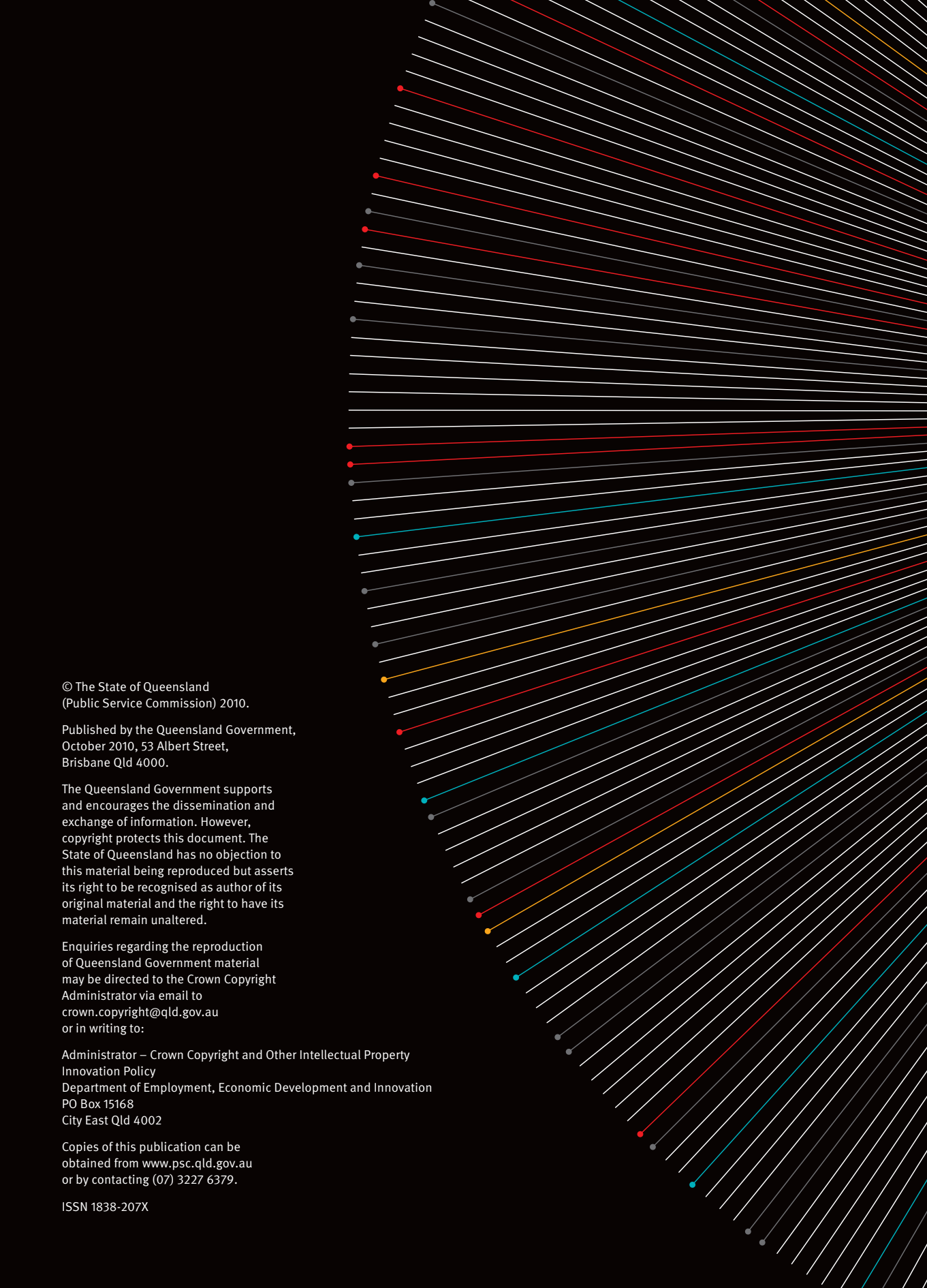


STATE OF THE SERVICE REPORT 2010

Toward 
Tomorrow's Queensland

 **Queensland**
Government



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STATE OF THE SERVICE REPORT 2010

PREMIER'S FOREWORD

The Queensland Public Service is at the core of effective government. Through providing policy advice to government and delivering services to the community, the public service ensures that the business of government runs efficiently and effectively. Public administration in Queensland has undergone radical change since its humble beginnings back in 1860, growing and evolving to become a modern and professional workforce that leads the way on many fronts.

This inaugural report captures the views, achievements and challenges of the 140,000 public servants who are employed under the *Public Service Act 2008*, and the agencies which employ them. It draws on the survey results from 40,000 survey respondents, who shared their experiences of working in the public service.

While this inaugural report provides a valuable insight into the experiences of many of our employees, the next State of the Service employee survey will be broadened to include all Queensland Public Service staff, including police officers, clinical health practitioners and emergency services workers employed under other legislation. The survey will be undertaken as a census, so everyone will have the chance to have their say. The results will provide a basis for further improvement and biennial surveys will allow us to track our progress over time.

In March 2008, when introducing some major reforms in Parliament, I noted that the Queensland public sector is the engine room of government, and that a modern, professional public service focused on the needs of Queenslanders, and harnessing the energy and ideas of our best and brightest, is vital to the prosperity of our state. These statements reflect my ongoing vision and determination to ensure that, in Queensland, our public service is at the forefront in meeting the demands of the 21st century.

The challenges we face today on a state, national and global level needs a public service that is flexible, efficient and effective. Achieving the ambitions and targets set out in *Toward Q2: Tomorrow's Queensland* requires a public service that is smart, innovative and works constructively together to achieve the best for all Queenslanders. I am proud of the professional, hardworking employees that serve the government and the people of Queensland but at the same time I caution there is no room for complacency.

It is time now to reflect on how far we have come. In order to continually improve we need a clear understanding of what is working well and what areas call for improvement. For this reason, I am pleased to present Queensland's inaugural State of the Service Report. This report and future reports will capture our journey in making a strong and effective public service even better.

Anna Bligh MP
Premier of Queensland

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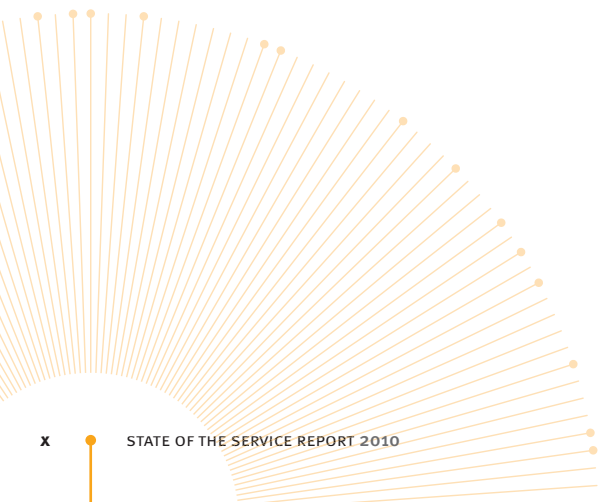
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LIST OF ABBREVIATIONS

ANZSOG	Australia and New Zealand School of Government
AO	Administrative Officer
APS	Australian Public Service
APSC	Australian Public Service Commission
BIIG	Business Improvement In Government
CES	Chief Executive Service
CLF	QPS Capability and Leadership Framework
COAG	Council of Australian Governments
DERM	Department of Environment and Resource Management
DET	Department of Education and Training
DJAG	Department of Justice and Attorney-General
DPC	Department of the Premier and Cabinet
DTMR	Department of Transport and Main Roads
EEO	Equal Employment Opportunity
EOWA	Equal Opportunity for Women in the Workplace Agency
ERCC	Expenditure Review Committee of Cabinet
ERP	Estimated resident population
FTE	Full-time equivalent (employees)
ICT	Information and Communication Technology
IT	Information Technology
MOHRI	Minimum Obligatory Human Resource Information
NESB	Non-English speaking background
OECD	Organization for Economic Co-operation and Development
OESR	Office of Economic and Statistical Research
OIC	Office of the Information Commissioner
PDA	Performance Development Agreement
PPMP	Practical People Management Program
PS Act	<i>Public Service Act 2008</i>
PSC	Public Service Commission
QCAT	Queensland Civil and Administrative Tribunal
QGCIO	Queensland Government Chief Information Office
QPS	Queensland Public Service
RTI	Right to Information
SES	Senior Executive Service
SO	Senior Officer
SSQ	Smart Service Queensland
Toward Q2	<i>Toward Q2: Tomorrow's Queensland</i>
WACA	Workforce Analysis and Collection Application



INTRODUCTION

The *State of the Service Report 2010* provides an insight into the Queensland Public Service (QPS), with a focus on agencies that employ staff under the *Public Service Act 2008* (PS Act).

The report explores key aspects of the QPS approach to workforce and organisational management, including its achievements, areas for improvement and future directions. As the first report, it contains data which will act as a baseline for future reporting. Future State of the Service Reports will be published on a biennial basis and will also include information on the contribution of the public service and public servants to the achievement of relevant *Toward Q2: Tomorrow's Queensland* (Toward Q2) targets.

• Areas of focus

The *State of the Service Report 2010* focuses on six key areas: public sector reform, workforce demographics, the QPS as an employer of choice, developing senior leaders, building workforce capability, and integrity and accountability. These areas broadly reflect the role of the Public Service Commission (PSC) under section 46 of the PS Act, where the PSC's main functions include enhancing human resource management and capability, and promoting a culture of continuous improvement and organisational performance management across the QPS.

• Data sources

In preparing the *State of the Service Report 2010*, the PSC has drawn on a number of sources:

- workforce profile data
- an agency survey
- an employee survey, and
- public sector publications and other research.

The 2010 State of the Service employee survey captured staff perceptions relating to job satisfaction, attraction and retention, learning and development, and leadership. A link to the online survey was emailed to approximately 130,000 employees from 38 agencies that have staff employed under the PS Act. The surveyed group included teachers and employees in policy, administrative and corporate support roles, but excluded those who are employed under different legislation, such as doctors, nurses, police officers and emergency workers. The survey was conducted on behalf of the PSC by Queensland Treasury's Office of Economic and Statistical Research (OESR). A response rate of just over 30 per cent was achieved. The next survey, to be conducted in 2012, will be broadened to include all QPS staff, including those in health, policing and emergency services employed under other legislation.

The employee survey was based on the survey instrument used in the Australian Public Service (APS) and was modified with the permission of the Australian Public Service Commission (APSC) to reflect the Queensland context. The PSC appreciates the willingness of the APSC to share their material with other jurisdictions and the spirit of cooperation that it fosters.

The agency survey collected information from agencies about their workforce management approaches and future challenges. It was completed by QPS agencies with more than 20 employees. More information on the methodology for both the employee and agency surveys is included in Appendix 1.

The report also includes workforce data drawn from the Minimum Obligatory Human Resource Information (MOHRI) system, which is updated quarterly by agencies and is the central repository for human resource information in the QPS. While production deadlines for the 2010 report have required the use of 2008-09 MOHRI data, it is expected that the 2012 report will be published towards the end of that year and will include workforce data up to and including 2011-12. This will align the report with financial year reporting and with State of the Service reporting in other jurisdictions.

The report also draws on a range of published QPS reports and general research on better practice approaches to workforce and organisational management.

• Finding the report

Key findings from the *State of the Service Report 2010* are reproduced in a summary brochure, the *State of the Service 2010: A Snapshot*. Both publications are available from the PSC website at www.psc.qld.gov.au. Employee survey results will be published in a separate document.

2

COMMISSION CHIEF EXECUTIVE'S OVERVIEW

The *State of the Service Report 2010* is a report about the QPS, its people and its performance. The report identifies the strengths and significant achievements of the QPS, those areas where improvement is needed and the challenges the service faces. It provides the benchmark for future analysis, monitoring and improvement that will position the QPS for the future. As the inaugural report, it is the first instalment in what I think will be a very important story.

The report comes at an exciting time in the reform journey of the QPS. Since March 2008, the QPS has undergone significant reform. This has involved setting new strategic directions, streamlining the structures of government for improved efficiency and service delivery, and implementing new administrative systems and processes to drive public sector performance, and increase openness and accountability of government.

Almost a year and a half on from major machinery of government changes, and with an exciting service delivery agenda in train, it is timely to reflect on the QPS and the qualities it brings to its role in delivering this significant reform agenda.

The *State of the Service Report 2010* has been an ambitious exercise. While making use of a range of data sources, the report has been assisted by the conduct of two surveys: a survey of agencies and a survey of employees. The employee survey was a massive undertaking, with a census of 130,000 public servants employed under the PS Act. With a response rate of just over 30 per cent, the 2010 State of the Service employee survey represents arguably the largest attempt to capture the views of Queensland public servants about their workplace and employment experiences. The broadening of the next survey in 2012 will provide an even greater insight into the QPS workforce.

While some survey results identify challenges to be addressed, there are also many areas where employees can be justifiably proud. With 96 per cent of employees prepared to make the extra effort to get a job done, and 70 per cent believing that their job gives them a feeling of personal accomplishment, it reflects the professional and personal pride that employees invest in their jobs and the contribution they make to agency and community outcomes.

The report traverses a wide landscape, and for this first one, a broad timeframe. The two surveys were conducted in the early part of 2010 and the report also relies on workforce data up to 2008-09. In setting the initial scene, and the context within which the QPS works, the report sets out the key public sector reforms which have occurred since March 2008. It then examines the profile of the QPS workforce, including important trends over time. In the main the report focuses on four key areas: our credentials as an employer of choice, leadership within the QPS, building the capability of the workforce, and integrity and accountability in the QPS.

• The workforce

The QPS employs over 230,000 people¹, including 140,000 employed under the PS Act². Much of the broader workforce is involved in the delivery of the very visible front line services in health, policing and emergency services. However, those employed under the PS Act also provide front line services in a range of areas such as education, park management, housing, child safety, therapy, family support, youth work, residential care, and construction work.

This workforce serves a large, geographically dispersed and growing state. Queensland's population grew by 24 per cent, to over 4.4 million people, in the nine years to June 2009. During this time, the QPS has also increased in size to meet this population growth, with most of this increase being in those agencies that provide front line service delivery. At the same time the proportion of QPS employees to the estimated resident population (ERP) has also increased marginally. This minor growth in the proportion of QPS employees to the ERP is understandable given the growing and ageing Queensland population and the demand for public services that results from these challenges.

The QPS is evolving to meet the needs of the community it serves and reflect the changing demographics and expectations of its workforce. The percentage of permanent employees has remained stable over the past nine years, but there is a growing proportion of part-time workers.

Overall, there are positive trends in the diversity of our workforce. Almost two-thirds of QPS permanent employees are female. Despite this growth over time, many women remain at the lower and middle salary levels, and the majority of Senior Executive Service (SES) positions are still held by men. But there are positive moves on this front with increases in the number of women within the Administrative Officer (AO) level seven to Senior Officer (SO) range over the past nine years.³ This group includes the employees whose natural career progression is to management and senior leadership roles within the QPS. This upward trend in women's representation, combined with the fact that the majority of university graduates are now women, should see an increasing number of women join the senior executive ranks in the not too distant future.

The number of Indigenous people employed across the Queensland Public Sector has more than doubled over the nine year period. The continuation of this general upward trend is important, as the Council of Australian Governments (COAG) has set Indigenous public sector employment targets for the states and territories.

1 This equates to almost 196,000 full-time equivalent (FTE) staff.

2 The 140,000 staff equates to almost 120,000 FTE staff. While there are 140,000 staff employed under the PS Act, only about 130,000 of these have work email addresses and could be surveyed for the purposes of this report.

3 QPS classifications and equivalent salary levels are set out in Appendix 2.

At the same time the Queensland Government has made a strong commitment, through the Premier's signing of the Australian Employment Covenant, to increasing the representation of Indigenous employees in the Queensland Public Sector by offering 2800 Indigenous employment opportunities by June 2013. The QPS will need to work hard and collaboratively to achieve this ambitious, yet highly desirable target.

A major challenge for the QPS, and one that is facing many organisations, is its ageing workforce. Thirty-five per cent of those QPS staff who are employed under the PS Act are aged 50 years or older, and 64 per cent are aged 40 years or more. Further, the proportion of employees in the 50 years and older group has risen over the nine year period from 24 per cent in 2000. What this means for the QPS is that as the general population ages, and the demand for services grows, the QPS workforce is also ageing and many employees will retire. Our agencies need a range of innovative workforce strategies in place to plan for and address this significant challenge. This will require strategies that ensure that the corporate and operational knowledge of experienced workers is not lost to the QPS, and we can continue to build and maintain a high-performing workforce.

• **The QPS as an employer of choice**

To meet the many challenges in our current environment, it is important that the QPS recruits and retains the best and the brightest talent. To do this, we need to have the reputation as an employer of choice, and live up to that reputation. This is about attracting, engaging and retaining a skilled and motivated workforce that is capable of contributing to the achievement of government priorities, and business and community outcomes. The QPS is no different to other organisations in this regard: we need to compete against a range of sectors for highly skilled people who are able to make informed choices about the kind of work they do, where they want to work, and under what conditions. They are in demand, and like many organisations, we want them to work for us.

This report explores the QPS' potential as an employer of choice and examines the factors that influence attraction, engagement and retention. Each of these three steps is vital. Statistical analysis undertaken by the PSC's survey partners, OESR, identified eight factors which contribute to employee engagement and, by extension, the QPS being seen as an employer of choice. These eight factors are:

- day to day work
- immediate manager
- work group culture and practices
- professional development and progression
- work-life balance
- organisational culture and senior leaders
- remuneration, and
- performance feedback.

It is pleasing to find that the State of the Service employee survey results indicated that there is a solid base upon which the QPS can build its credentials as an employer of choice. Employee job satisfaction is high on key indicators such as having good working relationships, being able

to use their skills, having the opportunity to make a useful contribution to society, and seeing tangible results from their work. It is also worth noting that around 81 per cent of employees say that they enjoy the work in their current job and 84 per cent declare they are motivated to do the best possible work that they can. These are strong claims for any workforce.

One area where the QPS could be expected to be an employer of choice is in the emphasis it places on work-life balance. The public sector traditionally performs well in this, having led the way in many areas such as flexible work practices, parental leave arrangements and increases in the proportion of part-time work.

While over half of employees are satisfied with the work-life balance in their current job, there is something of a gap between employee expectations and their experiences in practice. Around 62 per cent of employees indicated that an agency's reputation for good work practices (including work-life balance) was an attribute which attracted them to their current job. However, of those who indicated the attribute was important or very important to them, only 51 per cent indicated that their expectations had actually been met. The survey results also indicate that work-life balance declines in the more senior roles, as might be expected given the complexity and managerial commitments at these levels.

The QPS can take much pride in what it does and the prospects it offers its workforce through the sheer range of work provided, the experience of working in a supportive team and the opportunity to make a positive difference to the community.

• QPS leadership

The Chief Executive Service (CES) and the SES represent the most senior levels of the QPS workforce. While the group is predominantly male, the gender profile for SES and CES appointments has seen some positive movement over the past five years. This has been mainly in the lower SES levels, but combined with the rising numbers of women in the AO7 to SO levels, there are promising indications for increasing female representation at the highest levels of the QPS.

Senior QPS leaders have a crucial role to play. Since the establishment of the SES in the early 1990s, and more recently the CES, there has been an increased emphasis on ensuring these officers have the necessary skills and capabilities to effectively lead others and manage the complexity of modern government to deliver outcomes.

The employee survey results indicate that the QPS is well on its way to having a group of senior leaders who meet these criteria. It is a highly qualified group with 91 per cent holding a bachelor degree or higher qualification and 60 per cent possessing postgraduate qualifications. They are also increasingly more likely to have had experience in a number of agencies, compared to all other employees. This supports the notion of a more capable SES with a breadth of experience.

There is some disparity between the views of senior leaders and other employees regarding leadership capabilities within the QPS. While this may suggest a need to enhance leadership capability, it may also reflect the challenge created in striking a balance between a strong focus on achieving service delivery outcomes while ensuring positive and visible leadership, especially in an environment of change.

The QPS has a strong focus on performance development and review for the members of its SES and CES. A Chief Executive Performance and Development Framework and an SES Performance and Development Framework have been recently implemented to support CES and SES officers to achieve quality outcomes and sustain a culture of continuous improvement and accountability for performance. Both frameworks are aligned with government and business priorities and comprise two main components: a performance agreement and a performance review.

As part of the capability development for senior leaders, there are a range of programs and initiatives available to support the professional development, continuous improvement and career progression of senior leaders. At the agency level, the focus is mainly around individual mentoring and coaching programs, although a number of agencies also offer applied skills development in both people management and Information Technology (IT) business application skills. These are supplemented by sector-wide approaches coordinated by the PSC, including a whole-of-government SES induction program, a range of structured leadership and development programs and an SES seminar series. In addition, given the high level of postgraduate qualifications held by senior leaders, it is clear that they have been pursuing self-development opportunities through academic and other avenues.

• Performance and workforce capability

Agencies that integrate their organisational and employee performance development approaches achieve the best outcomes. The scene has been set for this at the highest level with the release in May 2009 of the Queensland Government Performance Management Framework. This provides the 'big picture' view within which agencies and individuals can plan for and deliver results. The performance and development frameworks for the CES and SES, mentioned above, both align with this framework.

At an agency and individual level, the QPS Capability and Leadership Framework (CLF), introduced in 2009, provides the basis for building workforce and leadership capability across the QPS. Capability development needs are usually established through an effective employee performance management process. How well this is happening in the QPS was tested through both the agency and employee surveys. The agency survey highlighted capability development as one of the top five workforce challenges for agencies, coming after attracting and retaining skilled staff and the ageing workforce.

One of the key themes to emerge from these survey results was the complex relationship between individual performance, learning and development needs, and structured agreements and conversations about performance. In particular, employee and agency survey results indicate that:

- performance agreements/conversations are often used to identify learning and development opportunities
- those employees who do have agreements in place, and have regular conversations about their performance, find the process useful
- satisfaction with the quality of learning and development opportunities is high when employees have received performance feedback and the capability development needs are identified as part of that process
- despite the majority of agencies requiring employees to have performance development agreements, they are not always in place, and are not as well utilised as they could be

- overall satisfaction with access to learning and development opportunities could be improved, and
- there is a perception that agencies do not generally deal well with underperformance.

These issues go to the heart of a high-performing workforce. What they suggest is that, if we are to meet both employee and QPS needs, we must focus strongly on developing the skills of managers around the robust conversations that link performance improvement and capability building to performance planning and development. With employees expressing a view that managers do not deal effectively with poor performance, it is clear that this is an area where there could be a sustained focus on skill development.

What is apparent is that QPS agencies offer their staff a broad range of learning and development opportunities. Staff have access to a variety of professional development opportunities including applied skills training in areas such as policy, information technology, business writing, formal leadership and management training, and individual mentoring and coaching programs. These are also supplemented by a number of sector-wide offerings.

While there is room for improvement in how we target our capability building, the commitment of the QPS in this area is clear. It was very pleasing to find that more than 60 per cent of survey respondents had spent three or more days in formal learning and development activities in the past 12 months and that almost a quarter of employees had more than six days of formal learning and development opportunities. Coupled with this is the high commitment of agencies to reviewing their offerings regularly to ensure they meet the developmental needs of employees and that they reflect value for money.

A key component in workforce capability – and ultimately, agency performance – is attracting and retaining employees who have the skills, experience and motivation to perform to a high level. Agencies have responded innovatively to a range of challenges, such as the ageing workforce, skills shortages and competition for in-demand skills, through building partnerships with universities and other education providers and developing career pathways, especially for young people. This report showcases some key examples of where QPS agencies have led the way in this area.

• Openness and ethics

The Queensland Government has been at the forefront of integrity and accountability reform, with one of its greatest reforms being the introduction of the *Right to Information Act 2009* (RTI Act). The new legislation replaced freedom of information provisions and saw the public sector move from a ‘pull’ model to a ‘push’ approach where information is proactively released. It has been a significant cultural change that has provided a model for other jurisdictions and heightened open and accountable government.

The integrity and accountability reforms currently being implemented build on these developments. They support improved trust in government and provide a robust framework for transparency and accountability. The development of a single code of conduct across the public sector and the declaration of pecuniary interests for CEOs, statutory office holders and senior executives are important strategies. So too is the expanded role of the Integrity Commissioner to oversee the Queensland Register of Lobbyists and the establishment of the Ethical Standards Branch within the PSC.

While systems can be in place, what is needed is for these to be translated into action and behaviours in the workplace. For the community to have trust in government services, they need to have trust in the people delivering them. In this light, I was very pleased to find that, even though a number of people didn't offer an opinion, more than 75 per cent of respondents agreed that their organisation actively encourages ethical behaviour by all its employees.

At the same time, just over half the respondents agreed that their senior managers led by example in ethical behaviour. This will be key to improved performance in this area, as the best way that we can achieve a strong ethical culture in the QPS is by having senior leaders who promote ethical practice, and who behave as intentional role models.

There is still some work to be done around perceptions of the QPS as a fair workplace and appointments being based on the principle of merit. The survey indicated that a third of staff believed that recruitment and promotion decisions in their agency were not fair and only a third had confidence in the processes used by their agency to resolve employee grievances. While this result may be influenced by high employee expectations in this regard, it is an indicator of a need to improve practice, and therefore perceptions, in this area.

• Moving from ideas to action

With a strong reform agenda, and many complex challenges ahead of us, agencies must be able to manage change effectively. The employee survey results suggest that this has sometimes been difficult, with around 43 per cent of employees indicating that major organisational and workforce change was not well managed in their agency. This perhaps reflects the magnitude of changes felt as a result of recent changes to the structures of government.

What has come through is that over 80 per cent of staff believe others would describe them as flexible and open to change and 90 per cent believe that they are able to respond or adapt to new challenges quickly. So what we have is a workforce ready to accept the many challenges presented to them, and if the QPS manages the associated change well, we will have a workforce that can deliver on the outcomes required.

The report highlights clear strengths in a number of areas:

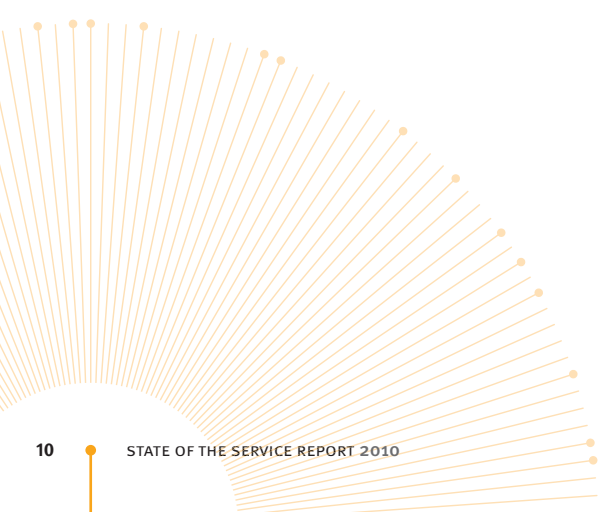
- there is a high level of job satisfaction and commitment by employees to doing a good job, including putting in extra effort when needed
- employees have a strong perception that agencies actively encourage ethical behaviour
- there are positive team environments in the QPS, with people feeling valued and having a sense of cooperation and respect
- nearly 70 per cent of employees say their agency is a good place to work
- there is a lot of effort invested in capability development opportunities at all levels within the QPS
- the QPS workforce has been focusing on front line service delivery, to meet the increasing demands for service associated with the growing and ageing Queensland population, and
- there are positive trends in the diversity of the QPS workforce, especially in relation to women and Indigenous people.

Some areas where the QPS could improve its performance include managing major change and ensuring that good change management principles are embedded in practice, enhancing capability in people management skills of supervisors, managers and senior leaders, and finding ways to innovatively address the challenges of the ageing QPS workforce.

One other area that has been highlighted as needing particular attention is the management of employee performance. We need to develop management capability in having robust planning and performance conversations with staff and using these to identify capability needs. What is clear is that when performance planning and conversations around these are done well, there are strong benefits for employees and the QPS.

The State of the Service Report offers the QPS an opportunity to reflect on its performance, acknowledge its achievements and identify improvements. In completing the survey, employees have already made an investment in their future and that of the QPS. I look forward to working with agencies and employees to address some of the key areas highlighted in this report and in doing so position the QPS for the future.

Margaret Allison
Commission Chief Executive



3

PUBLIC SECTOR REFORM

Delivering front line services needs to be our priority. The reforms I am announcing today are part of that process and will deliver real cost savings that can be allocated in direct public service delivery for Queensland taxpayers. They will also help create a more modern, efficient and effective public service.

Source: Anna Bligh MP, Premier of Queensland, 2008⁴

This chapter explores the purpose and current implementation status of key reform initiatives in the QPS, including the government's vision for the state to the year 2020, structural reform of government to improve service delivery, and new administrative arrangements to support improved agency efficiency and performance. It also examines measures that will be taken in the future to improve performance in some of those areas which require a stronger focus. While there have been a number of recent key reforms relating to integrity and accountability, these are discussed in more detail in Chapter 9.

• Introduction

On 12 March 2008, the Premier announced a suite of wide-ranging reforms aimed at improving public sector performance. The five reforms included the establishment of the PSC, the creation of the Queensland Civil and Administrative Tribunal (QCAT), the introduction of a productivity dividend, establishment of an expenditure review committee, and a review of all government boards and statutory bodies. These reforms became part of a broader platform for improved efficiency, more integrated service delivery and better prioritisation of resources by agencies that has fundamentally changed the structure and operations of Queensland Government departments.

Considered in an international context, the changes implemented in Queensland since March 2008 are not unusual. The Organization for Economic Co-operation and Development (OECD)

⁴ Bligh, A. 2008, *Record of Proceedings (Hansard)*, Wednesday 12 March 2008, p. 712, <http://www.parliament.qld.gov.au/hansard/>

notes that countries are establishing frameworks for the management of public servants that not only encourage confidence in government, but also efficiency, productivity and effectiveness.⁵

This focus on improved public sector performance can be seen nationally in the recent review of the APS. The review's independent advisory group prepared a blueprint, *Ahead of the Game*. The report sets out a range of recommendations to drive improvement in key areas, such as delivering better services for citizens, creating more open government, enhancing policy capability, improving strategic leadership, and improving agency efficiency and effectiveness.⁶

The reform priorities identified in the review of the APS are remarkably similar to those already in progress in Queensland. Importantly, the Queensland Government has made significant progress in implementing its reform agenda in the areas of improved openness and transparency, more integrated service delivery and streamlined government structures.

• A focus on strategic outcomes: Toward Q2

On 8 September 2008, the government launched a new vision for the state, *Toward Q2: Tomorrow's Queensland*.⁷ The plan describes five ambitions to make Queensland:

- Strong – creating a diverse economy powered by bright ideas
- Green – protecting our lifestyle and environment
- Smart – delivering world-class education and training
- Healthy – making Queenslanders Australia's healthiest people, and
- Fair – supporting a safe and caring community.

Each of the five ambitions has two long-term measurable targets (see Figure 1), which address major challenges such as hospital waiting times, economic growth, climate change, entrenched disadvantage and preventable disease. The targets are aspirational in intent, and cannot be achieved through 'business as usual' approaches. Each target is supported by a Target Delivery Plan, which sets out the contributions of the relevant government agencies in achieving the target. The Department of the Premier and Cabinet (DPC) reports annually on progress against the targets, and new performance information is published on the Toward Q2 website as it becomes available.

A number of the targets have a strong community component. Achieving these targets will require the assistance of industry, business, non-government organisations, local governments and the community. To do this, the Queensland Government has established two programs to encourage and guide involvement:

- The Q2 Partners program was created to acknowledge the shared responsibility in achieving Toward Q2 targets. Current partners include the Australian Industry Group, the Heart Foundation, Green Cross Australia, Volunteering Queensland and the Local Government Association of Queensland.⁸ A full list of Q2 Partners is available from the Toward Q2 website at www.towardq2.qld.gov.au.

5 Organization for Economic Co-operation and Development 2008, *The State of the Public Service*, OECD, Paris, p. 9.

6 Advisory Group on Reform of Australian Government Administration 2010, *Ahead of the Game: Blueprint for the Reform of Australian Government Administration*, Commonwealth of Australia, Canberra, <http://www.dpmc.gov.au>

7 The State of Queensland (Department of the Premier and Cabinet) 2008, *Toward Q2: Tomorrow's Queensland*, Queensland Government, Brisbane, <http://www.towardq2.qld.gov.au/tomorrow/index.aspx>

8 The State of Queensland (Department of the Premier and Cabinet) 2010, 'Q2 Partners', http://www.towardq2.qld.gov.au/tomorrow/q2_partners.aspx

- The MyQ2 website (www.myq2.com.au) is a social networking site that personalises the targets and inspires and encourages people to create a strong, smart, green, healthy and fair Queensland. It allows people to choose how they contribute to the targets by signing up to simple commitments and tracking their progress.

The five ambitions guide the strategic planning of government, with each department linking its strategic plan to the relevant ambitions. This approach provides a common frame for cross-agency collaboration, and helps imbue an awareness of the ambitions within departmental business areas.

FIGURE 1: TOWARD Q2: TOMORROW'S QUEENSLAND – TARGETS FOR 2020

Strong	<ul style="list-style-type: none"> • Queensland is Australia's strongest economy, with infrastructure that anticipates growth • Increase by 50 per cent the proportion of Queensland businesses undertaking research and development or innovation
Green	<ul style="list-style-type: none"> • Cut by one-third Queenslanders' carbon footprint with reduced car and electricity use • Protect 50 per cent more land for nature conservation and public recreation
Smart	<ul style="list-style-type: none"> • All children will have access to a quality early childhood education so they are ready for school • Three out of four Queenslanders will hold trade, training or tertiary qualifications
Healthy	<ul style="list-style-type: none"> • Cut by one-third obesity, smoking, heavy drinking and unsafe sun exposure • Queensland will have the shortest public hospital waiting times in Australia
Fair	<ul style="list-style-type: none"> • Halve the proportion of Queensland children living in households without a working parent • Increase by 50 per cent the proportion of Queenslanders involved in their communities as volunteers

Source: The State of Queensland (Department of the Premier and Cabinet) 2008, *Toward Q2: Tomorrow's Queensland*, Queensland Government, Brisbane, p. 8, <http://www.towardq2.qld.gov.au/tomorrow/index.aspx>

• Structural reform: the streamlining of government

In the public interest: a review of government bodies

An independent review of Queensland Government boards, committees and statutory bodies was undertaken by Ms Simone Webbe and Professor Pat Weller AO between July 2008 and March 2009. The purpose of the review was to “reduce bureaucracy and unnecessary red tape; improve the overall efficiency of government bodies; and maintain the integrity and security of necessary regulatory functions”.⁹

The review covered 459 government bodies and made 210 recommendations. A total of 177 recommendations were accepted by the government, with 103 bodies to be abolished and a further 81 subject to governance changes or pending other changes.

The government also accepted the review’s governance decision-making framework, the Public Interest Map, which has an underlying principle that the establishment of a separate government body should only occur if it is in the public interest to do so. This would be determined by a public interest case identifying:

- whether there is any compelling reason why a department cannot or should not undertake the proposed activity, and
- if not, what is the most suitable non-departmental government form, in the public interest.¹⁰

This Public Interest Map allows the structures and functions of government to be considered consistently and transparently.

Combining people and performance: the creation of the Public Service Commission

The PSC was established on 1 July 2008. It replaced two organisations, the former Office of the Public Service Commissioner and the former Service Delivery and Performance Commission.

The amalgamation of the two bodies was designed to combine the expertise in human resource management and organisational performance and achieve greater efficiencies.¹¹ The PSC is supported by a Board of Commissioners, whose membership is drawn from business, academia and government.

The key functions of the PSC under section 46 of the PS Act are to:

- enhance the public service’s human resource management and capability
- promote the management and employment principles
- conduct commission reviews
- develop and implement public service-wide workforce management strategies
- together with other relevant departments, consider improvements in the performance of departments through remuneration and conditions of employment

9 Webbe, S. and Weller, P. 2009, *Brokering Balance: A Public Interest Map for Queensland Government Bodies: An Independent Review of Queensland Government Boards, Committees and Statutory Authorities*. Part B Report, p. 268, <http://www.premiers.qld.gov.au/government/boards-committees/review.aspx>

10 Webbe, S. and Weller, P. 2009, *Brokering Balance: A Public Interest Map for Queensland Government Bodies: An Independent Review of Queensland Government Boards, Committees and Statutory Authorities*. Part B Report, p. 6 (Appendix A), <http://www.premiers.qld.gov.au/government/boards-committees/review.aspx>

11 Bligh, A. 2008, ‘Premier announces public sector reform initiatives’, 12 March 2008, <http://statements.cabinet.qld.gov.au/MMS/index.aspx>

- facilitate the purposes of the chief executive and senior executive services and the position of senior officer
- advise the minister about the need for commission reviews about particular matters
- promote a culture of continuous improvement and organisational performance management across all public service offices, and
- provide a best practice advisory role on public service management, organisational performance management and workforce practices.

Queensland Civil and Administrative Tribunal

One of the most significant structural reforms of the Queensland Government has been the establishment of QCAT. The independent body commenced operation on 1 December 2009, following the amalgamation of 23 separate tribunals and bodies. QCAT offers a single gateway for members of the community to seek decisions on civil and administrative matters and seek reviews of government decisions. The size of the change is such that it “represents the most significant structural reform to Queensland’s justice system in 50 years.”¹²

QCAT makes decisions on a wide range of matters including (but not limited to) anti-discrimination matters, matters affecting children and young people, guardianship, residential and retail tenancy disputes, business regulation matters, and debt, consumer, building and minor civil disputes. QCAT also reviews a range of decisions previously reviewed by the Supreme Court, District Court, Magistrates Court and other statutory bodies.

Machinery of government changes for improved service delivery

Following the state election in March 2009, significant new machinery of government changes were announced. The changes saw a reduction in the number of departments, from 23 to 13. The new arrangements will deliver a number of benefits, including:

- more integrated service delivery
- increased efficiency and cost-effectiveness
- more durable structural design, where departments can report to multiple ministers across a range of issues, irrespective of whether ministerial responsibilities change, and
- greater flexibility to respond to changing circumstances.

Under the new arrangements, ministerial portfolios are no longer aligned with departmental structures. This matrix approach allows ministerial portfolios to change over time, but avoids the need for disruptive and time-consuming changes to be made to departmental structures. The changes will result in greater efficiencies through a reduction in the required number of chief executive, senior executive and corporate services roles. It also provides the government with greater flexibility into the future to respond to changing priorities and circumstances.

12 Department of Justice and Attorney-General 2009, *Annual Report 2008-09*, p. 25, <http://www.justice.qld.gov.au/corporate/general-publications/annual-report/08-09-jag-annual-report>

The structural reforms support better coordination of public policy and service delivery. The 13 departments have been grouped into the following six clusters, each comprising complementary business priorities:

- policy and fiscal coordination
- employment and economic development
- environment and sustainable resource management
- social development
- law, justice and safety, and
- government services.

New structures and ways of working

The machinery of government changes introduced in March 2009 changed the structural and reporting arrangements of government. The number of departments was reduced from 23 to 13, with the 13 departments grouped into six clusters to reflect complementary priorities:

Clusters	Departments
Policy and fiscal coordination	<ul style="list-style-type: none"> • Department of the Premier and Cabinet • Queensland Treasury
Employment and economic development	<ul style="list-style-type: none"> • Department of Infrastructure and Planning • Department of Transport and Main Roads • Department of Employment, Economic Development and Innovation
Environment and sustainable resource management	<ul style="list-style-type: none"> • Department of Environment and Resource Management
Social development	<ul style="list-style-type: none"> • Department of Communities • Department of Education and Training • Queensland Health
Law, justice and safety	<ul style="list-style-type: none"> • Department of Justice and Attorney-General • Queensland Police Service • Department of Community Safety
Government services	<ul style="list-style-type: none"> • Department of Public Works

The new arrangements are characterised by new ministerial reporting relationships. Most departments retain the traditional arrangement of working to one Minister. However, some departments report to two or more Ministers, with two departments (the Department of Communities and the Department of Employment, Economic Development and Innovation) having four Ministers each.

Conversely, some Ministers have responsibilities across more than one department. For example, the Minister for Local Government and Aboriginal and Torres Strait Islander Partnerships has responsibilities spanning both the Department of Communities and the Department of Infrastructure and Planning.

Source: Public Service Commission 2010

The new structural arrangements provide the opportunity for agencies to revisit the way they deliver services to the community, the relationship between different government services, and the service delivery and access needs of citizens. To assist them in this process the PSC has developed service delivery principles, which focus on delivering services in Queensland that are:

- aligned to strategic priorities
- citizen-centered
- simple and accessible
- integrated, measured and sustainable
- based on strong partnerships, and
- adaptable in regional and rural areas.¹³

One example of an agency which is applying these service delivery principles is the Department of Communities through their No Wrong Door approach.

A new focus on client service – ‘No Wrong Door’

The Department of Communities’ No Wrong Door approach to client service reflects the priority government is placing on more responsive service delivery. The department combines five previously separate agencies and delivers a broad range of services:

- housing and homelessness services
- disability, home and community care, and community mental health services
- youth and youth justice services
- child safety and family support services
- concessions and card schemes for seniors and carers
- Aboriginal and Torres Strait Islander services
- community participation and community recovery services
- sport and recreation services
- multicultural services, and
- women’s services.

No Wrong Door is designed to link people with the support and assistance they need, in the easiest way possible for the client. The approach places the client at the centre of service delivery, and requires staff to work together in new ways and respond to a range of client needs. Access to departmental services will be easier, and client needs will be addressed in a holistic, client-centred way.

The approach is based on the view that clients should not have to navigate their way through different parts of a department to access the services they need. Rather, service delivery business models should be re-engineered, so that clients can access the range of services they need in a more coordinated way.

13 The State of Queensland (Public Service Commission) 2009, *Service Delivery Principles*, <http://www.psc.qld.gov.au>

No Wrong Door will be supported by multiple service delivery channels, including Smart Service Queensland (SSQ), other government agencies, and non-government organisations. The approach will also be supported over time by more integrated business and Information and Communication Technology (ICT) systems.

The new holistic, client-centred approach will be especially helpful for those clients with complex or multiple service needs. For example, the Department of Communities has many clients who receive concurrent services from two or more of the programs delivered by the department, such as housing, child safety or disability services.

Where as in the past clients with multiple needs may have found it difficult dealing with a number of separate agencies to get their range of needs met, No Wrong Door means that Department of Communities staff from all service streams will work together to ensure that clients requiring access to several departmental programs get more coordinated service responses.

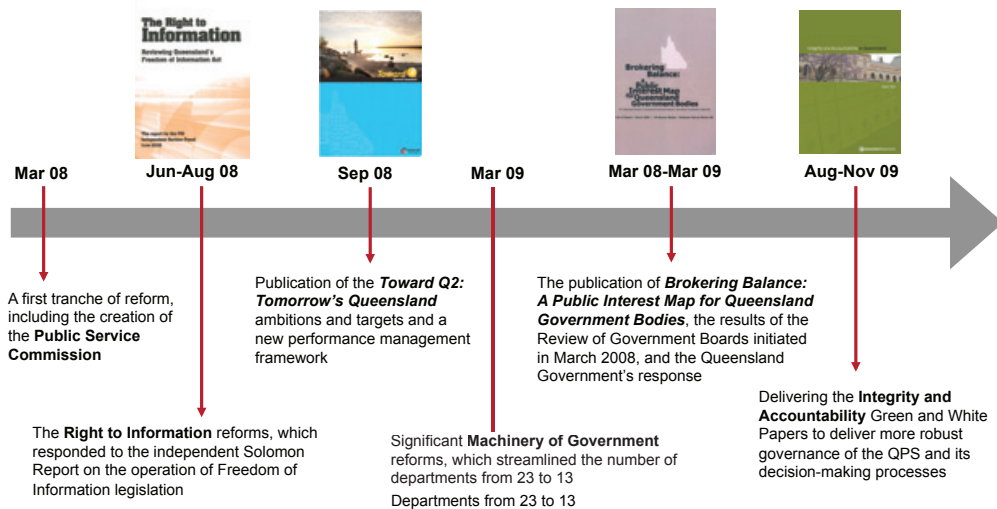
While full implementation of the No Wrong Door approach will take some time, the eventual result will be a more accessible and coordinated service experience for clients.

Source: Department of Communities

Many of the reforms outlined above are captured in the following graphic:

FIGURE 2: SEQUENCE OF REFORMS IN QUEENSLAND SINCE 2008

Particularly over the past 2 years, the Government has invested in reform of the Queensland Public Service (QPS)



Source: The State of Queensland (Department of the Premier and Cabinet) 2010

• Getting results: administrative reforms to improve efficiency and performance

Savings and improved efficiency

The government announced two further initiatives in March 2008 designed to improve efficiency and create savings:

- implementing a departmental productivity dividend of \$60 million in 2008-09 and \$80 million in subsequent years (\$300 million over four years). While front line service delivery budgets were quarantined from the dividend, agencies were encouraged to identify efficiencies and improvements across their business, and
- establishing the Expenditure Review Committee of Cabinet (ERCC), to oversee the achievement of the productivity dividend and identify further efficiencies.

The ERCC undertakes a rolling program of discussions with agencies to consider their financial performance, opportunities for savings as well as imperatives for service delivery. This approach acknowledges that there are practical limits to universal savings targets, and that a more tailored agency-specific approach is required. It also reflects that significant savings have already been identified in whole-of-government information technology, procurement and fleet management areas.

Taken collectively, these initiatives reflect the priority placed on maintaining service delivery and the need for sustainable approaches to achieving savings and efficiencies.

The Queensland Government Performance Management Framework

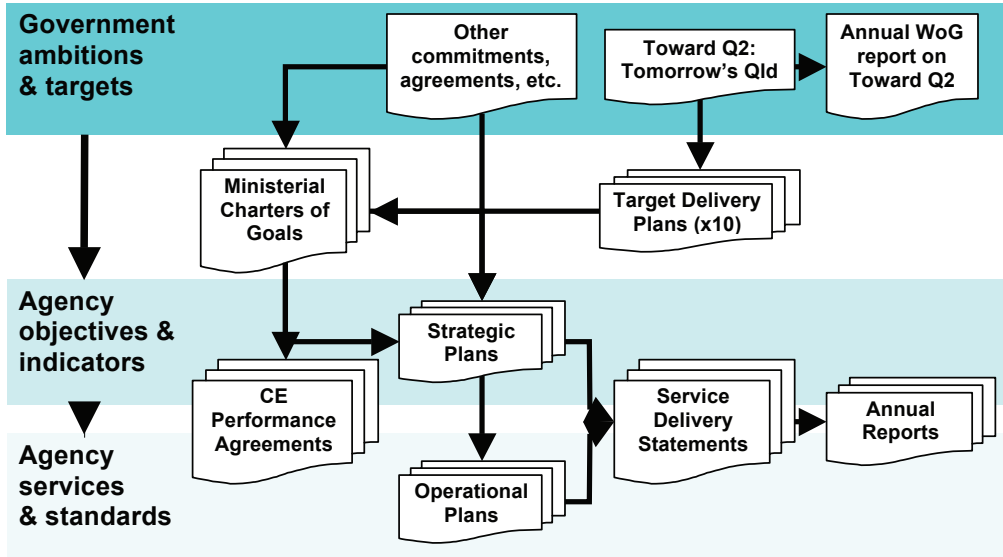
The Performance Management Framework has been progressively introduced since 2008 to help agencies improve the way they plan for, monitor, manage and report on their performance. It encourages:

- better use of performance information in agency decision making
- improved quality and consistency of performance information and monitoring, and
- improved alignment of performance information across the public sector planning, budgeting and reporting cycle.¹⁴

The framework provides the mechanisms for agencies to work together to achieve government objectives, such as the ten targets set out in Toward Q2. It incorporates planning, budgeting and reporting processes for agencies, as set out in Figure 3. It is designed to be flexible to allow it to take into account changing priorities for government and agencies, such as the establishment of new National Agreements and National Partnership Agreements under the Intergovernmental Agreement on Federal Financial Relations. Agencies are encouraged to streamline performance measuring and reporting by making linkages between agency, Queensland Government and national objectives, and performance information.

14 The State of Queensland 2009, *A Guide to the Queensland Government Performance Management Framework*, p. 8, accessed on 18 May 2010 from <http://www.premiers.qld.gov.au/publications/categories/guides.aspx>

FIGURE 3: PERFORMANCE MANAGEMENT FRAMEWORK AND RELATED DOCUMENTATION



Source: The State of Queensland 2010

Documentation supporting the framework includes *A Guide to the Queensland Government Performance Management Framework*, *Agency Planning Requirements* and *Annual Report Requirements*. All of these are updated and published annually. Importantly, the Auditor-General concluded in 2009 that the governance arrangements and guidance material produced under the framework address recommendations made in previous audit reports. These relate to the need for agencies to improve the completeness of reporting and to set objectives that are aligned to strategic plans and whole-of-government priorities.¹⁵

Implementing the framework is strengthened by the *Financial and Performance Management Standard 2009*, which supports the *Financial Accountability Act 2009*. The standard requires that each accountable officer and statutory body must, in managing the performance of the officer's department or statutory body, comply with the framework and have systems in place for deciding whether the agency is achieving its strategic objectives and delivering its planned services.

This effectively gives the force of law to the planning and annual report requirements. These requirements reflect the progressive implementation of the framework, which will be completed on preparation of 2010-11 annual reports. These reports will include actual end of year performance against agencies' performance indicators (from agencies' strategic plans) and service standards (from Service Delivery Statements published as part of the State Budget). This will provide a clear line of sight between planned, budgeted and actual performance.

¹⁵ The State of Queensland (Queensland Audit Office) 2009, *Report to Parliament No. 7 for 2009: Follow-up on government owned corporation and budget sector performance measurement and reporting: A Performance Management Systems Audit*, p. 3, <http://www.qao.qld.gov.au>

DPC is currently working with the Queensland Government Chief Information Office (QGClO), the PSC, and agency representatives to further refine the framework and ensure that it integrates with other whole-of-government frameworks and methodologies.

Inclusive government: citizens having their say

The OECD notes that open and inclusive policy making not only increases government accountability, but also improves the quality of policy and service delivery outcomes. Engaging with a range of stakeholders allows government to identify people's needs and concerns, draw on innovative ideas, galvanise people's support and involvement, and develop and implement policies and services as efficiently as possible.¹⁶

Queensland has a number of new and well-established forums for citizens to have their say on issues that are important to them. Some forums are issue-specific and time limited, while others are ongoing. Some of the forums in Queensland include:

- Community Cabinet, which gives individuals and community groups the opportunity to meet ministers and, if desired, make formal or informal deputations. Community Cabinet meetings are held in a variety of locations across the state, including regional areas, and vary in number, with six held in 2009 and nine in 2008.
- People's Question Time, which is a series of one hour question-and-answer forums giving people the chance to submit their questions and concerns to the government. Each forum is usually themed around a particular issue and features a panel typically comprising the Premier, ministers and relevant issue experts, as well as a moderator to facilitate the discussion. Community members can submit questions online in the lead-up to or during each forum. People's Question Time is filmed in front of a studio audience and streamed live online at www.qld.gov.au/questiontime.
- Get Involved, a website which is the gateway to consultations being undertaken by Queensland Government agencies. The 'Have your say' section lists current consultations, and information on how to make a submission or provide feedback on particular matters. The website also provides information on how to participate in community activities, such as volunteering, and provides links to information about Community Cabinet and People's Question Time. Further information is available from www.getinvolved.qld.gov.au.

The MyQ2 website, discussed earlier in this chapter, is a new initiative that encourages community participation in the ambitions and targets set out in Toward Q2. It also allows people to provide feedback and ideas on how the targets can be achieved.

A recent example of Queenslanders getting actively involved in policy development is the two day Growth Management Summit held in March 2010. The interactive nature of the summit, which included live streaming of the event over the internet, allowed people not in attendance to participate in real time. More traditional engagement options, such as making submissions and completing a survey, were also available.

¹⁶ Organization for Economic Co-operation and Development 2009, *Focus on Citizens: Public Engagement for Better Policy and Services*, OECD, Paris, pp. 13-14.

Growth Management Summit

The Growth Management Summit brought together representatives from industry, the community and federal, state and local governments, to discuss strategies on managing Queensland's population growth. The summit was supported by an independent expert panel drawn from planning, development, infrastructure and sustainability areas.

The summit was interactive, with proceedings being streamed live across the internet, and opportunities to put questions forward prior to and during the summit. By the end of the summit:

- more than 10,000 people had visited the website
- almost 800 people had completed an online survey, and
- 1600 people had experimented with interactive scenarios to accommodate future growth.¹⁷

The government responded to the ideas generated at the summit in the form of *Shaping Tomorrow's Queensland: a Response to the Queensland Growth Management Summit*. The response includes 22 new initiatives and 25 new supporting actions to manage growth across Queensland, in six priority areas: shaping the future, strengthening our regions, promoting liveable and affordable communities, delivering infrastructure, protecting our lifestyle and environment, and connecting communities.¹⁸

Key initiatives, informed by community submissions, contained in the response include establishing Growth Management Queensland within the Department of Infrastructure and Planning to guide future growth management, developing a Queensland Regionalisation Strategy and Queensland Infrastructure Plan, and establishing an Infrastructure Charges Taskforce.

Source: The State of Queensland (Department of the Premier and Cabinet) 2010

Importantly, public servants have also observed a willingness on the part of their agency to encourage community participation in the policy process. Results from the State of the Service employee survey found that only about one-fifth of respondents did not feel that their agency encouraged the public to participate in shaping and administering policy.

Public sector innovation: making good on good ideas

An innovative public service is essential if government is to provide policies and services that meet the evolving needs of the community. The service delivery environment in areas such as health, community services and education is increasingly complex and, while new technologies are enabling innovation, fresh ideas and creative approaches are needed. At the same time, the public sector's accountability requirements, hierarchical structures and high levels of scrutiny tend to make the sector more risk averse and less tolerant of failure. Building an innovation culture in the public sector will therefore be a challenge.

17 The State of Queensland (Department of the Premier and Cabinet) 2010, *Queensland Growth Management Summit Communiqué*, <http://growthsummit.premiers.qld.gov.au>

18 The State of Queensland (Department of the Premier and Cabinet) 2010, *Shaping Tomorrow's Queensland: A Response to the Queensland Growth Management Summit*, <http://growthsummit.premiers.qld.gov.au>

These and other issues are raised in the May 2010 report, *Empowering Change: Fostering Innovation in the Australian Public Service*. The report, which sets out 12 recommendations to support and drive an innovation culture in the APS, notes that “an effective public sector must be one that recognises, rewards and nurtures innovation.”¹⁹

The PSC recognised the importance of innovation when it developed its Principles for Developing Innovation in a Work Environment in 2009. The principles identify some common elements that agencies require to support innovation.

Principles for Developing Innovation in a Work Environment

1. Ideas come from anywhere – staff input, ideas and suggestions are highly valued and respected
2. Leaders set clear vision – staff know what is going on, what are the priorities and the future directions of the organisation
3. Effective innovation may start small, it can be simple and focused and while it may not be instant perfection, creativity, experimenting, risk taking and continuous improvement are fundamental features of the workplace
4. Innovation comes from challenging the status quo and actively seeking out new ideas and information
5. Staff have faith and trust in the organisation, the leaders, managers and supervisors to be receptive to their suggestions and to action and take forward ideas that add value to the organisation
6. Decision making is open and transparent – it is not necessarily consensus decision making. Honest feedback is actively and constructively provided
7. Innovation is rewarded – staff feel valued with achievements recognised, celebrated and valued
8. Organisational culture is inclusive, solutions focused and not blame oriented with results owned by staff
9. Working in partnership and collaboration with stakeholders are fundamental modes of operating
10. Staff at all levels strive for individual and collective excellence in everything they do

Source: The State of Queensland (Public Service Commission)²⁰

¹⁹ Management Advisory Committee 2010, *Empowering Change: Fostering Innovation in the Australian Public Service*, p. iii, <http://www.innovation.gov.au>

²⁰ The State of Queensland (Public Service Commission) 2009, *Principles for Developing Innovation in a Work Environment*, <http://www.psc.qld.gov.au/page/corporate-publications/catalogue/organisational-management.shtml>

At a cross-agency level, the Business Improvement In Government (BIIG) network aims to establish sustainable business improvement practices across the Queensland Public Sector. As part of its work agenda, BIIG has developed the BIIG Toolkit, comprising a suite of online tools, resources and information that supports business improvement and innovation within government. The BIIG website can be accessed by Queensland Government employees.

Results from the State of the Service employee survey indicated mixed evidence of an innovation culture. While over half of SES respondents (54.8%) agreed that SES officers in their agency encouraged innovation and creativity, only 39.3 per cent of all survey respondents (senior leaders and other respondents combined) agreed that senior leaders in their agency are receptive to ideas put forward by other employees. Survey results for the latter group may be influenced by respondents' individual proximity to senior leaders. More positively, almost half (43.3%) of all respondents agreed that senior leaders discuss with staff how to respond to future challenges.

• **Employee reform readiness**

The pace and magnitude of public sector reform is such that agencies require a certain level of agility and resilience to drive change at an organisational and whole-of-government level. The ability to manage change, and be open to the idea of change, is therefore critical for both agencies and individuals.

The State of the Service employee survey asked respondents about their views of how well they, and their organisation, deal with change. Survey responses clearly showed a high level of self-belief by individuals in their ability to adapt to, and bring about, change. Over 90 per cent of respondents agreed that they were able to adapt/respond quickly to new challenges, and 58.9 per cent agreed with the statement that they had been influential in bringing about constructive change in their work area. Some 83.8 per cent felt they would be described by others as flexible and open to change. These results suggest a certain confidence and resilience on the part of employees as they implement, and respond to, change.

However, the picture changes somewhat when survey results regarding the management of major change are considered. About one-third of respondents agreed that major organisational and workforce change is managed well in their agency. This response is understandable in light of the magnitude of the changes in many agencies resulting from the implementation of new machinery of government arrangements, with some organisations still embedding new structural, reporting and leadership arrangements as a consequence. Future survey results will provide further insight into the issue and it is anticipated that in view of the other survey results above, the climate may well be more positive in the future.

• Key themes and future directions

Since March 2008, the Queensland Government has embarked on a wide-ranging reform journey that has involved setting new strategic directions, streamlining the structures of government for improved efficiency and service delivery, and implementing new administrative systems and processes to drive public sector performance. The first phase of implementing these reforms is complete, with future priorities now focusing on public sector efficiency and better quality, more client-centred service delivery.

There is still progress to be made on the service delivery front. The government recognises the need for improved service delivery and that people's needs for government services often do not fit neatly within the boundaries of government departments. Queenslanders want integrated and easy-to-find government services. Simple enquiries and transactional services may be best suited to web access, whereas more complex matters may require phone access or face-to-face communication.

As a result the government is pursuing a range of channel options including integrated web and phone portals to streamline access to services. SSQ has already improved access, and the No Wrong Door reforms being led by the Department of Communities provide a practical example of how revisiting the way services are designed and provided can make a positive difference to clients. The financial, ICT and workforce challenges associated with such change are significant and will take some time to deliver on the ground. Importantly, however, the way the public service conceptualises its relationship with the community has evolved, and 'service' will be a key priority for the future.

Delivering high-quality services to the community is made easier when the public sector has strong policy skills to inform the shape, implementation and evaluation of service delivery. The importance of policy skills has been identified in a number of jurisdictions, with the review of the APS recently identifying the need to strengthen its strategic policy capability.²¹ Queensland has already identified the importance of high-quality advice to government as part of a more holistic approach to managing public sector performance.²² Strategies are currently being developed to build the policy capability of the QPS.

What distinguishes Queensland from the APS in terms of the focus of reforms is the state government's extensive role and experience in providing front line services in education, health, policing and other areas, and the consequent need for policy and service delivery to both reinforce and inform one another. Improving the linkages between service delivery and policy is therefore an important focal point.

Improving service delivery also requires greater collaboration with the community to inform government priorities and the policy development process. Community Cabinet and websites such as MyQ2 and the 'Get Involved' site provide a strong foundation. Another approach that might be considered in the future is the use of citizen satisfaction surveys, which the Australian Government plans to undertake as a result of its reform blueprint, and which both Canada and New Zealand already undertake. Citizen surveys provide a direct way of gathering information

21 Advisory Group on Reform of Australian Government Administration 2010, *Ahead of the Game: Blueprint for the Reform of Australian Government Administration*, Commonwealth of Australia, Canberra, p. 42, <http://www.dpmc.gov.au>

22 Service Delivery and Performance Commission 2008, *Report on Strengthening Performance in the Queensland Government*, Queensland Government, Brisbane, p. 2.

about front line service delivery and other matters that are important to people and could further enhance linkages between government and the community.

Agencies across the QPS recognise the future challenges associated with delivering high-quality, efficient services. The State of the Service agency survey asked agencies to rank the five greatest challenges facing their organisation over the next five years. A range of challenges was raised by agencies; however, there were four challenges that were raised most consistently. These were:

- improving the quality of service delivery to clients/the community – this was the challenge raised most often as the number one challenge for agencies
- improving the efficiency of service delivery to clients/the community – this was the second most regularly raised challenge (75.7%)
- attracting and retaining appropriate skill sets for the workforce – this was raised by the majority of agencies (89.2%) as one of their top five challenges, and
- managing an ageing workforce – nearly half of the agencies (18, or 48.6%) identified an ageing workforce as one of their top five challenges.

These survey results clearly show that agencies recognise the challenges associated with implementing major public sector reform and that, ultimately, the public service delivers on this agenda through its people. Attracting and retaining appropriately skilled employees and putting in place strategies to address the ageing workforce will therefore be a high priority if public sector reform objectives are to be achieved. The QPS approach to building workforce capability is explored in more detail in Chapter 8.

4

QUEENSLAND PUBLIC SERVICE: THE CONTEXT

Current forecasts predict Queensland's population of four million people could double in less than 50 years through overseas and interstate migration and natural increases. These are not things the Queensland Government can control. But we can manage the impacts of this growth, harness the opportunities it brings, and mitigate the risks that can come with it.

Source: Anna Bligh MP, Premier of Queensland, 2010²³

This chapter provides an overview of the QPS, including its service delivery responsibilities, the size and scale of QPS agencies, employment trends in the QPS and employment profiles in regional areas. This chapter, and the one following, include a range of workforce information drawn from the MOHRI system. The MOHRI system is managed by the PSC, with the workforce information provided to it by QPS agencies on a quarterly basis. The information contained in these two chapters provides trend data, where possible for various issues, and snapshot data as at June 2009.

• Introduction

While the other levels of government have key roles to play, the Queensland Government is responsible for the delivery of the most significant public services in Queensland. This includes responsibility for services including education and training, child safety, policing, health care and some public transport. There are also increasing community expectations of the role that government will play in shaping our economy, protecting the environment and ensuring that communities are fair, safe and sustainable. The ability of the Queensland Government to deliver public services

²³ The State of Queensland (Department of the Premier and Cabinet) 2010, *Shaping Tomorrow's Queensland: A Response to the Queensland Growth Management Summit*, p. 2, <http://growthsummit.premiers.qld.gov.au>

and implement new programs has a major influence on community perceptions of the quality and reliability of those services.

Queensland is unique in terms of its vast geographic diversity and the extent of decentralisation. This creates significant challenges both in terms of allowing the community access to effective services across the state, as well as in the provision of appropriate infrastructure to support the growing population and its transport needs. Added to this challenge is the ageing population. While the prediction that the Queensland population could double by the year 2050 is a huge issue, it is also the composition of the population that creates a particular challenge for Queensland. The proportion of the population that is aged 65 years or older is currently around 13 per cent. However by 2050, this cohort is expected to make up one quarter of the state's population.²⁴ This will have an effect on both the proportion of the working age population and the demands for health and other services.

As Queensland's population continues to grow, greater pressure will be placed on the capacity and sustainability of existing infrastructure, and there will be a rising demand for new investment in this area. There will be a need for a well-developed integrated transport system to support the continued population growth and maintenance of a healthy robust economy. There will be pressures placed on urban development, community services, green space and the quality of life and these will all require a long-term, planned approach to ensure growth is effectively managed. At the same time, there are rising community expectations of the quality and extent of services that Queenslanders will receive from government.

As the state evolves, so too must the QPS and its workforce. Queensland requires a public sector that can deliver services across the vast expanses of the state and which is sufficiently skilled and agile to respond to changing demographics and service demand.

• The data source

Minimum Obligatory Human Resource Information (MOHRI)

Details about the QPS workforce are gleaned from the MOHRI system, which holds data submitted by agencies on a quarterly basis. The file specifications for the data collection are detailed in *Directive No. 02/06 Minimum Obligatory Human Resource Information (MOHRI)* (MOHRI Directive). Agencies are individually responsible for providing the PSC with accurate and quality data in terms of the MOHRI system.

Data is validated at the agency level via the Workforce Analysis and Collection Application (WACA). The WACA is a national database used by six states to validate and store information about each jurisdiction's workforce. The downloaded data consists of information provided in 79 fields, including demographic, salary, leave and equal employment information.

The MOHRI system was developed to ensure government has access to human resource information which is required for strategic management issues within the QPS. The information is used to develop a profile and understanding of the QPS, identify various trends and develop and evaluate sector-wide human resource policies. Workforce details of all agencies are reported to government and included in other statistical reports.

Source: Public Service Commission

24 The State of Queensland (Department of the Premier and Cabinet) 2010, *Queensland Youth Summit Communique*, p. 3, <http://growthsummit.premiers.qld.gov.au>

• The context: a focus on service delivery

The QPS is strongly focused on the delivery of services, with much of its workforce devoted to the provision of health, education and policing services, as well as a range of community services including housing, child safety and family support services. These and other services are delivered through 13 Queensland Government departments and a number of public service offices. These services are delivered within the strategic framework provided by the Toward Q2 ambitions and targets.

The QPS is the largest single employer in Queensland, employing almost 230 000 people with almost two-thirds of these employees working in the areas of education and health. QPS staff are employed under a number of different acts with some 140 000 staff, including teachers, being employed under the PS Act. However, many staff in front line service delivery roles are employed under different legislation. This includes police officers, health professionals, and fire and ambulance officers. Unless stated otherwise, this chapter deals with the broader group of employees, not just those employed under the PS Act.

Table 1 sets out a list of QPS agencies and the number of their full-time equivalent (FTE) employees as at June 2009. FTEs are a standardised measure of normal full-time working hours and take into account the partial contribution of workers who work less than full-time. For example, one FTE could be comprised of two people working part-time where the total hours worked by the two employees would add to the hours of a full-time position. It is not a count of the total number of employees; this measure is classified as headcount. In the case of total QPS agencies there are 230 000 employees (headcount) and 196 000 FTE employees. The table displays the total number of FTEs for each agency and the number who are employed under the PS Act.

Employee numbers published by individual agencies in their own publications or on websites may vary from those in Table 1. This is the result of differing dates of data capture and definitional issues relating to employee status.

Government owned corporations are not included in the collection of public service workforce data and therefore some large agencies such as Queensland Rail are not included.²⁵

²⁵ The agencies that do not contribute to the MOHRI collection and that are excluded from the data provided in this report are listed in Appendix 1.

TABLE 1: FTE EQUIVALENT STAFF IN QPS AGENCIES AS AT JUNE 2009

Agency	All of QPS FTE staff	PS Act only FTE staff
Anti-Discrimination Commission Queensland	35.15	35.15
Commission for Children and Young People and Child Guardian	365.18	365.18
Communities	9,596.76	9,595.97
Community Safety	10,458.58	4,947.63
Education and Training (including its shared service provider)	64,782.24	64,773.64
Employment, Economic Development and Innovation	5,221.15	5,217.45
Environment and Resource Management	5,434.23	5,434.23
Forestry Plantations Queensland Office	425.24	425.24
Health (including its shared service provider)	60,769.53	894.03
Infrastructure and Planning	765.14	753.76
Justice and Attorney-General	3,390.48	3,381.22
Legal Aid	423.84	14.43
Museum	217.84	217.84
Queensland Police Service	13,894.43	3,611.50
Premier and Cabinet	571.99	571.99
Public Service Commission	71.47	71.07
Public Trust Office	502.74	502.74
Public Works	7,574.83	7,568.63
Queensland Art Gallery	256.31	256.31
Queensland Audit Office	229.15	229.15
Queensland Water Commission	81.00	81.00
Corporate Administration Agency	120.67	120.67
State Library of Queensland	269.14	269.14
TransLink	224.12	224.12
Transport and Main Roads	8,853.52	8,847.52
Treasury	1,332.77	1,331.57
Total	195,923.96	119,797.64

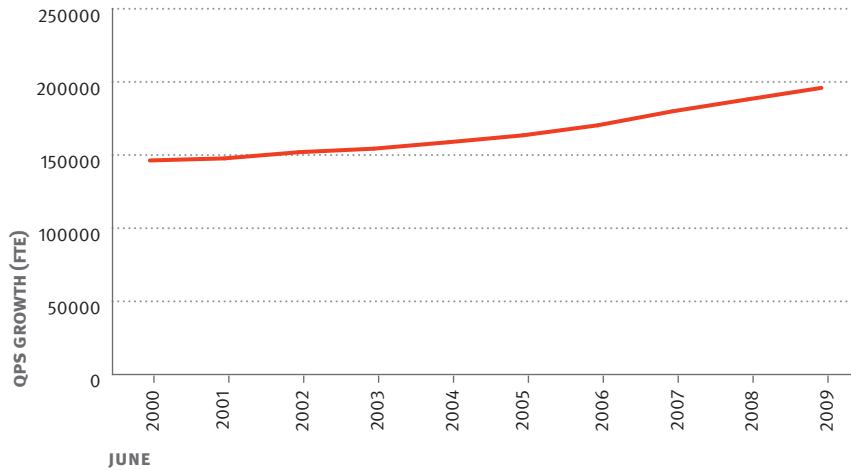
Source: MOHRI

Employees from the Departments of Education and Training, Health, Communities, Community Safety and Police make up 81.4 per cent of the QPS workforce. These are the agencies that predominantly provide front line service delivery to the community.

• Trends in QPS employment

Queensland has enjoyed consistently high population growth, with its ERP rising from 3 561 537 in June 2000 to 4 425 200 in June 2009²⁶, a 24.3 per cent increase. As the state's population has grown, so too has the size of the QPS. In the nine year period to June 2009, the number of FTEs in the QPS has risen by 33.9 per cent, from 146 323 to 195 924. This growth is depicted in the figure below.

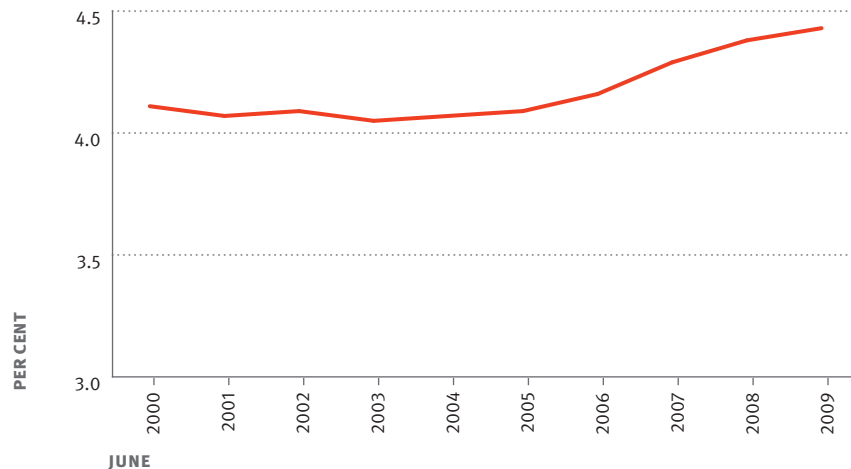
FIGURE 4: FTE GROWTH IN THE QPS



Source: MOHRI

At the same time the proportion of QPS employees to the ERP has also been increasing, rising from 4.1 in 2000 to 4.4 in 2009. This growth in the proportion of QPS employees to population is not unexpected given the context discussed previously of a growing Queensland population, which is also ageing, and the associated increase in demand for public services resulting from this.

FIGURE 5: PROPORTION OF QPS FTES TO ESTIMATED RESIDENT POPULATION



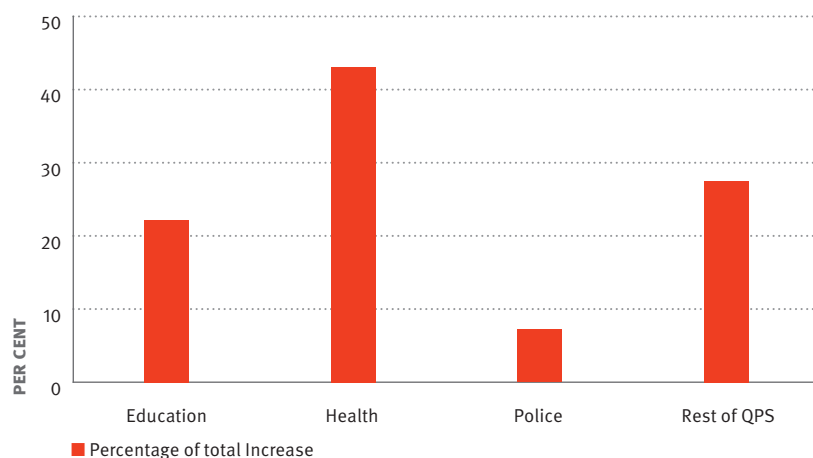
Source: MOHRI

26 Australian Bureau of Statistics 2010, *Queensland Statistics*, Cat. No. 1318.3.

This rationale is supported by the trends relating to employment in those agencies responsible for the delivery of the majority of front line services. In the nine year period between 2000 and 2009, there has been significant growth in the number of FTEs employed in agencies responsible for front line service delivery.

Queensland Health (43.1%) and the Education Queensland part of the Department of Education and Training (22.2%) had the largest percentage increases. The figure below displays this growth for Queensland Health, Education Queensland, the Queensland Police Service and the remainder of the QPS. Clearly there are a number of occupational groups included in the ‘rest of the QPS’ such as ambulance officers, fire officers, child safety officers and therapists that undertake front line service delivery roles as well.

FIGURE 6: FTE GROWTH IN MAJOR FRONT LINE SERVICE DELIVERY AGENCIES, 2000 TO 2009

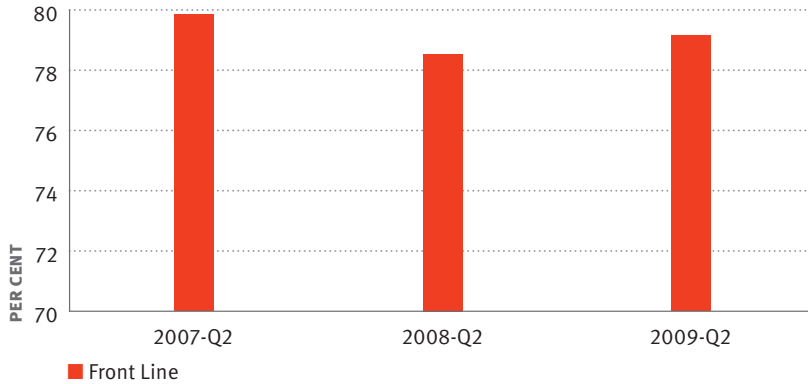


Source: MOHRI

The proportion of front line employees who provide services which are directly used by the community of Queensland has remained relatively consistent over the past three years at around 80 per cent. The proportion was 79.9 per cent in 2007, dipping to 78.5 per cent in 2008 and rising again to 79.2 per cent in 2009.

It is anticipated that this trend will continue upwards in the coming years as the machinery of government reforms are further embedded and with a further injection of funding for front line service delivery by the government in the 2010-11 budget. The current trends are displayed in Figure 7.

FIGURE 7: PROPORTION OF QPS WORKFORCE THAT DELIVERS FRONT LINE SERVICES

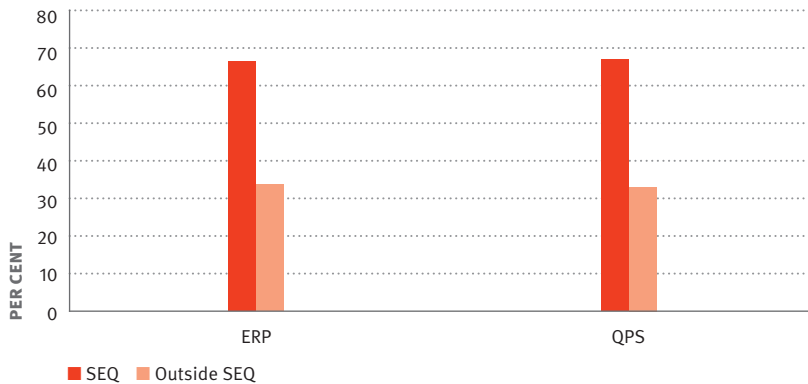


Source: MOHRI

The work locations of QPS employees also reflect the broader geographic spread of Queensland’s population. As at 30 June 2009, about two-thirds of QPS employees worked in the south-east corner of the state. This mirrors the proportion of the ERP (as at June 2009) that is also located in South East Queensland.²⁷

This suggests that despite the geographic diversity of the state, the QPS workforce, with its strong focus on service delivery, is located where the population resides across the state. In this way the delivery of services and infrastructure is able to more accurately match community needs.

FIGURE 8: QPS FTES TO ESTIMATED RESIDENT POPULATION (SOUTH EAST QUEENSLAND AND OUTSIDE SOUTH EAST QUEENSLAND)



Source: MOHRI

As a proportion of the Queensland labour force the QPS has remained around the 10 per cent mark since June 2000.²⁸ This proportion is similar to those proportions reported in 2009 for other jurisdictions,²⁹ with Victoria reporting that its public sector workforce comprised approximately

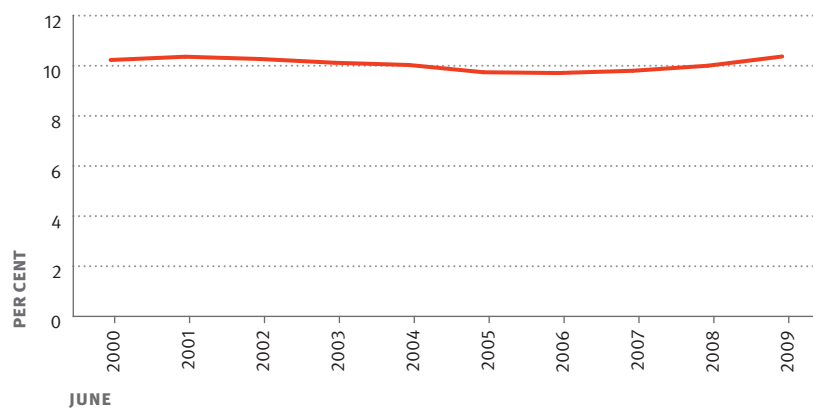
27 Australian Bureau of Statistics 2010, *Queensland Statistics*, Cat. No. 1318.3.

28 Australian Bureau of Statistics 2010, *Labour Force Australia*, Cat. No. 6202.0.

29 Care should be taken when making comparisons between jurisdictions due to the different methodologies used by various jurisdictions.

9 per cent of the total labour force³⁰, New South Wales approximately 10 per cent³¹, Western Australia almost 13 per cent³² and the Northern Territory approximately 14 per cent³³. The Queensland trend is displayed in the figure below.

FIGURE 9: QPS AS A PROPORTION OF THE QUEENSLAND LABOUR FORCE



Source: MOHRI

• Regional perspectives

This section provides a brief overview of where public service employees work throughout the state. As departments do not all operate under the same regional boundaries, the regional profiles are based on the 13 Australian Bureau of Statistics statistical divisions for Queensland:

- Brisbane
- Gold Coast
- Sunshine Coast
- West Moreton
- Wide Bay-Burnett
- Darling Downs
- South West
- Fitzroy
- Central West
- Mackay
- Northern
- Far North
- North West

There are QPS employees working in all 13 statistical divisions. There are also some QPS employees who work interstate or overseas; however, the figures provided in this section exclude those employees whose work headquarters are outside of Queensland.

Six statistical divisions had a higher proportion of public service employees to the ERP than the state average. Five of these are located in the northern and western parts of the state, with the

30 State Services Authority 2010, *The State of the Public Sector in Victoria 2008-09*, Victorian Government, Melbourne p. 15.

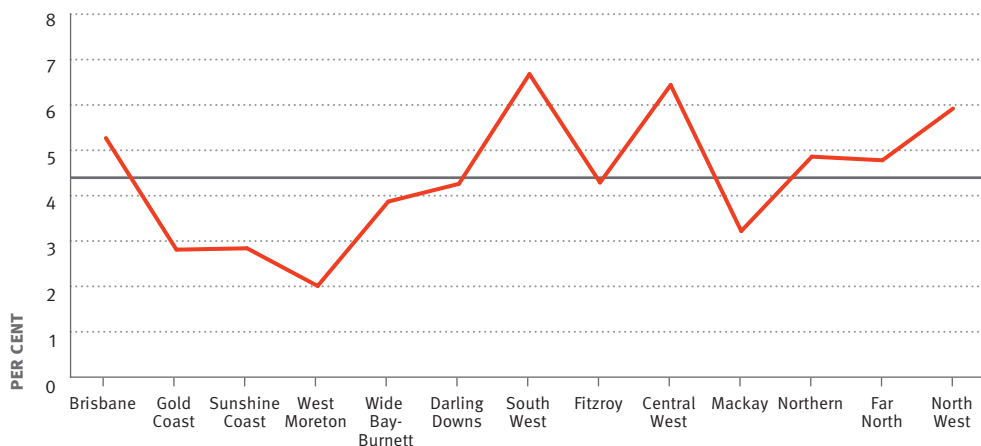
31 New South Wales Government (Department of Premier and Cabinet) 2010, 'Labour Force Statistics' viewed 1 July 2010, http://www.dpc.nsw.gov.au/public_employment.

32 Office of the Public Sector Standards Commissioner (OPSSC) 2009, *State of the Service Report 2009*, OPSSC, Perth, p. 14.

33 Northern Territory Government of Australia 2009, *State of the Service Report 2008-09*, Office of the Commissioner for Public Employment, Darwin, p. 54.

other being the Brisbane statistical division. The figure below displays the proportion of QPS employees to the ERP for each statistical division.

FIGURE 10: PROPORTION OF QPS EMPLOYEES TO ERP BY STATISTICAL DIVISION



Source: MOHRI

What follows on the next pages is an individual snapshot of the public service workforce within each of the 13 statistical divisions. The data reports the workforce number in terms of FTE positions, except for employment across equal employment opportunity (EEO) groups, which reports the number by headcount. The regional snapshots also include, for each division, data on:

- the total number of QPS employees (all employees)
- the number of QPS employees employed under the PS Act (this includes teachers, but excludes police officers, doctors, nurses, health professionals/practitioners, and fire and ambulance officers)
- employment across EEO groups, including Indigenous people, people with a disability and people from a non-English speaking background (NESB)
- a gender breakdown for employees
- the number of employees by age group
- the average age of employees
- annual separation rate for permanent employees
- absenteeism (which includes absence caused by industrial disputes, sick leave, workers' compensation, carer's leave, and miscellaneous special leave)
- annual rate of sick leave
- annual salary groupings and a measure of the average annual salary of employees
- appointment type (permanent, temporary, casual, contract)
- a role breakdown into corporate services, front line service delivery and support, and
- the number of staff in front line occupations for each occupation group.

A short summary of key themes from the regional snapshot is included at the end of the chapter.

BRISBANE STATISTICAL DIVISION

ERP – 2,004,300

QPS (FTE) – 105,537

Public Service Act (FTE) – 65,252

Ratio of QPS to ERP – 5.27%

Indigenous (headcount) – 1,596

NESB (headcount) – 14,174

Disability (headcount) – 7,239

Gender (FTE)

Female – 65,562

Male – 39,974

Age groups (FTE)

Generation Y – 18,181

Generation X – 39,812

Baby Boomers – 45,313

Pre Baby Boomers – 2,229

Post Gen Y – 1

Average age – 42.56

QPS separations

(Annual rate – permanents only) – 5.35%

Service delivery (FTE)

Corporate services – 10,577

Front line – 74,817

Support – 20,142

Front line occupations (FTE)

Ambulance operational – 1,243

Fire fighter operational – 1,200

Education teachers – 16,092

Nurses – 11,616

Doctors – 3,311

Health professionals/practitioners – 5,208

Police – 5,639



Appointment type (FTE)

Permanent – 85,107

Temporary – 16,573

Casual – 2,829

Contract – 1,028

Annual salary (FTE)

\$49,999 and less – 31,799

\$50,000 – \$69,999 – 38,209

\$70,000 – \$89,999 – 27,009

\$90,000 – \$109,999 – 5,682

\$110,000 and over – 2,837

Average annual salary (FTE) – \$63,221

Absenteeism

(Annual rate – excluding casuals) – 3.91%

Sick leave

(Annual rate – excluding casuals) – 3.17%

GOLD COAST STATISTICAL DIVISION

ERP – 515,200

QPS (FTE) – 14,492

Public Service Act (FTE) – 8,678

Ratio of QPS to ERP – 2.81%

Indigenous (headcount) – 177

NESB (headcount) – 1,644

Disability (headcount) – 801

Gender (FTE)

Female – 9,521

Male – 4,971

Age groups (FTE)

Generation Y – 2,290

Generation X – 5,543

Baby Boomers – 6,337

Pre Baby Boomers – 322

Average age – 43.08

QPS separations

(Annual rate – permanents only) – 4.89%

Service delivery (FTE)

Corporate services – 163

Front line – 13,249

Support – 1,079

Front line occupations (FTE)

Ambulance operational – 341

Fire fighter operational – 338

Education teachers – 4,258

Nurses – 1,892

Doctors – 578

Health professionals/practitioners – 607

Police – 753



Appointment type (FTE)

Permanent – 11,661

Temporary – 2,264

Casual – 552

Contract – 16

Annual salary (FTE)

\$49,999 and less – 4,862

\$50,000 – \$69,999 – 5,499

\$70,000 – \$89,999 – 3,507

\$90,000 – \$109,999 – 339

\$110,000 and over – 285

Average annual salary (FTE) – \$60,416

Absenteeism

(Annual rate – excluding casuals) – 4.01%

Sick leave

(Annual rate – excluding casuals) – 3.20%

SUNSHINE COAST STATISTICAL DIVISION

ERP – 323,400

QPS (FTE) – 9,175

Public Service Act (FTE) – 5,488

Ratio of QPS to ERP – 2.84%

Indigenous (headcount) – 130

NESB (headcount) – 859

Disability (headcount) – 587

Gender (FTE)

Female – 5,709

Male – 3,466

Age groups (FTE)

Generation Y – 881

Generation X – 3,388

Baby Boomers – 4,750

Pre Baby Boomers – 156

Average age – 44.8

QPS separations

(Annual rate – permanents only) – 4.35%

Service delivery (FTE)

Corporate services – 215

Front line – 8,218

Support – 742

Front line occupations (FTE)

Ambulance operational – 270

Fire fighter operational – 117

Education teachers – 2,608

Nurses – 1,196

Doctors – 306

Health professionals/practitioners – 359

Police – 499



Appointment type (FTE)

Permanent – 7,376

Temporary – 1,419

Casual – 332

Contract – 48

Annual salary (FTE)

\$49,999 and less – 2,979

\$50,000 – \$69,999 – 3,081

\$70,000 – \$89,999 – 2,661

\$90,000 – \$109,999 – 268

\$110,000 and over – 186

Average annual salary (FTE) – \$61,094

Absenteeism

(Annual rate – excluding casuals) – 4.17%

Sick Leave

(Annual rate – excluding casuals) – 3.24%

WEST MORETON STATISTICAL DIVISION

ERP – 94,700

QPS (FTE) – 1,905

Public Service Act (FTE) – 1,532

Ratio of QPS to ERP – 2.01%

Indigenous (headcount) – 30

NESB (headcount) – 179

Disability (headcount) – 179

Gender (FTE)

Female – 1,287

Male – 618

Age groups (FTE)

Generation Y – 210

Generation X – 620

Baby Boomers – 1,029

Pre Baby Boomers – 46

Average age – 45.64

QPS separations

(Annual rate – permanents only) – 5.05%

Service delivery (FTE)

Corporate services – 4

Front line – 1,834

Support – 67

Front line occupations (FTE)

Ambulance operational – 57

Fire fighter operational – 1

Education teachers – 905

Nurses – 117

Doctors – 15

Health professionals/practitioners – 22

Police – 62



Appointment type (FTE)

Permanent – 1,640

Temporary – 205

Casual – 59

Contract – 1

Annual salary (FTE)

\$49,999 and less – 749

\$50,000 – \$69,999 – 519

\$70,000 – \$89,999 – 563

\$90,000 – \$109,999 – 66

\$110,000 and over – 9

Average annual salary (FTE) – \$56,786

Absenteeism

(Annual rate – excluding casuals) – 3.97%

Sick leave

(Annual rate – excluding casuals) – 3.16%

WIDE BAY-BURNETT STATISTICAL DIVISION

ERP – 287,400

QPS (FTE) – 11,133

Public Service Act (FTE) – 7,148

Ratio of QPS to ERP – 3.87%

Indigenous (headcount) – 316

NESB (headcount) – 937

Disability (headcount) – 848

Gender (FTE)

Female – 6,971

Male – 4,162

Age groups (FTE)

Generation Y – 1,259

Generation X – 3,893

Baby Boomers – 5,750

Pre Baby Boomers – 231

Average age – 44.83

QPS separations

(Annual rate – permanents only) – 4.76%

Service delivery (FTE)

Corporate services – 152

Front line – 9,967

Support – 1,014

Front line occupations (FTE)

Ambulance operational – 211

Fire fighter operational – 98

Education teachers – 3,023

Nurses – 1,379

Doctors – 240

Health professionals/practitioners – 324

Police – 494



Appointment type (FTE)

Permanent – 9,473

Temporary – 1,303

Casual – 341

Contract – 16

Annual salary (FTE)

\$49,999 and less – 4,381

\$50,000 – \$69,999 – 3,641

\$70,000 – \$89,999 – 2,683

\$90,000 – \$109,999 – 273

\$110,000 and over – 155

Average annual salary (FTE) – \$57,329

Absenteeism

(Annual rate – excluding casuals) – 4.11%

Sick leave

(Annual rate – excluding casuals) – 3.21%

DARLING DOWNS STATISTICAL DIVISION

ERP – 237,200

QPS (FTE) – 10,103

Public Service Act (FTE) – 5,943

Ratio of QPS to ERP – 4.26%

Indigenous (headcount) – 228

NESB (headcount) – 648

Disability (headcount) – 764

Gender (FTE)

Female – 6,411

Male – 3,692

Age groups (FTE)

Generation Y – 1,353

Generation X – 3,364

Baby Boomers – 5,103

Pre Baby Boomers – 283

Average age – 44.68

QPS separations

(Annual rate – permanents only) – 5.65%

Service delivery (FTE)

Corporate services – 240

Front line – 8,810

Support – 1,053

Front line occupations (FTE)

Ambulance operational – 203

Fire fighter operational – 95

Education teachers – 2,223

Nurses – 1,475

Doctors – 211

Health professionals/practitioners – 367

Police – 434



Appointment type (FTE)

Permanent – 8,528

Temporary – 1,211

Casual – 343

Contract – 22

Annual salary (FTE)

\$49,999 and less – 3,829

\$50,000 – \$69,999 – 3,347

\$70,000 – \$89,999 – 2,499

\$90,000 – \$109,999 – 282

\$110,000 and over – 146

Average annual salary (FTE) – \$58,145

Absenteeism

(Annual rate – excluding casuals) – 3.91%

Sick leave

(Annual rate – excluding casuals) – 3.12%

SOUTH WEST STATISTICAL DIVISION

ERP – 26,300

QPS (FTE) – 1,756

Public Service Act (FTE) – 975

Ratio of QPS to ERP – 6.68%

Indigenous (headcount) – 105

NESB (headcount) – 90

Disability (headcount) – 105

Gender (FTE)

Female – 1,157

Male – 599

Age groups (FTE)

Generation Y – 361

Generation X – 620

Baby Boomers – 723

Pre Baby Boomers – 52

Average age – 42.27

QPS separations

(Annual rate – permanents only) – 6.30%

Service delivery (FTE)

Corporate services – 17

Front line – 1,545

Support – 193

Front line occupations (FTE)

Ambulance operational – 31

Fire fighter operational – 3

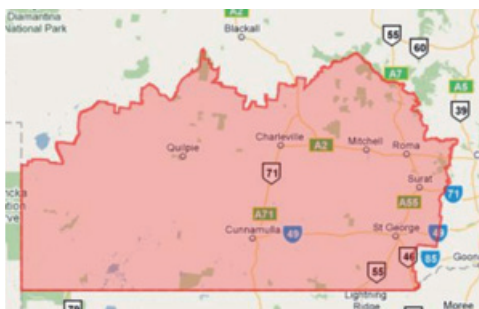
Education teachers – 340

Nurses – 254

Doctors – 23

Health professionals/practitioners – 56

Police – 108



Appointment type (FTE)

Permanent – 1,482

Temporary – 228

Casual – 45

Contract – 1

Annual salary (FTE)

\$49,999 and less – 811

\$50,000 – \$69,999 – 625

\$70,000 – \$89,999 – 240

\$90,000 – \$109,999 – 58

\$110,000 and over – 21

Average annual salary (FTE) – \$54,110

Absenteeism

(Annual rate – excluding casuals) – 3.21%

Sick leave

(Annual rate – excluding casuals) – 2.53%

FITZROY DOWNS STATISTICAL DIVISION

ERP – 220,700

QPS (FTE) – 9,474

Public Service Act (FTE) – 5,837

Ratio of QPS to ERP – 4.29%

Indigenous (headcount) – 361

NESB (headcount) – 669

Disability (headcount) – 689

Gender (FTE)

Female – 6,242

Male – 3,232

Age groups (FTE)

Generation Y – 1,794

Generation X – 3,283

Baby Boomers – 4,204

Pre Baby Boomers – 194

Average age – 42.59

QPS separations

(Annual rate – permanents only) – 6.55%

Service delivery (FTE)

Corporate services – 243

Front line – 8,184

Support – 1,047

Front line occupations (FTE)

Ambulance operational – 222

Fire fighter operational – 124

Education teachers – 2,107

Nurses – 1,124

Doctors – 192

Health professionals/practitioners – 351

Police – 464



Appointment type (FTE)

Permanent – 8,047

Temporary – 1,066

Casual – 330

Contract – 31

Annual salary (FTE)

\$49,999 and less – 3,795

\$50,000 – \$69,999 – 3,313

\$70,000 – \$89,999 – 1,977

\$90,000 – \$109,999 – 242

\$110,000 and over – 148

Average annual salary (FTE) – \$57,685

Absenteeism

(Annual rate – excluding casuals) – 3.87%

Sick leave

(Annual rate – excluding casuals) – 3.05%

CENTRAL WEST STATISTICAL DIVISION

ERP – 12,300

QPS (FTE) – 792

Public Service Act (FTE) – 482

Ratio of QPS to ERP – 6.44%

Indigenous (headcount) – 36

NESB (headcount) – 45

Disability (headcount) – 55

Gender (FTE)

Female – 514

Male – 278

Age groups (FTE)

Generation Y – 179

Generation X – 285

Baby Boomers – 309

Pre Baby Boomers – 19

Average age – 41.43

QPS separations

(Annual rate – permanents only) – 8.58%

Service delivery (FTE)

Corporate services – 17

Front line – 1,545

Support – 193

Front line occupations (FTE)

Ambulance operational – 12

Fire fighter operational – 1

Education teachers – 171

Nurses – 97

Doctors – 5

Health professionals/practitioners – 18

Police – 50



Appointment type (FTE)

Permanent – 687

Temporary – 86

Casual – 18

Contract – 1

Annual salary (FTE)

\$49,999 and less – 335

\$50,000 – \$69,999 – 290

\$70,000 – \$89,999 – 129

\$90,000 – \$109,999 – 33

\$110,000 and over – 6

Average annual salary (FTE) – \$55,158

Absenteeism

(Annual rate – excluding casuals) – 3.35%

Sick leave

(Annual rate – excluding casuals) – 2.60%

MACKAY STATISTICAL DIVISION

ERP – 172,700

QPS (FTE) – 5,564

Public Service Act (FTE) – 3,540

Ratio of QPS to ERP – 3.22%

Indigenous (headcount) – 138

NESB (headcount) – 545

Disability (headcount) – 368

Gender (FTE)

Female – 3,941

Male – 1,623

Age groups (FTE)

Generation Y – 936

Generation X – 2,032

Baby Boomers – 2,494

Pre Baby Boomers – 103

Average age – 42.92

QPS separations

(Annual rate – permanents only) – 7.45%

Service delivery (FTE)

Corporate services – 58

Front line – 5,018

Support – 488

Front line occupations (FTE)

Ambulance operational – 114

Fire fighter operational – 57

Education teachers – 1,649

Nurses – 654

Doctors – 144

Health professionals/practitioners – 190

Police – 298



Appointment type (FTE)

Permanent – 4,702

Temporary – 645

Casual – 192

Contract – 24

Annual salary (FTE)

\$49,999 and less – 1,954

\$50,000 – \$69,999 – 2,001

\$70,000 – \$89,999 – 1,366

\$90,000 – \$109,999 – 161

\$110,000 and over – 82

Average annual salary (FTE) – \$58,419

Absenteeism

(Annual rate – excluding casuals) – 3.43%

Sick leave

(Annual rate – excluding casuals) – 2.76%

NORTHERN STATISTICAL DIVISION

ERP – 227,300

QPS (FTE) – 11,050

Public Service Act (FTE) – 5,986

Ratio of QPS to ERP – 4.86%

Indigenous (headcount) – 472

NESB (headcount) – 1,297

Disability (headcount) – 779

Gender (FTE)

Female – 7,241

Male – 3,809

Age groups (FTE)

Generation Y – 1,958

Generation X – 4,130

Baby Boomers – 4,728

Pre Baby Boomers – 234

Average age – 42.59

QPS separations

(Annual rate – permanents only) – 6.74%

Service delivery (FTE)

Corporate services – 299

Front line – 9,587

Support – 1,164

Front line occupations (FTE)

Ambulance operational – 196

Fire fighter operational – 147

Education teachers – 1,977

Nurses – 1,743

Doctors – 408

Health professionals/practitioners – 499

Police – 602



Appointment type (FTE)

Permanent – 9,342

Temporary – 1,262

Casual – 349

Contract – 97

Annual salary (FTE)

\$49,999 and less – 4,298

\$50,000 – \$69,999 – 3,956

\$70,000 – \$89,999 – 2,260

\$90,000 – \$109,999 – 321

\$110,000 and over – 215

Average annual salary (FTE) – \$59,042

Absenteeism

(Annual rate – excluding casuals) – 3.77%

Sick leave

(Annual rate – excluding casuals) – 3.04%

FAR NORTH STATISTICAL DIVISION

ERP – 269,700

QPS (FTE) – 12,891

Public Service Act (FTE) – 7,698

Ratio of QPS to ERP – 4.78%

Indigenous (headcount) – 1,174

NESB (headcount) – 1,723

Disability (headcount) – 870

Gender (FTE)

Female – 8,191

Male – 4,700

Age groups (FTE)

Generation Y – 1,872

Generation X – 4,798

Baby Boomers – 5,903

Pre Baby Boomers – 319

Average age – 43.50

QPS separations

(Annual rate – permanents only) – 5.91%

Service delivery (FTE)

Corporate services – 290

Front line – 11,420

Support – 1,182

Front line occupations (FTE)

Ambulance operational – 227

Fire fighter operational – 148

Education teachers – 2,827

Nurses – 1,668

Doctors – 317

Health professionals/practitioners – 432

Police – 697



Appointment type (FTE)

Permanent – 10,510

Temporary – 1,855

Casual – 493

Contract – 32

Annual salary (FTE)

\$49,999 and less – 4,740

\$50,000 – \$69,999 – 4,722

\$70,000 – \$89,999 – 2,848

\$90,000 – \$109,999 – 352

\$110,000 and over – 228

Average annual salary (FTE) – \$58,537

Absenteeism

(Annual rate – excluding casuals) – 3.67%

Sick leave

(Annual rate – excluding casuals) – 2.89%

NORTH WEST STATISTICAL DIVISION

ERP – 34,000

QPS (FTE) – 2,011

Public Service Act (FTE) – 1,198

Ratio of QPS to ERP – 5.92%

Indigenous (headcount) – 206

NESB (headcount) – 200

Disability (headcount) – 112

Gender (FTE)

Female – 1,398

Male – 614

Age groups (FTE)

Generation Y – 568

Generation X – 717

Baby Boomers – 675

Pre Baby Boomers – 52

Average age – 39.76

QPS separations

(Annual rate – permanents only) – 10.23%

Service delivery (FTE)

Corporate services – 15

Front line – 1,768

Support – 229

Front line occupations (FTE)

Ambulance operational – 33

Fire fighter operational – 22

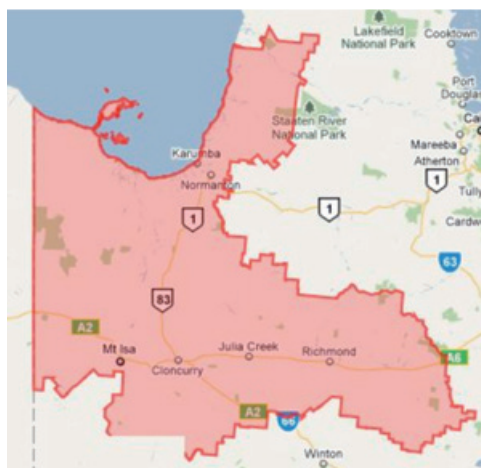
Education teachers – 397

Nurses – 237

Doctors – 34

Health professionals/practitioners – 36

Police – 166



Appointment type (FTE)

Permanent – 1,666

Temporary – 278

Casual – 58

Contract – 10

Annual salary (FTE)

\$49,999 and less – 884

\$50,000 – \$69,999 – 770

\$70,000 – \$89,999 – 257

\$90,000 – \$109,999 – 70

\$110,000 and over – 30

Average annual salary (FTE) – \$55,528

Absenteeism

(Annual rate – excluding casuals) – 3.18%

Sick leave

(Annual rate – excluding casuals) – 2.52%

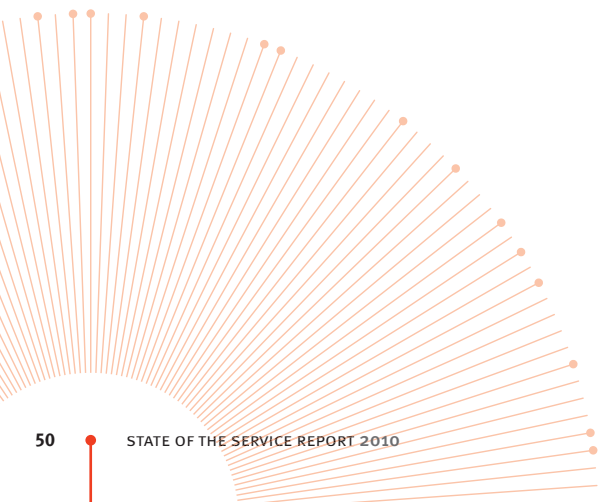
• Summary of regional perspectives

There are no outstanding differences when comparing workforce profiles for each of the statistical divisions, other than that the Brisbane statistical division has a higher proportion of employees in the corporate support function. In Brisbane, this comprises about 10 per cent of the workforce, whereas in the other statistical divisions it sits around one or two per cent. This is not unexpected given that most agencies would have their headquarters located in the Brisbane area and this is where many of the large transactional functions are currently located.

In addition, three statistical divisions have a ratio of staff to the ERP which is somewhat higher than the QPS overall rate of 4.4 per cent. These are the North West statistical division (5.9%), the South West statistical division (6.7%) and the Central West statistical division (6.4%).

More interesting observations occur when the data is aggregated into the south-east corner of the state and the rest of the state. When comparing employees working outside of the south-east corner of the state to those in the south-east, they are more likely to be older (average age of 43.4 years compared to 42.8 years in the south-east), a greater proportion will be permanent (84.0% to 80.7%) and more of them work on a part-time basis (27.2% to 24.0%).

Employees outside the south-east corner on average also earn less annual salary (\$57 960 as compared to \$62 639 in the south-east) and they take fewer average full-time sick days (6.6 days to 7.2 days).



5

THE QPS WORKFORCE: A SNAPSHOT

People are more than a ‘resource’ in organisations. Organisations exist because of and for people. Whereas resources such as buildings, equipment and finance are finite or limited, it is people who can provide unlimited intangibles to their organisation, such as passion, drive, commitment, initiative and creativity.

Source: Rod Jones, Human Resource Management author, 2010.³⁴

This chapter discusses QPS employment trends over the past decade, workforce demographics such as age, gender and diversity, and workforce movements, including separations and retirements. It draws predominantly on MOHRI trend data for up to 2008-09, but also reports on results from the State of the Service employee survey.

• Introduction

The chapter provides a selection of workforce information about Queensland public servants who are employed under the PS Act. While this information does not include data relating to a number of occupational groups such as police officers, health professionals, and fire and ambulance officers, as was contained in the previous chapter, it does still include information on a range of employees who provide front line service delivery to the community. These front line service delivery public servants include teachers, child safety officers, psychologists, other allied health professionals, engineers and road workers.

³⁴ Jones, R. 2010, *Managing Human Resource Systems*, 2nd edition, Pearson Australia, Frenchs Forest, NSW, p. xiii.

It should be noted that not all agencies who employ staff under the PS Act contribute to the MOHRI data collection system.³⁵ As a result, unless otherwise stated, data in this chapter is limited to those agencies that do provide data to the MOHRI system.

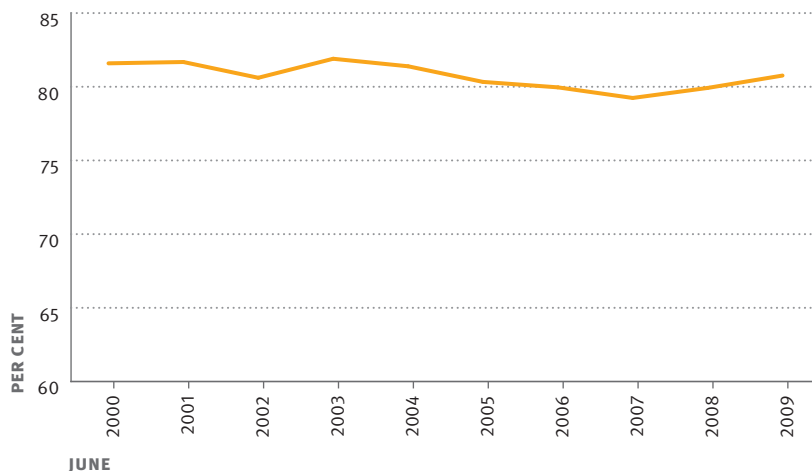
• Employee profiles: who we are and the way we work

There were 119 797.64 FTEs employed under the PS Act at 30 June 2009. This is just over 60 per cent of the total number of staff employed in all QPS agencies.

Just as there has been sustained growth in the Queensland population over the past nine years, there has also been a 21 per cent increase in the number of staff employed under the PS Act, with the number of FTEs increasing by 20 685.50 from 99 112.14 in June 2000.

As is the case in a number of organisations, QPS employees can be employed on a permanent, temporary or casual basis, or contracted for a period of time under the PS Act. However, the majority of these staff (80.8%) are employed as permanent employees. The proportion of staff who are employed on a permanent basis within the QPS has remained stable at around the 80 per cent mark for almost a decade. The figure below displays the trend between June 2000 and June 2009.

FIGURE 11: PERMANENT FTE EMPLOYMENT IN THE QPS



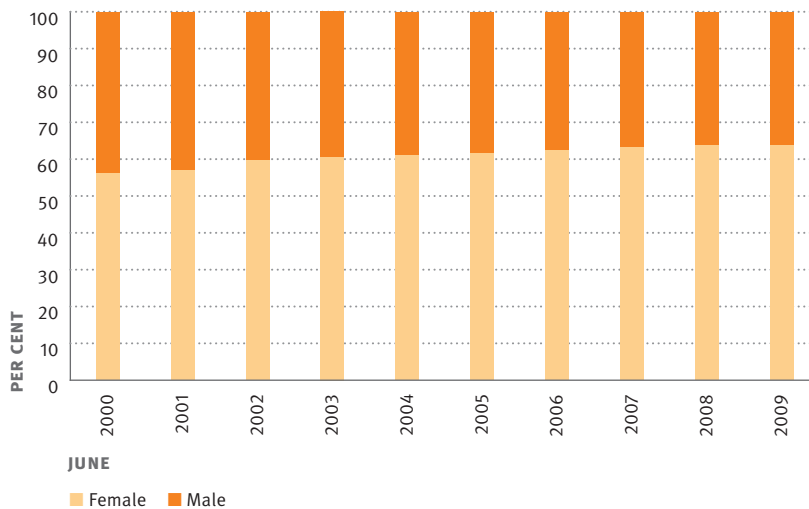
Source: MOHRI

³⁵ Government owned corporations and a number of public service offices are not included in the MOHRI collection. These are listed in Appendix 1.

Gender

The proportion of women employed in the QPS continues to increase, with women now comprising some 63.8 per cent of the permanent workforce (Figure 12). This level has risen from 56.1 per cent in 2000. This level is similar to that of other jurisdictions with Victoria reporting two thirds of its public sector workforce being female³⁶, Northern Territory being at around 63 per cent³⁷ and Western Australia having 68 per cent.³⁸ It also compares quite favourably with the APS where females comprise 57.8 per cent of total employment.³⁹

FIGURE 12: PROPORTION OF QPS BY GENDER FTE



Source: MOHRI

The mix of employee appointment types by gender is shown in the figure below. While the majority of both male and female employees hold permanent appointments, there is a higher proportion of women than men in temporary and casual employment. This may reflect lifestyle choice and/or may be an indication of the need to balance working arrangements with carer responsibilities. The results of the State of the Service employee survey may shed some light on this as 18.7 per cent of women and 16.9 per cent of men responding to the survey stated that they had carer responsibilities.

While the numbers are very small, men are four times more likely to be in contract employment than women. This reflects the higher number of males in SES and CES positions, and a large number of males on contracts of employment for specialised roles under section 122 of the PS Act. Trends in the senior executive workforce are discussed in further detail in Chapter 7.

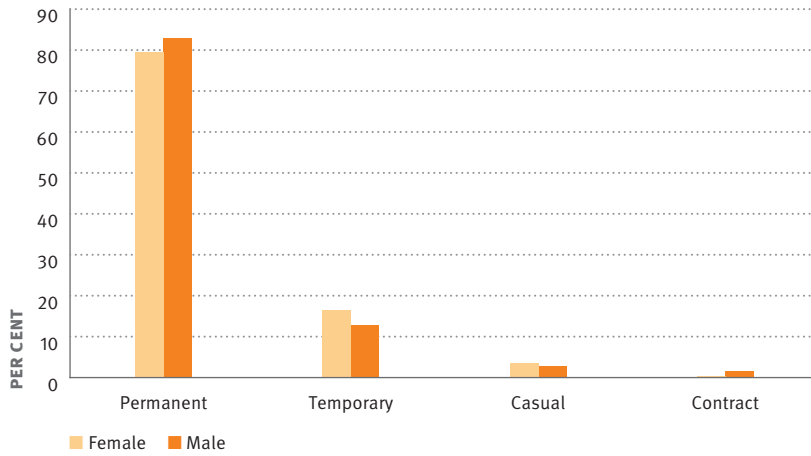
36 State Services Authority (SSA) 2009, *The State of the Public Service in Victoria 2008-09*, p. 20, SSA, Melbourne.

37 Office of the Commissioner for Public Employment (OCPE) 2009, *State of the Service Report 2008-09*, p. 61, OCPE, Darwin.

38 Office of the Public Sector Standards Commissioner (OPSSC) 2009, *State of the Service Report 2009*, p. 15, OPSSC, Perth.

39 Australian Public Service Commission 2009, *State of the Service Report 2008-09*, p. 4, Commonwealth of Australia, Canberra.

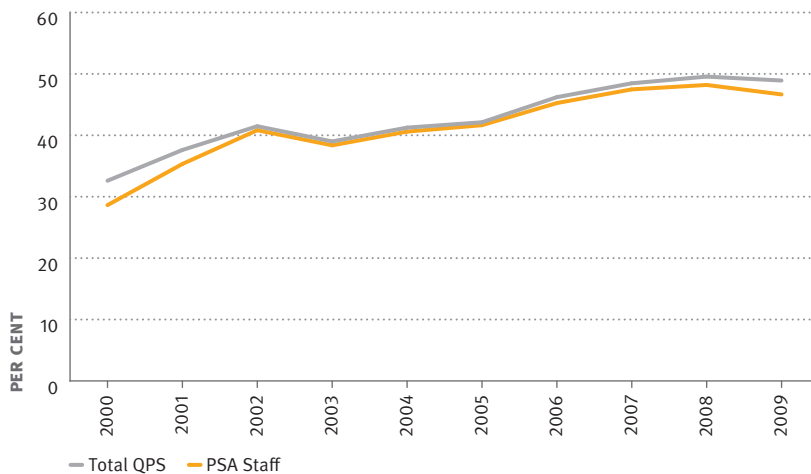
FIGURE 13: APPOINTMENT TYPES BY GENDER AS AT JUNE 2009



Source: MOHRI

There has been an upward trend in the number and proportion of female employees within the A07 to SO equivalent range in the past nine years. This would suggest that women are now moving into supervisory and management positions and into positions where their natural career progression will be to the SES.

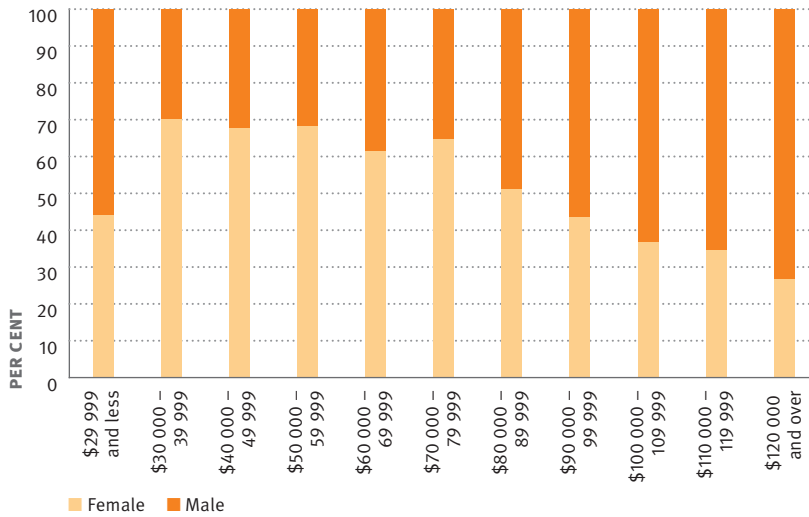
FIGURE 14: EMPLOYMENT TREND FOR WOMEN EMPLOYED IN THE A07 TO SO RANGE



Source: MOHRI

Despite the growth in the proportion of female employees over time, many women remain at the lower and middle salary levels, earning between \$30 000 and \$89 000 per year. There is a greater proportion of men than women in the lowest salary band. These male employees are predominantly trade persons and related workers, whereas the females in this band are predominantly administrative staff. The figure below shows that the ‘cross-over’ salary point, where there is a greater proportion of men than women, is in the \$90 000 – \$99 000 salary band.

FIGURE 15: ANNUAL SALARIES (FTE) BY GENDER AS AT JUNE 2009

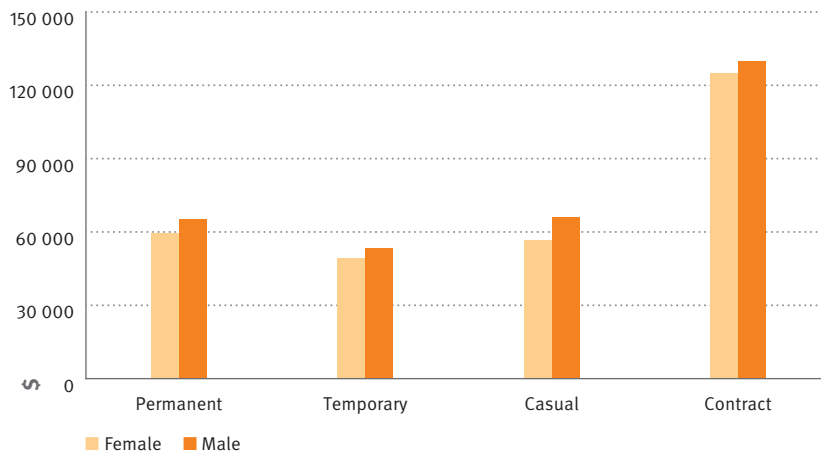


Source: MOHRI

In view of the trend indicated in the figure above, it is anticipated that this ‘cross-over’ salary point for gender will change over time and women will be represented in greater numbers in the higher salary bands.

When examining the average annual salary as at 30 June 2009 by appointment type and gender, it is clear that there is also a pay gap between male and female employees for all appointment types (Figure 16). For permanent employees, there is a \$5574 pay gap between men and women. While the largest gap occurs for casual employees, where the average annual salary for males is \$9608 more than that for female employees, this is more complex as it is influenced by the nature of casual employment and the number of hours worked by each casual employee.

FIGURE 16: AVERAGE ANNUAL SALARY (FTE) BY APPOINTMENT TYPE AND GENDER AS AT JUNE 2009



Source: MOHRI

Despite this pay gap, State of the Service employee survey results indicated that women were more satisfied with their remuneration than men. Just less than half of women agreed with the statement that they were fairly remunerated for the work that they do, in comparison to 40.4 per cent of men. Conversely, 33.6 per cent of women and 38.5 per cent of men disagreed with the statement.

While the factors that might contribute to this survey result are difficult to identify with certainty, research undertaken by the Equal Opportunity for Women in the Workplace Agency (EOWA) may provide some insight. EOWA's 2006 online survey found that only 15 per cent of women and 21 per cent of men are most likely to consider good pay and bonuses as the single most important consideration when choosing employment.

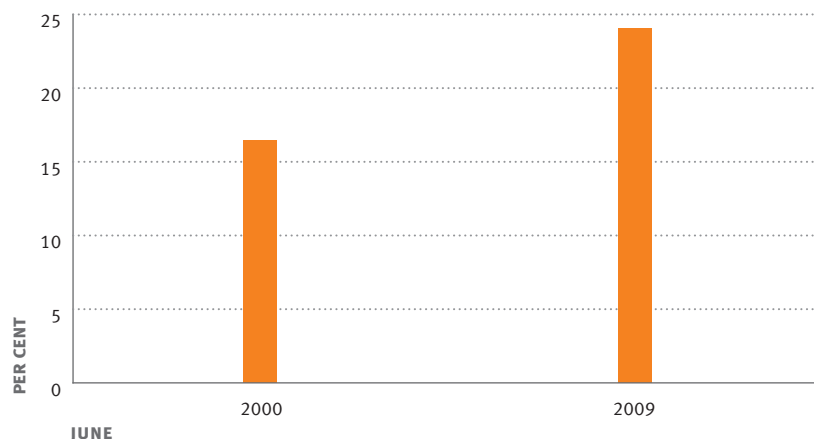
However, female respondents also tended to place significantly more value than men on the following employer characteristics: a good organisational record of promoting and supporting women; flexible work conditions; an organisation with a large number of women in senior positions; a position that does not involve long hours or overtime; and the provision of paid maternity leave.⁴⁰

When making decisions about prospective employment, and their satisfaction with current employment, women may therefore make some trade-offs in relation to their remuneration.

Employment status: full-time, part-time and casual work

More than two-thirds of QPS employees (67.5%) are employed on a full-time basis. However, this way of working has changed over the years with almost a quarter of QPS employees now working on a part-time basis. Figure 17 below displays how the percentage of employees working part-time has increased significantly, from 16.4 per cent in 2000 to 24.1 per cent in 2009.

FIGURE 17: QPS PART-TIME WORKERS (HEADCOUNT)



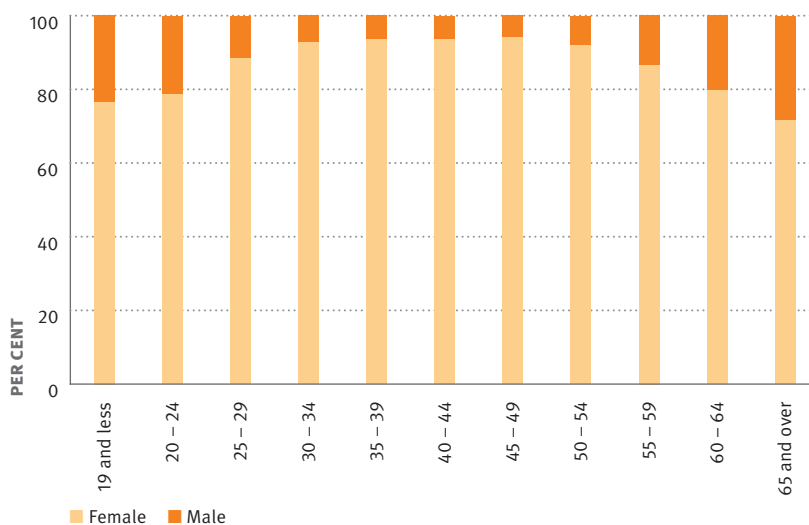
Source: MOHRI

40 Equal Opportunity for Women in the Workplace Agency 2008, *Generation F: Attract, Engage, Retain*, p. 6, <http://www.eowa.gov.au>

Part-time work is more prevalent among women (Figure 18), with 90.6 per cent of part-time workers being women. Women who work part-time are most likely to be employed at the AO2-AO6 and equivalent salary levels (97.1%), with 56.1 per cent working at the AO2 equivalent salary level.

Part-time work is most prevalent for women aged 35 or more, with 37.7 per cent of the total female workforce working part-time after that age. Males tend to work more on a part-time basis when they are aged 24 years and under or once they have reached the age of 55.

FIGURE 18: PROPORTION OF MALES AND FEMALES WHO WORK PART-TIME BY AGE, AS AT JUNE 2009



Source: MOHRI

Part-time work becomes just as prevalent for all employees as they grow older. Some 28.7 per cent of the total workforce aged 60 and over works on a part-time basis.

Types of work

Almost half the employee survey respondents (44.7%) indicated they were involved in direct service delivery to the public (Table 2). A further 14.0 per cent were in administrative and clerical roles, 12.5 per cent were in corporate services, 6.3 per cent were in program design/management roles, and 3.7 per cent worked in policy.

While at first glance it may appear that the proportion of employees indicating that they worked in service delivery roles is low, it needs to be remembered that the respondents to the State of the Service employee survey are staff employed under the PS Act. Police officers, health professionals, fire and ambulance officers and a range of other front line service delivery employees are not included in this data.

As reported in Chapter 4, when these employees are included in the QPS data the proportion of employees in service delivery roles is around 80 per cent. However, what these figures reflect, even without those very visible front line employees, is the state's strong focus on service delivery.

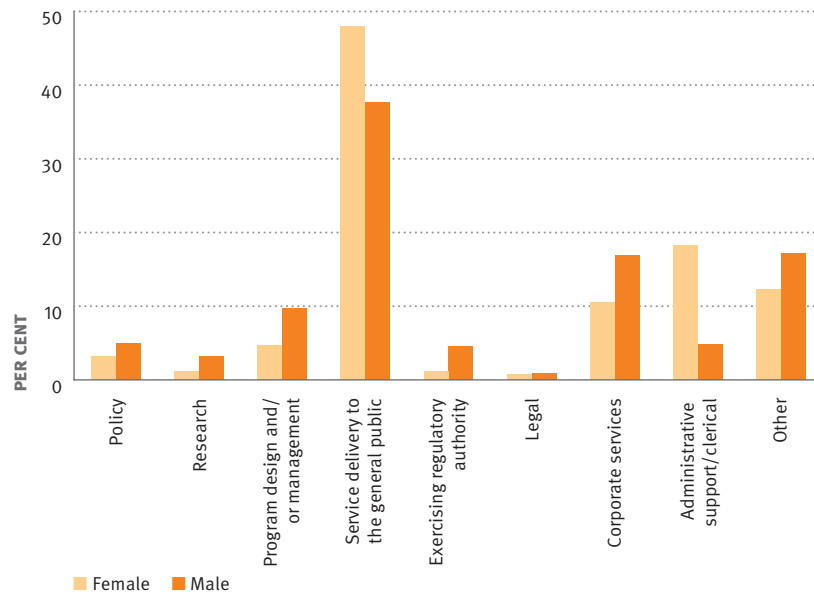
TABLE 2: TYPE OF WORK UNDERTAKEN IN THE QPS

Type of work	Total %
Service delivery to the general public	44.7
Administrative support / clerical	14.0
Corporate services	12.5
Program design and/or management	6.3
Policy	3.7
Exercising regulatory authority	2.3
Research	1.8
Legal	0.8
Other	13.9

Source: Employee Survey 2010

There are some notable gender trends in the types of work undertaken in the QPS. Women feature most predominantly in service delivery roles (48.0%) and administrative support and clerical roles (18.3%). Men feature most predominantly in service delivery roles and corporate services roles. The men outnumber their female colleagues in corporate services roles and program design and/or management.

FIGURE 19: TYPES OF WORK BY GENDER



Source: Employee Survey 2010

Educational qualifications

Data collected through the State of the Service employee survey indicated that 57.7 per cent of respondents held a bachelor degree or higher qualification. Only 8.9 per cent had less than a year 12 or equivalent qualification.

Males had a slightly higher qualification profile than that of females, with 61.6 per cent of men holding a bachelor degree or higher qualification, in comparison with 55.9 per cent of women. The percentage of women whose highest qualification was a vocational qualification or year 12 or equivalent qualification was marginally higher than that of men. The percentage of women who had less than year 12 or equivalent (10.6%) was double that of men (5.3%).

The qualifications profile is likely to change over time; firstly as the Toward Q2 target of having three out of four Queenslanders holding trade, training or tertiary qualifications is progressed, and secondly as women’s educational attainment improves. Research published in 2009 showed that there are now more women than men enrolled in bachelor degree courses or higher. Further, the research indicated that over 50 per cent of Australian women aged 25 to 34 years with post-school qualifications hold a bachelor degree or higher, compared with around 43 per cent of men in the same group.⁴¹

Diversity in the QPS

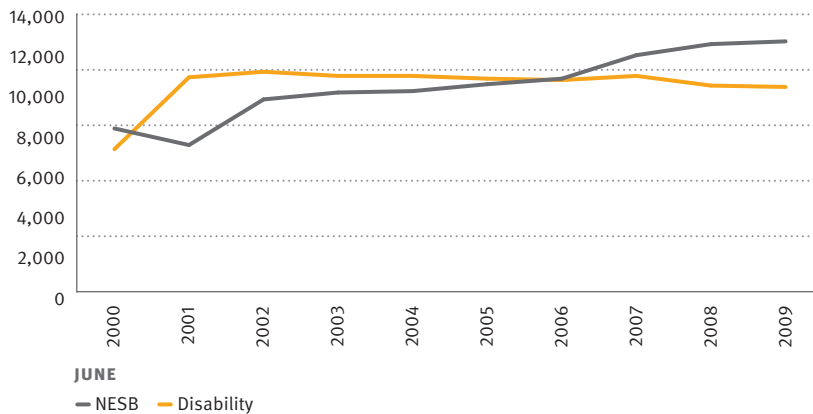
Under section 30(4) of the PS Act, the following groups are EEO target groups:

- Aboriginal or Torres Strait Islander people
- people from a non-English speaking background
- people with a disability, and
- women.

The QPS generally performs well in the employment of EEO groups, with women now comprising 63.8 per cent of the workforce.

Figure 20 below shows the representation of two of the EEO groups (people with a disability and people from a non-English speaking background) among two of the employees over a nine year period.

FIGURE 20: REPRESENTATION OF EEO GROUPS AMONG EMPLOYEES (HEADCOUNT)



Source: MOHRI

The EEO trend data reported in the above figure is based on self-identification and therefore carries some limitations in terms of its completeness. The data represents those employees that chose to respond to agency EEO census forms and identify themselves as a member of one or more of those groups. As the response rate across the sector to the EEO census is approximately

41 Cassells, R., Miranti, R. I., Nepal, B. and Tanton, R. 2009, ‘She works hard for the money: Australian women and the gender divide’, *AMP.NATSEM Income and Wealth Report*, Issue 22, April, p. 8.

80 per cent, it is likely that the EEO figures are understated on the basis that some employees have chosen not to respond to the census. The methods for calculating the proportional employment of EEO groups is summarised in the footnote below.⁴²

The number of PS Act employees from a non-English speaking background has increased, rising from 8241 in 2000 to 12 596 in 2009. Proportionally, this equates to 8.9 to 12.2 per cent of the PS Act workforce, depending on the method used to calculate the data.

The number of employees with a disability increased from 7166 in 2000 to 10 281 in 2009. While this increase may seem significant, the overall trend is downwards, with the number of employees with a disability peaking at 11 072 employees in 2002. This downward trend is similar to that experienced in the APS, where there has been a decline for the fifth consecutive year in the absolute number of employees with a disability.⁴³ In Queensland, the percentage of people with a disability employed in 2009 under the PS Act is in the range of 7.3 to 10.1 per cent, depending on the method used to calculate the data.

While this downward trend is counter intuitive given the ageing of the QPS workforce, there may be a range of reasons for it occurring. While some employees may be choosing not to disclose their status, the most likely reason is that there has been decreasing representation at the AO1 to AO4 level where many people with a disability have traditionally been employed. Between 2000 and 2009 the proportion of employees with a disability in the AO1 to AO4 range decreased from 63.2 per cent to 55.0 per cent for all QPS employees and from 60.7 per cent to 55.5 per cent for those staff employed under the PS Act.

As would be expected with the ageing workforce, the proportion of employees with a disability increased in both the AO5 to AO8 and the SO and above ranges. For the AO5 to AO8 range this increase was from 33.5 to 40.8 per cent for all QPS employees and from 36.8 to 41.5 per cent for those employed under the PS Act.

Similarly, for the SO and above range the increases have been from 3.3 to 4.2 per cent for all QPS employees and from 2.5 to 3.1 per cent for those employed under the PS Act.

The Queensland Government has continued its strong commitment to increasing the representation of Indigenous employees. This commitment is delivered through the signing of the COAG National Partnership Agreement on Indigenous Economic Participation in 2009, setting a target of at least 2.6 per cent Indigenous representation by 2013 and the more recent signing of the Australian Employment Covenant in February 2010, offering 2800 Indigenous employment opportunities by June 2013.⁴⁴

The Indigenous employment targets under both these agreements are sector-wide targets. On this basis, the information detailed in Figure 21 represents the number of Indigenous employees across the Queensland Public Sector. The number of Indigenous people employed across the

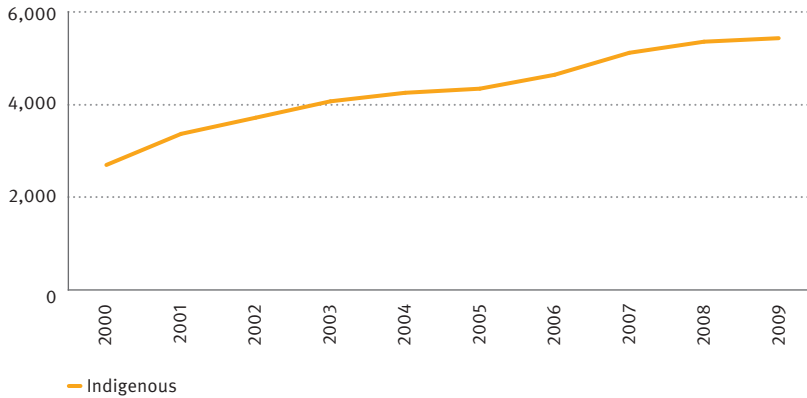
42 A number of different methods are used to calculate the percentage of EEO employment. For example, the EEO Statistical Bulletin prepared annually on the Queensland Public Sector uses a percentage calculation that includes non-respondents (including those who chose not to respond on agency EEO census forms) in the total census population. The PSC Annual Report includes percentage calculations for EEO groups which include and exclude non-respondents. Percentage calculations that include non-respondents are likely to understate EEO representation, while methods which exclude non-respondents from the calculation may result in a higher EEO percentage. While both methods are used in this section of the report, each approach has its limitations.

43 Australian Public Service Commission 2009, *State of the Service Report 2008-09*, p. 22, Commonwealth of Australia, Canberra.

44 Council of Australian Governments 2009, *National Partnership Agreement on Indigenous Economic Participation*, p.7, http://www.coag.gov.au/intergov_agreements/federal_financial_relations/index.cfm. See also the Department of Justice and Attorney-General 2009, *Aboriginal and Torres Strait Islander Employment Action Plan 2009-2012* at <http://www.justice.qld.gov.au>

sector has more than doubled over the past nine years, rising from 2,696 in 2000 to 5,445 in 2009. Indigenous employment has continued to rise each year during this period.

FIGURE 21: INDIGENOUS REPRESENTATION AMONG EMPLOYEES IN QUEENSLAND PUBLIC SECTOR (HEADCOUNT)



Source: MOHRI

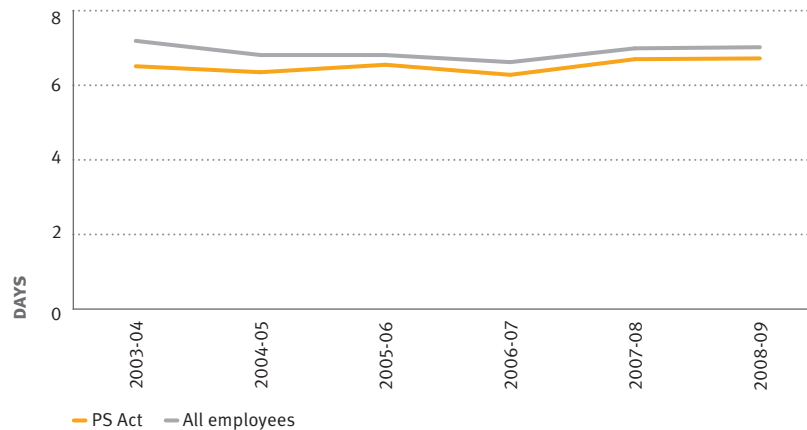
Overall, the percentage of Indigenous people employed across the Queensland Public Sector in 2009 is in the range of 2.1 to 2.8 per cent, depending on the methodology used to calculate the data. Achieving the 2013 targets will require an ongoing, concerted effort in the retention of our Indigenous employees and the attraction of new Indigenous people to the Queensland Public Sector.

Sick leave

The use of sick leave has not changed a great deal over the past six years. The average full-time sick days taken per employee rose only slightly from 6.5 days in 2003-04 to 6.7 days in 2008-09. The average number of full-time sick days taken per employee, at 7 days, is higher for the broader QPS, the group which includes a far greater number of people in front line service delivery roles.

Figure 22 compares average full-time sick days taken per employee employed under the PS Act, with the average full-time sick days taken per employee by the QPS as a whole.

FIGURE 22: AVERAGE FULL-TIME SICK DAYS TAKEN PER EMPLOYEE



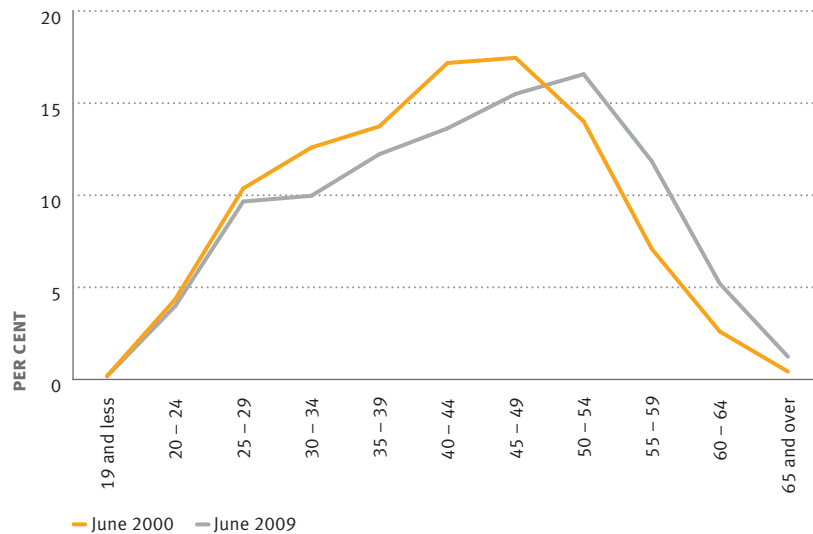
Source: MOHRI

• The changing of the generational guard: age and separations

An ageing workforce

The permanent QPS workforce is ageing (Figure 23). In 2000, the average age of a permanent QPS employee was 42.1 years, while in 2009 the average is up to 44.4 years. As a consequence of the average age of employees increasing, the percentage of the workforce aged over 50 has also grown and was significantly higher in 2009 than in 2000.

FIGURE 23: AGE DISTRIBUTION OF THE PERMANENT QPS WORKFORCE



Source: MOHRI

The trend of the ageing QPS workforce means that it is important that strategies are put into place to encourage the continued participation of older workers in the workforce and that, when they have made their decision to leave, their departure is managed well. This is vital to ensure that there is not a significant loss of corporate or operational knowledge to the QPS, a loss of managerial/executive experience, and that there are sufficiently skilled employees available to take over the roles being vacated.

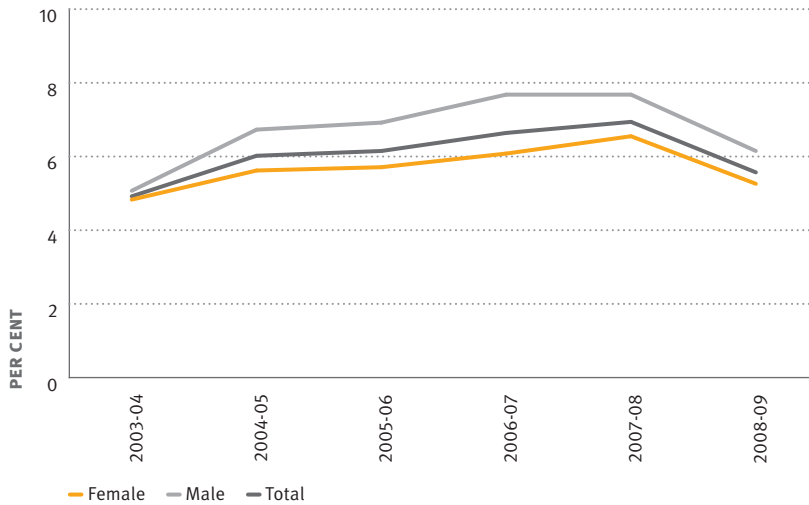
In early 2007 the Queensland Government launched the Experience Pays Awareness Strategy to address this issue. This strategy aims to encourage age-friendly work practices and the continued participation of older workers in the workforce. The strategy is not just for government: it is also being implemented in the private and non-government sectors.

The use in the QPS of other workplace strategies to support the continued participation of mature-aged people in the workplace, such as flexible working conditions, is discussed in more detail in Chapter 6.

Separations in the QPS

Separations from the QPS are measured by the 'separation rate'. This is the percentage of QPS permanent employees who leave their jobs as a proportion of the total permanent workforce. It does not include transfers, mobility programs or promotions within the QPS. The proportion of permanent employees exiting the QPS increased marginally over the past six years from 4.9 per cent to 5.6 per cent (Figure 24).

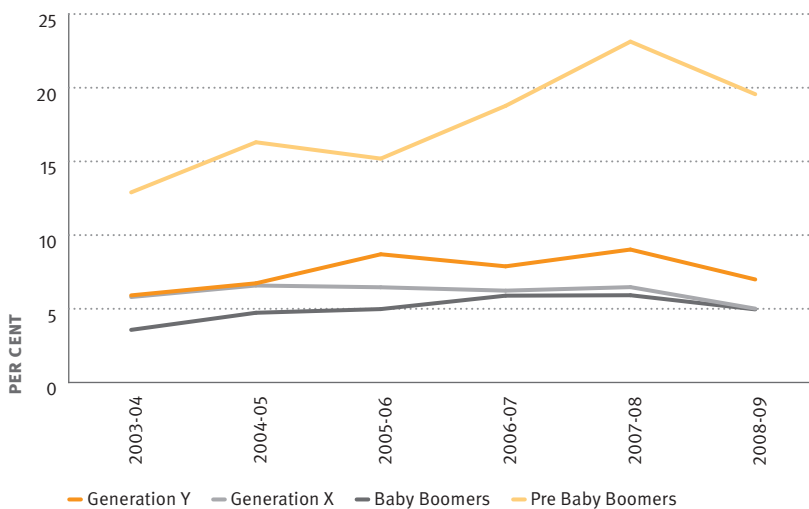
FIGURE 24: SEPARATION RATES BY GENDER



Source: MOHRI

The separation rate for male employees is consistently higher than that for female employees, although there is not a great difference between the two. While separation rates for men and women are fairly similar, there are significant differences between different demographic groups. The figure below shows that Generation Y employees are more likely to leave the QPS than Baby Boomers or Generation X.⁴⁵

FIGURE 25: SEPARATION RATES BY AGE GROUPS AS A PROPORTION OF THEIR DEMOGRAPHIC GROUPS

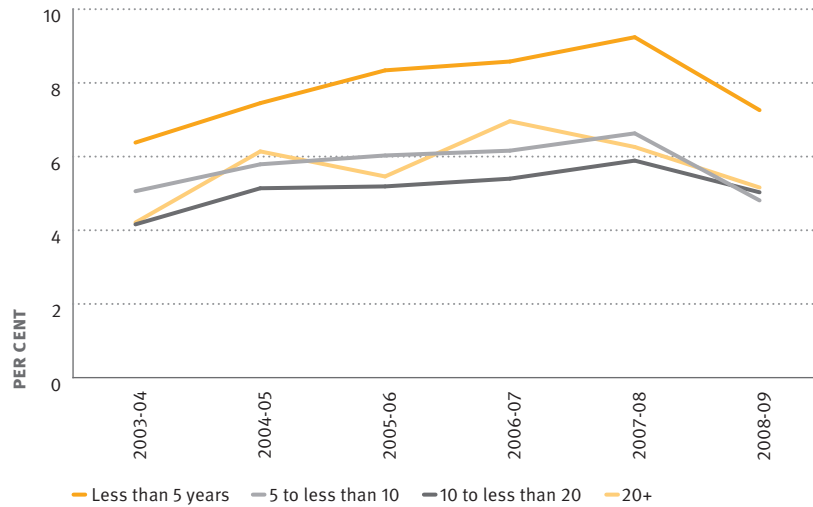


Source: MOHRI

⁴⁵ The definition of who are included in these groups is contained in Appendix 3.

Separation patterns are also influenced by an employee’s length of service. The figure below displays the trends for employees who have worked less than five years, between five and 10 years, 10 to 20 years and 20 years and more. The data indicates that people who have worked for less than five years in the QPS are consistently more likely to leave.

FIGURE 26: SEPARATION RATES BY LENGTH OF SERVICE



Source: MOHRI

Despite adverse global economic conditions, and ongoing public policy discussions about the adequacy of retirement savings, the average age of retirement for QPS employees has remained at 60 years for the past six years to June 2009. The average age of retirement is calculated as the mean age of permanent employees aged 55 years or older who exited from the QPS.

• **Key themes and future directions**

The QPS workforce profile has changed significantly over the past decade, with increases in the proportion of women, older workers and part-time workers. The proportion of employees with an Indigenous or non-English speaking background has also increased, but the percentage of staff with a disability has declined over time. The average age of retirement remains steady at 60 years. Separations are more common among Generation Y employees and those who have worked in the QPS for less than five years.

One of the key challenges facing the QPS is the demographics of an ageing workforce. When asked to list their top five workforce challenges, agencies listed an ageing workforce as the second highest challenge. The top five workforce challenges raised by agencies in order of greatest challenge were:

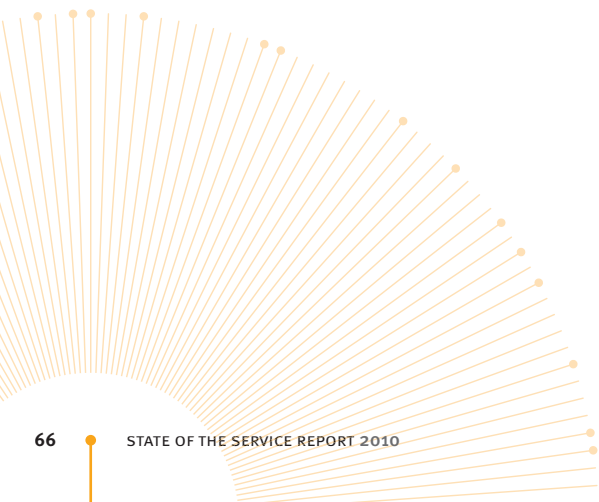
- Attracting and retaining skilled staff. This was particularly relevant where there were skill shortages in some technical or specialist areas, and where there was competition with the market place and pay and conditions were not always competitive with the external market
- Ageing workforce. Agencies raised the potential loss of managerial/executive, corporate and operational knowledge as an issue, particularly as a high proportion of older employees are due to retire in the next few years
- Capability development. This related to all staff and also for a range of more specific occupations/staff groups, including managers/leaders, young inexperienced employees and staff in technical areas
- Workload/demand management. Agencies raised the issue of increasing community expectations and growth in demand for services that could be accentuated by limited resources, and a desire to avoid staff burnout in trying to meet this demand, and
- Balancing flexible arrangements and workload management. This issue was raised predominantly by the smaller agencies with less than 300 staff.

Not only was the ageing workforce listed as a significant workforce challenge, it was raised in the top five organisational challenges for agencies by almost half (48.6%) of the agencies. These top organisational challenges could include any significant challenge to the organisation.⁴⁶ Clearly, strategies that support the continued participation of older workers will be critical to ensure the delivery of services. More flexible work practices, such as part-time work and telecommuting, will continue to be utilised as a way of encouraging these highly experienced and skilled workers to remain in the QPS.

Conversely, if the workforce is to be refreshed and the best and the brightest attracted to and retained by the QPS, there is a need to encourage younger employees to remain in the QPS. Generation Y plays a critical role in providing the QPS with the skills and agility it needs, and strategies which reverse their higher separation rates will be critical. These strategies will need to be balanced against the benefit of young people gaining experience and skills in other sectors and bringing these to the QPS at a later stage. Strategies to engage and retain employees are discussed in further detail in Chapter 6.

Improving workforce diversity will also be high on the agenda, with the need to increase the representation of Indigenous employees in the QPS and in particular in meeting the 2013 Indigenous employment target set by COAG. In addition, while the participation of women in the QPS workforce is quite high, there may need to be strategies developed to bridge or at the very least monitor the apparent gender pay gap. Women's representation in senior executive roles is discussed in more detail in Chapter 7.

⁴⁶ These organisational challenges are listed in Chapter 3: Public Sector Reform.



6

MAKING THE QPS AN EMPLOYER OF CHOICE

In order to reach our business objectives, we must consistently compete for talent and win, not just win in terms of attracting talent, but engaging and retaining it as well, knowing that current employees, especially the best, will always have choices to move elsewhere.

Source: Leigh Branham, Organisational Performance author, 2008⁴⁷

This chapter explores the concept of the QPS as an employer of choice and draws on employee survey results to explore job satisfaction, how well the QPS delivers on the attributes that first attracted people, and the level of employee engagement. The chapter will also highlight the approaches of selected agencies that have made significant and innovative investments in the attraction and retention of a highly skilled workforce. Finally, the chapter identifies possible future directions and priorities for the QPS, based on the survey findings.

• Introduction

Being an employer of choice is about attracting, engaging and retaining a skilled and motivated workforce that contributes to business outcomes. Organisations are acutely aware that highly skilled people make informed choices about where and how they work, and that organisations must compete for their services. The QPS is no different, competing as it does with other government agencies and the private and non-government sectors for its workforce.

The QPS is committed to being an employer of choice. One of the Management and Employment Principles set out under section 25 of the PS Act requires that public service management be directed towards this goal.

⁴⁷ Branham, L. 2005, 'Planning to Become an Employer of Choice', *Journal of Organizational Excellence*, Summer, pp. 57-68.

Research indicates that being an employer of choice offers clear business benefits. Those organisations who are recognised in this way typically exhibit higher levels of employee attraction, improved productivity, greater workforce stability and stronger levels of employee satisfaction and loyalty.⁴⁸

As in the private sector, agencies must be able to effectively communicate what it means to work in their organisation. This is generally known as the employment value proposition and is the “collection of attributes or features that people value in an employment relationship”.⁴⁹

An organisation’s employment value proposition must resonate in the market place of potential employees and forms the critical ‘attraction’ component of becoming an employer of choice.

Yet attracting talented employees is only one part of the equation. Organisations must also retain their workforce. One of the key components in retaining staff and achieving strong business outcomes is the level of employee engagement. Research undertaken by the Corporate Leadership Council shows that an engaged workforce results in higher levels of discretionary effort, improved individual performance, and an increase in an employee’s intention to stay.⁵⁰ These results are driven by attraction, engagement and retention strategies that support and ultimately reinforce an organisation’s claim to being an employer of choice.

• Overall impressions: job satisfaction in the QPS

Job satisfaction is important to both employees and organisations. Enjoying work and having a sense of achievement leads to more engaged employees who are then better placed to deliver on agency outcomes. Employee survey results indicate there is a high level of job satisfaction within the QPS, especially in relation to a number of key attributes.

The employee survey asked respondents to select the five most important workplace attributes that impact on how satisfied they are with their job, and then indicate their level of satisfaction with these attributes in their current job. The most important attributes identified by employees are set out in descending order in the Table 3.

48 Bows, B. J. 2008, ‘Being an employer of choice has bottom-line benefits’, *CMA Management*, November, pp. 14-15.

49 Jones, R. 2010, *Managing Human Resource Systems*, 2nd edition, Pearson Australia, Frenchs Forest, NSW, p. 288.

50 Corporate Leadership Council, 2004, *Engaging the Workforce: Focusing on Critical Leverage Points to Drive Employee Engagement*, Corporate Executive Board, Washington DC, p. vii.

TABLE 3: MOST IMPORTANT WORKPLACE ATTRIBUTES

Workplace attribute that impacts on job satisfaction	One of five most important %
Good working relationships	59.8
Opportunities to utilise my skills	38.2
Good manager	36.7
Duties/expectations made clear	35.0
Chance to make a useful contribution to society	34.6
Flexible working arrangements	34.2
Seeing tangible results from my work	32.8
Opportunities to develop my skills	31.2
Regular feedback/recognition for effort	29.8
Appropriate level of autonomy in my job	29.7
Appropriate workload	29.3
Chance to be creative/innovative	26.0
Interesting work provided	21.3
Opportunities for career development	20.0

Source: Employee Survey 2010

Almost 60 per cent of respondents indicated that one of the five most important attributes affecting job satisfaction was having good working relationships, and satisfaction with this attribute, at 86.5 per cent, was the highest of all the attributes. Other attributes that were considered most important by over 30 per cent of employees were opportunities to use their skills, having a good manager, expectations being made clear, making a useful contribution, flexible working arrangements, being able to see tangible results and having the opportunity to develop skills.

Again, satisfaction rates for these attributes were high with over two-thirds of employees being satisfied for all these attributes and some, such as having a chance to make a useful contribution to society, flexible working arrangements and seeking tangible results from their work, being particularly high. Table 4 displays each of the attributes impacting on job satisfaction and the percentage of respondents satisfied with them.

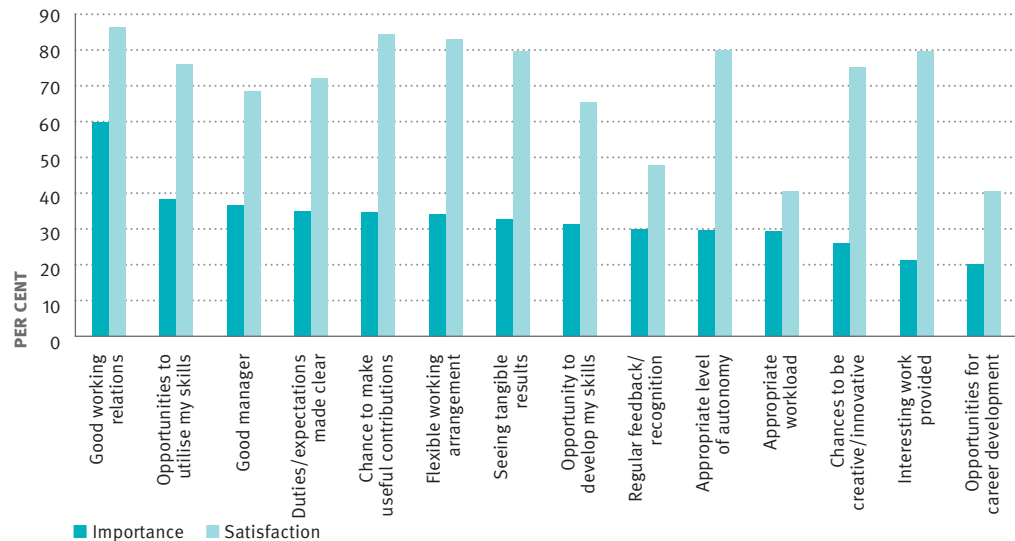
TABLE 4: MOST IMPORTANT WORKPLACE ATTRIBUTES AND LEVEL OF SATISFACTION

Workplace attribute that impacts on job satisfaction	% satisfaction with attribute
Good working relationships	86.5
Chance to make a useful contribution to society	84.5
Flexible working arrangements	82.9
Appropriate level of autonomy in my job	79.9
Seeing tangible results from my work	79.8
Interesting work provided	79.7
Opportunities to utilise my skills	76.0
Chance to be creative/innovative	75.2
Duties/expectations made clear	72.2
Good manager	68.4
Opportunities to develop my skills	65.5
Regular feedback/recognition for effort	47.8
Appropriate workload	40.6
Opportunities for career development	40.5

Source: Employee Survey 2010

Interestingly, only 21.3 per cent of respondents nominated interesting work as one of the top five attributes that impact on their satisfaction. However, of those who did nominate this attribute, almost 80 per cent were satisfied. The least nominated attribute, opportunities for career development, also attracted the lowest satisfaction rating (40.5%). The figure below displays the importance placed on each attribute and whether employees were satisfied with them.

FIGURE 27: SATISFACTION WITH WORKPLACE ATTRIBUTES



Source: Employee Survey 2010

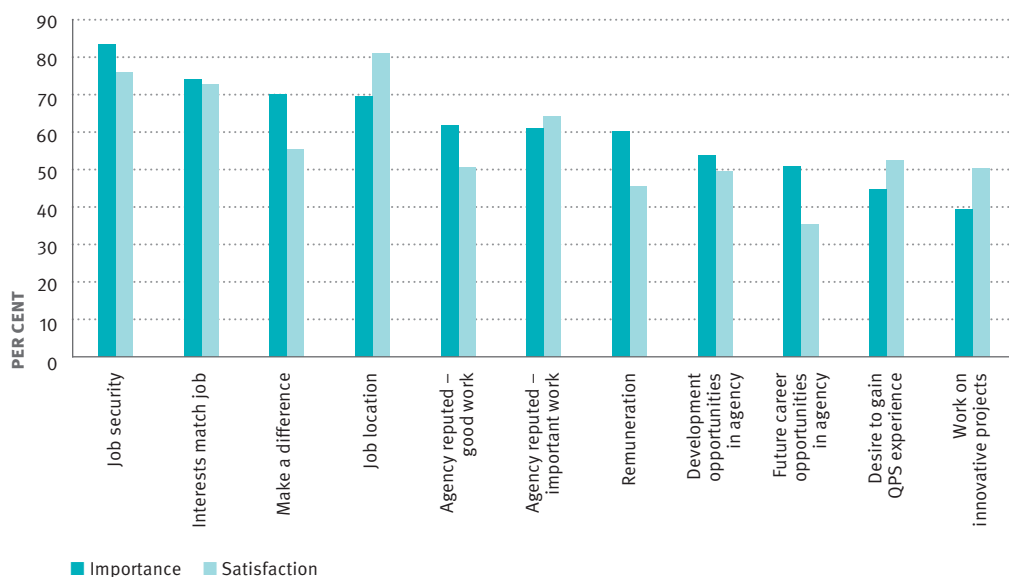
These results suggest that overall there is a high level of job satisfaction within the QPS, with high levels of satisfaction on those attributes that are the most important to employees. However, there are some areas that will need attention and these are around those attributes such as receiving regular feedback or recognition, appropriate workload, and opportunities for career development. Issues around feedback/recognition and career development opportunities are discussed in more detail in Chapter 8.

• Great expectations: delivering on the QPS employment promise

Fundamental to the issue of the QPS being an employer of choice are the attributes which drew potential employees towards the public sector in the first place, and the extent to which agencies deliver on that ‘employment promise’. The State of the Service employee survey explored these questions when it asked respondents to identify the attributes which most attracted them to their current job, and the extent to which their expectations had been met in relation to those attributes.

The survey results, set out in the figure below in descending order, indicate that employees were most attracted to their current QPS job because of job security (83.4%), a good match between their interests and the requirements of the job (74.2%) and the ability to contribute to making a difference (70.0%). The geographical location of the job was also important (69.5%), as was an agency’s reputation for good work practices (61.9%), an agency’s reputation for doing important work (61.0%) and the remuneration package (60.2%).

FIGURE 28: EXPECTATIONS MET AGAINST ATTRACTION ATTRIBUTES



Source: Employee Survey 2010

For those staff who indicated that an attribute was important or very important, the figure above displays the proportion who felt that their expectations had been either well or very well met. As can be seen, the results are varied. Employee expectations regarding job security, interests-job match and location of the job are quite well met. Each of these had over 70 per cent of staff, who thought the attributes were important, stating that they are well or very well satisfied. Survey results were also positive for those respondents who valued an agency’s reputation for important work, with 64.2 per cent indicating their expectations had been met or well met.

It was of interest to note that many employees felt that their role did not sufficiently meet expectations in allowing them to ‘make a difference’, with only 55.3 per cent of respondents indicating this expectation had been well met. The opportunity to make a difference is a key element in the employer branding of many QPS agencies. Any gap between the ‘promise’ and actual practice in this area may be attributed in part to the inherent complexity of some public sector work, with issues such as social disadvantage not easily addressed and subject to factors outside the control of agencies. There may also be opportunities for agencies to better communicate their tangible achievements to staff. The survey results do, however, show a strong idealism about service to the Queensland community that is worth preserving and upholding.

While a comparatively small percentage of respondents (39.4%) were attracted to their role because of the opportunity to work on leading edge projects, more than half (50.3%) of those that placed great value on this attribute felt their expectations had been met.

An agency’s reputation for good work practices, such as work-life balance and people management, was clearly an important attribute for many (61.9%), with just over half the respondents who valued it (50.5%) indicating their expectations had been met. While many agencies list work-life balance as an employment benefit, and there are a range of strategies in place across the QPS which support a flexible and healthy workplace, there is room for agencies to improve their practical commitment to this goal. Skills in people management have also been identified as an issue and this is explored later in this chapter.

• Work horizons: career intentions and recommendations

Overwhelmingly, employees expressed a strong commitment to working in their agency and the QPS. When asked to indicate where they thought their career would take them in two years time and in five years time, employees clearly demonstrated their intention to stay in the QPS in the medium term. Career intentions are listed in the table below.

TABLE 5: CAREER INTENTIONS IN TWO AND FIVE YEARS

Career	% In two years	% In five years
Working in the same position and same agency as now	43.1	19.8
Working in a different position in the same agency as now	24.4	25.4
Working in a different QPS agency	7.4	10.4
Working in another public sector	1.2	1.6
Working in the private sector	3.2	5.3
Working in a non-government organisation	1.0	1.5
Owning their own business	1.0	3.4
Studying	1.3	0.7
Retired	4.1	13.5
Other	2.2	2.4
Not sure	8.0	12.8
Not stated	3.2	3.2

Source: Employee Survey 2010

Many employees indicated that, in the short term, they are likely to stay in their current agency in either the same role (43.1%) or a different position (24.4%). Even with a five year planning horizon, almost one-fifth (19.8%) indicated they see themselves in the same position and over one-quarter (25.4%) in a different role within their current agency. Only ten per cent saw themselves moving to a different agency in the next five years and half that (5.3%) intended to move to the private sector in the same period.

Employees' intention to stay in their current role might partly reflect limited opportunities for advancement. Alternatively, employees indicated a level of satisfaction with a range of workplace attributes that make their continued employment in their agency a worthwhile undertaking. Either way, it seems that most respondents foresee staying in the QPS in the medium term.

The survey also explored whether staff were prepared to recommend their agency or the QPS as a whole as a potential employer. The results are encouraging, with over half the respondents (57.8%) indicating they would recommend their current agency as a good place to work, and almost two-thirds (63.3%) prepared to recommend the QPS as a good place to work. These are solid foundations on which the QPS can further build on its commitment to being an employer of choice.

• Reaffirming the choice: employee engagement in the QPS

Having an engaged workforce is one of the most critical components of being an employer of choice. Organisations must maintain a positive employment experience with staff on an ongoing basis, to both reaffirm employees' original choice of QPS as an employer, and reconnect with staff who are at risk of disengaging.⁵¹ Building a high level of employee engagement is critical to maintaining a workforce that is productive, committed and contributing towards organisational goals.

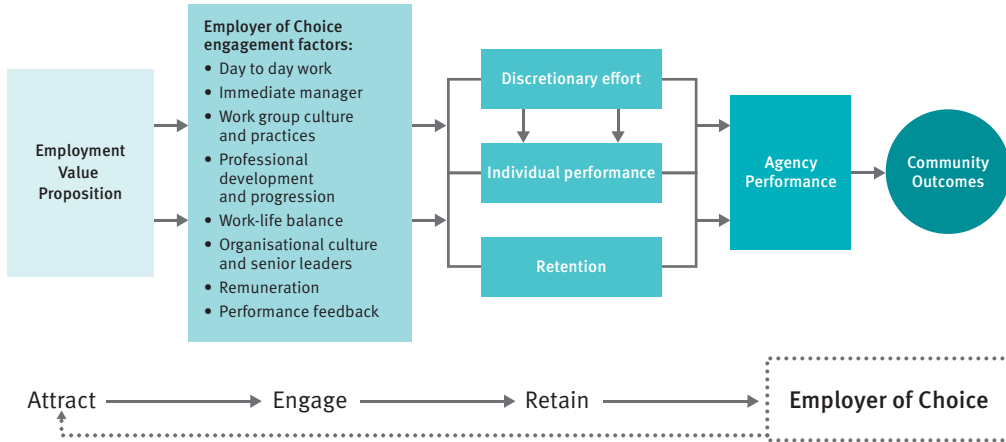
OESR used statistical analysis of employee survey results to identify the factors which contribute to employee engagement and, by extension, the QPS being an employer of choice. Eight factors were identified:

1. day to day work
2. immediate manager
3. work group culture and practices
4. professional development and progression
5. work-life balance
6. organisational culture and senior leaders
7. remuneration, and
8. performance feedback.

These factors, and how they support the QPS being an employer of choice, are shown in Figure 29.

51 Benest, F. 2008, 'The Role of Benefits in Winning the War for Talent', *Benefits and Compensation Digest*, June, p. 44

FIGURE 29: BEING AN EMPLOYER OF CHOICE – ATTRACTING, ENGAGING AND RETAINING EMPLOYEES



Source: Public Service Commission 2010

The factor analysis undertaken by OESR allowed questions which elicited similar responses to be grouped together. These factors, and the patterns they represent, help to identify the relationship between different variables. Higher scores therefore indicate a higher level of satisfaction. Further information on the methodology used by OESR for the factor analysis is included in Appendix 4.

Factor summary

Table 6 summarises responses to items across each of the specified factors. Values represent the average proportion of responses by each person who was in the nominated category.

For example, the factor ‘day to day work’ comprised ten items. On average:

- 75.8 per cent of each person’s responses to these 10 items were in the positive two categories (‘agree’ or ‘strongly agree’ and ‘well’ or ‘very well’)
- 13.9 per cent of each person’s responses were in the neutral category (‘neither agree nor disagree’ and ‘moderately well’)
- 9.8 per cent of each person’s responses were in the negative two categories (‘disagree’ or ‘strongly disagree’ and ‘not well’ or ‘not at all’), and
- 0.4 per cent of each person’s responses were in another category (‘not sure’) or were missing altogether.

TABLE 6: FACTOR SUMMARY

Factor	High	Moderate	Low	Other
Day to day work	75.8	13.9	9.8	0.4
Immediate manager	57.0	22.0	19.5	1.5
Remuneration	40.5	28.8	28.6	2.2
Organisational culture and senior leaders	46.2	24.9	26.8	2.1
Work group culture and practices	75.6	14.2	9.6	0.5
Work-life balance	49.0	24.5	23.7	2.8
Professional development and progression	39.2	32.3	23.1	5.4
Performance feedback*	70.5	18.9	9.7	1.0

* Only a subset of respondents were asked questions relating to this factor (N=15,385).
For other factors, responses were sought from all respondents.

Source: Employee Survey 2010

These employee engagement factors are now considered against the survey results for the questions making up those factors.

Day to day work

Questions comprising the ‘day to day work’ factor are set out in Table 7. Survey results for individual questions show that most employees had positive experiences regarding their daily working lives, with some 81.0 per cent of employees indicating they enjoyed the work in their current job, and 70.5 per cent reporting that their job gave them a feeling of personal accomplishment.

Respondents expressed high levels of motivation, with 84.4 per cent of respondents indicating they were motivated to do the best possible work that they could, and almost all respondents (96.3%) indicating that, when needed, they were willing to put in the extra effort to get a job done. Employees are less convinced about their career prospects, however, with only just over half (50.6%) agreeing that their current job will help in their career aspirations.

TABLE 7: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE DAY TO DAY WORK FACTOR

Day to day work factor questions	% satisfied/agreed
When needed, I am willing to put in the extra effort to get a job done	96.3
I have a clear understanding of how my own job contributes to my work team's role	86.0
I am motivated to do the best possible work that I can	84.4
I enjoy the work in my current job	81.0
I clearly understand what is expected of me in this job	81.0
My job allows me to utilise my skills, knowledge and abilities	77.5
My job gives me a feeling of personal accomplishment	70.5
I have the authority (e.g. the necessary delegation(s), autonomy, level of responsibility) to do my job effectively	69.9
How well have your expectations been met in ... matching your interests/experience to the responsibilities of the job or the business of the agency	60.6
My current job will help my career aspirations	50.6

Source: Employee Survey 2010

Immediate manager

The satisfaction rates for individual questions set out in Table 8 indicate that managers demonstrate a high level of concern for employee welfare (72.2%) and take care to fairly distribute access to developmental opportunities (69.3%). However, only 40.5 per cent of respondents perceived that their manager deals appropriately with poorly performing employees. While there may be a good argument for managers to improve their skills in this area, it also needs to be acknowledged that managing poor performance is a complex issue where, for confidentiality reasons, many performance management processes are not clearly visible to other employees.

Managing people is also an area for future focus, with 55.3 per cent agreeing that their immediate supervisor is effective in this area. By way of contrast, some 70 per cent of APS employees agreed that their immediate supervisor is effective in managing people.⁵² Chapter 8 provides more detail around the capability development opportunities already being offered in the QPS.

There is also scope for managers to better acknowledge the work undertaken by staff, with less than half of all employees (46.8%) indicating they were satisfied with the recognition they receive for doing a good job.

52 Australian Public Service Commission 2009, *State of the Service Employee Survey Results 2008-09*, Commonwealth of Australia, Canberra, p. 44, <http://www.apsc.gov.au/stateoftheservice/index.html>

TABLE 8: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE IMMEDIATE MANAGER FACTOR

Immediate manager factor questions	% satisfied/agreed
My immediate supervisor shows concern for my welfare	72.2
My immediate supervisor ensures fair access to developmental opportunities for me	69.3
My immediate supervisor stands up for me when necessary	64.0
My immediate supervisor is effective in managing people	55.3
My immediate supervisor draws the best out of me	54.2
I receive adequate feedback on my performance to enable me to deliver required results	53.6
I am satisfied with the recognition I receive for doing a good job	46.8
My immediate supervisor appropriately deals with employees that perform poorly	40.5

Source: Employee Survey 2010

Work group culture and practices

Employees indicated a high level of satisfaction with a number of aspects of their work group, including the level of cooperation (84.3%), respect (82.3%) and knowledge-sharing (81.3%). The main area for attention is conflict resolution, with only 61.8 per cent agreeing that conflict is resolved quickly in their work group. Conflict resolution skills could be considered an important component of the managerial tool kit and it might be that this matter is best addressed in that context. The questions which comprise the ‘work group culture and practices’ factor are set out in the table below.

TABLE 9: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE WORK GROUP CULTURE AND PRACTICES FACTOR

Work group culture and practices factor questions	% satisfied/agreed
People in my work group cooperate with me to get the job done	84.3
People in my work group treat me with respect	82.3
People in my work group share job knowledge with me	81.3
I feel I am valued for my contribution to my work group	72.4
People in my work group are honest, open and transparent in their dealings with me	71.7
My work group resolves conflict quickly when it arises	61.8

Source: Employee Survey 2010

Professional development and progression

The level of satisfaction/agreement with the questions which comprise the professional development and progression factor are lower than other survey questions, suggesting that there are particular issues that require some attention. Almost half of employees (49.9%) were satisfied overall with their access to learning and development opportunities in their organisation (Table 10). Over 70 per cent were satisfied with the learning and development they received in the past 12 months in terms of its ability to improve their performance. This suggests that while employees may have issues accessing learning and development opportunities, they are satisfied with the learning and development they have received.

Results from the agency survey indicated that 43.2 per cent of agencies regularly review their leadership, learning and development offerings, with a further 27.0 per cent in the process of implementing regular reviews. These and other learning and development issues are explored in more detail in Chapter 8.

The survey results also suggest a gap between the attributes which attracted employees to their current role and the extent to which their expectations have been met, with only 27.8 per cent of employees indicating that their expectations had been met regarding future career opportunities within their agency. Not surprisingly, perhaps, employees were more satisfied with the opportunities for career progression in the broader QPS than in their own agency.

TABLE 10: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE PROFESSIONAL DEVELOPMENT AND PROGRESSION FACTOR

Professional development and progression factor questions	% satisfied/agreed
Please rate the overall effectiveness of the learning and development you received in the last 12 months in helping you improve your performance	70.7*
Overall, how satisfied are you with your own access to learning and development opportunities in your organisation	49.9
I am satisfied with the opportunities for career progression available to me in the Queensland Public Service	45.8
I am satisfied with the opportunities available to me for career progression in my current agency	43.4
How well have your expectations been met in ... gaining experience or greater experience in the QPS	38.7
How well have your expectations been met in ... developmental/ educational opportunities in the agency	36.6
How well have your expectations been met in ... future career opportunities in the agency	27.8

Source: Employee Survey 2010

* This proportion includes those respondents who rated the overall effectiveness of the learning and development received in the last 12 months in helping to improve performance as very high, high or moderate.

Work-life balance

In the context of their work and life priorities, over half the respondents (54.6%) indicated they were satisfied with the work-life balance in their current job (Table 11). However, only 39.7 per cent of employees felt that their expectations had been met regarding their agency's reputation for good work practices, which commonly includes work-life balance.

TABLE 11: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE WORK-LIFE BALANCE FACTOR

Work-life balance factor questions	% satisfied/agreed
Considering your work and life priorities, how satisfied are you with the work-life balance in your current job	54.6
My workplace culture supports people to achieve a good work-life balance	53.0
How well have your expectations been met in ... the agency's reputation for good work practices	39.7

Source: Employee Survey 2010

Closer examination of the work-life balance survey results shows that dissatisfaction with work-life balance is highest, for both men and women, among more senior staff. This is to be expected given the complexity and workload of employees at this level.

Despite the public sector having a strong reputation for flexible work conditions, over half of the respondents (52.8%) did not use any flexible work options, and of those who did, the most common arrangement was flexible start and finish times (34.5%), followed by compressed working hours (9.3%) and purchased leave (5.6%). Only 3.5 per cent of employees have telecommuting arrangements in place.⁵³

There are a number of strategies in place and/or being progressed in the QPS that support flexible work practices and improved work-life balance. As such, it is expected that future employee surveys will measure the impact of these strategies and that some positive movement in these figures will occur.

The Department of Justice and Attorney-General plays a key role in supporting the uptake of work-life balance strategies in both the public and private sectors.

53 These flexible work options are defined in Appendix 3.

Making the balancing act easier: strategies to support work-life balance

The Department of Justice and Attorney-General (DJAG) has developed the Work-Life Balance Strategy to support the uptake of work-life balance policies in both the QPS as well as in the private sector.

The strategy aims to improve the attraction and retention of employees and is based on the premise that well-implemented work-life balance policies can result in:

- reduced staff turnover
- reduced absenteeism and sick leave
- greater staff loyalty, commitment, morale and satisfaction
- improved productivity
- improved return on investment in training, due to improved retention, and
- being an employer of choice, with increased applicant pools for advertised jobs and improved organisational image.⁵⁴

The strategy was informed by research undertaken by the then Department of Employment and Industrial Relations in partnership with the University of Queensland. The research found that while many organisations had work-life balance policies in place, problems occurred with their implementation, including issues relating to communication, workplace culture, and education and training on policies. DJAG's strategy seeks to address these issues in a way that acknowledges changing workforce demographics (such as an ageing workforce and staff with family responsibilities) and the need for businesses to remain competitive.⁵⁵

The Strategy offers help to organisations to identify the factors that hinder the uptake of work-life balance policies. It also helps organisations to develop initiatives to address those barriers and set targets to achieve their implementation.

To further support the uptake of work-life balance policies, DJAG's Office of Fair and Safe Work Queensland has developed resources designed for specific audiences, including human resource managers, industrial relations managers and line managers, that support the implementation of more flexible working arrangements. The focus is on practical 'how to' advice about making flexibility work.

Additionally, employers can use a free questionnaire, the Better Work-Life Balance Survey, to help improve their flexible working arrangements. The survey is supported by a manual that provides information to employers about how to conduct the survey.

Source: Department of Justice and Attorney-General

54 The State of Queensland (Department of Justice and Attorney-General) 2010, *Better work-life balance survey*, accessed on 30 May 2010, from <http://www.justice.qld.gov.au/fair-and-safe-work/industrial-relations/work-family-and-lifestyle/better-work-life-balance-survey2>

55 The State of Queensland (Department of Justice and Attorney-General) 2010, *Work-life balance: important for business*, accessed on 30 May 2010 from <http://www.justice.qld.gov.au/fair-and-safe-work/industrial-relations/work-family-and-lifestyle/work-life-balance-strategy>

Organisational culture and senior leaders

The level of employee satisfaction for questions within this factor varies widely. Areas such as change management and communication may require attention, with only 31.5 per cent of employees agreeing that major organisational and workforce change is managed well in their agency and only 35.8 per cent indicating that communication between senior leaders and other employees is effective (Table 12). These results may well be the consequence of the difficulty in change processes of distinguishing between effective and inclusive processes and the effect of final outcomes on individuals. The substantial change and reform that has been occurring over recent years may also contribute in some way to this result.

The other potential area for attention is employee performance, with less than one-quarter of employees (21.4%) agreeing that their agency deals with underperformance effectively. This is consistent with survey results relating to how well managers deal with underperformance and is clearly an area for further investigation. While this result appears less than positive, it is a similar result to that obtained by the APS. The APS has found that over the past two years, only about a quarter of their staff have felt that their agency deals well with underperformance.⁵⁶ However, this issue directly relates to the lack of visibility of performance management processes to other employees.

Capability building for managers in this skill area may be required but this should include a focus on how to communicate to other employees when effective management action is actually taking place around poor performance, while at the same time not breaking confidentiality requirements for the individual whose poor performance is being addressed.

More encouragingly, 75.9 per cent of employees agree that their organisation actively encourages ethical behaviour by all its employees, and 69.9 per cent agreed that their agency is a good place to work.

⁵⁶ Australian Public Service Commission 2009, *State of the Service Report 2008-09*, p. 100, Commonwealth of Australia, Canberra.

TABLE 12: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE ORGANISATIONAL CULTURE AND SENIOR LEADERS FACTOR

Organisational culture and senior leaders factor questions	% satisfied/agreed
My organisation actively encourages ethical behaviour by all of its employees	75.9
My agency is a good place to work	69.9
My agency places a high priority on the learning and development of employees	54.6
I feel I am valued by my agency for my contribution	54.5
Senior managers in my organisation lead by example in ethical behaviour	51.4
Within my agency the most senior leaders are sufficiently visible	48.0
In my agency, the leadership is of a high quality	46.0
My input is adequately sought and considered about decisions that directly affect me	45.1
In my agency, senior leaders discuss with staff how to respond to future challenges	43.3
My agency is well managed	41.8
In my agency, senior leaders are receptive to ideas put forward by other employees	39.3
In my agency, communication between senior leaders and other employees is effective	35.8
I have confidence in the processes that my organisation uses to resolve employee grievances	34.1
I feel major organisational and workforce change is managed well in my agency	31.5
My agency deals with underperformance effectively	21.4

Source: Employee Survey 2010

Remuneration

An analysis of survey results by gender and classification shows that, generally, employees at the higher classification levels (AO7 and equivalent and above) are more likely to be satisfied with their remuneration than employees at lower levels. Satisfaction among employees at these higher levels was greater among women than men, with 64.5 per cent of female AO7-AO8s (49.8% of males), 61.5 per cent of female senior officers (47.7% of males) and 67.6 per cent of female senior and chief executives (58.3% of males) being satisfied.

Conversely, the greatest dissatisfaction regarding remuneration was at the AO1-AO4 and equivalent levels. A gender satisfaction ‘gap’ was also apparent, with males being more dissatisfied than females. Some 36.1 per cent of females at the AO1-AO2 level were dissatisfied (43.9% for males) and 37.8 per cent of female AO3-AO4s were dissatisfied (44.5% for males).

This level of dissatisfaction by male employees, at all levels, is interesting considering the data provided in Chapter 5 which provides clear indication that there is a pay gap between men and women at all levels within the QPS with male employees earning higher average annual salaries.

TABLE 13: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE REMUNERATION FACTOR

Remuneration factor questions	% satisfied/agreed
I am fairly remunerated for the work that I do	43.7
How well have your expectations been met in ... your remuneration package	37.2

Source: Employee Survey 2010

Performance feedback

Employee survey results showed that fewer than half of employees (46.8%) currently have a performance agreement in place and that only a third (34.7%) have received formal individual performance feedback in their current agency in the past 12 months. Such formal performance conversations are often the forum for discussing and agreeing on future professional development priorities and exploring general performance, so it is important that they occur regularly.

These survey results broadly correspond with findings from the agency survey. While 34 of the 37 agencies who completed the survey indicated that all staff in their agency were required to have such an agreement, agency survey results showed that the proportion of staff who had a current agreement in place was much lower. Coverage was highest among senior executive and equivalent employees, with 51.3 per cent of agencies having 80 per cent or more of these staff with a performance agreement in place (57.8% of agencies had 50% or more staff with an agreement). Coverage was lowest among AO1-AO4 employees, with only 43.2 per cent of agencies having 80 per cent or more of these staff with an agreement in place (59.5% of agencies had 50% or more staff with an agreement).

What is interesting is that when performance conversations do occur, employees see their value. Some 69 per cent of employee survey respondents indicated that the performance feedback session was conducted in a way that provided them with the guidance they needed, and over two-thirds (66.9%) agreed that their learning and development needs were adequately considered as part of the discussion (Table 14). Importantly, most employees also believed that their performance review was fair. This suggests that when performance feedback sessions are undertaken, they are typically undertaken quite well.

The performance agreement process is clearly important in terms of identifying learning and development needs and it may be that the low percentage of employees having regular performance conversations may contribute to the low levels of satisfaction for individual survey questions in the 'professional development and progression' factor. Learning and development issues are considered in more detail in Chapter 8.

TABLE 14: EMPLOYEE SATISFACTION/AGREEMENT WITH QUESTIONS COMPRISING THE PERFORMANCE FEEDBACK FACTOR

Performance feedback factor questions	% satisfied/agreed
The performance review provided a fair assessment of my performance	75.5
The way in which the performance feedback session was conducted provided me with the assistance/guidance I needed	69.0
My learning and development needs were adequately considered as part of the performance feedback discussion	66.9

Source: Employee Survey 2010

• Attracting, engaging and retaining a talented workforce

Attracting, engaging and retaining talented employees does not occur in a vacuum. It is best undertaken as part of a strategic, coordinated approach to workforce planning and management, that is closely linked to the business needs of an organisation and informed by analysis of demographic and employment trends. Ultimately, organisations should manage their human resources so that they “have the right number of competent people in the right jobs at the right time and within budgetary constraints to meet their goals and objectives”.⁵⁷

This section explores QPS approaches to attraction and retention, and showcases some examples of the innovative ways agencies have sought to address human resource challenges, such as an ageing population, competition for talent, skills shortages and difficulty in recruiting in remote areas of the state.

The context: challenges in attraction and retention

Results of the State of the Service agency survey show that 70 per cent of agencies already had or were in the process of implementing a strategic approach to workforce planning and management to ensure their workforce will have the necessary skills and capabilities in the long term (in two to five years). Over half the agencies (54%) reported experiencing difficulty in recruiting appropriately skilled people to certain areas, to the extent that this challenge had undermined their ability to deliver particular business objectives.

Agencies advised that attracting and retaining skilled staff was the greatest workforce challenge facing them in the next two to five years. This challenge was attributed to skill shortages in technical and specialist areas, competition in the market place for skilled employees and difficulty in providing competitive pay and conditions.

⁵⁷ Jones, R. 2010, *Managing Human Resource Systems*, 2nd edition, Pearson Australia, Frenchs Forest, NSW, p. 205.

To address the challenges and help ensure their workforces will be equipped with the capabilities required, agencies have identified and are implementing a variety of strategies to both recruit and retain the right mix of skills. These strategies include:

- conducting tailored training programs for existing staff
- improved recruitment to entry-level positions (e.g. traineeships and graduates)
- forming partnerships with tertiary education and training providers
- intrastate and interstate recruitment campaigns
- targeted recruitment strategies for particular skills, and
- improving employment conditions.

In addition, most agencies have implemented tailored recruitment and/or retention strategies for specific groups. This has especially been the case for Aboriginal and Torres Strait Islander peoples, with 13 agencies stating they had implemented tailored recruitment strategies for this group.

Innovation in action: agency responses to recruitment and retention challenges

A number of QPS agencies have experienced skill shortages. Those agencies with a strong service delivery focus, significant service delivery obligations in rural and remote areas, and that are competing against private sector for highly skilled professional staff are particularly vulnerable. Agencies have responded to these challenges with innovation and enthusiasm, with 11 agencies indicating they had implemented innovative recruitment and retention strategies that had proven to be effective and a further four agencies currently developing their approach.

The Department of Transport and Main Roads (DTMR) is one such agency that has responded to skills shortages in road design with an ambitious project to 'grow their own'. Working in partnership with the academic sector, the department has developed a number of flexible pathways that encourage young people to take up cadetships, giving them a range of career choices.

'Growing their own' road designers

The Department of Transport and Main Roads (DTMR) has responded to the challenges of an ageing workforce, staff career changes and industry demand by developing an innovative program to 'grow their own' road designers.

Developed in partnership with the University of Southern Queensland, the Road Design Training Centre allows cadets to complete an Associate Degree in Engineering (Civil) over two years instead of four years part-time, while working full-time in the department and receiving practical training from a number of experienced DTMR road design staff.

On completion of their time at the training centre, cadets exit with a high capability in a variety of road design skills, enabling them to be productive and proficient at an early stage. Approximately 30 professionals have graduated from the program since 2006.

An associated program, Moving into Transport and Main Roads, has been developed to attract high-performing year 10 school students with skills and interests in mathematics and graphics. Successful applicants are provided with a bursary to help with the cost of years 11 and 12, complete work experience in their local DTMR office and substitute two year 12 subjects with engineering studies through the University of Southern Queensland.

On successful completion the students can choose to enter the Road Design Training Centre and complete an Associate Degree in Engineering (Civil), begin a four year cadetship in their local DTMR office or apply for a DTMR scholarship to undertake full-time tertiary studies in technology or engineering. The program currently runs in two schools, Ferny Grove State High School and Roma State College, with plans to extend into other regional high schools.

Source: Department of Transport and Main Roads

The Department of Environment and Resource Management (DERM) has also taken a strategic and coordinated approach to its workforce planning and has developed a range of pathways to recruit, engage and retain new staff so that the ongoing workforce needs of their agency are met. Like other agencies, forging close partnerships with universities has been critical to their success. Their holistic approach also offers opportunities for vacation employment opportunities in city, regional and rural environments which give university students a taste of working in the agency and the opportunity to stay in their local communities.

Tailored solutions to recruitment in regional areas

The Department of Environment and Resource Management (DERM) is taking a coordinated, decentralised approach to recruitment, talent management and succession planning that has been highly effective in positioning the department as an employer of choice and attracting and retaining high-quality recruits.

DERM used its workforce and business planning processes to identify a range of workforce challenges, including an ageing workforce, fierce competition for talent across the public and private sectors (especially the high-paying mining sector) and a need for professional expertise in areas such as environmental science, engineering, hydrogeology, property economics and spatial information.

DERM has responded to these challenges by developing a range of employment and pre-employment strategies, including a graduate program, bonded university scholarships, cadetships, Indigenous employment pathways, and traineeships. The department also offers vacation employment and industry placements for university students to apply their skills within a real work environment. These programs support early talent identification and attract recruits from rural and remote areas who are more likely to return to those areas following graduation.

Complementing these pathways is a strong focus on employer branding and building relationships with secondary and tertiary educational sectors. DERM increased its presence at careers expos and remodelled its website to raise the profile of its department, promote the diversity of employment opportunities available and communicate the advantages of DERM employment. Strong working relationships were developed with universities offering qualifications relevant to the department's business needs and with local communities and schools.

Key elements in its successful approach include:

- linking workforce planning to current and future business needs, based on data analysis and job market trends
- having program champions within the Executive Management Group
- developing consistent employment branding and promoting the benefits of employment within DERM and the public sector
- decentralised recruitment decision making with a local community focus
- training and supporting supervisors and managers in retaining recruits, and
- monitoring of new recruit satisfaction, which has already paid dividends – since the graduate program began in 2006, DERM has enjoyed a 78 per cent retention rate.

Source: Department of Environment and Resource Management

The Department of Education and Training (DET) has adopted a multi-pronged strategy for recruiting highly talented teachers to work in rural and remote locations. They have targeted not only existing teachers working in urban areas, but have commenced an ambitious program to recruit new teachers who have qualifications in engineering, science and mathematics. The programs in place mix financial incentives with practical support.

Making a difference: recruiting teachers in rural and remote schools

The Department of Education and Training (DET) has developed a number of innovative strategies to recruit and retain teachers in rural and remote locations, with programs designed to attract high-performing professionals who want to make a difference and have the expertise and commitment required to do just that.

The Partners for Success (P4S) strategy selects high-quality teachers from a range of teaching backgrounds to teach in one of 39 identified Indigenous schools, some of which are situated in the most remote locations in the state.

The strategy takes a targeted approach to recruitment, selection, support and retention. Both experienced and newly qualified teachers are targeted, with experienced teachers currently located in urban areas having access to 'boomerang' transfers with guaranteed return placements and beginning teachers recruited via tailored pre-service intensive professional development workshops, and supported internships and practicums in remote Indigenous schools.

Both experienced and new teachers are supported by a comprehensive, three-phase induction program delivered by the Far North Queensland Indigenous Schooling Support Unit, as well as tailored professional development, support and off-site delivery respite.

Successful applicants also receive incentives under the Remote Area Incentives Scheme, which can include transfer and relocation expenses, subsidised housing, additional leave entitlements, and cash benefits to offset the costs of travel to major centres and encourage teachers to stay on after the designated service period.

P4S has had a significant impact on reducing teacher turnover, with teacher retention in remote schools rising from 67 per cent in 2000 to 77 per cent in 2007. The average length of service for teachers in remote areas has increased, too, from 1.9 years in 1999 to consistently averaging at or above three years since 2003, with the highest retention of 3.3 years in 2007. This is 1.3 years beyond the minimum period of service required.

DET's recruitment strategies also have an outward focus. The Step Into Teaching Teacher Education Scholarship targets high-achieving professionals in science, mathematics and engineering who are seeking to share their specialised knowledge and experience by joining the rewarding and well-regarded teaching profession.

The scholarships provide \$10 000 in financial support to complete a one year Graduate Diploma in Education (Secondary) or equivalent course full-time, specialising in the curriculum areas of mathematics B and C, chemistry and/or physics. Those who meet DET's suitability requirements will then take up a permanent position in a rural, remote or regional location. There is a two year minimum service commitment as a teacher in a Queensland state school.

Since the launch of the scholarships in late 2009, nine professionals have taken up the challenge. A new, expanded round of scholarships is expected in 2011.

Source: Department of Education and Training

What separates out the approaches of agencies such as DET, DERM and DTMR is a commitment to adopting a range of coordinated strategies that reflect their business needs, and which are informed by good quality workforce data and analysis of employment trends. They understand the importance of knowing the ‘business’ of the agency in order to understand their agency’s workforce needs.

With an ageing public sector workforce, graduate programs also play an important role in meeting workforce needs for the future. While most university graduates employed in the QPS are appointed to positions that are not exclusively targeted as graduate positions, a small number are selected as part of a specific departmental graduate program. The driver behind the graduate program agenda is to attract and retain high-performing university graduates. With exposure to a variety of experiences in government, a graduate program will further increase their capacity to perform at higher levels.

A number of graduate programs are in place across the QPS. A summary of the approaches is provided below.

Recruiting the best and the brightest: graduate programs in the QPS

Recruiting university graduates is an important element in building and replenishing the workforce capability of the QPS. While most university graduates employed in the QPS are appointed through a standard recruitment process, a small number are selected as part of a specific agency graduate program.

A graduate program is a formal program run by an agency over 1-2 years during which time graduates, through a series of placements, are exposed to a variety of structured development experiences in government. Graduate programs aim to recruit and retain high-performing university graduates and use targeted learning opportunities to further increase their capacity to perform and equip them to compete on merit for positions above base grade level.

A number of QPS departments run graduate programs as a key part of their workforce planning. As at March 2010, six QPS departments and the Queensland Audit Office were running graduate programs involving 155 graduates.

The focus of graduate programs varies across the QPS. Some agencies are recruiting for generalists in areas such as policy, human resources and other corporate areas, while others focus on specialised disciplines such as accounting, engineering or allied health. While the actual programs vary, they share similarities in their use of training experiences. Generally all programs offer public sector induction and training in generic skills such as communication, team work and writing skills. Many programs also use a mentoring approach by senior staff to provide additional support to graduates.

Source: Public Service Commission

With various graduate programs in operation across the QPS, a whole-of-government Graduate Program Co-ordinators Network was established to share experiences and learnings. Feedback received from graduates in agency graduate programs over the past few years has confirmed the value of graduate programs for both participants and the QPS. Key themes from their feedback include:

- the importance of the managerial/supervisory relationship for the success of the graduates' experience
- the value of rotations during the placement period
- the need to appropriately match skills and job perceptions with placements
- the value of providing meaningful and challenging work
- the need to provide the graduates with a contextual frame of reference for what it means to be working in government, and
- the importance of providing career guidance to encourage graduates to stay.

Many graduates have been encouraged to stay within the Queensland Government due to positive perceptions about working conditions. This reflects the importance many agencies, and employees alike, place on work-life balance and flexible working conditions.

• Key themes and future directions

The State of the Service employee survey results provide a solid base upon which the QPS can build on its credentials as an employer of choice. Employee job satisfaction is high on many key indicators, such as having good working relationships, opportunities to utilise their skills, an opportunity to make a useful contribution to society, and seeing tangible outcomes from their work. These results form a solid foundation on which to improve.

There are also areas which will require ongoing monitoring. The public sector generally enjoys a good reputation for workplace flexibility and work-life balance, and there are a range of strategies in place to support these goals. There is scope to improve the take-up of some strategies, such as telecommuting, and the increased government focus on reducing traffic congestion provides a framework for further exploring these and other flexible work options.

Further developing the skills of managers is also important. As has been the experience of the APS, survey results suggest that employees perceive that underperformance is not managed well by agencies or managers. As performance management processes, and outcomes relating to poorly performing staff, are not often clearly visible to other employees, there may need to be a greater focus on developing managerial skill, not just in performance management, but also in appropriately communicating to other staff that poor performance is being effectively addressed.

Being an employer of choice requires agencies and the QPS as a whole to take an integrated and well-informed approach to their workforce and working environment. The examples highlighted in this chapter demonstrate the innovation and commitment agencies have to recruiting a talented workforce using a number of career pathways.

Clearly there is much that the QPS can be proud of but there is always room for improvement. Results from the employee survey provide a rich source of information that agencies can use to tailor their recruitment and retention approaches and build on the good practice that already exists.

7

DEVELOPING OUR LEADERS FOR TODAY AND THE FUTURE

The bottom line in leadership isn't how far we advance ourselves but how far we advance others. That is achieved by serving others and adding value to their lives.

Source: John C. Maxwell, *Leadership* author, 2007⁵⁸

This chapter focuses predominantly on the most senior leaders in the QPS, provides a profile of this group and discusses performance frameworks in place to measure and improve senior executive performance. It examines key initiatives relating to the development of both current and future senior leaders in the QPS and staff perceptions of their senior leadership. The chapter will also highlight some of the future directions for the recruitment, development and retention of senior leaders in the QPS.

• Introduction

Senior leaders have a crucial role to play in the public sector. Not only are they responsible for delivering efficiently and effectively on the strategic intent of government, they must also nurture the next generation of leaders.

As the priority placed on public sector performance and efficiency has increased, so too has the emphasis on the role and capabilities of public sector senior executives.⁵⁹ Greater focus is now placed on attracting, retaining and developing a mobile cohort of senior executives who have the necessary skills and knowledge to effectively lead people and deal with the complexity of modern government to deliver services.

58 Maxwell, J. C. 2007, *The 21 Irrefutable Laws of Leadership*, revised and updated, Thomas Nelson, Nashville, p. 51.

59 Organization for Economic Co-operation and Development 2008, *The State of the Public Service*, OECD, Paris, p. 68.

• The role of senior leaders in the QPS

The CES and SES represent the most senior levels of the QPS workforce. SOs are the immediate group below, whose next logical career progression would be to the SES. SOs typically have tenure, while officers at the SES and CES levels are employed on contract, usually for a period of up to three years with scope for extension.

The purpose of the CES, SES and SO groups is set out under the PS Act. All three levels have a role in promoting public service efficiency and effectiveness, and applying and/or developing a public service-wide perspective.

The SES was first established in 1991, and included both chief executives and senior executives. At that time, there was very little lateral recruitment within the QPS and few officers moved between agencies. Employment contracts for SES officers were introduced in 1996 to provide greater flexibility in the deployment of senior executives and a stronger focus on performance. A separate group for chief executives, the CES, was established on 1 July 2008.

The concept of highly skilled leaders who have a service-wide perspective and can move readily across agencies applies to both the CES and SES. The employee survey explored whether senior leaders were indeed perceived as part of a broad leadership group which is mobile or transferable across agencies. More than half the senior leaders (58.5%) viewed SES leaders in their agency as part of a broad public service-wide leadership group, in comparison to only 42.6 per cent of other employees.

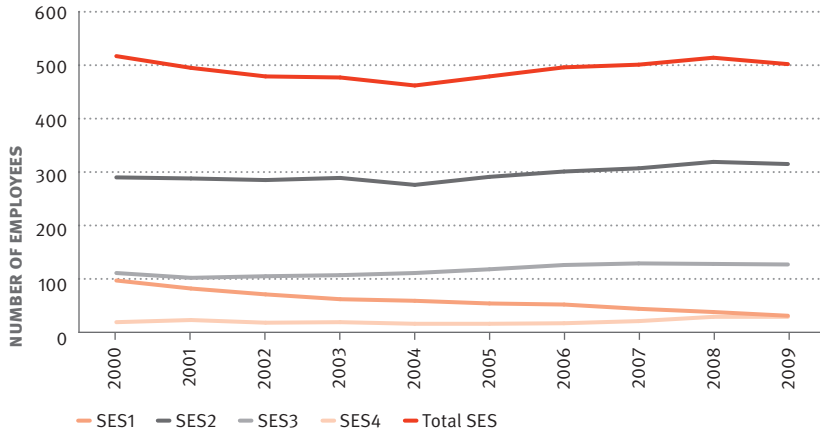
The survey also asked respondents how many QPS agencies they had worked in over their career. For the full range of survey respondents the mean number of agencies that they had worked in was 1.5 agencies. However, for SOs this increased to 2.2, and 2.5 for SES officers. While this is an encouraging response for senior leaders, and indicates that senior leaders have experienced more than one agency, there is still a way to go to fully deliver on the intent of a mobile group of senior leaders, particularly as around 70 per cent of appointments to the SES within agencies are made from employees already in that agency.

It is important to note that, in addition to the CES, SES and SO classifications, senior staff can also be appointed on a contract of employment under section 122 of the PS Act. As at 30 June 2009, some 528 staff across the QPS were employed on s122 contracts with SO, SES and CES-equivalent salaries. These s122 contract positions are generally fixed-term temporary contracts where specific expertise is required on a short-term basis or to meet market rate equity for key professions.

• Profile of a senior leader

This section focuses on the senior leadership group comprising CES and SES members of the QPS. As at 30 June 2009, there were 502 SES positions and 14 CES positions in the QPS. These 516 positions take into account both filled and vacant positions. The total number of senior positions has reduced slightly over the past nine years, falling from a total of 541 senior positions at 30 June 2000 to 516 in 2009. The reduction over time for the SES levels is shown in Figure 30.

FIGURE 30: TRENDS IN QPS EXECUTIVE EMPLOYMENT



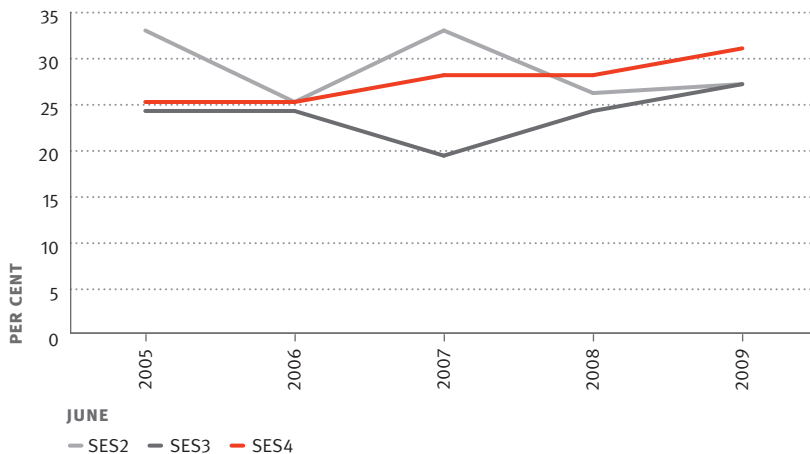
Source: The State of Queensland (Public Service Commission) 2010

The dramatic reduction in the number of SES1 positions over the nine year period is due to the replacement of this level with senior officer roles. The number of CES positions also declined following the March 2009 machinery of government changes, which reduced the number of QPS departments from 23 to 13.

Gender

Women's representation within the combined SES and CES group rose from 23 per cent in 2005 to over 29 per cent in 2009. For CES roles the representation rose from 25 per cent to 27 per cent over the same period. The greatest change has been at the lower end of the SES, specifically in the SES2 level, with representation increasing from 25 per cent to 31 per cent over the five-year timeframe. These trends for women at the SES 2-4 levels are displayed below.

FIGURE 31: EMPLOYMENT TRENDS FOR WOMEN IN SENIOR EXECUTIVE POSITIONS



Source: The State of Queensland (Public Service Commission) 2010

As at 30 June 2009, there were 1373 people appointed to SO roles with just under 40 per cent (539) being women.⁶⁰ This is a positive sign with the gender representation becoming more equitable for the group whose natural career progression would be to the SES ranks.

Qualifications

While there is currently no central record kept of the qualifications held by QPS employees, the employee survey requested respondents to nominate their highest qualification. Clearly, the QPS is a well qualified organisation with almost 60 per cent of respondents indicating that they held a bachelor degree or higher qualification, with the figure rising to 90.6 per cent for SES officers. In addition, around 60 per cent of SES officers hold postgraduate qualifications.⁶¹

This trend is continued for SOs with 87.9 per cent holding a bachelor degree or higher qualification and 53.9 per cent having postgraduate qualifications. This data is consistent with the trends in other jurisdictions with the APS reporting 84.8 per cent of their SES and 78.6 per cent of Executive Level Two employees being tertiary qualified.⁶²

• **Managing executive performance**

The establishment of the SES and CES classifications in the QPS has been accompanied by a strong focus on performance development and review. Australian and international research indicates that a number of principles support effective executive performance frameworks. In particular, it is important that the framework:

- clarifies and achieves a shared understanding of whole-of-government, agency and individual performance expectations and a clear line of sight between these three components
- is credible, open and transparent
- drives achievement and continuous development and improvement
- strongly advances a culture of performance across the sector, and
- aligns with other departmental performance management systems.⁶³

The PSC drew on these principles in the development of the Chief Executive Performance and Development Framework. The framework is designed to assist chief executives achieve high-quality outcomes and sustain a culture of accountability for performance and continuous improvement. The framework covers four key areas of performance:

- whole-of-government objectives
- other department priorities
- department governance and management, and
- executive leadership capabilities.⁶⁴

60 The State of Queensland (Public Service Commission) 2009, *Annual Report 2008-09*, p. 72, <http://www.psc.qld.gov.au>

61 This figure includes those who hold a bachelor degree with honours

62 Australian Public Service Commission 2009, *State of the Service Report 2008-09*, p. 69, Commonwealth of Australia Canberra

63 Queensland Government (Public Service Commission) 2008, *Executive Performance Management and Development Frameworks: Research Report*, pp. 13-14, <http://www.psc.qld.gov.au/page/developing-people/performance-development/ses-performance-framework.shtml>

64 The State of Queensland (Public Service Commission) 2009, *Chief Executive Service Performance Management and Development Framework 2009 Guidelines*, p. 1, <http://www.psc.qld.gov.au/page/developing-people/performance-development/ces-performance-framework.shtml>

The framework is aligned with both the Queensland Government's Performance Management Framework (which sets the broad requirements for agencies to plan, manage and report on their performance) and the Ministerial Charter of Goals (which sets out the Premier's key goals for each portfolio area). This approach ensures that chief executive performance agreements clearly link to the major planning, budgeting and reporting cycles of government, and include other key priorities, such as those identified in *Toward Q2, Service Delivery Statements* (budget documentation), agency strategic plans and relevant COAG agreements.

The CES performance framework has two main components: the performance agreement and the performance review. Performance agreements for chief executives are prepared on a financial year basis and are reviewed annually, on the anniversary date of the chief executive's employment contract, by members of the Performance Leadership Group.⁶⁵ The reviews are used to inform decisions about pay progression, contract extension and renewal.⁶⁶ The reviews are also informed by periodic meetings held specifically to consider progress in achieving the Ministerial Charter of Goals.

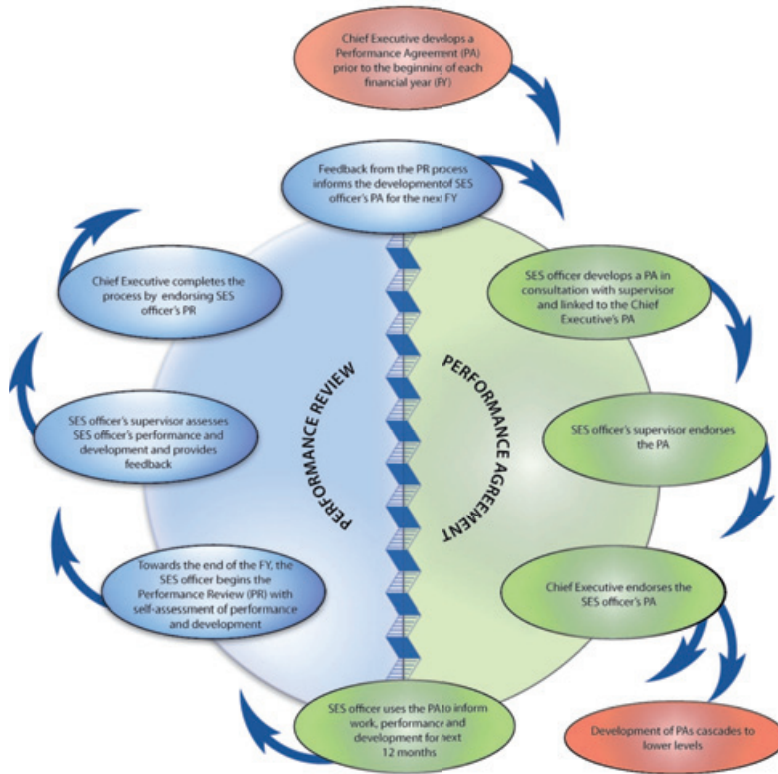
The PSC has also developed the SES Performance and Development Framework, which is similar in intent and approach to that taken for chief executives. SES performance agreements are prepared and reviewed on a financial year basis and are based on four key elements: objectives beyond the business unit; objectives relating to business unit systems and governance; objectives relating to business unit people management; and executive leadership capabilities. Performance reviews should also include a 360 degree assessment of performance every second year.⁶⁷ Figure 32 depicts the annual cycle of the SES Performance and Development Framework, and the process for completing a Performance Agreement and Performance Review.

65 This group is defined in Appendix 3.

66 The State of Queensland (Public Service Commission) 2009, *Chief Executive Service Performance Management and Development Framework 2009 Guidelines*, pp. 2-3, <http://www.psc.qld.gov.au/page/developing-people/performance-development/ces-performance-framework.shtml>

67 The State of Queensland (Public Service Commission) 2009, *Senior Executive Service Performance and Development Framework 2009-10 Guidelines*, p. 2, <http://www.psc.qld.gov.au/page/developing-people/performance-development/ses-performance-framework.shtml>

FIGURE 32: ANNUAL CYCLE OF THE SES PERFORMANCE AND DEVELOPMENT FRAMEWORK



Source: The State of Queensland (Public Service Commission) 2009, *Senior Executive Service Performance and Development Framework 2009-10 Guidelines*, p. 3.

• Developing our leaders

Supporting the professional development of executive leaders is a key priority of the government and the PSC. There is a range of sector-wide programs and initiatives available to support the development, continuous improvement and career progression of CES, SES and SO officers in the QPS. These include a whole-of-government SES induction program, a range of structured learning and development programs and an SES seminar series.

SES induction program

The PSC introduced a sector-wide SES induction program in 2008-09. The program is designed to complement inductions held by individual agencies, and is held at least once each year. The induction program provides participants with information about current whole-of-government initiatives, expectations of work performance and professional development, and legislative and accountability frameworks.

The SES induction program helps build a shared sense of identity across the SES and supports a culture of professional development. The program also provides a whole-of-government perspective, encouraging collaboration and the achievement of outcomes across agencies.

Structured learning and development programs

The PSC coordinates a range of structured learning programs designed to support the professional development of officers at the CES, SES and SO levels. One of the flagship offerings is the Inspiring Executive Leadership Program, which is part of the Inspiring Leadership Series. This series comprises four offerings each delivered by leading education providers in partnership with the PSC, and designed for a specific audience within the public sector. More information about the offerings is also included in Chapter 8.

Inspiring executive leadership

The Inspiring Executive Leadership Program is delivered in partnership between the University of Queensland Business School, the Institute of Public Administration Australia (Queensland) and the PSC.

It is designed to provide participants with the skills, knowledge and capabilities they require to manage in complex environments, contribute to a culture that supports change and innovation, achieve strategic organisational objectives and further progress their career.

The program commenced in March 2010 and covers four modules: inspirational leadership; innovation leadership; government leadership; and strategic leadership. Participants can take one or all four modules, and each module includes mentoring and an action learning project.

To date, 22 participants have enrolled in the first two modules. Participants who successfully complete any of the modules may obtain credit towards a Graduate Certificate of Executive Leadership and the Masters in Business program at the University of Queensland.

Source: The State of Queensland (Public Service Commission)⁶⁸

Additionally, the Australia and New Zealand School of Government (ANZSOG) delivers the following public policy and strategic management programs to senior staff within the QPS:

- **Executive Fellows Program.** This is a three week residential program designed for directors-general, associate directors-general and deputy directors-general. The program involves a dynamic mix of theory, case studies and exercises and is tailored to enhance core leadership and management skills needed to lead organisations within the public sector.
- **Executive Master of Public Administration.** This is a two year degree program designed for AO8 to SES level officers. The aim of the program is to develop world-class public sector managers who are better equipped to manage increasingly complex accountabilities and who have a broad view of, and excellent skill base in, management, service delivery and policy analysis across the spectrum of public sector activities.

Since 1 July 2008, 18 Queensland employees have participated in the Executive Fellows Program, and 20 in the Executive Master of Public Administration Program.

⁶⁸ The State of Queensland (Public Service Commission) 2010, *Inspiring Leadership Series: Inspiring Executive Leadership*, <http://www.psc.qld.gov.au/page/developing-people/professional-development/inspiring-leadership.shtml#ProgramOne>

SES seminar series

The SES seminar series was introduced in May 2010 as part of a broader, PSC-led strategy to strengthen the SES. The seminar series is designed to feature outstanding government leaders addressing topics critical to governing, such as collaboration, service delivery and leadership. The seminars are also designed to provide senior executives opportunities to connect with their fellow executives. The seminar series will be supplemented by additional SES events, such as workshops and master classes.

• Perceptions of leadership in the QPS

Since QPS leaders have both a leadership and nurturing role for future leaders, it is important to examine not only how they perceive their own capabilities, but also how other employees perceive their ability as leaders. The State of the Service employee survey collected information on these two perspectives. Overall, the results are encouraging although as expected the responses of general employees differ from those of senior leaders.

Senior leaders were asked to rate their perceptions of their own proficiency in the five leadership capabilities included in the CLF. The results indicated that the large majority of senior leaders believe they are highly proficient in all five areas, with highest proficiency in exemplifying personal drive and integrity and lesser proficiencies in shaping strategic thinking and communicating with influence (Table 15).

TABLE 15: SENIOR LEADER PERCEPTIONS OF OWN PROFICIENCY IN LEADERSHIP CAPABILITIES

Capability	High proficiency (%)
Achieves results	87.6
Cultivates productive working relationships	85.7
Exemplifies personal drive and integrity	94.5
Shapes strategic thinking	78.4
Communicates with influence	77.1

Source: Employee Survey 2010

Senior executives are comfortable in the exercise of their leadership, with 73.7 per cent of SES officers agreeing that they are actively engaged in the leadership of their agency and 94.1 per cent feeling confident they have the leadership skills to do their job effectively. They also view themselves as contributing to their agency's employment outcomes, with just over half (51.9%) agreeing that SES officers in their agency are personally active in efforts to improve equality and diversity in employment and just under half (48.6%) agreeing that the SES officers in their agency give their time to identify and develop talented people.

Importantly, two-thirds of SES officers (66.8%) agree that the SES officers in their agency work collaboratively with people from other agencies. Such cross-agency collaboration is vital for the achievement of a number of Toward Q2 targets and other government objectives and also reflects the shared sense of purpose and identity that the SES endeavours to foster.

More broadly, the employee survey asked all participants about their perceptions of the senior leaders in their agency. Just under half of all respondents considered that leadership in their agency was of a high quality, with around 42 per cent believing that their agency was well managed. SES respondents saw this more positively with 58 per cent considering that leadership in their agency was of a high quality, and over half believing that their agency was well managed. Senior officer responses were more closely aligned with the general employee group, with around half considering that agency leadership was of a high quality and 44 per cent believing that their agency was well managed.

While the results are not as positive from other staff as those from the SES, it is difficult to attribute definitive reasons. However, they are similar to the results found by the APS where for the past two years 46 per cent of survey respondents have indicated that they believed that leadership in their agency was of a high quality and 45 per cent felt that their agency was well managed.⁶⁹ It is likely that the QPS experiences similar issues to the APS where, with large agencies and a decentralised employee base, employees have very limited direct contact with their senior leaders and hence may find accurately assessing them difficult.

It is also possible that perceptions regarding communication within agencies could be a contributing factor. Only one-third (36%) of respondents believed that communication between senior leaders and other employees is effective and just under half (48%) believed that the most senior leaders in their agency were sufficiently visible to other staff. While the perception gap is of interest given the critical role senior leaders play in modelling appropriate behaviour and shaping organisational culture, the role of senior leaders is often not visible to many people within QPS agencies.

• Key themes and future directions

The ongoing role of senior leaders in the QPS to ensure the efficiency and effectiveness of government will require them to deliver better, more accessible services to the people of Queensland. This will require high-performing senior executives and, as indicated by their very high assessment of their proficiency across the capabilities needed to lead the QPS, the majority of SES employees believe that they meet this requirement. The proportion possessing postgraduate tertiary qualifications indicates that they are clearly a highly qualified group.

Since the establishment of the SES, and more recently the CES, there has been an increased emphasis on the development of highly skilled, mobile and responsive senior leaders who are focused on performance, efficiency, outcomes and accountability. These qualities are developed and encouraged through a range of developmental opportunities, as well as the use of performance agreements and reviews.

One of the notions underpinning the executive service is that of a mobile executive leadership group that can move readily across the public, private and non-government sectors. While this concept requires further progression, implementing strategies to achieve this vision is one of the key priorities for the PSC.

⁶⁹ Australian Public Service Commission 2009, *State of the Service Employee Survey Results 2008-09*, Commonwealth of Australia, Canberra, p. 18.

An ageing public sector and increased competition for highly skilled staff requires that strategies be put in place to attract, retain and manage executive talent. In response to this, a range of strategies is being considered by the PSC for future implementation. One particular proposal, in the early stages of development, is an executive talent management strategy. The central component of this strategy is a formal leadership development program that identifies high-performing executives with outstanding potential and provides them with tailored development to position them for future CEO leadership positions.

BUILDING A HIGH-PERFORMANCE WORKFORCE

The Queensland public sector is the engine room of government. A modern, professional public service focused on the needs of Queenslanders, harnessing the energy and ideas of our best and brightest, is vital to the prosperity of our state.

Source: Anna Bligh MP, Premier of Queensland, 2008⁷⁰

This chapter explores how the QPS develops its people and manages its performance for improved results. It also discusses the use of capability frameworks to guide development and the approach to building a performance culture.

• Introduction

While it is one thing to identify outcomes, and put strategies in place to achieve these, it is a different challenge to have the required capacity to deliver on these over time. Building a high-performance workforce and growing QPS employees' leadership and management capacity are crucial to delivering quality services to the community and achieving Toward Q2 targets.

Although a key role of chief executives in the QPS is to build workforce capability within their own agencies, they are assisted in this by the PSC taking a sector-wide focus. Under section 46 of the PS Act, one of the main functions of the PSC is to enhance the human resource management and capability of the QPS.

⁷⁰ Bligh, A. 2008, Record of Proceedings (Hansard), First Session of the Fifty-Second Parliament, p. 712, <http://www.parliament.qld.gov.au/view/legislativeAssembly/hansard.asp>

• Capability frameworks in the QPS

In order to build a high-performance workforce, it is first necessary to define the capabilities that are necessary in such a workforce. Organisations generally communicate this through frameworks which establish the desired behaviours and skills, and then use those frameworks as the foundation upon which they recruit, develop and manage the performance of their people.

The CLF was introduced in the QPS in January 2009 as a tool to assist agencies to develop the capability and leadership of employees at all levels throughout their organisations. The CLF is based on the APS Integrated Leadership System and was selected from a range of other frameworks on the basis that it:

- reflects public sector functions and contexts
- outlines the increasing complexity of roles at the higher levels
- guides learning and development to support staff progression, and
- can be aligned with other frameworks.⁷¹

The CLF operates at an individual, agency and whole-of-government level. For individuals, the CLF enables staff to identify the key capabilities required of them in their current role, and the skills that they will need to develop, so that they can advance to a higher level. At the agency level, the CLF guides and enhances recruitment and selection processes, career planning, performance development, and learning and development functions. At a whole-of-government level, the CLF gives the QPS a common language around recruitment and selection, career planning, performance development, and learning and development.⁷²

• Building a high-performance culture

Employee performance development

High-performing organisations hold individuals accountable, reward good performance and assist employees develop those capabilities that need improvement. To achieve such a high-performance culture, the employing agency needs to have effective employee performance management practices in place, inclusive of induction, performance development, career management, recognition, unsatisfactory performance and discipline management.

The issue of effective employee performance management is a matter for some attention within the QPS as respondents to the State of the Service employee survey indicated limited agreement (40.5%) with the statement that immediate supervisors deal well with poorly performing employees. This compares similarly with the APS which had a 44 per cent⁷³ agreement with this, but not as positively as Victoria which reported that 67 per cent of employees believed that their immediate supervisors deal well with poorly performing employees⁷⁴. In addition, only 21.4 per cent of Queensland respondents believed that their agency dealt with underperformance effectively. As discussed previously, these perceptions can be influenced by the lack of visibility of performance management processes and decisions in the QPS.

71 The State of Queensland (Public Service Commission) 2008, *QPS Capability and Leadership Framework*, p. 9, <http://www.psc.qld.gov.au>

72 The State of Queensland (Public Service Commission) 2010, 'QPS Capability and Leadership Framework', viewed 24 May 2010, <http://www.psc.qld.gov.au/page/developing-people/leadership-and-hr-tools/capability-leadership-framework.shtml>

73 Australian Public Service Commission 2009, *State of the Service Employee Survey Results 2008-09*, p. 17.

74 State Services Authority (SSA) 2008, *People Matter Survey 2008: Main Findings Report*, p. 33, SSA, Melbourne.

While these results present some challenges for the QPS, the survey results also indicated that over half (53.6%) of respondents believed that they received adequate feedback on their performance to enable them to deliver the required results. These results are not dissimilar to those experienced in the APS where only 25 per cent⁷⁵ of employees believed that their agency dealt with underperformance effectively, however 67 per cent⁷⁶ of APS employees believed that they received adequate feedback.

To enhance the QPS approach to individual and organisational performance management, a new employee performance development directive is being developed by representatives from across the QPS. This collaborative approach was taken to ensure that the directive met the needs of agencies for developing and maintaining a high-performance culture. The directive is expected to require all QPS agencies to have in place employee performance development that includes an agency wide strategy as well as a system that includes and links:

- an induction process for new, returning and recently promoted employees
- a probation process that accords with section 126 of the PS Act, which includes induction, a performance plan and a formal review at the end
- a performance development process which includes regular discussions, provides career planning, training and development opportunities and aligns with the CLF or equivalent framework
- a recognition process that sets out how employees' contributions to achieving agency objectives and targets will be acknowledged
- a process for managing unsatisfactory performance, and
- a process for managing disciplinary action in accordance with the PS Act.⁷⁷

Agency approaches to performance development agreements

Although a range of terms may be used by agencies to describe the process of performance planning, for the purpose of this report, the term performance development agreement (PDA) is used. The State of the Service agency survey asked each QPS agency for information on the use within their agency of PDAs. The results showed that almost all agencies (91.9%) now require staff to have a PDA or similar document. In recognition of this requirement, agencies reported that around half of their staff had a PDA currently in place. More than two-thirds of agencies reviewed their non-SES officers' PDAs at least yearly with half of these reviewed twice a year. For SES officers, almost two-thirds of agencies reviewed their PDAs at least once a year, with a third of these being reviewed twice a year.

Agencies reported they use a range of processes to assist in their implementation of a performance management system. All agencies have made guidelines, templates and other written resources available to staff and are providing their human resource management staff and managers with specific advice on how best to achieve the system outcomes. Most agencies have provided their managers with actual training in the agency's performance management system and nearly half have provided training to staff.

75 Australian Public Service Commission 2009, *State of the Service Employee Survey Results 2008-09*, p. 20

76 Australian Public Service Commission 2009, *State of the Service Employee Survey Results 2008-09*, p. 14

77 *Public Service Act 2008*, Chapter 6 (sections 186A -192).

Most agencies report that they are currently monitoring the completion and/or review of staff PDAs. Relevant to this is the fact that nearly half of QPS agencies require their managers to implement the agency's performance management system as part of their own PDA. Of even greater importance is that over half of QPS agencies require this as part of their SES officers' PDAs.

The State of the Service employee survey results were mixed regarding employees' perceptions of performance management within their organisation. Nearly half of the respondents (46.8%) declared they currently have a PDA in place. This is substantially different from the requirement of 90 per cent of agencies that these agreements are in place, although it does accord with what agencies reported in the agency survey. More than a third of respondents said they had received formal performance feedback in the previous 12 months and over two-thirds of these recipients reported that the way the performance feedback session was conducted provided them with the guidance they needed (69%). Well over half (58%) thought it had already helped, or would in the future help improve their performance.

Over two-thirds (67%) of employees who had received performance feedback felt that their learning and development needs had been adequately considered. It is encouraging to note that more than three-quarters of respondents believed that their performance review provided a fair assessment of their performance and well over half (58%) thought that their participation in a performance review was worth the time. These survey results suggest that when agencies invest in high-quality performance development approaches, employees do experience and acknowledge the benefits.

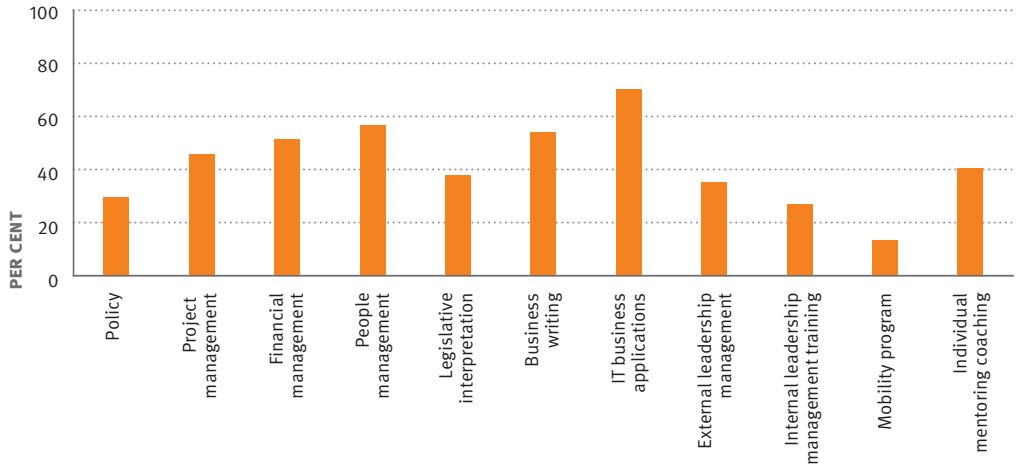
The usefulness of performance management systems should become even more apparent once employee performance management is mandated throughout the QPS and agencies take full advantage of the resources and training materials that become available. Managing performance is strategically important to all agencies and, with the right systems and processes in place, can make a significant difference to individual and agency performance.

• Realising the potential: investing in our people

Capability development was one of the top five workforce issues raised by agencies as a significant challenge, coming after attracting and retaining skilled staff and the ageing workforce. The use of tailored leadership, learning and development opportunities is integral to capability development and maintaining a high-performing workforce. The State of the Service agency survey found that agencies make available to their staff a variety of professional development opportunities including applied skills training in areas such as policy, IT, business writing, formal leadership and management training, and individual mentoring and coaching programs. Agencies frequently focus on building technical capacity relevant to their core business.

As would be expected the type of developmental opportunities varies depending on the classification level of the employee. For those employees at the base levels (A01-A04 and equivalent) the major focus is on applied skills, with financial management, people management, business writing, and IT business applications being the most predominant. (Figure 33)

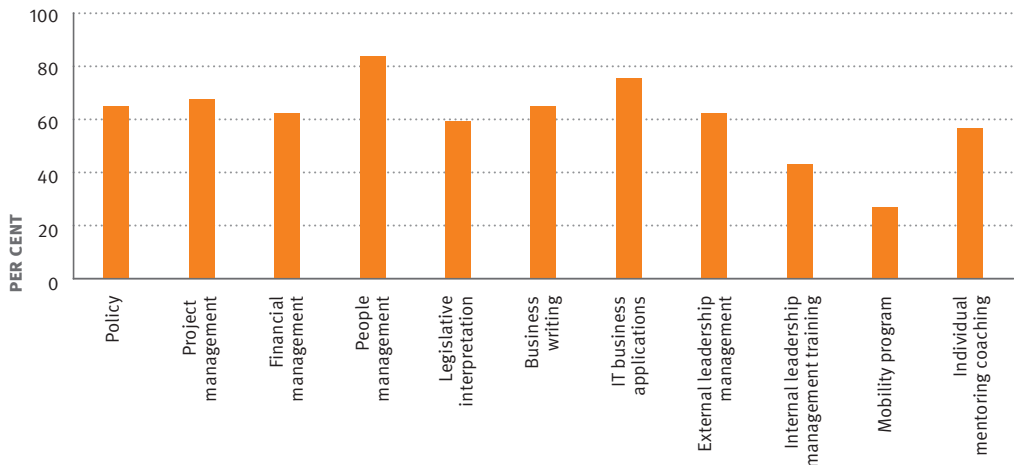
FIGURE 33: DEVELOPMENTAL OPPORTUNITIES OFFERED TO AO1-AO4 AND EQUIVALENT EMPLOYEES



Source: Agency Survey 2010

For those employees at the AO5 to AO8 (and equivalent) levels the focus is also on applied skills, but across a broader range. Staff at this level have access to skills training in areas such as policy, project management, financial management, people management, IT business applications and business writing. At this level agencies are also starting to invest more heavily in leadership and management development, with 62 per cent of agencies providing these opportunities to their employees (Figure 34). In addition, 84 per cent of agencies provided people management skills training and development for staff at this level. A reasonably high proportion of agencies (57%) also provided these staff with individual mentoring and coaching programs. This focus on capability building in people management reflects the role of this group within the QPS as first line supervisors and managers.

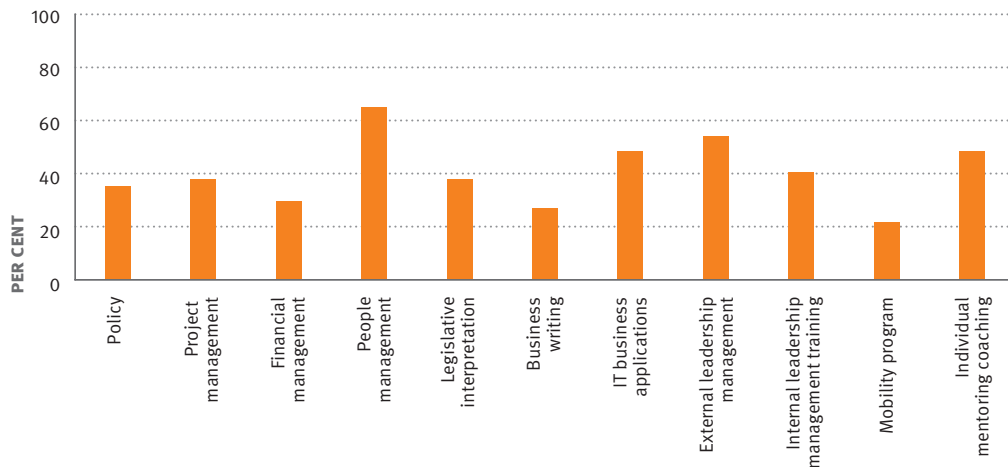
FIGURE 34: DEVELOPMENTAL OPPORTUNITIES OFFERED TO AO5-AO8 AND EQUIVALENT EMPLOYEES



Source: Agency Survey 2010

Once staff have reached the SO level, the focus of developmental opportunities is around people managements skills (65%), and leadership and management training (Figure 35). Fifty-four per cent provide leadership and management training through external providers and 41 per cent provide this through internal sources. Almost half the agencies (49%) also provided SOs with individual mentoring and coaching programs. These results also reflect the focus of SO roles as leaders as well as the fact that their natural career progression within the QPS will be to senior leadership roles in the SES.

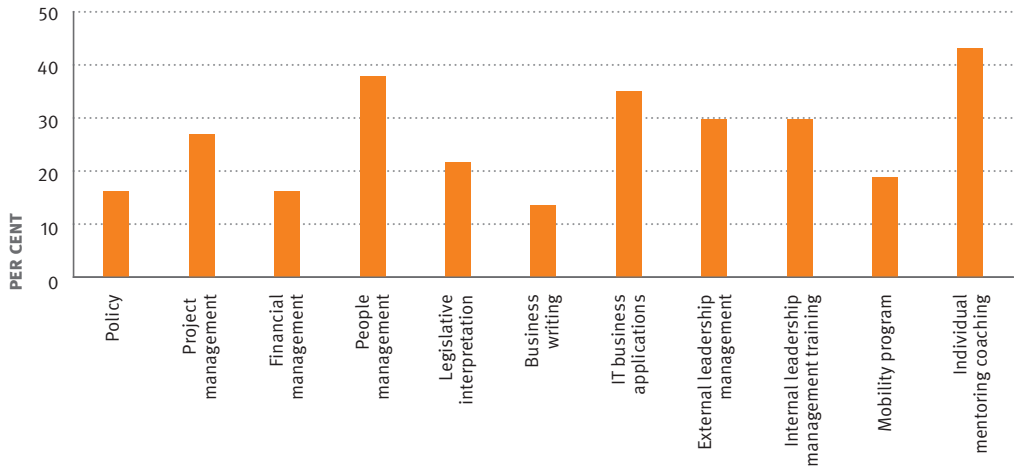
FIGURE 35: DEVELOPMENTAL OPPORTUNITIES OFFERED TO SENIOR OFFICERS AND EQUIVALENT EMPLOYEES



Source: Agency Survey 2010

At the SES/CES level, the proportion of agencies providing a range of developmental opportunities reduces considerably, with the highest proportion (43%) providing individual mentoring and coaching programs for staff in the senior executive and chief executive services (Figure 36). Over a third also offered applied skills development in both people management and IT business applications skills. While this level of capacity building opportunities may seem low, it is likely that members of the SES and CES already have well-developed skills in a range of capabilities and the focus is more a fine tuning of their leadership capabilities. It also reflects that development for this group is often better addressed at a whole-of-sector level and that many people at this level manage their own development. Another contributing factor may well be the lack of opportunity available to people in such high pressure and high workload positions.

FIGURE 36: DEVELOPMENTAL OPPORTUNITIES OFFERED TO SES AND ABOVE EMPLOYEES



Source: Agency Survey 2010

Over half the agencies (54%) estimated they had spent more than \$500 per FTE in formal events based leadership, learning and development activities in the 2009-10 year to 31 March. These activities included attendance at conferences, seminars, workshops, classroom-based training and other events delivered by internal or external providers. Over 70 per cent of agencies advised that they regularly review, or are in the process of reviewing, these offerings as a result of evaluating their efficiency and/or effectiveness. Another 22 per cent of agencies have identified the need to do so as a priority.

Formal learning and development programs

While agencies access their own opportunities, a range of centrally coordinated learning and development opportunities are available across the QPS. The PSC brokers specific offerings with local universities such as the University of Queensland and Queensland University of Technology, as well as cross-jurisdictional programs developed by ANZSOG and the Public Sector Management Program. Major programs are highlighted below:

- ANZSOG offers two programs, the Executive Master of Public Administration Degree Program and the Executive Fellows Program. Both are designed for officers at a senior level and are discussed in more detail in Chapter 7.
- The Public Sector Management Program is a national leadership and management program designed for middle and senior managers and staff entering management roles for the first time, at the AO5 to AO8 level (and equivalent). Participants are drawn from federal, state, territory and local governments, and complete four modules as well as a work-based project.

The program combines tertiary study with experiential learning and is designed to equip its participants with the skills and knowledge required to improve outcomes in public sector service, productivity and people management.⁷⁸ On successful completion of the program, participants are awarded a Graduate Certificate in Public Sector Management from Flinders University,

⁷⁸ Public Sector Management Program, <http://www.psmprogram.qld.gov.au>

South Australia. Graduates are eligible for credit towards further postgraduate programs. There were 91 Queensland participants in the 2008-09 program and 78 in the 2009-10 program.

- The Inspiring Leadership Series includes two offerings: the Inspiring Executive Leadership Program, which is designed for senior employees and discussed in more detail in Chapter 7, and the Emerging Leaders Program. The latter is designed for AO7-AO8 and early career senior officers (and equivalent). It aims to enhance the leadership and management skills for middle managers and newly appointed senior officers, so that they can develop and lead high-performing teams.⁷⁹

The first Emerging Leaders Program commenced in April 2010 with 65 participants. The program is conducted by the Queensland University of Technology (QUT), Faculty of Business and consists of six modules. Participants who successfully complete the program, and a subsequent written assignment, are eligible for 24 credit points which may be used towards other QUT programs, such as the Master of Business Administration and Master of Business.

The QPS will also contribute to the Toward Q2 'smart' target, whereby 75 per cent of Queenslanders aged between 25 and 64 years will hold a Certificate III or above qualification. As part of these arrangements, the QPS will review its Study and Research Assistance Scheme, which provides financial and other assistance for structured learning. Currently, some 80.8 per cent of QPS employees have a vocational qualification or higher, with only 19.2 per cent of employees whose highest qualification is year 12 (or equivalent) or less. It is this latter group who are well-placed to take up Certificate III training.

Informal and non-accredited programs

In addition to formal courses and programs, the QPS offers a variety of informal and non-accredited programs based on topics of interest. These are designed to meet the short-term needs of agencies and immediate gaps in leadership and management capability. The Practical People Management Program and the Inspiring Women Program are current offerings.

- The Practical People Management Program (PPMP) is aimed at AO3-AO8 (and equivalent) level employees. The five day course explores the roles and functions of being a manager, and gives participants the knowledge and skills they need to effectively manage people.⁸⁰ The program can be delivered through a variety of channels, including via a panel of providers, cross-agency delivery and intra-agency delivery. There were 846 participants in the 2008-09 course and 1335 participants in the 2009-10 course.
- The Inspiring Women: Whole of Government Mentoring Program for Women is designed for women at the AO3-AO7 level (and equivalent). The program aims to prepare women for leadership roles in the QPS, to maintain the current trend of increasing representation of women at the AO7 to SO range and thereby improve the gender balance at middle and senior levels of the QPS.

79 The State of Queensland (Public Service Commission) 2010, 'Inspiring Leadership Series: Emerging Leaders Program', viewed 24 May 2010, <http://www.psc.qld.gov.au/page/developing-people/professional-development/inspiring-leadership.shtml#ProgramOne>

80 The State of Queensland (Public Service Commission) 2010, 'Practical People Management Program', viewed 24 May 2010, <http://www.psc.qld.gov.au/page/developing-people/professional-development/practical-people-management-program.shtml>

The program comprises 12 modules to be completed over 12 weeks. It is delivered via CDs, DVDs, teleconferences and a workbook and is accessible to all women in the QPS, regardless of where they are located across the state. The first program commenced in September 2009. All 409 participants completed the course. The second program commenced in February 2010 with all 264 participants completing the course.⁸¹

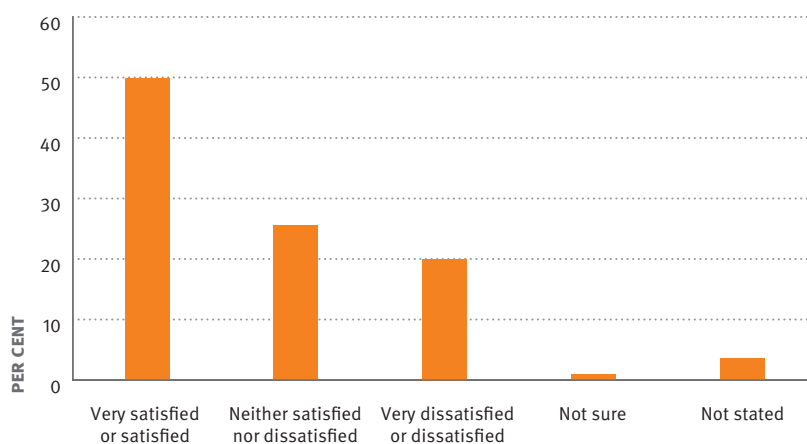
Learning and development: employee perceptions

In the State of the Service employee survey, respondents were requested to indicate their level of satisfaction with their access to learning and development opportunities. Results from the survey indicated mixed experiences regarding employees' learning and development opportunities.

Almost 70 per cent (69%) of respondents believed that their supervisors ensured that they had fair access to developmental opportunities. In addition, 65 per cent of respondents believed that their supervisors encouraged them to build the capabilities and/or skills required for new roles. Over half the survey respondents (58%) reported that their learning and development needs had been either fully or partially identified. Employees (55%) also believed that their agency placed a high priority on the learning and development of employees.

The figure below displays the satisfaction level of respondents with the learning and development opportunities that they have been offered. Almost half of the survey respondents (49.9%) were satisfied with the learning and development opportunities that had been made available to them. However, this response may well reflect the low number of employees reporting that they had a performance agreement in place (47%). Clearly, if these performance agreements are not in place, and discussions have not occurred, it is difficult to appropriately match developmental opportunities to capability need.

FIGURE 37: EMPLOYEE SATISFACTION WITH DEVELOPMENTAL OPPORTUNITIES



Source: Employee Survey 2010

81 The State of Queensland (Public Service Commission) 2010, 'Inspiring Women Mentoring Program', viewed 2 June 2010, <http://www.psc.qld.gov.au/page/developing-people/professional-development/inspiring-women.shtml>

More than 60 per cent of respondents (60.2%) had spent three or more days, and a quarter of respondents had spent more than six days, in formal learning and development activities. This take-up of developmental opportunities is excellent. It is, however, still essential that activities are targeted well and that the outcome is a more skilled and higher performing individual.

Encouragingly, some 70.7 per cent of respondents to the survey said that their participation in learning and development opportunities had been effective in helping them improve their performance.

• Key themes and future directions

Capability frameworks such as the CLF provide the platform for agencies to strategically manage their recruitment, learning and development, and performance management practices and position their workforce for the future. To assist in this, a sector-wide community of practice has been established to support the implementation of a capability development strategy. This forum will also provide opportunities for sharing good practice and continuous improvement across the QPS.

Developing the capability of the QPS workforce has been clearly identified as a key issue for agencies if they are to have the necessary skills for a high-performing workforce that is well positioned to deliver on government priorities and effective and accessible services to the community.

At this time the QPS is experiencing some challenges in terms of managing poor performance as well as appropriately targeting developmental opportunities. However, agencies are offering a broad range of these opportunities and have clearly demonstrated a commitment to building workforce capability. What is needed is a greater link between performance management planning, robust performance conversations and identification of capability development opportunities. The State of the Service employee survey results suggest that when this is done well, employees are satisfied with the performance management process and the developmental opportunities they are offered, and they believe that it helps improve their performance. At the same time, agencies will need to regularly review their capability development offerings to ensure they remain relevant, meet the identified needs of their employees and provide value for money.

The QPS must continue to invest in its people so that they have the skills and knowledge they need to contribute to community outcomes. Mandating performance management systems is an important step, but it is only one part of the equation. Building a performance culture will be high on the agenda. A high-performance public service is ultimately about high-performing people, and investing in people will be a priority.

INTEGRITY AND ACCOUNTABILITY

As Queensland grows and evolves, the Queensland Government will continue to drive reform to ensure our integrity and accountability framework keeps pace.

Source: Anna Bligh MP, Premier of Queensland, 2009⁸²

This chapter gives an overview of the key integrity and accountability reforms being implemented across the Queensland Public Sector. It looks at the comprehensive program of integrity and accountability reforms implemented by the government, the RTI reforms, trends in the QPS appeal system and employee perceptions of integrity and accountability.

• Introduction

The OECD underlines the importance of integrity when it says “integrity is the cornerstone of good governance ... and is essential to maintaining trust in government”.⁸³ The Queensland Government has demonstrated its commitment to a strong integrity and accountability framework through an ongoing process of reform.

As outlined in Chapter 3, the government commenced this process through the introduction of the new PS Act to govern the operation of the QPS and establish the PSC. The reforms continued in 2009 with the passage of new RTI and Information Privacy legislation which fundamentally changed the way the public sector deals with the information it holds.

Building on these foundations, the government commenced a wide-ranging process of integrity and accountability reform through public consultation on the *Integrity and Accountability in Queensland* discussion paper released in August 2009.⁸⁴ After considering submissions from Queenslanders and the recommendations of an integrity and accountability round table of independent experts, the government announced its program of reform in November 2009 through the *Response to Integrity and Accountability in Queensland*.⁸⁵

82 Bligh, A. 2009, Foreword to: The State of Queensland (Department of the Premier and Cabinet), *Response to Integrity and Accountability in Queensland*, November 2009, <http://www.premiers.qld.gov.au/community-issues/open-transparent-gov/integrity-and-accountability-review.aspx>

83 OECD, ‘Integrity Framework’, <http://www.oecd.org>

84 The State of Queensland (Department of the Premier and Cabinet) 2009. *Integrity and Accountability in Queensland*, discussion paper.

85 The State of Queensland (Department of the Premier and Cabinet) 2009. *Response to Integrity and Accountability in Queensland*, Queensland Government, Brisbane, viewed 18 March 2010, <http://www.premiers.qld.gov.au/community-issues/open-transparent-gov/integrity-and-accountability-review.aspx>

The first stage of this reform program was implemented through the passage of the *Integrity Act 2009*, which commenced operation on 1 January 2010, with further legislative reforms to be achieved through the Integrity Reform Bills 2010. These Bills, which were introduced to Parliament on 3 August 2010, consist of:

- the *Ministerial and Other Office Holder Staff Bill 2010* to create a new stand-alone framework for the employment of Ministerial and Opposition staff, separate from the public service
- the *Public Interest Disclosure Bill 2010* to reform Queensland's whistleblower protection legislation, and
- the *Integrity Reform (Miscellaneous Amendments) Bill 2010* to implement amendments to a range of Acts, including reforming and modernising the public sector ethics principles, reflecting the PSC's enhanced role to promote an ethical culture across the QPS, and strengthening requirements to declare personal interests by members of Parliament and statutory office holders.

This process of reform confirms Queensland's position as a national leader in delivering open and accountable government and the government's continued commitment to a contemporary and robust integrity and accountability framework.⁸⁶

• Trust in government: key initiatives

The integrity and accountability reform process built on a number of administrative reforms which had already been implemented by the government, including the establishment of an administrative Register of Lobbyists, and introduction of post-separation employment restrictions on former ministers, ministerial staff and senior public servants to ensure that information gained in public sector employment was not able to be used for later personal financial gain.

The discussion paper provided a comprehensive overview of Queensland's integrity and accountability framework and sought comments on 35 questions relating to how this framework could be strengthened and improved. A round table of experts provided advice to government and discussion forums were held throughout Queensland.

After considering the consultation and feedback that the discussion paper generated, the government, in November 2009, proposed a suite of legislative and administrative reforms, most of which have direct implications for the QPS.⁸⁷ These reforms have been organised around four 'strong' principles which were identified as underpinning a robust integrity and accountability framework: strong rules, strong culture, strong scrutiny and strong enforcement.

Strong rules

Clear rules and standards in the form of legislation, policies, guidelines and administrative arrangements are being put in place to provide the scaffolding for the integrity framework. These reforms will balance the prohibition of banned behaviours with the positive expression of values, desired conduct and ideals. Reforms being implemented include:

⁸⁶ A comparison of accountability frameworks across Australian jurisdictions, as included in the discussion paper, is reproduced at Appendix 5.

⁸⁷ The State of Queensland (Department of the Premier and Cabinet) 2009, *Response to Integrity and Accountability in Queensland*, Queensland Government, Brisbane, viewed 18 March 2010, <http://www.premiers.qld.gov.au/community-issues/open-transparent-gov/integrity-and-accountability-review.aspx>

- declaration of personal interests for CEOs, statutory office holders and senior executives, and legislative amendments to create a statutory obligation for members of Parliament to declare their personal interests
- revision of gifts and benefits policies across the public sector, and the issuing of a new directive on 1 January 2010 which provides thresholds and requirements for declaring the acceptance or giving of gifts and benefits by agencies and public service employees⁸⁸
- the establishment of Australia's first legislative regime for the regulation of the lobbying industry, including a ban on the payment of success fees
- the introduction of new legislation to govern employment of ministerial and opposition staff, distinct from the QPS
- amendments to the *Public Sector Ethics Act 1994* to provide for the application of a single code of conduct across the public service, and
- development of a Premier's Communiqué regarding the interaction of ministerial staff and public servants.

Strong culture

The building and maintenance of a strong ethical culture in the QPS rests on its leaders modelling, promoting and being consciously dedicated to ethical values in their daily dealings. This culture will only develop in an environment which respects and supports ethical behaviour.

A key plank in strengthening the ethical culture of the QPS is the introduction of new legislation to facilitate disclosures of wrongdoing in the public sector. The *Public Interest Disclosure Bill 2010* reforms the *Whistleblowers Protection Act 1994* and incorporates recommendations from the three-year national research project, *Whistling While They Work*. Legislative amendments are also being made to the *Civil Liability Act 2003*, which will allow government departments to issue apologies without the communications being taken as admissions of legal liability.

A significant part of the strengthened integrity regime, and a major step towards developing this strong ethical culture, was the establishment in early 2010 of an Ethical Standards Branch within the PSC. This initiative provides a formal mechanism for supporting public sector agencies and leaders in their day-to-day roles and will provide independent advice and capability building on public sector ethics issues.

Additional initiatives to support a strong ethical culture include an enhanced role for the Queensland Public Sector Ethics Network. This network is a forum, which was established to raise awareness about public sector ethics, and comprises an ethics contact officer from each agency whose role it is to promote the government's integrity agenda within their agency.

The Queensland Government has acknowledged that appropriate training is important to ensure all public officials are fully aware of the way that their ethical obligations should affect their conduct. As a result there is now a requirement for mandatory annual ethics training for all QPS staff.

Strong scrutiny

The Queensland Government has a number of mechanisms in place to monitor the conduct of the

88 The State of Queensland (Public Service Commission) 2009, *Directive No. 22/09 Gifts and Benefits*.

QPS, including internal audit mechanisms, and external oversight bodies such as the Crime and Misconduct Commission, the Queensland Ombudsman, the Information Commissioner and the Integrity Commissioner. The oversight bodies have an invaluable role at a whole-of-government level and are ideally placed to discuss and promote public discussion of strategic, topical and emerging integrity issues and to monitor and report on the integrity of the conduct and culture of all public sector agencies.

While these mechanisms have been in place for some time, the government has committed to stronger scrutiny by enhancing some roles and strengthening processes. These proposed enhancements relate to good governance across the broad spectrum of government processes, with two in particular specifically concerning the public service.

The passage of the *Integrity Act 2009* significantly enhanced the role of the Integrity Commissioner through a number of measures including:

- establishing the office as an independent officer of the Parliament responsible to the Legislative Assembly through the Integrity, Ethics and Parliamentary Privileges Committee (formerly the Members' Ethics and Parliamentary Privileges Committee) rather than to the Premier
- creating a new legislative regime for the regulation of the lobbying industry, under the oversight of the independent Integrity Commissioner
- expanding the matters on which the Integrity Commissioner can give advice to include all ethics or integrity issues, rather than just conflict of interest issues, and
- monitoring the provision of declarations of interest by chief executives of government departments, including the ability to report on non-compliance with requirements to declare personal interests.

In addition, in accordance with the culture of greater transparency implemented under the RTI reforms, the Government has commenced publication of agency gift registers on departmental websites. The Register of Members' Interests is also now available on the Parliament of Queensland website. The government will also report annually on its responses to recommendations made by the Crime and Misconduct Commission.

Another area of increased scrutiny concerns increased accountability in procurement processes within government. In October 2008, OECD countries approved the *OECD Principles for Enhancing Integrity in Public Procurement*.⁸⁹ The 10 principles centre on maximising transparency, implementing effective control mechanisms, training procurement officials and monitoring procurement outcomes. Collectively, these principles provide a policy framework for enhancing integrity at all stages of the public procurement cycle. Countries are able to benchmark their procurement systems against the principles. OECD countries committed to reporting in 2011 on their progress in implementing the principles.⁹⁰

These OECD integrity principles are reflected in the initiatives currently being implemented by the Queensland Government Chief Procurement Office. From 1 September 2010 the revised State Procurement Policy increased reporting requirements for both the awarding of contracts and the processes leading up to the award of these contracts. In addition, probity auditors will be required to be appointed for procurement of high risk contracts over a set threshold.

89 OECD 2008, *OECD Recommendation on Enhancing Integrity in Public Procurement*.

90 OECD 2008, *Keeping Government Contracts Clean* Policy Brief.

Strong enforcement

In recognition that an effective integrity system needs to have inbuilt enforcement and disciplinary procedures available to ensure adherence to prescribed rules and obligations can be enforced, Queensland's integrity regime is expanding. For the QPS this expansion will reinforce measures already in place and will include:

- the PSC partnering with agencies to develop leadership and management capability in dealing with disciplinary matters so that greater consistency in sanctions and improved timeliness in resolving disciplinary matters can be achieved, and
- amendments to the PS Act in relation to discipline, including new post-separation disciplinary provisions.

In addition, as part of the first stage of legislative integrity reform, the jurisdiction of the Crime and Misconduct Commission was expanded to cover government owned corporations. Following amendments to the *Government Owned Corporations Act 1993* which took effect on 1 January 2010, allegations of official misconduct can now be referred to the Crime and Misconduct Commission for investigation.

• **Open government: Right to Information**

The Queensland Government has made a strong commitment to giving the community greater access to information through its RTI reforms. These reforms, which came into force in Queensland on 1 July 2009, have led to a fundamental mind shift in the way the QPS and the rest of the public sector views and shares the information it holds on behalf of citizens.

The change is best described as a move from a 'pull' model to a 'push' model: information is now proactively released by agencies as part of their routine communication. Prior to the RTI reforms, much of this information may only have been released (or not released) in the context of a formal Freedom of Information request.⁹¹ Since those reforms, however, formal applications are considered to be the option of last resort when providing the public with access to government-held information.

The RTI reforms resulted from the government's commitment to promote a public service culture that supports openness and transparency and a pledge to maximise the community's access to information. Underpinning these reforms is the belief that government-held information is a public resource. It belongs to the community and should be made available unless, on balance, it would be demonstrably contrary to the public interest to do so.⁹² Information is now made available to the public by three principal means:

- proactively through a public sector agency's publication scheme which sets out the kind of information the agency routinely makes available, usually on its website
- via an administrative access scheme provided by the agency for specific types of information, for example, a person's personnel records, and
- as a last resort, through a legislative access process under the RTI Act, which provides for an agency decision maker to make a considered decision as to whether the disclosure would be contrary to the public interest.⁹³

91 Under Queensland's *Freedom of Information Act 1992*.

92 Bligh, A. 2009, *Statement of Right to Information Principles for the Queensland Public Service*, Queensland Government, <http://www.rti.qld.gov.au/rti/about.asp>

93 Office of the Information Commissioner 2009, *Accessing government information*, <http://www.oic.qld.gov.au>

During 2008-09, the DPC led other key public sector agencies in a program of initiatives aimed at driving the cultural and organisational changes needed to embed the new RTI policy agenda across the public sector. Program partners with DPC are Queensland State Archives, the PSC, the QGCIO and the Office of the Information Commissioner (OIC).

Prior to the enactment of the RTI Act, the OIC's role was to provide external merits reviews of agency and ministers' Freedom of Information decisions.⁹⁴ Now the OIC is Queensland's independent body established under the RTI Act to promote access to government-held information and protect people's personal information held by government under the *Information Privacy Act 2009*. As a result OIC's role has expanded significantly to include:

- providing information and assistance to agencies, ministers and the community to support agencies in complying with these laws
- reviewing specific agency decisions under these laws
- monitoring and reporting on agencies' compliance with the RTI reforms
- dealing with privacy complaints, and
- making certain decisions, including whether an agency's privacy obligations can be waived or modified in the public interest.⁹⁵

Since the reforms commenced, the assistance and support to agencies has included providing training for agency decision makers and publishing capability resources such as RTI guidelines.

• Fair employment: appeal trends

Governments need to ensure that their public officials perform their duties in a fair and unbiased way and, as an integral part of this, that public service employees are treated fairly and reasonably. This is not only because it is an expectation of the community, but because it allows the QPS to attract and retain skilled and committed employees dedicated to effectively and efficiently conducting the business of government for the community.

The QPS appeals system provides a functional, accessible forum for reviewing agency decisions relating to the management of the QPS workforce. It provides an independent and impartial avenue for public service employees to have decisions that affect them reviewed and ensure that principles of natural justice are applied in decision making. Administered by the PSC Chief Executive under chapter 7 of the PS Act, this service plays a vital role in supporting and upholding ethical and equitable workforce practices and promoting transparency and accountability in decision making. At the same time, the hearing and deciding of appeals provides an opportunity for agencies to learn from past practices to improve decision making in the future.

The appeals mechanism is one means of reinforcing the management and employment principles set out in the PS Act section 25(2):

Public service employment is to be directed towards promoting –

- (a) best practice human resource management; and*
- (b) equitable and flexible working environments in which all public service employees are –*
 - (i) treated fairly and reasonably; ...*

In reinforcing these principles, the appeal tribunal conducts an independent and informal review of agency decisions where these decisions have not been able to be resolved by the parties

94 Office of the Information Commissioner 2009, *Annual Report 2008-2009*, <http://www.oic.qld.gov.au>

95 Office of the Information Commissioner 2009, *Publication Scheme*, <http://www.oic.qld.gov.au>

themselves. The types of decisions against which an appeal can be made include:

- a decision to take or not take action under a directive – termed ‘fair treatment appeals’ (for example, *Directive No. 11/07 Grievance Resolution* (Grievance Directive))
- a disciplinary decision, and
- a promotion decision.

While the following information on the appeals heard by the PSC appeal tribunal provides a contextual basis regarding the commitment of the public service to ensuring fairness in the treatment of its valuable workforce, the number of appeals is very small when considered in the context of the thousands of decisions relating to employees that are made each year by agencies.

The data used in the following sections is based on decided appeals, not lodged appeals. A significant proportion of appeals lodged are not heard and decided due to ineligibility under the PS Act or a Directive (no right of appeal), jurisdictional issues or other compelling reasons.

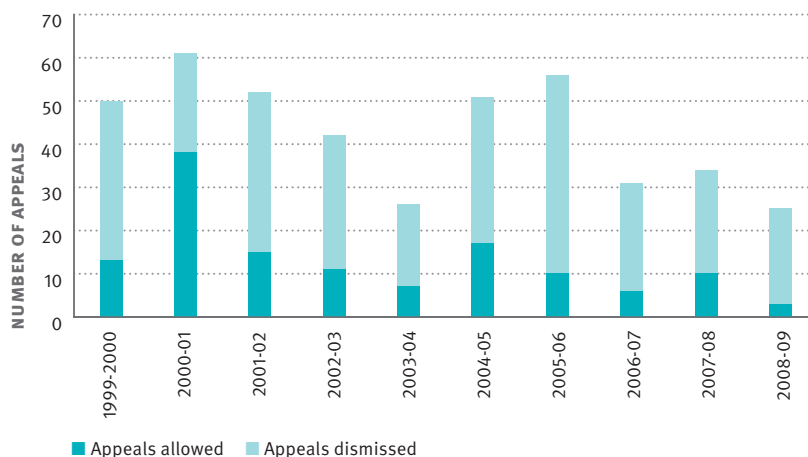
Appeal trends over 10 years to 30 June 2009⁹⁶

Fair treatment appeals

A fair treatment appeal may be made where an aggrieved employee honestly and reasonably believes they have not been treated fairly and reasonably on a range of issues, including decisions about transfers or deployment. If the issue relates to a grievance matter, the appellant shall satisfy the Commission Chief Executive that the appellant has sufficiently used the grievance procedure within their agency to resolve the issues under appeal.

The number of fair treatment appeals fluctuates from year to year with the number of appeals decided ranging from 25 to 61 per year over the nine year period. Despite this fluctuation, there has been an overall downward trend in the number of decided appeals over this period. Apart from one anomaly in 2000-01, the proportion of appeals dismissed remains significantly higher than the proportion allowed, with an average of 70 per cent of appeals being dismissed over the nine year time frame. The vast majority of fair treatment appeals arise from final agency decisions made under the Grievance Directive. Figure 38 depicts the trends in fair treatment appeals over the 10 year period from the 1999-2000 financial year to 2008-09.

FIGURE 38: FAIR TREATMENT APPEALS BETWEEN 1999-2000 AND 2008-09



Source: The State of Queensland (Public Service Commission) 2010

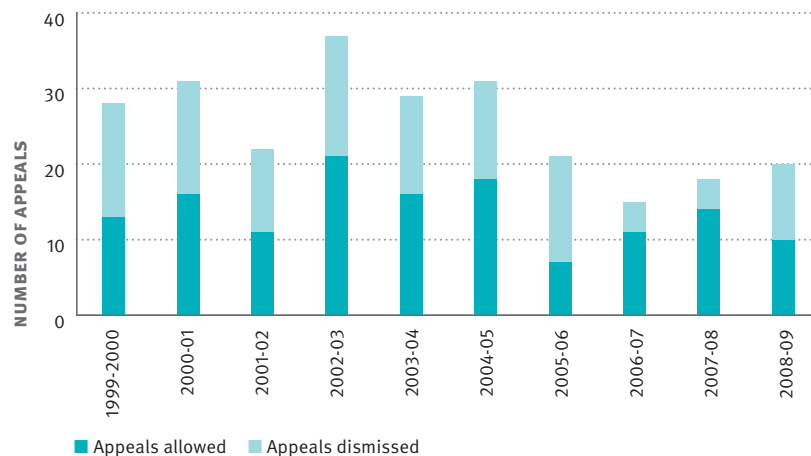
Discipline appeals

Where a decision has been made to discipline a public service employee, that employee may appeal the decision to the PSC Chief Executive provided it does not relate to the dismissal of the employee.⁹⁷ The appeal may be made and argued in relation to the decision to discipline the employee and/or the penalty imposed.

As is the case for other appeal types, the number of discipline appeals decided fluctuates from year to year with the number of appeals ranging from 15 appeals to 37 appeals per year over the nine year period. Discipline appeals have also experienced an overall downward trend over the nine year period. However for discipline appeals, although the number being heard has decreased, the proportion of these appeals which are being allowed, either in whole or in part, fluctuates around the 50 per cent mark over the decade.

This trend reinforces the need, as outlined under the strong enforcement section, to provide clearer direction and enhanced capability development in the handling of discipline matters. The trends in discipline appeals over the nine year period to 30 June 2009 are provided in Figure 39.

FIGURE 39: DISCIPLINE APPEALS BETWEEN 1999-2000 AND 2008-09



Source: The State of Queensland (Public Service Commission) 2010

Promotion appeals

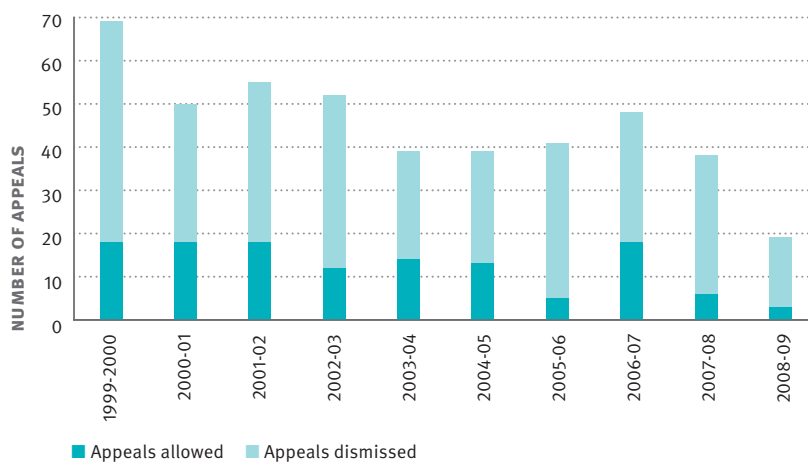
A permanent public sector employee who applied unsuccessfully for a position may appeal against the decision to promote another public sector employee who was appointed to that position. Since the introduction of the PS Act, the appeal must be based upon a claim that the recruitment or selection process was deficient. Prior to this, appellants could also appeal on the basis that they believed that they were a more meritorious applicant than the successful one.

The number of promotion appeals has ranged between 19 and 69 appeals per year over the period from the 1999-2000 financial year to 2008-09. Despite this fluctuation, there has been an overall downward trend in the number of decided appeals over this period. In addition, the rate

⁹⁷ It should be noted that, under section 194 (1)(b)(ii) of the PS Act, an appeal may be made against a decision to discipline a former public service officer by way of a disciplinary declaration made under section 188A, including if the disciplinary action that would have been taken was termination of employment.

at which promotion appeals are being allowed has also decreased. On average over the nine year period, promotion appeals were dismissed in about 80 per cent or more cases. Figure 40 depicts the trends in promotional appeals over the nine year period.

FIGURE 40: PROMOTION APPEALS BETWEEN 1999-2000 AND 2008-09



Source: Public Service Commission 2010

• Employee perceptions of ethics and integrity

The State of the Service employee survey asked staff to answer questions relating to their perceptions of accountability and integrity within their agency and among its leaders. The results showed clearly that employees strongly believe that their agencies actively encourage ethical behaviour by their staff. Just over three-quarters of survey respondents (75.9%) either agreed or strongly agreed with the statement that ‘my organisation actively encourages ethical behaviour by all its employees’ (16.1% of respondents neither agreed nor disagreed with the statement, or were not sure, with only 8.1 per cent disagreeing or strongly disagreeing with the statement). This positive result is likely to be further enhanced in the future with the increased awareness building activities and initiatives being put in place to further embed a strong ethical culture in the QPS.

Achieving a strong ethical culture in the QPS is dependent on senior leaders being positive and behaving as intentional role models. In view of this, it is pleasing that slightly more than half of survey respondents also believed that senior leaders led the way in ethics and integrity. Some 51.4 per cent of survey respondents either agreed or strongly agreed with the statement that ‘senior managers in my organisation lead by example in ethical behaviour’. These results are expected to improve in future years with the planned reforms to the *Public Sector Ethics Act 1994* requiring all QPS employees to undertake ethics training annually and with chief and senior executives of the QPS having the benefit of ethics training tailored specifically for them in their roles as senior leaders.

However, more challenging results were found in relation to employee perceptions around certain decision making within their agencies. While nearly a third of respondents (28.7%) were non committal, just over a third of survey respondents (36.8%) reported that they believed recruitment and promotion decisions in their agency were fair. While this would indicate some room for improvement, the majority of staff would not have direct knowledge of the vast number of recruitment and promotion decisions that did not relate directly to them.

Additional support has been provided to agencies with a new Recruitment and Selection Directive⁹⁸ issued in January 2010 specifying the requirements for recruiting and selecting QPS employees. It is also expected that the application of this directive in the new environment of a stronger focus on ethical behaviour and decision making will lead to employees being more confident in their agency's performance in the future.

A third of survey respondents (34.1%) have confidence in how their agency resolves employee grievances, while less than a third (27.2%) stated that they did not. This result suggests a need to increase the capacity of managers to more effectively deal with issues that are likely to lead to grievance situations and to achieve early resolution of issues before they escalate to grievances. This will need to be a priority area of capability building for managers and senior leaders if a more positive culture is to be achieved.

• Key themes and future directions

The Queensland Government has been at the forefront of integrity and accountability reform. It has introduced a range of comprehensive reforms, including making government-held information more open and accessible, instituting a Lobbyists Register and restricting the use of information gained by ministers, ministerial staff and public servants after leaving their employment with the state. Despite being a leader in this area the government has recognised that the job of delivering integrity and accountability in government is a continuing process and has pushed ahead with the rollout of a suite of reforms, including both legislative and administrative improvements, to strengthen the integrity and accountability climate within government and the public sector.

This further reform program is centred around the four key principles of strong rules, strong culture, strong scrutiny and strong enforcement. The government has sent a clear message that it expects the highest standards of integrity and accountability from everyone in public office and it has set about putting in place the frameworks to achieve this.

Many of these additional reforms are only in the early stages of implementation. However, change is essential and with the reform agenda already commenced this change is likely to be realised in the near future. There is clearly an ongoing commitment to have and maintain a robust integrity framework, and the QPS is well-placed to deliver on this commitment. Progress on the achievements and adaptations to new challenges will be reported in the next State of the Service Report to be produced in 2012.

98 Public Service Commission *Directive No. 01/10 Recruitment and Selection*

APPENDICES

APPENDIX 1: STATE OF THE SERVICE SURVEY METHODOLOGIES

• Participating agencies

The *State of the Service Report 2010* includes data on QPS agencies whose staff are employed under the PS Act. Eligible agencies were asked to complete an agency survey on corporate matters, and to encourage their staff to complete an online employee survey about their impressions of working in the QPS.

Agencies who participated in the 2010 State of the Service employee and agency surveys are listed in Table 16. Staff from 38 agencies participated in the employee survey, and 37 agency surveys were completed. The table also shows which agencies contribute to the MOHRI collection.

TABLE 16: AGENCIES PARTICIPATING IN THE STATE OF THE SERVICE REPORT 2010

	Name of agency	Employee survey	Agency survey	MOHRI collection Note 1
1.	Anti-Discrimination Commission of Queensland	✓	✓	✓
2.	Commission for Children and Young People and Child Guardian	✓	✓	✓
3.	Department of Communities	✓	✓	✓
4.	Department of Community Safety	✓	✓	✓
5.	Department of Education and Training	✓	✓	✓
6.	Department of Employment, Economic Development and Innovation	✓	✓	✓
7.	Department of Environment and Resource Management	✓	✓	✓
8.	Department of Health	✓	✓	✓

	Name of agency	Employee survey	Agency survey	MOHRI collection Note 1
9.	Department of Infrastructure and Planning	✓	✓	✓
10.	Department of Justice and Attorney-General	✓	✓	✓
11.	Department of Public Works	✓	✓	✓
12.	Department of the Premier and Cabinet	✓	✓	✓
13.	Department of Transport and Main Roads	✓	✓	✓
14.	Electoral Commission of Queensland	✓	✓	✗
15.	Health Quality and Complaints Commission	✓	✓	✓ Note 2
16.	Mental Health Review Tribunal	✓	✓	✓ Note 2
17.	Office of the Adult Guardian	✓	✓	✓ Note 2
18.	Office of the Energy Ombudsman	✓	✓	✗
19.	Office of the Health Practitioner Registration Boards	✓	✓	✗
20.	Office of the Information Commissioner	✓	✓	✗
21.	Office of the Prostitution Licensing Authority	✓	✗ Note 3	✓ Note 2
22.	Office of the Queensland Parliamentary Counsel	✓	✓	✓ Note 2
23.	Public Service Commission	✓	✓	✓
24.	Public Trust Office	✓	✓	✓
25.	QLeave	✓	✓	✗
26.	Queensland Art Gallery	✓	✓	✓
27.	Queensland Audit Office	✓	✓	✓
28.	Queensland College of Teachers	✓	✓	✗
29.	Queensland Industrial Registry	✓	✗ Note 3	✓ Note 2
30.	Queensland Museum	✓	✓	✓
31.	Queensland Police Service	✓	✓	✓
32.	Queensland Studies Authority	✓	✓	✗
33.	Queensland Treasury	✓	✓	✓
34.	Queensland Water Commission	✓	✓	✓
35.	Queensland Workplace Rights Office	✓	✗ Note 3	✓ Note 2
36.	State Library of Queensland	✗ Note 4	✓	✓
37.	Translink	✓	✓	✓
38.	Urban Land Development Authority	✓	✓	✗
39.	Workers' Compensation Regulatory Authority	✓	✓	✗
40.	Arts Queensland and Corporate Administration Agency	✓ Note 5	✓ Note 5	✓

Note 1: Other agencies that do not contribute to MOHRI include the 14 government-owned corporations (these are not included in this report):

- Tarong Energy
- CS Energy
- Stanwell
- Powerlink
- ENERGEX
- Ergon Energy
- Queensland Rail
- Far North Queensland Ports Corporation
- Gladstone Ports Corporation
- North Queensland Bulk Ports
- Port of Brisbane
- Port of Townsville
- QIC
- SunWater

Note 2: This agency is represented in a departmental MOHRI collection (e.g. Health; Justice and Attorney-General; Queensland Police Service; Premier and Cabinet).

Note 3: This organisation has less than 20 employees and was therefore not required to complete an agency survey.

Note 4: The State Library of Queensland will participate in State of the Service employee surveys from 2012 onwards.

Note 5: Arts Queensland and Corporate Administration Agency are business units located within the DPC. The two units have tailored workforce processes in place and prepared an agency survey separate to that of DPC. Staff in these business units completed their employee survey as part of DPC.

Agencies with less than ten employees were only included in the scope of the report if they contributed to the MOHRI data collection. Two agencies, the Land Tribunal and the Family Responsibilities Commission Registry, were excluded from the scope of the report on this basis. Legal Aid Queensland was also excluded because of the very small proportion of their staff employed under the PS Act.

Two public service offices, Forestry Plantations Queensland and the Office of the Medical Board of Queensland, did not participate in the State of the Service Report due to, respectively, their pending sale and transfer of functions to the Commonwealth Government. Forestry Plantations Queensland contributes to MOHRI.

• Agency survey methodology

The agency survey gathered corporate information relating to agency approaches to workforce management, recruitment and retention, employee performance management, leadership and development, and future challenges.

The agency survey was emailed to agencies on 13 April 2010, with completed surveys due for return on 4 May 2010. Agencies with fewer than 20 employees were not required to complete the survey. A total of 36 agencies completed the survey, with two discrete business units within DPC (Arts Queensland and Corporate Administration Agency) completing an additional survey. In total, this resulted in 37 agency survey responses.

The survey was designed to accommodate those agencies that had experienced significant change as a result of the 2009 machinery-of-government changes. A response scale was used which allowed agencies to report partial implementation of systems, policies, strategies and processes and to note where issues had been identified which required future action.

• Employee survey methodology

Queensland's 2010 State of the Service employee survey was based on the APSC's 2009 State of the Service employee survey. The APSC survey was modified with permission to reflect the Queensland context.

The survey gathered the views of respondents on a range of issues, including general impressions of working in the QPS, job satisfaction, attraction and selection, work-life balance, individual performance management, learning and development, and leadership.

The survey used a five-point rating scale, which measured:

- agreement (strongly agree through to strongly disagree)
- satisfaction (very satisfied through to very dissatisfied)
- importance (very important through to not important)
- extent (very high through to very low), and
- success in meeting expectations (very well through to not at all).

The survey was designed primarily as an online census of all staff employed under the PS Act, and supplemented by a small number of hard copy and emailed surveys.

The survey frame

The PSC obtained staff work email addresses for the purpose of the survey from shared service providers and directly from agencies. These email addresses were provided to OESR. A total of 129 903 email addresses were provided for employees across 38 agencies.

A total of 1811 hard copy surveys were mailed to residential care officers and youth workers within the Department of Communities, who do not have easy access to email and the internet in their work environments. More expansive use of hard copy surveys is planned for subsequent surveys, in consultation with participating agencies.

The total number of email and hard copy survey invitations was 131 714. A small number of duplicate email addresses were identified and removed from the list, giving a total QPS population of 131 699.

In addition to the online and hard copy surveys, a small number of surveys were emailed to eligible employees across the QPS where they had difficulty accessing the survey website.

The survey release

The survey was progressively released to employees, on an agency by agency basis, between 13 April 2010 and 6 May 2010. Agency chief executives were asked to email their staff about the survey to encourage their participation and, in almost all cases, the survey was only released to an agency after the pre-survey communication was sent.

Hard copy surveys were due for return by 7 May 2010 and the online survey closed on 14 May 2010. Due to the staggered release dates, some agencies had longer to complete the survey than others. Shorter periods for completion may have affected the response rate for some agencies.

OESR sent reminder emails to non-responding QPS employees on up to three separate occasions. The reminder emails were designed to improve response rates, and were staggered as per the release of surveys.

The 2010 State of the Service employee survey achieved a response rate of 30.4 per cent. Response rates varied significantly between agencies.

*Weighting procedure*⁹⁹

While the State of the Service employee survey was designed as a census, the 30.4 per cent response rate meant that survey weights needed to be applied so that responses would reflect the characteristics of the QPS as a whole.

Under the weighting process, one survey response is taken to represent several people within the QPS population. This involves applying a multiplying factor to the survey answers provided by each respondent when calculating population estimates and variance estimates (e.g. standard errors and confidence intervals). All estimates used in the *State of the Service Report 2010* have been calculated using weighted data, with the responses weighted to a total QPS population of 131,699.

The calculation of weights helped the OESR correct for sample imbalances caused by variation in non-response and frame under-coverage across different demographic groups. It also allowed estimates of the number of people in a population with a given characteristic or outcome to be derived.

OESR's survey weighting process involved:

- using the survey frame to calculate the total number of staff employed in each agency
- calculating initial weights for each agency, which was done by dividing the total number of email addresses on the frame for each agency by the number of responding individuals in that agency, and
- assigning each agency to one of 15 stratum (one stratum for each of the 13 QPS departments; one stratum for statutory authorities reporting to Cabinet; and one stratum for independent statutory authorities).

To minimise the bias which can occur due to differing response rates across different groups, the initial weights were adjusted to add to the frame benchmark totals for agency stratum, sex, age and workplace location. Where agency-specific data on sex, age and workplace location was not available, an additional category of 'unknown' was used as a benchmark for these agencies.

The above approach used for population benchmarks is known as generalised regression weighting.¹⁰⁰ This method modifies the initial weights in light of additional information, and minimises the difference between the initial and modified weights.

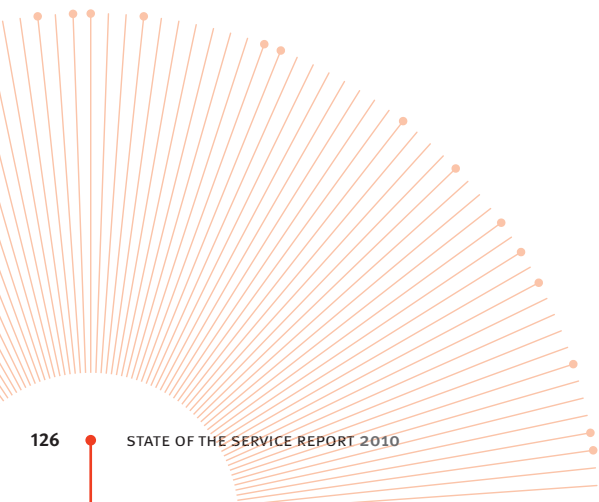
Privacy and confidentiality

OESR conducted the survey in accordance with the *Statistical Returns Act 1896*. This means that all survey responses are strictly confidential and no personal identifying information is published or released. Penalties apply to anyone who releases survey responses in a way that identifies an individual.

Each respondent was provided with a unique log-in and password to maintain their privacy and ensure that an individual could not submit multiple responses.

⁹⁹ This section on survey weighting procedures is based on technical information provided by the OESR about the design, administration and processing of the 2010 State of the Service employee survey.

¹⁰⁰ For a technical introduction to generalised regression, refer to Deville, J. C. and Sarndal, C. E. 1992, 'Calibration estimates in survey sampling', *Journal of the American Statistical Association*, 87, pp 376-382.



APPENDIX 2:

QPS CLASSIFICATION LEVELS AND EQUIVALENT SALARY LEVELS

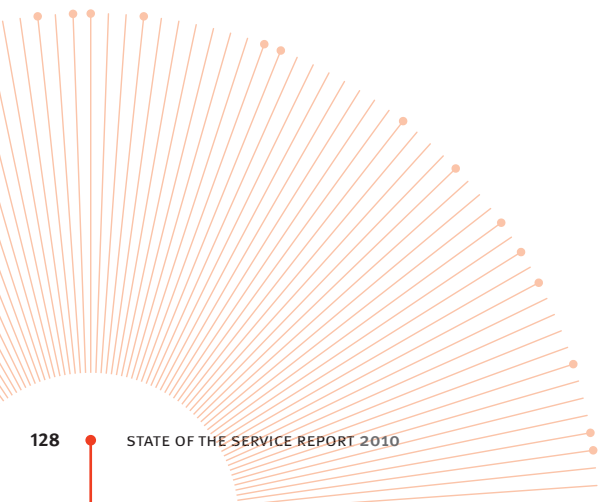
Classification level	Equivalent classifications	Salary level
Administrative Officer 1 (AO1) Administrative Officer 2 (AO2)	Technical Officer 1 (TO1) Professional Officer 1 (PO1) Operational Officer 001-003 or equivalent	Up to \$45 101
Administrative Officer 3 (AO3) Administrative Officer 4 (AO4)	TO2-TO3 PO2 004-006 or equivalent	\$45 102 to \$62 666
Administrative Officer 5 (AO5) Administrative Officer 6 (AO6)	TO4-TO6 (pay point 1) PO3-PO4 007 or equivalent	\$62 667 to \$81 075
Administrative Officer 7 (AO7) Administrative Officer 8 (AO8)	PO5-PO6 TO6 (pay points 2 and 3) or equivalent	\$81 076 to \$99 361
Senior Officer 2 (SO2) Senior Officer 1 (SO1)	Not applicable	\$102 671 to \$117 388
Senior Executive Service 1 (SES 1) Senior Executive Service 2 (SES 2)	Not applicable	\$102 671 to \$142 806
Senior Executive Service 3 (SES 3) Senior Executive Service 4 (SES 4) Chief Executive Service (CES)	Not applicable	\$144 862 and above

All salaries as at 30 June 2010

Sources¹⁰¹:

- Salary Schedule for State Government Departments Certified Agreement
- *Directive No. 06/09: Senior Officers Employment Conditions*
- *Directive No. 05/09: Senior Executives Employment Conditions*

¹⁰¹ All source documents can be accessed from <http://www.justice.qld.gov.au/fair-and-safe-work/industrial-relations/queensland-government-employees/awards-and-agreements/certified-agreements/state-government-departments-certified-agreement-2009>



APPENDIX 3: DEFINITIONS

- Age groups**
- Generation X – those employees born between 1965 and 1979
 - Generation Y – those employees born between 1980 and 1994
 - Baby Boomers – those employees born between 1946 and 1964
 - Pre Baby Boomers – those employees born before 1946
 - Post Gen Y – those employees born after 1994.

Annual salary (FTE) Full-time equivalent (FTE) salaries are based on employees working their full-time hours and receiving their full-time salary in terms of the relevant award/enterprise bargaining agreement irrespective of the actual hours an employee works.

Information on salary is collected at the snapshot date and is extrapolated over a 12-month period.

AO equivalent salary (FTE) AO equivalent salary (FTE) is based on two factors:

- (1) Full-time equivalent (FTE) salaries are based on all employees working their full-time hours and receiving their full-time salary in terms of the relevant award/enterprise bargaining agreement irrespective of the actual hours an employee works.
- (2) FTE salaries for all employees are grouped according to the salary ranges for each AO classification under the State Government Departments Certified Agreement 2006, the salary ranges prescribed for the SO classifications and the classifications equal to and above SES as prescribed by Directives 6/2009¹⁰² and 5/2009¹⁰³ respectively.

Appointment type Either permanent, temporary or casual (refer to specific definitions for each term).

Average age Mean age of all employees.

Average age of retirement Mean age of permanent employees aged 55 years or older who exited from the QPS in the quarter. Excludes interagency changes such as machinery of government movements and mobility movements.

102 The State of Queensland (Public Service Commission) 2009, *Directive No. 05/09 Senior executives – employment conditions*.

103 The State of Queensland (Public Service Commission) 2009, *Directive No. 06/09 Senior officers – employment conditions*.

Casual employment	<p>Casual employees are not permanent employees and normally work less than full-time hours as prescribed by the applicable industrial instrument.</p> <p>Casual employment attracts the payment of a loading (as prescribed by the applicable industrial instrument) in lieu of sick and recreation leave.</p> <p>Casual employment is characterised by its ad hoc nature with each engagement standing alone. However, because of historical factors there are instances where employees have been employed as casuals on a regular and systematic basis over a long period. This is normally not within the strict definition of the term and many such employees should be properly classified as temporaries or part-timers.</p> <p>The difference between casual employment and temporary employment is that casual employment attracts the loading in lieu of sick and recreation leave whereas temporaries will generally receive the same entitlements as full-time employees.</p>
Compressed working hours	Where employees work their usual full-time or part-time hours over fewer days by working extra hours per day, enabling enough hours to be accrued to have a regular day off.
Contract employees	Includes employees of the Senior Executive Service and the Chief Executive Service and employees employed under section 122 of the PS Act or similar legislation in other relevant Acts.
Disability	Those employees who have identified themselves as people with a physical, sensory, intellectual or psychiatric disability, whether the disability presently exists or previously existed but no longer exists.
Employment status	Either full-time, part-time or casual (refer to specific definitions for each term).
Full-time	An employee who works full-time hours as specified in the award or agreement under which the employee is engaged.
Full-time equivalent (FTE)	FTEs are a standardised measure of normal full-time working hours and take into account the partial contribution of workers who work less than full-time.
Headcount	Headcount is based on each data record submitted by an agency and represents an individual employee.

Indigenous	Those employees who have identified themselves as people of the Aboriginal race of Australia or people who are descendants of the indigenous inhabitants of the Torres Strait Islands.
Leave rates (absenteeism and sick)	<p>The absenteeism rate is expressed as a percentage and is calculated on the total hours absent (based on sick leave, special leave, leave to claim workers' compensation or leave due to industrial dispute or carer's leave) divided by the total working hours available.</p> <p>The sick leave rate is calculated on the same basis as the absenteeism rate except it only concerns sick leave.</p>
Location	<p>Statistical divisions as defined by the Australian Bureau of Statistics. This is based on the location of an employee's work headquarters.</p> <p>South East Queensland includes employees working in the statistical divisions of Brisbane, Gold Coast, Sunshine Coast and West Moreton.</p>
Minimum Obligatory Human Resource Information (MOHRI)	<p>MOHRI data is provided by line agencies from their individual human resource information systems to the PSC on a quarterly basis.</p> <p>This approach was adopted to facilitate strategic management of human resources across the QPS.</p> <p>Workforce details of all agencies are reported to government and included in other statistical reports. The MOHRI Directive specifies the data set which agencies are required to submit to the PSC.</p> <p>Headcounts and FTEs of employees whose employment status is A (active) or P (paid leave for a period greater than eight weeks) are included in the figures.</p> <p>It is important to note that the MOHRI collection is only concerned with employees of agencies and not private sector contractors and/or consultants who may be engaged to undertake specific work.</p>
Non-English speaking background (NESB)	Employees who have identified themselves as people who have migrated to Australia and whose first language is a language other than English, and the children of those people.
Part-time	An employee who works less than full-time hours and performs those duties on a regular basis.
Performance Leadership Group	The Performance Leadership Group comprises the Director-General, DPC, the Under Treasurer and the Chief Executive, PSC.

Permanent employment	An employee who is employed on a continuing basis to perform ongoing functions.
Purchased leave	A form of leave without pay that enables more time off in a year than the standard four weeks of recreation leave.
Queensland Public Service (QPS)	Includes those agencies/departments who submit MOHRI data to the PSC on a quarterly basis.
Separation rate (QPS)	The number of permanent employees who separate (i.e. exit) from the QPS as a proportion of the total number of permanent employees in the QPS.
Service delivery	<p>Front line service delivery – those employees whose services are directly utilised by the public.</p> <p>Support to service delivery – employees who provide essential support to employees delivering services directly to the public and who do not undertake Corporate Services.</p> <p>Corporate services – those administrative functions such as audit services, documents and records, finance, human resources, information services, procurement, property and facilities etc as defined by the MOHRI data definitions.</p>
Telecommuting	The agreed performance of work away from the central workplace e.g. at an alternative location or at home.
Temporary employment	<p>Temporary employees are employed for fixed-term engagements of specific periods of time. The circumstances for engaging temporary employees are many and include specific budget allocation for particular projects, replacing permanent employees who are absent from their substantive position or assistance required to meet peak workloads.</p> <p>Temporary employees are generally employed on the same conditions as permanent employees as prescribed by the applicable industrial instrument.</p>
Tenure	Length of QPS service in years.

APPENDIX 4: FACTOR ANALYSIS¹⁰⁴

OESR conducted a factor analysis of the State of the Service employee survey data, with the aim of measuring the success of the QPS as an employer of choice.

Factor analysis is a statistical method that forms linear combinations of observed variables into a smaller number of unobserved variables (factors). The method groups together questions which elicit similar responses and, in doing so, helps identify relationships between different variables.

A total of eight factors across 54 survey items were initially proposed, based on research undertaken by the PSC. Confirmation of the employer of choice model was carried out by OESR using structural equation modelling.¹⁰⁵ This analysis further refined the factor structure, resulting in the following eight factors:

1. day to day work
2. immediate manager
3. work group culture and practices
4. professional development and progression
5. work-life balance
6. organisational culture and senior leaders
7. remuneration, and
8. performance feedback.

Scores for each factor were found using the Rasch measurement model.¹⁰⁶ The Rasch model calculates measures that are directly comparable across a questionnaire and accommodates missing data. In the process of deriving measures, the Rasch model also provides a large range of diagnostics that enable the assessment of how well the measure ‘holds together’ and whether the individual items contribute usefully to the construction of scores.

In mathematical notation, the Rasch model may be represented by the following equation:

$$\ln\left(\frac{\Pi_{nik}}{1 - \Pi_{nik}}\right) = \beta_n - \delta_i - \tau_k$$

where Π_{nik} is the probability of person n on item i choosing category k , β_n is the person satisfaction, δ_i is the item difficulty, and τ_k is the difficulty of threshold k .

104 This section on factor analysis is based on technical information provided by the OESR regarding the design, administration and processing of the 2010 State of the Service employee survey.

105 Arbuckle, J. L. 2009, *Amos 18 User Guide*, Amos Development Corporation, Crawfordville, FL.

106 Rasch analysis is a method for obtaining objective, fundamental, linear measures from stochastic observations of ordered category responses. For more details about the Rasch model, including technical information, refer to:

- Wright, B. D. and Masters, G. N. 1982, *Rating Scale Analysis*, MESA Press, Chicago, or
- Bond, T. and Fox C. 2000, *Applying the Rasch Model: Fundamental Measurement in the Human Sciences*, Lawrence Erlbaum Associates, Mahwah, NJ.

Satisfaction estimates were derived for each person who completed the questionnaire. These estimates were on a 0-100 scale, such that persons who predominantly responded with ‘strongly disagree’ or ‘very dissatisfied’ scored zero, whereas those who mostly responded ‘strongly agree’ or ‘very satisfied’ scored 100.

OESR used the *Winsteps*¹⁰⁷ software program to conduct the analyses. There was much variation in respondents’ interpretations of each category in the five-point rating scales. Only the extreme points on the scale showed clear areas of maximum probability.

Table 17 helps interpret the meaning of the measurement scale derived by the Rasch model. Three factors were chosen as examples, ones that differed most in their average measures across the QPS. The average is shown in the column labelled ‘Average score’. The five columns on the right show the relative frequencies of the given responses across all of the items constituting that factor. As the average score increases, the distribution of responses moves to the positive end of the rating scale.

TABLE 17: AVERAGE FACTOR SCORES AND FREQUENCIES

Item	Average score	% Strongly agree	% Agree	% Neither agree nor disagree	% Disagree	% Strongly disagree
Q16c ¹	67.60	52.2	44.1	2.4	0.9	0.4
Q19f ²	52.77	16.7	37.4	27.9	11.0	6.0
Q21d ³	45.37	3.4	18.0	32.1	26.9	14.1

Source: OESR 2010

- 1 Q16c – When needed I am willing to put in the extra effort to get a job done.
- 2 Q19f – My immediate supervisor draws the best out of me.
- 3 Q21d – My agency deals with underperformance effectively.

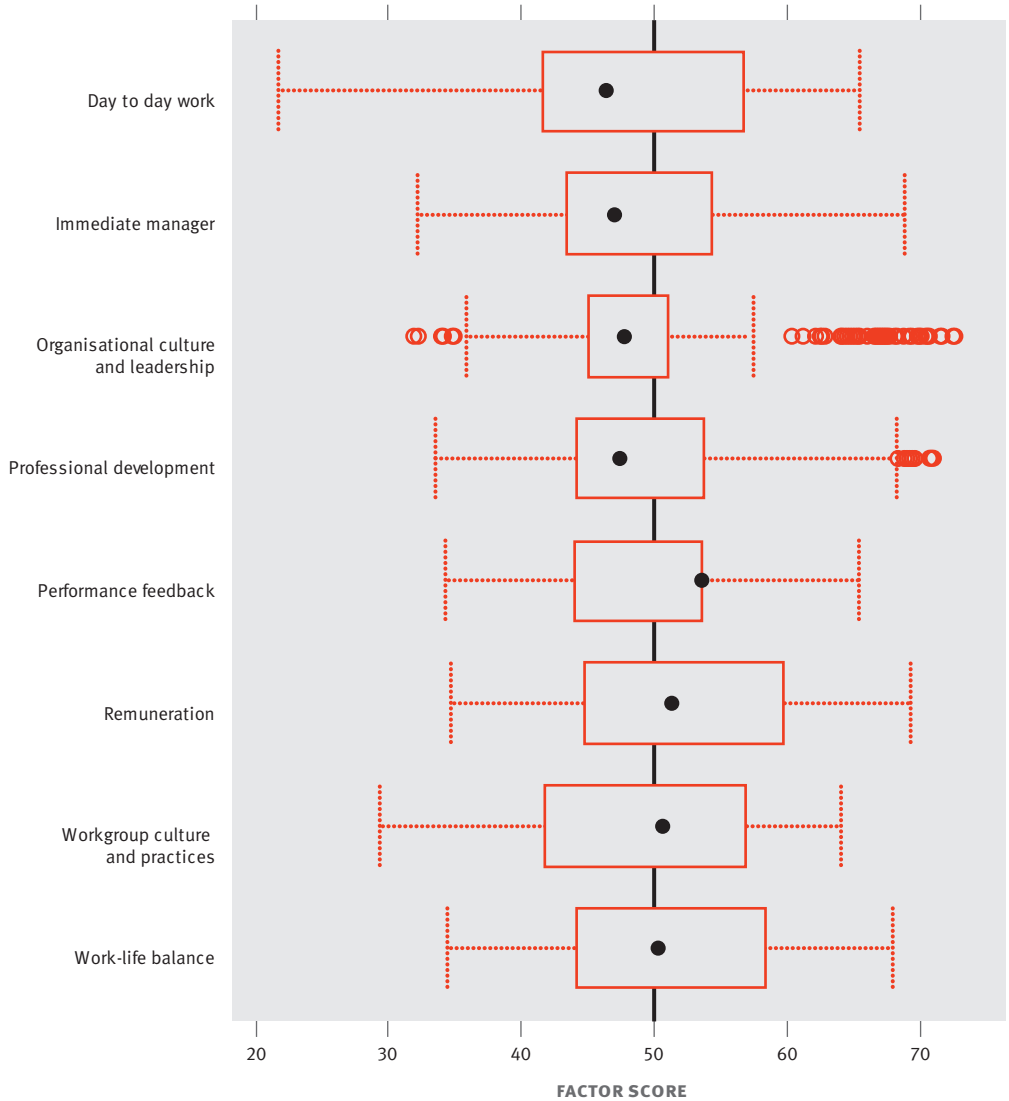
Figure 41 shows ‘box and whisker’ plots for each of the eight factors. For each factor, the following information is plotted:

- the filled black circle is the median
- the middle 50 per cent of observations are contained in the red rectangle, whose left edge is the 25th percentile and whose right edge is the 75th percentile
- the vertical red, dashed line (whisker) at the left side of the plot extends to the lowest data point within 1.5 times the box width of the lower quartile
- the vertical red, dashed line (whisker) at the right side of the plot extends to the highest data point still within 1.5 times the box width of the upper quartile, and
- individual data points that are outside the whiskers are plotted as hollow red circles.

Also shown is the overall mean score, across all factors. This appears as the solid black vertical line.

¹⁰⁷ Linacre, J. M. 2006, *WINSTEPS* Rasch measurement computer program, www.winsteps.com, Chicago.

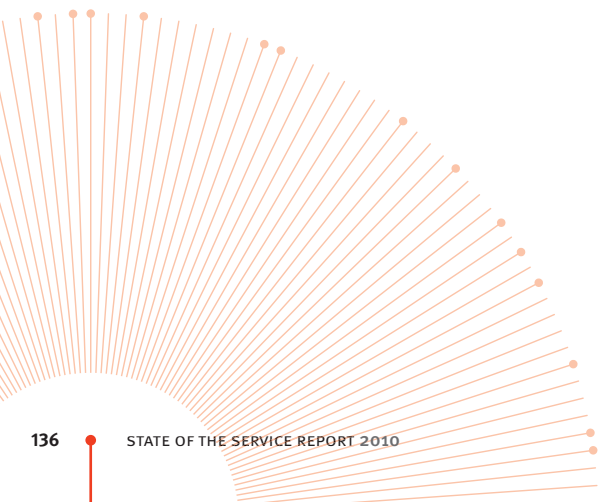
FIGURE 41: BOX AND WHISKER PLOT OF FACTOR SCORES



Source: OESR 2010

OESR notes that there is considerable variation in the factor scores. The lowest ratings were given for the factor ‘day to day work’, which also had the lowest median score. The highest ratings were given for the factor ‘organisational culture and senior leaders’. The highest median was observed for the ‘performance feedback’ factor.

The overall mean scores (as represented by the solid black vertical line) range from 49.0 to 51.0. OESR notes that the means for each of the factors are expected to be very similar, especially given the large sample size (over 40 000 respondents) and that the factor distributions (as shown in the box plots) are quite alike. More variation is likely to be seen within subsets of the population (for example, among agencies and different demographics).



APPENDIX 5: ACCOUNTABILITY – HOW DOES QUEENSLAND COMPARE?

	QUEENSLAND	CWTH	NSW	VIC	WA	SA	TAS	NT	ACT
Independent public sector anti-corruption body such as the CMC.	✓	X	✓	X	✓	X	X*	X	X
Police anti-corruption body	✓	✓	✓	✓	✓	X	X*	X	✓ Note 1
Integrity Commissioner	✓	X	X	X	X	X	X Note 2	X	X
Register of Lobbyists	✓	✓	✓	X	✓	X	X*	X	X
Lobbyist Code	✓	✓	✓	X	✓	X	X*	X	X
Political donation disclosure (threshold)	✓ (\$1000)	✓ (\$10,900) Note 3	✓ (\$1000)	X	✓ (\$1800)	X	X	✓ (\$1500)	✓ (\$1000)
Whistleblower Protection legislation	✓	X Note 4	✓	✓	✓	✓	✓	✓	✓
Recent reforms to Freedom of Information Laws	✓	✓	✓	X	X	X	X*	X	X*
Ombudsman	✓	✓	✓	✓	✓	✓	✓	✓	✓
Public Service Code of Conduct/Ethics	✓	✓	✓	✓	✓	✓	✓	✓	✓
Stand-alone Ministerial Code of Conduct/Ethics	✓	✓	✓	X	✓	✓	✓	X	✓
Restrictions on post separation employment	✓	✓	X Note 5	X	X Note 6	✓	X Note 7	X	X Note 6
Ban on direct holding of shares by Ministers and Parliamentary Secretaries	✓	✓	X Note 8	X	✓ Note 9	✓ Note 9	X	X	X
Register of Members' interests	✓	✓	✓	✓	✓	✓	✓	✓	✓

* Although this has been proposed in a specific government policy announcement.

Note 1: ACT police officers come from Australian Federal Police and are therefore considered Commonwealth Police officers and employees and are subject to the Australian Commission for Law Enforcement Integrity.

Note 2: It is likely that Tasmania will introduce an Integrity Commissioner in the near future.

Note 3: A proposed threshold of \$1500 is the subject of legislation currently being considered at a Commonwealth level.

Note 4: But the Public Service Act 1999 provides some protection for whistleblowers.

Note 5: The Parliamentary Ethics Advisor, as established by resolution of the House, has the power to advise in relation to post-separation employment – care should be exercised in considering post-separation employment.

Note 6: Codes of conduct provide that care is to be exercised in considering post-separation employment.

Note 7: It is likely that Tasmania will introduce restrictions on post separation employment in the near future.

Note 8: Premier can direct Minister to divest.

Note 9: Where a conflict of interest with portfolio responsibility exists.

See Appendix One for a more fulsome inter-jurisdictional comparison.

Source: The State of Queensland (Department of the Premier and Cabinet) 2009, *Integrity and Accountability in Queensland*, Queensland Government, Brisbane, viewed 18 March 2010, p. 4. <http://www.premiers.qld.gov.au/community-issues/open-transparent-gov/integrity-and-accountability-review.aspx>

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