in one system can not currently be compared to the results of other systems.

#### *State and Territory specific trends.*

Based on each State and Territory's existing standard test instruments, some limited conclusions can be drawn. Generally, the available information suggests there has not been any marked improvement or deterioration in student performance over the last few years. The absence of extensive time series information, however, means that within the jurisdictions, only partial analysis of trends is possible. Some key examples of results include:

- relatively stable scores in NSW over the past five years for Years 3 and 5 students' literacy and numeracy performance, while non-English speaking background students have improved in both areas over this period;
- improvements in Years 5 and 9 students' mathematics performance between 1991 and 1993 in Queensland, with a slight fall in the performance of Year 7 students over the same period;
- slight improvements in mathematics performance for Year 3 and Year 10 students in WA between 1990 and 1992, with an improvement for Year 7 students;
- in Tasmania, which has a relatively long record of reporting outcomes, numeracy levels have fallen over the last decade, while some literacy results have improved over the same period;
- in the NT, improvements in mathematics and reading for Year 5 and Year 7 students between 1990 and 1994; and
- where they are recorded, the learning outcomes for Aboriginal and Torres Strait Islander students are lower than those recorded for the population as a whole.

*Action is required to address the lack of comparable information.*

It is anticipated that the National Schools English Literacy Survey, to be completed by the end of 1996, will go some way to addressing the lack of comparable outcomes data, and will provide important information in terms of literacy.

The Steering Committee has recognised, however, the need to develop a mechanism for the ongoing reporting of comparable learning outcomes data across the curriculum. Given the strong government commitment to the existing State and Territory tests, the Steering Committee believes that these tests should be utilised in preference to the potentially costly duplication of outcomes measurement by an extended system of national surveys. Accordingly, it commissioned the Australian Council for Educational Research (ACER) to identify how comparisons between existing statewide testing programs could be established.

ACER has indicated that it is possible to report comparable outcomes, initially in mathematics and English, either by embedding common items in existing State and Territory tests or by administering tests to a common sample of students. The common item approach would utilise the existing testing infrastructure, obviating the need for the duplication of testing required by the common person approach.

Given the differences in years of testing, testing formats and methodologies, and some variations in the curriculum content, clearly whichever approach is adopted will require a significant commitment from the States, Territories and Commonwealth. In particular, the support of COAG is necessary to encourage the various governments to commit resources to ensure that comparable outcomes can be reported.

### *Social and other objectives*

School systems also aim to achieve a range of other objectives which relate to the attitudes and wellbeing of students, as well as to prepare students for participation in further education, the workforce, society, and active citizenship.

Distinguishing these objectives from academic learning outcomes does not mean that they are not closely linked to the curriculum, only that they are a set of objectives for which performance information supplementary to learning outcomes is required to measure effectiveness in meeting them.

This is a complex area, and to date there are only limited examples of efforts by school systems to define these objectives beyond broad generalities. In addition, there is only limited performance data available and much of these are only loosely linked with these general objectives. The data that are available are of two main types: student attitude surveys, and post school destination and experience surveys.

### *Equity objectives*

An important set of objectives for school systems relates to meeting the needs of groups identified as facing educational disadvantage. These include, amongst others, students with learning disabilities, students from low socio-economic and non-English speaking backgrounds (NESB), and Aboriginal and Torres Strait Islander (ATSI) students.

Five jurisdictions provided disaggregated information showing results by target group for statewide tests. These show, for example, that Aboriginal and Torres Strait Islander students in Queensland, WA and the NT achieved below other students in those jurisdictions in all subjects and at all year levels tested. In Tasmania, students at low socio-economic status (SES) neighbourhood schools performed at lower levels than those from higher SES neighbourhood schools. Performance of other target groups shows similar, although not so pronounced, differences.

### *Expenditure per student*

In 1993–94, the average Australia-wide expenditure per student was over \$5100. This varied widely across jurisdictions, from over \$4800 (Queensland) to nearly \$7700 (NT). Average in-school primary expenditure per student<sup>7</sup> ranged from nearly \$3900 in NSW to around \$5900 in the NT with a national average of just over \$4000. The range of average in-school secondary expenditure was from \$5600 (for Queensland) to \$8800 (NT), with a national average of \$6000.

Expenditure per student will be influenced by factors such as different population densities and the provision of schooling to disadvantaged groups, and as such is an imperfect measure of efficiency.

For those States and Territories able to provide disaggregated data, expenditure tended to be lower in larger schools and higher in schools that faced socio-economic disadvantage.

### *Future directions*

The tasks for the Steering Committee are to:

- establish comparable student learning outcome data by establishing equivalences between the existing State and Territory testing programs;
- develop a coherent framework of indicators to address the full range of school system objectives and to collect data on achieving those outcomes; and
- provide information on outcomes by target groups.

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<sup>7</sup> Expenditure figures for 1992-93 and 1993-94 in the text and Tables of Chapter 6 include estimated superannuation liability.

The activities of the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA), including the Taskforce on School Statistics, the Department of Employment, Education and Training (DEET), and the States, Territories and Commonwealth, are continuing to progress these activities in parallel exercises as well as contributing to the Review.

### **Vocational education and training**

The framework of effectiveness and efficiency indicators developed for the vocational education and training (VET) systems in Australia is based on the common and agreed national goals for VET and the more recent Agreement for the Establishment of a National Training System. The effectiveness indicators are centred around the three main themes of improved responsiveness, increased opportunities, and improved outcomes. The efficiency indicators focus on unit costs.

While there is a strong commitment in the VET sector to collect comprehensive and consistent performance information, further work is required before a full set of comparable data are available for the complete range of performance indicators. In particular, issues of scope (what makes up the measures of VET activity), and boundary (what specific data items should be included to make up the statistics), are yet to be resolved for a number of the measures required for performance indicators. The information presented in Chapter 6 therefore needs to be treated as indicative and interpreted with caution.

#### *Planned levels of provision*

As part of the annual planning and budgeting process, VET systems of the States and Territories determine planned levels of training which aim to anticipate the training and education needs of various occupational groups. The aggregate of the State and Territory planned hours and enrolments at the occupational group level represents an overall target for each VET system and is the basis for resource allocation. Overall planned figures in the States and Territories were generally exceeded by a small margin in 1994.

#### *Module load completion rate*

The module load completion rate broadly measures the extent to which modules that are started are successfully completed by students. On average, the module completion rate, using hours as the measure of activity, was 84 per cent Australia-wide in 1994. This ranged from about 77 to 81 per cent in Queensland, WA, Tasmania, the ACT and Victoria, to 86 to 89 per cent in NSW, SA, and the NT. It should be noted that 1994 was the first year in which the module load completion rate was calculated, and this required some estimation by some systems.

#### *Graduate satisfaction*

### Graduate satisfaction



Source: NCVET 1993.

Based on a 1993 survey conducted by the National Centre for Vocational Education Research (NCVER), about 85 per cent of graduates in each State or Territory were 'satisfied' or 'very satisfied' with their Technical and Further Education (TAFE) course. About 70 per cent of graduates were in paid work six months after the

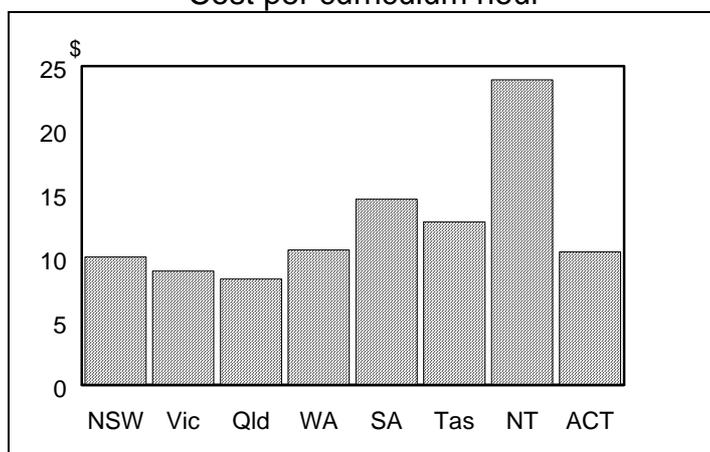
course was completed and, of those employed, 45 per cent said that their main job was related to the course.

### Participation

Participation of people aged 15 to 64 increased from 7.5 to 8.7 per cent of the population between 1985 and 1993, with a 1.5 percentage point increase in the participation of 15 to 24 year olds to 17 per cent in 1993. Australia-wide, females comprised 47 per cent of all persons enrolled in VET in 1989. This decreased slightly to 46 per cent in 1994, with Tasmania and Queensland the only States to experience an increase in female participation over that period.

In terms of other target group participation compared to population shares, Aboriginal and Torres Strait Islander people are generally well represented within TAFE Colleges. Completion rates for Aboriginal and Torres Strait Islander people, however, were lower than the general population in all States and Territories and the training undertaken is largely towards the preparatory

### Cost per curriculum hour



Note: Costs are indicative.

and operative levels of training.

### Unit costs

Recurrent cost per curriculum hour appears to vary significantly across jurisdictions (see chart). However, financial data were not collected to the same standard as activity data in 1994<sup>8</sup>. These

<sup>8</sup> The Australian VET Management Information Statistical Standard was implemented for activity data in TAFE in 1994, and is to be implemented for financial data in 1996.

figures are therefore only indicative of the differences in costs per hour in each State and Territory. In addition, factors such as population densities, provision of VET to disadvantaged groups, the types of courses provided, remote locations, distances, and community obligations impact on the cost of provision.

### *Future directions*

The two key tasks for the reporting of indicators in the VET sector are to improve the comparability of data on inputs, activity and outputs and to complete the collection of comparable industry and student outcome data.

Notwithstanding the current efforts to develop and implement data standards, there is a critical need for consistent and reliable information in the VET sector. A coordinated effort by the States and Territories, in cooperation with the Australian National Training Authority (ANTA), is required for timely progress to be made. A separate review, to report to ANTA later this year on key performance measures, along with the data difficulties identified by this Review, should provide some focus for this ongoing process.

There is currently limited outcome information for the VET sector, although more information should be available in the future. Graduate destinations are to be reported annually from December 1995, employers are to be surveyed on the relevance, quality, and timeliness of the training provided each three years from 1995 (reported in early 1996), and student satisfaction will be reported in 1996 and every three years thereafter.

## **Police**

Police have three key ongoing objectives: to protect, help and reassure the community; to prevent crime; and to enforce the law. Within this framework, a strategic statement has been developed and adopted by the Australasian Police Ministers' Council which provides a vision for a safer and more secure community by the year 2000<sup>9</sup>. The focus of this strategy, the *Directions in Australasian Policing*, is on securing a partnership approach to policing; an increase in community confidence in police; a reduction in the incidence, effects and fear of crime; and an increased level of community safety.

A limited number of indicators have been developed to address the three key effectiveness objectives, and go some way to addressing key result areas of the medium term strategy. However, a significant amount of further work is required to develop a full performance monitoring framework. The development of better, nationally comparable performance information,

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<sup>9</sup> MCAJ (Ministerial Council on the Administration of Justice) 1993, *Directions in Australasian Policing, July 1994 - June 1996*, Ministerial Council on the Administration of Justice, Canberra.

particularly in relation to efficiency, will require a strong ongoing commitment by governments, and Police services in particular.

### *Protecting, helping and reassuring the community*

In the absence of nationally comparable information, a small national survey was commissioned by the Steering Committee examining community

#### **General satisfaction with police services\***

*Q: How satisfied are you in general with the services provided by the police?*

<i>Responses:</i>	<i>%</i>
Very Satisfied	19.8
Satisfied	48.2
Neither	17.5
Dissatisfied	10.4
Very dissatisfied	2.3
Don't know	1.8

\* National survey conducted by ABS, August 1995.

perceptions of police performance. The results suggest that most people are satisfied with Police services (see Box) and believe police treat people fairly.

Of those who had come into contact with police recently (excluding those arrested) about three quarters were satisfied with the treatment they received.

### *Preventing crime*

Crime statistics are the major indicator relating to this objective. The available statistics need to be interpreted with care for several reasons. The limited amount of nationally comparable *reported* crime data which are available indicate that there was an increase Australia-wide in the rates per 100 000 population of reported Motor Vehicle Theft, Unarmed Robbery And Sexual Assault crimes in 1994 compared to the year before. Over the same period there was a decline in the rates of Kidnapping and Unlawful Entry With Intent (UEWI) crimes. Property crimes are far more common than crimes against the person, with 514 063 premises being the victims of property crimes in 1994, while only 14 675 persons were victims of personal crime.

## Reported crime — number of victims by offence category<sup>1</sup>, Australia, 1993 and 1994

	1993	1994	% change
Murder	300	288	-4.0
Attempted Murder	369	334	-9.5
Manslaughter	37	32	-13.5
Driving Causing Death	222	196	-11.7
Sexual Assault	12555	13277	+5.7
Kidnapping / Abduction	628	548	-12.7
<i>Total NSCU Selected Offences: Person Crimes</i>	<i>14111</i>	<i>14675</i>	<i>+4.0</i>
Armed Robbery <sup>2</sup>	5324	5060	-5.0
Unarmed Robbery <sup>2</sup>	7465	8923	+19.5
Blackmail / Extortion <sup>2</sup>	142	168	+18.3
Unlawful Entry With Intent	382245	380152	-0.5
Motor Vehicle Theft	112578	119760	+6.3
<i>Total NSCU Selected Offences: Property Crimes</i>	<i>507754</i>	<i>514063</i>	<i>+1.2</i>

Source: *National Crime Statistics*: ABS Cat. 4510.0 (1994 and 1995)

Note: 1 The *National Crime Statistics* have been prepared using a set of offence definitions and counting rules that have been developed to ensure the greatest degree of comparability between jurisdictions. Further details regarding these definitions and counting rules, which are set out in the Explanatory Notes contained in *National Crime Statistics*.

2 Some person crimes are included in the figures for Robbery and Blackmail/Extortion because the victim in these cases can be either an individual person or an organisation.

### *Enforce the law*

All jurisdictions collect information on crime clearance rates. This indicator is generally not subject to strict definition, and very different results are published based on different interpretations of the figures. The absence of nationally comparable information on success in bringing offenders to justice is a critical gap in available information on police performance. Rather than publish the existing crime clearance data, the Steering Committee is aiming to publish more comparable information on clearance rates and, more critically, success in bringing offenders to justice by jurisdiction in future reports.

### *Action steps: efficiency and other indicators*

This first Report presents only a very limited set of partial measures of unit cost and workloads, which attempt to provide some information on efficiency. While it is clearly a difficult task, it is intended that a more appropriate set of efficiency indicators will be developed and included in future reports.

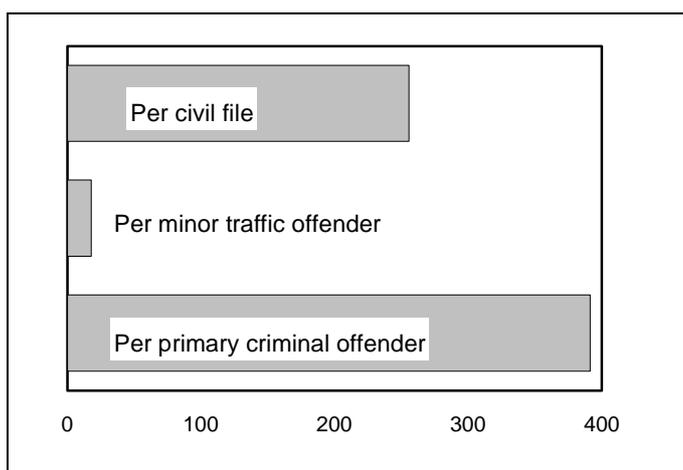
Better indicators and data are also required in some areas of effectiveness, particularly relating to community satisfaction, crime victimisation, and success in bringing offenders to justice.

In relation to community satisfaction, a national annual survey of perceptions is required to provide the necessary information for a number of police performance indicators. More regular national surveys are also needed to provide the necessary data for indicators relating to crime victimisation. Both these activities will involve the ABS.

### Courts administration

Courts administration agencies throughout Australia provide a range of services integral to the effective performance of the judicial system. Although an increase in scope is planned for future reports, this chapter focuses on the administration of State and Territory Supreme, County/District and Magistrates' Courts. While there are some limitations to the data, there appears to be considerable variation in the results across jurisdictions. A significant factor in this variation is the diversity of the environments in which the different agencies operate. Key results include:

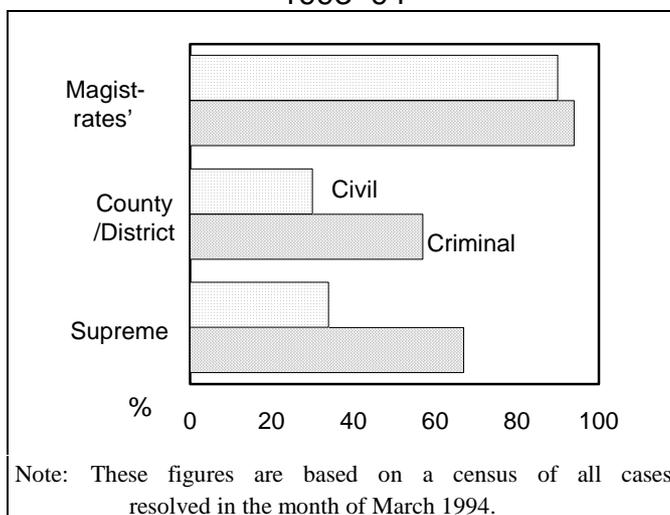
Average unit cost, Australia, 1993–94 (\$)



#### Average cost per case

There is significant variation in unit costs across types of cases and across States and Territories. Technological developments, such as electronic courts for minor traffic offences, have had a significant impact on administration costs.

Cases resolved within 6 months, Australia, 1993–94



Note: These figures are based on a census of all cases resolved in the month of March 1994.

#### Timeliness

While there is considerable variation across jurisdictions, a large proportion of criminal and civil cases are resolved within six months of filing and readiness respectively.

*Future directions*

An overriding issue for the collection of courts' data in the future is the need to establish an ongoing data collection system. Most of the data available for inclusion in Chapter 8 were the product of a special collection organised by the senior officials of court administration agencies across Australia. While States and Territories acknowledge the benefits of continuing this collection on an annual basis, no formal mechanisms for achieving this have been put in place. Other issues include: extending the coverage of this chapter to include additional areas (for example, Commonwealth Courts); the resolution of a number of definitional issues; and the development of additional indicators relating to the quality of services provided.

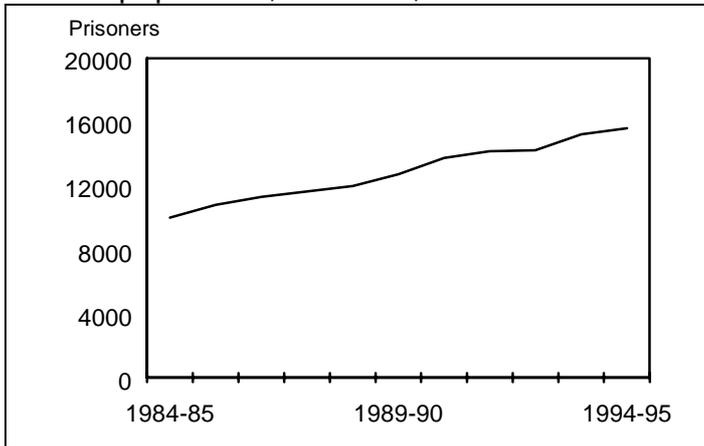
**Corrective services**

Chapter 9 focuses on corrective services, including the prison system and community based corrections. A framework of effectiveness and efficiency indicators has been developed addressing the range of objectives pursued by corrective services authorities in the States and Territories. These indicators relate to personal development, reparation, containment, supervision and compliance, prisoner care, and efficiency.

The quality, consistency and comprehensiveness of the data contained in this chapter is variable. For some information, such as prisoner numbers, established data collections mean a strong degree of comparable information is available. In other areas, such as fixed capital values and costs, differences in methodologies across jurisdictions mean that comparability is limited. In addition, for some indicators, only limited data were available for inclusion in this Report.

Another key issue is the relationship between the set of objectives pursued by corrective services, and those of the broader criminal justice system.

**Prison population, Australia, 1984-85 – 1994-95**



*Increasing prisoner population*

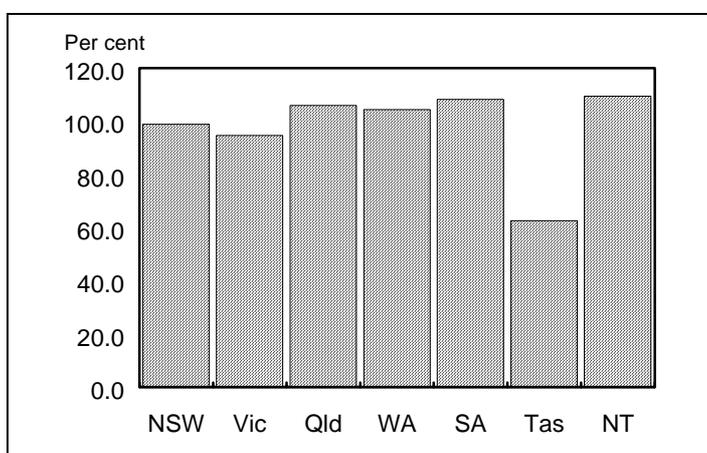
There has been a steady increase in the prisoner population over the last decade. There are now over 15600 prisoners in Australia — over 5500 more than a decade ago —

reflecting a steady increase in the national rate of imprisonment.

The rate of imprisonment is beyond the control of the corrective services authorities who are obliged to administer the sentences delivered by the courts. However, the increase in imprisonments has major cost and operational implications for corrective services.

The Steering Committee estimates that the additional number of prisoners associated with the higher imprisonment rate in 1994–95 compared to a decade earlier cost Australia about \$180 million in prison expenditure last financial year.<sup>10</sup>

Prison occupancy as a proportion of design capacity, Total, 1994-95



Note: Not applicable to ACT

### *Prison utilisation*

Prison systems are operating at close to maximum design capacity in most jurisdictions in Australia, and in four jurisdictions, aggregate occupancy levels slightly exceed design capacity.

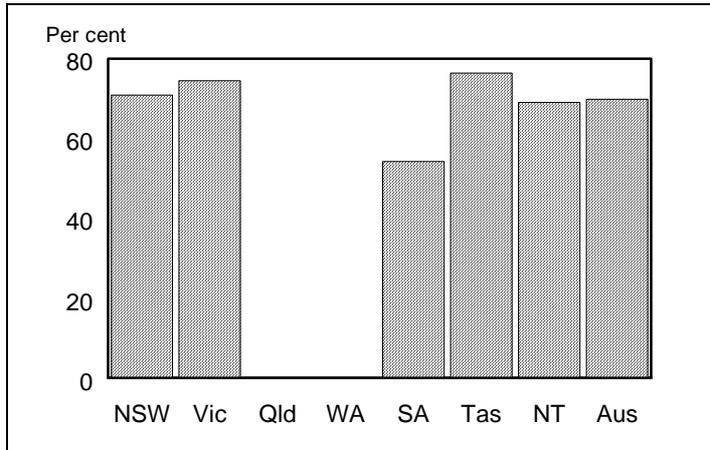
### *Containment and compliance*

In terms of containment, in 1994–95 the Australia-wide escape rate from prisons of all types was 1.8 escapes per 100 prisoner years. The escape rate for secure custody prisons was significantly lower (0.2 escapes per 100 prisoner years), compared to open security prisons (5.8 escapes per 100 prisoner years).

In relation to compliance, in 1994–95, approximately 78 per cent of community based correction orders were "successfully" completed (that is, the offender did not have their order revoked either for committing an offence whilst undertaking the order or for some other reason).

<sup>10</sup> This estimate is based on a number of assumptions and its derivation is explained in full in the Appendix to Chapter 9.

Percentage of prisoners employed, 1994–95



Note: Queensland and WA employment figures unavailable in the categories requested. Australia figure calculated excluding prisoners from these two States.

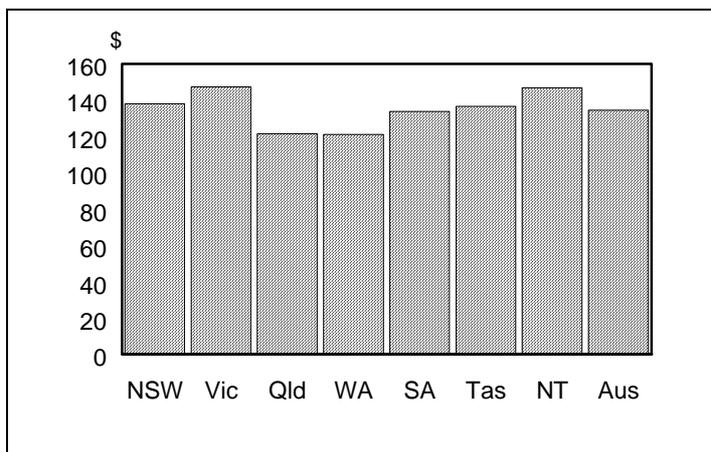
*Prisoner employment*

On average, for the jurisdictions that were able to provide information, about 70 per cent of prisoners were employed in 1994–95 while serving their sentence.

*Costs per prisoner*

Costs per prisoner appear to vary significantly across jurisdictions. However, further work is required to ensure that full costs are included on a nationally comparable basis.

Cost per prisoner day, 1994–95



Note: The cost of ACT sentenced prisoners is captured in the NSW figure, where their prisoners are held.

*Corrective services and the criminal justice system*

Corrective services in each jurisdiction is part of a wider criminal justice system encompassing courts and police. The boundary between objectives pursued by each

element of the system and the macro objectives of the system as a whole is not always clear.

The impact of corrective services on the incidence of re-offending by prisoners after their release (that is recidivism) has provided a focus for this question. All jurisdictions agree that reducing the incidence of recidivism may be one of a

number of objectives of the criminal justice system. Most jurisdictions also view it as an objective of corrective services, but acknowledge that many factors outside the control of corrective services also affect the level of recidivism. Recidivism data presented in Chapter 9 need to be understood in this context.

The limited data available suggest that around 40 per cent of prisoners released in 1993 returned to corrective services within two years. The figure for offenders released from community based corrections was significantly lower, reflecting the fact that many of those serving community based corrections are "one off" offenders of less serious crimes.

### *Action steps required*

Several actions are required to improve the comprehensiveness and quality of the performance indicators and data relating to corrective services. These include further developing standard definitions and methodologies for the collection of information relating to personal development activities and unit cost indicators.

Another major area of activity is the development of indicators relating to the performance of the criminal justice system as a whole and the collection of data for these indicators, including additional information relating to the incidence of recidivism across Australia.

### **Support services for individuals and families**

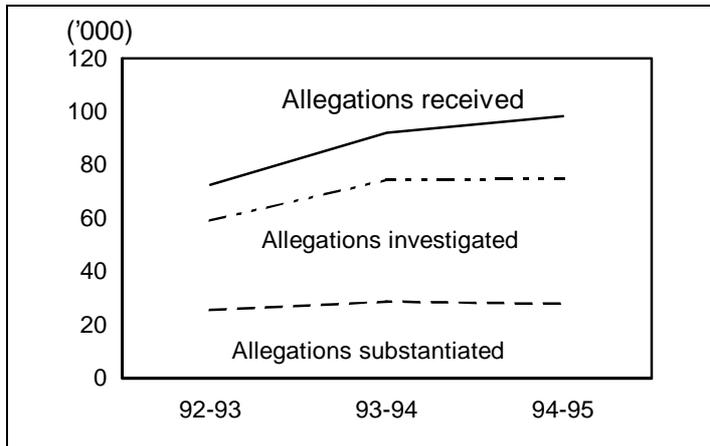
Chapter 10 covers three main categories of government funded support services: child protection, alternative care, and crisis and supported accommodation. Initial indicator frameworks have been developed for each service and it is intended that improvements will be made in subsequent reports.

For the purposes of making comparisons, both within and across jurisdictions, there are a number of limitations with the data collected for this Chapter. Accordingly, data should be treated as indicative, rather than definitive, and caution is required in drawing conclusions based on the information presented.

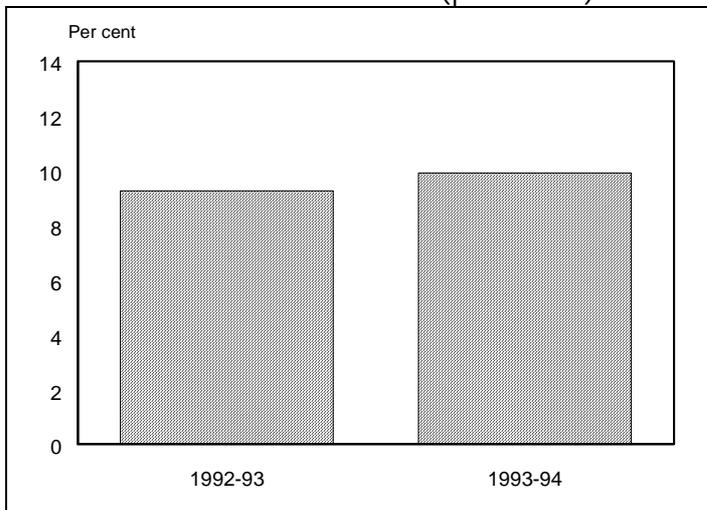
## Child Protection

### *Allegations and substantiations*

Allegations, investigations and substantiations, Australia, 1992-93 to 1994-95



Repeat maltreatment, within 6 months, Australia, 1992-93 to 1993-94 (per cent)



Note: Substantiated repeat maltreatment rates are defined differently by different jurisdictions and are significantly affected by different counting rules. Australia-wide rates have been calculated as the weighted average of jurisdiction rates. Data were not available for WA and the NT.

There has been a significant increase in community concern about child welfare, in part reflected in the number of allegations of child abuse and neglect (maltreatment). While the number of allegations and investigations have risen Australia-wide, the rate of substantiation has not risen to the same extent. In cases where the responsible Community Service Department believes that an allegation warrants an investigation, about 80 per cent of investigations are started within 5 working days.

#### *Limited outcomes data*

Data on outcomes for children are not comprehensive. Information was collected on repeat maltreatment (children who had a completed and substantiated maltreatment case that was followed by a further substantiated maltreatment notification within a specified period).

The number of repeat maltreatment cases within six months as a proportion of all cases was about 9 per cent Australia-wide in 1993-94.

In general, information on the outcomes for children is very limited. There are no nationally comparable data available at this stage on longer term outcomes

for children and response times to complete investigations. Cost data are also very limited at this stage.

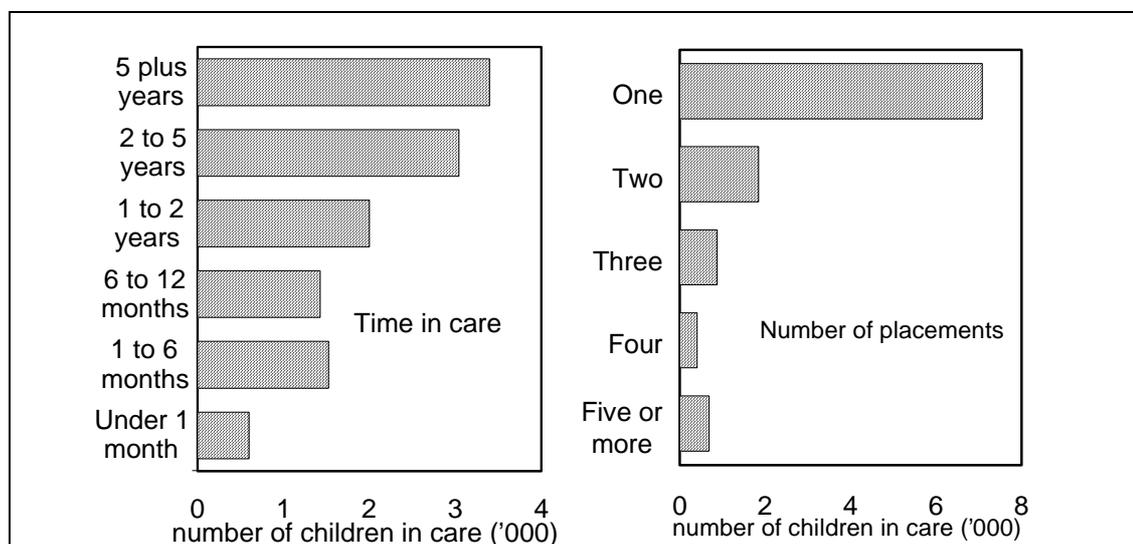
## Alternative care for children

### *Reasons for entry of children into alternative care*

Alternative care aims to provide services which meet the various needs of children for care and protection. Information provided by four jurisdictions indicated that of all those children that entered alternative care in 1994–95, about 14 per cent did so directly as a result of substantiated abuse and neglect. It would be expected that this share would be considerably greater if respite placements — for which the reasons for entry tend to be different — were considered separately. Aggregate information on the other reasons for entry to care is currently limited.

Data for six jurisdictions indicate that of those children who enter alternative care, over 50 per cent remain in care for more than 2 years. Of those children who were in alternative care for the entire 1994–95 year, about 65 per cent had one placement.

Length of time in care, and number of placements, Australia, 1994–95



Note: Based on NSW, Qld, WA, SA, Tas and ACT data.

Note: Based on NSW, Qld, WA, SA and ACT data.

### *Limited data on quality of service*

Information on the quality of alternative care is very limited at this stage. Although data were collected on maltreatment while in care, analysis is not straightforward. One reason is the variety of alternative care living situations for children (such as placement with relatives and supervision of children in

their own homes) in addition to placement in foster care or other care outside the home.

The main gaps in comparable alternative care data for States and Territories comprise the degree to which goals for children are realised on exit from care, and the costs of delivering services.

### **Crisis and supported accommodation**

A two week Australia-wide census of Supported Accommodation Assistance Program (SAAP) providers indicated that in September 1994 the average number accommodated each night averaged 12 000 people. Of all new arrivals requesting accommodation during the period, 44 per cent could be accommodated. Including requests for accommodation from new arrivals and those already accommodated, 6.6 per cent of total requests could not be met during the period. The national average of those that enter SAAP services whose previous accommodation was SAAP or other emergency accommodation was just under 15 per cent (one night censuses held from May 1992 to November 1994).

A new data collection system linked with the objectives of SAAP is currently being developed. This will assist in overcoming some of the reservations held concerning current national data collections.

## **1.6 The future for performance monitoring in the area of service provision**

The Steering Committee notes that considerable progress has been made in the development and reporting of performance indicators for government services in Australia. This progress is due, in large part, to the co-operation of the Commonwealth and State and Territory Governments, and the contribution of each service area's working group and the specialist research agencies. This commitment and on-going support is necessary for the Steering Committee and the Secretariat to continue this Review.

The task, that COAG has set the Steering Committee, however, is by no means complete. More remains to be done in terms of improving the reporting in the current areas under review.

In addition, there is scope to expand the coverage of the review to other areas of service provision not covered in this Report.

As the performance measures develop, it may be useful to measure the performance of government services with overseas counterparts or, if possible, with private providers of similar services. At this stage however, these

comparisons are prohibited by differences in client groups, roles, objectives, and accounting rules.

### **Improving the performance indicators and data**

Although the Steering Committee recognises that there are costs involved with developing a comprehensive set of indicators and data, a considerable amount of work is still required to improve the quality, consistency, completeness and comparability of performance indicators and data for subsequent reports. In particular, each service area must:

- *Improve the coverage and quality of outcomes data.* Further work is required to: develop nationally comparable information on student learning outcomes in schools; develop outcome indicators for vocational education and training, and hospitals; improve the coverage and quality of outcome data for police in relation to crime and crime clearance data, for corrective services in relation to recidivism, and for crisis services in terms of outcomes of intervention.
- *Improve the coverage of unit cost and other efficiency information:* Some service areas have had difficulty in developing unit cost and other efficiency information. For example, efficiency information for crisis services and police needs to be developed to include both information on resources used (inputs) as well as outputs produced. In areas where unit cost information is available, further work is required to ensure these are provided on a fully comparable basis including all costs. The treatment of fixed capital costs requires considerable work across all service areas.

### **Expanding the scope of the review**

Although it will not be possible — or desirable — for this Steering Committee to be able to monitor every service provided by governments in Australia, there is scope for expanding the services covered by the Review. At this stage, the Steering Committee anticipates including at least three new areas into the next Report — child care, aged care and disability services.

Indeed, both in the areas of aged care and child care, work has begun on developing performance indicators and collecting data. In relation to aged care, a working group has been established and a preliminary framework of indicators has been developed. However, this framework requires further work and a complete set of indicators relating to each dimension of effectiveness and efficiency is yet to be developed — particularly in the area of home and community care.

A working group has also been established for child care. This working group has set the boundaries and agreed to an approach for developing indicators and measuring performance.

The Steering Committee also intends to extend the coverage of the review in terms of the jurisdictions providing services. The performance information in the first Review of the Steering Committee mainly relates to services delivered by State and Territory Governments (although to varying degrees, responsibility for funding and program planning is shared with the Commonwealth). It is proposed that in the second and subsequent Reviews, an increasing amount of performance information will be included in respect of programs that are largely or wholly the responsibility of the Commonwealth. This could include, for example, the results of the ongoing evaluations of labour market program outcomes.

It is also proposed to extend the coverage to include information in respect of services in which Local Government has a greater role in delivery than those considered in this report. On November, 14 1995, the Prime Minister, the Honourable, P J Keating, MP, and the President of the Australian Local Government Association, Mayor David Plumridge, AM, signed a Commonwealth-Local Government Accord. This Accord, among other things, reaffirmed that the Commonwealth and Local Government will participate in a benchmarking and efficiency program, including assisting in the preparation of indicators of performance of Local Government services for inclusion in subsequent reports of the Steering Committee.

Thus, over time, it is proposed that the Review will become a genuinely federal document, covering a wide range of services delivered by all three tiers of government — Commonwealth, State and Territory, and Local Governments.

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## 2 ABOUT THE INDICATORS AND DATA PRESENTED IN THIS REPORT

### 2.1 The performance indicator framework – efficiency and effectiveness

A robust indicator framework must cover all key dimensions of performance. Accordingly, in giving effect to the Council of Australian Governments' (COAG) directions, the Steering Committee required the Working Groups to develop performance indicators for each service area relating to both the *effectiveness* and the *efficiency* of service delivery. Although these terms have broadly agreed meanings in public administration, in practice they are often interpreted differently.

The process for developing the performance indicators and reporting these to COAG is described in Box 2.1. This chapter outlines the framework adopted by the Steering Committee and its Working Groups in developing the indicators presented in this Report. It also discusses some of the key limitations and issues to be considered when attempting to make comparisons between jurisdictions or within jurisdictions over time based on this information.

#### Defining "effectiveness"

There is now a greater degree of agreement about the measurement of the performance of the public sector than was the case one or two decades ago. Likewise, there is general agreement that policy objectives should be stated in terms of outcomes to be achieved.

The term 'effectiveness' is usually used in the context of statements about the achievement of policy objectives, although there is some variability in the precise meaning given to this term in public administration literature. Some authors refer to the effectiveness of outputs in relation to achieving desired outcomes, whereas others refer to the effectiveness of appropriations in relation to desired outcomes.

The definition of these and other key terms used in the Report are outlined in Box 2.1.

**Box 2.1: Some terms used throughout the report**

**Descriptors:** These are descriptive statistics included in the Report which relate to the size of the service system, its client mix and the environment within which government services are delivered. They are provided to highlight the differences between jurisdictions and to make these more transparent.

**Effectiveness:** How well the outputs of a service achieve the stated objectives of that service.

**Efficiency:** Efficiency indicators relate to how well organisations use their resources to produce services.

**Environmental factors:** Factors such as geographical dispersion or population structure that may affect the performance indicator results of a jurisdiction.

**Inputs:** The resources used by a service area in providing its service. Resources include land, labour and capital.

**Outcome:** An outcome can be considered as the impact of the service on the status of an individual. While a service provider can influence an outcome, external factors can also apply. For example, a desirable outcome for a school would be to add to the ability of students to effectively participate in, and interact with, society through their lives. Similarly, a desirable outcome for a hospital would be to improve the health status of an individual receiving a hospital service.

**Outputs:** The services provided by a service area. For example, one of the outputs of a public acute care hospital is a treated case.

**Unit cost:** Used throughout this report as a proxy indicator of productive efficiency.

For the purposes of this report, the Steering Committee has aimed to provide information about the performance of government service provision. Indicators of effectiveness, in large part, focus on the impact of services on the client group or on the community. Generally, these impacts fall into one of three main categories:

### *Quality*

The quality of a service can be measured in many ways. A common approach to assessing quality is the degree of satisfaction of users of the service. This customer or client focus has been identified as a key indicator of quality in several areas of the Review including public housing, vocational educational and training, hospitals, and police. Other approaches include identifying the incidence of service failure. For example, the incidence of misadventure in hospitals has been identified as an indicator of quality.

Other indicators also used to measure quality include accreditation and the quality of inputs. These, however, are further removed from the impact the service has on clients.

### *Accessibility*

An important issue for government services is the extent to which clients are able to access the service. The ease of access can be defined with reference to waiting periods to enter the service (for example, hospitals, public housing, courts administration); the affordability of the service (for example, public housing, aged care, courts administration); or physical accessibility (for example, geographic location or ramps for wheelchairs).

Accessibility of services to particular target groups is also an important issue in some areas. Existing indicators which seek to address this issue are based on the representation of the target group in the client base compared to their representation in total population. The shortcoming of these indicators is that they seldom take into account any variations in target groups' demands for these services compared with the rest of the community.

### *Other impacts on the client*

In many service areas, key objectives focus on influencing the lives of the client group. Examples include:

- an objective of hospital services is to improve the health status of the patient receiving the treatment in hospital;
- an objective of schools to provide students with the necessary skills to effectively participate in, and interact with, society through their lives; and
- an objective of child protection services to reduce the occurrence and re-occurrence of child maltreatment and minimise its effects on children and families.

This raises the important issue of the existence of a *hierarchy of objectives* (or outcomes) that are pursued by each service area. This issue is discussed in more detail in Section 2.3: Focus of the Review.

### **Defining "efficiency"**

The term efficiency is generally used to describe how well organisations use their resources in the production of services. For example, an efficiency measure for a hospital would consider the resources used in treating cases. There is, however, some variability in the degree of precision with which concepts are defined. Two broad dimensions of efficiency are widely acknowledged — *productive* efficiency and *allocative* efficiency.

Productive efficiency measures the relationship between inputs and outputs. As this relationship is complex, there are a range of interrelated meanings of productive efficiency. It can be measured in terms of quantity (the least amount of inputs required to produce a given amount of output). Productive efficiency could also be measured using prices (for example, the least *cost* to produce a

given amount of output). A better measure of efficiency would measure the optimum mix of the various factors of production, having regard to their prices, required to produce a given amount of output.

However, given that most organisations produce a variety of outputs rather than a single output, the more informative measures of efficiency are able to measure relationships between variations in the mix of inputs and variations in the mix of outputs.

Allocative efficiency relates to producing the optimal mix of services given budget constraints.

The Review has focused on productive efficiency rather than allocative efficiency and has developed approximate measures of price efficiency.

### *Unit costs*

The main proxy indicator of productive efficiency is the cost per unit of service. The choice of the unit of output varies across service areas, including per episode of service (for example, hospitals), per client (in corrective services), or per hour of service delivery (for vocational education and training).

Whilst unit costs are a useful measure, clearly they will vary for reasons other than inefficiency, including the mix of clients, differences in the environment within which services are delivered, scale of operations and costs of inputs. Where possible, similar service outlets have been separately identified to reduce the influence of some of these factors (for example, the costs of metropolitan schools have been separately identified from schools in non-metropolitan areas). Contextual information has also been provided in an attempt to make these differences more transparent.

Unit cost is a composite measure of the factors of production. In some cases, the Steering Committee has sought to develop separate unit cost and physical productivity measures of the two main factors of production: labour and capital.

The unit cost information is limited at this stage by the incomplete usage of accrual systems and by the inadequacy of capital valuation and associated depreciation charges. As most State and Territory governments are in the process of moving to accrual systems and are seeking to comply with accepted accounting standards in the implementation of these systems, it is anticipated that better unit cost information will be available for inclusion in subsequent reports.

### *Other efficiency measures*

Recognising the conceptual limitations of unit costs as an indicator of efficiency, other more sophisticated tools have been explored as part of this Review.

In particular, Data Envelopment Analysis (DEA) has been identified as a measurement technique that appears to be well suited to assessing efficiency in the delivery of government services.

DEA is a linear programming based technique that is capable of handling multi-input, multi-output production processes, as often exist in areas of government service provision. Moreover, this technique, unlike other more sophisticated tools, does not require outputs to be priced which has obvious application to government services.

DEA operates by identifying best performers, in terms of input use and output production. Other service providers are allocated a single efficiency score based on their performance relative to these best performers.

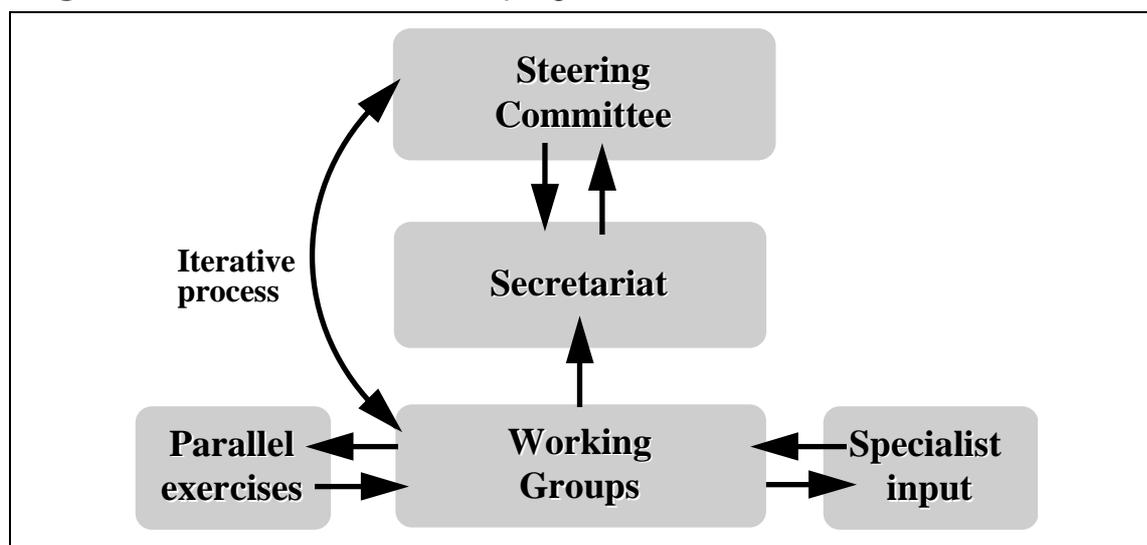
It does, however, require accurate data on all relevant input and output levels. Service providers that do not have a typical relationship between their inputs and outputs can have a significant impact on the results and a fairly large sample of service providers is required. In addition, efficiency is measured relative to *observed*, and not actual, best practice, although the larger the sample, the more robust are the results. It should be noted that like any efficiency measurement tool, outputs — and units of measure of these outputs — still need to be identified for estimation purposes.

DEA has been used to measure the performance of a range of service providers internationally, and its applicability in the Australian context is being further examined by the Steering Committee. It is anticipated that an information paper will be issued by the Steering Committee on the use of this technique in 1996.

## **2.2 Interpreting the indicators presented in this report**

### **Developing appropriate indicators**

In developing the performance indicators the Steering Committee is supported by working groups that have been established for each area of service provision. Each jurisdiction was given the opportunity to nominate a representative on each of the working groups.

**Figure 2.1:** Process for developing indicators

The working groups report to the Steering Committee and, in almost all cases, are convened by a member of the Steering Committee. The relationship between the Steering Committee, the working groups, and the Secretariat is illustrated in Figure 2.1. As outlined in the Chairman's Preface to this Report, the working groups received assistance from the national statistical service and research groups as well as from specialist agencies. The Review also established links with parallel exercises established by Ministerial Councils.

The Steering Committee recognises that the usefulness of an indicator depends to a large extent on how well it is designed. Although there is no clear definition of what makes a good indicator, the Committee has sought to design ones that are:

- clearly defined;
- developed for the tasks performed by the organisation;
- relevant to the needs of clients;
- not susceptible to individual manipulation;
- cost-effective to produce; and
- comprehensive.

The criteria of comprehensiveness is critical. It is important that the performance indicators cover all key aspects of the operations. Failing to do so may lead to "goal displacement". That is, it may lead to a strong focus on activities that are measured to the exclusion of activities that are not.

### Reliability of data

Performance indicators must be built on credible information. The performance indicators will only be as good as the information that is used to compile them.

Consequently, comparisons between jurisdictions (and within jurisdictions over time) are only valid when the data have been defined robustly and collected in a consistent manner.

Where possible, the Steering Committee has sought to rely on established data sources. In many cases, however, a new data collection process needed to be established. Consequently, much of the information presented in the Review was achieved through the processes established by the Steering Committee through each service areas' working group.

The Steering Committee recognises that the quality, consistency, comparability and completeness of data contained in this Report needs to be improved over time. This is particularly the case where data have not been drawn from established national data sources. In these cases, further work is required to develop detailed definitions and counting rules for variables that make up each indicator. In some cases, State-specific, non-comparable data have been included to give a fuller picture of performance within the jurisdiction. In these cases the lack of comparability has been clearly noted in the relevant chapter.

Over time, it is anticipated that the needs of the Steering Committee for robust data on these services will be reflected in the developmental and data collection work of the Australian Bureau of Statistics (ABS). Accordingly, over time, it may be appropriate for the ABS to expand its role in the collection of the data required for key performance indicators identified in the Review.

*Key performance indicator data needs to be subject to the same rigour as financial data*

For government services, the development of robust, comparable data which provides meaningful information on the extent to which service objectives are achieved is critical. The same rigour is required as that applied to the development of accounting standards and counting rules for financial statements, which provide a performance report on the success of private enterprises in achieving their objective of profitability.

Bringing performance indicators more fully into an overall reporting framework to improve data integrity should be strived for. The ability to draw conclusions from the information collected will be strengthened as the quality of the indicators and the consistency and completeness of data collected is improved.

## **Using indicators**

A key to using the performance indicators developed in the Review is to understand their limitations. Using the indicators properly will assist users in getting the most out of the performance information provided. The Steering Committee would urge readers to exercise caution when using the indicators. There are a number of general factors that need to be considered.

First, each indicator presented in the Review should be considered as part of a suite and not interpreted in isolation from other indicators that make up the performance framework. It is not appropriate, for example, to focus on the relative costs of service delivery without also considering the relative effectiveness of the service. Further, both efficiency and effectiveness need to be considered in the light of the contextual information provided.

Second, there is a need to recognise differences between jurisdictions and between different types of providers which will impact on the performance data and the ability to make comparisons. These include variations in:

- the nature of the services delivered;
- the extent of the progress of reform by the jurisdiction;
- the size and geographic dispersion of the service providers;
- the clients served;
- input costs beyond the control of the service system; and
- policy objectives, or more commonly, variations in emphases across the range of identified objectives.

These factors should be taken into account when drawing conclusions based on the information presented in this Review.

## **2.3 The focus of the Review**

The indicators presented in this report focus on the performance of service systems, such as the hospital and school education systems. Indicators have been developed which seek to address the immediate objectives these service systems are attempting to achieve.

The Steering Committee, however, recognises the existence of a hierarchy of objectives in public policy. At the broad 'macro level' there are objectives which all governments pursue aimed at improving the quality of life in our community. While the service agencies that are the focus of this Review play a contributing role in achieving these objectives, final accountability rests at a whole of government level, rather than an individual agency level. For example, the health system aims to improve the health status of all Australians through a variety of preventative, treatment and support strategies. While acute hospitals, as part of the system, contribute to the broader aim, final accountability for a healthy population is a broader issue.

Similarly, there are more ‘micro level’ objectives that are pursued by each individual service outlet — each school or hospital for example. While these will be consistent with the broader system objectives, they will necessarily focus on a narrower and more specific set of outcomes.

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## 3 PUBLIC ACUTE CARE HOSPITALS

### Summary

An agreed framework of indicators has been developed to measure both the effectiveness and efficiency of public acute care hospitals in Australia.<sup>1</sup> The effectiveness measures cover the quality of care, the appropriateness of care, and the accessibility of services. The efficiency measures developed focus on the unit cost by type of treatment (see Figure 3.5).

As is the case in several areas of government service provision, considerable effort has been invested in developing comparable information on efficiency measures relating inputs to outputs.

Presently, however, there is little comparable effectiveness information. The lack of information is partly due to the difficulty of attributing the health gain by patients to treatments provided. This is because treatment is only one of a variety of independent factors that will affect the well being of a patient. The influence of these independent factors will be more pronounced the longer and more complex the treatment.

Nonetheless, there is widespread recognition of the need for much better system-wide indicators on the effectiveness of health services. Considerable work is taking place in all jurisdictions to develop these. One example is the development of national and State and Territory health goals and targets. However, even once defined and developed, it is likely to take some time to establish the necessary data systems.

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<sup>1</sup> The Steering Committee acknowledges the role of the National Health Ministers' Benchmarking Working Group (NHMBWG) in developing the performance indicators for public acute care hospitals.

### *Waiting times for elective surgery*

Waiting times for elective surgery has been selected as one indicator of accessibility to public hospitals. The results of the first attempt to report on elective surgery waiting times for public hospitals by Mays (1995)<sup>2</sup>, indicate that waiting times varied considerably across Australia<sup>3</sup> (see Tables 3.15 and 3.16). A significant factor in this variability would have been the differences in coding and counting practice between the jurisdictions at the time the data for this report were collected.

The results of the one month data collection by Mays indicated that in 1994, 9 per cent of elective surgery patients had waited more than 12 months Australia-wide. Across all specialities the highest proportion of these long wait patients at census were in the ACT (26 per cent) and the lowest in New South Wales (5 per cent).

### *Only limited system-wide data on the quality of care in public acute hospitals are available*

There is a lack of nationally comparable information on the quality of care in public acute care hospitals in Australia. To date, few States have instituted system-wide reporting of hospital quality of care performance data. However, the situation is changing with most, if not all, jurisdictions planning to introduce system-wide reporting of standard quality of care indicators.

It has been possible to include in this report some of available data collected by States and Territories on quality of care (see Section 3.7 'State and Territory specific information'). These data are not comparable between jurisdictions because of definitional differences.

### *Surgical intervention rates*

These measure the differing frequency of certain procedures in jurisdictions.

No State or Territory had rates significantly different from the comparison rates for all the selected procedures (see Table 3.13). However, there are some substantial differences for individual procedures. These data highlight the need to do further work on the underlying reasons for differences in procedure rates between States and Territories to enable appropriate interpretation of such data

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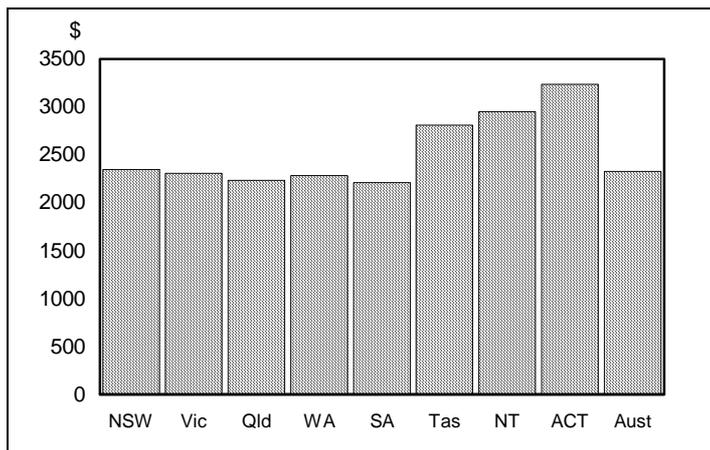
<sup>2</sup> Elective surgery is defined as surgery which, although deemed necessary by the treating clinician, can be delayed for at least 24 hours in the clinician's opinion. Data for *The National report on elective surgery waiting lists for public hospitals 1994* (Mays, 1995) were also disaggregated into two categories of urgency.

<sup>3</sup> Some limitations of the data are noted in Mays (1995). These include difficulties experienced by States and Territories in collecting the data according to agreed definitions and the short duration of the survey period which may not represent a typical period.

in subsequent reports. The available data do not allow definite conclusions about the relative level of care between the States and Territories to be drawn.

### *The cost of treating cases in hospitals varies across Australia*

Recurrent unit cost, adjusted for the mix of cases treated for public acute care hospitals, 1993-94



Note: The unit costs are estimates based on an incomplete data source therefore caution should be exercised in interpreting the results (see Section 3.4).

Although the unit cost data need to be interpreted with caution, the larger States appear to have lower unit costs per inpatient case treated (adjusted for the mix of cases). The difference between the highest cost jurisdiction and the lowest cost jurisdiction for recurrent expenditure, including labour costs, was over \$1000 per case treated — a variation of over 46 per cent (see Table 3.18).

### *Future directions*

There are currently a number of Commonwealth and State initiatives underway to develop consistent definitions and to collect comparable data on a wide range of efficiency and effectiveness indicators in the hospitals area. There also remains the need to ensure that better data are collected for the existing indicators. In particular, the key challenges over the next year are:

- to develop indicators and expedite the collection of comparable data on the quality of care;
- to collect more complete and comparable waiting time data;
- to improve and extend the current coverage of unit costs to include outpatient activity;
- where possible, to develop and implement a nationally comparable patient satisfaction methodology; and
- to develop agreed indicators for hospital service outcomes.

### 3.1 Profile of the sector

This chapter includes a brief examination of public acute care hospitals and their role in the broader health system. Section 3.2 explores some of the recent developments affecting public acute care hospitals which may affect the performance indicators. The framework of agreed performance indicators is presented in Section 3.3 (each indicator is defined and briefly explained in Section 3.8). Section 3.4 provides a summary of results for public acute care hospitals (derived from the data presented in Sections 3.6 and 3.7). Section 3.5 outlines some current initiatives to expand the scope of nationally comparable performance information on the hospital sector.

Public acute care hospitals were chosen for this year's Review for a number of reasons. First, they are an important component of health care in Australia and represent a large expenditure area. They make up three quarters of all hospitals in Australia (Figure 3.1). In 1992–93, over \$9 billion was spent on these hospitals (see Table 3.1). Second, there has been some work undertaken on benchmarking and performance measurement in this area. Third, bodies such as the Australian Institute of Health and Welfare (AIHW) and the Australian Health Ministers' Advisory Council have been encouraging the collection of data on hospital activity in Australia.

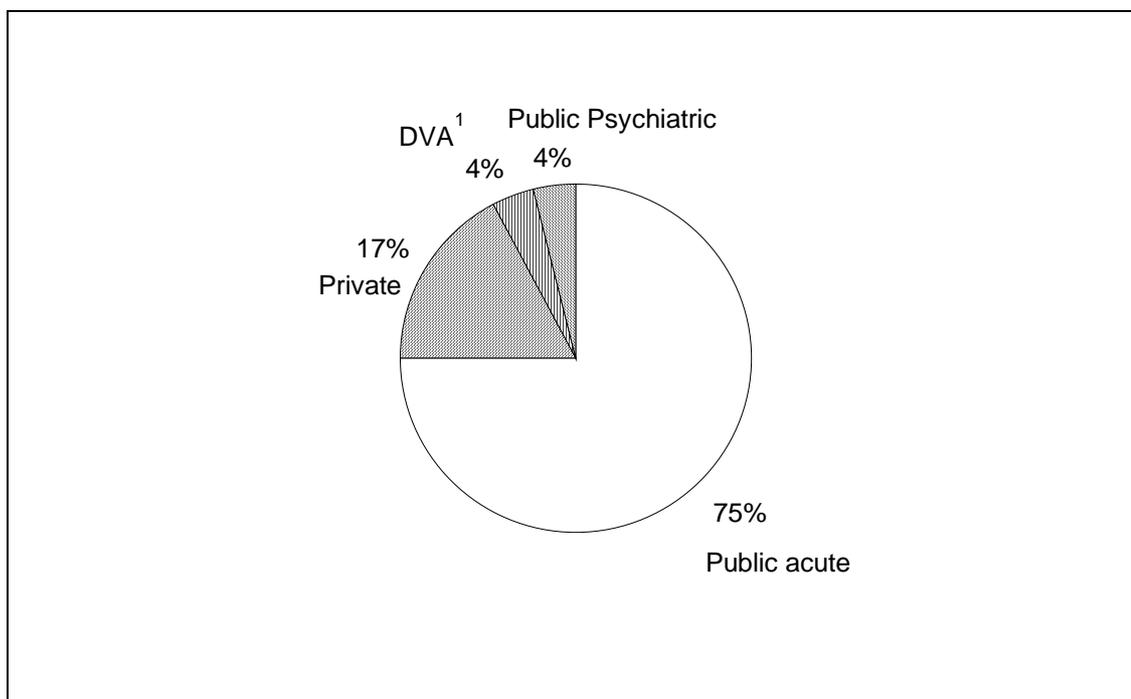
This year's Review only considers the services provided directly to patients who are admitted for treatment (inpatients). Patients who are treated by the hospital but not admitted (non-inpatients) are not examined. Research work and teaching operations conducted by hospitals are also not examined in this report.

The AIHW and the Australian Bureau of Statistics (ABS) define an acute hospital as:

A hospital that provides at least minimum medical surgical or obstetrical services for inpatient treatment and/or care, and provides round-the-clock comprehensive qualified nursing services as well as other necessary professional services. It must be licensed by the State health authority. Most patients have acute conditions or temporary ailments and the average stay per admission is relatively short. (ABS, AIHW, 1995 p. 23)

These hospitals also treat some non-acute patients (such as some mental health and rehabilitation patients as well as long-stay nursing home type patients). See Box 3.1 for an explanation of some commonly used hospital terms.

**Figure 3.1:** Composition of hospital sector expenditure in Australia, 1992–93 (per cent)



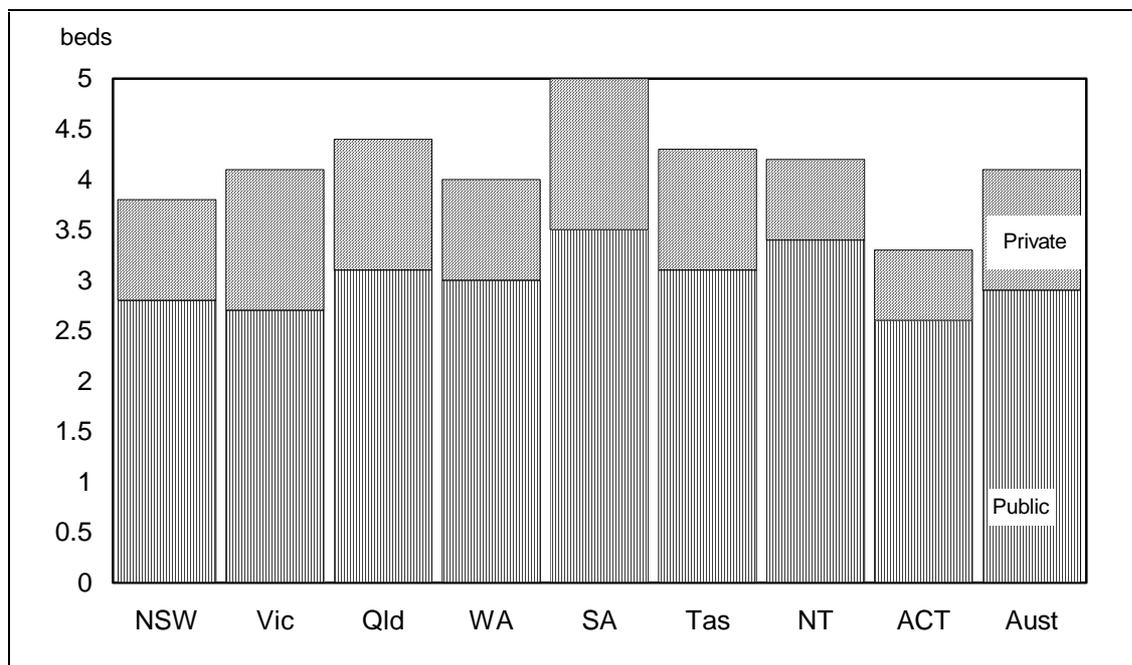
Source: AIHW, October 1995, *Health Expenditure Bulletin*, no. 11. Table 16.

Note: 1 Department of Veterans Affairs (DVA). Since 1992–93 most Department of Veterans' Affairs hospitals have either been transferred to the relevant State jurisdiction or sold to private operators.

Figure 3.2 shows the number of acute beds per 1000 population. Australia-wide, public acute care hospitals supplied 2.9 beds per 1000 population while all acute care hospitals supplied 4.2 beds per 1000 population.

In 1993–94, public acute care hospitals employed just under 168 000 staff (see Table 3.9) and recorded 3.3 million separations (see Figure 3.3). This represented 72.6 per cent of public and private acute care separations (see Table 3.5).

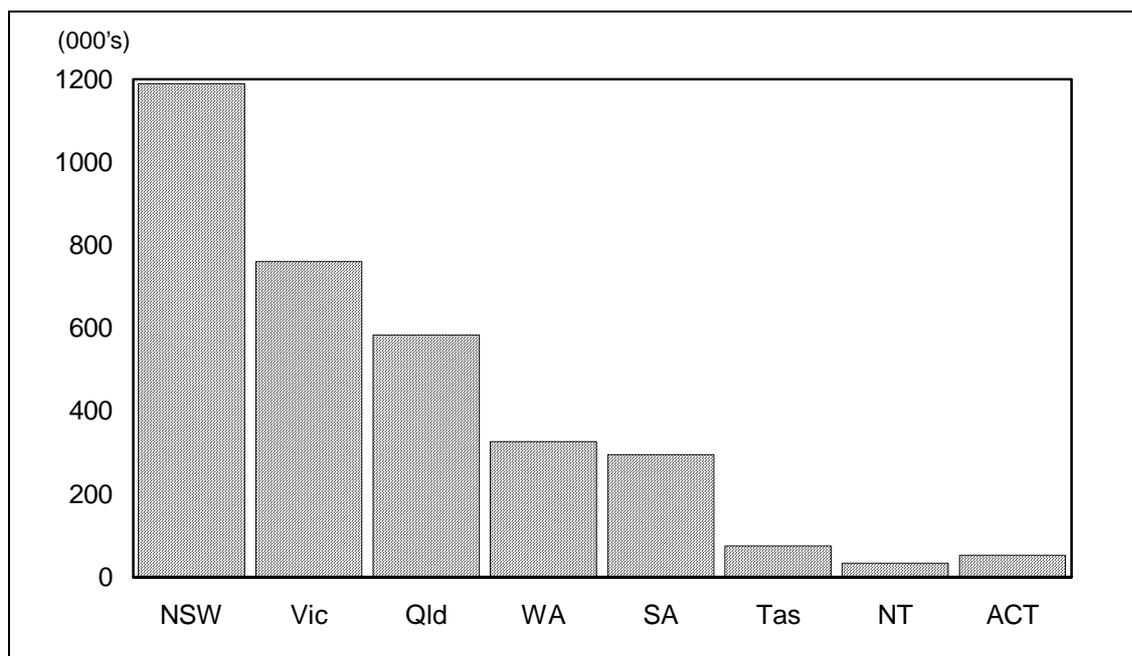
**Figure 3.2:** Acute care beds per 1000 population, by jurisdiction, 1993–94 (beds)



Source: AIHW National Minimum Data Set collection, unpublished; ABS Estimated resident population, Cat. no. 3101.0; Private Hospitals Australia, 1993–94, ABS Cat. no. 4390.0.

Note: Private includes beds for free-standing day hospitals in Australia column only.

**Figure 3.3:** Separations by public acute care hospitals, by jurisdiction, 1993-94 (000's)



Source: AIHW, National Minimum Data Set, unpublished.

**Box 3.1: Some common hospital terms**

The following terms are frequently used when describing the activities of public acute care hospitals. A more detailed and technical explanation is provided in the National Health Data Dictionary (NHDC, 1995).

**Acute care episode:** An acute care episode covers the majority of illnesses in hospitals. It includes providing treatment, performing surgery, relieving symptoms of illness and/or reducing the severity of the injury.

**Casemix adjustment:** Adjusting the cases treated to take account of the number and type of cases.

**Diagnosis Related Group (DRG):** A means of classifying hospital patients to provide a common basis for comparing factors such as cost effectiveness and quality of care across hospitals. Each DRG represents a class of patients with similar clinical conditions requiring similar hospital services.

**Inpatient:** A person who is formally admitted by a hospital.

**Length of stay:** Calculated by subtracting the separation date from the date the patient is admitted, minus leave days. A same-day patient is allocated a length of stay of one day.

**Mis-adventure rates:** A set of clinical indicators agreed on by the Hospitals Working Group and the NHMBWG to measure the quality of care in hospitals.

**Out-patient:** Also referred to as a non-inpatient or non-admitted patient. Describes a patient who receives treatment from a hospital but does not require admission to hospital.

**Public hospitals:** Those hospitals providing free treatment and accommodation to Australians who elect to be treated as public patients. In addition, public hospitals provide free out-patient services and may provide accommodation and nursing care services to private patients.

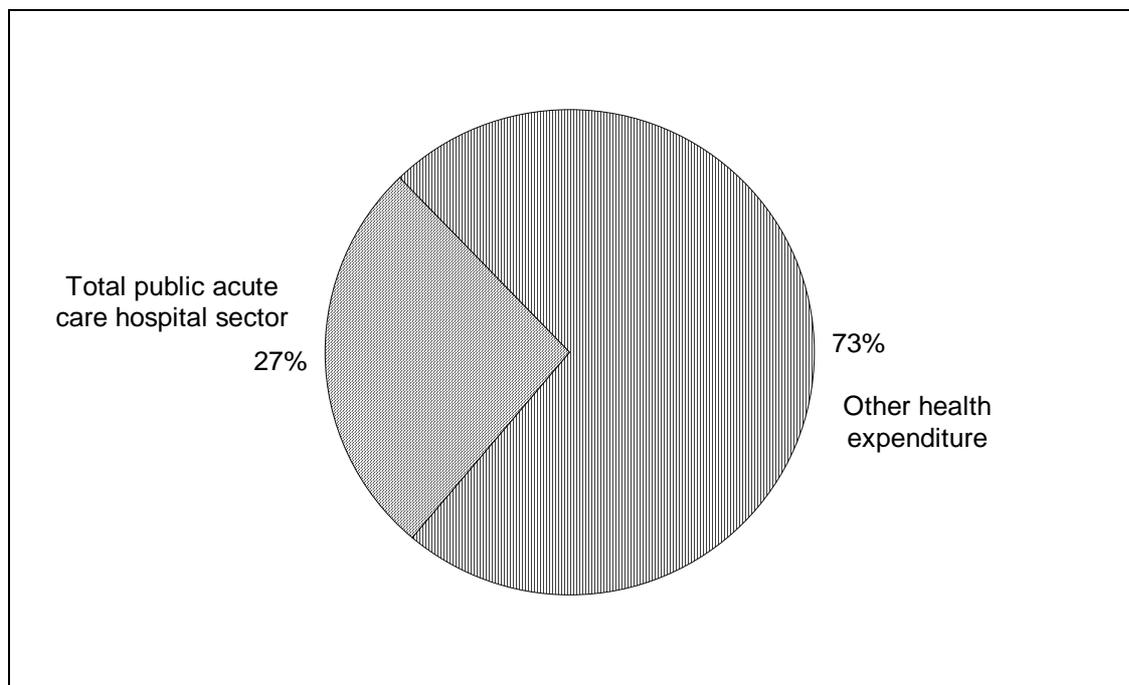
**Separation:** A separation refers to the discharge, transfer or death of a patient from hospital. It is broadly analogous to an admission.

Sources: NHDC, 1995 and ABS & AIHW, 1995

**Public acute hospitals and the broader health system**

Public acute care hospitals are a major area of health expenditure consuming approximately 27 per cent of the total health expenditure in 1992–93 (see Figure 3.4).

**Figure 3.4:** Public acute care hospital share of health expenditure, 1992–93 (per cent)



Source: AIHW, October 1995, *Health Expenditure Bulletin*, no. 11. Table 16.

Public hospitals are, however, only one component of health care in Australia. There are extensive and growing linkages between public acute care hospitals and other elements of the health care system. These other elements can often affect the indicators selected here for public acute care hospitals.

A wide range of services across the continuum of health care (such as general practitioners, specialists, public health initiatives, private hospitals, community health centres, and aged care programs) operate to assist patients with their health needs. Public hospitals aim to work with all these components in order to improve the well being of all people in Australia.

The health care system is only one element in a variety of factors which determine or influence the overall health status of individuals. Other factors such as education, employment, health technology, lifestyle, diet, climate, and the state of the economy also play a role.

### **Institutional arrangements**

In Australia, the Commonwealth and the States and Territories are jointly responsible for funding public acute care hospitals. States and Territories are responsible for the delivery of hospital services.

Commonwealth funds for hospitals are provided as Hospital Funding Grants to the States and Territories. These grants are specific purpose payments to States and Territories for the provision of hospital services. They include a base grant allocated in accordance with the age/sex weighted population distribution and an ‘incentives package’<sup>4</sup>.

In addition, the States and Territories also fund public acute care hospitals from Commonwealth general purpose grants as well as their own revenue sources.

In 1992-93, \$9.3 billion was spent on public acute care hospitals. The total recurrent expenditure for the Commonwealth, and States and Territories for 1992–93 is presented in Table 3.1.

**Table 3.1:** Expenditure on public acute care hospitals, Australia, 1992 – 93 (\$ millions)

<i>Source of funds</i>	<i>Expenditure</i>
Commonwealth	4,076
State and Territory	4,393
Private	864
<b>Total</b>	<b>9,333</b>

Source: AIHW, October 1995, *Health Expenditure Bulletin*, no. 11. Table 16.

The Commonwealth and the States and Territories are also involved in the development of national health policy which impacts on the activities of all elements of the health care system.

### 3.2 Recent developments

The services provided by hospitals have been undergoing changes over recent years. These changes — due to improved technology, government policy and the changing needs of patients — may affect the performance of hospitals and the way performance is monitored and measured.

Two particular developments can be identified as important drivers of change for public acute hospitals. They are:

- the changing demand for the services provided; and
- the changing nature of hospital funding.

<sup>4</sup> In July 1993 — the start of the new Medicare five year agreement — the incentives package was geared toward improving public patient access and promoting microeconomic reform in the hospital system.

## The changing demand for the services provided

Public acute care hospitals are experiencing an increase in demand for their services. Table 3.2 shows that the number of patients admitted to public acute care hospitals has increased from 2.36 million in 1984–85 to 3.40 million in 1993–94. This increase has reflected both population growth and increased per capita usage of hospitals (Howe, 1992; p. 1).

Although admissions have increased, the number of occupied bed days have been slowly decreasing. This can be attributed to the decreasing average length of stay (ALOS) of patients in public acute hospitals which decreased from 6.9 days in 1984–85 to 4.7 days in 1993–94. There are also similar trends in the private sector.

**Table 3.2:** Throughput data for public acute care hospitals

<i>Year</i>	<i>84–85</i>	<i>85–86</i>	<i>86–87</i>	<i>87–88</i>	<i>88–89</i>	<i>89–90</i>	<i>90–91</i>	<i>91–92<sup>1</sup></i>	<i>92–93<sup>1</sup></i>	<i>93–94<sup>1</sup></i>
<b>Admissions ('000s)</b>	2,363	2,430	2,478	2,544	2,632	2,730	2,832	3,025	3,132	3,397
<b>Occupied bed days per 1000 population</b>	1,040	1,020	992	992	968	951	906	926	919	906
<b>Beds per 1000 population</b>	4.36	4.27	4.14	4.03	3.91	3.80	3.72	3.28	3.07	2.96
<b>Average length of stay (days)</b>	6.90	6.67	6.46	6.39	6.13	5.89	5.49	5.30	5.20	4.70

Sources: 1984–85 to 1990–91: AIHW, 1994, Tables; 4, 6, 8; pp. 7, 10, 12.

1991–92 to 1993–94: unpublished AIHW data.

Note: 1 These are unpublished data and are not part of the 1984–85 to 1990–91 data set. Although both were collected under the same program, there may be some differences in the data.

The improvements in health related technology have also affected the demand for health services and the average length of stay. Developments in health treatments have either reduced the ALOS or have allowed an expansion of day surgery which avoids the need for patients to stay in hospital overnight. Advancements in diagnostic technology and minimally invasive surgical techniques have the potential to significantly reduce the need for invasive exploratory surgery requiring overnight admission to hospital.

In future, the likely demand for health services appears set to increase as the average age of the Australian population steadily increases. The ageing of our population affects the hospital system as diseases of the aged tend to be more chronic. Acute services will be required to deal with increasing crisis episodes (such as hip fractures) and the degenerative diseases of longer life (such as cancer and heart disease). At the same time, there will be certain conditions that

could be more effectively treated in peoples' homes, long term care facilities, and in outpatient services.

### **The changing nature of hospital funding**

The way hospitals in Australia are funded is also changing. States are increasingly moving away from input-based funding towards funding based on outputs.

Casemix type funding in Victoria (from 1993–94), South Australia (from 1994–95) and Queensland (from 1995) are practical applications of output based funding. Casemix type funding funds hospitals according to the number and type of patients they treat. Under these arrangements hospitals receive a fixed annual grant together with a variable case payment. Such policies are designed to increase efficiency, increase throughput, and reduce waiting times, by putting the focus on treating patients.

Changes in hospital funding arrangements can affect the way a hospital provides its services. For example, funding based on 'treated cases' may encourage hospitals to focus on increasing the volume of cases. In such instances, it is important that the overall quality of care be carefully monitored.

### **3.3 Framework of performance indicators**

In order to monitor the performance of hospitals in the Review, eighteen indicators were developed that covered key aspects of public acute care.

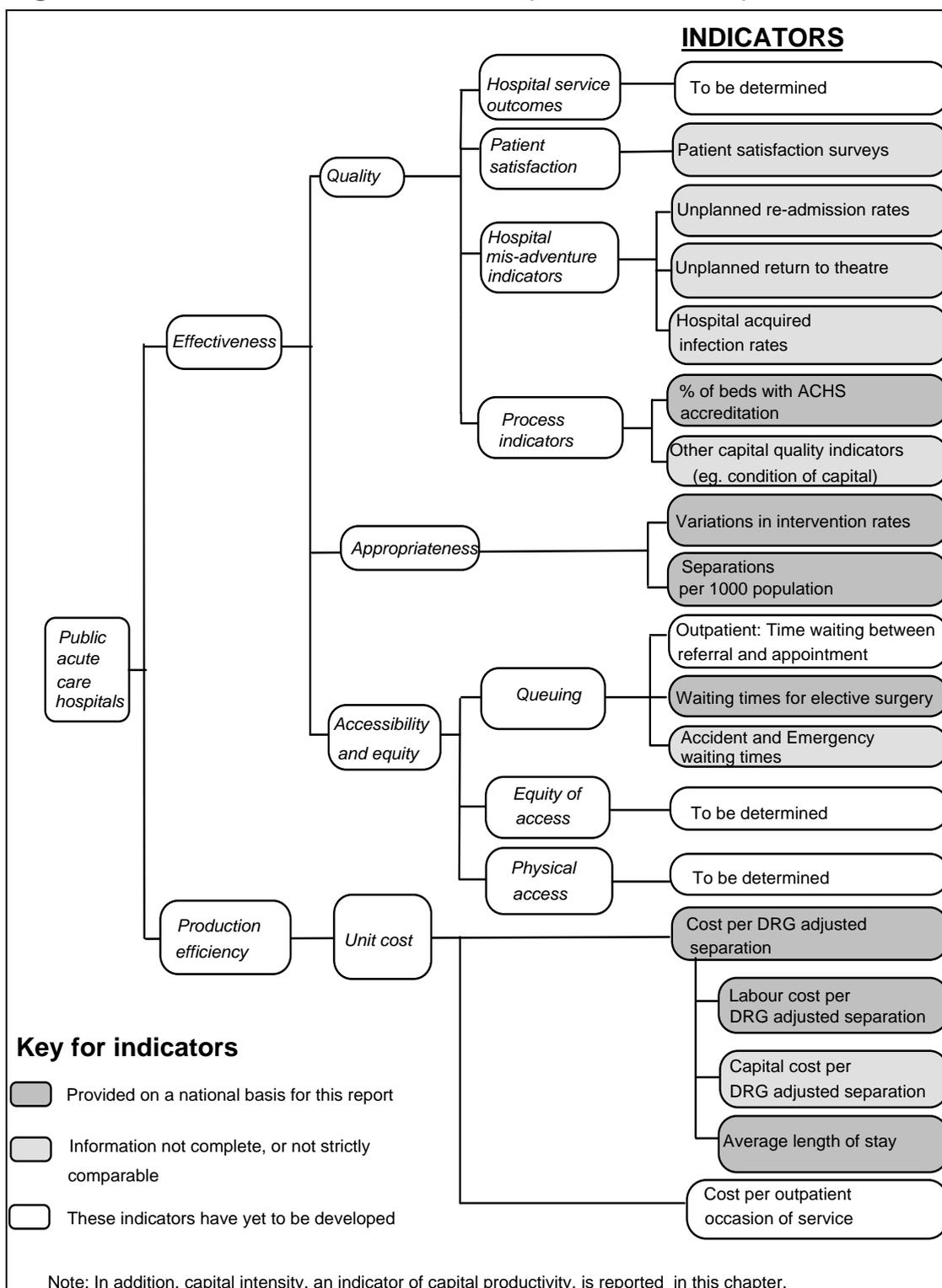
The indicators agreed by the Steering Committee and the Hospitals Working Group are illustrated in the framework of performance indicators for public acute care hospitals (see Figure 3.5). The indicators cover both the effectiveness of service delivery and the efficiency with which it is delivered. The framework further disaggregates effectiveness into quality, appropriateness of care, and accessibility and equity. The indicators are defined in Section 3.8.

The indicators presented in the framework will change over time as better measures are developed to measure the performance of hospitals in Australia. The framework itself can also be expected to evolve as the focus and objective of the Review changes.

For this Review, the States and Territories were only able to provide nationally comparable data for seven of the eighteen indicators. These are shaded in Figure 3.5. The areas most affected by the lack of data were the quality of care indicators (hospital mis-adventure rates and patient satisfaction), and some accessibility indicators such as accident and emergency (A&E) and outpatient waiting times.

Where it was not possible for the States and Territories to provide data based on standard definitions, the Steering Committee requested State and Territory specific data from each jurisdiction. The request sought additional information on quality of care and accessibility. The results of the request are included for illustrative purposes and are not nationally comparable (see Section 3.7, 'State and Territory specific information').

**Figure 3.5:** Framework of indicators for public acute hospitals



### 3.4 Summary of results

Although comparable data are limited, particularly in relation to quality of care, it is possible to draw some broad conclusions from the information collected. The results in this section have been derived from the data presented in Sections 3.6 and 3.7.

In making these comparisons, it is recognised that comparisons are only valid where data quality (in terms of consistency) is high. In areas where data have been extracted from various sources and are not strictly comparable — such as asset valuations — caution is required in interpreting the results.

It is also worth noting that the relative performance of a jurisdiction may be affected by certain factors beyond the control of public acute care hospitals. For example, the share of the private hospital sector or the demographic characteristics of a jurisdiction may affect certain indicators.

Most of the data presented in this report are for 1993–94. Exceptions to this are waiting times for elective surgery (which were collected by each State and Territory for a one month period between June and September 1994) and variations in intervention rates (1992–93).

Over time, the data that are collected will allow jurisdictions to assess themselves, not only against each other, but against previous years' performance.

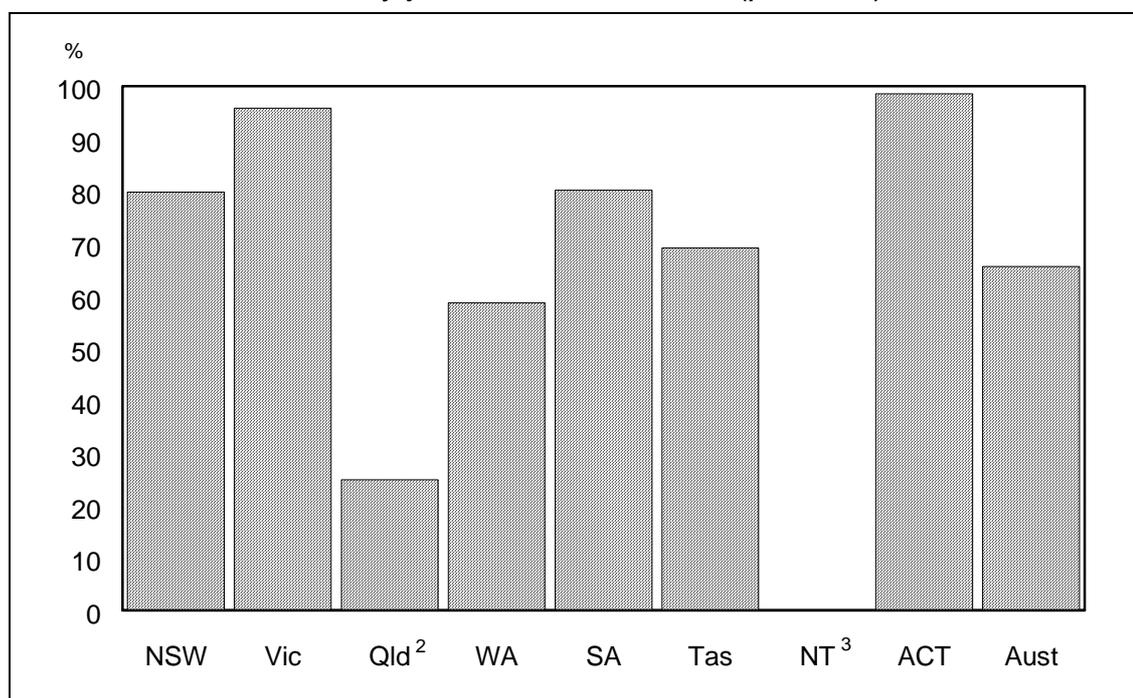
#### *Quality*

Two indicators have been selected as proxies for quality — the percentage of public acute beds accredited by the Australian Council on Healthcare Standards (ACHS) and condition of capital.

Data were available for the percentage of *all public* beds accredited by the ACHS (see Figure 3.6). This is broader than the scope of the agreed indicator which relates only to acute beds.

The percentage of public acute *facilities* (rather than public beds) with ACHS accreditation was also available. Certificates of 1 year, 3 years, or 5 years are awarded to hospitals based on an assessment of the quality of care in the hospital. These percentages range from the ACT which had all of its public acute care facilities accredited to the NT and Qld who have 0 per cent and 4 per cent respectively accredited (see Table 3.11).

**Figure 3.6:** Percentage of public beds<sup>1</sup> accredited by the ACHS in Australia, by jurisdiction, 1993–94 (per cent)



Sources: ACHS Statistics as at June 1994, and Statistics provided by the relevant State authorities.

Note: 1 Broader than public acute but excludes nursing homes and day hospital facilities.

2 The low level of accreditation in Queensland reflects the lack of active policy support for accreditation. Queensland adopted a policy of seeking accreditation in 1993–94 and is rapidly increasing the number of accredited beds. Queensland's accreditation level reflects this policy difference rather than any quality difference (see Queensland's own comments in Section 3.6 for more details).

3 To date, the NT has not sought accreditation for its public hospitals. This policy is under review (see also the NT's own comments at Section 3.6).

However, accreditation by hospitals is a voluntary process. Consequently, this cannot give a true indication of the quality of care of hospitals at the jurisdiction level as a low level of accreditation may be attributed to a low participation rate rather than poor quality. For example, as with Figure 3.6, the low level of accreditation in Queensland and the NT reflects the lack of active policy support for accreditation. Queensland adopted a policy of seeking accreditation in 1993–94 and is rapidly increasing the number of accredited beds. The policy is under review in the NT. (See Queensland's and NT's own comments in section 3.6). Also WA's relatively low proportion of accredited hospitals is due in significant part to cost and logistical problems faced by the State's rural and remote hospitals in taking part in the accreditation process.

Another agreed indicator of quality is the condition of capital indicator (see Table 3.12). That is, the ratio of depreciated replacement value (current replacement cost of the asset less the accumulated depreciation) to the total

replacement value (current replacement cost of the asset). This indicator gives an approximation of condition.

Assets were separated into two categories: equipment and buildings. The results obtained, however, should be treated as indicative<sup>5</sup>.

NSW recorded the highest value for the ratio of depreciated replacement value to the total replacement value for both buildings and equipment (0.82 and 0.64, respectively) indicating a ‘newer’ (or less depreciated) stock.

In addition to the available comparable data, jurisdictions were able to provide some information on quality of care at a system-wide level (see Table 3.3 and Section 3.7, ‘State and Territory specific information’).

**Table 3.3:** Summary of the quality of care information provided by jurisdictions.

<i>Indicator</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>
Patient satisfaction	√	√	√	√				√
Unplanned re-admission to hospital		√			√	√	√	√
Unplanned return to operating room						√	√	√
Hospital acquired infection rates						√	√	√

The information provided by jurisdictions on quality of care at a hospital or system-wide level is not comparable for a number of reasons. First, some of the indicators have been calculated using different definitions. For example, Victoria monitors unplanned and total re-admission rates rather than emergency re-admission rates and, unlike the ACHS, does not distinguish whether or not the re-admissions are related back to the original episode of care.

Second, differences may exist even when ACHS definitions are used. This can occur because some flexibility exists with ACHS indicator definitions and data collection. That is, a health care facility is able to review its care with definitions which differ from the Medical Colleges and the ACHS definitions, provided it states its reasons and includes the definitions with its results so that the data can be interpreted appropriately.

<sup>5</sup> Asset data were obtained for all jurisdictions except for Queensland and the NT as these jurisdictions are yet to measure assets at current replacement values. However, even for those jurisdictions for which data were provided, the information was incomplete and non-comparable. In particular asset valuation methodologies vary across jurisdictions.

While non-comparable between the States and Territories, the notable results from the jurisdiction-specific data submitted were:

- NSW general hospitals scored 84 out of a possible 100 in a patient satisfaction survey undertaken between November 1993 and January 1994.
- Unplanned re-admission rates in Victoria peaked at 11.3 per cent (October 1993) of all separations. The average from August 1993 to June 1995 was 9.9 per cent of all separations<sup>6</sup>. In addition, results from a patient satisfaction survey conducted in 1995 showed that 97 per cent of patients were satisfied with the care they received.
- 87 per cent of patients in a survey of accident and emergency departments in Queensland responded as being 'satisfied' with the care they received. Just over 50 per cent of the satisfied patients were 'very satisfied'.
- Western Australian patients ranked their hospital stay as 4.51 on a satisfaction scale of 1 to 5 in May 1995.<sup>7</sup>
- Unplanned re-admissions to South Australia's metropolitan hospitals fell from 7.0 per cent in 1992–93 to 6.3 per cent of total separations in 1993–94.
- The quality of care in Tasmania's hospitals, measured by various clinical indicators, met or out-performed the standards used by the ACHS<sup>8</sup> in 1994–95.
- The Royal Darwin Hospital in the Northern Territory showed variability over the collection period. Unplanned re-admission rates, unplanned return to theatre, and contaminated wound infections all exhibited rates in excess of the threshold indicators (set by the ACHS) at some stage during 1994–95. However, this may be partly explained by differences in, and changes to, definitions.
- The quality of care in the ACT in 1994–95 out-performed ACHS threshold indicators. Both the Calvary and the Woden Valley hospitals fell well within the thresholds set for unplanned re-admission, unplanned return to operating theatre, and hospital acquired infection rates. In addition, 96 per cent of patients in the Woden Valley hospital in May 1995 responded as being 'satisfied' with the care they received. Just under 63 per cent of satisfied patients were 'very satisfied' with the care received.

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<sup>6</sup> Caution must be exercised in interpreting trend data, particularly for quality performance indicators like unplanned re-admissions. The causal factors underlying variations over time may be due to problems associated with refining the data collection process, rather than changes in the quality of the service delivery.

<sup>7</sup> Where 1 is unsatisfied with the service and 5 is fully satisfied with the service.

<sup>8</sup> As part of the ACHS Accreditation program clinical indicators have been developed, along with recommended standards or thresholds (which should not be exceeded), for measuring the quality of patient care.

### *Appropriateness of care*

Measuring the appropriateness of care is problematic. It involves an examination of where health care could be best provided and how it should be provided. More importantly, it presupposes that there exists a set method for providing care to patients.

At this stage, measuring the appropriateness of care is limited to measuring the differences in care at the jurisdiction level. It should, however, be noted that differences in care do not necessarily imply that a particular jurisdiction is providing an inappropriate level of care.

Variations in intervention rates (see Table 3.13) and separations per 1000 population (see Table 3.14) are two indicators capable of indicating whether differences exist across jurisdictions. Such differences may then lead to examinations of appropriateness of the level of care.

Variations in intervention rates for small geographical areas reflect the collective decisions of medical practitioners who refer patients for surgical treatment in hospital. However, as the available data were not uniformly coded for area of usual residence, the rates were calculated at the jurisdiction level. This will tend to smooth out the 'small area' variation.

None of the States or Territories varied significantly in their intervention rates for all the selected procedures. There were, however, some substantial differences for individual procedures. The greatest positive percentage variation was for hip replacements in the ACT (73 per cent above the standardised rate for the other States and Territories)<sup>9</sup> and the greatest negative percentage variation was for lens insertion in Western Australia (44 per cent below the standardised rate for the other States and Territories).

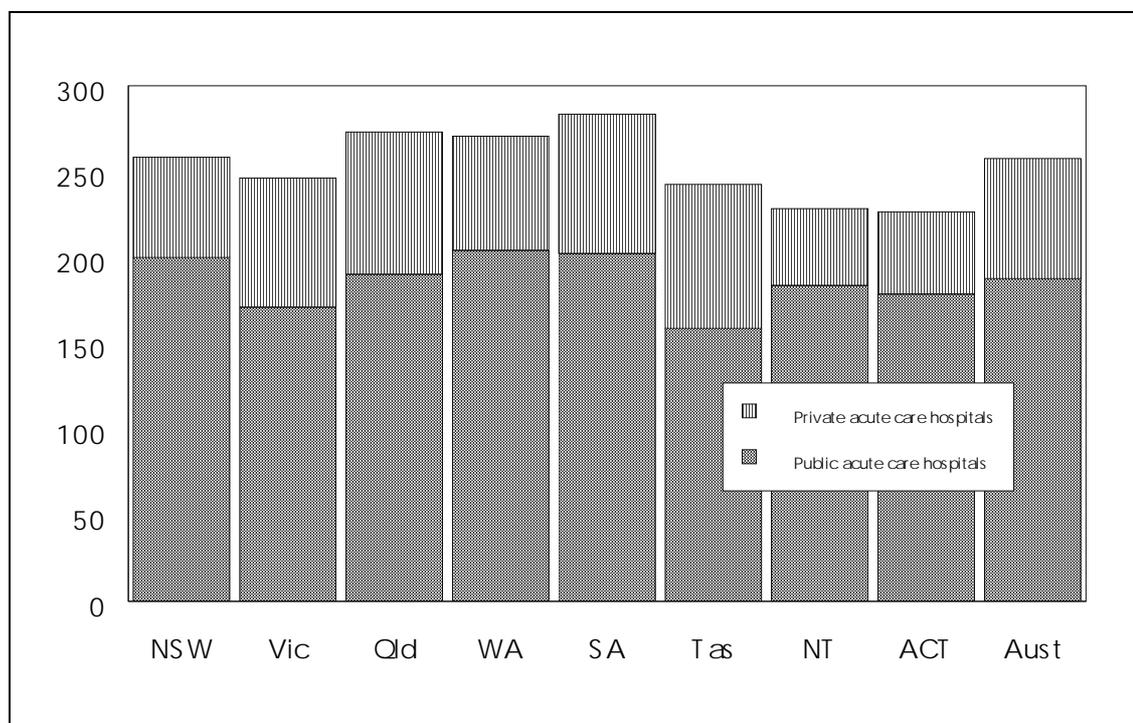
Total separations per 1000 population measure hospital activity in the jurisdictions. Again, this indicator can highlight differences in the provision of hospital services between jurisdictions<sup>10</sup>. Put simply, it indicates the frequency of treatment across the population. Total separations per 1000 population for all patients ranged from 226.5 in the ACT to 283.4 in South Australia (see Figure 3.7).

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<sup>9</sup> Rates have been calculated by location of service provider, not by location of patient's residence. This will affect those jurisdictions that experience a high degree of cross-border flow of patients.

<sup>10</sup> Both public and private separations need to be considered for this indicator as the private/public share of hospitals differs across jurisdictions.

**Figure 3.7:** Total separations per 1000 population by private and public acute hospital, by jurisdiction, 1993–94



Sources: AIHW National Minimum Data Set survey program, unpublished; Department of Human Services and Health, unpublished.

It should be noted that the separations per 1000 population have not been standardised to adjust for differences in the mix between States and Territories in the age and sex of their populations.

### Access

The waiting times for elective surgery reported in this chapter were collected for one month between June and September 1994. The Mays Report (1995) was the result of the first attempt to collect these data in a nationally consistent manner.

There are a number of limitations with the data. At the time of the survey there were significant differences in coding and counting practices between the jurisdictions and differences in the approaches to waiting list audit and management. Also, because the survey period was short, the data collected may not be typical of a longer period.

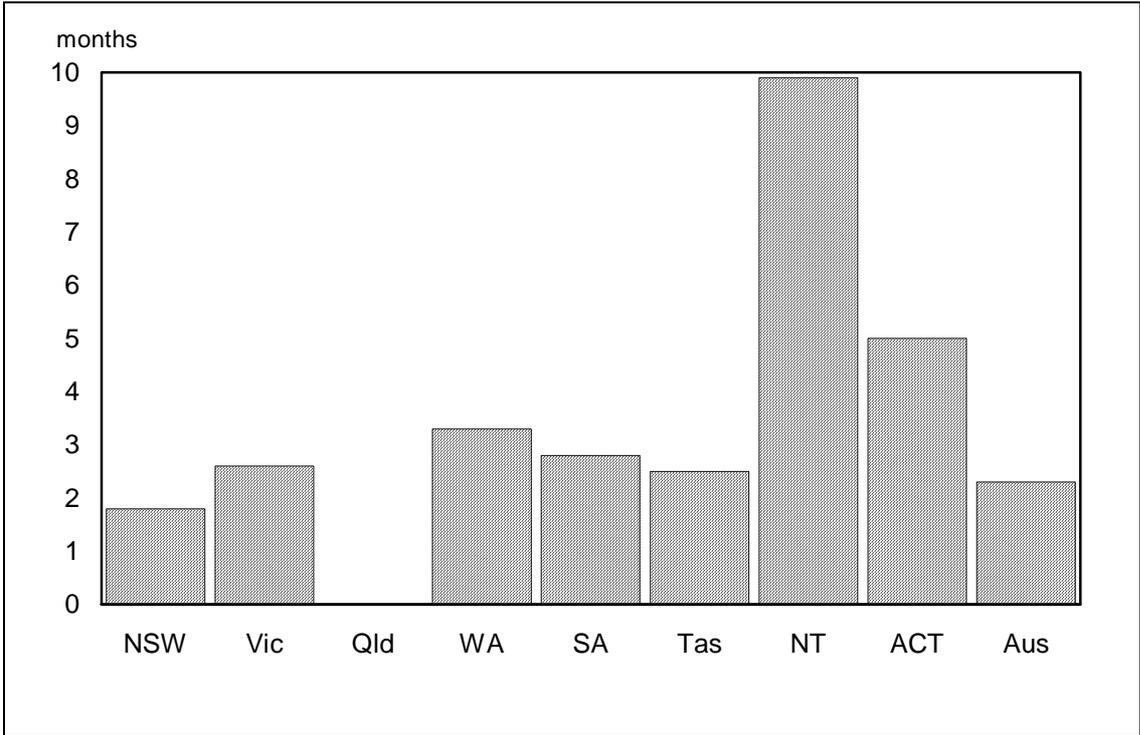
The three sets of performance measures selected to measure waiting times for elective surgery for the Mays Report were:

- clearance time (see Table 3.15);
- the proportion of patients waiting inappropriately at the time of the census (see Table 3.16); and
- the proportion of patients admitted after waiting an inappropriate time (see Table 3.16).

Clearance time can be conceived as the length of time that it would take to clear the elective surgery waiting lists assuming that the rate of clearance remains constant and no more patients were added to the list. Clearance time is a prospective measure of the capacity of the system to remove patients from waiting lists. It should not be considered as the average waiting time.

During the (one month) survey period in 1994, New South Wales recorded a clearance time of 1.8 months while the Northern Territory recorded a clearance time of 9.9 months. The national average was 2.3 months (Figure 3.8).

**Figure 3.8:** Elective surgery clearance time for public hospitals, by jurisdiction, 1994 (months)



Source: Mays (1995). Based on data collected for one month between June and September 1994.  
Note: Queensland was unable to provide data.

The results of the other performance measures selected to measure waiting times for elective surgery are summarised in Box 3.2.

**Box 3.2: Additional results of waiting times for elective surgery for public acute care hospitals**

- 9 per cent of the patients at the time of census had been waiting for longer than 12 months;
- 2 per cent of patients admitted from the elective surgery waiting list had been waiting over 12 months;
- 40 per cent of category 1 patients at the time of census had been waiting over 30 days;
- 13 per cent of category 1 patients admitted from the elective surgery waiting list had been waiting over 30 days.

Note: Category 1 is defined in Mays (1995) as referring to patients whose admission is desirable within 30 days in the opinion of the treating clinician.

Source: Mays, 1995, *National report on elective surgery waiting lists for public hospitals 1994*.

New South Wales and one hospital in Tasmania also provided Accident and Emergency waiting times. From March 1995 to July 1995 the New South Wales Accident and Emergency departments improved their performance in the highest category (resuscitation) by increasing the percentage of patients attended within the recommended time from around 60 per cent to 74 per cent.

Tasmania consistently achieved the ACHS recommended standards for the two most urgent categories and the non-urgent category of care.

### *Efficiency*

States and Territories collect and are able to provide a significant coverage of data on unit costs for public hospitals. The unit cost of a hospital separation in regard to both recurrent and capital expenditure — adjusted for the mix of cases treated — is reported for public acute care hospitals.

Recurrent costs per separation were calculated using a number of sources of varying quality<sup>11</sup>. Consequently, the costs presented in this report are estimates. For example, not all jurisdictions were able to provide an adjustment factor (the

<sup>11</sup> The results are based on an incomplete data base which contained some anomalies.

inpatient fraction<sup>12</sup>) to allow the expenditure associated with inpatients to be separated from total hospital expenditure. For these jurisdictions a standard adjustment factor was applied. Therefore, a great deal of care should be exercised in interpreting the results.

The recurrent cost per casemix adjusted separation deals with the costs associated with acute inpatients. It was not possible to separate out the costs of acute patients from all other admitted patients. However, non-acute admitted patients (such as mental health, rehabilitation and nursing home type patients) account for less than 5 per cent of all admitted patients.

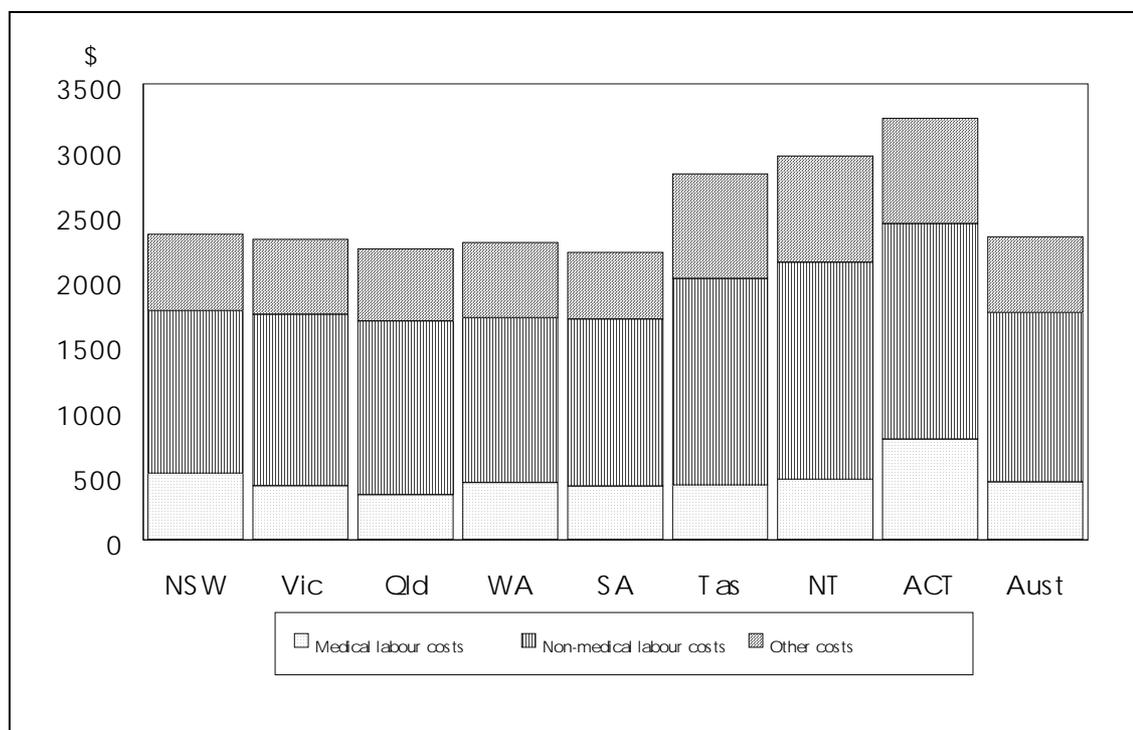
The casemix-adjusted recurrent cost per separation varied significantly across jurisdictions with South Australia registering the lowest cost at about \$2200 and ACT the highest at over \$3200. The national average was almost \$2400 (see Figure 3.9 and Table 3.18).

The three components of the cost per casemix adjusted separation were medical labour costs, non-medical labour costs and other (recurrent costs). The data suggest that labour was the largest component accounting for 75 per cent of the national average recurrent adjusted unit cost. Nursing accounted for 37 per cent of the total labour component.

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<sup>12</sup> The inpatient fraction (IFRAC) is an expression of the ratio of inpatient costs to total hospital costs and is generally estimated using existing management information. Where no IFRAC was available the inpatient costs as a proportion of total costs were derived using the Health and Allied Services Advisory Council (HASAC) conversion rate which equates the cost of 5.753 non-inpatient services with the cost of one inpatient bed day. It should be noted that there are reasons to question the applicability of the HASAC ratio and the results are sensitive to the ratio used.

**Figure 3.9:** Cost per casemix adjusted separation for public acute care hospitals, by jurisdiction, 1993–94 (dollars)



Sources: AIHW National Minimum Data Set collection, unpublished; Commonwealth Department of Human Services and Health casemix data base, unpublished; Commonwealth Department of Human Services and Health, Medicare Agreements data, unpublished.

As well as the recurrent costs shown above, a user charge of capital (a measure of capital usage) was also calculated for both buildings and equipment (see Table 3.19). However, the asset data were unreliable and incomplete<sup>13</sup>.

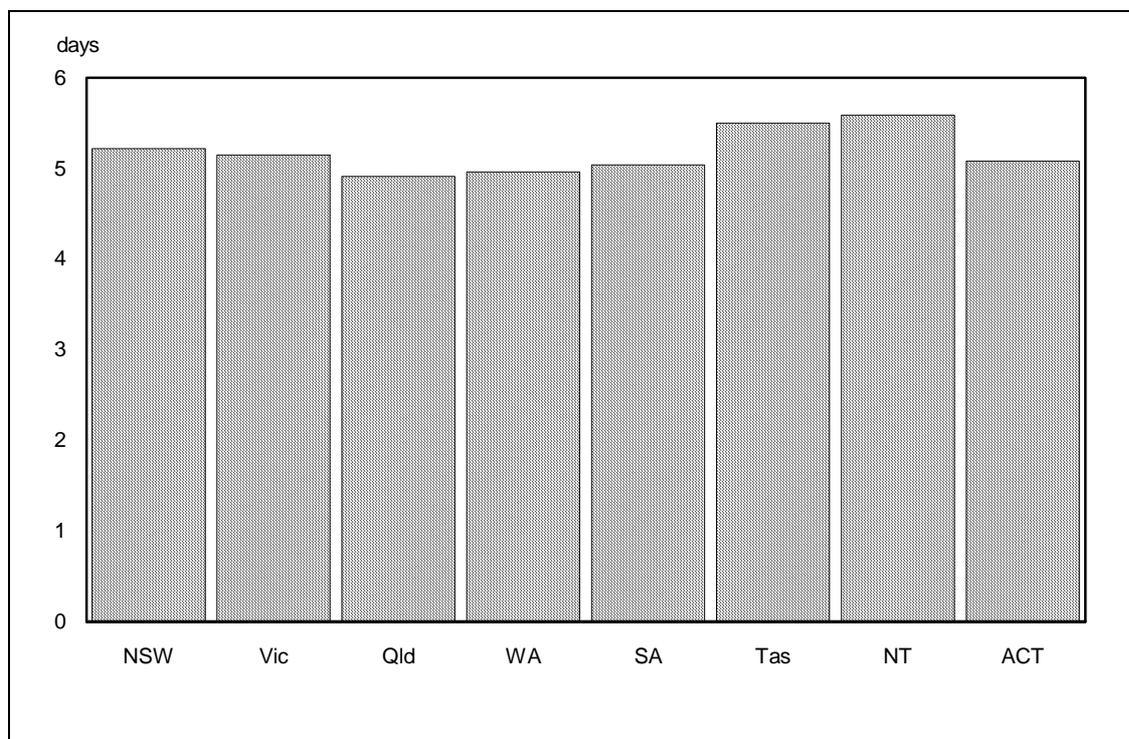
For buildings, the user charge of capital per casemix-adjusted separation ranged from over \$260 in South Australia to just over \$470 in the ACT. However, the accumulated depreciation on South Australia's hospitals and related buildings is considerable (69 per cent) suggesting older stock.

It also appears that the average length of stay (ALOS) is a significant factor determining hospital inpatient episode costs<sup>14</sup>. For instance, the Northern Territory and Tasmania, which appeared to record relatively high recurrent costs per treated case, exhibited a longer ALOS in 1992–93.

<sup>13</sup> Because of incomplete asset registers and different asset valuation techniques. Also not obtained for Queensland and the Northern Territory (see footnote 5).

<sup>14</sup> The ALOS data are not casemix-adjusted and are therefore a biased explanation of different costs for the same case profile between States and Territories. For example, a lower ALOS may indicate a lower casemix profile.

**Figure 3.10:** Average length of stay, for public hospital patients, by jurisdiction, 1992–93 (days)



Source: Commonwealth Department of Human Services and Health, 1994(a).

### 3.5 Future directions

The indicators presented in this chapter will, over time, change as new and better ways of measuring performance are developed.

The challenges are:

- to improve the existing indicators;
- develop additional indicators; and
- to extend the coverage of the review.

#### Improving existing indicators

The effectiveness indicators in particular need to be properly defined before data can be collected. Developments that are expected to lead to improvements are outlined below.

### *Quality of care*

The Department of Human Services and Health has commissioned consultancies to further develop the following indicators:

*Mis-adventure indicators:* Consultants have recently been engaged to study the validity and reliability of these indicators as defined by the Quality of Care Working Party of the National Hospital Quality Management Program. Their work should be available towards the end of 1996.

*Consumer satisfaction:* Consultants have been engaged to isolate core areas of concern to consumers and to recommend key questions that should be asked, and methods for obtaining reliable feedback on these core areas. It is hoped that this consultancy will provide information to assist the establishment of a standard set of consumer satisfaction indicators which could be introduced by each State and Territory. The final report should be available towards the end of 1995.

### *Accessibility to services*

*Waiting times for accident and emergency:* Draft definitions for accident and emergency waiting times are being used in a number of hospitals. Recently, these definitions became part of the ACHS accreditation program. These definitions would need to be included in the National Health Data Dictionary (NHDD) before nationally consistent data are available for reporting. This project is expected to finalise proposals for inclusion into Version 5.0 of the NHDD (effective July 1996).

*Waiting times for outpatients:* This indicator will benefit from the work on developing definitions for ambulatory care services. Information systems will also need to be established that enable the collection of appropriate data. However, the lead time for these activities is considerable. It is not expected that consistent data will be available before the second half of 1998.

### *Unit cost*

*Cost per outpatient occasion of service:* This indicator relies on the development of a classification system for ambulatory care services and agreement on a standard minimum data set which will be used by all States and Territories. A project funded by the Commonwealth Department of Human Services and Health aims to develop a strategic level model for institutional-based ambulatory care services. Such a model may provide the framework for the introduction of a standard set of data definitions by States and Territories which could facilitate the development of more flexible contracting and costing mechanisms. Pilot data definitions will become available for Version 6.0 of the NHDD. Data collected according

to these definitions would be available in late 1997 and could be reported as preliminary or pilot data.

In addition, the unit cost indicators reported in this Review can be improved. Work will be undertaken to further refine and build on the unit cost measures already developed. Part of improving the quality of the unit cost measure will be the work done to better value assets.

### **Developing additional indicators**

A further challenge is to develop performance indicators (and collect data) in areas where they have not currently been developed (see Figure 3.5). The effectiveness indicators will be further improved by developing:

- hospital service outcome indicators;
- equity of access indicators; and
- physical access measures.

Work is currently underway on some of these projects. In the area of hospital service outcomes, for example, one of the key programs is the National Goals, Targets and Strategies for Better Health Outcomes into the Next Century. The targets set by this initiative may become 'benchmarks' for system performance into the next century. Specific goals relating to the hospital component of care have been set by some jurisdictions and may form the basis of hospital performance indicators.

### **Extending the coverage of the Review**

In the longer term, the Review should be mindful of the changes that will affect the way health services will be provided to Australians. These changes may affect the development of performance indicators for the hospital sector as well as the health sector in general.

The Council of Australian Governments (COAG), for example, has recognised the changing focus of care in Australia and is sponsoring a re-examination of the best ways to provide health services to individuals and of the role of hospitals within the health care system.

The purpose of these reforms will be to provide health services which meet peoples' needs better and which contain in-built incentives for the most effective use of funds. The key elements of the reform are to concentrate on:

- the organisation of services to better meet the needs of the people;
- planning arrangements to allow governments to plan, fund and manage service based on outcomes;
- funding arrangements to, *inter alia*, reflect better variety of care and support the needs of people; and
- the development of nationally consistent data to re-focus services towards meeting peoples' needs.

### 3.6 Data results

This section presents all national data collected for this initial report. This includes both the descriptive data and data collected for the performance indicators.

In addition, each jurisdiction provided to the Steering Committee a single page commentary to assist in the interpretation of the data presented.

The following information is presented in this section:

- jurisdictions' own comments;
- descriptive data;
- effectiveness indicators on:
  - quality;
  - appropriateness;
  - accessibility and equity;
- unit cost and productivity indicators.

Throughout the Tables a number of abbreviations have been used. These abbreviations are as follows:

- na (not available) is used when the data is not available, either because it is not collected or there were insufficient resources. For example, private hospital data may not be collected in some jurisdictions.
- - (not applicable) is used where it is not possible to collect the figure. For example, a '-' is shown in the ACT teaching hospital column as there are no teaching hospitals for the ACT.

The State and Territory specific information collected from each jurisdiction are then presented in Section 3.7.<sup>15</sup>

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<sup>15</sup> The abbreviations developed for section 3.6 have not been followed in section 3.7. The abbreviations presented are as submitted by each jurisdiction.

### New South Wales — jurisdiction's own comments

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The initiative to develop comparable indicators with the aim of improving health service provision across the Australian States and Territories is commendable. The establishment of performance indicators will increase the use of information in various services to identify aspects of service performance which warrant investigation and offer pointers for appropriate actions for improving performance. These will supplement management information available at the state level.

At this stage of this endeavour, however, caution should be exercised in drawing conclusions, as the performance measures and the comparability of data across the States leave much room for improvement. A case in point is the difference in accounting principles adopted among the States and Territories. NSW, for instance, is the first State to adopt accrual accounting in financial management. The NSW 1993–94 expenditure and asset condition and maintenance data reflect this new accounting method. NSW is also the only State which adopts a need-based budget allocation scheme across the State which incorporates community as well as hospital-based services.

The challenge for the current initiative is the continued development and refinement of performance indicators to provide a consistent picture of service provision. In the aspect of efficiency, for instance, the unit cost uses public-private mix data in the calculation. NSW has a relatively higher proportion of private patients in public hospitals. This does not mean that NSW is less efficient because of the higher private patient proportion. This endeavour should also address the issue of allocative efficiency, that is maximising benefits with available resources, and not only look at the production of outputs at lowest cost. The issue of trade off between efficiency and equity objectives need also to be addressed. NSW Health supports future activities in the development of indicators or composite indicators along this line.

The Government has just released its *Economic Statement for Health*. The Government will strengthen the public health system to ensure better health for people, enable equity of access to comprehensive health services, and improve the quality of service. These will be achieved through ensuring an appropriate balance of resources across the spectrum of health services and that resources are used efficiently and effectively.

A new program structure, introduced in NSW in 1995–96 allows the development of more detailed performance indicators and targets. The new structure will also facilitate more valid comparison with other State and Territory health systems. The NSW Department of Health's activities in this area will closely tie up with the Australian Health Ministers' Council's (AHMC) current and future initiatives in this respect.

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## Victoria — jurisdiction's own comments

“ Victoria has been the leader in the development and implementation of output based funding systems, and studies have been commissioned to extend casemix funding to include outpatients and other services. This will enable further standardisation of data collection and a more accurate picture of performance.

The *Victorian Patient Satisfaction Survey* has now been piloted in thirty public hospitals. The results will be used to develop a comprehensive framework for measuring patient satisfaction in public hospitals.

A recently released discussion paper *Towards a New Framework for Quality in Victoria's Hospitals*, recommends ways of reinforcing Victoria's focus on patient access and service delivery standards.

A *Hospital Services Report* has also been published to provide information on hospital inpatient activity; access to emergency, critical care and elective surgery services; and effectiveness. Data on individual hospitals gives consumers, providers and government the opportunity to compare performance.

The implementation of Health Care Networks in the Melbourne Metropolitan area provides scope for improved patient care and organisational efficiencies across all levels of service provision, including primary care. The restructure repositions hospitals to respond more appropriately to individual needs of patients.

In relation to the assessment of the comparative performance of Victoria's hospitals, it is important to note that:

- Comparisons are generally based on 1993–94 data. This was the first year casemix funding was operational. Significant refinements have been made to the formula to ensure that priority is given to emergency and elective admissions, and to reward hospitals which provide high quality, patient focussed services with proven health outcome benefits.
  - Victoria's unplanned readmission rate measures the percentage of patients readmitted by the hospital for further treatment of the same or an unrelated condition. It is misleading to compare this rate with the emergency readmission rates collected by other jurisdictions.
  - The reported clearance times are calculated averages and do not reflect real waiting times as experienced by patients. The overwhelming majority of elective patients gain admission without being on a waiting list. Of those on the waiting list a large proportion are admitted within a short period of time.
- ”

## Queensland — jurisdiction's own comments

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Queensland Health operates in a distinctive environment of a population substantially dispersed over large distances, with many population centres across the State. Queensland hospitals must respond to needs of local populations within a context of significant rurality.

Queensland Health has developed an active focus on *Quality Client Service* which is supported by a Best Practice Corporate Policy. Quality assurance is being improved through the use of patient-oriented systems for managing quality of care. Within hospitals there has been progress with instruments such as patient satisfaction surveys, unplanned readmissions and adverse outcomes.

In accord with this focus, Queensland Health actively supports public hospitals seeking ACHS accreditation status. There should be significant increases in the numbers of hospitals awarded accreditation in the immediate future.

The Queensland Government acknowledged the need to rebuild and replace the hospital capital stock with a \$1.7 billion capital works program over ten years. Queensland Health undertook a complete survey and assessment of the quality and value of its capital stock, though the results are not in a format enabling reporting in this publication.

Queensland is establishing systems to report accurate and comprehensive data on waiting times for elective surgery. The issues of information infrastructure and a strategy for management of elective surgery waiting lists are being finalised, and Queensland anticipates contributing to the National Report on Elective Surgery Waiting Lists for Public Hospitals in 1995.

Specialities where separation rates are less than national benchmark rates have been identified in planning studies, and where appropriate, action to enhance the relevant speciality services is being undertaken.

Queensland has been shown by some studies to have lower average costs per patient in public hospitals than other States. Previous comparisons were not able to adjust for different casemix profiles between States. Casemix-adjusted data show a reduced difference between Queensland and other States.

Reasons for differences may include different levels of efficiency, different clinical practices, and different unit input costs amongst other factors. Queensland Health has moved to casemix funding of its public hospitals (as of 1 January 1995) and continues to extend benchmark pricing for various treatment areas.

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### **Western Australia — jurisdiction's own comments**

“ The Western Australian public hospital system aims to provide accessible, high quality, comprehensive hospital services at costs which are comparable with other States.

The public hospital system in Western Australia covers a geographic area equal to one third of the Australian continent. The system includes 88 public hospitals providing a total of approximately 5000 beds. Approximately 40 per cent of public hospital beds are located outside the metropolitan area.

A higher level of access is provided to public patients in Western Australia compared to most other States. In 1993/94, 60 per cent of all hospital admissions were public patients, compared to 50 per cent nationally. The State's public hospital system also provides an extensive network of emergency and public outpatient services with an estimated 25 per cent of total hospital resources allocated to the provision of these services.

Western Australia incurs significant extra costs in providing public hospital services to remote regions. Contributing factors are the cost of patient transport from country and remote regions of the State to Perth for needed hospital services, unavoidable small scale diseconomies and higher unit labour and other operational costs.

Despite this, in 1993–94, the average cost per public hospital inpatient separation in Western Australia was below that of most other States and well below the national average.

The average length of stay for inpatients in Western Australia continues to be the lowest of all States and Territories.

Although some caution needs to be exercised in making interstate comparisons, it would appear that WA public hospital services are delivered at a level of efficiency which compares favourably with other States.

Surveys of public hospital patients continue to report a high level of patient satisfaction with the services provided. ”

### South Australia — jurisdiction's own comments

“ Among the many pressures for change in the organisation and operation of public health services are constraints on resources available to fund health care. Such constraints are made the more pressing by increasing demands for services. The South Australian Health Commission is seeking to develop and implement more efficient delivery mechanisms with an emphasis on equity; quality of care and outcomes; and of accountability to the community. These issues are of particular importance in South Australia, which has the highest rate of inpatient separations of any State or Territory.

A major initiative has been the introduction of casemix funding into South Australian public acute hospitals from 1 July 1994. At the same time a number of initiatives were commenced to assist in assessing the quality of care and outcomes of hospital inpatient treatment. An important issue was to determine whether there was any evidence to support the view that quality of care would suffer in an environment where costs were contained or controlled. As an initial step, three clinical indicators (rates of emergency patient re-admissions; rates of hospital acquired infection; and rates of unplanned return to operating theatre) were incorporated into the routinely collected management data collection system from 1 July 1995. Subsequently, work was commenced to develop profiles of a number of these indicators from the hospital inpatient information system for three years of data. Limited results from the first two years of data for re-admissions are included in this report. Information to be released during November 1995 for re-admission rates over 1994/95 (by DRG) will enable comparisons to be made with rates calculated on data collected prior to the introduction of casemix funding. Detailed data from the other indicators will be available at the end of 1995–96.

Another initiative aims to develop a standard approach to measuring consumer (patient) satisfaction in public hospitals. Information from this pilot study, which is being undertaken in conjunction with the Association for Quality in Health Care SA, is being collected from a mix of public and private hospitals in metropolitan and country areas.

Considerable work is also being undertaken in the area of the measurement of the outcomes of hospital patient treatment. One such example is the trialing of the Rand Medical Outcome Study Short Form 36 (SF36). The SF36 is a generalised health status tool which is becoming widely used in Australia. A study, commenced late in 1994, aims to assess utility of SF36 information for diagnostic purposes, for improving the care delivery processes and to evaluate the use of the SF36 as an indicator of patient outcomes. It is of potential interest to clinicians in that it can provide comparisons of health outcomes for their specific clinical groups against population norms.

”

## Tasmania — jurisdiction's own comments

“ Tasmania supports the continued development of performance indicators as a means to improve health services provided to the community. The use of performance indicators to make comparisons between hospitals and jurisdictions is continuing to evolve. Substantial work is required to improve the quality of information currently collected and reported. It is therefore important that qualifications concerning the validity and reliability of the data be noted and that care be exercised in drawing conclusions from the information presented.

Each of Tasmania's three Community and Health Service Regions produce an annual business plan including performance indicators for each program area which are reported on quarterly. In the hospital area performance indicators and their collection are continually being refined to take account of local and national reporting requirements.

Tasmania's relatively small and dispersed (60 per cent of residents live outside the capital city) population introduces economies of scale disadvantage compared to larger jurisdictions. This contributes to the Tasmanian average cost per casemix adjusted separation being greater than the national average.

Tasmania is continuing to develop waiting list management reporting with implementation of national definitions and urgency ratings. The forthcoming 1996 national waiting list report will publish higher quality data due to information system enhancements and the six month data capture period.

The percentage of beds with ACHS accreditation as a proxy measure of quality is subject to variation as accreditation status changes. For example, a recently commissioned regional hospital is seeking accreditation in 1996 and this will increase the number of accredited beds in Tasmania by 16 per cent.

Tasmania has recently entered into contracts with private hospitals for the provision of services to public patients. The agreements include provision for monitoring of performance and quality against agreed criteria.

The information in this report will stimulate some debate and self examination. It is hoped that the report and the forthcoming report on hospital performance indicators by the National Health Ministers' Benchmarking Working Group will be a catalyst for further development of valid performance indicators for use at all levels of the hospital industry.

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### **Northern Territory — jurisdiction's own comments**

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In the Northern Territory, Health Services are provided to a population of 171,440 scattered over an area of 1.3 million square kilometres, almost half of whom live outside an urban area.

A large proportion of the Northern Territory's population has a higher morbidity rate than the general Australian population (Plant, Condon, Durling, 1995). Persons in this group are more likely than the general population to be admitted to hospital and, when they are admitted, they generally present with complicating conditions super-imposed on the principle condition for which they were admitted. The result is longer time spent in hospital and greater chance of infections and complications as a result of the pre-existing morbidity.

The high morbidity of some sections of the community and the consequent increased demand for health services is, unfortunately not matched by the availability of medical practitioners. The Northern Territory has only 1.7 medical practitioners per 1000 of the population, compared to the National average of 2.2. This imbalance is more pronounced in the case of specialist medical services, the Northern Territory has only one third of the National average of in-hospital specialist medical attendances and less than half of the National average of out-of-hospital specialist medical services. This lack of availability of specialist medical officers results in patients being on waiting lists longer than desirable.

Due to the above factors, and others noted in the body of the Report, care is needed in interpreting the data for the Northern Territory, and particular care is needed in making comparisons with other jurisdictions. For example, the data on unplanned returns to operating theatres has been collected using manual methods and is based on different definitional criteria over the time of the collection period. The patient returns referred to are in fact all returns to operating theatres both planned and unplanned. Similarly unplanned readmissions to hospital within 28 days of discharge, include readmissions of patients in both the same and unrelated Diagnosis Related Groups as the original admission. Infection rates generally reflect the fact that 66 per cent of surgery in Northern Territory hospitals is emergency and urgent surgery and predominantly relates to individuals from the higher morbidity groups of the Northern Territory population.

In relation to accreditation of Northern Territory hospitals it should be noted that, at the time this data was collected, it was not the Northern Territory's policy to seek accreditation for its public hospitals. This policy is under review.

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### **Australian Capital Territory — jurisdiction's own comments**

“ In respect of the ACT, the most telling aspect of this chapter is the indicators concerning the relative efficiency of the ACT public hospital system. The indicators support the findings of a number of other reviews in recent years which have found that the ACT public hospital system is more costly than the national average. Several factors contribute to this situation.

The ACT is unique in a number of aspects. Its size relative to other jurisdictions means that in providing a comprehensive range of acute services at comparative low volume, some economies of scale are foregone. It is notable that for the three smallest jurisdictions, the unit cost of treating patients is higher than the other States.

The ACT is also a largely urban jurisdiction in that all of its hospital services are provided in metropolitan areas. It is well recognised that the provision of acute services in metropolitan hospitals is more expensive than that provided in rural hospitals.

Prior to ACT self-government in 1989, the public hospital system was managed by the Commonwealth Government. The result was that hospital funding was not carried out in the broader context of Territory budgeting, and there were no clear lines of accountability for outputs.

The ACT public hospital system is unusual too in that a large proportion of its clients reside in another jurisdiction. More than 20 per cent of inpatients and 14 per cent of outpatients reside in the South East region of NSW. In this context, it is reasonable to expect that as a referral centre for the region, the Territory's hospitals treat cases which are, for the most part, of greater complexity and consequently more expensive to treat.

The effects of these factors are apparent in the efficiency indicators contained in this report. Reform of the ACT health system, such that the costs of its outputs more closely reflects the national average, is a high priority of the ACT Government.

It is important to note that the development of indicators is at an early stage and as such, they need to be interpreted and applied with caution. ”

**All jurisdictions, 1993–94, descriptors****Table 3.4:** Acute hospital beds per 1,000 population<sup>1</sup>

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
Public									
teaching <sup>2</sup>	1.1	1.0	1.0	1.3	1.4	1.9	-	-	1.1
non-teaching	1.7	1.7	2.1	1.7	2.1	1.2	3.4	2.6	1.8
Total	2.8	2.7	3.1	3.0	3.5	3.1	3.4	2.6	2.9
Private	1.0	1.4	1.4	1.1	1.5	1.3	0.8	0.7	1.3
<b>Total acute beds</b>	<b>3.8</b>	<b>4.1</b>	<b>4.4</b>	<b>4.6</b>	<b>4.9</b>	<b>4.4</b>	<b>4.2</b>	<b>3.3</b>	<b>4.2</b>

Source: AIHW National Minimum Data Set Collection, unpublished; Commonwealth Department of Human Services and Health *Annual Report 1993–94*; ABS Estimated Resident Population, Cat. No. 3101.1.

Notes: 1 Based on ABS estimated resident population, 30 June 1993.

2 Assumes teaching hospitals service the whole State.

**Table 3.5:** Total separations ('000s)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
Public acute care hospitals	1,190	761	584	327	295	75	34	53	3,319
Private acute hospitals <sup>1</sup>	361 <sup>2</sup>	345	261	113	129 <sup>3</sup>	41	- <sup>3</sup>	- <sup>2</sup>	1,251
<b>Total separations</b>	<b>1,551</b>	<b>1,106</b>	<b>845</b>	<b>440</b>	<b>424</b>	<b>116</b>	<b>-</b>	<b>-</b>	<b>4,570</b>

Source: AIHW National Minimum Data Set Collection, unpublished; ABS, 1995, *Private Hospitals Australia*, 1993–94, ABS Cat. No. 4390.0, Table 5.

Notes: 1 Private acute hospitals also includes psychiatric hospitals.

2 The NSW figure includes ACT separations.

3 The SA figure includes NT separations.

**All jurisdictions, 1993–94, descriptors****Table 3.6:** Recurrent acute care expenditure (\$ million)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
Public acute hospitals	3,821	2,231	1,481	896	820	253	116	191	9,809
Private acute hospitals <sup>1</sup>	588	658	351	172	219	61	-	-	2,049
<b>Total acute hospitals</b>	<b>4,409</b>	<b>2,289</b>	<b>1,832</b>	<b>1,069</b>	<b>1,039</b>	<b>314</b>	<b>-</b>	<b>-</b>	<b>11,859</b>

Source: AIHW, National Minimum Data Set Collection, unpublished; Commonwealth Department of Human Services and Health, *Annual Report 1993–94*; ABS Estimated Resident Population, Cat. No. 3101.1; Private Hospitals Australia, 1991–92, ABS Cat. No. 4390.0.

Notes: 1 As reported in Private Hospitals Australia, 1991–92, ABS Cat. No. 4390.0.

**Table 3.7:** Number of acute care hospitals

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i> <sup>1</sup>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
Public	184	134	178	88	81	17	5	3	687
teaching	14	13	8	5	6	2	-	-	47
non-teaching	170	121	170	83	75	15	5	3	640
Private <sup>2,3</sup>	91	113	51	24	38	9	1	2	329
Free-standing day hospital facilities <sup>4</sup>	63	24	9	7	3	1	-	4	111
<b>Total</b>	<b>338</b>	<b>271</b>	<b>238</b>	<b>119</b>	<b>122</b>	<b>27</b>	<b>6</b>	<b>9</b>	<b>1130</b>

Source: AIHW National Minimum Data Set Collection, unpublished.; Private Hospitals Australia, 1991–92, ABS Cat. No. 4390.0.

Notes: 1 The Medicare Agreement Schedule A totals 130 acute hospitals and 48 outpatient clinics totalling 178. The outpatient clinics do not have inpatients.

2 All private hospitals data relates to 1992–93 except for SA which is 1993–94.

3 Includes private psychiatric hospitals.

4 Private hospitals providing care on a same-day basis only.

## All jurisdictions, 1993–94, descriptors

**Table 3.8:** Indicative<sup>1</sup> estimates for value of assets for public acute care hospitals (\$ millions)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
Total replacement value									
buildings	4,738	3,654	na	2,001	1950	na	na	348	-
equipment	1,028	568	na	149	262	na	na	41	-
Depreciated replacement value									
buildings	3,896	1,700	na	1,057	605	277	na	254	-
equipment	663	251	na	76	na	39	na	23	-

Source: State and Territory health authorities, mostly unpublished.

Notes: 1 These data are not based on nationally consistent definitions or methodologies and can be considered indicative only. Details on the nature and quality of these data are as follows:

**NSW** NSW Health financial and accounting policy does not require the separation of plant and equipment, so plant has been reported with equipment in this report. Physical assets costing less than \$5000 are expended in the year of acquisition. Donated physical assets are capitalised and brought into account at fair market value if the value is \$5000 or more. The data include facilities under the Area and District Health Services, the NSW ambulance service, the Corrections Health Service and the Central Office of the Department. This is estimated to amount to 1.5–2 per cent of the value of the buildings, and around 10 per cent of the value of plant and equipment. The data include the value of depreciation of buildings leased to other entities for the operation of hospital services.

**Victoria** Data are based on a survey of all Victorian tertiary, referral, metropolitan, rural base hospitals and a sample of smaller country hospitals that together provide 96 per cent of casemix funded separations. The values are estimated replacement cost in 1994. Depreciation has been calculated by a straight line on the total replacement value. The scope covers acute care hospitals only — nursing homes are excluded — and includes hospitals providing public beds, including religious and charitable hospitals. The data include hospital owned buildings including commercial and leased space; excluded is university owned buildings, independent research institutes and private sector operated car parks. Data on equipment were collected on items with a value down to \$1000 with estimates made for each item below that value.

**Qld** Yet to measure assets in current replacement values. Queensland is currently implementing a major revaluation of all State assets.

**WA** Information provided for replacement value for equipment is in fact historical cost.

**SA** South Australia provided estimates of the total replacement value of all buildings and equipment based on values provided by the SA Audit Commission and their estimate that 75 per cent of the total assets value is represented by building assets including plant. The estimates assume that the vast majority of assets are related to hospitals. Estimates of the depreciated replacement value of buildings were based on the results of a recent valuation exercise showing that the depreciated value was 31 per cent of the total value. A useful life of 50 years was used for buildings to determine depreciation. Due to the difficulties in estimating the useful life and residual value of equipment, no estimates of depreciated value or depreciation were provided.

**Tasmania** Depreciated replacement values were based on the Valuer General's most recent valuation, or, for recent buildings, on actual building costs. No estimates of total replacement value were available for the whole State.

**NT** Yet to measure assets in current replacement values.

**ACT** The information provided in relation to equipment is based on historical cost rather than current replacement values. Data were not available for one small community hospital.

## All jurisdictions, 1993–94, descriptors

**Table 3.9:** Staffing levels for public acute care hospitals<sup>1</sup>

	<i>NSW</i> <sup>2</sup>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
Total teaching									
salaried medical officers	3,087	1,835	893	1,171	1,052	286	-	-	8,450
nursing staff	10,621	6,682	4,901	3,714	4,106	1,936	-	-	32,704
other	15,081	8,723	5,883	5,477	4,896	2,154	-	-	42,992
<b>Total</b>	<b>28,789</b>	<b>17,239</b>	<b>11,677</b>	<b>10,361</b>	<b>10,054</b>	<b>4,376</b>	-	-	<b>84,146</b>
Total non-teaching									
salaried medical officers	1,314	1,076	1,058	160	190	6	140	235	4,050
nursing staff	15,812	9,939	7,476	3,470	2,677	200	882	988	40,699
other	15,006	9,447	6,991	3,373	2,355	126	945	1,544	39,007
<b>Total</b>	<b>32,132</b>	<b>20,462</b>	<b>15,524</b>	<b>7,003</b>	<b>5,222</b>	<b>331</b>	<b>1,966</b>	<b>2,767</b>	<b>83,756</b>
<b>Total</b>									
salaried medical officers	4,400	2,910	1,951	1,330	1,242	291	140	235	12,500
nursing staff	26,434	16,621	12,377	7,184	6,783	2,136	882	988	73,404
other	30,087	18,169	12,873	8,850	7,251	2,280	945	1,544	81,999
<b>Total</b>	<b>60,921</b>	<b>37,700</b>	<b>27,201</b>	<b>17,364</b>	<b>15,277</b>	<b>4,707</b>	<b>1,966</b>	<b>2,767</b>	<b>167,902</b>

Source: AIHW, unpublished.

Note: 1 Hospitals included are type 1, 2, 3 and 4 hospitals in each jurisdiction.

2 NSW figures are preliminary and unchecked.

## All jurisdictions, 1993–94, effectiveness — quality

**Table 3.10:** Percentage of beds with ACHS accreditation, at June 1994<sup>1</sup>

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i> <sup>2</sup>	<i>WA</i> <sup>3</sup>	<i>SA</i>	<i>Tas</i>	<i>NT</i> <sup>4</sup>	<i>ACT</i>	<i>Aust</i>
Total beds									
public	19,350	12,335	10,101	5,364	5108	1,444	579	776	59,127
private	5,855	6,344	4,848	1,779	2,264	664	150	194	22,098
<b>Total</b>	<b>25,205</b>	<b>18,679</b>	<b>14,949</b>	<b>7,143</b>	<b>7,372</b>	<b>2,108</b>	<b>729</b>	<b>970</b>	<b>81,225</b>
Accredited beds									
public	15,445	11,823	2,521	3,149	4,095	999	na	765	38,797
private	5,332	4,544	3,269	832	2,029	511	131	194	16,842
<b>Total</b>	<b>20,777</b>	<b>16,367</b>	<b>5,790</b>	<b>3,981</b>	<b>6,124</b>	<b>1,510</b>	<b>-</b>	<b>959</b>	<b>55,639</b>
Percentage accredited									
public	79.82	95.85	24.96	58.71	80.17	69.18	na	98.58	65.62
private	91.07	71.63	67.43	46.77	89.62	76.96	87.33	100.00	76.22
<b>Total</b>	<b>82.43</b>	<b>87.62</b>	<b>38.73</b>	<b>55.73</b>	<b>83.07</b>	<b>71.63</b>	<b>-</b>	<b>98.87</b>	<b>68.50</b>

Source: Australian Council on Healthcare Standards (ACHS) statistics as at June 1994, and statistics provided by the relevant state authorities

- Note: 1 Includes all public hospitals except nursing homes and day hospital facilities.
- 2 The total number of public beds figure was supplied by the Queensland Department of Health. However, the Australia wide totals have not been altered from the original ACHS data. The low level of accreditation in Queensland reflects the lack of active policy support for accreditation. Queensland adopted a policy of seeking accreditation in 1993-94 and is rapidly increasing the number of accredited beds. Queensland's accreditation level reflects this policy difference rather than any quality difference (see Queensland's own comments in section 3. 6 for more details).
- 3 WA's relatively low proportion of accredited hospitals is due in significant part to cost and logistical problems faced by the State's rural and remote hospitals in taking part in the accreditation process.
- 4 To date, the NT has not sought accreditation for its public hospitals. This policy is under review (see also the NT's own comments at Section 3.6).

## All jurisdictions, 1993–94, effectiveness — quality

**Table 3.11: Percentage of facilities with ACHS accreditation, 30 June 1994**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i> <sup>1</sup>	<i>WA</i> <sup>2</sup>	<i>SA</i>	<i>Tas</i>	<i>NT</i> <sup>3</sup>	<i>ACT</i>	<i>Aust</i>
Public									
1 year	4	2	1	3	3	12	-	-	3
3 years	46	36	3	23	37	12	-	100	28
5 years	3	4	-	-	-	-	-	-	2
<b>Total</b>	<b>53</b>	<b>43</b>	<b>4</b>	<b>26</b>	<b>40</b>	<b>24</b>	-	<b>100</b>	<b>32</b>
Private									
1 year	7	2	6	5	5	-	-	-	4
3 years	69	40	49	52	64	88	100	-	54
5 years	10	4	4	-	5	-	-	-	5
<b>Total</b>	<b>86</b>	<b>45</b>	<b>59</b>	<b>57</b>	<b>74</b>	<b>88</b>	<b>100</b>	-	<b>64</b>
Total									
1 year	5	2	2	4	3	8	-	-	3
3 years	54	38	13	28	46	36	-	60	36
5 years	5	4	1	-	2	-	-	-	3
<b>Total</b>	<b>64</b>	<b>44</b>	<b>16</b>	<b>32</b>	<b>51</b>	<b>44</b>	-	<b>60</b>	<b>42</b>

Source: Australian Council on Healthcare Standards, unpublished.

- Notes: 1 The low level of accreditation in Queensland reflects the lack of active policy support for accreditation. Queensland adopted a policy of seeking accreditation in 1993-94 and is rapidly increasing the number of accredited beds. Queensland's accreditation level reflects this policy difference rather than any quality difference (see Queensland's own comments in section 3.6 for more details).
- 2 WA's relatively low proportion of accredited hospitals is due in significant part to cost and logistical problems faced by the State's rural and remote hospitals in taking part in the accreditation process.
- 3 To date, the NT has not sought accreditation for its public hospitals. This policy is under review (see also the NT's own comments at Section 3.6).

**Table 3.12: Condition of capital for public acute care hospitals (ratio of DRV/TRV)<sup>1</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
Buildings	0.82	0.47	na	0.53	0.31	na	na	0.73	-
Equipment	0.64	0.44	na	0.51	na	na	na	0.57	-

Source: State and Territory health authorities, mostly unpublished.

- Note: 1 See Table 3.8 for the note on the derivation of the DRV and TRV values.

### All jurisdictions, 1992–93, effectiveness — appropriateness

**Table 3.13:** Separation rates for sentinel procedures (Variation in intervention rates), public and private hospitals combined

	<i>NSW</i>	<i>Vic</i> <sup>1</sup>	<i>Qld</i> <sup>2</sup>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i> <sup>3</sup>	<i>ACT</i>	<i>Aust</i> <sup>4</sup>
<b>Appendicectomy</b>									
Separations <sup>5</sup>	9,780	na	4,324	2,860	2,442	665	na	354	16,101
Standardised separations rate <sup>6</sup>	1.7	na	1.4	1.7	1.7	1.4	na	1.1	1.7
Standardised rate for the States <sup>7</sup>	1.6	na	na	1.7	1.7	1.7	na	1.7	-
Difference (%) <sup>8</sup>	3.1	na	na	2.7	5.5	-13.6	na	-32.7	-
Significance of difference <sup>9</sup>	~	na	na	~	~	*	na	*	-
<b>Coronary artery bypass graft</b>									
Separations <sup>5</sup>	8,229	na	2,067	1,581	2,235	552	na	-	12,597
Standardised separations rate <sup>6</sup>	1.3	na	0.7	1.0	1.4	1.1	na	-	1.3
Standardised rate for the States <sup>7</sup>	1.1	na	na	1.3	1.2	1.3	na	-	-
Difference (%) <sup>8</sup>	16.6	na	na	-20.1	15.6	-8.6	na	-	-
Significance of difference <sup>9</sup>	*	na	na	*	*	~	na	-	-
<b>Caesarean</b>									
Separations <sup>5</sup>	14,930	na	9,513	4,722	4,387	1,143	na	1,071	26,253
Standardised separations rate <sup>6</sup>	2.6	na	3.1	2.8	3.1	2.6	na	3.3	2.7
Standardised rate for the States <sup>7</sup>	3.0	na	na	2.7	2.7	2.7	na	2.7	-
Difference (%) <sup>8</sup>	-13.3	na	na	5.5	18.4	-5.1	na	23.0	-
Significance of difference <sup>9</sup>	*	na	na	*	*	~	na	*	-
<b>Cholecystectomy</b>									
Separations <sup>5</sup>	13,604	na	6,349	3,253	3,723	962	na	550	22,092
Standardised separations rate <sup>6</sup>	2.2	na	2.1	2.0	2.4	2.0	na	2.1	2.2
Standardised rate for the States <sup>7</sup>	2.2	na	na	2.2	2.1	2.2	na	2.2	-
Difference (%) <sup>8</sup>	1.2	na	na	-9.4	12.5	-7.8	na	-4.1	-
Significance of difference <sup>9</sup>	~	na	na	*	*	~	na	~	-

See end of Table for source and notes.

**All jurisdictions, 1992–93, effectiveness — appropriateness****Table 3.13:** Separation rates for sentinel procedures (Variation in intervention rates), public and private hospitals combined (continued)

	<i>NSW</i>	<i>Vic</i> <sup>1</sup>	<i>Qld</i> <sup>2</sup>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i> <sup>3</sup>	<i>ACT</i>	<i>Aust</i> <sup>4</sup>
<b>Endoscopy</b>									
Separations <sup>5</sup>	130,408	na	55,534	25,006	25,285	10,419	na	4,808	195,926
Standardised separations rate <sup>6</sup>	21.0	na	18.0	15.5	16.2	21.5	na	19.6	19.4
Standardised rate for the States <sup>7</sup>	16.8	na	na	20.1	20.0	19.3	na	19.4	-
Difference (%) <sup>8</sup>	25.4	na	na	-22.7	-19.0	11.7	na	1.2	-
Significance of difference <sup>9</sup>	*	na	na	*	*	*	na	~	-
<b>Hip replacement</b>									
Separations <sup>5</sup>	5,255	na	1,864	1,591	1,600	537	na	279	9,262
Standardised separations rate <sup>6</sup>	0.8	na	0.6	1.0	0.9	1.0	na	1.5	0.9
Standardised rate for the States <sup>7</sup>	1.0	na	na	0.8	0.9	0.9	na	0.9	-
Difference (%) <sup>8</sup>	-20.3	na	na	18.8	8.0	22.7	na	72.8	-
Significance of difference <sup>9</sup>	*	na	na	*	*	*	na	*	-
<b>Hysterectomy</b>									
Separations <sup>5</sup>	11,149	na	5,684	4,020	3,509	873	na	592	20,143
Standardised separations rate <sup>6</sup>	1.8	na	1.8	2.4	2.3	1.8	na	2.0	2.0
Standardised rate for the States <sup>7</sup>	2.2	na	na	1.9	1.9	2.0	na	2.0	-
Difference (%) <sup>8</sup>	-19.6	na	na	24.8	18.9	-8.1	na	-0.7	-
Significance of difference <sup>9</sup>	*	na	na	*	*	~	na	~	-
<b>Lens insertion</b>									
Separations <sup>5</sup>	23,949	na	7,313	3,185	6,416	2,164	na	675	36,389
Standardised separations rate <sup>6</sup>	3.7	na	2.4	2.1	3.7	4.1	na	3.8	3.5
Standardised rate for the States <sup>7</sup>	3.1	na	na	3.7	3.4	3.4	na	3.4	-
Difference (%) <sup>8</sup>	17.1	na	na	-43.7	9.0	21.0	na	9.6	-
Significance of difference <sup>9</sup>	*	na	na	*	*	*	na	~	-

See end of Table for source and notes.

### All jurisdictions, 1992–93, effectiveness — appropriateness

**Table 3.13:** Separation rates for sentinel procedures (Variation in intervention rates), public and private hospitals combined (continued)

	<i>NSW</i>	<i>Vic</i> <sup>1</sup>	<i>Qld</i> <sup>2</sup>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i> <sup>3</sup>	<i>ACT</i>	<i>Aust</i> <sup>4</sup>
Tonsillectomy									
Separations <sup>5</sup>	10,476	na	5,462	3,655	4,039	685	na	577	19,432
Standardised separations rate <sup>6</sup>	1.8	na	1.7	2.1	2.9	1.5	na	1.8	2.0
Standardised rate for the States <sup>7</sup>	2.3	na	na	2.0	1.9	2.0	na	2.0	-
Difference (%) <sup>8</sup>	-22.0	na	na	8.2	58.7	-28.2	na	-7.9	-
Significance of difference <sup>9</sup>	*	na	na	*	*	*	na	~	-

Source: AIHW National Minimum Data Set survey program, unpublished; Qld Health Department, unpublished.

- Notes: 1 Morbidity data for Victorian private hospitals for 1992–93 were not sufficiently complete to permit reliable estimation of rates for these procedures.
- 2 Queensland private hospital data were not available to the AIHW, but were calculated by Queensland Health Department using the same methodology. Queensland data have not been used in the calculation of comparison rates.
- 3 Data were available for public hospitals. However, aggregates could not be determined as data were not available for the NT private hospital.
- 4 Total of NSW, WA, SA, Tas, and ACT only.
- 5 Number of separations from public and private acute hospitals, for principal and second procedure.
- 6 Age-sex-standardised rate per 1,000 population. Caution should be exercised in interpreting interstate differences as these may be the result of differences in coding practices between the States and differences in use of similar or alternative treatments. For example, angioplasty compared to coronary by-pass surgery.
- 7 Age-sex-standardised rate for other States and Territories combined. That is, the results in the Table show the age-standardised rates compared with the rate for all other jurisdictions combined.
- 8 Difference between State rate and comparison rate, expressed as a ratio of the rate to the comparison rate.
- 9 Measure of statistical significance. For example, the ‘\*’ symbol indicates that the difference is significant at the 1% significance level. The ‘~’ suggests that the rates not statistically different.

## All jurisdictions, 1993–94, effectiveness — appropriateness

**Table 3.14: Separations per 1,000 population**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
<b>Same-day separations</b>									
Public acute hospitals									
public patients	46.2	50.5	56.7	50.1	57.6	40.6	29.0	66.3	50.5
private patients	12.8	10.9	7.4	9.0	13.3	4.2	5.4	11.1	10.7
other <sup>1</sup>	6.0	1.2	0.4	1.0	0.8	3.7	0.6	0.5	2.7
all patients	65.0	62.6	64.4	60.1	71.7	48.5	35.1	78.0	63.9
Private acute hospitals	22.5	30.7	29.3	17.3	26.5	27.6	13.0	20.1	25.6
<b>All same-day</b>	<b>87.4</b>	<b>93.3</b>	<b>93.7</b>	<b>77.4</b>	<b>98.2</b>	<b>76.1</b>	<b>48.0</b>	<b>98.1</b>	<b>89.4</b>
<b>Overnight separations</b>									
Public acute hospitals									
public patients	98.5	83.6	107.3	100.8	106.0	88.5	138.3	74.4	96.8
private patients	26.4	22.2	17.3	16.3	22.1	11.9	7.4	24.1	21.8
other <sup>1</sup>	10.0	2.6	1.2	3.8	2.6	9.8	2.9	2.0	5.1
all patients	134.9	108.4	125.8	120.8	130.7	110.1	148.6	100.6	123.8
Private acute hospitals	36.0	44.6	53.6	49.2	54.6	56.3	31.7	27.9	44.4
<b>All overnight</b>	<b>170.9</b>	<b>152.9</b>	<b>179.4</b>	<b>170.7</b>	<b>185.3</b>	<b>166.4</b>	<b>180.3</b>	<b>128.4</b>	<b>168.2</b>
<b>Total separations</b>									
Public acute hospitals	199.8	171.0	190.2	204.1	202.3	158.6	183.7	178.6	187.6
Private acute hospitals	58.5	75.3	82.9	66.5	81.1	83.9	44.7	47.9	70.0
<b>Total</b>	<b>258.3</b>	<b>246.2</b>	<b>273.1</b>	<b>270.6</b>	<b>283.4</b>	<b>242.5</b>	<b>228.3</b>	<b>226.5</b>	<b>257.6</b>

Source: AIHW National Minimum Data Set survey program, unpublished; ABS Cat. No. 4390.0.

Notes: 1 The 'other' category includes nursing home type patients, DVA patients, compensable and ineligible patients.

Data were not available to adjust for cross-border flows or for the age-sex structure of the populations.

**All jurisdictions, 1993–94, effectiveness — accessibility and equity****Table 3.15:** Clearance time for elective surgery by clinical speciality, for public acute care hospitals<sup>1</sup>, 1994 (months)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
- cardio-thoracic surgery	1.1	1.0	na	1.1	1.1	2.0	na	0.4	1.1
- ear, nose and throat	2.9	3.2	na	5.0	4.8	4.6	na	4.9	3.6
- general surgery	1.3	1.9	na	2.6	2.6	2.1	na	4.9	1.7
- gynaecology	1.2	1.9	na	1.0	1.9	2.8	na	3.0	1.6
- neurosurgery	0.8	1.4	na	0.8	0.9	1.4	na	8.7	1.1
- ophthalmology	3.3	2.7	na	5.5	2.1	3.4	na	4.8	3.2
- orthopaedic surgery	2.7	3.3	na	5.0	3.9	6.0	na	5.4	3.3
- plastic surgery	1.6	5.1	na	4.0	3.5	5.8	na	5.2	3.4
- urology	2.0	2.9	na	4.5	2.2	3.3	na	11.0	2.7
- vascular surgery	1.5	2.6	na	1.3	2.0	1.5	na	7.4	1.9
- other	-	1.6	na	1.8	2.5	0.4	na	-	1.0
<b>All patients</b>	<b>1.8</b>	<b>2.6</b>	<b>-</b>	<b>3.3</b>	<b>2.8</b>	<b>2.5</b>	<b>9.9</b>	<b>5.0</b>	<b>2.3</b>

Source: Mays, (1995), *National report on elective surgery waiting lists for public hospitals 1994*.

Notes: 1 The data do not cover all public hospitals in each State and Territory.

At the time that these data were collected there were significant differences in the approaches to waiting list audit and management. Also, because the survey period was short, the data collected may not be typical of a longer period.

Clearance time is a prospective measure of the capacity of the system to remove patients from waiting lists. It should not be considered as the average waiting time.

**All jurisdictions, 1993–94, effectiveness — accessibility and equity****Table 3.16:** Waiting times for elective surgery, public acute care hospitals<sup>1</sup>, 1994<sup>2</sup> (per cent)

<i>Indicator</i>	<i>NSW</i>	<i>Vic<sup>3</sup></i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
<b>Proportion of patients waiting over 12 months<sup>4</sup> at census, by clinical speciality, 1994</b>									
- cardio-thoracic surgery	-	2	na	3	2	-	na	na	-
- ear, nose and throat	8	8	na	25	16	32	na	na	11
- general surgery	3	8	na	20	7	19	na	na	7
- gynaecology	-	4	na	4	5	14	na	na	5
- neurosurgery	2	3	na	12	3	18	na	na	6
- ophthalmology	6	3	na	22	2	15	na	na	6
- orthopaedic surgery	7	9	na	17	10	13	na	na	8
- plastic surgery	13	16	na	29	20	32	na	na	20
- urology	3	7	na	24	17	30	na	na	11
- vascular surgery	12	7	na	6	28	22	na	na	17
- other	-	8	na	22	20	2	na	na	2
<b>All patients</b>	<b>5</b>	<b>8</b>	<b>-</b>	<b>21</b>	<b>12</b>	<b>20</b>	<b>23</b>	<b>26</b>	<b>9</b>
<b>Proportion of patients admitted after waiting over 12 months<sup>4</sup>, by clinical speciality, 1994</b>									
- cardio-thoracic surgery	-	-	na	-	-	-	na	na	-
- ear, nose and throat	2	2	na	13	6	23	na	na	4
- general surgery	-	2	na	4	2	4	na	na	1
- gynaecology	-	1	na	-	2	6	na	na	1
- neurosurgery	-	-	na	1	1	6	na	na	1
- ophthalmology	1	1	na	13	1	1	na	na	1
- orthopaedic surgery	2	6	na	7	4	9	na	na	2
- plastic surgery	1	5	na	4	5	12	na	na	6
- urology	-	3	na	-	3	15	na	na	2
- vascular surgery	1	6	na	-	2	-	na	na	1
- other	-	-	na	4	-	1	na	na	-
<b>All patients</b>	<b>1</b>	<b>3</b>	<b>-</b>	<b>5</b>	<b>3</b>	<b>6</b>	<b>8</b>	<b>26</b>	<b>2</b>

See end of Table for source and notes.

## All jurisdictions, 1993–94, effectiveness — accessibility and equity

**Table 3.16:** Waiting times for elective surgery, public acute care hospitals<sup>1</sup>, 1994<sup>2</sup>, (per cent) — continued

<i>Indicator</i>	<i>NSW</i>	<i>Vic</i> <sup>3</sup>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
<b>Proportion of category 1 patients waiting over 30 days at census</b>									
All patients	36	1	-	67	-	45	52	27	40
<b>Proportion of category 1 patients admitted after waiting over 30 days</b>									
All patients	13	0.3	-	17	na	11	25	-	13

Source: Mays, (1995), *National report on elective surgery waiting lists for public hospitals 1994*.

Notes: 1 The data do not cover all public hospitals in each State and Territory.

2 At the time that these data were collected there were significant differences in the approaches to waiting list audit and management. Also, because the survey period was short, the data collected may not be typical of a longer period.

3 Victorian data are not comparable because of a different method of calculating waiting time.

4 The 12 month period used in the Mays Report represents a compromise on the differing views on the definition of a maximum waiting time for elective surgery patients. The concept was that any patient listed for elective surgery at a public hospital should expect to receive that surgery within a reasonable time limit.

Categorisation of patients by clinical urgency was implemented to varying degrees and with variable consistency.

## All jurisdictions, 1993–94, unit cost and productivity

**Table 3.17: Recurrent costs per separation for public acute care hospitals — unadjusted (dollars)**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
<b>Labour recurrent costs per separation</b>									
Non medical labour costs per separation									
nursing	642	678	609	586	688	804	808	803	650
diagnostic/allied health	180	197	134	168	166	201	212	273	176
administrative	151	177	112	159	167	117	162	250	153
other staff	277	217	251	254	216	315	337	151	252
superannuation <sup>1</sup>	89	126	95	21	106	102	0	56	92
<b>Total</b>	<b>1,340</b>	<b>1,395</b>	<b>1,201</b>	<b>1,189</b>	<b>1,344</b>	<b>1,539</b>	<b>1,519</b>	<b>1,532</b>	<b>1,322</b>
Medical labour costs									
Public patients									
- salaried/sessional staff	192	255	204	235	203	228	298	271	216
- VMO payments	195	81	65	111	148	95	99	280	131
Private patients (estimated) <sup>2</sup>	159	103	43	67	80	82	25	165	105
<b>Total</b>	<b>546</b>	<b>439</b>	<b>311</b>	<b>412</b>	<b>430</b>	<b>406</b>	<b>422</b>	<b>715</b>	<b>452</b>
<b>Total labour costs</b>	<b>1,886</b>	<b>1,834</b>	<b>1,512</b>	<b>1,601</b>	<b>1,774</b>	<b>1,945</b>	<b>1,941</b>	<b>2,247</b>	<b>1,774</b>
<b>Other recurrent cost per separation</b>									
domestic services	53	77	71	103	76	119	73	86	71
repairs/maintenance	79	50	53	83	81	79	59	19	68
medical supplies	123	119	151	122	139	223	123	209	132
drug supplies	88	92	99	97	90	164	66	102	93
food supplies	30	32	26	28	29	28	27	43	30
administration	99	118	78	83	103	151	149	151	101
other	160	122	20	26	21	15	246	137	100
<b>Total other</b>	<b>632</b>	<b>610</b>	<b>498</b>	<b>542</b>	<b>539</b>	<b>779</b>	<b>744</b>	<b>747</b>	<b>593</b>
<b>Total recurrent unadjusted hospital costs per separation</b>									
	<b>2,518</b>	<b>2,444</b>	<b>2,010</b>	<b>2,142</b>	<b>2,312</b>	<b>2,724</b>	<b>2,685</b>	<b>2,995</b>	<b>2,368</b>

Sources: AIHW National Minimum Data Set collection, unpublished; Commonwealth Department of Human Services and Health casemix data base, unpublished; Commonwealth Department of Human Services and Health Medicare Agreements data, unpublished.

- Notes: 1 Superannuation costs cannot always be disaggregated down to the hospital employee. For example, in the NT, the NT Treasury pays superannuation for the public service as a whole.
- 2 Estimated private patient medical costs calculated as sum of salary/sessional and VMO payments divided by public patient proportion. This is an estimate of the medical costs for all non-public patients, including private, compensable, and ineligible. These estimates are based on an incomplete data base, therefore caution should be exercised in interpreting the results. These costs have not been adjusted for casemix.

## All jurisdictions, 1993–94, unit cost and productivity

**Table 3.18:** Recurrent costs per separation for public acute care hospitals — casemix adjusted (dollars)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
total separations ('000s)	1,190	761	584	327	295	75	34	53	3,319
average caseweight <sup>1</sup>	1.07	1.06	0.90	0.94	1.05	0.97	0.91	0.93	1.02
units of care ('000s) <sup>2</sup>	1,276	806	526	307	309	73	31	49	3,378
total recur expd (\$m)	3,821	2,231	1,481	896	820	253	116	191	9,809
inpatient fraction (%) <sup>3</sup>	71.7	79.3	77.0	74.8	79.8	77.4	76.9	77.4	75.5
public pat. prop. (%) <sup>4</sup>	70.8	76.6	86.2	83.9	81.5	79.7	94.1	77.0	76.8
<b>Labour costs per casemix adjusted separation</b>									
Non medical labour costs per casemix adjusted separation (\$)									
nursing	599	640	677	625	657	829	888	868	639
diagnostic/allied health	168	186	149	179	159	208	232	295	173
administrative	141	167	124	170	160	121	178	270	150
other staff	258	205	279	271	206	325	370	163	247
superannuation <sup>5</sup>	83	119	106	22	102	105	0	60	90
<b>Total</b>	<b>1,250</b>	<b>1,317</b>	<b>1,334</b>	<b>1,266</b>	<b>1,283</b>	<b>1,587</b>	<b>1,668</b>	<b>1,656</b>	<b>1,299</b>
Medical labour costs per casemix adjusted separation (\$)									
Public patients									
- salaried/sessional staff	179	241	226	250	194	235	327	293	212
- VMO payments	182	76	72	118	141	98	109	302	129
Private patients (estimated) <sup>6</sup>	148	97	48	71	76	85	27	178	103
<b>Total</b>	<b>509</b>	<b>414</b>	<b>346</b>	<b>439</b>	<b>411</b>	<b>419</b>	<b>463</b>	<b>773</b>	<b>444</b>
<b>Total labour costs</b>	<b>1,759</b>	<b>1,731</b>	<b>1,680</b>	<b>1,705</b>	<b>1,694</b>	<b>2,006</b>	<b>2,131</b>	<b>2,429</b>	<b>1,743</b>
<b>Other recurrent cost per casemix adjusted separation (\$)</b>									
domestic services	50	73	78	110	72	123	80	93	69
repairs/maintenance	74	47	59	88	78	82	65	20	67
medical supplies	114	112	168	130	133	230	135	226	129
drug supplies	82	86	110	103	86	169	72	111	92
food supplies	28	31	29	30	27	29	30	47	29
administration	92	112	87	88	98	156	164	163	99
other	149	116	22	28	20	15	270	148	98
<b>Total other</b>	<b>589</b>	<b>576</b>	<b>553</b>	<b>577</b>	<b>514</b>	<b>804</b>	<b>817</b>	<b>808</b>	<b>583</b>
<b>Total recurrent hospital costs per casemix adjusted separation (\$)</b>									
	<b>2,348</b>	<b>2,307</b>	<b>2,234</b>	<b>2,283</b>	<b>2,208</b>	<b>2,809</b>	<b>2,948</b>	<b>3,237</b>	<b>2,327</b>

Sources: AIHW National Minimum Data Set collection, unpublished; Commonwealth Department of Human Services and Health casemix data base, unpublished; Commonwealth Department of Human Services and Health Medicare Agreements data, unpublished.

## All jurisdictions, 1993–94, unit cost and productivity

- Notes: 1 Estimates provided by Commonwealth Department of Human Services and Health using AN-DRG version 3.0.
- 2 Units of care is the product of separations and average case weight.
- 3 The inpatient fraction (IFRAC) is an expression of the ratio of inpatient costs to total hospital costs and is generally estimated using existing management information. Where no IFRAC was available the inpatient costs as a proportion of total costs were derived using the Health and Allied Services Advisory Council (HASAC) conversion rate which equates the cost of 5.753 non-inpatient services with the cost of one inpatient bed day. The HASAC ratio was used for NSW, Tasmania, NT and two hospitals in the ACT. It should be noted that there are reasons to question the applicability of the HASAC ratio and the results are sensitive to the ratio used.
- 4 The public patient proportion is public patient bed days as a proportion of total bed days.
- 5 Superannuation costs cannot always be disaggregated down to the hospital employee. For example, in the NT, the NT Treasury pays superannuation for the public service as a whole.
- 6 Estimated private patient medical costs calculated as sum of salary/sessional and VMO payments divided by public patient proportion. This is an estimate of the medical costs for all non-public patients, including private, compensable, and ineligible.
- These estimates are based on an incomplete data base, therefore caution should be exercised in interpreting the results.

## All jurisdictions, 1993–94, unit cost and productivity

**Table 3.19:** Indicative estimates of the cost of capital per casemix adjusted separation for public acute care hospitals

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i> <sup>1</sup>	<i>WA</i> <sup>2</sup>	<i>SA</i>	<i>Tas</i>	<i>NT</i> <sup>1</sup>	<i>ACT</i>	<i>Aust</i>
<b>Buildings</b>									
DRV (\$m)	3,896	1,700	na	1,057	605	277	na	254	-
opportunity cost (\$m) <sup>3</sup>	273	119	-	74	42	19	-	18	-
depreciation (\$m)	121	102	-	34	39	6	-	6	-
casemix-adjusted separations ('000s)	1,276	806	-	307	309	73	-	49	-
<b>User charge per separation</b>	<b>309</b>	<b>274</b>	<b>-</b>	<b>351</b>	<b>263</b>	<b>345</b>	<b>-</b>	<b>473</b>	<b>-</b>
<b>Equipment</b>									
DRV (\$m)	663	251	na	76	na	39	na	23	-
opportunity cost (\$m) <sup>3</sup>	46	18	-	5	-	3	-	2	-
depreciation (\$m)	97	42	-	11	-	7	-	3	-
casemix-adjusted separations ('000s)	1,276	806	-	307	309	73	-	49	-
<b>User charge per separation</b>	<b>112</b>	<b>74</b>	<b>-</b>	<b>52</b>	<b>-</b>	<b>137</b>	<b>-</b>	<b>99</b>	<b>-</b>

Sources: State and Territory health authorities, mostly unpublished.

Notes: 1 Queensland and the Northern Territory have yet to measure assets in current replacement values.

2 Values listed for equipment are total and depreciated historical costs, not replacement values. Replacement values have not been calculated for equipment.

3 Calculated as depreciated replacement value by 7.0 per cent.

These data are not based on nationally consistent definitions or methodologies, and can be considered indicative only. (See Descriptive data; Table 3.8 for asset value calculation note.)

**Table 3.20:** Indicative estimates of capital intensity<sup>1</sup>(dollars)

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i> <sup>2</sup>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i> <sup>2</sup>	<i>ACT</i>	<i>Aust</i>
Buildings	3,714	4,534	na	6,514	6,314	na	na	7,058	-
Equipment	806	705	na	484	849	na	na	832	-

Source: State and Territory health authorities, mostly unpublished.

Notes: 1 Capital intensity is TRV / separations

2 Queensland and the Northern Territory have yet to measure assets in current replacement values.

These data are not based on nationally consistent definitions or methodologies, and can be considered indicative only. (See Descriptive data; Table 3.8 for asset value calculation note.)

## All jurisdictions, 1993–94, unit cost and productivity

**Table 3.21:** Average length of stay for the top 10 AN-DRGs<sup>1</sup>  
(version 3.0) in volume (days) for public and private  
separations — *including* same day cases

<i>DRG</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
572 Admit for renal dialysis									
public	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
private	1.0	na	1.0	na	1.0	-	na	na	1.0
<b>total</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>1.0</b>	<b>-</b>	<b>-</b>	<b>1.0</b>
674 Vaginal delivery without complicating diagnosis									
public	3.6	3.9	3.6	3.7	4.0	4.0	3.7	3.6	3.7
private	5.4	na	5.3	na	5.5	4.9	na	na	5.3
<b>total</b>	<b>3.8</b>	<b>-</b>	<b>3.9</b>	<b>-</b>	<b>4.4</b>	<b>4.3</b>	<b>-</b>	<b>-</b>	<b>3.9</b>
780 Chemotherapy									
public	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
private	1.0	na	1.0	na	1.0	1.0	na	na	1.0
<b>total</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>1.0</b>	<b>-</b>	<b>-</b>	<b>1.0</b>
727 Neonate, admission weight > 2499g, without significant OR procedure, without problem									
public	3.7	2.4	3.5	3.8	1.9	2.7	3.5	4.0	3.6
private	5.3	na	3.5	na	2.7	2.7	na	na	5.1
<b>total</b>	<b>3.9</b>	<b>-</b>	<b>3.5</b>	<b>-</b>	<b>2.0</b>	<b>2.7</b>	<b>-</b>	<b>-</b>	<b>3.8</b>
332 Other gastroscopy, non-major digestive disease, without complications									
public	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
private	1.0	na	1.0	na	1.0	1.0	na	na	1.0
<b>total</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>1.0</b>	<b>-</b>	<b>-</b>	<b>1.0</b>
335 Other colonoscopy without complications									
public	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
private	1.0	na	1.0	na	1.0	1.0	na	na	1.0
<b>total</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>1.0</b>	<b>-</b>	<b>-</b>	<b>1.0</b>
683 Abortion with D&C, aspiration curettage or hysterotomy									
public	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
private	1.0	na	1.0	na	1.0	1.0	na	na	1.0
<b>total</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>1.0</b>	<b>-</b>	<b>-</b>	<b>1.0</b>
099 Lens procedure without vitrectomy, without complications									
public	1.4	1.3	1.2	1.5	1.3	2.8	1.2	1.3	1.4
private	1.3	na	1.3	na	1.3	1.4	na	na	1.3
<b>total</b>	<b>1.3</b>	<b>-</b>	<b>1.3</b>	<b>-</b>	<b>1.3</b>	<b>1.5</b>	<b>-</b>	<b>-</b>	<b>1.3</b>

See end of Table for source and notes.

### All jurisdictions, 1993–94, unit cost and productivity

**Table 3.21:** Average length of stay for the top 10 AN-DRGs<sup>1</sup> (version 3.0) in volume (days) for public and private separations — *including* same day cases (continued).

<i>DRG</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
187	Bronchitis and asthma, age < 50, without complications								
public	2.0	1.9	2.1	2.1	2.1	2.0	2.3	2.5	2.0
private	2.1	na	2.3	na	2.7	2.4	na	na	2.3
<b>total</b>	<b>2.0</b>	<b>-</b>	<b>2.1</b>	<b>-</b>	<b>2.2</b>	<b>2.1</b>	<b>-</b>	<b>-</b>	<b>2.0</b>
484	Other skin, subcutaneous tissue or breast procedure								
public	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0
private	1.0	na	1.0	na	1.0	1.0	na	na	1.0
<b>total</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>-</b>	<b>1.0</b>	<b>1.0</b>	<b>-</b>	<b>-</b>	<b>1.0</b>

Source: Commonwealth Department of Human Services and Health casemix data base, unpublished.

Notes: 1 AN-DRGs are Australian National Diagnosis Related Groups.

These estimates are based on an incomplete data base, therefore caution should be exercised in interpreting the results.

Data trimmed using the inter-quartile range method.

Same day cases are allocated a length of stay of 1.0 days.

## All jurisdictions, 1993–94, unit cost and productivity

**Table 3.22:** Average length of stay for the top 10 AN-DRGs<sup>1</sup>  
(version 3.0) in volume (days) for public and private  
separations — *excluding* same day cases

<i>DRG</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
674 Vaginal delivery without complicating diagnosis									
public	3.6	3.9	3.6	3.7	4.0	4.1	3.7	3.7	3.7
private	5.4	na	5.3	na	5.5	5.0	na	na	5.4
<b>total</b>	<b>3.9</b>	<b>-</b>	<b>4.0</b>	<b>-</b>	<b>4.4</b>	<b>4.4</b>	<b>-</b>	<b>-</b>	<b>3.9</b>
727 Neonate, admission weight > 2499g, without significant OR procedure, without problem									
public	3.7	2.8	3.7	3.8	2.3	3.2	3.6	4.0	3.7
private	5.3	na	4.2	na	2.8	2.8	na	na	5.2
<b>total</b>	<b>4.0</b>	<b>-</b>	<b>3.7</b>	<b>-</b>	<b>2.4</b>	<b>3.1</b>	<b>-</b>	<b>-</b>	<b>3.9</b>
187 Bronchitis and asthma, age < 50, without complications									
public	2.1	2.0	2.2	2.2	2.3	2.1	2.4	2.5	2.1
private	2.2	na	2.4	na	2.8	2.9	na	na	2.5
<b>total</b>	<b>2.1</b>	<b>-</b>	<b>2.2</b>	<b>-</b>	<b>2.3</b>	<b>2.2</b>	<b>-</b>	<b>-</b>	<b>2.1</b>
252 Heart failure and shock									
public	7.2	6.6	6.4	6.9	6.7	7.2	6.4	7.9	6.9
private	9.0	na	7.3	na	8.7	8.1	na	na	8.1
<b>total</b>	<b>7.3</b>	<b>-</b>	<b>6.7</b>	<b>-</b>	<b>7.0</b>	<b>7.3</b>	<b>-</b>	<b>-</b>	<b>7.0</b>
122 Tonsillectomy and/or adenoidectomy									
public	1.9	1.4	1.4	1.6	1.7	2.2	1.3	1.2	1.6
private	1.4	na	1.2	na	1.6	1.4	na	na	1.4
<b>total</b>	<b>1.7</b>	<b>-</b>	<b>1.3</b>	<b>-</b>	<b>1.6</b>	<b>1.8</b>	<b>-</b>	<b>-</b>	<b>1.5</b>
099 Lens procedure without vitrectomy, without complications									
public	1.6	1.5	1.5	1.8	1.8	2.9	1.3	1.5	1.6
private	1.4	na	1.5	na	1.5	1.6	na	na	1.5
<b>total</b>	<b>1.5</b>	<b>-</b>	<b>1.5</b>	<b>-</b>	<b>1.6</b>	<b>1.8</b>	<b>-</b>	<b>-</b>	<b>1.6</b>
177 Chronic obstructive airways disease									
public	7.2	6.5	6.7	7.2	7.1	7.6	5.9	7.7	7.0
private	9.0	na	8.1	na	8.8	8.5	na	na	8.4
<b>total</b>	<b>7.3</b>	<b>-</b>	<b>7.0</b>	<b>-</b>	<b>7.3</b>	<b>7.7</b>	<b>-</b>	<b>-</b>	<b>7.1</b>

See end of Table for source and notes.

### All jurisdictions, 1993–94, Unit cost and productivity

**Table 3.22:** Average length of stay for the top 10 AN-DRGs<sup>a</sup> (version 3.0) in volume (days) for public and private separations — *excluding* same day cases (continued)

<i>DRG</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Aust</i>
455 Medical back problems age < 75, without complications									
public	4.7	4.2	4.0	4.6	4.2	4.5	4.4	3.9	4.4
private	4.9	na	3.6	na	3.2	3.8	na	na	4.0
<b>total</b>	<b>4.8</b>	<b>-</b>	<b>3.9</b>	<b>-</b>	<b>3.7</b>	<b>4.0</b>	<b>-</b>	<b>-</b>	<b>4.3</b>
367 Cholecystectomy, without common duct exploration									
public	3.9	3.5	3.1	4.1	3.8	3.5	4.3	4.3	3.6
private	3.2	na	3.1	na	3.6	3.3	na	na	3.2
<b>total</b>	<b>3.6</b>	<b>-</b>	<b>3.1</b>	<b>-</b>	<b>3.7</b>	<b>3.4</b>	<b>-</b>	<b>-</b>	<b>3.5</b>
347 Abdominal pain or mesenteric adenitis, without complications									
public	2.0	1.9	1.9	2.0	2.1	2.0	2.3	2.0	2.0
private	2.2	na	2.1	na	2.3	1.9	na	na	2.1
<b>total</b>	<b>2.0</b>	<b>-</b>	<b>2.0</b>	<b>2.0</b>	<b>2.1</b>	<b>2.0</b>	<b>-</b>	<b>-</b>	<b>2.0</b>

Source: Commonwealth Department of Human Services and Health casemix data base, unpublished.

Notes: 1 AN-DRGs are Australian National Diagnosis Related Groups.

These estimates are based on an incomplete data base, therefore caution should be exercised in interpreting the results.

Data trimmed using the inter-quartile range method.

### **3.7 State and Territory specific information**

The Steering Committee found a lack of comparable data on the effectiveness of public acute care hospitals in Australia. The lack of comparable data on the effectiveness of public acute care hospitals in Australia should be tackled for future reports (see Section 3.5).

For this report, data were collected in the areas for which comparable data were not available to complement the national data already presented. As information is specific to each jurisdiction, comparisons of the data presented in this section are not valid.

The ACHS surveys some public and private acute health care facilities in order to determine the quality of care in hospitals. Some jurisdictions provided to the Steering Committee the results of these surveys for public acute hospitals.

The areas where information was sought were:

#### **Quality of care**

- rate of emergency patient hospital re-admissions within 28 days of separation;
- rate of (a) post-operative wound infections and (b) hospital acquired bacteraemia;
- rate of unplanned return to operating room;
- consumer satisfaction; and
- any other quality of care indicators.

#### **Access**

- accident and emergency waiting times; and
- outpatient waiting times.

## New South Wales

NSW Health conducted a pilot external patient satisfaction survey across a mix of hospitals within the State between November 1993 and January 1994. The survey aimed to give an in-depth evaluation of customer service as perceived by the customer. The survey uses a satisfaction index of 0 to 100 across the whole spectrum of service delivery where 0 is not satisfied at all and 100 is very satisfied. Table 3.23 summarises the key results from the survey.

**Table 3.23:** Key results from the external patient satisfaction survey by NSW Health

<i>Area of service</i>	<i>General hospitals<sup>1</sup></i>	<i>All service areas<sup>2</sup></i>
<b>Overall patient satisfaction</b>		
Patient satisfaction index (0-100)	84	85
- % customer/clients satisfied	94	94
- % customer/clients very satisfied	61	62
- % "Definitely recommend" to others	72	73
- % Saying "worse than expected"	5	5
<b>Care, treatment and communication</b>		
Quality of care and treatment	89	90
Compassionate, reassuring attitude	82	82
Knowing you as an individual person	72	72
Information and instructions	77	79
Introductions	69	72
<b>Staff</b>		
Doctors — overall	84	84
Doctors — information and communication	79	79
Nurses — overall	90	90
Nurses — information and communication	82	82
Main person (who helped you)	na	90
Case manager — how well he/she helped	na	83
Home nurse — concern, caring attitude and personalised attention	na	96
<b>Comfort/meals</b>		
Condition/look of room (inpatient only)	75	76
Cleanliness of ward toilets/showers	79	79
Restful atmosphere	68	68
Comfort of bedding	69	70
Meals	75	75

See end of Table for sources and notes.

**Table 3.23:** Key results from the external patient satisfaction survey by NSW Health (continued)

<i>Area of service</i>	<i>General hospitals<sup>1</sup></i>	<i>All service areas<sup>2</sup></i>
<b>Waiting aspects</b>		
Emergency department — % saying treatment wait unacceptable	17	17
Emergency department — % left in cubicle with no communication for 20+ minutes	15	15
Outpatients/chs wait — % saying waiting time is unacceptable	18	16
Single day admissions — % waiting over 10 minutes to be attended	11	11

Source: TQA Research Pty Ltd, *NSW Health External Customer Satisfaction Survey, 1993–94, Summary Report*.

Notes: 1 General hospitals include urban teaching, urban non-teaching, rural base and rural district hospitals.

2 All services include customers from general hospitals, mental health institutions and community health services.

Accident and Emergency (A&E) waiting times are collected by NSW Health by triage category. Data from March to July 1995 are summarised below in Table 3.24.

**Table 3.24:** Accident and emergency waiting times by triage category

<i>Triage category</i>	<i>March 1995</i>	<i>April 1995</i>	<i>May 1995</i>	<i>June 1995</i>	<i>July 1995</i>
	per cent seen within the recommended time <sup>1</sup>				
Category 1	60.36	65.26	70.64	68.32	74.22
Category 2	46.27	46.35	47.35	46.55	48.83
Category 3	56.91	55.65	56.34	52.89	53.72
Category 4	70.75	68.52	70.17	65.54	65.19
Category 5	91.67	90.58	90.86	88.49	88.63

Source: NSW Department of Health.

Note: 1 National ACHS standards were used as the recommended times.

NSW was unable to provide the other quality of care indicators requested or outpatient waiting times. However, projects to start collecting information on the other quality of care indicators will commence in July 1996.

## Victoria

Victoria provided unplanned readmission rates collected since the implementation of casemix funding in Victoria on 1 July 1993. Table 3.25 shows the unplanned readmission rates for 1993–94 and 1994–95.

**Table 3.25:** Unplanned readmission rates for all of Victoria’s recognised public acute care hospitals

<i>Period</i>	<i>Number of unplanned re-admissions</i>	<i>Percentage of total separations<sup>1</sup></i>
<b>1993</b> August	6,119	10.5
September	6,275	11.1
October	6,548	11.3
November	6,197	10.7
December	6,509	11.2
<b>1994</b> January	4,858	9.9
February	5,176	9.3
March	6,162	9.7
April	5,453	9.5
May	6,126	9.7
June	6,138	9.7
July	6,189	9.8
August	6,862	10.2
September	6,320	10.0
October	6,105	9.4
November	6,452	10.0
December	6,183	10.0
<b>1995</b> January	5,158	9.7
February	5,220	9.0
March	6,176	9.4
April	5,332	9.4
May	6,324	9.4
June	6,313	9.7

Source: Victorian Inpatient Minimum Database as at 21 August 1995 update.

Notes: 1 Based on separations excluding those with intention to readmit ‘not applicable’.

Caution must be exercised in interpreting trend data, particularly for quality performance indicators like unplanned re-admissions. The causal factors underlying variations over time may be due to problems associated with refining the data collection process, rather than changes in the quality of the service delivery.

ACHS thresholds not relevant to these data because different definitions are used.

The Victorian method of collecting unplanned readmission rates differs to the standard developed by the ACHS. For example, Victoria monitors unplanned and total re-admission rates rather than emergency re-admission rates and, unlike the ACHS, does distinguish whether or not the re-admissions are related back to the original episode of care.

Rates of unplanned return to the operating theatre and hospital acquired infection rates are not collected at the system-wide level.

Stage 2 of the patient satisfaction survey developmental program has now been completed. Approximately 5000 patients were surveyed from 30 public hospitals. The key results from the patient satisfaction survey are presented in Tables 3.26 and 3.27.

**Table 3.26:** Patient satisfaction in Victorian Public Hospitals, 1995  
(percentage)

<i>Satisfaction level</i>	<i>Percentage of patients</i>
Very satisfied	73
Fairly satisfied	24
<b>Total satisfied</b>	<b>97</b>
Not too satisfied	2
Not satisfied at all	1
<b>Total not satisfied</b>	<b>3</b>

Source: Department of Health & Community Services, Victoria.

**Table 3.27:** Patient satisfaction in Victorian Public Hospitals, Key measures, 1995

<i>Key measures of satisfaction</i>	<i>Performance indexes (0-100 scale)</i>
Quality of food	59
Restful atmosphere	66
Courtesy of non-medical staff	76
Cleanliness of room	79
Availability of nurses	80
Compassionate, reassuring attitude of all staff	81
Courtesy of doctors	82
Overall care and treatment	84
Courtesy of nurses	86

Source: Department of Health & Community Services, Victoria.

In October 1995, the Department of Health and Community Services also released a Hospital Services Report. That report contains information on access to emergency services, access to critical care services, access to elective services

and unplanned re-admissions to hospitals. Figure 3.28 shows the change in composition of Victoria's elective surgery waiting lists over the last three years.

**Table 3.28:** Composition of Victoria's elective surgery waiting lists according to need

<i>Category of case</i>	<i>At July 1993</i>	<i>At 1 July 1994</i>	<i>At July 1995</i>
Urgent	1,356	188	174
Semi-urgent	11,650	8,373	9,308
Non-urgent	15,612	15,710	18,705
<b>Total</b>	<b>28,618</b>	<b>24,271</b>	<b>28,187</b>

Source: Health and Community Services, Victoria, 1995, *Hospital Services Report*, pg 14.

Notes: *Urgent cases* (waiting list category 1): Very urgent admission desirable for a condition that has the potential to deteriorate quickly to the point that it may become an emergency. Admission within 30 days is desirable.

*Semi-urgent cases* (waiting list category 2): Admission within 90 days acceptable for a condition causing some pain, dysfunction or disability but is not likely to deteriorate quickly or become an emergency.

*Non-urgent cases* (waiting list category 3): Admission at some time in the future acceptable for a condition causing minimal or no pain, dysfunction or disability, which is very unlikely to deteriorate quickly and which does not have the potential to become an emergency.

## Queensland

The additional information received from Queensland for public acute care hospitals relates to a client satisfaction survey for hospital A&E departments.

The patient satisfaction survey of the accident and emergency department was conducted by an external body. The survey results were collected on a hospital level by the Department of Health. Table 3.29 shows the summary results for 20 of the largest acute hospitals accounting for more than 55 per cent of A&E occasions of service.

**Table 3.29:** Patient satisfaction survey for Accident and Emergency Departments

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<i>Level of satisfaction</i>	<i>Percentage of patients</i>
Very satisfied	51
Fairly satisfied	36
<b>Total satisfied</b>	<b>87</b>
Not too satisfied	8
Not satisfied at all	5
<b>Not satisfied</b>	<b>13</b>

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Source: Queensland Department of Health.

## Western Australia

Patient satisfaction surveys within Western Australian public acute care hospitals have been conducted for several years. However, due to changes in the format this year trend data are not available.

The most recent survey was conducted in May 1995 and consists of 10 questions which patients answer using a satisfaction index of 1 to 5 where 1 is worst and 5 is best. Table 3.30 summarises the results of the satisfaction survey.

**Table 3.30:** Summary results of the state-wide patient satisfaction survey

<i>Hospital type</i>	<i>Average overall satisfaction index (scale of 1 to 5)</i>
Tertiary	4.42
Secondary	4.58
All hospitals	4.51

Source: Western Australian Department of Health.

In addition to the patient satisfaction survey, some of the hospitals collect, on a sample basis, other quality of care information including some of the other agreed quality indicators. However, these were not provided to the Steering Committee because of inconsistent data definitions and differing collection methodologies among the State's hospitals.

Waiting times for outpatients and accident and emergency patients were not reported in 1993–94 on a system-wide basis.

## South Australia

The South Australian Health Commission provided rates of emergency patient hospital re-admissions for major metropolitan hospitals.

Emergency patient re-admissions are recorded by the number of patients that are readmitted through the Emergency Department within 28 days of their original admission. Table 3.31 covers hospitals in Metropolitan Adelaide based on ACHS definitions for 1992–93 and 1993–94.

**Table 3.31:** Metropolitan public acute care hospital emergency patient re-admissions.

<i>Hospital</i>	<i>1992–93</i>		<i>1993–94</i>	
	<i>Emergency re-admissions<sup>1</sup></i>	<i>Percentage of total separations</i>	<i>Emergency re-admissions<sup>1</sup></i>	<i>Percentage of total separations</i>
Women's and Children's (campus)	1024	6.0	961	5.4
Women and Children's (Women's campus)	564	8.2	496	7.2
Hampstead	145	13.7	108	10.8
Flinders Medical Centre	2351	7.3	2213	6.4
The Queen Elizabeth	2067	6.8	1916	5.8
Royal Adelaide	2653	6.7	2289	5.7
Southern Dist.	34	3.9	38	4.8
Noarlunga	87	2.5	131	3.2
Modbury	902	6.0	698	5.0
Lyell McEwin	790	5.9	845	5.4
Gawler	180	6.8	197	6.6
RGH	929	9.8	722	8.9
<b>Total</b>	<b>11726</b>	<b>7.0</b>	<b>10614</b>	<b>6.3</b>

Source: The South Australian Health Commission.

Note: 1 Emergency patient re-admissions refer to the number of patients who re-present, within 28 days after a hospital admission, through the Emergency Department.

## Tasmania

The Tasmanian Department of Community and Health Services supplied information from their quarterly 1994–95 regional reports. These report on hospital clinical indicators, accident and emergency waiting times by triage code, and several other quality of care and access indicators. The indicators are collected according to ACHS definitions.

Table 3.32 illustrates the hospital misadventure information collected. Although nosocomial infection rates have been collected for the full 1994–95 financial year only the 1995 data are presented in this Table. It is expected that data will be available from all regions for all indicators in 1995–96.

**Table 3.32:** Quarterly mis-adventure indicators, by region, 1995  
(per cent)

<i>Indicator by regions</i>	<i>Jan to March</i>	<i>April to June</i>
	<i>1995</i>	<i>1995</i>
<b>Nosocomial infection</b>		
<i>National and ACHS standard is less than 0.3% of patient population</i>		
Southern region	0.11	0.18
North region	0.17	0.13
North-west region	< 0.3	0.18
<b>Unplanned return to theatre</b>		
<i>National and ACHS standard is less than 2% of patients operated on</i>		
Southern region	2.5	1.18
North region	na	na
North-west region	na	na
<b>Post-operative pulmonary embolism</b>		
<i>National and ACHS standard is less than 1% of patients operated on</i>		
Southern region	0.0 <sup>1</sup>	0.0
North region	na	0.38
North-west region	na	na
<b>Unplanned re-admissions</b>		
<i>National and ACHS standard is less than 5% of admissions</i>		
Southern region	3.8	3.6
North region	na	0.2
North-west region	na	na

Source: Tasmanian Department of Community and Health Services.

Notes: 1 Data only recorded for two of the three months.

Patient satisfaction surveys are conducted at the hospital level. Post discharge client satisfaction is one of the program's agreed performance indicators and a methodology for state-wide reporting of the information will be developed.

Waiting time by triage was only collected by the Southern region in 1994–95 and was collected according to the ACHS definitions. Table 3.33 summarises the overall results against the established ACHS threshold levels. All regions will be required to report on this performance indicator in 1995–96.

A range of factors will influence performance in this area. For example, in the period of April to June 1995 the 'urgent' and 'semi-urgent' codes fell below the threshold as no acute beds were available at the time of admission.

**Table 3.33:** Department of Emergency Medicine waiting time by triage code for the Southern region, 1994–95

<i>Waiting time by triage code</i>	<i>Nat and ACHS std (%)<sup>1</sup></i>	<i>July to Sept 1994 (%)<sup>1</sup></i>	<i>Oct to Dec 1994 (%)<sup>1</sup></i>	<i>Jan to March 1995 (%)<sup>1</sup></i>	<i>April to June 1995 (%)<sup>1</sup></i>
<b>Southern region</b>					
Red: Resuscitation — immediately	<b>98</b>	>98	>98	96	99
Orange: Emergency — <= 5 mins	<b>95</b>	>95	>95	99	100
Green: Urgent — <= 30 mins	<b>90</b>	~85	~85	79	81
Blue: Semi-urgent — <= 60 mins	<b>90</b>	~85	~85	83	78
White: Non-urgent — <= 120 mins	<b>85</b>	>85	>85	92	92

Source: Tasmanian Department of Community and Health Services.

Note: 1 Refers to the number who met the indicator.

Outpatient waiting times are collected and published in a newsletter circulated to general practitioners to provide information on the likely waiting times for outpatient appointments in the various specialist areas.

## Northern Territory

The Northern Territory provided hospital wide medical indicators collected by the Royal Darwin Hospital (RDH). However, of the agreed indicators only hospital mis-adventure rates were supplied.

Although the information is not collected state-wide, the RDH is the largest public acute care hospital in the NT. It is one of two teaching hospitals and one of five public acute care hospitals in the NT. In 1994–95 it accounted for 46 per cent of all NT authorised public acute beds.

The RDH collect all three of the hospital misadventure indicators according to the ACHS definitions. Unplanned return to operating theatre has been recorded on a monthly basis from January 1994 and unplanned re-admissions dates back to May 1994. Table 3.34 has listed the hospital mis-adventure indicators provided by the RDH.

**Table 3.34:** Hospital mis-adventure indicators for the RDH, July 1994 to July 1995 (per cent)

	<i>Unplanned return to operating theatre<sup>1</sup></i>	<i>Hospital infections: Contaminated surgery</i>	<i>Hospital acquired; Nosocomial Bacteraemia</i>	<i>Hospital infections: Clean surgery</i>	<i>Unplanned re- admissions within 28 days of discharge</i>
<b>National Threshold<sup>2</sup></b>	<b>2.00</b>	<b>5.00</b>	<b>0.30</b>	<b>3.00</b>	<b>5.00</b>
<b>1994</b> July	6.00	4.10	0.10	3.10	5.68
Aug	7.43	9.00	0.12	2.70	7.17
Sept	3.67	9.00	0.12	2.70	6.91
Oct	5.86	3.00	0.20	0.00	6.34
Nov	4.07	1.00	0.45	0.00	5.76
Dec	8.30	2.10	0.60	2.60	6.92
<b>1995</b> Jan	2.20	4.00	0.30	2.50	6.80
Feb	1.96	10.00	0.01	4.20	7.03
March	0.74	10.00	0.04	8.60	6.08
April	0.35	4.30	0.30	3.00	5.88
May	na	5.00	0.10	3.00	na
June	na	5.00	0.30	3.00	na

Source: NT Department of Health and Community Services.

Notes: 1 The NT Department of Health and Community Services have indicated to the Steering Committee that the data for this indicator is currently collected manually and some concerns regarding the data collection method exist. These have only recently been addressed. There were also some changes in definition during the period. For some of the year the data relate to all returns.

2 National threshold limit established by the ACHS. Each hospital should aim to keep below the stated threshold in each category.

The RDH are currently developing a client satisfaction survey to add to its currently collected and published set of medical indicators.

In addition waiting times for outpatients and accident and emergency were not collected.

### Australian Capital Territory

The ACT provided detailed quality of care information. Patient satisfaction information was only available for the Woden Valley Hospital. Hospital mis-adventure information was supplied by both of the ACT's public acute care hospitals — the Calvary and Woden Valley.

The most recent patient satisfaction survey for Woden Valley Hospital was conducted in May 1995. The main results are tabulated in Table 3.35.

**Table 3.35:** Overall patient satisfaction of hospital services for Woden Valley hospital, 1995

<i>Level of satisfaction</i>	<i>Percentage of customers</i>
Very satisfied	60
Fairly satisfied	36
<b>Total satisfied</b>	<b>96</b>
Not too satisfied	3
Not at all satisfied	1
<b>Total not satisfied</b>	<b>4</b>

Source: ACT Department of Health.

Tables 3.36 and 3.37 show the hospital mis-adventure data collected by the ACT's public acute care hospitals.

**Table 3.36** Hospital wide mis-adventure indicators, Calvary Hospital, 1994–95 (per cent)

	<i>Unplanned re-admission rates<sup>1</sup></i>	<i>Unplanned return to operating room within 28 days</i>	<i>Postoperative pulmonary embolus</i>	<i>HAIR<sup>2</sup>—clean op. wound infection rate<sup>3</sup></i>	<i>HAIR<sup>2</sup>—hospital acquired bacteraemia</i>	<i>HAIR<sup>2</sup>—contaminated op. wound infections<sup>3</sup></i>
<b>National Threshold<sup>4</sup></b>	<b>5.00</b>	<b>2.00</b>	<b>1.00</b>	<b>3.00</b>	<b>0.30</b>	<b>5.00</b>
<b>1994</b> July	2.76	0.65	0.00	1.50	0.00	0.00
Aug	3.71	0.28	0.00	0.00	0.00	0.00
Sept	3.15	0.30	0.00	0.00	0.00	0.00
Oct	2.68	1.20	0.00	0.00	0.10	0.00
Nov	2.47	0.60	0.00	5.80	0.10	6.00
Dec	2.60	0.30	0.00	7.60	0.00	0.00
<b>1995</b> Jan	3.92	0.00	0.00	3.30	0.00	0.00
Feb	3.30	0.00	0.00	0.00	0.00	0.00
March	2.80	1.30	0.00	2.10	0.00	1.00
April	2.70	0.80	0.00	0.00	0.20	1.00
May	3.60	0.00	0.00	0.00	na	1.00
June	4.70	0.00	0.00	na	na	na
<b>Average 1994–95</b>	<b>3.06</b>	<b>0.49</b>	<b>0.00</b>	<b>1.85</b>	<b>0.04</b>	<b>0.82</b>

Source: ACT Department of Health.

Notes: 1 Figures adjusted by clinicians to reflect numbers associated with previous admission.

2 HAIR is hospital acquired infection rates.

3 Results open to misinterpretation due to small numbers in sample.

4 Each hospital should aim to keep its rates below the each established National threshold.

**Table 3.37** Hospital wide mis-adventure indicators, Woden Valley hospital, 1994–95 (per cent)

	<i>Unplanned re-admission rates<sup>1</sup></i>	<i>Unplanned return to operating room</i>	<i>Post-operative pulmonary embolism</i>	<i>HAIR<sup>2</sup>—clean op. wound infection rate</i>	<i>HAIR<sup>2</sup>—hospital acquired bacteraemia</i>	<i>HAIR<sup>2</sup>—contaminated op. wound infections</i>
<b>National Threshold<sup>3</sup></b>	<b>5.00</b>	<b>2.00</b>	<b>1.00</b>	<b>3.00</b>	<b>0.30</b>	<b>5.00</b>
<b>1994</b> July	4.26	0.38	0.00	1.03	0.26	na
Aug	4.93	0.61	0.00	0.44	0.04	na
Sept	4.31	0.62	0.00	1.93	0.09	0.48
Oct	4.97	0.79	0.78	0.50	0.19	0.50
Nov	4.53	0.53	0.00	2.45	0.18	0.00
Dec	4.50	0.11	0.92	3.30	0.23	0.55
<b>1995</b> Jan	4.44	0.51	0.00	1.14	0.53	0.00
Feb	4.08	0.58	0.00	2.42	0.53	0.00
March	4.61	1.04	0.00	1.83	0.45	0.91
April	na	na	na	na	na	na
May	na	na	na	na	na	na
June	na	na	na	na	na	na
<b>Average 1994–95</b>	<b>4.15</b>	<b>0.57</b>	<b>0.15</b>	<b>1.67</b>	<b>0.28</b>	<b>0.35</b>

Source: ACT Department of Health.

Notes: 1 Unplanned re-admissions figures not verified by clinicians to determine if associated with previous admission — reflects the number of patients readmitted through the Emergency Department.

2 HAIR is hospital acquired infection rates.

3 Each hospital should aim to keep its rates below the each established National threshold.

### 3.8 Definitions and explanatory notes

#### Definition and explanation of the performance indicators

<i>Category / Indicator</i>	<i>Definition</i>	<i>Explanation</i>
<b>Unit cost and productivity</b>		
Cost of capital per casemix adjusted separation	Depreciation + Opportunity cost/ casemix adjusted separation	This indicator takes into account the user cost of capital. It is the sum of depreciation and opportunity cost of all hospital assets excluding land.
Labour cost per casemix adjusted separations	Salary and wages * Inpatient fraction + VMO payments / case weighted separations.	Measures the labour component per casemix adjusted separation
Cost per casemix adjusted separation	(capital charge + recurrent expenditure) * Inpatient fraction / total separations * the average case weight	Deals with the costs associated with acute admitted patients (inpatients)
Cost of treatment per outpatient	(capital charge + recurrent expenditure) * (1 - inpatient fraction) / total outpatient separations	Measures the costs associated with outpatients (or non-inpatients)
Average length of stay (ALOS)	total occupied bed days minus leave days / total episodes	Length of stay can be used as a predictor of cost. Comparing ALOS for similar services across two or more providers is a simple way of evaluating relative efficiency.
Total replacement value (TRV) per casemix adjusted separation	TRV / casemix adjusted separation	A measure of capital intensity

## Definition and explanation of the performance indicators (continued)

<i>Category / Indicator</i>	<i>Definition</i>	<i>Explanation</i>
<b>Effectiveness</b>		
<b>Quality</b>		
Percentage of facilities accredited with the ACHS	The ratio of accredited hospitals to all hospitals in the jurisdiction	This indicator is a proxy general measure of the quality of care processes.
Condition of capital	Ratio of depreciated replacement value (DRV) to total replacement value (TRV)	A way of illustrating the age/condition of hospital assets excluding land.
Rate of emergency patient re-admission within 28 days	Number of emergency patient readmissions within 28 days of separation/ total number of admissions excluding deaths	Refers to admission to the same hospital. Restricting the scope to emergency patients will help filter out unplanned re-admissions that may not have been unexpected, such as for some chronic illnesses.
Rate of unplanned return to operating room	Number of separations with one or more unplanned visit to an operating room subsequent to a previous procedure during the same admission / total number of separations where one or more procedures were performed	Attempts to capture all visits to an operating room subsequent to complications arising from any procedure/operation whether or not it was performed in an operating room.
Rate of post-operative wound infection	Number of patients having evidence of wound infection on or after the fifth post-operative day following clean (contaminated) surgery / number of patients undergoing clean (contaminated) surgery with a post-operative length of stay equal to or greater than 5 days	Attempts to measure hospital acquired infection rates.
Rate of hospital acquired bacteraemia	Number of separated patients who acquire bacteraemia during a hospital stay / number of separations with length of stay of $\geq 2$ days	As above.
Patient satisfaction	No agreed definitions currently exist for this indicator	A project, funded under the National Hospital Quality Management Program, is progressing the conceptual development in this area.

## Definition and explanation of the performance indicators (continued)

<i>Category / Indicator</i>	<i>Definition</i>	<i>Explanation</i>
<b><i>Appropriateness</i></b>		
Variations in intervention rates	Number of separations for selected procedures / 1000 persons	This indicator attempts to measure the appropriateness of care, in-so-far as variations in intervention rates for a small geographic area reflect the collective decisions of medical practitioners who refer patients for surgical treatment in hospital.
Separations per 1,000 population	Total number of separations / 1,000 persons	
<b><i>Access</i></b>		
Waiting times for elective surgery	Three indicators are reported: - clearance times; - proportion of patients waiting inappropriately at census; - proportion of patients admitted after waiting inappropriately.	A definition of each indicator is provided as a note in the access Tables (section 3.6).
Accident and emergency waiting times	No national definition exists for this indicator	Development projects in this field are currently being undertaken, some of which are sponsored by the Ambulatory Care Branch of the Commonwealth Department of Human Services and Health.
Outpatient waiting times	No national definition exists for this indicator	Development projects in this field are currently being undertaken, some of which are sponsored by the Ambulatory Care Branch of the Commonwealth Department of Human Services and Health.

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## 4 PUBLIC HOUSING

### Summary

Housing assistance is a policy response to the basic human need for housing. Governments in Australia provide two main types of housing assistance — public rental housing and rent assistance. This chapter focuses on public rental housing. The primary objective of this service area is to ensure that people on low incomes have access to secure, adequate and appropriate housing which is affordable.

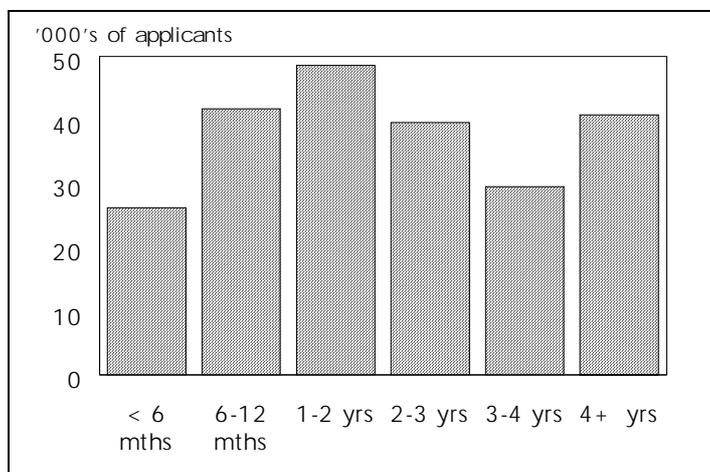
While, considerable effort has been invested in developing indicators that address the key objectives of public housing services, and a reasonably extensive data set has been compiled, further work is required to improve the definitions of many of the indicators and the quality and consistency of data.

While some of the results are summarised below, further work is required to fully develop nationally comparable data for indicators that address the full range of effectiveness and efficiency issues.

### *Targeting*

How well public housing is targeted to those in need is an issue that has received increasing attention in public housing in recent years. Initial results, based on estimates of tenants' ability to afford alternate private rental accommodation, suggest that public rental housing could be better targeted. Further analysis is contained in Section 4.4 of this chapter.

Distribution of public housing applicants on waiting lists in Australia, as at June 30, 1995



### *Waiting periods*

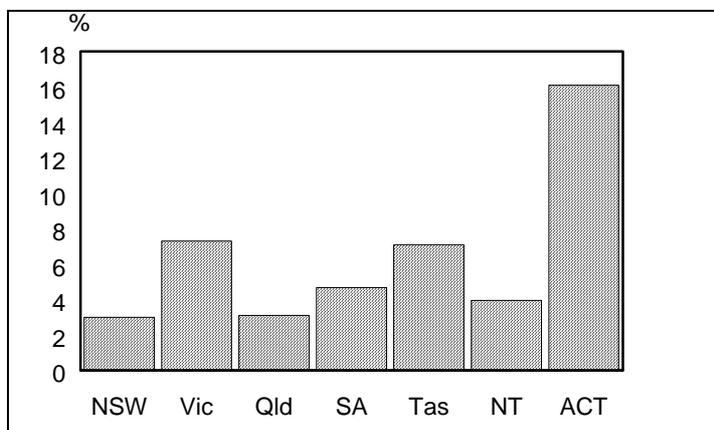
Preliminary results indicate that Australia-wide, some applicants appear to wait lengthy periods for access to public housing.

### *Affordability*

Once in public housing, rents generally appear to be set at affordable levels. Nearly all public tenants across Australia pay less than 25 per cent of their

assessable income on rent as at 30 June, 1995, reflecting the rebate policies of State Housing Authorities.

**Percentage of tenants in arrears more than four weeks, as at June 30, 1995**

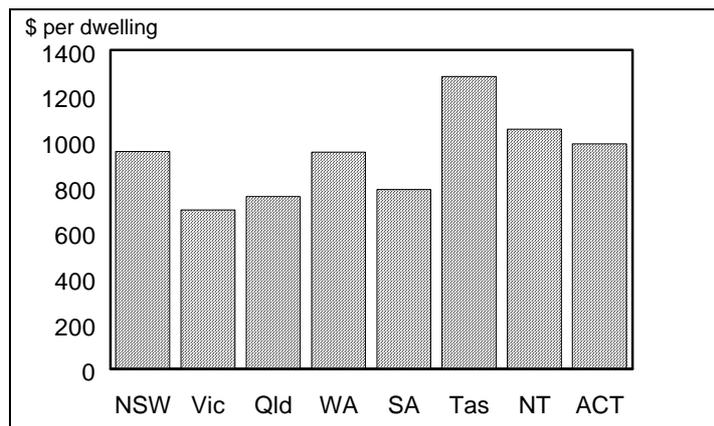


Note: Data for WA were not available on a comparable basis.

**Rental arrears**

Across Australia, most tenants appear to pay on time.

**Administration costs per dwelling, 1995**



Note: Expenditure for WA and NT includes Aboriginal housing, community housing, and bond assistance functions. WA data also include joint venture

**Administration costs**

The operating costs of delivering public housing services appear to vary significantly across jurisdictions, although the extent to which differences in methodology and geographic and demographic characteristics contribute to this variation is not known at this stage.

**Further steps required**

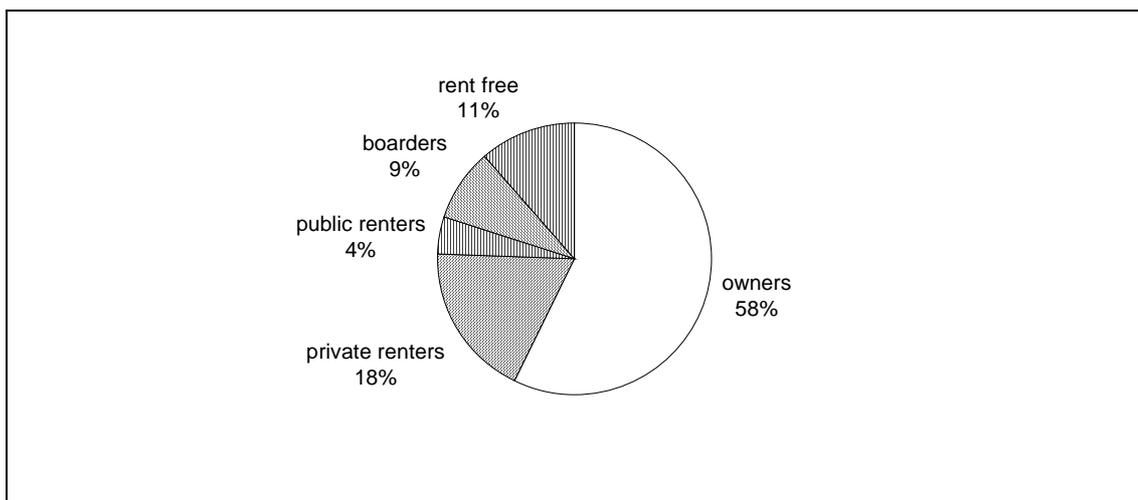
There are a number of initiatives underway to ensure that a more complete data set will be available for inclusion in the next Report. These include: developing a national customer satisfaction survey instrument and developing a standard approach to reporting on housing stock condition. Efforts are also underway to improve the comparability of data (for example, by developing a standard methodology for valuing public housing assets). In addition, further work is required to refine and further develop definitions for existing indicators.

## 4.1 Profile of the sector

This chapter focuses on public rental housing. That is, those dwellings owned and operated by the Housing Authorities in each State and Territory, including those acquired through the Commonwealth-State Housing Agreement (CSHA) and, until 1988–89, Loans Council Funds (LCF).

The delivery of public rental housing is a significant part of the activities of State and Territory Governments. There are just under 365,000 public rental housing dwellings in Australia, with an estimated total value in excess of \$31 billion (Industry Commission, 1993). These dwellings represent approximately 4 per cent of all homes in Australia (see Figure 4.1). Australia-wide, annual expenditure on providing public rental housing services was about \$1.6 billion in 1993–94 (Commonwealth Department of Housing and Regional Development).

**Figure 4.1:** Nature of occupancy, Australia, April 1994



Source: Adapted from ABS *Renters in Australia, April 1994* Catalogue No. 4138.0. pp. 6–8

- Notes: 1 'Owners' includes those persons who own their homes as well as those persons purchasing their homes.  
 2 'Rent free' is defined by the ABS as persons who pay no rent or board or do not own or are not purchasing their home. Examples of persons living rent free include: elderly people in retirement villages who initially make a lump sum payment and then make regular maintenance payments but do not own the dwelling nor pay actual rent; people residing in employer housing; and people living rent free in exchange for care taking or maintenance activities.  
 3 Data provided for income units.

### Public rental housing and other forms of housing assistance

Public rental housing is one of two main forms of housing assistance provided by governments in Australia. The other is rent assistance provided by the Commonwealth Government to households in private rental housing (mainly through the Departments of Social Security and Veterans' Affairs). Total expenditure on public rental housing was larger than private rental assistance in

1993–94 — \$1.6 billion compared with \$1.4 billion. However, private rental assistance was provided to a larger number of clients — 383,600 for public rental housing compared to over 976,000 for private rent assistance (Commonwealth Department of Housing and Regional Development). This reflects the large capital components involved in the funding of public rental housing relative to recurrent funding.

The Commonwealth, State and Territory governments through the CSHA provide funds for the construction and acquisition of public rental housing. This is the main form of assistance provided through the CSHA, accounting for over two-thirds of the funds allocated through the Agreement. Other programs of the CSHA include Aboriginal Rental Housing, Pensioner Housing, Mortgage and Rent Assistance, and Community Housing. It is anticipated that these other components of the CSHA will be included in subsequent reports by the Steering Committee (see Section 4.5).

In addition, State Housing Authorities provide home ownership and joint venture assistance as well as other services including funding for housing for people with disabilities.

### **Roles of the Commonwealth, States and Territories in public rental housing**

States and Territories have responsibility for the provision of public rental housing, including property and tenancy management functions. Funding is shared between the Commonwealth and the States and Territories as set out in the CSHA (see Box 4.1). In 1993–94, the Commonwealth contributed about 65 per cent of new monies on public housing under the CSHA Australia-wide and the States and Territories contributed about 35 per cent (Commonwealth Department of Housing and Regional Development, 1995). In addition the Commonwealth and States and Territories are jointly responsible for National Housing Policy.

**Box 4.1: The Commonwealth-State Housing Agreement (CSHA)**

The CSHA is a multilateral agreement between the State Housing Authorities and the Commonwealth which commits State, Territory and Commonwealth Governments to providing housing assistance.

The first Commonwealth-State Housing Agreement was signed in 1945 and since then has undergone regular review. The main changes over the post-war years have included:

- widening the types of housing assistance provided under the agreement to include, for example, Mortgage and Rent Relief, Crisis Accommodation support and Local Government and Community Housing assistance;
- changing funding arrangements, in particular the transfer of responsibility for the cost of housing rental rebates fully to the States and Territories;
- assistance now being provided to home purchasers as well as public housing tenants; and
- tightening eligibility rules for access to services offered under the CSHA.

The existing agreement was signed in 1989. It will be replaced by a new agreement to commence from 1 July 1996. The stated objectives of the existing CSHA are:

“.. to ensure that every person ... has access to secure adequate and affordable housing [priced] within his or her capacity to pay. ...to alleviate housing related poverty, and ensure that housing assistance is, as far as possible, delivered equitably to persons resident in different forms of housing tenure. ...(Recital D of the CSHA).”

## 4.2 Recent developments

This Section outlines a number of recent developments in public rental housing.

### Re-negotiation of the CSHA

The Commonwealth, State and Territory Governments are working to reform the planning and delivery of housing assistance provided through the CSHA, under the auspices of the Council of Australian Governments (COAG).

During 1995–96, re-negotiation of the CSHA is intended to be a major strategy in assisting people — particularly those on low to moderate incomes — to improve access to affordable housing.

Proposed reforms to the CSHA include:

- clearer roles and responsibilities for the Commonwealth, State and Territory governments, with increased flexibility for jurisdictions to invest in resources across a mix of housing assistance;
- measures to improve the transparency of financial arrangements;
- an outcomes focus with agreed measures of performance, including an agreed needs methodology as a key input into planning and setting targets;

- a clearer emphasis on commercial management of housing stock, and diversification of supply and providers;
- potential for contestability of supply; and
- consumer choice in the type(s) of assistance.

It is intended that these changes will be achieved through negotiation of a performance-based strategic plan with each State and Territory. The performance indicators included in this Report will be an integral part of these reforms.

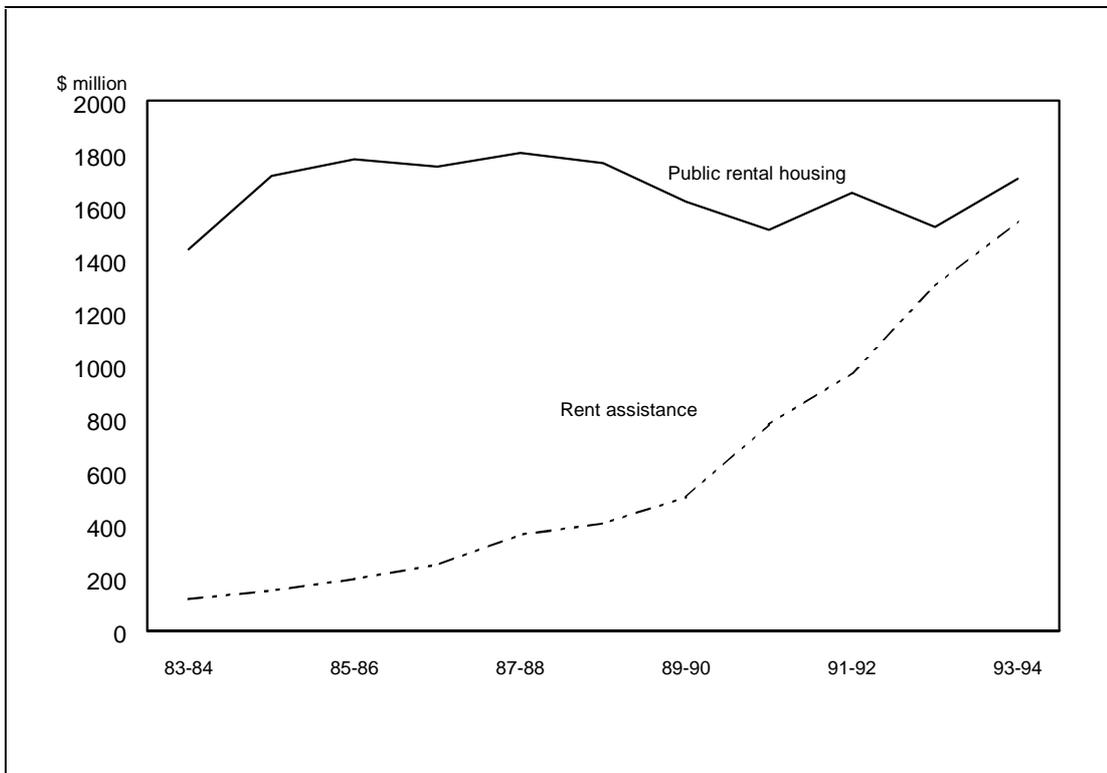
### **Diversification**

Most jurisdictions are seeking to diversify the range of housing providers. This strategy has a number of objectives. These include offering housing assistance consumers a choice and achieving greater quality services and improved efficiency through competition. In particular, the community housing sector in some States and Territories has been strengthened and expanded as a significantly enhanced provider system.

### **Growth of private rental assistance expenditure**

There has been a strong growth in recent years in private rental assistance. Expenditure on private rental assistance has grown from less than \$100 million to almost \$2 billion in real terms over the ten years to 1993–94 (see Figure 4.2). This reflects Commonwealth policy including increases in the real level of payments and expansion of the coverage to unemployment benefit recipients (in 1986) and to low income working families with children (in 1987).

**Figure 4.2:** Expenditure on public rental housing and rent assistance, Australia, 1983–84 to 1993–94 (\$ million, 1989–90 prices)



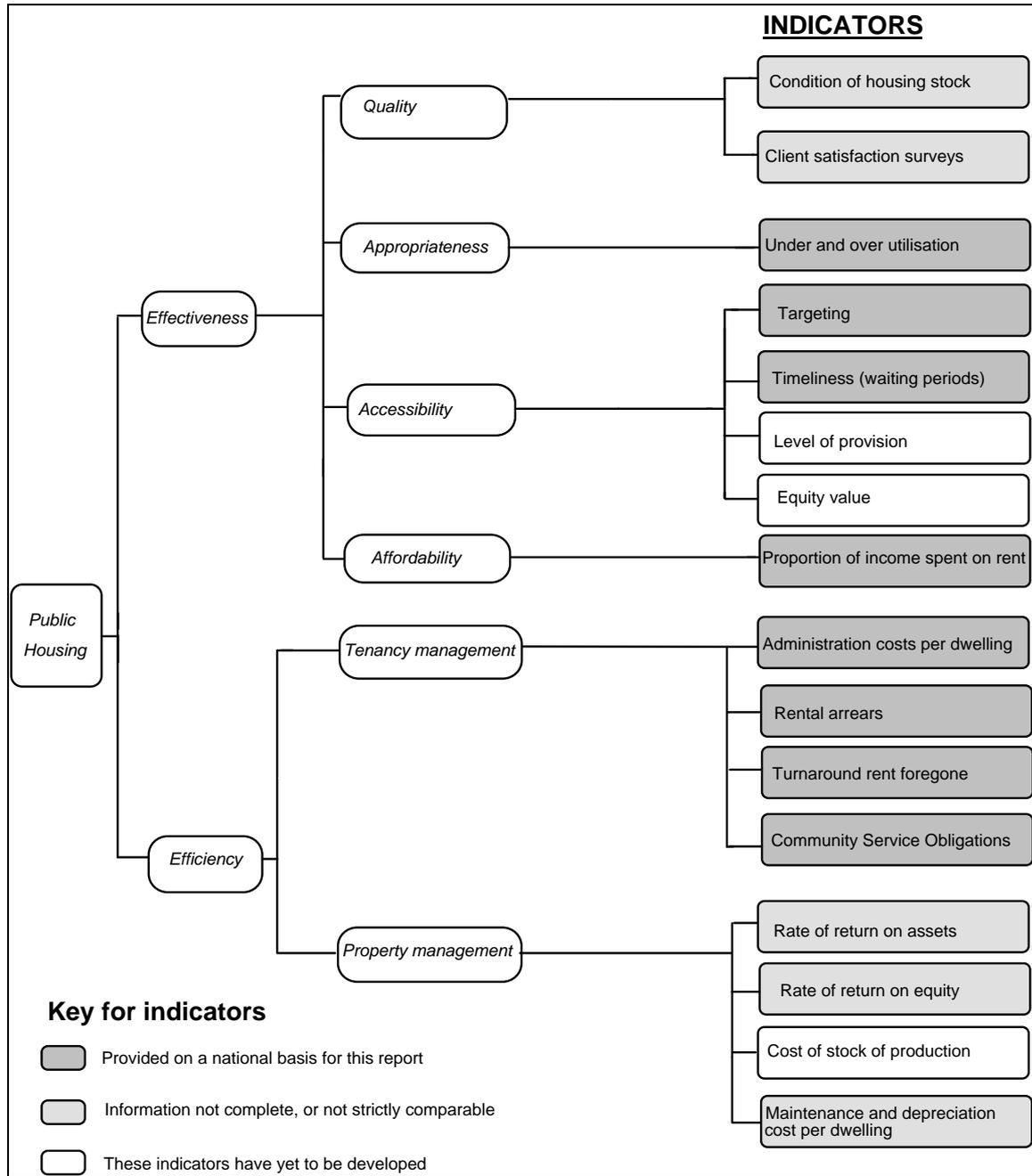
Source: Commonwealth Department of Housing and Regional Development

### 4.3 Framework of performance indicators

A framework of indicators has been developed to enable an assessment of overall performance of governments in achieving a set of key agreed objectives in the delivery of public rental housing (see Figure 4.3). Section 4.7 provides further definition and explanation of these performance indicators and the terms used in this Chapter.

It should be noted that unlike the other areas covered in this Report, public housing generates a significant level of “own source” revenue through rental income. Accordingly, indicators have been developed for the commercial property management activities State Housing Authorities. These relate to rates of return and levels of community service obligations. At this stage these indicators are not relevant to the other areas of the Review.

**Figure 4.3:** Preliminary framework of indicators for public rental housing



## 4.4 Summary of results

Care is required in interpreting the data presented in this Chapter.

At this stage, a full set of nationally comparable performance information is not available. The key gaps relate to the objective of "quality service to clients". In particular, there is no comparable information on the quality of the housing stock, or client satisfaction with service standards. Details of how these gaps are being addressed are provided in Section 4.5.

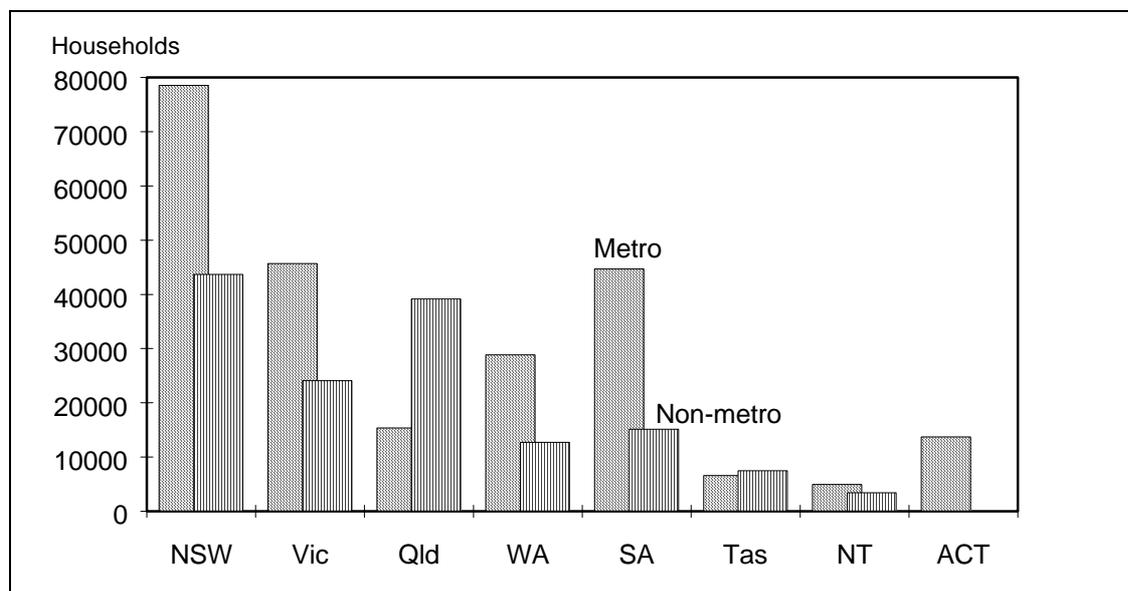
Moreover, there is scope for improving comparability in the data that are presented in subsequent reports. For example, although asset valuation figures have been supplied on a current market valuation basis in most cases, precise methodologies may differ between jurisdictions.

Care also needs to be taken because of the differing nature of service delivery in each of the jurisdictions; factors such as the size of the housing service provided, the locational mix of services (for example, between rural and urban) and the mix of clients to whom services are provided will affect results. While these general issues are covered more fully in Chapter 2, there are several aspects that are of particular relevance to public housing.

First, clearly house prices and private rental levels vary significantly across Australia. In addition, there are flow-on effects from regional differences in the building sectors and market structures that may also impact on housing costs. Variations in housing costs, for whatever reason, will affect the incidence of housing stress based on affordability. It will also impact on the average level of community service obligations per household (that is, the difference between the market rent and rent actually charged to public tenants). Figure 4.4 shows the variation in the size of public housing in terms of the number of households assisted by jurisdiction.

Second, variations in results based on the indicators reported may reflect historical factors. For example, the match of households to dwelling size may reflect, in part, a failure to invest in appropriate public housing in the past.

Furthermore, variations in geographic dispersion may affect the results for some indicators, particularly unit costs of administration. Similarly, climatic and other differences across the country will also affect the physical requirements of housing and construction costs.

**Figure 4.4:** Total number of households assisted as at June 30, 1995, by jurisdiction

Note: ACT classifies all households as metro.

### Targeting housing services to those most in need

The issue of targeting of housing services is the most complex area of performance assessment in public housing. Any indicator of how well public housing services are targeted must necessarily be based on a number of assumptions and therefore should be treated as providing an indication, rather than a precise measure. Identifying those most in need is a difficult task and raises a number of methodological and practical questions. These include how to allow for household size and regional rental market differences, and which data sources provide the most accurate information about household income levels. The Commonwealth Department of Housing and Regional Development, in conjunction with the State and Territory Housing Authorities, has developed some preliminary estimates of the proportion of public housing tenants that would be able to afford private rental housing.

This modelling work takes into account the region in which the public tenant household is currently living and the size of the household. Based on these factors, an estimate of the rental charge that each public tenant household would be likely to face in the private rental market has been derived. This cost is then related to their income based on the 1991 census data, adding in any estimated entitlement to private rental assistance funds.

These results are preliminary and further work is required to refine targeting estimates (see Section 4.5).

While acknowledging the many assumptions and limitations of this approach, the results indicate that there may be scope for improving the targeting of public housing to those most in need based on affordability. Australia-wide, based on 1991 ABS census data, it is estimated that about one-quarter of existing tenants would not be in "housing stress" if they rented privately. That is, this group would not have to pay more than 25 per cent of their income on rent in the private market for suitable accommodation, having regard to their household size and geographic location, and recognising any entitlement to private rental assistance. Estimates have also been prepared under the same assumptions but changing the benchmark to 30 per cent of income. These results are summarised in Figure 4.5.

Given that these results are based on 1991 data, there is some question as to how the results may have changed over the past 4 years.

Other factors which are not included in the model but may be considered relevant to a broader housing needs assessment include: the size of the private market; discrimination that may be experienced in accessing private rental; access to services; homelessness; and other special needs.

**Figure 4.5:** Proportion of public rental households potentially in housing need by jurisdiction, 1991 (per cent)



Source: Commonwealth Department of Housing and Regional Development.

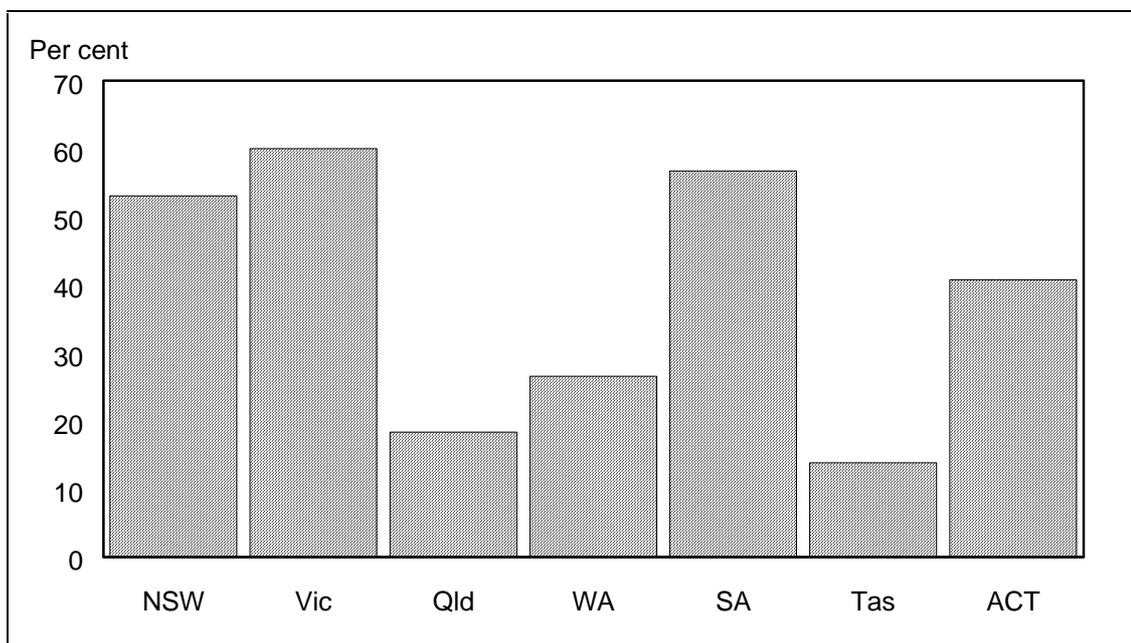
Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results have not been endorsed by Housing Ministers and are still being refined.

2 Utilises 1991 Census data.

### Waiting periods

Applicants appeared to experience long waiting periods and there were significant variations across jurisdictions, as shown in Figure 4.6. The proportion of prospective tenants on waiting lists in 1994–95 who have been waiting more than two years ranged from less than 14 per cent in Tasmania to over 60 per cent in Victoria.

**Figure 4.6:** Proportion public housing applicants waiting more than 2 years, at June 30, 1995 (per cent)



Note: NT were unable to provide data on a comparable basis and therefore were not included. Additional performance information relating to NT is contained in Section 4.6.

### Match of dwellings to household sizes

Upon entering public rental housing, efforts are made in each jurisdiction to ensure that the size of the dwelling matches the needs of the successful tenant household. Inevitably, however, size requirements will change over time as households change (for example, children grow up and move out). Furthermore, changes in the stock profile can only be made slowly in response to changes in demand, which can cause mis-matches between supply and demand in the short term.

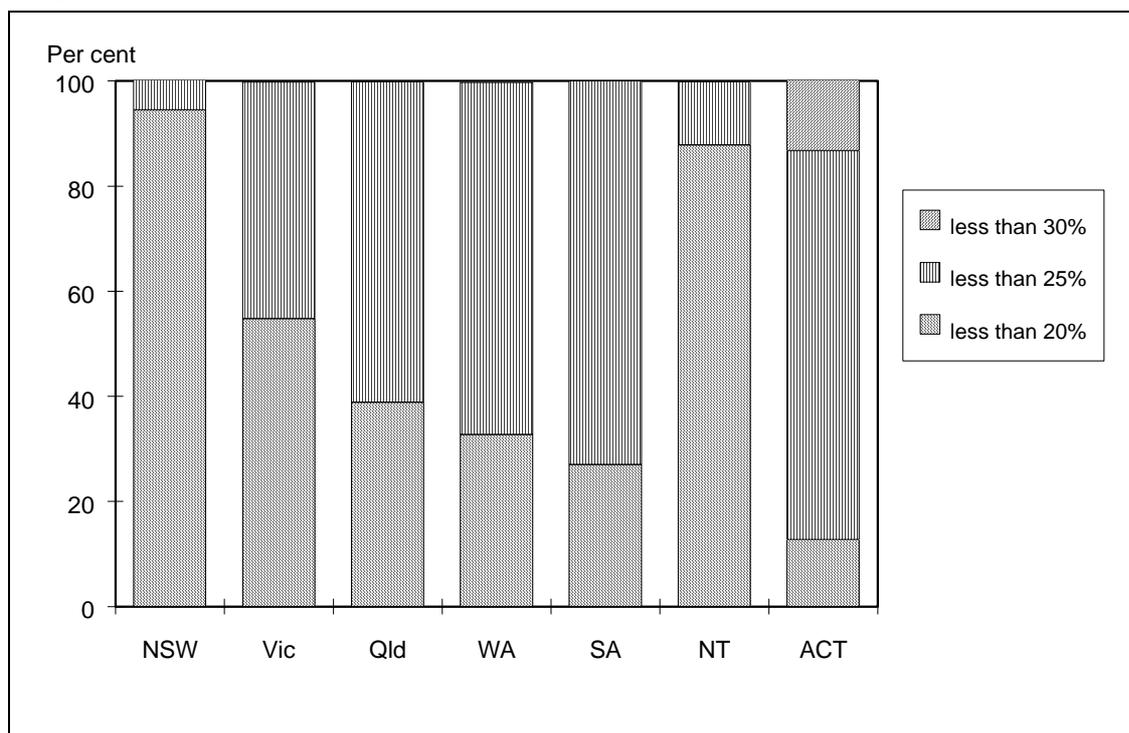
The data collected show that across Australia there appears to be a reasonable match of public housing dwellings to tenant household sizes<sup>1</sup>. In total, about 8.4 per cent of Australian public rental housing dwellings were over-crowded and 9.8 per cent were under-utilised in 1991, the latest year for which complete data are available (AIHW). It should be noted, however, that this estimate is sensitive to assumptions about the size needs of single and couple only households. Furthermore, these estimates are based on 1991 census data and the match between stock and households may have changed since that time.

<sup>1</sup> The methodology applied for assessing the size needs of households, *inter alia*, classifies couples or single people living in **either** one or two bedroom dwellings as having accommodation that matches their need. A fuller description of the occupancy standard used is provided in Section 4.7.

### Affordability

Generally, public housing rents appear to be set at affordable rates with more than eighty per cent of the tenant population paying a quarter or less of their income on rent in all jurisdictions.

**Figure 4.7:** Affordability by jurisdiction as at June 30, 1995 (per cent)



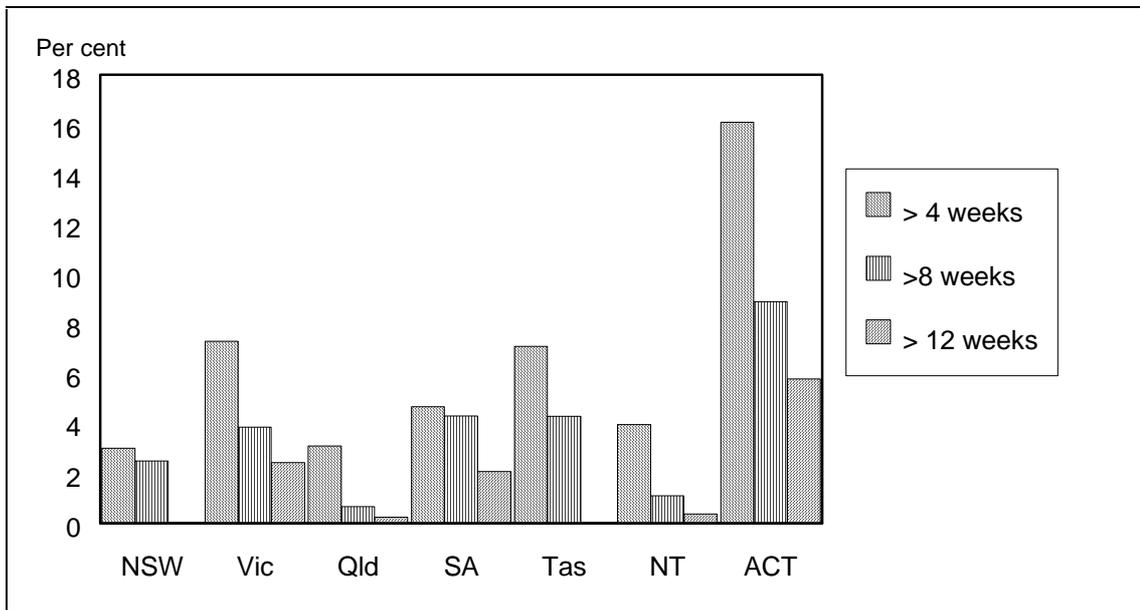
Note: Tasmanian data were not provided on a comparable basis and therefore was not included.

### Rental arrears

Public housing rental arrears do not appear to be a significant problem across Australia, with the proportion of tenants in arrears 4 weeks or more accounting for between 3 per cent and 7 per cent of the total tenant population in most jurisdictions as at June 1995. In the ACT, however, they accounted for about 16 per cent.

It should be noted that these figures exclude the rental arrears of ex-tenants: that is, those tenants who vacated public housing but who had outstanding rent payable (see Section 4.7).

**Figure 4.8:** Proportion of public housing tenants in arrears by jurisdiction, as at June 30 1995, (per cent)

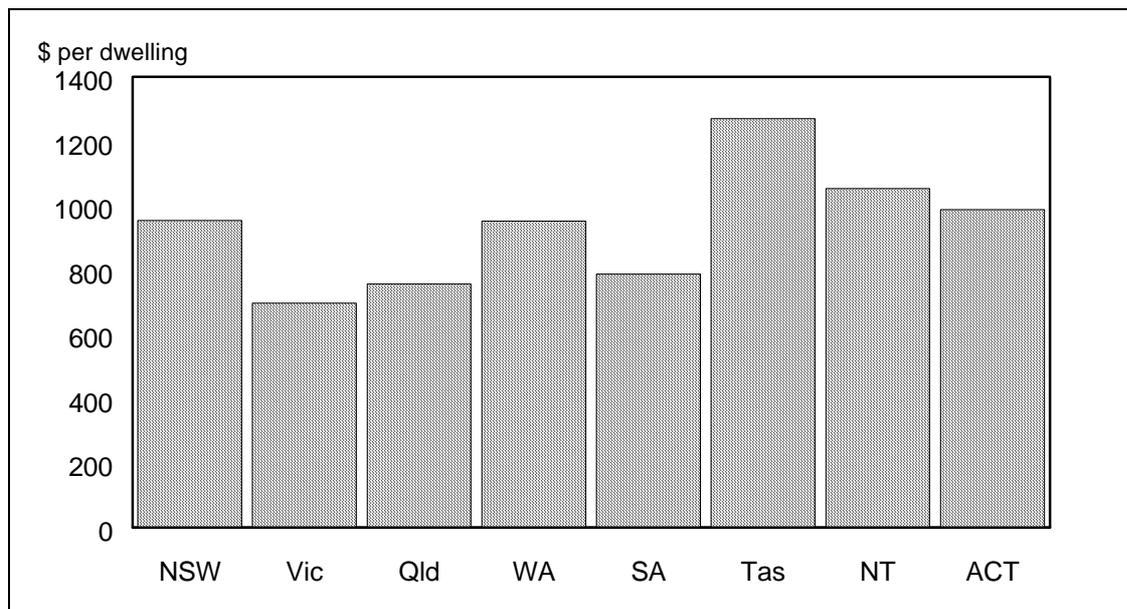


- Notes: 1 Tasmania and NSW do not collect the percentage of tenants in arrears greater than 12 weeks.  
 2 WA collects the percentage of tenants in arrears less than 3 weeks, 3 to 5 weeks and more than 5 weeks and have therefore been excluded from the graph. See Section 4.6 for WA data.  
 3 Only includes tenants in public housing as at June 30, 1995. That is, it excludes ex-tenant debtors.

### Administration and other costs

The cost of administering housing assistance services appear to vary significantly across jurisdictions, ranging from nearly \$700 per dwelling in Victoria to over \$1,200 in Tasmania. As further work is required to ensure comparability of the definition of "administration costs" for future reports, these figures should be treated as indicative.

In addition to these costs, there are also significant property management costs, including general maintenance and depreciation.

**Figure 4.9:** Administration costs per dwelling by jurisdiction, 1995 (\$)

Notes: 1 Comparability may be affected by varying approaches to the capitalisation of administration costs across jurisdictions.

2 WA and NT data include Aboriginal housing, community housing, and bond assistance functions. WA data also include joint venture.

### Maintenance and depreciation costs per dwelling

Maintenance and depreciation costs per dwelling appear to be generally higher in the smaller jurisdictions, although these figures are heavily influenced by differences in asset valuation and depreciation methodologies between jurisdictions.

### Rates of return on equity and assets

Rates of return are based on "property management net surplus" (that is, income based on the notional rents that would have been earned if market rates were charged for public housing dwellings, less operating costs). Rate of return measures address the purely commercial property management objectives of public rental housing.

As the methodologies for calculating market rents and current asset values vary significantly across jurisdictions, comparability of data are limited at this stage. Australia-wide, the rates of return are quite low, with most jurisdictions earning between three to five per cent return on assets.

### **Market rent foregone through vacancy**

One factor affecting returns on assets and equity is the amount of rent foregone due to vacant tenable and untenable properties. The data show that market rent forgone due to vacancy is only a small fraction of total rent raised. Forgone rent amounted to between 1.3 and 2.7 per cent of total market rent raised across all jurisdictions in 1994–95.

### **Community service obligations**

For this exercise community service obligations (CSOs) are measured as the difference between notional market rent and the rent actually charged to the tenant household. They are expressed as a proportion of total market rent and provide an indication of the share of government subsidy in providing public housing (see Section 4.7 for further information.) Like unit maintenance and depreciation costs, data relating to CSOs are heavily influenced by asset valuation methodologies. The available data suggest that CSOs average around 50 per cent of market rent, and range from almost 40 per cent in South Australia to almost 67 per cent in Queensland.

## **4.5 Future directions**

There are several activities in progress to improve the completeness, consistency and quality of indicators and data for inclusion in the next report.

Of primary importance is improving data quality and comparability between jurisdictions. It is anticipated that data quality will improve over time through the development of a more detailed "data dictionary" of nationally accepted standard definitions. Furthermore, it is anticipated that the establishment of new data systems in some jurisdictions, combined with the adoption of accrual accounting, will also improve the quality of subsequent reports.

### **National customer satisfaction survey**

A consultancy has been established by all States and Territories and the Commonwealth to develop a national methodology for assessing customer satisfaction with respect to key aspects of product and service delivery. A pilot survey commenced in November 1995 to test this methodology. Face to face interviews and self completion methodologies were tested in both metropolitan and regional centres of NSW and Queensland. It is anticipated that the consultant's final report will be available in late January 1996.

Some State and Territory specific information on customer satisfaction has been included in the 'Additional performance information' Section, as a preliminary but not comparable, indication of performance (see Section 4.6).

### **Consultancies on asset valuation and housing stock condition**

These consultancies are currently in their initial phase with the establishment of steering committees and drafting of consultants' briefs. It is envisaged that these consultancies will be completed in early 1996 and findings will inform the refinement of a number of indicators — for example, CSOs.

### **Improvements to existing sets of indicators**

The current set of indicators will be developed further to promote consistency, comparability and completeness. In particular, ongoing refinement of the indicators relating to targeting will be conducted to ensure that the most appropriate measure of "in need" is used. Indicators that rely on bilateral agreements between the Commonwealth and each State and Territory Government, including the level of provision targets and equity value targets, will be included once these agreements are in place.

### **Extension of services to be covered**

Over time there will be a move to encompass a wider range of housing assistance services, such as subsidies to home ownership, the Crisis Accommodation Program, Aboriginal Housing Program, assistance to private renters, and community housing.

## **4.6 Performance indicators by jurisdiction**

The source of the data used in the tables in this section is the jurisdiction(s) (them)itself unless otherwise noted.

### **New South Wales - jurisdiction's own comments**

“ NSW continues to face a high level of demand for all forms of housing assistance. This is reflected by the number of households assisted throughout the year and the relatively long period applicants for public housing spend on the waiting list.

Public housing is well targeted to those in need. Based on the needs analysis undertaken for this data collection 83% of public tenants in NSW fall into the category of housing need. There are concerns however that the targeting indicator used in the data collection does not measure all groups in housing need. Needs groups not picked up in the analysis include:

- newly formed households;
- homeless people; and
- those living in non-private dwellings.

Performance in a range of areas is highlighted below.

**Rate of return:** The rate of return (5%) achieved by the NSW Department of Housing is satisfying. However as better located housing stock continues to be acquired there will be an impact on the rate of return. Asset management strategies have therefore been developed to assist in maintaining the rate of return.

**Arrears:** Low levels of arrears among public housing tenants reflects the continuing high priority given to client services by the Department of Housing. The Department's capacity to identify arrears promptly, and follow up, has been enhanced by a number of administrative and system changes put into place over the past two years.

**Administration costs:** In comparison to other states, administration costs per dwelling are in the middle range. The gradual increase in administrative costs since 1992–93 again reflects an emphasis on customer services by the Department of Housing. It should be noted that these costs also include the administration of public housing applications and waiting list management which is a major contribution to the workload of client service staff.

**Vacancy rates:** The Department of Housing is clearly dealing efficiently with vacant properties. This is reflected in the low level of rent forgone due to vacancies and the small percentage of properties unoccupied, approximately one and a half percent of total stock, at the end of the 1994–95 financial year. ”

## New South Wales, 1992–93 to 1994–95, descriptors

**Table 4.1: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing	1		np	np	137,817
Total number of public rental households — metro	2		np	np	78,525
Total number of public rental households — non-metro	3		np	np	24,089
Total number of dwellings occupied as at June 30	4		np	np	122,235
Total number of dwellings vacant as at June 30			np	np	1,637
Total number of vacant public rental housing dwellings — tenantable	5		np	np	9,336
Total number of vacant public rental housing dwellings — untenantable	6		np	np	5,524
Total market value of stock	7	\$m	13,312	13,893	14,390
Total market value of rent		\$m	937	948	974
Total rent actually collected	8	\$m	381	385	393
Total expenditure — recurrent and capital	9	\$m	569	522	535

- Notes: 1 Includes all public housing assistance and has been calculated using a count of tenancies current as at 30 June, 1994 plus new tenancies established between 1 July, 1994 and 30 June, 1995 (inclusive). Nominal transfers, that is, same address and mutual exchanges are excluded.
- 2 Metro region — Sydney Statistical Division (SD05).
- 3 Non-metro region — rest of State.
- 4 Occupied dwellings — count of current tenancies, excluding Housing for Aborigines, Community Housing and headleased properties, as at June 30, 1995. Available for 1994–95 only.
- 5 Definition of public housing tenantable dwellings — dwellings that were vacant between 0 and 4 weeks.
- 6 Definition of untenantable dwellings — dwellings vacant for more than four weeks. D6 and D7 include all vacancies for the financial year.
- 7 Market valuations of residential properties are obtained by way of benchmarks. The benchmarks represent type of accommodation having regard to age, structural material and by location. The figure includes all residential property and excludes commercial property.
- 8 Total rent actually collected refers to the net result of gross rent less rebates, write offs and net movement in rental debtors and add received in advance.
- 9 Total expenditure — the sum of Grants for Other Assistance claimed from the Commonwealth as a general allowance and total capital expenditure.

## New South Wales, 1991 and 1992–93 to 1994–95, effectiveness

**Table 4.2: Effectiveness indicators**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>				<i>1991</i>
Proportion of public rental households in need at 25% affordability benchmark	1	%				82
Proportion of public rental households in need at 30% affordability benchmark	1	%				72
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom		%				8.6
Percentage of households living in under-utilised dwellings — two or more additional bedrooms		%				8.0
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>	
Affordability of households spending: less than 20%;	2	%	np	np	94	
less than 25%;		%	np	np	100	
less than or equal to 30%; and		%	np	np	100	
more than 30% of their assessable income on rent		%	np	np	0	
Number of households waiting: less than 6 months;	3	%	np	np	np	
less than 1 year;		%	np	np	23.36	
less than 2 years;		%	np	np	46.93	
less than 3 years;		%	np	np	67.33	
less than or equal to 4 years; and		%	np	np	82.94	
more than 4 years as a proportion of the total number of households waiting as at June 30.		%	np	np	17.06	

- Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined.
- 2 The definition of household income varies from Department of Social Security assessable income criteria.
- 3 Figures are unavailable for those persons waiting less than 6 months. Does not include 5000 applicants awaiting eligibility assessment.

## New South Wales, 1992–93 to 1994–95, unit cost and productivity

**Table 4.3:** Unit cost and productivity

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity		ratio	0.05	0.05	0.05
Rate of return on assets plus interest	1	ratio	0.03	0.03	0.03
Administration cost per dwelling	2	\$	np	np	955
Maintenance and depreciation cost per dwelling	3	\$	np	np	1286
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed		%	np	np	0.70
Rent in arrears:		%	np	np	3.01
more than 4 weeks;		%	np	np	2.50
more than 8 weeks; and		%	np	np	np
more than 12 weeks		%	np	np	2.62
Turnaround rent foregone		%	np	np	2.62
Community Service Obligations		ratio	0.59	0.59	0.59

Notes: 1 The interest on borrowing's is the figure used.

2 Administration costs refers to the general operating budget which includes capitalised overheads. Administrative costs for community housing, aboriginal housing, home purchase assistance authority and the office of housing policy are included.

3 Figure refers to depreciation costs on properties, office furniture/office equipment, motor vehicles and computer/PABX equipment. Whilst maintenance includes total repairs and maintenance repairs net of recoveries.

## New South Wales, additional performance information

### *Condition of housing stock*

As supplementary data on the condition of housing stock, NSW has provided housing stock age, by density, by number, and value.

## New South Wales, additional performance information

**Table 4.4:** Housing Stock Age by density, by number, and value.

<i>Age</i>	<i>Type</i>	<i>Total Number</i>	<i>Total value (\$m)</i>
0 – 10 years	Low density	4,302	483
0 – 10 years	Medium density	16,988	2,190
0 – 10 years	High density	569	78
10 – 20 years	Low density	13,768	1,314
10 – 20 years	Medium density	17,254	1,851
10 – 20 years	High density	957	93
20 – 30 years	Low density	16,734	1,476
20 – 30 years	Medium density	10,137	914
20 – 30 years	High density	1,918	227
30 – 40 years	Low density	10,027	1,047
30 – 40 years	Medium density	6,919	694
30 – 40 years	High density	713	93
40 plus	Low density	15,010	1,923
40 plus	Medium density	2,890	366
40 plus	High density	305	46
Unknown	Low density	2,438	250
Unknown	Medium density	6,316	662
Unknown	High density	45	4
<b>Total</b>		<b>124</b>	<b>13,712</b>

Source: Department of Urban Affairs and Planning, NSW.

Notes: 1 Low density includes: detached house; semi-detached house and duplex.

2 Medium density includes: row house; town house; Turner-Rigby; Villa; Maisonette; multi unit (walk-up); cluster; triplex; and patio.

3 High density includes multi unit (high rise).

4 Age of the stock is based on first tenancy date and will be accurate for most dwellings unless the Department of housing has acquired an existing dwelling. The total figure excludes 306 dwellings with no valuation.

5 The figure includes general public housing, pensioner housing, Housing for Aborigines (that is, AHRP) and Crisis Accommodation Properties. A number of housing types have been excluded from the count including hostels, shops and dwellings and rooming houses.

### *Customer satisfaction*

NSW has provided data on appeals, that is customer complaints as indicative data for customer satisfaction. A change in the appeals system in December 1994 meant that classifications changed, hence two data tables are shown.

In addition to the data shown below, there have also been residential tenancies tribunal action. There were a total of 53 applications by tenants to the Residential Tenancies Tribunal. Of these, 24 were in breach of tenancy, 16 regarding maintenance, and 13 were for a variation of an order.

## New South Wales, additional performance information

**Table 4.5:** Public Tenants Appeal Panel

	1992–93	1993–94
Complaints received	657	598
Appealable complaints	585	513
Non-appealable complaints	72	85

Source: Adapted from data provided by Department of Urban Affairs and Planning, NSW.

**Table 4.6:** Housing Appeals, 1994 – 95

	July 1 1994 — November 30 1994 <sup>1</sup>	December 1 1994 — June 30 1995 <sup>2</sup>	
		<b>Tier 1</b>	<b>Tier 2</b>
Appeals received	169	412	35
Appeals approved or resolved	49	124	5
Appeals not approved/declined	92	191	12
Outstanding	na	97	18
Not appealable	28	na	na

Source: Adapted from data provided by Department of Urban Affairs and Planning, NSW.

Notes: 1 Refers to the Public housing Appeals Panel.

2 Refers to the Housing Appeals Committee.

## Victoria – jurisdiction's own comments

“ Victoria has put in place a number of initiatives designed to provide better services for clients and improved asset management, leading to more effective and efficient public housing for the future. Neighbourhood teams, providing a single delivery point for housing and maintenance services, are being introduced and property audits will provide vital information for strategic asset management. The Office of Housing model which separates responsibilities for asset, property and tenancy management functions is being implemented.

Victoria has the lowest administration cost per dwelling in Australia. Annual administration costs per dwelling fell by 20% between 1992–93 and 1994–95, a reduction which reflects Victoria's commitment to provide a quality service at least possible cost.

The proportion of households waiting for public housing longer than two years is higher in Victoria than all other States, although only marginally higher than in NSW and SA. Factors affecting this higher proportion are:

- Changes in priority policy, placing greater emphasis on those with greater more immediate need, have increased waiting times for others on the waiting list.
- Victoria's policies allow greater choice of location, housing type and the number of housing offers made than other States. Some households wait longer periods in order to obtain the housing of their specific choice. This policy setting is being reviewed.
- Victoria has been less active than other States in culling waiting lists to remove households no longer waiting for public housing. Improved demand strategies are being developed.

Victoria is fully committed to the development of performance indicators aimed at assessing the quality of public housing outcomes, in particular, measures of client satisfaction and the condition of housing stock. Initiatives in this area include:

- An extensive audit is currently underway to record the conditions of all properties to provide a comprehensive record of housing stock quality.
- Surveys of client satisfaction show that over two-thirds of tenants are satisfied with the overall quality of public housing services.

Further development of these type of indicators is strongly supported by Victoria.”

## Victoria, 1992–93 to 1994–95, descriptors

**Table 4.7: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing.			np	np	69,777
Total number of public rental households — metro	1		np	np	45,688
Total number of public rental households — non-metro			np	np	24,089
Total number of dwellings occupied as at June 30	2		np	np	60,973
Total number of dwellings vacant as at June 30			np	np	2,769
Total number of vacant public rental housing dwellings — tenatable	3		np	np	952
Total number of vacant public rental housing dwellings — untenatable			np	np	1,817
Total market value of stock	4	\$m	np	np	4,507
Total market value of rent	5	\$m	np	np	347
Total rent actually collected	6	\$m	np	np	181
Total expenditure — recurrent and capital		\$m	np	np	437

- Notes: 1 Capital city and rest of state is based on a Departmental split that is similar but not identical to the ABS definition. Figure excludes transfers.
- 2 Total stock numbers have not been reconciled as at 30/6/95.
- 3 On ISIP properties which have been transferred to the responsibility of the maintenance office have the status 'Vacant Untenatable' because they are ostensibly waiting for the maintenance to be carried out. When the properties are transferred back to the Housing Office their status changes to 'vacant tenatable' that is, maintenance has been completed and they are available for reletting. Vacant tenatable can also include properties in the categories of awaiting demolition, awaiting conversion, awaiting replacement, awaiting sale and general upgrade.
- 4 The value applied for properties acquired in this financial year is a capital cost. The value of stock acquired prior to the 1994–95 financial year is the current market value as applied by the Valuer General.
- 5 The total number of properties with a market value on rent was 62,108.
- 6 The total rent collected includes arrears repayment instalments.

## Victoria, 1991 and 1992–93 to 1994–95, effectiveness

**Table 4.8: Effectiveness indicators**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>				<i>1991</i>
Proportion of public rental households in need at 25% affordability benchmark	1	%				78
Proportion of public rental households in need at 30% affordability benchmark	1	%				64
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom		%				11.7
Percentage of households living in under-utilised dwellings — two or more additional bedrooms		%				6.9
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>	
Affordability households spending: less than 20%;	2	%	np	np	55	
less than 25%;		%	np	np	100	
less than or equal to 30%; and		%	np	np	100	
more than 30% of their assessable income on rent.		%	np	np	0	
Number of households waiting: less than 6 months;	3	%	np	np	11.59	
less than 1 year;		%	np	np	21.94	
less than 2 years as a proportion;		%	np	np	39.95	
less than 3 years as a proportion;		%	np	np	58.42	
less than or equal to 4 years; and		%	np	np	75.76	
more than 4 years as a proportion of the total number of households waiting as at June 30.		%	np	np	24.24	

Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined.

2 For rebated tenants only. Assessable income for calculation of rebated rent excludes TPI pensions and 5 per cent to 100 per cent disability pensions and includes additional family payment.

3 Based on new applications only excluding transfer applications.

## Victoria, 1992–93 to 1994–95, unit cost and productivity

**Table 4.9:** Unit cost and productivity

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity		ratio	np	np	0.03
Rate of return on assets plus interest		ratio	np	np	0.01
Administration cost per dwelling		\$	np	np	698
Maintenance and depreciation cost per dwelling		\$	np	np	1,583
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed.		%	np	np	5.04
Rent in arrears:		%	np	np	7.31
more than 4 weeks;		%	np	np	3.86
more than 8 weeks; and		%	np	np	2.44
more than 12 weeks		%	np	np	2.18
Turnaround rent foregone	1	%	np	np	0.48
Community Service Obligations		ratio	np	np	

Note: 1 Properties in either category with reletting do not incur a vacancy rent charge. Except reletting restrictions 'hard to let', 'no eligible applicant' and 'under review' which do incur vacancy rent charges.

## Victoria, additional performance information

### *Condition of housing stock*

There is currently an extensive audit underway recording the condition of all Departmental properties. The audit records the condition, type, repair and replacement costs and the anticipated year of expenditure for all major attributes of a property. Data collected are recorded in the field on pen-based computers with the results uploaded back in to the Department's mainframe ISIP upon completion.

Approximately 45,000 properties, or 66 per cent of the Departments properties have been inspected to date. The initial audit is due for completion by December, 1995.

Queries on a one-off property basis, or a limited area basis, are readily available on ISIP to all users. However, systems for accessing data on a higher level are still under development and should also be completed by December, 1995. The following table gives a preliminary indication of the condition of housing stock.

## Victoria, additional performance information

**Table 4.10:** Stock type by age, December 1995

	<i>Pre 1950</i>	<i>1950 – 1959</i>	<i>1960 – 1969</i>	<i>1970 – 1979</i>	<i>1980 – 1989</i>	<i>1990 and up</i>	<i>Total</i>
<b><i>Metro</i></b>							
High rise bedsit	0	2	227	194	0	0	423
High rise flat	21	0	3826	3470	47	60	7,424
Low rise bedsit	6	111	982	719	88	29	1,935
Low rise flat	694	3,171	2,214	819	864	427	8,189
Separate house	1,065	3,107	1,153	1,266	5,262	810	12,663
Semi detached	853	825	35	35	253	414	2,415
Medium density	634	188	133	457	2,684	2,706	6,802
Other	529	1	6	238	1,530	30	2,334
<b>Total</b>	<b>3,802</b>	<b>7,405</b>	<b>8,576</b>	<b>7,198</b>	<b>10,728</b>	<b>4,476</b>	<b>42,185</b>
<b><i>Country</i></b>							
Low rise bedsit	3	3	132	819	178	0	1,135
Low rise flat	366	84	126	434	738	136	1884
Separate house	801	4,190	950	3,138	4,895	300	14,274
Semi detached	138	31	3	1	148	263	584
Medium density	303	43	35	221	1,338	1,085	3,025
Other	117	2	1	71	454	10	655
<b>Total</b>	<b>1,728</b>	<b>4,353</b>	<b>1,247</b>	<b>4,684</b>	<b>7,751</b>	<b>1,794</b>	<b>21,557</b>

Source: Office of Housing, Department of Planning and Development, Government of Victoria.

### *Customer satisfaction*

Victoria has provided the results of a customer satisfaction survey undertaken in 1994.

## Victoria, additional performance information

**Table 4.11:** Housing services inner metropolitan region customer satisfaction 1994.

<i>Performance attributes</i>	<i>Number of respondents</i>	<i>Importance Very/critically</i>	<i>Performance ratings (%)</i>	
			<i>Dissatisfied</i>	<i>Satisfied</i>
Location of tenants home in relation to services	15,836	90	5	87
Design of tenants home internally	15,806	81	11	71
Design of tenants home externally	15,751	68	10	64
Overall quality of tenants home	15,773	90	11	66
Physical security of tenants home	15,773	96	18	64
Security of tenants estate	13,400	94	20	58
Security Patrols	11,856	93	24	54
Public lighting on the estate	14,430	93	12	73
Way rental arrears are dealt with	14,676	72	6	62
Convenience of paying rent	15,747	88	2	87
Maintenance services	15,729	96	20	60
Information provided by housing services	15,667	84	13	61
Cleaning	12,170	90	22	52
Overall services provided by the area office	15,703	91	9	66
<b>Average</b>		<b>88</b>	<b>13</b>	<b>66</b>

Source: Victorian Department of Planning and Development

**Table 4.12:** Selected summary results of the client satisfaction survey for the outer metro region 1994 (per cent)

<i>Aspect</i>	<i>Dissatisfied</i>	<i>Neither satisfied or dissatisfied</i>	<i>Satisfied</i>
Feeling safe	14.7	11.9	73.4
Rating on area lived in	8.8	8.7	82.5
Overall condition	8.7	35.5	55.9
How do you feel about your house/flat	9.9	10.1	80.0
Comparison with previous accommodation	17.7	11.4	70.8
Quality of AO service	6.9	28.5	64.6
Staff attitudes towards tenants	7.7	25.7	66.6
Satisfied with quality of information from HO staff	10.7	11.0	78.4

Source: Victorian Department of Planning and Development

## Victoria, additional performance information

**Table 4.13:** Housing services country region customer satisfaction 1994.

<i>Performance attributes</i>	<i>Number of respondents</i>	<i>Importance Very/critically</i>	<i>Performance ratings (%)</i>	
			<i>Dissatisfied</i>	<i>Satisfied</i>
Location of tenants home in relation to services	21,054	81	6	82
Design of tenants home internally	21,035	76	15	62
Design of tenants home externally	21,015	64	9	66
Overall quality of tenants home	21,015	91	15	63
Physical security of tenants home	21,041	97	33	47
Security of tenants estate <sup>1</sup>	6,551	na	na	na
Security Patrols <sup>1</sup>	7,483	na	na	na
Public lighting on the estate	13,488	92	19	66
Way rental arrears are dealt with	20,473	73	8	58
Convenience of paying rent	21,027	89	3	86
Maintenance services	21,029	96	26	53
Information provided by housing services	21,029	85	18	52
Cleaning <sup>1</sup>	2,188	na	na	na
Overall services provided by the area office	21,941	91	15	59
<b>Average</b>		<b>85</b>	<b>15</b>	<b>63</b>

Source: Victorian Department of Planning and Development

Note: 1 These services are not represented in the Customer Satisfaction Window because of the small base able to give a rating.

### Queensland – jurisdiction’s own comments

“ While an exercise of this nature provides a valuable basis for measuring performance, it is important to be aware of the limitations of the current data. Interpretation of results should be undertaken with caution.

The use of 1991 Census data to calculate households in "need" and under and over occupancy rates in public housing has significant implications for Queensland’s results. The age of the data is particularly pertinent in Queensland which has experienced some of the highest population growth rates in Australia as well as significant growth and change in the profile of public housing stock. The expressed demand for public housing has substantially increased over the past 5 years.

The results obtained for Queensland using Census data differ significantly from the results obtained using Queensland Department of Housing, Local Government and Planning (QDHLGP) current data sets. Census data indicates only 63% of households in public housing would pay 30% or more of their income on rent if they were housed in the private market, whereas QDHLGP data indicates 84% of public rental households would pay 30% or more of their income if they were renting in the private market.

Calculating "need" solely on the basis of income also fails to take into account households who are in housing need because of inability, for a range of reasons, to access the private rental market. This is also a significant factor in Queensland where some areas of the State have little or no private rental market.

The under and over occupancy results obtained using Census data indicate 8.7% of Queensland public rental tenants are living in overcrowded circumstances and 7.8% of tenants are under occupying dwellings. QDHLGP data suggests overcrowding is significantly lower whereas under occupancy is much higher. Through redevelopment and new acquisition, the Department is working to better align its stock to demand to reduce under and over occupancy.

A further discrepancy is the calculation of *market rent receivable*. The methodology used by the Industry Commission that is, calculating a differential rent for capital cities and the rest of the State, results in market rent receivable of \$407 million for Queensland. The QDHLGP’s own calculation of *actual market rent value* is \$309 million. This is a huge difference and has a substantial impact on the calculation of the *community service obligation*. The current methodology does not allow for substantial variations in market rents throughout the State and significantly over represents the market rent receivable.”

## Queensland, 1992–93 to 1994–95, descriptors

**Table 4.14: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing			40,917	51,971	54,539
Total number of public rental households — metro	1		12,485	15,055	15,367
Total number of public rental households — non-metro	2		28,432	36,916	39,172
Total number of dwellings occupied as at June 30			40,917	42,992	44,691
Total number of dwellings vacant as at June 30			na	1,412	1,278
Total number of vacant public rental housing dwellings — tenable	3		na	na	345
Total number of vacant public rental housing dwellings — untenable	4		na	na	933
Total market value of stock	5	\$m	na	na	na
Total market value of rent	6	\$m	295	310	407
Total rent actually collected		\$m	122	130	133
Total expenditure — recurrent and capital		\$m	458	479	519

- Notes: 1 The total number of households assisted during the financial year in the Brisbane Local Government Area for 1993–94 and 1994–95. Total number of households assisted as at 30/6/93 for 1992–93.
- 2 Total number of households assisted during each financial year outside the Brisbane Local Government for 1993–94 and 1994–95. Total number of households assisted as at 30/6/93 for 1992–93.
- 3 This information was supplied for 1994–95. The figures for 1992–93 and 1993–94 show total dwellings only because untenable data is unavailable.
- 4 Information supplied for 1994–95. The figures for 1992–93 and 1993–94 are unavailable. Untenable properties exclude properties demolished, emergency housing, external management, insurance evaluation, no suitable applicant, property not complete, no demand, reversion, sold and vandalised.
- 5 The data are not yet available. The Department has commenced initial work with the view of obtaining market value for each of its properties.
- 6 Figures are determined by matching the property's location (that is, Brisbane or rest of State) and number of bedrooms to the equivalent median rent value in the private sector. Median private sector rents are based on Queensland Rental Tenancies Authority data for the relevant June quarters. The Department commenced a market rent policy in 1994. The total value of the actual market rents calculated by the Department for 1994–95 is \$309.5 million. This is almost \$100 million less than the method discussed above.

## Queensland, 1991 and 1992–93 to 1994–95, effectiveness

**Table 4.15: Effectiveness indicators**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>				<i>1991</i>
Proportion of public rental households in need at 25% affordability benchmark	1	%				81
Proportion of public rental households in need at 30% affordability benchmark	1	%				63
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom		%				8.7
Percentage of households living in under-utilised dwellings — two or more additional bedrooms		%				8.6
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>	
Affordability of households spending:	2	%	np	np	39	
less than 20%;		%	np	np	100	
less than 25%;		%	np	np	100	
less than or equal to 30%; and		%	np	np	0	
more than 30%		%	np	np	31.79	
Number of households waiting:		%	np	np	54.67	
less than 6 months;		%	np	np	81.62	
less than 1 year;		%	np	np	94.01	
less than 2 years;		%	np	np	98.07	
less than 3 years;		%	np	np	1.93	
less than or equal to 4 years; and		%	np	np		
more than 4 years as a proportion of the total number of households waiting as at June 30.		%	np	np		

Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined

2 Assessed income based on the QDHLGP income assessment.

## Queensland, 1992–93 to 1994–95, unit cost and productivity

**Table 4.16:** Unit cost and productivity

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity		ratio	np	np	0.10
Rate of return on assets plus interest	1	ratio	np	np	0.09
Cost of production as a proportion of the market value of stock	2	ratio	na	na	np
Administration cost per dwelling		\$	472	604	757
Maintenance and depreciation cost per dwelling	3	\$	1,424	1,520	1,585
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed	4	%	na	na	1.23
Rent in arrears: more than 4 weeks;		%	np	np	3.11
more than 8 weeks; and		%	np	np	0.67
more than 12 weeks		%	np	np	0.25
Turnaround rent forgone		%	na	na	na
Community Service Obligations		ratio	na	na	0.67

Notes: 1 Interest is estimated at \$4 million per annum. Interest of approximately \$5 million per annum is received and utilised for general corporate functions. Approximately 80 per cent of corporate costs are attributable to public rental.

2 The costs of land acquisition, land development, and joint venture land development, for each financial year as recorded in the Department's general ledger. Costs of building include design and external fees relating to construction for each financial year as recorded in the Department's general ledger. The figures do not include costs associated with redevelopments, upgrades and spot purchases.

3 Figures as recorded in the Department's General Ledger.

4 Figures are unavailable for 1992/93 and 1993/94. For 1994/95, the department is unable to separate market rent lost through vacancy — tenable and vacancy — untenable. The figure provided is a combined figure of forgone market rent during 1994/95 is \$13 314 581. This includes market rent forgone for all reasons including vacant turnarounds and vacant untenable such as site redevelopments, dwellings for demolition, dwellings out for maintenance etc.

## Queensland, additional performance information

### *Condition of housing stock*

Queensland has provided data on the age profile of public housing stock as an indication of the condition of housing stock.

## Queensland, additional performance information

**Table 4.17:** Age of Profile of Public Housing Stock in Queensland as at 30 June, 1995

<i>Age (years)</i>	<i>Count</i>	<i>Percentage</i>
5 years or less	11,915	25.9
6 to 10 years	8,731	19.0
11 to 15 years	4,472	9.7
16 to 20 years	5,249	11.4
21 to 25 years	2,881	6.3
26 to 30 years	2,185	4.8
More than 30 years	7,054	15.3
Not specified	3,482	7.6
<b>Total</b>	<b>45,969</b>	<b>100.0</b>

Source: Queensland Department of Housing Local Government and Planning.

Note: This information is based on estimates and is subject to validation following the establishment of a complete asset register.

### *Customer satisfaction*

QDHLGP has been administering client satisfaction surveys since November 1993. These surveys were developed to measure customers satisfaction with the service provided by area office staff. They do not measure product satisfaction. Initially, surveys were undertaken every 3 months and now have been reduced to once every 6 months.

Self administering surveys are provided to customers presenting at area office counters for a period of one week. Customers are asked to comment on aspects such as timeliness of service, politeness and helpfulness of staff, privacy aspects, accessibility of offices and clarity and usefulness of written and verbal information. Survey results have been consistently positive and feedback has led to changes in particular offices such as better signage, improved counter design and changed processes.

The Department also undertakes Post Occupancy Assessments which measure tenants' satisfaction with particular design elements of new public housing stock. The assessments involve a detailed tour of particular sites and discussion with tenants. Feedback about design features is provided to departmental Design Teams and the Design Review Committee.

## Western Australia – jurisdiction's own comments

“ Homeswest provides public housing assistance to people over an area of approximately 2.5 million square kilometres. The dispersion of clients means that there are 32 Homeswest offices throughout the State. These offices provide both tenancy and property management services to public rental clients. The wide service area means that there are major differences between each of Homeswest's 9 regions.

In Western Australia, Aboriginal people represent a key need group, many of whom are located in remote areas which have been poorly serviced in the past due to the high costs of housing and infrastructure in these areas. Unfortunately, the affordability needs model, proposed by the Commonwealth, does not consider these issues or this group and also ignores the question of homelessness, discrimination and the lack of private market alternatives. In 1994–95, in recognition of the greater need for services, Homeswest established a new directorate dedicated to meeting the needs of Aboriginal people.

Homeswest is also a major builder, home financier and land developer in Western Australia. The population of Western Australia continues to grow (2.7% between 1991–92 and 1993–94) however, the private rental market outside the Perth metropolitan area and other major country centres is generally insufficient to meet the housing needs of Western Australia.

Over the past five years Homeswest has focused upon implementing a major redevelopment program to improve the quality of stock and match of stock as well as improve the mix of public rental and private housing stock.

During 1994–95 Homeswest has been reviewing its operations to improve efficiency and accountability. It has implemented a customer service charter (August 1994) and is replacing its information technology systems to better record and report operational data. It is also undertaking a major asset revaluation project and hence is unable to report on asset values in this report.

In this report Homeswest's reported administration costs include costs for Aboriginal housing, community housing, joint ventures and bond assistance. In 1994–95 the indicator information differs from figures provided for previous years due to a change in accounting treatment of capitalisation. The change has been made in anticipation of a move to current valuation of assets which will render previous accounting treatments for capitalised administration costs redundant. The effect of this change has been to significantly reduce the amount of capitalised administration in 1994–95. Further, the level of recoupments in administration costs has been significantly reduced. As a result of both issues administration costs for the 1994–95 year are overstated. Homeswest is pleased to note it has almost the lowest maintenance costs for Australia and a good record for rent payment.”

## Western Australia, 1992–93 to 1994–95, descriptors

**Table 4.18: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing	1		40,509	41,027	41,591
Total number of public rental households — metro	1		27,555	28,181	28,876
Total number of public rental households — non-metro	1		12,954	12,846	12,715
Total number of dwellings occupied as at June 30			np	32,426	32,286
Total number of dwellings vacant as at June 30	2		np	1,175	1,242
Total number of vacant public rental housing dwellings — tenatable	3		np	560	632
Total number of vacant public rental housing dwellings — untenatable	4		np	615	610
Total market value of stock		\$m	na	na	3,342
Total market value of rent	5	\$m	169	184	309
Total rent actually collected	6	\$m	89	91	190
Total expenditure — recurrent and capital		\$m	220	161	356

- Notes: 1 Number supplied include Joint Venture (JV), Community Housing (CH), and Aboriginal Villages (AV) stock as at June 30 for each financial year.
- 2 Dwellings vacant include the following: currently being modified for a tenant with disability, in use for emergency housing, for sale, no suitable applicant, and no demand.
- 3 Data for 93–94 and 94–95 were taken from extract data bases created for reporting purposes. The process of creating these extracts began during 93–94 and therefore are not available for 92–93.
- 4 Dwellings counted for this category are non lettable dwellings and dwellings undergoing vacated maintenance.
- 5 Rents are regionally based rents and include rents from the Aboriginal Rental Housing Program.
- 6 These figures are for public rental housing only.

## Western Australia, 1991 and 1992–93 to 1994–95, effectiveness

**Table 4.19: Effectiveness indicators**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>			
Proportion of public rental households in need at 25% affordability benchmark	1	%	1991		
Proportion of public rental households in need at 30% affordability benchmark	1	%	63		
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom		%	8.6		
Percentage of households living in under-utilised dwellings — two or more additional bedrooms		%	9.7		
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Affordability of households spending:	2	%	32	33	33
less than 20%;		%	100	100	100
less than 25%;		%	100	100	100
less than or equal to 30%; and		%	0	0	0
more than 30% of their assessable income on rent.		%	0	0	0
Number of households waiting:	3	%	np	np	28.43
less than 6 months;		%	np	np	49.58
less than 1 year;		%	np	np	73.43
less than 2 years;		%	np	np	86.13
less than 3 years;		%	np	np	93.44
less than or equal to 4 years; and		%	np	np	6.56
more than 4 years as a proportion of the total number of households waiting as at June 30.		%	np	np	6.56

Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined.

2 Figures provided include public rental housing and aboriginal housing rental program. Assessable income includes Additional Family Payment and Guardian Allowance.

3 These figures exclude AHRP, JP, CH and AV.

## Western Australia, 1992–93 to 1994–95, unit cost and productivity

**Table 4.20:** Unit cost and productivity

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity	1	ratio	np	np	np
Rate of return on assets plus interest		ratio	np	np	np
Administration cost per dwelling	2	\$	np	851	952
Maintenance and depreciation cost per dwelling	2	\$	np	1,369	1,347
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed	3	%	np	np	np
Rent in arrears:	4	%	np	np	np
more than 4 weeks					
more than 8 weeks	4	%	np	np	np
more than 12 weeks	4	%	np	np	np
Turnaround rent foregone		%	np	np	np
Community Service Obligations	5	ratio	0.44	0.48	0.51

Notes: 1 Figures include public rental housing and Aboriginal rental housing program. Figures will be available during 95–96 after the accounting split of property and tenancy management. Further market valuations will be available in 95–96 when the current valuation project is complete.

2 Figures include PRH, AHRP, CH, JV and Bond Assistance.

3 Figures are for public rental housing only.

4 Figures provided include public rental housing and the Aboriginal rental housing program. Figures were only available for vacant properties. Rents are regionally based market rents and include rent for Aboriginal rental housing program.

5 Figures include the Aboriginal rental housing program.

## Western Australia, additional performance information

### *Rental arrears*

WA has been unable to provide the indicator as requested but has provided the data shown in Table 4.21.

**Western Australia, additional performance information****Table 4.21:** Rental arrears for 1994–95 for less than 3 weeks, 3 to 5 weeks and more than 5 weeks

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	<i>Percentage in arrears</i>	<i>Rental arrears in dollars</i>
Less than 3 weeks	11.5	232,664
3 to 5 weeks	1.4	98,027
5+ weeks	1.2	159,966

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Source: Homeswest

Note: As at June 30 1995.

*Condition of housing stock*

WA has provided stock type by age as an indication of housing stock condition.

## Western Australia, additional performance information

**Table 4.22: Stock type by age**

	<i>Pre 1950</i>	<i>1950 – 1959</i>	<i>1960 – 1969</i>	<i>1970 – 1979</i>	<i>1980 – 1989</i>	<i>1990 and up</i>	<i>Total</i>
Asbestos cement cladding with panel frame	na	1	na	22	22	na	45
Asbestos cement cladding with steel frame	2	1	1	9	78	15	106
Asbestos cladding with a timber frame	388	2,208	1,621	1,029	53	1	5,300
Weatherboard on timber	65	206	60	1	1	na	333
Hardiflex on a steel frame	na	na	na	na	11	5	16
Full masonry (double brick or block)	695	1,117	2,680	3,895	6,382	5,382	20,151
Masonry veneer with panel frame	10	6	141	336	na	10	503
Masonry veneer steel frame	1	na	1	288	824	111	1,225
Masonry veneer with timber frame	18	573	1,558	2,563	662	124	5,498
Steel frame iron clad	na	na	na	na	3	46	49
Transportable with panel frame	na	na	2	1	na	na	3
Transportable with timber frame	na	na	15	11	2	na	28
Full weatherboard on timber	56	540	16	2	2	na	616
Others and unknown	8	6	4	4	1	30	53
<b>Total</b>	<b>1,243</b>	<b>4,658</b>	<b>6,099</b>	<b>8,161</b>	<b>8,041</b>	<b>5,724</b>	<b>33,926</b>

Source: Homeswest

## Western Australia, additional performance information

### *Customer satisfaction*

As supplementary data WA has provided results of their 1993–94 customer satisfaction survey.

**Table 4.23:** Extent to which Homeswest tenants are satisfied with various aspects of Homeswest service, 1993–94 (per cent)

<i>Factors</i>	<i>Very dissatisfied</i>	<i>Somewhat dissatisfied</i>	<i>Neither</i>	<i>Somewhat satisfied</i>	<i>Very satisfied</i>	<i>Don't know</i>
Overall satisfaction <sup>1</sup>	3.6	10.6	10.1	34.6	41.1	0.0
Overall condition of the home	9.3	13.3	8.7	31.4	37.1	0.2
Safety and security of the home	18.8	13.5	6.8	26.0	34.2	0.6
Quality of maintenance	10.8	14.1	6.7	29.3	32.5	6.7
Knowledge and competence of staff	4.6	8.7	8.7	37.3	37.6	3.0
Attitude of staff	4.0	5.3	8.7	29.3	51.1	1.5
Information provided	4.4	7.0	9.5	31.6	43.7	3.8
Timeliness	11.4	16.9	7.8	30.4	31.4	2.1

Source: Homeswest customer satisfaction research. Statewide benchmark survey of tenants conducted by an independent market research company - Donovan Research. A face to face stratified random sample was undertaken with 527 Homeswest tenants being interviewed. These results from the general questions on customer satisfaction with various aspects of service. A full copy of the report is available.

Note: 1 Face to face interviewing of 527 persons. All other response based on sample size of n=526.

WA also conducts Post Occupancy Surveys which address the tenant's overall satisfaction with newly constructed dwellings with particular emphasis on maintenance and design issues from the tenant's perspective.

### South Australia – jurisdiction’s own comments

“ South Australia has a relatively large public housing sector. One in eight dwellings are State owned compared with the national average of one in twenty. This is primarily the result of expansion during the 1950’s and 1960’s, where the building of public housing was linked to industry, and the provision of worker housing. Large housing estates were located near manufacturing industry. That sector has experienced a decline in its economic strength since this period and this raises issues for public housing providers.

The key features in the South Australian data are as follows:

- South Australia has a below average rate of households "in need" within public housing at both the 25% and 30% benchmarks. This is a result of an historic function of public housing in South Australia. General allocation of housing has primarily been on a wait-turn basis. However, a priority system, accounting for around 10% of allocations, provides early access for households in acute need.
- The data show South Australia with a relatively high proportion of prospective public tenants waiting for more than two years. Waiting time in this context is a function of more generous eligibility criteria than other States. In addition, it has been shown that some applicants, although suitably housed, lodge an application as a form of "housing insurance" for the future. These applicants are often prepared to wait long periods to ensure they are allocated sought after stock types in high demand areas.
- The cost of administering public housing in South Australia at \$788 per unit, is at the lower end of the range for all States and Territories.

The development of performance Indicators and the subsequent collection of data has served as a useful exercise in progressing the CSHA reform agenda. However, it is fair to say that the data collected this time do not yet provide a basis for decision making. Continued development and refinement of performance indicators and for public housing and other housing programs will be essential.

South Australia considers that the following areas should be given priority with respect to the refinement of the current set of performance indicators and the development of additional ones:

- Targeting — the current methodology requires further expansion to include the measurement of non-affordability aspects of housing need and further breakdown of the data into household groupings.
- Inclusion of Community Housing and Home Purchase Assistance Programs in the data collection exercise particularly in respect of levels of subsidy and relative need of users of these programs.

## South Australia, 1992–93 to 1994–95, descriptors

**Table 4.24: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing.			61,810	61,165	59,843
Total number of public rental households — metro			45,307	45,140	44,703
Total number of public rental households — non-metro			16,503	16,025	15,140
Total number of dwellings occupied as at June 30			61,810	61,165	59,843
Total number of dwellings vacant as at June 30			1,204	1,157	1,516
Total number of vacant public rental housing dwellings — tenable	1		506	410	438
Total number of vacant public rental housing dwellings — untenable	2		698	747	1,078
Total market value of stock	3	\$m	3,335	3,342	3,434
Total market value of rent	3	\$m	308	309	318
Total rent actually collected	4	\$m	194	192	193
Total expenditure — recurrent and capital	5	\$m	357	356	360

- Notes: 1 Definition does not match SAHT definitions and does not represent the different responsibilities between the two entities of Housing Services and Property Management. For this indicator the following assumptions have been adopted: tenable dwellings — vacant dwellings where maintenance has been completed and include the following categories: inappropriate selection; undergoing allocation procedures; tenancy delay; awaiting approval from AHU committee; and unknown vacancies.
- 2 Untenable vacant dwellings are vacant properties that are untenable and include the following categories: emergency housing; no suitable applicant/demand; redevelopment; property for sale; disable modifications; minor repairs/upgrade; major repairs/upgrade; and vacancy maintenance.
- 3 Current SAHT policy is one of 'cost' rents. It is expected that market rents will be implemented in 1995–96. Data has been supplied for total 'cost' rents, and total net rents. The difference between these two figures is the total rental subsidy provided to SAHT tenants during that specified year.
- 4 Figures are estimates only. In 1994–95, the SAHT implemented a Credit Policy, with a principle of one debt per customer, and as such records the value of total receipts received (includes rental, maintenance, water, tenant debt and so on).
- 5 Total operating expenses + capital (cash) expenditure. the following has been included in the data: payments to suppliers and employees; interest paid — operations; interest paid — capitalised on fixed assets; payments for property, plant equipment; and payments to suppliers and employees capitalised.

## South Australia, 1991 and 1992–93 to 1994–95, effectiveness

**Table 4.25: Effectiveness indicators**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>				<i>1991</i>
Proportion of public rental households in need at 25% affordability benchmark	1	%				61
Proportion of public rental households in need at 30% affordability benchmark	1	%				46
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom		%				4.3
Percentage of households living in under-utilised dwellings — two or more additional bedrooms		%				18.6
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>	
Affordability of households spending:	2	%	np	np	27	
less than 20%;		%	np	np	100	
less than 25%;		%	np	np	100	
less than or equal to 30%; and		%	np	np	0	
more than 30% of their assessable income on rent.		%	np	np	0	
Number of households waiting:		%	17.22	15.88	13.44	
less than 6 months;		%	17.22	15.88	13.44	
less than 1 year;		%	31.70	29.98	27.09	
less than 2 years;		%	51.25	49.03	43.24	
less than 3 years;		%	65.05	62.05	57.24	
less than or equal to 4 years; and		%	75.20	72.19	68.21	
more than 4 years as a proportion of the total number of households waiting as at June 30.		%	24.80	27.81	31.79	

Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined.

2 Information provided relates to SAHT tenants on a rebated rent. Income details for full rent payers is unknown. Historical data not available.

## South Australia, 1992–93 to 1994–95, unit cost and productivity

**Table 4.26:** Unit cost and productivity

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity		ratio	np	np	0.07
Rate of return on assets plus interest		ratio	np	np	0.03
Administration cost per dwelling.		\$	1,011	807	788
Maintenance and depreciation cost per dwelling		\$	3,741	4,054	4,392
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed.		%	5.64	6.82	4.68
Rent in arrears:		%	na	na	4.31
more than 4 weeks		%	na	na	2.08
more than 8 weeks		%	na	na	4.07
more than 12 weeks		%	na	na	2.24
Turnaround rent foregone	1	%	np	np	2.24
Community Service Obligations		ratio	0.37	0.38	0.39

Note: 1 Vacancy rent loss figures (by tenatable and untenatable) for 1992–93 and 1993–94 are unavailable due to historical procedures of recording rent loss. System changes in January 1995 to distinguish rent loss for these two groups. Based on manual definitions, it is estimated that 80 per cent of vacancy rent loss for 1994–95 is attributed to untenatable dwellings.

## South Australia, additional performance information

### *Condition of housing stock*

The Valuer General's house condition indicator, shown below, may be the best indicator at present given the difficulty in clarifying definitions.

Median VG condition indicator for public housing stock value of public housing stock for State

Median VG condition value indicator for all housing stock for State

SA has not been able to provide these data at this stage, but theoretically the data are available and workable. In the meantime, SA has provided the following data, which shows average age of stock by construction type and also commentary on the "check it" project.

## South Australia, additional performance information

**Table 4.27:** Average age of stock by construction type

<i>Construction</i>	<i>Count</i>	<i>Average age (year)</i>
Double unit	21,345	38
1 storey mais	2,349	17
2 storey mais	1,386	17
Attached house	5,659	7
Town house	586	4
Medium density	176	13
1 unit brick	7,472	13
1 unit timber	2,393	19
Imported house	1,037	41
Rent grant house	190	35
Mobile unit	562	19
2 storey flat	1,449	23
3 storey flat	1,178	23
4 storey flat	16	3
Villa flat	494	22
Cottage flat	6,565	13
Cottage flat ac	191	20
Purchased house	5,583	12
Detached house	921	3
CAP	291	10
<b>Total</b>	<b>59,843</b>	<b>22</b>

Source: SA Housing Trust

### "Check it" project

In early 1994, the Housing Trust conducted a pilot project to establish an asset condition database. In a sample of 2000 properties across five locations (metropolitan and country) ratings were given for 12 key items of house fabric.

Properties were assessed on a scale of 1 to 5 (1 being 'very poor/needs replacement', 5 being 'as new condition'). The result for the properties surveyed was an average condition rating of 3.55 (3 represented 'average/needs some repair', 4 being 'good condition').

The survey was administered to tenants by tenants and the response rate was 92 per cent. Samples of the data were matched against assessment by Housing Trust and external technical experts, who confirmed the accuracy of the data.

### **South Australia, additional performance information**

The data were also successfully matched against the Trust's internal 'Asset Management Rating'.

The success of this pilot has led to the Trust committing significant expenditure to create an asset condition database for all its properties. These kind of data will inform a range of planning decisions including the level, if any, of deferred maintenance and liability and the shape of future capital maintenance programs.

#### *Customer satisfaction*

SA has provided two forms of supplementary data on customer satisfaction: information on the public housing appeal unit; and information on the customer satisfaction survey.

#### **Public housing appeal unit**

Under Section 29 of the current CSHA, a Public Housing Appeals unit was established in November 1991, to provide South Australian Housing Trust customers with an independent mechanism through which they can appeal policy decisions.

It is a two tier structure, the first tier appeals being handled through internal review and the second tier through an independent review process.

At the end of the 1994–95 financial year, 554 first tier appeals and 75 second tier appeals had been resolved. Of the 554 first tier appeals 69.9 per cent (387) of the original decisions were upheld, and 30.1 per cent (167) were either overturned or resolved to the customer's satisfaction. Of the 75 second tier appeals, 77.3 per cent (58) of the original SA Housing Trust's decisions were upheld.

Details regarding the subject matter of the appeals, and the regional offices where they were generated from, are provided to Housing Services management.

#### **South Australian Housing Trust**

In October 1994 a set of Customer Service Standards were introduced. Housing services has recently completed an initial Customer Satisfaction survey, and plans to undertake regular surveys periodically to test performance against Customer service standards. These initiatives are reflected in the Business Planning Process and are congruent with the portfolio imperative of fostering a customer service ethic.

## South Australia, additional performance information

### Customer Satisfaction Survey

1600 customers took part in the survey. The participants were tenants, applicants and private rental assistance customers from two regional offices. The methodology and sample size used ensure that interpretation of all the results can be broadly indicative of all customers.

The results of the survey are currently being analysed and some preliminary figures have been released to the public. Its release will be targeted across a wide range of people, including customers, other government departments, agencies and the general public.

Analysis is continuing, with work occurring on:

- customer consultation; and
- prioritising issues and strategies for action including incorporating the work into the business planning process.

Preliminary analysis has indicated a high level of satisfaction with customer service. The following are some broad preliminary results.

**Table 4.28:** Preliminary analysis of customer satisfaction 1995

<i>Service</i>	<i>Satisfaction</i>
Maintenance service	3.5
Telephone service	3.5
Housing manager service	3.6
Response to mail enquires	3.6
Front counter service	3.7
Overall satisfaction	3.6

Source: South Australian Housing Trust

Note: Scale: 1= very poor; 2=poor, 3=satisfactory, 4=good, 5=excellent.

## Tasmania – jurisdiction's own comments

“ Housing Services is a program within the Department of Community and Health Services in Tasmania (DCHS). The program provides public rental dwellings, rental subsidies to public housing tenants, assistance to those who wish to rent private housing, become involved in community managed housing, or buy a home.

Services are delivered via local office outlets managed within each of three Regions in the State. Stock acquisition and management, policy development and planning functions are co-ordinated centrally within Corporate Office.

There are approximately 14,500 public rental dwellings in Tasmania, distributed in a manner which broadly reflects the State's decentralised population.

For the purposes of this exercise data was extracted from many diverse computer and manual based systems. These systems are in place chiefly for administrative and operational purposes and are now outdated. An integrated Tasmanian Housing Information System (THIS) will be introduced Statewide in mid 1995–96. This system will assist will client and property management and has the capacity to facilitate access to data which will allow for more comprehensive and accurate reporting for the Program in the future.

### *Financial performance*

The financial impact of providing infrastructure to deliver housing services to a small client base, a population base which is also decentralised, is illustrated in Tasmania displaying comparatively higher administration costs than other states.

### *Non financial performance*

The data shows Tasmania performs well in respect of the relative time people have been waiting for public rental housing. This is demonstrated by only 14 per cent of households on the waiting list for public rental housing, rating as waiting more than two years.

Public housing in Tasmania appears well targeted. The exercise for assessment of households potentially in need showed that approximately 80 per cent of those in public rental would be unable to secure appropriate housing at an affordable price in the private rental market.

Public housing in the State is affordable with 100 per cent of public rental tenants on rebates paying 25 per cent or less of their assessable income on rent.

”

## Tasmania, 1992–93 to 1994–95, descriptors

**Table 4.29: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing.	1, 6		na	na	14,106
Total number of public rental households — metro	2, 6		na	na	6,585
Total number of public rental households — non-metro	3, 6		na	na	7,521
Total number of dwellings occupied as at June 30			13,999	14,079	14,106
Total number of dwellings vacant as at June 30	4		265	370	541
Total number of vacant public rental housing dwellings — tenatable	5, 6		na	na	271
Total number of vacant public rental housing dwellings — untenatable	5, 6		na	na	270
Total market value of stock	6	\$m	na	na	837
Total market value of rent		\$m	70	74	78
Total rent actually collected		\$m	37	38	39
Total expenditure — recurrent and capital		\$m	98	104	93

Notes: 1 As at June 30.

2 Metro refers to Hobart.

3 Non-metro is rest of State.

4 Includes both tenatable and untenatable properties.

5 Information in D6 and D7 is drawn from a different information system than for all other D indices. The accuracy of the split of tenatable and untenatable is questionable. Inaccuracies in the data which relates to D6 and D7 will be rectified with the introduction of THIS.

6 1992–93 and 1993–94 not kept historically by Tasmania's information system.

## Tasmania, 1991 and 1992–93 to 1994–95, effectiveness

**Table 4.30: Effectiveness indicators**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>				<i>1991</i>
Proportion of public rental households in need at 25% affordability benchmark	1	%				78
Proportion of public rental households in need at 30% affordability benchmark	1	%				65
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom		%				7.4
Percentage of households living in under-utilised dwellings — two or more additional bedrooms		%				8.0
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>	
Affordability of households spending: less than 20%;	2	%	np	np	39	
less than 25%;	2	%	np	np	100	
less than or equal to 30%; and	2	%	np	np	0	
more than 30% of their assessable income on rent	2	%	np	np	0	
Number of households waiting: less than 6 months;	3	%	np	np	48.73	
less than 1 year;	3	%	np	np	71.25	
less than 2 years;	3	%	np	np	86.12	
less than 3 years;	3	%	np	np	91.99	
less than or equal to 4 years; and	3	%	np	np	95.52	
more than 4 years as a proportion of the total number of households waiting as at June 30.	3	%	np	np	4.48	

- Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined
- 2 Affordability is based on public rental households for which income details were available. Assessable income based on Tasmanian Housing Services income assessment. Figure as at November 14, 1995.
- 3 Based on new applications only excluding transfer applications.

## Tasmania, 1992–93 to 1994–95, unit cost and productivity

**Table 4.32:** Unit cost and productivity

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity	1	ratio	np	np	np
Rate of return on assets plus interest	1	ratio	np	np	np
Administration cost per dwelling.	2	\$	869	914	1,270
Maintenance and depreciation cost per dwelling		\$	1,474	1,953	1,975
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed		%	np	np	5.39
Rent in arrears:		%	na	na	7.10
more than 4 weeks;		%	na	na	4.30
more than 8 weeks; and		%	na	na	na
more than 12 weeks	3	%	na	na	na
Turnaround rent foregone		%	na	na	2.70
Community Service Obligations		ratio	0.46	0.48	0.50

Notes: 1 At the time of data collection, available information systems did not provide for an up to date figure for valuation of all assets funded with CSHA funds. Therefore R1 and R2 could not be calculated.

- 2 Administration costs include a corporate contribution. Housing Services meets its own direct salary and administration costs, but because the Program forms part of the broader Agency (DCHS), it pays a contribution to reimburse the Agency for administrative services which may be consumed by the Program. These services include a contribution to the salaries and administration of Corporate and Regional Offices in respect of budget, finance, information, secretariat, audit, communication and computer based systems etc. In 1994–95 this contribution was over 26 per cent of total Program administration costs. 1993–94 and more particularly 1994–95 administrative figures include costs associated with the development and introduction of the new Tasmanian Housing Information System (THIS).

- 3 Collect only up to 8 or more weeks.

General note:

The current data systems do not lend themselves to entirely reliable separation of information about public rental housing, community managed housing and Aboriginal rental housing tenancies and properties.

## Tasmania, additional performance information

### *Condition of housing stock*

The introduction of the Tasmanian Housing Information System (THIS) will improve the capacity of the Program to collect valuable information about the condition of public rental housing stock. An additional proposed asset management component, will be integrated with THIS, will increase availability of stock condition information.

## **Tasmania, additional performance information**

During 1995–96 properties state-wide will be assessed against broad standards as an indication of their condition, as part of the Regional Asset Management Planning process. This information will be incorporated into future asset management systems. The standards are as follows:

- A Greater than 70 per cent of as new condition.
- B Between 50 per cent to 70 per cent of as new condition with a reassessment for upgrading required in five years.
- C Less than 50 per cent as new condition with upgrading required within less than 5 years.

A number of projects are due to commence in the next year which will also add to information currently available about stock condition. These include:

- A consultancy to assess the condition of inner city, high density unit complexes. This consultancy will also be responsible for developing strategies for the redevelopment or reconditioning of these complexes.
- A consultancy to undertake stock condition reports of older public housing stock which is in well serviced, higher demand locations. A significant proportion of this stock was built during the late 1950's and 1960's and does not meet current community standards with regard to levels of amenity.

### *Customer satisfaction*

Housing Services has undertaken a number of projects over the last few years to capture client feedback about products and services delivered by the program. In addition, a number of projects are planned for implementation to enhance the Program's understanding of customer satisfaction. The following areas illustrate the nature of activity:

- In 1990 Housing Services (then Housing Tasmania) funded a major consultancy to understand the needs of clients. A sample of over 1000 tenants and applicants was surveyed. The information from this project has assisted Housing Services in the development of new policies and procedures.
- Community consultation is also a vehicle through which information about customer satisfaction is sought. In 1994, the Commonwealth-State Housing Agreement Advisory Group was established as a way of broadening community participation in the planning process. One of the activities of this group during 1994–95 was to assist Housing Services conduct community consultations with all sectors of the community.

**Tasmania, additional performance information (continued)**

Information from those consultations has been used in the preparation of the 1995–96 to 1997–98 Housing Assistance Plan for Tasmania.

- Housing services recently undertook a survey of over 300 households in the Launceston suburb of Rocherlea. This survey focused on community perceptions of safety and security in the area. The survey results have directly contributed to the development of a strategy to address issues raised in the neighbourhood.
- A broadacre strategy was introduced as a budget initiative in 1995–96. As part of this strategy a number of redevelopment projects have been planned. Tenant input has been identified as a priority in these projects.
- Small scale post occupancy evaluations have been undertaken on a number of new design initiatives to gauge consumer perceptions of the design and concepts used.
- The Housing Review Committee provides Housing clients with an independent mechanism through which they can appeal policy decisions. The Committee also serves as an avenue through which policy issues can be raised for further attention by the Housing Services Program.
- Tenant participation is viewed as a valuable means of obtaining client feedback. In recent times projects have been developed in the Southern and North Western regions of the State. Tenant participation will be the focus of further attention during 1995–96.
- Housing services is working to improve data held concerning reasons for exit from public rental housing. Information obtained will help provide an improved picture of what tenant groups are vacating properties, why they are vacating and specifics about satisfaction/dissatisfaction with aspects of the property and surrounding area they are leaving.
- Tasmania is participating in the development of a nationally consistent approach to broadly measure customer satisfaction levels as part of the new performance based Commonwealth-State Housing Agreement (CSHA). This may well also serve as a vehicle for obtaining further State specific data relating to customer satisfaction.

## Northern Territory – jurisdiction’s own comments

“ The aim of the Northern Territory government is to encourage settlement and build a strong economic base; strategies to achieve these aims are in place in all areas of government activity including housing. Comparisons with other states and territories are difficult to make as a result.

Darwin itself has had a strong private housing sector for only the last ten to fifteen years; previously the public sector was the only significant provider of housing in the Territory. As a result, the proportion of publicly-owned property, and the proportion of public sector tenants on above average incomes are higher than those for the rest of Australia. Home purchase schemes are reducing the size of the public sector housing stock. Rent increases are providing another incentive to buy. Prospective tenants are means tested and so public housing now goes to those who most need it. The results of the changes in policy will however take years to become fully evident.

The private sector outside Darwin scarcely exists. For example in Katherine, although the median private rent for a three bedroom house is \$280 a week (a similar property in Sydney is \$220) there has been little private sector response. This is perhaps because of the likely transitory nature of employment-generated demand. The private sector is unlikely to build housing for Aboriginal people, or industry and service providers in remote communities, particularly when the land is held under the Aboriginal Land Rights Act.

Northern Territory performance is also affected by the following factors, not immediately apparent from the indicators:

- the need to meet acute shortages of housing in remote areas by building on Aboriginal owned land and handing the property to the community to manage
- the impact of high market rents and values on the cost of providing assistance to private renters, on levels of housing need, on the rate of return
- the need for the Housing Commission to have a presence in the more distant regional centres and the resulting increase in administration costs
- the high cost of building, repairs and maintenance (caused by the high price of building materials and labour, and servicing widely dispersed property)
- the increasingly burdensome (for smaller states) statutory reporting requirements to which the performance indicators themselves are a significant addition.”

## Northern Territory, 1992–93 to 1994–95, descriptors

**Table 4.33: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing	1		na	na	8,375
Total number of public rental households — metro	2		na	na	4,942
Total number of public rental households — non-metro	3		na	na	3,433
Total number of dwellings occupied as at June 30	4		8,886	8,657	8,375
Total number of dwellings vacant as at June 30	5		275	269	227
Total number of vacant public rental housing dwellings — tenable	6		225	219	176
Total number of vacant public rental housing dwellings — untenable	7		50	50	51
Total market value of stock	8	\$m	843	965	1,027
Total market value of rent	9	\$m	97	93	92
Total rent actually collected	10	\$m	39	38	37
Total expenditure — recurrent and capital		\$m	23	21	19

- Notes: 1 Includes 510 properties from the Industry Housing Scheme (including properties let to community groups) and 509 properties occupied by those working in remote communities.
- 2 15 properties are let in Darwin through the Industry Housing Scheme.
- 3 Excludes 1004 tenancies held through the Industry Housing Scheme and in remote communities.
- 4 Annual reports only provide figures for total number of properties in management at 30 June 1993 and 1994. It is not known how many Industry Housing Scheme and remote letting were included. A deduction of 3% of stock was used to estimate the number of vacant properties. Based on the percentage vacancy rate at June 30 1995 (2.6%) with an addition to take account of particular vacancy problems in Jabiru.
- 5 The triennial revaluation was carried out between April and June 1995. Because remote area stock has no market value replacement costs (\$120,000 for 1- and 2- bedroom and \$160,000 for 3- and 4- bedroom properties) were substituted and adjusted for building cost inflation of 10% per annum.
- 6 Total number of properties serviced throughout the year.
- 7 Includes only those properties fully adapted for disabled people and those held pending demolition.
- 8 Value of remote area housing stock is assessed at replacement cost because it has no market value.
- 9 (i) Rent for all self-managed remote area dwellings calculated as a percentage of the replacement value.  
(ii) Decrease due to the Housing Commission's policy of actively encouraging tenants to buy their homes.
- 10 Includes rent for all self-managed remote area dwellings (calculated as a percentage of the replacement value). Properties managed on behalf of the Department have maintenance deducted from rents collected and only the balance remaining is included here.

## Northern Territory, 1991 to 1994–95, effectiveness

Table 4.34: Effectiveness indicators

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>				<i>1991</i>
Proportion of public rental households in need at 25% affordability benchmark	1	%				63
Proportion of public rental households in need at 30% affordability benchmark	1	%				54
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom	2	%				11.8
Percentage of households living in under-utilised dwellings — two or more additional bedrooms	2	%				7.1
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>	
Affordability of households spending: less than 20%;	3	%	na	na	88	
less than 25% ;	3	%	na	na	100	
less than or equal to 30%; and	3	%	na	na	100	
more than 30% of their assessable income on rent.	3	%	na	na	0	
Number of households waiting: less than 6 months;	4	%	na	na	na	
less than 1 year;		%	na	na	na	
less than 2 years;		%	na	na	na	
less than 3 years;		%	na	na	na	
less than or equal to 4 years; and		%	na	na	na	
more than 4 years		%	na	na	na	

- Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined. Until the mid-1980s the public sector had to provide the bulk of rental housing in the NT because the private sector was not sufficiently developed to do so. The growth of the private sector lead to means testing for housing applicants in 1991. The result, in conjunction with an active sales policy, will be more effective targeting.
- 2 Data on match of dwelling and households size in public sector housing are only available for tenants who pay a rebated rent in CSHA reporting categories (single, single with children, couple, couple with children). Analysis of the 1995 figures indicate much less overcrowding (1%) and under occupation (4%) than would be expected given the AIHW figures, even allowing for partial availability of data.
- 3 Household assessable income is the gross weekly income of the tenant and their spouse excluding payments targeted for specific purposes (statutory income payments), legacies, TPI pension, income additional to normal Austudy/Abstudy entitlement received as Austudy/Abstudy loan and including remote area allowance. Additional family payment is discounted by 25% for children under 13 and 40% for children between 13 and 15. If a tenant claims no income (and if self employed a loss) an income equivalent of the minimum Social Security entitlement is presumed. If migration status means no entitlement to social security no presumption of income is made.  
Rent assistance becomes available where no tenant should pay more than 24.58% of their income on rent.
- 4 Figures are kept on how long a household must be registered on the waiting list for the type of property and the area required.

## Northern Territory, 1992–93 to 1994–95, unit cost and productivity

**Table 4.35:** Unit cost and productivity

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity		ratio	na	na	0.10
Rate of return on assets plus interest		ratio	na	na	0.04
Administration cost per dwelling	1	\$	1,004	1,028	1,054
Maintenance and depreciation cost per dwelling		\$	3,194	3,103	3,634
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed	2	%	np	np	2.59
Rent in arrears: more than 4 weeks;		%	np	np	3.96
more than 8 weeks; and		%	np	np	1.1
more than 12 weeks		%	np	np	0.38
Turnaround rent foregone		%	1.46	1.44	1.35
Community Service Obligations		ratio	0.56	0.55	0.56

Notes: 1 (i) A systems change in 1993–94 means that data for 1992–93 are not consistent with those of 1993–94 and 1994–95.

(ii) Superannuation has been calculated to represent a 30% addition on costs.

(iii) The Department does not usually depreciate its property; for this exercise only depreciation has been calculated at 2% of the value of public rental housing stock.

2 Calculated on the presumption that the rate of arrears has remained constant since 1992–93.

## Northern Territory, additional performance information

### *Timeliness*

The NT does not keep data in the format required for the timeliness indicator and in its place has provided data on waiting times (available for major centres only).

## Northern Territory, additional performance information

**Table 4.36:** Waiting list by area as at June 30 1995

Area	Total applications received in the period	Total applications excluding transfers	Total on waiting list	Approximate waiting in months in major centres as at June 30 1995			
				One bdrm <sup>P</sup>	One bdrm	Two bdrm	Three bdrm
Alice Springs	1,002	734	565	11	15	3	18
Darwin	1,423	1,091	3,169	42	86	22	40
Katherine	417	1,091	255	13	21	9	8
Palmerston	711	521	959	51	63	11	23
Nhulunbuy	128	47	94	61	61	50	12
Tennant Creek	185	147	50	5	9	5	6
<b>Total</b>	<b>3,866</b>	<b>2,837</b>	<b>5,092</b>				

Source: Northern Territory Housing Commission.

Note: One bdrm<sup>P</sup> refers to a one bedroom accommodation for aged or invalid pensioners.

### Condition of housing stock

Tenants maintenance surveys were carried out in the NT in April, May, June, July, August, and September 1993.

**Table 4.37:** Summary of maintenance survey results 1993

Aspect	Customer satisfaction with maintenance (%)
Maintenance person showed up on time	62
Showed ID and explained purpose of visit	76
Was courteous	98
Maintenance carried out satisfactorily	82
Cleaned up on completion of job	93
Left contact number	13

Source: Northern Territory Housing Commission.

Notes: Table represents six monthly surveys of tenant satisfaction with the Housing Commission's repair service. The surveys were conducted each month between April and September 1993, with an average sample size of 31.

Not all questions were asked in every survey.

## Northern Territory, additional performance information

### *Customer satisfaction*

Customer sensing surveys were conducted by region in the Northern Territory in 1993 between April and September. The results are listed in Table 4.38

**Table 4.38:** Customer satisfaction in Darwin, 1993 (per cent)

<i>Aspect</i>	<i>Customer satisfaction (%)</i>					
	<i>Darwin</i>	<i>Palme- rston</i>	<i>Alice Springs</i>	<i>Tennant Creek</i>	<i>Katherine</i>	<i>All Centres</i>
Satisfied accommodation standard	88	81	85	94	79	84
Received tenants newsletter	67	60	34	65	36	55
Rated service as excellent	25	23	9	12	19	20
Knew of maintenance and self help schemes	62	72	58	77	29	63
Satisfied with maintenance standard	66	55	63	77	61	62
Had maintenance issues outstanding	55	47	54	47	49	61
Knew of the home loans scheme	81	26	74	65	79	73
Had other issues	5	26	9	24	14	16

Source: Northern Territory Housing Commission.

Note: 218 clients interviewed.

## Australian Capital Territory – jurisdiction's own comments

### Outlook

“ The ACT is completing a re-structuring exercise which will separate the tenancy and property management functions and also clearly identify the costs associated with the non-commercial aspects of providing housing assistance to clients and housing and policy support to government. This, together with the uniform financial reporting exercise by the States and Territories, will enable better comparisons and bench marking of operational efficiencies and program effectiveness.

The re-structuring exercise has also established a pilot project to test new approaches to client services in a commercial environment, implement a financial management plan and new accounting system, develop an asset management model and maintenance planning processes and examine housing assistance policies. A stock audit is also underway to determine the extent of maintenance backlog and housing condition. Completion of these exercises is expected over 1995–96 and 1996–97 and will enable improvements in operations, client services and effective use of resources.

The ACT has developed a needs analysis model to be used from 1996–97 which will assist it to better target housing services and assistance to those households in greatest housing stress.

### Performance

- The ACT does not believe that the rental arrears figures have been calculated in a uniform manner across jurisdictions. However, the ACT has initiated a number of reform measures to address debt.
  - Public housing stock in the ACT is a high proportion of total residential housing at around 12 per cent. Notwithstanding this level, the demand for public housing and the proportion of households experiencing affordability difficulties remains similar to other States.
  - The relative higher cost of home purchase and rental in the ACT and the absence of any low cost housing does make access to affordable housing more difficult for ACT households. This situation reflects the historical development of the ACT.
  - Like other States, the ACT meets the income support costs of public tenant rent rebates. This cost is over 50 per cent of market rents and represents a major cost to the public housing program and reduces the reliance of households on the Commonwealth's private rent assistance. With better targeting of public housing to low income households, this cost is increasing and is placing pressure on methods for improving cash income and the capacity to maintain housing stock.
- ”

## Australian Capital Territory, 1992–93 to 1994–95, descriptors

**Table 4.39: Descriptors**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total number of households assisted in public rental housing.			13,580	13,662	13,717
Total number of public rental households — metro			13,580	13,662	13,717
Total number of public rental households — non-metro <sup>1</sup>	1		na	na	na
Total number of dwellings occupied as at June 30			12,030	11,921	12,088
Total number of dwellings vacant as at June 30			327	319	403
Total number of vacant public rental housing dwellings — tenantable	2		na	na	167
Total number of vacant public rental housing dwellings — untenable	2		na	na	236
Total market value of stock		\$m	1,103	1,490	1,483
Total market value of rent		\$m	87	93	93
Total rent actually collected		\$m	42	45	46
Total expenditure — recurrent and capital		\$m	106	92	106

Notes: 1 Non-metro is not applicable in the ACT. All dwellings are classified as metro.

2 No historical data are available for tenantable and untenable dwellings.

## Australian Capital Territory, 1991 and 1992–93 to 1994–95, effectiveness

**Table 4.40: Effectiveness**

<i>Indicator</i>	<i>Notes</i>	<i>Units</i>				<i>1991</i>
Proportion of public rental households in need at 25% affordability benchmark	1	%				76
Proportion of public rental households in need at 30% affordability benchmark	1	%				67
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom		%				6.0
Percentage of households living in under-utilised dwellings — two or more additional bedrooms		%				10.8
<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>	
Affordability of households spending:		%	100	13	13	
less than 20%;		%	100	87	87	
less than 25%;		%	100	100	100	
less than or equal to 30%; and		%	0	0	0	
more than 30% of their assessable income on rent		%	0	0	0	
Number of households waiting:	2	%	na	na	9.70	
less than 6 months;		%	na	na	32.42	
less than 1 year;	2	%	na	na	59.27	
less than 2 years;	2	%	na	na	87.15	
less than 3 years;	2	%	na	na	98.77	
less than or equal to 4 years; and	2	%	na	na	1.23	
more than 4 years as a proportion of the total number of households waiting as at June 30		%	na	na	1.23	

Notes: 1 Results are preliminary and indicative only. The model and method used to calculate the results has not been endorsed by Housing Ministers and is still being refined.

2 No historical data.

Data for number of persons on waiting list as at 7 September 1995 (excludes transfers ie. those tenants currently in public housing wanting different accommodation).

## Australian Capital Territory, 1992–93 to 1994–95, unit cost and productivity

**Table 4.41:** Unit cost and productivity

<i>Indicator</i>		<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Rate of return on equity	1	ratio	np	np	0.03
Rate of return on assets plus interest	1	ratio	np	np	0.02
Administration cost per dwelling.		\$	990	1,146	998
Maintenance and depreciation cost per dwelling		\$	2,416	2,542	3,266
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed		%	12.96	12.02	6.89
Rent in arrears:		%	na	na	16.1
more than 4 weeks		%	na	na	8.9
more than 8 weeks		%	na	na	5.8
more than 12 weeks		%	na	na	2.65
Turnaround rent foregone	2	%	na	2.07	2.65
Community Service Obligations		ratio	0.51	0.52	0.52

Notes: 1 Figures are aggregated assuming:

- tenancy management broke even rather than generated a profit or loss; and
- costs of governance functions included in a property function.

2 No historical data for market rent lost through vacancies.

## Australian Capital Territory, additional performance information

### *Condition of housing stock*

ACT Housing has not undertaken formal property inspections in the past to determine the quality of stock nor the extent of repairs and maintenance needed. However, earlier planned maintenance cycles did occur but did not necessarily result in individual stock reports.

The practice in allocating new tenancies involved a major inspection and repair work on properties before tenants occupied properties. This ensured that outstanding work was undertaken. However, this process did not occur for existing tenancies.

Property reports were recently introduced for new tenancy allocations and have been based on private sector practices. This includes the level of condition but there are no formal computing records aggregating this data.

ACT Housing is now undertaking a process of assessing property condition and has conducted a ‘drive-by’ of all properties to make an initial assessment of all

## Australian Capital Territory, additional performance information

stock. The initial results suggest that only a very small number require urgent and more detailed inspection, and approximately 630 (properties (5 per cent) will require non-urgent maintenance). The next phase of work in the inspection is to conduct of a full property census (November 1995).

### *Customer satisfaction*

ACT Housing undertook tenant surveys in 1991 and 1992. However, a full analysis was only done in the 1991 survey.

All public housing tenants were invited to participate in the surveys. The response rate was low (13 per cent). Notwithstanding the efforts of tenants and the analysis work, there were some concerns within ACT Housing about the quality of the results.

However, there were some results which provided assistance to ACT Housing and informed the 1994 Review of the ACT Housing Trust.

**Table 4.42:** Key results of 1991 Tenant Survey (per cent)

<i>Aspect</i>	<i>Satisfied (%)</i>	<i>Unsatisfied(%)</i>	<i>Nil response (%)</i>
<b><i>Satisfaction with dwellings</i></b>			
Condition of dwellings	80	15	5
Size of dwellings	73	18	9
Design of dwellings	69	19	12
Location of dwellings	90	4	6
Security of dwellings	59	32	9
<b><i>Satisfaction with maintenance and repair services</i></b>			
Time to complete work	63	15	22
Quality of workmanship	58	15	27

Source: ACT Housing

In general 52 per cent of respondents were satisfied with the services provided by ACT Housing and approximately 20 per cent expressed dissatisfaction with services (access to staff and delays in service being the main reasons for dissatisfaction).

Of the respondents 57 per cent indicated a willingness to purchase their own home. The majority of those who indicated that they wished to purchase their own home nominated the deposit gap and repayments as their major barriers.

### **Australian Capital Territory, additional performance information**

In addition, as part of the process for implementing the 1994 Housing Review, ACT Housing undertook client focus group sessions to obtain client feedback on service levels.

This involved small discussion groups ( up to 20 people) with various clients – public tenants, wait list applicants, mortgagors and recipients of other services. A further session was held with service providers who use, or have linkages with, ACT Housing. This feedback mechanism is the most recent exercise.

The results of these were included in a publicly released document. These include:

- many participants commented that client services had improved significantly;
- elderly tenants were more satisfied with maintenance services than other groups;
- in general, the quality of workmanship and response time for maintenance were rated satisfactorily by participants; and
- greater satisfaction was expressed by older tenants than younger tenants (that is single parents and youth) in terms of adequacy of accommodation.

ACT Housing has also conducted Home Purchase Information Nights for intending home buyers. This service is targeted at general community and facilitates a process for people to obtain information on housing market matters. Surveys have been conducted on these nights and the results suggest:

- a general high level of satisfaction with the events; and
- a high difficulty among attendees to save deposits for home purchase and difficulties in affording home loan repayments.

## 4.7 Definitions and explanatory notes

### Definition of descriptors

<i>Indicator</i>	<i>Explanation/definition</i>
Total number of households assisted in public rental housing.	The total number of households assisted throughout the year for the financial year 94–95 is equal to the total number of households assisted as at June 30 1994 plus all new households assisted during 1994–95 until June 30 1995.
Total number of public rental households — metro	Definition as above but disaggregated for metro households. Where metro is defined to be those public rental households in the jurisdiction's capital city only.
Total number of public rental households — non-metro	Definition as above but disaggregated for non-metro households. Where metro is defined to be those public rental households <u>not</u> in the jurisdiction's capital city only.
Total number of public rental housing vacant dwellings — tenable	As at June 30. Where tenable is defined as vacant properties where maintenance has been completed.
Total number of public rental housing vacant dwellings — untenable	As at June 30. Where an untenable property is defined as a vacant property where maintenance has been deferred. Properties that are untenable include the following categories: awaiting demolition; buy in property; demolished; disabled modification; emergency housing; estate improvement; external management; fire damage; property for sale; insurance evaluation; no suitable applicant; property not complete; no demand; redevelopment; renovating; reversion; sold; undecided future; and vandalised.
Total number of dwellings occupied as at June 30	Where an occupied dwelling is defined as having tenants.
Total number of dwellings vacant as at June 30	Where an vacant dwelling is defined as not having tenants.
Total market value of stock	Assets should be valued using the deprival value approach as a framework. This means, in broad terms, that where a current market value can be established for dwellings then this should be used. Where there is no market (for example remote areas) the current cost of reproduction should be used.
Total market value of rent	Where current market values of rent are used.
Total rent actually collected	Rent actually collected as at June 30 for the financial year.
Total expenditure — recurrent and capital	Jurisdictions should work with definitions already used within their jurisdictions and footnote these.

## Definition of effectiveness indicators

<i>Indicator</i>	<i>Explanation/definition</i>
Proportion of public rental households in need at 25% and 30% affordability benchmarks	<p>The purpose of this indicator is to measure of those provided with assistance what proportion are members of the target population. As calculated by the number of target population households provided with public rental housing for the year divided by the number of households provided with public rental housing for the year times 100.</p> <p>Those households who would have to spend more than a certain proportion of their income to pay the median private rental cost for the appropriate sized accommodation in their location.</p> <p>The needs measurement method currently utilises a 30 per cent affordability benchmark in its measure of housing need. However, most State housing authorities use an income eligibility criterion between 20 and 25 per cent of income. It was therefore agreed that households in public housing that are in need should be measured against the benchmarks of 25 and 30 per cent.</p>
Percentage of households living in overcrowded dwellings — requiring one or more additional bedroom	<p>The purpose of this indicator is to determine the number of households in public rental dwellings living in overcrowded conditions; that is where there are one or more bedrooms fewer than the number of bedrooms required by a household under the Canadian Occupancy Standard.</p> <p>Figures show percentage of private dwellings (households in usual residence) estimated by the Australian Institute of Health and Welfare (AIHW) to be overcrowded. For method of estimation see Foard et al (1994) <i>Public Housing in Australia</i>, AIHW.</p> <p>Database used in this analysis was the ABS 1991 Census of Population and Housing final unit record file.</p>
Percentage of households living in under-utilised dwellings — two or more additional bedrooms	<p>The purpose of this indicator is to determine the number of public rental households living in under-utilised dwellings; that is where there are two or more bedrooms in excess of the number of bedrooms required by a household as determined using the Canadian Occupancy standard.</p> <p>Figures show percentage of private dwellings (households in usual residence) estimated by the AIHW to be under-utilised. For method of estimation see Foard et al (1994) <i>Public Housing in Australia</i>, AIHW.</p> <p>Database used in this analysis was the ABS 1991 Census of Population and Housing final unit record file.</p>
Affordability at 20% — the proportion of the total number of households in public rental housing spending less than 20% of their assessable income on rent.	<p>The purpose of this indicator is to assess the affordability of public rental housing. The indicator is calculated by dividing the number of households spending less than 20 per cent of their assessable income on rent by the total number of households in public rental housing as at June 30.</p>

<i>Indicator</i>	<i>Explanation/definition</i>
Affordability at 25% — the proportion of the total number of households in public rental housing spending less than 25% of their assessable income on rent.	The purpose of this indicator is to assess the affordability of public rental housing. The indicator is calculated by dividing the number of households spending less than 25 per cent of their assessable income on rent by the total number of households in public rental housing as at June 30.
Affordability at 30% — the proportion of the total number of households in public rental housing spending less than or equal to 30% of their assessable income on rent.	The purpose of this indicator is to assess the affordability of public rental housing. The indicator is calculated by dividing the number of households spending less than or equal to 30 per cent of their assessable income on rent by the total number of households in public rental housing as at June 30.
Affordability at over 30% — the proportion of the total number of households in public rental housing spending more than 30% of their assessable income on rent.	The purpose of this indicator is to assess the affordability of public rental housing. The indicator is calculated by dividing the number of households spending more than 30 per cent of their assessable income on rent by the total number of households in public rental housing as at June 30.
Number of households waiting less than 6 months as a proportion of the total number of households waiting as at June 30.	The purpose of this indicator is to determine if the time spent waiting to be housed matches target priorities. This indicator measures the percentage of households waiting less than 6 months. This is calculated by the number of households waiting less than 6 months divided by the total number of households on the waiting list as at June 30 times 100.
Number of households waiting less than 1 year as a proportion of the total number of households waiting as at June 30.	The purpose of this indicator is to determine if the time spent waiting to be housed matches target priorities. This indicator measures the percentage of households waiting less than 1 year. This is calculated by the number of households waiting less than 1 year divided by the total number of households on the waiting list as at June 30 times 100.
Number of households waiting less than 2 years as a proportion of the total number of households waiting as at June 30.	The purpose of this indicator is to determine if the time spent waiting to be housed matches target priorities. This indicator measures the percentage of households waiting less than 2 years. This is calculated by the number of households waiting less than 2 years divided by the total number of households on the waiting list as at June 30 times 100.
Number of households waiting less than 3 years as a proportion of the total number of households waiting as at June 30.	The purpose of this indicator is to determine if the time spent waiting to be housed matches target priorities. This indicator measures the percentage of households waiting less than 3 years. This is calculated by the number of households waiting less than 3 years divided by the total number of households on the waiting list as at June 30 times 100.

<i>Indicator</i>	<i>Explanation/definition</i>
Number of households waiting less than or equal to 4 years as a proportion of the total number of households waiting as at June 30.	The purpose of this indicator is to determine if the time spent waiting to be housed matches target priorities. This indicator measures the percentage of households waiting less than or equal to 4 years. This is calculated by the number of households waiting less than or equal to 4 years divided by the total number of households on the waiting list as at June 30 times 100.
Number of households waiting more than 4 years as a proportion of the total number of households waiting as at June 30.	The purpose of this indicator is to determine if the time spent waiting to be housed matches target priorities. This indicator measures the percentage of households waiting more than 4 years. This is calculated by the number of households waiting more than 4 years divided by the total number of households on the waiting list as at June 30 times 100.

### Definitions of unit cost and productivity indicators

<i>Indicator</i>	<i>Explanation/definition</i>
Rate of return on equity — the proportion of the difference between revenue and expenses of average total equity.	The purpose of this indicator is to reflect the impact of financing decisions, interest costs and gearing ratios. It is calculated by dividing the market value of rent subtract administration costs by average total equity.
Rate of return on assets plus interest — the proportion of the difference between revenue and expenses including interest of total average assets.	The purpose of this indicator is to remove the impact of financing and enable assessment of final performance arising from other aspects of management in isolation from the management financing decisions. This is calculated by the market value of rent subtract administration costs and interest divided by average total assets.
Administrative efficiency — administration cost per dwelling.	The purpose of this indicator is to determine the administrative efficiency of public rental housing. This is calculated by total administrative costs divided by the total number of public rental housing dwellings.
Operational efficiency — operational cost per dwelling (maintenance and depreciation).	The purpose of this indicator is to determine the operational efficiency of public rental housing. This is calculated by total operational costs (administration and depreciation) divided by the total number of public rental housing dwellings.
Rental arrears — ex-tenant and tenant debt as a proportion of rent owed.	The purpose of this indicator is to determine the level of rental arrears. Calculated by dividing ex-tenant and tenant debt as at June 30 for the financial year by the rent raised (owed) as at June 30 for the financial year times 100.
Rent in arrears: more than 4 weeks	The percentage of tenants in arrears more than four weeks.
more than 8 weeks	The percentage of tenants in arrears more than 8 weeks
more than 12 weeks	The percentage of tenants in arrears more than 12 weeks.

<i>Indicator</i>	<i>Explanation/definition</i>
Turnaround — rent lost through vacant properties as a proportion of rent owed.	The purpose of this indicator is to determine the rent lost through vacancy of both tenatable and untenatable properties. This is calculated through dividing the market rent lost due to vacancy of tenatable and untenatable properties by the market rent receivable for the financial year as at June 30 time 100.
Community Service Obligations — the difference between market rent and rent collected as a proportion of market rent.	The purpose of this indicator is to determine the subsidy directly targeted to public rental housing tenants. This is calculated by taking the proportion of the difference between market rent receivable and rent actually collected for the financial year as at June 30, of market rent receivable as at June 30 for the financial year times 100.

## Definitions of variables

<i>Variable</i>	<i>Definition</i>
administrative costs	These costs include: direct salaries; payroll and other taxes; superannuation; compensation; accrued leave; training; accommodation; vehicles; marketing; information systems; printing; postage; telephone; expenses; uniforms; travel expenses; office expenses; offices equipment; collection fees; managements fees; and overheads (corporate services/unallocated expenses). Wherever possible accrual data has been used.
appropriate	The size of the dwelling or the number of bedrooms the household is deemed to require taking into account the number of adults and children based on the Canadian Occupancy Standard.
average total assets	This is the average of the total written down value of assets over the reporting period as calculated by adding the opening and closing balance and dividing by two.
average total equity	This is equal to the difference between average total assets and average total liabilities.
average total liabilities	This is calculated as above but for liabilities rather than assets.
Canadian Occupancy Standard	For description of the standard used to determine overcrowding/under-utilisation see for further discussion on measuring household bedroom requirements, Foard et al (1994) <i>Public Housing in Australia</i> , AIHW.
Community Service Obligations	A Community Service Obligation arises when a government specifically requires a public enterprise to carry out activities relating to outputs and inputs which it would not elect to do on a commercial basis, and which the government does not require other businesses in the public or private sectors to undertake, or which it could only do at commercially higher prices (Steering Committee on National Performance Monitoring of Government Trading Enterprises, 1994).
depreciation costs	As defined by Australian Accounting Standards 13 to 17.

<i>Variable</i>	<i>Definition</i>
maintenance costs	These are the costs incurred to maintain the value of the asset, that restore an asset to its original condition. These include, day-to-day maintenance, reflecting general wear and tear; cyclical maintenance, which is maintenance performed as part of a planned maintenance program; and other maintenance including repairs due to vandalism.
market rent	Aggregate market rent that would be collected if the public rental housing properties were available in the private market.
market value of stock	Aggregate market valuation of public housing stock.
over crowding	Under the Canadian Occupancy Standard used to determine overcrowding, lone-person households and couples living in a bed-sitter are considered to be overcrowded. However in the 1991 Census it was not possible to distinguish between bedsitters and one-bedroom dwellings. Therefore all lone-person and couple only households were classified as not overcrowded. As a result the above figures may slightly underestimate the extent of overcrowding.  Figures show percentage of private dwellings (households in usual residence) estimated by the AIHW to be overcrowded or under-utilised. For method of estimation see Foard et al (1994) <i>Public Housing in Australia</i> , Australian Institute of Health and Welfare.
property manager net surplus	This is calculated by total operating revenue minus total operating expenses.
property manager net surplus plus interest	This is calculated as above and in addition interest is included as an expense.
rent collected	Rent actually received for the financial year as at June 30.
rent raised	The rent charged in total for the year.
target population	This comprises of those households that are defined as “in need”.
under-utilisation	Figures show percentage of private dwellings (households in usual residence) estimated by the AIHW to be overcrowded or under-utilised. For method of estimation see Foard et al (1994) <i>Public Housing in Australia</i> , Australian Institute of Health and Welfare

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## 5 GOVERNMENT SCHOOL EDUCATION

### Summary

This Chapter is concerned only with primary and secondary government schooling and focuses on the outcomes of each system, not individual schools. A preliminary framework of effectiveness and efficiency indicators has been developed for these government school systems. The effectiveness indicators address the range of objectives pursued at the system level. They are generally based on the Common and Agreed National Goals for Schooling in Australia (see Box 5.2) and can be described by three main categories which are not mutually exclusive: student learning outcomes, social and other, and equity objectives. The efficiency indicators focus on costs per student.

The Council of Australian Governments (COAG) asked the Steering Committee to examine *government* services. Consequently, independent, private or religious school systems are not included in this report.

#### *Learning outcomes*

*No nationally comparable data on student learning outcomes are available.*

Performance measurement in government school education is a complex task and considerable effort has been spent on measuring performance, particularly of student learning outcomes. Until now, however, little consideration has been given to comparability between systems, and there is currently no nationally comparable information on student learning outcomes.

Standard assessment instruments undertaken by all, or a representative sample, of students within school systems are the primary source of aggregate student learning outcome information. This type of testing is relatively new in some States and Territories, and does not yet cover all learning areas. Differences between the jurisdictions in the timing of statewide testing, the year levels at which this is done, testing methodologies, curriculum content, and reporting frameworks mean that the results of tests in one system can not currently be compared to the results of other systems.

#### *State and Territory specific trends.*

Based on each State and Territory's existing standard test instruments, some limited conclusions can be drawn. Generally, the available information suggests there has not been any marked improvement or deterioration in student performance over the last few years. The absence of extensive time series information, however, means that within the jurisdictions, only partial analysis of trends is possible.

Some key examples of results include:

- relatively stable scores in NSW over the past five years for Years 3 and 5 students' literacy and numeracy performance, while non-English speaking background students have improved in both areas over this period;
- improvements in Years 5 and 9 students' mathematics performance between 1991 and 1993 in Queensland, with a slight fall in the performance of Year 7 students over the same period;
- slight improvements in mathematics performance for Year 3 and Year 10 students in WA between 1990 and 1992, with an improvement for Year 7 students;
- in Tasmania, which has a relatively long record of reporting outcomes, numeracy levels have fallen over the last decade, while some literacy results have improved over the same period;
- in the NT, improvements in mathematics and reading for Year 5 and Year 7 students between 1990 and 1994; and
- where they are recorded, the learning outcomes for Aboriginal and Torres Strait Islander students are lower than those recorded for the population as a whole.

Details of these and other results are provided in Section 5.4.

*Action is required to address the lack of comparable information.*

It is anticipated that the National Schools English Literacy Survey, to be completed by the end of 1996, will go some way to addressing the lack of comparable outcomes data, and will provide important information in terms of literacy.

The Steering Committee has recognised, however, the need to develop a mechanism for the ongoing reporting of comparable learning outcomes data across the curriculum. Given the strong government commitment to the existing State and Territory tests, the Steering Committee believes that these tests should be utilised in preference to the potentially costly duplication of outcomes measurement by an extended system of national surveys. Accordingly, it commissioned the Australian Council for Educational Research (ACER) to identify how comparisons between existing statewide testing programs could be established.

ACER has indicated that it is possible to report comparable outcomes, initially in mathematics and English, either by embedding common items in existing State and Territory tests or by administering tests to a common sample of students. The common item approach would utilise the existing testing infrastructure, obviating the need for the duplication of testing required by the common person approach.

Given the differences in years of testing, testing formats and methodologies, and some variations in the curriculum content, clearly whichever approach is adopted will require a significant commitment from the States, Territories and Commonwealth. In particular, the support of COAG is necessary to encourage the various governments to commit resources to ensure that comparable outcomes can be reported.

### *Social and other objectives*

School systems also aim to achieve a range of other objectives which relate to the attitudes and wellbeing of students, as well as to prepare students for participation in further education, the workforce, society, and active citizenship.

Distinguishing these objectives from academic learning outcomes does not mean that they are not closely linked to the curriculum, only that they are a set of objectives for which performance information supplementary to learning outcomes is required to measure effectiveness in meeting them.

This is a complex area, and to date there are only limited examples of efforts by school systems to define these objectives beyond broad generalities. In addition, there is only limited performance data available and much of these are only loosely linked with these general objectives. The data that are available are of two main types: student attitude surveys, and post school destination and experience surveys.

### *Equity objectives*

An important set of objectives for school systems relates to meeting the needs of groups identified as facing educational disadvantage. These include, amongst others, students with learning disabilities, students from low socio-economic and non-English speaking backgrounds (NESB), and Aboriginal and Torres Strait Islander (ATSI) students.

Five jurisdictions provided disaggregated information showing results by target group for statewide tests. These show, for example, that Aboriginal and Torres Strait Islander students in Queensland, WA and the NT achieved below other students in those jurisdictions in all subjects and at all year levels tested. In Tasmania, students at low socio-economic status (SES) neighbourhood schools performed at lower levels than those from higher SES neighbourhood schools. Performance of other target groups shows similar, although not so pronounced, differences.

### *Expenditure per student*

In 1993–94, the average Australia-wide expenditure per student was over \$5100. This varied widely across jurisdictions, from over \$4800 (Queensland) to nearly \$7700 (NT). Average in-school primary expenditure per student<sup>1</sup> ranged from nearly \$3900 in NSW to around \$5900 in the NT with a national average of just over \$4000. The range of average in-school secondary expenditure was from \$5600 (for Queensland) to \$8800 (NT), with a national average of \$6000.

Expenditure per student will be influenced by factors such as different population densities and the provision of schooling to disadvantaged groups, and as such is an imperfect measure of efficiency.

For those States and Territories able to provide disaggregated data, expenditure tended to be lower in larger schools and higher in schools that faced socio-economic disadvantage.

### **Future directions**

The tasks for the Steering Committee are to:

- establish comparable student learning outcome data by establishing equivalences between the existing State and Territory testing programs;
- develop a coherent framework of indicators to address the full range of school system objectives and to collect data on achieving those outcomes; and
- provide information on outcomes by target groups.

The activities of the Ministerial Council on Education, Employment, Training and Youth Affairs (MCEETYA), including the Taskforce on School Statistics, the Department of Employment, Education and Training (DEET), and the States, Territories and Commonwealth, are continuing to progress these activities in parallel exercises as well as contributing to the Review.

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<sup>1</sup> Expenditure figures for 1992-93 and 1993-94 in the text and Tables in Section 5.6 include estimated superannuation liability.

## 5.1 Profile of the sector

This chapter focuses on government schools, which in 1994 accounted for 72 per cent of all school student enrolments. Government school education is one of the largest areas of State and Territory governments' activities. Total outlays by all governments amounted to \$12 billion in 1993–94<sup>2</sup>. Expenditure on school education by the States and Territories accounted for, on average, 16 per cent<sup>3</sup> of total State and Territory government current outlays.

### Government school systems in context

All State and Territory governments have a constitutional responsibility to provide education to all children of school age, regardless of their circumstances. School education is provided by both the government and private sectors in Australia.

Government schools are the responsibility of State and Territory Governments and non-government schools operate under conditions determined by government registration authorities. About 28 per cent of school students attend non-government schools and significant government funding is allocated to support non-government school education.

As discussed above, this year's Review is concerned only with government schools which currently account for three-quarters of primary students and over two-thirds of secondary students.

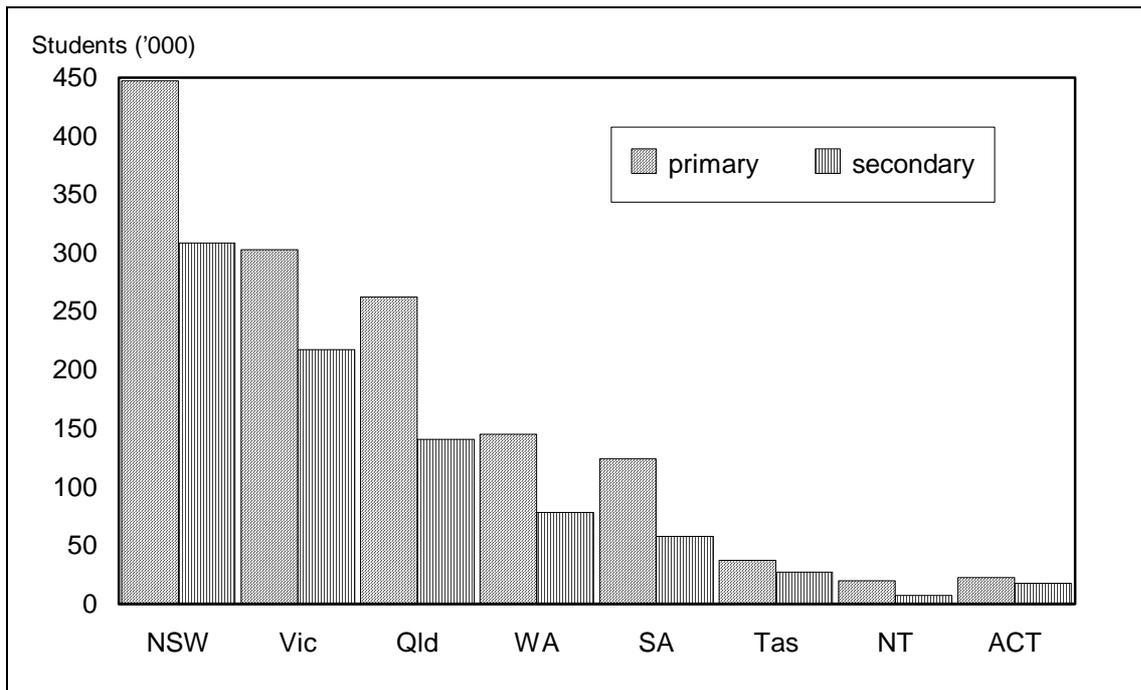
There are large differences in the size of the government school student body in each State and Territory. In 1994, NSW had over a third of Australia's government school students, followed by Victoria at nearly a quarter, Queensland at 20 per cent, WA and SA each at around 10 per cent, and Tasmania, the ACT and the NT each accounting for under 3 per cent (Figure 5.1).

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<sup>2</sup> Source: ABS Catalogue No. 5512.0, Table 2, p. 16, 1993-94.

<sup>3</sup> Source: ABS Catalogue No. 5512.0, Table 12, p. 39, 1993-94.

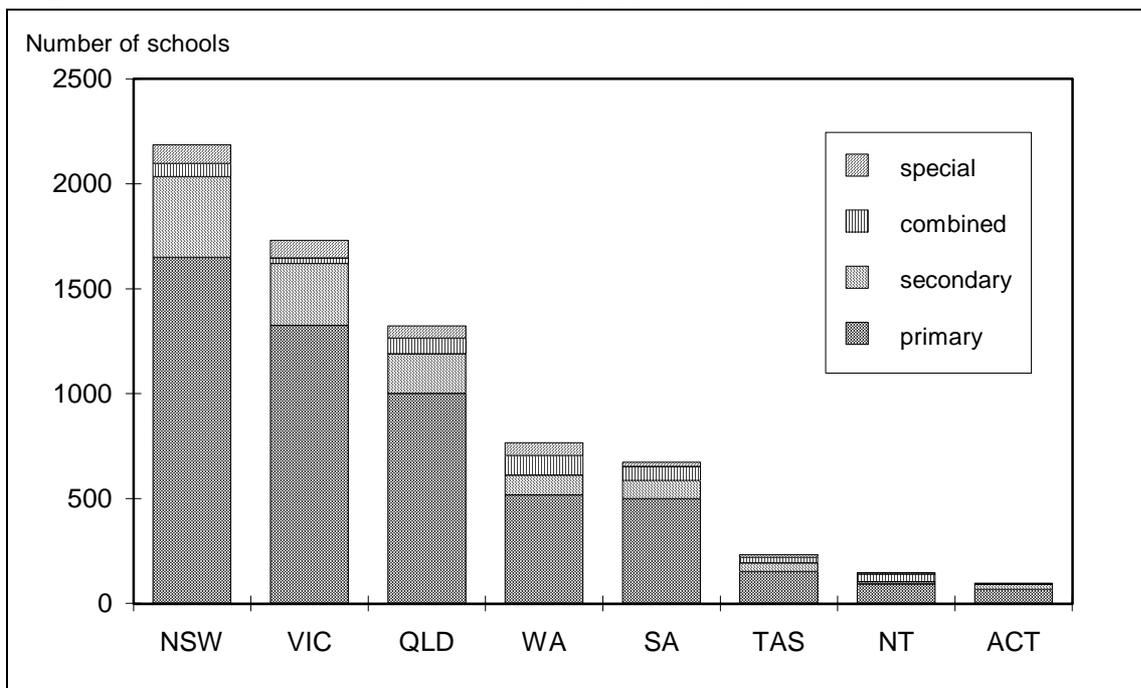
**Figure 5.1:** Government school students, by jurisdiction, 1994



Source: Information provided by DEET based on the National Schools Statistics Collection, 1994.

There are also differences in the number of schools in each State and Territory, with the majority in NSW and Victoria. Three quarters of schools are primary schools which are generally smaller than secondary schools and account for 60 per cent of all school students.

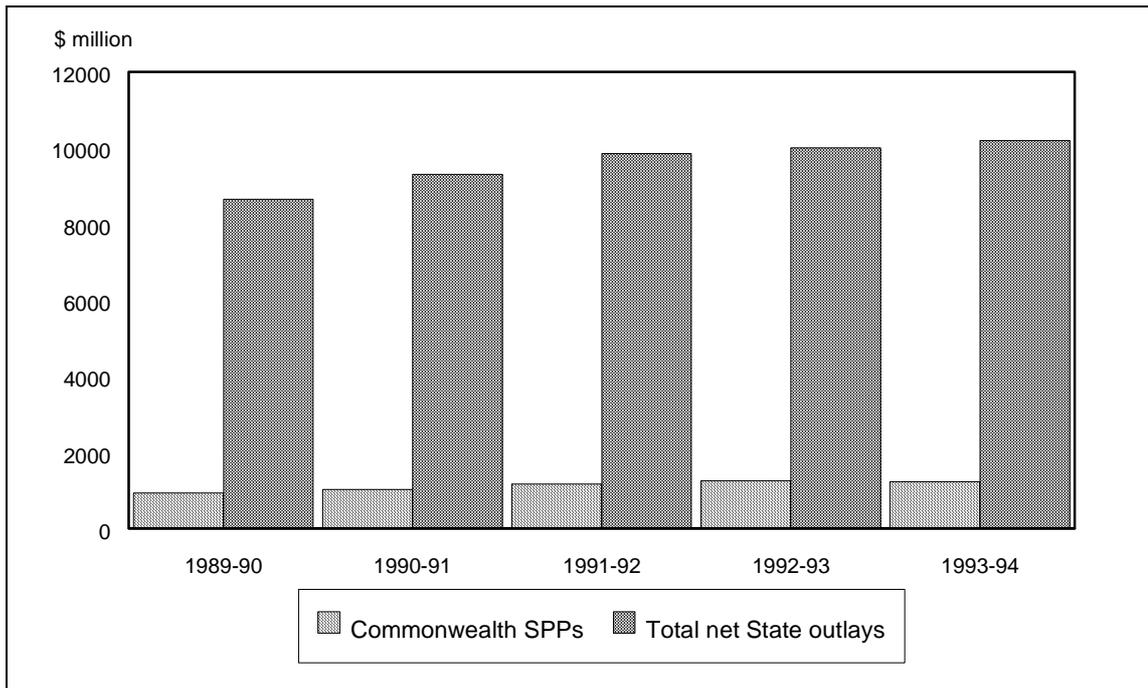
**Figure 5.2:** Government schools by type, by jurisdiction, 1994



Source: Information provided by DEET based on the National Schools Statistics Collection, 1994.

Responsibility for funding for government schools is shared between the States and Territories and the Commonwealth. The Commonwealth provides some supplementary general funding to support nationally agreed priorities and strategies for targeted assistance, including to young people identified as being educationally disadvantaged. States and Territories are responsible for implementing these programs.

**Figure 5.3:** Expenditure by source<sup>1,2</sup>, government schools, Australia 1989 to 1994 (\$ million)



Source: Commonwealth SPPs (current and capital) for government schools from Budget Paper No. 3, Tables 29 to 33, 1993-94. Total State outlays from ABS, *Expenditure on Education Australia*, Cat No. 5510.0, various years.

Notes: 1 Total net State outlays equals total State outlays on primary and secondary education minus Commonwealth SPPs for government schools.

2 Excludes funds from private sources, such as fundraising. This will vary widely from school to school and region to region, but has been estimated to be up to 6-7% of total expenditure.

The complementary roles of the three major partners in schooling are described in the preamble to the Common and Agreed National Goals for schooling as follows:

### Schools

The schools are responsible for the provision of excellent schooling, by means of a curriculum which reflects local needs and aspirations within the framework of common and agreed national goals. This is achieved through the development of effective partnerships between parents, students and teachers.

### **States and Territories**

The States and Territories have the constitutional and major responsibility for schooling.

### **Commonwealth**

The Commonwealth, along with States and Territories, has a significant role in identifying national priorities for schooling. The Commonwealth contributes to the funding of schooling, has financial responsibility in the area of higher education and contributes to industry training. (AEC 1989)

Priorities and strategies requiring national agreement must be endorsed by MCEETYA, which is made up of the Commonwealth and State and Territory ministers responsible for school education.

## **5.2 Recent developments**

Several recent developments have occurred in government school systems which are relevant to the assessment of performance. Each of these developments has different implications for the development of performance indicators and the interpretation of results.

### **Growth in retention**

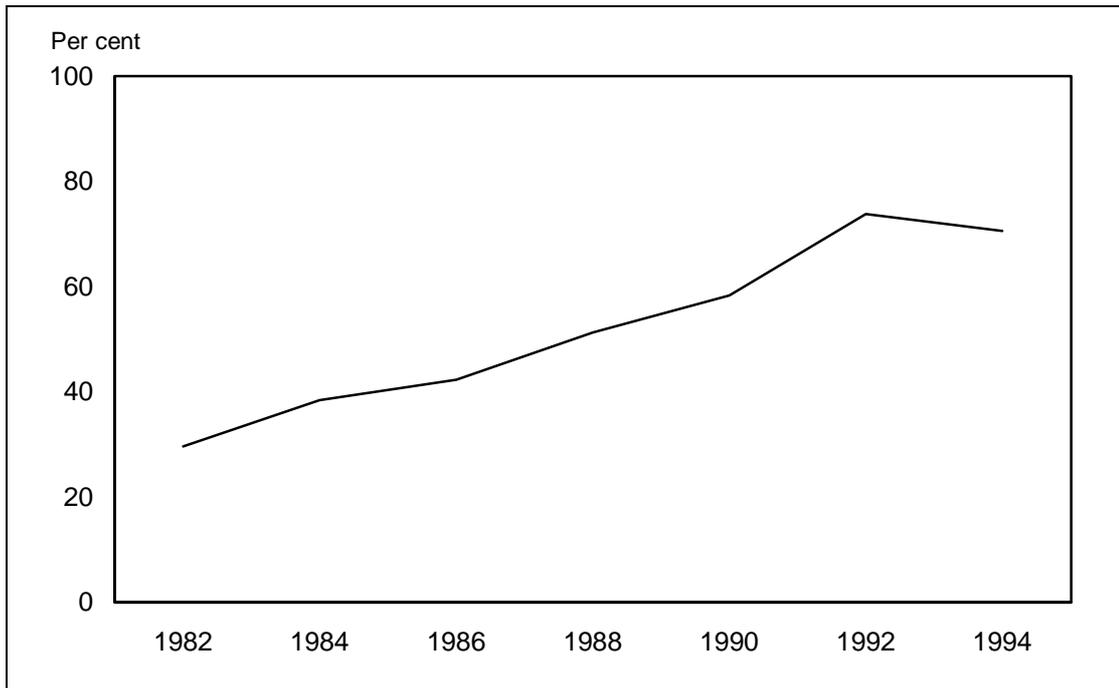
There has been a marked growth in retention rates in Australian schools over the last decade. This growth reflects a changing emphasis on school education and an attendant change in the balance of objectives and priorities of post-compulsory schooling.

Of the students who commence government secondary schooling the proportion who continue on to Year 12 within the government system has increased from 30 per cent in 1982 to 71 per cent in 1994 (Figure 5.4). However, there has been a slight fall in retention rates since 1992 across Australia. Australia-wide, the percentage of 15 to 19 year olds in the population that participate in government school education has remained relatively stable over the past few years, although this varied between jurisdictions (from 28 per cent in WA to 35 per cent in the ACT in 1994)<sup>4</sup>.

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<sup>4</sup> Participation and retention rates measure different things. Participation is the proportion on the population in government schools, while retention refers to the proportion of students that start school that continue on to further years. Therefore, participation of 15-19 year olds in government schools does not necessarily reflect retention rates as 18 and 19 year olds make up a very small proportion of students in Year 12. Participation in government schools of 15-19 year olds will also be altered by the number of 15-19 year olds attending non-government schools and by different school starting ages across the States and Territories.

**Figure 5.4:** Apparent retention rates<sup>1</sup>, government schools, Australia 1982–1994, (per cent)



Source: Information provided by DEET based on the National Schools Statistics Collection, 1994.

Note: 1 Percentage of students who continued to Year 12 from their cohort group at the commencement of secondary schooling. Care should be taken in interpreting apparent retention rates as they are impacted on by migration to, and emigration from, government schools, by students that repeat years and by the economic situation at the time.

### Expanding role of government schools in the provision of vocational education and training

One clear example of the changing roles of government schools is their increased involvement in the delivery of vocational education and training (VET). This expansion has been directed in part at making the post-compulsory years more tailored to the needs of students. Under the Australian Vocational Training System, school students are increasingly taking part in, and being accredited for, vocational education provided by schools.

This trend reflects increasing flexibility in the delivery of VET (see Chapter 6). A study of the linkages of schools and the VET system is currently underway under the auspices of MCEETYA. As VET becomes a more significant part of school activity, there may be a need for the performance indicator framework to address this area, particularly with regard to the Finn Targets for youth participation in education and training.<sup>5</sup>

<sup>5</sup> Targets for youth participation in post-compulsory education and training from the 1991 “Finn Report” are discussed in Chapter 6, ‘Vocational Education and Training’.

## Convergence of States' and Territories' curricula

Each State and Territory has sole constitutional responsibility for the development of its government school curriculum. Components of the curriculum in each State and Territory have been tailored to reflect their particular needs and priorities.

There has been, however, some convergence of government school curricula across Australia in recent years through the development of national profiles in key learning areas (KLAs — see Table 5.2) which aimed to provide a common framework for reporting student progress. Most jurisdictions have adopted the broad profile framework, or variants of it, although in many cases the content has been augmented to reflect varying priorities and needs.<sup>6</sup>

The convergence of curricula across the nation, together with the implementation of statewide standard testing programs (discussed below) present a new opportunity for developing comparable information on learning outcomes.

## Development of system-wide, standard assessment of learning outcomes

Nearly all States and Territories have implemented, or are implementing, system-wide assessments using uniform instruments to provide an indication of overall success in key learning areas (see Box 5.1).

### Box 5.1: Outcomes reporting in Australia

NSW	Basic Skills Test (BST)	Yrs 3,6 (1989 – 1994) , Yrs 3,5 (1994 – 1995)
Vic	Learning Assessment Project (LAP)	Yrs 3, 5 (1995)
Qld	Assessment of Performance Program (APP)	Yrs 5,7,9 (1987 – 1994)
WA	Monitoring Standards in Education (MSE)	Yrs 3,7,10 (1990 – 1995)
SA	Basic Skills Test (BST)	Yrs 3,5 (1995)
Tas	10R & 10N, 14R & 14N tests	10 and 14 yr olds (1976– 1993)
NT	Multi-level Assessment Program (MAP)	Yrs 5,7 (1990 – 1993)
ACT	No standard testing of outcomes	

Apart from the tests in Tasmania, which have been in place since the mid-1970's, these testing programs have generally been in operation for around five years or less. All systems except for the ACT test students in at least two different year levels (for example, Years 3 and 5), in reading and aspects of mathematics. Other parts of the English curriculum and aspects of science and

<sup>6</sup> NSW no longer incorporates National Profiles into its curriculum.

‘studies of society and environment’ achievements have also been collected in some systems.

Results of these tests are generally recorded against standard reporting frameworks. These frameworks are broken down into separate levels of knowledge, skills and understanding — learning outcomes. Students are placed within a particular level based on their performance in the test.

Where there are links between tests over time, improvements at the individual student level may be measured by comparing the levels achieved in different tests over time. Performance at the system level may be measured in terms of changes in the proportion of students reaching higher levels in subsequent tests. Learning outcomes are discussed in more detail in Section 5.4.

### **Changing balance of responsibilities for delivery of school services**

There has been a devolution of some responsibilities from central authorities to the school level in most systems. Often this has taken the form of giving schools (and school councils) greater responsibility for non-salary budgets and a corresponding increase of accountability through formal school review processes. These organisational changes in the delivery of school services affect the balance of responsibility, and focus of accountability, for the effectiveness and efficiency of school services.

## **5.3 Framework of performance indicators**

Assessing the performance of school systems is a complex and difficult task. The difficulties are threefold. First, reaching a consensus on the specific objectives of school education; second, selecting and precisely defining indicators that address these objectives; and third, allowing for differences in the environment within which school services are delivered when making comparisons between systems. These difficulties mean that the performance indicator data presented in this chapter need to be interpreted with care.

### **Objectives of schooling**

At the broad level, a statement of the objectives of schooling in Australia was prepared and agreed to by the Australian Education Council (now MCEETYA) in 1989. The statement is reproduced in the main in Box 5.2. In the absence of a more recent articulation of the agreed objectives for schools in Australia, the goals encompassed in them form the basis for the preliminary framework of indicators developed by the Steering Committee for assessing school system performance.

## Box 5.2: Common and Agreed National Goals for Schooling in Australia

The following ten goals for schooling form the basis for co-operation and collaboration between schools, States and Territories and the Commonwealth. They are intended as a set of general objectives, which will assist each school and each system in the development of specific objectives and strategies, including objectives and strategies in the areas of curriculum and assessment. The goals have been agreed by Education Ministers to guide their co-operative effort in enhancing schooling in Australia. Ministers look forward to future development and refinement of these goals in response to the changing needs of the community. The goals will be reviewed from time to time by the Australian Education Council (now MCEETYA), using consultative processes involving both government and non-government schools, parents, teachers and the community.

### GOALS FOR SCHOOLING IN AUSTRALIA

- 1 To provide an excellent education for all young people, being one which develops their talents and capacities to full potential, and is relevant to the social, cultural and economic needs of the nation.
- 2 To enable all students to achieve high standards of learning and to develop self-confidence, optimism, high self-esteem, respect for others, and achievement of personal excellence.
- 3 To promote equality of educational opportunities, and to provide for groups with special learning requirements.
- 4 To respond to the current and emerging economic and social needs of the nation, and to provide those skills which allow students to maximise flexibility and adaptability in their future employment and other aspects of life.
- 5 To provide a foundation for further education and training, in terms of knowledge and skills, respect for learning and positive attitudes to life-long education.
- 6 To develop in students:
  - a) the skills of English literacy, including skills in listening, speaking, reading and writing;
  - b) skills of numeracy, and other mathematical skills;
  - c) skills of analysis and problem solving;
  - d) skills of information processing and computing;
  - e) an understanding of the role of science and technology in society, together with scientific and technological skills;
  - f) a knowledge and appreciation of Australia's historical and geographic context;
  - g) a knowledge of languages other than English;
  - h) an appreciation and understanding of, and confidence to participate in, the creative arts;
  - i) an understanding of, and concern for, balanced development and the global environment; and
  - j) a capacity to exercise judgement in matters of morality, ethics and social justice.
- 7 To develop knowledge, skills, attitudes and values which will enable students to participate as active and informed citizens in our democratic Australian society within an international context.
- 8 To provide an understanding and respect for our cultural heritage, including the particular cultural background of Aboriginal and ethnic groups.
- 9 To provide for the physical development and personal health and fitness of students, and for the creative use of leisure time.
- 10 To provide appropriate career education and knowledge of the world of work, including an understanding of the nature and place of work in our society. (AEC 1989, p. iii)

These objectives are by necessity stated in very broad terms, and in some cases it is difficult to separate them from those pursued by society as a whole. For example, the degree to which Australian youth "... respect ... the cultural background of Aboriginal and ethnic groups" (objective number 8) reflects a range of societal influences beyond the classroom.

Nevertheless, these objectives indicate the wider roles which governments are demanding of school systems in addition to the cognitive activities of core curricula. Generally, the ten objectives fall into the following main categories which are not mutually exclusive:

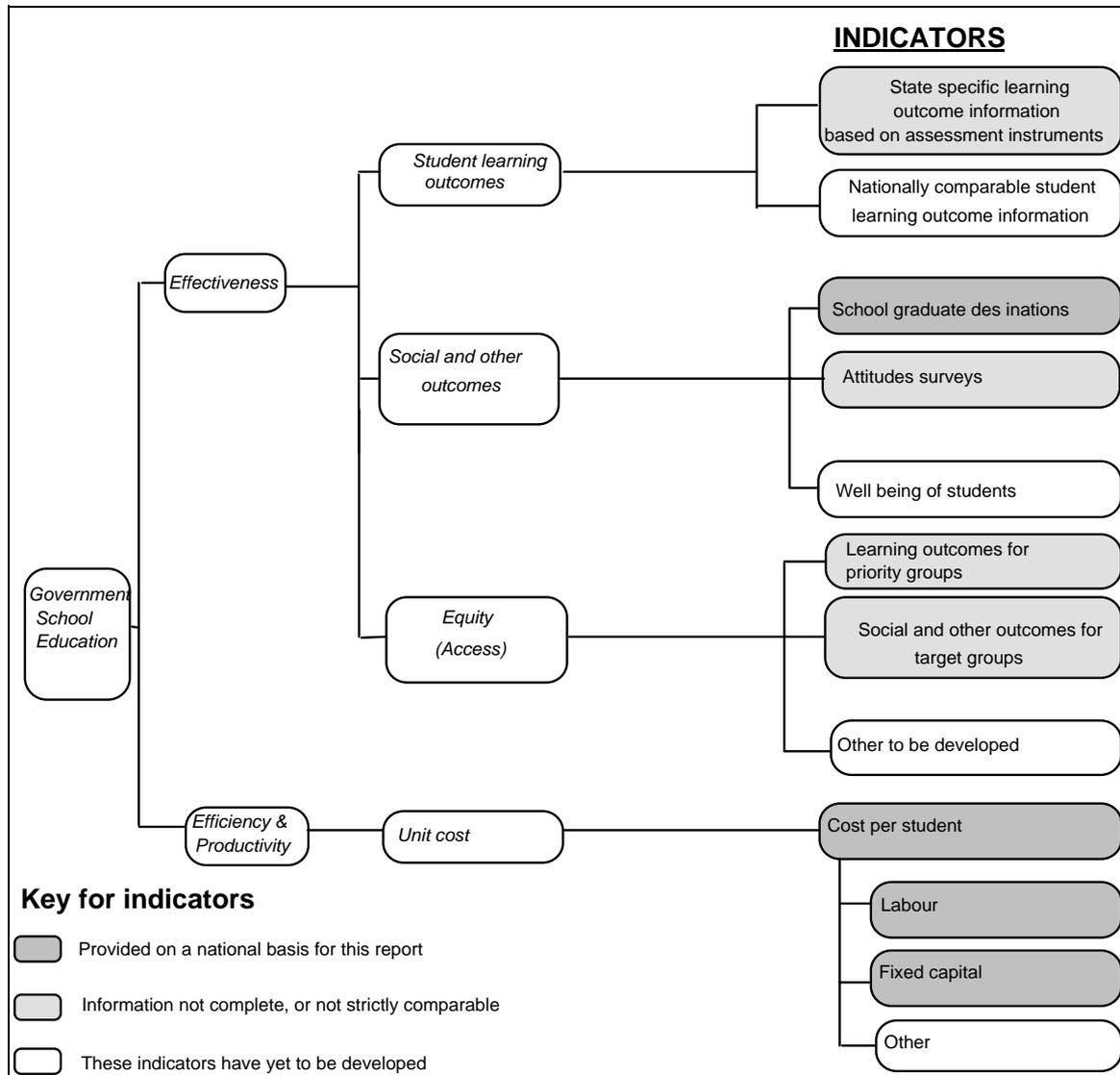
- **"Student learning" objectives:** developing students' knowledge, skills and understanding in key learning areas;
- **"Social and other" objectives:** emphasising the role of schooling in relation to student experiences at school, pathways through life, and social responsibility; and
- **"Equity" objectives:** promoting equality of educational opportunities and providing for groups with special learning requirements.

These themes of learning, social and other, and equity objectives provide a basis from which to develop a framework of performance indicators to address the effectiveness of school systems.

A preliminary framework of effectiveness and efficiency indicators for government school systems is presented in Figure 5.5. There are clearly linkages and overlap between the three themes in effectiveness, particularly between learning and social objectives.

This preliminary framework requires more work to develop an appropriate set of indicators for school systems. For example, social outcomes need to be more clearly linked with learning outcomes, and the indicators for social and other objectives need to be further defined.

**Figure 5.5:** Preliminary framework of indicators for government schools



Notwithstanding the preliminary nature of the framework, it provides a broad guide to where information is currently available and to where further work is required. The information that is available is presented below, and the action required to flesh out the framework is discussed in 'Future directions' (Section 5.5). The indicators, and the variables that comprise them, are defined in Section 5.7.

## 5.4 Summary of results

### Student learning outcomes

Student learning outcomes are assessed by teachers in classrooms on an ongoing basis. In addition, standard testing instruments are used to supplement this information. Standard tests are particularly suited to system-wide assessments of student learning outcomes. Unlike teacher assessments their statistical validity is not affected by the unknown differences in the way teachers across the system approach the task of assessment.

Standard tests, however, are clearly not without limitations. As a basis for making comparisons, either over time or between systems at one point in time, they are limited by varying results due to varying efforts by teachers to "teach to the test" rather than the wider curriculum; the inability of standard tests to cater for the different cultural or ethnic backgrounds of students; and, in some cases, the limited range of learning outcomes addressed. In addition, tests may not be able to measure performance in all of the broader constructs of a particular learning area.

Some of these problems are being addressed to some extent through the development by the school systems of more sophisticated standard assessment instruments, including the incorporation of assessments based on portfolios of student work.

Factors outside of the control of schools such as social norms, general economic influences, and the fact that not all students start from the same base level will also impact on learning outcomes.

The results of standard outcomes testing in each State and Territory are reported in this chapter. In some cases, additional data are presented in the State and Territory-specific sections in the second part of this chapter (see Section 5.6).

This student learning outcome information is not comparable between jurisdictions and there is currently no means by which the level of outcomes in one system can be compared with the level of outcomes in another. Action required to enhance comparability is discussed in Section 5.5.

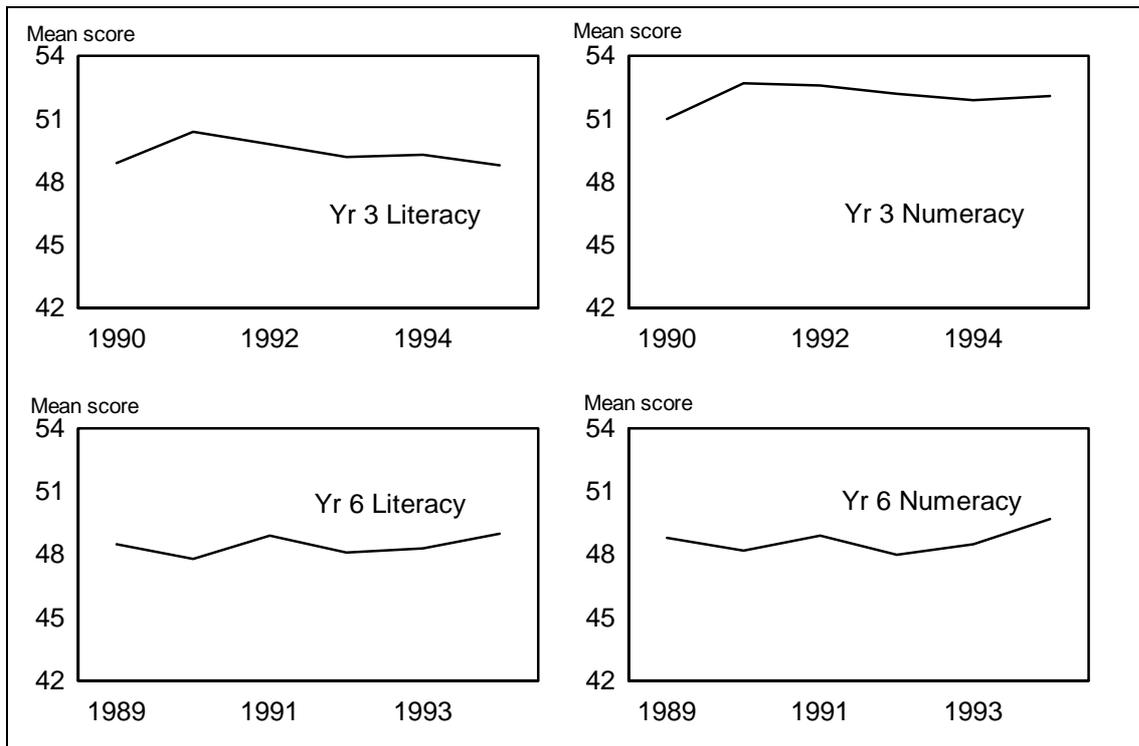
Based on the testing that has been completed around Australia, learning outcomes within each State and Territory system appear to have remained stable, with some slight improvements for some specific groups or subject areas.

*NSW (Basic Skills Test (BST))*

The NSW Basic Skills Test (BST) is an annual census testing program designed to measure Year 3, 5 and 6 student achievement in literacy and numeracy. Students' achievements are grouped into skill band levels, with Band 1 being the lowest level of skill and knowledge, and Band 4 the highest.

Figure 5.6 shows trend data for the BST for all NSW Year 3 and Year 6 in literacy and numeracy. Comparisons between subjects and Year levels should not be made.

**Figure 5.6:** NSW BST, Years 3 and 6, Literacy and Numeracy, 1989 to 1995, (mean test score<sup>1</sup>)



Note: 1 BST results are presented as a mean score on a 25 to 65 scale. The scales used for Year 3 and Year 6 for literacy and numeracy are separate and comparisons should not be made between the scales.

Over the past five years the mean NSW government school BST scores in literacy and numeracy have remained relatively stable with improvements in some sub-groups. Outcomes broken down by student groups are presented in Section 5.6. More than half of the students in Years 3 and 6 are achieving results at the higher end of the scale.

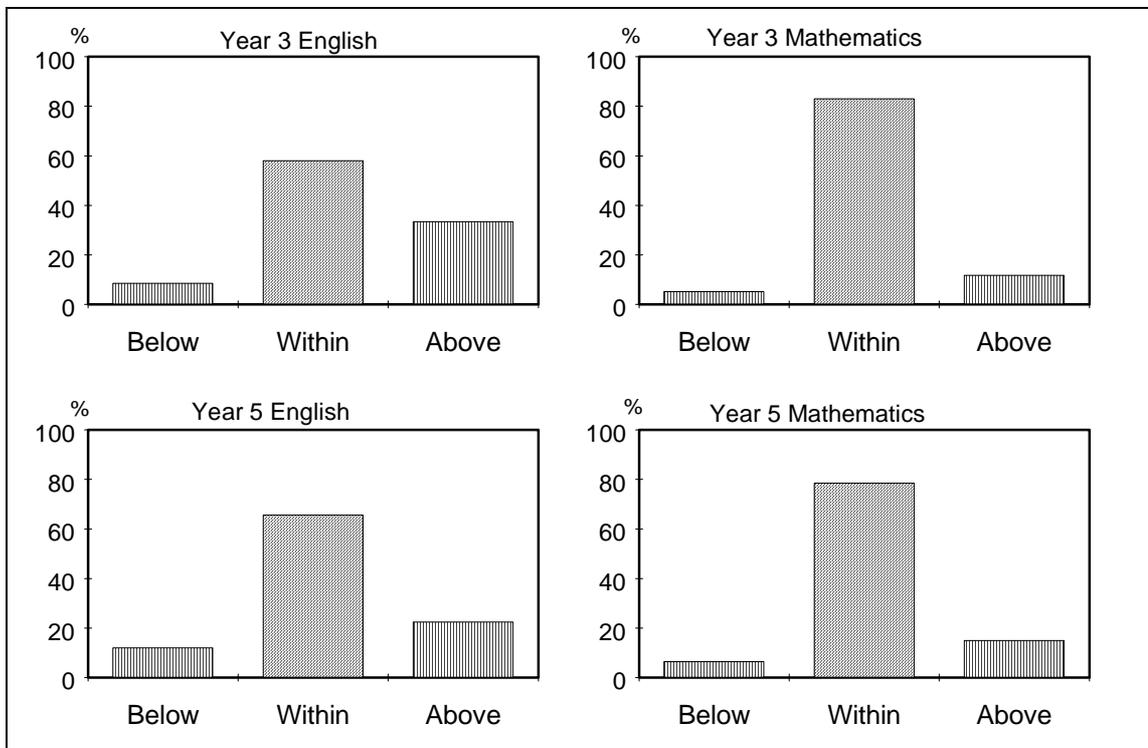
*Victoria (Learning Assessment Project (LAP))*

Victoria recently implemented the Learning Assessment Project, testing all students in Years 3 and 5 in English and mathematics. The assessments were based on the expected range for students identified in the Curriculum and Standards Framework (CSF).

Results at the system level shown for 1994 in Figure 5.7 indicate that:

- overall 90 per cent of students in Years 3 and 5 were achieving within or above the range identified as appropriate for their level;
- in English at Year 3 approximately 3 out of 10 students were performing at levels beyond their grade. In Year 5 the rate is 2 out of ten;
- in mathematics 14 per cent of Year 5 students were performing at a level expected of Year 7 students; and
- girls were performing better than boys in English at both year levels, and had similar levels of achievement in mathematics.

**Figure 5.7:** Victorian LAP, Years 3 and 5, English and Mathematics, 1995 (per cent below/ within/ above appropriate CSF range<sup>1</sup>)



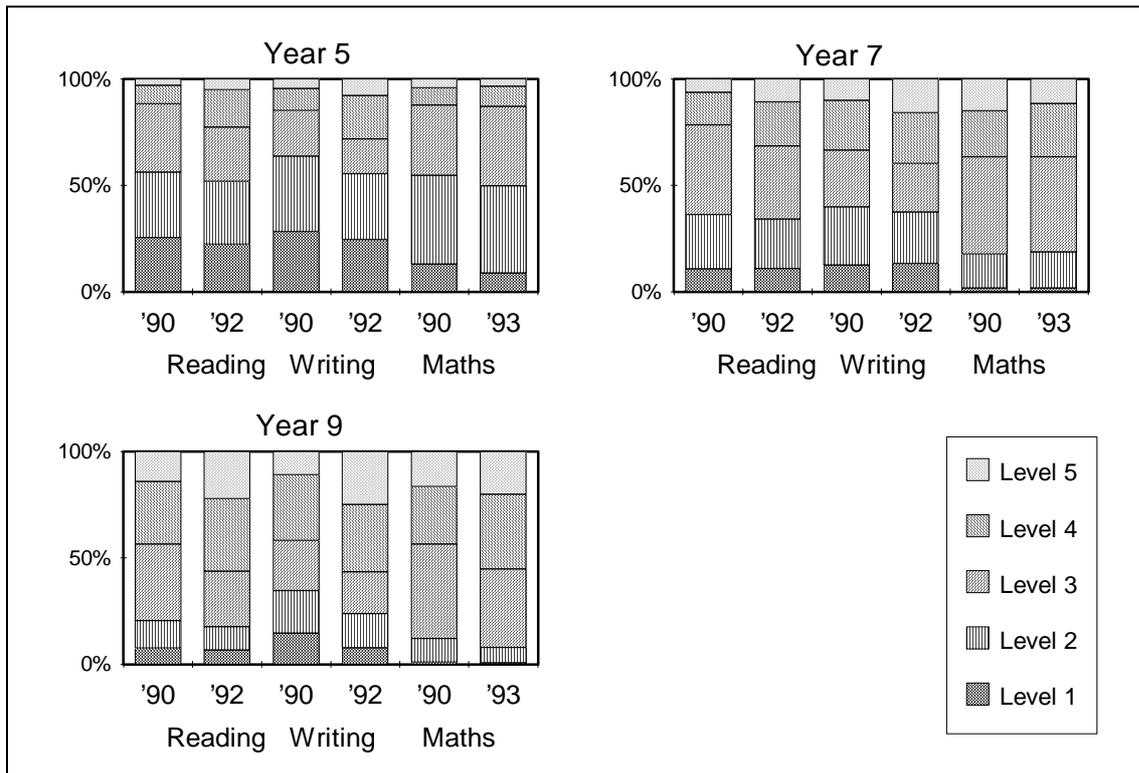
Note: 1 Shows the percentage of students that are achieving below, within, or above the range identified as appropriate for their level in the Curriculum and Standards Framework .

### *Queensland (Assessment of Performance Program (APP))*

The APP is based on a sample of Years 5, 7 and 9 and has measured student outcomes in aspects of key learning areas since 1990. Data are reported on a scale of increasing skill and knowledge from Level 1 to Level 5. The percentages of students that achieved particular levels are presented in Figure 5.8.

The results of the APP show that a larger proportion of students achieved higher levels in Years 5, 7 and 9 in reading and writing between 1990 and 1992, and in Years 5 and 9 in mathematics between 1990 and 1993. At the same time there was a very slight fall in performance in mathematics for Year 7.

**Figure 5.8:** Queensland APP, Years 5, 7 and 9, Reading, Writing and Mathematics, 1990 and 1992–1993 (per cent of students achieving level<sup>1</sup>)



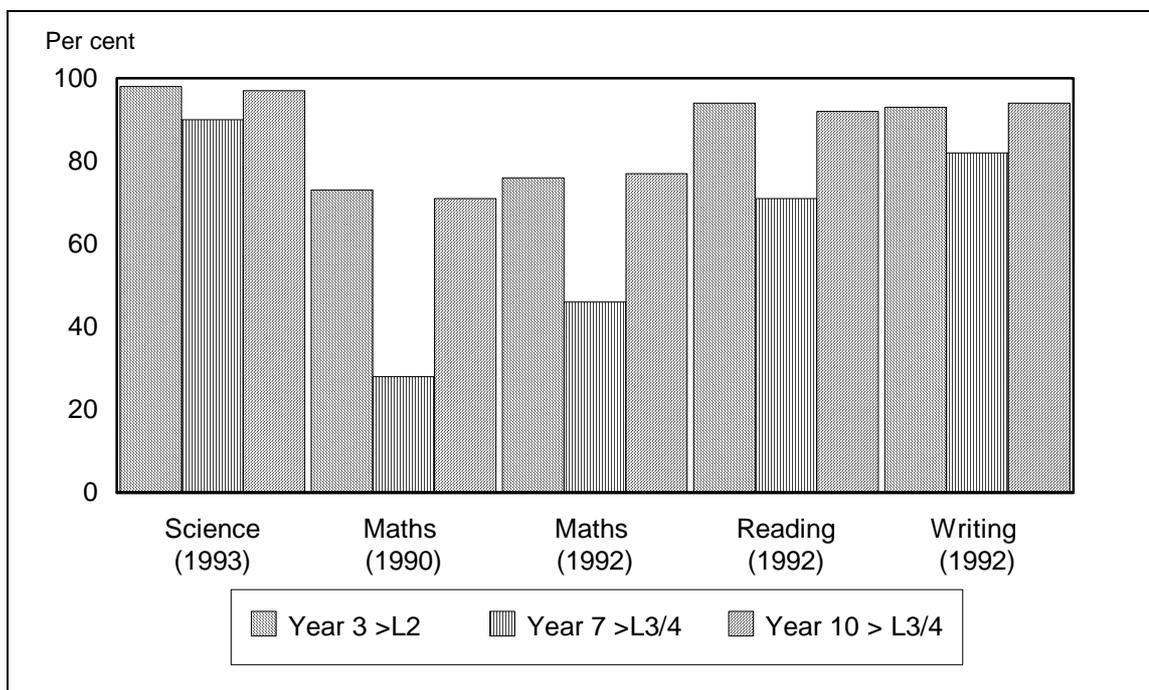
Note: 1 Student performance is shown on a scale representing a learning continuum divided into levels of increasing skills and knowledge, increasing from Level 1 to Level 5. The scale is described in terms of the kind of skills/processes/knowledge/ that characteristically typify the different levels. Student performance is discussed in relation to the scale levels.

In the 1994 APP for science process skills and science concepts, 64 per cent of Year 5 students, over 81 per cent of Year 7 students, and over 94 per cent of Year 10 students performed in the top three levels of a five level skill scale. The program also monitored changes in performance for Years 5 and 7 students since 1987. Median performance was generally unchanged except for a slight decrease for Year 5 science process skills. However, there was more variability in performance in 1994, with greater proportions of students performing at the higher and lower levels of the scale.

*Western Australia (Monitoring Standards in Education (MSE))*

Since 1990, the WA Monitoring Standards in Education (MSE) Project has tested performance in a range of curriculum areas for a sample of students in Years 3, 7 and 10. The standards are set by reference to descriptions of expected student performance expressed in Levels, with particular Levels specified for Year groups in each subject. Figure 5.9 shows the percentage of students that achieved at a level equal to or greater than the specified level in each subject. Comparisons between subjects should not be made.

**Figure 5.9:** WA MSE, Years 3, 7 and 10, various subjects, 1990, 1992, 1993 (per cent of students achieving at or above the specified level<sup>1</sup>)



Note: 1 For science the specified levels are Level 2 for Year 3 and Level 3 for Year 7 and Year 10. For reading, mathematics and writing the specified levels are Level 2 for Year 3 and Level 4 for Year 7 and Year 10.

The majority of students meet or exceed the established standards. Where a time series is available for mathematics there are slight improvements in performance for 1990 to 1992 for Year 3 and Year 10 students. There is a significant improvement for Year 7 students.

Table 5.1 shows the proportion of Year 10 students who reached a benchmark Unit Curriculum stage in English and mathematics. Both English and mathematics levels appear to be relatively stable, although English and mathematics fell slightly between 1990 to 1993.

**Table 5.1:** WA Year 10, 1988 to 1994 (% of students to pass Stage 4 or higher in English, and Stage 3 or higher in mathematics)

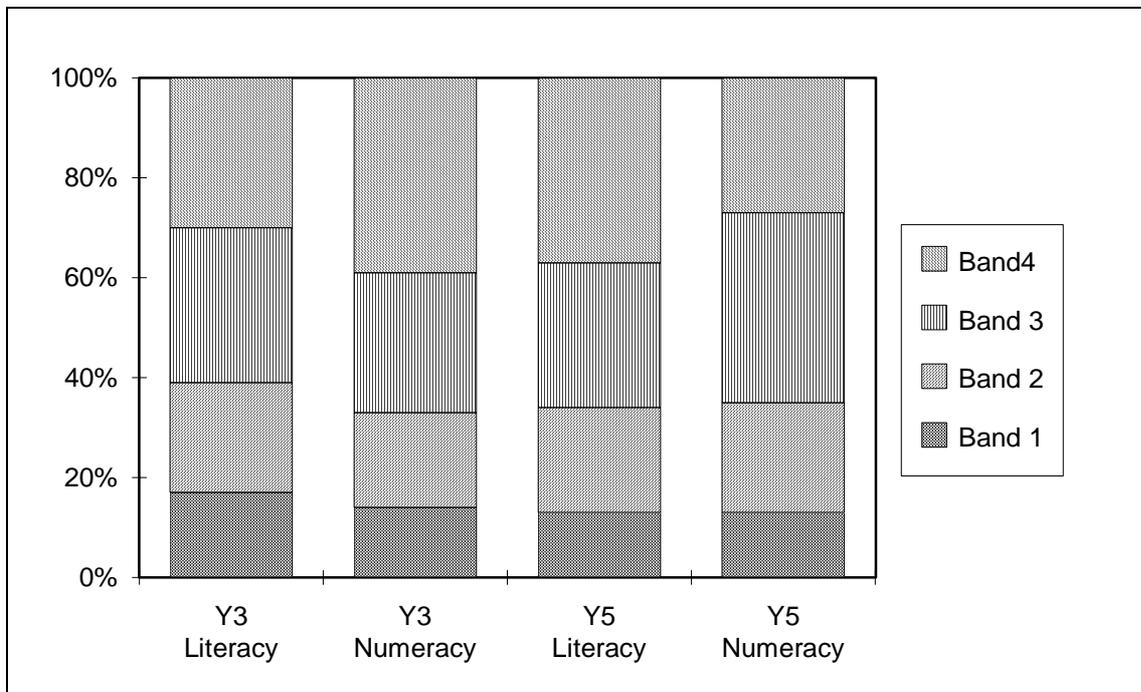
Year	English	Mathematics
1988	94.3	92.5
1989	95.8	94.2
1990	95.8	94.1
1991	95.0	92.7
1992	94.7	92.6
1993	93.7	92.5
1994	92.5	90.6

*South Australia (Basic Skills Test (BST))*

In 1995 the initial testing of aspects of literacy and numeracy in Years 3 and 5 was conducted using the Basic Skills Test jointly developed by NSW and SA. Trial collections of learning outcomes in the form of profiles level within key learning areas were also commenced in 1995.

The aggregated data indicate that at Years 3 and 5 the literacy score for girls is higher than boys but that the numeracy scores for boys and girls are very similar. Skill band 4 is the highest band.

**Figure 5.10:** SA BST, Years 3 and 5, literacy and numeracy, 1995 (per cent of students in skills band)

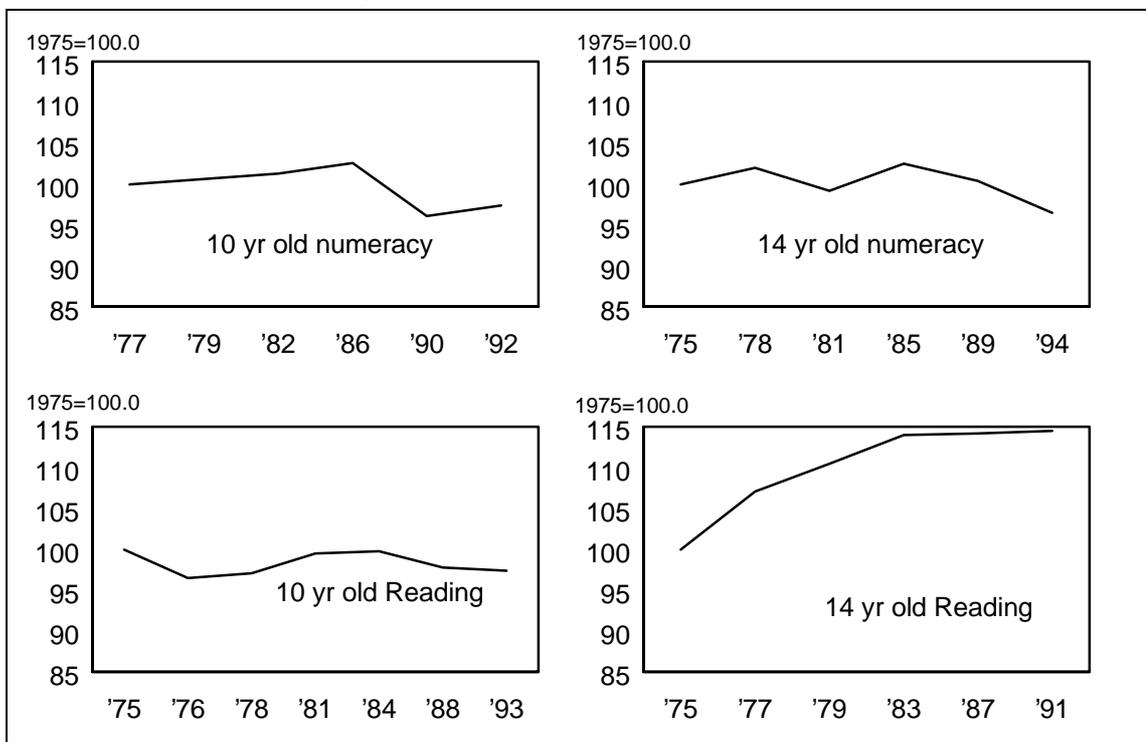


*Tasmania (Reading and Numeracy tests)*

Tasmania has the longest data series of any State or Territory that is able to show changes in learning outcomes over time. A rolling program of standardised tests of reading and numeracy skills has been administered to 10 year olds and 14 year olds for the last 20 years. There was a decline on the test of 14 year old numeracy skills from 1989 to 1994, and an improvement in the performance of 14 year olds on basic reading skills since 1975.

For 10 year olds' numeracy tests there was relative stability between 1977 to 1986, followed by a decline in 1990. The rise in 1992 was not statistically significant. For 10 year olds' reading tests there has been a decline in performance since the 1984 test. The results of these tests are shown in Figure 5.11.

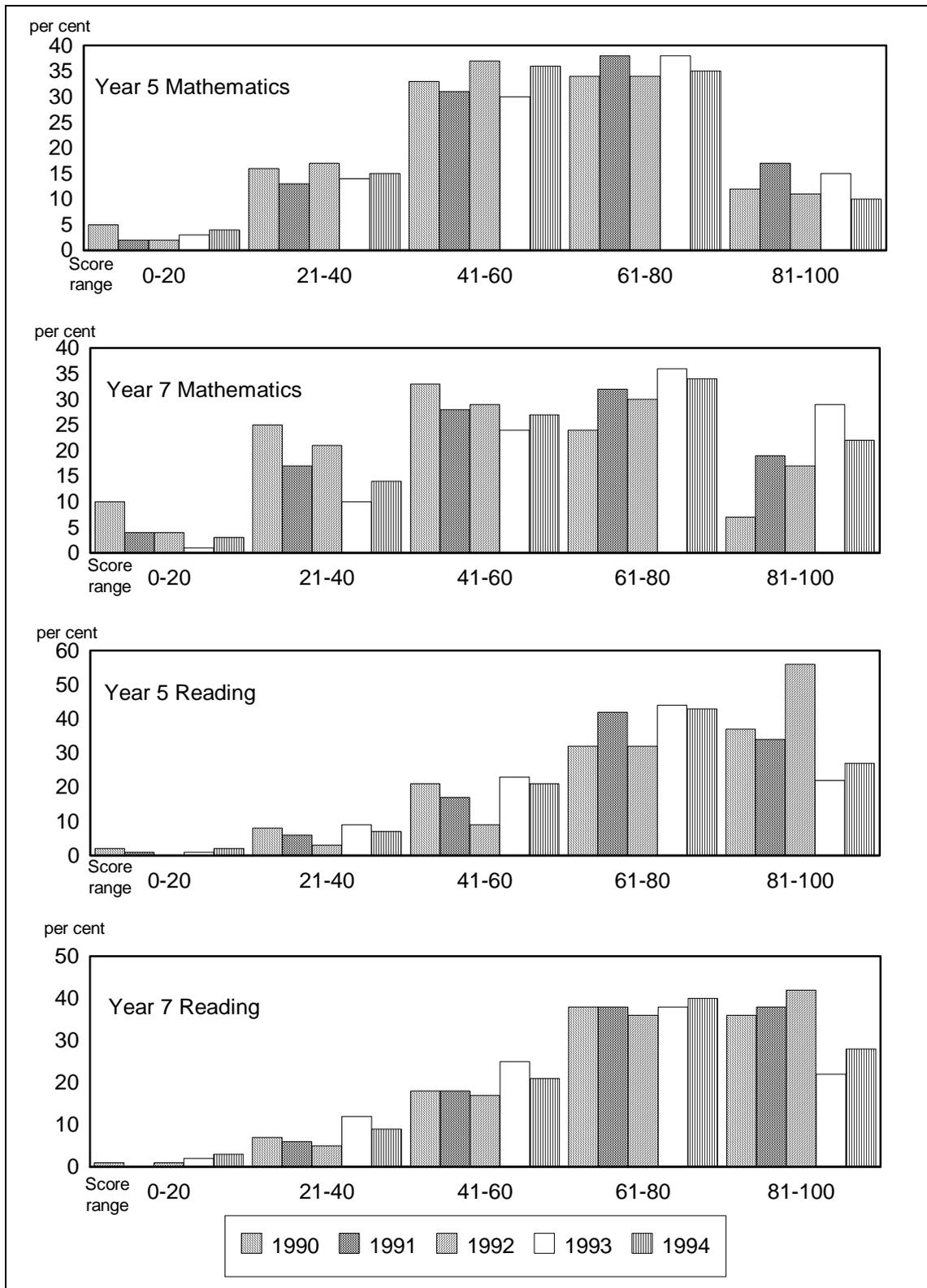
**Figure 5.11:**Tasmania, 10 year and 14 year old Reading and Numeracy tests, 1975 to 1994 (mean scores – index)



*Northern Territory (Multi-level Assessment Program (MAP))*

The NT Department of Education collects system-wide data on student achievement in reading and mathematics for Years 5 and 7 under the Multi-level Assessment Program (MAP) (see Figure 5.12).

**Figure 5.12: NT MAP, Years 5 and 7, mathematics and reading, urban non-ATSI students, 1990 to 1994 (proportion achieving in per cent range)**



The results of the tests for the urban population show that mathematics performance improved each year for Year 5 and Year 7 students between 1990 and 1994, except between 1991 and 1992 where Year 7 performance did not change. Reading performance in Year 5 improved between 1991 and 1992, while there was a decline in the reading performance in both Years 5 and 7 between 1992 and 1993. The 1994 tests indicate an improvement in reading for Years 5 and 7.

Results for Aboriginal and Torres Strait Islander students show that whilst significant numbers of urban Aboriginal and Torres Strait Islander students scored in the higher ranges, there were relatively high proportions of Aboriginal students who were in the lower range of scores.

### *Australian Capital Territory*

No standard outcomes testing is undertaken in the ACT. The unadjusted grade distributions for Year 12 for 1992 to 1994 in key learning areas are reported in Section 5.6.

## **Equity Objectives**

The third goal of the Common and Agreed National Goals is to “promote equality of educational opportunities, and to provide for groups with special learning requirements” (see Box 5.3). This is clearly a multi-dimensional objective and further work is required to determine how performance against it can best be measured (see Section 5.5).

One partial approach is to measure the student learning and other outcomes achieved by target groups compared with the rest of the student body. While this may highlight whether there is a systematic difference in outcomes, it does not provide insight into the “value added” by school systems: that is, it does not indicate how large the overall differences in outcomes between target groups and other students might have been in the absence of special efforts by school systems. One way to incorporate this approach is to monitor the outcomes achieved by cohorts of students through the school system. Clearly, however, these data will only be available once adequate system-wide performance monitoring has been in place for some time.

The information below provides an indication of how outcomes for some priority groups compare with student outcomes for the whole population. It is limited to outcomes for a subset of the priority groups identified above since outcome information is currently not available for all target groups.

Ideally, the whole range of student outcomes identified in this report and for future development would be reported for all groups of students that face educational disadvantage.

### **Box 5.3:** Priority student groups under the National Strategy for Equity in Schooling

Under the National Strategy for Equity in Schooling, six categories of students are identified as being:

Groups whose participation and range of educational outcomes are currently significantly lower than those for the population as a whole, and who require additional support and resources to improve their educational outcomes. They are:

- Students with disability, difficulties in learning and/or emotional behavioural disorders;
- Students at risk of dropping out of school;
- Students from low socio-economic backgrounds or living in poverty;
- Aboriginal and Torres Strait Islander students;
- Students from non-English speaking backgrounds who need English as a second language (ESL) assistance;
- Students who are geographically isolated (MCEETYA 1994).

These groups are not mutually exclusive. Work is currently underway under the auspices of MCEETYA and DEET to develop common definitions for the above groups. For example, MCEETYA is working on a common definition for non-English speaking background students, and DEET has commissioned a study to recommend an appropriate approach to defining and measuring the socio-economic status of school students. These issues remain to be resolved.

### *Learning outcomes*

Only limited student learning outcomes information is currently available for target groups. Where information on learning outcomes is disaggregated, this is most often for Aboriginal and Torres Strait Islander students, although some information is also available for NESB students and students from a relatively low socio-economic background.

Information on learning outcomes for NESB and Aboriginal and Torres Strait Islander people in WA and NSW, Aboriginal and Torres Strait Islander people in Queensland and the NT, and low socio-economic status (SES) students in Tasmania suggests that learning outcomes for these groups are generally lower than for the general population of students. In particular, the information provided indicated that:

- in NSW, Aboriginal and Torres Strait Islander students' scores were consistently below the State mean averages with some slight improvements in numeracy. The sub-group of NESB students performed at close to or above the state mean averages for numeracy in recent years, and there were some improvements in literacy scores;

- in Queensland, the proportion of Aboriginal and Torres Strait Islander students scoring in higher achievement bands was consistently lower than for the total population across a number of subjects. In Year 12 English in 1994, 41 per cent of Aboriginal and Torres Strait Islander students achieved a “sound” or higher level of achievement, compared with 84 per cent overall. For mathematics I, the corresponding levels were 22 and 63 per cent, respectively;
- in WA the results show that, relative to the whole student population, a lower percentage of Aboriginal and Torres Strait Islander students achieved at or above a given level in all Year levels (Years 3, 5 and 10) for the subjects tested. The percentages of NESB students achieving a given level was also lower than for the general population, but higher than for Aboriginal and Torres Strait Islander students;
- in the NT, lower proportions of urban Aboriginal and Torres Strait Islander students achieved in the higher score range bands than of non-urban non-Aboriginal students in Years 5 and 7 for reading and mathematics; and
- in Tasmania, reading and numeracy tests of 10 year olds and 14 year olds showed that the mean scores of schools with intakes from lower SES neighbourhoods were lower than those of schools located in higher SES neighbourhoods.

### *Apparent retention rates*

In the absence of more relevant information on target group outcomes, a means of comparing the outcomes of those groups is to compare their retention rates relative to the population as a whole. Clearly this is not a proxy for learning outcomes; average learning outcomes may actually fall as the result of an increase in the retention of students who are not academically inclined or motivated. It does, however, provide an indication of the relative progress of priority groups through schools systems. At present, Aboriginal and Torres Strait Islander students are the only priority group for whom retention rates are reported.

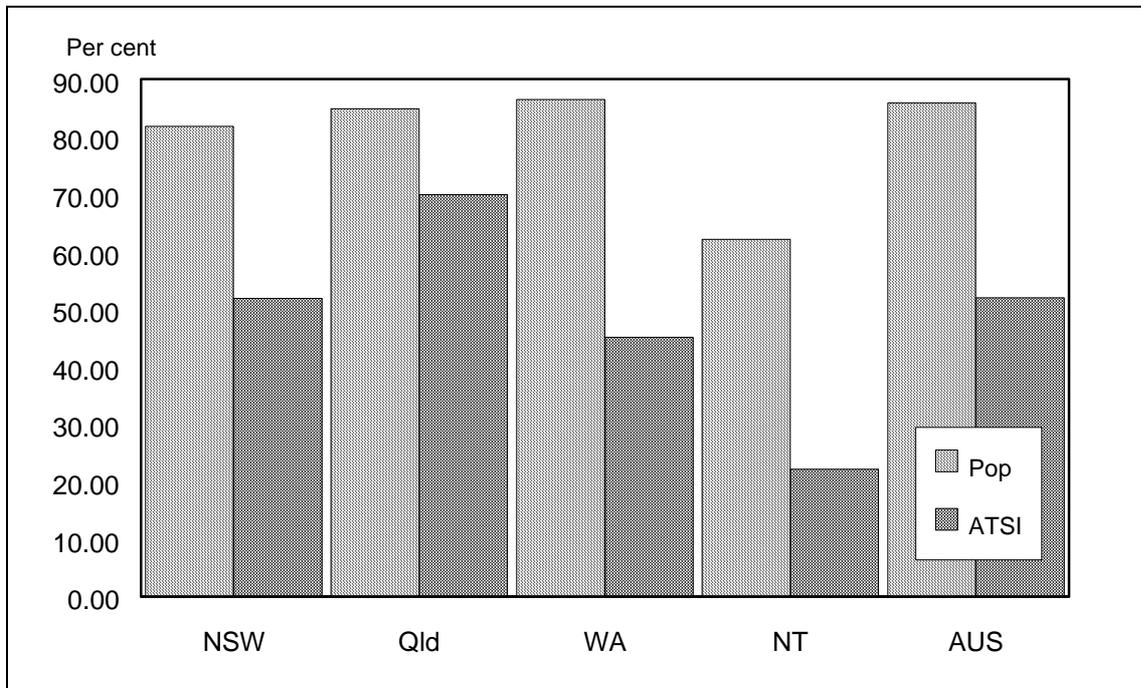
Notwithstanding concerns about the cultural relevance of retention rates for Aboriginal and Torres Strait Islander students, an examination of the gap between retention for those students and for the population as a whole provides an indication of the different patterns of retention across Australia.

Although there are some limitations of these data, retention rates of Aboriginal and Strait Islander students to Years 10, 11, and 12 show a clear trend of increasing retention rates across Australia. This is in line with the increase in retention rates for the population as a whole.

Australia-wide, apparent retention for Aboriginal and Torres Strait Islander students to Year 12 has increased from 21 per cent in 1991, to between 25 per cent and 33 per cent in 1993<sup>7</sup>. There has been a greater increase in retention to Year 11, from 42 per cent to 52 per cent, with retention to Year 10 remaining relatively stable at around 80 per cent. Retention rates for Aboriginal and Torres Strait Islander students are consistently lower than for student populations as a whole.

There are concerns about the reliability of data in the States and Territories with a relatively low share of the population of Aboriginal and Torres Strait Islander people. Figure 5.13 shows retention rates to Year 11 in 1993 for NSW, Qld, WA, and the NT (these jurisdictions account for over 85 per cent of Aboriginal and Torres Strait Islander students) and Australia.

**Figure 5.13:** Aboriginal and Torres Strait Islander student apparent retention to Year 11<sup>1</sup>, selected jurisdictions<sup>2</sup>, 1993 (per cent)



Source: MCEETYA 1993, Table 10 (C) and information provided by DEET based on the NSSC, various years.

- Notes: 1 Along with qualifications presented under Figure 5.4, ATSI retention rates are impacted on by an increased willingness of people to identify as Aboriginal and Torres Strait Islander people, and by the low base populations of ATSI people in Victoria, SA, Tasmania and the ACT.
- 2 This section focuses on NSW, Queensland, WA and the NT, which together account for over 85 per cent of ATSI students in Australia. Higher base populations in these States and Territories reduces the potential for immigration, emigration, and the repeating of ATSI students to significantly influence apparent retention figures.

<sup>7</sup> Apparent retention in 1993 for Aboriginal and Torres Strait Islander people was 25 per cent Australia-wide (excluding Queensland) and 33 per cent including Queensland (Queensland's retention was estimated at 51.3 per cent in 1993).

The difference between Aboriginal and Torres Strait Islander student and total population apparent retention rates was greatest in WA and the NT at around 40 percentage points, and least in Queensland at 15 percentage points in 1993. Between 1991 and 1993 this gap narrowed slightly in WA and remained constant in NSW, but widened in the NT due to a fall there in the apparent retention of Aboriginal and Torres Strait Islander students between 1991 and 1993.

Many Aboriginal and Torres Strait Islander people live in remote communities where Australian mainstream education is often marginally relevant to Aboriginal cultural values and learning styles and where access to education is difficult. In particular, in recent years both WA and the NT have extended services to students in remote and homeland centres. This has had the effect of increasing the number of Aboriginal and Torres Strait Islander students counted in enrolments without a commensurate increase in educational outcomes. Over time, this effect will diminish to the extent that these students achieve higher levels of participation.

### **Social and other objectives**

Social and other objectives emphasise the role of schooling in relation to student experiences in school, pathways through life, and social responsibility. These are encompassed in the Common and Agreed National Goals and can be broadly categorised as those that relate to:

- attitudes of students;
- well being of students;
- preparation of students for participation in the workforce;
- preparation of students for further education and life long learning; and
- preparation of students for social responsibility through active citizenship.

In acknowledging the importance of social and other objectives recognition needs to be given to how they are inextricably linked to student learning outcomes.

The nationally developed profiles articulate and encompass many learning outcomes which contribute to the social and other objectives. Social objectives are generally achieved through the inter-relationship of specific learning outcomes and interactions between individuals and learning outcomes.

This is a difficult area in which to measure school system performance for three main reasons:

- the broad nature of the objectives, such as to “develop in students the capacity to exercise judgement in matters of morality ...”, makes it difficult to identify specific outcomes. There is no one single set of social values and objectives that would meet the needs of every community in Australia;

- the extent to which factors outside the control of schools influence students, such as economic factors and social norms, must be taken into account when measuring outcomes just as they are when considering other learning outcomes; and,
- many of the social objectives sought by schools will not become apparent in the behaviour of students until they are adults.

Although there are variations in expectations across different education communities, surveys of student attitudes, and the workplace and education destinations of school graduates, can provide some insight into the performance of systems in meeting these objectives. Some care must be taken in attributing changes in these areas to school system performance and further effort is required in this area. This is discussed in 'Future directions' Section 5.5.

### *Attitudes*

Some surveys of students have been completed by ACER and are reported in further detail for Queensland, Victoria and NSW in Section 5.6. The information is not comparable between jurisdictions, and is somewhat dated for Victorian secondary schools. These ACER studies showed that:

- in Victorian secondary schools (1986) and primary schools (1990), a large majority of students responded positively to questions about the quality of school life, indicating a high general level of satisfaction. There was, however, a progressive decline in students' views on the relevance of school work, their achievement, and an increase in the negative aspects of schools from Years 7 to 12;
- NSW secondary students (1992) found that satisfaction with teacher-student relations, sense of status, and social integration improved between Years 9 and 12. The trend of a falling sense of relevance and achievement to Year 12 found in Victoria was reflected in NSW secondary schools; and
- Eighty four per cent of Queensland primary schools students agreed with positive statements about the quality of school life in 1994. Primary school was strongly perceived as being relevant to secondary school, but fewer students felt that their school was an adventurous place.

A general theme that emerges from these studies is that students on average have a high level of general satisfaction with school at the primary level, but that this tends to fall slightly as students continue through secondary school.

### *Transition from education to work*

The destinations of government school leavers are influenced by a number of factors, and care should be taken in interpreting these figures. The recent growth in places for vocational education and training and in higher education, and the recent economic upturn will have impacted on school graduate destinations. Variations in economic conditions and unemployment rates between, and within, the States and Territories will also affect comparisons.

Nevertheless, student destinations are a starting point for examining how well school systems are addressing their higher education and workforce participation objectives. In May 1994, nearly 30 per cent of the students who left school in 1993 were employed, 47 per cent were in some form of tertiary education and training, and the remaining one-quarter were not employed.

The NT had the highest proportion of school leavers moving on to tertiary education and training at 66 per cent<sup>8</sup>. However, low retention rates in the NT would suggest that students in the NT are more likely to leave school prior to the end of Year 12 if they are not considering tertiary education or training.

The NT also had the lowest rate of school graduates who were not employed or in the labour force (11 per cent). This has declined from 19 per cent in 1991. In 1994 SA had the highest proportion of school graduates who were unemployed or not in the labour force (34 per cent), and the lowest proportion of graduates continuing on to tertiary education and training (35 per cent).

## Efficiency

Information on expenditure and staffing levels per student is presented below. For a discussion of the measurement of efficiency, see Chapter 2.

A number of factors may impact on the resources needed by some systems to provide an equivalent service relative to other systems. It is therefore necessary to disaggregate efficiency measures to account for different operating environments. Differences in the composition of the student body can impact on cost and staffing levels and are discussed in the Contextual Information section below.

### *Expenditure per student*

In line with the growth of expenditure (excluding superannuation) on school education in Australia, expenditure per student has grown on average by around 8 per cent between 1990–91 and 1993–94<sup>9</sup>, with relatively more growth in per student secondary than primary expenditure. The make up of these costs can be divided into ‘in-school’ primary and secondary expenditure, and ‘out of school’ expenditure. Out of school expenditure includes expenditure on non-school administrative centres and staff who spend less than 50 per cent of their time in schools.

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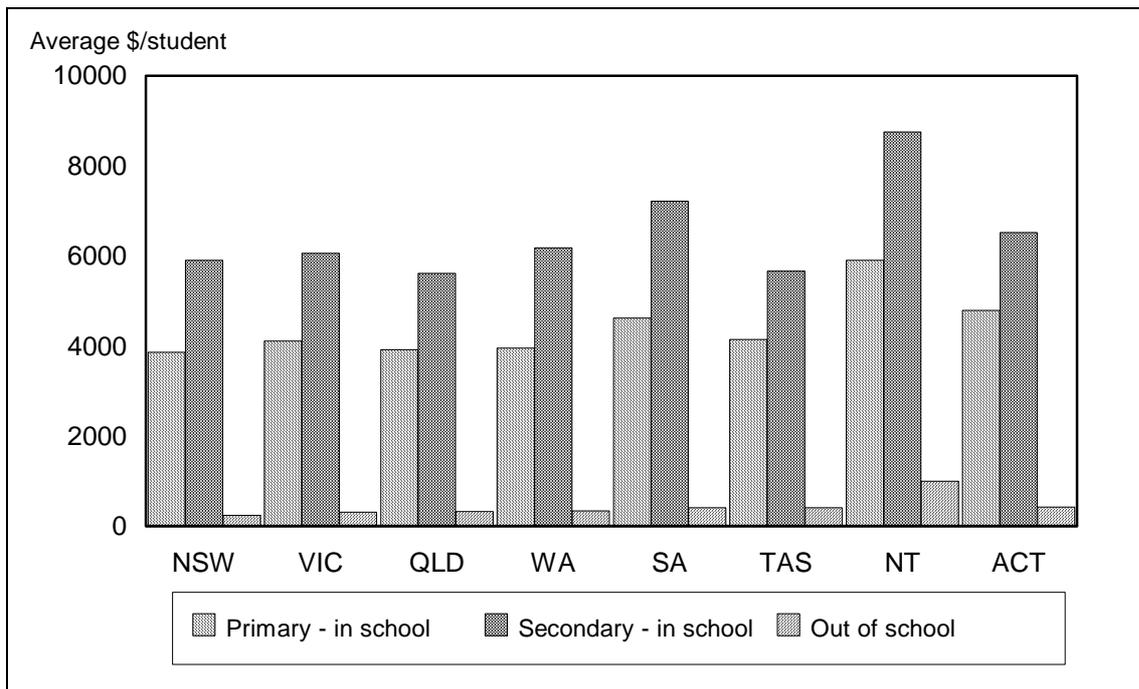
<sup>8</sup> Transition from education to work figures for the NT should be interpreted with care since they have a standard error greater than 25 per cent.

<sup>9</sup> Superannuation liabilities have been excluded in this instance because they are not available prior to 1992–93.

In 1993–94, the average Australia-wide expenditure<sup>10</sup> per primary and secondary student was over \$5100. The average expenditure per student varied widely across jurisdictions, from over \$4800 in (Queensland) to nearly \$7700 (NT).

Average in-school primary expenditure per student ranged from nearly \$3900 in NSW to around \$5900 in the NT with a national average of just over \$4000. The range of average in-school secondary expenditure was from \$5600 (for Queensland) to \$8800 (NT), with the national average of \$6000 nearly 50 per cent higher than for primary students (Figure 5.14).

**Figure 5.14:** Average government school expenditure per student, by jurisdiction, 1993–1994 (dollars)



Source: Information provided by DEET based on the National Schools Statistics Collection, 1994.

In 1993–94, out of school expenditure per student averaged just over \$300 across Australia, with the NT spending more than three times this amount,<sup>11</sup> and NSW the least at around \$240.

<sup>10</sup> Expenditure figures for 1992–93 and 1993–94 in the text and Tables in Section 5.6 include estimated superannuation liability.

<sup>11</sup> The relatively high average costs in the NT reflect in part the lack of opportunity to achieve economies of scale due to small size, geographical dispersion, and demographic composition of the NT population.

Some States and Territories were able to disaggregate expenditure data and, although they are incomplete and not fully comparable, some results can be observed:

- average expenditure per student in the non-metropolitan schools was generally less than for metropolitan schools in Tasmania (except for primary schools) and SA, but higher in Victoria;
- average expenditure per student generally fell as school size increased, indicating the economies of scale in the provision of school education; and
- there was a pattern of higher average expenditure per student in primary and secondary schools classified as being relatively disadvantaged.

#### *Students per full time equivalent (FTE) staff*

Average student levels per FTE teacher do not accurately represent class sizes, but rather provide a general indication of the number of teachers within each segment of the school education system.

In 1994, the average number of primary students per teacher did not vary across jurisdictions significantly from the national average of 18<sup>12</sup>. The NT, with 15 primary students per teacher had the lowest number, although this figure includes the Aboriginal Assistant Teachers required as translators for the 21 different languages used in NT Aboriginal Remote Schools. If the Aboriginal Teachers are excluded the ratio is slightly below the national average at 17.7. NSW and WA had the highest number with 19 students per teacher.

The average number of secondary students per teacher lies between 11 (SA, the NT) and 13 (NSW, WA, TAS) with Victoria, Queensland and the ACT, 12.

The average number of primary students per non-teaching staff varied in 1994 from 47 in Queensland to 109 in Victoria. WA reflected the national average at 66 students per FTE of non-teaching staff.

The number of secondary students per non-teaching staff varied from 28 in the NT to 77 in Victoria. NSW followed at 61 with the remainder of States and Territories having between 53 (Queensland) and 42 (SA).

SA and Tasmania were the only two jurisdictions able to provide disaggregated staffing details for metropolitan and non-metropolitan schools (apart from the ACT – all metro, and the NT – all non-metro) and there were no significant differences in the staffing levels. The data are insufficient to draw definite conclusions, but would suggest that factors other than different staffing levels influence expenditure per student levels in the non-metropolitan regions of those States.

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<sup>12</sup> Figures have been rounded to the nearest whole number.

Across SA, Tasmania, the ACT and the NT, the average number of students per teacher and non-teacher staff members rose consistently with school size, except for non-metropolitan secondary schools in the NT, where staff concentrations increased. The average number of students per teaching and non-teaching staff was generally lower for schools classified as being relatively disadvantaged.

## Contextual information

The summary of results presented in this report need to be interpreted in the context of the differing environments within which school services are delivered across the nation and the different student populations they serve. Environmental factors include, for example, the population distribution and dispersion in each State and Territory. Student body populations vary significantly in terms of, for example, variations in the proportion of Aboriginal and Torres Strait Islander people, students of a non-English speaking background, students with disabilities, and students from low socio-economic status families across jurisdictions.

### *Mix of students*

It is difficult to obtain a precise measure of the varying mix of students across school systems, particularly those identified as facing educational disadvantage (see Box 5.3). This is due mainly to a lack of common definitions for different types of students, although a number of definitions are currently being developed.

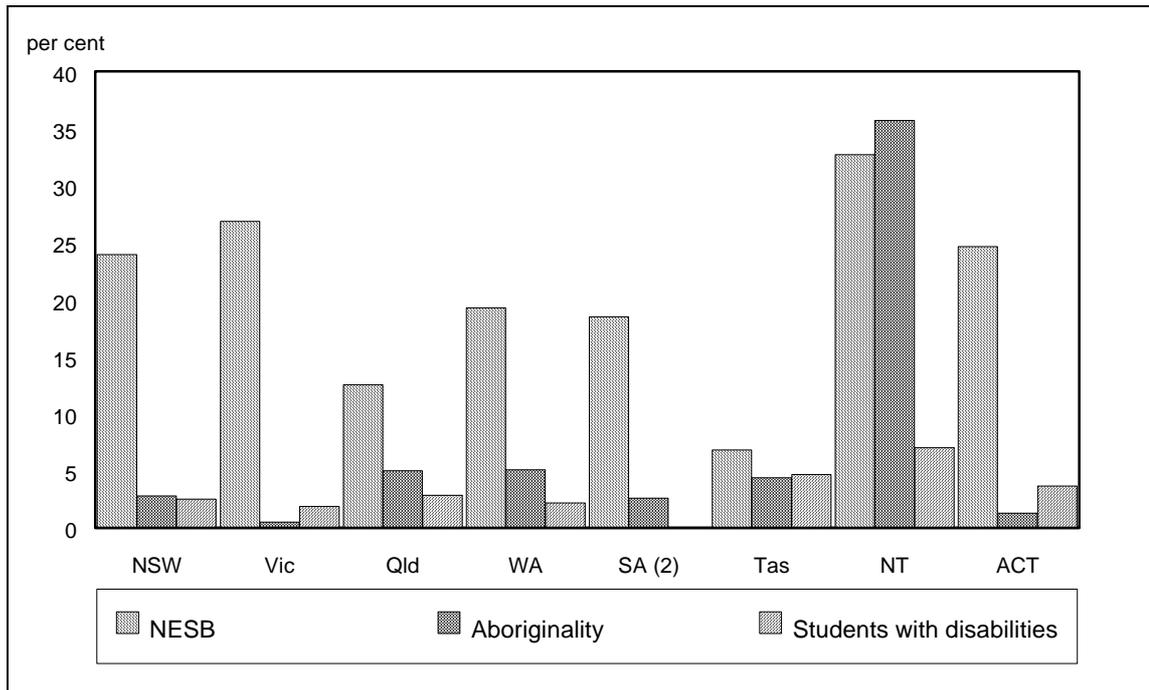
Common definitions for some priority groups have, however, been applied across the States and Territories as the basis for allocating some Commonwealth targeted funding. These definitions suffer from some inconsistencies since, for example, self reporting is relied on for the identification of Aboriginal and Torres Strait Islander students and there are different definitions of students with a disability across States and Territories. In addition, definitions for funding purposes may not necessarily be the most appropriate for reporting differences in student body mixes across Australia.

In the absence of more accurate information, however, the proportion of enrolments in government schools in each State and Territory that are targeted for assistance are presented in Figure 5.15. These figures are somewhat dated, and a number of the mechanisms for allocating funds are currently under review<sup>13</sup>.

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<sup>13</sup> For example, the means for allocating funds to Country Area students is under Review by DEET.

**Figure 5.15:** Proportion of government school enrolments in a target group<sup>1</sup>, by jurisdiction, 1994 (per cent)



Source: Information provided by DEET based on National Equity Program for Schools, 1994.

Notes: 1 Definitions used by DEET to allocate National Equity Program for Schools funding. These apply to priority group students at government schools. NESB includes New Arrivals and General Support. Some definitions are under review.

2 Students with disabilities not reported for SA in 1994.

The NT has by far the highest proportion of Aboriginal and Torres Strait Islander students, as well as NESB students. There is likely to be significant overlap between these groups. NSW and Victoria also have relatively high proportions of NESB students making up the student body.

Some targeted assistance is based on the proportion of students from target groups in Australia that are in each State and Territory. This provides an indication of the relative assistance that each State and Territory receives from the Commonwealth for these target groups. There is likely to be some overlap between these groups.

NSW and Queensland each account for about a quarter of the national population identified as living in isolated or small communities<sup>14</sup>, with Tasmania and the NT having less than 4 per cent each, and none in the ACT. This does not, however, account for the dispersion of populations which will also impact on the costs of service delivery. NSW receives the most funding on the basis of having students at risk of not completing Year 12, followed by Victoria and Queensland.

<sup>14</sup> Based on weighted population data from the 1976 census.

The NT has the highest proportion of government to total students (79 per cent) and the ACT (66 per cent) and Victoria (67 per cent) the lowest. The ACT had the highest proportion of senior secondary students (16 per cent) and the NT the lowest (8 per cent), with a national average of 11 per cent.

### *Pattern of enrolments*

Each State and Territory also has a different pattern of enrolments, which indicates different priorities and resource requirements within each system. Table 5.2 below shows the percentage of enrolments in each of the eight key learning areas in each system.

**Table 5.2:** Student Enrolment Index<sup>1</sup> by Key Learning Area, Year 12, by jurisdiction, 1994 (per cent)

	<i>English</i>	<i>Maths</i>	<i>Soc&amp;Env</i>	<i>Science</i>	<i>Arts</i>	<i>LOTE</i>	<i>Technology</i>	<i>Health&amp;PE</i>
NSW	18.2	19.8	25.2	14.8	5.9	3.2	9.4	3.6
VIC <sup>2</sup>	21.2	15.3	18.9	15.7	9.0	3.0	9.8	7.2
QLD	17.3	18.4	10.9	16.3	9.1	1.3	18.1	8.7
WA	18.6	17.6	13.1	16.9	5.9	1	16	10.7
SA	13.8	17.4	24.5	18.3	6.1	2.3	14.6	4.1
TAS <sup>3</sup>	15.3	10.5	29.4	17.2	6.7	2.2	12.3	4.6
NT	18.7	17.6	25.7	15.9	6.9	1.5	9.1	4.6
ACT <sup>4</sup>	23.2	19.7	19	14.9	4.9	3	10.2	5.1
<b>AUS<sup>5</sup> 1994</b>	<b>18.3</b>	<b>17.0</b>	<b>20.8</b>	<b>16.2</b>	<b>6.8</b>	<b>2.2</b>	<b>12.4</b>	<b>6.1</b>
<b>Avg<sup>6</sup>1990</b>	<b>18.6</b>	<b>18.8</b>	<b>25.9</b>	<b>18.4</b>	<b>6.6</b>	<b>2.6</b>	<b>6.7</b>	<b>2.5</b>

Sources: States and Territories, and DEET 1994, *Subject Choice in the 1990s*.

Notes: 1 Full year equivalent enrolments in each subject/total full year equivalent enrolments. May not add to 100 due to rounding.

2 Includes government and non-government schools.

3 1.8 % of enrolments were not classified into KLAs.

4 For Years 11 and 12 combined and including non-government schools.

5 Average of enrolment indices in each State and Territory.

6 Average of NSW, Victoria, Queensland, WA, SA in 1990 from DEET 1994.

The classification of subjects within KLAs may differ to some degree between States and Territories, but average figures for Australia show an increase in Health and Physical Education, and Technology enrolments between 1990 and 1994. Enrolments in English, Arts and Languages other than English (LOTE) have remained relatively stable, while they have fallen in Mathematics, Science, and Society and the Environment.

## 5.5 Future directions

There is a great deal of work left to do in the development of indicators and mechanisms to report on the performance of Australian government school systems on a comparable basis. Given the integral role of learning outcomes in school systems, effort needs to be initially focused on achieving national comparability between learning outcomes in each State and Territory. Improvements could be made by broadening the indicators to cover all objectives of schools and to ensure that outcomes are reported on a consistent basis across Australia.

### Nationally comparable information on student learning outcomes

As stated above, student learning outcomes represent a major indicator of the effectiveness of school systems. The available indicators used to assess these outcomes are currently not comparable between the State and Territory school education systems. Hence, it is not possible to present outcomes data in a way that allows comparisons of the performance of the States and Territories.

It is anticipated that the National Schools English Literacy Survey, to be completed by the end of 1996, will go some way to addressing the lack of comparable outcome data, and will provide important information in terms of literacy.

The Steering Committee has recognised the need to develop a mechanism for the ongoing reporting of comparable learning outcome data across the curriculum. Given the strong government commitment to the existing State and Territory tests, the Steering Committee believes that these tests should be utilised in preference to the potentially costly duplication of outcomes measurement by an extended system of national surveys. Accordingly, it commissioned ACER to identify how comparisons between existing statewide testing programs could be established.

ACER has indicated that there is sufficient common ground between what students are taught and how they are assessed in Australia for meaningful comparisons to be made using the existing State and Territory testing programs.

ACER identified two practical approaches for establishing equivalences:

- to embed links of 10 to 20 common items in pairs of otherwise different tests (common item); or
- to administer tests to a common sample of students (common person).

The common item approach would utilise the existing testing infrastructure, obviating the need for the duplication of testing required by the common person approach. By replacing some items within existing tests with common items, any impact on student, teacher, and administrative load can be minimised.

From a conceptual viewpoint, ACER has argued that the common item approach would be a simpler, more direct and robust process by which to establish equivalences. ACER has suggested that progress could most readily be made in the testing of Number, Measurement, Space, and Reading in Year 3 and the Upper Primary years. Importantly, over the long run, the cost of the common item approach is also likely to be lower. Apart from the initial cost of developing common items, which could also be used in future testing, there would be minimal additional testing costs.

Given the differences in years of testing, testing formats and methodologies, and some variations in the curriculum content, clearly whichever approach is adopted will require a significant commitment from all States and Territories. In particular, the support of COAG is necessary to encourage the various governments to commit resources to ensure that comparable outcomes can be reported.

### **Development of indicators for social and other objectives**

The social and other objectives of schools are inextricably linked with learning outcomes and represent an important part of the schooling process. Indicators of performance in meeting these objectives are required for a full assessment of school system performance to be made.

Nationally consistent data are available on students' further education and workforce destinations, but care must be taken in attributing changes in those destinations to school system performance. More sophisticated indicators on school graduate outcomes in further education and workforce participation may more directly reflect the performance of schools. Examples include monitoring the performance of school graduates in further education, or the employment paths of target groups.

A number of States and Territories are currently examining the measurement of student attitudes at the jurisdiction and school level, in particular by surveying students and sometimes teachers and students. School-based statistics, such as unauthorised absences, are sometimes used as a substitute for student attitudes.

The attitudinal outcomes that have been, or are being, measured are not, however, nationally consistent or comparable, and are only loosely linked to the agreed national objectives. Although it is not currently possible to develop performance indicators that would allow for the aggregation of data at the national level, this remains an important area for further work. Future tasks could include:

- identification of outcomes related to social and other objectives; and
- development of instruments to measure success in achieving outcomes at the school system level.

A MCEETYA endorsed study on student attitudes in 1996 should inform this debate.

## Measuring outcomes for target groups

There is no consistent, system-wide information available Australia-wide on the relative access to educational services and achievement of outcomes for different groups, or on the provision for groups with special learning requirements. These are important objectives for school systems but particular difficulties, including a lack of consistent definitions across Australia, are encountered in measuring them.

## 5.6 Performance indicators by jurisdiction

### Commonwealth – jurisdiction's own comments

“While State governments have the constitutional and major financial responsibility for school education, the Commonwealth has a number of roles in relation to schooling, with its responsibility being exercised by the Commonwealth Minister for Employment, Education and Training. The Commonwealth, in co-operation with State and non-government school authorities, has an important role in identifying national priorities for schooling, and in promoting national strategies for achieving these aims. It provides significant supplementary financial support to State and non-government school authorities to support agreed priorities and strategies. In relation to disadvantaged students, continuing co-operation on agreed goals and strategies between State and non-government school authorities and the Commonwealth In-schools' equity policies and programs is a shared national policy.

In this context, the Commonwealth and State/Territory Departments of Education are participating in a range of co-operative and collaborative activities in the area of developing performance indicators for school education, some in conjunction with the MCEETYA Schools Taskforce. The terms of reference for this Taskforce include: advising on frameworks for national reporting, including coordination of the Annual National Report (ANR) on Schooling in Australia; liaising with appropriate bodies and facilitating coordination of their advice for the Council of Australian Governments on educational inputs and outcomes for schools; and liaising closely with the Taskforce on School Statistics and setting the educational indicators for technical development by that taskforce.

Action initiated or substantially assisted by the Commonwealth in 1994–95 and 1995-96 has included development of a new framework for the 1995 and subsequent ANRs, based on agreement by Ministers that future ANRs will increasingly report nationally comparable outcomes data; negotiation of agreements with States and non-government school authorities for the Commonwealth's new National Equity Program for Schools, which include tighter accountability requirements; Commonwealth development and funding of sample studies (such as the 1993 and 1994 studies on socioeconomic status (SES), subject choice and NESB which include definition of outcomes for target groups as specific objectives); other related studies, such as the Third International Mathematics and Science Study and an Australian Curriculum Assessment and Certification Authority (ACACA) study on Year 12 data; and development of the National School English Literacy Survey to produce nationally comparable data on literacy performance.

”

“

### **New South Wales - jurisdiction's own comments**

The NSW Department of School Education measures its service provision using a number of techniques including performance indicators, student outcome measures, monitoring of budgets, quality assurance reviews, performance management and client feedback. The performance indicators selected for the COAG review and published here are a limited part of the overall performance monitoring process.

For instance, over 560 quality assurance reviews were completed in NSW government schools during 1994. The reviews involved interviews with more than 8,300 staff, 16,800 students and 10,900 parents and community members as well as 3,000 classroom observations. The reviews found that students, teachers and parents were in general satisfied with the attainment of students and most acknowledged successful teaching practice. The reviews showed that parental and community perceptions of schools, teachers and school programs were positive; the learning environment in-schools is safe, caring, supportive and conducive to student learning; most teachers are seen to be sympathetic to and aware of, cultural diversity and actively support the development of positive relationships with students and parents; schools have broadened their base for planning and decision making to take account of the views of staff, parents and students; many schools feature a spirit of co-operation and partnership; and parent involvement in the day-to-day operations of schools is widespread, especially in primary schools. By the end of 1994, 69 per cent of government schools had established school councils.

The Quality Assurance Review findings for individual schools provided directions for improving student learning outcomes. The recommendations for school development were implemented by schools and progress reports were included in-school annual reports. The aggregated school Quality Assurance Review findings provided clear guidance for planning in the government school system.

Retention to Year 12 was 56 per cent in 1991 and following rapid increases is predicted to stabilise at around the 66 per cent achieved in 1994. To accommodate this growth structural changes have been made to the post-compulsory years. These include expanded vocational education, increased timetable flexibility, mature-age entry, course semesterisation and part-time attendance. Participation rates provided a better indication of the involvement of the post-compulsory cohort in education and training. The proportion of 15-19 year olds involved in education and training in NSW was 78.19 per cent for males and 74.55 per cent for females in 1994.

The DSE has increased its focus on identifying and addressing the needs of all students. For example, there have been substantial increases in early intervention programs for students experiencing difficulties in learning, activities in the performing arts have grown rapidly and the proportion of students with disabilities being integrated into regular schools has”” increased.

## New South Wales, 1991–92 — 1994–95, descriptors

Table 5.3: Size of system

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students, staff and schools</i>						
<b>Students</b>		FTE	<b>746,417</b>	<b>756,852</b>	<b>757,975</b>	<b>755,771</b>
primary			439,928	445,772	446,911	447,238
secondary			306,489	311,080	311,064	308,533
<b>Staff</b>		FTE	<b>55,643</b>	<b>56,117</b>	<b>57,780</b>	<b>58,073</b>
primary			27,248	27,448	28,203	29,317
secondary			28,395	28,670	29,577	28,756
<b>Schools</b>		number	<b>2,176</b>	<b>2,180</b>	<b>2,184</b>	<b>2,187</b>
primary			1,637	1,642	1,646	1,649
secondary			383	384	385	385
combined			61	61	62	63
special			95	93	91	90
<b>Mean school sizes</b>		mean	<b>343</b>	<b>347</b>	<b>347</b>	<b>346</b>
mean primary			262	265	265	265
mean secondary			776	786	782	775
<i>Total expenditure and assets</i>						
<b>Total expenditure</b>		\$'000	<b>3,109,044</b>	<b>3,491,588</b>	<b>3,737,273</b>	
<i>In-school primary total</i>			<i>1,462,321</i>	<i>1,652,350</i>	<i>1,727,851</i>	
Capital total			84,385	100,482	93,071	
Recurrent			1,377,936	1,551,868	1,634,780	
Staff			938,855	1,106,734	1,197,815	
Other			439,081	445,134	436,965	
<i>In-school secondary total</i>		\$'000	<i>1,477,728</i>	<i>1,645,140</i>	<i>1,828,603</i>	
Capital			125,059	83,482	101,869	
Recurrent			1,352,669	1,561,658	1,726,734	
Staff			1,012,357	1,195,107	1,290,673	
Other			340,312	366,551	436,061	
<i>Out of school total</i>		\$'000	<i>168,995</i>	<i>194,098</i>	<i>180,819</i>	
Capital			na	5,120	13,667	
Recurrent			168,995	188,978	167,152	
Staff			98,901	88,350	93,025	
Other			70,094	100,628	74,127	

Source: Information provided by DEET based on National Schools Statistics Collection, various years.

## New South Wales, 1991–92 — 1994–95, descriptors

Table 5.3: Size of system (continued)

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Value of capital stock</b>	1	\$'000		<b>10,143,593</b>	<b>10,136,046</b>	<b>10,119,417</b>
land				2,611,177	2,621,461	2,584,489
buildings				7,513,470	7,495,006	7,500,359
equipment				18,946	19,579	34,569
<b>Accumulated depreciation</b>				<b>3,558,327</b>	<b>3,563,197</b>	<b>3,694,377</b>

Source: Value of capital stock provided in the NSW Department of School Education.

Note: 1 Mass valuation techniques were used to estimate of the value of the capital stock and land in 1992–93; and acquisitions since then have been valued at cost.

Table 5.4: School environment

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	<b>na</b>	<b>34.5</b>	<b>35.2</b>	<b>34.4</b>
Participation age 15		%	65.1	65.0	64.9	64.1
Participation age 16		%	53.4	54.7	55.0	53.2
Participation age 17		%	40.6	43.9	45.5	44.3
Participation age 18		%	10.1	12.0	12.4	11.3
Participation age 19		%	na	2.1	2.2	1.9
<b>Apparent retention rates</b>						
to Year 10		%	95.1	96.5	96.9	95.7
to Year 11		%	74.7	80.0	81.8	78.7
to Year 12		%	56.3	64.4	66.5	66.2
Year 12 male		%	51.1	59.5	61.9	60.9
Year 12 female		%	61.8	69.6	71.5	71.7
<b>Enrolment index (1994)</b>		%	<b>Year 11</b>	<b>Year 12</b>		
English		%	18.6	18.2		
Mathematics		%	19.9	19.8		
Society & Environment		%	21.6	25.2		
Science		%	15.8	14.8		
Arts		%	5.7	5.9		
LOTE		%	3.1	3.2		
Technology		%	10.9	9.4		
Health & PE		%	4.3	3.6		
<b>Student body mix</b>			per cent of government school student population			
NESB		%	na	25.0	25.0	25.0
Aboriginality		%	2.3	2.5	2.6	2.8
Students with disabilities		%	na	2.0	2.0	2.5
Seniority profile		%	10.6	11.1	11.1	10.6
Government students	1	%	72.0	72.1	72.0	71.9
<b>Source of income</b>			per cent of total State expenditure			
Private income		%	na			
Commonwealth		%	13			

Sources: Unless otherwise stated, information provided by DEET based on National Schools Statistics Collection (NSSC), various years. Retention rates provided by DEET based on NSSC, calculated from ABS, *Schools Australia*, Cat No. 4221.0, various years. Enrolment index from NSW Department of School Education. NESB and students with disabilities from DEET National Equity Program for Schools.

Note: 1 Government students as a percentage of all school students.

## New South Wales, 1991–92 — 1994–95, effectiveness

**Table 5.5:** Destination of school leavers

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>						
Further education and Training		%	59	58	51	51
Employed		%	24	24	29	20
Not employed		%	13	14	14	24
Not in labour force		%	4	4	6	4

Sources: Destination of school leavers from ABS, *Transition from Education to Work*, Cat No. 6227.0, unpublished tables.

*Learning outcomes***Table 5.6:** Basic Skill Test , Years 3 and 6, Literacy and Numeracy, 1989 to 1995, (mean test score<sup>1</sup>)

<b>Literacy</b>	<b>Year</b>	<b>All students</b>	<b>Boys</b>	<b>Girls</b>	<b>ATSI</b>	<b>NESB(T)</b>	<b>NESB(1)</b>	<b>ESB</b>
	1990	48.9	47.7	50.1	43.2	47.5	45.5	49.2
	1991	50.4	49.3	51.6	44.1	48.8	47.0	50.8
	1992	49.8	48.9	50.7	44.7	48.1	46.4	50.2
	1993	49.2	48.1	50.4	44.5	48.4	47.4	49.5
	1994	49.3	48.2	50.5	44.1	48.6	48.3	49.5
	1995	48.8	47.7	49.9	43.6	48.3	48.1	48.9
<b>Numeracy</b>	<b>Year</b>	<b>All students</b>	<b>Boys</b>	<b>Girls</b>	<b>ATSI</b>	<b>NESB(T)</b>	<b>NESB(1)</b>	<b>ESB</b>
	1990	51.0	50.7	51.3	44.1	49.0	47.6	51.5
	1991	52.7	52.6	52.8	46.5	51.2	50.4	53.1
	1992	52.6	52.9	52.3	46.2	51.2	50.5	53.0
	1993	52.2	52.3	52.0	45.6	50.4	49.8	52.7
	1994	51.9	51.9	51.9	46.1	51.0	51.3	52.1
	1995	52.1	52	52.3	45.8	51.0	51.6	52.4
<b>Literacy</b>	<b>Year</b>	<b>All students</b>	<b>Boys</b>	<b>Girls</b>	<b>ATSI</b>	<b>NESB(T)</b>	<b>NESB(1)</b>	<b>ESB</b>
	1989	48.5	47.2	49.9	42.2	na	42.3	na
	1990	47.8	46.9	48.8	42.7	46.0	43.3	48.3
	1991	48.9	47.9	49.9	43.3	47.1	44.6	49.4
	1992	48.1	47.1	49.1	42.4	46.1	43.4	48.7
	1993	48.3	47.2	49.4	43.1	46.8	44.2	48.7
1994	49.0	47.5	50.5	43.0	47.7	45.3	49.3	
<b>Numeracy</b>	<b>Year</b>	<b>All students</b>	<b>Boys</b>	<b>Girls</b>	<b>ATSI</b>	<b>NESB(T)</b>	<b>NESB(1)</b>	<b>ESB</b>
	1989	48.8	48.9	48.6	41.1	na	44.7	na
	1990	48.2	48.4	48.0	41.3	46.4	45.2	48.7
	1991	48.9	49.2	48.6	42.3	47.6	47.1	49.2
	1992	48.0	48.6	47.4	41.8	46.6	46.3	48.3
	1993	48.5	48.9	48.0	42.3	47.3	48.0	48.8
1994	49.7	49.6	49.8	42.6	49.1	50.3	49.8	

Notes: 1 Results for the BST are presented as a mean score on a scale of 25 to 65.

NESB (T) are those students who answered "yes" to the question "Does anyone speak a language other than English in your home?" and the ESB students are those who answered "no".

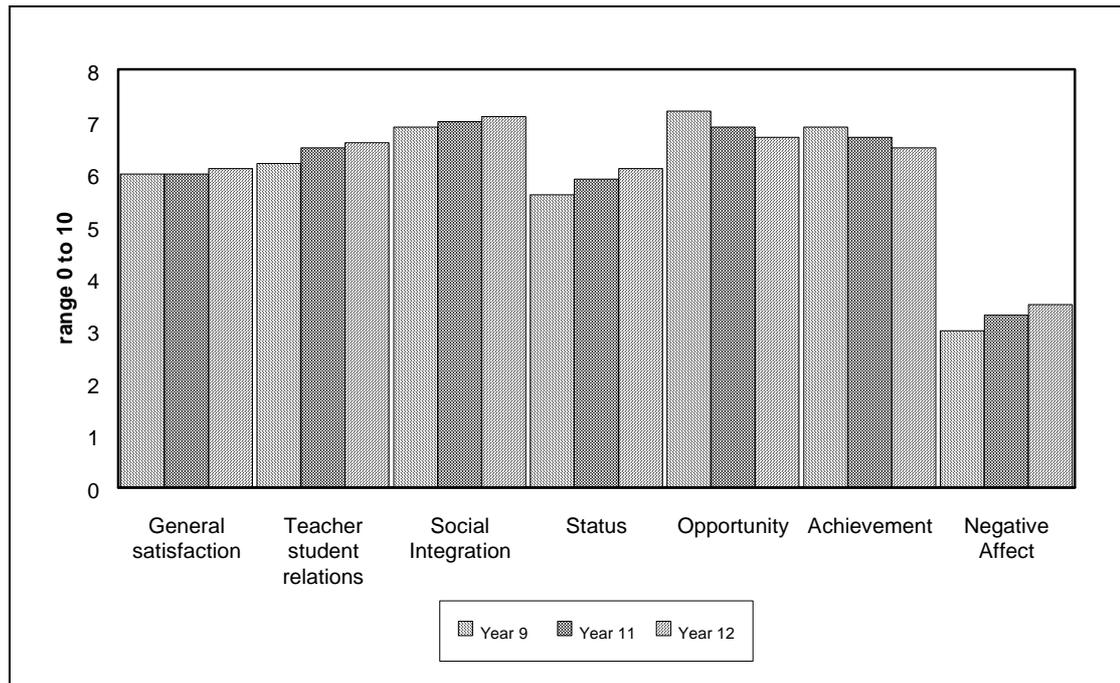
NESB (1) are those students who have lived in Australia for four years or less and never or only sometimes speak English at home.

## New South Wales, 1992, effectiveness

### *Social outcomes*

Results for NSW government secondary school student responses to the ACER School Life Questionnaire are shown in Figure 5.16 below. See Section 5.7 for a brief discussion of the school life questionnaire.

**Figure 5.16:** Government secondary students school life responses<sup>1</sup>, 1992



Source: ACER, *Progress through High School*, Research Monograph No. 43, 1992, p. 137.

Note: 1 Standardised score range 0 to 10, 10 being the highest.

## New South Wales, 1991–92 — 1994–95, unit costs and productivity

Table 5.7: Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Expenditure per student</i>						
<b>In-school primary</b>		\$/student		<b>3,302</b>	<b>3,702</b>	<b>3,865</b>
Capital				191	225	208
Recurrent				3,112	3,477	3,657
Staff				2,120	2,480	2,679
Other				991	997	977
<b>In-school secondary</b>		\$/student		<b>4,786</b>	<b>5,289</b>	<b>5,903</b>
Capital				405	268	329
Recurrent				4,381	5,020	5,574
Staff				3,279	3,842	4,166
Other				1,102	1,178	1,408
<b>Out of school total</b>		\$/student		<b>225</b>	<b>256</b>	<b>239</b>
Capital				na	7	18
Recurrent				225	250	221
Staff				132	117	123
Other				93	133	98
<i>Student/staff ratios</i>						
<b>In-school primary</b>		ratio				
teacher			20	20	19	19
non-teacher			90	88	87	80
<b>In-school secondary</b>		ratio				
teacher			13	13	13	13
non-teacher			60	61	57	61
<i>The following data were requested from each State for 1993–94</i>						
<b>Expenditure per student</b>	1,2	\$/student	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	<i>size</i>
<i>In-school primary</i>			3,630	3,458	3,546	na
<i>In-school secondary</i>			5,479	5,633	5,248	na
<b>Student/staff ratios</b>	3	ratio	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	<i>size</i>
<i>In-school primary</i>						
teacher			19	19	na	na
non-teacher			90	102	na	na
<i>In-school secondary</i>						
teacher			12.6	12.5	na	na
non-teacher			69	56.3	na	na

Sources: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Notes: 1 The data represent 'in-school' expenditure for 1993–94. The data are based on departmental cash outlays and therefore cannot be directly compared with unit costs from the NSSC which includes accrued expenses and education related expenditure incurred by the Board of Studies and the Department of Transport.

2 Expenditure/student by SES from NSW Department of School Education. Disaggregated data have been used to obtain this information; however, it must be emphasised that the Disadvantaged Index used to define Socio-economic Status does not extend to all schools in the NSW education system.

3 From NSW Department of School Education. The data represent 'in-school' student/staff ratios for 1993–94. The staff numbers used in this calculation includes specialist support personnel in the teaching area. This results in a higher student/non-teacher ratio than those based on the NSSC.

## Victoria – jurisdiction’s own comments

“

In 1992, in Victoria, there were significant resourcing problems in education. A series of initiatives including the rationalisation in the teacher workforce, reduction in the number of schools and making schools more efficient, led to more sustainable and realistic levels of funding to government schools.

Since about eighty per cent of the costs of school education are derived from expenditure on teacher salaries, the government decided to bring the student teacher ratios for both primary and secondary government schools back to the Australian average by 1994. This has been achieved. In 1994 the student to teacher ratio for primary schools was 18.3 for both Victoria and Australia in the government sector. For secondary schools, the average was 12.0 for Victoria and 12.4 nationwide. The average size of government primary schools was 193.2 in 1991 and this had risen to 222.8 in 1994. Similarly, the rise in average school size for secondary schools was from 611.9 in 1991 to 741.7 in 1994. Government policies have resulted in increased access to a broader range of curriculum for students in secondary schools and to more specialist staff for students in primary schools.

Another reform in the Victorian government sector has been devolution of decision making for education to schools accompanied by a reduction in the number of out of school staff. In 1994 the percentage of out of school staff to total staff in the Victorian DSE was just over 2 per cent, the lowest of all states. The share of the DSE’s recurrent budget for 1994 under the direct control of schools is over 90 per cent, this is the highest of any state and is an international benchmark. Comparisons of per student expenditure for the Victorian government sector from 1990-91 to 1993-94 has shown an increase from \$4560 to \$5240, which is greater than the Australian average of \$5140. The figures for 1994 included expenditure on departure packages and superannuation employer liability. Victoria was the only state to have a substantial departure incentive program.

The DSE in Victoria is working hard to develop useful outcome indicators for the system. With the Victorian Board of Studies, the Directorate has developed a comprehensive program of reform including: revision of the Victorian Certificate of Education; development and implementation of the Curriculum and Standards Framework; development and implementation of the Learning Assessment Project; and, development and implementation of an Accountability Framework which includes a cycle of school review.

A statewide survey of parents’ satisfaction with the quality of education in Victoria has indicated that over 80% of parents report that government schools are meeting or exceeding their expectations. This is an indication that the reforms commenced by the government have widespread support.”

## Victoria, 1991-92 — 1994-95, descriptors

Table 5.8 Size of system

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students, staff and schools</i>						
<b>Students</b>		FTE	<b>533,386</b>	<b>533,909</b>	<b>526,636</b>	<b>520,328</b>
primary			301,140	303,752	303,985	302,897
secondary			232,246	230,157	222,651	217,431
<b>Staff</b>		FTE	<b>45,696</b>	<b>46,447</b>	<b>43,116</b>	<b>40,255</b>
primary			21,505	21,999	20,371	19,370
secondary			24,191	24,449	22,745	20,885
<b>Schools</b>		number	<b>2,029</b>	<b>2,013</b>	<b>1,934</b>	<b>1,731</b>
primary			1,538	1,538	1,501	1,325
secondary			373	357	322	295
combined			19	21	20	26
special			99	97	91	85
<b>Mean school sizes</b>		mean	<b>262.9</b>	<b>265.2</b>	<b>272.3</b>	<b>300.6</b>
mean primary			193.1	194.7	199.7	224.7
mean secondary			605.8	630.0	676.5	715.9
<i>Total expenditure and assets</i>						
<b>Total expenditure</b>		\$'000	<b>2,556,548</b>	<b>2,967,004</b>	<b>2,742,960</b>	
<i>In-school primary total</i>			<i>1,145,325</i>	<i>1,319,796</i>	<i>1,246,504</i>	
<i>Capital</i>			63,829	48,711	52,641	
<i>Recurrent</i>			1,081,496	1,271,085	1,193,863	
Staff			866,045	1,076,716	979,489	
Other			215,451	194,369	214,374	
<i>In-school secondary total</i>		\$'000	<i>1,239,829</i>	<i>1,471,020</i>	<i>1,333,900</i>	
<i>Capital</i>			74,277	75,868	64,585	
<i>Recurrent</i>			1,165,552	1,395,152	1,269,315	
Staff			951,387	1,194,756	1,063,417	
Other			214,165	200,396	205,898	
<i>Out of school total</i>		\$'000	<i>171,394</i>	<i>176,188</i>	<i>162,556</i>	
<i>Capital</i>			1,934	927	1,295	
<i>Recurrent</i>			169,460	175,261	161,261	
Staff			61,783	62,822	50,585	
Other			107,677	112,439	110,676	
<b>Value of capital stock</b>	1	\$'000				<b>6,483,073</b>
Land						2,293,000
Buildings						3,631,586
Other						558,487
<b>Accumulated depreciation</b>						<b>2,033,923</b>

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 Value of Capital assets: provided by the Victorian Directorate of Schools Education. The valuation of buildings was made at replacement cost. Furniture, equipment and vehicles valuation is based on the purchase price. Land valuations were obtained using site areas and average vacant residential land values for each LGA.

## Victoria, 1991–92 — 1994–95, descriptors

Table 5.9 School environment

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	<b>na</b>	<b>35.1</b>	<b>34.1</b>	<b>33.7</b>
Participation age 15		%	62.1	62.0	61.0	60.4
Participation age 16		%	57.1	56.8	55.4	54.2
Participation age 17		%	45.3	47.0	45.8	44.5
Participation age 18		%	11.8	13.3	11.4	10.8
Participation age 19		%	na	3.1	2.7	2.5
<b>Apparent retention rates</b>						
to Year 10		%	102.3	102.3	99.0	94.8
to Year 11		%	92.7	94.6	91.2	88.7
to Year 12		%	71.1	77.9	75.6	73.2
Year 12 male		%	63.6	70.5	67.6	64.9
Year 12 female		%	79.5	86.1	84.4	82.2
<b>Enrolment index (1994)</b>						
			<b>Year 11</b>	<b>Year 12</b>		
English		%	17.4	21.2		
Mathematics		%	19.0	15.3		
Society & Environment		%	18.6	18.9		
Science		%	15.5	15.7		
Arts		%	9.1	9.0		
LOTE		%	2.5	3.0		
Technology		%	11.6	9.8		
Health & PE		%	6.2	7.2		
<b>Student body mix</b>						
			per cent of government school student population			
NESB		%	na	29.5	27.0	27.4
Aboriginality		%	0.5	0.5	0.5	0.5
Students with disabilities		%	na	1.8	1.8	1.9
Seniority profile		%	13.0	13.0	12.0	12.0
Government students	1	%	68.0	68.0	68.0	67.0
<b>Source of income</b>						
			per cent of total State expenditure			
Private income		%	na	na	na	na
Commonwealth		%	11	10	11	11

Sources: Unless otherwise stated, information provided by DEET based on the NSSC, various years. Retention rates calculated by DEET from ABS *Schools Australia*, Cat No. 4221.0, various years.

Enrolment Index from Victorian Directorate of School Education.

NESB and students with disabilities from DEET National Equity Program for Schools.

Note: 1 Government students as a percentage of all school students.

## Victoria, 1991–92 — 1994–95, effectiveness

**Table 5.10:** Destination of school leavers

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>						
Further Education & Training		%	48	45	44	48
Employed		%	28	21	23	28
Not employed		%	19	29	28	18
Not in labour force		%	5	6	5	6

Source: Destination of school leavers from ABS Transition from Education to Work, Cat No. 6227.0, unpublished tables.

*Learning outcomes***Table 5.11:** Learning Assessment Project, Years 3 and 5 English and Mathematics, 1995 (per cent below/ within/ above appropriate CSF<sup>1</sup> range)

	<i>Units</i>	<i>Below CSF expectations</i>	<i>Within CSF expectations</i>	<i>Above CSF expectations</i>
Year 3 English	%	8.6	58.0	33.4
Year 3 Mathematics	%	5.25	83.0	11.75
Year 5 English	%	12.0	65.6	22.4
Year 5 Mathematics	%	6.5	78.5	15.0

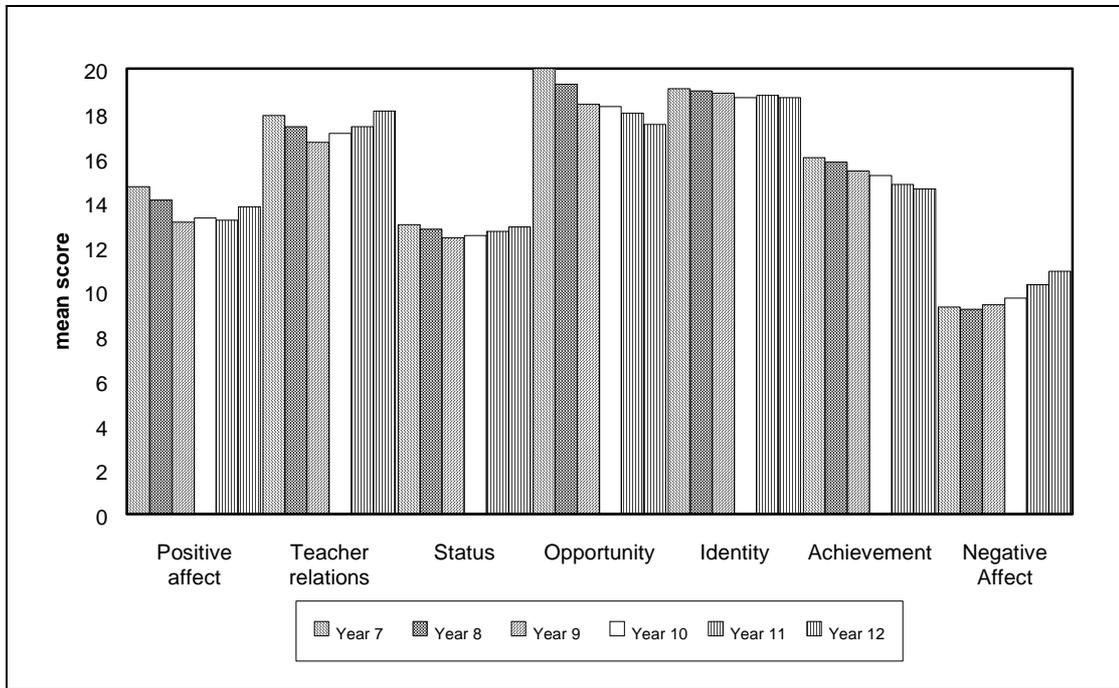
Note: 1 Shows the percentage of students that are achieving below, within, or above the range identified as appropriate for their level in the Curriculum and Standards Framework .

*Social Outcomes*

Results for responses to the ACER School Life Questionnaire by government primary and secondary students are shown in Figures 5.17 and 5.18 below. See Section 5.7 for a brief discussion of the school life questionnaire.

Victoria, 1986 and 1990, effectiveness

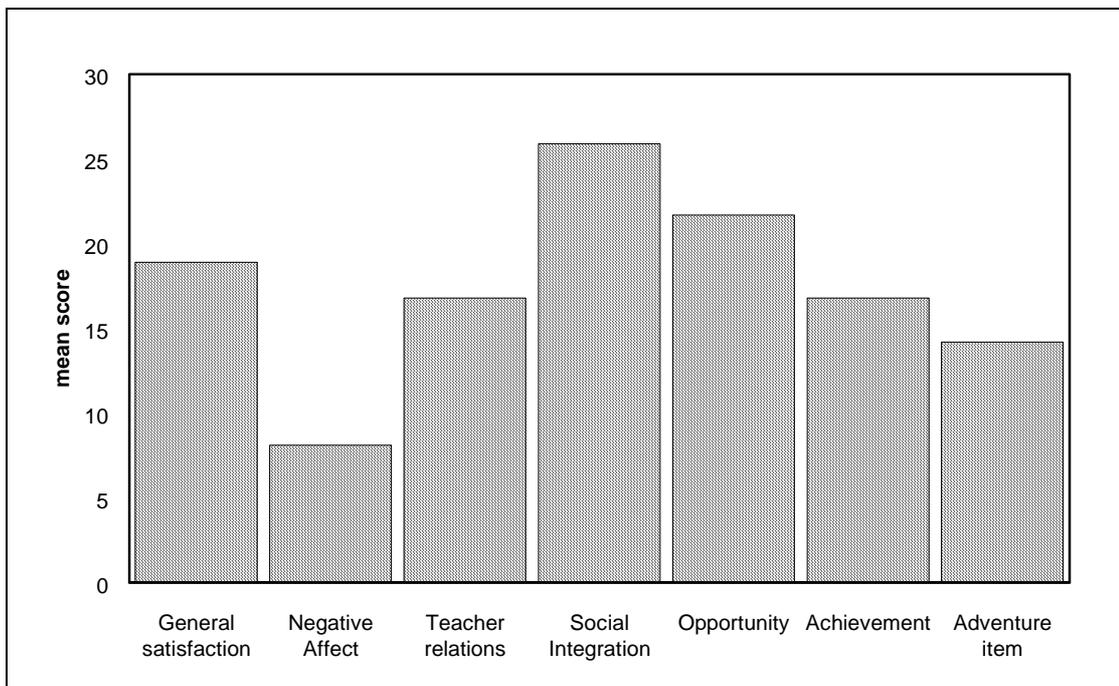
Figure 5.17: Government secondary students school life responses<sup>1</sup>, 1986



Source: ACER, *School Organisation and the Quality of Schooling*, Research Monograph No. 29, 1986.

Note: 1 Mean score.

Figure 5.18 Government primary students school life responses<sup>1</sup>, 1990



Source: ACER, *Primary Schooling in Victoria*, Research Monograph No. 37, 1990.

Note: 1 Mean score.

## Victoria, 1991–92 — 1994–95, unit costs and productivity

Table 5.12: Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Expenditure per student</i>						
<b>In-school primary</b>		\$/student		<b>3,787</b>	<b>4,343</b>	<b>4,108</b>
Capital				211	160	173
Recurrent				3,576	4,183	3,934
Staff				2,863	3,543	3,228
Other				713	640	706
<b>In-school secondary</b>		\$/student		<b>5,363</b>	<b>6,497</b>	<b>6,062</b>
Capital				321	335	294
Recurrent				5,041	6,162	5,769
Staff				4,115	5,277	4,833
Other				926	885	936
<b>Out of school total</b>		\$/student		<b>321</b>	<b>332</b>	<b>311</b>
Capital				4	2	2
Recurrent				318	331	308
Staff				116	118	97
Other				202	212	211
<i>Student/staff ratios</i>						
<b>In-school primary</b>		ratio				
teacher			16.3	15.8	17.1	18.3
non-teacher			99.2	107.7	115.6	108.7
<b>In-school secondary</b>						
teacher			11.1	10.8	11.2	12
non-teacher			72.3	74.8	75.8	76.7

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

## Victoria, 1991–92 — 1994–95, unit cost and productivity

**Table 5.12:** Average expenditure and student staff ratios  
(continued)*The following data were requested from each State for 1993–94*

<i>Expenditure per student</i>		1				
<b>School size</b>	\$/student	<i>Primary</i>		<i>Secondary</i>		
		<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>	
1-100		4,025	4,239	7,913	10,998	
101-300		3,412	3,391	6,694	6,748	
301-500		3,169	3,176	5,171	5,227	
501-1000		3,037	3,051	4,674	4,625	
1000+		na	na	4,471	4,516	
<b>SES - primary schools</b>	\$/student	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>		
		3,136	3,278	3,592		
<b>SES - secondary schools</b>	1	\$/student	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
			4,492	4,680	4,965	
<b>Student/staff ratios</b>		ratio	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	size
<b>In-school primary</b>						
			na	na	na	na
			na	na	na	na
<b>In-school secondary</b>						
			na	na	na	na
			na	na	na	na

Note: 1 The expenditure per student broken down by school size, location (metropolitan/non metropolitan), socio-economic status and student type is not comparable to NSSC figures on which the interstate comparisons are based. The source of these data is the Victorian Directorate of School Education's total 1995 School Global Budget expenditure to schools. Ancillary and special settings are excluded. These global budgets include all recurrent resources to schools, including salaries.

## Queensland - jurisdiction's own comments

“ Queensland's resident population at 31 December 1994 was 3,233,900. At 30 June 1994, almost 63 per cent of Queensland's population resided in south east Queensland with approximately 1.45 million people (45.5 per cent of total state population) estimated to live in the Brisbane Statistical Division. Of the Australian mainland states, Queensland has the lowest proportion of its population living in the capital city. The remaining 1.78 million people (54.5 per cent) reside in cities, towns and rural settlements spread throughout the rest of Queensland. The low population density and vastness of rural areas together with the very high net migration rates pose unique challenges for resourcing to ensure the delivery of equitable education services.

The data presented in *Government School Education* provide only a brief overview of education service provision in Queensland. While it is not possible for Queensland to extract nationally comparable data disaggregated below system level, the following information provide some indication of the difficulties encountered in resourcing Queensland education.

In State primary schools there are significant differences in size, location and resourcing of schools. Just over half the primary students receive their education in 722 rural schools. Of these schools, 412 (39 per cent of all primary) have enrolments of less than 100 students. The per student expenditure in the small schools is over 40 per cent higher than the State average for primary. Some 40 per cent of all primary students are in metropolitan schools with enrolments over 500, the per student expenditure in metropolitan primary schools is some 14 per cent lower than in the rural primary schools.

In State secondary schools, there are limited differences in expenditure from metropolitan areas to the rural areas. Around 45 per cent of secondary students are enrolled in rural schools which are typically smaller than the metropolitan schools. The expenditure per student is marginally higher in rural schools, being just 2 per cent higher than the state average. The expenditure per student is highest in the smaller schools, schools with under 300 students receiving almost 40 per cent more per student than the state average.

Teacher student ratios reflect the increased resourcing requirements of rural schools and small schools. In primary the average rural student teacher ratio is 17.5 compared with 18.2 in metropolitan schools. Similarly, the average student ratio is 12.5 in rural secondary schools compared with 13.8 in metropolitan schools. In primary and secondary schools, as the school size decreases the student ratio generally increases.

”

## Queensland, 1991–92 — 1994–95, descriptors

Table 5.13: Size of system

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students, staff and schools</i>						
<b>Students</b>		FTE	<b>398,025</b>	<b>401,122</b>	<b>404,263</b>	<b>403,234</b>
primary			254,397	255,645	260,493	262,499
secondary			143,628	145,477	143,770	140,735
<b>Staff</b>		FTE	<b>32,602.4</b>	<b>32,964.9</b>	<b>34,101.5</b>	<b>33,932.3</b>
primary teacher			13,926.5	13,919.2	14,435.8	14,326.8
primary other			4,710.3	4,663.7	5,564.8	5,540.3
secondary teacher			11,258.6	11,462.9	11,346.1	11,390.8
secondary other			2707	2,919.1	2,754.8	2,674.4
<b>Schools</b>		number	<b>1,319</b>	<b>1,328</b>	<b>1,326</b>	<b>1,323</b>
primary			1,004	1,009	1,008	1,001
secondary			179	185	185	189
combined			72	70	71	74
special			64	64	62	59
<b>Mean school sizes</b>		mean	<b>301.8</b>	<b>302.0</b>	<b>304.9</b>	<b>304.8</b>
mean primary			233.0	235.4	240.3	245.9
mean secondary			780.6	755.1	740.7	712.2
<i>Total expenditure and assets</i>						
<b>Total Expenditure</b>		\$'000	<b>1,660,501</b>	<b>1,917,524</b>	<b>1,953,323</b>	
<i>In-school primary total</i>			<i>839,066</i>	<i>997,806</i>	<i>1,023,939</i>	
Capital			58,999	74,222	62,300	
Recurrent			780,067	923,584	961,639	
Staff			595,857	708,565	750,785	
Other			184,210	215,019	210,854	
<i>In-school secondary total</i>		\$'000	<i>710,088</i>	<i>798,734</i>	<i>798,850</i>	
Capital			56,758	53,157	65,989	
Recurrent			653,330	745,577	732,861	
Staff			493,236	573,257	572,106	
Other			160,094	172,320	160,755	
<i>Out of school total</i>		\$'000	<i>111,347</i>	<i>120,984</i>	<i>130,534</i>	
Capital			602	2,968	919	
Recurrent			110,745	118,016	129,615	
Staff			67,022	77,784	81,133	
Other			43,723	40,232	48,482	
<b>Value of capital stock</b>	1	\$'000				<b>4,146,200</b>

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Value of capital stock from Queensland Department of Education.

Note: 1 Capital replacement values of school buildings were by desk top audit for 1994–95, including locality indices but excluding land. The replacement value of school buildings for 1994–95 was \$3971 million. As at 30 June 1995 the depreciated value of these assets was \$175.2 million. The value of depreciation was \$95.1 million. Total replacement values of school buildings and plant and equipment for 1994–95 was \$4146.2 million.

## Queensland, 1991–92 — 1994–95, descriptors

Table 5.14: School environment

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	<b>na</b>	<b>30.3</b>	<b>29.9</b>	<b>28.6</b>
Participation age 15		%	62.8	62.6	61.7	59.3
Participation age 16		%	52.5	53.0	52.7	50.6
Participation age 17		%	30.8	31.6	30.9	29.7
Participation age 18		%	6.3	7.0	6.7	5.2
Participation age 19		%	na	1.8	1.4	1.2
<b>Apparent retention rates</b>						
to Year 10		%	102.1	100.8	100.5	97.6
to Year 11		%	86.7	86.0	84.9	81.4
to Year 12		%	75.4	82.1	79.2	73.7
Year 12 male		%	70.6	77.5	74.7	68.8
Year 12 female		%	80.4	86.9	83.8	78.8
<b>Enrolment Index (1994)</b>						
			<b>Year 11</b>	<b>Year 12</b>		
Arts		%	9.4	9.1		
English		%	17.4	17.3		
Society and Environment		%	10.0	10.9		
LOTE		%	1.2	1.3		
Mathematics		%	18.1	18.4		
Health and PE		%	8.4	8.7		
Science		%	15.9	16.3		
Technology		%	19.8	18.1		
Total		%	100.0	100.0		
<b>Student body mix</b>						
			per cent of government school student population			
English as a second language		%	na	10.0	13.0	13.0
Aboriginality		%	4.6	4.7	4.8	5
Students with disabilities		%	2.7	2.7	3.1	2.9
Seniority profile		%	12.8	12.8	12.4	11.7
Government students	1	%	75.0	74.7	74.3	73.5
<b>Source of income</b>						
			per cent of total State expenditure			
Private income		%	na	na	na	na
Commonwealth		%	11	12	11	na

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years. Retention rates calculated by DEET from ABS *Schools Australia*, Cat No. 4221.0, various years.

Enrolment index from Queensland Department of Education .

NESB and students with disabilities from DEET National Equity Program for Schools.

Note: 1 Government students as a percentage of all school students.

## Queensland, 1991–92 — 1994–95, effectiveness

Table 5.15: Destination of school leavers

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>						
Further education & Training		%	34	46	40	41
Employed		%	46	31	32	38
Not employed		%	17	20	20	14
Not in labour force		%	3	3	8	7

Source: Destination of school leavers from ABS, *Transition from Education to Work*, Cat No. 6227.0, unpublished tables.

*Learning Outcomes*

Table 5.16: Assessment of Performance Program, Years 5, 7 and 9, Reading, Writing and Mathematics, 1990 and 1992–1993, (per cent of students achieving level)

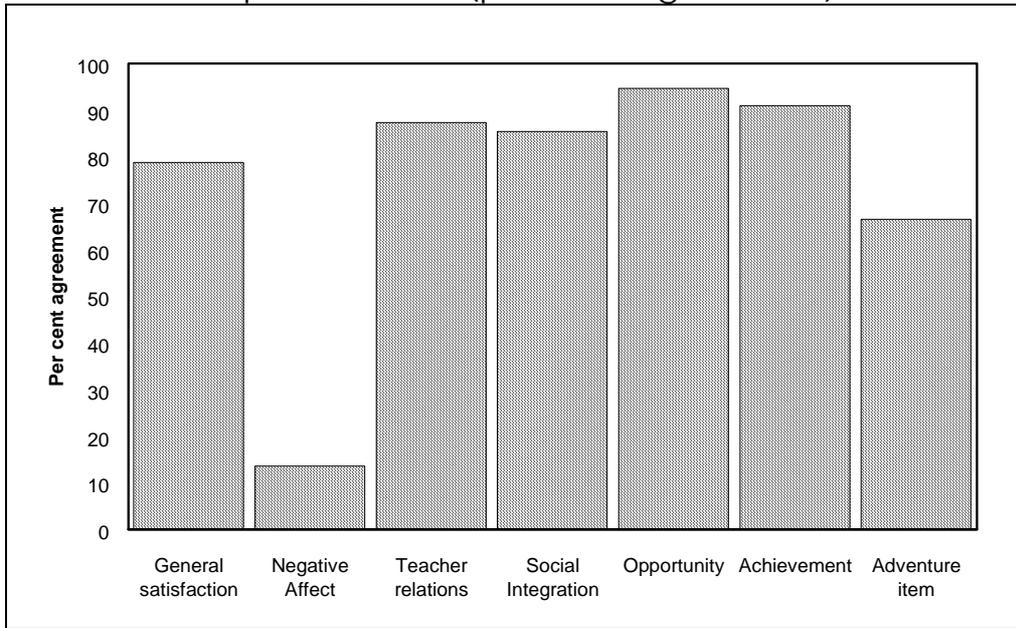
<i>Year/subject</i>		<i>Level</i>				
<b>Year 5</b>	<i>Year</i>	<i>Level 1</i>	<i>Level 2</i>	<i>Level 3</i>	<i>Level 4</i>	<i>Level 5</i>
<i>Reading</i>	1990	25.5	30.8	32.1	8.6	3.0
	1992	22.3	29.6	25.5	17.5	5.1
<i>Writing</i>	1990	28.4	35.3	21.5	10.3	4.5
	1992	24.7	30.8	16.5	20.4	7.7
<i>Mathematics</i>	1990	13.0	41.7	33.0	8.1	4.2
	1993	8.8	41.0	37.2	9.5	3.4
<b>Year 7</b>		<i>Level 1</i>	<i>Level 2</i>	<i>Level 3</i>	<i>Level 4</i>	<i>Level 5</i>
<i>Reading</i>	1990	10.7	25.5	42.2	15.2	6.3
	1992	10.9	23.3	34.3	20.7	10.8
<i>Writing</i>	1990	12.6	27.3	26.7	23.4	10.0
	1992	13.3	24.2	22.7	23.9	15.9
<i>Mathematics</i>	1990	1.7	16.0	45.7	21.7	14.9
	1993	1.8	16.9	44.7	25.0	11.5
<b>Year 9</b>		<i>Level 1</i>	<i>Level 2</i>	<i>Level 3</i>	<i>Level 4</i>	<i>Level 5</i>
<i>Reading</i>	1990	7.6	13.0	35.9	29.4	14.1
	1992	6.8	10.9	26.0	34.0	22.2
<i>Writing</i>	1990	14.7	19.9	23.6	30.9	11.0
	1992	7.8	16.0	19.6	31.6	24.9
<i>Mathematics</i>	1990	1.0	11.1	44.5	26.9	16.5
	1993	0.8	7.2	36.9	35.1	20.1

**Queensland, 1994, effectiveness**

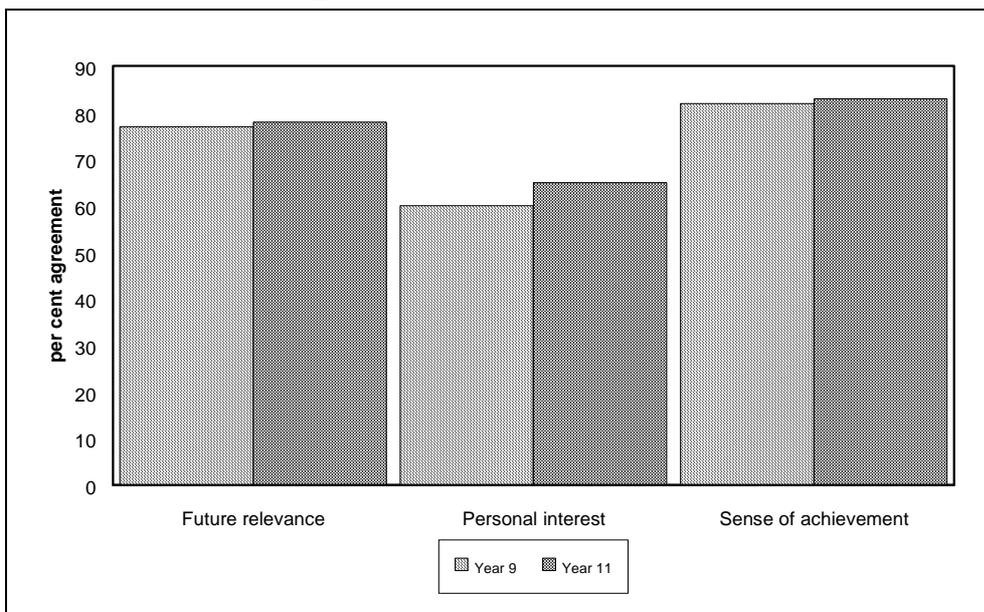
*Social Outcomes*

Results for Queensland government school student responses to the ACER School Life Questionnaire are shown in Figures 5.19 and 5.20 below. See Section 5.7 for a brief discussion of the school life questionnaire.

**Figure 5.19** Government school primary students school life responses, 1994 (per cent agreement)



**Figure 5.20** Year 9 and 11 students school life responses, 1994 (per cent agreement)



Source: Queensland Department of Education.

## Queensland, 1991–92 — 1994–95, unit costs and productivity

Table 5.17: Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Expenditure per student</b>		\$/student				
<b>In-school primary</b>			<b>3,290</b>	<b>3,866</b>	<b>3,916</b>	
Capital			231	288	238	
Recurrent			3,059	3,578	3,678	
Staff			2,337	2,746	2,871	
Other			722	832	807	
<b>In-school secondary</b>		\$/student	<b>4,912</b>	<b>5,523</b>	<b>5,616</b>	
Capital			392	368	464	
Recurrent			4,520	5,155	5,152	
Staff			3,412	3,964	4,022	
Other			1,108	1,191	1,130	
<b>Out of school</b>		\$/student	<b>279</b>	<b>300</b>	<b>323</b>	
Capital			2	7	2	
Recurrent			277	293	321	
Staff			168	193	201	
Other			109	100	120	
<b>Student/staff ratios</b>		ratio				
<b>In-school primary</b>						
teacher			18	18	18	18
non-teacher			54	55	47	47
<b>In-school secondary</b>						
teacher			13	13	13	12
non-teacher			53	50	52	53
<i>The following data were requested from each jurisdiction for 1993–94</i>						
<b>Expenditure per student</b>	1	\$/student	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	<i>size</i>
<i>In-school primary</i>			na	na	na	na
<i>In-school secondary</i>			na	na	na	na
<b>Student/staff ratios</b>	1	ratio	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	<i>size</i>
<i>In-school primary</i>						
teacher			18.2	17.5	na	na
non-teacher			na	na	na	na
<i>In-school secondary</i>						
teacher			13.8	12.5	na	na
non-teacher			na	na	na	na

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 Data for Queensland were generally not available in the required format.

### Western Australia - jurisdiction's own comments

“WA occupies some 2.5 million square kilometres. Agricultural, pastoral, mining, industrial and urban settlement patterns have historically required the provision of a very large number of small, widely-dispersed schools. In 1995, there are some 770 government schools with enrolments ranging from less than 10 to over 1700 students.

WA has a highly accountable system and collects and publishes a great deal of performance data that are not included in this document. These are reported in detail in the Education Department's Annual Report and also reported in the National Report. The performance information in this report, therefore, represents only a small sample of the total available. For example, the system wide Monitoring Standards in Education project (MSE) has provided performance data on Science, Studies of Society and Environment, Health and Physical Education as well as English and Mathematics. This MSE project, the instruments used and the performance data collected is highly recognised throughout Australia for its quality and coverage of the curriculum.

The results of school leavers provide ample and significant sets of performance data yielding information in all key learning areas.

As well as performance data on the contents of courses, information is also collected, analysed and reported on attendance, participation and retention. For all of these variables, the performance data are disaggregated and analysed in terms of a range of social groups, including gender, Aboriginality, NESB and location.

”

## Western Australia, 1991–92 — 1994–95, descriptors

Table 5.18: Size of system

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students, staff and schools</i>						
<b>Students</b>		FTE	<b>218,871</b>	<b>221,034</b>	<b>222,451</b>	<b>223,105</b>
primary			141,702	142,897	143,871	144,885
secondary			77,169	78,137	78,580	78,220
<b>Staff</b>		FTE	<b>17,448.8</b>	<b>17,859.2</b>	<b>18,256.9</b>	<b>18,082</b>
primary teacher			7,735.9	7,802.7	7,899.2	7,812.8
primary other			2,004	2,117.6	2,211.7	2,203.4
secondary teacher			6,018.9	6,199.8	6,315.9	6,242.4
secondary other			1,690	1,739.1	1,830.1	1,823.4
<b>Schools</b>		number	<b>761</b>	<b>761</b>	<b>766</b>	<b>767</b>
primary			512	520	522	517
secondary			95	95	94	94
combined			94	88	92	94
special			60	58	58	62
<b>Mean school sizes</b>		mean	<b>287.6</b>	<b>290.5</b>	<b>290.4</b>	<b>290.9</b>
mean primary			239.0	238.7	240.7	245.5
mean secondary			764.4	776.1	788.4	785.4
<i>Total expenditure and assets</i>						
<b>Total expenditure</b>		\$'000	<b>956,880</b>	<b>1,072,881</b>	<b>1,131,503</b>	
<i>In-school primary total</i>			<i>481,012</i>	<i>544,655</i>	<i>571,172</i>	
Capital			36,779	31,758	34,652	
Recurrent			444,233	512,897	536,520	
Staff			337,451	401,185	419,241	
Other			106,782	111,712	117,279	
<i>In-school secondary total</i>		\$'000	<i>406,361</i>	<i>459,275</i>	<i>484,592</i>	
Capital			22,569	19,799	33,641	
Recurrent			383,792	439,476	450,951	
Staff			276,471	330,669	345,430	
Other			107,321	108,807	105,521	
<i>Out of school</i>		\$'000	<i>69,507</i>	<i>68,951</i>	<i>75,739</i>	
Capital			528	215	381	
Recurrent			68,979	68,736	75,358	
Staff			35,710	35,947	39,187	
Other			33,269	32,789	36,171	
<b>Value of capital stock</b>		1				na

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 Not available in the required format for WA.

## Western Australia, 1991–92 — 1994–95, descriptors

Table 5.19: School environment

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	na	<b>28.6</b>	<b>29.1</b>	<b>27.8</b>
Participation age 15		%	62.4	62.4	62.5	62.0
Participation age 16		%	47.5	49.4	50.3	45.8
Participation age 17		%	24.4	25.9	26.3	25.6
Participation age 18		%	4.9	5.3	5.5	5.3
Participation age 19		%	na	1.9	1.6	1.5
<b>Apparent retention rates</b>						
to Year 10		%	99.92	99.9	100.7	99.3
to Year 11		%	81.3	86.8	86.5	84.6
to Year 12		%	67.1	69.0	72.9	70.5
Year 12 male		%	63.2	65.2	69.0	66.3
Year 12 female		%	71.2	73.1	77.1	75.1
<b>Enrolment index (1994)</b>						
			<b>Year 11</b>	<b>Year 12</b>		
English		%	18.1	18.6		
LOTE		%	1.1	1.0		
Mathematics		%	17.8	17.6		
Arts		%	5.8	5.9		
Personal development		%	11.4	10.7		
Science		%	16.5	16.9		
Society & Environment		%	11.6	13.1		
Technology		%	17.7	16		
<b>Student body mix</b>						
			per cent of government school student population			
NESB		%	na	18.0	20.0	20.0
Aboriginality		%	4.5	4.6	4.8	5.1
Students with disabilities		%	na	2.0	2.0	2.0
Seniority profile		%	11.4	11.9	12.1	11.7
Government students	1	%	75.5	75.3	75.0	74.5
<b>Source of income</b>						
			per cent of total State expenditure			
Private income		%	na	na	na	na
Commonwealth		%	12	11	12	12

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years. Retention rates calculated by DEET from ABS *Schools Australia*, Cat No. 4221.0, various years.

Enrolment index from the Education Department of WA.

NESB and students with disabilities from DEET National Equity Program for Schools.

Note: 1 Government students as a percentage of all school students.

## Western Australia, 1991–92 — 1994–95, effectiveness

**Table 5.20:** Destination of school leavers

	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>					
Further education & Training	%	56	43	51	47
Employed	%	25	31	30	33
Not employed	%	12	22	13*	15*
Not in labour force	%	8*	3*	6*	6*

Source: Destination of school leavers from ABS, *Transition from Education to Work*, Cat No. 6227.0, unpublished tables.

Note: \* The figures used to derive these percentages have a relative standard error of greater than 25 per cent, and care should be exercised when using them.

*Learning outcomes***Table 5.21:** Monitoring Standards in Education, Years 3, 7 and 10, various subjects, 1990, 1992, 1993 (per cent of students achieving at or above the specified level)

<i>Subject</i>	<i>Units</i>	<i>Year 3</i> <i>&gt; Level 2</i>	<i>Year 7</i> <i>&gt; Level 3</i>	<i>Year 10</i> <i>&gt; Level 3</i>
Mathematics (1990)	%	73	28	71
Mathematics (1992)	%	76	46	77
Reading (1992)	%	95	70	93
Writing (1992)	%	93	82	94
Working scientifically (1993)	%	98	90	97

## Western Australia, 1991–92 — 1994-9, unit costs and productivity

**Table 5.22:** Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b><i>Expenditure per student</i></b>		\$/student				
<b>In-school primary</b>			<b>3,380</b>	<b>3,799</b>	<b>3,956</b>	
Capital			258	221	240	
Recurrent			3,122	3,577	3,716	
Staff			2,371	2,798	2,904	
Other			750	779	812	
<b>In-school secondary</b>		\$/student	<b>5,233</b>	<b>5,861</b>	<b>6,181</b>	
Capital			291	253	429	
Recurrent			4,942	5,609	5,752	
Staff			3,560	4,220	4,406	
Other			1,382	1,389	1,346	
<b>Out of school total</b>		\$/student	<b>316</b>	<b>311</b>	<b>335</b>	
Capital			2	1	2	
Recurrent			314	310	333	
Staff			162	162	173	
Other			151	148	160	
<b><i>Student/staff ratios</i></b>		ratio				
<b>In-school primary</b>						
teacher			18	18	18	19
non-teacher			71	67	65	67
<b>In-school secondary</b>						
teacher			13	13	12	13
non-teacher			46	45	43	43

*The following data were requested from each jurisdiction for 1993–94*

<b>Expenditure per student</b>	1	\$/student	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	<i>size</i>
<i>In-school primary</i>			na	na	na	na
<i>In-school secondary</i>			na	na	na	na
<b>Student/staff ratios</b>	1	ratio	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	<i>size</i>
<i>In-school primary</i>			na	na	na	na
<i>In-school secondary</i>			na	na	na	na

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 Data for WA were not available in the required format.

### South Australia - jurisdiction's own comments

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South Australia had a government school system of 674 school sites in 1994. The Department of Education and Children's Services also had responsibility for the administration of Children's Services, including pre-schools. The Children's Services aspect of the Department is not included in the indicators.

As the table of descriptors indicates, the enrolments in the government schools have declined from 1991 to 1994, mainly due to the demographic effects of a reduced birth rate in the middle and late 1970s, as well as a small increase in the proportion of students enrolled in non-government schools.

The number school sites has been reduced in the period 1991 to 1994 from 696 to 674. At the same time new sites have been established in new development areas.

Average primary school size has grown slightly from 170 to 177 in 1994. Average secondary school size has dropped from 625 to 601.

Total expenditure for the school system was \$1.07 billion in the 1993–94 financial year.

Retention rates to Year 12 dropped to 76 per cent in 1994, consistent with a general national trend of slightly reduced retention. The South Australian rate of 76 per cent to Year 12 is higher than most other systems, with the female rate being 80 per cent and the male rate 71 per cent.

Cost per student was \$4621 for primary level students and \$7222 for secondary level students in 1994. The expenditure appears to be greater per student than the larger education systems but the assessment of this is inhibited by the lack of appreciation of the distributions of school size in each school system and the impact of the proportion of smaller non-metropolitan schools. When school size is considered there is a significantly reduced per student cost for primary schools in the 300 to 500 enrolment range, and similar reduction for secondary schools in the 500 to 1000 enrolment range.

The aspects of small size and schools with large proportions of students from lower socio-economic backgrounds (SES) can compound the cost per student, in smaller schools with a high proportion of low SES students. There are however clear indications that schools, in the lowest quartile when schools are ranked by proportions of low SES students, are being resourced at a higher per capita level than schools in the upper quartile. This effect is reflected in cost per student, student teaching staff ratios and student non-teaching staff ratios.”

## South Australia, 1991–92 — 1994–95, descriptors

**Table 5.23: Size of system**

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students, staff and schools</i>		FTE				
<b>Students</b>			<b>186,804</b>	<b>187,556</b>	<b>184,620</b>	<b>181,640</b>
primary			122,129	124,254	124,802	124,043
secondary			64,675	63,302	59,818	57,597
<b>Staff</b>		FTE	<b>16,407</b>	<b>16,541</b>	<b>16,385</b>	<b>16,073</b>
primary			9,171	9,321	9,279	9,333
secondary			7,236	7,220	7,106	6,740
<b>Schools</b>		number	<b>696</b>	<b>682</b>	<b>677</b>	<b>674</b>
primary			510	503	499	498
secondary			94	91	89	88
combined			68	66	67	67
special			24	22	22	21
<b>Mean school sizes</b>		mean	<b>268</b>	<b>275</b>	<b>273</b>	<b>270</b>
mean primary			170	176	178	177
mean secondary			625	637	616	602
<i>Total expenditure and assets</i>		\$'000				
<b>Expenditure total</b>			<b>899,616</b>	<b>1,026,571</b>	<b>1,074,167</b>	
<i>In-school primary total</i>						
Capital			31,932	35,900	39,489	
Recurrent			436,532	505,324	535,428	
Staff			362,724	431,376	451,278	
Other			73,808	73,948	84,150	
<i>In-school secondary total</i>		\$'000				
Capital			24,472	31,493	29,195	
Recurrent			345,286	390,598	394,811	
Staff salaries			286,558	336,402	340,300	
Other			58,728	54,196	54,511	
<i>Out of school</i>		\$'000				
Capital			448	507	1,595	
Recurrent			60,946	62,749	73,649	
Staff			31,313	32,526	36,008	
other			29,633	30,223	37,641	
<b>Value of capital stock</b>	1	\$m			<b>2,851</b>	

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 Provided by SA — value as at 30 June 1993: land: \$396m; buildings: \$2345m; plant & equipment: \$73m; buses: \$37m.

## South Australia, 1991–92 — 1994–95, descriptors

**Table 5.24: School environment**

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	<b>na</b>	<b>31.4</b>	<b>30.7</b>	<b>29.5</b>
Participation age 15		%	66.9	64.3	64.1	62.2
Participation age 16		%	56.2	55.4	53.1	52.8
Participation age 17		%	27.8	30.6	30.0	27.3
Participation age 18		%	6.6	8.7	8.0	6.7
Participation age 19		%	na	2.5	2.0	1.8
<b>Apparent retention rates</b>						
to Year 10		%	97.7	98.3	96.1	92.9
to Year 11		%	93.5	92.2	90.5	86.1
to Year 12		%	76.8	87.6	80.5	75.5
Year 12 Male		%	72.3	85.0	76.8	71.4
Year 12 Female		%	81.9	90.4	84.4	79.9
<b>Enrolment index (1994)</b>						
			<b>Stage 1 (Yr 11)</b>	<b>Stage 2 (Yr 12)</b>		
English		%	15.44	13.81		
Maths		%	18.02	17.40		
Society and environment		%	23.44	24.47		
Science		%	14.67	18.29		
Arts		%	5.42	6.09		
LOTE		%	2.36	2.29		
Technology		%	15.14	14.58		
Health and PE		%	5.69	4.08		
<b>Student body mix</b>						
			per cent of government school student population			
NESB		%		21.3	18.7	19.0
Aboriginality		%	2.1	2.3	2.4	2.6
Students with disabilities		%		3.2	4.5	na
Seniority profile		%	13.3	13.4	12.3	11.2
Government students	1	%	75.7	75.4	74.7	73.8
<b>Source of income</b>						
			per cent of total State expenditure			
Private income	2	%				3.5 - 4.0
Commonwealth		%		10	9	10

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years. Retention rates calculated by DEET from ABS *Schools Australia*, Cat No. 4221.0, various years. Enrolment index from SA Department of Education and Children's Services. NESB and students with disabilities from DEET National Equity Program for Schools.

Notes: 1 Government students as a percentage of all school students.  
2 Estimated private income for School Year 1994 from SA Department of Education and Children's Services based on a random sample of 1993–94 school financial statements for the 1994 school year. Primary schools were estimated at 4 per cent and secondary schools at 3.5 per cent. Fees ranged from \$35 to \$300 per student.

## South Australia, 1991–92 — 1994–95, effectiveness

**Table 5.25:** Destination of school leavers

	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>					
Further education & Training	%	40	41	29	35
Employed	%	31	32	39	30
Not employed	%	23	23	24	30
Not in labour force	%	6*	4*	8*	4*

Source: Destination of school leavers from ABS, *Transition from Education to Work*, Cat No. 6227.0, unpublished tables.

Note: \* The figures used to derive these percentages have a relative standard error of greater than 25 per cent, and care should be exercised when using them.

### *Learning outcomes*

**Table 5.26:** Basic Skills Test, Years 3 and 5, literacy and numeracy, 1995 (per cent of students in skills band)

<i>Subject</i>	<i>Band 1</i>	<i>Band 2</i>	<i>Band 3</i>	<i>Band 4</i>
Year 3 Literacy	17	22	31	30
Year 3 Numeracy	14	19	28	39
Year 5 Literacy	13	21	29	37
Year 5 Numeracy	13	22	38	27

## South Australia, 1991–92 — 1994–95, unit costs and productivity

**Table 5.27:** Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Expenditure per student</i>		\$/student				
<b>In-school primary</b>				<b>3,803</b>	<b>4,346</b>	<b>4,621</b>
Capital				259	288	317
Recurrent				3,544	4,058	4,303
Staff				2,944	3,464	3,627
Other				599	594	676
<b>In-school secondary</b>		\$/student		<b>5,779</b>	<b>6,857</b>	<b>7,222</b>
Capital				382	512	497
Recurrent				5,396	6,345	6,725
Staff				4,478	5,465	5,797
Other				918	880	929
<b>Out of school</b>		\$/student		<b>328</b>	<b>340</b>	<b>411</b>
Capital				2	3	9
Recurrent				326	337	402
Staff				167	175	197
Other				158	162	206
<i>Student/staff ratios</i>						
<b>In-school primary</b>		ratio				
teacher			17	17	17	17
non-teacher			62	60	63	61
<b>In-school secondary</b>		ratio				
teacher			11	11	11	11
non-teacher			46	44	42	42

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

## South Australia, 1991–92 — 1994–95, unit costs and productivity

**Table 5.27:** Average expenditure and student staff ratios (continued)*The following data were requested from each State for 1993–94*

Expenditure per student		1,2			
		<i>Primary</i>		<i>Secondary</i>	
		<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
<b>School size</b>	\$/student				
1-100		4,036	4,678	na	na
101-300		3,238	3,223	7,138	5,677
301-500		2,872	2,834	5,596	4,862
501-1000		2,582	2,384	4,358	4,199
1000+		na	na	4,124	na
<b>SES - primary</b>	\$/student	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
		2,173	3,034	3,834	
<b>SES - secondary</b>	\$/student	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
		4,128	4,589	5957	
Student/staff ratios		1,3			
<b>In-school primary</b>		<i>Teachers</i>		<i>Non-teachers</i>	
<i>School size</i>	ratio	<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
1-100		13.3	13.3	38.0	38.4
101-300		16.7	17.1	73.0	67.3
301-500		19.0	19	96.0	81.1
501-1000		20.4	20.8	116.0	103.3
1000+		na	na	na	na
<i>SES</i>		<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
<i>teacher</i>		19.3	18.1	14.9	
<i>non-teacher</i>		94	79.1	58.5	
<b>In-school secondary</b>		<i>Teachers</i>		<i>Non-teachers</i>	
<i>School size</i>	ratio	<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
1-100		na	na	na	na
101-300		8.0	9.7	33.2	31.4
301-500		10.2	11.5	45.2	42.3
501-1000		11.9	12.6	63.1	63.3
1000+		12.3	na	72.6	na
<i>SES</i>	ratio	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
<i>teacher</i>		12.4	11.6	9.6	
<i>non-teacher</i>		66.4	55	42.2	

Source: SA Department for Education and Children's Services.

Notes: 1 In SA's case it was impossible to allocate all schools to either Primary or Secondary schools. Accordingly data relating to 56 schools that are combined primary and secondary schools were provided separately (but not reported in this Table). Aboriginal schools and special schools are not included in the data.

2 Total expenditure does not include building maintenance costs and may not include all staff overheads.

3 Although data for teaching and non-teaching staff were based on NSSC definitions, counselling staff were returned to the teaching category for the calculations.

## Tasmania - jurisdiction's own comments

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### *Student Learning Outcomes*

In the Tasmanian government school system there is a well-developed process to provide quality assurance to parents and the community. During 1994–95, with the establishment of an Office for Educational Review, procedures and protocols for internal school reviews were trialed. For 20 years Tasmania has conducted a rolling program of tests of literacy and numeracy skills for 10-year-olds and 14-year-olds in government schools, with public reporting of results at system level. Over this period there has been a significant improvement in the performance of 14-year-olds in basic reading skills while in the early part of the period there was a slight improvement in numeracy skills for the age group with a slight decline in the latter part of the period.

### *Size of the Tasmanian Education System*

Tasmania has a relatively small school system, characterised by small schools (averaging 215 for primary schools and 512 for high schools). Most of the large establishments are secondary colleges (averaging 833 enrolments).

### *The School Environment in Tasmania*

Retention rates to Year 11 and 12 are lower in Tasmania than in the other states, but have followed the same recent pattern: a sharp increase to 1992 and a falling-off since then. Participation in education is more accurately reflected by the proportion of a given age-group who are in school than by retention rates which appear to reflect differences between the states in the ages of children in a particular grade. Participation of 16 and 17 year olds is higher in Tasmania than in most states.

The student population in Tasmania reflects the State's demography: a relatively small proportion of students from non-English-speaking backgrounds, a relatively small proportion of students in non-government schools (25 per cent), and Aboriginal students comprise 4 per cent of the total.

### *Unit costs and productivity*

Unit costs in Tasmania show differences in recurrent funding levels between primary and secondary schools: \$4056 in primary schools, and \$5380 in secondary schools.

The high costs of schools in the 1-100 range partly reflects the fact that special schools are in this category. Finally, in Tasmania additional resources are made available to schools in disadvantaged areas: primary schools in the most disadvantaged areas receive 36 per cent more than in the least disadvantaged areas, and secondary schools 51 per cent more. ”

## Tasmania, 1991–92 — 1994–95, descriptors

Table 5.28: Size of system

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students, staff and schools</i>						
<b>Students</b>		FTE	<b>65,662</b>	<b>65,713</b>	<b>64,727</b>	<b>64,061</b>
primary			37,674	37,918	37,380	37,033
secondary			27,988	27,795	27,347	27,028
<b>Staff</b>		FTE	<b>5,226</b>	<b>5,411</b>	<b>5,492</b>	<b>5,467</b>
primary			2,595	2,714	2,821	2,899
secondary			2,631	2,697	2,671	2,568
<b>Schools</b>		number	<b>247</b>	<b>243</b>	<b>237</b>	<b>233</b>
primary			163	160	154	151
secondary			42	42	42	42
combined			26	26	26	26
special			16	15	15	14
<b>Mean school sizes</b>		mean	<b>265.8</b>	<b>270.4</b>	<b>273.1</b>	<b>274.9</b>
mean primary			200.4	207.9	212.8	212.4
mean secondary			599.3	595.8	591.7	582.5
<i>Total expenditure and assets</i>						
<b>Total expenditure</b>		\$'000	<b>282,468</b>	<b>329,193</b>	<b>334,575</b>	
<i>In-school primary total</i>			<i>124,681</i>	<i>150,115</i>	<i>154,193</i>	
Capital total			5,458	4,448	3,291	
Recurrent			119,223	145,667	150,902	
Staff			91,037	114,196	116,724	
Other			28,186	31,471	34,178	
<i>In-school secondary total</i>		\$'000	<i>131,766</i>	<i>152,536</i>	<i>154,079</i>	
Capital			4,198	7,020	7,813	
Recurrent			127,568	145,516	146,266	
Staff			95,996	112,018	108,589	
Other			31,572	33,498	37,677	
<i>Out of school</i>		\$'000	<i>26,021</i>	<i>26,542</i>	<i>26,303</i>	
Capital			240	217	211	
Recurrent			25,781	26,325	26,092	
Staff			14,511	14,443	13,918	
Other			11,270	11,882	12,174	
<b>Value of capital stock</b>	1	\$'000	<b>na</b>	<b>686,065</b>	<b>681,299</b>	

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 Value of Capital assets provided by Tasmania. The statements are prepared in accordance with the cash basis of accounting and in most cases amounts have been rounded to the nearest one thousand dollars. The value of capital stock was \$658,527,000 at 30 June 1995.

## Tasmania, 1991–92 — 1994–95, descriptors

Table 5.29: School environment

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	<b>na</b>	<b>47.4</b>	<b>34.6</b>	<b>34.4</b>
Participation age 15		%	73.5	71.3	71.8	71.8
Participation age 16		%	55.4	53.0	52.1	50.6
Participation age 17		%	36.2	38.9	37.6	35.5
Participation age 18		%	9.5	13.0	9.1	10.0
Participation age 19		%	na	3.4	2.2	1.9
<b>Apparent retention rates</b>						
to Year 10		%	97.0	97.7	98.5	98.39
to Year 11		%	75.3	74.9	70.2	71.35
to Year 12		%	52.1	59.5	58.9	56.16
Year 12 male		%	47.8	60.0	54.9	53.6
Year 12 female		%	57.0	59.0	63.4	59.0
<b>Enrolment Index (1994)</b>						
		%	<b>Year 11</b>	<b>Year 12</b>		
English		%	20.1	15.3		
Mathematics		%	20.3	10.5		
Society and the environment		%	19.7	29.4		
Science		%	12	17.2		
Arts		%	7.7	6.7		
LOTE		%	1.7	2.2		
Technology		%	11.8	12.3		
Health & PE		%	5.2	4.6		
Not classified		%	1.4	1.8		
<b>Student body mix</b>						
			per cent of government school student population			
NESB		%	na	8.0	6.9	6.9
Aboriginality		%	2.9	3.4	3.8	4.4
Students with disabilities		%	na	3.5	3.5	3.6
Seniority profile		%	11	11	10	10
Government students	1	%	76.7	76.2	75.5	75
<b>Source of income</b>						
			per cent of total State expenditure			
Private income		%				6
Commonwealth		%		12	11	11

Sources: Unless otherwise stated, information provided by DEET based on the NSSC, various years. Retention rates calculated by DEET from ABS *Schools Australia*, Cat No. 4221.0, various years.

Enrolment index and private income estimate from Tasmanian Department of Education and the Arts.

Non-English speaking background and students with disabilities from DEET National Equity Program for Schools.

Note: 1 Government students as a percentage of all school students.

## Tasmania, 1991–92 — 1994–95, effectiveness

**Table 5.30:** Destination of school leavers

	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>					
Further Education & Training	%	35	48	36	43
Employed	%	37	27	29	26
Not employed	%	19	13*	23	15*
Not in labour force	%	10*	12*	11*	16*

Source: Destination of school leavers from ABS, *Transition from Education to Work*, Cat No. 6227.0, unpublished tables.

Note: \* The figures used to derive these percentages have a relative standard error of greater than 25 per cent, and care should be exercised when using them.

*Learning outcomes***Table 5.31:** 10 and 14 year old, Reading and Numeracy tests, 1975 to 1994 (mean scores—index)

<i>Subject/index</i>	<i>Years</i>					
10 year old numeracy	<i>1977</i>	<i>1979</i>	<i>1982</i>	<i>1986</i>	<i>1990</i>	<i>1992</i>
<i>Index</i>	77	77.5	78	79	74	75
10 year old reading	<i>1975</i>	<i>1978</i>	<i>1981</i>	<i>1984</i>	<i>1988</i>	<i>1993</i>
<i>Index</i>	100	97.1	99.5	99.8	97.8	97.4
14 year old numeracy	<i>1975</i>	<i>1978</i>	<i>1981</i>	<i>1985</i>	<i>1989</i>	<i>1994</i>
<i>Index</i>	100	102	99.2	102.5	100.4	96.5
14 year old reading	<i>1975</i>	<i>1977</i>	<i>1979</i>	<i>1983</i>	<i>1987</i>	<i>1991</i>
<i>Index</i>	100	107.1	110.5	114	114.2	114.5

## Tasmania, 1991–92 — 1994–95, unit costs and productivity

Table 5.32: Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Expenditure</i>						
<b>In-school primary</b>		\$/student		<b>3,299</b>	<b>3,987</b>	<b>4,144</b>
Capital				144	118	88
Recurrent				3,154	3,869	4,056
Staff				2,409	3,033	3,137
Other				746	836	919
<b>In-school secondary</b>		\$/student		<b>4,724</b>	<b>5,532</b>	<b>5,667</b>
Capital				151	255	287
Recurrent				4,574	5,278	5,380
Staff				3,442	4,063	3,994
Other				1,132	1,215	1,386
<b>Out of school total</b>		\$/student		<b>396</b>	<b>407</b>	<b>408</b>
Capital				4	3	3
Recurrent				392	404	405
Staff				221	221	216
Other				172	182	189
<i>Student/staff ratios</i>						
		ratio				
<b>In-school primary</b>						
teacher			18	18	18	17
non-teacher			73	58	54	50
<b>In-school secondary</b>						
teacher			13	13	13	13
non-teacher			52	52	51	52

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

## Tasmania, 1991-92 — 1994-95, unit costs and productivity

**Table 5.32:** Average expenditure and student staff ratios  
(continued)*The following data were requested from each State for 1993-94*

<b>Expenditure per student</b>		<i>In-school primary</i>		<i>In-school secondary</i>	
<i>School size</i>	\$/student	<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
1-100		11,140	6,016	18,935	15,345
101-300		4,105	4,198	na	6,487
301-500		3,905	3,914	5,548	5,431
501-1000		3,817	3,604	5,593	5,387
1000+		na	na	6,290	5,832
<i>SES - degree of disadvantage</i>	\$/student	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
<i>Primary</i>		3,781	4,017	5,131	
<i>secondary</i>		5,002	5,501	7,575	
<b>Student/staff ratios</b>		<i>Teachers</i>		<i>Non-teachers</i>	
<b>In-school primary</b>		<i>metro non-metro</i>		<i>metro non-metro</i>	
<i>School size - teachers</i>	ratio	<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
1-100		6.8	12.2	4.0	8.8
101-300		17.9	16.9	12.9	12.6
301-500		18.3	17.9	14.0	13.9
501-1000		18.7	19.2	15.6	15.4
1000+		na	na	na	na
<i>SES</i>	ratio	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
<i>teacher</i>		19.2	17.3	14.4	
<i>all staff</i>		14.4	13.1	10.2	
<b>In-school secondary</b>		<i>Teachers</i>		<i>Non-teachers</i>	
<i>School size</i>		<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
1-100	ratio	3.8	4.6	2.4	2.6
101-300		na	11.2	na	8.5
301-500		13.1	13.1	10.3	10.2
501-1000		13.8	14.1	11.4	11.6
1000+		12.7	14.6	10.2	12.0
<i>SES</i>	ratio	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
<i>teacher</i>		14.4	13.6	10.4	
<i>all staff</i>		11.7	11.1	7.6	

Source: Tasmanian Department of Education and the Arts.

Note: 1 Includes combined and special schools and students. The data represent 'in-school' student/staff ratios for 1994.

### Northern Territory - jurisdiction's own comments

“

The statistical data for the Northern Territory must be interpreted with great care and any attempt to draw comparisons with other States and the ACT must take the following major factors into account.

The geography of the Northern Territory present very significant distance and isolation disadvantages. The Northern Territory has a population of 171,440 and a land area of 1,348,000 square kilometres (an area 30 per cent larger than the combined areas of NSW and Victoria) with a population density of less than 13 people per 100 square kilometres. Many small centres are accessible only by air or sea and are often not accessible at all during the wet season.

It is important to note that 54.4 per cent of Northern Territory schools and 24.1 per cent of students are located in remote areas - many of these are in the most isolated centres in Australia.

Educational services are provided to a diverse multi-cultural and multi-lingual population. Aboriginal and Torres Strait Islander students make up about 35 per cent of the total student population. In the States the proportion is between 1 per cent and 3 per cent. A significant number (over 70 per cent) of school-aged Aboriginal and Torres Strait Islander people have English as a second or third language and, for many, English is not in common use in their homes or communities. Many also suffer a significant degree of economic disadvantage.

While many schools are in remote communities and have predominantly Aboriginal and Torres Strait Islander student enrolments, even in urban schools Aboriginal and Torres Strait Islander student enrolment is significant, with an average between 10 per cent and 30 per cent and, in some cases as high as 60 per cent.

Northern Territory Aboriginal and Torres Strait Islander school-aged children experience a range of living condition disadvantages which set them apart from other Australians. A high percentage of these children suffer from hearing and sight impairment and other health problems which inhibit educational participation and achievement. A high percentage live in housing conditions which are well below the standard for other Australian children.

The factors noted above significantly influence all aspects of school education in the Northern Territory, being reflected, for example in higher unit costs and lower student/teacher and student/non-teacher ratios.

”

## Northern Territory, 1991–92 — 1994–95, descriptors

Table 5.33: Size of system

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students and schools</i>						
<b>Students</b>		FTE	<b>27,161</b>	<b>26,803</b>	<b>26,837</b>	<b>26,934</b>
primary			19,135	18,900	19,400	19,764
secondary			8,026	7,903	7,437	7,170
<b>Staff</b>		FTE	<b>2,534.3</b>	<b>2,483.4</b>	<b>2,506.4</b>	<b>2,621.6</b>
primary teacher			1,250.5	1,260.6	1,302.4	1,329.7
primary other			332.3	316.9	336.6	373
secondary teacher			733.7	687.5	645.7	661.4
secondary other			217.8	218.4	221.7	257.5
<b>Schools</b>		number	<b>148</b>	<b>146</b>	<b>146</b>	<b>147</b>
primary			94	94	93	92
secondary			13	11	11	11
combined			34	33	34	36
special			7	8	8	8
<b>Mean school sizes</b>		mean	<b>183.5</b>	<b>183.6</b>	<b>183.8</b>	<b>183.2</b>
mean primary			159.4	157.7	163.5	167.4
mean secondary			541.8	586.3	570.4	544.4
<i>Total expenditure and assets</i>						
<b>Total expenditure</b>				<b>179,634</b>	<b>197,488</b>	<b>206,486</b>
<i>In-school primary total</i>		\$'000		<i>98,909</i>	<i>109,215</i>	<i>115,707</i>
Capital				7,090	4,378	6,237
Recurrent				91,819	104,837	109,470
Staff				53,915	68,334	71,398
Other				37,904	36,503	38,072
<i>In-school secondary total</i>		\$'000		<i>57,824</i>	<i>61,039</i>	<i>63,965</i>
Capital				2,992	1,272	1,966
Recurrent				54,832	59,767	61,999
Staff				36,714	42,732	44,751
Other				18,118	17,035	17,248
<i>Out of school</i>		\$'000		<i>22,901</i>	<i>27,234</i>	<i>26,814</i>
Capital				125	100	97
Recurrent				22,776	27,134	26,717
Staff				15,286	18,203	17,224
Other				7,490	8,931	9,493
<b>Value of capital stock</b>	1	\$'000				
Buildings & equipment						657,000
Land						na

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 Provided by the NT. School buildings and equipment valued at replacement cost. Land is not included in the valuation. There was a further \$11 million for support and administration assets.

## Northern Territory, 1991–92 — 1994–95, descriptors

Table 5.34: School environment

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	na	31.5	31.8	30.8
Participation age 15		%	60.8	61.7	61.6	61.0
Participation age 16		%	61.1	52.2	51.5	49.7
Participation age 17		%	33.0	33.3	33.6	32.9
Participation age 18		%	11.4	9.7	10.0	8.4
Participation age 19		%	na	2.4	2.6	2.1
<b>Apparent retention rates</b>						
to Year 10		%	81.6	78.8	71.3	71.02
to Year 11		%	68.1	67.9	62.1	60.71
to Year 12		%	60.9	58.8	50.7	44.36
Year 12 male		%	60.6	58.0	49.1	42.5
Year 12 female		%	61.3	59.7	52.6	46.4
<b>Enrolment index (1994)</b>						
			<b>Year 11</b>	<b>Year 12</b>		
English		%	16.1	18.7		
Mathematics		%	16.8	17.6		
LOTE		%	1.9	1.5		
Creative Arts		%	10.2	6.9		
Personal development & PE		%	5.2	4.6		
Tech. & Applied studies		%	12.2	9.1		
Human Society and Envir.		%	23.0	25.7		
Science		%	12.3	15.9		
Other		%	2.2	0		
<b>Student body mix</b>						
			per cent of government school student population			
<i>NESB</i>		%	na	18.0	33.0	33.0
Aboriginality		%	34.6	35.5	35.2	35.7
Students with disabilities		%	na	5.5	6.2	7.0
Seniority profile		%	9.5	9.2	8.1	7.5
Government students	1	%	81.2	79.8	79.2	78.9
<b>Source of income</b>						
			per cent of total State expenditure			
Private income		%	na	na	na	na
Commonwealth		%	7	8	8	8

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years. Retention rates calculated by DEET from ABS *Schools Australia*, Cat No. 4221.0, various years.

Enrolment index from NT Department of Education .

Non-English speaking background and students with disabilities from DEET National Equity Program for Schools.

Note: 1 Government students as a percentage of all school students.

## Northern Territory, 1991–92 — 1994–95, descriptors

Table 5.34: School environment (continued)

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Additional data provided by NT</b>						
<b>Average attendance rates</b>						
<i>ATSI - government schools</i>						
- Primary		%	72.5	74.9	73.5	
- Junior secondary		%	68	68.4	68.2	
- Senior secondary		%	na	90	na	
<i>Urban government schools</i>						
- Primary		%	89.2	88.3	88.5	
- Junior secondary		%	85.9	86.5	84.5	
- Senior secondary		%	90.1	90.6	91.9	
- Ungraded		%	90.7	89.6	90.6	
<b>Average attendance rates</b>						
<i>All government schools</i>						
- Primary		%	78.6	79.8	79.3	
- Junior secondary		%	74.8	75.3	74.5	
- Senior secondary		%	90.7	91.4	92.5	
- Ungraded		%	90.4	89.9	90.7	
<b>Participation rates</b>						
	1					
<i>Age</i>						
5		%		92.7		
6		%		93.7		
7		%		96.0		
8		%		98.2		
9		%		103.4		
10		%		95.9		
11		%		95.5		
12		%		94.5		
13		%		97.0		
14		%		94.6		
15		%		86.0		
Total		%		95.3		
<b>Apparent retention rates</b>						
<i>Grade</i>						
8 to 9		%				78.8
8 to 10		%				71.0
8 to 11		%				60.7
8 to 12		%				44.4

Note: 1 ABS *Estimated Resident Population*, Cat no. 3201.0 at June 1993 and enrolments as at August 1993.

## Northern Territory, 1991–92 — 1994–95, effectiveness

Table 5.36: Destination of school leavers

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>						
Further Education & Training		%	61*	61*	61*	66*
Employed		%	19*	23*	25*	23*
Not employed		%	19*	6*	7*	0*
Not in labour force		%	0*	10*	7*	11*

Source: Destination of school leavers from ABS, *Transition from Education to Work*, Cat No. 6227.0, unpublished tables.

Note: \* The figures used to derive these percentages have a relative standard error greater than 25 per cent, and care should be exercised when using them.

*Learning outcomes*

**Table 5.37:** Multi-level Assessment Program, Years 5 and 7, mathematics and reading, urban non-ATSI students, 1990 to 1994 (proportion achieving per cent in range)

<i>Subject</i>	<i>Year</i>	<i>Range</i>				
		<i>0-20</i>	<i>21-40</i>	<i>41-60</i>	<i>61-80</i>	<i>81-100</i>
<b>Year 5 Mathematics</b>	<i>1990</i>	5	16	33	34	12
	<i>1991</i>	2	13	31	38	17
	<i>1992</i>	2	17	37	34	11
	<i>1993</i>	3	14	30	38	15
	<i>1994</i>	4	15	36	35	10
<b>Year 7 Mathematics</b>	<i>1990</i>	10	25	33	24	7
	<i>1991</i>	4	17	28	32	19
	<i>1992</i>	4	21	29	30	17
	<i>1993</i>	1	10	24	36	29
	<i>1994</i>	3	14	27	34	22
<b>Year 5 Reading</b>	<i>1990</i>	2	8	21	32	37
	<i>1991</i>	1	6	17	42	34
	<i>1992</i>	0	3	9	32	56
	<i>1993</i>	1	9	23	44	22
	<i>1994</i>	2	7	21	43	27
<b>Year 7 Reading</b>	<i>1990</i>	1	7	18	38	36
	<i>1991</i>	0	6	18	38	38
	<i>1992</i>	1	5	17	36	42
	<i>1993</i>	2	12	25	38	22
	<i>1994</i>	3	9	21	40	28

## Northern Territory, 1991–92 — 1994–95, unit costs and productivity

Table 5.38: Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Expenditure</b>						
<b>In-school primary</b>		\$/student	<b>5,201</b>	<b>5,703</b>	<b>5,909</b>	
Capital			373	229	319	
Recurrent			4,828	5,475	5,590	
Staff			2,835	3,568	3,646	
Other			1,993	1,906	1,944	
<b>In-school secondary total</b>		\$/student	<b>7,260</b>	<b>7,958</b>	<b>8,758</b>	
Capital			376	166	269	
Recurrent			6,885	7,792	8,489	
Staff			4,610	5,571	6,127	
Other			2,275	2,221	2,362	
<b>Out of school</b>		\$/student	<b>849</b>	<b>1,015</b>	<b>997</b>	
Capital			5	4	4	
Recurrent			844	1,012	994	
Staff			567	679	641	
Other			278	333	353	
<b>Student/staff ratios</b>						
		ratio				
<b>In-school primary</b>						
teacher			15	15	15	15
non- teacher			58	60	58	53
<b>In-school secondary</b>						
teacher			10	11	12	11
non- teacher			37	36	34	28

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

## Northern Territory, 1991–92 — 1994–95, unit costs and productivity

**Table 5.38:** Average expenditure and student staff ratios  
(continued)*The following data were requested from each jurisdiction for 1993–94*

<b>Expenditure per student</b>	1	\$/student	<i>metro</i>	<i>non-metro</i>	<i>SES</i>	<i>size</i>
<i>In-school primary</i>			na	na	na	na
<i>In-school secondary</i>			na	na	na	na
<b>Student/staff ratios</b>						
<b>In-school primary</b>		ratio	<i>Teachers</i>		<i>Non-teachers</i>	
<i>School size</i>			<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
1-100			na	13	na	52
101-300			na	13	na	60
301-500			na	17	na	68
501-1000			na	18	na	79
1000+			na	0	na	0
<b>Student/staff ratios</b>						
<b>In-school secondary</b>		ratio	<i>Teachers</i>		<i>Non-teachers</i>	
<i>School size</i>			<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>
1-100			na	15	na	62
101-300			na	10	na	62
301-500			na	11	na	26
501-1000			na	13	na	32
1000+			na	0	na	0
<b>SES- all schools</b>	2	ratio	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>	
teacher			15	15	13	
non-teacher			15	51	59	

Source: NT Department of Education.

Notes: 1 Data for NT were not available in the required format.

2 SES status: The majority of schools (61 per cent) are in the *most disadvantaged* category. There is one school in the *least disadvantaged* category located in a mining town that has one teacher and one non-teacher and 15 students.

## Australian Capital Territory – jurisdiction's own comments

### ““ *The ACT Government Senior Secondary System*

In 1994 there were 97 schools catering for nearly 40,000 students in the ACT. Of those there are nine senior secondary colleges catering for 6,500 students in Years 11 and 12.

The outcomes of the ACT government system of education is characterised by a high apparent retention rate to Year 12. 93 per cent of 17 year olds participate in school of which 64 per cent are in the government system. The apparent retention rates of over 100 per cent to Year 12 reflect the transfer of students from non-government schools after Year 10. Over 80 per cent of students beginning Year 11 receive a Year 12 Certificate and two thirds of these students choose to complete tertiary requirements and receive a tertiary entrance rank. Approximately 20 per cent of students receive a vocational certificate. Around 30 per cent of Year 12 Certificate receivers enter university and another 25 per cent enter TAFE.

### *Curriculum Participation in Year 11 and 12*

The senior secondary college system enables a broad curriculum to be offered. Curriculum in the ACT is college based although there is an increasing trend toward system wide courses especially with vocational courses. There are no mandatory subject requirements in Years 11 and 12 in the ACT. However, there is a participation in English of 98 per cent, Science of 64 per cent, Mathematics of 96 per cent and Social Science of 39 per cent. This does not reflect the increasing option of a vocational option within a general education.

### *Performance in Year 12*

The ACT system is based on school based assessment. There are no central exams apart from a moderating test "the Australian Scaling Test" which is used to moderate scores between colleges. The results of all T (tertiary accredited) courses for all subjects in all colleges are reported annually. All unit assessments are graded. These have been examined and graphed in terms of the Key Learning Areas.

The distribution of grades categorised by Key Learning Areas reflect a grading system linked to the ranking of students. This will change from 1997 when assessments will be made against specified criteria defined in some 44 Course Frameworks. Analysis of the ACT Australian Scaling Test results by ACER over time indicate no diminution of standards, even though retention rates have increased.

”

## Australian Capital Territory, 1991–92 — 1994–95, descriptors

Table 5.39: Size of system

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Students, Staff and schools</i>						
<b>Students</b>		FTE	<b>40,890</b>	<b>41,094</b>	<b>40,547</b>	<b>39,865</b>
primary			22,418	22,527	22,583	22,412
secondary			18,472	18,567	17,964	17,453
<b>Staff</b>		FTE	<b>3,380</b>	<b>3,425</b>	<b>3,432</b>	<b>3,592</b>
primary			1,525	1,568	1,591	1
						,
						7
						6
						0
secondary			1	1	1	1
			,	,	,	,
			8	8	8	8
			5	5	4	3
			5	7	1	2
<b>Schools</b>		number	<b>94</b>	<b>95</b>	<b>96</b>	<b>97</b>
primary			63	64	65	66
secondary			25	25	25	25
combined			1	1	1	1
special			5	5	5	5
<b>Mean school sizes</b>		mean	<b>435.0</b>	<b>432.6</b>	<b>422.4</b>	<b>411.0</b>
mean primary			345.8	341.6	337.5	329.2
mean secondary			708.6	709.9	685.6	665.6
<i>Total expenditure and assets</i>						
<b>Total expenditure</b>		\$'000	<b>194,035</b>	<b>231,797</b>	<b>231,797</b>	<b>240,286</b>
<i>In-school primary total</i>			<i>84931</i>	<i>104,279</i>	<i>104,279</i>	<i>107,725</i>
Capital			6,904	7,020	7,020	6,408
Recurrent			78,027	97,259	97,259	101,317
Staff			61,997	79,085	79,085	81,818
Other			16,030	18,174	18,174	19,499
<i>In-school secondary total</i>		\$'000	<i>91,393</i>	<i>112,137</i>	<i>112,137</i>	<i>115,500</i>
Capital			3,486	7,695	7,695	4,698
Recurrent			87,907	104,442	104,442	110,802
Staff			71,778	86,738	86,738	92,498
Other			16,129	17,704	17,704	18,304
<i>Out of school total</i>		\$'000	<i>17,711</i>	<i>15,381</i>	<i>15,381</i>	<i>17,061</i>
Capital			179	0	0	0
Recurrent			17,532	15,381	15,381	17,061
Staff			9,120	10,105	10,105	10,940
Other			8,412	5,276	5,276	6,121
<b>Value of capital stock</b>	1	\$'000				

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Property, plant & equipment	556,773	843,060	830,418
Provision for depreciation	23,275	323,002	331,422
Written Down Value	<b>533,498</b>	<b>520,057</b>	<b>498,995</b>

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Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

Note: 1 ACT Department of Education and Training, Annual Management reports 91-92, 92-93 and 93-94.

## Australian Capital Territory, 1991–92 — 1994–95, descriptors

**Table 5.40: School environment**

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Participation (15-19)</b>		%	<b>na</b>	<b>40.2</b>	<b>39.4</b>	<b>35.1</b>
Participation age 15		%	61.3	63.0	61.6	59.6
Participation age 16		%	67.6	66.7	69.0	66.5
Participation age 17		%	59.6	62.7	61.0	64.2
Participation age 18		%	21.3	22.6	19.2	7.5
Participation age 19		%	na	3.7	3.3	3.3
<b>Apparent retention rates</b>	<b>1</b>					
to Year 10		%	97.1	101.2	99.8	98.4
to Year 11		%	123.2	125.5	124.4	125.3
to Year 12		%	114.6	116.4	112.6	111.8
Year 12 male		%	114.5	114.3	109.4	114.3
Year 12 female		%	114.8	118.7	115.8	109.4
<b>Enrolment index (1994)</b>	<b>2</b>			<b>Years 11 &amp; 12</b>		
English		%		23.2		
Maths		%		19.7		
Society and environment		%		19.0		
Science		%		14.9		
Arts		%		4.9		
LOTE		%		3.0		
Technology		%		10.2		
Health and PE		%		5.1		
<b>Student body mix</b>				per cent of government student population		
NESB		%	na	24.0	25.0	25.0
Aboriginality		%	1.0	1.1	1.1	1.3
Students with disabilities		%	na	3.1	3.4	3.7
Seniority profile		%	16.9	17.1	16.3	16.3
Government students	<b>3</b>	%	66	66	66	66
<b>Source of income</b>				per cent of total State expenditure		
Private income		%		na	na	na
Commonwealth		%		10	8	10

Sources: Unless otherwise stated, information provided by DEET based on the NSSC, various years. Retention rates calculated by DEET from ABS *Schools Australia*, Cat No. 4221.0, various years.

Non-English speaking background and students with disabilities from DEET National Equity Program for Schools.

Note: 1 Apparent retention rates of over 100 percent may be due to students migrating to the ACT, and from non-government schools in senior years, and students repeating years.

2 Enrolment index from ACT Department of Education and Training (includes non-government schools).

3 Government students as a percentage of all school students.

## Australian Capital Territory, 1991–92 — 1994–95, effectiveness

**Table 5.41:** Destination of school leavers

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>Destination of school leavers</b>						
Further Education & Training		%	58	56	48	44
Employed		%	24*	36*	40	37
Not employed		%	15*	0*	10*	19*
Not in labour force		%	3*	8*	3*	0*

Source: Destination of school leavers from ABS, *Transition from Education to Work*, Cat No. 6227.0, unpublished tables.

Notes: \* The figures used to derive these percentages have a relative standard error of greater than 25 per cent, and care should be exercised when using them.

### Learning outcomes

**Table 5.42:** ACT Year 12, Key Learning Areas, 1992 to 1994 (per cent students achieving grade<sup>1</sup>)

	<i>1994</i>	<i>1993</i>	<i>1992</i>		<i>1994</i>	<i>1993</i>	<i>1992</i>
<b>English</b>				<b>Art</b>			
A	20	21	24	A	23	24	22
B	30	30	37	B	34	34	34
C	35	34	44	C	28	26	28
D	12	11	14	D	10	12	11
E	4	4	5	E	5	4	5
<b>Mathematics</b>				<b>LOTE</b>			
A	20	21	21	A	34	32	29
B	26	26	25	B	35	36	37
C	35	34	36	C	24	23	25
D	13	13	13	D	7	6	7
E	6	6	6	E	1	2	3
<b>Society &amp; environment</b>				<b>Design &amp; technology</b>			
A	25	25	25	A	23	24	22
B	28	27	30	B	28	30	31
C	32	33	32	C	33	32	33
D	11	11	10	D	12	11	11
E	4	4	3	E	3	4	3
<b>Science</b>				<b>Health &amp; PE</b>			
A	22	23	22	A	19	19	21
B	28	27	28	B	28	32	32
C	32	34	35	C	36	34	41
D	13	12	10	D	13	11	19
E	4	4	4	E	4	4	7

Note: 1 "A" is the highest grade and "E" is the lowest grade. Comparisons cannot be made between years.

## Australian Capital Territory, 1991–92 — 1994–95, unit costs and productivity

**Table 5.43:** Average expenditure and student staff ratios

	<i>Notes</i>	<i>Units</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<i>Expenditure/student</i>						
<b>In-school primary total</b>		\$/student		<b>3,779</b>	<b>4,623</b>	<b>4,788</b>
Capital				307	311	285
Recurrent				3,472	4,312	4,503
Staff				2,759	3,506	3,637
Other				713	806	867
<b>In-school secondary total</b>		\$/student		<b>4,935</b>	<b>6,139</b>	<b>6,522</b>
Capital				188	421	265
Recurrent				4,747	5,718	6,257
Staff				3,876	4,749	5,223
Other				871	969	1,034
<b>Out of school</b>		\$/student		<b>432</b>	<b>377</b>	<b>424</b>
Capital				4	0	0
Recurrent				428	377	424
Staff				222	248	272
Other				205	129	152
<i>Student/Staff ratios</i>						
<b>In-school primary</b>						
teacher		ratio	19	18	18	17
non-teacher		ratio	64	65	62	49
<b>In-school secondary</b>						
teacher		ratio	12	12	12	12
non-teacher		ratio	54	55	50	44

Source: Unless otherwise stated, information provided by DEET based on the NSSC, various years.

## Australian Capital Territory, 1991-92 — 1994-95, unit costs and productivity

**Table 5.43:** Average expenditure and student staff ratios  
(continued)

*The following data were requested from each State for 1993-94*

<b>Expenditure per student</b>				<i>SES</i>		<i>SES</i>	
			<i>Primary</i>	<i>Secondary</i>	<i>Primary</i>	<i>Secondary</i>	
<i>School size</i>	<i>\$/student</i>		<i>metro</i>	<i>metro</i>	na	na	
1-100			11,197	15,118			
101-300			4,621	na			
301-500			4,403	6,970			
501-1000			4,147	5,856			
1000+			na	na			
<b>Student/staff ratios</b>							
<b>In-school primary</b>			<i>Teachers</i>		<i>Non-teachers</i>		
<i>School size - teachers</i>	1	<i>ratio</i>	<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>	
1-100			6	na	5	na	
101-300			18	na	67	na	
301-500			18	na	81	na	
501-1000			19	na	77	na	
1000+			na	na	na	na	
<i>SES - degree of disadvantage</i>			<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>		
<i>teacher</i>			na	na	na		
<i>non-teacher</i>			na	na	na		
<b>In-school secondary</b>			<i>Teachers</i>		<i>Non-teachers</i>		
<i>School size - teachers</i>	1		<i>metro</i>	<i>non-metro</i>	<i>metro</i>	<i>non-metro</i>	
1-100		<i>ratio</i>	5	na	8	na	
101-300			na	na	na	na	
301-500			11	na	53	na	
501-1000			12	na	62	na	
1000+			na	na	na	na	
<i>SES - degree of disadvantage</i>		<i>ratio</i>	<i>least</i>	<i>medium</i>	<i>most disadvantaged</i>		
<i>teacher</i>			na	na	na		
<i>non-teacher</i>			na	na	na		

Source: ACT Department of Education and Training.

Notes: 1 Care should be taken in the use of these figures as staff and student numbers are derived from different sources and, for secondary schools, represent aggregation of junior secondary high schools and senior secondary colleges.

## 5.7 Definitions and explanatory notes

This section provides definitions of the indicators included, and definitions for the variables making up the indicators.

### Descriptors, effectiveness, efficiency, unit costs and productivity

Those items sourced from the NSSC are defined according to the definitions developed by the Taskforce on School Statistics (TOSS) under MCEETYA as part of the Annual National Reporting process. Data from other sources or where NSSC-based data differ from the TOSS definitions, are defined below. Unless otherwise stated, the figures and definitions refer to government schools and students only.

Aboriginality	The number of Aboriginal and Torres Strait Islander Students (FTE students only) as a proportion of the total student population.
Apparent retention rates	The percentage of students (based on mid-year full time enrolments) who continued to Years 10, 11 and 12 from their respective cohort groups at the commencement of their secondary schooling. Calculated by DEET from ABS, <i>Schools Australia</i> , Catalogue number 4221.0, various years.
Average expenditure per student	Based on the NSSC definitions as used in the <i>Statistical Annex of the National Report on Schooling Australia</i> , MCEETYA. Total expenditure (including superannuation liabilities) divided by total students (the average of the previous two years total students). (See 'Expenditure' below).
Destination of School leavers	The percentage of students aged 15-24 that left school in the previous year that are identified as being in the following categories:
<i>Further education and training</i>	Including higher education, TAFE, business colleges and skills centres.
<i>Unemployed</i>	Persons actively looking for and available for work.
<i>Not in workforce</i>	Persons not defined as employed or unemployed. Eg, Not seeking or unable to seek work.
<i>Employed</i>	Including full and part time.
Enrolment index	The FTE enrolments in each subject as a proportion of all FTE enrolments in the state or territory, grouped into the eight Key Learning Areas.
Expenditure	Financial data is all in financial years: eg. 1994 equals financial year 1993–94. Data after 1992 (1991–92) includes estimated superannuation liabilities and is therefore not comparable with 1992 expenditure data. Figures differ from NSSC published data as they include superannuation in the expenditure figures for 1992–93 and 1993–94 and rentals are included in recurrent and not capital expenditure. No superannuation data is available for 1991–92. (See 'Source of income' below).
Mean school size	For the overall mean, students at special schools are allocated to primary/secondary. Primary and secondary mean size exclude combined and special schools and students: eg. mean primary school size = number of students attending primary schools (FTE) / number of primary schools.
Metropolitan	Schools located in metropolitan areas which include all capital cities and population centres of greater than 100,000 people. See table notes for details of average expenditure calculations for metropolitan students which do not necessarily correspond to NSSC definitions.

Non-English Speaking Background	Includes 'New Arrivals' as well as 'English as a Second Language (ESL)' students. New Arrivals data are based on annual system reports to DEET. The ESL General Support funding formula used up to and including program year 1992 was based on data from a 1983 survey of NESB students and did not take into account perceived language need. The ESL General Support funding formula for 1993 and subsequent years uses weighted data on NESB student numbers from the 1991 National Census.
Non-metropolitan Participation (15-19)	Schools located in non-metropolitan areas. Participation rate calculated as the proportion of full time students in government schools of a particular age group multiplied by the participation rate for all schools of that particular age group.
Seniority profile	The number of senior secondary full time equivalent (Years 11 and 12) students as a proportion of the total student population. Seniority profile does not provide a complete picture of the number of students involved in study at this level due to the increase in part-time study.
SES	Socio-economic status is identified by each jurisdiction.
Source of income	Income as a percentage of total government expenditure. <i>Private income</i> includes income from fees, fundraising and other commercial activities. <i>Commonwealth</i> expenditure were derived from Specific Purpose Payments (SPPs) (current and capital) for government schools from Budget Paper No. 3, 1993-94, Tables 31 and 32 for 1991-92 and 1992-93. DEET provided data for 1993-94. It should be noted that Commonwealth SPP 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 Commonwealth funding.
Staff	FTE of staff generally active in government schools and ancillary education establishments.
Student/staff ratios	The number of full time students per full time teaching/non-teaching staff. Students at special schools allocated to primary/secondary. FTE of staff includes those generally active in government schools and ancillary education establishments.
Students	Full time equivalent students at special schools are allocated to primary/secondary.
Students with disabilities	Number of students based on the annual system reports to DEET. The definitions of students with disabilities refer to individual State criteria. Figures are not comparable between States and Territories due to different definitions.

## ACER School Life questionnaire

The Australian Council of Educational Research has developed various School Life (ASL) questionnaires that asks students to indicate their level of agreement with about 40 items designed to assess identified aspects of schooling. Examples are presented in Box 5.4.

**Box 5.4: ACER Aspects of school life**

The ACER School Life (ASL) questionnaires distinguish general feelings of well being (positive affect), general negative feelings (negative affect), and feelings related to specific aspects of school life. The general aspects of school life are:

**Positive Affect** which is sometimes called general satisfaction. A typical item is *My school is a place where I really like to go each day.*

**Negative Affect** which refers to negative feelings about school and is typified by an item such as *My school is a place where I feel worried.*

The five specific aspects of schooling embodied are:

**Achievement** which reflects a sense of confidence in ones ability to be successful in school work. A typical item is *My school is a place where I always achieve a satisfactory standard in my work.*

**Opportunity** which represents a belief in the relevance of schooling for the future. A typical item is *My school is a place where the things I am taught are worthwhile learning.*

**Status** which indicates the relative degree of prestige accorded to the individual by significant others within the school. A typical item is *My school is a place where I know people think a lot of me.*

**Identity** which is concerned with a sense of learning about other people and getting along with other people. A typical item is *My school is a place where I get on well with other students in my class.*

**Teachers** which refers to a feeling about the adequacy of the interaction between teachers and students. A typical item is *My school is a place where teachers take a personal interest in helping me with my school work.*

In the primary school version two general (positive and negative affect) and three specific scales (teachers, achievement and opportunity) parallel scales of the same name in the secondary school version, although with some different items. The positive affect scale has often been referred to as "general satisfaction" in the primary school version. In addition there were two scales which were different from those in the secondary school version.

**Social Integration** which reflects a sense of learning about getting along with other people-combining the ideas of the identity and status scales from the secondary versions of the questionnaire. A typical item is *My school is a place where I get on well with other students in my class.*

**Adventure** which represents a sense of self motivation in learning and that learning is enjoyable for its own sake. A typical item is *My school is a place where I get excited about the work we do.*

The response key for each item is a four-point Likert scale and student responses are scored from 1 for strongly disagree to 4 for strongly agree. Scale scores are obtained by summing the item scores for the items constituting that scale. In some analyses the scale scores are transformed to correspond to a common range of one to ten. Means are the average scale scores for a group of students. An alternative method of summarising student responses is in terms of the percentage agreement (combining percentage 'agree' and percentage 'strongly agree') with an item or set of items.

## References

ABS (Australian Bureau of Statistics), *Expenditure on Education Australia*, Catalogue Number 5510.0, various years.

ABS, *1993–94 Government Finance Statistics Australia*, Catalogue Number 5512.0.

ABS, *Schools Australia*, Catalogue Number 4221.0, various years.

ABS, *Transition from Education to Work*, Catalogue Number 6227.0, unpublished tables.

ACER (Australian Council for Educational Research), *Progress through High School: A Study of Senior Secondary Schooling in New South Wales*, Research Monograph No. 43, 1992.

ACER, *Primary Schooling in Victoria: A Study of Students' Attitudes and Achievements in Years 5 and 6 of Government Primary Schools*, Research Monograph No. 37, 1990.

ACER, *School Organisation and the Quality of Schooling: A Study of Victorian Government Secondary Schools*, Research Monograph No. 29, 1986.

AEC (Australian Education Council) 1989, *National Report on Schooling*, Curriculum Council, Melbourne.

Dawkins J. (Treasurer) 1993, *1993–94 Budget Paper No. 3 Commonwealth Financial Relations with Other Levels of Government*.

DEET (Department of Employment, Education and Training) 1994, *Subject Choice in Years 11 and 12*, AGPS, Canberra.

MCEETYA (Ministerial Council for Education, Employment, Training and Youth Affairs) 1994, *National Strategy for Equity in Schooling*.

MCEETYA 1994, *National Report on Schooling in Australia – Statistical Annex*, Curriculum Corporation, Melbourne.

MCEETYA, *National Schools Statistics Collection*, various years.

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## 6 VOCATIONAL EDUCATION AND TRAINING

### Summary

The framework of effectiveness and efficiency indicators developed for the vocational education and training (VET) systems in Australia is based on the common and agreed national goals for VET and the more recent Agreement for the Establishment of a National Training System. The effectiveness indicators are centred around the three main themes of improved responsiveness, increased opportunities, and improved outcomes. The efficiency indicators focus on unit costs.

While there is a strong commitment in the VET sector to collect comprehensive and consistent performance information, further work is required before a full set of comparable data are available for the complete range of performance indicators. In particular, issues of scope (what makes up the measures of VET activity), and boundary (what specific data items should be included to make up the statistics), are yet to be resolved for a number of the measures required for performance indicators. The information presented in this chapter therefore needs to be treated as indicative and interpreted with caution.

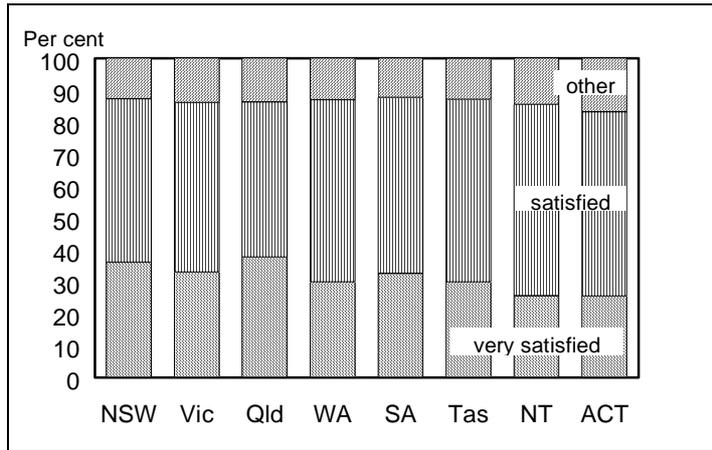
#### *Planned levels of provision*

As part of the annual planning and budgeting process, VET systems of the States and Territories determine planned levels of training which aim to anticipate the training and education needs of various occupational groups. The aggregate of the State and Territory planned hours and enrolments at the occupational group level represents an overall target for each VET system and is the basis for resource allocation. Overall planned figures in the States and Territories were generally exceeded by a small margin in 1994.

#### *Module load completion rate*

The module load completion rate broadly measures the extent to which modules that are started are successfully completed by students. On average, the module completion rate, using hours as the measure of activity, was 84 per cent Australia-wide in 1994. This ranged from about 77 to 81 per cent in Queensland, WA, Tasmania, the ACT and Victoria, to 86 to 89 per cent in NSW, SA, and the NT. It should be noted that 1994 was the first year in which the module load completion rate was calculated, and this required some estimation by some systems.

Graduate satisfaction



Source: NCVER 1993.

*Graduate satisfaction*

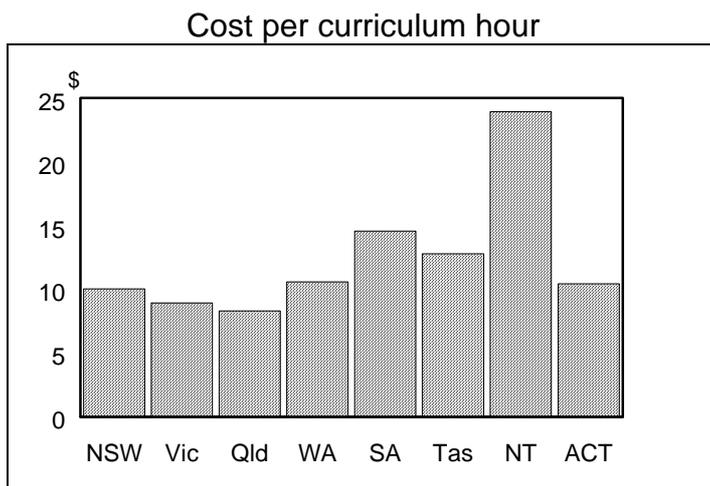
Based on a 1993 survey conducted by the National Centre for Vocational Education Research (NCVER), about 85 per cent of graduates in each State or Territory were 'satisfied' or 'very satisfied' with their Technical and Further Education (TAFE) course. About 70 per cent of graduates were in paid work

six months after the course was completed and, of those employed, 45 per cent said that their main job was related to the course.

*Participation*

Participation of people aged 15 to 64 increased from 7.5 to 8.7 per cent of the population between 1985 and 1993, with a 1.5 percentage point increase in the participation of 15 to 24 year olds to 17 per cent in 1993. Australia-wide, females comprised 47 per cent of all persons enrolled in VET in 1989. This decreased slightly to 46 per cent in 1994, with Tasmania and Queensland the only States to experience an increase in female participation over that period.

In terms of other target group participation compared to population shares, Aboriginal and Torres Strait Islander people are generally well represented within TAFE Colleges. Completion rates for Aboriginal and Torres Strait Islander people, however, were lower than the general population in all States and Territories and the training undertaken is largely towards the preparatory and operative levels of training.



Note: Costs are indicative. Notes under Figure 6.13 describe differences in methodology for measuring costs.

### *Unit costs*

Recurrent cost per curriculum hour appears to vary significantly across jurisdictions (see chart). However, financial data were not collected to the same standard as activity data in 1994<sup>1</sup>. These figures are therefore only indicative of the differences in costs per hour in each State and Territory. In addition, factors such as population

densities, provision of VET to disadvantaged groups, the types of courses provided, remote locations, distances, and community obligations impact on the cost of provision. These issues are discussed in more detail in Section 6.5.

### **Future directions**

The two key tasks for the reporting of indicators in the VET sector are to improve the comparability of data on inputs, activity and outputs and to complete the collection of comparable industry and student outcome data.

Notwithstanding the current efforts to develop and implement data standards, there is a critical need for consistent and reliable information in the VET sector. A coordinated effort by the States and Territories, in cooperation with the Australian National Training Authority (ANTA), is required for timely progress to be made. A separate review, to report to ANTA later this year on key performance measures, along with the data difficulties identified by this Review, should provide some focus for this ongoing process.

There is currently limited outcome information for the VET sector, although more information should be available in the future. Graduate destinations are to be reported annually from December 1995, employers are to be surveyed on the relevance, quality, and timeliness of the training provided each three years from 1995 (reported in early 1996), and student satisfaction will be reported in 1996 and every three years thereafter.

<sup>1</sup> The Australian VET Management Information Statistical Standard (AVETMISS see Section 6.2) was implemented for activity data in TAFE in 1994, and is to be implemented for financial data in 1996.

## 6.1 Profile of the sector

This chapter focuses on vocational education and training (VET) which encompasses skills formation for employment that can take place on or off the job up to and including the level of para-professional occupations (McDonald in Burke 1994). In particular, this chapter covers the major activities of Technical and Further Education (TAFE) Colleges, and the activities of private training providers where they have been government-funded<sup>2</sup>.

VET activity that is privately funded and provided is not included in this Review. Stream 1000 activity and fee for service activity (see Box 6.1) is also generally excluded. In practice, however, definitions of scope and boundary vary across, and within, jurisdictions for different sets of information. Although these issues were not able to be fully addressed for this initial report, it is recognised that this is a major area for further work and is discussed in 'Future directions' (see Section 6.5).

### Size and growth

VET provision is a large and rapidly growing area of government activity. Nationally, total government expenditure in real terms has increased by 25 per cent over the five years to 1994. An estimated 1.1 million students participated in some form of VET activity in 1994, and over 273 million annual curriculum hours of government-funded training and education activity were provided. In 1993, there were nearly 740 public, and over 1900 private, providers of vocational education and training.

Direct government recurrent spending on VET in Australia amounted to \$2.55 billion in 1994<sup>3</sup>, with operating receipts of over \$510 million<sup>4</sup>. This expenditure accounted for about 1.5 per cent of total Commonwealth, State and Territory general government outlays in that year.

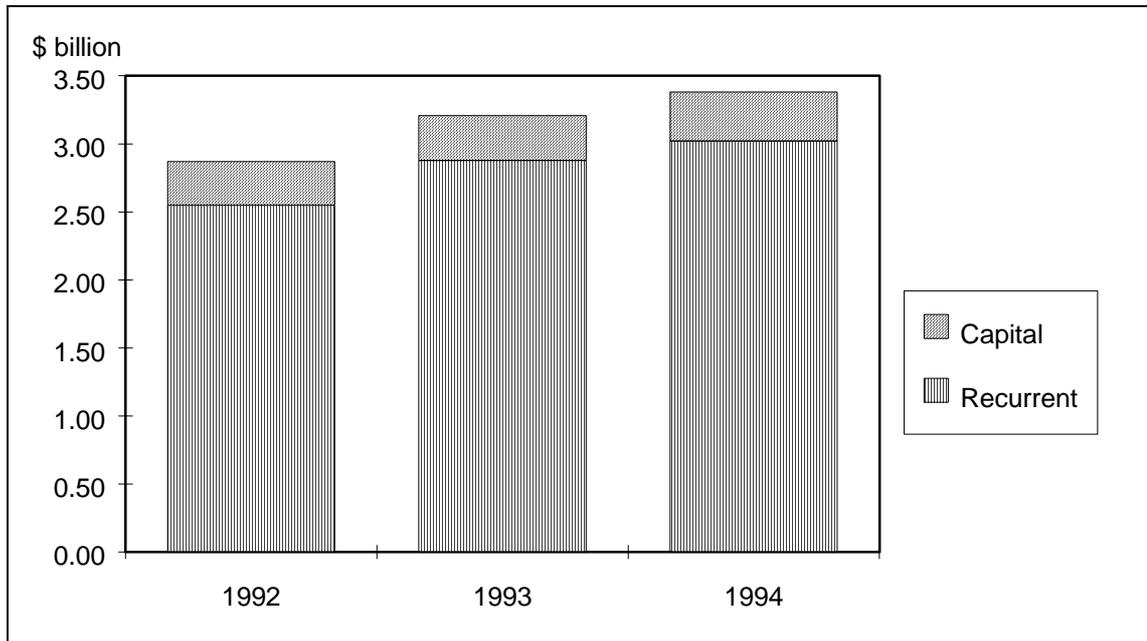
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<sup>2</sup> All States and Territories also have nominal fees and charges for students.

<sup>3</sup> A total expenditure figure for Australia of \$3.38 billion includes, in addition, superannuation, payroll tax, and expenditure on Commonwealth Labour Market Programs, special purpose programs and some fee for service activity.

<sup>4</sup> Includes fee for service, student fees and charges, and sale of property revenue.

**Figure 6.1:** Public VET, real capital and recurrent expenditure, Australia, 1992 to 1994, calendar years (1989–90 dollars)

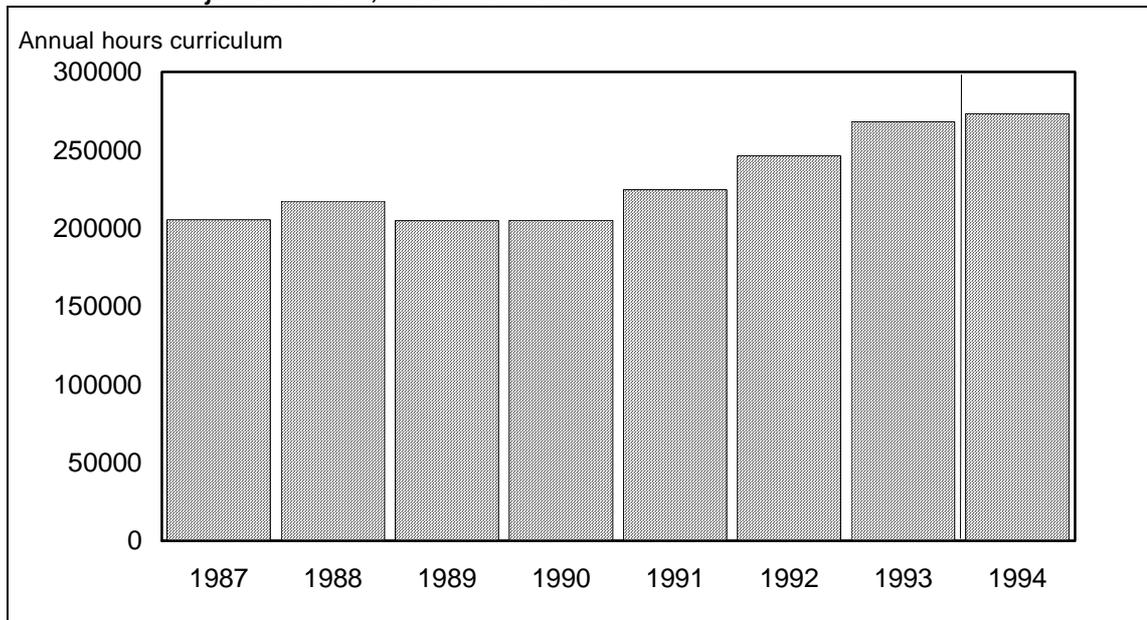


Source: ACVETS, *Collection of National Financial Data on VET*, ACT, Canberra, various years.

Note: 1 Includes fee for service activity delivered by public providers.

There has also been a steady growth in the number of annual curriculum hours over the 1990s (see Figure 6.2).

**Figure 6.2:** Annual hours curriculum<sup>1</sup>, Stream 2100–4500, by jurisdiction, 1987 to 1994



Source: ACVETS/NCVER, *Selected VET Statistics*, 1994.

Note: 1 There is a break in the series between 1993 and 1994 due to the introduction of AVETMISS.

## **Institutional structure and funding**

The State, Territory and Commonwealth Governments agreed to the establishment of a National Vocational Education and Training System, known as the ANTA Agreement<sup>5</sup>, in 1992. A Ministerial Council (MINCO), comprising State, Territory and Commonwealth Ministers for VET, is the formal decision making body for the National VET System and is responsible for overseeing ANTA and decisions on strategic policy, national objectives and priorities<sup>6</sup>.

The National VET System is made up of public systems in each State and Territory and, increasingly, private providers and employers. VET provision is the responsibility of each State and Territory and is administered by the relevant Training Authority.

### *Funding arrangements*

The Commonwealth and States share responsibility for funding VET, with the States and Territories providing approximately 80 per cent of total VET funding. Australia-wide the Commonwealth contributed the remaining 20 per cent in 1994, ranging from 12 per cent in the ACT to 24 per cent in Victoria, Queensland, South Australia and Tasmania. Between 1992 and 1995, the Commonwealth has provided an additional \$820 million in Growth Funds for VET. In 1995, Growth Funds were about 10 per cent of total Commonwealth Base and Transitional Funds. Funding has traditionally been on a population share basis.

Commonwealth funding for VET is administered by ANTA, which provides advice to MINCO on State and Territory performance against planned targets. MINCO subsequently allocates Commonwealth Growth Funds to the States and Territories each year on the basis that VET effort will be maintained.

Profiles are developed each year by the State and Territory Training Authorities in consultation with industry and provide an outline of *planned* training activity to which funds will be applied<sup>7</sup>. As part of the planning process Industry Training Advisory Bodies (ITABs) at the national level liaise with ANTA and state level ITABs liaise with the State Training Authorities.

A relatively small but significant proportion of government-run TAFE college activity is funded on a fee for service basis. It is currently not possible to identify precisely the magnitude of this activity, although it has been variously estimated at between 10 per cent of TAFE activity (SA, ACT, NSW), 13 per

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<sup>5</sup> The ANTA Agreement is currently under Review, with the Reviewer to report to COAG by 1 February, 1996.

<sup>6</sup> The Ministerial Council also liaises with MCEETYA where issues that relate more broadly to school education and employment are concerned.

<sup>7</sup> Activity under the ANTA Agreement includes all government funded activity (including that provided by private providers) but excludes Stream 1000.

cent in the NT, and 14 per cent in Victoria (Queensland, WA and Tasmania were unable to provide an estimate).

### **Box 6.1: Common terms in Vocational Education and Training**

A number of terms and acronyms are commonly used in the VET sector. Some general definition for these are provided below, and the abbreviations list at the front of the report can also be referred to. Section 6.7 provides some additional information.

**ACE** – Adult and Community Education.

**ANTA** – Australian National Training Authority.

**AVETMISS** – Australian Vocational Education and Training Management Information Statistical Standard is a specification of information standards for recording and reporting VET inputs (resource module) and activity and outputs (business module). The use of AVETMISS is being phased in, with implementation of the business module for the whole VET sector planned to be complete by the end of 1997. The resource module is to be implemented from 1996.

**Annual hours curriculum** – Prescribed number of hours in all supervised elements, including for example, lectures, workshop sessions, and field work.

**Fee for service activity** – activity that is funded by fees received from individuals and organisations, other than regulatory student fees. This includes Commonwealth and State specific funded programs (such as **Labour Market Programs** and **Adult Migrant English Services**.)

**Module** – Stand alone component of a course covering a subject or skill.

**Module load completion rate** – is the percentage of hours associated with successful completion of modules of all confirmed modular activity.

**State Training Profiles** – are produced annually by the **State Training Authorities** outlining the planned training in terms of annual hours, by occupational groupings, for the year ahead with indicative estimates for the next two years. It also outlines initiatives to meet State and national strategies.

**Stream 1000** – Recreation, leisure and personal enrichment courses directed towards the encouragement and development of creativity, social and personal pursuits, and skills which enable people to make more effective use of leisure time.

**Streams 2100 - 4500** – Courses for “Entry to Employment or Further Education”, “Initial Vocational Courses”, and “Courses Subsequent to Initial Vocational Courses” which are typically associated with preparatory, operative, trades/skilled and para-professional education and training.

**TAFE** – Technical and Further Education colleges are the primary providers of publicly funded VET. They may also have commercial arms which tender for activity, such as Labour Market Program delivery, in the private market.

## **6.2 Recent developments**

The VET system in Australia has been experiencing a period of substantial change in the late 1980s and early 1990s.

## Training reform

A major program of training reforms implemented around Australia, (previously known as the National Training Reform Agenda), have been aimed at developing a more flexible, better integrated and diverse VET system.

Recent initiatives that impact on the provision of VET include:

- National Framework for Recognition of Training — designed to streamline accreditation of courses, recognition of prior learning, with the objective of achieving consistency of training recognition processes in Australia;
- entry level training — the Australian Vocational Training System (AVTS) is designed to assist people to enter the workforce, including by traditional apprenticeships and the new training wage, with pilot studies examining the potential for linkages between schools and VET;
- competency standards — skills required by industry are identified by Competency Standards Boards (with industry representation) and competency based training curricula are developed and endorsed by the Standards and Curriculum Council; and
- competency based training — courses are designed to teach endorsed competencies, with completion of a course based on achieving a desired level of competency. Associated with this increased emphasis on competency is an increase in flexible delivery which allows students to complete their training earlier than under the previous ‘time served’ apprenticeship scheme.

## Increasing flexibility in the delivery of training services

A growing proportion of VET is provided through alternate systems, such as through open learning or in the workplace, with the potential to improve access and opportunities for some groups within the community.

Private providers of VET are an increasingly important part of the VET sector. Between 1994 and 1995 the number of private providers delivering accredited courses almost doubled to nearly 2000<sup>8</sup>. There is expected to be a continuing growth in the number of private providers over the medium term.

There is also increasing use of schools in the delivery of VET. In 1993, the most recent year for which national data are available, school students were estimated to account for about 4 per cent of total VET students<sup>9</sup>. The provision of VET

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<sup>8</sup> Allen Consulting 1994 and ANTA figures for 1995. Broadly, private providers can be defined as all those providers apart from the non-commercial parts of TAFE's. The 1995 figure of 1944 understates the actual number of private providers since some States classify their school systems as one provider, where a number of schools may actually be contracted to provide VET.

<sup>9</sup> Based on NCVER information from the States and Territories. The data are affected by a high level of non-responses and may understate the actual proportion of VET students who are also at school.

within and for schools is growing and issues of responsibility for provision and funding are emerging. A study of the linkages of schools and the VET system is currently planned under the auspices of MCEETYA.

### **Increasing provision through competitive tendering processes**

Growth in private providers is reflected in the growth of funds allocated by competitive tendering to both TAFE colleges and private providers. Although data are not fully comparable, it is estimated that Australia-wide, the distribution of funds by competitive means will double between 1995 and 1996, albeit from a relatively low base.

### **Implementation of Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS)**

AVETMISS is a specification of information standards for recording and reporting VET inputs, activity, and outputs. Development of the Standard has been in progress since 1991, with the first phase of implementation at the provider level in 1994 (for TAFE colleges).

Eight key performance measures have been agreed as part of the development of AVETMISS, and implementation of the Standard should eventually allow the reporting of those measures.

Specifications have so far been implemented to cover information related to the *business* of VET. This incorporates information relating to students, curriculum and training organisations. Where the business specifications have been implemented in the TAFE sector, there is still some lack of consistency in the scope and boundary of the activity measures produced by each system as well as in the application of the Standard.

Specifications for *resources*, which incorporate expenditure, physical resources, and staffing, were due for completion in 1994. Agreement by the States and Territories for finances and physical resources was reached in November 1995. The resources module (excluding the staffing component) is now scheduled to be implemented in the TAFE sector in 1996, allowing reporting on inputs in 1997. Data on VET financing and staffing in the ACE and private provider sectors are not likely to be available for a number of years.

Notwithstanding the ongoing effort and general commitment to AVETMISS, the iterative process of refining and implementing the standards has, to date, progressed at a slow rate due to a number of practical and methodological problems. The resolution of outstanding issues and further development of AVETMISS is fundamental to the accurate reporting of performance information and is discussed further in 'Future directions' (see Section 6.5).

### 6.3 Framework of performance indicators

The agreed aims of the vocational education and training system in Australia are to:

- provide an educated, skilled and flexible workforce to enable Australian industry to be competitive in domestic and international markets; and
- improve the knowledge, skills and quality of life for Australians, having regard to the particular needs of disadvantaged groups (DEET 1992).

The six specific goals for the national VET system, agreed by relevant Commonwealth and State Ministers in 1992, are reproduced in Box 6.2. These goals are largely reflected in the Agreement for a National Vocational Education and Training System (ANTA Agreement) endorsed by Ministers in 1992. The ANTA Agreement aims to reinforce the commitment to a national training system, interaction with industry, and increased opportunities and improved outcomes for individuals. In addition to the above objectives, it seeks to promote improved cross sectoral links between schools, higher education, and vocational education and training.

A preliminary framework of indicators has been developed based around these objectives. While further developmental work is still required, this framework covers the key aspects of effectiveness and efficiency and identifies the main performance indicators that address each of these aspects.

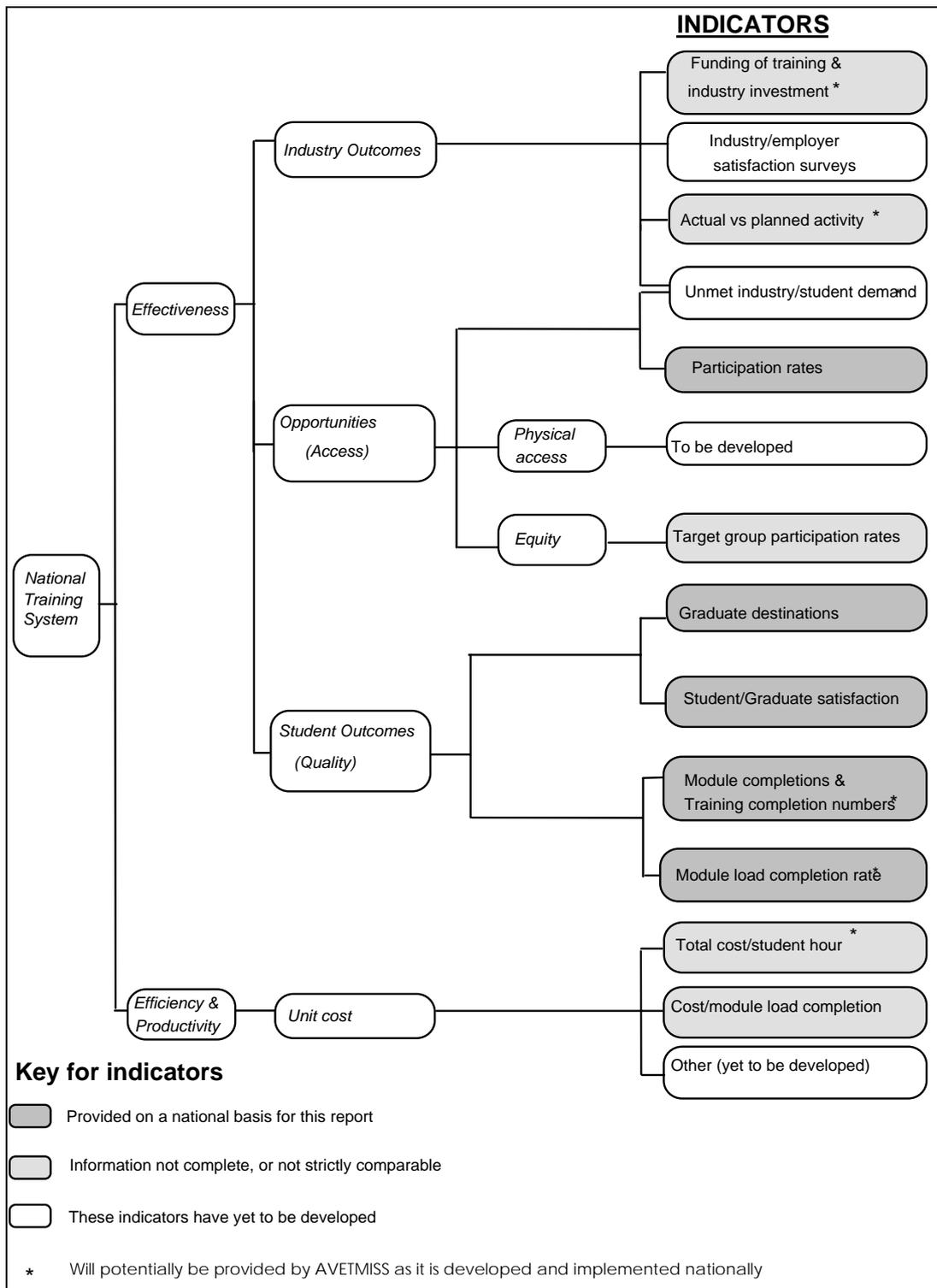
**Box 6.2: Common and Agreed National Goals for Vocational Education and Training in Australia.**

1. **A National Training System** – Develop a national vocational education and training system in which publicly funded, private and industry providers can operate effectively, efficiently and collaboratively and which meets the needs of industry and individuals.
2. **Quality** – Improve the quality of the outcomes of vocational education and training.
3. **Opportunities and Outcomes for Individuals** – Improve vocational educational and training opportunities and outcomes for individuals.
4. **The Needs of Industry** – Improve the ability of the vocational education and training system to respond to the current and future needs of industry.
5. **Equity** – Improve access to and outcomes from vocational education and training for disadvantaged groups.
6. **Training as an investment** – Increase public recognition of the value of vocational education and training as an investment for both industry and individuals.

Source: DEET, 1992.

As Figure 6.3 illustrates, only limited data were available for inclusion in this Report, particularly in regard to industry outcomes and accessibility of VET services. These issues are discussed in more detail in ‘Future directions’ (see Section 6.5).

**Figure 6.3** Preliminary framework of indicators for VET



## 6.4 Summary of results

The key results presented below provide only a limited snapshot of performance. As indicated in the preceding section, further work is required to produce full data for a complete framework of VET key performance indicators. It should be noted that 1994 was the first year for the collection of a number of the performance indicators, and there was some variation in the capacity of each State and Territory to meet the reporting requirements. Issues of scope and boundary mean that care must be exercised in making comparisons across jurisdictions.

### Actual vs planned load

Under the ANTA Agreement, the State and Territory Training Authorities are required to prepare a Training Profile each year that outlines the training activity to which State/Territory and Commonwealth funds will be applied in the following year.

Factors that are considered in setting training activity levels include:

- consultation with industry on expected training needs and skills shortages;
- forecasts of relative growth of sectors of the industry;
- demographic forecasts; and
- profiles of the qualifications currently held within industries.

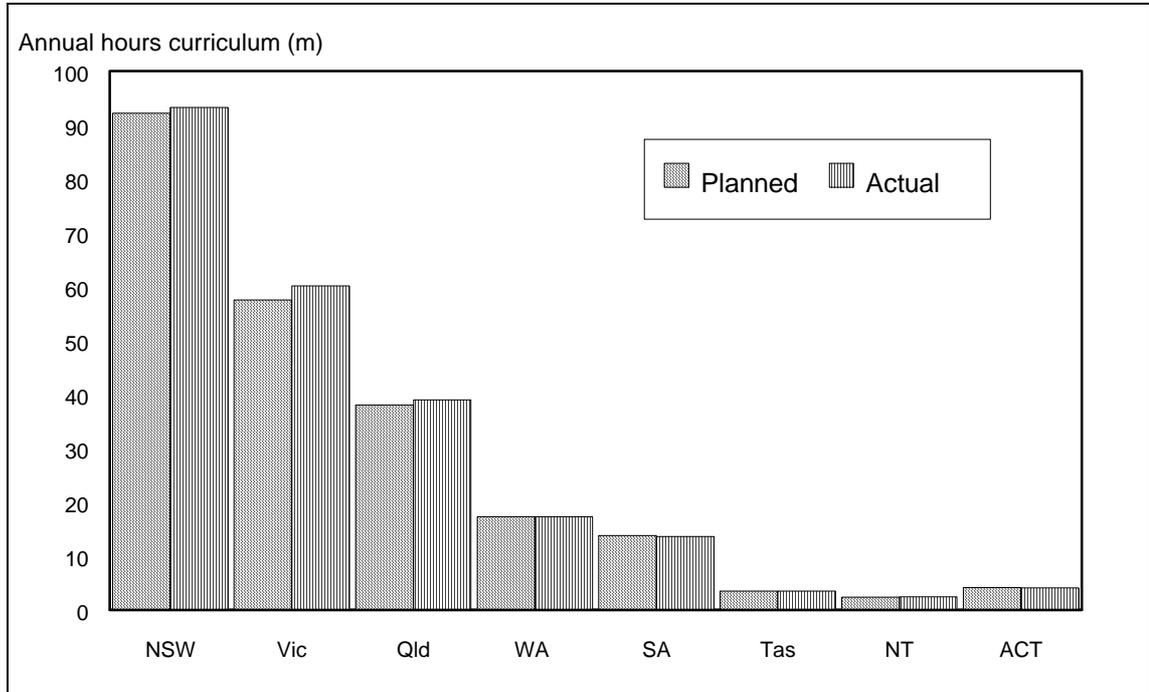
The targets should reflect the demand expected to be placed on each training system, and are important for a number of reasons:

- they provide the basis on which Training Authorities contract with both public and private providers to ensure the provision of planned levels of activity;
- they provide a benchmark level of training against which the meeting of industry requirements can be assessed. If demand for training is over or under-estimated in various industries, targets may not be achieved; and
- the aggregate level of planned training, as evidence of planned maintenance of State and Territory effort, triggers the release of Commonwealth Growth funds. Not achieving planned targets would constitute a breach of the ANTA Agreement.

The degree to which these targets have been met, therefore, provides a broad indication of the effectiveness of the planning process and the accountability of the VET systems. It should be noted, however, that these targets are based on quantity of services rather than quality.

In all jurisdictions actual 1994 hours were within 5 per cent of targets, with actual exceeding planned by 4 per cent in Victoria and falling 1 per cent below targets in South Australia. Slightly greater variations were recorded between actual and planned student numbers.

**Figure 6.4** Actual vs planned annual hours curriculum<sup>1</sup>, by jurisdiction, 1994, (million)



- Notes
- 1 AHC presented include activities under the ANTA Agreement, although there may be some variations in the scope and boundary of the coverage between the States and Territories.
  - 2 NSW activity includes government funded activity, including traineeships, provided by TAFE, Agriculture, and private providers.
  - 3 ACT activity includes government funded activity, including traineeships, and excludes annual hours associated with Recognition of Prior Learning.

### Module load completion rate

The module load completion rate broadly measures the extent to which modules that are started are completed by students (See Box 6.1). Withdrawal or failure of a module after it has been confirmed results in non-completion, lowering the rate.

On average, the module completion rate, using hours as a the measure of activity, was 84 per cent Australia-wide in 1994. This ranged from about 77 to 81 per cent in Queensland, WA, Tasmania, the ACT and Victoria, to 86 to 89 per cent in NSW, SA, and the NT. It should be noted that 1994 was the first year in which the module load completion rate was calculated, and this required some estimation by some systems.

**Figure 6.5** Module load completion rate<sup>1</sup>, by jurisdiction, 1994 (per cent)

Source: Derived by ANTA from the 1994 AVETMISS collection.

Notes: 1 Annual hours for successful module enrolments/annual hours for confirmed module enrolments.

- 2 In TAFE NSW, lack of precision in the use of superseded withdrawal codes resulted in the understatement of confirmed enrolments, hence overstating the MLCR. The Semester 1 1995 MLCR, using revised result codes, suggests that the 1995 measure will be slightly lower than the 1994 measure.

While module load completion rates are a primary indicator for VET providers, factors outside the control of the VET sector can impact on them. For example, students may withdraw to take up a job, to transfer to another module, to take a leave of absence, or for personal reasons.

It should also be noted that module load completion rate is yet to be fully defined in AVETMISS, although some guidelines for its measurement exist. Inconsistencies in the reporting of a module as being confirmed and completed mean that additional care should be taken in interpreting these rates<sup>10</sup>.

### Graduate destination and satisfaction

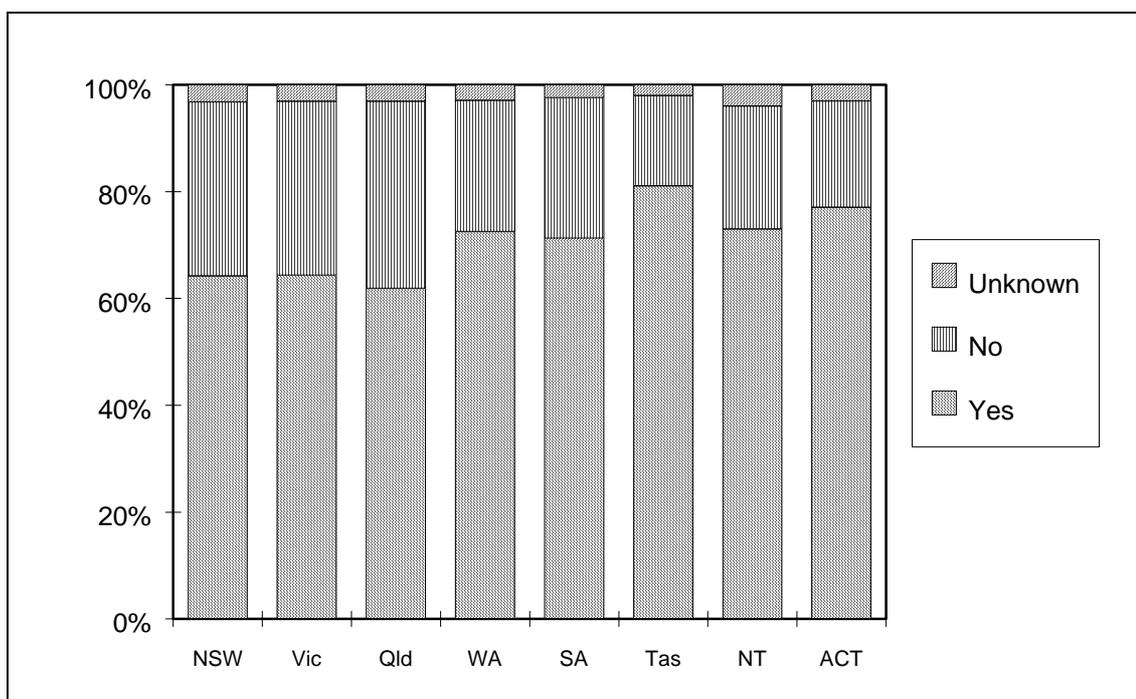
A 1993 pilot national client follow-up survey (NCVER 1993) provides information on a range of outcomes for people who graduated from TAFE in 1992. Although there are some differences in the samples from each State and Territory, the survey provides a broad picture of graduate<sup>11</sup> outcomes in Australia.

<sup>10</sup> For example, the treatment of Recognition of Prior Learning or students taking a leave of absence differs between States and Territories.

<sup>11</sup> These are only a sample of people completing TAFE courses, as not all students who meet the requirements apply for awards. NSW was a sample of one third of students; Queensland, ACT, & NT, a census; and SA & Victoria, a sample of colleges only. WA graduates were from 1991.

In April 1993 about 70 per cent of graduates who responded to the survey were in paid work, ranging from over 80 per cent in Tasmania<sup>12</sup> to around 65 per cent in NSW, Queensland and Victoria (Figure 6.6). This is compared with around 55 per cent of graduates nationally who were in paid work in the six months prior to, or during, the course.

**Figure 6.6:** Graduates of 1992 TAFE courses in paid work on 30 April 1993, by jurisdiction (per cent)



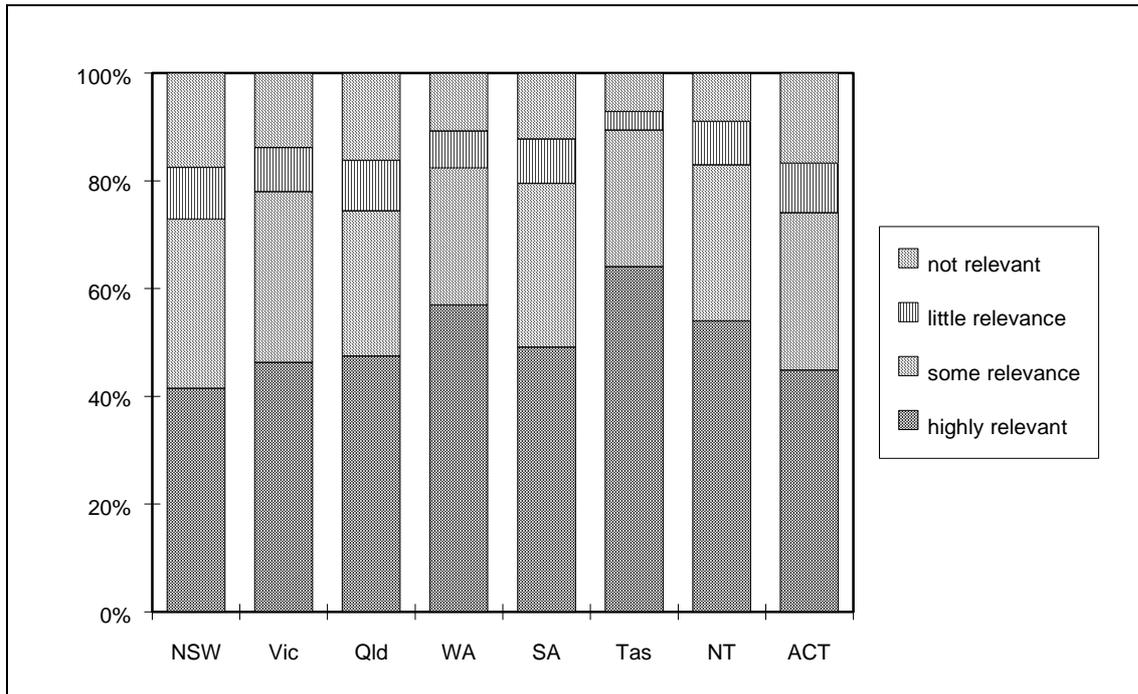
Source: NCVET, *National Client follow up survey of vocational education graduates*, 1993.

The majority of those who were in paid work responded that their course related to their main job, although 16 per cent of these respondents were still seeking work related to their course. For those graduates in a job that was different or a new job to any held before the course (ranging between about 40 per cent in NSW and 60 per cent in Queensland), around 75 per cent said that the course had at least some part to play in gaining the job.

Tasmania had the highest percentage of recent graduates who responded that their course related to their main job (with over 60 per cent of responses in the 'highly relevant' category), while NSW, Victoria and the ACT had the lowest percentages of graduates that responded that the course was 'highly relevant' (40 to 45 per cent) (Figure 6.7). The range of responses may indicate a different mix of general training and training that is specific to industries across the States and Territories, as well as the differing intentions of graduates doing the courses.

<sup>12</sup> The Tasmanian sample included 106 respondents (out of a total 1128) from Australian Maritime College course graduates which may have boosted the employment and 'course job related' responses.

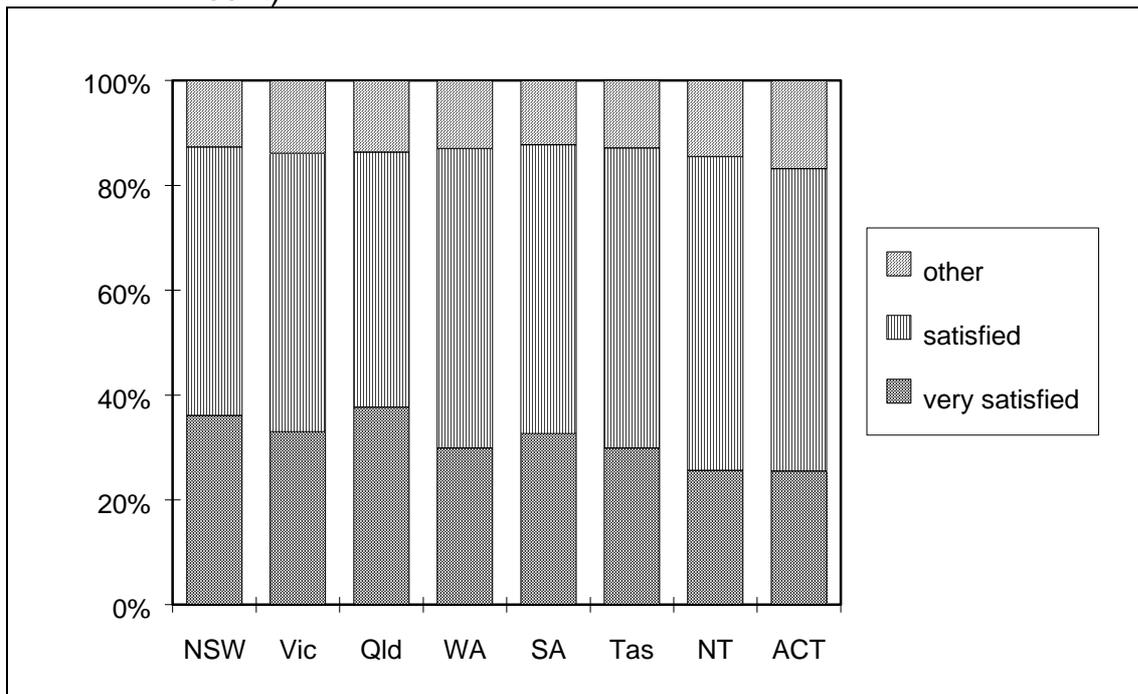
**Figure 6.7:** Relevance of training to main job 30 April 1993, by jurisdiction (per cent)



Source: NCVER, *National Client follow up survey of vocational education graduates*, 1993.

Overall satisfaction with the course was very high with about 85 per cent of clients in each State being ‘very satisfied’ or ‘satisfied’ (Figure 6.8). Queensland had the highest number of respondents who were ‘very satisfied’ at 38 per cent, while the ACT and the NT had the lowest at around 25 per cent.

**Figure 6.8** General satisfaction with the course, by jurisdiction (per cent)



Source: NCVER, *National Client follow up survey of vocational education graduates*, 1993.

The intentions of students undertaking courses will have an important bearing on their employment outcomes and overall satisfaction. Three-quarters of graduates responded that the course had helped them to achieve their main objective for completing the course.

More recent graduate satisfaction and destination information for Queensland, WA and the ACT is discussed in Section 6.6. A national employer survey will be completed in 1995.

### **Employer satisfaction**

Employer satisfaction also provides an important indication of the quality and relevance of training. This is particularly the case for competency based training, where employers are likely to be reasonably well informed about what people completing courses should be able to do. Nationally comparable data are unavailable at this stage, although some data are likely for inclusion in next year's report (see 'Future directions', Section 6.5).

A 1995 State specific survey in Western Australia<sup>13</sup> indicated that nearly three quarters of employers<sup>14</sup> were satisfied with the quality of training provided. In terms of the relevance of the training to their organisations, 78 percent of public sector employers and 67 per cent of private sector employers were either 'satisfied' or 'extremely satisfied' with the relevance of training to their organisation.

### **Opportunities**

Overall participation in VET has improved over the last decade, rising from 7.5 to 8.7 percent of the 15 to 64 year old population between 1985 and 1994 (see Figure 6.9).

A key national goal of VET systems and reiterated under the ANTA Agreement is to increase the opportunities and improve the outcomes for disadvantaged groups including:

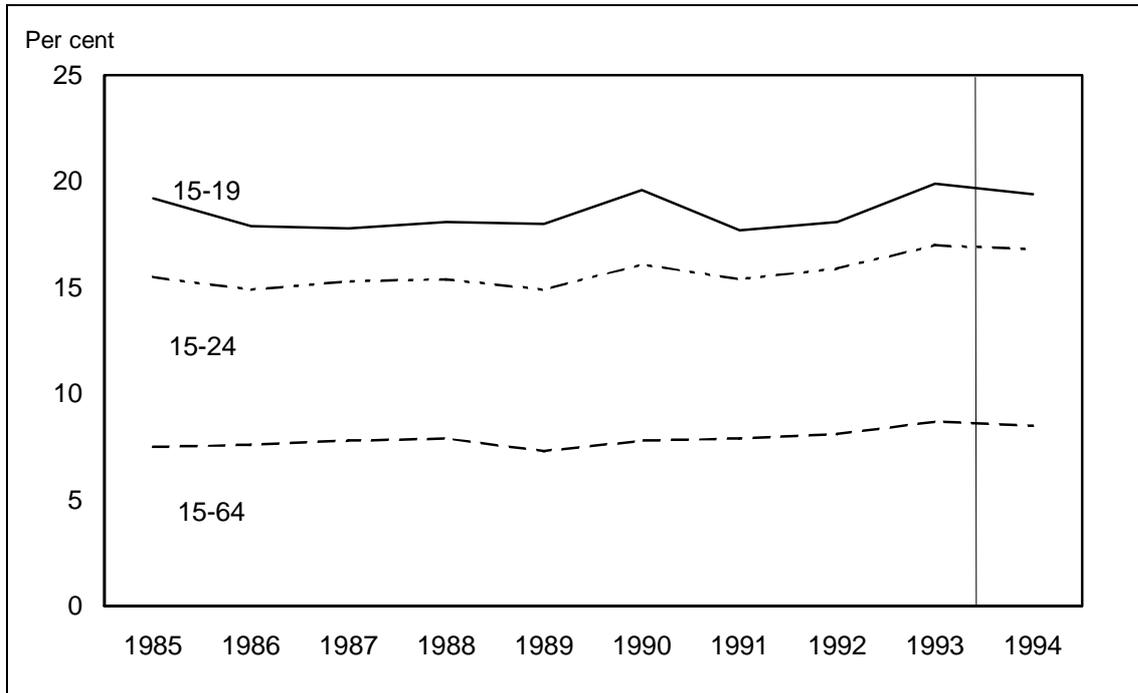
- women;
- people without social and functional skills in English language literacy and numeracy;
- people with disabilities;
- Aboriginal and Torres Strait Islander people;
- the unemployed; and
- people in rural areas.

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<sup>13</sup> WA Department of Training, July 1995 State Employer Satisfaction Survey (Preliminary Results).

<sup>14</sup> The sample was of employers known to employ TAFE students — that is, mostly apprentices.

**Figure 6.9:** Participation of persons in TAFE as a proportion of the population in each age group<sup>1,2</sup>, 15–19, 15–24, and 15–64 year olds, Australia, 1985 to 1994 (per cent)



Source: Derived by ANTA from ABS population data and ACVETS/NCVER student data.

Note: 1 There is a break in the series between 1993 and 1994 due to the introduction of AVETMISS.

2 Excludes persons whose age was not stated.

In addition, young people are targeted under the National Strategy agreed in 1994.

Participation and completion rates for target groups provide an indication of both opportunities and outcomes. The most progress has been made in measuring access and outcomes for young people, females, and Aboriginal and Torres Islander people.

### *Young people and general participation*

In May 1995 an approach to monitoring the two “Finn targets” for the participation of young people in education and training was agreed by the Ministerial Council for Education, Employment and Youth Affairs (see Box 6.3). These targets relate to participation and attainment for 19 and 22 year olds in the school and higher education sectors, as well as in the VET sector.

ANTA research from the ABS and Institutional data series shows that in education and training, participation and qualifications attainment by 19 year olds has increased from 71 per cent in 1990 to just over 80 per cent in 1994.

**Box 6.3: Finn targets**

- By 2001, 95 per cent of 19 year olds:
  - are participating in, or have completed, Year 12; or
  - have completed Years 10 or 11 and be participating in, or have completed, some formally recognised education and training.
- By 2001, 60 per cent of 22 year olds:
  - are participating in education and training programs which lead to Level 3 awards; or
  - have attained level 3 or above Qualifications; or
  - are participating in, or have completed, higher education studies such as Diplomas and Degrees.

Source: MCEETYA, May 1995.

Participation and qualifications attainment by 22 year olds in education and training at Level 3 and above has increased from 42 per cent in 1990 to 49 per cent in 1994. The numbers of 22 year olds in VET have increased from 23 202 in 1990 to 34 558 in 1994.

Factors that will influence the participation of young people in VET, within States and Territories in any one year, include economic and labour market conditions, the number of places available in higher education and school retention rates.

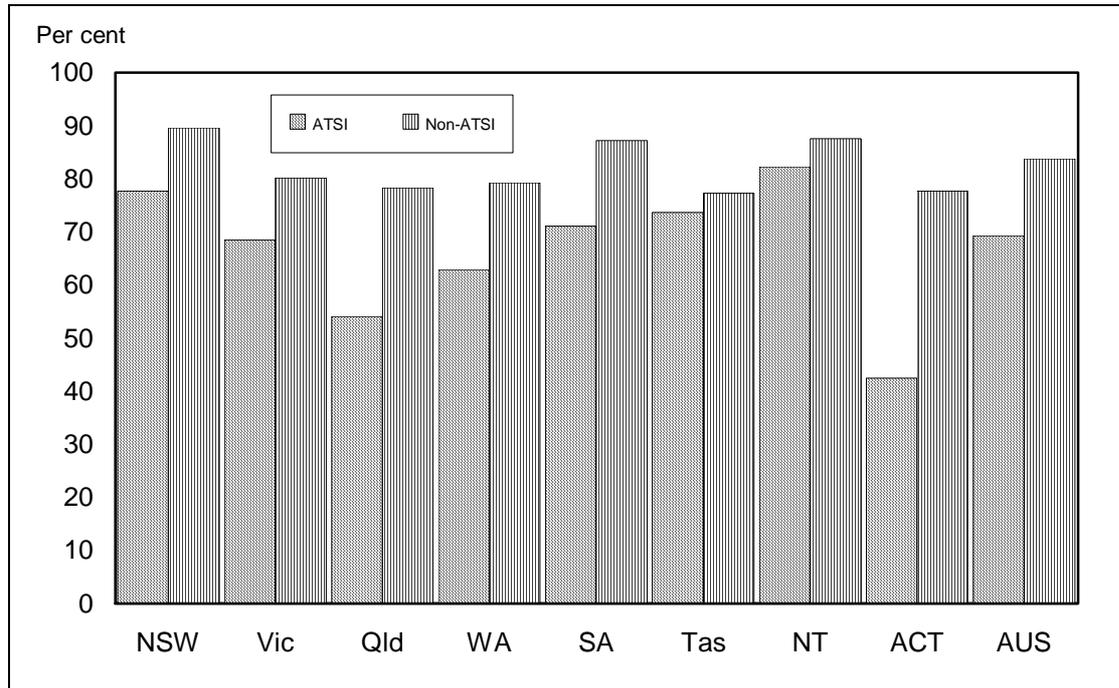
*Participation and completion rates for Aboriginal and Torres Strait Islander people*

In terms of population shares, Aboriginal and Torres Strait Islander people are generally well represented within TAFE colleges, where training for Aboriginal and Torres Strait Islander people is largely towards the lower levels of training<sup>15</sup>.

Completion rates for Aboriginal and Torres Strait Islander people at TAFE colleges are consistently lower than for all students, with the gap between Aboriginal and Torres Strait Islander students and all VET students largest in the ACT and Queensland (Figure 6.10).

<sup>15</sup> Data are, however, affected by a relatively high amount of 'unknown' responses due to students either not being asked or not stating their Aboriginal and Torres Strait Islander status (see Figure 6.14).

**Figure 6.10:** Module load completion rate, Aboriginal and Torres Strait Islander people and non-Aboriginal people<sup>1</sup>, by jurisdiction, 1994 (per cent)



Source: Derived by ANTA from the 1994 AVETMISS collection.

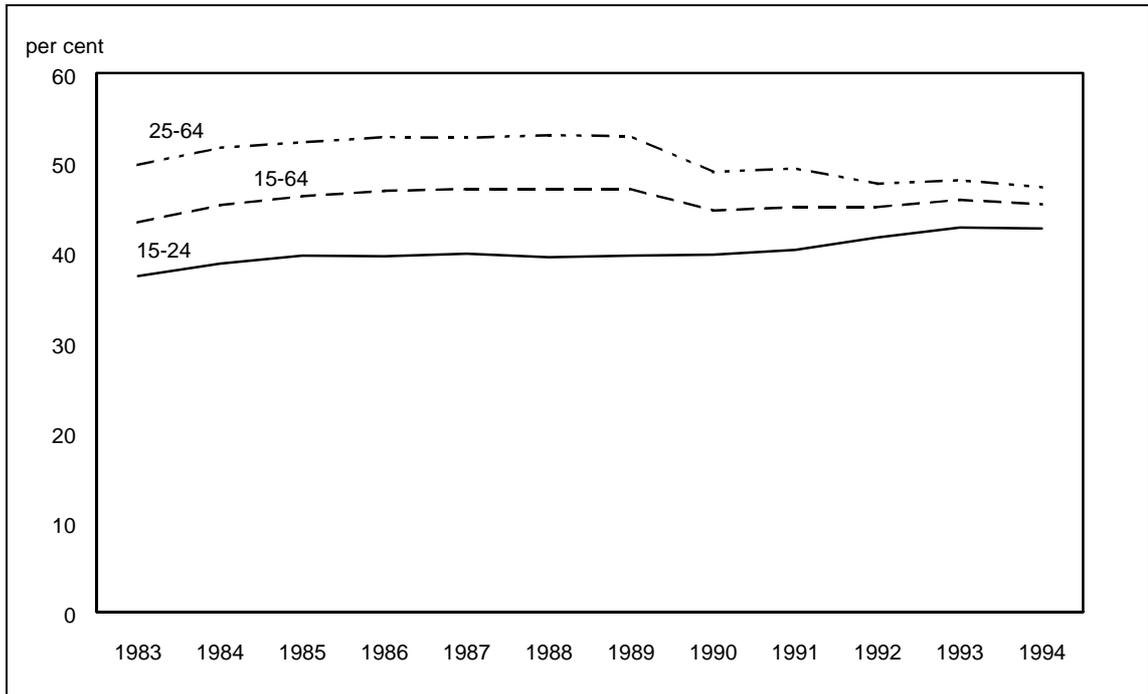
Note: 1 TAFE colleges only. Excludes students whose Aboriginal and Torres Strait Islander status was not recorded. Outcomes for those of unknown status could impact on the relative module load completion rates.

### *Female participation*

Over the past decade the participation of females in the VET sector has decreased slightly from a high of 47 per cent in 1989 to 46 per cent in 1994. Increasing participation in the 15 to 24 age group has been more than offset by a fall in the participation of females aged 25 to 64 (Figure 6.11).

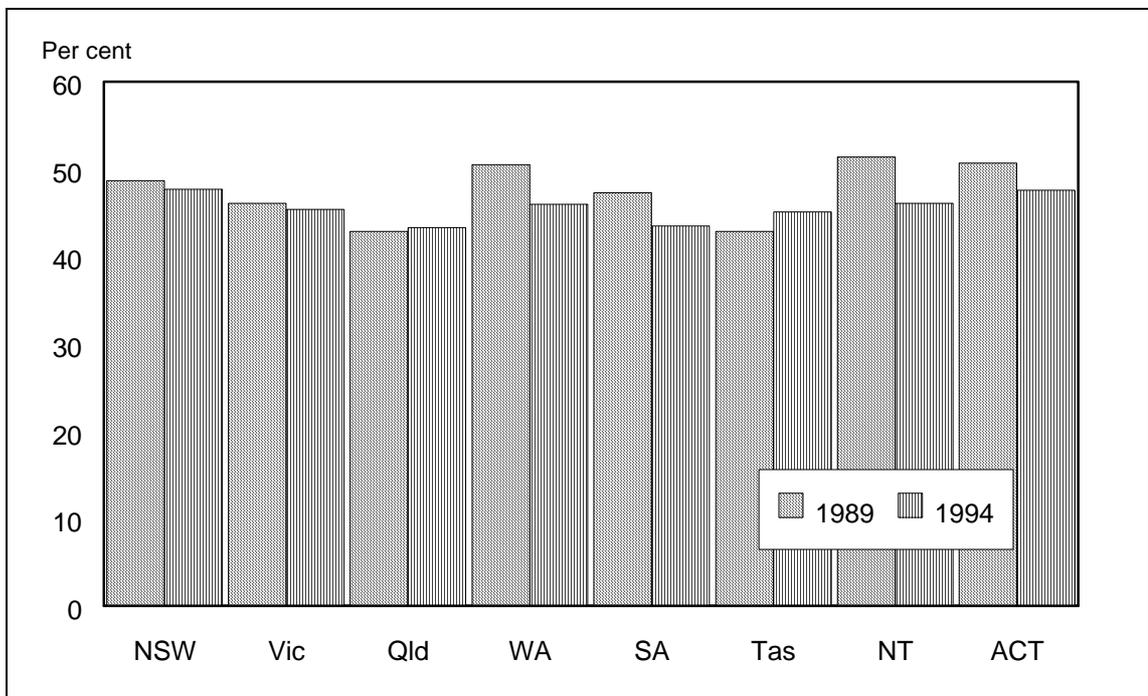
Between 1989 and 1994, Queensland and Tasmania were the only states to experience an increase in female TAFE participation (Figure 6.12).

**Figure 6.11:** Females as a proportion of total TAFE students by age group, Australia, 1983 to 1994 (per cent)



Source: ACVETS/NCVER, *Selected VET Statistics*, 1994.

**Figure 6.12:** Female students as a proportion of total TAFE students<sup>1</sup>, by jurisdiction, 1989 and 1994, (per cent)



Source: Derived by ANTA from the 1989 TAFE Statistics and 1994 AVETMISS collection.

Note: 1 Females comprise 49.6 per cent of the 15-64 age cohort in the Australian population.

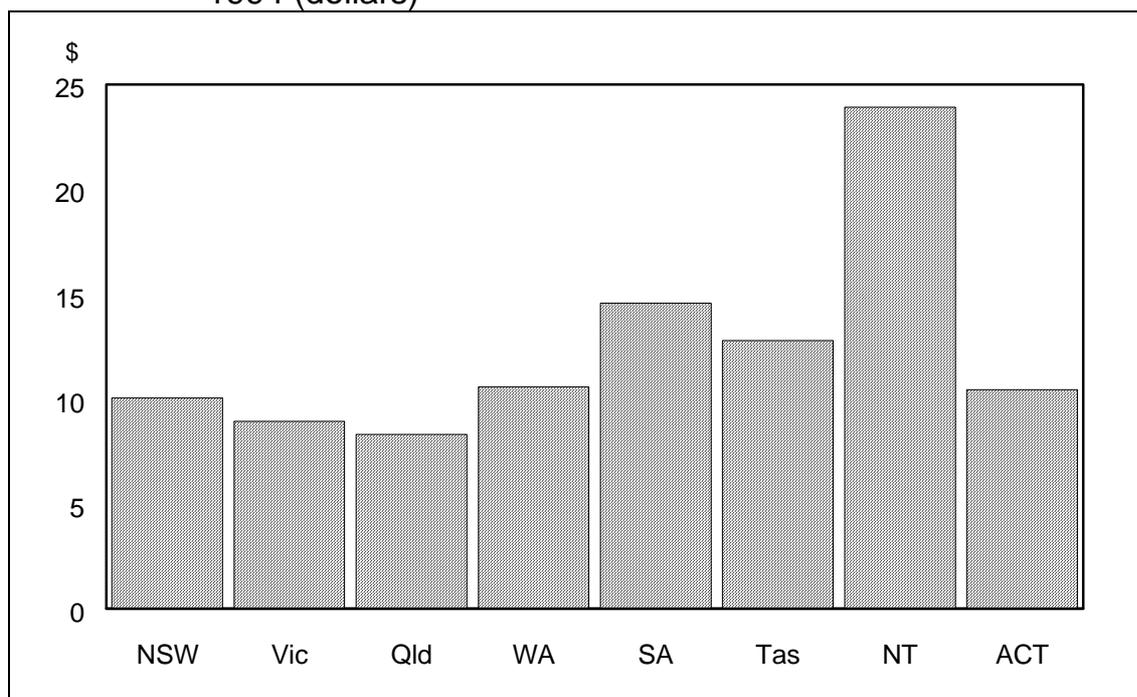
Underlying this decrease in participation are some changes in the mix of TAFE courses being undertaken by females. There has been a significant decline in female participation at the Preparatory and Trades/skilled levels, with participation in Operative/clerical level courses being relatively stable. At the Para-professional level, there has been a strong increase in female participation.

## Efficiency

The efficiency information currently available for VET providers relates primarily to recurrent costs per hour. Unit costs and the measurement of efficiency are discussed in more detail in Chapter 2.

The information on VET costs presented in Figure 6.13 needs to be treated with caution. Lack of a common definition and methodology for measuring and reporting costs, as well as incomplete matching of inclusions and exclusions in expenditure and activity means that the unit cost data presented should be treated as indicative only.

**Figure 6.13:** Average recurrent cost per curriculum hour, by jurisdiction, 1994 (dollars)



Sources: States and Territories.

Notes: NSW TAFE activity (including fee for service) only.

Vic TAFE activity (not fee for service) and publicly funded private providers - scheduled hours (including hours granted through credit transfer and recognition of prior learning).

Qld TAFE activity (not fee for service) and publicly funded private providers.

WA TAFE activity (not fee for service) and publicly funded private providers.

SA TAFE activity (including fee for service) only.

Tas TAFE activity (excluding fee for service) includes publicly funded private providers.

NT TAFE activity (not fee for service) only.

ACT Canberra Institute of Technology activity (not fee for service) only. Expenditure includes some costs incurred for commercial activity not included in hours, potentially overstating costs.

Average cost per curriculum hour provides an indication of the overall unit cost of providing VET. Apart from differences in the scope and boundary of the costs presented in Figure 6.13, the characteristics of each State or Territory will influence the cost of delivery. For example, population densities, provision of VET to Aboriginal and Torres Strait Islander people, the types of courses provided, dispersion of delivery sites, and community obligations. Some contextual information is presented below.

Cost per module load completion reflects the cost of providing an hour of VET where a module is actually completed by a student. The module load completion rate will therefore impact on the level of this cost. For the States and Territories where it was available, cost per module load completion was, on average, about 70 per cent higher than the cost per annual hour curriculum.

Most States and Territories provided an estimate of cost per module load completion. However a number of concerns related to the scope and boundary for the indicator need to be resolved before meaningful comparisons can be made between States and Territories. These concerns include differences in the treatment of completions, as well as in the activity or expenditure included. A number of initiatives are underway to measure the unit costs of VET systems more accurately and consistently. These are discussed in 'Future directions' (see Section 6.5).

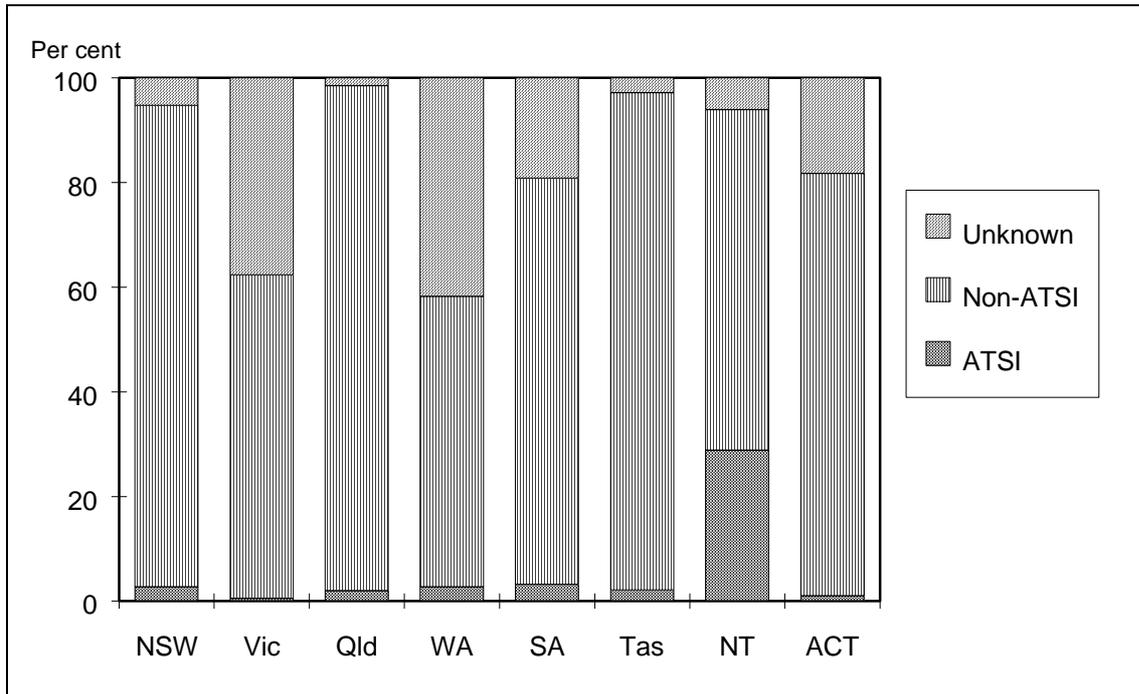
### **Contextual information**

These key results need to be viewed in the context of the different operating environments of the State and Territory VET systems. In particular, variations in the mix of students and differences in the mix of training provided will impact on several key indicators.

The English speaking background status of a significant number of TAFE students is not known in some States and Territories. The available data show that NSW and the ACT have the highest proportion of non-English speaking background (NESB) students, although there is significant scope for the data to be improved.

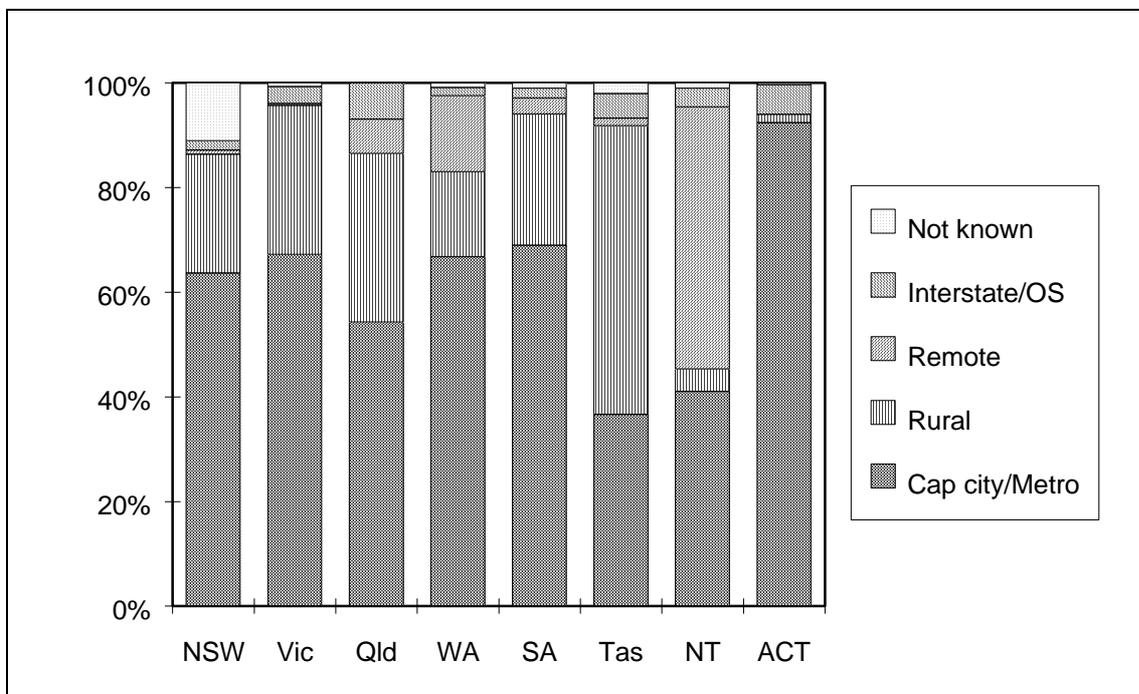
The data available show that the NT has the highest proportion of Aboriginal and Torres Strait Islander students in TAFE, while Victoria recorded the lowest (Figure 6.14). The data on the proportion of Aboriginal and Torres Strait Islander students are, however, incomplete, with high levels of non-response on status in most States and Territories. There is some scope for improving the data on Aboriginal status by reducing the incidence of unknown responses.

**Figure 6.14:** Aboriginal and Torres Strait Islander people as a proportion of total TAFE students<sup>1</sup>, by jurisdiction, 1994 (per cent)



Source: Derived by ANTA from the 1994 AVETMISS collection.

**Figure 6.15:** Geographic region of home address of TAFE students<sup>1</sup>, by jurisdiction, 1994 (per cent)



Source: ACVETS/NCVER, *Selected VET Statistics*, 1994.

Note: 1 Includes only students enrolled in at least one course classified to a stream in the range 2100-4500.

Tasmania and the NT had the lowest number of students residing in a capital city or metropolitan region, and the NT also had the highest number of students with remote addresses (Figure 6.15).

Data from the NCVET pilot survey of graduates shows that the proportion of people with disabilities undertaking VET is approximately the same across jurisdictions.

### *Hours by occupation group and level*

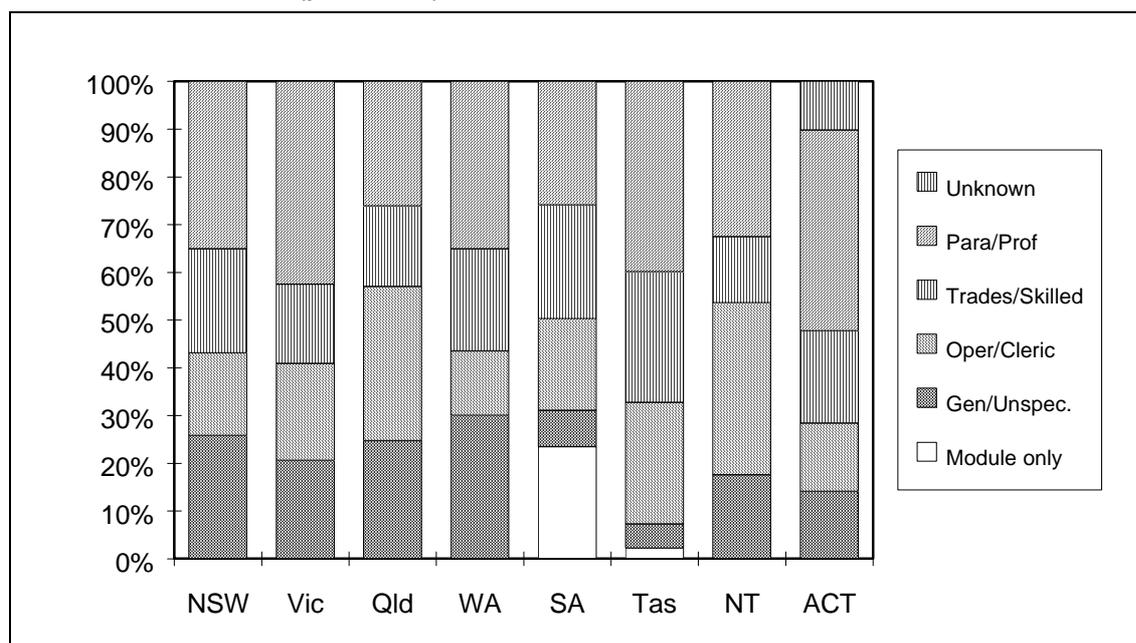
The mix of hours provided by each VET system in the States and Territories will impact on the costs faced by each system. For example, 'Engineering and Mining' courses and 'Building and construction' courses traditionally require more resources than other courses such as 'Business and Clerical', or 'Sales and Personal services'.

In addition, training for different occupational levels will require different resource loads. For example, a preparatory course will take fewer contact hours to complete than a trades or para-professional course which might take a number of years.

The occupational classifications below are being refined, and data reported should be treated with caution. The general nature of some training, and the potential for specific skills to be utilised in a number of occupations (for example, business), mean that hours may not be categorised consistently across jurisdictions. They can, however, provide an indication of the different mix of hours provided in the States and Territories.

Across Australia, the highest proportion of hours (about one third) were generally provided in the Para-professional/professional occupation level (Figure 6.16). This ranged from 42 per cent in the ACT to 26 per cent in Queensland and South Australia. Australia-wide, the proportions of Operative/Clerical, Trades/ Skilled, and General hours were 22, 20, and 18 per cent, respectively.

Hours are also classified into occupation groups, notwithstanding that this may be on an arbitrary basis in some cases. In all States and Territories, the highest proportion of hours were categorised as 'Business and Clerical', which generally accounted for about 15 to 20 per cent of hours. 'General Education and Training' accounted for the next highest proportion of hours across Australia averaging 15 per cent, although this varied widely from 25 per cent in NSW to under 5 per cent in Tasmania. 'Process manufacturing', 'Transport and Storage', 'Food processing', and 'Communications' all accounted for less than one per cent of hours provided across Australia.

**Figure 6.16:** Proportion of hours by Occupational Level<sup>1</sup>, by jurisdiction, 1994 (per cent)


Note: 1 Scope and boundaries may differ between States and Territories.

**Table 6.1:** Proportion of Annual hours curriculum by Occupational Group<sup>1</sup>, by jurisdiction, 1994 (per cent)

<i>Occupational Group</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>AUS</i>
<b>A</b> Arts, Entertainment., Sports & Rec	3.7	5.4	2.4	7.1	6.5	5.3	4.0	2.2	<b>4.6</b>
Automotive	3.1	2.6	2.2	2.9	3.3	3.6	2.1	2.6	<b>2.8</b>
Building and Construction	7.7	6.6	13.3	6.7	5.0	6.1	3.7	10.3	<b>7.4</b>
Community Services, Health & Ed	6.9	6.2	11.9	7.0	8.9	10.5	10.1	8.4	<b>8.7</b>
Finance, Banking & Insurance	1.9	0.7	1.0	1.5	1.5	1.2	0.7	0.8	<b>1.1</b>
Food Processing	0.6	0.7	0.4	0.6	1.5	1.5	0.1	0.7	<b>0.7</b>
TCF & Furnishing	3.6	1.9	1.6	2.9	2.9	3.8	1.2	2.7	<b>2.6</b>
Communications	0.6	0.6	0.4	0.8	1.3	0.7	0.6	1.3	<b>0.8</b>
Engineering & Mining	6.6	7.6	5.0	6.4	8.0	10.0	4.8	2.9	<b>6.4</b>
Primary Industry	3.9	3.6	5.1	4.3	5.8	5.4	7.0	3.3	<b>4.8</b>
Process Manufacturing	0.1	0.1	0.1	0.0	0.1	0.0	0.0	0.0	<b>0.1</b>
Sales & Personal Services	1.5	2.1	2.9	1.7	4.8	5.1	4.3	2.3	<b>3.1</b>
Tourism & Hospitality	5.8	6.0	9.0	5.2	7.6	9.4	12.4	11.1	<b>8.3</b>
Transport & Storage	0.4	1.5	0.5	1.0	0.6	0.0	0.6	0.1	<b>0.6</b>
Utilities	4.9	6.9	3.1	4.8	5.1	6.3	5.1	5.1	<b>5.2</b>
<b>B</b> Business & Clerical	18.2	18.0	21.1	17.7	17.4	17.4	19.0	15.0	<b>18.0</b>
Computing	4.2	6.1	4.8	5.5	5.3	4.7	2.8	5.1	<b>4.8</b>
Science, Technical & Other	2.3	5.5	1.8	3.1	2.6	5.4	3.9	9.8	<b>4.3</b>
<b>C</b> General Education & Training	24.0	18.0	13.6	20.7	11.7	3.7	17.6	16.4	<b>15.7</b>
<b>Total</b>	<b>100</b>								

Note: 1 This table is structured in the same format as used in the State Training Profiles. Category A are courses with a direct link to a particular ABS occupational classification (ASCO) group. Cat. B are where multiple links to ASCOs can be made and Cat. C courses link across potentially all ASCO areas.

## 6.5 Future directions

There are two key areas of further work required for the reporting of indicators in the VET sector. First, improving the comparability of data on inputs, activity and outputs. Second, completing the collection of comparable industry and student outcome data.

### Information on VET inputs, outputs and activities

Insufficient information currently exists on key variables required to establish fully comparable unit cost data. While a national effort has been underway for some time to develop nationally standard counting rules for units of inputs, outputs and activity, considerable work is still required. A coordinated effort by the States and Territories, in cooperation with ANTA, is required for timely progress to be made. Issues to be resolved include:

- scope and boundary for unit cost measures. A process has been set up under the auspices of the Australian Committee on Vocational Education and Training Statistics to develop more comparable and comprehensive unit cost data;
- consistent and common implementation and application of AVETMISS; definitions for both expenditure and activity figures;
- definition of module load completion rate;
- development of the staffing module of AVETMISS; and
- identification of the status of students, for example, as school students, Aboriginal and Torres Strait Islander people, or by English speaking background.

In addition, more consistent and comprehensive disaggregation of performance information by type of provider, such as Adult and Community Education and private providers, will provide an insight into the operation of different parts of the VET system. For example, whether or not planned effort is met should be reported by type of provider and by occupation grouping<sup>16</sup>. This would provide an indication of the accountability of the different sectors of the VET markets, as well as revealing how well planning processes were able to anticipate industry demand for training. The validity of this measure is, of course, dependent upon the robustness of the target setting process.

The process of collecting and reporting performance information is complicated by the delivery of VET by a number of often overlapping sectors, and by the need for different types of information to meet different reporting requirements. For example, commercial activity by TAFE Colleges is not reported for Commonwealth funding purposes but is an important part of VET activity.

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<sup>16</sup> Only NT provided actual versus planned activity levels for private providers.

There is a need to align reporting processes to ensure that information provided in different forums can be readily reconciled. Any examination of data collection systems needs to consider the different reporting requirements placed on VET systems.

A separate review has been commissioned to report to ANTA by 22 December 1995, and will focus on the measurement of actual vs planned student load, module load completion rate, training completions, and cost per annual hour curriculum. These measures are useful in themselves, and any revision of collection methodologies should also take into consideration the wider performance monitoring issues raised above.

### **VET outcome information**

Additional data are required on industry, student and employer outcomes to complete the picture of performance in the VET sector.

#### *Industry and employer outcomes*

There is limited information available on industry satisfaction with both the quality and level of VET provided with government funds. Employers are to be surveyed on the training provided each three years from 1995 (reported in early 1996). This will provide information about employers' views concerning the relevance, quality, and, importantly, the availability of training.

This will reflect on the planning for, and provision of, VET, and this type of survey will provide vital feedback on the ability of VET systems to meet the needs of industry and on the overall quality of the training provided, and will be an important source of information for future performance reporting.

Employer views could also be supplemented by more objective measures of unmet demand, such as the incidence of skills shortages compared to the level of provision in these categories by VET.

#### *Student outcomes*

Student perceptions of the quality of the training that they are undertaking, and the actual experiences of graduates in the workplace, are important measures of the effectiveness of training systems. Graduate destinations are to be reported annually from December 1995.

In addition, surveys of students before they graduate, including withdrawing students, may highlight issues within VET systems. Student satisfaction will be reported in 1996 and every three years thereafter. It may also be appropriate to report on unmet student demand as an indication of the degree to which VET systems are meeting student needs.

Finally, it is an issue as to whether there is merit in attempting to compare across States and Territories the relative level of learning outcomes of VET students based upon course completions. This would require comparisons based on standard assessment instruments (as is discussed in this Report in relation to government schools — see Chapter 5).

### *Opportunities*

Disadvantaged groups need to be better identified within VET systems, and outcomes, such as participation, satisfaction, completion rates, levels of study and employment destinations need to be reported for these groups. In particular, the high non-response to the self reporting of Aboriginal and Torres Strait Islander status, and the identification of NESB students, need to be addressed.

## **6.6 Performance indicators by jurisdiction**

### **New South Wales - jurisdiction's own comments**

New South Wales has the largest number of business establishments in Australia. It has approximately a third of the nation's population and workforce and its outputs in 1994 represented a third of the country's gross domestic product.

This size and diversity pose particular challenges for government and private providers of vocational education and training in the State. Government funded expenditure on VET in 1994 was in excess of one billion dollars and expenditure by firms and individuals was around 800 million dollars.

In 1994 significant advances were made in the development of the training market, inter-sectoral relationships, improving equity and quality improvement. The New South Wales Board of Vocational Education and Training (BVET) was established to fulfil the functions of a state training agency under the ANTA agreement. It advises the Minister on VET policies and allocation of resources. A key feature of the Board's operation has been the establishment and development of cooperative and consultative links to ensure that industry bodies, community groups and groups with specific needs are involved in its policy and planning processes.

The major providers of VET were: the TAFE Commission; Adult and Community Education agencies; the Adult Migrant Education Service; NSW Agriculture; 370 registered private providers such as commercial colleges, consultants and independent trainers and non-profit organisations such as Skillshare; schools; and enterprises.

The ACVETS project to implement a common statistical standard for reporting on VET activity is being actively implemented in NSW. Implementation of the standard is progressing according to plan in this State. Within a few years all publicly funded providers will be able to report on a consistent manner on their activities. At this stage in the implementation of the standard, the major provider of information in this report is the NSW TAFE Commission. The Commission's expenditure was approximately 87 per cent of total government expenditure on VET in 1994. Footnotes to tables advise the reader on the scope of the data reported as well as any limitation on the use of the data. Researchers are encouraged to contact the Department of Training and Education Coordination (DTEC) for further information and/or statistics on VET in NSW.

## New South Wales, 1994, descriptors

**Table 6.2:** Number of hours of course activity and enrolments<sup>1</sup>, 1994

<i>Occupational Group</i>	<i>Units</i>	<i>Occupational Level</i>				<i>Total</i>
		<i>Gen/Unspec.</i>	<i>Oper/Cleric</i>	<i>Trades/Skilled</i>	<i>Para-Prof.</i>	
<b>Hours</b>						
A Arts, Entertainment, Sports and Rec	000	0	0	1,241	2,201	3,442
Automotive	000	0	40	2,794	0	2,834
Building and Construction	000	0	161	3,873	3,034	7,068
Community Services, Health & Ed	000	0	1,113	182	5,040	6,335
Finance, Banking & Insurance	000	0	1,691	0	25	1,716
Food Processing	000	0	41	472	0	513
TCF & Furnishing	000	0	48	3,133	161	3,343
Communications	000	0	55	358	103	515
Engineering & Mining	000	0	46	2,329	3,719	6,095
Primary Industry	000	6	1,406	585	1,616	3,613
Process Manufacturing	000	0	75	0	0	75
Sales & Personal Services	000	0	384	927	90	1,400
Tourism & Hospitality	000	0	1,726	1,157	2,476	5,360
Transport & Storage	000	0	220	0	175	394
Utilities	000	0	16	2,875	1,617	4,508
B Business & Clerical	000	424	8,608	0	7,639	16,671
Computing	000	1,205	80	0	2,575	3,861
Science, Technical & Other	000	76	223	36	1,758	2,092
C General Education & Training	000	21,999	0	0	0	21,999
<b>Total</b>	<b>000</b>	<b>23,710</b>	<b>15,932</b>	<b>19,962</b>	<b>32,229</b>	<b>91,834</b>
<b>Enrolments</b>						
A Arts, Entertainment, Sports and Rec		0	0	4,922	4,282	9,204
Automotive		0	147	13,341	0	13,488
Building and Construction		0	1,259	12,690	7,468	21,417
Community Services, Health & Ed		0	3,866	612	14,146	18,624
Finance, Banking & Insurance		0	8,448	0	105	8,553
Food Processing		0	593	2,193	0	2,786
TCF & Furnishing		0	282	12,618	335	13,235
Communications		0	224	1,312	333	1,869
Engineering & Mining		0	228	9,613	16,342	26,183
Primary Industry		1,363	8,448	2,245	21,881	33,937
Process Manufacturing		0	539	0	0	539
Sales & Personal Services		0	1,808	4,780	798	7,386
Tourism & Hospitality		0	10,470	4,772	5,857	21,099
Transport & Storage		0	1,598	0	1,238	2,836
Utilities		0	137	12,151	5,366	17,654
B Business & Clerical		2,601	31,902	0	29,993	64,496
Computing		18,621	874	0	9,077	28,572
Science, Technical & Other		486	2,070	214	5,133	7,903
C General Education & Training		70,861	0	0	0	70,861
<b>Total</b>		<b>93,932</b>	<b>72,893</b>	<b>81,463</b>	<b>122,354</b>	<b>370,642</b>

Note: 1 TAFE and Agriculture. Government Funded Activity (includes TAFE NSW traineeships, excludes private provider traineeships).

## New South Wales, 1994, descriptors

**Table 6.3:** Expenditure, 1994

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee	803,448	Major buildings	66,335
Other	357,329	Minor works	15,825
<i>By type of provider</i>		Site acquisition	4,419
DIRETFE General <sup>1</sup>	41,965	Plant & equipment	33,575
DIRETFE Other	42,177	<i>Total capital</i>	<i>120,154</i>
Agricultural college	7,551		
ACE	11,050		
AMES	42,895	<b>Total expenditure</b>	<b>1,280,931</b>
TAFE NSW	1,014,439		
<i>Total recurrent</i>	<i>1,160,777</i>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane, and NSW.

Note: 1 Department of Industrial Relations, Employment, Training and Further Education.

**Table 6.4:** Revenue, 1994

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	719,737	State	57,195
Commonwealth <sup>1</sup>	191,583	Commonwealth	78,602
Other Government	95,696		
Operating receipts	155,247		
<i>Total recurrent</i>	<i>1,162,263</i>	<i>Total capital</i>	<i>135,797</i>
<b>Total revenue</b>	<b>1,298,060</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

Note: 1 Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.5:** Provision through competitive tendering processes, 1994

Funds awarded to public providers	0
Funds awarded to private providers	\$8,813,000

**Table 6.6:** Value of fixed capital assets, 1994

Value of buildings and sites for NSW TAFE and Agriculture was \$2,090 million.

**Table 6.7:** NSW Certificate in Spoken and Written English, 1994

<i>Entry Level in 1994</i>	<i>Statement of attainment</i>	Course Outcomes			<i>Total clients</i>
		<i>Stage 1 Competency</i>	<i>Stage 2 Competency</i>	<i>Certificate in &amp; Written English</i>	
Stage 1	373	534	224	112	1242
Stage 2	132	33	240	422	828
Stage 3	37	0	4	372	413
<b>Total</b>	<b>542</b>	<b>567</b>	<b>468</b>	<b>906</b>	<b>2483</b>

Source: New South Wales Adult Migrant Education Service.

## New South Wales, 1994, descriptors

**Table 6.8:** Training completions by qualification and occupation, 1994

<i>Qualification</i>		<i>Occupation</i>	
	<i>Course completions<sup>1</sup></i>	<i>Contract of Training completions</i>	
Diploma	202	Managers & Administration	0
Associate Diploma	5,862	Professionals	0
Advanced Cert. - Post Trade	0	Para-professionals	0
Advanced Certificate - Other	7,904	Tradespersons	10,190
Certificate - Trade	9	Clerks	2,000
Cert. - not classified	33,444	Sales&Personal Service Workers	1,007
Endorsements to Certificates	0	Plant/Machine Operators	19
Statements of Attainment	54,815	Labourers & others	508
Certificate of Competency	0		
Certificate of Proficiency	0		
<b>Total</b>	<b>102,236</b>	<b>Total</b>	<b>13,724</b>

Note: 1 TAFE and Agriculture only. Government Funded Activity (includes TAFE NSW traineeships, excludes private provider traineeships).

**Table 6.9:** Graduates<sup>1,2</sup> by course activity, 1994

Occupational Group	Occupational Level				Total
	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.	
A Arts, Entertainment, Sports and Rec	0	0	1,164	1,117	2,281
Automotive	0	32	4,467	0	4,499
Building and Construction	0	668	2,719	1,362	4,749
Community Services, Health & Ed	0	1,367	176	3,306	4,849
Finance, Banking & Insurance	0	1,275	0	40	1,315
Food Processing	0	386	844	0	1,230
TCF & Furnishing	0	30	3,856	66	3,952
Communications	0	2	303	88	393
Engineering & Mining	0	140	3,427	3,608	7,175
Primary Industry	0	1,676	468	864	3,008
Process Manufacturing	0	178	0	0	178
Sales & Personal Services	0	708	2,467	340	3,515
Tourism & Hospitality	0	5,101	1,251	1,618	7,970
Transport & Storage	0	402	0	172	574
Utilities	0	88	2,783	950	3,821
B Business & Clerical	591	10,336	0	5,455	16,382
Computing	12,770	495	0	2,100	15,365
Science, Technical & Other	130	1,225	79	918	2,352
C General Education & Training	18,628	0	0	0	18,628
<b>Total</b>	<b>32,119</b>	<b>24,109</b>	<b>24,004</b>	<b>22,004</b>	<b>102,236</b>

Notes: 1 The number of graduates will be understated in some cases as not all eligible students apply for awards.

2 TAFE and Agriculture. Government Funded Activity (includes TAFE NSW traineeships, excludes private provider traineeships).

## New South Wales, 1994, effectiveness

**Table 6.10: Actual vs planned load, 1994**

<i>Actual vs planned load</i>	<i>Notes</i>	<i>Units</i>	
Students - planned	1		326,540
Student - actual	1		333,194
Annual Curriculum Hours - planned	1	'000	92,195
Annual Curriculum Hours - actual	1	'000	93,284
<b><i>By type of provider (Annual curriculum hours)</i></b>			
Actual Private		'000	1,122
Actual TAFE		'000	90,946
Actual ACE		'000	328
Actual Agricultural College		'000	888
<b>Total</b>	1	'000	<b>93,284</b>

Note: 1 Government Funded Activity (includes estimates of traineeships provided by TAFE, Agriculture and private providers).

**Table 6.11: Module load completion rate, 1994**

<i>Hours for Successful module enrolment</i>	<i>Hours for Confirmed module enrolment</i>	<i>Module load completion rate (%)</i>
56,625,940	63,386,001	89.3

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

Note: 1 TAFE NSW and Agriculture only.

**Table 6.12: Graduate destination and satisfaction, 1993**

<i>Question</i>	<i>Response</i>	<i>% positive</i>
On 30 April did you have paid work?	Yes	64
Is this a new or different job from the one you had before you began the course?	Yes	41
On April 30 was your main job related to the course?	Yes	61
How relevant is what you studied to your main job?	Highly relevant or of some relevance	72
In general, how satisfied were you with the course?	Very satisfied or satisfied	87

Source: NCVER 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

## New South Wales, 1994, unit cost

**Table 6.13: Cost per curriculum hour and module load completion, 1994**

<i>Indicator</i>	<i>Private provision</i>		<i>Public provision</i>	
<i>Average cost per:</i>		ACE	TAFE	Agricultural
module load completion	na	na	\$16.00 <sup>1</sup>	na
curriculum hour	na	na	\$10.06 <sup>2</sup>	\$8.73 <sup>3</sup>

Notes: 1 Based on an estimate of expenditure on modules formally assessed by TAFE NSW.

2 Government funded activity and fee for service hours and expenditure are included.

3 If Maintenance of Effort expenditure is used, cost per hour for Agriculture in 1994 is \$9.64.

## Victoria - jurisdiction's own comments

In recent years the Victorian vocational education and training system has achieved significant improvements in both the effectiveness and efficiency of the delivery of vocational education and training services. This has been achieved through:

- the introduction of planning mechanisms that ensure the needs of industry and individuals are reflected in resources allocation decisions;
- the introduction of new approaches in curriculum and training delivery;
- the development of TAFE colleges as independent public sector enterprises competing with each other and the private sector in the training market;
- the implementation of funding models by which training is purchased from TAFE colleges at the predetermined rate;
- the introduction of performance agreements with TAFE colleges;
- the introduction of performance indicators with an increased focus on outcomes, including client satisfaction and student destination;
- the introduction of a policy framework and strategies for quality improvement across the State Training System; and
- the implementation of a major benchmarking and best practice project which will target educational effectiveness and client services as key priorities.

This report illustrates the success of these policies in Victoria illustrating that the average unit cost per hour of training is one of the lowest in Australia.

The continuing comparative effectiveness and efficiency of the Victorian vocational education and training system is also reflected in a recent Report by the Australian National Training Authority to vocational education and training Ministers. This report indicates that in 1995 Victoria is the only State or Territory that is providing more than its per capita share of training whilst spending less than its per capita share of national expenditure on vocational education and training. In addition, there are more enrolments in vocational education and training courses per 1,000 of population aged 15-64 than any other State or Territory.

Victoria will continue to seek gains in the effectiveness and efficiency of vocational education and training by focusing on educational effectiveness, resource management, strategic planning and management systems and accountability arrangements and through the extension of the principal of "user choice".

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## Victoria, 1994, descriptors

Table 6.14: Number of hours of course activity and enrolments<sup>1</sup>, 1994

Occupational Group	Occupational Level				Total
	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.	
<b>Hours (scheduled hours<sup>2</sup>)</b>					
A Arts, Entertainment, Sports and Rec	0	0	363,669	3,372,722	3,736,391
Automotive	0	216,834	1,611,255	0	1,828,089
Building and Construction	0	253,718	2,562,915	1,737,602	4,554,235
Community Services, Health & Ed	0	1,008,755	67,192	3,239,027	4,314,974
Finance, Banking & Insurance	0	456,535	0	0	456,535
Food Processing	0	265,976	216,303	0	482,279
TCF & Furnishing	0	146,971	707,915	450,732	1,305,618
Communications	0	20,059	327,554	40,345	387,958
Engineering & Mining	0	1,320,209	1,847,706	2,136,402	5,304,317
Primary Industry	0	821,741	633,409	1,059,302	2,514,452
Process Manufacturing	0	101,175	0	0	101,175
Sales & Personal Services	0	619,518	551,617	285,100	1,456,235
Tourism & Hospitality	0	1,276,317	945,086	1,933,315	4,154,718
Transport & Storage	0	938,452	0	110,486	1,048,938
Utilities	0	39,392	1,693,118	3,042,696	4,775,206
B Business & Clerical	779,473	5,884,759	0	5,838,241	12,502,473
Computing	677,348	479,489	0	3,069,785	4,226,622
Science, Technical & Other	342,061	287,472	0	3,163,304	3,792,837
C General Education & Training	12,477,254	0	0	0	12,477,254
Not classified elsewhere	14,594	270	0	6,132	20,996
<b>Total</b>	<b>14,290,730</b>	<b>14,137,642</b>	<b>11,527,739</b>	<b>29,485,191</b>	<b>69,441,302</b>
<b>Enrolments</b>					
A Arts, Entertainment, Sports and Rec	0	0	1,674	9,022	10,696
Automotive	0	417	6,513	0	6,930
Building and Construction	0	4,115	8,546	4,606	17,267
Community Services, Health & Ed	0	5,577	199	9,517	15,293
Finance, Banking & Insurance	0	5,322	0	0	5,322
Food Processing	0	2,959	888	0	3,847
TCF & Furnishing	0	888	2,729	1,419	5,036
Communications	0	144	1,300	279	1,723
Engineering & Mining	0	6,419	7,644	6,973	21,036
Primary Industry	0	6,516	2,329	9,605	18,450
Process Manufacturing	0	945	0	0	945
Sales & Personal Services	0	2,496	2,961	720	6,177
Tourism & Hospitality	0	7,788	3,207	4,436	15,431
Transport & Storage	0	14,266	0	374	14,640
Utilities	0	377	9,578	6,855	16,810
B Business & Clerical	21,894	18,696	0	19,555	60,145
Computing	28,313	3,262	0	8,380	39,955
Science, Technical & Other	9,783	1,086	0	9,024	19,893
C General Education & Training	119,431	0	0	0	119,431
Not classified elsewhere	551	18	0	67	636
<b>Total</b>	<b>179,972</b>	<b>81,291</b>	<b>47,568</b>	<b>90,832</b>	<b>399,663</b>

Notes: 1 All publicly provided training by public providers (including activity funded by fee for service & other government sources) but excludes publicly funded provision by private providers and Stream 1000.

2 Hours are scheduled hours and include credit transfer and recognition of prior learning. Scheduled hours are a better indicator for Victoria of the AVETMISS definition of curriculum hours.

## Victoria, 1994, descriptors

**Table 6.15: Expenditure, 1994**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee expenses	476,151	Major buildings	53,293
Other	190,305	Minor works	13,750
		Site acquisition	7,220
		Plant & equipment	7,148
<i>Total recurrent</i>	<i>666,456</i>	<i>Total capital</i>	<i>81,411</i>
<b>Total expenditure</b>	<b>747,867</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

**Table 6.16: Revenue, 1994**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	395,349	State	25,096
Commonwealth <sup>1</sup>	134,950	Commonwealth	54,220
Other Government	20,137		
Operating receipts	152,573		
<i>Total recurrent</i>	<i>703,009</i>	<i>Total capital</i>	<i>79,316</i>
<b>Total revenue</b>	<b>782,325</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

Note: 1 Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.17: Provision through competitive tendering processes, 1994**

Funds awarded to public providers <sup>1</sup>	\$8,680,000
Funds awarded to private providers <sup>2</sup>	\$17,940,000

Notes: 1 Includes pre-vocational funds, enterprise based training funds, and curriculum development funding - TAFE colleges only.

2 Includes pre-vocational funds, private provider tendering and ACFE regional tendering - commercial providers, enterprise based providers and community providers.

**Table 6.18: Value of capital assets**

Capital assets were valued at \$906.5 million as at 31 December 1993. This excludes assets of the TAFE Divisions of Swinburne University of Technology and Victoria University of Technology.

## Victoria, 1994, effectiveness

**Table 6.19: Actual vs planned load, 1994**

<i>Actual vs planned load</i>	<i>Notes</i>	<i>Units</i>
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Students - planned	1, 2, 3		249,972
Students - actual			267,088
Annual Curriculum Hours - planned		Hours (SCH)	57,574,575
Annual Curriculum Hours - actual		Hours (SCH)	60,141,585
<b>By type of provider</b>	1, 2, 3		
Actual Private		Students	3,852
		Hours (SCH)	829,391
Actual TAFE		Students	190,388
		Hours (SCH)	56,217,124
Actual ACE		Students	72,808
		Hours (SCH)	3,095,070
Actual Agricultural College			na

Notes: 1 Government funded in accordance with State Training Profile (excludes adult literacy and traineeships).  
 2 Includes activity in streams 2000-4000.  
 3 SCH - Hours are scheduled hours and include credit transfer and recognition of prior learning. Scheduled hours are a better indicator for Victoria of the AVETMISS definition of curriculum hours.

**Table 6.20: Module load completion rate, 1994**

<i>Hours for successful module enrolment</i>	<i>Hours for confirmed module enrolment</i>	<i>Module load completion rate (%)</i>
33,161,101	41,133,587	80.6

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

**Table 6.21: Graduate destination and satisfaction, 1993**

<i>Question</i>	<i>Response</i>	<i>% positive</i>
On 30 April did you have paid work?	Yes	64
Is this a new or different job from the one you had before you began the course?	Yes	40
On April 30 was your main job related to the course?	Yes	66
How relevant is what you studied to your main job?	Highly relevant or of some relevance	77
In general, how satisfied were you with the course?	Very satisfied or satisfied	86

Source: NCVER 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

**Victoria, 1994, unit cost****Table 6.22: Cost per curriculum hour and module load completion, 1994**

	<i>Private provision</i>		<i>Public provision</i>		
		ACE	TAFE	Agricultural	Total
<i>Average cost per:</i>					
module load completion	na	na	\$18.74 <sup>1,3,4</sup>	na	na
curriculum hour	\$4.86 <sup>5</sup>	na	na	na	\$8.95 <sup>1,2,4</sup>

Notes: 1 Scheduled hours, not curriculum hours. Scheduled hours include credit transfer and recognition of prior learning. Scheduled hours are a better indicator for Victoria of the AVETMISS definition of curriculum hours.

2 Includes all training provided by public providers (including fee-for service), but excludes publicly funded provision by private providers and stream 1000.

3 Module completions in TAFE colleges only.

4 Incomplete matching of inclusions and exclusions in the definitions of expenditure and activity provided for this measure.

5 Cost per hour for private provision relates only to the purchase price to government for direct delivery. It does not include capital and other educational infrastructure and overheads. The cost base is not the same as for TAFE colleges making direct comparisons meaningless.

### Queensland - jurisdiction's own comments

In 1994 Queensland's population was more than 3.1 million. Geographically, Queensland is the second largest State and the population is spread more evenly across the State than in most other States with less than half the population residing in the Brisbane metropolitan area.

In April 1994 Queensland's labour force was 1,557,200 (seasonally adjusted) and Queensland had an annual economic growth of 5.4 per cent with an employment growth of 3.8 per cent.

Queensland's economic base has been dominated by export oriented rural and mineral sectors. Queensland also had a proportionately higher output in housing construction; recreation, personal and other services; and retail and trade sectors. However, industries which generate the greatest output are not necessarily those which will generate employment growth. For Queensland long term employment growth trends are evident for the wholesale and retail trade; community services; recreation, personal and other services; and finance and property trade and business services industries. These are already significant employers and industries where much of the growth in entry level training takes place. Manufacturing employment is also trending upwards, but is subject to cyclical fluctuations as is the construction industry. Cyclical factors have played a greater role in the latter industry than structural adjustments. Industry focus differs between regions - 1994 industrial growth areas were: Brisbane for public administration, services utilities, transport and storage, and financial services; Central Queensland for mineral processing; Far North Queensland for Tourism and mineral extraction. Queensland's VET facilities and courses must reflect the differing requirements of each of these regions in line with their industry employment and population development potential.

Much of the State's growth has stemmed from small businesses which account for more than 97 per cent of total businesses and employed 68 per cent of all private sector employed persons and 48 per cent of total employed. Small businesses are being targeted by the VET system and a small business VET development strategy has been developed. Provision has been made for the recognition of short courses within the State's training recognition system.

The Queensland Government is committed to a dynamic training system comprising a diverse range of providers. The competitive public funding of providers has been introduced in 1994. Queensland has also been active in the development of a private training market and between 1993 and 1994 the number of recognised approved training organisations increased from 237 to 462.

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## Queensland, 1994, descriptors

Table 6.23: Number of hours of course activity and enrolments<sup>1</sup>, 1994

Occupational Group	Occupational Level				Total
	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.	
<b>Hours</b>					
A Arts, Entertainment, Sports and Rec	0	0	19,641	900,803	920,444
Automotive	0	36,741	814,577	0	851,318
Building and Construction	0	3,392,380	998,796	780,937	5,172,113
Community Services, Health & Ed	0	3,437,940	62,169	1,125,577	4,625,686
Finance, Banking & Insurance	0	112,951	0	257,763	370,714
Food Processing	0	31,387	126,208	0	157,595
TCF & Furnish	0	3,135	439,651	173,628	616,414
Communications	0	54,410	85,398	25,927	165,735
Engineering & Mining	0	109,998	1,020,571	807,227	1,937,796
Primary Industry	0	1,005,716	657,848	333,675	1,997,239
Process Manufacturing	0	42,213	0	0	42,213
Sales & Personal Services	0	477,135	494,374	146,961	1,118,470
Tourism & Hospitality	0	1,437,872	1,013,508	1,051,219	3,502,599
Transport & Storage	0	100,254	0	80,495	180,749
Utilities	0	70,102	843,027	290,212	1,203,341
B Business & Clerical	3,490,258	1,871,173	0	2,871,892	8,233,323
Computing	802,419	64,266	0	1,018,247	1,884,932
Science, Technical & Other	54,094	343,858	2,507	316,698	717,157
C General Education & Training	5,300,432	0	0	0	5,300,432
<b>Total</b>	<b>9,647,203</b>	<b>12,591,531</b>	<b>6,578,275</b>	<b>10,181,261</b>	<b>38,998,270</b>
<b>Enrolments</b>					
A Arts, Entertainment, Sports and Rec	0	0	106	6,732	6,838
Automotive	0	170	9,950	0	10,120
Building and Construction	0	11,247	5,542	6,067	22,856
Community Services, Health & Ed	0	7,394	76	9,266	16,736
Finance, Banking & Insurance	0	864	57	1,910	2,831
Food Processing	0	318	723	0	1,041
TCF & Furnishing	0	23	3,238	366	3,627
Communications	0	105	352	550	1,007
Engineering & Mining	0	570	2,187	8,451	11,208
Primary Industry	0	4,694	3,116	898	8,708
Process Manufacturing	0	227	0	0	227
Sales & Personal Services	0	1,471	2,521	782	4,774
Tourism & Hospitality	0	10,783	3,194	1,645	15,622
Transport & Storage	0	802	16	598	1,416
Utilities	0	487	1,366	2,193	4,046
B Business & Clerical	30,428	6,888	0	18,898	56,214
Computing	5,555	1,260	0	5,490	12,305
Science, Technical & Other	1,137	915	430	2,781	5,263
C General Education & Training	64,291	0	0	0	64,291
<b>Total</b>	<b>101,411</b>	<b>48,218</b>	<b>32,874</b>	<b>66,627</b>	<b>249,130</b>

Note: 1 Course enrolments - TAFE and Rural Training Schools Streams 2000-4500. Does not include 31 342 fee-for-service enrolments which have no information recorded as to occupational outcomes of courses and can not be mapped in Occupational Group/Level.

## Queensland, 1994, descriptors

**Table 6.24: Expenditure, 1994**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee	283,187	Major buildings	32,128
Other	110,929	Minor works	7,340
		Site acquisition	180
		Plant & equipment	23,414
<i>Total recurrent</i>	<i>394,116</i>	<i>Total capital</i>	<i>63,062</i>
<b>Total expenditure</b>	<b>457,178</b>		

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.25: Revenue, 1994.**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	268,093	State	19,865
Commonwealth <sup>1</sup>	77,343	Commonwealth	37,224
Other Government	1,231		
Operating receipts			
<i>Total recurrent</i>	<i>416,274</i>	<i>Total capital</i>	<i>57,089</i>
<b>Total revenue</b>	<b>473,363</b>		

Source: ANTA 1995, *Annual National Report*, ANTA Brisbane.

Note: 1 Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.26: Provision through competitive tendering processes, 1994**

Funds awarded to public providers	\$750,000
Funds awarded to private providers	\$1,002,000

## Queensland, 1994, descriptors

Table 6.27: Graduates by course activity<sup>1</sup>, 1994

<i>Occupational Group</i>	<i>Occupational Level</i>				Total
	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.	
Arts, entertainment, sports and Rec	0	0	24	508	532
Automotive	0	49	2,259	0	49
Building and Construction	0	3,503	1,311	1,083	3,503
Community Services, Health & Ed	0	756	28	3,323	784
Finance, Banking & Insurance	0	24	0	141	165
Food Processing	0	38	41	0	79
TCF & Furnishing	0	9	310	17	336
Communications	0	99	148	93	340
Engineering & Mining	0	26	87	306	419
Primary Industry	0	1,051	422	140	562
Process Manufacturing	0	94	0	0	94
Sales & Personal Services	0	257	744	169	1,170
Tourism & Hospitality	0	1,252	777	319	1,096
Transport & Storage	0	199	527	57	783
Utilities	0	161	0	93	254
Business & Clerical	2,364	1,247	0	1,375	4,986
Computing	0	264	0	284	548
Science, Technical & Other	44	407	54	188	693
General Education & Training	2,483	0	0	0	2,483
<b>Total</b>	<b>4,891</b>	<b>9,436</b>	<b>6,732</b>	<b>8,096</b>	<b>29,155</b>

Note: 1 TAFE only, awards issued.

Table 6.28: Training completions by qualification and occupation<sup>1,2</sup>, 1994

<i>Qualification</i>		<i>Occupation</i>	
<i>Course completions</i>		<i>Contract of Training completions</i>	
Diploma	20	Managers & Administration	0
Associate Diploma	2,918	Professionals	0
Advanced Certificate - Post Trade	0	Para-professionals	31
Advanced Certificate - Other	684	Trades persons	4,911
Certificate - Trade	1,569	Clerks	832
Certificate - not classified	11,167	Sales & Personal Service	379
Endorsements to Certificates	95	Plant/Machine Operators	26
Statements of Attainment	12,702	Labourers & others	157
Certificate of Competency	0		
Certificate of Proficiency	0		
<b>Total</b>	<b>29,155</b>	<b>Total</b>	<b>6,336</b>

Notes: 1 Training completion numbers - TAFE only awards issued.

2 Contract of training completions includes all providers.

## Queensland, 1994, effectiveness

**Table 6.29:** Actual vs planned load, 1994

<i>Actual vs planned load</i>	<i>Notes</i>	<i>Units</i>	
Students - planned	1		131,681
Students - actual	1		134,971
Annual Curriculum Hours - planned		Hours	38,048,064
Annual Curriculum Hours - actual		Hours	38,998,270

Note: 1 Students refers to actual student numbers, not student enrolments. The latter will be higher as there are students enrolled in more than one course.

**Table 6.30:** Module load completion rate, 1994

<i>Hours for successful module enrolment</i>	<i>Hours for confirmed module enrolment</i>	<i>Module load completion rate (%)</i>
23,605,695	30,457,517	77.5

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.31:** Graduate destination and satisfaction, 1993

<i>Question</i>	<i>Response</i>	<i>% positive</i>
On 30 April did you have paid work?	Yes	62
Is this a new or different job from the one you had before you began the course?	Yes	62
On April 30 was your main job related to the course?	Yes	66
How relevant is what you studied to your main job?	Highly relevant or of some relevance	74
In general, how satisfied were you with the course?	Very satisfied or satisfied	87

Source: NCVER 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

## Queensland, 1994, unit cost

**Table 6.32:** Cost per curriculum hour and module load completion, 1994

<i>Indicator</i>	<i>Private provision</i>		<i>Public provision</i>		
		ACE	TAFE	Agricultural	Total
<i>Average cost per:</i>					
module load completion	na	na	na	na	\$16.40
curriculum hour <sup>1</sup>	na	na	na	na	\$8.32

Note: 1 Excludes ACE.

## **Western Australia - jurisdiction's own comments**

*Key issues relating to the performance of the Western Australian Vocational Education and Training System 1994.*

In 1994, Western Australia's population was 1.7 million which represents about 9.5% of the total population of Australia. By 2001, the State's population is forecast to grow by 170,000 to nearly 1.9 million. Nearly three-quarters of the State's population is concentrated within the Perth metropolitan area which is serviced by five universities and six TAFE Colleges. The remainder of the State's population is distributed over a vast area, predominantly based in regional centres and partly in remote locations. These factors combined with the lowest unemployment rate in Australia and a high proportion of small businesses presents a significant challenge in maximising student participation in the VET sector in Western Australia.

The Department of Training, as the nominated State Training Agency, is responsible for ensuring that the State has the capacity to meet the training needs of industry and individual learners. To assist this process, WA is actively promoting the development of a more competitive training market through an increasing allocation of funds to private providers through competitive tendering in 1995.

To service the needs of all clients a network of TAFE colleges covering the whole State, including two new colleges in the Kimberley and the Wheatbelt regions, has been created. In recognition of the special requirements of students in the regional and remote locations, a range of flexible delivery strategies have been implemented. Flexible and/or non-classroom based delivery is a high cost delivery method and, at the same time, provides less Student Contact hours than the traditional face-to-face training methods.

A quality system framework for VET in the State was launched in November 1995. WA is the first State to have a comprehensive and VET specific quality system. The quality system will be capable of generating confidence that the products and services being delivered are of good quality, and that public funds are being used effectively and efficiently.

A comprehensive program of collecting, analysing and reporting information on the performance of the VET system is being developed to underpin key initiatives to make the system in WA more responsive to client needs. Effectiveness measures include results of key customer surveys, that is, graduates, current students and employers, on the level of their satisfaction with the VET system.

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**Western Australia, 1994, descriptors****Table 6.33: Number of hours<sup>1</sup> of course activity and enrolments<sup>2</sup>, 1994**

<i>Occupational Group</i>	<i>Occupational Level</i>				Total
	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.	
<b>Hours</b>					
A Arts, Entertainment, Sports and Rec	0	0	3,538	134,597	1,338,133
Automotive	0	3,211	538,607	0	541,818
Building and Construction	0	33,383	610,800	621,722	1,265,905
Community Services, Health & Ed	0	880,482	15,393	420,744	1,316,619
Finance, Banking & Insurance	0	244,529	0	31,610	276,139
Food Processing	0	0	114,218	0	114,218
TCF & Furnishing	0	8,912	433,411	111,188	553,511
Communications	0	0	45,272	98,787	144,059
Engineering & Mining	0	29,055	760,281	420,959	1,210,295
Primary Industry	0	168,712	448,602	190,521	807,835
Process Manufacturing	0	4,024	0	0	4,024
Sales & Personal Services	0	82,517	242,452	0	324,969
Tourism & Hospitality	0	280,629	346,401	359,718	986,748
Transport & Storage	0	46,247	0	135,678	181,925
Utilities	0	748	426,900	466,853	894,501
B Business & Clerical	1,740,940	741,642	0	845,392	3,327,974
Computing	0	34	0	1,030,022	1,030,056
Science, Technical & Other	4,546	17,358	31,954	530,057	583,915
C General Education & Training	3,900,764	0	0	0	3,900,764
<b>Total</b>	<b>5,646,250</b>	<b>2,541,483</b>	<b>4,017,827</b>	<b>6,597,848</b>	<b>18,803,408</b>
<b>Enrolments</b>					
A Arts, Entertainment, Sports and Rec	na	na	na	na	5,658
Automotive	na	na	na	na	2,336
Building and Construction	na	na	na	na	5,988
Community Services, Health & Ed	na	na	na	na	4,428
Finance, Banking & Insurance	na	na	na	na	2,941
Food Processing	na	na	na	na	510
TCF & Furnishing	na	na	na	na	2,261
Communications	na	na	na	na	424
Engineering & Mining	na	na	na	na	6,958
Primary Industry	na	na	na	na	4,281
Process Manufacturing	na	na	na	na	28
Sales & Personal Services	na	na	na	na	1,575
Tourism & Hospitality	na	na	na	na	3,401
Transport & Storage	na	na	na	na	1,257
Utilities	na	na	na	na	4,396
B Business & Clerical	na	na	na	na	19,294
Computing	na	na	na	na	5,766
Science, Technical & Other	na	na	na	na	2,584
C General Education & Training	na	na	na	na	64,941
<b>Total</b>	<b>75,069</b>	<b>12,490</b>	<b>18,034</b>	<b>33,434</b>	<b>139,027</b>

Notes: 1 Full scope and boundary - Department Colleges only, Private Provider Traineeships, Private Provider Tendered. Independent Colleges and Adult Migrant Education Services not included.

2 Includes non-Government activity. Enrolments include adult and community education enrolments and some non-award courses.

## Western Australia, 1994, descriptors

**Table 6.34: Expenditure, 1994**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee	197,968	Major buildings	18,820
Other	91,882	Minor works	2,304
		Site acquisition	459
		Plant & equipment	18,233
<i>Total recurrent</i>	<i>289,850</i>	<i>Total capital</i>	<i>39,816</i>
<b>Total expenditure</b>	<b>329,666</b>		

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.35: Revenue, 1994.**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	191,991	State	5,553
Commonwealth <sup>1</sup>	41,125	Commonwealth	19,726
Other Government	31,883		
Operating receipts	45,264		
<i>Total recurrent</i>	<i>310,263</i>	<i>Total capital</i>	<i>25,279</i>
<b>Total revenue</b>	<b>335,542</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

Note: 1. Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.36: Provision through competitive tendering processes, 1994**

Funds awarded to public providers	\$1,200,000
Funds awarded to private providers	\$1,600,000

## Western Australia, 1994, descriptors

**Table 6.37:** Graduates by course activity<sup>1,2</sup>, 1994

<i>Occupational Group</i>	<i>Occupational Level</i>				<i>Total</i>
	<i>Gen/ Unspec.</i>	<i>Oper/ Cleric</i>	<i>Trades/ Skilled</i>	<i>Para- Prof.</i>	
Arts, Entertainment, Sports and Rec	0	0	7	541	548
Automotive	0	0	601	0	601
Building and Construction	0	16	406	208	630
Community Services, Health & Ed	0	480	12	447	939
Finance, Banking & Insurance	0	173	0	13	186
Food Processing	0	0	124	0	124
TCF & Furnishing	0	6	349	26	381
Communications	0	0	29	17	46
Engineering & Mining	0	0	644	160	804
Primary Industry	0	59	216	129	404
Process Manufacturing	0	0	0	0	0
Sales & Personal Services	0	23	317	2	342
Tourism & Hospitality	0	555	234	94	883
Transport & Storage	0	21	0	15	36
Utilities	0	2	368	173	543
Business & Clerical	480	522	00	337	1,339
Computing	0	0	0	270	270
Science, Technical & Other	0	0	10	183	193
General Education & Training	874	0	0	0	874
<b>Total</b>	<b>1,354</b>	<b>1,857</b>	<b>3,317</b>	<b>2,615</b>	<b>9,143</b>

Notes: 1 WA Department of Training Colleges only.

2 Includes only those students who applied for an award.

**Table 6.38:** Training completions by qualification and occupation, 1994

<i>Qualification</i>		<i>Occupation</i>	
<i>Course completions</i>		<i>Contract of Training completions</i>	
Diploma	356	Managers & Administration	1
Associate Diploma	1,466	Professionals	0
Advan. Cert.-Post Trade	183	Para-professionals	32
Advanced Certificate - Other	951	Trades persons	2,587
Certificate - Trade	2,288	Clerks	540
Certificate - not classified	3,407	Sales & Personal Service	295
Endorsements to Certificates	0	Plant/Machine Operators	30
Statements of Attainment	0	Labourers & others	85
Certificate of Competency	455		
Certificate of Proficiency	0		
Other	37		
<b>Total</b>	<b>9,143</b>	<b>Total</b>	<b>3,570</b>

## Western Australia, 1994, effectiveness

**Table 6.39: Actual vs planned load, 1994**

<i>Actual vs planned load</i>	<i>Notes</i>	<i>Units</i>	
Annual Curriculum Hours - planned		Hours	17,304,589
Annual Curriculum Hours - actual		Hours	17,323,206

**Table 6.40: Module load completion rate, 1994**

<i>Hours for successful module enrolment</i>	<i>Hours for confirmed module enrolment</i>	<i>Module load completion rate (%)</i>
9,368,079	12,056,220	77.7

Source: ANTA, 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.41: Graduate destination and satisfaction<sup>1</sup>, 1993**

<i>Question</i>	<i>Response</i>	<i>% positive</i>
On 30 April did you have paid work?	Yes	73
Is this a new or different job from the one you had before you began the course?	Yes	50
On April 30 was your main job related to the course?	Yes	75
How relevant is what you studied to your main job?	Highly relevant or of some relevance	82
In general, how satisfied were you with the course?	Very satisfied or satisfied	87

Source: NCVET 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

Note: 1 A further survey with a similar methodology was conducted in 1994 in WA by the Department of Training (1995), *1994 TAFE Graduate Satisfaction and Destination Survey*. The proportion of graduates that were satisfied remained high at 86 per cent. An additional factor measured was a slight improvement from the satisfaction of students with information on career options or jobs from 36 to 37 per cent. Comparisons between course relevance and job status cannot be made because of timing differences. The survey showed that three quarters of male and 61 per cent of female graduates (67 per cent overall) in 1993 were employed in 1994. 77 per cent of graduates considered that their course had at least some relevance to their job.

## Western Australia, 1994, unit costs

**Table 6.42: Cost per curriculum hour and module load completion, 1994**

<i>Indicator</i>	<i>Private provision</i>		<i>Public provision</i>	
<i>Average cost per:</i>		ACE	TAFE	Agricultural
module load completion	na	na	na	na
curriculum hour <sup>1</sup>	na	na	\$10.60	na

Note: 1 Includes student curriculum hours for private providers tendered programs. Excludes expenditure and student curriculum hours associated with Commonwealth funding and fee for service activities. Capital expenditure is also excluded.

### **South Australia - jurisdiction's own comments**

South Australia strongly supports the use of performance indicators to measure and enhance the operation of the VET sector at State and Commonwealth levels. South Australia remains committed to the AVETMISS system and to the development of nationally comparable statistics.

South Australia believes the indicators currently used focus too heavily on input measures because of the current emphasis on the Maintenance of Effort and wishes further work be done on the inclusion of client satisfaction surveys, participation rates, flexible delivery, community service obligations, research and development, quality and accessibility as measures to help provide a balanced set of indicators.

South Australia remains concerned over the current use of national statistical information for comparative purposes since the AVETMISS standards have only just been introduced (1994) and States and Territories are at various stages in fulfilling the requirements of the standards. It is believed that on some data items, and due to implementation and definitional factors, that some States and Territories may be disadvantaged by up to 15 per cent (worse case analysis).

South Australia has a major concern over the inconsistent use of the agreed definitions. For example, an enrolment (pay fees or pays fees and attends one "class") and withdrawn - no fail (included as a successful outcome if a client obtains employment).

South Australia is confident that its data provision, for both national and internal accountability and management purposes, is of Best Practice standard and supports the further implementation of the AVETMISS Standards within all jurisdictions so that meaningful data is available which is comparable between systems.””

## South Australia, 1994, descriptors

**Table 6.43:** Number of hours of course activity and enrolments<sup>1</sup>, 1994

<i>Occupational Group</i>	<i>Module Activity</i>		<i>Occupational Level</i>				Unknown	Total
	<i>Only</i>	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.			
<b>Hours</b>								
A Arts, Entertain, Sports & Rec	na	na	na	na	na	na	-	893,421
Automotive	na	na	na	na	na	na	-	453,354
Building and Construction	na	na	na	na	na	na	-	688,041
Comm. Services, Health & Ed	na	na	na	na	na	na	-	1,214,670
Fin., Banking & Insurance	na	na	na	na	na	na	-	211,063
Food Processing	na	na	na	na	na	na	-	199,777
TCF & Furnishing	na	na	na	na	na	na	-	390,665
Communications	na	na	na	na	na	na	-	182,033
Engineering & Mining	na	na	na	na	na	na	-	1,098,399
Primary Industry	na	na	na	na	na	na	-	794,521
Process Manufacturing	na	na	na	na	na	na	-	7,724
Sales & Personal Services	na	na	na	na	na	na	-	649,603
Tourism & Hospitality	na	na	na	na	na	na	-	1,036,989
Transport & Storage	na	na	na	na	na	na	-	82,199
Utilities	na	na	na	na	na	na	-	697,047
B Business & Clerical	na	na	na	na	na	na	-	2,380,815
Computing	na	na	na	na	na	na	-	726,912
Science, Technical & Other	na	na	na	na	na	na	-	349,030
C General Education & T.ing	na	na	na	na	na	na	-	1,592,294
<b>Total</b>	<b>3,202,511</b>	<b>1,040,499</b>	<b>2,617,568</b>	<b>3,253,337</b>	<b>3,534,642</b>	-	-	<b>13,648,557</b>
<b>Enrolments</b>								
A Arts, entertain, sports & Rec	3,741	na	na	na	na	na	2,125	5,866
Automotive	2,321	na	na	na	na	na	1,193	3,514
Building and Construction	2,417	na	na	na	na	na	2,261	4,678
Comm Services, Health & Ed	4,778	na	na	na	na	na	4,741	9,519
Fin. Banking & Insurance	186	na	na	na	na	na	1,761	1,947
Food Processing	864	na	na	na	na	na	527	1,391
TCF & Furnishing	4,420	na	na	na	na	na	1,080	5,500
Communications	1,296	na	na	na	na	na	318	1,614
Engineering & Mining	7,250	na	na	na	na	na	8,875	16,125
Primary Industry	6,251	na	na	na	na	na	2,591	8,842
Process Manufacturing	160	na	na	na	na	na	79	239
Sales & Personal Services	2,002	na	na	na	na	na	1,813	3,815
Tourism & Hospitality	4,651	na	na	na	na	na	2,925	7,576
Transport & Storage	323	na	na	na	na	na	697	1,020
Utilities	1,372	na	na	na	na	na	3,642	5,014
B Business & Clerical	18,125	na	na	na	na	na	13,604	31,729
Computing	15,268	na	na	na	na	na	2,892	18,160
Science, Technical & Other	7,751	na	na	na	na	na	386	8,137
C General Education & T.ing	22,498	na	na	na	na	na	5,858	28,356
<b>Total</b>	<b>105,674</b>	<b>6,506</b>	<b>14,776</b>	<b>18,145</b>	<b>17,941</b>	<b>57,368</b>	-	<b>163,042</b>

Note: 1 ANTA activity for TAFE and non-TAFE providers.

## South Australia, 1994, descriptors

**Table 6.44: Expenditure, 1994**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee	154,083	Major buildings	16,507
Other	74,130	Minor works	1,056
		Site acquisition	1,003
		Plant & equipment	4,103
<i>Total recurrent</i>	<i>228,213</i>	<i>Total capital</i>	<i>22,669</i>
<b>Total expenditure</b>	<b>250,882</b>		

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.45: Revenue, 1994.**

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	143,793	State	2,300
Commonwealth <sup>1</sup>	42,612	Commonwealth	19,055
Other Government	0		
Operating receipts	54,553		
<i>Total recurrent</i>	<i>240,958</i>	<i>Total capital</i>	<i>21,355</i>
<b>Total revenue</b>	<b>262,313</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

Note: 1 Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.46: Provision through competitive tendering processes<sup>1</sup>, 1994**

Funds awarded to public providers	\$2,118,000
Funds awarded to private providers	\$1,479,000

Notes: 1 ANTA Activity only

**Table 6.47: Training completions by qualification and occupation, 1994**

<i>Qualification</i>		<i>Occupation</i>	
	<i>Course completions<sup>1</sup></i>		<i>Contract of Training completions</i>
Diploma	116	Managers & Administration	186
Associate Diploma	791	Professionals	0
Advanced Certificate - Post Trade	135	Para-professionals	0
Advanced Certificate - Other	476	Trades persons	2,106
Certificate - Trade	1,465	Clerks	475
Certificate - not classified	6,456	Sales & Personal Service Workers	218
Endorsements to Certificates	1	Plant/Machine Operat.	6
Statements of Attainment	1	Labourers & others	34
Certificate of Competency	0		
Certificate of Proficiency	0		
<b>Total</b>	<b>9,441</b>	<b>Total</b>	<b>3,025</b>

Note: 1 The course completion figures provided for TAFE do not include all 1994 graduates as the graduate system within SA DETAFE was not implemented until September 1994.

## South Australia, 1994, effectiveness

**Table 6.48:** Actual vs planned load, 1994

<i>Actual vs planned load</i>	<i>Notes</i>	<i>Units</i>	
Students - planned			na
Students - actual			na
Annual Curriculum Hours - planned	1	hours	13,805,407
Annual Curriculum Hours - actual	1	hours	13,648,558

Notes: 1 ANTA Scope Activity for TAFE & Non-TAFE providers.

**Table 6.49:** Module load completion rate, 1994

<i>Hours for successful module enrolments</i>	<i>Hours for confirmed module enrolments</i>	<i>Module load completion rate (%)</i>
10,382,211	11,880,550	87.4

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.50:** Graduate destination and satisfaction, 1993

<i>Question</i>	<i>Response</i>	<i>% positive</i>
On 30 April did you have paid work?	Yes	71
Is this a new or different job from the one you had before you began the course?	Yes	42
On April 30 was your main job related to the course?	Yes	68
How relevant is what you studied to your main job?	Highly relevant or of some relevance	79
In general, how satisfied were you with the course?	Very satisfied or satisfied	88

Source: NCVER 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

## South Australia, 1994, unit cost

**Table 6.51:** Cost per curriculum hour and module load completion, 1994

	<i>Private provision</i>		<i>Public provision</i>	
<i>Average cost per:</i>		ACE	TAFE	Agricultural
module load completion <sup>1,2</sup>	na	na	\$19.95	na
curriculum hour <sup>1</sup>	na	na	\$14.57	na

Notes: 1 TAFE activity only.

2 Module load completions have been equated to mean successful completions.

## Tasmania - jurisdiction's own comments

### *Tasmania – delivering vocational education and training in regional Australia*

Tasmania is the least populous State (2.6 per cent) but larger than the two Territories. Its population and industry are the most geographically dispersed while Greater Hobart with a population of some 200 000, small by comparison with mainland capitals, is the only city of substantial size, with the State comprising a non-metropolitan area.

Apart from geographic distribution, industry is very similar to Australia as a whole in relative size and contribution to the economy. Small business employs 55 per cent of the private sector work-force. The scope of vocational education and training is therefore very similar to that in other States.

Data from the Australian Bureau of Statistics show that in 1993, Tasmania had around 20 000 enterprises, with 19 400 (97%) classed as small business. Of these, some 18 300 (91.5%) employ fewer than 10 persons. It is clearly impossible for these businesses to enjoy the gains of internal labour markets or to benefit markedly from current training reforms which are focussed on the needs of metropolitan areas and larger enterprises.

The extent of population dispersion and scale causes further cost disadvantages. For example, 20 % of employers are engaged in agriculture and 90% employ fewer than five workers, with enterprises dispersed widely across the State. Thus the cost of delivering training is high because it must be individualised and capital intensive with heavy occupational health and safety demands, and because it is very difficult to accrue unit cost advantages from the larger classes possible in the more populous States. Moreover, travel and accommodation for apprentices and trainees to attend off-the-job instruction is heavily subsidised by the State.

Tasmania had the lowest number of persons with post-school qualifications of any State or Territory and has had low transition rates to senior secondary, vocational education and training and higher education. This reflects historical patterns which have now changed, causing increased demand particularly in *leading edge* industries such as aluminium fabrication and high technology.

Taken together, these factors create unique local circumstances which mean that vocational education and training must be at least as responsive as elsewhere in Australia, while at the same time dealing with inherently higher costs of small scale, a dispersed population and lacking the ability to cross-subsidise metropolitan to non-metropolitan areas.

## Tasmania, 1994, descriptors

Table 6.52: Number of hours of course activity and enrolments, 1994

Occupational Group	Module activity			Occupational Level			Total
	Gen/only	Unspec.	Oper/Cleric	Trades/Skilled	Para-Prof.	Total Course	
<b>Hours</b>							
A Arts, Entertain, Sports and Rec	3521	0	4,687	104,763	74,427	183,877	187,398
Automotive	1,745	0	19,747	105,255	0	125,003	126,747
Building and Construction	1,438	0	4,216	160,172	47,821	212,209	213,647
Comm. Services, Health & Ed	5,724	0	143,863	0	220,019	363,882	369,606
Finance, Banking & Insurance	0	0	43,542	0	0	43,542	43,542
Food Processing	1,672	0	7,026	43,173	0	50,199	51,871
TCF & Furnishing	5,536	0	0	36,559	92,141	128,700	134,236
Communications	300	0	1,988	15,398	8,084	25,470	25,769
Engineering & Mining	2,203	0	280	192,156	156,551	348,988	351,191
Primary Industry	4,530	0	41,738	28,741	115,432	185,912	190,442
Process Manufacturing	400	0	0	0	0	0	400
Sales & Personal Services	3,081	0	37,039	68,837	70,483	176,360	179,441
Tourism & Hospitality	28,945	0	96,772	83,672	121,659	302,103	331,048
Transport & Storage	400	0	0	0	0	0	400
Utilities	4,585	0	0	126,115	90,123	216,239	220,823
B Business & Clerical	9,556	0	452,115	0	151,162	603,277	612,833
Computing	1,078	0	46,805	0	119,475	166,281	167,359
Science, Technical & Other	2,958	47,247	0	0	138,664	185,910	188,868
C General Education & Training	0	131,683	0	0	0	131,683	131,683
<b>Total</b>	<b>77,672</b>	<b>178,930</b>	<b>899,820</b>	<b>964,843</b>	<b>1,406,041</b>	<b>3,449,633</b>	<b>3,527,305</b>
<b>Enrolments</b>							
A Arts, Ent., Sports and Rec	57	0	21	263	173	457	514
Automotive	37	0	62	464	0	526	563
Building and Construction	11	0	16	556	145	717	728
Comm. Services, Health & Ed	178	0	530	0	987	1,517	1,695
Finance, Banking & Insurance	0	0	196	0	0	196	196
Food Processing	89	0	17	180	0	197	286
TCF & Furnishing	58	0	0	203	251	454	512
Communications	8	0	5	38	24	67	74
Engineering & Mining	59	0	7	974	518	1,499	1,558
Primary Industry	106	0	157	101	427	684	791
Process Manufacturing	10	0	0	0	0	0	10
Sales & Personal Services	29	0	209	244	482	935	964
Tourism & Hospitality	1,000	0	229	254	196	679	1,678
Transport & Storage	10	0	0	0	0	0	10
Utilities	127	0	0	521	281	802	929
B Business & Clerical	110	0	2,464	0	832	3,296	3,406
Computing	24	0	425	0	655	1,080	1,104
Science, Technical & Other	97	254	0	0	570	825	921
C General Education & Training	0	3,438	0	0	0	3,438	3,438
<b>Total</b>	<b>2,010</b>	<b>3,692</b>	<b>4,338</b>	<b>3,796</b>	<b>5,541</b>	<b>17,368</b>	<b>19,378</b>

## Tasmania, 1994, descriptors

**Table 6.53:** Expenditure, 1994

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee	53,672	Major buildings	9,233
Other	23,634	Minor works	952
		Site acquisition	0
		Plant & equipment	3,458
<i>Total recurrent</i>	<i>77,306</i>	<i>Total capital</i>	<i>13,643</i>
<b>Total expenditure</b>	<b>90,949</b>		

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.54:** Revenue, 1994.

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	46,392	State	7,343
Commonwealth <sup>1</sup>	15,610	Commonwealth	6,059
Other Government	3,185		
Operating receipts	12,476		
<i>Total recurrent</i>	<i>77,663</i>	<i>Total capital</i>	<i>13,402</i>
<b>Total revenue</b>	<b>91,065</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

Notes: 1 Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.55:** Provision through competitive tendering processes, 1994

Funds awarded to public providers	0
Funds awarded to private providers	\$157,000

## Tasmania, 1994, descriptors

**Table 6.57: Graduates by course activity, 1994**

Occupational Group	<i>Occupational Level</i>				Total
	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.	
A Arts, Entertainment, Sports and Rec	0	7	13	82	102
Automotive	0	17	175	0	192
Building and Construction	0	30	204	14	248
Community Services, Health & Ed	0	170	0	178	348
Finance, Banking & Insurance	0	20	0	0	20
Food Processing	0	18	45	0	63
TCF & Furnishing	0	0	32	44	76
Communications	0	0	19	9	28
Engineering & Mining	0	16	257	62	335
Primary Industry	0	71	19	89	179
Process Manufacturing	0	0	0	0	0
Sales & Personal Services	0	48	93	186	327
Tourism & Hospitality	0	190	92	84	366
Transport & Storage	0	10	0	0	10
Utilities	0	0	134	49	183
B Business & Clerical	0	317	0	113	430
Computing	0	53	0	18	71
Science, Technical & Other	45	0	0	104	149
C General Education & Training	0	0	0	0	0
<b>Total</b>	<b>45</b>	<b>967</b>	<b>1,083</b>	<b>1,032</b>	<b>3,127</b>

**Table 6.58: Training completions by qualification and occupation, 1994**

<i>Qualification</i>		<i>Occupation</i>	
	<i>Course completions</i>		<i>Contract of Training completions</i>
Diploma	9	Managers & Administration	26
Associate Diploma	525	Professionals	0
Advanced Certificate - Post Trade	2	Para-professionals	4
Advanced Certificate - Other	207	Trades persons	915
Certificate - Trade	764	Clerks	0
Certificate - not classified	1554	Sales & Personal Service Workers	3
Endorsements to Certificates	0	Plant/Machine Operators	0
Statements of Attainment	19	Lab. & others	0
Certificate of Competency	0		
Certificate of Proficiency	0		
Other	47		
<b>Total</b>	<b>3,127</b>	<b>Total</b>	<b>948</b>

## Tasmania, 1994, effectiveness

**Table 6.59: Actual vs planned load, 1994**

<i>Actual vs planned load</i>	<i>Notes</i>	<i>Units</i>	
Students - planned	1		na
Students - actual	2		16,450
Annual Curriculum Hours - planned		Hours	3,458,000
Annual Curriculum Hours - actual	3	Hours	3,496,000
<b><i>By type of provider</i></b>			
Actual Private		Hours	24,000
Actual TAFE		Hours	3,415,000
Actual ACE		Hours	57,000
Actual Agricultural College		Hours	0

Notes: 1 All figures were re-based in 1995 to exclude activity which did not fall within the ANTA agreement. In the re-base, no revised planned student figure was calculated.  
 2 Actual enrolments were 19,378. This translates to approximately 16,450 students.  
 3 This is the agreed maintenance of effort activity total as calculated by the Audit Verifiers. This is slightly lower than the DIRVET calculated total in Table 6.52.

**Table 6.60: Module load completion rate, 1994**

<i>Hours for successful module enrolment</i>	<i>Hours for confirmed module enrolment</i>	<i>Module load completion rate (%)</i>
3,182,634	4,128,038	77.1

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.61: Graduate destination and satisfaction, 1993**

<i>Question</i>	<i>Response</i>	<i>% positive</i>
On 30 April did you have paid work?	Yes	81
Is this a new or different job from the one you had before you began the course?	Yes	39
On April 30 was your main job related to the course?	Yes	80
How relevant is what you studied to your main job?	Highly relevant or of some relevance	89
In general, how satisfied were you with the course?	Very satisfied or satisfied	87

Source: NCVER 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

## Tasmania, 1994, unit cost

**Table 6.62: Cost per curriculum hour and module load completion, 1994**

<i>Average cost per:</i>	<i>Private provision</i>		<i>Public provision</i>	
		ACE	TAFE	Agricultural
module load completion <sup>1</sup>	na	na	\$16.81	na
curriculum hour <sup>1</sup>	na	na	\$12.79	na

Note: 1 Estimated.

### **Northern Territory - jurisdiction's own comments**

“ With an area of 30 per cent greater than the combined areas of New South Wales and Victoria, and a population density of less than 13 persons per hundred square kilometres, the Northern Territory faces particular difficulties in providing Vocational Education and Training (VET) services. In 1994, over 54 per cent of VET students in the Northern Territory were at rural or remote area postcodes, compared with 30 per cent nationally.

In spite of these difficulties, the level of VET services provided in the Northern Territory is above the national average, with data produced by the Commonwealth Grants Commission showing that the Northern Territory participation rate for persons aged 15 years and above was second only to New South Wales.

In addition to the difficulties the Northern Territory faces due to the small scale of its operation which are provided to a wider dispersed population, VET services are delivered to a diverse multi-cultural and multi-lingual population. In 1994 for example, some 29 per cent of enrolments in VET courses were by Aboriginal and Torres Strait Islander people.

Although these factors impact on the unit cost of supplying VET services in the Northern Territory it is considered that relative efficiency is not impaired. When the Commonwealth Grants Commission disability factors are taken into account, the relative cost of VET services is regarded as being within the national average range.

In terms of effectiveness, the outcome measures demonstrate that the Northern Territory VET system is performing above the national average standard (see Figures 6.5,6.6, 6.7, 6.8, 6.9, 6.12, 6.14, and 6.15).

”

## Northern Territory, 1994, descriptors

Table 6.63: Number of hours of course activity and enrolments, 1994

<i>Occupational Group</i>	<i>Occupational Level</i>				Total
	Gen/ Unspec.	Oper/ Cleric	Trades/ Skilled	Para- Prof.	
<b>Hours</b>					
A Arts, Entertainment, Sports and Rec	0	0	0	106,744	106,744
Automotive	0	0	55,880	0	55,880
Building and Construction	0	0	44,080	54,540	98,620
Community Services, Health & Ed	0	122,132	0	145,140	267,272
Finance, Banking & Insurance	0	17,610	0	0	17,610
Food Processing	0	0	3,132	0	3,132
TCF & Furnishing	0	0	33,110	0	33,110
Communications	0	0	0	15,000	15,000
Engineering & Mining	0	36,530	66,548	23,305	126,383
Primary Industry	0	141,369	0	45,377	186,746
Process Manufacturing	0	0	0	0	0
Sales & Personal Services	0	30,564	28,126	54,627	113,317
Tourism & Hospitality	0	235,201	29,330	65,445	329,976
Transport & Storage	0	9,860	0	6,110	15,970
Utilities	0	0	88,430	47,202	135,632
B Business & Clerical	0	310,493	0	193,803	504,296
Computing	0	52,966	0	20,982	73,948
Science, Technical & Other	0	0	18,368	84,623	102,991
C General Education & Training	466,425	0	0	0	466,425
<b>Total</b>	<b>466,425</b>	<b>956,725</b>	<b>367,004</b>	<b>862,898</b>	<b>2,653,052</b>
<b>Enrolments</b>					
A Arts, Entertainment, Sports and Rec	0	0	0	326	326
Automotive	0	0	291	0	291
Building and Construction	0	0	160	132	292
Community Services, Health & Ed	0	275	0	334	609
Finance, Banking & Insurance	0	127	0	0	127
Food Processing	0	0	12	0	12
TCF & Furnishing	0	0	112	0	112
Communications	0	0	0	25	25
Engineering & Mining	0	77	232	53	362
Primary Industry	0	394	0	110	504
Process Manufacturing	0	0	0	0	0
Sales & Personal Services	0	148	72	193	413
Tourism & Hospitality	0	1,207	83	117	1,407
Transport & Storage	0	124	0	46	170
Utilities	0	0	329	127	456
B Business & Clerical	0	2,169	0	1,305	3,474
Computing	0	123	0	142	265
Science, Technical & Other	0	0	72	235	307
C General Education & Training	1,798	0	0	0	1,798
<b>Total</b>	<b>1,798</b>	<b>4,644</b>	<b>1,363</b>	<b>3,145</b>	<b>10,950</b>

## Northern Territory, 1994, descriptors

**Table 6.64:** Expenditure, 1994

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee	44,989	Major buildings	13,541
Other	18,936	Minor works	458
		Site acquisition	0
		Plant & equipment	1,821
<i>Total recurrent</i>	<i>63,925</i>	<i>Total capital</i>	<i>15,820</i>
<b>Total expenditure</b>	<b>79,745</b>		

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.65:** Revenue, 1994.

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	45,241	State	12,935
Commonwealth <sup>1</sup>	10,475	Commonwealth	4,036
Other Government	4,809		
Operating receipts	6,670		
<i>Total recurrent</i>	<i>67,195</i>	<i>Total capital</i>	<i>16,971</i>
<b>Total revenue</b>	<b>84,166</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

Note: 1 Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.66:** Provision through competitive tendering processes, 1994

Funds awarded to public providers	\$1,730,000
Funds awarded to private providers	\$449,000

## Northern Territory, 1994, descriptors

**Table 6.67:** Graduates by course activity<sup>1</sup>, 1994

<i>Occupational Group</i>	Gen/ Unspec.	<i>Occupational Level</i>			Total
		Oper/ Cleric	Trades/ Skilled	Para- Prof.	
A Arts, Entertain, Sports and Rec	0	0	0	36	36
Automotive	0	0	60	0	60
Building and Construction	0	0	40	33	73
Community services, Health & Ed	0	28	0	35	63
Finance, Banking & Insurance	0	24	0	28	52
Food Processing	0	0	0	0	0
TCF & Furnishing	0	0	3	0	3
Communications	0	0	0	0	0
Engineering & Mining	0	0	80	15	95
Primary Industry	0	22	0	40	62
Process Manufacturing	0	0	0	0	0
Sales & Personal Services	0	70	10	9	89
Tourism & Hospitality	0	79	17	0	96
Transport & Storage	0	0	0	0	0
Utilities	0	0	87	29	116
B Business & Clerical	0	218	0	16	234
Computing	0	16	0	36	52
Science, Technical & Other	0	0	35	0	35
C General Education & Training	242	0	0	0	242
<b>Total</b>	<b>242</b>	<b>457</b>	<b>332</b>	<b>277</b>	<b>1308</b>

Note: 1 Graduates are recorded for only 2 out of the 5 Colleges in the NT in 1994.

**Table 6.68:** Training completions by qualification and occupation<sup>1</sup>, 1994

<i>Qualification</i>		<i>Occupation</i>	
	<i>Course completions</i>		<i>Contract of Training completions</i>
Diploma	0	Managers & Administration	0
Associate Diploma	150	Professionals	0
Advanced Certificate - Post Trade	11	Para-professionals	0
Advanced Certificate - Other	40	Tradespersons	234
Certificate - Trade	171	Clerks	74
Certificate - not classified	878	Sales & Personal Service	34
Endorsements to Certificates	0	Plant/Machine Operators	2
Statements of Attainment	58	Labourers & others	4
Certificate of Competency	0		
Certificate of Proficiency	0		
<b>Total</b>	<b>1,308</b>	<b>Total</b>	<b>348</b>

Note: 1 Graduates are recorded for only 2 out of the 5 Colleges in the NT in 1994.

## Northern Territory, 1994, effectiveness

**Table 6.69: Actual vs planned load, 1994**

<i>Actual vs planned load</i>		<i>Notes</i>	<i>Units</i>	
	Students - planned	1		8,908
	Students - actual	2		9,481
	Annual Curriculum Hours - planned	3	Hours	2,383,845
	Annual Curriculum Hours - actual		Hours	2,405,595
<b>By type of provider</b>				
Private	Students - planned			300
	Students - actual			339
	Annual Curriculum Hours - planned		Hours	92,685
	Annual Curriculum Hours - actual		Hours	89,964
TAFE	Students - planned			8,608
	Students - actual			9,142
	Annual Curriculum Hours - planned		Hours	2,291,160
	Annual Curriculum Hours - actual		Hours	2,315,631
ACE & Agricultural		4		0

Notes: 1 As per 1994 NT Training Profile - excludes ACE & Stream 1000.

2 As per 1994 AVETMISS data - excludes ACE & Stream 1000.

3 As per 1994 Profile - publicly funded ASCH only.

4 The NT did not directly fund any ACE provision in 1994. Agricultural is reported under TAFE.

**Table 6.70: Module load completion rate, 1994**

<i>Hours for successful module enrolment</i>	<i>Hours for confirmed module enrolment</i>	<i>Module load completion rate (%)</i>
1,227,553	1,421,882	86.3

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.71: Graduate destination and satisfaction, 1993**

<i>Question</i>	<i>Response</i>	<i>% positive</i>
On 30 April did you have paid work?	Yes	73
Is this a new or different job from the one you had before you began the course?	Yes	46
On April 30 was your main job related to the course?	Yes	71
In general, how satisfied were you with the course?	Very satisfied or satisfied	86
How relevant is what you studied to your main job?	Highly relevant or of some relevance	83

Source: NCVER 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

## Northern Territory, 1994, unit cost

**Table 6.72: Cost per curriculum hour and module load completion, 1994**

	<i>Private provision</i>		<i>Public provision</i>	
		ACE	TAFE	Agricultural
Average cost per:				
module load completion <sup>1</sup>	na	na	\$51.08	na
curriculum hour <sup>1</sup>	na	na	\$23.64	na

Note: 1 Excludes ACE and private providers and includes Agricultural.

### **Australian Capital Territory - jurisdiction's own comments**

The ACT VET System provides for a Canberra population of just over 300,000 which is a "metropolitan area" to the region giving a total catchment in the order of 450,000 people.

Growth rates in the ACT and region have been high by Australian standards for many years however that rate has slowed significantly. The population has been "young" and is now approaching more the norm in Australian city terms.

The ACT Community has generally high levels of education and high expectations for education of its youth. The ACT has almost 100 per cent retention to Year 12 and thus the participation rate in further education is high and the needs diverse.

With the main population base geographically small there are distinct advantages with centralising offerings. However, the demand for a diversity of programs can lead to what some may term inefficiencies in operation.

While the private sector has increased in size and now accounts for around 50 per cent of the total number of employees in the ACT, the Federal Government sector continues to be the cornerstone of ACT industry and employment levels.

The Territory and Local Governments of the region are embarking on significant co-operative activities to expand local industries as well as attract new business to the region. The focus of much of this activity is in advanced technologies, a market well served by the educational organisations and the generally well trained population.

Canberra Institute of Technology (CIT), the major VET provider in the ACT is aiming to become part of these new directions with the setting up of a Creative Imaging Centre, land information systems, industrial electronics, waste management, environmental sciences and similar initiatives.

CIT is also putting in place new management Information Systems which will enable improved development and monitoring of performance indicators.

The Vocational Training Authority is aiming for a more diverse training market by encouraging industry to take more responsibility for development and supervision of their training activities.

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## Australian Capital Territory, 1994, descriptors

**Table 6.73:** Number of hours of course activity and enrolments<sup>1</sup>, 1994

Occupational Group	Occupational Level					Total
	Gen/ Unspec	Oper/ Cleric	Trades/ Skilled	Para- Prof.	Unknown	
<b>Hours</b>						
A Arts, Entertainment, Sports and Rec	0	0	0	101,229	0	101,229
Automotive	0	3,872	112,130	0	0	116,002
Building and Construction	0	19,066	157,660	270,307	20,148	467,181
Community Services, Health & Ed	0	62,537	484	276,714	42,601	382,336
Finance, Banking & Insurance	0	35,678	0	783	0	36,461
Food Processing	0	0	30,554	0	0	30,554
TCF & Furnishing	0	0	74,449	45,844	0	120,293
Communications	0	0	35,665	19,341	4,796	59,802
Engineering & Mining	0	456	33,428	92,478	3,666	130,028
Primary Industry	0	17,943	111,246	14,891	6,058	150,138
Process Manufacturing	0	0	0	0	0	0
Sales & Personal Services	0	3,061	72,689	0	27,144	102,894
Tourism & Hospitality	0	72,846	111,816	293,936	23,537	502,135
Transport & Storage	0	4,154	0	0	0	4,154
Utilities	0	1,872	131,163	97,157	2,731	232,923
B Business & Clerical	372	421,734	0	217,833	37,829	677,768
Computing	1,080	472	0	226,126	1,359	229,037
Science, Technical & Other	62,785	6,654	2,313	250,989	118,938	441,679
C General Education & Training	573,854	0	0	0	171,000	744,854
<b>Total</b>	<b>638,091</b>	<b>650,345</b>	<b>873,597</b>	<b>1,907,628</b>	<b>459,807</b>	<b>4,529,468</b>
<b>Enrolments</b>						
A Arts, Entertainment, Sports and Rec	0	0	0	274	0	274
Automotive	0	12	470	0	0	482
Building and Construction	0	87	636	688	244	1,655
Community Services, Health & Ed	0	221	11	829	134	1,195
Finance, Banking & Insurance	0	164	0	7	0	171
Food Processing	0	0	155	0	0	155
TCF & Furnishing	0	0	325	82	0	407
Communications	0	5	118	59	15	197
Engineering & Mining	0	13	247	248	15	523
Primary Industry	0	71	381	111	24	587
Process Manufacturing	0	0	0	0	0	625
Sales & Personal Services	0	255	271	0	99	1,391
Tourism & Hospitality	0	472	400	466	53	24
Transport & Storage	0	24	0	0	0	1,103
Utilities	0	7	766	290	40	0
B Business & Clerical	12	1,876	0	1,096	233	3,217
Computing	30	13	0	1,141	39	1,223
Science, Technical & Other	207	111	12	878	237	1,445
C General Education & Training	2,480	0	0	0	357	2,837
<b>Total</b>	<b>2,729</b>	<b>3,331</b>	<b>3,792</b>	<b>6,169</b>	<b>1,490</b>	<b>17,511</b>

Notes: 1 CIT Activity only. Unknown column contains commercial activity only, other columns are government funded only.

## Australian Capital Territory, 1994, descriptors

**Table 6.74:** Expenditure, 1994

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
Employee	51,810	Major buildings	1,016
Other	15,540	Minor works	1,193
		Site acquisition	79
		Plant & equipment	1,886
<i>Total recurrent</i>	<i>67,350</i>	<i>Total capital</i>	<i>4,174</i>
<b>Total expenditure</b>	<b>71,524</b>		

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.75:** Revenue, 1994.

<i>Recurrent</i>	<i>\$'000</i>	<i>Capital</i>	<i>\$'000</i>
State	40,629	State	2,465
Commonwealth <sup>1</sup>	7,466	Commonwealth	1,600
Other Government	9,960		
Operating receipts	14,805		
<i>Total recurrent</i>	<i>72,860</i>	<i>Total capital</i>	<i>4,065</i>
<b>Total revenue</b>	<b>76,925</b>		

Source: ANTA 1995, *Annual National Report 1994*, ANTA, Brisbane.

Notes: 1 Sum of Commonwealth General Purpose and Specific Funded Programs.

**Table 6.76:** Provision through competitive tendering processes, 1994

Funds awarded to public providers	na
Funds awarded to private providers	na

**Table 6.77:** Value of capital assets

The value of fixed capital assets (Canberra Institute of Technology only) at 31 December 1994 was \$133 million.

## Australian Capital Territory, 1994, descriptors

**Table 6.78: Graduates by course activity<sup>1,2,3</sup>, 1994**

<i>Occupational Group</i>	<i>Occupational Level</i>					<i>Total</i>
	<i>Gen/ Unspe c.</i>	<i>Oper/ Cleric</i>	<i>Trades/ Skilled</i>	<i>Para- Prof.</i>	<i>Unknown (4)</i>	
A Arts, entertainment, sports and Rec	0	0	0	35	0	35
Automotive	0	0	113	0	0	113
Building and Construction	0	11	218	305	0	534
Community Services, Health & Ed	0	72	10	154	0	236
Finance, Banking & Insurance	0	21	0	3	0	24
Food Processing	0	0	42	0	0	42
TCF & Furnishing	0	0	64	16	0	80
Communications	0	3	25	40	0	68
Engineering & Mining	0	0	68	18	0	86
Primary Industry	0	20	82	20	0	122
Process Manufacturing	0	0	0	0	0	0
Sales & Personal	0	233	88	0	0	321
Tourism & Hospitality	0	154	100	221	0	475
Transport & Storage	0	14	0	0	0	14
Utilities	0	1	362	34	0	397
B Business & Clerical	12	473	0	197	0	682
Computing	0	9	0	157	0	166
Science Technical & Other	59	16	7	243	0	325
C General Ed & Training	432	0	0	0	70	502
<b>Total</b>	<b>503</b>	<b>1,027</b>	<b>1,179</b>	<b>1,443</b>	<b>70</b>	<b>4,222</b>

Notes: 1 CIT Activity only.

2 Table includes some commercial activity.

3 Graduates at CIT are required to self identify by applying for their award.

4 Unknown Total refers to graduates in courses with ASCO codes not mapping to an industry group.

**Table 6.79: Training completions by occupation and qualification<sup>1</sup>, 1994**

<i>Qualification</i>		<i>Occupation</i>	
	<i>Course completions</i>		<i>Contract of Training completions</i>
Diploma	66	Managers & Administration	0
Associate Diploma	858	Professionals	0
Advanced Certificate - Post Trade	317	Para-professionals	0
Advanced Certificate - Other		Trades persons	426
Certificate - Trade	365	Clerks	320
Certificate - not classified	1,537	Sales & Personal Service Workers	37
Endorsements to Certificates	27	Plant/Machine Operators	9
Statements of Attainment	1,052	Labourers & others	14
Certificate of Competency	0		
Certificate of Proficiency	0		
<b>Total</b>	<b>4,222</b>	<b>Total</b>	<b>806</b>

Note: 1 Graduates at CIT are required to self identify by applying for their award.

## Australian Capital Territory, 1994, effectiveness

**Table 6.80:** Actual vs planned load, 1994

<i>Actual vs planned load</i>	<i>Notes</i>	<i>Units</i>	
Enrolments - planned	1		14,622
Enrolments - actual	1		16,021
Annual Curriculum Hours - planned	1,2	Hours	4,134,633
Annual Curriculum Hours - actual	1,2	Hours	4,118,261

Notes: 1 Government funded activity including traineeships.  
2 Excludes hours associated with Recognition of Prior Learning.

**Table 6.81:** Module load completion rate, 1994

<i>Hours of Successful module enrolment</i>	<i>Hours of Confirmed module enrolment</i>	<i>Module load completion rate (%)</i>
2,933,038	3,803,840	77.1

Source: ANTA 1995, *Annual National Report*, ANTA, Brisbane.

**Table 6.82:** Graduate destination and satisfaction 1992 and 1993

<i>Question</i>	<i>Response</i>	<i>% positive</i>	
		<i>1992</i>	<i>1993</i>
On 30 April did you have paid work?	Yes	70	78
Is this a new or different job from the one you had before you began the course?	Yes	50	51
On April 30 was your main job related to the course?	Yes	69	66
How relevant is what you studied to your main job?	Highly relevant or of some relevance	73	73
In general, how satisfied were you with the course?	Very satisfied or satisfied	na	84

Source: NCVER 1993, *National client follow up survey of vocational education graduates*, NATMISS, Adelaide.

CIT 1994, *Canberra Institute of Technology 1994 Graduate Survey: The Key to Employment A Survey of 1993 Graduates*, CIT 1994.

## Australian Capital Territory, 1994, unit cost

**Table 6.83:** Cost per curriculum hour and module load completion, 1994

<i>Private provision</i>	<i>Public provision</i>
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<i>Average cost per:</i>		ACE	TAFE	Agricultural
module load completion	na	na	Na	na
curriculum hour:	na	na	\$10.45 <sup>1</sup>	na

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Notes: 1 CIT only. These data are based on the 27 April 1995 download at unit record level from the CIT student database to the AVETMIS standard for the 1994 National VET Statistics Collection. Total Expenditure includes salaries incurred for all commercial activities where CIT teachers were utilised. It is not possible to identify annual hours (curriculum) as Government funded or commercial. Neither is all commercial activity recorded on the CIT student database. The data for Annual Hours (Curriculum) is therefore not matched to Total Recurrent Expenditure.

## 6.7 Definitions and explanatory notes

General descriptions of the indicators are provided in Box 6.1. The majority of information in this report was provided directly by the States and Territories, and will therefore be based on definitions specific to each State and Territory. This is particularly the case with matters of scope and boundary. These notes therefore provide a general indication of the make up of the indicators and, where common definitions are in place, direct the reader to more specific definitions.

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Actual vs planned load	Actual annual hours curriculum and students (enrolments) relative to planned figures provided to ANTA in each State and Territory Training Profile.
Completions	Fulfilling all of the requirements of a course enrolment or module enrolment (ACVETS/NCVER 1994).
Contract of Training	A contractual agreement between a client and employer registered with an appropriate regional body committing both parties to experiential forms of training. This includes apprenticeships and traineeships (ACVETS 1995).
Cost per curriculum hour (Average)	Definitions vary between States and Territories. Generally, however, average cost/hour = Total recurrent expenditure/total annual hours curriculum.
Cost per module load completion (Average)	Definitions vary between States and Territories. Generally, however, average cost/mlc = Total recurrent expenditure/total module load completions (that is, annual hours for successful module enrolments).
Course	A structured program of study and/or skills acquisition, normally leading to a qualification or an award. A course may be composed of one or more modules (ACVETS/NCVER 1994).
Enrolment	The registration of a client at a specific training provider location for the purpose of undertaking a particular course or module. It is considered valid if all fee obligations have been met and at least one class has been attended or unit of work submitted (ACVETS/NCVER 1994). See Graduate for caution in making comparisons.
Expenditure	As per ANTA 1995.
Graduate	Those who complete a vocational program. Definitions may vary between States and Territories, for example, on whether Graduates must self identify by applying for their award. Caution should be exercised in comparing enrolments with graduates. A comparison of this nature ignores the fact that many students are enrolled with a view of completing only part of this course.
Module load completion rate	As per ANTA 1995. Hours for successful module enrolment / hours for confirmed module enrolments. Definitions of confirmed module enrolments may vary across States and Territories.
Occupational group	Occupations are linked to particular ABS occupational classification (ASCO) groups. Category A course have a direct link to an individual ASCO, Category B are where multiple links to ASCOs can be made and Category C courses link across potentially all ASCO areas.
Occupational level	Classified as 'General/unspecified', 'Operative/clerical', 'Trades/skilled' and 'Para-professional/professional'. These are also linked to ABS ASCO groups.
Provision through competitive tendering	The amount of funds allocated to training providers through open tendering processes. Definitions may vary between States and Territories.
Recognition of prior learning	A formal acknowledgment that a client possesses the knowledge and/or skill required to fulfil the requirements of a course or module, based on prior learning experiences (ACVETS/NCVER 1994).
Revenue	As per ANTA 1995.
Value of capital assets	Definitions vary between States and Territories depending on valuation and accounting techniques.

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## References

ANTA (Australian National Training Authority) 1995, *Annual National Report - Australia's Vocational Education and Training System*, ANTA, Brisbane.

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Western Australian Department of Training 1995, *1994 TAFE Graduate Satisfaction and Destination Survey*, WADOT, Perth.

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## 7 POLICE

### Summary

Police have three key ongoing objectives: to protect, help and reassure the community; to prevent crime; and to enforce the law. Within this framework, a strategic statement has been developed and adopted by the Australasian Police Ministers' Council which provides a vision for a safer and more secure community by the year 2000<sup>1</sup>. The focus of this strategy, the *Directions in Australasian Policing*, is on securing a partnership approach to policing; an increase in community confidence in police; a reduction in the incidence, effects and fear of crime; and an increased level of community safety.

A limited number of indicators have been developed to address the three key effectiveness objectives, and go some way to addressing key result areas of the medium term strategy. However, a significant amount of further work is required to develop a full performance monitoring framework. The development of better, nationally comparable performance information, particularly in relation to efficiency, will require a strong ongoing commitment by governments, and Police services in particular.

#### *Protecting, helping and reassuring the community*

In the absence of nationally comparable information, a small national survey was commissioned by the Steering Committee examining community perceptions of

#### **General satisfaction with police services\***

**Q:** *How satisfied are you in general with the services provided by the police?*

<b>Responses:</b>	<b>%</b>
Very Satisfied	19.8
Satisfied	48.2
Neither	17.5
Dissatisfied	10.4
Very dissatisfied	2.3
Don't know	1.8

\* National survey conducted by ABS, August 1995 (see "Key results" section 7.3 for more details)

police performance. The results suggest that most people are satisfied with Police services (see Box) and believe police treat people fairly.

Of those who had come into contact with police recently (excluding those arrested) about three quarters were satisfied with the treatment they received (see Section 7.3).

#### *Preventing crime*

Crime statistics are the major

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<sup>1</sup> MCAJ (Ministerial Council on the Administration of Justice) 1993, *Directions in Australasian Policing, July 1994 - June 1996*, Ministerial Council on the Administration of Justice, Canberra.

indicator relating to this objective. The available statistics need to be interpreted with care for several reasons (discussed in Section 7.3). The limited amount of nationally comparable *reported* crime data which are available indicate that there was an increase Australia-wide in the rates per 100 000 population of reported Motor Vehicle Theft, Unarmed Robbery And Sexual Assault crimes in 1994 compared to the year before. Over the same period there was a decline in the rates of Kidnapping and Unlawful Entry With Intent (UEWI) crimes. Property crimes are far more common than crimes against the person, with 514 063 premises being the victims of property crimes in 1994, while only 14 675 persons were victims of personal crime.

### Reported crime — number of victims by offence category<sup>1</sup>, Australia, 1993 and 1994

	1993	1994	% change
Murder	300	288	-4.0
Attempted Murder	369	334	-9.5
Manslaughter	37	32	-13.5
Driving Causing Death	222	196	-11.7
Sexual Assault	12555	13277	+5.7
Kidnapping / Abduction	628	548	-12.7
<i>Total NSCU Selected Offences: Person Crimes</i>	<i>14111</i>	<i>14675</i>	<i>+4.0</i>
Armed Robbery <sup>2</sup>	5324	5060	-5.0
Unarmed Robbery <sup>2</sup>	7465	8923	+19.5
Blackmail / Extortion <sup>2</sup>	142	168	+18.3
Unlawful Entry With Intent	382245	380152	-0.5
Motor Vehicle Theft	112578	119760	+6.3
<i>Total NSCU Selected Offences: Property Crimes</i>	<i>507754</i>	<i>514063</i>	<i>+1.2</i>

Source: *National Crime Statistics: ABS Cat. 4510.0 (1994 and 1995)*

Note: 1 The *National Crime Statistics* have been prepared using a set of offence definitions and counting rules that have been developed to ensure the greatest degree of comparability between jurisdictions. Further details regarding these definitions and counting rules, which are set out in the Explanatory Notes contained in *National Crime Statistics*.

2 Some person crimes are included in the figures for Robbery and Blackmail/Extortion because the victim in these cases can be either an individual person or an organisation.

### *Enforce the law*

All jurisdictions collect information on crime clearance rates. This indicator is generally not subject to strict definition, and very different results are published based on different interpretations of the figures. The absence of nationally comparable information on success in bringing offenders to justice is a critical gap in available information on police performance. Rather than publish the existing crime clearance data, the Steering Committee is aiming to publish more

comparable information on clearance rates and, more critically, success in bringing offenders to justice by jurisdiction in future reports (see Section 7.4).

*Action steps: efficiency and other indicators*

This first Report presents only a very limited set of partial measures of unit cost and workloads, which attempt to provide some information on efficiency. While it is clearly a difficult task, it is intended that a more appropriate set of efficiency indicators will be developed and included in future reports.

Better indicators and data are also required in some areas of effectiveness, particularly relating to community satisfaction, crime victimisation, and success in bringing offenders to justice.

In relation to community satisfaction, a national annual survey of perceptions is required to provide the necessary information for a number of police performance indicators. More regular national surveys are also needed to provide the necessary data for indicators relating to crime victimisation. Both these activities will involve the ABS.

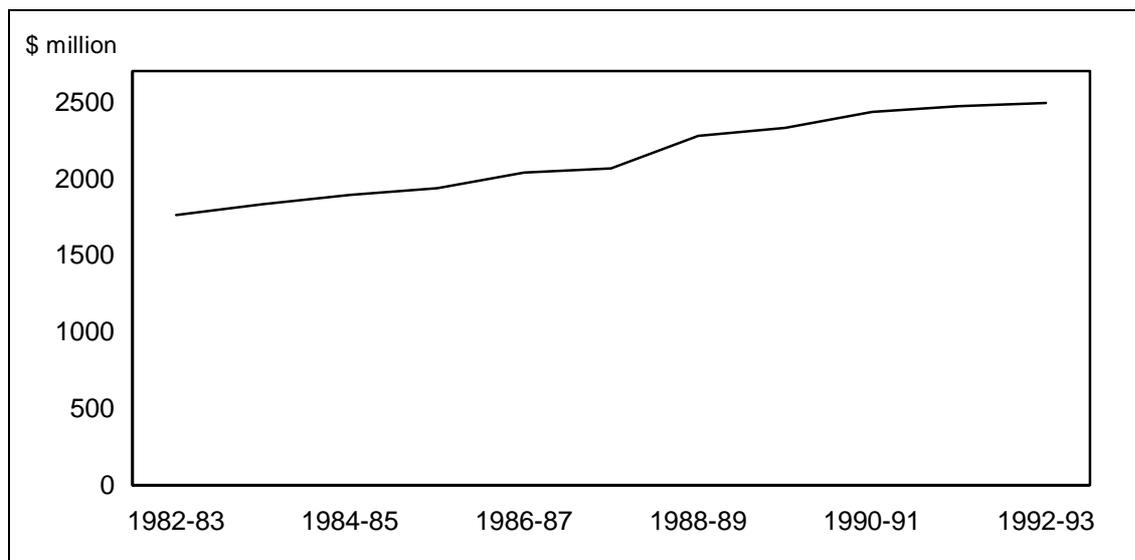
## 7.1 Profile of the sector

Police provide a range of services to the community. In this initial report, the Steering Committee has focussed on the activities of the State and Territory police services. The national policing activities of the Australian Federal Police — except for the general policing services provided in the ACT — are excluded, as are the activities of the specialised law enforcement agencies such as the National Crime Authority.

### Size and growth

Police services are a large and growing part of government expenditure. Total national expenditure on these activities amounted to \$2512 million in 1992–93, accounting for about 4 per cent of all State and Territory Government final expenditure in that year. Over the decade to 1992–93, real expenditure has grown at an annual average of 3.9 per cent (Figure 7.1). This overall pattern fails to reveal some marked differences between individual jurisdictions in expenditure growth.

**Figure 7.1:** Police expenditure, Australia, 1982–83 to 1992–93 (\$ million, 1989-90 constant prices)



Sources: *Government Finance Statistics*, ABS Cat. 5512.0, unpublished statistics, Police services expenditure (GFS code 0311); ABS Cat. 5204.0, Deflators (General government final consumption expenditure; General government capital expenditure).

Approximately 80 per cent of police expenditure is on labour costs. Australia-wide, police services employed around 50 000 people in 1994–95, of which about 80 per cent were sworn police officers. A large proportion of the real increase in police expenditure over the decade to 1992–93 is attributable to increased staffing levels. Police employment grew at an annualised average rate

of 2.3 per cent over this period, compared to total Australian employment growth of 1.9 percent.

### *Per capita expenditure*

Table 7.1 shows that there is significant variation across jurisdictions in per capita Police services expenditure reflecting, in part, social, demographic, and government policy differences.

**Table 7.1:** Real per capita police expenditure, by jurisdiction, 1982–83 to 1992–93 (1989-90 constant prices)

	NSW	VIC	QLD	SA	WA	TAS	NT	ACT	TOTAL
1982–83	91.91	95.94	87.37	102.75	97.82	110.99	310.61	na	94.75
1983–84	93.05	94.35	88.71	102.01	98.74	112.95	309.11	na	95.05
1984–85	96.00	93.69	88.67	102.97	103.18	111.16	270.41	na	95.99
1985–86	96.55	98.24	89.92	99.43	108.40	108.98	260.01	na	97.59
1986–87	99.78	101.95	89.91	104.93	111.52	107.59	254.59	na	100.33
1987–88	108.66	104.70	88.92	107.99	112.53	105.56	271.63	na	104.36
1988–89	117.05	106.76	88.97	116.71	124.19	115.11	286.11	na	109.97
1989–90	123.34	112.14	88.12	111.50	119.41	118.76	286.54	na	112.52
1990–91	121.35	113.97	93.74	113.70	122.59	118.11	287.18	180.72	116.70
1991–92	119.00	116.75	98.95	115.49	123.65	109.08	409.91	167.76	118.44
1992–93	116.52	123.31	103.82	122.79	124.75	113.74	411.73	155.47	120.71

Source: ABS 5512.0, unpublished statistics (Police expenditure); ABS 3102.0 (Population); ABS 5204.0 (Deflator: General government final consumption expenditure).

## **Institutional arrangements**

Although State and Territory police are generally restricted to operate within jurisdictional borders, inter-state co-operation occurs in a number of ways. Agreements between jurisdictions enable those arrested in one jurisdiction to be extradited for crimes committed in another. Formal co-operative mechanisms also exist through the Australasian Police Ministers' Council (APMC) and the Ministerial Council on Drug Strategy. There are also a number of national common police services which are responsible to the APMC via their respective Boards of Control. These are:

- The National Police Research Unit (NPRU), which conducts or sponsors research to identify and promote international best practice in service delivery to the community;
- The Australian Bureau of Criminal Intelligence (ABCI) which provides facilities for the collection, collation, analysis and dissemination of criminal intelligence to assist State and Territory police and federal agencies combat organised crime;

- The National Exchange of Police Information (NEPI) which provides infrastructure and information technology services that facilitate lawful access to police information on an Australia-wide basis;
- The National Institute of Forensic Science (NIFS) which sponsors and supports research into forensic science of common interest to all law enforcement parties;
- The National Crime Statistics Unit (NCSU) which is responsible for the development of concepts, definitions, classifications and standards for the production and publication of comparable national crime statistics; and
- The Australian Institute of Police Management (AIPM) which provides tertiary level development programs for police managers and executives.

Other bodies include State and Territory agencies such as the Queensland Criminal Justice Commission (CJC), and the Australian Institute of Criminology.

## **7.2 Objectives of police services and key performance indicators**

### **The relationship between police objectives and those of the broader criminal justice system**

There is close connection between police services and other elements of the justice system such as public prosecution, the courts and corrective services. At the broadest level, the objectives of police services, along with those of courts and corrective services, relate to the achievement of community safety.

Police activities can have a significant impact on outcomes in other parts of the justice system. For example, the quality of decision making in the criminal courts system may be affected by the quality of the policing work that preceded cases coming to trial. Conversely, activities in other elements of the criminal justice system may impact on outcomes in areas that relate to police activities. For example, success in bringing offenders to justice requires efforts by the Crown Prosecutor and the courts system generally as well as the police.

The importance of these linkages is emphasised in the *Directions in Australasian Policing* which identifies the need to further develop closer partnerships with community and other groups.

These linkages are also important in understanding the objectives of police services and interpreting performance indicators which address each of these objectives.

## Objectives of police services

Police services pursue three main objectives:

- to protect, help and reassure the community;
- to prevent crime; and
- to enforce the law.

These objectives are closely interlinked. Some police activities, such as street patrol, may fulfil all three objectives at once, reassure the community and prevent crime through their presence, while enforcing the law by being "on the scene" when criminal acts are committed. The interlinked nature of these objectives means that several indicators can relate to more than one objective. It also means that isolating inputs and outputs to establish unit cost measures is difficult.

The objectives, and the indicators that have been developed to address them, are outlined below and summarised in Figure 7.2.

### *Protect, help and reassure the community*

Police activities aimed at achieving this objective focus on formal and informal contact with the community, both at the individual and group level. They include responding to calls for assistance; community consultation and support; traffic and general patrols; and search and rescue operations. In addition, policing includes key aims relating to the provision of services with professionalism, impartiality and integrity.

The information presented in this chapter addressing this objective includes data on satisfaction with police services, public perceptions of safety, road trauma and crime reporting rates. Complaints information is also included.

### *Crime Prevention*

A key objective of police is the prevention of crime through activities such as maintaining a visible police presence, community safety and education, cautioning and diversion schemes.

Crime prevention strategies can provide a cost effective approach to the problems associated with crime in our society. These strategies can include, for example, situational crime prevention measures such as better lighting in particular neighbourhoods and property which is more resistant to vandalism. Police have an educative role in promoting and providing advice about these crime prevention strategies to the community. Additionally, changes in social behaviour can be achieved by 'social' crime prevention measures, such as racial awareness programmes.

It should be noted, however, that police performance is one of several factors affecting the level of crime. Other factors might include macro economic variables, particularly the level of unemployment and the incidence of poverty, and the strength of community networks and support. Accordingly, crime rates

as an indicator of police effectiveness need to be interpreted with some care. Nevertheless, reduction in the level of crime is a core aim of police and is a key performance indicator.

In this regard, information on the total number of *reported* crimes by type of offence, and the estimated *total* number of crimes by type of offence are presented in this chapter.

### *Law Enforcement*

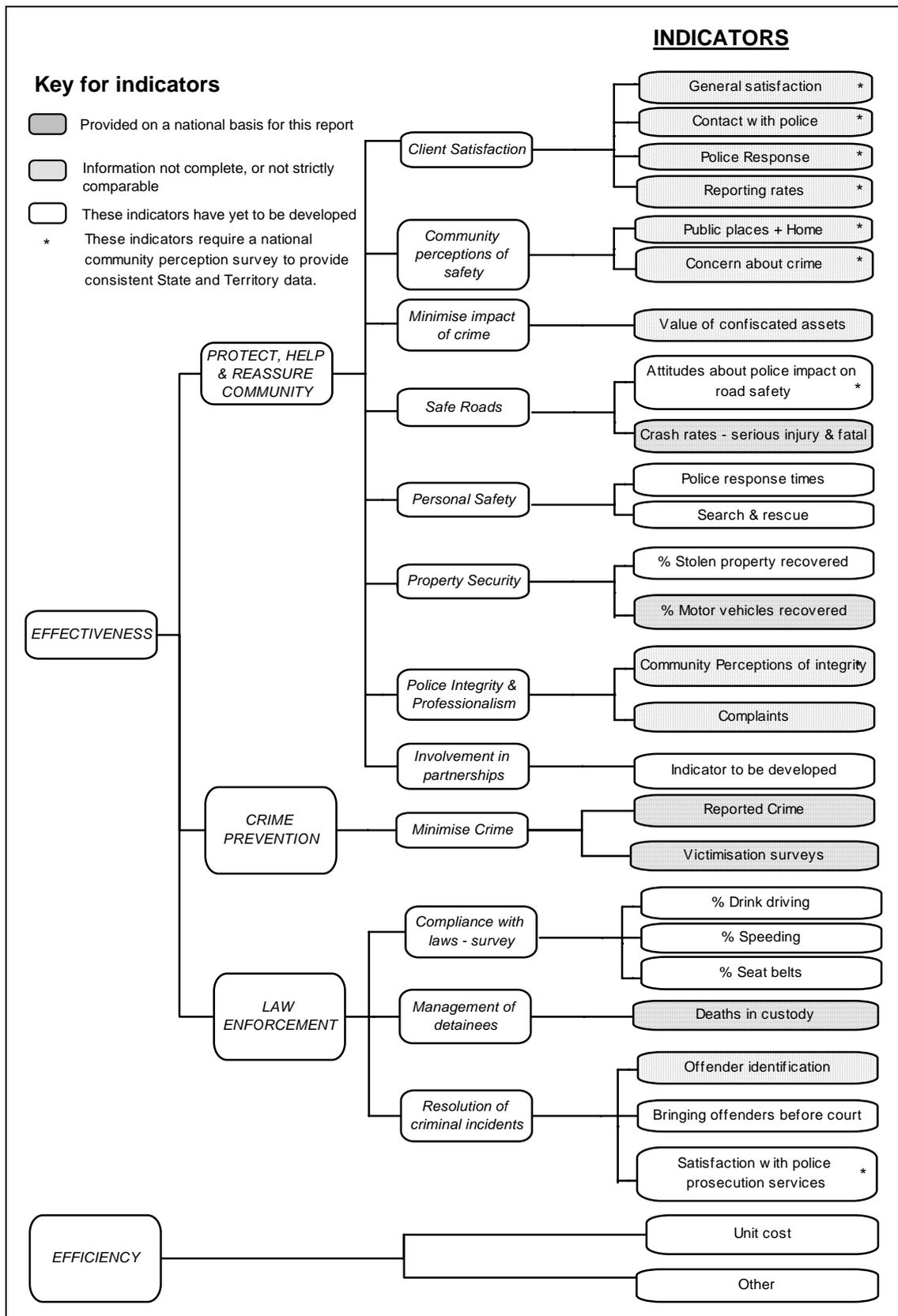
A significant amount of police activity is targeted towards law enforcement, including crime investigation, the identification and apprehension of offenders and preparatory work assisting the prosecution of offenders, traffic management and, in some jurisdictions, the management of detainees. It is intended that in future reports information will be presented on police success in bringing offenders to justice. This first report presents information on the duty of care for persons in police custody or under police control.

### **Relationship between police services objectives and those of other agencies**

Police work also has significant links with community service agencies. As crime is often the physical symptom of social malaise, police services often have the same clients as social service providers. Both organisations deal with the cause and effects of social dysfunction and implement programs aimed at reducing the likelihood of criminal activity.

For instance, in the area of road safety, the outcome of lower road trauma is affected by several factors in addition to the effectiveness of policing. These include vehicle and road design, traffic volume, driver education and timely access to medical facilities. Accordingly, road safety strategies use a co-operative inter-agency approach involving police, emergency services plus road and traffic authorities. However, affecting driver behaviour remains an objective of police.

**Figure 7.2: Preliminary framework of indicators for police**



### **7.3 Summary of results**

A core set of indicator data have been compiled for this Report and results are set out below. It should be noted, however, that as is the case for other service areas, there are differences between States and Territories, and gaps and limitations in the data available. These inhibit the capacity to make extensive comparisons between jurisdictions at this stage.

#### **Protecting, helping and reassuring the community**

##### *Community satisfaction with police*

The Steering Committee commissioned the ABS to conduct a small national survey on community attitudes relating to police performance. The survey was conducted by the ABS in August 1995 through the Population Survey Monitor instrument and covered a sample size of 2000 respondents (see Box 7.1). In order to collect more comprehensive information on an ongoing basis, a national commitment to continuing survey activities is required (see section 7.4 'Future directions')

The results show that a majority (nearly 70 per cent) of respondents are satisfied or very satisfied with police performance. This result appears to be broadly consistent with those of other studies commissioned by police services within various States and Territories over recent years. Less than 15 per cent indicated they were dissatisfied or very dissatisfied.

In addition, around 76 per cent of people who had contact with the police in the last 12 months were satisfied with the treatment they received.

Public confidence in police services was also indicated through the response to the question relating to whether "Police treat people equally and fairly". Most (55 per cent) agreed or strongly agreed with this statement, compared to 24 per cent who disagreed or strongly disagreed.

##### *Other indicators relating to community attitudes*

#### **Community complaints**

Comparisons cannot be made between jurisdictions based on complaints data as policies and practices differ markedly between jurisdictions in terms of registering and responding to complaints by the community.

The available data suggest that nationally, in excess of 20 000 complaints were registered concerning police in 1994–95. The level of complaints appear to have increased in Queensland and South Australia over the last three years and remained fairly constant within other jurisdictions. These apparent increases, however, may have been driven by policy and legislative changes which have increased the number of recorded complaints. Given the move by police services towards a more client based focus, the increased reporting and

recording of complaints is seen as a positive sign of the public's confidence that complaint matters will be appropriately addressed.

### Box 7.1: Survey Results: Community Attitudes to Police services

**Survey details:** National survey conducted by the Australian Bureau of Statistics in August 1995. Instrument: ABS Population Survey Monitor. Number of Respondents: 2,000. Sample size, by jurisdiction:

NSW	482	VIC	416	SA	254
QLD	340	WA	241	TAS	136
NT	44	ACT	87	TOTAL	2000

#### Question: How satisfied were you with the service you received during your most recent contact with the police?

Responses	%		%		%
Very Satisfied	35.4	Satisfied	40.7	Neither	8.6
Dissatisfied	8.0	Very dissatisfied	6.8	Don't know	0.2

Note: The above responses relate only to the 51.1% of persons who had contact with police over the previous 12 months.

#### Question: How satisfied are you in general with the services provided by police?

Responses	%		%		%
Very Satisfied	19.8	Satisfied	48.2	Neither	17.5
Dissatisfied	10.4	Very dissatisfied	2.3	Don't know	1.8

#### Question: To what extent do you agree or disagree with the following statement about the police: "Police treat people fairly and equally"

Responses	%		%		%
Strongly agree	9.0	Agree	45.7	Neither	18.9
Disagree	19.6	Strongly disagree	4.0	Don't know	2.9

#### Question: To what extent do you agree or disagree with the following statement about the police: "I do not have confidence in the police"

Responses	%		%		%
Strongly agree	2.8	Agree	12.2	Neither	15.2
Disagree	57.7	Strongly disagree	10.7	Don't know	1.4

Note: Figures may not add to 100.0 per cent due to rounding.

### **Non-reporting of crime**

Not all crimes are reported to the police. One of the factors that affects the decision to report crime is the attitude of the community to the effectiveness of the police. As such, survey data on crime victims can provide an insight into community attitudes to police.

The crime victimisation survey conducted by the ABS in 1993 questioned victims as to why they did not report crime. The results show that there are a variety of reasons for non-reporting of crime. As Table 7.2 shows, a lack of confidence that police will take action is only a small factor, reinforcing the other data presented in this chapter that there is a relatively high level of public confidence in police. Nationally, depending on the type of offence, only 7 to 16 per cent of respondents indicated that "they did not think the police would do anything about it".

**Table 7.2:** Victims of crime<sup>1</sup> in the last 12 months: type of offence by main reason why police not told about last incident, Australia, April 1993

<i>Main reason why police not told about last incident</i>	Household Crime			Personal Crime		
	<i>Break &amp; Enter</i>	<i>Attempted Break &amp; Enter</i>	<i>Motor Vehicle Theft</i>	<i>Robbery</i>	<i>Assault</i>	<i>Sexual Assault</i>
	%	%	%	%	%	%
Too trivial/unimportant	17.5	17.6	*10.2	38.0	34.6	*3.5
Someone else told police	*1.9	*1.8	-	*1.3	*1.3	*0.7
Police could not do anything	15.3	12.8	*12.0	8.8	6.8	*7.2
Police would not do anything	10.2	15.9	-	8.3	7.2	*9.1
Private matter	*6.1	*2.3	*3.3	6.2	11.5	27.7
Did not want offender punished	*2.9	*0.9	*2.5	*0.8	*1.5	*3.4
Too confused/upset	*1.2	*0.5	-	*0.4	*0.8	*1.6
Afraid of reprisal/revenge	*0.2	*0.4	-	*4.8	5.5	19.8
Told someone else	-	*0.1	-	*0.8	*1.4	-
Nothing stolen	17.0	..	..	..	..	..
Not covered by insurance	*2.1	*0.4	*5.1	..	..	..
Couldn't tell date of break-in	*4.8	3.3	..	..	..	..
No actual break-in	..	24.8	..	..	..	..
Other reasons	20.7	19.1	66.9	30.6	29.3	27.1
<b>Total victims (a) where police not told of last incident</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>

Source: *Crime and Safety, Australia: ABS Cat. 4509.0*

Notes: 1. *Victim* refers to a household in the case of household crimes, and a person in the case of personal crimes.

\* estimate is subject to a relative standard error of between 25 per cent and 50 per cent.

.. not applicable.

- nil occurrences or rounded to zero.

Two other dimensions of the objective 'Protect, help and reassure the community' are road safety and property security.

### *Road safety*

Australia-wide, in 1994–95, the rate of road crashes resulting in death or hospitalisation was 100 per 100 000 population.<sup>2</sup> There was significant variation across jurisdictions, ranging from 74.9 crashes per 100 000 population in Victoria to around 195 in the ACT and NT<sup>3</sup>.

<sup>2</sup> A *hospitalisation crash* is a road crash in which at least one person was classified by police as admitted to hospital from resulting injuries but in which there were no fatalities. A *fatal crash* is a road crash which results in the death of a person within 30 days.

<sup>3</sup> The figures presented in this Report are based on police statistics supplied by jurisdictions. This is because of long delays in the publication of the more comprehensive Federal Office

### *Property Security*

Data were provided by jurisdictions relating to the proportion of stolen motor vehicles that are recovered. Nationally, around 85 per cent of motor vehicles which are stolen in Australia are recovered. There is little variation across jurisdictions and this figure has remained constant over the period 1992–93 to 1994–95.

## **Prevent crime**

### *Reported crime*

Data on nationally comparable reported crime statistics are only available for a range of offences for 1993 and 1994<sup>4</sup>. In future, it is expected that trend information over a longer time frame will be reported along with a greater range of offences. These data show that reported rates of crime have increased for Motor Vehicle Theft, Unarmed Robbery and Sexual Assault. Apart from Unlawful Entry With Intent (UEWI), these are the three most common categories of NCSU reported crime in Australia - see Tables 7.3a and 7.3b.

Tables 7.3a and 7.3b show that between 1993 and 1994, the incidence of reported crimes has declined nationally for Armed Robbery, Kidnapping/Abduction, Unlawful Entry with Intent and Driving Causing Death. In addition, these tables show there is significant variation across jurisdictions in the incidence of crime.

The only category for which there was a greater than 5 per cent change was Robbery (Armed and Unarmed), where the reported crime rates increased by about 8 per cent (see Table 7.3b).

Reported crime data only give a partial picture as many crimes are not reported to the police. Community victimisation surveys (discussed below) suggest that reporting rates vary considerably depending on the type of offence, with offences against the person generally having significantly lower reporting rates than for property offences. For example, the latest survey suggests that Australia-wide more than 67.5 per cent of Assault and 75 per cent of Sexual Assault incidents were not reported to the police in 1993, compared to less than 10 per cent for Motor Vehicle Theft and about 20 per cent of breaking and entering incidents.

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of Road Safety (FORS) statistics, which also show crash injuries which police are not informed of.

<sup>4</sup> Prior to 1993, differences in State and Territory legislation and statistical procedures made meaningful comparisons at the national level impossible. The figures for 1993 and 1994 reflect efforts by all jurisdictions, in conjunction with the NCSU, to develop national classifications and counting rules for a selected range of offences. It should be noted that differences in police practices and administrative record systems across jurisdictions can result in differences in the number of crimes recorded and therefore available to be classified according to the national standards.

**Table 7.3a:** Reported number of victims<sup>1</sup> per 100 000 population, by jurisdiction, 1994

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUST
Murder	1.77	1.25	1.31	2.29	1.77	1.06	5.84	1.00	1.61
Attempted Murder	1.02	1.25	4.38	1.65	2.45	1.27	2.34	0.66	1.87
Manslaughter	0.17	0.11	0.19	0.65	0.00	0.00	0.00	0.00	0.18
Driving Causing Death	1.88	0.34	0.53	1.88	1.02	0.00	1.75	0.00	1.10
Sexual Assault	76.15	75.69	62.84	80.62	100.76	29.64	105.20	32.90	74.41
Kidnapping / Abduction	3.73	2.21	2.69	2.41	4.69	3.60	5.26	0.33	3.07
Armed Robbery	36.65	17.60	26.99	34.31	31.77	13.12	8.18	21.27	28.36
Unarmed Robbery	84.77	18.97	33.53	37.25	71.30	17.99	22.79	21.93	50.01
Blackmail / Extortion	0.15	1.90	1.06	1.23	1.09	0.21	0.58	0.33	0.94
Unlawful Entry With Intent	1983.14	1614.35	2295.94	3285.21	2437.20	2803.34	2637.05	1660.68	2130.50
Motor Vehicle Theft	751.51	618.86	517.00	976.85	636.14	361.13	448.28	533.73	671.18

Source: *National Crime Statistics: ABS Cat. 4510.0*

Note: 1 The definition of *victim* in the national statistics varies according to the offence category:

- Victim refers to a place/premise for Unlawful Entry With Intent offences.
- Victim refers to an individual person for Murder, Attempted Murder, Manslaughter, Driving Causing Death, Sexual Assault, Kidnapping/Abduction.
- Victim refers to either an individual or an organisation for Robbery offences and Blackmail/Extortion.

**Table 7.3b:** Reported number of victims<sup>1</sup> per 100 000 population, by jurisdiction, 1993

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUST
Murder	1.95	1.23	1.51	1.73	2.19	1.27	7.09	0.67	1.70
Attempted Murder	1.37	1.46	4.59	0.84	3.55	0.64	4.13	1.00	2.09
Manslaughter	0.10	0.09	0.26	0.60	0.34	0.00	2.36	0.00	0.21
Driving Causing Death	1.67	0.81	1.19	1.43	1.16	0.42	3.54	0.00	1.26
Sexual Assault	63.31	71.64	74.52	75.34	107.53	26.73	115.18	27.10	71.11
Kidnapping / Abduction	5.22	1.50	3.88	1.97	5.13	2.76	1.77	1.00	3.56
Armed Robbery	38.57	22.15	30.30	28.34	33.50	9.55	8.27	18.07	30.15
Unarmed Robbery	61.51	20.45	32.00	29.71	82.92	12.94	19.49	20.41	42.28
Blackmail / Extortion	0.13	1.28	1.35	0.30	1.85	0.00	0.00	1.00	0.80
Unlawful Entry With Intent	1841.60	1804.13	2425.61	3147.77	2842.23	2533.52	2177.79	1906.99	2164.91
Motor Vehicle Theft	651.38	616.21	505.33	966.89	703.53	281.71	443.59	561.39	637.60

Source: *National Crime Statistics: ABS Cat. 4510.0*

Note: 1 The definition of *victim* in the national statistics varies according to the offence category:

- Victim refers to a place/premise for Unlawful Entry With Intent offences.
- Victim refers to an individual person for Murder, Attempted Murder, Manslaughter, Driving Causing Death, Sexual Assault, Kidnapping/Abduction.
- Victim refers to either an individual or an organisation for Robbery offences and Blackmail/Extortion.

If the rate of non-reporting for crime categories is known and stable over time and the legislative framework is unchanged, then time series of reported crime figures can provide a reasonable estimate of trends in crime. Comparisons based on victimisation surveys conducted by the ABS (discussed in more detail below) indicate that national reporting rates for most categories in 1993 differed only marginally from those in 1983<sup>5</sup>, suggesting that there may be some stability in the national pattern of reporting.

### *Crime victimisation surveys*

Another approach to identifying the level of crime is through direct surveys of the community. By randomly surveying individuals about whether they have been victims of crime within a recent fixed period, this technique captures unreported, as well as reported, incidents to give a more complete indication of crime levels.

Two national community surveys have been conducted by the Australian Bureau of Statistics (in 1983 and 1993) which estimate the total level of crime in a number of major categories. These surveys seek information on whether respondents have been victims of crime within the previous 12 month period.

The results of these surveys (see Tables 7.4b and 7.4c) show that nationally there was only limited variation in apparent victimisation rates (victims of crime per 100,000 population) in 1993 compared to 1983. In particular, there was only a 5 per cent or less statistically significant change in the national victimisation rates for Break and Entry/Attempted Break and Entry, Motor Vehicle Theft and Sexual Assault.

In addition, in 1995 crime victimisation surveys were undertaken in NSW, Victoria, Queensland, SA and the ACT (see Table 7.4a). These State and Territory based surveys used the same methodology as the national survey and as such the three surveys are comparable. Care is required, however, in drawing conclusions based on comparisons between the 1995 and 1993 surveys for particular jurisdictions because of the small numbers involved in some cases. The conclusions are summarised below:

NSW: There has been a statistically significant increase in the victimisation rate for all categories of offence other than: Sexual Assault — for which there has been a significant fall — and Motor Vehicle Theft and Assault, both of which are unchanged from their 1993 level.

Victoria: The prevalence of all crime types is unchanged — none of the observable differences between the 1993 and 1995 survey results are statistically significant.

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<sup>5</sup> It should be noted that the 1983 survey only covered a limited number of offences - it is possible that reporting rates have changed for offence types not covered in both surveys.

Queensland: The rates of Robbery, Break and Enter, and Attempted Break and Enter have all risen significantly, with no statistically significant change in Sexual Assault, Assault and Motor Vehicle Theft.

SA: Other than a fall in Motor Vehicle Theft, there has been no statistically significant change in the level of victimisation.

ACT: As with Victoria, the prevalence of crime in the ACT is unchanged - none of the observable differences between the 1993 and 1995 are statistically significant.

These surveys are clearly not without limitations, including the limited coverage of the surveys in terms of the small number of offence categories, the infrequency with which the surveys are undertaken, and the limited confidence that can be attached to the data relating to the less prevalent crime types and in smaller jurisdictions due to the small number of observations. The need to address these issues is discussed further in Section 7.4 'Future directions'.

**Table 7.4a:** Estimated victims<sup>1</sup> of property offences per 100 000 households<sup>2</sup> and offences against the person per 100 000 population<sup>2</sup>, unreported and reported offences, by jurisdiction, 1995

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUST
<i>Property offences</i>									
Break and enter (B&E)	5300	3200	6300	na	4600	na	na	4500	na
Attempted Break and enter	4100	2300	5500	na	4000	na	na	4500	na
B&E or Attempted B&E <sup>3</sup>	8500	5000	10300	na	7700	na	na	7900	na
Motor Vehicle Theft	2100	1500	1400	na	1100	na	na	*1000	na
<i>Offences against person</i>									
Robbery	1700	800	1900	na	1100	na	na	1300	na
Assault	2700	2400	3200	na	2900	na	na	3800	na
Sexual Assault <sup>4</sup>	500	*100	600	na	300	na	na	1300	na

Sources: *Crime and Safety, NSW, 1995*: ABS Cat. 4509.1; *Crime and Safety, Victoria, 1995*: ABS Cat. 4509.2; *Crime and Safety, Queensland, 1995*: ABS Cat. 4509.3; *Crime and Safety, SA, 1995*: ABS Cat. 4509.4; *Crime and Safety, ACT, 1995*: ABS Cat. 4509.8.

Notes 1 Victim refers to a household in the case of household crimes and a person in the case of personal crimes.  
 2 Ratio derived by multiplying the percentage victimisation rate shown in ABS 4509 by 100,000  
 3 Because an individual household or person could be a victim of both types of offence, figures given for individual offence types do not sum to the figures in this row.  
 4 Sexual Assault questions were asked only of females aged 18 years and over.  
 \* Estimate is subject to a relative standard error of between 25 per cent and 50 per cent.  
 na Not available.

**Table 7.4b:** Estimated victims<sup>1</sup> of property offences per 100,000 households<sup>2</sup> and offences against the person per 100,000 population<sup>2</sup>, unreported and reported offences, by jurisdiction, 1993

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUST
<i>Property offences</i>									
Break and enter (B&E)	3700	3300	5200	7500	5000	4000	7400	5000	4400
Attempted Break and enter	2600	2600	3200	4900	3800	2000	5400	4900	3100
B&E or Attempted B&E <sup>3</sup>	5700	5400	7500	11000	8100	5600	10600	8900	6800
Motor Vehicle Theft	2000	1700	1300	2200	1700	1000	*700	*800	1700
<i>Offences against person</i>									
Robbery	1300	1000	1200	1300	1300	800	1700	1700	1200
Assault	2600	2200	2900	2200	2500	2800	3600	3500	2500
Sexual Assault <sup>4</sup>	800	500	500	*300	800	*500	*200	*900	600

Source: *Crime and Safety, Australia, 1993*: ABS Cat. 4509.0 (Table 1.2)

Notes: See Table 7.4c notes below.

**Table 7.4c:** Estimated victims<sup>1</sup> of property offences per 100 000 households<sup>2</sup> and offences against the person per 100 000 population<sup>2</sup>, unreported and reported offences, by jurisdiction, 1983

	NSW	VIC	QLD	WA	SA	TAS	NT	ACT	AUST
<i>Property offences</i>									
B&E or Attempted B&E <sup>3</sup>	6700	5600	5800	5700	6400	*3600	*8500	*5300	6100
Motor Vehicle Theft <sup>5</sup>	..	..	..	..	..	..	..	..	..
<i>Offences against person</i>									
Robbery	800	400	400	700	*400	**	**	*700	600
Assault	3000	3800	2900	4300	4000	*1400	*6500	*4800	3400
Sexual Assault <sup>4</sup>	600	*400	*400	*700	*300	**	**	*900	500

Source: *Crime and Safety, Australia, 1993*: ABS Cat. 4509.0 (Table 1.1)

- Notes
- 1 Victim refers to a household in the case of household crimes and a person in the case of personal crimes.
  - 2 Ratio derived by multiplying the percentage victimisation rate shown in ABS 4509.0 by 100 000
  - 3 Because an individual household or person could be a victim of both types of offence, figures given for individual offence types do not sum to the figures in this row. The 1983 survey did not ask separate questions for Break & Enter and Attempted Break & Enter.
  - 4 Sexual Assault questions were asked only of females aged 18 years and over.
  - 5 Data on Motor Vehicle Theft were collected in the 1983 survey, however the questions were asked of the person whereas in the 1993 and 1995 surveys the questions were asked of the household.
- \* Estimate is subject to a relative standard error of between 25 per cent and 50 per cent  
 \*\* Estimate is subject to a relative standard error of over 50 per cent  
 .. not applicable (due to non comparability)

## Enforcement of the law

### *Crime clearance statistics*

Many jurisdictions record information on crime clearance rates at a system-wide level. Due to differences in methodologies, however, there is limited comparability between jurisdictions, or, in some cases, within jurisdictions, over time. In addition, many of these crime clearance statistics do not distinguish between crimes cleared due to police activity (through arrests) and crimes cleared for other reasons (for example, withdrawal of charges by the victims).

Processes are currently being established to ensure a nationally consistent approach to the collection and reporting of information on crime clearance data by the ABS. Further work is also required to develop more extensive information relating to success in bringing offenders to justice, which tracks the outcome of court processes following arrest and charging. (see section 7.4, 'Future directions').

The limited data available suggests that success in bringing offenders to justice varies significantly according to the type of crime. Generally, there is a lower level of success in apprehending perpetrators of property offences than offences against the person. For example, South Australia report that for cases outstanding at the start of 1994–95, plus those committed during the year, offenders had been identified in less than 15 per cent of property crimes but over 60 per cent of Assault cases.

### *Duty of care for persons under police custody or control*

In the last three years there has been a significant fall in the number of deaths in police custody and custody related incidents Australia-wide, from 36 in 1992–93 to 21 in 1994–95.<sup>6</sup>

## Efficiency

A comprehensive suite of indicators relating to the efficiency of police activities is yet to be developed. A discussion of the developmental work required is outlined in Section 7.4 'Future directions'.

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<sup>6</sup> Note that the definition includes deaths where a person:

- (i) *is in prison custody or police custody or detention as a juvenile;*
- (ii) *whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care whilst in such custody or detention;*
- (iii) *who dies or is fatally injured in the process of police or prison officers attempting to detain that person; and*
- (iv) *who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody or police custody or juvenile detention.*

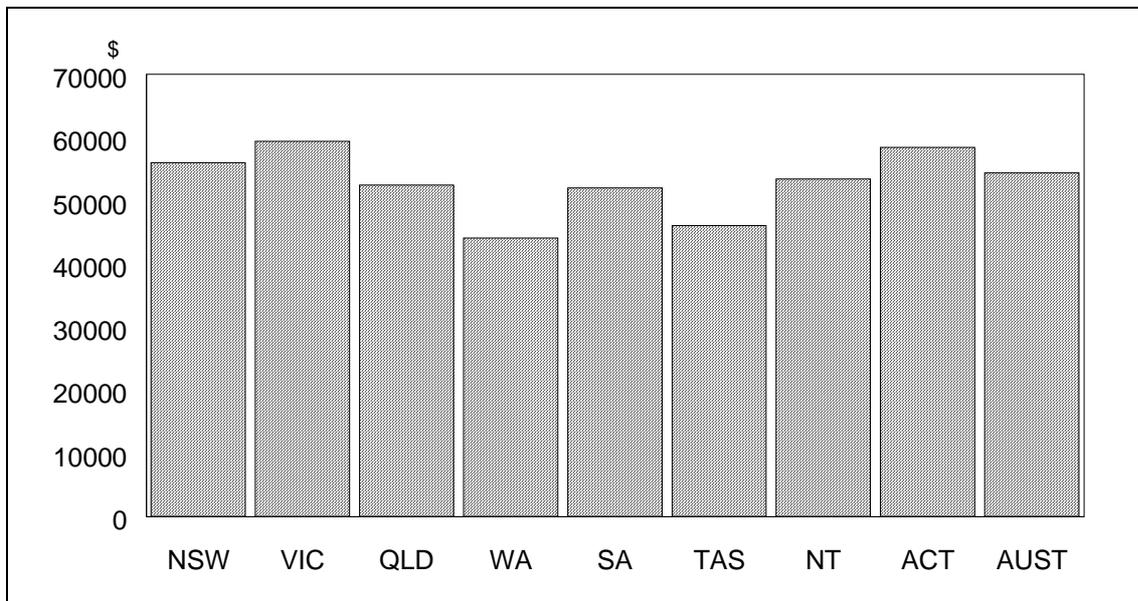
Source: Dalton, V. and McDonald, D. 1995 *Australian Deaths in Custody and Custody Related Police Operations, 1994*, (Deaths in Custody, Australia, No. 9), Australian Institute of Criminology, Canberra.

The data that are available relate to the overall per capita expenditure on police services, the average cost of labour and some information relating to average vehicle costs. Clearly this information, which relates inputs to outputs, only provides a very limited insight into efficiency.

*Average staffing costs*

The average salary cost per sworn appears to vary considerably Australia-wide (see Figure 7.3). This variation appears to be significant, however in making comparisons across jurisdictions, readers should note that figures for WA, Tasmania and the NT exclude major on-costs which are counted in the figures for all other jurisdictions. The figures for WA and the NT exclude superannuation contributions. In addition, the WA figure excludes payroll tax and Tasmania's figure omits the cost of redundancy payments.

**Figure 7.3:** Average salary cost per sworn officer, by jurisdiction, 1994–95



Notes NSW figure uses accrual accounting methodology. All other jurisdictions on cash accounting systems. WA figure excludes pay-roll tax and employer superannuation contributions. NT figure excludes employer superannuation contributions. Tasmania figure, salaries exclude redundancy costs.

**7.4 Future directions**

A significant effort is required to develop a full set of indicators of effectiveness and efficiency for police and to improve the completeness and quality of data for existing indicators. The key directions for future work are outlined below.

**Ongoing national surveys of community perceptions**

A large number of agreed police indicators of effectiveness require the collection of survey data. At this stage some jurisdictions conduct community surveys for their own management purposes but these are not comparable.

Several jurisdictions do not have a survey program in place. The Steering Committee proposes that all jurisdictions commit to an ongoing national survey undertaken by the ABS.

While this will have cost implications, these may be partially offset by the savings derived from reducing the need for extensive State and Territory based survey activity. Some flexibility would need to be retained to allow jurisdictions to add additional questions to the questionnaire in order to reflect regional issues.

### **Development of comparable data relating to bringing offenders to justice**

The National Crime Statistics Unit has committed to developing national counting rules for the collection of comparable data relating to the outcomes of investigations, which will provide better crime clearance information than currently exists but stops short of a full measure of success in bringing offenders to justice at this stage. Depending upon jurisdictions' ability to collate historical information into the required form, it is anticipated that some comparable information will be available for inclusion in the next report of the Steering Committee. Further work will then be required to develop measures of success in bringing offenders to justice which requires the tracking of alleged offenders through court processes.

### **Crime victimisation surveys**

The ABS has scheduled national crime victimisation surveys at five year intervals. Given the importance of this information in establishing an understanding of the true level of crime in Australia, the Steering Committee strongly recommends that the frequency of these surveys be increased to once every two years, recognising that this may have cost implications for both the ABS and individual jurisdictions.

### **Efficiency indicators**

While it is clearly a difficult task, a focus of work for the next report will be the development of efficiency indicators.

It is difficult to develop efficiency indicators for police for two reasons. First, for many police activities there are no clearly defined units of outputs. For example, a significant amount of police activity relates to crime prevention, for which there is no obvious unit of output upon which to base unit cost or productivity measures. Second, even if units of output could be clearly identified, it is difficult to separately identify the inputs that are devoted to delivering them. For example, a police patrol may be delivering three outputs simultaneously: crime prevention (through their public presence), crime detection (by being "on the scene" when offences occur) and apprehension of criminals.

The Steering Committee, however, is of the view that these difficulties are surmountable. Work is required to develop an agreed set of identifiable outputs and an approach to estimating the proportion of police resources devoted to delivering each of them. The optimal approach will be one that balances the aim of collecting accurate, robust data with the cost of establishing processes for the collection of this information. It may also be possible to develop system-wide indicators of overall efficiency which relate the total cost of police activity to some system-wide measure of total outputs.

### **Other action required**

Further work is also required to:

- develop indicators for other dimensions of police effectiveness;
- improve the definition of some existing indicators; and
- improve the quality of information relating to the value of fixed capital.

## **7.5 Performance indicators by jurisdiction**

## New South Wales - jurisdiction's own comments

“ The Mission of the NSW Police Service is "*Police and community working together to establish a safer environment by reducing violence, crime and fear*". The Vision is that "*By the end of the decade, NSW will have the safest streets in Australia*". The priority areas for the Service are the Key Result Areas (KRAs) of Personal Safety; Property Theft; Street Safety; Road Safety; Safety in Custody; Alcohol & Drug Related Crime; and Victim Support.

The Police Service recognises that it cannot achieve its Mission and Vision alone. For its part, the Service seeks to improve its own performance by better practices and by adopting a more proactive style of operation focussed on outcomes and effectiveness - a better quality of life for the whole community.

Direct service delivery to the people of NSW is initially through 165 Patrols, which are grouped into 25 Police Districts and 4 Regions. Support to operations in the field is provided by various Commands, for example: Technical and Forensic Services, State Incident Investigations, Intelligence Services and other operational support functions; Drug, Fraud and Licensing enforcement; Professional Responsibility and Human Resources.

The provision of policing services, aimed primarily at meeting customer needs, in multi-cultural communities is complex. Customer needs are identified through community surveys and by focus group discussions of the expectations of groups of clients (eg, victims of property crime). Patrol Commanders, who are responsible for the delivery of services in their areas, must implement policy with due consideration of local priorities and the specific needs of their direct clients, on a 'case by case' basis.

The emphasis on prevention rather than reactive policing confounds traditional output measures, as there are inherent difficulties in measuring something which does not occur. To meet needs, police are assigned to functional duties as criminal investigators, highway patrol, station administration, beat or other general duties. The activities performed, however, cross-over such functional lines, the Key Result Areas and style of operation (ie reactive or proactive), often contemporaneously. This is not to imply that efficiency is disregarded, but that input/output (activity) measures are not necessarily appropriate for the determination of "value for money" in policing.

The efficiency indicators shown in this Report are "interim" and further refinement of indicators will provide the basis for meaningful discussion of improvement opportunities for policing.

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## New South Wales, 1992–93 to 1994–95, descriptors

**Table 7.5:** Descriptive data

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising:	1	\$'000	1118877	980942	1080061
A101	- Salaries and payments in the nature of salaries		\$'000	929196	777015	860910
A10R	- Other recurrent		\$'000	170616	180237	189856
A105	- Depreciation		\$'000	19065	23690	29295
A107	Revenue from own sources		\$'000	15729	23292	19621
A10	Total Recurrent expenditure less Revenue from own sources		\$'000	1103148	957850	1060440
A11	Total capital expenditure		\$'000	56550	51688	40553
A1	Total Expenditure		\$'000	1159698	1009538	1100993
A2	Average police staff salaries		\$	63451	50714	56009
A3	Average non-police staff salaries		\$	41710	44406	52623
A5	<i>Total number of staff, by category:</i>	2		16012	15963	16185
A51	Sworn police officers, uniformed			10532	10323	10645
A52	Sworn police officers, non-uniformed			2413	2395	2425
A53	Civilian			2585	2748	2449
A54	Other			482	497	666
A6	<i>Total value of assets, comprising:</i>		\$'000	527046	540348	539951
A61	Buildings, land, fittings		\$'000	477345	465445	453756
A62	Other		\$'000	49701	74903	86195
A7	Number of gazetted police stations			466	470	473

Notes: 1 Accrual accounting was introduced in 1992–93. Accounts for 1992–93 show full actuarial calculations for the cost of police superannuation. From 1993–94 the State assumed liability for much of the costs of superannuation which is reflected in the lesser expenditure shown in 1993–94 and 1994–95.

2 EFT not able to be derived retrospectively. Figures are actual numbers at 30 June.

**New South Wales, 1992–93 to 1994–95, effectiveness****Table 7.6:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1.</b>	<b>To protect, help and reassure the community</b>					
<b>B1.3</b>	<b>Minimise Impact of crime</b>					
B1321	Estimated \$ value of assets confiscated in year		\$'000	4603	1628	3376
B1322	\$ value of funds realised in year		\$'000	na	na	na
<b>B1.4</b>	<b>Safe Roads</b>					
B141a	Number of hospitalisation and fatal road crashes	1		5623	5790	5790
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	93.8	95.7	95.2
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	173.8	177.5	175.5
<b>B1.7</b>	<b>Property Security</b>					
B172	% Vehicles stolen in the year which were recovered in the same year		%	87.5	85.4	85.4

Note: 1 1994/95 estimated on basis of information for 6 months July to Dec 1994 only.

## New South Wales, 1992–93 to 1994–95, effectiveness

**Table 7.7:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	71.2	73.4	73.5
B1821b	Attempted Break & Enter (% incidents reported to police)		%	28.2	28.5	31.3
B1821c	Motor Vehicle Theft (% incidents reported to police) <i>Persons</i>		%	95.5	95.6	91.4
B1821d	Robbery (% incidents reported to police)		%	58.6	45.6	52.2
B1821e	Assault (% incidents reported to police)		%	37.0	31.9	30.4
B1821f	Sexual Assault (% incidents reported to police)		%	24.6	28.8	na
B184	Total number of complaints	1		0	10170	10102
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>			0	10170	10102
B1841a	Number of complaints withdrawn			na	4862	4434
B1841b	Number of complaints dismissed			na	2469	2906
B1841c	Number of complaints sustained			na	1161	1191
B1841d	Number of unresolved complaints			na	264	222
B1841e	Number of complaints Conciliated			na	1414	1349
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>	2		0	0	0
B1842a	Number of complaints withdrawn			0	0	0
B1842b	Number of complaints dismissed			0	0	0
B1842c	Number of complaints sustained			0	0	0
B1842d	Number of unresolved complaints			0	0	0
B1842e	Number of complaints Conciliated			0	0	0

Note: 1 Complaints Information System (CIS) introduced 1993. Figures for 1992/93 not available on basis of uniform classification. Information provided relates to issues identified as a result of investigation of complaints.

2 The Ombudsman refers all complaints to the police for initial investigation. All complaints investigated are then referred to Ombudsman for review.

## New South Wales, 1992 to 1994, effectiveness

**Table 7.8:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>2. CRIME PREVENTION</b>						
<b>B2.1 Minimise crime</b>						
<i>REPORTED CRIMES</i>						
B2111	Number of reported crimes, by offence type:					
B2111a	Murder			na	117	107
B2111b	Attempted Murder			na	82	62
B2111c	Manslaughter			na	6	10
B2111d	Driving causing death			na	100	114
B2111e	Sexual Assault			na	3797	4608
B2111f	Kidnapping / Abduction			na	313	226
B2111g	Armed Robbery			na	2313	2218
B2111h	Unarmed Robbery			na	3689	5130
B2111i	Blackmail / extortion			na	8	9
B2111j	Unlawful Entry With Intent			na	110448	120008
B2111k	Motor Vehicle Theft			na	39066	45477
B2112	Number of reported crimes per 100,000 population, by offence type:					
B2112a	Murder			na	1.95	1.77
B2112b	Attempted Murder			na	1.37	1.02
B2112c	Manslaughter			na	0.1	0.17
B2112d	Driving causing death			na	1.67	1.88
B2112e	Sexual Assault			na	63.31	76.15
B2112f	Kidnapping / Abduction			na	5.22	3.73
B2112g	Armed Robbery			na	38.57	36.65
B2112h	Unarmed Robbery			na	61.51	84.77
B2112i	Blackmail / extortion			na	0.13	0.15
B2112j	Unlawful Entry With Intent			na	1841.6	1983.14
B2112k	Motor Vehicle Theft			na	651.38	751.51

## New South Wales, 1992 to 1995, effectiveness

**Table 7.9:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	79.1	116.8
B2121b	Attempted Break and enter		'000	na	55.3	88.9
B2121c	Motor Vehicle Theft		'000	44.5	42.2	46.2
B2121d	Robbery		'000	50.3	59.3	78.7
B2121e	Assault		'000	98.6	114.8	125.4
B2121f	Sexual Assault		'000	13.3	17.7	11.8
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	3700	5300
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	2600	4100
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	2100	2000	2100
B2122d	Robbery / 100,000 population		Ratio	1100	1300	1700
B2122e	Assault / 100,000 population		Ratio	2200	2600	2700
B2122f	Sexual Assault / 100,000 population		Ratio	600	800	500

**Table 7.10:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
	<b>B3.3 Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents			15	7	8
B332	Number of sustained complaints per thousand detainees	1	Ratio	na	na	na

Notes: 1 CIS does not record whether complainant was 'detainee'.

**New South Wales, 1992–93 to 1994–95, unit cost****Table 7.11: Unit costs**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
C1	Average cost per offender identified of NAFIS enquiries		\$	137.97	107.38	110.99
C2	Days lost through injury on duty	1	days	na	na	na
C5	Total cost of vehicle repairs or write off / Total vehicles	2	\$	1812	1965	1779
C6	Days lost through sickness (excl injury on duty) / Total FTE staff		Ratio	na	na	na
C12	Average total vehicle cost per kilometre travelled		cents/km	35.0	33.7	31.5
C13	Average annual running cost per vehicle		\$/vehicle	14466	14018	13221

Notes: 1 Sick leave module of Human Resources system scheduled for introduction in early 1996.

2 Estimated from Risk Management information including insurance payout.

## Victoria - jurisdiction's own comments

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In recent years, the Victoria Police has undertaken an ongoing and comprehensive reform program, directed at delivering high quality service at least cost. The program is in line with the Victorian Government's reform agenda and major policy directions, including an output approach and focus on core functions.

Structural efficiency has been a major part of the reform program, with 44 separate projects having been completed and all departments restructured. The emphasis is on workplace redesign, flattening of structures, civilianisation, devolution and transfer of resources to operational areas.

Maximising resource availability for operational areas, coupled with recruitment of additional sworn personnel, in accordance with the Government's commitment to increasing the operational sworn personnel by 1000, has contributed to positive service delivery outcomes. Notably the continued downward trend in reported crime for the fourth successive year, the highest crime solution rate in 18 years, and the lowest road toll since recording began in 1952.

Resourcing initiatives were complemented to produce this result, by being responsive to community based initiatives, such as Neighbourhood Watch, Crime Stoppers and Police Community Consultative Committees. A customer service strategy is being introduced and community policing and a partnership approach are key elements to the Victoria Police operating philosophy. So too, is a recognition that reducing the fear of crime and reassuring the community are core police functions.

Service delivery was also enhanced during 1994–95 by a special project (Project Beacon), designed to improve operational safety, primarily in the management of incidents with a high risk of personal harm. Operational issues on the use of force, exercise of authority and police corruption will continue to require resource intensive responses by any police agency.

The Victoria Police is enhancing its organisational performance through a rigorous process of internal budget reform, output accountability, and the introduction of contestability to non-core functions. This has led to the outsourcing of traditional in-house services such as emergency communications and the police workshops. Similarly there are evolving partnerships with private sector service providers and the development of commercial activities.

Productivity and work practices have been important areas of reform as well. New personnel transfer/selection, establishment management and discipline systems have been introduced and process re-engineering projects are underway. Technology, particularly information technology, is vital to improved police performance. Recently, new operational, financial and personnel systems have been brought on line. And, an essential element of the Victoria Police future direction is to invest in technology.



## Victoria, 1992–93 to 1994–95, descriptors

**Table 7.12: Descriptive data**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising: <sup>1</sup>		\$'000	683844.8	702420.1	842547.5
A101	- Salaries and payments in the nature of salaries		\$'000	532193.8	537752.1	672249.5
A10R	- Other recurrent		\$'000	124429	135793	152735
A105	- Depreciation		\$'000	27222	28875	17563
A107	Revenue from own sources		\$'000	9299	5761	5995
A10	Total Recurrent expenditure less Revenue from own sources		\$'000	674545.8	696659.1	836552.5
A11	Total capital expenditure		\$'000	15299	12214	33286
A1	Total Expenditure		\$'000	689845	708874	869839
A2	Average police staff salaries		\$	48405	48168	59425
A3	Average non-police staff salaries		\$	35331	38368	42477
A5	<i>Total number of staff, by category:</i>			11882	12053	12259
A51	Sworn police officers, uniformed			8897	8890	9078
A52	Sworn police officers, non-uniformed			845	904	938
A53	Civilian			1716	1720	1814
A54	Other			424	539	429
A6	<i>Total value of assets, comprising:</i>		\$'000	310566	318901	265046
A61	Buildings, land, fittings		\$'000	221454	217114	200035
A62	Other		\$'000	89112	101787	65011
A7	Number of gazetted police stations			336	331	331

Note: 1 Increase in 1994–95 reflects inclusion of superannuation costs in the appropriation.

## Victoria, 1992–93 to 1994–95, effectiveness

**Table 7.13:** Objectives: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1. TO PROTECT, HELP AND REASSURE THE COMMUNITY</b>						
<b>B1.3 Minimise Impact of crime</b>						
B1321	Estimated \$ value of assets confiscated assets in year	1	\$'000	na	na	na
B1322	\$ value of funds realised in year	1	\$'000	na	na	na
<b>B1.4 Safe Roads</b>						
B141a	Number of hospitalisation and fatal road crashes		Number	3353	3342	3314
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	75.1	74.7	73.9
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	123.3	119.0	116.3
<b>B1.7 Property Security</b>						
B172	% Vehicles stolen in the year which were recovered in the same year		%	na	81.7	na

Note: 1 Victoria Police unable to supply data requested at present.

## Victoria, 1992–93 to 1994–95, effectiveness

Table 7.14: Objective: To protect, help and reassure the community

Code	Indicator	Notes	Units	1992–93	1993–94	1994–95
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	na	82.9	76.5
B1821b	Attempted Break & Enter (% incidents reported to police)		%	na	39.6	37.4
B1821c	Motor Vehicle Theft (% incidents reported to police) <i>Persons</i>		%	na	94.2	96.5
B1821d	Robbery (% incidents reported to police)		%	na	52.2	56.7
B1821e	Assault (% incidents reported to police)		%	na	35.2	33.2
B1821f	Sexual Assault (% incidents reported to police)		%	na	33.1	*14.9
B184	Total number of complaints			3910	4378	4128
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>	1		3910	4378	4128
B1841a	Number of complaints withdrawn			232	173	162
B1841b	Number of complaints dismissed			3001	3480	2280
B1841c	Number of complaints sustained			207	237	144
B1841d	Number of unresolved complaints			456	397	1371
B1841e	Number of complaints Conciliated			14	91	171
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>	2		na	na	na
B1842a	Number of complaints withdrawn			na	na	na
B1842b	Number of complaints dismissed			na	na	na
B1842c	Number of complaints sustained			na	na	na
B1842d	Number of unresolved complaints			na	na	na
B1842e	Number of complaints Conciliated			na	na	na

Notes: 1 The data supplied are in Internal Investigations Department (IID) format. Unfortunately, most of the data required are unable to be supplied in the precise format required due to differences between IID and Steering Committee data collection requirements. For example, the Steering Committee acknowledge and refer to the fact that each 'complaint' may contain a number of 'complaint issues' (which equates to 'allegations' in IID data collection) however, the COAG requirement in relation to eventual determination refers to the complaint rather than to the individual 'issues'.

IID data in relation to determination refer to 'issues' (or individual 'allegations'), therefore we [Victoria Police] are unable to supply data in the form requested, since in 1994–95 for example, each 'complaint' file contained an average of 4.6 'allegations' per 'complaint'. Typically, each 'complaint' file results in an assortment of determinations in addressing each 'allegation'.

2 These data are not collected by IID but *may* be available from the Deputy Ombudsman (Police Complaints).

## Victoria, 1992 to 1994, effectiveness

**Table 7.15:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992	1993	1994
<b>2. CRIME PREVENTION</b>						
<b>B2.1 Minimise crime</b>						
<i>REPORTED CRIMES</i>						
B2111	Number of reported crimes, by offence type:					
B2111a	Murder			na	55	56
B2111b	Attempted Murder			na	65	56
B2111c	Manslaughter			na	4	5
B2111d	Driving causing death			na	36	15
B2111e	Sexual Assault			na	3198	3388
B2111f	Kidnapping / Abduction			na	67	99
B2111g	Armed Robbery			na	989	788
B2111h	Unarmed Robbery			na	913	849
B2111i	Blackmail / extortion			na	57	85
B2111j	Unlawful Entry With Intent			na	80540	72260
B2111k	Motor Vehicle Theft			na	27509	27701
B2112	Number of reported crimes per 100,000 population, by offence type:					
B2112a	Murder			na	1.23	1.25
B2112b	Attempted Murder			na	1.46	1.25
B2112c	Manslaughter			na	0.09	0.11
B2112d	Driving causing death			na	0.81	0.34
B2112e	Sexual Assault			na	71.64	75.69
B2112f	Kidnapping / Abduction			na	1.5	2.21
B2112g	Armed Robbery			na	22.15	17.6
B2112h	Unarmed Robbery			na	20.45	1.97
B2112i	Blackmail / extortion			na	1.28	1.9
B2112j	Unlawful Entry With Intent			na	1804.13	1614.35
B2112k	Motor Vehicle Theft			na	616.21	618.86

## Victoria, 1992 to 1995, effectiveness

**Table 7.16:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	51.7	52.7
B2121b	Attempted Break and enter		'000	na	41.8	36.6
B2121c	Motor Vehicle Theft		'000	na	27	23.8
B2121d	Robbery		'000	na	34.7	27.9
B2121e	Assault		'000	na	76.3	81.8
B2121f	Sexual Assault		'000	na	7.6	4.7
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	3300	3200
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	2600	2300
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	na	1700	1500
B2122d	Robbery / 100,000 population		Ratio	na	1200	800
B2122e	Assault / 100,000 population		Ratio	na	2200	2400
B2122f	Sexual Assault / 100,000 population		Ratio	na	500	100

**Table 7.17:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>B3.3</b>	<b>Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents		Number	14	10	5
B332	Number of sustained complaints per thousand detainees		Ratio	na	na	na

## Victoria, 1992–93 to 1994–95, unit cost

**Table 7.18:** Unit costs

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
C1	Average cost per offender identified of NAFIS enquiries		\$	81.43	71.19	89.77
C2	Days lost through injury on duty		Number	50633	34162	38913
C5	Total cost of vehicle repairs or write off / Total vehicles		\$	623	907	1036
C6	Days lost through sickness (excl injury on duty) / Total FTE staff		Ratio	na	na	na
C12	Average total vehicle cost per kilometre travelled		cents/km	27.9	27.7	28.0
C13	Average annual running cost per vehicle		\$/vehicle	11780	11032	11048

### Queensland - jurisdiction's own comments

“ In 1993 a comprehensive review of the Service's program, planning and performance review systems was undertaken. The essence of reform was to encourage a move away from traditional management practices towards the development of a greater client focus in the planning and delivery of services and greater accountability for managers. A crucial part of this process was the development of a performance review system which provides an overview of performance in terms of effectiveness and efficiency. The Performance Review Report for the Queensland Police Service now provides a bi-annual assessment of Corporate performance based on key performance indicators within each program.

Overall, a large number of effectiveness indicators presented in the Queensland Performance Review Report are consistent with those that have been developed as part of the National performance indicator exercise. National indicators therefore, will provide a benchmark in many instances.

While the further development of effectiveness indicators by the Police Working Party is supported, strong reservations are held about the current efficiency indicators. As efficiency indicators are based on the relationships between input and outputs, presumably the aim will be to see an increase in outputs for unchanged or reduced inputs.

Firstly, this will prove difficult for policing where results are not strictly measurable. Secondly, for police the primary inputs are salaries (or police time), but the outputs (services) are multidimensional. It would appear, to achieve meaningful efficiency measures, both inputs and outputs would have to be disaggregated into divisible units, ie. discrete budgets directed to particular policing activities.

Since 1993, the Queensland Police Service has been conducting regular surveys of core policing initiatives in order to provide reliable estimates of policing time (costs) directed to particular activities. Information is analysed at three levels: Program: Activity: Incident. This information facilitates a more strategic approach to the management of resources. It also allows a relationship between effectiveness and efficiency to be drawn. For instance, while effectiveness could be claimed to be increasing in terms of clear-up rates, it is more appropriate to also consider these results in relation to the costs of achieving this result. This more comprehensive consideration of performance is proving useful in the allocation of resources in line with community and organisational priorities.

In a move to improve management information, the Queensland Police Service is currently involved in the reorganisation of its information systems. While much of the crime related data is captured on the CRISP (Crime Reporting Information System for Police) and applied for intelligence and other internal management purposes, it cannot currently be provided in the form sought for this Report. It will be available in 1996.

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## Queensland, 1992–93 to 1994–95, descriptors

**Table 7.19:** Descriptive data

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising:		\$'000	419785	429374	460724
A101	- Salaries and payments in the nature of salaries		\$'000	356534	363580	378509
A10R	- Other recurrent	1	\$'000	63251	65794	82215
A105	- Depreciation	2	\$'000	na	na	na
A107	Revenue from own sources		\$'000	11140	13259	16382
A10	Total Recurrent expenditure less Revenue from own sources		\$'000	408645	416115	444342
A11	Total capital expenditure		\$'000	24949	35002	36553
A1	Total Expenditure	3	\$'000	433594	451117	480895
A2	Average police staff salaries		\$	50010	51851	52481
A3	Average non-police staff salaries		\$	25626	28518	27786
A5	<i>Total number of staff, by category:</i>			7972	7858	8220
A51	Sworn police officers, uniformed			5417	5246	5340
A52	Sworn police officers, non-uniformed			960	930	950
A53	Civilian			1468	1520	1742
A54	Other			127	162	188
A6	<i>Total value of assets, comprising:</i>		\$'000	89025	119683	106096
A61	Buildings, land, fittings		\$'000	na	na	na
A62	Other		\$'000	89025	119683	106096
A7	Number of gazetted police stations			347	347	347

Notes: 1 Includes \$6,882,000 for Q-Build Maintenance in 1994–95.

2 Depreciation not available.

3 Includes Plant and Equipment, and capital works on Land and Buildings.

## Queensland, 1992–93 to 1994–95, effectiveness

**Table 7.20:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1. To protect, help and reassure the community</b>						
<b>B1.3 Minimise Impact of crime</b>						
B1321	Estimated \$ value of assets confiscated in year	1	\$'000	1205	653	1242
B1322	\$ value of funds realised in year		\$'000	na	na	na
<b>B1.4 Safe Roads</b>						
B141a	Number of hospitalisation and fatal road crashes		Number	3541	3708	3708
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	113.6	116.0	114.7
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	186.9	187.7	181.6
<b>B1.7 Property Security</b>						
B172	% Vehicles stolen in the year which were recovered in the same year		%	na	na	na

Note: 1 Data generated from Proceeds of Crime Squad.

## Queensland, 1992–93 to 1994–95, effectiveness

**Table 7.21:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	na	74.9	77.6
B1821b	Attempted Break & Enter (% incidents reported to police)		%	na	28.6	28.6
B1821c	Motor Vehicle Theft (% incidents reported to police)		%	na	96.6	94.1
	<i>Persons</i>					
B1821d	Robbery (% incidents reported to police)		%	na	54.2	55
B1821e	Assault (% incidents reported to police)		%	na	28.6	36.5
B1821f	Sexual Assault (% incidents reported to police)		%	na	15.0	*16.2
B184	Total number of complaints	1		2937	3321	3517
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>			2390	2789	2616
B1841a	Number of complaints withdrawn			110	111	94
B1841b	Number of complaints dismissed			1963	2294	1753
B1841c	Number of complaints sustained			277	305	135
B1841d	Number of unresolved complaints			40	79	634
B1841e	Number of complaints conciliated			0	0	0
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>	2		547	532	901
B1842a	Number of complaints withdrawn	3		547	532	586
B1842b	Number of complaints dismissed			0	0	0
B1842c	Number of complaints sustained			0	0	0
B1842d	Number of unresolved complaints			0	0	315
B1842e	Number of complaints conciliated			0	0	0

Notes: 1 Complaints in Queensland are taken by both the Criminal Justice Commission (CJC) and the Professional Standards Unit (PSU) of the Queensland Police Service. The CJC is highly accessible to members of the community in relation to complaints against police. In addition, police in Queensland are required, in accordance with the Police Service Administration Act to report known or suspected acts of misconduct to the Complaints Section of the Official Misconduct Division of the Criminal Justice Commission. The CJC and the PSU record on the basis of allegations and not complaints. One complaint may contain several allegations.

2 Criminal Justice Commission Investigations.

3 Includes complaints dismissed.

## Queensland, 1992 to 1994, effectiveness

Table 7.22: Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992	1993	1994
<b>2. CRIME PREVENTION</b>						
<b>B2.1 Minimise crime</b>						
<i>REPORTED CRIMES</i>						
B2111	Number of reported crimes, by offence type:					
B2111a	Murder			na	47	42
B2111b	Attempted Murder			na	143	140
B2111c	Manslaughter			na	8	6
B2111d	Driving causing death			na	37	17
B2111e	Sexual Assault			na	2322	2009
B2111f	Kidnapping / Abduction			na	121	86
B2111g	Armed Robbery			na	944	863
B2111h	Unarmed Robbery			na	997	1072
B2111i	Blackmail / extortion			na	42	34
B2111j	Unlawful Entry With Intent			na	75582	73399
B2111k	Motor Vehicle Theft			na	15746	16528
B2112	Number of reported crimes per 100,000 population, by offence type:					
B2112a	Murder			na	1.51	1.31
B2112b	Attempted Murder			na	4.59	4.38
B2112c	Manslaughter			na	0.26	0.19
B2112d	Driving causing death			na	1.19	0.53
B2112e	Sexual Assault			na	74.52	62.84
B2112f	Kidnapping / Abduction			na	3.88	2.69
B2112g	Armed Robbery			na	30.3	26.99
B2112h	Unarmed Robbery			na	32	33.53
B2112i	Blackmail / extortion			na	1.35	1.06
B2112j	Unlawful Entry With Intent			na	2425.61	2295.94
B2112k	Motor Vehicle Theft			na	505.33	517

## Queensland, 1992 to 1995, effectiveness

**Table 7.23:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	57.1	75.5
B2121b	Attempted Break and enter		'000	na	21.3	65.6
B2121c	Motor Vehicle Theft		'000	na	9.5	16.5
B2121d	Robbery		'000	na	14.8	46.1
B2121e	Assault		'000	na	27.9	77.6
B2121f	Sexual Assault		'000	na	4.2	6.6
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	5200	6300
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	3200	5500
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	na	1300	1400
B2122d	Robbery / 100,000 population		Ratio	na	1200	1900
B2122e	Assault / 100,000 population		Ratio	na	2900	3200
B2122f	Sexual Assault / 100,000 population		Ratio	na	500	600

**Table 7.24:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>B3.3</b>	<b>Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents			3	5	3
B332	Number of sustained complaints per thousand detainees		Ratio	na	na	na

## Queensland, 1992–93 to 1994–95, unit cost

**Table 7.25:** Unit costs

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
C1	Average cost per offender identified of NAFIS enquiries		\$	134.79	217.23	219.62
C2	Days lost through injury on duty			na	na	na
C5	Total cost of vehicle repairs or write off / Total vehicles		\$	na	na	na
C6	Days lost through sickness (excl injury on duty) / Total FTE staff		Ratio	na	na	na
C12	Average total vehicle cost per kilometre travelled		cents/km	na	27.0	20.1
C13	Average annual running cost per vehicle		\$/vehicle	na	10290	8929

## Western Australia - jurisdiction's own comments

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### *Environment*

Policing a state the size of Western Australia presents considerable challenges, particularly in terms of tackling the tyranny of distance. Western Australia is the largest State in the Commonwealth, covering an area of approximately 2.5 million square kilometres, or around one third of the Australian continent.

The estimated population of Western Australia at December 1994 was 1.7 million, with the majority of the population (around 1.2 million) living in the Perth Metropolitan area. Western Australia's population growth is the second highest of all Australian States. 30% of the population were born overseas and 3.8% are of Aboriginal descent.

### *Government/Policing Reform*

The Western Australian Public Sector is experiencing a period of reform that is unprecedented. The reform has focussed on improvements in efficiency, effectiveness, and accountability of public sector services. Specific reforms have included the move towards the use of private sector providers, better use of resources, an improved focus on meeting customer needs, and monitoring and reporting on public sector performance.

The Western Australia Police Service, like many other Police services around the world is operating in a rapidly changing environment. In addition to the changing external environment the Western Australia Police Service is also experiencing massive internal changes.

The internal change process for the organisation commenced in September 1994 with the Delta Program. The Delta Program represents one of the most significant developments in the history of the organisation, bringing with it profound impacts on our people and the way we do business.

### *Service*

The Mission Statement of the Western Australia Police is - *“In Partnership with the Community, create a safer and more secure Western Australia by providing quality police services”*.

The Strategic Intentions described in the organisation's Purpose and Direction provides guidance to each Service member on their approach to service delivery, clearly indicating and emphasising:

- Customer Focus
- Community Leadership
- Localised Service Delivery
- Problem Solving
- Strategic Partnerships
- Managerial Accountability
- Effective Management of Resources
- Commitment to developing and motivating people.

”

## Western Australia, 1992–93 to 1994–95, descriptors

**Table 7.26: Descriptive data**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising:		\$'000	246096	305744	305459
A101	- Salaries and payments in the nature of salaries	1	\$'000	203830	242631	237306
A10R	- Other recurrent		\$'000	42266	57404	63428
A105	- Depreciation	2	\$'000	0	5709	4725
A107	Revenue from own sources		\$'000	12022	9311	7372
A10	Total Recurrent expenditure less Revenue from own sources		\$'000	234074	296433	298087
A11	Total capital expenditure		\$'000	7872	5548	10212
A1	Total Expenditure		\$'000	241946	301981	308299
A2	Average police staff salaries	3	\$	43165	46151	44085
A3	Average non-police staff salaries	3	\$	32423	34684	34350
A5	<i>Total number of staff, by category:</i>			4985	5147	5255
A51	Sworn police officers, uniformed	4		3582	3621	3662
A52	Sworn police officers, non-uniformed	4		540	560	565
A53	Civilian	5		730	787	849
A54	Other			133	179	179
A6	<i>Total value of assets, comprising:</i>	6	\$'000	192435	178535	175584
A61	Buildings, land, fittings	7	\$'000	149253	150001	150149
A62	Other	8	\$'000	43182	28534	25435
A7	Number of gazetted police stations			161	160	160

- Notes: 1 Salaries data does not include does not include payroll tax or superannuation contributions.
- 2 The Western Australia Police Service has depreciated its assets on a straight line basis over the last three year period. It is expected that the depreciation policy and useful lifespans will be reviewed during 1995-96.
- 3 Salaries data for 1993–94 relate to 27 pays, other years relate to 26 pays.
- 4 Average Staffing Levels (ASL).
- 5 Average Staffing Levels (ASL) - figures do not include School Crossing Staff.
- 6 The last stocktake for the Western Australia Police Service was completed on 15 June 1995. Assets not located during the stocktake have not been investigated and therefore have not yet been written off from the asset balances reported at 30 Jun 1995.
- 7 All land and buildings have been valued by the Valuer General's Office of WA. The valuations are only Category One or desktop type valuation, and therefore contain inaccuracies. It is expected that more accurate asset valuations (Category Three or kerbside valuations ) will be available by 30 June 1996.
- 8 The WA Police Service amended its capitalisation policy during 1994–95, with the effect of increasing the threshold for recognition of assets from \$500 to \$1000. Analysis of asset holdings revealed that assets with a value of \$500 or less were immaterial compared to total asset values.

## Western Australia, 1992–93 to 1994–95, effectiveness

**Table 7.27:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1. TO PROTECT, HELP AND REASSURE THE COMMUNITY</b>						
<b>B1.3 Minimise Impact of crime</b>						
B1321	Estimated \$ value of assets confiscated in year	1	\$'000	4300	1500	1800
B1322	\$ value of funds realised in year		\$'000	191	168	427
<b>B1.4 Safe Roads</b>						
B141a	Number of hospitalisation and fatal road crashes		Number	2108	2195	2375
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	125.8	129.0	138.5
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	189.7	192.1	201.1
<b>B1.7 Property Security</b>						
B172	% Vehicles stolen in the year which were recovered in the same year		%	89.2	88.8	88.7

Note: 1 Values determined by the WA Proceeds of Crime Unit Officers.

**Western Australia, 1992–93 to 1994–95, effectiveness****Table 7.28:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	na	85.1	na
B1821b	Attempted Break & Enter (% incidents reported to police)		%	na	32.5	na
B1821c	Motor Vehicle Theft (% incidents reported to police) <i>Persons</i>		%	na	87.0	na
B1821d	Robbery (% incidents reported to police)		%	na	57.3	na
B1821e	Assault (% incidents reported to police)		%	na	35.3	na
B1821f	Sexual Assault (% incidents reported to police)		%	na	54.5	na
B184	Total number of complaints			1248	1076	1056
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>			1248	1076	1056
B1841a	Number of complaints withdrawn			57	42	37
B1841b	Number of complaints dismissed			49	71	76
B1841c	Number of complaints sustained			152	129	112
B1841d	Number of unresolved complaints			456	439	417
B1841e	Number of complaints Conciliated			534	395	414
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>	1		na	na	na
B1842a	Number of complaints withdrawn			na	na	na
B1842b	Number of complaints dismissed			na	na	na
B1842c	Number of complaints sustained			na	na	na
B1842d	Number of unresolved complaints			na	na	na
B1842e	Number of complaints Conciliated			na	na	na

Note: 1 All complaints against WA Police are, in the first instance, investigated internally.

## Western Australia, 1992 to 1994, effectiveness

**Table 7.29:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>2.</b>	<b>Crime prevention</b>					
<b>B2.1</b>	<b>Minimise crime</b>					
	<i>REPORTED CRIMES</i>					
<i>B2111</i>	<i>Number of reported crimes, by offence type:</i>					
B2111a	Murder			na	29	39
B2111b	Attempted Murder			na	14	28
B2111c	Manslaughter			na	10	11
B2111d	Driving causing death			na	24	32
B2111e	Sexual Assault			na	1263	1372
B2111f	Kidnapping / Abduction			na	33	41
B2111g	Armed Robbery			na	475	584
B2111h	Unarmed Robbery			na	498	634
B2111i	Blackmail / extortion			na	5	21
B2111j	Unlawful Entry With Intent			na	52766	55911
B2111k	Motor Vehicle Theft			na	16208	16625
<i>B2112</i>	<i>Number of reported crimes per 100,000 population, by offence type:</i>					
B2112a	Murder			na	1.73	2.29
B2112b	Attempted Murder			na	0.84	1.65
B2112c	Manslaughter			na	0.6	0.65
B2112d	Driving causing death			na	1.43	1.88
B2112e	Sexual Assault			na	75.34	80.62
B2112f	Kidnapping / Abduction			na	1.97	2.41
B2112g	Armed Robbery			na	28.34	34.31
B2112h	Unarmed Robbery			na	29.71	37.25
B2112i	Blackmail / extortion			na	0.3	1.23
B2112j	Unlawful Entry With Intent			na	3147.77	3285.21
B2112k	Motor Vehicle Theft			na	966.89	976.85

## Western Australia, 1992 to 1995, effectiveness

**Table 7.30:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	45.6	na
B2121b	Attempted Break and enter		'000	na	30	na
B2121c	Motor Vehicle Theft		'000	na	13.7	na
B2121d	Robbery		'000	na	15.8	na
B2121e	Assault		'000	na	27.9	na
B2121f	Sexual Assault		'000	na	2	na
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	7500	0
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	4900	0
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	na	2200	0
B2122d	Robbery / 100,000 population		Ratio	na	1300	0
B2122e	Assault / 100,000 population		Ratio	na	2200	0
B2122f	Sexual Assault / 100,000 population		Ratio	na	300	0

**Table 7.31:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
	<b>B3.3 Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents			0	0	3
B332	Number of sustained complaints per thousand detainees	1	Ratio	na	na	na

Note: 1 At present complaints against WA police cannot be disaggregated to provide complaints by detainees.

## Western Australia, 1992–93 to 1994–95, unit cost

**Table 7.32: Unit costs**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
C1	Average cost per offender identified of NAFIS enquiries	3	\$	81.92	76.10	87.29
C2	Days lost through injury on duty	1		584	na	na
C5	Total cost of vehicle repairs or write off / Total vehicles	2	\$	184	178	223
C6	Days lost through sickness (excl injury on duty) / Total FTE staff	1	Ratio	4.8	na	na
C12	Average total vehicle cost per kilometre travelled	3	cents/km	13.4	18.4	25.0
C13	Average annual running cost per vehicle		\$/vehicle	4496	5519	7646

1. Unable to provide valid data for these indicators for 1993–94 and 1994–95 due to the current shortcomings in the recording system. (However with the re-engineering of HR Management Information System, data will be available from 1996.)
2. Figures do not include value of crashed police vehicles which are written off.
3. 1992–93 figure does not include lease costs (lease arrangements were progressively introduced during 1993/95).

## South Australia - jurisdiction's own comments

“ SAPOL fully supports the development of national performance indicators and the thrust behind development of objective measures of performance for policing. Whilst there are obvious similarities in the objectives of police jurisdictions, there are also some fundamental differences in legislation, emphasis and tradition. Some indicators, therefore will be of limited utility as measures of performance as they are comparing *unlike* systems. In those cases, differences between the data reported will largely be determined by differences in focus, style and the environmental context of each jurisdiction.

The reality is that the uniqueness of each jurisdiction will dictate the employment of distinct and diverse policies and strategies creating a context of a unique environmental and political situation of each jurisdiction. Therefore, it is important to provide a context to these performance indicators.

### Environmental Factors

South Australia is the most urbanised state in Australia with 73.2% of its population residing in the metropolitan area (Nationally 63.4%). Consequently, the small remainder of its population is dispersed over a large geographical area with few regional centres of any significant size. This creates unique challenges in providing police services and infrastructure to small and scattered rural communities. This is highlighted by the high number of service delivery points, 62%, which are 1 or 2 person stations.

South Australia has the highest percentage of the population over the age of 65 (13.6% Nationally 11.8%). This has a number of effects on the policing of the state, including reporting rates, levels of fear and the types of offences committed. South Australia also has the highest levels of unemployment in the age range 15 - 19 (28%) which, once again, provides different challenges and calls for different strategies to, for example, Queensland.

### Summary

Despite these differences however, some valid and useful indicators which have arisen out of this exercise. In particular, the results of the National Community Perceptions Survey will provide nationally comparable data that is also useful at a jurisdictional level. This and other steps forward will provide a basis for further development of comparable indicators.

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## South Australia, 1992–93 to 1994–95, descriptors

**Table 7.33:** Descriptive data

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising:		\$'000	257816	259059	276935
A101	- Salaries and payments in the nature of salaries	1	\$'000	199023	199116	213999
A10R	- Other recurrent		\$'000	58793	59943	62936
A105	- Depreciation		\$'000	na	na	na
A107	Revenue from own sources		\$'000	19084	19968	22933
A10	Total Recurrent expenditure less Revenue from own sources	2	\$'000	238732	239091	254002
A11	Total capital expenditure	3	\$'000	30593	25844	20942
A1	Total Expenditure		\$'000	269325	264935	274944
A2	Average police staff salaries		\$	47719	47933	52022
A3	Average non-police staff salaries		\$	35912	37279	37583
A5	<i>Total number of staff, by category:</i>			4356.2	4353.5	4276
A51	Sworn police officers, uniformed	4		3638.5	3620.2	3616.1
A52	Sworn police officers, non-uniformed	4		0	0	0
A53	Civilian			621.3	615.3	564.3
A54	Other			96.4	118	95.6
A6	<i>Total value of assets, comprising:</i>	5	\$'000	na	na	na
A61	Buildings, land, fittings		\$'000	na	na	na
A62	Other		\$'000	na	na	na
A7	Number of gazetted police stations			129	129	131

- Notes: 1 SAPOL's figures include: Base salaries including penalties, allowances and loadings; Overtime; Pay-Roll Tax; Superannuation (all schemes); Terminal Leave; Workers Compensation.
- 2 All of the expenditure figures exclude State Emergency Service (SES), Police Security Services Division (PSSD) and Deposit Suspense balance which have not been considered to be part of Police Operations for this survey.
- 3 Every year SAPOL purchases its fleet, and then sells the used vehicles through Government Auctions. For consistency, the funds recouped from the sale of vehicles are also included as revenue. This is why the figures for capital expenditure are relatively high. As of 1995-96, however, there will be a move to all vehicles being leased.
- 4 SAPOL's HRMS statistics are not kept on a uniformed/non-uniformed basis.
- 5 At this point SAPOL cannot provide asset valuation on all of its assets. However, as part of the process of moving towards moving to accrual accounting the Department is revaluing all assets and this information will be available from 1996-97 onwards.
- 6 Figures include smaller, limited hours stations as they provide a 'general duties' service, but excludes outback stations that are manned by 'non-sworn' officers such as Police Aides.

## South Australia, 1992–93 to 1994–95, effectiveness

**Table 7.34:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1. TO PROTECT, HELP AND REASSURE THE COMMUNITY</b>						
<b>B1.3 Minimise Impact of crime</b>						
B1321	Estimated \$ value of assets confiscated in year	1	\$'000	1806	3780	4082
B1322	\$ value of funds realised in year		\$'000	20.323	326.723	219.828
<b>B1.4 Safe Roads</b>						
B141a	Number of hospitalisation and fatal road crashes		Number	1353	1349	1322
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	92.5	91.8	89.8
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	149.6	146.6	141.6
<b>B1.7 Property Security</b>						
B172	% Vehicles stolen in the year which were recovered in the same year		%	na	na	85.2

Note: 1 The figure quoted in B1321 is the estimated value of assets restrained in that year. This figure is higher than other jurisdictions due to State legislation that requires all of the assets of a criminal to be restrained initially, whereas in other jurisdictions, legislation may require only some of the criminal's assets to be restrained. Once the criminal is convicted, the court then determines how much of the restrained assets it is appropriate to actually confiscate. In all cases this amount will be less than the amount initially restrained. The figure quoted as the 'funds realised in the year' (B1322) is the gross forfeiture amount.

## South Australia, 1992–93 to 1994–95, effectiveness

**Table 7.35:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	na	81.2	81.5
B1821b	Attempted Break & Enter (% incidents reported to police)		%	na	32.2	32.7
B1821c	Motor Vehicle Theft (% incidents reported to police)		%	na	89.6	96.8
	<i>Persons</i>					
B1821d	Robbery (% incidents reported to police)		%	na	66.8	54
B1821e	Assault (% incidents reported to police)		%	na	31.5	38.5
B1821f	Sexual Assault (% incidents reported to police)		%	na	0	*25.6
B184	Total number of complaints			1679	1585	2294
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>			0	0	0
B1841a	Number of complaints withdrawn			0	0	0
B1841b	Number of complaints dismissed			0	0	0
B1841c	Number of complaints sustained			0	0	0
B1841d	Number of unresolved complaints			0	0	0
B1841e	Number of complaints Conciliated			0	0	0
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>	1		1679	1585	2294
B1842a	Number of complaints withdrawn			14	9	7
B1842b	Number of complaints dismissed			1363	958	1316
B1842c	Number of complaints sustained			209	108	152
B1842d	Number of unresolved complaints			66	117	100
B1842e	Number of complaints Conciliated			27	393	719

Note: 1 All complaints in South Australia are channelled through the Police Complaints Authority, who then refer them back to SAPOL for investigation. SAPOL have reported on the number of *allegations*, not the number of complaints. The reason for this is that one complaint may contain many allegations, each of which can be resolved in different ways. For example, out of one complaint, one allegation can be withdrawn, one dismissed, and another may be sustained. The figures quoted for the number of allegations *dismissed* includes those *not proceeded with* by the complainant. The introduction of the recording of informal resolution of complaints in 1994 has resulted in an apparent increase in the number of recorded complaints. In fact, the inclusion of informally resolved complaints has meant a decrease in the number of complaints that have needed to progress to formal processes.

## South Australia, 1992 to 1994, effectiveness

**Table 7.36:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992	1993	1994
<b>2. CRIME PREVENTION</b>						
<b>B2.1 Minimise crime</b>						
<i>REPORTED CRIMES</i>						
B2111	Number of reported crimes, by offence type:					
B2111a	Murder			na	32	26
B2111b	Attempted Murder			na	52	36
B2111c	Manslaughter			na	5	0
B2111d	Driving causing death			na	17	15
B2111e	Sexual Assault			na	1573	1481
B2111f	Kidnapping / Abduction			na	75	69
B2111g	Armed Robbery			na	490	467
B2111h	Unarmed Robbery			na	1213	1048
B2111i	Blackmail / extortion			na	27	16
B2111j	Unlawful Entry With Intent			na	41579	35822
B2111k	Motor Vehicle Theft			na	10292	9350
B2112	Number of reported crimes per 100,000 population, by offence type:					
B2112a	Murder			na	2.19	1.77
B2112b	Attempted Murder			na	3.55	2.45
B2112c	Manslaughter			na	0.34	0
B2112d	Driving causing death			na	1.16	1.02
B2112e	Sexual Assault			na	107.53	100.76
B2112f	Kidnapping / Abduction			na	5.13	4.69
B2112g	Armed Robbery			na	33.5	31.77
B2112h	Unarmed Robbery			na	82.92	71.3
B2112i	Blackmail / extortion			na	1.85	1.09
B2112j	Unlawful Entry With Intent			na	2842.23	2437.2
B2112k	Motor Vehicle Theft			na	703.53	636.14

## South Australia, 1992 to 1995, effectiveness

**Table 7.37:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	28.1	27
B2121b	Attempted Break and enter		'000	na	21.3	23.5
B2121c	Motor Vehicle Theft		'000	na	9.5	6.6
B2121d	Robbery		'000	na	14.8	12.5
B2121e	Assault		'000	na	27.9	33.4
B2121f	Sexual Assault		'000	na	4.2	3.9
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	5000	4600
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	3800	4000
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	na	1700	1100
B2122d	Robbery / 100,000 population		Ratio	na	1300	1100
B2122e	Assault / 100,000 population		Ratio	na	2200	2900
B2122f	Sexual Assault / 100,000 population		Ratio	na	500	300

**Table 7.38:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>B3.3</b>	<b>Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents			4	2	0
B332	Number of sustained complaints per thousand detainees		Ratio	na	na	na

**South Australia, 1992–93 to 1994–95, unit cost****Table 7.39: Unit costs**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
C1	Average cost per offender identified of NAFIS enquiries		\$	92.22	100.81	100.66
C2	Days lost through injury on duty			na	8746	8184
C5	Total cost of vehicle repairs or write off / Total vehicles		\$	514	562	413
C6	Days lost through sickness (excl injury on duty) / Total FTE staff		Ratio	5.9	6.2	6.3
C12	Average total vehicle cost per kilometre travelled		cents/km	25.7	23.0	18.7
C13	Average annual running cost per vehicle		\$/vehicle	7848	6715	5440

## Tasmania - jurisdiction's own comments

“

Tasmania Police has committed itself to a major program of modernisation since 1992 in an endeavour to improve its management practices and the delivery of police services to the community.

In the last two years the following major changes as part of this program have encompassed:

- organisational reviews focusing on regionalisation, resource allocation, enhanced service delivery and improved accountability of police managers;
- a business process re-engineering study which has identified opportunities to re-engineer processes in a way that ensures an appropriate integration and alignment of activities, information, structures and technology;
- the development of a Business Plan linking Tasmanian Government outcomes and Department outputs to efficiency and effectiveness performance indicators;
- the implementation of an integrated payroll/personnel management information system and developmental work in implementing a financial management information system as part of the adoption of accrual accounting procedures.

As this initial report indicates, Tasmania has not been able to provide the level of detailed data required. Management information systems have to date lacked flexibility and integration to enable information to be readily accessible.

The Business Process Re-engineering project has the following phased approach: Phase 1, Future Directions; Phase 2, Business Process Re-engineering Opportunities Report and Evaluation; Phase 3, Design; Phase 4, Implementation.

Future Directions have now been linked to outcomes and outputs. The following Business Process Re-engineering Opportunities have been developed: establish a Community Contact Service; create an Expert Response Group; enhance Targetted Work Allocation; implement a Partnership Management Program; build an expanded information network; and develop professional and self-motivated personnel.

Some of the changes outlined, particularly the business re-engineering, will require another two years before being fully implemented. The focus on re-engineering processes, core police business and information management will result in the provision of improved data and management information to enhance decision making processes and ultimately efficiency and effectiveness.

Success has already been evident in the clarification of key outcomes, strategic directions and a comprehensive corporate management group reporting mechanism for police managers.

”

## Tasmania, 1992–93 to 1994–95, descriptors

Table 7.40: Descriptive data

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising:		\$'000	59637	57779	71759
A101	- Salaries and payments in the nature of salaries	1	\$'000	np	np	59160
A10R	- Other recurrent	2	\$'000	np	np	12599
A105	- Depreciation	3	\$'000	np	np	na
A107	Revenue from own sources	4	\$'000	715	196	657
A10	Total Recurrent expenditure less Revenue from own sources		\$'000	58922	57583	71102
A11	Total capital expenditure		\$'000	np	np	2076
A1	Total Expenditure		\$'000	np	np	73178
A2	Average police staff salaries		\$	39468	39941	46058
A3	Average non-police staff salaries		\$	24073	24048	26045
A5	<i>Total number of staff, by category:</i>			1315	1357	1381
A51	Sworn police officers, uniformed	5		750	748	768
A52	Sworn police officers, non-uniformed			277	315	304
A53	Civilian	6		288	294	309
A54	Other			0	0	0
A6	<i>Total value of assets, comprising:</i>		\$'000	np	71488	81667
A61	Buildings, land, fittings		\$'000	na	63815	74141
A62	Other		\$'000	na	7673	7526
A7	Number of gazetted police stations			78	78	77

- Notes: 1 Figures exclude redundancy payments  
2 Excludes expenditure incurred by other departments on behalf of Police.  
3 Figures not applicable - cash based system.  
4 Own source revenue consists of Trainee Board, hire of Academy and other revenue.  
5 Sworn officers include recruits in training.  
6 Total number of civilians includes part-time and has not been converted to FTEs.

## Tasmania, 1992–93 to 1994–95, effectiveness

**Table 7.41:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1. TO PROTECT, HELP AND REASSURE THE COMMUNITY</b>						
<b>B1.3 Minimise Impact of crime</b>						
B1321	Estimated \$ value of assets confiscated in year	1	\$'000	np	np	46
B1322	\$ value of funds realised in year		\$'000	np	np	na
<b>B1.4 Safe Roads</b>						
B141a	Number of hospitalisation and fatal road crashes		Number	528	555	544
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	112.0	117.5	115.1
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	169.9	175.7	170.1
<b>B1.7 Property Security</b>						
B172	% Vehicles stolen in the year which were recovered in the same year		%	86.0	87.9	89.9

Note: 1 Estimated \$ value covers approximately six months as Crime Proceeds Unit has only just been formed as a result of new legislation.

## Tasmania, 1992–93 to 1994–95, effectiveness

**Table 7.42:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	na	80.5	na
B1821b	Attempted Break & Enter (% incidents reported to police)		%	na	38.4	na
B1821c	Motor Vehicle Theft (% incidents reported to police)		%	na	94.4	na
	<i>Persons</i>					
B1821d	Robbery (% incidents reported to police)		%	na	59.0	na
B1821e	Assault (% incidents reported to police)		%	na	31.9	na
B1821f	Sexual Assault (% incidents reported to police)		%	na	0	na
B184	Total number of complaints		Number	199	174	225
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>		Number	199	174	225
B1841a	Number of complaints withdrawn		Number	0	25	9
B1841b	Number of complaints dismissed		Number	124	74	132
B1841c	Number of complaints sustained		Number	34	23	45
B1841d	Number of unresolved complaints		Number	41	52	25
B1841e	Number of complaints Conciliated		Number	0	0	14
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>	1	Number	0	0	0
B1842a	Number of complaints withdrawn		Number	0	0	0
B1842b	Number of complaints dismissed		Number	0	0	0
B1842c	Number of complaints sustained		Number	0	0	0
B1842d	Number of unresolved complaints		Number	0	0	0
B1842e	Number of complaints Conciliated		Number	0	0	0

Note: 1 All complaints are handled by police even though matters are referred to the Ombudsman and Department of Public Prosecutions for their recommendations.

## Tasmania, 1992 to 1994, effectiveness

**Table 7.43:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>B2.1</b>	<b>Minimise crime</b>					
	<i>REPORTED CRIMES</i>					
<i>B2111</i>	<i>Number of reported crimes, by offence type:</i>					
B2111a	Murder			na	6	5
B2111b	Attempted Murder			na	3	6
B2111c	Manslaughter			na	0	0
B2111d	Driving causing death			na	2	0
B2111e	Sexual Assault			na	126	140
B2111f	Kidnapping / Abduction			na	13	17
B2111g	Armed Robbery			na	45	62
B2111h	Unarmed Robbery			na	61	85
B2111i	Blackmail / extortion			na	0	1
B2111j	Unlawful Entry With Intent			na	11943	13243
B2111k	Motor Vehicle Theft			na	1328	1706
<i>B2112</i>	<i>Number of reported crimes per 100,000 population, by offence type:</i>					
B2112a	Murder			na	1.27	1.06
B2112b	Attempted Murder			na	0.64	1.27
B2112c	Manslaughter			na	0	0
B2112d	Driving causing death			na	0.42	0
B2112e	Sexual Assault			na	26.73	29.64
B2112f	Kidnapping / Abduction			na	2.76	3.6
B2112g	Armed Robbery			na	9.55	13.12
B2112h	Unarmed Robbery			na	12.94	17.99
B2112i	Blackmail / extortion			na	0	0.21
B2112j	Unlawful Entry With Intent			na	2533.52	2803.34
B2112k	Motor Vehicle Theft			na	281.71	361.13

## Tasmania, 1992 to 1995, effectiveness

**Table 7.44:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	6.8	na
B2121b	Attempted Break and enter		'000	na	3.5	na
B2121c	Motor Vehicle Theft		'000	na	1.7	na
B2121d	Robbery		'000	na	2.9	na
B2121e	Assault		'000	na	9.8	na
B2121f	Sexual Assault		'000	na	0.9	na
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	4000	0
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	2000	0
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	na	1700	0
B2122d	Robbery / 100,000 population		Ratio	na	800	0
B2122e	Assault / 100,000 population		Ratio	na	2800	0
B2122f	Sexual Assault / 100,000 population		Ratio	na	500	0

**Table 7.45:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>B3.3</b>	<b>Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents			0	2	1
B332	Number of sustained complaints per thousand detainees		Ratio	np	np	0.002142

## Tasmania, 1992–93 to 1994–95, unit cost

**Table 7.46:** Unit costs

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
C1	Average cost per offender identified of NAFIS enquiries		\$	287.88	209.94	122.81
C2	Days lost through injury on duty			5616	6161	na
C5	Total cost of vehicle repairs or write off / Total vehicles		\$	np	np	838
C6	Days lost through sickness (excl injury on duty) / Total FTE staff		Ratio	5.9	6.7	4.2
C12	Average total vehicle cost per kilometre travelled		cents/km	np	np	24.7
C13	Average annual running cost per vehicle		\$/vehicle	np	np	9072

### **Northern Territory - jurisdiction's own comments**

“ The NT Police is part of a tri-service organisation, headed by the Commissioner of Police. As well as providing a policing service, the organisation is involved in the provision of fire and emergency services.

The mission of the NT Police, Fire and Emergency Services is "To Serve and Protect the Community". The major corporate objectives of the organisation relate to Crime, Road Safety, Fire and Rescue, Working in Partnership, Counter Disaster, Social Order, Resource Management and Professional Development and Responsibility.

The approved total Departmental strength as at 30 June 1995 was 1148. However, this figure includes staff from the Emergency Service, Fire Service, Police and public sector staff who generally support the entire organisation. It should be appreciated that many police, particularly those in more senior positions, have responsibilities involving all three services. It is therefore difficult to quantify the actual numbers involved in delivering a policing service.

The Police component of the organisation is made up of police officers, Aboriginal Community Police Officers (ACPO's) and Auxiliaries. The actual police establishment as at 30 June 1995 was 775. Of this figure, the authorised strength of ACPO's was 34 and 70 for Auxiliaries. All such staff are sworn members. However, ACPO's and Auxiliaries are only given police powers appropriate to the nature of duties undertaken and their level of experience and expertise. Auxiliaries were introduced in November 1991 and replaced Constables performing duty at front counters, watch-house and communications and as court guards.

The relatively high cost of providing police services in the NT, as compared to other Australian jurisdictions, can be attributed to the substantially higher costs per police officer and the need to maintain a higher police to population ratio. The main factors for increased costs include diseconomies of scale, population/demographic characteristics (including the special needs of the large Aboriginal population), population dispersion, remoteness/isolation and the physical environment.

The NT has consistently experienced high rates of reported crime, particularly crimes involving personal violence. This is due to a number of factors such as the low median age of the population, high rates of alcohol consumption and a transient population.

There is some concern over the quality of the current performance indicators, particularly those relating to efficiency. This is because they are at too low a level. Such indicators clearly must be regarded as a transitional set only. The current indicators are not comprehensive and do not reflect the full range of activities carried out in the NT (eg protective custodies and attending domestic violence incidents).

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## Northern Territory, 1992–93 to 1994–95, descriptors

**Table 7.47: Descriptive data**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising:	1	\$'000	58989	58073	64108
A101	- Salaries and payments in the nature of salaries		\$'000	48199	45822	50961
A10R	- Other recurrent		\$'000	10790	12251	13147
A105	- Depreciation		\$'000	na	na	na
A107	Revenue from own sources		\$'000	2939	3543	3580
A10	Total Recurrent expenditure less Revenue from own sources		\$'000	56050	54530	60528
A11	Total capital expenditure	2	\$'000	4724	5205	4215
A1	Total Expenditure		\$'000	60774	59735	64743
A2	Average police staff salaries	3, 9	\$	na	53955	53476
A3	Average non-police staff salaries	4, 10	\$	na	29061	36714
A5	<i>Total number of staff, by category:</i>	5		897	904	948
A51	Sworn police officers, uniformed	6		603	612	664
A52	Sworn police officers, non-uniformed			79	80	92
A53	Civilian	7		215	212	192
A54	Other			0	0	0
A6	<i>Total value of assets, comprising:</i>		\$'000	na	na	122000
A61	Buildings, land, fittings		\$'000	na	na	108000
A62	Other	8	\$'000	na	na	14000
A7	Number of gazetted police stations			36	36	36

- Notes: 1 The Northern Territory Police is part of a tri-service Department which also includes both the Fire and Emergency Services. Where possible all expenditure costs directly relating to the Fire and Emergency Service have been excluded. However, there are indirect costs attributable to these two services which are included in Police costs. For example, it has been estimated that the section of Corporate Services comprising of some 70 staff spend up to 15% of resources on servicing the Fire and Emergency Services. The cost incurred by Police is extremely difficult to measure and exclude from the figures presented.
- 2 The Department receives no direct funding for capital works. The money allocated by the Government goes directly to the Department of Transport and Works where it is used on behalf of the Police, Fire and Emergency Services.
- 3 The Northern Territory has included Aboriginal Community Police Officers, Auxiliaries and Police recruits with uniformed police in this category as they are all sworn officers.
- 4 Includes Public Sector staff and Emergency Service personnel.
- 5 Figures provided are a snapshot of actual figures as of 30 June in the relevant year. This figure includes all Police, administrative staff and Emergency Services personnel.
- 6 The Northern Territory has included Aboriginal Community Police Officers, Auxiliaries and Police recruits with uniformed police in this category as they are all sworn officers.
- 7 Includes Public Sector staff and Emergency Service personnel.
- 8 NT Police stations are not gazetted. Remote communities with only Aboriginal Community Police Offices have not been classified as stations.
- 9 Superannuation contributions are not included in salary, however, the buy back of leave and housing allowances/accommodation costs are included.
- 10 Superannuation contributions are not included.

**Northern Territory, 1992–93 to 1994–95, effectiveness****Table 7.48:** Objective: To protect, help and reassure the public

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1. TO PROTECT, HELP AND REASSURE THE COMMUNITY</b>						
<b>B1.3 Minimise Impact of crime</b>						
B1321	Estimated \$ value of assets confiscated in year		\$'000	na	na	na
B1322	\$ value of funds realised in year		\$'000	na	na	na
<b>B1.4 Safe Roads</b>						
B141a	Number of hospitalisation and fatal road crashes	1		313	372	334
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	184.9	217.4	194.0
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	374.0	404.3	349.4
<b>B1.7 Property Security</b>						
B172	% Vehicles stolen in the year which were recovered in the same year		%	86.4	85.4	85.6

Note: 1 As per Federal Office of Road Safety guidelines.

## Northern Territory, 1992–93 to 1994–95, effectiveness

**Table 7.49:** Objective: To protect, help and reassure the public

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	na	na	na
B1821b	Attempted Break & Enter (% incidents reported to police)		%	na	na	na
B1821c	Motor Vehicle Theft (% incidents reported to police) <i>Persons</i>		%	na	na	na
B1821d	Robbery (% incidents reported to police)		%	na	na	na
B1821e	Assault (% incidents reported to police)		%	na	na	na
B1821f	Sexual Assault (% incidents reported to police)		%	na	na	na
B184	Total number of complaints	1		129	143	138
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>			92	81	77
B1841a	Number of complaints withdrawn			5	2	3
B1841b	Number of complaints dismissed			69	53	36
B1841c	Number of complaints sustained			5	12	6
B1841d	Number of unresolved complaints			0	0	17
B1841e	Number of complaints Conciliated			13	14	15
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>			37	62	61
B1842a	Number of complaints withdrawn			2	3	2
B1842b	Number of complaints dismissed			31	52	13
B1842c	Number of complaints sustained			2	5	1
B1842d	Number of unresolved complaints			0	0	44
B1842e	Number of complaints Conciliated			2	2	1

Note: 1 All complaints are investigated internally by Police. However, all complaints are forwarded to the Northern Territory Ombudsman where a decision is made as to the level of involvement from the Ombudsman himself. Where the Ombudsman has indicated no further involvement, the complaint has been listed as internal. Where the Ombudsman indicates that the investigation warrants joint oversight, the complaint has been listed as external.

## Northern Territory, 1992 to 1994, effectiveness

**Table 7.50:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1994</i>
<b>2. CRIME PREVENTION</b>						
<b>B2.1 Minimise crime</b>						
<i>REPORTED CRIMES</i>						
B2111	Number of reported crimes, by offence type:					
B2111a	Murder			na	12	10
B2111b	Attempted Murder			na	7	4
B2111c	Manslaughter			na	4	0
B2111d	Driving causing death			na	6	3
B2111e	Sexual Assault			na	195	180
B2111f	Kidnapping / Abduction			na	3	9
B2111g	Armed Robbery			na	14	14
B2111h	Unarmed Robbery			na	33	39
B2111i	Blackmail / extortion			na	0	1
B2111j	Unlawful Entry With Intent			na	3687	4512
B2111k	Motor Vehicle Theft			na	751	767
B2112	Number of reported crimes per 100,000 population, by offence type:					
B2112a	Murder			na	7.09	5.84
B2112b	Attempted Murder			na	4.13	2.34
B2112c	Manslaughter			na	2.36	0
B2112d	Driving causing death			na	3.54	1.75
B2112e	Sexual Assault			na	115.18	105.2
B2112f	Kidnapping / Abduction			na	1.77	5.26
B2112g	Armed Robbery			na	8.27	8.18
B2112h	Unarmed Robbery			na	19.49	22.79
B2112i	Blackmail / extortion			na	0	0.58
B2112j	Unlawful Entry With Intent			na	2177.79	2637.05
B2112k	Motor Vehicle Theft			na	443.59	488.28

## Northern Territory, 1992 to 1995, effectiveness

**Table 7.51:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	3.4	na
B2121b	Attempted Break and enter		'000	na	2.4	na
B2121c	Motor Vehicle Theft		'000	na	0.3	na
B2121d	Robbery		'000	na	1.6	na
B2121e	Assault		'000	na	3.3	na
B2121f	Sexual Assault		'000	na	0.1	na
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	7400	0
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	5400	0
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	na	700	0
B2122d	Robbery / 100,000 population		Ratio	na	1700	0
B2122e	Assault / 100,000 population		Ratio	na	3600	0
B2122f	Sexual Assault / 100,000 population		Ratio	na	200	0

**Table 7.52:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>B3.3</b>	<b>Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents		Number	0	1	0
B332	Number of sustained complaints per thousand detainees		Ratio	na	na	na

## Northern Territory, 1992–93 to 1994–95, unit cost

**Table 7.53: Unit costs**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
C1	Average cost per offender identified of NAFIS enquiries		\$	124.21	107.81	85.20
C2	Days lost through injury on duty	1		na	na	1038
C5	Total cost of vehicle repairs or write off / Total vehicles		\$	na	na	na
C6	Days lost through sickness (excl injury on duty) / Total FTE staff		Ratio	na	na	1.1
C12	Average total vehicle cost per kilometre travelled		cents/km	na	na	27.8
C13	Average annual running cost per vehicle		\$/vehicle	na	na	7761

Note: 1 This figure is for the entire Department and includes all three arms of the tri-service.

### **Australian Capital Territory - jurisdiction's own comments**

“

The AFP's mission is to provide dynamic and effective law enforcement to the people of Australia. As part of that role, the AFP is to keep the peace and preserve safety in the ACT, Jervis Bay and the external Territories.

On 25 July 1990, the Commonwealth Minister for Justice and the Attorney General for the ACT, signed an arrangement for the provision of police services to the ACT. The Arrangement enabled the AFP to continue to provide the following police services in the ACT in accordance with, and responsive to, the requirements of that community as well as the ACT Government:

- protection of persons and property;
- crime prevention and detection;
- maintenance of peace and good order; and
- enforcement of ACT laws.

The arrangement at present provides for the ACT Government to have input to a number of key decision making processes, including:

- the setting of the goals and objectives of the police service including the level of resources deployed to community policing in the ACT;
- the deployment of resources which takes into account the requirements and priorities of the ACT Government; and
- the deployment of ACT policing resources to national priorities in emergent situations.

Under the policing arrangement the Commonwealth provides funding for 95 of the average 689 members and staff members deployed to the ACT. At present the AFP Commissioner is the Chief Police Officer for the ACT and he is assisted in the day-to-day running of the Region by a Deputy Commissioner. This interim arrangement will remain in place while the force undergoes restructuring which is anticipated to be completed by April 1996.

The AFP is undertaking a change process and is moving towards an integrated team approach to policing. The benefits for ACT policing include the ability of experienced specialists to cross-train uniform personnel and for a greater number of uniform police to work with detectives in the conduct of significant investigations. Specialist areas which have, or will be disbanded and their members integrated with the four Police Districts within the ACT include, Major Crime Branch, Drug Operations Branch, Fraud Branch, Central Traffic Branch and Legal Services Branch.

The AFP ACT Region provides its community policing service through four police districts: at Belconnen, Canberra City, Woden and Tuggeranong.

During the 1994/95 financial year, the Region operated with \$51.95m budget allocated by the ACT Government.

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## Australian Capital Territory, 1992–93 to 1994–95, descriptors

**Table 7.54:** Descriptive data

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
A10T	Total recurrent expenditure, comprising:	1	\$'000	48228	50544	49281
A101	- Salaries and payments in the nature of salaries		\$'000	39026	40578	40715
A10R	- Other recurrent		\$'000	9202	9966	8566
A105	- Depreciation		\$'000	na	na	na
A107	Revenue from own sources		\$'000	1705	2177	1022
A10	Total Recurrent expenditure less Revenue from own sources		\$'000	46523	48367	48259
A11	Total capital expenditure		\$'000	3000	7650	8020
A1	Total Expenditure		\$'000	49523	56017	56279
A2	Average police staff salaries	2	\$	54639	57305	58466
A3	Average non-police staff salaries	2	\$	36339	36303	33375
A5	<i>Total number of staff, by category:</i>	3	Number	733	729	723
A51	Sworn police officers, uniformed		Number	552	548	533
A52	Sworn police officers, non-uniformed		Number	125	124	128
A53	Civilian		Number	56	57	62
A54	Other		Number	0	0	0
A6	<i>Total value of assets, comprising:</i>		\$'000	na	na	13497
A61	Buildings, land, fittings		\$'000	na	na	11420
A62	Other		\$'000	na	na	2077
A7	Number of gazetted police stations		Number	8	8	8

Notes: 1 Total expenditure includes only that provided by the ACT Government and comprises only 86% of expenditure in the provision of ACT Police Service. Additional 14% (\$8.2m approx for 1994–95) is provided by the Commonwealth, by agreement.

2 Simple salary averaging does not provide an accurate reflection of salaries expenditure. i) There are no sworn members in the bottom, lowest paid, work level, ie. Work Level 1. ii) Most unsworn members are in the Work Level 1 category. iii) The total salaries figure includes overtime, penalties and allowances. Unsworn members do not receive penalties or most allowances. iv) Sworn members who are regular shift workers are the beneficiaries of penalty payments and, as a consequence, receive higher remuneration than their colleagues, sworn and unsworn.

3 Total staffing figures exclude 14% (95 persons) funded by the Commonwealth, by agreement.

## Australian Capital Territory, 1992–93 to 1994–95, effectiveness

**Table 7.55:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>1. TO PROTECT, HELP AND REASSURE THE COMMUNITY</b>						
<b>B1.3 Minimise Impact of crime</b>						
B1321	Estimated \$ value of assets confiscated in year	1	\$'000	340.3	198.8	na
B1322	\$ value of funds realised in year	1	\$'000	20.7	183.8	na
<b>B1.4 Safe Roads</b>						
B141a	Number of hospitalisation and fatal road crashes	2		480	549	594
B141b	Number of hospitalisation and fatal road crashes / 100,000 population		Ratio	165.6	182.5	196.9
B141c	Number of hospitalisation and fatal road crashes / 100,000 registered vehicles		Ratio	277.3	300.3	310.8
<b>B1.7 Property Security</b>						
B172	% Vehicles stolen in the year which were recovered in the same year		%	na	83.0	88.2

Notes: 1 1994–95 data not yet available (source ACT DPP Annual Report).

2 Includes all crashes with injury; ACT do not separately describe serious from non serious.

## Australian Capital Territory, 1992–93 to 1994–95, effectiveness

**Table 7.56:** Objective: To protect, help and reassure the community

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>B1.8</b>	<b>Act with professionalism, impartiality and integrity</b>					
B182	Estimated crime reporting rates, by: <i>Households</i>					
B1821a	Break & Enter (% incidents reported to police)		%	na	72.1	87.8
B1821b	Attempted Break & Enter (% incidents reported to police)		%	na	27.2	38.1
B1821c	Motor Vehicle Theft (% incidents reported to police) <i>Persons</i>		%	na	88.1	*100
B1821d	Robbery (% incidents reported to police)		%	na	40.4	62.5
B1821e	Assault (% incidents reported to police)		%	na	30.9	31.6
B1821f	Sexual Assault (% incidents reported to police)		%	na	na	na
B184	Total number of complaints			783	789	903
<i>B1841</i>	<i>Total number of complaints handled internally, by method of resolution:</i>	1		783	789	903
B1841a	Number of complaints withdrawn			47	61	30
B1841b	Number of complaints dismissed			365	303	453
B1841c	Number of complaints sustained			55	54	70
B1841d	Number of unresolved complaints			316	371	350
B1841e	Number of complaints Conciliated			0	0	0
<i>B1842</i>	<i>Total number of complaints referred to or handled externally, by method of resolution:</i>	1		0	0	0
B1842a	Number of complaints withdrawn			na	na	na
B1842b	Number of complaints dismissed			na	na	na
B1842c	Number of complaints sustained			na	na	na
B1842d	Number of unresolved complaints			na	na	na
B1842e	Number of complaints Conciliated			0	0	0

Notte: 1 All complaints are investigated by AFP Internal Investigations officers and then referred to the Ombudsman for review. Therefore, AFP cannot separately identify internal from external complaints. However, the Commonwealth Ombudsman reports that in 1992–93 and 1993–94 it handled (respectively) 7 and 18 complaints against the AFP in the ACT, independently from the AFP. The outcomes of these complaints are not recorded. *Unresolved complaints* represent complaints still under IID investigation plus completed IID investigations that have been forwarded to, and remain with the Ombudsman for determination. Not included in the figures are 250, 110 and 106 complaints for each respective year that are deemed incapable of resolution. A further 422 complaints were resolved by conciliation or were determined by the Ombudsman to not be (further) investigated.

## Australian Capital Territory, 1992 to 1994, effectiveness

**Table 7.57:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992	1993	1994
<b>2. CRIME PREVENTION</b>						
<b>B2.1 Minimise crime</b>						
<i>REPORTED CRIMES</i>						
B2111	Number of reported crimes, by offence type:					
B2111a	Murder			na	2	3
B2111b	Attempted Murder			na	3	2
B2111c	Manslaughter			na	0	0
B2111d	Driving causing death			na	0	0
B2111e	Sexual Assault			na	81	99
B2111f	Kidnapping / Abduction			na	3	1
B2111g	Armed Robbery			na	54	64
B2111h	Unarmed Robbery			na	61	66
B2111i	Blackmail / extortion			na	3	1
B2111j	Unlawful Entry With Intent			na	5700	4977
B2111k	Motor Vehicle Theft			na	1678	1606
B2112	Number of reported crimes per 100,000 population, by offence type:					
B2112a	Murder			na	0.67	1
B2112b	Attempted Murder			na	1	0.66
B2112c	Manslaughter			na	0	0
B2112d	Driving causing death			na	0	0
B2112e	Sexual Assault			na	27.1	32.9
B2112f	Kidnapping / Abduction			na	1	0.33
B2112g	Armed Robbery			na	18.07	21.27
B2112h	Unarmed Robbery			na	20.41	21.93
B2112i	Blackmail / extortion			na	1	0.33
B2112j	Unlawful Entry With Intent			na	1906.99	1660.68
B2112k	Motor Vehicle Theft			na	561.39	533.73

## Australian Capital Territory, 1992 to 1995, effectiveness

**Table 7.58:** Objective: Crime prevention

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992</i>	<i>1993</i>	<i>1995</i>
<b>B2.1</b>	<b>Minimise crime (cont'd)</b>					
	<i>CRIME VICTIMISATION</i>					
<i>B2121</i>	<i>Estimated number of victims, unreported and reported offences, by type:</i>					
B2121a	Break and enter		'000	na	5.2	4.5
B2121b	Attempted Break and enter		'000	na	5.1	4.8
B2121c	Motor Vehicle Theft		'000	na	0.9	1
B2121d	Robbery		'000	na	3.7	2.8
B2121e	Assault		'000	na	7.9	8.5
B2121f	Sexual Assault		'000	na	0.9	1.4
<i>B2122</i>	<i>Estimated victimisation rate, unreported and reported offences:</i>					
B2122a	Break and enter / 100,000 households		Ratio	na	5000	4500
B2122b	Attempted Break and enter / 100,000 households		Ratio	na	4900	4500
B2122c	Motor Vehicle Theft / 100,000 households		Ratio	na	800	1000
B2122d	Robbery / 100,000 population		Ratio	na	1700	1300
B2122e	Assault / 100,000 population		Ratio	na	3500	3800
B2122f	Sexual Assault / 100,000 population		Ratio	na	900	1300

**Table 7.59:** Objective: Law enforcement

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>B3.3</b>	<b>Management of detainees</b>					
B331	Number of deaths in police custody and custody related incidents			0	1	0
B332	Number of sustained complaints per thousand detainees	1	Ratio	na	na	na

Note: 1 Complaints from detainees are not separately identified in AFP records.

## Australian Capital Territory, 1992 to 1995, unit cost

**Table 7.60: Unit costs**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Average cost per offender identified of NAFIS enquiries		\$	55.49	96.43	119.72
C2	Days lost through injury on duty			na	na	931
C5	Total cost of vehicle repairs or write off / Total vehicles	1	\$	na	na	226
C6	Days lost through sickness (excl injury on duty) / Total FTE staff		Ratio	na	7.5	9.3
C12	Average total vehicle cost per kilometre travelled		cents/km	na	na	23.9
C13	Average annual running cost per vehicle		\$/vehicle	na	na	8138

Note: 1 Number of Motor vehicles includes a number funded by Commonwealth Government of approximately 14% of total costs of ACT Police services.

## 7.6 Definitions and explanatory notes

### Definition of descriptors

<i>Indicator</i>	<i>Explanation/definition</i>
A10T Total recurrent expenditure	Comprises: Salaries and payments in the nature of salaries; Other recurrent expenditure; Depreciation; and Revenue from own sources. Each of these components are defined below.
A101 Salaries and payments in the nature of salaries	Equals the sum of: Salaries, wages and allowances; Payments of long service and recreation leave; Redundancy payments; Overtime; Workers compensation; Fringe benefits tax; Payroll tax; and Superannuation contributions by employers.
A101R Other recurrent expenditure	Includes: Maintenance and Working Expenses; Expenditure incurred by other Departments on behalf of police; contracted police services; Other recurrent costs not elsewhere classified.
A105 Depreciation	Depreciation based on Current Asset Valuation (see A61 below).
A107 Revenue from own sources	Comprises all revenue raised and retained by Police. Equals the sum of: Revenue from the sale of stores, plant and vehicles; Donations and industry contributions; User charges; and Other revenue (excluding fine revenue).
A11 Total capital expenditure	Includes all expenditure on the purchase of capital assets.
A1 Total Expenditure	Equals Total capital expenditure plus Total recurrent expenditure less Revenue from own sources.
A2 Average police salaries	Equals the component of Salaries and payments in the nature of salaries paid to sworn police officers, divided by the number of sworn officers.
A3 Average non-police staff salaries	Equals the component of Salaries and payments in the nature of salaries paid to Civilian and Other employees, divided by the total number of such employees.
A5 Total number of staff	Sum of the full time equivalent (FTE) staff directly employed on an annual basis (ie., excluding labour contracted out) in each of the categories A51 to A54. Actual rather than authorised staff are counted.
A51 Sworn police officers, uniformed	FTE uniformed personnel who have the full powers of a sworn police officer.
A52 Sworn police officers, non-uniformed	FTE non-uniformed personnel who have the full powers of a sworn police officer.
A53 Civilian staff	FTE civilian staff involved in: administration and management, training and teaching, medical and other specialist services, plus other civilian staff such as maintenance and cleaning personnel.
A54 Other staff	Comprises all actual FTE auxiliary police personnel who are neither sworn officers or strictly civilians because they are authorised to exercise statutory powers normally restricted to sworn officers. Includes Police Cadets, Police Aides and Special Constables.
A61 Value of assets: Buildings, land and fittings	Equals the value of land, buildings and fittings under the direct control of police. Asset values calculated using current deprival value methodology.
A62 Value of Other assets	Equals the value of motor vehicles, computer equipment, and general plant and equipment under the direct control of police. Asset values calculated using current deprival value methodology.
A7 Number of gazetted police stations	Total number of gazetted premises from which police perform general operational duties.

## Definition of effectiveness indicators

<i>Indicator</i>	<i>Explanation/definition</i>
B1321 Estimated value of confiscated assets	Total value of assets held in government trust pending a determination of whether the assets were acquired from the proceeds of criminal activity, and are therefore liable to be taken away from convicted criminals.
B1322 Value of funds realised in year	Equals gross amount of funds realised net of proceeds to the criminal. The gross amount of funds realised includes all funds generated from the sale of confiscated assets, irrespective of whether the government, the victim or criminal (or their lawyers) retains some or all of the funds.
B172 Percentage of vehicles stolen in year which were recovered in the same year	The denominator of this figure is the total number of vehicles stolen in a given financial year. The numerator is the subset of vehicles captured in the denominator which were subsequently recovered in the same financial year.
B182 Estimated crime reporting rates	Proportion of total incidents, by offence type, reported to police by victims. Sourced from <i>Crime and Safety, Australia</i> , ABS Cat. 4509.0 (various years). See <i>Crime and Safety, Australia</i> , for definitions of 'victim' and offence types.
B1841 Total number of complaints handled internally, by method of resolution	Total number of statements against police alleging misconduct, poor treatment, the violation of legal and/or human rights, which were handled by police internal investigation processes. There are five means by which a complaint can be resolved: it can be <i>withdrawn</i> , <i>dismissed</i> , <i>sustained</i> , remain <i>unresolved</i> or be <i>conciliated</i> . (see Definitions section below for details of each of these cases).
B1842 Total number of complaints handled internally, by method of resolution	Total number of statements against police alleging misconduct, poor treatment, the violation of legal and/or human rights, which were handled by investigation processes external to police (e.g. Ombudsman, Courts). There are five means by which a complaint can be resolved: it can be <i>withdrawn</i> , <i>dismissed</i> , <i>sustained</i> , remain <i>unresolved</i> or be <i>conciliated</i> . (see Definitions section below for details of each of these cases).
B2111 Number of reported crimes, by offence type	Crimes reported and recorded by police, using the NCSU offence classification scheme. Sourced from <i>National Crime Statistics</i> , ABS Cat. 4510.0 (Jan. to Dec. 1994), which defines offence types. The offence types used for reported crime (ABS Cat. 4510.0) are assembled from police statistics and differ from those used in <i>Crime and Safety Australia</i> (ABS Cat. 4509.0), which estimate the total number of victims using survey information.
B2121 Estimated number of victims, by type of unreported and reported offence	<b>Victim</b> refers to a person or a household, who after being surveyed, reported suffering at least one of the offence types in the previous 12 month period. Sourced from <i>Crime and Safety, Australia</i> , ABS Cat. 4509.0 (various years). See <i>Crime and Safety, Australia</i> , for definitions of offence types. The offence types used for compiling the estimates of total (that is, unreported and reported) crime in <i>Crime and Safety Australia</i> (ABS Cat. 4509.0) differ from those used for reported crime (ABS Cat. 4510.0).

## Definition of effectiveness indicators

	<i>Indicator</i>	<i>Explanation/definition</i>
B331	Number of deaths in police custody and custody related incidents	<p>Includes:</p> <ul style="list-style-type: none"> <li>(i) <i>the death wherever occurring of a person who is in police custody;</i></li> <li>(ii) <i>the death wherever occurring of a person whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care whilst in such custody or detention;</i></li> <li>(iii) <i>the death wherever occurring of a person who dies or is fatally injured in the process of police officers attempting to detain that person; and</i></li> <li>(iv) <i>the death wherever occurring of a person who dies or is fatally injured in the process of that person escaping or attempting to escape from police custody.</i></li> </ul> <p>(Royal Commission into Aboriginal Deaths in Custody 1991, p. 190) Data sourced from <i>Australian Deaths in Custody &amp; Custody related Police Operations</i>, Australian Institute of Criminology, Canberra</p>
B332	Number of sustained complaints per thousand detainees	Equals the number of complaints made by detainees divided by the total number of detainees.

## Definitions of unit cost and productivity indicators

	<i>Indicator</i>	<i>Explanation/definition</i>
C1	Average cost per offender identified by NAFIS enquiries	Total Annual Cost to police agencies for connection and usage of the <i>National Automated Fingerprint Information System</i> divided by the total number of positive offender identifications achieved from 10 print and latent searches.
C2	Days lost through injury on duty	Total number of days lost through injuries sustained while on duty. Injuries include, for example, sprains, wounds and bruises. Excludes days lost through sickness.
C5	Average cost of vehicle repairs	Equals the cost of repairs to crashed police divided by the total number of vehicles in the fleet. Repair costs comprise insurance excess payments, repair costs not covered by insurance and the value of crashed police vehicles which are written off. All costs associated with regular vehicle maintenance are excluded.
C6	Average days lost through sickness (excluding injury on duty)	Equals total number of days lost through sickness (excluding days lost through injury on duty) divided by total staff.
C12	Average total vehicle cost per kilometre travelled	Equals Total cost of vehicles divided by total fleet kilometres. Total vehicle costs comprise: regular maintenance and repairs (not crash repairs); fuel; the cost of fitting out vehicles for police use (through the installation of radios, sirens and other equipment) and the cost of removing such equipment prior to the disposal of vehicles; lease costs; registration and insurance. Where vehicles were not leased, the difference between vehicle purchase costs and revenue from the sale of vehicles was used as a proxy.
C13	Average annual running cost per vehicle	Defined as Total cost of vehicles divided by Total number of vehicles.

## Definitions of variables

<i>Variable</i>	<i>Definition</i>
vehicle	A <b>vehicle</b> is one of the following categories defined in <i>Motor Vehicle Registrations</i> , Australia, ABS catalogue 9304.0: 'Passenger vehicles', 'Other motor vehicles' and 'Motor cycles'. It excludes 'plant and equipment, caravans and trailers', as defined by the ABS.
detainee	A <b>detainee</b> is any person who is unable to leave of their own free will because of police action (eg. held for questioning or overnight detention). It also includes unsuccessful attempts by police to restrict a person's movements (eg. police pursuits and raids).
Salaries and payments in the nature of salaries	Equals the sum of: Salaries, wages and allowances; Payments of long service and recreation leave; Redundancy payments; Overtime; Workers compensation; Fringe benefits tax; Payroll tax; and Superannuation contributions by employers.
Maintenance expenses	Payments for the upkeep of police stations, residences and lease premises.
Working expenses	Equals the sum of expenditure on: Rent; Other building expenses (excluding maintenance); Subsistence and transport; Motor vehicles, launches and aircraft; Fees for services rendered; gas and electricity; Post and telecommunications; Stores and printing; Audit fees; Bad debts; and Other working expenses.
Expenditure incurred by other Departments on behalf of police	Captures payments such as Health Commission expenditure on police detainees.
Contracted police services	Contract fees for private management of police operations, such as communications.
Other recurrent costs NEC	Equals the sum of: Consultant fees; Contract fees for cleaning, transportation and other services (excluding consultant fees and fees for contracted police services).
deprival value	<b>Deprival Value</b> is defined as the loss incurred by an organisation if it is deprived of the service potential or future economic benefits of an asset. A full explanation of deprival value is given in SCNPMGTE (1994).
complaint	A verbal or written statement against police alleging misconduct, poor treatment, violation of legal and/or human rights when a person was in police custody. Each statement can identify a number of <b>complaint issues</b> . A statement can be in the form of a letter or a verbal report to police which is subsequently recorded on an official document. A complaint could be received from a current detainee, an ex-detainee or a member of the public writing concerning a detainee or ex-detainee. A complaint could also be received from a member of the public who has had 'voluntary dealings' with police.
sustained complaint	A <b>complaint</b> for which a police officer is found culpable of at least one of the <b>complaint issues</b> . Culpability is established after an investigation and hearing of evidence or by the accused officer admitting fault. Typically, a culpable officer will be subject to disciplinary procedures, imposed either by the Police Department or the Ombudsman. For particularly serious matters, police officers would also be charged with a criminal offence and subjected to trial before a court of law.
withdrawn complaint	<b>Withdrawn</b> means the complaint in its entirety is dropped by the person who lodged it. ie. None of the complaint issues are pursued by the person who made the original complaint.
dismissed complaint	<b>Dismissed</b> means that none of the complaint issues were found to be sustained. i.e. The available evidence clearly establishes that there are no grounds for the complaint whatsoever - it was unsubstantiated.
unresolved complaint	a complaint which has not been withdrawn, dismissed, conciliated or sustained.
conciliated complaint	all the issues addressed in the complaint are settled after negotiation.

## APPENDIX: Results from community perceptions of police survey

**Survey details:** National survey conducted by the Australian Bureau of Statistics in August 1995.

**Instrument:** ABS Population Survey Monitor.

**Number of Respondents:** 2,000.

**Interview method:** Face-to-face

### Sample size, by jurisdiction:

NSW	482
VIC	416
SA	254
QLD	340
WA	24
TAS	136
NT	44
ACT	87
TOTAL	2000

**Table 1:** Satisfaction with general police services, persons. Question: "How satisfied are you, in general, with the services provided by police?"

	%
Very satisfied	19.8
Satisfied	48.2
Neither	17.5
Dissatisfied	10.4
Very dissatisfied	2.3
Don't know	1.8
Total	100.0

**Table 2:** How safe do you feel at home by yourself during the day, persons. Question: "How safe would you feel at home by yourself during the day?"

	%
Very safe	50.4
Safe	42.9
Neither	3.9
Unsafe	2.2
Very unsafe	0.4
Not applicable	0.3
Total	100.0

**Table 3:** How safe do you feel at home by yourself after dark, persons. Question: "How safe would you feel at home by yourself after dark?"

	%
Very safe	31.7
Safe	45.7
Neither	10.7
Unsafe	9.0
Very unsafe	2.4
Not applicable	0.5
Total	100.0

**Table 4:** How safe do you feel walking or jogging locally during the day, persons. Question: "If you were by yourself but other people may be around, how safe would you feel walking or jogging locally during the day?"

	%
Very safe	37.2
Safe	51.7
Neither	5.1
Unsafe	3.8
Very unsafe	0.2
Not applicable	2.0
Total	100.0

**Table 5:** How safe do you feel walking or jogging locally after dark, persons. Question: "If you were by yourself but other people may be around, how safe would you feel walking or jogging locally after dark?"

	%
Very safe	10.8
Safe	26.8
Neither	14.6
Unsafe	30.5
Very unsafe	11.7
Not applicable	5.5
Total	100.0

**Table 6:** Police treat people fairly and equally, persons. Question: "To what extent do you agree with the statement 'Police treat people fairly and equally?'"

	%
Strongly agree	9.0
Agree	45.7
Neither	18.9
Disagree	19.6
Strongly disagree	4.0
Don't know	2.9
Total	100

**Table 6:** I do not have confidence in the police, persons. Question: "To what extent do you agree with the statement 'I do not have confidence in the police?'"

	%
Strongly agree	2.8
Agree	12.2
Neither	15.2
Disagree	57.7
Strongly disagree	10.7
Don't know	1.4
Total	100.0

**Table 8:** Contact with police in the last 12 months, persons. Question: "In the past 12 months, have you had any contact with the police such as in a police station, at a random breath testing station, over the phone or at a Neighbourhood Watch meeting? Please exclude any social contact. "

	%
Yes	51.1
No	18.9
Total	100.0

**Table 9:** Satisfaction with most recent contact with police, persons . Question: "How satisfied were you with the service you received during your most recent contact with police?"

	%
Very satisfied	35.4
Satisfied	40.8
Neither	8.7
Dissatisfied	8.0
Very dissatisfied	6.9
Don't know	0.2
Total	100.0

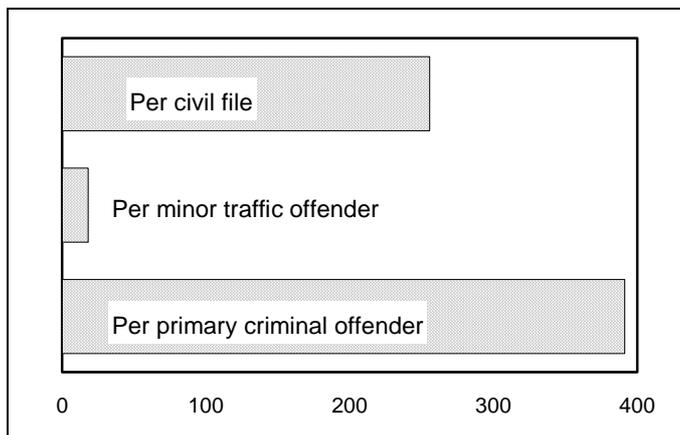
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## 8 COURTS ADMINISTRATION

### Summary

Courts administration agencies throughout Australia provide a range of services integral to the effective performance of the judicial system. Although an increase in scope is planned for future reports, this Chapter focuses on the administration of State and Territory Supreme, County/District and Magistrates' Courts. While there are some limitations to the data, there appears to be considerable variation in the results across jurisdictions. A significant factor in this variation is the diversity of the environments in which the different agencies operate. Key results include:

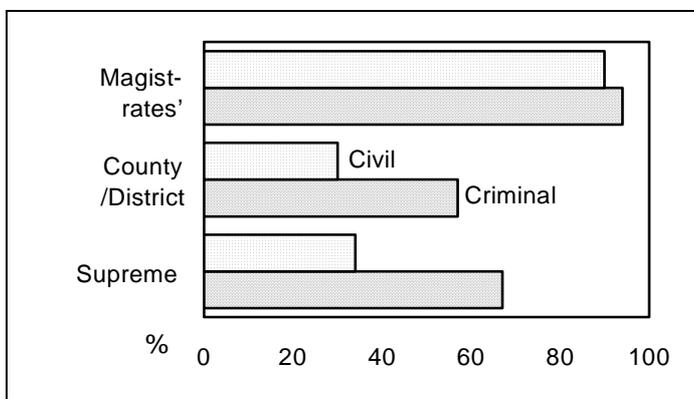
#### Average unit cost, Australia, 1993–94 (\$)



#### Average cost per case

There is significant variation in unit costs across types of cases and across States and Territories (see Table 8.7). Technological developments, such as electronic courts for minor traffic offences, have had a significant impact on administration costs.

#### Cases resolved within six months, Australia, 1993–94 (per cent)



#### Timeliness

While there is considerable variation across the jurisdictions, a large proportion of criminal and civil cases are resolved within six months of filing and readiness respectively (see Tables 8.3 and 8.4).

Note: These figures are based on a census of all cases resolved in the month of March 1994.

### *Future directions*

An overriding issue for the collection of courts' data in the future is the need to establish an ongoing data collection system. Most of the data available for inclusion in this Chapter were the product of a special collection organised by the senior officials of court administration agencies across Australia. While States and Territories acknowledge the benefits of continuing this collection on an annual basis, no formal mechanisms for achieving this have been put in place. Other issues include: extending the coverage of this Chapter to include additional areas (for example, Commonwealth Courts); the resolution of a number of definitional issues; and the development of additional indicators relating to the quality of services provided.

## **8.1 Profile of the sector**

This Chapter focuses on the administration of State and Territory courts which includes: facilities management, case management, client advice, and enforcement of court orders. In total, providing these services cost State and Territory governments over \$524 million in 1993–94. While this is a relatively small area of responsibility for the States and Territories, accounting for about 0.7 per cent of their total general government expenditure, around 2.4 million matters were handled in State and Territory courts in 1993–94.

### **Courts administration and the legal system**

The boundary between courts administration and the other elements of the legal system is not always clear, and varies across jurisdictions. The main functions provided by courts administration are:

- management of court facilities, including management of court buildings, provision of court staff, maintenance of court security, and the provision of ancillary services such as registry and transcription services;
- case management services, including client advice; and
- enforcement of court orders ( for example, through Sheriffs' offices).

In providing these services, courts administration agencies strive to work with the judiciary in an effort to provide a comprehensive and responsive court system, which allows for the prompt resolution of disputes and appropriate access to justice by the community. Clearly, however, other elements of the legal system have a substantial impact on these outcomes. The major influences on the timing of the commencement and subsequent duration of cases, for example, are the activities of the legal profession. Similarly, while court fees are a factor affecting affordability, and hence accessibility to justice, legal fees are a more significant determinant.

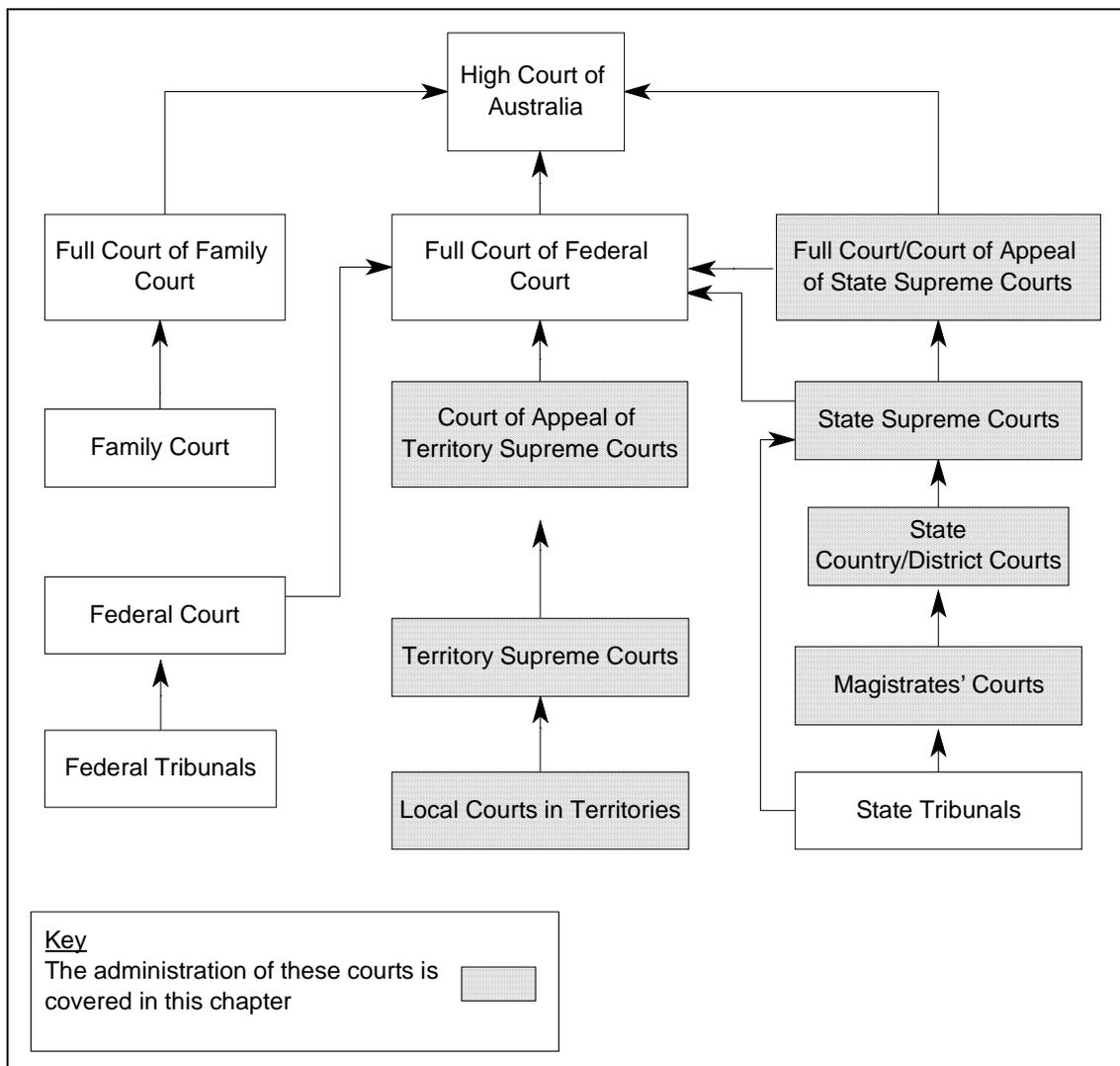
Accordingly, the performance indicators presented in this Chapter need to be understood in this context.

## Structure of courts

There is a hierarchy of courts in each State and Territory, and at the Federal level. This Chapter focuses on the activities of the main courts at the State and Territory level; the Supreme, County/District and Magistrates' Courts<sup>1</sup>.

Commonwealth courts, and specialist tribunals and boards at the State and Territory level are excluded, but may be considered in future reports (see Section 8.3).

**Figure 8.1:** Hierarchy of courts in Australia



<sup>1</sup> Magistrates' Courts figures include data on Children's Courts and Youth Courts. 'Virtual' County/District Court figures for Tasmania, Northern Territory and the ACT (which do not have County/District Courts) have been included in Supreme and Magistrates' Court data for those States and Territories.

## **8.2 Recent developments**

Long term case backlogs and delays in both the criminal and civil justice systems have led to a re-evaluation of court administration procedures in many States and, in particular, a streamlining of caseload management practices. Two key innovations have been:

- the introduction of “electronic courts”, where, upon detection by police, subsequent fines and other correspondence is a fully computerised process; and
- an increase in the use of alternative dispute resolution mechanisms including arbitration and mediation for individual cases.

### **Technological developments**

Matters handled through electronic courts are not brought before a Magistrate unless a not guilty plea is entered or upon application by the defendant. Consequently, electronic courts enable a reduction in disposition times and an easing in court caseloads. Electronic courts are currently used to varying degrees in Victoria, Queensland, NSW, WA and the NT. Electronic lodgment of documents has also been introduced in some jurisdictions, as has the use of both real time court reporting and electronic exhibits.

### **Alternative dispute resolution**

Alternative dispute resolution (ADR) refers to those services that provide the community with a means to resolve disputes other than through the traditional forms of litigation offered by the courts. ADR may take place independently or as part of the court process. The main forms of ADR include; mediation, arbitration, conciliation, and expert determination. In mediation, for example, a neutral person, the mediator, assists the parties involved to explore alternatives so as to reach a settlement themselves.

The use of ADR and the range of ADR service providers has increased significantly over recent years due to its less expensive and more informal nature. ADR contributes to the easing of court caseloads and thus assists in efforts to reduce case backlogs and delays. Some concerns however, have been expressed that weaker groups may be disadvantaged by ADR (AJAC 1994).

### **Structural developments**

In addition to procedural changes, over the last few years there have also been a number of structural changes. Courts administration has been traditionally the responsibility of government departments responsible to a cabinet minister (usually the Attorney-General). However, some States and Territories have moved away from the traditional model of court administration toward a greater degree of autonomy. For example, SA courts (including administrative

responsibilities) are now collectively administered by an independent judicial body, and Victoria is currently trialing self-administration of the Magistrates' Court.

## 8.3 Summary of results

### Interpreting results in context

This section provides an overview of the more detailed results presented for each jurisdiction in Section 8.5. There are a number of important environmental differences between the jurisdictions which need to be considered when interpreting the results. Certain limitations of the data, which are mentioned where relevant, also mean that the results should be interpreted with care.

The different environment in which each courts administration agency operates affects the cost structure of their operations. Three important influences are: the overall size of the court system; the mix of cases handled; and the geographic dispersion of the population.

As shown in Table 8.1, the overall size of operations varies dramatically across the States and Territories. This factor impacts on relative costs, given that there are likely to be economies of scale in courts administration, particularly in terms of the computerisation of bulk processing for minor traffic offences.

**Table 8.1:** Total criminal and civil cases filed with each court, by State and Territory, 1993–94

<i>Matters filed</i>	<i>Units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Total<sup>1</sup></i>
<i>Criminal</i>										
Supreme Court	000	1.0	0.8	1.3	0.4	0.5	0.4	0.1	0.2	4.7
County/District Court	000	10.6	4.3	5.7	2.3	2.3	-	-	-	25.2
Magistrates' Court	000	400.0	522.5	219.1	181.6	142.7	25.9	15.7	8.0	1515.5
Minor traffic	000	169.2	412.1	68.0	73.5	34.7	6.0	2.4	1.1	766.9
Primary <sup>2</sup>	000	230.8	110.4	151.0	108.1	110.9	19.9	13.5	6.9	751.6
<i>Civil</i>										
Supreme	000	14.1	6.5	6.5	1.7	2.7	3.8	0.3	1.2	36.6
County/District Court	000	13.4	12.7	6.2	9.4	2.6	-	-	-	44.3
Magistrates' Court	000	211.2	191.7	76.4	50.5	46.2	19.9	15.4	12.6	623.9

Notes: 1 Totals may not add due to rounding.

2 "Primary" is defined as total criminal lodgments *less* minor traffic lodgments.

- Not applicable, there are no County/District Courts in the ACT, NT or Tas.

Table 8.1 also illustrates the variations in the mix of cases filed. Differences in the mix of cases filed in a period will clearly influence average costs and average timeliness for completion of cases.

Geographic dispersion is a significant influence on the cost of courts administration because of the need to ensure that court facilities are accessible to those who need them regardless of where they live. For example, the widely dispersed population in WA has led to the number of Magistrates' Courts in that

State being greater than that of Victoria despite WA having a population a third the size.

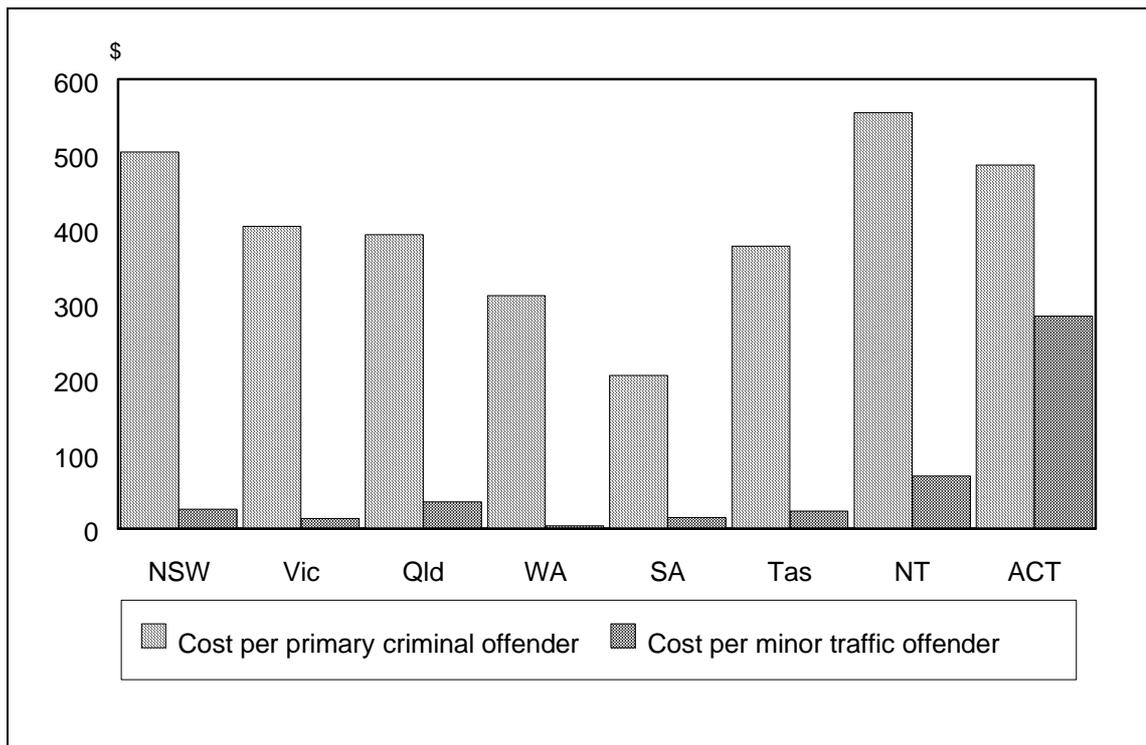
A further major influence on costs is the quality and range of services provided to clients by court administration agencies. Variations in quality of service would be reflected in client satisfaction information, which is not currently included in the set of indicators but may be examined in the future (see Section 8.4).

## Courts administration costs

### *Criminal cases – average costs per offender*

Average costs per primary offender (that is, costs relating to all offences other than minor traffic offences) vary significantly across the States and Territories, from a \$205 in SA to \$555 in the NT (see Figure 8.2).

**Figure 8.2:** Average costs per offender: criminal matters, by State and Territory, 1993–94, (\$)



Notes: "Primary" is defined as total criminal offender *less* minor traffic offenders.

NT unit costs are affected by the treatment of charges relating to the government owned facilities used by the NT courts.

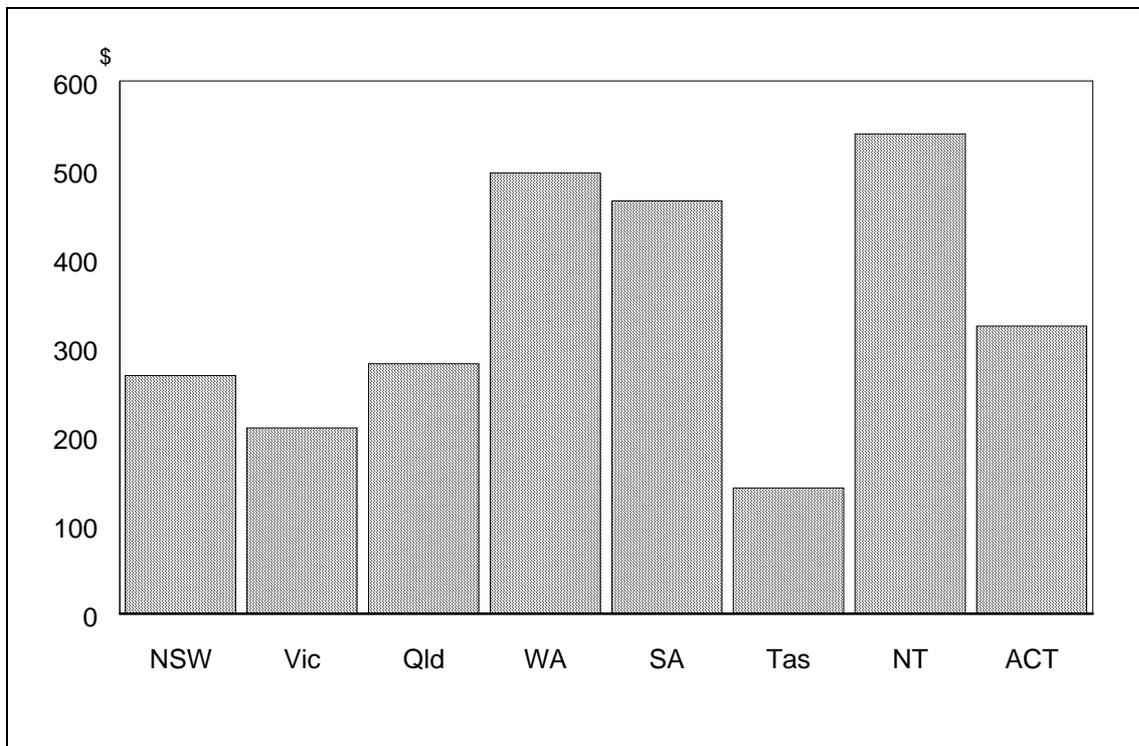
Average costs per offender for minor traffic offences have been separated out because they are high volume cases and are dealt with in very different ways in the various States and Territories. In Victoria, NSW, Queensland, WA and the NT a significant proportion of these matters are dealt with by "electronic court"

(see Section 8.2). Unpublished figures collected indicate that the cost per offender of cases handled in this way ranged from \$3 to \$5. While SA does not have electronic courts the cost of processing minor traffic matters is reduced by the majority of matters of this type being heard before Justices of the Peace.

*Civil cases – average costs per file*

As with criminal cases, there appears to be significant variation across the different States and Territories in the unit cost of civil cases (see Figure 8.3). The highest reported costs were again in the NT (\$541 per file), while the lowest where in Tasmania (\$142 per file).

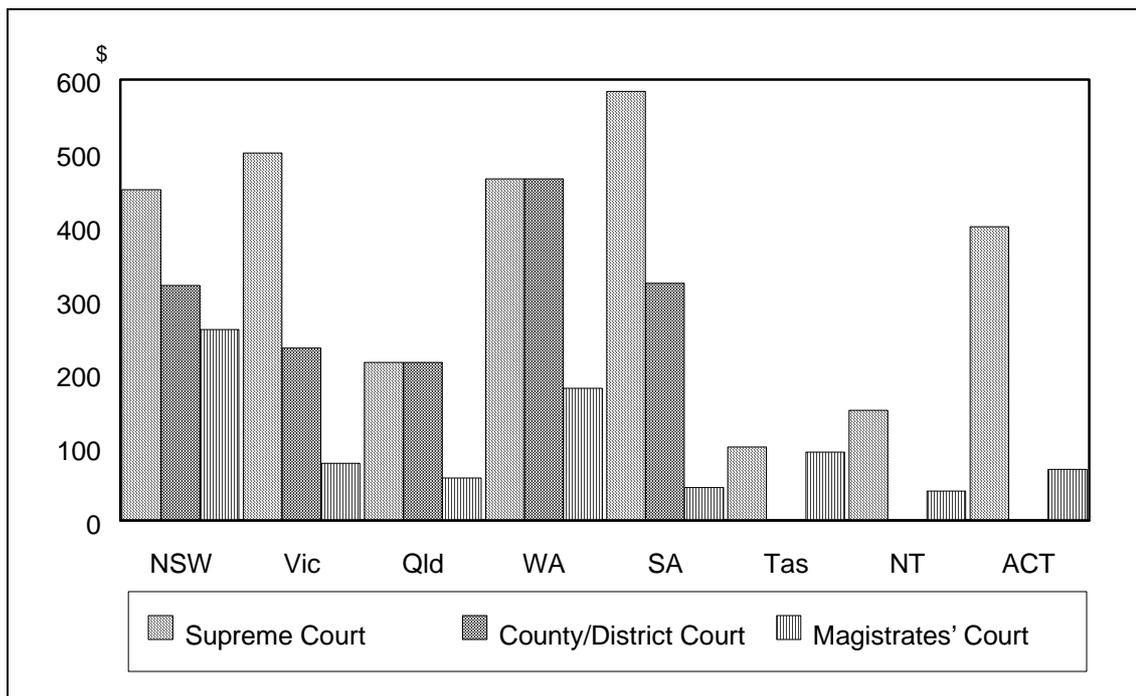
**Figure 8.3:** Average cost per file: civil matters by State and Territory, 1993–94, (\$)



Note: NT unit costs are affected by the treatment of charges relating to the government owned facilities used by the NT courts.

*Costs faced by litigants*

Court fees are only a part of the overall costs faced by litigants, the most significant component of which is legal fees. Nevertheless, court fees can in themselves be significant. While there is a great deal of variety in the pricing schemes employed by the different jurisdictions, an indication of the fees levied by the courts per day can be obtained from estimates of the revenue per sitting day per judge or magistrate (Figure 8.4).

**Figure 8.4:** Estimated daily court fees by State and Territory, 1993–94 (\$)

Notes: A sitting fee has been included in calculating the notional fees for WA, while the SA figures for the Supreme and County/District Courts include a hearing fee. A setting down fee has been included in the notional fee for the Victorian Supreme Court. The figures depicted above are based on the cost of the first day of hearing. In some jurisdictions the cost of additional days may lower than the first. NT, ACT, and, TAS do not have County/District Courts.

These fees, together with court transcript fees, represent over 8.5 per cent of total court administration expenditure (civil and criminal combined).

### *Timeliness*

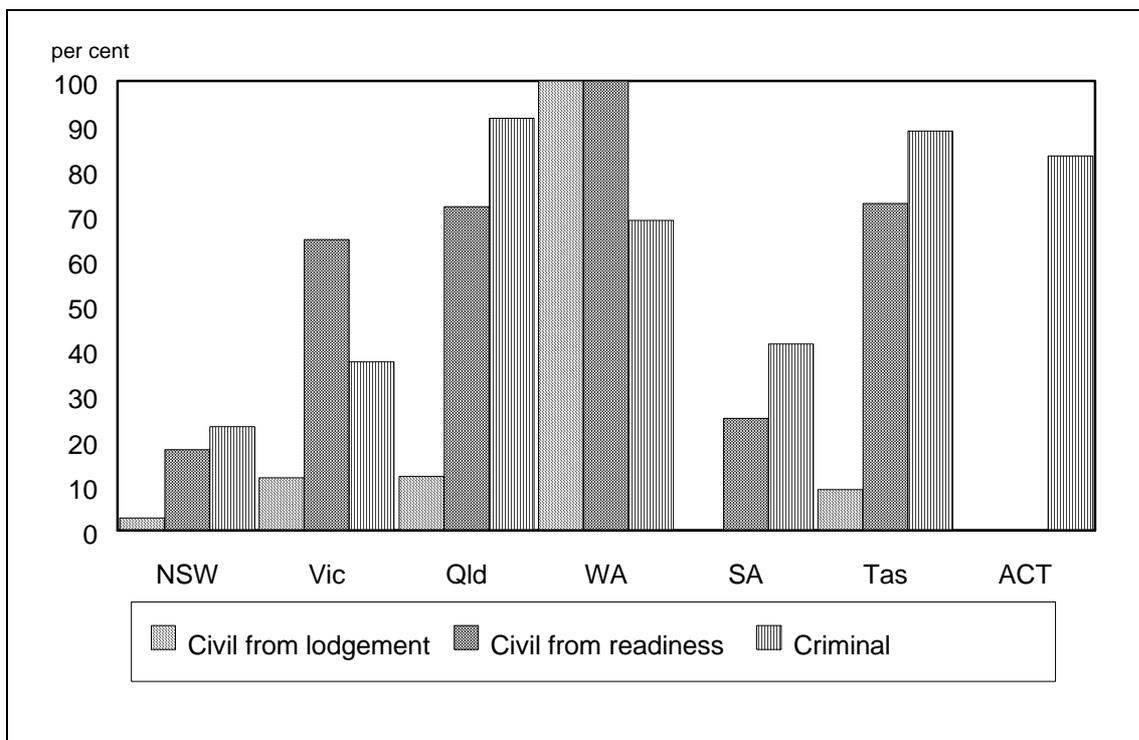
In discussing the time necessary to reach a decision in civil cases it is useful to distinguish between the time taken to complete a case from lodgment, and the time taken to complete a case from readiness to go to trial. This is because a large proportion of lodged cases are resolved without ever going to trial. In NSW for example, only 14 per cent of civil matters lodged in the Magistrates' Court were settled by hearing, with the remainder settled out of court through alternative dispute resolution, or because no further action was taken by the plaintiff. Further, for those cases that do go to trial, the time interval between a civil case being lodged and being ready to go to trial may be significant and is, to a large extent, out of the control of courts administration processes.

While the results suggest a significant variation in timeliness across jurisdictions and within jurisdictions for different courts, care should be exercised when interpreting these results as the data on which they are based is drawn from a single month and thus may be subject to sampling error. The impact of the

limited time frame of the sample is heightened when combined with the lower caseloads of the smaller States.

In the Supreme Court a significant proportion of criminal and civil cases are resolved within six months. For example, Queensland, Tasmania, and the ACT, appear to complete over 80 per cent of criminal cases within six months. Supreme Courts in Queensland and Tasmania appear to complete a high proportion of the civil cases within that time also (see Figure 8.5). Supreme court cases in NSW appear to be of a longer duration than in other States and Territories.

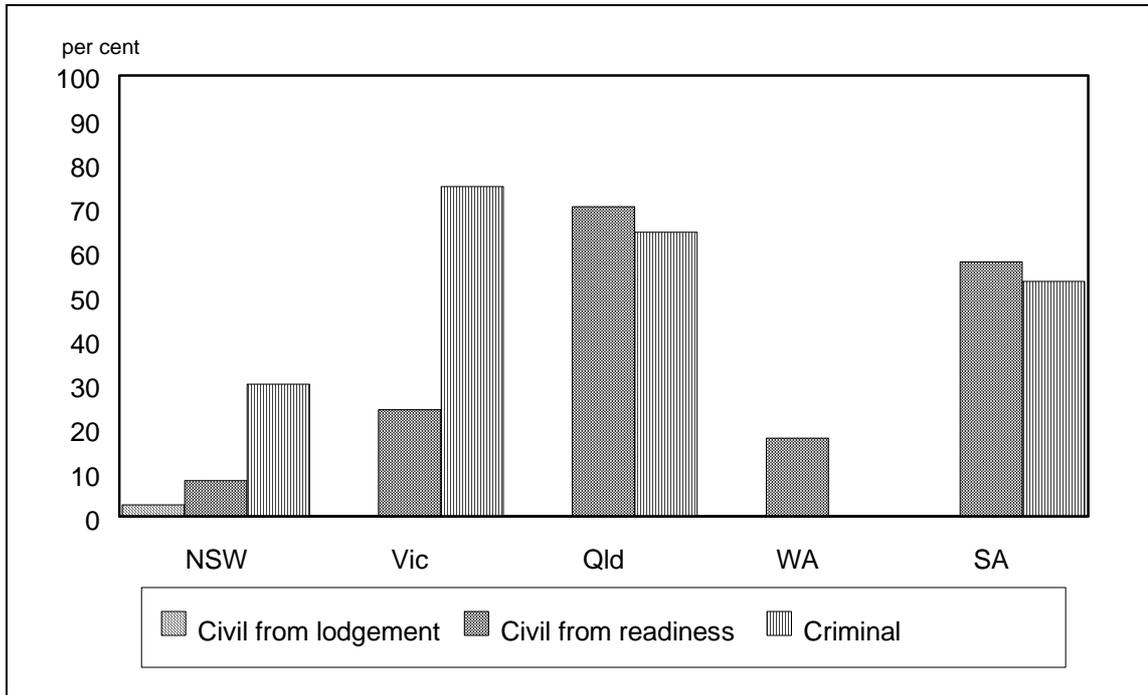
**Figure 8.5:** Proportion of Supreme Court cases spanning six months or less, by State and Territory, March 1994, (per cent)



Notes: These figures are based on a census of all cases resolved in the month of March 1994. The NT sample was too small to provide a reliable result.

The apparent distribution of the time taken to complete County/District Court cases across the States and Territories is similar to that of the Supreme Court (see Figure 8.6). Cases in NSW appear to take significantly longer to resolve than in other jurisdictions. For example, only 30 per cent of criminal cases completed in March 1994 in NSW had been resolved within six months of filing compared to 75 per cent in Victoria, and 64 per cent in Queensland.

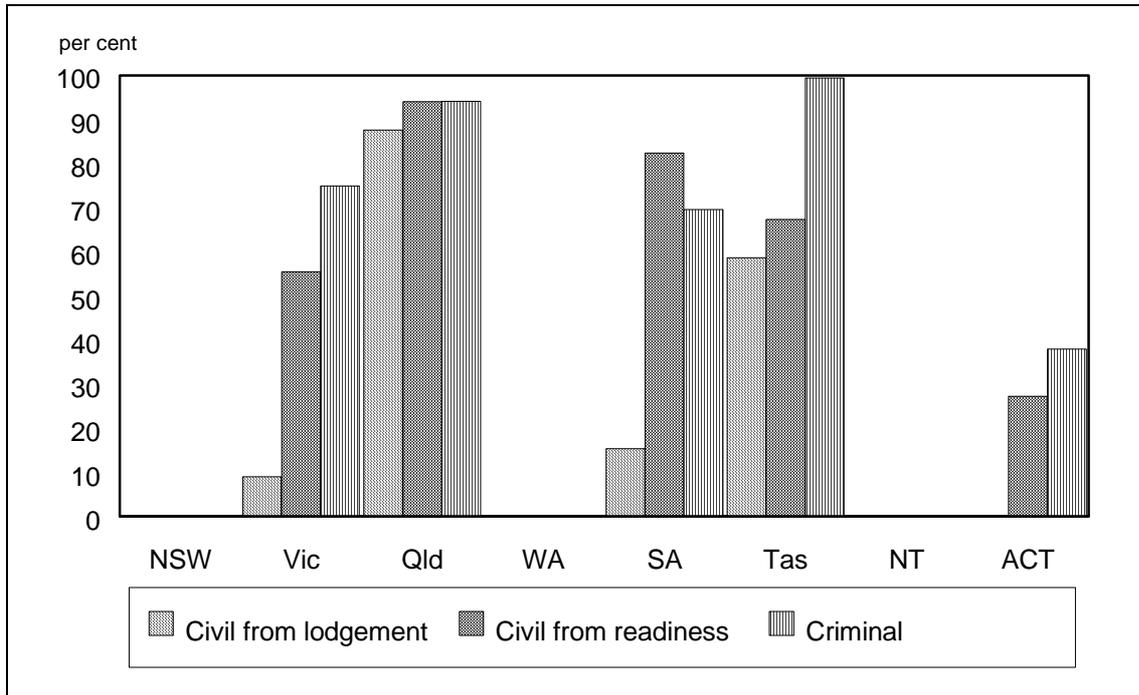
**Figure 8.6:** Proportion of County/District Court cases spanning six months or less, by State and Territory, March 1994, (per cent)



Notes: These figures are based on a census of all cases resolved in the month of March 1994. NT, ACT and Tas. do not have County/District Courts, while WA data on County/District Court criminal cases was not available.

The time taken to complete a case in the Magistrates' Court appears to be significantly shorter than in other courts with most States and Territories resolving two thirds of cases within three months (see Figure 8.7).

**Figure 8.7:** Proportion of Magistrates' Court cases spanning three months or less, by State and Territory, March 1994, (per cent)



Notes: These figures are based on a census of all cases resolved in the month of March 1994. No information was available for criminal cases in NSW, WA and the NT. WA and the NT were also unable to provide information on civil cases.

### 8.4 Future directions

Future work on the performance data collected for courts administration needs to focus on improving data collection and the quality and comparability of the indicators. Further indicators also need to be developed and are discussed in terms of a preliminary framework of indicators for courts administration (see Figure 8.8).

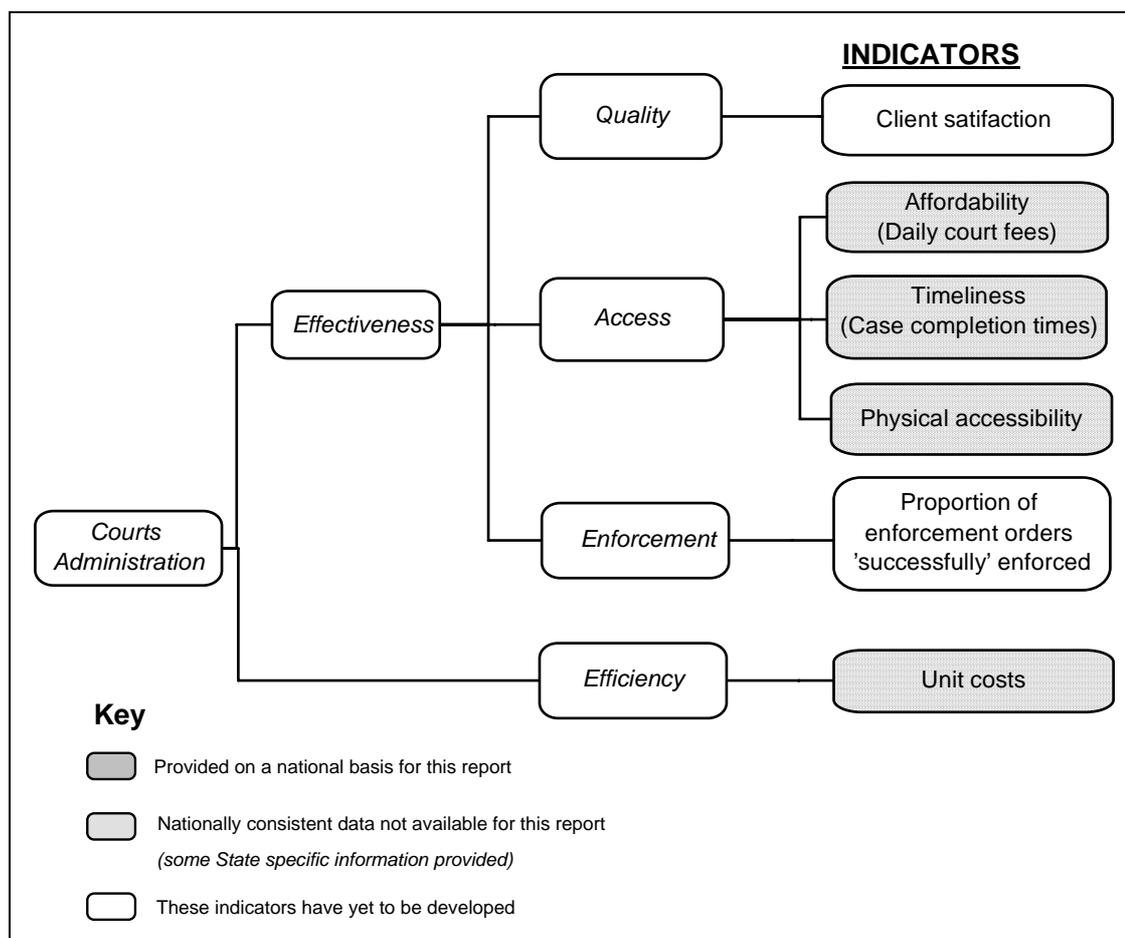
#### Data collection

An overriding issue for the collection of courts data in the future is the need to establish an ongoing data collection system. Most of the data available for inclusion in this Chapter were the product of a special collection organised by the senior officials of court administration agencies across Australia. A formal collection process will need to be established if future collections are to take place.

A potentially important contributor to future data collections is the Australian Bureau of Statistics (ABS). The National Criminal Courts Statistics Unit of the ABS has a general role in the development of national standards for court

statistics, and many of these standards will be applicable to the requirements of the COAG collection. In 1996, the ABS plans to release the first in a series of statistical publications on criminal courts. While the ABS collection currently only includes higher court caseload statistics, it is planned to increase coverage in subsequent years to include defendant characteristics, penalty measures, lower courts and appeal matters. The possibility of the ABS collection addressing the needs of the Review for financial statistics and information on civil matters will also be examined in the future.

**Figure 8.8:** Preliminary framework of performance indicators for courts administration



### Improving the quality and comparability of existing indicators

There are a number of refinements that are required to the indicators presented in this report. These include:

- extending the coverage of timeliness data from one month to whole year;
- developing an improved measure of accommodation costs;
- improving the collection of information on transcript fees by defining a standard unit of measurement; and

- the refinement of a number of definitions.

## **Additional indicators for State and Territory courts**

### *Client satisfaction*

As is the case in other areas of service provision, there have been some State and Territory-specific efforts to assess client satisfaction with court services. For example, Queensland, South Australia and Victoria have conducted client attitude surveys. These surveys have differed substantially, ranging from surveys of broad client attitudes to court proceedings, to surveys of the attitudes of users of court registry services.

An issue for consideration is whether an Australia-wide client survey, focusing on attitudes of clients to services provided by court administration agencies, should be pursued. While there are obvious economies in a single survey approach, an Australia-wide survey would need to take account of the survey instruments that are already in place. In structuring client surveys, an important issue is the need to isolate perceptions about court administration services compared to the wider legal system.

### *Civil enforcement*

It is intended that an indicator will be developed relating to the performance of the enforcement services provided by court administration agencies (see Figure 8.8). In particular, data will be sought for next year's Report relating to the number of enforcement orders "successfully executed" as a proportion of those referred to the Sheriffs' offices for action. This will require further work in developing a standard definition of "successfully executed".

## **Expanding the coverage of activities**

The scope for including the Federal and Family Courts in next year's Report will be examined.

A further issue relating to the boundary of this exercise for future reports concerns the separation of court administration functions from judicial activities. While comparative reporting of performance is an issue that the judiciary would need to investigate on a collaborative basis through its own mechanisms, the inclusion of courts administration in this Report may create an opportunity to examine this issue.

## **8.5 Performance indicators by jurisdiction**

The source of the data used in the tables presented in this section has been provided by the States and Territories themselves unless otherwise noted.

### **New South Wales – jurisdiction's own comments**

“ A number of factors unique to Sydney impact on the delivery of services by New South Wales courts. These factors include:

- Sydney's status as the national commercial centre is reflected in the large number of civil matters dealt with in New South Wales courts, particularly in the Supreme Court. Commercial matters tend to be more complex than other civil matters and it is suggested that this may have an impact on the length of hearings and the cost of delivering services;
- As the largest city in Australia, a significant proportion of Australia's serious crimes are committed in Sydney and this is particularly reflected in the work of the District Court; and
- Sydney has the largest number of people from non-English speaking backgrounds of any Australian city and this adds complexity to the delivery of court services, impacting both in the provision of registry services and in the processing of matters through the courts.

Court services are delivered differently in the various States and Territories of Australia. Key aspects of the delivery of New South Wales court services include:

- Local Court chamber magistrates provide a unique service in the provision of legal assistance to members of the public on procedural issues. Approximately 170,000 people consult chamber magistrates each year in New South Wales.
- There are more than 160 permanent court locations in New South Wales. Clerks of courts in rural areas act as coroner. Registry services for the District and Supreme Courts and services for other Government agencies, such as the Registry of Births, Deaths, and Marriages are provided by Local Courts in rural areas.
- The Supreme and District Courts spend a significant proportion of time on County circuits. This adds to the cost of providing court services in New South Wales.

”

## Victoria – jurisdiction's own comments

“

The Review of Commonwealth/State Government Service Provision has proven to be a valuable process as it has served to focus attention on court systems and processes and to facilitate the development of a range of preliminary measures against which the performance of each court and State and Territory can be analysed. In light of the overlapping jurisdiction of the Federal Court and the State and Territory Supreme Courts, it is essential that the Federal Court be included in the next data collection exercise. The review process should be continued so that over the next few years more refined and comparable performance measures and results can be produced. Furthermore, the collection process should become more focused on those major court policies, processes and systems that are recognised as achieving best practice.

The following specific comments are provided to assist interpretation of the major results applicable to Victoria.

- The substantial variation between the number of permanent Magistrates' Courts and visited courts shown in Table "Access — location of Magistrates' Courts 1993–94" at the end of the chapter reflects the strong regional management focus in Victoria. This has led to the development of a number of high quality regional courts that are supported by a range of local facilities that are utilised by the community.
- The Penalty Enforcement by Registration of Infringement Notice (PERIN) Court provides a flexible and low cost method of servicing a large volume of minor traffic and parking offences. As a result only the more complex criminal matters are dealt with by Magistrates in the open court.
- The cost of dealing with civil matters in Victoria is amongst the lowest of all the States and Territories.
- Victoria has a favourable cost effectiveness outcome across the combined criminal and civil jurisdictions based upon the variation from average cost.

The efficiency and effectiveness measures provided with this Chapter must be analysed carefully in order to avoid misleading inferences and conclusions. Victoria considers that the following refinements are required to improve the comparability of the data.

- Whilst definitions underpinning the review process were generally stringent some differences of interpretation were included in the figures.
- The timeliness measures are based upon a one month sample of court activity and therefore may not be representative of the performance of a court throughout the year.
- Unit cost measures only reflect the level of resources provided to deliver a current level of demand. These measures do not reflect whether the court systems have the capacity to process a lower or greater level of demand.

”



## Queensland – jurisdiction's own comments

This study is a promising start. Further refinement of the indicators will enable a sharper focus on specialist areas. Queensland practices that need to be taken into consideration, and problem areas where indicators may render comparisons less useful, are:

- *Accommodation*

Queensland has a large number of courthouses to service a wide population dispersion and accommodation is the largest single item of expenditure. The method of assessing the lease value equivalent for government-owned property, based on a rough calculation of the commercial value, needs to be refined as it is subject to the vagaries of the market place.

- *Court reporting*

More specialised indicators need to be used when benchmarking these agencies. Current indicators are too broad to give an accurate assessment of efficiency.

- *Information technology*

The low comparative expenditure on computerisation revealed in this study, has been improved by funding of an information technology modernisation program, currently in its initial development phase. This will be reflected in future benchmarking figures.

- *Split between judicial support and registry staffing*

Judges in Queensland do not have tipstaves or the personal use of bailiffs (who are listed under the sheriff's office). This reduces judicial support costs below the national average and subsumes these within registry staffing costs.

- *Jurisdictional mix in Queensland*

Higher courts hear certain offences that in other jurisdictions would be heard in Magistrates' Courts. Serious drug offences, for instance, are heard in the Supreme Court, and less serious drug offences in the Magistrates' Courts with none going to the District Courts. The local mix

not only affects the cost of each case disposed of, but also the disposal times.

- *Capital investment in information technology (IT)*

Amortisation of past capital investment in IT was not included. This is viewed as being inappropriate and inconsistent with the general approach taken on other matters and is likely to distort the real costs and make comparisons less meaningful.

”

## Western Australia – jurisdiction's own comments

“When comparing efficiency indicators with other States, allowances should be made for the unique circumstances in which justice is provided in Western Australia.

As the largest State in Australia with a sparse population the provision of equitable justice services is costly. Magisterial circuits cover more than 70 towns and higher courts sit in 12 major country locations.

### *Salaries*

Salaries for "general staff" have been estimated on the basis of "average salaries" because there are a number of incremental levels within each classification. The cost of Judicial Services are actual, however, it also includes Registrars of the Supreme and District Courts.

### *'On Costs'*

It has been difficult to establish an accurate figure for 'on costs'.

Estimates provided varied between 20 per cent and 50 per cent depending upon which costs were taken into account. It also appears that the calculation of 'on costs' for comparison to other States may be difficult as there are items not paid by Western Australian Departments which may be paid elsewhere. An example is Pay Roll Tax.

For the purpose of the benchmarking exercise, percentages broadly based on those used by South Australia have been applied. They are – (i) Supreme and District Court Judges – 38 per cent, (ii) Magistrates – 28 per cent, (iii) General Salaries – 21 per cent.

### *Departmental Overheads*

Corporate Services were provided by a separate Directorate within the Ministry of Justice for the 1993–94 year. The cost "apportioned" to Courts for the benchmarking exercise was \$5.4 million but it was not an "actual" expenditure for courts.

### *Court Accommodation*

As nearly all Court Accommodation is owned in Western Australia, only 22 per cent of costs in this category were actuals. Considering the number of courts and the estimated rental value provided by the Valuer General the notional cost imposed had a significant impact on overall court costs in Western Australia.

### *Information Technology*

A considerable portion of information technology (IT) costs were absorbed by the Ministry's Corporate Services Directorate, therefore the identification of exact IT costs for each jurisdiction is not possible.

”

### South Australia – jurisdiction's own comments

The selection of the 1993–94 financial year was somewhat unfortunate from a South Australian perspective. A number of factors impinge upon the resultant benchmarking indicators (for both efficiency and effectiveness) and require some detailed explanation. Discussion of these factors appears below.

Significantly reduced civil lodgments (most notably in the District Court where lodgment fell by almost 50 per cent) in 1993–94 had an adverse impact upon the civil efficiency figures. While lodgments declined in the year under review, workloads and resource utilisation did not decline. The use of lodgments as a workload indicator is therefore arguably misleading.

The budget reduction that occurred in the following year resulted in packages being accepted by four District Court Judges, the non-replacement of three Magistrates and an across the board staff reduction of approximately 10 per cent. In terms of the packages ultimately taken up by judges and staff, the actual packages cost was borne by central government reserves. However, termination payments (ie, for example, accrued Long Service and Annual Leave) were effectively brought forward from the future.

In addition to these ‘influences’ during 1993–94 various special programs, government initiatives, and internal arrangements having budgetary impact upon the Courts Administration Authority commenced. These included a *Vulnerable Witness Program* which involved the installation of screens and closed circuit television facilities within the courts to facilitate the giving of evidence by vulnerable witnesses. These costs were essentially one-off establishment costs. The expense and will, therefore, not be reflected in subsequent year’s financial data.

Further initiatives in relation to *Juvenile Justice* and *Family Conferencing* were introduced and established in January 1994. The establishment costs for these initiatives were, therefore, reflected in financial data for the 1993–94 year. As a major proportion of these costs were one-off establishment costs, the expense will not be reflected in subsequent financial year’s data.

For these reasons, the selection of the 1993–94 financial year for the commencement of a National Courts Benchmarking Exercise is unfortunate from a South Australian perspective.

”

## Tasmania – jurisdiction's own comments

“ Tasmania supports the benchmarking studies undertaken for the Review of Commonwealth/State Government Service provision. It believes that the Tasmanian figures generally provide a reasonable basis for future studies, although they should be treated as indicative rather than definitive.

### *Criminal Matters*

Tasmania believes that the performance of Courts administration in criminal matters is affected by the effectiveness of the relevant criminal justice system as a whole. An example relates to the use by Tasmanian Police of video taping facilities for interviews with accused persons. Since the introduction of this system, the Director of Public Prosecutions has reported a significant increase in the number of guilty pleas, which assists both the timeliness and the effectiveness of criminal matters dealt with by the Supreme Court in particular.

Other initiatives, such as the revision of listing arrangements in the Magistrates' Court, have supported these directions.

### *Civil Matters*

Tasmania's performance in relation to civil matters reflects the benefits of active case management at the Supreme Court level since 1988, and the introduction of Court based mediation facilities in 1993–94.

It is anticipated that improvements will be achieved in the Magistrates' Court through the establishment of a new Civil Division, again focusing on enhanced case management and use of alternative resolution techniques.

### *Information Technology*

Tasmania believes there are opportunities for enhanced effectiveness through investment in information technology in its Court system.

”

### Northern Territory – jurisdiction's own comments

“

The costs of courts administration in the Northern Territory are affected by diseconomies of small scale and the dispersion of the population over the Northern Territory's 1.3 million square kilometres. Because of the need to provide reasonable access to the community, there are five court registries servicing the main population areas and the courts sit in 26 separate locations around the Territory. In addition to the significant travel costs, almost 10 per cent of available sitting time is lost in travel.

The major costs associated with the development of a comprehensive computer application to support the NT court system was incurred during 1993–94. Further costs will be incurred in 1994–95, but thereafter the percentage cost of computer support for courts in the Northern Territory should be similar to other jurisdictions.

There are a number of other factors which contribute to higher costs in the Northern Territory. In the year under review, there were eleven murder trials. This was far in excess of Australia-wide averages. For a population the size of the Territory, the number of murder trials per annum should have been closer to 2.5. Such trials are by their nature lengthier and costlier than other trials. More than half of all trials involved Aboriginals and Torres Strait Islanders and for a variety of reasons these proceedings were also lengthier and costlier.

Supreme Court civil and criminal trials are held in Alice Springs and Darwin and both centres have basic law libraries to support the judiciary. There are again no economies of scale, as the same libraries could be used to support many more judges and magistrates, while smaller libraries would not provide the basic support that is needed. This is reflected in the fact that the percentage contribution of library costs to total court costs is nearly twice the national average.

Over thirty per cent of the cost attributable to the Supreme Court is the notional economic rent of the Darwin Supreme Court building. This building was completed three years ago and was designed to accommodate the needs of the court well into the twenty first century. Some working areas of the building are currently not in use, but the notional costs included in the figure for court administration are based on a market rent for the whole building.

If the above considerations were factored into the Northern Territory's court costs, they would be seen to be comparable with the average for other jurisdictions.

In relation to the table concerning “timeliness” of courts in handling civil matters, it should be noted that the Northern Territory data are based on only one case which fell within the period under review.

”

## **Australian Capital Territory – jurisdiction's own comments**

“ The ACT has a two-tiered Court system with the Magistrates' Court having an extensive criminal and civil jurisdiction.

In its criminal jurisdiction, the Magistrates' Court deals with many matters that are dealt with in the County and District Courts in the various States and Territories. The Court's civil monetary jurisdiction is \$50 000 and it also has an extensive jurisdiction in workers' compensation matters.

The number of defendants actually appearing before the Court on criminal matters has been given as 8039 in the Magistrates' Court including 1131 on traffic matters. This figure is probably understated to some extent as there were some 20 080 charges resulting in 56 061 listings before the Court and defendant's who appeared several times during the year on separate multiple charges were not counted on all occasions.

Most minor traffic matters do not come before the Court and the ACT has an on the spot fine system for minor drug offences involving marijuana and practically no street offences. This accounts for the relatively low number of criminal offenders in the ACT in comparison with other States and Territories.

In relation to the data supplied on the effectiveness measures, certain assumptions were made. The figure on criminal cases going to verdict in March 1994 is open to criticism as change of pleas are difficult to determine.

There were some difficulties in categories when counting defendants and types of charges, with the defendant being listed either against the more serious offence first, or the first recorded against them on the computer (ie, property, offences against the person, breach of domestic violence orders (DVO)).

The ACT Magistrates' Court processing time for matters finalised in March 1994 in its Civil jurisdiction was a relatively small sample of 11 cases and did not include Small Claims matters. It is not representative of a far larger sample and 96 per cent of Civil cases are settled using case management techniques without the need for a Court appearance.

### *Minor Traffic Matters*

The bulk of minor traffic cases have been diverted from the Courts system in the ACT including drink driving offences up to 0.08. In the main, such matters can only come before the Court where liability is disputed. Therefore the traffic matters dealt with in the ACT Magistrates' Court are of a more serious nature or are defender proceedings.

It has not been possible to estimate the cost of traffic cases dealt with by the ACT Magistrates' Court as the data is not available and the costs figures provided are an average of the total costs associated with criminal proceedings dealt with by the Court.

”

## All States & Territories, 1993–94, descriptors

**Table 8.2:** Expenditure, staffing, and matters filed

<i>Indicator</i>	<i>Units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Total<sup>1</sup></i>
<i>Expenditure, and Staffing</i>										
Total expenditure	\$'000	190,112	96,501	89,632	65,295	47,110	11,144	16,113	8,223	524,130
Total staffing	FTE	2,296	912	905	575	500	133	122	115	5,558
<i>Matters filed - Criminal</i>										
Supreme Court	'000	1.0	0.8	1.3	0.4	0.5	0.4	0.1	0.2	4.7
County/District Court	'000	10.6	4.3	5.7	2.3	2.3	-	-	-	25.2
Magistrates' Court	'000	400.0	522.5	219.1	181.6	142.7	25.9	15.7	8.0	1515.5
Minor traffic	'000	169.2	412.1	68.0	73.5	34.7	6.0	2.4	1.1	766.9
Primary <sup>2</sup>	'000	230.8	110.4	151.0	108.1	110.9	19.9	13.5	6.9	751.6
<i>Matters filed - Civil</i>										
Supreme Court	'000	14.1	6.5	6.5	1.7	2.7	3.8	0.3	1.2	36.6
County/District Court	'000	13.4	12.7	6.2	9.4	2.6	-	-	-	44.3
Magistrates' Court	'000	211.2	191.7	76.4	50.5	46.2	19.9	15.4	12.6	623.9

Notes: 1 Totals may not add due to rounding.

2 "Primary" is defined as total criminal lodgments less minor traffic lodgments.

- Not applicable, NT, ACT, and TAS do not have County/District Courts.

**All States & Territories, 1993–94, effectiveness****Table 8.3:** Timeliness – period from commencement to verdict for criminal matters completed in March 1994

<i>Indicator</i>	<i>Units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Total<sup>1</sup></i>
<b>Supreme Court</b>										
3 months or less	%	0	13	42	28	12	41	na	17	27
3-6 months	%	23	25	50	41	29	48	na	67	40
6-9 months	%	23	38	3	14	17	11	na	17	15
9-12 months	%	23	13	0	14	17	0	na	0	8
12-15 months	%	31	13	3	3	5	0	na	0	5
15-18 months	%	0	0	0	0	2	0	na	0	0
over 18 months	%	0	0	2	0	17	0	na	0	4
<b>County/District Court</b>										
3 months or less	%	9	27	32	na	32	-	-	-	26
3-6 months	%	21	48	32	na	21	-	-	-	31
6-9 months	%	23	4	22	na	24	-	-	-	20
9-12 months	%	18	5	7	na	11	-	-	-	10
12-15 months	%	11	4	4	na	5	-	-	-	6
15-18 months	%	5	1	2	na	6	-	-	-	3
over 18 months	%	13	10	1	na	1	-	-	-	6
<b>Magistrates' Court</b>										
3 months or less	%	na	75	94	na	70	99	na	38	84
3-6 months	%	na	18	4	na	18	1	na	22	10
6-9 months	%	na	4	1	na	6	0	na	10	3
9-12 months	%	na	1	0	na	2	0	na	8	1
12-15 months	%	na	1	0	na	1	0	na	4	0
15-18 months	%	na	0	0	na	1	0	na	2	0
over 18 months	%	na	1	0	na	3	0	na	17	1

Notes: The above figures are drawn from a small sample and thus care should be exercised in their interpretation.

1 Totals are based on those States and Territories for which information is available. Totals for each court may not add to one hundred per cent due to rounding.

na Not available.

- Not applicable.

## All States & Territories, 1993–94, effectiveness

**Table 8.4:** Timeliness – period from readiness to decision for civil matters completed in March 1994

<i>Indicator</i>	<i>Units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Total<sup>1</sup></i>
<b>Supreme Court</b>										
3 months or less	%	2	24	24	75	0	36	na	0	11
3-6 months	%	15	41	48	25	25	36	na	0	23
6-9 months	%	22	6	0	0	50	18	na	75	19
9-12 months	%	14	18	16	0	25	9	na	0	14
12-15 months	%	8	6	4	0	0	0	na	25	7
15-18 months	%	2	0	0	0	0	0	na	0	1
over 18 months	%	37	6	8	0	0	0	na	0	25
<b>County/District Court</b>										
3 months or less	%	0	0	38	0	15	-	-	-	8
3-6 months	%	8	24	32	18	42	-	-	-	22
6-9 months	%	5	16	14	7	27	-	-	-	12
9-12 months	%	5	15	11	16	8	-	-	-	11
12-15 months	%	0	21	5	30	4	-	-	-	13
15-18 months	%	2	23	0	4	0	-	-	-	7
over 18 months	%	80	2	0	27	4	-	-	-	27
<b>Magistrates' Court</b>										
3 months or less	%	0	56	94	na	82	67	na	27	55
3-6 months	%	83	32	5	na	12	28	na	27	35
6-9 months	%	11	8	0	na	5	4	na	36	6
9-12 months	%	0	2	1	na	1	0	na	0	1
12-15 months	%	0	1	0	na	0	0	na	0	0
15-18 months	%	0	2	0	na	0	0	na	9	0
over 18 months	%	6	0	0	na	0	0	na	0	2

Notes: The above figures are drawn from a small sample and thus care should be exercised in their interpretation.

1 Totals are based on those States and Territories for which information is available. Totals for each court may not add to one hundred per cent due to rounding.

na not available.

- not applicable.

## All States & Territories, 1993–94, effectiveness

**Table 8.5:** Access – location of Magistrates' Courts, 1993–94

<i>Indicator</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Total</i>
Number of court locations providing permanent registry services	161	48	125	126	20	4	5	1	490
Number of locations where courts sat	160	69	100	126	70	4	26	1	556

**Table 8.6:** Access – estimated daily total court fees, as at March 1994<sup>1</sup>

<i>Indicator</i>	<i>Units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT</i>	<i>ACT</i>	<i>Total</i>
Supreme Court	\$	450 <sup>(2)</sup>	500 <sup>(4)</sup>	215	465	584 <sup>(8)</sup>	100	150	400	318
County/District Court	\$	320	235 <sup>(4)</sup>	215	465	323	-	-	-	91
Magistrates' Court	\$	260 <sup>(3)</sup>	78 <sup>(5)</sup>	58 <sup>(6)</sup>	180 <sup>(7)</sup>	45 <sup>(9)</sup>	93	40	70 <sup>(10)</sup>	277

- Notes: 1 The figures depicted above are based on the cost of the first day of hearing. In some jurisdictions the cost of additional days may be lower than the first.
- 2 NSW - Supreme Court Other Filing Fees - Commercial Division \$2050; Court of Appeal: Summons \$500, Holding Appeal \$200, Appeal with appointment \$1500. Where a summons or holding appeal is lodged, the fee for appeal with appointment is reduced accordingly.
- 3 NSW - Magistrates' Court Personal Injury Filing Fees - no fee if claim arises out of a motor vehicle accident.
- 4 Victoria - Supreme and County Courts Total Court Fees is a Composite Fee in 1993/94 for Supreme and County Courts. The only fee applicable for matters to trial (excluding jury fees and transcript fees) in County Courts was the filing fee as shown above, and in the Supreme Court, an additional setting down fee.
- 5 Victoria - Magistrates' Court Filing Fee scale: Over \$1000 = \$78, Under \$1000 = \$39.
- 6 QLD - Magistrates' Court Filing Fee - is a weighted average for the sliding scale of fees for Magistrates' Courts, Small Claims and Small Debts.
- 7 WA - Magistrates' Court Filing Fees - under \$5000 = \$40.20, \$5000-\$10000 = \$80.20, over \$10000 = \$160.20. Hearing Fees - under \$5,000 = \$50, \$5000-\$10000 = \$100, over \$10000 = \$150.
- 8 SA Supreme Court Sitting Fee is a "per day" amount, fees Postpones is an estimate, and transcript fees not included.
- 9 SA - Magistrates' Court Filing Fees - Up to \$5000 = \$45; over \$5000 = \$88.
- 10 ACT - Magistrates' Court Filing Fee - is a weighted average for the sliding scale of fees for Magistrates' Court, Small Debt and Small Claims Courts. Filing Fee - under \$10,000 = \$70; over \$10,000 = \$250. Other cases - small claims - under \$2000 = \$28; over \$2000 = \$70.  
ACT - Magistrates' Court Filing Fees - Other Cases - under \$3000 = \$46; up to \$10,000 = \$62; over \$10,000 = \$115 Court Fees - Up to \$3,000 = nil; up to \$10,000 = \$85; over \$10,000 = 145; extra fees incurred eg. fee for filing Certificate of Readiness.
- not applicable.

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**All States & Territories, 1993–94, unit cost**
**Table 8.7:** Unit cost, 1993–94

<i>Indicator</i>	<i>Units</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>NT<sup>2</sup></i>	<i>ACT</i>	<i>Total</i>
<i>Criminal</i>										
Average cost per primary criminal offender <sup>1</sup>	\$	503.0	403.5	392.8	311.2	204.5	377.3	555.3	485.6	391.6
Average cost per minor traffic offender	\$	26.2	13.9	36.0	3.8	15.0	23.5	70.6	284.1	18.3
<i>Civil</i>										
Average cost per file	\$	268.3	209.3	281.7	496.7	465.0	142.0	540.5	323.9	256.1

Notes: 1 Primary is defined as total criminal lodgments *less* Minor Traffic lodgments.

2 NT unit costs are affected by the treatment of charges relating to the government owned facilities used by the NT courts.

## 8.6 Definitions and explanatory notes

### Definition of effectiveness indicators

<i>Indicator</i>	<i>Explanation/definition</i>
1. Timeliness	Criminal matters: The percentage of cases completed in March 1994 that fall within each of the seven specified time categories. Cases are sorted according to the time taken to reach a verdict after cases are lodged. Civil matters: The percentage of cases completed in March 1994 that fall within each of the seven specified categories. Cases are sorted according to the time taken to reach a decision after the parties involved notify the court that they are ready to proceed to trial.
2. Access - number of locations providing permanent registry services	Number of locations where permanent registry services were provided. A location is defined as a town or city rather than a specific building, thus a given location may provided a number of permanent services.
3. Access - number of locations where courts sat	Number of locations Magistrates' Courts sat. A location is defined as a town or city rather than a specific building.
4. Estimated daily court fees	Total court income divided by notional sitting days divided by the number of judicial officers. Total court income includes filing fees and in some instances a sitting fee but does not include transcription fees.

### Definitions of unit cost and productivity indicators

<i>Indicator</i>	<i>Explanation/definition</i>
5. Average costs per primary criminal offender	The total costs of the administration services provided to primary criminal matters divided by the total number of primary criminal matters handled. Included in total costs are salaries, sheriff expenses, juror costs, court reporting costs, accommodation costs, library services, information technology, departmental over heads and court operating expenses.
6. Average costs per minor traffic offender	The total costs of the administration services provided to minor traffic matters divided by the total number of total minor traffic matters handled. Included in total costs are salaries, sheriff expenses, juror costs, court reporting costs, accommodation costs, library services, information technology, departmental over heads and court operating expenses.
7. Average costs per file offender	The total costs of the administration services provided to civil matters divided by the total number of civil files handled. Included in total costs are salaries, sheriff expenses, juror costs, court reporting costs, accommodation costs, library services, information technology, departmental over heads and court operating expenses.

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**Definitions of variables**

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<i>Variable</i>	<i>Definition</i>
Criminal matters	Include matters handled by originating courts (eg committals) youth courts, courts of appeal, and courts that hear minor traffic matters.
Civil matters	Include small claims and residential tenancies, as well as matters dealt with by the appeal court jurisdiction. Excluded from this definition are matters dealt with by guardianship boards, environmental, resources and development courts, administrative appeals tribunals, probate offices and coroner's courts.
Primary matters	Primary matters are defined as total criminal lodgments <i>less</i> minor traffic lodgments.

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## 9 CORRECTIVE SERVICES

### Summary

This chapter focuses on corrective services, including the prison system and community based corrections. A framework of effectiveness and efficiency indicators has been developed addressing the range of objectives pursued by corrective services authorities in the States and Territories. These indicators relate to personal development, reparation, containment, supervision and compliance, prisoner care, and efficiency.

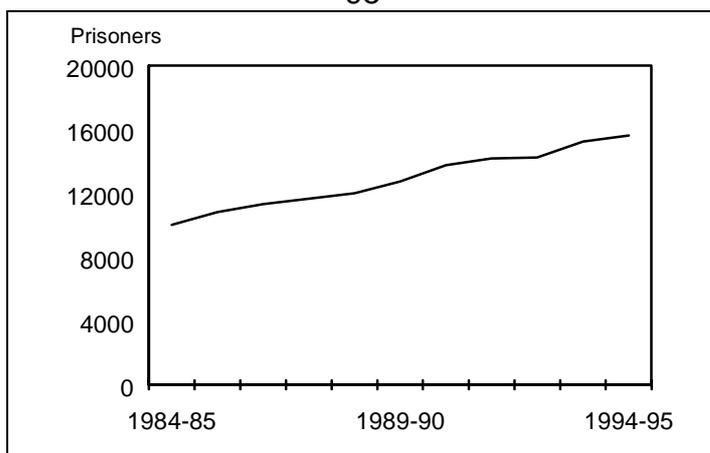
The quality, consistency and comprehensiveness of the data contained in this chapter is variable. For some information, such as prisoner numbers, established data collections mean a strong degree of comparable information is available. In other areas, such as fixed capital values and costs, differences in methodologies across jurisdictions mean that comparability is limited. In addition, for some indicators, only limited data were available for inclusion in this Report.

Another key issue is the relationship between the set of objectives pursued by corrective services, and those of the broader criminal justice system. This is discussed in more detail in Section 9.5.

#### *Increasing prisoner population*

There has been a steady increase in the prisoner population over the last decade. There are now over 15600 prisoners in Australia — over 5500 more than a decade ago — reflecting a steady increase in the national rate of imprisonment.

Prison population, Australia, 1984–85 to 1994–95

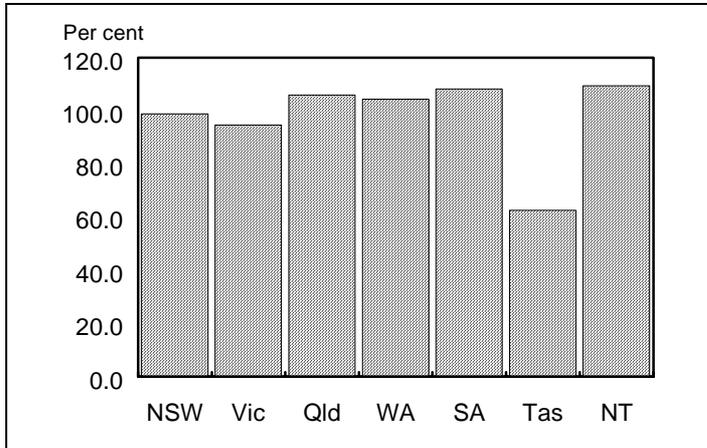


The rate of imprisonment is beyond the control of the corrective services authorities who are obliged to administer the sentences delivered by the courts. However, the increase in imprisonments has major cost and operational implications for corrective services.

The Steering Committee estimates that the additional number of prisoners associated with the higher imprisonment

rate in 1994–95 compared to a decade earlier cost Australia about \$180 million in prison expenditure last financial year.<sup>1</sup>

Prison occupancy as a proportion of design capacity, Total, 1994–95



Note: Not applicable to ACT

*Prison utilisation*

Prison systems are operating at close to maximum design capacity in most jurisdictions in Australia, and in four jurisdictions, aggregate occupancy levels slightly exceed design capacity.

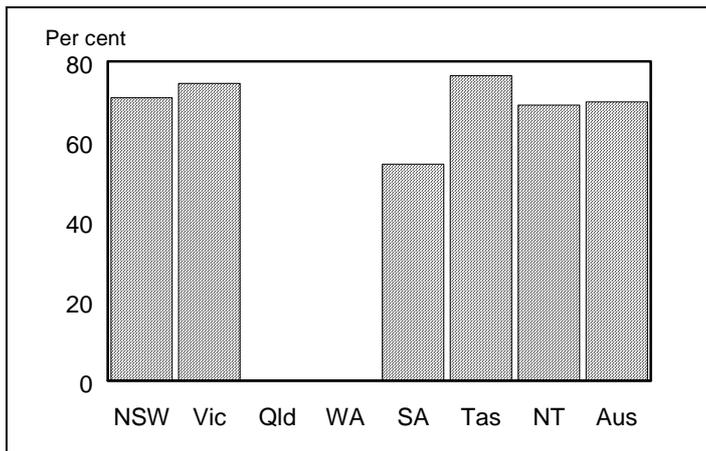
*Containment and compliance*

In terms of containment, in 1994–95 the Australia-wide escape rate from prisons of all types was 1.8 escapes per 100 prisoner years. The escape rate for secure custody prisons was significantly lower (0.2 escapes per 100 prisoner years), compared to open security prisons (5.8 escapes per 100 prisoner years).

In relation to compliance, in 1994–95, approximately 78 per cent of community based correction orders were "successfully" completed (that is, the offender did not have their order revoked either for committing an offence whilst undertaking the order or for some other reason).

<sup>1</sup> This estimate is based on a number of assumptions and its derivation is explained in full in the Appendix.

### Percentage of prisoners employed, 1994–95



Note: Queensland and WA employment figures unavailable in the categories requested. Australia figure calculated excluding prisoners from these two States.

### Prisoner employment

On average, for the jurisdictions that were able to provide information, about 70 per cent of prisoners were employed in 1994–95 while serving their sentence.

### Cost per prisoner day, 1994–95



Note: The cost of ACT sentenced prisoners is captured in the NSW figure, where their prisoners are held.

### Costs per prisoner

Costs per prisoner appear to vary significantly across jurisdictions. However, further work is required to ensure that full costs are included on a nationally comparable basis.

### Corrective services and the criminal justice system

Corrective services in each jurisdiction is part of a wider criminal justice system encompassing courts and police. The boundary between objectives pursued by each element of the system and the macro objectives of the system as a whole is not always clear.

The impact of corrective services on the incidence of re-offending by prisoners after their release (that is recidivism) has provided a focus for this question. All jurisdictions agree that reducing the incidence of recidivism may be one of a number of objectives of the criminal justice system. Most jurisdictions also view it as an objective of corrective services, but acknowledge that many factors outside the control of corrective services also affect the level of recidivism. Recidivism data presented in this chapter need to be understood in this context.

The limited data available suggest that around 40 per cent of prisoners released in 1993 returned to corrective services within two years (see Section 9.4). The figure for offenders released from community based corrections was significantly lower, reflecting the fact that many of those serving community based corrections are "one off" offenders of less serious crimes.

*Action steps required*

Several actions are required to improve the comprehensiveness and quality of the performance indicators and data relating to corrective services. These include further developing standard definitions and methodologies for the collection of information relating to personal development activities and unit cost indicators.

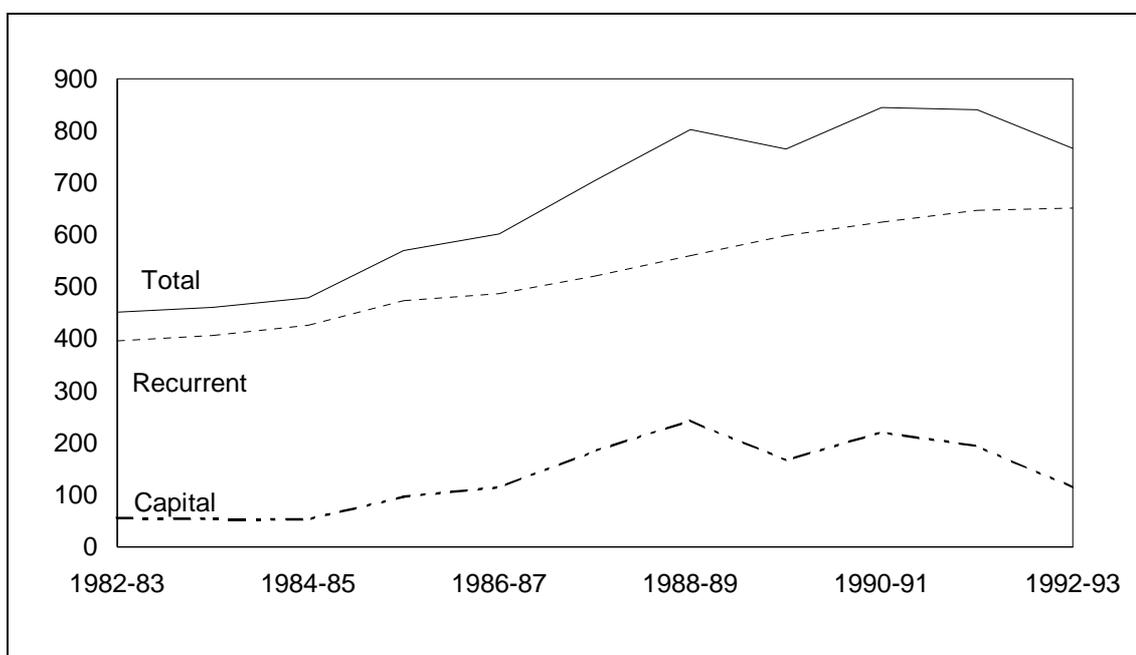
Another major area of activity is the development of indicators relating to the performance of the criminal justice system as a whole and the collection of data for these indicators, including additional information relating to the incidence of recidivism across Australia.

## 9.1 Profile of the sector

"Corrective Services" includes the management and operation of prisons and remand centres, as well as the supervision of prison parolees and those serving community based correction orders.

These activities are a significant and growing part of State and Territory Government responsibilities. Total national expenditure on corrective services in 1994–95 amounted to \$883 million. This expenditure covered the supervision of: a daily national prisoner population of 15616; a total of 52222 persons serving community based sentences; and the completion of over 104000 community correction orders. Over the past decade spending on this area has grown strongly in real terms, at an annual average rate of 5.4 per cent Australia-wide.

**Figure 9.1:** Expenditure, Corrective Services, Australia, (\$million, 1989–90 constant prices)



Source: ABS Catalogue No. 5512.0, unpublished statistics, Corrective Services expenditure, (GFS code 0330); ABS Catalogue No. 5204.0, Deflators (General government final consumption expenditure; General government capital expenditure).

### *Structure of Corrective Services in Australia.*

Corrective services can be divided into 3 categories, distinguished by the degree to which they restrict a person's liberty and the activities they can undertake:

- **Prison:** Legally sanctioned custody which requires a person to be detained in a correctional facility for all or most of the time and liable to be detained in a secure facility. Escape or absconding is an offence punishable by law.
- **Community Custody Sentence (CCS):** Orders which deprive offenders of their liberty by confining their physical location to a facility, dwelling or

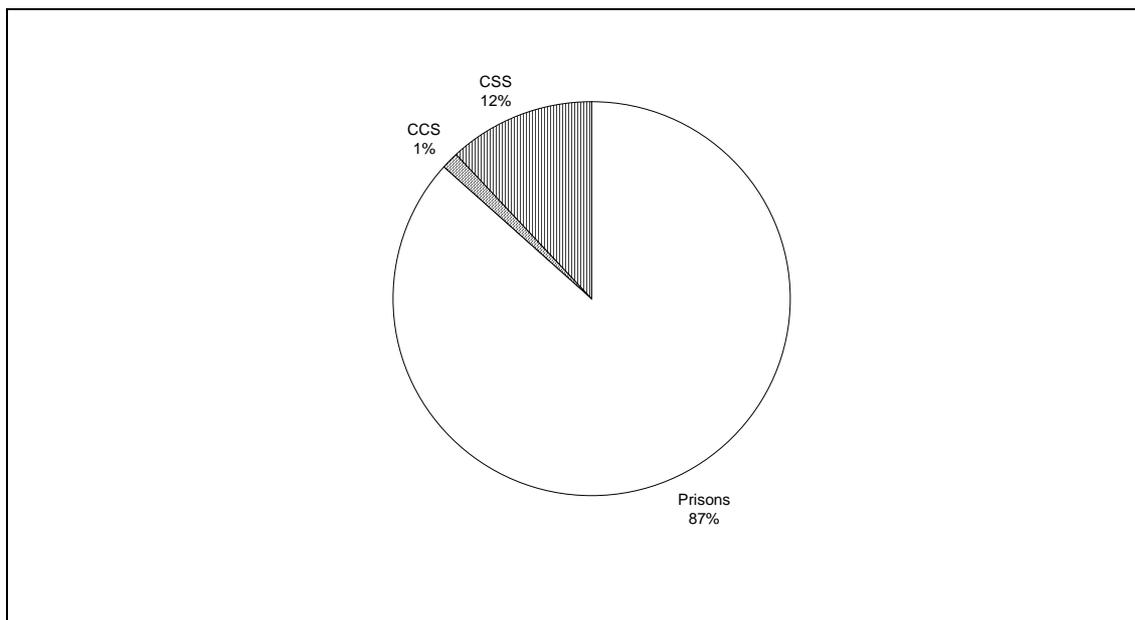
property (which is not a secure facility) and/or requiring them to be under controlling supervision for more than 50 per cent of the time. Escape or absconding is punishable by law or by administrative action leading to greater loss of liberty.<sup>2</sup>

- **Community Supervision Sentence (CSS):** Orders imposed by courts which prescribe conditions and place offenders under controlling supervision for less than 50 per cent of the time. Non-compliance may be punishable by law or administrative action leading to greater loss of liberty.

Individuals may move between these categories of corrections. For example, a convicted felon serving a prison sentence may, with good behaviour and after serving the minimum required time, be released into community custody prior to being put on supervised parole. Similarly, offenders who violate conditions whilst undertaking their community supervision orders or re-offend can be sent to prison. Accordingly, while data are presented in this chapter on each of these discrete categories of corrections, close linkages clearly exist between them.

Prisons account for nearly 90 per cent of expenditure on corrective services (see Figure 9.2), although community based corrections are responsible for the majority of sentenced offenders.

**Figure 9.2:** Share of recurrent expenditure, Australia, 1994–95



Corrective services are provided by State and Territory Governments, reflecting the fact that the Constitution empowers state legislatures with control of most criminal and civil law. Any correctional orders arising from offences against Commonwealth law are usually the responsibility of State or Territory

<sup>2</sup> Periodic Detention, a scheme operating in NSW only, obliges offenders to spend their weekends in a Periodic Detention Centre (typically a prison). Escape from such a facility is an offence punishable by law.

correctional services.<sup>3</sup> Although the States are also responsible for juvenile corrections (persons less than 17 years of age)<sup>4</sup>, these activities are often handled within a community services context and are excluded from this chapter.

The Commonwealth Government has minor involvement in correctional activities through its immigration and military detention centres. In view of the differing operation and objectives of these centres, they are excluded from this chapter.

## 9.2 Recent developments

Two key recent developments have occurred which have had significant impacts on corrective services in Australia:

- A steady increase in the rates of imprisonment of convicted offenders
- The introduction of private sector involvement in the management and operation of prison services.

### Increase in imprisonment rates

The number of prisoners across Australia has grown steadily, from almost 10000 in 1982–83 to over 15600 in 1994–95, reflecting increases in the national rate of imprisonment.

A major factor causing the increase in State and Territory imprisonment rates has been changes in government policy relating to sentencing. Between 1989 and 1995 prison remission was abolished in NSW, Victoria, SA, the ACT and for Federal criminal offences. In addition, the Queensland and NT governments recently announced their intention to abolish remission and are currently considering a range of implementation strategies. Remission allows the actual time served by a prisoner to be lessened, either by the reduction of the non-parole period or the aggregate sentence set by the court. Remission is typically given for 'good behaviour'. The impact of these changes has been to reduce the outflow of prisoners from gaols. Over time this has led to an increase in the number of prisoners. This is most clearly seen in the case of NSW, where imprisonment rates grew at 5 per cent per annum following the introduction of the *Sentencing Act 1989*, before plateauing in the last two years.

<sup>3</sup> Breaches of Commonwealth immigration, bankruptcy, family, and social security laws, among others, can result in correctional sentences which are administered by State or Territory authorities.

<sup>4</sup> The agreed definition of an "adult" is a person seventeen years of age and over. Seventeen is the age at which persons are liable to be imprisoned in an adult gaol in Victoria, Queensland, Tasmania and the Northern Territory; in other jurisdictions eighteen is the norm, although younger persons convicted of particularly serious offences can be sent to adult prisons.

Legislation has been introduced to the Western Australian Parliament aimed at reducing the rate of imprisonment, including proscription of imprisonment of 3 months and less and magisterial review of sentences of imprisonment by justices of the peace. In addition, community based sentencing options have been completely revised in order that the court can tailor these orders to the specific circumstances of individual offenders, aimed at bridging the gap between existing community orders and the sanction of imprisonment.

The growth in the number of prisoners has occurred unevenly across jurisdictions, with NSW, Western Australia, South Australia and the Northern Territory accounting for most of the increase. The imprisonment rate varies dramatically across jurisdictions (see Table 9.1) from almost 400 per 100000 population in the NT in 1993–94 to just over 70 in Victoria, reflecting several factors, including differences in crime rates across jurisdictions and differences in approaches to sentencing. (The ACT figures shown in Table 9.1 only count remand prisoners held in the Belconnen Remand Centre because the ACT does not have any prisons for sentenced inmates. All its sentenced prisoners are housed in NSW gaols, and as such are counted in the NSW imprisonment rates.)

**Table 9.1:** Estimated total prisoners/100,000 Adults, 1982–83 to 1994–95

	NSW <sup>1</sup>	VIC	QLD	SA	WA	TAS	NT	ACT <sup>2</sup>	TOTAL <sup>3</sup>
1982-83	90.3	63.9	95.2	82.0	155.9	74.2	294.5	8.4	89.1
1983-84	89.2	66.3	98.6	69.6	148.8	75.1	294.3	9.3	88.2
1984-85	87.5	63.6	104.8	68.9	146.5	74.6	309.9	8.0	87.8
1985-86	95.0	62.8	110.3	75.4	151.4	79.1	368.4	7.6	92.9
1986-87	96.3	62.5	117.1	80.0	150.8	81.9	406.9	8.9	95.4
1987-88	98.1	63.8	117.5	78.4	147.9	89.2	384.0	8.0	96.0
1988-89	101.9	68.1	116.0	77.9	135.5	76.9	363.0	10.2	96.6
1989-90	115.0	69.8	106.6	81.5	138.9	70.1	351.3	10.6	100.4
1990-91	129.3	69.1	101.5	87.2	152.3	70.8	394.5	11.1	106.4
1991-92	134.2	66.9	94.9	97.2	155.3	76.1	397.8	9.4	107.7
1992-93	135.9	66.8	89.0	101.5	150.0	74.5	373.4	7.5	106.8
1993-94	137.9	73.9	94.6	108.7	165.1	71.9	384.6	8.6	113.0
1994-95	135.9	71.8	109.2	118.6	164.8	74.2	393.9	8.6	114.8

Sources: (1982-83 to 1991-92 data): Walker, J. & Salloom, S. (1993) *Australian Prisoners 1992*, Australian Institute of Criminology, Canberra. (1992-93 to 1994-95 data): Corrective Services Working Group, 1995

Notes: 1 NSW figures exclude periodic detainees, whose numbers have increased significantly in the period up to March 1991, before stabilising.

2 ACT figures contain only remandees; ACT sentenced prisoners have been counted in NSW figures.

3 Rounding errors are the source of any discrepancies between state data and totals.

Obviously the rate of imprisonment is beyond the control of the corrective services authorities who are obliged to administer the sentences delivered by the

courts. However, this trend does have major cost and operational implications for corrective services in terms of an increased workload.

The Steering Committee estimates that the additional number of prisoners associated with the higher imprisonment rate in 1994–95 compared to a decade earlier cost Australia about \$180 million last financial year.<sup>5</sup>

While the rate of imprisonment has increased, particularly sharply since 1991–92, there has been a decline over the same period of around 3 per cent in the proportion of the population serving community based corrections.

As with imprisonment rates, there are significant variations across jurisdictions in the proportion of the population serving these orders. In 1994–95, the proportion of the adult population serving community supervision ranged from 205 per 100,000 adults in Victoria to over 1100 for the Northern Territory. The utilisation of community custody schemes also varies across jurisdictions (see Tables 9.2 and 9.3 below).

**Table 9.2:** Estimated Number of persons serving Community Supervision Orders per 100,000 Adults, 1992–93 to 1994–95

	<i>NSW</i>	<i>VIC</i>	<i>QLD</i>	<i>SA</i>	<i>WA</i>	<i>TAS</i>	<i>NT</i>	<i>ACT</i>	<i>TOTAL</i>
1992-93	327.9	221.8	624.8	535.1	435.8	478.5	1278.6	433.1	387.0
1993-94	313.1	218.7	634.3	656.8	429.9	356.5	1190.0	413.8	389.3
1994-95	303.0	205.5	579.1	660.3	396.7	504.8	1131.6	278.8	374.2

Note: The Community Supervision rate for NSW includes periodic detainees.

**Table 9.3:** Estimated Number of persons serving Community Custody Orders per 100,000 Adults, 1992–93 to 1994–95

	<i>NSW</i>	<i>VIC</i>	<i>QLD</i>	<i>SA</i>	<i>WA</i>	<i>TAS</i>	<i>NT</i>	<i>ACT</i>	<i>TOTAL</i>
1992-93	0.4	0	15.4	8.2	0	0	25.0	0	3.7
1993-94	0.5	0	14.7	8.5	0	0	18.1	0	3.7
1994-95	0.4	0	17.0	6.5	0	0	21.2	0	3.9

Note: The Community Custody rate for NSW is very low as these data relate to a pilot program which is awaiting government approval and legislation to extend the program to a front end Home Detention program.

<sup>5</sup> This estimate is based on a number of assumptions and its derivation is explained in full in the Appendix of this chapter.

## **Privatisation of prison services**

Queensland and New South Wales currently operate prisons managed by private companies and both South Australia and Victoria are moving to expand private sector involvement in prison management and operations.

In 1994–95, about 9 per cent of prisoners Australia-wide were held in privately managed prisons. It is estimated, assuming the total prison population remains at the 1994–95 level, that this will rise to 23 per cent upon completion of the current contracting processes in 1998. This is due, in large part, to Victoria where a contracting program is being implemented which will result in 43 per cent of its prison beds being under private management by this date.

The first prison privately managed under contract, Borallon Correctional Centre in Queensland, was opened in 1990. A further three privately managed prisons have been opened: Arthur Gorrie Correctional Centre in Queensland; Junee in New South Wales; and Mt. Gambier in South Australia. Victoria plans to introduce three private prisons over the next two years.<sup>6</sup>

Several arguments have been presented to support the introduction of private prisons. Primarily, it is argued that it is a means of reducing the cost of running prisons. Other arguments include, for example<sup>7</sup>: introducing competition between private and State managed facilities in order to stimulate improvements in overall performance; improving the effectiveness of the corrections system by introducing a more rehabilitative environment into its prisons; and providing comparative information which may assist assessments of future options for the development of correctional services.

The expansion of private prisons increases the need for effective performance monitoring of corrective services to assess the success of these initiatives.

### **9.3 Objectives of corrective services and key performance indicators**

#### *Relationship between corrective services objectives and those of the criminal justice system*

As indicated earlier in this chapter, corrective services is part of a larger criminal justice system, incorporating activities of police and courts. The workload of corrective services is determined by courts directly (in terms of the number and

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<sup>6</sup> Other ancillary correctional services are contracted out in Victoria, including prisoner transport, security in hospital security wards, and security of cells at the Magistrates and Supreme courts.

<sup>7</sup> QCSC (Queensland Corrective Services Commission) 1995, *Contract Management in Corrections: The Queensland Experience*, Submission Number 148, Industry Commission Inquiry into Competitive Tendering and Contracting by Public Sector Agencies, Industry Commission, Melbourne

type of sentences handed down), by the police indirectly (in terms of the number of offenders brought before the courts), and by the level of criminal activity.

In some cases, the outcomes are also substantially attributable to the performance of the system as a whole, rather than corrective services alone. This is particularly the case in the area of recidivism, where the effectiveness of police and courts can be a major deterrent to would-be re-offenders (these and other factors influencing the level of recidivism are discussed further later in this chapter). Nevertheless, influencing the level of recidivism through the provision of personal development remains one of the set of objectives of most corrective services agencies across Australia.

These linkages are important in understanding the objectives of corrective services and in interpreting performance indicators which address these objectives.

### *Objectives of corrective services*

The overarching aim of Corrective Services is *to manage offenders to reduce the impact of offending*.<sup>8</sup> The three elements of corrections (Prisons, Community Custody and Supervision) contribute to the attainment of this higher goal through a set of specific operational objectives. These are discussed below and presented in summary form in Box 9.1, together with key performance indicators.

### **Personal Development**

All three elements seek to pursue activities relating to the personal development of those under sentence. Personal development activities focus on providing education, training, and employment opportunities which equip offenders with the skills, knowledge and personal attributes enabling their effective interaction and productive contribution to society. The information presented in this chapter addressing this objective includes information on the effort jurisdictions make in relation to education, training and other personal development activities. Data on recidivism for some jurisdictions are also presented in this context, although comments in the preceding section on the interpretation of recidivism should be noted.

### **Reparation**

A key objective of all three elements of corrective services is ensuring that some form of reparation for crimes committed is exacted. Commonly, this takes the form of community service orders, or employment within prison industries. Reparation is work done predominantly for the benefit of the community such as community service orders.

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<sup>8</sup> This aim was agreed to by the Steering Committee in December 1994 on the advice of State and Territory representatives on the Corrective Service Working Group.

In addition to work performed for the direct benefit of the community, reparation work can also benefit the community indirectly through the reduction in the overall cost of imprisonment. Examples of this include prison service industries (for example, catering), or the sale of prison industry products.

### **Containment and supervision & compliance**

These objectives relate to the supervisory aspects of corrective services.

A key objective of prison systems relates to "containment and supervision". This focuses on ensuring that prisoners liberty of movement and activity are sufficiently restricted and, where necessary, prisoners are protected from other inmates. In this regard, information on escapes is presented in this chapter.

Given the nature of community based corrections, the emphasis is on compliance with orders rather than containment. Accordingly, information is presented in this chapter relating to the proportion of community based orders that are "successfully" carried out (that is, the order has not been revoked due to the offender committing a further offence while undertaking the order, or revoked for some other reason).

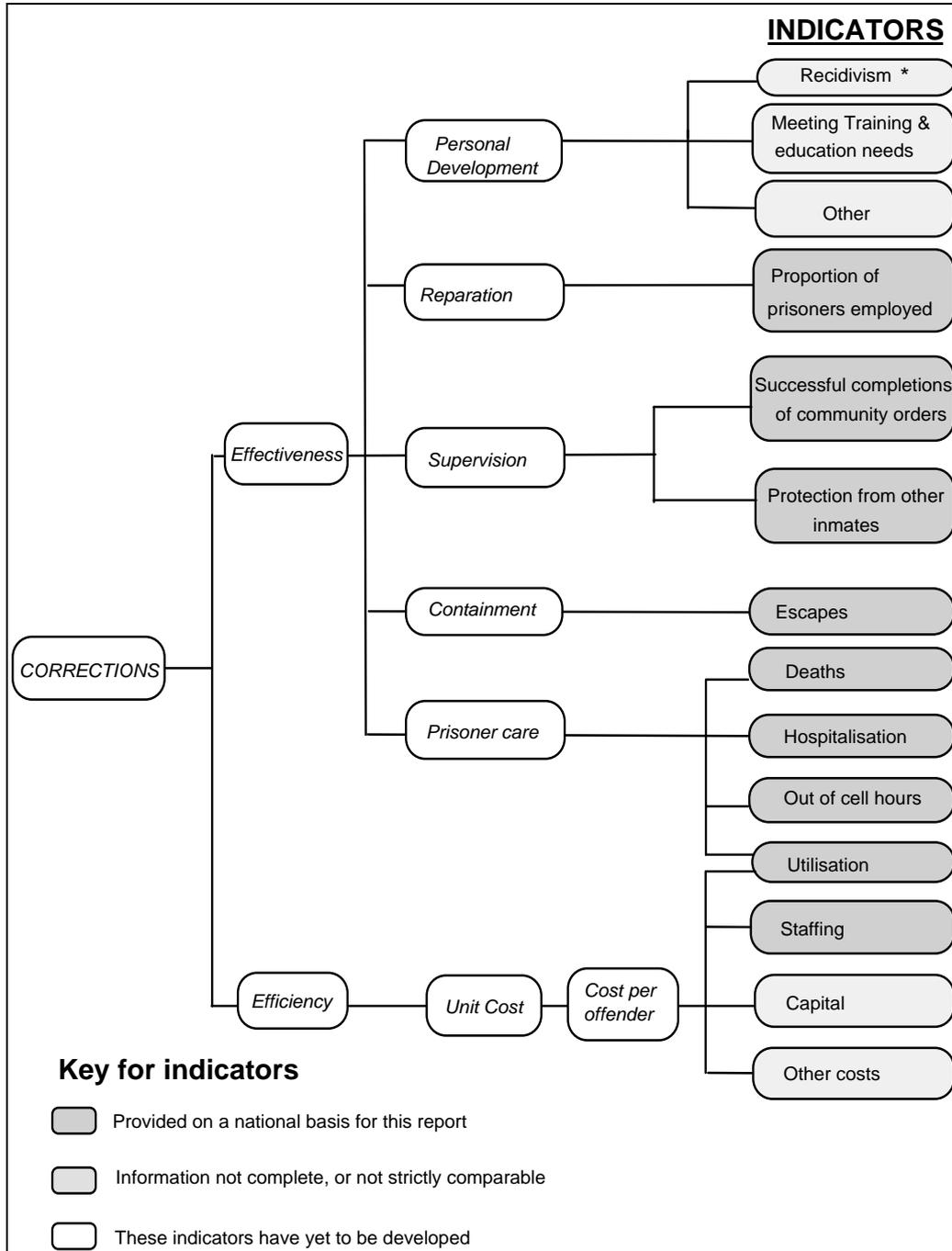
### **Prisoner care**

An objective specific to prison services relates to prisoner care. That is, promoting prisoner health and an acceptable quality of life for inmates. Information is presented in this chapter relating to out of cell hours and prisoner occupancy levels. The incidence of hospitalisation of inmates and deaths in custody are also presented as proxies of the care afforded prisoners.

### **Efficiency**

The key measure presented is cost per prisoner.

**Box 1: Framework of indicators for Corrective Services**



\* Not considered relevant in this context by WA Correctional Services at this stage.

## 9.4 Summary of results

There are systemic differences between the corrective service systems of each State and Territory, and gaps and limitations in the data available, that limit the capacity to make extensive comparisons between jurisdictions.

In addition, it is important to note that corrective service authorities have no control over the inflow of clients they are expected to handle. Pre-sentence reports prepared by Corrective Services may influence judges' final decisions on offender punishment, but the judge's decision is an independent one. Once a sentence is pronounced, Corrective Services are obliged to administer the sentence as specified. The outflow of offenders is also beyond the control of Corrective Service Departments, who may only provide advice to independent judges (parole boards; Magistrates).

With these caveats, some broad trends can be identified and these are outlined below.

### *Personal development*

A considerable effort is made towards the personal development of offenders through training and counselling programs. These programs aim to direct offenders away from the circumstances that led them to crime. Despite the importance of such training, most jurisdictions do not yet have in place adequate information systems enabling the effort and outcomes of education programs to be monitored. The only jurisdictions able to provide information on the percentage of prisoners who completed an education module were Tasmania (79 per cent, 1994–95) and the Northern Territory (23 per cent).<sup>9</sup>

The rate of recidivism also provides some indication of the success of personal development activities. As indicated earlier in this chapter, however, the rate of recidivism is influenced by a range of factors of which the efforts of corrective services is only one. Accordingly, this indicator may more appropriately be interpreted as relating to the performance of the criminal justice system as a whole. Further work on developing indicators of the criminal justice system are outlined in Section 9.5 "Future Directions".

Other factors impacting on the rate of recidivism include:

- the effectiveness of the police and courts system, which act as a deterrent to would-be repeat offenders;
- the degree of community-based support for released offenders seeking to re-establish themselves in society;
- the effectiveness of police in arresting offenders;

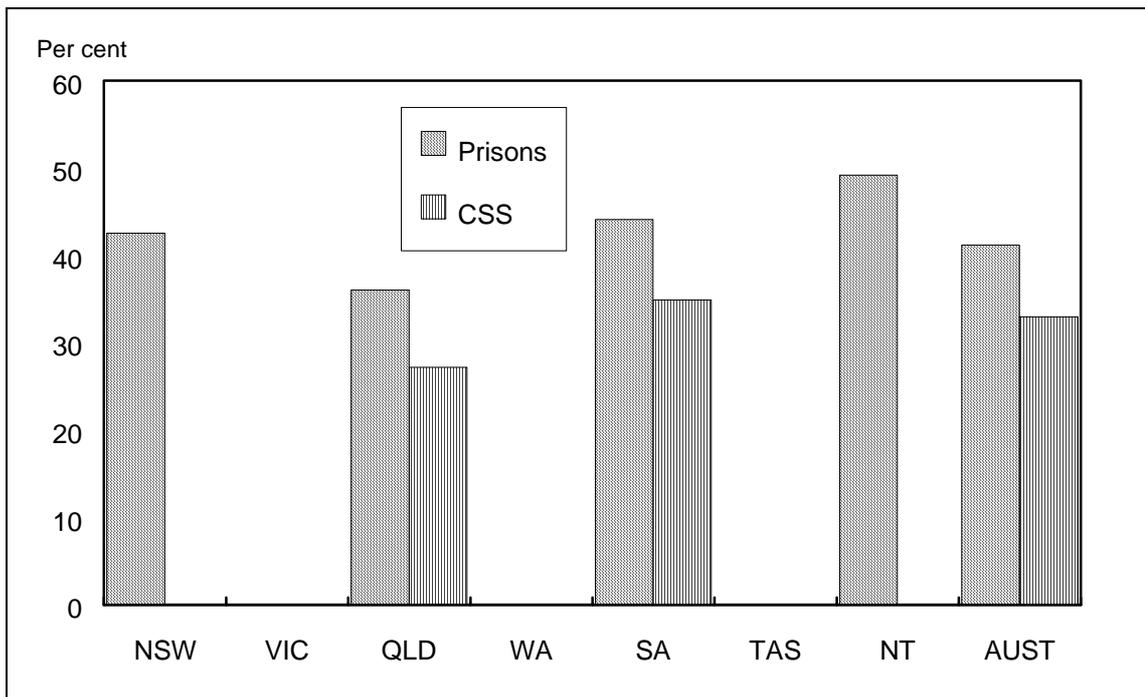
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<sup>9</sup> These figures exclude prisoners who served terms of less than 3 months. In addition, they are restricted to formal educational courses. NT Corrective Services tailors a large number of personal development and informal education programs for its inmates which are not counted in these figures. These informal programs are designed to benefit inmates (many of whom are Aboriginal) that — because of a history of economic, social and educational disadvantages — do not have the prerequisite skills to undertake formal education courses.

- changes in legislation relating to offences which could result in custodial sentences; and
- the characteristics of the released prisoner population, including factors such as their age profile and the seriousness of the crimes for which they were previously sentenced.

Nevertheless, recidivism is an important indicator for most corrective service agencies in Australia.<sup>10</sup>

**Figure 9.3:** Recidivism — percentage of released offenders who return to corrections within two years, 1994–95



Note: Australia figures for prisons only includes data from NSW, Qld, SA and the NT. Australia figures for Community Supervision only includes data from Qld and SA. Data are unavailable in all other jurisdictions except WA. WA does not presently view recidivism as a measure of the effectiveness of its Corrective Services department, and hence its data is excluded.

Based on the limited data available, there appears to be a significant level of repeat offending in Australia. The rate of recidivism, as measured by the proportion of offenders who have returned to corrections within two years of completing a sentence, ranged from between 36 per cent in Queensland to 49 per cent in the Northern Territory for those completing a prison sentence (see Figure 9.3).<sup>11</sup> The incidence of repeat offending appears to be lower for individuals

<sup>10</sup> WA have indicated that the incidence of recidivism is not relevant to the objectives of corrective services in that State at this stage.

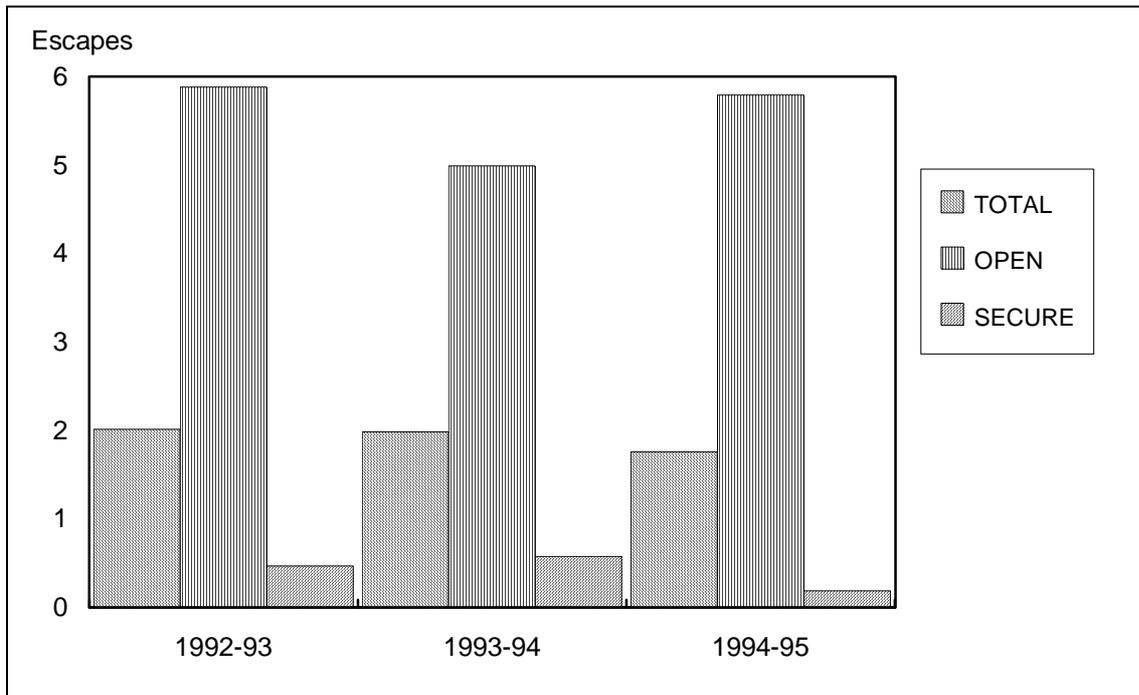
<sup>11</sup> These figures relate only to offenders who return to Corrective Services in the jurisdiction where they last served a sentence. Thus, they would understate the level of recidivism if a significant proportion of released offenders migrate to other States and Territories, where

completing Community Supervision Sentences (CSS), ranging from 27 percent of all those completing CSS in Queensland to 34 per cent in South Australia.

*Supervision and containment*

The escape rates from both open and secure prisons are low (see Figure 9.4).

**Figure 9.4:** Prison escapes per 100 prisoner years, by security class, Australia, 1992–93 to 1994–95

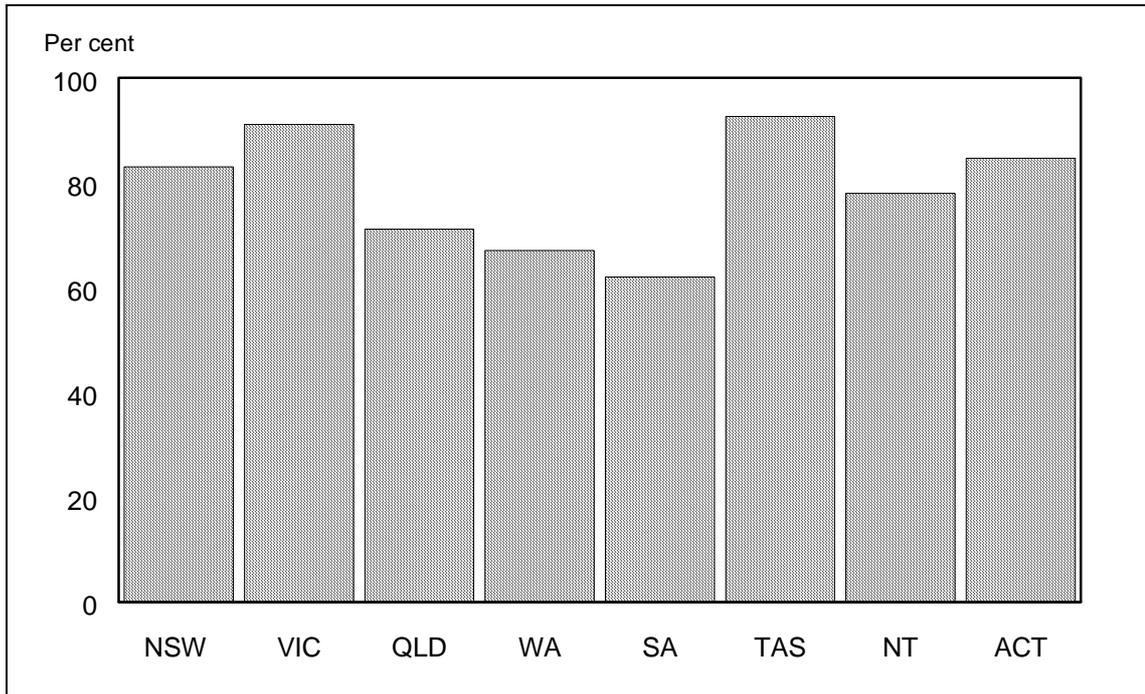


Australia-wide, most offenders sentenced to a community supervision order complete their sentence "successfully". That is, without having their order revoked, either for committing another offence while undertaking their sentence or for some other reason (see Figure 9.5).

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they are later convicted. In addition, they do not distinguish the seriousness of the crimes committed.

**Figure 9.5:** Percentage of persons who successfully completed a Community Supervision Sentence, 1994–95



### *Prisoner care*

A range of simple indicators have been developed which relate to the issue of prisoner care, including deaths and hospitalisation rates, out of cell hours and occupancy levels. Given the simplistic nature of these indicators, care is required in interpreting the results.

The number of deaths in custody Australia-wide rose from 44 in 1992–93 to 53 in 1994–95. This represents 0.34 deaths per 100 prisoner years. The number of deaths from natural causes, the second most common cause of death in prisons after suicide, is affected by a number of factors. For example, the health status of prisoners before their incarceration may mean that their death would have occurred despite the best care being given to them by Corrective Services.<sup>12</sup>

Hospitalisation rates range from 2 per cent of prisoner days in NSW to around 8 per cent in Tasmania. These rates are influenced by the number of available hospital beds and the approach of the examining physician, as much as by the illnesses and injuries presented by prisoners. Accordingly, caution needs to be exercised in interpreting the figures as a reflection of care afforded to prisoners.

<sup>12</sup> See Dalton, V. and McDonald, D. 1995 *Australian Deaths in Custody and Custody Related Police Operations, 1994*, (Deaths in Custody, Australia, No. 9), Australian Institute of Criminology, Canberra.

Their paper, and others in the series, give a detailed analysis of the cause and manner of deaths in custody. In calendar 1994, they found: "Of the 17 deaths from natural causes, nine resulted from heart disease, two from cancer, one from respiratory problems and one from hepatitis/alcoholic liver disease. (The type of illness resulting in death is undetermined as yet in the four remaining cases)." (Dalton, V. and McDonald, D. 1995, p. 11)

Average out of cell hours indicate the degree to which prisoners are allowed some level of mobility within the prison setting. These varied across jurisdictions in 1994–95 from an average of 8 hours per day in the NT to almost 14 hours in Queensland. These averages are influenced by the mix of secure and open prisoners in a jurisdiction. Secure custody prisoners have around 10 per cent less time out of their cells than those in open custody.

In terms of prison utilisation, prison systems are full to design capacity in most States and Territories in Australia. In Queensland, WA, SA and the NT, occupancy levels exceed the design capacity to varying degrees.<sup>13</sup>

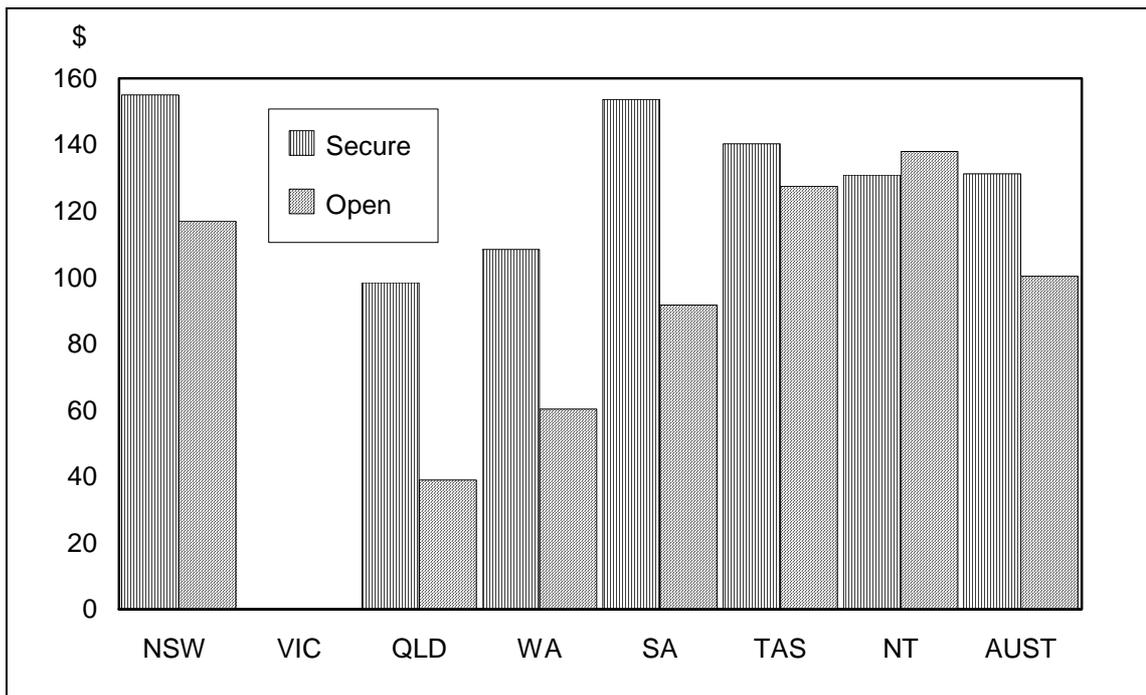
### *Unit costs*

Further work is required to ensure the completeness and comparability of unit cost information. Accordingly, these figures should be treated as indicative. Figure 9.6a shows that for secure prison custody, average cost per offender per day varied across jurisdictions from around \$100 in Queensland to \$155 in NSW. These contrast to an Australia-wide figure of \$134. For open prison custody, costs varied from \$39 in Queensland to \$138 in the NT. The Australian average was around \$100. Average costs per offender for community based corrections were significantly lower, but more variable across jurisdictions (see Figure 9.6b).

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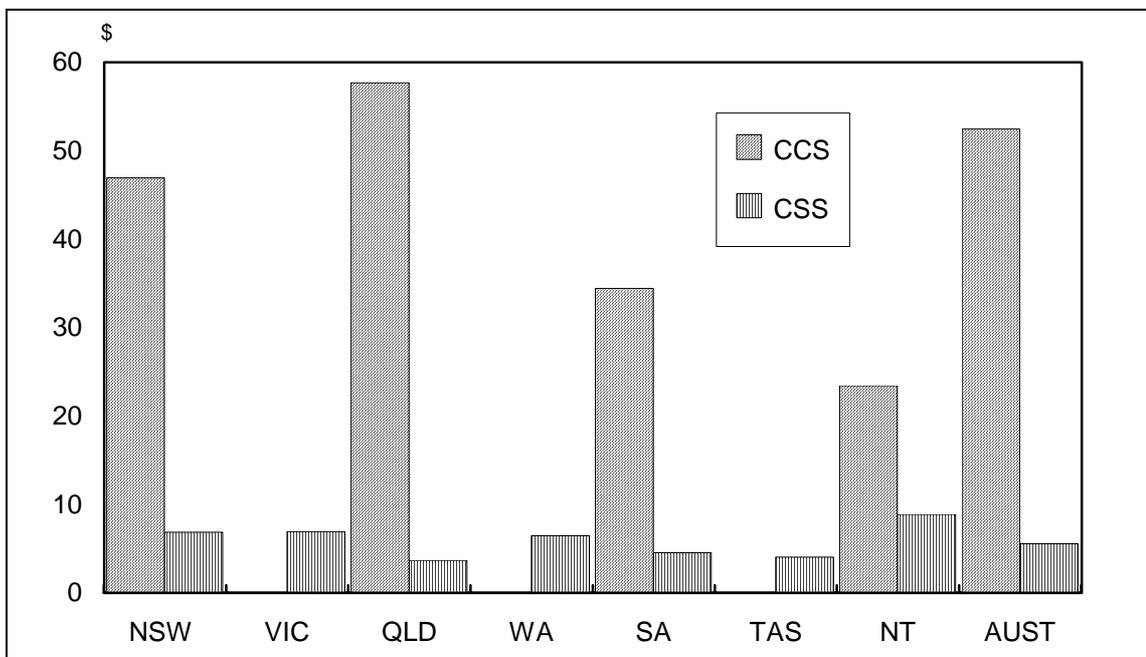
<sup>13</sup> Victoria also reported utilisation of over 100 per cent for its secure facilities in 1994-95.

**Figure 9.6a:** Total average cost per offender per day, Prisons, 1994–95



- Notes: 1 Data to calculate the average cost per offender per day in Victoria for open and secure prisons combined was provided and amounted to \$147 in 1994–95. As 89 per cent of Victoria's prisoners are in secure facilities, this combined cost figure largely reflects average secure prison costs.  
 2 ACT sentenced inmates are held in NSW prisons, and as such have the same unit cost as shown above for NSW.  
 3 Excludes depreciation charges.

**Figure 9.6b:** Total average cost per offender per day, Community Based Corrections, 1994–95



- Notes: 1 Victoria, WA, Tasmania and the ACT do not operate Community Custody programs.  
 2 The daily cost in the ACT for Community Supervision offenders is \$5.66.  
 3 Excludes depreciation charges.

It should be noted that the mix of prisoners varies across jurisdictions, and this may have a significant impact on unit costs per prisoner. For example, NSW accounts for 40 per cent of the nation's prisoners, reflecting the relatively high rate of imprisonment in that State. Compared to other States, NSW has a relatively larger proportion of low security prisoners. In contrast, nearly 90 per cent of prisoners in Queensland and Victoria are high security prisoners contained in 'secure' facilities (see Table 9.4).

**Table 9.4:** Share of prisoners by security class, States and Territories & State and Territory shares of national prison population, 1994–95 (per cent)

	<i>NSW</i>	<i>VIC</i>	<i>QLD</i>	<i>WA</i>	<i>SA</i>	<i>TAS</i>	<i>NT</i>	<i>ACT</i>	<i>AUST</i>
Open	45.38	11.43	10.47	37.57	18.11	29.68	16.34	0	29.47
Secure	54.62	88.57	89.53	62.43	81.89	70.32	83.66	100	70.53
Share of National Prison Population	40.20	15.73	17.13	13.57	8.59	1.68	2.98	0.12	100

An alternative means of assessing the cost of Corrective Services is cost per capita, presented in Table 9.5. In 1994–95, around \$49 per capita was spent on Corrective Services in Australia, \$43 of which was prison expenditure. Total expenditure varied across jurisdictions from \$33 per capita in Tasmania to \$171 in the Northern Territory, primarily reflecting variations in imprisonment rates.

**Table 9.5:** Recurrent cost per capita, Corrective Services, 1994–95

	<i>Units</i>	<i>NSW</i>	<i>VIC</i>	<i>QLD</i>	<i>WA</i>	<i>SA</i>	<i>TAS</i>	<i>NT</i>	<i>ACT</i> <sup>1</sup>	<i>AUST</i>
Prisons	\$/capita	52.00	29.45	36.67	54.67	44.50	27.65	144.75	9.25	42.76
Community Custody	\$/capita	0.05	0.00	2.71	0.00	0.63	0.00	1.24	0	0.57
Community Supervision	\$/capita	5.78	3.97	5.95	7.05	8.43	5.61	25.17	5.66	5.87
TOTAL Corrective Services	\$/capita	57.83	33.42	45.33	61.71	53.57	33.26	171.16	14.63	49.20

Note: 1 ACT prison figures only include expenditure on prisoners held in the Belconnen Remand Centre (BRC). ACT sentenced prisoners are held in NSW gaols, and the expense of these prisoners is captured in the NSW figure shown above. However, once the cost and number of these inmates are added to those for the BRC, the ACT spends \$22.00 per capita on prisons and \$27.66 per capita on total corrective services.

## 9.5 Future directions

### *Improve and develop existing indicators*

Refinements to definitions of several indicators are required, including: the number of prisoner receptions; education and training; and prisoner care. This process will receive assistance from the National Standards Committee for Corrective Services (NSCCC), established in September 1995. The NSCCC has the task of developing nationally agreed standards for the delivery of corrective services.

The Steering Committee also intends to improve the quality and consistency of data it presents in future reports. In this first report, some of the data provided by jurisdictions are not strictly comparable due to different operating and administrative procedures across jurisdictions. In particular, the information on the value of assets has been calculated using different methods. Given the observed trends in imprisonment rates and prison utilisation, the Steering Committee views the development of better information on the stock of capital assets as a priority.

In mid-1995 the ABS established a National Corrective Services Statistics Unit. This Unit has a general role in the development of national standards for corrective services statistics, and many of these standards will be directly applicable to the requirements for subsequent reports of the Steering Committee.

The completeness of data are also to be expanded in future reports. Gaps in this first report were often due to the inability of information systems in States and Territories to provide the data requested by the Steering Committee. In response to this, several jurisdictions have put in place mechanisms which will allow the data to be captured in the future.

### *Develop indicators for the wider Criminal Justice System*

Further to improving indicators specific to Corrective Services, a key part of the Steering Committee's future work will be investigating the development of performance indicators which relate to the overall Criminal Justice System.

In particular, recidivism and sentencing have direct impacts on the performance of Corrective Services, but to a large extent reflect more on the effectiveness of the Criminal Justice System than Corrective Services alone. The issue of repeat offending is of concern to legislators, social services departments, police, courts administrators, the judiciary, and Corrective Services. All play a part in attempting to reduce social impact of offending, either by:

- discouraging crime through punishment;
- diverting people away from crime through rehabilitation and training; or
- improving the socio-economic position of persons who may otherwise resort to crime.

The inability to present adequate information on a system-wide basis is due in part to the lack of integrated information systems across Police, Courts and Corrective Services. In future the ABS, in conjunction with States and Territories, is seeking to develop data bases which will enable detailed analysis of system wide issues such as re-offending, the relative effectiveness of different penalty types, elapsed times between different stages of case processing, and rates of case attrition through the judicial system. The Steering Committee will have input into the development of this data base and intends to make use of the information it generates in future reports to COAG.

## **9.6 Performance indicators by jurisdiction**

## New South Wales - jurisdictions own comments

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So far as New South Wales is concerned the Corrective Services Performance Indicators 1994-95 illustrate a number of positive outcomes which the NSW Department of Corrective Services has achieved in recent years.

These outcomes were achieved in a time of considerable change in NSW, namely: restructuring within the prison system, the introduction of a pilot front end home detention program in community custody and the reintegration of two separate entities, Corrective Services and the Probation Service, into one Department.

Positive outcomes, in both effectiveness and efficiency, can be demonstrated across the three elements of corrections in NSW: prisons, community custody and community supervision.<sup>14</sup>

Effectiveness outcomes show that NSW achieved:

- stabilisation in the overall imprisonment rate, the escape rate and the rate of deaths in custody over the three year period to 1994–95;
- strong growth in prisoner employment, with 71 per cent of prisoners employed in industrial employment in 1994–95. The percentage of prisoners employed in manufacturing (30 per cent) and prison services (32 per cent) in 1994–95 were more than double the figures achieved in 1992–93 (manufacturing 11 per cent, prison services 15 per cent);
- total costs for NSW include an expansion in court security function and increased emphasis on inmate programs. In the three year period between 1992–93 to 1994–95, NSW embarked on a planned expansion of programs and services provided for prisoners, while at the same time taking action to reduce traditional levels of expenditure on security;
- nine in ten offenders (92 per cent) successfully completed Community Custody Orders in 1994–95 maintaining and improving upon the high level of successful CCO completion achieved in the previous two years;
- eight in ten offenders (83 per cent) successfully completed Community Supervision Orders in 1994–95 showing a small but steady improvement on previous years;
- there was a small but steady decline in the percentage of offenders who had their Community Supervision Orders revoked in 1994–95 (17 per cent) compared to the previous two years.

Efficiency indicators show that:

- the prisoner to staff ratios remained stable over the three year period to 1994–95 inclusive, at a time when Corrective Services in NSW was taking on additional functions relating to courts security and prisoner escorts.

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<sup>14</sup> Community supervision includes a variety of programs, namely: probation, parole, community service orders and periodic detention.

## New South Wales, 1992–93 to 1994–95, descriptors

**Table 9.6:** Prison descriptors

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
EXPENDITURE AND STAFFING						
D1T	Total recurrent expenditure	1, 2, 3	\$'000	291322	313853	341364
D105	Revenue from prison activities		\$'000	21,561	24,312	25,165
D6	Full -time staff, public prisons	5		4075	4085	4132
D601	Operational staff, public prisons			2628	2725	2715
D602	Other staff, public prisons			1447	1360	1417
ASSETS						
D2	Value of Assets	4	\$'000	979329	979329	951940
D201	- Open prisons		\$'000	187544	184381	372042
D202	- Secure prisons		\$'000	791786	794948	579898
PRISONER NUMBERS						
D8	Average Total Prisoner population	6, 7, 8, 9		6181	6422	6278
D801o	Average No. Male prisoners , open			1988	2738	2760
D802o	Average No. Female prisoners , open			75	75	89
D801s	Average No. Male prisoners, secure			3874	3381	3219
D802s	Average No. Female prisoners, secure			244	228	210
D901	Number of detention centres			31	29	29
D902	Useable prison capacity	10		nc	nc	6415
D902o	Useable prison capacity - open			nc	nc	2949
D902s	Useable prison capacity - secure			nc	nc	3466
D10	Imprisonment rate		Ratio	135.9	139.7	135.9

- Notes: 1 Departmental overheads are apportioned using inmate numbers. Includes Corrections Health Service.
- 2 In 1994–95 expenditure by other departments on behalf Corrective Services (D106) includes Corrective Services Industries (CSI) cost of sales, whereas in 1992–93 and 1993–94 D106 only included CSI net trading profits.
- 3 Includes only the contract fees for prison management services (for 1994–95 these amounted to \$17,005,940). In addition, it is estimated that \$4.7m costs should also be allowed for direct and indirect overheads.
- 4 Replacement Value at 1992–93.
- 5 Includes Periodic Detention staff which cannot be separately counted.
- 6 Aboriginal prisoner numbers only available from January 1993.
- 7 Aboriginal prisoner numbers not available as open/secure.
- 8 Aboriginal average numbers calculated from the number on the first Sunday of each month. All the other averages are the average of the number each day.
- 9 Several Correctional centres changed classification from secure to open in the second half of 1993. For convenience they were counted as secure in 1992-93 and open in 1993-94. Thus, the differences in secure and open numbers between the two years are a little misleading.
- 10 The Department's Planning Unit are currently undertaking a review of useable prison capacity. The figures for 1994-95 are preliminary estimates.

## New South Wales, 1992–93 to 1994–95, effectiveness

**Table 9.7:** Effectiveness, prisons

<i>Code</i>	<i>Indicator Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>	
CONTAINMENT AND SUPERVISION						
S11	Escape Rate (No. escapes per 100 prisoner years)	1	Ratio	1.4	1.7	1.9
S111	Escape Rate, open (No. escapes per 100 prisoner years)	2	Ratio	4.1	3.6	4.0
S112	Escape Rate, secure (No. escapes per 100 prisoner years)		Ratio	0.1	0.2	0.1
S31	% prisoners on protection, Total	3	%	13.8	14.3	15.9
S311	% prisoners on protection, open		%	10.9	8.9	12.0
S312	% prisoners on protection, secure		%	15.2	18.5	19.1
PRISONER CARE						
H1	Total Number of prisoner deaths in custody		Number	20	29	21
H11	Death Rate (deaths per 100 prisoner years)		Ratio	0.32	0.45	0.33
H4	Hospitalisation rate		%	1.83	1.83	2.01
H6	Weighted average Out of Cell Hours		hours	10.58	11.11	11.72
H601	Weighted average Out of Cell Hours, open		hours	12.49	12.37	11.96
H602	Weighted average Out of Cell Hours, secure		hours	9.72	10.12	11.52
E8	Total Prison utilisation rate		%	nc	nc	98
E8o	Prison utilisation rate, open		%	nc	nc	97
E8s	Prison utilisation rate, secure		%	nc	nc	99
PERSONAL DEVELOPMENT						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:					
R601V	% discharged long term inmates, completed Vocational training		%	nc	nc	nc
R601S	% discharged long term inmates, completed Secondary education		%	nc	nc	nc
R601T	% discharged long term inmates, completed Tertiary		%	nc	nc	nc
R601O	% discharged long term inmates, completed Other training		%	nc	nc	nc

- Notes: 1 The number of escapes from open institutions includes inmates held at open centres who escaped from outside the centre while under departmental escort.
- 2 The number of escapes from secure institutions includes inmates held at secure centres who escaped from outside the centre while under departmental escort.
- 3 The number of inmates on protection was calculated to include inmates identified as having a protection order or who are accommodated at a centre which is known as a protection facility (Special Purpose Centre (SPC), Cooma, Berrima, and Kirkconnell). Inmates at the SPC and Cooma are included in the secure category and inmates at Berrima and Kirkconnell are included in the open category. Note that some other centres have wings that are used as protection areas and these inmates are not included in these figures.

## New South Wales, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.8: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>RECIDIVISM</b>						
Y1	% released prisoners who are reconvicted within 1 year	1	%	nc	nc	nc
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc
<b>REPARATION</b>						
R2	Percentage of prisoners employed by work category:	2				
R201	% prisoners employed, Manufacturing activities		%	11.42	18.16	29.61
R202	% prisoners employed, Horticulture		%	4.11	4.02	4.14
R203	% prisoners employed, Service Industries		%	1.75	2.10	1.88
R204	% prisoners employed, Prison Services		%	14.63	21.35	31.59
R205	% prisoners employed, Printing		%	0.00	0.33	0.56
R206	% prisoners employed, Community Work		%	0.24	2.41	3.06

**Table 9.9: Unit cost and productivity, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	119.49	123.44	137.90
E1o	- for open prisons		\$	94.72	99.04	117.09
E1s	- for secure prisons		\$	112.78	135.31	155.04
E7	Assets per prisoner, Total		\$'000	158	152	152
E7o	Assets per prisoner, open		\$'000	91	66	131
E7s	Assets per prisoner, secure		\$'000	192	220	169
E9	Prisoner to total staff ratio, publicly operated prisons	3	Ratio	1.4	1.4	1.4
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	2.1	2.1	2.2
E902	Prisoner to Other staff ratio, publicly operated prisons	3	Ratio	3.9	4.3	4.2

- Notes: 1 Data relating to Prison recidivism are unavailable in the format prescribed by the Working Group. However, a recent NSW study (Thompson 1994) found that of the inmates discharged after completing a fulltime custodial sentence (not fine defaulters) in 1990 and 1991, 42.6% had an additional conviction within two years of discharge which led to a fulltime custodial sentence in NSW.
- 2 Prisoners are employed across four functional areas - Prison Services, Commercial Industries, Private Sector Industries and Community Employment (including work release).
- 3 Operational staff in NSW are now responsible for prisoner escort and court security as well as custodial duties within centres.

**NSW, 1992–93 to 1994–95, descriptors****Table 9.10: Descriptors, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	nc	nc	nc
Q1T	Total recurrent expenditure		\$'000	338	335	331
Q2	Value of Assets		\$'000	nc	nc	nc
Q6	Total Full -time staff (FTE)			5	4	4
O1	Total number of persons serving Community Custody Orders	1		17	23.58	19.3
O2	Number of Community Custody Orders Completed in year			28	34	48
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	0.4	0.5	0.4

Note: 1 Clients in 'suspense' have been excluded from this figure and where clients have dual status they have been counted only once in this category.

**NSW, 1992–93 to 1994–95, effectiveness and efficiency****Table 9.11: Effectiveness, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
SUPERVISION AND REPARATION						
F1	% persons who had their CCS revoked & been charged with a new offence	1	%	nc	nc	nc
F2	% persons who had their CCS revoked for other reasons	2	%	nc	nc	nc
F3	% persons who successfully completed a CCS	3	%	89.3	85.3	91.7
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services	4	%	nc	nc	nc
W1	Number of hours worked in a year/ No. Offenders	4		nc	nc	nc
W2	Number of work orders in a year/ No. Offenders	4		nc	nc	nc
RECIDIVISM						
L1	% released CCO offenders who are reconvicted within 1 year		%	nc	nc	nc
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc

Notes: 1 Data in relation to revocation due to a new offence are unreliable and hence have not been provided. The Probation and Parole Service has no access to the police computer which would provide information regarding new offences.

2 These data have not been provided due to difficulties experienced with F1 (see footnote 1).

3 These figures are based on the total number of persons who completed orders throughout the year.

4 Data unavailable.

**Table 9.12: Unit cost and productivity - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Total Costs/Offender/Day		\$	54.43	38.90	46.95
L11	Offenders/Operational staff		Ratio	4.3	5.9	4.8
L12	Offenders/Total staff		Ratio	3.4	5.9	4.8

## NSW, 1992–93 to 1994–95, descriptors

Table 9.13: Descriptors, Community Supervision

Code	Indicator	Notes	Units	1992-93	1993-94	1994-95
P1T	Total recurrent expenditure	1, 2, 3	\$'000	32824	37259	35136
P2	Value of Assets	4	\$'000	25795	25795	33854
P6	Total Full -time staff (FTE)	5	Number	505	501	508
A1	Total No. of persons serving Community Supervision Orders	6	Number	14909	14391	13996
A2	Number of Community Supervision Orders Completed in year	7	Number	18308	17259	17526
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	327.9	313.1	303.0

Notes: 1 Periodic Detention data only available for Salaries (P101), Maintenance (P102), and Depreciation (P108):

	1992-93	1993-94	1994-95
P101	3441	3501	3763
P102	1702	1872	1005
P108	519	667	699

- 2 CSS Salaries data calculated as 80% of Total Recurrent Expenditure minus Community Custody costs. These expenses make up 80% of the budget for Community Supervision.
- 3 CSS Maintenance and Working expenses data calculated as 20% of Total Recurrent Expenditure minus Community Custody costs. These expenses make up 20% of the budget for Community Supervision.
- 4 Information of depreciation is available only for Periodic Detention facilities (see footnote 1). Replacement value at 1992-93 of Periodic Detention (PD) assets only. CSS data not collected.
- 5 Data relate only to CSS staff. PD data could not be separated from Prison data.
- 6 CSS data. Clients in suspense have been excluded from these figures and where clients have dual status they have been counted only once in this category.
- 7 Periodic Detention data are counted from discharge statistics which do not always show a correct reason for discharge. At present the discharge statistics do not distinguish people with their Periodic Detention Order revoked. Neither is a count kept of the reason for revoking a PDO. PD data are as follows:

	1992-93	1993-94	1994-95
A2	1190	1031	1046

## NSW, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.14: Effectiveness, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
REPARATION / SUPERVISION						
G1	% persons who had their CSS revoked & been charged with a new offence	1	%	18.8	18.0	17.0
G2	% persons who had their CSS revoked for other reasons		%	nc	nc	nc
G3	% persons who successfully completed a CSS	2	%	81.2	82.0	83.0
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services	3	%	nc	nc	nc
Z1	Number of hours worked in a year/ No. Offenders	4		nc	nc	nc
Z2	Number of work orders in a year/ No. Offenders			nc	nc	nc
RECIDIVISM						
J1	% released CSO offenders who are reconvicted within 1 year		%	nc	nc	nc
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc

Notes: 1 Data provided for this item (for both PD and CSS) include those that were charged with a new offence and those that had been revoked for other reasons (G2). It was not possible to isolate the reasons for the revocation. Information on the number of PD (nG1) orders revoked are as follows:

	1992-93	1993-94	1994-95
nG1 (PD)	nc	281	399

- 2 CSS figure is based on the total number of persons who successfully completed an order in the year.  
 3 PD inmates do not have access to personal development courses.  
 4 PD inmates work on community projects, but data relating to hours worked are not available.

**Table 9.15: Unit cost and productivity, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	6.03	7.09	6.88
U2	Offenders / Operational staff		Ratio	32.1	31.4	30.0
U3	Offenders / Total staff		Ratio	29.5	28.7	27.6

## Victoria - jurisdictions own comments

“ Victoria’s Correctional Services have been pleased to provide this data to support the development of national benchmarks in the area of correctional services. Whilst significant amounts of data have been supplied by Victoria for this first report, it is hoped that a further refinement of the indicators in 1996 will see the development of more comparable and measurable indicators across jurisdictions.

Correctional Services is a complex area of Government service delivery. Whilst this report details some areas of service delivery that may seem to be comparable on the surface, a detailed examination of the figures (and footnotes) will indicate that in most areas direct comparisons between jurisdictions are not possible. In each jurisdiction correctional services operates in the context of unique legislation and differing policies for law enforcement, prosecution and sentencing. Each jurisdiction also has its own understanding of the purpose of corrections and demonstrates this through the varying emphasis given to the aims of incapacitation, rehabilitation, reparation, deterrence, restitution and prevention.

Victoria is proud of its provision of correctional services. Victoria has consistently demonstrated the lowest rate of imprisonment in Australia (see *Table 9.1*) and one of the lowest rates in the world. As a consequence, Victorian taxpayers contribute significantly less than people in other States for the provision of correctional services (see *Table 9.5*). Yet there is no evidence to suggest that people in Victoria are any less safe than their counterparts interstate (in fact, Victoria Police statistics indicate that serious crime rates are falling in Victoria).

Because Victoria has lower rates of imprisonment than the other States, there is less capacity to achieve major economies of scale. Hence indicators in this report that rely on consolidated financial information broken down by “offenders” may show Victoria as being “less efficient” than some other jurisdictions. Using such measures it is clear that “efficiency” would be greater if the number of offenders were higher.

It should be noted, as well, that Victoria is actively seeking to reduce the overall costs of its correctional services by introducing competition into the delivery of prison-based services. This private sector entry to the corrections industry will also achieve a significant upgrading of Victoria’s prison infrastructure (sufficient to meet requirements well into the next century) and, by focussing on outcomes rather than inputs, provide the capacity and incentive for correctional services to achieve world’s best practice.

”

## Victoria, 1992–93 to 1994–95, descriptors

**Table 9.16: Descriptors, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
EXPENDITURE AND STAFFING						
D1T	Total recurrent expenditure	1, 2, 3	\$'000	131573	127297	142654
D105	Revenue from prison activities		\$'000	6,648	8,348	10,530
D6	Full -time staff, public prisons		Number	1612	1592	1648
D601	Operational staff, public prisons		Number	1198	1106	1290
D602	Other staff, public prisons		Number	415	486	358
ASSETS						
D2	Value of Assets	4	\$'000	nc	nc	144594
D201	- Open prisons		\$'000	nc	nc	26911
D202	- Secure prisons		\$'000	nc	nc	117683
PRISONER NUMBERS						
D8	Average Total Prisoner population		Number	2271	2521	2456
D801o	Average No. Male prisoners , open		Number	285	385	255
D802o	Average No. Female prisoners , open		Number	24	32	26
D801s	Average No. Male prisoners, secure		Number	1871	2004	2084
D802s	Average No. Female prisoners, secure		Number	91	100	91
D901	Number of detention centres		Number	15	15	15
D902	Useable prison capacity		Number	2457	2547	2593
D902o	Useable prison capacity - open		Number	341	444	444
D902s	Useable prison capacity - secure		Number	2116	2103	2149
D10	Imprisonment rate		Ratio	66.8	73.9	71.8

Notes: 1 D1T includes expenditure by other departments for services provided to Corrective Services. This figure is made up of actual expenditure incurred by Correctional Services Program, a proportion of DoJ Corporate Services costs, Health and Community Services and Education Departments. The Education Department's 1993-94 expenditure estimate is based on the average of 1992-93 and 1993-94 expenditure.

2 The increase in expenditure from 1993-94 to 1994-95 is due to the notional cost attribution of superannuation and capital charges. These costs are notionally reflected in the State's budget. The increase in expenditure is also attributable to the increase in DoJ Corporate Services expenditure and inclusion of depreciation charges in 1994-95.

3 No information was kept on depreciation prior to the introduction of the Department's new financial management software (ORACLE Financials - Asset Management System), therefore depreciation expense is excluded from the 1992-93 and 1993-94 figures.

4 The amalgamation of several autonomous agencies and general ledger systems into the Department of Justice resulted in inaccuracies in the assets system data base. This situation has been resolved with a complete costing of the Department's assets which is now available for the 1994-95 financial year.

## Victoria, 1992–93 to 1994–95, effectiveness

Table 9.17: Effectiveness, Prisons

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
CONTAINMENT AND SUPERVISION						
S11	Escape Rate (No. escapes per 100 prisoner years)		Ratio	0.7	0.6	0.4
S111	Escape Rate, open (No. escapes per 100 prisoner years)		Ratio	3.9	3.6	3.9
S112	Escape Rate, secure (No. escapes per 100 prisoner years)		Ratio	0.2	0.0	0.0
S31	% prisoners on protection, Total	1	%	nc	nc	nc
S311	% prisoners on protection, open	1	%	nc	nc	nc
S312	% prisoners on protection, secure	1	%	nc	nc	nc
PRISONER CARE						
H1	Total Number of prisoner deaths in custody		Number	7	5	7
H11	Death Rate (deaths per 100 prisoner years)		Ratio	0.31	0.20	0.29
H4	Hospitalisation rate		%	nc	nc	nc
H6	Weighted average Out of Cell Hours		hours	10.65	10.86	10.96
H601	Weighted average Out of Cell Hours, open		hours	9.63	14.38	15.11
H602	Weighted average Out of Cell Hours, secure		hours	10.8	10.2	10.2
E8	Total Prison utilisation rate		%	92	99	95
E8o	Prison utilisation rate, open		%	91	94	63
E8s	Prison utilisation rate, secure		%	93	100	101
PERSONAL DEVELOPMENT						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:	2				
R601V	% discharged long term inmates, completed Vocational training		%	nc	nc	nc
R601S	% discharged long term inmates, completed Secondary education		%	nc	nc	nc
R601T	% discharged long term inmates, completed Tertiary		%	nc	nc	nc
R601O	% discharged long term inmates, completed Other training		%	nc	nc	nc

Notes: 1 The figures provided are estimates based on occupancy of accommodation of designated for protection prisoners.

2 This information was not previously recorded, however discussions have been held with the providers of Technical and Further Education (TAFE) and the Office of Training and Further Education (OFTE) to ensure that such data are gathered in the future.

## Victoria, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.18: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>RECIDIVISM</b>						
Y1	% released prisoners who are reconvicted within 1 year		%	nc	nc	nc
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc
<b>REPARATION</b>						
R2	Percentage of prisoners employed by work category:					
R201	% prisoners employed, Manufacturing activities		%	34.04	31.10	33.43
R202	% prisoners employed, Horticulture		%	6.21	7.38	6.60
R203	% prisoners employed, Service Industries		%	15.90	17.73	18.08
R204	% prisoners employed, Prison Services		%	19.86	17.22	14.74
R205	% prisoners employed, Printing		%	1.63	1.31	1.63
R206	% prisoners employed, Community Work		%	1.06	1.79	nc

**Table 9.19: Unit cost and productivity, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	150.61	129.18	147.30
E1o	- for open prisons		\$	nc	nc	nc
E1s	- for secure prisons		\$	nc	nc	nc
E7	Assets per prisoner, Total		\$'000	nc	nc	59
E7o	Assets per prisoner, open		\$'000	nc	nc	45
E7s	Assets per prisoner, secure		\$'000	nc	nc	54
E9	Prisoner to total staff ratio, publicly operated prisons		Ratio	1.4	1.6	1.5
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	1.9	2.3	1.9
E902	Prisoner to Other staff ratio, publicly operated prisons		Ratio	5.5	5.2	6.9

**Victoria, 1992–93 to 1994–95, descriptors, effectiveness, efficiency**
**Table 9.20: Descriptors - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	0	0	0
Q1T	Total recurrent expenditure		\$'000	0	0	0
Q2	Value of Assets		\$'000	0	0	0
Q6	Total Full -time staff (FTE)			0	0	0
O1	Total number of persons serving Community Custody Orders			0	0	0
O2	Number of Community Custody Orders Completed in year			0	0	0
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	0.0	0.0	0.0

**Table 9.21: Effectiveness, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
SUPERVISION AND REPARATION						
F1	% persons who had their CCS revoked & been charged with a new offence		%	nc	nc	2.0
F2	% persons who had their CCS revoked for other reasons		%	nc	nc	5.0
F3	% persons who successfully completed a CCS		%	nc	nc	71.8
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	0.0	0.0	0.0
W1	Number of hours worked in a year/ No. Offenders			0	0	0
W2	Number of work orders in a year/ No. Offenders			0	0	0
RECIDIVISM						
L1	% released CCO offenders who are reconvicted within 1 year		%	nc	nc	nc
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc

**Table 9.22: Unit cost and productivity, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Total Costs/Offender/Day		\$	na	na	na
L11	Offenders/Operational staff		Ratio	na	na	na
L12	Offenders/Total staff		Ratio	na	na	na

## Victoria, 1992–93 to 1994–95, descriptors, effectiveness, efficiency

**Table 9.23: Descriptors, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
P1T	Total recurrent expenditure	1	\$'000	16614	16391	17818
P2	Value of Assets		\$'000	nc	nc	nc
P6	Total Full -time staff (FTE)			303	292	295
A1	Total No. of persons serving Community Supervision Orders	2		7534	7463	7030
A2	Number of Community Supervision Orders Completed in year			7122	11532	17588
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	221.8	218.7	205.5

Notes: 1 Excludes depreciation costs for 1992-93 and 1993-94.

2 Figures provided include all offenders supervised by community based correction staff. That is, offenders from the Courts and Adult Parole Board.

**Table 9.24: Effectiveness, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
REPARATION / SUPERVISION						
G1	% persons who had their CSS revoked & been charged with a new offence	1	%	6.9	3.9	2.6
G2	% persons who had their CSS revoked for other reasons		%	8.4	6.9	6.3
G3	% persons who successfully completed a CSS		%	84.7	89.2	91.1
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services	2	%	5.5	2.5	1.4
Z1	Number of hours worked in a year/ No. Offenders			nc	nc	175.0
Z2	Number of work orders in a year/ No. Offenders			nc	nc	nc
RECIDIVISM						
J1	% released CSO offenders who are reconvicted within 1 year		%	nc	nc	nc
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc

Notes: 1 Data used relate to the number of persons who had their CSS revoked *because* they were charged with a new offence.

2 Data provided only count the number of persons who received personal development as a condition of their CSS. On 5 June 1995 a computer data base was commissioned to gather data in the form prescribed by the Working Group.

**Table 9.25: Unit cost and productivity - Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	6.04	6.01	6.94
U2	Offenders / Operational staff		Ratio	35.7	37.5	34.6
U3	Offenders / Total staff		Ratio	24.9	25.6	23.8

## Queensland - jurisdictions own comments

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Overall, the indicators suggest that Queensland is a relatively efficient provider of (adult) corrective services. Queensland recorded the lowest cost per prisoner per day for secure and open Custody in 1993–94 and 1994–95 and the second lowest cost in 1992–93. Community Custody costs were higher in Queensland than in any other jurisdiction. However, it should be noted that Queensland operates the largest Community Custody program in Australia with around four times the number of offenders in custody compared to the next largest jurisdiction. As Community Custody is a post-prison program in Queensland the costs are considered to be acceptable compared to the costs of maintaining an offender in prison. Community Supervision costs in Queensland were the lowest in the country in 1992–93 and 1993–94 and equal lowest in 1994–95.

The escape rate for secure Custody has shown considerable improvement reducing from 0.9 in 1992–93 to 0.2 in 1994–95. The escape rate for open Security has also improved from 11.2 in 1992–93 to 8.6 in 1994–95. The overall escape rate has reduced to 1.0 in 1994–95 compared to a national average of 1.8 escapes per 100 prisoner years.

The deaths in custody rate for Queensland was above the national average in 1993–94 and 1994–95, despite implementation of the recommendations of the Royal Commission into Aboriginal Deaths in Custody, and remains a concern for the Commission. Extensive investigations have not identified any structural deficiencies which would explain the relatively high rate of deaths in custody.

A degree of overcrowding in Queensland correctional centres has occurred since 1992–93 as a result of a hardening of the prison population. In general, less serious offenders are being diverted away from prison by the courts while more serious offenders are receiving longer sentences. The new correctional centres to open at Westbrook (130 cells) and Woodford (600 cells) should relieve the crowding problem in the short to medium term.

Out-of-cell hours in Queensland are well above the national average (13.9 hours compared to 11.4 hours) While this is beneficial for prisoners, it raises some management and security issues for correctional centres. The Commission is working towards a 12 hour out-of-cell day.

The prisons recidivism data for Queensland is the lowest of all the Australian jurisdictions which have reported on this indicator.

Again, the recidivism rates for Community Supervision are the lowest of all the Australian jurisdictions which have reported on this indicator.

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## Queensland, 1992–93 to 1994–95, descriptors

**Table 9.26: Descriptors, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
EXPENDITURE AND STAFFING						
D1T	Total recurrent expenditure		\$'000	103273	105468	123277
D105	Revenue from prison activities		\$'000	4,065	4,496	4,697
D6	Full -time staff, public prisons		Number	1161	1122	1253
D601	Operational staff, public prisons	1	Number	858	801	886
D602	Other staff, public prisons	2	Number	303	321	367
ASSETS						
D2	Value of Assets	3	\$'000	nc	192248	214988
D201	- Open prisons		\$'000	nc	12310	22424
D202	- Secure prisons		\$'000	nc	179938	192564
PRISONER NUMBERS						
D8	Average Total Prisoner population		Number	2070	2259	2675
D801o	Average No. Male prisoners , open		Number	242	261	280
D802o	Average No. Female prisoners , open		Number	0	0	0
D801s	Average No. Male prisoners, secure		Number	1747	1910	2294
D802s	Average No. Female prisoners, secure		Number	81	88	101
D901	Number of detention centres	4	Number	14	14	14
D902	Useable prison capacity	5	Number	2238	2258	2524
D902o	Useable prison capacity - open		Number	253	273	310
D902s	Useable prison capacity - secure		Number	1985	1985	2214
D10	Imprisonment rate		Ratio	89.0	94.6	109.2

1 Includes staff in the Custodial Corrections Division in Central Office. Does not include staff employed at the privately managed Arthur Gorrie and Borallon Correctional Centres.

2 Includes managers, administrative and programs staff, nurses and the Custodial Corrections Division in Central Office. Does not include staff employed at the privately managed Arthur Gorrie and Borallon Correctional Centres.

3 Land and buildings based on deprival value. Plant and equipment based on historical cost.

4 Queensland has 11 gazetted prisons. However, for the purposes of this data collection, the Townsville Women's Division and the farms at Lotus Glen and Townsville Correctional Centres have been added as separate "prisons".

5 The figures provided are the then current design capacity as at 30 June of the financial year.

## Queensland, 1992–93 to 1994–95, effectiveness

Table 9.27: Effectiveness - Prisons

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
CONTAINMENT AND SUPERVISION						
S11	Escape Rate (No. escapes per 100 prisoner years)		Ratio	2.1	1.4	1.0
S111	Escape Rate, open (No. escapes per 100 prisoner years)		Ratio	11.2	5.7	8.6
S112	Escape Rate, secure (No. escapes per 100 prisoner years)		Ratio	0.9	0.8	0.2
S31	% prisoners on protection, Total		%	14.3	13.8	13.3
S311	% prisoners on protection, open	1	%	0.0	0.0	0.0
S312	% prisoners on protection, secure		%	16.2	15.6	14.8
PRISONER CARE						
H1	Total Number of prisoner deaths in custody		Number	6	12	12
H11	Death Rate (deaths per 100 prisoner years)		Ratio	0.29	0.53	0.45
H4	Hospitalisation rate		%	nc	nc	nc
H6	Weighted average Out of Cell Hours		hours	14.59	14.26	13.91
H601	Weighted average Out of Cell Hours, open		hours	15.74	15.69	15.77
H602	Weighted average Out of Cell Hours, secure		hours	14.44	14.08	13.69
E8	Total Prison utilisation rate		%	92	100	106
E8o	Prison utilisation rate, open		%	96	96	90
E8s	Prison utilisation rate, secure		%	92	101	108
PERSONAL DEVELOPMENT						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:					
R601V	% discharged long term inmates, completed Vocational training		%	nc	nc	nc
R601S	% discharged long term inmates, completed Secondary education		%	nc	nc	nc
R601T	% discharged long term inmates, completed Tertiary		%	nc	nc	nc
R601O	% discharged long term inmates, completed Other training		%	nc	nc	nc

Note: 1 All protection prisoners are held in secure Custody.

## Queensland, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.28: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
RECIDIVISM						
Y1	% released prisoners who are reconvicted within 1 year	1	%	nc	27.8	28.1
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs	1	%	nc	nc	36.0
REPARATION						
R2	Percentage of prisoners employed by work category:					
R201	% prisoners employed, Manufacturing activities		%	nc	nc	nc
R202	% prisoners employed, Horticulture		%	nc	nc	nc
R203	% prisoners employed, Service Industries		%	nc	nc	nc
R204	% prisoners employed, Prison Services		%	nc	nc	nc
R205	% prisoners employed, Printing		%	nc	nc	nc
R206	% prisoners employed, Community Work		%	nc	nc	nc

Note: 1 Data refer to prisoners who were discharged without further supervision requirements and who subsequently returned to QCSC custody or supervision. The data do not include offenders who may have been convicted but received a court administered order, for example, a fine.

**Table 9.29: Unit cost and productivity, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	131.22	122.38	121.37
E1o	- for open prisons		\$	35.22	38.20	39.00
E1s	- for secure prisons		\$	109.06	103.09	98.46
E7	Assets per prisoner, Total		\$'000	nc	85	80
E7o	Assets per prisoner, open		\$'000	nc	47	80
E7s	Assets per prisoner, secure		\$'000	nc	90	80
E9	Prisoner to total staff ratio, publicly operated prisons		Ratio	1.3	1.4	1.5
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	1.7	2.0	2.1
E902	Prisoner to Other staff ratio, publicly operated prisons		Ratio	4.9	5.1	5.0

## Queensland, 1992–93 to 1994–95, descriptors

**Table 9.30: Descriptors, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	7443	8297	8768
Q1T	Total recurrent expenditure		\$'000	7448	8343	8771
Q2	Value of Assets	1	\$'000	nc	3057	3352
Q6	Total Full -time staff (FTE)	2	Number	63	69	68
O1	Total number of persons serving Community Custody Orders	3	Number	358.9	352.1	416
O2	Number of Community Custody Orders Completed in year	4	Number	1552	1516	1699
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	15.4	14.7	17.0

- Notes: 1 Land and buildings based on deprival value. Plant and equipment based on historical cost.
- 2 Does not include staff employed by service providers at privately managed Community Custody Centres, half-way houses etc.
- 3 In Queensland, Community Custody is a post-prison order only. Includes the Work Outreach Camps (WORC) Program and offenders held in Community Corrections Centres, half-way houses etc. These offenders are under 24 hour supervision. For the purposes of this data collection, home detention offenders have been included although home detention is a Community Supervision order in Queensland. As the staffing and expenditure attributable to home detention is negligible, it has not been possible to apportion these costs to the Community Custody data in this collection.
- 4 Data show distinct orders completed. It should be noted that an offender may complete more than one distinct order.

## Queensland, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.31: Effectiveness, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>SUPERVISION AND REPARATION</b>						
F1	% persons who had their CCS revoked & been charged with a new offence	1	%	9.7	9.4	8.2
F2	% persons who had their CCS revoked for other reasons		%	27.2	29.5	14.6
F3	% persons who successfully completed a CCS		%	63.0	61.1	77.2
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	nc	nc	nc
W1	Number of hours worked in a year/ No. Offenders			865.9	651.3	509.5
W2	Number of work orders in a year/ No. Offenders			1.1	1.5	1.5
<b>RECIDIVISM</b>						
L1	% released CCO offenders who are reconvicted within 1 year	2	%	nc	nc	nc
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs	2	%	nc	nc	nc

- Notes: 1 Data show offendees who had an order revoked as the result of a conviction for a new offence. Charges may not always result in revocation e.g. a driving offence.
- 2 These data are not applicable to the Queensland Community Custody program as offenders are not discharged direct from community custody. Community custody offenders progress to Community Supervision prior to discharge.

**Table 9.32: Unit cost and productivity - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Total Costs/Offender/Day		\$	56.78	64.52	57.71
L11	Offenders/Operational staff	1	Ratio	7.2	6.5	7.7
L12	Offenders/Total staff	1	Ratio	4.9	4.3	5.4

- Note: 1 Figures exclude offenders at privately managed centres for which staffing figures are not available.

## Queensland, 1992–93 to 1994–95, descriptors, effectiveness, efficiency

**Table 9.33: Descriptors, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
P1T	Total recurrent expenditure		\$'000	16773	18029	19243
P2	Value of Assets	1	\$'000	nc	692	544
P6	Total Full -time staff (FTE)		Number	266	281	290
A1	Total No. of persons serving Community Supervision Orders		Number	14540	15147	14187
A2	Number of Community Supervision Orders Completed in year		Number	21400	27200	28900
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	624.8	634.3	579.1

Note: 1 Land and buildings based on deprival value. Plant and equipment based on historical cost.

**Table 9.34: Effectiveness, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
REPARATION / SUPERVISION						
G1	% persons who had their CSS revoked & been charged with a new offence	1	%	2.3	2.5	2.4
G2	% persons who had their CSS revoked for other reasons		%	18.9	23.1	26.5
G3	% persons who successfully completed a CSS		%	78.7	74.5	71.2
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	nc	nc	0.0
Z1	Number of hours worked in a year/ No. Offenders			74.0	76.0	49.0
Z2	Number of work orders in a year/ No. Offenders			1.1	1.2	1.3
RECIDIVISM						
J1	% released CSO offenders who are reconvicted within 1 year	2	%	20.7	20.4	19.9
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs	1	%	23.5	27.0	27.2

Notes: 1 Data show offenders who had an order revoked as the result of a conviction for a new offence. Charges may not always result in revocation e.g. a driving offence.

2 Data refer to offenders who were discharged without further supervision requirements and who subsequently returned to QCSC custody or supervision. The data do not include offenders who may have been convicted but received a court administered order e.g. a fine.

**Table 9.35: Unit cost and productivity, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	3.16	3.26	3.71
U2	Offenders / Operational staff		Ratio	89.5	85.1	78.4
U3	Offenders / Total staff		Ratio	54.6	54.0	48.9

## Western Australia - jurisdictions own comments

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In Western Australia Corrective Services consists of prisons, community supervision and advice to sentencing and releasing authorities. Community custody is not used as a separate option. Community based work release is an option available to certain prisoners and home detentions are also used, however, the method of operating these options is integrated within community corrections.

Western Australia's offender population is characterised by a significant over representation of Aboriginal people within the Corrective Services system. In 1994–95, 33% of the daily average number of persons held in prisons were Aboriginal. As a result, significant initiatives have been undertaken to ensure that offenders are managed in a culturally appropriate manner. In 1994–95 there were no Aboriginal deaths in Western Australian prisons. Western Australia is also Australia's largest State with community corrections serving many extremely remote locations throughout the State and prisons also detaining persons from these locations. These factors place a high demand on the diversity and cost of providing supervision, custody and development of offenders.

Nevertheless, in the last three to four years significant reforms have been introduced in Western Australian prisons to improve efficiency of operations to the extent that the cost per prisoner has been reduced from being one of the highest in Australia to being the equal lowest as demonstrated in the Summary section of this chapter..

The cost of Community supervision in Western Australia is in the mid range but this needs to be considered in the light of Western Australia's dispersion and high level of Aboriginal offenders which significantly increases the costs of operation.

Western Australia has one of the highest rates of imprisonment in Australia reducing slightly in 1994–95. Initiatives have been directed towards the removal of persons from the prisons who could be managed within the community or even kept out of the corrective services system altogether. For example, the fines enforcement legislation which became effective at the beginning of 1995 was designed to minimise the number of persons detained in custody for failure to pay a fine with alternative sanctions being introduced which in the first instance results in implementation strategies which keep people out of corrective services processes.

Development of offenders subject to community based supervision is incorporated as part of the supervision program for each offender. Provision of development programs is not carried out as a separate activity in itself. As a result, separate information on the number of offenders completing personal development programs is not available.

In Western Australia prisoners are assessed as to the programs they need to undertake and these are offered to prisoners. Success is measured in terms of successful completion of these programs.”

**Western Australia, 1992–93 to 1994–95, descriptors****Table 9.36: Descriptors, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
EXPENDITURE AND STAFFING						
D1T	Total recurrent expenditure		\$'000	100190	102926	97108
D105	Revenue from prison activities		\$'000	2,737	3,340	3,336
D6	Full -time staff, public prisons		Number	na	1457	1361
D601	Operational staff, public prisons		Number	na	1256	1159
D602	Other staff, public prisons		Number	na	201	202
ASSETS						
D2	Value of Assets		\$'000	nc	na	196534
D201	- Open prisons		\$'000	nc	na	35850
D202	- Secure prisons		\$'000	nc	na	160684
PRISONER NUMBERS						
D8	Average Total Prisoner population		Number	1868	2094	2119
D801o	Average No. Male prisoners , open		Number	675	733	744
D802o	Average No. Female prisoners , open		Number	48	64	53
D801s	Average No. Male prisoners, secure		Number	1095	1252	1279
D802s	Average No. Female prisoners, secure		Number	50	45	44
D901	Number of detention centres		Number	17	17	17
D902	Useable prison capacity		Number	1974	1985	2029
D902o	Useable prison capacity - open		Number	652	609	620
D902s	Useable prison capacity - secure		Number	1322	1376	1409
D10	Imprisonment rate		Ratio	150.0	165.1	164.8

## Western Australia, 1992–93 to 1994–95, effectiveness

**Table 9.37: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992-93	1993-94	1994-95
<b>CONTAINMENT AND SUPERVISION</b>						
S11	Escape Rate (No. escapes per 100 prisoner years)		Ratio	3.3	3.2	4.1
S111	Escape Rate, open (No. escapes per 100 prisoner years)	1	Ratio	7.5	7.4	10.4
S112	Escape Rate, secure (No. escapes per 100 prisoner years)	1	Ratio	0.6	0.7	0.2
S31	% prisoners on protection, Total	2	%	nc	nc	3.3
S311	% prisoners on protection, open	2	%	nc	nc	0.0
S312	% prisoners on protection, secure	2	%	nc	nc	5.3
<b>PRISONER CARE</b>						
H1	Total Number of prisoner deaths in custody		Number	6	2	6
H11	Death Rate (deaths per 100 prisoner years)		Ratio	0.32	0.10	0.28
H4	Hospitalisation rate	3	%	nc	nc	1.51
H6	Weighted average Out of Cell Hours		hours	12.23	12.36	12.32
H601	Weighted average Out of Cell Hours, open		hours	12.76	12.95	13.03
H602	Weighted average Out of Cell Hours, secure		hours	11.86	11.95	11.87
E8	Total Prison utilisation rate		%	95	105	104
E8o	Prison utilisation rate, open		%	111	131	128
E8s	Prison utilisation rate, secure		%	87	94	94
<b>PERSONAL DEVELOPMENT</b>						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:	4				
R601V	% discharged long term inmates, completed Vocational training		%	na	na	na
R601S	% discharged long term inmates, completed Secondary education		%	na	na	na
R601T	% discharged long term inmates, completed Tertiary		%	na	na	na
R601O	% discharged long term inmates, completed Other training		%	na	na	na

- Notes: 1 The security classification of prisoner has been given rather than the institution. This is because a prisoner may escape from a medium security area of a maximum security institution or vice versa. A prisoner from a maximum security institution may also escape from a prison officer escort or public hospital.
- 2 Figures not available for 1992-93 and 1993-94.
- 3 Not available.
- 4 Not available in the categories requested.

## Western Australia, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.38: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
RECIDIVISM						
Y1	% released prisoners who are reconvicted within 1 year	1	%	nc	nc	nc
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs		%	61.3	65.8	65.3
REPARATION						
R2	Percentage of prisoners employed by work category:	2				
R201	% prisoners employed, Manufacturing activities		%	na	na	na
R202	% prisoners employed, Horticulture		%	na	na	na
R203	% prisoners employed, Service Industries		%	na	na	na
R204	% prisoners employed, Prison Services		%	na	na	na
R205	% prisoners employed, Printing		%	na	na	na
R206	% prisoners employed, Community Work		%	na	na	na

Notes: 1 Not available because there is no facility to link Corrective Services and Court records.

2 Not available in the categories requested.

**Table 9.39: Unit cost and productivity, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	142.86	130.23	121.14
E1o	- for open prisons		\$	69.94	63.31	60.38
E1s	- for secure prisons		\$	112.21	119.48	108.99
E7	Assets per prisoner, Total		\$'000	nc	nc	93
E7o	Assets per prisoner, open		\$'000	nc	nc	45
E7s	Assets per prisoner, secure		\$'000	nc	nc	121
E9	Prisoner to total staff ratio, publicly operated prisons		Ratio	nc	1.4	1.6
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	nc	1.7	1.8
E902	Prisoner to Other staff ratio, publicly operated prisons		Ratio	nc	10.4	10.5

**WA, 1992–93 to 1994–95, descriptors, effectiveness, efficiency****Table 9.40: Descriptors, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	na	na	na
Q1T	Total recurrent expenditure		\$'000	na	na	na
Q2	Value of Assets		\$'000	na	na	na
Q6	Total Full -time staff (FTE)		Number	na	na	na
O1	Total number of persons serving Community Custody Orders		Number	na	na	na
O2	Number of Community Custody Orders Completed in year		Number	0	0	0
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	na	na	na

**Table 9.41: Effectiveness, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
SUPERVISION AND REPARATION						
F1	% persons who had their CCS revoked & been charged with a new offence		%	na	na	na
F2	% persons who had their CCS revoked for other reasons		%	na	na	na
F3	% persons who successfully completed a CCS		%	na	na	na
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	na	na	na
W1	Number of hours worked in a year/ No. Offenders			na	na	na
W2	Number of work orders in a year/ No. Offenders			na	na	na
RECIDIVISM						
L1	% released CCO offenders who are reconvicted within 1 year		%	na	na	na
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs		%	na	na	na

**Table 9.42: Unit cost and productivity, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Total Costs/Offender/Day		\$	na	na	na
L11	Offenders/Operational staff		Ratio	na	na	na
L12	Offenders/Total staff		Ratio	na	na	na

**WA, 1992–93 to 1994–95, descriptors and effectiveness****Table 9.43: Descriptors, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
P1T	Total recurrent expenditure		\$'000	10355	12384	12181
P2	Value of Assets		\$'000	nc	nc	nc
P6	Total Full -time staff (FTE)			nc	179	183
A1	Total No. of persons serving Community Supervision Orders			5426	5450	5101
A2	Number of Community Supervision Orders Completed in year			19842	19573	13858
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	435.8	429.9	396.7

**Table 9.44: Effectiveness - Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>REPARATION / SUPERVISION</b>						
G1	% persons who had their CSS revoked & been charged with a new offence	1	%	2.7	2.8	3.9
G2	% persons who had their CSS revoked for other reasons	1, 2	%	24.6	27.0	29.1
G3	% persons who successfully completed a CSS	1	%	72.7	70.2	67.1
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services	3	%	nc	nc	nc
Z1	Number of hours worked in a year/ No. Offenders	4		nc	63.1	61.3
Z2	Number of work orders in a year/ No. Offenders			3.5	3.4	2.1
<b>RECIDIVISM</b>						
J1	% released CSO offenders who are reconvicted within 1 year	3	%	nc	nc	nc
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs		%	45.3	44.7	38.7

Notes: 1 These figures count Orders, NOT persons.

2 The following cases have been included in the numerator of G2: where the termination types of certain Orders do not distinguish between: "Due to charging with a new offence" and "Revoked for other reasons"; where termination types were ambiguous and could not be classed as either Successful or Unsuccessful; and where the termination type was not yet recorded even though the Order had expired.

3 Not available.

4 There are no reliable 1992-93 figures for hours worked. For 1993-94, the hours worked cover those of Work and Development Orders only. The 1994-95 figure includes all Work and Development Order hours plus some of the hours worked under other order types. Thus, figures for the last three years are incomplete and incomparable over time, and as such should be treated with caution. A comprehensive statistic for Hours Worked under all Work Orders may possibly be provided for the 1995-96 year.

5 Not available because there is no facility to link Corrective Services and Court records.

**WA, 1992–93 to 1994–95, efficiency****Table 9.45:** Unit cost and productivity - Community Supervision

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	5.20	6.20	6.49
U2	Offenders / Operational staff		Ratio	nc	40.5	36.8
U3	Offenders / Total staff		Ratio	nc	30.4	27.9

## South Australia - jurisdictions own comments

“ The South Australian Department for Correctional Services is undertaking considerable reform which is targeted across a range of priorities. In particular:

- budget and staffing efficiencies are progressively being implemented;
- much emphasis is being placed on our staff in terms of their professional development and occupational health and safety;
- improvements in customer service and prisoner programs are being negotiated and implemented; and
- there is increased commercial activity within prison industries.

This reform is already being reflected in some of the indicators, and it is expected that a significant improvement will be seen over the next few years.

There has been a dramatic improvement on the cost per prisoner figure, which is the result of the Department's implementation of prison restructuring and improved work practices that allow the management of more prisoners with less staff. An additional contributor to the cost improvement is the significant savings in workers compensation costs achieved through a range of initiatives.

The relatively large number of small institutions in South Australia has presented some difficulties in achieving economies of scale; these limitations will be addressed in system-wide planning to be undertaken during 1995-96 to overcome the anticipated shortfall in prison accommodation.

The Department has made efforts to improve access to, and participation in, programs by increasing out of cell hours. Continuing efforts in this area will ensure that this trend continues.

The establishment of a corporate arm of prison industries and the alignment of commercial operations with private sector companies has resulted in an expanded range of work opportunities for prisoners.

Strong promotion of departmental prisoner educational courses has seen a large increase in prisoner participation. The Department is currently establishing an information system which will allow reliable reporting in this area.

The number of persons serving community supervision orders has increased and this has largely been the result of the Fine Option Scheme. Additional mechanisms for diverting offenders to the scheme have been introduced, and this has contributed in part to the decrease in fine defaulters in custody.

Although the escape rate has increased overall, there has been a decrease in the rate of escapes from secure prisons. Recent reorganisation of prison accommodation should assist in reducing the rate of escapes from open prisons.

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## South Australia, 1992–93 to 1994–95, descriptors

**Table 9.46: Descriptors, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
EXPENDITURE AND STAFFING						
D1T	Total recurrent expenditure		\$'000	65689	69378	68602
D105	Revenue from prison activities		\$'000	1,821	1,960	3,097
D6	Full -time staff, public prisons		Number	1142	1190	1059
D601	Operational staff, public prisons		Number	820	863	766
D602	Other staff, public prisons		Number	322	327	293
ASSETS						
D2	Value of Assets		\$'000	nc	nc	194067
D201	- Open prisons		\$'000	nc	nc	20162
D202	- Secure prisons		\$'000	nc	nc	164291
PRISONER NUMBERS						
D8	Average Total Prisoner population		Number	1140	1228	1342
D801o	Average No. Male prisoners , open		Number	205	244	243
D802o	Average No. Female prisoners , open		Number	0	0	0
D801s	Average No. Male prisoners, secure		Number	872	913	1028
D802s	Average No. Female prisoners, secure		Number	63	71	71
D901	Number of detention centres	1	Number	8	8	8
D902	Useable prison capacity	2	Number	1194	1313	1239
D902o	Useable prison capacity - open	2	Number	252	262	260
D902s	Useable prison capacity - secure	2	Number	690	979	979
D10	Imprisonment rate		Ratio	101.5	108.7	118.6

- Notes: 1 James Nash House (which housed an average of 19 prisoners in 1994-95) — a facility owned and operated by the SA Health Commission — is not included in this figure.
- 2 Useable prison capacity at 30 June. Prisons accommodating multiple security classifications were categorised as secure accommodation, where breakdowns were not available.

## South Australia, 1992–93 to 1994–95, descriptors

**Table 9.47: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
CONTAINMENT AND SUPERVISION						
S11	Escape Rate (No. escapes per 100 prisoner years)		Ratio	2.3	2.3	2.5
S111	Escape Rate, open (No. escapes per 100 prisoner years)		Ratio	8.8	7.8	11.1
S112	Escape Rate, secure (No. escapes per 100 prisoner years)		Ratio	0.9	0.9	0.6
S31	% prisoners on protection, Total	1	%	nc	nc	14.7
S311	% prisoners on protection, open	1	%	nc	nc	0.0
S312	% prisoners on protection, secure	1	%	nc	nc	17.9
PRISONER CARE						
H1	Total Number of prisoner deaths in custody		Number	4	6	7
H11	Death Rate (deaths per 100 prisoner years)		Ratio	0.35	0.49	0.52
H4	Hospitalisation rate		%	nc	nc	nc
H6	Weighted average Out of Cell Hours		hours	10.49	10.65	11.44
H601	Weighted average Out of Cell Hours, open		hours	15.97	16.15	15.97
H602	Weighted average Out of Cell Hours, secure		hours	9.28	9.26	15.31
E8	Total Prison utilisation rate	2	%	95	94	108
E8o	Prison utilisation rate, open	2	%	81	93	93
E8s	Prison utilisation rate, secure	2	%	136	101	112
PERSONAL DEVELOPMENT						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:					
R601V	% discharged long term inmates, completed Vocational training		%	nc	nc	nc
R601S	% discharged long term inmates, completed Secondary education		%	nc	nc	nc
R601T	% discharged long term inmates, completed Tertiary		%	nc	nc	nc
R601O	% discharged long term inmates, completed Other training		%	nc	nc	nc

Notes: 1 The average number of prisoners on protection is not available. The figures relate to the number of prisoners currently employed on 30 June 1995.

2 Prisons accommodating multiple security classifications were categorised as secure accommodation, where breakdowns were not available.

## South Australia, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.48: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
RECIDIVISM						
Y1	% released prisoners who are reconvicted within 1 year	1	%	nc	nc	nc
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs	1, 2	%	42.7	43.6	44.1
REPARATION						
R2	Percentage of prisoners employed by work category:	3				
R201	% prisoners employed, Manufacturing activities		%	nc	nc	14.98
R202	% prisoners employed, Horticulture		%	nc	nc	8.57
R203	% prisoners employed, Service Industries		%	nc	nc	8.49
R204	% prisoners employed, Prison Services		%	nc	nc	22.21
R205	% prisoners employed, Printing		%	nc	nc	0.00
R206	% prisoners employed, Community Work		%	nc	nc	0.89

- Notes: 1 Prisoners released from a period of custody where at least one sentence was served during that time (fine defaulters excluded).  
 2 Only individuals commencing a new custodial sentence (fine defaulters excluded) or a new community supervision order (fine option excluded) were counted.  
 3 The average number of prisoners employed is not available. The figures relate to the number of prisoners employed on 30 June 1995.

**Table 9.49: Unit cost and productivity - Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	153.39	150.31	133.64
E1o	- for open prisons		\$	107.48	94.00	91.70
E1s	- for secure prisons		\$	189.91	175.01	153.73
E7	Assets per prisoner, Total		\$'000	nc	nc	145
E7o	Assets per prisoner, open		\$'000	nc	nc	83
E7s	Assets per prisoner, secure		\$'000	nc	nc	149
E9	Prisoner to total staff ratio, publicly operated prisons		Ratio	1.0	1.0	1.3
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	1.4	1.4	1.8
E902	Prisoner to Other staff ratio, publicly operated prisons		Ratio	3.5	3.8	4.6

**SA, 1992–93 to 1994–95, descriptors, effectiveness, efficiency****Table 9.50: Descriptors, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	886	689	931
Q1T	Total recurrent expenditure		\$'000	886	689	931
Q2	Value of Assets		\$'000	nc	nc	468
Q6	Total Full -time staff (FTE)		Number	12	8	13
O1	Total number of persons serving Community Custody Orders	1	Number	92	96	74
O2	Number of Community Custody Orders Completed in year	2	Number	482	468	336
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	8.2	8.5	6.5

Notes: 1 This figure relates to prisoners on Home Detention.  
 2 This figure relates to the completion of distinct periods of home Detention.

**Table 9.51: Effectiveness, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
SUPERVISION AND REPARATION						
F1	% persons who had their CCS revoked & been charged with a new offence	1	%	nc	nc	nc
F2	% persons who had their CCS revoked for other reasons	2	%	23.0	18.6	22.3
F3	% persons who successfully completed a CCS		%	77.0	81.4	77.7
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	nc	nc	nc
W1	Number of hours worked in a year/ No. Offenders	3		0	0	0
W2	Number of work orders in a year/ No. Offenders			0	0	0
RECIDIVISM						
L1	% released CCO offenders who are reconvicted within 1 year	4	%	nc	nc	nc
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs	4, 5	%	22.7	27.3	33.7

Notes: 1 It is currently not possible to determine if the reason for revocation relates to a new offence. Thus all revocations have been included in F2.  
 2 Escapes and voluntary returns are included as revocations.  
 3 Work orders do not form part of the conditions of Home Detention.  
 4 Only successful completions were included.  
 5 Only individuals commencing a new custodial sentence (Fine Defaulters excluded) or a new community supervision order (Fine Option excluded) were counted.

**SA, 1992–93 to 1994–95, descriptors, effectiveness and efficiency****Table 9.52: Unit cost and productivity, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Total Costs/Offender/Day		\$	26.37	19.65	34.45
L11	Offenders/Operational staff		Ratio	11.6	19.6	9.9
L12	Offenders/Total staff		Ratio	7.5	12.3	5.7

**Table 9.53: Descriptors, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
P1T	Total recurrent expenditure		\$'000	10696	11735	12530
P2	Value of Assets		\$'000	nc	nc	6297
P6	Total Full -time staff (FTE)		Number	202	192	198
A1	Total No. of persons serving Community Supervision Orders		Number	6009	7419	7469
A2	Number of Community Supervision Orders Completed in year		Number	14401	18436	19187
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	535.1	656.8	660.3

**Table 9.54: Effectiveness, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>REPARATION / SUPERVISION</b>						
G1	% persons who had their CSS revoked & been charged with a new offence	1	%	0.0	0.0	0.0
G2	% persons who had their CSS revoked for other reasons		%	27.2	33.9	38.0
G3	% persons who successfully completed a CSS		%	72.8	66.1	62.0
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	nc	nc	nc
Z1	Number of hours worked in a year/No. Offenders	2, 3		44.9	51.3	48.4
Z2	Number of work orders in a year/ No. Offenders	3		1.2	1.2	1.2
<b>RECIDIVISM</b>						
J1	% released CSO offenders who are reconvicted within 1 year	4	%	nc	nc	nc
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs	4, 5	%	30.2	29.5	34.9

Notes: See following page.

Notes for Table 9.57:

- 1 It is currently not possible to determine if the reason for revocation relates to a new offence. Thus all revocations have been included in G2.
- 2 The ratio of hours worked per offender has decreased between 1993-94 and 1994-95 as a result of delays in the provision of data relating to the number of hours worked.
- 3 The method of collecting data was revised in 1992-93, with the loss of some information on the hours worked in that year. To calculate the ratio for each of the years, the denominator used was the number of unique continuous periods of contact in the year rather than the number of unique individuals. Includes Fine Option undertakings.
- 4 These figures relate to individuals who completed a continuous period of community supervision, possibly involving a number of orders, some of which may have not been completed successfully. Periods of supervision involving only Fine Option undertakings were excluded.
- 5 Only individuals commencing a new custodial sentence (Fine Defaulters excluded) or a new community supervision order (Fine Option excluded) were counted.

**Table 9.55: Unit cost and productivity, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	4.87	4.33	4.55
U2	Offenders / Operational staff		Ratio	47.1	60.5	64.9
U3	Offenders / Total staff		Ratio	29.8	38.7	37.7

## Tasmania - jurisdictions own comments

“ Tasmania welcomes the development of national indicators in Corrective Services which enable some comparison to be made between jurisdictions.

While the data in this collection is useful, most of it has been collected retrospectively, using existing information systems. Improved reliability and validity can be anticipated as information systems are developed and adjusted to meet the needs of this collection.

One matter of particular concern is the treatment of asset costs and corporate overheads. It seems probable that there is a lack of comparability in this area.

The information in this collection indicates that Tasmania has the second lowest imprisonment rate in the nation (74 per 100,000 population by comparison with the national average of 115 per 100,000).

This is associated with a low prison occupancy rate (63% while most jurisdictions are over 100%).

These figures are consistent with the policy of using imprisonment as a last resort, and this is supported by a high use of community supervision (505 per 100,000 by comparison with the national average of 374 per 100,000).

Community supervision includes Probation and Community Service Orders. These have a successful completion rate of 93%. The average unit cost of community supervision is \$4.07 per day. A typical order lasts for 12 months and thus has a unit cost equivalence to 11 days in prison. In general community based sanctions are considered more constructive, except with more serious and recalcitrant offenders.

While the low rate of utilisation of existing prison facilities results in a high per prisoner cost, the overall cost of corrective services to the community is the lowest in the nation (\$33 per capita per annum by comparison with the national average of \$49 per capita per annum).

Within prisons the rate of employment of inmates is the highest in the nation and the high level of involvement in personal development and vocational programs is achieved through close co-operation with TAFE.

Tasmania has not been able to provide the required data on recidivism but has commenced the development of an information system which will enable this.”

## Tasmania, 1992–93 to 1994–95, descriptors

**Table 9.56:** Descriptors, Prisons

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
EXPENDITURE AND STAFFING						
D1T	Total recurrent expenditure		\$'000	10900	11956	13067
D105	Revenue from prison activities		\$'000	0	0	0
D6	Full -time staff, public prisons		Number	242	251	232
D601	Operational staff, public prisons		Number	175	178	172
D602	Other staff, public prisons	1	Number	67	73	60
ASSETS						
D2	Value of Assets		\$'000	21120	23315	17449
D201	- open prisons		\$'000	3270	3253	3016
D202	- Secure prisons		\$'000	17850	20062	14433
PRISONER NUMBERS						
D8	Average Total Prisoner population		Number	261	253	262
D801o	Average No. Male prisoners , open		Number	86	79	78
D802o	Average No. Female prisoners , open		Number	0	0	0
D801s	Average No. Male prisoners, secure		Number	166	166	178
D802s	Average No. Female prisoners, secure		Number	9	8	6
D901	Number of detention centres		Number	6	6	6
D902	Useable prison capacity		Number	418	418	418
D902o	Useable prison capacity - open		Number	106	106	106
D902s	Useable prison capacity - secure		Number	312	312	312
D10	Imprisonment rate		Ratio	74.5	71.9	74.2

Note: 1 1994-95 figure includes 5 FTE staff from Head Office.

## Tasmania, 1992–93 to 1994–95, effectiveness

**Table 9.57:** Effectiveness, Prisons

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992-93	1993-94	1994-95
CONTAINMENT AND SUPERVISION						
S11	Escape Rate (No. escapes per 100 prisoner years)		Ratio	0.8	1.2	1.5
S111	Escape Rate, open (No. escapes per 100 prisoner years)		Ratio	2.3	2.5	5.1
S112	Escape Rate, secure (No. escapes per 100 prisoner years)		Ratio	0.0	0.6	0.0
S31	% prisoners on protection, Total		%	9.6	9.5	9.9
S311	% prisoners on protection, open		%	0.0	0.0	0.0
S312	% prisoners on protection, secure		%	14.3	13.8	14.1
PRISONER CARE						
H1	Total Number of prisoner deaths in custody		Number	0	3	0
H11	Death Rate (deaths per 100 prisoner years)		Ratio	0.00	1.19	0.00
H4	Hospitalisation rate		%	8.58	7.16	8.19
H6	Weighted average Out of Cell Hours		hours	11.23	11.08	11.52
H601	Weighted average Out of Cell Hours, open		hours	13.27	14.78	13.83
H602	Weighted average Out of Cell Hours, secure		hours	10.1	10.1	10.07
E8	Total Prison utilisation rate		%	62	60	63
E8o	Prison utilisation rate, open		%	81	74	73
E8s	Prison utilisation rate, secure		%	56	56	59
PERSONAL DEVELOPMENT						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:					
R601V	% discharged long term inmates, completed Vocational training		%	nc	nc	23.73
R601S	% discharged long term inmates, completed Secondary education		%	nc	nc	0.68
R601T	% discharged long term inmates, completed Tertiary		%	nc	nc	0
R601O	% discharged long term inmates, completed Other training		%	nc	nc	54.24

## Tasmania, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.58: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>RECIDIVISM</b>						
Y1	% released prisoners who are reconvicted within 1 year		%	nc	nc	nc
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc
<b>REPARATION</b>						
R2	Percentage of prisoners employed by work category:					
R201	% prisoners employed, Manufacturing activities		%	18.80	16.22	12.98
R202	% prisoners employed, Horticulture		%	19.18	20.96	19.47
R203	% prisoners employed, Service Industries		%	23.40	20.17	13.36
R204	% prisoners employed, Prison Services		%	23.79	18.98	30.53
R205	% prisoners employed, Printing		%	0.00	0.00	0.00
R206	% prisoners employed, Community Work		%	3.45	3.95	3.05

**Table 9.59 Unit cost and productivity, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	114.48	129.46	136.55
E1o	- for open prisons		\$	50.70	59.81	127.53
E1s	- for secure prisons		\$	138.13	129.99	140.35
E7	Assets per prisoner, Total		\$'000	81	92	67
E7o	Assets per prisoner, open		\$'000	38	41	39
E7s	Assets per prisoner, secure		\$'000	102	115	78
E9	Prisoner to total staff ratio, publicly operated prisons		Ratio	1.1	1.0	1.1
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	1.5	1.4	1.5
E902	Prisoner to Other staff ratio, publicly operated prisons		Ratio	3.9	3.5	4.3

## Tasmania, 1992–93 to 1994–95, descriptors, effectiveness, efficiency

**Table 9.60: Descriptors - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992-93	1993-94	1994-95
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	0	0	0
Q1T	Total recurrent expenditure		\$'000	0	0	0
Q2	Value of Assets		\$'000	0	0	0
Q6	Total Full -time staff (FTE)		Number	0	0	0
O1	Total number of persons serving Community Custody Orders		Number	0	0	0
O2	Number of Community Custody Orders Completed in year		Number	0	0	0
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	0.0	0.0	0.0

**Table 9.61: Effectiveness - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992-93	1993-94	1994-95
SUPERVISION AND REPARATION						
F1	% persons who had their CCS revoked & been charged with a new offence		%	na	na	na
F2	% persons who had their CCS revoked for other reasons		%	na	na	na
F3	% persons who successfully completed a CCS		%	na	na	na
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	na	na	na
W1	Number of hours worked in a year/ No. Offenders			na	na	na
W2	Number of work orders in a year/ No. Offenders			na	na	na
RECIDIVISM						
L1	% released CCO offenders who are reconvicted within 1 year		%	na	na	na
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs		%	na	na	na

**Table 9.62: Unit cost and productivity - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992-93	1993-94	1994-95
C1	Total Costs/Offender/Day		\$	na	na	na
L11	Offenders/Operational staff		Ratio	na	na	na
L12	Offenders/Total staff		Ratio	na	na	na

## Tasmania, 1992–93 to 1994–95, descriptors, effectiveness and efficiency

**Table 9.63: Descriptors - Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
P1T	Total recurrent expenditure		\$'000	2184	2507	2650.6
P2	Value of Assets		\$'000	380	444	470
P6	Total Full -time staff (FTE)		Number	53	53	53
A1	Total No. of persons serving Community Supervision Orders		Number	1675.31	1253.66	1783
A2	Number of Community Supervision Orders Completed in year		Number	2240	1941	1837
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	478.5	356.5	504.8

**Table 9.64: Effectiveness - Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
REPARATION / SUPERVISION						
G1	% persons who had their CSS revoked & been charged with a new offence		%	7.0	5.5	7.3
G2	% persons who had their CSS revoked for other reasons		%	0.0	0.0	0.0
G3	% persons who successfully completed a CSS		%	93.0	94.5	92.7
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	2.1	1.2	1.7
Z1	Number of hours worked in a year/ No. Offenders	1		77.0	67.0	66.0
Z2	Number of work orders in a year/ No. Offenders			na	na	na
RECIDIVISM						
J1	% released CSO offenders who are reconvicted within 1 year		%	nc	nc	nc
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc

Note: 1 Average hours per offender for CSO only.

**Table 9.65: Unit cost and productivity - Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	3.57	5.48	4.07
U2	Offenders / Operational staff		Ratio	44.1	33.9	43.0
U3	Offenders / Total staff		Ratio	31.9	23.9	34.0

## Northern Territory - jurisdictions own comments

“ *The Northern Territory is keen to participate in the development of national indicators between jurisdictions, but has concerns about the inclusion of information that has not been standardised across the jurisdictions. Consequently, caution must be exercised when making comparisons between the States and Territories.*

In interpreting the Northern Territory's statistics, it is important to note that there are only two secure prisons in the Territory, one in Darwin and the other in Alice Springs, some 1500 kms apart. Of necessity, each is a multi functional reception and remand facility, holding all security levels, both male and female. This factor impacts on cost and efficiency aspects of the administration of the prison system in the Northern Territory.

More importantly, a mix of factors, including the comparatively youthful age of the population, the transient nature of some groups, and the economic disabilities of others, combined with the effects of isolation and cultural factors, have given rise to the Territory experiencing the highest imprisonment rate in Australia.

In spite of these factors, recurrent expenditure per offender per day compares reasonably well with other jurisdictions. It is not the highest in Australia, nor is it significantly out of line with cost trends elsewhere, suggesting that corrective services in the Northern Territory are administered with acceptable efficiency. However, when the aggregate cost of corrective services is viewed in relation to the Territory's small population, the recurrent cost per capita is seen to be the highest in Australia.

While imprisonment rates are high, it should be noted that, in appropriate cases, the Territory is making successful use of alternatives to imprisonment. Community supervision orders and community custody orders are an important feature of Corrective Services in the Northern Territory, *with the Territory having the highest proportion of the population serving these orders.* The rate of successful completion of orders compares favourably with Australian averages.”

## Northern Territory, 1992–93 to 1994–95, descriptors

**Table 9.66: Descriptors - Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
EXPENDITURE AND STAFFING						
D1T	Total recurrent expenditure	1, 2	\$'000	24784	24684	25286
D105	Revenue from prison activities		\$'000	219	323	360
D6	Full -time staff, public prisons		Number	289	288	288
D601	Operational staff, public prisons	3	Number	255	257	257
D602	Other staff, public prisons		Number	34	31	31
ASSETS						
D2	Value of Assets	4	\$'000	17150	17305	17480
D201	- Open prisons		\$'000	3550	3465	3530
D202	- secure prisons		\$'000	13600	13840	13950
PRISONER NUMBERS						
D8	Average Total Prisoner population		Number	434	447	465
D801o	Average No. Male prisoners , open		Number	97	95	76
D802o	Average No. Female prisoners , open		Number	0	0	0
D801s	Average No. Male prisoners, secure		Number	325	340	378
D802s	Average No. Female prisoners, secure		Number	12	12	11
D901	Number of detention centres		Number	3	3	3
D902	Useable prison capacity	5	Number	405	405	425
D902o	Useable prison capacity - open		Number	100	100	100
D902s	Useable prison capacity - secure		Number	305	305	325
D10	Imprisonment rate		Ratio	373.4	384.6	393.9

Notes: 1 Includes estimated employer superannuation contributions.

2 Excludes Optometry, Radiography, Dental and Ear, Nose and Throat specialist medical treatment as no figures are available.

3 Includes industries staff as they are uniformed officers.

4 Deprival value as calculated by the Australian Valuation Service.

5 Flexible number of prisoners from Alice Springs Gaol were held at the new Prison site as an annexe of the existing gaol. New prison to open in 1996.

## Northern Territory, 1992–93 to 1994–95, effectiveness

**Table 9.67: Effectiveness - Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	1992-93	1993-94	1994-95
CONTAINMENT AND SUPERVISION						
S11	Escape Rate (No. escapes per 100 prisoner years)		Ratio	1.2	2.5	1.7
S111	Escape Rate, open (No. escapes per 100 prisoner years)		Ratio	4.1	2.1	3.9
S112	Escape Rate, secure (No. escapes per 100 prisoner years)	1	Ratio	0.3	2.6	1.3
S31	% prisoners on protection, Total		%	0.0	0.0	2.2
S311	% prisoners on protection, open		%	nc	nc	0.0
S312	% prisoners on protection, secure		%	nc	nc	2.6
PRISONER CARE						
H1	Total Number of prisoner deaths in custody		Number	1	1	1
H11	Death Rate (deaths per 100 prisoner years)		Ratio	0.23	0.22	0.22
H4	Hospitalisation rate		%	nc	nc	nc
H6	Weighted average Out of Cell Hours		hours	9.35	9.45	7.92
H601	Weighted average Out of Cell Hours, open		hours	15	15	16
H602	Weighted average Out of Cell Hours, secure		hours	8	8	6.55
E8	Total Prison utilisation rate		%	107	110	109
E8o	Prison utilisation rate, open	2	%	97	95	76
E8s	Prison utilisation rate, secure	2	%	110	115	120
PERSONAL DEVELOPMENT						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:					
R601V	% discharged long term inmates, completed Vocational training		%	nc	nc	4
R601S	% discharged long term inmates, completed Secondary education		%	nc	nc	2
R601T	% discharged long term inmates, completed Tertiary		%	nc	nc	0
R601O	% discharged long term inmates, completed Other training		%	nc	nc	17

Notes: 1 Includes minimum security prisoners from outside working parties.

2 Flexible number of prisoners from Alice Springs Gaol were held at the new Prison site - reflects transition to new prison.

## Northern Territory, 1992–93 to 1994–95, effectiveness and efficiency

**Table 9.68: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
RECIDIVISM						
Y1	% released prisoners who are reconvicted within 1 year	1	%	nc	nc	43.5
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs		%	nc	nc	49.2
REPARATION						
R2	Percentage of prisoners employed by work category:	2, 3				
R201	% prisoners employed, Manufacturing activities	3	%	8.99	6.04	7.53
R202	% prisoners employed, Horticulture	3	%	5.99	8.50	4.09
R203	% prisoners employed, Service Industries	3	%	14.06	14.54	10.75
R204	% prisoners employed, Prison Services	3	%	35.25	33.11	40.00
R205	% prisoners employed, Printing	3	%	0.00	0.00	0.00
R206	% prisoners employed, Community Work	3	%	9.68	10.29	6.67

Notes: 1 Existing records in superseded computer system are corrupt.

2 Includes all employed inmates within these six categories - excluding education, hospital, court and remand.

3 Calculated using total prison population which includes remand prisoners who do not work.

**Table 9.69: Unit cost and productivity - Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	154.97	149.21	146.76
E1o	- for open prisons		\$	96.42	97.96	138.01
E1s	- for secure prisons		\$	146.49	137.48	130.87
E7	Assets per prisoner, Total		\$'000	40	39	38
E7o	Assets per prisoner, open		\$'000	37	36	46
E7s	Assets per prisoner, secure		\$'000	40	39	36
E9	Prisoner to total staff ratio, publicly operated prisons		Ratio	1.5	1.6	1.6
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	1.7	1.7	1.8
E902	Prisoner to Other staff ratio, publicly operated prisons		Ratio	12.8	14.4	15.0

**NT, 1992–93 to 1994–95, descriptors, effectiveness, efficiency****Table 9.70: Descriptors - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	189	197	214
Q1T	Total recurrent expenditure	1	\$'000	189	197	214
Q2	Value of Assets		\$'000	0	0	0
Q6	Total Full -time staff (FTE)		Number	5	5	5
O1	Total number of persons serving Community Custody Orders		Number	29	21	25
O2	Number of Community Custody Orders Completed in year		Number	101	69	55
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	25.0	18.1	21.2

Note: 1 Existing records in superseded computer system are corrupt

**Table 9.71: Effectiveness - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
	SUPERVISION AND REPARATION					
F1	% persons who had their CCS revoked & been charged with a new offence		%	8.9	11.6	10.9
F2	% persons who had their CCS revoked for other reasons		%	2.0	1.4	0.0
F3	% persons who successfully completed a CCS		%	89.1	87.0	89.1
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	nc	nc	nc
W1	Number of hours worked in a year/ No. Offenders			0	0	0
W2	Number of work orders in a year/ No. Offenders			0	0	0
	RECIDIVISM					
L1	% released CCO offenders who are reconvicted within 1 year	1	%	nc	nc	18.8
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs	1	%	nc	12.5	nc

Note: 1 Existing records in superseded computer system are corrupt.

**Table 9.72: Unit cost and productivity - Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Total Costs/Offender/Day		\$	17.84	25.68	23.44
L11	Offenders/Operational staff		Ratio	7.3	5.3	6.3
L12	Offenders/Total staff		Ratio	5.8	4.2	5.0

## NT, 1992–93 to 1994–95, descriptors, effectiveness and efficiency

**Table 9.73: Descriptors, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
P1T	Total recurrent expenditure	1	\$'000	3703	3858	4334
P2	Value of Assets		\$'000	0	0	0
P6	Total Full -time staff (FTE)		Number	63	63	63
A1	Total No. of persons serving Community Supervision Orders		Number	1486	1383	1336
A2	Number of Community Supervision Orders Completed in year		Number	3642	nc	2206
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	1278.6	1190.0	1131.6

Note: 1 Includes estimated employer superannuation contributions.

**Table 9.74: Effectiveness, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
REPARATION / SUPERVISION						
G1	% persons who had their CSS revoked & been charged with a new offence	1	%	nc	nc	2.5
G2	% persons who had their CSS revoked for other reasons	1	%	21.5	nc	19.4
G3	% persons who successfully completed a CSS	1	%	78.5	nc	78.0
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services	2	%	nc	nc	nc
Z1	Number of hours worked in a year/ No. Offenders	3		15.0	14.0	nc
Z2	Number of work orders in a year/ No. Offenders			nc	nc	nc
RECIDIVISM						
J1	% released CSO offenders who are reconvicted within 1 year	4	%	nc	nc	nc
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs	4	%	nc	nc	nc

Notes: 1 1993-94 data cannot be matched due to change in computer system.

2 Personal development records not computerised.

3 Community Service Orders only. 1994-95 data unavailable due to change in computer system.

4 Existing records in superseded computer system are corrupt.

**Table 9.75: Unit cost and productivity, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	6.82	7.64	8.88
U2	Offenders / Operational staff		Ratio	34.6	32.2	31.1
U3	Offenders / Total staff		Ratio	23.6	22.0	21.2

## Australian Capital Territory - jurisdictions own comments

“ The Corrective Services Performance Indicators 1994-95 highlight trends and initiatives in corrective services across Australia and provide for the ACT important benchmarks against the delivery of service.

ACT Corrective Services currently operates a community based corrections unit, a remand facility and, with effect from September 1995, a Periodic Detention Centre. Statistics on the Periodic Detention Centre's operation are not incorporated in this Report.

The ACT does not currently have Community Custody Orders as a sentencing option and has no full time prison facility. NSW is contracted to provide long term prison services to the ACT on a cost recovery basis.

The ACT data demonstrates increasing effectiveness and efficiency within the community based corrections area, in the supervision of offenders on various orders and parolees, and in the management of ACT custodial facilities.

effectiveness outcomes reveal that in the ACT:

- the cost per offender per day for the Belconnen Remand Centre (BRC) has been reduced from \$440.94 to \$402.03 (9 per cent) during the past year and this downward trend is continuing;
- the cost per prisoner per day, for all prisoners (averaging the overall costs of inmates held in NSW and the BRC) is estimated to be in the order of \$204 per day over 1994–95 which is consistent with interstate benchmarks;
- the cost per offender on community supervision in 1994–95 is well within Australian benchmarks at \$5.66 per day;
- the imprisonment rate in 1994–95 of 29.5 per 100,000 adult resident persons compared to the Australian average of 115.

Efficiency indicators show that in the ACT:

- the overall operational cost of all facets of ACT Corrective Services is being reduced at a time when demand is increasing.

Comprehensive new sentencing legislation, known as the Sentencing and Release of Offenders Bill, is currently being drafted to expand and streamline sentencing options available to ACT Courts and prisoner release options.

It is anticipated that the workplace reforms currently being negotiated between ACT Corrective Services and the Community and Public Sector Union - ACT Branch, will provide opportunity for greater efficiency in the delivery of services.”

**ACT, 1992–93 to 1994–95, descriptors****Table 9.76: Descriptors, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
	EXPENDITURE AND STAFFING	1				
D1T	Total recurrent expenditure	2	\$'000	3130	3060	2790
D105	Revenue from prison activities		\$'000	nc	nc	nc
D6	Full -time staff, public prisons		Number	nc	nc	nc
D601	Operational staff, public prisons		Number	nc	nc	nc
D602	Other staff, public prisons		Number	nc	nc	nc
	ASSETS					
D2	Value of Assets		\$'000	nc	nc	nc
D201	- Open prisons		\$'000	nc	nc	nc
D202	- Secure prisons		\$'000	nc	nc	nc
	PRISONER NUMBERS					
D8	Average Total Prisoner population	3	Number	17	19	19
D801o	Average No. Male prisoners , open		Number	nc	nc	0
D802o	Average No. Female prisoners , open		Number	nc	nc	0
D801s	Average No. Male prisoners, secure		Number	nc	nc	18
D802s	Average No. Female prisoners, secure		Number	nc	nc	1
D901	Number of detention centres		Number	nc	nc	nc
D902	Useable prison capacity		Number	nc	nc	nc
D902o	Useable prison capacity - open		Number	nc	nc	nc
D902s	Useable prison capacity - secure		Number	nc	nc	nc
D10	Imprisonment rate	4	Ratio	7.6	8.4	8.4

Notes: 1 Figures in his table reflect figures for the ACT remand facility only. The ACT contracts the services of NSW Corrective Services for ACT sentenced prisoners and pays for this service on a cost per prisoner per day basis. The figures are inclusive of a proportion of total ACT Corrective Services Policy and Coordination Unit costs attributable to the Remand Centre.

2 Figures reflect ACT's Belconnen Remand Centre (BRC) only.

3 BRC figures only.

4 BRC figures only. The addition of ACT sentenced prisoners held in NSW facilities increases these imprisonment rates to 32.1(1992-93) ; 33.9 (1993-94); and 29.5 (1994-95) per 100,000 adult population.

**ACT, 1992–93 to 1994–95, effectiveness****Table 9.77: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
<b>CONTAINMENT AND SUPERVISION</b>						
S11	Escape Rate (No. escapes per 100 prisoner years)		Ratio	nc	nc	nc
S111	Escape Rate, open (No. escapes per 100 prisoner years)		Ratio	nc	nc	nc
S112	Escape Rate, secure (No. escapes per 100 prisoner years)		Ratio	nc	nc	nc
S31	% prisoners on protection, Total		%	nc	nc	nc
S311	% prisoners on protection, open		%	nc	nc	nc
S312	% prisoners on protection, secure		%	nc	nc	nc
<b>PRISONER CARE</b>						
H1	Total Number of prisoner deaths in custody		Number	0	0	0
H11	Death Rate (deaths per 100 prisoner years)		Ratio	nc	nc	nc
H4	Hospitalisation rate		%	nc	nc	nc
H6	Weighted average Out of Cell Hours		hours	nc	nc	nc
H601	Weighted average Out of Cell Hours, open		hours	nc	nc	nc
H602	Weighted average Out of Cell Hours, secure		hours	nc	nc	nc
E8	Total Prison utilisation rate		%	nc	nc	nc
E8o	Prison utilisation rate, open		%	nc	nc	nc
E8s	Prison utilisation rate, secure		%	nc	nc	nc
<b>PERSONAL DEVELOPMENT</b>						
R6	Percentage of discharged prisoners, who served sentences of at least 3 months, who have completed an education module:					
R601V	% discharged long term inmates, completed Vocational training		%	nc	nc	nc
R601S	% discharged long term inmates, completed Secondary education		%	nc	nc	nc
R601T	% discharged long term inmates, completed Tertiary		%	nc	nc	nc
R601O	% discharged long term inmates, completed Other training		%	nc	nc	nc

**ACT, 1992–93 to 1994–95, effectiveness and efficiency****Table 9.78: Effectiveness, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
	<b>RECIDIVISM</b>					
Y1	% released prisoners who are reconvicted within 1 year		%	nc	nc	nc
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc
	<b>REPARATION</b>	1				
R2	Percentage of prisoners employed by work category:					
R201	% prisoners employed, Manufacturing activities		%	nc	nc	nc
R202	% prisoners employed, Horticulture		%	nc	nc	nc
R203	% prisoners employed, Service Industries		%	nc	nc	nc
R204	% prisoners employed, Prison Services		%	nc	nc	nc
R205	% prisoners employed, Printing		%	nc	nc	nc
R206	% prisoners employed, Community Work		%	nc	nc	nc

Note: 1 Separate figures on the employment status of ACT prisoners in NSW facilities are not available.

**Table 9.79: Unit cost and productivity, Prisons**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
E1	Recurrent expenditure per prisoner per day		\$	nc	nc	nc
E1o	- for open prisons		\$	nc	nc	nc
E1s	- for secure prisons	1	\$	515.31	480.09	415.02
E7	Assets per prisoner, Total		\$'000	nc	nc	nc
E7o	Assets per prisoner, open		\$'000	nc	nc	nc
E7s	Assets per prisoner, secure		\$'000	nc	nc	nc
E9	Prisoner to total staff ratio, publicly operated prisons		Ratio	nc	nc	nc
E901	Prisoner to Operational staff ratio, publicly operated prisons		Ratio	nc	nc	nc
E902	Prisoner to Other staff ratio, publicly operated prisons		Ratio	nc	nc	nc

Note: 1 Belconnen Remand Centre only.

**ACT, 1992–93 to 1994–95, descriptors, effectiveness, efficiency****Table 9.80: Descriptors, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Q1	Total Recurrent expenditure less Own Source Revenue		\$'000	0	0	0
Q1T	Total recurrent expenditure		\$'000	0	0	0
Q2	Value of Assets		\$'000	na	na	na
Q6	Total Full -time staff (FTE)		Number	na	na	na
O1	Total number of persons serving Community Custody Orders		Number	0	0	0
O2	Number of Community Custody Orders Completed in year		Number	na	na	na
O3	Community Custody Rate (No. persons serving CCOs per 100,000 population)		Ratio	0.0	0.0	0.0

Note: 1 ACT does not currently have a Community Custody as a sentencing option.

**Table 9.81: Effectiveness, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
SUPERVISION AND REPARATION						
F1	% persons who had their CCS revoked & been charged with a new offence		%	na	na	na
F2	% persons who had their CCS revoked for other reasons		%	na	na	na
F3	% persons who successfully completed a CCS		%	na	na	na
V1	% of total offenders taking personal development courses provided by or on referral from Corrective Services		%	na	na	na
W1	Number of hours worked in a year/ No. Offenders			na	na	na
W2	Number of work orders in a year/ No. Offenders			na	na	na
RECIDIVISM						
L1	% released CCO offenders who are reconvicted within 1 year		%	na	na	na
L2	% released CCO offenders who are charged & returned to Corrections within 2 yrs		%	na	na	na

**Table 9.82: Unit cost and productivity, Community Custody**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
C1	Total Costs/Offender/Day		\$	na	na	na
L11	Offenders/Operational staff		Ratio	na	na	na
L12	Offenders/Total staff		Ratio	na	na	na

**ACT, 1992–93 to 1994–95, descriptors****Table 9.83: Descriptors, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
P1T	Total recurrent expenditure		\$'000	1540.38	1524.46	1623.6
P2	Value of Assets		\$'000	nc	nc	1900
P6	Total Full -time staff (FTE)		Number	33	32	29
A1	Total No. of persons serving Community Supervision Orders	1	Number	963	932	786
A2	Number of Community Supervision Orders Completed in year		Number	nc	nc	800.62
A3	Community Supervision Rate (No. persons serving CSOs per 100,000 population)		Ratio	433.1	413.8	348.1

Note: 1 Significant decrease in 1994-95 figure is due to the inclusion of resubmit cases in the previous years as part of the total offender numbers.

**Table 9.84: Effectiveness, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
REPARATION / SUPERVISION						
G1	% persons who had their CSS revoked & been charged with a new offence		%	nc	nc	15.3
G2	% persons who had their CSS revoked for other reasons		%	nc	nc	0.0
G3	% persons who successfully completed a CSS		%	nc	nc	84.7
X1	% of total offenders taking personal development courses provided by or on referral from Corrective Services	1	%	3.8	6.7	16.7
Z1	Number of hours worked in a year/ No. Offenders			nc	nc	83.2
Z2	Number of work orders in a year/ No. Offenders			nc	nc	nc
RECIDIVISM						
J1	% released CSO offenders who are reconvicted within 1 year		%	nc	nc	nc
J2	% released CSO offenders who are charged & returned to Corrections within 2 yrs		%	nc	nc	nc

Note: 1 Significant increase in 1994-95 figures is due partially to the inclusion of resubmit cases in the previous years as part of the total offender numbers.

**Table 9.85: Unit cost and productivity, Community Supervision**

<i>Code</i>	<i>Indicator</i>	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
U1	Total Costs/Offender/Day		\$	4.38	4.48	5.66
U2	Offenders / Operational staff		Ratio	36.6	40.7	43.4
U3	Offenders / Total staff		Ratio	28.8	29.3	27.5

## 9.7 Definitions and explanatory notes

### Definition of prison descriptors

	<i>Indicator</i>	<i>Explanation/definition</i>
D1T	Total recurrent expenditure	Comprises: Salaries and payments in the nature of salaries; Maintenance and Working expenses; Grants and subsidies; Other services; Depreciation; expenditure incurred by other departments on behalf of Corrective Services; Contracted prison management services; Other recurrent costs; Revenue from prison activities; and overheads. Each of these components are defined below.
D105	Revenue from prison activities	Comprises all revenue raised and retained by prison activities. Equals the sum of: Collections from prison industries; industries sales; revenue from the sale of manufacturing, stores and plant; and Other revenue.
D6	Full time staff, public prisons	Sum of D601 and D602.
D601	Operational staff, public prisons	Full time equivalent (FTE) staff directly employed on an annual basis (ie., excluding labour employed a contract basis), comprising: Custodial officers (includes governors, deputy governors, senior assistant superintendents, senior prison officers, prison officers, first-class prison officers).
D602	Other staff, public prisons	Full time equivalent (FTE) staff directly employed on an annual basis (ie., excluding labour employed a contract basis), comprising: management and administrative staff at prisons and head office; teachers; medical officers; industry personnel.
D201	Value of assets, open prisons	The value of assets attributable to prisons classified as 'open'. Equals the value of land, buildings, machinery and other assets under the direct control of 'open' prisons plus the share of corporate assets attributable to 'open' prisons.
D202	Value of assets, secure prisons	The value of assets attributable to prisons classified as 'secure'. Equals the value of land, buildings, machinery and other assets under the direct control of 'secure' prisons plus the share of corporate assets attributable to 'secure' prisons.
D8	Average total prisoner population	Sum of male and female prisoners held in open and secure prisons. The annual daily average number of prisoners on hand equals the sum of daily prisoner numbers divided by the number of days in the year (365.25, including leap years).
D901	Number of detention centres	A detention centre is a gazetted prison or remand centre for adult offenders, operated or administered by State and Territory correctional agencies. Includes all prisons which are privately managed under contract to government correctional agencies, but excludes all centres used for Community Custody.
D902o	Useable prison capacity - open	Current Design Capacity (defined below) for open (secure) prison facilities. Where a prison has facilities for both open and secure prisoners, figure includes only that portion of the prison designed to hold open (secure) prisoners.
D902s	- secure	
D10	Imprisonment rate	Equals the Average total prisoner population (D8) divided by the population (in 100,000s) aged 17 years and over.

## Definition of prison effectiveness indicators

	<i>Indicator</i>	<i>Explanation/definition</i>
S11	Escape Rate	Total number of escapes from open and secure prisons in twelve month period ending 30 June, divided by the product of 100 multiplied by the average annual prisoner population, multiplied by 100.
S31	% prisoners on protection	Total number of protection prisoners in both open and secure facilities divided by the total prisoner population, multiplied by 100.
H1	Total Number of prisoner deaths in custody	Includes: <i>(i) the death wherever occurring of a person who is in prison custody...;</i> <i>(ii) the death wherever occurring of a person whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care whilst in such custody or detention;</i> <i>(iii) the death wherever occurring of a person who dies or is fatally injured in the process of ... prison officers attempting to detain that person; and</i> <i>(iv) the death wherever occurring of a person who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody...</i> (Royal Commission into Aboriginal Deaths in Custody 1991, p. 190) Data sourced from <i>Australian Deaths in Custody &amp; Custody related Police Operations</i> , Australian Institute of Criminology, Canberra
H11	Death Rate	Total number of deaths in prison custody divided by the product of 100 multiplied by the total prisoner population.
H4	Hospitalisation rate	Equals the total number of prisoner Occupied Bed Days, in both public and prison hospitals, divided by the product of the estimated total number of prisoner days.
H6	Weighted average Out of Cell Hours	Equals the weighted sum of out of cell hours for open and secure prisoners. Weights used are the share of the total prisoner population.
H601	Weighted average Out of Cell Hours, open	Equals the weighted sum of out of cell hours for open prisoners. Weights used are the share of the open prisoner population.
H602	Weighted average Out of Cell Hours, secure	Equals the weighted sum of out of cell hours for secure prisoners. Weights used are the share of the secure prisoner population.
E8	Total Prison utilisation rate	Equals the average total prisoner population divided by useable prison capacity, multiplied by 100.
R6	Percentage of discharged long term inmates who completed an education module	Long term inmates are those serving sentences of three months or more. An education 'module' is usually a building block used to construct a course provided by a institute of Technical and Further Education. For further explanation, see ACVETS1994.
Y1	% released prisoners who are reconvicted within 1 year	Measures the proportion of sentenced prisoners — not subject to further supervision upon release — who are reconvicted within twelve months of being released from gaol.
Y2	% released prisoners who are charged & returned to Corrections within 2 yrs	Measures the proportion of sentenced prisoners — not subject to further supervision upon release — who return to Corrective Services within two years of completing a gaol sentence.
R2	Percentage of prisoners employed by work category	Equals the number of prisoners employed in each industry category, divided by the total average prisoner population. Industry categories are based on the Australian Standard Industrial Classification (ASIC), explained in ABS Cat. No. 1292.0.

## Definitions of unit cost and productivity indicators

	<i>Indicator</i>	<i>Explanation/definition</i>
E1	Recurrent expenditure per prisoner per day	Equals total recurrent expenditure divided by the total number of prisoner days. The <i>total number of prisoner days</i> equals the total prisoner population multiplied by the number of days in the year (365.25).
E1o	- for open prisons	Equals recurrent expenditure on open prisons divided by the total number of open prisoner days. The <i>total number of open prisoner days</i> equals the open prisoner population multiplied by the number of days in the year (365.25).
E1s	- for secure prisons	Equals recurrent expenditure on secure prisons divided by the total number of secure prisoner days. The <i>total number of secure prisoner days</i> equals the secure prisoner population multiplied by the number of days in the year (365.25).
E7	Assets per prisoner, Total	Total prison assets divided by average total prisoner population.
E7o	Assets per prisoner, open	Open prison assets divided by average open prisoner population.
E7s	Assets per prisoner, secure	Secure prison assets divided by average secure prisoner population.
E9	Prisoner to total staff ratio, publicly operated prisons	Total average number of prisoners held in publicly managed prisons divided by Full-time staff, public prisons.
E901	Prisoner to Operational staff ratio, publicly operated prisons	Total average number of prisoners held in publicly managed prisons divided by Operational staff, public prisons.
E902	Prisoner to Other staff ratio, publicly operated prisons	Total average number of prisoners held in publicly managed prisons divided by Other staff, public prisons.

## Definitions of variables

<i>Variable</i>	<i>Definition</i>
overheads	<i>Overheads</i> are the costs incurred by umbrella departments who perform functions such as regulation and monitoring, new prisons development and overall corporate support for Corrective Services.
Salaries and payments in the nature of salaries	Equals the sum of: Salaries, wages and allowances; Payments of long service and recreation leave; Redundancy payments; Overtime; Workers compensation; Fringe benefits tax; Payroll tax; and Superannuation contributions by employers.
Maintenance expenses	Payments for the upkeep of Corrective Services facilities and lease premises.
Working expenses	Equals the sum of expenditure on: Rent; Other building expenses (excluding maintenance); Subsistence and transport; Motor vehicles; Fees for services rendered; gas and electricity; Post and telecommunications; Stores and printing; Audit fees; Bad debts; and Other working expenses.
Expenditure incurred by other Departments on behalf of Corrective Services	Captures payments such as Health Commission expenditure on prisoners.
Contracted prison services	Contract fees for private management of prison operations.
Other recurrent costs NEC	Equals the sum of: Consultant fees; Contract fees for cleaning, transportation and other services (excluding consultant fees and fees for contracted prison services).
deprival value	<b>Deprival Value</b> is defined as the loss incurred by an organisation if it is deprived of the service potential or future economic benefits of an asset. A full explanation of deprival value is given in SCNPMGTE 1994.
escapee	A person who has escaped from a prison or from the custody of a prison officer. It does not include persons who have absconded from unsupervised leave, work release, home detention, parole or facilities which are not gazetted prisons.
Protection prisoner	A prisoner who is separated from the general prison population for his/her own safety. Includes prisoners which cannot be placed in the normal system for reasons of protection and are incarcerated in special purpose prisons. It does not include prisoners segregated for disciplinary or medical reasons.
Occupied Bed Day	The number of occupied bed-days is defined as the total number of days of stay of all patients/clients who were formally admitted for an episode of care and who underwent separation...during the financial year. For further explanation, see National Health Data Committee 1994, p.5-A9.
hospital	Includes: acute care hospitals; same-day establishments; psychiatric hospitals; alcohol and drug hospitals; nursing homes; and hostels and hospices.
out of cell hours	Out of cell hours is the time prisoners are not confined to cells. It includes meal times, exercise time, work and study time and recreation time.
module	A unit of training in which a client may enrol and be formally assessed. A module is the shortest training program reported to the Australian Committee on Vocational and Training Statistics (ACVETS) and is usually a building block used to construct a course (see ACVETS 1994 , p.96).

## Definitions of variables (continued)

<i>Variable</i>	<i>Definition</i>
Manufacturing	ASIC code 2 (Manufacturing ) minus 26 (Paper, Paper products, Printing & Publishing) minus 27 (Chemical, Petroleum & Coal Products)
Horticulture	ASIC code 0 (Agriculture, Forestry & Fishing)
Service industries	ASIC code 91 (Entertainment & Recreational services) plus 92 (Restaurants, Hotels & Clubs) plus 93 (Personal Services) minus 9340 (Laundries & Dry Cleaning)
Prison Services	ASIC code 9340 (Laundries & Dry Cleaning) plus 8493 (Prisons and reformatories)
Printing	ASIC code 26 (Paper, Paper products, Printing & Publishing)
Community Work	ASIC code 82 (Education, Museum & Library Services) plus 83 (Welfare & religious institutions) plus 84 (Other community services) minus 8493 (Prisons and Reformatories)
Open prison	Includes all prisons used to contain prisoners previously classed as High and Medium security in the AIC's National System for the Security classification of Prisoners (see AIC 1993).
Secure prison	Includes all prisons used to contain prisoners previously classed as Low security in the AIC's National System for the security classification of prisoners (see AIC 1993). Includes Queensland Work Outreach Camps (WORC)
Secure prisoner	Prisoners previously classed as High and Medium security in AIC 1993.
Open prisoner	Prisoners previously classed as Low security in AIC 1993 are divided into 'Secure' and 'Open' categories depending on the type of facility in which they are housed. For example, a prisoner who is considered a minimum security risk, but is accommodated in a High or Medium security prison would be classed as a 'Secure' prisoner. However, if this same prisoner were accommodated in a Low security prison, he/she would be classified as 'Open'. Under this system, the type of facilities a prisoner is housed in determine their security classification, rather than any nominal classification given to them by Corrective Services upon reception.

## Definitions — community custody and supervision

Similar definitions to those for prisons apply for Community Custody and Supervision.

## APPENDIX : CALCULATION OF EXTRA ANNUAL RECURRENT COSTS ASSOCIATED WITH INCREASED IMPRISONMENT RATE

**Table 9.86:** Estimated cost of higher imprisonment rates, 1994–95

	<i>NSW</i>	<i>VIC</i>	<i>QLD</i>	<i>WA</i>	<i>SA</i>	<i>TAS</i>	<i>NT</i>	<i>ACT</i>	<i>AUST</i>
Prisoners per 100,000 adults, 1984-85	87.5	63.6	104.8	146.5	68.9	74.6	309.9	8.0	87.8
Prisoners per 100,000 adults, 1994-95	135.9	71.8	109.2	164.8	118.6	74.2	393.9	8.6	114.8
Cost per prisoner per day (\$) <sup>1</sup>	137.90	147.30	121.37	121.14	133.64	136.54	146.76	402.03	134.41
State Adult Population, 30 June 1995 (100,000s)	46.18	34.21	24.5	12.86	11.31	3.53	1.18	2.26	136.03
Estimated total cost in 1994-5 with 1984-85 imprisonment rates (\$'000) <sup>2</sup>	203542	117056	113823	83360	38045	13140	19612	2653	593438
Actual total cost in 1994-95 with 1994-95 imprisonment rates (\$'000) <sup>3</sup>	316199	132124	118580	93772	65505	13067	24926	2790	766963
Actual cost: Estimated cost	1.55	1.13	1.04	1.12	1.72	0.99	1.27	1.05	1.29
<b>EXTRA COST OF HIGHER IMPRISONMENT RATE</b> (\$'000) <sup>4, 5, 6</sup>	112657	15068	4757	10412	27460	-73	5314	137	180583

- 1 NSW cost per prisoner per day includes the cost of court security and inmate transport.
- 2 Calculated by multiplying the 1984-85 imprisonment rate by the 1994-95 adult population. This gives an estimate of what the prison population would be in 1994-95 if the 1984-85 imprisonment rate still held. This estimate is then multiplied by the annual cost (equals daily cost times 365.25) in 1994-95 of keeping a prisoner.
- 3 Figures correspond to indicator D1T, Recurrent Expenditure less Own Source Revenue.
- 4 Equals difference between the actual and estimated cost.
- 5 Open and secure classification prisoners have very different costs. This analysis assumes that 1994-95 distribution of prisoners across both security classes is unchanged from the distribution in 1984-85. In other words, this analysis assumes that the increase in inmate numbers occurred evenly across both security classes. This is not the case in NSW, where the increase was due solely to the rise in open security inmates.
- 6 This analysis ignores costs associated with building new gaols or gaols where there are wing closures or where the number of inmates is lower than full capacity. For example, if fewer inmates were kept in the present centres, then the financial cost per inmate would be increased.

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## 10 SUPPORT SERVICES FOR INDIVIDUALS AND FAMILIES IN CRISIS

### Summary

This chapter covers three main categories of government funded support services: child protection, alternative care, and crisis and supported accommodation. Initial indicator frameworks have been developed for each service and it is intended that improvements will be made in subsequent reports.

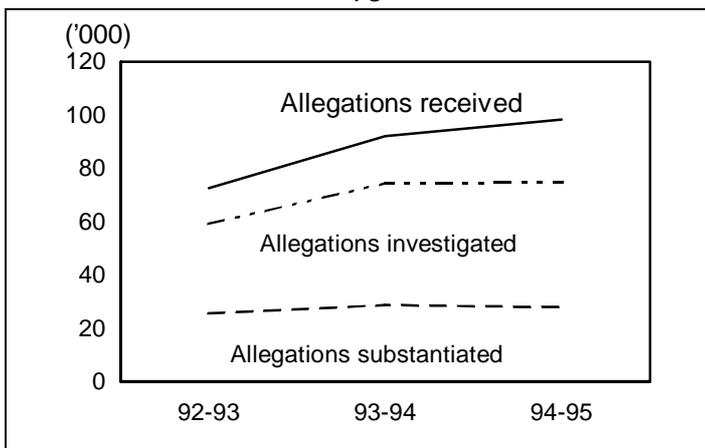
For the purposes of making comparisons, both within and across jurisdictions, there are a number of limitations with the data collected for this Chapter. These are outlined in Section 10.3. Accordingly, data should be treated as indicative, rather than definitive, and caution is required in drawing conclusions based on the information presented.

The following preliminary conclusions are covered in more detail in Section 10.3.

### Child Protection

#### *Allegations and substantiations*

Allegations, investigations and substantiations, Australia, 1992 – 93 to 1994 – 95

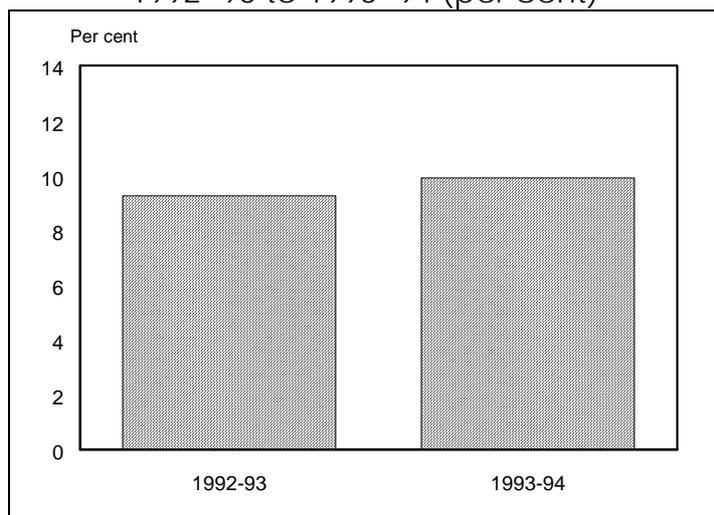


There has been a significant increase in community concern about child welfare, in part reflected in the number of allegations of child abuse and neglect (maltreatment). While the number of allegations and investigations have risen Australia-wide, the rate of substantiation has not risen to the same extent. In cases where the responsible Community Service

Department believes that an allegation warrants an investigation, about 80 per cent of investigations are started within 5 working days.

*Limited outcomes data*

Repeat maltreatment, within 6 months, Australia, 1992-93 to 1993-94 (per cent)



Note: Substantiated repeat maltreatment rates are defined differently by different jurisdictions and are significantly affected by different counting rules. Australia-wide rates have been calculated as the weighted average of jurisdiction rates. Data were not available for WA and the NT.

Data on outcomes for children are not comprehensive.

Information was collected on repeat maltreatment (children who had a completed and substantiated maltreatment case that was followed by a further substantiated maltreatment notification within a specified period). The number of repeat maltreatment cases within six months as a proportion of all cases was about 9 per cent Australia-wide in 1993-94.

In general, information on the outcomes for children is

very limited. There are no nationally comparable data available at this stage on longer term outcomes for children and response times to complete investigations. Cost data are also very limited at this stage.

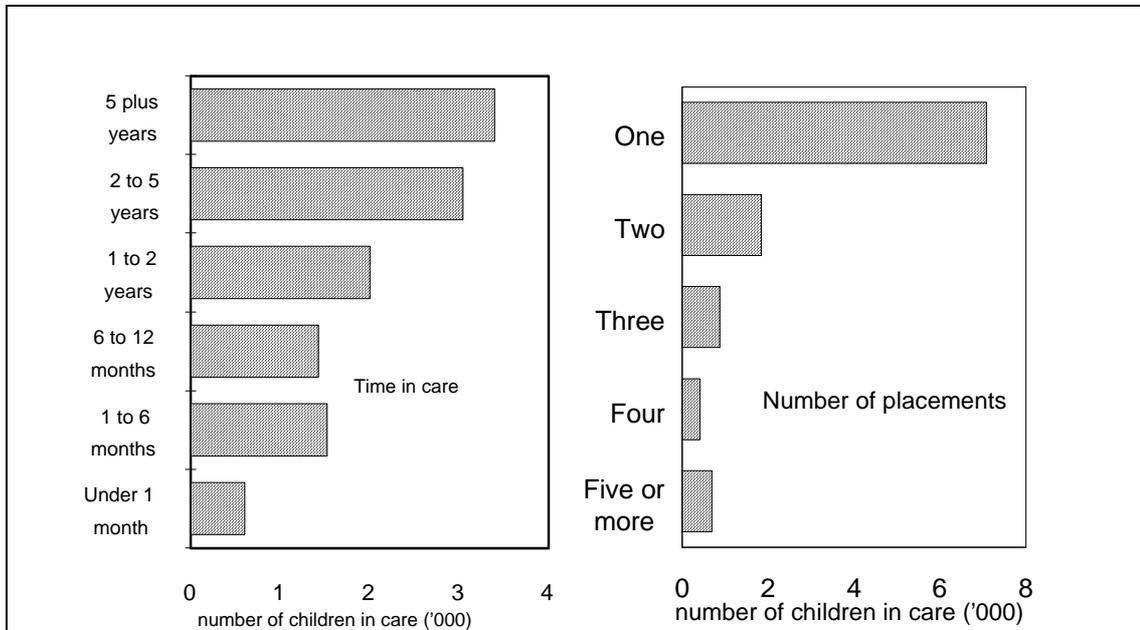
**Alternative care for children**

*Reasons for entry of children into alternative care*

Alternative care aims to provide services which meet the various needs of children for care and protection. Information provided by four jurisdictions indicated that of all those children that entered alternative care in 1994-95, about 14 per cent did so directly as a result of substantiated abuse and neglect. It would be expected that this share would be considerably greater if respite placements — for which the reasons for entry tend to be different — were considered separately. Aggregate information on the other reasons for entry to care is currently limited.

Data for six jurisdictions indicate that of those children who enter alternative care, over 50 per cent remain in care for more than 2 years. Of those children who were in alternative care for the entire 1994–95 year, about 65 per cent had one placement.

Length of time in care, and number of placements, Australia, 1994–95



Note: Based on NSW, Qld, WA, SA, Tas and ACT data.

Note: Based on NSW, Qld, WA, SA and ACT data.

*Limited data on quality of service*

Information on the quality of alternative care is very limited at this stage. Although data were collected on maltreatment while in care, analysis is not straightforward. One reason is the variety of alternative care living situations for children (such as placement with relatives and supervision of children in their own homes) in addition to placement in foster care or other care outside the home.

The main gaps in comparable alternative care data for States and Territories comprise the degree to which goals for children are realised on exit from care, and the costs of delivering services.

**Crisis and supported accommodation**

A two week Australia-wide census of Supported Accommodation Assistance Program (SAAP) providers indicated that in September 1994 the average

number accommodated each night averaged 12 000 people. Of all new arrivals requesting accommodation during the period, 44 per cent could be accommodated. Including requests for accommodation from new arrivals and those already accommodated, 6.6 per cent of total requests could not be met during the period. The national average of those that enter SAAP services whose previous accommodation was SAAP or other emergency accommodation was just under 15 per cent (one night censuses held from May 1992 to November 1994).

A new data collection system linked with the objectives of SAAP is currently being developed. This will assist in overcoming some of the reservations held concerning current national data collections.

## 10.1 Profile of the sector

Support to individuals and families is provided by a range of government and non-government agencies in areas such as community services, health, housing, education, and the justice system. There are a wide variety of services offered by the community services sector which aim to strengthen communities, prevent individual and family crisis, provide effective support when a crisis has occurred, and prevent re-occurrence of crisis. Often, the distinctions between these service categories are blurred.

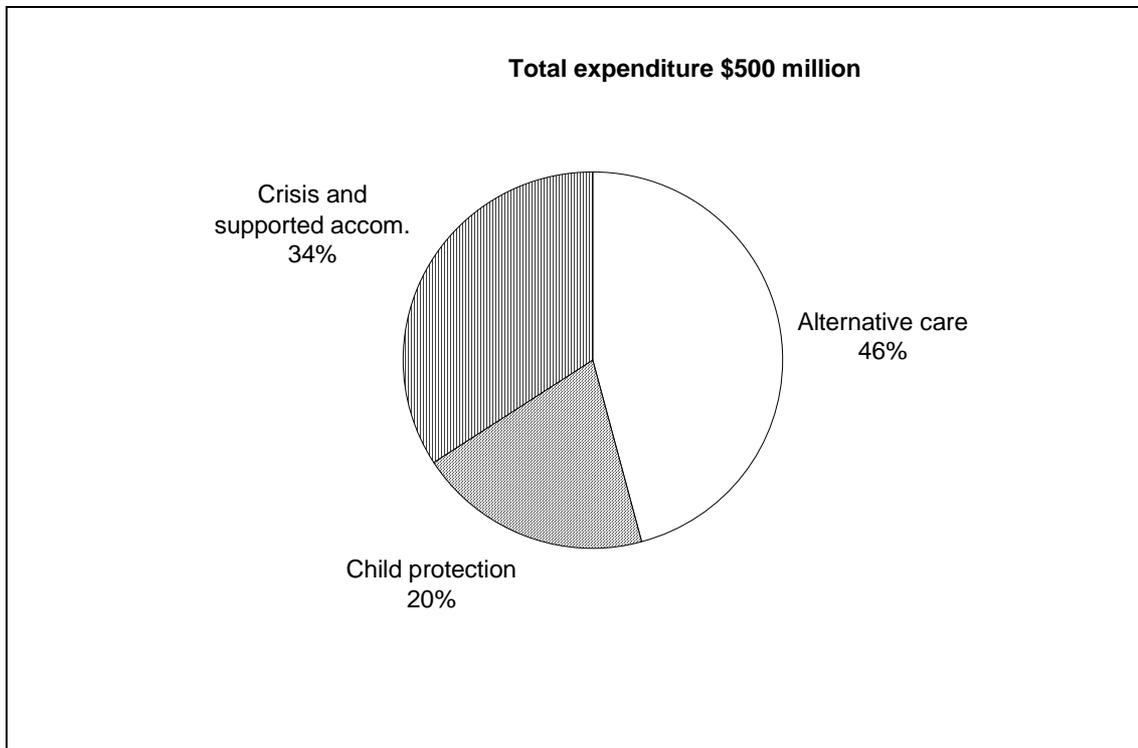
This chapter focuses on the following government funded services:

- **child protection;**
- **alternative care; and**
- **crisis and supported accommodation.**

Each of these services aims to provide assistance to individuals and families in crisis; to stabilise the crisis and alleviate its effects; and to prevent the likelihood of a crisis occurring.

Detailed nationally comparable data on the size of these services are currently not available and efforts to address this are discussed in 'Future directions' (see Section 10.4). However, it is estimated that total recurrent government expenditure for these services was about \$500 million Australia-wide in 1993–94.

**Figure 10.1:** Recurrent expenditure on child protection, alternative care, and crisis and supported accommodation, Australia, 1993–94 (per cent)



Source: IC estimates, and IC (1995 p. 98).

There are significant linkages between these three services (see Box 1). There are also strong linkages between these and other services, such as juvenile justice.

However, child protection, alternative care, and crisis and supported accommodation are each quite different in terms of their objectives, nature of services, mode of delivery, client base, and the roles of each sphere of government in funding, service delivery and regulation. These distinguishing features are outlined below.

### **Child protection services**

Child protection services aim to:

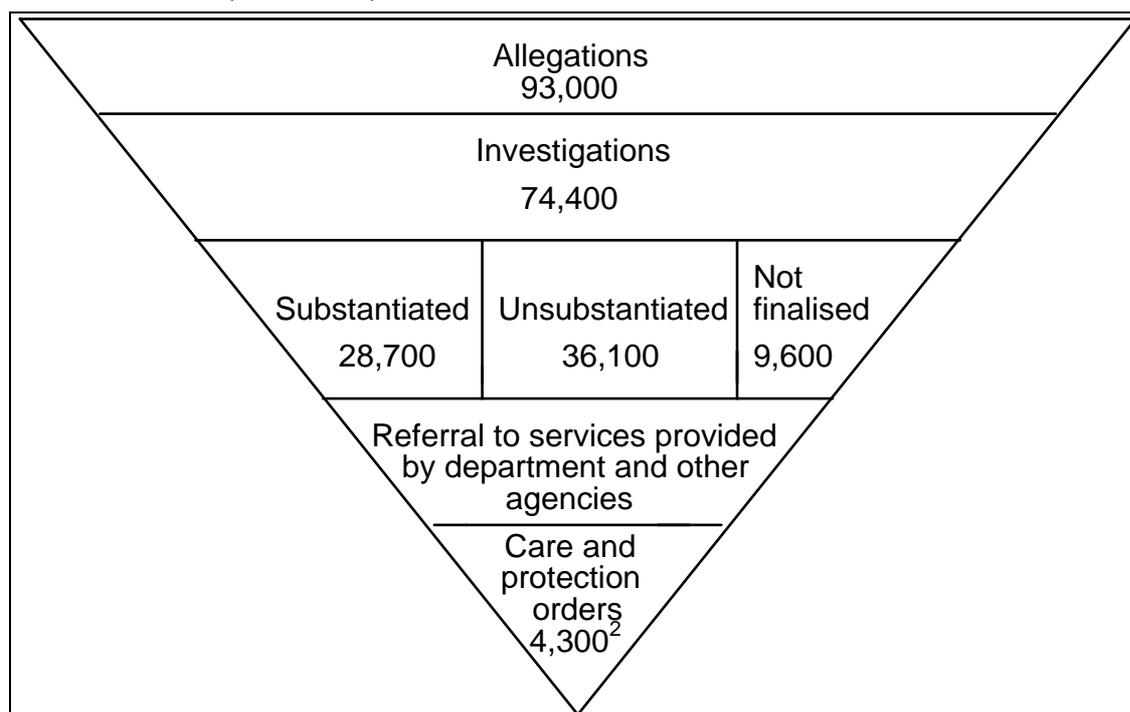
- identify child abuse and neglect (child maltreatment);
- reduce the occurrence and re-occurrence of child maltreatment; and
- minimise its effects on children and families.

These activities include: community education; responding to allegations of child maltreatment; and undertaking investigations subject to the legislative provisions. Further, the States and Territories provide a range of services designed to support families and treat children at risk, and to prevent the occurrence of maltreatment.

In situations where children cannot be safely cared for by their families, the responsible Department assesses the level of risk and possible harm to the child and considers the application of a number of options and strategies to ensure the protection of the child. These include a range of services to support and maintain the child at home and a range of alternative care and treatment services. These can be implemented either with or without the support of a statutory order and supervision.

These features of child protection services are illustrated in Figure 10.2.

**Figure 10.2:** Child protection and welfare services, Australia, 1993–94 (numbers)



Source: Data on allegations, allegations warranting an investigation, substantiated and unsubstantiated cases (including 'child at risk' category), and 'not finalised' were provided by the Australian Institute of Health and Welfare.

- Notes: 1 The category 'unsubstantiated' includes unsubstantiated, child at risk, and no action possible.  
 2 The number of admissions to care and protection orders (guardianship and non-guardianship) in NSW, Victoria, Queensland, WA, Tasmania and the NT in 1993–94 (Angus and Golley 1995 p. 19). These may relate, in part, to investigations undertaken in 1992–93.

In 1993–94, there were about 93 000 allegations of maltreatment Australia-wide. Of these, there were 74 400 referrals which Departments considered warranted investigation. Of 64 800 cases that were finalised, there were about 28 700 (or 44 per cent) in which Departments determined that child maltreatment had taken place<sup>1</sup>.

The number of investigations undertaken into alleged incidents of child maltreatment has continued to increase markedly, rising by 75 per cent over the five year period from 1988–89 to 1993–94. The number of substantiated cases has, however, increased at a lower rate (Angus and Woodward 1995).

These figures should not be interpreted as reflecting the actual incidence or need for child protection services. In examining trends over time the following factors need to be taken into account:

- campaigns to educate the community about child maltreatment, mandatory reporting, and reporting protocols have led to an increase in the number of allegations;
- the State and Territory Community Service Departments have different arrangements, particularly with the police, about which type of referrals are accepted and investigated. An example is that non-familial maltreatment is more likely to be investigated by the police in Queensland and would not be included in Departmental statistics; and
- actual maltreatment is likely to be higher than cases recorded as substantiated. The extent of hidden abuse and neglect is difficult to determine.

Preventing the occurrence or re-occurrence of child maltreatment is, in part, linked to the availability of services that promote effective family functioning and alleviate stress on parents and children. These services include child abuse and neglect prevention programs, child care, child and maternal health services, parenting programs, programs to alleviate problems of alcohol and substance abuse, education, programs aimed at reducing unemployment, social security, public housing, crisis and supported accommodation, and alternative care (for example, for short respite periods).

### *Institutional arrangements*

Responsibility for the funding and provision, as well as the legislative and regulatory framework of child protection services, lies with the States and Territories.

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<sup>1</sup> Angus and Woodward (1995). Reported figures have been rounded to the nearest 100. In addition to substantiated and unsubstantiated investigations, some jurisdictions have a category of ‘unsubstantiated but child at risk’ which comprised 4 per cent of the findings.

The Commonwealth has no service provision responsibility in this area, its role being limited to research, information provision, and co-ordination of the National Prevention Strategy (NPS)<sup>2</sup>.

Non-government organisations (NGOs) provide both preventive and special support services to children and families where children have been maltreated or are considered to be at risk of maltreatment. States and Territories contribute to the funding of these types of services. The nature of these prevention and support services that are provided and the government/NGO service provision mix, varies among jurisdictions.

### **Alternative care**

Where children are unable to live with their families for reasons related to their safety or because of family crisis, a range of alternative placement services are provided by State and Territory Community Services Departments. All jurisdictions provide these services only when at-home support services are not adequate to enable families to care safely for their children. There were at least 15 000 children in alternative care across Australia at 30 June 1995<sup>3</sup>.

The type of alternative care service provided and the intended outcomes vary according to the reasons leading to the child's entry into care and his or her personal and family circumstances.

#### *Reasons for entering care*

Of those children who entered alternative care — in four jurisdictions in 1994–95 — for about 14 per cent of children the reason was substantiated child abuse and neglect<sup>4</sup>. Death of parents was a relatively small component (1 per cent). Most children enter care for 'other' reasons (88 per cent of all new admissions);

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<sup>2</sup> This includes the establishment of the National Child Protection Council in 1991 and the development of the National Prevention Strategy (NPS) for child abuse and neglect which provides for \$12 million over the four year period from 1994-95 to 1997-98.

<sup>3</sup> Data were not available for the NT and are incomplete for some jurisdictions. NSW data include all children in care (that is, in government provided services and in services provided by NGOs). Data bases for some jurisdictions are not complete as children placed with NGOs are not included. The definition of alternative care in Queensland is different to other jurisdictions. See the general note to Queensland's alternative care data, Section 10.5.

<sup>4</sup> Data were provided by NSW, WA, SA, and the ACT, although as noted above, these data have been provided using different definitions of alternative care. These jurisdictions represent about 50 per cent of the Australian child population. The exclusion of respite placements, for which reasons for entry tend to be different, from the number of children entering care would be expected to increase the share of those entering care as a result of substantiated abuse and neglect.

however, national data on the composition of this category are not readily available.

A study by the WA Department for Family and Children's Services (prior to 1 July 1995, the Department for Community Development) indicated that the reasons for entry to care in 1994–95 were: to provide respite for a care giver (20 per cent); as a result of a child maltreatment investigation (18 per cent); or because the care giver could not care adequately (13 per cent), or had a physical or psychiatric illness (15 per cent), had a conflict with the child (7 per cent), or was in custody, homeless, or unable to be located (13 per cent) (Family and Children's Services 1995).

### *Placements*

Placements may be either voluntary, often because of family crisis, or the result of a care and protection order. In Victoria, for example, about 21 per cent of all placements are voluntary.

Many placements aim to achieve long term stable care for the child. This can be important in cases where there has been significant harm to the child or where other family members are not available. Other placements aim to contribute to reunification of child and family. They would include planned respite or temporary care.

### *Period and types of care*

The time spent in alternative care — which varies from one or two days to a number of years until the young person reaches 18 years of age — relates to the purpose of the placement, the age of the child entering care, and the extent to which family problems are able to be addressed.

Where possible, Departments prefer to place children in the care of appropriate extended family members. When care by relatives is not suitable, foster family care is the most prevalent form of placement.

### *Institutional arrangements*

As is the case for child protection services, responsibility for the funding and provision of alternative care rests largely with State and Territory governments. However, the role played by NGOs in the provision of alternative care is far greater than in child protection services, with government funding to NGOs comprising about 35 per cent of government alternative care expenditure<sup>5</sup>. In NSW, actual expenditure on non-government services was about 25 per cent of

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<sup>5</sup> IC estimate; and IC (1995).

the alternative care budget. In Victoria, the non-government sector is the major service provider, representing 68 per cent of the total alternative care services budget in 1994–95. In WA, NGOs accounted for about 30 per cent of total expenditure for care of children in 1992–93. Of this NGOs expenditure, governments funded 90 per cent.

**Box 1: Relationships between child protection, alternative care, and supported accommodation services**

**Linkages between child protection and alternative care:** These are often seen as two points on the service continuum to support children and families. Alternative care provides both placement and support services for children who cannot remain at home due to the risk of maltreatment or substantiated child abuse and neglect. Where the goal is to reunite the child with their family, services aim to ensure that the child's family remain involved in key decision making and care of the child. Alternative care is also used as part of a process to prevent maltreatment through supporting families and reducing stress. The most obvious link, however, is that children under care and protection orders — particularly guardianship orders (wardship) — are most commonly placed in alternative care.

At 30 June 1994 there were 12 750 children under care and protection orders (both guardianship and non-guardianship) and of these 66 per cent were living in alternative (primarily foster) care.

**Linkages between the above crisis services for children, and crisis and supported accommodation:** The Supported Accommodation Assistance Program (SAAP) is primarily a brokerage program assisting people who are homeless, or at imminent risk of becoming homeless and in crisis, to access appropriate support services so that they can move towards or achieve independence.

A large proportion of SAAP clients are children accompanying adults escaping domestic violence or family crisis, although SAAP does not fund services exclusively for children under the official school leaving age. While some young people under school leaving age use SAAP services, this is generally not considered to be an appropriate placement for this younger group. Accordingly, the links between SAAP services and State and Territory welfare services are generally for the purpose of achieving an appropriate placement for the young person.

## **Crisis and supported accommodation**

Before 1985 services to the homeless were provided by the Commonwealth, State and Territory governments, as well as by NGOs and these services varied greatly in quality, scope, and approach. After a review completed in 1983, the Commonwealth and State and Territory Governments negotiated Agreements which encompass the majority of these services entitled the Supported Accommodation Assistance Program (SAAP). While there remain some State and Territory co-ordinated crisis accommodation services this Chapter focuses on the SAAP activities as the largest provider of services to homeless people.

The SAAP provides transitional supported accommodation and associated services to homeless people or people who are at imminent risk of becoming homeless, with the aim of assisting them to achieve greater independence. The accommodation services take a number of forms (such as transitional supported accommodation, refuge, motel/hotel, outreach and community placement). SAAP also includes support for adults and children experiencing, or at risk of, domestic violence. Support services are an integral part of SAAP. They are varied in nature, and include provision of meals, referral services, and assistance with, or advocacy for: long term housing; short term accommodation; financial assistance; living skills; family reconciliation; legal advice; transport; obtaining benefit or pension; drug or alcohol rehabilitation; and employment and training.

The current SAAP agreement is in force for the five years to December 1999. In 1994–95, funding of \$185 million was provided to fund 1600 service outlets. This funding was shared between the Commonwealth and State and Territory governments, with the Commonwealth providing 56 per cent (\$105 million).

The program provides for recurrent expenditure, with capital funds being provided by the Commonwealth-funded Crisis Accommodation Program (CAP)<sup>6</sup>.

Expenditure on SAAP has increased strongly since its inception, growing in nominal terms by over 60 per cent over the five year period to 1994–95. The role and function of the program have also expanded with a wide cross-section of the community being eligible for assistance.

Real expenditure, by target group, is shown in Figure 10.3.

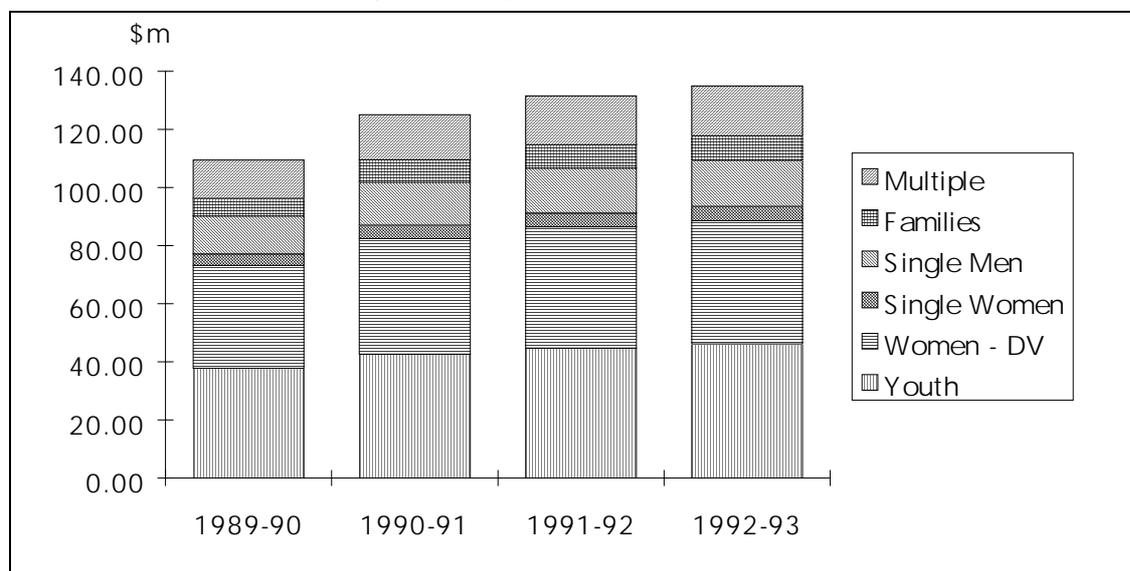
The usage of SAAP services is indicated by the two week Australia-wide census conducted in September 1994. This indicated that on average, about 12 000 people were accommodated each night, representing the provision of about 170 000 bed nights over the 2 week period (Department of Housing and Regional Development). The average length of stay in SAAP accommodation

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<sup>6</sup> The CAP is not included in this chapter.

for those surveyed in the one night census in November 1994 was 42 weeks for males and 19 weeks for females (SAAP 1995b).

**Figure 10.3:** SAAP real expenditure, by target group, 1989–90 to 1992–93 (\$ million)



Source: Lindsay (1993).

### *Institutional arrangements*

SAAP is a joint Commonwealth-State recurrent funds program. Day to day administration of the program is a State and Territory government responsibility while the Commonwealth responsibilities, in consultation with the States and Territories, include:

- development of agreed national outcomes and associated performance indicators;
- setting of national priorities and objectives through a rolling three year national Strategic Plan;
- national program monitoring and evaluation, including national data collection, analysis and research;
- development of user rights mechanisms; and
- the role of national program financial manager.

Services under SAAP are primarily provided by NGOs with funding from governments.

## 10.2 Recent developments

There are a number of recent developments that impact on service delivery and the assessment of performance.

### *Child welfare and child maltreatment*

The increase in reported instances of suspected child abuse and neglect combined with a slower rate of increase in substantiations in many jurisdictions have led States and Territories to examine the nature of reports received and review responses to these reports. Such examinations and reviews have occurred, or are occurring, in NSW, Victoria, Queensland, WA, and SA.

There is, therefore, a range of activities being undertaken aimed at clarifying the role of child protection services within a broader context of child and family welfare. NSW is currently piloting an approach to the intake of child protection matters which focuses on identifying families in need of early intervention and support. Victoria is currently undertaking pilots in four areas to examine the relationship between primary care services and child protection services. The pilots are aimed at removing the need for child and family contact with the child protection system, or preventing their further entry into the system following initial contact. WA is currently piloting a response which differentiates concerns about children and their families from allegations of abuse and neglect which is aimed at more effectively responding to the needs of these two groups for family support and child protection. Queensland, NSW, and Tasmania are currently reviewing their child protection policy and legislation.

### *Mandatory reporting of suspected child abuse and neglect*

Mandatory reporting places a legal requirement on mandated professions to report instances where they believe on reasonable grounds that a child is in need of protection. With the exception of WA<sup>7</sup> and the ACT<sup>8</sup>, all jurisdictions have implemented mandatory reporting of child abuse. Victoria, where mandatory reporting was introduced from 1993, has adopted a staged approach. This has affected the rate of reporting in Victoria from 1992–93.

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<sup>7</sup> WA has comprehensive reporting protocols with other Government Departments and is in the process of developing a Child Maltreatment/Assault and Services Register.

<sup>8</sup> The ACT will undertake a staged regional approach to the training of various professional groups who will then be mandated to report physical and/or sexual abuse from 1 June 1997.

### *Emphasis on family and community based care*

A development over the last decade or so has been a change in the approach of governments to providing a broader range of options, including alternative care for families, when children cannot live at home. Providing alternative care in a smaller, more personalised, form — rather than the care provided by the larger care institutions of the past — for a limited and planned period can provide positive outcomes for children and families.

Foster care is usually the preferred form of care for particular groups of children, including those aged 0 to 5 years and primary school age children, as it allows children the opportunity to develop relationships with one or two consistent care givers. The option of residential care is required for young people who choose not to live within a family context, and/or whose needs are complex and cannot be addressed within a family environment. There has also been an increased use of voluntary agreements with parents rather than statutory intervention.

### *Crisis and supported accommodation*

A major development is the introduction of a new information framework for the program (see Section 10.4).

## **10.3 Framework of performance indicators and summary of results**

This Section presents a summary of results that are contained in the data tables for each jurisdiction (see Section 10.5). Non-comparable data, including the results of research studies, are presented in the 'Additional performance information' segment for each jurisdiction. Definitions of the indicators and the variables are provided in Section 10.6.

### **Child protection**

#### *Indicator framework*

An initial framework of indicators has been developed for child protection (Figure 10.4). As noted above, although it is intended that improvements be made (see Section 10.4), the data collected in this report will provide a base for some comparisons in subsequent years. An example of an area for future development is consideration of indicators that may not be collected on an annual basis.

The development of this initial framework was not straightforward. Some of the complex issues were:

- *inability to determine the incidence of child abuse and neglect.* State and Territory data do not reflect the incidence of child abuse and neglect. The number of incidents substantiated is an indicator only of confirmed incidents reported to Departments. Comparisons between jurisdictions of ‘substantiations per 1000’ should be undertaken only with extreme caution because of the different criteria used for substantiation. The percentage of finalised investigations which are substantiated indicates findings of maltreatment following finalised investigations. In cases where investigations have been finalised but data have not been entered on information systems, the percentage finalised may describe data entry practices rather than the outcome of investigation and assessment;
- *response times to commence and to complete investigations.* These measure the timeliness of response and indicate conformity with good practice. However, the proportion of allegations that are investigated varies across States and Territories due to policy decisions. Further, the actions that constitute an ‘investigation’ also vary across jurisdictions. In addition, some investigations may reasonably be in process at the cut-off date specified for the collection of finalised cases for each period;
- *referral to services.* This indicator of ‘effectiveness’ attempts to capture the referral of non-statutory services to those in need. There are a number of problems with this measure: not all cases that are investigated require or will accept services; there is a wide variation within and between jurisdictions about the definition of ‘service’; whether services are recorded as provided to families or children; and there are differences in how referrals to services are validated. In addition, referrals are likely to be affected by perceptions of the availability of services, particularly in remote and rural areas. This is likely to significantly affect the comparability of this measure across regions;
- *repeat maltreatment.* As a measure of effectiveness, this indicates the degree to which cases that have been completed and substantiated are followed by a further substantiated case of abuse and neglect within specified periods. The form of repeat maltreatment may be different to the nature of that formerly substantiated. In some cases, it may be a different maltreater; and
- *unit cost measure.* It is currently difficult to capture the costs of child protection services as each jurisdiction has different methods of describing and costing its components. In addition, there are varying compositions and resultant costs. For example, providing services to isolated groups

over large distances would be expected to be more expensive. Caution should therefore be taken in comparing the cost data provided (see 'Additional performance information' for each jurisdiction in Section 10.5).

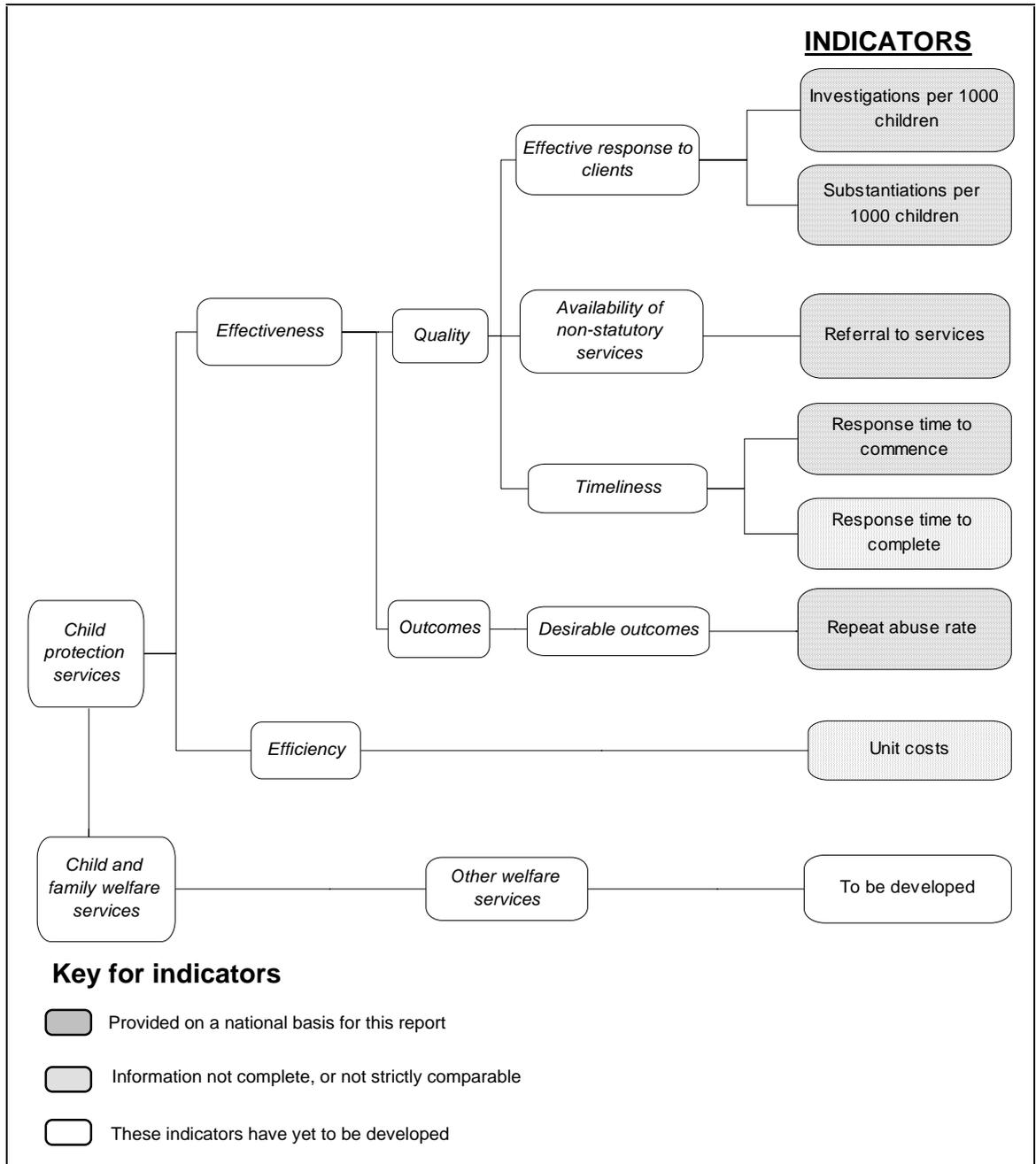
In addition, there are a number of environmental and policy differences between jurisdictions which need to be considered when making comparisons. In particular, the assessment of performance is complicated by two factors: child protection services are in a state of transition which reflect changing views held on the nature of services and their objectives (see Sections 10.2 and 10.4); and services are delivered differently across jurisdictions which affects data availability and comparability. Differences include:

- *processes of investigation, assessment, and legal action.* For example, policy decisions concerning the nature of allegations that warrant investigation, the definition of what is deemed to be an 'investigation', the use of priority ratings assigned to indicate time frames for responding to allegations, and the nature of the outcome decisions that can be made; and
- *client bases.* Where services are considered a client may be an individual or a family. Delivery of services may also be influenced by the cultural background of the population. For example, about three per cent of Australian children aged 0 to 14 years are Aboriginal and Torres Strait Islander people (ATSI), yet Aboriginal and Torres Strait Islander children comprise about 11 per cent of substantiated cases of abuse and neglect (predominantly neglect), and account for about 10 per cent of the children under care and protection orders<sup>9</sup>. The relative shares of the Aboriginal and Torres Strait Islander population among jurisdictions does not mirror the distribution of the total child population, with implications for the analysis of data disaggregated by jurisdiction.

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<sup>9</sup> Data provided by the States and Territories and Angus and Golley (1995, pp. 12-13).

**Figure 10.4:** Preliminary framework of indicators for child protection



## *Child protection – Summary of results*

### **Community awareness and investigatory workload**

A common objective is community awareness of the problem of child abuse and neglect. Community education provided by Departments should, however, aim to protect children at risk of harm without leading to increases in reports which result in unnecessary investigation of families. The increase in the number of allegations should, therefore, be considered in conjunction with the substantiation rate.

Over the period 1992–93 to 1994–95, the number of allegations rose by 36 per cent Australia-wide; this ranged from no increase in Tasmania, to 63 per cent in Victoria (where mandatory reporting was introduced, see Section 10.2).

### **Substantiation rate**

Once an allegation is made, Departments decide whether the allegation warrants an investigation. 1994–95 data supplied by States and Territories show that, on average, about 75 per cent of all allegations result in an investigation being undertaken.

Following an investigation, Departments reach a view on whether child abuse and neglect has taken place. A ‘substantiated’ finding is made in those cases which, in the Department’s view, there is reasonable cause to believe that the child has been or is being abused or neglected (Angus and Woodward 1995). Where this criteria is not met, a case is ‘not substantiated’. In four jurisdictions — Queensland, WA, Tasmania, and the ACT — an additional category, ‘unsubstantiated–child at risk’, is also in place. This applies where no abuse and neglect can be substantiated but where reasonable grounds exist to suspect the possibility of prior or future abuse and neglect. In these cases it is considered that continued Department involvement is warranted (Angus and Woodward 1995).

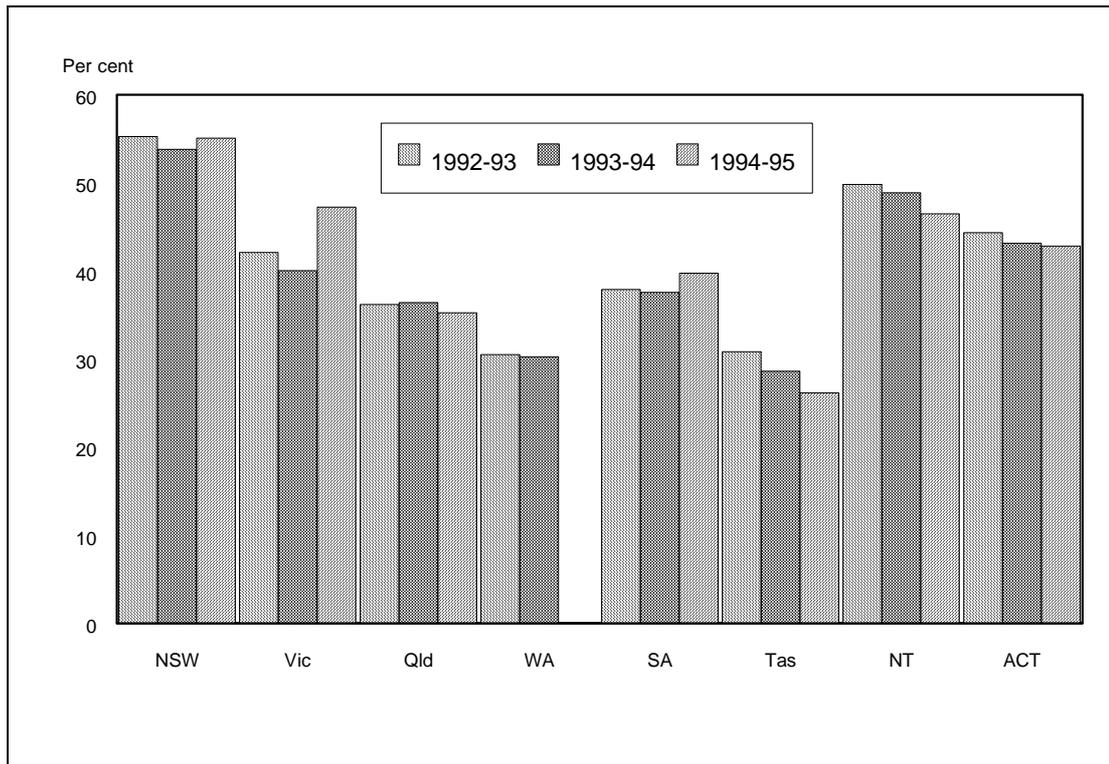
The ratio of substantiations to all completed investigations provides an indication of the degree of incidence of abuse and neglect in those cases where reports are made, investigated, and finalised<sup>10</sup>. Figure 10.5 below shows the percentage of finalised investigations in which a substantiated decision is made by the Department. Australia-wide, the number of allegations increased by 36 per cent over the three years to 1994–95; however, over the same period, substantiations rose by 9 per cent. At the jurisdictional level there were

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<sup>10</sup> Cases may not be finalised within a period. The definition of finalised used in this Chapter is where an allegation is made in a financial year and the case is not completed within the 2 month period after the end of the financial year.

different patterns. For example, in Victoria, there has been a significant increase in substantiations as well as in allegations. In Victoria, the rate of substantiations arising from allegations from the general community has not substantially increased. However, the rate of substantiations arising from allegations from professionals has increased.

**Figure 10.5:** Proportion of finalised cases substantiated, by jurisdiction, 1992–93 to 1994–95 (per cent)



Source: Provided by the Australian Institute of Health and Welfare and the States and Territories. WA data for 1994–95 were not available.

Note: 1 In NSW the substantiation figures may also include some children where the incident of maltreatment has not been substantiated but there are other reasons to believe the child may be at risk.

### Response times

Complete and comparable data are not available for responses to allegations. The data that are available for the time to commence an investigation indicate that a very high proportion (about 80 per cent) of investigations are commenced within 5 working days. A limitation with this measure is that it does not relate response time to any assessed degree of urgency.

Data from 3 jurisdictions (NSW, Queensland, and the ACT) on the average number of days to commence an investigation indicate that in 1994–95 it was in

the range of 8 to 10 days. In Victoria, the average number of days was considerably less, 2.8 days.

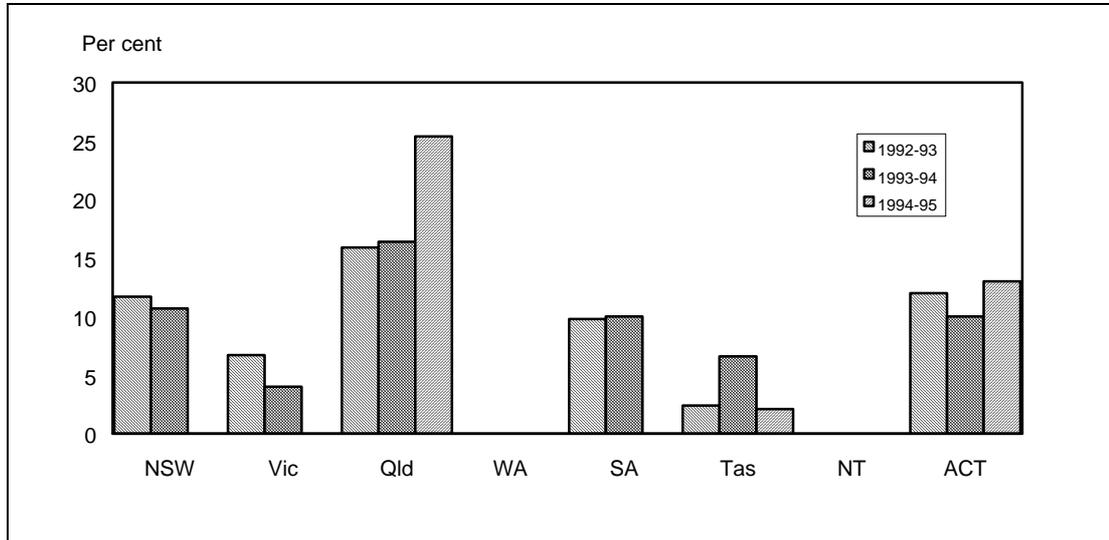
Another response time indicator relates to the time taken to complete an investigation. The data available are not comparable as they relate to each jurisdiction's own benchmark time. In NSW about 91 per cent are completed within its own benchmark time (28 days), in Victoria about 70 per cent are completed (28 days), and in Queensland, 75 per cent are completed (30 days).

### **Outcomes for children: Repeat maltreatment**

Repeat maltreatment was defined to have occurred where a completed and substantiated case was followed by a further substantiated case of abuse and neglect within specified periods (that is, within 6 months, within 1 year, and within 2 years). The rate of repeat maltreatment is the number of repeat maltreatment cases divided by all substantiated cases in the jurisdiction during the financial year.

Figure 10.6 indicates that the rate within 6 months was quite variable both within and across jurisdictions. These differences are due to a number of factors, including differences in recording practices between jurisdictions, differences in definitions of what constitutes repeat maltreatment, and differences in estimation methodology.

**Figure 10.6:** Maltreated children with a second substantiated maltreatment case within 6 months, by jurisdiction, 1992–93 to 1994–95, (per cent)



Source: NSW, Victoria, Queensland, SA, Tasmania, and the ACT.

Notes: 1 Data for WA and the NT are not available, while data for 1994–95 are unavailable for NSW, Victoria and SA.

2 The rate in Queensland may have increased due to significant increases in workload that occurred in 1992–93 and 1993–94. This led to a backlog of work that flowed over to 1994–95.

### Outcomes for children: Further support services

This indicator relates to the availability of non-statutory services to those that need them. Data are very limited on the degree to which other services are involved. In cases where children have had a substantiated maltreatment notification, a small proportion enter alternative care under care and protection orders. Under 10 per cent in NSW and SA; and about 13 per cent in Queensland, WA and the ACT.

Data are even more limited on the extent of referral to, or use of, non-statutory support and other services for those children and their families that come to the notice of Departments through allegations of abuse and neglect. NSW data for 1994–95 indicate that in about 31 per cent of substantiated abuse and neglect cases, referral was made to other services. In non-substantiated cases, about 6 per cent were referred to other services. A referral to services does not indicate whether the services were provided. A study for the WA Department for Community Development indicated that, over the five year period from 1989 to 1994, services were provided after investigation to about 45 per cent of cases substantiated. This included both home based and alternative care services (Cant and Downie 1994).

### **Cost data**

Cost data are not available for all jurisdictions and are not comparable. The data that are available are presented in Section 10.5 (see 'Additional performance information').

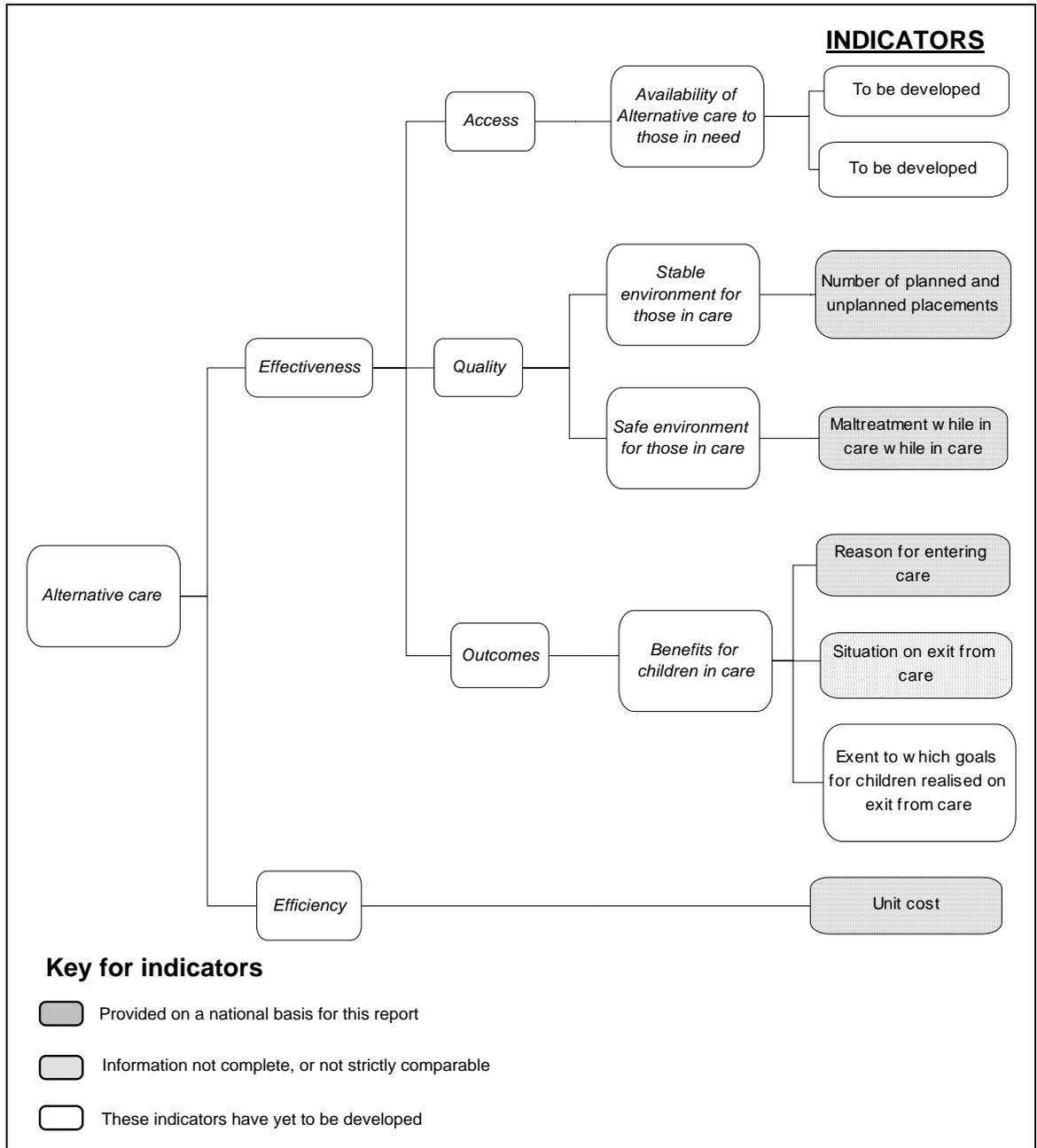
### **Alternative care**

#### *Indicator framework*

The indicator framework developed for alternative care is presented in Figure 10.7. A key issue in developing outcome indicators for alternative care is that desired outcomes for different groups of children will vary depending on the reasons for entry to care.

Other caveats relating to specific indicators are raised below. Generally, the ability to draw conclusions based on the available data is further limited due to differences in the legislative policy environment and the mix and the nature of the services.

**Figure 10.7:** Preliminary framework of indicators for alternative care



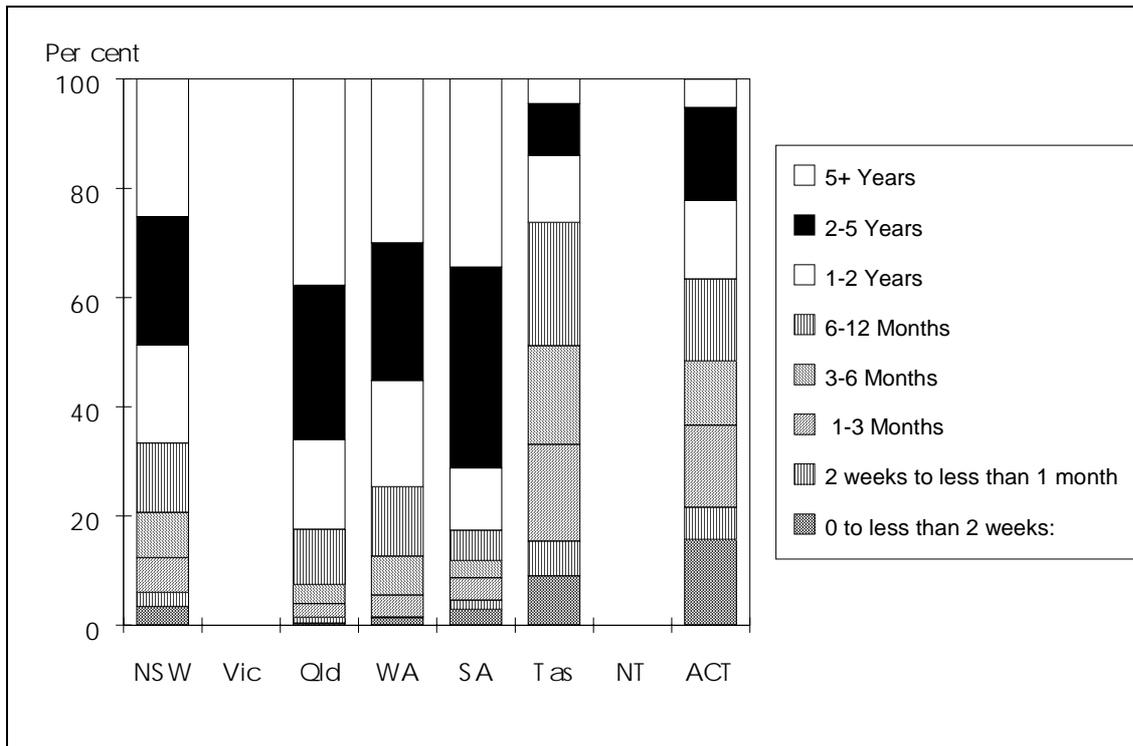
*Alternative care – summary of results*

**Length of time in care**

The time in care should be linked to the goal of the placement. Duration in care may reflect the time that children require alternative care prior to reunification with their family, or the time required in a long term stable placement.

Figure 10.8 presents a profile of time in care for those jurisdictions that were able to provide this information. In Tasmania and the ACT, at least 60 per cent of all children in care have been in care for less than one year compared with 20 to 30 per cent in the other States and Territories. This includes short periods of care, likely to be less than one month in duration, to provide respite care for carers. There is a large share of children in NSW, Queensland, WA and SA who have been in care for over 2 years.

**Figure 10.8:** Length of time in care at June 30, by jurisdiction, 1994–95



Notes: 1 No data are available for Victoria at this stage.  
 2 NT provided incomplete data.

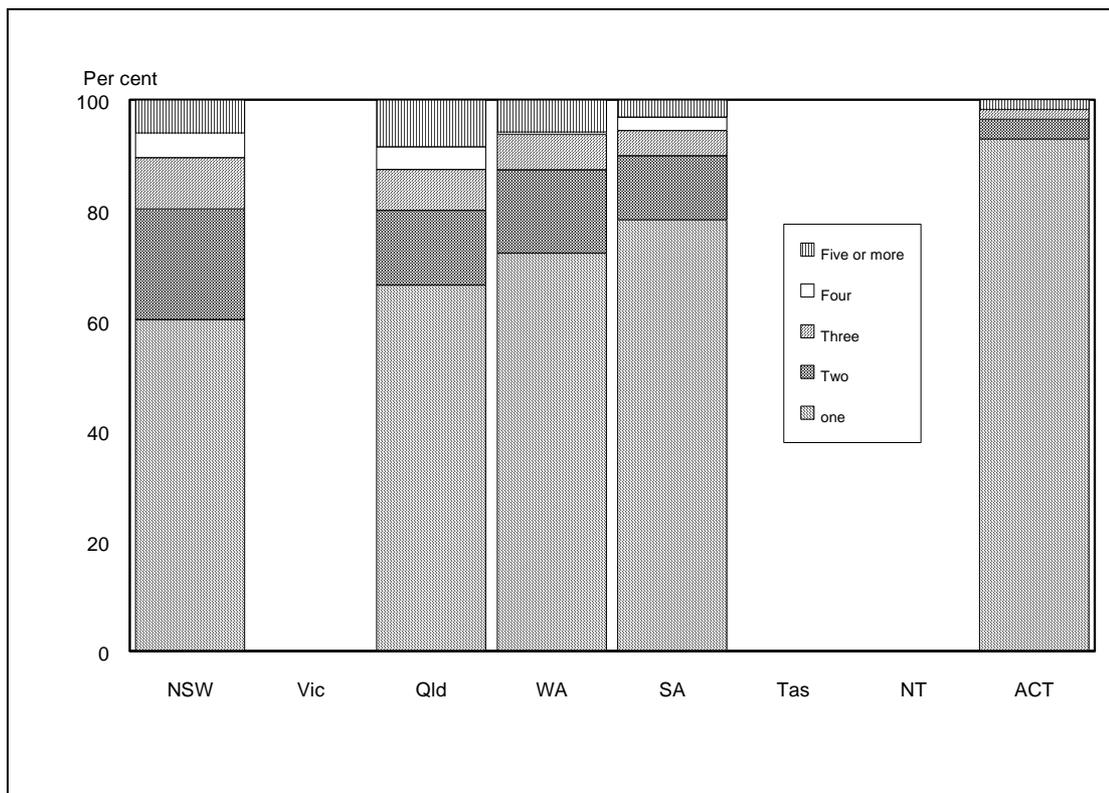
**Number of placements**

The number of placements for those in care for an entire year may indicate the degree of unplanned movements of children. However, this is clearly not

always the case: a higher number of placements may be part of an effective case management program.

Placements data for 1994–95 for the jurisdictions that could provide information are shown in Figure 10.9. The largest group of children had one placement (in the range of 80 to 90 per cent in SA and the ACT). The share of children in NSW and Queensland with three or more placements was about 20 per cent.

**Figure 10.9:** Number of placements, by jurisdiction, 1994–95, (per cent)



Note: No data are currently available for Victoria, Tasmania and the NT.

### Outcomes for children

Information on outcomes for children in terms of quality of care and the situation on exit of care is not well developed. Two indicators were developed: maltreatment while in care; and living situation on exit from care.

### Maltreatment while in care

Analysis of the information provided about maltreatment in care is not straightforward. For example, variations in recorded incidence of maltreatment

may be due to differences in estimation, for example, the method used to calculate the number of children with substantiated maltreatment, and the total number of children in care.

In addition, responsibility for the incidence of maltreatment is not always clear. There are a variety of living situations for children, such as placement with relatives and supervision of children under care and protection orders in their homes. Many children also have contacts with their relatives, including periods in their care, while in out of home placements. Clear information is not available at this stage from all jurisdictions regarding the relationship of the alleged person responsible for maltreatment and the context of the maltreatment (for example, in out of home care or at home).

The data collected indicated the following percentages of children maltreated while in care: NSW, 12 per cent; the NT, 10 per cent; and the ACT, 1 per cent. Information provided by NSW on the maltreater indicated that the shares in 1994–95 were: main caregiver (2 per cent); parent or other family member (41 per cent); and other and not recorded (57 per cent).

### **Situation on exit**

Some information was provided by NSW and the ACT on the living situation of children who left care for whom the State or Territory had been legal guardian for at least 2 years prior to exit (see Section 10.5). However, the number of children who exit care who meet these criteria is relatively small.

The 1994–95 Annual Report of the WA Department reported on goals for children and their situation on exit. The performance indicator identified that 86 per cent of children who exited care, and for whom the goal was ‘return to live with the family’, returned to their families.

Further information for Queensland, SA and WA is provided in Section 10.5 (see ‘Additional performance information’).

### **Cost data**

Alternative care cost data are not complete and not comparable. Information on total outlays were provided by NSW, Victoria, WA, Tasmania, and the ACT (see Section 10.5).

## **Crisis and supported accommodation**

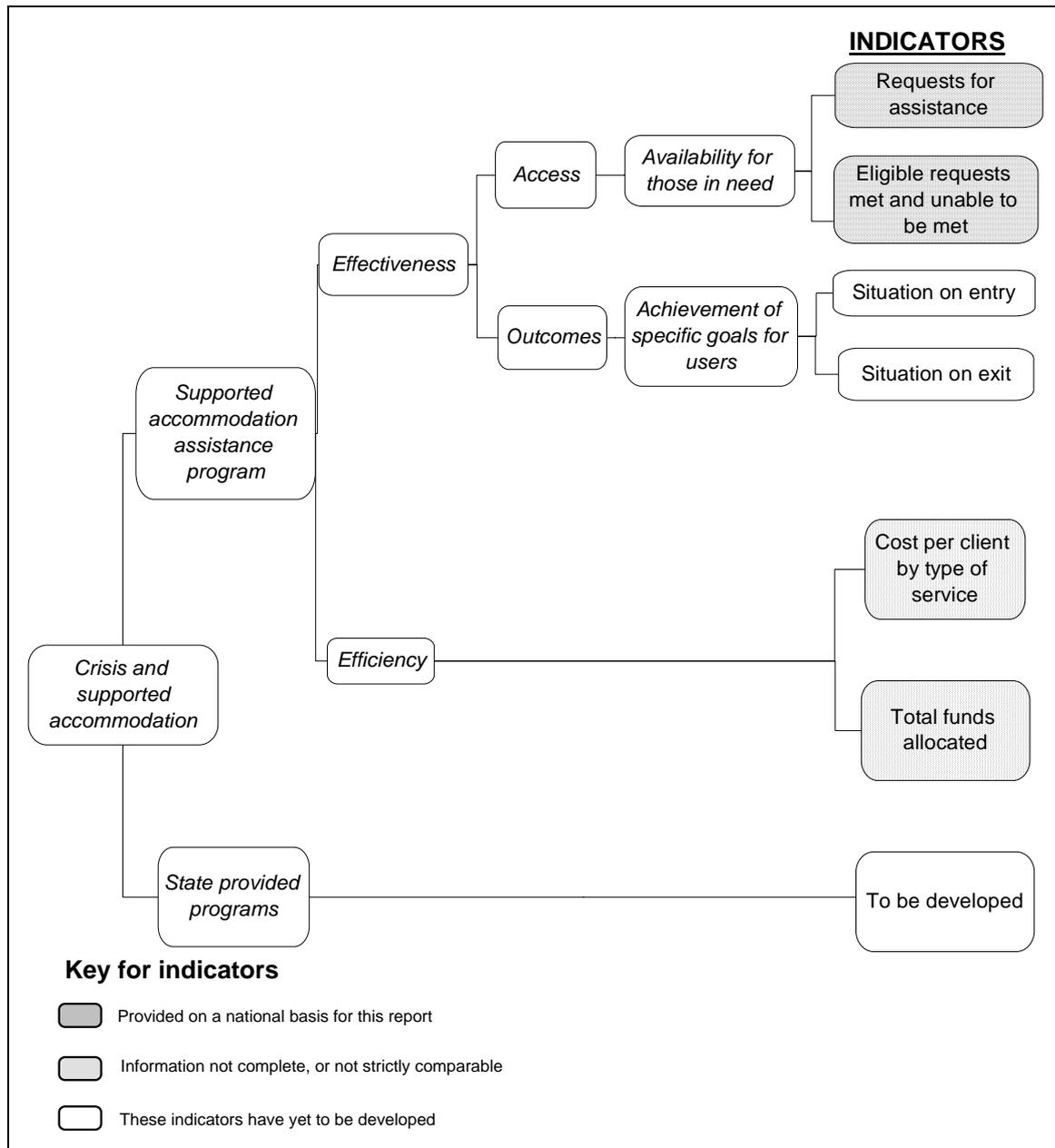
### *Indicator framework*

The initial indicator framework developed for crisis and supported accommodation is shown in Figure 10.10. At present, there is limited information on the outcomes for clients on leaving the service and data on outcomes are restricted to: the ability to meet demand; and the percentage of those entering crisis accommodation who came from other SAAP or crisis accommodation. Developments to improve this are outlined in 'Future directions' (see Section 10.4).

The present data collection has a number of shortcomings. These include:

- response rates differ between census collections. Care needs to be exercised in drawing conclusions based on variations between census periods;
- comparative figures or use of survey data should be treated with caution. Census information is a sample over a particular night or two week period, and may or may not be representative of the full year;
- influence of non respondents. For collections that have not had 100 per cent response, missing data may significantly influence the figure, including the average; and
- there may be some double counting in the data given as the census records each person presenting for accommodation each night for the two week period. The same person approaching more than one SAAP service or the same SAAP service on separate nights, would be counted separately by each SAAP service for each night. It is not possible to determine the extent of such double counting.

**Figure 10.10:** Preliminary framework of indicators for crisis and supported accommodation

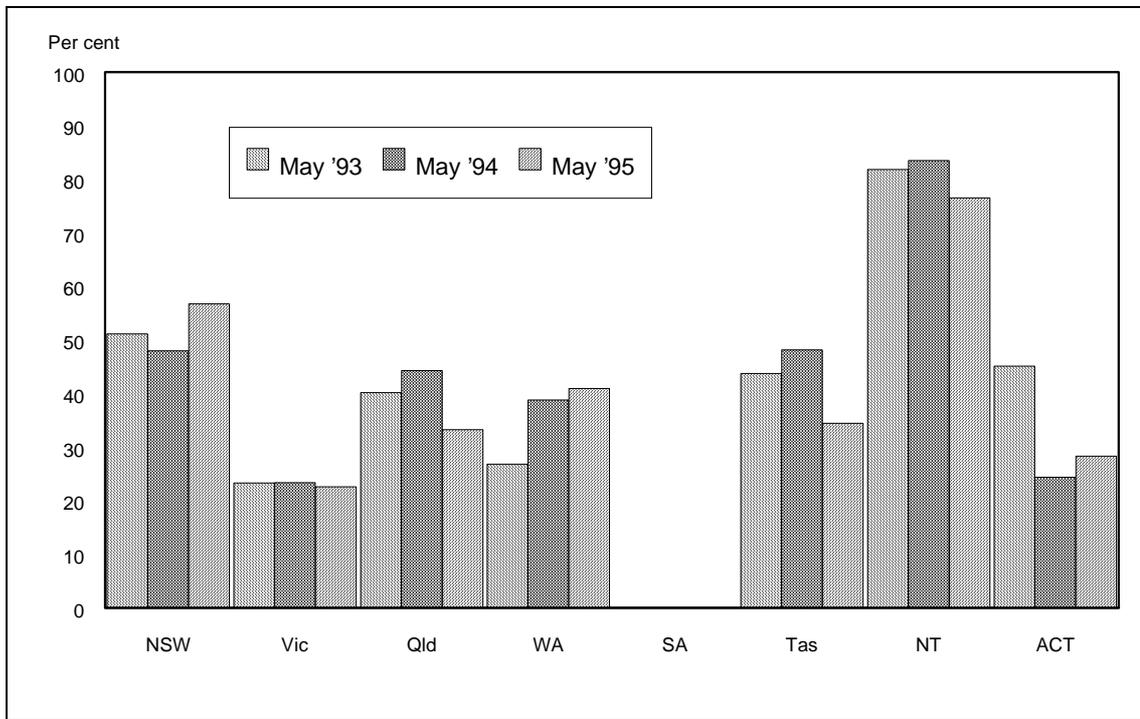


*Crisis and Supported Accommodation – summary of results*

**Ability to meet demand**

The percentage of new referrals who requested accommodation and could be accommodated in May 1993 and May 1994 are shown in Figure 10.11. NSW and the NT have the highest shares of new arrivals that could be accommodated. As noted above, there are limitations in making comparisons using these data.

**Figure 10.11:** Percentage of new arrivals that were accommodated, by jurisdiction, May 1993, May 1994 and May 1995 (per cent)

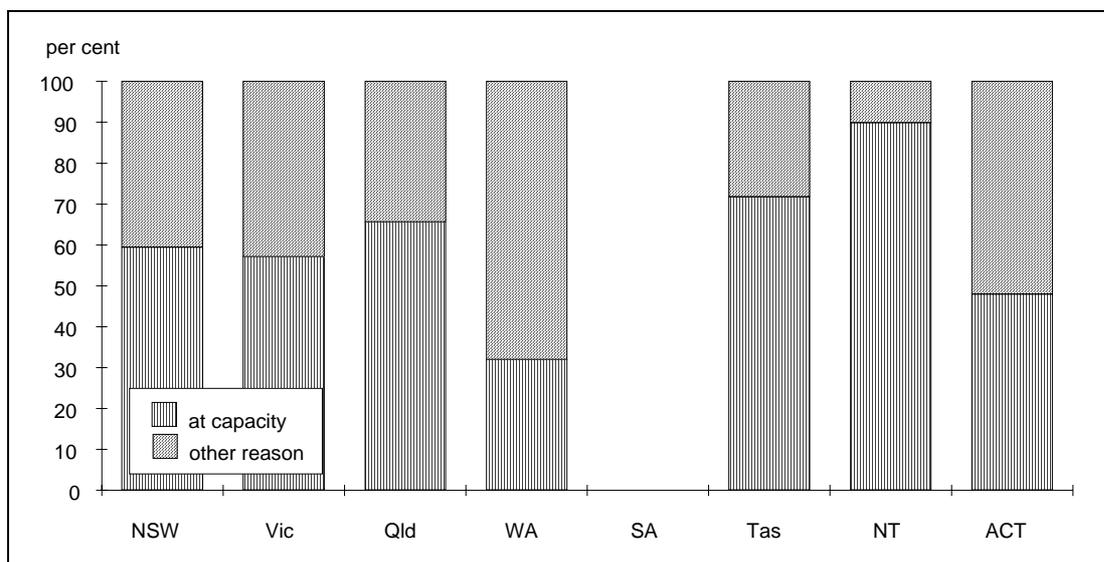


Notes 1 Victoria’s relatively low overall level of new arrivals that were accommodated reflect the practice of referring clients to other support services where this is considered appropriate. These referrals are not counted in the existing data system as reflected in Figure 10.11.

2 SA did not authorise the use of SAAP census data due to concerns about comparability and reliability.

The reasons for refusal of accommodation requests are shown in Figure 10.12.

**Figure 10.12:** Reason that requests for accommodation were unable to be met, by jurisdiction, May 1995 (per cent)

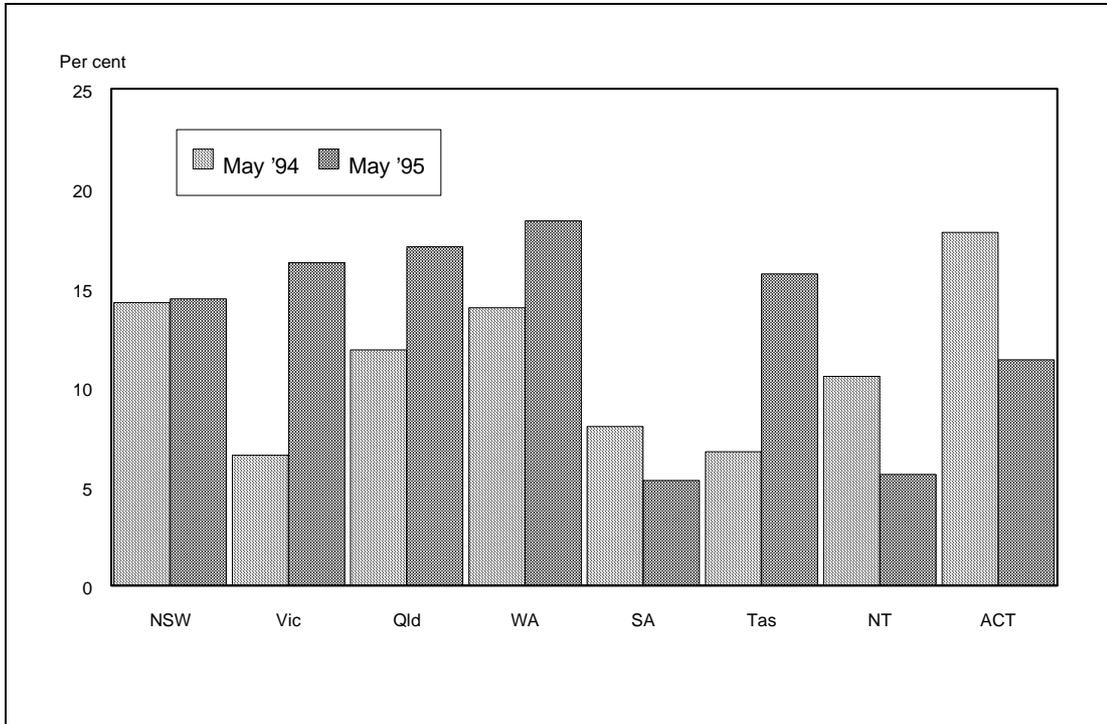


- Notes: 1 SA did not authorise the use of SAAP census data due to concerns about comparability and reliability.  
 2 'Other reason' includes 'client was not eligible'.

### Previous accommodation

Australia-wide, the average percentage of those that entered SAAP accommodation in November 1994 — whose previous accommodation was SAAP or other short term crisis accommodation — was just under 15 per cent. The data indicate that Victoria, Queensland, WA and Tasmania have above average shares. This may be part of a planned transition through SAAP services towards achieving independent living. There may be a sequential use of services to achieve this goal. Movement between services is not necessarily a negative outcome, but can be indicative of progress in moving from crisis to medium term accommodation.

**Figure 10.13:** Percentage entering SAAP services whose previous accommodation was other emergency accommodation service, by jurisdiction, May 1994 and May 1995 (per cent)



Notes: 1 SA did not authorise the use of SAAP census data due to concerns about comparability and reliability.

## Costs

Very limited data are available. The data that could be provided were total funding levels, disaggregated by target group (see Section 10.5).

## 10.4 Future directions

This section outlines the improvements that will be made in subsequent reports in terms of:

- improving the framework of indicators (including refinements to the indicators);
- refining definitions for existing indicators; and
- improving the quality and consistency of the data provided.

The lack of comparable data on the size and resources of the community services sector will be addressed over time through a number of activities. These include:

- the 1995–96 survey of the community services sector being undertaken by the Australian Bureau of Statistics;
- the ongoing work of the Australian Institute of Health and Welfare; and
- the ongoing work of specialist bodies such as the Protection and Care of Children Sub-Committee of the Standing Committee of Community Services and Income Security Administrators (for child protection and alternative care); and the Data Research Advisory Committee (DRAC) of the National SAAP Co-ordination and Development Committee (for crisis and supported accommodation).

To facilitate a co-ordinated approach, the Review will forge closer links with these bodies over the next twelve months.

### **Child protection**

The Standing Committee of Community Services and Income Security Administrators (SCCSISA) is currently examining the role of child protection services and the linkages with child and family welfare services. The developments outlined in Section 10.2 are likely to result in significant changes in child protection practice and policy which will impact on the collection and analysis of performance data. The Spring SCCSISA Conference recently endorsed the development of performance indicators which move beyond descriptors of service activity and more adequately reflect the directions in child protection. Indicator development work will involve clarifying definitions of child abuse and neglect and more clearly identifying target populations for child protection services.

Notwithstanding the difficulties outlined in this Chapter, indicators of effectiveness need to focus on outcomes for individuals.

More specifically, the following issues need addressing:

- most States and Territories do not currently collect information that links data on child protection clients with clients that are referred to other services;
- an improved focus on the middle and latter stages of child protection (for example, data on protection applications and court orders). These data were not collected for this report;
- an improved focus on adolescents;

- concerns about the appropriate role of child protection services within the spectrum of support services for families and the impact that this may have on indicators;
- the need to relate outcomes to goals in case management plans; and
- further development of cost indicators. The Victorian experience of benchmarking costs of child protection against two other States has confirmed the difficulty of clarifying the services and the various costs which could be included (for example, the definition of services and the allocation of staff time — and other joint costs — to the provision of these services).

### **Alternative care**

The outcome indicators for alternative care require on-going improvement. However, there are difficulties in framing outcomes because other factors also affect the outcomes of the care experience. A proposed strategy in the United Kingdom to capturing outcomes for children relies on individual assessment and plans across seven dimensions (for example, health, education, family, and peer relationship). Statistical outcome information could focus on the degree to which the goal of placement is achieved. For example, the indicator where the goal of placement is long term stable care, or reunification, could be the proportion of children with that goal for which this is achieved. Another indicator to consider is whether States and Territories have a process in place to review individual outcomes for children. For example, to account for constantly changing situations and the changing needs of clients, the relevant courts in Victoria review all cases with orders which require extension beyond 2 years.

The reasons for entry to care need refinement. At present there is a large ‘other’ category that does not reflect reasons for voluntary placements.

More comprehensive and consistent unit cost data are also required.

### **Crisis and supported accommodation**

A new data collection is planned to commence in 1996 with the aim of overcoming the following deficiencies of the present data collection:

- insufficient information to measure program objectives;
- potential for multiple counting of clients;
- lack of reliable data of un-met need; and
- unaccounted support services component.

Key features of the new collection will be:

- the on-going collection of data rather than intermittent censuses;
- the ability to track clients (using a confidential code) to enable reliable estimates of the number of people receiving services, and to track service usage by individual clients over time at different outlets;
- coverage of a wide range of services provided; and
- a focus on outcomes for clients. For example, data will be collected on case plans and on clients' circumstances before, and on exit from, services.

As part of the development of the new data collection, program indicators of performance have also been developed for the following objectives: resource allocation (the equitable allocation of funds to different geographic regions according to need); appropriateness (conformity of service provision to agreed quality standards); access (promotion and monitoring of strategies to ensure services are accessible to all eligible people in need); quality (promotion of quality standards and the monitoring of service providers' compliance with them); effectiveness (promotion of strategies to achieve positive client outcomes and monitoring of the extent to which the program is effective in achieving its designated program objectives); and efficiency.

A SAAP national research program is also being developed to complement the data collections and provide additional qualitative and longitudinal information. This program will include special purpose research, such as long term outcome data and case studies. Work has commenced on identifying priorities for this program which will be used to inform the development of policies, improve program management, and measure outcomes in SAAP. It is intended that the development and reporting of indicators of performance for SAAP services for this Review will link in with these developments.

## **10.5 Performance indicators by jurisdiction**

The source of the data used in the tables in this section is the jurisdiction(s) itself (themselves) unless otherwise noted.

## New South Wales - jurisdiction's own comments

“ **General:** NSW is currently implementing or planning program and cross-program reforms for all three areas discussed in this chapter. As part of the reform process it is also developing new performance indicators for the programs. Thus the information provided in response to the indicators that follow reflects past practice rather than the new NSW program directions.

**Child protection:** NSW has re-examined its child protection practice in the light of recent findings and developed new strategic directions which will maximise both the support provided to children and families and the protection of children from abuse and neglect.

These future directions recognise that, on investigation, many notifications reveal a range of concerns for children, rather than actual abuse or neglect; and that a more specialised approach is needed to address the different types of concern for the care and protection of children.

An essential feature of the new directions will be the development of effective information systems to provide data which, when appropriately reported and analysed, can underpin the development and review of program objectives and outcomes.

**Substitute care:** The essential features of the NSW reform to its substitute care system are the development of a range of services identified by means of co-ordinated area planning processes; the replacement of large state run institutions by small, flexible, localised services provided by the non-government sector; and improvements to the substitute care information base.

**Crisis support and accommodation:** Current data on SAAP is of limited applicability to the third National SAAP Agreement, under which the focus of the program will be accommodation **and** support to people who are homeless and in crisis to assist the move to independent living.

A new National SAAP data collection is due to begin in July 1996 and will provide an integrated information base on SAAP consistent with the present objectives of the program. The framework which has been developed for this purpose could also be used to generate more accurate and appropriate performance indicators than those which follow.”

## New South Wales, 1992–93 to 1994–95, child protection

**Table 10.1: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	1,448	1,453	1,457
<b>Allegations</b>					
Allegations of child abuse and neglect		2, 3	29,947	35,852	35,494
<b>Allegations investigated</b>					
Allegations investigated		2	26,728	32,235	31,837
Allegations investigated per 1000 children		2, 4	18.45	22.19	21.84
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		2	14,290	15,128	11,650
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	2, 5	30	31	30
5 years and over	%	2	68	67	70
<i>Cultural background</i>					
Aboriginal and Torres Strait Islander	%	2	7	10	10
All 'other'	%	2	93	90	90
<i>Type abuse and neglect</i>					
Physical abuse	%	2	24	25	25
Emotional abuse	%	2	30	33	33
Sexual abuse	%	2	27	22	22
Neglect	%	2	19	20	20

Notes: General: All data provided relate to children aged less than 16 (that is, 0 to 15 years inclusive).

1 At December 30.

2 1992–93 and 1993–94 data were provided by the AIHW.

3 For 1994–95, counted as per specified counting rules for this report.

4 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates.

5 Do not add to 100 per cent. In 1992–93 there were 333 children recorded with age unknown; in 1993–94, 358 children were recorded as such.

## New South Wales, 1992–93 to 1994–95, child protection

**Table 10.2: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiations</b>					
Per 1,000 resident children population		1, 2, 3, 4	10	10	8
Per number of investigations finalised	%	1, 4	55	54	55
<b>Finalisations</b>					
Per 1,000 resident children population		2, 4, 5	18	19	15
Per number of investigations	%	5	97	87	66
<b>Outcomes</b>					
Finalised cases where harm was:					
(a) confirmed and referral made to services;		6	na	na	3,636
(b) confirmed and not referred to services;		6	na	na	8,014
(c) not confirmed and referral made to services;		6	na	na	1,397
(d) not confirmed and not referred to services;		6	na	na	8,098

- Notes: 1 The number of children notified within a specified period and child maltreatment was substantiated.  
 2 Substantiation rate and finalisation rate, number children equals the number of cases.  
 3 See notes 1 and 3 in Table 10.1.  
 4 1992–93 and 1993–94 data supplied by the AIHW.  
 5 For 1994–95, cases were interpreted as the same as a count of children with completed assessments within the specified period (31 August in the following financial year). This is different from the count which the AIHW use, which is a count of allegations finalised within a specified time period (30 September in the following financial year, for investigations undertaken in 1994–95).  
 6 The disaggregation between ATSI and 'other' are: C2 - ATSI: 266, 'other': 3370; C3 ATSI: 870, 'other' 7144; C5 - ATSI: 102, 'other': 1295; C6: ATSI- 590, 'other' -7508.

## New South Wales, 1992–93 to 1994–95, child protection

**Table 10.3: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%	1	87	86	100
Benchmark (working days) for State for investigation and finalisation			28	28	28
Mean number of working days from notification to commencement by category of urgency:					
(a) within 1 day;		2, 3	na	na	0
(b) within 2 to 5 days;		2, 3	na	na	6
(c) in more than 5 days;		2, 3	na	na	na
The average period from notification to commencement for all cases investigated		2, 3	na	na	10.1
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where child abuse and neglect was again substantiated within:					
(a) 6 months;	%	4, 5	12	11	na
(b) 6 to 12 months;	%	4, 5	6	5	na
(c) 12 months to 2 years	%	4, 5	6	na	na

- Notes: 1 Response time relative to benchmark. This relates to the number of children for whom an allegation was investigated within 28 days.
- 2 For 1994–95, 87 per cent were completed within 1 day, and 95 per cent were completed within 5 days. This relates to the number of children for whom an allegation was investigated and where the investigation commenced (face to face interview with the child) according to the urgency (priority) assigned. Median counts, rather than mean was used for counts because of the confounding influence of a small number of extreme scores.
- 3 In 1994–95, 87 per cent of cases were completed within one day (urgency category 1) and 95 per cent of cases within 2 to 5 days (urgency categories 2 and 3).
- 4 Counted as per specified counting rules. Unable to count backward counts as specified because of an error in the specification supplied. The specifications did not account for the time necessary to close registered cases. Because registered cases may be closed more than one year an initial allegation, the forward and backward counts are not comparable.
- 5 Calculated using the forward approach.

## New South Wales, 1992–93 to 1994–95, child protection

**Table 10.4: Costs**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total costs for child protection per 1000 children	\$	1	na	na	na

Note: 1 See 'Additional performance information' Section.

## New South Wales, 1992–93 to 1994–95, alternative care

**Table 10.5: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care			4,730	5,504	4,385
Total number of children entering care per 1000 children			3	4	3
Reason for entering care:					
(a) substantiated abuse and neglect;			786	951	575
(b) death of parents;			23	40	30
(c) other			3,921	4,513	3,780
<b>Total number of children in care</b>		1	4,753	5,472	5,984

Note: 1 At June 30.

## New South Wales, 1992–93 to 1994–95, alternative care

**Table 10.6: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:					
0 to less than 2 weeks;	1, 2		168	192	206
2 weeks to less than 1 month	1, 2		95	141	153
1 to less than 3 months;	1, 2		298	361	379
3 to less than 6 months;	1, 2		330	507	497
6 to less than 12 months;	1, 2		545	610	760
1 year to less than 2 years;	1, 2		623	830	1,075
2 years to less than 5 years	1, 2		1,189	1,248	1,407
5 or more years	1, 2		1,505	1,583	1,507
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:					
1 placement;	1		2,641	3,074	3,597
2 placements;	1		386	282	1,199
3 placements;	1		110	127	559
4 placements;	1		61	75	265
5 or more placements	1		119	103	364
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:					
(a) in education and training and/or paid employment;	1, 3		na	na	na
(b) supported by social security primarily	1, 3		na	na	na
(c) returned home;	1		24	32	19
(d) found permanent alternative accommodation and/or living independently;	1		18	22	16
(e) other	1		17	24	33

Notes: 1 Counted as per specified counting rules for the report.

2 As at June 30.

3 Unable to provide data.

## New South Wales, 1992–93 to 1994–95, alternative care

**Table 10.7: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Maltreatment while in care</b>					
Proportion of children maltreated while in care	%	1	12	12	10

Note: 1 Unable to count this. NSW have counted allegations investigated relating to a child while in care. The actual type of abuse is not recorded by the system. The maltreatment may have occurred considerably before the allegation was made (that is, when previous maltreatment was discovered — an allegation would still be made at the time of discovery).

**Table 10.8: Unit cost**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:		1			
(a) residential care;	\$		na	na	na
(b) foster care;	\$		na	na	na
(c) other	\$		na	na	na

Note: 1 Total budget supplied. See 'Additional performance information' Section.

## New South Wales, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.9: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and		1	9,774	8,696	8,035
(b) support		1	na	na	na

Source: SAAP Two Week Census.

Note: 1 Data for each date and represent the total number of new arrivals requesting accommodation at the services for each night during the census collection period.

## New South Wales, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.10: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Demand</b>					
Accommodation requests that were:					
(a) met;		1	5,001	4,177	4,563
(b) unable to be met		1	4,773	4,519	3,472
Support requests that were:					
(a) met;		1	na	na	na
(b) unable to be met		1	na	na	na
Accommodation requests un-met, because:					
(a) service was at capacity;		1	3,422	2,702	2,063
(b) other reasons		1	1,351	1,817	1,409
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	1, 2	14	14	14

Source: SAAP Two Week Census ;and SAAP One Night Censuses in May 1993, May 1994 and May 1995

Note: 1 See note 1 in Table 10.9.

2 Percentage of people entering SAAP accommodation whose previous accommodation was SAAP or other short term crisis accommodation.

**Table 10.11: Approved funding level**

<i>Indicator</i>	<i>Units</i>	<i>Notes 1993–94</i>
Youth	\$' 000	1,898
Domestic violence	\$' 000	2,325
Families	\$' 000	415
Single women	\$' 000	404
Single men	\$' 000	108
Multiple	\$' 000	705
<b>Total</b>	<b>\$' 000</b>	<b>5,855</b>

## New South Wales, additional performance information

NSW provided cost data on the four main programs included in this chapter.

**Table 10.12: Staffing numbers and expenditure by program**

	<i>Notes</i>	<i>Units</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>	<i>1995-96<sup>1</sup></i>
<b><i>Child protection</i></b>						
Staffing (number)		FTE	599	672	684	722
Recurrent expenses for:						
direct services	2	\$m	34.0	43.2	48.5	na
funded services	2	\$m	2.1	2.4	2.4	na
<b>Total</b>			<b>36.1</b>	<b>45.6</b>	<b>50.9</b>	<b>na</b>
<b><i>Substitute care</i></b>						
Staffing (number)		FTE	720	715	674	619
Recurrent expenses for:						
direct services	2	\$m	55.5	62.5	68.4	na
funded services	2	\$m	13.9	17.1	22.8	na
<b>Total</b>			<b>69.4</b>	<b>79.6</b>	<b>91.2</b>	<b>na</b>
<b><i>Crisis and support accommodation</i></b>						
Staffing (number)		FTE	19	57	57	57
Recurrent expenses for:						
direct services	2	\$m	2.0	4.2	4.2	na
funded services	2	\$m	67.0	78.3	56.9	na
<b>Total</b>			<b>69.0</b>	<b>82.5</b>	<b>61.1</b>	<b>na</b>
<b><i>Support for families</i></b>						
Staffing (number)		FTE	156	195	202	202
Recurrent expenses for:						
direct services	2	\$m	10.4	67.8	14.8	na
funded services	2	\$m	43.4	14.5	49.6	na
<b>Total</b>			<b>53.8</b>	<b>53.3</b>	<b>64.4</b>	<b>na</b>

Source: NSW Department of Community Services

Notes: 1 Forecast

2 Accrual data

### Victoria - jurisdiction's own comments

“ Victoria has reservations about the capacity of some of the indicators included in this chapter to properly reflect the efficiency and effectiveness of Victorian services. For example the indicators do not cover work with children subject to statutory orders. Victoria also believes that counting rules for some areas require refinement. Nevertheless Victoria recognises the value of this report as a first step towards accurate, nationally comparable data on service provision in this important area.

Victoria's actual outlays in child protection and alternative care for 1994–95 were \$40.3 million and \$78.3 million respectively. \$14.8 million was added to the child protection budget during 1993–94 and 1994–95 (representing an increase of 47%) and \$4.5 million was added to the alternative care budget (providing a further 242 places) to accommodate the increasing demands on these services as a result of the introduction of mandatory reporting in 1993.

Placement and support services (alternative care) in Victoria are provided by H&CS (32% in dollar terms) and non-government organisations (68%). Approximately 77% of placements are in various categories of home based care and 23 per cent in residential care. Significant service redevelopment was undertaken in 1993-95 to redistribute the imbalance in funding from high cost residential care services to lower cost home based care services. Continuing redevelopment is occurring to obtain a greater and more cost effective mix of services; to direct funds to clients rather than services; and to achieve a more equitable allocation of resources across the State.

Victoria's supported accommodation and assistance client data collection has operated since 1991 and provides part of the basis for the development of the new National SAAP Data Collection. The Victorian system provides information on the number of clients assisted, their characteristics and the nature of assistance provided (*see also 'Additional performance' data*)

Victoria has a number of strategies to ensure the effectiveness and efficiency of services for individuals and families in crisis. These include: the development of a client focused, output based funding system for placement and support services; upgrading the KIDS data systems (*see also additional performance data*); re-development of the Adolescent Services System; a comprehensive review of workload in child protection resulting in the streamlining of staffing to give a better mix of workers in child protection teams and a greater capacity to contract out cases; and the further development of key performance indicators and outcome measures through funding and service agreements with the non-government sector.”

## Victoria, 1992–93 to 1994–95, child protection

Table 10.13: Descriptors

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	1,069	1,065	1,062
<b>Allegations</b>					
Allegations of child abuse and neglect		2, 3	19,344	26,622	31,619
<b>Allegations investigated</b>					
Allegations investigated		4, 5	9,898	15,144	15,616
Allegations investigated per 1000 children		5, 6	9.26	14.22	14.70
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		4	4,089	5,253	7,326
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	4, 7	34	36	33
5 years and over	%	4, 7	65	64	67

Notes: 1 At December 30.

2 1992–93 and 1993–94 data were provided by Victoria.

3 The number of allegations has increased at a faster rate in Victoria than in other States and Territories. This is due to the introduction of mandatory reporting of Doctors, Nurses and Police on 4 November 1993, and teachers on 18 July 1994. The introduction of mandatory reporting coincided with significant media coverage of child protection and this also significantly influenced reporting rates. Victorian number of allegations per 1000 population are also higher than for some jurisdictions. This in part reflects the comprehensive nature of the computerised data collection system (CASIS) which counts all referrals of child abuse.

4 1992–93 and 1993–94 data were provided by the AIHW.

5 The number of investigations in Victoria is significantly lower than the number of allegations. This reflects an emphasis on gate keeping which encourages investigation by protective services only of cases involving serious abuse and neglect. Victoria's data also reflect only face to face investigations whereas some other jurisdictions count phone enquires as investigations. This tends to underestimate the Victorian investigations in comparison to other jurisdictions.

6 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates.

7 These figures may not add to 100 per cent due to the age of some children being recorded as unknown. In 1992–93, there were 30 children age not known, and 19 children in 1993–94.

## Victoria, 1992–93 to 1994–95, child protection

**Table 10.14: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<i>Cultural background</i>					
Aboriginal and Torres Strait Islander	%	1	3	3	3
All 'other'	%	1	97	97	97
<i>Type abuse and neglect</i>					
	%				
Physical abuse	%	1	28	30	29
Emotional abuse	%	1	30	30	34
Sexual abuse	%	1	14	11	9
Neglect	%	1	28	29	28

Note: 1 See note 4 on Table 10.13.

**Table 10.15: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiations</b>					
Per 1,000 resident children population		1, 2	4	5	7
Per number of investigations finalised	%	2	42	40	47
<b>Finalisations</b>					
Per 1,000 resident children population		1, 2	9	12	15
Per number of investigations	%	2	98	87	99
<b>Outcomes</b>					
Finalised cases where harm was:					
(a) confirmed and referral made to services;			na	na	na
(b) confirmed and not referred to services;			na	na	na
(c) not confirmed and referral made to services;			na	na	na
(d) not confirmed and not referred to services;			na	na	na
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%		52	68	70
Benchmark (working days) for State for investigation and finalisation			28	28	28

Note: 1 See notes 1 and 6 in Table 10.13.

2 1992–93 and 1993–94 data were provided by the AIHW.

## Victoria, 1992–93 to 1994–95, child protection

Table 10.16: Effectiveness

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Mean number of working days from notification to commencement by category of urgency:					
(a) within 1 day;			na	na	na
(b) within 2 to 5 days;			na	na	na
(c) in more than 5 days;			na	na	na
The average period from notification to commencement for all cases investigated		1	np	2.6	2.8
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where further child maltreatment was substantiated within:					
(a) 6 months;	%	2	6.7	4.0	np
(b) 6 to 12 months;	%	2	7.9	5.6	np
(c) 12 months to 2 years	%	2	10.0	np	np

Note: 1 In 1993–94, 90 per cent of cases were finalised within 5 days and in 1994–95, 91 per cent of cases were finalised within 5 days.

2 Victorian repeat maltreatment data relate to further maltreatment after the case has been closed. It does not include repeat maltreatment while the case is open and the client is receiving a service; hence it understates the incidence of further harm.

Table 10.17: Costs

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total costs for child protection per 1000 children	\$000	1	na	na	na

Note 1 See 'Additional performance information' Section.

**Victoria, 1992–93 to 1994–95, alternative care****Table 10.18: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care			na	na	na
Total number of children entering care per 1000 children			na	na	na
Reason for entering care:					
(a) substantiated abuse and neglect;	1		1,337	2,442	2,664
(b) death of parents;			na	na	na
(c) other			na	na	na
<b>Total number of children in care</b>	<b>2</b>		<b>3,453</b>	<b>3,510</b>	<b>3,702</b>

Notes: 1 These children are classified as 'legal'.

2 At 30 June. These are capacity figures based on targets for providers. Refer to Victoria's 'Additional performance information' Section for information on placement and support clients.

General note: A major redevelopment of financial and budgetary systems, the 'KIDS' data system, is currently in progress and will result in the introduction of Output Based Funding in July 1996. Once operational this system will have a better capacity to deliver the quantitative data requested by the Working Group for this report.

## Victoria, 1992–93 to 1994–95, alternative care

Table 10.19: Effectiveness

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:					
0 to less than 2 weeks;			na	na	na
2 weeks to less than 1 month			na	na	na
1 to less than 3 months;			na	na	na
3 to less than 6 months;			na	na	na
6 to less than 12 months;			na	na	na
1 year to less than 2 years;			na	na	na
2 years to less than 5 years			na	na	na
5 or more years			na	na	na
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:					
1 placement;			na	na	na
2 placements;			na	na	na
3 placements;			na	na	na
4 placements;			na	na	na
5 or more placements			na	na	na
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:					
(a) in education and training and/or paid employment;			na	na	na
(b) supported by social security primarily			na	na	na
(c) returned home;			na	na	na
(d) found permanent alternative accommodation and/or living independently;			na	na	na
(e) other			na	na	na
<b>Abuse while in care</b>					
Proportion of children abused while in care.	%		na	na	na

**Victoria, 1992–93 to 1994–95, alternative care****Table 10.20: Unit cost**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:		1			
(a) residential care;	\$		na	na	na
(b) foster care;	\$		na	na	na
(c) other	\$		na	na	na

Note: 1 Refer to Victoria's 'Jurisdictions own comments' Section.

**Victoria, 1991-92 to 1994–95, crisis and supported accommodation****Table 10.21: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>Sept 94</i>	<i>June 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and		1	3,336	3,006	3,694
(b) support		1	np	np	np

Source: SAAP Two Week Census.

Note: 1 Data for each date represent the total number of new arrivals requesting accommodation at the services for each night during the census collection period.

## Victoria, 1991-92 to 1994-95, crisis and supported accommodation

**Table 10.22: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>Sept 94</i>	<i>June 95</i>
<b>Demand</b>					
Accommodation requests that were:					
(a) met;		1	778	703	837
(b) unable to be met		1	2,558	2,303	2,857
Support requests that were:					
(a) met;		1	np	np	np
(b) unable to be met		1	np	np	np
Accommodation requests un-met, because:					
(a) service was at capacity;		1	1,077	1,295	1,631
(b) other reasons		1	1,481	1,008	1,226
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	1, 2	3	7	16

Source: SAAP Two Week Censuses; and SAAP One Night Censuses in May 1993, May 1994 and May 1995

Note: 1 See note 1 on Table 10.21.

2 Percentage of people entering SAAP accommodation whose previous accommodation was SAAP or other emergency accommodation.

**Table 10.23: Approved funding level**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992-93</i>	<i>1993-94</i>	<i>1994-95</i>
Youth	\$' 000		12,634	15,511	17,295
Domestic violence	\$' 000		8,214	8,873	9,767
Single women	\$' 000		1,101	1,045	1,349
Single men	\$' 000		3,215	3,103	3,401
Multiple	\$' 000		8,269	10,558	11,365
<b>Total</b>	<b>\$' 000</b>		<b>33,433</b>	<b>39,090</b>	<b>43,177</b>

## **Victoria, additional performance information**

### *Bench marking Project*

Victoria recently initiated a bench marking study of their Child Protection Service against two other States. The project examined and compared the distribution of resources and costs across five core stages of child protection work but did not include the cost of services provided to support child protection such as Placement and Support Services or prevention programs. The report of the project represents a preliminary attempt to introduce bench marking methodology to child protection services. It provides indicative information on the level of resourcing of child protection in the participating States, the relative costs of the service in each State, and the distribution of resources and costs across the five identified stages of child protection work.

The key results of the study were:

- Victoria has a higher rate of notification for the 0-17 year age group than the other two States; however the cost of screening notifications was substantially lower than for either of the bench marking partners;
- Victoria has a lower rate of investigation: however the average cost per investigation undertaken was substantially lower than the cost in Partner One but substantially higher than the cost in Partner Two;
- Victoria's expenditure for both application and intervention activities (that is, court related activity and case management of protective orders) and the average cost per activity were higher than those of the bench marking partners;
- the likelihood of an investigation in Victoria leading to an application to a court is higher; and
- the likelihood of an application in Victoria leading to a new order was higher than Partner One and than for Partner Two.

The Bench marking study indicates strongly that the overall structure and resourcing of the Victorian child protection program is not greatly different from the two partners.

### *Supported Accommodation and Assistance*

In 1992–93 Victorian SAAP services accommodated 10,327 adults and 4,736 accompanying children. By comparison, in 1993–94, Victorian SAAP services accommodated a total of 12,932 adults and 7,534 accompanying children.

### **Victoria, additional performance information**

The Victorian SAAP has undertaken a number of initiatives to improve the efficiency and effectiveness of services since 1993. These include:

- the introduction of standards of service delivery in 1993 and interim standards of management in 1994;
- introduction of productivity standards in 1994–95 service agreements (requiring funded full-time positions to support a defined minimum number of clients);
- funding of information technology to most funded services by 1995 to support more efficient financial and case management and communication;
- on-going training development strategy involving the definition of key competencies, providing the basis of the training needs analysis;
- key policy work on the reconciliation of young people with their families, case management, program and service linkages and regional strategy framework;
- contribution to the national review of SAAP 2 and the definition of SAAP 3 (for example, case management, outcome definition, performance measurement);
- a comprehensive review of the service system in 1994 (with resultant \$4.7 million funding to implement key recommendations including the highest priority service gaps in each region, allocating grants by tendering, and introducing paid management into services of sufficient size, linked to amalgamations);
- re-development of Domestic Violence services (involving the doubling of outreach support services); and
- ongoing redevelopment of the three main night shelters in Melbourne; and
- completion of the triennial review of each funded service in 1995.

## Victoria, additional performance information

### *Alternative care*

**Table 10.24:** Alternative care, type of service by year, 1992–93 to 1994–95

<i>Type</i>	<i>Units</i>	<i>Note</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Facility based placement		1	973	890	744
Home based placement		1	2,055	2,150	2,441
Support based services		1	425	470	517
<b>Total</b>		<b>1</b>	<b>3,453</b>	<b>3,510</b>	<b>3,702</b>

Notes: 1 At June 30. These are capacity figures based on targets for providers.

2 During the period 1992–93 to 1994–95, service development in Victoria has emphasised home based care and diversionary strategies. This has reduced the dependency on residential care services.

**Table 10.25:** Age of cohort by share

<i>Age cohort</i>	<i>Units</i>	<i>Notes</i>	<i>Share of total</i>
0 - 4	%		26
5 - 11	%		37
12 - 16	%		34
17+	%		1
Not known	%		1
<b>Total</b>	<b>%</b>	<b>1</b>	<b>100</b>

Note: 1 Figures may not add due to rounding

## Queensland - jurisdiction's own comments

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**General:** Queensland acknowledges the preliminary nature of the performance indicators employed for this report but views as problematic a performance assessment system which relies solely on the performance indicator data. This data will raise a number of questions about performance that can only be answered through in depth evaluation which utilises a range of data sources. The unique nature of each jurisdiction's demography also needs to be taken into account. It will effect the demands for services and the nature of the service response. In Queensland's case the relatively high proportion of Aboriginal people and Torres Strait Islanders in its population combined with a dispersed settlement pattern and high growth rates provide complex challenges for human service provision. Queensland is developing a monitoring, evaluation and review framework to collect performance data across a wide range of programs to improve its capacity to assess performance.

**Child protection:** Queensland is currently conducting a major review of child protection policy and legislation. This review will result in major reforms to legislation, service delivery and information technology. The average response times to notifications of suspected child abuse and neglect is 8 to 10 days. This is partially explained by delays in completing forms and central data entry. In future client data will be entered directly by service delivery staff which will enable recording practice issues to be addressed. Queensland is also currently examining its re-abuse rate. The increase in 1993–94 may relate to major increases in workload which occurred in 1992–93 and 1993–94. Additional resources were provided in 1993–94 but the impact on practice would not be immediately apparent.

**Alternative care:** The higher proportion of children in alternative care for more than two years is due to definitional differences between jurisdictions. Queensland uses a much narrower definition than that adopted by the Working Group. As a result its figures are much lower than other jurisdictions and the periods in care tend to be longer as voluntary placements are not included. The variation in placement times between jurisdictions also reflects differences in legislation and the range of dispositions available to Children's Courts across jurisdictions. The limited range of orders available in Queensland will be addressed in the proposed changes to legislation.

**Crisis and supported Accommodation:** Queensland conducts an ongoing monthly aggregate data collection in addition to the national data collections. Data are collected for both accommodation and non-accommodation services. Data from the national collections have been used in this report, rather than material from the Queensland collection, for comparability reasons.

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## Queensland, 1992–93 to 1994–95, child protection

**Table 10.26: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	782	795	808
<b>Allegations</b>					
Allegations of child abuse and neglect		2	8,496	11,100	13,900
<b>Allegations investigated</b>					
Allegations investigated		2, 3	8,496	10,672	12,406
Allegations investigated per 1000 children		3, 4	10.87	13.42	15.36
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		2	2,743	3,127	3,851
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	2	33	35	33
5 years and over	%	2	67	65	67
<i>Cultural background</i>					
Aboriginal and Torres Strait Islander	%	2	16	17	17
All 'other'	%	2	84	83	83
<i>Type abuse and neglect</i>					
Physical abuse	%	2	40	40	37
Emotional abuse	%	2	16	16	16
Sexual abuse	%	2	10	7	6
Neglect	%	2	34	37	41

- Notes: 1 At December 30. Note that in Queensland a young person aged 17 and under may be the subject of a notification of abuse and neglect.
- 2 1992–93 and 1993–94 data were provided by the AIHW. For Queensland an allegation equates to a notification of abuse and neglect.
- 3 Allegations investigated equates to cases notified excluding those where protective advice was given. From 1993–94, the Department provides advice and support and acts as a consultant on child protection matters to the public, family members, community agencies, and other government departments. Protective advice was the response to 428 allegations in 1993–94 and 1494 in 1994–95.
- 4 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates

## Queensland, 1992–93 to 1994–95, child protection

Table 10.27: Effectiveness

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiations</b>					
Per 1,000 resident children population		1, 2	4	4	5
Per number of investigations finalised	%	2	36	36	35
<b>Finalisations</b>					
Per 1,000 resident children population		1, 2	10	11	14
Per number of investigations	%	2	89	80	88
<b>Outcomes</b>					
Finalised cases where harm was:					
(a) confirmed and referral made to services;			na	na	na
(b) confirmed and not referred to services;			na	na	na
(c) not confirmed and referral made to services;			na	na	na
(d) not confirmed and not referred to services;			na	na	na
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%	3	91	46	75
Benchmark (working days) for State for investigation and finalisation			30	30	30

Notes: 1 See notes 1 and 4 in Table 10.26.

2 1992–93 and 1993–94 data were provided by the AIHW.

3 In 1993–94 there was an increase in the notification rate in Queensland which had major resource implications. In addition, there was clarification of a practice regarding the management of child protection investigations. This included new practice directions in Queensland, involving Youth Homelessness protocol, Shared Family Care and the provision of protective advice as a response to allegations of abuse and neglect.

## Queensland, 1992–93 to 1994–95, child protection

**Table 10.28: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Average number of days from notification to commencement was:					
(a) within 1 day;		1	na	na	na
(b) within 2 to 5 days;		1	na	na	na
(c) in more than 5 days;		1	na	na	na
The average period from notification to commencement for all cases investigated		1	3.1	15.5	8
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where child abuse or neglect was again substantiated within:					
(a) 6 months;	%	2	15.9	16.4	25.4
(b) 6 to 12 months;	%	2	5.2	5.8	5.6
(c) 12 months to 2 years	%	2	6.8	5.8	6.7

Notes: 1 The majority of notifications in Queensland result in the investigation commencing either the same day or the next. The percentages are as follows: 1992–93, 62 per cent; 1993–94, 60.7 per cent; and 1994–95, 57.5 per cent.

2 The method of estimation used is 'backwards'.

**Table 10.29: Costs**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total costs for child protection per 1000 children	\$	1	na	na	na

Note: 1 The current structure of work groups with responsibility for child protection services is a single work group consisting of a manager and a number of staff who have responsibility for both child protection and juvenile justice service delivery. Detailed budget information is available at this level. However, it is not yet available at a program level. With the establishment of Juvenile Justice within the Department, the type of information sought, relating to costs of child protection will become more accessible.

## Queensland, 1992–93 to 1994–95, alternative care

Table 10.30: Descriptors

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care	1		493	526	na
Total number of children entering care per 1000 children			1	1	na
Reason for entering care:					
(a) substantiated abuse and neglect;			na	na	na
(b) death of parents;			na	na	na
(c) other			na	na	na
<b>Total number of children in care</b>	2		2,970	2,947	2,958

Notes: 1 Of those children that entered alternative care in 1992–93 and 1993–94, the number that entered ‘as legal’ were 371 and 412, respectively. The data provided used the definition of ‘as legal’ to be those children placed under the guardianship of the Director-General (that is, those children placed on care and protection or care and control orders for protective reasons); those children that entered as ‘non-legal’ had guardianship retained by the parent or guardian.

2 At 30 June.

General note: The information supplied by Queensland does not comply with the definition requested by the Working Group. Figures included represent those children who had a protective order at 30 June for each of the relevant years. The figures provided for this document do not agree with those previously provided to the AIHW. This arises from the additional information that was requested by the Working Group which necessitated an additional set of figures from the database. As the database is continually updated, information has added with changes for the figures for 30 June. The usual definition of statistics provided for alternative care used within Queensland, is children under protective orders who are placed away from home with approved care providers or in residential funded through the Alternative care and Intervention Services Program. A Shared Family Care collection has been developed in this state which will ultimately be able to provide information relating to children who are in alternative care arrangements but who do not have a protective order. This information collected relates to all non-government shared family care arrangements. These children are currently excluded from the information provided.

## Queensland, 1992–93 to 1994–95, alternative care

**Table 10.31: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:					
0 to less than 2 weeks;			18	29	11
2 weeks to less than 1 month			9	36	31
1 to less than 3 months;			78	103	75
3 to less than 6 months;			109	123	103
6 to less than 12 months;			263	250	300
1 year to less than 2 years;			412	420	486
2 years to less than 5 years			999	917	835
5 or more years			1,082	1,069	1,117
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:					
1 placement;			1,965	1,979	1,964
2 placements;			399	396	401
3 placements;			213	239	219
4 placements;			114	130	121
5 or more placements			279	203	253
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:					
(a) in education and training and/or paid employment;	%		na	na	na
(b) supported by social security primarily	%		na	na	na
(c) returned home;	%		na	na	na
(d) found permanent alternative accommodation and/or living independently;	%		na	na	na
(e) other	%		na	na	na
<b>Abuse while in care</b>					
Proportion of children abused while in care.	%		na.	na.	na.

## Queensland, 1992–93 to 1994–95, alternative care

**Table 10.32: Unit cost**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:					
(a) residential care;	\$	1	na	na	na
(b) foster care;	\$	1	na	na	na
(c) other	\$	1	na	na	na

Note: 1 Queensland is unable to provide on definitions available. 1993–94 funds were Alternative Care Intervention Services Program (\$9.2 million), Receiving, Assessment, Placement and Therapy (\$1.4 million), Disability programs (\$49.7 million), Emergency 24 hour care (\$0.3 million).

## Queensland, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.33: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and		1	3,338	3,209	3,400
(b) support		1	na	na	na

Source: SAAP Two Week Census data.

Note: 1 Represent the total number of new arrivals requesting accommodation at the services for each night during the census collection period. These do not represent the number of individual people requesting accommodation as the same people could be requesting accommodation on more than one occasion.

## Queensland, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.34: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>Nov 94</i>	<i>June 95</i>
<b>Demand</b>					
Accommodation requests that were:					
(a) met;		1	1,342	1,423	1,131
(b) unable to be met		1	1,996	1,786	2,269
Support requests that were:					
(a) met;		1	na	na	na
(b) unable to be met		1	na	na	na
Accommodation requests un-met, because:					
(a) service was at capacity;		1	1,142	1,173	1,490
(b) other reasons		1	854	613	779
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	1, 2	11	12	17

Source: SAAP Two Week Census; and SAAP One Night Census in May 1993, May 1994 and May 1995.

Note: 1 See note 1 in Table 10.33.

2 Represent the percentage of people entering SAAP accommodation whose previous accommodation was SAAP or other short term crisis accommodation.

**Table 10.35: Approved funding level**

<i>Indicator</i>	<i>Units</i>	<i>Notes 1993–94</i>
Youth	\$' 000	7,860
Domestic violence	\$' 000	7,779
Families	\$' 000	2,249
Single women	\$' 000	375
Single men	\$' 000	2,370
Multiple	\$' 000	4,594
<b>Total</b>	<b>\$' 000</b>	<b>25,227</b>

## **Queensland, additional performance information**

### **Child protection research**

In 1994–95, Queensland has undertaken two major research projects aimed at reviewing practise and more clearly identifying the outcomes of child protection statutory intervention:

- a comprehensive analysis of the needs of children subject to statutory intervention and the extent to which those needs are met by the child protection system; and
- an examination of departmental practice in intervening with Aboriginal and Torres Strait Islander children and families. This research aims to more clearly identify the issues leading to the need for intervention and the impact of such intervention.

The findings of these two pieces of research are currently being finalised and will be available in early 1996.

### **Alternative care: transition from care**

An evaluation of the Transition From Care program (TFC) undertaken in 1991 and 1993 found that the young people who participated in the program became progressively better prepared for independence over the period of the study.<sup>11</sup> The TFC was developed by the Queensland Department of Family and Community Services, with the aims of assisting young people in care to develop the skills necessary to move toward successful independence, and to ensure that on-going supportive networks are in place when the young person leaves care. The young people on the program were considered ‘high risk’ because of experiences of abuse and neglect, high degree of mobility, many placements, lack of support networks in the community, and a lack of participation in employment, education or training. Young people were referred to the program, but had to decide whether or not to become involved. On average, participation in the program was for four to six months.

The TFC had identified ten key areas that were crucial for successful independence following alternative care. These were: situation factors (income, accommodation, employment/training/education, helping agency network); social factors (family networks, social networks); and personal factors (practical living skills, relationship/social issues, personal issues, parenting issues).

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<sup>11</sup> Wilson, Waterhouse, Simons, Prichard, Moerara, Dorrough (1994)

### **Queensland, additional performance information**

The study measured the progress made in each of the ten target areas. Status was measured at the time of referral (pre-program), at exit from program (ex-program), and six to 12 months after the program (post-program). There were 49 participants.

The main findings were:

- *income* At referral, 57 per cent had an appropriate income. Ex-program this increased to 88 per cent, and to 90 per cent post program;
- *accommodation* On referral, 49 per cent were in stable or very stable accommodation. Ex-program this rose to 73 per cent and to 84 per cent post-program;
- *employment, education and training* On referral, 55 per cent were unemployed. There was little change in these figures at ex-program (49 per cent), and post-program (53 per cent);
- *helping agency network* Young people increased their ability to access services of welfare agencies independently over the period of evaluation; and
- *family and social network* A significant number experienced a strengthening of family relationships and social networks during the evaluation period.

### **SAAP users consultations, 1993**

The Supported Accommodation Assistance Program (SAAP) underwent a National Evaluation in 1993. As part of the Queensland contribution to the evaluation of the program in the State, the views of service users were sought through a client survey in the areas of:

- access and referral;
- operation of services;
- childrens' needs;
- exit options; and
- outcomes.

The project was undertaken through face to face interviews with both present and past users of SAAP services. The project was also overseen by a Steering Committee with representation from the then Queensland Department of Health, Housing, Local Government and Community Services, and non-government organisations. The consultations involved 29 services, with a total of 148 clients

### **Queensland, additional performance information**

interviewed. Of these, 33 were past users of services and 155 were present clients.

The key findings of the survey indicate that while there was general satisfaction with SAAP services, there were some areas that people felt could be enhanced.

#### **“Our own place” - Needs and preferences of older homeless persons on Queensland SAAP services**

Funding was allocated in the 1992–93 financial year to undertake a study into the needs and preferences of older homeless people in SAAP services in Queensland known as “Our own place” and to provide advice on longer term supported accommodation options for this group on alternative forms of crisis accommodation and other services where appropriate.

The study involved gathering and analysing information obtained from a variety of sources including current data collection systems and a telephone census of service providers. Submissions were sought from key government and non-government organisations, and consumer representative bodies. Service providers and service users were interviewed and included both metropolitan and non-metropolitan services, accommodation and non-accommodation services, current and former clients of SAAP and users of day and meals centres.

Key outcomes from this study included recommendations relating to the need for an integrated approach to planning of services for older homeless people; restructuring of existing services to recognise the support progression of clients; development of a case management approach; increased service options for older homeless women, couples, Aboriginal and Torres Strait Islander people, people from non-English speaking backgrounds, and disabled or frail aged. Recommendations were also made in relation to staff training and development, new approaches to funding, and to acknowledge the needs and preferences of older homeless people.

## Western Australia - jurisdiction's own comments

### *Child Protection*

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Western Australia is in a transition stage examining and making improvements to its child protection system. It was considered inappropriate to provide data that did not reflect the new directions. Information about recent study and development is included under **ADDITIONAL PERFORMANCE INFORMATION**.

**Alternative care indicators:** Western Australia implemented a new Information System on December 1 1994. This provides increased ability to use alternative care data. Incorporation of new concepts in recording placement information, makes comparison with previous years more difficult. WA has an active alternative care private sector. Placements made with such agencies, either privately or through Family and Children's Services (FCS), are now recorded so that "whole of sector" information and indicators will be available. With respect to the indicators, the following general comments need to be made: **(1)** The number of movements within care is not necessarily indicative of poor performance - goals and movements need to be linked if inferences about performance are to be made. **(2)** The options offered for "reasons for entry into care" need to be expanded to be useful. A recent study of WA information showed that for under 10s, 60% of entries were for "care giver cannot care adequately", "care giver physical illness", "care giver psychiatric illness" and "respite for care giver" while for the children over ten, 42% of the reasons related to "care giver/carer conflict", "homelessness"; and "behavioural problems". If at-home services could prevent entry, especially for young children, indicators around preliminary work with family prior to entry could be explored. **(3)** Where children are placed is important to the quality of the care experience. Placements within the family or extended family are often preferred and the extent that this is obtained should be a performance indicator (see WA additional performance information) **(4)** Indicators need to be developed that reflect the existence of and compliance with formal case planning mechanisms which are a key element of quality practice. WA is looking at developing such an indicator. **(5)** Whilst most children in care have one or 2 placements (87%), a small but significant number are difficult to place or to maintain in a placement (6% had 5 or more placements). The needs of these children are different and perhaps a subset of indicators is required. **(6)** Caution needs to be made in comparing the data across states because of different Legislation/policies and counting rules, (eg respite for foster carers may be considered a new placement by some but not all states).

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## Western Australia, 1992–93 to 1994–95, child protection

Table 10.36: Descriptors

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	431	433	435
<b>Allegations</b>					
Allegations of child abuse and neglect		2	4,979	7,835	6,237
<b>Allegations investigated</b>					
Allegations investigated		2	4,979	6,609	4,326
Allegations investigated per 1000 children		2, 3	11.55	15.27	9.94
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		2,	1,519	1,830	1,430
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	2, 4	32	34	np
5 years and over	%	2, 4	67	66	np
<i>Cultural background</i>					
Aboriginal and Torres Strait Islander	%	2	25	27	np
All 'other'	%	2	75	73	np
<i>Type abuse and neglect</i>					
Physical abuse	%	2, 4, 5	33	34	38
Emotional abuse	%	2, 4, 5	4	5	5
Sexual abuse	%	2, 4, 5	32	24	23
Neglect	%	2, 4, 5	30	36	34

Notes: 1 At December 30.

2 1992–93, 1993–94: data provided by the AIHW; 1994–95: Department for Community Development, Annual Report 1994–95

3 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates.

4 Numbers may not add up to 100 per cent due to rounding.

5 See note 2. Type of abuse and neglect: 144 cases 'not recorded' in 1994–95.

## Western Australia, 1992–93 to 1994–95, child protection

**Table 10.37: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiations</b>					
Per 1,000 resident children population		1, 2	4	4	3
Per number of investigations finalised	%	1	31	30	np
<b>Finalisations</b>					
Per 1,000 resident children population		1	12	14	np
Per number of investigations	%	1	100	92	np
<b>Outcomes</b>					
Finalised cases where harm was:					
(a) confirmed and referral made to services;			np	np	np
(b) confirmed and not referred to services;			np	np	np
(c) not confirmed and referral made to services;			np	np	np
(d) not confirmed and not referred to services;			np	np	np
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%		np	np	np
Benchmark (working days) for State for investigation and finalisation			na	na	na
The percentage of cases where the period from notification to commencement by category of urgency was:					
(a) within 1 day;	%	3	np	np	50
(b) within 2 to 5 days;	%	3, 4	np	np	83
(c) in more than 5 days;	%	3	np	np	np
The average period from notification to commencement for all cases investigated	%	3	np	np	np
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where child abuse or neglect was again substantiated within:					
(a) 6 months;	%	5	np	np	np
(b) 6 to 12 months;	%	5	np	np	np
(c) 12 months to 2 years	%	5	np	np	np

Notes: 1 See note 2 in Table 10.36.

2 See note 3 in Table 10.36.

3 The Department has developed child protection response times which are based on the risk to the child and the need for the child's safety. Priority response times between 1 and 5 days are identified.

4 The response time shown for 2 to 5 days is cumulative and includes 'within 1 working day'.

5 See 'Additional performance information' Section.

## Western Australia, 1992–93 to 1994–95, child protection

**Table 10.38: Costs**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total costs for child protection per 1000 children	\$000	1	np	np	np

Note: 1 See 'Additional performance information' Section.

## Western Australia, 1992–93 to 1994–95, alternative care

**Table 10.39: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care		1	1,592	1,738	1,229
Total number of children entering care per 1000 children					
Reason for entering care:		2			
(a) substantiated abuse and neglect;			217	219	218
(b) death of parents;		3	11	25	12
(c) other			1,364	1,494	999
<b>Total number of children in care</b>		4	na	na	1,258

Note: 1 Department for Community Development, Annual Report, 1994–95. There are more reasons for entering care than actual children as some children have repeat entries.

2 In WA the number of children recorded as entering care includes 17–18 year olds. This will inflate entries as compared with other States. Only Departmental placements, including those in departmental and private agency services, are recorded. Private placements with agencies are not included in this count.

3 The 1994–95 figure for 'death of parents' is derived from the WA reason for entry 'no guardian'.

4 A census of children in 'out of home care' at June 30, 1995. Includes privately placed children with NGOs. Covers departmental foster, country support hostels, education hostels, departmental group homes, non-government, SAAP and other placements. (Department for Community Development Annual Report, 1994–95).

**Western Australia, 1992–93 to 1994–95, alternative care****Table 10.40: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:					
0 to less than 2 weeks;	1	na	na	na	15
2 weeks to less than 1 month	1	na	na	na	1
1 to less than 3 months;	1	na	na	na	43
3 to less than 6 months;	1	na	na	na	76
6 to less than 12 months;	1	na	na	na	136
1 year to less than 2 years;	1	na	na	na	208
2 years to less than 5 years	1	na	na	na	269
5 or more years	1	na	na	na	321
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:					
1 placement;	2	na	na	na	529
2 placements;	2	na	na	na	111
3 placements;	2	na	na	na	47
4 placements;	2	na	na	na	3
5 or more placements	2	na	na	na	43

Notes: 1 At 30 June.

2 Only departmental placements, including those in departmental and private agency services are recorded — private placements with agencies are not included in this count.

## Western Australia, 1992–93 to 1994–95, alternative care

### Table 10.41: Effectiveness

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:		1			
(a) in education and training and/or paid employment;			na	na	na
(b) supported by social security primarily			na	na	na
(c) returned home;			na	na	na
(d) found permanent alternative accommodation and/or living independently;			na	na	na
(e) other			na	na	na
<b>Abuse while in care</b>					
Proportion of children abused while in care.	%		na	na	na

Note: 1 Data on attainment of goals on exit from care are provided in the 'Additional performance information' Section.

### Table 10.42: Unit cost:

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:		1			
(a) residential care;	\$		na	na	na
(b) foster care;	\$		na	na	na
(c) other	\$		na	na	na

Note: 1 Refer to 'Additional performance information' Section

## Western Australia, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.43: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>May 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and			2,285	1,754	1,632
(b) support			na	na	na

Source: SAAP Two Week Census.

Note: 1 Represent the total number of new arrivals requesting accommodation at the services for each night during the census collection period.

**Table 10.44: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>May 95</i>
<b>Demand</b>					
Accommodation requests that were:					
(a) met;		1	613	681	672
(b) unable to be met		1	1,672	1073	960
Support requests that were:					
(a) met;		1	na	na	na
(b) unable to be met		1	na	na	na
Accommodation requests un-met, because:					
(a) service was at capacity;		1	1,118	606	307
(b) other reasons		1, 2	554	467	653
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	1, 3	13	14	18

Source: SAAP Two Week Census, and SAAP One Night Censuses in May 1993, May 1994 and May 1995.

Note: 1 See note 1 in Table 10.43.

2 Includes 'client not eligible'.

3 Percentage of people entering crisis accommodation whose previous accommodation was emergency accommodation.

## Western Australia, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.45:** Approved funding level

<i>Indicator</i>	<i>Units</i>	<i>Notes 1993–94</i>
Youth	\$' 000	np
Domestic violence	\$' 000	np
Families	\$' 000	np
Single women	\$' 000	np
Single men	\$' 000	np
Multiple	\$' 000	np
<b>Total</b>	<b>\$' 000</b>	<b>np</b>

## Western Australia, additional performance information

### Protection and care of children: evaluation of trends

WA has responded to the exponential growth in allegations (a national and international trend) by commissioning detailed research of child protection data for the period 1989–90 to 1993–94. The major findings of the study were:

- despite the enormous rise in allegations there was no corresponding increase in actual harm to children;
- many of the reports were concerned with parenting difficulties, social disadvantage and community perceptions of the standard of care;
- despite the rise in allegations there was no similar rise in services received; and
- it was evident that in many cases investigation was the wrong type of response and a more appropriate response had to be developed. Departmental staff were themselves requesting that better ways of dealing with child maltreatment allegations be developed.

### **Western Australia, additional performance information**

The response to the findings has been to trial a new system, between 1 June 1995 and 31 August 1995. 'Concerns about children' which require assessment and support services are distinguished from alleged maltreatment of children where investigation and child protection service is an appropriate response. This aims to separate reports of general concern about children and their families from those which indicate children have suffered or are at risk of serious harm and/or injury. For those families where there is general concern, the Department is developing a series of support programs for parents and families.

District Offices reported that before the trial began in June, the research findings had an impact. There was more careful consideration of what constituted child maltreatment and closer consideration of individual family circumstances to ensure disadvantaged families were supported. This new approach is reflected in 1994–95 data which show a drop in child maltreatment allegations — the first in five years. The number dropped 20 per cent from 7,749 in 1993–94 to 6,237 in 1994–95. Confirmed maltreatment investigated by the Department also decreased across all types of maltreatment. This latter result is linked to clearer criteria being developed for substantiation of maltreatment.

The evaluation of these new directions is currently under consideration for possible State-wide implementation.

### **Protection and care of children (effectiveness indicators)**

These indicators are derived from the WA Department's 1994–95 Annual Report.

#### **1. The extent to which children are protected from further harm as shown by:**

- the proportion of allegations responded to within one working day, two working days, and five working days. Of those allegations made to the Department in 1994–95 that warranted investigation, 50 per cent were responded to within one working day. Sixty six per cent were responded to within two working days and 83 per cent were responded to within five working days.

The Department has developed child protection response times which are based on the risk to the child and the need to determine the child's safety. Priority response times between 1 and 5 days are identified.

## Western Australia, additional performance information

### 2. The extent to which protection of children is achieved within the family as evidenced by:

- the fact that 89 per cent of children with substantiated maltreatment in 1993–94 were able to remain safely at home during 1994–95 for 12 months (365 days) following the substantiated allegation. This represents 1376 children. The department aims to enable children to live with their families, where this can be achieved safely.

### 3. The extent to which children who cannot live with their families experience quality out of home or alternative care and continuity of relationships and return to live with family where this is appropriate, as evidenced by:

- the number and proportion of children placed with extended family members during the year.

In 1994–95, 20 per cent of foster and family placements were made with relatives of the children. This equates to 383 placements. This excludes group or hostel placements.

Four hundred and forty eight children, comprising 86 per cent of children with a goal of family reunification, left care to live with their families during 1994–95.

- the number and proportion of foster carers who provided placements that have been appropriately assessed.

In 1994–95, 1,653 placements were made with foster carers and of these, 85 per cent had been fully or partially assessed. This equates to 1,408 placements.

Where children are not placed with ‘professional foster carers’, but are placed with relatives or people otherwise known to the child, a full assessment prior to placement is often not appropriate. It is preferred that children are placed with someone who is familiar to them and full assessment occurs only when placement is for a substantial period of time.

It is, therefore, appropriate that of the 280 placements made with these ‘particular’ carers, 102 or 36 per cent were fully assessed with almost all of the others having been partially assessed.

- **degree to which goals for children were met.** Of the 523 children who entered care with a goal of ‘living with family’, 448 (86 per cent) left care to return to their families.

## **Western Australia, additional performance information**

Protection and Care of Children (efficiency indicators)

The measures of efficiency itemised below include direct costs only. The Department is in the process of developing total costing.

**1. The direct care cost per week for children in departmental foster care including the extent to which foster care subsidies are linked to the cost of caring for children as identified by the Australian Institute of Family Studies (AIFS).**

This will include the direct cost of subsidies, regular allowance and other placement costs. This cost does not include staffing costs.

Direct care costs are closely linked to the type of need and services required by children and variations in costs are to be expected.

In 1994–95, the average direct care cost of children in foster care was approximately \$131 per week. The cost range is from \$67 to \$467. For children under 13, the average cost was \$115 and for children over 13 the average cost was \$168.

In 1994–95 the department completed the final stage of a three year phased linking of foster care subsidies to the benchmark identified by the Australian Institute of Family Studies as the cost of caring for a child.

### **Expenditure data**

Annual Report data on recurrent expenditure in 1994–95 for the protection and care of children program include:

- protective intervention and treatment           \$11 million;
- supported care   \$28.4 million;
- family and community support                 \$32.4 million; and
- prevention and development                   \$30 million.

These costs include the allocation of some corporate services expenditure.

### **Child protection (evaluation of services)**

The Department funds non-government organisations (NGOs) and private practitioners through the Child Sexual Abuse Treatment Services Scheme (CSATSS). It provides a range of therapeutic services to assist children, individuals, and families where intra familial child sexual maltreatment has occurred. Funding in 1994–95 was about \$500,000. In 1995 an outcome

### **Western Australia, additional performance information**

evaluation of the CSATSS was conducted. Consumers were surveyed with the majority (86 per cent) finding the services they received 'very helpful' or 'extremely helpful' in addressing their personal problems. The majority of parents (76 per cent) rated the treatment services received by their children as 'very helpful' or 'extremely helpful' in assisting them to deal with their experiences.

### **Alternative care (expenditure)**

About \$5.58 million was provided in 1994–95 to fund out of home care agencies for placement, prevention and family reunification services for children.

## South Australia - jurisdiction's own comments

“**Child protection:** The Children's Protection Act 1993 provides a legislative framework which ascribes a high value to partnership, family support, and maintaining children in their immediate family, and within the networks of kin, culture, and community, wherever possible. South Australia has the oldest and most extensive system of mandatory notification in Australia, the impact of which can be seen in the relatively high rate of allegations and investigations per thousand. Allegations, investigations and substantiations have all increased in recent years, although the rate of substantiation is increasing at a slower rate than that of allegations and investigations. This suggests an increase in the reporting of concerns, rather than simply the incidence of abuse, and a significant increase in workload. South Australia is considering a re-configuration of child protection services in light of these trends, and in a desire to improve effectiveness.

**Alternative care:** All but a small number of emergency placements in South Australia are accessed through, and supervised by, the Department. Both Government and Non Government agencies provide placements, the great majority of which are in foster care. The system is currently undergoing major restructure which will lead to, among other things, increased diversification of care options, and the establishment of a central brokerage and data monitoring service which will facilitate placement access, and ensure high quality data collection.

**Data source:** The performance information for child protection and alternative care have been derived from the Department's computerised client information system. The quality of this data is compromised by two major factors: 1) entries often require subjective judgements, and there are unavoidable variations in the way items are interpreted and recorded; 2) not all relevant data is entered onto the system. This is particularly so for alternative care, where significant transactions, eg. the moves of a child between placements may be unrecorded.

**Crisis and supported accommodation:** Under SAAP, 66 services, with approximately 300 outlets, are funded to provide services to homeless people. Although SA has participated in the annual census of these services, this data is not provided, due to variable rates of participation and problems of data quality, which render the data non-comparable. A separate data base has recently been established for metropolitan youth agencies, and extensive and reliable statistics will become available with the National Data Collection in 1996.”

## South Australia, 1992–93 to 1994–95, child protection

**Table 10.46: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	340	340	340
<b>Allegations</b>					
Allegations of child abuse and neglect		2, 3	6,239	6,644	7,110
<b>Allegations investigated</b>					
Allegations investigated		4	5,736	6,158	6,954
Allegations investigated per 1000 children		4	16.88	18.11	20.44
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		5	1,824	2,077	2,547
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	5, 6	24	24	30
5 years and over	%	5, 6	71	70	66
<i>Cultural background</i>					
Aboriginal and Torres Strait Islander	%	5	7	11	9
All 'other'	%	5	93	89	91
<i>Type abuse and neglect</i>					
Physical abuse	%	5, 7	41	39	36
Emotional abuse	%	5, 7	14	14	7
Sexual abuse	%	5, 7	29	28	21
Neglect	%	5, 7	16	20	32

Notes: 1 At December 30.

2 1992–93 data were provided by the AIHW, 1993–94 and 1994–95 were provided by SA.

3 Allegations and notifications are not terms that are used in SA. Data are not recorded for these categories. Data provided are for the number of intakes where the presenting problem is assessed to be child protection. More than one child may be included in each intake.

4 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates.

5 1992–93 and 1993–94 data were provided by the AIHW.

6 Data may not add up to 100 per cent due to a number of children being recorded 'age not known': 87 children in 1992–93, 118 in 1993–94, and 59 in 1994–95.

7 In 1994–95 there were 74 children for which the type of maltreatment was not recorded.

## South Australia, 1992–93 to 1994–95, child protection

**Table 10.47: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiation rate</b>					
Per 1,000 resident children population		1, 2	5	6	7
Per number of investigations finalised	%	2	38	38	40
<b>Finalisation rate</b>					
Per 1,000 resident children population		1, 2	14	16	19
Per number of investigations	%	2	84	90	92
<b>Outcomes</b>					
Finalised cases per 1000 children where harm was:					
(a) confirmed and referral made to services;			na	na	na
(b) confirmed and not referred to services;			na	na	na
(c) not confirmed and referral made to services;			na	na	na
(d) not confirmed and not referred to services;			na	na	na
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%		na	na	na
Benchmark (working days) for State for investigation and finalisation			na	na	na
Mean number of working days from notification to commencement by category of urgency:					
(a) within 1 day;			na	na	na
(b) within 2 to 5 days;			na	na	na
(c) in more than 5 days;			na	na	na
The average period from notification to commencement for all cases investigated			na	na	na
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where further maltreatment was substantiated within:					
(a) 6 months;	%		9.8	10.0	na
(b) 6 to 12 months;	%		na	na	na
(c) 12 months to 2 years	%		na	na	na

Notes: 1 See notes 1 and 4 in Table 10.46.

2 1992–93 and 1993–94 data were provided by the AIHW.

## South Australia, 1992–93 to 1994–95, child protection

**Table 10.48: Costs**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total costs for child protection per 1000 children	\$		na	na	na

## South Australia, 1992–93 to 1994–95, alternative care

**Table 10.49: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care			846	765	724
Total number of children entering care per 1000 children			2	2	2
Reason for entering care:					
(a) substantiated abuse and neglect;		1	136	100	81
(b) death of parents;		2	3	1	0
(c) other		3	707	664	643
<b>Total number of children in care</b>		4	1,199	1,242	1,217

Notes: 1 The numbers of children who entered care in 1992–93, 1993–94, and 1994–95 that were classified as 'legal' were: 55, 32, and 15, respectively.

2 These children were all classified as 'non-legal'.

3 The numbers of children who entered care in 1992–93; 1993–94; and 1994–95 that were classified as 'non-legal' were: 647; 615; and 613 respectively.

4 At 30 June.

## South Australia, 1992–93 to 1994–95, alternative care

**Table 10.50: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:					
0 to less than 2 weeks;	1		26	22	35
2 weeks to less than 1 month	1		11	21	21
1 to less than 3 months;	1		49	55	50
3 to less than 6 months;	1		65	54	38
6 to less than 12 months;	1		87	95	68
1 year to less than 2 years;	1		273	144	139
2 years to less than 5 years	1		372	483	448
5 or more years	1		316	368	420
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:					
1 placement;			941	1,011	952
2 placements;			116	133	141
3 placements;			63	44	56
4 placements;			30	30	30
5 or more placements			49	24	38
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:					
(a) in education and training and/or paid employment;			na	na	na
(b) supported by social security primarily			na	na	na
(c) returned home;			na	na	na
(d) found permanent alternative accommodation and/or living independently;			na	na	na
(e) other			na	na	na
<b>Abuse while in care</b>					
Proportion of children abused while in care.	%		na	na	na

Note: 1 At June 30.

## South Australia, 1992–93 to 1994–95, alternative care

**Table 10.51: Unit cost**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:					
(a) residential care;	\$		na	na	na
(b) foster care;	\$		na	na	na
(c) other	\$		na	na	na

## South Australia, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.52: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>Sept 94</i>	<i>May 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and		1	np	np	np
(b) support		1	np	np	np

Note: 1 SA did not authorise the use of SAAP census data in the Report due to concerns about comparability and reliability.

## South Australia, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.53: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>Sept 94</i>	<i>May 95</i>
<b>Demand</b>					
Accommodation requests that were:					
(a) met;		1	np	np	np
(b) unable to be met		1	np	np	np
Support requests that were:					
(a) met;		1	np	np	np
(b) unable to be met		1	np	np	np
Accommodation requests un-met, because:					
(a) service was at capacity;		1	np	np	np
(b) other reasons		1	np	np	np
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	1	np	np	np

Note: 1 See note 1 in Table 10.52.

**Table 10.54: Approved funding level**

<i>Indicator</i>	<i>Units</i>	<i>Notes 1993–94</i>
Youth	\$' 000	6,500
Divorced	\$' 000	3,832
Families	\$' 000	1,144
Single women	\$' 000	186
Single men	\$' 000	1,692
Multiple	\$' 000	449
<b>Total</b>	<b>\$' 000</b>	<b>13,803</b>

## **South Australia, additional performance information**

### *Alternative care*

In 1993 the Department of Family and Community Services (DFACS) conducted a survey of adolescents under the guardianship of the Minister. The survey found:

- the average number of placements experienced by each child during their time in care was 15.8 for city dwellers and 14.7 for rural dwellers;
- 69.7 per cent presented with a positive self concept, whilst 19.3 per cent described themselves in negative or dubious terms; and
- the adolescents had infrequent contact with their family. The more placements a young person experienced, the less likely they were to have contact with their family of origin.

In 1994–95 research was conducted concerning children in care under short term agreements (up to 6 months). The study included both qualitative and quantitative data. Findings included:

- parents often viewed alternative care as an important and necessary support service;
- most of the parents interviewed were satisfied with the quality of care their children received. The majority, however, did not feel that they received adequate information concerning their child whilst they were in care, and were dissatisfied with the degree to which they were consulted and involved in decisions about their child;
- children experienced on average 2.2 placements during the period, with 45 per cent experiencing more than one placement. Children in regular contact with their families were more likely to have stable placements than those who did not;
- of the survey sample, 34 per cent returned home after their voluntary placement. For those children remaining in care, reunification was intended for 47 per cent and not intended for 35 per cent; and
- the qualitative aspect of research made it clear that outcome evaluation in alternative care is complex and multi faceted, and client evaluations of success may be very different to those of professionals. Remaining in care may be the best outcome for some children and their parents; returning home does not necessarily equate with success.

## **South Australia, additional performance information**

### *Crisis and supported accommodation*

The one night census of SAAP services in May 1994 (in which 72 per cent of services participated) identified 510 clients who spent the night in crisis accommodation. Of those people:

- 8 per cent were Aboriginal and Torres Strait Islanders;
- 30 per cent were accompanied by children;
- 43 per cent entered the accommodation from previous emergency accommodation and/ or had no fixed address;
- 17 per cent entered the services from hostel accommodation;
- 42 per cent from private rental;
- 17 per cent entered the services from hostel accommodation;
- 42 per cent from private rental; and
- 17 per cent from a home they owned, or were buying.

Most people had stayed for 12 weeks or less in their previous accommodation.

### Tasmania - jurisdiction's own comments

“ The current legislation is the *Child Protection Act 1974* and the *Child Welfare Act 1960*. These are to be replaced by *Children and Their Families Bill*, currently at the drafting stage. During the reporting period Child and Family Services operated with two arms of service delivery, one providing child protection and the other child welfare services.

Investigations of abuse were allocated to Child Protection Officers, who are authorised by the Child Protection Board and employed by the Department of Community and Health Services. Child Protection Officers report at weekly meetings to Regional Assessment Committees, which are multi disciplinary and multi agency committees and to whom the Board has delegated some of its functions such as assessment of cases and initiation of legal proceedings.

Children's Services Workers investigated allegations of neglect under the Child Welfare Act. They also provided case management services to children and their families following the finalisation of investigations of abuse if further intervention was required.

Alternative care services are provided for children and families on a short term or long term basis when a child is no longer able to live with his/her natural family. These services are provided in family group homes and through a variety of foster care services. Carers are recruited, assessed, trained, supported and reviewed by departmental staff. Carers receive payment through fortnightly board payments based on the age of the child in care, with the capacity to provide extra payments for children with special needs or challenging behaviours. Some alternative care is provided by the non-government sector with funding provided through a grants program and board payments to individual children.

In anticipation of the implementation of the proposed legislation and with the aim of providing an improved service to families by identifying and meeting their needs better, Child and Family services is moving towards a single entry point to the Department through an intake and assessment process. The outcome of the contact may be: provision of information; referral to other agencies, both government and non-government; family needs assessment which includes needs of the family as well as safety of the child; or investigation where a child/children is suspected to be at risk of harm or neglect.

During the reporting period two data systems existed — the Child Welfare Information System and the Child Protection System. Since July 1 1995 the two systems have been integrated and this will result in improved collection of information to inform policy and practice development and more relevant information for management.”

## Tasmania, 1992–93 to 1994–95, child protection

**Table 10.55: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	122	121	121
<b>Allegations</b>					
Allegations of child abuse and neglect		2	1,666	1,807	1,690
<b>Allegations investigated</b>					
Allegations investigated		2	1,598	1,639	1,672
Allegations investigated per 1000 children		3, 4	13	14	14
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		2, 5	416	424	352
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	2, 6	22	19	20
5 years and over	%	2, 6	74	66	66
<i>Cultural background</i>					
Aboriginal and Torres Strait Islander	%		3	2	na
All 'other'	%		97	98	na
<i>Type abuse and neglect</i>					
Physical abuse	%	2, 7	48	49	54
Emotional abuse	%	2, 7	4	11	4
Sexual abuse	%	2, 7	34	36	29
Neglect	%	2, 7	14	4	4

Notes: 1 At December 30.

2 1992–93 and 1993–94 data were provided by the AIHW.

3 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates.

4 The total number of investigations refers to when a report of child abuse or neglect has been alleged and a decision is reached that an investigation is warranted. Consultations are not counted.

Mandatory reporting: under the Child Protection Order 1977, a number of professionals are mandated to report abuse and neglect of children, such as: social workers, probation officers, school principals, child carers, medical practitioners, Family and Child Health nurses, psychologists.

5 Cases given an outcome of 'substantiated' where there is reasonable cause to believe that the child has been, or is being, abused or neglected. Substantiation does not necessarily require sufficient evidence for a successful prosecution and does not imply that reassessment or case management was, or is to be, provided.

6 There were 49 cases with unknown birth date in 1994–95, 17 in 1992–93, and 66 in 1993–94.

7 Numbers do not add to 100 per cent; there were 32 cases of 'Other' abuse in 1994–95.

## Tasmania, 1992–93 to 1994–95, child protection

Table 10.56: Effectiveness

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiation rate</b>					
Per 1,000 resident children population			3	4	3
Per number of investigations finalised	%		31	29	26
<b>Finalisation rate</b>					
Per 1,000 resident children population			11	12	11
Per number of investigations	%	1	84	90	80
<b>Outcomes</b>					
Finalised cases where harm was:					
(a) confirmed and referral made to services;		2	na	na	na
(b) confirmed and not referred to services;			na	na	na
(c) not confirmed and referral made to services;			na	na	na
(d) not confirmed and not referred to services;			na	na	na
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%	3	na	na	na
Benchmark (working days) for State for investigation and finalisation			na	na	na
Mean number of working days from notification to commencement by category of urgency:					
(a) within 1 day;		3	na	na	na
(b) within 2 to 5 days;		3	na	na	na
(c) in more than 5 days;		3	na	na	na
The average period from notification to commencement for all cases investigated		3	na	na	na

Notes: 1 Number of finalised cases refers to a case reported in the financial year and closed by the following 31 August. A case is classified 'not finalised' when it has been reported in the year and not finalised by the following 31 August. The decrease in the number of finalised cases in 1994–95 compared with 1993–94 were mainly due to the lack of human resources as the development of the new system and the testing and training required led to late entry of data for the 1994–95 reporting year.

2 These data can not be collected in the old information system. The new system will produce these data.

3 The old Child Protection system could not report on any of the above indicators. The new system as from 1 July 1995 will be capable of reporting on these indicators. The priority ratings are: *Priority 1* - investigation commenced within half a day; *Priority 2* - investigation commenced within two days; and *Priority 3* - investigation commenced within five days.

## Tasmania, 1992–93 to 1994–95, child protection

**Table 10.57: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where child abuse or neglect was again substantiated within:					
(a) 6 months;	%	1	2.4	6.6	2.1
(b) 6 to 12 months;	%	1	4.5	4.0	1.4
(c) 12 months to 2 years	%	1	2.4	5.0	1.4

Note: 1 These data were taken from a forward collection of data from the given time frames.

**Table 10.58: Costs**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost measure</b>					
Total costs for child protection per 1000 children	\$' 000	1	na	na	na

Note: 1 Information will be provided in next year's Report.

## Tasmania, 1992–93 to 1994–95, alternative care

**Table 10.59: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care		1	na	na	na
Total number of children entering care per 1000 children			na	na	na
Reason for entering care:					
(a) substantiated abuse and neglect;			na	na	na
(b) death of parents;			na	na	na
(c) other			na	na	na
<b>Total number of children in care</b>		2	529	648	643

Notes: 1 These data are not available. The new data system will enable these data to be reported on in next year's Report.

2 At 30 June.

## Tasmania, 1992–93 to 1994–95, alternative care

Table 10.60: Effectiveness

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:	1				
0 to less than 2 weeks;			23	39	58
2 weeks to less than 1 month			11	37	41
1 to less than 3 months;			29	99	114
3 to less than 6 months;			66	76	116
6 to less than 12 months;			91	133	145
1 year to less than 2 years;			162	104	79
2 years to less than 5 years			103	100	61
5 or more years			44	60	29
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:	2				
1 placement;			na	na	na
2 placements;			na	na	na
3 placements;			na	na	na
4 placements;			na	na	na
5 or more placements			na	na	na
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:					
(a) in education and training and/or paid employment;			na	na	na
(b) supported by social security primarily;			na	na	na
(c) returned home;			na	na	na
(d) found permanent alternative accommodation and/or living independently;			na	na	na
(e) other			na	na	na

Notes: 1 As at June 30.

2 Data will be available for next year's Report.

## Tasmania, 1992–93 to 1994–95, alternative care

**Table 10.61: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Abuse while in care</b>					
Proportion of children abused while in care.	%	1	na	na	na

Note: 1 Information will be available for next year's Report.

**Table 10.62: Unit cost**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:		1			
(a) residential care;	\$		na	6	5
(b) foster care;	\$		na	11	11
(c) other	\$		na	na	na

Note: 1 Estimated by dividing expenditure by number of days care provided.

## Tasmania, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.63: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and		1	473	471	629
(b) support		1	na	na	na

Source: SAAP Two Week Census.

Note: 1 Represent the total number of new arrivals requesting accommodation at the services for each night during the census collection period.

## Tasmania, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.64: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Demand</b>					
Accommodation requests that were:					
(a) met;		1	207	227	217
(b) unable to be met		1	266	244	412
Support requests that were:					
(a) met;		1	na	na	na
(b) unable to be met		1	na	na	na
Accommodation requests un-met, because:					
(a) service was at capacity;		1	195	133	296
(c) other reasons		1	71	111	116
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	1, 2	6	7	16

Source: SAAP Two Week Census; and SAAP One Night Censuses in May 1993, 1994 and 1995.

Notes: 1 See note 1 in Table 10.63.

2 Represent the percentage of people entering SAAP accommodation whose previous accommodation was SAAP or other short term crisis accommodation.

**Table 10.65: Approved funding level**

<i>Indicator</i>	<i>Units</i>	<i>Notes 1993–94</i>
Youth	\$' 000	2,236
Domestic violence	\$' 000	1,372
Families	\$' 000	550
Single women	\$' 000	426
Single men	\$' 000	642
Multiple	\$' 000	900
<b>Total</b>	<b>\$' 000</b>	<b>6,126</b>

## Tasmania, additional performance information

In 1994–95, recurrent child protection expenditure was \$711,150. This figure does not allocate corporate overhead costs, and does not include other family and child services.

### **Northern Territory - jurisdiction's own comments**

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*Child protection indicators:* NT data for these indicators are limited. The quality of the current information system makes collection and aggregation of performance measures which are not already contained in the system, difficult and unreliable. Differences between the child protection and legislation in the NT and that in other States and Territories, further affects the comparability of the data supplied. For example, all notifications received in the NT must be finalised and investigations should commence within 24 hours of the notifications being received. The NT has had mandatory reporting legislation since the *Community Welfare Act 1983* was enacted.

*Alternative care indicators:* A major review of the NT Substitute Care and Guardianship Program was undertaken during 1995. Implementation of the review recommendations will take place over the next three years and will include the development and implementation of program standards and outcome measures. It is anticipated that more comprehensive data relating to this area will be available in future years.

At present only limited data are able to be supplied for the alternative care indicators. Once again the capacity of the current information system to aggregate information about the performance of the program is limited. Data relating to such indicators as the number of placements for a child during their time in care, was not considered reliable or comparable due to differences in counting rules and legislation.

The majority of substitute care services in the NT are provided by the government program, in comparison to the other States and Territories where a range of NGOs are involved in service delivery. The number of children in care in the NT at the end of each year has remained relatively static for many years. While most of these children are in the guardianship of the Minister, a proportion of children do move in and out of the care system through voluntary admission to the temporary custody of the Minister. Not all children in care experience out of home placements, since some children in care do reside with their parents.

*Crisis and supported accommodation:* NT data relating to the performance indicators in this section have been supplied by the Commonwealth, and relate to information obtained from SAAP services during the one night and two week census. The new national data collection and case management projects initiated within the SAAP program are expected to provide more comprehensive and useful data related to crisis and supported accommodations services. Agreed Commonwealth and Territory New Directions in the SAAP program are currently initiating substantial change.”

## Northern Territory, 1992–93 to 1994–95, child protection

**Table 10.66: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	52	52	53
<b>Allegations</b>					
Allegations of child abuse and neglect		2	610	771	770
<b>Allegations investigated</b>					
Allegations investigated		2, 3	610	771	770
Allegations investigated per 1000 children		2, 4	11.74	14.69	14.57
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		2	304	377	358
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	2	36	40	35
5 years and over	%	2, 5	64	60	65
<i>Cultural background</i>		2			
Aboriginal and Torres Strait Islander	%	2	47	50	54
All 'other'	%	2	53	50	46
<i>Type abuse and neglect</i>					
Physical abuse	%	2	43	30	29
Emotional abuse	%	2	5	8	8
Sexual abuse	%	2	28	15	15
Neglect	%	2	24	47	48

Notes: 1 At December 30.

2 1992–93 and 1993–94 data were provided by the AIHW.

3 All notifications of child maltreatment in the NT are investigated.

4 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates.

5 Data relate to children 5 years to less than 16 years.

## Northern Territory, 1992–93 to 1994–95, child protection

**Table 10.67: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiation rate</b>					
Per 1,000 resident children population		1	6	7	7
Per number of investigations finalised	%	2	50	49	46
<b>Finalisation rate</b>					
Per 1,000 resident children population		1	12	15	15
Per number of investigations	%	2	100	100	100
<b>Outcomes</b>					
Finalised cases where harm was:					
(a) confirmed and referral made to services;		3	na	na	na
(b) confirmed and not referred to services;		3	na	na	na
(c) not confirmed and referral made to services;		3	na	na	na
(d) not confirmed and not referred to services;		3	na	na	na
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%	4	na	na	na
Benchmark (working days) for State for investigation and finalisation			na	na	na
Mean number of working days from notification to commencement by category of urgency:					
(a) within 1 day;		5	na	na	na
(b) within 2 to 5 days;			na	na	na
(c) in more than 5 days;			na	na	na
The average period from notification to commencement for all cases investigated			na	na	na

Notes: 1 See note 3 in Table 10.66.

2 1992–93 and 1993–94 data were provided by the AIHW.

3 This information cannot be collected from the current data system

4 The NT has few benchmarks relating to investigation and none in relation to finalisation times. The Community Welfare Act requires that the Minister receives a child protection report, and that the report shall be investigated as soon as is practicable after receiving the report. This is translated into a procedural requirement that all investigations be commenced within 24 hours of notification. There are no urgency ratings relating to investigation response time.

5 Although data are collected at the time of notification and the time of commencement, this information is not currently accessible. M4 will become available once the data files have been modified to capture the time of notification. This information cannot be collected from the current data system.

## Northern Territory, 1992–93 to 1994–95, child protection

**Table 10.68: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where child abuse or neglect was again substantiated within:					
(a) 6 months;	%		na	na	na
(b) 6 to 12 months;	%		na	na	na
(c) 12 months to 2 years	%		na	na	na

**Table 10.69: Cost  
S**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total costs for child protection per 1000 children	\$'000		na	na	na

Note: 1 The Department is currently unable to determine the actual costs of child protection services.

## Northern Territory, 1992–93 to 1994–95, alternative care

**Table 10.70: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care			na	na	na
Total number of children entering care per 1000 children			na	na	na
Reason for entering care:					
(a) substantiated abuse and neglect;			na	na	na
(b) death of parents;			na	na	na
(c) other			na	na	na
<b>Total number of children in care</b>		1	136	153	150

Notes: General note: Children in care in the NT are either in the guardianship or custody of the Minister by virtue of the Commonwealth Welfare Act. Information is not kept by the Department on children who are in out-of-home placements such as disability services or children who may be receiving respite care from another service.

1 At 30 June.

## Northern Territory, 1992–93 to 1994–95, alternative care

Table 10.71: Effectiveness

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:					
0 to less than 2 weeks;	1, 2		na	na	na
2 weeks to less than 1 month	1, 2		na	na	na
1 to less than 3 months;	1		na	na	8
3 to less than 6 months;	1		na	na	22
6 to less than 12 months;	1		na	na	15
1 year to less than 2 years;	1		na	na	18
2 years to less than 5 years	1		na	na	28
5 or more years	1		na	na	17
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:					
1 placement;	3		na	na	na
2 placements;	3		na	na	na
3 placements;	3		na	na	na
4 placements;	3		na	na	na
5 or more placements	3		na	na	na
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:					
(a) in education and training and/or paid employment;			na	na	na
(b) supported by social security primarily			na	na	na
(c) returned home;			na	na	na
(d) found permanent alternative accommodation and/or living independently;			na	na	na
(e) other			na	na	na

Note: 1 1994–95 data from a census of children in care conducted 1 May 1995.

2 The above census did not distinguish between children aged between nought and two weeks and those aged between two weeks and one month. The total of these two categories was 16.

## Northern Territory, 1992–93 to 1994–95, alternative care

**Table 10.72: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Abuse while in care</b>					
Proportion of children abused while in care.	%	1	na	na	na

Note: 1 Accurate data cannot be provided. All incidents of abuse in care are currently recorded as child protection notifications and are not separated from other notifications in the information system.

**Table 10.73: Unit cost**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:					
(a) residential care;	\$		na	na	na
(b) foster care;	\$		na	na	na
(c) other	\$		na	na	na

## Northern Territory, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.74: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and		1	661	468	380
(b) support		1	na	na	na

Source: SAAP Two Week Census.

Note 1 Represent the total number of new arrivals requesting accommodation at the services for each night during the census collection period.

## Northern Territory, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.75: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Demand</b>					
Accommodation requests that were:					
(a) met;		1	541	391	291
(b) unable to be met		1	120	77	89
Support requests that were:					
(a) met;		1	na	na	na
(b) unable to be met		1	na	na	na
Accommodation requests un-met, because:					
(a) service was at capacity;		1	43	20	80
(b) other reasons		1	77	57	9
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	2, 3	7	11	6

Source: The SAAP Two Week Census; and SAAP One Night Censuses in November 1992, 1993, and 1994.

Note: 1 See note 1 in Table 10.74.

**Table 10.76: Approved funding level**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1993–94</i>
Youth	\$' 000		na
Domestic violence	\$' 000		na
Families	\$' 000		na
Single women	\$' 000		na
Single men	\$' 000		na
Multiple	\$' 000		na
<b>Total</b>	<b>\$' 000</b>		na

### **Australian Capital Territory - jurisdiction's own comments**

“In the ACT, the Family Services area within the Children's, Youth and Family Services Bureau receives and investigates notifications of alleged child abuse and neglect as authorised by the Children's Services Act 1986. It is intended to review this Act within the next two years, to bring it up-to-date in relation to the need to foster the development of children in a safe environment, the obligation of the state to the children as expressed in binding local, national and international instruments; and recent developments in non court options and permanency in planning in child protection.

It is proposed to introduce mandatory reporting in the ACT from 1 June 1997. The groups to be mandated are doctors, dentists, nurses, police officers, teachers, school counsellors, public servants working in the child welfare area and licensed child care providers. It is intended to train these groups through a staged regional approach, thereby gaining an accurate picture of the potential increase in notifications and also hopefully avoiding the sudden peak of notifications experienced by other jurisdictions on the introduction of mandatory reporting.

Changes are also taking place in alternative care, with Family Services recently out-sourcing its last remaining directly provided child protection residential shelter to the non-government sector. The out-sourcing of the Family Services' foster care program will proceed in the current financial year.

The ACT shares the concerns expressed by other jurisdictions about the comparability of data, particularly given the lack of clarity around counting rules as well as major differences in practices and procedures.

The recent referral, of concerns about the performance indicators used in this report, by the Standing Committee of Community Services and Income Security Administrators to its Care and Protection Sub-committee will hopefully result in a more comparable and relevant data set for the next report.”

## Australian Capital Territory, 1992–93 to 1994–95, child protection

**Table 10.77: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Resident children aged 0 to 16 years	000	1	77	76	76
<b>Allegations</b>		2			
Allegations of child abuse and neglect			1,277	1,474	1,539
<b>Allegations investigated</b>					
Allegations investigated		2	1,077	1,208	1,173
Allegations investigated per 1000 children		2, 3	14.03	15.87	15.53
<b>Substantiated abuse and neglect</b>					
Total number of substantiated cases		2	445	495	397
<b>Substantiated Cases</b>					
<i>Age</i>					
0 to less than 5 years	%	2, 4	38	40	37
5 years and over	%	2, 4	56	58	56
Unknown	%	2, 4	6	2	7
<i>Cultural background</i>					
Aboriginal and Torres Strait Islander	%	2	10	8	7
All 'other'	%	2	90	92	93
<i>Type abuse and neglect</i>					
Physical abuse	%	2, 4	30	25	42
Emotional abuse	%	2, 4	33	37	23
Sexual abuse	%	2, 4	12	7	7
Neglect	%	2, 4	25	30	29

Notes: 1 At December 30.

2 1992–93 and 1993–94 data were provided by the AIHW.

3 The numbers of resident children reported above have been used to calculate the 'per 1000 children' estimates.

4 These figures may not add to 100 per cent due to rounding.

## Australian Capital Territory, 1992–93 to 1994–95, child protection

**Table 10.78: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Substantiation rate</b>					
Per 1,000 resident children population		1	6	7	5
Per number of investigations finalised	%		44	43	43
<b>Finalisation rate</b>					
Per 1,000 resident children population			13	15	12
Per number of investigations	%	2	93	95	79
<b>Outcomes</b>					
Finalised where harm was:					
(a) confirmed and referral made to services;			na	na	na
(b) confirmed and not referred to services;			na	na	na
(c) not confirmed and referral made to services;			na	na	na
(d) not confirmed and not referred to services;			na	na	na
<b>Response time</b>					
Proportion of cases finalised within State/Territory benchmark period	%	3	78	78	63
Benchmark (working days) for State for investigation and finalisation			na	na	na
Mean number of working days from notification to commencement by category of urgency:					
(a) within 1 day;		4	1	2	2
(b) within 2 to 5 days;		4	5	5	11
(c) in more than 5 days;		4	9	11	22
The average period from notification to commencement for all cases investigated		4	4	6	10

Notes: 1 See note 3 in Table 10.77.

2 1992–93 and 1993–94 data provided by AIHW.

3 The benchmark in the ACT is the percentage of cases where an investigation is commenced within the allocated time frame. The Department of Family Services does not have a benchmark for the finalisation of cases. The benchmarks for commencement of an investigation are: Priority 1 (immediate); Priority 2 (within 24 hours); priority 3 (within 5 days) Priority 4 (within 14 days).

4 'Within 1 day' is a combination of Family Services immediate and 24 hour benchmarks; 'within 2 to 5 days' is the 5 day benchmark; 'in more than 5 days' is the 14 day benchmark.

## Australian Capital Territory, 1992–93 to 1994–95, child protection

**Table 10.79: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Repeat maltreatment</b>					
Proportion of cases substantiated where further maltreatment was substantiated within:					
(a) 6 months;	%	1	12.0	10.0	13.0
(b) 6 to 12 months;	%	1	7.0	5.0	5.0
(c) 12 months to 2 years	%	1	10.0	9.0	5.0

Note 1 1992–93 data were calculated using forward estimation and 1993–94 and 1994–95 data were calculated using backward estimation.

**Table 10.80: Effectiveness by same and different types of maltreatment (per cent)**

	<i>1992–93</i>		<i>1993–94</i>		<i>1994–95</i>	
	<i>Same</i>	<i>Different</i>	<i>Same</i>	<i>Different</i>	<i>Same</i>	<i>Different</i>
6 months	7	5	8	2	8	4
12 months	5	2	4	2	3	2
2 years	2	7	3	6	1	4

**Table 10.81: Costs**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
Total costs for child protection:					
Direct service delivery	\$' 000		1,827.8	1,855.0	2,169.0
Other costs	\$' 000		736.7	852.2	869.0
For Aboriginal and Torres Strait Islander people	\$' 000		205.2	189.5	151.9
For 'other' people	\$' 000	1	2,359.3	2,517.7	2,886.1

Note: 1 Direct service delivery costs includes salaries and other operating costs. Other operating costs include repairs and maintenance, corporate support, and major plant and equipment.

## Australian Capital Territory, 1992–93 to 1994–95, alternative care

**Table 10.82: Descriptors**

<i>Descriptors</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Children entering care</b>					
Total number of children entering alternative care	1		344	399	447
Total number of children entering care per 1000 children			4	5	6
Reason for entering care:					
(a) substantiated abuse and neglect;			72	86	68
(b) death of parents;			2	0	2
(c) other			270	313	377
<b>Total number of children in care</b>	2		68	98	119

Notes: 1 Total number of children entering care during the year includes placement with any funded care agency, and placement with extended family or friends who are receiving payment from ACT Family Services.

2 At June 30

## Australian Capital Territory, 1992–93 to 1994–95, alternative care

**Table 10.83: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Length of time in care</b>					
No. of children in care for:					
0 to less than 2 weeks;	1		6	20	24
2 weeks to less than 1 month	1		7	8	9
1 to less than 3 months;	1		11	18	23
3 to less than 6 months;	1		10	18	18
6 to less than 12 months;	1		18	21	23
1 year to less than 2 years;	1		16	13	22
2 years to less than 5 years	1		25	22	26
5 or more years	1		4	4	8
<b>Number of placements</b>					
Children who have been placed in care for the entire year and have had:					
1 placement;			42	39	52
2 placements;			1	0	2
3 placements;			2	1	1
4 placements;			0	0	0
5 or more placements			0	0	1
<b>Situation on exit of care</b>					
For those children aged 12 years and over for whom the State has been legal guardian for at least 2 years and who are leaving alternative care, the numbers who are:					
(a) in education and training and/or paid employment;	2		na	na	na
(b) supported by social security primarily	2		na	na	na
(c) returned home;	3		2	0	2
(d) found permanent alternative accommodation and/or living independently;	3		3	2	3
(e) other	3		0	4	2

Notes: 1 At June 30.

2 Family Services does not hold data on events after the child leaves alternative care.

3 The number of children 12 years or over discharged from care during the financial year that were Wards for the two years prior to the financial year.

## Australian Capital Territory, 1992–93 to 1994–95, alternative care

**Table 10.84: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Abuse while in care</b>					
Proportion of children abused while in care.	%	2	2	0.7	1

Notes: 1 At June 30. A full data set were provided and these are partially reported on in Section 10.4. Total time in care is continuous if the child had been placed prior to the counting year or a total of all placements if there had been several placements during the financial year.

2 The data set related to the number of children placed during the financial year plus the number of children placed prior to the financial year that were still in care during the financial year.

**Table 10.85: Unit cost**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1992–93</i>	<i>1993–94</i>	<i>1994–95</i>
<b>Cost per care day</b>					
Cost per day by type of placement:		1			
(a) residential care;	\$		309	297	353
(b) foster care;	\$		55	70	77
(c) other	\$	2	0	0	0

Notes: 1 Actual expenditure is divided by the total number of days of care provided. The total days of care is calculated on placements made in the financial year plus placements made prior to the financial year but still in care during the financial year.

2 There are no figures for 'other' care as figures for children placed with extended family or friends are included in the Foster Care budget and cannot be disaggregated.

**Table 10.86: Descriptors**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Requests for assistance</b>					
Total number of requests:					
(a) accommodation; and		1	237	250	349
(b) support		1	na	na	na

Source: SAAP Two Week Census.

Note 1 Represent the total number of new arrivals requesting accommodation at the services for each night during the census collection period. These do not represent the number of individual people requesting accommodation as the same people could be requesting accommodation on more than one occasion.

## Australian Capital Territory, 1992–93 to 1994–95, crisis and supported accommodation

**Table 10.87: Effectiveness**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>May 93</i>	<i>May 94</i>	<i>June 95</i>
<b>Demand</b>					
Eligible accommodation requests that were:					
(a) met;		1	107	61	99
(b) unable to be met		1	130	189	250
Eligible support requests that were:					
(a) met;		1	na	na	na
(b) unable to be met		1	na	na	na
Accommodation requests un-met, because:					
(a) service was at capacity;		1	74	123	120
(b) other reasons		1	56	66	130
<b>Entering crisis care</b>					
Percentage of people re-entering crisis accommodation	%	1, 2	27	18	11

Source: SAAP Two Week Census; and SAAP One Night Censuses in May 1993, 1994 and 1995.

Note: 1 See note 1 in Table 10.86.

2 Represent the percentage of people entering SAAP accommodation whose previous accommodation was SAAP or short term crisis accommodation.

**Table 10.88: Approved funding level**

<i>Indicator</i>	<i>Units</i>	<i>Notes</i>	<i>1993–94</i>
Youth	\$' 000		np
Domestic violence	\$' 000		np
Families	\$' 000		np
Single women	\$' 000		np
Single men	\$' 000		np
Multiple	\$' 000		np
<b>Total</b>	<b>\$' 000</b>		<b>np</b>

## 10.6 Definitions and explanatory notes

### Definition of descriptors and effectiveness indicators

<i>Indicator</i>	<i>Explanation/definition</i>
The number of resident children aged 0–16	The mid-point financial year estimates for December 1992 and December 1993 are each an average of the opening June and closing June figures for the financial year (ABS, Cat. No. 3201.0). The June 1995 population estimate will not be available from the ABS until 1996. The December 1994 population was estimated as the average of the June 1994 population (available from the ABS) and the estimated June 1995 population (the June 1994 figure was multiplied by the average annual growth rate of the population aged 0 to 16 years over the preceding five years).
The number of allegations investigated	The number of allegations that are investigated by the relevant authority during the year ended 30 June. However, the nature of what constitutes an ‘investigation’ differs across jurisdictions.
Total number of substantiated cases of child abuse and neglect	The outcome of an investigation is designated as ‘substantiated abuse or neglect’ “where there is reasonable cause to believe that the child has been or is being abused or neglected. Substantiation does not necessarily require sufficient evidence for a successful prosecution.” (Zabar and Angus 1994)
The number of substantiations per 1,000 resident children	The number of substantiated cases of child abuse and neglect per 1,000 resident children.
The number substantiations per total number of investigations finalised	Proportion of substantiated cases (where ‘substantiated’ cases are as defined above) to the total number of finalised cases. A finalised case is one reported in the reporting year and closed by the following 31 August.
Number of investigations finalised to total number of investigations	Proportion of cases finalised (that is, cases reported in the reporting year and closed by the following 31 August) to total number of investigations (as defined above).
The number of finalised cases where:	Rate of finalised cases (as defined above) per 1000 resident children (defined in variables section below)
(a) harm was confirmed and referral made to services;	The term “harm was confirmed” refers to a substantiated case of child abuse and neglect (see definition above). The term “referral made to” indicates that a referral was made, not that services were necessarily available or that the client presented for services. The term “services” refers to non-statutory support services.
(b) harm was confirmed and not referred to services;	The term “harm was confirmed” refers to substantiated child maltreatment (see definition above). The term “not referred to services” indicates that the relevant authority did not refer the client on to additional non-statutory family services. Clients may, however, avail themselves of services even though a referral was not made.
(c) harm not confirmed and referral made to services;	The term “harm was not confirmed” refers the outcome of an investigation being that there being no reasonable cause to suspect prior, current or future abuse or neglect of the child. The terms “referral made to” and “services” are defined above.

<i>Indicator</i>	<i>Explanation/definition</i>
(d) harm not confirmed and referral made to services	The term "harm was not confirmed" refers to the outcome of an investigation where there is no reasonable cause to suspect prior, current or future abuse or neglect of the child. The terms "referral made to" and "services" are defined above.
Percentage of cases finalised that meet own State/Territory benchmark for average length of time for investigation and completion over the financial year	This refers to the percentage of all cases for which an investigation is commenced in the financial year that meet the jurisdiction's own target time from the commencement to the completion of an investigation.
The mean number of working days from notification of child abuse or neglect of child to the commencement of an investigation, by category of urgency:	The average number of working days from the date of the receipt of a notification to the commencement of an investigation. This indicator is shown by category of urgency for those jurisdictions that place a priority or urgency rating on notifications.
(a) that case should be looked at within 1 day;	where 'within one day' refers to a period of within 24 hours of receipt of notification, or within the same working day.
(b) that case should be looked at within 2 to 5 days;	where '2 to 5 days' refers to within 2 to 5 working days.
(c) that case should be looked into in more than 5 days;	where 'in more than 5 days' refers to in more than 5 working days.
(d) for all investigations	The average length of time from notification and the commencement of an investigation for all cases.
Percentage of cases substantiated where further maltreatment was substantiated within:	Percentage of all completed investigations for a particular period, those in which there was a further (if forward estimation) (or prior, if backward) confirmed case within the period specified. The forward method estimates, of all the completed investigations in a particular period, those in which a further confirmed case occurs within a specified period. The backward method estimates, of all the completed investigations within a particular period, those cases that had a prior confirmed finding.
(a) within 6 months;	
(b) within 6 to 12 months;	
(c) within 1 to 2 years	

<i>Indicator</i>	<i>Explanation/definition</i>
<p><b>Alternative care</b></p> <p>Number of children who entered alternative care during the financial year, per 1000 resident children aged 0 to 16 years, as a result of:</p> <p>(a) substantiated child abuse and neglect;</p> <p>(b) death of parents;</p> <p>(c) other</p>	<p>Alternative care means being placed out of home; may or may not mean they are under an order. The number of children who entered alternative care during the financial year, by reason for entering alternative care. The reason ‘substantiated child abuse and neglect’ refers to entry to care that occurs within three months of an assessment decision made a the conclusion of a child protection investigation. ‘Entry to care’ refers to entry to the system; a movement in placements of a child already in care while already in care is not deemed entry to care.</p> <p>There may be two types of entry to care/being in care. These are: legal, and non-legal. Legal care is defined here to be all children under the age of 18 years for whom the legal responsibility for care has been transferred to a licensed and/or authorised alternative care service provider (ACSP) under the relevant Acts in the jurisdiction. Children are deemed to be in alternative care when the legal responsibility for care of the child has been transferred under one of the Acts of the jurisdiction. Includes voluntary transfers of legal responsibility as well as non-voluntary transfers (for example court orders).</p> <p>Non-legal care is defined as care that does not involve a legal orders (such as guardianship or supervision order) but includes situations where the State assumes a duty of care towards a child by placing the child in accommodation that is alternative to their normal place of residence, and assumes responsibility for the quality and standard of care, and financial support of the child.</p> <p>Includes government and, where data are available, non-government service providers.</p> <p>In relation to children with disabilities and young offenders, it excludes those that are not under care and protection orders (that is, includes if under care and protection orders).</p>
<p>For those children in care at 30 June, the number of children that have been in alternative care for:</p> <p>0 to less than 2 weeks;</p> <p>2 weeks to less than 1 month</p> <p>1 to less than 3 months;</p> <p>3 to less than 6 months;</p> <p>6 to less than 12 months;</p> <p>1 year to less than 2 years;</p> <p>2 years to less than 5 years</p> <p>5 or more years</p>	<p>Indicates the length of time that children have been in alternative care, as at the 30 of June. Relates to continuous periods of time in alternative care. Where a child has been in alternative care prior to current period of care, only relates to the current period of time in care.</p>



<i>Indicator</i>	<i>Explanation/definition</i>
<b>Crisis and Supported Accommodation</b>	
Total number of requests for (a) accommodation and (b) for support services for the 2 week census period	Total number of requests for (a) a bed and (b) support (non-accommodation) services at SAAP funded service providers for the two weeks of the census period. Support (non-accommodation) services include; meals, referral services, and assistance and, or advocacy with long term housing, financial assistance, living skills, family reconciliation, legal advice, transport, obtaining benefit or pension, drug or alcohol rehabilitation, and employment and training.
Total number of requests for accommodation that were: (a) met; (b) unable to be met	A request for accommodation (that is, a bed) is said to have been met when the request is satisfied in full. A request is unable to be met when the request is partially or not satisfied.
Total number of requests for support services that were: (a) met; (b) unable to be met	The definitions for 'support services', 'met', and 'unable to be met' are as defined above. Aggregates of numbers unable to be accommodated include an unknown level of double counting of clients who seek assistance at a number of different SAAP services on the same day. Double counting is more likely to occur in the centres of larger cities where services are close together (SAAP 1995a).
Total number of (a) accommodation requests, and (b) support services requests that were unable to be met, disaggregated by reason for refusal: (a) service was at capacity; (b) other reasons	Where 'accommodation service was at capacity' is defined as the situation where no beds are available because they are all occupied. 'Other reasons' are all those reasons that do not fall into the above category, including the reason that the client was not eligible. Where 'support service was at capacity' is defined as being the situation where support resources are already fully utilised.
The percentage of people entering crisis accommodation whose previous accommodation was also SAAP or other crisis accommodation	Percentage entering crisis accommodation whose previous accommodation was other emergency accommodation (as per the SAAP One Night Census).

## Definitions of unit cost and productivity indicators

<i>Indicator</i>	<i>Explanation/definition</i>
<b>Child Protection</b>	
Total costs for child protection per 1000 resident children aged 0 to 16 years in the jurisdiction	Total child protection costs for direct service delivery of service per 1000 resident children in the jurisdiction.
<b>Alternative Care</b>	
Total government budget for child alternative care for the financial year divided by the total number of days of care provided throughout the financial year ended June 30, by type of placement.	Child alternative care is defined above.

## Definitions of variables

<i>Variable</i>	<i>Definition</i>
Child abuse and neglect	“Child abuse or neglect occurs when a person (generally having the care of a child) inflicts, or allows to be inflicted on the child a physical injury or deprivation which may create a substantial risk of death, disfigurement, or the impairment of either physical health and development or emotional health and development other than by accidental means.” (Zabar and Angus 1994)
Total number of resident children in jurisdiction	Children aged 0 to 16 years. Source: ABS estimates of resident population at 31 December (that is, mid-point) of the financial year.
Child	The age of a child relates to age at the time a report is made. The definition of the a ‘child’ differs across jurisdictions. In NSW, Victoria and Tasmania, a child is aged under 17 years; in Queensland, WA, SA, the ACT and the NT, a child is aged under 18 years.
Aboriginal or Torres Strait Islander	“A person of Aboriginal or Torres Strait Island descent who identifies as an Aboriginal or Torres Strait Islander and is accepted as such by the community with which he or she is associated. Following investigation of a report of child abuse or neglect, a subject child is recorded as Aboriginal or Torres Strait Islander when the child identifies as such, or when that child’s principal care giver identifies the child as such.” (Zabar and Angus 1994).

<i>Variable</i>	<i>Definition</i>
'Other' cultural background	Incorporates all those from cultural backgrounds other than Aboriginal or Torres Strait Islander.
Source of report	“The source of a report is that person or organisation who initially reports child abuse or neglect to a participating authority. The source is classified according to the relationship to the child or children allegedly abused or neglected. If a source can be classified to more than one of these categories, it should be assigned to the category nearest the top of the list. The source of report is categorised as follows: parent/guardian, sibling, relative, friend/neighbour, medical practitioner, other medical personnel, hospital, health centre personnel, social worker/welfare worker/psychologist/other trained welfare worker, school personnel, day care personnel, police, departmental officer, non-government organisation, anonymous, other, not stated.” (Zabar and Angus 1994).
Type of substantiated abuse and neglect classified as: physical abuse, emotional abuse, sexual abuse, neglect	“Where more than one type of abuse and neglect has occurred, the case should be classified to that type most likely to be the most severe in the short term or most likely to place the child at risk in the short term, or if such an assessment is not possible, to the most obvious form of abuse or neglect. <i>Physical abuse</i> : any non-accidental physical injury inflicted upon a child by a person having the care of a child; <i>Emotional abuse</i> : any act by a person having the care of a child which results in the child suffering any kind of significant emotional deprivation or trauma; <i>Sexual abuse</i> : any act by a person having the care of the child which exposes a child to, or involves a child in, sexual processes beyond his or her understanding or contrary to accepted community standards; <i>Neglect</i> : any serious omissions or commissions by a person having the care of a child which, within the bounds of cultural tradition, constitute a failure to provide conditions which are essential for the healthy, physical and emotional development of a child.” (Zabar and Angus, 1994)

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