



Review of the Constitutional Centre of Western Australia

Conducted on behalf of the Department of the Premier and Cabinet
by The Nexus Network Pty Ltd

Report prepared by:

Ms Jan Sagers, Managing Director
and

Ms Catherine Sambell, Senior Consultant

September 2018

Index

	Page
Executive Summary	3
1.0 Introduction	6
1.1 Background	6
1.2 Terms of Reference	6
1.3 History of the Centre	7
1.4 Staff structure and governance	8
1.5 Current context	9
2.0 Methodology	9
2.1 Stakeholders consulted	9
2.2 Documents analysed	11
2.3 Websites reviewed	12
2.4 Site visits/tours conducted	14
3.0 Limitations of the Review	14
4.0 Findings: Terms of Reference	15
4.1 The structure, operations/activities and resources (human, financial, and facility)	15
4.1.1 Operations and activities	15
4.1.2 Budget	19
4.1.2.1 Projected 2018/19 budget	19
4.1.2.2 Budget variances over time	20
4.1.3 Human resources	22
4.1.4 Facility	24
4.2 The performance of the Centre in meeting aims and objectives (including identification of any impediments impacting on performance and how these might be resolved) and evidence of any improved understanding of Constitutional matters since the Centre's opening over 20 years ago	25
4.2.1 Centre activity statistics	26
4.2.2 Teacher evaluations	28
4.2.3 Consultant's observations	30
4.2.4 Stakeholders' feedback	30
4.2.5 Related research	31
4.2.6 Opportunities for improvement	32
4.3 The interdependencies (existing or potential) that contribute to the Centre meeting its objectives	32
4.4 Synergies with services provided through the Francis Burt Law Education Programme (FBLEP)	39
4.5 The 1995 Report of the Malcolm McCusker Constitutional Committee that recommended the establishment of the Constitutional Centre	40
4.5.1 The purpose of the Centre and its relevance today	41
4.5.2 Opportunities for improvement	43
4.6 The potential for efficiencies through the digital transformation of the Constitutional Centre's services	46
4.7 Improved value for money outcomes through alternate services delivery models and/or re-allocation of responsibilities (where logical synergies exist) to other government departments e.g. State Library of WA, Parliament etc.	48
5.0 Other findings	51
5.1 Advisory Board	51
5.2 Attendance fees	51
5.3 Name of the Centre	51
6.0 Future Options	52
7.0 Conclusion	59

Executive Summary

Civics

An identifiable body of knowledge, skills and understandings relating to the workings of society, including Australia's political and social heritage, democratic process, [parliament and elections], government, public administration and judicial system.¹

Constitution

The Constitution provides the source and authority for the exercise of public power and circumscribes the limits of that power. Constitutional law regulates the relationship of the various arms of government with each other and the relationship of those arms of government with the government. In Australia, constitutional law also governs the relationship and demarcation of power between the two levels of Australian government: the federal or Commonwealth government and the regional "State governments".²

'The opportunity for engaging with Australia's political life is right here, in this building, the Constitutional Centre.

Here it becomes the centre of learning and engagement.

Here it is a non-exclusive opportunity to reach just about everyone in the State.

Here people make the (civics) connection and form a valuable memory.'

- Remie Paulik, Constitutional Centre Education Officer

Since 1997, the Constitutional Centre of Western Australia (the Centre) has been providing civics and constitutional education to the Western Australian community.

This review of the Centre, commissioned by the Director General of the Department of the Premier and Cabinet, Mr Darren Foster, has found that the Constitutional Centre, in its current form, has many strengths but also certain weaknesses. There is significant potential, however, for these weaknesses to be overcome and for the Constitutional Centre – and the broader precinct in which it sits – to be reinvigorated. The overwhelming mood of the civics and citizenship education community was one of hope for the possibilities presented by a contemporary constitutional education facility. A range of options for realising these possibilities are explored in this report. Most propose a collaborative working model aligned to current government thinking on working together in the interests of all Western Australians.

¹ Australian Public Service, *Whereas the people: civics and citizenship education*, Report of the Civic Expert Group (1994) 6.

² Melissa Castan and Sarah Joseph, *Federal Constitutional Law: A Contemporary View* (Thomson Reuters, 3rd ed, 2010) [1.05].

Centre strengths and weaknesses

STRENGTHS	WEAKNESSES
The Centre is unique amongst Australian States and is viewed in many civics and citizenship communities as a flagship. With the appropriate support and collaboration it could lead a visionary State civics strategy.	The Centre currently lacks an agreed vision for the future and meaningful performance measures.
The Centre is co-located with both Parliament and the WA Electoral Commission's Electoral Education Centre, enabling visitors to do tours of all three related civics education institutions.	Centre resources (financial and human) have decreased in recent years, resulting in a narrowing of services.
The Centre offers experiential learning, helping students and others to see their civic and constitutional institutions at work.	Adult education offerings (e.g. legal events) have declined. Opportunities for public engagement (e.g. public debate and general civics events) have not been optimised.
Metropolitan school students are very well serviced, both through the Centre's school incursion programmes and the Centre's on-site tour programmes.	Rural and remote schools are under-serviced, relative to metropolitan schools and certain well-serviced regional schools.
Staff of the Centre are dedicated and hard working. Centre educators are well trained and deliver high quality learning experiences.	The Centre's website and online resources are not contemporary.
The content of the Centre's education material is high quality and mapped to the now mandatory WA civics education curriculum.	There is a noticeable lack of coordination and collaboration between the Centre and Parliament. Similarly, potential synergies with other civics education organisations have not been fully explored.
There are strong synergies between the programs provided by both the Centre and the WA Electoral Education Centre which support the achievement of educational aims.	There is no single point of contact for customers wishing to book tours with the Centre, the WA Electoral Education Centre and Parliament.
The Centre is housed in magnificent heritage buildings that have been meticulously maintained.	The buildings (and general precinct) are underutilised by the public.
The Centre enjoys considerable support from its stakeholders and customers.	

The Centre's relevance today

Customers and stakeholders of the Constitutional Centre argued that the Centre's services are more relevant today than ever. Their reasons included, but are not limited to:

- civics education has recently (2017) been mandated in the WA Curriculum, which will continue to drive increasing demand for the Centre's services, particularly from schools;
- an increasing number of new Australians are joining the WA community and will require a basic education in our system of government and their place within it;
- there is an opportunity to increase the diversity and representative profile of people who participate in all levels of government through education and capacity building; and

- both globally and nationally there has been a loss of confidence and trust in government and government institutions, which the Centre can help counter through education.

The review also found that while there are other civics institutions in WA delivering aspects of civics and legal education, no other institution is in a position to fill the gap if the Constitutional Centre were to close.

Opportunities for improvement

The Centre is part of a precinct that has enormous potential to be a vibrant and dynamic destination enjoyed and appreciated by many more Western Australians and visitors. A range of opportunities to strengthen the Constitutional Centre's capacity to contribute to such a precinct, while also meeting its own aims and objectives, have been identified via this review. Primarily these include:

- facilitating the use of Centre buildings for a much wider array of public events;
- exploring collaborations with other civics education institutions;
- coordinating with Parliament and the WA Electoral Education Centre to create a single point of contact for customers;
- scaling back on resource-intensive metropolitan incursions and re-directing efforts to the currently under-resourced areas of:
 - teacher and student teacher in-servicing;
 - regional service delivery;
 - digital offerings; and
 - adult education.

Options for capitalising on these opportunities are explored in this report. Conversely, options canvassing an entirely different approach, such as closure of the Centre and the re-allocation of its functions to other organisations, are also explored.

On behalf of the Department of the Premier and Cabinet, The Nexus Network consultants extend sincere thanks to the many stakeholders who contributed so positively to this review.

1.0 Introduction

1.1 Background

In June 2018 the Department of the Premier and Cabinet engaged The Nexus Network P/L to undertake a review of the Constitutional Centre of Western Australia. The Centre aims to:

- promote awareness of the federal system of government with particular emphasis on its constitutional basis and the relationship with the State system;
- encourage balanced debate about the federal system of government; and
- educate the general public about the parliamentary and electoral system through programmes for school students and public forums, seminars and conferences for adults.

Up until recently, the Centre has been the only complex of its kind in Australia. It gives Western Australians the opportunity to learn about our federal system of State and Commonwealth government and to explore current issues.

The Centre is housed in a restored heritage building close to Parliament House in West Perth. The WA Electoral Commission's Electoral Education Centre is in the same complex and sub-lets accommodation from the Centre.

The review was prompted by:

- the changing Western Australian public sector environment as a result of reform directions (including Machinery of Government);
- restraints on expenditure; and
- the recent opening of the Australian Constitutional Centre at the High Court, Canberra.³

The review was undertaken by Ms Jan Saggars, Managing Director of The Nexus Network, and Ms Catherine Sambell, Senior Consultant with The Nexus Network.

1.2 Terms of Reference

The Terms of Reference for the review stated that 'The consultant shall review and make recommendations having regard to restraints on expenditure, with specific reference to:

- The structure, operations/activities and resources (human, financial, and facility);
- The performance of the Centre in meeting aims and objectives (including identification of any impediments impacting on performance and how these might be resolved);
- Synergies with services provided through the Francis Burt Law Education Programme;
- The 1995 Report of the Malcolm McCusker Constitutional Committee that recommended the establishment of the Constitutional Centre;

³ Terms of Reference from Department of the Premier and Cabinet to The Nexus Network, *Review of the Constitutional Centre of Western Australia*, D1802882.

- Evidence of any improved understanding of Constitutional matters since the Centre's opening over 20 years ago;
- The interdependencies (existing or potential) that contribute to the Centre meeting its objectives;
- The potential for efficiencies through the digital transformation of its services; and
- Improved value for money outcomes through alternate services delivery models and/or re-allocation of responsibilities (where logical synergies exist) to other government departments e.g. State Library of WA, Parliament etc.'

1.3 History of the Centre

The Constitutional Centre was officially opened by then Premier Richard Court on 29 October 1997, following Recommendation 33 of the 1995 Western Australian Constitutional Committee, chaired by Mr Malcolm McCusker QC. The recommendation read:

It is recommended that the State Government support the establishment of a Constitutional Centre, incorporating a museum and with community education functions, ideally to be situated near Parliament House.⁴

According to a key proponent of the Centre, Professor Harry Phillips OAM:

...there had been more than a decade of promotion of the notion of a Centre which had captured some of the historic commitment to citizenship and civic education which had dated back to ancient times and had periodically been a component of Western Australia's school curriculum framework. With the prospect of an Australian republic in the air and the recognition of the need for a better understanding of our political and legal system there was a fortuitous confluence of forces. The State and national constitutional climate with the republic question being given focus, combined with the articulation of the civic education tradition, led the Court Government of the day to demonstrate an innovative perspective in creating the Centre.⁵

The Centre had also been given impetus by the Royal Commission into Commercial Activities of Government and Other Matters (1992) and the subsequent Commission on Government (December 1995) which recommended that:

To enhance public scrutiny of the government system and to prevent corrupt, illegal or improper conduct, the government should make a much greater effort to (a) ensure easily accessible information about the operation of government is available to the public (b) provide and fund civics education and ensure that in the conduct of government, there is regular and wide ranging consultation with the broad community.⁶

As mentioned above, the principal aims of the Centre were:

- To promote awareness of our federal system of government with particular emphasis on its constitutional basis.
- To encourage balanced debate about the development of the system; and
- To educate the general public of Western Australia about our electoral and parliamentary system.

⁴ Dr Harry Phillips, *The Foundation of the Constitutional Centre* The Foundation of the Constitutional Centre (April 2009) The Constitutional Centre of Western Australia.

⁵ Ibid.

⁶ Ibid.

These aims broadly fit the definition of 'civics education' – i.e. 'an identifiable body of knowledge, skills and understandings relating to the workings of society, including Australia's political and social heritage, democratic process, [parliament and elections], government, public administration and judicial system.'⁷

The Centre's specific goals and objectives were:

- the Centre should be the focal point for civics education in WA and be highly respected at both the State and national levels as a leader in the field;
- the Centre should be known as a dynamic and exciting place to visit on a regular basis;
- Centre programmes should be responsive to current issues and contemporary themes;
- providing an historical perspective is an important part of the Centre's role;
- Centre programmes should encourage learned discussion and research as well as popular debate;
- there should be a balance between providing information and stimulating debate; and
- the Centre should provide high quality services to regional Australia.⁸

1.4 Staff structure and governance

The Centre originally comprised seven positions – an Executive Director, two Education Officers, a Communications Manager, a Curator and administrative support⁹. Its current establishment shows eleven positions including four Casual Presenters however only eight positions are filled, at a total of 7.6 FTE: a Manager, 2.6 FTE of Education Officers, two Casual Presenters, an Executive Officer and a Receptionist¹⁰. Some Casual Presenters are also engaged to deliver presentations, although the Casual Presenter budget was reduced in March 2017, resulting in a reduction in the number of presenters from three to two.

At the time of the Centre's creation, an Advisory Board was also established to help formulate the policy direction of the Centre. Mr Malcolm McCusker QC was the inaugural Chairman of the Advisory Board and the Deputy Chair was former Labor Party Deputy Premier and Leader of the Opposition, Hon. Ian Taylor. To ensure political balance and bipartisan support one of the other Advisory Board members was former Liberal Party Minister and Leader of the Opposition, Hon. Bill Hassell.

The Advisory Board continued to function, albeit with a variety of different members, until June 2017 when the then Chair, Hon. Cheryl Edwardes, resigned. The Board's role in recent years, as stated in its Strategic Plan 2015 – 2017 was to:

- Provide overall strategic advice to the Minister in regard to activities of the Centre
- Provide advice on appropriate subject matter for exhibitions and educational activities for the Centre
- Provide an avenue for community consultation on the effectiveness and appropriateness of the Centre's programmes¹¹.

⁷ Australian Public Service, *Whereas the people: civics and citizenship education*, Report of the Civic Expert Group (1994) 6.

⁸ Ibid.

⁹ Internal memo from Kathryn Andrews, *Constitutional Centre*.

¹⁰ Department of the Premier and Cabinet, *Establishment Report*, (2018).

¹¹ Constitutional Centre of Western Australia, *Advisory Board Strategic Plan 2015 – 2017*.

1.5 Current context

In 2017 civics and citizenship was made mandatory for Western Australian students in Years 3-10. It became a component of the Humanities and Social Sciences (HASS) Curriculum. This led to an increase in demand for the services of the Constitutional Centre.

2.0 Methodology

The methodology for the review comprised:

- consultation with key stakeholders of the Constitutional Centre (see list below);
- analysis of documentation related to the Centre (see list below);
- a review of relevant online materials (see list below); and
- observations of school tours conducted at the Constitutional Centre, the WA Electoral Commission Education Centre, Parliament House and the Francis Burt Law Centre.

The following stakeholders were consulted. All consultations were confidential, but stakeholders were provided the option of remaining 'off record' or being 'on record'.

2.1 Stakeholders consulted

The table below lists the 52 stakeholders consulted during the review, their roles and the method by which they were consulted (face-to-face, in writing, telephone).

STAKEHOLDER	ROLE	CONSULTATION METHOD	
Hon. Robert French AC	Immediate past Chief Justice of the High Court of Australia	Face-to-face	
Mr Richard Court	Former WA Premier	In writing	
Mr Malcolm McCusker AC CVO QC	Former Advisory Board Chairs	Face-to-face	
Hon. Bill Hassell		Face-to-face	
Hon. Cheryl Edwardes AM	Former Advisory Board Members	Face-to-face	
Assoc. Prof. Sarah Murray		Face-to-face	
Hon. Ray Halligan		Face-to-face	
Prof. David Black AM		Face-to-face	
Mr Grant Donaldson SC		Face-to-face	
Dr Janice Dudley		Face-to-face	
Hon. Christine Wheeler AO		Face-to-face	
Ms Diana Warnock OAM		Face-to-face	
Prof. Harry Phillips AM FACE		Former Advisory Board Member and Chair of the Education Reference Group	Face-to-face
Hon. John Cowdell AM		Former President of the Legislative Council	In writing

STAKEHOLDER	ROLE	CONSULTATION METHOD
Hon. Kate Doust MLC	President of the Legislative Council	Face-to-face
Hon. Peter Watson MLA	Speaker of the Legislative Assembly	Face-to-face
Hon. Peter McHugh	Former Clerk of the Legislative Assembly	In writing
Mr Nigel Pratt	Clerk, Legislative Council	Face-to-face
Mr Rob Hunter	Executive Manager, Parliamentary Services	Face-to-face
Ms Kirsten Robinson	Clerk, Legislative Assembly	Face-to-face
Mr Peter Dooley	Parliamentary Education Officer, Parliamentary Education Office	Face-to-face
Mr Jeremy Buxton	WA Constitutional Committee Member	In writing
Ms Belinda Corey	Director Parliamentary Information and Education	Face-to-face
Mr David Kerslake	WA Electoral Commissioner	Telephone
Mr Chris Avent	WA Electoral Commission Deputy Electoral Commissioner	Face-to-face
Mr Justin Harbord	WA Electoral Commission Director Enrolment and Community Education	Face-to-face
Mr Nigel Bushby	WA Electoral Commission Manager WA Electoral Education Centre	Face-to-face
Ms Margaret Allen PSM	State Librarian	Face-to-face
Mr Duncan Ord	Director General, Department of Local Government, Sport and Cultural Industries	Face-to-face
Mr Alec Coles	Chief Executive Officer, WA Museum	Telephone
Mr James Jegasothy	Director, Community Engagement and Strategy, Office of Multicultural Interests	Telephone
Ms Morgen Lewis	Chief Executive Officer, Auspire - The Australia Day Council (WA)	Face-to-face
Ms Kirsten Larkin	Program Manager Auspire - The Australia Day Council (WA)	Face-to-face
Ms Lisa Belde	Manager Constitutional Centre	Face-to-face
Ms Lynn Horton	Executive Officer Constitutional Centre	Face-to-face
Ms Jacquelyn Smith	Education Officers, Constitutional Centre	Face-to-face
Ms Joanne Gibbs		Face-to-face
Ms Remie Paulik		Face-to-face
Ms Della McCay	Receptionist Constitutional Centre	Face-to-face
Ms Carolyn Mutzig	Casual Presenter, Metropolitan Constitutional Centre	Face-to-face
Mr Wayne (Ewen) Mitchell		Telephone
Ms Maggie Kennedy-Piper	Casual Presenter, Regional Constitutional Centre	Telephone
Ms Karen Webster	Director Teaching and Learning Services, Department of Education	Telephone
Ms Sam Boswell	Education Officer Curriculum Support, Department of Education	Telephone
Mr Stephen Powell	A/Principal Consultant Teacher Development, Teaching and Learning Services, Department of Education	Telephone
Ms Letitia Michael	Head of Learning Area Humanities, Canning Vale College	In writing
Ms Wendy Conti	Coordinator Teacher Development Schools Humanities and Social Sciences, Harmony Primary School	Telephone

STAKEHOLDER	ROLE	CONSULTATION METHOD
Ms Maree Whitely	Coordinator Humanities and Social Sciences, Independent Schools Association WA	Telephone
Ms Linda Cranley	Senior Lecturer Primary Degree Coordinator, School of Education, University of Notre Dame	Telephone
Mr Mike Filer	President, Political and Legal Educators Association of WA	Telephone
Mr Jim Thomson	Legal Officer, State Solicitor's Office	Telephone
Mr Dean Curtis	Manager, Francis Burt Law Education Programme, Law Society of WA	Telephone

Note: A small number of additional stakeholders were invited to participate in the review but were unable to do so.

2.2 Documents analysed

The following documents were analysed during the review.

- Internal memo (undated) prepared by Ms Kathryn Andrews, State Administration and Corporate Support
- Constitutional Centre Establishment Report, 31 January 2013, 30 June 2014, 2 June 2016, 31 May 2018
- Public Accounts Committee Report on the Administration of the Constitutional Centre of Western Australia, Report No. 43
- Report of the Malcolm McCusker Constitutional Committee, January 1995
- Summary Attendances at the Constitutional Centre from July 2013 to June 2018 (unaudited)
- Attendances at Constitutional Centre Current Year July 2016 to June 2017 and July 2017 to June 2018
- Annual Report, Department of the Premier and Cabinet, 2016 - 2017
- Constitutional Centre Manager's Reports to the Advisory Committee from November 2016 to June 2018 (note that January to June 2018 report was not submitted to the Advisory Board as the Board ceased to function in October 2017)
- Constitutional Centre Advisory Committee Strategic Plan 2015 - 2017
- Sample of Rescheduler Database 17 - 23 June 2018 showing all bookings for that week
- Sample Education Programme calendar for 18 - 20 June 2018 showing education activities for that period
- Constitutional Centre Budget Construct, 12 June 2018
- Constitutional Centre Budget Overview Summary 2001 - 02 to 2017 - 18 (totals including project funding and grants)
- Education Programme Evaluation Forms - 89 forms 2016 - 2018
- Sample of written feedback on Constitutional Services provided by various customers and users of the Centre - 15 emails/letters 2017 - 2018
- School Programme Satisfaction Ratings 2016 - 2017 and 2017 - 2018
- Role of the Constitutional Centre Advisory Board produced by the Department of the Premier and Cabinet for the Advisory Board Meeting 14 August 2017
- Summary of Constitutional Centre Annual Budgets 2001 to 2018
- Establishment Reports 2013, 2014, 2016 and 2018
- Various emails between consultants and stakeholders
- Various hard copy and electronic resources as part of tours and visits

2.3 Websites reviewed

The websites of key civics and citizenship education providers were reviewed as follows.

Department of the Premier and Cabinet Constitutional Centre Website

The Constitutional Centre's website materials were reviewed including the following.

- an overview of the Constitutional Centre's foundations and aims;
- general information such as location, buildings/facilities and Annual Reports;
- promotion of key upcoming events - including those hosted at the Constitutional Centre - and also those of general relevance such as International Day of Democracy 2018;
- promotion of opportunities for the public to access the Constitutional Centre such as during Perth Heritage Weekend 2018;
- governance information relating to the operation of the Constitutional Centre;
- information about the schools' programme including programme overviews, visits, professional learning and resources and how to make a booking;
- promotion of the Civics Educations Network which includes information the WA Electoral Education Centre, Francis Burt Law Education Programme and Parliamentary Education Programme and their respective websites;
- information on the democratic system of government, federation, the constitution, democratic voting processes and proportional representation vote counting system;
- a series of worksheets specifically for primary school students, aimed at International Day of Democracy 2018
- research and seminar papers relating to: recent lectures held at the Constitutional Centre; issues papers; and titles of publications available by hard copy;
- transcripts of the Sir John Forrest Lectures 2013 to 2017;
- a series of online exhibitions containing text and photographs about key events related to the constitution;
- information about the 175th Anniversary of the founding of Western Australia celebrated in 2004; and
- information about accessing Cabinet Records which acknowledges the State Records of Western Australian, the Constitutional Centre and the Department of the Premier and Cabinet and their respective roles.

The Special Excursion Programmes and Teachers' Notes for Exhibitions Online pages were under review when this report was written.

The website states that the schools' programmes are linked to the Early Years Learning Framework and WA Curriculum but does not provide any mapping documentation.

Consultants also saw samples of hard copy materials which were used in the delivery of some of the education programs.

For comparison purposes the consultants also reviewed the websites and some hard copy resources belonging to other key civics education programmes in Western Australia.

Francis Burt Law Education Programme Website

The Law Society of Western Australia operates the Francis Burt Law Education Programme, which is part of the Law Society's 'Community' offerings and includes the Old Court House Law Museum, the Mock Trial Competition for schools, pro bono legal assistance and Law Week which showcases a series of events and information sessions about law and justice in the community.

The Francis Burt Law Education Programme website contains materials including:

- an overview of the aims and content of the Francis Burt Law Education Programme;
- general details such as location and contacts;
- information about court visits and legal education activities for students and adult groups, professional development, FAQs and activity options. The activity options under the 'court visits' page includes a map of the activities to the WA Curriculum according to year group;
- student and teacher pre/during/post visit resources according to year group, also mapped to the WA Curriculum;
- various other general/advanced level education resources (including activities and worksheets) for schools and the community;
- special programmes and events for schools and the community (including a professional learning programme schedule for teachers and other professionals); and
- testimonials from key legal professionals and service users about the importance of citizens understanding the judicial system.

Western Australian Electoral Commission Education Centre

The WA Electoral Commission website provides an overview of the Western Australian Electoral Commission's commitment to raising electoral awareness in all sectors of the community. The WA Electoral Education Centre, co-located at the Constitutional Centre, is the main way in which this is provided.

The WA Electoral Education Centre website includes:

- information on student visits including a virtual tour, programmes available, facilities and booking enquiries;
- the outreach programme for primary and secondary students, students with disability, adult education and community groups (including CALD);
- student elections including the teacher's resource for running a student election; and
- the Ballot Box loan programme.

Parliamentary Education Office

The Parliamentary Education Office is a unit with the Parliament of Western Australia which provides education services for students and others about the history, role and functions of the Parliament of Western Australia. The Parliamentary Education Office website includes information on:

- general information about the Parliamentary Education Office including its key services;
- teacher and student resources, information about Parliamentary education programmes and a section dedicated to new migrants and people with English as additional language. Teacher resources include professional development resources and a calendar of professional development activities. All materials and resources are mapped to the WA Curriculum;
- Parliament tour and visit information;
- information about how Parliament works including the Legislative Council and Assembly;

- historical information on Parliament House buildings and artefacts;
- publications such as fact sheets, FAQs and a newsletter; and
- a special section on 'Parliamentary Firsts'.

Materials and resources are tailored also tailored to support CALD visitors, new migrants and students with special needs.

Australian Constitution Centre

The Australian Constitution Centre at the High Court Canberra opened on 9 April 2018. It was a collaborative project between the Constitution Education Fund Australia and the High Court. The website includes:

- an overview of the Australian Constitution Centre;
- information about the Australian Constitution, its origins and principles as well as information about the High Court; and
- resources including links, FAQs, quizzes, lesson plans, significant materials such as scripts, biographies, posters and worksheets.

The website materials focus on the Australian Constitution and curriculum. The Australian Constitution Centre does not currently offer any professional development however this is planned for the future.

2.4 Site visits/tours conducted

The following site visits and tours as well were undertaken.

- Informal tour of the Constitutional Centre including the Western Australian Electoral Commission Education Centre.
- Participation in two Constitutional Centre and two Western Australian Electoral Commission Education Centre education activities for primary aged children.
- Self-guided tour of the Old Court House Law Museum.
- Observation of mock court trial activity as part of the Francis Burt Law Education Programme.
- Guided educational tour of Parliament.

3.0 Limitations of the Review

The consultants acknowledge the following limitations of the Review.

- Stakeholders consulted were mostly supporters and/or users of the Constitutional Centre with a strong, in some cases vested, interest.
- Non-users of the Centre were not canvassed.
- The review was intentionally not a detailed cost-benefit analysis of the Centre nor of future options.
- The reviewers have worked with the data/statistics made available to them and acknowledge the existence of some gaps in that information (e.g. performance and appropriation data).

4.0 Findings: Terms of Reference

4.1 The structure, operations/activities and resources (human, financial, and facility)

KEY FINDINGS

- **The Constitutional Centre's main focus is education activities for school students through incursions and excursions. The Centre's public education programme and online offerings are currently underserved.**
- **The Centre's appropriation has decreased by approximately 18% from 2014/15 to 2018/19.**
- **Overall staffing levels have effectively been reduced since 2013 due to a reduction in the number of Education Officer and Casual Presenter positions. Some positions have been left vacant due to budget correction measures.**
- **Strategic management is currently also underserved, particularly performance planning and measurement.**
- **The facilities are fit for purpose. The heritage listed status of the buildings poses some limitations however these can be either overcome or managed in order to achieve greater access to and usage of the overall site and surrounds.**

4.1.1 Operations and activities

The Constitutional Centre's main focus is the provision of free education activities to school students from years 1 to 12 through the delivery of programmes in schools (school incursions) and on site at the Constitutional Centre (school excursions). A very small number of teacher professional development events are held. The Constitutional Centre also runs public events on legal/constitutional matters and provides a venue for other organisations' similar events. It is open to members of the public to visit the building and exhibitions/displays when it is not being used for other purposes.

The primary school programme includes:

- two incursion-only options;
- nine incursion or excursion options; and
- one special excursion programme.

The secondary school programme includes:

- seven incursion or excursion options: and
- one excursion-only option.

The programme's materials are aligned with the Humanities and Social Sciences learning outcomes relating to civics and citizenship in the WA Curriculum.

The events programme for adults and mature aged students focuses on the provision of legal and constitutional seminars and lectures and events such as Rostrum public speaking. The premier public event is the annual Sir John Forrest Lecture.

There is a static exhibition in the main hall of the building.

Based on activity statistics for 2016/17 and 2017/18 the table below provides an overview of the extent of key services and activities provided by the Constitutional Centre.

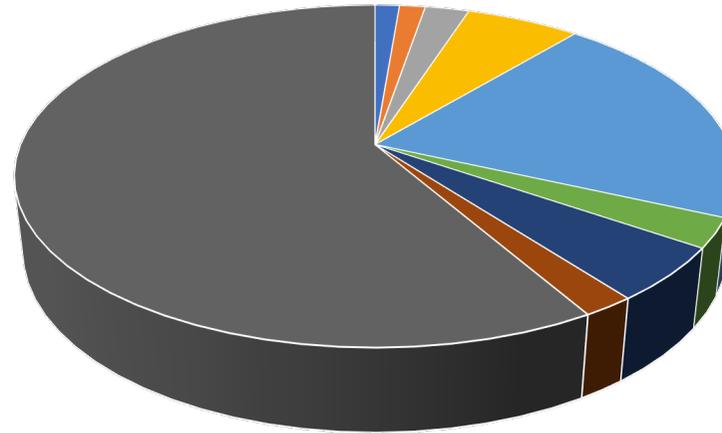
Extent of key services and activities

ACTIVITY	EXTENT OF INVOLVEMENT	COMMENTS (e.g. partners in service delivery)
Incursions to metropolitan schools	Extensive	Delivered solely by staff of the Constitutional Centre.
School excursions to the Constitutional Centre	Extensive	School tours of the Centre typically include students also undertaking WA Electoral Education Centre activities. A tour of Parliament is sometimes included.
Incursions to regional schools	Moderate	A Constitutional Centre Casual Presenter is based in Bunbury and delivers programmes to schools within a two hours' drive, on average three days per week. The Casual Presenter sometimes also delivers a joint programme called 'Making Laws' on behalf of the WA Electoral Education Centre.
Loan Boxes for regional and remote schools	Moderate	Loan Boxes include material from the Constitutional Centre, the WA Electoral Education Centre, and the Francis Burt Law Education Programme. The Constitutional Centre coordinates the compilation/dissemination/return/maintenance/evaluation of Loan Boxes on behalf of all three organisations.
Provides online civics education materials	Moderate	Solely on behalf of the Constitutional Centre.
Pre-service teacher development	Moderate	Mainly delivered at teacher training institutions including: <ul style="list-style-type: none"> - Notre Dame University early years and primary, masters intensive and under graduate programmes; secondary masters and under graduate programmes; and - University of Western Australia early years and primary programmes. Edith Cowan University secondary/post graduate and under graduates visit the Constitutional Centre for training.
Advocacy/Networking/Relationship Building/Support	Moderate	Ongoing networking with groups mentioned above. <p>Additional support is provided to the Political and Legal Educators Association of Western Australia to develop civics and citizenship resources.</p> <p>Also, additional support to the WA Electoral Education Centre and the Francis Burt Law Education Programme such as through informal cross promotion and coordination of programmes and visits, and the Loan Boxes.</p> <p>A comprehensive contact list is maintained which includes groups mentioned above, and individual teachers who have accessed services.</p>
Legal/constitutional seminars/	Limited	Legal/constitutional seminars are planned and delivered with input from the Advisory Committee (which ceased to operate in October 2017), the legal profession and other organisations such as: UWA

ACTIVITY	EXTENT OF INVOLVEMENT	COMMENTS (e.g. partners in service delivery)
events/conferences (for schools and members of the legal fraternity, e.g. Schools Constitutional Conventions)		Law School, Australian Association of Constitutional Law, Australian Institute of Administrative Law, Electoral Regulation Research Network, Political and Legal Educators of Western Australia, John Curtin Institute of Public Policy, Murdoch Law School, Notre Dame University, Anglo Australasian Law Society of Western Australia, and constitutional law experts. The Constitutional Centre primarily staff the events.
Public (group) tours	Limited	Public access is extremely limited due to school visits and events held at the Constitutional Centre and public tours or 'walk ins' appear not to be promoted. The building is secure at the front entrance and visitors must be admitted by reception.
Professional development of teachers	Limited	The Constitutional Centre aims to provide two to three professional development events per year. From January to September 2018 there were two events run for primary teachers, both on a Saturday. During school holiday periods teachers sometimes visit and talk with the Education Officers. Assistance is provided to home schooling parents (frequency and volume unknown) via telephone or when home schooler networks visit for excursions. Teachers can access general information on the Constitutional Centre website but there are no specific teacher learning materials online. Teacher professional learning is sometimes delivered as part of regional visits.
Venue for conferences/meetings/citizenship ceremonies	Limited	Regular users of the venue for meetings include Rostrum Club 33, PLEAWA, Perth Trefoil Guild, The Piddington Society.
Student Constitutional Convention – two days per year for Years 11 and 12 Politics students (100 students per day)	Limited	Promoted through networks such as Political and Legal Educators Association of Western Australia. Linked to the National Schools Convention.
Exhibitions/displays/artefacts	Limited	Static. Limited exposure of exhibitions to students or the public. When events are run the exhibitions need to be moved. Displays are not updated regularly.
Facilitation of advice on constitutional matters	Minimal	On occasion, the Centre has been approached for advice on Constitutional matters (e.g. in relation to the recent citizenship crisis). Advisory Board members with relevant legal expertise have provided information.
Individual visits (walk-ins)	Minimal	Any walk in tours which are conducted tend to be informal.

The chart overleaf provides an indicative breakdown of the Constitutional Centre's key activities.

Breakdown of Relative Efforts July 2017 to June 2018



- Individual Walk Ins - 1 835
- Public Enquiries - 1 942
- Community Groups - 3 307
- School Excursions to Centre 8 561
- Centre Incursions to Schools - 28 928
- Making Laws - 3 909
- Regional Delivery - 7 151
- Loan Boxes - 2 804
- Website Hits - 82 060

Key definitions for services and activities in above chart

ACTIVITY/SERVICE	DEFINITION
Individual Walk Ins	Total number of visitors, including those exploring venue hire
Public Inquiries	Phone calls for school bookings/venue hire/constitutional questions/twilight seminar questions
Community Groups	Scheduled and booked visits by community groups, venue hire numbers, other events (total number)
School Excursions to the Centre	Total number of students visiting the Constitutional Centre to undertake a programme/s
Centre Incursions to Schools (Metropolitan)	Total number of students who attend a programme delivered at their metropolitan school
Making Laws	Total number of students attending a joint Constitutional Centre/WA Electoral Education Centre programme
Regional Delivery	Total number of students attending regional outreach programmes (delivered regularly by a Casual Presenter based in Bunbury)
Loan Boxes	Material sent to regional and remote schools (include material from the Constitutional Centre, WA Electoral Education Centre programme, Francis Burt Law Education Programme)
Website Hits	Page views accessed per month (data source: Google Analytics). *Figures are minus a period of 10 days, when the website was unavailable.

Note: Activities such as networking and relationship building, as well as operational management, are not accounted for in the chart.

The above chart suggests the website is the most commonly accessed service provided by the Constitutional Centre. However, it is not possible to analyse which pages of the website were accessed and whether/to what extent the website serviced the needs of users e.g. users may have only clicked on to the home page and no others. The Constitutional Centre does not dedicate much effort to the website as staff believe the most effective way to deliver school education programmes is through face-to-face presentations. Staff also believe that they do not have technical skills inhouse to develop the online offerings or website presence beyond its current state.

The next two largest portions of the Constitutional Centre's business are school incursions and excursions. This appears to correlate with the amount of resources and effort staff report as devoting to these activities. A much smaller portion of the Centre's business relates to wider community (adult) education.

In order to deliver some of the above services, the Centre collaborates with other organisations. Key interactions relate primarily to organisations that the Constitutional Centre collaborates with on the delivery of school programmes (i.e. WAEC and to a lesser extent, Parliament) and to organisations that the Centre collaborates with on the running of events. These interactions are explored in further detail in section 4.3 of the report.

Around 2015 the Constitutional Centre reduced its dependence on paper-based records and manual processes by creating an Excel data base to maintain certain records. This was done inhouse and it is unclear whether this system is aligned to or meets the Department of the Premier and Cabinet's corporate systems requirements. Electronic forms were also developed which assisted with efficiency and accuracy. Bookings are managed using an electronic information recording system called 'Rescheduler.' Statistical data on business activities and reporting is also done via Rescheduler. Finance information is managed via the Department of the Premier and Cabinet finance system. Constitutional Centre staff report that the updated system and processes make it more efficient to schedule and programme the use of resources. The Receptionist position manages the intranet and internet.

4.1.2 Budget

The following is based on budget information available to the review which did not include complete data.

4.1.2.1 Projected 2018/19 budget

The Constitutional Centre's projected operating budget for 2018/19 consisted of:¹²

- salaries;
- employee benefits (superannuation, training, FBT and other unspecified benefits); and
- supplies and services (communication and contracts, accommodation and other unspecified expenses).

The projected operating budget at the time of this report was \$1 031 889. The salaries component was \$638 174 (not including 'other allowances' and 'employee benefits').

As at the time of this report the Constitutional Centre had two known sources of revenue: venue/facilities hire (\$9 000) and recoup for lease expense from the Western Australian Electoral Commission (\$75 000).

¹² Budget Construct: Constitutional Centre (12 June 2018).

4.1.2.2 Budget variances over time

For the years 2005/06 to 2008/09 the Centre appeared to receive grants and/or project funding in addition to its operating budget. In 2009/10 and 2010/11 no additional grants funding was received. In 2011/12 no additional grants funding was received however the Centre was allocated additional funding for two special purpose projects. From 2012/13 up to and including 2018/19 there were no grants received.

Staff at the Centre also reported that Casual Presenters, once employed on long term contracts and now employed on short term contract for a number of months at a time, were heavily relied upon to provide capacity for the delivery of the school education program. Over time budget for Casual Presenters has been reduced and is now capped at \$75 000 for 2018/19. Budget amount for Casual Presenters prior to 2015/16 is unknown, however for the years 2010/13 to 2017/18 the funding allocated to casual salaries varied as follows.

YEAR	Casual Salaries Amount
2015/16	\$67 000
2016/17	\$46 000
2017/18	\$50 000
2018/19	\$75 000 (capped)

The table below shows appropriation figures from 20013/14 to 2017/18.

Annual Appropriation 2012/13 to 2017/18

YEAR	APPROPRIATION
2012/13	\$1 255 855
2013/14	\$1 227 527
2014/15	\$1 226 537
2015/16	\$1 041 737
2016/17	\$1 019 950
2017/18	\$1 031 889
2018/19	\$1 031 889

Notes and assumptions:

1. The figure provided in the 'Budget Construct: Constitutional Centre (12 June 2018)' does not include revenue.
2. It is assumed that revenue is not included in the budget figures for 2012/13 through to 2017/18.

It appears that the Constitutional Centre's budget decreased by approximately 18% from 2014/15 to 2018/19.

Coupled with the 'on paper' budget reduction, some staffing positions in recent years have been left vacant due to budget correction measures which were introduced across government.

Stakeholders commented that the Constitutional Centre has been 'running on the smell of an oily rag' for some time and that there hasn't been a 'spare dollar to be found anywhere'.

I think it remarkable value for the expenditure involved. - John Cowdell

In spite of this, and to the credit of the staff, one stakeholder said that government was getting very good value compared to the financial investment being made. Another stakeholder said that the venue is a 'low cost venue (for conferences) compared to others.' Two Department of Education stakeholders felt that overall the Constitutional Centre was relatively well staffed and achieves a lot with the available resources.

The WA Electoral Commission leases premises from the Department of the Premier and Cabinet at the Constitutional Centre from which it operates its WA Electoral Education Programme. It also uses the premises for the following other purposes:

- the Western Australian Electoral Commission disaster recovery location. There is a physical server and telecommunications network stored in the Constitutional Centre's IT area. One of the WA Electoral Education Centre rooms has the capacity for eight workstations to be stood up in the event of a disaster;
- a polling station when required;
- a training venue for staff who work at polling places during elections; and
- community education activities such as the CALD community events held in conjunction with the Constitutional Centre and the Australia Day Council Western Australia in February/March/May 2018.

The Western Australian Electoral Commission pays for its own IT and email network systems however its voice communications operate off the Department of the Premier and Cabinet phone lines and its phone number is part of the Department of the Premier and Cabinet subnetwork.

If the Western Australian Electoral Commission could not continue its current lease of premises it would need to relocate and replicate the facilities as closely as possible which would have a considerable impact (cost/disruption). This is explored further in section 4.3.

The Constitutional Centre's Casual Presenter based in Bunbury delivers one of the WA Electoral Education Centre's programmes on a cost recovery basis (from the WA Electoral Education Centre). The Constitutional Centre also coordinates the Loan Boxes on behalf of the WA Electoral Education Centre and informally cross promotes the WA Electoral Education Centre's programmes.

There are no cost or resource sharing arrangements in place between the Constitutional Centre and the Parliamentary Education Office. Stakeholders from the Parliamentary Education Office said that there was a willingness to subsume the Constitutional Centre's education programme however it would require the space currently available at the Constitutional Centre and some of its financial resources. There was a view held by those stakeholders that the Constitutional Centre's educational services could possibly be delivered more cost effectively than they are currently.

4.1.3 Human Resources

Many stakeholders, including staff at the Constitutional Centre and previous Advisory Board members, commented that the staff work very hard and are very devoted and passionate about their work. They 'do whatever is needed' to get the job done and deliver high quality services. They work long and sometimes unpaid hours.

The Constitutional Centre is reliant on the goodwill of the staff. - Janice Dudley

The Constitutional Centre originally comprised seven positions - an Executive Director, two Education Officers, a Communications Manager, a Curator and administrative support¹³.

As at 31 May 2018 the Constitutional Centre establishment report shows 11 positions:

- 1 x Manager (*Note: The Centre is now led by a Manager rather than an Executive Director*)
- 4 x Education Officers
- 4 x Casual Presenters
- 1 x Executive Officer
- 1 x Receptionist

A total of eight positions were filled as at 31 May 2018 (total of 7.6 FTE):

- 1 x Manager
- 3 x Education Officers (one of which is filled part-time at 0.6 FTE)
- 1 x Executive Officer
- 1 x Receptionist
- 2 x Casual Presenter

A sample of establishment reports for the years 2013, 2014, 2016 and 2018 show that the positions filled by the Constitutional Centre dropped from 12.6 FTE in 2013 to 7.6 FTE in 2018.

Sample of recent Constitutional Centre Establishment Reports - FTE filled

YEAR/DATE	POSITIONS NUMBERS SHOWN ON ESTABLISHMENT REPORT	NUMBER OF STAFF	NUMBER OF EDUCATION OFFICER POSITIONS	NUMBER OF EDUCATION OFFICERS EMPLOYED	NUMBER OF CASUAL PRESENTER POSITIONS	NUMBER OF CASUAL PRESENTERS EMPLOYED
31 January 2013	15 *five people are listed as being held against one Casual Presenter number	12 - at 11.6 FTE	5 *includes one Senior Education/Programme Officer	5 *includes same staff member held against Manager and Senior	8	6

¹³ Internal memo from Kathryn Andrews, *Constitutional Centre*.

				Education/Programme Officer positions		
30 June 2014	16	12 - at 11.6 FTE	5 *includes one Senior Education/Programme Officer	4	10	7
2 June 2016	13	12 - at 11.6 FTE	5 *Senior Education/Programme Officer abolished	5	6	5
31 May 2018	11	8 - at 7.6 FTE		3	4	3

The information above indicates that there has been a decline in staffing numbers since 2013, including in key positions (Education Officers, Casual Presenters). In recent years the Casual Presenter salary budget has also been capped. Some positions have not been filled due to budget pressures and the need to generate savings.

The current structure and staffing/position breakdown presents a number of issues. Owing to the fact that there are no dedicated events staff, some staff members often work long hours to run events. They (and other staff in the course of their normal duties) accrue flexi-hours which are sometimes difficult to clear because staff are already fully committed during normal working hours in the delivery of the school education programme. When staff are on leave there is no one to replace them. This situation often leads to staff working when ill because they do not want to cancel school incursions or excursions. Staff uniformly reported that they were working to and exceeding capacity and had concerns this was not sustainable. Further, they felt they could not meet demand for school education programmes due to a lack of staff resources.

One of the major impacts on the tight staffing budget is that the Manager is often required to deliver education programmes which detracts from her management responsibilities and more strategic duties.

Over time there has been a cut in staff numbers so that now there is no coverage if someone falls sick. In this case it's very hard to reschedule and it is very hard to explain to schools if one of the presenters can't make it. There is a worry that this might make the Constitutional Centre staff look unprofessional because we are all committed to providing the best possible service. This expectation creates pressure on staff when they might be unwell, particularly the Manager who has expertise in the high school content - there is no one to back her up and she is often very stretched. - Constitutional Centre Staff Member

One solution to staff resourcing issues is to reduce the level of service provided. However, staff reported that they were reluctant to do this because there was such a high demand and they were committed to reaching as many people as possible due to their belief in the importance of civics education.

The review concluded that business activities have been reduced to those which the staff are good at and what they can deliver with the available financial and human resources. Some areas of core business have been underserved because there have not been the resources available to properly attend to them.

4.1.4 Facility

The Constitutional Centre is located on Havelock Street West Perth and housed in a heritage building which was originally the old Hale School. The building dates back to 1858.

In terms of the building and facilities, there is a small number of car parking spaces (approximately 33) located on site and Constitutional Centre staff manage access to the car park through a security boom gate. Bus access for visiting students works well. Entry to and exit from the central courtyard is via a side gate, making it relatively secure - an attraction for teachers when they are running excursions.

Constitutional Centre staff are located in the main section of the building where Constitutional Centre programmes are held. It consists of:

- the hall, where exhibitions and events are held. There is a permanent static exhibition in the hall which is moved when events are run;
- board room;
- theatrette (used for the WA Electoral Education Programme);
- mini mock parliament debating chamber;
- one classroom;
- workroom that contains a photocopier and other administrative equipment, a sink, refrigerator and microwave for staff;
- three rooms currently used as office space; and
- one room which houses the distributions/communications storage cupboard and Executive Officer's desk.

A separate wing across the centre courtyard houses the WA Electoral Education Centre and consists of three rooms. One room is used as office space for WA Electoral Education Centre staff and two rooms for the delivery of electoral education programmes and other related activities of the WA Electoral Commission. This wing also has toilet facilities. Located in this wing is the Courtyard Meeting Room which is used by the Centre.

On the western side of the courtyard is the Hale Meeting room used for education programmes by the Centre.

Directly in front of the Constitutional Centre buildings, facing towards Parliament Place, there is a large grassed public area which is reachable by foot only a few steps from the entrance of the buildings. The grassed area is not secured.

The facilities as a whole are fit for purpose. The courtyard and grassed area make it ideal for visiting students to have lunch and move around during breaks. The physical proximity of the Constitutional Centre and WA Electoral Education Centre makes joint delivery and moving between rooms and programmes quick and easy.

The heritage status of the building means that there are limitations on what it can be used for and what modifications can be made to the building itself. The building currently has minimal access to technology however the review concluded that the existing IT limitations could be overcome or largely overcome without much cost or difficulty. This would make the building more accessible for events and other uses such as a training venue.

The building does not have commercial kitchen facilities and it has limited access points in and out of the building for the purposes of delivering catering and other equipment.

Dumas House security regularly patrols the building and its surrounds especially during the evening. The building and grounds are immaculately maintained. The Constitutional Centre contains several unique artefacts including purpose made furniture such as the board room table, and tapestries which attract the attention of tapestry enthusiasts across Australia. Aspects of the Constitutional Centre were originally intended as a museum however the displays and exhibitions have been reduced over time and now largely appear to be static. Staff said that it was expensive and difficult to update the exhibitions. The Constitutional Centre is not currently promoted as a museum site.

Overall the facilities are excellent. With some improvements to the IT access and services the building's uses could be extended.

4.2 The performance of the Centre in meeting aims and objectives (including identification of any impediments impacting on performance and how these might be resolved) and evidence of any improved understanding of Constitutional matters since the Centre's opening over 20 years ago

KEY FINDINGS

- **There is limited quantitative evidence about the effectiveness of the Constitutional Centre in (a) meeting its stated aims or (b) improving the public's understanding of Constitutional matters.**
- **Feedback from teachers and Centre stakeholders, however, suggests the Centre is highly effective in educating the students who are able to participate in its programmes, but could (resources permitting) in-service more teachers, service rural and remote areas better (either directly or via online materials), and further educate the wider public (adults in particular).**
- **More rigour is required in the identification of meaningful performance measures and the collection of performance data.**

As previously mentioned the Constitutional Centre aims to:

- promote awareness of the federal system of government with particular emphasis on its constitutional basis and the relationship with the State system;
- encourage balanced debate about the federal system of government; and
- educate the general public about the parliamentary and electoral system through programmes for school students and public forums, seminars and conferences for adults.

This review found only limited quantifiable evidence about the effectiveness of the Constitutional Centre in:

- meeting these stated aims and objectives; and
- improving the public's understanding of Constitutional matters since the Centre's opening in 1997.

In the years leading up to the Centre's opening, surveys had been conducted both at a national and State level which revealed low levels of public understanding of the Australian system of government and of the existence of Australian and State Constitutions¹⁴. These surveys, however, have not been re-run in recent times, hence it is not possible to use survey data to demonstrate an improved level of understanding of Constitutional matters since the Centre's opening some 20 years ago. This review has therefore relied on other measures to assess the performance of the Centre. These measures include:

- Centre activity statistics;
- teacher evaluations of Centre programmes;
- observations of Centre programmes in action;
- anecdotal evidence supplied by stakeholders for this Review; and
- related research.

4.2.1 Centre activity statistics (see also Section 4.1.1 above)

The Constitutional Centre's key business activities comprise services delivered to students and other groups, both at the Centre and through outreach visits to metropolitan and regional areas. Most of the Constitutional Centre's resources are devoted to conducting these activities.

The following table shows participant numbers in various Centre programmes between 2013/14 and 2017/18.

Key Business Activities/Service Statistics 2013/14 to 2017/18

ACTIVITY/SERVICE	YEAR				
	2013/14	2014/15	2015/16	2016/17	2017/18
School excursions to the Constitutional Centre (including the joint WA Electoral Education Programme 'Making Laws')	6 407	9 937	13 090	12 336	12 425
Centre incursions to schools (metropolitan)	28 513	26 741	28 837	32 362	28 928
Regional delivery	4 092	6 915	6 445	5 988	7 151
Individual walk ins	272	575	808	1 443	1 835
Community groups	7 905	2 783	3 055	5 664	3 307
TOTALS	47 189	46 951	52 235	57 793	53 646
GRAND TOTAL	257 814				

¹⁴ In August/September 1994 ANOP Research Services Pty Ltd were commissioned by the Department of the Prime Minister and Cabinet to conduct a benchmark study into the Australian community's knowledge about government, constitutional, citizenship and civics issues. Of the 2,504 survey respondents only 18% displayed any degree of understanding of the Australian Constitution. At the State level, a Keith Patterson Flashpoll Report (commissioned by Edith Cowan University) was conducted in 1995 and again in 1998. Respondents were asked "How much do you believe you know about Western Australia's Constitution?" Only 21% of the 1995 respondents knew 'something' or 'a lot' about it, leaving 78% who knew 'hardly anything', 'nothing' or were 'unaware that a WA Constitution existed'. In 1998, a year after the Constitutional Centre of Western Australia was established, the figure for people who knew 'something' or 'a lot' had increased significantly to 47%. (July Flashpoll Report, Patterson Market Research, July 1998). This increase, however, occurred in the lead-up to the 1999 Australian Republic referendum and most likely reflects the very public debate surrounding that issue.

Notes:

1. See 'activity/service definitions' provided in Chart 1, Section 4.1.1.
2. Consultants were unable to verify the accuracy of the activity statistics (i.e. some statistics were unaudited).
3. Pre-2013/14 statistics were not available.
4. Figures show only clients serviced, not demand.
5. 2013/14 and 2014/15 Regional Delivery data includes only programmes delivered regularly by a Casual Presenter based in Bunbury. No other general regional outreach visits occurred during those years.
6. Table includes key business activities only i.e. minus public enquiries, loan boxes and website hits.

The table shows an increase in school incursions, individual walk ins and community groups across the years 2015/16 and 2016/17. However, in the same years there was a drop in school excursions and regional delivery. Overall, the activity statistics increased during those two financial years. It is difficult to accurately accredit the increase in overall visitation numbers from 2015/16 to 2016/17 and the decrease in 2017/18 to any specific cause, due to gaps in data. However, it is possible to surmise that the increase coincides with higher staffing ratios at the Constitutional Centre in 2015/16 and 2016/17 compared to 2017/18. This conclusion is consistent with comments made by the Constitutional Centre staff but there may be co-existing factors which are not known to the reviewers. The noticeable increase in school incursions between 2015/16 and 2016/17 may be attributable to the fact that civics and citizenship was mandated in the Western Australian school curriculum effective in 2017. This increase was potentially offset in 2017/18 by the reduction in staffing.

It should be noted that there are multiple variables which act on each key service and activity which have not been fully explored as part of this review. For example, there is a dependency between the incursion and excursion figures. Because the Constitutional Centre has finite resources, an increase in incursions may impact on the number of excursions which can be accommodated and vice versa.

Further, the regional outreach program consists of two components: 1) incursions to schools by the Casual Presenter in Bunbury and 2) general outreach to community and other groups. With regard to the first component, incursions to schools, the Casual Presenter works on average three days per week and delivers to schools in a discrete area in the Bunbury region. Hence this figure does not represent 'state wide' school incursions as they are not offered. With regard to the second component, Constitutional Centre staff report that there are limits to how many regional outreach visits can be delivered without over servicing. This is because, in their view, the most effective regional outreach occurs in major centres rather than in small towns and there are limited number of regional centres available to be selected.

Yet another variable relates to the community group statistic, a component of which is public lectures and seminars which are in part opportunistic. In some years, there may be less opportunity for events to be organised and so this could be reflected as a drop in statistics.

In relation to the delivery of education programmes in the metropolitan area, a snapshot of the last week of Term 2, 2018 provides an indication of how many 'face-to-face' presentations are being delivered either on site at the Centre or in metropolitan schools. During that week, staff delivered 45 hours of face-to-face presentations. They estimated that they also spent 15 hours on travel to and from schools, or 31% of the total 60 'presentation' hours. The presentations were delivered by a total of six staff: two full time Education Officers, one part time Education Officer, the Centre Manager and two Casual Presenters (one based in the metropolitan area and one based in Bunbury).

	Incursion presentations (by staff to schools) *all metropolitan	Excursion presentations (schools visiting the Centre)	Total number of face-to-face hours
Hours including 15 hours travel	48 (or 80%)	12 (or 20%)	60
Hours excluding travel	33 (or 73%)	12 (or 27%)	45

Notes:

1. All hours are approximate and are samples only. The number of visits conducted in any one week changes and is subject to multiple variables.
2. The Centre classifies schools as either 'metropolitan' or 'regional' based on the Department of Education's listing of schools by district by education region (<https://apps.det.wa.edu.au/publicreports/SchoolsListGrouped0860.pdf>)

In relation to the number of metropolitan versus regional school visits, there were 347 conducted by Perth based Centre staff during 2017/18. Of those, 343 visits were to metropolitan schools and four were to regional schools. There was also a special regional outreach activity ('roadshow') where 13 school visits were conducted. Some visits involved more than one presenter attending and this allowed more students in the one school to be covered within a single visit. In addition to the above, the Casual Presenter based in Bunbury also conducted approximately 70 school visits. This made a total of approximately 430 school visits in 2017/18, approximately 80% of which were to metropolitan schools.

This information indicates two key points:

- most of the school programs delivered in the metropolitan area are delivered in schools, not at the Centre and this consumes about 80% of relevant staff member's time (including travel); and
- most school visits (80%) are to metropolitan, as opposed to regional, schools.

As a result of the number of variables and the limitations of the review in relation to data access and analysis, the above information represents general trends only. No conclusions are therefore made regarding the appropriateness of the number of schools visited or the number of clients serviced.

4.2.2 Teacher evaluations

At the conclusion of each programme delivered by Centre staff, teachers are asked to complete an evaluation form. For the purpose of this review, the Centre Manager provided 89 such evaluations to the reviewers. The forms covered programmes delivered between 2016 and 2018 and were for both school incursions and also school visits to the Centre. They represented 89 student groups from 67 schools across the government, independent and catholic school sectors, in both the metropolitan and regional areas. Over half the year groups (47) were Year 6 classes. There were also 14 Year 4 classes, 10 Year 5 classes, 10 Year 1-3 classes, 2 Year 9 classes, 1 Year 7 class, 1 Year 8 class, 1 Year 10 class and 3 unknowns. The concentration of classes in Years 4-6 reflects the Centre's focus on upper primary school students which, in turn, reflects the structure of the WA HASS Civics and Citizenship education curriculum.

The questions in the evaluation forms varied somewhat, depending on the programme and year group, but in general they covered the following ground:

- teachers' views on whether the programme is a "waste of time" or a "valuable experience", on a scale of 1-5;
- teachers' views on the Teacher's Resource Kit and reference material (distributed to the school with the letter/email confirming their visit); and

- the extent to which the teacher believed the programmes delivered by the Centre were appropriately linked to the School Curriculum and Standard Authority content descriptions/learning frameworks (now HASS Civics and Citizenship Content Descriptions), on a scale of 1-5.
- general comments.

The findings from the evaluation forms were overwhelmingly positive. They are summarised below.

- 97% of respondents gave the top rating of '5' to the question on whether the programme was worthwhile. 3% gave the second top rating of '4'.
- 98% of teachers gave the top rating of '5' to the question on the extent to which the programme content reflected the curriculum. 2% gave the second top rating of '4'.
- 70% respondents reported that they had used the teacher's resource kit and reference material, 20% said they had not, and 10% either did not respond or indicated they had not received the kit.

The general comments from teachers were similarly positive. Teachers reported that the programmes were fun, engaging and informative, with strong links to the curriculum. A representative sample of comments is provided below.

Teacher description	Comment
Year 6 Teacher - Government primary school - regional area	<i>"Outstanding knowledge - superb resources. With the importance of civics education and the focus continually being placed on Australian students having good knowledge/understanding it is FANTASTIC that you provide this course. It provides a great springboard into deeper study in the classroom."</i>
Year 6 Teacher - Government primary school - regional area	<i>"I've really enjoyed having access to the Constitutional Centre and [name of presenter] as a presenter/teacher for the students to develop a stronger understanding of Democracy, 3 Levels of Government, Federation and Making Laws."</i>
Year 3/4 Teacher - Government primary school - regional area	<i>"Very appropriate. Right at the students' level. Thank you once again for a wonderful, engaging session where <u>ALL</u> students were interested and engaged. They are so excited to hear you are coming each time. Wonderful job."</i>
Year 6 Teacher, Anglican primary school - metro area	<i>"Links perfectly to our HASS unit, especially with the State election coming up."</i>
Year 6 - Government primary school - metro area	<i>"Very precisely covers systems of government, state, territory and fed. Parliaments - concepts and understanding of government responsibilities. Great job."</i>
Year 6 - Government primary school - metro area	<i>"The class was enthralled and delighted to participate enthusiastically in all activities presented. Fantastic! I think this is a first class workshop presenting facts in a positive, knowledgeable, fun manner."</i>
Year 6 Teacher, Independent primary school - metro area	<i>"Really interesting and interactive. All my students were really engaged and it was delivered in a way easy for them to understand. Keep up the great work. It was excellent!"</i>
Year 6 Teacher - Government primary school - regional area	<i>"Very interactive. Thank you for making the trip to Toodyay! We really appreciated the lessons and activities you presented."</i>
Year 6 Teacher - Government primary school - metro area	<i>"I get you in every year as it's valuable and a hard topic to do as there is so much to cover correctly."</i>
Year 2 Teacher - Government primary school - metro area	<i>"Have used the Constitutional Centre before and am always very happy with the outcomes of the lessons."</i>
Year 6 - Government primary school - metro area	<i>"Outstanding expertise! A lot of questions were being asked, indicated that the students were genuinely interested."</i>

Year 6 Teacher - Government primary school - metro area	<i>"Scenario (Cyberbullying) as a vehicle to teach the process of law making was extremely relevant."</i>
Year 6 - Government primary school - metro area	<i>"Ties in perfectly [to learning outcomes] and is professionally presented by a person who KNOWS their facts. Far better than I could!"</i>
Year 2 Teacher - Government primary school - regional area	<i>"A brilliant programme - always so well delivered. Thank you so much. We look forward to it every year."</i>
Year 3 Teacher - Catholic primary school - metro area	<i>"Students were all engaged and able to recall information well after the program."</i>
Year 5 Teacher - Independent primary school - metro area	<i>"A fabulous program! Wouldn't hesitate to book again for next year. Students loved the presentation and learned a great deal."</i>
Year 1/2 Teacher - Government primary school - regional area	<i>"Absolutely fabulous program! Simple, clear language and activities that the kids can easily understand."</i>
Year 1 Teacher - Government primary school - metro area	<i>"We are a virtues school and the program fits in so well with the tone we are working on at this school. We look forward every year to having these lessons delivered."</i>
Year 4 - Government primary school - regional area	<i>"This is a fabulous introduction to our unit of work. The programs are engaging and thought provoking! I will continue to access support from the Constitutional Centre in the future."</i>
Year 6 Teacher - Government primary school - metro area	<i>"Outstanding follow up after visiting the WA Parliament House. Activities were engaging and supported all learning levels of students."</i>
Year 6 Teacher - Government primary school - regional area	<i>"This is an excellent program that we all get so much out of every year. The passion and knowledge that [name of presenter] brings to the presentation is commendable."</i>
Year 6 Teacher - Government primary school - regional area	<i>"It is such a brilliant thing for the students. All presenters are exceptional - very professional and passionate too! All activities provide both an excellent background knowledge for deeper research/understanding."</i>
Year 4 - Government primary school - metro area	<i>"Civics and citizenship can be a dull topic however this session incorporated the information into a fun activity. It was a valuable experience and the students had a great time."</i>
Year 6 Teacher - Government primary school - regional area	<i>"Very engaging. Excellent activities. Presenter had good pace. Delivery was clear. Behaviour management clearly evident. Would love more visits. Thank you."</i>

In the 89 evaluation forms, only three teachers made suggestions for improvement. These related to the possibility of incorporating technology into the presentations (e.g. use of video clips, smart boards).

4.2.3 Consultant's observations

One of the two consultants undertaking this review shadowed a group of school children as they toured the Constitutional Centre. Her strong impression of the programmes delivered that day was that they were positive, engaging and informative. The Centre programmes complemented the two programmes delivered on the same day by staff of the Electoral Commission.

4.2.4 Stakeholders' feedback

Stakeholders reported a shift in the Centre's focus over time towards the education of school children, rather than the wider general public. Key factors in this were considered to be:

- the introduction in 2017 of mandatory civics education to the WA school curriculum (which led to an increase in demand from schools for the Centre's services);
- a recent decline in Centre funding/resources; and
- the fact that the Centre's Advisory Board has not met since mid-2017 and has therefore not been initiating events for adults.

Regardless of the shift in the Centre's focus, stakeholders argued strongly that the Centre remains effective. Stakeholders from the legal fraternity, along with Advisory Board members, reported that the legal events have been high quality and, despite the topics occasionally being esoteric, have been reasonably well attended. They stated that the better attended events were those linked to contemporary issues and elections. Civics educators and parliamentary stakeholders claimed the Centre has done an excellent job educating children.

Educators (who are customers of the Centre's services) reported that the most beneficial service offered by the Centre to metropolitan schools was an excursion to the Centre, followed closely by incursions (the latter being particularly important for secondary schools where time-tabling issues restrict students' capacity to visit the Centre). For rural and remote schools, the loan boxes were considered the main resource, followed by regional visits from Constitutional Centre staff. Stakeholders generally believed that the area requiring most attention was the Centre's website and online learning materials, which they felt needed a 'refresh'. This is important because many schools (regional schools in particular) are unable to travel to the Centre or receive an incursion. A more interactive website and improved pre- and post-programme materials were proposed.

There was also a recognition that with further resources, the Centre could do more to educate the adult population. Quotes illustrating some of the above views follow:

The splendid educational contribution of the Constitutional Centre, the Parliament, the WA Electoral Education and even the also very strong Francis Burt Education Centre, has made an impression on the civic education levels in Western Australia. - Civics educator

People interstate are envious of our Constitutional Centre. - Malcolm McCusker

A visit to the Centre and Parliament brings the reality of the democratic process to life. It's experiential learning that connects the dots. - Nigel Pratt

The excursion experience [to the Centre] is beneficial and provides a different learning experience from other modes of delivery. - Civics educator

Effective/successful? Depends on where they see their market. They are doing well in delivering services in a limited way to a limited market. They have limited funding and limited resources. If we gave them more resources, they could do more. - Ray Halligan

I have met up with students I taught in the past who still remember the lessons and they still remember the programme. One was so motivated by it that they went on to study political science. - Staff member, Constitutional Centre

4.2.5 Related research

While there is no specific survey data on the impact of the Constitutional Centre on people's understanding of Constitutional and related matters, a survey conducted in May 2010 is arguably of some relevance. In his article 'Perceptions of parliament: the civic education factor - 2010 Western Australian findings'¹⁵,

¹⁵ Australasian Parliamentary Review, *Perceptions of parliament: the civic education factor*, No 26(1) (2010) 179-197.

Dr Harry Phillips reported that a survey commissioned in May 2010 by the Legislative Assembly of WA found that contact with parliamentarians and the parliament makes a positive difference to community perceptions of parliament and its workings. In the random sample of 410 respondents, 80% of respondents indicated that civics education, however acquired, had some influence on their perceptions of the workings of parliament and 95% of respondents who had visited parliament or met an MP more often (than people who never had such contact) thought that this contact had a 'great' effect on their perceptions. *'A critical finding, though tentative, is that civic education, and contact with parliamentarians and the Parliament, makes a positive difference to the perceptions of Parliament and its workings.'*¹⁶

4.2.6 Opportunities for improvement

Given the lack of performance measurement data, some opportunities for improvement include:

- establishing meaningful Key Performance Indicators, clearly linked to the Centre's aims and objectives;
- obtaining student feedback on their experiences (e.g. a quick student quiz/survey at the end of the tours/programmes);
- obtaining regular, independent and expert assessment of the Centre's educational materials;
- keeping records of attendance at individual events; and
- keeping records on the diversity of schools and students serviced.

4.3 The interdependencies (existing or potential) that contribute to the Centre meeting its objectives

KEY FINDINGS

- **The Constitutional Centre provides unique services and resources which cannot easily be accessed from other providers, including the Australian Constitution Centre.**
- **The Constitutional Centre does not have any critical dependencies with other agencies. It does, however, have some strong dependencies which if removed would impact on it achieving its goals. This includes a dependency on being located within the Parliamentary precinct.**
- **There are opportunities to:**
 - **maximise the benefits provided by similarities between the services and activities of other major civics and citizenship educators;**
 - **increase collaboration and coordination between services in the Parliamentary and Cultural Centre precincts.**
- **Removal of any one of the three co-located services in the Parliamentary precinct will impact student attendance at the other two.**

¹⁶ Ibid.

The Constitutional Centre belongs to a (relatively) informal network of organisations which provide civics and citizenship education in Western Australia. While the Centre's overall goals may be similar to those of other services, most stakeholders felt that the Constitutional Centre's focus is unique and discrete. To limit duplication between the various services, the Constitutional Centre has ensured that WA's civic, political (including electoral) and legal education are co-ordinated. Since 2001 a Reference Committee, with representation from each of the civics agencies under the management of the Constitutional Centre, has been chaired by Prof. Harry Phillips. It meets each term to fulfil its co-ordination role.

The following table shows the focus areas for the five main civics and citizenship educators considered as part of this review.

ORGANISATION	FOCUS AREA
Constitutional Centre	<ul style="list-style-type: none"> - Australian and Western Australian constitution - Federal system of government - Establishment of the Western Australian system of government via the constitution
WA Electoral Education Centre	Electoral system for the three levels of government
Parliamentary Education Office	Parliamentary process for making laws in Western Australia
Francis Burt Law Education Programme	<ul style="list-style-type: none"> - The law - Legal principles - Court system
Auspire - The Australia Day Council (WA)	<ul style="list-style-type: none"> - Civics and citizenship education for adult CALD communities (in collaboration with the Constitutional Centre) - Citizenship awards (Australian of the Year, Community Citizen of the Year, Aussie of the Month for primary aged children) <p><i>Note: Auspire is keen to expand its civics education services beyond those listed above.</i></p>

The review found that there was only limited overlap in the focus of the Constitutional Centre vis-à-vis other civics educator institutions in WA. This is summarised in the following quote:

The Constitutional Centre is about why we have a Federation. It focuses on our Federal system of government, not just WA. The WA Parliamentary Education office's programs are very much about the parliamentary process and getting a bill through Parliament in WA. The WA Electoral Education Centre focuses on the electoral system in WA. The Constitutional Centre looks at how the broader system works. Schools want all three. - Sarah Murray

That said, the Parliamentary Education Office held the view that some overlap in the content of its programmes and those of the Constitutional Centre may have crept in, due to a lack of collaboration between the two entities:

Historically, Parliament had an MOU in place between Parliament, the WA Electoral Education Centre and the Constitutional Centre to do outreach, civics education for students. Schools came to the three areas. We also had an outreach programme with presenters around the State. It was supposed to be a third of each, but it wasn't consistent. There was disagreement between us and the Constitutional Centre about the involvement of MPs. We wanted this. The Constitutional Centre didn't. They feared politicisation and MPs taking more than their allotted time.

We also found out that the Constitutional Centre was doing metro outreach. A lot of overlap was starting to happen, which was of concern. - Kirsten Robinson

The relationship has broken down and there is now overlap between the programmes. In our programmes at Parliament we talk about executive government, the judiciary, democratic principles. The Constitutional Centre was focused more on the Constitution and the federation, the WA Electoral Education programme on voting systems. We do more outreach than the Constitutional Centre. - Rob Hunter

We are not welcome over at the Constitutional Centre. They look after their own interests. So, there is possible duplication. - Peter Watson

The review did not identify any critical interdependencies to the Constitutional Centre achieving its objectives. However, there were some medium to strong interdependencies with the following organisations which, if discontinued, would have an impact on the uptake of the Constitutional Centre's services. Essentially this is because the relationships provide the main vehicle for the development and promotion of programmes.

In relation to events, the Constitutional Centre regularly collaborates with the following organisations to run events:

- University of Western Australia's Law School;
- Australian Association of Constitutional Law;
- Australian Institute of Administrative Law;
- Electoral Regulation Research Network; and
- Political and Legal Educators Association of Western Australia.

The Constitutional Centre occasionally collaborates with the following organisations to run events:

- John Curtin Institute of Public Policy;
- Murdoch Law school;
- Notre Dame University;
- Anglo Australasian Law Society of Western Australia; and
- constitutional law experts who are visiting Western Australia and want to present a programme.

The Constitutional Centre also relies on input and feedback from certain organisations to develop its programmes. For example, the Political and Legal Educators Association Western Australia said that it supports the Constitutional Centre by providing feedback on the potential speaker programme and has input to the annual student constitutional seminars. Further, it would be very concerned if the Constitutional Centre did not exist as it provides a lot of support to the Political and Legal Educators Association Western Australia.

Some stakeholders who were previous members of the Advisory Board commented that the Board's role was important to providing guidance and direction for the Constitutional Centre.

Conversely, there were medium to strong interdependencies on the Constitutional Centre identified by some stakeholders. For example, the WA Electoral Education Centre is co-located with the Centre and the two organisations collaborate well. The WA Electoral Education Centre uses the leased facilities at the

Constitutional Centre for various purposes - e.g. community consultations (such as CALD consultation on improving cultural diversity in returning officers), as a polling place for federal elections, and as a training venue for returning officers. Staff of the WAEC felt that their relationship with, and proximity to, the Centre was important for the achievement of its goals:

If this relationship was severed...it would seriously impact our service delivery model. - Chris Avent

Without in-bound students (from the Constitutional Centre programmes), the numbers for the WA Electoral Education Centre would drop and this would also lead to less effectiveness from the two Electoral Education Programme FTE as they would need to do more outreach, and this involves travelling, effectively lessening the time available for face to face delivery. - Justin Harbord

The Political and Legal Educators Association Western Australia said that the Constitutional Centre has been instrumental in driving and contributing to the development of course outlines and teacher notes and guides for delivering the requirements of the WA Curriculum. It went on to say that given that the association is made up of voluntary members who work full time it is difficult to find resources to turn ideas into reality and that many of its achievements would not have come to fruition without the Constitutional Centre’s assistance.

Based on the information provided to the review it was clear that removing the Constitutional Centre from the overall civics and citizenship educator network has the potential for considerable impact. It is likely that this would create a gap in services which could not be filled by another service provider in WA.

The review did, however, conclude that there is potential for the Constitutional Centre to collaborate further with other key civics education institutions. For example, each organisation provides some similar services, resources and activities using the same or similar methods. The table below provides a high-level comparison between the kinds of services provided by the four main civics and citizenship educators.

Comparison between four main civics and citizenship educators

ACTIVITY/SERVICE/RESOURCE	ORGANISATION			
	Constitutional Centre	WA Electoral Education Centre	Parliamentary Education Services	Francis Burt Law Education Programme
Text	✓	✓	✓	✓
Photos	✓	✓	✓	✓
Downloadable Documents	✓	✓	✓	✓
Virtual Tour		✓		
Links	✓	✓	✓	✓
Video				
Downloadable resources	✓	✓	✓	✓
Educational Tours/Walk Ins	✓		✓	✓
Self-guided	✓		✓	✓
Audio guide				✓
Tour guide	✓		✓	

Delivery by presenter/educator	✓	✓	✓	✓
Observations (such as courts/Parliament), interactive activities			✓	✓
Outreach	✓	✓	✓	✓
On-site	✓	✓	✓	✓
Posted resources	✓	✓		✓
Seminars, lectures, speeches etc	✓			✓
Events hosted at the venue run by other organisations	✓			
Community or other group onsite visits/activities/training		✓		
Visits to pre-service teacher training institutions	✓	✓		
Onsite visits from pre-service training institutions	✓	✓		
General online text based/downloadable documents/links/references	✓	✓	✓	✓
General online video/audio				
Specific online/interactive training/webinar/chats/WestLink				

There is potential for the above organisations - and possibly also Auspire (The Australia Day Council) - to coordinate access to information through a 'single-entry point' for people looking for civics and citizenship education programmes. General information could be made consistent (such as 'virtual tours' of the facilities and information about programmes, mapping to the WA Curriculum etc.) and bookings could be done through the single-entry point. This approach would not remove the ability of the individual organisations to maintain their identity.

Some stakeholders identified a need for better coordination and collaboration. Stakeholders in the Department of Education said that they want the Constitutional Centre to continue operating, but it and the WA Electoral Education Centre and the Parliamentary Education Office need to work better together to maximise their overall resources and offerings. Officers of Parliament felt that the Constitutional Centre doesn't reach out to Parliament much.

They haven't approached me at all. I've never been invited there and I've been here for 18 years. - Peter Watson

There is currently almost no collaboration between the Constitutional Centre and the State Library of Western Australia and the State Records Office, despite their shared interests. The CEO of the State Library stated:

...there is definitely overlap and one could view the remit of the Constitutional Centre as potentially a sub-set of the responsibilities of State Records Office. I would suggest that all three organisations (Parliament/Constitutional Centre/State Library) should have a relationship - at the public programmes/education programme level at least - but one that is complementary not competitive. Community engagement with the story of government can include a focus on the Constitution and Parliament - but as part of the broad WA story. It would be possible for both the State Library and the State Records Office to deliver this education programme if appropriately resourced. The thing that I don't know is

how linked to Parliament itself the Centre is given their focus and physical location. That would certainly be diminished if the Centre was physically relocated - but other links could be strengthened, and new ones created within the Perth Cultural Centre.

Most stakeholders identified the Constitutional Centre's physical location in the Parliamentary precinct as being an important or critical to it achieving its goals. Some stakeholders thought that the Constitutional Centre's buildings were also important because of their heritage status and the fact that they were originally a school.

The physical location of the Constitutional Centre was very deliberate. It is adjacent to Parliament House so that visiting groups could get a better understanding of how government operates in practice. A large majority of stakeholders felt the co-location of the Centre with Parliament and the WA Electoral Centre was important to retain.

The proximity to Parliament is helpful as students can also go to Parliament. - David Black

The location in West Perth is ideal because it brings CALD communities and others close to Parliament and Dumas House where the workings of government are happening - James Jegasothy

The location in West Perth near to the Parliament is critical because it allows the practical activities to be run and then for students (and other people who do the programmes) to visit Parliament and see the system at work. Electoral education must be very hands on and tactile. It is also important for regional schools who come to Perth, to have a full day excursion and to do as many activities in the same area as possible. The West Perth location not only has the Education Centre but also Parliament as well as Kings Park within walking distance. It is particularly important for CALD communities who have not experienced a democratic system of government and participated in voting, to be really close to the people who are actually making the decisions in Parliament so that they can see that voting really leads to direct action. - David Kerslake

It's important for the Centre to be here, near Parliament. The civics educators would be completely and utterly devastated if it moved. - civics educator

Taking the Constitutional Centre away from the Parliament would be a backward move because school students can visit the Centre and also the Parliament. The Parliament is a great educational tool. It helps to be able to put them into the actual context. Co-location is a great advantage. It's easy for students to move from one area to another. - Peter McHugh

Co-location really matters to us. A bus comes for about three hours. Then it goes and comes back at the end. Students go to the Constitutional Centre and WA Electoral Education Centre first, then they come to us. I reckon we'd see fewer kids if the Constitutional Centre was relocated elsewhere in the city. - Rob Hunter

Educators/teachers find it useful. Kids can see a lot in a contained area. Also, there is a safe space (the courtyard) for kids to eat their lunch. The Constitutional Centre is a one stop shop with space and facilities for teaching in, the rooms are flexible, the 'centre' itself offers ease of organisation for teachers. - Constitutional Centre staff member

Being close to Parliament is so special for us and the students. I think the opportunity for engaging with Australia's political life is right here, in this building, the Constitutional Centre. - Constitutional Centre staff member

The current location works beautifully due to the co-located services of the WA Electoral Education Centre and Parliamentary Education Office. The Francis Burt Law Education Programme would not be effective if it was not delivered from its current location using the old Court House Museum and providing the visits to the courts. Similarly, the experience of doing the Constitutional Centre programmes in another location away from the Parliamentary precinct would not be effective. - civics educator

A small number of educators thought that other locations might be possible and that students could do walking tours between locations.

The location is convenient for excursion-based activities, but teachers are also very good at setting up integrated walking tours for students so that they can utilise the many walking trails that are available nowadays. - Department of Education representative

Most stakeholders held the view that whilst there was a small number of other possible locations for the Centre, shifting its physical location would have an adverse impact on the efficacy of programmes. The general view was the Parliamentary precinct was the most viable location. There was some support for relocation to the Cultural Centre however this mainly emanated from heads of agencies with services such as the WA Museum and State Library Western Australia located in that area. Two educators suggested that the Fremantle Prison could be a possible location as it also delivers services and programmes that relate to other Humanities and Social Sciences curriculum content (namely law and crime).

In respect of the content of material delivered by the Constitutional Centre, the review found that while there are some other sources of teaching and learning materials which focus on the Constitution, there are questions around their quality and reliability. Also, most are eastern seaboard centric and not tailored to the Western Australian context. Educators held the view that as civics and citizenship education has only recently been mandated in the WA Curriculum, there is still a lack of high quality resources available, including teacher professional development opportunities. The Department of Education indicated, however, that many of its teachers are now sourcing resources via online communities where knowledge and information is shared rather than relying on discrete educational organisations.

Stakeholders held strong views about the impact and relevance (or lack thereof) of the newly established Australian Constitutional Centre.

The Australian Constitutional Centre doesn't make a difference. Most of our kids can't afford to go there. But they can come here. It's affordable here. Also, we need it to be linked to our curriculum. - Kate Doust

Nil. We need the WA Constitutional Centre 110% because physically and psychologically we are a long way from Canberra. - Diana Warnock

The new Australian Constitutional Centre is a complete red herring. It focuses on the Australian Constitution not the State Constitution. Also, how many WA students would be able to attend the Australian Constitutional Centre in person? - Former Advisory Board Member

It is very concerning that one of the reasons given for the 'impetus' for a review of the Western Australian Constitutional Centre has been the recent opening of the Australian Constitutional Centre at the High Court in Canberra. If that is accurate, it will be surprising if Western Australia is provided with anything more than token treatment. There will be some access to educational computer resources, probably with minimal references to Western Australia. In my judgement one of the reasons for the Australian Constitutional Centre in Canberra, has been the marked success of the Constitutional Centre in Western Australia. - civics educator

The existence of the Australian Constitutional Centre is not really relevant. It's in the High Court and emphasises the role of the Courts. We don't want to promote Court-centric views. The Constitution belongs to the people, not the Courts. Also, the Australian Constitutional Centre informs people about the Federal Constitution. It wouldn't inform them about our State Constitution. Our two Constitutions work together. We don't want to be too federal-centred. - Legal expert

Any implication that this could somehow supersede the Constitutional Centre of Western Australia is absurd and offensive. This new Centre may have a different emphasis and to state the obvious, cannot be physically accessed by Western Australians. - Jeremy Buxton

The Commonwealth's Constitution Centre at the High Court in Canberra is remote, inaccessible and oblivious to most issues of importance to WA, let alone capable of stimulating local involvement. - John Cowdell

4.4 Synergies with services provided through the Francis Burt Law Education Programme (FBLEP)

KEY FINDINGS

- **The programmes of the FBLEP and the Constitutional Centre are highly complementary, but there is very little overlap between the two organisations' programmes. The FBLEP would therefore not be an effective substitute for the Constitutional Centre.**
- **There is no appetite from the FBLEP for subsuming or replacing the Constitutional Centre.**
- **The FBLEP is funded via private trust accounts, sponsorship and government funding. A small percentage of costs are recovered by charging a small fee to students for its services.**
- **The Constitution Centre does not charge for its services - and there is little appetite for applying any charge.**

The Francis Burt Law Education Programme focuses on the law, legal principles and the court system. Any reference to the Constitution and constitutional matters is made in this context. Analysis of the information available to the review indicated that there is very limited overlap in programme content between the programmes of the Constitutional Centre and those of the Francis Burt Law Education Programme. This finding was based on:

- advice from Francis Burt Law Education Programme staff interviewed as part of this review;
- a review of the Francis Burt Law Education Programme website materials; and
- an observation of part of a school tour (the mock court trial held at the Old Court House Museum).

While the FBLEP materials occasionally mention constitutional matters this is done purely in the context of illustrating or facilitating a point of law, legal principles or court proceedings.

An example was provided by the Francis Burt Law Education Programme staff in relation to its Youth Civics Leadership Day for year 10 students. Whilst the programme title suggests that content may cover aspects of constitutional citizenship, in fact it focuses on the rule of law in Western Australia. A refugee is invited to speak to the students about their experiences before coming to WA and what they have been able to do in Australia due to the rule of law, that they

would not have been able to do in their country of origin. The next section of the day is about leadership skills. The Constitutional Centre is not involved in the FBLEP programme and the programme does not replicate any Constitutional Centre offerings.

The Law Society funds the Francis Burt Law Education Programme through trust accounts, sponsorship, government funding¹⁷ and a small percentage of cost recovery. Funding is not currently available to increase the number of services provided under the programme (for example taking on the role of the Constitutional Centre) and there is no appetite from the Law Society to do so. Further, The Law Society's core function is as the peak professional association for lawyers in Western Australia. It is a not-for-profit association dedicated to the 'representation of its members and the enhancement of the legal profession through being a respected leader and contributor on law reform, access to justice and rule of law.'¹⁸ The Law Society website states that:

Our purpose is to be the ***voice*** of the legal profession in Western Australia.

Our vision is to be the ***essential*** membership for the legal profession.

Our strategic priorities are to deliver strong advocacy, high value services and organisational excellence.

Information provided by the Francis Burt Law Education Programme in contribution to this review confirmed that its only involvement with the Constitutional Centre has been on the Civics Education Reference Group which comprises representatives from other similar civics and citizenship educators. The main connection with the Civics Education Reference Group is that the Constitutional Centre compiles the Loan Boxes and coordinates their distribution on behalf of the Francis Burt Law Education Programme and the WA Electoral Education Centre.

In the recent past, members of the Civics Education Reference Group played a key role in advocating for the mandating of civics and citizenship within the WA Curriculum, developing and submitting a successful submission to this effect. This evidences the importance of all players within the civics and citizenship educators network contributing their equal but different value to the achievement of common goals, in addition to achievement of goals in their specific areas of expertise.

4.5 The 1995 Report of the Malcolm McCusker Constitutional Committee that recommended the establishment of the Constitutional Centre

KEY FINDINGS

- **The Constitutional Centre serves the purpose intended by the McCusker Constitutional Committee**
- **Stakeholders believe it is even more important today than ever - and that its job is ongoing**
- **There are, however, several opportunities for improving the Centre's relevance and effectiveness**

¹⁷ The Department of Education programme provides a grant which is approximately equivalent to one third of the Francis Burt Law Education Programme's total funding. The grant is governed by an agreement for the Francis Burt Law Education Programme to provide certain services. The grant period ends in June 2019 and at this point in time, it is understood that it will not be renewed due to budget correction measures being implemented by the Department of Education.

¹⁸ *About the Law Society* (September 2018) The Law Society of Western Australia <<https://www.lawsocietywa.asn.au/about-the-law-society/>>.

4.5.1 The purpose of the Centre and its relevance today

My original aspirations were and still are that there be a centre that provides education for the whole community, not just school children, in politics and civic responsibility. The idea became more and more set in my mind (and that of the other Committee members) after we'd toured around WA and discovered a startling lack of understanding of the structure of our federal system and how it worked. The primary objective was to develop an understanding of our federal system of government. There is great value in retaining the Constitutional Centre. It would be to the detriment of our education system if it was removed. - Malcolm McCusker

Stakeholders and customers of the Constitutional Centre felt strongly that the Constitutional Centre serves the purpose intended by the McCusker Constitutional Committee. Most also argued that it is more important and relevant today than ever. Their reasons include:

- In 2017 civics education was made mandatory for Years 3 - 10 and the services of the Centre are therefore in higher demand, as a support to teachers. Teachers would really struggle without the support of the Centre.
- There has been a loss of confidence and trust in government in recent years and the Constitutional Centre provides a valuable counterpoint to that. *Note: The bipartisan nature of the Centre was considered a real strength in this respect.*
- With an increasing migrant population, the Constitutional Centre can and should play a key role in civics education for new Australians.
- There is an opportunity to increase the diversity and representative profile of people who participate in all levels of government through education and capacity building.

The Electoral Commissioner, Mr David Kerslake, commented that *Governments of all persuasions have consistently emphasised the importance of civics education as a means of boosting democratic participation. As an example of that, the Minister for Electoral Affairs in the current Government has encouraged the WAEC to speak to the Department of Education about the level of civics education in schools.*

The views of teachers and educators are reflected below:

The Constitutional Centre has been absolutely instrumental in driving and contributing to the development of things like course outlines and teacher notes and guides for delivering the new curriculum. The contributions of the Constitutional Centre and other involved parties is critical to actually delivering any actual outputs (resources) that teachers can use. AISWA does not produce resources for teachers and there is a dearth of materials available for teaching civics and citizenship. Losing the Constitutional Centre is a real fear for the association [PLEAWA]. WA has always been very fortunate to have the Constitutional Centre. In comparison to other states the support for civics education has always been strong because of the Constitutional Centre presence. Professional development to build primary school teachers' capacity is really limited so the support from the Constitutional Centre is really crucial. If the Centre was removed or its role limited further, it could cause quite serious implications for the teaching and learning in civics in WA. - Civics educator

A lot of them [teachers] feel quite overwhelmed by the HASS curriculum requirements and so they don't tend to deliver anything. Once they have heard from the Constitutional Centre they 'get it' and are more inclined to have a go at teaching the curriculum themselves. The services of the Constitutional Centre are really valuable and they help to build the capability of the teachers especially when they are quite newly graduated. The

Constitutional Centre helps what is a pretty dry learning area come to life and help student teachers see that they can make these topics interesting. The services provided by the WAEC and the Constitutional Centre are a great package for student teachers. - educator

The education and prevention approach - a proactive approach - is far better when it comes to teaching people about the importance of democracy than the approach of reacting when things go wrong. We spend all this money fighting terrorism - wouldn't it be better to try to spend the money educating people to have an appreciation and an understanding of our democratic system of government up front so that this might prevent extreme issues arising in the future? The Constitutional Centre goes to all schools - including those with a high migrant population who have been born in other countries. It can't be overstated as to how important it is to educate our whole diverse society especially those who have not been born here and who have experienced a different system of government. This is money well spent. Surely it has to be cheaper preventing and educating than reacting down the track. - Constitutional Centre staff member

Represented below are the views of civics education advocates on the relevance and importance of the Constitutional Centre.

Active citizenship is important for the future of our nation. - former Advisory Board member

The Constitutional Centre has a critical role in building understanding and trust in the democratic process and in Government/government agencies (especially for migrants and refugees who may not have enjoyed the same relationships with the government in their country of birth...Also, OMI seeks to support increased diversity in the local and state government sector. Alongside its current partnership with OMI in Civics and Citizenship education, the Constitutional Centre would likely be a partner for such capacity building initiatives for CALD communities - James Jegasothy

Keep in mind that politics affects every single citizen. People won't be politically active and aware unless they understand our democracy and how it all works. Where will our democracy go if we raise a generation of apathetic, politically disengaged, politically illiterate citizens? What will happen if we take away unbiased, up-to-date, specialist, easy to understand political education? - Constitutional Centre staff member

We need a decent counterpoint to detractors of the system. We need a defence of the system. If you don't, you're conceding to the ever-increasing tendency for people to be thoughtlessly critical and divisive about systems that in my view work pretty well. We need to teach kids the value of our system. There's a need for eternal vigilance in ensuring our system works well and is properly understood. It's critical to our vibrant democracy. - Peter McHugh

There is an abysmal ignorance within the Australian community about the constitution and its structures. And there is a fathomless depth of ignorance about the WA aspects of constitutional matters. - Bill Hassell

If citizenship is important then the Constitutional Centre is important. If civics and citizenship is a mandated part of the curriculum then the Constitutional Centre is critical. It has been the envy of other States. - Cheryl Edwardes

The CC is a symbolic & real, if modest commitment, to civics education in this State. The abolition of the CC would be a real set back to civics education in WA & a very public repudiation of the commitment of previous governments. The services lost could not be replicated by parliamentary education. The Centre runs an impressive series of lectures, seminars & workshops. These have covered such important areas as the GST, Aboriginal reconciliation and constitutional recognition, electoral reform, regulation & monitoring the CCC, the WA Constitution, the changing significant role of women & the republican debate. - John Cowdell

If government wants people to vote and to understand the system of government, there's an obligation on the government to educate people. - Constitutional Centre staff member

We need to understand the key building blocks of a civil society - those being parliament and democracy; the courts and system of law; and then finally the cultural institutions like media/ the arts/historical collections etc. You can road test what those building blocks are by examining what gets attacked when despots get a hold - they quickly control these bastions of civil society. Even in our own society these pillars/bastions are all of them constantly under attack and being chipped away at through various means. So for example there is generally less trust in our system of parliament now due to the mass of negative social media; there is less confidence around law making and there are perceptions around bias which exists within the court system. - Duncan Ord

It is nearly 20 years since any Referendum has been proposed to amend the Commonwealth Constitution, and over the last decade there has been reduced debate about consolidating or seriously amending the Western Australian Constitution Acts. Such a quiescent situation will not endure indefinitely, and public debate may soon take place on the question of Aboriginal Constitutional Recognition, or a move to a republic. The Constitutional Centre will then be in demand as a venue for debate and unbiased public education. - Jeremy Buxton

The Constitutional Centre is apolitical and it has been supported by both sides of government in the past - it is very well balanced and it teaches people about politics from a generalist point of view. - Diana Warnock

The independence and even the name of the Constitutional Centre is vitally important. It provides credibility, neutrality, trust and confidence. People feel like they are getting a good quality product. - James Jegasothy

Since we have it, we should strive to keep it. Once it is gone it will be gone for good because we are not in an era where something like this could be set up again - Constitutional Centre staff member

There was also a view that the Centre serves as a reminder of the State's commitment to learn from past mistakes.

There is a lot of emotion about this issue and the decision about the Constitutional Centre may cause a reaction from certain faculties and stakeholders. If the Centre ceases to exist we may be 'accused' of not learning the lessons of the Royal Commission. - Margaret Allen

4.5.2 Opportunities for improvement

Despite the widely held view that the Constitutional Centre does a commendable job with the resources it has, there were many suggestions for service improvements, resources permitting. In addition, it was evident that the Centre itself, the buildings and their surrounds, are magnificent public assets that could be further promoted and utilised.

Opportunities to improve the Centre's school programmes include:

- a scaling back of metropolitan incursions and a re-directing of resources into:
 - expanded teacher/student teacher in-servicing;
 - the development of improved, contemporary online resources; and
 - improved services to rural and remote communities.

- a stronger emphasis on the running of events with a contemporary civics flavour and broader public appeal;
- more engagement with related events in education (e.g. HASS Week); and
- dedicated resources catering for diverse student groups.

The quotes below illustrate these suggestions.

The services and materials need to respond to the more global issues that arise which interact with civics and citizenship. For example, issues like homelessness, water resources, the war on waste. These things come down to educating young people about governance and how they can lobby for changes as part of their civic rights. - Maree Whitely

HASS Week is coming up. The Constitutional Centre should be front and centre and reaching out into these new spaces rather than staying static. They could also become involved with the Communities of Practice which are very lively and a huge source of professional learning for today's teachers. - Department of Education representative

Have dedicated resources for special groups - e.g. Aboriginal students in remote areas, vision-impaired students. We (Parliament) have dedicated resources for them. The Constitutional Centre should too. - Parliamentary Officer

Some teachers need lots of support and others not much. Schools need to have lots of different options along a sliding scale so that they can chose as much or as little as they need. They can scoop off the surface or dig down deeper if they need to. Some teachers like to have the 'jar of Chicken Tonight' handed to them and others want each 'individual ingredient' and then there are scales in between the two extremes. The website needs to set out the options very clearly. - Department of Education representative

Other opportunities to improve the relevance and value of the Constitutional Centre include:

- more public events (e.g. debates on contemporary issues, a Speakers' Corner);
- the conduct of citizenship classes for new Australians;
- the better and wider promotion of events;
- the creation of a volunteer base;
- the hiring out of Centre facilities for groups with public value;
- taking the services to places people congregate (e.g. shopping centres, public libraries);
- a refresh the exhibits and collections; and
- establishing a cultural trail for the precinct, including references to Aboriginal history.

In short, there is enormous potential for the Constitutional Centre and the wider parliamentary precinct to be much more enticing and dynamic. The following stakeholder quotes reflect these possibilities:

The space [Constitutional Centre] is an outstanding public asset...We would be delighted to be involved in any way we can to help activate it for the benefit of the broader community. - Civics educator

The Constitutional Centre should focus a bit more on controversial issues and electoral issues...I wanted it to drive its own destiny. The world is changing so much (e.g. rise of China) and I want the Constitutional Centre to be a vehicle for educating us about these changes. - David Black

The Constitutional Centre should be dynamic and challenging and encourage debates - e.g. what should our Constitution look like? How should ATSI people be represented? It should really be challenging us about issues of identity and nationhood. - Alec Coles

We have a global movement of disaggregation and moving away from federalised arrangements such as Brexit and the Catalonians and these global topics should be the front and centre of the public conversation. The Constitutional Centre has a readymade lecture theatre which could be used to grow its public education programme. This could happen without using much technology or costing much money - there's huge potential in the location itself and it just needs the imprimatur to examine these issues. - Colin Walker

The future of the Constitutional Centre does not lay in merely presenting information to people, it lays in challenging people to think about issues and to debate them and drive an agenda about what kind of society we need to become. Celebrate WA appears to have become more involved with the kinds of things that the Constitutional Centre does and this is an important indication that these (civics and citizenship) services should probably be more closely aligned with the purpose of educating WA community about contemporary diversity and social inclusion issues which don't seem to have received the same focus or have had the same level of activity in the past. This would be a good space for the Constitutional Centre to put more of its efforts. - Duncan Ord

It ought to have debates and more events not less - the liveliest thing that was held was the debate about a section of the Racial Discrimination Act and how that section should be worded. Events are not advertised widely enough. - Diana Warnock

There's not enough for the general public. Perhaps take travelling exhibitions to shopping centres/libraries etc. to hand out information about the system of government. We need to make people more politically aware so they can make informed decisions about who should represent them. Also, hold events for political commentators. A lot of them speak rubbish. They need to be educated and should be invited to the Constitutional Centre. We need to be proactive. - Ray Halligan

I often wonder if, with some thinking around the issue, there would be more ways to connect with a wider audience, to hold more civics events here at the Centre, and complement the events with better access to the information - such as video and sound links on the website. - Constitutional Centre staff member

We used to run events like quiz nights at the Centre - and they were quite popular. - Bill Hassell

Community organisations that are gaining traction among West Perth residents and business owners are now looking to the Constitutional Centre and its grounds as a possible venue for events. - Jeremy Buxton

To be effective the Constitutional Centre needs to have strong, voluntary community involvement particularly from those experiences in the workings of our Governments, so issues and concerns can properly be exposed, debated and addressed in a constructive manner. - Richard Court

Use social media to convey its messages. - Duncan Ord

Events are not advertised widely enough. They should be advertised freely - such as on the radio each week - a regular session promoting the events that are occurring. Could be promoted through Tourism. - Diana Warnock

A lack of resources, together with the limitations on the building, were cited as inhibitors to conducting more events.

I was told that government regulations may restrict promotion of the Centre. - Former Advisory Board Member

The events programme could have been grown but it was run on a shoe string - the catering and drinks were mostly donated and everyone chipped something in. The Board has also been quite active in suggesting ideas such as FaceBook however it is an ongoing resources issue to manage it. - Cheryl Edwardes

To use this Constitutional Centre building for anything else would involve major works - it's not set up for a function centre and it was originally considered as a café but it didn't work out. - Constitutional Centre staff member

4.6 The potential for efficiencies through the digital transformation of the Constitutional Centre's services

KEY FINDINGS

- **Digital delivery is an important adjunct to face-to-face delivery, particularly for service delivery to regional areas, but it cannot replace the experiential learning offered at the Centre.**
- **Digital delivery is expensive and would require a significant investment of funds, both in the Centre and also in schools.**
- **The Centre's website and online materials could be more contemporary, engaging and interactive. Other similar organisations (Parliament and the Francis Burt Law Centre) have better offerings in this regard.**

The overwhelming view of stakeholders was that high quality online civics education resources are important, particularly for regional customers, but that digital offerings should only supplement, not replace the experiential learning available through either a visit to the Centre or face-to-face learning via events such as school incursions. It was also evident that the high cost of creating interactive digital resources would limit the potential for digital transformation of the Centre's services. The quotes below illustrate these findings.

Digital is great if you haven't got anything else, but there's no substitute for on-the-ground face-to-face discussion. You don't get the richness of interaction you really need to develop understanding. Digital can do outreach, though. - Robert French

It [digital delivery] has value, but it can't and shouldn't replace personal interaction. - Malcolm McCusker

It [digital delivery] is an adjunct to our service but it can't substitute for a visit to the Centre and seeing it. It's important for students to see things in operation. There's no substitute for it. It's our core means of delivery. - Peter McHugh

Digital is not going to work for CALD communities. They need face-to-face. It's important to have a physical presence. - Sarah Murray

It [digital delivery] doesn't save money. It costs a fortune. It's incredibly expensive to create quality digital resources. Schools can't Skype in to the Centre at the moment - e.g. for the Schools Convention (as it's not connected). Digital is great, but not a panacea. It's really expensive to put materials into digital format. - Janice Dudley

Technology is not available in all the classes that we present to and it is not a very inclusive delivery style - it doesn't suit all students and not everyone has equal access to it. - Constitutional Centre staff member

A lot more could be done to produce online resources but it wouldn't replace the face-to-face programmes which are very good quality and extremely rich. - educator

All agencies are experiencing the same challenges with digitisation and there is a huge demand from customers to access information online. Currently we are only providing a small proportion of what the demand is for online information. However, it is very important not to create multiple separate access points for all these kinds of services simply by digitising information in an uncoordinated way. - Duncan Ord

I'm a great user of technology and no Luddite, but digitisation is often mistakenly seen as the universal panacea. It is however not an adequate replacement for face to face engagement. It might be great if that's your only opportunity to access information or an experience, but it is not a substitute for face-to-face engagement - it's all about authenticity and providing an authentic and social experience. - Alec Coles

Another key finding is that the Constitutional Centre's online offerings should be updated to reflect modern pedagogy and learning methods.

The electronic documents available on the Constitutional Centre website are certainly a useful collection however they need to be updated for use by teachers using contemporary pedagogy. - Department of Education representative

There needs to be more online and interactive delivery of the information. Online information is very accessible and caters for non-metro schools. As much information should be presented through things like apps, games and activities. Kids are producing this online digital technology themselves, so we must try to keep up with how they like to learn. If there was any area that the Constitutional Centre could improve in it would be in technology. The Constitutional Centre presenters are very wary of technology and using it in their presentations in schools, but it would be good if they could engage with it. - Maree Whitely

The reality is that digitisation has to be embraced because I don't see it changing in the future. The teachers talk a lot to students about where they are getting their information and whether it is credible and reliable - and Wikipedia is not a credible source! If the students can be directed to reliable online resources, then they can do a lot of their own research. It would be great if the Constitutional Centre had those kinds of resources for students to be directed to. Parliament House Website (Australia) is doing this really well and this system of referring students to the resources online there works well. - Civics educator

The website needs a really good refresh. - educator

For regional schools the loan boxes are good but the Constitutional Centre does need to look at the online resources it has available, and improve them considerably. The PEO have online clips and videos - it would be really useful if the Constitutional Centre could deliver their information online in a similar way. - Department of Education representative

If you're dealing with students now, you need to be able to engage with them. We are doing well with digital as a Parliament. We are trying new things. We've got to be able to do things that the kids can relate to. Websites with language, but no visuals, are no good. The development of apps would be great. We're using Facebook and Twitter to get our message out. Digital is very important to us, particularly as the vast majority of students don't get the opportunity to come here (especially Indigenous students). Of course, we need resources though to make it happen. - Kate Doust

The Constitutional Centre should be able to do more in this space. If I was a teacher wanting to do a lesson plan, I'd have to ring the Centre. I couldn't just pull text off the website. We give teachers a USB with all our materials on it. We give them to MPs too. - Parliamentary Officer

Online resources provide greater reach - not all schools can make the visit to Perth. Face-to-face delivery is a good way of getting information across but WA is huge and we need a mix of both face-to-face and digital/online delivery to increase reach. - Margaret Allen

Schools are used to receiving PD online - Statewide Services provides extensive PD via digital means and it is accessed successfully by large numbers of teachers. Digital access is usually very reliable - yes there are some issues but generally speaking it works well. There are a lot of very capable technologies which teachers can access for interactive learning for students such as Skype and interactive forums, as well as for PD activities. - Department of Education representatives

The Constitutional Centre acknowledges the deficiencies in its website and online offerings but indicated it does not have the resources to address it.

The Constitutional Centre does not have the in-house skills required to make the current website interactive - there just aren't the resources available. You Tube could be a good place to provide resources. However, the visits themselves are a 'point of difference' from what is already out there in a crowded market of online resources. - Constitutional Centre staff member

4.7 Improved value for money outcomes through alternate services delivery models and/or re-allocation of responsibilities (where logical synergies exist) to other government departments e.g. State Library of WA, Parliament etc.

KEY FINDINGS

- **There are opportunities for some or all of the work of the Constitutional Centre to be re-allocated to/amalgamated with other government organisations (i.e. State Library of WA and Parliament).**
- **Regardless of whether such structural changes are made, opportunities for more collaboration and improved coordination of customer services exist with Parliament, the State Library of WA and, to a lesser extent, the Museum and FBLEP.**
- **Similarly, an opportunity exists to partner with organisations such as the Institute of Public Administration WA (IPAA WA) and Auspire WA - The Australia Day Council WA, particularly in relation to the promotion and management of events on-site.**
- **The Constitutional Centre and the WA Electoral Education Centre (co-located on site) work constructively together.**

Currently, the Constitutional Centre appears to enjoy strong relationships with the WA Electoral Education Centre, which is co-located with the Centre on the Havelock St site. There would appear to be opportunities, however, for the Centre to build stronger relationships with the State Library, the WA Parliament, and to a lesser extent, the Museum. There is definitely some synergy between the work of the Constitutional Centre and that of both the State Library of WA (SLWA) and Parliamentary Education Services.

The State Librarian Margaret Allen stated ... *In terms of alignment with a broad functional area or cluster of services I have pondered this quite a lot. There is a clear alignment with the SLWA because both services are about sharing stories. The Constitutional Centre would not be out of place if it was aligned with or part of the SLWA. The Constitutional Centre provides a valuable contribution to the notion of the cultural centre/precinct because it is about contemporary and historical stories which are part of our WA cultural story more broadly.* She added that ... *The State Records Office is administered by the SLWA (it underpins the records of government) and conceptually and philosophically there are synergies between the two as libraries have always been a place of debate and exploration of ideas. They are a place where the stories of our past are opened up. The co-location of the two would only work, however, if additional funding for capital works improvements was provided. The Library has only one classroom which is fully booked with its own programmes. The Library would either have to wind these programmes back or construct a new classroom. There are also governance issues. The SLWA has a legislated purpose and functions and whether those mandates could extend to authorising the amalgamation of the Constitutional Centre with the SLWA would need to be the subject of (legal) advice. That said, the SLWA could offer some education activities that might complement the Constitutional Centre's programmes.* The Director General of the Department of Local Government, Sport and Cultural Industries, Duncan Ord, also recognised the possible synergies between the Constitutional Centre and the SLWA ... *The organisation that could most easily deliver the Constitutional Centre's services would be the State Records Office. The SRO holds historical records significant to governance and government, public agencies and parliamentarians etc - some information that is held by the Constitutional Centre would also be held in the SRO. The SRO and the Constitutional Centre are to an extent entwined entities - the two have never come together and potentially they should come together in a continuum of service - they need to be programmatically linked together.*

Others had a different view. For example:

The State Library is not the right location for this kind of service, wrong precinct, and plus it is not the state library's focus - there is bus parking here at the Constitutional Centre and lawns for the kids to play on - if you removed the Constitutional Centre and WAEC then you remove the whole thing from the parliamentary area and then parliament will be sitting on its own. - Constitutional Centre staff member

There was a stronger appetite for Parliament and the Constitution Centre to align, primarily because of their shared interests and close proximity. It would appear that relationships between Parliament and the Constitutional Centre, however, deteriorated some years ago and have not been mended. This stemmed largely from differences of opinion on the appropriateness (or otherwise) of Members of Parliament addressing school groups. Parliament supported the practice while the Constitutional Centre opposed it. The resultant lack of collaboration between the two organisations has practical implications for customers. Schools, for example, are required to make separate bookings with each organisation in order to book tours. Technically, this individual booking process also applies to the WAEC, but the Manager of the Constitutional Centre actively liaises with the WAEC to facilitate a smooth booking process for customers of those two organisations. A single point of customers is sorely needed - and many stakeholders could see merit in an even closer relationship.

Everything should be under the one roof. We could do things smarter then. - Peter Watson

I don't have any real problems with the Constitutional Centre coming under the Parliament so long as they do democratic education and not just parliamentary education. And so long as they continue that ... not merely whilst transitioning. Finally, the expertise of the Centre's staff should be retained. - Janice Dudley.

If we could expand our educational services, we'd love to, but we'd need extra cash. We could make better use of the Constitutional Centre for our education delivery. It's space that we could use for other functions and events. We could house the education staff there. We're running out of room here and this would free up space for the committees etc. We are very keen to get out and promote education in the regions etc. - Kate Doust

The Constitutional Centre and Parliament could co-exist. There's a great opportunity for the Parliamentarians to make use of the Constitutional Centre. It's a great venue. It could be used for meetings/discussions. They are cramped where they are. - Malcolm McCusker

I'm not opposed to the Centre being administered by Parliamentary Education Services. - Robert French

At various times it may be appropriate to negotiate some use of space at the Constitutional Centre for parliamentary committee needs. On special occasions it may also be feasible for the Premier's Department or Parliament to use the Constitutional Centre Hall, as Parliament does not have a hall - Former Advisory Board member

From the schools' perspective they have to communicate with three different groups to organise their excursion to the one location with three programmes (the Constitutional Centre, WAEC and Parliament). [Name] tries to help with teachers booking the WAEC by liaising with the WAEC staff if possible however if there was a central system that teachers could use to 'see' and book all three programmes that would be much more efficient - a one stop shop or central entry point for coordinating bookings. - Constitutional Centre staff member

Options involving the Constitutional Centre coming under the auspices of the SLWA and also of Parliament are explored in Section 6.0 overleaf. There is no option, however, for re-allocating responsibilities to the WA Museum. The CEO of the Museum, Alec Coles, indicated that while there are some synergies between the two organisations, the new Museum would not have space to accommodate them. He added that he would like to see the two organisations working more closely together.

Similarly, while consideration was given to the possible re-allocation of Centre responsibilities to the Department of Education, the Department no longer has a curriculum area offering such discrete support.

On the subject of re-allocation of responsibilities to other government agencies, some stakeholders expressed skepticism:

I don't see the point of re-allocation of responsibilities. It's cost-shifting within the State Budget. - Former Advisory Board member

If you think about moving the services across to somewhere else in government, such as Education ... there are not real savings, it's all state government. - Cheryl Edwardes

The fact that 25% of the \$1 million budget of the Constitutional Centre is allocated to lease payments and outgoings associated with its building, ignores the reality that this heritage building is owned by the State Government. Such transfers within Government departments and agencies are book entries that do not affect the ultimate cost to the taxpayer. - Jeremy Buxton

There are, however, several promising opportunities for the Constitutional Centre to collaborate/partner with other organisations, in order to achieve mutually beneficial outcomes. These include the Public Sector Commission (residing in adjacent Hale House) who may wish to utilise the Centre's facilities more for Public Sector events and development programmes. Similarly, IPAA may be interested in fulfilling the role of events manager on-site under a Memorandum of Agreement enabling a profit split which could benefit both entities. Also, Auspire WA, which seeks to inspire active citizenship and promote universal values, is keen to explore further opportunities for partnering with the Constitutional Centre in the conduct of events and programs in the Centre precinct and beyond. Finally, several stakeholders suggested that the Centre could partner with interested universities to assist in the identification of suitable guest speakers. Such collaborations could ensure greater public use of Centre facilities and generate income that could be used to defray the Centre's operating costs.

5.0 Other findings

During the course of this review, additional findings were identified. While these are not directly related to the Terms of Reference, they are perhaps worth noting.

5.1 Advisory Board

A number of stakeholders spoke about the value of the Constitutional Centre's Advisory Board and expressed disappointment that it no longer meets. There was a widely held view, however, that the Board could benefit from the inclusion of a wider range of people, for example school educators and representatives of WA's Aboriginal community. The benefits that come with diversity were emphasised. One former Board member wondered if the Board should be an executive board, rather than advisory board, in order to oversight the Centre's effectiveness. Finally, a number of former Board members indicated that they would be happy volunteer their time, rather than be paid sitting fees.

5.2 Attendance fees

Currently, the Centre delivers its services free-of-charge. The possibility of charging fees to service recipients (e.g. schools, teachers, guests at Centre events) was discussed with various stakeholders. The overwhelming view was that while charges could possibly be levied to adults (e.g. for teacher in-servicing and citizenship education classes), no charges should be levied to school students. The view was that such charges would act as a disincentive to schools to engage with the Centre and therefore undermine the Centre's capacity to achieve its aims.

5.3 Name change

Several stakeholders suggested that the Constitution Centre's name could or should be changed. One former Advisory Board member said the name "sounds forbidding and abstract". Various possible names were suggested such as the WA Democracy Centre, the Civics Education Centre, and the Civics and Citizenship Centre. Other stakeholders felt strongly that the name correctly represented the Centre's purpose and should be left unchanged. The inaugural Advisory Board Chair, Malcolm McCusker said *"The name seems very appropriate. And it's become known over the years. This is reflected in the number of the hits on the websites. School teachers understand it. You could call it the Centre for Civics Education, but it doesn't convey the broader responsibility. Constitutional Centre is broader."*

6.0 Future Options

A wide range of options for the Constitutional Centre are identified below, for consideration. Please note:

- in developing the options, the consultants had regard for “restraints on expenditure” as required under the review’s Terms of Reference;
- the options are outlined in broad terms only and it is acknowledged that structural, governance and financial considerations will require further exploration in order to give effect to them;
- elements of various options could potentially be combined to create further options; and
- options are not listed in preferential order.

Option A: Retain the status quo

OPTION A: This option involves retention of the status quo, with no change to the Centre’s aims, structure, programmes and resources. It was prompted by feedback from many stakeholders that the Constitutional Centre is currently providing a high quality service and is therefore best left untouched.	
Arguments in favour	Arguments against
Involves minimal disruption to current operations and customers	No cost savings to Government
The Centre is currently meeting the needs of its key customers - i.e. schools - to a high standard	While the Centre is currently meeting the needs of students well, it is not fully meeting the needs of the adult community and could also do more to service regional areas
No additional resourcing is required	Unlikely to result in improvements to the Centre’s online offerings (an area of identified need)
Most stakeholders would be very satisfied with this option	Without change, the Centre could be at risk of ‘losing touch’ with modern pedagogy
No job losses	

Option B: Close the Centre

OPTION B: This option involves closing the Centre completely and ceasing the provision of all services. It was prompted primarily by efficiency considerations.	
Arguments in favour	Arguments against
Significant cost savings to Government	Detrimental to the civics education agenda at a time when mandatory civics education for Years 3 - 10 has just been introduced
Buildings could be used for other purposes, for example: <ul style="list-style-type: none"> • General venue available for use by Government and/or for hire (e.g. for State events) • Parliamentary Education Services/committees 	Schools, in particular, would miss the services provided by the Centre and be unlikely to replicate them elsewhere

<ul style="list-style-type: none"> • General government office accommodation (e.g. a flexible working hub) • Accommodation for all integrity agencies • Training/conference facility for public sector use and/or for hire to private training/conference providers • Museum/heritage space (e.g. Nyoongar Museum) • Lease out for commercial purpose (e.g. restaurant) • Other 	
Teachers could arguably self-educate on matters relating to civics education and seek out course content material from other sources	Loss of staff jobs (with associated redeployment and redundancy implications/costs)
	The WA Electoral Education Centre would likely remain but experience a drop in attendance numbers for their programmes (due to their current integration with Constitutional Centre Programmes).
	The buildings/facilities will still require ongoing management if kept in Government hands
	Due to the building's heritage listing, there are certain limitations on the uses to which the buildings can be put.

Option C: Bring the Constitutional Centre and Parliamentary Education Services under one roof at the Constitutional Centre

OPTION C: This option would involve a re-allocation of the Constitutional Centre's responsibilities to Parliamentary Education Services. It was prompted by views that while there is limited overlap between the current programme offerings of Parliament and the Constitutional Centre, both organisations contribute significantly to civics education in WA and customers would benefit from a coordinated service.	
Arguments in favour	Arguments against
Key clients of the two organisations would benefit from a coordinated service	Loss of independence of the Centre
Some modest cost savings to Government are likely as the education programmes of the two organisations could probably be delivered with fewer staff than the current combined staffing complement	In the eyes of some, potential politicisation of what should be an apolitical activity
The move of the Parliamentary Education Office to the current Constitutional Centre buildings would free up valuable space in Parliament (where space is at a premium)	Some job losses likely (with associated redeployment and redundancy implications/costs)
Parliament could make greater use of the Constitutional Centre buildings	Incursions to metropolitan schools would most likely be reduced (in line with the Parliamentary Education Office's policy of not conducting metropolitan school incursions) <i>(Note: This risk could be off-set/mitigated by (a) increased access to teacher in-servicing (b) better online resources, and (c) a 'special circumstances' policy for schools with a demonstrated need for a school incursion)</i>
The Constitutional Centre would benefit from the Parliamentary Education Office's skills in the development and delivery of quality online resources	
Services to regional areas would likely be enhanced	
Teacher/student teacher in-servicing would most likely be expanded	

Option D: Incremental change option, with a renewed focus on events, regional education and adult education

<p>OPTION D: This option would involve:</p> <ul style="list-style-type: none"> • the appointment of an on-site events partner (possibly from the Institute of Public Administration WA and/or AUSpire); • a reduction in metropolitan school incursions; • greater teacher/student teacher in-servicing; and • improved online offerings. <p>Potentially, this could be a transitional option used to lay the foundations for the introduction at a later date of a more transformational option (e.g. Options F and G).</p>	
Arguments in favour	Arguments against
Relatively modest, achievable outcome	Some metropolitan schools would miss the school incursions delivered currently by Constitutional Centre staff and struggle to facilitate excursions to the Centre (<i>Note: This risk could be off-set/mitigated by (a) increased access to teacher in-servicing (b) better online resources, and (c) a 'special circumstances' policy for schools with a demonstrated need for a school incursion.</i>)
Allows the Centre to focus on what it does best (i.e. schools education) and make the most of their point of difference (i.e. experiential learning at the Centre and the wider parliamentary precinct)	Some new and different skills may be needed by Centre staff (e.g. skills for website enhancement and the development of online resources).
Enables renewed emphasis on adult education	In the absence of a tight, comprehensive partnership agreement between the Centre and the on-site events partner, there could be potential for conflict between the two (e.g. competition for Centre space for events and school tours).
Relieves the Centre of events management responsibilities, enabling the Manager in particular to focus on other important operational considerations (e.g. performance measurement, building relationships with potential partners, strategic management)	Increased regional travel costs (<i>Note: These would be mitigated by revenue generated by events and by cost savings from a reduction in metropolitan incursions.</i>)
Improves 'audience reach' by freeing up resources previously dedicated to metropolitan school incursions and diverting them to: <ul style="list-style-type: none"> • regional school incursions • teacher/student teacher in-servicing; and • online offerings. 	
On-site events partner would raise the Centre's profile, generate business and defray the Centre's operating costs. Savings could either be banked or diverted into service improvements.	
Job losses not required	
Potential on-site events partners are keen to be involved	

Option E: Re-allocate responsibilities of the Constitutional Centre under the auspices of the State Library of WA (SLWA)

This option was prompted by:

- identified synergies in the aims and objectives of the Constitutional Centre and the SLWA. In particular the SLWA values Western Australia's unique and diverse stories, of which the Constitution is an important part. Both the SLWA and the Constitutional Centre are committed to helping transform lives through providing free information for everyone and collaborating to benefit the community. With these values in mind, the capacity of the Constitutional Centre could be strengthened and enhanced by being embedded in the SLWA;
- opportunities to provide a more customer focused service model through better coordination and integration of information about civics and citizenship for the end user; and
- the potential for the Constitutional Centre to access the benefits of economies of scale in a large organisation e.g. systems, resources etc.

The option has two sub-options:

- Option E1: the re-location of the Centre and all staff to the SLWA premises in the Perth Cultural Precinct; and
- Option E2: the retention of the Centre in its current West Perth premises, along with most (or all) staff.

OPTION E1: Re-location of the Centre and all staff to the State Library premises in the Perth Cultural Precinct	
Arguments in favour	Arguments against
a) Reasonable cost savings to government in relation to the West Perth facilities (as the Constitutional Centre buildings could be utilised for other purposes, see Option B)	m) Location is less accessible for buses (although a dedicated bus drop-off area will be put in place as part of the new Museum development). Logistical and transport issues for schools with large groups and/or lower primary aged children for whom public transport is not a safe option.
b) Improves access (for the Constitutional Centre) to the SLWA resources e.g. records and materials, partnerships and networks, systems and processes, research and business development support.	n) Loss of connection to the Parliamentary precinct (the 'seat of government'). This would undermine the recommendations of the Malcolm McCusker Constitutional Committee which recommended that the Centre be located close to Parliament. Reduces the ability of the Constitutional Centre to provide an immersive learning experience therefore potentially making its excursion activities redundant.
c) Supports the reinvigoration of the service delivery model, programs and resources through exposure of Constitutional Centre staff to contemporary practice and ongoing improvement strategies.	o) The Constitutional Centre/Parliamentary Education Programme/WA Electoral Education Centre currently provides a full day excursion with rotating activities. This may no longer be possible if the Constitutional Centre is located elsewhere. Both the Parliament and the WA Electoral Education Centre could lose numbers.
d) Sends a message about the importance of the Constitution within the past, future and present story of our State by cementing its future in a large, high profile and enduring agency. <i>Note: The State Library of WA's strategic focus: '...build skills for the future'</i>	p) Some of the savings generated by the move would be off-set initially by costs involved in re-fitting parts of SLWA to accommodate Centre staff, exhibits and programmes etc. This includes classroom/teaching spaces, office and exhibition areas. The SLWA onsite educational facilities are currently being used to capacity. Some of those activities would need to stop to accommodate any new activities or additional facilities would need to be constructed, which would incur capital expenditure.
e) Presents an opportunity for increased promotion and visibility of the Centre to a wider audience, especially regional and adult groups. This would also reduce silos and better integrate constitutional matters into a	q) Loss of independence and autonomy. Possible loss (or change) of focus.

wide range of SLWA displays and activities. <i>Note: SLWA's strategic focus: '...a State Library for everyone...'</i>	
f) Strengthens the Constitutional Centre's aims and goals by linking them to a more strategic, broader vision. This could lead to much better representation and assist the Constitutional Centre to 'bat above its weight' by being aligned with the SLWA's support and influence.	r) Too much choice. There are too many activities currently in the cultural precinct for students to do all in one day. The Constitutional Centre may not be prioritised as an excursion destination if there are too many other competing options.
g) Supports and enhances the Constitutional Centre's organisational culture by providing more support to staff and reducing their isolation and insulation.	s) Potential for dilution in expertise/knowledge - i.e. potential for existing dedicated resources to be re-diverted to other areas of SLWA operations.
h) Increases collaboration with the State Records Office. This would have mutual benefits for both the State Records Office and the Constitutional Centre - e.g. for the State Records Office the possibility of developing an education function, which it is currently unable to do, through access to trained educators. And the for the Constitutional Centre, the opportunity to leverage untapped resources held by the State Records Office.	t) A new governance structure would be required. There is uncertainty about whether the objects of the <i>Library Board of Western Australia Act 1951</i> could accommodate the Constitutional Centre purpose and aims as they currently stand, and/or those of a related Constitutional Centre Board. If it can be accommodated, special delegation may be required (as is the case with the State Records Office) to allow it to be incorporated under the auspices of the State Library of WA). <i>Note: If it cannot be accommodated under the Act, there is the potential for the staff to be located within SLWA for all management purposes but remain a business unit within DPC. A cost sharing/cost recovery arrangement/MOU would need to be explored.</i>
i) Provides an opportunity to substantially improve the Centre's digital offerings (as the SLWA has significant expertise in this area), once again increasing the Centre's audience reach and providing better services to regional areas. <i>Note: SLWA's strategic focus: 'embrace a digital transformation'</i>	u) A rebranding of materials and new website solution would be required. An IT solution would involve maintaining the existing website as an adjunct to the SLWA website or (as is more likely the case) incorporating it into the SLWA website.
j) Reduces silos/better integrates the Constitution into displays/activities run by the State Library.	v) A funding agreement would need to be struck. The SLWA would either need an increased long-term appropriation or to absorb the increased operating costs of the Centre. This may offset any potential savings to government.
k) Affords better access to public transport options for teachers organising excursions especially upper primary and high school students.	
l) May achieve some staff savings or allow existing FTE to be re-directed to core business and away from corporate services and management responsibilities.	

OPTION E2: Bring the Constitutional Centre under the auspices of the State Library of Western Australia, but retain the Centre in its current West Perth premises, along with most (if not all) staff	
Arguments in favour	Arguments against
Certain benefits identified in E1 above are also applicable in E2: b, d, e, f, h, i, j, l.	Certain concerns identified in E1 are also applicable in E2: q, s, t, u, v.
No change for clients, visitors and other stakeholders who are already familiar with the location.	Benefits of E1 c) and E1 g) may be limited and more difficult to achieve if Education Officers are not co-located.

No or little impact on State Library of WA resources/capital spend (office accommodation, exhibition and classroom/teaching space). Opportunity for State Library of WA to use Constitutional Centre resources on location in West Perth to augment its existing resources.	Few, if any, cost savings to government in relation to use of the buildings in West Perth.
Retain connection to Parliamentary precinct and the value of the immersive experience of student excursions.	Education Officers would either need to be based at the State Library of WA and travel to the Constitutional Centre or remain based at the Constitutional Centre. This would offset potential savings.
The programming of current excursion activities is preserved.	Redeployment or redundancies may still be required due to restructuring.
More space for excursions and events could be made available if displays, and exhibitions were moved to the State Library of WA. Further space could be made available if the Board Room was turned into educational space and existing (purpose made) furniture was relocated to another government building.	
Most stakeholders would be satisfied with this option.	

Option F: Create a State Centre for History and Heritage

OPTION F: This option would involve the re-allocation of the Constitutional Centre's responsibilities to a newly created State Centre for History and Heritage (or similar title) in the Perth Cultural Precinct. This concept was first aired several years ago but remains at the conceptual stage. It is intended that the Centre would be established on new ground and be a place where the public could access all the organisations related to WA history and heritage.	
Arguments in favour	Arguments against
The current Constitutional Centre buildings would be freed up for other purposes (some of which are outlined in Option A).	A new entity, regardless of where it is located, is likely to require significant additional capital investment in order to create the space required.
There are obvious synergies between the interests of the types of agencies.	There is no identified neutral space for a new centre at this stage.
The Perth Cultural Precinct location would likely increase the Constitutional Centre's public exposure by attracting more passing traffic, particularly with the opening of the new museum in 2020.	The proposed Centre is a long-term prospect, floated for 2029 (to coincide with the State's bicentennial celebrations).
The Perth Cultural Precinct is already well served by public transport and there are plans for a new bus drop-off point in Francis St, which could be used for school buses.	The Constitutional Centre's proximity to Parliament (and probably the WAEC) would be lost. This would undermine the recommendations of the Malcolm McCusker Constitutional Committee which recommended that the Centre be located close to Parliament.
Creates a one stop shop for many related services (with the exception of Parliament and WAEC).	Transporting students from the Perth Cultural Precinct to the Parliament (and WAEC) is problematic, and the number of students attending Parliament and the WAEC may decline.
Such a Centre would be a significant community/State asset.	Civics educators fear that a State Centre for History and Heritage would lead to a focus on the past, rather than the future (the name 'History and Heritage' suggests this). There is concern that it would result in civics education being downgraded, in
Supports the 'Working Together for WA' concept and reflects the Service Priority Review findings (i.e. collaborative enterprises delivering seamless customer services).	

The Constitutional Centre would benefit from being co-located with like agencies offering complementary services.	favour of history. <i>Note: An amended title could help mitigate against this (e.g. Centre for History and Democracy).</i>
---	--

Note: A small number of stakeholders suggested that any State Centre for History and Heritage could perhaps be located at the Constitutional Centre premises, rather than at the Perth Cultural Precinct.

Option G: Create a ‘Democracy Precinct’

OPTION H: This option would involve the creation of a vibrant ‘Democracy Precinct’ (or similar title) in the current West Perth premises. The option was prompted by views that the Constitutional Centre buildings are a magnificent, yet under-utilised, public asset with significant potential. A wide variety of organisations would collaborate/partner to activate the Precinct and deliver civics education in the broadest terms. These organisations could include the Constitutional Centre, Parliament, WAEC, IPAA, PSC, the Francis Burt Law Centre, Celebrate WA, AUSpire, the Old Observatory, interested universities (e.g. Curtin University’s John Curtin Institute of Public Policy) etc. In addition to running its usual school/community tours, an events manager would be appointed (similar to Option D) to enable the Precinct to:

- host more events (e.g. legal/constitutional education, public debates, conventions, conferences, citizenship ceremonies, awards ceremonies, networking events, launches)
- conduct citizenship classes for new Australians
- host a speakers’ corner
- run deliberative democracy exercises on issues of public interest
- run public consultation exercises on behalf of government agencies
- run public sector training
- host exhibitions/cultural events
- hire out the venue to trusted organisations with high public value
- create cultural (tourist) trails for the precinct, including references to Aboriginal history

Note: Features outlined in Option D could apply also to this option (i.e. a reduction in metropolitan school incursions, greater teacher/student teacher in-servicing; and improved online offerings.)

Arguments in favour	Arguments against
Energises and activates the Precinct, making the most of a valuable public asset	A new and possibly complex governance arrangement would be required.
Broadens the appeal of the Precinct and increases the Centre’s reach and impact	Possible loss of focus on the Centre’s core business (schools education)
Key civics education organisations are keen and willing to partner with the Constitutional Centre to create a vibrant precinct	Some metropolitan schools would miss the school incursions delivered currently by Constitutional Centre staff and struggle to facilitate excursions to the Centre (<i>Note: This risk could be off-set/mitigated by (a) increased access to teacher in-servicing (b) better online resources, and (c) a ‘special circumstances’ policy for schools with a demonstrated need for a school incursion.</i>)
Generates income to defray the Centre’s operating costs	Some new and different skills may be needed by Centre staff (e.g. skills for website enhancement and the development of online resources).

Potential to become a tourist attraction	In the absence of a tight, comprehensive partnership agreement between the Centre and the on-site events partner, there could be potential for conflict between the two (e.g. competition for Centre space for events and school tours). Increased regional travel costs (<i>Note: These would be mitigated by cost savings from a reduction in metropolitan incursions and from events revenue.</i>)
No job losses likely	
Creates a one stop shop for many related services (at a minimum the Constitutional Centre, Parliament, and the WAEC)	
Creates a significant community/State asset	
Supports the 'Working Together for WA' concept and reflects the Service Priority Review findings (i.e. collaborative enterprises delivering seamless customer services)	
The Constitutional Centre would benefit from being co-located with like agencies offering complementary services.	
Potential on-site events partners are keen to be involved.	

7.0 Conclusion

This review has found that the Constitutional Centre, in its current form, has many strengths but also some weaknesses. The overwhelming view of stakeholders and Centre customers is that, with some imagination and commitment, these weaknesses could be addressed and the Centre's impact significantly enhanced.

Jan Saggars
MANAGING DIRECTOR
THE NEXUS NETWORK

Catherine Sambell
SENIOR CONSULTANT
THE NEXUS NETWORK

September 2018