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**Suggestions:**

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# Foreword

The Report on Government Services, now in its thirteenth edition, was commissioned by Heads of Government (now COAG) in July 1993. The information it contains aims to help governments improve the effectiveness and efficiency of expenditure on education, health, justice and community services. This is important both socially and economically. Governments spent over \$120 billion on the services covered in this year's Report — nearly two-thirds of government recurrent expenditure, equivalent to 13 per cent of Australia's gross domestic product.

The Report facilitates an informed debate about comparative performance. It can help jurisdictions identify scope for improvement, and encourage the spread of information on how best to provide services. A user feedback survey conducted in February 2007 found that the Report was used to evaluate performance, to develop policy, for advocacy and for budget development. Overall, the large majority of those surveyed indicated that they were "satisfied" or "very satisfied" with the Report. But the survey also identified scope for improvement, particularly the need for greater data comparability across jurisdictions and better data quality.

Each year, there are improvements in the Report. Among improvements this year are a new 'Early childhood, education and training' section, recognising the links between children's services and education, and reporting on juvenile justice services in the Protection and support services chapter, recognising the role of those services in assisting young people implicated in the criminal justice system.

There has also been improvement in reporting on 'cross-cutting' issues, involving more than one service area. For example, the Community services section reports, for the first time, jurisdictional data on younger people with a disability in residential aged care, and information on long term aged care in public hospitals.

This Report places special emphasis on the performance of mainstream services to Aboriginal and Torres Strait Islander people. Since 2003, a separate Compendium of data on services to Indigenous people has been published — with the next one scheduled for mid-2008. The Review also publishes the *Overcoming Indigenous Disadvantage* report, which complements the service-related data in this report with information on outcomes for Indigenous people within a strategic framework. The most recent edition was published in June 2007.

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This Report contains improved health data by Indigenous status. Last year, Indigenous hospital data for NSW and Victoria could not be reported. This year, the Report includes NSW Indigenous hospital patient data, and Victorian data are being considered for publication next year. Other improvements in reporting on Indigenous health include: new Indigenous health workforce data; mortality rates by Indigenous status; data on hospital separations with a procedure by Indigenous status; early detection and early treatment for Indigenous people; and levels of psychological distress for Indigenous people.

Reporting on housing services for Indigenous people has also improved, with the development of a performance indicator framework for community housing. Other service areas need to follow the example of health and housing services, by improving their administrative data collections relating to Indigenous people.

The production of such a report relies on the active participation and cooperation of many people from a wide range of government departments and agencies. On behalf of the Steering Committee that oversees this enterprise, I would like to express our thanks to the members of the twelve working groups who constitute the ‘engine room’ for this Report; statistical bodies — in particular, the Australian Bureau of Statistics and the Australian Institute of Health and Welfare — that provide invaluable advice and assistance; and the Review’s Secretariat in the Productivity Commission, which supports the Steering Committee and the working groups, and produces the Report.

Gary Banks  
Chairman

January 2008

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# Contents

This report is in two volumes: Volume 1 contains Part A (Introduction), Part B (Early Childhood, Education and Training), Part C (Justice), Part D (Emergency Management) and the CD-ROM attachment; Volume 2 contains Part E (Health), Part F (Community Services), Part G (Housing) and Appendix A (the descriptive statistical appendix).

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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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Mr Martin Brine	SA	Department of the Premier and Cabinet

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# Acronyms and abbreviations

AAT	Administrative Appeals Tribunal
ABS	Australian Bureau of Statistics
ABSCQ	Australian Bureau of Statistics Classification of Qualifications
ACAP	Aged Care Assessment Program
ACAT	Aged care assessment team
ACCMIS	Australian Community Care Management Information System
ACCRS	Aged Care Complaints Resolution Scheme
ACE	adult community education
ACER	Australian Council for Educational Research
ACHS	Australian Council on Healthcare Standards
ACOSS	Australian Council of Social Services
ACSAA	Aged Care Standards and Accreditation Agency
ACSQHC	Australian Commission for Safety and Quality in Health Care
ACT	Australian Capital Territory
ADR	Alternative Dispute Resolution
AEDI	Australian Early Development Index
AFAC	Australasian Fire Authorities Council
AFP	Australian Federal Police

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AG	Activity Group
AGCCCS	Australian Government Census of Child Care Services
AGPAL	Australian General Practice Accreditation Limited
AGR	annual growth rate
AHCA	Australian Health Care Agreement
AHMAC	Australian Health Ministers' Advisory Council
AIC	Australian Institute of Criminology
AIFS	Australian Institute of Family Studies
AIHW	Australian Institute of Health and Welfare
AJJA	Australasian Juvenile Justice Administrators
ANTA	Australian National Training Authority
ANZPAA	Australia and New Zealand Police Advisory Agency
AQF	Australian Qualifications Framework
AQTF	Australian Quality Training Framework
AR-DRG v 5.0	Australian refined diagnosis related group, version 5.0
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
ASOC	Australian Standard Offence Classification
ASSNP	measures need for assistance with core activities
ATSB	Australian Transport Safety Bureau
ATSIS	Aboriginal and Torres Strait Islander Services

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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
CAA	Council of Ambulance Authorities
CACP	Community Aged Care Package
CAD	Coordination and Development committee
CAP	Crisis Accommodation Program
CARDS	Court Assessment Referral Drug Scheme
CCB	Child Care Benefit
CCTR	child care tax rebate
CD	collection district
CD-ROM	Compact Disc Read Only Memory
CDSMAC	Community and Disability Services Ministers' Advisory Council
CFA	Country Fire Authority
CGC	Commonwealth Grants Commission
CHIP	Community Housing and Infrastructure Program
CHP	Community Housing Program
CI	confidence interval
CIS	Complaints Investigation Scheme
CISP	Courts Integrated Services Program
CJGs	Community Justice Groups
COAG	Council of Australian Governments

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CRA	Commonwealth Rent Assistance
CRS	Commonwealth Rehabilitation Services
CSDWG	Children’s Services Data Working Group
CSHA	Commonwealth State Housing Agreement
CSMAC	Community Services Ministers’ Advisory Council
CSTDA	Commonwealth State/Territory Disability Agreement
CURF	confidentialised unit record file
DAC	delivery following primary caesarean
DATSIP	Department of Aboriginal and Torres Strait Islander Policy
DCIS	ductal carcinoma in situ
DEA	data envelopment analysis
DEST	Department of Education, Science and Training
DET	Department of Education (NSW)
DEWR	Department of Employment and Workplace Relations
DHS	Department of Human Services (Vic)
DoCS	Department of Community Services (NSW)
DoHA	Department of Health and Ageing
DVA	Department of Veterans’ Affairs
EACH	Extended Aged Care at Home
ECEC	early childhood education and care
EMA	Emergency Management Australia
ERP	estimated resident population
EWG	Evaluation Working Group

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EYL	early years learning
FaCS	Department of Family and Community Services
FaCSIA	Department of Families, Community Services and Indigenous Affairs
FCA	Federal Court of Australia
FCoA	Family Court of Australia
FDCQA	Family Day Care Quality Assurance
FMC	Federal Magistrates Court of Australia
FTE	full time equivalent
FWE	full time workload equivalent
GDP	gross domestic product
GP	general practitioner
GPA Accreditation <i>plus</i>	General Practice Australia ACCREDITATION <i>plus</i>
GSP	gross state product
GSPMR	gestation standardised perinatal mortality rate
GSS	General Social Survey
GST	goods and services tax
HACC	Home and Community Care
HIP	Housing Implementation Project
HREOC	Human Rights and Equal Opportunity Commission
HRSCEET	House of Representatives Standing Committee on Employment, Education and Training
ICD-10-AM	Australian modification of the International Standard Classification of Diseases and Related Health Problems, version 10

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ICH	Indigenous community housing
ICHO	Indigenous Community Housing Organisation
ICMS	Integrated Courts Management System
ICT	information and communication technology
IGA	Intergovernmental Agreement
IPD	Implicit Price Deflator
ISC	Industry Skills Council
ISO	International Organisation for Standardisation
ISS	Inclusion Support Subsidy
JET	Jobs, Education and Training
JJNMDS	Juvenile Justice National Minimum Data Set
K10	Kessler – 10 scale
K5	Kessler – 5 scale
LBOTE	Language background other than English
LGCSA	Local Government Community Services Association of Australia
LIPS	Litigants in Person Strategy
LSAC	Longitudinal Study of Australian Children
MBS	Medicare Benefits Schedule
MCEETYA	Ministerial Council on Education, Employment, Training and Youth Affairs
MCPEM-P	Ministerial Council for Police and Emergency Management
MCVTE	Ministerial Council on Vocational and Technical Education

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MHENMDS	Mental Health Establishments National Minimum Data Set
MPS	multi-purpose services
na	not available
NATSIHS	National Aboriginal and Torres Strait Islander Health Survey
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NBCC	National Breast Cancer Centre
NCAC	National Childcare Accreditation Council
NCPASS	National Child Protection and Support Services data working group
NCRS	National Crime Recording Standard
NCSIMG	National Community Services Information Management Group
NCVER	National Centre for Vocational Education Research
NDC	National Data Collection
NDCA	National Data Collection Agency
NESB	non-English speaking background
NFD	not further defined
NHCDC	National Hospital Cost Data Collection
NHIMPC	National Health Information Management Principal Committee
NHMP	National Homicide Monitoring Program
NHMRC	National Health and Medical Research Council
NHPC	National Health Performance Committee

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NHS	National Health Survey
NIDP	National Information Development Plan
NISC	National Industry Skills Committee
NMDS	national minimum data set
NMHS	National Mental Health Strategy
no.	number
np	not published
NQC	National Quality Council
NRCP	National Respite for Carers Program
NRF	National Reporting Framework
NSCSP	National Survey of Community Satisfaction with Policing
NSFATSIH	National Strategic Framework for Aboriginal and Torres Strait Islander Health
NSOC	National Senior Officials Committee
NSSC	National Schools Statistics Collection
NSW	New South Wales
NT	Northern Territory
NTSC	National Training Statistics Committee
OCYFS	Office for Children, Youth and Family Support (ACT)
OECD	Organisation for Economic Co-operation and Development
OSHCQA	Outside School Hours Care Quality Assurance
PBS	Pharmaceutical Benefits Scheme
PDF	Portable Document Format
PIP	Practice Incentives Program

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PISA	Program for International Student Assessment
PMRT	Performance Measurement and Reporting Taskforce
PRHAP	Public Rental Housing Assistance Program
PRSS	Private Rental Support Scheme
PRTSS	Private Rental Tenancy Support Service
PWI	personal wellbeing index
QIAS	Quality Improvement and Accreditation System
Qld	Queensland
QPILCH	Queensland Public Interest Law Clearing House
QPRIME	Queensland Police Records and Information Management Exchange
RACGP	Royal Australian College of General Practitioners
RADL	remote access data laboratory
RCS	resident classification scale
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
SA	South Australia
SAAP	Supported Accommodation Assistance Program
SAPOL	South Australia Police
SAR	service activity reporting

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SCRCSSP	Steering Committee for the Review of Commonwealth/State Service Provision
SCRGSP	Steering Committee for the Review of Government Service Provision
SDA	service delivery area
SDAC	Survey of Disability, Ageing and Carers
SDR	service delivery review
SE	standard error
SEWB	Social and Emotional Wellbeing
SIQ	standard Indigenous question
SMART	SAAP Management and Reporting Tool
SOMIH	state owned and managed Indigenous housing
SPER	State Penalties Enforcement Registry
SPS	Suburban Policing Strategy
SSAT	Social Security Appeals Tribunal
SWPE	standardised whole patient equivalent
TAFE	technical and further education
TAHL	Tasmanian Affordable Housing Limited
Tas	Tasmania
TCP	Transition Care Program
TGR	total growth rate
TIMSS	Trends in International Mathematics and Science Study
TVET	technical and vocational education and training
UCC	user cost of capital
UEWI	unlawful entry with intent

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VBAC	vaginal birth following primary caesarean
VCAT	Victorian Civil and Administrative Tribunal
VDHS	Victorian Department of Human Services
VET	vocational education and training
VHC	Veterans' Home Care
Vic	Victoria
VOCAT	Victims of Crime Assistance Tribunal
VPSM	Victorian Patient Satisfaction Monitor
WA	Western Australia

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# Glossary

Definitions of indicators and other terms can also be found at the end of each chapter.

**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).

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<b>Efficiency</b>	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’.)
<b>Equity</b>	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 <i>adequate</i> access to services, where the term <i>adequate</i> may mean different rates of access for different groups in the community (see chapter 1 for more detail).
<b>Inputs</b>	The resources (including land, labour and capital) used by a service area in providing the service.
<b>Nominal dollars</b>	Refers to financial data expressed ‘in the price of the day’ and which are <b>not</b> 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.
<b>Output</b>	The service delivered by a service area, for example, a completed episode of care is an output of a public hospital.
<b>Outcome</b>	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.
<b>Process</b>	Refers to the way in which a service is produced or delivered (that is, how inputs are transformed into outputs).
<b>Program effectiveness</b>	Reflects how well the outcomes of a service achieve the stated objectives of that service (also see effectiveness).

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<b>Quality</b>	Reflects the extent to which a service is suited to its purpose and conforms to specifications.
<b>Real dollars</b>	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.
<b>Technical efficiency</b>	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.
<b>Unit costs</b>	Measures average cost, expressed as the level of inputs per unit of output. This is an indicator of efficiency.

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# Terms of Reference

The Review, to be conducted by a joint Commonwealth/State and Territory Government working party, is to undertake the following:

- establish the collection and publication of data that will enable ongoing comparisons of the efficiency and effectiveness of Commonwealth and State Government services, including intra-government services. This will involve:
  - establishing performance indicators for different services which would assist comparisons of efficiency and effectiveness. The measures should, to the maximum extent possible, focus on the cost effectiveness of service delivery, as distinct from policy considerations that determine the quality and level of services; and
  - collecting and publishing data that are consistent with these measures. The Review should also address the procedures for the ongoing collection and publication of benchmark data; and
- compile and assess service provision reforms that have been implemented or are under consideration by Commonwealth and State Governments.

The Review will cover all major types of reform, including those involving the separation of policy development from service provision. Case studies of particular reforms could be provided where appropriate.

The Review will need to keep abreast of developments in other relevant reviews and working parties, including the Commonwealth/State Government working party (initiated by the Council of Australian Governments) investigating Commonwealth/State Government roles and responsibilities.