

Report on Government Services 2014

Volume A:
Approach to
performance
reporting

*Steering Committee
for the Review of
Government
Service Provision*

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Foreword

It gives me great pleasure, as one of my tasks as the newly appointed Chairman of the Productivity Commission, to write this foreword on behalf of the Steering Committee for the Review of Government Service Provision, which I have chaired over the past year.

The Report on Government Services was commissioned in 1993 by Heads of Government (now COAG), to help drive improvements to government services. This is the nineteenth report in the series. The previous 15 reports were overseen by Gary Banks. Over those years, the Report grew in scope and content, becoming a comprehensive repository of comparative information on the equity, effectiveness, efficiency and outcomes of a wide range of services.

Improving government services is important to us all: everyone relies on these services at different stages and the services are particularly important for disadvantaged members of our society. Improving government services is also important economically: governments spent over \$184 billion on the services covered by this Report, representing about 68.6 per cent of general government final consumption expenditure in 2012-13 — equivalent to around 12.1 per cent of Australia's gross domestic product.

In a break from previous practice, the Report is being released in electronic form only. To improve accessibility, the Report is being released in seven separate volumes across four days. All information previously included in the Report is available in the new format.

On behalf of the Steering Committee, I would like to thank the members of the twelve working groups that provide advice and input for this Report, and the statistical bodies that provide invaluable technical advice and assistance. I would also like to thank the Review Secretariat within the Productivity Commission, which supports the Steering Committee and working groups, and produces the Report.

Peter Harris
Chairman

January 2014

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This Report is in seven volumes: Volume A contains Part A (Approach to performance reporting and Statistical context), Volume B contains Part B (Child care, education and training), Volume C contains Part C (Justice), Volume D contains Part D (Emergency management), Volume E contains Part E (Health), Volume F contains Part F (Community Services) and Volume G contains Part G (Housing and Homelessness).

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Ms Jenny Coccetti	NT	Department of the Chief Minister

Acronyms and abbreviations

Abbreviations

AACR	Australasian Association of Cancer Registries
AAGR	average annual growth rates
AAT	Administrative Appeals Tribunal
AATSIHS	Australian Aboriginal and Torres Strait Islander Health Survey
ABS	Australian Bureau of Statistics
ACAP	Aged Care Assessment Program
ACAT	aged care assessment team
ACARA	Australian Curriculum and Assessment Reporting Authority
ACE	adult community education
ACECQA	Australian Children's Education and Care Quality Authority
ACER	Australian Council for Educational Research
ACFI	aged care funding instrument
ACHS	Australian Council on Healthcare Standards
ACIR	Australian Childhood Immunisation Register
ACOSS	Australian Council of Social Services
ACSAA	Aged Care Standards and Accreditation Agency
ACSES	The Australian Council of State Emergency Services

ACSQHC	Australian Commission for Safety and Quality in Health Care
ACT	Australian Capital Territory
ADL	activities of daily living
ADR	Alternative Dispute Resolution
AEDI	Australian Early Development Index
AFAC	Australasian Fire and Emergency Services Authorities Council
AFP	Australian Federal Police
AGCCC	Australian Government Census of Child Care Services
AGCCPS	Australian Government Child Care Provider Survey
AGPAL	Australian General Practice Accreditation Limited
AGSRC	Average Government School Recurrent Costs
AHMAC	Australian Health Ministers' Advisory Council
AHMC	Australian Health Ministers' Conference
AHS	Australian Health Survey
AHV	Aboriginal Housing Victoria
AIC	Australian Institute of Criminology
AICTEC	Australian Information and Communications Technology Education Committee
AIFS	Australian Institute of Family Studies
AIHW	Australian Institute of Health and Welfare
AIJA	Australian Institute of Judicial Administration
AIPAR	Australian Institute for Population Ageing Research
AJJA	Australasian Juvenile Justice Administrators

ALLS	Adult Literacy and Life Skills
ANZEMC	Australia-New Zealand Emergency Management Committee
ANZPAA	Australia and New Zealand Police Advisory Agency
ANZSCO	Australian and New Zealand Standard Classification of Occupations
ANZSIC	Australian and New Zealand Standard Industrial Classification
AODTS-NMDS	Alcohol and Other Drug Treatment Services National Minimum Data Set
AQF	Australian Qualifications Framework
AQFC	Australian Qualifications Framework Council
AR-DRG v 5.1	Australian refined diagnosis related group, version 5.1
AR-DRGs	Australian refined diagnosis related groups
ARHP	Aboriginal Rental Housing Program
ARIA	Accessibility and Remoteness Index for Australia
ARO	Authorised Review Officer
ASCED	Australian Standard Classification of Education
ASGC	Australian Standard Geographical Classification
ASGS	Australian Statistical Geography Standard
ASM	Active Service Model
ASO	ambulance service organisation
ASOC	Australian Standard Offence Classification
ASR	Age-standardised rate
ASSNP	core activity need for assistance
ASQA	Australian Skills Quality Authority

ATC	Australian Transport Commission
Aust	Australia
AVETMISS	Australian Vocational Education and Training Management Information Statistical Standard
BBF	Building a Better Future
BEACH	Bettering the Evaluation and Care of Health
BMI	Body Mass Index
CAA	Council of Ambulance Authorities
CACP	Community Aged Care Package
CAD	computer aided dispatch
CAEPR	Centre for Aboriginal Economic Policy Research
CALD	culturally and linguistically diverse
CAP	conditional adjustment payment
CAP	Crisis Accommodation Program
Cat. no.	Catalogue number
CAWG	Court Administration Working Group
CCB	Child Care Benefit
CCET	Child care, education and training
CCMS	Child Care Management System
CCR	Child Care Rebate
CCTR	Child Care Tax Rebate
CDC	Community Directed Care
CDC	consumer directed care
CD-ROM	Compact Disc Read Only Memory

CDSMAC	Community and Disability Services Ministers' Advisory Council
CEaCS	Childhood Education and Care Survey
CFA	Country Fire Authority
CFCs	Child and Family Centres
CGC	Commonwealth Grants Commission
CGRIS	Coordinator-General for Remote Indigenous Services
CHDSMC	Community, Housing and Disability Services Ministers' Conference
CHIP	Community Housing and Infrastructure Program
CHOS	Canadian National Occupancy Standard
CI	confidence interval
CIS	Complaints Investigation Scheme
CMHC	Community Mental Health Care
COAG	Council of Australian Governments
CPG	Court Practitioners Group
CPI	Consumer Price Index
CRA	Commonwealth Rent Assistance
CRC	COAG Reform Council
CR	Crude rate
CRS	Commonwealth Rehabilitation Services
CRS	Complaints Resolution Scheme
CRYPAR	Coordinated Response to Young People at Risk
CSASAW	Commonwealth-State Agreement for Skilling Australia's Workforce

CSHA	Commonwealth State Housing Agreement
CSMAC	Community Services Ministers' Advisory Council
CSTDA	Commonwealth State/Territory Disability Agreement
CURF	confidentialised unit record file
DDHCS	Department of Disability, Housing and Community Services
DEEWR	Department of Education, Employment and Workplace Relations
DET	Department of Education (NSW)
DHAC	Department of Health and Aged Care
DHS	Department of Human Services
DHSH	Department of Human Services and Health
DIISRTE	Department of Industry, Innovation, Science, Research and Tertiary Education
DiRCS	Differences in Recorded Crime Statistics
DoCS	Department of Community Services (NSW)
DoHA	Department of Health and Ageing
DPEM	Department of Police and Emergency Management (Tas)
DPIE	Department of Primary Industries and Energy
DQI	data quality information
DSE	Department of Sustainability and Environment
DSS	Department of Social Services
DVA	Department of Veterans' Affairs
EACH	Extended Aged Care at Home
EACH-D	EACH Dementia

ECEC	Early Childhood Education and Care
ECEC NMDS	Early Childhood Education and Care National Minimum Data Set
EMA	Emergency Management Australia
EMS	emergency medical service
ERP	estimated resident population
ESO	emergency services organisation
FaCS	Department of Family and Community Services
FaHCSIA	Department of Families, Housing, Community Services and Indigenous Affairs
FDC	family day care
FFR	Federal Financial Relations
FLAG	Flexible Learning Advisory Group
FSO	fire services organisation
FTE	full time equivalent
FWE	full time workload equivalent
FYA	Foundation for Young Australians
GDP	gross domestic product
GFS	Government Finance Statistics
GGFCE	General Government Final Consumption Expenditure
GP	general practitioner
GPII	General Practice Immunisation Incentives Scheme
GSAIG	Green Skills Agreement Implementation Group
GSP	gross state product
GSS	General Social Survey

GST	goods and services tax
HACC	Home and Community Care
HAF	Housing Affordability Fund
HDSC	Health Data Standards Committee
HECS	Higher Education Contribution Scheme
HELP	Higher Education Loan Program
HHWR	Hospitals and Health Workforce Reform
HILDA	Household Income and Labour Dynamic Australia
HIP	Home Independence Project
HMAC	Housing Ministers' Advisory Council
HOIST	New South Wales Population Health Survey 2007
HoTS	Heads of Treasuries
HREOC	Human Rights and Equal Opportunity Commission
HRSCEET	House of Representatives Standing Committee on Employment, Education and Training
ICD	International Classification of Diseases
ICD-10-AM	Australian modification of the International Standard Classification of Diseases and Related Health Problems, version 10
ICH	Indigenous community housing
ICHO	Indigenous Community Housing Organisation
ICT	information and communication technologies
IER	Indigenous Expenditure Report
IGA	Intergovernmental Agreement
IMR	Infant mortality rate

IPD	Implicit Price Deflator
IRG	Independent Reference Group
IRSD	Index of Relative Socio-economic Disadvantage
ISO	International Organisation for Standardisation
ISS	Inclusion Support Subsidy
JCIE	Joint Committee on International Education
JJ NMDS	Juvenile Justice National Minimum Data Set
JJ RIG	Juvenile Justice Research and Information Group
K10	Kessler Psychological Distress Scale
KPIs	key performance indicators
LBOTE	Language background other than English
LCL	lower confidence limit
LDC	long day care
LFS	Labour Force Survey
LGCSA	Local Government Community Services Association of Australia
LMO	local medical officer
LOTE	Language other than English
LSOP	Long Stay Older Patients
LSAC	Longitudinal Study of Australian Children
LSAY	Longitudinal Surveys of Australian Youth
MBI	Modified Barthel Index
MBS	Medicare Benefits Schedule
MCATSIA	Ministerial Council on Aboriginal and Torres Strait Islander Affairs

MCEECDYA	Ministerial Council for Education, Early Childhood Development and Youth Affairs
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MCFFR	Ministerial Council on Federal Financial Relations
MCTEE	Ministerial Council of Tertiary Education and Employment
MFS	Metropolitan Fire Service
MHE	Mental Health Establishments
MHS	mental health services
MPS	multi-purpose services
NA	National Agreement
na	not available
NAHA	National Affordable Housing Agreement
NAP	National Assessment Program
NAPLAN	National Assessment Program — Literacy and Numeracy
NASWD	National Agreement for Skills and Workforce Development
NATESE	National Advisory for Tertiary Education, Skills and Employment
NMVTRC	National Motor Vehicle Theft Reduction Council
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NCAG	National Corrections Advisory Group
NCCH	National Centre for Classification in Health

NCIRS	National Centre for Immunisation Research and Surveillance of Vaccine Preventable Diseases
NCJSF	National Criminal Justice Statistical Framework
NCPASS	National Child Protection and Support Services data working group
NCSIMG	National Community Services Information Management Group
NCVER	National Centre for Vocational Education Research
NDA	National Disability Agreement
NDIS	National Disability Insurance Scheme
NEA	National Education Agreement
NEAT	Department of Natural Resources Environment and the Arts
NESB	non-English speaking background
NGOs	non-government organisations
NHA	National Healthcare Agreement
NHMP	National Homicide Monitoring Program
NHMRC	National Health and Medical Research Council
NHPAC	National Health Priority Action Council
NHPC	National Health Performance Committee
NHS	National Health Survey
NIA ECEC	National Information Agreement on Early Childhood Education and Care
NIDP	National Information Development Plan
NIHEC	National Indigenous Health Equality Council
NIRA	National Indigenous Reform Agreement

NISC	National Industry Skills Committee
NMDS	national minimum data set
NMHS	National Mental Health Strategy
NMS	National Minimum Standard
NNDSS	National Notifiable Diseases Surveillance System
no.	number
NOOSR	National Office of Overseas Skills Recognition
NP	National Partnership
np	not published
NPAs	National Partnership Agreements
NPC	National Preschool Census
NP ECE Education	National Partnership Agreement on Early Childhood Education
NPMC	Navigation Projects Management Committee
NQA ITS	National Quality Agenda IT System
NQF	National Quality Framework
NQS	National Quality Standard
NRCP	National Respite for Carers Program
NRF	National Reporting Framework
NRSS	National Road Safety Strategy
NSCSP	National Survey of Community Satisfaction with Policing
NSOC	National Senior Officials Committee
NSSC	National Schools Statistics Collection
NSSC	National Skills Standards Council

NSMHS	National Standards for Mental Health Services
NSW RFS	New South Wales Rural Fire Service
NSW	New South Wales
NSWFB	New South Wales Fire Brigade
NT	Northern Territory
NTCE	Northern Territory Certificate of Education
NTES	National Territory Emergency Services
NVEAC	National VET Equity Advisory Council
NYPR	National Youth Participation Requirement
OCYFS	Office for Children, Youth and Family Support (ACT)
OECD	Organisation for Economic Co-operation and Development
OID	Overcoming Indigenous Disadvantage
OMP	other medical practitioner
OSHC	outside school hours care
OSR	Online services report
PBS	Pharmaceutical Benefits Scheme
PC	Productivity Commission
PDF	Portable Document Format
PDWG	Performance and Data Working Group
PEP	Personal Enablement Program
PES	Post Enumeration Survey
PhARIA	Pharmacy Access/Remoteness Index of Australia
PIF	performance indicator framework

PIP	Practice Incentives Program
PIRLS	Progress in International Reading Literacy Study
PISA	Programme for International Student Assessment
PKI	Public Key Infrastructure
PSM	ABS Population Survey Monitor
PWI	personal wellbeing index
QE	Qualification Equivalents
QFRS	Queensland Fire and Rescue Service
QIAS	Quality Improvement and Accreditation System
Qld	Queensland
QMF	Quality Management Framework
RACGP	Royal Australian College of General Practitioners
RAV	Rural Ambulance Victoria
RCS	resident classification scale
RFDS	Royal Flying Doctor Service
RISS	Remote and Indigenous Service Support
RoGS	Report on Government Services
ROSC	return of spontaneous circulation
RPBS	Repatriation Pharmaceutical Benefits Scheme
RPL	recognition of prior learning
RRMA	Rural, Remote and Metropolitan Areas
RSE	relative standard error
RTO	Registered Training Organisation
S/TES	State/Territory Emergency Service

SA	South Australia
SAAP CAD	SAAP Coordination and Development Committee
SAAP NDCA	SAAP National Data Collection Agency
SAAP	Supported Accommodation Assistance Program
SAAS	SA Ambulance Service
SCCHDS	Standing Council on Community, Housing and Disability Services
SCDC	Strategic Cross Sectoral Data Committee
SCOTESE	Standing Council on Tertiary Education, Skills and Employment
SCRCSSP	Steering Committee for the Review of Commonwealth/State Service Provision
SCRGSP	Steering Committee for the Review of Government Service Provision
SCSEEC	Standing Council for School Education and Early Childhood
SDAC	Survey of Disability, Ageing and Carers
SE	standard error
SEIFA	Socio Economic Indexes for Areas
SEM	standard error of the mean
SES	socioeconomic status
SES	State Emergency Services
SHSC	Specialist Homelessness Services collection
SIQ	standard Indigenous question
SLA	statistical local area
SMHWB	National Survey of Mental Health and Wellbeing

SMR	standardised mortality ratios
SOMIH	State-owned and managed Indigenous housing
SPP	specific purpose payment or special purpose payment
SPRC	Social Policy Research Centre
SSAT	Social Security Appeals Tribunal
SWPE	standardised whole patient equivalent
TAC	Training Accreditation Council
TAFE	technical and further education
Tas	Tasmania
TAS	Tasmanian Ambulance Service
TCP	Transition Care Program
TEQSA	Tertiary Education Quality Standards Agency
TFS	Tasmania Fire Service
TGR	total growth rate
TIMSS	Trends in International Mathematics and Science Study
UCC	user cost of capital
UCL	upper confidence limit
UK	United Kingdom
URTI	upper respiratory tract infection
USAR	Urban Search and Rescue
USA	United States of America
U-Turn	U-Turn diversionary program for young motor vehicle offenders
VCAT	Victorian Civil and Administrative Tribunal

VET	vocational education and training
VF	ventricular fibrillation
VHC	Veterans' Home Care
Vic	Victoria
VRQA	Victorian Registration Quality Authority
VT	ventricular tachycardia
WA	Western Australia
WGIR	Working Group on Indigenous Reform
WHO	World Health Organisation
YAT	Youth Attainment and Transitions
YPIRAC	Younger people in residential aged care

Glossary

Access	Measures how easily the community can obtain a delivered service (output).
Appropriateness	Measures how well services meet client needs and also seeks to identify the extent of any underservicing or overservicing.
Constant prices	See ‘real dollars’.
Cost effectiveness	Measures how well inputs (such as employees, cars and computers) are converted into outcomes for individual clients or the community. Cost effectiveness is expressed as a ratio of inputs to outcomes. For example, cost per life year saved is a cost effectiveness indicator reflecting the ratio of expenditure on breast cancer detection and management services (including mammographic screening services, primary care, chemotherapy, surgery and other forms of care) to the number of women’s lives that are saved.
Current prices	See ‘nominal dollars’.
Descriptors	Descriptive statistics included in the Report that relate, for example, to the size of the service system, funding arrangements, client mix and the environment within which government services are delivered. These data are provided to highlight and make more transparent the differences among jurisdictions.
Effectiveness	Reflects how well the outputs of a service achieve the stated objectives of that service (also see program effectiveness).
Efficiency	Reflects how resources (inputs) are used to produce outputs and outcomes, expressed as a ratio of outputs to inputs (technical efficiency), or inputs to outcomes (cost effectiveness). (Also see ‘cost effectiveness’ and ‘technical efficiency’.)

Equity	Measures the gap between service delivery outputs or outcomes for special needs groups and the general population. Equity of access relates to all Australians having adequate access to services, where the term adequate may mean different rates of access for different groups in the community (see chapter 1 for more detail).
Inputs	The resources (including land, labour and capital) used by a service area in providing the service.
Nominal dollars	Refers to financial data expressed ‘in the price of the day’ and which are not adjusted to remove the effects of inflation. Nominal dollars do not allow for inter-year comparisons because reported changes may reflect changes to financial levels (prices and/or expenditure) and adjustments to maintain purchasing power due to inflation.
Output	The service delivered by a service area, for example, a completed episode of care is an output of a public hospital.
Outcome	The impact of the service on the status of individuals or a group, and the success of the service area in achieving its objectives. A service provider can influence an outcome but external factors can also apply. A desirable outcome for a school, for example, would be to add to the ability of the students to participate in, and interact with, society throughout their lives. Similarly, a desirable outcome for a hospital would be to improve the health status of an individual receiving a hospital service.
Process	Refers to the way in which a service is produced or delivered (that is, how inputs are transformed into outputs).
Program effectiveness	Reflects how well the outcomes of a service achieve the stated objectives of that service (also see effectiveness).
Quality	Reflects the extent to which a service is suited to its purpose and conforms to specifications.

Real dollars	Refers to financial data measured in prices from a constant base year to adjust for the effects of inflation. Real dollars allow the inter-year comparison of financial levels (prices and/or expenditure) by holding the purchasing power constant.
Technical efficiency	A measure of how well inputs (such as employees, cars and computers) are converted into service outputs (such as hospital separations, education classes or residential aged care places). Technical efficiency reflects the ratio of outputs to inputs. It is affected by the size of operations and by managerial practices. There is scope to improve technical efficiency if there is potential to increase the quantity of outputs produced from given quantities of inputs, or if there is potential to reduce the quantities of inputs used in producing a certain quantity of outputs.
Unit costs	Measures average cost, expressed as the level of inputs per unit of output. This is an indicator of efficiency.

Terms of Reference

The Report on Government Services

1. The Steering Committee will measure and publish annually data on the equity, efficiency and cost effectiveness of government services through the Report on Government Services (ROGS). Outputs and objectives
2. The ROGS facilitates improved service delivery, efficiency and performance, and accountability to governments and the public by providing a repository of meaningful, balanced, credible, comparative information on the provision of government services, capturing qualitative as well as quantitative change. The Steering Committee will seek to ensure that the performance indicators are administratively simple and cost effective.
3. The ROGS should include a robust set of performance indicators, consistent with the principles set out in the Intergovernmental Agreement on Federal Financial Relations; and an emphasis on longitudinal reporting, subject to a program of continual improvement in reporting.
4. To encourage improvements in service delivery and effectiveness, ROGS should also highlight improvements and innovation.
5. The Steering Committee exercises overall authority within the ROGS reporting process, including determining the coverage of its reporting and the specific performance indicators that will be published, taking into account the scope of National Agreement reporting and avoiding unnecessary data provision burdens for jurisdictions. Steering Committee authority
6. The Steering Committee will implement a program of review and continuous improvement that will allow for changes to the scope of the ROGS over time, including reporting on new service areas and significant service delivery areas that are jurisdiction-specific.
7. The Steering Committee will review the ROGS every three years and advise COAG on jurisdictions' compliance with data provision requirements and of potential improvements in data collection. It may also report on other matters, for example, ROGS's scope, relevance and usefulness; and other matters consistent with the Steering Committee's terms of reference and charter of operations. Reporting to COAG