# Appendix D—Performance of the Queensland child protection system

# Queensland's performance in Queensland's performance achieving state and national child protection goals

Section 40 of the Family and Child Commission Act 2014 requires the Queensland Family and Child Commission (OFCC) to include information on the following in its annual report:

- Queensland's performance in relation to achieving state and national goals relating to the child protection system [(s40)(1)(a)(i)]
- Oueensland's performance over time comparison to other iurisdictions [(s40)(1)(a)(ii)]
- Queensland's progress in reducing the number of, and improving the outcomes for, Aboriginal and Torres Strait Islander children and young people in the child protection system [(s40)(1)(a)(iii)].

This section provides an overview of Queensland's performance in relation to these three areas. A range of national data sources has been used to measure the performance of the child protection system. 13 All data featured in this report was the most current available as at 30 June 2018.

# against national goals

## National Framework for Protecting Australia's Children 2009-2020

The National Framework for Protecting Australia's Children 2009-2020 (the National Framework) outlines national goals for Australia's child protection system.<sup>14</sup> The National Framework is a long-term program of change promoting a unified approach to child protection in Australia. It shifts the focus of protecting children from a statutory response to abuse and neglect to a more holistic view, where the safety and well-being of children is the collective responsibility of families. communities and governments.

Australia's progress on the National Framework is measured against a series of outcomes and performance indicators that support the highlevel goal of ensuring Australia's children and young people are safe and well. 15 The six supporting outcomes address the following complementary areas:

- 1. Children live in safe and supportive families and communities.
- 2. Children and families access adequate support to promote safety and intervene early.
- 3. Risk factors for child abuse and neglect are addressed.
- 4. Children who have been abused or neglected receive the support and care they need for their safety and well-being.

<sup>19</sup> Sources include: Productivity Commission's Report on Government Services 2018; Children's Headline Indicators 2016 by the Australian Institute of Health and Welfare; Australian and New Zealand Child Death Statistics 2015 by the Queensland Family and Child Commission; and data from the Australian Demographic Statistics (September 2017) by the Australian Bureau of Statistics.

<sup>&</sup>lt;sup>14</sup> The National Framework was endorsed by the Council of Australian Governments on 30 April 2009.

<sup>&</sup>lt;sup>15</sup> Council of Australian Governments, 2009, National Framework for Protecting Australia's Children, p. 11.

- 5. Aboriginal and Torres Strait Islander children are supported and safe in their families and communities.
- 6. Child sexual abuse and exploitation are prevented and survivors receive adequate support.

The third *Three Year Action Plan 2015–18* (Third Action Plan) to implement the National Framework places strong emphasis on prevention and early intervention. As the indicators to measure outcomes for the Third Action Plan have not yet been released, the QFCC has used indicators from the second *Three Year Action Plan 2012–2015* (Second Action Plan) to measure Queensland's progress.

Under the Second Action Plan, eight indicators are used to measure progress towards the high-level goal that children and young people are safe and well:

- Substantiated child protection cases
- 2. Children in out-of-home care
- 3. Teenage births
- 4. Infants born of low birth weight
- 5. Child homicide
- 6. Early childhood development
- 7. Child social and emotional well-being
- 8. Family economic situation.

Queensland's performance in relation to achieving national goals has been examined against the first five of these indicators only. 16 Data has been sourced from a number of publications and brought together to present a picture of the safety and well-being of children in Queensland compared with the national average.

Data is presented in graphs, with definitions and analysis included. Information specifically relating to Aboriginal and Torres Strait Islander children is included where possible.

The data used to provide comparisons between Queensland and other jurisdictions is not always directly comparable, as it has been drawn from a variety of sources. The sources may adopt different data definitions, reference periods or population figures. Please note the caveats provided.

# Implementation of recommendations of the Royal Commission into Institutional Responses to Child Sexual Abuse

On 15 December 2017, the Royal Commission into Institutional Responses to Child Sexual Abuse released its final report, including 409 recommendations. The Queensland Government released its response to the Royal Commission's report on 15 June 2018, observing that some of the recommendations have already been implemented in Queensland and work has commenced on others. The government accepted or accepted in principle 244 of the 409 recommendations.

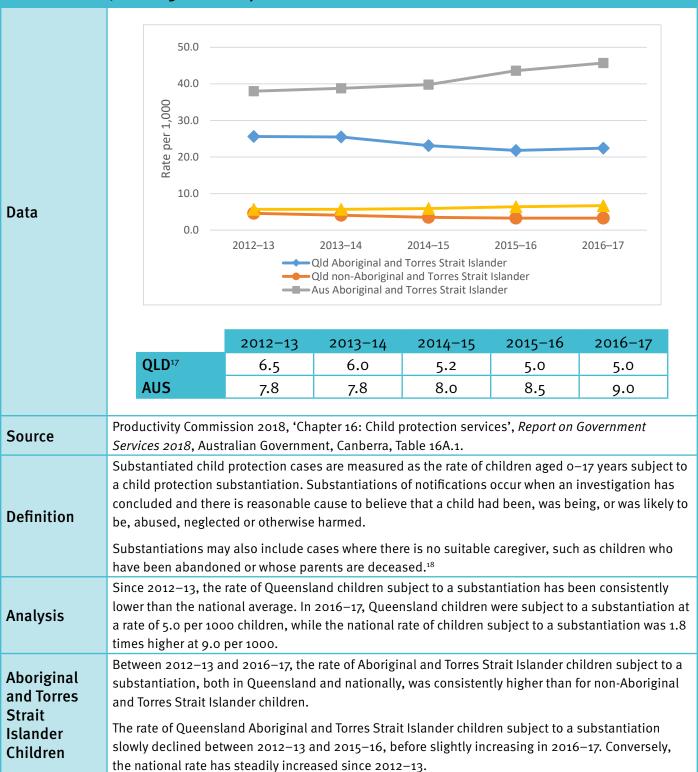
Commitments from the Queensland Government include introducing a reportable conduct scheme; establishing a truth, health and reconciliation taskforce; and strengthening services to people who have experienced abuse.

As part of monitoring Queensland's performance in relation to achieving state and national child protection system goals, future reports may include discussion of the Royal Commission recommendations the QFCC is responsible for implementing.

<sup>&</sup>lt;sup>16</sup> Data to support Indicator 6 (early childhood development) has not been updated since the QFCC last reported on this measure in its 2016 *Performance of the Queensland Child Protection System* report. This data has therefore not been reported again here. The data source to measure Indicator 7 (child social and emotional well-being) is currently pending the implementation of an Australian Bureau of Statistics data source and is therefore not yet reportable. The data for Indicator 8 (family economic situation) is not currently available as a measure for each jurisdiction, therefore, Queensland's performance cannot be measured, and the indicator is not included in this report.

### Indicator 1—Substantiated child protection cases

Rate of children aged o-17 (per 1000) subject to a substantiation, by Aboriginal and Torres Strait Islander status, 2012-13 to 2016-17

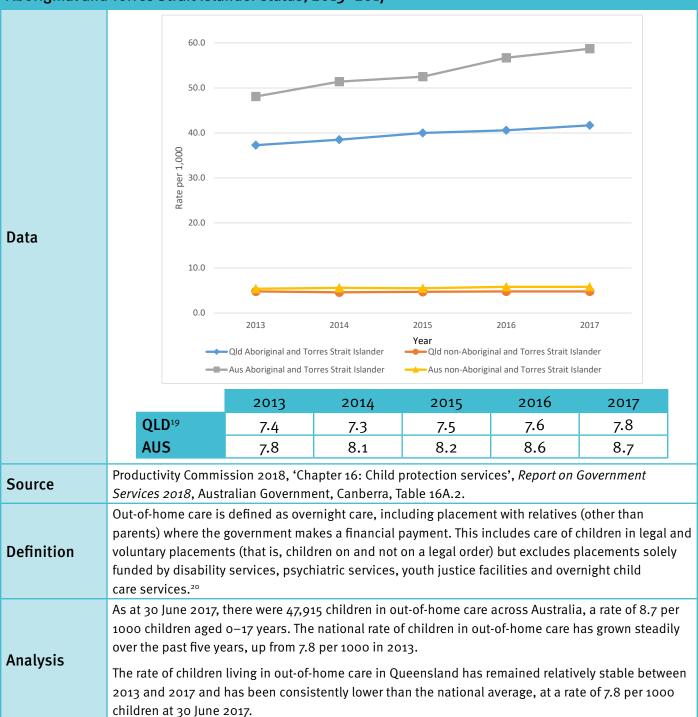


<sup>&</sup>lt;sup>17</sup> This table is a measure of the rate of substantiation for all children inclusive of all Aboriginal and Torres Strait Islander children, non-Aboriginal and Torres Strait Islander children, children who do not identify and children whose cultural status is unknown.

<sup>18</sup> Australian Institute of Health and Welfare, 2017, Child Protection Australia 2015–16, Child Welfare Series No. 66. Canberra, p. 20.

#### Indicator 2—Children in out-of-home care

# Rate of children aged o-17 (per 1000) who were in out-of-home care as at 30 June 2017, by Aboriginal and Torres Strait Islander status, 2013–2017



<sup>&</sup>lt;sup>19</sup> This table is a measure of the rate of out-of-home care for all children inclusive of all Aboriginal and Torres Strait Islander children, non-Aboriginal and Torres Strait Islander children, children who do not identify and children whose cultural status is unknown.

<sup>&</sup>lt;sup>20</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.37.

### **ANNUAL REPORT**

#### Aboriginal and Torres Strait Islander Children

Between 2013 and 2017, the rate of Aboriginal and Torres Strait Islander children in out-of-home care, both in Queensland and nationally, was consistently higher than for non-Aboriginal and Torres Strait Islander children.

As at 30 June 2017, Queensland Aboriginal and Torres Strait Islander children were over eight times more likely to be in out-of-home care than non-Aboriginal and Torres Strait Islander children (41.7 per 1000, compared to 4.8 per 1000).

Nationally, Aboriginal and Torres Strait Islander children were 10 times more likely to be in out-of-home care than non-Aboriginal and Torres Strait Islander children, as at 30 June 2017 (58.7 per 1000, compared to 5.8 per 1000).

### Indicator 3—Teenage births

# Age-specific birth rate for women aged 15–19 years (births per 1000 females), by Aboriginal and Torres Strait Islander status, 2010–2014

Torres Strait is	lanuer Status, 20	10-2014					
	Teenage birth rate						
	0.08 0.08 0.08 0.08 0.08 0.08 0.08						
	0.0 Sater			<b>—</b>	<del>-</del>	_	
Data		2010	2011	2012	2013	2014	
2 3.14	Qld Aboriginal and Torres Strait Islander  Qld non-Aboriginal and Torres Strait Islander						
	Aus Aboriginal and Torres Strait Islander						
	Aus non-Aboriginal and Torres Strait Islander						
							]
	OL Day	2010	2011	2012	2013	2014 <sup>21</sup>	
	QLD <sup>22</sup> AUS	22.7	21.1	21.3	19.6	17.8	-
	AUS	15.9	15.5	15.5	14.2	13.0	
Source	Australian Institute of Health and Welfare, <i>Children's Headline Indicators</i> : 'Teenage births', (updated 2016), accessed 6 June 2018, <a href="http://www.aihw.gov.au/chi/">http://www.aihw.gov.au/chi/</a>						
Definition	Teenage births are measured by the rate of live births to women aged less than 20 years. <sup>23</sup>						
Analysis	The teenage birth rate for mothers in Queensland remained consistently higher than the national rate in the five years to 2014. Overall, the teenage birth rate has slightly declined over the past five years, both in Queensland and nationally. <sup>24</sup>						
Aboriginal and Torres Strait Islander	In 2014, the birth rate for Aboriginal and Torres Strait Islander women aged 15–19 years in Australia was over five times higher than for non-Aboriginal and Torres Strait Islander women (56.2 per 1000, compared to 10.6 per 1000), and approximately four times higher in Queensland (60.9 per 1000, compared to 14.5 per 1000).					00,	
Children	The teenage birth rate for Aboriginal and Torres Strait Islander mothers has declined slightly in five years to 2014.				ned slightly in th	ıe	

<sup>&</sup>lt;sup>21</sup> The most recent data published by the Australian Institute of Health and Welfare at the time of writing is 2014.

<sup>&</sup>lt;sup>22</sup> This table is a measure of the teenage birth rate for all females aged 15–19 years inclusive of all Aboriginal and Torres Strait Islander females, non-Aboriginal and Torres Strait Islander females, females who do not identify and females whose cultural status is unknown.

<sup>&</sup>lt;sup>23</sup> Rates are calculated using the population of females aged 15–19 years. Due to the small number of births occurring among women under 15 years of age, births to mothers aged under 15 years are included in the numerator but not the denominator (Australian Institute of Health and Welfare 2017, 'Teenage births', *National framework for Protecting Australia's Children*, accessed 9 August 2017, <a href="https://www.aihw.gov.au/nfpac/">https://www.aihw.gov.au/nfpac/</a>).

<sup>&</sup>lt;sup>24</sup> Australian Institute of Health and Welfare 2018, *Teenage mothers in Australia 2015*, Australian Government, Canberra. No comparable updated data was presented in this report for the individual states and territories.

### Indicator 4—Infants born of low birth weight

Live born infants born with birth weight of less than 2500 grams (proportion of all live births), by Aboriginal and Torres Strait Islander status, 2010–2014



<sup>&</sup>lt;sup>25</sup> The most recent data published by the Australian Institute of Health and Welfare at the time of writing is 2014.

<sup>&</sup>lt;sup>26</sup> This table is a measure of the low birth rate for all infants inclusive of all Aboriginal and Torres Strait Islander infants, non-Aboriginal and Torres Strait Islander infants, infants who do not identify and infants whose cultural status is unknown.

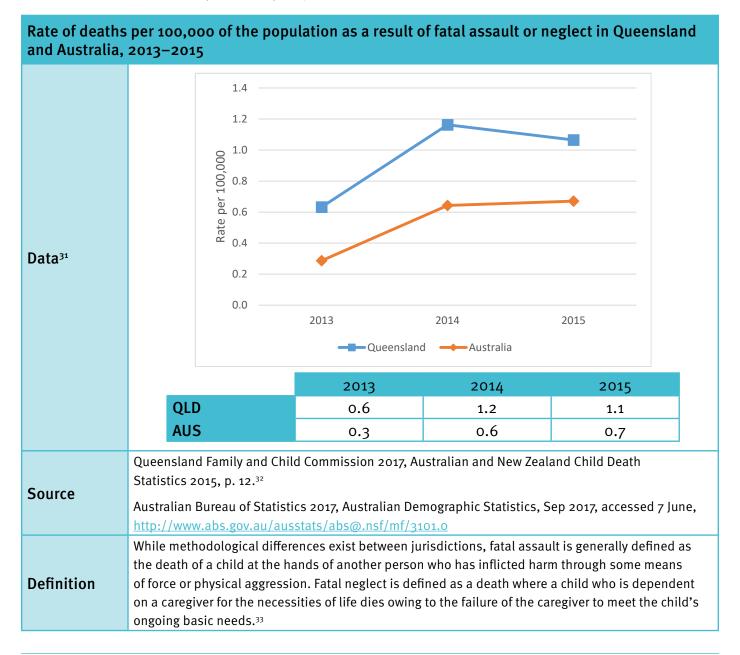
<sup>&</sup>lt;sup>27</sup> The World Health Organization defines low birth weight as less than 2500 grams. Stillbirths, miscarriages and terminations are excluded from this measure (Australian Institute of Health and Welfare 2017, 'Low birth weight', *National Framework for Protecting Australia's Children*, accessed 9 August 2017, <a href="http://www.aihw.gov.au/nfpac/">http://www.aihw.gov.au/nfpac/</a>).

<sup>&</sup>lt;sup>28</sup> Data on Aboriginal and Torres Strait Islander births relates to babies born to Aboriginal and Torres Strait Islander mothers only, and excludes babies born to non-Aboriginal mothers and Aboriginal and Torres Strait Islander fathers. Therefore, the information is not based on the total count of Aboriginal and Torres Strait Islander babies (Australian Institute of Health and Welfare 2017, 'NFPAC Indicator 0.4', *National Framework for Protecting Australia's Children, Supplementary Tables & Resources*, accessed 9 August 2017, <a href="http://www.aihw.gov.au/nfpac/supplementary/">http://www.aihw.gov.au/nfpac/supplementary/</a>).

### Indicator 5—Child homicide

While a reduction in child homicide rates represents an indicator of progress under the National Framework, no national data has been released on this measure since February 2015.<sup>29</sup> As this data has previously been reported by the QFCC in its *Performance of the Queensland Child Protection System 2016 report*, these figures have not been reported again here.

As part of its child death register functions, the QFCC reports annually on the deaths of all children and young people aged o-17 years in Queensland, and classifies these deaths according to cause, demographic information and other relevant factors. The QFCC works closely with relevant agencies in other jurisdictions to produce an overview of child death statistics across Australia and New Zealand. This has been used here to provide a proxy measure in the absence of current national homicide data.<sup>30</sup>



<sup>&</sup>lt;sup>29</sup> Australian Institute of Criminology 2015, Homicide in Australia: 2010–11 to 2011–12, Australian Institute of Criminology, Canberra.

<sup>&</sup>lt;sup>30</sup> Queensland Family and Child Commission 2017, *Australian and New Zealand Child Death Statistics 2015*, Queensland Government, Brisbane, accessed 7 June 2018, https://www.qfcc.qld.gov.au/knowledge-and-resource-hub/australian-and-new-zealand-child-death-statistics-2015.

<sup>&</sup>lt;sup>31</sup> The rates of child homicide are reported per 100,000 of the population, compared with per 1000 as used for other measures included in this report. This aligns with rates as reported in all QFCC child death publications.

<sup>&</sup>lt;sup>32</sup> This report is a supplementary chapter to the QFCC *Annual Report: Deaths of children and young people, Queensland, 2016–17.* Data is also sourced from the same reports produced in the previous two years.

<sup>&</sup>lt;sup>33</sup> Queensland Family and Child Commission 2016, Annual Report: Deaths of children and young people, Queensland, 2015–16, p. 59.

#### ANNUAL REPORT

#### The rate of child death from assault or neglect in Queensland was consistently higher than the national average between 2013 and 2015. In 2015, the rate of fatalities among children and young people in Queensland was 1.1 per 100,000 of the population, compared to 0.7 per 100,000 nationally. However, a number of factors must be taken into account in interpreting this data: 1. National rates of fatal assault and neglect have been calculated using the information provided by individual states and territories in each reporting year.34 2. Caution must be exercised when making comparisons and interpreting rates due to the small **Analysis** number of deaths analysed, especially at jurisdictional level. 3. The high rate of fatal assault and neglect for Queensland in 2014 is due, in part, to a single incident involving multiple fatalities. 4. States and territories differ in approaches to classifying a death as fatal assault or neglect. In some jurisdictions, cause of death is pending until an official cause is determined. In Queensland, the fatal assault and neglect category includes suspicious deaths where information available to the QFCC indicates a homicide investigation was initiated, or where an alleged perpetrator was charged, or the alleged perpetrator is known but deceased. No data is currently available to compare the rate of death from fatal assault and neglect for Aboriginal and Torres Strait Islander children to that of non-Aboriginal and Torres Strait Islander children at a national level. **Aboriginal** and Torres However, the QFCC's Australian and New Zealand Child Deaths Statistics 2015 report indicates that Strait the rate of death (from all causes) in Queensland was almost twice as high for Aboriginal and Torres Islander Strait Islander children (66.1 per 100,000) as it was for non-Aboriginal and Torres Strait Islander Children children (35.5 per 100,000). Queensland had the fourth highest rate of death for Aboriginal and Torres Strait Islander children in 2015, behind the Northern Territory (112.3 per 100,000), Western

Australia (85.9 per 100,000) and South Australia (80.5 per 100,000).35

<sup>&</sup>lt;sup>34</sup> In 2013, Western Australia did not provide any data to contribute to the national total. In addition, an actual figure of deaths from assault or neglect in Victoria was not provided (reported as less than five deaths). As such, in calculating the national total, the number of deaths in Victoria was estimated as four.

<sup>&</sup>lt;sup>35</sup> Jurisdictions may experience difficulty with the collection of child death data regarding Aboriginal and Torres Strait Islander status. This may result in an undercount in Aboriginal and Torres Strait Islander death rates, limiting the comparability of the data.

# Queensland's performance against state goals

Queensland's state goals in relation to child protection are primarily captured in the government's *Supporting Families Changing Futures* reform agenda. This resulted from the Queensland Child Protection Commission of Inquiry (QCPCOI).

In June 2013, the QCPCOI released its final report, providing 121 recommendations, all of which were accepted by the Queensland Government.<sup>36</sup> The QCPCOI provided a roadmap that proposed the reforms be implemented over a ten-year period.<sup>37</sup>

A number of actions were prioritised for delivery in the planning and early rollout phases. These included:

- creating governance and program management arrangements
- making early legislative amendments to establish the systems and structures to support the implementation of the reform program.

Implementation is currently focused on a gradual rollout of reform strategies and trials. This allows for non-government organisations to build their capacity and workforce capability to effectively deliver the new service models. It enables reform strategies to be trialled in identified locations and adjusted as needed. It also means specific characteristics and needs of rural and regional communities can be considered, and an adaptive management approach can be taken.

The following summary provides an overview of the current status of the implementation of the QCPCOI recommendations as at 30 June 2018.

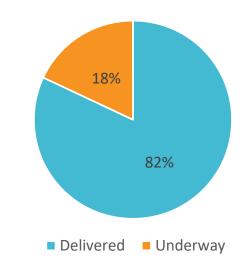
# Domain 1: Sharing responsibility for the safety and well-being of Queensland children

The strategic objective of Domain 1 is: Government and non-government agencies work in partnership to deliver effective and efficient services and support. This will be achieved by:

- promoting to families and communities their responsibility for protecting and caring for their own children
- establishing central governance arrangements that provide for cross-sectoral leadership and responsibility for the protection and care of children
- establishing regional governance arrangements to facilitate strong collaboration and coordination of services at the local level.

There are 11 recommendations divided across four work packages in this domain. As at 30 June 2018:

- 9 recommendations (82%) have been delivered
- 2 recommendations (18%) are underway.



<sup>&</sup>lt;sup>36</sup> Six of these recommendations were accepted in principle.

<sup>&</sup>lt;sup>37</sup> Queensland Child Protection Commission of Inquiry, 2013, *Taking Responsibility: A Roadmap for Queensland Child Protection*, State of Queensland.

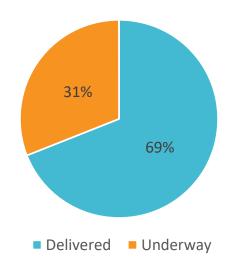
# Domain 2: Supporting Queensland families earlier

The strategic objective of Domain 2 is: Vulnerable children and young people live in safe and supportive families and communities. This will be achieved by:

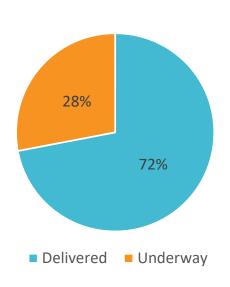
- introducing a new community-based intake gateway (dual pathway)
- building the capacity of the family support services sector (both government and non-government)
- ensuring families who have a child with a disability are adequately supported in continuing to care for their child.

There are 16 recommendations divided across four work packages in this domain. As at 30 June 2018:

- 11 recommendations (69%) have been delivered
- 5 recommendations (31%) are underway.



# Domain 3: Working better with Queensland families who are in contact with the child protection system



The strategic objective of Domain 3 is: Child protection practice is focused on engaging with families earlier, and on keeping children safely at home where appropriate. This will be achieved by:

- introducing a new child protection practice framework (with supporting policies and procedures) that is strengths-based and focused on engaging with families
- strengthening the voices of children and families in the court system and, more broadly, in the best interest of the child.

There are 18 recommendations divided across three work packages in this domain. As at 30 June 2018:

- 13 recommendations (72%) have been delivered
- 5 recommendations (28%) are underway.

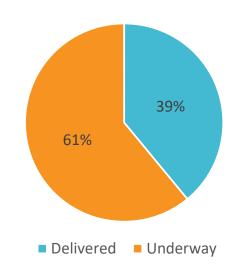
# Domain 4: Improving out-of-home care and post-care experiences for Queensland children and young people

The strategic objectives of Domain 4 are: Children and young people in care are protected, cared for, and supported to reach their full potential; and young people leaving care have high prospects, are ready to take on the responsibilities of adulthood, and feel connected to their culture and community. This will be achieved by:

- strengthening and expanding existing health and therapeutic services to children and young people
- ensuring best match of children and young people to carers and models of care
- enhancing placement stability for children and young people
- building the capacity of the non-government sector to better support and train carers
- strengthening transition planning to better equip young people when they leave care, and providing post-care support.

There are 18 recommendations divided across 10 work packages in this domain. As at 30 June 2018:

- 7 recommendations (39%) have been delivered
- 11 recommendations (61%) are underway.



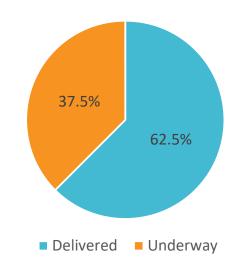
# Domain 5: Meeting the needs and requirements of Queensland's Aboriginal and Torres Strait Islander children, families and communities

The strategic objective of Domain 5 is: Indigenous children and young people are safe and supported in their communities as part of a culturally responsive and capable system. This will be achieved by:

- building the capacity of the family support sector for Aboriginal and Torres Strait Islander families and redesigning existing program delivery to increase access to existing services
- providing increased training and support to carers and staff, and streamlining our carer assessment processes where appropriate
- changing our practice to better meet the requirements and needs of Aboriginal and Torres Strait Islander children and families
- working to better support children and families in discrete Aboriginal and Torres Strait Islander communities.

There are 16 recommendations divided across nine work packages in this domain. As at 30 June 2018:

- 10 recommendations (62.5%) have been delivered
- 6 recommendations (37.5%) are underway.



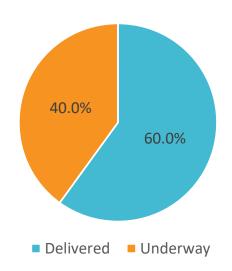
# Domain 6: Delivering quality services to Queensland children and families through a capable, motivated workforce and client-focused organisations

The strategic objective of Domain 6 is: A client-focused workforce that is appropriately skilled, motivated and supported. This will be achieved by:

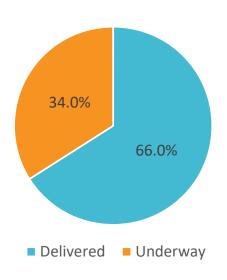
- strengthening the capacity and capability of the child protection workforce and service organisations, and establishing a positive culture
- enhancing legal services and advice provided to child protection workers in the Department of Child Safety, Youth and Women.

There are 10 recommendations divided across five work packages in this domain. As at 30 June 2018:

- 6 recommendations (60%) have been delivered
- 4 recommendations (40%) are underway.



# Domain 7: Building an accountable, transparent and cost-effective Queensland system



The strategic objective of Domain 7 is: The child and family support system is efficient, accountable, and informed by a culture of learning. This will be achieved by:

- improving court processes and efficiencies
- increasing accountability and transparency and reducing duplication and red tape
- reviewing our legislation.

There are 32 recommendations divided across 10 work packages in this domain. As at 30 June 2018:

- 21 recommendations (66%) have been delivered
- 11 recommendations (34%) are underway.

# Queensland's performance over time in comparison to other jurisdictions

Queensland's performance has been compared to other jurisdictions using the Productivity Commission's 2018 *Report on Government Services* (ROGS). The ROGS provides a framework of performance indicators for child protection and out-of-home care services.<sup>38</sup> Data is available and generally comparable<sup>39</sup> for six of the seven effectiveness indicators and for both of the outcome indicators. These are analysed in this section.

#### The effectiveness indicators are:

- 1. response times
- 2. substantiation rate
- 3. stability of placement
- 4. children aged under 12 years in home-based care
- 5. placement maintains connections
- 6. children with current documented case plans.

#### The outcome indicators are:

- 1. improved safety
- 2. improved education.

In interpreting the following results, it should be noted that considerable legislative, policy and practice differences exist between jurisdictions. Comparisons are necessarily limited as a result.

<sup>&</sup>lt;sup>38</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.6. *The child protection services performance indicator framework* was considered to include the most appropriate indicators to compare performance across jurisdictions because of the specific focus on child protection, regularity of reporting, and continued work towards additional outcome measurement.

<sup>&</sup>lt;sup>39</sup> Data to support the 'safety in out-of-home care' effectiveness indicator is not comparable due to differences across jurisdictions in policies, practices and reporting methods.

### Effectiveness indicator 1—Response times

The ROGS defines response time by two measures: response time to commence investigations and response time to complete investigations.<sup>40</sup> The time taken to commence an investigation is measured by the number of days between the date a child protection department records a notification and the date an investigation is subsequently commenced. The length of time between recording a notification and commencing an investigation indicates promptness in responding to child protection concerns.

In Queensland, an investigation is not considered commenced until the child is sighted or, in the case of an unborn child, the pregnant woman is interviewed. Prior to sighting the child (or interviewing the pregnant woman), child safety officers begin actively working on the case, reviewing the child protection history of the child and family and determining who will be involved in the investigation process. This may include making contact with other agencies such as police, schools and hospitals.<sup>41</sup>

Data reported for this measure is not comparable across jurisdictions as jurisdictions count notifications at different points in response to a report, and have different policies and protocols governing the type of response to a notification.<sup>42</sup>

#### Proportion of investigations finalised, by time taken to complete investigation, Australian states and territories, 2012-13 to 2016-17 Time taken to complete investigation SA WA QLD VIC NSW 10 20 80 90 100 30 40 60 Data ■ 28 days or less ■ 29–62 days ₩ 63-90 davs More than 90 days 2015-16 2016-17 2012-13 2013-14 2014-15 less than 28 days 27.0% 26.5% 21.3% 16.1% 11.6% 28.1% 33.8% 35.7% 36.3% 32.7% 29 to 62 days **QLD** 63 to 90 days 17.5% 17.0% 18.0% 19.3% 18.4% 21.8% 20.9% 24.4% 31.9% 41.9% 90+ days less than 28 days 36.4% 45.8% 38.2% 40.7% 39.1% 23.8% 25.7% 25.8% 26.4% 26.2% 29 to 62 days **AUS** 63 to 90 days 13.4% 12.8% 13.5% 13.5% 13.9%

26.4%

90+ days

15.7%

22.5%

19.4%

20.8%

<sup>&</sup>lt;sup>40</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.10.

<sup>&</sup>lt;sup>41</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, Table 16A.9, explanatory notes.

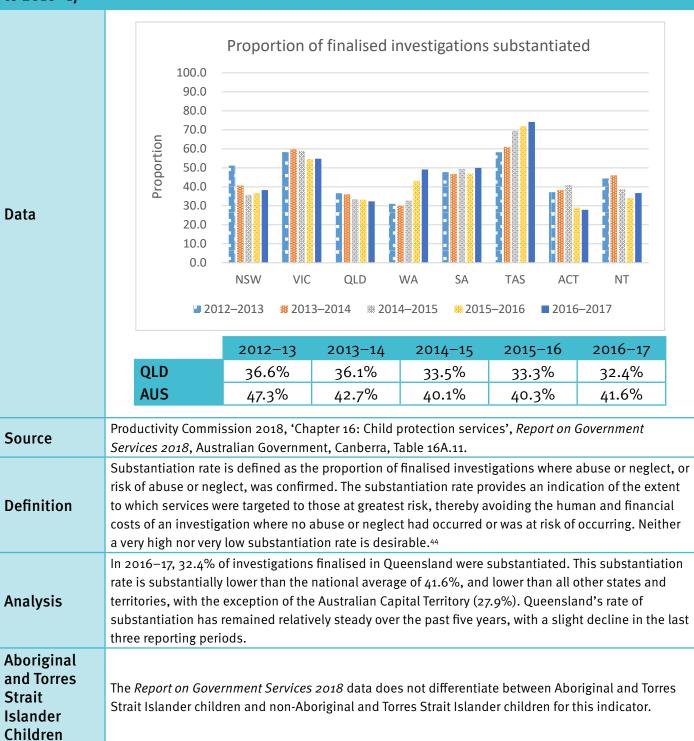
<sup>&</sup>lt;sup>42</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, Table 16A.9, explanatory notes.

	Developing the Commission and Commission of Chapter Commission of Commis
Source	Productivity Commission 2018, 'Chapter 16: Child protection services', <i>Report on Government</i>
	Services 2018, Australian Government, Canberra, Table 16A.10.
	The proportion of investigations completed within specified time periods is measured by the number
	of days between the date a child protection department records a notification and the date an investigation is completed (that is, the date an investigation outcome is determined).
	A higher and increasing proportion of investigations completed in shorter time periods is desirable.
Definition	The length of time between recording a notification and completing an investigation indicates effectiveness in conducting investigations in a timely manner. <sup>43</sup>
	Caution should be exercised when interpreting results, as jurisdictions count notifications at
	different points in response to a report and have different policies and protocols covering the type of response to a notification.
	In 2016–17, Queensland completed 11.6% of investigations within 28 days, which was substantially
	lower than the national average of 39.1%. Moreover, the proportion of investigations completed within this timeframe has been on a steady downward trend since 2012–13, falling from 27%.
Analysis	The majority of investigations in Queensland took more than 90 days to complete (41.9%). Overall,
	the average length of time to complete an investigation has been steadily increasing since 2012–13.
	The QFCC will continue to monitor Queensland's performance in relation to time taken to complete investigations in 2018 and beyond.
Aboriginal	
and Torres	The Penart on Covernment Services 2018 data does not differentiate between Abericinal and Tarres
Strait	The <i>Report on Government Services 2018</i> data does not differentiate between Aboriginal and Torres Strait Islander children and non-Aboriginal and Torres Strait Islander children for this indicator.
Islander	Strait istander chitaren and non-Abonginat and iones Strait istander chitaren ioi tills indicator.
Children	

<sup>&</sup>lt;sup>43</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.10.

#### Effectiveness indicator 2—Substantiation rate

# Proportion of finalised investigations substantiated, Australian states and territories, 2012–13 to 2016–17



<sup>&</sup>lt;sup>44</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.13.

### Effectiveness indicator 3—Stability of placement

Proportion of children on a care and protection order exiting out-of-home care during the year, by number of placements and length of time in care, 2016-17 Number of placements on exiting out-of-home care by length of time in care Less than 2 years Queensland Less than 2 years other jurisdictions 2 to 5 years Queensland 2 to 5 years other jursidictions More than 5 years Queensland More than 5 years other jurisdictions Data 0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100% Proportion #3-5 placements ■ 6–10 placements 1 to 2 3 to 5 6 to 10 11 or more placements placements placements placements less than 2 years 2.0% 0% 73.2% 24.8% QLD 2 to 5 years 11.4% 0.9% 44.3% 43.4% 35.2% 5 or more years 20.1% 29.2% 15.6% 1.8% 0% 82.9% 15.2% less than 2 years **AUS** 54.2% 31.6% 11.8% 2 to 5 years 2.3% 41.3% 32.5% 19.0% 7.3% 5 or more years Productivity Commission 2018, 'Chapter 16: Child protection services', Report on Government **Source** Services 2018, Australian Government, Canberra, Table 16A.14. Stability of placement is defined as the proportion of children who had one or two placements during a period of continuous out-of-home care. **Definition** A low number of child placements (one or two) per period of care is desirable, but it must be balanced against other placement indicators.<sup>45</sup> Across all measures of length of time in care, Queensland recorded a lower proportion of children who had one to two placements compared to the national average. In 2016-17, of those children exiting care after two to five years, 44.3% of children in Queensland had only one or two placements, compared to the average of 54.2% for other jurisdictions. **Analysis** When looking at combined data for one to two and three to five placements, Queensland becomes reasonably consistent with the national average for timeframes of less than two years and two to five years. 44.8% of Queensland children exiting care after five or more years in care had experienced six or more placements, compared with 29.9% across all states and territories. **Aboriginal** and Torres The Report on Government Services 2018 data does not differentiate between Aboriginal and Torres Strait Strait Islander children and non-Aboriginal and Torres Strait Islander children for this indicator. Islander Children

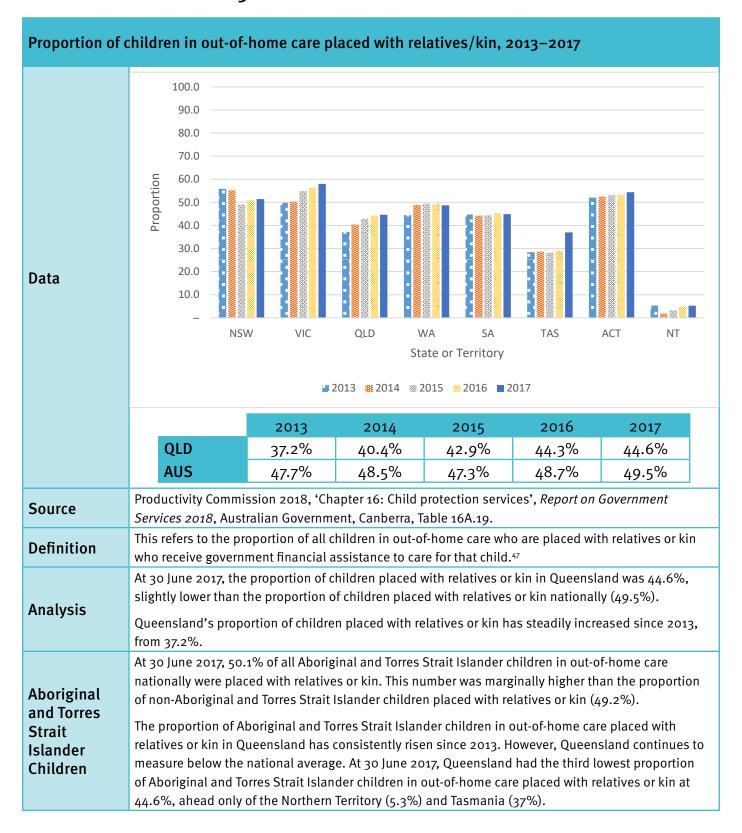
<sup>&</sup>lt;sup>45</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.16.

# Effectiveness indicator 4—Children aged under 12 years in home-based care

#### Children aged under 12 years in out-of-home care and in a home-based placement 2013-2017 Children under 12 years in out-of-home care in a home-based placement 100.0 80.0 Proportion 60.0 40.0 Data 20.0 0.0 NSW QLD ACT 2013 2014 2015 2016 2017 2016 2013 2014 2015 2017 **OLD** 98.1% 97.6% 97.7% 97.6% 97.6% **AUS** 97.4% 96.5% 97.6% 97.4% 97.3% Productivity Commission 2018, 'Chapter 16: Child protection services', Report on Government Source Services 2018, Australian Government, Canberra, Table 16A.17. Children aged under 12 years in home-based care is defined as the number of children aged under 12 years placed in home-based care divided by the total number of children aged under 12 years in **Definition** out-of-home care. A high or increasing rate is desirable.46 At 30 June 2017, the proportion of all children aged under 12 years in care nationally who were placed in home-based care was 97.3%. **Analysis** Queensland's proportion of children aged under 12 years in care who were placed in home-based care is comparable to the national figures. Queensland's performance for this indicator has remained consistently high, measuring between 97.6% and 98.1% over the last five years. **Aboriginal** At 30 June 2017, proportions of children aged under 12 years placed in home-based care were similar and Torres for Aboriginal and Torres Strait Islander and non-Aboriginal and Torres Strait Islander children in both Strait Queensland (97.1% and 97.9% respectively) and Australia (96.5% and 97.8% respectively). These Islander numbers have been consistent across available time series data. Children

<sup>&</sup>lt;sup>46</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.18.

### Effectiveness indicator 5—Placement maintains connections



<sup>&</sup>lt;sup>47</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, pp. 16.18–16.19.

# Proportion of children placed in accordance with the Aboriginal and Torres Strait Islander Child Placement Principle, 2013–2017



	2013	2014	2015	2016	2017
QLD	55.5%	55.1%	56.5%	56.6%	57.0%
AUS	68.8%	68.7%	67.1%	67.9%	67.6%

#### Source

Data

Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, Table 16A.20.

### Definition

All Australian states and territories have adopted a hierarchy of placement options when placing Aboriginal and Torres Strait Islander children in care. Placement in accordance with the Aboriginal and Torres Strait Islander Child Placement Principle is the proportion of Aboriginal and Torres Strait Islander children in out-of-home care placed with the child's extended family, Aboriginal and Torres Strait Islander community, or other Aboriginal and Torres Strait Islander people.<sup>48</sup>

Compared with other states and territories, Queensland's performance regarding children placed in accordance with the Aboriginal and Torres Strait Islander Child Placement Principle is relatively poor.

It must be noted that the *Report on Government Services 2018* definition of compliance with the Aboriginal and Torres Strait Islander Child Placement Principle is not in strict accordance with the *Child Protection Act 1999*. Therefore, Queensland's results are not directly comparable with the national average and the data should be interpreted with caution.

#### **Analysis**

As at 30 June 2017, 57% of Aboriginal and Torres Strait Islander children in care in Queensland were placed in accordance with the Aboriginal and Torres Strait Islander Principle. This is lower than the national proportion of 67.6%.

Nationally, the proportion of children placed in accordance with the Aboriginal and Torres Strait Islander Child Placement Principle has decreased slightly over the past five years. In comparison, while consistently lower than the national average, Queensland's proportion has increased from 55.5% to 57%.

<sup>&</sup>lt;sup>48</sup> The measure 'placement in accordance with the Aboriginal and Torres Strait Islander Child Placement Principle' should be interpreted with care. This is a proxy measure, reporting the placement outcomes of Aboriginal and Torres Strait Islander children, rather than compliance with the principle (that is, the process of determining placement options for Aboriginal and Torres Strait Islander children). (from Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16A.18–16.19).

### Effectiveness indicator 6—Children with current case plans

#### Proportion of children with documented current case plans, 2013-14 to 2016-17 100.0 90.0 80.0 70.0 Proportion 60.0 50.0 40.0 30.0 Data 20.0 10.0 0.0 NSW SA NT VIC OLD TAS ACT WA **2013-14 2014-15 2015-16 2016-17 2016-17** 2013-14 2014-15 2015-16 2016-17 **OLD** 96.6% 97.1% 97.1% 96.2% AUS<sup>49</sup> 82.1% 86.6% 86.3% 85.3% Productivity Commission 2018, 'Chapter 16: Child protection services', Report on Government Source Services 2018, Australian Government, Canberra, Table 16A.21. A case plan is an individualised, dynamic written plan (or support agreement) developed between a family and an agency on the basis of an assessment process. A current documented case plan is one that has been approved and/or reviewed within the previous 12 months.50 **Definition** Data reported for these measures is comparable (subject to caveats) within jurisdictions over time, but not comparable across jurisdictions, as policies and legislation vary regarding timeframes within which a case plan must be prepared.51 Nationally, 85.3% of the children required to have a current documented case plan had a plan at 30 June 2017. **Analysis** The proportion of children with a current documented case plan in Queensland has remained relatively stable between 2013-14 and 2016-17 (97.1% to 96.2%), decreasing slowly, but remaining consistently higher than the national average. As at 30 June 2017 in Queensland, the proportion of Aboriginal and Torres Strait Islander children with a current documented case plan was slightly higher than that of non-Aboriginal and Torres **Aboriginal** Strait Islander children (96.8% and 95.8% respectively) but was lower nationally (83.6% and and Torres 86.4% respectively). **Strait** Islander The proportion of Queensland Aboriginal and Torres Strait Islander children Children with a current documented case plan was higher than the national average (96.8% and 83.6% respectively).

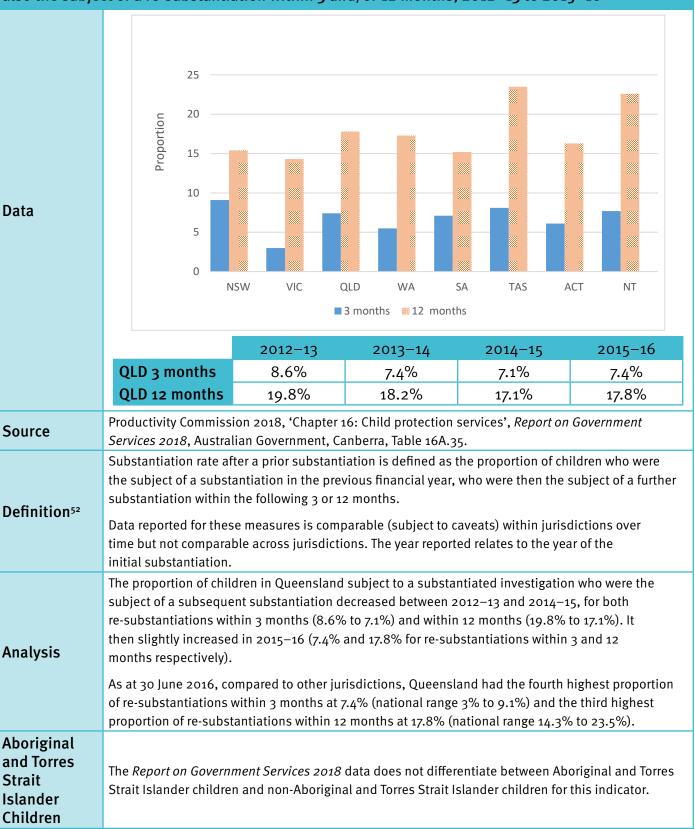
<sup>&</sup>lt;sup>49</sup> Data is not available for South Australia due to systems changes in the case management and data reporting system. Data is not available for the Northern Territory due to recording issues. Data is not available for Victoria for the 2012–13 reporting period.

<sup>&</sup>lt;sup>50</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.21.

<sup>&</sup>lt;sup>51</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, Table 16A.21, explanatory notes.

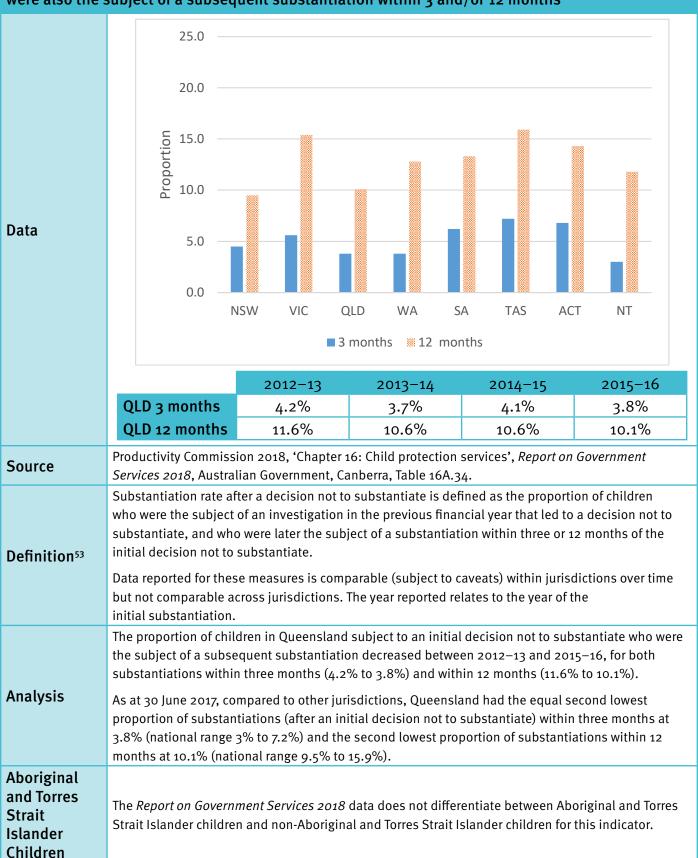
### Outcome indicator 1—Improved safety

Proportion of children aged 0-17 who were the subject of a substantiated investigation, who were also the subject of a re-substantiation within 3 and/or 12 months, 2012-13 to 2015-16



<sup>&</sup>lt;sup>52</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.28.

# Proportion of children aged o-17 who were the subject of an unsubstantiated investigation, who were also the subject of a subsequent substantiation within 3 and/or 12 months



<sup>&</sup>lt;sup>53</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.28.

### Outcome indicator 2—Improved education

#### Proportion of children on guardianship/custody orders achieving the national reading and numeracy benchmarks, Year 5 level, 2013 100.0 90.0 80.0 70.0 Proportion 60.0 50.0 40.0 30.0 20.0 10.0 0.0 VIC SA NSW OLD W/A ACT Data54 Reading - children on guardianship/custody orders Reading - all students Mumeracy - children on guardianship/custody orders Numeracy - all students 2013 2014 2015 QLD reading (children on orders) 78.0% 71.6% 75.5% QLD reading (all students) 96.2% 93.8% 92.8% QLD numeracy (children on orders) 64.5% 69.1% 76.7% QLD numeracy (all students) 93.6% 93.1% 95.5% Productivity Commission 2018, 'Chapter 16: Child protection services', Report on Government **Source** Services 2018, Australian Government, Canberra, Table 16A.36. Improved education is defined as the proportion of children on guardianship and custody orders achieving at or above national minimum standards in reading and numeracy in Year 5, compared with all children. A high or increasing rate of children on guardianship and custody orders achieving at or **Definition** above national minimum standards in reading and numeracy is desirable.55 The availability of NAPLAN data for government and non-government school students varies across jurisdictions. Queensland includes government and non-government schools.<sup>56</sup>

<sup>&</sup>lt;sup>54</sup> Data reported for this measure is complete for the reporting period of 2013 only. For 2014 and 2015 reporting periods, only Queensland and South Australia have available data.

<sup>&</sup>lt;sup>55</sup> Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.31.

<sup>&</sup>lt;sup>56</sup> For 2013 data: Queensland includes government and non-government schools; New South Wales, Victoria and the Australian Capital Territory include government, Catholic and Independent schools; Western Australia and Tasmania include government schools only; and the Northern Territory includes government and Christian schools. This should be considered when interpreting the results, along with other contextual factors (from Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, Table 16A.36, explanatory notes).

Analysis	In 2015 in Queensland, the proportion of children at or above the national minimum standards for Year 5 reading and numeracy was substantially lower among children in care (75.5% and 76.7% respectively) compared to all children (93.8% and 95.5% respectively). The proportion of children in care in Queensland at or above national benchmarks has fallen since 2013 for reading (from 78% to 75.5%) but risen for numeracy (64.5% to 76.7%).  In comparison to other jurisdictions, based on available data from 2013, Queensland had the second lowest proportion of children in care achieving the national benchmark for reading (national range from 66.7% to 88.2%) and the third lowest proportion for numeracy (national range from 41.7% to 88.9%). <sup>57</sup>
Aboriginal and Torres Strait Islander Children	The <i>Report on Government Services 2018</i> data does not differentiate between Aboriginal and Torres Strait Islander children and non-Aboriginal and Torres Strait Islander children for this indicator.

<sup>&</sup>lt;sup>57</sup> When interpreting NAPLAN data, it is important to take into account student participation rates. Children exempted from NAPLAN testing are recorded as not having met the national minimum standards in reading and numeracy. Experimental data indicates that children on guardianship and custody orders are exempted from NAPLAN testing at substantially higher rates than the general student population, which might contribute to poorer reported NAPLAN results for children on orders, compared with the general student population (from Productivity Commission 2018, 'Chapter 16: Child protection services', *Report on Government Services 2018*, Australian Government, Canberra, p. 16.31).

#### ANNUAL REPORT

#### **Assessment summary**

In assessing Queensland's performance over time in comparison with other jurisdictions, the QFCC considers performance to be:

- 'good' when Queensland data was better than the national totals or the majority of states and territories
- 'satisfactory' when Queensland data was on par with national totals or the majority of states and territories
- 'requires improvement' when Queensland data was below par compared to national totals or the majority of states.

Overall, the most recent publicly available national child protection data suggests that Queensland's performance is variable, being good in some areas and requiring improvement in others. The following table summarises the main results for each measure, the supporting data, and our assessment of the acceptability of these results.

Queensland's performance on these indicators is expected to be affected over the coming years by the continued implementation of the reform agenda—most notably, the considerable investment in developing the secondary support system. The QFCC will continue to examine and appraise Queensland's performance in these areas in comparison to other states and territories, as part of our oversight role.

### Summary of main results and QFCC assessment by measure

Measure	Main result (2017–18)	Supporting data	Assessment
Response time to complete investigations	Fewer investigations completed within 28 days in Queensland.	11.6% of investigations completed within 28 days in Queensland compared to 39.1% nationally.	Requires improvement
Stability of placement	Queensland children in care for five or more years are more likely to have experienced between six or more placements, and less likely to have had only one or two placements than children elsewhere in Australia.	44.8% of Queensland children exiting care after five years or more had experienced six or more placements (compared to 26.3% of children in all other jurisdictions), while 20.1% had experienced one or two placements (compared to 41.3% of children in all other jurisdictions) in 2016–17.	Requires improvement
Children aged under 12 years in home-based care	The majority of Queensland children aged under 12 years are in home-based care.	97.6% of Queensland children aged under 12 years were in home-based care in 2017, compared to 97.3% nationally.	Satisfactory
Placement with relatives or kin	Slightly fewer children in out-of-home care are placed with relatives or kin in Queensland.	44.6% of Queensland children in out-of-home care are placed with relatives or kin in 2017, compared to 49.5% nationally.	Requires improvement
Placement in accordance with the Aboriginal and Torres Strait Islander Child Placement Principle	Fewer Queensland Aboriginal and Torres Strait Islander children in out-of- home care are placed with relatives, kin or Aboriginal and Torres Strait Islander carers.	57% of Queensland Aboriginal and Torres Strait Islander children are placed in accordance with the placement principle, compared to 67.6% nationally.	Requires improvement
Children with current case plans	The majority of children in Queensland have a current case plan—more, percentage-wise than the national figure.	96.2% of Queensland children requiring a case plan have a current one in 2016–17, compared to 85.3% nationally.	Good

Improved safety	Compared to other jurisdictions, Queensland has the fourth highest proportion of re-substantiations within three months and the third highest proportion of re-substantiations within 12 months.  Compared to other jurisdictions, Queensland has the equal second lowest proportion of substantiations (after an initial decision not to substantiate) within three months and the second lowest proportion of substantiations (after an initial decision not to substantiate) within 12 months.	7.4% of Queensland children subject to a substantiation were subject to re-substantiation within three months (national range 3% to 9.1%) and 17.8% within 12 months (national range 14.3% to 23.5%) in 2016–17.  3.8% of Queensland children subject to an initial decision not to substantiate were subject to a substantiation within three months (national range 3% to 7.2%) and 10.1% within 12 months (national range 9.5% to 15.9%), in 2016–17.	Requires Improvement
Improved education	Fewer children in care in Queensland are achieving the national minimum standards for Year 5 reading and numeracy.	75.5% of Queensland children in care reached the national benchmarks for reading in 2015, compared to 93.8% of all Queensland children.	Requires improvement
		76.7% of Queensland children in care reached the national benchmarks for numeracy in 2015, compared to 95.5% of all Queensland children.	

