

Legal and Regulatory Services Branch

ACCOUNTING MANUAL FOR PUBLIC HEALTH ORGANISATIONS

AMENDMENT NO. 27

27(22/01/15)

Where a number appears at the bottom of an amended page [e.g. 27(22/01/15) – amendment number, date] an alteration has been made or new section included. The amendments as indicated reflect the provisions of Policy Directives/Guidelines/Information Bulletins:

- PD2005_520 Chapter 1 Public Liability Insurance Health Related Organisations
- PD2005_110 Chapter 3 Meals on Wheels Service Charges made by Public Hospitals for Meals Supplied
- PD2005_521 Chapter 4 Hospital Inspections/Accreditations Payments to Colleges

as notified by Strategic Relations and Communications on 22 January 2015 the above Policy Directives have been made obsolete and have been removed from the manual.

The Manuals and complete amendments are available on the Internet at http://www.health.nsw.gov.au/policies/manuals/index.asp
If you choose to print the amendment, make sure you print it double sided.

If you are missing any amendments please email cgrm@doh.health.nsw.gov.au They can be emailed to you in an electronic version.

REMOVE PAGE(S)	INSERT PAGE(S)
1.1 - 1.4	1.1 - 1.4
3.67 - 3.70	3.67 - 3.70
4.23 - 4.24	4.23 - 4.24
Index	Index

INTRODUCTION

As laid down in the Accounts & Audit Determination for Area Health Services and Public Hospitals, a health organisation shall keep accounting records and maintain suitable accounts by manual or electronic means to ensure that:

- (i) its financial affairs are accurately and reliably recorded;
- (ii) that reports can be prepared which reliably present the affairs and operations of a health organisation; and
- (iii) allow the reports required by the Department to be presented in the required form, facilitating a common presentation across health services generally.

Because a health organisation receives a very significant proportion of its funding from the State Government it has an obligation to maintain accounting records and systems of control which are at least similar to the accounting systems and controls which are laid down in the Treasurer's Directions issued under the *Public Finance and Audit Act 1983*.

This Manual outlines the minimum standard required of a health organisation in receipt of Government Cash Payments (both recurrent and capital) and applies the requirements of the Treasurer's Directions to health organisations generally where they are appropriate to such organisations.

In this respect, the Accounts & Audit Determination identifies responsibility as follows:

"The Board of Directors (where applicable) and the Chief Executive, or equivalent, of a public health organisation shall be responsible to ensure:

- (i) the proper performance of its accounting procedures including the adequacy of its internal controls;
- (ii) the accuracy of its accounting, financial and other records;
- (iii) the proper compilation and accuracy of its statistical records; and
- (iv) the due observance of the directions and requirements of the Director-General and the Department

as laid down in this Determination and in circulars and directives issued by the Minister, the Director-General and the Department."

DISTINGUISHING BETWEEN FUNDS

A health organisation is required by the Accounts & Audit Determination to distinguish between its General Fund and its Special Purposes and Trust Fund, having adequate accounting and associated records which allow it to accurately and reliably record the affairs of each fund and clearly distinguish the affairs of one from the other.

Expenditures on Mental Health, Aboriginal Health and Community Health programs must be maintained in real terms, at least at the level of 1998/99 annual budgets. Any reductions to those budgets can only occur with the Department's approval.

Accrual Accounting

A health organisation that has been directed by the Department to introduce accrual accounting on or after 1 July 1990, shall keep its accounts, prepare its financial statements and report in accordance with the provisions of the Accrual Accounting Standards and Procedure Section of this Manual.

In any instance where a provision of the Accounting Standards and Procedure Section differs from a provision of the Accounts & Audit Determination or a provision of the Accounting Manual for Area Health Services and Public Hospitals regarding accounting, the provision of the Accounting Standards and Procedure Section prevails.

21(09/01/14)

General Fund

Accounting records shall be maintained on the double entry system of accounting, using ledger accounts and subsidiary ledger accounts, and journals to accurately and reliably record the financial operations and affairs of the health organisation.

Special Purposes and Trust Fund

The accounting records of the Special Purposes and Trust Fund are to comply with the requirements of the Accounting Standards and Procedures Section.

TREASURY MANAGED FUND

It is compulsory for all Budget Sector Departments, including the Department of Health, to belong to the Treasury Managed Fund and to have the Fund undertake claims management. Any consultancies which are aimed at setting up individual Area or District/Hospital Managed Funds or which offer claims management should **not** therefore be entertained.

Where approval is obtained from the Department health organisations are permitted to establish a cash reserve against possible future managed fund deficits within the General Fund.

Declaration of dividend and payment should be at same time. However, if cash follows at a later date GIO is to be recognised as banker. No change is to be effected.

The Department of Health operates under Treasury direction a managed fund approach to all income policies for the NSW public hospital system.

Such policies cover:

- (i) Cash in Transit;
- (ii) Fidelity Guarantee (in respect of all employees);
- (iii) Fire and Other Perils (in respect of hospital buildings and contents);
- (iv) Personal Accident (in respect of hospital board directors);
- (v) Personal Accident (in respect of voluntary workers);
- (vi) Public Liability;
- (vii) Workers' Compensation.
- (viii) Motor Vehicles (comprehensive)

Area Health Services, District Health Services and Public Hospitals shall:

- (i) comply with directions issued by the Department of Health from time to time concerning the operation of the managed fund including requirements in respect of:
 - the insured component
 - the managed fund component
- (ii) ensure sound risk management policies are adopted.
- (iii) comply with requests issued by the Fund Manager (GIO from 1.7.89) including the use of online computer processing requirements on claims processing.

In this regard, the Chief Executive Officer, must be satisfied that each such group's activities are bone fide health related.

However, to reduce potential liability to the centrally held Public Liability Managed Fund, such groups should be encouraged to take independent public liability insurance if at all possible.

Whilst the Public Liability Managed Fund has been retained centrally, it is the responsibility of all Chief Executive Officers to ensure that effective risk management procedures are applied to the area of liability and deficits, if any, must be met from within the Departments' allocation.

Chief Executive Officers should insist that non health related groups who wish to use hospital facilities have adequate public liability insurance coverage, prior to such use being approved.

LEDGER ACCOUNTS

Ledger accounts shall be classified to provide at minimum monthly, quarterly and annual reports required by the Department and those other reports required by external agencies. The Chart of Accounts may be expanded to suit local needs, provided the health organisation is able to supply its financial information in the form required by the Department of Health, NSW.

JOURNALS

The following journals shall be used:

General Journal (with appropriate narrations for each entry);

Fees Journal;

Cash Receipts Journal;

Cash Payments Journal;

Where appropriate, an electronic interface may be used between the General Ledger and subsidiary accounting systems to replace the manual preparation of Fees Journals, Cash Receipts Journal and Cash Payments Journals.

Other subsidiary journals as required may be used to ensure that the financial affairs of a health organisation are accurately and reliably recorded.

The receipts and payments accounts of a health organisation shall have provision for dissection in accordance with the prescribed Chart of Accounts and be updated regularly, showing all receipts and payments and amounts deposited in the bank. These accounts shall be reconciled with official records maintained by the bank or financial institution (i.e. bank statement, certificate, passbook etc.) at the end of each month and particulars of the reconciliation shall be:

- (i) recorded or appended in an appropriate section of the Cash Records;
- (ii) signed by the person preparing the reconciliation;
- (iii) checked and signed by the supervisor of the person who prepared the reconciliation.

REGISTERS

The following registers shall be used in respect of the General Fund:

Register of Accountable Records; Stores Register; Commitments Register; Assets Register; Motor Vehicle Register; and other registers as are required to ensure that the financial affairs of a health organisation are accurately and reliably recorded.

Register of Accountable Records

Accountable records are documents, records or registers which relate to the ordering, payment, receipting or recording of moneys and/or assets identified by serial numbers or other specific reference, and include: Admission Forms (A1 Forms)/Patient Fees Record Cards, Cabcharge Vouchers, Cheques (Computer/Manual), Meal Tickets, Purchase Order Books, Receipts.

A health organisation shall maintain a record of all accountable forms and records held unissued in stock, in use, or used or cancelled. The register shall be a bound volume with numbered pages and shall show particulars of the accountable records, such as: serial numbers; the date of issue; the person to whom the documents were issued; the location where they are to be used, the date when the volume was returned as used or to be cancelled etc., and the signature/initials of the persons issuing and receiving the documents.

Stores Register

The Stores Register shall record (on stock cards or on an electronic medium) the receipt and issue of stores, and be supported by an adequate system of internal control to ensure that such assets are adequately safeguarded.

The register shall provide for appropriate controls over all goods received and issued from the store.

Stock records should show:

(a) Goods Received:

Date of Delivery Description of Goods Quantity Received Storage Centre Initials of Receiving Officer

(b) Goods Issued:

Date of Issue Particulars of Requisition (Requisition order no.) Description of Goods Quantity Issued Initials of Issuing Officer Initials of Receiving Officer

A separate register may be kept where the volume of issues justifies a separate register for certain stores items. Supplies of Drugs, both into and out of store should be separately controlled (by the pharmacist) in compliance with the Purchasing and Storekeeping Procedure Manual for Area Health Services and Public Hospitals. The provisions of that Manual should also be observed in respect of Receipt and Custody of Stores.

Commitments Register

The Department of Health, NSW required the introduction of a formal commitments register (either manual or electronic) within each health organisation from 1 July 1988, with a view to facilitating:

• greater accountability at the "cost centre", or point of order;

NSW HEALTH SYSTEM FEES AND CHARGES - IMPACT OF THE GOODS AND SERVICES TAX (GST) $\,$

In regard to the impact of the GST on the NSW Health System Fees and Charges the following is advised:

- Fees and charges determined/reviewed by the NSW Health Department
- A schedule of the fees/charges determined/reviewed by the Department, which are not subject to GST is at **Attachment l**.
- The fees/charges set by NSW Health that are taxable supplies or that Health Services are to consider for GST implications are as follows:
- Charges for Health Records and Medical Reports (PD2006 050)

Where revenue derived from the preparation of Medical Reports is in the context of the Medical Officers Rights of Private Practice the service is to be regarded as a taxable supply.

Where the income derived is treated as public hospital revenue, consideration is to be given as to whether it satisfies GST-free status under section 38-250 of the *A New Tax System (Goods and Services Tax) Act 1999*" (GST Act).

ie. Supplies are GST-free if:

- the charge is less than 50% of the GST inclusive market value of the supply; or
- the charge is less than 75% of the cost to the supplier of providing the supply.

NB. Further details are contained in section 3.3 (pages 22 to 24) of the "NSW Health - Finance and Commercial Services - Tax Reform - GST Manual" which is available on the NSW Health Intranet.

All health services need to ensure that documentation/systems exist to compare the costs (including overheads) of providing health records and medical reports, and being able to assess the GST status as detailed above.

Where the Service is determined as being GST-free the rates at column A (below) apply.

or

Where the GST free test is not satisfied the service is therefore a taxable supply and the GST inclusive rates at column B (below) apply.

	A Current Fee \$		B From Feb 2002 (including GST)
Medical Reports	Ψ		Ψ
- no further examination of the patient	220		241
- re-examination of the patient is required	314		345
- new medical practitioner/examination is required	566		622
- health professional other than a medical practitioner	220		241
Clinical Notes/Summary of Inquiries/Search Fee	30		32
Heath Records required to be produced by Subpoena			
- at least 5 working days' notice		50	
less than 5 working days' noticePlus a photocopying charge of \$0.25 per page		75	
Photocopying charge (per page) (number of pages being charged multiplied by 27 cents with total rounded down to nearest 5 cents)	0.25		0.27

• Public Hospital Accommodation Charges

Public Hospital Accommodation Charges are GST-free under section 38-20 of the GST Act except for taxable services eg cosmetic surgery not covered by Medicare (refer section 38-7 of the GST Act).

Where public hospital accommodation is provided for a taxable supply there is to be no grossing up of the approved bed day charge, however $1/11^{th}$ is payable as GST.

• Accommodation and Meal charges for Parents, Relatives or Friends of Patients (PD2014_020)

Accommodation fees are GST-free if: (section 38-250 of the GST Act refers) ie.

- the charge is less than 75% of the GST inclusive market value of the supply; or
- the charge is less than 75% of the cost to the supplier of providing the accommodation.

Supplies (eg Meals) are GST-free if: (section 38-250 of the GST Act refers) ie.

- the charge is less than 50% of the GST inclusive market value of the supply; or
- the charge is less than 75% of the cost to the supplier of providing the meal.

NB. Further details are contained in section 3.3 (pages 22 to 24) of the "NSW Health - Finance and Commercial Services - Tax Reform - GST Manual" which is available on the NSW Health Intranet.

Based upon the benchmark values contained in DEWRSB (Department of Employment, Workplace Relations and Small Business) advice No 1999/7, current Accommodation and Meal charges above are deemed to be GST free ie

	Current Fee \$
Accommodation Only (excluding meals)	20
self contained unitsother	30 15
Meals (maximum per meal per person)	5

- Fees and charges set/reviewed by Area Health Services/Hospitals
- Treasury Circular No. 00/06, advises the NSW Government's policy on adjusting the prices of government goods and services to reflect the impact of the GST, has issued to Area Health Services (copy attached). Area Health Services are to ensure compliance with the contents of this circular in regard to the fees and charges set/reviewed locally.
- In determining the taxable status of Meals on Wheels the following needs to be considered.
- 1. Supply of meals to an individual.

The Commonwealth Minister for Aged Care has made a determination under section 38-30(4) (Community Care) of the GST Act that charges for the supply of meals are GST-free.

1. Supply of meals to a "Meals on Wheels" organisation. (See also page 3.52)

Supply of Meals on Wheels is GST free if:

• the provisions of section 38-250 (nominal consideration etc.) of the GST Act are satisfied.

ie.

- the charge is less than 50% of the GST inclusive market value of the supply; or
- the charge is less than 75% of the cost to the supplier of providing the meal.

NB. Further details are contained in section 3.3 (pages 22 to 24) of the "NSW Health - Finance and Commercial Services - Tax Reform - GST Manual" which is available on the NSW Health Intranet.

If section 38-250 is not satisfied then the provision of meals to a Meals on Wheels Organisation is a taxable supply.

Area Health Services are to review the current rates of charge for Meals on Wheels in accordance with the above advice and the Treasury circular.

• **Ambulance Services** are GST free under section 38-10 of the GST Act in all cases where a person is transported as part of their treatment eg primary responses and inter hospital transports.

Provision of an Ambulance Service presence at events conducted by organisations (eg sporting events) are a taxable supply and current rates should be grossed up in accordance with the Treasury Circular. Where it is necessary to transport a person as part of their treatment at such an event) the transport is GST free.

Freedom of Information (FOI) requests

It is now confirmed that a Division 81 Determination has been approved in relation to FOI requests which renders fees/charges for these reports 'out of scope' of the GST. Accordingly the Department's advice of 10 July 2000 not to gross up FOI rates for GST or provide 1/11th of FOI payments to the ATO is confirmed.

Health Records required to be produced by Subpoena

The Attorney General's Department has been granted a Division 81 Determination in respect of documents required to be produced by subpoena which renders these fees 'out of scope' of the GST. Accordingly the rates at column A (GST exclusive) of the Department's letter of 10 July 2000 are to apply in relation to Health Records required to be produced by Subpoena retrospectively from 1 July 2000.

Should you have any enquiries concerning this matter they may be directed to Trevor Smith on (02) 9391 9158.

PAYMENT TO VISITING MEDICAL OFFICERS (76/317 as amended)

It has been brought to the attention of the Department that in some cases where doctors providing services to public patients are practising in partnership, or there is a relationship between such doctors of employer and employee, accounts for the services of all doctors are being issued in the name of one doctor or the partnership concerned.

Areas/hospitals should require and obtain a separate statement of account from each appointee in respect of the services personally rendered by the appointee. (See more hereunder.)

This does not preclude the area/hospital obtaining from a doctor an appropriate direction for payment where the terms of his/her contractual arrangements with another or others preclude payment to him/her personally. That is, a doctor may give a written authority that any moneys due by the hospital be paid to another person or other persons. The authority may either have effect for a particular month's accounts or be for an indefinite period.

The following policy should be adhered to by all areas/hospitals:

- Every doctor, **who is not** a salaried member of the medical staff of the hospital, who provides medical care to public patients shall be individually appointed as a Visiting Medical Officer by the CE, or delegate, of the area health service and Royal Alexandra Hospital for Children under a written service contract unless section 85 as listed hereunder is applied in respect to the service contract.
- Such appointments shall be made by resolution of the Board and be recorded in the minutes of the meeting at which the resolutions were passed.
- Each Visiting Medical Officer will render accounts individually.

The method of payment has been so determined because the contract is between the practitioner and the relevant area health service/public hospital.

Note: Under section 85 *Health Services Act 1997* "a medical practitioner who a public health organisation wishes to appoint as a visiting medical officer may elect to be appointed under a service contract entered into between the organisation and the medical practitioner's practice company". No such election may be made unless the medical practitioner's practice company carries public liability and medical indemnity insurance to a level approved by the Department from time to time.

CHEQUE SIGNING MACHINE CONTROL REGISTER

	DATE	CHEQUE NUM	MBERS ISSUED	SPOILAGE	NET CHEQUES ISSUED	MACHINE	E METER	TOTAL	BANK	DETAILS	INITIALS
		FROM	ТО		ISSUED	BEGINNING	ENDING	IMPRINTED	ACCOUNT		
1											
2											
3											
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14											
15											
16											
17											
18											
19											
20											

Index

A	
ABNORMAL - EXTRAORDINARY ITEMS - NOTES	8.54
ABNORMAL ITEMS - REVENUES AND EXPENSES	8.73
ACCOMMODATION - HEALTH OWNED - EXTERNAL ORGANISATIONS	3.22
ACCOMMODATION - MARKET RENTAL - HEALTH OWNED	3.74
ACCOUNT - PUBLIC CONTRIBUTIONS TRUST	6.6
ACCOUNTING - AUTHORISATION - ENTITIES - FUNDRAISING	1.23
ACCOUNTING - COLLECTIONS - MULTI COIN - TELEPHONES	3.29
ACCOUNTING - EXPENDITURE	
ACCOUNTING - LIABILITIES - ACCRUAL ACCOUNTING	
ACCOUNTING - RECORDS - MICROFILMING	7.26
ACCOUNTING - SERVICES - ORGANISATIONS	
ACCOUNTING AND REPORTING - BUSINESS UNITS	
ACCOUNTING FOR ASSETS - ACCOUNTING - REVALUATIONS	
ACCOUNTING FOR ASSETS - ACQUISITION	
ACCOUNTING FOR ASSETS - ACQUISITION COSTS	
ACCOUNTING FOR ASSETS - ADDITIONS	
ACCOUNTING FOR ASSETS - CALCULATION - DEPRECIATION	
ACCOUNTING FOR ASSETS - CATEGORY (A) ASSETS	
ACCOUNTING FOR ASSETS - CATEGORY (B1) AND (B2) ASSETS	
ACCOUNTING FOR ASSETS - CATEGORY (C) ASSETS	
ACCOUNTING FOR ASSETS - CHOICE	
ACCOUNTING FOR ASSETS - CLASSIFICATION	
ACCOUNTING FOR ASSETS - DEFINITION	
ACCOUNTING FOR ASSETS - DEPRECIATION	
ACCOUNTING FOR ASSETS - DEPRECIATION - RATES	
ACCOUNTING FOR ASSETS - DONATED	
ACCOUNTING FOR ASSETS - ELECTRONIC - EQUIPMENT - NETWORK	
ACCOUNTING FOR ASSETS - EXPENDITURES - CARRIED FORWARD	
ACCOUNTING FOR ASSETS - FUNCTIONAL CATEGORIES	
ACCOUNTING FOR ASSETS - HERITAGE	
ACCOUNTING FOR ASSETS - HOLDING - COSTS	
ACCOUNTING FOR ASSETS - INFRASTRUCTURE	
ACCOUNTING FOR ASSETS - INVENTORIES	
ACCOUNTING FOR ASSETS - INVESTMENTS	, 8.35
ACCOUNTING FOR ASSETS - JOINT CONTROL	8.16
ACCOUNTING FOR ASSETS - LEASES	8.35
ACCOUNTING FOR ASSETS - LONG LIVES	8.33
ACCOUNTING FOR ASSETS - MAINTENANCE AGREEMENTS	8.16
ACCOUNTING FOR ASSETS - MATERIALITY	8.31
ACCOUNTING FOR ASSETS - MOTOR VEHICLES	8.32
ACCOUNTING FOR ASSETS - NATURAL RESOURCES	8.28
ACCOUNTING FOR ASSETS - OBJECTIVES	8.15
ACCOUNTING FOR ASSETS - PROPERTY - PLANT - EQUIPMENT	8.36
ACCOUNTING FOR ASSETS - PUBLIC LANDS	8.28
ACCOUNTING FOR ASSETS - RECEIVABLES	8.34
ACCOUNTING FOR ASSETS - RECORDING - RECOGNITION	8.16
ACCOUNTING FOR ASSETS - RESEARCH/DEVELOPMENT - COSTS	8.33
ACCOUNTING FOR ASSETS - RESTRICTED USE	
ACCOUNTING FOR ASSETS - RESTRUCTURING	
ACCOUNTING FOR ASSETS - SOURCES - VALUATION	
ACCOUNTING FOR ASSETS - SPECIFIC ISSUES	
ACCOUNTING FOR ASSETS - TIMING - REVALUATIONS	
ACCOUNTING FOR ASSETS - VALUATION	8.18

ACCOUNTING FOR ASSETS - VALUATION - LAND	
ACCOUNTING FOR EXPENDITURE - EMPLOYEES EARNINGS	
ACCOUNTING FOR EXPENDITURE - GENERAL LEDGER	
ACCOUNTING FOR EXPENDITURE - PATIENTS FEES	
ACCOUNTING FOR EXPENDITURE - SUBSIDIARY LEDGERS	
ACCOUNTING FOR EXPENDITURE - SUPERANNUATION REPAYMENTS	
ACCOUNTING FOR FEES AND OTHER INCOME - REVENUE	
ACCOUNTING FOR LIABILITIES - RECOGNITION	
ACCOUNTING FOR PURCHASES AND PAYMENTS	
ACCOUNTING POLICIES - REVENUES AND EXPENSES - SUMMARY	
ACCOUNTING PROCEDURES	2.19
ACCOUNTING PROCEDURES FOR SPECIAL PURPOSES & TRUST FUND	
ACCOUNTING RECORDS	SECTION 1
ACCOUNTING RECORDS - ALTERNATIVE STOCKTAKING	
ACCOUNTING RECORDS - INTERNAL CONTROL - GENERAL	
ACCOUNTING RECORDS - INTRODUCTION	
ACCOUNTING REQUIREMENTS - SPECIAL PURPOSES AND TRUST FUND	
ACCOUNTING REVALUATIONS - ACCOUNTING FOR ASSETS	
ACCOUNTING TO DOCTORS - PRIVATE PRACTICE FUNDS TRUST ACCOUNT	
ACCOUNTS - AUTHORITY - PAY	
ACCOUNTS - FINANCIAL STATEMENTS - CERTIFICATION	
ACCOUNTS - LEDGER	
ACCOUNTS - PAYMENT - PREPARATION	
ACCOUNTS - TRUST LEDGER (LIABILITY)	
ACCOUNTS AND AUDIT DETERMINATION DIRECTIVES - ACCRUAL ACC	
ACCOUNTS OPENED - PRIVATE PRACTICE FUNDS TRUST ACCOUNT	
ACCRUAL ACCOUNTING - ACCOUNTS AND AUDIT DET. DIRECTIVES	
ACCRUAL ACCOUNTING - APPLICATION - MANUAL AND OPERATIVE DATE	
ACCRUAL ACCOUNTING - APPLICATION - MATERIALITY	
ACCRUAL ACCOUNTING - ASSETS - OVERVIEW	
ACCRUAL ACCOUNTING - ASSETS AND LIABILITIES	
ACCRUAL ACCOUNTING - ASSETS AND LIABILITIES	
ACCRUAL ACCOUNTING - BACKGROUND	
ACCRUAL ACCOUNTING - BUDGET SECTOR AGENCIES	
ACCRUAL ACCOUNTING - CHANGES - EQUITY	
ACCRUAL ACCOUNTING - CONSOLIDATION - ANNUAL STATEMENTS	
ACCRUAL ACCOUNTING - CONSOLIDATION - FINANCIAL STATEMENTS	
ACCRUAL ACCOUNTING - CONSOLIDATION - INFORMATION	
ACCRUAL ACCOUNTING - CONTENT - FINANCIAL STATEMENTS	
ACCRUAL ACCOUNTING - DEFINITION	
ACCRUAL ACCOUNTING - DISTINGUISHING BETWEEN FUNDS	
ACCRUAL ACCOUNTING - EFFECT - CHANGE	
ACCRUAL ACCOUNTING - EXCLUDED - PUBLIC SECTOR - AGENCIES	
ACCRUAL ACCOUNTING - FINANCIAL REPORTING	
ACCRUAL ACCOUNTING - FINANCIAL REPORTING DIRECTIVES	
ACCRUAL ACCOUNTING - FINANCIAL STATEMENTS	
ACCRUAL ACCOUNTING - FINANCIAL STATEMENTS - CONTENT	
ACCRUAL ACCOUNTING - GENERAL - GOVERNMENT - AGENCIES	_
ACCRUAL ACCOUNTING - LANGUAGE - MONETARY AMOUNTS	
ACCRUAL ACCOUNTING - POLICIES	
ACCRUAL ACCOUNTING - PRELIMINARY	8 . 8
ACCRUAL ACCOUNTING - PROVISIONS - ASSETS	
ACCRUAL ACCOUNTING - PURPOSE	
ACCRUAL ACCOUNTING - REFERENCE MATERIAL	•
ACCRUAL ACCOUNTING - REVENUES - EXPENSES	
ACCRUAL ACCOUNTING - STATE CONSOLIDATION	
ACCRUAL ACCOUNTING - STATE GOVERNMENT - TRADING ENTERPRISES	

ACCRUAL ACCOUNTING - SUPPLEMENTARY - FINANCIAL INFORMATION	.55
ACCRUAL ACCOUNTING STANDARDS AND PROCEDURES SECTION	N 8
ACCURACY - ON-LINE ENVIRONMENT - PROCESSING CONTROLS	
ACQUISITION - ACCOUNTING FOR ASSETS	.16
ACQUISITION COSTS - ACCOUNTING FOR ASSETS	
AD HOC REQUESTS - FUNDING	
ADDITIONS - ACCOUNTING FOR ASSETS	
ADEQUATE DOCUMENTATION - DOCUMENTATION CONTROLS	
ADMISSION - PATIENTS MONEY AND PROPERTY	_
AGENCIES - ACCRUAL ACCOUNTING - EXCLUDED - PUBLIC SECTOR	
AGENCIES - ACCRUAL ACCOUNTING - GENERAL - GOVERNMENT	
ALTERNATIVE STOCKTAKING	
AMENITIES ACCOUNTS - PATIENTS	
ANNUAL STATEMENTS - ACCRUAL ACCOUNTING - CONSOLIDATION	
APPENDIX 2 - HOUSE OPERATING ACCOUNT - FINANCIAL STATEMENT	
APPENDIX 3 - GENERAL PROCEDURES - RECEIPTING AND BANKING	
APPENDIX A - CHEQUE SIGNING MACHINE - CONTROL REGISTER	
APPLICATION - EXEMPTION - STAMP DUTIES OFFICE	
APPLICATION - MANUAL AND OPERATIVE DATE - ACCRUAL ACCOUNTING	
APPLICATION - MATERIALITY - ACCRUAL ACCOUNTING	
APPLICATION - MONEYS - CONDITIONS	
ASSET REGISTERS - GENERAL	
ASSETS - ACCRUAL ACCOUNTING - PROVISIONS	_
ASSETS - ACCRUAL ACCOUNTING - PROVISIONS	
ASSETS - REGISTERS	
ASSETS - REVENUES AND EXPENSES - DISPOSAL	
ASSETS - REVENUES AND EXPENSES - SALES	
ASSETS - VALUATION - NON-CURRENT - FAIR VALUE	
ASSETS AND LIABILITIES - ACCRUAL ACCOUNTING	
AUDIT - COMMITTEE	
AUDIT - PRIVATE PRACTICE TRUST FUNDS ACCOUNTS	
AUDIT STATEMENT - FINANCIAL STATEMENTS	
AUSTRALIAN STANDARDS - ACCRUAL ACCOUNTING	8.8
AUTHORISATION - ENTITIES - FUNDRAISING - ACCOUNTING 1.	.23
AUTHORITY - FINANCIAL REPORTING DIRECTIVES	8.8
AUTHORITY - INCUR EXPENDITURE	4.1
AUTHORITY - PAY - ACCOUNTS	4.6
D.	
В	
BACKGROUND - ACCRUAL ACCOUNTING	
BANK ACCOUNTS - DEBIT TAX	
BANK ACCOUNTS - LODGEMENTS - SALARY	
BANK OVERDRAFTS	
BANK RECONCILIATION - PRIVATE PRACTICE FUNDS TRUST ACCOUNTS	
BANKING - MONEYS RECEIVED	
BEQUESTS - GIFTS OF SHARES	
BORROWINGS - REVENUES AND EXPENSES	
BUDGET SECTOR AGENCIES - ACCRUAL ACCOUNTING	-
BUDGET SECTOR AGENCIES - ACCROAL ACCOUNTING	
BUSINESS ACTIVITY STATEMENTS - NSW HEALTH STANDARDS	
BUSINESS UNITS - ACCOUNTING AND REPORTING	
TOTAL TOTAL TRANSPORT OF THE PROPERTY OF THE P	2.0
C	
CALCULATION - DEPRECIATION - ACCOUNTING FOR ASSETS	.30

CANTEENS - PURCHASES	
CAPITAL - REVENUES AND EXPENSES - REVENUE	8.41
CAPITAL WORKS - FUNDING	3 . 18
CAPITAL WORKS - IN PROGRESS - REVENUES AND EXPENSES	8.79
CARRIED FORWARD - ACCOUNTING FOR ASSETS - EXPENDITURES	8.33
CASH - REVENUES AND EXPENSES - CURRENT ASSETS	8 . 73
CASH - VALUABLES - PATIENTS MONEY AND PROPERTY	2.3
CASH FLOW - FINANCIAL STATEMENTS - STATEMENT	
CASH FLOW - STATEMENT	
CASH FLOW - STATEMENT - REVENUES AND EXPENSES - NOTE	
CASH HANDLING - CHECKLIST	
CASH HANDLING - CHECKLIST - HOSPITALS OVER 100 ADA	
CASH HANDLING - CHECKLIST - HOSPITALS UNDER 100 ADA	
CATEGORY (A) ASSETS - ACCOUNTING FOR ASSETS	
CATEGORY (B1) AND (B2) ASSETS - ACCOUNTING FOR ASSETS	
CATEGORY (C) ASSETS - ACCOUNTING FOR ASSETS	
CERTIFICATION - ACCOUNTS - FINANCIAL STATEMENTS	
CHANGE - ACCRUAL ACCOUNTING - EFFECT	
CHANGES - EQUITY - ACCRUAL ACCOUNTING	
CHARGES - GST - FEES	
CHARGING POLICY - CLINICALLY REQUIRED - GENETICS TESTS	
CHARITABLE FUNDRAISING ACTIVITIES - REVENUES AND EXPENSES	
CHART OF ACCOUNTS	
CHECKLISTS - CASH HANDLING	
CHEQUES - DISHONOURED	
CHEQUES - MISAPPROPRIATED	
CHEQUES - OPENING	
CHEQUES - OFENINGCHEQUES - REPLACEMENT - STOPPAGE - PAYMENT	
CHEQUES - REPLACEMENT - STOPPAGE - PATMENT	
CHEQUES - SIGNING MACHINES - CONTROL REGISTER - APPENDIX A	
CHEQUES - STALECHEQUES DRAWN - HEALTH ORGANISATION - STAMP DUTY	
CHOICE - ACCOUNTING FOR ASSETS	
CHRISTMAS PRESENTS - PURCHASES	
CLASSIFICATION - ACCOUNTING FOR ASSETS	•
CLINICAL TRAINING - GRANTS - POSTGRADUATE	_
CLINICALLY REQUIRED - GENETICS TESTS - CHARGING POLICY	
CLOSURE OF HEALTH ORGS - RETENTION/DISPOSAL RECORDS	
CLOTHING - PURCHASES	
COLLECTIONS - MULTI COIN - TELEPHONES - ACCOUNTING	
COMMISSIONER OF TAXATION - PAYMENT - INCOME TAX DEDUCTIONS	
COMMITTEE - AUDIT	
COMMUNICATIONS - INTERNAL CONTROL - INTERNAL AUDIT	
COMPUTER BASED FINANCIAL SYSTEMS - DEFINITION - TERMS	
COMPUTER BASED FINANCIAL SYSTEMS - INTERNAL CONTROL	
COMPUTER BASED FINANCIAL SYSTEMS - PROJECT MANAGER	
COMPUTER BASED FINANCIAL SYSTEMS - SYSTEM ADMINISTRATOR	
COMPUTER BASED FINANCIAL SYSTEMS - USER MANAGER	
CONDITIONS - APPLICATION - MONEYS	
CONSOLIDATION - ANNUAL STATEMENTS - ACCRUAL ACCOUNTING	
CONSOLIDATION - FINANCIAL REPORTING	
CONSOLIDATION - FINANCIAL STATEMENTS - ACCRUAL ACCOUNTING	
CONSOLIDATION - INFORMATION - ACCRUAL ACCOUNTING	
CONTENT - ACCRUAL ACCOUNTING - FINANCIAL STATEMENTS	
CONTENT - FINANCIAL STATEMENTS - ACCRUAL ACCOUNTING	
CONTINGENT LIABILITIES - REVENUES AND EXPENSES	
CONTRIBUTIONS - GRANTS - REVENUES AND EXPENSES	
CONTROL - FUNDRAISING - ACCOUNTING - AUTHORISATION	
CONTROL REGIOTER - APPENDIX A - CHEQUE SIGNING MACHINE	4.24

CORRECTION - ERRORS	
COSTS - ACCOUNTING FOR ASSETS - HOLDING	
COSTS - ACCOUNTING FOR ASSETS - RESEARCH/DEVELOPMENT	
CREDITORS - REVENUES AND EXPENSES	
CURRENT ASSETS - CASH - REVENUES AND EXPENSES	
CURRENT ASSETS - INVENTORIES - REVENUES AND EXPENSES	
CURRENT ASSETS - RECEIVABLES - REVENUES AND EXPENSES	
CUSTODY - RECEIPTS - ISSUE - USAGE	2.1
D	
DEBIT TAX - BANK ACCOUNTS	2 42
DECEASED - DISCHARGED - PATIENTS MONEY AND PROPERTY	
DEFINITIONS - ACCOUNTING FOR ASSETS	
DEFINITIONS - ACCOUNTING FOR ASSETS 8.6	
	•
DEFINITIONS - RECEIPTS	
DEFINITIONS - TERMS - COMPUTER BASED FINANCIAL SYSTEMS	
DEPRECIATION - ACCOUNTING FOR ASSETS DEPRECIATION - ACCOUNTING FOR ASSETS - CALCULATION	
DEPRECIATION - ACCOUNTING FOR ASSETS - CALCULATION	
DEVELOPMENT CONTROLS - INTERNAL CONTROL - INTERNAL AUDIT	
DISASTER RECOVERY PLANS - INTERNAL CONTROL - INTERNAL AUDIT	
DISBURSEMENT - FUNDS - NO 2 ACCOUNTS	
DISCHARGED - PATIENTS MONEY AND PROPERTY - DECEASED	
DISHONOURED - CHEQUES	
DISPOSALS - ASSETS - REVENUES AND EXPENSES	
DISPOSALS - UNCLAIMED - SALARIES - WAGES	
DISTINGUISHING - REVENUES AND EXPENSES	
DISTINGUISHING FREVENDES AND EXTENSES	
DISTINGUISHING BETWEEN FUNDS - ACCRUAL ACCOUNTING	
DOCUMENTATION CONTROLS - ADEQUATE DOCUMENTATION	
DOCUMENTATION CONTROLS - INTERNAL CONTROL - INTERNAL AUDIT	
DONATIONS - GIFTS-IN-KIND	
DONATIONS - REVENUES AND EXPENSES	
DOUBTFUL/BAD DEBTS - REVENUES AND EXPENSES	8.43
F	
EDIT CONTROLS - PROCESSING CONTROLS	
EFFECT - CHANGE - ACCRUAL ACCOUNTING ELECTRONIC - EQUIPMENT - NETWORK - ACCOUNTING FOR ASSETS	
EMPLOYEE - EXPENSES - REVENUES AND EXPENSES	
EMPLOYEES - ACCOUNTING FOR SPENDING - SUPER. REPAYMENTS	
EMPLOYEES - EARNINGS - ACCOUNTING FOR EXPENDITURE	
ENTITIES - FUNDRAISING - ACCOUNTING - AUTHORISATION	
	-
ENTITLEMENTS - SES AND OTHER OFFICERS	
EQUIPMENT - ACCOUNTING FOR ASSETS - PROPERTY - PLANT	
EQUIPMENT - INTERNAL AUDIT - SECURITY - RECORDS	
EQUIPMENT - INTERNAL CONTROL - GENERAL - PROPERTY - PLANT	
EQUIPMENT - NETWORK - ACCOUNTING FOR ASSETS - ELECTRONIC	
EQUITY - ACCRUAL ACCOUNTING - CHANGES	
EQUITY - ACCRUAL ACCOUNTING - CHANGES	
ERRORS - CORRECTION.	
EXCLUSIONS - PUBLIC SECTOR - AGENCIES - ACCRUAL ACCOUNTING	_
EXEMPTION - STAMP DUTIES OFFICE	
EXPENDITURE - ACCOUNTING	
EXPENDITURE - MISCELLANEOUS	

EXPENDITURE - PATIENTS AMENITIES ACCOUNT - ITEMS/AREAS	2.22
EXPENDITURE - TRUST ACCOUNTS	
EXPENDITURES - CARRIED FORWARD - ACCOUNTING FOR ASSETS	8.33
EXPENSES - ACCRUAL ACCOUNTING - REVENUES	8.39
EXPENSES - REVENUE AND EXPENSES - EMPLOYEE	8.42, 8.69
EXTERNAL ORGANISATIONS - ACCOMMODATION - HEALTH OWNED	•
EXTRAORDINARY ITEMS - NOTES - ABNORMAL	
F	
FAIR VALUE - ASSETS - VALUATION - NON-CURRENT	8 94
FEES - CHARGES - GST	
FEES - PATIENTS	
FEES COLLECTED - PRIVATE PRACTICE FUNDS TRUST ACCOUNT	
FINANCE COMMITTEE	
FINANCIAL AND STATISTICAL REPORTS - REFERENCE SHEET	
FINANCIAL INFORMATION - ACCRUAL ACCOUNTING - SUPPLEMENTARY	
FINANCIAL INSTITUTIONS DUTY - EXEMPTION	
FINANCIAL MANAGEMENT ISSUES	
FINANCIAL POSITION - FINANCIAL STATEMENTS - STATEMENT	
FINANCIAL PROCEDURES - GROUP HOMES	
FINANCIAL REPORTING - ACCRUAL ACCOUNTING	
FINANCIAL REPORTING - ACCRUAL ACCOUNTING	
FINANCIAL REPORTING DIRECTIVES - ACCRUAL ACCOUNTING	
FINANCIAL STATEMENTS - ACCRUAL ACCOUNTING	
FINANCIAL STATEMENTS - ACCRUAL ACCOUNTING - CONSOLIDATION	
FINANCIAL STATEMENTS - ACCRUAL ACCOUNTING - CONTENTFINANCIAL STATEMENTS - APPENDIX 2 - HOUSE OPERATING ACCOUNT	
FINANCIAL STATEMENTS - APPENDIX 2 - HOUSE OPERATING ACCOUNT	
FINANCIAL STATEMENTS - CASH FLOW	
FINANCIAL STATEMENTS - CERTIFICATION - ACCOUNTS	
FINANCIAL STATEMENTS - CONTENT - ACCRUAL ACCOUNTINGFINANCIAL STATEMENTS - FINANCIAL POSITION	
FINANCIAL STATEMENTS - NOTESFINANCIAL STATEMENTS - OPERATING STATEMENT	
FINANCIAL STATEMENTS - OPERATING STATEMENT	
FINANCIAL STATEMENTS - SCHEDULESFINANCIAL STATEMENTS - SPECIAL PURPOSES AND TRUST FUND	
FINANCIAL SYSTEMS - INTERNAL CONTROLS - COMPUTER BASED	
FINANCIAL TRANSACTIONS FOR PATIENTS - HEALTH EMPLOYEES	
FINANCIAL YEAR - PRIVATE PRACTICE TRUST ACCOUNTS FOOD - PAYMENT	
FORMAT - OPERATING STATEMENT	
FORMATION - OPERATION - SUBSIDIARY COMPANIES	
FRANKING MACHINES - POSTAL STAMPS - OFFICIAL PURPOSES	
FUNCTIONAL CATEGORIES - ACCOUNTING FOR ASSETS	
FUND - SAMARITANFUNDING - AD HOC REQUESTS	
FUNDING - CAPITAL WORKSFUNDING - PATHOLOGY SERVICES	
FUNDRAISING - ACCOUNTING - AUTHORISATION - ENTITIES	
FUNDS - DISTINGUISHING BETWEEN	
FUNDS - INVESTMENT	•
FUNDS - LOCAL	
FUNDS - NO 2 ACCOUNTS - DISBURSEMENT	
FUNDS - PATIENTS WITHOUT	2.19

-	_
•	7
	_

G	
GENERAL - ACCOUNTING RECORDS - INTERNAL CONTROL	7.17
GENERAL - ASSET REGISTERS	1.16
GENERAL - BOARD AND LODGING	1.15
GENERAL - GOVERNMENT - AGENCIES - ACCRUAL ACCOUNTING	8.91
GENERAL - INTERNAL CONTROL	7.16
GENERAL - INVESTMENTS - INTERNAL CONTROL	7.18
GENERAL - MONEYS - INTERNAL CONTROL	7.19
GENERAL - ORGANISATION - INTERNAL CONTROL	7.16
GENERAL - PATIENTS AMENITIES ACCOUNT	2.21
GENERAL - PAYMENT - RENTAL	
GENERAL - PAYMENT FOOD MISCELLANEOUS ITEMS	1.16
GENERAL - PAYROLL - PERSONNEL - INTERNAL CONTROL	
GENERAL - PROPERTY - PLANT - EQUIPMENT - INTERNAL CONTROL	
GENERAL - SPECIAL PURPOSES AND TRUST FUND	6.1
GENERAL - STOCKS - INTERNAL CONTROL	7.18
GENERAL - STOCKTAKING - INTERNAL CONTROL	
GENERAL LEDGER - ACCOUNTING FOR EXPENDITURE	
GENERAL PROCEDURES - RECEIPTING AND BANKING - APPENDIX 3	
GENETICS TESTS - CHARGING POLICY - CLINICALLY REQUIRED	
GIFTS OF SHARES - BEQUESTS	
GIFTS-IN-KIND - DONATIONS	
GOODS AND SERVICES - ORDERING	_
GOODS AND SERVICES - REVENUES AND EXPENSES	
GOODS AND SERVICES - TREATMENT OF RIGHTS OF PRIVATE PRACTICE	
GOVERNMENT AGENCIES - ACCRUAL ACCOUNTING - GENERAL	
GOVERNMENT FACILITIES - BARTER TRANSACTIONS	
GRANTS - POSTGRADUATE - CLINICAL TRAINING	
GRANTS - REVENUES AND EXPENSES - CONTRIBUTIONS	
GRANTS - REVENUES AND EXPENSES - ENTITLEMENT/DISCRETIONARY	
GRANTS - SUBSIDIES - REVENUES AND EXPENSES	
GROUP - PURCHASES	
GROUP HOMES - FINANCIAL PROCEDURES	
GROUP SERVICES/COMMERCIALISATIONS	
GROUP SERVICES/COMMERCIALISATIONS - BUDGET SECTOR ENTITIES	
GROUP SERVICES/COMMERCIALISATIONS - INTRODUCTION	
GROUP SERVICES/COMMERCIALISATIONS - REVISED POLICY	
GST - FEES - CHARGESGST TREATMENT - RIGHTS OF PRIVATE PRACTICE	3.67
GUIDELINES - PROSECUTION POLICY	
GUIDELINES - SUBSIDIAKY COMPANIES - STATUTURY AUTHORITIES	1.24
H	2.20
HEALTH EMPLOYEES - FINANCIAL TRANSACTIONS FOR PATIENTSHEALTH ORGANISATIONS - STAMP DUTY - CHEQUES DRAWN	_
HEALTH OWNED - ACCOMMODATION - MARKET RENTAL	
HEALTH OWNED - ACCOMMODATION - MARKET RENTALHEALTH OWNED - EXTERNAL ORGANISATIONS - ACCOMMODATION	
HERITAGE - ACCOUNTING FOR ASSETS	
HOLDING - COSTS - ACCOUNTING FOR ASSETS	
HOSPAY/COMPUTERISED - SALARY SYSTEM	
HOSPITALS - MENTAL HEALTH ACT	
HOSPITALS - WENTAL HEALTH ACT	
HOSPITALS - OVER 100 ADA - CASH HANDLING CHECKLISTHOSPITALS UNDER 100 ADA - CASH HANDLING CHECKLIST	
HOUSE FINANCES - MANAGING	
HOUSE OPERATING ACCOUNT - FINANCIAL STATEMENT - APPENDIX 2	

I and the second	
INCOME TAX DEDUCTIONS - COMMISSIONER OF TAXATION - PAYMENT	4.15
INCUR EXPENDITURE - AUTHORITY	4.1
INFORMATION - ACCRUAL ACCOUNTING - CONSOLIDATION	8.46
INFRASTRUCTURE - ACCOUNTING FOR ASSETS	
INPUT CONTROLS - PROCESSING CONTROLS	
INSURANCE - INDEMNITY - SENIOR MEDICAL PRACTITIONERS	
INTERNAL AUDIT - COMMUNICATIONS - INTERNAL CONTROL	7.22
INTERNAL AUDIT - DEVELOPMENT CONTROLS - INTERNAL CONTROL	7.3
INTERNAL AUDIT - DISASTER RECOVERY PLAN - INTERNAL CONTROL	7.8
INTERNAL AUDIT - DOCUMENTATION CONTROLS - INTERNAL CONTROL	7.15
INTERNAL AUDIT - MICRO-COMPUTER CONTROLS - INTERNAL CONTROL	
INTERNAL AUDIT - OPERATIONAL CONTROLS - INTERNAL CONTROL	
INTERNAL AUDIT - ORGANISATIONAL CONTROLS - INTERNAL CONTROL	7.3
INTERNAL AUDIT - SECURITY - ON-LINE SYSTEMS	
INTERNAL AUDIT - SECURITY - RECORDS - EQUIPMENT	7.8
INTERNAL CONTROL - AUDIT - SECURITY - EQUIPMENT	
INTERNAL CONTROL - AUDIT - SECURITY - ON-LINE SYSTEMS	-
INTERNAL CONTROL - COMPUTER BASED FINANCIAL SYSTEMS	7.2
INTERNAL CONTROL - GENERAL	
INTERNAL CONTROL - GENERAL - ACCOUNTING RECORDS	
INTERNAL CONTROL - GENERAL - INVESTMENTS	7.18
INTERNAL CONTROL - GENERAL - MONEYS	
INTERNAL CONTROL - GENERAL - ORGANISATION	
INTERNAL CONTROL - GENERAL - PAYROLL - PERSONNEL	
INTERNAL CONTROL - GENERAL - PROPERTY - PLANT - EQUIPMENT	
INTERNAL CONTROL - GENERAL - STOCKS	
INTERNAL CONTROL - GENERAL - STOCKTAKING	
INTERNAL CONTROL - INTERNAL AUDIT - COMMUNICATIONS	
INTERNAL CONTROL - INTERNAL AUDIT - DEVELOPMENT CONTROLS	
INTERNAL CONTROL - INTERNAL AUDIT - DISASTER RECOVERY PLAN	_
INTERNAL CONTROL - INTERNAL AUDIT - DOCUMENTATION CONTROLS	
INTERNAL CONTROL - INTERNAL AUDIT - MICRO-COMPUTER CONTROLS	
INTERNAL CONTROL - INTERNAL AUDIT - OPERATIONAL CONTROLS	
INTERNAL CONTROL - INTERNAL AUDIT - ORGANISATIONAL CONTROLS	
INTERNAL CONTROL - INTERNAL AUDIT - PROCESSING CONTROLS	-
INTERNAL CONTROL AND INTERNAL AUDIT	
INTERNAL CONTROL AND INTERNAL AUDIT - INTRODUCTION	
INTRODUCTION - ACCOUNTING RECORDS	
INTRODUCTION - GROUP SERVICES/COMMERCIALISATIONS	
INTRODUCTION - INTERNAL CONTROL AND INTERNAL AUDIT	
INVENTORIES - ACCOUNTING FOR ASSETS	
INVENTORIES - REVENUES AND EXPENSES - CURRENT ASSET	
INVESTMENT - FUNDS	•
INVESTMENTS - ACCOUNTING FOR ASSETS	8.28, 8.35
INVESTMENTS - INTERNAL CONTROL - GENERAL	
INVESTMENTS - REVENUES AND EXPENSES	8.73
ISSUE - USAGE - CUSTODY - RECEIPTS	
ISSUE OF TAX INVOICES - PRIVATE PRACTICE FUNDS TRUST ACCOUNT	6.12
ITEMS/AREAS - EXPENDITURE - PATIENTS AMENITIES ACCOUNT	2.22
JOINT CONTROL - ACCOUNTING FOR ASSETS	

L	
LAND - ACCOUNTING FOR ASSETS - VALUATION	8.22
LANGUAGE - MONETARY AMOUNTS - ACCRUAL ACCOUNTING	8.9
LEASES - ACCOUNTING FOR ASSETS	8.35
LEAVE - RECORDS	4.5
LEDGER GENERAL - ACCOUNTING FOR EXPENDITURE	4.10
LEDGERS - ACCOUNTS	1.3
LIABILITIES - ACCRUAL ACCOUNTING - ACCOUNTING	
LIMITATIONS OF EXPENDITURE - PATIENTS AMENITIES ACCOUNT	2.23
LOCAL - FUNDS	
LODGEMENTS - SALARY - BANK ACCOUNTS	
LONG LIVES - ACCOUNTING FOR ASSETS	
LONG SERVICE LEAVE - REVENUES AND EXPENSES	
	· · · -
M	
MACHINES - CHEQUE - SIGNING	4.8
MAINTENANCE - AGREEMENTS - ACCOUNTING FOR ASSETS	8.16
MANAGEMENT TRAILS - PROCESSING CONTROLS	7.14
MANAGING - HOUSE FINANCES	1.13
MANUAL AND OPERATIVE DATE - ACCRUAL ACCOUNTING - APPLICATION	8.9
MARKET RENTAL - HEALTH OWNED - ACCOMMODATION	3.74
MATERIALITY - ACCOUNTING FOR ASSETS	8.31
MATERIALITY - ACCRUAL ACCOUNTING - APPLICATION	
MEDICAL PRACTITIONERS - PRIVATE PRACTICE GROUPS	
MEDICAL PRACTITIONERS - REIMBURSE - INDEMNITY - INSURANCE	
MENTAL HEALTH ACT - HOSPITALS	
MICRO-COMPUTER CONTROLS - INTERNAL CONTROL - INTERNAL AUDIT	
MICRO-FILMING - ACCOUNTING - RECORDS	
MISAPPROPRIATED - CHEQUES	
MISCELLANEOUS EXPENDITURE	
MONETARY AMOUNTS - ACCRUAL ACCOUNTING - LANGUAGE	
MONEY - PROPERTY - UNCLAIMED	
MONEY - SHORT STAY PATIENTS	
MONEYS - INTERNAL CONTROL - GENERAL	
MONEYS - PAYMENT	
MONEYS RECEIVED - BANKING	
MOTOR VEHICLES - ACCOUNTING	
MULTI COIN - TELEPHONES - ACCOUNTING - COLLECTIONS	3.29
N	
NATURAL RESOURCES - ACCOUNTING FOR ASSETS	8.28
NET COST OF SERVICES RESULT - REVENUES AND EXPENSES	8.84
NETWORK - ACCOUNTING FOR ASSETS - ELECTRONIC - EQUIPMENT	8.32
NO 2 ACCOUNTS - DISBURSEMENT - FUNDS	
NON-BUDGET SECTOR ENTITIES - GROUP SRVCES/COMMERCIALISATION	
NON-CURRENT - FAIR VALUE - ASSETS - VALUATION	
NOTES - ABNORMAL - EXTRAORDINARY ITEMS	
NOTES - CASH FLOW STATEMENT - REVENUES AND EXPENSES	
NOTES - FINANCIAL STATEMENTS	
NOTES - OPERATING STATEMENT	
NOTES - STATEMENT OF CASH FLOWS	
NSW HEALTH - PROCUREMENT CARDS (PCARDS)	
NSW HEALTH - SPONSORSHIP POLICY	
NSW HEALTH STANDARDS - BUSINESS ACTIVITY STATEMENTS	
14044 FIEAETH OTAINDAIDO - DOGINEGO ACTIVITI OTATEMENTO	

0	
OBJECTIVES - ACCOUNTING FOR ASSETS	0 1 5
OBJECTS - ACCOUNTING FOR ASSETS	
OBSOLETE ITEMS - PATIENTS AMENITIES ACCOUNT - SURPLUS	
OCCUPATIONAL THERAPY - SALES TAX	
OFFICIAL PURPOSES - FRANKING MACHINES - POSTAL STAMPS	
ON-LINE ENVIRONMENT - PROCESSING CONTROLS - ACCURACY	
ON-LINE SYSTEMS - INTERNAL AUDIT - SECURITY	
OPENING - CHEQUES	
OPERATING STATEMENT - FINANCIAL STATEMENTS	
OPERATING STATEMENT - FORMAT	
OPERATING STATEMENT - NOTES OPERATION - SUBSIDIARY COMPANIES - STATUTORY AUTHORITIES	
OPERATIONAL CONTROLS - INTERNAL CONTROL - INTERNAL AUDIT	
ORDERING - GOODS AND SERVICES	
ORGANISATIONAL CONTROLS - INTERNAL CONTROL - GENERALORGANISATIONAL CONTROLS - INTERNAL CONTROL - INTERNAL AUDIT	
ORGANISATIONS - ACCOUNTING - SERVICES	
OTHER INCOME - REVENUES AND EXPENSES	
OUT-OF-POCKET EXPENSES - SES AND OTHER OFFICERS	
OVERDRAFTS - BANK	
OVERVIEW - ACCRUAL ACCOUNTING - ASSETS	
OWNERSHIP - PATIENTS AMENITIES ACCOUNT	2.22
P	
PART-TIME OFFICERS - PRIVATE PRACTICE FUNDS TRUST ACCOUNTS	6 14
PATHOLOGY SERVICES - FUNDS - NSW PUBLIC HEALTH SECTOR	
PATIENTS - FEES	
PATIENTS - FEES - ACCOUNTING FOR EXPENDITURE	
PATIENTS - MONEY AND PROPERTY	
PATIENTS - MONEY AND PROPERTY - ADMISSION	
PATIENTS - MONEY AND PROPERTY - CASH - VALUABLES	
PATIENTS - MONEY AND PROPERTY - DECEASED - DISCHARGED	
PATIENTS - WITHOUT FUNDS	
PATIENTS AMENITIES ACCOUNT	
PATIENTS AMENITIES ACCOUNT - GENERAL	
PATIENTS AMENITIES ACCOUNT - ITEMS/AREAS - EXPENDITURE	2.22
PATIENTS AMENITIES ACCOUNT - LIMITATIONS OF EXPENDITURE	
PATIENTS AMENITIES ACCOUNT - OWNERSHIP	
PATIENTS AMENITIES ACCOUNT - PURCHASING PROCEDURE	
PATIENTS AMENITIES ACCOUNT - SURPLUS - OBSOLETE ITEMS	
PAY - ACCOUNTS - AUTHORITY	
PAYE - TAXATION DEDUCTIONS	
PAYMENT - MONEYS	
PAYMENTS - CHEQUES - REPLACEMENT - STOPPAGE	
PAYMENTS - FOOD AND MISCELLANEOUS ITEMS	1.16
PAYMENTS - FOOD AND MISCELLANEOUS ITEMS - GENERAL	
PAYMENTS - INCOME TAX DEDUCTIONS - COMMISSIONER OF TAXATION	
PAYMENTS - PREPARATION - ACCOUNTS	
PAYMENTS - RENTAL - GENERAL	
PAYMENTS - THIRD SCHEDULE HOSPITALS - REVENUES AND EXPENSES	
PAYMENTS - VISITING MEDICAL OFFICERS	
PAYROLL - PERSONNEL - INTERNAL CONTROL - GENERAL	
PERSONNEL - INTERNAL CONTROL - GENERAL - PAYROLL	
PLANT - EQUIPMENT - ACCOUNTING FOR ASSETS - PROPERTY	8.36
PLANT - EQUIPMENT - INTERNAL CONTROL - GENERAL - PROPERTY	
POLICIES - ACCRUAL ACCOUNTING	8.52

POLICY - NON BUDGET SECTOR ENTITIES - GROUP SERVICES	
POLICY - PROCUREMENT	
POLICY - REVENUE	3.2
POST BALANCE DATE EVENTS - REVENUES AND EXPENSES	
POSTAL - REMITTANCES	
POSTAL STAMPS - OFFICIAL PURPOSES - FRANKING MACHINES	
POSTGRADUATE - CLINICAL TRAINING - GRANTS	
POSTING - RECEIPTS	
PRELIMINARY - ACCRUAL ACCOUNTING	
PREPARATION - ACCOUNTS - PAYMENT	
PREPARATION - ANNUAL STATEMENTS - ACCRUAL ACCOUNTING	
PRINCIPLES - FUNDING PATHOLOGY SERVICES	
PRINCIPLES - SPONSORSHIPS	
PRIVATE PRACTICE FUNDS TRUST ACCOUNTS - ACCOUNTING	
PRIVATE PRACTICE FUNDS TRUST ACCOUNTS - AUDIT	
PRIVATE PRACTICE FUNDS TRUST ACCOUNTS - BANK RECONCILIATION	
PRIVATE PRACTICE FUNDS TRUST ACCOUNTS - FEES COLLECTED	
PRIVATE PRACTICE FUNDS TRUST ACCOUNTS - 1850E OF TAX INVOICE	
PRIVATE PRACTICE FUNDS TRUST ACCOUNTS - PART-TIME OFFICERS	
PRIVATE PRACTICE FUNDS TRUST ACCOUNTS - TRANSFER OF FEES	
PRIVATE PRACTICE GROUPS - SALARIED MEDICAL PRACTITIONERS	
PRIVATE PRACTICE INDEMNITY INSURANCE PREMIUMS	
PRIVATE SECTOR FINANCING - GOVERNMENT FACILITIES	
PROCEDURES - ACCOUNTING	
PROCEDURES - TRUST FUND	2.13
PROCESSING CONTROLS - ACCURACY - ON-LINE ENVIRONMENT	7.14
PROCESSING CONTROLS - EDIT CONTROLS	7 . 12
PROCESSING CONTROLS - INPUT CONTROLS	7.10
PROCESSING CONTROLS - INTERNAL CONTROL - INTERNAL AUDIT	7.10
PROCESSING CONTROLS - MANAGEMENT TRAILS	
PROCUREMENT CARDS (PCARDS) - NSW HEALTH	
PROCUREMENT POLICY	
PROJECT MANAGER - COMPUTER BASED FINANCIAL SYSTEMS	
PROPERTY - PATIENTS MONEY	
PROPERTY - PLANT AND EQUIPMENT - ACCOUNTING FOR ASSETS	
PROPERTY - PLANT AND EQUIPMENT - INTERNAL CONTROL - GENERAL	
PROPERTY - PLANT AND EQUIPMENT - REVENUES AND EXPENSES	
PROPERTY - UNCLAIMED MONEY PROSECUTION POLICY - GUIDELINES	
PROVISIONS - ASSETS - ACCRUAL ACCOUNTING	
PROVISIONS - ASSETS - ACCRUAL ACCOUNTING	
PUBLIC CONTRIBUTIONS TRUST - ACCOUNT	
PUBLIC LANDS - ACCOUNTING FOR ASSETS	
PUBLIC SECTOR AGENCIES - ACCRUAL ACCOUNTING - EXCLUDED	
PURCHASE - EQUIPMENT	6.11.1
PURCHASES - CANTEEN	
PURCHASES - CHRISTMAS PRESENTS	2 . 18
PURCHASES - CLOTHING	
PURCHASES - GROUP	
PURCHASING PROCEDURES - PATIENTS AMENITIES ACCOUNT	2.22
PURPOSE - ACCRUAL ACCOUNTING	8.5, 8.8
R	
RATES - ACCOUNTING FOR ASSETS - DEPRECIATION	ō 3U
RECEIPTING AND BANKING PROCEDURES	
RECEIPTING AND BANKING PROCEDURES - GENERAL - APPENDIX 3	

RECEIPTS - DEFINITION	
RECEIPTS - ISSUE - USAGE - CUSTODY	. 2.1
RECEIPTS - POSTING	
RECEIVABLES - ACCOUNTING FOR ASSETS	
RECEIVABLES - REVENUES AND EXPENSES - CURRENT ASSETS	8.74
RECOGNITION - ACCOUNTING FOR ASSETS - RECORDING	8.16
RECOGNITION - ACCOUNTING FOR LIABILITIES	8.37
RECOGNITION - REVENUES AND EXPENSES	8.40
RECORDING - RECOGNITION - ACCOUNTING FOR ASSETS	8.16
RECORDS - EQUIPMENT - INTERNAL AUDIT - SECURITY	. 7.8
RECORDS - LEAVE	. 4.5
RECORDS - MICROFILMING - ACCOUNTING	7.26
RECORDS - RETENTION	
REFERENCE MATERIAL - ACCRUAL ACCOUNTING	8.88
REGISTERS	. 1.3
REGISTERS - ASSETS	1.16
REMITTANCES - POSTAL	
RENTAL - GENERAL - PAYMENT	1.16
REPAIRS - REVENUES AND EXPENSES	8.71
REPLACEMENT - STOPPAGE - PAYMENT - CHEQUES	. 2.8
REPORTING ENTITY - REVENUES AND EXPENSES - AREA/HOSPITAL	8.65
RESEARCH/DEVELOPMENT - COSTS - ACCOUNTING FOR ASSETS	8.33
RESIDENTS FINANCES	
RESTRICTED ASSETS - REVENUES AND EXPENSES	8.82
RESTRICTED USE - ACCOUNTING FOR ASSETS	8.17
RESTRUCTURING - ACCOUNTING FOR ASSETS	8.29
RETENTION - RECORDS	. 1.9
RETENTION/DISPOSAL RECORDS - CLOSURE HEALTH ORGS	
REVALUATIONS - ACCOUNTING FOR ASSETS - ACCOUNTING	
REVALUATIONS - ACCOUNTING FOR ASSETS - HIMING	8.25
REVALUATIONS - ACCOUNTING FOR ASSETS - TIMING	
REVENUE	. 3.3
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI	. 3.3 ON 3
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	. 3.3 ON 3 8.41
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY	. 3.3 ON 3 8.41 . 3.2
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ON 3 8.41 3.2 3.4
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD	3.3 ON 3 8.41 3.2 3.4 8.73
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS.	3.3 ON 3 8.41 3.2 3.4 8.73 8.39
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING	3.3 8.41 3.2 3.4 8.73 8.39 8.65
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY.	3.3 8.41 3.2 3.4 8.73 8.39 8.65 8.76
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY. REVENUES AND EXPENSES - BORROWINGS. REVENUES AND EXPENSES - CAPITAL WORKS IN PROGRESS	3.3 ON 3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY REVENUES AND EXPENSES - BORROWINGS REVENUES AND EXPENSES - CAPITAL WORKS IN PROGRESS REVENUES AND EXPENSES - CHARITABLE FUNDRAISING ACTIVITIES	3.3 ON 3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY REVENUES AND EXPENSES - BORROWINGS REVENUES AND EXPENSES - CAPITAL WORKS IN PROGRESS REVENUES AND EXPENSES - CHARITABLE FUNDRAISING ACTIVITIES.	3.3 ON 3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83 8.77
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY REVENUES AND EXPENSES - BORROWINGS. REVENUES AND EXPENSES - CAPITAL WORKS IN PROGRESS REVENUES AND EXPENSES - CHARITABLE FUNDRAISING ACTIVITIES REVENUES AND EXPENSES - CONTINGENT LIABILITIES.	3.3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83 8.77 8.40
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY REVENUES AND EXPENSES - BORROWINGS REVENUES AND EXPENSES - CAPITAL WORKS IN PROGRESS REVENUES AND EXPENSES - CHARITABLE FUNDRAISING ACTIVITIES. REVENUES AND EXPENSES - CONTINGENT LIABILITIES REVENUES AND EXPENSES - CONTINGENT LIABILITIES REVENUES AND EXPENSES - CONTRIBUTIONS - GRANTS.	3.3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83 8.77 8.40 8.76
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY REVENUES AND EXPENSES - BORROWINGS REVENUES AND EXPENSES - CAPITAL WORKS IN PROGRESS REVENUES AND EXPENSES - CHARITABLE FUNDRAISING ACTIVITIES REVENUES AND EXPENSES - CONTINGENT LIABILITIES REVENUES AND EXPENSES - CONTINGENT LIABILITIES REVENUES AND EXPENSES - CONTRIBUTIONS - GRANTS REVENUES AND EXPENSES - CREDITORS REVENUES AND EXPENSES - CURRENT ASSETS - CASH	3.3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83 8.77 8.40 8.76 8.73
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES	3.3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83 8.77 8.40 8.73 8.74
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES	3.3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.76 8.73 8.74
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES	3.3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.73 8.74 8.74 8.74
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES	3.3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83 8.77 8.40 8.74 8.74 8.74 8.74
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME SECTI REVENUE - CAPITAL - REVENUES AND EXPENSES REVENUE - POLICY REVENUE - STANDARD REVENUES AND EXPENSES - ABNORMAL ITEMS. REVENUES AND EXPENSES - ACCRUAL ACCOUNTING REVENUES AND EXPENSES - AREA/HOSPITAL - REPORTING ENTITY REVENUES AND EXPENSES - BORROWINGS REVENUES AND EXPENSES - CAPITAL WORKS IN PROGRESS REVENUES AND EXPENSES - CHARITABLE FUNDRAISING ACTIVITIES REVENUES AND EXPENSES - CONTINGENT LIABILITIES REVENUES AND EXPENSES - CONTRIBUTIONS - GRANTS REVENUES AND EXPENSES - CREDITORS REVENUES AND EXPENSES - CURRENT ASSETS - CASH REVENUES AND EXPENSES - CURRENT ASSETS - INVENTORIES REVENUES AND EXPENSES - CURRENT ASSETS - RECEIVABLES REVENUES AND EXPENSES - DISPOSAL - ASSETS REVENUES AND EXPENSES - DISTINGUISHING REVENUES AND EXPENSES - DONATIONS	3.3 8.41 3.2 3.4 8.73 8.39 8.65 8.76 8.79 8.83 8.77 8.40 8.74 8.74 8.74 8.74 8.74
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ION 3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.76 8.74 8.74 8.74 8.72 8.41 8.72 8.43
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ON 3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.76 8.73 8.74 8.74 8.72 8.41 8.72 8.43 8.69
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.74 8.74 8.72 8.41 8.72 8.43 8.69 8.40
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ON 3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.74 8.74 8.72 8.41 8.72 8.43 8.69 8.40 8.77
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ON 3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.74 8.74 8.72 8.41 8.72 8.41 8.72 8.43 8.69 8.77 8.40
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ON 3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.74 8.74 8.72 8.41 8.72 8.41 8.72 8.43 8.69 8.70 8.70 8.71
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ON 3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.74 8.74 8.72 8.41 8.72 8.41 8.72 8.43 8.69 8.70 8.71 8.70 8.71 8.71
REVENUE - ACCOUNTING FOR FEES AND OTHER INCOME	3.3 ON 3 8.41 3.2 3.4 8.73 8.65 8.76 8.79 8.83 8.77 8.40 8.76 8.72 8.41 8.72 8.41 8.72 8.43 8.69 8.70 8.71 8.70 8.71 8.73 8.40

REVENUES AND EXPENSES - NOTE - CASH FLOW STATEMENT	
REVENUES AND EXPENSES - OTHER INCOME	
REVENUES AND EXPENSES - PAYMENTS - THIRD SCHEDULE HOSPITALS	8.71
REVENUES AND EXPENSES - POST BALANCE DATE EVENTS	
REVENUES AND EXPENSES - PROPERTY PLANT AND EQUIPMENT	8.75
REVENUES AND EXPENSES - PROVISIONS	
REVENUES AND EXPENSES - RECOGNITION	8.40
REVENUES AND EXPENSES - REPAIRS	
REVENUES AND EXPENSES - RESTRICTED ASSETS	
REVENUES AND EXPENSES - REVENUE - CAPITAL	8.41
REVENUES AND EXPENSES - SALES - ASSETS	
REVENUES AND EXPENSES - SUMMARY - ACCOUNTING POLICIES	
REVENUES AND EXPENSES - SUPERANNUATION	
REVENUES AND EXPENSES - UNCLAIMED MONEYS	
REVENUES AND EXPENSES - USER CHARGES	8.71
REVENUES AND EXPENSES - VISITING MEDICAL OFFICERS	
REVENUES AND EXPENSES - VOLUNTARY SERVICES	
REVISED POLICY - BUDGET SECTOR ENTITIES	9.1
RIGHTS OF PRIVATE PRACTICE - GST TREATMENT	4.25
RIGHTS OF PRIVATE PRACTICE - STAFF SPECIALIST 4	.159
S SALARIES - BANK ACCOUNTS - LODGEMENTS	4.10
SALARIES - WAGES	4.5
SALARIES - WAGES - DISPOSAL - UNCLAIMED	
SALARIES - WAGES - UNCLAIMED	
SALARY SYSTEM - HOSPAY/COMPUTERISED	7.21
SALES - ASSETS - REVENUES AND EXPENSES	8.40
SALES TAX	2.12
SALES TAX - OCCUPATIONAL THERAPY	3.29
SAMARITAN FUND	6.10
SCHEDULES - FINANCIAL STATEMENTS	8.59
SECURITY - ON-LINE SYSTEMS - INTERNAL AUDIT	7.9
SECURITY - RECORDS - EQUIPMENT - INTERNAL AUDIT	
SERVICES - ORDERING - GOODS	4.3
SERVICES - ORGANISATIONS - ACCOUNTING	
SES AND OTHER OFFICERS - ENTITLEMENTS	
SES AND OTHER OFFICERS - OUT-OF-POCKET EXPENSES	4.13
SES AND OTHER OFFICERS - TELEPHONE EXPENSES	4.12
SHORT STAY PATIENTS - MONEY	
SIGNATORIES - CHEQUES - PRIVATE PRACTICE FUNDS TRUST ACCOUNT	6.13
SIGNING MACHINES - CHEQUE	
SIGNING MACHINES - CONTROL REGISTER - APPENDIX A	4.24
SOURCES - VALUATION - ACCOUNTING FOR ASSETS	
SPECIAL PURPOSE & TRUST FUND - ACCOUNTING REQUIREMENTS	6.1
SPECIAL PURPOSE & TRUST FUND - FINANCIAL STATEMENTS	6.6
SPECIAL PURPOSE & TRUST FUND - GENERAL	6.1
SPECIAL PURPOSE & TRUST FUND - OBJECTS	6.1
SPECIAL PURPOSE & TRUST FUND - TRANSACTIONS RECORDED	
SPONSORSHIP POLICY - NSW HEALTH	9.30
STAFF SPECIALIST - RIGHTS OF PRIVATE PRACTICE	
STALE CHEQUES	
STAMP DUTIES OFFICE - FINANCIAL INSTITUTIONS DUTY	
STAMP DUTY - CHEQUES DRAWN - HEALTH ORGANISATION	
STANDARD - REVENUE	
STATE CONSOLIDATION - ACCRUAL ACCOUNTING	8.59

STATE GOVERNMENT - TRADING ENTERPRISES - ACCRUAL ACCOUNTING	
STATEMENTS - CASH FLOWS	
STATEMENTS - CASH FLOWS - FINANCIAL STATEMENTS	
STATEMENTS - CASH FLOWS - NOTES	
STATEMENTS - FINANCIAL POSITION	
STATUTORY AUTHORITIES - GUIDELINES - SUBSIDIARY COMPANIES	
STOCKS - INTERNAL CONTROL - GENERAL	
STOCKTAKING - INTERNAL CONTROL - GENERALSTOPPAGE - PAYMENT - CHEQUES - REPLACEMENT	
STUDY AND CONFERENCE LEAVE TRUST FUND ACCOUNTS	
SUBPOENAS	
SUBSIDIARY COMPANIES - GUIDELINES	
SUBSIDIARY LEDGERS - ACCOUNTING FOR EXPENDITURE	
SUBSIDIES - REVENUES AND EXPENSES - GRANTS	
SUMMARY - REVENUES AND EXPENSES - ACCRUAL ACCOUNTING	
SUPERANNUATION - REPAYMENTS - EMPLOYEES	
SUPERANNUATION - REVENUES AND EXPENSES	8.43
SUPERANNUATION - VISITING MEDICAL OFFICER - TAXATION	4.167
SUPPLEMENTARY - FINANCIAL INFORMATION - ACCRUAL ACCOUNTING	8 . 55
SURPLUS - OBSOLETE ITEMS - PATIENTS AMENITIES ACCOUNT	2.22
SYSTEM ADMINISTRATOR - COMPUTER BASED FINANCIAL SYSTEMS	7 . 2
TAX - SALES	2.12
TAXATION - PAYE DEDUCTIONS	
TAXATION - SUPERANNUATION - VISITING MEDICAL OFFICER	
TELEPHONE - EXPENSES - SES AND OTHER OFFICERS	
TELEPHONES - ACCOUNTING - COLLECTIONS - MULTI COIN	
TERMS - COMPUTER BASED FINANCIAL SYSTEMS - DEFINITION	
THIRD SCHEDULE HOSPITALS - REVENUES AND EXPENSES - PAYMENTS	
TIMING - REVALUATIONS - ACCOUNTING FOR ASSETS	
TRADING ENTERPRISES - ACCRUAL ACCOUNTING - STATE GOVERNMENT	
TRANSACTIONS RECORDED IN THE FUND - SP&TF	
TRANSFER - FEES - PRIVATE PRACTICE FUNDS TRUST ACCOUNT TREASURY MANAGED FUNDS	
TRUST ACCOUNTS - EXPENDITURE	
TRUST FUNDS - PROCEDURES	
TRUST LEDGER (LIABILITY) - ACCOUNT	
	6.7
U	
UNCLAIMED MONEYS - PROPERTY	
UNCLAIMED MONEYS - REVENUES AND EXPENSES	
UNCLAIMED SALARIES AND WAGES	
UNCLAIMED SALARIES AND WAGES - DISPOSAL	
USAGE - CUSTODY - RECEIPTS - ISSUE	
USER CHARGES - REVENUES AND EXPENSES	
USER WANAGER - COMPUTER BASED FINANCIAL STSTEWS	
V	
VALUABLES - PATIENTS MONEY AND PROPERTY - CASH	
VALUATION - ACCOUNTING FOR ASSETS	
VALUATION - ACCOUNTING FOR ASSETS - SOURCES	
VALUATION - LAND - ACCOUNTING FOR ASSETS	
VALUATION - NON-CURRENT - FAIR VALUE - ASSETS	
VISITING MEDICAL OFFICER - TAXATION - SUPERANNUATION	
VISITING MEDICAL OFFICERS - PAYMENT	4 .2 3

VISITING MEDICAL OFFICERS - REVENUES AND EXPENSES	8.43
VOLUNTARY SERVICES - REVENUES AND EXPENSES	8.82
W	
WAGES - DISPOSAL - UNCLAIMED - SALARIES	2.10
WAGES - SALARIES	. 4.5
WAGES - UNCLAIMED - SALARIES	2.10
WAGES - DISPOSAL - UNCLAIMED - SALARIESWAGES - SALARIES	. 4.5