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**Suggestions:**

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# Foreword

This is the twelfth edition of the Report on Government Services since it was commissioned by Heads of Government (now COAG) in July 1993. Since that time, the Report has expanded in scope, breadth and depth of reporting — the value of the services covered in this year’s Report amounted to some \$90 billion in 2004-05. This represented around 60 per cent of government recurrent expenditure, over one-tenth of Australia’s gross domestic product.

The Report is primarily a tool for government. The information it contains can play a useful role in improving the performance of government services, by helping jurisdictions identify where there is scope for improvement, and promoting greater transparency and informed debate about comparative performance.

This year, the Report contains expanded reporting on learning outcomes for school education, including years 6 and 10 civics and citizenship performance and years 4 and 8 mathematical and scientific literacy performance.

In the health area, ‘workforce sustainability’ is reported for the first time for public hospitals, and ‘availability of dentists’ for primary and community health. In the community services section, information is reported for the first time on disability prevalence rates among Indigenous people, and on a program aimed at younger people with a disability in residential aged care facilities. The children’s services chapter includes updated data from both the Child Care Survey and the Australian Government Census of Child Care Services.

Despite ongoing improvements in reporting, there are still significant gaps, which the Review’s Steering Committee and working groups (with others) are working to address. Of particular concern is a reduction in the availability of hospital separations data for Indigenous people. Although some jurisdictions have improved the quality of Indigenous hospital separations data, the lack of ongoing evaluation of data quality in some jurisdictions is disappointing, as this issue has been known about for a decade or more. More generally, there is a pressing need to improve administrative data collections relating to Indigenous people, if progress is to be effectively monitored.

Since 2003, a separate Compendium of data on services to Indigenous people has been published. A Compendium of data from this Report will be published in mid

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2007. The Review also publishes the *Overcoming Indigenous Disadvantage* report — the next edition is scheduled for release in June 2007.

As always, the production of this Report relied on the active cooperation and support of people from a range of government departments and agencies. Special thanks are due to the members of the many working groups who provide the ‘engine room’ for the Review. Statistical bodies — in particular, the Australian Bureau of Statistics (ABS) and the Australian Institute of Health and Welfare (AIHW) — provide invaluable advice and assistance. And the Review’s Secretariat in the Productivity Commission has continued to provide support to the Steering Committee and working groups.

I would like to thank everyone involved for their contribution to this joint undertaking over the past decade. The Steering Committee will be conducting a user feedback survey on the Report in February 2007. I encourage all those who receive the survey to take the time to respond, to help the ongoing process of improvement to this important national undertaking.

Gary Banks  
Chairman

January 2007

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This report is in two volumes: Volume 1 contains Part A (Introduction), Part B (Education), 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 statistics appendix).

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# Steering Committee

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 Timothy Marney | WA          | Department of Treasury and Finance       |
| Dr Rolf Gerritsen | NT          | Department of the Chief Minister         |

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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  |
| ACCHS  | Aboriginal Community Controlled Health Service                   |
| ACCMIS | Aged and Community Care Management Information System            |
| ACE    | adult community education  |
| ACH    | annual curriculum hour   |
| ACHS   | Australian Council on Healthcare Standards                       |
| ACIR   | Australian Childhood Immunisation Register                       |
| ACPR   | Australasian Centre for Policing Research                        |
| ACSAA  | Aged Care Standards and Accreditation Agency                     |
| ACSQHC | Australian Commission on Safety and Quality in Health Care       |
| ACT    | Australian Capital Territory                                     |
| ADR    | Alternative Dispute Resolution                                   |
| AFAC   | Australasian Fire Authorities Council                            |
| AFP    | Australian Federal Police  |
| 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                                 |
| AHIF   | Affordable Housing Innovations Fund                              |

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|          |  |
|----------|--|
| AHO      | Affordable Housing Organisation  |
| AIC      | Australian Institute of Criminology  |
| AIHW     | Australian Institute of Health and Welfare   |
| ANTA     | Australian National Training Authority   |
| APY      | Anangu Pitjantjatjara Yanunytjatjara Lands   |
| AQF      | Australian Qualifications Framework  |
| AR-DRG   | Australian refined diagnosis related group   |
| ARHP     | Aboriginal Rental Housing Program  |
| ARIA     | Accessibility and Remoteness Index for Australia   |
| ARO      | Authorised Review Officer  |
| ASBA     | Australian School Based Apprenticeship   |
| ASCED    | Australian Standard Classification of Education  |
| ASGC     | Australian Standard Geographical Classification  |
| ASO      | Ambulance Service Organisation   |
| ASOC     | Australian Standard Offence Classification   |
| ATSI     | Aboriginal and Torres Strait Islander Services   |
| Aust     | Australia  |
| AVETMISS | Australian Vocational Education and Training Management Information Statistical Standard |
| BEACH    | Bettering the Evaluation and Care of Health  |
| CAA      | Council of Ambulance Authorities   |
| CACP     | Community Aged Care Package (program)  |
| CAD      | Coordination and Development committee   |
| CAP      | Crisis Accommodation Program   |
| CARDS    | Court Assessment Referral Drug Scheme  |
| CCB      | Child Care Benefit   |
| CCTV     | closed circuit television  |
| CD ARIA  | Census District Accessibility and Remoteness Index for Australia                         |
| CD-ROM   | Compact Disc Read Only Memory  |
| CDS      | core data set  |

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|              |  |
|--------------|--|
| CDSMAC       | Community and Disability Services Ministers' Advisory Council                                  |
| CFA          | Country Fire Authority   |
| CHINS        | Community Housing and Infrastructure Needs Survey  |
| CHIP         | Community Housing and Infrastructure Program   |
| CHP          | Community Housing Program  |
| CI           | confidence interval  |
| CISP         | Courts Integrated Services Program   |
| COAG         | Council of Australian Governments  |
| CRA          | Commonwealth Rent Assistance   |
| CRS          | Commonwealth Rehabilitation Services   |
| CSDA / CSTDA | Commonwealth State Disability Agreement /<br>Commonwealth State/Territory Disability Agreement |
| CSHA         | Commonwealth State Housing Agreement   |
| CSMAC        | Community Services Ministers' Advisory Council   |
| CSTDA        | Commonwealth State/Territory Disability Agreement  |
| DAC          | delivery following primary caesarean   |
| DCIS         | ductal carcinoma in situ   |
| DEA          | data envelopment analysis  |
| DECS         | Department of Education and Children's Services (WA)   |
| DEET         | Department of Employment Education and Training  |
| DEST         | Department of Education, Science and Training  |
| DEWR         | Department of Employment and Workplace Relations   |
| DFEEST       | Department of Further Education, Employment, Science and<br>Technology (WA)                    |
| DHS          | Department of Human Services (Vic)   |
| DHSH         | Department of Human Services and Health  |
| DoHA         | Department of Health and Ageing  |
| DPIE         | Department of Primary Industries and Energy  |
| DRG          | Diagnosis related group  |
| DVA          | Department of Veterans' Affairs  |

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|           |  |
|-----------|--|
| EACH      | Extended Aged Care at Home (program)   |
| EMA       | Emergency Management Australia   |
| ERP       | estimated resident population  |
| EWG       | Evaluation Working Group   |
| FaCS      | Department of Family and Community Services  |
| FaCSIA    | Department of Families, Community Services and Indigenous Affairs  |
| FDC       | Family Day Care  |
| FDCQA     | Family Day Care Quality Assurance  |
| FTE       | full time equivalent   |
| FWE       | full time workload equivalent  |
| GDP       | gross domestic product   |
| GIR       | Getting it Right   |
| GPII      | General Practice Immunisation Incentives scheme  |
| GP        | general practitioner   |
| GSP       | gross state product  |
| GSS       | General Social Survey  |
| HACC      | Home and Community Care (program)  |
| HbA1c     | glycated haemoglobin   |
| HILDA     | Household Income and Labour Dynamics Australia   |
| 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 |
| ICHO      | Indigenous Community Housing Organisations   |
| ICMS      | Integrated Courts Management System  |
| IHIA      | Indigenous Housing and Infrastructure Agreement  |
| IMF       | Integrated Monitoring Framework  |
| IPD       | Implicit Price Deflator  |
| ISC       | Industry Skills Council  |

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|         |  |
|---------|--|
| ITAB    | Industry Training Advisory Body  |
| JET     | Jobs, Education and Training   |
| JJNMDS  | Juvenile Justice National Minimum Data Set                               |
| K10     | Kessler – 10 scale   |
| KPI     | Key Performance Indicators   |
| LBOTE   | Language background other than English                                   |
| LMO     | local medical officer  |
| LOTE    | language other than English  |
| MBS     | Medicare Benefits Schedule   |
| MCATSIA | Ministerial Council on Aboriginal and Torres Strait Islander Affairs     |
| MCEETYA | Ministerial Council on Education, Employment, Training and Youth Affairs |
| MCVTE   | Ministerial Council on Vocational and Technical Education                |
| MDS     | minimum data set   |
| MOU     | Memorandum of understanding  |
| NALP    | National Accelerated Literacy Program                                    |
| NATSISS | National Aboriginal and Torres Strait Islander Social Survey             |
| NCAC    | National Childcare Accreditation Council                                 |
| NCAG    | National Corrections Advisory Group                                      |
| NCCJS   | National Centre for Crime and Justice Statistics                         |
| NCPASS  | National Child Protection and Support Services data working group        |
| 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                                   |

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|          |   |
|----------|---|
| NHMP     | National Homicide Monitoring Program  |
| NHMRC    | National Health and Medical Research Council                                  |
| NHPC     | National Health Performance Committee   |
| 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 |
| NSMHS    | National Survey of Mental Health Services                                     |
| NSOC     | National Senior Officials Committee   |
| NSW      | New South Wales   |
| NT       | Northern Territory  |
| OATSIH   | Office of Aboriginal and Torres Strait Islander Health                        |
| OECD     | Organisation for Economic Co-operation and Development                        |
| OMP      | other medical practitioner  |
| OSHC     | Outside School Hours Care   |
| OSHCQA   | Outside School Hours Care Quality Assurance                                   |
| PBS      | Pharmaceutical Benefits Scheme  |
| PDF      | Portable Document Format  |
| PIP      | Practice Incentives Program   |
| PISA     | Program for International Student Assessment                                  |
| PMRT     | Performance Measurement and Reporting Taskforce                               |
| POEM     | Partnership Outreach Education Models   |

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|---------|---|
| QIAS    | Quality Improvement and Accreditation System                              |
| Qld     | Queensland  |
| QMERIT  | Queensland Magistrates Early Referral into Treatment                      |
| QPA     | Quality Practice Accreditation  |
| RACGP   | Royal Australian College of General Practitioners                         |
| 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                                |
| SACE    | South Australian Certificate for Education                                |
| SAR     | service activity reporting  |
| 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                                   |
| SE      | standard error  |
| SEWB    | Social and Emotional Wellbeing  |
| SIMC    | Statistical Information Management Committee                              |
| SLA     | statistical local area  |
| SMART   | SAAP Management and Reporting Tool  |
| SMES    | small-to-medium sized enterprises   |
| SMS     | short messaging service   |
| SOL     | Sex Offence Directions List   |
| SOMIH   | state owned and managed Indigenous housing                                |
| SSAT    | Social Security Appeals Tribunal  |
| TAFE    | technical and further education   |

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|-------|---|
| Tas   | Tasmania  |
| TGR   | total growth rate                                     |
| TIMSS | Trends in International Mathematics and Science Study |
| UCC   | user cost of capital                                  |
| ULN   | upper limit of normal                                 |
| VBAC  | vaginal birth following primary caesarean             |
| VCAL  | Victorian Certificate of Applied Learning             |
| VET   | vocational education and training                     |
| Vic   | Victoria  |
| 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.