

Report on Government Services 2012

Volume 1:

*Early childhood, education
and training; Justice;
Emergency management*

*Steering Committee
for the Review of
Government
Service Provision*

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Foreword

The Report on Government Services (the Report) was commissioned in 1993 by Heads of Government (now COAG), to help inform improvements to the effectiveness and efficiency of government 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 \$164 billion on the services covered by this Report, equivalent to around 12.5 per cent of Australia's gross domestic product.

Over the past year, the Steering Committee has continued implementing the recommendations of the 2009 COAG review of the Report. In particular, the Steering Committee has responded to a review of all the indicators in the Report, continued aligning indicators with those under the Intergovernmental Agreement on Federal Financial Relations, further extended time series reporting and developed case studies for selected service areas.

An improvement to this year's Report is the inclusion of sector summaries. Key features of these include performance indicator frameworks which outline the sector objectives, establish agreed sector wide indicators and provide a link to service-specific indicators; and an overview of performance reporting from the related chapters.

The Report again devotes particular attention to the delivery of mainstream services to Indigenous Australians. Of particular interest, the School education chapter contains additional reporting by Indigenous status on learning outcomes for recent student cohorts.

The production of this series of reports relies on the efforts of people from many government departments and agencies. 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, including the ABS and AIHW, that provide invaluable technical advice and assistance. In particular, I would like to thank the Review Secretariat within the Productivity Commission, which ably supports the Steering Committee and working groups, and produces the Report.

Gary Banks AO
Chairman

January 2012

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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), Appendix A (Statistical appendix); Volume 2 contains Part E (Health), Part F (Community Services) and 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

AACR	Australasian Association of Cancer Registries
AAGR	average annual growth rates
AAT	Administrative Appeals Tribunal
ABS	Australian Bureau of Statistics
ACAM	Australian Centre for Asthma Monitoring
ACAP	Aged Care Assessment Program
ACAT	aged care assessment team
ACE	adult community education
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
ACRRM	Australian College of Rural and Remote Medicine
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
AGCCCS	Australian Government Census of Child Care Services
AGCCPS	Australian Government Child Care Provider Survey
AGPAL	Australian General Practice Accreditation Limited
AGPN	Australian General Practice Network
AHCA	Australian Health Care Agreements
AHMAC	Australian Health Ministers' Advisory Council
AHMC	Australian Health Ministers' Conference
AHV	Aboriginal Housing Victoria
AIC	Australian Institute of Criminology
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
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
AQTF	Australian Quality Training Framework
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
ASGC	Australian Standard Geographical Classification
ASM	Active Service Model
ASO	ambulance service organisation
ASOC	Australian Standard Offence Classification
ASSNP	core activity need for assistance
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
C&K	Crèche and Kindergarten
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
CAWG	Court Administration Working Group
CCB	Child Care Benefit
CCMS	Child Care Management System
CCR	Child Care Rebate
CCTR	Child Care Tax Rebate
CDC	Community Directed Care
CD-ROM	Compact Disc Read Only Memory
CDSMAC	Community and Disability Services Ministers' Advisory Council
CFA	Country Fire Authority
CFCs	Child and Family Centres
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
CRA	Commonwealth Rent Assistance
CRC	COAG Reform Council

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
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
DDHCS	Department of Disability, Housing and Community Services
DEEWR	Department of Education, Employment and Workplace Relations
DET	Department of Education (NSW)
DGP	Divisions of General Practice
DGPP	Divisions of General Practice Program
DHAC	Department of Health and Aged Care
DHS	Department of Human Services (Vic)
DHSH	Department of Human Services and Health
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
DVA	Department of Veterans' Affairs
EACH	Extended Aged Care at Home
EACH-D	EACH Dementia
ECD	Early Childhood Development
ECET	Early childhood, education and training
EMA	Emergency Management Australia
EMS	emergency medical service
ERP	estimated resident population
ESO	emergency services organisation
EYL	early years learning
FaCS	Department of Family and Community Services
FaCSIA	Department of Families, Community Services and Indigenous Affairs
FaHCSIA	Department of Families, Housing, Community Services and Indigenous Affairs
FDC	family day care
FDCQA	Family Day Care Quality Assurance
FESA	Fire and Emergency Services Authority (WA)
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
GP	general practitioner
GPA Accreditation plus	General Practice Australia ACCREDITATION plus
GPII	General Practice Immunisation Incentives Scheme
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
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
IGA	Intergovernmental Agreement
IPD	Implicit Price Deflator
IRSD	Index of Relative Socio-economic Disadvantage
ISO	International Organisation for Standardisation
ISS	Inclusion Support Subsidy
JJNMDS	Juvenile Justice National Minimum Data Set
JJRIG	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
LGCSA	Local Government Community Services Association of Australia
LMO	local medical officer
LOTE	Language other than English
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
MCTEE	Ministerial Council of Tertiary Education and Employment
MCVTE	Ministerial Council on Vocational and Technical Education
MECS	Mobile Early Childhood Services
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
NAPLAN	National Assessment Program – Literacy and Numeracy
NASWD	National Agreement for Skills and Workforce Development
NMVTRC	National Motor Vehicle Theft Reduction Council
NATSISS	National Aboriginal and Torres Strait Islander Social Survey
NBCC	National Breast Cancer Centre
NCAC	National Childcare Accreditation Council
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
NEA	National Education Agreement
NEAT	Department of Natural Resources Environment and the Arts
NEMC	National Emergency Management Committee
NESB	non-English speaking background
NGOs	non-government organisations
NHA	National Healthcare Agreement
NHIMPC	National Health Information Management Principal Committee
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 on 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
NNDSS	National Notifiable Diseases Surveillance System
no.	number
NOOSR	National Office of Overseas Skills Recognition
NP	National Partnership
np	not published
NPA _s	National Partnership Agreements
NPC	National Preschool Census
NQC	National Quality Council
NQS	National Quality Standard
NRC _P	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
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
NTSC	National Training Statistics Committee
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
OSHCQA	Outside School Hours Care Quality Assurance
PBS	Pharmaceutical Benefits Scheme
PC	Productivity Commission
PDF	Portable Document Format
PDWG	Performance and Data Working Group
PEP	Personal Enablement Program
PhARIA	Pharmacy Access/Remoteness Index of Australia
PHCRIS	Primary Health Care Research and Information Service
PIP	Practice Incentives Program
PIRP	Preschool Investment and Reform Plan
PISA	Program for International Student Assessment
PSM	ABS Population Survey Monitor
PWI	personal wellbeing index

QFRS	Queensland Fire and Rescue Service
QIAS	Quality Improvement and Accreditation System
Qld	Queensland
QMP	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
SAR	Service Activity Reporting
SAT	school-based apprenticeships and traineeships

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
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
SEWB	National Framework for Aboriginal and Torres Strait Islander Mental Health and Social and Emotional Wellbeing 2004-05
SEWB	Social and Emotional Wellbeing
SIQ	standard Indigenous question
SLA	statistical local area
SMHWP	National Survey of Mental Health and Wellbeing
SMR	standardised mortality ratios
SOMIH	State owned and managed Indigenous housing
SPP	special purpose payment
SPRC	Social Policy Research Centre
SSAT	Social Security Appeals Tribunal
SWPE	standardised whole patient equivalent
TAFE	technical and further education

Tas	Tasmania
TAS	Tasmanian Ambulance Service
TCP	Transition Care Program
TFS	Tasmania Fire Service
TGR	total growth rate
TIMSS	Trends in International Mathematics and Science Study
TVET	technical and vocational education and training
UCC	user cost of capital
UCL	upper confidence limit
URTI	upper respiratory tract infection
USAR	Urban Search and Rescue
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
VT	ventricular tachycardia
WA	Western Australia
WGIR	Working Group on Indigenous Reform
WHO	World Health Organisation
YPIRAC	Younger people in residential aged care

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).

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