Cover to

Report on Government Services 2014 - Volume G: Housing and homelessness

Steering Committee for the Review of Government Service Provision

Commonwealth of Australia 2014

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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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This Report was produced under the direction of the Steering Committee for the Review of Government Service Provision (SCRGSP). The Steering Committee comprises the following current members:

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# 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 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 date 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). 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. | Outputs and  objectives |
| 1. 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. 2. 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. | Steering  Committee  authority |
| 1. 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 |