Review of the *Report on Government Services'* performance indicator framework

Report to the Steering Committee for the Review of Government Service Provision

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Contents

1 Executive summary

Overview

In response to the COAG endorsed recommendation 8 from the review of the Report on Government Services (RoGS), and at the request of the Independent Reference Group (IRG), a desk top review of performance reporting exercises was conducted as part of a suite of related tasks. The aim of this review was to examine the extent to which the RoGS' general performance indicator framework reflects national and international best practice in performance measurement (SCRGSP 2010, figure 1, p. 8).

Recommendation 8 from the review of the RoGS states:

> There should be a review of the RoGS performance indicator framework and individual performance indicators, in time for the 2012 RoGS, to determine their consistency with the characteristics of performance indicators as defined in the IGA. This review should be undertaken by the SCRGSP, supported by the Secretariat, with an independent six member reference group drawn from First Ministers and Treasury officials overseeing the process. It should be completed by the end of 2010 (COAG 2009, Rec. 8).

This report examines national and international approaches to government performance reporting, with a particular focus on conceptual frameworks. The report also documents the practical manner in which other performance reporting exercises are undertaken (including presentation, publication and access to data).

Main findings

The literature review (box 1.1) and case studies (box 1.2) of performance reporting exercises confirm that the RoGS possesses a robust performance indicator framework. This conclusion is consistent with the findings (box 1.3) of the review of the RoGS (COAG 2009). However, this report identifies several potential improvements to the RoGS' framework for consideration by the IRG (box 1.4).

Box 1.1 **Literature review: method and results**

Overview

The desk top review commenced in early-2010. The literature search method and results are outlined below. In addition to the formal search, a number of documents were sourced through general knowledge and awareness of developments in performance reporting. This literature formed the basis of the examination of the RoGS' framework and pointed to case studies of potential performance reporting exercises.

Academic data bases and search engines used

- Econlit/Business Source Corporate
- Olis
- Springerlink
- Science Direct
- Sage
- Informaworld

- Econlit/Business Source Corporate
- Olis
- Springerlink
- Science Direct
- Sage
- Informaworld

Search terms used

- "government service measurement"
- "performance framework; measurement assessment; evaluation" + "government"
- "government performance indicators"
- "indicator framework" + "government"
- "indicators" + "government" + "performance"
- "indicators" + "government" + "performance" + "frameworks"
- "performance indicator; measurement; assessment; evaluation framework" + "government"

Results

Results were limited to materials published from 1990 onwards. Using these search criteria, in excess of 14 000 hits were obtained per search using search engines and between 20 and 200 hits per search using academic databases.

The Productivity Commission library assisted in consolidating search results by articles and materials of highest relevance for the purpose of the desk top review.

Box 1.2 **Case studies**

International case studies

- Scotland Performs
- Community Accounts (Canada)
- Audit Scotland
- National Indicator Set, UK Audit Commission
- Government at a Glance, OECD
- Factbook, OECD
- System of Social Indicators, European Union
- Virginia Performs (USA)
- Social Report, New Zealand Ministry of Social Development

Australian whole-of-government case studies

- NSW State Plan
- Growing Victoria Together
- Towards Q2: Tomorrow’s Queensland
- South Australia Strategic Plan
- Tasmania Together
- The Canberra Plan (ACT)
- Territory 2030 (NT)

Other Australian case studies

- Community Indicators Victoria
- Measures of Australia’s Progress (ABS)
- Overcoming Indigenous Disadvantage Key Indicators report (COAG)
- National Agreement performance information reports (COAG).

Box 1.3 **Main findings**

- Different international and Australian performance reporting exercises serve different purposes. Well-regarded frameworks share many characteristics, but the emphasis placed on these characteristics differs according to purpose.
- The RoGS primary purpose is to provide comparative information to governments about the equity, effectiveness and efficiency of government services. An important, but secondary purpose, is to promote public accountability.
- Most performance reporting exercises:
  - attempt to articulate an agency's or government's aims and objectives and explicitly link these objectives with outcomes. *Comparative* reporting requires the articulation of common goals or objectives, to establish 'horizontal' linkages.
  - aim to present a holistic and balanced picture of performance through a comprehensive suite of indicators but also strive for conciseness, for example, by drawing out headline/profile indicators (with further information available online). Exercises with a primary focus on informing governments require more detail than those focused on public accountability
  - source data that are as current and close to 'real time' as possible.
- Most performance reporting exercises lack an explicit conceptual framework that follows the program logic associated with the government service provision process (that is, the conversion of inputs to outputs and outcomes). The RoGS conceptual framework is one of its key distinguishing features.
- Performance reporting exercises with a primary focus on public accountability:
  - involve extensive community consultation
  - present data in 'user-friendly' ways, through snap-shot summaries and visual aids such as 'traffic lights' or 'dashboards'. This requires explicit benchmarks or targets, and is problematic for comparative performance reporting
  - prioritise public access to data
  - do <u>not</u> assess the efficiency (i.e., ratio of inputs to outputs) or cost effectiveness (i.e., ratio of inputs to outcomes) of government services.
- Some performance reporting websites are highly interactive, enabling users to produce customised reports. Interactive websites require significant investment to build and maintain, and involve data disaggregated below the level currently reported in RoGS.
- There is considerable variation in the extent to which data assurance processes are employed across performance reporting exercises. Some exercises require independent auditing of performance data, some employ tools similar to data quality statements, and others have no documented data quality assurance mechanisms. The introduction of data quality information will enhance an already relatively high standard of data quality assurance for RoGS.

Box 1.4 **Recommendations**

The IRG recommends that the Steering Committee:

- considers ways in which RoGS reporting and access could be informed by staged, targeted consultation with relevant non-government bodies
- as part of the implementation of the Review of RoGS recommendations relating to producing a 'streamlined' report:
  - examines how other performance reporting exercises profile headline indicators
  - reviews the RoGS fact sheets
- considers whether current presentation (PIF figure) of the RoGS' general performance indicator framework could be enhanced to clarify the relationships between framework elements
- reviews the current balance between flexibility and consistency in the application of the general performance framework in specific sectors
- emphasises the importance of efficiency (i.e. ratio of inputs to outputs) and cost effectiveness (i.e. ratio of inputs to outcomes) reporting in the RoGS, and encourages further development of cost effectiveness indicators
- encourages the development of 'satisfaction', 'experience' and other 'responsiveness' measures in service areas where they do not already exist. Although such 'subjective' data have limitations, they can usefully complement objective output measures
- improves the explanation in the RoGS of the interrelationships between indicators by, for example, adopting the approach of the OID report
- reviews, and where appropriate, revises RoGS' 'linking statements' to clarify the program logic between indicators and the related objectives.

Structure of this report

This report comprises the following chapters and appendices:

- Chapter 1: Executive summary
- Chapter 2: Overview of performance reporting literature
- Chapter 3: The RoGS' approach to performance reporting
- Chapter 4: Critiques of the RoGS' framework
- Chapter 5: Case studies
- Chapter 6: Recommendations
- Chapter 7: References
- Appendix A: Performance reporting models
- Appendix B: International case studies
- Appendix C: Australian case studies
- Appendix D: Comparison of performance indicator frameworks

The following chapter presents an overview of performance reporting literature.

2 Overview of performance reporting literature

Performance information helps governments to identify what policies and practices work and why, and to track performance over time against aims and objectives. When published externally, performance information also acts as an accountability mechanism, enabling Parliament and members of the public to assess the performance of government in areas of importance (HM Treasury 2001).

Given the potential of performance information to enhance processes and outcomes (whether in government, the not-for-profit sector, or private industry) performance reporting and measurement has become common practice, with a wide range of sectors collecting performance data. However, as Wolfson (1994, p. 309) observed:

> Data and facts are not like pebbles on a beach, waiting to be picked up and collected. They can only be perceived and measured through an underlying theoretical and conceptual framework, which defines relevant facts, and distinguishes them from background noise.

Conceptual frameworks support performance measurement and reporting as they define the scope of an enquiry, delineate important concepts associated with a topic and organise these into a logical structure identifying links between relevant domains. While conceptual frameworks involve some assumptions and value-judgements about the links between particular domains and the significance of particular constructs, they bring logic and structure to the preparation and presentation of data and thus make data easier to digest (ABS 2006). Consequently, there has been a proliferation of conceptual frameworks for performance measurement over the past several decades (Arah et al. 2003; Boyne 2002).

Terminology

The term ‘framework’ is generally understood to refer to a model or an underlying structure. Some performance literature uses the term in a broader sense to refer to the performance measurement process, from the identification of objectives and development of indicators through to data collection and reviewing and analysing performance. In this report, the term ‘framework’ refers to the performance reporting structure, for example, as represented in the RoGS' general performance indicator framework diagram (SCRGSP 2010, figure 1, p. 8).

Government performance reporting exercises

International research demonstrates multiple structures and techniques employed for the purpose of public sector performance measurement (Boyne 2002; Mackie 2008). While different models are employed for public sector performance measurement and reporting, most indicator frameworks (where they exist to underpin a reporting exercise) share common features including: links between goals, resources, strategies and results; explaining the public purpose served; and focusing on critical aspects of performance (Boyne 2002; OAGBC 2003; Mackie 2008).

Boyne (2002) notes, however, that most measurement frameworks are based on one of two models of performance measurement:

1. the economy-efficiency-effectiveness model (termed the 3E's model)
2. the input-outputs-outcomes (IOO) model.

Other common frameworks coined more recently, and which build on these models, are the 'Best value' model and the 'Balanced scorecard' approach (Kaplan and Norton 1992; Mackie 2008).

The 3E's: Economy, efficiency and effectiveness

The 3E's model comprises the domains of economy, efficiency and effectiveness. This model follows the sequence of steps in the government service 'production process'. Economy refers to the cost of procuring services. However, the cost of procuring services — whether high or low — reveals little about government performance in isolation. Therefore, efficiency (how well services use their resources/inputs to produce outputs) and effectiveness (the extent to which government has achieved its aims and objectives) are critical components of the 3E's model (Boyne 2002).

The IOO model: Inputs, outputs, and outcomes

The IOO model also follows the sequence of steps in the government service production process by examining the inputs (resources used by government to provide services), outputs (services produced or provided by government), and outcomes (the results of services provided by government) of government service delivery (ANAO 2004; SCRGSP 2010).

The IOO model contains all the elements of the 3E's model, but also enables: (1) outputs and outcomes to be explicitly disaggregated into sub-measures so as to assess the equity and quality of services; and (2) input and outcome measures to be linked as indicators of cost effectiveness or value for money. Boyne (2002) argues that these dimensions are, at best, implicit in the 3E's model.

The addition of equity or fairness sub-categories (for example, outputs and outcomes disaggregated by sex, disability status, ethnicity, income and so on) is imperative in measuring the performance of government. Public services are expected to distribute resources according to criteria of need, therefore, equity indicators assist stakeholders to establish whether this objective is being achieved.

Characterising the RoGS' framework

The RoGS' framework was originally based on the 3E's model, as at the time the RoGS was first developed, the 3E's model was considered best practice in public sector management (Jackson and Palmer 1992). However, the RoGS' framework was customised to include an 'equity' dimension rather than the original 'economy' dimension, which reflects the IOO principle of encouraging reporting disaggregated by equity.

The RoGS' framework is described in more detail in the following chapter. Appendix A provides further detail on the 3E's and the IOO models, as well as the Best value model and the Balanced scorecard approach.

3 The RoGS' approach to performance reporting

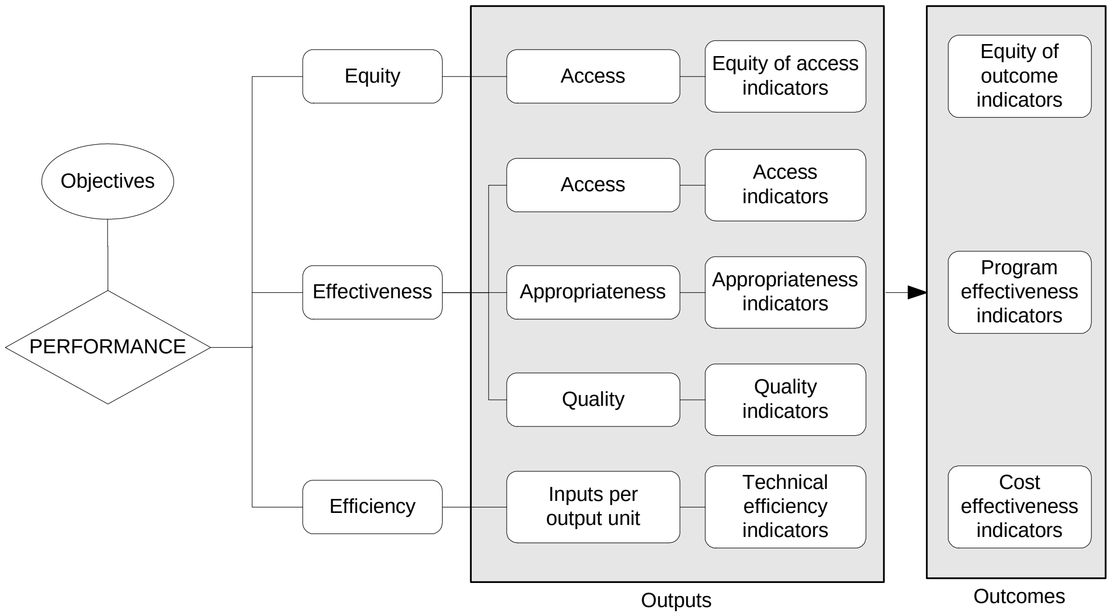
The RoGS employs a general performance indicator framework to report comparative performance information for a range of services (COAG 2010). Applying a general framework across different service areas has several benefits. A common framework applied universally provides:

- users with a consistent model to assess the performance of government across multiple service areas
- greater scope for service areas to learn from one another about indicators that can be used to measure performance for shared measurement domains, thus improving overall performance reporting
- a capacity to systematically address measurement issues that might arise across service areas (for example, how to measure timeliness and other aspects of quality) (SCRGSP 2010, p. 1.9).

The RoGS' performance indicator framework

The RoGS' general performance indicator framework is set out in figure 3.1. The framework depicts the RoGS' focus on outcomes, consistent with demand by governments for outcome oriented performance information. This outcome information is supplemented by information on outputs. Output indicators are grouped under 'equity', 'effectiveness' and 'efficiency' headings.

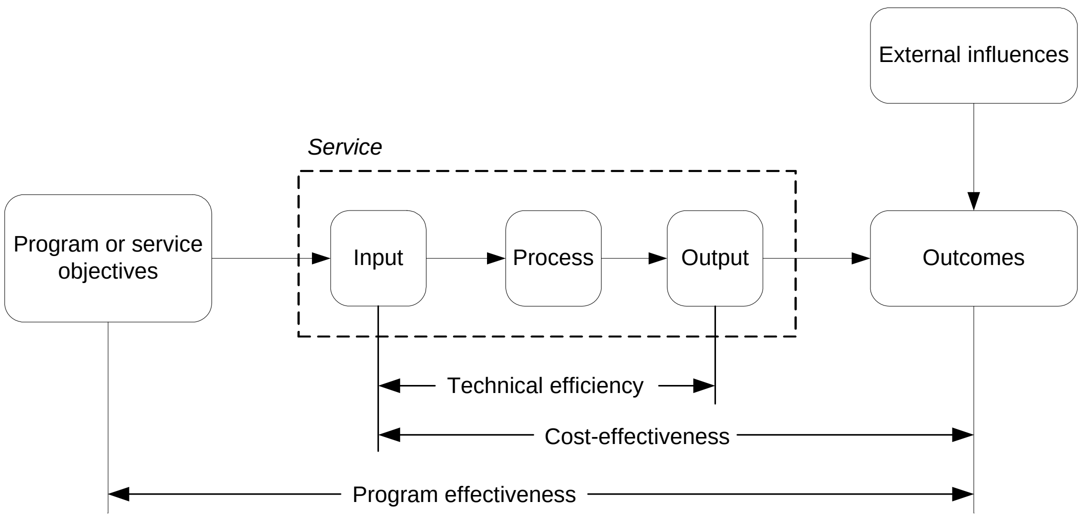
Figure 3.1 **The RoGS' general performance indicator framework**



Source: SCRGSP (2010).

The RoGS' general performance indicator framework is a derivative of the 3E's and the IOO model of performance measurement and is underpinned by a service provision program logic, which conceptually links objectives to outputs and outcomes. The general framework reflects the service process or sequence of steps involved in transforming inputs into outputs and outcomes in order to achieve stated objectives and depicts the relationships between these variables (figure 3.2).

Figure 3.2 **The RoGS' service process diagram**



Source: SCRGSP (2010).

A performance indicator framework diagram was first published in the 1997 RoGS (SCRCSSP 1997). This framework had two overarching dimensions of performance: (1) effectiveness and (2) efficiency. From these two overarching dimensions stemmed several focus areas: outcomes, access and equity, appropriateness, quality and efficiency.

In the 2004 RoGS (SCRGSP 2004), a new framework diagram was introduced, which better illustrated the importance of linking performance indicators to shared service objectives. In this framework, performance was still measured through the overarching dimensions of ‘effectiveness’ and ‘efficiency’, but ‘equity’ was moved from the focus areas and was added as an overarching dimension, equivalent in importance as an overarching concept to ‘efficiency’ and ‘effectiveness’.

The new framework also separated outputs from outcomes, to emphasise the RoGS’ focus on outcomes, but also to illustrate (diagrammatically) that many factors influence outcomes, including the activities of other government services (for example, education as well as justice, health, housing, and community services might all impact on an individual’s educational outcomes) and factors external to government (for example, environmental factors).

The service process

The general framework reflects the service process through which service providers transform inputs into outputs and outcomes in order to achieve desired policy and program objectives.

For each service, governments have a number of objectives that relate to desired outcomes for the community. To achieve these objectives, governments provide services and/or fund service providers. Service providers transform resources (inputs) into services (outputs). Output performance information is critical for efficient and effective management and administration of government services — without such information government would be unable to determine the cost of providing services or the level of input required to deliver services to a certain standard. Efficiency indicators measure the rate at which resources (inputs) are used to produce services (outputs).

The impact of outputs on individuals, groups and the community are the outcomes of a service. Measuring and reporting on outcomes has been an aim of the RoGS since its inception in 1993. However, outcomes are often difficult to measure, and where they are possible to measure, it is often challenging to identify to what extent a particular service has influenced reported outcomes. Often outcomes (and to a lesser extent, outputs) are influenced by factors external to a specific government service (for example, it is likely that more than one service has an impact on outcomes, as might many other extraneous factors). As such, it is typically difficult to determine the influence a particular service has on reported outcomes relative to the contribution of other factors.

Therefore, the approach in the RoGS is to use both short term (or intermediate) and long term (or final) outcome indicators (as appropriate)[1] and explain that government provided services are often only one contributing factor and, where possible, point to data on other factors, including different geographic and demographic characteristics across jurisdictions. In addition, the RoGS at times uses outputs as proxies for outcomes, on the basis that it is reasonable to hypothesise that there is a relationship between those outputs and desired outcomes.

Cost effectiveness

The RoGS makes allowances for cost effectiveness indicators, to measure the rate at which resources are used to generate outcomes. However, no such indicators are currently reported in the RoGS.[2]

The difficulties associated with outcome indicator reporting are also relevant to cost effectiveness indicators. For example, where government services interface (either in parallel or in series) and each service is thought to contribute to improvements in an outcome, the contributory proportions of each are generally unknown, and therefore, might need to be assumed or estimated. Further, it is difficult to control for the contribution of factors external to government when making such calculations. These issues, combined with the influence of environmental factors, make it difficult to develop accurate cost effectiveness measures.

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1 The use of outputs as proxy outcome measures within the RoGS is similar in concept to the current trend of reporting on intermediate outcomes. The idea for both is to report an indicator where improvements are more visible in shorter time frames. Some very important final outcome indicators (such as life expectancy for Indigenous Australians) are more appropriate to observe over lengthy periods of time since improvements (or declines) are likely to be generational. Meaningful movements (especially movements that can be linked to government policies or services) in an outcome indicator of this nature are not generally observable over an annual (or biennial in the case of the OID) time period (SCRGSP 2009).

2 Only one indicator of cost effectiveness is included in the RoGS. The indicator is ‘cost per life year saved’ in the breast cancer detection and management section of the health chapters (SCRGSP 2010, p. 12.15). This indicator has been identified for development as an indicator of the cost effectiveness of overall performance of services in detection and management of breast cancer. Data are not yet not available for reporting for this indicator (see also ‘Gaps in Reporting’ SCRGSP 2010, p. 2.7).

Finally, cost effectiveness measures also require a sound understanding of government inputs. While the RoGS does not report inputs as indicators in and of themselves, inputs are included in calculating efficiency indicators. It remains critical that inputs are reported in some form so that government is able to document and understand all the levers in the service process and move in the direction of developing cost effectiveness measures.

4 Critiques of the RoGS' framework

Review of the RoGS

COAG agreed in 2009 to a review of the RoGS, to be undertaken by a combined Senior Officials and Heads of Treasuries (SO/HoTs) Working Group. As part of this review, the SO/HoTs Working Group considered the utility of the RoGS' general performance indicator framework.

Main findings of the review of the RoGS

In relation to the RoGS' general performance indicator framework, the review of the RoGS concluded:

> The RoGS uses a general performance framework, which identifies output indicators relating to equity, effectiveness or efficiency (COAG 2009, Executive Summary p. 3). Based on work done for this report, it appears that by international standards, the RoGS is a sophisticated performance measurement tool, using a well-developed framework to guide its work (COAG 2009, Executive Summary p. 10), which contains most of the characteristics identified as belonging to a good performance measurement system (COAG 2009, Executive Summary p. 3). It has driven considerable data improvement since its inception and the number of areas covered has expanded (COAG 2009, Executive Summary p. 10).

Further, in the context of the review of RoGS it was noted that the framework allows for robust approaches to performance assessment and performance measurement techniques, in addition to synergies across services.

The desk top review of theoretical literature and case studies supports the review of the RoGS' conclusions that the RoGS' framework embodies the 'good' attributes of these exercises.

However, some issues — both general criticisms of the conceptual frameworks on which the RoGS is based (the 3E's and the IOO models), and specific criticisms of the application of the RoGS' framework arising in the context of the review of the RoGS — might warrant further consideration.

Issues for IRG consideration

As outlined above, the RoGS' general performance reporting framework is based on two widely used approaches to performance measurement: the 3E's (economy-efficiency-effectiveness) approach and the IOO (input-output-outcomes) model. On the basis of the review of theoretical performance literature and feedback from the review of the RoGS the following issues are noted:

1. At times, application of the 3E's and the IOO model can place too much emphasis on input measures of performance.

This is a relatively common critique of the 3E's and the IOO conceptual frameworks (Boyne 2002). A related sentiment was reflected during the review of the RoGS regarding the application of the RoGS' framework that there might be too much focus on efficiency over effectiveness, which may reflect the absence of a clearly articulated objective or goal for a sector.

The RoGS framework reports on equity, effectiveness, efficiency and cost effectiveness aspects of performance.

Equity indicators measure how well a service meets the requirements of particular groups in society with special needs. Indicators may reflect both equity of access, whereby all Australians are expected to have adequate access to services, and equity of outcome, whereby all Australians are expected to achieve similar outcomes arising from service use. Equity is further defined to distinguish between horizontal and vertical equity:

- horizontal equity — the equal treatment of equals, demonstrated when services are equally accessible to everyone in the community with a similar level of need
- vertical equity — the unequal but equitable ('fair') treatment of unequals, demonstrated when services account for the special needs of particular groups in the community and adjust aspects of service delivery to suit these needs. This approach may be needed where geographic, cultural or other reasons mean some members of the community have difficulty accessing a standard service.

Effectiveness indicators measure how well the outputs of a service achieve the stated objectives of that service. The reporting framework groups effectiveness indicators according to characteristics that are considered important to the service. These characteristics include access, appropriateness and/or quality.

Efficiency indicators (the relationship of inputs to outputs) measure how efficiently the outputs of a service were achieved. Technical efficiency indicators measure how well services use their resources (inputs) to produce outputs. Government funding per unit of output delivered is a typical indicator of technical efficiency — for example, recurrent funding per annual curriculum hour for vocational education and training.

Cost-effectiveness indicators (the relationship of inputs to outcomes) measure how efficiently the outcomes of a service were achieved. Although no cost-effectiveness indicators are currently reports, a theoretical example would be government funding per life (or ‘quality adjusted life year) saved through breast cancer screening.

The service process diagram (figure 3.2) illustrates how services convert inputs into outcomes and influence outcomes, and depicts the relationships between the different aspects of performance.

The RoGS’ framework reports inputs as measures of performance in two circumstances:

- when inputs of a certain quality or with certain characteristics are regarded as proxies for various aspects of effectiveness (such as quality, appropriateness or accessibility)
- when inputs can be compared with outputs to measure technical efficiency, or with outcomes to measure cost-effectiveness.

The RoGS’ performance indicator framework gives equal status to effectiveness, equity and efficiency indicators. In absolute number terms, the RoGS includes relatively few efficiency indicators compared to effectiveness indicators.

The review found that very few performance reporting exercises explicitly assess the efficiency of government services despite there being general acknowledgement of the importance of efficiency measures. This is a distinguishing aspect of the RoGS’ framework. Reporting of inputs as they link to outputs and outcomes is critical to understanding government performance and to informing decisions about how best to apply resources.

RECOMMENDATION 4.1

The IRG recommends that the Steering Committee emphasises the importance of efficiency (i.e. ratio of inputs to outputs) and cost effectiveness (i.e. ratio of inputs to outcomes) reporting in the RoGS, and encourages further development of cost effectiveness indicators.

2. The presentation of economy, equity, effectiveness and efficiency measures as separate constructs can mean insufficient emphasis is given to the interrelationships between these aspects of performance.

In the context of the review of the RoGS it was suggested that the RoGS should give greater emphasis to the interrelationships between performance domains, noting that:

- efficiency data need to be interpreted within the context of the effectiveness and equity indicators to derive an overall view of performance, and
- while the existing framework aids an understanding of the nature and relevance of the performance indicators, the presentation of the current information provides a disincentive for indicator interdependence to be fully understood.

Historically, the Steering Committee has explicitly agreed to provide indicator data and supporting information without sophisticated statistical analysis of the interactions between indicators (or between indicators and external influences on performance). Indicator interpretation boxes explain the conceptual interrelationships between indicators — for example, efficiency indicator boxes note that these indicators should not be interpreted without consideration of service quality and effectiveness.

The review of the RoGS expressly noted that analysis beyond existing RoGS reporting is beyond the scope of the RoGS and should be left to the COAG Reform Council (CRC). Bearing in mind the scope of the RoGS, consideration might be given to improving the explanations provided in the RoGS of the interrelationships between indicators.

RECOMMENDATION 4.2

The IRG recommends that the Steering Committee considers whether current presentation (PIF figure) of the RoGS' general performance indicator framework could be enhanced to clarify the relationships between framework elements.

RECOMMENDATION 4.3

The IRG recommends that the Steering Committee improves the explanation in the RoGS of the interrelationships between indicators by, for example, adopting the approach of the OID report.

3. The responsiveness of services to public preferences is not always given sufficient weight in the 3E's and the IOO models.

During the review of the RoGS it was queried whether the general performance indicator framework's focus on equity, effectiveness and efficiency was appropriate, and questioned whether it adequately assessed the quality of services and the complexity of services required by the community (for example, the complexity of consumers' health and welfare needs). Similar criticisms have been made in relation to the 3E's and the IOO model (Boyne 2002). It has been suggested elsewhere that to capture these issues it can be useful to include measures that explicitly address service responsiveness via measurement of the preferences of direct consumers and the perceptions of the wider community, as a service might be efficient and effective, but be of little value if it is not responsive to public demands.

The RoGS' framework includes both quality and appropriateness as dimensions of effectiveness, but many service areas lack relevant measures to inform these dimensions. Consideration might be given to emphasising the development of 'satisfaction' or 'experience' indicators and other 'responsiveness' measures in service areas where they do not already exist.

RECOMMENDATION 4.4

The IRG recommends that the Steering Committee encourages the development of 'satisfaction', 'experience' and other 'responsiveness' measures in service areas where they do not already exist. Although such 'subjective' data have limitations, they can usefully complement objective output measures

4. Consistency with other performance reporting frameworks.

The review of the RoGS queried how well the RoGS' framework aligns with sector-specific performance reporting frameworks, noting issues with the lack of links to and inconsistencies with the other reporting frameworks used in sectors such as mental health where equity is viewed differently.

The Steering Committee has addressed this issue for specific service areas in the RoGS:

- in the 2004 RoGS, the Steering Committee sought to align the general RoGS' framework with the National Health Performance Framework as far as possible, for application to government health services. Complete alignment was not possible given the different terms of reference of the two committees, but the performance framework for health services in the RoGS reflects both the general RoGS' framework and the National Health Performance Framework. It differs from the general RoGS' framework in two respects. First, it includes four sub-dimensions of quality — safety, responsiveness, capability and continuity — and, second, it includes an extra dimension of effectiveness — sustainability. These additions are intended to address performance dimensions of the health system in the National Health Performance Framework that were not explicitly covered in the general RoGS' framework.

- The RoGS' general framework has also been applied in a flexible manner in the Emergency management chapter to accommodate the widely accepted Prevention/mitigation, Preparedness, Response and Recovery (PPRR) framework.
- The Steering Committee has actively pursued alignment of RoGS reporting with relevant National Agreements.

Consideration might be given to reviewing the extent to which the RoGS is appropriately striking the balance between the relative merits of flexibility versus consistency in applying the general performance framework across sectors.

RECOMMENDATION 4.5

The IRG recommends that the Steering Committee reviews the current balance between flexibility and consistency in the application of the general performance framework in specific sectors.

5. Linking the RoGS' framework to government goals and objectives.

Consistent with the trend observed in the national and international case studies summarised in chapter 5, a view expressed in the context of the review of the RoGS was the RoGS needs a framework that is goal-oriented and has a strategic focus on outcomes and areas that might need to be targeted if the longer term goal is to be achieved.

The RoGS possesses a service process program logic, which has a strategic focus on outcomes. However, the RoGS' focus in on the contribution of government services to those outcomes, hence the emphasis placed on reporting inputs and outputs as part of this assessment.

Each RoGS' indicator is introduced with a statement linking the indicator to an objective of the service. Given the importance performance literature and case studies place on linking service objectives to indicators, consideration might be given to reviewing and revising these 'linking statements' to clarify the program logic between the indicator and the desired outcome.

RECOMMENDATION 4.6

The IRG recommends that the Steering Committee reviews, and where appropriate, revises RoGS' 'linking statements' to clarify the program logic between indicators and the related objectives.

The following chapter presents case studies of Australian and international performance reporting exercises and summarises the key features of these exercises, noting similarities and points of difference with the RoGS.

5 Case studies

International case studies

Nine international case studies of performance reporting exercises were reviewed:

- Scotland Performs
- Community Accounts (Canada)
- Audit Scotland
- National Indicator Set, UK Audit Commission
- Government at a Glance, OECD
- Factbook, OECD
- System of Social Indicators, European Union
- Virginia Performs (USA)
- Social Report, New Zealand Ministry of Social Development

Appendix B contains a summary of each international case study.

Australian case studies

Seven Australian State and Territory performance reporting exercises were reviewed:

- NSW State Plan
- Growing Victoria Together
- Towards Q2: Tomorrow’s Queensland
- South Australia Strategic Plan
- Tasmania Together
- The Canberra Plan (ACT)
- Territory 2030 (NT).

Reviews of Australian State and Territory performance reporting exercises were limited to State and Territory whole-of-government exercises (as distinct from performance reporting by specific departments or agencies in their annual reports). Whole-of-government performance reporting exercises are typically overseen by central agencies such as Premier's, or Treasury, departments. All Australian jurisdictions, with the exception of Western Australia (which has introduced a different formal regime for performance reporting)[3], have introduced whole-of-government performance reporting exercises, often as part of, or in parallel to, budget processes or State/Territory strategic plans.

In addition, four more general frameworks were reviewed:

- a community indicators project hosted by the University of Melbourne, *Community Indicators Victoria*
- the Australian Bureau of Statistics', *Measures of Australia's Progress*
- COAG's *Overcoming Indigenous Disadvantage Key Indicators* report (produced by the SCRGSP)
- COAG's *National Agreement performance information reports* (data collated by the SCRGSP for the CRC).

Appendix C contains case study summaries for each Australian performance reporting exercise.

Summary of key findings

Most performance reporting exercises appraised as part of this review can be distinguished from the RoGS as they focus on reporting performance against benchmarks or targets, as distinct from comparing performance with other jurisdictions or similar service providers. The exceptions are: the OECD reports (*Factbook* and *Government at a Glance*); *Community Accounts (Canada)*; Audit Scotland; *System of Social Indicators* (European Union); *Virginia Performs*; *Social Report* (New Zealand Ministry of Social Development); *Community Indicators Victoria*; the *Overcoming Indigenous Disadvantage* report; and, in part, the *National Agreement performance information* reports.

Further, few performance indicator frameworks *appear* to be based on a conceptual underpinning. This is a distinguishing feature of the RoGS' framework and is a

3 Western Australian Government departments are required to produce annual reports which encompass comprehensive performance reporting requirements. Western Australia was the first Government in Australia to require auditing of such reports (WA Department of Treasury and Finance 2004).

vehicle through which the RoGS adds value over and above other performance reporting exercises. Where other performance reporting exercises focus (at times, exclusively) on high-level outcomes, the RoGS' framework employs a service provision program logic to follow the sequence of steps in the government service provision process (that is, the conversion of inputs to outputs and outcomes). Many performance measurement exercises possess high level objectives linked to a range of outcome areas (which themselves possess a series of performance indicators or targets). However, such frameworks rarely (at least in a publicly accessible way) report on the inputs or resources involved in these processes (for example, Australian State and Territory governments' whole-of-government performance reporting exercises, the SCRGSP National Agreement performance reporting exercises).

Despite this, some commonalities were observed across performance reporting exercises, which might warrant further consideration.

FINDING 5.1

Different international and Australian performance reporting exercises serve different purposes. Well-regarded frameworks share many characteristics, but the emphasis placed on these characteristics differs according to purpose.

FINDING 5.2

The RoGS primary purpose is to provide comparative information to governments about the equity, effectiveness and efficiency of government services. An important, but secondary purpose, is to promote public accountability.

FINDING 5.3

Most performance reporting exercises aim to present a holistic and balanced picture of performance through a comprehensive suite of indicators but also strive for conciseness, for example, by drawing out headline/profile indicators (with further information available online). Exercises with a primary focus on informing governments require more detail than those focused on public accountability.

The RoGS' approach is consistent with this theme. The RoGS' general framework attempts to report on performance across equity, effectiveness and efficiency domains and outcomes, and the RoGS covers a range of government service areas.

FINDING 5.4

Most performance reporting exercises source data that are as current and close to 'real time' as possible.

The RoGS' approach is consistent with this theme. The Steering Committee has always emphasised the importance of data timeliness, noting that it may be necessary to trade-off a degree of accuracy for more timely data to inform decision-making (SCRGSP 2010).

FINDING 5.5

Performance reporting exercises with a primary focus on public accountability prioritise public access to data.

The RoGS' approach is consistent with this theme. Public access makes an important contribution to government transparency and accountability. The RoGS makes public accessibility a high priority with all data provided in excel attachment tables, enabling users to access the data on which figures and tables in text are based and conduct further data analysis if desired.

The review of the RoGS recommended streamlining the RoGS, developing an executive summary, and reviewing individual performance indicators. In implementing these recommendations, it might be beneficial for the Steering Committee to examine the way other performance reporting exercises profile headline indicators to determine the suitability of these approaches for the RoGS.

RECOMMENDATION 5.7

The IRG recommends that the Steering Committee, as part of the implementation of the Review of RoGS recommendations relating to producing a 'streamlined' report, examines how other performance reporting exercises profile headline indicators.

FINDING 5.6

Performance reporting exercises with a primary focus on public accountability present data in 'user-friendly' ways, through snap-shot summaries and visual aids such as 'traffic lights' or 'dashboards'. This requires explicit benchmarks or targets, and is problematic for comparative performance reporting:

These 'user-friendly methods of reporting can be useful to governments. For example, in some instances the Tasmanian Government uses such an approach, however these approaches are *highly* strategic and not appropriate for RoGS (Tasmanian Government, personal communication 4 August 2010). The *primary* role of RoGS is providing performance information to government — to sufficiently inform government officers requires a detailed approach to performance reporting (COAG Unit, personal communication 4 August 2010).

The Steering Committee produces fact sheets to accompany the release of the RoGS each year. However, fact sheets typically only profile performance for two indicators, rather than providing balanced performance information reflecting the full suite of indicators. It might be beneficial for the Steering Committee to review the RoGS' fact sheets as part of streamlining the RoGS and developing service sector summaries.

RECOMMENDATION 5.8

The IRG recommends that the Steering Committee, as part of the implementation of the Review of RoGS recommendations relating to producing a 'streamlined' report, reviews the RoGS' fact sheets.

It is important to clearly link objectives to outcomes in performance reporting. The RoGS performance indicator framework contains both elements, however, it is not clear from the diagrammatic presentation how these elements are specifically linked (Victorian Government, personal communication 4 August 2010). A connecting line from outcomes circling back to objectives might assist to more clearly demonstrate the interrelationships in the PIF.

Further, presentation of the RoGS' general performance indicator framework could be enhanced by, for example, repositioning framework elements to reduce white space and reconsidering whether the relationships between framework elements is best presented left to right (as it is currently) or top to bottom.

See earlier, RECOMMENDATION 4.2 also applies here.

FINDING 5.7

Some performance reporting websites are highly interactive, enabling users to produce customised reports. Interactive websites require significant investment to build and maintain, and involve data disaggregated below the level currently reported in RoGS.

The case studies review suggests there are benefits for users of interactive website tools. However, there is also a range of costs to be considered.

1. Information in RoGS is currently presented in a form considered by working groups and the Steering Committee to be most relevant to agreed objectives and meaningful for comparison across jurisdictions.

2. The Steering Committee has previously noted that, although additional website functionality was desirable, it is likely to be extremely expensive to introduce. There would be a significant initial cost associated with developing or purchasing

appropriate software, plus the cost of implementing and maintaining the system over time. To maximise the value of an interactive system, much larger data sets (such as unit record data) would need to be provided, to enable alternative indicators to be constructed.

3. There is a cost to users, evident in the case studies summarised in Appendix B. Users require significantly greater bandwidth to access sites with additional functionality, compared to the bandwidth required for non-interactive websites.

Although the RoGS website does not allow users to generate tables and figures online, users can download excel attachment tables for further analysis. As part of implementing the review of the RoGS recommendations, the Steering Committee has requested that working groups extend the time series reported in attachment tables (beyond 5 years where appropriate and where data are available to do so). Extending the time series reported in attachment tables will improve user access to RoGS data.

FINDING 5.8

Performance reporting exercises with a primary focus on public accountability involve extensive community consultation.

The Steering Committee has undertaken user feedback surveys to refine aspects of the RoGS. However, indicator development is undertaken by the Steering Committee on the advice of specialist working groups which comprise Australian, State and Territory government representatives.[4] This approach to development is reflective of the RoGS' primary purpose: a performance measurement tool for government. However, it might be useful to consider ways in which the RoGS' sector specific indicator frameworks could be informed by public consultation, to increase the utility of the RoGS as a public accountability tool — a useful purpose emphasised in the review of the RoGS that has previously been treated as a lower order purpose to that of comparative performance reporting.

4 In recognition of the value of expert technical advice and close relationships with data development bodies and agencies, working groups may also include observers from relevant data agencies or, where a data agency is not available (or not applicable), Ministerial Council data sub-committees or other expert entities. Furthermore, working groups may consult with data agencies or sub-committees, as appropriate, on technical issues requiring expert consideration.

RECOMMENDATION 5.9

The IRG recommends that the Steering Committee considers ways in which RoGS reporting and access could be informed by staged, targeted consultation with relevant non-government bodies.

FINDING 5.9

There is considerable variation in the extent to which data assurance processes are employed across performance reporting exercises. Some exercises require independent auditing of performance data, some employ tools similar to data quality statements, and others have no documented data quality assurance mechanisms. The introduction of data quality information will enhance an already relatively high standard of data quality assurance for RoGS.

The Steering Committee does not require performance data in the RoGS to be audited. Auditing by an external auditor would add significant costs to the RoGS and delay reporting. Existing approaches to maximising data quality in the RoGS include: peer review (through working groups and the Steering Committee), sourcing data from reputable data collection agencies (such as the ABS and the AIHW) and the capacity for administrative data to be revised annually once audited financial (or other) data become available. The recently agreed introduction of more explicit meta data (through the development of data quality information for each RoGS' indicator) provides opportunity for working groups to systematically review, document and address data quality issues, and provide greater data quality assurance for reported information.

FINDING 5.10

Most performance reporting exercises attempt to articulate an agency's or government's aims and objectives and explicitly link these objectives with outcomes. Comparative reporting requires the articulation of common goals or objectives, to establish 'horizontal' linkages.

The logical way in which the RoGS' general framework links objectives to outputs and outcomes (through a service provision program logic model) is a distinguishing feature of the RoGS.

FINDING 5.11

Most performance reporting exercises lack an explicit conceptual framework that follows the program logic associated with the government service provision process (that is, the conversion of inputs to outputs and outcomes). The RoGS conceptual framework is one of its key distinguishing features.

The RoGS currently links each indicator to broad service sector objectives — but some links are tenuous. There might be scope within the RoGS to more clearly articulate the links between service sector objectives and indicators, and indicators to outcomes (that is, more clearly identifying the underlying program logic linking each indicator to relevant objective/s).

See earlier, RECOMMENDATION 4.5 also applies here.

FINDING 5.12

Performance reporting exercises with a primary focus on public accountability do <u>not</u> assess the efficiency (i.e., ratio of inputs to outputs) or cost effectiveness (i.e., ratio of inputs to outcomes) of government services.

The inclusion of provision to assess the efficiency and cost effectiveness of government services is a distinguishing feature of the RoGS. There might be benefit in emphasising the importance of this aspect of the RoGS, particularly insofar as encouraging further development of cost effectiveness indicators.

See earlier, RECOMMENDATION 4.1 also applies here.

<u>Appendix D</u> contains details of comparisons of performance indicator frameworks.

The following chapter summarises the recommendations arising from this review for IRG consideration.

6 Recommendations

The literature review and case studies support the review of the RoGS' conclusions that the RoGS' framework embodies the key attributes of robust performance indicator frameworks.

Robust performance indicator frameworks involve clear and precise specifications, logical and well-chosen indicators that are informed by evidence and based on the policies and objectives of government services. Robust frameworks also contain a balanced set of measures, addressing all key aspects of performance, with accurate and reliable systems, methods and data for performance comparisons (ANAO 2004). While no conceptual framework will satisfy the multiplicity of government and community stakeholders, the logical and sequential structure of the RoGS provides important insights into the service processes through which governments seek to achieve their aims and the extent to which these aims are achieved.

Although the RoGS' general performance indicator framework is considered conceptually sound and appropriate for its purpose, this report has identified some issues that, if addressed, might further improve the framework. Box 6.1, overleaf, summarises the recommendations noted throughout this report.

Box 6.1 **Recommendations**

The IRG recommends that the Steering Committee:

- considers ways in which RoGS reporting and access could be informed by staged, targeted consultation with relevant non-government bodies
- as part of the implementation of the Review of RoGS recommendations relating to producing a 'streamlined' report:
  - examines how other performance reporting exercises profile headline indicators
  - reviews the RoGS fact sheets
- considers whether current presentation (PIF figure) of the RoGS' general performance indicator framework could be enhanced to clarify the relationships between framework elements
- reviews the current balance between flexibility and consistency in the application of the general performance framework in specific sectors
- emphasises the importance of efficiency (i.e. ratio of inputs to outputs) and cost effectiveness (i.e. ratio of inputs to outcomes) reporting in the RoGS, and encourages further development of cost effectiveness indicators
- encourages the development of 'satisfaction', 'experience' and other 'responsiveness' measures in service areas where they do not already exist. Although such 'subjective' data have limitations, they can usefully complement objective output measures
- improves the explanation in the RoGS of the interrelationships between indicators by, for example, adopting the approach of the OID report
- reviews, and where appropriate, revises RoGS' 'linking statements' to clarify the program logic between indicators and the related objectives.

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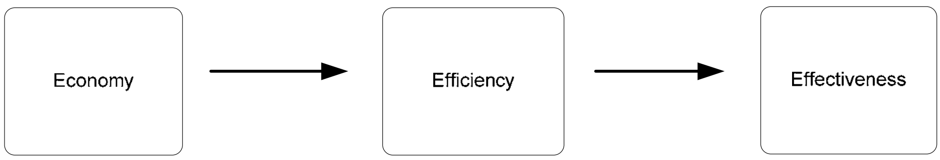
Appendix A: Performance reporting models

The 3E's: Economy, efficiency and effectiveness

The 3E's model comprises the domains of economy, efficiency and effectiveness (figure 1). This model follows the sequence of steps in the government service 'production process'. Economy refers to the cost of procuring services. However, the cost of procuring services – whether high or low – reveals little about government performance in isolation. Therefore, efficiency (how well services use their resources/inputs to produce outputs) and effectiveness (the extent to which government has achieved its aims and objectives) are critical components of the 3E's model (Boyne, 2002).

Figure 1 **The 3E's model: Economy, efficiency and effectiveness**



Source: Boyne (2002).

The RoGS was originally based on the 3E's model, as at the time the RoGS' was first developed, the 3E's model was considered best practice in public sector management (Jackson and Palmer 1992). However, the RoGS' framework was customised to include an 'equity' dimension rather than the original 'economy' dimension (SCRGSP, 1998). The equivalent of 'economy' information is still provided in the RoGS as total funding dollars are typically outlined in the profile section of each service area chapter. Further, in the absence of more detailed funding information, total funding dollars are also be used to calculate proxy efficiency measures (that is, total service funding per particular unit of service).

The IOO model: Inputs, outputs, and outcomes

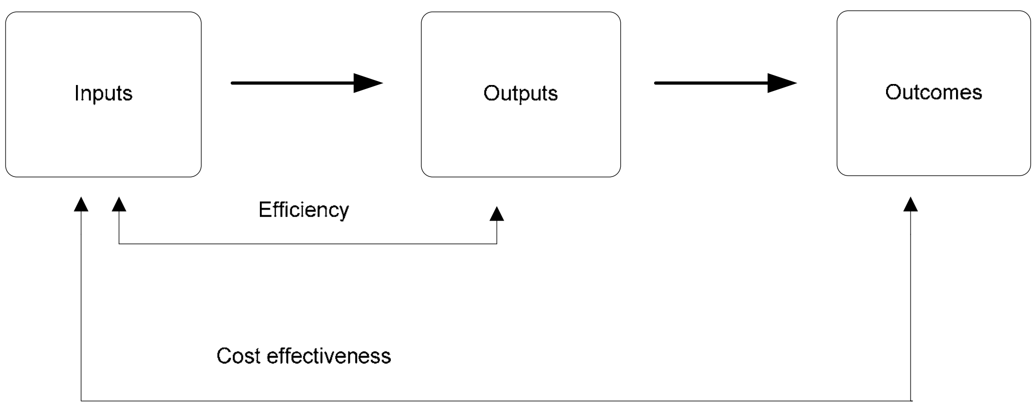
The IOO model also follows the sequence of steps in the government service production process by examining the inputs (resources used by government to provide services), outputs (services produced or provided by government), and outcomes (the results of services provided by government) of government service delivery (ANAO 2004; SCRGSP 2010).

The IOO model contains all the elements of the 3E's model, but also enables: (1) outputs and outcomes to be explicitly disaggregated into sub-measures so as to assess the equity and quality of services; and (2) input and outcome measures to be linked as indicators of cost effectiveness or value for money (figure 2). Boyne (2002) argues that these dimensions are, at best, implicit in the 3E's model.

The addition of equity or fairness sub-categories (for example, outputs and outcomes disaggregated by gender, disability status, ethnicity, income and so on) is imperative in measuring the performance of government. Public services are expected to distribute resources according to criteria of need, therefore, equity indicators assist stakeholders to establish whether this objective is being achieved.

The RoGS' framework reflects the IOO principles in encouraging reporting disaggregated by equity and quality dimensions, as well as cost effectiveness measures.

Figure 2 **The IOO model: Inputs, outputs and outcomes**



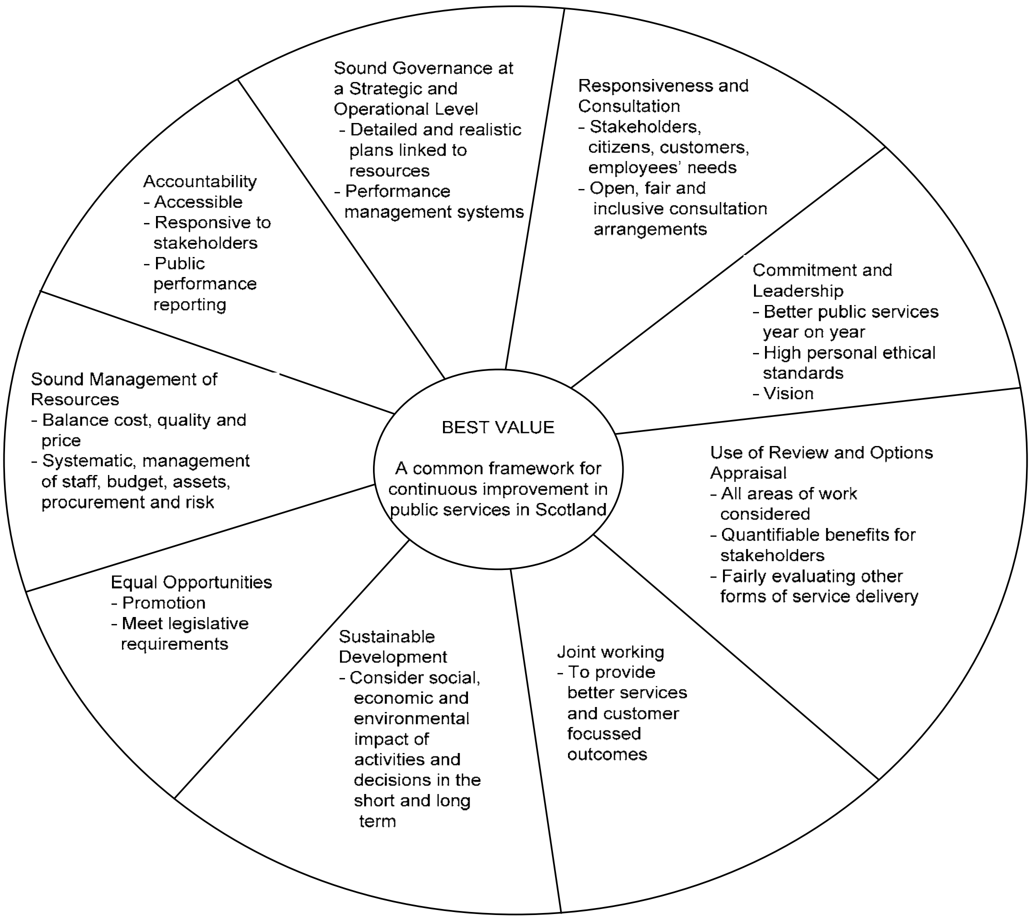
Source: Boyne (2002).

Best value framework

The purpose of the Best value framework was to ensure that management and business practices in government deliver better and more responsive public services (figure 3). The Best value framework was introduced in England and Wales via the *Local Government Act 1999*, which came into force in April 2000. The aim was to improve the cost and quality of local services:

> A Best Value authority must make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness (LGA 1999, section 3[1]).

Figure 3 **Scottish model based on the 'best value' framework**



Source: Mackie (2008).

In order to obtain a balanced view of performance, Best value performance frameworks are required to address four dimensions of performance:

- Strategic objectives — why the service exists and what it seeks to achieve

- Service delivery outcomes — how effective the service is in achieving its strategic objectives
- Quality — the quality of the services delivered, explicitly reflecting users' experience of services
- Fair access — ease and equality of access to services.

There are similarities between the Best value framework and the RoGS, chiefly: the inclusion of a quality dimension and the inclusion of a ‘fair access’ dimension, which is similar in its intent to the ‘equity’ dimension of the RoGS.

However, the Best value framework - as applied in England, Wales and Scotland - differs from the RoGS in pertinent ways. In these jurisdictions, local government authorities must demonstrate that in the fulfilment of their Best value requirements they have: compared their service provision with that of other private and public providers; consulted with local business and community; considered competition in provision; and challenged the reasons for, and methods of, provision (the ‘4 Cs’). Best value also introduced a performance measurement audit regime with the broad expectation that, year-on-year, costs will reduce and quality will increase, with consequences tied to performance (that is, government intervention in cases of poor performance and reward in cases of success) (Mackie, 2008).

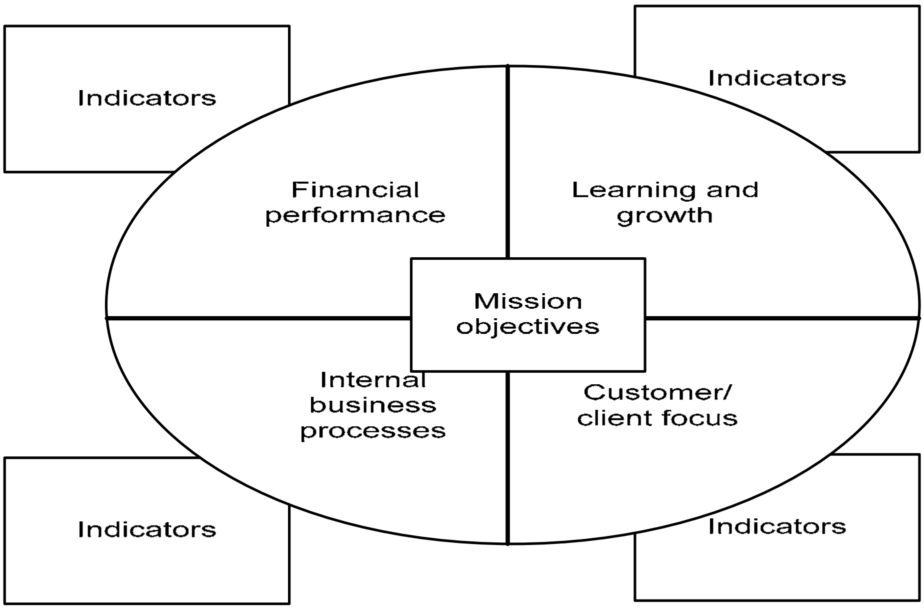
These processes are important to note because they make clear some of the differences between the purpose of the RoGS compared to Best value reporting. Most notably, the RoGS is not audited and does not have budgetary implications. The Best value framework also explicitly incorporates domains concerned with responsiveness and consultation and clearly the links objectives with service outputs and outcomes.

Balanced scorecard approach

The Balanced scorecard approach was developed in the early 1990s by the Harvard Business School primarily for use in the private sector (Kaplan and Norton, 1992). The Balanced scorecard assesses performance across four key domains: financial performance, customer/client focus, internal business processes, and learning and growth (figure 4).

Traditionally, the Balanced scorecard placed financial results at the top of the performance hierarchy. However, it has been modified for the public and not-for-profit sectors to include overarching missions or long-term objectives at the top of the performance hierarchy (Mackie, 2008). The Balanced scorecard directly links indicators for each of the four domains to the overarching objective(s) (Mackie, 2008).

Figure 4 **Balanced scorecard approach**



Source: Mackie (2008)

Similarities also exist between the Balanced scorecard approach and the RoGS' approach. As Mackie (2008) explains, a properly constructed scorecard is balanced between short- and long-term measures; financial and non-financial measures; and internal and external performance perspectives. For example, financial performance will be assessed by reference to how effectively and efficiently government meets the requirements of its stakeholders. Client focussed performance will be assessed on the ability of government to provide effective and high quality goods and services, and measures of overall client satisfaction. The RoGS also strives to assess these aspects of performance.

There are a plethora of approaches to implementing the Balanced scorecard approach. A detailed review of the many and varied ways in which this framework has been applied is beyond the scope of this report.

Appendix B: International case studies

The vignettes of performance reporting exercises are based on publically available information as reviewed by the IRG. With the exception of some of the information Community accounts (Canada) vignette, these summaries have not been provided back to the owner/host of the exercise for verification. The IRG has instead reviewed these exercises from the perspective of an end-user (much like a citizen or constituent would).

Scotland performs

Performance reporting exercise:	Scotland Performs (http://www.scotland.gov.uk/About/scotPerforms)
Origins & high level overview:	Scotland Performs measures and reports on the Scottish Government's progress across 7 targets areas: • Economic growth • Productivity • Participation • Population • Solidarity • Cohesion • Sustainability These target areas are supported by 15 national outcomes, and 45 national indicators covering key areas of health, justice, environment, economy, and education. Scotland Performs follows the National Performance Framework, which was published as part of Scotland's 2007 Spending Review. It is based on an outcomes-based performance framework (modelled on one used in Virginia in the United States). The National Performance Framework is depicted as a pyramid with each aspect of the pyramid directed towards a single overarching Purpose (which for Scotland Performs is to focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing economic sustainable growth).
Description of process:	*Context for analysing results* Scotland performs is a national benchmarking exercise providing users with varying degrees of detail regarding the extent to which Scotland's performance is improving, worsening or being maintained. *Frequency* Assessments of progress are regularly updated from the latest available data. Detailed technical summaries (referred to below) identify the next data release for each indicator, as does the 'calendar of updates' webpage.

Description of presentation:	*Data sources* Scotland Performs draws on quantitative data sources, including large surveys and government administrative data. *Data assurance* Each indicator is supported by a technical note (which is similar in approach to a data quality statement) identifying objectives, data sources, data assurance, explanations where proxy data are used, definitions of key terms, updates and publication information and information on how to access raw data etc. *Access* Users can access Scotland Performs data on the website at various levels, including detailed technical information through to visual 'dashboard' like summaries (referred to as 'Performance at a glance'). *Updates* Assessments of progress are regularly updated from the latest available data. Technical summaries identify when new updates are expected, as does the 'calendar of updates' webpage (updates vary from quarterly to every 2-3 years). *Data tools* Data are presented in figures and are also available to download in excel via the technical information notes for each indicator.

Community accounts (Canada)

Performance reporting exercise:	Community accounts (http://www.communityaccounts.ca/)
Origins & high level overview:	Community accounts is an initiative of the Government of Newfoundland and Labrador. Community accounts was developed following the recommendations of a Social Policy Advisory Committee investigation. The Social Policy Advisory Committee was established in 1996 to research what was happening in citizen's daily lives and whether programs and policies were meeting their needs. After extensive research and public consultation, one of the Committee's major recommendations was that government programs and policies be developed and implemented based on strong statistical evidence, clear target groups, and measurable results. To this end, the Newfoundland and Labrador Statistics Agency, in partnership with the Strategic Social Plan of the Government of Newfoundland and Labrador and Memorial University, developed Community accounts. Community accounts was the first internet-based data retrieval and exchange system in Canada with unrestricted access to view and analyse data for communities, regions and neighbourhoods, thus providing users with a single comprehensive source of data for social, economic, and health information. The website enables users to customise tables and graphics on key indicators. Data are organised by geography and topic within a system of distinct accounts. Under this structure, information can be retrieved according to 400 communities, 80 census consolidated subdivisions (local areas), 20 economic development zones, and the province. Information can also be retrieved at the level of Rural Secretariat Regions, Health Authorities, School Districts, and Human Resources Development Canada Regions.
Description of process:	*Context for analysing results* Community accounts enables comparison of results across communities, regions and neighbourhoods (where data are available at these levels). *Frequency* Community accounts enables users to generate customised reports as desired. Data

	available online are the latest year available. Some data sources are updated more frequently than others and where original/raw data require manipulation before being loaded on the Community accounts website, there can be a delay of up to 3 months. The 'Releases' section of the Community accounts website outlines recent updates and additions to the Community accounts site. *Data sources* Quantitative data are compiled from a range of sources including the Canadian census, OECD data, government department data, and large scale survey data. *Data assurance* The Community accounts website notes that all Community accounts data meet data confidentiality and quality guidelines. However, data quality guidelines could not be located on the website.
Description of presentation:	*Access* All Community accounts data are available online via self-generated reports and summary profiles. *Updates* The information presented in Community accounts is generally the latest year available. The frequency with which data are updated depends on the source and its frequency. *Data tools* A suite of data tools are available, all of which are supported by Community accounts tutorials. The tutorials explain how to navigate the site and the data options available (e.g., Accounts diagrams, the Multi Variable Regional Comparison Feature). Graphics are used throughout the site, however, raw data can also be downloaded in excel.

Audit Scotland

Performance reporting exercise:	Audit Scotland (http://www.audit-scotland.gov.uk/performance/)
Origins & high level overview:	The Accounts Commission has a statutory responsibility to specify information that councils must publish about their performance, in the form of statutory performance indicators (SPIs). The information is collected and published locally by each council. The Commission then publishes information about the comparative performance of councils across Scotland. Since 1993/94, councils have been required by law to provide information on how well they are carrying out their activities. Councils have to publish the information by 30 September each year. The Local Government Act 1992 places upon the Accounts Commission the duty to direct local authorities to publish information which will, in the Commission's opinion, assist in the making of appropriate comparisons - by reference to the criteria of cost, economy, efficiency and effectiveness - between: • the standards of performance achieved by different authorities in a financial year • the standards of performance achieved by authorities in different financial years. In 2003 the legislation was amended to: • add 'Best Value' to the range of criteria • extend the range of functions to include Community Planning.
Description of process:	*Context for analysing results* During 2009, the Accounts Commission agreed a new Direction for the SPIs. This has been a significant change from previous years, the full results of which will not be

Description of presentation:	available until mid-2010. In anticipation of the change, this year's reporting format has also changed. The Compendium contains information provided by councils and ranks all key indicators, which: • helps readers to form a view as to how Scottish councils performed in 2008/09 • provides comparison with performance in previous years • seeks to stimulate interest in, and debate on, the performance of local government in Scotland. The 'Council' section of the report gives information separately on the performance of each council in relation to the service areas covered. It shows how for each indicator in each service the performance of a council has changed over the three years 2006/07, 2007/08 and 2008/09. The 'Service' section covers each of the services for which there are indicators. For each indicator within the service, the report: • shows details of the indicator for 2006/07, 2007/08 and 2008/09, including meta data • identifies those councils for which, in the auditor's opinion, the information provided may be unreliable • provides a table showing the information for each council. A separate section covering fire & rescue services is provided on the web site. Since the Compendium is primarily for use by those wishing to undertake their own analysis of the data, the Accounts Commission does not include any commentary or conclusions for individual indicators. Nevertheless, for several indicators benchmark performance standards exist and performance might be assessed against these. *Frequency* This information is published annually and there are links to the prepared reports. *Data sources* Council administrative data *Data assurance* The 'Service' section of the report includes meta-data for each indicator. Data are also audited and if in the opinion of the auditor a council's data may be unreliable this information is highlighted to the reader. *Access* Data and reports are published electronically on the Audit Scotland website. Data are available in Excel workbooks. *Updates* Data are updated annually. *Data tools* Data are available online in excel.

UK Audit Commission - National Indicator Set (NIS)

Performance reporting exercise:	UK Audit Commission - National Indicator Set (NIS) (http://www.audit-commission.gov.uk/localgov/audit/nis/Pages/Default.aspx)
Origins & high level overview:	The NIS took effect from 1st April 2008 and replaced Best value performance indicators The single set of National Indicators (the National indicator set – NIS) was announced by Communities and Local Government (CLG) in October 2007, following the Government's Comprehensive Spending Review in 2007.

	Effective from 1 April 2008, the NIS is the only set of indicators on which central government will performance manage local government. It covers services delivered by local authorities alone and in partnership with other organisations like health services and the police. The new NIS includes indicators determined by measuring citizens' views and perspectives collected through a single Place Survey that is administered by all local authorities. The NIS replaces all other existing sets of indicators including the Best Value Performance Indicators (BVPIs) and the Performance Assessment Framework (PAF). Performance against each of the national indicators will be published annually by the Audit Commission, as part of Comprehensive Area Assessment (CAA). The indicators reported on relate to the following subject areas: • local economy strength • housing • children's well-being • crime and safety • care and health • provisions for vulnerable people • the quality of the environment
Description of process:	*Context for analysing results* The National Indicator Set is a comparative performance exercise. The website facilitates analyses – see 'Places analyses tool' http://www.pat.communities.gov.uk/pat/ This tool allows users to create customised reports with customised comparators. The tool also provide meta data for each indicator. In addition the website provides practical guidance on how to make the most of data – this guidance includes information about basic statistical analyses (such as mean, median and mode, quartiles, standard deviations, etc.) and is set out in three sections – summarising data, comparing data and presenting and using data. *Frequency* Reports are available annually, but data for individual measures are updated on an ongoing basis as new data are released. *Data sources* Administrative and survey data – especially survey data which provides information about services from the citizen's perspective. *Data assurance* The 2008/09 National Indicator results will be published by the relevant government departments at various times following a process of internal validation they are legally required to undertake prior to release. In addition, a 'national indicator information portal' provides online access to the definitions, frequently asked questions and clarifications for each national indicator.
Description of presentation:	*Access* Interactive information portal with facility to customise comparative reports by local government size or location. Includes an information exchange Hub, which facilitates loading of administrative data sets direct to a secure centralised data storage and a mechanism for data interchange for government departments and local strategic partnerships. The exchange Hub is a data repository and is not designed to analyse the data contained within it – instead the Places analysis tool was developed to allow users to undertake their own analyses and monitoring of performance data. *Updates* Annually, but with individual measures updated on an ongoing basis, as new data are released and become available.

	Data tools Places analyses tool' http://www.pat.communities.gov.uk/pat/ The Places Analysis Tool (PAT) is designed to undertake analysis of published National Indicator data. It enables ongoing and consistent monitoring of trends and performance of Local Strategic Partnerships (LSPs) against the National Indicator Set, including those indicators which have been targeted in Local Area Agreements. Analytical capabilities include time series charts, comparison charts, tables of values and thematic maps. The PAT sources all published data from the Data Interchange Hub ('the Hub'), the collation and interchange system for National Indicator data. PAT is accessible via a web site hosted by Communities and Local Government. No login or registration is required to use the tool.

Government at a glance (OECD)

Performance reporting exercise:	Government at a glance (OECD) (www.oecd.org)
Origins & high level overview:	Government at a Glance provides over 30 indicators describing key elements underlying government performance. The publication compares the size and reach of government across OECD countries from the perspective of revenues, expenditures and employment . With a focus on public administration, it also includes indicators describing government policies and practices in integrity, e-government and open government, and introduces several composite indexes summarising key aspects of public management practices in human resource management, budgeting and regulatory management. The Performance Indicator Framework focuses on the Structure of Government and includes five key areas: • Revenue – how much money does government collect? • Inputs – how much and what kind of resources does government use? • Processes – what does the government do and how does it do it? • Outputs – what are the goods and services which government produces? • Outcomes – what is the resulting impact on citizens and businesses?.
Description of process:	*Context for analysing results* Government at a Glance is meant to be a snapshot of the quality of public governance in OECD countries. The ambition is for future editions to present comparable data over time, cover different policy areas and to include more countries in order to offer a true glance at governance issues across the globe. *Frequency* Biennial. *Data sources* Most data are collected by government officials by the OECD via specifically designed surveys. *Data assurance* The data represent either official government statistics or the country's own assessment of current practices and procedures and as such bias can occur due to different interpretations across countries. There does not to appear to be a data quality assurance process in place.
Description of presentation:	*Access* The Government at a Glance publication is available in hard copy or on the web. *Updates* Data are collected and published biennially. *Data tools* Users are not able to manipulation data online.

OECD Factbook

Performance reporting exercise:	OECD Factbook (www.oecd.org)
Origins & high level overview:	OECD Factbook is an annual OECD publication providing a global overview of major economic, social and environmental indicators, in a range of formats. The first edition was released in 2005. Factbook enables comparisons for many indicators across many countries, including trends analysis. The key reporting domains are: • Population and Migration • Production and Income • Globalisation • Prices • Energy • Labour • Science and Technology • Environment • Education • Public Finance • Quality of Life
Description of process:	*Context for analysing results* Factbook is a comparative performance exercise across OECD members and other countries. *Frequency* Reports are updated annually. *Data sources* Factbook references a range of OECD data, including national accounts information, environmental reports etc. *Data assurance* There does not appear to be a data quality assurance process.
Description of presentation:	*Access* The reports and data are available in multiple formats: • print • USB key • Web Book (PDFs, Excel and interactive graphs). • iPhone App • Blackberry and other Smartphones *Updates* Data are updated every year. *Data tools* StatLinks below every table and graph contain further data in Excel.

European Union, System of Social Indicators

Performance reporting exercise:	European Union, System of Social Indicators (http://www.gesis.org/en/services/data/social-indicators/eusi/)
Origins & high level overview:	The conceptual framework of the European Union, System of Social Indicators is based on scientific discourse regarding welfare and societal development. The framework is based on six dimensions of societal development which should be used to derive and select measurement dimensions and indicators. These dimensions reflect the essential notions of 'quality of life', 'social cohesion', and 'sustainability'. 'Quality of life' incorporates: • Objective Living Conditions: This dimension concerns the ascertainable living circumstances of individuals, such as working conditions, state of health or standard of living. • Subjective Well-Being: This dimension covers perceptions, evaluations and appreciation of life and living conditions by the individual citizens. Examples are measures of satisfaction or happiness. 'Social cohesion' incorporates: • Disparities, Inequalities and Social Exclusion: This dimension refers to aspects of the distribution of welfare within a society such as regional disparities, equality of opportunities for women and men or other population groups. • Social Relations, Ties and Inclusion: This second dimension of social cohesion concerns the social relations, bonds and ties within a society or what has been denoted as 'social capital'. The existence of informal networks, associations and organisations and the performance of societal institutions are issues addressed by this dimension of social cohesion. Moreover, the cohesion between and integration of European societies is also covered by this dimension. 'Sustainability' incorporate: • Preservation of Human Capital: Measurement dimensions and indicators related to this goal dimension focus on processes and measures that affect people's skills, education and health. • Preservation of Natural Capital: This dimension concerns the current state as well as processes and measures that improve or deteriorate the base of natural resources. Besides these six goal dimensions concerning the quality of life and societies, the European System of Social Indicators also addresses selected trends of general social change: • Demographic and Socio-Economic Structures; • Values and attitudes.
Description of process:	*Context for analysing results* The European Union, System of Social Indicators The indicator system covers the 27 EU member countries, Norway, Switzerland, as well as Japan and the U.S. as major reference societies, enabling comparison across countries and indicators. *Frequency* Survey data and time series data are updated as new additions are available. Data reports are published every 2 years. *Data sources* The System of Social Indicators references quantitative data from large scale surveys, administrative data sources, *Data assurance* It is unclear from published information whether the System of Social Indicators employs tools such as data quality statements. However, further detail can be found

	online for contextual information, statistical information, and information on whether measures reported for an indicator are primary (i.e., the most empirically desirable way of measuring the indicator) or secondary (i.e., less desirable and likely to be interim).
Description of presentation:	*Access* Data and reports are available online to download. Additional, more specific data requests, can also be ordered online. *Updates* Survey data and time series data are updated as new additions are available. Data reports are published every 2 years. *Data tools* The System of Social Indicators references a range of data sources, which present data in a variety of formats, including, excel spreadsheets, tables, figures, report text etc.

Virginia Performs

Performance reporting exercise:	Virginia Performs (http://vaperforms.virginia.gov/)
Origins & high level overview:	*Virginia Performs* is a performance leadership and accountability system that encompasses an integrated array of state agency plans, objectives, performance measures and societal indicators. It forms the basis for strategic planning, performance based budgeting and productivity improvement for Virginia's state government. The purpose of *Virginia Performs* is to promote transparency and provide citizens with a means to track Virginia's quality of life and state government performance. The *Virginia Performs* website is the public face of the performance leadership and accountability system. Since its launch in January 2007, Virginia Performs has grown in scope, function and capability. Today, it is a vital component of executive management, as it: • serves as a catalyst for better strategic thinking and policy, enterprise solutions, performance-driven decision-making, and improved outcomes; • supports strategic, regional, and local planning; and • provides the information and analysis needed to better inform, communicate, and engage citizens about Virginia's progress and its future. State agencies report and use data on *Virginia Performs* to improve outcomes, increase productivity, create savings and improve management. *Virginia Performs* aggregates data from multiple national and state sources and displays the data in easy-to-use text, graph and map formats. Users can go to one source to see how Virginia - on state, regional and local levels - is performing on a variety of measures from high school graduation to crime and land preservation. Virginia was among the first states to develop and sustain a comprehensive approach to performance leadership and accountability. • Agency key measures now focus on mission-critical outcomes and are connected to a vision and long-term goals for Virginia. • Outcome data is integrated into policy and budget decision-making. • Administrative measures have been streamlined and simplified. • Agency productivity measures have been added to promote efficiency. • Societal-level, quality-of-life data is now aggregated. *Virginia Performs* identifies those areas in which Virginia is doing well and those that need improvement, which is a particular benefit for policy makers. It is improving management and service delivery outcomes, enhancing the information

needed for budget development, and increasing the transparency of state government operations.

In 2009, *Virginia performs* won a US National Association of State Chief Information Officers (NASCIO) award for the category of Data, Information and Knowledge Management. NASCIO represents US state chief information officers and information technology executives and managers from the states, territories, and the District of Columbia.

Although the exercise states that the first step was to agree an underlying conceptual framework, there is no clear underlying framework for selecting performance indicators - the framework in this instance seems to relate to the focus on outcomes and linking these to objectives.

Description of process:

Context for analysing results

Links between agency and government objectives and the measures reported are clearly made through the method of presentation.

Judgement is made against set criteria for each performance measure as to whether or not and agency's performance 'meets expectations', is 'progressing towards expectations', or is 'below expectations' (a category for 'information not available' is also used).

However, the proportion of influence over an outcome measure is not made clear (other than by stating whether the State has 'significant' or 'limited' influence).

Frequency

Annual updates (quarterly for some administrative data) provided on the website.

Data sources

Both quantitative and qualitative data sources are used.

Data assurance

It is not clear from the website whether results/data are audited, whether there are data quality statements or some similar process or mechanism for data quality assurance.

Description of presentation:

Access

Web based access, including IT capability to house and display all levels of strategic plans and performance data, provide a mapping application for viewing and comparing data at regional and local levels, create a portal for state agencies to enter and manage data, and provide an integrated enterprise view and transparency for policy-makers and citizens.

Updates

Annual and quarterly.

Data tools

The website provide a mapping tool which allows visitors to the website to customise the way in which information is provided. Information can be provided comparatively at a state or community level, by departments, or service area.

The website also provides each agency's strategic plan – this allows the user of the site to make a connection between the strategic objectives of a department with their results.

One of the features of the way performance is reported is the scorecard at a glance. This provides a snapshot of whether Performance Trends are improving, maintaining, or worsening.

The snapshot also provide a key to signal which indicators are subject to significant or limited State influence. http://vaperforms.virginia.gov/Scorecard/ScorecardatGlance.php

Other information:	http://www.nascio.org/awards/nominations/2009/2009VA3-NASCIO%202009%20VA%20DIKM%20VA%20Performs.pdf

The Social Report, New Zealand Ministry of Social Development

Performance reporting exercise:	The Social Report, New Zealand Ministry of Social Development (http://www.socialreport.msd.govt.nz/introduction/index.html)
Origins & high level overview:	The Social Report provides information on the health and well-being of New Zealand society. Indicators are used to measure levels of wellbeing, to monitor trends over time, and to make comparisons with other countries. A web site provides data for social report indicators by regional council and territorial authority areas. The Social Report covers nine 'domains' — these domains do not directly reflect specific service areas (although there is sometimes a broad connection). A limited number of high level indicators are presented for each domain, but there is no attempt to comprehensively address the full range of objectives of any specific government service (Ministry of Social Development 2008). The domains covered by the Social Report are: • Health • Knowledge and skills • Paid work • Economic standard of living • Civil and political rights • Cultural identity • Leisure and recreation • Physical environment • Safety • Social connectedness
Description of process:	*Context for analysing results* The Social Report enables comparison across regional council and territorial authority areas in NZ. *Frequency* The Social Report is an annual publication. *Data sources* The Social Report references quantitative census data, survey data, government administrative data, and OECD data. *Data assurance* Data notes and technical information provides detailed descriptions of data related issues much like a data quality statement.
Description of presentation:	*Access* The Social Report and related data are available to download online, as are detailed technical information pages on specific measures. *Updates* The Social Report is published annually. *Data tools* Data are not able to be manipulated online, but are available for download in table format.

Appendix C: Australian case studies

The vignettes of performance reporting exercises are based on publically available information as reviewed by the IRG. With the exception of the information contained in the SA whole-of-government vignette, and some information contained in the Community Indicators Victoria vignette, these summaries have not been provided back to the owner/host of the exercise for verification. The IRG has instead reviewed these exercises from the perspective of an end-user (much like a citizen or constituent would).

Whole-of-government case studies

New South Wales

Performance reporting exercise:	NSW State Plan 2010 (http://www.nsw.gov.au/stateplan)
Origins & high level overview:	The NSW State Plan 2010 sets targets for government service improvements. The State Plan 2010 updates the earlier 2006 Plan, retaining many of the same targets but introducing new priorities in the areas of environment, economic stimulus, and homelessness. The State Plan 2010 contains 7 priority areas, each of which are supported by multiple performance measures: • Better transport and liveable cities • Supporting business and jobs • Clever state • Healthy communities • Green state • Stronger communities • Keeping people safe. Performance against the 2006 State Plan was reported in 2008 and again in 2010. Data were presented in a full report, as well as in summary form (i.e., a fact sheets for each priority area). The performance reporting exercise appears to be a voluntary exercise initiated by government, but not mandated by legislation.
Description of process:	*Context for analysing results* The NSW State Plan is a target setting/benchmarking exercise measuring how well NSW performs against performance measures.

	Frequency Performance against the 2006 State Plan was reported in 2008 and 2010. *Data sources* The 2008 and 2010 State Plan Annual Report sources quantitative data from the ABS, NSW government, Bureau of Crime Statistics and Research, and the RoGS. *Data assurance* The 2008 Annual Report for the 2006 State Plan notes that, where indicated, the NSW Auditor-General has verified the accuracy of State Plan performance data for the specific year/s or quarter/s.
Description of presentation:	*Access* All performance reports, fact sheets, and the Plan itself, are available on the State Plan specific website. The website also includes a 'dashboard' performance summary which is a very concise, colour coded overview of the government's performance. The 2010 State Plan notes that in 2010 NSW will enhance public reporting by launching a new State Plan interactive website. *Updates* Performance against the 2006 State Plan was reported in 2008 and 2010. *Data tools* The current State Plan website does not enable data manipulation. Data are presented in the text of performance reports. However, the updated 2010 State Plan foreshadows the launch of an interactive State Plan website.

Victoria

Performance reporting exercise:	Growing Victoria Together (www.growingvictoria.vic.gov.au)
Origins & high level overview:	Growing Victoria Together (GVT) is a ten-year plan for enhancing Victoria's prosperity. GVT was developed by the Victorian Department of Premier and Cabinet on the basis of consultation with many groups in the community. The first GVT booklet was published in November 2001. It set out issues of importance to Victorians and measures used to assess progress. In 2004, the Department of Premier and Cabinet led consultations with Ministers and departments to update the GVT framework. The updated GVT was released in March 2005. The GVT has five main objectives for Victoria: • A thriving economy • Quality health and education • A healthy environment • Caring communities • A vibrant democracy There are multiple indicators for each objective. The performance reporting exercise appears to be a voluntary exercise initiated by government, but not mandated by legislation.
Description of process:	*Context for analysing results* GVT is a target setting and monitoring exercise – GVT indicators measure how well Victoria performs against agreed targets. Some targets specify that Victoria should position itself above the national average, giving GVT a comparative flavour. *Frequency* Progress reports are released annually, the first of which was compiled for the 2002-03 financial year.

	Data sources GVT draws on a range of data sources: ABS data, RoGS data, AIHW data, government administrative and survey data.
	Data assurance There does not appear to be a data quality/assurance process embedded in the GVT framework.
Description of presentation:	*Access* The GVT framework is available on the GVT website of the Department of Premier and Cabinet. Annual progress reports are also available via this website. Raw data are not available for further user analysis, but the progress report notes data can be made available on request.
	Updates Progress reports are updated annually.
	Data tools Raw data are not available via the website. Progress reports are published in word and pdf and contain graphs and textual summaries for each indicator.

Queensland

Performance reporting exercise:	Toward Q2: Tomorrow's Queensland (http://www.towardq2.qld.gov.au/tomorrow/progress/index.aspx)
Origins & high level overview:	Toward Q2: Tomorrow's Queensland outlines the Qld government's objectives for 2020. Q2 contains five overarching goals and 10 long-term, measurable targets. The five goals of Q2 are: • Strong – Creating a diverse economy powered by bright ideas • Green – Protecting our lifestyle and environment • Smart – Delivering world class education and training • Healthy – Making Queensland Australia's healthiest people, and • Fair – Supporting safe and caring communities Performance information for each of the 10 targets will be reported on annually. The first annual progress report was released in 2009 (covering the 2008-09 financial year). The performance reporting exercise appears to be a voluntary exercise initiated by government, but not mandated by legislation.
Description of process:	*Context for analysing results* Q2 is a target setting and monitoring exercise – Q2 indicators measure how well Qld is tracking against agreed targets for 2020. Some targets specify that Qld should perform above the national average, which gives Q2 a comparative flavour.
	Frequency It is intended that annual progress reports will be publically released, the first of which was made available in 2009. Updates specific to each target are also available on the website
	Data sources The 10 Q2 targets are reported against using quantitative data.
	Data assurance There is no information provided on the Q2 website or in the annual report which suggests there is a data assurance process.

Description of presentation:	*Access* The annual progress report and indicator-specific updates are publically available on the Q2 website. The website also provides links from one indicator to other related indicators and makes reference to research documents and other materials of relevance to a particular indicator or content area. *Updates* Annual progress reports are released yearly. Indicator specific updates appear to be updated more regularly (e.g., updating links to other relevant sources). *Data tools* There are no tools for users to manipulate data. Raw data are not provided. Figures are provided in the progress report and in the indicator specific updates.

South Australia

Performance reporting exercise:	South Australia Strategic Plan (http://www.saplan.org.au/)
Origins & high level overview:	The South Australian Strategic Plan ("the Plan") was launched in March 2004. The Plan was updated in 2006 following the public release of the first report on South Australia's progress against the Plan's targets. Public consultation was undertaken on changes that might be made to the Plan from 2006 onwards. The update Plan was launched in January 2007. The Plan is a community indicators project, which includes aims and objectives that reinforce the roles of business/industry, the community and government in ensuring the prosperity of South Australians over the period 2004-2014. The Plan has six objectives: (1) Growing Prosperity; (2) Improving Wellbeing; (3) Attaining Sustainability; (4) Fostering Creativity and Innovation; (5) Building Communities; and (6) Expanding Opportunity. Each objective has a range of sub-topics under which targets are set. The performance reporting exercise appears to be a voluntary exercise initiated by government, but not mandated by legislation.
Description of process:	*Context for analysing results* The Plan is a target setting exercise, measuring how well South Australia performs against agreed targets. However, some targets specify that South Australia should position itself above the national average, giving the Plan a comparative flavour. The 98 targets in the Plan are framed using the SMART criteria (Specific, Measurable, Achievable, Realistic and Time-bound). Any new targets must fit these criteria. The Plan states that it will have a maximum of 100 targets. Therefore, new targets that are developed over time will generally displace existing targets. *Frequency* South Australia's progress against the Plan's targets is reported on publicly every two years by an independent Audit Committee. The first report was released in 2006 and the second in 2008. *Data sources* South Australia's progress against the Plan's targets is reported on using a range of data sources, including: ABS statistics, government administrative data and environmental research.

Description of presentation:	*Data assurance* SA's Strategic Plan Audit Committee provides technical advice on data issues. *Access* Materials are available publicly on a Plan-specific website of the SA Government. In addition, target-specific fact sheets are produced. Data are presented in graphs in pdf and word documents. There is no capacity for data manipulation. *Updates* Performance data are updated with each release of the report on the Plan. *Data tools* There is no capacity for data manipulation on the Plan website. Data are presented in figures in word or pdf format. No raw data are provided.

Tasmania

Performance reporting exercise:	Tasmania Together (http://www.tasmaniatogether.tas.gov.au/home)
Origins & high level overview:	Tasmania Together was launched in 1999 after an extensive grassroots consultation program to identify priorities for Tasmania over the next 20 years. The consultation process culminated in the identification of ten 'community goals' and many performance indicators for measuring progress. Reporting is mandated by legislation (Tasmania Together Progress Board Act 2001) and monitored by a Board made up of community and government representatives. Tasmania Together is modelled on Oregon Shines, a community performance indicator exercise commenced in the 1990's. The Tasmania Together framework was revised following further community consultation in 2000 and 2005. The framework now includes 12 community goals and 151 benchmarks. The 12 goals are: • A reasonable lifestyle and standard of living for all Tasmanians. • Confident, friendly and safe communities. • High quality education and training for lifelong learning and a skilled workforce. • Active, healthy Tasmanians with access to quality and affordable health care services. • Vibrant, inclusive and growing communities where people feel valued and connected. • Dynamic, creative and internationally recognised arts community and culture. • Acknowledgement of the right of Aboriginal people to own and preserve their culture, and share with non-Aboriginal people the richness and value of that culture. • Open and accountable government that listens and plans for a shared future. • Increased work opportunities for all Tasmanians. • Thriving and innovative industries driven by a high level of business confidence. • Built and natural heritage that is valued and protected. • Sustainable management of our natural resources.
Description of process:	*Context for analysing results* Tasmania Together is a target setting / benchmarking exercise, measuring Tasmania's progress in reaching agreed benchmarks by 2020. *Frequency* Progress reports are published every two years. However, benchmark reports are updated online as new data are released.

	Data sources Tasmania Together sources quantitative data from the ABS, the RoGS, the AIHW, non-government surveys, and government administrative datasets. *Data assurance* There does not appear to be a data quality assurance mechanism built into Tasmania Together. However, there are processes for developing and reviewing agreed benchmarks, and several criteria for the inclusion of benchmarks concern the availability of comparable, robust data.
Description of presentation:	*Access* Progress reports and detailed benchmark-specific reports are available on the Tasmania Together website. *Updates* Progress reports are released every two years and benchmark progress information is updated as new data are released and provided on the website. *Data tools* Detailed benchmark reports are provided for each benchmark which plot available data and provide tables. However, the website does not have a data manipulation function as such.

Australian Capital Territory

Performance reporting exercise:	The Canberra Plan (www.canberraplan.act.gov.au/theplan.html)
Origins & high level overview:	The ACT government launched the Canberra Plan: Towards Our Second Century in 2004. The Plan was updated in 2008, particularly in relation to environmental issues, skills shortages and housing affordability. The Plan identifies key directions for the ACT. In June 2009, a progress report on the implementation of The Canberra Plan was presented in the Legislative Assembly by the Chief Minister. The Plan has 7 overarching goals: • Quality health care • A fair and safe community • Excellent education, quality teaching and skills development • A strong dynamic economy • A vibrant city and great neighbourhoods • A sustainable future • High quality services Each goal is underpinned by government objectives.
Description of process:	*Context for analysing results* The Plan is a performance monitoring exercise, however, the Plan's objectives do not set specific quantitative targets. The progress report provides global information assessing ACT's performance. *Frequency* The Canberra Plan was released in 2004. The updated 2008 Canberra Plan reported progress against the objectives in the Plan. It appears that from 2008 onwards, a progress report will be released annually – the first annual progress report was released in 2009. *Data sources* The Plan's implementation report draws on ABS data, NATSEM data, and government administrative data financial data to outline the ACT government's performance against identified objectives.

Description of presentation:	*Data assurance* There is no data assurance process. *Access* The Canberra Plan and the annual progress reports are available on the Plan-specific website. Data are presented in the text of these reports. *Updates* It appears that annual progress reports will provide updated data for each government objective. *Data tools* There are no online data tools. Data are presented in the text of the annual progress report.
Other information:	The ACT government recently engaged The Allen Consulting Group to provide advice for developing a new performance and accountability framework in the ACT. A report was provided to the ACT government in 2009. The report is available on the ACT government's website: http://www.cmd.act.gov.au/__data/assets/pdf_file/0004/119731/Performance_and_Accountability_in_the_ACT.pdf The key elements of the new performance reporting framework as proposed by Allen Consulting are: • new arrangements that precipitate a gradual evolution towards a strategic approach for the ACT • a review and evaluation process built around more meaningful and timely performance information on strategic objectives • a coordinated approach by the Chief Minister's Department and ACT Treasury to driving enhanced performance and accountability within the ACT. This approach would also include a program of regular performance evaluation to ensure the principles of the framework are being maintained • a hierarchical outputs framework for agency reporting • whole-of-government reporting that provides decision makers and the community with more timely and simplified performance information. Over time it is anticipated that such information would be available online to facilitate continuous reporting • whole-of-government reporting that more clearly highlights the contribution of shared activities to government priorities • a more clearly articulated set of performance requirements for agencies, chief executives, and agency level staff. Ideally these requirements would clearly reflect the priorities of the Canberra Plan and its related sub-plans an d the key political priorities of the day • the alignment of existing data collection systems that feed data into a live performance reporting for the whole-of-government, and meet the reporting requirements of COAG.

Northern Territory

Performance reporting exercise:	Territory 2030 (http://www.territory2030.nt.gov.au/)
Origins & high level overview:	Territory 2030 is the Northern Territory's 20-year strategic plan. It was developed by an independent Steering Committee, in consultation with the NT community, and was launched in December 2009. Territory 2030 sets priorities for the NT government over the next two decades.

	Territory 2030 contains 128 targets linked to six key priorities: • Education • Society • Economic sustainability • Health and wellbeing • Environment, and • Knowledge, creativity and innovation.
Description of process:	*Context for analysing results* Territory 2030 is a target setting / benchmarking exercise, measuring the NT's progress in reaching agreed benchmarks by 2030. *Frequency* A scorecard recording progress against each Territory 2030 target will be published every two years. The first Scorecard is due in 2012. To support reporting for Territory 2030, a NT Household Survey will be undertaken every two years to inform data gaps that exist for some targets. An Independent Review of the Territory 2030 Strategic Plan will be undertaken every five years. The first review is due in 2015. *Data sources* Territory 2030 has yet to report on its first score card. However, preliminary data are available for some indicators on the website. These data are sourced from the ABS, government administrative records, the AIHW and private energy and water consumption data sources. *Data assurance* At this stage, there does not appear to be a data assurance mechanism.
Description of presentation:	*Access* Territory 2030 reports, and data specific snapshots, are publically available on the Territory 2030 website. *Updates* It is unclear the frequency with which data will be updated on the Territory 2030 website in between the formal scorecards (which will be published every 2 years). *Data tools* The data are presented in graphs on the website. Raw data are not available and there is no capacity to manipulate data online.

Other Australian case studies

Community Indicators Victoria

Performance reporting exercise:	Community Indicators Victoria (http://www.communityindicators.net.au/)
Origins & high level overview:	The Victorian Community Indicators framework is based on research commissioned by VicHealth from January 2005-July 2006. The goal of this project was to establish a state-wide system of local community wellbeing indicators. The objectives of Community Indicators Victoria are to: • provide a sustainable mechanism for the collation, analysis and distribution of local community wellbeing indicator trend data across Victoria; • be a resource centre supporting the development and use of local community wellbeing indicators by local governments and their communities; and

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- contribute to national and international policy research on the development and use of local community wellbeing indicators as a basis for improving community engagement, community planning and policy making.

The Community Indicators framework comprises five key domains:

- Healthy, safe and inclusive communities;
- Dynamic, resilient and fair economies;
- Sustainable built and natural environments;
- Culturally rich and vibrant communities; and
- Democratic and active citizenship.

These domains are populated by a range of sub-topics, which are reported on via state-wide performance indicators.

Community Indicators Victoria is a collaborative project, funded by VicHealth and hosted by the McCaughey Centre, School of Population Health, at the University of Melbourne. The McCaughey Centre works in partnership with a wide range of government, community, and academic organisations.
</td></tr>
<tr><td>Description of process:</td><td>

Context for analysing results
CIV provides state-wide measurement on a range of performance indicators related to health, economic, environmental, cultural and democratic domains. CIV enables comparisons to be made across local government areas and against state averages.

Frequency
The interactive CIV website enables uses to generate reports etc. whenever desired using the most up-to-date data on the site. Users can opt to 'share' reports they have created and these are then upload onto the CIV website for other users to browse.

Data sources
The Victorian Community Indicators framework draws on a range of data sources, including: ABS data, AIHW data, survey data derived from the Victorian Population Health Survey, the Victorian Community Survey and others; the Australian Early Development Index; and government administrative data.

Data assurance
A central coordinating body based at the University of Melbourne compiles, analyses and disseminates CIV data. This process was agreed to enhance the quality of data. CIV recognises data quality as central to the integrity of the indicator framework. While indicators were not strictly selected on the basis of data availability, the accessibility of good quality data was a factor in short-listing measures for inclusion in the framework.
</td></tr>
<tr><td>Description of presentation:</td><td>

Access
The CIV website is highly interactive and freely accessible to the public. Users can manipulate data on the website to produce local government area profiles, creative wellbeing reports for areas of interest according to their own selection of indicators, and create data maps.

Updates
Data are updated on the CIV website when new data become available (e.g., new ABS surveys etc.).

Data tools
The CIV website is based on the Drupal content management system, which enables relatively sophisticated data analysis in a very simple fashion.
</td></tr>
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Australian Bureau of Statistics: Measures of Australia's Progress

Performance reporting exercise:	Measures of Australia's Progress (http://www.abs.gov.au/)
Origins & high level overview:	The ABS first released Measures of Australia's Progress (MAP) (originally termed Measuring Australia's Progress) in 2002. MAP analyses indicators of national wellbeing using a framework which comprises four over-arching domains: • Individuals • Economy and economic resources • Environment, and • Living Together. Each of these domains is underpinned by headline and supplementary dimensions. For example, "Individuals" comprises the following headline dimensions: Health, Education and training, and Work. "Individuals" also comprises the supplementary dimension Culture and leisure. In revising and updating MAP for the 2006 report, the ABS noted measurement gaps in the areas of social attachment, civil and democratic participation, human rights, cultural activities and biodiversity. These areas are earmarked for future development.
Description of process:	*Context for analysing results* MAP is a report on national progress over time (i.e., trend analysis). It compares and contrasts the circumstances of different groups in the population. The ABS also examines international standards and includes some international comparisons but does not benchmark Australia's performance on an international stage. Further, while many aspects of progress included in MAP would potentially be appropriate for assessing policy, the ABS notes that while MAP is meant to inform public discussion of national progress, it is not a scorecard for government policy. *Frequency* The ABS publishes a summary of headline indicators on its website annually. Full reports are published every two years. *Data sources* MAP references quantitative data from ABS collections, the AIHW, the OECD, and Australian Government data. *Data assurance* The ABS data quality statement processes apply to the referenced collections.
Description of presentation:	*Access* The data and reports are published online, as are feature articles and other explanatory texts. *Updates* Data are updated each year, and the full report is published every two years. *Data tools* Users can view data in multiple ways online. It is possible to download summaries specific to individual indicators, regional level data, or the full report. Data are available online in excel format.

Overcoming Indigenous Disadvantage

Performance reporting exercise:	Overcoming Indigenous Disadvantage (http://www.pc.gov.au/gsp/reports/indigenous)
Origins & high level overview:	The OID was commissioned by the Council of Australian Governments (COAG) with a view to produce a regular report against key indicators of Indigenous disadvantage. The purpose of the report is to inform Australian governments about whether policy programs and interventions are achieving positive outcomes for Indigenous people. The report and the indicator framework on which it is based is a result of in depth consultations with Indigenous organisations, governments and researchers. The OID framework prioritises 3 outcome areas: • Safe, healthy and supportive family environments with strong communities and cultural identity • Positive child development and prevention of violence, crime and self-harm • Improved wealth creation and economic sustainability for individuals, families and communities The framework also includes 6 key targets and 6 headline indicators, which are high level measures of the social and economic outcomes that must improve in order to close the gap between Indigenous and non-Indigenous Australians. Beneath the priority outcomes, and key targets and headline indicators sit seven strategic areas for action which comprise multiple indicators of social, environmental and economic outcomes for Indigenous Australians.
Description of process:	*Context for analysing results* The OID enables comparison of results for indicators identified in the reporting framework across jurisdictions (where data are available). *Frequency* The OID is published every two years. *Data sources* Data are compiled from a range of sources including the ABS, AIHW, DoHA and Australian state and territory governments. *Data assurance* It is noted in the report that data quality is not robust. Efforts to improve data quality are ongoing.
Description of presentation:	*Access* The OID is available online and in hard copy. *Updates* The frequency with which data are updated depends on the source of the data. All efforts are made to publish the most up to date data. *Data tools* Data are available online in excel.

Appendix D: Performance indicator frameworks

Purpose of frameworks for indicators

Performance frameworks help to provide information in a structured and conceptually coherent manner. Performance frameworks are typically underpinned by high-level criteria about the selection of indicators and measures and comprise a balanced selection of indicators spanning the various dimensions of service delivery. Performance indicators are enumerated by data that informs communities about how governments are progressing towards stated objectives. The form and content of performance indicator frameworks and performance indicators should focus on the information needs of communities, while providing sufficient evidence to satisfy public accountability requirements that public funds are achieving desired outcomes or satisfactorily progressing towards the achievement of desired outcomes.

Examples

- *RoGS*
- *MAF (Canada)*
- *Audit Scotland*
- *VAGO BPG (for councils)*
- *NZ mental health framework*
- *UK FABRIC*
- *SMART (General)*
- *SEA GASB (US)*

Detailed information about these examples is available upon request.

Purpose of frameworks for data quality assessment

The main purpose of a framework for data quality assessment is to provide a flexible structure for the qualitative assessment of performance information used to report against indicators. Data quality assessments support indicator frameworks by providing structured information (metadata) about the data (measures) being reported for indicators within the framework.

Examples

- *OECD*
- *ABS DQF*
- *IGA (COAG)*
- *UIS DQAF*

Detailed information about these examples is available upon request.

Key themes for performance indicator frameworks

(Note that key themes for data quality are not summarised as the PIF review focuses on the suite of performance indicators, not data quality.)

Alignment between objectives and outcomes: frameworks emphasise the importance of first articulating government objectives. Without a clear statement of government objectives, links to outcomes cannot be made clearly. In addition, unless the objectives are clearly linked through the service chain (from input through to outputs, intermediate outcomes and final outcomes) there are difficulties in developing and reporting cost efficiency data. Also an issue for cost efficiency data is gaining an understanding of how an interface of services, or how shared service provision models (by percentage resource consumption) contribute to the outcome achieved.

Focus on outcomes: clearly defined strategic outcomes are necessary to provide the basis for establishing horizontal linkages (RoGS comparative reporting) across states and territories for services with common strategic goals or outcomes.

A logical model for showing linkages between inputs and outputs: while the literature clearly showed that the focus of reporting need to be on outcomes, reporting of inputs as they link to outputs and outcomes is nevertheless important to understand how resources are contributing to outcomes. Without this information decisions about how best to apply resources cannot be made.

Results logic hierarchy: to show the linkages between final outcomes/results and intermediate outcomes/results with objectives. This is similar to 'program activity architecture' (see Canada MAF reference) which is a logic model that explains how inputs used by a department contribute to outputs, and a hierarchy of intermediate outcomes to the final desired strategic outcomes.

The three e's: reporting dimensions of efficiency and effectiveness and either economy or equity

A concise reporting format: indicators should be few in number and reflect the most relevant information about progress in achieving objectives (IGA 2010).

Issues: the IGA (2010) identified the following issues with performance indicators which are not uncommon across other reporting exercises:

– *a general lack of consistency in performance indicators across agreements*

– *poorly defined conceptual basis for performance indicators*

– *poorly defined performance indicators, which lead to difficulties in being able to construct performance indictors*

– *a range of issues with measures for performance indicators, including no data, incomplete data or infrequent data being available*

– *no cost effectiveness indicators due to lack of understanding of linkages and transformation between inputs and outcomes.*

Appendix E: Bibliography

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