



Australian Centre for
Child Protection

Child sexual abuse in Australian institutional contexts 2008–13: Findings from administrative data



University of
South Australia

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Bromfield, L., Hirte, C., Octoman, O., Katz, I. (2017). *Child Sexual Abuse in Australian Institutional Contexts 2008–13: Findings from Administrative Data*. Sydney: Royal Commission into Institutional Responses to Child Sexual Abuse.

The project

This project was funded and undertaken on behalf of the Royal Commission into Institutional Responses to Child Sexual Abuse. The views expressed in this report are the authors own and do not necessarily reflect the views of the Royal Commission into Institutional Responses to Child Sexual Abuse.

It was undertaken by a consortium of researchers from the Australian Centre for Child Protection at the University of South Australia (ACCP); the Social Policy Research Centre at the University of New South Wales (SPRC); and the Australian Institute of Criminology (AIC).

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Acknowledgments

The authors gratefully acknowledge Trish Malins (Royal Commission into Institutional Responses to Child Sexual Abuse) for her extensive input into project scoping and direction; Rouel Dayoan (Royal Commission into Institutional Responses to Child Sexual Abuse) for his support in coordinating data extraction; Emma Koh and Claudia Pitts (Royal Commission into Institutional Responses to Child Sexual Abuse) for data checking; and the ACCP staff, who assisted in formatting and editing the report. Finally, the authors acknowledge the departmental officers and data custodians in each state and territory, who took part in consultations and extracted the specified data files from their records.

ISBN 978-1-925622-40-9

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Addendum

This research was undertaken and completed during the period July 2013 to February 2014. The data contained in this report was sought under notice by the Royal Commission into Institutional Responses to Child Sexual Abuse in late 2013.

The Royal Commission is now aware that Queensland data are likely to be a significant under-estimate compared to other jurisdictions. These data should be interpreted in light of this and Queensland data should not be compared with data from other jurisdictions as explained below.

Subsequent to the completion of this research, the Royal Commission learned that the data extracted by Queensland and received by the Royal Commission did not include all reports to police that were within scope of the Royal Commission's initial notice to produce. In particular, reports which were made to and investigated by police and where a determination was made that the incident or offence did not occur were not included.

This report already notes that Queensland Police data were extracted based on accusations of child sexual abuse that commenced in the period rather than accusations reported in this period. As a result of this it concluded that the Queensland data were not comparable to other jurisdictions.

In addition, the Royal Commission is now aware of a minor coding error affecting the South Australian data analysis. In all other jurisdictions, data for recent allegations excluded possession and dissemination of child pornography. Due to a coding error, South Australian data only excluded allegations relating to the dissemination of child pornography and included allegations relating to the possession of child pornography (N=37, 0.9%). Given the very small number of these allegations, it is not anticipated that this coding error would have influenced the findings.

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Note: Appendices are numbered consecutively within sections

Glossary

Accusation: The subject matter brought to the attention of the police

Aggregate data: ‘Aggregate data’ and ‘data aggregates’ describe high-level data that is composed from a multitude or combination of other more individual data. For example, the total number of allegations of child sexual abuse in any given year.

Allegation: An accusation of child sexual abuse pertaining to a single victim, which may involve an event that occurred on a single day or multiple events over a period of time, and which was recorded by police as a report of child sexual abuse. Note that as the definition of ‘allegation’ relies on what was recorded by police in each jurisdiction as a report, differences in recording practices across jurisdictions may affect the comparability of allegations nationally.

Child sexual abuse in institutional contexts: Abuse where the perpetrator’s access to children was facilitated through the organisation. The abuse may occur on the premises of the organisation or elsewhere. It includes, but is not limited to, sexual abuse perpetrated by:

- institutional staff or volunteers who work directly with children, that is, ‘a person in authority’ such as a teacher or scout leader
- institutional staff members, volunteers and contractors in an ancillary role (such as a cleaner or bus driver)
- other minors in circumstances where the institution is in loco parentis, such as a classmate during a school camp, or a child in a residential care facility.

Event: Sexually abusive behaviour directed towards a child within a single time period.

Incidence: The number of new cases occurring over a specified period of time (normally a year) – for example, the number of Australian children aged zero to 17 years for whom there was a report of abuse or neglect during the period 2008 to 2013.

Institutional location: An indicator of child sexual abuse in an institutional context, where the location of the offence is in an institution.

Institutional location AND extrafamilial (other known): An indicator for child sexual abuse in an institutional context, where the location of the offence is in an institution, and the offender’s relationship to the victim is extrafamilial (other known).

Institutional location AND extrafamilial (other known) PLUS person in authority: An indicator of child sexual abuse in an institutional context where the location of the offence is in an institution, and the offender’s relationship to the victim is extrafamilial (other known) and/or the offender is a ‘person in authority’ at the location where the offence was committed.

Institutions with responsibility for children: ‘Any public or private body, agency, association, club, institution, organisation or other entity or group of entities of any kind ... that provides, or has at any time provided, activities, facilities, programs or services of any kind that provide the means through which adults have contact with children’ (Royal Commission into Institutional Responses to Child Sexual Abuse, 2013).

Offence: A category used by police to describe sexually abusive behaviours that reflect individual offences set out in the *Crimes Act*.

Offender: A person alleged to have perpetrated – or believed to be responsible for – child sexual abuse. Can be used interchangeably with the term ‘perpetrator’.

Past allegation: An allegation that was reported more than five years after the abuse began (that is, 2007 or earlier).

Perpetrator: A person alleged to have perpetrated – or believed to be responsible for – child sexual abuse. Can be used interchangeably with the term ‘offender’.

Present-day sexual abuse: Incidents occurring in the past five years.

Prevalence: The proportion of a population that has experienced a phenomenon – for example, the percentage of Australians aged 18 and over in 2013 who were ever sexually abused in an institution as a child.

Recent allegation: An allegation where the offence took place no more than five years before the report, and the offence was reported between 1 July 2008 and 30 June 2013.

Sexual abuse: Any act that exposes a child to or involves a child in sexual processes beyond his or her understanding or contrary to accepted standards. It is useful to think about three factors – the degrees of equality, consent and coercion – and the extent to which they are present in the relationship between the people involved in the sexual interaction. For example, an age difference of more than two years or where one person is in a position of authority over the other is generally considered unequal (Bromfield & Boyd, 2006). For this research, the operational definition of ‘child sexual abuse’ was predetermined by the institutions from which the data was extracted; data extraction requests specified cases of ‘child sexual abuse’ as recorded within the different data systems (see Appendices 4.1–4.6 for examples). For this study, ‘sexual abuse’ was operationally defined by organisational policy or legislation; researchers were restricted by what was recorded as child sexual abuse and was provided in the data they requested. For example, police allegations of child sexual abuse would need to fall within the relevant *Crimes Act*, and child protection allegations would need to comply with the legislative definition of a child in need of protection from child sexual abuse. In comparison, departments of education tended to have non-prescribed definitions of sexual abuse, including sexual misconduct, which may not have fallen within the relevant *Criminal Code*.

Sexually abusive behaviours: These behaviours can include touching genitals; masturbation; oral sex; vaginal or anal penetration by a penis, finger or any other object; touching breasts; voyeurism; exhibitionism; and exposing the child to or involving the child in pornography (Bromfield, 2005). It includes child grooming, which refers to actions deliberately undertaken with the aim of befriending and establishing an emotional connection with a child to lower the child’s inhibitions in preparation for sexual activity with the child (McAlinden, 2006; Staller, 2012).

Unit record data: Data where each line represents a ‘unit’ of analysis, in this case a ‘new allegation’ or ‘unique child’. In a database of this kind, more detailed analyses may be possible – for example it may be possible to identify where a child has been the subject of multiple allegations, or the sample may be split in different ways such as by the age of the victim or time between the incident and the report.

Executive summary

Purpose

The purpose of this project was to:

- identify the data holdings that currently exist on contemporary (within the past five years) incidents of child sexual abuse in institutional contexts in Australia
- determine the accessibility of any such data for research purposes
- identify what, if anything, the data reveals about the extent of child sexual abuse in institutional contexts in Australia.

Methods

The project comprised four stages:

1. a **literature review** of the relevant Australian and international research and ‘grey’ literature (including previous commissions of inquiry into institutional abuse), focusing on the methodologies for using administrative data to estimate the extent of child sexual abuse in institutional contexts
2. **conceptual scoping** and **desktop analysis** of promising data sources – including information provided to the Royal Commission by jurisdictions and institutions regarding data holdings
3. phone-based **consultations with data custodians** regarding the relevance of their data holdings, specific fields of interest and challenges for data extraction
4. issuing formal notices for **data extraction**, and **data analysis** to guide conclusions – to the extent the data allows – about the nature and extent of child sexual abuse in institutional contexts in Australia.

Literature review findings

The review found a small number of studies that attempt to estimate the prevalence of child sexual abuse in various institutional contexts. The majority of these studies focus on abuse in the Roman Catholic Church in different jurisdictions, some of them associated with enquiries into child sexual abuse in particular dioceses. A smaller body of research focused on other church denominations and other institutional contexts – such as out-of-home care. No study covers the full range of institutional contexts. The majority of these studies use surveys or file audits as their methodology, and none analysed administrative datasets. None of the studies attempted to gauge current prevalence except for a small number of studies on abuse in out-of-home care in the early 1990s. Based on this, the review concluded that this is the first and only study that attempts to estimate the current extent of abuse across institutional contexts, and that uses administrative data to form its estimates.

Scoping and consultation outcome

Based on the desktop scoping, it was determined that the data held by the following data custodians held the most theoretical promise, and that these data custodians should be consulted regarding their data holdings. The identified data custodians were:

- **police**, regarding allegations of child sexual abuse of a minor by a person in authority in any institutional context, and regarding the broader population of child sexual abuse offences against a minor (all categories of perpetrator)
- **bodies that administer Working with Children Checks and/or state ombudsmen** (where relevant), regarding registered persons for whom there has been a complaint and/or clearance revoked, and regarding the broader population of persons who have a valid Working with Children Check
- **child protection services**, regarding (a) intake data on allegations of abuse in an institutional context, and allegations against carers or persons in authority within the institution; (b) allegations of abuse/safety of children in care by other children residing in the same household or residential care facility; and (c) the broader population for each of these categories
- **education departments**, regarding data on allegations against teachers or persons in authority; allegations of abuse of minors by minors when a school is *in loco parentis*; and the broader population for each of these categories
- **victims of crime services**, which provide services and support to victims of crime and their family members, and to witnesses of crime. Victims of crime records are likely to contain details about the applicant, offender, incident and legal representation. There is a need for further information about the extent to which these services hold records of relevance, the nature and form of these records, and degree to which they are extractable.

Based on the outcome of these consultations, a judgment was made in consultation with representatives from the Royal Commission into Institutional Responses to Child Sexual Abuse, regarding which data sources were suitable for extraction. Tailored extraction notices were prepared for each data custodian, using ideal model extraction parameters. The data sources from which data was extracted are summarised in Table 0.1 below.

Data from victims of crime services was not recommended for extraction because the data would relate to a small self-selected subset of sexually abused children, and could not easily be identified and extracted.

Table 0.1: Data extracted, by data type

Data source	Data extracted	n=
Police	All states and territories	8
Working with Children Check administering bodies	Victorian Department of Justice; New South Wales Ombudsman; New South Wales Children’s Commission; Queensland Children’s Commission; Northern Territory Police; Western Australia Child Protection	6
Child protection intake data	South Australia, Tasmania	2
Child protection safety in care data	All states and territories except Queensland	7
Education departments	Australian Capital Territory, New South Wales, Queensland, South Australia, Victoria	5
Victim of crime services	Not recommended	0

Explaining the indicators

Police data was by far the most useful source of information for estimating the extent of child sexual abuse in institutional contexts. The three most appropriate indicators for child sexual abuse in institutional contexts were:

- the offence being located in an institution – referred to as *institutional location* throughout this report
- the offence being located in an institution and the offender’s relationship to the victim being *extrafamilial (other known)* – referred to as *institutional location AND extrafamilial (other known)* throughout this report
- the offence being located in an institution, the offender’s relationship to the victim being *extrafamilial (other known)* and/or the offender being a ‘person in authority’ in the institution where the offence was committed – referred to as *institutional location AND extrafamilial (other known) PLUS person in authority* throughout this report.

Institutional location is a conservative indicator of child sexual abuse in an institutional context. Although it includes a small number of reported offences where the perpetrator was a family member or an unknown person, it excludes offences committed by people linked to an institution but where the abuse occurs outside institutional grounds.

Institutional location AND extrafamilial (other known) was considered to be a very conservative but specific indicator of child sexual abuse in an institutional context. This indicator only includes people known to the victim and who are not relatives or ex-partners. Again, it excludes abuse by people in authority (teachers, priests and so on) that occurs outside institutional grounds.

The best indicator was *institutional location AND extrafamilial (other known) PLUS person in authority*. This is a conservative and specific indicator of child sexual abuse in an institutional context, which includes all abuse reported in institutions as well as abuse by people in

authority that occurs in other locations. However, this indicator was only available for one jurisdiction: New South Wales.

Due to cross-jurisdictional differences, it was not possible to compare the actual rates of recent child sexual abuse allegations between jurisdictions, or to use this data to estimate the national rate for recent allegations of child sexual abuse.

The absence of a reliable baseline against which to compare indicators for child sexual abuse in institutional contexts precluded estimating national rates for child sexual abuse in an institutional context.

The best available estimate that could be calculated was for the proportion of recent child sexual abuse allegations involving an institutional context, using the conservative and very conservative estimates available nationally.

All these estimates exclude incidents that were not reported at all, or were not reported within the specified time frames. On the other hand, the estimates do include allegations that were unfounded. The decision to include unfounded allegations of child sexual abuse was made in light of the well-established difficulty in proving allegations of child sexual abuse.

Data and methodological issues

It is important to acknowledge the limitations of the data estimates produced. Accurate use and reporting of this data will need to be cognisant of these limitations.

General limitations

All prevalence or incidence research in the field of child maltreatment is methodologically and ethically very challenging. Any study attempting to produce prevalence estimates will be subject to an extensive list of caveats and limitations. Prevalence estimates vary sometimes markedly from study to study; for example, estimates ranged from 4% to 34% in Australian studies (Price-Robertson, Bromfield & Vassallo, 2010). There are four key reasons for variations in estimates between studies: definitions of maltreatment, the wording of questions, the number of questions used, and the population from which the research sample is drawn (Price-Robertson et al., 2010). This study was based on population data, so we can say with confidence that this was the actual number of allegations of child sexual abuse¹ made to police within the study period. However, we cannot determine the extent to which allegations to police reflect the actual incidence or prevalence of child sexual abuse within institutions. Given the extensive body of literature showing substantial under-reporting and delays in reporting child sexual abuse (Allnock & Miller, 2013), there are strong grounds to conclude that the actual incidence and prevalence of child sexual abuse is higher than what has been reported to police.

¹ They comprised allegations that fell within the Australian and New Zealand Standard Offence Classification (ANZSOC), excluding child pornography offences.

Limitations of institutional location estimates

In relation to the estimates regarding child sexual abuse within an institutional location, the indicators that could be produced from the available data fields were very conservative and excluded child sexual abuse that occurred within sport and recreational clubs or out-of-home care. In some smaller jurisdictions, child sexual abuse perpetrated within health settings or correctional facilities was also excluded. Indicators that could be developed for most jurisdictions still excluded child sexual abuse that may have been perpetrated by a person in authority (such as a teacher) but outside of the institutional location (such as in a private home or a car), or child sexual abuse occurring during an institutionally organised activity but in a public location such as a camping ground, or in the change rooms at a public swimming pool.

The nature and characteristics of victims and perpetrators

The descriptions of the characteristics of victims and perpetrators within this study are drawn from the characteristics of cases that have been reported to police. It is not known whether recent cases of child sexual abuse that occurred in an institutional context are more or less likely to be reported to police than other cases of child sexual abuse. In seeking to identify the characteristics of recent allegations, the methodology necessarily only included a five-year window for allegations to be made to police. Given what is known about delayed disclosure, the number of child sexual abuse allegations pertaining to this cohort of individuals is likely to grow over time. However, it is not known whether the relative proportion of child sexual abuse allegations occurring in an institutional location would go up or down substantially compared to allegations involving other locations.

Data on victims' gender refers to the gender of victims who reported within the study period (2008–13). We are not able to determine from the data available whether:

- boys continue to be more vulnerable to girls in some types of institution
- there is significant under-reporting by boys, which then affects data estimates
- boys were historically more vulnerable to abuse within institutions, which has changed over time.

Comparability of administrative data across Australian jurisdictions

There were significant differences between jurisdictions and between agencies in terms of data fields, counting rules and recording practices used.² This made any aggregation of data from different sources highly problematic. The decision was taken to instead report data ranges across jurisdictions.

Reliability of findings

The findings from this research are methodologically valid, and contribute to the very limited international evidence base regarding the extent to which child sexual abuse occurs within contemporary institutional contexts. The fact that the study was based on population data and therefore provides the actual number of allegations of child sexual abuse made to police within the study period contributes substantially to the confidence with which the data can be reported. However, given the paucity of evidence on this topic and the

² See Table 4.2 for an example of how recording practices vary across jurisdiction.

limitations of this study, further research in this area will be needed to determine the extent to which the findings from this study can be generalised in a way that informs broader understandings of the nature and extent of child sexual abuse within institutional contexts.

Key summary findings from data

The best Australian indicator for child sexual abuse in an institutional context was *institutional location AND extrafamilial (other known) PLUS person in authority*, and was only calculable for New South Wales, based on police data in that state. This indicator produced an estimated rate of 1.4 per 10,000 children³, or 4.0%⁴ of all recent allegations: n=1,199 (see Appendix 7.1, Table 7.1.21) and an average of 240 allegations per year (n= 1,199 divided by five financial years of data = 240 allegations per year). This compared to New South Wales rates of 3.3% of all recent child sexual abuse allegations for the very conservative indicator (*institutional location AND extrafamilial (other known)*) and 5.5% of all recent allegations for the conservative indicator (*institutional location*).

The rate of reporting of child sexual abuse per 10,000 children differed considerably between jurisdictions, and New South Wales data appeared to be anomalous compared to other jurisdictions, with more than double the rate (at a rate of 31.2 per 10,000 children; see Table 7.2) of allegations as Victoria (at a rate of 14.2 per 10,000 children; see Table 12.2). It is not possible to determine based on the information available whether the incidence of child sexual abuse is higher in New South Wales or whether this data reflects differences in reporting or recording practices in New South Wales compared to other jurisdictions. Therefore, the rate per 10,000 children as the best available national indicator cannot be extrapolated to other jurisdictions.

However, the proportion of allegations that were estimated to relate to an institutional context were similar across jurisdictions. So, for the remaining jurisdictions, a reasonable estimate would be the central point between the conservative (*institutional location*) and very conservative (*institutional location AND extrafamilial (other known)*) estimates. See Table 14.9 for a breakdown of conservative and very conservative indicators by jurisdiction.

The best available indicators for institutional abuse produced national estimates ranging from 3.3% to 5.5% for the very conservative indicator, and 4.6% to 6.6% for the conservative indicator. That is somewhere in the order of 5% of all cases of recently reported allegations of child sexual abuse. This would provide an estimated annual overall total of around 400 to 600 allegations of recent child sexual abuse in an institutional context.

However, these estimates are at this stage very tentative, due to the vast discrepancies in reporting rates for child sexual abuse in different jurisdictions, the exclusion of key institutional categories and the likelihood that reports to police under-estimate the actual incidence of abuse.

³ Population estimate of 1,634,606 children aged 0–17 in NSW derived from Australian Bureau of Statistics, *Australian Demographic Statistics Jun 2012*, cat no 3101.0, ABS, Canberra.

⁴ The denominator for this figure is defined as: all allegations of child sexual abuse reported to police in a particular year where the victim was aged under 18 at the time of the alleged offence and the offence took place no more than five years before the report.

Characteristics of the alleged perpetrator and victim

Females are more likely to be sexually abused than males; rates for females abused in an institutional location ranged from 64% of allegations in the Australian Capital Territory to 79% of allegations in South Australia. However, a higher proportion of cases where males were abused occurred in an institutional location, compared to the proportion of cases involving females who were abused. Proportions for males ranged between 1.4 to two times greater than proportions for females (See Figure 14.2 as an example).

The most common age of victims in an institutional setting at the commencement of their abuse was 10 to 14 years (ranging from 45% of allegations in South Australia to 60% in the Northern Territory). Victims of this age are over-represented in allegations of child sexual abuse in an institutional setting, compared to all forms of reported recent child sexual abuse and compared to the proportion of children aged 10–14 in the Australian population.

The vast majority of child sexual abuse perpetrators were male (ranging from 84% of allegations in the Northern Territory to 98% in Western Australia). This is consistent with all studies of child sexual abuse.

Where the perpetrator was recorded, a substantial proportion were themselves children or young people (ranging from 32% in the Australian Capital Territory to 93% in Queensland). Adult perpetrators accounted for less than a third of allegations in six states and territories, and represented the minority in six of the seven jurisdictions where this data was available (ranging from 7% of perpetrators in Queensland to 38% of allegations in Western Australia⁵).

Time to disclosure: Patterns evident when combining recent and past reports

For the five-year period of 1 July 2008 to 30 June 2013, approximately 63,000 total allegations of child sexual abuse were made to police across all jurisdictions, of which 82% pertained to an allegation of recent child sexual abuse – that is, the allegation was made within five years of the abuse commencing.

For allegations reported within five years (recent allegations), the vast majority were reported within six months of the abuse commencing (71% to 94%). A higher proportion of allegations of child sexual abuse occurring in an institutional location were reported within six months (81% to 96%) compared to all recent allegations in five of the six jurisdictions where data was available (the exception being the Australian Capital Territory).

Comparing past and recent allegations of child sexual abuse, in six of the seven jurisdictions in which data was available, the proportion of males reporting past child sexual abuse (that which began more than five years before reporting) was greater than the proportion of males reporting recent child sexual abuse (that which had begun within five years of reporting).

⁵ Percentages for New South Wales, Queensland and Victoria relate to the percentage of recorded offenders. Percentages for the Northern Territory, Tasmania and Western Australia relate to the percentage of allegations where a perpetrator was recorded (although individual perpetrators were not identifiable in these jurisdictions).

Data from specific institutional contexts

Police data revealed that most abuse in an institutional setting occurred at a school, ranging from 68% in the Northern Territory to 95% in Queensland. Safety in care data suggests that children in out-of-home care are also at a heightened level of vulnerability. Education and safety in care data both supported the findings from police data: females accounted for a high proportion of victims, whereas the vast majority of perpetrators were male; and minors were alleged to be responsible for the majority of recent reports of child sexual abuse within institutions.

Implications for further research

Case file review

This study used administrative data that could be extracted from fixed response fields in electronic client and information systems within different agencies. Data systems were established to meet the needs of individual agencies and were not recorded with a view to research or national comparability. As such, there are a number of issues that may affect the generalisability of the research findings from this study, specifically:

- a lack of understanding about the reason for the marked differences in absolute numbers of recorded allegations of child sexual abuse in police data across jurisdictions
- a lack of qualitative information on the substance, nature and context of the allegations
- a lack of information on the differing proportion of allegations that proceeded through to charges being laid
- the extent to which the indicators under-estimate reported child sexual abuse in institutional locations due to the inability to identify some key institutions of interest, including sport and recreational clubs and out-of-home care, and the exclusion of child sexual abuse perpetrated by persons in authority outside of the institutional location.

A follow-up study that sought to better understand recording practices for child sexual abuse allegations in different jurisdictions – and which subjected a small sample of cases to a case file review to determine the details of the allegations – would address some of the questions pertaining to data quality and provide greater certainty to the Royal Commission regarding the estimates provided in this study.

Community-based prevalence or incidence study

This study highlights the need for a national community-based child maltreatment prevalence or incidence study, repeated over time. Had this data been available, it would be possible to draw conclusions about the extent to which police allegations and other administrative data reflect the actual incidence of child sexual abuse within the community. Furthermore, conclusions could be drawn about the effectiveness of reform over time in reducing the incidence of maltreatment – as has been possible in the United States and United Kingdom where such data exists.

Section 1 Introduction

Background

The Royal Commission into Institutional Responses to Child Sexual Abuse (hereafter the Royal Commission) is concerned with how institutions with responsibility for children have engaged and responded to instances of child sexual abuse. The terms of reference require the Royal Commission to look at how institutions can prevent child sexual abuse, how institutions can identify that child sexual abuse might occur, how institutions respond once child sexual abuse is identified, and what should be the consequences when child sexual abuse has happened in an institutional context. The terms of reference cover child sexual abuse that occurred in institutional contexts historically and in present-day institutional contexts, as well as legislative and policy responses designed to address the problem of child sexual abuse. Although there have now been a number of inquiries into child sexual abuse in institutions, in Australia and internationally, very little is known about the nature and extent of this type of abuse. It is not known, for example, whether those people who come forward to give evidence to commissions or inquiries represent only the 'tip of the iceberg'. Furthermore the majority of people who attend hearings of commissions are adults reporting on abuse that may have occurred decades before the inquiry. As such it is important to identify, as far as possible, the current nature and extent of abuse in institutional contexts, to understand the size of the problem to inform the nature and scope of responses, and to monitor the effectiveness of prevention and identification strategies over time.

The World Health Organization guidelines for preventing child maltreatment recommend analysing information gathered through epidemiological or facility-based surveillance, and making the widespread dissemination of this data a priority for improving systems that protect children (World Health Organization, 2006). Robust epidemiological and administrative data is vital for informing the size and scope of social problems, and gauging changes in prevalence over time – particularly where laws, policies and practices have been changed in an attempt to aid prevention.

The project

There is no single reliable way of ascertaining the nature and extent of child sexual abuse in institutional contexts. National representative community sample prevalence studies are subject to multiple methodological and ethical challenges, require long time periods and are cost-prohibitive. In the absence of primary data, the only way of shedding light on the nature and extent of child sexual abuse in institutions is to examine administrative datasets held by various agencies that come into contact with victims of child sexual abuse in institutional contexts. The major limitations of administrative data are that much abuse is never reported to authorities, is reported but is not recorded, or is reported many years after the incident. This data is collected for operational purposes such as quality assurance and service provision, and is not primarily designed for research purposes, so even where child sexual abuse in institutional contexts is recorded in administrative records, the extent to which the data will be in an extractable form for research purposes will vary. This project represents the first attempt – in Australia or internationally – to systematically assess secondary datasets to determine their suitability for estimating the extent of child sexual abuse in institutional contexts.

Specifically, the purpose of this project is to identify the data holdings that currently exist on present-day (from within the previous five years) allegations of child sexual abuse in institutional contexts in Australia, to determine the accessibility of any such data for research purposes, and to identify what, if anything, the data reveals about the extent of child sexual abuse in institutional contexts in Australia.

The project comprised four stages:

1. a **literature review** of the relevant Australian and international research, and ‘grey’ literature (including previous commissions of inquiry into institutional abuse) focusing on the methodologies for using administrative data to estimate the extent of child sexual abuse in institutional contexts
2. **conceptual scoping** and **desktop analysis** of promising data sources, including information provided to the Royal Commission by jurisdictions and institutions regarding their data holdings
3. phone-based **consultations with data custodians** regarding the relevance of their data holdings, specific fields of interest and challenges for data extraction

the Royal Commission issuing formal notices for **data extraction**, and **data analysis** to draw conclusions – to the extent the data allows – about the nature and extent of child sexual abuse in institutional contexts in Australia.

Project reports

Two previous reports have been provided to the Royal Commission: a project scoping report including desktop analysis (Report 1); and data parameters for extraction, including consultation findings (Report 2).

This is the final report for this project. It includes excerpts of key findings from reports 1 and 2, together with the findings of the data analysis, and is organised into the following sections:

- a literature review (Section 2)
- conceptual scoping and desktop analysis (Section 3)
- consultations with data custodians and the nature of the data extracted (sections 4 and 5)
- findings from the data, in individual jurisdictional chapters (sections 6–13)
- findings from data, in a national overview (section 14).

Ethical considerations

Population datasets drawn from existing records retained in organisational electronic data systems are referred to as ‘administrative data’. Typically, where administrative data is used for research purposes, consent is obtained from the ‘data custodian’ – the nominated delegate within the organisation or government department that created and retains the records. Consent is not obtained from individual record subjects; however, the focus for ethics committees is the extent to which adequate protections are in place for individual record subjects and that the violation of privacy associated with the use of these records is justified by the community benefit.

While it is assumed that data custodians will act in the best interests of record subjects, there is the potential for them to act as 'gatekeepers' of information and data. Royal Commissions have extensive legal powers of compulsion so they can require organisations to provide information the Royal Commission deems necessary to fulfil its terms of reference.

In this study, it was proposed from the outset that the Royal Commission obtain data from institutions using its legal powers of subpoena. Indeed, consultations with some of the data custodians in Stage 1 revealed that issuing a subpoena was the only way the data custodian would be enabled to provide data for this project.

In terms of Human Research Ethics Committee (HREC) review, this methodology meant that there would be no consent from data custodians before the records being handed over to the Royal Commission, and the Royal Commission in turn handing these records over to the research team. The research team and the Royal Commission were concerned that this research still be undertaken with adequate consideration of ethical issues and protections in place for record subjects.

Early consultations were held with the Chair of the University of South Australia's Human Research Ethics Committee (HREC). It was decided that an application for ethics approval was to be developed and submitted under the usual processes. In addition, a paper outlining the unusual circumstances was provided and the Chief Investigator attended the University of South Australia HREC in person.

The University of South Australia HREC concluded that '... the activity did not constitute research and was mindful of the Royal Commission's legal rights to access and use personal, identifiable data and institutional data for referral to the consortia to do its work for the Royal Commission. Consequently, HREC concluded that the consortia's activity was outside the HREC's role and responsibilities as outlined in the National Statement on Ethical Conduct in Human Research' (see Appendix 1.1).

Nevertheless, University of South Australia's HREC had reviewed the ethics application outlining the methods and processes for the project. The HREC had no recommendations regarding additional measures for protecting record subjects.

Section 2

Literature review: The use of administrative data to estimate the prevalence of child sexual abuse in institutional contexts

The prevalence of child sexual abuse in Australia

There is no accurate national data relating to the current prevalence of child sexual abuse in the Australian community – in any context. Price-Robertson, Bromfield and Vassallo (2010) identify 15 Australian studies investigating the prevalence of child sexual abuse within the community, only five of which were considered to have included comprehensive measures. Based on their review, Price-Robertson et al. (2010) conclude that Australian research suggests prevalence rates for penetrative abuse of 4% to 8% for all males and 7% to 12% for all females, and a rate for non-penetrative child sexual abuse of 11% to 16% per cent for all males and 23% to 34% for all females. The estimates in the literature review are not national estimates and the studies acknowledge that their samples are not representative. Furthermore, the prevalence studies do not indicate the location where the abuse was perpetrated, so it is not possible to estimate the proportion of child sexual abuse that occurs in institutional contexts as opposed to that which occurs in familial or other contexts.

The international literature indicates that there are significant methodological challenges in measuring the extent of child abuse, and findings of the extent of abuse – especially child sexual abuse – are highly dependent on definitional and methodological issues (Finkelhor, Turner, Shattuck & Hamby, 2013; Lewig, Bromfield & Katz, 2012; Stoltenborgh, van Ijzendoorn, Euser & Bakermans-Kranenburg, 2011). Furthermore, many of the methodologies utilised for prevalence studies are very likely to underestimate the prevalence of abuse in institutions. For example, surveys using random telephone numbers as the sampling base will not access people currently residing in institutions or who are homeless, many of whom may well be vulnerable to child sexual abuse in institutional contexts.

In relation to the Australian studies identified, Price-Robertson et al. (2010) note the wide variance in prevalence estimates across studies and identify several methodological issues as influencing the variance in estimates, namely differing definitions of maltreatment, the wording of questions, the number of questions used, and the population from which the research sample is drawn. Of particular relevance to this project is the issue of the population from which research samples are drawn. For example, research that aimed to recruit a representative community sample so as to determine the percentage of Australians aged 18 and over who were ever sexually abused as a child would include incidents of sexual victimisation that occurred over several decades. The estimate produced would essentially be an average of prevalence over these decades and may not be generalisable to determine the risk of present-day child sexual abuse.

As such, existing Australian child sexual abuse prevalence studies cannot be used to inform estimates of the present-day prevalence of child sexual abuse within Australian institutional contexts, or in statistical modelling to generalise from known cases to all cases in the community. Furthermore, the methodological challenges and expense of conducting new primary research into child sexual abuse using community samples are enormous.

As mentioned above, no studies, Australian or international, specifically cover 'abuse in an institutional context'. Studies focus on particular institutional contexts such as out-of-home care (Rindfleisch, 1990; Rosenthal, Motz, Edmonson & Groze, 1991), and some studies focus

on specific forms of care such as in children's homes (Powers, Mooney & Nunno, 1990) or the church (Mercado, Terry & Perillo, 2011; Terry, Schuth & Smith, 2011). Since there are very few studies that cover more than one type of institution, it is difficult to estimate whether the extent of abuse differs within different institutional contexts. Most studies also focus on abuse by adults who have care or responsibility for children and there is much less focus on other types of abuse such as abuse by children or adults who do not have direct caring responsibilities (such as cleaners or maintenance staff).

There is some hesitancy in the literature around using administrative data to estimate the prevalence of child abuse. For example, the Australian Institute of Health and Welfare (AIHW) warns in its annual reporting of child protection statistics that these figures should not be used as proxies for the prevalence of abuse in the population (AIHW, 2012). The relationship between reporting and prevalence is potentially even more significant for abuse in institutional settings, in that many victims do not disclose abuse until they are adults, often decades after the offence has been committed. Thus, the rate and the timing of reports may affect the estimation of abuse in institutions (Ackerman & Khan, 2012).

However, given the paucity of robust evidence in this area, and the practical challenges and methodological limitations of primary data collection through surveys or other methods, it may be possible to use administrative data to develop some estimates of the prevalence of abuse. This paper therefore reviews the limited empirical literature that has attempted to use administrative data to estimate the extent of abuse in institutions.

Literature search methodology

This review of methods for developing estimates of the incidence of child sexual abuse in institutional contexts draws on both academic literature and existing inquiries undertaken nationally and internationally.

Search methodology

The research team searched electronic databases PubMed, PsycINFO, Web of Science, Scopus and ProQuest using the following search string to interrogate abstracts and titles for potentially relevant articles: (prevalence OR incidence OR frequency) AND (sexual abuse OR sexual assault OR sexual offence) AND (child*) AND (institute* OR school* OR church* OR resident*). The search was limited to publications in English. Titles and abstracts were initially screened for relevance. The researchers then retrieved and reviewed full-text versions of potentially eligible papers.

Search results

- **Pubmed:** institut* (18), school* (27), church* (2), resident* (2)
- **PsycINFO:** institut* (15), school* (15), church* (5), resident* (1)
- **Web of Science:** institut* (10), school* (16), church* (3), resident* (2)
- **Scopus:** institut* (0), school* (0), church* (0), resident* (0)
- **ProQuest:** institut* (1), school* (1), church* (0), resident* (1)

The researchers identified 119 references from the initial search for potentially relevant articles, with 20 duplicates. The review of abstracts helped reduce the number of articles to 32.

Findings of the literature search

Use of administrative data: Local authorities' social services departments

Gallagher (2000) examined substantiated cases of child sexual abuse in institutions that had been referred to social services departments and police in eight local authorities in England and Wales between January 1988 and December 1992. Approximately 20,000 records were reported as being searched. The actual methodology for searching through records is not specified but the search appears to have been conducted manually. Gallagher identified 65 cases overall, which, extrapolated to the population of England and Wales, averaged at 1.6 cases per local authority per year, or around 185 cases per year overall. Institutional abuse accounted for 1% of all child protection referrals to social services, and 3% of all child sexual abuse referrals. The equivalent figures for the police were 1% and 2%. The article differentiates between community-based institutions such as schools and playgroups, and residential institutions such as children's homes and boarding schools. Community-based institutions accounted for the highest number of referrals, and institutional-based care accounted for the smallest.

Institutional abuse: Inquiries into abuse in institutional contexts

Very little is known about the methods previous inquiries and commissions have used to handle administrative data. The Commission to Inquire into Child Abuse (Ryan Commission) (2009) in Ireland appeared to use some administrative data in its analysis, as the report states:

Extensive discovery of documents was also obtained from: the Director of Public Prosecutions (DPP); An Garda Síochána; the Health Service Executive; and the Irish Society for Prevention of Cruelty to Children (ISPCC). Discovery was also obtained from: the Department of Education and Science; the Department of Health and Children; the Department of Justice Equality and Law Reform; the Orders and Congregations and some dioceses; and, occasionally, from the complainants themselves.

Allegations of alleged child sexual abuse were made to school authorities, the Department of Education, Health boards, priests and others. The findings indicate that if the person committing the offence was a lay person then they would be reported. If it was a person belonging to a religious order then it was likely that the allegation would go unreported and be dealt with in-house. The Commission also accessed correspondence from one religious order to Generalate in Rome, which provided discussion of sexual abuse by priests (a total of 68 documents were identified).

Health records of children in institutions were reviewed as part of the commission but the review reported on physical health – with no reference to abuse.

However, beyond this description there is no indication of the methodologies used to analyse these datasets, nor of the conclusions the Commission derived from the data. The Ryan Commission did not attempt to estimate the incidence of child sexual abuse in the institutions under review.

Prevalence of abuse in religious institutions

Although there is a small body of evidence about the nature and consequences of abuse in institutions (see for example; Carr et al., 2010; Lueger-Schuster et al., 2013; Nunno & Motz, 1988; Parent & Bannon, 2012; Plante & McChesney, 2011; Sinanan, 2011; Wolfe, Francis &

Straatman, 2006), there is very little relating to the incidence or prevalence of such abuse. A notable exception was the study conducted by the John Jay College of Criminal Justice Research Team (2004), investigating the extent of sexual abuse of children by adults in a religious institution – that is, the Catholic Church in the United States. The survey was able to collect data from 97% of Catholic dioceses within the United States (representing 99% of diocesan priests) and 64% of religious communities (representing 83% of members of religious communities). The study had the backing of the United States Conference of Catholic Bishops (USCCB), which helped ensure the cooperation of participants. Due to time and resource constraints the research team did not personally collect data. Instead, survey instruments relating to data requirements were developed and mailed to each diocese, eparchy and religious institute to complete. Three separate survey instruments were developed:

- a diocesan survey, which included the total count of priests active in ministry between 1950 and 2002 (this established the denominator)
- a victim survey, which included the first and last date of occurrence of reported abuse
- a cleric survey, which included data collected about priests against whom allegations had been made.

Data was sourced from church records and personnel files of priests. The study was unique in that it examined data collected at a national level over a 52-year period, from 1950 to 2002. Over this time period, 4,392 priests had allegations of sexual abuse made against them, accounting for approximately 4% of all priests who were active in the ministry during this period. The number of individuals who made formal allegations of abuse was 10,667, with a further 3,000 potential victims identified. The study showed that estimated abuse rates within the Catholic Church were stable across the United States; between 3% and 6% of priests in any diocese across all regions were likely to be subject to an allegation of abuse.

The study conducted by John Jay College (2004) provided comprehensive data on the incidence of child sexual abuse within the Catholic Church in the United States over several decades. Smith et al (2008) analysed the data from the John Jay College research to estimate the change in incidence of sexual abuse over time. The data showed a steady increase in reported abuse incidents from 1952 until the late 1970s and early 1980s, after which the incidence steadily declined. Reporting of incidents of sexual abuse peaked in the mid-1990s and again in 2002. Ackerman & Khan (2012) noted major differences between the nature of sexual abuse reported in the United States Catholic Church (John Jay College, 2004; 2006) and that which is reported within the general population. For example, 81% of victims from the United States Catholic Church data were male, whereas research within the general population indicates that girls are more likely to be victimised than boys in the general population (John Jay College, 2006). It is difficult to determine how specific these patterns of sexual abuse in the United States Catholic Church are, and the extent to which these findings reflect sexual abuse within institutions more generally. Smith et al noted that the Boy Scouts of America were reported to have made efforts to gather data similar to that made available through the John Jay College research, although the data had not been made public.

A study in Australia of child sexual abuse in the Anglican Church (Parkinson, 2012) found that between 1990 and 2008, 180 complainants had made 191 allegations of child sexual abuse against 135 individuals, of whom 27 were the subject of more than one complaint. The study involved an audit of personal files for employees of Anglican dioceses in Australia. This is an average of 10.6 allegations per year, although the authors of that report indicated that this

is an underestimate because they were not able to audit all files in all dioceses, and not every diocese in Australia participated in the study.

In his Smith Lecture in 2013, Parkinson estimated that around 1% of men in the general population have committed a sexual offence against children. The figure for Anglican priests was difficult to ascertain, as indicated above, but is estimated to be below 1%. However, the figure for Catholic priests is much higher, having risen from around 3.7% between 1940 and 1966 and 5.4% of those ordained between 1968 and 1971 (Parkinson, 2013). Parkinson is much more cautious about estimating the number of victims, does not comment on abuse perpetrated by non-clergy members and does not speculate about the current extent of child sexual abuse.

Overall, the data above suggests that during the latter part of the 20th century, the level of child sexual abuse perpetrated by Catholic clergy was much higher than the extent of abuse in other churches.

There is very little empirical evidence of the current extent of abuse in any church context. Most inquiries and research projects in this area have investigated abuse that occurred in the relatively distant past or were themselves conducted more than 20 years ago. Furthermore, none of the studies cited here assessed the rate of victimisation. This is a clear gap in the knowledge base, and although churches have all put into place a range of policies and programs to prevent child sexual abuse, support victims and confront perpetrators, the change in rates of victimisation is not known.

Abuse in out-of-home care

There is a small body of literature that reports on the incidence of abuse in out-of-home care, mostly dating back to the early 1990s when this issue first became prominent. Rosenthal et al., (1991), for example, studied 290 reports of physical abuse, sexual abuse and neglect in foster homes, group homes and residential treatment centres. In all settings, physical abuse reports were most common and neglect reports least common. Injuries occurred most frequently because of physical abuse, while sexual abuse reports were most likely to be confirmed. The authors point out the particular vulnerability of children with disability in these institutional settings. Rindfleisch (1990) comments on the difficult issues around reporting and investigating abuse in out-of-home care. These studies tend not to differentiate child sexual abuse from other forms of abuse, and they report on abuse that took place in the 1980s or before. However, they do provide some useful insights into the nature of abuse in out-of-home care.

More recently, the Productivity Commission in its latest Report on Government Services (Productivity Commission, 2013) has provided tables comparing states and territories in relation to the proportion of children in out-of-home care who were the subject of a notification that was substantiated in 2011–12, and the proportion of children in out-of-home care who were the subject of a substantiation and the person responsible was living in the household, also in 2011–12.⁶ The report emphasises that the data is experimental and

⁶ The Report on Government Services tables are provided later in this report, separated by jurisdiction in Table 6.1.11, Appendix 6.1; Table 7.1.23, Appendix 7.1; Table 9.1.16, Appendix 9.1; Table 10.1.14,

that states and territories cannot be compared, due to different definitions and counting rules (for example in New South Wales, children who abscond from out-of-home care or report incidents of self-harm are included in the first table). Furthermore, this data is not disaggregated by type of abuse.

Conclusion

This review was undertaken primarily to identify methods that have been used to analyse administrative data, to assess the extent of child sexual abuse in different institutional contexts. The review found that a number of studies have attempted to gauge the extent of abuse in particular institutional contexts or perpetrated by specific groups of people. The majority of these studies used retrospective questionnaires or audits of personnel or social service department files. While respondents to the surveys may well have drawn on administrative data to provide accurate responses, no study directly analysed administrative data. It appears that this project is the first to pull together data from a number of sources and directly analyse that data to assess the extent of child sexual abuse in institutions. It is also the first to focus on present-day abuse in a range of different institutional contexts. As such, the research team was unable to draw on previous analyses for examples of analytic techniques, nor for benchmarking purposes.

Section 3

Conceptual scoping and desktop analysis

There are many potential sources of administrative data relating to child sexual abuse perpetrated in Australian institutional contexts; for example, records of the hundreds of individual institutions and organisations, police records, Court records, child protection records, victims of crime services records, and health and medical records. However, it would not be a feasible or appropriate use of resources to investigate every potential data source for records pertaining to child sexual abuse in Australian institutional contexts. It was necessary to make choices in determining which datasets to prioritise.

The following provides the conceptual scoping exercise undertaken to guide the selection of administrative datasets that would hold the most promise for informing population estimates of the extent of child sexual abuse in Australian institutional contexts.

Conceptual scoping

Data sources vary in their specificity and generalisability. Specificity refers to how well the dataset identifies the number of victims of child sexual abuse that occurred in institutional contexts. Generalisability refers to the extent to which the data applies to populations beyond the immediate subjects of the dataset.

For example, police data may not specify the context in which an alleged offence occurred. The data may, however, contain information regarding child sexual abuse allegations against a non-family member who is known to the child. This would cover more than just child sexual abuse in institutional contexts and therefore lacks specificity. In comparison, records held by a children's club (such as the Scouts) regarding allegations of sexual abuse against children in the club's care will be specific, but will relate only to a single organisational context and therefore lacks generalisability. The most promising datasets for assessing the extent of abuse in institutions would be those that specify the nature and context in which abuse has occurred, and provide information for a range of different institutional contexts.

In determining the most promising datasets from the many potential sources, the research team took into account inherent limitations of administrative datasets, and types of administrative records pertaining to child sexual abuse in institutional contexts.

Inherent limitations of administrative datasets

Administrative datasets, even those that are comprehensive and reliable, cannot provide a true estimate of the extent of child sexual abuse in institutional contexts. This is because:

- administrative records only provide data on those cases that have been detected and therefore underestimate the true prevalence of child sexual abuse
- there is no knowledge of the proportion of child sexual abuse perpetrated in institutional contexts in Australia that is not detected or disclosed, nor of the proportion that is detected or disclosed but not reported to relevant authorities
- only those cases known to and reported by institutions are within the scope of this project (see Figure 3.1)
- the total population of known cases of children sexually abused in Australian institutional contexts is made up of multiple sub-populations, many of which overlap. Therefore, data about a single event may be recorded in multiple institutional records.

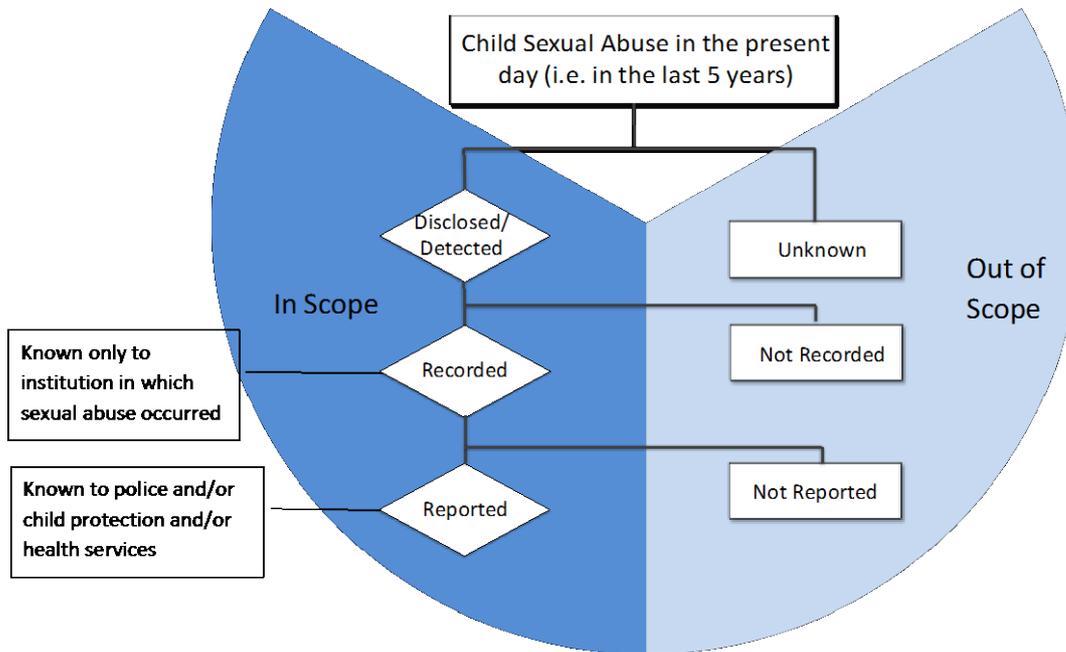


Figure 3.1. Types of child sexual abuse reports that are in and out of scope

Types of administrative records pertaining to child sexual abuse in institutional contexts

Administrative records pertaining to child sexual abuse in institutional contexts fall into two categories, namely:

1. records pertaining to allegations of child sexual abuse that occurred within the organisation that holds the records
2. records pertaining to allegations of child sexual abuse that occurred within another organisation but for which the organisation holding the records had some role in the response or has an oversight role.

Institutions may be data custodians for both categories of records. Category 2 records (allegations of child sexual abuse that occurred within another institution but for which the organisation holding the records had some role in the response) include records of professionals who are required to keep records regarding the service they provided (such as health services), and who would also be expected to refer the information to another responsible body (such as the police, or child protection services).

Institutions with responsibility for children vary in size; for example, almost all children engage in some form of formal education, whereas only a small subset of children participate in community-based clubs such as Cadets.

Information about specific perpetrators, victims and incidents is likely to be recorded in multiple databases. Care must be taken to avoid double counting when attempting to assess the extent of abuse. However, it is beyond the scope of this project to match datasets in a way that would identify duplication.

Although the Royal Commission is concerned with child sexual abuse in institutional contexts being concealed by an organisation, identifying the most promising data sources for this project involved ascertaining the likely process for recording data, assuming that organisations responded appropriately to allegations of child sexual abuse.

Potential data sources

The potential data sources were mapped together and are represented visually in Figure 3.2. The large bubble represents the total population of children sexually abused in Australian institutional contexts; an unknown proportion of incidents have not been detected or disclosed, and are therefore not reflected in any dataset. Similarly, incidents that are known to the institution where the abuse took place but which the organisation has concealed are unlikely to appear in police records unless the victim or a family members has complained to the police.

The next largest bubble within the diagram depicts cases reported to the police; all present-day allegations of sexual abuse that involve a person who is currently a minor and that are known to an institution or disclosed to a mandated reporter should ultimately involve a report to police. There are multiple bubbles within the police bubble depicting other organisational contexts where there are likely to be records regarding child sexual abuse perpetrated in an institutional context. These include institutions that may be the context of abuse (such as Scouts and childcare providers) as well as responding institutions (such as child protection and health services). The size of the bubbles visually indicates the estimated relative difference in the numbers of children to which records of child sexual abuse in institutional contexts pertain. For example, the defence force is a predominantly adult institution that may have a small number of minors as members (enrolled in the Australian Defence Force Academy, for example), a proportion of whom may have experienced sexual abuse during their service. This example would be a very small potential population, and a similarly small bubble. The bubble reflecting children's clubs such as Scouts is small to medium in size; although they are children's organisations, only a subset of all children will be involved. In comparison, the bubble representing schools is large, as the vast majority of Australian children are involved in formal education. The largest bubbles are those representing 'responding organisations' (those with a formal role in responding to allegations of child sexual abuse and/or providing services to victims). Police, health services, and child protection are all 'responding organisations'. Children's Commissioners and Ombudsmen fall into the category of responding organisations in states where they have a formal role in administering Working with Children Checks. Another responding organisation is the court system, for which a medium-sized bubble reflects the difficulties in successfully prosecuting cases of child sexual abuse. **The largest bubbles represent organisations that we estimate should hold the most promising data for informing estimates of the incidence of child sexual abuse in Australian institutional contexts.**

It must be noted that this diagram is intended as a visual aid for conceptualising the complex array of data holdings that may contain information regarding child sexual abuse in Australian institutional contexts, and the relationships between different categories of organisations. The organisations represented in the diagram and the relationships between them are an illustrative but not an exhaustive list. Similarly, the size and degree of overlap between the bubbles representing each organisation are only illustrative.

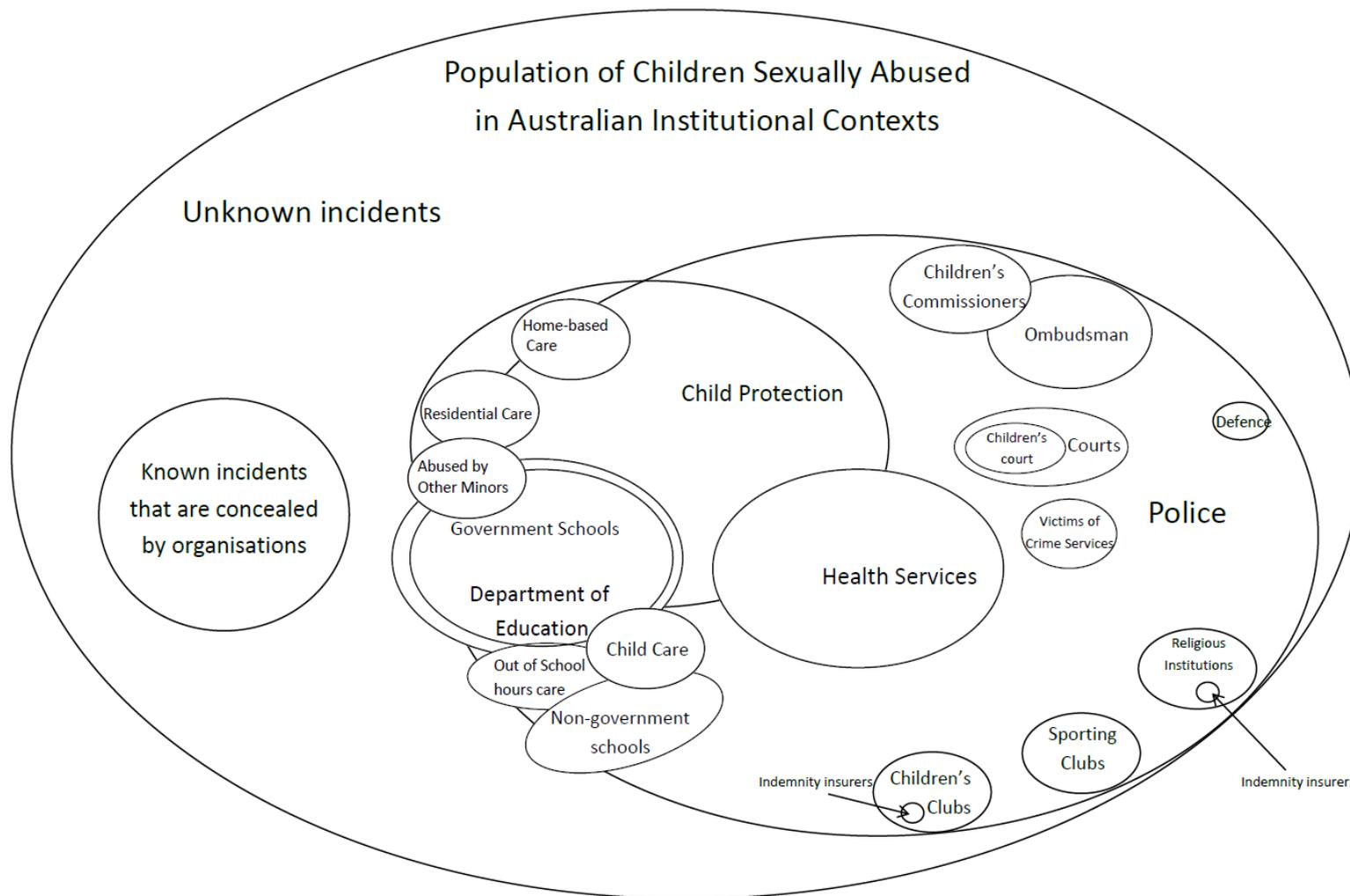


Figure 3.2 Organisations with records of child sexual abuse in Australian contexts (note: This diagram is for illustrative purposes only and should not be used to infer prevalence)

Desktop analysis

The research team undertook a desktop analysis to further assess the suitability of potential data sources for research purposes. The tables produced through the desktop scoping are not included in the final report, but were provided to the Royal Commission previously in *Report 1: Project Scoping*.

The team anticipated that 50 data sources would include a combination of state agencies in each jurisdiction, and national or jurisdiction-specific sources (for example, five state agencies in each jurisdiction (40), plus 10 national or jurisdiction-specific institutions = 50). The decision to explore up to 50 data sources was considered to be both feasible within the time frames required to fulfil the Royal Commission's requirements, and sufficient in scope to ensure that the most promising data sources would be canvassed.

The research team selected potential data sources using the conceptual framework outlined above, particularly Figure 3.2. Using desktop analysis, the research team assessed each of the potential data across the following dimensions:

Source	Who is the data custodian for these records?
Relevance	Broadly, what types of records are likely or known to be held and to be relevant in estimating the incidence of child sexual abuse in institutional contexts?
Record subject	How does the recorded data relate to perpetrators (in the case of police data) or victims (in the case of child protection data)?
Validity	Is this a reasonable incidence proxy? Does it apply to the whole population or only a subset?
Fields	What data fields are likely to be available from this source? (For example: complaints of abuse from a victim/against a perpetrator; the date of the report; and the date(s) of the offending.)
Form	What form is the data likely to be in? Will it be quantitative or qualitative; electronic or paper-based; numeric, coded or free text; individual or aggregate?
Coverage	Is there data of this nature available nationally? Would it be collected in the same or similar forms across agencies and/or jurisdictions?
Accessibility	Is the data publicly available? Is it likely that the data owner will comply within project time frames if faced with a request from the Royal Commission? What bureaucratic hurdles are likely to exist?
Expectation	Is it reasonable to presume that records would be kept regarding child sexual abuse that occurred in an Australian institutional context?

The research team's assessments were informed by a 2005 report undertaken by the Australian Institute of Family Studies; information provided in response to notices issued by the Royal Commission; and the expertise of members of the consortia.

Decision: Data sources warranting further assessment

At the completion of the conceptual scoping and desktop analysis, a decision was made in consultation with representatives from the Royal Commission research team regarding the potential data sources that warranted further exploration through consultation with data custodians. In making this decision, the team considered the suitability of the data source for research purposes (as demonstrated through the desktop analysis) and the strategic significance of the potential source (as identified in the conceptual scoping). In addition, the team preferred data in which the record subject was the victim or both victim and perpetrator, as well as data that pertained to allegations rather than proven or substantiated incidents. Data that pertained to allegations was preferred because of the well-established difficulty in proving allegations of child sexual abuse.

Table 3.1 summarises the five data sources identified as warranting further exploration through consultation with data custodians, along with the relative strength of each data source.

Table 3.1: Data sources warranting further exploration through consultation with data custodians

Data source	Rationale for inclusion
Police forces or services in each state and territory	Population data. Allegations of child sexual abuse. Well-developed data systems.
Child protection agencies	Potential population data. Allegations of child sexual abuse. Well-developed data systems. Out-of-home care as an institutional location of particular interest to the Royal Commission.
Education departments for government schools in each state and territory	School settings as an institutional location of particular interest to the Royal Commission. Education departments potentially holding data about all government schools.
Victim of crime services	Little-known data holdings. Victim focus warrants further exploration.
Bodies that administer Working with Children Checks (including the state ombudsman, where relevant)	Potential population data about allegations or findings of child sexual abuse by persons authorised to work with children.

Section 4

Consultations with data custodians and nature of the data extracted

The researchers held consultations with data custodians for each of the data sources identified as warranting further exploration at the completion of the conceptual scoping and desktop analysis. The Royal Commission requested a central government coordination unit in each state and territory to provide names and contact details for officers in each of these agencies who would be able to speak with researchers about the agency's data holdings and the processes leading to collection of the data. Researchers then contacted the nominated officers by email or telephone to arrange semi-structured interviews, which were subsequently conducted by telephone. In many cases other agency staff members participated in the consultation, together with central government staff members such as representatives of the state solicitor's office.

Researchers recorded information gained during the consultations using a reporting template. Where necessary, they conducted follow-up phone calls or email exchanges to clarify details of data holdings.

The researchers conducted these consultations with custodians of the relevant datasets in each state and territory with a view to exploring:

- specific data holdings relevant to child sexual abuse in institutional contexts, including fields and subcategories used within records systems
- how the data is stored (electronically or as a hard copy) and at what level the data is available (such as in a case file, aggregated or at the unit level)
- legislative, policy and procedural restrictions to accessing and using the data, including any restrictions arising from confidentiality and consent requirements
- the duration for which the data is held, and any substantive changes in recording practices during the last five years
- any future plans for data development and collection relevant to monitoring child sexual abuse in institutional contexts
- the extent to which relevant data could be further stratified – such as by geographic location, characteristics of the institution, victim or offender focus, year of occurrence and/or date of reporting.

The purpose of the consultations was to gain from each of the data custodians sufficient knowledge of the data holdings – and the form and content of the data – to make a determination about what data holdings were relevant to this project, and to ascertain sufficient detailed information about the data holdings to develop data extraction parameters where required.

Table 4.1: Data custodians consulted, by data type

Data source	Consultations	N
Police	All states and territories	8
Child protection agencies	All states and territories	8
Education departments	New South Wales Department of Education and Communities; Northern Territory Department of Education and Training; Queensland Department of Education; Tasmania Department of Education; Western Australia Department of Education	5
Victim of crime services	Australian Capital Territory, Northern Territory, New South Wales, Tasmania, Queensland, Victoria, Western Australia	7
Bodies that administer Working with Children Checks	New South Wales Ombudsman; New South Wales Children’s Commission; SAFE NT; Queensland Commission for Children and Young People and Child Guardian; Victorian Department of Justice; Western Australia Department for Child Protection and Family Services	5/6

This section describes what data the custodians could and could not provide in relation to allegations of child sexual abuse in Australian institutional locations within the past five years. As noted above, organisations collect administrative data for specific purposes, to support their work. For example, all Australian police agencies collect data on incidents and store this data for the primary purpose of informing and supporting police investigations. This data is also used for broader purposes such as statistical reporting, gathering intelligence and checking criminal records. Like other administrative data, police data collections are designed and managed to support police activities rather than for research purposes.

This section does not identify what data is held by the organisations in each jurisdiction; rather, it identifies the data that was available and could feasibly be extracted as a quantitative dataset. The determination of what data could and could not be provided is based on what data was available as an extractable fixed-response field. If data was identified as not being held in this form, that does not mean it not held by the jurisdiction; rather, it means that this information is not easily extractable in an electronic form (for example, it is recorded in the case file notes).

Police

Police receive and record information and intelligence about all alleged criminal activities, including sexual offences. A broad classification scheme, the Australian New Zealand Standard Offence Classification (ANZOC) makes the recording of these allegations broadly comparable across jurisdictions; however, as expected there is still some variability in the specific data fields and subcategories in each police data system. The research team sought police data regarding allegations of sexual abuse of a minor by a person in authority in any institutional context, as well as data regarding allegations of sexual abuse offences against a minor any context and involving any category of perpetrator.

An ideal police dataset would:

- include all allegations of sexual assault for victims who were aged below the age of 18 at the time of the offence
- be extractable as unit record data, where for each allegation there was data recorded in fixed-response fields describing:
 - the date of the incident
 - the date of the report
 - the incident location
 - the organisation of interest
 - the relationship of the perpetrator to the victim
 - demographic descriptors for the child and the perpetrator. See Appendix 1.2: Police ideal extraction parameters.

Consultations regarding police data holdings and their relevance to estimates of child sexual abuse in institutional contexts occurred as a two-step process. Step one involved a determination of whether data could be extracted in unit record form, and the feasibility of extraction containing at least a location variable or relationship of perpetrator to victim variable. If these criteria could not be met, no further scoping was undertaken for that jurisdiction. Where step one returned a positive result, further scoping was undertaken to develop agency- and jurisdiction-specific extraction parameters incorporating as many of the ideal parameters as were recorded within the information system.

As Table 4.2 below indicates, all police forces held datasets that met the basic criteria for further investigation. However, the fields differed widely across police forces, in particular in relation to the key variables of interest: relationship of perpetrator to victim and location of offence. For example, only NSW and Queensland included a relationship field for a person in authority or with a duty of care to the child.

Table 4.2: Nature of the police data

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Data extractable as a unit record file	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Relationship of perpetrator to victim	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Data available for the period 1 July 2008 to 30 June 2013	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Incident location	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Child ID	Yes	Yes	No	Yes	Yes	No	Yes	No
Location type	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Location further details (sub-type)	Yes	Yes	No	No	No	No	Yes	No
Postcode	Yes	Yes	No	Yes	Yes	No	Yes	Yes
GPS coordinates	Yes	Yes	No	Yes	No	No	No	Yes
Offence category (by ANZOC division and subdivision)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Organisation of interest	No	Yes	No	No	No	No	No	No
Date of report	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Date of incident	Yes: Start and end date	Yes: Start and end date	Yes: Start and end date and time	Yes: Start and end date	Yes: Start and end date	Yes: Date and time of incident	Yes	Yes: Start and end date
Police location (local service area/local area command)	Yes	Yes	No	Yes	Yes	Police division	No	Yes
Victim date of birth	Yes: Age at time of the incident; age at time of reporting	Yes: Age at time of the incident; age at time of reporting	Yes: and age at time of the incident; age at time of reporting	Yes: Age at time of the incident; age at time of reporting	Yes: Age at time of the incident; age at time of reporting	Yes	Yes: Age at time of the incident; age at time of reporting	Yes: and age at reporting; age at incident
Victim gender	No	No	Yes	Yes	Yes	Yes	Yes	Yes
Victim Indigenous status	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Perpetrator date of birth	Yes: Age at time of incident	Yes: Age at time of incident	Yes	Yes: Age at time of incident; age at action date	Yes: Age at time of incident	Yes	Yes: Age at time of reporting; age at incident	Yes: and age at time of incident
Perpetrator gender	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
Perpetrator Indigenous status	Yes	Yes	Yes	No	Yes	No	Yes	No

Child protection intake data

All jurisdictions in Australia have agencies responsible for investigating allegations of child abuse and neglect, including sexual abuse. Each jurisdiction has different processes for referral and different ways of recording referrals or notifications. The primary function of child protection services is to provide a statutory mechanism under which the state can intervene into the lives of families to protect children from harms caused by abuse and neglect. Investigations centre around the steps required to assure the individual child's safety from abuse or neglect. Because the primary purpose of child protection services is to protect children rather than gather intelligence or evidence, much of the detail about the timing and nature of the abuse and the characteristics of the perpetrator is held in qualitative case file records rather than being in searchable and extractable fields. And as the primary purpose of these agencies is to protect children from imminent harm, they do not have a role in investigating historical abuse that was perpetrated against people who are now adults. The vast majority of referrals to child protection services relate to intrafamilial abuse.

The research team sought data from child protection services regarding intake data holdings that could serve as indicators for allegations of child sexual abuse in an institutional context. At a minimum to be of use for this project, child protection intake data would need to include a field that recorded the relationship of the victim to the alleged perpetrator for all intake reports. Where this condition was met, the researchers sought further data about the timing and nature of the alleged abuse, and the characteristics of the victim and perpetrator.

An ideal dataset would include all allegations of child sexual abuse (intra- and extrafamilial), extractable as a unit record data file with a unique identifier for each child and data recorded in fixed-response fields. These fields would include the date of the incident, the date of the report, the relationship of the perpetrator to the victim, and demographic descriptors for both the child and the perpetrator. See Appendix 1.3: Child protection intake ideal extraction parameters.

One of the key features of child protection services is the phone-based intake service. Child protection intake services are typically the most visible means for members of the community to raise concerns they may have about the safety of a child. Where child protection services receive a report from another professional or member of the public concerning extrafamilial maltreatment, including child sexual abuse in institutional contexts, child protection services liaise with police services to ensure the appropriate state agency responds to the allegation. Reports to child protection intake services include those made in fulfilment of mandatory reporting obligations. Mandatory reporting requirements vary across each state and territory; in some jurisdictions, all cases of intrafamilial and extrafamilial child sexual abuse are reported to child protection services in the first instance, but in others there are different arrangements depending on the nature and context of the abuse, and relationship of the perpetrator to the victim.

Consultations regarding child protection intake data holdings and their relevance to estimates of child sexual abuse in institutional contexts occurred as a two-step process. Step one was to understand the mandatory reporting context of the jurisdiction, to determine if all incidents of sexual abuse would be reported to child protection services. If this was not the case, no further scoping was undertaken. The outcome of these consultations revealed a

noteworthy clarification of the role of child protection services in cases of extrafamilial child sexual abuse, as outlined in the boxed text below. Where step one was affirmative, step two involved determining whether the relationship of the alleged perpetrator to the victim was recorded as an extractable field in the intake report. If not, no further scoping was undertaken. Where the outcome of step two was affirmative, further scoping was undertaken to develop agency- and jurisdiction-specific extraction parameters incorporating as many of the ideal parameters as were recorded within the information system.

In six of the eight jurisdictions (Victoria and Queensland are the exceptions), mandatory reporting obligations require all allegations of child sexual abuse (including child sexual abuse perpetrated in an institutional context and reported to police) to be reported to child protection services. Only South Australia and Tasmania held child protection intake records in a form suitable for extraction for this project. Table 4.3 summarises the suitability of child protection services intake data from each state and territory for this study.

The role of child protection services in cases of extrafamilial child sexual abuse

Child protection services are primarily designed to assess allegations of abuse and neglect, and to intervene to protect children from mistreatment where the parent(s) is either responsible for the mistreatment or has failed to protect their child. In relation to extrafamilial maltreatment, intake data holdings had theoretical potential in only some jurisdictions, depending on the policy context for mandatory reporting and the subsequent agency response. This is best illustrated through a case example:

A parent attends a police station and alleges that their child has disclosed that they have been sexually abused by their swimming coach. The parent has acted to prevent the alleged perpetrator from having further contact with their child.

In Victoria and Queensland, the police would not report this case to child protection services because the parent has demonstrated that they are 'able and willing to protect' their child and it is therefore not a matter for child protection services. The police would investigate the allegations and take any necessary action. If the alleged perpetrator was a parent, police would submit a report to child protection services in relation to the risk presented to the alleged perpetrator's own child or children.

In all other jurisdictions, police would be required as part of their mandatory reporting obligations to report the allegation to child protection services. Child protection services would register a report of alleged sexual abuse against the child. Given the circumstances, in the Australian Capital Territory, Northern Territory, South Australia, Tasmania and Western Australia, an assessment would be made at intake that a child protection response was not required, the case would be referred back to police for an investigation and the child protection report would be closed. As in Victoria and Queensland, if the alleged perpetrator was a parent this would fall into the remit of child protection services and, following police notification, a separate report would be opened for the alleged perpetrator's own children.

In New South Wales, police are also required to submit a report to child protection services as part of their reporting obligations. Where the allegation is assessed as being likely to lead to criminal charges, the report is referred to the Joint Investigation Response Team (JIRT) for a coordinated child protection services, police and health services response

Table 4.3: Nature of the child protection intake data

	ACT	NSW	NT*	Qld	SA	Tas	Vic	WA
Mandatory reporting obligations require that all child sexual abuse allegations be reported to child protection, including a requirement for police to report allegations of child sexual abuse where the parent is acting protectively	Yes	Yes	Yes	No	Yes	Yes	No	Yes
Relationship of perpetrator to victim recorded as extractable field in intake report	No	No	Yes	N.A.	Yes: extrafamilial or intrafamilial	Has non-mandatory field: person believed responsible – relationship to the child	N.A.	No
Data extractable as a unit record file with unique child ID	N.A.	N.A.	Yes	N.A.	Yes	Yes	N.A.	N.A.
Data available for the period 1 July 2008 to 30 June 2013	N.A.	N.A.	N.A.	N.A.	No: 1 July 2011 to 30 June 2013	Yes	N.A.	N.A.
Date of report	N.A.	N.A.	N.A.	N.A.	Yes	Yes	N.A.	N.A.
Date of incident	N.A.	N.A.	N.A.	N.A.	No	No	N.A.	N.A.
Client date of birth	N.A.	N.A.	N.A.	N.A.	Yes	Yes	N.A.	N.A.
Client gender	N.A.	N.A.	N.A.	N.A.	Yes	Yes	N.A.	N.A.
Client Indigenous status	N.A.	N.A.	N.A.	N.A.	Yes	Yes	N.A.	N.A.
Client with disability	N.A.	N.A.	N.A.	N.A.	No	No	N.A.	N.A.
Perpetrator date of birth	N.A.	N.A.	N.A.	N.A.	No	Yes	N.A.	N.A.
Perpetrator gender	N.A.	N.A.	N.A.	N.A.	No	Yes	N.A.	N.A.
Perpetrator Indigenous status	N.A.	N.A.	N.A.	N.A.	No	Yes	N.A.	N.A.
Perpetrator with disability	N.A.	N.A.	N.A.	N.A.	No	No	N.A.	N.A.
Allegation type	N.A.	N.A.	N.A.		Yes: primary alleged harm – sexual abuse	Yes: alleged primary and secondary abuse type; abuse type at finalisation of investigation	N.A.	N.A.

* While Northern Territory data fields exist, the relationship fields were not specific enough to determine whether sexual abuse occurred in an institutional location and therefore did not warrant extraction.

Working with Children Checks

All states and territories have some form of criminal records check that can be required for people to work or volunteer with children. In New South Wales, Victoria, Queensland, the Northern Territory and Western Australia, a dedicated body administers formal Working with Children Check schemes. The legislation and administrative process and the administering body for these checks differ between each state and territory. However, in Victoria, Queensland, the Northern Territory and Western Australia, the schemes provide a time-limited clearance for people to undertake roles working with children, based on a positive consideration of their criminal history. Clearances are issued in the form of an identification card that certifies the applicant's clearance, and can be suspended or revoked if the holder commits certain types of offence. Police records – along with a variety of other information sources such as professional disciplinary proceedings, apprehended violence orders and child protection records – are reviewed during the application process. The bodies that administer Working with Children Checks receive information from police regarding Working with Children Check holders who have been proceeded against for any relevant offence. In this sense, the schemes in Victoria, Queensland, the Northern Territory and Western Australia at the time of this study provided an active monitoring system. The Working with Children Check scheme in New South Wales at the time of this study was designed differently to the schemes in the other states and territories, and is discussed separately.

The researchers sought data from bodies administering Working with Children Checks and/or the state ombudsman (where relevant) regarding registered persons for whom there was a complaint and/or clearance revoked, plus data regarding the broader population of persons who had cleared a Working with Children Check.

An ideal dataset would include:

- all applicants that were issued an authority to work with children under the relevant legislation
- the data would be extractable as unit record data, and for each application data would be recorded in fixed-response fields describing:
 - the date issued
 - the date of expiration
 - demographic data relating to the applicant
 - the category of child-related employment the applicant was undertaking
 - whether the applicant had their check cancelled, suspended, conditions imposed or other
 - the date of the suspension, cancellation or conditions
 - the nature of the incident. See Appendix 1.4: Working with Children Check ideal extraction parameters.

Consultations regarding Working with Children Check data holdings and their relevance to estimates of child sexual abuse in institutional contexts occurred as a two-step process. Step one was to determine whether jurisdictions had specific bodies that administered the Working with Children Checks. Where the outcome of step one was negative, no further scoping was undertaken. Where the outcome of step one was affirmative, further scoping was undertaken to develop agency- and jurisdiction-specific extraction parameters incorporating as many of the ideal parameters as were recorded within the information

system. Table 4.4 summarises the suitability of Working with Children Check data from each state and territory, where it was available for this study.

For New South Wales, relevant data is held by the Office of the Children’s Guardian (responsible for administering the Working with Children Check process) and the New South Wales Ombudsman, who receives data on reportable conduct, including sexual offences or misconduct perpetrated against a child within a state government agency (such as the Department of Education, or the Department of Family and Community Services). The Office of the Children’s Guardian holds data about Working with Children Check applicants, but at the time of this study the New South Wales scheme only provided an organisation- and role-specific assessment, and the ultimate decision was left to the discretion of the employer. In providing an assessment rather than a clearance scheme, the Office of the Children’s Guardian was able to provide data on the number of persons who applied for a Working with Children Check, but not the number of persons whose applications were approved. In addition, as checks were organisation- and role-specific, rather than relating to a general and time-limited clearance ‘card’, there was no expiration date for the Working with Children Check, and an individual might have made multiple applications if they had worked in or volunteered for multiple organisations or were re-employed by a different organisation. Furthermore, as employers rather than the Office for the Child Guardian made the employment decision following the assessment, and as assessments were not time-limited, there was no available data regarding circumstances of the conduct leading to suspension or cancellation of a clearance. Following consultations the researchers determined to seek from the Office of the Children’s Guardian aggregate data on applicants assessed, the risk assessment for each applicant (‘no particular risk’, ‘some risk’ or ‘significant risk’) and the total number of applicants who presented with prohibited offences. It was determined that the New South Wales Ombudsman would be asked to provide details of reportable conduct matters, including the date of notification, the date of the alleged incident, demographic details of alleged victims, the agency involved, the employment status of each employee involved in the notification, the type of reportable conduct and the finding from the allegation.

Table 4.4: Nature of the Working with Children Check data

	ACT	NT	Qld	SA	Tas	Vic	WA
Data extractable as a unit record file	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes
Data available for the period 1 July 2008 to 30 June 2013	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes
Relationship of cardholder to victim	N.A.	Yes	No	N.A.	N.A.	No	No
Date issued	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes
Expiration date	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes
Category of child-related employment (swimming coach, teacher etc.)	N.A.	No	Yes	N.A.	N.A.	Yes	Yes
Applicant date of birth	N.A.	Yes	Yes	N.A.	N.A.	'Age of applicant at issue date'	Yes
Applicant gender	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes
Applicant Indigenous status	N.A.	No	No	N.A.	N.A.	No	No
Applicant postcode	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes
Person prevented from working with children (cancellation, suspension, conditions imposed, other)	N.A.	Yes: Ochre card revoked; Ochre card suspended and expired; current conditions imposed	Yes: Blue card cancellation; Blue card suspension	N.A.	N.A.	Yes: revoked or suspended status	Yes: Working with Children Check cancelled; Working with Children Check suspended
Date of suspension, cancellation or imposition of conditions	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes
Nature of incident(s) triggering cancellation, suspension or	N.A.	Yes	Yes	N.A.	N.A.	Yes	Yes

ACT

NT

Qld

SA

Tas

Vic

WA

**imposition of conditions (such as
child sexual abuse)**

Note: New South Wales has a different system, described in the text below.

Note: While population data was available on all clearances issued, the decision was taken within the Royal Commission not to extract this data from each state and territory, which prevented Working with Children Check data from being used to develop rate per 1,000 estimates for revocations and suspensions as a proportion of clearances issued. Annual report data was sourced to supplement the data extracted.

Safety in care data

In every state and territory, child protection services are responsible for children in out-of-home care. When children in care are abused or neglected, the agency has a specific responsibility to protect these children because the agency has been responsible for placing them, and for many children in care the agency (or minister) is the legal guardian. As such, it could be expected that each agency would collect comprehensive data relating to allegations of child sexual abuse for children in their care.

The researchers sought data from child protection services regarding allegations of sexual abuse of children in out-of-home care perpetrated by any person. There was a particular emphasis on extracting data concerning allegations where the person believed to be responsible was a carer or person in authority within the institution, or another child residing in the same household or residential care facility (that is, abuse in care allegations). In addition, the team sought data regarding the broader population of children in care.

An ideal dataset for estimating safety in care would include:

- all allegations of child sexual abuse for children in out-of-home care, extractable as a unit record data file with a unique identifier for each child
- data recorded in fixed-response fields describing the date of the incident, the date of the report and the relationship of the perpetrator to the victim
- demographic descriptors for the child and the perpetrator in each allegation. See Appendix 1.5: Child protection safety in care ideal extraction parameters.

Children in care may experience child sexual abuse perpetrated by foster, kinship or residential carers; members of their birth families (during contact visits, for example); by other adults (such as acquaintances, teachers, priests or strangers); or by other children, including children or young people placed within the same household or residential facility. These cases may be dealt with in partnership with police or through internal processes in the child protection services. As such, some of these cases are likely not to be included in police records. Child protection records are assessed as theoretically promising, particularly in relation to records for cases not automatically referred to police.

Consultations regarding child protection safety in care data holdings and their relevance to estimates of child sexual abuse in institutional settings occurred as a multi-step process. Step one was to determine if and how critical incidents were recorded where there were allegations that a child in care had experienced child sexual abuse. The second step involved determining whether these records were held in a manner that could feasibly be extracted in unit record form. If the outcome of step two was negative, no further scoping was undertaken. Where step two was affirmative, step three involved further scoping to develop agency- and jurisdiction-specific extraction parameters incorporating as many of the ideal parameters as were recorded within the information system. In some jurisdictions, data regarding safety in care allegations was recorded in multiple databases; where this was the case, step three involved scoping each database and determining which contained the most comprehensive categories of sexual abuse allegations concerning a child in care, to inform the Royal Commission terms of reference. Table 4.5 summarises the suitability of safety in care data from each state and territory for this study.

Table 4.5: Nature of the child protection safety in care data

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Relationship of perpetrator to victim (minimum set of draft fields including carer, or other child, or other outside of placement)	Yes: relationship of substantiated person believed to be responsible (foster parent, other child, other person with duty of care)	Yes: Department of Family and Community Services employee, authorised carer, or employee of government or non-government organisation	Yes: foster parent or sibling	No	Yes: carer; Families SA or alternative care worker or volunteer; young person in placement	Yes	Yes: carer, client, staff, other	Yes
Includes child-on-child abuse	Yes	Yes	No	No	Yes	No	Yes	No
Includes child sexual abuse perpetrated by 'others' (not staff or other clients)	Yes	Yes	No	No	Yes	No	Yes	No
Data extractable as a unit record file with unique child ID	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Data available for the period 1 July 2008 to 30 June 2013	Yes	Yes	Yes	Yes	1 July 2011 to 30 June 2013	Yes	Yes	Yes
Date of report	Yes	Yes	Yes	Yes	Yes	Date of care concern	Yes	Yes
Date of incident	No	No	No	Yes	No	No	Yes	Yes
Place where the alleged incident occurred	No	No	No	No	Postcode	No	Postcode of carer	No

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Age of alleged victim at time of alleged incident	Yes	Yes	Yes	No	No	No	Yes	Yes
Client date of birth	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
Client gender	Yes							
Client Indigenous status	Yes							
Client with disability	Yes	No						
Allegation type	Yes							
Outcome of report	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
Type of substantiated abuse	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes
Perpetrator date of birth	No	No	Yes	No	No	Yes	Yes	No
Perpetrator gender	No	No	Yes	No	No	Yes	Yes	No
Perpetrator Indigenous status	No	No	Yes	No	No	Yes	No	No

Note: Due to concerns about the quality of data extracted in relation to allegations of safety in care by New South Wales Department of Family and Community Services, the data request was supplemented with a case file read. The data file created based on this case file read and provided to the Royal Commission was used for data analysis. As such, there may be a difference between the data analysed and the data that was able to be feasibly extracted. Queensland data was deemed suitable to extract; however, Queensland did not provide an unlockable data file within the allocated time frame and therefore the data was not used for this report.

Education

The researchers sought data from state and territory education departments regarding allegations of sexual abuse and related misconduct by teachers and other persons in authority (including non-teaching staff in schools) against students; allegations of sexual abuse of students by other students where the school was acting *in loco parentis*; and broader data holdings regarding staff misconduct and critical incidents.

An ideal dataset would include:

- all allegations of sexual assault for victims enrolled at a state educational institution, where the incident involved an employee of the education department, or another student enrolled at the same state educational institution
- information extractable as unit record data
- allegations recorded in fixed-response fields describing the date of the incident, the date of the report, the incident location, the type of educational facility, the postcode of the educational institution, the number of incidents, the status of the person reporting the incident, the incident outcome, and demographic descriptors for both the victimised student and the perpetrator (both student and employee). See Appendix 1.6: Education ideal extraction parameters.

Consultations regarding education data holdings and their relevance to estimates of child sexual abuse in institutional contexts occurred as a multi-step process. Step one was to determine whether there was any data that could feasibly be extracted as a unit record file. If the step one outcome was negative, no further scoping was undertaken. Where step one was affirmative, step two involved further scoping to develop agency- and jurisdiction-specific extraction parameters incorporating as many of the ideal parameters as were recorded within the information system. Table 4.6 provides information about the education data from each jurisdiction. Education data was only extractable for five jurisdictions: the Australian Capital Territory, New South Wales, Queensland, South Australia and Victoria.

While extractable data contained much of the key information provided (the nature of the offence, and relationship of the perpetrator to the victim for example), for many of the datasets these were not recorded in separate fields. Instead of a single text-based field, data was provided as, for example, '[Teacher name] touched Year 7 student, [child name] on shoulder then slid hand down front of shirt when alone with student in classroom'. Due to the relatively small numbers involved, the data team was able, through hand coding, to convert these text lines into a quantitative dataset with the fields of interest. There was limited demographic data about victims and perpetrators, although researchers in most circumstances were able to determine the victim's gender, victim's age or year level, relationship of perpetrator to the child (teacher or volunteer, for example) and perpetrator's gender.

Data extraction requests specifically asked for data on incidents involving either school staff or volunteers and students, or student-to-student sexual assaults that occurred on school grounds. When reviewing the text descriptions of each incident, the team found that the dataset included cases where teachers were found with child pornography, and allegations that a teacher had sexually abused another minor outside of the teacher's professional role. In addition, there was a small number of allegations against current staff members relating

to historical incidents (including a decade prior) that did fit within the project definition of a 'recent allegation'.

All allegations coded as a 'past allegation' (where the alleged event took place outside the study period 2008–13) were excluded from the counts in this report. Allegations of staff members accessing child exploitation materials such as child pornography were excluded where it was clear that no students were present. The manual coding of the allegations required subjective decisions and the description of the event was often not fully clear. The exclusion rules were conservative and an allegation was not excluded unless it clearly met an exclusion criteria. Child pornography allegations were only excluded where it was clear that a student was not present at the event (for example, a teacher accessing child exploitation material online by themselves). Allegations of sexual misconduct outside of school roles were retained; it was assumed these were recorded in an educational allegation database for educational reasons, and where recorded they were included in counts in this report.

Table 4.6: Nature of education data

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Data extractable as a unit record file	Yes	Yes	No: not extractable – requires manual case file review	Yes	Yes	No: not extractable – requires manual case file review	Yes	Determined not suitable for extraction
Data available for the period 1 July 2008 to 30 June 2013	Yes	No	N.A.	Yes	Yes	N.A.	Yes	N.A.
Date of notification	Yes	Yes: year of allegation only	N.A.	Yes	Yes	N.A.	Yes	N.A.
Date of incident	Yes	No	N.A.	No	Yes	N.A.	No	N.A.
Type of educational institution	Yes	No	N.A.	No	Yes	N.A.	Yes: postcode	N.A.
Location of incident	Yes: postcode	No	N.A.	Yes	No	N.A.	No	N.A.
Type of behaviour or complaint	Yes	Yes	N.A.	Yes	Yes	N.A.	Yes	N.A.
Number of incidents	Yes	No	N.A.	No	No	N.A.	No	N.A.
Status of person reporting incident (teacher, student etc.)	Yes	No	N.A.	No	No	N.A.	No	N.A.
Outcome	Yes	Yes	N.A.	Yes (from 1 January 2013)	Yes	N.A.	Yes	N.A.
Victim date of birth	Yes	No	N.A.	Yes	Victim age	N.A.	No	N.A.
Victim gender	Yes	No	N.A.	Yes	Yes	N.A.	Yes	N.A.
Victim's school level at time of incident (Year 2, for example)	Yes	No	N.A.	No	No	N.A.	Yes	N.A.
Victim Indigenous status	Yes	No	N.A.	No	No	N.A.	No	N.A.
Victim disability status	No	No	N.A.	No	No	N.A.	No	N.A.

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Employee date of birth	Yes	No	N.A.	Age at incident	No	N.A.	No	N.A.
Employee gender	Yes	No	N.A.	Yes	No	N.A.	No	N.A.
Employee Indigenous status	Yes	No	N.A.	No	No	N.A.	No	N.A.
Employee job title/role	Yes	Yes	N.A.	No	Yes	N.A.	No	N.A.
Perpetrating student's gender	Yes	No	N.A.	No	Yes	N.A.	Yes	N.A.
Perpetrating student's date of birth or age at time of incident	Yes	No	N.A.	No	Yes	N.A.	No	N.A.
Perpetrating student's Indigenous status	Yes	No	N.A.	No	No	N.A.	No	N.A.
Perpetrating student's school level at time of incident	Yes	No	N.A.	No	No	N.A.	Yes	N.A.
Person in authority	No	No	N.A.	No	No	N.A.	No	N.A.
Organisation of interest	No	No	N.A.	No	Yes: postcode	N.A.	No	N.A.
Incident outcome	No	No	N.A.	No	Yes	N.A.	No	N.A.
Reason for not proceeding to prosecution	No	No	N.A.	No	No	N.A.	No	N.A.
Number of charges	No	No	N.A.	No	No	N.A.	No	N.A.
Prosecution outcome	No	No	N.A.	No	No	N.A.	No	N.A.
Sentence or order imposed	No	No	N.A.	No	No	N.A.	No	N.A.

Decision: Data recommended for extraction

At the completion of the consultations, a decision was made in consultation with representatives from the Royal Commission research team regarding the specific data sources for extraction. In consultation with data custodians, extraction notices were drafted detailing the specific fields of interest from each data source. In making this decision, the primary issue of interest was the suitability of the data fields available for extraction in informing the development of estimates about the extent of child sexual abuse within Australian institutional contexts. Where available, data was also extracted regarding the demographic characteristics of the alleged victim and perpetrator.

The four data sources agreed as warranting data extraction and analysis are summarised below in Table 4.7.

Table 4.7: Data extracted, by data type

Data source	Data extracted	N
Police	All states and territories	8
Working with Children Check administering bodies	Victorian Department of Justice, New South Wales Ombudsman, New South Wales Children's Commission, Queensland Children's Commission, Northern Territory Police, Western Australia Child Protection	6
Child protection intake data	South Australia, Tasmania	2
Child protection safety in care data	All states and territories except Queensland	7
Education departments	Australian Capital Territory, New South Wales, Queensland, South Australia, Victoria	5
Victim of Crime Services	Not recommended	0

Victims of Crime Services data was not recommended for extraction, for two main reasons. Firstly, the data only related to a very limited number of victims, so the data would relate to a small self-selected subset of sexually abused individuals who attended these services. Secondly, the way the data was recorded was limited, so that even records for people who did meet the parameters could not easily be identified and extracted.

Section 5

Data analysis

To explore the prevalence of child sexual abuse in institutional contexts in Australia, the research team analysed administrative data records held by all states and territories, examining, in particular:

- the extent of recent allegations of sexual assault against a person who was a minor at the time of the alleged offence, which occurred in an institutional context and was reported to the police
- the extent to which people have had a Working with Children Check denied or suspended for allegations of child sexual abuse
- the extent to which children who were the subject of alleged sexual abuse have had contact with the child protection system
- the extent to which children in out-of-home care have been the subject of alleged sexual abuse
- the extent to which students in government schools have been the subject of critical allegations of a sexual nature.

The researchers analysed administrative data held by police, to identify allegations of child sexual abuse involving minors in all states and territories. They extracted data relating to accusations of child sexual abuse against individuals who were minors⁷ at the time of the alleged offence, which was reported in the five-year period from 1 July 2008 to 30 June 2013.⁸ Events included in some of these accusations could have occurred before this period.

Police data was comprehensive, and while the units of record were individual accusations, for each accusation half of the jurisdictions provided unique perpetrator and victim identifiers.⁹ Furthermore, an accusation may have included multiple victims, multiple offenders, multiple offences and multiple locations. The accusation may also have pertained to events that occurred on a single occasion, or sexual abuse that occurred over a period of time. Start and end dates for each accusation were included in the record.

⁷ Police authorities record accusations using the Australian and New Zealand Standard Offence Classification (ANZSOC) scheme developed by the Australian Bureau of Statistics, or a scheme that can be mapped to ANZSOC codes. This enabled the research team to compare across the states and territories any allegations of sexual abuse against a minor.

⁸ The Queensland data involved abuse alleged to have occurred during the period 1 July 2008 to 30 June 2013, rather than all reported allegations during this period.

⁹ New South Wales, Queensland, South Australia and Victoria datasets contained unique perpetrator and victim identifiers.

For the purposes of analysing police data:

- an 'allegation' is an accusation of child sexual abuse pertaining to a single victim; where an incident involved multiple victims, each victim was counted as a separate allegation
- an 'accusation' of child sexual abuse may pertain to an event that occurred on a single day or multiple events over a period of time. Start and end dates were recorded, and this study uses the recorded date on which the abuse began
- an accusation of child sexual abuse may also have been recorded as multiple offences. For this study, multiple offences that began on the same date are counted as a single 'allegation'.

To illustrate, a 14-year-old made an accusation that she and another student were sexually abused by a teacher over a 12-month period when the two students were aged 10, escalating over time from inappropriate touching to penetrative sexual abuse. This was recorded as multiple offences, with the start date recorded as the date of the initial sexually abusive contact (the first event). Under the definition applied in this study, this would comprise two allegations – one for each victim.

To measure the extent of recent allegations of child sexual abuse, the researchers included abuse alleged to have begun within five years of when the allegation was reported to the police (referred to as a 'recent allegation'). The research team excluded allegations reported more than five years after the abuse was alleged to have begun (referred to as 'past allegations') or if this length of time could not be determined. For example, if an allegation was reported to police on 1 March 2010, it would be included as long as the alleged child sexual abuse had begun in the period from 1 March 2005 to 1 March 2010 (a recent allegation) and excluded if it began before 1 March 2005 (a past allegation).

When possible, sexual offences involving the possession or distribution of child pornography were excluded from the analysis, as the study focused on estimating the number of victims rather than the number of perpetrators of child sex offences. These offences were identified for New South Wales, South Australia and Queensland.

Extracted police data included indicators of the location of an offence. There was no consistency in these indicators across the states and territories. New South Wales recorded the highest level of detail to describe the location of allegations. This included three categorical variables (with many categories) and a free-text variable to name the organisation of interest (0.5% of the offences recorded the name of an organisation). Australian Capital Territory data included one categorical variable and a free-text variable to name the organisation of interest. Queensland Police data recorded location using three categorical variables. Other states and territories included one categorical variable.

To identify allegations of incidents that potentially occurred at an institution, the researchers categorised the broad range of locations of alleged abuse recorded in police data into six groups: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not recorded. Available free-text variables were used to manually categorise a location as an institutional location if it was already classified otherwise (such as if the organisation was a school or

church).¹⁰ The reported categories included in the six location groups for each state and territory are presented in a separate appendix for each jurisdiction, and referenced in each data chapter.

Extracted police data included an indicator of the relationship of the alleged perpetrator to the victim.¹¹ There was no consistency in this indicator across the states and territories. To identify allegations that potentially involved a perpetrator from an institution, the researchers categorised the broad range of relationships of alleged perpetrators to victims into five relationship groups: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); stranger; and relationship not recorded. Relationships categorised as extrafamilial (other known) were assumed to include perpetrators known to victims through professional or institutional associations (such as teachers and Scout leaders). The reported categories included in the five relationship groups for each state and territory are presented in a separate appendix for each jurisdiction, and referenced in each data chapter.

Extracted police data from Victoria, New South Wales, Queensland and South Australia identified unique victims and offenders, to enable reporting on the number of victims and offenders and population rates, along with the number of allegations.

The researchers analysed administrative data held by the agencies that are responsible for administering Working with Children Checks in each state and territory.¹² Data was extracted for the number of denied applications and approved checks that were suspended for allegations of child sexual abuse between 1 July 2008 and 30 June 2013,¹³ but due to inconsistencies in both data holdings and WWCC schemes data are not consistent or comparable across states and territories.

The team analysed administrative data held by child protection services in South Australia and Tasmania regarding young people in the population who had contact with the child protection system for alleged sexual abuse, where the relationship of the alleged perpetrator to the victim was recorded (intake data). Data was extracted for the number children who had been the subject of a notification of sexual abuse at least once between 1 July 2008 and 30 June 2013. The unit of record was individual notifications of sexual abuse.

The researchers analysed administrative data held by child protection services in various states and territories for young people in out-of-home care who were the subject of alleged sexual abuse (referred to as a 'quality of care' allegation).¹⁴ Data was extracted for the number of children in out-of-home care who had been the subject of a notification of sexual abuse at least once between 1 July 2008 and 30 June 2013.¹⁵ The unit of record was individual quality of care allegations involving sexual abuse. Data was also extracted for the

¹⁰ This was to identify allegations that involved an institution but may have occurred away from the institution (such as in a park or domestic residence).

¹¹ No relationship indicator was included for Western Australia.

¹² Data was not extracted from South Australia, Tasmania and the Australian Capital Territory.

¹³ For some states and territories, the extracted data was from a shorter period due to the nature of the scheme (that is, it was implemented after July 2008).

¹⁴ Data was not extracted from Queensland.

¹⁵ For some states and territories, the extracted data was from a shorter period.

aggregate number of children admitted into out-of-home care each year, and the number of children in out-of-home care as at 30 June each year. In New South Wales, the researchers analysed a case file review for children in out-of-home care who had been assessed for an allegation of sexual abuse within the year from 1 July 2012 to 30 June 2013.

The researchers analysed aggregate data tables held by the Australian Institute of Health and Welfare. These tables included indicators used in the Report on Government Services regarding abuse of children in out-of-home care. These indicators were children in out-of-home care who were the subject of a child protection substantiation (substantiation being a finalised investigation where abuse or neglect – or risk of abuse or neglect – were confirmed) and the person believed responsible for the abuse or neglect was living in the household providing out-of-home care; and children in out-of-home care who were the subject of a substantiated notification. Indicators were not available for some states and territories, and/or some years.

The researchers analysed administrative data held by government education agencies to identify allegations of sexual misconduct by teachers or non-teaching staff members (employees) or other students against students in government educational institutions.¹⁶ These allegations excluded students enrolled in independent schools or the Catholic school system. Data was extracted for the number of allegations pertaining to people engaging in or at risk of engaging in alleged inappropriate sexual misconduct between 1 July 2008 and 30 June 2013. The unit of record was individual allegations of sexual misconduct. For most states and territories, details of allegations were stated in a free-text indicator (for example, action taken following allegation). These free-text summaries were manually coded into categories.

The research team used descriptive statistics to analyse the extracted data and provide an estimate of reported allegations of recent child sexual abuse in institutional contexts.

Limitations and terminology

This study uses administrative data to measure and report on the prevalence of child sexual abuse in institutional contexts. This approach has inherent limitations.

Firstly, administrative data is an imprecise measure of the prevalence of child sexual abuse across the community and for individual children.

For example, the researchers utilised reports of child sexual abuse made to police to identify young people likely to have experienced sexual abuse in their childhood. In reality, not all abuse is reported and not all reported abuse is investigated or proven. So, some children who had reported to police may not have experienced child sexual abuse, and some who had not reported child sexual abuse had been sexually abused. Similar limitations exist for data from Working with Children Checks administering bodies, child protection services and education departments.

¹⁶ Data was not extracted from Western Australia, the Northern Territory and Tasmania.

The ability to explore estimates of child sexual abuse in institutional contexts was also limited by the items that can be readily extracted from the administrative data. Abuse in an institutional context in police data was defined by the location of allegations and the relationship of the perpetrator to the victim, as presented in the extracted data. These indicators may not provide the information required to determine that the abuse occurred in an institutional context. For example, sexual abuse by a person in authority at an institution may have occurred outside the institution, at the perpetrator's home. This allegation is likely to report the location as a 'house' and the relationship as an 'acquaintance' in the extracted data, and thus would not be identified as child sexual abuse occurring in an institutional context.

The ability to explore estimates of child sexual abuse in institutional contexts was also limited by missing data. Some categories had large amounts of missing data (for example, in New South Wales the perpetrator's relationship to the victim was not indicated for 27% of recent allegations), which limited the capacity to explore prevalence estimates. While it was out of the scope of this project, a small case file review that included free-text narrative might have been a useful supplement to the available administrative data.

There are inconsistencies in the extracted data across the states and territories, particularly regarding how the location and the relationship of the perpetrator to victim were recorded in police data (that is, the categories available in the extracted data). Therefore, estimates of abuse in institutional contexts may not be comparable across the states and territories.

This report sometimes frames the discussion in terms of 'allegations' or 'children the subject of an allegation', without repeating all the caveats, data definitions, inclusions, exclusions, limitations and uncertainties. This was an intentional decision, to aid readability and accessibility; however, it is important for the reader to keep in mind these caveats and the limitations of the data used.

The rest of this section presents the results of the data analysis. Section 14 presents the global conclusions for the study, taking into account all data available across jurisdictions. Sections 6 to 13 provide the findings separately for each jurisdiction. As outlined above, there were differences in the data that could be extracted from each state and territory, and some jurisdictions had data that provided more specific indicators for child sexual abuse in institutional locations. To help interpret data across states and territories, the same analyses were undertaken for each jurisdiction (where data permitted) and the outcomes were presented in a uniform order. To further support comparability across jurisdictions, to the extent possible each jurisdictional chapter uses the same format, structure and wording. Key messages are provided in the introduction to each state and territory data chapter, drawing on the best available data for that jurisdiction. Consistent with academic convention, data is presented – without discussion or interpretation – in sections 6 to 13. The discussion and interpretation are presented in Section 14, in the form of global conclusions that take into account all data available across jurisdictions.

Section 6

Findings from data – Australian Capital Territory

Key messages

Police data

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. A 'recent allegation' was defined as involving an offence that took place no more than five years before being reported, where the offence was reported between 1 July 2008 and 30 June 2013.

In the Australian Capital Territory between 1 July 2008 and 30 June 2013, there were 913 allegations of sexual assault against a person who was a minor at the time of the alleged offence. Of the total allegations made in the 2008–13 period (913 allegations), 8.3% involved victims who were an adult (aged 18–53; mean of 30 years) at the time the accusations were reported to police.

Of the 913 reported allegations in the study period, 829 (91%) were recent allegations; that is, the offence took place no more than five years before the report. This is an average of 166 allegations per year.

The relationships of the alleged perpetrators to victims for recent allegations were:

- extrafamilial (other known): 43%
- intrafamilial: 40%
- extrafamilial (stranger): 9%
- relationship not recorded: 8%
- (ex)intimate partner: 3.0%.

The locations of the recent allegations were:

- domestic/private space: 65%
- public space: 11%
- not recorded: 10%
- institutional: 9.4%
- commercial space – open to clients: 5.4%.

The 'indicator institutional location' is a conservative indicator of reported abuse. It excludes some key locations of interest (such as out-of-home care, youth detention, and sport and recreational facilities) and abuse perpetrated by a person known to the victim through an institution but which occurs in other locations. It may include some cases that are not child sexual abuse in an institutional context (such as sexual assault committed by a stranger on school grounds after hours).

The indicator that combines extrafamilial (other known) perpetrators and institutional location is the most specific, because it is unlikely to comprise non-institutional child sexual abuse. However, it is also the most conservative and excludes multiple categories of child sexual abuse in institutional contexts (such as out-of-home care, youth detention, sporting and recreational facilities, and abuse by a person in authority in a private home).

Institutional location

During the five-year period, the data showed that 9.4% of all recent allegations involved abuse that occurred in an institutional location. The vast majority of allegations of child sexual abuse in an institutional location involved an extrafamilial (other known) perpetrator (63%), followed by extrafamilial (not known) (5%), extrafamilial (ex)boy/girlfriend (1%) and intrafamilial (22%).

Institutional location AND extrafamilial (other known) perpetrator

During the five-year period, the data showed that 5.9% of all allegations related to abuse that occurred in an institutional setting where the relationship of the perpetrator to the victim was extrafamilial (other known).

Victim gender

There was a consistent trend in relation to victim gender: substantially more females than males were reported as experiencing child sexual abuse in any location and perpetrated by anybody (approximately 80% and 20% respectively). However, the proportion of children varied across the indicators for males and females.

For allegations involving boys, the proportion in each of the following indicators was:

- extrafamilial (other known): 34% (vs. all other relationships)
- institutional location: 16% (vs.. all other locations)
- extrafamilial (other known) AND institutional location: 9.9% (vs. all other locations and all other relationships in and institutional location).

For allegations involving girls, the proportion in each of the following indicators was:

- extrafamilial (other known): 45% (vs. all other relationships)
- institutional location: 8% (vs.. all other locations)
- extrafamilial (other known) AND institutional location: 4.8% (vs. all other locations and all other relationships in and institutional location).

Age of victim

The age profile for victims followed the same pattern for each of the indicators: (i) extrafamilial (other known), (ii) institutional location and (iii) institutional location AND extrafamilial (other known) perpetrator; the majority were aged 10–14 (55%), followed by aged 15–17, 5–9 and 2–4. However, the proportion that fell into the 10–14 age group was higher the more specific the indicator was for child sexual abuse in an institutional context: extrafamilial (other known) (44%); institutional location (46%); and extrafamilial (other known) AND institutional location (55%).

Characteristics of allegation

Cases involving child sexual abuse in an institutional location where the relationship of the perpetrator to the victim was extrafamilial (other known) were more likely to be reported to the police within six months of the alleged offence compared to all recent allegations (92% within six months, to 76%).

Working with Children Checks

There is no centrally administered Working with Children Check scheme in the Australian Capital Territory.

Safety in care

For the period 2008–13, a total of **447** quality of care allegations were reported to child protection services, pertaining to an allegation of sexual abuse by a carer against a child in out-of-home care (an average of 89 allegations per year).¹⁷ This is a rate of 161 per 1,000 children in out-of-home care as at 30 June 2013 (209 children). The alleged victims were mostly female (62%), mostly adolescents (62% were aged 10–17), 22% involved Aboriginal or Torres Strait Islander children, and 6% reported that the child had a disability. A third of the quality of care allegations (30%) were investigated, and in 11% the abuse was substantiated. A family member was the most common person believed to be responsible for the substantiated abuse (34%), followed by situations where the relationship of the perpetrator to the victim relationship was extrafamilial (other known) (31.9%).

Child sexual abuse in state education

In 2008–13, there were seven reported allegations of sexual misconduct by an employee and two allegations of sexual misconduct by other students. The allegations of misconduct by an employee (six by a teacher) occurred in secondary schools, and the allegations against another student occurred in a primary school. No additional information on these allegations is reported, due to the small number of allegations.

The data

Australian Capital Territory data was extracted from:

- police, regarding reported child sexual abuse allegations for the period 1 July 2008 to 30 June 2013
- child protection services, regarding reported sexual abuse within out-of-home care for the same period
- education directorate, regarding critical allegations of a sexual nature for the same period.

¹⁷ Three more quality of care allegations of sexual abuse were reported, but the allegations occurred before June 2008 and were excluded.

Police, child protection and education data was extracted in unit record form, the unit of record being allegations rather than individuals. The extracted police data did not identify unique victims or unique offenders across all allegations, so it is not possible to report the findings by the number of victims and offenders.¹⁸ (See Section 4 for details on specific fields extracted from each database.) Note that throughout the report – where comparisons are being made between all recent allegations and an indicator – all recent allegations include those that occurred within the indicator.

Results

Results presented are from allegations reported in the period from 1 July 2008 to 30 June 2013. Results are summarised below and tables presenting greater detail are included in Appendix 6.1.

Police data

Total allegations

In the context of this report, the term ‘allegation’ refers to an accusation of child sexual abuse made to police about an individual victim. The substance of the accusation may pertain to an event that occurred on a single day or multiple events over a period of time. In total, between 1 July 2008 and 30 June 2013, there were **913** allegations of sexual assault against a person who was a minor at the time of the alleged offence (Table 6.1). The total number of allegations reported increased considerably (doubled) in 2011–12 and was slightly higher in 2012–13.

Table 6.1: Number of allegations of child sexual abuse reported to police, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations (n)	119	142	122	257	273	913

Source: Australian Capital Territory police data

Allegations of child sexual abuse reported to police include allegations pertaining to adult survivors who were abused during their childhood. Some of the allegations of child sexual abuse reported to police in the Australian Capital Territory between 2008 and 2013 dated back to the 1960s (see Appendix 6.1, Table 6.1.1).¹⁹ Of the total allegations made during this period, 8.3% involved victims who were an adult (aged 18–53; mean of 30 years) at the time the accusations were reported to police.²⁰

The purpose of this study was to use existing administrative data to develop estimates of the extent of child sexual abuse occurring in institutions in the ‘present day’, using records of

¹⁸ The same victim or the same perpetrator may be reported in multiple allegations.

¹⁹ Allegations by a single reported year are not presented for the Australian Capital Territory due to small numbers in many data cells.

²⁰ Using the data extracted, it would be possible to conduct further analysis examining the time between the offence and its disclosure. While it is acknowledged that this would be relevant to the Royal Commission’s terms of reference, it was not relevant for this study.

recent allegations. As such, the analysis focuses on recent allegations of child sexual abuse rather than using data from all reported allegations in the study period. A 'recent allegation' was defined as an allegation where the offence took place no more than five years before the report, and the offence was reported between 1 July 2008 and 30 June 2013. Past allegations are allegations reported more than five years after the child sexual abuse began (that is, in 2007 or earlier).

Of the 913 reported allegations in the study period:

- 829 (91%) were recent allegations, where the offence took place no more than five years before the report
- 83 (9%) were past allegations, reported five or more years after the allegation was first made, and for this reason were excluded
- one allegation (n=1; 0.1%) was excluded because it was not possible to determine the period of time that elapsed between the alleged abuse beginning and the report to police, so it could not be categorised as a recent allegation.

Compared to past allegations (see Appendix 6.1, Table 6.1.2), victims involved in recent allegations were more likely to be older when the alleged child sexual abuse began (recent to past: 38% vs 17% were aged 10–14 when the alleged child sexual abuse began; 31% vs 8% were aged 15–17).²¹

Forty-five allegations (5.4%) were coded as a child pornography offence (Australian and New Zealand Standard Offence Classification (ANZSOC) code 0322).²² These allegations were included in the analysis because, due to the nature of police reporting systems, they could include offences involving the production of child pornography. In the Australian Capital Territory, child pornography offences that occur in an online environment or have a transnational element were extracted in a separate national dataset.²³ The police dataset used in the analysis recorded a specific victim for each child pornography offence.

All subsequent police data reported in this section relates to recent allegations; that is, past allegations were excluded from the analysis. From this point forward, when referring to police data, the terms 'allegation' and 'recent allegation' are used interchangeably.

Recent allegations

For the period 1 July 2008 to 30 June 2013, a total of **829** recent allegations of child sexual abuse were reported to police in the Australian Capital Territory (Table 6.2). The number of recent allegations reported per year increased considerably (doubled) in 2011–12 and was

²¹ This data is provided for descriptive purposes only. Understanding differences between groups was not the primary purpose of this study. Statistical significance tests were not provided, as they were thought to be misleading. The data is based on a population number rather than a sample; with a large sample size (almost 10,000 allegations), even a small difference will be statistically significant (that is, will have a p-value of less than or equal to 0.05). For example, a difference of only 1% (7.6% vs 6.6% for institution) has a p-value of 0.038 and is statistically significant.

²² A more comprehensive description of the offence type (other than ANZSOC) is not included in the extracted data.

²³ Results from this national dataset are not included in this study.

slightly higher in 2012–13. The increase in 2011–12 was more than three times greater for male victims than for females.

Of the 829 reported recent allegations during the period, 119 (14%) could be linked to details of the alleged perpetrator(s). Due to the very large amount of missing data, there was no analysis relating to perpetrators' characteristics. The following analysis was based on the aforementioned 829 recent allegations.

Table 6.2: Number of recent allegations of child sexual abuse reported to police, by year reported and victim gender, from 1 July 2008 to 30 June 2013

Recent allegations of child sexual abuse (n)	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Males	12	18	16	65	70	181
Females	92	103	92	176	185	648
All children	104	121	108	241	255	829

All children includes those whose gender was not recorded.

Source: Australian Capital Territory police data

Indicators for child sexual abuse occurring in an institutional context

Analysis of Australian Capital Territory police data produced indicators for:

- relationship of perpetrator to victim: extrafamilial (other known)
- location of abuse: institutional location
- location and relationship: institutional location AND extrafamilial (other known).

Relationship of perpetrator to victim

To identify allegations that potentially involved an offender from an institution, the broad range of relationships of victims to alleged offenders recorded in police data were categorised into five relationship groups²⁴: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); unknown perpetrator; and relationship not recorded.

Relationships categorised as extrafamilial (other known) included perpetrators known to victims through professional or institutional associations (such as teachers and Scout leaders) but could also include a neighbour or friend of the family. It is acknowledged that child sexual abuse perpetrated by a person within the family (with whom the victim had an intimate relationship) and child sexual abuse perpetrated by a stranger could both have occurred in an institutional context, but it was thought that this would be a minority pattern for abuse perpetrated by these offender groups. Note that in 8% of cases the relationship between victim and perpetrator was not recorded (the data was missing) and therefore could not be categorised. Using the categories available in Australian Capital Territory police

²⁴ See Table 6.1.3 in Appendix 6.1 for categories of reported victim-to-offender relationships.

data, it was not possible to develop a category for the relationship of perpetrator to victim that was more specific to abuse occurring in an institutional context. In summary, the best available indicator of abuse in an institutional location – based on the relationship of perpetrator to victim fields in Australian Capital Territory police data – was extrafamilial (other known). However, this indicator would represent an inflated estimate of reported child sexual abuse in institutional contexts, so it is not recommended for use. Analyses performed using this indicator are outlined below, allowing the researchers to examine trends within and across jurisdictions only.

The numbers for relationship of perpetrator to victim in recent allegations are shown in Figure 6.1.²⁵

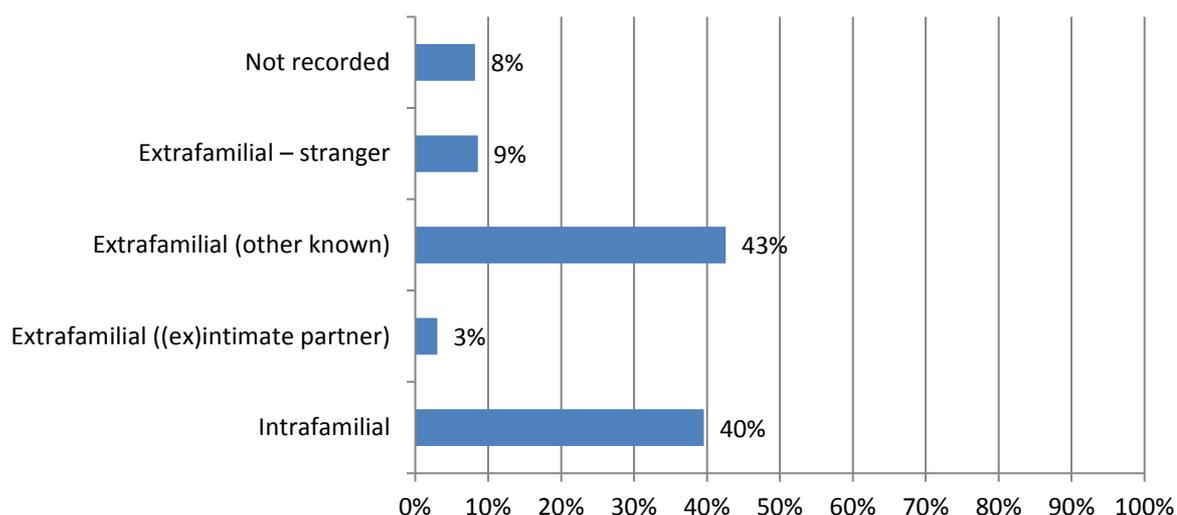


Figure 6.1. Relationship of perpetrator to victim for recent allegations of child sexual abuse, reported to police from 1 July 2008 to 30 June 2013

For the period 1 July 2008 to 30 June 2013, there were **353** allegations of child sexual abuse in which the victim’s relationship to the perpetrator was extrafamilial (other known) (43%) (see Appendix 6.1, Table 6.1.2). This is an average of 71 allegations per year. The number of allegations in which the victim’s relationship to the perpetrator was extrafamilial (other known) increased in 2011–12 and 2012–13, matching the trend for all recent allegations. Most of the allegations categorised as extrafamilial (other known) reported the relationship as known non-family – other (7%) and known non-family – not ex-partner (93%) (see Appendix 6.1, Table 6.1.5).

Extrafamilial (other known) perpetrator and victim gender

Substantially more females than males were reported as experiencing child sexual abuse allegedly committed by an extrafamilial (other known) perpetrator (n=292 vs n=61; 83% vs

²⁵ An allegation could have reported multiple relationships between a victim and a perpetrator(s).

17%). The proportion of victims abused by an extrafamilial (other known) person compared to other categories of perpetrators was also higher for females than for males (45% vs 34%).

Although there was a per-year increase in the number of allegations with a relationship of perpetrator to victim of extrafamilial (other known), these percentages tended to drop per year for both males and females. This suggests that the increase in allegations per year involving an extrafamilial (other known) relationship was relatively lower than the increase in total recent allegations.

Extrafamilial (other known) perpetrator and victim age

The greatest proportion of allegations where the relationship of perpetrator to victim was extrafamilial (other known) involved victims aged 10–14 (44%), followed by 15–17 (36%) and 5–9 (10%).

Extrafamilial (other known) perpetrator and location of alleged abuse

The majority of allegations that fell into this group occurred in a domestic/private space (60%). A further 12% occurred in a public space and 6% occurred in a commercial space – open to clients (such as a retail store).²⁶ Fourteen per cent of recent allegations in which the relationship of perpetrator to victim was extrafamilial (other known) involved an institutional location.

Extrafamilial (other known) perpetrator and characteristics of allegation

Compared to all recent allegations, those involving an extrafamilial (other known) perpetrator-to-victim relationship (see Appendix 6.1, Table 6.1.6):

- were less likely to be reported to police within six months (52% within six months, vs 92% for all recent allegations)
- had a similar type of offence profile
- were more likely to involve an institutional location (14% vs 9%).

²⁶ Note: It is not known whether child sexual abuse that occurred in a commercial space open to clients (such as a retail store) occurred in staff-only areas, or out of hours.

Location of abuse – institutional location

To identify allegations of incidents that potentially occurred at an institution, the researchers categorised the broad range of locations of alleged abuse recorded in police data into six groups: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional setting; and not recorded.²⁷ Australian Capital Territory police data included one categorical variable to describe the location of the abuse, and a free-text variable to name the organisation of interest (6% of recorded offences included an organisation name). Most named organisations were state government departments with a focus on community services (for example, the Office for Youth and Family Support). The free-text organisation of interest was used to manually categorise a location as an institutional location if it was classified otherwise.

Where a location was categorised as an institutional location (such as a school or church), that would provide a relatively reliable indicator that the cases included in that category were ‘institutional abuse’. The category includes key institutional locations in which children have been reported as having experienced child sexual abuse, such as churches – including all religious locations; hospitals – covering all healthcare locations except chemists and surgeries; and schools – including all educational premises and surrounds. However, the category may exclude many institutional contexts, such as abuse perpetrated by a coach at a public swimming pool. Furthermore, abuse perpetrated by a person known to the victim through an institution (such as a teacher or scout leader) but which occurred in a location other than the institution (such as a private or public space) would be excluded.

Over the five-year period, 65% of allegations reported to police were categorised as occurring in a domestic/private space (see Figure 6.2).^{28,29}

²⁷ See Table 6.1.7 in Appendix 6.1 for categories of reported locations of alleged child sexual abuse.

²⁸ An allegation could have been reported in multiple locations.

²⁹ Allegations located at a non-institutional location could have involved an institution, but this information was not available in the data (for example, alleged abuse occurring at a public recreational facility or camp that the victim attended as a member of an institution). Allegations of offences occurring at an institutional location could be underestimated.

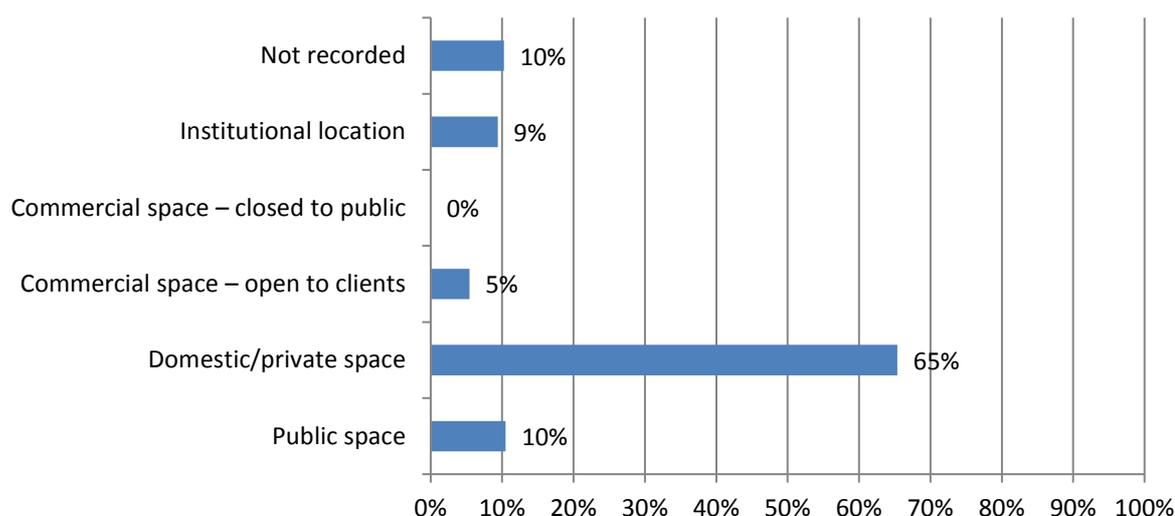


Figure 6.2. Percentage of recent allegations of child sexual abuse reported to police, by location of incident, from 1 July 2008 to 30 June 2013

For the period 1 July 2008 to 30 June 2013, there were **78** recent allegations of child sexual abuse categorised as occurring in an institutional location (see Table 6.3). This is an average of 16 allegations per year. The number of allegations per year in an institutional location increased in 2008–12 and decreased in 2012–13. The majority of the offences that occurred at an institutional location happened in a school (68%) or when government community services were providing support at a residential household (24%) (see Appendix 6.1, Table 6.1.8). During the five-year period, the data showed that 9.4% of all recent allegations were reported as occurring in an institutional location.

Table 6.3: Number of recent allegations of child sexual abuse at an institutional location, reported to police, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Recent allegations of child sexual abuse in an institutional location (n)						
Males	1	3	4	10	10	28
Females	5	10	9	18	8	50
All children	6	13	13	28	18	78
Percentage of all recent allegations (%)						
Males	8.3	16.7	25.0	15.4	14.3	15.5
Females	5.4	9.7	9.8	10.2	4.3	7.7
All children	5.8	10.7	12.0	11.6	7.1	9.4

All children includes those whose gender was not recorded.

Source: Australian Capital Territory police data

Child sexual abuse in an institutional location and gender of victim in allegation

Substantially more females than males were reported as experiencing child sexual abuse in an institutional location (n=50 vs n=28; 64% vs 36%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys than for

girls (15% vs 8%). Furthermore, the proportion of all recent allegations of offences that involved an institutional location increased for all children in 2008–11 but there was a reduction in 2011–12 for males and in 2012–13 for females.

Child sexual abuse in an institutional location and age of victim in allegation

The greatest proportion of victims alleged to have been abused in an institutional location were aged 10–14 (46%) followed by 15–17 (22%) and 5–9 (21%). Victims alleged to have been abused in an institutional location were more likely to be aged 10–14 compared to all other allegations (46% vs 38%).

Table 6.4: Characteristics of recent allegations of child sexual abuse at an institutional location, reported to police from 1 July 2008 to 30 June 2013

	Recent allegations at an institutional location		All recent allegations	
	n	%	n	%
Gender				
Male	28	35.9	181	21.8
Female	50	64.1	648	78.2
Not recorded	0	0.0	0	0.0
Age at start of allegation				
Under 2	0	0.0	20	2.4
2–4	9	11.5	82	9.9
5–9	16	20.5	156	18.8
10–14	36	46.2	313	37.8
15–17	17	21.8	253	30.5
Not recorded	0	0.0	5	0.6
Cultural background				
Indigenous	3	3.8	25	3.0
Non-Indigenous	75	96.2	804	97.0
Not recorded	0	0.0	0	0.0

Source: Australian Capital Territory police data

Child sexual abuse in an institutional location and characteristics of allegation

The vast majority of offences of child sexual abuse in an institutional location were committed by an extrafamilial (other known) perpetrator (63%), followed by intrafamilial (22%), relationship not recorded (9%), extrafamilial – not related or associated (5%) and extrafamilial ((ex)intimate partner) (1%).

Compared to all recent allegations of abuse, those that involved an institutional location (see Appendix 6.1, Table 6.1.9) were:

- less likely to report to the police sooner (82% within six months, compared to 92% for all recent allegations)
- more likely to include a non-aggravated sexual assault offence (49% vs 39%) or child pornography offences (18% vs 5%)
- less likely to include an aggravated sexual assault offence (37% vs 57%)
- more likely to have an extrafamilial (other known) relationship of perpetrator to victim (63% vs 43%).

Relationship of perpetrator to victim and location of abuse indicators

Between 1 July 2008 and 30 June 2013, 49 recent allegations (5.9% of all recent allegations) related to abuse that occurred in an institutional location and where the relationship of the victim to perpetrator was extrafamilial (other known).^{30,31} This is an average of 9.8 allegations per year.

Institutional location AND extrafamilial (other known) indicator: Gender of victim

Substantially more females (n=31) than males (n=18) were reported as experiencing child sexual abuse that occurred in an institutional location and was committed by an extrafamilial (other known) perpetrator (63% vs 37%). However, the proportion of males abused in an institutional location compared to other locations was higher (10%) than for females (5%).

Institutional location AND extrafamilial (other known) indicator: Age of victim

The majority of allegations where victims had been abused in an institutional location by a perpetrator who was extrafamilial (other known) involved victims aged 10–14 (55%), followed by those aged 15–17 (22%), 5–9 (14%) and 2–4 (8%). Compared to all allegations, those involving an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known) were more likely to include a victim aged 10–14 when the allegation started (55% vs 38%).

Institutional location AND extrafamilial (other known) indicator: Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known) (see Appendix 6.1, Table 6.1.10) were:

- less likely to report to the police sooner (76% within six months compared to 92% for all recent allegations)
- more likely to involve a non-aggravated sexual assault (51% vs 39%) or a child pornography offence (27% vs 5%)
- less likely to involve an aggravated sexual assault (27% vs 57%).

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, intrafamilial and extrafamilial. Police data is useful for developing population estimates, but as noted above, due to limitations in the way this data is recorded, the estimates lack specificity in understanding the extent of child sexual abuse occurring in institutional contexts. The following section

³⁰ Caution should be used when interpreting results in this section due to a small total number of allegations in the group.

³¹ Single-year data is not presented due to small cell size (less than 10).

explores indicators of child sexual abuse using data from specific contexts and reflecting different subpopulations of children, including data relating to:

- people working with children
- children in out-of-home care
- children in state education (primary and secondary schools).

The population of persons working with children

The Australian Capital Territory introduced the Working with Vulnerable People Background Check in November 2012. This check requires individuals to apply for and be granted an authority to work with children (a Working with Children Check) before beginning a paid or volunteer role in regulated activities or services involving children. Once approved, the check is valid for three years, but it may be suspended or revoked if, during its usual monitoring, the body administering the Working with Children Check is notified of an allegation of misconduct, police charges and so on.

Before this scheme was introduced, there was no formal administering body to undertake a time-limited clearance of people working in child-related settings. As such, there is no available information pertaining to people who are the subject of a Working with Children Check during the study period.

Total allegations of child sexual abuse reported in out-of-home care

Two sources of data were available pertaining to safety in care:

- the Report on Government Services, which covered the indicator ‘children in care to experience substantiation where the person responsible was believed to be living in the household’. However, this report does not provide a breakdown by maltreatment type
- child protection services data, which includes data on alleged sexual abuse against children in out-of-home care (from quality of care allegations).

Report on Government Services

Results from the *Report on Government Services 2013* indicate a year-on-year decrease in 2010–11 in the number of children in out-of-home care who experience substantiated abuse (all types of abuse, not just sexual) when the person responsible is believed to be living in the household (see Appendix 6.1, Table 6.1.11). The number of children experiencing abuse in this context has remained low: numbers totalled 15, nine and eight children in 2009–10, 2010–11 and 2011–12 respectively. This represents about 1.0% of all children in out-of-home care in 2011–12 (down from a high of 2.0% in 2009–10).

Results from the *Report on Government Services 2013* indicate that in 2011–12, 2.0% of children in out-of-home care were the subject of a substantiated notification to child protection services.³²

³² *Report on Government Services 2013* (Table 15A27). Only results from 2011–12 are available.

Quality of care allegations

Child protection services collect and maintain records of allegations of abuse and neglect (including sexual abuse) against children in out-of-home care, referred to as 'quality of care' allegations.

Table 6.5 shows the total number of children admitted into care during the 12-month reporting period, and in care on 30 June each year.

Table 6.5: Number of children admitted into out-of-home care and children in out-of-home care as at 30 June, year by year (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13
Children admitted into out-of-home care (n)	348	259	243	266	197
Children in out-of-home care as at 30 June (n)	492	547	549	592	583

Source: Australian Capital Territory child protection data

For the period 2008–13, child protection services recorded a total of **447** quality of care allegations (involving **209** children) related to sexual abuse against children in out-of-home care; an average of 89 allegations per year. This is an average rate of 161 per 1,000 children in out-of-home care as at 30 June 2013.³³

Of these 447 quality of care allegations:

- two-thirds included female victims (62%)
- 13% included children aged under five when the allegation was reported; a quarter (26%) involved children aged 5–9; 35% involved children aged 10–14; and 27% involved children aged 15–17
- 22% involved Aboriginal or Torres Strait Islander children
- 6% reported the child as having a disability (an intellectual disability was the most common type of disability reported, at 69%).

Of these quality of care allegations:

- almost a third were investigated (30%)
- the abuse was substantiated in 11%
- a family member was the most common person believed responsible for the substantiated abuse (34%); a third involved an extrafamilial relationship (excluding a foster carer or facility-based carer); and in 10% of cases a carer was believed responsible (Table 6.6).

³³ Average rate per year across the five-year period.

Table 6.6: Person believed responsible in substantiated quality of care allegation regarding sexual abuse of children in out-of-home care (2008–13)

	Number of allegations (n)	%
Family member (parent, sibling or other relative)	16	34.0
Foster parent	5	10.6
Facility-based carer	4	0.9
Extrafamilial (other known to child) (friend, neighbour, other child, other)	15	31.9
Not recorded	7	14.9
Total – substantiated allegations	47	

Source: Australian Capital Territory child protection data

Total allegations of child sexual abuse in government schools

The Australian Capital Territory Education and Training Directorate collects data on allegations of inappropriate sexual misconduct engaged in or at risk of being engaged in by a teacher or non-teaching staff member (an employee) or by another student against a student in Australian Capital Territory government educational institutions.

In 2008–13, a total of **seven** allegations of sexual misconduct by an employee and a total of **two** allegations by a student were reported.³⁴ The allegations by an employee (six by a teacher) occurred in a secondary school and the allegations by a student occurred in a primary school. No additional information on these allegations was reported, due to the small number of allegations.

³⁴ Another allegation was reported but was excluded as the incident occurred before the study period (before 2008–09) and took place outside the Australian Capital Territory.

Section 7

Findings from data – New South Wales

Key messages

Police data

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. A 'recent allegation' was defined as involving an offence that took place no more than five years before being reported, where the offence was reported between 1 July 2008 and 30 June 2013.

In total in New South Wales, for the period 1 July 2008 to 30 June 2013, there were 36,751 allegations of sexual assault against a person who was a minor at the time of the alleged offence. Of the total allegations made during this period, 15% involved victims who were an adult (aged 18–82; mean age of 32) at the time the accusations were reported to police.

Of the 36,751 reported allegations in the study period, 29,972 were recent allegations – that is, the offence took place no more than five years before the report – pertaining to **23,598** unique child victims (see Table 7.1). This is an average of 5,994 allegations per year, with an average rate of 50.4 per 10,000 female children and 13.0 per 10,000 male children.

The relationship of perpetrator to victims for recent allegations were:

- extrafamilial (other known): 35%
- stranger: 7%
- intrafamilial: 25%
- relationship not recorded: 27%
- (ex)intimate partner: 6%.

The locations of the recent allegations were:

- domestic/private space for 68%
- public space: 12%
- institutional location: 5.0%
- commercial space – open to clients: 3.0%
- commercial space – closed to public: 0%
- not recorded: 11%.

The institutional location indicator is a conservative indicator for reported abuse, as it excludes some key locations of interest (such as out-of-home care, and sporting and recreational groups) as well as abuse perpetrated by a person known through an institution but which occurs in other locations. It may also include some cases that do not involve child sexual abuse in an institutional context (such as sexual assault committed by a stranger on school grounds after hours).

The indicator that combines extrafamilial (other known) perpetrators and institutional location is the most specific, in that it is unlikely to capture non-institutional child sexual

abuse. However, it is also the most conservative and excludes multiple categories of child sexual abuse in institutional contexts (such as out-of-home care, sporting and recreational facilities, and abuse by a person in authority that takes place in a private home).

The indicator 'institutional location AND extrafamilial (other known) PLUS person in authority' was considered to be a conservative and specific indicator of child sexual abuse in an institutional context – and the best indicator nationally. It supplemented the very conservative indicator with data on child sexual abuse perpetrated by a person in authority (such as a teacher or carer) and which occurred in non-institutional locations (such as a private home). It was calculable only in New South Wales, which included the field 'person in authority' as a subcategory in the relationship of perpetrator to victim data.

Person in authority

For the period 1 July 2008 to 30 June 2013, there were 326 allegations (with 303 unique child victims) in which the victim's relationship to the perpetrator was person in authority. The majority of these allegations occurred in a domestic/private space (44%) and therefore would not have been captured within the institutional location indicators. A further 34% occurred at an institutional location, 11% at a commercial space and 8% in a public space.

Institutional location

During the five-year period, the data showed that 5.5% of all recent allegations and 6.4% of all child victims were linked to abuse in an institutional location. The vast majority of allegations of child sexual abuse in an institutional location involved an extrafamilial (other known) perpetrator (60%), followed by extrafamilial (stranger) (5%), not recorded (30%), (ex)boy/girlfriend (3.0%) and intrafamilial (2.0%).

Institutional location AND extrafamilial (other known) perpetrator

During the five-year period, the data showed that 3.3% of all allegations and 4.0% of all child victims were linked to allegations that involved an institutional setting where the relationship of the victim to perpetrator was extrafamilial (other known).

Institutional location AND extrafamilial (other known) perpetrator PLUS person in authority

During the five-year period, an estimated 4.0% of all allegations and 4.8% of child victims were categorised as involving abuse in an institutional location AND the perpetrator was extrafamilial (other known) PLUS the perpetrator was a person in authority. This compared to a rate of 3.3% of all allegations for the very conservative indicator and 5.5% of all allegations for the conservative indicator.

Victim gender

There was a consistent trend in relation to victim gender: substantially more females than males were reported as experiencing child sexual abuse in any location perpetrated by anybody (approximately 80% compared to 20% for males). However, the proportion of children changed as the indicator for child sexual abuse in an institutional context became more specific.

For allegations involving boys, the proportion in each of the following indicators was:

- extrafamilial (other known): 35.1% (vs. all other relationships)
- institutional location: 7.5% (vs.. all other locations)
- extrafamilial (other known) AND institutional location: 4.7% (vs. all other locations and all other relationships in and institutional location).

For allegations involving girls, the proportion in each of the following indicators was:

- extrafamilial (other known): 35.3% (vs. all other relationships)
- institutional location: 4.9% (vs.. all other locations)
- extrafamilial (other known) AND institutional location: 2.9% (vs. all other locations and all other relationships in and institutional location).

Age of victim

The age profile for victims followed the same pattern for each of the indicators:

(i) extrafamilial (other known), (ii) institutional location and (iii) extrafamilial (other known) AND institutional location, the majority being aged 10–14, followed 15–17 and 5–9.

However, the proportion that fell into the 10–14 age group was higher the more specific the indicator was for child sexual abuse in an institutional context: extrafamilial (other known) (47%), institutional location (54%), and extrafamilial (other known) AND institutional location (55%).

Characteristics of perpetrator

Perpetrators were mostly male (approximately 95%), regardless of the relationship of perpetrator to victim or the location of the offence.

The proportion of young perpetrators (those aged under 18) was quite substantial and increased as the indicator for child sexual abuse in an institutional context became more specific: extrafamilial (other known) (44%), institutional location (75%), and extrafamilial (other known) AND institutional location (66%).

Characteristics of allegation

Compared to all recent allegations, those relating to child sexual abuse in an institutional setting where the relationship of the victim to the perpetrator was extrafamilial (other known) were more likely to be reported to the police within six months of the alleged offence (91% within six months compared to 88% for all recent allegations).

Working with Children Checks

New South Wales data for Working with Children Checks did not include indicators of child sexual abuse, so it does not provide useful estimates for this study.

Safety in care

For the period 2012–13, child protection services received a total of 481 quality of care allegations pertaining to an allegation of sexual abuse by a carer against a child in out-of-home care. This is a rate of 33.59 per 1,000 children in out-of-home care as at 30 June 2013 (403 children). The alleged victims were mostly female (61.3%) and mostly adolescent

(73.2% were aged 15–17), and 44.5% of reports involved Aboriginal or Torres Strait Islander children. Of the 481 quality of care allegations, the most commonly reported issues included risk of sexual harm or injury (40.3%) and sexual indecent acts or molestation (41.4%). The most commonly reported perpetrator was another child or young person (30.4%).

Child sexual abuse in state education

In 2008–13, a total of 594 allegations of sexual misconduct between students were reported, at an average of 119 allegations per year. Of the 594 allegations, most involved single student victims (53%), 59% involved female victims, and 33% of victims were in years 7–10 at school. In 46% of allegations, the misconduct involved a teacher as the offender.

The data

New South Wales administrative data was extracted from:

- police, regarding reported child sexual abuse allegations for the period 1 July 2008 to 30 June 2013
- the body administering Working with Children Check, regarding applications denied or suspended for the same period
- child protection services, regarding reported sexual abuse in out-of-home care for the same period
- the Department of Education, regarding critical allegations of a sexual nature for the same period.

Police and Department of Education data was extracted in unit record form, the unit of record being allegations rather than individuals. Data for Working with Children Checks was provided in unit record form. Due to concerns about data quality, child protection services data in relation to safety in care was created based on a case file review. See Section 4 for details of specific fields extracted from each database.

Results presented are from allegations reported between 1 July 2008 and 30 June 2013. Results are summarised below and tables presenting greater detail are included in Appendix 7.1. Note that where comparisons are made between all recent allegations and an indicator (such as institutional location), ‘all recent allegations’ includes those that involved an institutional location.

Results

Police data

Total allegations

In the context of this report, the term ‘allegation’ refers to an accusation of child sexual abuse made to police regarding an individual victim. The substance of the accusation may pertain to an event that occurred on a single day or multiple events over a period of time. In total for the period 1 July 2008 to 30 June 2013, there were **36,751** allegations of sexual assault against a person who was a minor at the time of the alleged offence; an average of 7,350 allegations per year (Table 7.1). These allegations involved **28,569** unique victims. The number of allegations reported per year increased from 6,713 in 2008–09 to 8,185 in 2012–13 (a total increase of 22% and an average annual increase of 4.0%).

Table 7.1: Number of allegations of child sexual abuse and unique child victims of allegations of child sexual abuse reported to police, by year reported, from 1 July 2008 to 30 June 2013³⁵

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations (n)	6,713	7,146	7,283	7,424	8,185	36,751
Unique child victims (n)	5,604	6,036	6,105	6,131	6,939	28,569

Source: New South Wales Police data

Note: Includes allegations relating to the possession or distribution of child pornography. Multiple notifications relating to one child could have been made across different years. As such, the sum of unique child victims of child sexual abuse across the five single report years is greater than the total number of unique children in the whole five-year period.

Allegations of child sexual abuse reported to the police include allegations pertaining to adult survivors who were abused during their childhood. An allegation of child sexual abuse reported to the police may have occurred many years ago (see Appendix 7.1, Table 7.1.1). Some of the allegations of child sexual abuse reported to New South Wales Police in the 2008–13 period dated back to the 1940s. Of the total allegations made during the 2008–13 period, 15% involved victims who were an adult (aged 18–82; mean of 32 years) at the time the accusations were reported to police.³⁶

The purpose of this study was to use existing administrative data – that is, records of recent allegations – to estimate the extent of child sexual abuse occurring in institutions in the ‘present day’. As such, the analysis focuses on recent allegations of child sexual abuse rather than using data from all reported allegations in the study period. A ‘recent allegation’ means the offence took place no more than five years before the report, and was reported between 1 July 2008 and 30 June 2013. Past allegations are those reported more than five years after the child sexual abuse began (in 2007 or earlier).

Of the 36,751 reported allegations in the study period:

- 31,207³⁷ (85%) were recent allegations where the offence took place no more than five years before the report
- 5,181 (14%) were past allegations reported five years or more after the child sexual abuse began, and as such were excluded from the study.

³⁵ A child victim could have been the subject of more than one allegation of child sexual abuse and reported these allegations in different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period (2008–13).

³⁶ Further analysis would be possible, examining the time between offence and disclosure using the data extracted, and while we acknowledge that this would be relevant to the Royal Commission’s terms of reference, it was not the purpose of this study.

³⁷ Includes allegations relating to the possession or distribution of child pornography (N=1,235).

For a very small number of allegations (n=363; 1%), it was not possible to determine the period of time that elapsed between the alleged abuse beginning and it being reported. These were excluded as they could not be categorised as recent allegations.

Compared to past allegations, victims involved in recent allegations were more likely³⁸ (see Appendix 7.1, Table 7.1.2) to be:

- female than male (recent to past: 78% vs 68%)
- older when the child sexual abuse began (recent to past: 43% vs 34% were aged 10–14 and 29% vs 10% were aged 15–17)
- Indigenous (recent to past: 11% vs 6%).

Allegations relating to possession or distribution of child pornography (n=1,235; 4%) were excluded from further analyses of recent allegations.

All subsequent police data reported in this section relates to recent allegations; that is, past allegations were excluded from the analysis. From this point forward, when referring to police data, the terms ‘allegation’ and ‘recent allegation’ are used interchangeably.

Recent allegations

For the period 1 July 2008 to 30 June 2013, a total of **29,972**³⁹ recent allegations of child sexual abuse were reported to New South Wales Police, involving **23,598** unique child victims (see Table 7.2). This is an average of 5,994 allegations per year. The number of recent allegations reported per year increased over the period, from 4,661 in 2008–09 to 5,699 in 2012–13 (a total increase of 22% and an average annual increase of 4%). An average rate of 50.4 per 10,000 female children and 13.0 per 10,000 male children were reported victims in recent allegations of child sexual abuse. Most victims were involved in a single allegation during the period (84%). The maximum number of separate allegations reported for any one victim during the five-year study period was 52.

The following analysis is based on these 29,972 recent allegations and 23,598 child victims.

Of the 29,972 reported recent allegations during the period, 17,406 (58%) could be linked to the details of the alleged perpetrator(s). A total of 13,232 perpetrators were identified from these 29,972 reported allegations. Most perpetrators were reported in a single allegation during the period (84%) and a maximum of 45 allegations per perpetrator was reported. A small number of allegations involved multiple perpetrators (3.6%). Most allegations involved a single victim per perpetrator (84%) and a further 11% of allegations involved two victims per perpetrator. The maximum reported was 17 victims for one perpetrator.

³⁸ Includes allegations relating to the possession or distribution of child pornography (N=1,235).

³⁹ Total number of recent allegations does not include the offence category of possession or distribution of child pornography.

Table 7.2: Number of recent allegations of child sexual abuse, unique child victims in recent allegations of child sexual abuse reported to police, and rate per 10,000 children, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse (n)						
Males	1,078	1,186	1,195	1,274	1,451	6,184
Females	4,346	4,647	4,800	4,819	5,150	23,762
All children	5,430	5,845	5,997	6,095	6,605	29,972
Unique children the subject of an allegation of child sexual abuse (n)						
Males	934	1,046	1,067	1,140	1,321	5,303
Females	3,722	3,957	4,077	4,015	4,374	18,275
All children	4,661	5,013	5,146	5,157	5,699	23,598
Rate per 10,000 children involved in an allegation of child sexual abuse (average rate shown in 2008–13 column)¹						
Males	11.2	12.5	12.6	13.4	15.4	13.0
Females	47.1	49.8	51.1	49.9	53.9	50.4
All children	28.7	30.7	31.3	31.2	34.1	31.2

Source: New South Wales Police data

Note: Excludes allegations relating to the possession or distribution of child pornography. All children includes those whose gender was not recorded.

A child could have been the subject of multiple notifications across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period (2008–13).

1. Population data from the ABS.⁴⁰

Indicators for child sexual abuse occurring in an institutional context

The researchers were able to use New South Wales Police data to create indicators for:

- relationship of perpetrator to victim: extrafamilial (other known)
- relationship of perpetrator to victim: person in authority
- location of abuse: institutional location
- institutional location AND extrafamilial (other known)
- institutional location AND extrafamilial (other known) PLUS person in authority (regardless of the location).

Relationship of perpetrator to victim

To identify allegations that potentially involved an offender from an institution, the broad range of relationships of victims to alleged offenders recorded in police data were

⁴⁰ Australian Bureau of Statistics, *Australian Demographic Statistics, Jun 2013*, cat no 3101.0, ABS, Canberra, viewed 6 January 2014. Retrieved from www.abs.gov.au/AUSSTATS/abs@.nsf/allprimarymainfeatures/BCDDE4F49C8A3D1ECA257B8F00126F77?opendocument

categorised into five relationship groups⁴¹: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); unknown perpetrator; and relationship not recorded.

Relationships categorised as extrafamilial (other known) would include perpetrators known to victims through professional or institutional associations (such as teachers or Scout leaders), but would also include a neighbour or friend of the family. It is acknowledged that child sexual abuse perpetrated by a person within the family (with whom the victim has an intimate relationship) or by a stranger could have occurred in an institutional context, but it was thought that this would be a minority pattern for abuse perpetrated by these offender groups. Note that in 27% of cases, the relationship of perpetrator to victim was not recorded (the data was missing) and could not be categorised.

New South Wales Police data included a field for instances where the relationship was 'person in authority'. This provides an additional and more specific indicator for abuse in an institutional context than the extrafamilial (other known) perpetrator category. Institutional location AND extrafamilial (other known) PLUS person in authority was considered to be a conservative and specific indicator of child sexual abuse in an institutional context – and the best indicator nationally. However, it was calculable only in New South Wales.

Figure 7.1 shows the distribution of relationship of perpetrator to victim categories in recent allegations for the 2008–13 period.

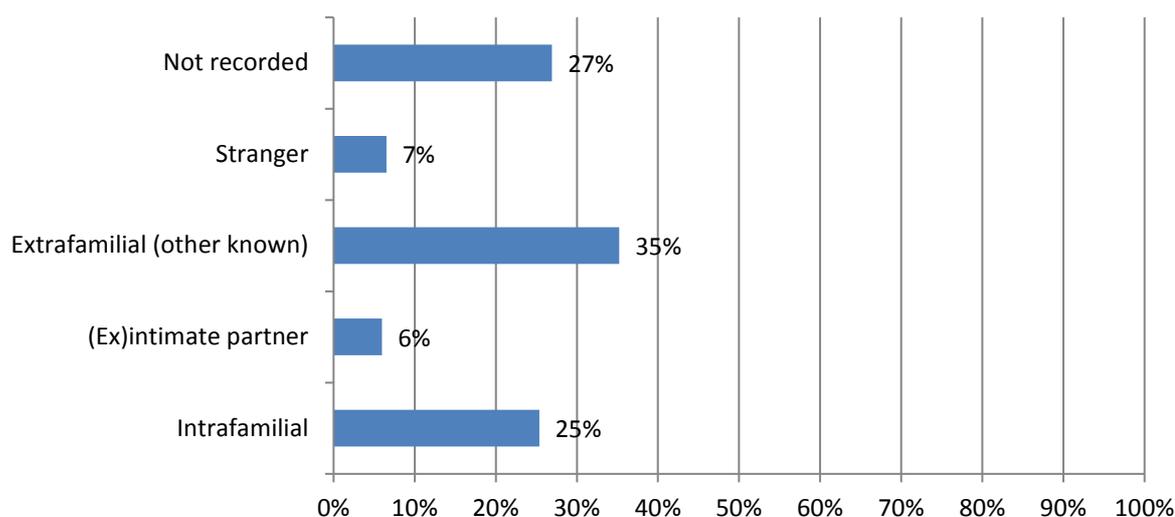


Figure 7.1. Relationship of perpetrator to victim for recent allegations of child sexual abuse, reported to police from 1 July 2008 to 30 June 2013

⁴¹ See Table 7.1.3 in Appendix 7.1 for categories of reported relationship of perpetrator to victim.

Relationship of perpetrator to victim: Extrafamilial (other known)

Over the five-year period, the greatest proportion of allegations reported to police involved an extrafamilial (other known) perpetrator (see Figure 7.1).

During this period, there were **10,561** allegations of child sexual abuse in which the relationship of perpetrator to victim was extrafamilial (other known) (35%), with **9,158** (39%) unique child victims (see Appendix 7.1, Table 7.1.5). This is an average of 2,112 allegations per year. The number of allegations in which the victim's relationship to the perpetrator was extrafamilial (other known) increased from 1,810 in 2008–09 to 2,446 in 2012–13 (a total increase of 35% and an average annual increase of 6.2%). Most victims recorded a single allegation, in which the relationship was noted as being extrafamilial (other known) (89%). Nineteen per cent reported another allegation involving a different relationship to the perpetrator. Most of the allegations where the relationship was categorised as extrafamilial (other known) reported the relationship as other known person – no relationship (92%).

Extrafamilial (other known) perpetrator and gender of victim

More females than males were reported as experiencing child sexual abuse committed by an extrafamilial (other known) perpetrator (n=7,182 vs n=1,975; 78% vs 22%). However, the proportion of victims abused by an extrafamilial (other known) person compared to other categories of perpetrators was similar for males and females (35% vs 35% for allegations and 37% vs 39% for victims). These percentages increased for males and females from 2008–09 to 2011–12 (see Appendix 7.1, Table 7.1.6).

Extrafamilial (other known) perpetrator and age of victim

The greatest proportion of allegations where the victim's relationship to the perpetrator was extrafamilial (other unknown) were those where the victim was aged 10–14 (47%), followed by 15–17 (28%) and 5–9 (17%).

Extrafamilial (other known) perpetrator and location

Nine per cent of recent allegations in which the victim's relationship to the perpetrator was extrafamilial (other known) involved an institutional location. Most allegations that fell into this category occurred in a domestic/private space (62%). In 17% of allegations the location was not recorded, and 9% occurred in a public space.

Extrafamilial (other known) perpetrator and characteristics of allegation

Compared to all recent allegations, those involving an extrafamilial (other known) relationship to perpetrator were (see Appendix 7.1, Table 7.1.7) more likely to:

- be reported to the police slightly sooner (90% within six months, compared to 88% for all recent allegations)
- experience both an indecent assault offence (41% vs 32%) and a sexual assault offence (59% vs 46%)
- be in an institutional location (9% vs 6%).

Extrafamilial (other known) perpetrator and characteristics of perpetrator

Information pertaining to the perpetrator was recorded for 59% of the allegations (6,209 allegations) involving an extrafamilial (other known) relationship. A total of **5,488** unique offenders were identified from these allegations. The majority involved single allegations where the relationship of perpetrator to victim was extrafamilial (other known) (87%). Thirteen per cent of perpetrators were recorded as being the subject of another allegation in which they had a different relationship to the victim (see Appendix 7.1, Table 7.1.8).

Compared to the demographic of all offenders recorded in recent allegations, perpetrators who were the subject of an allegation involving an extrafamilial (other known) relationship to the victim were:

- also mostly male (94% vs 94%)
- similar in age profile but younger at the start of their earliest allegation (44% aged under 18 vs 34% of perpetrators in all recent allegations)
- slightly more likely to be Indigenous (8.0% vs 7.2%).

Relationship of perpetrator to victim: Person in authority

For the period 1 July 2008 to 30 June 2013, there were **326** allegations in which the victim's relationship to the perpetrator was person in authority, and **303** unique child victims (Table 7.3). This is an average of 65 allegations per year. Three-quarters of these victims were female. The number of allegations in which the perpetrator's relationship to the victim was as a person in authority decreased across the five-year period, from 74 in 2008–09 to 51 in 2012–13 (a total decrease of 31% and an average annual decrease of 7.2%).

Person in authority and gender of victim

More females than males were reported as experiencing child sexual abuse perpetrated by a person in authority (75% vs 25%). However, the proportion of children abused in an institutional location compared to other locations was similar: 1.4% for males vs 1.2% for females.

Person in authority perpetrator and age of victim

For the greatest proportion of allegations in which the relationship of perpetrator to victim was person in authority the child victims were aged 10–14 (40%), followed by 15–17 (36%) and 5–9 (18%) (see Appendix 7.1, Table 7.1.9). Compared to all victims of a recent allegation, victims who had a person in authority relationship to the alleged perpetrator were more likely to be older at the start of the alleged abuse (36% were aged 15–17 vs 28% for all allegations).

Table 7.3: Number of recent allegations and unique child victims where relationship of perpetrator to victim was person in authority, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse with person in authority relationship of perpetrator to victim (n)						
Males	13	20	14	18	13	78
Females	61	64	54	30	38	247
All children	74	85	68	48	51	326
Percentage of all allegations (%)						
Males	1.2	1.7	1.2	1.4	0.9	1.3
Females	1.4	1.4	1.1	0.6	0.7	1.0
All children	1.4	1.5	1.1	0.8	0.8	1.1
Unique victims the subject of an allegation, with a relationship of perpetrator to victim of person in authority (n)						
Males	13	19	13	18	13	75
Females	54	60	47	29	38	227
All children	67	80	60	47	51	303
Percentage of all victims (%)						
Males	1.4	1.8	1.2	1.6	1.0	1.4
Females	1.5	1.5	1.2	0.7	0.9	1.2
All children	1.4	1.6	1.2	0.9	0.9	1.3

Source: New South Wales Police data

Note: A child could have been the subject of multiple notifications across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

All children includes those where gender was not recorded.

Person in authority perpetrator and location

The greatest proportion of allegations that fell into this group occurred in a domestic/private space (44%); a further 34% were in an institutional location; 11% in a commercial space; and 8% in a public space. For allegations involving an institutional location, educational settings were the most common: 10% occurred in a public primary school, 8% in a public secondary school and 6% in a private school. (See Appendix 7.1, Table 7.1.10).

Person in authority and characteristics of allegation

Of the 326 allegations where the relationship of perpetrator to victim was person in authority:

- three-quarters were reported within six months of the alleged abuse beginning
- two-thirds involved an indecent assault offence (67%) and a third involved a sexual assault (33%).

Compared to all recent allegations, those where the relationship of perpetrator to victim was person in authority (see Appendix 7.1, Table 7.1.11) were:

- less likely to be reported to the police sooner (76% within six months, compared to 88% for all recent allegations), which contrasts with allegations where the relationship to the perpetrator was extrafamilial (other known) and the time elapsed before reporting was similar to that of all recent allegations
- more likely to involve an indecent assault offence (67% vs 32%)
- less likely to involve a sexual assault offence (33% vs 46%)
- more likely to involve an institutional location (34% vs 5%).

Person in authority perpetrator and characteristics of perpetrator

Information pertaining to the perpetrator was recorded for 232 (71%) allegations involving a person in authority relationship. A total of **184** unique perpetrators were identified from these allegations, the majority of whom were reported in a single allegation where the relationship to the victim was as a person in authority (85%). Twenty-nine per cent of perpetrators were recorded as being the subject of another allegation in which they had a different relationship to the victim.

Compared to the demographic of all perpetrators recorded in recent allegations, perpetrators who were a person in authority in relationship to the victim (see Appendix 7.1, Table 7.1.12) were:

- also mostly male (92% vs 94% of perpetrators in all recent allegations)
- older at their earliest alleged offence (66% of person in authority perpetrators were aged 25–54 vs 38% of all perpetrators), with an average age of 40 and a maximum of 84.⁴²

Location of abuse – institutional location

To identify allegations of incidents that potentially occurred at an institution, the researchers categorised the broad range of locations of alleged abuse recorded in police data into six groups⁴³: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not recorded. Of all the jurisdictions, New South Wales Police data recorded the highest level of detail in describing the location of allegations. This includes three categorical variables (with many categories) and a free-text variable for naming the organisation of interest (0.5% of offences recorded an organisation name). The free-text field for organisation of interest was used to manually categorise a location as an institutional location if classified otherwise (such as a school or Scout group).

The categorisation as institutional location (such as a school or church) is a relatively reliable indicator that the case involved ‘institutional abuse’. The category includes many institutional locations where children have been reported to experience child sexual abuse: education – preschool; education – private; education – public primary; education – public secondary; education – TAFE/university; education – other; health; law enforcement;

⁴² This is not unexpected given a person in authority is unlikely to be another child.

⁴³ See Table 7.1.12 in Appendix 7.1 for categories of reported locations of alleged child sexual abuse.

religious. However, the category excludes many institutional contexts such as abuse perpetrated by a coach at a public swimming pool. Furthermore, abuse by a person known to the victim through an institution (such as a teacher or Scout leader) perpetrated at a location other than the institution (such as in a private or public space) would be excluded.

Figure 7.2 shows the locations of offences for recent allegations in the 2008–13 period.

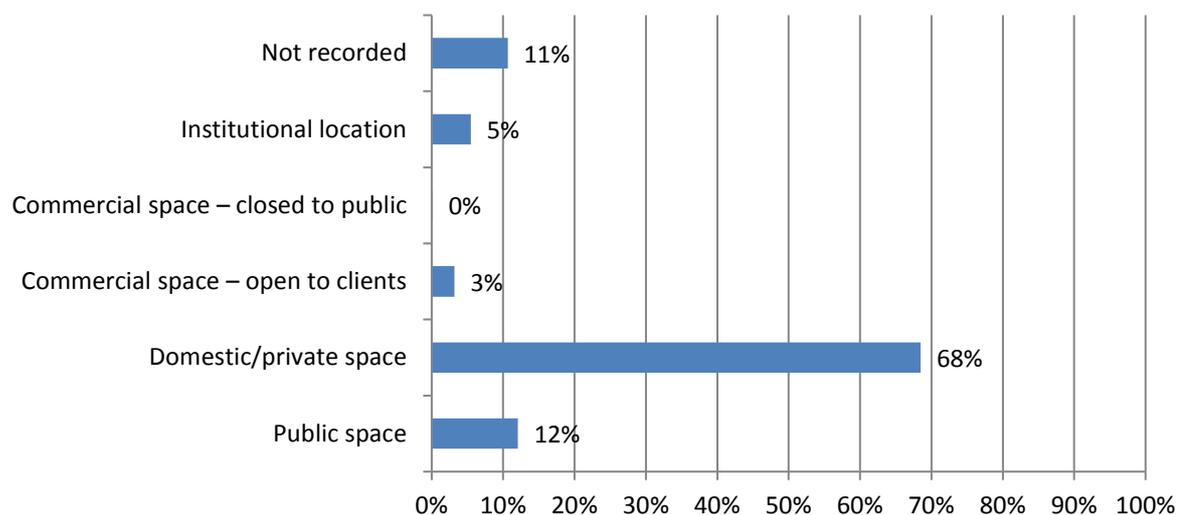


Figure 7.2. Recent allegations of child sexual abuse reported to police, by location of incident, from 1 July 2008 to 30 June 2013

For the period 1 July 2008 to 30 June 2013, there were **1,644** recent allegations of child sexual abuse categorised as occurring in an institutional location, involving **1,500** unique child victims (see Table 7.4). This is an average of 329 allegations per year. The number of allegations involving an institutional location was higher in 2009–10 and 2010–11 but declined in 2012–13. Almost all victims of child sexual abuse in an institutional location reported a single allegation (92%). Fifteen per cent were the subject of another allegation, not at an institutional location. The majority of the allegations involving an institutional location (79%) featured a school setting (see Appendix 7.1, Table 7.1.14).

During the five-year period, 5.5% of all allegations and 6.4% of all child victims were linked to abuse in an institutional location.

Table 7.4: Number of recent allegations of child sexual abuse and unique child victims recorded as being abused in an institutional location, by year, reported to police from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location (n)						
Males	69	98	97	117	85	466
Females	213	257	259	207	233	1,169
All children	283	361	356	325	319	1,644
Percentage of all allegations (%)						
Males	6.4	8.3	8.1	9.2	5.9	7.5
Females	4.9	5.5	5.4	4.3	4.5	4.9
All children	5.2	6.2	5.9	5.3	4.8	5.5
Unique victims the subject of an allegation of child sexual abuse in an institutional location (n)						
Males	61	97	88	97	83	424
Females	188	242	237	197	217	1,069
All children	250	343	325	295	301	1,500
Percentage of all victims (%)						
Males	6.5	9.3	8.2	8.5	6.3	8.0
Females	5.1	6.1	5.8	4.9	5.0	5.8
All children	5.4	6.8	6.3	5.7	5.3	6.4

Source: New South Wales Police data

Note: A child could have been the subject of multiple notifications across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

All children includes those where gender was not recorded.

Child sexual abuse in an institutional location and gender of victim

More females than males were reported as experiencing child sexual abuse in an institutional location (n=1,069 vs n=424; 71% vs 28%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys (7.5% vs 4.9% for allegations and 8.0% vs 5.8% for victims). Furthermore, the proportion of all recent allegations that involved an institutional location increased for males in 2009–10 to 2011–12, while remaining relatively stable for females (see Table 7.5).

Child sexual abuse in an institutional location and age of victim

The majority of victims alleged to have been abused in an institutional location were aged 10–14 (54%), followed by 15–17 (25%) and 5–9 (16%). Compared to all allegations, victims alleged to have been abused in an institutional location were more likely to be aged 10–14 when the alleged abuse started (54% vs 42%)

Table 7.5: Characteristics of victims in recent allegations of child sexual abuse at an institutional location, reported to police from 1 July 2008 to 30 June 2013

	Children who experienced alleged abuse at an institutional location		All children who experienced alleged abuse	
	n	%	n	%
Gender				
Males	424	28.3	5,303	22.5
Female	1,069	71.3	18,275	77.4
Not recorded	7	0.5	20	0.1
Age at start of alleged abuse (earliest allegation if multiple)				
Under 2	5	0.3	194	0.8
2–4	60	4.0	2,212	9.4
5–9	235	15.7	4,479	19.0
10–14	806	53.7	9,993	42.3
15–17	374	24.9	6,664	28.2
Not recorded	20	1.3	56	0.2
Cultural background				
Indigenous	89	5.9	2,272	9.6
Non-Indigenous	1,276	85.1	19,822	84.0
Not recorded	135	9.0	1,504	6.4
Total – victims	1,500		23,598	

Source: New South Wales Police data

Child sexual abuse in an institutional location and characteristics of allegation

The vast majority of allegations of child sexual abuse in an institutional location involved an extrafamilial (other known) perpetrator (60%), followed by relationship not recorded (30%), stranger (5%), (ex)intimate partner (3%) and intrafamilial (2%).

Compared to recent allegations, those involving child sexual abuse in an institutional location (see Appendix 7.1, Table 7.1.15) were:

- likely to be reported to the police after a similar amount of time as for all recent allegations (90% within six months, compared to 88% for all allegations)
- more likely to be an indecent assault offence (50% vs 32%) and less likely to be a sexual assault offence (24% vs 46%)
- more likely to involve a relationship of perpetrator to victim categorised as extrafamilial (other known) (60% vs 35%).

Child sexual abuse in an institutional location and characteristics of perpetrator

Information pertaining to the perpetrator was recorded for over half (64%) of the allegations involving an institutional location (1,054 allegations). A total of **879** unique perpetrators were identified from these allegations. The majority of these perpetrators were reported in a single allegation involving an institutional location (90%). Twelve per cent were reported to be involved in another allegation not at an institutional location.

Compared to all recent perpetrators, those alleged to have committed abuse in an institutional location were (see Appendix 7.1, Table 7.1.16):

- also mostly male (93% vs 94%)
- younger, especially aged under 18 at the start of the alleged abuse (75% aged under 18, compared to 34% under 18 for all recent allegations)
- slightly more likely to be Indigenous (8.0% vs 7.2%).

Relationship of perpetrator to victim and location of abuse indicators

For the period 1 July 2008 to 30 June 2013, there were **984** recent allegations involving an institutional location where the relationship of the victim to perpetrator was extrafamilial (other known), involving **936** unique child victims (see Table 7.6). This is an average of 197 allegations per year. The number of these allegations increased in 2009–10 and declined in 2011–12 and 2012–13. Almost all of these victims (96%) experienced a single offence that occurred in an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known). Eighteen per cent of victims reported another allegation that either occurred at a different type of location or was perpetrated by a person with a different relationship to the victim.

During the five-year period, 3.3% of all allegations and 4.0% of all child victims were linked to abuse in an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known).

Institutional location AND extrafamilial (other known) indicator: Gender of victim

Substantially more females than males were reported as experiencing child sexual abuse in an institutional location committed by an extrafamilial (other known) perpetrator (n=662 vs n=273; 71% vs 29%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys (4.7% vs 2.9% for allegations and 5.1% vs 3.6% for victims). The proportion of allegations that fell into this group was higher in 2009–10 and 2011–12 for males, while remaining relatively stable for females.

Table 7.6: Number of recent allegations and unique child victims linked to sexual abuse in an institutional location, where the relationship of the victim to the perpetrator was extrafamilial (other known), by year, reported from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location, where the relationship of the victim to the perpetrator was extrafamilial (other known) (n)						
Males	36	68	60	69	55	288
Females	131	149	162	125	128	695
All children	167	218	222	194	183	984
Percentage of all allegations (%)						
Males	3.3	5.7	5.0	5.4	3.8	4.7
Females	3.0	3.2	3.4	2.6	2.5	2.9
All children	3.1	3.7	3.7	3.2	2.8	3.3
Unique victims of an allegation of child sexual abuse in an institutional location, where the relationship of the victim to the perpetrator was extrafamilial (other known) (n)						
Males	32	68	53	66	55	273
Females	120	143	156	122	125	662
All children	152	212	209	188	180	936
Percentage of all victims (%)						
Males	3.4	6.5	5.0	5.8	4.2	5.1
Females	3.2	3.6	3.8	3.0	2.9	3.6
All children	3.3	4.2	4.1	3.6	3.2	4.0

All children includes those where gender was not recorded.

Source: New South Wales Police data

Institutional location AND extrafamilial (other known) indicator: Age of victim

The majority of victims alleged to have been abused in an institutional location were aged 10–14 (55%), followed by 15–17 (24%) and 5–9 (16.1%). Victims alleged to have been abused in an institutional setting were more likely to be aged 10–14 compared to victims of all allegations (55% vs 42%) (see Appendix 7.1, Table 7.1.17).

Institutional location AND extrafamilial (other known) indicator: Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known) (see Appendix 7.1, Table 7.1.18) were:

- more likely to be reported to the police sooner (91% within six months, compared to 88% for all recent allegations)
- more likely to be an indecent assault offence (70% vs 32%)
- less likely to be a sexual assault offence (30% vs 46%).

Institutional location AND extrafamilial (other known) indicator: Characteristics of perpetrator

Information pertaining to the offender was recorded for two-thirds (66%; n=649) of the allegations involving an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known). A total of **590** unique offenders were identified from these allegations, the majority of whom were reported in a single allegation that involved an institutional location and where their relationship to the victim was extrafamilial (other known) (92%). Sixteen per cent of these offenders were involved in another allegation that either occurred at a different type of location or involved a different relationship to the victim.

Compared to all offenders in recent allegations, offenders involved in an incident that occurred in an institutional location and where the relationship to the victim was extrafamilial (other known) (see Appendix 7.1, Table 7.1.19) were:

- similarly overwhelmingly male (93% vs 94%)
- younger, with three-quarters aged under 18 at the start of the earliest alleged abuse (81% vs 34% of offenders in all recent allegations)
- slightly more likely to be Indigenous (8.3% to 7.2%).

Institutional location AND extrafamilial (other known) PLUS person in authority

This is the best available indicator of alleged child sexual abuse occurring in an institutional context in New South Wales (and nationally). However, it is still an underestimate as it excludes abuse perpetrated by a person in an institution who is known to the victim but not recorded as a person in authority by the police, and where the abuse occurs outside the institution (such as in a car).

For the period 1 July 2008 to 30 June 2013, there were **1,199** recent allegations involving an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) and/or a person in authority.⁴⁴ These allegations involved **1,129** unique child victims (see Table 7.7) at an average of 240 allegations per year, with the number of these allegations increasing in 2009–10 but declining in 2011–12 and 2012–13. Almost all of the victims (95%) experienced a single incident of abuse that occurred at an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) and/or a person in authority. Eighteen per cent of these victims were the subject of another allegation that fell outside this category.

During the five-year period, 4.0% of all allegations and 4.8% of all child victims were linked to abuse in an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) and/or a person in authority.

⁴⁴ Allegations in which there was a 'person in authority' relationship of perpetrator to victim that could have occurred outside an institutional location (sSource: New South Wales Police data This table represents the percentages of offenders that were recorded.

Table 7.7: Number of recent allegations and unique child victims linked to sexual abuse in an institutional location, where the relationship of the victim to the perpetrator was extrafamilial (other known) AND/OR a person in authority, by year, reported from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location, where the relationship of the victim to the perpetrator was extrafamilial (other known) AND/OR a person in authority (n)						
Males	46	78	71	80	66	341
Females	179	182	200	142	154	857
All children	225	261	271	222	220	1,199
Percentage of all allegations (%)						
Males	4.3	6.6	5.9	6.3	4.5	5.5
Females	4.1	3.9	4.2	2.9	3.0	3.6
All children	4.1	4.5	4.5	3.6	3.3	4.0
Unique victims of alleged child sexual abuse in an institutional location, where the relationship of the victim to the perpetrator was extrafamilial (other known) AND/OR a person in authority (n)						
Males	42	77	63	77	66	322
Females	161	172	187	139	151	806
All children	203	250	250	216	217	1,129
Percentage of all victims (%)						
Males	4.5	7.4	5.9	6.8	5.0	6.1
Females	4.3	4.3	4.6	3.5	3.5	4.4
All children	4.4	5.0	4.9	4.2	3.8	4.8

Source: New South Wales Police data

Note: A child could have been the subject of multiple notifications across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

All children includes cases where gender was not recorded.

Institutional location AND extrafamilial (other known) PLUS person in authority indicator:
Gender of victim

Females were just over 2.5 times more likely to be reported as victims of child sexual abuse in an institutional location than were males (n=806 vs n=322). However, the proportion of male victims of child sexual abuse whose reported abuse occurred in an institutional location compared to other locations was higher than for female victims (5.5% vs 3.6% for allegations and 6.1% vs 4.4% for victims).

Institutional location AND extrafamilial (other known) PLUS person in authority indicator:
Age of victim

The majority of victims alleged to have been abused in an institutional location were aged 10–14 (52%), followed by 15–17 (27%) and 5–9 (16%). Victims alleged to have been abused

in an institutional setting were more likely to be aged 10–14 compared to victims of all recent allegations (52% vs 42%) (see Appendix 7.1, Table 7.1.20).

Institutional location AND extrafamilial (other known) PLUS person in authority indicator: Characteristics of allegation

Eighteen per cent of allegations that fell into this group did not occur in an institutional location: 12% occurred in a domestic/private space; 3% in a commercial space – open to clients; and 2% in a public space.

Compared to all recent allegations, those involving child sexual abuse in an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) and/or a person in authority (see Appendix 7.1, Table 7.1.21) were:

- likely to be reported to the police within a similar time frame (89% within six months, similar to 88% for all recent allegations)
- more likely to be an indecent assault offence (69% vs 32% for all recent allegations)
- less likely to be a sexual assault offence (30% vs 46%).

Institutional location AND extrafamilial (other known) PLUS person in authority indicator: Characteristics of perpetrator

Information pertaining to the offender was recorded for two-thirds (68%, 812 allegations) of the allegations involving an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known). A total of **718** unique offenders were identified from these allegations, the majority of whom were reported in a single allegation involving an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) and/or a person in authority (90%). Eighteen per cent of these offenders were also involved in another allegation that fell outside this category.

Compared to all offenders in recent allegations, offenders in an allegation that involved an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) and/or a person in authority (see Appendix 7.1, Table 7.1.22) were:

- also mostly male (94% and 94%)
- younger; two-thirds were aged under 18 at the start of the earliest alleged abuse (67% vs 34%)
- just as likely to be Indigenous (7% and 7%).

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, intrafamilial and extrafamilial. It is useful for developing population estimates; however, as noted above, due to limitations in the way this data is recorded, the estimates lack specificity in helping to understand the extent of child sexual abuse occurring in institutional contexts. The following section explores indicators of child sexual abuse using data from specific contexts reflecting different subpopulations of children, including data relating to:

- people working with children

- children in out-of-home care
- children in state education (primary and secondary schools).

The population of persons working with children

In New South Wales at the time of the study period, any organisation in a child-related field was required to apply to the Office of the Children’s Guardian to assess a new paid employee’s suitability for working with children.⁴⁵ The Office of the Children’s Guardian did not issue a clearance for the employee, but rather provided the organisation with an assessment of the employee, specific to their role and organisation.⁴⁶ Using this assessment, the organisation (not the Office of the Children’s Guardian) could decide whether to employ the person in that role. Assessments only expire if the employee’s role changes. Reportable contact or misconduct (including sexual contact or misconduct) perpetrated against a child within a state government agency (such as the Department of Education or Department of Family and Community Services) would be reported to the New South Wales Ombudsman as per the requirement of the NSW Reportable Conduct Scheme.

Between 1 July 2008 and 30 June 2013, the Office of the Children’s Guardian⁴⁷ processed 4,264 of these Working with Children Check applications; an average of 853 per year.^{48,49,50} A further 364 individuals who applied for a check but were found to have committed prohibited offences were barred from working with children.⁵¹ The number of applications rose from 659 in 2008–09 to 1,071 in 2010–11, and fell to 890 in 2012–13. As far as the outcome of the 4,264 applications is concerned:

- **2,356** (55%) were assessed as ‘no particular risk’
- **868** (20%) were assessed as ‘some risk’
- **1,040** (24%) were assessed as ‘significant risk’ (a percentage that remained steady each year across the five-year period).

⁴⁵ New South Wales introduced a new system in June 2013. All individuals (paid or unpaid) in child-related organisations are now required to obtain a Working with Children Check from the Office of the Children’s Guardian.

⁴⁶ Outcome of ‘no particular risk’, ‘some risk’ or ‘significant risk’.

⁴⁷ The body responsible for administering the Working with Children Check process.

⁴⁸ Note the total Working with Children Check assessment figures for the period represent the summed total of the Working with Children Check assessments in each year of the period. Some individuals will be included twice in the period if they were assessed for a different role in an organisation, or employed by a different organisation and required to undergo a new assessment.

⁴⁹ Note the total number of Working with Children Check assessments for the period excludes persons who were assessed for a Working with Children Check before the study period; therefore, this number does not represent the full population of people working with children.

⁵⁰ Note that while a person may have undergone an assessment, they may have ceased to work with children.

⁵¹ Note that an assessment may have been denied for reasons other than child sexual abuse offences, and that the offence(s) relating to the denial may have occurred many years prior. For these reasons, application denials are not a relevant indicator for recent child sexual abuse perpetrated by people working with children.

Between 1 July 2008 and 30 June 2013, **1,548** notifications of alleged misconduct (involving sexual offences or misconduct perpetrated against a child) were reported to the New South Wales Ombudsman; an average of 310 per year. The number of notifications per year increased from 298 in 2008–09 to 363 in 2012–13 (a total increase of 22% and an average increase of 4.0% per year). The most common agencies where alleged misconduct took place were the former Department of Education and Training (41% of notifications), the former Department of Community Services (15%) and providers of substitute residential care (15%).

Working with Children Check data regarding the New South Wales scheme in operation during the period of this study did not include indicators of child sexual abuse, and so does not provide useful estimates for this study.

Total allegations of child sexual abuse reported in out-of-home care

The two sources of data available in relation to safety in care were:

- the Report on Government Services, which reported on the indicators ‘children in care experiencing substantiated safety in care incident where the person responsible was believed to be living in the household’
- a case file review of reports on the risk of significant harm, which includes data on ‘abuse (including sexual) against children in out-of-home care’ (also known as quality of care allegations).

Report on Government Services

The *Report on Government Services 2013* indicates a fall in the number of children in out-of-home care who experience substantiated abuse each year (all types of abuse, not just sexual) when the person responsible is believed to be living in the household (see Appendix 7.1, Table 7.1.23). The number of children in this category fell from 93 in 2010–11 to 58 in 2011–12, which represents 0.3% of all children placed in out-of-home care in 2011–12 (a decrease from 0.5% in 2010–11).

The Report on Government Services indicates that in 2011–12, 6.0% of children in out-of-home care were the subject of a substantiated notification to child protection services.^{52,53}

Quality of care allegations

Child protection services maintain records of allegations of maltreatment or care concerns (including sexual abuse) involving children in out-of-home care – referred to as quality of care allegations. To describe these allegations, the researchers undertook a case file review

⁵² *Report on Government Services 2013* (Table 15A27). Only results from 2011–12 are available.

⁵³ New South Wales data is not comparable to data supplied by other jurisdictions because it encompasses a more inclusive set of substantiated issues; for example, children who abscond from out-of-home care placements, and reported incidents of self-harm. In addition, New South Wales has a significantly lower threshold for investigating notifications relating to children in care, compared with children in the general population.

of Risk of Significant Harm reports received between 1 July 2012 and 30 June 2013 for children and young people in out-of-home care. The reports reviewed had either received a secondary assessment or were referred to the Reportable Conduct Unit, and all reported or assessed issues related to sexual harm. As such, they are one of the most valid indicators of safety in care in this study.

In 2012–13, there were 14,321 children in statutory out-of-home care.⁵⁴

For the period 2012–13, child protection services received a total of **481** quality of care allegations (involving **403** children), pertaining to allegations of sexual abuse against a child in out-of-home care.⁵⁵ This indicated a rate of 33.59 per 1,000 children in out-of-home care in 2012–13.

Based on these 481 quality of care allegations:

- more females than males were victims of alleged sexual abuse in out-of-home care (61.3%)
- 73.2% involved children aged 5–14 at the time of the report (28.7% were aged 5–9 and 44.5% were 10–14)
- 44.5% involved Aboriginal or Torres Strait Islander children
- the incident usually occurred in the child’s current placement (72.6%)
- 27.7% of sexual abuse allegations were substantiated
- 28.7% of reported allegations involved a government or non-government employee.⁵⁶

The two most commonly reported issues included risk of sexual harm or injury (40.3%) and sexual indecent acts or molestation (41.4%). The most commonly reported perpetrator was another child or young person (30.4%), followed by an adult friend or relative (19.8%) (see Table 7.8).

⁵⁴ This count was provided by the New South Wales Department of Family and Community Services and includes all children in out-of-home care during the 2012–13 year. The count excludes children with a single short placement for respite.

⁵⁵ Another 34 quality of care allegations were reported for allegations of sexual abuse but the allegations were excluded because the child’s role was as the perpetrator, or ‘CYP placing self at risk due to behaviour’.

⁵⁶ An allegation involving an employee may identify the alleged perpetrator as another person (who may not be an employee). Some of these reports identify multiple issues, and some assessments address multiple reports of differing issues.

Table 7.8: Person of interest in quality of care allegation involving sexual abuse in out-of-home care, from 1 July 2012 to 30 June 2013

	Number of allegations	%
Adult friend/relative	95	19.8
Adult household member	30	6.2
Carer	104	21.6
Other child/young person	146	30.4
Parent	11	2.3
Person working with children	16	3.3
Sibling	62	12.9
Stranger	6	1.2
Not recorded	11	2.3

Source: New South Wales child protection data

Total allegations of child sexual abuse in government schools

The New South Wales Department of Education and Training collected data concerning allegations of inappropriate sexual misconduct by a teacher or non-teaching staff member committed against a student in New South Wales government educational institutions. A reported allegation could include multiple student victims who were the subject of the alleged abuse. Details of the student victim(s), alleged offenders, outcomes (that is, whether the allegation was substantiated) and actions taken were manually coded based on a free-text description in the data. Data was not recorded regarding any student-to-student sexual assault that occurred in an educational location.

In 2008–13, there were a total of **594** allegations of inappropriate sexual misconduct involving an employee at a government educational institution against a student victim; an average of 119 allegations per year (see Table 7.9).⁵⁷ The number reported per year rose from 106 in 2008–09 to 122 in 2010–11, and remained steady to 2012–13.

Characteristics of these 594 allegations indicated that:

- 53% involved a single victim, 43% involved multiple victims⁵⁸ and 4% did not involve a specific victim (for example, cases of accessing child pornography)
- 27% involved a male victim and 59% involved a female victim (although gender was not recorded for 13% of allegations, and there was no specific victim for 4%)
- 4% involved a student in kindergarten or years 1–3; 8% were in 4–6; 33% were in 7–10; 26% were in 11–12; 3% were former students; 2% were TAFE students; the year level was not recorded for 29%; and there was no specific victim for 4%
- three-quarters of the alleged offenders were male, 16% were female and gender was not recorded for 10%

⁵⁷ Another 37 allegations were reported in 2008–13 but were excluded as the incidents occurred before the study period (that is, before 2008–09) or reported a previous incident at another location.

⁵⁸ This could involve an entire classroom.

- the most common employee types among alleged offenders were secondary teacher (46%), casual teacher (15%), school administrative and support staff member (9%) and primary teacher (6%)
- claims of misconduct were sustained for 21% of the allegations; claims of ‘some misconduct’ excluding sexual misconduct were sustained for 30% of allegations; misconduct was not sustained for 44% of allegations; an investigation is continuing for 5%; and the outcome was not recorded for 0.5%
- action was taken in almost a third of allegations (30%), including a name being placed on the Not To Be Employed list (16%); police became involved (14%); and conduct was monitored or the subject was issued with a warning (10%).⁵⁹

Table 7.9: Number of allegations of sexual misconduct by a teacher or non-teaching staff member against a student enrolled in a government school, by year reported (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Single victim (n)	63	69	58	66	58	314
Multiple victims (n)	39	43	59	53	61	255
No specific victim (n)	4	4	5	5	7	25
All allegations (n)	106	116	122	124	126	594

Source: New South Wales education department data

⁵⁹ Actions recorded in the free-text description are reported. Additional actions could have been taken but were not recorded.

Section 8

Findings from data – Northern Territory

Key messages

Police data

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. A 'recent allegation' was defined as involving an offence that took place no more than five years before being reported, where the offence was reported between 1 July 2008 and 30 June 2013.

In total in the Northern Territory for the period 1 July 2008 to 30 June 2013, there were 921 allegations of sexual assault against a person who was a minor at the time of the alleged offence. Of the total allegations made in this period, 5.5% involved victims who were an adult (aged 18–55; mean age of 30) when the accusations were reported to police.

Of the 921 reported allegations in the study period, 859 were recent allegations (offences that took place no more than five years before the report) – an average of 172 allegations per year.

The relationships between victims and alleged perpetrators were:

- extrafamilial (other known): 41%
- extrafamilial (stranger): 14%
- intrafamilial: 23%
- not recorded: 19%
- (ex)intimate partner: 3%.

The location of the recent allegations were:

- domestic/private space: 60%
- public space: 33%
- institutional location: 5.0%
- commercial space – closed to public: 2.0%
- not recorded: 1%.

Institutional location is a conservative indicator of reported abuse; it excludes some key locations of interest (such as out-of-home care, and sporting and recreational groups) and abuse by a person known through an institution but perpetrated in other locations. It may also include some cases that are not institutional child sexual abuse (such as sexual assault by a stranger on school grounds after hours).

The indicator that combines extrafamilial (other known) perpetrators and institutional location is the most specific, in that it is unlikely to comprise non-institutional child sexual abuse. However, it is also the most conservative and excludes multiple categories of child sexual abuse in institutional contexts (such as out-of-home care; sporting and recreational

facilities; health facilities; and abuse by a person in authority that takes place in a private home).

Institutional location

During the five-year period, 5.2% of all recent allegations and 6.4% of all child victims were linked to abuse in an institutional location. The vast majority of allegations of child sexual abuse in an institutional location involved an extrafamilial (other known) perpetrator (60%), followed by stranger (5%), not recorded (30%), an (ex)boy/girlfriend (3.0%) or intrafamilial (2.0%).

Institutional location AND extrafamilial (other known) perpetrator

During the five-year period, 3.4% of all allegations involved an institutional setting where the relationship of the victim to the perpetrator was extrafamilial (other known).

Victim gender

There was a consistent trend in relation to victim gender: substantially more females reported experiencing child sexual abuse in any location and perpetrated by anybody (approximately 80% vs 20% for males). However, the proportion of children changed as the indicator for child sexual abuse in an institutional context became more specific.

For allegations involving boys, the proportion in each of the following indicators was:

- 51.2% extrafamilial (other known) (i.e. compared to all other relationships)
- 12.2% institutional location
- 4.7% extrafamilial (other known) AND institutional location.

For allegations involving girls, the proportion in each of the following indicators was:

- 38.9% extrafamilial (other known)
- 4.1% institutional location
- 2.9% extrafamilial (other known) and institutional location.

Age of victim

The age profile for victims followed the same pattern for each of the indicators (extrafamilial (other known); institutional location; and institutional location AND extrafamilial (other known): the majority were aged 10–14, followed by 15–17 and 5–9). However, the proportion that fell into the 10–14 age group varied across the three indicators: extrafamilial (other known) (42%); institutional location (49%); and institutional location AND extrafamilial (other known) (45%).

Characteristics of perpetrator

Perpetrators were mostly male (approximately 95%), regardless of the relationship of the victim to the perpetrator, or the location of the offence.

The proportion of young perpetrators (those aged under 18) was quite substantial: extrafamilial (other known) (36%); institutional location (76%); and institutional location and extrafamilial (other known) (73%).

Characteristics of allegation

A similar proportion of victims in allegations of child sexual abuse that occurred in an institutional setting and where the relationship of the victim to the perpetrator was extrafamilial (other known) reported to the police within six months of the alleged offence, compared with all recent allegations (97% within six months, vs 94%).

Working with Children Checks

Northern Territory Working with Children Check data regarding revocations and suspensions was a very small sample and is not suitable for generalising to other jurisdictions.

Safety in care

For the period 2012–13, child protection services received a total of 48 quality of care allegations pertaining to an allegation of sexual abuse against a child in out-of-home care. This is a rate of 14 per 1,000 children in out-of-home care as at 30 June 2013. The alleged victims were mostly female (67%) and mostly children aged 5–9 (50%); 71% were Aboriginal or Torres Strait Islander children. Of the 48 quality of care allegations, 34 reported the child's carer as the most common person believed to be responsible (29.4% reported a foster carer) followed by another child or young person (23.5%). The allegations of sexual abuse were substantiated in 8% of the cases; of these substantiated cases, 50% of children were placed in other care arrangements and 40% remained in the same care arrangement.

Child sexual abuse in government education

No data regarding allegations of sexual misconduct in government schools is available for this study.

The data

Northern Territory data was extracted from:

- police, regarding reported child sexual abuse allegations for the period 1 July 2008 to 30 June 2013
- the body administering Working with Children Checks, regarding applications denied, revoked or suspended for the same period
- child protection services, regarding reported sexual abuse in out-of-home care for the same period.

The researchers were able to extract police and child protection data in unit record form, the unit of record being individual allegations rather than individuals. The extracted police data did not identify unique victims or unique offenders across all allegations, so it is not possible to report the findings by the number of victims and offenders.⁶⁰ See Section 4 for details of specific fields extracted from each database.

⁶⁰ The same victim or the same offence may be reported in multiple allegations.

The results presented here are from allegations reported between 1 July 2008 and 30 June 2013. The results are summarised below, and tables presenting greater detail are included in Appendix 8.1. Throughout the report, where comparisons are made between all recent allegations and an indicator (such as institutional location), ‘all recent allegations’ includes those that involved an institutional location.

Results

Police data

Total allegations

In total, between 1 July 2008 and 30 June 2013, there were **921** allegations of sexual assault against a person who was a minor at the time of the alleged offence; an average of 184 allegations per year (see Table 8.1).

Table 8.1: Number of allegations of child sexual abuse reported to police, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations (n)	219	203	200	132	167	921

Source: Northern Territory Police data

The total number of allegations reported was lower in 2011–12 and 2012–13. An allegation of child sexual abuse could be reported to the police by an adult survivor of child sexual abuse that occurred many years ago; the longest delay involved child sexual abuse alleged to have occurred in the 1960s.⁶¹ Of the total allegations made for the period 2008–13, 5.5% involved victims who were an adult (aged 18–55; mean of 30) at the time the accusations were reported to police.⁶²

The purpose of this study was to use existing administrative data to estimate the extent of child sexual abuse occurring in institutions in the ‘present day’, based on records for recent allegations. Therefore, the analysis focuses on recent allegations of child sexual abuse rather than using data from all reported allegations in the study period. Recent allegations were those where the offence took place no more than five years before the report, and where the offence was reported between 1 July 2008 and 30 June 2013. Past allegations were those reported more than five years after the child sexual abuse began (that is, in 2007 or earlier).

Of the 921 reported allegations in the study period:

- 859 (93%) were recent allegations
- 62 (7%) were past allegations, and as such were excluded.

⁶¹ A table of allegations by reported year is not presented for the Northern Territory due to the small numbers in many data cells.

⁶² Further analysis could examine the time between offence and disclosure using the data extracted. While it is acknowledged that this would be relevant to the Royal Commission’s terms of reference, it was not relevant for this study.

Compared to victims of past allegations, victims involved in recent allegations (see Appendix 8.1, Table 8.1.1) were:

- more likely to be female (recent to past: 86% vs 74%)
- more likely to be older when the alleged child sexual abuse began (recent to past: 41% vs 26% were aged 10–14, and 38% vs 8% were 15–17 when the alleged child sexual abuse began)
- less likely to be Indigenous (recent to past: 55% vs 27%).

Fourteen allegations (1.5%) were coded as a child pornography offence (ANZSOC code 0322). These allegations were included in the analysis because the type of child pornography offence was not clear; it could involve the production of pornographic material using children or the display of pornographic material to a child, rather than the possession or distribution of child pornographic material.⁶³

All subsequent police data reported in this section relates to recent allegations; in other words, past allegations were excluded from the analysis. From this point forward, when referring to police data, the terms ‘allegation’ and ‘recent allegation’ are used interchangeably.

Recent allegations

A total of **859** recent allegations of child sexual abuse were reported to Northern Territory Police between 1 July 2008 and 30 June 2013 (see Table 8.2). This is an average of 172 allegations per year. The number of recent allegations reported per year declined in 2011–12 and remained relatively lower in 2012–13 compared to the other three years studied.

Of the 859 reported recent allegations during the period, 634 (74%) could be linked to details of the alleged perpetrator(s). A small number reported multiple perpetrators (4.3%; 27 allegations).

The following analysis was based on these 859 recent allegations.

⁶³ A greater description of the offence type (other than ANZSOC) is not included in the extracted data.

Table 8.2: Number of recent allegations of child sexual abuse reported to police, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Males (n)	26	28	11	15	43	123
Females (n)	184	162	173	105	112	736
All children (n)	210	190	184	120	155	859

All children includes those whose gender was not recorded.

Source: Northern Territory Police data

Indicators for child sexual abuse occurring in an institutional context

The researchers used Northern Territory Police data to create indicators for:

- relationship of perpetrator to victim: extrafamilial (other known)
- location of abuse: institutional location
- institutional location AND extrafamilial (other known).

Relationship of perpetrator to victim

To identify allegations that potentially involved an offender from an institution, the researchers categorised the broad range of relationships of victims to alleged offenders (as recorded in police data) into five relationship groups⁶⁴: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); stranger; and relationship not recorded.

Relationships categorised as extrafamilial (other known) included perpetrators known to victims through professional or institutional associations (such as teachers and Scout leaders). However, this category could also include a neighbour or friend of the family. The research team acknowledged that child sexual abuse perpetrated by a stranger could have occurred in an institutional context, but believed this would be a minority pattern for abuse perpetrated by these offender groups. Note that in 19% of cases, the relationship of perpetrator to victim was not recorded (that is, the data was missing). Using the categories available in Northern Territory Police data, it was not possible to develop a category for relationship of perpetrator to victim specific to abuse occurring in an institutional context.

In summary, extrafamilial (other known) is the best available indicator of abuse in an institutional location based on information about the relationship of perpetrator to victim as recorded in Northern Territory Police data. However, this indicator could represent an inflated estimate of reported child sexual abuse in institutional contexts, so it is not recommended as an indicator. Analyses performed using this indicator are outlined below only to enable the examination of trends within and across jurisdictions.

The greatest proportion of offences reported to police were committed by an extrafamilial (other known) perpetrator (see Figure 8.1).

⁶⁴ See Table 8.1.2 in Appendix 8.1 for categories of reported relationship of perpetrator to victim.

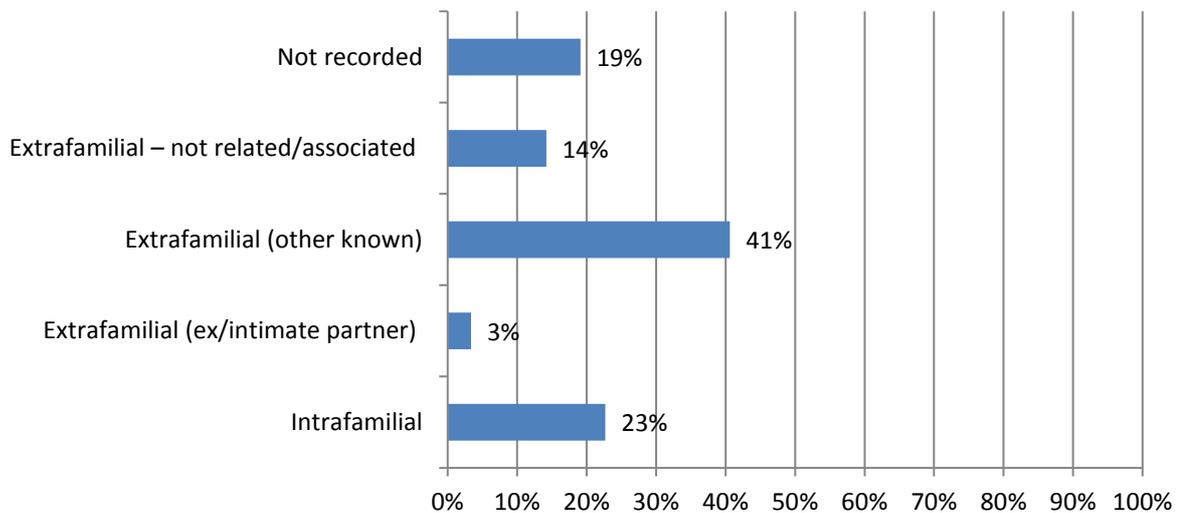


Figure 8.1. Relationship of perpetrator to victim for recent allegations of child sexual abuse reported to police, from 1 July 2008 to 30 June 2013

Between 1 July 2008 and 30 June 2013, there were **349** allegations of child sexual abuse in which the victim’s relationship to the perpetrator was extrafamilial (other known) (see Table 8.3) – an average of 70 allegations per year. The number of allegations where the victim’s relationship to the perpetrator was extrafamilial (other known) remained relatively stable in 2008–13. Most of the allegations categorised as extrafamilial (other known) reported the relationship as known non-family – other (91%). In 5% of allegations, the relationship was categorised as known non-family – not ex-partner and in 3% as resides together (see Appendix 8.1, Table 8.1.3).

During the five-year period, the data showed that for 41% of all allegations, the victim’s relationship to the offender was extrafamilial (other known).

Extrafamilial (other known) perpetrator and gender of victim

Substantially more females than males were reported as experiencing child sexual abuse committed by an extrafamilial (other known) perpetrator (n=286 vs n=63; 82% vs 18%). However, the proportion of children abused by an extrafamilial (other known) perpetrator compared to other perpetrators was higher for boys (51% vs 39% for all allegations). The percentages for males increased in 2010–11 but were relatively stable over the other four years, while for females these figures increased both in 2010–11 and 2011–12.

Table 8.3: Number of recent allegations of child sexual abuse with an extrafamilial (other known) relationship of perpetrator to victim, by year reported to police, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse with extrafamilial (other known) relationship to perpetrator (n)						
Males	14	14	7	7	21	63
Females	65	50	68	50	53	286
All children	79	64	75	57	74	349
Percentage of all recent allegations (%)						
Males	53.8	50.0	63.6	46.7	48.8	51.2
Females	35.3	30.9	39.3	47.6	47.3	38.9
All allegations	37.6	33.7	40.8	47.5	47.7	40.6

All children includes those whose gender was not recorded.

Source: Northern Territory Police data

Extrafamilial (other known) perpetrator and age of victim

The greatest proportion of victims alleged to have been abused by an extrafamilial (other known) perpetrator were aged 10–14 (42%), followed by 15–17 (40%) and 5–9 (15%) (see Appendix 8.1, Table 8.1.4). The age profile of victims alleged to have been abused in an institutional setting was comparable to the age profile of victims in all allegations.

Extrafamilial (other known) perpetrator and characteristics of allegation

Eight per cent of recent allegations involving an extrafamilial (other known) relationship of perpetrator to victim were linked to an institutional location. Most allegations in this group involved a domestic/private space (63%), and a further 26% involved a public space. Compared to all recent allegations, those involving an extrafamilial (other known) relationship (see Appendix 8.1, Table 8.1.4) were:

- more likely to include a male victim (18% vs 14%)
- less likely to include an Indigenous victim (52% vs 55%)
- reported to the police within a similar time period (95% within six months, vs 94%)
- likely to have a similar offence profile
- more likely to involve an institutional location (8% vs 5%).

Extrafamilial (other known) perpetrator and characteristics of perpetrator

Information pertaining to the offender was recorded for **289** of the allegations (83%) that involved an extrafamilial (other known) relationship. Compared to the demographics of all offenders involved in recent allegations of child sexual abuse, allegations involving an extrafamilial (other known) relationship (see Appendix 8.1, Table 8.1.5)⁶⁵ were:

⁶⁵ Perpetrator percentages are the valid percentage; that is, they exclude allegations where no perpetrator was recorded.

- as likely to involve a male perpetrator (95% vs 96% for all recent allegations)
- likely to involve a perpetrator with a similar age profile, but who was slightly younger at the start of the earliest alleged abuse (36% aged under 18 years, vs 31% for all recent allegations)
- less likely to involve an Indigenous perpetrator (45% vs 55%).

Location of abuse – institutional location

To identify allegations of incidents that potentially occurred at an institution, the researchers categorised the broad range of locations of alleged abuse recorded in police data into six groups⁶⁶: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not recorded.

When some locations are categorised as an institutional location (such as a school or church), this provides a relatively reliable indicator that the cases included in that category were ‘institutional abuse’. This category includes key institutional locations where children have been reported to experience child sexual abuse (such as educational premises, police stations, prisons and religious premises). However, it also excludes many institutional contexts, such as health services and abuse perpetrated by a coach at a public swimming pool. Furthermore, this category would exclude abuse perpetrated by a person known to victims through an institution (such as a teacher or Scout leader), as well as alleged abuse that occurred in a location other than the institution (such as in a private or public space).

The majority of allegations reported to police were perpetrated in a domestic/private space (see Figure 8.2).

For the period 1 July 2008 to 30 June 2013, **45** recent allegations of child sexual abuse were categorised as involving an institutional location (see Table 8.4)⁶⁷; an average of nine allegations per year. The number of allegations per year involving an institutional location remained relatively stable across the 2008–13 period. The majority of these allegations involved a school (78%) (see Appendix 8.1, Table 8.1.7). During the five-year period, 5.2% of all recent allegations involved abuse in an institutional location. This percentage increased for all children in 2010–11, and remained higher throughout the study period.

⁶⁶ See Table 8.1.6 in Appendix 8.1 for categories of reported locations of alleged child sexual abuse.

⁶⁷ Caution should be used when interpreting results in this section, due to the small total number of allegations.

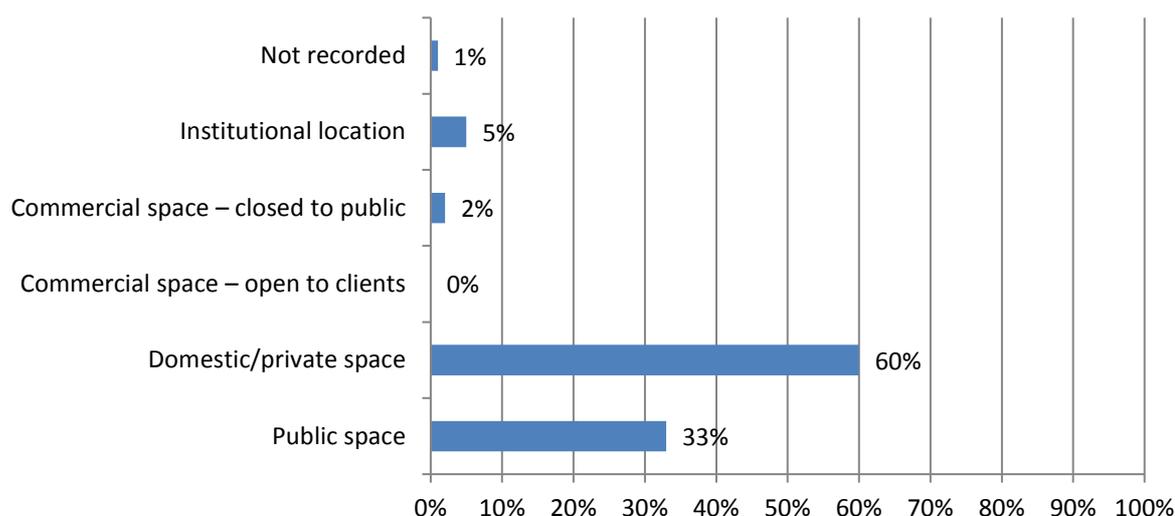


Figure 8.2. Recent allegations of child sexual abuse reported to police, by location of incident, from 1 July 2008 to 30 June 2013

Table 8.4: Number of recent allegations of child sexual abuse in an institutional location, by year reported to police, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location (n)						
Males	1	2	1	5	6	15
Females	7	3	11	4	5	30
All children	8	5	12	9	11	45
Percentage of all allegations (%)						
Males	3.8	7.1	9.1	33.3	14.0	12.2
Females	3.8	1.9	6.4	3.8	4.5	4.1
All children	3.8	2.6	6.5	7.5	7.1	5.2

All children includes those whose gender was not recorded.

Source: Northern Territory Police data

Institutional location and gender of victim

Substantially more females than males were reported as having experienced child sexual abuse in an institutional location (n=30 vs n=15; 67% vs 33%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys (12% vs 4%). Furthermore, the proportion of all recent allegations of offences that involved an institutional location and a male victim showed a marked increase in 2011–2012, while an increase in 2010–11 was recorded for female victims.

Table 8.5: Characteristics of recent allegations of child sexual abuse at an institutional location, reported to police from 1 July 2008 to 30 June 2013

	Allegations of abuse at an institutional location		All allegations	
	n	%	n	%
Gender				
Male	15	33.3	123	14.3
Female	30	66.7	736	85.7
Not recorded	0	0.0	0	0.0
Age at start of alleged abuse (earliest allegation if multiple)				
Under 2	0	0.0	1	0.1
2–4	0	0.0	31	3.6
5–9	8	17.8	141	16.4
10–14	22	48.9	348	40.5
15–17	15	33.3	329	38.3
Not recorded	0	0.0	9	1.0
Cultural background				
Indigenous	23	51.1	473	55.1
Non-Indigenous	18	40.0	324	37.7
Not recorded	4	8.9	62	7.2

Source: Northern Territory Police Data

Institutional location and age of victim

The majority of victims alleged to have been abused in an institutional location were aged 10–14 (49%), followed by 15–17 (33%) and 5–9 (18%). Victims alleged to have been abused in an institutional location were slightly more likely to be aged 10–14 than victims of all allegations (49% vs 41%).

Institutional location and characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional location (see Appendix 8.1, Table 8.1.8) were:

- slightly more likely to be reported to the police within a similar time period (96% within six months, compared to 94% for all allegations)
- more likely to involve a non-aggravated sexual assault offence (35% vs 8%)
- less likely to involve an aggravated sexual assault offence (54% vs 84%)
- more likely to have an extrafamilial (other known) relationship of perpetrator to victim (64% vs 41%).

Institutional location and characteristics of perpetrator

Information pertaining to the offender was recorded for more than three-quarters of the allegations of abuse occurring in an institutional location (82%; 37 allegations).

Compared to all recent allegations, those where the location of the abuse was institutional (see Appendix 8.1, Table 8.1.9)⁶⁸ were:

- less likely to have involved a male perpetrator (84% vs 96%)
- more likely to have involved a younger perpetrator, especially a perpetrator who was aged under 18 at the start of the earliest alleged abuse (76% aged under 18, compared to 31% for all allegations)
- more likely to have involved an Indigenous perpetrator (62% vs 55%).

Relationship of perpetrator to victim and location of abuse indicators

Between 1 July 2008 and 30 June 2013, **29** recent allegations involved an institutional location where the relationship of the victim to perpetrator was extrafamilial (other known).^{69,70} This is an average of 5.8 allegations per year, 12 of which included a male victim and 17 of which included a female victim. During the five-year period, 3.4% of all allegations referred to abuse in an institutional location where the relationship of the victim to perpetrator was extrafamilial (other known).

Given the low population rate in the Northern Territory, data in this section should be interpreted with caution.

Compared to males, females were more likely to have experienced child sexual abuse committed by an extrafamilial (other known) perpetrator in an institutional location (n=17 vs n=12; 59% vs 41%).

The greatest proportion of victims alleged to have been abused in an institutional location were those aged 10–14 (45%), followed by 15–17 (41%) and 5–9 (14%).

Compared to all recent allegations, those involving child sexual abuse in an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known) (see Appendix 8.1, Table 8.1.10) were:

- as likely to have involved an Indigenous victim (59% vs 55%)
- reported to the police within a similar time period (97% reported within six months, compared to 94%)
- were much more likely to involve a non-aggravated sexual assault (45% vs 8%)
- were less likely to involve an aggravated sexual assault (55% to 84%).

Information pertaining to the offender was recorded for almost all (90%) of the allegations involving an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known) (26 allegations).

⁶⁸ Perpetrator percentages are the valid percent; that is, they exclude allegations where no perpetrator was recorded.

⁶⁹ Caution should be used when interpreting results in the section due to the small total number of allegations in the group.

⁷⁰ Single year data is not presented due to the small cell size (less than 10).

Compared to all recent allegations, those involving abuse in an institutional location and where the relationship of perpetrator to victim was extrafamilial (other known) (see Appendix 8.1, Table 8.1.11) were:

- less likely to have involved a male perpetrator (77% vs 96%)
- more likely to have involved a younger perpetrator, especially one who was aged under 18 at the start of the earliest alleged abuse (73% aged under 18, compared to 31% for all recent allegations)
- about as likely to have involved an Indigenous perpetrator (58% vs 55%).

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, regardless of whether the relationship of the perpetrator to the victim was intrafamilial or extrafamilial. Police data is useful for developing population estimates; however, as noted above, due to limitations in the way this data is recorded, the estimates lack specificity in helping to understand the extent of child sexual abuse occurring in institutional contexts. The following section explores indicators of child sexual abuse using data from specific contexts, reflecting different subpopulations of children. This includes data relating to:

- people working with children
- children in out-of-home care
- children in government education (primary and secondary schools).

The population of persons working with children

In the Northern Territory, individuals are required to apply for and be granted an authority to work with children (a Working with Children Check, referred to as an 'Ochre card') before commencing in a paid or volunteer role in a child-related employment setting. Once approved the check is valid for two years, but it may be suspended or revoked if, during its usual monitoring, the body administering the Working with Children Check is notified of an allegation of misconduct, a police charge and so on. The Ochre card system was introduced in September 2010.

SAFE NT, which administers the territory's Working with Children Check scheme, issued 89,669 Working with Children Check cards in the 2010–13 period^{71,72} (see Table 8.6). Over half (56%) of the card issues in 2012–13 were renewals.

⁷¹ Note that the total number of Working with Children Checks issued for the period is the summed total of the Working with Children Checks issued in each year of the period. Some individuals will be included twice in the period if they applied for and were issued a card that expired and was renewed within the period.

⁷² Note that while a person may have a current Working with Children Check, they may have ceased to work with children.

Table 8.6: Number of Working with Children Checks (Ochre cards) issued

	Checks issued
2010–11	35,888
2011–12	18,863
2012–13	34,918

Source: 2012–13: NT Police, Fire and Emergency Services Annual Report. Retrieved from www.pfes.nt.gov.au/~media/Files/Forms_Licences_Permits_Publications/Triservice/Annual_reports/131018-2013-pfes-annual-report.ashx

In 2010–13, **13** applications for a Working with Children Check were denied⁷³ for a disqualifying offence, and **34** were denied due to unacceptable risk. The number of denials increased considerably in 2012–13 (see Table 8.7). Almost all of the denied applications were for males (98%) and the average applicant age was 42 (ranging from 18 to 73).

Twelve approved checks were revoked or suspended⁷⁴ (see Table 8.7); this represents a fraction of cards issued. The reasons cards were revoked or suspended were: three for child sex offences, three for neglect of children in their care, one for child abuse not defined, and one for possessing child pornography.⁷⁵ Other reasons included violent offences (two cards), sexual offences (one card), and drug and violent offences (one card). Most of the 12 people whose cards were revoked or suspended were males (95%) and their average age when revoked or suspended was 40 (ranging from 19 to 67). Northern Territory data regarding revocations and suspensions was compiled through a case file review of the 12 files involved and are therefore highly valid, but due to the small sample size caution should be taken in generalising the findings.

Table 8.7: Number of Working with Children Check applications denied, revoked or suspended, by year denied, revoked or suspended (2010–13)

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Denied (n)			1	7	39	47
Revoked or suspended (n)			3	1	8	12

Source: Northern Territory Working with Children Checks data

Total allegations of child sexual abuse reported in out-of-home care

Two sources of data were available pertaining to safety in care, namely:

- the Report on Government Services, on ‘children in care experiencing substantiation where the person responsible was believed to be living in the household’

⁷³ Note that a Working with Children Check card may have been denied for reasons other than child sexual abuse offences, and the offence(s) relating to the denial may have occurred many years prior. For this reason, card denials are not a relevant indicator of recent child sexual abuse perpetrated by people working with children.

⁷⁴ One person’s card was suspended and 11 were revoked.

⁷⁵ The reasons were coded from a free-text description of the allegation.

- child protection services data, which includes data on alleged sexual abuse against children in out-of-home care (quality of care allegations).

Report on Government Services

Results from the *Report on Government Services 2013* indicate that in 2011–12, 3.7% of children in out-of-home care were the subject of a substantiated notification to child protection services.⁷⁶ Results identifying the number of children in out-of-home care who experienced substantiated abuse (all types of abuse, not just sexual abuse) each year by a person responsible and believed to be living in household is not available for the Northern Territory.⁷⁷

Quality of care allegations

Child protection services collect and maintain records of allegations of abuse and neglect (including sexual abuse) of children in out-of-home care. This is referred to as a quality of care allegation. The number of new placements in out-of-home care varied across the 2008–13 period, dropping from a high of 455 in 2011–12 to a low of 364 in 2012–13 (see Table 8.8). The number of children in out-of-home care as at 30 June increased from 555 on 30 June 2009 to 816 as at 30 June 2013 (a total increase of 47% and an average annual increase of 8.0%).

Table 8.8: Number of children admitted into out-of-home care and children in out-of-home care as at 30 June, year by year (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13
Placements in out-of-home care started¹ (n)	412	445	379	455	364
Children in out-of-home care as at 30 June (n)	555	659	715	779	816

1. This counts the number of placements started rather than children. If a child has more than one placement that started in the period, then each placement would be counted separately.

Source: Northern Territory child protection data

For the period 2011–13, a total of **48** quality of care allegations (involving alleged sexual abuse of **47** children) were reported to child protection services, each pertaining to an allegation of sexual abuse against a child in out-of-home care; an average of 10 allegations per year. This is an average rate of 14 per 1,000 children in out-of-home care as at 30 June.⁷⁸

Characteristics of the child victims in out-of-home care reported in the 48 quality of care allegations indicate that:

- two-thirds involved female victims (67%)

⁷⁶ *Report on Government Services 2013* (Table 15A27). Only results from 2011–12 are available.

⁷⁷ *Report on Government Services 2013* (Table 15A26). The Northern Territory could not provide data for this indicator.

⁷⁸ Average of rate per year across the five-year period.

- half (50%) included children aged 5–9 at the time of the report, a quarter (27%) were aged 10–14, 13% were 15–17 and 10% were under five
- 71% involved Aboriginal or Torres Strait Islander children.

The relationship of the person believed responsible was reported in 71% of the quality of care allegations (34 allegations). The child’s carer was most commonly believed responsible (44% were foster or kinship carers) (see Table 8.9).

Table 8.9: Person believed responsible in quality of care allegations of sexual abuse for children in out-of-home care (2008–13)

	Number of allegations	%
Boyfriend	2	5.9
Foster carer	10	29.4
Foster carer’s partner	1	2.9
Foster carer’s son	3	8.8
Kinship carer	5	14.7
Other child in care	8	23.5
Residential care worker	5	14.7
Total – allegations	34	

Source: Northern Territory child protection data

Characteristics of the outcome of the allegation indicate that:

- half (52%) were investigated
- abuse was substantiated for 8%
- when the case was closed, half of the children involved were placed in other care arrangements (50%), 40% remained in the same care arrangement and 10% left the Northern Territory.

Total allegations of child sexual abuse in government schools

Government education departments collected data concerning allegations of sexual abuse by a staff member, sexual misconduct by a staff member, and sexual misconduct by a student in government schools.

No data was available for this study to report on allegations of sexual misconduct in government schools.

Section 9

Findings from data – Queensland

Key messages

Police data

The extracted Queensland Police data was based on accusations of child sexual abuse that began between 1 July 2008 and 30 June 2013, rather than accusations reported during this period. That is, the extracted data did not include accusations reported in 2008–13 that began before 1 July 2008. This means there is no available figure for past allegations, the number of recent allegations is not comparable to other jurisdictions, and the latter is likely to be underestimated compared to other jurisdictions

Between 1 July 2008 and 30 June 2013, a total of 11,307 recent allegations of child sexual abuse were reported to Queensland Police, and these involved 9,906 unique child victims. This is an average of 2,261 allegations per year. An average rate of 31.6 per 10,000 female children and 7.5 per 10,000 male children were reported victims in recent allegations of child sexual abuse.

The relationship of perpetrator to victim for recent allegations were:

- extrafamilial (other known): 50%
- intrafamilial: 27%
- not recorded: 16%
- (ex)intimate partner: 7%.

The locations of the recent allegations were:

- domestic/private space: 68%
- public space: 10%
- institutional location: 8%
- commercial space – open to clients: 8%
- not recorded: 6%.

Institutional location is a conservative indicator of reported abuse, as it excludes some key locations of interest (such as out-of-home care, and sporting and recreational groups) and abuse perpetrated by a person known through an institution but which occurs in other locations. It may also include some cases that are not institutional child sexual abuse (such as sexual assault by a stranger on school grounds after hours). The indicator that combines extrafamilial (other known) perpetrators and institutional location is the most specific, in that it is unlikely to comprise non-institutional child sexual abuse. However, it is also the most conservative and excludes multiple categories of child sexual abuse in institutional contexts (such as out-of-home care, sporting and recreational facilities, and abuse by a person in authority that takes place in a private home).

Institutional location

During the five-year period, 8.0% of all recent allegations involved abuse occurring in an institutional location. The vast majority of these allegations of child sexual abuse in an

institutional location involved an extrafamilial (other known) perpetrator (70%), followed by allegations where the relationship of perpetrator to victim was not recorded (16%) or not indicated (missing) (10%), the perpetrator was an (ex)boy/girlfriend (10.5%) and intrafamilial perpetrators (3.4%).

Institutional location AND extrafamilial (other known) perpetrator

During the five-year period, 5.6% of all allegations and 6.3% of all child victims were linked to abuse in an institutional location and where the relationship of the victim to perpetrator was extrafamilial (other known).

Victim gender

There was a consistent trend in relation to victim gender: substantially more females reported experiencing child sexual abuse in any location perpetrated by anybody (approximately 80% compared to 20% of males). However, the proportion of children changed when more specific indicators of child sexual abuse in an institutional context were applied.

For allegations involving boys, the proportion in each of the following indicators was:

- 51.8% were extrafamilial (other known) (i.e. vs. all other relationships)
- 13.4% were in an institutional location
- 8.6% were extrafamilial (other known) AND in an institutional location.

For allegations involving girls, the proportion in each of the following indicators was:

- 52.7% were extrafamilial (other known)
- 6.7% were in an institutional location
- 4.9% were extrafamilial (other known) and in an institutional location.

Age of victim

The greatest proportion of child victims were aged 10–14 for the indicators for extrafamilial (other known) (50%), institutional location (49%), and extrafamilial (other known) AND institutional location (49%).

Characteristics of perpetrator

Perpetrators were mostly male (approximately 95%), regardless of the relationship of perpetrator to victim or the location of the offence.

The proportion of young perpetrators (those aged under 18) was quite substantial: for extrafamilial (other known) this described 50% of perpetrators; for institutional locations, it was 93%; and for the institutional location AND extrafamilial (other known) indicator it was 94%.

Characteristics of allegation

Compared to all recent allegations, those where child sexual abuse occurred in an institutional setting tended to be reported to police sooner: 91% of allegations of child sexual abuse that occurred in an institutional setting where the relationship of the victim to the perpetrator was extrafamilial (other known) were reported to police within six months, compared to 80% for all recent allegations.

Working with Children Checks

In the 2008–13 period, the Queensland Commission for Children and Young People and the Child Guardian (which administers the Working with Children Check scheme in that state) issued 815,429 Working with Children Check cards. Two-thirds of the cards were for females (65%) with a mean age of 39. People issued a card were most commonly employed in churches, clubs and associations (32%); education (27%); child care (20%); and support services (20%).

Of these, 850 people had their approved check cancelled (an average of 170 per year). Fourteen per cent of cards were cancelled over child sex offences (15 per 100,000 cards issued). Most of the people whose Working with Children Check cards were cancelled were males (71%) whose mean age was 35 years when their card was issued. A further 11% of cards were cancelled due to child violence, and 6% were cancelled for child exploitation offences.

Safety in care

Queensland data did not include data on child sexual abuse allegations pertaining to children in out-of-home care.

Child sexual abuse in state education

A total of 255 allegations of sexual misconduct by an employee were reported in 2008–13, an average of 51 allegations per year. Of these:

- 25% involved a male victim and 67% involved a female victim
- 8% involved victims aged 5–9 when the allegation was reported; 27% involved victims aged 10–14; and 27% involved victims aged 15–18
- the majority (80%) of alleged perpetrators were male
- the alleged perpetrators were on average aged 41 when reported.

The data

Queensland administrative data was extracted from:

- police, regarding reported child sexual abuse allegations between 1 July 2008 and 30 June 2013
- the body administering Working with Children Checks, regarding all applications denied or suspended for the same period
- the Department of Education, regarding critical allegations of a sexual nature for the same period.

The researchers extracted data from police, Working with Children Checks and the Department of Education in unit record form. The unit of record was number of allegations rather than number of individuals.

Results

Results presented are from allegations reported in the period from 1 July 2008 to 30 June 2013. Results are summarised below and in tables that present greater detail, included in Appendix 9.1. In comparisons between all recent allegations and an indicator (such as institutional location), 'all recent allegations' includes those that involved an institutional location.

Police data

Total allegations

The research team extracted Queensland Police data based on accusations of child sexual abuse that began between 1 July 2008 and 30 June 2013 rather than accusations reported in this period. That is, the extracted data did not include accusations reported in 2008–13 that related to alleged abuse that began before 1 July 2008. This means the number of past allegations is not available, the number of recent allegations is not comparable to other jurisdictions, and the number of allegations may be underestimated if based on the method used in other jurisdictions.⁷⁹

A small percentage of offences in the recent allegations involved the possession and/or distribution of child pornography (290 allegations, or 2.3% of all offences). These offences were excluded, to enable a focus on estimating the number of child victims rather than the number of perpetrators of child sex offences.

One allegation that recorded a start date after the reported date was excluded from analysis. From this point forward, when referring to Queensland Police data, the terms 'allegation' and 'recent allegation' are interchangeable and do not include offences involving the possession or distribution of child pornography.

⁷⁹ Comparisons between past and recent allegations are not possible with the extracted data.

Recent allegations

For the period 1 July 2008 to 30 June 2013, a total of **11,307** recent allegations of child sexual abuse (not involving possession or distribution of child pornography) were reported to Queensland Police, involving **9,906** unique child victims (see Table 9.1) and an average of 2,261 allegations per year. An average rate of 31.6 per 10,000 female children were reported victims in recent allegations of child sexual abuse, compared to 7.5 per 10,000 male children. Most victims were involved in a single allegation during the period (89.6%). The maximum number of separate allegations reported for any one victim during the five-year study period was 11.

The following analysis was based on these 11,307 recent allegations and 9,906 child victims.

Table 9.1: Number of recent allegations of child sexual abuse and victims in recent allegations of child sexual abuse reported to police, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Alleged victims of child sexual abuse (n)						
Males	326	426	436	406	482	2,022
Females	1,353	1,772	1,677	1,720	1,776	7,872
All children	1,682	2,199	2,116	2,131	2,258	9,906
Allegations of child sexual abuse (n)						
Males	341	448	471	436	503	2,199
Females	1,456	1,932	1,815	1,913	1,980	9,096
All children	1,800	2,381	2,289	2,354	2,483	11,307
Rate per 10,000 children who were alleged victims of child sexual abuse (average rate shown in 2008–13 column)¹						
Males	6.0	7.8	7.9	7.3	8.5	7.5
Females	26.5	34.3	32.1	32.4	32.9	31.6
All children	16.0	20.7	19.7	19.5	20.4	19.3

All children includes those whose gender was not recorded.

1. Population data from the ABS.⁸⁰

Source: Queensland Police data

Of the 11,307 reported allegations during the period, 6,900 (61%) included details of the alleged perpetrator(s). A total of 5,403 perpetrators were identified from these 6,900 reported allegations. Almost all perpetrators were reported in a single allegation during the period (96%) and a maximum of eight allegations per perpetrator was reported. A small number reported multiple perpetrators (2.7%). Note that extracted data did not include the perpetrator's gender.

⁸⁰ Australian Bureau of Statistics, *Australian Demographic Statistics, Jun 2013*, cat no 3101.0, ABS, Canberra, viewed 6 January 2014. Retrieved from www.abs.gov.au/AUSSTATS/abs@.nsf/allprimarymainfeatures/BCDDE4F49C8A3D1ECA257B8F00126F77?opendocument

Indicators for child sexual abuse occurring in an institutional context

The research team used Queensland Police data to formulate indicators for:

- relationship of perpetrator to victim: extrafamilial (other known)
- relationship of perpetrator to victim: duty of care
- location of abuse: institutional location
- institutional location AND extrafamilial (other known).

Relationship of perpetrator to victim

To identify allegations that potentially involved an offender from an institution, the researchers categorised the broad range of relationships of victims to alleged offenders as recorded in police data into five relationship groups⁸¹: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); unknown perpetrator; and relationship not indicated.

Relationships categorised as extrafamilial (other known) would include perpetrators known to victims through professional or institutional associations (such as teachers and Scout leaders). However, the category could also include a neighbour or friend of the family. The research team acknowledged that child sexual abuse perpetrated by a person within the family – with whom the victim had an intimate relationship – and child sexual abuse perpetrated by a stranger could occur in an institutional context, but believed this would be a minority pattern for abuse perpetrated by these offender groups. Note that in 16% of cases the relationship between victim and perpetrator was not recorded (that is, the data was missing) and it was therefore not possible to categorise these allegations.

Queensland Police data included a field where the relationship of perpetrator to victim involved the perpetrator having a duty of care to the victim. In New South Wales, the 'person in authority' situation is recorded as a sub-field within the relationship of perpetrator to victim category and provides an additional and more specific indicator for abuse in an institutional context than the extrafamilial (other known) perpetrator category. In Queensland, duty of care is recorded as an additional dichotomous field: 'Duty of care – yes/no'. Extrafamilial (other known) perpetrators with a duty of care is a potentially additional and more specific indicator for abuse in an institutional context than the extrafamilial (other known) perpetrator category alone.

The relationship of perpetrator to victim for recent allegations in the 2008–13 period are shown in Figure 9.1.

⁸¹ See Table 9.1.1 in Appendix 1 for categories of reported relationship of perpetrator to victim.

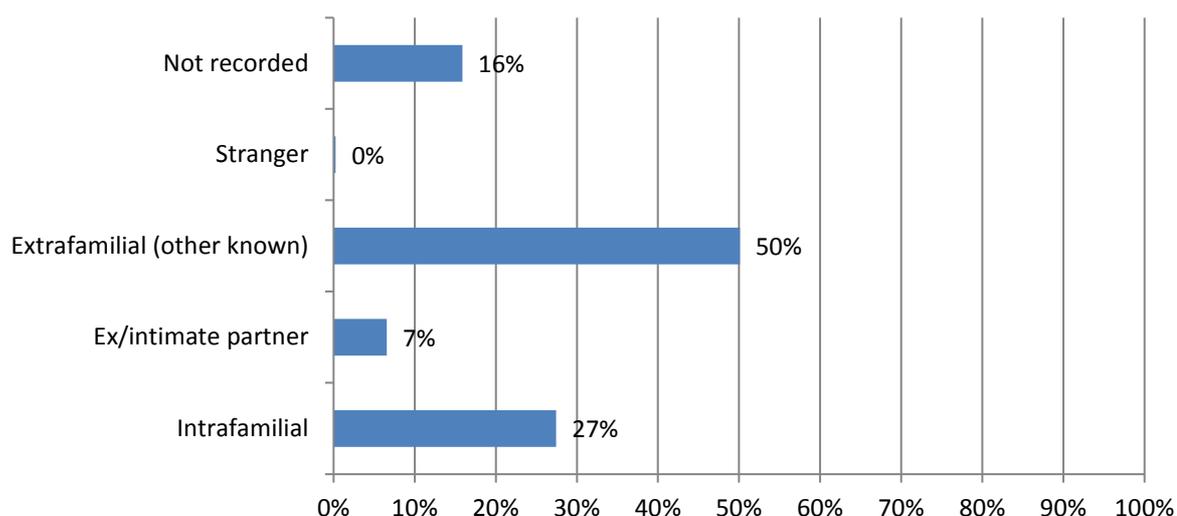


Figure 9.1. Relationship of perpetrator to victim for recent allegations of child sexual abuse reported to police, from 1 July 2008 to 30 June 2013

Relationship of perpetrator to victim: Extrafamilial (other known)

For the period 1 July 2008 to 30 June 2013, there were **5,663** allegations of child sexual abuse in which the victim’s relationship to the perpetrator was extrafamilial (other known). This involved **5,201** unique child victims (see Appendix 9.1, Table 9.1.3) and an average of 1,133 allegations per year. There was no clear trend over time in the number of allegations per year in which the victim’s relationship to the perpetrator was extrafamilial (other known). For most victims who reported a single allegation the relationship of perpetrator to victim was recorded as extrafamilial (other known) (93%). Seven per cent of victims had reported another allegation involving an offender to whom they had a different relationship than extrafamilial (other known). Three-quarters of offences included in allegations categorised as extrafamilial (other known) reported the relationship as an acquaintance (74%) and a quarter were work-related (24%) (see Appendix 9.1, Table 9.1.2).

During the five-year period, 50% of all allegations and 53% of all child victims were linked to abuse in which the relationship of the perpetrator to victim was extrafamilial (other known).

Extrafamilial (other known) perpetrator and gender of victim

Substantially more females were victims of child sexual abuse committed by an extrafamilial (other known) perpetrator (n=4,152 vs n=1,047; 20% vs 80%) (see Table 9.1.4). The proportion of victims abused by an extrafamilial (other known) person compared to other categories of perpetrators was similar for males and females (52% vs 53%).

Extrafamilial (other known) perpetrator and age of victim

Half of victims alleged to have been abused by an extrafamilial (other known) perpetrator were aged 10–14 (50%), followed by 15–17 (26%) and 5–9 (19%). Victims alleged to have been abused in an institutional setting were slightly more likely to be aged 10–14 compared to all allegations (49% vs 46%).

Extrafamilial (other known) perpetrator and characteristics of allegation

Eleven per cent of recent allegations in which the relationship of perpetrator to victim was extrafamilial (other known) involved an institutional location. Most allegations in this group involved a domestic/private space (58%), a further 14% involved a public space and 12% a commercial space – open to clients.

Compared to all recent allegations, those with an extrafamilial (other known) relationship of perpetrator to victim (see Appendix 9.1, Table 9.1.5) were:

- reported to the police sooner (86% within six months, compared to 80% for all allegations)
- more likely to involve a non-aggravated sexual assault offence (5.6% vs 3.8%)
- less likely to involve an aggravated sexual assault offence (87% vs 90%)
- more likely to involve an institutional location (11% vs 8%).

Extrafamilial (other known) perpetrator and their characteristics

Information pertaining to the offender was recorded for **3,387** (60%) of the allegations with an extrafamilial (other known) relationship. A total of **2,773** unique offenders were identified from these allegations, the majority of whom were reported in a single allegation where the relationship to the victim was extrafamilial (other known) (81%). Nine per cent of perpetrators were recorded as being the subject of another allegation in which they had a different relationship to the victim.

Compared to the demographics of all offenders recorded in recent allegations of child sexual abuse, offenders with an extrafamilial (other known) relationship to the victim (see Appendix 9.1, Table 9.1.6) were:

- likely to be the same age at the start of the earliest allegation (50% aged under 18 for both extrafamilial (other known) and all recent allegations)
- roughly just as likely to be Indigenous (25% vs 23%).

Relationship of perpetrator to victim: Perpetrator with a duty of care and extrafamilial (other known)

The Queensland Police data recorded if the relationship of perpetrator to victim involved a duty of care.

Between 1 July 2008 and 30 June 2013, **333** allegations were reported in which the victim's relationship to the perpetrator was extrafamilial (other known). There was a duty of care for **320** of the unique child victims reported in these allegations, or an average of 67 allegations per year (see Table 9.2). More than three quarters (80%) of these victims were female. The number of allegations in which the victim's relationship to the perpetrator was extrafamilial (other known) and there was a duty of care varied across the five years. The number was lower in 2008–09 and 2011–12, and highest in 2012–13. During the five-year period, the data showed that in only 2.9% of all allegations and for 3.2% of all child victims, the relationship of perpetrator to victim was extrafamilial (other known) and there was also a duty of care.

Table 9.2: Number of recent allegations and unique child victims with a relationship to the perpetrator that was extrafamilial (other known) and involved a duty of care, by year reported to police, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse where the relationship to the perpetrator was extrafamilial (other known) and the perpetrator had a duty of care (n)						
Males	11	14	11	16	20	72
Females	39	56	60	42	64	261
All children	50	70	71	58	84	333
Percentage of all allegations (%)						
Males	3.2	3.1	2.3	3.7	4.0	3.3
Females	2.7	2.9	3.3	2.2	3.2	2.9
All children	2.8	2.9	3.1	2.5	3.4	2.9
Unique victims in an allegation where the relationship to the perpetrator was extrafamilial (other known) and there was a duty of care (n)						
Males	10	14	10	14	19	65
Females	39	55	59	41	62	255
All children	49	69	69	55	81	320
Percentage of all victims (%)						
Males	3.1	3.3	2.3	3.4	3.9	3.2
Females	2.9	3.1	3.5	2.4	3.5	3.2
All children	2.9	3.1	3.3	2.6	3.6	3.2

All children includes those whose gender was not recorded.

Source: Queensland Police data

Perpetrator with duty of care and gender of victim

Substantially more females than males were reported as having experienced child sexual abuse perpetrated by a person with a duty of care to the child (n=255 vs n=65; 80% vs 20%). The proportion of allegations involving a person with a duty of care was similar for male and female victims (3.3% vs 2.9% for allegations and 3.2% vs 3.2% for victims). These percentages increased for both males and females from 2008–09 to 2012–13.

Perpetrator with duty of care and age of victim

For the greatest proportion of allegations in which perpetrators had a duty of care, the child victims were aged 10–14 (50.9%), followed by 5–9 (25.3%) and 15–17 (17.2%) (see Appendix 9.1, Table 9.1.7).

Perpetrator with duty of care and characteristics of allegation

The majority of allegations in this group occurred in a domestic/private space (76%). A further 9% were alleged to have happened in a commercial space – open to clients; 5% at a public space; and 5.7% (19) involved an institutional location.

Of the 333 allegations of abuse where relationship of perpetrator to victim was extrafamilial (other known) and where there was a duty of care (see Appendix 9.1, Table 9.1.8):

- three-quarters were reported within six months of the start of the alleged abuse (77%, compared to 80% for all recent allegations)
- almost all involved an aggravated sexual assault (97% compared to 90% of all recent allegations).

Allegations in which duty of care was affirmatively recorded included family members (such as parents) and others who had a duty of care to the child. The field appears to be selected as a prompt as to whether it was necessary to report the allegation to child protection services (see Section 4 for discussion of varying mandatory reporting requirements in each state and territory). Only a very small proportion (n=19; 5.7%) of allegations involving extrafamilial (other known) perpetrators with a duty of care involved an institutional location. This indicator was assessed as not being suitable for developing estimates of child sexual abuse in an institutional context.

Location of abuse – institutional location

To identify allegations of an incident that potentially occurred at an institution, the research team categorised the broad range of locations where reported allegations occurred into six groups⁸²: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not recorded.

When an allegation occurred at an institutional location (such as a school or church), this was a relatively reliable indicator that the allegation involved institutional abuse. The category includes key institutional locations in which children have been reported to experience child sexual abuse, including education institutions, primary schools, secondary schools, university/TAFE, hospitals, medical settings, correctional centres, police premises, military areas and churches. However, the category excludes many other institutional contexts such as abuse perpetrated by a coach at a public swimming pool. Furthermore, it excludes abuse perpetrated by a person known to the victim through an institution (such as a teacher or Scout leader) but which occurred in a location other than the institution (such as in a private or public space).

The locations of offences the subject of recent allegations in 2008–13 are shown in Figure 9.2.

⁸² See Table 9.1.9 in Appendix 9.1 for categories of locations where alleged child sexual abuse took place.

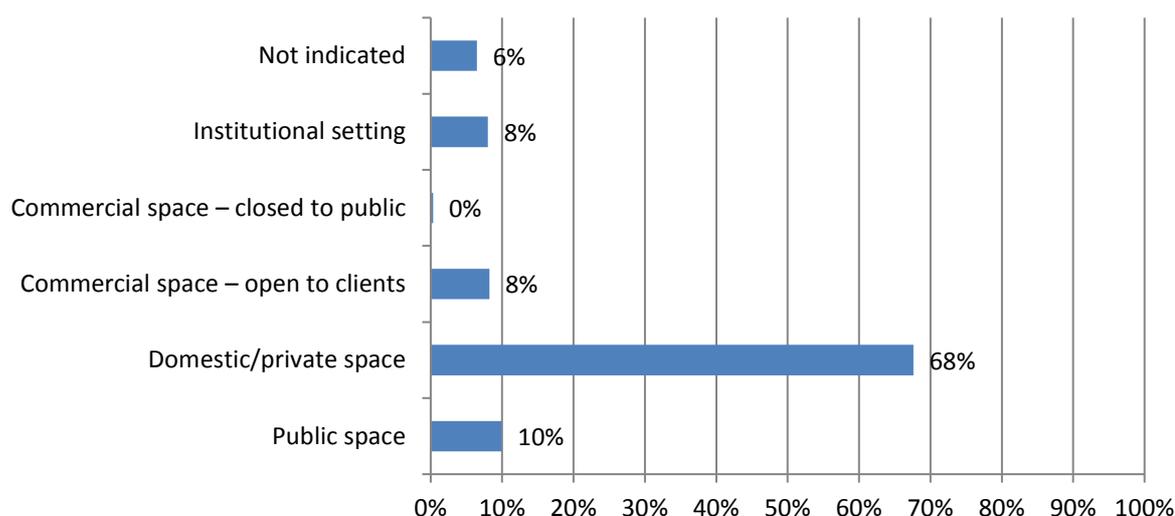


Figure 9.2. Percentage of recent allegations of child sexual abuse reported to police, by location of incident, from 1 July 2008 to 30 June 2013

For the period 1 July 2008 to 30 June 2013, **906** recent allegations of child sexual abuse were categorised as involving an institutional location, and **886** unique child victims were identified (see Table 9.3). This is an average of 181 allegations per year. The number of allegations involving an institutional location was lower in 2010–11, 2011–12 and 2012–13 compared to the other two years of the five-year study period. Most victims of alleged child sexual abuse that occurred at an institutional location had experienced a single incident (79%) and 10% had also been the subject of another allegation not involving an institutional location. The majority of the allegations relating to a potential institutional location involved a school (39% at a primary school, 28% at a secondary school and 28% at an ‘education location’) (see Appendix 9.1, Table 9.1.10). During the five-year period, 8.0% of all recent allegations involved abuse in an institutional location.

Institutional location and gender of victim

Substantially more females than males experienced child sexual abuse in an institutional location (n=597 vs n=287; 67% vs 32%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys (13.4% vs 6.7% for allegations and 14.2% vs 7.6% for victims). Furthermore, the proportion of all recent allegations that involved an institutional location showed a decline from 2008–09 to 2010–11 for males and females, while remaining relatively stable in 2010–11 and 2012–13.

Table 9.3: Number of recent allegations of child sexual abuse and unique child victims of abuse in an institutional location, by year reported to police, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location (n)						
Males	74	68	52	45	56	295
Females	115	176	100	123	95	609
All children	190	244	153	168	151	906
Percentage of all allegations (%)						
Males	21.7	15.2	11.0	10.3	11.1	13.4
Females	7.9	9.1	5.5	6.4	4.8	6.7
All children	10.6	10.2	6.7	7.1	6.1	8.0
Unique victims in allegations of child sexual abuse in an institutional location (n)						
Males	74	66	52	44	56	287
Females	114	174	99	121	94	597
All children	189	240	152	165	150	886
Percentage of all victims (%)						
Males	22.7	15.5	11.9	10.8	11.6	14.2
Females	8.4	9.8	5.9	7.0	5.3	7.6
All children	11.2	10.9	7.2	7.7	6.6	8.9

Source: Queensland Police data

Note: A child could have been the subject of multiple notifications across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

All children includes those whose gender was not recorded.

Institutional location and age of victim

The greatest proportion of victims alleged to have been abused in an institutional location were aged 10–14 (49%) followed by 5–9 (32%) and 15–17 (15%). Victims alleged to have been abused in an institutional location were more likely to be aged 5–9 compared to victims of all other allegations (32% vs 22%).

Institutional location and characteristics of allegation

Compared to all recent allegations, those involving abuse in an institutional location (see Appendix 9.1, Table 9.1.11) were:

- more likely to be reported to the police sooner (92% within six months, compared to 80% of all recent allegations)
- likely to involve a similar profile of offence types
- more likely to have a relationship of perpetrator to victim categorised as extrafamilial (other known) (70% vs 50%).

Table 9.4: Characteristics of victims in recent allegations of child sexual abuse at an institutional location, reported to police from 1 July 2008 to 30 June 2013

	Allegation at an institutional location		All allegations	
	n	%	n	%
Gender				
Males	287	32.4	2,022	20.4
Female	597	67.4	7,872	79.5
Not recorded	2	0.2	12	0.1
Age at start of allegation				
Under 2	1	0.1	56	0.6
2–4	38	4.3	869	8.8
5–9	283	31.9	2,130	21.5
10–14	433	48.9	4,582	46.3
15–17	131	14.8	2,269	22.9
Not recorded	0	0.0	0	0.0
Cultural background				
Indigenous	131	14.8	1,609	16.2
Non-Indigenous	588	66.4	7,287	73.6
Not recorded	167	18.8	1,010	10.2

Source: Queensland Police data

Institutional location and characteristics of perpetrator

Information pertaining to the offender was recorded for three-quarters of the allegations involving an institutional location (70%; 637 allegations). A total of **550** unique offenders were identified from these allegations, the majority of whom were involved in a single allegation at an institutional location (79%), although 10% were reported to be involved in another allegation not at an institutional location.

Compared to all recent allegations, offenders involved in alleged child sexual abuse at an institutional location (see Appendix 9.1, Table 9.1.12) were:

- younger, and especially likely to be aged under 18 at the start of the alleged abuse (93% were aged under 18, compared to 50% for perpetrators of all recent allegations)
- just as likely to be Indigenous (22% vs 23%).

Relationship of perpetrator to victim and location of abuse indicators

Between 1 July 2008 and 30 June 2013, **637** recent allegations involved an institutional location where the relationship of perpetrator to victim was extrafamilial (other known). These allegations involved **623** unique child victims (see Table 9.5), in an average of 127 allegations per year. The number of these allegations was considerably higher in 2009–10 compared to other years in the period. Almost all (98%) of these victims were the subject of a single allegation of abuse that involved an institutional location and where the relationship of perpetrator to victim was extrafamilial (other known). Ten per cent of victims were the subject of another allegation that either involved a different type of location or was perpetrated by a person with a different relationship to the victim.

During the five-year period, 5.6% of all allegations and 6.3% of all child victims were linked to abuse in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known).

Table 9.5: Number of recent allegations of child sexual abuse and unique child victims in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known), by year reported to police, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known) (n)						
Males	34	55	40	22	38	189
Females	83	146	66	94	59	448
All children	117	201	106	116	97	637
Percentage of all allegations (%)						
Males	10.0	12.3	8.5	5.0	7.6	8.6
Females	5.7	7.6	3.6	4.9	3.0	4.9
All children	6.5	8.4	4.6	4.9	3.9	5.6
Unique victims in an allegation of child sexual abuse in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known) (n)						
Males	34	53	40	21	38	183
Females	82	145	65	93	59	440
All children	116	198	105	114	97	623
Percentage of all victims (%)						
Males	10.4	12.4	9.2	5.2	7.9	9.1
Females	6.1	8.2	3.9	5.4	3.3	5.6
All children	6.9	9.0	5.0	5.3	4.3	6.3

Source: Queensland Police data

Note: A child could have been the subject of multiple notifications across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

All children includes those whose gender was not recorded.

Institutional location AND extrafamilial (other known) indicator: Gender of victim

Just over 70% of victims who reported having experienced child sexual abuse in an institutional location were female (n=440). However, only 9.1% of all male victims were abused in an institutional location, and this was only true for 5.6% of female victims. The proportion of allegations that fell into this group was lower in 2010–11, 2011–12 and 2012–13 compared to the other two years in the five-year period studied.

Institutional location AND extrafamilial (other known) indicator: Age of victim

The greatest proportion of victims alleged to have been abused in an institutional location and where the relationship of perpetrator to victim was extrafamilial (other) were aged 10–14 (49%), followed by 5–9 (33%) and 15–17 (15%). Victims alleged to have been abused in an

institutional setting were more likely to be aged 5–9 than were victims involved in all recent allegations (33% vs 23%) (see Appendix 9.1, Table 9.1.13).

Institutional location AND extrafamilial (other known) indicator: Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional location and where the relationship of perpetrator to victim was extrafamilial (other known) (see Appendix 9.1, Table 9.1.14) were:

- more likely to be reported to the police sooner (91% within six months, compared to 80% of all recent allegations)
- more likely to involve a non-aggravated sexual assault (6% vs 4%)
- less likely to involve non-assault sexual offences against a child (0.2% vs 3%).

Institutional location AND extrafamilial (other known) indicator: Characteristics of perpetrator

Information pertaining to the offender was recorded for almost half (47%; 212) of the allegations that involved an institutional location and where the relationship of perpetrator to victim was extrafamilial (other known).

A total of 396 unique offenders were identified from these allegations, the majority (88%) of whom were reported in a single allegation that involved an institutional location and where the relationship was extrafamilial (other known). Fifteen per cent were involved in another allegation that was either linked to a different type of location or a different relationship to the victim.

Compared to all offenders in recent allegations, offenders in an allegation that involved an institutional location and where the relationship to the victim was extrafamilial (other known) were younger – the majority (94%) were aged under 18 at the start of the alleged abuse, compared to 50% in all recent allegations (see Appendix 9.1, Table 9.1.15).

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, intrafamilial and extrafamilial. It is useful for developing population estimates but, as noted above, due to limitations in how the data is recorded, the estimates lack specificity in helping to understand the extent of child sexual abuse occurring in institutional contexts. The following section explores indicators of child sexual abuse using data from specific contexts that reflect different subpopulations of children. This includes data relating to:

- people working with children
- children in out-of-home care
- children in state education (primary and secondary schools).

The population of persons working with children

In Queensland, individuals are required to apply for and be granted an authority to work with children (a Working with Children Check, known as a 'Blue card') before commencing in a paid or volunteer role that will involve unsupervised contact with children. Once approved the check is valid for two years, but it may be suspended or revoked if, during its usual

monitoring, the body administering the Working with Children Check is notified of an allegation of misconduct, a police charge and so on.

In 2008–13, the Queensland Commission for Children and Young People, and the Child Guardian – which administers the Working with Children Check scheme in Queensland – issued 815,429 Blue cards (see Table 9.6).^{83,84,85} Two-thirds of Blue cards were issued to females (65%) who had a mean age of 39 years when their card was issued. The most common area of employment was in churches, clubs and associations (32%); education (27%); child care (20%); and support services (20%).

Table 9.6: Number of Blue cards issued, per year of issue (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Males (n)	81,363	77,766	82,045	83,978	49,961	375,113
Females (n)	157,029	148,648	157,483	157,993	90,086	711,239
Total (n)	238,392	226,414	239,528	241,971	140,047	1,086,352

Source: Queensland Working with Children Checks data

Between 2008 and 2013, **1,468** applications for a Blue card were denied⁸⁶ – an average of 294 per year. During this period, 850 people had their approved card cancelled – an average of 170 per year (see Table 9.7). It is important to note that this represents a fraction of Blue cards issued (104 per 100,000 cards issued during the 2008–13 period). Fourteen per cent of cancelled Blue cards were because of child sex offences (15 per 100,000 cards issued).⁸⁷ Most of the people whose Blue cards were cancelled were males (71%) and their mean age at issue was 35 years. A further 11% of Blue cards were cancelled because of child violence, and 6% were cancelled because of child exploitation offences.

In 2008–13, 351 people had their Blue card suspended – an average of 70 per year (see Table 9.7). It is important to note that this represents a fraction of Blue cards issued (43 per 100,000 cards issued during the 2008–13 period). Sixty-four per cent of suspended Blue cards were due to child sex offences (0.7 per 100,000 cards issued). Most of the people whose cards were suspended were males (96%) and their mean age at issue was 38 years. A further 31% of Blue cards were suspended due to child exploitation offences.

⁸³ Note the sum of the years does not equal the 2008–13 total, as some individuals applied for and were issued a Blue card in multiple years (which then expired and was renewed within the period).

⁸⁴ Note that the total number of Blue cards issued for the period excludes people who applied for and were issued a card before the study period, and is therefore not an indicator of the full population of people working with children.

⁸⁵ Note that while a person may have a current Blue card, they may have ceased to work with children.

⁸⁶ Note that a Blue card may have been denied for reasons other than child sexual abuse offences, and that offence(s) relating to the check being denied may have occurred many years prior. For this reason, Blue card denials are not a relevant indicator of recent child sexual abuse perpetrated by people working with children.

⁸⁷ The classification of offences in relation to a cancellation or suspension was collected for the 2011–12 period (two years only).

Table 9.7: Number of Working with Children Check applications cancelled or suspended, by year cancelled or suspended (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Cancelled (n)	151	156	135	120	288	850
Suspended (n)	82	79	58	57	75	351

Source: Queensland Working with Children Checks data

Total allegations of child sexual abuse in out-of-home care

One source of data was available pertaining to safety in care: the Report on Government Services, which covered the indicator ‘children in care who experienced substantiated abuse, where the person responsible was believed to be living in the household’.

Report on Government Services

Results from the *Report on Government Services 2013* indicate an increase in the number of children in out-of-home care per year who experienced substantiated abuse (all types of abuse, not just sexual) and where the person responsible was believed to be living in the household (see Appendix 9.1, Table 9.1.16). The number of children fulfilling these criteria increased to 316 in 2011–12 from 194 in 2010–11, which represents 3.7% of all children placed in out-of-home care in 2011–12 (an increase from 2.3% in 2010–11 and just under 3% for both 2009–10 and 2008–09).

Results from the report indicate that in 2011–12, 3.7% of children in out-of-home care were the subject of a substantiated notification to child protection services.^{88,89}

Quality of care allegations

Child protection services collect and maintain records of notifications of alleged abuse (including sexual abuse) and neglect involving children in the population, which includes children in out-of-home care. For Queensland, there were no data available able to be extracted on alleged sexual abuse against children in out-of-home care (referred to as a quality of care allegation).

Total allegations of child sexual abuse in government schools

The Queensland Department of Education, Training and Employment collects data regarding allegations that a teacher or non-teaching staff member (an employee) is engaging in or at risk of engaging in alleged inappropriate sexual misconduct against a student(s) in a Queensland government educational institution. A reported allegation could include multiple student victims who were the subject of the alleged abuse. The research team

⁸⁸ *Report on Government Services 2013* (Table 15A27). Only results from 2011–12 are available.

⁸⁹ Queensland’s data comprises matter of concern substantiations, which refer to children in the custody or guardianship of the Chief Executive only where a breach of the standards of care is indicated. Therefore, Queensland’s data is narrower than the scope of the national counting rule and should not be compared to other jurisdictions’ data.

manually encoded the actions taken as a result of these allegations based on a free-text description in the data.⁹⁰ Note the data excludes student-to-student sexual assault.

In 2008–13, a total of **255** allegations of sexual misconduct by an employee were reported (see Table 9.8) – an average of 51 allegations per year.⁹¹ This number declined across the five-year period, from 71 in 2008–09 to 28 in 2012–13 (a total decline of 61% and an average annual decline of 17%). Of these 255 allegations:

- 59% involved a single victim, 31% involved multiple victims and 11% did not involve a specific victim (for example, they involved instances of accessing child pornography or a history of previous allegations)
- 25% involved a male victim and 67% involved a female victim
- 8% involved victims aged 5–9 when the allegation was reported; 27% involved victims aged 10–14; and 27% involved victims aged 15–18 (the age of the victim was not recorded in 42% of cases)⁹²
- over three-quarters of the alleged perpetrators were male (80%) – 20% were female and the perpetrator’s gender was not recorded for 1%
- the average age of the alleged perpetrators when the allegation was reported was 41 years, but ranged from 16 to 69
- misconduct was substantiated for 49% and not substantiated for 47% (an investigation is continuing for 4%)
- half (53%) involved the Crime and Misconduct Commission following the allegation, and 3% involved the police.

Table 9.8: Number of allegations of sexual misconduct by a teacher or non-teaching staff member against a student(s) enrolled in a government school, by year reported (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Single victim (n)	49	40	21	26	14	150
Multiple victims (n)	13	24	13	14	14	78
No specific victim (n)	9	6	6	6	0	27
All allegations (n)	71	70	40	46	28	255

Source: Queensland education data

⁹⁰ Actions recorded in the free-text description were reported. Additional actions could have been taken but were not recorded. In only six allegations (2%) did the free-text description report the type of employee involved.

⁹¹ Another 17 allegations were reported in 2008–13 but were excluded as the allegations occurred before the study period (before 2008–09).

⁹² The age of the victim or alleged perpetrator is not available.

Section 10

Findings from data – South Australia

Key messages

Police data

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. A 'recent allegation' was defined as involving an offence that took place no more than five years before being reported, where the offence was reported between 1 July 2008 and 30 June 2013.

In total in South Australia, 4,915 allegations of sexual assault against a person who was a minor at the time of the alleged offence were reported between 1 July 2008 and 30 June 2013. Of the total allegations made during this period, 23% involved victims who were an adult (aged 18–78; mean age of 34) when the allegations were reported to police.

Of the 4,915 reported allegations, 3,631 (74%) were recent allegations pertaining to **3,030** unique child victims.

This is an average of 983 allegations per year. An average rate of 30.6 per 10,000 female children and 5.9 per 10,000 male children were reported victims in recent allegations of child sexual abuse.

The relationship of perpetrator to victims in recent allegations were:

- extrafamilial (other known): 47%
- extrafamilial (stranger): 11%
- intrafamilial: 24%
- relationship not recorded: 8%
- extrafamilial ((ex)intimate partner): 10%.

The locations of the recent allegations were:

- domestic/private space: 72%
- public space: 16%
- institutional location: 7.0%
- commercial space – open to clients: 3.0%
- commercial space – closed to public: 1.0%
- not recorded: 3.0%

The allegation occurring in an institutional location is a conservative indicator for reported abuse, as it excludes some key locations of interest (such as out-of-home care, and sporting and recreational groups) and abuse perpetrated by a person known through an institution but which occurs in another location. It may also include some cases that are not child sexual abuse in an institutional context (such as sexual assault by a stranger on school

grounds after hours).

The indicator that combines extrafamilial (other known) perpetrators and institutional location is the most specific, in that it is unlikely to include non-institutional child sexual abuse. However, it is also the most conservative and excludes multiple categories of child sexual abuse in institutional contexts (such as out-of-home care; sporting and recreational facilities; and abuse by a person in authority that takes place in a private home).

Institutional location

During the five-year period, 6.6% of all recent allegations and 7.5% of all child victims were linked to alleged offences in an institutional location. The greatest proportion of offences of child sexual abuse in an institutional location were committed by an extrafamilial (other known) perpetrator (78%), followed by allegations where the relationship of perpetrator to victim was not recorded (11%), extrafamilial (not related/associated) perpetrators (6%); (ex)boy/girlfriend (3%), and intrafamilial (3%).

Institutional location AND extrafamilial (other known) perpetrator

During the five-year period, the data showed that 5.1% of all allegations and 5.9% of all child victims were linked to abuse in an institutional setting where the relationship of the victim to the perpetrator was extrafamilial (other known).

Victim gender

There was a consistent trend in relation to victim gender: substantially more females than males were reported as experiencing child sexual abuse in any location perpetrated by anybody (approximately 80% vs 20%). However, the proportion of children changed the more specific the indicator was for child sexual abuse in an institutional context.

For allegations involving boys, the proportion in each of the following indicators was:

- 54.2% extrafamilial (other known) (i.e. vs. all other relationships)
- 8.8% institutional location
- 6.6% extrafamilial (other known) and institutional location.

For allegations involving girls, the proportion in each of the following indicators was:

- 45.9% extrafamilial (other known)
- 6.1% institutional location
- 4.8% extrafamilial (other known) AND institutional location.

Age of victim

The age profile for victims followed the same pattern for each of the indicators assessed: the majority of victims were aged 10–14, followed by 15–17 and 5–9. The proportion that fell into the 10–14 group was relatively stable across the three indicators: extrafamilial (other known) (43%); institutional location (45%); and institutional location AND extrafamilial (other known) (48%).

Characteristics of perpetrator

Information pertaining to perpetrators of allegations that involved an institutional location and where the relationship of the victim to perpetrator was extrafamilial (other known) could not be reported on using the extracted data.

Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional setting and where the relationship of perpetrator to victim was extrafamilial (other known) were more likely to report to the police sooner (84% within six months, compared to 72% of all recent allegations).

Working with Children Checks

There is no centrally administered Working with Children Check scheme in South Australia.

Safety in care

For the period 2012–13, a total of 232 quality of care allegations were reported to child protection services, each pertaining to an allegation of sexual abuse by a carer against a child in out-of-home care. This is a rate of 45 per 1,000 children in out-of-home care as at 30 June 2013 (179 children). The alleged victims were mostly female (51%) and adolescent (63% were aged 10–17), and 35% involved Aboriginal or Torres Strait Islander children.

Child sexual abuse in state education

In 2008–13, a total of 39 allegations of sexual misconduct between students were reported, or an average of eight allegations per year. Of the 39 allegations, most involved single student victims (72%) who were female (64%) and aged 10–14 at time the alleged abuse occurred (56%). The misconduct involved a teacher as offender in 67% of allegations, and 23% of allegations were substantiated. Only half reported that action was taken that involved the police (36%), teacher dismissal or resignation (18%) or imprisonment (8%).

A total of 394 allegations – an average of 99 per year – involved student-to-student misconduct in a government school. Of these 394 allegations involving a student as alleged offender, 69% involved single student victims, 51% involved female victims, 83% involved male offenders and 10% of all offenders had a disability. Various actions were recorded as a result of the allegations, including police involvement (43%), reporting to child protection services (38%), and the offender being suspended from school (25%) or receiving counselling (9%).

The data

South Australian administrative data was extracted from:

- police, regarding reported child sexual abuse allegations between 1 July 2008 and 30 June 2013
- child protection services intake data, regarding reported sexual abuse in the population and the relationship of perpetrator to victim between 1 July 2011 and 30 June 2013

- child protection services, regarding reported sexual abuse in the population and in out-of-home care between 1 July 2011 and 30 June 2013
- the Department for Education and Child Development, regarding critical allegations of a sexual nature between 1 July 2008 and 30 June 2013.

The researchers extracted data from the police, the limited Working with Children Check scheme that was in operation and the education department in unit record form, which was the number of allegations rather than number of individuals. The police data did not identify unique victims or unique offenders across all allegations; therefore, it is not possible to report the findings based on the number of victims and offenders.⁹³ See Section 4 for details of specific fields extracted from each database.

Results

Results presented are from allegations reported between 1 July 2008 and 30 June 2013. The results are summarised below; Appendix 10.1 includes more detailed tables. Where comparisons are being made between all recent allegations and an indicator (for example, abuse that occurred in an institutional location), ‘all recent allegations’ includes those that involved an institutional location.

Police data

Total allegations

The term ‘allegation’ refers to an accusation of child sexual abuse made to police regarding an individual victim. The substance of the accusation may pertain to an event that occurred on a single day or to multiple events over a period of time. Between 1 July 2008 and 30 June 2013, there were **4,915** allegations of sexual assault made against a person who was a minor at the time of the alleged offence, which is an average of **983** allegations per year (see Table 10.1). These allegations involved **4,106** unique victims. The number of allegations reported per year decreased from 1,081 in 2008–09 to 944 in 2012–13 (a total decrease of 13% and an average annual decrease of 2.7%).

Table 10.1: Number of allegations of child sexual abuse and unique child victims in allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by year reported⁹⁴

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations	1,081	1,030	906	954	944	4,915
Unique child victims	909	900	809	828	838	4,106

Note: Includes allegations relating to the possession or distribution of child pornography.

Source: South Australia Police data

⁹³ The same victim or perpetrator may be reported in multiple allegations.

⁹⁴ A child victim could have been the subject of more than one allegation of child sexual abuse and could have reported these allegations in different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

Allegations of child sexual abuse reported to police include those pertaining to adult survivors who were abused in childhood. Some of the allegations of child sexual abuse reported to South Australia Police in 2008–13 occurred in the 1930s (see Appendix 10.1, Table 10.1.1). Of the total allegations made between 2008 and 2013, 23% involved victims who were an adult (aged 18–89; mean of 33) at the time the accusations were reported to police.⁹⁵

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the ‘present day’, using records of recent allegations. As such, the analysis focuses on recent allegations of child sexual abuse rather than using data from all reported allegations in the study period. A ‘recent allegation’ was defined as an allegation where the offence took place no more than five years before being reported, and that report was made between 1 July 2008 and 30 June 2013. Past allegations were those reported more than five years after the child sexual abuse began (in 2007 or earlier).

Of the 4,915 reported allegations in the study period:

- 3,631⁹⁶ (74%) were recent allegations, where the offence took place no more than five years before being reported
- 1,284 (26%) were past allegations, and were excluded.

Compared to victims of past allegations, victims involved in recent allegations were more likely (see Appendix 10.1, Table 10.1.2) to be:

- female (recent to past: 84% vs 70%)
- older when the child sexual abuse began (recent to past: 35% vs 9% were aged 15–17 when the abuse began)
- Indigenous (recent to past: 7.3% vs 5.5%).

Forty-eight recent allegations (1.2%) related to the distribution of child pornography and were excluded from further analyses.⁹⁷

All subsequent police data reported in this section relates to recent allegations – past allegations were excluded from the analysis. From this point onwards, when referring to police data, the terms ‘allegation’ and ‘recent allegation’ are used interchangeably.

Recent allegations

From 1 July 2008 to 30 June 2013, **3,583**⁹⁸ recent allegations of child sexual abuse involving **3,030** unique child victims were reported to South Australia Police (see Table 10.2). This is an

⁹⁵ It would be possible to examine the time between the offence and disclosure using the data extracted. While it is acknowledged that this would be relevant to the Royal Commission’s terms of reference, it was not relevant for this study.

⁹⁶ Includes allegations relating to the possession or distribution of child pornography (N=85).

⁹⁷ A more detailed description of the offence type (other than ANZSOC) is not included in the extracted data.

⁹⁸ Total number of recent allegations does not include the offence category ‘dissemination of child pornography’ (N=48).

average of 717 allegations per year; an average of 30.6 per 10,000 female children and 5.9 per 10,000 male children were reported victims in recent allegations of child sexual abuse, and most (88%) were involved in a single allegation. The maximum number of separate allegations reported for any one victim during the five-year study period was 16.

The following analysis was based on these 3,583 recent allegations and 3,030 child victims.

Table 10.2: Number of recent allegations of child sexual abuse and unique child victims of child sexual abuse reported to police, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse (n)						
Males	117	108	106	118	129	578
Females	658	631	575	565	576	3,005
All children	775	739	681	683	705	3,583 ²
Unique child victims of alleged child sexual abuse (n)						
Males	106	99	99	109	120	518
Females	556	557	511	504	518	2,512
All children	662	656	610	613	638	3,030
Rate per 10,000 children who were alleged victims of child sexual abuse (average rate shown in 2008–13 column)¹						
Males	5.9	5.5	5.5	6.0	6.6	5.9
Females	32.4	32.3	29.6	29.0	29.8	30.6
All children	18.8	18.6	17.3	17.2	17.9	18.0

Source: South Australia Police data

Note: Multiple notifications relating to one child could have been made across different years.

Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

All children includes those whose gender was not recorded.

1. Population data from the ABS.⁹⁹

2. Excludes allegations relating to the distribution of child pornography.

Indicators for child sexual abuse occurring in an institutional context

South Australia Police data was used to create indicators for:

- relationship of perpetrator to victim: extrafamilial (other known)
- location of abuse: institutional location
- institutional location AND extrafamilial (other known to victim).

⁹⁹ Australian Bureau of Statistics 2012, *Australian Demographic Statistics, Jun 2013*, cat no 3101.0, ABS, Canberra, viewed 6 January 2014. Retrieved from www.abs.gov.au/AUSSTATS/abs@.nsf/allprimarymainfeatures/BCDDE4F49C8A3D1ECA257B8F00126F77?opendocument.

Relationship of perpetrator to victim

To identify allegations that potentially involved an offender from an institution, the research team categorised the broad range of perpetrator-to-victim relationships recorded in police data into five relationship groups¹⁰⁰: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); unknown perpetrator; and relationship not recorded.

Relationships categorised as extrafamilial (other known) include perpetrators known to victims through professional or institutional associations (for example, teachers and Scout leaders). However, the category could also include a neighbour or friend of the family. Although child sexual abuse perpetrated by a family member with whom the victim had an intimate relationship and child sexual abuse perpetrated by a stranger could both occur in an institutional context, this would be a minority pattern for abuse perpetrated by these offender groups. Note that in 8% of cases, the relationship between victim and perpetrator was not recorded (the data was missing), so it could not be categorised. Using the categories available in South Australia Police data, it was not possible to develop a category for the relationship of perpetrator to victim that was more specific to abuse occurring in an institutional context. In summary, extrafamilial (other known) was the best available indicator of abuse in an institutional location that could be developed based on the relationship of perpetrator to victim field in South Australia Police data. However, this indicator would represent an inflated estimate of reported child sexual abuse in institutional contexts and is not a recommended indicator. Analyses performed using this indicator are outlined below only to enable the examination of trends within and across jurisdictions.

Figure 10.1 shows the relationship of perpetrator to victim for recent allegations in 2008–13.

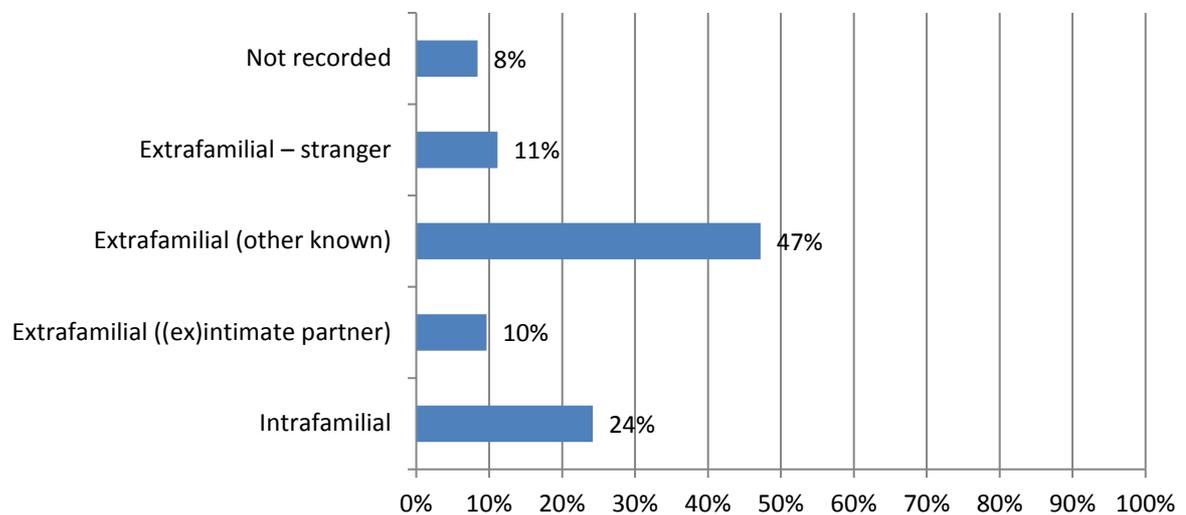


Figure 10.1. Relationship of perpetrator to victim for recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013

¹⁰⁰ See Table 10.1.3 in Appendix 10.1 for categories of reported relationship of perpetrator to victim.

From 1 July 2008 to 30 June 2013, there were **1,692** allegations of child sexual abuse involving **1,483** unique child victims, in which the victim's relationship to the perpetrator was extrafamilial (other known) (see Table 10.1.5). This is an average of 338 allegations per year. The number of allegations in which the victim's relationship to the perpetrator was extrafamilial (other known) decreased in 2009–10; remained relatively steady in 2010–11 and 2011–12; and increased slightly in 2012–13. Most victims (90%) that recorded their relationship as extrafamilial (other known) reported a single allegation. Six per cent had reported another allegation involving an offender to whom they had a different category of relationship. Half of the allegations where the relationship was categorised as extrafamilial (other known) reported the relationship as an acquaintance (46%) and a third involved a perpetrator who was a friend/family friend (37%) (see Appendix 10.1, Table 10.1.4).

During the five-year period, the victim-to-offender relationship was extrafamilial (other known) in 47% of all allegations and for 49% of all child victims. There was no clear trend over time in these percentages, for males or for females.

Extrafamilial (other known) and gender of victim

Substantially more females than males reported experiencing child sexual abuse committed by an extrafamilial (other known) perpetrator (n=1,206 vs n=277; 81% vs 19%) (see Appendix 10.1, Table 10.1.6).

Extrafamilial (other known) and age of victim

The greatest proportion (43%) of victims alleged to have been abused by an extrafamilial (other known) perpetrator were aged 10–14, followed by 15–17 (37%) and 5–9 (16%). The age profile of victims who were abused by an extrafamilial (other known) perpetrator was similar to the age profile for all allegations.

Extrafamilial (other known) and characteristics of allegation

The majority of allegations in this category occurred in a domestic/private space (72%). A further 13% occurred in a public space and 2% in a commercial space open to clients (such as a retail store¹⁰¹). Eleven per cent of recent allegations in which the relationship to the perpetrator was extrafamilial (other known) involved an institutional location.

Compared to all recent allegations, those involving an extrafamilial (other known) relationship to the alleged offender (see Appendix 10.1, Table 10.1.7):

- were more likely to be reported to the police sooner (76% within six months, compared to 72% of all recent allegations)
- had a similar profile in terms of the types of offence experienced
- were more likely to involve an institutional location (11%, compared to 7% of all recent allegations).

¹⁰¹ Note: It is not known whether child sexual abuse that occurred in a commercial space open to clients (such as a retail store) occurred in staff-only areas, or elsewhere out of hours.

Extrafamilial (other known) and characteristics of perpetrator

South Australian Police data was provided in two files: victim data included the 'relationship of perpetrator to victim' field; perpetrator demographics were provided in a separate file, which could not be linked. As such, it is not possible to report the characteristics of extrafamilial (other known) perpetrators in relation to victims in South Australia.

Location of abuse – institutional location

To identify allegations of an incident that potentially occurred at an institution, researchers categorised the broad range of locations reported in allegations and recorded in police data into six location groups¹⁰²: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not recorded.

Allegations involving an institutional location (such as a school or church) are a relatively reliable indicator of 'institutional abuse'. The category includes key institutional locations where child sexual abuse has been reported, such as aged-care residential facilities; kindergarten and childcare centres; detention centres; health and hospital facilities; military premises; places of worship; prisons; government schools; private schools; and universities. However, the category does exclude many institutional contexts, such as abuse perpetrated by a coach at a public swimming pool. Furthermore, it excludes abuse perpetrated by a person known to the victim through an institution (such as a teacher or Scout leader) but which occurred in a location other than the institution (such as in a private or public space). Figure 10.2 shows the locations of offences for recent allegations between 2008 and 2013.

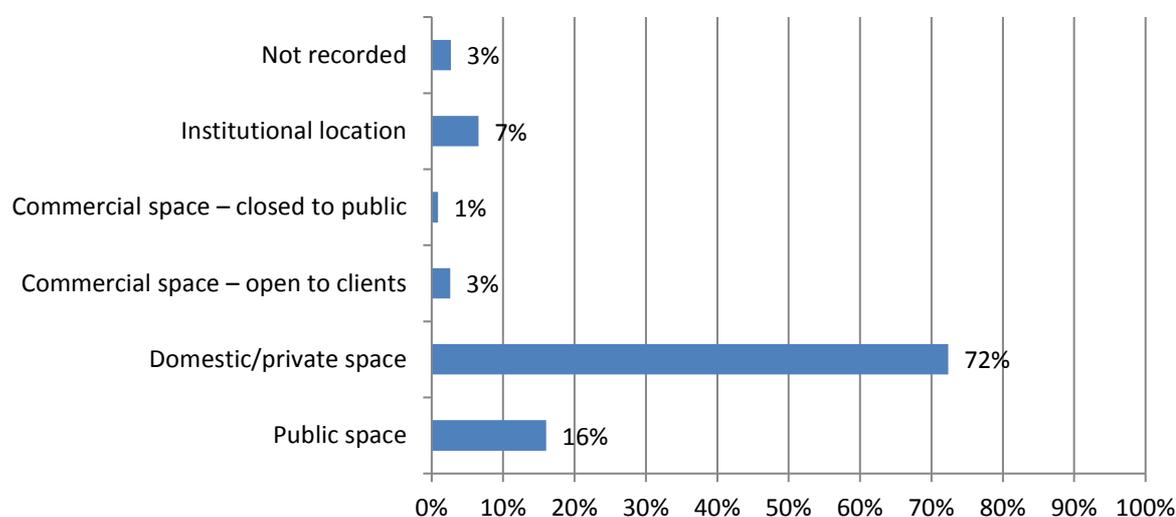


Figure 10.2. Percentage of recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by location of incident

¹⁰² See Table 10.1.8 in Appendix 10.1 for categories of reported locations of alleged child sexual abuse.

For the period 1 July 2008 to 30 June 2013, **235** recent allegations of child sexual abuse involving **228** unique child victims were categorised as occurring in an institutional location (see Table 10.3). This is an average of 47 allegations per year; the number of allegations in an institutional location remained relatively steady throughout the period from 2008–09 to 2012–13. Almost all victims (97%) at an institutional location reported a single allegation. Ten per cent had been the subject of another allegation not at an institutional location. The majority of the allegations involving an institutional location occurred at a school (72% at a government school and a further 13% at a private school) (see Appendix 10.1, Table 10.1.9). During the five-year period, 6.6% of all recent allegations and 7.5% of all unique child victims were linked to abuse at an institutional location. The proportion of all recent allegations that involved an institutional location was relatively steady for both males and females (with a one-year decline in 2009–10).

Table 10.3: Number of recent allegations of child sexual abuse and unique child victims recorded as being abused in an institutional location from 1 July 2008 to 30 June 2013, by year reported to police

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location (n)						
Males	11	10	8	10	12	51
Females	46	24	36	37	41	184
All children	57	34	44	47	53	235
Percentage of all allegations (%)						
Males	9.4	9.3	7.5	8.5	9.3	8.8
Females	7.0	3.8	6.3	6.5	7.1	6.1
All children	7.4	4.6	6.5	6.9	7.5	6.6
Unique victims in an allegation of child sexual abuse in an institutional location (n)						
Males	9	9	8	9	13	47
Females	43	24	36	37	41	181
All children	52	33	44	46	54	228
Percentage of all victims (%)						
Males	8.5	9.1	8.1	8.3	10.8	9.1
Females	7.7	4.3	7.0	7.3	7.9	7.2
All children	7.9	5.0	7.2	7.5	8.5	7.5

Source: South Australia Police data

Note: Multiple notifications relating to one child could have been made across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period. All children includes those whose gender was not recorded.

Institutional location and gender of victim

More females than males were reported as experiencing child sexual abuse in an institutional location (n=181 vs n=47; 79% vs 21%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys than for girls (8.8% vs 6.1% for allegations, and 9.1% vs 7.2% for victims).

Institutional location and age of victim

The greatest proportion (45%) of victims alleged to have been abused in an institutional location were aged 10–14, followed by 15–17 (29%) and 5–9 (24%) (see Appendix 10.1, Table 10.1.10). Victims alleged to have been abused in an institutional location were more likely than victims of all allegations to be aged 10–14 (45% vs 39%).

Institutional location and characteristics of allegation

The greatest proportion of allegations of child sexual abuse in an institutional location involved an extrafamilial (other known) perpetrator (78%), followed by intrafamilial (3%), a stranger (6%), an (ex)intimate partner (3%) and a perpetrator for whom no relationship was recorded (that is, the data was missing) (11%).

Compared to recent allegations, victims of child sexual abuse in an institutional location (see Appendix 10.1, Table 10.1.11) were:

- more likely to report to the police sooner (85% within six months, compared to 72% of all allegations)
- more likely to experience a non-aggravated sexual assault offence (20% vs 13%)
- less likely to experience an aggravated sexual assault offence (71% vs 77%)
- more likely to have a relationship to the perpetrator categorised as extrafamilial (other known) (78% to 47%).

Institutional location and characteristics of perpetrator

Information pertaining to perpetrators involved in allegations of abuse occurring in an institutional location were not able to be reported from the data that were extracted.

Relationship of perpetrator to victim and location of abuse indicators

For the period 1 July 2008 to 30 June 2013, **183** recent allegations involving **178** unique child victims involved an institutional location where the relationship of the victim to perpetrator was extrafamilial (other known) (see Table 10.4). This is an average of 37 allegations per year; the number of allegations was lower in 2009–10 and 2010–11 and higher in 2011–12 and 2012–13. Almost all (98%) of these victims were the subject of a single allegation of abuse that occurred within an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known). Ten per cent of victims were the subject of another allegation that occurred at a different type of location or was perpetrated by a person to whom the victim had a different relationship.

During the five-year period, 5.1% of all allegations and 5.9% of all child victims were linked to abuse in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known). The proportion of allegations that fell into this group was higher in both 2011–12 and 2012–13 than earlier in the five-year period.

Table 10.4: Number of recent allegations of child sexual abuse and unique child victims in abuse in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known) from 1 July 2008 to 30 June 2013, by year reported to police

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location, where the relationship of perpetrator to victim was extrafamilial (other known) (n)						
Males	9	7	4	8	10	38
Females	34	21	25	32	33	145
All children	43	28	29	40	43	183
Percentage of all allegations (%)						
Males	7.7	6.5	3.8	6.8	7.8	6.6
Females	5.2	3.3	4.3	5.7	5.7	4.8
All children	5.5	3.8	4.3	5.9	6.1	5.1
Unique victims in an allegation of child sexual abuse in an institutional location, where the relationship of perpetrator to victim was extrafamilial (other known) (n)						
Males	7	7	4	7	11	35
Females	32	21	25	32	33	143
All children	39	28	29	39	44	178
Percentage of all victims (%)						
Males	6.6	7.1	4.0	6.4	9.2	6.8
Females	5.8	3.8	4.9	6.3	6.4	5.7
All children	5.9	4.3	4.8	6.4	6.9	5.9

All children includes those whose gender was not recorded.

Source: South Australia Police data

Institutional location AND extrafamilial (other known): Gender of victim

Substantially more females than males experienced child sexual abuse in an institutional location (n=143 vs n=35; 80% vs 20%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys than for girls (6.6% vs 4.8% for allegations, and 6.8% vs 5.7% for victims).

Institutional location AND extrafamilial (other known): Age of victim

The greatest proportion (48%) of allegations where victims were abused in an institutional location by a perpetrator who was extrafamilial (other known) were aged 10–14, followed by 15–17 (27%) and 5–9 (21%) (see Appendix 10.1, Table 10.1.12). Compared to all allegations, those that involved an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) were more likely to include a victim aged 10–14 when the alleged abuse began (48% vs 39%).

Institutional location AND extrafamilial (other known): Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) (see Appendix 10.1, Table 10.1.13) were:

- more likely to be reported to the police sooner (84% within six months, compared to 72% of all allegations)
- more likely to have involved a non-aggravated sexual assault offence (24% vs 13%)
- less likely to have involved an aggravated sexual assault offence (71% vs 77%) or a non-assaultive sexual offence (7% vs 14%).

Institutional location AND extrafamilial (other known): Characteristics of perpetrator

The extracted data did not allow for reporting on information pertaining to perpetrators of alleged abuse that occurred in an institutional location and where the relationship of perpetrator to victim was extrafamilial (other known).

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, intrafamilial and extrafamilial. It is useful for developing population estimates but as noted above, due to limitations in how this data is recorded, the estimates lack specificity in helping to understand the extent of child sexual abuse occurring in institutional contexts. The following section explores indicators of child sexual abuse using data from specific contexts that reflect different subpopulations of children, including data relating to the population of children:

- who were the subject of an allegation of child sexual abuse being notified to child protection services
- in out-of-home care
- in state education (primary and secondary schools).

Total notifications of child sexual abuse

Child protection services in South Australia maintain records of alleged child abuse and neglect (including extrafamilial sexual abuse) in the population. South Australia codes all notifications of sexual abuse as intrafamilial or extrafamilial. The police are required to report alleged extrafamilial sexual abuse to child protection services, so the child protection sample of allegations is likely to be more complete (particularly in relation to intrafamilial child sexual abuse) than the South Australia Police sample.

For the period 1 July 2008 to 30 June 2013, **19,272** notifications of alleged sexual abuse (involving **10,087** children) were reported to child protection services in South Australia. This is an average of 3,854 notifications per year (see Table 10.5). The total number of notifications of sexual abuse per year decreased over the period, from 4,848 in 2008–09 to 3,447 in 2012–13 (a total decrease of 29% and an average annual decrease of 6.6%). In contrast, the number of children involved in notifications increased from 1,917 in 2008–09 to 2,785 in 2012–13 (a total increase of 45% and an average annual increase of 7.7%). Almost three-quarters (72%) of the children in these notifications were the subject of one notification of sexual abuse, although one child was the subject of a maximum of 108 notifications for sexual abuse during the period.

Table 10.5: Number of notifications and unique child victims of alleged sexual abuse reported to child protection, by year reported¹⁰³

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Notifications (n)	4,848	4,865	2,971	3,141	3,447	19,272
Unique children notified (n)	1,917	2,221	2,453	2,561	2,785	10,087

Source: South Australian child protection data

Between 1 July 2008 and 30 June 2013, there were **8,302** extrafamilial sexual abuse notifications (43% of all sexual abuse notifications) pertaining to **4,546** unique children; an average of 1,660 notifications per year (see Table 10.6). In 2008–13, 14% of children who were the subject of notifications in extrafamilial sexual abuse allegations had also been the subject of notifications in intrafamilial sexual abuse allegations (639 children). The number of children who were the subject of notifications in extrafamilial sexual abuse allegations increased from 914 in 2008–09 to 1,366 in 2012–13 (a total increase of 49% and an average annual increase of 8.4%).

Table 10.6: Number of notifications and unique child victims of alleged extrafamilial sexual abuse, by the year reported to child protection services

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Extrafamilial sexual abuse notifications (n)	2,180	2,145	1,101	1,269	1,607	8,302
Percentage of sexual abuse notifications (%)	45.0	44.1	37.1	40.4	46.6	43.1
Unique children notified for extrafamilial sexual abuse (n)	914	1,037	1,040	1,199	1,366	4,546
Percentage of children notified for sexual abuse (%)	47.7	46.7	42.4	46.8	49.0	45.1

Source: South Australian child protection data

Compared to children who were the subject of notifications alleging intrafamilial sexual abuse, children who were the subject of notifications alleging extrafamilial sexual abuse were:

- more likely to be female (20% vs 43% of those involved in intrafamilial sexual abuse)
- less likely to be Indigenous (11% vs 18%)

¹⁰³ Multiple notifications relating to one child could have been made across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period (2008–13).

- more likely to be adolescent at the time of the notification (41% vs 27% were aged 10–14, and 40% vs 10% were aged 15–17)
- more likely to have been reported by the police (26% vs 15%) or school (23% vs 15%), and less likely to be reported by a family friend or neighbour (8% vs 19%).

Total allegations of child sexual abuse reported in out-of-home care

Two sources of data were available pertaining to safety in care, namely:

- the Report on Government Services, which reported on indicators of ‘children in care to have experienced substantiated allegations of abuse where the person responsible was believed to be living in the household’
- child protection services data, which includes data on abuse (including sexual abuse) perpetrated against children in out-of-home care (also known as quality of care allegations).

Report on Government Services

Results from the *Report on Government Services 2013* indicate no change in the number of children in out-of-home care to experience substantiated abuse (all types of abuse not just sexual abuse) per year, when the person responsible for the abuse is believed to be living in the household (see Appendix 10.1, Table 10.1.14).¹⁰⁴ The number of children in this category has remained low, at nine, nine and 10 children in 2009–10, 2010–11 and 2011–12 respectively. This represents about 0.3% of all children placed in out-of-home care per year.

Quality of care allegations

Child protection services collect and maintain records on allegations of abuse and neglect (including sexual abuse) of children in out-of-home care; these are referred to as quality of care allegations. The database from which data on quality of care allegations can be extracted is relatively new, so records were only available for the two-year period from July 2011 to June 2013.

Based on these records, there were:

- 480 children admitted into out-of-home care in 2011–12, and 435 in 2012–13
- 2,548 children in out-of-home care as at 30 June 2012, and 2,657 as at 30 June 2013.

For the period 2011–13, a total of **232** quality of care allegations (involving **179** children) were reported to child protection services, pertaining to an allegation of sexual abuse of child in out-of-home care; an average of 116 notifications per year. This is an average rate of 45 per 1,000 children in out-of-home care on the annual out-home care census night (30 June each year).

¹⁰⁴ The number of children in out-of-home care who were the subject of a substantiated notification of abuse was not available for South Australia.

Of the 179 children who were the subject of a quality of care allegation involving sexual abuse:

- 63% were adolescents aged 10–17 at time the alleged abuse began (21% were aged 10–14 and 42% were 15–17)
- 35% were Aboriginal or Torres Strait Islander
- the carer was the most common alleged perpetrator (68%), followed by another young person in a placement (30%), and a support worker or volunteer (8%).

The data reports that concerns of alleged sexual abuse were addressed for 43% of the allegations, an action plan was being developed for 9% and the investigation was continuing for 25% of the allegations (see Table 10.7). A total of five allegations (2%) were reported to have been substantiated.

Table 10.7: Outcome of quality of care allegation of sexual abuse for children in out-of-home care (2012–13)

	Number of allegations	%
Concerns addressed – case closed	112	43.8
Action plan – case continuation	21	9.1
Concerns false/unable to be addressed	28	12.1
Ongoing investigation	58	25.0
Not recorded	13	5.6
Total allegations	232	

Source: South Australian child protection data

Total allegations of child sexual abuse in government schools

The South Australian Department for Education and Child Development (DECD) collected data concerning allegations of sexual abuse by a staff member, sexual misconduct by a staff member and sexual misconduct by a student in a government school. Data was collected for:

- allegations of sexual abuse/misconduct against an employee of the DECD where a student was the alleged victim (1 July 2008 to 30 June 2013)
- allegations of sexual abuse/misconduct where the person alleged responsible was a student and the victim was another student (1 August 2009 to 30 June 2013).

The research team manually coded the outcomes and actions taken in these allegations based on a free-text description in the data.¹⁰⁵

¹⁰⁵ Actions recorded in the free-text description are reported. Additional actions could have been taken but were not recorded.

A total of **39** allegations of a DECD employee perpetrating sexual misconduct against a student(s) victim were reported in the period 1 July 2008 to 30 June 2013; an average of eight allegations per year (see Table 10.8).¹⁰⁶ Of these 39 allegations¹⁰⁷:

- three-quarters (72%) involved a single student victim
- most (64%) involved female students
- most (56%) involved students aged 10–14 at the time of the alleged abuse; 36% involved students aged 15–18 and 10% involved students aged 4–9
- two-thirds (67%) involved a teacher as the offender; the remaining allegations involved employees in various other positions (such as leaders, support staff members and volunteers)
- the misconduct was substantiated in 23% of allegations and was not substantiated in about half (49%); the investigation was continuing for 18% and the allegation status was not recorded for 10%
- an action was taken in half (53%), including police involvement (36%); a teacher being dismissed or resigning (18%); human resources becoming involved (18%); and imprisonment (8%).

Table 10.8: Number of allegations of sexual misconduct perpetrated by employees against students enrolled in government schools, by year reported (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Single victim (n)	9	8	3	4	4	28
Multiple victims (n)	1	2	3	2	3	11
All allegations (n)	10	10	6	6	7	39

Source: South Australian education data

In 2008–13, a total of **394** allegations of sexual misconduct involved a student sexually abusing another student in a government school; an average of 99 allegations per year (see Table 10.9).¹⁰⁸ This number was highest in 2012–13 at 177, increasing 108% from 85 in 2011–12.

Of the 394 allegations in which the alleged person responsible was a student and the victim was another student^{109,110}:

¹⁰⁶ Another seven allegations were reported in 2008–13 but were excluded as the incident occurred before the study period (before 2008–09).

¹⁰⁷ An allegation could involve multiple student victims of various ages.

¹⁰⁸ Another allegation was reported in 2008–13 but was excluded as the alleged incident occurred before the study period (before 2008–09).

¹⁰⁹ An allegation could involve multiple student victims and offenders.

¹¹⁰ Details on the year level and age of the victims and offenders were not reported due to the high level of missing data (61% of data on the year level of victims, 81% of data on the age of victims, 55% of data on the year level of offenders and 81% of data on the age of offenders).

- most (69%) involved a single student victim and a further 15% involved multiple victims, while 16% did not record a specific victim
- half (51%) involved a female victim and a third (32%) involved a male victim; the gender of the victim was not recorded for 17% of allegations
- most (69%) involved a single student offender and a further 15% involved multiple offenders, while 16% did not record a specific offender
- most (83%) involved male offenders and 18% involved a female offender; the gender of the offender was not recorded for 6% of allegations
- 10% of offenders were reported to have a disability
- in most (86%) an action was recorded to have been taken, including police involvement (43%), a report to child protection services (38%), the offender being suspended (25%), the victim being counselled (9%), the offender being counselled (5%) and the Child & Adolescent Mental Health Service becoming involved (4%)
- three-quarters (72%) were located at the school, a further 17% were located out of school, 5% occurred during school activities, 3% occurred in out-of-school-hours care and 3% were not recorded.

Table 10.9: Number of allegations of sexual misconduct perpetrated by students against other students enrolled in government schools, by year reported (2009–13)

	2009–10	2010–11	2011–12	2012–13	2008–13
Single victim (n)	26	55	61	128	270
Multiple victims (n)	3	18	11	28	60
No specific victim (n)	15	15	13	21	64
All allegations (n)	44	88	85	177	394

Source: South Australian education data

Section 11

Findings from data – Tasmania

Key messages

Police data

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. A 'recent allegation' was defined as involving an offence that took place no more than five years before being reported, where the offence was reported between 1 July 2008 and 30 June 2013.

In total in Tasmania for the period 1 July 2008 to 30 June 2013, there were 599 allegations of sexual assault against a person who was a minor at the time of the alleged offence. Of the total allegations during the period, 19% involved victims who were an adult (aged 18–82; mean age of 32) at the time the accusations were reported to police.

Of the 599 reported allegations in the study period, 460 were recent allegations, where the offence took place no more than five years before being reported. This is an average of 92 allegations per year.

The relationship of perpetrator to victims for recent allegations were:

- extrafamilial (other known): 49%
- extrafamilial (stranger): 13%
- intrafamilial: 27%
- extrafamilial ((ex)intimate partner): 9%
- not recorded: 2%.

The locations for the alleged child sexual abuse were:

- domestic/private space: 65%
- public space: 10%
- institutional location: 9%
- commercial space – open to clients: 5%
- not recorded: 10%.

The alleged abuse occurring in an institutional location is a conservative indicator of institutional abuse, as it excludes some key locations of interest (such as out-of-home care, and sporting and recreational groups) and abuse perpetrated by a person known through an institution but which occurs in other locations. It may also include some cases that are not child sexual abuse in an institutional context (such as sexual assault perpetrated by a stranger on school grounds after hours).

The indicator that combines extrafamilial (other known) perpetrators and institutional location is the most specific, in that it is unlikely to capture non-institutional child sexual abuse. However, it is also the most conservative and excludes multiple categories of child

sexual abuse in institutional contexts (such as in out-of-home care, health settings, and sporting and recreational facilities, and abuse by a person in authority that takes place in a private home).

Institutional location

During the five-year period, 2.2% of all recent allegations involved an institutional location. The vast majority (60%) of these allegations involved an extrafamilial (other known) perpetrator, followed by extrafamilial who was a stranger (5%), relationship to the victim not recorded (30%), an (ex)boy/girlfriend (3.0%) and intrafamilial (2.0%).

Institutional location AND extrafamilial (other known) perpetrator

During the five-year period, 3.3% of all allegations and 4.0% of all child victims were linked to alleged abuse in an institutional setting where the relationship of the victim to the perpetrator was extrafamilial (other known).

Victim gender

There was a consistent trend in victim gender: substantially more females than males were reported as experiencing child sexual abuse in any location and perpetrated by anybody (approximately 80% vs 20%). However, the proportion of children experiencing this type of abuse varied across the three indicators for males and females:

For allegations involving boys, the proportion in each of the following indicators was:

- 61.7% involved an extrafamilial (other known) perpetrator (i.e. vs. all other relationships)
- 7.5% involved an institutional location
- 4.7% involved extrafamilial (other known) AND institutional location.

For allegations involving girls, the proportion in each of the following indicators was:

- 47.3% involved an extrafamilial (other known) perpetrator
- 4.9% involved an institutional location
- 2.9% involved extra familial (other known) AND institutional location.

Age of victim

The majority (42%) of victims alleged to have been abused by an extrafamilial (other known) perpetrator were aged 15–17, followed by 10–14 (38%) and 5–9 (15%). Age profiles were not calculated for the two institutional location indicators due to very small sample sizes.

Working with Children Checks

There is no centrally administered Working with Children Check scheme in Tasmania.

Safety in care

For the period 2012–13, a total of **99** quality of care allegations pertaining to an allegation of sexual abuse by a carer against a child in out-of-home care were reported to child protection services. This is a rate of 14 per 1,000 children in out-of-home care as at

30 June 2013 (91 children). The alleged victims were mostly female (51%) and adolescent (37% aged 10–14), and 28% involved Aboriginal or Torres Strait Islander children. Of the 481 quality of care allegations, 30% of allegations of sexual abuse were substantiated; the foster carer was the most common person believed to responsible (30%) and in 20% of cases another child (excluding a sibling) was responsible.

Child sexual abuse in state education

There was no data available in extractable form to enable reporting on allegations of sexual misconduct in government schools.

The data

Tasmanian administrative data was extracted from:

- police, regarding reported child sexual abuse allegations from 1 July 2008 to 30 June 2013
- child protection services intake data, regarding the relationship of the perpetrator to the victim in notified reports between 1 July 2010 and 30 June 2013
- child protection services, regarding reported sexual abuse in out-of-home care between 1 July 2008 and 30 June 2013.

Police and child protection data was extracted in unit record form, the unit of record being number of allegations rather than number of individuals. The extracted police data did not identify unique victims or unique offenders across all allegations, so it is not possible to report the findings based on the number of victims and offenders.¹¹¹ See Section 4 for details of specific fields extracted from each database.

Results

Results presented are from allegations reported between 1 July 2008 and 30 June 2013. Results are summarised below, and tables presenting greater detail are included in Appendix 11.1. In comparisons between all recent allegations and an indicator (such as allegations relating to an institutional location), ‘all recent allegations’ includes those that involved an institutional location.

Police data

Total allegations

In the context of this report, ‘allegation’ refers to an accusation of child sexual abuse made to police regarding an individual victim, and the substance of the accusation may pertain to an event that occurred on a single day or multiple events over a period of time. In total for the period 1 July 2008 to 30 June 2013, there were **599** allegations of sexual assault against a person who was a minor at the time of the alleged offence; an average of 120 allegations

¹¹¹ The same victim or the same perpetrator may be reported in multiple allegations.

per year (see Table 11.1). The total number of allegations reported dropped in 2011–12 and remained lower in 2012–13.

Table 11.1: Number of allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations (n)	135	126	143	90	105	599

Source: Tasmania Police data

Allegations of child sexual abuse reported to the police include those pertaining to adult survivors who were abused during their childhood. Some of the allegations of child sexual abuse reported to Tasmania Police in 2008–13 occurred in the 1950s (see Appendix 11.1, Table 11.1.1). Of the total allegations made during the study period, 19% involved victims who were an adult (aged 18–32; mean of 32 years) when the accusations were reported to police.

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the ‘present day’ using records of recent allegations. The analysis therefore focuses on recent allegations of child sexual abuse rather than using data from all reported allegations in the study period. A ‘recent allegation’ was defined as an allegation reported to have begun during the five-year period before reporting (2008–13); ‘past allegations’ were those reported more than five years after the child sexual abuse began.

Of the 599 reported allegations in the study period:

- 460 (77%) were recent allegations
- 130 (22%) were past allegations and were excluded.

For nine allegations (1.5%), the time elapsed between when the alleged abuse began and when it was reported could not be determined, and these allegations were excluded.

Compared to past allegations, victims involved in recent allegations (see Appendix 11.1, Table 11.1.2)¹¹² were:

- less likely to be male (recent to past: 13% vs 35%)
- more likely to be older when the alleged child sexual abuse began (recent to past: 38% vs 9% were aged 15–17 when child sexual abuse began).

Allegations relating to possession of child pornography were not extracted.

All subsequent police data reported in this section relates to recent allegations – past allegations were excluded from analysis. From this point forward, when referring to

¹¹² The extracted Tasmania Police data did not include an Aboriginal or Torres Strait Islander identifier.

Tasmania Police data, the terms ‘allegation’ and ‘recent allegation’ are used interchangeably.

Recent allegations

For the period 1 July 2008 to 30 June 2013, **460** recent allegations of child sexual abuse were reported to Tasmania Police (see Table 11.2). This is an average of 92 allegations per year; the number of recent allegations reported per year dropped in 2011–12 and remained lower in 2012–13. Of the 460 recent allegations reported during the period, 343 (75%) could be linked to details of the alleged perpetrator(s). Almost all of these allegations reported a single perpetrator (99%). The following analysis is based on these 460 recent allegations.

Table 11.2: Number of recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Males (n)	13	9	16	11	11	60
Females (n)	98	86	89	58	69	400
All children (n)	111	95	105	69	80	460

All children includes those whose gender was not recorded.

Source: Tasmania Police data

Indicators for child sexual abuse occurring in an institutional context

The research team used Tasmania Police data to define indicators for:

- relationship of perpetrator to victim: extrafamilial (other known to victim)
- location of abuse: institutional location
- institutional location AND extrafamilial (other known to victim).

Relationship of perpetrator to victim

To identify allegations that potentially involved an offender in an institution, the research team categorised the broad range of perpetrator-to-victim relationships recorded in police data into five relationship groups¹¹³: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); unknown perpetrator; and relationship not recorded.

Relationships categorised as extrafamilial (other known) would include perpetrators known to victims through professional or institutional associations (such as a teacher or Scout leader). However, it would also include a neighbour or friend of the family. It is acknowledged that child sexual abuse perpetrated by a person in the family with whom the victim had an intimate relationship, and child sexual abuse perpetrated by a stranger, could have occurred in an institutional context, but this would be a minority pattern for abuse perpetrated by these offender groups. Note that in 2% of cases, the relationship of perpetrator to victim was not recorded because the data was missing. Using the categories

¹¹³ See Table 11.1.3 in Appendix 11.1 for categories of reported relationship of perpetrator to victim.

available in Tasmania Police data, it was not possible to develop a relationship of perpetrator to victim category that was more specific to abuse occurring in an institutional context. In summary, extrafamilial (other known) was the best available indicator of abuse occurring in an institutional location based on Tasmania Police data about the relationship of the perpetrator to the victim. However, this indicator would represent an inflated estimate of reported child sexual abuse in institutional contexts and so is not recommended as an indicator on its own. Analyses performed using this indicator are outlined below only to enable the examination of trends within and across jurisdictions.

Figure 11.1 shows the relationship of perpetrator to victims for recent allegations in the 2008–13 period.

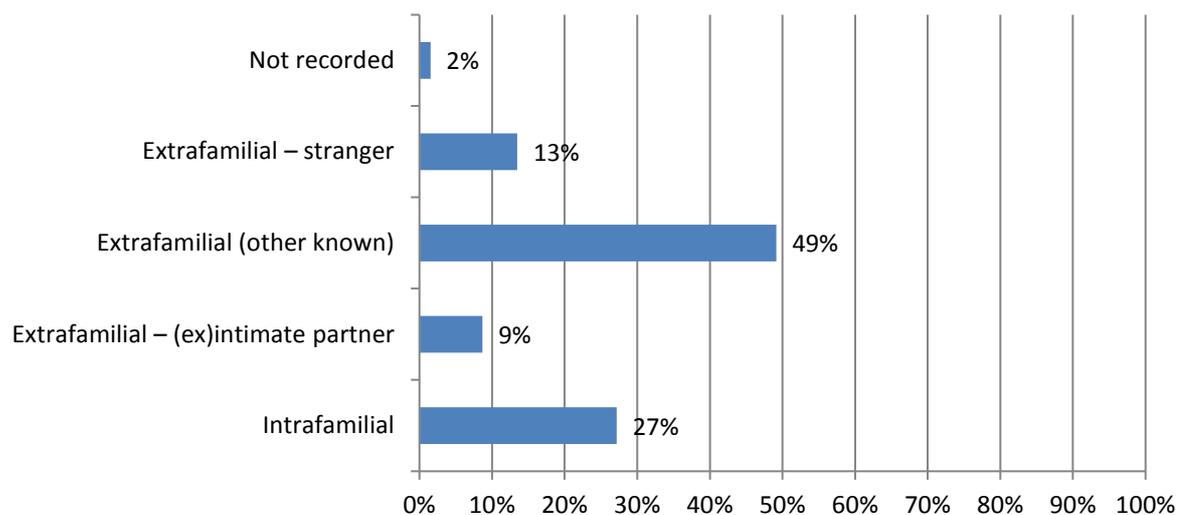


Figure 11.1. Relationship of perpetrator to victim in recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013

For the period 1 July 2008 to 30 June 2013, there were **226** allegations of child sexual abuse in which the victim’s relationship to the perpetrator was extrafamilial (other known) (see Appendix 11.1, Table 11.1.5). This is an average of 45 allegations per year. The number of allegations per year in which the victim’s relationship to the perpetrator was extrafamilial (other known) remained relatively stable across the five-year period (with a one-year reduction in 2011–12). In two-thirds (66%) of the allegations categorised as extrafamilial (other known) the relationship was recorded as friend/acquaintance and in a quarter (23%) it was recorded as other non-family (known to offender) (see Appendix 11.1, Table 11.1.4).

Extrafamilial (other known) and gender of victim

More females were abused by an extrafamilial (other known) perpetrator than were males (n=189 vs n=37; 84% vs 16%) (see Appendix 11.1, Table 11.1.5). However, if they were abused, a higher proportion of males than females (62% vs 47%) were abused by an extrafamilial (other known) perpetrator rather than any other perpetrator. These

percentages remained relatively stable per year for females and no clear trend was evident for male victims (ranging from 33% to 82%).¹¹⁴

Extrafamilial (other known) and age of victim

The greatest proportion (42%) of victims alleged to have been abused by an extrafamilial (other known) perpetrator were aged 15–17, followed by 10–14 (38%) and 5–9 (15%). The age profile of victims who were abused by an extrafamilial (other known) perpetrator was similar to the age profile for all allegations.

Extrafamilial (other known) and characteristics of allegation

The majority (72%) of allegations that fell into this group occurred in a domestic/private space; a further 13% occurred in a public space and 7% occurred in a commercial space that was open to clients, such as a retail store.¹¹⁵ Three per cent of recent allegations in which the relationship to perpetrator was extrafamilial (other known) involved an institutional location.

Compared to all recent allegations, those where the victim had an extrafamilial (other known) relationship to the alleged offender (see Appendix 11.1, Table 11.1.5):

- were more likely to be reported to police sooner (75% within six months, compared to 72% of all allegations)
- had a similar profile of types of offences¹¹⁶
- were as likely to have involved an institutional location (3.1% vs 2.2%).

Extrafamilial (other known) and characteristics of perpetrator

Information pertaining to the offender was recorded for **169** (75%) of the allegations where an extrafamilial (other known) relationship was involved. Compared to the demographics of all offenders recorded in recent allegations of child sexual abuse, allegations where the relationship was extrafamilial (other known) (see Appendix 11.1, Table 11.1.6)¹¹⁷ had:

- a similar gender profile; the vast majority of alleged perpetrators were male (96% vs 97% of all recent allegations)
- a similar age profile when the earliest child sexual abuse was alleged to have begun (14% aged under 18 vs 17%).

¹¹⁴ Caution should be used when interpreting the percentages for male victims, due to small numbers.

¹¹⁵ Note: It is not known whether child sexual abuse that occurred in a commercial space open to clients (for example, a retail store) occurred in staff-only areas, or out of hours.

¹¹⁶ The extracted police data includes one offence per victim within the allegation. The most serious offence was reported.

¹¹⁷ Perpetrator percentages are the valid percentages; that is, they exclude allegations where no perpetrator was recorded.

Location of abuse – institutional location

To identify allegations of an incident that potentially occurred at an institution, the research team categorised the broad range of locations of allegations recorded in police data into six groups¹¹⁸: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not recorded.

A location being categorised as an institutional location (such as a school or church) is a relatively reliable indicator that the cases included in that category were 'institutional abuse'. The category is limited, but does include the key institutional location, educational facilities (such as educational facilities, prisons, or detention and remand facilities). However, the category does exclude many institutional contexts such as abuse perpetrated by a coach at a public swimming pool. Furthermore, it would exclude abuse perpetrated by a person known to victims through an institution (such as a teacher or Scout leader) but which occurred in a location other than the institution (such as a private or public space).

Figure 11.2 shows the locations of offences for recorded recent allegations in 2008–13.

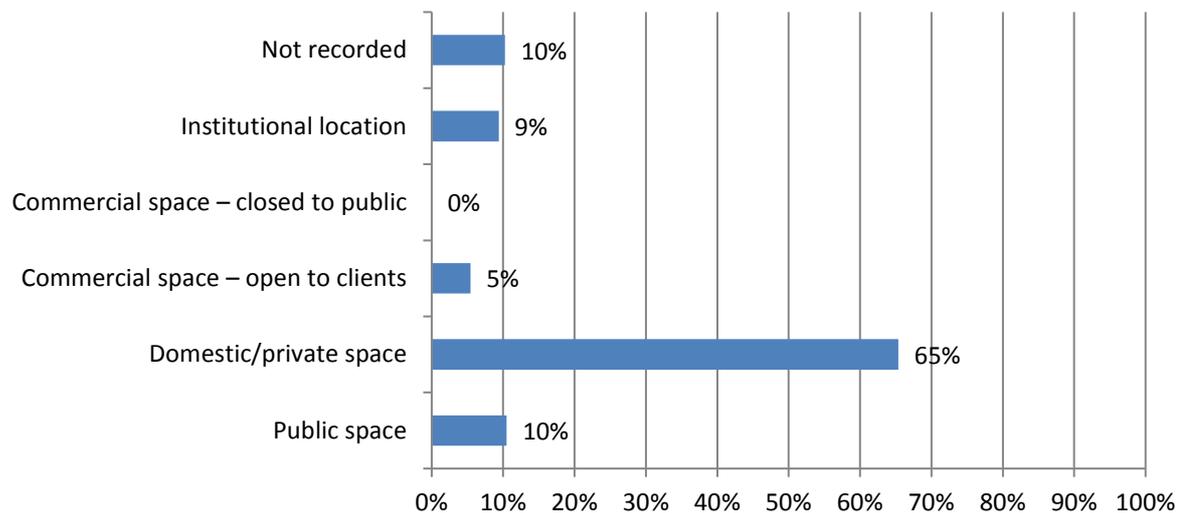


Figure 11.2. Percentage of recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by location of incident

For the period 1 July 2008 to 30 June 2013, there were **10** recent allegations of child sexual abuse categorised as involving an institutional location (see Appendix 11.1, Table 11.1.8) – an average of two allegations per year. All these allegations (100%) involved an educational facility (see Appendix 11.1, Table 11.1.9); they also involved three males and seven females. During the five-year period, 2.2% of all recent allegations involved abuse in an institutional location. Information pertaining to the perpetrator was recorded for 90% (n=9) of allegations with an institutional location. All reported perpetrators were males and eight were aged under 18 when the alleged abuse occurred. Due to the small number of

¹¹⁸ See Table 11.1.7 in Appendix 11.1 for reported locations of alleged child sexual abuse.

allegations involving an institutional location, no further results are presented and the results are not included in the final summary.

Relationship of perpetrator to victim and location of abuse indicators

Between 1 July 2008 and 30 June 2013, **seven** recent allegations involved an institutional location where the relationship of perpetrator to victim was extrafamilial (other known) – an average of 1.4 allegations per year. One of the allegations involved a male victim and six involved a female victim. During the five-year period, 1.5% of all alleged abuse occurred in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known). Due to the small number of reported allegations classified as located in an institutional location and with an extrafamilial (other known) relationship of perpetrator to victim, no further results are presented and the results are not included in the final summary.

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, intrafamilial and extrafamilial. It is useful for developing population estimates but as noted above, due to limitations in how this data is recorded, the estimates lack specificity in helping to understand the extent of child sexual abuse occurring in institutional contexts. The following section explores indicators of child sexual abuse using data from specific contexts and reflecting different subpopulations of children, including data relating to:

- people working with children
- children who are the subject of a notification of sexual abuse
- children in out-of-home care
- children in state education (primary and secondary schools).

The population of persons working with children

Tasmania introduced the Good Character Check screening program on 1 January 2012. This check requires staff members, volunteers and students undertaking a practical placement to apply for and be granted an authority to work with children (a Working with Children Check) before engaging in a paid or volunteer role in regulated activities, or services involving children.

Before Tasmania introduced this scheme, there was no formal administering body to undertake a time-limited clearance of people working in child-related settings. As such, information pertaining to people with a Good Character Check during the study period is not available.

Total notifications of child sexual abuse

Child protection services in Tasmania maintain records of alleged child abuse and neglect (including extrafamilial sexual abuse) in the population. Tasmania records information about the person believed responsible (including their relationship to the victim) if the notification is investigated.

For the period 1 July 2008 to 30 June 2013, **4,982** notifications of alleged sexual abuse¹¹⁹ (involving **3,729** children) were reported to child protection services in Tasmania. This is an average of 996 notifications per year (see Table 11.3). The total number of notifications of sexual abuse per year increased over the study period, from 893 in 2008–09 to 1,117 in 2012–13 (a total increase of 25% and an average annual increase of 4.6%). The number of unique children alleged to have experienced sexual abuse increased from 758 in 2008–09 to 955 in 2012–13 (a total increase of 26% and an average annual increase of 4.7%). More than three-quarters (79%) of these children were the subject of one notification of sexual abuse, and one child was the subject of 10 notifications for sexual abuse during the period.

Table 11.3: Number of notifications and unique child victims of alleged sexual abuse reported to child protection, by year reported¹²⁰

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Notifications (n)	893	917	1,052	1,003	1,117	4,982
Unique children notified (n)	758	792	909	879	955	3,729

Source: Tasmanian child protection data

Compared to children reported for intrafamilial sexual abuse only, children reported as victims of extrafamilial sexual abuse¹²¹ were:

- more likely to be female (64% vs 35%)
- less likely to be Indigenous (10%)
- more likely to be adolescent at the time the allegation was notified to child protection services (38% were aged 10–14)
- more likely to have been reported by the police or a school, and less likely to be reported by a family friend or neighbour.

Further, in relation to children reported for intrafamilial sexual abuse only compared to children reported as victims of extrafamilial sexual abuse:

- more females than males were notified as victims (64% vs 35%) – the victim’s gender was not recorded for 1%
- 19% of victims were aged under five when reported; 32% were 5–9; 32% were 10–14; 17% were 15–17; and age was not recorded for 0.2%
- 10% of notifications (n=497) included an Aboriginal or Torres Strait Islander child
- 2.0% of notifications (n=99) involved children in out-of-home care.

¹¹⁹ Includes notifications that report sexual abuse as the primary or secondary abuse type or there was an investigation for sexual abuse. Some 4,287 (86%) notifications report sexual abuse as the primary abuse, 594 (12%) as the secondary abuse type and 101 (2%) did not report sexual abuse at the notification but the allegation was investigated for sexual abuse.

¹²⁰ Multiple notifications relating to one child could have been made across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

¹²¹ Including notifications investigated for sexual abuse.

Of all allegations of child sexual abuse reported/notified to child protection services:

- 26% (1,299) of all notifications were investigated
- 11% (543 notifications) were substantiated.

The relationship of the person believed responsible for the alleged sexual abuse was recorded when a notification was investigated. Between 1 July 2008 and 30 June 2013, the reported relationship of the victim to the person believed responsible was:

- family member (such as a parent or sibling): 61% or 798 notifications
- foster carer: 1.3% or 18 notifications
- friend/neighbour: 5.5% or 71 notifications
- other child: 2.8% or 36 notifications
- a stranger: 0.8% or 10 notifications
- another extrafamilial person: 7% or 95 notifications
- not recorded: 21% or 271 notifications.

Demographics pertaining to the person believed responsible were recorded for 31% of allegations (1,561 notifications). Most of these notifications (93%) recorded a single person believed responsible. In 2008–13, a total of **993** people believed responsible were reported in a notification for sexual abuse. Characteristics of these people included:

- most (84%) were male and 15% were female (gender was not recorded for 1%)
- an average age of 29 when the abuse was notified to child protection services, with a maximum age of 82 (21% were reported to be under 18).

The report does not include an analysis of perpetrators' cultural backgrounds, as there was a large amount of missing data (83%).

Total allegations of child sexual abuse reported in out-of-home care

Two sources of data were available pertaining to safety in care:

- the Report on Government Services, which reported on the indicators 'children in care who experienced substantiated allegations of child abuse, where the person responsible was believed to be living in the household'
- child protection services data, which includes data on alleged sexual abuse against children in out-of-home care (quality of care allegation).

Report on Government Services

Results from the *Report on Government Services 2013* indicate an increase in 2009–10 in the number of children in out-of-home care to experience substantiated abuse (all types of abuse not just sexual) each year, when the person responsible is believed to be living in the household. This figure remained relatively stable compared to 2011–12 (see Appendix 11.1,

Table 11.1.9)¹²²; it represents 2.1% of all children placed in out-of-home in 2011–12 (an increase from 1.6% in 2008–09).

Results from *Report on Government Services 2013* indicate that in 2011–12, 2.1% of children in out-of-home care were the subject of a substantiated notification to child protection services.¹²³

Quality of care allegations

Child protection services collect and maintain records of allegations of abuse and neglect (including sexual abuse) perpetrated against children in out-of-home care, referred to as a 'quality of care' allegation. The number of commencing placements in out-of-home care has remained relatively stable over the 2010–13 period (see Table 11.4). The number of children in out-of-home care increased from 965 as at 30 June 2011 to 1,067 as at 30 June 2013 (a total increase of 11% and an average annual increase of 3.5%).

Table 11.4: Number of children admitted into out-of-home care and children in out-of-home care as at 30 June, by year (2010–13)

	2010–11	2011–12	2012–13
Children admitted into out-of-home care (n)	299	296	304
Children in out-of-home care as at 30 June (n)	965	1,008	1,067

Source: Tasmanian child protection data

For the period 2008–13, a total of **99** quality of care allegations involving **91** children were reported to child protection services, pertaining to an allegation of sexual abuse against a child in out-of-home care; an average of 20 allegations per year. This is an average rate of 14 allegations per 1,000 children in out-of-home care on the annual out of home care census date (30 June each year).¹²⁴

Of the 99 quality of care allegations involving sexual abuse:

- half (51%) involved female victims
- 12% involved children aged under five when the allegation was reported; 21% were aged 5–9; 37% were 10–14; 27% were 15–17; and age was not recorded for 2%
- 28% involved Aboriginal or Torres Strait Islander children.

Of these quality of care allegations:

- over half (57%; n=56) were investigated
- abuse was substantiated in 30% of allegations

¹²² Tasmania is not able to separately identify whether the person responsible was living in the household or visiting.

¹²³ *Report on Government Services 2013* (Table 15A27). Only results from 2011–12 are available.

¹²⁴ Average of rate per year across the three-year period (2010–11, 2011–12 and 2012–13).

- the foster carer was the most common person believed responsible (in 30% of investigated allegations); in 20% of allegations the person believed responsible was another child (excluding a sibling) (see Table 11.5).

Demographics pertaining to the person believed responsible were recorded in 30% of allegations (n=30). Most of these allegations (93%) recorded a single person believed responsible. In 2008–13, a total of **27** people believed responsible were reported in quality of care allegations involving sexual abuse. Of these:

- most (85%) were male and 15% (n=4) were female
- the average age was 29 when the alleged abuse occurred; the maximum age was 65, although 25% were reported to be aged under 18.

Perpetrators' cultural backgrounds could not be reported on due to the large amounts of missing data (in 67% of cases).

Table 11.5: Person believed responsible in investigated quality of care allegations involving sexual abuse of children in out-of-home care (2008–13)

	Number of allegations	%
Family member (parent, sibling or other relative)	5	8.9
Foster parent	17	30.4
Other child	11	19.6
Other extrafamilial	6	10.7
Not recorded	17	3.0
Total – investigated allegations	56	

Source: Tasmanian child protection data

Total allegations of child sexual abuse in government schools

State education departments collected data concerning allegations of sexual abuse perpetrated by a staff member, sexual misconduct by a staff member, and sexual misconduct by a student in a government school.

There was no data available in an extractable form that would enable reporting on allegations of sexual misconduct in government schools.

Section 12

Findings from data – Victoria

Key messages

Police data

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. A 'recent allegation' was defined as involving an offence that took place no more than five years before being reported, where the offence was reported between 1 July 2008 and 30 June 2013.

In total in Victoria during the study period, there were 13,419 allegations of sexual assault against a person who was a minor at the time of the alleged offence. Of the total allegations made during this period, 23% involved victims who were an adult (aged 18–78; mean age of 34) when the accusations were reported to police.

Of the 13,419 reported allegations in the study period, 9,795 (73%) were recent allegations pertaining to **8,183** unique child victims (see Table 12.1). This is an average of 1,959 allegations per year; an average rate of 23.7 per 10,000 female children and five per 10,000 male children were reported victims in recent allegations of child sexual abuse.

The relationship of perpetrator to victims in recent allegations reported during the study period (2008–13) were:

- extrafamilial (other known): 44%
- extrafamilial (stranger): 15%
- intrafamilial: 25%
- relationship not recorded: 9%
- extrafamilial ((ex)intimate partner – not institutional): 7%.

The location of the recent allegations reported during the study period were:

- domestic/private space: 64%
- public space: 20%
- institutional location: 7.0%
- commercial space – open to clients: 3.0%
- commercial space – closed to public: 1%
- not recorded: 7.0%.

An allegation involving an institutional location was a conservative indicator of institutional child sexual abuse; it excludes some key locations of interest (such as out-of-home care, or sporting and recreational groups) and abuse perpetrated by a person known through an institution but which occurs in other locations. It may also include some cases that are not child sexual abuse in an institutional context (such as sexual assault perpetrated by a stranger on school grounds after hours).

The indicator that combines extrafamilial (other known) perpetrators and institutional location is the most specific, in that it is unlikely to comprise non-institutional child sexual abuse. However, it is also the most conservative and excludes multiple categories of child sexual abuse in institutional contexts (such as out-of-home care, sporting and recreational facilities, and abuse by a person in authority that takes place in a private home).

Institutional location

During the five-year period, 6.6% of all recent allegations and 7.7% of all child victims were linked to abuse in an institutional location. The vast majority (70%) of these allegations involved an extrafamilial (other known) perpetrator, followed by extrafamilial (not known) (17%), relationship not indicated (data missing) (10%), extrafamilial (ex)boy/girlfriend (2.6%) and intrafamilial (1.4%).

Institutional location AND extrafamilial (other known) perpetrator

During the five-year period, 4.6% of all allegations and 5.3% of all child victims were linked to abuse in an institutional setting where the relationship of the victim to the perpetrator was extrafamilial (other known).

Victim gender

There was a consistent trend in relation to victim gender: substantially more females than males reported experiencing child sexual abuse in any location perpetrated by anybody (approximately 80% vs 20%). However, the proportion of children changed as the indicator for child sexual abuse in an institutional context became more specific:

For allegations involving boys, the proportion in each of the following indicators was:

- extrafamilial (other known): 48.2% (i.e. vs. all other relationships)
- institutional location: 9.1%
- extrafamilial (other known) and institutional location: 7.1%.

For allegations involving girls, the proportion in each of the following indicators was:

- extrafamilial (other known): 43.4%
- institutional location: 6.1%
- extrafamilial (other known) and institutional location: 4.0%.

Age of victim

The age profile for victims followed the same pattern for each of the indicators extrafamilial (other known), institutional location and extrafamilial (other known) AND institutional location, the majority being aged 10–14, followed by 15–17 and 5–9. However, the proportion that fell into the 10–14 group was higher when the indicator for child sexual abuse in an institutional context was more specific: extrafamilial (other known) (45%), institutional location (52%), and extrafamilial (other known) AND institutional location (57%).

Characteristics of perpetrator

Perpetrators were mostly (approximately 95%) male, regardless of the relationship of perpetrator to victim or the location of the offence.

The proportion of young perpetrators (those aged under 18) was quite substantial and increased as the indicator for child sexual abuse in an institutional context became more specific: extrafamilial (other known) (34%), institutional location (66%), and extrafamilial (other known) AND institutional location (75%).

Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional setting tended to be reported to police sooner: 80% of allegations of child sexual abuse in an institutional setting and where the relationship of the victim to perpetrator was extrafamilial (other known) were reported to police within six months, compared to 71% of all recent allegations.

Working with Children Checks

Based on the Victorian Working with Children Check data extracted, it was not possible to derive informative estimates about the extent of child sexual abuse by people working with children.

Safety in care

In 2012–13, the Department of Human Services or community service organisations funded by the department received 396 allegations of sexual abuse against a child client who was receiving services from the department or community service organisation. This includes but is not limited to children in care. Three-quarters (76%) of these allegations involved a female client, almost all (91%) involved an adolescent client and 17% involved an Aboriginal or Torres Strait Islander client. The most common category of perpetrator (63% to 81% of allegations) was 'other' – that is, not a staff member or another client – followed by another client and then a staff member.

For the period 2012–13, a total of 78 quality of care allegations were reported to child protection services pertaining to an allegation of sexual abuse by a carer against a child in out-of-home care.¹²⁵ This is a rate of 12 per 1,000 children in out-of-home care as at 30 June 2013 (6,399 children). The alleged victims were mostly female (54%), mostly adolescents (56% were aged 10–17) and 22% involved Aboriginal or Torres Strait Islander children. The time elapsed between the allegation and reporting was less than six months in 88% of cases. The alleged carers had a mean age of 45 years at the time the alleged abuse occurred and were mostly male (59%); however, this percentage is lower than allegations reported to police, where almost all alleged offenders were male.

Half (55%) of the alleged cases of child sexual abuse occurred in a foster care placement, 22% occurred in residential care and 22% occurred in a kinship care placement. Children in

¹²⁵ There were three more quality of care allegations involving alleged child sexual abuse, but the alleged abuse occurred before June 2008 and was excluded.

foster and residential care were over-represented in allegations of child sexual abuse perpetrated by a carer when compared to the population data for out-of-home care generally, which comprises the following breakdown by placement type: kinship care 47%; foster care 44%; and other types, including residential care, 2%.

Child sexual abuse in state education

The Victorian data did not include details on child sexual abuse perpetrated by school personnel, but there was data regarding child sexual abuse perpetrated by another student. In 2008–13, a total of 873 allegations of sexual misconduct between students were reported – an average of 175 allegations per year.

The data

The data for Victoria was extracted from:

- police, regarding reported child sexual abuse allegations between 1 July 2008 and 30 June 2013
- the body administering Working with Children Checks, regarding applications denied or suspended during this period
- child protection services, regarding reported sexual abuse within out-of-home care perpetrated by carers, from a database of critical incidents (1 July 2008 to 30 June 2013) and a database for quality of care allegations (1 July 2012 to 30 June 2013)
- the Department of Education and Training, regarding critical allegations of a sexual nature for the period 1 July 2008 to 30 June 2013.

Police, child protection services and Department of Education and Training data was extracted in unit record form, the unit of record being allegations rather than individuals. Working with Children Check data was provided in unit record form, where each unit recorded was a card suspension or revocation, rather than an individual victim or allegation. See Section 4 for details of specific fields extracted from each database.

Results

This section presents the results for the analysis of all data extracted from the state of Victoria. In comparisons between all recent allegations and an indicator (such as ‘institutional location’), the ‘all recent allegations’ also includes those incidents that involved an institutional location.

Police data

Total allegations

In the context of this report, ‘allegation’ refers to an accusation of child sexual abuse made to police regarding an individual victim, and the substance of the accusation may pertain to an event that occurred on a single day or multiple events over a period of time. In total in Victoria, for the period 1 July 2008 to 30 June 2013, there were **13,419** allegations of sexual assault against a person who was a minor at the time of the alleged offence; an average of 2,684 allegations per year (see Table 12.1). These allegations involved **10,709** unique victims. The number of allegations reported per year increased over the period, from 2,321

in 2008–09 to 3,341 in 2012–13 (a total increase of 44% and an average annual increase of 7.6%).

Table 12.1: Number of allegations of child sexual abuse and unique child victims in allegations of child sexual abuse, reported to police from 1 July 2008 to 30 June 2013, by year reported¹²⁶

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations (n)	2,321	2,378	2,426	2,953	3,341	13,419
Unique child victims (n)	1,910	2,003	2,091	2,565	2,844	10,709

Source: Victoria Police data

Allegations of child sexual abuse reported to police include allegations pertaining to adult survivors who were abused during their childhood. Some of the allegations of child sexual abuse reported to Victoria Police during 2008–13 dated back to the 1940s (see Appendix 12.1, Table 12.1.1). Of the total allegations made during 2008–13, 23% involved victims who were an adult (aged 18–78; mean age of 34) when the allegations were reported to police.¹²⁷

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the ‘present day’, using administrative data on allegations made. As such, the analysis focuses on recent allegations of child sexual abuse rather than using data from all reported allegations in the study period. A ‘recent allegation’ was defined as an allegation where the offence took place no more than five years before being reported, and where the offence was reported between 1 July 2008 and 30 June 2013. Past allegations were those reported more than five years after the child sexual abuse began, that is, in 2007 or earlier.

Of the 13,419 reported allegations in the study period:

- 9,795 (73%) were recent allegations
- 3,624 (27%) were past allegations and were excluded.

For a very small number of allegations (n=26; 0.2%), a start date was not recorded or was recorded as occurring after the report date (that is, the data was entered incorrectly). These were not counted as recent allegations, and were excluded.

¹²⁶ A child victim could have been the subject of more than one allegation of child sexual abuse and reported these allegations in different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

¹²⁷ It would be possible to conduct further analysis examining the time between offence and disclosure using the data extracted. While it is acknowledged that this would be relevant to the Royal Commission’s terms of reference, it was not relevant for this study.

Compared to victims of past allegations, victims involved in recent allegations¹²⁸ were more likely (see Appendix 12.1, Table 12.1.2) to:

- be female (recent to past: 82% vs 73%)
- be older when the child sexual abuse began (recent to past: 33% vs 22% were aged 15–17 when child sexual abuse began)
- be Indigenous (recent to past: 2.6% vs 1.8%).

Allegations relating to possession of child pornography were not extracted.

All subsequent police data reported in this section relates to recent allegations (that is, past allegations were excluded from the analysis). From this point forward, when referring to police data, the terms ‘allegation’ and ‘recent allegation’ are used interchangeably.

Recent allegations

Between 1 July 2008 and 30 June 2013, **9,795** recent allegations of child sexual abuse were reported to the police, involving **8,183** unique child victims (see Table 12.2). This is an average of 1,959 allegations per year. An average rate of 23.7 per 10,000 female children and five per 10,000 male children were reported as victims of a recent allegation of child sexual abuse. Most victims were involved in a single allegation (87%). The maximum number of separate allegations reported for any one victim during the five-year study period was 13.

Of the 9,795 reported allegations during the period, 5,645 (60%) included details of the alleged offender(s). A total of 4,485 offenders were identified from these 5,645 reported allegations, most for a single allegation (79%), with a maximum of 20 allegations per offender. A small number of allegations reported multiple offenders (2.1%). A single victim was reported for most perpetrators (84%) and a further 11% of allegations involved two victims. The maximum number of victims for one perpetrator was 54.

¹²⁸ This data is provided for descriptive purposes only. Understanding differences between groups was not the primary purpose of this study. Statistical significance tests were not provided, as they were thought to be misleading. The data depicts the population level rather than a sample; with a large sample size (almost 10,000 allegations), even a small difference is statistically significant (has a p-value of less than or equal to 0.05). For example, between groups, a difference of only 1% (7.6% vs 6.6% for child sexual abuse in institutional contexts) had a p-value of 0.038 and was statistically significant.

Table 12.2: Number of recent allegations of child sexual abuse and unique child victims in recent allegations of child sexual abuse, reported to police (and included in the analysis), from 1 July 2008 to 30 June 2013, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse (n)						
Males	256	298	283	420	482	1,739
Females	1,389	1,455	1,509	1,799	1,865	8,017
All children	1,645	1,756	1,810	2,231	2,353	9,795
Unique children who were alleged victims of child sexual abuse (n)						
Males	230	263	267	378	438	1,524
Females	1,225	1,291	1,346	1,591	1,642	6,622
All children	1,455	1,557	1,630	1,981	2,086	8,183
Rate per 10,000 children who were alleged victims of child sexual abuse (average rate shown in the 2008–13 column)¹						
Males	3.7	4.2	4.3	5.9	6.8	5.0
Females	20.9	21.8	22.6	26.4	26.8	23.7
All children	12.1	12.8	13.3	16.0	16.6	14.2

Source: Victoria Police data

Note: Multiple notifications relating to one child could have been made across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.

All children includes those whose gender was not recorded.

1. Population data from the ABS.¹²⁹

Indicators for child sexual abuse occurring in an institutional context

The research team used Victoria Police data to create indicators for:

- relationship of perpetrator to victim: extrafamilial (other known)
- location of abuse: institutional location
- extrafamilial (other known) AND institutional location.

Relationship of perpetrator to victim

To identify allegations that potentially involved an offender from an institution, the researchers categorised the broad range of offender-to-victim relationships recorded

¹²⁹ Australian Bureau of Statistics, *Australian Demographic Statistics, Jun 2013*, cat no 3101.0, ABS, Canberra, viewed 6 January 2014. Retrieved from www.abs.gov.au/AUSSTATS/abs@.nsf/allprimarymainfeatures/BCDDE4F49C8A3D1ECA257B8F00126F77?opendocument

in police data into five relationship groups^{130,131}: intrafamilial; extrafamilial ((ex)intimate partner); extrafamilial (other known); unknown perpetrator; and relationship not indicated.

Relationships categorised as extrafamilial (other known) would include perpetrators known to victims through professional or institutional associations (such as a teacher or Scout leader). However, the category would also include a neighbour or friend of the family. It is acknowledged that child sexual abuse perpetrated by a person within the family and with whom the victim had an intimate relationship could occur in an institutional context – as could child sexual abuse perpetrated by a stranger – but that this would be a minority pattern for abuse perpetrated by these offender groups. In 9% of allegations, the perpetrator-to-victim relationship was not indicated (that is, the data was missing) and so could not be categorised. Using the categories available in Victoria Police data, it was not possible to develop a category for relationship of perpetrator to victim that was more specific to abuse occurring in an institutional context. In summary, based on the relationship of perpetrator to victim fields in Victoria Police data, the best available indicator of abuse in an institutional location was extrafamilial (other known). However, this indicator would represent an inflated estimate of reported child sexual abuse in institutional contexts and is therefore not recommended as an indicator. Analyses performed using this indicator are outlined below only to enable the examination of trends within and across jurisdictions.

Table 12.1 shows the relationship of perpetrator to victim for recent allegations in 2008–13.

For the period 1 July 2008 to 30 June 2013, there were **4,336** allegations of child sexual abuse in which the victim's relationship to the perpetrator was extrafamilial (other known) (44% of all recent allegations) involving **3,720** unique child victims (45% of all victims) (see Table 12.3). This is an average of 867 allegations per year. The number of allegations in which the victim's relationship to the perpetrator was extrafamilial (other known) increased in 2011–12 and remained higher in 2012–13. Most victims (88%) who made a single allegation reported the relationship as other extrafamilial. Twelve had reported another allegation involving an offender to whom they had a relationship other than extrafamilial (other known). Half (54%) of the offences included in allegations categorised as extrafamilial (other known) involved a perpetrator who was an acquaintance and a third (35%) were other known (see Appendix 12.1, Table 12.1.4).

¹³⁰ See Table 12.1.3 in Appendix 12.1 for categories of reported relationship of perpetrator to victim.

¹³¹ If multiple offenders are reported for one allegation, police data only recorded one type of allegation. An intrafamilial relationship was given precedence over an extrafamilial relationship.

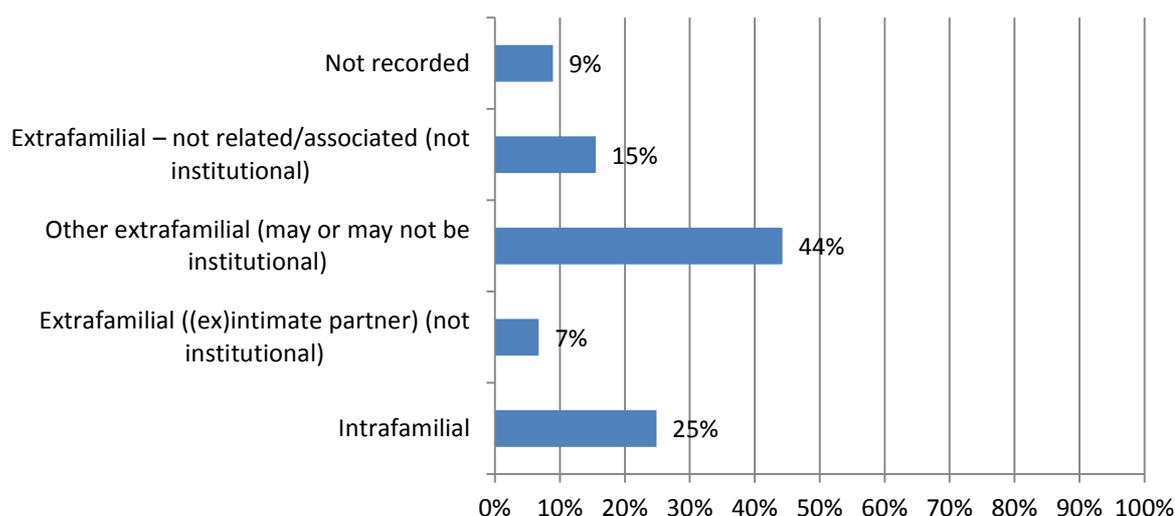


Figure 12.1. Relationship of perpetrator to victim in recent allegations of child sexual abuse, reported to police from 1 July 2008 to 30 June 2013

Table 12.3: Number of recent allegations of child sexual abuse and unique child victims with an extrafamilial (other known) relationship to the perpetrator, reported to police from 1 July 2008 to 30 June 2013, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse involving an extrafamilial (other known) relationship to the perpetrator (n)						
Males	133	140	115	209	241	838
Females	584	683	678	788	750	3,483
All children	717	824	803	1,000	992	4,336
Percentage of all recent allegations (%)						
Males	52.0	47.0	40.6	49.8	50.0	48.2
Females	42.0	46.9	44.9	43.8	40.2	43.4
All children	43.6	46.9	44.4	44.8	42.2	44.3
Unique victims involved in an allegation where the relationship to the perpetrator was extrafamilial (other known) (n)						
Males	114	118	110	184	224	730
Females	530	611	608	713	674	2,977
All children	644	730	727	900	899	3,720
Percentage of all victims (%)						
Males	49.6	44.9	41.2	48.7	51.1	47.9
Females	43.3	47.3	45.2	44.8	41.0	45.0
All children	44.3	46.9	44.6	45.4	43.1	45.5

All children includes those whose gender was not recorded.

Source: Victoria Police data

Extrafamilial (other known) and gender of victim

Substantially more females than males were reported as experiencing child sexual abuse committed by an extrafamilial (other known) perpetrator (n=2,977 vs n=730; 80% vs 19.6%).

Extrafamilial (other known) and age of victim

The greatest proportion of victims alleged to have been abused by an extrafamilial (other known) perpetrator were aged 10–14 (45.2%), followed by 15–17 (32.7%) and 5–9 (16.7%) (see Appendix 12.1, Table 12.1.5).

Extrafamilial (other known) and characteristics of allegation

The majority of allegations of child sexual abuse involved an extrafamilial (other known) perpetrator and the incident occurred in a domestic/private space (66%). A further 15% occurred in a public space, and in 7% of allegations the location was not indicated. Ten per cent of recent allegations involving an extrafamilial (other known) relationship of perpetrator to victim involved an institutional location.

Compared to all recent allegations, those where the victim's relationship to the perpetrator was extrafamilial (other known) were somewhat more likely (see Appendix 12.1, Table 12.1.3) to:

- be reported to the police sooner (80% reported within six months, compared to 71% of all recent allegations)
- include a sex (non-rape) offence (88% vs 84%) as well as a rape offence (25% vs 18%)
- involve an institutional location (10% vs 7%).

Extrafamilial (other known) and characteristics of perpetrator

Information pertaining to the offender was recorded for almost two-thirds (63%; n=2,736) of the allegations involving an extrafamilial (other known) relationship. A total of **2,188** unique offenders were identified in these allegations. The majority of offenders (82%) were reported in a single allegation where the relationship to the victim was other extrafamilial. Seven per cent of perpetrators were recorded as being involved in another allegation in which they had a different relationship to the victim.

Compared to the demographics of all offenders recorded in recent allegations of child sexual abuse, offenders with an extrafamilial (other known) relationship to the victim (see Appendix 12.1, Table 12.1.6) were:

- also mostly male (96% vs 96%)
- similar in age profile, but slightly younger at the start of the earliest allegation (34% were aged under 18, compared to 28%).

Location of abuse – institutional location

To identify allegations of an incident that potentially occurred at an institution, the researchers categorised the reported broad range of locations of allegations recorded in

police data into six location groups¹³²: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not indicated.

The location of alleged abuse being categorised as an institutional location (such as a school, hospital or church) is a relatively reliable indicator that those cases were institutional abuse. The category includes key institutional locations in which children have been reported to experience child sexual abuse, such as churches, other religious institutions, schools, school grounds, educational institutions, hospitals, medical centres, nursing homes, other health services, prisons, detention centres, youth training centres and other justice facilities. However, the category excludes many institutional contexts such as abuse perpetrated by a coach at a public swimming pool. It would also exclude abuse perpetrated by a person known to victims through an institution (such as a teacher or Scout leader) but which occurred in a location other than the institution (such as in a private or public space).

Figure 12.2 shows the locations of recent allegations in the period 2008–13.

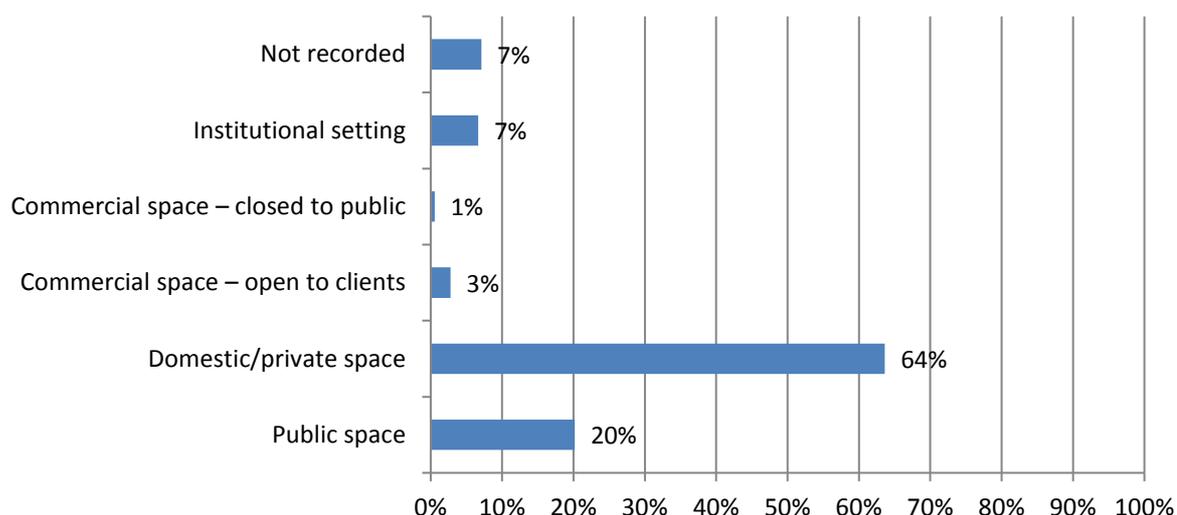


Figure 12.2. Percentage of recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by location of incident

For the period 1 July 2008 to 30 June 2013, **651** recent allegations of child sexual abuse involving **629** unique child victims were categorised as occurring in an institutional location (see Table 12.4). This is an average of 130 allegations per year. The number of allegations involving an institutional location increased in 2011–12 and remained higher in 2012–13. Almost all victims at an institutional location reported a single allegation (97%) and 11% were also involved in a separate allegation not at an institutional location. The majority (70%) of allegations involved child sexual abuse at an institutional location occurred at a school, and a further 14% occurred on school grounds (see Appendix 12.1, Table 12.1.9).

¹³² See Table 12.1.8 in Appendix 12.1 for categories of reported locations of alleged child sexual abuse.

During the five-year period, 6.6% of all recent allegations and 7.7% of all unique child victims were linked to abuse at an institutional location.

Table 12.4: Number of recent allegations of child sexual abuse and unique child victims recorded as being abused in an institutional location, reported to police from 1 July 2008 to 30 June 2013, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location (n)						
Males	22	23	15	48	50	158
Females	86	76	96	123	106	487
All children	108	99	114	173	157	651
Percentage of all allegations (%)						
Males	8.6	7.7	5.3	11.4	10.4	9.1
Females	6.2	5.2	6.4	6.8	5.7	6.1
All children	6.6	5.6	6.3	7.8	6.7	6.6
Unique victims involved in an allegation of child sexual abuse in an institutional location (n)						
Males	22	20	15	45	49	150
Females	84	74	94	122	103	474
All children	106	94	112	169	153	629
Percentage of all victims (%)						
Males	9.6	7.6	5.6	11.9	11.2	9.8
Females	6.9	5.7	7.0	7.7	6.3	7.2
All children	7.3	6.0	6.9	8.5	7.3	7.7

Source: Victoria Police data

Note: Multiple notifications relating to one child could have been made across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period (2008–13). All children includes those whose gender was not recorded.

Institutional location and gender of victim

Substantially more females than males reported experiencing child sexual abuse in an institutional location (n=474 vs n=150; 75% vs 24%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys than for girls (9.8% vs 7.2%). The proportion of all recent allegations involving an institutional location showed a marked increase for males in 2011–12 and 2012–13, while remaining relatively stable for females.

Institutional location and age of victim

The majority (52%) of victims alleged to have been abused in an institutional location were aged 10–14, followed by 15–17 (24%) and 5–9 (22%). Victims alleged to have been abused in an institutional location were more likely to be aged 10–14 compared to victims of all allegations (52% vs 42%) (see Table 12.5).

Table 12.5: Characteristics of victims in recent allegations of child sexual abuse occurring at an institutional location, reported to police from 1 July 2008 to 30 June 2013

	Children who experienced alleged sexual abuse at an institutional location		All children who experienced alleged sexual abuse	
	n	%	n	%
Gender				
Males	150	23.8	1,524	18.6
Female	474	75.4	6,622	80.9
Not indicated	5	0.8	37	0.5
Age at start of alleged child sexual abuse (earliest allegation, if multiple)				
Under 2	0	0.0	45	0.5
2–4	18	2.9	600	7.3
5–9	135	21.5	1,552	19.0
10–14	326	51.8	3,405	41.6
15–17	150	23.8	2,581	31.5
Not indicated	0	0.0	0	0.0
Cultural background				
Indigenous	4	0.6	185	2.3
Non-Indigenous	378	60.1	5,041	61.6
Not indicated	247	39.3	2,957	36.1
Total – victims	629		8,183	

Source: Victoria Police data

Institutional location and characteristics of allegation

The vast majority (70%) of allegations of child sexual abuse in an institutional location involved an extrafamilial (other known) perpetrator, followed by extrafamilial (not known) (17%), relationship not indicated (data missing) (10%), extrafamilial (ex)boy/girlfriend (2.6%), and intrafamilial (1.4%).

Compared to all recent allegations, victims of child sexual abuse in an institutional location were more likely (see Appendix 12.1, Table 12.1.10) to:

- report to the police sooner (83% within six months, compared to 71% for all allegations)
- experience a sex (non-rape) offence (89% vs 84%) and less likely to experience a rape offence (12% vs 18%)
- have a relationship to the perpetrator categorised as extrafamilial (other known) (70% vs 44%).

Institutional location and characteristics of perpetrator

Information pertaining to the offender was recorded for under half of the allegations involving an institutional location (44%, 287 allegations). A total of **273** unique offenders were identified from these allegations; the majority (87%) were named in a single allegation at an institutional location, and 13% were reported to be involved in another allegation at a different type of location.

Compared to all recent allegations, offenders involved in an allegation of abuse at an institutional location (see Appendix 12.1, Table 12.1.11) were:

- also mostly male (95% vs 96%)
- younger, especially those aged under 18 when the earliest alleged abuse occurred (66% aged under 18 at the time the earliest allegation occurred, compared to 28% over 18).

Relationship of perpetrator to victim and location of abuse indicators

For the period 1 July 2008 to 30 June 2013, **453** recent allegations involved an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) and **437** unique child victims (see Table 12.6). This is an average of 91 allegations per year, although the number of allegations increased in 2011–12 and remained higher in 2012–13. Almost all victims (97%) were the subject of a single allegation of abuse that occurred in an institutional location and where the relationship of the victim to the perpetrator was extrafamilial (other known). Twelve per cent of victims were the subject of another allegation that either occurred at a different type of location or was perpetrated by a person who had a different relationship to the victim.

During the five-year period, 4.6% of all allegations and 5.3% of all child victims were linked to abuse in an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known).

Institutional location AND extrafamilial (other known): Gender of victim

Substantially more females than males reported child sexual abuse in an institutional location and involving an extrafamilial (other known) perpetrator (n=316 vs n=116; 72% vs 27%). However, the proportion of children abused in an institutional location compared to other locations was higher for males (7.1% vs 4.0% for allegations and 7.6% vs 4.8% for victims). The proportion of allegations that fell into this group increased in both 2011–12 and 2012–13.

Institutional location AND extrafamilial (other known): Age of victim

The majority (57%) of victims alleged to have been abused in an institutional location by an extrafamilial (other known) perpetrator were aged 10–14, followed by 15–17 (24%) and 5–9 (17%). Victims alleged to have been abused in an institutional location by an extrafamilial (other known) perpetrator were more likely to be aged 10–14 compared to all allegations (57% vs 42%).

Table 12.6: Number of recent allegations of child sexual abuse and unique child victims of alleged abuse in an institutional location, where the relationship of perpetrator to victim was extrafamilial (other known), reported to police from 1 July 2008 to 30 June 2013, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location where the relationship of the victim to the perpetrator was extrafamilial (other known) (n)						
Males	18	12	13	39	41	123
Females	45	47	62	86	84	324
All children	63	59	78	127	126	453
Percentage of all allegations (%)						
Males	7.0	4.0	4.6	9.3	8.5	7.1
Females	3.2	3.2	4.1	4.8	4.5	4.0
All children	3.8	3.4	4.3	5.7	5.4	4.6
Unique victims the subject of an allegation of child sexual abuse in an institutional location where the relationship of perpetrator to victim was extrafamilial (other known) (n)						
Males	18	10	13	36	40	116
Females	44	46	61	86	81	316
All children	62	56	77	124	122	437
Percentage of all victims (%)						
Males	7.8	3.8	4.9	9.5	9.1	7.6
Females	3.6	3.6	4.5	5.4	4.9	4.8
All children	4.3	3.6	4.7	6.3	5.8	5.3

Source: Victoria Police data

Note: Multiple notifications relating to one child could have been made across different years. Therefore, the sum of unique children across the five single report years is greater than the total number of unique children in the whole five-year period.
All children includes those whose gender was not recorded.

Institutional location AND extrafamilial (other known): Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional location and where the relationship of perpetrator to victim was extrafamilial (other known) (see Appendix 12.1, Table 12.1.13) were:

- more likely to be reported to the police sooner (80% within six months, compared to 71% of all recent allegations)
- more likely to involve a sex (non-rape) offence (89% vs 84%)
- less likely to involve a rape offence (12% vs 18%).

Institutional location AND extrafamilial (other known): Characteristics of perpetrator

Information pertaining to the offender was recorded for almost half (47%; n=212) of the allegations involving abuse at an institutional location where the relationship of perpetrator to victim was extrafamilial (other known). A total of **201** unique offenders were identified

from these allegations. The majority (88%) were reported in a single allegation involving an institutional location and where the relationship of perpetrator to victim was extrafamilial (other known), but 15% were named in another allegation that either involved a different type of location or a different relationship to the victim.

Compared to all offenders in recent allegations, offenders in an allegation that involved an institutional location and where the relationship to the victim was extrafamilial (other known) (see Appendix 12.1, Table 12.1.14) were:

- also mostly male (96% vs 96%)
- younger – three-quarters were aged under 18 at the time the first allegation against them occurred (75% to 28%).

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, intrafamilial and extrafamilial. It is useful for developing population estimates but, as noted above, due to limitations in how the data is recorded, the estimates lack specificity in helping to understand the extent of child sexual abuse occurring in institutional contexts. The following section explores indicators of child sexual abuse using data from specific contexts, reflecting different subpopulations of children, including data relating to:

- people working with children
- children in out-of-home care
- children in state education (primary and secondary schools).

The population of persons working with children

In Victoria, individuals are required to apply for and be granted an authority to work with children (a Working with Children Check) before commencing in a paid or volunteer role in which they engage in child-related occupations, volunteer work or practical training. Once approved, the check is valid for five years, but it may be suspended or revoked if, during its usual monitoring, the body administering Working with Children Checks is notified of an allegation of misconduct, police charges and so on.

In the period 2008–13, the Victorian Department of Justice, which administers the Victorian Working with Children Check scheme, issued 909,744 Working with Children Check cards^{133,134,135} (see Table 12.7).

¹³³ The total number of Working with Children Check cards issued for the period is the summed total of the cards issued in each year of the period. Some individuals will be included twice in the period if they applied for and were issued a card that then expired and was renewed within the period.

¹³⁴ The total number of Working with Children Check cards issued for the period excludes people who applied for and were issued a card before the study period, and is therefore not an indicator of the full population of people working with children. (The scheme started in Victoria in 2005–06.)

¹³⁵ While a person may have a current Working with Children Check card, they may have ceased to work with children.

Table 12.7: Number of Working with Children Check cards processed and issued

	Processed	Issued
2008–09	175,633	175,000 ¹
2009–10	152,149	150,000 ¹
2010–11	137,000	141,041
2011–12	180,900	181,014
2012–13	253,700	262,689

1. These numbers are approximate, rounded figures rather than actual numbers reported.

Source: Victorian Department of Justice annual reports 2008–09 to 2012–13. Retrieved from www.justice.vic.gov.au/utility/annual+reports/ and Working with Children Check data.

In 2008–13, **552** applications for a Working with Children Check were denied¹³⁶ (average of 110 per year). A further **286** cards (an average of 57 per year) were suspended or revoked due to alleged child sexual abuse (see Table 12.8). This represents a fraction of Working with Children Check cards issued; most of the people whose cards were revoked or suspended were males (95%) and their average age at issue was 39 (ranging from 16 to 86 years). The most common employment categories of people whose cards were revoked or suspended were educational (51%); sporting or cultural clubs and associations (32%); and overnight camps (20%). A Category 1 offence triggered the suspension for 28 people (10%) and a Category 2 offence resulted in suspension for 258 people (90%). It was not possible from the available data fields to determine which, if any, of the suspensions or revocations were the result of child sexual abuse in an institutional context.

Table 12.8: Number of Working with Children Check applications denied, revoked or suspended in 2008–13, by year denied, revoked or suspended

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Denied (n)	126	117	87	107	115	552
Revoked or suspended (n)	39	42	66	50	89	286

Source: Victorian Working with Children Check data

Although the number of applications denied remained fairly constant over the five years, the number of approved Working with Children Checks that were subsequently revoked or suspended increased continuously and had more than doubled by the end of the five-year period.

Total allegations of child sexual abuse reported in out-of-home care

Three sources of data were available pertaining to safety in care, namely:

- the Report on Government Services, which reported on the indicator ‘children in care who experienced substantiated abuse, where the person responsible was

¹³⁶ A card may have been denied for reasons other than child sexual abuse offences, and the offence(s) relating to the denial may have occurred many years prior. For this reason, Working with Children Check card denials are not a relevant indicator of recent child sexual abuse perpetrated by people working with children.

believed to be living in the household', although this data does not provide a breakdown by type of maltreatment

- a critical incident database, which recorded allegations of abuse (including sexual abuse) perpetrated against a client, involving services delivered by the Department of Human Services or community service organisations funded by the department. These allegations included but are not limited to children in out-of-home care, and there were three categories to describe the alleged perpetrator: client, staff member and other. The database contains less detail than the database for quality of care allegations (below), but includes a broader range of perpetrators and data for the full study period
- a database for quality of care allegations, which includes data on abuse (including sexual abuse) against children in out-of-home care, perpetrated by their carer (a quality of care allegation), but which excludes abuse by a perpetrator who is not a carer (such as a sibling, another child in out-of-home care or a support worker). This database is new, so data was only available for a 12-month period. This database provides a more detailed description of one subset of the critical incident database that pertains to allegations against carers.

Report on Government Services

Results from the *Report on Government Services 2013* indicate a year-on-year increase in the number of children in out-of-home care who experience substantiated abuse (all types of abuse, not just sexual) when the person responsible was believed to be living in the household (see Appendix 12.1, Table 12.1.15).¹³⁷ The number of children experiencing this type of abuse increased from 41 in 2009–10 to 90 in 2011–12, representing 1.0% of all children in out-of-home placement in 2011–12 (an increase from 0.5% in 2009–10).

Critical incident database

In 2012–13, the Department of Human Services or community service organisations funded by the department received a total of **396** allegations of sexual abuse against child client victims receiving services from the department or community service organisation. This includes but is not limited to children in care.^{138,139} The allegations pertained to three types of alleged sexual abuse:

- 69 allegations of sexual exploitation (17%)¹⁴⁰
- 204 allegations of sexual assault – indecent (52%)¹⁴¹

¹³⁷ The number of children in out-of-home care who were the subject of a substantiated notification of abuse was not available in Victoria.

¹³⁸ One allegation was reported in 2012–13 but the alleged offence occurred before June 2008 and was excluded.

¹³⁹ This information is collected in a client incident report form. Outcomes of the allegations (such as whether they are confirmed) are not recorded.

¹⁴⁰ Involves sex work of a client aged under 18.

¹⁴¹ Unwanted sexual actions forced upon a person against their will through physical force, intimidation and/or coercion, without that person's consent.

- 123 allegations of sexual assault – rape (31%).¹⁴²

Of the allegations of sexual abuse relating to child client victims:

- most involved a single client (68%)
- three-quarters (76%) involved a female client and a third (36%) involved a male client¹⁴³
- almost all (91%) involved an adolescent client; 42% involved a client aged 10–14 and 57% a client aged 15–17
- 17% involved an Aboriginal or Torres Strait Islander client.

Three categories were used to describe the alleged perpetrator: client, staff member and other. The most common category of perpetrator was ‘other’ (that is, not a staff member or another client). For indecent sexual assault allegations, 63% were allegedly perpetrated by a person classified as ‘other’ (not a staff member or another client), 24% by other clients and 13% by staff members. For sexual assault allegations involving rape, 81% were allegedly perpetrated by a person classified as ‘other’ (not a staff member or another client), 14% by other clients and 5% by staff members.

Quality of care allegations

Child protection services maintain records of allegations of maltreatment or care concerns (including sexual abuse) against children in out-of-home care where the person believed responsible is the carer. The Victorian database for quality of care allegations is relatively new, so records were available only for July 2012 to June 2013 (one year).

In 2012–13, there were:

- 3,399 children admitted into out-of-home care
- 6,399 children in out-of-home care as at 30 June 2013.

For the period 2012–13, a total of **78** quality of care allegations were reported to child protection services pertaining to an allegation of sexual abuse perpetrated by a carer against a child in out-of-home care.¹⁴⁴ This is a rate of 12 per 1,000 children in out-of-home care as at 30 June 2013 (6,399 children).¹⁴⁵ Allegations of child sexual abuse made up 9.0% of all quality of care allegations in 2012–13 (862 quality of care allegations).

Of the child victims in out-of-home care reported in the 78 quality of care allegations involving sexual abuse:

- more were female than male (54%)

¹⁴² Penetration or attempted penetration (anal, oral or vaginal) of a person using physical force, intimidation and/or coercion without that person’s consent.

¹⁴³ An allegation could involve multiple clients of different genders and ages.

¹⁴⁴ Another three quality of care allegations involving child sexual abuse were reported, but the alleged incidents occurred before June 2008 and were excluded.

¹⁴⁵ 30 June is the census date for rates of children in out-of-home care. Children are admitted into and discharged from care throughout the year, so there will be children who are not included in this rate.

- 56% were adolescents aged 10–17 when the alleged abuse occurred (28% were 10–14 and 28% were 15–17)
- 22% were Aboriginal or Torres Strait Islander children
- 88% reported the alleged abuse in under six months.

Of the carers involved in an allegation of sexual abuse reported in the quality of care allegations:

- the mean age was 45 at the time the allegation against them occurred, ranging from 18 to 67 years
- most were male (59%), however this percentage is lower than for allegations reported to the police, where almost all alleged offenders were male
- half were alleged to have perpetrated the abuse in a foster care placement (55%), 22% in residential care and 22% in a kinship care placement. Children in foster and residential care were over-represented in allegations of child sexual abuse by a carer when compared to the out-of-home care population data, where the care type was kinship care 47%; foster care 44%; and other types, including residential care, 2%.¹⁴⁶

The alleged sexual abuse was investigated in 88% of the allegations. At the time of reporting, 28% of investigations were continuing and a further 18% had been substantiated (see Table 12.9).

Table 12.9: Outcome of quality of care allegations of sexual abuse for children in out-of-home care (2012–13)

	Number of allegations	%
Sexual abuse substantiated	14	18
Other abuse substantiated	3	4
Abuse not substantiated	30	38
No investigation	9	12
Ongoing investigation	22	28
Total allegations	78	100

Source: Victorian quality of care child protection data

Total allegations of child sexual abuse in government schools

Allegations against staff members are important, but this data was not available for Victoria. The education data presented here relates to reported allegations of students involved in alleged inappropriate sexual misconduct against other students in Victorian government educational institutions during the five-year period 2008–13.

A total of **873** allegations of sexual misconduct between students were reported (see Table 12.10) – an average of 175 allegations per year. The numbers per year were steady over the five-year period, except for a reduction in 2011–12. The most common sexual

¹⁴⁶ Percentages were sourced from the most recent reported information. Source: Australian Institute of Health and Welfare, Child Protection Australia 2011–12. Retrieved from www.aihw.gov.au/WorkArea/DownloadAsset.aspx?id=60129542752

misconduct allegations were classified as aggressive behaviour or actions of a sexual nature (58%), followed by sexual assault (27%) and antisocial behaviour or actions (inappropriate material or problem sexual behaviour under 10) (15%). The allegations were evenly spread between primary and secondary schools:

- 42% occurred in a primary school
- 41% occurred in a secondary school
- 10% occurred in a primary or secondary school
- 7% occurred in a special school
- less than 1% occurred in another type of school.

Table 12.10: Number of allegations of sexual misconduct allegations between students enrolled in government schools in 2008–13, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Single victim (n)	150	166	145	116	158	735
Multiple victims (n)	32	32	27	16	31	138
All allegations (n)	182	198	172	132	189	873

Source: Victorian education data

The education data reported that some action followed most allegations (79%), no action was taken in 9% of allegations and in 12% there was no record of whether action was taken. The actions taken (as a percentage of the 735 allegations where action was taken)¹⁴⁷ included:

- involvement of the Student Critical Incident Advisory Unit (69%) (a decline in 2011–12 and 2012–13)
- police involvement (n=236; 27%)
- involvement of the Sexual Offences and Child Abuse Unit (23%)
- involvement of the Department of Human Services (9%)
- victim(s) receiving counselling (7%)
- other actions, including offender(s) receiving counselling, offender(s) being suspended or other organisations becoming involved (5% or less).

The majority of allegations involved a single victim (84%) and a single offender (88%). Of the 873 allegations^{148,149}:

- three-quarters (74%) involved a female victim and 29% involved a male victim

¹⁴⁷ The action taken was coded from a free-text summary of allegation outcomes. Actions may be under-reported if they were not recorded in the free-text summary.

¹⁴⁸ An allegation could involve multiple victims and/or offenders. These multiple victims and offenders could vary in age and gender.

¹⁴⁹ Each individual allegation reported unique victims and offenders. However, unique students across all allegations cannot be identified.

- the most common year levels of the victim were years 7–10 (38%), followed by 4–6 (18%), 1–3 (16%), pre-school (10%) and 11–12 (4%) (victim’s year level was not indicated in 17% of the allegations)
- almost all (93%) involved a male offender and 7% involved a female offender
- the age profile of offenders was similar to the victims – 37% of allegations involved an offender in years 7–10, followed by 4–6 (20%), 1–3 (16%), pre-school (5%) and 11–12 (5%) (the offender’s year level was not indicated in 19% of the allegations).

Section 13

Findings from data – Western Australia

Key messages

Police data

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. A 'recent allegation' was defined as involving an offence that took place no more than five years before being reported, where the offence was reported between 1 July 2008 and 30 June 2013.

In Western Australia between 1 July 2008 and 30 June 2013, there were 5,673 allegations of sexual assault against a person who was a minor at the time of the alleged offence; an average of 1,135 allegations per year. Of these allegations, 11.86% involved victims who were adults at the time the accusations were reported to police (aged 18–73, with a mean of 33 years).

Additionally, 4,803 (84.6%) were recent allegations. This is an average of 961 allegations per year.

The relationship of perpetrator to victim was not recorded in the Western Australian data extracted for this study.

The locations involved in recent allegations were:

- domestic/private space: 73%
- public space: 17%
- not recorded: 1%
- institutional: 6%
- commercial space – open to clients: 3%.

The 'institutional location' indicator is a conservative indicator for reported abuse as it excludes some key locations of interest (for example, out-of-home care, and sporting and recreational groups) and abuse that is perpetrated by a person known through an institution but occurs in other locations. It may include some cases that are not child sexual abuse in an institutional context (for example, sexual assault by a stranger on school grounds after hours).

Institutional location

During the five-year period, 6% of recent allegations involved an institutional location. This is an average of 53 allegations per year.

Victim gender

Substantially more females than males were reported as experiencing child sexual abuse in an institutional location (70% vs 29%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys than girls. For allegations involving boys, the proportion in an institutional location compared to other locations was 9.4%, and whereas for allegations involving girls the proportion was 4.8%.

Age of victim

The majority of victims alleged to have been abused in institutional locations were aged 10–14 (50%), followed by 5–9 (23%) and 15–17 (18%).

Characteristics of perpetrator

The gender and age of more than half (61%) of perpetrators are unknown. Of the remaining perpetrators, most were male (96%). Over half (62%) were aged under 18 at the time the child sexual abuse began.

Characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional setting where the relationship of the victim to the perpetrator was extrafamilial (other known) were more likely to be reported to the police within six months of the alleged offence (80.5% vs 74%).

Working with Children Checks

Based on the data extracted in relation to Western Australian Working with Children Checks, it was not possible to derive informative estimates about the extent of child sexual abuse by people working with children.

Safety in care

For the period 2008–13, a total of 700 quality of care allegations were reported to child protection services, pertaining to an allegation of sexual abuse against a child in out-of-home care. This is an average of 140 notifications per year, or a rate of 39.4 per 1,000 children in out-of-home care as at 30 June 2013 (3,972 children). The alleged victims were mostly female (59%) and mostly adolescent (59% aged 10–17), and 46% were Aboriginal or Torres Strait Islander children. A quarter of the quality of care allegations (25.6%) were substantiated. Where the relationship of the alleged perpetrator to the victim was recorded, the most common perpetrator was a parent or guardian (47.4%).

Child sexual abuse in state education

There was no available data in an extractable form relating to reported allegations of child sexual abuse in government schools.

The data

Western Australian administrative data was extracted from:

- police, regarding reported child sexual abuse allegations for the period from 1 July 2008 to 30 June 2013
- bodies administering Working with Children Checks, regarding applications denied or suspended during the same period
- child protection services regarding reported sexual abuse in out-of-home care during the same period.

Data from police, child protection services and Working with Children Checks was extracted in unit record form, the unit of record being allegations rather than individuals. The extracted police data did not identify unique victims or unique offenders across all allegations, so it is not possible to report the findings by the number of victims and offenders. See Section 4 for details of specific fields extracted from each database.

Results

Results presented are from allegations reported between 1 July 2008 and 30 June 2013. Results are summarised below, and tables presenting greater detail are included in Appendix 13.1. Where comparisons are being made between all recent allegations and an indicator (such as allegations involving an institutional location), 'all recent allegations' includes those incidents that involved an institutional location.

Police data

Total allegations

In the context of this report, the term 'allegation' refers to an accusation of child sexual abuse made to police. In total for the period 1 July 2008 to 30 June 2013, there were **5,673** allegations of sexual assault against a person who was a minor at the time of the alleged offence; an average of 1,135 allegations per year (see Table 13.1).

Table 13.1: Number of allegations of child sexual abuse reported to police, by year reported, from 1 July 2008 to 30 June 2013

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations (n)	1,098	1,187	997	1,021	1,370	5,673

Source: Western Australia Police data

The number of allegations reported per year was highest in 2012–13 (1,370) and lowest in 2010–11 (997). An allegation of child sexual abuse reported to the police may involve an adult survivor of child sexual abuse reporting alleged abuse that occurred many years ago (for example, some allegations occurred in the 1940s) (see Appendix 13.1, Table 13.1.1). Of the total allegations made in the 2008–13 period, 11.86% involved victims who were an adult at the time the accusations were reported to police (aged 18–73; mean of 33 years).¹⁵⁰

The purpose of this study was to estimate the extent of child sexual abuse occurring in institutions in the 'present day', using administrative records of recent allegations. As such, the analysis focuses on recent allegations of child sexual abuse rather than using data from all reported allegations in the study period. A 'recent allegation' was defined as involving an offence that took place no more than five years before the report, and where the offence was reported between 1 July 2008 and 30 June 2013. In this context, past allegations were those reported more than five years after the child sexual abuse began (that is, in 2007 or earlier).

Of the 5,673 reported allegations in the study period:

- 4,803 (84.6%) were recent allegations

¹⁵⁰ Further analysis could examine the time between offence and disclosure using the data extracted. While we acknowledge that this would be relevant to the Royal Commission's terms of reference, it was not relevant for this study.

- 847 (14.9%) were past allegations, and were excluded from the study
- a very small number (n=1; 0.02%) involved an unknown delay between the start of the alleged abuse and when it was reported, and were excluded as they could not be confirmed as recent allegations
- 22 (0.39%) did not record a date of birth for the victim – only recording the victim’s age at the time of the report as above 22 years – and were excluded.

Compared to past allegations, recent allegations were more likely to involve victims who were (see Appendix 13.1, Table 13.1.2):

- female (recent to past: 82% vs 76%)
- older when the alleged child sexual abuse began (recent to past: 23% vs 6% who were aged 15–17 when the child sexual abuse began)
- Indigenous (recent to past: 17% vs 15%).

Data for allegations relating to possession of child pornography was not extracted.

All subsequent police data reported in this section relates to recent allegations; that is, past allegations were excluded from the analysis. From this point forward, where referring to police data, the terms ‘allegation’ and ‘recent allegation’ are used interchangeably.

Recent allegations

For the period 1 July 2008 to 30 June 2013, a total of **4,803** recent allegations of child sexual abuse were reported to Western Australia Police (see Table 13.2). This is an average of 961 allegations per year.

Of the 4,803 recent allegations reported during the period, 2,136 (44%) included details of the alleged offender(s). The following analysis was based on these 4,803 recent allegations.

Table 13.2: Number of recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Female	769	828	706	708	945	3,956
Male	151	168	144	149	206	818
Unknown	8	3	3	6	9	29
All children	928	999	853	863	1,160	4,803

All children includes those whose gender was not recorded.

Source: Western Australia Police data

Indicators for child sexual abuse occurring in an institutional context

The researchers used Western Australia Police data to isolate the institutional location indicator.

Relationship of perpetrator to victim

It was not possible to identify the relationship of each perpetrator to each victim as this data was not available and could not be reported on.

Location of abuse – institutional location

To identify allegations of an incident that potentially occurred at an institution, the research team categorised the broad range of locations recorded in police data into six groups¹⁵¹: domestic/private space; public space; commercial space – closed to public; commercial space – open to clients; institutional location; and not recorded.

A location being categorised as an institutional location (such as a school or church) is a relatively reliable indicator that the allegations reported as occurring there were institutional abuse. This category includes key institutional locations where children have been reported as experiencing child sexual abuse (such as bush camps, childcare centres and crèches; churches; hospitals, medical centres and dentist surgeries; nursing homes; police premises, prisons and lockups; and schools) but it also excludes many institutional contexts, such as abuse perpetrated by a coach at a public swimming pool. Furthermore, it excludes abuse perpetrated by a person known to the victim through an institution (such as a teacher or Scout leader) but which occurred in a location other than the institution (such as in a private or public space).

The locations of offences for recent allegations between 2008 and 2013 are shown in Figure 14.1. The majority of offences took place in a domestic/private space.

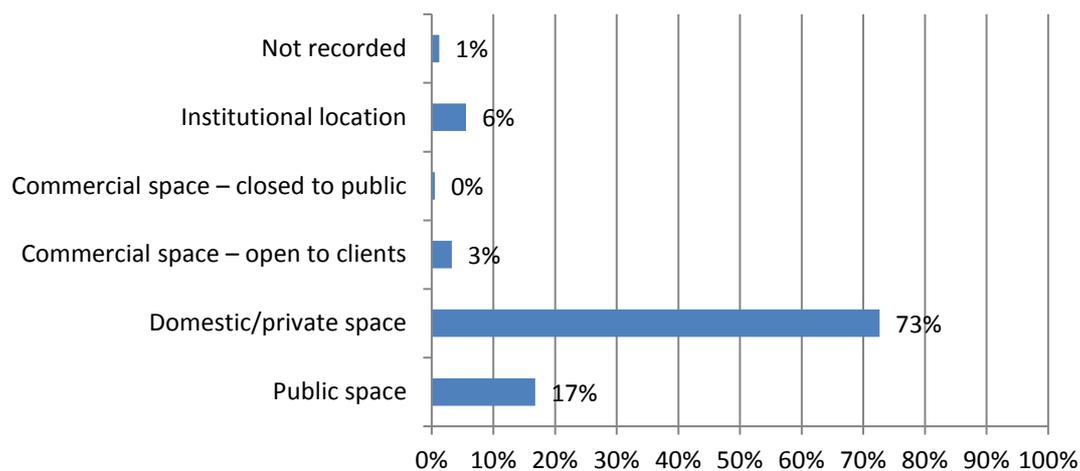


Figure 13.1. Percentage of recent allegations of child sexual abuse reported to police from 1 July 2008 to 30 June 2013, by location of incident

For the period 1 July 2008 to 30 June 2013, **267** recent allegations of child sexual abuse were categorised as occurring in an institutional location (see Table 13.3). This is an average of 53 allegations per year. The number of allegations involving an institutional location was lowest in 2008–09; increased but remained relatively steady for 2009–12; and then was highest in

¹⁵¹ See Table 13.1.3 in Appendix 13.1 for categories of reported locations of alleged child sexual abuse.

2012–13. The majority of allegations involving a potential institutional location named a school (82.8%) (see Appendix 13.1, Table 13.1.4).

Table 13.3: Number of recent allegations of child sexual abuse recorded as involving an institutional location, reported to police from 1 July 2008 to 30 June 2013, by year

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse in an institutional location (n)						
Males	12	12	19	15	19	77
Females	24	43	35	31	55	188
All children	36	55	54	46	76	267
Percentage of all allegations (%)						
Males	1.5	1.5	2.3	1.8	2.3	9.4
Females	0.6	1.1	0.9	0.8	1.4	4.8
All children	0.7	1.1	1.1	1.0	1.6	5.6

All children includes those whose gender was not recorded.

Source: Western Australia Police data

Institutional location and gender of victim

Substantially more females than males were reported as experiencing child sexual abuse in an institutional location (n=188 vs n=77; 70% vs 29%). However, the proportion of children abused in an institutional location compared to other locations was higher for boys (9.4% vs 4.8%).

Institutional location and age of victim

Half (50%) of victims alleged to have been abused in an institutional location were aged 10–14, followed by 5–9 (23%) and 15–17 (18%). Victims alleged to have been abused in an institutional location were more likely to be aged 10–14 compared to victims in all allegations (50% vs 45%).

Table 13.4: Characteristics of recent allegations of child sexual abuse at an institutional location reported to police from 1 July 2008 to 30 June 2013

	Children who experienced alleged abuse at an institutional location		All children who experienced alleged abuse	
	n	%	n	%
Gender				
Males	77	28.8	818	17.0
Female	188	70.4	3,956	82.4
Not recorded	2	0.7	29	0.6
Age at start of allegation				
Under 2	1	0.4	34	0.7
2–4	16	6.0	365	7.6
5–9	62	23.2	974	20.3
10–14	134	50.2	2,156	44.9
15–17	48	18.0	1,122	23.4
Not recorded	6	2.2	152	3.2
Cultural background				
Indigenous	36	13.5	809	16.8
Non-Indigenous	145	54.3	2,885	60.1
Not recorded	86	32.2	1,109	23.1

Source: Western Australia Police data

Institutional location and characteristics of allegation

Compared to all recent allegations, those involving child sexual abuse in an institutional location (see Appendix 13.1, Table 13.1.5) were:

- more likely to be reported to the police sooner (80.5% within six months, compared to 74% for all allegations)
- more likely to involve a non-aggravated sexual assault offence (18.8% vs 10.3%)
- less likely to involve an aggravated sexual assault (72.7% vs 78.0%).

Institutional location and characteristics of perpetrator in allegation

Information pertaining to the offender was recorded for less than half of the allegations involving an institutional location (38.6%; 103 allegations). Compared to all recent allegations, offenders in a child sexual abuse allegation involving an institutional location (see Appendix 13.1, Table 13.1.6)¹⁵² were:

- also mostly male (37% vs 43.5%)¹⁵³

¹⁵² Perpetrator percentages are the valid percentages. These percentages exclude allegations where no perpetrator was recorded.

¹⁵³ This includes the high proportion of offenders whose details are unknown; details were unknown for 61% of offenders at an institutional location.

- younger, especially aged under 18 at the start of the alleged abuse (24% aged under 18 in institutional locations vs 13% for all allegations¹⁵⁴).

Indicators of child sexual abuse in specific contexts

Police data relates to all allegations of child sexual abuse, intrafamilial and extrafamilial. It is useful for developing population estimates but, as noted above, due to limitations in how the data was recorded, the estimates lack specificity in helping to understand the extent of child sexual abuse occurring in institutional contexts. The following section explores indicators of child sexual abuse using data from specific contexts and reflecting different subpopulations of children, including data relating to:

- people working with children
- children in out-of-home care.

The population of persons working with children

In Western Australia, individuals are required to apply for and be granted an authority to work with children (a Working with Children Check) before commencing a paid or volunteer role in a child-related occupation. Once approved the check is valid for three years, but a cardholder may be issued a negative notice or the card may be cancelled if, during its usual monitoring, the body administering the Working with Children Check is notified of an allegation of misconduct, police charges and so on.

In the period 2010–13, the Western Australian Department for Child Protection and Family Support, which administers the Working with Children Check scheme, issued 291,703 Working with Children Check cards^{155,156,157} (see Table 13.5).

Table 13.5: Number of Working with Children Checks processed and cards issued

	Checks processed	Cards issued
2010–11	101,755	98,371
2011–12	101,619	95,147
2012–13	106,217	108,185

Source: Western Australian Department for Child Protection and Family Support, annual reports 2010–11 to 2012–13.¹⁵⁸ Retrieved from <https://www.dcp.wa.gov.au/Resources/Pages/AnnualReports.aspx>.

¹⁵⁴ This includes the high proportion of offenders whose details are unknown; details were unknown for 61% of offenders at an institutional location.

¹⁵⁵ Note that the total number of Working with Children Checks issued for the period is the summed total of the checks issued in each year of the period. Some individuals will be included twice in the period if they applied for and were issued a card, but the card then expired and was renewed within the period.

¹⁵⁶ Note that the total number of Working with Children Checks issued for the period excludes people who applied for and were issued a working with children check before the study period, and is therefore not an indicator of the full population of persons working with children.

¹⁵⁷ Note that while a person may have a current Working with Children Check card, they may have ceased to work with children.

¹⁵⁸ Annual reports for 2008–09 and 2009–10 are not available online.

In 2008–13, a total of **358** previously approved Working with Children Check cardholders were issued a negative notice (n=279 or 55.8%) for offences including sexual offences. Another 174 cards were cancelled (n=145 or 83.3%) for offences including sexual offences (see Table 13.6). On average per year in 2008–13, 55.8 cardholders were issued a negative notice and 34.8 cards were cancelled for offences including sexual offences. It is important to note that this represents a fraction of cards issued.

Most of the people who received a negative notice or whose card was cancelled were males (95% and 95.2% respectively). Their ages were evenly spread from 18–76 years for negative notices (average 45 years) and cancelled cards (average 43 years). Most of the negative notices and cancellations were issued because of offences including Class 2 sexual offences (78% of notices and 80% of cancellations). Class 1 sexual offences were involved in 19.4% of negative notices issued and 11% of cards cancelled, and Class 3 sexual offences were involved in 3.9% of negative notices and 9% of cancellations. Recipients of negative notices or cancellations were most commonly employed in child-related work for an educational institution (notice 26%; cancellation 30%); a placement or secure care arrangement (notice 12%; cancellation 9%); a club association or movement (for example, a sports coach or umpire) (notice 10%; cancellation 10%); or transport services (notice 10%; cancellation 8%). Of those who received a negative notice related to a sexual offence, 42% went on to have their cards cancelled, and 5% had a subsequent card issued.

Table 13.6: Number of Working with Children Check cardholders who received a negative notice or had their card cancelled over a sexual offence, by year cancelled or negative notice issued (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Negative notice (n)	53	73	40	46	67	279
Cancelled (n)	22	33	23	33	34	145

Source: Western Australian Working with Children Check data

Total allegations of child sexual abuse reported in out-of-home care

Two sources of data were available pertaining to safety in care, namely:

- the Report on Government Services, which reported on the indicator ‘children in care experiencing substantiated abuse, where the person responsible was believed to be living in the household’, but did not provide a breakdown by type of maltreatment
- child protection data, which included data on alleged sexual abuse against children in out-of-home care (known as quality of care allegations).

Report on Government Services

The *Report on Government Services 2013* indicates an increase in the number of children in out-of-home care experiencing substantiated abuse each year (all types of abuse, not just sexual abuse) when the person responsible is believed to be living in the household (see

Appendix 13.1, Table 13.1.7).¹⁵⁹ The number of children increased from four (2008–09) to 14 (2011–12), representing 0.3% of all children in an out-of-home placement in 2011–12 (an increase from 0.1% in 2008–09).

The Report on Government Services also indicates that in 2011–12, 1.9% of children in out-of-home care were the subject of a substantiated notification to child protection services.¹⁶⁰

Quality of care allegations

Child protection services collect and maintain records of alleged abuse and neglect (including sexual abuse) against children in out-of-home care, where the person believed responsible is the carer (quality of care allegations).

During the 2008–13 period:

- the number of commencing placements in out-of-home care steadily increased from 884 in 2008–09 to 1,109 in 2012–13 (a total increase of 18% and an average annual increase of 3.4%) (see Table 13.7)
- the number of children in out-of-home care as at 30 June increased from 3,195 as at 30 June 2009 to 3,972 as at 30 June 2013 (a total increase of 24% and an average annual increase of 4.4%).

Table 13.7: Number of children admitted into out-of-home care and children in out-of-home care as at June 30, year by year (2008–13)

	2008–09	2009–10	2010–11	2011–12	2012–13
Children admitted into out-of-home care	884	N.A.	921	1,109	1,044
Children in out-of-home care as at 30 June	3,195	3,334	3,519	3,780	3,972

N.A. means this data was not available.

Source: Department for Child Protection and Family Support

For the period 2008–13, a total of **700** quality of care allegations (involving **589** children) were reported to child protection services and related to an allegation of sexual abuse against a child in out-of-home care; an average of 140 notifications per year.¹⁶¹ This is an average rate of 39.4 per 1,000 children in out-of-home care as at 30 June 2013 (3,972 children), with a minimum of 31 per 1,000 in 2008–09 and a maximum of 60 per 1,000 in 2009–10.¹⁶²

¹⁵⁹ The number of children in out-of-home care who were the subject of a substantiated notification of abuse was not available for Victoria.

¹⁶⁰ *Report on Government Services 2013* (see Table 15A27). Only results from 2011–12 are available.

¹⁶¹ Another 16 quality of care allegations involved sexual abuse but the alleged offences occurred before June 2008 and were excluded.

¹⁶² In 2009–10, the department was made aware that a person who had been previously involved in the operation of recreational camps attended by children in care had been arrested overseas and was

Of the 700 quality of care allegations involving sexual abuse:

- more females were alleged victims (in 59.3% of allegations)
- 59.3% involved children and young people aged 10–17 at the time of the alleged abuse (38.9% were 10–14 and 20.4% were 15–17)
- 46% involved Aboriginal or Torres Strait Islander children
- 75.8% were reported in under six months.

The allegation of sexual abuse was substantiated for 25.6% of the reports. The relationship of the person believed to be responsible was available only for the substantiated allegations, but was not recorded for 76.2% of these allegations. When the relationship was recorded, the most common perpetrator was a parent or guardian (47.4%) (see Table 13.8).

A large amount of data for the person believed to be responsible (see Table 13.8) was missing, so these findings should be interpreted with caution.

Table 13.8: Person believed responsible in quality of care allegation involving sexual abuse in out-of-home care (2008–13)

	Number of allegations	%
Parent/guardian	18	47.4
Foster carer	4	11.1
Friend/neighbour	6	17.6
Sibling	0	0.0
Other relative	2	8.3
Other	4	20.0
Unrelated	4	25.0

Source: Western Australian child protection data

Total allegations of child sexual abuse in government schools

No data is available to enable reporting on allegations of sexual misconduct in government schools.

later convicted of child abuse charges. In a coordinated response with the Western Australia Police, the department made direct or indirect contact with and conducted assessments in relation to approximately 150 Western Australian children who had been in care or were in care at the time, and who may have had possible contact with the person. This has resulted in a higher number of records in the 2009–10 financial year.

Section 14

Overall findings

How informative were the different data sources?

Overall, the most informative datasets were the police data. Police have the potential to collect information on all children in the relevant population. Their databases contain information about the victim and the perpetrator; record both the date of the alleged incident and the date of the report; are recorded in unit record form; are available nationally (and have been for some time); and appear to be relatively reliable. In addition, police use of the ANZSOC categories makes the data relatively comparable across jurisdictions. However – and critically for this project – the fields regarding the relationship of the victim to the perpetrator and the location of the offence were different in each jurisdiction. This critical difference precludes the combination of data from states and territories to provide a national estimate of the prevalence of abuse using these (or any of the other) datasets. Nevertheless, these datasets do provide very important insights into the nature of child sexual abuse in institutional contexts. Data collected from other sources (child protection intake, bodies administering Working with Children Checks, child protection services and education departments) were inconsistent across jurisdictions, lacked specificity for estimating child sexual abuse in institutional contexts and/or did not pertain to the whole population. This data could not be used to develop national estimates of child sexual abuse in institutional contexts. However, these other datasets do provide insight into child sexual abuse within specific institutional contexts in a way that is not usually reported. As such, this report includes descriptive data regarding allegations in these contexts.

Recent and past allegations

This study examines recent allegations of child sexual abuse: those reported between 1 July 2008 and 30 June 2013. Rather than distinguish between allegations made by an adult and those made by a child, the analysis explored all ‘recent allegations’. A recent allegation was defined as involving an offence that took place (began) no more than five years before the report, and which was reported between 1 July 2008 and 30 June 2013. For example, if a 16-year-old was sexually abused and disclosed the abuse three years after the incident, they were a minor at the time of the incident and an adult at the time of reporting; because the abuse occurred while the child was a minor and was reported within five years, this would be included as a recent allegation. This explains the discrepancy between Table 14.1, which shows recent and past allegations, and Table 14.2, which highlights the percentage of allegations disclosed by child survivors compared to adult survivors in each jurisdiction.

Table 14.1: Percentage of all child sexual abuse allegations reported to police that were defined as recent or past allegations, from 1 July 2008 to 30 June 2013, by jurisdiction

	ACT	NSW ¹	NT	Qld	SA ¹	Tas	Vic	WA
Recent allegations of child sexual abuse (%)	91	85	93	N.A.	74	77	73	85
Past allegations of child sexual abuse (%)	9	15	7	N.A.	26	22	27	15
Could not be determined (%)	0	1	0	N.A.	0	1.5	0	0

1. Includes allegations relating to the possession or distribution of child pornography (NSW: n=1,235 or 4%; SA: n=85 or 2.1%).

Between 1 July 2008 and 30 June 2013, approximately 63,000 allegations of child sexual abuse were reported to police in all states and territories, of which 82% pertained to an allegation of recent child sexual abuse (that is, the allegation was made to police within five years of the abuse commencing). Approximately 11,500 allegations (18%) related to past child sexual abuse (that is, allegations made to police more than five years after the abuse was alleged to have begun).

Of all recent allegations (reported within five years) in all states and territories, the vast majority (71% to 94%) were reported within six months of the abuse commencing. A higher proportion of allegations of child sexual abuse occurring in an institutional location were reported within six months (81–96%) compared to all recent allegations, in five of the six jurisdictions that had data available (the exception being the Australian Capital Territory) (see Table 14.3).

Table 14.2: Percentage of total allegations that were disclosed to police by a child or adult from 1 July 2008 to 30 June 2013, by jurisdiction

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Allegations of child sexual abuse disclosed as a child (< 18) (%)	91	83	93	N.A.	77	81	77	88
Allegations of child sexual abuse disclosed as an adult (> 18) (%)	8	15	6	N.A.	23	19	23	12
Not indicated (%)	1	2	1	N.A.	0	1	0	0

Table 14.3: Number and percentage of recent allegations reported within six months of alleged child sexual abuse commencing, from 1 July 2008 to 30 June 2013

	ACT	NSW ¹	NT	Qld	SA ¹	Tas	Vic	WA
Recent allegations (n)	829	31,207	859	N.A.	3,631	460	9,795	4,803
Recent allegations reported within six months (%)	92	88	94	N.A.	72	N.A.	71	74
Recent allegations in institutional location (n)	78	1,644	45	N.A.	235	10	651	267
Recent allegations in institutional location reported within six months (%)	82	90	96	N.A.	85	N.A.	83	81

1. Includes allegations relating to the possession or distribution of child pornography.

Note: Queensland extracted data differently, excluding past allegations. Proportions were not calculated for Tasmania given the very low number of allegations in an institutional location.

The child sexual abuse literature has consistently reported that sexual abuse victims commonly delay reporting their abuse, often into adulthood, and that some will never make a formal complaint to police (Allnock & Miller, 2013). An average delay of approximately 20 years is frequently cited (Esposito, 2014), although the findings from this study appear to contradict that pattern. There are several possible explanations for this apparent discrepancy, as discussed below.

- **The ‘average’ may be misleading.** Research on disclosure has commonly reported the ‘average’ or mean time to disclosure (for example, Esposito, 2014). The mean (or average) is the most popular and well-known measure of central tendency. The mean is equal to the sum of all the values in the dataset divided by the number of values in the dataset. The mean has one main disadvantage: it is particularly susceptible to the influence of outliers, or values that are unusual compared to the rest of the dataset by being especially small or large in numerical value. For example, in a sample of 10 victim/survivors we might observe a time to disclosure of 0.1, 0.2, 0.5, 17, 20, 25, 34, 43, 45 and 60 years. The mean time to disclosure for these disclosures is 24.5 years, which masks that approximately a third of the disclosures were made less than 12 months after the abuse.
- **Police data reflects the time before an allegation is made to police.** Reports to police may reflect a formal disclosure made by a victim/survivor to police; a report from an individual (mandated or otherwise) to whom a child has disclosed; or cases in which there is no disclosure but where other evidence has promoted suspicion of child sexual abuse (such as a Sexually Transmitted Infection in a young child or discovery of explicit images containing the victim). Police reports exclude informal disclosures made to friends, family members or other professionals that are not followed up with a report to police. As such, child sexual abuse reports to police overlap significantly with but are not equivalent to ‘disclosures’ made by victim/survivors. Research that examined patterns in the time elapsed before the victim/survivor disclosed allegations to family members, friends and professionals as well as patterns in the time elapsed before allegations were reported to police may shed light on whether victim/survivor disclosure behaviour and/or reporting behaviour is changing.
- **Time period of abuse and interpreting disclosure patterns.** Reporting of research into the timing of disclosure often does not take into account the time period in which the abuse occurred (Esposito, 2013); for example, if victim/survivors aged 40–50 were surveyed in 2010 about whether they disclosed as children, the findings would reflect disclosure behaviours of children in the 1960s and 1970s. The socio-legal context between the 1960–70s and 2010 has changed markedly and is likely to have affected disclosure and reporting of child sexual abuse (Boxall, Tomison & Hulme, 2014). Some international studies involving adolescent and young adult victims have suggested that these individuals may be disclosing sooner than adult victims (Easton, 2013; Kogan, 2004; McGee, Garavan, Barra, Byrne & Conroy, 2002). A 2000 population survey on sexual violence in Ireland found that while 82.4 per cent of male victims aged over 70 had not disclosed child sexual abuse, only 55.3 per cent of male victims aged between 18 and 29 had not disclosed. Similarly, while 59.1 per cent of female victims aged over 70 had not disclosed before the survey, only 22.4 per cent of women aged between 18 and 29 had not disclosed (McGee, et al., 2002).

Finally, it is important to note that based on the data in this report, a higher proportion of cases of child sexual abuse in an institutional location were reported within six months of abuse commencing than for cases of child sexual abuse in all settings. This may indicate that child sexual abuse in institutional contexts is more likely to be disclosed early by victims, or more likely to be detected in other ways than other forms of child sexual abuse – such as intrafamilial child sexual abuse. The findings suggest that further research – specifically into whether time to disclosure or detection is changing – is warranted.

In six of the seven jurisdictions where data was available, the proportion of males reporting past child sexual abuse (occurred more than five years prior) was greater than the proportion of males reporting recent child sexual abuse (occurred within five years) (see Table 14.4).¹⁶³ This may be indicative of males historically being at greater risk of child sexual abuse than they are today, and/or may indicate that males are more likely than females to delay reporting.

Table 14.4: Number and percentage of recent and past allegations of child sexual abuse reported from 1 July 2008 to 30 June 2013, by sex and jurisdiction

		ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Female	Number of recent allegations	648	24,466	736	N.A.	3,048	400	8,017	3,956
Male	Number of recent allegations	181	6,378	123	N.A.	583	60	1,739	818
Female	Number of past allegations	69	3,770	46	N.A.	899	91	2,629	657
Male	Number of past allegations	15	1,739	16	N.A.	385	48	972	201
Female	Percentage of recent allegations	78	78	86	N.A.	84	87	82	82
Male	Percentage of recent allegations	22	20	14	N.A.	16	13	18	17
Female	Percentage of past allegations	82	68	74	N.A.	70	66	73	76
Male	Percentage of past allegations	18	31	26	N.A.	30	35	27	23

¹⁶³ Queensland data was not comparable, and in the Australian Capital Territory data the proportion of males reporting recent child sexual abuse was greater than the proportion reporting past abuse.

Total allegations – a potential comparison point

Offence categories were defined by jurisdiction and were generally consistent with ANZSOC categories. Some jurisdictions provided additional classification details relating to the offences and some did not comply with ANZSOC categories (Australian Bureau of Statistics, 2012). As a result of the common ANZSOC classification scheme, offence categories relating to sexual abuse are relatively comparable across jurisdictions. The number of recent allegations of child sexual abuse are presented for seven¹⁶⁴ jurisdictions in Table 14.5.

Table 14.5: Average number of reported recent allegations of child sexual abuse per year, and rate of reported child sexual abuse per 10,000 children for recent allegations from 1 July 2008 to 30 June 2013, by jurisdiction

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Recent allegations of child sexual abuse (n)	829	29,972 ¹	859	N.A.	3,583 ¹	460	9,795	4,803
Average per year²	166	5,994	172	N.A.	983	92	1,195	961
Rate per 10,000	N.A.	31.2	N.A.	N.A.	18.0	N.A.	14.2	N.A.

Queensland data is not entered here, as it was extracted differently and is not comparable.

Rate per 10,000 was only calculable in New South Wales, South Australia and Victoria.

1. Total number of recent allegations of child sexual abuse for South Australia and New South Wales does not include the offence category possession of child pornography.
2. Average per year was calculated by dividing the total number of recent allegations of child sexual abuse by the number of reporting periods (five years).

Allegations were less comparable across jurisdictions. The difference across jurisdictions in rates of allegations per 10,000 children was significant; the rate in New South Wales was double that of Victoria, for example. While there is always the possibility that these figures reflect real differences in the prevalence of child sexual abuse across Australian jurisdictions, the most likely explanation is variations in:

- data collection processes
- counting rules
- recording of data.

Given that rates differed considerably, the trends and patterns in the data within jurisdictions were relatively consistent over time and for individual indicators (for example, see Figure 14.1).

¹⁶⁴ Queensland data was omitted because it was extracted differently and was therefore not comparable.

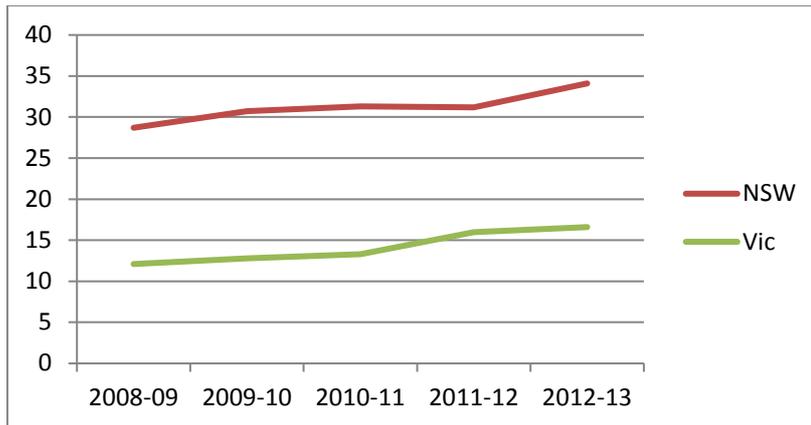


Figure 14.1. Rate of reported child sexual abuse per 10,000 children in selected states

It is important to note that while the rate per 10,000 for all sexual abuse allegations differed markedly across jurisdictions, the proportion of allegations involving an institutional location fell within a relatively narrow range. Given the comparability of patterns and trends, this study compares percentages rather than rates per 10,000.

Who abuses children and where does it occur?

The majority of recent allegations of child sexual abuse reported to police pertained to cases in which the perpetrator was not related to the child. Between 23% and 40% of allegations were coded as intrafamilial. However, cases where a parent's new partner is alleged to have sexually abused a child in the household (such as a mother's boyfriend sexually abusing the mother's daughter) are likely to be recorded as extrafamilial. Child protection data from South Australia suggested a breakdown of intrafamilial compared to extrafamilial child sexual abuse as 57% vs 43% respectively. Consistent with previous research, children were more vulnerable to known perpetrators. For example, findings from the ABS Personal Safety Survey (2005) indicated that for participants who had experienced sexual abuse before the age of 15, only 13.5% identified that the abuse came from their father or stepfather; for 30.2% of victims the abuse was perpetrated by other male relative; 16.9% was perpetrated by family friend; 15.6% by an acquaintance or neighbour; and 15.3% by another known person (ABS, 2005). Some jurisdictions had a large number of cases in which information on the relationship of perpetrator to victim was not included in the extracted data.

Table 14.6: Percentage of recent allegations of child sexual abuse from 1 July 2008 to 30 June 2013, by relationship of perpetrator to victim and jurisdiction reported

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Extrafamilial (other known) (%)	43	35	41	50	47	49	44	N.A.
Intrafamilial (%)	40	25	23	27	24	27	25	N.A.
Extrafamilial (stranger) (%)	9	7	14	0	11	13	15	N.A.
(Ex)intimate partner (%)	3	6	3	7	10	9	7	N.A.
Relationship not recorded (%)	8	27	19	16	8	2	9	N.A.

The vast majority (60% to 73%) of recent allegations were reported as occurring in a domestic/private space, suggesting that regardless of the relationship of perpetrator to victim, children are most vulnerable in private homes, caravans, cars and so on. This is consistent with previous research that suggests private homes and home-like environments (such as out-of-home care) represent the greatest risk for abuse (Irenyi et al., 2006).

Table 14.7: Percentage of recent allegations of child sexual abuse from 1 July 2008 to 30 June 2013, by location of abuse and jurisdiction reported

	ACT	NSW	NT	Qld	SA	Tas	Vic	WA
Domestic/private space (%)	65	68	60	68	72	65	64	73
Public space (%)	10	12	33	10	16	10	20	17
Institutional location (%)	9	5	5	8	7	9	7	6
Commercial space – open to clients (%)	5	3	0	8	3	5	3	3
Commercial space – closed to public (%)	0	0	2	0	1	0	1	0
Location was not recorded (%)	10	11	11	6	3	10	7	1

Potential indicators for child sexual abuse in an institutional context

The potential indicators for abuse in an institutional context derived from police data were:

1. relationship of perpetrator to victim: extrafamilial (other known) – though not for Western Australia
2. location of abuse: institutional location – available in all states and territories
3. institutional location AND extrafamilial (other known) – not in Western Australia
4. institutional location AND extrafamilial (other known) PLUS person in authority (regardless of the location) – data available for New South Wales only.

The relationship of perpetrator to victim being extrafamilial (other known) was deemed to be a non-conservative estimate of institutional abuse, as it included multiple categories of child sexual abuse occurring outside an institutional context, and was therefore excluded as an indicator. The relationship category ‘person in authority’ was too specific and excluded child sexual abuse perpetrated by persons not in a position of authority, including other minors within an institution, and was therefore excluded as an indicator. The remaining three indicators were: institutional location; institutional location AND extrafamilial (other known); and institutional location AND extrafamilial (other known) PLUS person in authority. Throughout the report, these indicators are compared to all recent allegations of child sexual abuse. This involves comparing, for example, allegations involving abuse in an institutional location and all recent allegations of child sexual abuse.¹⁶⁵

The strengths and limitations of each of these indicators in terms of notable inclusions and exclusions are presented in Table 14.8 and discussed in further detail below.

¹⁶⁵ All allegations of child sexual abuse includes those in an institutional location.

Table 14.8: Notable inclusions and exclusions for indicators of child sexual abuse in an institutional context

Indicator	Notable inclusions ¹	Notable exclusions ²
1. Relationship of perpetrator to victim		
a. Extrafamilial (other known) – not a stranger or intimate partner, and information not missing	<ul style="list-style-type: none"> Perpetrator known through institutional association Neighbour or friend of the family Child sexual abuse occurring at any location 	<ul style="list-style-type: none"> Family member Stranger (Ex)boy/girlfriend Missing data (relationship not recorded)
b. Person in authority	<ul style="list-style-type: none"> Perpetrator known through professional role (such as a teacher) 	<ul style="list-style-type: none"> Sexual abuse perpetrated by another minor in an institutional location
2. Location of abuse: institutional location		
	<ul style="list-style-type: none"> Adult and minor perpetrator of child sexual abuse in selected institutional locations (broadest coverage for educational settings) Child sexual abuse in an institutional location (like school grounds) by person unaffiliated with institution (family member, stranger, (ex)intimate partner) Relationship not recorded 	<ul style="list-style-type: none"> Perpetrator known through institution (such as a teacher) who perpetrated abuse in an alternate location (car, private home, public camping ground) Many institutional locations (varying across jurisdictions) Institutions that convene in locations managed by other entities (like sporting and recreational clubs)
3. Institutional location AND extrafamilial (other known)		
	<ul style="list-style-type: none"> Perpetrator known through institution (adult and minor) who perpetrates child sexual abuse in institutional location Neighbour or friend of the family who abuses in an institutional location (low probability) 	<ul style="list-style-type: none"> As per institutional location Relationship data missing Stranger, family member or (ex)boy/girlfriend who perpetrates abuse at an institutional location

1. These indicators are for alleged rather than proven child sexual abuse.

2. These indicators are for allegations of child sexual abuse reported to police within less than five years of the alleged abuse.

Indicator using the location of abuse

An indicator of recent allegations of child sexual abuse involving an institutional setting as a percentage of all reported recent allegations of child sexual abuse was produced for all states and territories (see Table 14.7). This indicator includes allegations of child sexual abuse that involved an institutional location (such as schools and religious places)¹⁶⁶ and does not account for the relationship of perpetrator to victim. It does not include allegations of abuse outside an institutional setting, including in a domestic/private space, public space or commercial space, or if the location was not recorded. As such, it would exclude abuse perpetrated by a person in authority or who was part of an institution that was known by the victim but where the alleged abuse occurred outside the institution. In New South Wales, the majority of allegations perpetrated by a person in authority occurred in a domestic/private space (44%). The second most common location was an institutional location (34%). This suggests that the indicator is likely to produce an underestimate.

The most common type of relationship of perpetrator to victim in allegations involving an institutional setting was extrafamilial (other known to victim), ranging from 60% in New South Wales to 78% in South Australia. However, the institutional location indicator includes all perpetrator-to-victim relationships, including intrafamilial, (ex)intimate partner, and those cases where the relationship of the victim to the perpetrator was not recorded. Such abuse could include circumstances outside the control of the institution, such as an intrafamilial or intimate partner perpetrating abuse on institutional property after hours. It could include abuse perpetrated on school grounds as an extension of abuse in another context, such as intrafamilial or intimate partner sexual assault. The degree to which such incidents would be considered 'child sexual abuse in an institutional context' is debatable. The amount of intrafamilial abuse or abuse by an (ex)boy/girlfriend at an institutional setting tends to be low. For allegations involving an institutional setting, intrafamilial abuse ranges from 0% in the Northern Territory to 3.4% in Queensland of all recent allegations for most states and territories (noting that the figure is 22% in the Australian Capital Territory¹⁶⁷) and abuse by an (ex)boy/girlfriend ranges from 1.3% of recent allegations in the Australian Capital Territory to 10.5% in Queensland.

On balance, 'institutional location' was considered to be a conservative indicator of child sexual abuse in an institutional context.

Indicator using the relationship of perpetrator to victim and location of abuse

An indicator of the percentage of all reported recent allegations of child sexual abuse involving an institutional setting and where the victim's relationship to the alleged perpetrator was extrafamilial (other known to victim) was produced for seven states and territories.¹⁶⁸

¹⁶⁶ Other locations include other educational facilities; police stations and youth training centres; hospitals and aged-care facilities; kindergarten and childcare centres; and defence installations.

¹⁶⁷ Thirteen of these 19 allegations involved a school.

¹⁶⁸ A relationship indicator was not available for Western Australia.

This indicator was based on allegations of child sexual abuse where the victim has a relationship with an extrafamilial perpetrator in an institutional context. It includes allegations of abuse occurring at potential institutional locations (such as schools and religious places)¹⁶⁹ and involves perpetrators who were known to the victim potentially through a professional or institutional association that gave the perpetrator authority over the victim (such as a teacher or Scout leader). However, this indicator could also capture neighbours or friends of the family. It excludes allegations of abuse occurring at an institutional location in which the relationship of perpetrator to victim was intrafamilial; involved an (ex)intimate partner or a perpetrator not known to the victim (a stranger); or was not recorded.

This indicator is likely to be an underestimate as it depends on how locations are recorded in police data, and limitations in the data extracted. It excludes abuse perpetrated by a person in authority or who is part of an institution known to the victim (such as a teacher, clergy member, or bus driver for children's activities) and which occurs outside the institution (such as in a car, at the perpetrator's home or in a park).

On balance, this was considered to be a very conservative but specific indicator of child sexual abuse in an institutional context.

Indicator using perpetrator relationship and location, plus 'person in authority' status

This is an indicator of the percentage of recent allegations of child sexual abuse that involved an institutional setting, where the victim's relationship to the alleged perpetrator was extrafamilial (other known to victim) and where any additional allegations involved an alternate location where the perpetrator was a person in authority. This indicator was only produced for New South Wales, as no other state or territory recorded a specific 'person in authority' relationship. In New South Wales, 1.1% of all allegations of child sexual abuse recorded a person in authority relationship, and a third of these alleged incidents were located at an institutional setting. Therefore, about 0.7% of all allegations of child sexual abuse recorded a person in authority relationship and occurred outside an institutional setting.

On balance, this was considered to be a conservative and specific indicator of child sexual abuse in an institutional context, and the best indicator nationally.

¹⁶⁹ Other locations include other educational facilities; police stations and youth training centres; hospitals and aged-care facilities; kindergarten and childcare centres; and defence installations.

Key findings¹⁷⁰

Nationally, the two best indicators of the extent of recent¹⁷¹ child sexual abuse in institutional contexts based on police administrative data were:

1. allegations involving an institutional setting and where the victim's relationship to the alleged perpetrator was extrafamilial (other known to victim) (a very conservative indicator)
2. allegations of abuse occurring in an institutional location (a conservative indicator).

For recent allegations of child sexual abuse reported to the police in the period 1 July 2008 to 30 June 2013, the indicators across the states and territories are presented in Table 14.9.

Table 14.9: Conservative and very conservative indicators of child sexual abuse in institutions, by jurisdiction

	Tas	NT	NSW	WA	SA	Vic	Qld	ACT
Very conservative: Institutional location PLUS extrafamilial (other known) (%)	1.5	3.4	3.3	N.A.	5.1	4.6	5.6	5.9
Rate per 10,000 children	N.A.	N.A.	1.1	N.A.	1	0.7	N.A.	N.A.
Conservative: institutional location (%)	2.2	5.2	5.5	5.6	6.6	6.6	8.0	9.4
Rate per 10,000 children	N.A.	N.A.	1.8	N.A.	1.2	1	N.A.	N.A.

Note: Percentages are based on all recent allegations of child sexual abuse reported to police.

The best Australian indicator for child sexual abuse in an institutional context was only calculable for New South Wales, and produced an estimate of 4.0% of all recent allegations, or a rate of 1.4 per 10,000 children. It combined the very conservative indicator of allegations of abuse occurring in an institutional location and where the victim's relationship to the alleged perpetrator was extrafamilial (other known to victim) with the indicator of a perpetrator who was a person in authority.¹⁷² The rate of 4.0% of all allegations compared to a rate of 3.3% of all allegations for the very conservative indicator and 5.5% of all allegations for the conservative indicator. This suggests that for the remaining jurisdictions, a reasonable estimate would be the central point between the conservative and very conservative estimate.

Queensland Police data was extracted based on accusations of child sexual abuse that began between 1 July 2008 and 30 June 2013, rather than accusations reported in this period. As such, Queensland data is not at all comparable with rates from other jurisdictions. A small

¹⁷⁰ Note that throughout the report, where comparisons are made between all recent allegations and an indicator, all recent allegations include those that occurred within the indicator.

¹⁷¹ A recent allegation was defined as an allegation reported to the police within five years of the abuse beginning.

¹⁷² Duplicates were excluded.

number of cases may have a substantial impact on the estimates for jurisdictions that have small populations, which may explain the higher estimates in the Australian Capital Territory and the low estimates in Tasmania and the Northern Territory compared to other jurisdictions.

Based solely on large jurisdictions and excluding Queensland, the best available indicators for institutional abuse produced estimates ranging from 3.3% to 5.5% for the very conservative indicator and 4.6% to 6.6% for the conservative indicator; that is, approximately 5% of all cases of reported child sexual abuse. This would give an average of around 400 to 600 allegations per year across Australia.

Most abuse at an institutional setting occurred at a school, ranging from 78% in the Northern Territory to 94% in Queensland. A limitation of this conclusion was the exclusion of some key institutional settings of interest, such as out-of-home care, and sporting and recreational groups.

These estimates are subject to a number of caveats.

Like all the police data, this only represents reported abuse. Research suggests that a large proportion of child sexual abuse is never disclosed (Allnock & Miller, 2013). Furthermore, not all incidents that are disclosed are reported to police (mandatory reporting laws notwithstanding). Child sexual abuse that is reported to police may not be reported until many years after the incident. In this study, for example, the percentage of allegations of child sexual abuse pertaining to a victim who was an adult at the time of the allegation ranged from 5.5% in the Northern Territory to 23% in both South Australia and Victoria. These situations are not reflected in the estimates, which aimed to produce 'present day' estimates pertaining to reported sexual abuse of a minor that began within five years of the reporting date. These factors all contribute to the figures underestimating the prevalence of present-day child sexual abuse occurring in institutional contexts. It must also be noted that not all reports to police are proven, and some allegations may be malicious or may turn out to be unfounded, in the meantime inflating the estimates of child sexual abuse occurring in institutional contexts. However, these limitations would apply to all allegations of child sexual abuse, regardless of location or relationship of perpetrator to victim. There is no indication in this data or in the literature that delayed disclosure or unfounded allegations are more (or less) common for abuse allegedly carried out in an institutional context compared to abuse in domestic contexts or other locations.

The estimates may also be inflated by allegations for which there was an acceptable defence. In some jurisdictions 'consensual' sex with a person who is below the age of consent and is a peer (two years older) is an accepted defence, although this varies between jurisdictions (Australian Institute of Family Studies, 2013). For example, in Victoria consent can be an appropriate defence if the child is aged 12 or older and the accused is no more than two years older than the child. The data in this study may or may not include allegations that were subsequently held to be unfounded based on this acceptable defence. These allegations, if they exist, have the potential to inflate the estimates of child sexual abuse occurring in institutional contexts.

There are significant differences across the states and territories regarding the recording practices in police data systems and the data that can be readily extracted from them. As previously noted, the recording of the location of an allegation and the relationship of the

victim to the perpetrator varied significantly across jurisdictions. For example, the relational and locational fields were far more extensive for New South Wales than for other jurisdictions – variations that may have had a bearing on the estimates produced in each jurisdiction.

The rate of all forms of recent child sexual abuse ranged from 12.1 per 10,000 children (Victoria in 2008–09) to 34.1 per 10,000 (in New South Wales in 2012–13) over the five-year period.¹⁷³ Again, while there is always the possibility that these figures reflect a real difference in the prevalence of child sexual abuse between Australian jurisdictions, the most likely explanation for these differences are variations in reporting practices or recording practices, and in the data fields available.

A follow-up study that subjected a small sample of allegations to a case file review to determine their details would address some of the questions pertaining to data quality and provide greater certainty to the Royal Commission regarding the estimates provided in this study.

Victim and perpetrator characteristics

Police data give a meaningful indication of the characteristics of victims and perpetrators in allegations of child sexual abuse in an institutional context. Note that data presented in this section is based on the conservative indicator ‘institutional location’.

Gender of victim

Females are more likely than males to be sexually abused; rates for females abused in an institutional location ranged from 64% of allegations in the Australian Capital Territory to 79% in South Australia. However, for males who were abused, a higher proportion of cases were in an institutional location compared to other locations. Proportions for males abused in an institutional location ranged between 1.4 to two times greater than proportions for females. See Figure 14.2, below which presents Queensland data as an illustrative example.

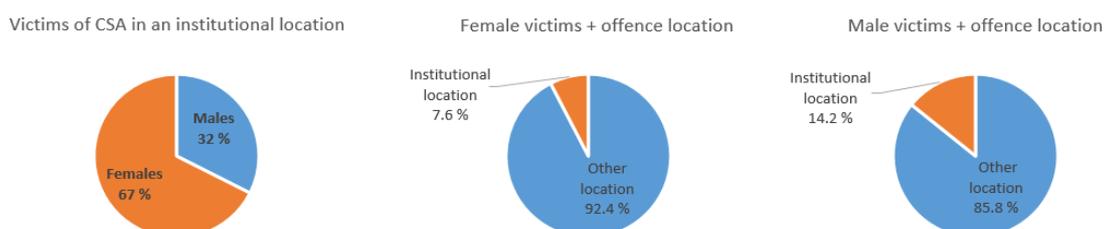


Figure 14.2. Proportion of males to females abused in an institutional location and as a proportion of all locations

¹⁷³ Rate for individual children in the population could only be calculated for four states (New South Wales, Victoria, Queensland and South Australia) due to the nature of the extracted data.

This finding contrasts with previous research. For example, John Jay College studies (2004; 2006) investigating the extent of child sexual abuse in the Catholic Church in the United States found that 81% of victim/survivors were male. The present research team cannot determine from the available data whether boys continue to be more vulnerable than girls in some institution types; there is significant under-reporting among boys, which would influence these estimates; or boys historically were more vulnerable to abuse within institutions and this has changed over time. Triangulating the findings from this study with other information sources – such as records from the Royal Commission’s private sessions – may support a better understanding of the role of victim gender in child sexual abuse in institutional contexts.

Age of victim

Of all recent allegations, children were most commonly aged 10–14 (ranging between 45% in South Australia to 60% in the Northern Territory) at the start of their abuse. Victims aged 10–14 are over-represented in this type of abuse compared to all forms of reported child sexual abuse. According to the ABS on 30 June 2011, the 10–14 age group accounts for approximately a quarter (24%) of the 0–19 age categories in the Australian population (ABS, 2012). This indicates that victims aged 10–14 are also over-represented compared to the wider population, highlighting a need for more specific strategies for the 10–14 age group, who are clearly more vulnerable to child sexual abuse in institutional contexts than to all child sexual abuse. Pairing this data with the findings presented below regarding children with sexually harmful behaviours – and the other findings from this study – may point to the need for universal interventions with this age group.

Gender of perpetrator

Almost all allegations of abuse located at an institutional setting involved a male perpetrator (ranging from 84% of allegation in the Northern Territory to 98% in Western Australian).¹⁷⁴ This is consistent with all forms of reported child sexual abuse, and with previously documented gender patterns for perpetrators of child sexual abuse.

Age of perpetrator

In an institutional location, where a perpetrator was recorded, in six states and territories (ranging from 7% of offenders in Queensland to 38% in allegations for Western Australia; see Table 14.10¹⁷⁵) the perpetrator was an adult in less than a third of allegations. The majority of recent allegations of abuse reported to police as occurring at an institutional location occurred between children/young people.¹⁷⁶

Data relating to perpetrators was problematic for two main reasons. Firstly, perpetrator data was recorded and/or extracted differently across jurisdictions, hindering comparability.

¹⁷⁴ In all allegations that reported the gender of the alleged perpetrator.

¹⁷⁵ Valid data. Allegations were excluded if the perpetrator was not recorded, or the perpetrator was recorded but their age was not indicated.

¹⁷⁶ The Australian Capital Territory was the exception, in that in 79% of allegations the perpetrator was adult but the perpetrator’s details were not recorded for 86% of all allegations. Australian Capital Territory perpetrator data is not recorded throughout the report due to the large amounts of missing data.

In some jurisdictions perpetrator data was part of the allegation record, but in other jurisdictions a separate data file was provided for offenders. This means that for four jurisdictions the data shows the proportion of minors compared to adults for all allegations, and for the other three the data indicates the proportion of minors compared to adults for all offenders. The second and more substantive limitation is the extent of missing data on perpetrators in some jurisdictions, as shown in Table 14.11. There are likely to be systematic biases in the failure to record the age of alleged perpetrator, which could affect the reliability of the study findings.

As such, it is important to note that there were two types of missing data in relation to perpetrators: in some cases, the perpetrator's details were recorded but information about their age was missing. For these cases, which ranged from 0% to 4% of all cases included in the study, the assumption is that this information was not missing at random; that is, there was some reason for not recording the alleged perpetrator's age. The missing data would not have a significant bearing on the conclusions drawn, given the very small proportions of missing cases in this category.

There were also records with no perpetrator details. This error only occurred in jurisdictions where perpetrator details were provided as part of the allegation record: Tasmania (10%), Northern Territory (18%), Western Australia (61%) and the Australian Capital Territory (64%). As the missing data pertains to the whole record and not just the perpetrator's age, we assumed these records were likely to be missing at random as a consequence of data entry, systems or extraction issues.

Table 14.10: Percentage of recent allegations and percentage of perpetrators named in recent allegations who are minors and adults, by jurisdiction, reported from 1 July 2008 to 30 June 2013 (missing data excluded¹)

		ACT ²	NSW ³	NT ⁴	QLD ³	SA ⁵	TAS ⁴	VIC ³	WA ⁴
Institutional Location									
Allegations (%)	perpetrated by a minor (< 18 years)	32	N.A.	80	N.A.	N.A.	89	N.A.	62
	perpetrated by an adult (> 18 years)	79	N.A.	20	N.A.	N.A.	11	N.A.	38
Offenders (%)	perpetrated by a minor (< 18 years)	N.A.	76	N.A.	93	N.A.	N.A.	67	N.A.
	perpetrated by an adult (> 18 years)	N.A.	24	N.A.	7	N.A.	N.A.	33	N.A.

1. The valid percentage excludes cases where a perpetrator was not recorded and where the perpetrator's age was not recorded.
2. Due to large amounts of missing data, perpetrator characteristics were not reported in detail.
3. Perpetrator ID was available for these jurisdictions and is presented as the percentage of offenders recorded.
4. No perpetrator identifier was available for these jurisdictions. Data is presented as a percentage of allegations.
5. South Australian perpetrator data could not be linked to the victim data. Not all perpetrator allegations could be found in the victim data.

In the three jurisdictions where a separate data file was provided on offenders (New South Wales, Queensland and Victoria), the majority of perpetrators were aged under 18. This pattern supports the conclusion that data in the other jurisdictions was missing at random and not a result of a systematic bias in the recording of perpetrator information for minor

versus adult perpetrators. It was therefore concluded that it was valid to draw conclusions about the proportion of minor versus adult perpetrators from the valid cases where the perpetrator's age was recorded.

This data suggests that within contemporary Australian institutions, a substantial proportion of child sexual abuse perpetrators will be other minors in these institutions. This data highlights a need for the specific consideration of children with sexualised behaviours and young people with sexually abusive behaviours, especially in child sexual abuse prevention, identification and response strategies, and education.

Table 14.11: Percentage of recent allegations and percentage of perpetrators in recent allegations who are minors and adults, by jurisdiction, reported from 1 July 2008 to 30 June 2013 (missing data included)

		ACT ²	NSW ³	NT ⁴	Qld ³	SA ⁵	Tas ⁴	Vic ³	WA ⁴
Institutional location									
Allegations¹ (%)	Perpetrated by a minor (< 18 years)	12	N.A.	62	N.A.	N.A.	80	N.A.	24
	Perpetrated by an adult (>18 years)	28	N.A.	16	N.A.	N.A.	10	N.A.	15
	Perpetrator recorded but age not indicated	0	N.A.	4	N.A.	N.A.	0	N.A.	0
	Perpetrator not recorded	64	N.A.	18	N.A.	N.A.	10	N.A.	61
Offenders (%)	Perpetrated by a minor (< 18 years)	N.A.	75	N.A.	93	N.A.	N.A.	66	N.A.
	Perpetrated by an adult (> 18 years)	N.A.	24	N.A.	7	N.A.	N.A.	32	N.A.
	Perpetrator recorded but age not indicated	N.A.	2	N.A.	1	N.A.	N.A.	2	N.A.
	Perpetrator not recorded	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.

1. Percentage of all recent allegations involving an institutional setting. Where a perpetrator was not recorded, this was indicated in 'Perpetrator not recorded'.

2. Due to large amounts of missing data, perpetrator characteristics were not covered in the report.

3. Perpetrator ID was available for these jurisdictions and is presented as the percentages of offenders recorded.

4. No perpetrator identifier was available for these jurisdictions. Data is presented as a percentage of allegations.

5. South Australian perpetrator data could not be linked to the victim data. Not all perpetrator allegations could be found in the victim data.

Number of perpetrators involved

The vast majority of allegations had single perpetrators. Multiple perpetrators were recorded for between 1% (Tasmania) and 4.3% (Northern Territory) of recent allegations.

Time to disclosure: Recent and past allegations

The vast majority of child sexual abuse allegations made to police in the study period (recent and past) were reported within five years of the alleged offence. The time elapsed between the offence being committed and reported to the police ranged from 73% of allegations reported within five years from the start of the alleged abuse (in Victoria) to 93% (in the Northern Territory).^{177,178}

Of those that reported within the five-year period, at least half of the allegations in all states and territories were reported to police within six months of the alleged abuse, and this figure reached 87% in the Northern Territory. Males were more likely than females to take more than five years to report abuse, in six¹⁷⁹ of the states and territories (ranging from 1.4 times higher in Western Australia to 2.4 times higher in Tasmania).

Across all states and territories, the data showed no consistent trend to suggest that the period between commencement of abuse and reporting to police is longer for allegations involving an institutional setting than for abuse that occurred outside an institution. In 2008–13, only one state (New South Wales) had a considerably higher percentage of allegations reported 20 years or more after the start of abuse for allegations involving an institutional setting compared to allegations of child sexual abuse outside an institution (20% of institutional allegations were reported 20 or more years later, compared to 7% of allegations of abuse outside an institution). These percentages were similar in Victoria (18% vs 14%), South Australia (13% to 14%) and Western Australia (7% to 6%).¹⁸⁰

Applying this to the current estimates suggests that present allegations represent an approximate 25% underestimate for allegations that would eventually be reported to police, should the cohort be followed up over time. Past research indicates that some cases of child sexual abuse are never reported to police, so adjusting for this underestimate, the annual estimates of child sexual abuse in an institutional location would change from between 400 and 600 annual cases to between 500 and 750 annual cases. However, such an estimate must be viewed with extreme caution, as it uses the behaviour of victim/survivors who experienced child sexual abuse in the past to predict the behaviour of the current population of children. It could be hypothesised that new prevention strategies – combined with changing community knowledge and attitudes towards child sexual abuse – make child sexual abuse less prevalent, while reporting by children who do experience child sexual abuse is more prevalent. The broader socio-legal context makes it difficult to apply knowledge from past child sexual abuse to the contemporary Australian context.

¹⁷⁷ This indicator is not available for Queensland.

¹⁷⁸ Recent allegations within five years is not a lifetime cohort, hence the substantial under-reporting based on incidence.

¹⁷⁹ Females in the Australian Capital Territory were more likely than males to take more than five years to report.

¹⁸⁰ This data was not extracted for Queensland, and the percentage may not be reliable in Tasmania, Northern Territory and the Australian Capital Territory due to small numbers.

Child sexual abuse in specific contexts

The following section provides descriptive data regarding allegations in the following specific contexts for:

- people working with children
- children who are the subject of a notification of sexual abuse
- children in out-of-home care
- children in state education (primary and secondary schools).

As stated previously, this data was not suitable for developing national estimates of the nature or extent of child sexual abuse in institutional contexts, but nevertheless is likely to be of interest to the Royal Commission.

Working with Children Checks

Data involving Working with Children Checks was not suitable for estimating the extent of child sexual abuse. The number of applications denied – or approved applications later suspended or cancelled for a reason including an allegation of child sexual abuse – represents only a fraction of Working with Children Check cards issued. For example, in Queensland, more than 800,000 cards were issued between 2008 and 2013, and about 16 per 100,000 cards issued were cancelled or suspended for child sex offences. While this data cannot be used to inform national estimates of child sexual abuse, it can provide further insight into the operation of Working with Children Checks, which may prove useful to other areas of the Royal Commission’s work.

Children the subject of a notification of sexual abuse

Child protection services in South Australia recorded all notifications for sexual abuse in the population as intrafamilial or extrafamilial sexual abuse at the time of the report. During 2008–13, 43% of notifications for sexual abuse were reported as extrafamilial. This is noteworthy for two reasons. Firstly, the number of allegations of child sexual abuse reported to South Australian child protection services was substantially higher than allegations recorded by police in that state, which raises questions regarding the reasons for these discrepancies and which administrative dataset provides more reliable data. Secondly, child protection services also recorded surprisingly high rates of extrafamilial child sexual abuse (43%) in comparison to intrafamilial abuse (57%). This data could accurately reflect the underlying incidence of extrafamilial compared to intrafamilial child sexual abuse, or might reflect a tendency for intrafamilial child sexual abuse to be reported to authorities at lower rates than extrafamilial child sexual abuse.

Children in out-of-home care

Child protection services data was extracted for children who were the subject of alleged sexual abuse in out-of-home care (quality of care allegation) between 1 July 2008 and 30 June 2013.¹⁸¹ This data was not suitable for estimating the extent of child sexual abuse in out-of-home care because of the high level of variability in what was collected between

¹⁸¹ No data was available in Queensland, and allegations in Victoria only involve carers.

jurisdictions – in particular information about perpetrators. Problems pertaining to this data are also noted in the Productivity Commission’s Report on Government Services. Differences in the data systems and responses to alleged sexual abuse in out-of-home care mean it is not possible to make direct comparisons between states and territories. Despite this, data relating to out-of-home care is included in the report because it is likely to be relevant to the Royal Commission.

Across the states and territories, the majority of the victims were adolescent and female. However, compared to victims of child sexual abuse in an institutional setting who reported to police, a higher proportion of males and young children (aged under 10) tended to be the subject of alleged sexual abuse in out-of-home care. There also tended to be a higher proportion of Aboriginal and Torres Strait Islander children involved – a trend not evident in police data regarding abuse in institutional contexts, and seemingly specific to out-of-home care. This data must be interpreted in the context of Indigenous children being substantially over-represented in out-of-home care.

The percentage of substantiation of sexual abuse varied across the states and territories (ranging from 2% in South Australia to 30% in Tasmania). It is not clear from the data why some allegations were not investigated or substantiated (for example, due to insufficient evidence for the allegation). The most common person believed responsible for the abuse also varied. In three states and territories it was the victim’s carer; in two states it was the victim’s parent or other family member; and in one state it was another child. The data varied across jurisdictions in relation to the potential range of perpetrators for whom records were collected; for example, some states only recorded data involving carers. This means it is not possible to compare or draw conclusions about national trends in the person responsible for abuse in care. Even where it was possible to identify the person believed responsible, in most states and territories the demographic characteristics of that person were not available. In Victoria¹⁸², where the perpetrator’s gender was recorded, 41% of the carers believed responsible were female, which is much higher than for alleged perpetrators reported to police.

In New South Wales, there were significant data quality problems for unit record data involving allegations of child sexual abuse for children in out-of-home care. To provide data for this study, New South Wales undertook a case file review of young people who had been the subject of an assessment for alleged sexual abuse while they were in out-of-home care over the previous 12 months. The data this produced is reliable and tailored to the questions of this study, and therefore highly informative. The review found that most victims were female (61%), the highest percentage were aged 10–14, and Indigenous children were over-represented (44% of all victims). Sexual abuse was substantiated for 28% of the allegations of child sexual abuse, another 1% were substantiated for another type of abuse, and 29% involved a government or non-government employee. The most common person of interest causing harm was another child or young person (30%), the victim’s carer (22%), or an adult friend or relative (20%). This result supports the conclusion reached in police data regarding high levels of child sexual abuse perpetrated by other children/young people. In other respects, the data goes against the trend identified in the police data, and suggests

¹⁸² Quality of care allegations are reported only when a carer is believed responsible.

that different preventative strategies may be warranted for out-of-home care settings, where children present are more vulnerable because of their existing history of abuse and neglect, and their presence in the institutional type that most resembles a private home (Irenyi, Bromfield, Beyer & Higgins, 2006).

Children in state education

State education departments collect data concerning allegations of engagement in – and risk of engagement in – sexual misconduct perpetrated by a teacher or non-teaching staff member. They also collect data concerning sexual misconduct by students against other students in government educational institutions. It is important to note that education department data pertained to sexual misconduct rather than child sexual abuse. This includes behaviour that is below the threshold required of child sexual abuse, but may pertain to grooming behaviours (such as inappropriate comments of a sexual nature). The extracted data related to allegations made between 1 July 2008 and 30 June 2013.¹⁸³ Details on the outcome of the allegation, actions taken following the allegation and details of the victim(s)/perpetrator were coded based on free-text descriptions.¹⁸⁴ The researchers did not request data from independent schools as there was no central body equivalent to the state education department, and approaching a multitude of separate bodies was not feasible within the project scope and time frames. The absence of independent school data is a significant limitation for the applicability of this data when it comes to drawing conclusions about national trends. In addition, states provided data involving allegations made against either an employee or another student (South Australia was the only state to provide data in both subcategories), and the data systems are not consistent across the states and territories. As with other datasets for specific institutional contexts, data from the education sector was not appropriate for developing national estimates of child sexual abuse, but a description of the data may still be relevant to the Royal Commission.

The number of allegations of child sexual abuse perpetrated by another student may be higher than child sexual abuse perpetrated by an employee. The average number of allegations of sexual misconduct made against an employee was 119 per year in New South Wales, 51 per year in Queensland and eight per year in South Australia. The average number of allegations made against another student was 175 per year in Victoria and 99 per year in South Australia. This result again highlights the level of alleged sexual abuse and sexual misconduct between children and young people in an institutional context. While the majority of victims are female and adolescent, the numbers of younger children alleged to have been sexually victimised and alleged to have sexually harmful behaviours are not negligible. Many allegations were not confirmed and it is not clear why these allegations were not substantiated.

Action taken by the schools and departments of education was more likely to be recorded for allegations made against another student (79% in Victoria and 86% in South Australia) compared to allegations made against an employee (ranging from 30% in New South Wales

¹⁸³ No data was available for Western Australia, Tasmania and the Northern Territory. For the Australian Capital Territory, there were nine allegations (seven by an employee) and these were excluded because of small numbers.

¹⁸⁴ There is a problematic amount of missing data for many indicators.

to 56% in Queensland). The level of police involvement differed across the states, ranging from 3% for allegations against employees in Queensland to 43% for allegations against students in South Australia.¹⁸⁵ This is to be expected given that education data describes sexual misconduct rather than sexual abuse, but it still demonstrates how potentially more child sexual abuse or grooming is occurring in an institutional context than is reported to police.

Data issues

- Police data was most useful, and provided new insights into understanding child sexual abuse in institutional contexts in contemporary Australia. Despite being the best available data for developing estimates, data was not comparable across jurisdictions and it was not possible to develop a national estimate.
- Working with Children Check data was assessed as having the potential to provide a monitoring system for the incidence of child sexual abuse perpetrated by people working with children. However, data involving Working with Children Checks was not as informative as expected, and was not suitable for estimating the extent of child sexual abuse.
- Data involving child protection in out-of-home care was not comparable across states and territories nor could it be used to identify national trends. However, it did highlight the vulnerability of children in out-of-home care compared to other populations.
- Education department data was informative on the issue of sexual misconduct in school contexts, but the retrieved data was not comparable across states and territories and was only extracted for government schools.
- Case outcome data was not extracted for police data. Data shows that many allegations were not substantiated or confirmed in the child protection and education sectors, highlighting potential problems with using allegations as an indicator of child sexual abuse (as previously discussed).

Further recommended research

The data provided in this report is extensive, and more detailed analyses of the existing data would be possible. In addition, future research arising from this study could include:

- a follow-up study subjecting a small sample of allegations to a case file review, to determine additional details; address some of the questions pertaining to data quality; and provide greater certainty to the Royal Commission regarding the estimates provided in this study
- more detailed analysis of police data going back further than five years, to enable assessment of trends over a longer time period
- an attempt to better understand the nature of current abuse perpetrated in institutions by adults and other children

¹⁸⁵ These actions were reported in the free-text description of the allegation. Police involvement could have occurred but was not reported, or it occurred through another action (for example, by referral to a misconduct commission).

- more in-depth exploration of the discrepancies between state and territory data, and whether they represent different rates of abuse (unlikely), different patterns of reporting, or different recording and counting rules.

Finally, in noting the current research gaps, it is critical to highlight the lack of a nationwide community-based study into the prevalence or incidence of child maltreatment in Australia, either as a single baseline study or repeated over time, such as those undertaken in the United States and the United Kingdom.

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Appendix 1.1 UniSA Human Research Ethics Committee (HREC) assessment of project

Ethics protocol 0000031713– ‘Prevalence and incidence of sexual abuse in institutions’
(Royal Commission)

Assoc Prof Leah Bromfield-Smith, Ms Olivia Octoman, Ilan Katz, Prof Fiona Arney, Mr Matthew Willis, Dr Adam Tomison, Assoc Prof Wendy Lacey

Australian Centre for Child Protection, Division of Education, Arts and Social Sciences

HREC 29 July 2013 – “Withdrawn” – does not constitute research.

1. HREC welcomed Assoc Prof Leah Bromfield-Smith to the meeting. Leah advised that the Centre (along with the Australian Institute of Criminology, and the Social Policy Research Centre, University of New South Wales) had been engaged as ‘consortia’ by the Royal Commission into Institutional Responses to Child Sexual Abuse to undertake the project, "Extent of Child Sexual Abuse in Australian Institutions" on its behalf. Further, that the outcome would be a commissioned report to the Royal Commission for its purposes only. The data and/or findings will not be used by the Centre for its own research purposes. Nevertheless, Leah wished to inform HREC of the project and outline the Centre’s embryonic design and methods.
2. HREC concluded that the activity did not constitute research and was mindful of the Royal Commission’s legal rights to access and use personal, identifiable data and institutional data for referral to the consortia in order to it to do its work for the Royal Commission. Consequently, HREC concluded that the consortia’s activity was outside the HREC’s role and responsibilities as outlined in the National Statement on Ethical Conduct in Human Research.
3. HREC thanked Assoc Prof Bromfield-Smith for informing it of the project and commended the Centre for its critical and important work in the area of child protection. HREC wished the consortia well as it progressed with the work for the Royal Commission.
4. Legal Advice from Research and Innovation Services Solicitors emailed separately to Assoc Prof Leah Bromfield-Smith. The conclusion to this being its essence: ‘To ensure that the data is properly collected and falls within the Commissions terms or reference and is disclosed in compliance with the Privacy Act, I advise that the data should be obtained by a summons of the Commission and then provided to the researchers to enable them to draft their report.’

Appendix 1.2

Police ideal extraction parameters

A Microsoft Excel file containing de-identified unit record data from the relevant database for all incidents reported during the period 1 July 2008 to 30 June 2013 where:

1. The victim was aged below the age of 18 years at the time of the offence; and
2. The alleged offence type was sexual assault.

Note:

- a) For incidents involving more than one offence occurring at different times, or offences occurring over a period of time, incidents are considered in scope if the victim was below the age of 18 years at the time of the first offence or first date of the offence period.
- b) Incidents where multiple victims were involved are considered in scope if at least one victim was below the age of 18 years at the time of the offence.
- c) 'Sexual assault' means all offences falling within Division 03 (Sexual Assault and Related Offences) of the Australian and New Zealand Standard Offence Classification (ANZSOC).

For each of these incidents, the following data items are to be provided as part of the unit record file:

- Date incident reported
- Incident start date
- Incident end date
- Child ID
- Offence category (by ANZSOC Division and Sub-division)
- Offence committed while victim in care or under authority, inclusive of out-of-home care, youth detention, immigration detention (yes/no)
- Incident location
 - Location type - including subcategories: domestic residence, public space, institution
 - Location further detail/sub-types
 - Postcode
 - GPS coordinates
- Demographics for each victim involved in the incident:
 - Gender
 - Victim date of birth
 - Indigenous status
- Victim referred to victim support service (yes/no)
- Demographics for each person of interest involved in the incident:
 - Gender
 - Person of Interest date of birth
 - Indigenous status
 - Relationship to victim
 - Including the subcategory: Person in authority
 - Including additional subcategories that would enable intra- and extrafamilial maltreatment to be differentiated
 - Organisation of interest

- Including subcategories of particular relevance to minors: School, Child-care or after school hours care provider, out-of-home care provider, youth detention service, child or youth group, sporting or recreational group, religious institution
- Organisational affiliation of POI
 - As per organisation of interest

Appendix 1.3

Child protection intake ideal extraction parameters

In jurisdictions where mandatory reporting provisions require that all child sexual abuse allegations be reported to child protection, including a requirement for police to report allegations of child sexual abuse where the parent is acting protectively.

A Microsoft Excel file containing de-identified unit record data for the period 1 July 1998 to 30 June 2013 for clients who were the subject of a report to child protection comprising an allegation of child sexual abuse, where a client is a minor under age 18 years.

For each report, data from the following fields are required as part of the unit record file:

- Client ID
- Report date
- Client DOB
- Client Gender
- Client Indigenous status
- Client disability Y/N
- Post Code
- Incident date
- Person alleged to be responsible - fixed response field (not name of person), inclusive of subcategories that would enable differentiation between intra- and extrafamilial maltreatment and optimally to be able to identify where the alleged person responsible was 'working with children'. For example:
 - Intrafamilial
 - Parent: mother, father, step-father, step-mother
 - Other family member: Adult
 - Other family member: Child
 - Person 'working with children'
 - Carer: foster, kin, residential
 - Departmental staff member/volunteer (non-carer)
 - Other non-related person in authority/person working with children
 - Other Extrafamilial
 - Other non-related: known to child
 - Other non-related: not known to child
- Person alleged to be responsible
 - Gender
 - DOB
 - Indigenous status
 - Disability

Appendix 1.4

Working with Children Check ideal extraction parameters

A Microsoft Excel file containing de-identified unit record data identified below for all applicants who were issued an authority to work with children under the *relevant legislation*, for the period from 1 July 2008 to 30 June 2013:

- Date issued
- Date of expiration
- Demographic data regarding the applicant
 - Date of Birth
 - Gender
 - Postcode
 - Indigenous status
- Category of child-related employment recorded on application (e.g. teacher, swimming coach)
- Person prevented from working with children
 - Cancellation
 - Suspension
 - Conditions imposed
 - Other
- Date of suspension, cancellation, imposition of conditions
- Nature of incident(s) triggering cancellation, suspension or imposition of conditions (e.g. child sexual offence, grooming behaviours, accessing child pornography, child physical assault, adult sexual offence, adult physical assault, child murder, adult murder, other misconduct)

In addition, the aggregate summed total of applicants denied a Working With Children Check for each year in the period 1 July 2008 to 30 June 2013.

Note: That ideally we would consider a person 'working with children' to include paid staff and volunteers, including minors within each category.

Appendix 1.5

Child protection safety in care ideal extraction parameters

A Microsoft excel file containing de-identified unit record data for the period 1 July 2008 to 30 June 2013 for children in out-of-home care who were the subject of a safety in care report.

For each report, data from the following fields are required as part of the unit record file:

- Alleged victim identification number
- Date of report to child protection authority
- Date of birth of alleged victim
- Gender of alleged victim
- Disability status of alleged victim
- Indigenous status of alleged victim
- Age of alleged victim at time of alleged incident
- Place where alleged incident occurred
- Type/s of alleged abuse
- Relationship of alleged offender to alleged victim (minimum set of draft fields including carer or other child or other outside of placement)
- Outcome of investigation
- Type/s of substantiated abuse

In addition,

- the aggregate summed total of children admitted into care for each year in the period 1 July 2008 to 30 June 2013; and
- the aggregate summed total of children in care on 30 June for each year in the period 30 June 2008 to 30 June 2013.

Appendix 1.6

Education ideal extraction parameters

De-identified unit record data for all incidents reported during the period of 1 July 2008 and 30 June 2013 where:

1. The incident involved a student who was enrolled at a state educational institution; and
2. The incident involved an employee of the Department of Education; and
3. The employee had engaged in or been at risk of engaging in inappropriate sexual misconduct with a student.

De-identified unit record data for all incidents reported during the period of 1 July 2008 and 30 June 2013 where:

1. The incident involved a student ('the victimised student') who was enrolled at state educational institution; and,
2. The incident involved another student ('the perpetrating student') who was enrolled at the same state educational institution; and
3. The perpetrating student had engaged in or been at risk of engaging in sexually abusive behaviours towards the victimised student.

For each of these incidents, the following data items are to be provided as part of the unit record file:

- Date of notification
- Date of incident
- Type of educational institution (e.g., pre-school, primary school, high school)
- Postcode of educational institution
- Location of incident/s
- Type of behaviour
- Number of incidents
- Status of person reporting incident/s (e.g., teacher, student, parent)
- Outcome
- Victimised student demographics
 - Gender
 - Date of birth
 - School level at time of incident (e.g., Year 2, Year 3, etc.)
 - Indigenous status
- Employee demographics
 - Gender
 - Date of birth
 - Indigenous status
 - Role/job title
- Perpetrating student demographics
 - Gender
 - Date of birth
 - School level at time of incident (e.g., Year 2, Year 3, etc.)
 - Indigenous status

All data are required to be provided in a Microsoft Excel file format.

- Age at time of incident
- Indigenous status
- Relationship to victim
- Person in authority (yes/no)
- Organisation of interest/organisational affiliation of POI
- Incident outcome
- Reason for not proceeding to prosecution (if applicable)
- Number of charges
- Prosecution outcome
- Sentence or order imposed

All data are required to be provided in Microsoft Excel file format.

Appendix 6.1 Australian Capital Territory Data Tables

Table 6.1.1: Total number of child sexual abuse allegations, reported to police from 1 July 2008 to 30 June 2013, by year the alleged abuse began

Year alleged abuse began	Total allegations reported
2013	138
2012	219
2011	189
2010	96
2009	107
2008	71
2007	6
2006	4
2005	0
2000–04	16
1995–99	5
1990–94	20
1980–89	28
1970–79	10
1960–69	3
Not recorded	1
Total	913

Source: Australian Capital Territory Police data

Table 6.1.2: Characteristics of recent and past allegations of child sexual abuse, reported to police from 1 July 2008 to 30 June 2013

	Recent allegations (reported within five years after alleged abuse began)		Past allegations (reported five years or more after alleged abuse began) ^a	
	n	%	n	%
Gender				
Male	181	21.8	717	21.5
Female	648	78.2	196	78.5
Unknown	0	0	0	0
Age when child sexual abuse began				
Under 2	20	2.4	5	6.0
2–4	82	9.9	15	17.9
5–9	156	18.8	37	44.0
10–14	313	37.8	14	16.7
15–17	253	30.5	7	8.3
Not recorded	5	0.6	6	7.1
Cultural background				
Indigenous	25	3.0	2	2.4
Non-Indigenous	804	97.0	82	97.6
Not recorded	0	0	0	0
Total – allegations	829		84	

^a Includes allegations where the length could not be determined (one allegation).

Source: Australian Capital Territory Police data

Table 6.1.3: Categories of relationship of the victim to the perpetrator

Relationship category	Reported relationship in dataset
Intrafamilial	family – child, family – immediate, family – parent, family - partner, spouse, etc, family – sibling, relative -not immediate family
Extrafamilial ((ex)intimate partner)	known non-family - ex-partner
Extrafamilial (other known)	known non-family - not ex-part, known non-family - other
Unknown perpetrator	person not known to victim
Relationship not recorded	no offender involved, relationship is not known

Source: Australian Capital Territory Police data

Table 6.1.4: Number of recent allegations where the relationship to perpetrator was extrafamilial (other known), by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse where relationship to perpetrator was extrafamilial (other known) (n)						
Males	7	9	6	20	19	61
Females	47	55	40	69	81	292
All children	54	64	46	89	100	353
Percentage of all recent allegations (%)						
Males	58.3	50.0	37.5	30.8	27.1	33.7
Females	51.1	53.4	43.5	39.2	43.8	45.1
All children	51.9	52.9	42.6	36.9	39.2	42.6

All children includes those whose gender was not recorded.

Source: Australian Capital Territory Police data

Table 6.1.5: Relationship of perpetrator to victim in allegations where the relationship was extrafamilial (other known)

Relationship	n	%
Known non-family – not ex-partner	329	93.2
Known non-family – other	24	6.8
Total – allegations	353	

Source: Australian Capital Territory Police data

Table 6.1.6: Characteristics of allegations where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations with an <i>extrafamilial (other known) relationship</i>		All allegations	
	n	%	n	%
Gender				
Male	61	17.3	181	21.8
Female	292	82.7	648	78.2
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	4	1.1	20	2.4
2–4	26	7.4	82	9.9
5–9	36	10.2	156	18.8
10–14	156	44.2	313	37.8
15–17	128	36.3	253	30.5
Not recorded	3	0.8	5	0.6
Cultural background				
Indigenous	11	3.1	25	3.0
Non-Indigenous	342	96.9	804	97.0
Not recorded	0	0	0	0
Location of allegation				
Domestic/private space	213	60.3	542	65.4
Public space	42	11.9	87	10.5
Commercial space – closed to public	0	0	0	0
Commercial space – open to clients	21	5.9	45	5.4
Institutional location	49	13.9	78	9.4
Not recorded	30	8.5	85	10.3
Length between start of allegation and report date				
6 months or less	183	51.8	764	92.2
7–12 months	147	41.6	32	3.9
13–24 months	19	5.4	17	2.1
2–5 years	29	8.2	16	1.9
Type of offence (ANZSOC)				
Aggravated sexual assault (0311)	183	51.8	473	57.1
Non-aggravated sexual assault (0312)	147	41.6	321	38.7
Non-assaultive sexual offences against a child (0321)	19	5.4	27	3.3
Child pornography offences (0322)	29	8.2	45	5.4
Total – allegations	353		829	

Source: Australian Capital Territory Police data

Table 6.1.7: Categories of location data

Location category	Reported location in dataset
Domestic/private space	hotel/motel, house
Public space	bus depot, car park, public place (inc street/path/bicycle path)
Commercial space – closed to public	
Commercial space – open to clients	licensed premises, recreational centre, service station, shop
Institution setting	church (inc all religious), hospital (inc all health except chemist/surgery), school (inc all educational and surrounds)
Not recorded	other

Some of these categories were manually allocated to an institutional location based a reported organisation name (if available). These named organisations were mostly ACT government department with a focus on community services.

Source: Australian Capital Territory Police data

Table 6.1.8: Locations of allegations categorised as at an institutional location

Location	n	%
Hospital (incl. all health except chemist/surgery)	4	5.1%
House^a	19	24.4%
Other^a	2	2.6%
School (incl. all educational and surrounds)	53	67.9%
Total – allegations	78	

^a Classified by organisation name (state government community services).

Source: Australian Capital Territory Police data

Table 6.1.9. Characteristics of allegations of child sexual abuse at a potential institutional location in the five-year period (2008–13)

	Allegations at an institutional location		All allegations	
	n	%	n	%
Relationship to offender				
Intrafamilial	17	21.8	328	39.6
Extrafamilial ((ex)intimate partner)	1	1.3	25	3.0
Other extrafamilial	49	62.8	353	42.6
Extrafamilial – not related/associated	4	5.1	71	8.6
Not recorded	7	9.0	68	8.2
Length between start of allegation and report date				
6 months or less	64	82.1	764	92.2
7–12 months	9	11.5	32	3.9
13–24 months	4	5.1	17	2.1
2–5 years	1	1.3	16	1.9
Type of offence (ANZSOC)				
Aggravated sexual assault (0311)	29	37.2	473	57.1
Non-aggravated sexual assault (0312)	38	48.7	321	38.7
Non-assaultive sexual offences against a child (0321)	6	7.7	27	3.3
Child pornography offences (0322)	14	17.9	45	5.4
Total – allegations	78		829	

Source: Australian Capital Territory Police data

Table 6.1.10: Characteristics of victims of alleged child sexual abuse at an institutional location, where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations at an institution setting and had an <i>extrafamilial</i> (other known) relationship		All allegations	
	n	%	n	%
Gender				
Male	18	36.7	181	21.8
Female	31	63.3	648	78.2
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	0	0	20	2.4
2–4	4	8.2	82	9.9
5–9	7	14.3	156	18.8
10–14	27	55.1	313	37.8
15–17	11	22.4	253	30.5
Not recorded	0	0	5	0.6
Cultural background				
Indigenous	0	0	25	3.0
Non-Indigenous	49	100.0	804	97.0
Not recorded	0	0	0	0
Length between start of allegation and report date				
6 months or less	37	75.5	764	92.2
7–12 months	7	14.3	32	3.9
13–24 months	4	8.2	17	2.1
2–5 years	1	2.0	16	1.9
Type of offence (ANZSOC)				
Aggravated sexual assault (0311)	13	26.5	473	57.1
Non-aggravated sexual assault (0312)	25	51.0	321	38.7
Non-assaultive sexual offences against a child (0321)	6	12.2	27	3.3
Child pornography offences (0322)	13	26.5	45	5.4
Total – allegations	49		829	

Source: Australian Capital Territory Police data

Table 6.1.11: Children in out-of-home care who were the subject of a child protection substantiation and the person believed responsible was living in the household providing out-of-home care (ACT)

	2008– 09	2009– 10	2010– 11	2011– 12	2012– 13
Number of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household^a (n)	1	15	9	8	N.A.
Number of children aged 0–17 in at least one care placement during the year (n)	892	765	779	797	N.A.
Proportion of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household (%)	0.1	2.0	1.2	1.0	-

N.A.= data from 2012–13 are not available.

^a Substantiated abuse includes all types of abuse (not just sexual abuse).

Source: *Report on Government Services 2013* (Table 15A26)

Appendix 7.1 New South Wales Data Tables

Table 7.1.1: Year of the alleged child sexual abuse started, by year reported (number of allegations)

Start of allegation	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
2013	0	0	0	0	2,807	2,807
2012	0	0	2	2,583	3,681	6,266
2011	1	6	2,904	3,386	220	6,517
2010	4	2,540	3,016	232	132	5,924
2009	2,250	3,176	174	130	76	5,806
2008	2,876	188	97	75	71	3,307
2007	269	109	74	56	71	579
2006	153	62	70	64	29	378
2005	90	61	50	81	50	332
2000–04	275	232	156	217	189	1,069
1995–99	177	110	123	90	111	611
1990–94	107	144	91	87	117	546
1980–89	277	248	293	192	228	1,238
1970–79	183	197	155	166	258	959
1960–69	40	58	64	55	103	320
1940–50	11	15	13	9	38	86
Not recorded	0	0	1	1	4	6
Total	6,713	7,146	7,283	7,424	8,185	36,751

Source: New South Wales Police data

Note: Includes allegations relating to the possession or distribution of child pornography.

Table 7.1.2: Characteristics of recent allegations and past allegations

	Recent allegations (reported within five years after allegation)		Past allegations (reported five years or more after allegation) ^a	
	n	%	n	%
Gender				
Male	6,378	20.4	1,739	31.4
Female	24,466	78.4	3,770	68.0
Unknown	363	1.2	35	0.6
Age at start of allegation				
Under 2	203	0.7	217	3.9
2–4	2,533	8.1	741	13.4
5–9	5,387	17.3	2,101	37.9
10–14	13,266	42.5	1,897	34.2
15–17	9,108	29.2	524	9.5
Not recorded	710	2.3	64	1.2
Cultural background				
Indigenous	3,488	11.2	345	6.2
Non-Indigenous	25,891	83.0	4,826	87.0
Not recorded	1,828	5.9	373	6.7
Total – allegations	31,207		5,544	

^a Includes allegations where the length could not be determined (363 allegations).

Note: Includes allegations relating to the possession or distribution of child pornography.

Source: New South Wales Police data

Table 7.1.3: Categories of relationship of the victim to the perpetrator

Relationship category	Reported relationship in dataset
Intrafamilial	child (include step/foster child), member of family – other, parent/guardian (include step/foster), sibling, spouse/partner
Extrafamilial ((ex)intimate partner)	boy/girlfriend (incl. (ex)boy/girlfriend), (ex)spouse, (ex)partner
Extrafamilial (other known)	carer, household member (incl former household), other known person – no relationship, person in authority
Unknown perpetrator	not known to victim
Relationship not recorded	not recorded, unknown/not stated

Source: New South Wales Police data

Table 7.1.4: Relationship of perpetrator to victim in offences where the relationship was extrafamilial (other known)

Relationship	n	%
Carer	157	1.5
Household member	352	3.3
Other known person – no relationship	9726	92.1
Person in authority	326	3.1
Total – offences within allegations	10,561	100.0

Source: New South Wales Police data

Table 7.1.5: Number of recent allegations and unique child victims with a relationship of perpetrator to victim recorded as extrafamilial (other known), by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse with relationship to perpetrator as extrafamilial (other known) (n)						
Males	363	425	402	449	531	2,170
Females	1,447	1,601	1,611	1,816	1,915	8,390
All children	1,810	2,027	2,013	2,265	2,446	10,561
Percentage of all allegations (%)						
Males	33.7	35.8	33.6	35.2	36.6	35.1
Females	33.3	34.5	33.6	37.7	37.2	35.3
All children	33.3	34.7	33.6	37.2	37.0	35.2
Unique victims the subject of an allegation where the relationship to the perpetrator was extrafamilial (other known) (n)						
Males	306	394	370	429	514	1,975
Females	1,308	1,442	1,447	1,647	1,768	7,182
All children	1,614	1,837	1,817	2,076	2,282	9,158
Percentage of all victims (%)						
Males	32.8	37.7	34.7	37.6	38.9	37.2
Females	35.1	36.4	35.5	41.0	40.4	39.3
All children	34.6	36.6	35.3	40.3	40.0	38.8

All children includes those where gender was not recorded.

Source: New South Wales Police data

Table 7.1.6: Characteristics of victims of allegations where the victim’s relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation with an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	1,975	21.6	5,303	22.5
Female	7,182	78.4	18,275	77.4
Not recorded	1	0	20	0.1
Age at start of allegation (earliest allegation if multiple)				
Under 2	44	0.5	194	0.8
2–4	635	6.9	2,212	9.4
5–9	1,588	17.3	4,479	19.0
10–14	4,282	46.8	9,993	42.3
15–17	2,605	28.4	6,664	28.2
Not recorded	4	0	56	0.2
Cultural background				
Indigenous	832	9.1	2,272	9.6
Non-Indigenous	7,718	84.3	19,822	84.0
Not recorded	608	6.6	1,504	6.4
Total – victims	9,158		23,598	

Source: New South Wales Police data

Table 7.1.7: Characteristics of allegations of child sexual abuse where the victim’s relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Location of allegation				
Domestic/private space	6,530	61.8	20,528	68.5
Public space	974	9.2	3,622	12.1
Commercial space – closed to public	14	0.1	35	0.1
Commercial space – open to clients	258	2.4	949	3.2
Institutional location	984	9.3	1,644	5.5
Not recorded	1,801	17.1	3,194	10.7
Length between start of allegations and report date				
6 months or less	9,499	89.9	2,6355	87.9
7–12 months	396	3.7	1,279	4.3
13–24 months	282	2.7	1,014	3.4
2–5 years	384	3.6	1,324	4.4
Type of offence				
Indecent assault	4,291	40.6	9,665	32.2
Other	73	0.7	6,433	21.5
Sexual assault	6,197	58.7	13,874	46.3
Total – allegations	10,561		29,972	

Source: New South Wales Police data

Table 7.1.8: Characteristics of offenders involved in allegations of child sexual abuse where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Offenders involved in an allegation with an extrafamilial (other known) relationship		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Females	332	6.0	827	6.3
Males	5,154	93.9	12,396	93.7
Perpetrator recorded but gender not recorded	2	0	9	0.1
Age at start of allegation (earliest allegation if multiple)				
14 or under	1,171	21.3	2,163	16.3
15–17	1,243	22.6	2,336	17.7
18–24	1,003	18.3	2,291	17.3
25–34	613	11.2	1,814	13.7
35–44	593	10.8	2,022	15.3
45–54	395	7.2	1,253	9.5
55–64	221	4.0	669	5.1
65+	153	2.8	460	3.5
Perpetrator recorded but age not recorded	96	1.7	224	1.7
Cultural background				
Indigenous	438	8.0	958	7.2
Non-Indigenous	4,465	81.4	10,791	81.6
Perpetrator recorded but age not recorded	585	10.7	1,483	11.2
Total – offenders	5,488		13,232	

Source: New South Wales Police data

This table represents the percentages of offenders that were recorded.

Table 7.1.9: Characteristics of victims of allegations where the victim's relationship to the perpetrator was a person in authority in the five-year period (2008–13)

	Victims who experienced an allegation with a person in authority relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	75	24.8	5,303	22.5
Female	227	74.9	18,275	77.4
Not recorded	1	0.3	20	0.1
Age at start of allegation (earliest allegation if multiple)				
Under 2	1	0.3	194	0.8
2–4	15	5.0	2,212	9.4
5–9	54	17.8	4,479	19.0
10–14	121	39.9	9,993	42.3
15–17	109	36.0	6,664	28.2
Not recorded	3	1.0	56	0.2
Cultural background				
Indigenous	11	3.6	2,272	9.6
Non-Indigenous	275	90.8	19,822	84.0
Not recorded	17	5.6	1,504	6.4
Total – victims	303		23,598	

Source: New South Wales Police data

Table 7.1.10: Locations of allegations where the victim's relationship to the perpetrator was a person in authority in the five-year period (2008–13)

Location (main group)	n	%
Business/commercial	33	10.1
Education – preschool	4	1.2
Education – private	21	6.4
Education – public primary	34	10.4
Education – public secondary	25	7.7
Education – TAFE/university	2	0.6
Education – other	6	1.8
Health	15	4.6
Law enforcement	3	0.9
Outdoor/public place	20	6.1
Public transport	2	0.6
Recreation	6	1.8
Residential – accommodation	10	3.1
Residential – dwelling	134	41.1
Vehicle	2	0.6
Not recorded	9	2.8
Total – allegations	326	

Source: New South Wales Police data

Table 7.1.11: Characteristics of allegations involved in allegations of child sexual abuse where the victim's relationship to the perpetrator was a person in authority in the five-year period (2008–13)

	Allegations with a person in authority relationship		All allegations	
	n	%	n	%
Location of allegation				
Domestic/private space	143	43.9	20,528	68.5
Public space	25	7.7	3,622	12.1
Commercial space – closed to public	2	0.6	35	0.1
Commercial space – open to clients	36	11.0	949	3.2
Institutional location	111	34.0	1,644	5.5
Not recorded	9	2.8	3,194	10.7
Length between start of allegations and report date				
6 months or less	247	75.8	26,355	87.9
7–12 months	38	11.7	1,279	4.3
13–24 months	22	6.7	1,014	3.4
2–5 years	19	5.8	1,324	4.4
Type of offence				
Indecent assault	217	66.6	9,665	32.2
Other	3	0.9	6,433	21.5
Sexual assault	106	32.5	13,874	46.3
Total – allegations	326		29,972	

Source: New South Wales Police data

Table 7.1.12: Characteristics of offenders involved in allegations of child sexual abuse and where the victim's relationship to the perpetrator was a person in authority in the five-year period (2008–13)

	Offenders involved in an allegation with a person in authority relationship		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Males	169	91.8	12,396	93.7
Female	15	8.2	827	6.3
Perpetrator recorded but gender not recorded	0	0	9	0.1
Age at start of allegation (earliest allegation if multiple)				
14 and under	4	2.2	2,163	16.3
15–17	1	0.5	2,336	17.7
18–24	23	12.5	2,291	17.3
25–34	39	21.2	1,814	13.7
35–44	38	20.7	2,022	15.3
45–54	45	24.5	1,253	9.5
55–64	18	9.8	669	5.1
65+	11	6.0	460	3.5
Perpetrator recorded but age not recorded	5	2.7	224	1.7
Cultural background				
Indigenous	6	3.3	958	7.2
Non-Indigenous	166	90.2	10,791	81.6
Perpetrator recorded but cultural background not recorded	12	6.5	1,483	11.2
Total – offenders	184		13,232	

Source: New South Wales Police data

This table represents the percentages of offenders that were recorded.

Table 7.1.13: Categories of location data

Location category	Reported location in dataset		
	Premise	Prem Sub Type	Prem Furth Sub Type
Commercial space – open to clients	Adult entertainment	Brothel	
Commercial space – open to clients	Adult entertainment	Escort agency	
Commercial space – open to clients	Adult entertainment	Massage parlour	
Commercial space – open to clients	Adult entertainment	Other	
Commercial space – open to clients	Adult entertainment	Sex shop	
Commercial space – open to clients	Business/commercial	Financial institution	
Commercial space – open to clients	Business/commercial	Office	

Commercial space – open to clients	Business/commercial	Personal services
Commercial space – open to clients	Business/commercial	Retail/wholesale
Public space	Car park	Beach parking area
Public space	Car park	Business/commercial
Public space	Car park	Commuter (excl. railway)
Public space	Car park	Other
Public space	Car park	Parking station
Public space	Car park	Railway
Public space	Car park	Residential
Public space	Car park	Restaurant/take-away
Public space	Car park	Shopping centre
Public space	Car park	Sports ground
Commercial space – open to clients	Education	Conservatorium of music
Commercial space – open to clients	Education	Library
Institutional location	Education	Other
Institutional location	Education	Pre-school
Institutional location	Education	School – private
Institutional location	Education	School – public primary
Institutional location	Education	School – public secondary
Institutional location	Education	TAFE
Institutional location	Education	University
Commercial space – open to clients	Health	Dentist’s surgery
Commercial space – open to clients	Health	Doctor’s surgery
Commercial space – open to clients	Health	Drug rehabilitation centre
Institutional location	Health	Hospital
Institutional location	Health	Medical centre
Institutional location	Health	Nursing home
Commercial space – open to clients	Health	Other
Institutional location	Health	Psychiatric centre
Commercial space – closed to public	Industrial	Building site
Commercial space – closed to public	Industrial	Factory
Commercial space – closed to public	Industrial	Other
Commercial space – closed to public	Industrial	Quarry

Commercial space – closed to public	Industrial	Storage
Commercial space – closed to public	Industrial	Workshop
Institutional location	Law enforcement	Correctional centre
Commercial space – open to clients	Law enforcement	Court
Institutional location	Law enforcement	Defence
Institutional location	Law enforcement	Detention centre
Institutional location	Law enforcement	Other
Institutional location	Law enforcement	Police station
Institutional location	Law enforcement	Remand centre
Commercial space – open to clients	Licensed premise	Club
Commercial space – open to clients	Licensed premise	Hotel/pub
Commercial space – open to clients	Licensed premise	Licensed restaurant
Commercial space – open to clients	Licensed premise	On-premises
Commercial space – open to clients	Licensed premise	Other
Domestic/private space	Marine transport	Boatshed
Public space	Marine transport	Dock/port
Public space	Marine transport	Marina
Domestic/private space	Marine transport	Other
Public space	Outdoor/public place	Air
Public space	Outdoor/public place	Land
Public space	Outdoor/public place	Water
Public space	Public transport	airport
Public space	Public transport	Bus
Public space	Public transport	Bus depot
Public space	Public transport	Bus passenger terminal
Public space	Public transport	Bus stop
Public space	Public transport	Ferry
Public space	Public transport	Other
Public space	Public transport	Public passenger terminal
Public space	Public transport	Railway siding
Public space	Public transport	Railway station
Public space	Public transport	Railway terminal
Public space	Public transport	Taxi
Public space	Public transport	Taxi rank
Public space	Public transport	Train
Commercial space – open to clients	Recreation	Ampitheatre

Commercial space – open to clients	Recreation	Amusement park
Commercial space – open to clients	Recreation	Art gallery (excl. retail)
Commercial space – open to clients	Recreation	Bowling alley
Commercial space – open to clients	Recreation	Cinema
Commercial space – open to clients	Recreation	Club
Commercial space – open to clients	Recreation	Dance studio
Commercial space – open to clients	Recreation	Golf course
Commercial space – open to clients	Recreation	Gymnasium
Commercial space – open to clients	Recreation	Hall
Commercial space – open to clients	Recreation	Museum
Commercial space – open to clients	Recreation	Other
Commercial space – open to clients	Recreation	Pavillion
Commercial space – open to clients	Recreation	Racecourse
Commercial space – open to clients	Recreation	Showground
Commercial space – open to clients	Recreation	Skating rink
Commercial space – open to clients	Recreation	Sporting centre
Commercial space – open to clients	Recreation	Sports ground
Commercial space – open to clients	Recreation	Squash court
Public space	Recreation	Swimming pool (public)
Public space	Recreation	Tennis court(public)
Commercial space – open to clients	Recreation	Theatre live
Commercial space – open to clients	Recreation	Zoo
Institutional location	Religious	Chapel
Institutional location	Religious	Church
Institutional location	Religious	Convent
Institutional location	Religious	Other
Institutional location	Religious	Presbytery
Institutional location	Religious	Temple

Domestic/private space	Residential	Residential – accommodation	
Institutional location	Residential	Residential – dwelling	Aged care home
Domestic/private space	Residential	Residential – dwelling	Block of units (1 to 4 floors)
Domestic/private space	Residential	Residential – dwelling	Block of units (over 4 floors)
Domestic/private space	Residential	Residential – dwelling	Bungalow
Domestic/private space	Residential	Residential – dwelling	Bush humpy
Domestic/private space	Residential	Residential – dwelling	Caravan/annexe
Domestic/private space	Residential	Residential – dwelling	Caretaker’s residence
Domestic/private space	Residential	Residential – dwelling	Display home
Institutional location	Residential	Residential – dwelling	Doctor’s quarters
Domestic/private space	Residential	Residential – dwelling	Farmhouse
Domestic/private space	Residential	Residential – dwelling	Granny flat
Domestic/private space	Residential	Residential – dwelling	Home office
Domestic/private space	Residential	Residential – dwelling	Home unit
Domestic/private space	Residential	Residential – dwelling	House – detached
Domestic/private space	Residential	Residential – dwelling	House – semi-detached
Domestic/private space	Residential	Residential – dwelling	House – terrace
Domestic/private space	Residential	Residential – dwelling	House – villa/townhouse
Domestic/private space	Residential	Residential – dwelling	House boat
Domestic/private space	Residential	Residential – dwelling	Manager’s residence
Domestic/private space	Residential	Residential – dwelling	Mobile/relocatable home
Institutional location	Residential	Residential – dwelling	Nurses’ quarters
Institutional location	Residential	Residential – dwelling	Orphanage
Domestic/private space	Residential	Residential – dwelling	Other
Institutional location	Residential	Residential – dwelling	Safety house
Domestic/private space	Residential	Residential – dwelling	Tent

Domestic/private space	Residential	Residential – dwelling	Weekender
Domestic/private space	Residential	Residential – non-dwelling	
Commercial space – closed to public	Rural industry	Farmland	
Commercial space – closed to public	Rural industry	Machinery shed	
Commercial space – closed to public	Rural industry	Orchard	
Commercial space – closed to public	Rural industry	Other	
Commercial space – closed to public	Rural industry	Paddock	
Commercial space – closed to public	Rural industry	Silo	
Commercial space – closed to public	Rural industry	Stockyard	
Commercial space – closed to public	Rural industry	Storage shed	
Not recorded	Unknown	Unknown	
Commercial space – closed to public	Utilities	council depot	
Commercial space – closed to public	Utilities	Electricity	
Commercial space – closed to public	Utilities	Fire station	
Commercial space – closed to public	Utilities	Other	
Commercial space – open to clients	Utilities	Post office	
Commercial space – closed to public	Utilities	Sewerage and stormwater drain	
Domestic/private space	Vehicle	Aircraft	
Commercial space – open to clients	Vehicle	Other passenger marine vessel	
Domestic/private space	Vehicle	Other vehicle	
Domestic/private space	Vehicle	Private marine vessel	
Domestic/private space	Vehicle	Private motor vehicle	

Categories in *Prem Furth Sub Type* were not provided here unless the location category was different within Prem Sub Type.

Some of these categories were manually allocated to a different location based on a reported organisation name (if available)

Source: New South Wales Police data

Table 7.1.14: Locations of allegations categorised as at an institutional location

Location (main group)	n	%
Business/commercial	4	0.2
Education – preschool	51	3.1
Education – private	190	11.6
Education – public primary	321	19.5
Education – public secondary	743	45.2
Education – TAFE/university	22	1.3
Education – other	68	4.1
Health	59	3.6
Law enforcement	86	5.2
Outdoor/public place	12	0.7
Public transport	1	0.1
Recreation	9	0.6
Religious	41	2.5
Residential	36	2.2
Vehicle	1	0.1
Total – allegations	1,644	

Table 7.1.15: Characteristics of allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Allegations at an institutional location		All allegations	
	n	%	n	%
Relationship to offender				
Intrafamilial	30	1.8	7,600	25.4
Extrafamilial ((ex)intimate partner)	50	3.0	1,790	6.0
Other extrafamilial	984	59.9	10,561	35.2
Extrafamilial – not related/associated	87	5.3	1,952	6.5
Not recorded	493	30.0	8,069	26.9
Length between start of allegation and report date				
6 months or less	1,476	89.8	26,355	87.9
7–12 months	77	4.7	1,279	4.3
13–24 months	50	3.0	1,014	3.4
2–5 years	41	2.5	1,324	4.4
Type of offence				
Indecent assault	827	50.3	9,665	32.2
Other	416	25.3	6,433	21.5
Sexual assault	401	24.4	13,874	46.3
Total – allegations	1,644		29,972	

Source: New South Wales Police data

Table 7.1.16: Characteristics of offenders involved in allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Females	60	6.8	827	6.3
Males	818	93.1	12,396	93.7
Perpetrator recorded but gender not recorded	1	0.1	9	0.1
Age at start of allegation (earliest allegation if multiple)				
14 and under	400	45.5	2,163	16.3
15–17	257	29.2	2,336	17.7
18–24	62	7.1	2,291	17.3
25–34	40	4.6	1,814	13.7
35–44	38	4.3	2,022	15.3
45–54	36	4.1	1,253	9.5
55–64	19	2.2	669	5.1
65+	14	1.6	460	3.5
Perpetrator recorded but age not recorded	13	1.5	224	1.7
Cultural background				
Indigenous	70	8.0	958	7.2
Non-Indigenous	701	79.7	10,791	81.6
Perpetrator recorded but cultural background not recorded	108	12.3	1,483	11.2
Total – offenders	879		13,232	

Source: New South Wales Police data

This table represents the percentages of offenders that were recorded.

Table 7.1.17: Characteristics of victims of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation at an institutional setting and had an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	273	29.2	5,303	22.5
Female	662	70.7	18,275	77.4
Not recorded	1	0.1	20	0.1
Age at start of allegation (earliest allegation if multiple)				
Under 2	4	0.4	194	0.8
2–4	40	4.3	2,212	9.4
5–9	151	16.1	4,479	19.0
10–14	511	54.6	9,993	42.3
15–17	227	24.3	6,664	28.2
Not recorded	3	0.3	56	0.2
Cultural background				
Indigenous	63	6.7	2,272	9.6
Non-Indigenous	792	84.6	19,822	84.0
Not recorded	81	8.7	1,504	6.4
Total – victims	936		23,598	

Source: New South Wales Police data

Table 7.1.18: Characteristics of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial in the five-year period (2008–13)

	Allegations at an institutional location and had an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Length between start of allegation and report date				
6 months or less	899	91.4	26,355	87.9
7–12 months	36	3.7	1,279	4.3
13–24 months	25	2.5	1,014	3.4
2–5 years	24	2.4	1,324	4.4
Type of offence				
Indecent assault	693	70.4	9,665	32.2
Other	0	0	6,433	21.5
Sexual assault	291	29.6	13,874	46.3
Total – allegations	984		29,972	

Source: New South Wales Police data

Table 7.1.19: Characteristics of offenders involved in allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location and had an extrafamilial (other known) relationship		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Females	42	7.1	827	6.3
Males	548	92.9	12,396	93.7
Perpetrator recorded but gender not recorded	0	0	9	0.1
Age at start of allegation (earliest allegation if multiple)				
14 and under	308	52.2	2,163	16.3
15–17	168	28.5	2,336	17.7
18–24	30	5.1	2,291	17.3
25–34	15	2.5	1,814	13.7
35–44	20	3.4	2,022	15.3
45–54	24	4.1	1,253	9.5
55–64	11	1.9	669	5.1
65+	7	1.2	460	3.5
Perpetrator recorded but age not recorded	7	1.2	224	1.7
Cultural background				
Indigenous	49	8.3	958	7.2
Non-Indigenous	475	80.5	10,791	81.6
Perpetrator recorded but cultural background not recorded	66	11.2	1,483	11.2
Total – offenders	590		13,232	

Source: New South Wales Police data

This table represents the percentages of offenders that were recorded.

Table 7.1.20: Characteristics of victims of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial (other known) or the relationship was a person in authority in the five-year period (2008–13)

	Victims who experienced an allegation at an institution setting and had an extrafamilial (other known) relationship or the relationship was a person in authority		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	322	28.5	5,303	22.5
Female	806	71.4	18,275	77.4
Not recorded	1	0.1	20	0.1
Age at start of allegation (earliest allegation if multiple)				
Under 2	5	0.4	194	0.8
2–4	50	4.4	2,212	9.4
5–9	179	15.9	4,479	19.0
10–14	590	52.3	9,993	42.3
15–17	302	26.7	6,664	28.2
Not recorded	3	0.3	56	0.2
Cultural background				
Indigenous	70	6.2	2,272	9.6
Non-Indigenous	968	85.7	19,822	84.0
Not recorded	91	8.1	1,504	6.4
Total – victims	1,129		23,598	

Source: New South Wales Police data

Table 7.1.21: Characteristics of allegations of child sexual abuse at an institutional location and where the victim’s relationship to the perpetrator was extrafamilial or the relationship was a person in authority in the five-year period (2008–13)

	Allegations at an institutional location and had an extrafamilial (other known) relationship or the relationship was a person in authority		All allegations	
	n	%	n	%
Location of allegation				
Domestic/private space	143	11.9	20,528	68.5
Public space	25	2.1	3,622	12.1
Commercial space – closed to public	2	0.2	35	0.1
Commercial space – open to clients	36	3.0	949	3.2
Institutional location	984	82.1	1,644	5.5
Not recorded	9	0.8	3,194	10.7
Length between start of allegation and report date				
6 months or less	1,063	88.7	26,355	87.9
7–12 months	61	5.1	1,279	4.3
13–24 months	37	3.1	1,014	3.4
2–5 years	38	3.2	1,324	4.4
Type of offence				
Indecent assault	831	69.3	9,665	32.2
Other	3	0.3	6,433	21.5
Sexual assault	365	30.4	13,874	46.3
Total – allegations	1,199		29,972	

Source: New South Wales Police data

Table 7.1.22: Characteristics of offenders involved in allegations of child sexual abuse at an institutional location and where the victim’s relationship to the perpetrator was extrafamilial or the relationship was a person in authority in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location and had an extrafamilial (other known) relationship or the relationship was a person in authority		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Males	671	93.5	12,396	93.7
Female	47	6.5	827	6.3
Perpetrator recorded but gender not recorded	0	0	9	0.1
Age at start of allegation (earliest allegation if multiple)				
14 and under	310	43.2	2,163	16.3
15–17	169	23.5	2,336	17.7
18–24	46	6.4	2,291	17.3
25–34	44	6.1	1,814	13.7
35–44	46	6.4	2,022	15.3
45–54	55	7.7	1,253	9.5
55–64	23	3.2	669	5.1
65+	15	2.1	460	3.5
Perpetrator recorded but age not recorded	10	1.4	224	1.7
Cultural background				
Indigenous	52	7.2	958	7.2
Non-Indigenous	591	82.3	10,791	81.6
Perpetrator recorded but cultural background not recorded	75	10.4	1,483	11.2
Total – offenders	718		13,232	

Source: New South Wales Police data

This table represents the percentages of offenders that were recorded.

Table 7.1.23: Children in out-of-home care who were the subject of a child protection substantiation and the person believed responsible was living in the household providing out-of-home care (New South Wales)

	2008– 09	2009– 10	2010– 11	2011– 12	2012– 13
Number of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household^a	N.A.	N.A.	93	58	N.A.
Number of children aged 0–17 in at least one care placement during the year	17,998	18,967	19,590	20,018	N.A.
Proportion of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household	–	–	0.5	0.3	–

N.A.= Data from 2008–09, 2009–10 and 2012–13 are not available.

^a Substantiated abuse includes all types of abuse (not just sexual abuse).

Source: *Report on Government Services 2013* (Table 15A26)

Appendix 8.1 Northern Territory Data Tables

Table 8.1.1: Characteristics of recent allegations and past allegations

	Recent allegations (reported within five years after allegation)		Past allegations (reported five years or more after allegation) ^a	
	n	%	n	%
Gender				
Male	123	14.3	16	25.8
Female	736	85.7	46	74.2
Unknown	0	0	0	0
Age when child sexual abuse began				
Under 2	1	0.1	1	1.6
2–4	31	3.6	9	14.5
5–9	141	16.4	29	46.8
10–14	348	40.5	16	25.8
15–17	329	38.3	5	8.1
Not recorded	9	1.0	2	3.2
Cultural background				
Indigenous	473	55.1	17	27.4
Non-Indigenous	324	37.7	33	53.2
Not recorded	62	7.2	12	19.4
Total allegations	859		62	

^a There were no allegations where the length could not be determined.

Source: Northern Territory Police data

Table 8.1.2: Categories of relationship of the victim to the perpetrator

Relationship category	Reported relationship in dataset
Intrafamilial	Family – child; family – immediate; family – parent; family – partner, spouse, etc.; family – sibling; relative – not immediate family
Extrafamilial ((ex)intimate partner)	Ex-partner; known non-family – ex-partner
Extrafamilial (other known)	Known non-family – not ex-partner; known non-family – other; resides together
Unknown perpetrator	Person not known to victim
Relationship not recorded	Relationship is not known

Source: Northern Territory Police data

Table 8.1.3: Relationship of the victim to perpetrator in allegations where the relationship was extrafamilial (other known)

Relationship	n	%
Known non-family – not ex-partner	19	5.4
Known non-family – other	319	91.4
Resides together	11	3.2
Total – allegations	349	

Source: Northern Territory Police data

Table 8.1.4: Characteristics of allegations^a where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Gender				
Male	63	18.1	123	14.3
Female	286	81.9	736	85.7
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	0	0	1	0.1
2–4	8	2.3	31	3.6
5–9	52	14.9	141	16.4
10–14	147	42.1	348	40.5
15–17	138	39.5	329	38.3
Not recorded	4	1.1	9	1.0
Cultural background				
Indigenous	180	51.6	473	55.1
Non-Indigenous	139	39.8	324	37.7
Not recorded	30	8.6	62	7.2
Location of allegation				
Domestic/private space	224	62.9	515	59.2
Public space	92	25.8	284	32.6
Commercial space – closed to public	8	2.2	17	2.0
Commercial space – open to clients	1	0.3	3	0.3
Institutional location	29	8.1	45	5.2
Not recorded	2	0.6	9	1.0
Length between start of allegation and report date				
6 months or less	330	94.6	805	93.7
7–12 months	10	2.9	25	2.9
13–24 months	6	1.7	17	2.0
2–5 years	3	0.9	12	1.4
Type of offence (ANZSOC)				
Aggravated sexual assault (0311)	308	84.4	755	84.4
Non-aggravated sexual assault (0312)	28	7.7	74	8.3
Non-assaultive sexual offences against a child (0321)	17	4.7	33	3.7
Child pornography offences (0322)	5	1.4	22	2.5
Non-assaultive sexual offences, not elsewhere classified (0329)	7	1.9	11	1.2
Total – allegations	349		859	

^a Allegation could involve multiple perpetrators.

Source: Northern Territory Police data

Table 8.1.5: Characteristics of perpetrators involved in allegations of child sexual abuse where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)^a

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Gender				
Male	273	94.5	608	95.9
Female	16	5.5	24	3.8
Perpetrator recorded but gender not recorded	0	0	2	0.3
Age at start of allegation (earliest allegation if multiple)				
Under 18	104	36.0	197	31.1
18–24	66	22.8	140	22.1
25–34	47	16.3	110	17.4
35–44	29	10.0	92	14.5
45–54	18	6.2	49	7.7
55–64	13	4.5	24	3.8
65+	9	3.1	15	2.4
Perpetrator recorded but age not indicated	3	1.0	7	1.1
Cultural background				
Indigenous	130	45.0	349	55.0
Non-Indigenous	140	48.4	248	39.1
Perpetrator recorded but cultural background not recorded	22	7.6	41	6.5
Total – allegations with perpetrators	289		634	

^a Allegation could involve multiple perpetrators.

This table represents the percentages of allegations that recorded a perpetrator or perpetrators. This excludes allegations where no perpetrator was recorded. Perpetrator data was not recorded for between 25% (Tas) and 86% (ACT). See discussion in section 5.

Source: Northern Territory Police data

Table 8.1.6: Categories of location data

Location category	Reported location in dataset
Domestic/private space	Caravan, motor vehicle, private property, residential premises, shed, yard
Public space	Aboriginal land, car park, harbour, open space, public place, public street, river
Commercial space – closed to public	Commercial premises
Commercial space – open to clients	Aircraft, licenced premises, sporting venue
Institution setting	Education premises, police station, prison, religious premises
Not recorded	Internet

Source: Northern Territory Police data

Table 8.1.7: Locations of allegations categorised as at an institutional location

Location	n	%
Education premises	35	77.8
Police station	2	4.4
Prison	6	13.3
Religious premises	2	4.4
Total – allegations	45	

Source: Northern Territory Police data

Table 8.1.8: Characteristics of allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Allegations at an institutional location		All allegations	
	n	%	n	%
Relationship to offender				
Intrafamilial	0	0.	195	22.7
Extrafamilial ((ex)intimate partner)	2	4.4	29	3.4
Other extrafamilial	29	64.4	349	40.6
Extrafamilial – not related/associated	5	11.1	122	14.2
Not recorded	9	20.0	164	19.1
Length between start of allegation and report date				
6 months or less	43	95.6	805	93.7
7–12 months	1	2.2	25	2.9
13–24 months	1	2.2	17	2.0
2–5 years	0	0	12	1.4
Type of offence (ANZSOC)				
Aggravated sexual assault (0311)	25	54.3	755	84.4
Non-aggravated sexual assault (0312)	16	34.8	74	8.3
Non-assaultive sexual offences against a child (0321)	2	4.3	33	3.7
Child pornography offences (0322)	3	6.5	22	2.5
Non-assaultive sexual offences, not elsewhere classified (0329)	0	0.0	11	1.2
Total – allegations	45		859	

Source: Northern Territory Police data

Table 8.1.9: Characteristics of perpetrators involved in allegations of child sexual abuse at an institutional location in the five-year period (2008–13)^a

	Allegations at an institutional location		All allegations	
	n	%	n	%
Gender				
Male	31	83.8	608	95.9
Female	6	16.2	24	3.8
Perpetrator recorded but gender not recorded	0	0	2	0.3
Age at start of allegation (earliest allegation if multiple)				
Under 18	28	75.7	197	31.1
18–24	0	0	140	22.1
25–34	1	2.7	110	17.4
35–44	4	10.8	92	14.5
45–54	2	5.4	49	7.7
55–64	0	0	24	3.8
65+	0	0	15	2.4
Perpetrator recorded but age not recorded	2	5.4	7	1.1
Cultural background				
Indigenous	23	62.2	349	55.0
Non-Indigenous	13	35.1	248	39.1
Perpetrator recorded but cultural background not recorded	3	8.1	41	6.5
Total – allegations with perpetrators	37		634	

^a Allegation could involve multiple perpetrators

This table represents the percentages of allegations that recorded a perpetrator or perpetrators. This excludes allegations where no perpetrator was recorded. Perpetrator data was not recorded for between 25% (Tas) and 86% (ACT). See discussion in section 5.

Source: Northern Territory Police data

Table 8.1.10: Characteristics of victims of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations at an institution setting and had an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Gender				
Male	12	41.4	123	14.3
Female	17	58.6	736	85.7
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	0	0	1	0.1
2–4	0	0	31	3.6
5–9	4	13.8	141	16.4
10–14	13	44.8	348	40.5
15–17	12	41.4	329	38.3
Not recorded	0	0	9	1.0
Cultural background				
Indigenous	17	58.6	473	55.1
Non-Indigenous	8	27.6	324	37.7
Not recorded	4	13.8	62	7.2
Length between start of allegation and report date				
6 months or less	28	96.6	805	93.7
7–12 months	0	0	25	2.9
13–24 months	1	3.4	17	2.0
2–5 years	0	0.0	12	1.4
Type of offence (ANZSOC)				
Aggravated sexual assault (0311)	16	55.2	755	84.4
Non-aggravated sexual assault (0312)	13	44.8	74	8.3
Non-assaultive sexual offences against a child (0321)	0	0	33	3.7
Child pornography offences (0322)	1	3.4	22	2.5
Non-assaultive sexual offences, not elsewhere classified (0329)	0	0	11	1.2
Total – allegations	29		859	

Source: Northern Territory Police data

Table 8.1.11: Characteristics of perpetrators involved in allegations of child sexual abuse at an institutional location and where the victim’s relationship to the perpetrator was extrafamilial in the five-year period (2008–13)^a

	Allegations at an institutional location and had an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Gender				
Male	20	76.9	608	95.9
Female	6	23.1	24	3.8
Perpetrator recorded but gender not recorded	0	0	2	0.3
Age at start of allegation (earliest allegation if multiple)				
Under 18	19	73.1	197	31.1
18–24	0	0	140	22.1
25–34	1	3.8	110	17.4
35–44	2	7.7	92	14.5
45–54	2	7.7	49	7.7
55–64	0	0	24	3.8
65+	0	0	15	2.4
Perpetrator recorded but age not recorded	2	7.7	7	1.1
Cultural background				
Indigenous	15	57.7	349	55.0
Non-Indigenous	10	38.5	248	39.1
Perpetrator recorded but cultural background not recorded	6	23.1	41	6.5
Total – allegations with perpetrators	26		634	

^a Allegation could involve multiple perpetrators.

This table represents the percentages of allegations that recorded a perpetrator or perpetrators. This excludes allegations where no perpetrator was recorded. Perpetrator data was not recorded for between 25% (Tas) and 86% (ACT). See discussion in section 5.

Source: Northern Territory Police data

Appendix 9.1 Queensland Data Tables

Table 9.1.1: Categories of relationship of the victim to the perpetrator

Relationship category	Reported relationship in dataset
Intrafamilial	Child; couple; parent; relative (not elsewhere classified); spouse
Extrafamilial ((ex)intimate partner)	Divorced ex-spouse; friend (includes boyfriend and girlfriend)
Extrafamilial (other known)	Acquaintance – professional, work
Unknown perpetrator	No relationship
Relationship not recorded	Not applicable; not stated

Source: Queensland Police data

Table 9.1.2: Relationship of the victim to perpetrator in offences where the relationship was extrafamilial (other known)

Relationship	n	%
Acquaintance	4,614	73.6
Professional	138	2.2
Work	1,521	24.2
Total – offences in allegations	12,502	

Source: Queensland Police data

Table 9.1.3: Number of recent allegations and unique child victims with relationship to perpetrator extrafamilial (other known), by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse with relationship to extrafamilial (other known) perpetrator						
Males	170	247	225	213	261	1,116
Females	806	989	853	958	939	4,545
All children	977	1,236	1,079	1,171	1,200	5,663
Percentage of all recent allegations						
Males	49.9	55.1	47.8	48.9	51.9	50.8
Females	55.4	51.2	47.0	50.1	47.4	50.0
All children	54.3	51.9	47.1	49.7	48.3	50.1
Unique victims the subject of an allegation with relationship to extrafamilial (other known) perpetrator						
Males	163	233	212	202	256	1,047
Females	767	929	810	894	864	4,152
All children	931	1,162	1,023	1,096	1,120	5,201
Percentage of all victims						
Males	50.0	54.7	48.6	49.8	53.1	51.8
Females	56.7	52.4	48.3	52.0	48.6	52.7
All children	55.4	52.8	48.3	51.4	49.6	52.5

All children includes those whose gender was not recorded.

Source: Queensland Police data

Table 9.1.4: Characteristics of victims of allegations where the victim’s relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation with an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	1,047	20.1	2,022	20.4
Female	4,152	79.8	7,872	79.5
Not recorded	2	<0.1	12	0.1
Age at start of allegation (earliest allegation if multiple)				
Under 2	14	0.3	56	0.6
2–4	264	5.1	869	8.8
5–9	972	18.7	2,130	21.5
10–14	2,599	50.0	4,582	46.3
15–17	1,352	26.0	2,269	22.9
Not recorded	0	0	0	0
Cultural background				
Indigenous	822	15.8	1,609	16.2
Non-Indigenous	3,923	75.4	7,287	73.6
Not recorded	456	8.8	1,010	10.2
Total – victims	5,201		9,906	

Source: Queensland Police data

Table 9.1.5: Characteristics of allegations of child sexual abuse where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Location of allegation				
Domestic/private space	3,277	57.9	7,645	67.6
Public space	803	14.2	1,126	10.0
Commercial space – closed to public	21	0.4	36	0.3
Commercial space – open to clients	652	11.5	929	8.2
Institutional location	637	11.2	906	8.0
Not recorded	309	5.5	730	6.5
Length between start of allegations and report date				
6 months or less	4,870	86.0	9,007	79.7
7–12 months	457	8.1	1,211	10.7
13–24 months	222	3.9	726	6.4
2–5 years	114	2.0	363	3.2
Type of offence (ANZSOC code)				
Aggravated sexual assault (311)	4,914	86.8	10,205	90.3
Non-aggravated sexual assault (312)	315	5.6	430	3.8
Non-assaultive sexual offences against a child (321)	177	3.1	318	2.8
Child pornography offences (322) ^a	59	1.0	137	1.2
Non-assaultive sexual offences, not elsewhere classified (329)	261	4.6	328	2.9
Total – allegations	5,663		11,307	

^a Excludes distribution or possession of child pornography.

Source: Queensland Police data

Table 9.1.6: Characteristics of offenders involved in allegations of child sexual abuse where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Offenders involved in an allegation with an extrafamilial (other known) relationship		All offenders who were involved in an allegation	
	n	%	n	%
Age at start of allegation (earliest allegation if multiple)				
9 and under	252	9.1	441	8.2
10–14	661	23.8	1,239	22.9
15–17	487	17.6	995	18.4
18–24	415	15.0	785	14.5
25–34	318	11.5	604	11.2
35–44	286	10.3	645	11.9
45–54	179	6.5	339	6.3
55–64	97	3.5	202	3.7
65+	57	2.1	117	2.2
Perpetrator recorded but age not recorded	21	0.8	36	0.7
Cultural background				
Indigenous	679	24.5	1,226	22.7
Non-Indigenous	1,950	70.3	3,860	71.4
Perpetrator recorded but cultural background not recorded	144	5.2	317	5.9
Total – offenders	2,773		5,403	

This table represents the percentages of recorded perpetrators.

Source: Queensland Police data

Table 9.1.7. Characteristics of victims for allegations of child sexual abuse with a perpetrator who was extrafamilial (other known) and had a duty of care

	Allegations of child sexual abuse with relationship to perpetrator who was extrafamilial (other known) and had a duty of care		All	
	n	%	n	%
Gender				
Female	255	79.7	7872	79.5
Male	65	20.3	2022	20.4
Not indicated	0	0	12	0.1
Age at start of allegation				
Under 2	0	0	56	0.6
2–4	21	6.6	869	8.8
5–9	81	25.3	2130	21.5
10–14	163	50.9	4582	46.3
15–17	55	17.2	2269	22.9
Not indicated	0	0	0	0

Source: Queensland Police data

Table 9.1.8. Characteristics of allegations of child sexual abuse with a perpetrator who was extrafamilial (other known) and had a duty of care

	Characteristics of allegations of child sexual abuse with relationship to perpetrator extrafamilial (other known) and had a duty of care		All	
	n	%	n	%
Location of allegation				
Domestic/private space	253	76.0	7,645	67.6
Public space	18	5.4	1,126	10.0
Commercial space – closed to public	0	0.0	36	0.3
Commercial space – open to clients	31	9.3	929	8.2
Institutional location	19	5.7	906	8.0
Not indicated	16	4.8	730	6.5
Length between start of incident and report date				
6 months or less	257	77.2	9,007	79.7
7–12 months	42	12.6	1,211	10.7
13–24 months	27	8.1	726	6.4
2–5 years	7	2.1	363	3.2
Type of offence (ANZSOC code)				
Aggravated sexual assault (311)	323	97.0	10,205	90.3
Non-aggravated sexual assault (312)	3	0.9	430	3.8
Non-assaultive sexual offences against a child (321)	6	1.8	318	2.8
Sexual servitude offences (322)	5	1.5	137	1.2
Non-assaultive sexual offences, not elsewhere classified (329)	1	0.3	328	2.9

Source: Queensland Police data

Table 9.1.9: Categories of location data

Location category	Reported location in dataset	
	Location Group 2	Location
Commercial space – closed to public	Administration or professional	Business
Commercial space – closed to public	Administration or professional	Government
Commercial space – closed to public	Administration or professional	Office
Commercial space – closed to public	Agricultural	Agriculture
Commercial space – closed to public	Agricultural	Farm
Not recorded	Community location – not elsewhere classified	Community
Domestic/private space	Dwelling	Boarding
Domestic/private space	Dwelling	Dwelling
Domestic/private space	Dwelling	Motel
Domestic/private space	Dwelling	Unit
Institutional location	Educational	Education
Commercial space – open to clients	Educational	Library
Institutional location	Educational	Primary school
Institutional location	Educational	Secondary school
Institutional location	Educational	University/TAFE
Institutional location	Health	Hospital
Institutional location	Health	Medical
Institutional location	Justice	Correctional centre
Institutional location	Justice	Police
Commercial space – closed to public	Manufacturing	Manufacturing
Public space	Open space	Beach
Public space	Open space	Boat ramp
Public space	Open space	Bushland/scrub
Public space	Open space	Crown land
Public space	Open space	Open space
Public space	Open space	River
Public space	Open space	Waterway
Public space	Other – not elsewhere classified	Construction site
Institutional location	Other – No Further Detail	Military area
Public space	Other – No Further Detail	Rest area
Domestic/private space	Outbuilding – residential land	Outbuilding
Domestic/private space	Outbuilding residential land	Private grounds
Public space	Recreational	Caravan park

Commercial space – open to clients	Recreational	Cinema
Commercial space – open to clients	Recreational	Club
Commercial space – open to clients	Recreational	Night club
Commercial space - open to clients	Recreational	Recreational
Institutional location	Religious	Church
Commercial space – open to clients	Retail	Food shop
Commercial space – open to clients	Retail	Garage
Commercial space – open to clients	Retail	Hotel
Commercial space – open to clients	Retail	Licensed
Commercial space – open to clients	Retail	Restaurant
Commercial space – open to clients	Retail	Shop
Commercial space – open to clients	Retail	Shopping area
Public space	Street or footpath	Street
Public space	Transport	Car park
Public space	Transport	In transit
Public space	Transport	Marine
Public space	Transport	Railway
Public space	Transport	Terminal
Public space	Transport	Train
Public space	Transport	Wharf
Not recorded	Unspecified location	Other
Not recorded	Unspecified location	Unknown

The third location variable reported at a high level (e.g. residential, community).

Source: Queensland Police data

Table 9.1.10: Locations of allegations categorised as at an institutional location

Location		n	%
Educational	Education	249	27.5%
Educational	Primary school	352	38.9%
Educational	Secondary school	254	28.0%
Educational	University/TAFE	3	0.3%
Health	Hospital	11	1.2%
Health	Medical	9	1.0%
Justice	Correctional centre	7	0.8%
Justice	Police	3	0.3%
Other – No Further Detail	Military area	3	0.3%
Religious	Church	15	1.7%
Total – allegations		906	

Source: Queensland Police data

Table 9.1.11: Characteristics of allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Allegations at an institutional location		All allegations	
	n	%	n	%
Relationship to offender				
Intrafamilial	31	3.4	3,103	27.4
Extrafamilial ((ex)intimate partner)	95	10.5	743	6.6
Other extrafamilial	637	70.3	5,663	50.1
Extrafamilial – not related/associated	0	0	30	0.3
Not recorded	144	15.9	1,794	15.9
Length between start of allegation and report date				
6 months or less	829	91.5	9,007	79.7
7–12 months	45	5.0	1,211	10.7
13–24 months	13	1.4	726	6.4
2–5 years	19	2.1	363	3.2
Type of offence (ANZSOC code)				
Aggravated sexual assault (311)	825	91.1	10,205	90.3
Non-aggravated sexual assault (312)	48	5.3	430	3.8
Non-assaultive sexual offences against a child (321)	6	0.7	318	2.8
Child pornography offences (322)^a	8	0.9	137	1.2
Non-assaultive sexual offences, not elsewhere classified (329)	25	2.8	328	2.9
Total – allegations	906		11,307	

^a Excludes distribution or possession of child pornography.

Source: Queensland Police data

Table 9.1.12: Characteristics of offenders involved in allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location		All offenders who were involved in an allegation	
	n	%	n	%
Age at start of allegation (earliest allegation if multiple)				
9 and under	201	36.5	441	8.2
10–14	220	40.0	1,239	22.9
15–17	89	16.2	995	18.4
18–24	10	1.8	785	14.5
25–34	7	1.3	604	11.2
35–44	4	0.7	645	11.9
45–54	8	1.5	339	6.3
55–64	3	0.5	202	3.7
65+	4	0.7	117	2.2
Perpetrator recorded but age not recorded	4	0.7	36	0.7
Cultural background				
Indigenous	122	22.2	1,226	22.7
Non-Indigenous	369	67.1	3,860	71.4
Perpetrator recorded but cultural background not recorded	59	10.7	317	5.9
Total – offenders	550		5,403	

This table represents the percentages of recorded perpetrators.

Source: Queensland Police data

Table 9.1.13: Characteristics of victims of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation at an institution setting and had an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	183	29.4	2,022	20.4
Female	440	70.6	7,872	79.5
Not recorded	0	0	12	0.1
Age at start of allegation (earliest allegation if multiple)				
Under 2	0	0	56	0.6
2–4	21	3.4	869	8.8
5–9	203	32.6	2,130	21.5
10–14	303	48.6	4,582	46.3
15–17	96	15.4	2,269	22.9
Not recorded	0	0	0	0
Cultural background				
Indigenous	92	14.8	1,609	16.2
Non-Indigenous	421	67.6	7,287	73.6
Not recorded	110	17.7	1,010	10.2
Total – victims	623		9,906	

Source: Queensland Police data

Table 9.1.14: Characteristics of allegations of child sexual abuse at an institutional location and where the victim’s relationship to the perpetrator was extrafamilial in the five-year period (2008–13)

	Allegations at an institutional location and had an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Length between start of allegation and report date				
6 months or less	578	90.7	9,007	79.7
7–12 months	34	5.3	1,211	10.7
13–24 months	10	1.6	726	6.4
2–5 years	15	2.4	363	3.2
Type of offence (ANZSOC code)				
Aggravated sexual assault (311)	579	90.9	10,205	90.3
Non-aggravated sexual assault (312)	38	6.0	430	3.8
Non-assaultive sexual offences against a child (321)	1	0.2	318	2.8
Child pornography offences (322) ^a	7	1.1	137	1.2
Non-assaultive sexual offences, not elsewhere classified (329)	18	2.8	328	2.9
Total – allegations	637		11,307	

^a Excludes distribution or possession of child pornography.

Source: Queensland Police data

Table 9.1.15: Characteristics of offenders involved in allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location and had an extrafamilial (other known) relationship		All offenders who were involved in an allegation	
	n	%	n	%
Age at start of allegation (earliest allegation if multiple)				
9 and under	137	34.6	441	8.2
10–14	169	42.7	1,239	22.9
15–17	65	16.4	995	18.4
18–24	5	1.3	785	14.5
25–34	4	1.0	604	11.2
35–44	3	0.8	645	11.9
45–54	5	1.3	339	6.3
55–64	3	0.8	202	3.7
65+	1	0.3	117	2.2
Perpetrator recorded but age not recorded	4	1.0	36	0.7
Cultural background				
Indigenous	96	24.2	1,226	22.7
Non-Indigenous	259	65.4	3,860	71.4
Perpetrator recorded but cultural background not recorded	41	10.4	441	8.2
Total – offenders	396		1,239	22.9

This table represents the percentages of recorded perpetrators.

Source: Queensland Police data

Table 9.1.16: Children in out-of-home care who were the subject of a child protection substantiation and the person believed responsible was living in the household providing out-of-home care (Queensland)

	2008– 09	2009– 10	2010– 11	2011– 12	2012– 13
Number of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household^a	230	228	194	316	N.A.
Number of children aged 0–17 in at least one care placement during the year	8,005	8,130	8,265	8,560	N.A.
Proportion of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household	2.9	2.8	2.3	3.7	–

N.A.= Data from 2012–13 are not available.

^a Substantiated abuse includes all types of abuse (not just sexual abuse).

Source: *Report on Government Services 2013* (Table 15A26)

Appendix 10.1 South Australia Data Tables

Table 10.1.1: Year of the start of allegation of child sexual abuse, by year reported (number of allegations)

Start of allegation	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
2013					228	228
2012				198	368	566
2011			203	357	52	612
2010		227	355	69	33	684
2009	220	418	61	36	18	753
2008	427	55	33	24	22	561
2007	67	15	26	20	3	131
2006	33	20	12	17	9	91
2005	15	12	12	17	12	68
2000–04	73	76	53	39	44	285
1995–99	44	38	21	31	30	164
1990–94	35	30	17	41	20	143
1980–89	77	64	59	54	56	310
1970–79	61	54	34	32	28	209
1960–69	26	18	15	15	17	91
1930–50	3	3	5	4	4	19
Total	1,081	1,030	906	954	944	4,915

Note: Includes allegations relating to the possession or distribution of child pornography.

Source: South Australia Police data

Table 10.1.2: Characteristics of recent allegations and past allegations

	Recent allegations (reported within five years after allegation)		Past allegations (reported five years or more after allegation)	
	n	%	n	%
Gender				
Male	583	16.1	385	30.0
Female	3,048	83.9	899	70.0
Unknown	0	0	0	0
Age when child sexual abuse began				
Under 2	24	0.7	29	2.3
2–4	188	5.2	205	16.0
5–9	588	16.2	475	37.0
10–14	1,554	42.8	445	34.7
15–17	1,276	35.1	117	9.1
Not recorded	1	0	13	1.0
Cultural background				
Indigenous	265	7.3	71	5.5
Non-Indigenous	3,227	88.9	1,166	90.8
Not recorded	139	3.8	47	3.7
Total allegations	3,631		1,284	

Note: Includes allegations relating to the possession or distribution of child pornography.

Source: South Australia Police data

Table 10.1.3: Categories of relationship of the victim to the perpetrator

Relationship category	Reported relationship in dataset
Intrafamilial	Brother/sister; cousin; grandchild; grandparent; in-laws – brother/sister; niece/nephew; parent/guardian; parents; partner – opposite-sex; partner – same-sex; relative – other; son/daughter; spouse; step-child; step-parent; uncle/aunt
Extrafamilial ((ex)intimate partner)	Boy/girlfriend; ex-boy/girlfriend; ex-partner – opposite-sex; ex-spouse
Extrafamilial (other known)	Acquaintance/co-worker; business partner/director; carer; clergyman; employer; friend/family friend; health – doctor/nurse; housemate/boarder; landlord; neighbour; patient; police officer; prisoner/inmate; student/pupil; teacher/tutor/lecturer; tenant; worker/employee; youth leader
Unknown perpetrator	Customer/patron; stranger
Relationship not recorded	Other – not listed; unknown

Source: South Australia Police data

Table 10.1.4: Relationship of the victim to perpetrator in offences where the relationship was extrafamilial (other known)

Relationship	n	%
Acquaintance/co-worker	876	46.2
Business partner/director	1	0.1
Carer	26	1.4
Clergyman	1	0.1
Employer	17	0.9
Friend/family friend	704	37.1
Health – doctor/nurse	1	0.1
Housemate/boarder	43	2.3
Neighbour	57	3.0
Patient	1	0.1
Police officer	3	0.2
Prisoner/inmate	2	0.1
Student/pupil	93	4.9
Teacher/tutor/lecturer	47	2.5
Tenant	1	0.1
Worker/employee	10	0.5
Youth leader	13	0.7
Total – offences in allegations	1,896	

Source: South Australia Police data

Table 10.1.5: Number of recent allegations and unique child victims with relationship to an extrafamilial (other known) perpetrator, by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse with relationship to an extrafamilial (other known) perpetrator (n)						
Males	65	50	61	60	77	313
Females	318	269	249	254	289	1,379
All children	383	319	310	314	366	1,692
Percentage of all recent allegations (%)						
Males	55.6	46.3	57.5	50.8	59.7	54.2
Females	48.3	42.6	43.3	45.0	50.2	45.9
All children	49.4	43.2	45.5	46.0	51.9	47.2
Unique victims the subject of an allegation with relationship to an extrafamilial (other known) perpetrator (n)						
Males	58	44	54	57	73	277
Females	277	240	236	246	257	1,206
All children	335	284	290	303	330	1,483
Percentage of all victims (%)						
Males	54.7	44.4	54.5	52.3	60.8	53.5
Females	49.8	43.1	46.2	48.8	49.6	48.0
All children	50.6	43.3	47.5	49.4	51.7	48.9

All children includes those whose gender was not recorded.

Source: South Australia Police data

Table 10.1.6: Characteristics of victims of allegations where the victim’s relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation with an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	277	18.7	518	17.1
Female	1,206	81.3	2,512	82.9
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	7	0.5	22	0.7
2–4	52	3.5	179	5.9
5–9	242	16.3	537	17.7
10–14	633	42.7	1,195	39.4
15–17	549	37.0	1,096	36.2
Not recorded	0	0	1	0
Cultural background				
Indigenous	118	8.0	236	7.8
Non-Indigenous	1,303	87.9	2,679	88.4
Not recorded	62	4.2	115	3.8
Total – victims	1,483		3,030	

Source: South Australia Police data

Table 10.1.7: Characteristics of allegations of child sexual abuse where the victim’s relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Location of allegation				
Domestic/private space	1,210	71.5	2,592	72.3
Public space	218	12.9	574	16.0
Commercial space – closed to public	20	1.2	31	0.9
Commercial space – open to clients	34	2.0	93	2.6
Institutional location	183	10.8	235	6.6
Not recorded	46	2.7	96	2.7
Length between start of allegations and report date				
6 months or less	1,286	76.0	2,591	72.3
7–12 months	174	10.3	360	10.0
13–24 months	117	6.9	285	8.0
2–5 years	115	6.8	347	9.7
Type of offence (ANZSOC code)				
Aggravated sexual assault (311)	1,327	78.4	2,749	76.7
Non-aggravated sexual assault (312)	220	13.0	453	12.6
Non-assaultive sexual offences (329)	208	12.3	505	14.1
Total – allegations	1,692		3,583	

Source: South Australia Police data

Table 10.1.8: Categories of location data

Location category	Reported location in dataset
Domestic/private space	Back yard; boat/vessel; caravan; domestic shed/garage; driveway; flat/unit/townhouse/apartment; front yard; house; motor vehicle; other dwelling type; room – hotel/motel
Public space	Airport; beach/river/lake/shore; bus/train/tram; jetty/marina/pier/dock; national park/forest/reserve; parking area – paid commercial; parking area – unpaid; public toilets; recreation/amusement/sporting area; reserve/oval/park; scrub/paddock; street/footpath; transit fixtures
Commercial space – closed to public	Construction site; factory/warehouse/commercial shed; farm/agriculture – all types; office; other building
Commercial space – open to clients	Car yard; licensed premises (hotel/club/restaurant); service/petrol station; shop; taxi; unlicensed premises (club/restaurant)
Institution setting	Aged-care residential facility; child-care centre/kindergarten; detention centre; health/medical fund premises; hospital; military installation; place of worship; police station; prison; school – government; school – private; surgery; university/tertiary education facility
Not recorded	Other place

Source: South Australia Police data

Table 10.1.9: Locations of allegations categorised as at an institutional location

Location	n	%
Aged-care residential facility	2	0.9
Child-care centre/kindergarten	10	4.3
Detention centre	3	1.3
Health/hospital	6	2.6
Military	1	0.4
Place of worship	7	3.0
Prison	2	0.9
School – government	170	72.3
School – private	31	13.2
University	3	1.3
Total – allegations	235	

Source: South Australia Police data

Table 10.1.10: Characteristics of victims of allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Children who experienced an allegation at an institutional location		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	47	20.6	518	17.1
Female	181	79.4	2,512	82.9
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	0	0	22	0.7
2–4	7	3.1	179	5.9
5–9	54	23.7	537	17.7
10–14	102	44.7	1,195	39.4
15–17	65	28.5	1,096	36.2
Not recorded	0	0	1	0
Cultural background				
Indigenous	16	7.0	236	7.8
Non-Indigenous	198	86.8	2,679	88.4
Not recorded	14	6.1	115	3.8
Total – victims	228		3,030	

Source: South Australia Police data

Table 10.1.11: Characteristics of allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Allegations at an institutional location		All allegations	
	n	%	n	%
Relationship to offender				
Intrafamilial	7	3.0	868	24.2
Extrafamilial ((ex)intimate partner)	6	2.6	345	9.6
Other extrafamilial	183	77.9	1,692	47.2
Extrafamilial – not related/associated	15	6.4	400	11.2
Not recorded	26	11.1	302	8.4
Length between start of allegation and report date				
6 months or less	199	84.7	2,591	72.3
7–12 months	17	7.2	360	10.0
13–24 months	5	2.1	285	8.0
2 to 5 years	14	6.0	347	9.7
Type of offence (ANZSOC code)				
Aggravated sexual assault (311)	166	70.6	2,749	76.7
Non-aggravated sexual assault (312)	47	20.0	453	12.6
Non-assaultive sexual offences (329)	26	11.1	505	14.1
Total – allegations	235		3,583	

Source: South Australia Police data

Table 10.1.12: Characteristics of victims of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation at an institution setting and had an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	35	19.7	518	17.1
Female	143	80.3	2,512	82.9
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	0	0	22	0.7
2–4	6	3.4	179	5.9
5–9	38	21.3	537	17.7
10–14	86	48.3	1,195	39.4
15–17	48	27.0	1,096	36.2
Not recorded	0	0	1	0
Cultural background				
Indigenous	11	6.2	236	7.8
Non-Indigenous	155	87.1	2,679	88.4
Not recorded	12	6.7	115	3.8
Total – victims	178		3,030	

Source: South Australia Police data

Table 10.1.13: Characteristics of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial in the five-year period (2008–13)

	Allegations at an institutional location and had an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Length between start of allegation and report date				
6 months or less	153	83.6	2,591	72.3
7–12 months	15	8.2	360	10.0
13–24 months	3	1.6	285	8.0
2–5 years	12	6.6	347	9.7
Type of offence (ANZSOC code)				
Aggravated sexual assault (311)	129	70.5	2,749	76.7
Non-aggravated sexual assault (312)	44	24.0	453	12.6
Non-assaultive sexual offences (329)	13	7.1	505	14.1
Total – allegations	183		3,583	

Source: South Australia Police data

Table 10.1.14: Children in out-of-home care who were the subject of a child protection substantiation and the person believed responsible was living in the household providing out-of-home care (South Australia)

	2008–09	2009–10	2010–11	2011–12	2012–13
Number of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household ^a	4	9	9	10	N.A.
Number of children aged 0–17 in at least one care placement during the year	2,519	2,711	2,822	2,986	N.A.
Proportion of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household	0.2	0.3	0.3	0.3	–

N.A.= Data from 2012–13 are not available.

^aSubstantiated abuse includes all types of abuse (not just sexual abuse).

Source: *Report on Government Services 2013* (Table 15A26)

Appendix 11.1 Tasmania Data Tables

Table 11.1.1: Year of the start of allegation of child sexual abuse for allegations reported in 2008–13 (number of allegations)

Start of allegation	2008–13
2013	30
2012	63
2011	75
2010	96
2009	96
2008	76
2007	31
2006	6
2005	8
2000–04	28
1995–99	18
1990–94	11
1980–89	32
1970–79	23
1960–69	4
1950–59	1
Total	4,915

Source: Tasmania Police data

Table 11.1.2: Characteristics of recent allegations and past allegations

	Recent allegations (reported within five years after allegation)		Past allegations (reported five years or more after allegation) ^a	
	n	%	n	%
Gender				
Male	60	13.0	48	34.5
Female	400	87.0	91	65.5
Age when child sexual abuse began				
Under 2	3	0.7	1	0.7
2–4	23	5.0	17	12.2
5–9	83	18.0	54	38.8
10–14	170	37.0	58	41.7
15–17	176	38.3	12	8.6
Not recorded	5	1.1	1	0.7
Total allegations	460		139	

^a Includes allegations where the length could not be determined (nine allegations).

Source: Tasmania Police data

Table 11.1.3: Categories of relationship of the victim to the perpetrator

Relationship category	Reported relationship in dataset
Intrafamilial	Ex-spouse/ex-defacto; family member – further details unknown; mother/father; other relative; sibling; son/daughter; spouse/defacto; stepmother/stepfather; stepson/stepdaughter
Extrafamilial ((ex)intimate partner)	Boyfriend; ex-boyfriend; ex-girlfriend; girlfriend
Extrafamilial (other known)	Law enforcement – other (e.g. public officer); educator/instructor/student; employer/employee; non-family (known to offender) – further details unknown; other non-family (known to offender); patient/carer; professional/client; co-worker/colleague/associate; friend/acquaintance
Unknown perpetrator	Stranger/no relationship/none/unknown to offender
Relationship not recorded	No offender identified; unknown/not stated/inadequately described

Source: Tasmania Police data

Table 11.1.4: Relationship of the victim to perpetrator in allegations where the relationship was extrafamilial (other known)

Relationship	n	%
Co-worker/colleague/associate	9	4.0
Educator/instructor/student	8	3.5
Employer/employee	2	0.9
Friend/acquaintance	149	65.9
Non-family (known to offender) – further details unknown	7	3.1
Other – non-family (known to offender)	51	22.6
Total – allegations	226	

Source: Tasmania Police data

Table 11.1.5: Number of recent allegations where relationship to perpetrator was extrafamilial (other known), by year reported

	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
Allegations of child sexual abuse where relationship to perpetrator was extrafamilial (other known) (n)						
Males	8	3	12	5	9	37
Females	47	44	40	25	33	189
All children	55	47	52	30	42	226
Percentage of all recent allegations (%)						
Males	61.5	33.3	75.0	45.5	81.8	61.7
Females	48.0	51.2	44.9	43.1	47.8	47.3
All children	49.5	49.5	49.5	43.5	52.5	49.1

All children includes those whose gender was not recorded.

Source: Tasmania Police data

Table 11.1.5: Characteristics of allegations^a where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Gender				
Male	37	16.4	60	13.0
Female	189	83.6	400	87.0
Not recorded	0	0	0	0
Age at start of allegation (earliest allegation if multiple)				
Under 2	1	0.4	3	0.7
2–4	10	4.4	23	5.0
5–9	34	15.0	83	18.0
10–14	85	37.6	170	37.0
15–17	94	41.6	176	38.3
Not recorded	2	0.9	5	1.1
Location of allegation				
Domestic/private space	163	72.1	341	74.1
Public space	29	12.8	59	12.8
Commercial space – closed to public	1	0.4	1	0.2
Commercial space – open to clients	15	6.6	28	6.1
Institutional location	7	3.1	10	2.2
Not recorded	11	4.9	21	4.6
Length between start of allegation and report date				
6 months or less	169	74.8	332	72.2
7–12 months	28	12.4	50	10.9
13–24 months	14	6.2	39	8.5
2–5 years	15	6.6	39	8.5
Type of offence (ANZSOC)				
Aggravated sexual assault (0311)	204	90.3	400	87.0
Non-aggravated sexual assault (0312)	9	4.0	29	6.3
Non-assaultive sexual offences not further defined (0320)	4	1.8	5	1.1
Non-assaultive sexual offences against a child (0321)	9	4.0	12	2.6
Non-assaultive sexual offences, not elsewhere classified (0329)	0	0	14	3.0
Total – allegations	226		460	

^a Allegation could involve multiple victim to perpetrators relationships.

Source: Tasmania Police data

Table 11.1.6: Characteristics of perpetrators involved in allegations of child sexual abuse where the victim’s relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)^a

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Gender				
Male	164	96.4	332	96.5
Female	6	3.5	12	3.5
Perpetrator recorded but gender not recorded	0	0	0	0
Age at start of allegation				
Under 18	23	13.6	58	16.9
18–24	34	20.1	69	20.1
25–34	43	25.4	82	23.9
35–44	30	17.8	67	19.5
45–54	20	11.8	29	8.5
55–64	12	7.1	22	6.4
65+	8	4.7	16	4.7
Perpetrator recorded but age not recorded	0	0	0	0
Total – allegations with perpetrators	169		343	

^a Allegation could involve multiple perpetrators.

This table represents the percentages of allegations that recorded perpetrators. This excludes allegations where no perpetrator was recorded. Perpetrator data was not recorded for between 25% (Tas) and 86% (ACT). See discussion in Section 5.

Source: Tasmania Police data

Table 11.1.7: Categories of location data

Location category	Reported location in dataset
Domestic/private space	Boarding house/hostel; caravan/mobile Home; dwelling/house; flat/unit/apartment; garage/carport; hotel/motel accommodation; residential location – further details unknown; residential yard; shed/outbuilding; vehicle (other) – not in transit; vehicle/car; vehicle/car – not in transit; verandah/balcony/porch/deck
Public space	Beach; bus/coach – in transit; bus/coach – not in transit; bushland; open space (other); parkland/national park/reserve; car park; public place/street/footpath; public toilets; recreational facility (other); sports stadium/ground/centre
Commercial space – closed to public	Yard/vacant block
Commercial space – open to clients	Pool/swimming centre; business (general); business (other) – non-retail; cinema/theatre; community centre; fast-food outlet; fitness centre/gym; hall; hotel/motel/liquor outlet; service station; shop/store; shopping complex; taxi (in transit)
Institution setting	Educational facility; prison/detention/remand
Not recorded	Other location; unknown; online

Source: Tasmania Police data

Table 11.1.8: Locations of allegations categorised as at an institutional location

Location	n	%
Educational facility	10	100.0
Total – allegations	10	

Source: Tasmania Police data

Table 11.1.9: Children in out-of-home care who were the subject of a child protection substantiation and the person believed responsible was living in the household providing out-of-home care (Tasmania)

	2008– 09	2009– 10	2010– 11	2011– 12	2012– 13
Number of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household^a	16	23	27	26	N.A.
Number of children aged 0–17 in at least one care placement during the year	1,011	1,121	1,167	1,249	N.A.
Proportion of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household	1.6	2.1	2.3	2.1	–

N.A.= data from 2012–13 are not available.

^a Substantiated abuse includes all types of abuse (not just sexual abuse).

Source: *Report on Government Services 2013* (Table 15A26)

Appendix 12.1 Victoria Data Tables

Table 12.1.1: Year of the start of allegations of child sexual abuse, by year reported (number of allegations)

Start of allegation	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
2013					678	678
2012				644	1,252	1,896
2011		1	605	1,172	207	1,985
2010		528	902	215	106	1,751
2009	509	924	148	90	72	1,743
2008	864	127	79	67	53	1,190
2007	136	83	49	59	36	363
2006	73	70	35	30	35	243
2005	47	47	43	32	52	221
2000–04	159	150	132	134	145	720
1995–99	101	87	57	87	115	447
1990–94	80	51	67	77	85	360
1980–89	175	142	139	152	224	832
1970–79	129	127	120	144	191	711
1960–69	39	37	46	39	73	234
1940–50	9	4	4	11	17	45
Total	2,321	2,378	2,426	2,953	3,341	13,419

Source: Victoria Police data

Table 12.1.2: Characteristics of allegations reported within five years after the start of an allegation, and allegations reported five years or more after

	Recent allegations (reported within five years after allegation)		Past allegations (reported five years or more after allegation) ^a	
	n	%	n	%
Gender				
Male	1,739	17.8	972	26.8
Female	8,017	81.8	2,629	72.5
Unknown	39	0.4	23	0.6
Age when child sexual abuse began				
Under 2	45	0.5	15	0.4
2–4	641	6.5	141	3.9
5–9	1,706	17.4	1,086	30.0
10–14	4,184	42.7	1,600	44.2
15–17	3,219	32.9	782	21.6
Cultural background				
Indigenous	253	2.6	67	1.8
Non-Indigenous	6,283	64.1	2,267	62.6
Not indicated	3,259	33.3	1,290	35.6
Total – allegations	9,795		3,624	

^a Includes allegations where the length could not be determined (26 allegations).

Source: Victoria Police data

Table 12.1.3: Categories of association of the victim to the offender

Association category	Reported association in dataset
Intrafamilial	parent/child, step parent/child, spouse, defacto, gay domestic partner, lesbian domestic partner, sibling, other lineal relationship
Extrafamilial ((ex)intimate partner)	former spouse or defacto, boyfriend/girlfriend, former boyfriend/girlfriend
Extrafamilial (other known)	employer/employee, co-resident, acquaintance, neighbour, other known, police on duty, police off duty, other law enforcement
Unknown perpetrator	not related/associated
Relationship not indicated	cannot be determined or missing

Source: Victoria Police data

Table 12.1.4: Relationship between victim and their offender in offences included in allegations categorised *extrafamilial (other known)* relationship between victim and perpetrator

Relationship	n	%
Employer/employee	74	1.6
Co-resident	200	4.2
Acquaintance	2,561	54.3
Neighbour	218	4.6
Other known	1,654	35.0
Police/other law enforcement	11	0.2
Total – offences in allegations	4,719	

Source: Victoria Police data

Table 12.1.5: Characteristics of victims of allegations of child sexual abuse where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation with an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	730	19.6	1,524	18.6
Female	2,977	80.0	6,622	80.9
Not indicated	13	0.3	37	0.5
Age at start of allegation (earliest allegation if multiple)				
Under 2	11	0.3	45	0.5
2–4	191	5.1	600	7.3
5–9	622	16.7	1,552	19.0
10–14	1,681	45.2	3,405	41.6
15–17	1,215	32.7	2,581	31.5
Not indicated	0	0	0	0
Cultural background				
Indigenous	106	2.8	185	2.3
Non-Indigenous	2,293	61.6	5,041	61.6
Not indicated	1,321	35.5	2,957	36.1
Total – victims	3,720		8,183	

Source: Victoria Police data

Table 12.1.6: Characteristics of allegations involved in allegations of child sexual abuse where the victim’s relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Allegations with an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Location of allegation				
Domestic/private space	2,871	66.2	6,233	63.6
Public space	636	14.7	1,976	20.2
Commercial space – closed to public	24	0.6	53	0.5
Commercial space – open to clients	101	2.3	273	2.8
Institutional location	453	10.4	651	6.6
Not indicated	302	7.0	696	7.1
Length between start of allegations and report date				
6 months or less	3,454	79.7	6,918	70.6
7–12 months	502	11.6	1,014	10.4
13–24 months	405	9.3	880	9.0
2–5 years	438	10.1	983	10.0
Type of offence				
Rape	1,100	25.4	1,758	17.9
Sex (non-rape)	3,812	87.9	8,208	83.8
Total – allegations	4,336		9,795	

Source: Victoria Police data

Table 12.1.7: Characteristics of offenders involved in allegations of child sexual abuse and where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Offenders involved in an allegation with an extrafamilial (other known) relationship		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Males	2,093	95.7	4,300	95.9
Female	90	4.1	171	3.8
Perpetrator recorded but gender not indicated	5	0.2	14	0.3
Age at start of allegation (earliest allegation if multiple)				
14 and under	330	15.1	575	12.8
15–17	416	19.0	687	15.3
18–24	502	22.9	877	19.6
25–34	272	12.4	680	15.2
35–44	281	12.8	721	16.1
45–54	187	8.5	475	10.6
55–64	114	5.2	258	5.8
65+	67	3.1	175	3.9
Perpetrator recorded but age not indicated	19	0.9	37	0.8
Cultural background				
Indigenous	61	2.8	124	2.8
Non-Indigenous	1,403	64.1	2,844	63.4
Perpetrator recorded but cultural background not indicated	724	33.1	1,517	33.8
Total – offenders	2,188		4,485	

This table represents the percentages of recorded perpetrators.

Source: Victoria Police data

Table 12.1.8: Categories of location data

Location category	Reported location in dataset
Domestic/private space	Back yard; boarding house; boat; bungalow; caravan/mobile home; flat/unit/apartment; front yard; guest house; holiday home; hotel/motel; house; ministry of housing; other dwelling; other residential (not elsewhere); private car; shed
Public space	Beach car park; beach foreshore; bus/bus stop; car park (multi-level); car park (single-level); cemetery; dock/wharf; other open space; other recreational/sports; other transport type/area; parkland/reserve; railway car park; rural; sports area/facility; street/lane/footpath; train; train station; tram/tram stop
Commercial space – closed to public	Any manufacturing; any warehouse/storage; any wholesale; business office; construction site; factory; farmland/agricultural; freight yard; orchard; other admin/professional; other agricultural; premises under construction; vacant block
Commercial space – open to clients	Brothel; car sales yard; chemist/pharmacy; cinema; civic centre; court; dental; department store; gaming venue; garage; licensed premises; milk bar; other retail; restaurant/fast food; service station; shopping complex; supermarket; taxi
Institution setting	Church; hospital; medical centre; nursing home; other educational; other health; other justice facility; other religious; prison/detention centre; school; school grounds; youth training centre
Not indicated	Other locations (not elsewhere, unspecified/unknown location or missing)

Source: Victoria Police data

Table 12.1.9: Locations of allegations categorised as at an institutional location

Location	n	%
Church	20	3.1
Hospital	13	2.0
Medical centre	4	0.6
Nursing home	2	0.3
Other educational	40	6.1
Other health	1	0.2
Other justice facility	4	0.6
Other institutional locations	7	1.1
Prison/detention centre	6	0.9
School	457	70.2
School grounds	94	14.4
Youth training centre	3	0.5
Total – allegations	651	

Source: Victoria Police data

Table 12.1.10: Characteristics of allegations of child sexual abuse at a potential institutional location in the five-year period (2008–13)

	Allegations at an institutional location		All allegations	
	n	%	n	%
Relationship to offender				
Intrafamilial	9	1.4	2,434	24.8
Extrafamilial ((ex)intimate partner)	17	2.6	660	6.7
Other extrafamilial	453	69.6	4,336	44.3
Extrafamilial – not related/associated	109	16.7	1,518	15.5
Not indicated	65	10.0	873	8.9
Length between start of allegation and report date				
6 months or less	538	82.6	6,918	70.6
7–12 months	54	8.3	1,014	10.4
13–24 months	32	4.9	880	9.0
2–5 years	27	4.1	983	10.0
Type of offence				
Rape	78	12.0	1,758	17.9
Sex (non-rape)	579	88.9	8,208	83.8
Total – allegations	651		9,795	

Source: Victoria Police data

Table 12.1.11: Characteristics of offenders involved in allegations of child sexual abuse at a potential institutional location in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Males	259	94.9	4,300	95.9
Female	1	0.4	171	3.8
Perpetrator recorded but gender not indicated	1	0.4	14	0.3
Age at start of allegation (earliest allegation if multiple)				
14 and under	107	39.2	575	12.8
15–17	74	27.1	687	15.3
18–24	29	10.6	877	19.6
25–34	14	5.1	680	15.2
35–44	15	5.5	721	16.1
45–54	19	7.0	475	10.6
55–64	7	2.6	258	5.8
65+	4	1.5	175	3.9
Perpetrator recorded but age not indicated	4	1.5	37	0.8
Cultural background				
Indigenous	6	2.2	124	2.8
Non-Indigenous	193	70.7	2,844	63.4
Perpetrator recorded but cultural background not indicated	74	27.1	1,517	33.8
Total – offenders	273		4,485	

This table represents the percentages of recorded perpetrators.

Source: Victoria Police data

Table 12.1.12: Characteristics of victims of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial (other known) in the five-year period (2008–13)

	Victims who experienced an allegation at an institution setting and had an extrafamilial (other known) relationship		All children who experienced an allegation	
	n	%	n	%
Gender				
Males	116	26.5	1,524	18.6
Female	316	72.3	6,622	80.9
Not indicated	5	1.1	37	0.5
Age at start of allegation (earliest allegation if multiple)				
Under 2	0	0	45	0.5
2–4	9	2.1	600	7.3
5–9	76	17.4	1,552	19.0
10–14	247	56.5	3,405	41.6
15–17	105	24.0	2,581	31.5
Not indicated	0	0	0	0
Cultural background				
Indigenous	3	0.7	185	2.3
Non-Indigenous	271	62.0	5,041	61.6
Not indicated	163	37.3	2,957	36.1
Total – victims	437		8,183	

Source: Victoria Police data

Table 12.1.13: Characteristics of allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial in the five-year period (2008–13)

	Allegations at an institutional location and had an extrafamilial (other known) relationship		All allegations	
	n	%	n	%
Length between start of allegation and report date				
6 months or less	361	79.7	6,918	70.6
7–12 months	47	10.4	1,014	10.4
13–24 months	24	5.3	880	9.0
2–5 years	21	4.6	983	10.0
Type of offence				
Rape	55	12.1	1,758	17.9
Sex (non-rape)	403	89.0	8,208	83.8
Total – allegations	453		9,795	

Source: Victoria Police data

Table 12.1.14: Characteristics of offenders involved in allegations of child sexual abuse at an institutional location and where the victim's relationship to the perpetrator was extrafamilial in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location and had an extrafamilial (other known) relationship		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Males	192	95.5	4,300	95.9
Female	9	4.5	171	3.8
Perpetrator recorded but gender not indicated	0	0	14	0.3
Age at start of allegation (earliest allegation if multiple)				
14 and under	98	48.8	575	12.8
15–17	52	25.9	687	15.3
18–24	22	10.9	877	19.6
25–34	5	2.5	680	15.2
35–44	6	3.0	721	16.1
45–54	9	4.5	475	10.6
55–64	4	2.0	258	5.8
65+	3	1.5	175	3.9
Perpetrator recorded but age not indicated	2	1.0	37	0.8
Cultural background				
Indigenous	4	2.0	124	2.8
Non-Indigenous	145	72.1	2,844	63.4
Perpetrator recorded but cultural background not indicated	52	25.9	1,517	33.8
Total – offenders	201		4,485	

This table represents the percentages of recorded perpetrators.

Source: Victoria Police data

Table 12.1.15: Children in out-of-home care who were the subject of a child protection substantiation and the person believed responsible was living in the household providing out-of-home care (Victoria)

	2008– 09	2009– 10	2010– 11	2011– 12	2012– 13
Number of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household^a	N.A.	41	78	90	N.A.
Number of children aged 0–17 in at least one care placement during the year	7,826	8,324	8,473	9,103	N.A.
Proportion of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household	–	0.5	0.9	1.0	–

N.A.= Data from 2008–09 and 2012–13 are not available.

^a Substantiated abuse includes all types of abuse (not just sexual abuse).

Source: *Report on Government Services 2013* (Table 15A26)

Appendix 13.1 Western Australia Data Tables

Table 13.1.1: Year of the start of allegations of child sexual abuse, by year reported (number of allegations)

Start of allegation	2008–09	2009–10	2010–11	2011–12	2012–13	2008–13
2013	0	0	0	0	379	379
2012	0	0	0	312	670	982
2011	0	0	322	440	55	817
2010	0	348	424	41	31	844
2009	344	506	75	41	21	987
2008	468	63	14	19	13	577
2007	68	42	11	15	14	150
2006	22	30	15	10	14	91
2005	22	21	8	6	20	77
2000–04	51	51	35	33	46	216
1995–99	30	36	17	21	23	127
1990–94	22	18	14	15	23	92
1980–89	43	32	43	32	27	177
1970–79	20	20	15	28	22	105
1960–69	6	18	4	8	11	47
1950–59	2	0	0	0	1	3
1940–49	0	1	0	0	0	1

Source: Western Australia Police data

Table 13.1.2: Characteristics of recent allegations and past allegations

	Recent allegations (reported within five years after allegation)		Past allegations (reported five years or more after allegation) ^a	
	n	%	n	%
Gender				
Male	818	17.0	201	23.1
Female	3,956	82.4	657	75.5
Unknown	29	0.6	12	1.4
Cultural background				
Indigenous	809	16.8	128	14.7
Non-Indigenous	2,885	60.1	612	70.3
Not recorded	1,109	23.1	130	14.9
Age at incident				
Under 2	34	0.7	35	4.0
2–4	365	7.6	135	15.5
5–9	974	20.3	379	43.6
10–14	2,156	44.9	206	23.7
15–17	1,122	23.4	54	6.2
Not recorded	152	3.2	61	7.0

^a Includes allegations where the length could not be determined (23 allegations).

Source: Western Australia Police data

Table 13.1.3: Categories of location data

Location category	Reported location in dataset
Domestic/private space	Boarding house; caravan; flat/unit; holiday home/chalet; hostel; hotel/motel; house; other dwelling; park home; tent
Public space	Bus stop/train stop; bush area; car park; caravan park/camping ground; marina/harbour; other land/water; park/oval; public toilet; public transport; railway line; river/lake/ocean; river bank/ocean shore; street/footpath
Commercial space – closed to public	Building site; commercial workshop; farm; office; rubbish tip; vacant block
Commercial space – open to clients	Airport; bank; car yard; hall/function centre; hotel/tavern; law courts; library; restaurant; service station; shop; shopping centre; sports/recreation centre; theatre/cinema
Institution setting	Bush camp; child care/crèche; church; hospital/medical centre/dentist; nursing home; police premises; prison/lockup; school
Not recorded	Other non-dwelling

Source: Western Australia Police data

Table 13.1.4: Locations of allegations categorised as at an institutional location

Location	n	%
Bush camp	10	3.7
Child care/crèche	14	5.2
Church	4	1.5
Hospital/medical centre/dentist	9	3.4
Nursing home	2	0.7
Police premises	3	1.1
Prison/lockup	4	1.5
School	221	82.8
Total – allegations	267	

Source: Western Australia Police data

Table 13.1.5: Characteristics of allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Children who experienced an allegation at an institutional location		All children who experienced an allegation	
	n	%	n	%
Cultural background				
Indigenous	36	13.5	809	16.8
Non-Indigenous	145	54.3	2,885	60.1
Not recorded	86	32.2	1,109	23.1
Total – allegations	267	100	4,803	100
Length between start of allegation and report date				
6 months or less	215	80.5	3,552	74.0
7–12 months	33	12.4	564	11.7
13–24 months	13	4.9	338	7.0
2–5 years	6	2.2	349	7.3
Total – allegations	267	100	4,803	100
Type of offence				
Aggravated sexual assault	205	72.7	3,963	78
Non-aggravated sexual assault	53	18.8	524	10.3
Non-assaultive sexual offences against a child	24	8.5	589	11.6
Non-assaultive sexual offences, not elsewhere classified	0	0	7	0.1
Total – offences	282	100	5,083	100

Source: Western Australia Police data

Table 13.1.6: Characteristics of offenders involved in allegations of child sexual abuse at an institutional location in the five-year period (2008–13)

	Offenders involved in an allegation at an institutional location		All offenders who were involved in an allegation	
	n	%	n	%
Gender				
Males	99	37.0	2,088	43.5
Female	4	1.5	41	0.9
Perpetrator recorded but gender not recorded	164	61.4	2,674	55.7
Age at start of allegation				
14 and under	41	15.4	333	6.9
15–17	23	8.6	307	6.4
18–24	4	1.5	400	8.3
25–34	10	3.7	332	6.9
35–44	2	0.7	327	6.8
45–54	13	4.9	213	4.4
55–64	6	2.2	141	2.9
65+	4	1.5	83	1.7
Perpetrator recorded but age not recorded	164	61.4	2,742	55.5
Total	267		4,803	

This table represents the percentages of allegations that recorded perpetrators. This excludes allegations where no perpetrator was recorded. Perpetrator data was not recorded for between 25% (Tas) and 86% (ACT). See discussion in section 5.

Source: Western Australia Police data

Table 13.1.7: Children in out-of-home care who were the subject of a child protection substantiation and the person believed responsible was living in the household providing out-of-home care (Western Australia)

	2008–09	2009–10	2010–11	2011–12	2012–13
Number of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household^a	4	7	4	14	N.A.
Number of children aged 0–17 in at least one care placement during the year	3,456	3,537	3,839	4,260	N.A.
Proportion of children in out-of-home care who were the subject of a substantiation and the person believed responsible was in the household	0.1	0.2	0.1	0.3	–

N.A.= Data from 2012–13 are not available.

^a Substantiated abuse includes all types of abuse (not just sexual abuse).

Source: *Report on Government Services 2013* (Table 15A26)