Serving Queensland

State of the sector workforce report 2015

Queensland
Government

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Foreword

As the Commission Chief Executive, I share the government's commitment to an innovative and professional public sector. A workforce with these qualities is vital if we are to meet the evolving needs of the Queensland community.

Queensland's public sector is inclusive, productive and accountable. We work every day to instil a constructive culture in our workplaces that empowers our people to collaborate and innovate. The *Serving Queensland—State of the sector workforce report 2015* monitors progress in achieving our vision.

The report—published every two years—considers strategic workforce management in the sector with a focus on people, culture and public sector improvement initiatives. It tell us there is much the sector can be proud of and highlights opportunities that we will pursue to make the Queensland public sector the best we can be.

Robert Setter
Commission Chief Executive (Acting)
Public Service Commission

Summary

- The engagement of Queensland public sector employees with their agency has continued to improve—up 10 percentage points over the past three years.

- Unplanned absenteeism has trended downward following a peak in 2013.

  - absenteeism and sick leave is lower in the Queensland public sector than in the Australian Public Service (APS) and the New South Wales (NSW) public service.

- Innovation is an important aspect of public sector productivity. Perceptions of innovation have improved by three percentage points over the past year and six percentage points over the past two years.

- Queensland public sector employees show an extraordinary commitment to the service of the community:

  - 96 per cent of employees are prepared to put in the extra effort to get a job done

  - 84 per cent indicate their workgroup is committed to delivering excellent service to customers.

- Managing workload and health issues requires ongoing attention with close to one-third of the workforce citing it as a problem.

- The public sector's commitment to accountability and transparency has been exemplified through the open merit-based selection of public sector chief executives and the focus on performance excellence.

  - Perceptions of organisational fairness continues to be an area of focus for the public sector.

- There has been continued focus on inclusion, diversity and adaptability across the public sector leading to the development of strategies to attract, engage and retain high performing employees.

- A focus on the public sector's leadership capability, through initiatives such as the *Leadership talent management strategy* (LTMS), is aiming to contribute to a high performing and high potential leadership cohort.

  - Employee perceptions of organisational leadership have increased by eight percentage points from 2013 to 2015.

About this report

The *Serving Queensland—State of the sector workforce report 2015* is published every two years. The report focuses on four key themes:

- Performance for Queensland—agency engagement and productivity
- Working for Queensland—being the best we can be
- Accountability for Queensland—Westminster system of government
- Leadership for Queensland—developing senior leaders.

These areas broadly reflect the role of the Public Service Commission (PSC) under Section 46 of the *Public Service Act 2008*, where the PSC's main functions include enhancing human resource (HR) management and capability, and promoting a culture of continuous improvement and organisational performance management across the Queensland public sector.

The content of this report is drawn from a variety of sources:[1]

- Working for Queensland (WfQ) Employee Opinion Survey
- Minimum Obligatory Human Resource Information (MOHRI) data collection
- public sector management initiatives that support a professional public service and a constructive workplace culture.

This report is supported by two companion reports:

- *2015 Working for Queensland sectorwide highlight report*
- *Queensland public sector annual workforce characteristics 2014–15*.

Both of these reports are available on the PSC website—psc.qld.gov.au

The scope of this report includes employees across the Queensland public sector. Unless otherwise specified, the sector includes all departments and Hospital and Health Services (HHSs), and the majority of public service offices (PSOs). This report excludes government owned corporations (GOCs).

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1   Refer to Appendix for the technical notes to support each of these sources.

The Queensland public sector a snapshot

Our sector, our people

The successful delivery of high quality services to the people of Queensland is reliant on the size and nature of the public sector workforce, the culture in which public services are provided and on continual performance improvement initiatives.

Labour market

Queensland
public sector
8.7%
labour market
(as at June 2015)

243,163
employees

The size of the Queensland public sector as a proportion of the Queensland population has varied over time. Recent increases can be attributed to frontline service delivery in health and education.

Employees as proportion of the Queensland population

4.62 %

4.27 %

4.17 %

4.13 %

2005   2011   2013   2015
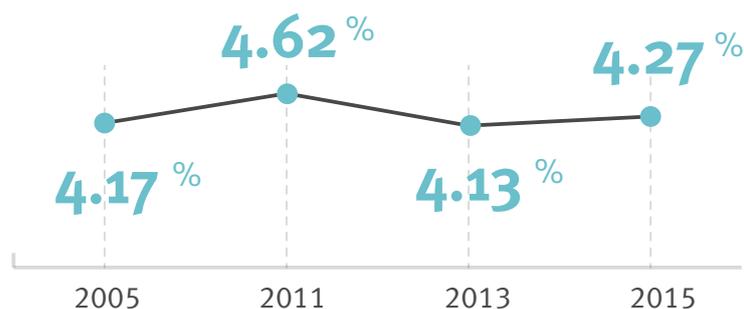
Source: June MOHRI 2015; Australian Bureau of Statistics (ABS), 6202.0 – Labour Force, Australia, August 2015; ABS 3101.0 – Australian Demographic Statistics, March 2015, Table 4

Our sector, our values

Thousands of Queensland Government employees contributed to the development of the public sector values in 2013. The five values represent the aspirations and behaviours vital in the creation of a high performing workforce that meets the needs of the Queensland community.

Queensland public sector values

Customers first	Ideas into action	Unleash potential	Be courageous	Empower people
• Know your customers • Deliver what matters • Make decisions with empathy	• Challenge the norm and suggest solutions • Encourage and embrace new ideas • Work across boundaries	• Expect greatness • Lead and set clear expectations • Seek, provide and act on feedback	• Own your actions, successes and mistakes • Take calculated risks • Act with transparency	• Lead, empower and trust • Play to everyone's strengths • Develop yourself and those around you

The values are an important reference point for assessing the Queensland public sector workforce and are increasingly evident in day-to-day operations, continuous improvement processes and change management activities of agencies.

Performance for Queensland

Over the past three years, the sector has proved itself to be productive and resilient, with year-on-year improvements in employee perceptions of working in the Queensland public sector. We are committed to continuous improvement, sectorwide.

Source: Robert Setter, Commission Chief Executive (Acting), Public Service Commission, 2015

Measuring workforce performance
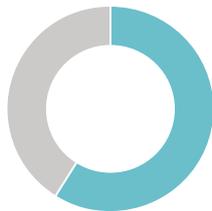
59%
overall positive engagement with agency,
up from 49% in 2013
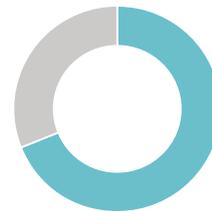
62%
positive perception of innovation,
up from 56% in 2015

6.94 days
average full-time days taken per employee as sick leave, per annum
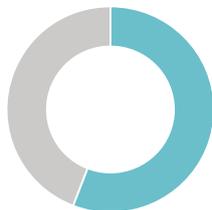
56%
positive perceptions of performance assessment,
up from 49% in 2013

9.09 days
average full-time days taken per employee for unplanned absenteeism, per annum

Agency engagement in the Queensland public sector

Agency engagement is an important indicator of productivity and performance.

It indicates the extent to which the individual feels a sense of connection with their employing agency. Broadly speaking, higher levels of agency engagement equate to an agency that is more effective and efficient.

Agency engagement relates to the extent to which an agency, its leadership and its strategy captures the 'hearts and minds' of employees.[2]

While some aspects of agency engagement can be emotive and difficult to improve—agency engagement is vital in the creation of constructive workplace cultures.

Agency engagement data from the WfQ Employee Opinion Survey 2015 suggests the state of the Queensland public sector is good and improving.

Figure 1: Agency engagement

	% positive	% neutral	% negative
Agency engagement	59%	27%	14%
I am proud to tell others I work for my organisation	67%	23%	10%
I feel strong personal attachment to my organisation	61%	26%	14%
I would recommend my organisation as a great place to work	60%	26%	14%
My organisation inspires me to do the best in my job	54%	30%	16%
My organisation motivates me to help it achieve its objectives	54%	30%	16%
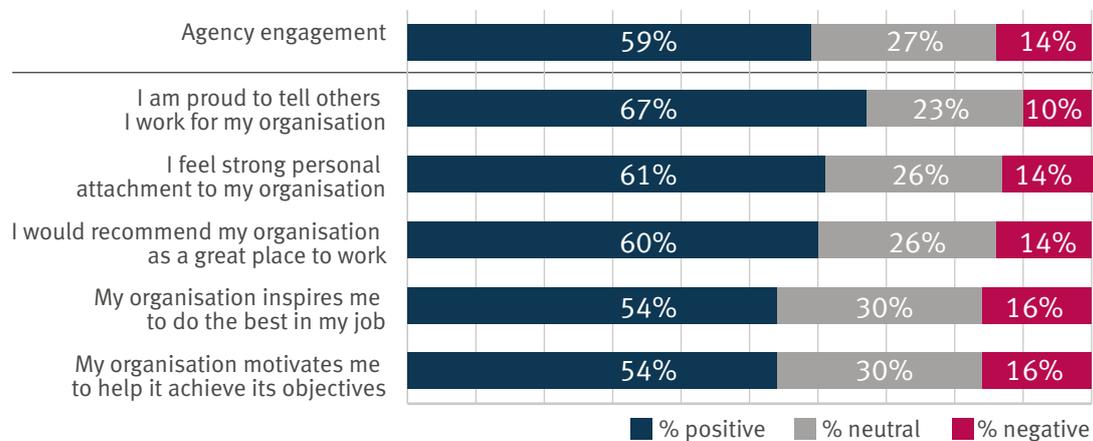
Source: WfQ Employee Opinion Survey 2015

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2   MacLeod and Nita, 2008, Engaging for Success, United Kingdom

Agency engagement varies notably by the type of work people do.

Figure 2: Agency engagement according to work type

Type of work	% positive
Administrative support	63%
Program design/management	61%
Service delivery—direct to public (e.g. nurses, teachers)	60%
Research	58%
Finance and accounting	58%
Policy	57%
HR	57%
Service delivery—not direct to public (e.g. technical support, catering)	56%
Exercising regulatory authority (e.g. setting of an compliance with statutory standards)	56%
Other corporate (e.g. procurement, legal)	56%
Information and communications technology	51%

Source: WfQ Employee Opinion Survey 2015

Comparative data on agency engagement is available from public sectors in the United Kingdom (UK) and Australia (federal), Victoria and NSW.[3]

When considered within the context of other jurisdictions the evidence suggests continued focus is required for Queensland to reach the levels of our peers and our own aspirations as a public sector.

Figure 3: Employee perceptions of agency engagement by item and jurisdiction
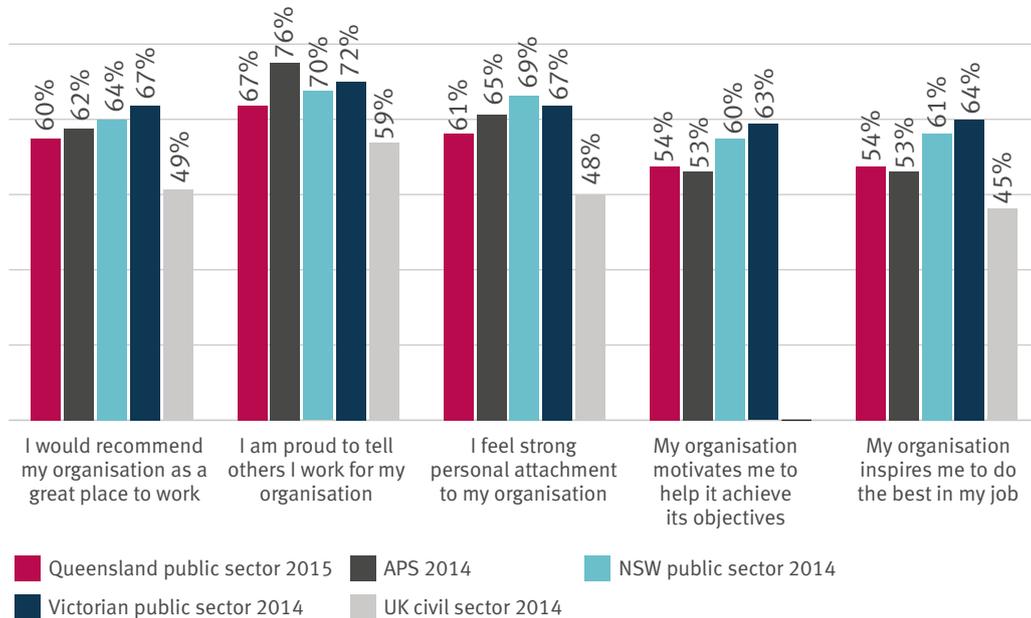
Sources: See Appendix end notes, Figure 3

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3   UK Civil Service People Survey 2014; APS State of the Service Employee Census 2014; Victorian Public Sector 2014 People Matter Survey; NSW Public Sector 2014 People Matter Survey.

Future focus: agency engagement

The capacity of the Queensland public sector to attract, engage and retain a high performing workforce that meets the needs of the community is dependent on a quality employee-agency relationship.

The PSC is delivering key strategic initiatives to support this relationship:

- A sectorwide workforce strategy to future-proof the public sector, ensuring it continues to be responsive and relevant in a time of rapid global change. This will support better services for Queenslanders and better workplaces for Queensland public sector employees.

- Strategies to position the Queensland public sector to attract, engage and retain high performing employees.

These initiatives are informed by sectorwide consultations and the results of the WfQ Employee Opinion Survey, including employee satisfaction with their jobs, their work-life balance, learning and development opportunities, and their intention to or reasons for leaving.

Research indicates major selling points for the Queensland public sector are:

- We offer a variety of rewarding opportunities and careers.
- We make a real difference to people's lives, every day.
- We care about the people and places of Queensland.
- We are Queensland's biggest employer with workplaces around the state.
- We value inclusion and diversity in everything we do.

Absenteeism

A key measure of productivity in the public sector is unplanned absenteeism, which includes:

- sick leave
- carers' leave
- workers' compensation leave
- miscellaneous special leave
- industrial dispute leave.

High levels of absenteeism impact organisational effectiveness and efficiency. Absenteeism disrupts the flow of work, the continuity of service provision and the cohesiveness of work groups.

- Direct costs of absenteeism—in the Queensland public sector, the direct cost of absent days taken in 2014–15 was $579 million.[4]
- Indirect cost of absenteeism—indirect costs are difficult to quantify. They include costs associated with backfilling roles, lost productivity and reduced employee morale.

While high levels of agency engagement are likely to lead to decreased absenteeism, factors such as organisational change and uncertainty can increase absenteeism.

Employees took approximately nine unplanned absent days on average in 2015 of which about seven were sick leave.

Figure 4: Absenteeism and sick leave

	2004–05	2005–06	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15
Sick leave days	6.81	6.81	6.62	6.99	7.02	7.27	7.04	7.16	7.44	7.03	6.94
Absent days	8.55	8.65	8.28	8.67	8.76	9.22	9.02	9.20	9.69	9.19	9.09
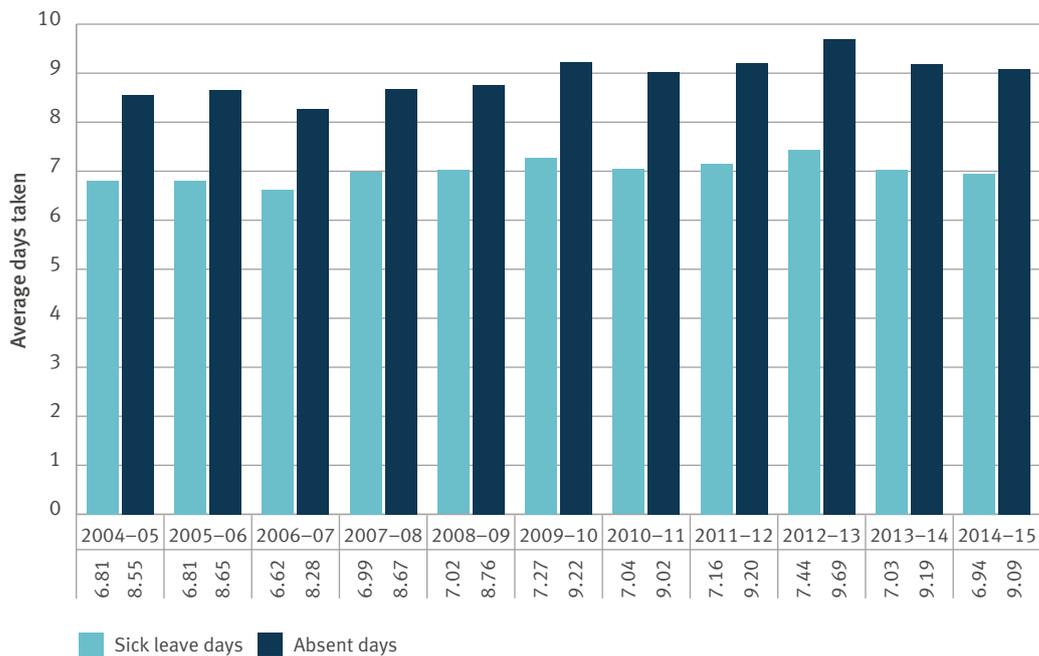
Source: MOHRI data, average full-time days taken per employee in the 12 months to March of each year

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4   The direct cost of absenteeism was calculated by absent hours for each employee multiplied by their hourly pay rate. Yearly pay increases and inflation means the cost of absenteeism will rise each year, even if the average absent days taken remains the same or decreases.

Absenteeism rates in Queensland can be contextualised by comparing them with other jurisdictions.

For the Australian Public Service[5] in the three-year period from 2011–12 to 2013–14:

- unplanned absence increased from 11.1 to 12.0 days
- sick leave increased from 8.5 to 8.8 days.[6]

In Queensland, during the same period of time (2011–12 to 2013–14):

- unplanned absence decreased to 9.19 (after a 10-year high of 9.69 days in 2012–13)
- sick leave decreased from 7.16 to 7.03 average days.

In the NSW public service, average sick leave per FTE in 2013–14 was at the highest recorded level since 2007–08 (60.5 average hours per FTE).

In the Queensland public sector, average hours' sick leave peaked in 2012–13 at 60.49 hours per FTE. In the last two years, the average hours' sick leave in the Queensland public sector has declined to levels similar to 2007–08 (53.3).

Figure 5: Queensland/NSW comparison of average hours' sick leave per FTE

	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14	2014–15
Queensland	53.73	54.36	57.03	54.76	57.44	60.49	55.25	54.34
NSW	59.33	56.78	56.88	56.07	58.30	59.30	60.50	

Queensland (per FTE)   NSW (per FTE)

Refer to Appendix for the technical notes to support Figure 5.

Source: Queensland—MOHRI 2015 (average full-time hours taken in the 12 months to March of each year); NSW PSC.

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5   In comparing figures to the APS, it should be noted that APS unscheduled absent leave includes sick leave, carer' leave, compensation leave, miscellaneous leave, and unauthorised leave which is similar to the Queensland public sector (see page 13). However, APS data reporting methodology reports the median and includes paid and unpaid leave, while the Queensland public sector reports averages based on paid leave only.

6   APS Commission, 2014, State of the Service Report 2013–14, Canberra.

Future focus: absenteeism

One facet in the reduction in absenteeism is the management of workload and health.

In 2015, 32 per cent of respondents said that poor workload and health was an issue for them with 40 per cent saying that they were overloaded with work.

The Queensland public sector is committed to improving the health and wellbeing of its employees, as well as reducing the cost of absenteeism to taxpayers. Areas of future focus include providing greater support:

- for more flexible work arrangements, including hours of work (e.g. flexible start and finish times or compressed working hours), patterns of work (e.g. split shifts or job sharing) and locations of work (e.g. working from home and work centres)
- to employees experiencing domestic and family violence.

Research strongly indicates that flexible work arrangements reduce emotional exhaustion and burnout, and provide pathways to gender equality.

Innovation in the Queensland public sector

Innovation can be a powerful contributor to public sector productivity. In the Queensland public sector, innovation is considered a key contributor to maximising public sector values. In fact, the presence of integrated, innovative services and solutions is a key Queensland public sector goal.

Perceptions of innovation within the Queensland public sector have improved consistently over the past three years, from 56 per cent positive in 2013 to 62 per cent positive in 2015.

Figure 6: Employee perceptions of innovation

2015 Range of all agencies 45%–91%
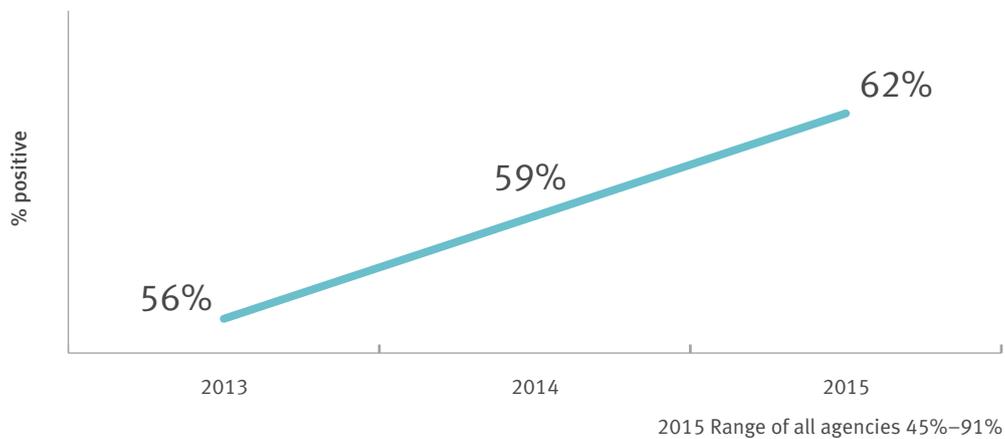
Source: WfQ Employee Opinion Survey 2015, 2014 and 2013

Innovation is typically characterised by an organisational climate that displays:

- high levels of role clarity and goal alignment to ensure people understand the scope of their role and how it fits in with the broader organisation
- clearly delineated risk taking boundaries, as outlined through strong leadership and clear performance assessment
- perceived fairness and trust so people feel they will not be unduly penalised if innovation based risks are not entirely successful
- a level of red tape that does not inhibit new styles of work.

Many of these characteristics are existing strengths of the public sector or areas that have shown recent improvement.

Measuring individual performance—one conversation at a time

Employees are the most valuable asset of any organisation.

Organisational environments that support constructive and empowering performance discussions also indicate high levels of engagement. An accountable and constructive work environment is reliant on formal and informal performance assessment processes. Regular conversations about performance are vital to build a more open and performance-orientated culture.

The WfQ Employee Opinion Survey measures various aspects of individual performance assessment, including the extent to which employees receive feedback on their performance. Overall, perceptions of performance assessment have improved, rising from 49 per cent in 2013 to 56 per cent in 2015.

Figure 7: Employee perceptions of performance assessment
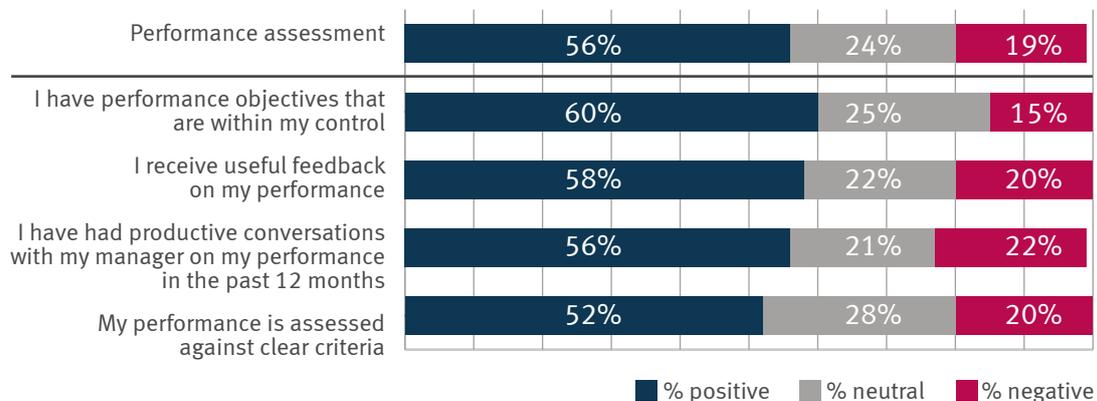
Source: WfQ Employee Opinion Survey 2015

Working for Queensland

We believe in the value and dignity of work, in opportunity, equality, and fairness.

The Hon Curtis Pitt MP, Treasurer, Minister for Aboriginal and Torres Strait Islander Partnerships and Minister for Sport, 2015, Budget Speech: Budget Paper No. 1, Queensland Budget 2015–16, p. 4.

Measuring workforce profile
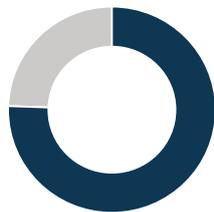
68.74%
female
employees
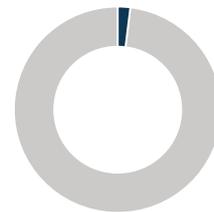
3.21%
employees
with a disability

9.23%
employees
from non-English speaking background
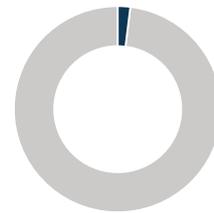
2.02%
employees
identify as being Aboriginal or Torres Strait Islander

Being the best we can be

It is vital to create a work environment where employees are engaged and satisfied with their work, and committed to serving the people of Queensland. The Queensland public sector aims to create a work environment that promotes pride and achievement, as well as equality and opportunity.

Like any organisation, the Queensland public sector is defined by its people—their values, attitude and skill; their pride in and commitment to the job. What differentiates the Queensland public sector is its extensive reach. As the largest employer in the state, it affects the lives of individuals, families and households across Queensland.

## Measuring employee views
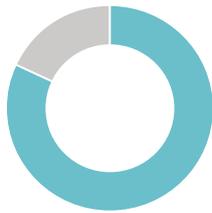
80%
positive job and engagement satisfaction
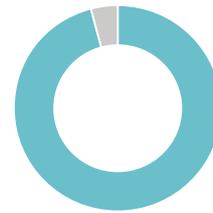
96%
positive discretionary effort
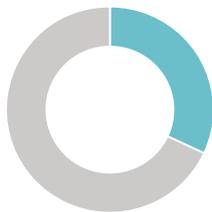
32%
feel workload and health is a problem and is an area of focus for improvement
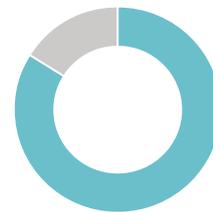
84%
of employees said that their workgroup is committed to delivering excellent service to customers

Job engagement in the Queensland public sector

Concepts of engagement are vital in understanding the relationship between employees, their organisations and their community. Research indicates employee engagement programs have the potential to unleash organisational potential and transform the lives of the individuals involved.[7]

In the Queensland public sector, job engagement and satisfaction are perceived to be very high (80 per cent positive).

Figure 8: Job engagement and satisfaction

2015 Range of all agencies 70%–90%
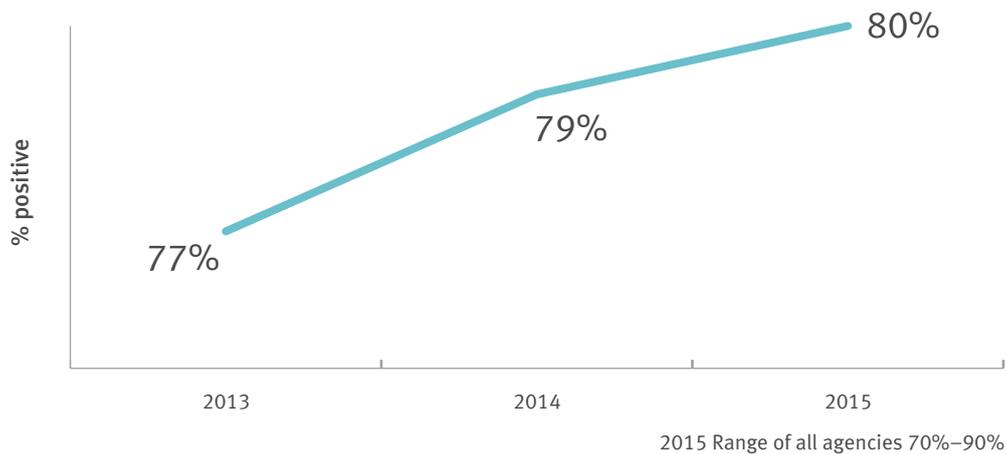
Source: WfQ Employee Opinion Survey 2015

It can be seen that while satisfaction, feeling of personal accomplishment and the enjoyment of work all rated strongly, it is discretionary effort—with 96 per cent positive—that really speaks to the commitment of Queensland's public sector employees to their job.

Figure 9: Job engagement and satisfaction by item
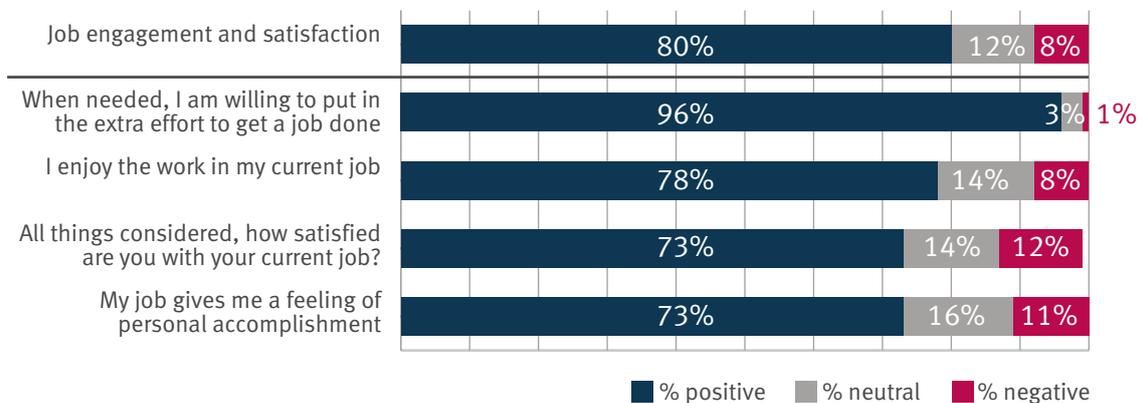
Source: WfQ Employee Opinion Survey 2015

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7   MacLeod and Nita, 2008, Engaging for Success, UK.

Job engagement and satisfaction varies by the type of work people do.

Figure 10: Job engagement and satisfaction according to work type

Type of work	% positive
Service delivery—direct to public (e.g. nurses, teachers)	82%
Research	82%
Program design/management	82%
Administrative support	79%
Service delivery—not direct to public (e.g. technical support, catering)	78%
Policy	78%
Exercising regulatory authority (e.g. setting of an compliance with statutory standards)	78%
HR	78%
Finance and accounting	78%
Other corporate (e.g. procurement, legal)	77%
Information and communications technology	75%

Source: WfQ Employee Opinion Survey 2015

While discretionary effort is an admirable and desirable characteristic of any workforce, the management of work and the impact of work on the individual must be kept in perspective. Workload and its impact on health have been the poorest performing factors within the WfQ Employee Opinion Survey over the past three years.

**Figure 11: Workload and health by factor and item**
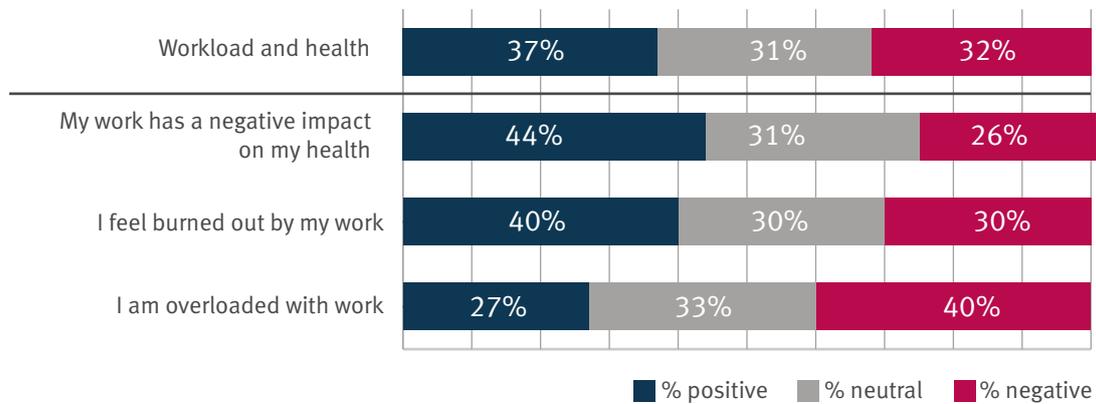
Source: WfQ Employee Opinion Survey 2015

Employee commitment to the service of Queenslanders

Queensland public sector employees show very high levels of commitment to serving the community. The extent to which community is at the forefront of Queensland public sector collective thinking is reflected in one of the five Queensland Government values.

Putting customers first entails knowing the customer, delivering what matters and making decisions with empathy. The 'customers first' value is measured within the WfQ Employee Opinion Survey.

Figure 12: Public sector values—customers first

Legend: % positive | % neutral | % negative

- People in my workgroup are committed to delivering excellent service to customers: 84% positive, 12% neutral, 4% negative
- People in my workgroup treat customers with respect: 86% positive, 10% neutral, 3% negative
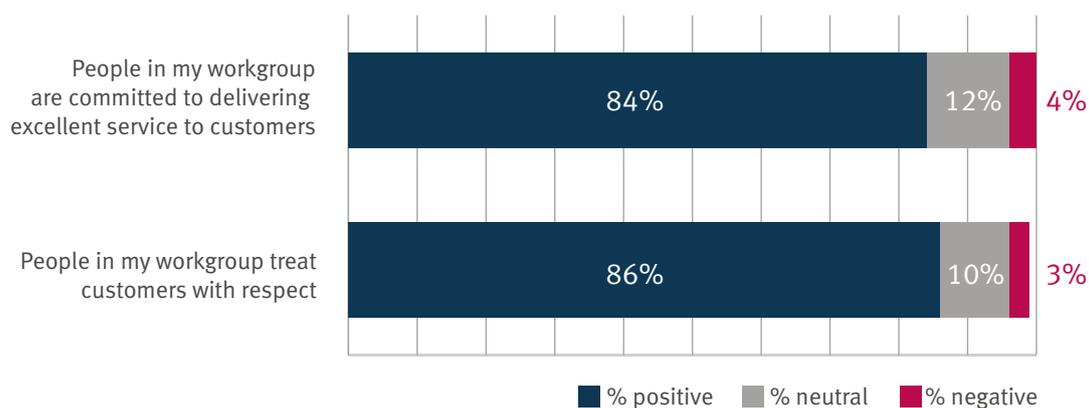
Source: WfQ Employee Opinion Survey 2015[8]

A diverse workforce to reflect the community it serves

In order to meet the diverse needs of the Queensland community, the Queensland public sector aims to grow an ever more diverse workforce capable of providing innovative solutions to complex issues.

Increasingly, businesses and governments are recognising the potential for diversity as a strategic asset. An inclusive and diverse workforce experiences higher levels of productivity and performance, more innovative and agile decision making, and stronger engagement. It also attracts the best talent by becoming an employer of choice.

An increasing proportion of the Queensland public sector is female—up from 64.57 per cent in 2005 to 68.74 per cent in 2015. The Queensland public sector consistently employs a higher rate of women than the Queensland Employed Labour Force.[9] This is consistent with the government being the state's largest employer in industries that are traditionally female dominated—teachers and teacher aides (80.80 per cent), nurses (88.01 per cent), administration workers (80.96 per cent), and community and personal service workers (61.10 per cent).

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8   Note: the workload and health items are negatively worded. Percentage positive indicates those who have limited to no issues with workload and health. For example, a percentage positive score of 37 per cent for workload and health means 37 per cent of respondents had limited to no issues with workload and health.

9   ABS, 6202.0 – Labour Force, Australia, August 2015, Table 6. Labour force by status by Sex – Queensland, Trend, Employed – total, Latest issue 10/09/2015.

Females within the Queensland public sector have higher levels of agency engagement (61 per cent) and job engagement and satisfaction (82 per cent) than males (56 per cent and 78 per cent respectively).[10]

Figure 13: Proportion of women in the Queensland public sector vs Queensland Employed Labour Force


Source: June MOHRI data, headcount

Despite high female workforce participation in the Queensland public sector, women are less likely to be in higher salary brackets than their male counterparts.

A similar rate of female and male employees are employed up to the AO5 equivalent level. At the AO6 level, there is a much higher proportion of females than males. At AO7 and above, the gap between male and female participation widens with progressively fewer women at senior levels.

Figure 14: Proportion of women in the Queensland public sector across AO salary equivalent levels (as if working full-time)
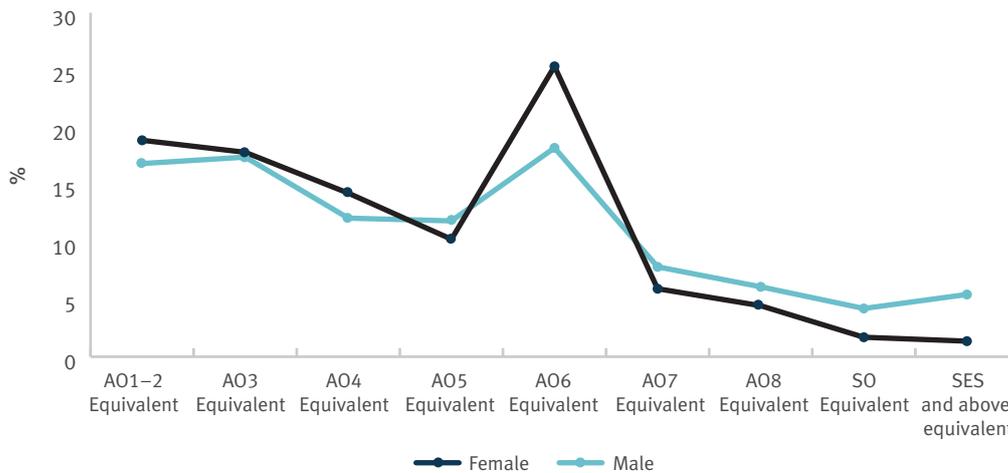

Source: June MOHRI data, headcount

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10   Source: WfQ Employee Opinion Survey 2015

Employment of people from other equal employment opportunity (EEO) groups over 10 years, including people with a disability, Aboriginal and Torres Strait Islander peoples, and people from a non-English speaking background, is trending downwards.

Figure 15: Proportion of EEO groups in the Queensland public sector by year
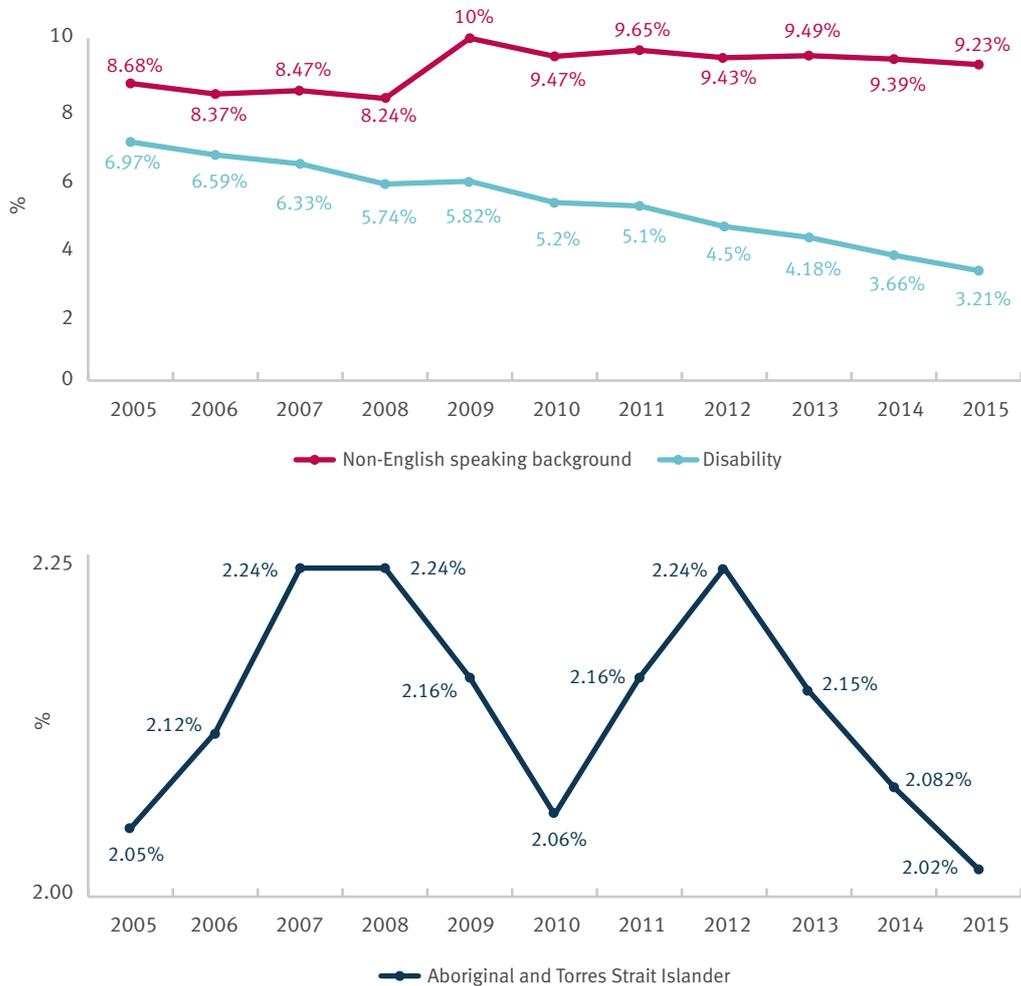

Source: June MOHRI data, headcount

Differences in salary can also be seen for these three groups. Figures on the following page show the proportion of each EEO group across each salary bracket, and the proportion of the Queensland public sector across each salary bracket.

Employees in the Queensland public sector are mainly concentrated at the lower salary levels with almost a quarter (23.11 per cent) at the AO6 equivalent level. The proportion of employees in AO7 salary equivalent roles and above steadily decreases as salary levels increase. When looking at the Queensland public sector overall:

- Aboriginal and Torres Strait Islander peoples are over-represented at lower levels, and significantly under-represented at higher levels

- the proportions of people with a disability follow a similar trend to the Queensland public sector average

- employees from a non-English speaking background are performing better than the Queensland public sector average.

Figure 16: Proportion of EEO groups across AO salary equivalent levels (as if working full-time)

	AO1–2 Equivalent	AO3 Equivalent	AO4 Equivalent	AO5 Equivalent	AO6 Equivalent	AO7 Equivalent	AO8 Equivalent	SO Equivalent	SES and above Equivalent
(grey)	18.24%	17.7%	13.59%	10.75%	23.11%	6.53%	4.97%	2.48%	2.63%
(dark blue)	27.93%	22.75%	14.51%	9.32%	16.38%	4.24%	2.49%	1.61%	0.75%
(pink)	14.66%	13.85%	11.11%	11.35%	29.22%	7.3%	5.26%	2.94%	4.31%
(light blue)	17.68%	16.47%	12.23%	9.63%	27.28%	6.84%	5.14%	2.91%	1.82%

— Queensland public sector   — Aboriginal and Torres Strait Islander
— Non-English speaking background   — Disability

Source: June MOHRI data, headcount

The WfQ Employee Opinion Survey 2015 demonstrated:

- Queensland public sector employees who identified as being Aboriginal and Torres Strait Islander had similar levels of agency and job engagement as those who did not

- Queensland public sector employees who identified as having an ongoing disability were notably less engaged than those who did not

- Queensland public sector employees who identified as having English as a first language were less engaged with their agency—six per cent lower than those with a first language other than English.

Future focus: diversity and inclusion

Analysis of data associated with the prevalence of women, people from a non-English speaking background, people with a disability and Aboriginal and Torres Strait Islander peoples in the Queensland public sector reveals that:

- from AO7 level and above, the gap widens between male and female workforce participation with progressively fewer women at senior levels
- employment of people with a disability, Aboriginal and Torres Strait Islander peoples, and people from a non-English speaking background is trending downwards.

The Queensland Government has recognised the importance of creating a workforce that reflects the community it serves. This value is reflected in a suite of documents guiding public sector activity in this area over the next five years:

- *Queensland public sector inclusion and diversity strategy 2015–2020*
- *Queensland public sector inclusion and diversity action plan 2015–16*
- *Queensland public sector gender equity strategy 2015–2020.*

Accountability for Queensland

Integrity, accountability and consultation underpin
everything the Queensland Government does.

Annastacia Palaszczuk MP, Premier of Queensland, Minister for the Arts, The Queensland Government's objectives for the community.

Measuring accountability

As a proportion of the public sector profile, work performance matters represent 1.71 per cent of the Queensland public sector with 0.13 per cent of the workforce reported for the most serious breach of conduct expectations. This is a small number of employees relative to the total public sector workforce and overwhelmingly demonstrates that the majority of public servants are meeting or exceeding standards expected of them.
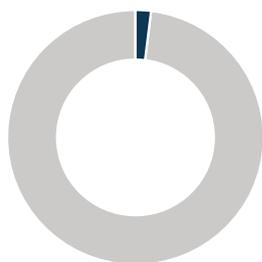
1.71%
employees **involved
in reportable work
performance matters**

40%
confidence in
**poor performance
being appropriately
addressed, up from
32% in 2013**

Westminster system of government

Public sector accountability forms a critical part of the Westminster system of government.

> Accountability takes many forms—in parliamentary processes, in the independent roles of statutory bodies, in the frank and fearless advice of public sector employees to ministers, and the day-to-day activities that underpin fairness and trust.

Merit-based selection

Following the election of a new government in February 2015, an open merit-based selection process was announced for director-general and equivalent roles within the Queensland public sector.

As at March 2016, the 18 directors-general and the Commissioner Queensland Fire and Emergency Services roles have been appointed following an open merit-based selection process. [11] This process will also apply to the Commission Chief Executive role of the PSC and other members of the Leadership Board as individual contracts expire. The recruitment and selection process was designed to maximise transparency and openness. This commitment was reflected through:

- engaging an executive search firm through a select tender process
- engaging a probity adviser to support the tender evaluation process
- drawing a selection panel from a diverse background, chaired by the Commission Chief Executive of the PSC
- providing regular updates on the PSC website regarding project progress.

> A Westminster system of government encourages a career-focused public sector in which opportunities for advancement are known, are competitive and sought after. The Westminster style of government ensures transparency and accountability, and ensures the best available candidate is awarded the role.

11   The Chief Executive Officer (CEO) Public Safety Business Agency (PSBA) role is subject to the outcome of the PSBA review. The roles of Police Commissioner and Coordinator-General will also be subject to appointment following an open merit-based selection process when the contracts expire for the current incumbents.

Review of statutory appointments

In 2015, the Queensland Government announced a review of statutory appointments. The terms of reference required the review to:

- provide a consolidated overview of the range of CEO leadership positions across the Queensland public sector

- critically analyse the appointment frameworks, accountability, independence and performance mechanisms for certain CEO positions (within the context of the Westminster system of government), and make recommendations about the appropriateness and rationale of identified differences.

Interim findings indicate that accountability mechanisms across the public sector vary and while some variability is appropriate, there is scope to strengthen accountability in some cases.

Employee perceptions of accountability

Perceptions of fairness within the workplace have significant implications for employee morale and organisational commitment.

Understanding employee perceptions of fairness is also fundamental to managing organisational justice and accountability. The WfQ Employee Opinion Survey measures a series of concepts associated with fairness. Thirty-nine per cent of respondents agreed that recruitment and promotion decisions are fair, while 34 per cent felt that performance is assessed and regarded, fairly.

Figure 17: Recruitment and promotion decisions in this organisation are fair

39%	32%	29%

■ % positive ■ % neutral ■ % negative
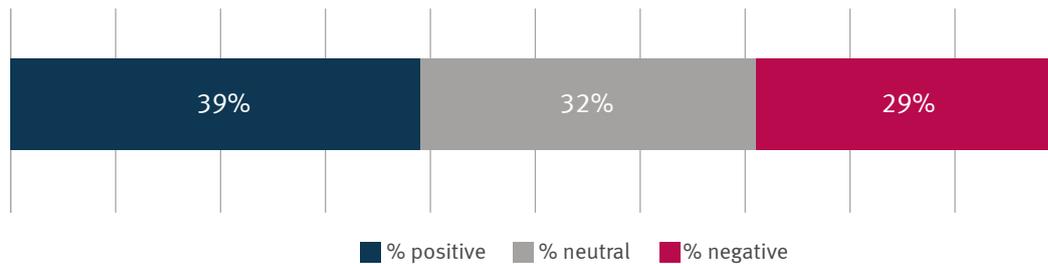
Source: WfQ Employee Opinion Survey 2015

Figure 18: Performance is assessed and rewarded fairly in my workplace

34%	35%	31%

■ % positive ■ % neutral ■ % negative
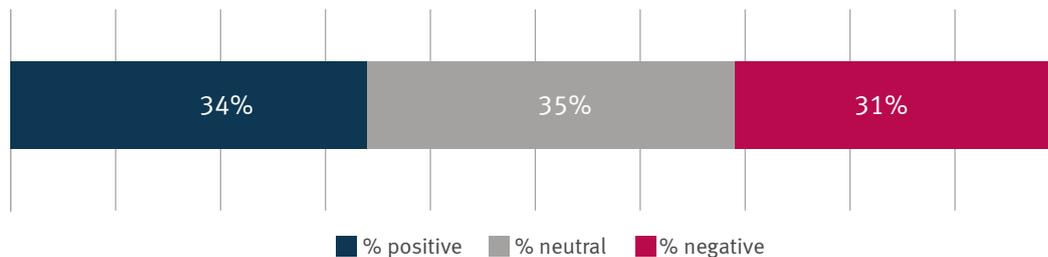
Source: WfQ Employee Opinion Survey 2015

Employee perceptions of the management of poor performance suggest there is opportunity for continued improvement across the sector.

Figure 19: I am confident poor performance will be appropriately addressed in my workplace

40%	25%	35%

■ % positive ■ % neutral ■ % negative
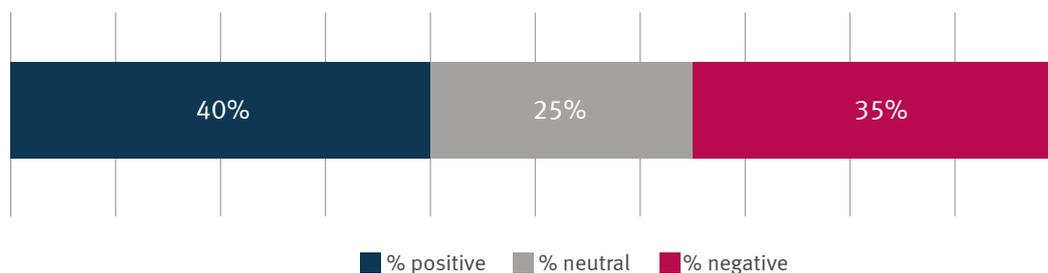
Source: WfQ Employee Opinion Survey 2015

Each of the above key metrics has improved over the past three years. The extent to which recruitment and selection decisions are perceived to be fair has improved by eight percentage points since 2013, while the perceived fairness of performance assessment has improved by four percentage points. The extent to which people feel that poor performance will be managed has improved eight percentage points since 2013.

Performance accountability

On 1 July 2014, a new legislative and administrative approach was implemented to assist Queensland Government agencies to promote excellent conduct and high performance, and manage poor conduct and performance.

The Conduct and Performance Excellence (CaPE) service was established within the PSC in July 2014 to support the public sector through the implementation of these changes. The role of the CaPE service is to:

- provide specialist advice and support to agencies on managing employee conduct and work performance

- collect conduct and performance management data from agencies to identify emerging issues, good practice and opportunities to further develop capability across the public sector

- monitor timeliness benchmarks for managing inappropriate conduct. Case categorisation (from least to most serious) and benchmarks are designed to improve consistency, resolve issues faster (and in proportion with the issue), and use public resources more efficiently

- build practical skills and capability through training on recruitment, selection and onboarding; setting performance goals and providing feedback; managing employee complaints and interpersonal conflict; and management action and discipline processes.

In 2015, for the first time, the PSC published information regarding agencies, number, types and management of work performance matters.

As a proportion of the public sector profile, work performance matters represent 1.71 per cent of the Queensland public sector with 0.13 per cent of the workforce reported for the most serious breach of conduct expectations. This is a very small number of employees, relative to the size of the sector, and overwhelmingly demonstrates that the majority of public sector employees are meeting or exceeding standards expected of them.

Addressing poor conduct quickly is of paramount importance to mitigating risks such behaviour can present to both the agency and affected staff. A total of 58 per cent of all reported work performance matters (2014–15) were finalised within the benchmark of the CaPE case categorisation framework. The performance target is 75 per cent and timeliness of management action will be a focus in 2015–16.

Future focus: accountability

Perceptions of organisational fairness among Queensland public sector employees is an area in need of improvement.

The Queensland Government has committed to taking the lead in this area with a renewed focus on traditional Westminster values of government which will support improved public sector integrity, transparency and accountability, and ultimately, better outcomes for Queensland.

Enhancing the capabilities of public sector leaders and HR practitioners in promoting excellent performance and managing poor performance is a key focus of CaPE.

Leadership for Queensland

Public managers are seen as explorers who, with others, seek to discover, define, and produce public value.

Mark H. Moore, 1995, Creating public value: strategic management in government, Harvard University Press, Cambridge Massachusetts, p. 20.

Measuring leadership
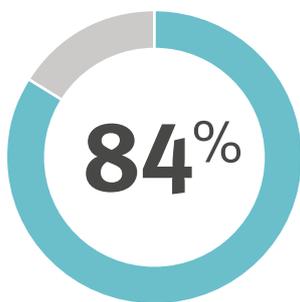
84% managers engaged and satisfied with their roles
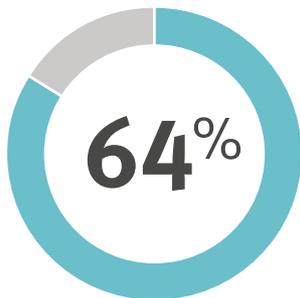
64% managers engaged with their agency
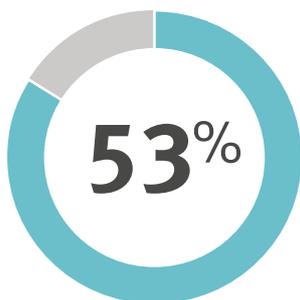
53% positive perception of organisational leadership

Developing senior leaders

Employee perceptions of organisational leadership are the strongest predictor of agency engagement.

Public sector leadership is all about creating value for Queensland citizens—ensuring the needs of the community are met, that outcomes are achieved in the most efficient and effective way possible, and the work of government is conducted with integrity.

Leadership in the Queensland public sector

The WfQ Employee Opinion Survey defines organisational leadership as the perceived ability of senior leadership to lead an organisation to achieve its objectives with particular focus on performance and modelling appropriate workplace behaviour. Over the past three years, the percentage positive response to perception of leadership across the sector has improved from 45 per cent to 53 per cent.

The considerable range of the scores in the leadership area (32 per cent–89 per cent positive) is a challenge for the sector is a whole.

Perceptions of leadership tend to be more polarised than other factors.

Figure 20: Employee perceptions of organisational leadership

	% positive	% neutral	% negative
Organisation leadership	53%	28%	19%
In my organisation, the leadership operates with a high level of integrity	56%	28%	16%
Management model the behaviours expected of all employees	53%	27%	20%
In my organisation, the leadership is of high quality	53%	28%	20%
My organisation is well managed	49%	30%	21%
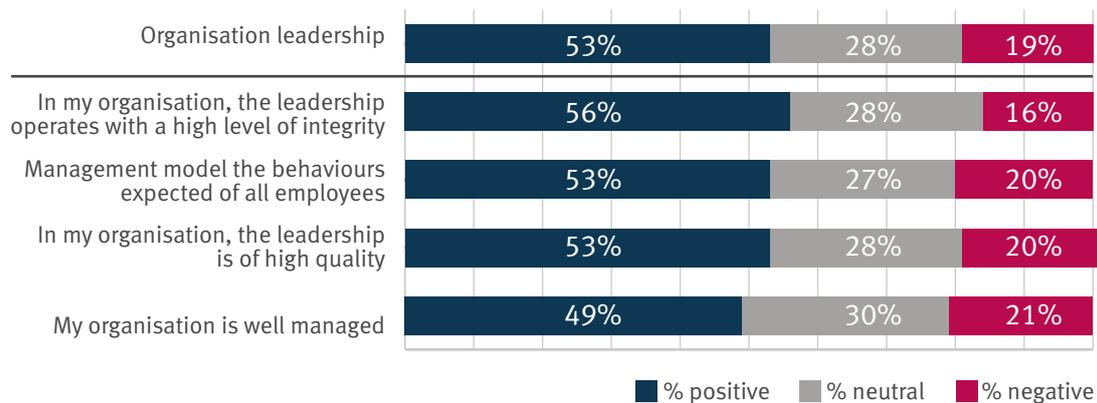
Source: WfQ Employee Opinion Survey 2015

Employees that identified as being the leaders of others (i.e. manager vs non-manager) showed higher levels of engagement.

Figure 21: Manager and non-manager job engagement and satisfaction

	Manager	Non-manager
Job engagement and satisfaction	84%	79%
Agency engagement	64%	58%

Source: WfQ Employee Opinion Survey 2015

Leadership and the development of the next generation of leaders is vital to improving agency engagement and is a priority for the Queensland public sector.

Executive Capability Assessment and Development

The PSC has partnered with leadership development specialist Cerno Australia Ltd to deliver the Executive Capability Assessment and Development (ECAD) initiative.

ECAD is a one approach that provides executives[12] with an independent, valid and reliable assessment of their leadership capability and readiness for greater leadership challenges.

To date, 576 executives have participated in the ECAD initiative. Information gathered through ECAD indicates the broader Queensland public sector leadership team has a core strength—it models professional and ethical behaviour. Eighty-four per cent of executives who participated in ECAD strongly model professional and ethical behaviour.

Subsequent strengths revealed through ECAD data include:

- operating across boundaries
- applying sound corporate governance
- managing organisational performance
- displaying courage in the provision of advice and decision making
- engaging with ideas, innovation and risk.

Many of these competencies directly reflect the public sector's commitment to the Westminster system of government and the need to provide integrated policy and service delivery solutions to our community.

Developmental competencies for Queensland public sector executives include leading change with agility, readiness for progression and building organisational capability.

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12   Executives are defined in the Queensland public sector Workforce capability success profile

Future focus: leadership

Creation of a leadership cohort that is high performing and has high potential is critical to the success of many previously discussed initiatives. In response, the Queensland public sector developed a strategy to harness the leadership capabilities it needs for the future. The LTMS supports the attraction, development and retention of great leaders.

Figure 22: Leadership talent management strategy

The LTMS comprises a number of initiatives:

- ECAD: offers an independent, reliable assessment of participants' leadership capability and readiness for greater leadership challenges, as well as providing them a tailored development plan. When combined with agency moderated performance scores, ECAD helps identify high performing, high potential executives for intensive development opportunities.

- Leaders' Capability Assessment and Development (LCAD): provides team leaders and program managers with valuable insights into their leadership preferences and potential, resulting in a clear development plan that will help drive their career forward.

- Leadership Talent Portal: an online dashboard that provides access to ECAD and LCAD results which can be used to benchmark agency performance against the overall Queensland public sector, inform agency and sectorwide talent management strategies, and build a capability pipeline for an agency's team leaders, program managers and executives.

- Leader Connect: offers leaders identified as 'high performing, high potential' with intensive, practical experience intended to stretch their leadership skills (e.g. shadowing more senior leaders, building a mentoring relationship with executives from another sector, or leading a project in an unfamiliar organisation or industry).

The LTMS includes three key performance indicators which will be monitored over time:

- satisfaction levels with sectorwide development programs and initiatives

- diversity of leaders' experience

- workforce perceptions of leadership.

Appendix

Topic/figure	Technical notes
MOHRI (page 7)	MOHRI data is provided by agencies from their individual HR information systems to the PSC on a quarterly basis. This approach was adopted to facilitate strategic management of HR across the Queensland public sector. Workforce details of agencies are reported to government and included in other statistical reports. The PSC Directive 5/14 specifies the data set which agencies are required to submit to the PSC. 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. It is important to note 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 and who are not employees.
Labour market and employees as a proportion of the Queensland population (page 8)	Data on Queensland public sector as a proportion of labour market and employees as a proportion of population is based on FTEs. FTE employees—the hours worked by several part-time or casual employees, added together, may be required to make one full-time equivalent employee. Queensland population refers to estimated resident population with figures sourced from the ABS. Queensland labour market figures are sourced from the ABS. Employee numbers (243,163) is based on headcount.
Queensland public sector values (page 9)	Not applicable.
Figure 1: Agency engagement	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. Percentages are rounded and may not add up to 100 per cent.
Figure 2: Agency engagement according to work type	Sources: WfQ Employee Opinion Survey 2015; APS Commission 2014 and UK Civil Service 2014 results as supplied by ORC International to the Queensland PSC via email on 22/09/2015; A better picture, State of the NSW Public Sector Report 2014; and State of the Public Sector in Victoria 2013–14. Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions.
Figure 3: Employee perceptions of agency engagement by item and jurisdiction	The engagement score for the Victorian results is an average score from the People Matter Survey 2014, calculated where 'strongly disagree' has been assigned a score of 0, 'disagree' a score of 25, 'neither agree nor disagree' a score of 50, 'agree' a score of 75 and 'strongly agree' a score of 100.

Topic/figure	Technical notes
Figure 4: Absenteeism and sick leave	Unplanned absence includes five types of leave: sick leave, carer's leave, workers' compensation leave, miscellaneous special leave and industrial dispute leave. Excludes casual employees. Average absent full-time days taken per employee is derived from the total number of hours divided by the prescribed award hours per day for each employee. This is shown as an annual figure. There is a three month lag time in the collection period to allow the data to settle (e.g. data reported for the financial year 2014–15 represents leave taken in the 12-month period to 31 March 2015).
Figure 5: Queensland/NSW comparison of average hours' sick leave per FTE	The data was compiled using these business rules: *(see sub-table below)*

The data was compiled using these business rules:

NSW	Queensland
• Sick leave only (excludes carer's leave, and family and community services leave). • Includes all employees for the 12-month reference period whose employment conditions include sick leave provisions. • Average hours sick leave per FTE is calculated as the sum of sick leave hours taken over the 12-month reference period divided by the reference period FTE. • NSW data covers the NSW public sector. It includes all departments, government owned corporations and statutory authorities, and some government offices, bodies, and commissions. • It should be noted that for 2010–11, health data was excluded as NSW Health was able to provide only six-months data due to the extensive nature of the restructure of NSW Health in early 2011.	• Sick leave only (excludes carer's leave). • Includes employees whose employment status is 'active' or 'on paid leave'. Excludes employees whose employment status is 'separated' or 'on unpaid leave greater than eight weeks'. • Excludes casual employees. • Measure is 'average hours sick leave per FTE' (i.e. the sum of sick leave hours taken over the 12-month period divided by the FTE as at the end of the 12-month period). • For the 12-month reporting periods of 2007–08, 2008–09, 2009–10, 2010–11, 2011–12, 2012–13, 2013–14, and 2014–15, sick leave is for the 12-months to March of each year. • The scope for the Queensland data is Queensland public sector. It includes all departments, and some government offices, bodies, and commissions. GOCs and statutory authorities are excluded.

Topic/figure	Technical notes
Figure 6: Employee perceptions of innovation	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. Percentages are rounded and may not add up to 100 per cent.
Figure 7: Employee perceptions of performance assessment	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent.

Topic/figure	Technical notes
Figure 8: Job engagement and satisfaction	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. Percentages are rounded and may not add up to 100 per cent.
Figure 9: Job engagement and satisfaction by item	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent.
Figure 10: Job engagement and satisfaction according to work type	Reported percentages are based on valid responses to the respective questions.

Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. |
| **Figure 11: Workload and health by factor and item** | For the workload and health factor, percentage positive indicates those who have limited to no issues with workload and health. For example, a percentage positive score of 37per cent for workload and health means 37 per cent of respondents had limited to no issues with workload and health.

*Negatively worded questions are items in the questionnaire that are phrased in a negative way (e.g. 'I am overloaded with work'). When responding to a negatively worded question, 'strongly disagree' and 'disagree' responses are classified as positive i.e. it is good that you disagree that you are overloaded with work. (This means you are not overloaded with work.) Therefore, the 'strongly disagree' and 'disagree' responses are combined to calculate the percentage positive score. For example, a percentage positive score of 27per cent for the negatively worded item 'I am overloaded with work', means 27 per cent of respondents believe they are not overloaded with work. |
| **Figure 12: Public sector values—customers first** | Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent. |
| **Figure 13: Proportion of women in the Queensland public sector vs Queensland Employed Labour Force** | Proportion of women in the Queensland public sector based on headcount.

Queensland employed labour force sourced from the ABS. |

Topic/figure	Technical notes
Figure 14: Proportion of women in the Queensland public sector across AO salary equivalent levels (as if working full-time)	Proportion of women in the Queensland public sector based on headcount. Employees are grouped according to their salaries within the administrative officer (AO) salary brackets (as if working full-time):

AO salary level equivalent brackets (as at June 2015)	Salary range
AO1–2	$0–38,813
AO3	$38,814–$52,080
AO4	$52,081–$61,884
AO5	$61,885–$72,009
AO6	$72,010–$81,149
AO7	$81,150–$91,642
AO8	$91,643–$102, 766
SO	$102,767–$112,297
SES and above equivalent	$112,298 +

Topic/figure	Technical notes
Figure 15: Proportion of EEO groups in the Queensland public sector by year	Based on headcount.
Figure 16: Proportion of EEO groups and the Queensland public sector across AO salary equivalent levels (as if working full-time)	Based on headcount. Employees are grouped according to their salaries within the administrative officer (AO) salary brackets (as if working full-time):

AO salary level equivalent brackets (as at June 2015)	Salary range
AO1–2	$0–38,813
AO3	$38,814–$52,080
AO4	$52,081–$61,884
AO5	$61,885–$72,009
AO6	$72,010–$81,149
AO7	$81,150–$91,642
AO8	$91,643–$102, 766
SO	$102,767–$112,297
SES and above equivalent	$112,298 +

Topic/figure	Technical notes
Figure 17: Recruitment and promotion decisions in this organisation are fair	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent.

Topic/figure	Technical notes
Figure 18: Performance is assessed and rewarded fairly in my workplace	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent.
Figure 19: I am confident poor performance will be appropriately addressed in my workplace	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent.
Figure 20: Employee perceptions of organisational leadership	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent.
Figure 21: Manager and non-manager job engagement and satisfaction	Reported percentages are based on valid responses to the respective questions. 'Positive' expresses the average percentage agreement ('strongly agree' and 'agree') for survey questions included in the engagement measures. 'Neutral' expresses the average percentage of neutral responses to the relevant questions. 'Negative' expresses the average percentage disagreement ('strongly disagree' and 'disagree') for the relevant survey questions. Percentages are rounded and may not add up to 100 per cent.
Figure 22: Leadership talent management strategy	Not applicable.

Acronyms

ABS	Australian Bureau of Statistics
AO	Administration stream
APS	Australian Public Service
CaPE	Conduct and Performance Excellence
CEO	Chief executive officer
ECAD	Executive Capability Assessment and Development
EEO	Equal employment opportunity
FTE	Full-time equivalent
GOCs	Government owned corporations
HHSs	Hospital and Health Services
HR	Human resources
LCAD	Leaders' Capability Assessment and Development
LTMS	Leadership talent management strategy
MOHRI	Minimum Obligatory Human Resource Information
PSBA	Public Safety Business Agency
PSC	Public Service Commission
PSO	Public service offices
UK	United Kingdom
WfQ Employee Opinion Survey	Working for Queensland Employee Opinion Survey