

# Performance Management Framework

## Better Practice Guide

Publication date – August 2023

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# Preface

## Purpose

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This guide aims to provide agencies with information to assist in planning, measuring and monitoring performance and preparing public reports to support implementation of the [Queensland Government Performance Management Framework Policy](#) (PMF).

## Scope and application

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This guide applies to all Queensland Government departments and statutory bodies.

For the sections relating to the *Service Delivery Statements* (SDS), this guide is relevant to all Queensland Government departments, and where considered material by Queensland Treasury (QT) for SDS reporting (generally Tridata entities), statutory bodies and other entities such as Commercialised Business Units and Shared Service Providers.

As a rule, if the agency prepared an SDS for the previous year's Budget, it should prepare an SDS for the current State Budget. Contact your Treasury Analyst or the [Tridata help desk](#) if you have any questions in relation to whether your agency is in scope for reporting in the SDS.

In most cases, the term 'agency' is used in this guide to refer to departments and statutory bodies. When necessary, an indication is made if specific sections apply to departments only or statutory bodies only.

This guide will be periodically reviewed and updated by the Department of the Premier and Cabinet (DPC) Performance Unit, in consultation with relevant stakeholders, to ensure the information contained is accurate and relevant.

## Mandatory policy documents

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The guidance is intended to be read in conjunction with the mandatory requirements specific to each of the three key elements of the PMF as outlined in the policy documents:

- [Queensland Government Performance Management Framework Policy](#)
- [Agency Planning Requirements](#)
- [Service Delivery Statements: Performance Statement Requirements](#)
- [Annual report requirements for Queensland Government agencies](#)

In addition to the mandatory policy documents, there are several reference guides which provide further information or background on the PMF:

- [PMF 'Big Picture' overview of performance management in the Queensland Government](#)
- [PMF Reference Guide: Measuring Customer Experience](#)
- [PMF Glossary of Terms](#)

## Legal requirements for performance management

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The *Financial and Performance Management Standard 2019* (FPMS) (section 9) states:

*“Each accountable officer and statutory body must, in managing the performance of the officer’s department or the statutory body comply with the document called Queensland Government Performance Management Framework Policy prepared by the Department of the Premier and Cabinet”*

The FPMS (section 10) describes the need for accountable officers to:

- have systems in place (a [performance management system](#)) to determine whether objectives in its strategic plan are being achieved ‘efficiently, effectively and economically’, essentially demonstrating a ‘value for money’ outcome, and if an agency is delivering ‘the services stated in its operational plans to the standard stated in the plan’
- use its systems to evaluate the achievement of the agency’s objectives, including an assessment of:
  - the appropriateness of the objectives, and the services the agency delivers to achieve its objectives
  - whether the performance information the agency collects is suitable to assess the extent to which the objectives have been achieved
  - the options to improve the efficiency, effectiveness, and economy of the operations of the agency
- report about performance to the accountable officer or statutory body at least once every three months, and the appropriate Minister at least annually or when the Minister asks for the information.

## Terminology

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Definitions of common terms used in this guidance are published in the [PMF Reference Guide – Glossary of Terms](#).

# Application of the PMF

## Parliament

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*The Queensland Parliament has, as two of its many overlapping responsibilities, the passage of legislation which forms the basis for Government activity, and the financial responsibility of overseeing and granting the Government's requested yearly appropriations of revenue and expenditure necessary to fund that activity.*

The Parliament requires a clear line of sight as the owner of the system of public accounts and its role in representing the public interest and scrutiny of the executive arm of government.

In relation to the PMF, members scrutinise:

- the actions of the Government's work during debates in the parliamentary chamber
- the Government's annual financial requirements (appropriations and expenditure estimates) and the expenditure of the Government
- Ministers during Question Time on their Ministerial performance (and the performance of their relevant portfolio agencies) on occasion.

Parliamentary Committees are tasked with making sure government administration is accountable to the Parliament and the people – investigating specific issues and reporting back to the Parliament. Some committees also have continuing roles to monitor and review public sector organisations or keep areas of the law or activity under review.

Further information on Parliamentary Committees, including areas of responsibility, activities and inquiries, forward submissions on committee inquiries, and the review reports of current and past committees can be found on [Parliament's website](#).

## Cabinet (including its Committees) and Ministers

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*Cabinet, being the hub of Executive Government and the Queensland Government's central decision-making body, sets priorities for governing Queensland – including exercising its decision-making authority for whole-of-Government direction, policy and associated resourcing.*

The whole-of-government direction is informed by the Government's objectives for the community established by the Premier, together with commitments the Government has made during its election campaign and its term of government, and agreements made with other governments. Commitments and agreements generally become whole-of-Government policies and/or are translated into whole-of-Government strategies.

A *Charter of Fiscal Responsibility*, established by the Treasurer, gives details of the Government's fiscal objectives and the fiscal principles that support those objectives. This, and the Government's ongoing fiscal position also informs the whole-of-government direction.

Cabinet Ministers implement government policy and carry out tasks of government administration through their portfolio. This includes any legislation the Minister is responsible for and the departments and statutory bodies reporting to them.

## Chief Executive Officer (CEO) Leadership Board

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*The CEO Leadership Board, chaired by the Director-General of the Department of the Premier and Cabinet (DPC), comprises all Chief Executives of government departments and the Commission Chief Executive of the Public Sector Commission (PSC).*

The CEO Leadership Board provides a forum for discussion of performance issues and strategic risks and opportunities for departments.

## Departments and statutory bodies (agencies)

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*The Queensland Government provides its services and functions through a variety of entity types. Entities that fall under the performance, planning and reporting provisions of the Financial Accountability Act 2009 (FAA) are departments, public service offices, and statutory bodies.*

The desired outcome of government agencies is to collectively deliver the whole-of-government direction. Agencies have statutory responsibilities for managing their performance under the FAA, *Financial and Performance Management Standard 2019 (FPMS)*, and the *Public Sector Ethics Act 2008* as identified in the PMF Policy.

## Central agencies

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*In addition to statutory responsibilities applicable to all agencies, DPC, Queensland Treasury (Treasury), and PSC each play a key role in managing public sector performance.*

DPC and Treasury each have a role in administering provisions of the FAA and its subordinate legislation, the FPMS, with DPC being responsible for provisions related to planning, performance, and the non-financial aspects of annual reporting.

DPC's primary role is to support and advise the Premier and Cabinet so that the Government's policies can be met. This includes having responsibility for the design and oversight of the operation of the PMF. Key activities in this regard include:

- driving achievements as outlined in the statement of the Government's objectives for the community
- supporting the Premier and Cabinet to drive delivery of government priorities and strategies
- analysing performance information across the Queensland public service to improve alignment with the Government's objectives for the community
- monitoring delivery of public commitments, Cabinet and Cabinet Committee decisions, and government responses to independent reviews
- advising government on the performance of agencies
- providing advice to agencies to improve performance management, including on the value and application of performance management.

Treasury is the lead agency for financial management services and economic advice to the Government and manages the State's fiscal position.



Treasury publishes policies and standards relating to agency financial management documentation (such as annual financial statements). Treasury is also the custodian of the *Queensland Government Financial Accountability Framework* (FAF) including the processes and legislative requirements with respect to the annual State Budget and financial reporting by the whole-of-government and individual departments and statutory bodies.

DPC and Treasury also monitor outcomes of performance benchmarks in intergovernmental agreements.

The PSC is responsible for driving workforce strategy for the Queensland Government with activities undertaken to support ongoing improvement of the PMF including:

- providing informed advice and support to agencies in achieving an efficient, effective, and high performing public service
- enhancing and promoting ethical culture through its lead agency role under the *Public Sector Ethics Act 1994* (PSEA) – establishing four ethics principles that are declared to be fundamental to good public administration
- promoting a culture of continual improvement in organisational and individual performance
- supporting the Chief Executive Service (CES) and the Senior Executive Service (SES) in the ongoing development and performance of this critical leadership cohort for the public service, including capability development of senior officers to progress into the SES
- authorising reviews of activities or functions of public service offices and conducting reviews to improve the overall effectiveness and efficiency of government entities.

## Individuals

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It is important for individuals to be able to see, as directly as possible, how their work contributes to improving outcomes for customers, stakeholders, and the community. Performance measures are designed to influence an individual's behaviour and, once aware of the basis on which they will be assessed, they are more likely to perform. Various mechanisms exist for planning, monitoring, and assessing the performance of individuals at the executive government level, for Chief and Senior Executives of agencies, and for public service officers.

## Independent bodies

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Independent scrutiny and reporting of government performance provides assurance to customers, stakeholders, and the community that the Government is ensuring value for money in its expense management and creating value for customers, stakeholders and the community.

There are several State bodies established by legislation that provide independent views and/or assurance of the Government's performance. Refer to the [Agency Planning Requirements](#) for further detail on independent offices.

Federally, the Review of Government Services Provision Steering Committee, established by the Productivity Commission, looks at the equity, effectiveness and efficiency of government services in Australia on an annual basis in the *Report on Government Services* (RoGS).

# Introduction

Why performance management matters:

*'Performance management is considered to be the system, which integrates organisational strategic management, performance information, evaluation, performance monitoring, assessment and performance reporting'<sup>1</sup>.*

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<sup>1</sup> OECD, Working Definitions, 2002.

## Background – Queensland Government Performance Management Framework

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‘Providing the right amount of easy-to-understand performance information, on the right issues, promotes informed decision-making’<sup>2</sup>.

The Queensland Government Performance Management Framework (PMF) is designed to improve the analysis and application of performance information to support accountability, inform policy development and implementation and create value for customers, stakeholders, and the community.

The PMF enables a clear line of sight between planning, measuring and monitoring performance, and public reporting (Figure 1).

Customers, stakeholders, and the community expect that the public sector will deliver services that are of value to them, and that the services are delivered in a manner that upholds public sector ethics principles. Generating value will influence trust and confidence in public services.

Governments use a mix of methods to deliver services<sup>3</sup> to the community including:

- delivering or providing the services directly (a ‘delivery/provider’ role)
- funding external providers through grants or the purchase of services (a ‘purchaser’ role)
- subsidising users (through vouchers or cash payments) to purchase services from external providers
- imposing community service obligations on public and private providers
- providing incentives to users and/or providers, such as reducing tax obligations in particular circumstances (known as ‘tax expenditures’).

Through measuring and monitoring performance, agencies gain a better understanding of the key drivers of whole-of-Government direction, how the key drivers translate into the Government’s objectives for the community, priorities, and strategies and, in turn, how this affects the purpose, vision and objectives of each agency.

This clear line of sight enables agencies to identify which services need to be delivered to meet the needs of its customers, stakeholders, and the community.

How the actual delivery of these services creates value for its customers, stakeholders and the community should be measured, and this information should be used to improve policy development and implementation, and future service delivery.

As public sector agencies spend taxpayers’ money to deliver services, it is important that they are held accountable for performance, as required by the PSEA.

The PMF, through the FAA and subordinate legislation, addresses this by requiring agencies to publicly report results – through the annual report and the SDS.

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<sup>2</sup> Public Service Commission, *A guide for performance practitioners: Organisational performance management – bringing the business together*, 2009, pg. 10.

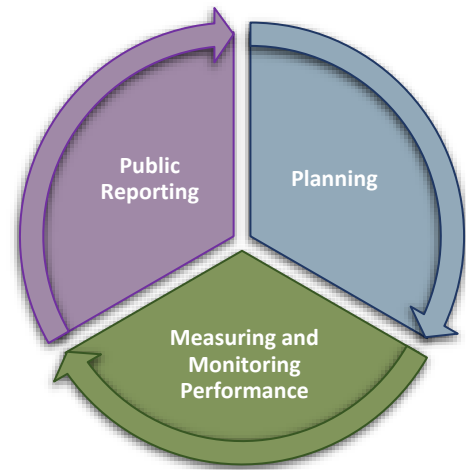
<sup>3</sup> Australian Productivity Commission, *Report on Government Services*.

The PMF framework focuses on three key aspects of public sector performance:

**Planning** – at the whole-of-government, ministerial portfolio, agency and individual levels is integral to determining what outcomes are to be achieved for customers, stakeholders and the community.

**Measuring and Monitoring Performance** – achieved across the whole-of-Government, ministerial portfolio, agency and individual levels.

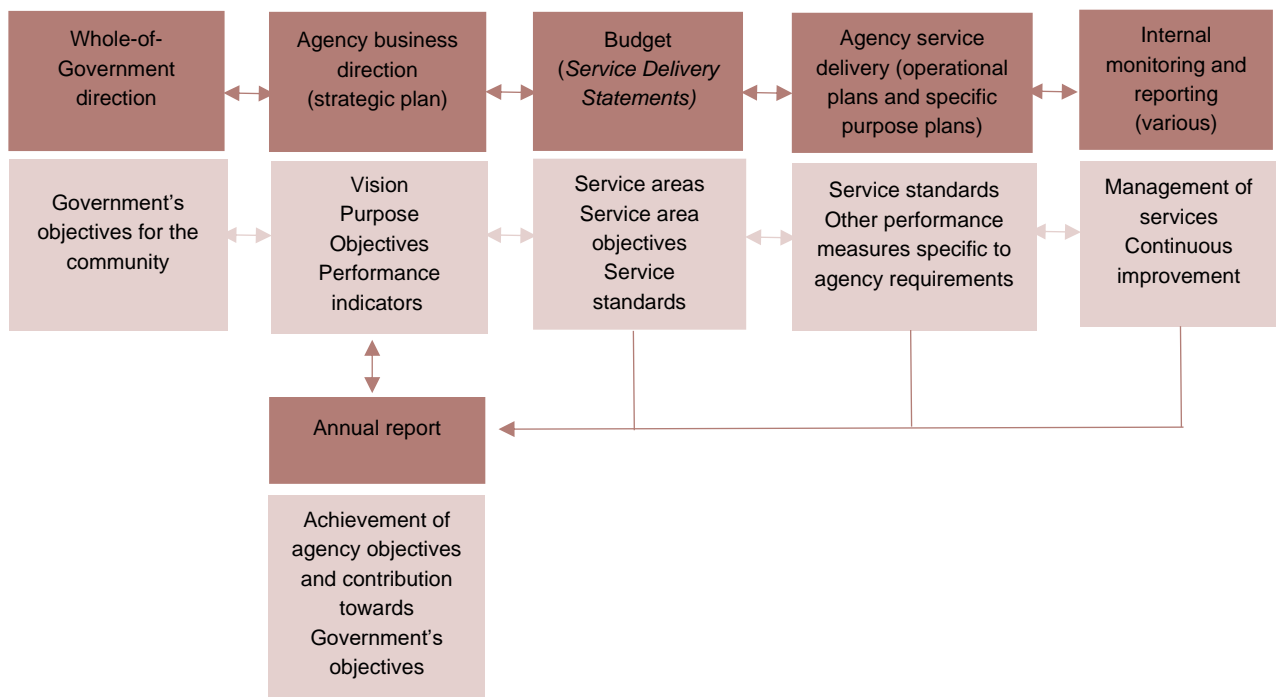
**Public Reporting** – of the performance of the Queensland Government, in a fair and balanced way, to facilitate accountability.



The key elements of the PMF are supported by:

- Risk Management – risk management is an integral part of planning and measuring and monitoring performance.
- Evaluation – in addition to measuring and monitoring performance, agencies should have processes for the continuing analysis and formal evaluation of policies and related services (including performance measures) to enable continuous improvement in service delivery.

**Figure 1. Key PMF documents and the related elements that form the ‘clear line of sight’.**





### *Suggested references*



[Queensland Government Performance Management Framework policy](#)

Department of the Premier and Cabinet



[A 'Big Picture' View of Performance Management in the Queensland Government](#)

Department of the Premier and Cabinet



[Agency Planning Requirements](#)

Department of the Premier and Cabinet



[Annual Report Requirements for Queensland Government Agencies](#)

Department of the Premier and Cabinet



## **Frameworks and systems**

To comply with the PMF, agencies must ensure that appropriate frameworks and systems are in place to effectively manage and monitor progress on and achievement of whole-of-government direction, agency plans (strategic, operational and specific purpose plans), service delivery statements (agency service areas, services and service standards) and risk management.

## Governance framework

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***The FPMS (section 6) requires that each accountable officer and statutory body must ensure a governance framework, appropriate for the agency, is established and maintained.***

Governance has a very broad coverage, including how an organisation is managed, its corporate and other structures, its culture, its policies and strategies and the way it deals with its various stakeholders. The concept encompasses the way public sector organisations acquit their responsibilities of stewardship by being transparent, accountable and prudent in direction setting, decision making (including investment decision making), performance management, issue and risk management and other compliance activities, in providing advice and in managing and delivering services, programs and projects.

The FPMS (section 6) describes 'Governance' as follows:

- incorporates the cultural and operational aspects of the agency that are influenced by its actions and decisions
- includes the concepts of openness, integrity and accountability; due care; and public defensibility
- incorporates the ethics and principles for public officials under the PSEA, section 4
- includes establishing and maintaining a performance management system, a risk management system and an internal control structure.

Further guidance on governance frameworks is outlined in the Queensland Treasury [Financial Accountability Handbook, Volume 2 – Governance](#).

## Performance management systems

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The FPMS provides that each agency must have systems in place to provide information about whether the agency is:

- achieving the objectives stated in its strategic plan in an efficient, effective and economical manner
- delivering the services stated in its operational plan to the standard in the plan.

Performance management incorporates both financial and non-financial performance and provides information relating to costs of the delivery of services, and an evaluation of achievement of the agency's objectives and service delivery. Performance information needs to be collected and used at all levels in an agency and should help to understand how well the agency, parts of the agency, and individuals are performing.

Performance information should be used to inform decision-making, as well as describing whether the required level of performance has been achieved.

### **Developing performance management systems**

A performance management system can focus on the performance of the entire agency, a service area, or even a product or service. Agencies may develop their own performance management policy / framework based on the Queensland Government PMF which is translated into the individual agency's environment. In developing a performance management system, agencies should ensure:

- performance indicators measure the financial and non-financial performance of Government and agency objectives, services and policies

- performance information is accurate, relevant, robust and appropriate and data quality is appropriately documented
- there is support and endorsement from senior management on the development of, and ongoing support for, the performance management system for the agency
- the information provided is clear and concise, and meets user needs
- the provision of performance information is timely and is as close to 'real time' as possible
- performance information is regularly discussed to ensure emerging risks and opportunities are identified and considered.

### **Integration and alignment of performance information**

Integrating performance information into agency planning processes and performance documentation will assist in strengthening accountability for delivery of the results for which the agency is responsible.

The value of performance information depends on how well performance information is aligned. To the extent appropriate, responsibility for all objectives and service areas and associated performance information should be clearly assigned to relevant agency business areas or senior position holders. This helps ensure a common understanding about respective contributions to the delivery of services and the achievement of objectives by the relevant business areas of an agency.

Agencies should ensure all service areas and business area operational plans and specific purpose plans support the agency's strategic plan. Agencies should be able to demonstrate how each of these plans relate to each other, their relationship, as well as the alignment of performance information.



#### ***Suggested reference***



**[Financial Accountability Handbook, Volume 3 – Designing Internal Controls](#)**

Queensland Treasury

### **Service logic framework**

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Agencies should ensure their services are aligned to the agency business direction in their strategic and operational plans, service areas in the SDS and whole-of-government objectives.

A service logic model can be used to understand and demonstrate the relationship between agency resources, activities being carried out and the outcomes to be achieved.

For further guidance on service logic models refer to [Appendix A – Service logic framework for service areas and service standards](#).



# Planning

Agencies must undertake planning and budgeting that is appropriate for the size of the agency (FAA section 61(e)).

This includes ensuring that the performance of their capabilities – human, financial, information, physical assets, and ICT, is adequately planned for.

Planning should align from the whole-of-government, Ministerial Portfolio and Agency levels (Figure 2). It is only through this integrated approach that government can determine the services to deliver to customers, stakeholders, and the community.

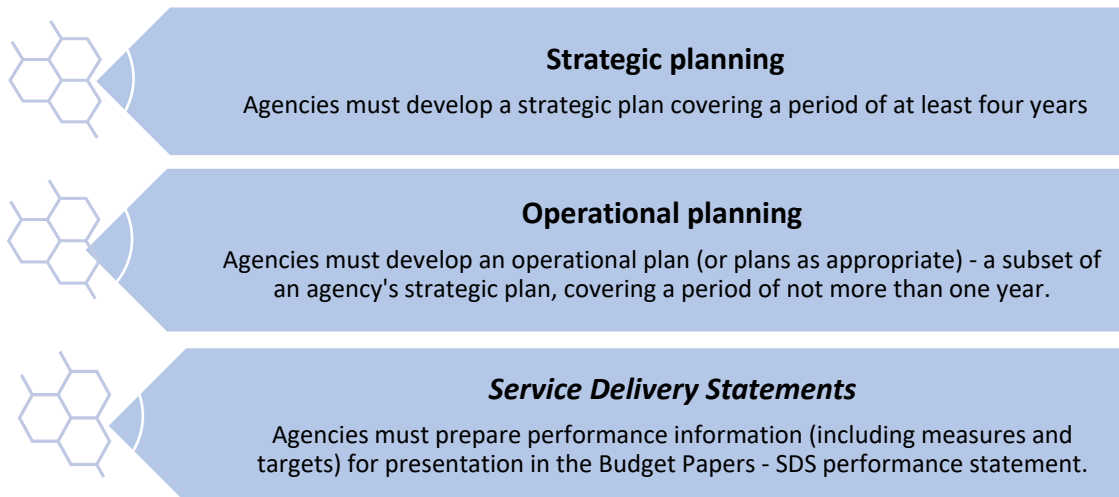
**Figure 2 - Alignment of planning requirements**



## Planning processes

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Government agencies are the administrative structures government use to group and deliver its diverse lines of business. The desired outcome is for agencies to collectively deliver the whole-of-government direction. To achieve this, agencies must undertake appropriate planning.



The successful management of a planning process depends on the participation and support of the organisation. Creating an environment and incentive for this participation are important prerequisites and are likely to be met where:

- executive management understands and is committed to both the principles and benefits of performance planning and to the implementation of the task
- staff are consulted and involved in the design and implementation process
- the importance of practices, values, and beliefs (i.e., the culture of an organisation) are recognised and accommodated.

Staff participation will ensure that all aspects of an agency's operation are considered. Staff 'ownership' of the product will greatly increase the implementation, and ongoing support for performance measurement and monitoring.

## Strategic Planning

Agencies' strategic planning processes contribute to the development of, and need to be consistent with, whole-of-government policy directions.

Through the strategic planning and policy development processes, at both whole-of-government and agency level, the Government identifies the outcomes it wants to achieve.

Strategic planning also informs the prioritisation of the products and services (outputs) to be funded through:

- the agency's budget strategy; and
- budget submissions to the Cabinet Budget Review Committee (CBRC) in the State Budget process or throughout the year.

To be fully effective, a Strategic Plan must:

- reflect Government objectives, policies, and priorities
- be used in setting agency business direction and priorities and be integrated with the budget process and agency operational plans
- be subject to regular review, using the results of program evaluation.

Specific minimum mandatory planning requirements for strategic plans are outlined in the policy document [Agency Planning Requirements](#).

## Overview of strategic planning

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Strategic planning is an ongoing process requiring agencies to review the strategic direction of their organisation and its contribution towards achievement to the Government's objectives for the community. Agencies should focus on four key questions:

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### Where are we now?

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- Review and assess the agency's history and significant achievements to help visualise how the agency has changed over time.
- Review and assess the agency's current status and performance.
- Perform a comprehensive internal and external assessment of environmental factors affecting the current performance of the agency and the agency's future actions. Collect information about changes in government policy, demographic shifts and changing customer, stakeholder or community needs.

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### Where should we be?

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- Review and assess the agency's role in delivering the whole-of-government direction (objectives for the community, priorities and strategies).
- Create a very real and concrete picture - an image of what 'should be' and reflect this in a concise vision statement.
- A shared vision provides direction and helps people in the agency focus on what they are trying to change and achieve.
- Identify priority areas the agency wants to change in order to achieve the agency's vision and reflect these in the agency objectives and strategies developed (see next section – How will we get there?).

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### How will we get there?

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- Conduct a gap analysis – the difference between 'where are we now' and 'where should we be'.
- Use a program logic approach, develop agency objectives and identify strategies which are most likely to accomplish objectives and achieve the agency's vision.
- Identify and consider strategic risks and opportunities that could impact on achieving the whole-of-government direction and/or the agency's objectives, including how risks identified will be managed or mitigated.

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## How will we know we have made it?

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- Set up effective methods to ensure that the strategies are being carried out and that the desired quality of work is being achieved.
- Develop appropriate performance indicators (including data dictionaries) for each agency objective.
- Identify targets for performance indicators that challenge the agency to improve performance (where appropriate).
- Review progress against realistic, clearly identifiable milestones (with performance indicators) along the way. This helps to maintain energy for change.

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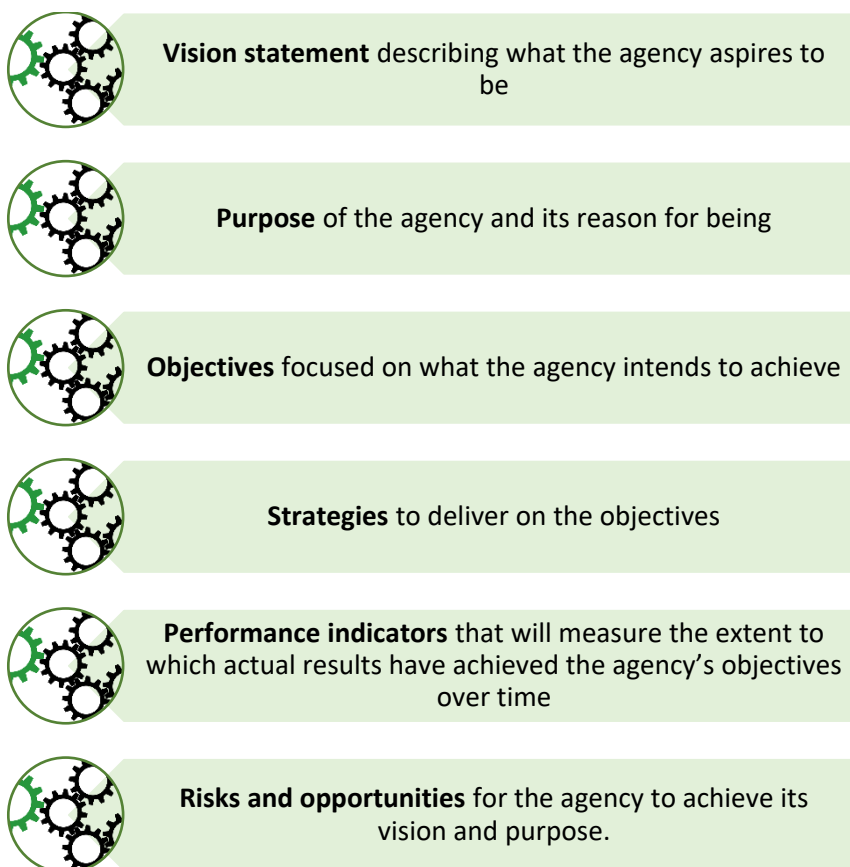
To effectively implement the agency's strategic plan, the organisational structure should support its strategic direction. Agencies should consider the structure, functions and the alignment and allocation of resources required to deliver the strategic objectives of the agency in the strategic planning process.

## Overview of a strategic plan

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A strategic plan is a concise document which clearly articulates the agency's strategic direction, over a period of four years, for staff, customers, stakeholders, and the community.

In developing the agency's strategic direction, agencies need to consider their:









The strategic plan should subsequently be translated into operational terms through the agency's [operational planning](#) process, which will then form the foundation for the development of individual performance plans within the business areas of an agency.

## Visual presentation – minimum requirements

Strategic plans should be kept to a maximum two pages. There is no template for a strategic plan, however at a minimum it should provide a visual alignment of the Government’s objectives for the community, the agency’s objectives, performance indicators and strategies as it can improve readability and enhance the understanding of the alignment between these elements. The example in Figure 3 demonstrates how these elements could be visually aligned.

**Figure 3 – Strategic plan demonstrating alignment of the Government’s objectives for the community, agency strategic objectives, performance indicators and strategies.**

<h3>STRATEGIC PLAN</h3> <p>2022–26</p> <p>Department of Tourism, Innovation and Sport</p> <p>We are engaged, passionate professionals committed to championing and delivering for the tourism, innovation, sport and active recreation sectors, and driving these as pillars of healthy and resilient communities and a strong Queensland.</p>	<h4>OUR OBJECTIVES</h4>	<h4>Our performance indicators</h4>	<h4>Our strategies</h4>
<h4>OUR VISION</h4> <p>The lives of Queenslanders are enriched by our visitor and innovation economies and places, healthy and active lifestyles, and inspirational extraordinary sporting success.</p>	<p>Drive economic recovery and growth by delivering and attracting tourism and innovation investment to sustain and create Queensland jobs.</p> 	<ul style="list-style-type: none"> <li>Estimated number of Queensland jobs supported through specific tourism and innovation projects.</li> <li>Sustained targeted private sector investment in visitor economy infrastructure, products and experiences.</li> <li>Number of startups engaged in the Queensland ecosystem via Advance Queensland – including QHub and Dealroom.</li> </ul>	<ul style="list-style-type: none"> <li>Lead the whole-of-government approach for planning, development and investment generation in the state’s tourism infrastructure, products and experiences.</li> <li>Grow value, add revenue and create global routes to market by connecting research, technology companies and small and medium enterprises with corporates and industry.</li> <li>Support jobs and skills development through delivery of programs to businesses – including tourism operators, startups, Indigenous, regional and small businesses.</li> <li>In partnership with the private sector, support a strong pipeline of startups and scaleups to grow sustainable businesses, new jobs and new economies.</li> <li>Drive high-value jobs by supporting innovation hubs and precincts to achieve mass collaboration and grow skills that support the diffusion of emerging technologies.</li> <li>Explore gaps and options for new capital programs to ensure a sustainable pipeline of innovative business growth from idea to unicorn.</li> </ul>
<h4>OUR PURPOSE</h4> <p>Provide and attract investment to build more competitive visitor and innovation economies, inspire extraordinary sporting success through Queensland’s elite athletes, and support healthier, active communities.</p>	<p>Maximise benefits of tourism, major sport and cultural events to realise Queensland’s economic and high-performance sporting potential.</p> 	<ul style="list-style-type: none"> <li>Return and growth of Queensland’s visitation numbers.</li> <li>Increased medal success of Queensland athletes on the world stage.</li> <li>Percentage of Queensland Academy of Sport (QAS) athletes selected for national teams.</li> <li>Percentage of satisfied clients accessing precincts and venues.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen Queensland as a vibrant and attractive domestic tourism destination, and strong competitor in the global tourism market, by supporting the tourism sector to return and grow.</li> <li>Secure future major events and support the rebuilding of an exciting Queensland major events calendar.</li> <li>Continue to attract world class events and provide quality spectator and fan experiences by investing in Stadiums Queensland venues.</li> <li>Inspire more Queenslanders to engage with sport and recreation through the success of our elite athletes.</li> <li>Prepare Queensland’s elite athletes, coaches and high-performance sport practitioners for world class success.</li> <li>Position Queensland as an epicentre for sporting excellence through delivery of the QAS 2032 High Performance Strategy.</li> <li>Enable economic development through safe, quality programs and events in active precincts and venues.</li> </ul>
<p>The agency supports the Government’s objectives for the community:</p> <ul style="list-style-type: none"> <li><b>Good jobs:</b> Good, secure jobs in our traditional and emerging industries</li> <li><b>Better services:</b> Deliver even better services right across Queensland</li> <li><b>Great lifestyle:</b> Protect and enhance our Queensland lifestyle as we grow.</li> </ul> <p>We contribute to the following Government sub-objectives for the community:</p> 	<p>Enrich Queenslanders’ way of life by delivering health and social outcomes through community sport and active recreation.</p> 	<ul style="list-style-type: none"> <li>Proportion of adults who undertake sufficient physical activity.</li> <li>Proportion of children who undertake sufficient physical activity.</li> </ul>	<ul style="list-style-type: none"> <li>Implement Activate! Queensland 2019–2029 including <ul style="list-style-type: none"> <li>collaborating with the active industry to get more Queenslanders moving – enhancing pathways for Queensland’s athletes, coaches and officials.</li> </ul> </li> <li>Drive physical activity participation and programs by: <ul style="list-style-type: none"> <li>championing an industry leading network of sport and active recreation infrastructure across Queensland</li> <li>operating precincts and venues that service community and industry – from grassroots to elite sport.</li> </ul> </li> </ul>
<p>We work consistently with the Queensland public service values</p>  <p>Through integrated and quality corporate services, we enable organisational excellence and high performance to drive achievement of strategic and operational objectives and maximise efficiencies.</p>	<p>Support the creation of a diverse, productive and sustainable economy with increased opportunities for women, Indigenous peoples and business – especially in the regions.</p> 	<ul style="list-style-type: none"> <li>Increased percentage (of the total Queensland tourism offering) of Indigenous, adventure, nature-based and ecotourism experiences.</li> <li>Rate of participation from innovators and entrepreneurs in priority cohorts – including women, First Nations and regional.</li> </ul>	<ul style="list-style-type: none"> <li>Help realise Indigenous tourism growth potential by undertaking focused engagement with Indigenous businesses and Traditional Owners.</li> <li>Put Queensland on the map as a leading cultural and ecotourism destination through developing the adventure, nature-based and ecotourism industry – particularly in the regions.</li> <li>Build innovation networks and collaboration efforts that drive new economies and new jobs in our regions.</li> <li>Ensure Queensland has a capable, well-connected, thriving and inclusive innovation ecosystem.</li> <li>Build the skills, partnerships, collaborative infrastructure and emerging technologies needed to support a growing and resilient Queensland economy.</li> </ul>
<p><b>Our strategic opportunities</b></p> <p>We embrace strategic opportunities to maximise benefits for Queenslanders:</p> <ul style="list-style-type: none"> <li>Strengthen partnerships (including with investors, industry and corporates, Indigenous and small businesses) to continue driving industry diversification, inclusion and resilience.</li> <li>Use major tourism, sport and active recreation events to provide a lasting economic and cultural legacy for the state.</li> <li>Develop elite athletes who inspire and connect with their communities, to create the next generation of champions and healthier communities through increased participation in sport.</li> <li>Make the most of advances in technology and continue to take up digital ways of working as a department.</li> </ul>	<p><b>Our strategic risks</b></p> <p>We manage strategic risks to ensure optimal delivery to the community:</p> <ul style="list-style-type: none"> <li>Major disaster and uncontrollable events, including those exacerbated by climate change, may cause a sustained downturn in visitation and investment attraction and impede participation in sport and active recreation.</li> <li>Changing environmental, economic and social conditions may impact on the resilience and return to long-term growth of the visitor economy, innovation success, and the sport and active recreation industry.</li> <li>Changing customer and investor expectations, and disrupted supply chains may change the demand for Queensland innovation investment, visitor and sport and active recreation experiences.</li> <li>Increasing information security and privacy risk exposure may result in breaches of the department’s systems.</li> </ul>		

Source: Department of Tourism, Innovation and Sport.

## Minimum requirements of a strategic plan

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Specific mandatory planning requirements for strategic plans is outlined in the policy document [Agency Planning Requirements](#).

### Vision

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**Requirement:**

The vision statement describes what the agency aspires to be and/or achieve for Queensland by reflecting on how it wishes to be perceived by customers, stakeholders, and the community and/or what it is working towards achieving for Queensland.

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The vision statement considers the current status of the agency and outlines its future direction.

It is recommended to use the term 'vision' within a strategic plan, rather than other terms such as 'mission statement' or 'goal', to provide consistency across Government for internal and external readers.

The agency should consider its plan in the context of the [Government's objectives for the community](#). These broad objectives will provide whole-of-government direction and should inform the agency's vision.

A good vision statement is:

- is not bound by time and not quantified
- aspirational, inspiring, and challenging
- idealistic – the ultimate goal
- descriptive of future service levels – what the agency wants to achieve
- captures all customers and/or stakeholders.

Consider the following when developing an agency's vision statement:

- What are the agency's objectives? What would we like to achieve? What opportunities do we want to pursue?
- How does the agency contribute to the Government's objective for the community?
- How do we wish to be perceived by our customers/clients, stakeholders, and the community?
- How will the services the agency delivers improve outcomes for those who use our services / products?
- What is the agency's ideal future?



**Example – Vision statements:**

Health	Providing Queenslanders with timely access to world class health and hospital services
Education	Advancing education for all Queenslanders to succeed
Policy Development	We make a real and tangible difference today and our contributions will be recognised by future generations
Regulation	A fair, safe and just Queensland

## Purpose

**Requirement:**

The agency's purpose specifies the overall aim of the agency – a simple statement of the agency's reason for being.

An effective purpose statement will assist the agency in establishing its vision and in identifying and setting its strategic objectives.

Consideration should also be given to factors affecting the current performance of the agency and the agency's future actions. An environmental scan is useful to collect information about changes in government policy, demographic shifts and changing customer, stakeholder or community needs.

When writing a purpose statement, be clear, specific, and direct. Avoid using broad, sweeping statements or generalisations. Readers should get a strong sense about what the agency stands for and delivers.

Agencies with establishing legislation should refer to that legislation to ensure consistency with the outlined purpose of the agency.

**Example – Purpose statements:**

Health	To provide high quality, safe and sustainable health services to meet the needs of our communities.
Education	To provide Queenslanders with the knowledge, skills and confidence to maximise their potential and contribute productively to the economy.
Policy Development	To support and provide advice to the Premier and the government to respond to the needs of Queensland communities.
Regulation	To contribute to a fair and just society and safe and healthy communities.

## Government's objectives for the community

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### Requirement:

The agency must develop the strategic plan in the context of the [Government's objectives for the community](#). The Government's objectives for the community form the basis of the whole-of-government direction and should guide the agency's operations.

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The varied nature of agency business means not all the Government's objectives for the community will be relevant to all agencies. While an agency will have its own priorities to work towards, each strategic objective within an agency's strategic plan must contribute to at least one of the Government's objectives for the community.


The agency should only focus on the Government's objectives for the community for which the agency has a strong alignment to and can easily demonstrate a direct contribution.

The strategic plan must clearly demonstrate the alignment between the Government's objectives and its strategic objectives (Figure 4) to show how it intends to contribute toward delivering the Government's objective/s.

<b>Example – statement of contribution to the Government's objectives for the community:</b>	
Health	The department contributes to Keeping Queenslanders safe by providing healthcare services to the community.
Education	The department contributes to Backing our frontline services and our diverse workforce by engaging healthy, safe, and capable people across Queensland communities.
Policy Development	The department contributes to Growing our regions by building safe, caring, and connected communities through strengthening policy development to build social cohesion.
Regulation	The department contributes to Keeping Queenslanders safe by encouraging safe and protected workplaces.

**Figure 4 – Example of visually demonstrating the alignment of the Government’s objectives for the community and the agency’s strategic objectives**

The presentation of the icons for the Government’s objectives for the community to demonstrate alignment to the agency's objectives:

OUR OBJECTIVES	Our performance indicators	Our strategies
<p>Drive economic recovery and growth by delivering and attracting tourism and innovation investment to sustain and create Queensland jobs.</p> 	<ul style="list-style-type: none"> <li>Estimated number of Queensland jobs supported through specific tourism and innovation projects.</li> <li>Sustained targeted private sector investment in visitor economy infrastructure, products and experiences.</li> <li>Number of startups engaged in the Queensland ecosystem via Advance Queensland – including QiHub and Dealroom.</li> </ul>	<ul style="list-style-type: none"> <li>Lead the whole-of-government approach for planning, development and in tourism infrastructure, products and experiences.</li> <li>Grow value, add revenue and create global routes to market by connecting and small and medium enterprises with corporates and industry.</li> <li>Support jobs and skills development through delivery of programs to business startups, indigenous, regional and small businesses.</li> <li>In partnership with the private sector, support a strong pipeline of startups, businesses, new jobs and new economies.</li> <li>Drive high-value jobs by supporting innovation hubs and precincts to achieve skills that support the diffusion of emerging technologies.</li> <li>Explore gaps and options for new capital programs to ensure a sustainable growth from idea to unicorn.</li> </ul>

**STRATEGIC PLAN**  
2022–26  
Department of Tourism, Innovation and Sport

We are engaged, passionate professionals committed to championing and delivering for the tourism, innovation, sport and active recreation sectors, and driving these as pillars of healthy and resilient communities and a strong Queensland.

**OUR VISION**  
The lives of Queenslanders are enriched by our visitor and innovation economies and places, healthy and active lifestyles, and inspirational extraordinary sporting success.

**OUR PURPOSE**  
Provide and attract investment to build more competitive visitor and innovation economies, inspire extraordinary sporting success through Queensland's elite athletes, and support healthier, active communities.

The agency supports the Government's objectives for the community:

- Good jobs:** Good, secure jobs in our traditional and emerging industries
- Better services:** Deliver even better services right across Queensland
- Great Lifestyle:** Protect and enhance our Queensland lifestyle as we grow

An contributor to the following Government sub-objectives for the community:



- Supporting jobs
- Reaching small business
- Investing in skills
- Keeping Queenslanders safe
- Growing our regions
- Building Queensland
- Honouring and embracing our rich and ancient cultural history

The presentation of the Government objective wording to demonstrate alignment to the agency’s objectives:

	Objectives	Success looks like	Ways to get there	Our contribution to the Queensland Government’s objectives for the community
 <p>Accessible</p>	<p><b>Deliver a transport system that is accessible and inclusive for our customers</b></p>	<ul style="list-style-type: none"> <li>Improved access to the network</li> <li>Improved customer experience</li> <li>Improved inclusivity and diversity for our customers and workforce</li> </ul>	<ul style="list-style-type: none"> <li>Support Queensland jobs and communities through inclusive connections</li> <li>Facilitate solutions to improve accessibility and customer experience</li> <li>Build collaborative networks to embed inclusion and diversity and co-design our services</li> </ul>	<ul style="list-style-type: none"> <li>Supporting jobs</li> <li>Connecting Queensland</li> <li>Growing our regions</li> <li>Honouring and embracing our rich and ancient cultural history</li> </ul>

## Agency objectives

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### Requirement:

Agency objectives should reflect what an agency is trying to achieve and contribute to the whole-of-government direction (objectives for the community, priorities, and strategies).

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Establishing agency objectives helps the agency focus on achievable goals and attain the best possible results for its customers, stakeholders, and the community. It also helps the agency identify its capabilities (i.e., resources, human, financial, physical assets, and ICT) to maximise the potential for efficient and effective service delivery.

The S.M.A.R.T. criteria is a useful guide in the development of agency objectives:

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<b><u>Specific</u></b>	<ul style="list-style-type: none"><li>• Specify the results the agency wants to achieve and be well aligned with the agency's vision and purpose. The agency's strategies should demonstrate how the agency will deliver on its objective.</li><li>• Be consistent with the Government's objectives for the community – all agency objectives must contribute to one or more of the Government's objectives. The agency objective should be at a level relevant to the agency and should align to (not replicate) the Government's objective/s.</li><li>• Be informative to a wide range of users, in particular, Parliament, Ministers, agency management and staff, and the general community (sufficient to inform and support decision making by the user of the information).</li></ul>
<b><u>Measurable</u></b>	<ul style="list-style-type: none"><li>• <a href="#">Be measurable</a>, or at least be able to be verified, for the Government to be able to judge the degree to which the outcome achieved the objective.</li></ul>
<b><u>Attainable</u></b>	<ul style="list-style-type: none"><li>• Be able to be strongly influenced by the agency (not necessarily be entirely within an agency's control), particularly where the perception of customers, stakeholders and the community is that the agency is accountable for the relevant outcome.</li><li>• Be realistically achievable over the term of the plan from the collective outputs generated from the delivery of the agency's services and through the influence the Government is able to exert on customers, stakeholders, the broader community, and the economy.</li><li>• Objectives should be in line with resources available.</li></ul>
<b><u>Result-oriented</u></b>	<ul style="list-style-type: none"><li>• Should specify a result or outcome the agency is contributing to, not a description of the means of achieving it.</li><li>• Have a strategic focus, without being pitched at too high a level, or too low a level that focusses on discrete services or products.</li><li>• A focus on the ends (rather than the means) provides agencies with the flexibility to explore alternative service delivery strategies if necessary.</li></ul>

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**Time-bound**

- Agency objectives are progressively achieved over several years and are translated into policies or programs that agencies implement.
  - These policies and programs include what services will be delivered and what other interventions are necessary to achieve the objectives.
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It is suggested strategic objectives be formally assigned to an individual departmental officer (with the appropriate authority) to promote/encourage accountability, with performance indicators related to the assigned objectives reflected in the accountable officer's performance agreement (this accountability should not be in the published version of the strategic plan).

Example – Agency objectives:	
Health	Reduced mortality rates for serious and life-threatening illnesses.
Education	Every young Queenslanders will be prepared with the educational foundations for successful transitions to further education, training, and work.
Policy Development	The provision of high quality and timely policy advice to improve the performance of public services.
Regulation	To reduce the harm from problem gambling and increase safer gambling standards.

## Performance indicators

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**Requirement:**

Each agency objective in its strategic plan must have one or more relevant and appropriate performance indicators. Some performance indicators may be relevant for more than one agency objective.

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Performance indicators show the extent to which the outcomes achieved by an agency are meeting the objectives in the agency's strategic plan. Performance indicators should be aligned with and [measure](#) the achievement of the agency's objective, not the strategies to deliver the agency's objective/s. Performance indicators measuring strategies are better placed in lower-level plans (i.e., business / operational plans).

Knowing how well the agency is currently performing against its objectives is essential to determine if the agency needs to alter its strategies or policies or re-evaluate its objectives to ensure value is delivered to its customers, stakeholders, and the community.

When dealing with outcomes, direct performance indicators are often difficult – for this reason performance indicators can often only 'indicate' the outcome rather than directly measure it.

Often it takes more than one performance indicator to adequately capture an outcome.

Performance indicators may not necessarily be entirely within an agency's control. Ideally an agency should be able to influence the achievement of the objective particularly where the perception of customers, stakeholders and the community is that the agency is accountable for the actual outcome.

In many instances it is reasonable to assume that the dominant factor causing change is the effect of the agency's strategies in question e.g., a reduction in road accidents on a section of up-graded roadway, or a demonstrable change in customer group behaviour because of the introduction of new regulations etc.

It is suggested the strategic plan present only the 'key' (higher level) performance indicators. Additional measures can be included in the other business / operational plans for the agency and still be reported against in internal reporting and/or the annual report.

<b>Example – performance indicators:</b>	
Health	<ul style="list-style-type: none"> <li>• Mortality rates, e.g., for cancer; heart disease; diabetes; influenza / pneumonia; septicaemia etc.</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Proportion of students at or above the national minimum standard and in the upper two bands in reading, writing and numeracy.</li> <li>• Proportion of students who, the year after completing Year 12, are participating in education, training, or employment.</li> <li>• proportion of parents satisfied with their child's school.</li> </ul>
Policy Development	<ul style="list-style-type: none"> <li>• Customer satisfaction with the agency's leadership in developing policy advice.</li> </ul>
Regulation	<ul style="list-style-type: none"> <li>• Reduced rates of problem gambling in young people.</li> <li>• Reduced rates of at-risk and problem gambling prevalence.</li> <li>• Increased industry commitment to safer gambling standards and customer well-being.</li> </ul>

## Agency strategies

### Requirement:

Strategies are the ways in which the agency intends to achieve its objectives and contribute to the Government's objectives for the community.

The agency should generally focus on longer-term strategies for the strategic plan, which are pursued over several years. An agency's strategies should collectively deliver its objectives.

It is useful for agencies to develop some form of [program logic](#) or cause and effect relationship to provide assurance, both within the agency and to customers and stakeholders, that the agency is 'doing the right things' to achieve its objectives.

Strategies should be measured through routine [program evaluation](#). It is good practice to regularly undertake evaluations of all agency policies and related services to ensure that value created for customers, stakeholders and the community is being maximised. It is expected that agencies would have processes for continuous analysis and formal evaluation of its strategies.

It is important to present the relevant strategies against the relevant objective to maintain a clear line of sight between the two.

<b>Example – Agency strategies:</b>	
Health	<ul style="list-style-type: none"> <li>• Focusing specifically on cancer prevention, diagnosis, and treatment:               <ul style="list-style-type: none"> <li>• Establish xx new screening sites to improve access.</li> <li>• Implement a social marketing campaign to improve screening uptake.</li> <li>• Develop screening skills to improve the effectiveness of screening techniques.</li> <li>• Invest in R&amp;D to improve screening effectiveness.</li> </ul> </li> </ul>
Education	<ul style="list-style-type: none"> <li>• Strengthen partnerships with parents, communities, and stakeholders to improve student learning outcomes.</li> <li>• Focus on the core learning priorities: reading, writing (including spelling, grammar, and punctuation), numeracy and science.</li> <li>• Improve retention, attainment and transition of students at key junctures of schooling.</li> </ul>
Policy Development	<ul style="list-style-type: none"> <li>• Provide leadership and work with government agencies and other stakeholders on policy development and performance improvement.</li> <li>• Skill policy officers in research, analysis, consultation processes, legal processes, and policy writing.</li> <li>• Follow best practice policy development processes as per the Australian Policy Handbook.</li> </ul>
Regulation	<ul style="list-style-type: none"> <li>• Implement partnerships with key stakeholders and industry to improve gambling standards.</li> <li>• Ensure regulatory models are focussed on integrity and minimising harm.</li> <li>• Develop a gambling harm minimisation strategy with actions targeted at addressing gambling behaviour.</li> </ul>

## Strategic risks and opportunities

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### Requirement:

The strategic plan must identify key strategic risks and/or critical issues for the agency to achieve its vision and purpose. The strategic plan must also identify key opportunities for the agency.

The likely cause and effect of each strategic risk must be clearly identified and articulated in agency's risk management documents.

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Risk is an ever-present element of public policy and government service delivery. Strategic risks are issues that could impact on the agency's ability to meet its vision and objectives. High level risks which require identification, treatment, monitoring, and management require oversight by senior executives and the agency's risk / audit committee.

Internal controls countering the impact of identified strategic risks need to be managed with the agency's business processes. Strategic risks may need to be managed by more than one agency for the risk treatments to be effective.

Identifying the key **strategic risks** and analysing their potential impacts is crucial to maintaining effective service delivery. Insight gained from the identification of strategic risks may also provide potential opportunities that impact the agency. That is, risk relates to both challenges to, and opportunities for, the agency

Identifying the key **opportunities** for the agency provides an accurate picture of an event that has a positive impact. Opportunities can arise from various situations and approaches.

### Identifying strategic risks and opportunities

A common method used to identify strategic risks and opportunities is environmental scanning by examining an agency's internal and external environments to detect early signs of strategic risks and/or opportunities that may influence the agency's current and future direction.

Other resources or methods that can be adopted to identify strategic risks and opportunities include:

- agency documents such as operational plan/s, performance reports, budgets, and audit observations and recommendations
- parliamentary processes and issues highlighted at Estimates Committee hearings
- media reports and commentary
- benchmarking the agency's performance against that of other agencies
- undertaking brainstorming activities
- preparing a strength-weakness-opportunity-threat (SWOT) analysis
- what-if scenarios to seek reaction from stakeholders
- the use of surveys and questionnaires.

Irrespective of the method used by the agency to identify strategic risks and opportunities, it is vital that relevant and up-to-date information is used, and that people with appropriate knowledge are involved in the process.



**Example – Strategic risk and opportunity statements:**

Health	<u>Strategic Risk</u> : Effectively managing the healthcare system to meet demand. <u>Opportunity</u> : Adopting innovative healthcare models.
Education	<u>Strategic Risk</u> : The health and wellbeing of students and their learning needs. <u>Opportunity</u> : Utilising technology to deliver new ways of learning.
Policy Development	<u>Strategic Risk</u> : Global challenges impacting business priorities, systems and outcomes. <u>Opportunity</u> : Innovative policy development to support better outcomes.
Regulation	<u>Strategic Risk</u> : Stakeholder compliance with legislation and regulation. <u>Opportunity</u> : Identify and implement emerging practices to embed compliance.



***Suggested reference***



**[A Guide to Risk Management](#)**

Queensland Treasury

## Non-mandatory information that may be included in a strategic plan

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### Service areas, services, and service standards

Agencies may include high-level information regarding service areas (consistent with the *Service Delivery Statements*) in strategic plans.

### Values

Values are the beliefs that are shared among the staff of an agency. They are the foundation of an agency's culture, and assist to guide operations, decision-making, and staff behaviour. Values must be consistent with the public sector ethics principles and approved codes of conduct. Agencies are encouraged to highlight the [five public service values](#) and their supporting behaviours in the strategic plan.

## Consultation

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Reference should be made to the [Agency Planning Requirements](#) for information on the mandatory requirements for consultation with central agencies on draft strategic plans.

For agencies required to consult with central agencies prior to publishing the strategic plan, thorough and early consultation on an agency's draft strategic plan with central agencies will:

- assist agencies in the development of appropriate objectives and performance indicators consistent with the whole-of-government direction (Government's objectives for the community, priorities and strategies) and current policy focus of Government
- ensure the plan does not publicly commit Government to initiatives that have not received the appropriate approvals and funding.

Agencies are encouraged to undertake consultation on the draft strategic plan with:

- Ministers
- agency staff
- customers
- stakeholders (including other agencies, other levels of government and other organisations)
- community groups
- for statutory bodies, their portfolio department
- partners in service delivery and any other group required by legislation or by the [Agency Planning Requirements](#) for example, for statutory bodies, with their Board.

Consultation can help to challenge traditional thinking and can spark creativity in problem solving, assist with informing and managing stakeholder expectations and provides good governance, transparency and open communication.

Engagement with stakeholders can be achieved through surveys, one-on-one meetings and multi-stakeholder consultations such as focus groups.

## Publication

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Specific publication standards and statutory obligations for distributing copies are prescribed in the [Agency Planning Requirements](#).

## Review of strategic plan

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### Requirement:

Agencies must review the strategic plan each year. A comprehensive review should be conducted at least every four years (i.e., in the third year of the plan).

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An **annual review** of the strategic plan allows agencies to identify the extent of changes to the internal and external environment. If the agency considers these to be significant, the strategic plan should be updated. As an example, a strategic plan should be reviewed and updated if the agency's internal environment significantly changes due to a funding decision of the Government.

The annual review of an agency's strategic plan should:

- review progress towards achievement of the agency objectives and identify any changed conditions, needs or priorities that would require the plan to be adjusted
- compare the agency's planned performance (i.e., target/estimate) with actual performance achieved. Differences between planned (target) and actual performance should be analysed to determine where improvements could be made in future planning (for example, resource allocation, projected timeframes for the completion of projects)
- confirm the agency remains aligned to the whole-of-government direction by assessing progress towards the whole-of-government direction (Government's objectives for the community, priorities, and strategies)
- identify any new or emerging strategic risks and opportunities that may impact on agency performance and future direction
- assess whether the plan still has meaning and provides direction to staff, customers, stakeholders, and the community.

A suggested list of information sources agencies should consider when reviewing their strategic plan is provided at [Appendix B](#).



## Operational Planning

Each accountable officer and statutory body must develop operational plans for relevant business areas, or an operational plan for the whole agency to cover a period of not more than one year (FPMS section 8).

Operational planning should focus on translating the agency's strategic plan into operational terms. Operational planning is a process that focuses on answering the question, "How will we deliver our services?".

Where there is alignment between operational planning and setting the agency business direction, the delivery of services should create value.

Specific minimum mandatory planning requirements for operational plans are outlined in the policy document [Agency Planning Requirements](#).

## Overview of operational planning

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A 'continuous improvement' philosophy should guide the operational planning process design. There is no set operational planning process or template that agencies must adhere to, however the following should be considered:

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### What should we be delivering?

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- consider the agency's current strategic direction (as per the agency's strategic plan).
- consider the division/business unit/service area's priorities (using previous internal performance reporting).
- consult with senior management across the agency to determine priority areas the agency must focus on.
- identify the strategic objectives the agency is working towards during the operational planning period (a strategic plan covers a four-year period, therefore all strategic objectives may not be applicable for each 12 month period).
- review the success of the previous operational planning period and identify any outstanding activities or missed opportunities.
- consider any government commitments, including election commitments and ministerial charter letter commitments to be delivered by the agency, or that the agency contributes to.
- consider any national agreements and/or cross jurisdictional commitments that either impact or influence service delivery.
- consider any whole-of-government priorities and strategies that require contribution by the agency or division/business unit/service area.
- ensure references to specific purpose plans are incorporated in the operational plan/s (where relevant), including alignment of objectives, strategies, and performance information.

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### How will we deliver?

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- consult staff to determine service delivery opportunities/possibilities (including what works and what does not work). It may also be appropriate to consult customers, stakeholders, and/or the community.
  - conduct an assessment of available resources (staff, budget, systems).
  - consider what activities and strategies are required to deliver on identified priority areas – more specific planning may be required at the division/business unit/service area level to identify short-term activities in order to contribute to a whole-of-agency operational plan.
  - consider the agency's annual report and internal performance reports to determine what was delivered in the previous year and how well.
  - identify and consider operational risks and opportunities that could impact on achieving the activities within the operational plan, including the level of risk and how these risks will be managed or mitigated.
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## Who is going to do what and when?

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- allocate actions to divisions/business units/service areas or individual officers for delivery.
- identify and include timeframes for delivery of actions within the operational plan. Where a program or strategy is to be delivered over a number of years, only the actions for the 12 month period of the operational plan should be presented.
- assign responsibility for reporting progress to executive management of the agency throughout the 12 month period of the operational plan.
- seek the appropriate level of approval for the operational plan.
- once approved, communicate the plan internally to staff, both within the division/business unit/service area to build awareness around the operational plan/s and promote unity and a common direction for the agency. It may also be appropriate to communicate the plan to customers, stakeholders and/or the community.

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## How will we know we have delivered (and how well)?

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- establish appropriate performance measures (including data dictionaries) to measure the activities that are being carried out to determine how well the service is performing overall.
  - consider the agency's SDS to determine and set realistic targets that drive the agency to improve their effectiveness and efficiency.
  - align performance information from the operational plan to performance indicators in the strategic plan.
  - consider the agency's annual report and SDS (or internal budgets) to determine the level of service delivery performance against budget.
  - incorporate actions and performance information into relevant individual officer performance development agreements to encourage accountability and ownership of actions within the operational plan.
  - review progress against realistic, clearly identifiable milestones (with performance measures) regularly in order to discuss any implementation issues and identify mitigating actions. This helps to maintain energy for change.
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## Overview of an operational plan

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An operational plan describes the activities, projects and strategies that contribute to the implementation of the agency's strategic plan over a one-year period.

Agencies may choose to have an operational plan at the whole-of-agency level, or operational plans for a division, business unit or service area.

The whole-of-agency operational plan looks collectively at the operability of the agency, while the division/business unit/service area operational plans focus on individual business areas.

Whilst one operational plan for the agency may be adequate, larger agencies may wish to consider having a whole-of-agency operational plan and individual operational plans for each division, business unit or service area. This can drive service delivery and help to encourage ownership and accountability of activities within the agency. Ultimately the individual operational plans should contribute to delivery of the whole-of-agency operational plan.

The activities in the operational plan(s) should link directly to delivering on the objectives outlined in the agency's strategic plan. This could be a direct link to a strategic objective or in the form of a strategy from the strategic plan being 'operationalised' in the operational plan.

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It is not a requirement to directly align an operational plan with the Queensland Government's objectives for the community.

The operational plan will indirectly align to the Government's objectives for the community as the operational plan should align with the agency's strategic plan.

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### Visual presentation – minimum requirements

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There is no template for operational plans. It is recommended that the operational plan be clear, succinct, and visually appealing to assist with readability and encourage engagements with the plan(s).

Agencies are encouraged to use the terms presented in the minimum information requirements in the policy document [Agency Planning Requirements](#) in their operational plan(s), where appropriate. If the agency has defined performance terminology which is already widely used within the agency, it is suggested the operational plan(s) adopt this terminology for consistency.

## Content requirements - operational plan

Specific mandatory planning requirements for operational plans is outlined in the policy document [Agency Planning Requirements](#).

An operational plan is a subset of an agency's strategic plan and should describe short-term activities and/or milestones that contribute to the implementation of the agency's objectives. An operational plan should specify:

Services	The services delivered by part or all the agency.
Objectives	The objective of those services and how they align to the agency's business direction as described in its strategic plan and to the service areas in the agency's SDS (for those agencies that are published in the SDS).
Performance	How performance against the plan will be measured and monitored. This would include service standards that will measure the effectiveness and efficiency of the service.
Outputs	The outputs / deliverables sought from the services.
Strategies	The strategies, projects and programs planned to deliver or improve the services.
Capabilities	The capabilities (human, financial, information, physical assets, and ICT) and processes necessary to deliver the services.  How the agency will maintain and improve its capability to deliver services.
Accountability	The parts of the agency that are accountable for delivery of the service.
Risks and opportunities	The potential impact key operational risks and opportunities may have on the agency's service delivery.  Whilst it is not a requirement to include a risk register with an operational plan, the agency must identify and analyse the potential impacts of key operational risks and opportunities. This could be an assessment of the whole agency or the agency's division/business unit/service area's strengths, weaknesses, opportunities, and threats.
Compliance	What the plan is required to comply with (i.e., legislation, regulation, standards set by the government, agency, or industry).
Specific purpose plans	Relationship with <a href="#">specific purpose plans</a> prepared by the agency e.g., ICT resources strategic planning, strategic asset management planning, regulatory simplification plans, workforce planning and also to risk and issue management.
Specific agency information	Other specific information and/or requirements of the agency, such as identification of customers and/or key stakeholders (this may include internal stakeholders such as other divisions/business units or service areas).



## Consultation, approval and publication

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Reference should be made to the [Agency Planning Requirements](#) for information on the requirements for consultation, approval and the publication of operational plans.

## Review of operational plan(s)

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Operational plan/s should be evaluated and/or reviewed at least every six months, however, quarterly could be considered as this captures operational shifts and enables early intervention if things are not progressing as anticipated.

In reviewing the agency's operational plan(s), it is suggested the following is considered:

- review the achievements and contributions to agency objectives and identify any changed conditions, needs or priorities that result in a need to adjust the plan.
- compare the agency's planned performance (i.e., target/estimate) with actual performance achieved. Differences between planned (target) and actual performance should be analysed to determine where improvements could be made in future planning (e.g., resource allocation, projected timeframes for the completion of projects).
- Identify any new or emerging operational risks and opportunities that may impact on performance and future planning.
- re-assess whether the plan(s) still have meaning and provide the appropriate level of direction to the agency and/or business areas and individual staff.

## Specific purpose planning

From time to time the Government will release whole-of-Government plans or strategies to address a particular issue. Specific purpose planning focuses on addressing these areas of high strategic importance. Reference should be made to the [Agency Planning Requirements](#) for information on the requirements for specific purpose planning and alignment with the agency's strategic and operational plan(s).

This guide does not provide better practice guidance on specific purpose planning. Agencies should refer to the [Specific Purpose Planning Requirements](#) and consult with the policy owner responsible for the planning requirement and refer to guidance material developed by the policy owner.

## ***Service Delivery Statements –*** **Performance Statement**

The *Service Delivery Statements* (SDS) is one of the documents published as part of the suite of Budget Papers and provides budgeted financial and non-financial performance information for each General Government reporting agency for the current and coming financial year.

In this way, it complements the longer-term focus of agency strategic plans and the retrospective focus provided in agency annual reports, which disclose actual performance for the previous financial year.

Under the *Financial Accountability Act 2009*, each financial year, the Queensland Government must prepare and table in the Legislative Assembly a budget for the State and for each portfolio, i.e., the State Budget.

The Treasurer presents the Budget Papers to the Queensland Parliament (in June in a 'normal' budget year). The Budget Papers are published on the [State Budget](#) website

The SDS are considered and scrutinised through a series of parliamentary Estimates Committee hearings.

Specific minimum mandatory requirements are outlined in the policy document [SDS: Performance Statement Requirements](#).





## Overview – SDS performance statement

A performance statement is presented in each agency's SDS to demonstrate performance information on how the agency delivers services efficiently and effectively in achieving desired service outcomes (objectives). The performance statement also allows Ministers and the Government to assess performance and make informed policy decisions.

Information presented in the performance statements is generally focussed on services that are delivered to customers or have a direct impact on stakeholders or the community.

Corporate services are often not suitable to be published in the performance statements as they are not delivered directly to customers or have a direct impact on stakeholders but are instead delivered internally within an agency. Examples include strategic policy, asset management, performance management, legal services, security, planning, financial management, payroll, ICT, etc.

In developing the SDS performance statement, agencies need to consider:

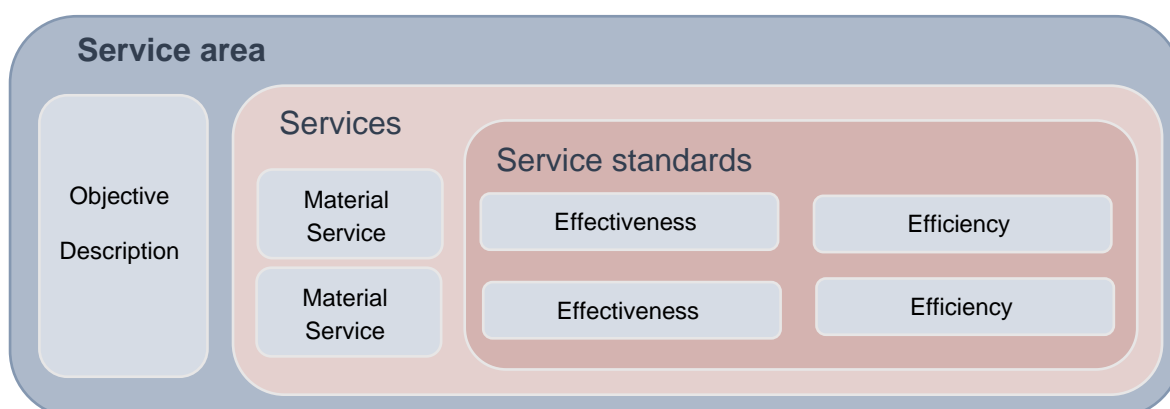
-  The **service areas** which communicate the broad types of services delivered.
-  The **objective** of the service area.
-  A **description** that provides a high explanation of the services provided by the service area.
-  **Service standards** to measure the efficiency and effectiveness of the services delivered.

## Visual presentation – minimum requirements

Each year Queensland Treasury will issue a SDS template and guidelines at the commencement of the Budget process for agencies to use in the preparation of the SDS.

Generally, the performance statements present the agency's service areas, service area objective, services (material services, if identified), service standards (measures of effectiveness and efficiency) and associated targets (demonstrated in Figure 5).

**Figure 5 – Key elements for each service area.**



## Content requirements – SDS performance statement

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Specific mandatory requirements are outlined in the policy document [SDS: Performance Statement Requirements](#).

### Service areas

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#### Requirement:

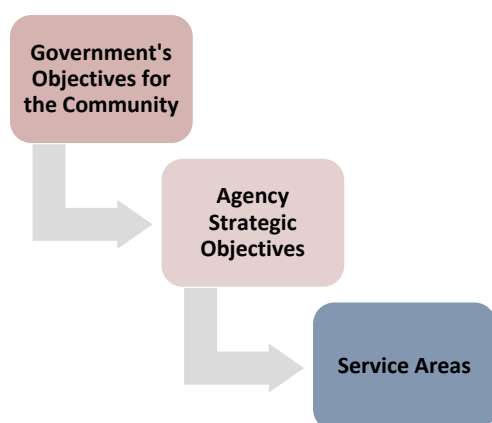
Service areas must be able to demonstrate alignment to the agency's objectives in the strategic plan and encompass related services, grouped where they contribute to a common service area objective.

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When designing a service area structure, it is strongly encouraged the agency consult with central agencies on the proposed structure. Agencies must also consult with their finance area to ensure financial reporting on proposed service areas is possible.

The performance information of each agency, published in the SDS, is presented as high-level service areas, which are used to communicate the broad types of services delivered by an agency.

The clear line of sight principle requires that there be alignment between the agency's objectives in the strategic plan and the service areas presented in the SDS performance statements.



If alignment is achieved, it should be clear as to how the performance of a service area or service contributes to the achievement of the agency's objectives in its strategic plan.

Where a service area comprises multiple services, each material service should be identified. Services should only be grouped where they contribute to a common objective and outcomes.

Because every agency is different, there is no one set of rules to prescribe how to develop a service area structure. Using a [service logic](#) can be a useful approach to establishing the structure of the service areas for the agency.

The most appropriate service areas for an agency are a matter of judgement for the individual agency and the appropriate Minister.

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An exemplary service area will have a clear objective and service delivery outcomes that will help the agency achieve its strategic objectives.

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## Designing a service area

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Agencies should consider the following general principles when designing service areas:



### **Service areas are designed from a customer, stakeholder, and community perspective:**

- service areas should have an outward focus and deliver services to external customers and stakeholders.
- service areas should be identified at an appropriate level that allows for transparent and accountable performance to be assessed.
- the customers and stakeholders of the service area should be considered.
- [should be named](#) so it is easy for customers and stakeholders to understand the purpose of the service area from its name.
- consideration should be given to the agency's specific legislative functions and ministerial responsibilities.



### **Ensure services contribute to a common objective:**

- a ['service logic'](#) approach should be used to determine service areas.
- the [material services](#) (if defined) within a service area should collectively relate and contribute to the service area objective.
- the service outputs need to be determined i.e., the products and engagements the service area will deliver.
- service areas should allow readers to interpret how agency services are contributing to the achievement of agency objectives.



### **The service area supports decision-making:**

- there is alignment between the service areas and the agency's strategic objectives.
- it is clear from the service area what services are being funded and what is expected to be delivered and achieved.
- there should be a balanced set of service standards and targets developed for the service area.



### **Service areas should coordinate and integrate service delivery within and across the agency:**

- agency operational plans should identify outputs sought that contribute to a service area.
- agencies should regularly analyse how the outputs of programs, activities, services contribute to the service area objective.
- accountability for the delivery of services within a service area should be assigned to business units/officers of the agency.
- consider potential impacts of machinery-of-government changes.



### ***Suggested references***



[Report 18: 2013-14 Monitoring and Reporting Performance](#)  
[Report 3: 2016-17 Follow-up: Monitoring and reporting performance](#)

Queensland Audit Office

## Naming service areas and services

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The name of a service area or service should be clear and consistent so that customers and stakeholders can easily understand the purpose of the service area or service from its name alone. The SEAMLESS service management method provides a service naming convention that allows an agency to name and classify services objectively and consistently. This is depicted below.



[SEAMLESS](#) can be used to:

- identify and name service areas and services consistently across the portfolio
- identify and improve gaps and duplication in service delivery across government agencies
- develop a performance framework to ensure quality and outcomes are achieved when delivering services.

## Services

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### Requirement:

Agencies are required to identify material services in each service area, if appropriate.

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Services are the products and engagements undertaken by agencies that deliver outputs and collectively result in service delivery outcomes for customers, stakeholders and the community and as a result are valued by them. The efficiency and effectiveness of service delivery is measured using [service standards](#).

Where a service area comprises multiple services, agencies are encouraged to identify material services that fairly represent the overall budget of the service area. Whilst there is no common definition of material services, further guidance is provided in the section '[Materiality](#)' including considerations to be applied in identifying material services.

The example below demonstrates the alignment of services to the overall service area objective where these services may be delivered across several business areas in the agency.

### Example – Alignment of Services within a Service area:

Service area:	Industrial relations
Service area objective:	To improve the wellbeing of all Queenslanders by making Queensland safer and supporting fair and productive workplaces.
Services:	<ul style="list-style-type: none"><li>• Industrial relations</li><li>• Administration of the Industrial Court and Commission system</li><li>• Work health and safety services</li><li>• Electrical safety services</li><li>• Workers' compensation services</li></ul>

Source: Department of Education 2023-24 *Service Delivery Statement*

### Materiality

Materiality is the threshold at which omission or misstatement of performance information could influence decision making.

There is no quantitative threshold that will uniformly determine materiality for each agency (AASB, *Framework for the Preparation and Presentation of Financial Statements*, QC11), however considerations may include percentage of budget allocation, percentage of FTEs, Government priority areas and community interest. Agencies are to determine materiality limits using their own discretion.

The [Financial Reporting Requirements for Queensland Government Agencies – 2B Materiality](#) published by Queensland Treasury provides additional guidance and advice on how to assess materiality.

## Service area objective

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### Requirement:

Each service area must have a clear, succinct, and measurable objective, focussed on what the agency intends to achieve.

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A good service area objective will:

- be focussed on the outcome (end result or impact), not the means (actions, activities, discrete services or products) of achieving the objective.
- describe the effects that the service area's service/s will have on customers, stakeholders and/or the community.
- explain how the service area contributes to the achievement of the agency's objectives.
- avoid using descriptive qualities such as high quality, trusted, excellent, sustainable, efficient, diverse, productive etc.
- be a succinct statement on the purpose of the service area (should not be written as a strategy i.e., the way an agency intends to pursue its objectives).
- be pitched at a level within the agency's scope of influence. If the service area objective is too high level, it attributes responsibility for achievement of the outcomes at the wrong organisational level.
- be clearly written, concise and quantifiable.
- be measurable through the service standards.

The following is an example of a service area objective that clearly describes the effects the service area will have on the community and what it intends to achieve:

Service area	Objective
Police Services	To keep Queensland safe by working with the community and our partners to prevent, disrupt, respond, and investigate crime and eliminate road trauma.

Source: Queensland Police Service, 2023-24 *Service Delivery Statement*



Service area objectives that provide a description of the services and the delivery process instead of the outcomes that are intended to be achieved can be re-worded to be an appropriate objective:

Service area	Objective
Revenue management	<p><b>Published objective:</b> The revenue management service area administers a revenue base of around \$13 billion by delivering and administering simple, efficient and equitable revenue management services for state taxes and royalty revenue. Additional responsibilities include undertaking revenue compliance, grant schemes and debt recovery activities for the state.</p>
	<p><b>Observation:</b> This describes the role of the service, not its objective. It is internally focussed rather than stating what the service will deliver and how it will contribute to the government's priorities.</p>
	<p><b>Improved objective:</b> Maximise revenue collected, reduce the cost to collect debt and improve client satisfaction.</p>

Source: Queensland Audit Office, Report 18: 2013-14 Monitoring and Reporting Performance

## Service area description

### Requirement:

Each service area must include a short description to provide context for the service area objective and service standards.

The description should provide supporting contextual information for the service area about the services being delivered, such as related services, customers and stakeholders. The description should be a high-level explanation of the services (activities and processes) provided by the service area. It should not include the achievements of the service area – this is more appropriate for the agency's annual report.

## Service standards

### Requirement:

Agencies must develop a balanced set of service standards and targets for each service area / service for the services delivered in conjunction with the funding allocated to the service area. The service area / service must have at least one measure of effectiveness and at least one measure of efficiency.

Service standards must relate to and measure the stated objective of the service area.

Agencies must be able to demonstrate how they are delivering services [efficiently](#) and [effectively](#) in achieving desired outcomes.

Service standards provide information on whether the government is 'doing the right things' through [measuring](#) how efficiently and effectively it is delivering its services to customers, stakeholders and the community.

Agencies need to consider:



### **Are we measuring the right things?**

Service standards work best when there is clarity about what is being measured and why. The right things to measure will be ultimately influenced by customer, stakeholder and community expectations, which inform the whole-of-Government direction and the agency business direction.

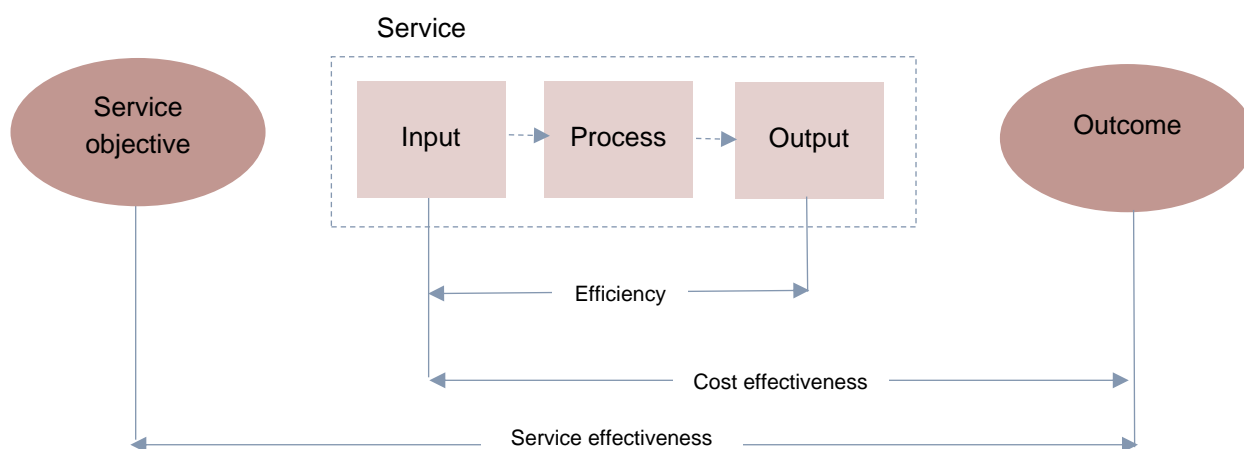


### **Are we measuring it right?**

Public sector performance in Queensland has often been measured in terms of what the government has done (e.g., measures of input, process, and activity), but better results can be achieved by presenting service standards measuring the effectiveness and efficiency of its services (i.e., service outcomes).

The approach to service standards in the PMF is consistent with the general performance indicator framework used in the *Report on Government Services* (RoGS) illustrated in Figure 6.

**Figure 6 – RoGS indicator framework**



Source: RoGS, Australian Government Productivity Commission

## Service procurement

Governments use a mix of methods to deliver services to the community, including:

- delivering or providing the services directly (a 'delivery/provider' role)
- funding external providers through grants or the purchase of services (a 'purchaser' role).<sup>4</sup>

As prescribed in the Queensland Procurement Policy:

- Accountable officers within agencies are responsible for procured services delivered on the agency's behalf by a provider external to the agency, and for the procurement outcomes.
- In instances where government funding is being used to fund an external provider to deliver a service, agencies need to ensure appropriate mechanisms are in place to monitor the performance of the service provider and service delivery.
- Agencies should be able to demonstrate through appropriate service standards, the effectiveness and efficiency of the service, whether delivered directly by the agency or funded for delivery through an external provider, in meeting the objective of the service area.

## Alignment to the service area objective

Service standards must closely align to the service area objective to successfully demonstrate whether desired service outcomes are being achieved:

<b>EXAMPLE - Service area objective:</b> <i>To provide educational outcomes and skill Queensland students to successfully transition to further education, training, and work.</i>	
<b>Effectiveness</b>	<b>Efficiency</b>
<ul style="list-style-type: none"><li>• <i>Proportion of all attempted competencies successfully completed</i></li><li>• <i>Proportion of VET graduates in employment or further study</i></li><li>• <i>Proportion of Queenslanders with higher qualifications</i></li><li>• <i>Average cost per student in employment or further study (cost-effectiveness)</i></li></ul>	<i>Average cost per competency attempted</i>
<small>Note: Adapted from the Department of Youth Justice, Employment, Small Business and Training and TAFE Queensland 2023-24 <i>Service Delivery Statements</i>. <u>Example only</u>, not intended to be an exhaustive list of the service standards that would be required to demonstrate achievement of the stated objective adequately and completely.</small>	

## 'Other' measures

In some cases, inclusion of 'other' measures may be justified because of public interest to demonstrate change in demand for a service, or as a proxy measure where it is not cost effective to collect information to measure effectiveness or efficiency.

In such cases, the agency should include a notation in the data dictionary for the measure to explain the purpose of the measure and why it is considered an important measure of the agency's performance.

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<sup>4</sup> Productivity Commission, *Report on Government Services*.

## Whole-of-government (WoG) measures

Where a service standard measures a service delivery outcome, which involves several agencies, these are WoG measures. Generally, these measures should only be included in the SDS if considered appropriate, and if the measure is reported elsewhere (i.e., in a WoG report).

If a WoG measure is supported by central agencies for inclusion in the SDS, a notation should be included in the data dictionary for the measure stating it is a WoG measure and clearly articulating the agency's role, referring to other agencies / stakeholders involved.

## Service standard target/estimates

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### Requirement:

Each service standard must have a published target/estimate presented in the SDS.

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Target/estimates should present clear and quantified levels of performance against which agencies can assess their results or indicate the desired movement of performance. Each service standard should have a corresponding annual [target/estimate developed](#) for inclusion in the SDS. However, in some instances it may be suitable to present a bi-annual target/estimate where it is not possible to report on the measure annually. This should be discussed with the central agencies.

A target/estimate should be based on analysis of historical performance and trends, current government policy contexts and priorities, agency capability and customer demand.

What to consider when setting a target/estimate:

- The target/estimate should be stretching but achievable, it should not be set at a level which is already being achieved.
- The target/estimate is a 'standard' of performance to be achieved.
- There is no expectation for the target/estimate to continue to be reduced or increased each year. However, if trend performance indicates a target/estimate is being consistently met over time, the target/estimate should be re-cast to a new stretch target/estimate.
- If achievement of a target/estimate becomes impractical or not feasible, the agency should explain why that is the case and what legislative, regulatory, or other actions are needed to accomplish the target/estimate and whether the target/estimate should be re-cast.

## Explanatory notes to service standards

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Reference should be made to the [SDS: Performance Statement Requirements](#) for information on explanatory notes to service standards.

## Annual review – SDS performance statements

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### Requirement:

Agencies must submit a proposed performance statement for central agency consultation, regardless of whether there are any proposed changes to the performance statement.

As a rule, agencies who prepared an SDS for the previous year's Budget, should prepare an SDS for the current Budget.

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As part of the continuous improvement of the PMF, each year, the central agencies work with agencies to review performance information presented in the performance statement.

An annual review of the SDS performance statement allows agencies to review performance information presented to ensure continued appropriateness for the services that are delivered and funded by the agency.

The annual review of an agency's SDS performance statement should:

- confirm the service areas remain aligned to the agency's strategic direction in their strategic plan
- ensure the service area has a clearly defined service area objective
- assess whether the service area has a balanced coverage of service standards that report on the effectiveness and efficiency of their services in conjunction with the budget for the service area
- identify any new service standards for introduction in the SDS
- review continuing service standards to identify if any changed conditions, needs, or priorities require the service standard to be adjusted or discontinued
- ensure continuing service standards are robust and meaningful, and that they meet the requirements of the PMF
- compare the planned performance (i.e., target/estimate) with actual performance achieved
  - where the target is not being met, the difference between planned (target) and actual performance should be analysed to determine where improvement can be made in future planning (for example, resource allocation, projected timeframes for completion of projects)
  - where the actual performance is continually exceeding planned (target) performance consider adjusting the target/estimate
- address any findings identified through external reports i.e., Auditor-General reports
- assess whether the performance information presented in the performance statement still has meaning and provides relevant information to the agency's leadership, minister, staff, customers, stakeholders, and the community.



### *Suggested reference*



### [SDS: Performance Statement Requirements](#)

Performance Unit, Department of the Premier and Cabinet.



## Measuring and monitoring performance

*'What gets measured gets done, what gets measured and fed back gets done well, what gets rewarded gets repeated'.*

John E Jones

Through measuring and monitoring performance, agencies gain a better understanding of the external drivers of the whole-of-government direction, how the external drivers translate into the Government's objectives for the community, priorities, and strategies and, in turn, how this affects the purpose, vision and objectives of each agency.

This clear line of sight enables agencies to identify which services need to be delivered to meet the needs of its customers, stakeholders, and the community.

## Performance information and measurement

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Making the best use of available data and knowledge is critical to improving the performance of government. Performance information is key to effective management, including strategic and operational planning, monitoring and evaluation.

Informed through the agency's operations and service delivery, the right amount of easy-to-understand performance information, on the right issues, should be used to promote and inform decision making and improve accountability of the agency and government.



### Promote and inform decision making

#### Agency:

- evaluating policy decisions and processes and assessing the extent to which service delivery is achieving objectives.
- facilitate innovation and creativity.
- support comparisons and benchmarking.

#### Government:

- monitoring performance information to better understand the outcomes of policy decisions, identify areas for improvement and develop the best and most appropriate solutions to issues facing Queensland and its people.



### Improve accountability

#### Agency:

- essential to consider if services are being delivered in accordance with the agency business direction.
- integrates strategic direction with budget processes.
- promotes integrated organisational performance management at all levels.

#### Government:

- assessment of whether a service is being delivered effectively and efficiently and is demonstrating transparency about performance.
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Performance measurement is essential to the operation of an agency. How the actual delivery of an agency's services creates value for customers, stakeholders and the community should be measured, and this information should be used to improve policy development and implementation, and future service delivery.

Agencies should have an appropriate coverage of external and internal non-financial and financial performance measures that are monitored and reported on regularly that provide robust information to enable examination and informed judgements and decisions on program outputs and service outcomes.



### *Suggested reference*



### [Performance measurement frameworks](#)

Queensland Government Statistician's Office, Queensland Treasury

## External performance information

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From a PMF perspective, external measures are those included in the agency's strategic plan ([performance indicators](#)) and the [service standards](#) (measures of effectiveness and efficiency) presented in the SDS.

## Internal performance information

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**Agencies should also monitor and measure the delivery of services through internal measures.** Agencies should have a range of internal performance measures to inform the various levels of management about key activities and the agency's capacity to deliver agreed outputs. Performance results can be measured as quality, quantity, timeliness, cost and, where appropriate, location in providing outputs.

The following is a brief description and examples of output measures appropriate for inclusion in internal measurement, monitoring and reporting and/or the annual report:

Measure	Description	Examples
Activity	Measures of activity reflect the number of service instances, service recipients or other activities for the service.	<ul style="list-style-type: none"><li>• Number of inspections</li><li>• Number of patients screened</li><li>• Number of policies developed</li></ul>
Process	Measures of process reflect how the agency delivers the service.	<ul style="list-style-type: none"><li>• Average time for screening services</li><li>• Average attendance rate for students</li><li>• Percentage of activities completed within nominated timeframes</li></ul>
Input	Measures of input reflect the resources consumed in delivering a service.	<ul style="list-style-type: none"><li>• Percentage of the budget for the service</li><li>• Total cost of screening services</li><li>• Total cost of regulation</li></ul>
Quality	Measures of quality reflect how well a service is being delivered using criteria such as timeliness.	<ul style="list-style-type: none"><li>• Average waiting time</li><li>• Customer satisfaction</li><li>• Customers implementing new processes or practices as result of training or government assistance</li></ul>

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Note: The measures are examples only and are not intended to be an exhaustive list measures required for internal monitoring.



## Performance measure characteristics

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It is almost impossible to have the perfect performance measure – defining measures, setting targets, and collecting performance information is a balancing act between using the ideal information and using what is possible, available, affordable, and most appropriate to the circumstances.

Ideally, measures of performance should:

- be **measurable** - there should be a clear and transparent standard of success.
- **describe a change** - for performance indicators in strategic plans, it should be measurable and verifiable over the period of an agency's strategic plan.
- be **relevant** - should reflect what the agency is trying to achieve – not simply what is measurable.
- be **time-framed** - it should be clear when the service/program output should be delivered by.
- be **attributable** - the relevant service must be capable of being influenced (not necessarily fully controlled) by actions which can be attributed to the agency or more broadly by government, and it should be clear where accountability lies.
- be **challenging** (stretching), but **achievable** - the measure should reflect the Government's ambitions for improved standards of public services. However, it must be achievable within the agency's available resources.
- **inform decision-making** - to make informed decisions, why an objective has been achieved or not must be clear.
- **prevent unintended consequences** - not encourage unwanted or wasteful behaviour.
- be **well-defined** - with a clear, unambiguous definition so that data will be collected, and the measure is easy to understand and use with minimal explanations. Clear documentation of measurement processes should be maintained.
- be **comparable** - with either past periods or similar services/program outputs in other jurisdictions.
- be **timely** - performance data should be produced regularly enough to track progress and quickly enough for the data to still be of value for decision-making.
- be **outcome focused** - rather than output focused by reporting ends (performance with respect to objectives), not means (performance with respect to activity).
- **reliable and verifiable** - able to produce accurate data for its intended use, able to be measured consistently and be responsive to change.
- be **cost-effective** - in terms of gathering and processing the data.
- be **assigned** - to an employee with an appropriate level of authority to maintain accountability.
- be **credible** - a measure that has the support of stakeholders and, where appropriate, is supported by research and/or established industry standards.

## Development of performance information

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When developing performance measures, consider:



### **Engaging those directly involved in the service in the performance measure development:**

- The participation of content experts with deep knowledge is invaluable to ensure:
  - the 'right things' are being measured
  - performance measures chosen will provide reliable data
  - they are informed of how the data they collect is being used
  - they are aware of the role of performance measures in the evaluation of their outputs / service delivery.



### **The development of performance measures is an iterative process and takes considerable time and effort:**

- During the development of a measure, requirements can change. For example, data results or clarification on management information needs can result in the initial measure proposed needing to be reviewed. It is common that several iterations to a measure are needed before it is approved.



### **Information needs:**

- What will the measure be used for, and what is its relevance?
- In terms of both content and frequency, what are the information needs at different levels in the agency.
- It can be useful to develop a reporting strategy that outlines the different reporting content and frequency requirements.



### **Costs and benefits of individual performance measures:**

- The collection of data should not require the diversion of significant staff effort or program funds. Consideration of the costs and benefits as part of the selection of performance measures is an important part of the process.



### **How the measure will influence people:**

- Consider how the measure may influence the way people approach their work, and the priority to those aspects of their work that are reflected in the performance measures.
- While a measure may help to focus attention on key issues, poorly formulated measures can adversely affect the program. For example, a measure which appears to call for a certain rate of participation by women/youth/Indigenous peoples may result in people in those groups being directed into a program without regard to its relevance or their needs.



#### **Data collection and analysis:**

- Data collection and analysis needs should be considered and how these will be applied to measures.
- Measures requiring elaborate collection and analysis should be given careful consideration. Although measures should not be selected solely because simple collection and analysis techniques can be applied.



#### **Coverage of performance:**

- It is rare a single measure will provide all the information needed to enable a reasonable judgement to be made about performance.
- Agencies should ensure programs / service delivery have an appropriate coverage of measures to enable informed decision making.



#### ***Suggested reference***



[Appendix C – Developing performance information – useful information and examples.](#)

## Performance indicators

Performance indicators show the extent to which the outcomes achieved by an agency are meeting the agency objectives.

When developing performance indicators as part of [strategic planning](#) consider the following:

- Check the **agency objective** is expressed in strategic terms, i.e., does it specify the intended outcome and is not expressed in terms of carrying out an activity – administering the ‘XYZ’ Act; providing advice etc.

Poorly formulated objectives are a prime cause of difficulty in identifying performance indicators.

- Identify the **key elements** in the objective statement as they target the issues to be addressed.
- In respect of each of the key elements, ask what must be achieved if that part of the objective is to be successfully implemented.
- It is sometimes helpful to consider those things which must NOT occur if the objective is to be achieved. Indicators can then also be framed around those issues.

Example – Workplace Health and Safety	
Objective	<ul style="list-style-type: none"> <li>• To reduce the human and financial costs sustained by the community as a result of work-related injuries and illnesses.</li> </ul>
Key elements	<ul style="list-style-type: none"> <li>• To reduce the human costs of work-related injuries and illnesses.</li> <li>• To reduce the financial costs to the community of work-related injuries and illnesses.</li> </ul>
Indicators	<ul style="list-style-type: none"> <li>• A reduction in the number of deaths as a result of work-related injuries or illnesses.</li> <li>• A reduction in the number of people unable to re-join the workforce following a work-related injury or illness.</li> <li>• A reduction in the number of people requiring extensive medical treatment as a result of work-related injuries or illnesses.</li> <li>• A reduction in the rate of increase of Workers’ Compensation Insurance premiums.</li> </ul>

## Service standards

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As each agency is different there is no one set of rules to prescribe how to develop a service standard. The most appropriate service standards for an agency are a matter of judgement for the individual agency.

Agencies should consider the following general principles when developing service standards:

Principle	Application
Provide relevant and appropriate performance information that highlights the effectiveness and efficiency of agency service delivery	<ul style="list-style-type: none"> <li>ensure each service area or service has at least one measure of effectiveness and at least one measure of efficiency.</li> <li>consider the coverage of the service standards to the services delivered by the service area (materiality).</li> <li>ensure the service standards measure the objective of the service area.</li> </ul>
Increase alignment between the Government's objectives for the community and agency objectives	<ul style="list-style-type: none"> <li>service standards should align with:               <ul style="list-style-type: none"> <li>Government's objectives for the community</li> <li>whole-of-government priorities and strategies</li> <li>cross jurisdictional commitments</li> <li>Ministerial Charter Letters</li> <li>agency strategic plan objectives.</li> </ul> </li> </ul>
Consider existing measures	<ul style="list-style-type: none"> <li>source service standards from existing performance measures already collected and reported for other purposes, for example:               <ul style="list-style-type: none"> <li>interjurisdictional agreements</li> <li><i>Report on Government Services</i></li> <li>external benchmarks</li> <li>industry standards.</li> </ul> </li> </ul>
Improve consistency across agencies	<ul style="list-style-type: none"> <li>consistent approaches to measurement of satisfaction using the <a href="#">PMF Reference Guide: Measuring Customer Experience</a>.</li> <li>service standards should <b>not</b> measure the delivery of a service with legislated requirements (for example, timeframes or deliverable activity) – as compliance with legislation should be a minimum requirement for all agencies.</li> <li>use consistent language when they are describing similar things (for example, 'People with a disability' rather than 'disabled people').</li> <li>ensure the service standard wording is clear and concise so the reader can understand what is being measured, minimising the use of overly technical or complex language.</li> </ul>

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Encourage high quality data management

- develop a [data dictionary](#) and consider publication on the agency's website as a companion document for the SDS
- be consistent with the [Queensland Government statistical standards and classifications](#).
- use the [ABS Data Quality Standards](#) that is required for all performance data reported under interjurisdictional agreements.

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Allow for trend analysis

- consistent reporting of service standards to enhance transparency over time and provide a clear assessment of achievements.
- 

Agencies are encouraged to develop an action plan for the ongoing development of measures for the SDS as it is recognised that the development of new measures takes considerable time and effort (including internal testing of new measures to obtain baseline data before publication in the SDS).

An action plan is a useful way of documenting identified gaps in performance measurement that need to be addressed. It can detail the tasks, resources, ownership, and timelines for developing performance information including identifying appropriate measures, data collection, internal testing, and introduction in the SDS.



***Suggested reference***



**[Fact sheet: Measuring service performance](#)**

Queensland Audit Office

## Measures of effectiveness

Measures of effectiveness help to answer the question ‘how will we know we are achieving our objective?’.

The Productivity Commission, *Report on Government Services (RoGS)*, describes the concept of effectiveness as:

Effectiveness type	Definition	Example
Access	<p>Access measures are classified as:</p> <p><i>Overall access:</i> how readily services are accessed by those who need them across eligible and relevant population. It is measured according to the ‘potential population’ in need of the service. It can be difficult to directly measure access, and often indirect measures are used.</p>	<ul style="list-style-type: none"> <li>• Participation in education / training.</li> <li>• Unmet demand for homelessness services.</li> </ul>
	<p><i>Timeliness of access:</i> important for services where there is limited supply of services, sometimes resulting in delays for customers to access those services.</p>	<ul style="list-style-type: none"> <li>• Waiting time for health services.</li> <li>• Public transport on-time running performance.</li> <li>• Waiting time for community recovery grants.</li> <li>• Clearance / backlog rates.</li> </ul>
	<p><i>Affordability:</i> where customers face at least part of the cost of the service and cost can be a barrier to obtaining the service.</p>	<ul style="list-style-type: none"> <li>• Parents’ out-of-pocket cost of childcare.</li> <li>• People delaying service access due to cost.</li> </ul>
Appropriateness	<p>Measures how well the services meet the customers/client’s needs.</p>	<ul style="list-style-type: none"> <li>• Student outcomes.</li> <li>• Improvement in business productivity/profitability/turnover following government assistance.</li> <li>• Increased employment.</li> <li>• Utilisation of assets.</li> </ul>

Quality	<p>Measures whether a service is suited to its purpose and conforms to specifications. Quality measures generally relate to one of four categories:</p> <p><i>Standards:</i> whether services are accredited and/or meeting required standards, such as legislation.</p>	<ul style="list-style-type: none"> <li>• Non-compliant operators brought back into compliance.</li> <li>• Compliance with fisheries regulations.</li> <li>• Quality of policy advice.</li> </ul>
	<p><i>Safety:</i> whether services provided are safe.</p>	<ul style="list-style-type: none"> <li>• Road safety and deaths.</li> <li>• Corrective services custody.</li> <li>• Child safety.</li> </ul>
	<p><i>Responsiveness:</i> whether services are customer/client orientated and respond to customer/client stated needs.</p>	<ul style="list-style-type: none"> <li>• <a href="#">Customer/client satisfaction.</a></li> </ul>
	<p><i>Continuity:</i> whether services provide coordinated or uninterrupted care over time and across service providers.</p>	<ul style="list-style-type: none"> <li>• Community follow-up after psychiatric admission.</li> <li>• Readmission to hospital.</li> </ul>

Examples only and not intended to be an exhaustive list of measures.

*Important note:*

It is recognised that the services delivered by individual agencies are not necessarily reflective of the service provision sectors included in RoGS. The descriptors of access, appropriateness and quality are considered the most important characteristics for RoGS, however agencies should consider their services and develop appropriate characteristics to measure service effectiveness.

As demonstrated in RoGS, a suite of indicators is presented for each service area to comprehensively measure the service area objective. A single measure of effectiveness (access, appropriateness, or quality) is not considered robust enough to measure the effectiveness of the service area.

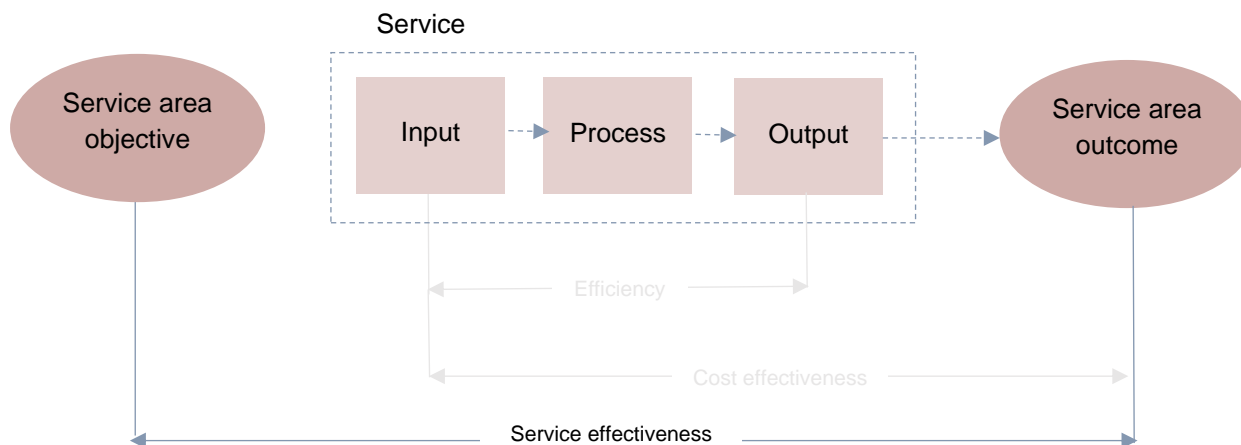
The service standards chosen by an agency **MUST** measure how well service area is achieving the outcome of their objective. The examples above are appropriate where they measure the objective of the service area.



## Measures of effectiveness in the SDS

In the context of the SDS, measuring effectiveness demonstrates how well an agency has met the service area objective (Figure 7), which in turn supports the delivery of the agency’s strategic plan objectives. Ideally the measure would be supported by a relevant efficiency measure to represent the full performance story.

**Figure 7 – Service effectiveness**



Effectiveness measures reflect how well the actual outputs of a service are achieving the intended outcome by describing the quantifiable extent of the outcome experienced by recipients because of the level and quality of the service provided.

Outputs are fundamental to understanding what is being delivered by the service, for example the number of patients screened, or number of investigations finalised. However, effectiveness measures demonstrate the benefits of the service to the recipients and the community.

It can often be difficult to attribute the service outcome to only those services delivered by the service area, as outcomes can also be influenced by a range of external factors such as the economy, employment, and other environmental factors. Agencies should adopt a rational methodology which can attribute their service effectiveness at an appropriate level to be able to demonstrate performance outcomes for the services they are funded to deliver.

It may also be appropriate to include industry standard measures where it is a recognised standard, and it can be demonstrated that it is robust and supports the effectiveness of the service and outcome of the service area.

Service effectiveness is commonly expressed as a ratio or percentage of the outcome to the output. Example measures of effectiveness are shown below:

Service effectiveness	<ul style="list-style-type: none"> <li>• Percentage of students who, six months after competing Year 12 are participating in education, training, or employment.</li> <li>• Percentage increase in tourists.</li> <li>• Rate per 100,000 population of road crash fatalities.</li> <li>• Percentage of non-compliant operators brought back into compliance.</li> <li>• Percentage of businesses reporting improvements following completion of training.</li> </ul>
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Examples only and not intended to be an exhaustive list of measures.

Following are examples of service standards that are not considered to be a measure of effectiveness:

Service standard	Rationale
Services standards that measure compliance with legislative requirements and timeframes	Service standards of legislative compliance are not considered to be a measure of effectiveness as this is a minimum standard rather than the outcome of the service.
Service standards that measure timeliness of processes	<p>Measures of process timeliness are not suitable for inclusion in the SDS. Examples of process timeliness measures are:</p> <ul style="list-style-type: none"> <li>• percentage of grants processed within 15 days</li> <li>• average time taken to respond to enquiries.</li> </ul> <p>Whilst it is recognised the time taken for an agency to process information can be important to customers, they fail to provide the necessary information such as how much the service cost, whether the service was resourced excessively, or whether the outcome of the service was effective. Measures of process timeliness can be reported through other mechanisms such as the agency’s annual report, website, or other publications.</p> <p><a href="#">Access timeliness</a> is an appropriate measure of effectiveness where a key outcome of the service area is to ensure services delivered are responsive and timely. For example:</p> <ul style="list-style-type: none"> <li>• time is a critical element of service focussed on the health, safety and wellbeing of the community or individuals/groups (e.g., health and emergency response times, or the provision of disaster assistance)</li> <li>• services where timeliness is explicit (e.g., city train services – where services are based around timetables, and the government is held to account for its ‘on-time’ service record)</li> <li>• clearance and backlog rates of the Courts.</li> </ul>

Examples only and not intended to be an exhaustive list of measures.

Each service standard proposed for inclusion in the SDS will be assessed by central agencies on a case-by-case basis for compliance with the PMF requirements.

### **Measures of customer satisfaction and experience**

Effectiveness is often measured through customer and/or stakeholder satisfaction surveys. Reporting customer satisfaction or experience is just one method, along with other quantitative and qualitative methods that can be used to collect evidence about a service.

While it is adequate to report customer satisfaction with service delivery in the SDS, this is a proxy measure for service effectiveness and must measure the overall service effectiveness covering dimensions such as timeliness, responsiveness, accuracy, completeness, and accessibility of advisory services.

However, customer satisfaction and/or experience is only one dimension of service effectiveness reporting on the status of service delivery rather than the overall impact of a service on the customer. Additional measures of service effectiveness should be included in the SDS to demonstrate the outcomes of the service against the objectives.



#### ***Suggested reference***



**[PMF Reference Guide: Measuring Customer Experience](#)**

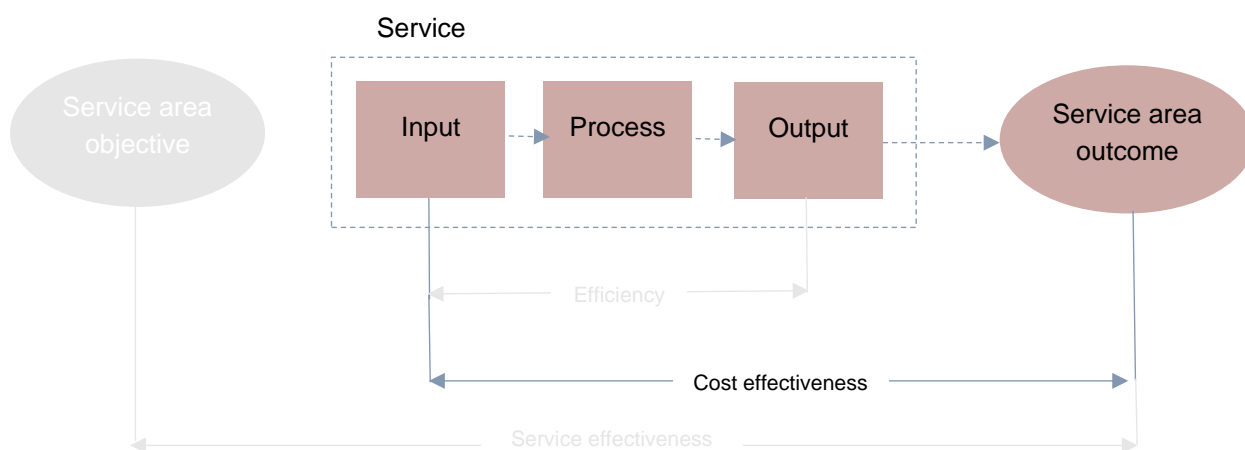
Department of the Premier and Cabinet.

## Measures of cost effectiveness

Cost effectiveness measures demonstrate the relationship between the cost of producing the service and the outcome or results achieved (Figure 8). This should not be confused with measuring efficiency, which is the cost per unit of output.

To measure cost effectiveness, the outcome of the service must first be defined and its measure of effectiveness. The cost may be a combination of outputs that have contributed to the outcome of the service.

**Figure 8 – Cost effectiveness**



Measures of cost effectiveness are commonly expressed as either a percentage, ratio, cost per quantity of effectiveness or quantity of effectiveness per dollar.

Example measures of cost effectiveness are shown below:

Cost effectiveness	<ul style="list-style-type: none"> <li>• Investment enabled per dollar spent on project management</li> <li>• Return on investment from grant funding</li> <li>• Cost to place an unemployed person in employment</li> </ul>
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Examples only and not intended to be an exhaustive list of measures.

## Measures of efficiency

Measures of efficiency help to answer questions like:

- how well do we use our resources?
- how much does it cost to deliver this service or product?
- is this service or product efficient in the way it uses public money for policy purposes?

The RoGS describes the concept of efficiency as having three dimensions:

Efficiency type	Definition	Example <sup>5</sup>
Technical efficiency	Requires that goods and services be produced at the lowest possible cost.	Building a road using the best mix of labour and capital. Using picks and shovels when machinery can do a lower-cost job is technically inefficient.
Allocative efficiency	Requires the production of the set of goods and services that consumers value most, from a given set of resources.	Building a road where it is most needed. Even if a road is built with the optimal labour-capital mix and no waste, if it is in the wrong place, or if a more heavily trafficked road is neglected, that is inefficient in an allocative sense. Those resources could have been used elsewhere with better outcomes.
Dynamic efficiency	Means that, over time, consumers are offered new and better products, and existing products at lower cost.	Attending to transport needs as opportunities change over time. That may mean taking on new modes – such as high-speed rail or intelligent roads.

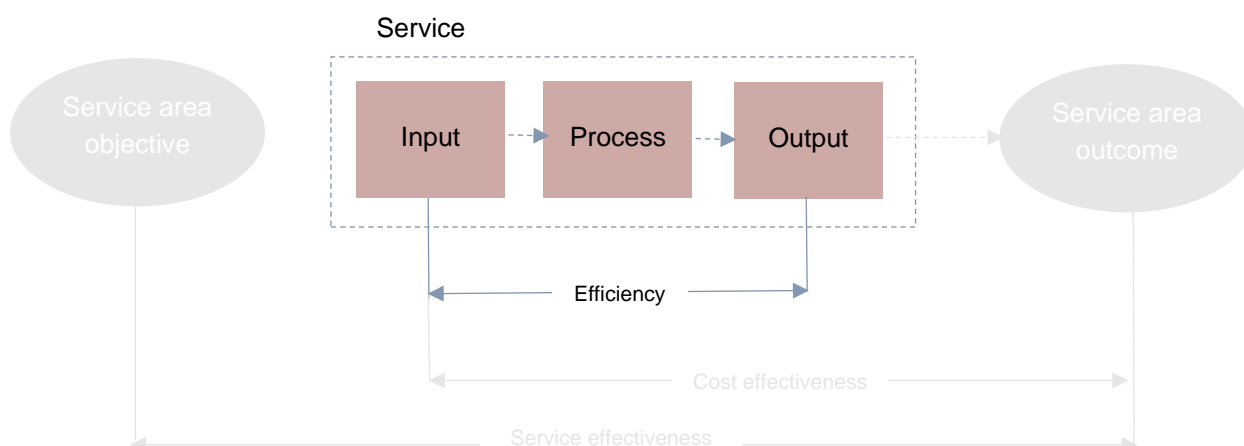
Measures of efficiency should be interpreted cautiously and can require explanation through the notes to the service standard in the annual report to ensure performance is understood. For example, a high or increasing cost per unit of output could reflect reduced efficiency, however it can also reflect improvements may have been made to the quality of the output, increasing the effectiveness of the service being delivered. Alternatively, low or reducing cost per unit of output can show improving efficiency, or a reduction in quality resulting in less effective services.

Whilst it is important to ensure budgets are being utilised in an efficient way, there is also a need to consider the benefit of that service to the recipient and community. In some cases, the outcome of the service may outweigh the need to efficiently deliver a service for several reasons. For example, the geographical conditions to deliver a service, limited market contestability etc. For this reason, it is important to also measure the service effectiveness to ensure it is meeting customer, stakeholder and community needs and expectations.

<sup>5</sup> Source: Stone.C., 2013, *False economies - Decoding Efficiency*

Generally, the measures presented in the SDS are measures of technical efficiency. Measures of technical efficiency reflect how inputs are used to produce outputs (figure 9). Technical efficiency measures are generally expressed as a unit cost to output.

**Figure 9 - Efficiency**



Efficiency may also be measured through productivity i.e., how efficiently inputs (labour) is being used to produce outputs. Measures of productivity are a proxy measure of efficiency and may be included in the SDS where appropriate for the objective of the service area.

Example measures of efficiency are shown below:

Technical efficiency	<ul style="list-style-type: none"> <li>• Administrative cost per \$1000 of funding (grant/program/project etc.) administered</li> <li>• Average cost per enquiry/complaint finalised</li> <li>• Average cost per licence issued</li> <li>• Average cost per hour of policy advice</li> <li>• Average cost per inspection</li> <li>• Average cost per hectare of land</li> <li>• Expenditure per person receiving homelessness services</li> </ul>
Productivity measures (proxy)	<ul style="list-style-type: none"> <li>• Number of inspections per FTE</li> <li>• Number licences processed per FTE</li> <li>• Number of cases managed per FTE</li> <li>• FTE staff per finalisation</li> </ul>
Other measures (proxy)	<ul style="list-style-type: none"> <li>• Cost per Queensland youth</li> <li>• Cost of ambulance services per Queenslander</li> </ul> <p><i>Measures that are calculated using the Queensland population / eligible population are proxy measures of efficiency. As the total population are not direct users of the service this type of measure is a weak measure of efficiency. To be considered a measure of efficiency it should be calculated on the actual service recipients.</i></p>

Examples only and not intended to be an exhaustive list of measures.

Following are examples which are not considered to be measures of efficiency in the SDS:

Measure	Rationale
Investment enabled per dollar spent on project facilitation.	<p>As the result being reported is the dollars of investment, this is a measure of cost effectiveness as it is measuring the inputs (project facilitation costs) to the outcome (investment enabled).</p> <p>The measure can be converted to an efficiency measure, for example, project facilitation costs per \$1000 of investment enabled.</p>
Administrative costs as a percentage of the program costs.	<p>Reporting the input costs as a percentage of the budget obscures the efficiency of the service / program / activity as many program budgets are subject to fluctuation and is therefore not considered to be a robust measure of efficiency.</p> <p>The measure can be converted to an efficiency measure, for example, administrative costs per \$1000 of program costs.</p>
Percentage of budget for the service as a proportion of the budget for the agency/service area.	<p>This a measure of input.</p> <p>It does not provide any information on how efficiently the budget was used to deliver the output of the service area.</p>

Examples only and not intended to be an exhaustive list of measures.

Each service standard included in the SDS will be assessed by central agencies on a case-by-case basis for compliance with the PMF requirements.

### Costing services

When calculating the cost of delivering a service, agencies should identify both the direct costs (those that can be fully allocated to one service, such as staffing and assets) and indirect costs (such as corporate services that support the delivery of the service). This will ensure that all direct and indirect inputs are included in the cost of the service.



#### ***Suggested reference***



**[Fact sheet: Allocating corporate overhead costs to services](#)**

Queensland Audit Office

## Setting targets for measures

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Agencies are encouraged to develop and set targets for performance indicators in strategic plans and performance measures in operational plans where appropriate.

Service standards presented in the SDS must include a target/estimate.

The aim of targets is to set a level of performance acceptable to government on behalf of the community within fiscal limits. Setting targets can also challenge an agency to improve performance. Setting target levels is a complex task as the establishment of a target can raise as many questions as it answers.

Agencies may use a combination of methods to establish targets and should consider the following when setting targets:

Principle	Application
<p>The target aids in accountability and provides relevant and appropriate performance information.</p>	<ul style="list-style-type: none"> <li>• where possible, targets for measures should be specific, realistic, measurable, time bound and reportable.</li> <li>• targets should present clear and quantified levels of performance against which agencies can assess results or indicate the desired movement of performance.</li> <li>• consider if quantifiable benchmarks exist that are regarded as directly relevant to the activity being measured.</li> <li>• targets should be expressed as an absolute number (i.e., avoid use of words), a range, percentage, or ratio.</li> </ul>
<p>Targets should be challenging but achievable.</p>	<ul style="list-style-type: none"> <li>• targets should be challenging, but achievable based on judgement of available information at the time of setting targets.</li> <li>• consider current performance plus / minus a percentage improvement in change.</li> <li>• it is essential that there is a balance between “stretch” targets and setting unrealistic targets. For example, targets for customer satisfaction should not be set at 100 per cent. It is not reasonable to expect that every customer will be completely satisfied with a service provided.</li> <li>• the target should be set above any minimum regulatory standards or benchmarks.</li> <li>• if achievement of a target becomes impractical or not feasible, the agency should explain why that is the case and what legislative, regulatory, or other actions are needed to accomplish the target, whether the target should be modified or if the performance measure and target should be discontinued.</li> </ul>



<p>The target does not promote adverse results.</p>	<p>To ensure that targets are not unrealistic or create perverse incentives: (e.g., efficiency improves to a level that substantially decreases quality):</p> <ul style="list-style-type: none"> <li>• targets should be set through agency planning processes.</li> <li>• proposed targets should be trialled internally in parallel to existing targets.</li> <li>• targets should be presented in the context of the service being delivered (not in isolation).</li> </ul>
<p>The target is consistent with objectives and targets set in other government publications.</p>	<p>Targets set by agencies should be consistent with:</p> <ul style="list-style-type: none"> <li>• targets established by the Queensland Government through other published strategies / action plans etc.</li> <li>• external standards and/or targets established by professional associations / industry etc.</li> <li>• external targets set by interjurisdictional agreements.</li> </ul>
<p>Set meaningful and useful targets though consultation on target setting.</p>	<ul style="list-style-type: none"> <li>• consultation throughout the agency – with service delivery staff in particular – should occur in the target setting process.</li> <li>• engagement with management can provide calculated decisions given resource and staffing limitations.</li> <li>• consider including customers, stakeholders, and the community in the development and/or review process of setting targets where appropriate, as they are affected by an agency’s business and services it provides.</li> <li>• additionally, consultation with customers, stakeholders, and the community helps to establish targets that are meaningful and useful for decision makers.</li> </ul>
<p>Assign responsibility for delivery.</p>	<ul style="list-style-type: none"> <li>• staff at all levels should be clear about their role and responsibilities in performance against targets, and be held accountable in some way, for example through individual or team performance objectives/plans.</li> <li>• ensure individuals who are best placed to manage the achievement of a target demonstrate ownership and responsibility.</li> </ul>

## Data quality assurance and data dictionaries

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Data quality assurance arrangements for performance information should include adequate documentation of data sources, collection methods, standards, and procedures for clear management trails of data calculations.

A [data dictionary](#) is a tool that is used to document the meaning and context of a performance measure, including its alignment to agency and whole-of-government objectives, data collection and calculation methodology, how the measure is compiled, how it should be interpreted and reviewed, allocation of responsibility, reporting requirements and identification of any limitations and data risks.

The purpose of a data dictionary is to improve interpretation of the data for external readers, and for internal users it documents a common understanding of the definition of the performance measure and data management requirements to ensure data consistency and accuracy in reporting.

A data dictionary should be developed for each performance indicator in the strategic plan and each service standard published in the SDS. Agencies are encouraged to publish data dictionaries online or provide them on request as a companion document to the strategic plan and SDS.

### Australian Bureau of Statistics Data Quality Framework (ABS DQF)

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It is crucial that performance data collected is accurate, timely and can be relied upon as a valid assessment of an agency's performance. The basic raw data should be robust, in the sense of being derived in a way that is verifiable, free from bias and preferably comparable over time.

The Australian Bureau of Statistics Data Quality Framework (ABS DQF) provides standards for assessing and reporting on the quality of statistical information. It is a tool that improves a user's ability to:

- decide whether a data set or statistical product is fit for purpose (which in turn helps to identify data gaps)
- assess the data quality of seemingly similar collections
- interpret data.

The ABS DQF is designed for use by a range of data users and providers in different settings, including government agencies, statistical agencies, and independent research agencies.



#### *Suggested references*



[Australian Bureau of Statistics Data Quality Framework \(ABS DQF\)](#)

Australian Bureau of Statistics, 2009



[Statistical standards and classifications](#)

Queensland Government Statistician's Office

## Monitoring performance

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Regular monitoring and reporting of performance maintains the links between planning, budgeting, service delivery and operational and individual performance. Monitoring performance can identify areas of good performance and areas where performance can be improved.

Regularly reviewing performance information can inform the agency of:

- the effectiveness of the agency in progressing desired outcomes
- how efficient the agency is in using inputs to produce outputs
- the quality of agency outputs and outcomes
- are customers, stakeholders and/or the community receiving satisfactory levels of service.

## Performance reviews

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A consistent effort to improve the performance information of agencies reflects the fact that previously selected measures are subject to change over time – agency objectives change, priorities change, different users emerge. Performance information should be regularly reviewed and updated to reflect such changes in priorities and shifts in the focus of public policy.

The continued appropriateness (including factors such as relevance, cost, value, and usefulness) of performance information should be regularly assessed.

A useful tool to understand performance results is trend analysis. This presents data by showing how performance changes over a period of time.

By contrast, variance analysis compares performance measures against each other from one period to another, from one agency to another, or from target to actual. This type of analysis provides information about what drives the variances.

## Evaluation of policies and related services

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It is good practice to regularly undertake evaluations of all agency policies and related services to ensure that value created for customers, stakeholders and the community is being maximised.

Evaluation is the systematic, objective assessment of appropriateness, effectiveness and/or efficiency of a policy. A commitment to rigorous evaluation is an important aspect of government accountability, especially in circumstances where a policy is new (and the results cannot be reasonably foreseen as a result of prior research) and expensive. The rigorous evaluation of policy initiatives also helps to build an evidence base that in turn can be used to inform the development of future policies.

Better practice evaluation would include processes for the ongoing analysis and evaluation of performance information and measures, including variance analysis of results and progress to date against targets and/or standards.

It is expected that agencies would have, processes for the continuing analysis and formal evaluation of a service area's activities, its measures and continued relevance to whole of government outcomes and priorities to enable continuous improvement in service delivery.

The [Queensland Government Program Evaluation Guidelines](#) outline a set of broad principles to underpin the planning and implementation of evaluations for programs funded by the Queensland Government.

In relation to preparing evaluations of assets, the FPMS (section 18(4)) requires accountable officers to have regard to the [Project Assessment Framework](#). An evaluation is only mandated when the accountable officer or statutory body considers the cost of acquiring, maintaining, or improving a physical asset is significant.



### **Suggested references**



**[Domestic and Family Violence Evaluation Toolkit](#)**

Queensland Government



**[Framework for Place-Based Approaches \(Queensland\)](#)**

Department of Communities, Housing and Digital Economy



**[The Australian Policy Handbook \(Fifth Edition\)](#)**

Althaus, Bridgman and Davis, 2012, Allen & Unwin



**[The Magenta Book: Guidance notes on evaluation](#)**

HM Treasury, United Kingdom, 2011



**[The Green Book: appraisal and evaluation in central government](#)**

HM Treasury, United Kingdom, 2013

## **Benchmarking**

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Benchmarking involves the collection of performance information to undertake comparisons of performance. The three main forms of benchmarking are<sup>6</sup>:

- *results benchmarking* – comparing performance within and between organisations using measures of effectiveness and efficiency.
- *process benchmarking* – analysing systems, activities and tasks that turn inputs and outputs into outcomes.
- *setting better practice standards* – establishing goals and standards to which organisations can aspire.

Agencies proposing to conduct benchmarking should initially consider the legislative and/or policy differences of each jurisdiction and how comparable the data is. There are numerous benchmarking resources available for agencies to use including:

- **[Queensland Government Statistician's Office, Queensland Treasury](#)** - provides statistic, economic, demographic and social information relating to Queensland.
- **[Queensland Government Data](#)** - the Data Hub is a whole of government focal point for government employees to discover and access data and to gain training in data related activities.
- **[Workforce Analysis and Collection Application \(WACA\), Queensland Government](#)** - workforce information helps us understand workforce profiles and to measure workforce planning, management, policy and practices. It includes data on age, gender, occupation,

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<sup>6</sup> Australian Productivity Commission, *Report on Government Services*.

employment equity target groups, employment status, appointment type, employee separation, leave, location, etc.

- [Australian Bureau of Statistics \(ABS\)](#) - provides statistics on a wide range of economic, industry, environment and energy, people and regional matters, covering government, business and the community in general.
- [data.gov.au, Australian Government](#) - data.gov.au provides an easy way to find, access and reuse public datasets from the Australian Government and state and territory governments. Easy access to other government data catalogues offering open data is provided.
- [Report on Government Services \(RoGS\)](#) - RoGS is a major annual report from the Productivity Commission that examines the performance of governments in Australia in the important service areas of education, health, justice, emergency management, community services and housing.
- [OECD Data](#) - find, compare and share the latest OECD data (charts, maps, tables and related publications).
- Benchmarking initiatives and publications.
- Annual reports of similar agencies in other Australian jurisdictions.

## Reporting

Agencies must report about performance to the accountable officer or statutory body at least once every three months, and the appropriate Minister at least annually or when the Minister asks for the information (FPMS, section 10).

As public sector agencies spend taxpayers' money to deliver services, it is important that they are held accountable for performance, as required by the *Public Sector Ethics Act 1994*. The PMF, through the *Financial Accountability Act 2009* and subordinate legislation, addresses this by requiring agencies to publicly report results – through annual reports and the SDS.

Specific minimum mandatory annual reporting requirements are outlined in the policy document [Annual Report Requirements for Queensland Government Agencies](#).

## Reporting performance

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### **Requirement:**

Agencies are required to report on performance in several ways, with key mandatory requirements for public reporting including:

- Annual Reports – required to be tabled in the Legislative Assembly each financial year (FAA, section 63).
  - Budget Papers – in particular, the SDS.
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Outcomes achieved against the Government's objectives for the community, priorities and strategies can be reported through different ways, including Ministerial statements in Parliament, media releases, and ministerial speeches. Additionally, whole-of-government plans, priorities or strategies may establish associated public reporting arrangements.

Publishing performance information is essential for accountability, transparency, to drive continuous improvement in performance and to influence trust and confidence in public sector service delivery.

Better practice reporting principles include<sup>7</sup>:

- focussing on the few critical aspects of performance
- looking forward as well as back
- explaining key risk considerations
- explaining key capacity considerations
- explaining other factors critical to performance
- integrating financial and non-financial performance information
- providing comparative information
- presenting credible information, fairly interpreted
- disclosing the basis of reporting.

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<sup>7</sup> Thomas, P., 2006., *Performance Measurement Reporting Obstacles and Accountability – Recent Trends and Future Directions*.



Performance data alone does not generally tell the performance story.

It is important to include contextual and explanatory information in reports, such as an analysis of performance information, to communicate the meaning of the level of performance achieved and how it is to be interpreted.

Contextual and explanatory information may refer to:

- the rationale for the selection of performance information reported
- the significance of each performance indicator, service standard or other measure
- the environment in which the agency is operating (i.e., economic, social, and environmental)
- external factors that may have impacted on performance
- whether performance is within acceptable tolerances if results:
  - exceed expectations, are there any adjustments that need to be made
  - are below expectations, are there compensating improvements in other areas, and/or higher priorities
  - are not effective or performing poorly, does this need to trigger critical reflection and/or a change of approach.

Refer to the [Data quality assurance and data dictionaries](#) section for additional guidance.



Agencies should aim to present fair and balanced reporting. It is important to remember that not all performance information reported can be good news. Credible performance reporting requires a balanced account of performance.

Better practice performance reporting involves being open about the extent of, and reasons for, the results achieved – whether the results are above or below the expected level of performance. It also includes explaining what the agency intends to do in response, to the extent that the situation is within their control.



The presentation of performance information and the needs of the target audience should be taken into consideration when producing reports.

Consider how the reader could best understand and interpret the information presented. This could include using infographics, summary reports, data visualisations, interactive tables, figures, and other presentation methods.



## Machinery of Government changes

A Machinery of Government (MoG) change is the formal transfer of functions from one department to another, made by the [Administrative Arrangements Orders \(AAO\)](#) and [Departmental Arrangements Notices](#) published in the Government Gazette.

The AAO set out the responsibilities of ministers and their portfolios and are re-issued or amended when a MoG change takes place.

MoG changes often occur following an election or when Ministerial positions are changed.

MoG changes may involve a simple transfer of a minor function or small administrative unit. Alternatively, the MoG change may have significant implications – in some cases, whole departments can be abolished or created through MoG changes.

MoG changes may have impacts on a department's strategic plan, SDS and annual report.

## Strategic plans

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The [Agency Planning Requirements](#) sets out specific requirements for departments affected by MoG changes.

## Service Delivery Statements – performance statement

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MoG changes have implications for the SDS, particularly the change of functions from one department to another and how it affects the presentation in the SDS.

The [SDS: Performance Statement Requirements](#) sets out specific requirements for departments affected by MoG changes.

## Annual reporting

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MoG changes have implications for annual reports, particularly for abolished departments and departments with new and/or changed functions.

Part D of the [Annual Report Requirements for Queensland Government Agencies](#) sets out specific annual reporting requirements for departments affected by a MoG change.



### ***Suggested reference***



**[Guidelines for Machinery of Government \(MoG\) Changes](#)**

Queensland Treasury

# Appendix

## Appendix A – Service logic framework for service areas and service standards

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### Service logic model

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A service logic approach should be used in the development of service areas and services to ensure services are grouped by related objectives and outcomes.

Applying a service logic approach to the designing of service areas will ensure that inputs are appropriately used to deliver programs and activities, which in turn contribute to the agency's strategic objectives.

This will influence more robust performance monitoring and reporting on the outcomes of the services to determine whether these are meeting service objectives and community expectations.

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#### What is a service logic model?

Logic models are an effective tool to assist agencies in determining their service area objectives, which in turn can be used to evaluate whether services are aligned to the agency business direction and whole-of-government objectives. Logic models integrate inputs, activities, outputs, and outcomes into a meaningful and compelling 'story' about the performance of a public program (Institute on Governance 2002, *Not a "Tool Kit": Practitioner's Guide to Measuring the Performance of Public Programs*, Ottawa Canada). Logic models are used to present and share understanding of the relationships between the resources available to deliver services, the activities being carried out, and the results which are hoped to be achieved.

Logic models can be variously (and most commonly) described as 'program' or 'service' logic models.

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#### What do logic models do?

Organisational effectiveness ultimately requires good design, planning, communication, success measures, monitoring and evaluation. Logic models can contribute to the quality of all these elements and helps organisations to focus on and be accountable for what matters – outcomes.

Specifically, logic models help develop and articulate what we want to do using simple questions – what, why, who and how – to cut through complexity and focus activity.

They help provide context by defining the situation, priorities, and objectives; and identify what is used/invested (inputs); what is done and who is reached (outputs); and what is hoped to be achieved, how and when (outcomes).

In addition to being applied at the service/program level, logic models can also be used to explore the potential for collective action, build a common agenda, co-ordinate activities and measure impacts.

## What does a logic model look like?

The model depicted in the diagram below (Figure 1) is commonly used to visually demonstrate a service logic. Another model is that used by the Productivity Commission and in the *Report on Government Services* (Figure 2).

It should be noted that these diagrams provide a basic depiction of a logic model, and methodologies implemented within an agency can ultimately vary in scope and complexity. There is no 'one size fits all' approach in applying a logic model approach.

Figure 1 – General service logic diagram

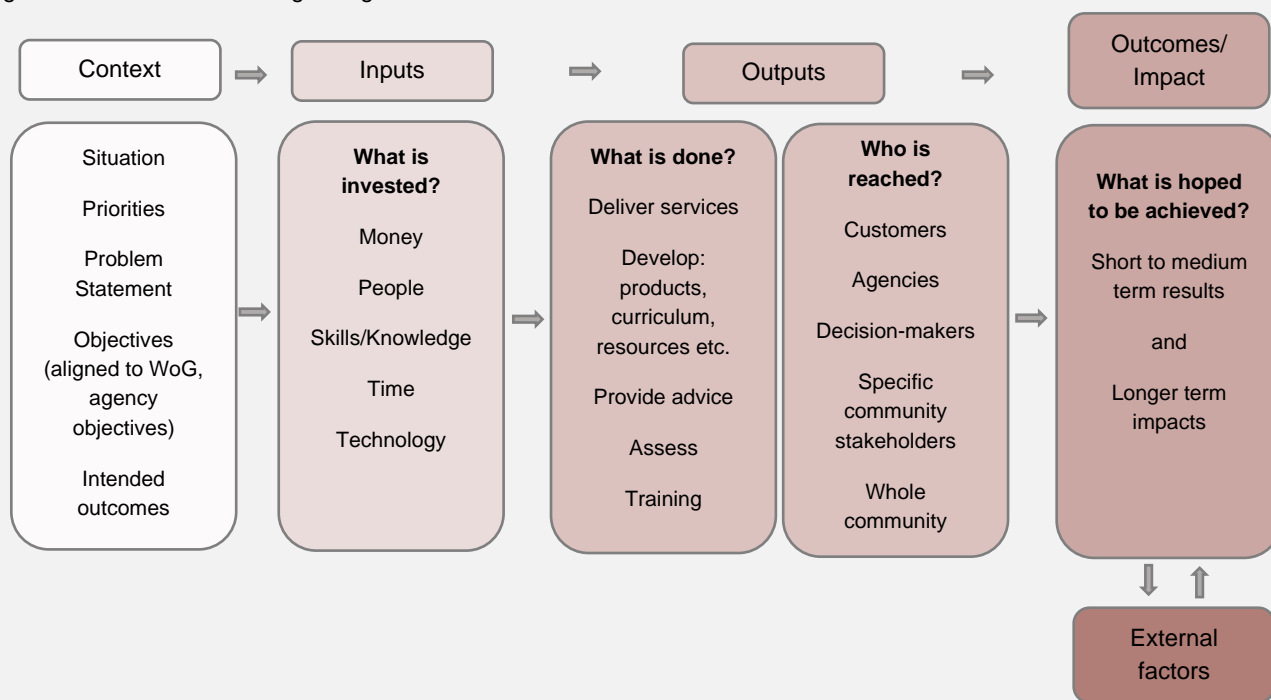
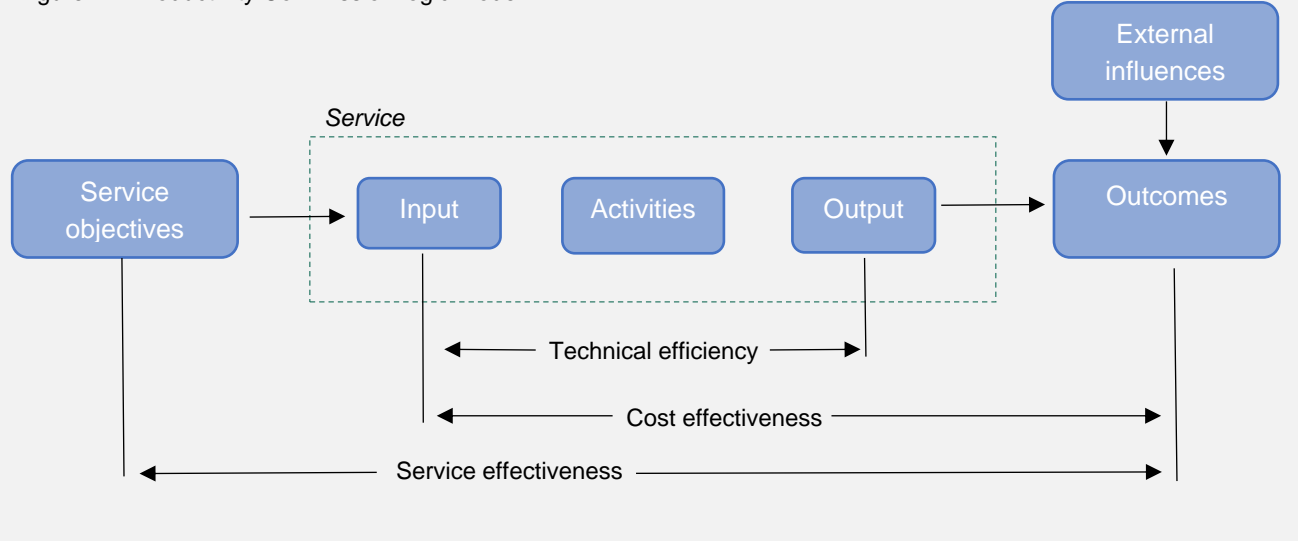


Figure 2 – Productivity Commission logic model



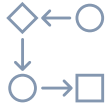
(Adapted from *Report on Government Services*, Australian Government Productivity)

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## What are the advantages of developing and using a logic model approach?

There are many documented benefits associated with logic models, key of which are identified below:



### Process: Developing a logic model

- builds a common understanding about what the program/service is, what it is expected to do and achieve, and what performance indicators will be used to measure performance
- bridges the gap between strategic and operational planning
- offers the strategic means to critically review and improve thinking
- helps identify service gaps and guide the prioritisation and allocation of resources
- can provide an opportunity to refine and improve services, including alternative and innovative ways of doing business
- provides a framework within which assumptions and risks relevant to a program/service are made explicit – demanding consideration of appropriate action. Generates thinking about all the things that can affect whether or not we are successful.
- helps in identifying suitable performance measures – assisting in isolating factors that should be monitored to assess performance
- helps identify means of verifying program/service accomplishments
- helps identify critical questions for future evaluation
- provides a basis for assessing if service areas are operating as planned.



### Product: Having a completed logic model

- provides a greater level of transparency on the way in which services are planned and delivered
- demonstrates accountability by keeping stakeholders focussed on outcomes and linking activities to results
- can lead to a higher level of efficiency in meeting goals and objectives
- influences agency effectiveness and support continuous improvement
- provides a credible reporting framework
- can help to strengthen the case for program/service investment
- assists in keeping the program/services focussed
- helps build public confidence.

## Service standard logic model

When developing service standards, you need to consider the inputs, process, and outputs you are delivering to achieve the service outcomes.

Using a logic model will help to focus on identifying what the inputs are to complete the processes and what outputs will be created by these processes.

The following logic model can be used in the development of service standards:

<p><b>Objective</b></p>	<p style="text-align: center;"><b>Describe the objective of the service / program / activity.</b></p> <p>The objective should be focussed on the outcome (end result or impact), not the means (actions, activities, discrete services or products) of achieving the objective.</p> <p>Consider:</p> <ul style="list-style-type: none"> <li>- who are the clients / customers / stakeholders / cohorts?</li> <li>- what are you trying to achieve / what is the problem to be solved?</li> <li>- does this align with the objective of the service area?</li> </ul>
<p><b>Input</b></p>	<p style="text-align: center;"><b>Identify the resources available to meet the objective.</b></p> <p>Measures of input reflect the resources consumed in delivering a service. Input measures are useful in showing the total cost of providing a service, the resources used to provide the service and service demand.</p> <p>Examples:</p> <ul style="list-style-type: none"> <li>- labour</li> <li>- assets</li> <li>- budget / funding</li> <li>- equipment &amp; supplies</li> <li>- clients / customers / stakeholders / service providers</li> </ul>
<p><b>Process</b></p>	<p style="text-align: center;"><b>Identify the processes or work unit activities that directly help to deliver an output.</b></p> <p>Measures of process reflect how the agency delivers the service. Process measures are useful in demonstrating the performance of an activity and how this delivers outputs.</p> <p>Examples:</p> <ul style="list-style-type: none"> <li>- compliance with procedures and policies</li> <li>- activities completed within nominated timeframes</li> <li>- provision of information</li> </ul>
<p><b>Output</b></p>	<p style="text-align: center;"><b>Identify the outputs that will be used to measure the amount of work done.</b></p> <p>Measures of output reflect the amount of work done. Output measures are useful in defining what a service / program has produced / delivered.</p> <p>Examples:</p> <ul style="list-style-type: none"> <li>- number of service instances i.e., permits issued, patients treated, kilometres of road upgraded, businesses assisted, website views/downloads, inspections etc.</li> </ul>

<b>Outcome</b>	<b>Identify the service outcome measure that will be used to measure whether the agency has achieved the objective of the service area.</b>	
	Measures of outcome reflect the results to be achieved by the program / service. Outcome measures should also indicate the extent to which the activity has achieved the service area objective.	Examples: - desired change in targeted service improvement i.e., education and training outcomes, crime and recidivism, employment, compliance, investment etc.

Output and process measures are often mistaken for outcome measures. Output measures are limited because they only demonstrate how much work has been done, and not how well the service objectives have been achieved (how well activities / programs are working). Outcome measures demonstrate the effectiveness or efficiency of the service provided.

The difference between outputs and outcomes:

Output: number of vaccinations administered.

Outcome: proportion of the population vaccinated.

Output: number of criminal investigations closed and finalised.

Outcome: rate of personal and property offences.

Output: number of hectares managed through fire hazard reduction burns.

Outcome: proportion of state-controlled land managed through fire hazard reduction burns.

Understanding the agency's outputs will allow the identification of the services delivered to customers or have a direct impact on stakeholders or the community, with service outcomes measured through service standards of effectiveness and efficiency.



### ***Suggested references***



**[Financial Accountability Handbook](#)**

**[Queensland Government Program Evaluation Guidelines](#)**

Queensland Treasury



**[Domestic and Family Violence Evaluation Toolkit](#)**

Queensland Government (only accessible by Queensland Government departments)



**[Good Practice Guide: Service Logic Model](#)**

Queensland Audit Office



**[Logic Models](#)**

University of Wisconsin-Extension



**[Approach to performance reporting](#)**

Australian Government: Productivity Commission

## Appendix B – Suggested information sources for reviewing strategic plans and the SDS performance statement

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A suggested list of information sources agencies should consider when reviewing a strategic plan or the performance statement published in the SDS is provided below:

At a minimum, a review should consider:

- previous year's [SDS](#)
- current published strategic plan – as per the agency's website
- recent annual reports – as per the agency's website
- current operational plan/s – as per the agency's records management system (not published)
- environmental scanning material.

The following information should also be considered:

- [Government's objectives for the community](#)
- [Ministerial Charter letters](#)
- [Interjurisdictional Agreements and cross jurisdictional commitments](#)
- [Report on Government Services](#) (for relevant departments)
- whole of government priorities and strategies (various websites)
- sources of external benchmarks and industry standards.



## An agency’s perspective

*Note: Examples are for illustrative purposes only and do not reflect actual performance information*

Description	Example 1: Health	Example 2: Education	Example 3: Policy development	Example 4: Regulation
<p><b>Vision</b> <i>What the agency aspires to be</i></p> <ul style="list-style-type: none"> <li>Describes what the agency aspires to be and/or achieve for Queensland by reflecting on how it wishes to be perceived by customers, stakeholders and the community and/or what it is working towards achieving for Queensland. This statement takes into account the current status of the agency and outlines its future direction.</li> </ul>	<ul style="list-style-type: none"> <li>Providing Queenslanders with timely access to world class health and hospital services.</li> </ul>	<ul style="list-style-type: none"> <li>Advancing education for all Queenslanders to succeed.</li> </ul>	<ul style="list-style-type: none"> <li>We make a real and tangible difference today and our contributions will be recognised by future generations.</li> </ul>	<ul style="list-style-type: none"> <li>A fair, safe and just Queensland.</li> </ul>
<p><b>Purpose</b> <i>What the agency is intended to do</i></p> <ul style="list-style-type: none"> <li>Specifies the overall aim of the agency – a simple statement of the agency’s reason for being.</li> </ul>	<ul style="list-style-type: none"> <li>To provide high quality, safe and sustainable health services to meet the needs of our communities.</li> </ul>	<ul style="list-style-type: none"> <li>To provide Queenslanders with the knowledge, skills and confidence to maximise their potential and contribute productively to the economy.</li> </ul>	<ul style="list-style-type: none"> <li>To support and provide advice to the Premier and the government to respond to the needs to Queensland communities.</li> </ul>	<ul style="list-style-type: none"> <li>To contribute to a fair and just society and safe and healthy communities.</li> </ul>
<p><b>Objectives</b> <i>What the agency intends to achieve</i></p> <ul style="list-style-type: none"> <li>The effects or impacts that an agency seeks to have on its customers, stakeholders and the community. Objectives should deliver the agency business direction and align with Government’s objectives for the community.</li> <li>Agency objectives are progressively achieved over a number of years.</li> <li>Agency objectives describe:                             <ul style="list-style-type: none"> <li>the effects that agency services will have on customers, stakeholders and the community</li> <li>how those effects relate to the Government’s objectives for the community.</li> </ul> </li> <li>Agency objectives should:                             <ul style="list-style-type: none"> <li>be focussed statements of what the agency intends to achieve and be clear and measurable</li> <li>focus on outcomes (end result or impact), not the means (actions or activities) of achieving the objective.</li> </ul> <p>Agency objectives should not be discrete services or products, or written as strategies (the way an agency intends to pursue its objectives).</p> </li> <li>Objectives may not necessarily be entirely within an agency’s control. Ideally an agency should be able to influence the achievement of the objective, particularly where the perception of customers and stakeholders is that the agency is accountable for the actual outcome.</li> </ul>	<ul style="list-style-type: none"> <li>Reduced mortality rates for serious and life-threatening illnesses</li> </ul>	<ul style="list-style-type: none"> <li>Every young Queenslander will be prepared with the educational foundations for successful transitions to further education, training and work.</li> </ul>	<p>The provision of high quality and timely policy advice to improve the performance of public services.<i>(Developing policy is a means to an end, rather than an end in itself. The objective will generally relate to the policy objective, rather than the policy function itself)</i></p>	<ul style="list-style-type: none"> <li>A safer gambling industry for Queenslanders.</li> </ul>

# An agency's perspective

Note: Examples are for illustrative purposes only and do not reflect actual performance information

Description	Example 1: Health	Example 2: Education	Example 3: Policy development	Example 4: Regulation
<p><b>Performance indicators</b></p> <p><i>How the agency will know if it is 'doing the right things'</i></p> <ul style="list-style-type: none"> <li>Indicates the extent to which the outcomes achieved by an agency are meeting its objectives.</li> <li>Agencies responsible for the delivery of performance indicators and/or targets under COAG National Agreements and National Partnership Agreements must be able to clearly align these indicators and/or targets with their agency performance indicators.</li> <li>When dealing with outcomes, direct measures are often difficult – for this reason, measures often only 'indicate' the outcome rather than directly measure it. Often it takes more than one performance indicator to adequately capture an outcome.</li> <li>Performance indicators may not necessarily be entirely within an agency's control. Ideally an agency should be able to influence the achievement of the objective particularly where the perception of customers, stakeholders and the community is that the agency is accountable for the actual outcome.</li> </ul>	<ul style="list-style-type: none"> <li>Mortality rates, e.g. for               <ul style="list-style-type: none"> <li>Cancer</li> <li>Heart disease</li> <li>Diabetes</li> <li>Influenza/ pneumonia</li> <li>Septicaemia.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Proportion of students at or above the national minimum standard and in the upper two bands in reading, writing and numeracy.</li> <li>The gap between Indigenous and non-Indigenous attendance; reading, writing and numeracy achievements; and Year 12 outcomes.</li> <li>Proportion of 20 – 24 year olds having attained Year 12 or equivalent.</li> <li>Proportion of students who, in the year after completing Year 12, are participating in education, training or employment.</li> <li>Proportion of parents satisfied with their child's school.</li> </ul>	<ul style="list-style-type: none"> <li>Cabinet's overall satisfaction with the agency's services.</li> <li>Client satisfaction with the agency's leadership in developing policy advice.</li> </ul>	<ul style="list-style-type: none"> <li>Reduced rates of problem gambling in young people.</li> <li>Reduced rates of at-risk and problem gambling prevalence.</li> <li>Increased industry commitment to safer gambling standards and customer well-being.</li> </ul>
<p><b>Strategies</b></p> <p><i>How the agency intends to achieve its objective</i></p> <ul style="list-style-type: none"> <li>The way in which the agency intends to pursue its objectives and deliver its services.</li> <li>Strategies occur at various levels within an agency. Strategies included in an agency's strategic plan would generally be longer term 'strategic' strategies that are pursued over a number of years. Strategies included in an agency's operational plan would generally be shorter term 'operational' strategies that are pursued over a year or less timeframe.</li> <li>An agency's strategies should collectively deliver its objectives. It is useful for agencies to develop some form of program logic or cause and effect relationship to provide assurance, both within the agency and to customers and stakeholders, that the agency is 'doing the right things' to achieve its objectives.</li> <li>Performance indicators (and service standards) should not directly measure strategies. Strategies should be measured through routine program evaluations.</li> </ul>	<p><i>(Focusing specifically on cancer prevention, diagnosis and treatment)</i></p> <ul style="list-style-type: none"> <li>Establish xx new screening sites to improve access.</li> <li>Implement a social marketing campaign to improve screening uptake.</li> <li>Develop screening skills to improve the effectiveness of screening techniques.</li> <li>Invest in R&amp;D to improve screening effectiveness.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen partnerships with parents, communities and stakeholders to improve student learning outcomes.</li> <li>Focus on the core learning priorities: reading, writing (including spelling, grammar and punctuation), numeracy and science.</li> <li>Improve retention, attainment and transition of students at key junctures of schooling.</li> </ul>	<ul style="list-style-type: none"> <li>Provide quality advice and support for the Premier and Cabinet.</li> <li>Provide leadership and work with government agencies and other stakeholders on policy development and performance improvement.</li> <li>Strengthen policy capacity and capability across government.</li> <li>Skill policy officers in research, analysis, consultation processes, legal processes and policy writing.</li> <li>Follow best practice policy development processes as per the Australian Policy Handbook.</li> </ul>	<ul style="list-style-type: none"> <li>Implement partnerships with key stakeholders and industry to improve gambling standards.</li> <li>Ensure regulatory models are focussed on integrity and minimising harm.</li> <li>Release a gambling harm minimisation strategy with actions targeted at addressing gambling behaviour.</li> <li>Deliver support programs and tools to improve gambling behaviour.</li> </ul>
<p><b>Services areas</b></p> <p><i>What the agency will deliver</i></p> <ul style="list-style-type: none"> <li>Related services grouped into a high level service area for communicating the broad types of services delivered by an agency.</li> <li>The performance information published in the SDS is presented by service areas. Agencies that are not published in the SDS are not required to specify service areas.</li> </ul>	<ul style="list-style-type: none"> <li>Primary health care</li> </ul>	<ul style="list-style-type: none"> <li>Strong educational foundations</li> </ul>	<ul style="list-style-type: none"> <li>Policy Advice, Coordination and Cabinet Support</li> </ul>	<ul style="list-style-type: none"> <li>Liquor, gaming and fair trading</li> </ul>

# An agency's perspective

Note: Examples are for illustrative purposes only and do not reflect actual performance information

Description	Example 1: Health	Example 2: Education	Example 3: Policy development	Example 4: Regulation
<b>Service area objective</b> <i>What the agency's service delivery intends to achieve</i> <ul style="list-style-type: none"> <li>Describes the effects that the service area's services will have on customers, stakeholders and/or the community.</li> <li>Is focussed on the outcome (end result or impact), not the means (actions, activities, discrete services or products) of achieving the objective.</li> <li>Is pitched at a level within the agency's scope of influence and must be measurable through the service standards.</li> </ul>	<ul style="list-style-type: none"> <li>To reduce potentially serious diseases through health intervention early disease management.</li> </ul>	<ul style="list-style-type: none"> <li>Queensland students achieving successful education outcomes.</li> </ul>	<ul style="list-style-type: none"> <li>Provide quality policy advice to enable better government decision-making.</li> </ul>	<ul style="list-style-type: none"> <li>To reduce gambling harm experienced by Queenslanders.</li> </ul>
<b>Services</b> <i>How the agency will deliver</i> <ul style="list-style-type: none"> <li>The products and engagements undertaken by agencies that deliver outputs and result in outcomes for customers and stakeholders. Ideally, services generate benefits for customers and stakeholders and as a result, are valued by them.</li> <li>Where a service area consists of a number of services, agencies must consider if it is appropriate for the service area to be presented as separated material services.</li> <li>Material services are those services that consume the most funds allocated to the service area or which omission or misstatement of performance information could influence decision making.</li> <li>The efficiency and effectiveness of service delivery is measured using service standards.</li> </ul>	<ul style="list-style-type: none"> <li>Preventive health outcomes</li> </ul>	<ul style="list-style-type: none"> <li>School education</li> </ul>	<ul style="list-style-type: none"> <li>Policy Advice</li> </ul>	<ul style="list-style-type: none"> <li>Liquor and gaming regulation</li> </ul>
<b>Service standards</b> <i>How the agency will know if it is 'doing things right'</i> <p>Define the level of performance that is appropriate for the service area/service and is expected to be achieved.</p> <p>In developing service standards, keep in mind the potential effect that measuring and reporting the standard will have on behaviour. Will monitoring the standard encourage improved performance? Are there potential unintended consequences for other aspects of performance (e.g. valuing timeliness of delivery rather than overall effectiveness)?</p>				
<b>Standards of efficiency</b> <i>How the agency's resources are being used</i> <ul style="list-style-type: none"> <li>Reflect how capabilities (resources) are used to produce outputs for the purpose of achieving desired outcomes.</li> <li>Efficiency measures are generally shown as a ratio, e.g. cost per service transaction, or some other form of comparison.</li> </ul>	<ul style="list-style-type: none"> <li>Screening cost per patient (<i>i.e. input standard / activity standard</i>)</li> </ul>	<ul style="list-style-type: none"> <li>Average cost of service per student: Primary (Prep - Year 7)</li> <li>Average cost of service per student: Secondary (Year 8 - Year 12)</li> <li>Average cost of service per student: Students with Disabilities</li> </ul>	<ul style="list-style-type: none"> <li>Average cost of policy advice (<i>input standard per activity standard</i>)</li> </ul>	<ul style="list-style-type: none"> <li>Average cost per person who received prevention support services</li> <li>Average cost per compliance activity (<i>input standard per activity standard</i>)</li> </ul>
<b>Standards of effectiveness</b> <i>How well the agency's service delivery is creating the desired results</i> <ul style="list-style-type: none"> <li>Reflect how well the actual outputs of a service achieves the stated purpose (objective) of the service.</li> <li>Standards of effectiveness describe the quantifiable extent of the effect of the service on recipients (<i>i.e. the outcome experienced by them</i>), as a result of the level and quality of the service or product provided.</li> <li>Quality and process are dimensions of effectiveness and are sometimes used as proxies for measures of effectiveness where it is unrealistic or not cost effective to capture effectiveness in its entirety.</li> </ul>	<ul style="list-style-type: none"> <li>% of stage 1 XYZ cancers detected through screening service as a proportion of total patients diagnosed with XYZ cancer</li> <li>Rate of adoption of new technologies developed as a result of R&amp;D strategies</li> <li>% reduction in demand for tertiary treatment services for XYZ cancer</li> </ul>	<ul style="list-style-type: none"> <li>Years 3, 5, 7 and 9 Test - Proportion of students at or above the National Minimum Standard: Reading, Writing and Numeracy</li> <li>Proportion of Year 12 students awarded a QCE</li> <li>Proportion of Year 12 students who are completing or have completed a SAT or were awarded one or more of: QCE, IBD or VET qualification</li> <li>Proportion of OP/IBD students who received an OP 1 to 15 or an IBD</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of Cabinet submissions that meet or exceed agreed quality criteria</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of prevention program attendees who decrease the amount of money or time they spend gambling 3 months after program commencement.</li> <li>Proportion of adults who gamble more than four times a month and agree they are at risk of harm from their gambling.</li> <li>Proportion of 13-18 year olds who reported they had gambled in the past 30 days.</li> <li>% of non-compliant premises brought back into compliance with regulations.</li> </ul>

# An agency's perspective

Note: Examples are for illustrative purposes only and do not reflect actual performance information

Description	Example 1: Health	Example 2: Education	Example 3: Policy development	Example 4: Regulation
<b>Other types of measures</b> Service standards are intended to demonstrate efficiency and effectiveness. Measures of activity, process, input, quality or access/equity may be relevant to and retained for your agency's internal monitoring, but generally do not need to be included in the Service Delivery Statement. However, in some cases, inclusion of these measures may be justified because of public interest to demonstrate changes in demand for a service, or as a proxy where it is not cost effective to collect information to measure efficiency or effectiveness. In such cases, the agency should include a notation to the measure to explain the purpose of the measure and why it is considered an important measure of the agency's performance.				
<b>Activity measures</b> <ul style="list-style-type: none"> <li>Measure the number of service instances, service recipients, or other activities for the service. They demonstrate the volume of work being undertaken. They are generally measures of busyness.</li> <li>Activity measures can often be converted into efficiency measures by combining them with input measures to show the unit cost of the activity.</li> </ul>	<ul style="list-style-type: none"> <li>Number of patients screened</li> </ul>	<ul style="list-style-type: none"> <li>Number of students</li> </ul>	<ul style="list-style-type: none"> <li>Number of policies developed</li> </ul>	<ul style="list-style-type: none"> <li>Number of complaints and/or suspected breaches investigated</li> <li>Number of compliance audits and reviews conducted</li> <li>Number of people who attended prevention programs</li> </ul>
<b>Process measures</b> <ul style="list-style-type: none"> <li>Measure throughput, or the means by which the agency delivers the service, rather than the service itself. They demonstrate how the agency delivers services, rather than how effectively services are delivered.</li> <li>Process measures are sometimes used as proxies for effectiveness measures if it is impractical or uneconomical to measure the effectiveness of the service or its outcome.</li> </ul>	<ul style="list-style-type: none"> <li>Average time for screening service</li> <li>Compliance with medical protocols</li> </ul>	<ul style="list-style-type: none"> <li>Average attendance rate for all students P-12 full time</li> </ul>	<ul style="list-style-type: none"> <li>% of policy submissions assessed as compliant with the Queensland Cabinet Handbook</li> </ul>	<ul style="list-style-type: none"> <li>% of front-end regulatory activities completed within nominated timeframes</li> </ul>
<b>Input (cost) measures</b> <ul style="list-style-type: none"> <li>Measure the resources consumed in delivering a service, either as an absolute figure or as a percentage of total resources. Input measures demonstrate what it costs to deliver a service.</li> <li>Input measures can often be converted to efficiency measures by combining them with activity measures to show the unit cost of the activity.</li> </ul>	<ul style="list-style-type: none"> <li>Total cost of screening services</li> </ul>	<ul style="list-style-type: none"> <li>Total cost per school</li> </ul>	<ul style="list-style-type: none"> <li>Total cost of policy advice</li> </ul>	<ul style="list-style-type: none"> <li>Total cost of regulation</li> </ul>
<b>Quality measures</b> <ul style="list-style-type: none"> <li>Measure whether a service is fit for purpose, for example, extent to which outputs conform to specifications.</li> <li>Quality itself is one dimension of effectiveness, but does not necessarily fully represent how effective a service is - a service could be high quality, but still not effective, and vice versa.</li> <li>The quality of a service can be measured in various ways – timeliness, accuracy, completeness, accessibility and equity of access, continuity of supply, and/or customer satisfaction.</li> </ul>	<ul style="list-style-type: none"> <li>Average waiting time (accessibility)</li> <li>% population screened (market penetration)</li> <li>Patient satisfaction</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of parents satisfied with their child's school</li> </ul>	<ul style="list-style-type: none"> <li>% of policy advice returned for clarification</li> <li>% of policy advice meets the department's quality criteria</li> <li>The recipients overall satisfaction with policy advice</li> </ul> <p><i>(it is generally accepted to use measures of the quality of process, where possible in conjunction with measures of effectiveness and/or effect, to assess the quality of policy)</i></p>	<ul style="list-style-type: none"> <li>Proportion of program attendees who were satisfied with advice and support provided</li> </ul>
<b>Equity measures</b> <ul style="list-style-type: none"> <li>Measure how well a service is meeting the needs of particular groups that have special needs or difficulties in accessing government services.</li> <li>Equity measures focus on any gap in performance between special needs groups and the general population.</li> <li>Equity measures may reflect equity of access – all Australians are expected to have appropriate access to services; and equity to outcome – all Australians are expected to achieve appropriate outcomes from service use.</li> </ul>	<ul style="list-style-type: none"> <li>Mortality rates by Indigenous status</li> <li>Early detection and early treatment for Aboriginal and Torres Strait Islander people</li> </ul>	<ul style="list-style-type: none"> <li>Years 3, 5, 7 and 9 Test - Proportion of students at or above the National Minimum Standard: Reading, Writing and Numeracy; by Indigenous status</li> <li>Number of students with disabilities who have completed 12 years of schooling</li> </ul>	<p><i>(not applicable)</i></p>	<ul style="list-style-type: none"> <li>Number of compliance activities conducted in Aboriginal and Torres Strait Islander communities</li> <li>Gambling rates by Indigenous status</li> <li>Gambling rates by culturally and linguistically diverse status</li> </ul>