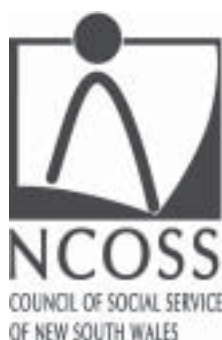


Measuring Up:

A Framework for Government Social Performance Reporting in NSW





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Executive summary

As the peak body for the non-government human services sector, the Council of Social Service of NSW (NCOSS) has a strong interest in economic, social and environmental sustainability. In particular we are keen to explore how sustainability reporting can be enhanced by more stringent social performance reporting; leading to better integration between the fiscal and social justice aims of government.

NCOSS believes that social performance reporting needs to become a central feature of governance in our state. This form of reporting is useful in both evaluating results and ensuring that indicators are linked to resources and actions within and across government agencies.

Although the challenges associated with implementing a social performance reporting framework are considerable, they are not insurmountable. In developing this framework, which we have called '*Social Results for NSW*' we are mindful that any suggested model needs to be simple.

Further, results measures need to have relevance and impact and be tied to action if this new style of public policy is to gain traction both within government and the broader community. Results measures need to be embedded in all parts of government if the framework is to promote whole-of-government approaches to achieving better social outcomes.

International and interstate experience shows that social performance reporting can be implemented at relatively low cost if currently collected information is used as the primary source of data against which reporting takes place.

There are key issues that need to be addressed in any potential model of measuring government's social performance. These include definitional issues around poverty and exclusion, determining the boundaries of social progress and well-being, and the problematic area of selecting a set of headline or primary indicators.

In selecting indicators, the principle selection criteria used by NCOSS are:

- They must be the most meaningful compared to others;
- They must be the most understandable or communicable;
- They must be easily collectable, robust, measurable and feasible for diverse populations;
- They must fit together and tell a clear story;
- They must include positives (ie community resilience) and not just negatives;
- They must be reviewable over time;
- They must measure outcomes over which a state government has significant impact; and
- They must galvanise action.

It is also important that the social performance reporting allow for the different experiences of population groups. For this reason, each indicator needs to be measured for general population, and then cut across equity data needs to be reported on for at least three population groups – Aboriginal and Torres Strait Islander peoples, people from Culturally and Linguistically Diverse Communities and people with disability.

Spatial dimensions of data are also important. Data must be readily available at state, regional, local government area/statistical local area and postcode level. Meaningful performance measurement data is also needed at the sub-postcode or neighbourhood level. This is because social conditions vary widely at the very local level. As Vinson argues and as the NSW government has acknowledged through its commitment to place based initiatives - neighbourhoods matter.

Social performance reporting must be linked to the goals and aspirations of the Government and community. NCOSS considers that these goals must be based on equity and social inclusion. The concentration or dispersion of poverty within a community is a leading indicator of equity, and equity is one of the foundations of sustainability.¹

We all want:

- To make NSW a better place to live;
- To reduce poverty and social exclusion, and encourage community participation and inclusion;
- To maintain high and stable levels of economic growth and employment
- To ensure the state shares its prosperity amongst all its residents;
- To create higher standards of community well being through improved provision and access to education, health, housing, employment, justice and other community services;
- To enforce effective protection and sustainability of the environment;
- To promote a just and equitable state that is enhanced by diversity and looks to the future.

The NCOSS model for social performance, *Social Results for NSW* is a set of robust indicators that measure the institutional performance of Government against standards of social well being that are reported against annually, with the results made public. The framework aims to:

- Measure current performance and our progress over time towards shared goals;
- Embed social and economic equity within the State's decision-making processes, and to promote social and economic equity to the wider community; and

- Be a model that incorporates planning, budgeting and policy priorities for NSW in a comprehensive package focused on outcomes.

The areas to be measured are:

- Health, both physical and mental;
- Economic security and financial hardship;
- Education, including access to early; childhood, school and vocational training
- Essential services;
- Housing;
- Transport and connectivity;
- Care and support, including child protection, community care, and support services for older people and people with disability;
- Safety, both in the home and in community; and
- Resilience, including social participation.

In each of these areas benchmarks and headline indicators have been selected to give a whole-of-government picture of social performance. *Social Results for NSW* can be illustrated graphically (*see opposite page*).

Social results for NSW needs to be championed throughout government if it is to have impact. NCOSS would recommend the following implementation strategy:

- Governmental oversight to be undertaken by the Cabinet Social Justice Committee, with advice from the Social Justice Reference Group;
- Lead responsibility for its implementation across government agencies to rest with the Premiers Department and Treasury;
- Monitoring and reporting on its implementation at agency level to be coordinated through the Human Services CEO's Cluster.

As the indicators represent priorities for government, these must also be expressed through policy and budget decisions. That is, over time results of spending should be measured against the indicators, particularly those that are outcome based.

Social Results for NSW does not replace existing performance measurement; rather it

Benchmarks and headline indicators for social performance indicators

1 Individuals, households, neighbourhoods and communities in NSW

2 Who are:

3 The results we can see by measuring:

Healthy

- Life expectancy
- Death rates
- Hospital separation rates
- Difficulties getting health care
- Self rated health
- Psychological distress

Live in decent accommodation they can afford

- Proportion of NSW households paying more than 30 percent of disposable income in housing costs
- Public sector rental dwelling stock as proportion of total housing stock
- Numbers of households on the public housing waiting list
- Number of households receiving Commonwealth Rent Assistance

Have a decent income and share in NSW's economic prosperity

- Median household income
- Means to purchase food
- The number of utilities disconnections
- Proportion of disposable income spent on utilities

Close to good jobs and services and well educated

- Proportion of four years olds receiving pre-school education
- Cost of childcare/preschool
- School participation and retention rates
- Literacy and numeracy attainment rates
- Year 12 Completion Rates
- Indigenous to non Indigenous attainment rates
- Transport stress (costs as a proportion of annual income).
- Share of Trips by Car
- Average Travel Times to work
- Distance from home to transport stop
- Map of jobs, housing and transport
- Proportion of transport fleet that is accessible

Safe and cared for, and can participate in community life

- Child Protection Notifications
- Pick up of unallocated cases
- Out of home care placement stability and breakdown rates
- Unmet need for HACC services
- HACC, HomeCare, supported accommodation waiting list data, community access services
- Labour force participation amongst people with disability
- Social participation of people with a disability
- Reports of domestic and family violence
- Unmet need, turn away rates from refuges
- Reports of sexual assault
- Provision of sexual assault counselling and support
- Victims and per capita rate personal crime
- Imprisonment rates, adult and juvenile
- Recidivism rates, adult and juvenile
- Sport and recreation activities, religious activities, volunteering or community groups
- The ability to get help from neighbours and people outside the home
- Homelessness, suicide, drug death data

complements those activities through the creation of a set of summary indicators across government. Therefore, each agency must include results against their existing social performance indicators in their Annual Report and through existing mechanisms.

In addition, each agency should include in their Annual Report an evidenced statement of how the agency has contributed to the whole-of-government *Social Results for NSW*.

A summary report against *Social Results for NSW* should be tabled to parliament by the Premier and by the Treasurer as part of the NSW Budget.

The NSW Auditor General should act as the watchdog for *Social Results for NSW*, as part of his/her duties in ensuring compliance with other government standards/accounts.

Questions regarding compliance with and progress against *Social Results for NSW* could be undertaken through the Budget Estimates Committee and through parliamentary questions and debate when the Premier provides his annual report on progress against *Social Results for NSW*.

Social Results for NSW should be reviewed every five years to ensure its objectives are being met and to consider changes to results measures.

Background

The development of social performance reporting in government

In recent years, growing attention has been placed on how corporations and governments identify and report on the social outcomes of what they do.

During the 1990s, companies, academics and the environment movement developed increasingly sophisticated systems for firms to report on their environmental protection efforts.

Allied with these developments were the growth of 'corporate social responsibility' initiatives and the appearance of the 'triple bottom line' report, which has now permeated significant sections of the corporate sector.

As part of a growing acceptance of the value of the Triple Bottom Line approach, government Social Performance Reporting (SPR) has emerged as an important component of democratic accountability. Other jurisdictions, including Victoria, Tasmania, the United States, the United Kingdom and its devolved administrations, all employ some form of SPR. However, the NSW government has not yet introduced a formalised accountability mechanism to measure performance against key social indicators.

The rise of sustainability reporting and the triple bottom line

Triple Bottom Line Reporting has been described as a way of making policy and a way of doing business, which respects the integrity and interdependence of, economic, social and environmental values, objectives and processes. ²

The Global Reporting Initiative (GRI) has made a significant contribution to developing globally applicable *Sustainability Reporting Guidelines*. ³

Although voluntary and primarily targeted at the private sector, the principles contained in the guidelines are applicable to public and community sector organisations, and potentially to whole of government initiatives.

Although the GRI social indicators are less well advanced than the economic and environmental indicators, the GRI model is a very useful work in progress.

The GRI Guidelines highlight several benefits of sustainability reporting that have resonance for improving government responses to issues of social exclusion and injustice, principal amongst which is the need to promote the capacity for whole of government policy making and service delivery. 'Sustainability reporting is a vehicle for linking typically discrete and insular functions... (it) opens internal conversations where they would not otherwise occur'. ⁴

GRI is an external reporting framework that enables organisations to communicate actions taken to improve the triple bottom line (economic, social, environmental performance), the outcomes of these actions and future strategies. ⁵ The framework put forward by GRI applies a mix and core and additional indicators. In this way the 'footprint' or impact of the organisation upon the community can be measured. ⁶

NCOSS endorses the key principles of the GRI framework which include:

- Transparency as means of maximising accountability;
- Inclusiveness and involving stakeholders in the development of reporting structures;
- Audibility and external verification;
- Accuracy;

- Completeness in regards to scope of factors being reported on;
- Relevance of factors being reported on;
- Timeliness;
- Neutrality – fair and factual presentation;
- Comparability and benchmarking;
- Context (how best to link organisational performance to macro level concerns)
- Clarity (includes both how understandable the information is, and its usefulness.⁷)

NCOSS considers that these principles should inform any future sustainability reporting in NSW. We believe that these principles are applicable to social performance reporting and should underpin a NSW model for measuring social results.

Links between social performance and sustainability reporting

It is well established that economic and environmental sustainability relies upon social sustainability. NCOSS is keen to explore how sustainability reporting can be enhanced by more stringent social performance reporting; leading to better integration between the fiscal and social justice aims of government.

United Kingdom

Social performance reporting in other jurisdictions

The UK government produces an *annual sustainability report* on a range of sustainability objectives. 15 headline sustainability indicators are measured under three broad principles of sustainability: *Economic Growth, Social Progress and Environmental Protection*.

The headline indicators are:

- Economic output; investment; employment;
- Poverty and social exclusion; education; health – men’s and women’s, housing and crime, and;
- Climate change; air quality; road traffic; river water quality; wildlife; land use and waste.

These are intended to raise public awareness of sustainable development, to focus public attention on what sustainable development means, and to give a broad overview of progress.⁸ To this end the report includes progress measures on performance over time, since 1970, since 1980 and since 1990.

The legislative base of the UK social performance reporting model is the *Poverty and Social Exclusion (National Strategy) Act 1999*. This requires the production and implementation of a national strategy on poverty and social exclusion, and includes monitoring and evaluation via annual reports to the Parliament. This correlates with one of the principal recommendations of the Australian Senate Community Affairs References Committee Inquiry into Poverty and Financial Hardship.⁹

The UK model organises benchmarks/key indicators against stages in the life cycle, for example, children and young people, people of working age, older people. There are also

indicators for communities.

The associated premise is that life events, particularly transition events (ie. from school to work) can contribute to entrenched cycles of poverty. There is also an acknowledgment that locational factors have a significant impact upon peoples life chances and that poverty is concentrated and intergenerational. The report, *“Improving The Prospects of People Living in Areas of Multiple Deprivation in England”*, concludes that the Government’s goal should be that by 2021 no one should be seriously disadvantaged by where they live.¹⁰

Each year the Secretary of State for Work and Pensions provides a report to Parliament on progress against targets to tackle social exclusion and inequality. This report is one of the most comprehensive social performance reports in Western Europe. In addition the Chancellor of the Exchequer ties the reporting process to the three year spending review (budget).

The National Audit Office also participates in the social performance reporting through its monitoring of Public Service Agreements (with departments and local authorities).

‘Public Service Agreements for Government Departments and cross-cutting areas set out what the Government aims to achieve. Public Service Agreements include the aim of the Department or policy area, supporting objectives and related performance targets, which underlie the resources, allocated to them in public expenditure reviews.’¹¹

In addition, the Office of the Prime Minister and the Social Exclusion Unit (SEU) completes specific reports. The SEU sits within the Office of the Deputy Prime Minister, alongside the

Neighbourhood Renewal Unit, and the Homelessness Directorate.

The SEU has four main roles, including undertaking long term strategic reviews of major areas of policy; undertaking studies of cross cutting policy issues; working with departments to promote strategic thinking and improve policy making across government and; provide strategic leadership to social research.

It should be noted that each of the devolved administrations of Wales, Northern Ireland and Scotland also have their own social performance reporting mechanisms based on the UK model.

United States of America (USA)

The United States budget includes a brief social and environmental performance report each year. This includes factors such as living standards; economic security; employment; air quality; water quality; families; safe communities; health; learning and participation. This creates a clear link between budget allocations and social, economic and environmental reporting.

On a state by state level, many jurisdictions of the United States utilise forms of sustainability reporting. City based reporting also occurs in places such as Charlotte; Jacksonville; Georgia; Long Island; Boston; Seattle; Silicon Valley; and Chicago.

It has been estimated that over 200 communities in the US have developed sets of indicators measuring long-term trends of economic, environmental, and social well-being.¹² Each jurisdiction has a different emphasis depending on what data is available and in terms of the community consultation processes undertaken to determine the measures and benchmarks.

The influence of the Friedman model of results based planning and accountability has also had a policy impact in the USA, particularly in regards to community development, children's education and health outcomes. This impact has been felt both in terms of policy making dialogue and in developing credible evidence bases for policy and budgetary decision making.

As an example, the 'Kids Count' project of the Annie E. Casey Foundation is tracking the status of children on a national and state-by-state

basis.¹³ The Kids Count website [www.aecf.org/kidscount] provides an example of the capacity of social results data to inform government-decision making in practice. The survey of US legislator's views on the Kids Count Data Book gives a useful insight into the perceptions of decisions makers as to the value of social performance measures as an effective evidence base.¹⁴

The Federal Interagency Forum on Child and Family Statistics publishes *America's Children: Key National Indicators of Well-Being*, a report that includes detailed information on a set of key indicators of child well-being under the broad headings of economic security, health, behaviour and social environment and education.¹⁵

Tasmania

Tasmania Together is a very community centred model both in its development and in terms of ongoing monitoring. The consultation process developed for *Tasmania Together* was facilitated by the relatively small population. Each household was given a feedback card on which they could write their concern for Tasmania. This information was then collated and used to develop the reporting framework.

The concept is of a twenty-year vision for the state, with targets and progress measures along the way. *Tasmania Together* is categorised into 24 goals and 212 benchmarks, separated into community, economic, cultural, democratic and environmental goals.

Tasmania uses response data as well as social indicators. This means it reports on specific initiatives (with budget allocations included) as actions against the priority benchmarks/goals. In some policy areas of the report (including poverty – ensuring a reasonable standard of living) specific data collections or surveys are resourced by the government to supplement existing ABS data. In some cases these surveys are undertaken by the non-government sector on a contractual basis.

Monitoring results against the reporting framework is overseen by an independent statutory authority. The *Tasmania Together Progress Board Act 2001* details the membership of the Board, which have subsequently entered into a partnership agreement with the

Tasmanian Council of Social service (TASCOS). This establishes a joint enterprise approach to promote the achievement of the *Tasmania Together* benchmarks.

Victoria

Growing Victoria Together is a policy framework document and is not legislatively based. It identifies a balance between economic, social and environmental goals and states that these priorities will inform budgetary decisions and policy choices. The first report against the framework was released as an appendix to the State Budget 2003-04.

The framework arose from the Growing Victoria Together Summit and is intended to communicate the Victorian Government's integrated economic, social and environmental directions, provide a five to ten year policy framework for the public sector and act as a basis for engaging stakeholders in implementing future directions and actions.¹⁶

In announcing *Growing Victoria Together* the Premier, Steve Bracks identified four 'overarching themes' of the model as:

- financial responsibility;
- revitalising democracy;
- restoring services; and
- growing the whole state.

To this was added three main concerns or aims:

- providing decent and responsible government;
- getting the basics right- good schools, quality health care, more jobs and safe streets, and
- leading the way to a better Victoria with education and lifelong learning as the key.

The *Growing Victoria* model includes a statement of vision, a list of important issues, a set of progress measures against those important issues and a set of initial actions.

By linking priority issues, progress measurement and action plans the Victorian model can be seen as both aspirational and action focused. This has significant benefits in terms of avoiding counting for the sake of counting but also in terms of promoting both agency level and whole of government approaches to focusing on results.

"By linking priority issues, progress measurement and action plans the Victorian model can be seen as both aspirational and action focused."

John Wiseman, from Victoria University has argued that the main wins under the Growing Victoria Together framework have been:

- 'Strong ownership politically and at a senior level in the public sector;
- Movement towards integrating social, economic and environmental directions;
- Treasury is seen as engaged and supportive;
- The model has driven change in several areas, especially education;
- Key ideas are becoming embedded in language and some practice (eg sustainability);
- Contribution to the creation of a Department for Victorian Communities, and Department of Sustainability and the Environment; and
- Created a strategic focus for long term thinking.'¹⁷

However since its introduction significant lessons have been learnt from the Victorian model.

Lessons learnt

Wiseman identifies the main constraints to the Victorian model as including:

- 'Departmental focus on programs and outputs rather than outcomes;
- The complexity of policy interdependence can be at odds with simple program structures;
- A lack of appropriate mechanisms for sorting out outcome choices and trade offs;
- And a lack of public sector capability in measuring progress, forecasting over time and engaging stakeholders.'¹⁸

He argues that there are significant lessons to be learnt in regards to ownership and action,

measuring progress and promoting new directions in public policy. In regards to the 'challenge of turning public value theory and triple bottom line rhetoric into reality' he identifies the need for 'new public sector institutional relationships, cultures, skills and capacities'.¹⁹

Current sustainability reporting in NSW

NCOSS is aware of the work being undertaken by the Communities Division, Department of Community Services (formerly the Strengthening Communities Unit, NSW Premier's Department)) to finalise a Sustainability Survey of NSW Government Agencies. Unfortunately that report has not yet been released and so we cannot provide any detailed comment on that project or its findings.

We note however that senior government officers have emphasised the need to develop good practice principles and examples of sustainability that are producing results in disadvantaged communities. As the peak body representing the interests of such communities we welcome this emphasis.

We also welcome the articulation of the NSW Government's priorities of fiscal responsibility, economic development, social justice and environmental protection within a reporting framework. However, there is no clear evidence as yet, as to how those four priorities are being integrated either within or between public sector agencies.

In the absence of those findings the current state of reporting in NSW appears to be skewed very heavily towards fiscal, and to a lesser extent environmental reporting. Compared to other jurisdictions in Australia and overseas, NSW has a significant way to go to establish an effective system of social performance reporting. If sustainability is to become the foundation of public policy in NSW then the challenge of integrating economic, social and environmental strategies becomes urgent. This challenge cannot be met if government does not give due emphasis to social performance reporting in the near future.

Historically, government has reported primarily against fiscal measures, principally through the annual State Budget as required by *Public Finance and Audit Act* 1983. This has a high degree of legislative scrutiny through the Estimates Committee process. We also note the governments commitment to eliminating public debt under the *Debt Elimination Act* 1995, This has become a very important measure of fiscal performance even if it operates as a hindrance to social performance, for example by preventing government agencies borrowing to finance ongoing service provision.

In this regard it would be fair to argue that fiscal performance and reporting currently has primacy within the four pillars of government. Environmental reporting is growing in importance, and the interconnections between environmental and economic sustainability appear to have become better understood by government and the community in recent years. However, the relationships between economic, environmental and social justice outcomes seem less well understood.

State of the Environment (SoE) reporting as required under the *Protection of the Environment Administration Act* 1991 has been an important step in developing the culture of environmental reporting across government agencies. The SoE 2003 is structured around six themes, with 72 core indicators based on internationally agreed principles.²⁰

Using scientifically valid indicators that have been subject to community consultation and available for application across several jurisdictions is a positive development. It allows for interstate comparison but also meets the good practice requirement of engaging the community in the development of the measures against which performance will be measured.

Social performance reporting in NSW

Recent history at a Commonwealth level

At the national level, The Productivity Commission produces an annual *Report on Government Performance*. This provides a state-by-state comparison of performance against indicators in a number of portfolio areas. Although a very useful report, the indicators used are largely throughput based. There is no comprehensive measure of results or outcomes within the current structure.

The Evatt Foundation also produces an annual *'The State of the States Report'*. Billed as Australia's only annual triple bottom line assessment of government performance, the 2004 report provides analysis of key social performance areas such as corrective services, education and child protection. However it does not cover the full range of human services agencies, and focuses heavily on expenditure measures/comparators.

It is also important to acknowledge the significant work of the Australian Bureau of Statistics in monitoring trends in social statistics. Key publications including *Measuring Wellbeing: Frameworks for Australian Social Statistics*, the annual *Measures of Australia's Progress*, ongoing reports based on census data, as well as specific publications examining population groups for example *Counting the Homeless*. These information sources contribute enormously to our understanding of patterns of wealth and disadvantage in our community. However they exist as data sets from which trends and evidence can be drawn rather than being specifically linked to policy development or budgetary decisions.

The Productivity Commission Report *Overcoming Indigenous Disadvantage: Key*

Indicators 2003 represents a step forward in creating links between data and policy. In the forward to the report, Commission Chairman Gary Banks states 'This Report is more than just another collection of data. It documents outcomes for Indigenous People within a framework that has both a vision of what should be for Indigenous People and a strategic focus on key areas that need to be targeted if that longer term vision is to be realised.'²¹

The reporting framework recognises that outcomes are linked and the importance of every government agency looking at their capacity to contribute to improving results for Indigenous people. The report uses a four level framework of priority outcomes, headline indicators, strategic areas for action and strategic change indicators.

Recent history at a State level

1996 Social Justice Statement

In October 1996, the NSW Government released the NSW Social Justice Directions Statement. This document set out the Government's stated commitment to the principles of equity, access, participation and rights. It stressed that 'social and economic policies must reinforce each other. Good economic outcomes pay for and promote good social outcomes.'²²

The statement also set out a series of tasks for the Government to complete within set time frames. This includes the development of a Rural Social Justice Strategy by June 1997; the making of a Landmark Statement on its responsibilities and duties to Aboriginal peoples by August 1997; and the establishment of standards for disability accessibility in public transport and integrated schooling. Various government human services agencies each had a series of

identified tasks under a set of priorities. These priorities, to be met during the first term of the Carr government were:

- Promoting a more inclusive community;
- Responding to the needs of families and communities;
- Providing services and in other ways contributing to a physical environment;
- Ensuring equitable access to a quality public education system and training opportunities;
- Reforming the justice system; and
- Helping our democracy work better for all citizens.²³

Three key mechanisms for implementing, monitoring and evaluating the Strategy were:

- The role of the Cabinet Committee on Social Justice in ensuring that the budgetary processes link to the stated social justice priorities;
- The establishment of Social Justice Reference Group to provide community advice on major social justice issues; and
- The creation of a Social Policy Development Unit in Cabinet Office, to provide policy advice and to support the work of both the Cabinet and the Reference Group, above.²⁴

To NCOSS's knowledge, neither the Cabinet Committee nor the Social Justice Reference Group have met for some time. Similarly, the stated requirement that Departmental annual reports include social justice outcomes and performance indicators has not been fully met by some agencies. Nor is there any published information on relevant CEO performance agreements that could be used to determine if the final measure of including social justice objectives has been adhered to. Or where CEO performance agreements have included these objectives, whether any detailed performance evaluation against those objectives has taken place.

Rural impact and family impacts statements for Cabinet decisions

In a related development to the Social Justice Directions Statement, the Premier also announced that Rural Communities Impact Statements (RCISs) would be required for Government decisions affecting rural communities. In its guidance to agencies the

Government explained 'The principal purpose of RCISs is to improve the decision making processes of the Government and its agencies by ensuring that the full extent of economic, environmental and social impacts of proposals on rural communities and regions is identified and accounted for.'²⁵

This was not the first time that impact statements had been used as a means of assessing social impacts alongside economic and environmental issues. The previous Fahey Government, in 1994 introduced the requirement of family impact statements within Cabinet minutes. These statement statements 'should demonstrate how consideration has been given to the possible impacts on families of the proposal, in particular the impact on family roles and responsibilities must be considered. The intended or unintended consequences for disadvantaged families must be considered and where appropriate, strategies to lessen the impact outlined.'²⁶

Ethnic Affairs Priority Statements (EAPS)

Under the *Community Relations Commission and Principles of Multiculturalism Act 2000* four principles of multiculturalism have been established for NSW. In addition, all NSW Government agencies must include an Ethnic Affairs Priorities Statement (EAPS) in their annual report. These are to include the agencies strategies for meeting the four multiculturalism principles. Some agencies have been identified as being key agencies and are required to work with the Community Relations Commission in preparing their EAPS and must also lodge a copy of their EAPS with the Commission. These agencies are identified on the basis of responsibility for developing government policy or having a high degree of community contact in areas such as welfare, justice, education and employment.²⁷

NSW Treasury Processes – Results Based Logic

The NSW Treasury *Financial Management Framework* aims to ensure that 'funding decisions are made having regard not only to costs, but also the appropriateness, efficiency and effectiveness of service delivery. By linking budget allocations to performance, the use of public resources is made more transparent.'²⁸

As part of the Budget process, all Government agencies are now required to prepare a Results and Services Plan (RSP). This sets out what an agency intends to achieve with its current resources. Treasury guidelines argue that RSPs are designed to achieve:

- 'Better resource allocation by providing financial and non-financial information in a consistent format;
- Better resource management by agreement between Treasury and the agency on their funding plan; and
- Improved reporting within government and to external parties by focusing agencies on managing for performance.'

Results and Services Plans are prepared under an approach called '**results logic**'. This approach aims to link what an agency does (services) to the impact that it has on society (results).'²⁹

It is significant that its in guidance to agencies, NSW Treasury specifically identifies the need to identify community benefits within the results logic. In a clear link to the theoretical basis of the Friedman model, NSW Treasury instructs agencies to ask the questions: what are we trying to achieve, and how do we want to affect the economy, environment or the community to benefit the people of NSW?³⁰

The Friedman Model of results based decision-making and accountability – its influence in NSW

The work of Mark Friedman around 'results based decision making' has generated much interest amongst both government and non-government agencies in NSW. An increasing amount of the evaluation of NSW government human service activity at a programmatic level is now being undertaken within the Friedman framework. Some non-government organisations are using lessons from the Friedman model in their evaluation activities. Funded non-government organisations are also being drawn into the operation of the framework through accountability mechanisms associated with program funding.

At a policy level peak bodies, including NCOSS, are engaging with the Friedman model through the pre-budget submission process and in negotiations about priorities for communities and population groups.

"It is significant that its in guidance to agencies, NSW Treasury specifically identifies the need to identify community benefits within the results logic."

Friedman's model is based on the simple premise that **results** (or outcomes or goals) are conditions of well-being for individuals and communities, stated in plain language.

Indicators (or benchmarks) are measures, which help quantify results.³¹ These measures may be both experiential and data based. As Friedman describes the function of indicators '*They answer the question "How would we recognise these results in measurable terms if we fell over them?"*'³²

For each indicator, a baseline is needed. He describes this as presenting a picture of where we've been and where we're headed if we stay on our current course. An important principle within the model is the need to focus on what Friedman describes as **turning the curve**. The logic here is that baselines allow us to assess progress in terms of improving over time. 'This allows us to count as progress when we have slowed the rate at which things are getting worse, before we fully turn around and go in the right direction. This stands in contrast to the usual definition of success... It takes time to turn the curve on such a trend line.'³³

The notion of establishing baselines for indicators is instructive for the development of social performance reporting in NSW. Building the necessary capacity for implementing new accountability systems is a long process. First, government and communities need to engage in dialogue to agree on their own set of outcomes or results that reflects the results they want for people and communities.³⁴

Second, data must be collected and reported on. This initial data gives the community a baseline to measure its future progress; in this way the social performance reporting framework becomes aspirational in focus over time.

Current limits and Potential opportunities in NSW

As NSW now has a results-based logic budgetary process the need for, and the opportunity to incorporate social performance reporting, is at hand. The withdrawal of the Social Justice Statement from the budget papers is further evidence of the need for meaningful measurement and reporting against social performance outcomes.

Although the Social Justice Statement was only an ad hoc report based on expenditure, and did not operate within a strategic framework, it was one of the few mechanisms available in NSW.

It can reasonably be argued that the NSW Government should move towards incorporating social performance reporting into its core functions. As we have learnt from the increasing use of Triple Bottom Line reporting in the private sector, sustainability, economic performance and social progress go hand in hand. Further, international and interstate experience shows that this can be implemented at relatively low cost if currently collected information is used as the primary source of data against which reporting takes place.

However, there are key issues that need to be addressed in any potential model of measuring government's social performance. These are discussed in the next section.

Developing social performance reporting in NSW: Key issues

Definitional issues

Poverty, disadvantage, social exclusion and community resilience

The debate about the concepts and measurements of poverty is ongoing. There are a variety of models and approaches used to define poverty. These range from monetary income measures to life-cycle analysis of cumulative deprivation and subsequent social exclusion.

NCOSS supports the definition of poverty proposed by ACOSS in its submission to the *Senate Community Affairs References Committee Inquiry into Poverty and Financial Hardship*, which examines poverty across 'subsistence' (food, shelter, etc) and 'participation' measures (ie. inability to access education, take part in community etc).

Clients of the Brotherhood of St. Laurence who had all experienced poverty wrote a definition of poverty, that is instructive in this debate, both because of its simplicity, but also because it comes from people experiencing poverty themselves³⁵:

- 'Poverty is lack of power over resources including money or means to earn it, housing, education and good health;
- Poverty is lack of power over information as much of the information is difficult to access and to understand;
- Poverty is lack of power over relationships particularly in dealing with positions of authority;
- Poverty is lack of power over decision making as decisions tend to be made 'for' the poor.'

In this definition lack of money is a manifestation of poverty and the causes are

firmly located in the powerlessness arising from a cycle of deprivation and exclusion. This approach acknowledges the way in which social and economic forces can act to exclude people from social life, even if 'bare necessities' are met.

In Australia, Tony Vinson's work is the most recent and advanced in regards to measuring social exclusion and community resilience.³⁶ He identifies entrenched patterns of disadvantage, through the multiple indicators of poverty, which correlate and reinforce each other rather than using the single measure of material wealth. His work shows that disadvantage is associated with where people live, is concentrated in some locations, amongst some population groups and continues across generations. He also explores the impact of community resilience as a buffer to some of the negative effects of multiple disadvantage.

What is social progress and well-being - what results are we trying to measure?

The Australian Bureau of Statistics defines progress as life getting better; across three domains: environmental, economic and social. The definition of social progress, used in *Measures of Australia's Progress* is:

'increases in the well-being of the population; a reduction of threats to, and increases in social cohesion; and protection and enhancement of democratic rights'.³⁷

In the ABS framework:

- The well-being of the population is measured by health, education, work, housing and financial hardship indicators;
- Social Cohesion is measured by family and community, and crime indicators; and
- Governance, democracy and citizenship measure democracy.

It is important to note that inequality is one aspect of social progress that is not measured in the indicator set within the *Measures of Australia's Progress* framework. However, the framework does highlight the multi dimensional nature of social progress. For example peoples housing status has a strong impact upon their health, people's membership of a population group impacts upon their life expectancy and people's geographic location impacts upon their access to basic services.

Any social performance framework for NSW would need to allow for these interrelationships between factors to be acknowledged and explored. Current inequities need to be exposed by social performance reporting if the model is to be multi dimensional and ultimately tied to actions. This is one step on from the ABS framework as it is aspirational rather than descriptive.

The aim of the NCOSS model of social performance reporting must be to provide the evidence base to promote government policy to decrease inequities in outcomes whilst increasing the overall levels of well being for people in NSW.

Which Indicators?

It is a simple truth that indicators must mean something, however there are literally thousands of data measures that arguably could describe social performance.

Friedman usefully summarises the key questions around data as:

Proxy Power: Does the indicator say something of central importance about the result? (Or is it peripheral?) Can this measure stand as a proxy for the plain English statement of well-being? What pieces of data really get at the heart of the matter?

Data Power: Do we have quality data on a timely basis? We need data which is reliable and consistent. And we need timely data so we can see progress - or the lack thereof - on a regular and frequent basis.

Communication Power: Does the indicator communicate to a broad range of audiences? (Indicators must be)... compelling, not arcane and bureaucratic. Communication power means that the data must have clarity with diverse audiences.³⁸

In selecting primary indicators: those most important measures³⁹ which can be used as proxies in the public process for determining the social performance of government, the principle selection criteria used by NCOSS are:

- Indicators must be the most meaningful compared to others;
- The most understandable or communicable;
- Easy to collect, robust, measurable and feasible for diverse populations;
- They must fit together and tell a clear story;
- They must include positives (ie community resilience) and not just negatives;
- They must be collectable and reviewable over time;
- They must measure outcomes over which state government has significant impact; and
- They must galvanise action.

It is important that social performance reporting allows for the different experiences of population groups. For this reason, each indicator needs to be measured for the general population, and then cut across equity data needs to be reported on for at least three population groups – Aboriginal and Torres Strait Islander peoples, people from Culturally and Linguistically Diverse Communities and people with disability.

This should help to get over one of the criticisms of the UK model where despite detailed targets and performance reporting across the whole life-cycle, some population groups, for example children with disabilities, have tended to still fall between the policy silos in terms of improved outcomes.

Spatial dimensions of data are also important. Data must be readily available at state, regional, local government area/statistical local area and postcode level for meaningful performance measurement.

Ideally, data would be available at sub-postcode or neighbourhood level. This is because social conditions vary widely at the very local level. Unfortunately, there is very little sub postcode data freely available. Nor is there readily available data on community cohesion or resilience. These are the types of data that the Social Performance Reporting model needs to include in its **data development agenda**.⁴⁰

Potential dangers and pitfalls

In developing any social performance reporting framework there are significant risks that the exercise becomes one of counting for counting's sake, diverting agencies away from their core business. For this reason the NCOSS model aims to use largely existing data to and to connect headline indicators across government in a simple reporting process.

Another danger is that social performance measurement is used as another excuse to cut services, when what is really needed is more effective resourcing to turn the curve. The 2005 US Federal Budget, where huge funding cuts were made to human services based on the argument that they were not getting 'results' reminds us to show extreme caution and a healthy dose of cynicism in our consideration of any potential framework. We must not make the mistake of cutting useful human services programs because of poorly selected indicators.

Also we must acknowledge that some indicators will need to be refined. For example, in transport having a bus stop located 400 metres from your home may be a useful indicator for people with full mobility but a much less useful indicator for some older people, or people with disability.

"It is important that the social performance reporting allow for the different experiences of population groups."

There is also the danger that the framework is either too broad – and therefore meaningless, or too focused, thereby losing potential as a whole-of-government initiative. And there is always the significant risk that social performance reporting will not gain the necessary traction in government and will fade from view over time.

The benefits however, of a viable, effective and simple approach could be significant in financial terms. The opportunity costs of not investing funds in activities that can have positive social results can be massive over time.

Draft NCOSS Framework

Social Results for NSW – measuring the social health of our state

Rationale:

‘Performance measurement is an integral part of modern government. It stands behind the creation of targets, contracts and agreements that control service delivery. Good performance information can help Departments to develop policy, to manage their resources cost effectively, to improve Departmental and programme effectiveness and to report their performance to Parliament and the general public, so promoting accountability for public resources.’⁴¹

Accountability is a key factor in good government. By reporting on social performance, NSW can better engage in new methodologies of accountability and find meaningful measures for tackling social exclusion.

What vision for NSW underpins Social Results for NSW?

Social performance reporting must be linked to the goals and aspirations of the Government and community. NCOSS considers that these goals must be based on equity and social inclusion. The concentration or dispersion of poverty within a community is a leading indicator of equity, and equity is one of the foundations of sustainability.⁴²

We all want:

- To make NSW a better place to live;
- To reduce poverty and social exclusion, and encourage community participation and inclusion;
- To maintain high and stable levels of economic growth and employment

- To ensure the state shares its prosperity to all its residents;
- To create higher standards of community well being through improved provision and access to education, health, housing, employment, justice and other community services;
- To enforce effective protection and sustainability of the environment;
- To promote a just and equitable state that is enhanced by diversity and looks to the future.

Aims of Social Results for NSW

Social Results for NSW is a set of robust indicators that measure the institutional performance of Government against standards of social well being that are reported against annually, with the results made public. It aims to:

- Measure current performance and our progress over time towards shared goals;
- Embed social and economic equity within the State’s decision-making processes, and to promote social and economic equity to the wider community; and
- Be a model that incorporates planning, budgeting and policy priorities for NSW in a comprehensive package focused on outcomes.

Areas to be measured

- Health, both physical and mental;
- Economic security and financial hardship;
- Education, including access to early childhood, school and training;
- Essential services;
- Housing;
- Transport and connectivity;

- Care and support, including child protection, community care, and support services for older people and people with disability;
- Safety, both in the home and in community; and
- Social cohesion, participation and community resilience.

Linking performance to future action

Social results for NSW needs to be championed throughout government if it is to have impact. NCOSS would recommend the following implementation strategy:

- Governmental oversight to be undertaken by the Cabinet Social Justice Committee, with advice from the Social Justice Reference Group;
- Lead responsibility for its implementation across government agencies to rest with the Premier's Department and Treasury; and
- Monitoring and reporting on its implementation at agency level to be coordinated through the Human Services CEO's Group. Note however that some agencies including the Ministry of Transport are not currently represented on that committee.

As the indicators represent broad priorities for government, these must also be expressed through policy and budget decisions. That is, over time results of spending should be measured against the indicators, particularly those that are outcome based

Social Results for NSW does not replace existing performance measurement; rather it complements those activities through the creation of a set of summary indicators across government. Therefore, each agency must include results against their existing social performance indicators in their Annual Report and through existing mechanisms, for example the Report of the Chief Medical Officer.

In addition, each agency should include in its Annual Report an evidenced statement of how the agency has contributed to the whole-of-government *Social Results for NSW*.

A summary report against *Social Results for NSW* should be tabled to Parliament by the Premier and by the Treasurer as part of the NSW Budget.

The NSW Auditor General should act as the watchdog for *Social Results for NSW*, as part of his/her duties in ensuring compliance with other government standards/accounts.

Questions regarding compliance with and progress against *Social Results for NSW* could be undertaken through the Budget Estimates Committee and through parliamentary questions and debate when the Premier provides his annual report on progress against *Social Results for NSW*.

Social Results for NSW should be reviewed every five years to ensure its objectives are being met and to consider changes to results measures

Proposed benchmarks and indicators in detail

Health

The right to health is taken as a fundamental right in our society. Everyone benefits from a healthy community, both in terms of individuals having a good life and the economic benefits of a healthy workforce contributing to economic growth.

The community has a strong interest in optimising the health of its members, as good health assists people to contribute to society in a variety of ways. In addition, health problems represent direct costs to the community, both in terms of financial and human capital. High levels of good health can be an indication that the social justice goals of a community have been achieved to some degree.⁴³

As health is an area of Commonwealth and State responsibility it is important to select indicators where NSW health policy has a clear and unambiguous impact on progress

There is wealth of health data already available both through the ABS and through NSW Health. The *NSW Health Survey Program* conducts a continuous state-wide all-age health survey to monitor determinants of health, health-related behaviours, health status and health services, and progress towards improving population

health.⁴⁴ The *Chief Medical Officers Report* provides an annual report on the health of the people of NSW based on available measures of population health. It also details and provides data on the social determinants of health including income, housing tenure, benefit type, disability, employment, year 12 retention rate and other social indices measuring relative social disadvantage across each health area.

In selecting primary indicators we need to ask the question – how do we know if our community is healthy – what does that look like?

Generally, health indicators have focused in the first instance on simple measure of life expectancy. This is important as a general rule of thumb for population health, but it tells us little about quality of health. However, it is important to note that there are clear differences in life expectancy between Indigenous and non-Indigenous communities. For this reason life expectancy continues to be an important measure of the fundamental inequities in our society.

Other measures used by the ABS in the *Measures of Australia's Progress* framework include proportion of people surviving to ages 15, 50, and 75; infant mortality rates; burden of disease; avoidable deaths, incidence of heart attacks and cancers. The burden of diseases measures includes mental illness.

The *NSW Snapshot of Health* contains a useful summary of health and social data that could form the basis of the indicators in *Social Results for NSW*. The advantage of using this existing report is that it is:

- An existing source and so no additional resources are needed;
- It has a robust methodology and a good representative sample size;
- Reports on social, environmental and behavioural determinants of health, and
- It is tied to the eight priority areas outlined in *Healthy People 2005: New Directions for Public Health in New South Wales*.

Information from the Snapshot therefore forms part of the NCOSS proposed set of indicators for both health and community resilience/social participation.

(See Table 1, page 33 for details of benchmarks and indicators for 'Health'.)

"... life expectancy continues to be an important measure of the fundamental inequities in our society"

Economic security and financial hardship

Income is a key determinant of a person's ability to meet the necessities of life, engage with their communities and participate in the economy. Income measures are generally divided between national or state measures (ie gross domestic product) and individual measures (ie disposable household income).

It is important to acknowledge the interrelationships between a growing economy, employment and the economic well-being of individuals and communities. The impacts of long term unemployment and entrenched patterns of poverty are often lost in the mainstream analysis of income trends during periods of economic growth. There is clear evidence that some population groups including lone parents and Aboriginal and Torres Strait Islander peoples are more likely to experience financial hardship.

It is also important to keep in mind the distinct roles that Commonwealth and State governments have in regards to employment, income support and social security.

The ABS *Survey of Income and Housing Costs* provides detailed data on household incomes. Generally, low-income people are defined as those who fall into the three lowest deciles (that is the bottom 30 percent) of incomes. Low income is one indicator of financial hardship and is recognised as having significant limitations. These include inability to gain data from the poorest households (ie people who are homeless), relative high housing costs can skew a households ability to meet basic needs and the failure of an income only measure to indicate cash flow problems or describe the asset rich/cash poor patterns of wealth.

Despite these limitations low income is a readily understood concept that is often used as an indicator of disadvantage. Vinson, in *Community Adversity and Resilience 2004*, uses low family income alongside rates of sickness and disability support pension in his set of indicators of multiple disadvantages.

Dire shortage of money is another potential indicator. In Tasmania research was carried out to find the proportion of people who reported they could not afford enough food for their household⁴⁵. This type of survey can add richness to the social reporting process and need not be overly expensive if correctly sampled and if tied to other strategies, for example health equity strategies.

(See Table 2, page 34 for details of benchmarks and indicators for 'Economic security and financial hardship'.)

Education, including access to early childhood, school and training

*'Education and training are critical pathways into employment and social participation and a means of escaping poverty. Education is also critical to creating economic growth, generating higher standards of living and creating the basis of a socially cohesive society.'*⁴⁶

The links between low educational attainment, unemployment, poverty and social exclusion are

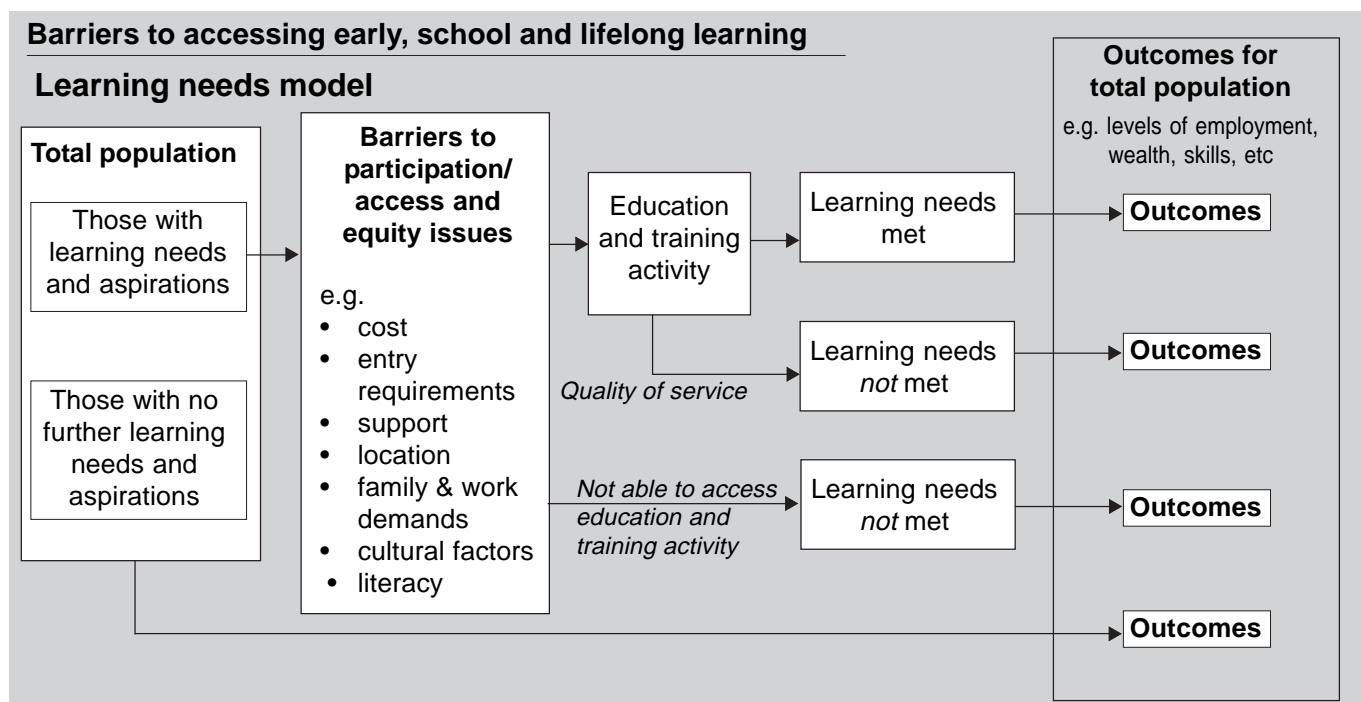
well understood. Equally understood are the dangers of not investing in education in terms of skills shortages and losing the competitive edge in the world economy.

The ABS is currently developing a framework for the measurement of education and training: the *Framework for Australian Education and Training Statistics*. Within this sits a complementary framework called the 'learning needs model'. This is an evaluative model that considers the learning needs and aspirations of the Australian population, and outcomes relating to whether or not these needs have been adequately met.

The *ABS Learning Needs Model* is a useful tool for thinking through the complexity of our education system. In particular, barriers to accessing early, school and lifelong learning (see diagram below).

If we lay activity measures over the top of this we can go some way towards identifying our primary indicators for social performance measurement in education. Potential indicators include participation rates, retention rates, attainment ratios and literacy rates.

The NSW Department of Education collects and publishes data on selected indicators for the core programs relating to the stages of schooling (pre-school, primary, secondary Years 7 to 10 and Years 11 to 12), for equity programs and for



selected other priorities and programs. This includes data on students with disabilities, and from other population groups including children and young people from culturally and linguistically diverse communities.

The *Council on the Cost and Quality of Government* produces annual reports of the Department of Education performance against these indicators. They acknowledge the challenges in finding meaningful outcome measures:

‘There is little information with which to assess the performance of schools in meeting objectives other than academic objectives. Apparent retention rates, which are included in this report, are relevant to both the learning and social objectives of education. For example, the length of time spent at school is an indication of an individual’s opportunity to acquire knowledge, work skills and employment. However, the growing customisation of educational services provided, including the growth in secondary schooling undertaken in TAFE, needs to be taken into account when examining such indicators.’⁴⁷

The Council notes the further development of a broader range of indicators, currently underway through the *Common and Agreed Goals for Schooling Program*.

There are also difficulties in measuring early childhood education due to the complexity of the system in NSW. However a simple measure is one of affordability. Another potential measure is the proportion of four year olds receiving a pre-school education/rates of school readiness.

(See Table 3, page 35 for details of benchmarks and indicators for ‘Early childhood and pre-school education’.)

Essential services – including utilities, communications and food

*“Ensuring that essential services stay within reach of all customers is a challenge for the whole community” says Energy & Water Ombudsman of NSW, Clare Petre.*⁴⁸

Access to essential services including utilities as a strong indicator of disadvantage was also highlighted by Vinson in *Community Adversity*

“In the UK, fuel poverty has long been understood as a key determinant of poor health and social exclusion.”

and Resilience. However there is very little data available to monitor trends in this area. Currently the main data source on disconnections is the Independent Pricing and Regulatory Tribunal’s (IPART) annual compliance report and the EWON Annual Report which reports complaints by consumers including disconnections.

Note also a recent survey undertaken by Urbis Keys Young for the Utility Consumers Advocacy Program (UCAP) detailing the characteristics of households experiencing disconnections and the impacts upon them.⁴⁹

In the UK fuel poverty has long been understood as a key determinant of poor health and social exclusion. Similarly in the USA a new construct for hunger has been advanced – food insecurity. The U.S. Census Bureau, *Food Security Supplement to the Current Population Survey*, measures this. In Australia we have very little hard data available on hunger, although potentially Emergency Relief statistics might tell us a little about the extent of the problem. Regardless of the semantics used, these issues go to the heart of disadvantage in NSW communities.

In the NCOSS submission to the Sydney Metropolitan Strategy it was argued that a set of benchmarks for sustainability should be established. Amongst these were benchmarks around essential services. It was argued that the cost of essential services (water, electricity, gas) should not exceed ten percent of net income, potentially lower for people on fixed incomes or low paid employment. It was also suggested that the number of utilities disconnections should be reduced year on year.

(See Table 4, page 36 for details of benchmarks and indicators for ‘Essential services’.)

Housing

Shelter 'provides a foundation for family and social stability, and contributes to improved health and educational outcomes and a productive workforce. Thus it enhances both economic performance and social capital'.⁵⁰

It is well accepted that access to quality, affordable housing is central to community well being. Similarly housing and employment connectivity is an important precursor to economic growth.

Addressing the current mismatch between the cost of housing, either for rent or sale, and the ability to meet such costs for significant numbers of NSW residents must be priority in any future vision for our state.

Existing data and indicators include the number of households on the public housing waiting list, the proportion of social housing stock against total stock, and the number of households in receipt of Commonwealth Rent Assistance. Although CRA policy, and much of the taxation policy driving current inequities in our housing system are a Commonwealth responsibility the enabling of social and affordable housing is clearly within the scope of State government.

Despite the central role housing plays in our economy and as a key social determinant of well-being there is currently no clear headline indicator available to easily measure either housing affordability, housing quality or connectivity to employment and/or transport.

Affordable housing is generally defined as that, which costs no more than 30 percent of disposable household income. Those paying more than 30 percent are said to be in 'housing stress' .

The *Commonwealth Bank/Housing Industry Association Housing Affordability Index* measures home purchase affordability by determining the ratio of average household disposable income to the (qualifying) income required to meet payments on a typical dwelling. In calculating the index, a qualifying income a deposit of 20 percent with repayments equivalent to 30 percent of income is assumed.⁵¹

Although a popular measure of affordability, the index tells us nothing about the affordability of

rental accommodation, or localised differences between home purchase affordability. It cannot tell us how many households in a suburb, local government area or region are in housing stress. To calculate this, comparisons need to be made against disposable income data both for mortgage costs and rental costs.

Some analysis of sale price, median rent, and income changes (by local government area and by age group) has been undertaken , however this has not been done across the state. See for example, the report commissioned by the Western Sydney Regional Organisation of Councils (CWSROC): *Housing Affordability in Greater Western Sydney: Sale price, median rent and income changes from 2000 to 2004*.⁵²

An existing source of rent and sales data is the quarterly *Rent and Sales Report* compiled by the Department of Housing.⁵³ This uses sales statistics derived from information provided on the 'notice of sale or transfer of land' lodged with Land and Property Information NSW. Rental Bond Board data is used to determine median rents on new lets. This report could be expanded to include an analysis against income data to provide a simple housing affordability measure for inclusion in the social results for NSW framework.

Suggestions regarding performance indicators for housing, employment and transport connectivity are detailed in the transport section of this report.

(See Table 5, page 37 for details of benchmarks and indicators for 'Housing affordability'.)

Transport

Poor access to transport is a defining characteristic of poverty and social disadvantage. An inability to access transport, either because of cost, availability of services or poor physical accessibility, leads to isolation from jobs, health and treatment, as well as social and recreational activity.⁵⁴

Social and economic trends such as the ageing population and significant fuel cost increases will also impact on the affordability and availability of transportation options over time.

Transport connectivity can be defined as 'the extent to which the transport network provides

options and opportunities for connecting to services and activities'.⁵⁵

There are a range of different approaches that could be explored to benchmark and measure NSW transport performance, particularly with respect to social sustainability and economic connectivity. Indicators could include:

- Share of trips by car;
- Average travel times to work;
- Distance to nearest public transport stop from home. A benchmark for this already exists in Sydney at 400 metres to bus stop; and
- Proportion of accessible fleet and facilities.

Some, or all, of the data required to assess performance against these indicators is currently available through NSW Government agencies. A useful source of information is the *Household Travel Survey* carried out by the Transport and Population Data Centre (TDPC) located in the Department of Infrastructure, Planning and Natural Resources. Some key indicator areas are available through this resource, including share of trips by car, travel times and geographic distance from public transport. Unfortunately the survey is centred on Sydney, with no data available on travel characteristics in rural and regional NSW.

Another approach, that NCOSS would support, would be to develop a benchmark to measure transport disadvantage or stress. Transport stress may be defined as the 'level of household expenditure on transport at or beyond a level that results in financial stress. This concept is an adaptation of the notion of 'housing stress'.⁵⁶

This sort of benchmarking has been also been used in the utilities area, (see essential services in this publication) and has enabled a simplified approach to measuring disadvantage experienced by consumers. A similar benchmark could be established for transport and mobility, for example by developing a benchmark for transport cost affordability (eg transport costs as a proportion of annual income). Performance against this benchmark could be measured expanding on existing data collection processes such as the Household Travel Survey. Allied to other measures such as accessibility of services, this approach could help to locate transport disadvantage and measure the social

"Poor access to transport is a defining characteristic of poverty and social disadvantage."

performance of any improvements to the transport network.

NCOSS understands that TDPC is currently mapping transport disadvantage in Sydney, with an ability to focus on streets and localities in the city. The Ministry of Transport is also engaged in a mapping exercise across NSW as part of its bus services reforms.

(See Table 6, page 38 for details of benchmarks and indicators for 'Transport'.)

Care and support, including child protection, community care, and support services for older people and people with disability

It is a goal of any society to protect children, young people, elders and other vulnerable people from abuse, neglect and harm. It is also a goal of an inclusive and forward thinking society to ensure people with disability are able to reach their full potential at all stages of their lives and to participate fully in the workforce, as members of their community and as consumers.

Older people should be valued in our community as full participants in economic and community life. Mature age employment, lifelong learning and equitable access to services are important social justice issues for older people. The economic and social implications of an ageing population are only now starting to be understood. How well government performs now in its care of older people will set the baseline for NSW's capacity to meet the challenges and opportunities an ageing demographic creates.

Currently our care and support systems, including child protection and community care are largely measured through demand and outputs measures, for example by counting child

protection notifications or by examining waiting lists of disability services. This reflects the challenges in determining a clear set of outcome measures that allow for the inter-relationships of several parts of the human services system (including non-government provision) and the externalities this creates. It also recognises that ‘turning the curve’ on issues such as child protection takes some time and caution needs to be observed in settling on potential indicators.

Further, measuring the performances of our care and support systems effectively will rely upon communities and non-government organisations being engaged in the debate about what we want the outcomes of our care systems to be. This dialogue has not yet been fully explored and we are still largely reliant on output measures.

‘Child development theory and research underscores the need for differential responses according to age and life stage, while a large body of research supports the value of early intervention and prevention strategies. Research on attachment, separation and loss highlights the importance of stability and continuity of care. There is a substantial body of research indicating the need for differential service models according to culture and gender, while the resilience literature is valuable in informing approaches that minimise risk and build strengths. The ecological perspective is helpful in understanding the relative contribution of individual, familial, contextual and structural factors in protecting children and promoting their well-being.’⁵⁷

In Canada, work on a *Child Welfare Outcome Indicator Matrix* commenced in 1999. This reflects the four domains of child welfare in Canada (safety, well being, permanence and family/ community support). Although it includes a mix of demand, output and outcome measures it provides food for thought about what a NSW performance measure on child protection might look like.

The authors claim ‘ The indicators selected for tracking outcomes are simple, can be feasibly documented with minimum introduction of new instruments, and are meaningful for front-line workers, managers, policy makers and the general public. While most of these indicators taken individually are only proxy measures of

child and family outcomes, as a set of ten indicators they provide a broad perspective on the children served by the child welfare system and some outcomes of that service’.⁵⁸

Families First also has an evaluation framework that uses an outcomes/indicator model that crosses portfolio areas, for example health and education. DoCs is also working towards a new set of output indicators within Out of Home Care that go some way towards assessing outcomes regarding placement stability. Within this data set cross referencing to population group, including Indigenous status, CALD, disability, age and gender is also possible.

In regards to disability support, the *NSW Disability Services Act 1993* contains specific objects against which performance measures could be determined. These include:

The provision of services necessary to enable persons with disabilities to achieve their maximum potential as members of the community, and

To ensure the provision of services that:

- (i) further the integration of persons with disabilities in the community and complement services available generally to such persons in the community, and
- (ii) enable persons with disabilities to achieve positive outcomes, such as increased independence, employment opportunities and integration in the community, and

Table: Bell Canada Child Welfare Research Unit Child Welfare Outcome Indicator Matrix

Child Safety	1	Recurrence of maltreatment
	2	Serious Injuries/Death
Child Well-Being	3	School Performance (Grade Level/Graduation)
	4	Child behaviour/ YOA Charges
Permanence	5	Placement Rate
	6	Moves in Care
	7	Time to Achieving Permanent Placement
Family and Community Support	8	Family Moves
	9	Parenting Capacity
	10	Ethno-Cultural Placement Matching

- (iii) are provided in ways that promote in the community a positive image of persons with disabilities and enhance their self-esteem.

Similarly the *NSW Healthy Ageing Framework*,⁵⁹ currently under review, contains objectives that could potentially be aligned with performance measures. These include:

- Improved attitudes to ageing and older people and decreased unlawful age discrimination;
- Increased participation of older people in the workforce, education, leisure and volunteering;
- Provision of information about services and rights so that older people can make informed decisions;
- Provision of accessible and supportive living environments that make it possible for older people to live as independently as possible;
- Promotion of independence, well-being and health for older people through the provision of health, accommodation, care and support services; and
- A planned approach to policy and service provision in NSW for older people, based on high quality data and research, and supported by equitable and sustainable resourcing.

The Report on Government Services has established a set of indicators that aim to provide information on equity, efficiency and effectiveness in aged and disability services, however to date no data has been published against the outcome set within this framework. Nevertheless the outputs data is useful. Much of the data is sourced from the Commonwealth State Disability Agreement Minimum Data Set (CSDA MDS).

It is important to note the joint funding responsibility of Commonwealth and State/Territory governments for the Home and Community Care program and the significant responsibilities for residential aged care resting with the Commonwealth. The Commonwealth Government spends \$8 for every \$1 from the State for aged care. For disability services, the State Government spends \$4 for every \$1 dollar spent by the Commonwealth.

“Freedom from violence is a human right and the fear of crime, including violence against the person can restrict people’s lives in many ways.”

However specific indicators measuring performance of the disability services system are still warranted, given the role such services play in the lives of many people with disability. Similarly performance by the aged services system, at least that section under the control of the NSW government is also included in the NCOSS framework. **A feature of *Social Results for NSW* is that results against indicators are measured across population groups. That is, for each of the indicators results for people with disability would be measured.** This helps to set outcomes against the objectives of the DSA above.

(See Table 7, page 39 for details of benchmarks and indicators for ‘Care and support’.)

Safety, both in the home and in the community

Feeling safe in our homes, our neighbourhoods and our workplaces is a precondition to individual well-being, social cohesion and economic productivity. Freedom from violence is a human right and the fear of crime, including violence against the person can restrict people’s lives in many ways. A reduction in crime and a focus on law and order has been a stated policy objective of successive NSW Governments.

‘Although it would be desirable to have a single indicator of the cost of crime to society, one does not exist’.⁶⁰ There is however a wealth of crime data, including victimisation rates, fear of crime data, imprisonment rates, arrest rates and costs data regarding both legal aid and the administration of the courts.

It is important to note that for some crimes, significant under-reporting occurs. This is particularly the case for violence against women, including domestic and family violence and sexual violence. Another important aspect of

violence and safety is the issue of same sex domestic violence, which has been largely ignored in policy debates.⁶¹

Domestic violence is also a child protection issue. Research has shown that early exposure to chronic violence may significantly alter a child's neurological development. It can impact on children in terms of 'loss of safety, loss of childhood, loss of sense of self, loss of trust, loss of significant relationships and loss of a sense of a future'.⁶² Research has also suggested a predisposition towards intergenerational transmission of violence (30 percent) and being involved in a future violent relationship.⁶³

In examining imprisonment rates, it is important to undertake a population group based analysis. This will highlight both the over-representation of Aboriginal and Torres Strait Islander peoples as both victims of crime and within the prison population, but also the prevalence of people with disabilities including intellectual disability and mental illness amongst those serving custodial sentences.

(See Table 8, page 40 for details of benchmarks and indicators for 'Safety'.)

Social cohesion including resilience and participation

The quality and strength of people's relationships and bonds with others – their family, friends and the wider community – are important ingredients in the level of social cohesion... A more cohesive society is one in which communities are strong and inclusive, and where fewer people fall through the cracks.⁶⁴

In attempting to measure social cohesion, the notion of social participation makes for a good start. The ABS collects data on involvement in organised sport⁶⁵, participation in social activities, participation in religious activities⁶⁶ and levels of volunteering.⁶⁷

Trust, reciprocity and shared identify are seen as essential components in social cohesion – yet all are difficult to measure. Some data is collected on reciprocity, by surveying households on whether they think they could ask people outside their household for small favours, or access support outside the home during times of crisis. Breaks in the bonds of support are also measured by data including homelessness rates, youth suicide rates and drug induced deaths.⁶⁸

Following initial work by Vinson in 2004 examining potential indicators for community resilience, the Victorian Government undertook a project - *Indicators of Community Strength in Victoria*⁶⁹ which included a key set of indicators of community strength, data for which was collected by the Victorian Population Health Survey (VPHS).

Although some of the questions repeat data collected by the ABS, they could form the basis of a useful survey NSW, where no specific surveying of community resilience factors currently takes place. 'The stage may now have been reached where particular expertise and authority needs to be vested in a lead agency to promote and refine on-going audits of community well being... The work of this agency would include, as a minimum, assessments of relative disadvantage and aspects of social climate bearing on the resilience of neighbourhood populations.'⁷⁰

These questions used in the VPHS were:

- Can you get help from friends, family or neighbours when you need it?
- Do you feel safe walking alone down your street after dark?
- Do you feel valued by society?
- Do you feel there are opportunities to have a real say on issues that are important to you?
- Do you help out as a volunteer?
- Are you a member of an organised group, such as a sports or church group or another community organisation or professional organisation?
- Have any of these groups you are involved with taken any local action on behalf of your community in the last two years?
- Have you attended a local community event in the past six months, such as a fete, festival or school concert?
- Do you think that multiculturalism makes life in your area better?
- Do you enjoy living amongst people of different lifestyles?
- Could you raise \$2000 within two days in an emergency?⁷¹

(See Table 9, page 41 for details of benchmarks and indicators for 'Social cohesion and community resilience'.)

Table 1: Health benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
Health	<p>Good health brings social and economic benefits to the individual, their families and the community.</p>	<p>Equivalent life expectancy rates regardless of socio-economic status, locational, cultural or Indigenous status</p> <p>People are able to access appropriate health and oral health care regardless of socio-economic status, location, cultural or Indigenous status.</p>	<p>Life expectancy and death rates by health area</p> <p>Hospital separation rates</p> <p>Difficulties getting health care when needing it by socioeconomic disadvantage score, persons aged 16 years and over</p> <p>Self rated health</p> <p>Psychological distress causing inability to perform usual activities</p> <p>Oral health - dental treatment for adults and children</p>	<p>Report of the Chief Health Officer</p> <p>Report of the Chief Health Officer</p> <p>NSW Continuous Health Survey</p> <p>NSW Continuous Health Survey</p> <p>NSW Continuous Health Survey</p> <p>Australian Institute of Health and Welfare Dental Statistics and Research Unit Centre for Epidemiology and Research, NSW Department of Health. New South Wales Child Health Survey</p>	

Table 2: Economic security and financial hardship benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
<p>Economic security and financial hardship</p>	<p>Income is a key determinant of a person's ability to meet the necessities of life, engage with their communities and participate in the economy.</p>	<p>Growing real incomes overall, plus decrease in income inequality.</p>	<p>Median household income Means to purchase food</p>	<p>ABS NSW Continuous Health Survey</p>	<p>Can household raise \$2000 in an emergency Disposable income after basic set of goods Improved Emergency Relief data</p>

Table 3: Early childhood and pre-school education benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
Early childhood and pre-school education	Readiness for school can impact on children's learning and educational outcomes in the long term	Guarantee two days per week in a pre-school program to every four year old	Proportion of children in a pre-school program in the year before school		DET, DoCS, FACS long day care data needs to be collated to capture the variety of pre-school settings. School readiness is a key outcome for Families First. This could also be in data development agenda.
			Cost of childcare/preschool	DoCs, ASPARD documents	
School education	Impacts on citizenship and participation in community and employment	Young people are either in full time education or work	Age participation rates for 15, 16, 17 and 18 year olds	ABS, <i>Council on the Cost and Quality of Government</i> DET data, Report on Government Services	Data is needed on the number of students with disability whose needs have been identified and met.
		Students leave school with certification that promotes smooth transition to further education, training or work.	Apparent retention rates to years 10, 11 and 12	ABS, <i>Council on the Cost and Quality of Government</i> DET data, Report on Government Services	
		Indigenous students complete school, and have literacy and numeracy attainments at same or similar rate to non-Indigenous	Literacy and numeracy attainment rates Indigenous to non Indigenous attainment rates		

Table 4: Essential services benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
Essential services	Measures peoples capacity to have a basic standard of living	Reduction in Fuel Poverty - Utilities costs should not exceed 10 percent of net income, potentially lower for people on fixed incomes or low paid employment.	Number of disconnections - water, gas, electricity Proportion of disposable income spent on utilities CPI increase in essential goods	IPART/EWON ABS CPI index	Will need local data, including LGA and postcode, plus population group data Need to develop data source

Table 5: Housing and affordability benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
<p>Housing affordability</p>	<p>Provides a foundation for family and social stability, and contributes to improved health and educational outcomes and a productive workforce.</p>	<p>Reduction in the number of households in housing stress by 10 percent in the next five years, and thereafter by five per cent every five years.</p>	<p>Proportion of NSW households (home purchasers and renters) paying more than 30 percent of disposable income in housing costs</p> <p>Public sector rental dwelling stock as proportion of total housing stock</p> <p>Applicants on public housing waiting list</p> <p>Persons receiving Commonwealth Rent Assistance</p>	<p>DOH data, Census data</p> <p>DOH data, Report on Government Services</p> <p>Report on Government services</p>	<p>ABS incomes data cross referenced to Rent and Sales Report data</p>

Table 6: Transport benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
Transport	Strong connectivity between home, work and services is an important driver of economic growth and social sustainability. Transport is the key to this connectivity	Maximum 20 percent of net income spent on transport for working people; ten percent for people on fixed incomes or low paid employment.	Transport costs as a proportion of annual income).	ABS incomes data, Household Travel Survey (TDPC)	Expand Household Travel Survey (TDPC) to cover rural and regional NSW
		A reduction in car usage (targets to be established per region)	Share of Trips by Car	Household Travel Survey (TDPC)	
		Closer housing/jobs/transport match	Average Travel Times to work	Household Travel Survey (TDPC)	Potential role for TDPC
			Distance from home to transport stop	Household Travel Survey (TDPC)	To be developed Metro Metrics Data Project, also Long Island Index as examples
			Map of jobs, housing and transport		
		25% of transport fleet (includes buses and taxis) to be accessible by 2007	Proportion of transport fleet accessible	MOT data, taxi licence data	

Table 7: Care and support benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
<p>Care and support</p>	<p>A coherent and properly resourced care system contributes to the well-being of the individuals concerned, their families and carers and to society as a whole.</p> <p>Access to quality human services is the linchpin of a cohesive and participatory community</p>	<p>Build protective factors and reduce risks in vulnerable families, groups or communities</p>	<p>Child protection and Out of Home Care: Child Protection Notifications</p>	DOCS/kids	
			<p>Pick up of unallocated cases</p>	DOCS/kids	
			<p>Out of home Care Placement stability and breakdown</p>	DOCS	
			<p>Educational attainment for children in Out of Home Care</p>		<p>Child health and educational outcomes amongst children who are DOCS clients- potentially use the "Looking After Kids" data model of Barnardos.</p>
		<p>Optimum independence, opportunity and participation in the community.</p>	<p>Older people and people with disability Unmet need for HIACC services</p>	<p>Report on Government Services, ABS sourced</p>	<p>Will need localised data, currently only published on state aggregate basis</p>
			<p>HIACC, HomeCare, supported accommodation waiting list data</p>	<p>DADHC, CSDA MDS snapshot</p>	<p>Will need data on community access, respite and other supports</p>
			<p>Labour force participation amongst people with</p>	<p>Report on Government Services, ABS Labour force statistics</p>	<p>Will need localised data</p>
				<p>ABS survey Disability, Ageing and Carers Survey</p>	

Table 8: Safety benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
<p>Safety</p>	<p>All NSW residents should live in safety, have equal access to the law and enjoy the full range of rights and responsibilities.</p>	<p>Reduction in domestic and family violence and improved support for victims</p>	<p>Reports of domestic and family violence</p>	<p>DOCS Domestic Violence Line Bureau of Crime Statistics and Research (BOSCAR) - number of Apprehended Violence Orders</p>	<p>Note problems of under-reporting</p>
		<p>Reduction in sexual assault and improved support for victims</p>	<p>Unmet need, turn away rates from refuges</p>	<p>SAAP data/AIHW NDCA</p>	<p>Note problems of turn away data from SAAP largely due to inadequate resources</p>
		<p>Improved safety and feelings of safety outside the home</p>	<p>Reports of sexual assault</p>	<p>BOSCAR</p>	
		<p>Reduction in recidivism</p>	<p>Provision of sexual assault counselling and support</p>	<p>Department of Health data</p>	
			<p>Victims and per capita rate personal crime</p>	<p>BOSCAR plus Report on Government Services, Fear of crime surveys</p>	
			<p>Imprisonment and recidivism rates, adult and juvenile</p>	<p>Report on Government Services, Dept. of Corrections Dept. of Juvenile Justice data</p>	

Table 9: Social cohesion and community resilience benchmarks and indicators

Area	Why is it important	Potential benchmark	Primary Indicators	Data Source	Data Development Agenda
<p>Social cohesion and community resilience</p>	<p>Communities need to be strong and inclusive for our state to grow economically and equitably</p> <p>Community resilience and social cohesion may have a protective effect upon serious and multiple disadvantage</p>	<p>Increased numbers of NSW residents report that they have a stake in the community and have a chance to participate and contribute.⁷²</p>	<p>Sport and recreation activities, religious activities, volunteering or community groups</p> <p>Reciprocity</p> <p>Community resilience</p> <p>Homelessness, suicide drug death data</p>	<p>ABS data including social survey</p> <p>Existing ABS surveys, NSW Snapshot of Health</p> <p>SAAP NDCA data Chief Medical Officers Report</p>	<p>May need localised data and data on population groups</p> <p>May need localised data and data on population groups</p> <p>Vinson model, Victorian model</p>

Endnotes

- ¹ Long Island Index Committee 2004, *Long Island Index 2004*. p 29
- ² John Wiseman, *Triple Bottom Line Policy Making: Lessons from Growing Victoria Together*, IPAA NSW Conference: Citizens and Governments, Getting Results, May 14 2004, at 2
- ³ Global Reporting Initiative, *Sustainability Reporting Guidelines 2002* at <http://www.globalreporting.org/guidelines/2002.asp>, accessed 20 October 2004
- ⁴ N3 at 1
- ⁵ <http://www.globalreporting.org/guidelines/2002/a11.asp>, accessed 20 October 2004
- ⁶ <http://www.globalreporting.org/guidelines/2002/a15.asp>, accessed 20 October 2004
- ⁷ <http://www.globalreporting.org/guidelines/2002/b22asp> : b28asp, accessed 20 October 2004
- ⁸ <http://www.sustainable-development.gov.uk/indicators/headline/index.htm>, accessed 21 October 2004
- ⁹ *Senate Community Affairs References Committee Inquiry into Poverty and Financial Hardship*, March 2004
- ¹⁰ http://www.strategy.gov.uk/files/pdf/da_report.pdf, accessed 23 February 2005.
- ¹¹ http://www.nao.org.uk/publications/nao_reports/00-01/0001301.pdf, accessed 23 February 2005
- ¹² <http://www.rprogress.org/newprojects/commIndi/index.shtml>
- ¹³ <http://www.aecf.org/kidscount/index.htm>, accessed 9 February 2005
- ¹⁴ http://www.aecf.org/kidscount/pubs/kidscount_final_12_17_04.pdf, accessed 9 February 2005
- ¹⁵ <http://childstats.gov/americaschildren>, accessed 22 February 2005
- ¹⁶ John Wiseman, *Triple Bottom Line Policy Making: Lessons from Growing Victoria Together* at 5
- ¹⁷ N16 at 15
- ¹⁸ N16 at 16
- ¹⁹ N16 at 19
- ²⁰ <http://www.environment.nsw.gov.au/soe/index.htm>, accessed 20 October 2004
- ²¹ SCRGSP (Steering Committee for the Review of Government Service Provision), 2003, *Overcoming Indigenous Disadvantage: Key Indicators 2003*, Productivity Commission, Canberra. P5
- ²² New South Wales Government, 1996, *Fair Go Fair Share Fair Say: NSW Social Justice Directions Statement*, 1996, p1
- ²³ N22 at 5
- ²⁴ N22 at 29
- ²⁵ http://www.premiers.nsw.gov.au/our_library/rural/rural%20comm%20impact%20stat.htm, accessed 10 February 2005
- ²⁶ Memorandum no. 94-6: *guidelines for family impact statements in cabinet minutes*, at
- ²⁷ <http://www.eeo.nsw.gov.au/jobs/eeointro/diversity.htm>, accessed 13 February 2005
- ²⁸ <http://www.treasury.nsw.gov.au/fmiframe/fmiframe.htm>, accessed 9 February 2005
- ²⁹ <http://www.treasury.nsw.gov.au/pubs/tpp2004/tpp04-4.pdf>, accessed 9 February 2005
- ³⁰ N29 at 2
- ³¹ Within the model strategies are defined as coherent collections of actions which have a reasoned chance of improving results. Whilst performance measures are measures of how well public and private programs and agencies are working. An important distinction is made here between ends and means. Friedman argues that results and indicators are about the ends we want for individuals and communities, whilst strategies and performance measures are about the means to get there.
- ³² <http://www.resultsaccountability.com/PDF%20files/Prop10GuideV4.PDF>, accessed 9 February 2005
- ³³ N32
- ³⁴ Centre for the Study of Social Policy, *Finding the Data: A Start-Up List of Outcome Measures with Annotations*, 1995,
- ³⁵ Cited in Garrick, J., 'Can Beggars Be Choosers' Open Training and Education Network, 1991, p.15
- ³⁶ Vinson, T *Community Adversity and Resilience: the distribution of social disadvantage in Victoria and New South Wales and the mediating role of social cohesion*, Jesuit Social Services, March 2004.

- ³⁷ Australian Bureau of Statistics, 2004, *Measures of Australia's Progress 2004*, p17
- ³⁸ N32
- ³⁹ N32
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- ⁴¹ N11
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- ⁴⁷ http://www.ccqg.nsw.gov.au/Site07Jul2004/performance_reports/school_education/school_education_07.htm, accessed 13 February 2005.
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- ⁵³ <http://www.housing.nsw.gov.au/>, accessed 21 February 2005
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- ⁵⁶ N55 at 28
- ⁵⁷ Freiberg, Kirby, Ward, 2004, *The report of the Panel to oversee the consultation on Protecting Children: The Child Protection Outcomes Project*, at http://www.dhs.vic.gov.au/pdpc/pdfs/pro_child_protect.pdf, accessed 22 February 2005
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- ⁵⁹ <http://www.dadhc.nsw.gov.au/NR/rdonlyres/6DA00E13-B68E-4E7C-BFC0-4FF0AA8A59D4/255/hafwork.pdf>, accessed 22 February 2005.
- ⁶⁰ N37 at 146
- ⁶¹ The Department of Family and Community Services (FACS) has recently funded a study on same sex domestic violence undertaken by the Aids Council of NSW. See http://www.acon.org.au/health/index.cfm?doc_id=1466&cat_id=98, for more information
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