# On Stony Ground:

## Governance and Aboriginal and Torres Strait Islander Participation in Australian Universities

**Professor Aileen Moreton-Robinson**
Queensland University of Technology

**Associate Professor Maggie Walter**
University of Tasmania

**Dr David Singh**
Queensland University of Technology

**Megan Kimber**
University of Tasmania

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Professor Aileen Moreton-Robinson, Queensland University of Technology
Associate Professor Maggie Walter, University of Tasmania
Dr David Singh, Queensland University of Technology
Ms Megan Kimber, University of Tasmania

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# Executive Summary

This research report was commissioned by the panel of The Review of Higher Education Access and Outcomes for Aboriginal and Torres Strait Islander People. It contributes to the Review's assignment by evaluating universities' governance performance.

## Our Research

We have conceptualised governance in two ways. Governance encompasses Aboriginal and Torres Strait Islander participation and direct influence on university executive functions and the regulation of Aboriginal and Torres Strait Islander participation in higher education. Regulation refers to the strategies, programs and objectives to increase Indigenous outcomes including embedding Indigenous knowledges within university's operations. We have translated our conceptualisation of governance into two research questions:

1. *How well do universities incorporate Aboriginal and Torres Strait Islander participation into their structures of governance? and*
2. *How efficacious is the governance of programs to build Aboriginal and Torres Strait Islander student and staff participation and cultural presence within universities?*

### Analytical Framework

Our analytical framework is customary management practice and we take customary management practice as the practices, processes, activities and monitoring systems organisations implement in any area of major activity.

### Data and Methods

To answer our research questions we developed a profile of the relationship between governance and institutional structures within universities and Aboriginal and Torres Strait Islander education outcomes from two data sources. The first are the 2009/2010 Indigenous Education Statement (IES) reports from individual universities to the Department of Education, Employment and Workplace Relations (DEEWR which allow us to map how universities report their own performance on Indigenous governance participation and their governance of activities to increase Aboriginal and Torres Strait Islander participation at all levels. The second data source involved the annual Indigenous student and staff access and employment statistics published by DEEWR, 2006 to 2010. We conducted a three phase content analysis on the IES reports and partnered the results from this analysis with the results from a statistical analysis of DEEWR student and staff higher education statistics. These data map Aboriginal and Torres Strait Islander participation in university governance and the governance of Aboriginal and Torres Strait Islander participation in universities in detail, across universities, across time and across our three core themes of Governance and Cultural Competence; Undergraduate and Post-graduate student participation and Staff participation.

# Section One: Governance and Cultural Competence

Our analysis shows, while ISP eligibility criteria state that universities must increase participation of indigenous people in decision-making processes, from these results the majority of Australian universities are not fulfilling their obligations. The disappointing pattern of governance scores (inclusive of cultural competence) demonstrates that many universities do not have policies, objectives or targets around governance. There is an apparent failure to apply customary management practice to these criteria and achieving change in this area will require them to do so.

# Section Two: Student Access and Attainment

Our analysis demonstrates that while overall performance among Australian universities in enrolling Aboriginal and Torres Strait Islander students (under and post-graduate) is poor, a few universities are obviously doing something very right. The low presence of management items indicates a lack of customary management practice in this area. This result has additional salience given that the eligibility criteria for receiving ISP funding is that universities 'Have implemented strategies for improving access, participation, retention and success of Indigenous Australian students'. From our results, many are obviously not complying with this condition of receiving ISP funds.

Our exploration of 5 year trend data finds 12 universities exhibit rising rates of Indigenous undergraduate student participation. This positive assessment is balanced by the similar, albeit slightly smaller number of universities who exhibited declining Indigenous participation over the same period. Clearly a population parity model based on state by state produces quite different outcomes between universities than one based on a national population parity model. The data shows that the majority of Universities need to improve their rates of Indigenous student access and participation.

# Section Three: Staff Employment

While a few universities stand out for their employment of Aboriginal and Torres Strait Islander staff, the overall picture is disappointing. In the majority of Australian universities, after 20 years of the Aboriginal Education Plan, Aboriginal and Torres Strait Islander Academic numbers remain low. While the numbers of General Staff employed are more encouraging, being a General Staff member is not usually a pathway to becoming an academic.

The current state of Indigenous employment within Universities reflects a poor business model in the governance of Aboriginal and Torres Strait Islander employment objectives, one that is not designed for building highly skilled Indigenous human capital to meet the challenges of the future. As the IHEAC National Higher Education Workforce Strategy states:

> *[U]niversities must also start to treat the employment of Indigenous academics as a professional or business goal, rather than a moral issue. Indigenous academics bring with them a wealth of cultural knowledge and perspective in addition to the academic and professional skills of their field of study; universities need to recognise this as*

*added value to their institutions, particularly in the pursuit of higher Indigenous student enrolments (IHEAC 2010:4).*

Without an increase in Aboriginal and Torres Strait Islander Academic Staff throughout the university, cultural and structural change will not happen. The possibility of increasing student enrolments weakens as does the potential for developing qualified and highly skilled Indigenous human capital.

# Section Four: Rating Our Universities on Governance

In our final analysis we aggregated the scores from our three key criteria to produce one overall score for our concept of two way governance. As shown in the table a small number of universities are performing well, with 10 scoring 50 or more points out of the possible 100 governance points.

Two key questions emerge:

1. Why are some universities doing so poorly when other universities appear to be making significant progress?
2. Are the criteria for awarding of ISP funding effective?

## 4.1: Overall Governance Ratings of Australian Universities

| University | Student Access & Attainment 40% | Staff Employment 30% | Governance & Cultural Competence 30% | Total Score Out of 100 | ISP Monies 2010 |
|---|---|---|---|---|---|
| 1. Australian National University | 31 | 18 | 15 | 64 | $508,000 |
| 2. Deakin University | 26 | 30 | 7 | 63 | $1,249,000 |
| 3. University of Melbourne | 32 | 23 | 7 | 62 | $724,000 |
| 4. Charles Sturt University | 19 | 25 | 14 | 55 | $1,354,000 |
| 5. University of Newcastle | 23 | 22 | 9 | 54 | $2,132,000 |
| 6. University of New England | 18 | 21 | 14 | 53 | $863,000 |
| 7. James Cook University# | 22 | 21 | 10 | 53 | $1,908,000 |
| 8. University of South Australia | 18 | 19 | 15 | 52 | $1,096,000 |
| 9. Charles Darwin University | 16 | 13 | 21 | 50 | $932,000 |
| 10. Southern Cross University | 21 | 26 | 3 | 50 | $769,000 |
| 11. Australian Catholic University | 24 | 16 | 6 | 46 | $1,127,000 |
| 12. University of Western Sydney | 15 | 20 | 11 | 46 | $1,356,000 |
| 13. University of Technology, Sydney | 16 | 20 | 7 | 43 | $1,086,000 |
| 14. La Trobe University | 18 | 19 | 5 | 41 | $549,000 |
| 15. Flinders University# | 14 | 22 | 4 | 40 | $453,000 |
| 16. University of Wollongong | 13 | 22 | 3 | 38 | $763,000 |
| 17. Griffith University | 14 | 16 | 6 | 36 | $1,906,000 |
| 18. Edith Cowan University | 7 | 15 | 13 | 35 | $624,000 |
| 19. University of Sydney | 14 | 12 | 8 | 34 | $1,495,000 |

| University | Student Access & Attainment 40% | Staff Employment 30% | Governance & Cultural Competence 30% | Total Score Out of 100 | ISP Monies 2010 |
|---|---|---|---|---|---|
| 20. Curtin University of Technology | 9 | 16 | 8 | 33 | $1,867,000 |
| 21. Victoria University | 13 | 18 | 2 | 33 | $173,000 |
| 22. The University of Adelaide | 13 | 14 | 5 | 32 | $578,000 |
| 23. University of Tasmania# | 9 | 11 | 11 | 31 | $985,000 |
| 24. University of Queensland | 7 | 12 | 12 | 31 | $833,000 |
| 25. University of Ballarat | 16 | 12 | 2 | 30 | $138,000 |
| 26. Queensland U of Technology | 7 | 18 | 4 | 29 | $1,495,000 |
| 27. Central Queensland University | 12 | 11 | 5 | 28 | $819,000 |
| 28. RMIT University# | 14 | 14 | 0 | 28 | $363,000 |
| 29. University of the Sunshine Coast | 9 | 15 | 4 | 28 | $255,000 |
| 30. University of Canberra# | 12 | 12 | 4 | 28 | $304,000 |
| 31. Monash University | 11 | 14 | 2 | 27 | $488,000 |
| 32. Swinburne | 11 | 13 | 3 | 27 | $108,000 |
| 33. UNSW | 7 | 14 | 5 | 26 | $752,000 |
| 34. University of Western Australia | 8 | 14 | 3 | 25 | $715,000 |
| 35. Macquarie University | 7 | 9 | 8 | 24 | $602,000 |
| 36. University of Southern Qld | 13 | 10 | 0 | 23 | $937,000 |
| 37. Murdoch University | 7 | 12 | 2 | 21 | $596,000 |

# 2009 figures used for student access and attainment score

# Section Five: Evaluating Indigenous Education Statements

The IES were evaluated according to our two way concept of governance. Overall, a majority of the IES statements give the impression that the occasion of the annual DEEWR Indigenous Education Statement is the only time the various strands of Indigenous Higher Education provision are brought together. Our analysis also revealed that these documents do not reflect adequate customary management practices.  The following list outlines our key conclusions on the value of the IES statements as an effective tool for either evaluating university progress in advancing Aboriginal and Torres Strait Islander participation or evaluating the value of the ISP monies granted for that purpose.

1. With a few notable exceptions, the Indigenous Education Statements convey the message that activities/initiatives are driven by the funding they will routinely attract rather than a guiding strategy or philosophy.

2. A lack of clarity was evident in the DEEWR reporting format. There is frequently no sense of overall progress or outcomes.

3. In explicitly requiring information on the involvement of Indigenous Education Support Units (IESUs), universities are inadvertently encouraged to foreground the work of the IESUs at the expense of identifying progress elsewhere.

4. Although various corporate/strategic policies are adduced when explicitly asked for in Section 1, relevant aspects of those policies are rarely identified in the later sections covering areas of AEP activity such as governance, access, employment etc.

5. A significant feature of many statements  are Reconciliation Action Plans (RAP), which are often required to shoulder institutional objectives in ways that other corporate planning documents do not.

6. Predictably, Indigenous Higher Education provision is often yoked to equity and diversity plans. Indigenous Australians are corralled with other low SES groups without regard to First Peoples status as defined in the United Nations Declaration on the Rights of Indigenous Peoples and recognised in most universities' Reconciliation Statements.

7. The level of reporting on expenditure of the ISP monies is minimalist. In a majority, (but not all), there is a palpable lack of transparency regarding the expenditure of ISP funds.

# Section Six: Discussion and Recommendations

In this section we use our findings to make recommendations to help drive the transformation of Aboriginal and Torres Strait Islander higher education outcomes that the *Review of Higher Education Access and Outcomes for Aboriginal and Torres Strait Islander People* seeks to begin.

Recommendation 1: *The mandatory development and implementation of Aboriginal and Torres Strait Islander participation in governance policy and strategies, with clear objectives,*

*targets and Key Performance Indicators (KPIs) and tied to the DEEWR conditions of grant for ISP funds.*

Recommendation 2: *DEEWR to embed the ISP conditions of grant funding in compacts with universities ensuring they are set against AEP goals, key strategic areas, objectives, targets, KPIs and outcomes.*

Recommendation 3: *Universities adopt and implement quality management practice which includes not only implementing strategies 'for improving access, participation, retention and success of Indigenous Australian students' as required for ISP funding but also targets, KPIs and ongoing formal evaluation of progress.*

Recommendation 4: *A further study on identifying the specifics of good governance practice within these universities is recommended.*

Recommendation 5: *That all universities implement the Indigenous Higher Education Workforce Strategy developed by IHEAC and Universities Australia within 3 years. This requires each university to develop, fund and implement a target driven Aboriginal and Torres Strait Islander Student Academic and General Staff Recruitment Strategy in consultation with Aboriginal and Torres Strait Islander staff.*

Recommendation 6:
Accountability

8. *Require the development of a university business plan for Aboriginal and Torres Strait Islander educational outcomes across governance, employment (with an emphasis on academic staff) and student access and attainment. Business plans would include:*

- *Detailed work plans setting out deliverables, outcomes and measure for each activity including KPIs.*
- *Responsibility for implementation and outcome should be linked to key executive personnel creating a connection between the business plan and individual performance management.*
- *Involve giving information and getting feedback from the university's internal and external Aboriginal and Torres Strait Islander community*

9. *Establish University Indigenous academic rating group, with independent website and professional association.*

10. *Develop and trial a new IES/ISP reporting format/template which can be monitored by IHEAC so that:*

- *Higher achieving universities are better supported financially in their endeavours*
- *The calculation of percentages of Aboriginal and Torres Strait Islander students reflect the size of the Indigenous population in the university's home state*
- *Reporting requirements include detailed expenditure of ISP monies including which salaries, and where and for what purpose other monies are expended*

11. *Link Indigenous governance performance to "My University" rating scheme.*

12. *DEEWR to take sector-wide responsibility for sector progress on two way Indigenous governance and to act as a clearing house for good practice within the sector.*

## Recommendation 7: Leadership

13. *Appointments of a minimum of one senior Indigenous executive at (PVC) or (DVC) at each university. These appointments are to be funded through each University's base funding grant received from the Commonwealth government.*

14. *The development of an Indigenous Research Capacity Building Strategy and program at each university to build research capacity by 'growing your own' Aboriginal and Torres Strait Islander academic leaders and staff. Funds for the program are to be made available from the university's research block grant from the Commonwealth government.*

15. *Appointment of executive coaches to mentor senior Indigenous staff serving on key decision making bodies.*

## Recommendation 8: *An overarching recommendation is for the urgent development of a strategic plan between the Commonwealth Government and the universities for strengthening the delivery of the AEP goals. This strategic plan should require the development of a comprehensive business plan at the institutional level that demonstrates both a commitment to, and dedicated activity towards, increasing and improving their institution's Aboriginal and Torres Strait Islander higher education performance.*

## Recommendation 9: *Indigenous higher education is to become institutionalized and prioritised as core business and Aboriginal and Torres Strait Islander presence at all levels should be an essential element of what it is to be an Australian university. This requires our First Nation status to be recognised in accordance with the United Nations Declaration on the Rights of Indigenous Peoples and embedded in university policies.*

# Introduction

On 14 April 2011, the Australian Government announced *The Review of Higher Education Access and Outcomes for Aboriginal and Torres Strait Islander People.* The Review's task is to provide advice and make recommendations to Government on:

- achieving parity for Aboriginal and Torres Strait Islander students, researchers, academic and non-academic staff;
- best practice and opportunities for change inside universities and other higher education providers (spanning both Indigenous specific units and whole-of-university culture, policies, activities, and programs);
- the effectiveness of existing Australian Government programs that aim to  encourage better outcomes for Indigenous Australians in higher education; and
- the recognition and equivalence of Indigenous knowledge in the higher education sector

The Review is based around Australian Government recognition of the need to transform Indigenous participation in higher education and is linked to fulfilling Recommendation 30 of the Bradley Review of Higher Education: *'That the Australian Government regularly review the effectiveness of measures to improve higher education access and outcomes for Indigenous people in consultation with the Indigenous Higher Education Advisory Council (IHEAC).'*  The need to transform Aboriginal and Torres Strait Islander participation and outcomes within the higher education system is manifest. The Review is being undertaken against a background of seemingly intractable Indigenous under-representation across all facets of the higher education sector:

- as undergraduate and post-graduate students;
- as academic and professional staff;
- as active agents within university governance;
- as stakeholders in broader sector  visions;
- as developers of university curricula and  research agendas;
- as advocates and practitioners of Indigenous cultural competence.

The Review has a monumental task to achieve: informing the development of a strategic framework to enable the Government and the higher education sector to increase Indigenous higher education access and outcomes towards parity.

## Our Research

This research report was commissioned by the panel of The Review of Higher Education Access and Outcomes for Aboriginal and Torres Strait Islander People. It contributes to the Review's assignment by evaluating universities' governance performance. We have conceptualised governance in two ways. Governance encompasses Aboriginal and Torres Strait Islander participation and direct influence on university executive functions and the regulation of Aboriginal and Torres Strait Islander participation in higher education. Regulation refers to the strategies, programs and objectives to increase Indigenous outcomes including embedding Indigenous knowledges within a university's operations. We have translated our conceptualisation of governance into two research questions:

3. *How well do universities incorporate Aboriginal and Torres Strait Islander participation into their structures of governance? and*
4. *How efficacious is the governance of programs to build Aboriginal and Torres Strait Islander student and staff participation and cultural presence within universities?*

To answer these questions we explore university governance concerning Aboriginal and Torres Strait Islander higher education. We focus on how the institutionalized structures within universities are performing in relation to Aboriginal and Torres Strait Islander sector *outcomes*. We capture a range of issues relating to university governance and executive function, governance of student participation and staffing objectives and pathways to embedding Indigenous knowledges. Our research directly addresses the first and third of the Review's terms of reference relating to parity for Indigenous students, researchers and staff; and the effectiveness of existing Australian Government programs in encouraging better outcomes for Indigenous Australians in higher education. Our findings and recommendations contribute to the second term of reference on best practice and opportunities for change in the whole-of-university culture, policies, activities, and programs.

## Analytical Frame, Data and Methods

### Analytical Framework

Our analytical framework is that of customary management practice. We take customary management practice as the practices, processes, activities and monitoring systems organisations implement in any area of major activity (Collier 1998). Customary management practice has a standard operational methodology. Once a policy is formulated, policy specific objectives are developed along with attendant targets. Targets should be 'SMART' (specific, measurable, achievable, realistic, and time-scaled). Key performance indicators (KPIs), measures of the present or what has been achieved, are also crucial in driving performance. Monitoring of targets and KPIs is a central aspect of customary management practice as well as evaluation and review of performance. Findings from these reviews and evaluations are then fed back into policy with the cycle of management/organizational practice beginning again. This iterative cycle is figuratively outlined in Figure 1 below.

## Figure 1.1 The Iterative Process of Customary Management Practice

Our conceptualisation of quality customary management/organisational practice is guided by the model used by the Equality and Human Rights Commission (EHRC) in the United Kingdom.  The EHRC is a statutory body that has the responsibility to protect, enforce and promote equality. Its model of managing to achieve equity outcomes makes it relevant in the Australian higher education context given the tendency, for both the sector and the government funding bodies, to harness Indigenous Higher Education provision to a broad equity agenda. For example, the Commission also has a statutory responsibility to produce a three-year strategic plan setting out the ways in which it will fulfil its' functions. Appended to the strategic plan are a number of work programmes that detail how the Commission will achieve its strategic aims. For each programme objective key deliverables and milestones are set out. These are bought together under the Commission's Business Plan which takes into account the resources needed to support strategic planning processes. For this research we referred to the EHRC Strategic Plan 2009-2012 as the comparative example of best practice.

## Data and Methods

Answering our research questions required us to develop a profile of the relationship between governance and institutional structures within universities and Aboriginal and Torres Strait Islander education outcomes. To achieve this outcome we selected two data sources. The first data source was the 2009/2010 Indigenous Education Statement reports from individual universities to the Department of Education, Employment and Workplace Relations (DEEWR).
We accessed annual Indigenous Education Statement (IES) reports (2009/2010) for all Australian non-private universities from http://www.aph.gov.au/Senate/committee/eet_ctte/estimates/ bud_1011/index.htm (the statements can be found at EW0316_11 Attachments 1 – Attachment 38). These documents allow us to map how universities report on their performance about Indigenous governance participation and their governance of activities to increase Aboriginal and Torres Strait Islander participation at all levels.

The IES reports are used to determine providers' eligibility for Department of Education, Employment and Workplace Relations (DEEWR) managed Indigenous Support Program (ISP) funding. This DEEWR program is the major source of funding provided by government to support and facilitate university endeavours to improve Aboriginal and Torres Strait Islander participation. IES reports provide an overall evidence based assessment on each university's performance. Their detailed nature provides evaluative data on Indigenous participation in university governance *and* of the governance of programs to increase Indigenous participation. The level of Indigenous Support Program funding is based on a complicated formula including that year's Indigenous Equivalent Full-Time Student Load (EFTSL) (50%); the completions of units by Aboriginal and Torres Strait Islander students (35%); and the number of Indigenous award course completions (15%). In 2011 levels of ISP monies paid to universities varied from $108, 000 paid to Swinburne University of Technology to $2,132,000 paid to the University of Newcastle.  We conducted a content analysis of individual IES reports, searching for both the presence and absence of governance which included:

- Participation in Governance and Cultural Competence

- Governance of Academic and General Staff Employment  Objectives
- Governance of Undergraduate Student access and Student attainment Objectives

The content analysis had three phases. The first phase involved examining each IES for evidence of university practice, activities and processes in relation to each of these three themes. The second phase sought evidence of key management items of: policy, objectives, targets, KPIs and evaluation. In the third phase we developed an index of Aboriginal and Torres Strait Islander direct participation in university governance based on the IES reports and the annual Indigenous student and staff access and employment statistics published by DEEWR. These statistics were our second data source and are available at: http://www.deewr.gov.au/highereducation/publications/hestatistics/publications/Pages/H ome.aspx

We accessed statistics for each university on both staff and student numbers from the most recent available year, which was 2010 for the majority of universities. We also used data for the past five years (2006-2010).We performed a range of straightforward statistical analysis on the DEEWR generated Aboriginal and Torres Strait Islander student and staff statistics. For each university we calculated their 2010 participation rate for staff and students and compared this to what their participation rate would be if Aboriginal and Torres Strait Islander staff and students were participating at the population parity rate. The comparisons population parity rate is the proportion of the population of the state in which the university is located. This population parity proportion is drawn from the ABS estimated proportion of that state's population, who are Indigenous, in the 2006 Census data. This allowed university participation rates to be measured comparably without disadvantaging universities in states with a very small Indigenous population such as Victoria (0.6%) in comparison with universities in states with larger populations, such as Queensland (3.6%). While it might be argued that many universities draw their non-Indigenous students from a wide geographical area, including out of state, Aboriginal and Torres Strait Islander students tend to enrol at their local university.

Once we calculated the population parity performance rate for each university for both staff and students, we then computed what percentage of this rate the universities had actually achieved in 2010 for staff and students. This computation is referred to as the percentage population parity achieved (PPPA). We also developed a proportional five year student access trend for each university.

We examined each set of data, separately and correlatively, drawing the links and associations between the data to build a multi-layered portrait of university governance. These data are used to map Aboriginal and Torres Strait Islander participation in university governance and the governance of Aboriginal and Torres Strait Islander participation in universities in detail, across universities, across time and across our three core themes of Governance and Cultural Competence; Undergraduate and Post-graduate student participation and Staff participation. Our findings are reported in the following 5 sections. Section six draws key conclusions from these results and outlines a set of recommendations.

# Section One: Governance and Cultural Competence

DEEWR Indigenous Support Program funding criteria require that universities 'Have increased participation of indigenous people in the provider's decision-making processes'. This criterion indicates that Aboriginal and Torres Strait Islander staff are to be involved in University governance and their numbers should be increasing. We tethered participation in governance with cultural competence measures as the two have a functional synergy. Cultural competency, as per the requirements to provide evidence in the Indigenous Education Statements, is defined as 'to provide all Australian students with an understanding of and respect for Indigenous traditional and contemporary cultures'. Cultural competence activities cannot be effectively included in a university's curricula or activities without higher level Indigenous influence.

Overall, our results from the Governance analysis indicate a pattern of Aboriginal and Torres Strait Islander involvement in universities executive decision-making. First, in just a few, but we hope growing number of universities, an Indigenous appointment has been made at the senior executive level. Although only Charles Darwin University (PVC) reported such an appointment we were aware that the University of Notre Dame (DVC), University of Sydney (DVC) and the University of Queensland (PVC) have also recently made senior appointments and so included these in our assessment.

We acknowledge the appointments of Professors of Indigenous Studies within the sector, particularly after the NTEU recommended a senior Indigenous appointment at either Professor or PVC level within their enterprise bargaining agreements with universities as early as 2005. However, we found their participation in senior level decision making to be inconsistent across the sector.  In slightly more universities, though not a majority by any means, we found evidence of participation at Senate/University Council and Academic Board level, though often one Indigenous person in an ex-officio capacity. There was also evidence of limited Indigenous involvement with Executive Planning Groups/Senior Executive Groups. More common were reports of Indigenous staff involvement in a range of lower level committees that are attached to the Academic Board, including Faculty Boards, Research Committees, Teaching and Learning Committees, Ethics Committees, and Equity Committees. The most common were reports of Indigenous participation in bodies that were Indigenous specific e.g. Indigenous Educational Advisory Board, Reconciliation Working Party and Community Engagement Committees. However, there is a lack of reporting on how these committees function and what their relationships are with other university committees within the IES reports. They appear to have little impact on university culture and policies and no involvement in the allocation of resources to areas requiring additional monies. The low level of influence of these committees within the organisational structure of Universities reduces their capacity to be considered part of university core business. The rhetoric of inclusion, whether it is espoused in equity policies or reconciliation statements, provides the rationale for the existence of these Indigenous specific committees. However, their lack of power, authority and status means that their ability to be effective decision making bodies is circumscribed.

The following Tables 1.1 to 1.12 detail the results of our content analysis of the IES statements. Each statement was interrogated for the presence or absence of policies, objectives, strategies, evaluation activities or the use of KPIs in relation to participation in

governance and cultural competence measures. The presence or absence of each management item was then assigned a value. For Governance, 3 points were assigned for the presence of a management item and no points for an absence. For cultural competence management items we awarded one point for the presence of each item. This yielded a maximum of 20 points. An additional governance index was constructed on the direct participation of Aboriginal and Torres Strait Islanders within the university governance structure.  For this index, out of a total possible score of 10 points, universities were awarded 4 points if they had an higher level executive Indigenous appointment, i.e. Pro-Vice Chancellor; 2 points for an Aboriginal and Torres Strait Islander presence on their Senate/Council; 2 points for an Aboriginal and Torres Strait Islander presence on their Academic Board; and 2 points for an Aboriginal and Torres Strait Islander presence in their executive planning group. Finally, we allocated an overall governance and cultural competence score based on our criteria to each university. The scores and other results (out of a maximum of 30 points) are grouped in these table and others by state. This grouping allows comparisons amongst the institutions with access to a similar Indigenous population. Areas with few institutions Tasmania, Northern Territory, Australian Capital Territory as well as the multi-state Australian Catholic University are grouped together for convenience.

As shown in Table 1.1 to 1.12, only Charles Darwin University in the Northern Territory and the Australian National University in Canberra achieved a 'pass' mark of 15 or over on the governance rating. In the case of the Australian National University, however, while a high score was achieved for the existence of a policy, objectives and targets on Indigenous inclusion in governance, there is no evidence in their IES of any executive level appointments arising from these. The same situation is found for the University of New England and Charles Sturt University who scored well on governance management items but not on actual senior appointments. Other encouraging signs are the inclusion by Charles Sturt University of KPIs on Indigenous governance participation and the reporting by Charles Sturt University, Macquarie University, University of New England, Central Queensland University, James Cook University, Deakin University,  La Trobe University, Edith Cowan University and the University of South Australia of Indigenous governance evaluation practice. Most universities, however, scored well under 15 points with nearly half (17 out of 37) scoring below six points on governance and cultural competence with nine universities achieving scores of 3 points or under. This high level of low level scoring is discouraging given that the transformation of Indigenous higher education that the Review is meant to engender is manifestly unachievable without significant cultural change within universities. Transformational cultural change requires Aboriginal and Torres Strait Islander participants to influence and be involved in decision making processes. For most universities this degree of Aboriginal and Torres Strait Islander influence currently does not exist or is only envisaged as an aim.

In summary, while ISP eligibility criteria state that universities must increase participation of indigenous people in decision-making processes, from these results the majority of Australian universities are not fulfilling their obligations. The disappointing pattern of governance scores (inclusive of cultural competence) demonstrates that many universities do not have policies, objectives or targets around governance. There is an apparent failure to apply customary management practice to these criteria and achieving change in this area will require them to do so.

## Table 1.1 New South Wales Governance

| | Policy | Objectives | Targets | KPIs | Evaluation | Participation Index Score |
|---|---|---|---|---|---|---|
| Charles Sturt University | 0 | 0 | 0 | 3 | 3 | 4 |
| Macquarie University | 0 | 0 | 0 | 0 | 3 | 4 |
| Southern Cross University | 0 | 0 | 0 | 0 | 0 | 2 |
| University of New England | 3 | 3 | 3 | 0 | 3 | 0 |
| U of New South Wales | 3 | 0 | 0 | 0 | 0 | 2 |
| University of Newcastle | 0 | 0 | 3 | 0 | 0 | 4 |
| University of Sydney | 0 | 0 | 0 | 0 | 0 | 6 |
| Un of Technology Sydney | 0 | 0 | 0 | 0 | 0 | 6 |
| U of Western Sydney | 3 | 3 | 0 | 0 | 0 | 2 |
| University of Wollongong | 0 | 0 | 0 | 0 | 0 | 2 |

Table 1.2 New South Wales Cultural Competence

| | Policy | Objectives | Targets | KPIs | Evaluation | Score 0-30 |
|---|---|---|---|---|---|---|
| Charles Sturt University | 1 | 1 | 1 | 0 | 1 | 14 |
| Macquarie University | 1 | 0 | 0 | 0 | 0 | 8 |
| Southern Cross University | 1 | 0 | 0 | 0 | 0 | 3 |
| University of New England | 0 | 1 | 1 | 0 | 0 | 14 |
| U of New South Wales | 0 | 0 | 0 | 0 | 0 | 5 |
| University of Newcastle | 1 | 1 | 0 | 0 | 0 | 9 |
| University of Sydney | 1 | 1 | 0 | 0 | 0 | 8 |
| Un of Technology Sydney | 0 | 1 | 0 | 0 | 0 | 7 |
| U of Western Sydney | 0 | 1 | 1 | 0 | 1 | 11 |
| University of Wollongong | 0 | 1 | 0 | 0 | 0 | 3 |

Table 1.3 Queensland Governance

| | Policy | Objectives | Targets | KPIs | Evaluation | Participation Index Score |
|---|---|---|---|---|---|---|
| Central  Queensland U | 0 | 0 | 0 | 0 | 0 | 2 |
| Griffith University | 0 | 0 | 0 | 0 | 0 | 2 |
| James Cook University | 3 | 0 | 0 | 0 | 3 | 2 |
| Queensland U of Technology | 0 | 0 | 0 | 0 | 0 | 2 |
| University of Queensland | 0 | 3 | 0 | 0 | 0 | 8 |
| U of Southern Queensland | 0 | 0 | 0 | 0 | 0 | 0 |
| U of the Sunshine Coast | 0 | 0 | 0 | 0 | 0 | 2 |

Table 1.4 Queensland Cultural Competence

| | Policy | Objectives | Targets | KPIs | Evaluation | Score 0-30 |
|---|---|---|---|---|---|---|
| Central Queensland U | 1 | 1 | 0 | 0 | 1 | 5 |
| Griffith University | 1 | 1 | 1 | 0 | 1 | 6 |
| James Cook University | 1 | 1 | 0 | 0 | 0 | 10 |
| Queensland U of Technology | 1 | 1 | 0 | 0 | 0 | 4 |
| University of Queensland | 0 | 1 | 0 | 0 | 0 | 12 |
| U of Southern Queensland | 0 | 0 | 0 | 0 | 0 | 0 |
| U of the Sunshine Coast | 1 | 1 | 0 | 0 | 0 | 4 |

### Table 1.5 Mixed States Governance

|  | Policy | Objectives | Targets | KPIs | Evaluation | Participation Index Score |
|---|---|---|---|---|---|---|
| University of Tasmania | 3 | 3 | 0 | 0 | 0 | 2 |
| University of Canberra | 0 | 0 | 0 | 0 | 0 | 4 |
| Australian National U | 3 | 3 | 3 | 0 | 3 | 0 |
| Charles Darwin University | 3 | 3 | 3 | 0 | 0 | 8 |
| Australian Catholic U | 0 | 0 | 0 | 0 | 0 | 4 |

### Table 1.6 Mixed States Cultural Competence

|  | Policy | Objectives | Targets | KPIs | Evaluation | Score 0-30 |
|---|---|---|---|---|---|---|
| University of Tasmania | 1 | 1 | 1 | 0 | 0 | 11 |
| University of Canberra | 0 | 0 | 0 | 0 | 0 | 4 |
| Australian National U | 1 | 1 | 1 | 0 | 0 | 15 |
| Charles Darwin University | 1 | 1 | 1 | 0 | 1 | 21 |
| Australian Catholic U | 1 | 1 | 0 | 0 | 0 | 6 |

Table 1.7 Victoria Governance

|  | Policy | Objectives | Targets | KPIs | Evaluation | Participation Index Score |
|---|---|---|---|---|---|---|
| Deakin University | 3 | 0 | 0 | 0 | 3 | 4 |
| La Trobe University | 0 | 0 | 0 | 0 | 3 | 2 |
| Monash University | 0 | 0 | 0 | 0 | 0 | 2 |
| RMIT University | 0 | 0 | 0 | 0 | 0 | 0 |
| Swinburne U of Technology | 0 | 0 | 0 | 0 | 0 | 2 |
| University of Melbourne | 3 | 0 | 0 | 0 | 0 | 2 |
| University of Ballarat | 0 | 0 | 0 | 0 | 0 | 2 |
| Victoria University | 0 | 0 | 0 | 0 | 0 | 0 |

Table 1.8 Victoria Cultural Competence

|  | Policy | Objectives | Targets | KPIs | Evaluation | Score 0-30 |
|---|---|---|---|---|---|---|
| Deakin University | 0 | 0 | 0 | 0 | 0 | 10 |
| La Trobe University | 0 | 0 | 0 | 0 | 0 | 5 |
| Monash University | 0 | 0 | 0 | 0 | 0 | 2 |
| RMIT University | 0 | 0 | 0 | 0 | 0 | 0 |
| Swinburne U of Technology | 1 | 0 | 0 | 0 | 0 | 3 |
| University of Melbourne | 1 | 1 | 0 | 0 | 0 | 7 |
| University of Ballarat | 0 | 0 | 0 | 0 | 0 | 2 |
| Victoria University | 1 | 1 | 0 | 0 | 0 | 2 |

Table 1.9 Western Australia Governance

|  | Policy | Objectives | Targets | KPIs | Evaluation | Participation Index Score |
|---|---|---|---|---|---|---|
| Curtin U of Technology | 3 | 0 | 0 | 0 | 0 | 4 |
| Edith Cowan University | 3 | 3 | 0 | 0 | 3 | 2 |
| Murdoch University | 0 | 0 | 0 | 0 | 0 | 2 |
| U of Western Australia | 0 | 0 | 0 | 0 | 0 | 2 |

Table 1.10 Western Australia Cultural Competence

|  | Policy | Objectives | Targets | KPIs | Evaluation | Score 0-30 |
|---|---|---|---|---|---|---|
| Curtin U of Technology | 1 | 0 | 0 | 0 | 0 | 8 |
| Edith Cowan University | 1 | 1 | 0 | 0 | 0 | 13 |
| Murdoch University | 0 | 0 | 0 | 0 | 0 | 2 |
| U of Western Australia | 1 | 0 | 0 | 0 | 0 | 3 |

Table 1.11 South Australia Governance

|  | Policy | Objectives | Targets | KPIs | Evaluation | Participation Index Score |
|---|---|---|---|---|---|---|
| The Flinders University | 0 | 0 | 0 | 0 | 0 | 2 |
| The University of Adelaide | 0 | 0 | 0 | 0 | 0 | 4 |
| U of South Australia | 3 | 3 | 3 | 0 | 3 | 2 |

Table 1.12 South Australia Cultural Competence

|  | Policy | Objectives | Targets | KPIs | Evaluation | Score 0-30 |
|---|---|---|---|---|---|---|
| The Flinders University | 1 | 1 | 0 | 0 | 0 | 4 |
| The University of Adelaide | 0 | 0 | 1 | 0 | 0 | 5 |
| U of South Australia | 1 | 0 | 0 | 0 | 0 | 15 |

* Scores on Governance Management Items are 3 = Presence, 0 = Absence
Scores on Cultural Competence Management Items are 1= Presence; 0 = Absence
Scores for Participation Index = 4 for High Level Appointment, 2 each for presence on Senate, Academic Board or Executive Planning Group

# Section Two: Student Access and Attainment

Despite long term agreement by government and the sector on the necessity for raising student numbers, at the national level, the gap between Indigenous and non-Indigenous students has widened over the past decade. As such, good governance of Aboriginal and Torres Strait Islander student access, participation and retention programs are central to increased Indigenous outcomes within Australian universities. Our analysis show, however, that performance varies substantially between universities with some making enormous gains, and other universities making none.

For this aspect of the research, we conducted a content analysis on the 37 IES reports for performance evidence on Aboriginal and Torres Strait Islander Student access (AC in Tables 2.1 to 2.6) and Aboriginal and Torres Strait Islander Student attainment (AT in Table 2.1 to 2.6) across our five customary management practice items. We then combined these data with our statistical analysis of 2010 DEEWR data on FTE for Full Time and Fractional Students Numbers by Higher Education Provider for non-Indigenous and Indigenous undergraduate domestic students. We also analysed data on the numbers of Full Time Equivalent for Full Time and Fractional Students Numbers by Higher Education Provider for non-Indigenous and Indigenous postgraduate students for 2009. As outlined in the methods section, for this analysis we first calculated the number of both undergraduate and post-graduate Aboriginal and Torres Strait Islander student required to achieve population participation parity (by state Indigenous population proportion). We then calculated the proportion of that population participation parity number that each individual university is currently achieving, the PPPA.  Finally, we added these variables to reach a total score for each university with a possible highest score of 40.  In Tables 2.1 to 2.6, we also include the actual figures on undergraduate and postgraduate student enrolments alongside what the figures would be if there was enrolment population parity.

As shown in Tables 2.1 to 2.6, while seven of the NSW universities have a policy for student access, none have a policy related to Aboriginal and Torres Strait Islander student attainment. Only three report objectives linked to student access and even fewer report objectives around attainment. No NSW universities report having set targets for Aboriginal and Torres Strait Islander student access and achievement although Macquarie University and the University of Western Sydney report having KPIs for student access. Given that this is the key criteria by which the value of the IPS funding is purportedly measured, it is remarkable that within the IES documents only Charles Sturt University, University of Technology Sydney and the University of Western Sydney report that they have any formal evaluation their performance in this area. We find a similar, but even lower pattern of presence of management items for universities in Queensland. Only James Cook University has any formal evaluation of how they are performing. Among the mixed area universities, Tasmania and the University of Canberra report no policy, objectives, targets or KPIs, but the Australian National University and the Australian Catholic University stand out for the presence of policies, objectives and targets. Neither however, report evaluating the effectiveness of these or of having KPIs attached.  The University of Melbourne and Deakin University are the only Victorian institutions with any reported presences of policy, objectives, targets and only Deakin reports a KPI on student attainment. None report a formal evaluation of their student access and attainment performance. Among Western

Australian Universities the pattern is about absences of management items. Curtin reports a policy and the University of Western Australia reports an objective relating to access. It is a similar picture in South Australia with minimal presences management items, although the University of South Australia stands out for reporting a formal evaluation of Aboriginal and Torres Strait Islander access.

Combining these data with the second side of the tables provide interesting results. As can be seen, Southern Cross University (117%), University of Newcastle (107%), University of New England (110%), Deakin University (243%), and the University of Ballarat (127%) all have Aboriginal and Torres Strait Islander undergraduate student FTE enrolments at or above state population parity. The Australian National University (90%) James Cook University (96%), Australian Catholic University (87%), and the University of Melbourne (92%) achieve close to parity. For post-graduate students the Australian National University (100%), The University of Melbourne (104%) and La Trobe University (143%) achieve above population parity figures. Southern Cross University and the University of Newcastle appear to be making good progress towards parity with figures over 80 percent. There is, therefore, some correlation between the presence of policy, objectives, targets, KPIs and formal evaluations and actual student participation outcomes. This correlation is not linear with some high performing universities such as the University of Newcastle not reporting much in the way of management items but achieve high participation results.

The greater correlation, however, is between the absence of policy, objectives, targets, KPIs and formal evaluations and low Aboriginal and Torres Strait Islander student participation numbers. On undergraduate figures, Macquarie University (28%), the University of New South Wales (30%), the University of Sydney (32%), Queensland University of Technology (31%), the University of Queensland (19%), Charles Darwin University (17%), Edith Cowan University (27%) and the University of Western Australia (28%) are all currently achieving less than 40 percent of population parity participation. The presence of so many sandstone universities among those with low participation rates is of concern. That the Australian National University and The University of Melbourne are among high performers indicates that low performance is not related per se to being a sandstone institution.

The same conclusions can be reached on post-graduate numbers. Less than half of the 37 Australian universities are achieving post-graduate student enrolments above 40 percent of the population parity rate, with Macquarie University (12%), the University of New South Wales (14%) Queensland University of Technology (25%), University of Queensland (24%), Charles Darwin University (11%), Australian Catholic University (24%), Curtin University (17%), Murdoch University (17%), and the University of Western Australia (22%) doing particularly poorly. The low post-graduate population parity percentages in the overwhelming majority of Australian universities do not bode well for expectations of a greater Indigenous representation among academics. For the Australian Catholic University, the University of New England and Deakin University we might consider that their current high undergraduate numbers might soon flow through to higher post-graduate enrolments.

These results demonstrate that while overall performance among Australian universities in enrolling Aboriginal and Torres Strait Islander students (under and post-graduate) is poor, a few universities are obviously doing something very right. The low presence of management items indicates a lack of customary management practice in this area. This result has additional salience given that the eligibility criteria for receiving ISP funding is that

universities 'Have implemented strategies for improving access, participation, retention and success of Indigenous Australian students'. From our results, many are obviously not complying with this condition of receiving ISP funds.

5-Year Analysis of Undergraduate Student Access

The previous results are based on data from one year (2010) for both the IES content analysis and the DEEWR statistics analysis. Given that the stated purpose of ISP funding is to increase participation we analysed five years (2006 – 2010) data to gain a fuller picture of whether universities performance, regardless of their position in 2010, have improved over time. To do this we analysed 2006-2010 DEEWR Higher Education Statistics for Full Time Equivalent for Full Time and Fractional Students Numbers by Higher Education Provider. These data allowed us to calculate the proportion of each university's domestic student population that were Aboriginal and Torres Strait Islander for each year. These results were then graphed to show the trend lines of Indigenous student participation over this time period. Again, we have separated our results by states so that universities with access to the same potential proportion of Aboriginal and Torres Strait Islander students can be compared.

Table 2.1: Student Access and Attainment - New South Wales Aboriginal and Torres Strait Islander Population = 2.2%

| | Policy AC | Policy AT | Objectives AC | ObjectivesAT | TargetsAC | Targets AT | KPIs AC | KPIs AT | Evaluation AC | Evaluation AT | Undergraduate (2010) % Ind | Undergraduate (2010) Actual v PP No. | Undergraduate (2010) PPPA % | Post-graduate (2009) % Ind | Post-graduate (2009) Actual v PP No. | Post-graduate (2009) PPPA % | Score 0-40 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Charles Sturt University | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 2 | 1.7 | 303 v 404 | 74.9 | 1.1 | 80 v 160 | 49.9 | 19 |
| Macquarie University | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0.6 | 104 v 369 | 28.2 | 0.3 | 18 v 153 | 11.8 | 7 |
| Southern Cross University | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2.6 | 198 v 170 | 116.8 | 2.0 | 37 v 42 | 88.8 | 21 |
| University of New England | 2 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2.4 | 211 v 192 | 110.1 | 0.9 | 45 v 112 | 40.3 | 18 |
| University of New South Wales | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0.7 | 172 v 578 | 29.8 | 0.3 | 36 v 252 | 14.3 | 7 |
| University of Newcastle | 2 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2.4 | 460 v 430 | 106.9 | 1.8 | 77 v 95 | 80.9 | 23 |
| University of Sydney | 2 | 0 | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0.7 | 217 v 671 | 32.4 | 0.8 | 90 v 260 | 34.7 | 14 |
| University of Tech Sydney | 2 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 1.2 | 217 v 398 | 54.6 | 0.7 | 53 v 172 | 30.9 | 16 |
| University of Western Sydney | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 2 | 0 | 1.1 | 286 v 559 | 51.1 | 0.9 | 40 v 96 | 41.6 | 15 |
| University of Wollongong | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.3 | 171 v 294 | 58.1 | 1.1 | 31 v 64 | 48.4 | 13 |

Table 2.2: Student Access and Attainment - Queensland Aboriginal and Torres Strait Islander Population = 3.6%

| | Policy AC | Policy AT | Objectives AC | ObjectivesAT | TargetsAC | Targets AT | KPIs AC | KPIs AT | Evaluation AC | Evaluation AT | Undergraduate (2010) % Ind | Undergraduate (2010) Actual v PP No. | Undergraduate (2010) PPPA % | Post-graduate (2009) % Ind | Post-graduate (2009) Actual v PP No. | Post-graduate (2009) PPPA % | Score 0-40 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Central Queensland University | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2.8 | 192 v 243 | 79.1 | 1.1 | 19 v 61 | 30.9 | 12 |
| Griffith University | 2 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.8 | 415 v 844 | 49.2 | 1.6 | 84 v 190 | 44.2 | 14 |
| James Cook University# | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 2 | 2 | 3.9 | 340v 313 | 95.9 | 2.0 | 44 v 78 | 56.3 | 22 |
| Queensland U of Technology | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.1 | 289 v 941 | 30.7 | 0.9 | 59 v 238 | 24.8 | 7 |
| University of Queensland | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0.7 | 178 v 951 | 18.7 | 0.9 | 60 v 253 | 23.7 | 7 |
| U of Southern Queensland | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2.3 | 227 v 359 | 63.3 | 1.2 | 45 v 134 | 33.7 | 13 |
| University of the Sunshine Coast | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.7 | 89 v 191 | 46.5 | 1.3 | 10 v 27 | 37.0 | 9 |

Table 2.3: Student Access and Attainment - Mixed States Aboriginal and Torres Strait Islander Population = Tas (3.4%) ACT (1.2%) NT (31.6%) Australia (2.5%)

| | Policy AC | Policy AT | Objectives AC | ObjectivesAT | TargetsAC | Targets AT | KPIs AC | KPIs AT | Evaluation AC | Evaluation AT | Undergraduate (2010)% Ind | Undergraduate (2010) Actual v PP No. | Undergraduate (2010) PPPA % | Post-graduate (2009) % Ind | Post-graduate (2009) Actual v PP No. | Post-graduate (2009) PPPA % | Score 0-40 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| University of Tasmania# | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.5 | 180 v 396 | 45.5 | 1.2 | 40 v118 | 33.9 | 9 |
| University of Canberra# | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.9 | 67 v 79 | 75.9 | 0.4 | 9 v 27 | 33.1 | 12 |
| Australian National University | 2 | 2 | 2 | 2 | 2 | 2 | 0 | 0 | 0 | 0 | 1.1 | 104 v 115 | 90.3 | 1.2 | 65 v 65 | 99.5 | 31 |
| Charles Darwin University | 2 | 2 | 2 | 2 | 0 | 0 | 0 | 0 | 2 | 2 | 5.4 | 218 v 1283 | 17.0 | 3.6 | 45 v 394 | 11.4 | 16 |
| Australian Catholic University | 2 | 2 | 2 | 2 | 2 | 2 | 0 | 0 | 0 | 0 | 2.7 | 201 v 232 | 86.6 | 0.6 | 23 v 95 | 24.2 | 24 |

## Table 2.4: Student Access and Attainment - Victoria Aboriginal and Torres Strait Islander Population = 0.6%

| | Policy AC | Policy AT | Objectives AC | ObjectivesAT | TargetsAC | Targets AT | KPIs AC | KPIs AT | Evaluation AC | Evaluation AT | Undergraduate (2010) % Ind | Undergraduate (2010) Actual v PP No. | Undergraduate (2010) PPPA % | Post-graduate (2009) % Ind | Post-graduate (2009) Actual v PP No. | Post-graduate (2009) PPPA % | Score 0-40 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Deakin University | 2 | 0 | 0 | 2 | 0 | 0 | 2 | 0 | 0 | 0 | 1.5 | 312 v 128 | 242.9 | 1.1 | 90 v 47 | 190.1 | 26 |
| La Trobe University | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.5 | 90 v 113 | 79.5 | 0.9 | 43 v 30 | 142.6 | 18 |
| Monash University | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.3 | 93 v 181 | 51.4 | 0.3 | 32 v 66 | 48.2 | 11 |
| RMIT University# | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.4 | 67v110 | 60.7 | 0.4 | 28 v 43 | 64.9 | 14 |
| Swinburne U of Technology | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.3 | 24 v 56 | 42.6 | 0.2 | 8 v 21 | 38.7 | 11 |
| University of Melbourne | 2 | 2 | 2 | 2 | 2 | 2 | 0 | 0 | 0 | 0 | 0.6 | 147 v 160 | 92.0 | 0.6 | 80 v 77 | 103.6 | 32 |
| University of Ballarat | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.8 | 34 v 27 | 127.2 | 0.3 | 3 v 6 | 52.7 | 16 |
| Victoria University | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.4 | 53 v 78 | 67.7 | 0.4 | 9 v15 | 59.1 | 13 |

Table 2.5: Student Access and Attainment - Victoria Aboriginal and Torres Strait Islander Population = 0.6%

| | Policy AC | Policy AT | Objectives AC | ObjectivesAT | TargetsAC | Targets AT | KPIs AC | KPIs AT | Evaluation AC | Evaluation AT | Undergraduate (2010) % Ind | Undergraduate (2010) Actual v PP No. | Undergraduate (2010) PPPA % | Post-graduate (2009) % Ind | Post-graduate (2009) Actual v PP No. | Post-graduate (2009) PPPA % | Score 0-40 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Curtin University of Technology | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.7 | 319 v 707 | 45.1 | 0.7 | 42 v241 | 17.4 | 9 |
| Edith Cowan University | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.0 | 142 v 526 | 27.0 | 1.3 | 55 v 60 | 34.4 | 7 |
| Murdoch University | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.6 | 144 v 341 | 42.2 | 0.7 | 17 v 98 | 17.4 | 7 |
| University of Western Australia | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1.1 | 159 v 558 | 28.5 | 0.8 | 30 v 36 | 22.0 | 8 |

Table 2.6: Student Access and Attainment - South Australia Aboriginal and Torres Strait Islander Population = 1.7%

| | Policy AC | Policy AT | Objectives AC | ObjectivesAT | TargetsAC | Targets AT | KPIs AC | KPIs AT | Evaluation AC | Evaluation AT | Undergraduate (2010) % Ind | Undergraduate (2010) Actual v PP No. | Undergraduate (2010) PPPA % | Post-graduate (2009) % Ind | Post-graduate (2009) Actual v PP No. | Post-graduate (2009) PPPA % | Score 0-40 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| The Flinders University# | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.9 | 81 v 171 | 47.5 | 1.1 | 41 v 65 | 63.2 | 14 |
| The University of Adelaide | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 1.1 | 150 v 229 | 65.5 | 0.6 | 21 v 61 | 34.2 | 13 |
| University of South Australia | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 2 | 0 | 1.2 | 202 v 287 | 70.4 | 1.2 | 54 v 78 | 69.6 | 18 |

* Scores for Student Access and Attainment Strategies are 2= Yes; 0 = No

**Scores on undergraduate and postgraduate student PPPA numbers are 1 = 0-10%; 2= 11-20%;  3 =21=30%; 4 = 31 to 40% 5= 41-50%; 6 = 51 – 60%; 7 = 61 – 70% 8=71-80%; 9 =81-90% and 10 = 90+%        # Undergraduate numbers are for 2009 – 2010 numbers unavailable at time of analysis

##population parity academic and general numbers are rounded to the nearest whole number. PPPA calculation uses unrounded figures

For New South Wales the trend patterns for universities are shown in Figure 2.1. Within New South Wales, Southern Cross University, the University of Newcastle, Charles Sturt University and the University of New England demonstrate an over-time increase in participation from a relatively high base. The University of Sydney, the University of Technology Sydney and Macquarie University, however, have decreased Aboriginal and Torres Strait Islander undergraduate student participation during the lustrum.
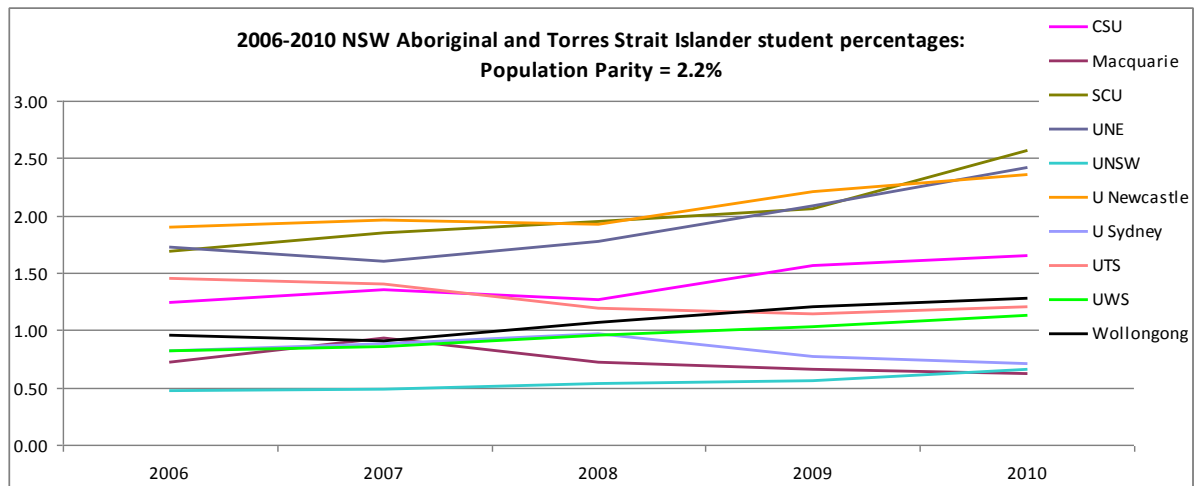


Figure 2.1: Percentage of domestic student body that were Aboriginal and Torres Strait Islander by university in New South Wales 2006-2010

The trend lines for Queensland universities, as shown in Figure 2.2, indicate that most universities in this state, with the exception of the Queensland University of Technology, showed some increase in Aboriginal and Torres Strait Islander student participation between 2006 and 2010, although the increase for the University of Queensland is very small and from a very low base. James Cook University is the outstanding performing university in relation to both having a relatively high participation student rate in 2006 and increasing this participation level further through to 2010.
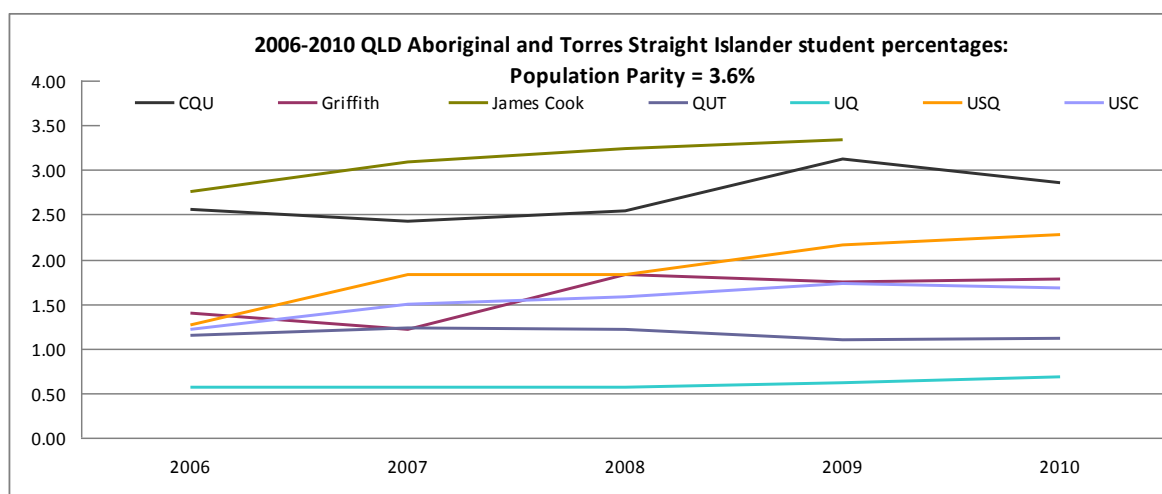


Figure 2.2: Percentage of domestic student body that were Aboriginal and Torres Strait Islander by university in Queensland 2006-2010

The pattern of increase/decrease in Aboriginal and Torres Strait Islander student participation is less dynamic among Victorian universities. All have stayed relatively stable in the proportion of Indigenous students enrolled although the University of Ballarat exhibited

substantial increases from 2006 to 2008 before levelling off over the last two years. As can be seen clearly in Figure 2.3 Deakin University, although not increasing its Aboriginal and Torres Strait Islander student numbers overall, has maintained its numbers at a higher proportion of its student body over the five year period.
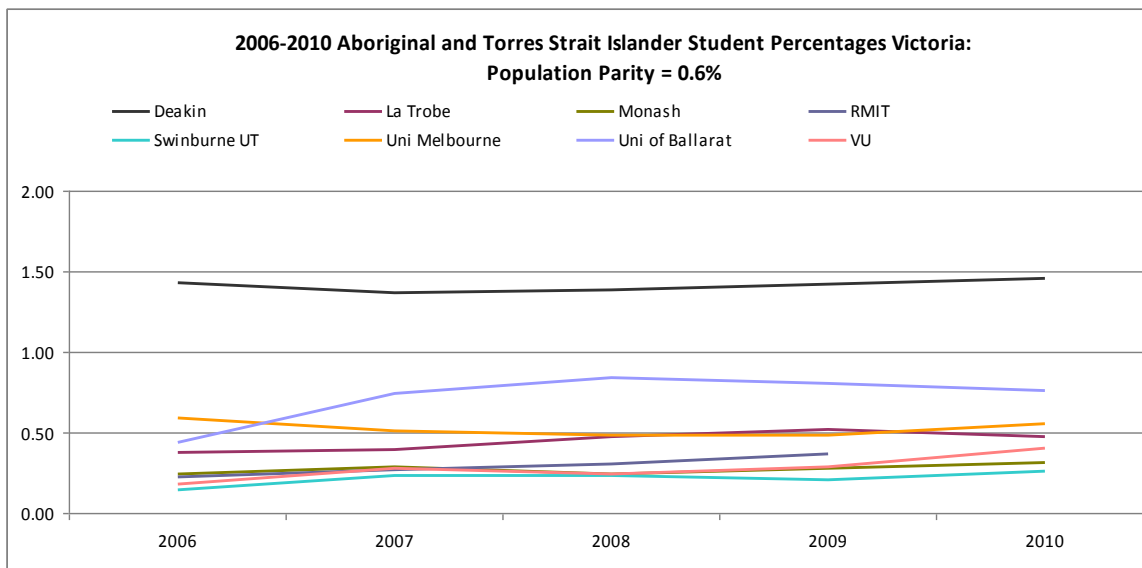


Figure 2.3: Percentage of domestic student body that were Aboriginal and Torres Strait Islander by university in Victoria 2006-2010
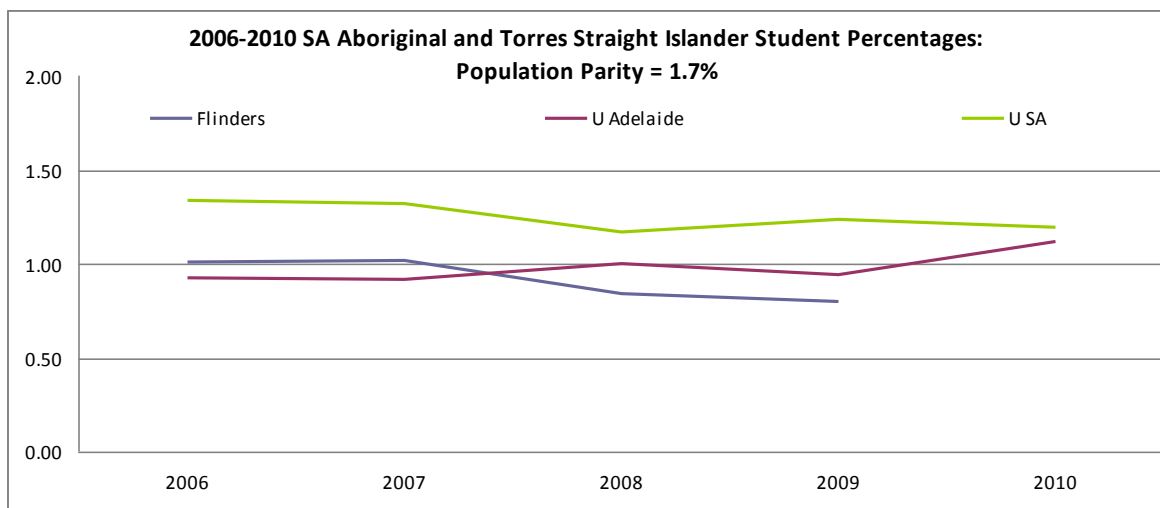


Figure 2.4: Percentage of domestic student body that were Aboriginal and Torres Strait Islander by university in South Australia 2006-2010

The impression emerging from the trend data for South Australian universities is discouraging. As shown in Figure 2.4 above, while the University of South Australia still has the largest proportion of Aboriginal and Torres Strait Islander undergraduate student enrolment, participation rates have decreased while those from the University of Adelaide have increased. Flinders University has also decreased participation rates during this time despite starting from an already low base rate.

Figure 2.5, the multi-state graph is less decipherable due to the universities' different population bases. For example, while Charles Darwin University has seen a considerable rise in undergraduate student numbers, especially from 2008 – 2009, the knowledge that

Indigenous people make up nearly 32 percent of the Northern Territory population indicates that there is still a very long way to go to achieve undergraduate student population parity. For the University of Tasmania, from an already low base, the trend line is down. Student participation rates are lower in 2009 than they were in 2006. The same downward trend is apparent for the Australian Catholic University although from a stronger starting position (figures for 2010 were not available for either university). The Australian National University pattern exhibits a slowly rising upward trend while the student participation trend for the University of Canberra has remained flat.
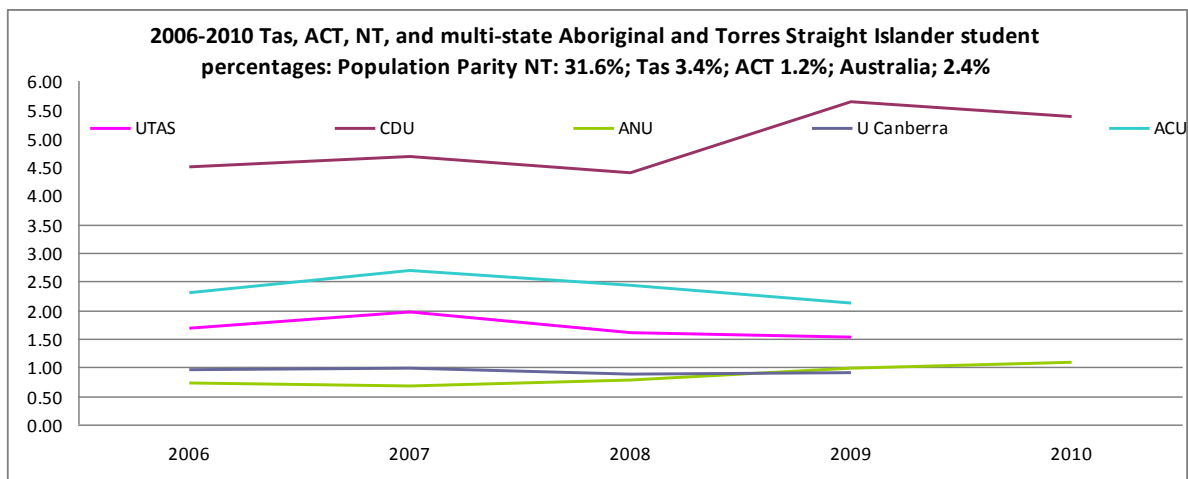


Figure 2.5: Percentage of domestic student body that were Aboriginal and Torres Strait Islander by university in the Northern Territory, Tasmania, ACT and multi state 2006- 2010

The trend pattern from Western Australia is also worrying. Curtin University has experienced a substantial drop in Indigenous student proportion over the lustrum, with lower but still downward trends apparent at Edith Cowan University and the University of Western Australia. Only Murdoch University has increased the proportion of Indigenous student participation over the period. This increase, however, is from a very low base and remains at below 50 percent of population parity.
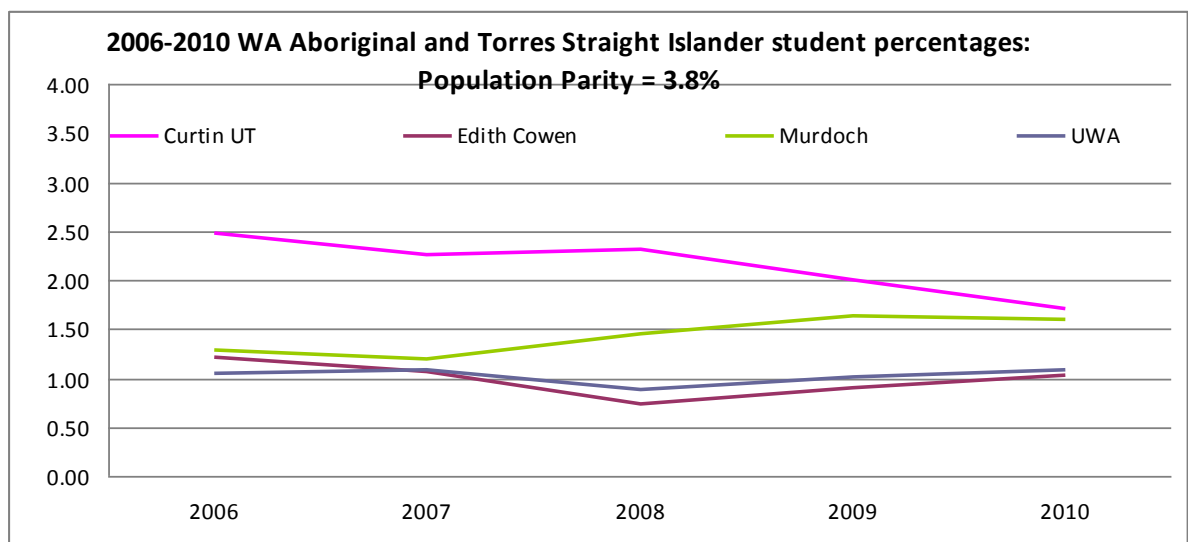


Figure 2.6: Percentage of domestic student body that were Aboriginal and Torres Strait Islander by university in Western Australia 2006- 2010

In summary, our exploration of 5 year trend data finds 12 universities exhibit rising rates of Indigenous undergraduate student participation. This positive assessment is balanced by the similar, albeit slightly smaller number of universities who exhibited declining Indigenous participation over the same period. Clearly a population parity model based on state by state produces quite different outcomes between universities than one based on a national population parity model. The data shows that the majority of Universities need to improve their rates of Indigenous student access and participation.  It would be useful to compare 2010 figures with those of 2011 once they become available, as the government has provided universities with funds to improve access and retention of students from low socio-economic groups under its Higher Education Participation and Partnerships Program.

# Section Three: Staff Employment

Aboriginal and Torres Strait Islander staff numbers within Australian universities remain low and continue to be concentrated in non-academic positions. Increasing the number of academic staff in many universities presents a particular challenge due to the relatively low number of Indigenous students undertaking higher research degrees.

Our findings for these criteria are again based on a combination of the content analysis of the management items from the IES and the statistical analysis of DEEWR figures for 2010 Full Time Equivalent for Full Time and Fractional Staff by Higher Education Provider. For the content analysis, we sought evidence from the IES reports for the presence or absence of the index of customary management. For the statistical analysis we calculated the number of both academic and general Aboriginal and Torres Strait Islander staff that we would expect to find employed within each university if such staff were employed in state population parity numbers. We then calculated the proportion of the population parity staff employment target for academic and general staff being achieved in each university, the PPPA. Ratings from the management items and the statistical analysis were then combined to produce an overall rating on this item with a maximum score of 30. These results and ratings are reported in Tables 3.1 to 3.6.

Given that the eligibility criteria for Indigenous Support Program funding state that recipient universities must have an Indigenous employment strategy it is not surprising that the vast majority of universities report the presence of policy and objectives around employment. The numbers decline for reporting staff employment targets with only two thirds of universities reporting this management item. And although more than half of the universities report that they evaluate their staff employment numbers only the Queensland University of Technology and Deakin University report KPIs on this item. A substantial proportion of the universities rated well on their customary management item index assessment i.e. Deakin University and Queensland University of Technology scoring the maximum 10 points, and 18 other universities scored 8 points out of 10. The lower level (6 points or below) of customary management practice among the other 17 universities was concerning. The point of having a policy and/or objectives (and sometimes targets) on Aboriginal and Torres Strait Islander employment without KPIs or formal evaluation procedures is not logical in a management sense nor is it good business practice.

Overall, higher results on the management items tended to translate to higher results in the employment PPPA measure. This was especially the case for Deakin University who achieved a rating of 30 out of 30 possible points with a full complement of management items and above population parity employment in both academic (152%) and general staff (138%) areas. Victoria University (251%; 174%) and Southern Cross University (114%; 145%) also achieved population parity in both areas. Flinders University (116%) achieved above population parity for academic employment, and lower, but still impressive PPPA results on General Staff (73%). Data from other universities such as Charles Sturt University (62%), the University of Newcastle (78%), the University of Technology Sydney (66%), James Cook University (64%) and the University of Melbourne (74%) all show academic employment numbers over 60 percent of population parity.

On the negative side, on 2010 figures, the numbers of universities achieving less than 25 percent of their population parity Academic Staff numbers is higher. Macquarie University

(24%), the University of New South Wales (18%), the University of Sydney (22%), the University of Western Sydney (19%), the Queensland University of Technology (21%), the University of Queensland (11%), the University of Tasmania, (12%), Charles Darwin University (14%), Edith Cowan University (19%), Murdoch University (15%), the University of Western Australia (21%) and the Australian Catholic University (8%) need substantial increases before their Aboriginal and Torres Strait Islander academic numbers will be anywhere near parity. RMIT and the University of Ballarat stand out on this negative side of the equation reporting no Aboriginal and Torres Strait Islander Academic Staff for 2010.

Rates of employment for General Staff are, in the main, higher than those for Academic Staff. For General Staff, alongside those universities already mentioned achieving higher than population parity rates, the University of New England (87%), the University of Western Sydney (94%), the University of Wollongong (72%), the Australian Catholic University (85%) La Trobe University (123%), Monash University (76%), the University of Ballarat (74%) and Flinders University (73%) all had employment rates over 70 percent of population parity.  On the other side of the equation, Macquarie University  (17%), the University of Queensland (19%), the University of Southern Queensland (22%), the University of the Sunshine Coast (24%), University of Canberra (18%) and Murdoch University (20%) fail to employ even a quarter of their General Staff population parity number.

In summary, while a few universities stand out for their employment of Aboriginal and Torres Strait Islander staff, the overall picture is disappointing. In the majority of Australian universities, after 20 years of the Aboriginal Education Plan, Aboriginal and Torres Strait Islander Academic numbers remain low. Additionally, while we are unable to assess this from either the DEEWR statistics or the IES, most of the relatively few Indigenous Academic Staff that are employed are positioned within Indigenous Education Units, rather than throughout the university, and tend to be far less qualified and at much lower levels than non-Indigenous Academic Staff. While the numbers of General Staff employed are more encouraging, being a General Staff member is not usually a pathway to becoming an academic.

The current state of Indigenous employment within Universities reflects a poor business model in the governance of Aboriginal and Torres Strait Islander employment objectives, one that is not designed for building highly skilled Indigenous human capital to meet the challenges of the future. As the IHEAC National Higher Education Workforce Strategy states:

> [U]niversities must also start to treat the employment of Indigenous academics as a professional or business goal, rather than a moral issue.  Indigenous academics bring with them a wealth of cultural knowledge and perspective in addition to the academic and professional skills of their field of study; universities need to recognise this as added value to their institutions, particularly in the pursuit of higher Indigenous student enrolments (IHEAC 2010:4).

Without an increase in Aboriginal and Torres Strait Islander Academic Staff throughout the university, cultural and structural change will not happen. The possibility of increasing student enrolments weakens as does the potential for developing qualified and highly skilled Indigenous human capital.

## Table 3.1: Sector Employment - New South Wales  Aboriginal and Torres Strait Islander Population = 2.2%

| | Policy | Objectives | Targets | KPIs | Eval | % ATSI Academic | % ATSI General | Actual v PP Academic | Actual v PP General | P PPA Academic | %PPPA General | Score* 0-30 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Charles Sturt University | 2 | 2 | 2 | 0 | 2 | 1.4 | 2.8 | 9 v 15 | 32 v25 | 61.8 | 127.3 | 25 |
| Macquarie University | 2 | 2 | 0 | 0 | 0 | 0.5 | 0.4 | 5 v 20 | 4 v 23 | 24.5 | 17.1 | 9 |
| Southern Cross University | 2 | 2 | 2 | 0 | 0 | 2.5 | 3.2 | 8 v 7 | 18 v 12 | 113.6 | 144.8 | 26 |
| University of New England | 2 | 2 | 2 | 0 | 2 | 0.7 | 1.9 | 3 v 10 | 13 v 15 | 30.6 | 87.2 | 21 |
| University of New South Wales | 2 | 2 | 2 | 0 | 2 | 0.4 | 0.8 | 11 v 60 | 19 v 52 | 18.2 | 36.6 | 14 |
| University of Newcastle | 2 | 0 | 0 | 0 | 2 | 1.7 | 3.4 | 19 v 24 | 45 v 29 | 77.7 | 156.7 | 22 |
| University of Sydney | 2 | 2 | 2 | 0 | 2 | 0.5 | 0.6 | 15 v 67 | 19 v 66 | 22.5 | 28.9 | 14 |
| University of Technology Sydney | 2 | 2 | 2 | 0 | 2 | 1.4 | 0.9 | 13 v20 | 12 v 30 | 65.7 | 40.7 | 20 |
| University of Western Sydney | 2 | 2 | 2 | 0 | 2 | 0.4 | 2.1 | 3 v 16 | 27 v 29 | 19.2 | 93.9 | 20 |
| University of Wollongong | 2 | 2 | 2 | 0 | 2 | 1.1 | 1.6 | 10 v 19 | 15 v 21 | 52.2 | 71.9 | 22 |

Table 3.2: Sector Employment - Queensland Aboriginal and Torres Strait Islander Population = 3.6%

| | Policy | Objectives | Targets | KPIs | Eval | % ATSI Academic | % ATSI General | Actual v PP Academic | Actual v PP General | P PPA Academic | %PPPA General | Score* 0-30 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Central Queensland University | 2 | 0 | 0 | 0 | 0 | 2.0 | 1.0 | 7 v 12 | 7 v 24 | 56.2 | 29.1 | 11 |
| Griffith University | 2 | 2 | 2 | 0 | 2 | 1.2 | 1.3 | 17 v50 | 26 v72 | 34.1 | 36.3 | 16 |
| James Cook University | 2 | 2 | 2 | 0 | 2 | 2.3 | 2.0 | 16 v 25 | 19 v34 | 64.3 | 56.7 | 21 |
| Queensland U of Technology | 2 | 2 | 2 | 2 | 2 | 0.8 | 1.5 | 11 v51 | 31 v 75 | 21.5 | 41.1 | 18 |
| University of Queensland | 2 | 2 | 2 | 0 | 2 | 0.4 | 0.7 | 13 v116 | 21 v 111 | 11.2 | 18.9 | 12 |
| U of Southern Queensland | 2 | 2 | 0 | 0 | 0 | 0.9 | 0.8 | 4 v 16 | 6 v 27 | 25.3 | 22.3 | 10 |
| University of the Sunshine Coast | 2 | 2 | 2 | 0 | 2 | 1.4 | 0.9 | 3 v 8 | 3 v 13 | 39.9 | 23.7 | 15 |

Table 3.3: Sector Employment - Mixed States Aboriginal and Torres Strait Islander Population = Tas (3.4%) ACT (1.2%) NT (31.6%) Australia (2.5%)

| | Policy | Objectives | Targets | KPIs | Eval | % ATSI Academic | % ATSI General | Actual v PP Academic | Actual v PP General | P PPA Academic | %PPPA General | Score* 0-30 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| University of Tasmania | 2 | 2 | 0 | 0 | 0 | 0.4 | 1.4 | 4 v 34 | 18 v 43 | 11.8 | 41.9 | 11 |
| University of Canberra | 2 | 0 | 0 | 0 | 0 | 0.9 | 0.2 | 3 v 4 | 1 v 6 | 72.3 | 17.7 | 12 |
| Australian National University | 2 | 2 | 2 | 0 | 2 | 0.3 | 0.8 | 6 v 22 | 15 v22 | 27.1 | 68.0 | 18 |
| Charles Darwin University | 2 | 2 | 2 | 0 | 2 | 4.5 | 8.5 | 12 v85 | 21 v 78 | 14.2 | 26.9 | 13 |
| Australian Catholic University | 2 | 2 | 2 | 0 | 0 | 0.2 | 2.1 | 1 v 12 | 14 v17 | 8.2 | 84.6 | 16 |

Table 3.4: Sector Employment - Victoria Aboriginal and Torres Strait Islander Population = 0.6%

| | Policy | Objectives | Targets | KPIs | Eval | % ATSI Academic | % ATSI General | Actual v PP Academic | Actual v PP General | P PPA Academic | %PPPA General | Score* 0-30 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Deakin University | 2 | 2 | 2 | 2 | 2 | 0.9 | 0.8 | 10 v7 | 12 v 9 | 152.6 | 138.2 | 30 |
| La Trobe University | 2 | 0 | 2 | 0 | 2 | 0.2 | 0.7 | 2 v 7 | 10 v 8 | 28.1 | 123.2 | 19 |
| Monash University | 2 | 0 | 0 | 0 | 0 | 0.2 | 0.5 | 7 v 18 | 16 v21 | 39.2 | 76.3 | 14 |
| RMIT University | 2 | 2 | 2 | 0 | 2 | 0.0 | 0.3 | 0 v 7 | 5 v 9 | 0.0 | 53.7 | 14 |
| Swinburne U of Technology | 2 | 2 | 0 | 0 | 0 | 0.3 | 0.2 | 2 v 4 | 1 v 3 | 55.6 | 29.1 | 13 |
| University of Melbourne | 2 | 2 | 2 | 0 | 2 | 0.4 | 0.4 | 12 v16 | 14 v20 | 74.4 | 68.3 | 23 |
| University of Ballarat | 0 | 2 | 2 | 0 | 0 | 0.0 | 0.4 | 0 v1 | 2 v 3 | 0.0 | 73.9 | 12 |
| Victoria University | 2 | 2 | 2 | 0 | 2 | 1.5 | 1.0 | 9 v4 | 9 v 5 | 250.8 | 174.4 | 28 |

Table 3.5: Sector Employment - Western Australia Aboriginal and Torres Strait Islander Population = 3.8%

| | Policy | Objectives | Targets | KPIs | Eval | % ATSI Academic | % ATSI General | Actual v PP Academic | Actual v PP General | P PPA Academic | %PPPA General | Score* 0-30 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Curtin U of Technology | 2 | 2 | 2 | 0 | 2 | 1.8 | 0.9 | 22 v 47 | 17 v 68 | 47.3 | 24.9 | 16 |
| Edith Cowan University | 2 | 2 | 2 | 0 | 2 | 0.7 | 1.6 | 4 v21 | 15 v 36 | 19.1 | 42.6 | 15 |
| Murdoch University | 2 | 2 | 2 | 0 | 2 | 0.6 | 0.8 | 3 v 20 | 6 v 30 | 14.8 | 19.9 | 12 |
| The U of Western Australia | 2 | 2 | 2 | 0 | 2 | 0.8 | 0.9 | 13 v 61 | 16 v 71 | 21.5 | 37.2 | 15 |

## Table 3.6: Sector Employment - South Australia Aboriginal and Torres Strait Islander Population = 1.7%

| | Policy | Objectives | Targets | KPIs | Eval | % ATSI Academic | % ATSI General | Actual v PP Academic | Actual v PP General | P PPA Academic | %PPPA General | Score* 0-30 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| The Flinders University | 2 | 0 | 2 | 0 | 0 | 2.0 | 1.2 | 16 v 14 | 12 v 16 | 116.2 | 72.8 | 22 |
| The University of Adelaide | 2 | 0 | 2 | 0 | 0 | 0.5 | 1.1 | 8 v26 | 14 v 22 | 30.4 | 63.6 | 14 |
| University of South Australia | 2 | 2 | 2 | 0 | 2 | 1.0 | 0.8 | 10 v 17 | 11 v 24 | 57.7 | 46.0 | 19 |

* Scores on general staff and academic employment numbers PPPA  are 1 = 0-10%; 2= 11-20%;  3 =21=30%; 4 = 31 to 40% 5= 41-50%; 6 = 51 – 60%; 7 = 61 – 70% 8=71-80%; 9 =81-90% and 10 = 90+%

Scores on Employment Strategies are 2= Presence of Management Item; 0 = Absence of Management Item

#population parity academic and general numbers are rounded to the nearest whole number. PPPA calculation uses unrounded figures

# Section Four: Rating Our Universities on Governance

In our final analysis we aggregated the scores from our three key criteria to produce one overall score for our concept of two way governance. These are displayed in Table 4.1 below. A small number of universities are performing well, with 10 scoring 50 or more points out of the possible 100 governance points.

4.1: Overall Governance Ratings of Australian Universities

| University | Student Access & Attainment 40% | Staff Employment 30% | Governance & Cultural Competence 30% | Total Score Out of 100 | ISP Monies 2010 |
|---|---|---|---|---|---|
| 1. Australian National University | 31 | 18 | 15 | 64 | $508,000 |
| 2. Deakin University | 26 | 30 | 7 | 63 | $1,249,000 |
| 3. University of Melbourne | 32 | 23 | 7 | 62 | $724,000 |
| 4. Charles Sturt University | 19 | 25 | 14 | 55 | $1,354,000 |
| 5. University of Newcastle | 23 | 22 | 9 | 54 | $2,132,000 |
| 6. University of New England | 18 | 21 | 14 | 53 | $863,000 |
| 7. James Cook University# | 22 | 21 | 10 | 53 | $1,908,000 |
| 8. University of South Australia | 18 | 19 | 15 | 52 | $1,096,000 |
| 9. Charles Darwin University | 16 | 13 | 21 | 50 | $932,000 |
| 10. Southern Cross University | 21 | 26 | 3 | 50 | $769,000 |
| 11. Australian Catholic University | 24 | 16 | 6 | 46 | $1,127,000 |
| 12. University of Western Sydney | 15 | 20 | 11 | 46 | $1,356,000 |
| 13. University of Technology, Sydney | 16 | 20 | 7 | 43 | $1,086,000 |
| 14. La Trobe University | 18 | 19 | 5 | 41 | $549,000 |
| 15. Flinders University# | 14 | 22 | 4 | 40 | $453,000 |
| 16. University of Wollongong | 13 | 22 | 3 | 38 | $763,000 |
| 17. Griffith University | 14 | 16 | 6 | 36 | $1,906,000 |
| 18. Edith Cowan University | 7 | 15 | 13 | 35 | $624,000 |
| 19. University of Sydney | 14 | 12 | 8 | 34 | $1,495,000 |
| 20. Curtin University of Technology | 9 | 16 | 8 | 33 | $1,867,000 |
| 21. Victoria University | 13 | 18 | 2 | 33 | $173,000 |
| 22. The University of Adelaide | 13 | 14 | 5 | 32 | $578,000 |
| 23. University of Tasmania# | 9 | 11 | 11 | 31 | $985,000 |
| 24. University of Queensland | 7 | 12 | 12 | 31 | $833,000 |

| University | Student Access & Attainment 40% | Staff Employment 30% | Governance & Cultural Competence 30% | Total Score Out of 100 | ISP Monies 2010 |
|---|---|---|---|---|---|
| 25. University of Ballarat | 16 | 12 | 2 | 30 | $138,000 |
| 26. Queensland U of Technology | 7 | 18 | 4 | 29 | $1,495,000 |
| 27. Central Queensland University | 12 | 11 | 5 | 28 | $819,000 |
| 28. RMIT University# | 14 | 14 | 0 | 28 | $363,000 |
| 29. University of the Sunshine Coast | 9 | 15 | 4 | 28 | $255,000 |
| 30. University of Canberra# | 12 | 12 | 4 | 28 | $304,000 |
| 31. Monash University | 11 | 14 | 2 | 27 | $488,000 |
| 32. Swinburne | 11 | 13 | 3 | 27 | $108,000 |
| 33. UNSW | 7 | 14 | 5 | 26 | $752,000 |
| 34. University of Western Australia | 8 | 14 | 3 | 25 | $715,000 |
| 35. Macquarie University | 7 | 9 | 8 | 24 | $602,000 |
| 36. University of Southern Qld | 13 | 10 | 0 | 23 | $937,000 |
| 37. Murdoch University | 7 | 12 | 2 | 21 | $596,000 |

# 2009 figures used for student access and attainment score

The highest achieving university on these measures, the Australian National University, scores well across the three governance criteria. The next two higher performing universities, Deakin University and the University of Melbourne are high achievers in terms of student access and attainment and staff employment but are let down by very low scores on the participation in governance item. This pattern is repeated among the other universities who achieve scores or 50 or above, the top 10. Charles Sturt University, the University of Newcastle, the University of New England, James Cook University, the University of South Australia, with the exception of Charles Darwin University, mostly achieve higher than pass ratings on student access and attainment and employment scores, but achieve only moderate ratings on their participation in governance and cultural competence indicator.

An important finding in relation to these higher achieving universities is the wide state representation. Only Tasmania and Western Australia do not have a university in the top 10. This result indicates that high achievement in relation to both Indigenous participation in governance and governance of Indigenous participation is not circumscribed by state or the Aboriginal and Torres Strait Islander population that falls into the university's geographical pool. That is, this pattern strongly suggests that it is the actions or non-actions of the individual university that achieves, or does not achieve, good results, not the actions or non-actions of the Aboriginal and Torres Strait Islander people within the university's potential student/staff realm. In turn the wide dispersal of governance successful universities suggests that such success could be emulated by all universities across the country. The top

ten universities are obviously doing quite a lot that is right with regard to governance of Aboriginal and Torres Strait Islander participation.

Progress on Aboriginal and Torres Strait Islander participation in governance is less positive. Only Charles Darwin University achieved a score of more than 15 on this key management and ISP funding item. More regrettably, the majority of Australian universities are not performing well on either of these two governance criteria. Over half scored less than 40 of the possible 100 point rating for Governance. Again, the lack of success is geographically dispersed with the bottom third of the universities representing all states and territories except the Northern Territory. While low scoring on the participation in governance index was a common feature among the low Governance rating universities, most, especially those in the bottom third scored poorly across student access and attainment, employment as well as governance and cultural competence.

The key question here is: why are some universities doing so poorly when other universities appear to be making significant progress?

Table 4.1 also includes the ISP monies received by each university in 2011. As noted in the section on our data and methods a university's ISP funding is calculated using a three level formula relating of the proportion of Indigenous EFTSL in the current year, the level of Indigenous student progress and the number of Indigenous award course completions. So while there will obviously be a correlation between a university's ISP funding amount and their student access and attainment level, the level of correlation is much lower than might be expected. We would suggest that at least part of this anomaly may be related to the ISP proportion of student numbers not being adjusted for the Indigenous population percentage resident in the university's home state.

The other significant question is: whether the criteria for awarding of ISP funding are effective?

# Section Five: Evaluating Indigenous Education Statements

As well as conducting a detailed content analysis of the IES statements we also evaluated the capacity of these documents to reflect the practice of our two way concept of governance. Overall, a majority of the IES statements give the impression that the occasion of the annual DEEWR Indigenous Education Statement is the only time the various strands of Indigenous Higher Education provision are brought together. Our analysis also quickly revealed that these documents do not reflect adequate customary management practices. The following list outlines our key conclusions on the value of the IES statements as an effective tool for either evaluating university progress in advancing Aboriginal and Torres Strait Islander participation or evaluating the value of the ISP monies granted for that purpose.

1. With a few notable exceptions, the Indigenous Education Statements convey the message that activities/initiatives are driven by the funding they will routinely attract rather than a guiding strategy or philosophy. What is striking is that whilst the moral imperative driving Indigenous Higher Education provision is readily acknowledged, often repetitively within the reports, statements around commitment and belief systems tend to take the place of sound management practice on both strategy and outcomes. There is limited evidence in most of the IES statements of an overall vision, evaluation of strategies or even the monitoring of outcomes and even rarer the use of key performance indicators. A typical example of the self-serving manner in which many, (but not all), statements are completed is demonstrated by the following quote:

    i. The information contained in the 2010 Indigenous Education Statement demonstrates that University of X meets the conditions of eligibility for Indigenous Support Program (ISP) funding by having:

        a. Implemented strategies for improving access, participation, retention and success of Indigenous Australian students;
        b. Increased participation of Indigenous people in the University's decision-making;
        c. A current, functioning Indigenous employment strategy.

2. A lack of clarity was evident in the DEEWR reporting format. The various sections are introduced by rubric that allows providers latitude in their responses. There is no insistence that Universities follow customary organizational practice in developing, implementing and evaluating strategies. As a consequence universities routinely list initiatives that collectively afford no sense of leadership, overall direction or mission, achievement and accountability. Additionally, universities are given license to list a welter of initiatives without regard to objectives, targets and KPIs. There is frequently no sense of overall progress or outcomes. An example typifying this approach is taken from an IES from a university which receives over $1,000,000 per annum in ISP funding. They state:

        a. The University of XX 2005-2011 Strategic Plan identifies and commits to a collection of values that guide and direct the pursuit of its Mission and everyday operations. Three of these values are directly relevant to the University's commitment to Aboriginal and Torres Strait Islander education:

Engaging in and responding to the community's intellectual, cultural and economic needs. Adopting consultative processes and ethical behaviour in all activities. The advancement of human rights within a tolerant and inclusive society, in which respect of Indigenous and international peoples is fundamental.

3.  In explicitly requiring information on the involvement of Indigenous Education Support Units (IESUs), universities are inadvertently encouraged to foreground the work of the IESUs at the expense of identifying progress elsewhere. This conveys a sense that Indigenous Higher education provision is not core business and that it is marginal to, and separate from, the university's other more important operations. Predictably IESU's also appear to be overburdened with taking the lead on Indigenous Higher Education matters rather than Indigenous student support. For example student recruitment is the job of the IESUs rather than the university's marketing and recruitment office. This is not to say that IESUs should not be involved in student recruitment, but rather that there should be an Indigenous student recruitment strategy in place to give effect to different sections of the university taking responsibility to bring it to fruition. Student recruitment strategies are good business practice. Universities have ensured that as part of core business student recruitment strategies have been developed and operate to recruit non-Indigenous and international students.

4.  Although various corporate/strategic policies and attendant objectives are adduced when explicitly asked for in Section 1 of the IES, relevant aspects of those policies are rarely identified in the later sections covering areas of AEP activity such as governance, access, employment etc. The impression given is that university activities listed under these AEP headings are not tethered to a policy context. This appears to allow many universities to neglect, at best, or evade at worst, the actual setting of objectives or targets.

5.  A significant feature of many statements are Reconciliation Action Plans (RAP), which are often required to shoulder institutional objectives in ways that other corporate planning documents do not. In many cases the IES conveys either the fact or the impression that the Reconciliation Action Plan has been drawn up by the Indigenous Education Unit and is, also, their responsibility. The message conveyed is that the RAP is not part of the core business of faculties, departments, schools and university administration. As an example in one IES where the RAP is fore grounded it is described as the *"principal strategic statement that underpins XX's aspirations for current and future endeavours to improve outcomes for Indigenous Australians."* In contrast, one institution developed an ambitious, not pusillanimous, RAP which was envisaged as signalling a *"systemic shift in university's culture and its engagement with indigenous people"*.

6.  Predictably, Indigenous Higher Education provision is often yoked to equity and diversity plans. Indigenous Australians are corralled with other low SES groups without regard to First Peoples status as defined in the United Nations Declaration on the Rights of Indigenous Peoples and recognised in most universities' Reconciliation Statements. An example is found in this statement: "*The University of X sees educational quality and equity of access for all equity groups, and Indigenous Australians in particular, as being interdependent*".

7.  The level of reporting on expenditure of the ISP monies is minimalist. In a majority, (but not all), there is a palpable lack of transparency regarding the expenditure of ISP funds. Despite funds of up, to and over, 2 million dollars being granted to individual universities, most of the IES included only a one page, DEEWR sanctioned, expenditure report. In the vast majority of cases there was little or no itemisation of expenditure, especially in relation to salaries and operating costs. For example, in one statement the expenditure of $1,314,650 was accounted for against one line reading 'operating costs, including salaries for Indigenous support services'. This lack of transparency and accountability is even more worrying given anecdotal evidence from Indigenous support unit staff that some of these monies are expended on salaries in areas other than on direct student support services.

# Section Six: Discussion and Recommendations

At the beginning of this report we detailed two research questions based on our application of our central concept of governance. These are:

1. *How well do universities incorporate Aboriginal and Torres Strait Islander participation into their structures of governance? and*
2. *How efficacious is the governance of programs to build Aboriginal and Torres Strait Islander student and staff participation and cultural presence within universities?*

In this section we answer these questions via a reflection on what our analyses have revealed about Indigenous participation in governance and governance of Indigenous participation within Australian universities. We use our findings to make recommendations to help drive the transformation of Aboriginal and Torres Strait Islander higher education outcomes that the *Review of Higher Education Access and Outcomes for Aboriginal and Torres Strait Islander People* seeks to begin.

## Aboriginal and Torres Strait Islander Participation in Governance

There is some evidence to support an exemplary level of commitment, among some higher education providers, to Indigenous participation in university governance. We refer particularly to the recent high level Indigenous executive appointments at Charles Darwin University, Notre Dame University, University of Sydney and the University of Queensland and reports of other universities planning similar actions. Another slightly larger group of universities reported Aboriginal and Torres Strait Islander presence on senior university decision making bodies. However, from the evidence emanating from our analyses it is clear that the overwhelming majority of Australian universities currently do not have in place effective strategies for increasing participation of Indigenous people in their institutional decision-making processes. While many universities reported Indigenous representation on lower level committees, direct influence of these committees on the governance of the university is negligible. Our analyses of the reporting of governance participation within IES reports and each institution's management practice in relation to this ISP obligation demonstrates that most universities currently do not have governance policies, objectives or targets in place.

**Recommendation 1:** *The mandatory development and implementation of Aboriginal and Torres Strait Islander participation in governance policy and strategies, with clear objectives, targets and Key Performance Indicators (KPIs) and tied to the DEEWR conditions of grant for ISP funds.*

The key question to emerge from this overall analysis is whether the current ISP expenditure is achieving outcomes or value for money. Is there is any other area of university business where there are no business plans or strategic management practices in place, i.e. no identified key strategic areas, no targets, no objectives, no KPIs and whether this would be tolerated, either by the institution or the funding body? This analysis raises issues for the funding body, the Department of Education, Employment and Workplace Relations (DEEWR) as well as providers. Our findings indicate that the present reporting proforma devised by DEEWR is poorly designed and even more poorly completed. The reporting required from universities is minimal thus allowing them to elude, whether by omission or commission, the

information to enable DEEWR to monitor the progression, implementation and achievement of Aboriginal Education Policy (AEP) goals. Nor does the current proforma enable transparency and accountability in the acquitting of grant funds.

Recommendation 2: *DEEWR to embed the ISP conditions of grant funding in compacts with universities ensuring they are set against AEP goals, key strategic areas, objectives, targets, KPIs and outcomes.*

## Governance of Aboriginal and Torres Strait Islander Participation

The answer to our second question on how efficacious is the governance of Indigenous participation is that it is not effective. Again, however, there is a wide dispersion in the performance and achievement of different universities across the states. Overall performance among Australian universities in relation to the enrolment of Aboriginal and Torres Strait Islander students (under and post-graduate) is poor. However, a handful of universities, including Charles Darwin University, the Australian National University, the University of Melbourne and Deakin University are high achievers in this area. Our five year trend figures supported our initial analysis of overall moderate to poor performance amongst the majority of universities underlining that the good are obviously doing something very well. What this trend strongly indicates is that success is tied to effective university governance. For example Melbourne University states that to achieve its aim of continuous improvement for Indigenous students and staff it has a "whole of university strategic framework for coordinating and sustaining efforts to achieve a greater representation of Indigenous people within all areas and levels of university". The University of Newcastle has committed to making Indigenous education a strategic priority "it is the resolve of the University to be a national and international leader in Indigenous collaboration, as articulated in the University's strategic plan 2007-2011 (ISP), *Building Distinction*". While James Cook University "has set key performance targets for Indigenous staff employment and for student access and participation to ensure that faculties understand the importance of bridging the gap in Indigenous education opportunities and their opportunities to engage in decision making in the tertiary sector". The question is how do we make the performance of the few the rule and not the exception?

What these results demonstrate is that national assessment or even state assessment of not much change obscures the reality over different outcomes between universities. The key question is how other universities raise their performance to match those of the high achievers?

Recommendation 3: *Universities  adopt and implement quality management practice which includes not only implementing strategies 'for improving access, participation, retention and success of Indigenous Australian students' as required for ISP funding but also targets, KPIs and ongoing formal evaluation of progress .*

Another key finding of this project is that, in the main, customary management practice is not being followed with respect to Aboriginal and Torres Strait Islander participation in governance and governance of Aboriginal and Torres Strait Islanders.  The emergent picture of very limited and almost universally unevaluated management/organizational practice around Indigenous governance cannot help but be negatively impacting on Aboriginal and Torres Strait Islander higher education outcomes. Yet, not all is negative. Evidence of good practice, and associated good outcomes, albeit way too few, have also been found but

require more research in order to ascertain the specificities of their good practice models for the sector.

Recommendation 4: *A further study on identifying the specifics of good governance practice within these universities is recommended.*

The overall picture of employment data is similar. In the majority of Australian universities, academic numbers, especially, remain low. Again, however, a few universities including Deakin University, Southern Cross University, Victoria University and Flinders University are leading the way on this indicator with Aboriginal and Torres Strait Islander academic staff employed at higher than state population parity levels. The majority, however, report low, or very low, numbers of Indigenous academic staff. While general staff numbers are somewhat higher, without an increase in Aboriginal and Torres Strait Islander Academic Staff throughout the university and throughout the academic structure, cultural change will not happen.

Recommendation 5: *That all universities implement the Indigenous Higher Education Workforce Strategy developed by IHEAC and Universities Australia within 3 years. This requires each university to develop, fund and implement a target driven Aboriginal and Torres Strait Islander Student Academic and General Staff Recruitment Strategy in consultation with Aboriginal and Torres Strait Islander staff.*

In addition we make the following recommendations for the improvement of governance of Aboriginal and Torres Strait higher education under the headings of accountability and leadership.

Recommendation 6:

*Accountability*

6. Require the development of a university business plan for Aboriginal and Torres Strait Islander educational outcomes across governance, employment (with an emphasis on academic staff) and student access and attainment. Business plans would include:

   - Detailed work plans setting out deliverables, outcomes and measure for each activity including KPIs.
   - Responsibility for implementation and outcome should be linked to key executive personnel creating a connection between the business plan and individual performance management.
   - Involve giving information and getting feedback from the university's internal and external Aboriginal and Torres Strait Islander community

7. Establish University Indigenous academic rating group, with independent website and professional association.

8. Develop and trial a new IES/ISP reporting format/template which can be monitored by IHEAC so that:

   - Higher achieving universities are better supported financially in their endeavours
   - The calculation of percentages of Aboriginal and Torres Strait Islander students reflect the size of the Indigenous population in the university's home state
   - Reporting requirements include detailed expenditure of ISP monies including which salaries, and where and for what purpose other monies are expended

9. Link Indigenous governance performance to "My University" rating scheme.

10. DEEWR to take sector-wide responsibility for sector progress on two way Indigenous governance and to act as a clearing house for good practice within the sector.

Recommendation 7: *Leadership*

4. Appointments of a minimum of one senior Indigenous executive at (PVC) or (DVC) at each university. These appointments are to be funded through each University's base funding grant received from the Commonwealth government.

5. The development of an Indigenous Research Capacity Building Strategy and program at each university to build research capacity by 'growing your own' Aboriginal and Torres Strait Islander academic leaders and staff. Funds for the program are to be made available from the university's research block grant from the Commonwealth government.

6. Appointment of executive coaches to mentor senior Indigenous staff serving on key decision making bodies.

Recommendation 8: *An overarching recommendation is for the urgent development of a strategic plan between the Commonwealth Government and the universities for strengthening the delivery of the AEP goals. This strategic plan should require the development of a comprehensive business plan at the institutional level that demonstrates both a commitment to, and dedicated activity towards, increasing and improving their institution's Aboriginal and Torres Strait Islander higher education performance.*

Recommendation 9: *Indigenous higher education is to become institutionalized and prioritised as core business and Aboriginal and Torres Strait Islander presence at all levels should be an essential element of what it is to be an Australian university. This requires our First Nation status to be recognised in accordance with the United Nations Declaration on the Rights of Indigenous Peoples and embedded in university policies.*

## Concluding remarks

We would like to thank the Review Panel for commissioning this report. The brief we were given was large and we therefore restricted our focus to what was achievable within the limited timeframe. Building qualified and skilled Aboriginal and Torres Strait Islander human capital for the future has been and continues to be primarily in the hands of Universities and governments. The question is:  will they change their models of governance, prioritise our endeavours and commit to our future? Good intentions and motherhood statements are not enough, they have to be matched by good management practices, resources and the will to lead and implement the cultural change required to give priority to producing Aboriginal and Torres Strait Islander higher educational outcomes. The findings of our research will not come as a surprise to Aboriginal and Torres Strait Islanders within the higher education sector, we are acutely aware that we are not a priority. For us universities are like stony ground, they are places where the seeds of Indigenous human capital have struggled to take root because they have been under nourished.