E Supporting research and related activities

The Commission’s supporting research program encompasses a range of activities. This appendix provides brief summaries of Commission Research Papers, Staff Working Papers and Staff Research Notes released in the year. It also lists the presentations given by the Chair, Commissioners and staff to parliamentary committees, conferences and industry and community groups in 2013-14, as well as briefings to international visitors.

## Commission Research Papers

### An Ageing Australia: Preparing for the Future

This report was released on 22 November 2013. It focuses on the effects of ageing on economic output (underpinned by changes in population, participation and productivity) and the resulting implications for government budgets were current policy settings to be maintained.

The key points from the report were:

* Australia’s population will both grow strongly and become older. Such slow but profound shifts in the nature of a society do not elicit the same scrutiny as immediate policy issues. The preferable time to contemplate the implications is while these near‑inevitable trends are still in their infancy.
* Population ageing is largely a positive outcome, primarily reflecting improved life expectancy. A female (male) born in 2012 will on average live for an estimated 94.4 (91.6) years.
* However, population growth and ageing will affect labour supply, economic output, infrastructure requirements and governments’ budgets.
* Australia’s population is projected to rise to around 38 million by 2060, or around 15 million more than the population in 2012. Sydney and Melbourne can be expected to grow by around 3 million each over this period.
* The population aged 75 or more years is expected to rise by 4 million from 2012 to 2060, increasing from about 6.4 to 14.4 per cent of the population. In 2012, there was roughly one person aged 100 years old or more to every 100 babies. By 2060, it is projected there will be around 25 such centenarians.
* Total private and public investment requirements over this 50 year period are estimated to be more than 5 times the cumulative investment made over the last half century, which reveals the importance of an efficient investment environment.
* Labour participation rates are expected to fall from around 65 to 60 per cent from 2012 to 2060, and overall labour supply per capita to contract by 5 per cent.
* Average labour productivity growth is projected to be around 1.5 per cent per annum from 2012‑13, well below the high productivity period from 1988‑89 to 2003‑04. Real disposable income per capita is expected to grow at 1.1 per cent per annum compared with the average 2.7 per cent annual growth over the last 20 years.
* Collectively, it is projected that Australian governments will face additional pressures on their budgets equivalent to around 6 per cent of national GDP by 2060, principally reflecting the growth of expenditure on health, aged care and the Age Pension.
* Major impending economic and social changes can create the impetus for new reform approaches not currently on the policy horizon. For example:
* The design of the Age Pension and broader retirement income system might be linked to life expectancy after completion of the current transition to 67 years in 2023.
* Using some of the annual *growth* in the housing equity of older Australians could help ensure higher quality options for aged care services and lower fiscal costs.
* Wide‑ranging health care reforms could improve productivity in the sector that is the largest contributor to fiscal pressures. Even modest improvements in this area would reduce fiscal pressures significantly.

## Staff working papers

*Note: The views expressed in staff working papers are those of the authors and do not necessarily reflect the views of the Productivity Commission.*

### Deep and Persistent Disadvantage in Australia

*Rosalie McLachlan, Geoff Gilfillan and Jenny Gordon,* July 2013

Key points from the paper were:

* Australia has experienced two decades of economic growth and rising average incomes, but some in the community continue to be ‘left behind’.
* Disadvantage is a multi-dimensional concept. It is about ‘impoverished lives’ (including a lack of opportunities), not just low income. Poverty, deprivation, capabilities and social exclusion are different lenses to view and measure disadvantage.
* A number of researchers produce estimates of the extent of disadvantage in Australia. Each relies on contestable assumptions and thresholds.
* Around 5 per cent of Australians aged 15 plus are estimated to have experienced deep social exclusion in 2010, fewer than in 2001 (7 per cent). The rate of very deep exclusion was stable at around 1 per cent (Social Exclusion Monitor).
* Fewer people experience ongoing disadvantage — 3 per cent of Australians experienced deep social exclusion for five or more years (between 2001 and 2010) and just under 1 per cent for seven or more years.
* People who are more likely to experience deep and persistent disadvantage include: lone parents; Indigenous Australians; people with a long-term health condition or disability; and people with low educational attainment. Many are public housing tenants and are weakly attached to the labour market.
* Disadvantage has its roots in a complex interplay of factors. Many of these factors, when combined, can have a compounding effect. The probability that any one person will experience disadvantage is influenced by: their personal capabilities and family circumstances; the support they receive; the community where they live (and the opportunities it offers); life events; and the broader economic and social environment.
* A child’s earliest years fundamentally shape their life chances. Gaps in capabilities between children from socioeconomically disadvantaged families and their more advantaged peers appear early in life. Starting school ‘behind the eight ball’ can begin a cycle of disadvantage that sets a trajectory for poorer outcomes later in life.
* Education is a foundation capability. It improves a person’s employment prospects and earning capacity, and the evidence points to a relationship between education and better health and raised civic and social engagement.
* Employment is the route out of disadvantage for most people of working age.
* Disadvantage imposes costs on people and families who experience it and on the broader community. Only avoidable costs (reductions in disadvantage that are realistically possible) should be included when estimating the costs of disadvantage.
* Longitudinal data is critical to understanding the dynamics of disadvantage. But people who are most disadvantaged are often not well represented in such studies. Administrative data has the potential to provide new knowledge

### Prevalence of Transition Pathways in Australia

*Jane Fry and Clare Boulton,* August 2013

The analysis in this paper identifies broad patterns — or pathways — in labour market and education activities associated with different life stages. It uses a novel approach — optimal matching combined with cluster analysis — to analyse 10 years of calendar data from the *Household, Income and Labour Dynamics in Australia* (HILDA) survey.

The key points were:

* This paper uses longitudinal information from the calendar in the *Household, Income and Labour Dynamics in Australia* (HILDA) Survey to track monthly education and labour market activities from 2000 to 2010 for about 6500 working age individuals. The techniques of optimal matching and cluster analysis (OMCA) are used to identify and group individuals with similar patterns of activities into 'pathways'.
* Much of the wider literature considers transitions from one activity to another (such as study to employment, or employment to retirement). OMCA applied to calendar style data for other countries shows that there can be multiple transitions (such as reversals or repeated activities, like returning to the labour force or churning in and out of employment) and different pathways can arise with key life events (such as leaving education, family formation or retirement).
* Seventeen pathways are identified. Although each pathway contains some variation between the sequences of activities, distinct patterns can be observed.
* For youths aged 15–24 in 2001, five pathways are identified: three associated with increasing education levels and transitions to work; one associated with churning in and out of work; and one dominated by young women withdrawing from the labour force to raise children.
* Activity sequences for young adults aged 25–39 are grouped into four pathways: two involving work (one with increasing education); and two involving prolonged periods outside the labour force associated with raising children (with one pathway showing subsequent return to work).
* Mature adults aged 40–54 in 2001 follow one of four pathways: one dominated by work; two dominated by women spending time outside the labour force raising children (with one return to work pathway); and one pathway associated with early retirement.
* For seniors aged 55–64, four pathways are identified: one dominated by work; and three associated with retirement or transitions to retirement.
* Successful and unsuccessful outcomes in the labour market can be related to the pathways that individuals follow. The analysis in this paper can be a valuable input to identifying relationships between pathways and outcomes, and the individual characteristics that are associated with specific pathways. That analysis could then inform strategies to reduce the risk of unsuccessful labour market outcomes, such as prolonged unemployment.

### Productivity in Manufacturing: Measurement and Interpretation

*Paula Barnes, Leo Soames, Cindy Li and Marcelo Munoz,* December 2013

The objective of this paper was to examine recent productivity performance in Manufacturing, with particular focus on the causes of its decline. In particular, the paper:

* analyses Multifactor productivity (MFP) change and its proximate causes (value added, labour and capital inputs) for Manufacturing as a whole
* estimates MFP change and its components at the subsector level within Manufacturing
* examines factors influencing the productivity performance of Manufacturing and three of its largest constituent subsectors (as they have contributed most to recent trends in aggregate performance).

Key points were:

* Multifactor productivity (MFP) growth in Manufacturing was negative over the most recent complete productivity cycle (2003-04 to 2007-08), in contrast to the positive growth in the previous cycle. This large decline was atypical for Manufacturing, and since then MFP has continued to decline (although more slowly).
* Manufacturing's MFP decline was a major contributor to flat market sector MFP.
* There is no overarching systemic reason for the large decline. Rather, various subsector-specific factors, such as lags between investment and output; unmeasured increases in quality; and lower capacity utilisation all contributed. Some factors reflect temporary responses to changing competitive conditions.
* Faster rates of input growth (capital and hours worked) and slower output (value added) growth were the 'proximate causes' of this Manufacturing MFP decline.
* Petroleum, coal, chemical and rubber products (PCCR), Food, beverage and tobacco products (FBT), and Metal products (MP) collectively accounted for two-thirds of the decline between cycles. Influences on each subsector were diverse.
* PCCR output declined in absolute terms over the most recent cycle (after growing over the previous cycle), and yet there was a large increase in capital investment.
* Petroleum refineries invested to meet new environmental standards, but the improved fuel quality is not fully reflected in the output measure, and thus in MFP. Value added per unit of output also declined, as greater volumes of feedstock and refined fuel were imported in response to reduced output from domestic oilfields.
* For plastic products, increased production by overseas firms with lower input costs and the appreciation of the Australian dollar led to strong import competition. Domestic production declined, leading to underutilised capacity. Higher demand for fertilisers and explosives led to very large investments to expand chemical production, but there was a lag before output increased.
* Food and beverages output growth slowed, yet hours worked increased significantly.
* Slower output growth was associated with a decline in exports and a loss of domestic market share for some products — reflecting input cost pressures, appreciation of the Australian dollar, and, in cases such as wine, drought.
* Consumer preferences also drove changes in the composition of output that increased the input intensity of production — for example, there was growth in smaller scale, more labour intensive, non-factory bakeries.
* But the decline in MFP in FBT may have been overstated due to challenges in measuring improved output quality and reductions in the capital stock.
* Metal products was different, with faster output growth and even faster input growth.
* Fabricated metals output grew strongly to meet increased demand from the Construction and Mining sectors.
* Metal products was responsible for most of the capital growth in Manufacturing, largely to expand alumina refining capacity. However, the inevitable lag between investment and ensuing output led to lower measured productivity.
* The MFP decline in Manufacturing has slowed in the current incomplete cycle. MFP growth in PCCR and FBT remains negative and it is marginally positive in MP.

### Environmental Policy Analysis: A Guide to Non-Market Valuation

*Rick Baker and Brad Ruting*. January 2014

The objective of this paper is to examine the validity and reliability of various non-market valuation methods, the case for using non-market valuation in environmental policy analysis, and how best use can be made of non-market valuation in developing environmental policy.

* Government policies aimed at generating environmental benefits almost always impose costs on the community. Weighing up these trade-offs is challenging, in part because environmental benefits are difficult to value, particularly those that are not reflected in market prices (so called ‘non-market’ values).
* There are several non-market valuation methods that can be used to evaluate such trade-offs, but they are not widely used for environmental policy analysis in Australia.
* There are two main types of non-market valuation methods: revealed preference and stated preference.
* The validity of revealed preference methods is widely accepted, but there are many circumstances where they cannot provide the estimates needed for environmental policy analysis.
* Stated preference methods can be used to estimate virtually all types of environmental values, but their validity is more contentious.
* The evidence suggests that stated preference methods are able to provide valid estimates for use in environmental policy analysis. However:
* there are many elements that practitioners need to get right to produce meaningful results
* value estimates are likely to be less reliable when respondents are asked about environmental assets that are especially complex or relatively unfamiliar to them.
* Benefit transfer involves applying available value estimates to new contexts. Its accuracy is likely to be low unless the primary studies are of high quality and relate to similar environmental and policy contexts. These seemingly obvious cautions are often not observed.
* Because non-market valuation methods can generally provide objective estimate of the value that the community places on environmental outcomes, they offer advantages over other approaches to factoring these outcomes into policy analysis.
* The case for using non-market valuation varies according to circumstances. It is likely to be strongest where the financial or environmental stakes are high and there is potential for environmental outcomes to influence policy decisions.
* Where non-market valuation estimates are made they should generally be included in a cost–benefit analysis. Sensitivity analysis should be provided, as well as descriptive information about the environmental outcomes of the proposed policy.
* There is a range of steps that could be taken to realise more fully the potential of non-market valuation, including developing greater knowledge about it within relevant government agencies.

### Literacy and Numeracy Skills and Labour Market Outcomes in Australia

*Anthony Shomos and Matthew Forbes*, May 2014

This paper profiles the literacy and numeracy skills of Australia's adult population and assesses how important they are for two labour market outcomes – employment and wages.

* Adult literacy and numeracy skills contribute to wellbeing in many ways. At an individual level, they are central to social and economic participation.
* Literacy and numeracy skills are a core part of a person's human capital.
* They also support the development of other forms of human capital, including knowledge, other skills and health.
* Some Australians have low (level 1 or below) literacy and numeracy skills. In 2011‑12:
* 14 per cent of Australians could, at best, read only relatively short texts from which they were able to locate only a single piece of information.
* 22 per cent could only carry out one-step or simple processes such as counting where the mathematical content is explicit with little or no text or distractors.
* At the other end of the skill distribution, 16 per cent of Australians had high (level 4/5) literacy skills and 12 per cent had high numeracy skills in 2011–12.
* People with high literacy skills can make complex inferences and evaluate subtle truth claims or arguments in lengthy or multiple texts.
* People with high numeracy skills can understand a broad range of mathematical information that may be complex, abstract or embedded in unfamiliar contexts.
* Most Australians have skills somewhere between these levels. Groups with relatively low literacy and numeracy skills include: people with low levels of education; older persons; people not working; and immigrants with a non-English speaking background.
* Compared with other countries in the OECD, Australia performs above average on literacy but average in numeracy.
* Higher literacy and numeracy skills are associated with better labour market outcomes (employment and wages). Econometric modelling shows that:
* an increase in literacy and numeracy by one skill level is associated with an increased likelihood of employment of 2.4 and 4.3 percentage points for men and women, respectively
* an increase in literacy and numeracy skills is associated with a similar increase in the probability of employment, whether a person had a degree, diploma/certificate or Year 12 education
* an increase in literacy and numeracy by one skill level is associated with about a 10 per cent increase in wages for both men and women. This positive association is equivalent to that of increasing educational attainment from Year 11 to Year 12 or to a diploma/certificate
* up to 40 per cent of the association between education and employment is attributable to literacy and numeracy skills. These results are consistent with education providing many other attributes of human capital that are valued in the workplace
* more than half of the 'penalty' that affects the wages of people with a non-English speaking background is explained by their lower literacy and numeracy skills.

## Staff research notes

*Note: The views expressed in staff research notes are those of the authors and do not necessarily reflect the views of the Productivity Commission.*

### On Input-output Tables: uses and abuses

*Paul Gretton,* October 2013

This staff research note describes the uses and abuses of input-output tables, with the aim of improving future utility of what is an important but sometimes misused resource. In doing so, the note examines a number of novel approaches to effective use and some examples of abuse.

Novel uses include:

* an environment-economic input-output framework;
* analysis of the composition of exports; and
* foreign value-added levels in nations’ exports.

Abuse primarily relates to overstating the economic importance of specific sectoral or regional activities. It is likely that if all such analyses were to be aggregated, they would sum to much more than the total for the Australian economy. Claims that jobs ‘gained’ directly from the cause being promoted will lead to cascading gains in the wider economy often fail to give any consideration to the restrictive nature of the assumptions required for input-output multiplier exercises to be valid. In particular, these applications fail to consider the opportunity cost of both spending measures and alternate uses of resources, and may misinform policy-makers.

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| Table E.1 Speeches and presentations by the Chair, Commissioners and staff, 2013-14 |
| |  |  |  | | --- | --- | --- | | Organisation/event | Topic |  | | **Peter Harris AO, Chair** |  |  | | Victorian Civil Construction Industry Alliance, Melbourne | Role of the Productivity Commission | Sept 2013 | | Trans-Tasman Business Centre Productivity Imperative Series, Perth | Productivity and the National Income Outlook | Sept 2013 | | The Global Foundation Boardroom Series Luncheon, Melbourne | How does Australia compare favourably across the five pillars of productivity | Oct 2013 | | IPA 2013 Infrastructure & Investment Conference, Sydney | Infrastructure Investment | Oct 2013 | | Australian Institute of Company Directors’ Breakfast, Perth | Discussant panellist | Nov 2013 | | Australian Centre for Health Research, Productivity in the Health System Roundtable, Melbourne | Health reform, no silver bullet | Dec 2013 | | Melbourne School of Government Conference, Melbourne | Governing Public Policy in the Asian Century and Chairing panel | Dec 2013 | | Financial Services Council CEO Boardroom Luncheon, Sydney | Commission’s unique role in the Australian economic and political landscape | Feb 2014 | | CEDA, Melbourne | Productivity of Government | Feb 2014 | | Australia-Canada Leadership Forum, Melbourne | Role of the Productivity Commission | Feb 2014 | | Clayton Utz CLE Intensive 2014: 2050 – The new look Australia, Sydney | Panel discussant | Feb 2014 | | Australia-Israel Chamber of Commerce Boardroom Luncheon, Melbourne | Keynote speaker | Mar 2014 | | Australian National Institute of Public Policy Competition and Regulation Conference, Canberra | Competition Policy Dialogue | Mar 2014 | | RBA/PC Conference, Sydney | Public Infrastructure: a Framework for Decision making | Mar 2014 | | BCA Infrastructure and Sustainable Growth Committee Meeting, Sydney | Commission’s draft report on Review into Infrastructure Financing | Mar 2014 | | Australian Automobile Association Policy Forum, Canberra | Keynote speaker | Mar 2014 | |
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| Table E.1 (continued) |
| |  |  |  | | --- | --- | --- | | Organisation/event | Topic | Date | | **Peter Harris AO, Chair** *(continued)* |  |  | | CEDA Council on Economic Policy, Melbourne | Financial system inquiry (Murray Inquiry) and its implications for Productivity | Mar 2014 | | COAG SOM, Melbourne | Commission’s draft report on Review into Infrastructure Financing | Mar 2014 | | PM&C Infrastructure Working Group, Melbourne | Keynote speaker | April 2014 | | Horton International Boardroom Luncheon, Melbourne | Guest speaker: Productivity and Australia’s Economic Future | April 2014 | | CEDA Queensland 2014 Infrastructure series luncheon, Brisbane | Keynote Speaker | May 2014 | | International CEO Forum Luncheon, Sydney | Guest Speaker | May 2014 | | National Library of Australia Senior Library Staff meeting, Canberra | Guest Speaker – deliver the Brian Farrell Oration | May 2014 | | **Commissioners** |  |  | | ANU Performance of Chinese ODI, Canberra (Mike Woods) | Discussant: China’s Global Investment and Its Regulation | July 2013 | | Forum of Federation workshop on Services Delivery Reform in Federal Systems in a Time of Austerity, Melbourne (Mike Woods) | The challenge of austerity and the potential of joint service delivery | July 2013 | | NAB National Small Business Summit, Brisbane (Warren Mundy & Rosalyn Bell) | Participate in a Conversation with Australia's Top Bureaucrats and Business People | July 2013 | | VCOSS peak discussion, Melbourne (Alison McClelland) | Commission’s SWP on Deep and Persistent Disadvantage in Australia and the role of the Commission | Aug 2013 | | Independent House Pricing Authority Workshop, Sydney (Mike Woods) | Discussant: Introduction of normative pricing into public hospital activity based funding in Australia | Aug 2013 | | Catholic Health Australia National Conference 2013, Melbourne (Mike Woods) | How are we going to finance our services in the future? | Aug 2013 | | Origin Foundation Board Meeting, Sydney (Mike Woods) | Commission’s SWP on Deep and Persistent Disadvantage in Australia and the role of the Commission | Sept 2013 | | AMEC Convention The Case for Confidence, Perth (Mike Woods) | Commission’s Inquiry into the non-financial barriers to mineral and energy resource exploration | Sept 2013 | |
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| Table E.1 (continued) |
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| Table E.1 (continued) |
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| Table E.1 (continued) |
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| Table E.1 (continued) |
| |  |  |  | | --- | --- | --- | | Organisation/event | Topic | Date | | **Staff** *(continued)* |  |  | | 3rd International mulitidisciplinary symposium on Excessive Gambling: Prevention and harm reduction, Switzerland (Ralph Lattimore) | Economics of gambling: An Australian Perspective | Jan 2014 | | Australian Agriculture and Resource Economic Society Annual Conference, Port Macquarie(Rick Baker) | Environmental Policy Analysis: A Guide to Non‑Market Valuation | Feb 2014 | | From Knowledge to Action - Australian Early Development Index (AEDI) Symposium, Melbourne (Jackie De Vries) | Early Childhood Development | Feb 2014 | | Australasian Rail Association Constructors Group, Melbourne (Anthony Housego) | Infrastructure construction costs and the Productivity Commission’s recent Draft Report on Public Infrastructure | Mar 2014 | | Adult Learning Australia forum: From LLN to Foundation Skills, Melbourne (Anthony Shomos) | Commission’s SWP on literacy and numeracy skills | Mar 2014 | | International Seminar Australia-Indonesia High Level Policy Dialogue 2014, Jakarta (Jenny Gordon) | Managing Structural Reform: Lesson Learn from Australia | April 2014 | | Office of Regional Economic Integration Workshop and Asian Development Bank Seminar, Manila (Xiao-guang Zhang) | Workshop on CGE models and regional economic integration and the seminar on Modelling economic integration and income distribution | May 2014 | | National Regulators, Canberra (Daryl Quinlivan) | Information: the currency of the digital economy | May 2014 | | IPPA Victoria’s State Summit, Melbourne (Jenny Gordon) | Guest Speaker: Session – Productivity or efficiency? | June 2014 | |
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| Table E.2 International delegations and visitors, 2013-14 |
| |  |  |  | | --- | --- | --- | | Organisation/delegation | Briefing/discussion purpose of visit | Date/location | | Mr York Yaw-Chung, Director-General, Department of Economics, Energy and Agriculture for the Cabinet, Taiwan | Structural reform in Australia | July 2013 (C) | | Mr Bernardina da Costa Pereira, Timor Leste Ministry of Finance | The Commission’s role & activities | July 2013 (C) | | Lao PDR Ministerial delegation | Economic assessment and Regulatory Impact Analysis. Lessons from RIA implementation in Australia | Aug 2013 (c) | | Dr Wah Wah Maung, Deputy Director General, Foreign Economic Relations Department, Ministry of National Planning and Economic Development, Myanmar | The Commission’s role & activities | Aug 2013 (C) | | Myanmar delegation | The Commission’s role & activities | Aug 2013 (C) | | Liberian Government delegation | The Commission’s role and activities | Sept 2013 (C) | | Mr Dedi Riyadi, Executive Secretary, Indonesia Ministry of Planning (BAPPENAS) | The Commission’s role & activities. Performance monitoring. Case studies on labour markets, trade and natural resources | Sept 2013 (C) | | Legislative Affairs Office of the State Council of China | The Commission’s role and activities | Nov 2013 (C) | | Mr Charnchao Chaiyanukij, Deputy Permanent Secretary for Justice, Thailand | Structural reform in Australia and the role of the Commission | Nov 2013 (C) | | Korean Fair Trade Commission | Regulation reform and the energy sector | Dec 2013 (M) | | Mr Pradeep Mehta, (founder) Secretary General & Mr Dipul Chatterjee, Deputy Executive Director, Consumer Unity & Trust Society (CUTS) International, India | Economic reform in federal systems | Feb 2014 (C) | | Mr Kenichi Kawasaki, National Graduate Institute for Policy Studies, Japan | Bilateral and Regional Trade Agreements | Mar 2014 (C) | | Dr Hoang Xuan Hoa, Director-General, Department of Economics, Economic Commission of the Communist Party of Vietnam’s Central Committee | The Commission’s role and activities | June 2014 (C) | | OECD Delegation | OECD Economic Survey of Australia | June 2014 (M) | |
| (C) Canberra (M) Melbourne |
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