



**Australian Government**  
**Australian Public Service Commission**



# Review of the APSC Centre for Leadership and Learning

DECEMBER 2020

# Contents

Executive summary .....	3
Terms of Reference .....	7
1. Context .....	9
1.1 Background .....	9
1.2 Drivers impacting APS capability .....	10
1.3 APS Workforce Strategy and APS Learning and Development Strategy.....	12
2. Current state .....	14
2.1 The role and responsibilities of the APS Commissioner .....	14
2.2 Current CLL structure and outputs .....	16
Attachment A: Core skills development - Current facilitated programs .....	20
Attachment B: Evaluation focus, activity and data capture framework.....	22
2.3 Current performance .....	23
2.4 Learning and development system.....	24
Attachment C: Comparison of CLL and private sector non-accredited offerings .....	26
2.5 Current financial arrangements.....	27
Attachment D: CLL’s revenue and expenses 2017-18 to 2019-20 .....	29
2.6 APS Professional Streams .....	30
3. Future state.....	31
3.1 A new operational model .....	31
Attachment E: Operational model for APSC role in APS learning and development .....	35
Attachment F: One-APS ‘public service craft’ capabilities.....	36
Attachment G: APSC’s learning and development approach .....	37
Attachment H: Conditions for excellence .....	38
3.2 Proposal to establish an APS Academy.....	40
Attachment I: Jurisdictional comparisons.....	42
Attachment J: Proposed functions of the Academy .....	44
3.3 Future financial arrangements.....	47
Attachment K: Fee-for-service approach.....	49
3.4 Change process .....	50
4. Consultations .....	51

## Executive summary

The Australian Public Service Commissioner initiated a review in July 2020 to consider the future role of the Centre for Leadership and Learning (CLL) in supporting learning and development (L&D) initiatives in the Australian Public Service (APS).<sup>1</sup>

The Terms of Reference ask what is needed in the future to support the capability development of the APS workforce, and the role that the Australian Public Service Commission (APSC) might best play in this. This Review has provided advice to the Commissioner on the role of the APSC in supporting L&D in the APS, including consideration of the statutory functions of the Commissioner, and where the APSC could best add value within a complex L&D eco-system.

The Review has been led by Dr Subho Banerjee (ANZSOG) with a team supported by the APSC. The Review has consulted widely to gain input on the issues outlined in the Terms of Reference. A primary source of input and advice has been the leadership and staff members of CLL, who have contributed to many discussions on the strategic and operational matters facing the Review. Information has also been gathered from across the APSC, with emphasis on a regular dialogue with the APSC staff developing the *APS Workforce Strategy* and the *APS Learning and Development Strategy*.

Across the APS, the Review team consulted with many Departmental Secretaries and Agency Heads, Chief Operating Officers (COO), and senior staff responsible for agency L&D programs. The Review also convened an online workshop with a group of graduate staff to test their expectations of professional development opportunities through a public service career. Further, the Review gained valuable context and strategic advice from a number of former APS Commissioners, previous Secretaries, relevant academic staff, and expert L&D providers. The complete list of consultations is provided at the end of this report.

Several critical themes emerged from the wide-ranging consultations, with the most cited requirement for greater collaboration and engagement by the APSC with agencies on L&D directions and initiatives. There was also advice that the APSC would be better suited to offer a smaller range of APS specific skills, rather than training on a broad set of professional skills, which can be delivered by external providers.

Another key theme was a recognition that the APSC has a unique role at the centre of APS L&D, and therefore has the authority and ability to endorse standards and guidelines for L&D content, and methods for evaluation and review. It was noted that this needs to be done in close consultation with agencies, in a manner that still provides flexibility for them to develop additional domain specific capability development in their own specialist areas.

Related to this, there was high demand for greater support for the Professional Streams and the Heads of Professions, including through coordination and facilitation of learning approaches and

---

<sup>1</sup> This review refers to 'Centre for Leadership and Learning (CLL)' as the generic organisational term for the function within the APSC which has responsibility for supporting capability development across the APS. We note that this function has had a number of different organisational names within the APSC structure, and is currently known as the Leadership and Capability Group.

frameworks across the Professional Streams. The Heads of Profession would remain responsible for the substantive content of the Professional Stream.

Other key themes that emerged through the consultation process included the need for the APSC to continue to provide high quality talent and leadership programs and to enable greater mobility into the Commission from agencies to co-design learning products.

The information gained from these consultations coupled with analysis of the APSC's current L&D approach have led to the Review's advice to the Commissioner. This collection of papers outlines the basis for the Review's advice to the Commissioner.

## Advice to the Commissioner

In sum, this Review recommends that the APSC introduce a new operational model to support One-APS capability development, through the establishment of an APS Academy to lead the transformation of APS L&D practice. The Review suggests that the Commissioner seek agreement with the Secretaries Board for an APS Academy to be established as a networked model to build and extend the development of fundamental 'public service craft' capabilities, linked with additional and specific L&D initiatives delivered by agencies.

In this way, the APSC will be implementing the intent of recommendation 20 on comprehensive L&D in the *Independent Review of the APS* (2019), as endorsed in the government response.

The proposed operational model for the APS Academy is intended to deliver a more strategic, integrated One-APS approach. It seeks to:

- strengthen partnerships and engage with agencies
- develop and deliver initiatives to ensure a pro-integrity culture
- continue SES talent management and leadership development
- continue to lead and deliver central graduate development
- lead the development of public service craft capabilities
- support Professional Streams to implement specific development
- expand evaluation support for agencies to assess the impact of learning initiatives

The operational model encourages a broader approach to L&D, drawing on a wide range of instruments to support overall performance improvement, and takes a whole-of-APS approach with regard to strategy, analysis and advice, in partnership with agencies.

The Review recommends that the APSC remains involved in ensuring a consistent approach across the Service to the development of APS capabilities broadly, particularly through the implementation of the *APS Learning and Development Strategy*. The APSC could have a stronger focus on developing capability frameworks and pathways, learning tools and approaches, and other specialist L&D advice, and where there are efficiencies to be gained, it could work with partner agencies to source and make available quality assured learning programs.

As the fundamental expression of the Commissioner's statutory responsibilities, there is a strong case for the APSC to expand its role with regard to building 'public service craft' capabilities – the skillsets required to operate successfully in the APS. These are:

- Demonstrating leadership that inspires a sense of purpose and drives high performance
- Promoting and warranting a pro-integrity culture across the APS
- Contributing to good governance by providing rigorous advice to Ministers
- Brokering policy design and development across government
- Ensuring effective delivery and implementation of government decisions
- Engaging with and synthesising input from business, communities and citizens

The APS Academy would focus on developing and building these fundamental capabilities of public service craft. The Academy could be stood up by 1 July 2021. It would be a networked model as distinct from a 'bricks and mortar' institution, providing leadership at the centre of the APS rather than trying to build capabilities of all types across the APS. The Academy would be responsible for connecting with existing centres of excellence within the APS, such as the DFAT Diplomatic Academy, as well as developing external networks with ANZSOG, academic institutions, and other specialist providers.

Further, this Review has emphasised the importance of broader learning approaches, and in particular, the role of 'on-the-job' consolidation as a critical part of the learning experience, as well as opening opportunities for experiential development and for greater mobility to provide further capability development. This approach will need to be integrated with workforce planning and reinforced through agency performance management systems and promotion processes.

The new Academy arrangements would be funded through a mixed model, whereby:

- existing APSC L&D appropriation will be used for 'service for the Service' functions, including the strategic partner and engage function and the enhanced evaluate and review activities of the operational model, and the foundational work on One-APS capabilities
- specific capability development activities will be offered to agencies at full cost recovery, in which all relevant costs would be included when determining participant fees

These financing arrangements apply the principles of cost recovery and competitive neutrality as directed by the Department of Finance. The consistent application of these principles is likely to lead to increases in fees in some existing areas, including SES talent assessment and leadership development, and decreases in some others, including the graduate development program. A preliminary assessment has confirmed that prices set according to this methodology for the proposed new learning offerings are broadly consistent with fees for comparable offerings in the market.

As such, the APSC will not need to seek additional appropriation from Government for the establishment of the APS Academy and will look to manage the restructure and reform within the existing APSC staffing allocation for the L&D function.

On governance, the Review proposes that the COO committee (a sub-committee of the Secretaries Board) should have an ongoing role with respect to strategic implementation issues for the new APS Academy. This group would be consulted on APS Academy priorities, including refinement of the proposed public service craft capabilities. It would also be consulted on the pricing methodology and proposed fees and be provided with reports on Academy enrolments. The COO committee could also play an ongoing role to reduce duplication in the system while clarifying the role and responsibilities of agencies to provide L&D opportunities and pathways to their staff.

## Terms of Reference

The APSC's talent management programs are not in scope for this review. The review should provide advice to the Commissioner on:

- The role of the APSC in supporting L&D in the APS, including consideration of the statutory functions of the Commissioner, and where the APSC could best add value within a complex development eco-system.
- The role of the APSC in providing L&D services including:
  - The scope, reach and impact of the APSC's existing suite of L&D activities
  - The existing and likely future capability development requirements of the APS workforce, informed by the *APS Workforce Strategy* and professions model
  - The capacity and capability of the current market (other APS agencies, ANZSOG, academia and the private sector) to deliver fit-for-purpose L&D services for the APS to meet current and future capability needs.
  - The Commission's L&D value proposition compared to other providers
  - Efficient and effective development and delivery models, including funding approaches and oversight of services offered by other providers
  - Contemporary and future learning practices.
- The people, systems and processes that the APSC L&D function would require to achieve its recommended role, including:
  - Staffing and governance arrangements
  - Capability requirements
  - Funding arrangements
  - Delivery infrastructure.
- If required, transition arrangements to a new approach, including a change management program.

The review should also take into account the broader L&D environment across the APS, including:

- Likely fiscal constraints associated with the COVID-19 recovery
- Development of the APS-wide L&D strategy
- COO Committee project to pilot an APS-wide learning experience platform
- Planned introduction of an APS-wide enterprise resource planning platform.

In providing advice, the review will draw on national and international best practice for capability development in the public sector.

## Review team

The team for the Review of the APSC Centre for Leadership and Learning comprised:<sup>2</sup>

Subho Banerjee (Review lead)

Robert Jansen

Katherine Gifford

Lorraine Johnson

Marlee Law

Alice Williams

## Acknowledgements

The Review team wishes to acknowledge the many people who contributed their knowledge, insights and practical wisdom to help shape the work of the Review. In particular, we appreciated the strong engagement and creative problem solving in our discussions with the current CLL team and the broader APSC staff. We also appreciated the depth of engagement across the APS, from public servants past and present, across many levels, who demonstrated their ongoing passion and commitment for continuing to build the APS as a central Australian public institution. We were also grateful for a range of expert external perspectives, from critical friends who are also committed to build capability in the APS as a shared national endeavour. All of these contributions were invaluable in guiding and supporting the Review.

---

<sup>2</sup> Declaration: Subho Banerjee and Robert Jansen were contracted to this Review through the Australia and New Zealand School of Government.



# 1. Context

## 1.1 Background

This paper explores the contextual environment in which CLL operates. It outlines the history of CLL from its creation in 2011, and highlights previous review recommendations on APSC involvement in APS L&D over the last ten years.

The APSC Strategic Centre for Leadership, Learning and Development was established as a response to recommendation 7.3 in the *Ahead of the Game: Blueprint for the Reform of Australian Government Administration* (2010) review, which stated that the APSC should take responsibility to identify core APS development needs, centrally produce and deliver core L&D programs, and evaluate existing courses in the market and centrally negotiate prices on behalf of the APS. The purpose of the Strategic Centre was to ensure that the APS had a systematic and contemporary approach to learning, development, leadership and talent management.

In 2013 the Commission merged the Strategic Centre for Leadership, Learning and Development with the APSC's L&D delivery function (then known as APS Professional Development Services). Today CLL continues as an amalgamation of these two functions, with a combination of learning design and development expertise and learning delivery.

### Previous reviews of the APS

There have been several significant reviews of the APS and the role of the APSC over the past decade. *Ahead of the Game: Blueprint for the Reform of Australian Government Administration* recommended nine reforms, under four components of high performing public administration.<sup>3</sup> The third component – a highly capable workforce – recognised that in order to be high performing, the APS must attract, recruit, retain, develop and manage its employees effectively. The review found that despite strong human resource teams in individual agencies and departments, trends in skill shortages and gaps, low quality L&D, and ineffective talent management were observed across the APS. *Ahead of the Game* identified the need to clarify the roles and capabilities of employees across the APS, address system-wide workforce challenges (such as skill gaps), improve mobility and recruitment to build capability, and ensure that a strong emphasis is placed on professional development.

Five years later the McPhee review, *Unlocking Potential: If not us, who? If not now, when?* made similar recommendations relating to the APSC's role in capability uplift across the APS.<sup>4</sup> *Unlocking Potential* identified an opportunity to review and redesign the APS L&D model. Despite the 'build once, use many times' model promoted through the establishment of the Strategic Centre, McPhee recognised opportunities for the APS to reduce duplication (and therefore overall cost) of L&D across the Service, taking advantage of collective purchasing power to achieve better value for money, and improving the quality and consistency of APS L&D products. This approach was emphasised by a call

---

<sup>3</sup> Moran, T 2010 *Ahead of the Game: Blueprint for the Reform of Australian Government Administration*

<sup>4</sup> McPhee, S 2015 *Unlocking Potential – If not us, who? If not now, when?*

for the APSC to be clearer about its role in the APS, and growing demand for it to shift from an imposer of guidelines and standards, to an active partner with agencies.

The issues and opportunities identified in *Unlocking Potential* led McPhee to recommend a review of the APS's L&D model, specifically focusing on quantifying L&D expenditure and duplication across the APS, finding alternative models and improving the quality of L&D products. Broader than this, is a recommendation to clarify the APSC's role within the APS, identifying where the APSC can best add value to the system. This involves 'identifying where best practice and areas of excellence exist', encouraging cross-collaboration and engagement with agencies across the service, and working harder to assist agencies in problem solving. McPhee stated that 'there is scope for the APSC to develop more of a consulting role, to assist where professional skills gaps exist in agencies, and act as a professional facilitation hub to encourage networking and the sharing of information'.<sup>5</sup>

In 2019, the Thodey *Independent Review of the APS* report recognised the adverse effects of fragmented L&D approaches on APS performance, and highlighted the need for the APSC to be reformed and reenergised, with further clarification of the APSC's role in the APS. This review identified several issues with the current L&D approach in the APS, the first being a lack of understanding of what development is needed throughout the APS, what learning offerings are available, and what is effective. The review report also stated that there 'is little guidance of what is essential or core to being a great public servant'.<sup>6</sup> A lack of systematic assessment and evaluation of the effectiveness and quality of L&D and an inability to quantify APS L&D expenditure were also cited as significant issues in the APS L&D landscape.

In recognition of these issues, the *Independent Review of the APS* recommended the establishment of an APS professions model and an APS-wide L&D strategy.<sup>7</sup> Sitting above this, Thodey recommended that the APSC develop a whole-of-APS Workforce Strategy to identify gaps in the system and plan for future capability requirements. The recommendations in this areas were accepted in *Delivering for Australians* (2019), the government's response to the *Independent Review of the APS*.

As seen in three reviews spanning ten years, further clarity regarding the role of the APSC in meeting the capability development needs of the APS is required. The *Independent Review of the APS* points out significant challenges in the APS L&D system, however these challenges are similar to those presented in *Unlocking Potential* and *Ahead of the Game*. There is still a strong need for high-quality L&D, systematic addressing of workforce management issues, reduction in duplication across the system, and clarity around the APSC's role in APS L&D.

## 1.2 Drivers impacting APS capability

There are many drivers of change including social, economic, political, cultural, demographic, and environmental, some of which have been highlighted in previous reviews of the APS. Other influences are more recent or have become more significant for governments in their relationships

---

<sup>5</sup> McPhee, S 2015 *Unlocking Potential – If not us, who? If not now, when?*, p. 81

<sup>6</sup> Thodey, D 2019 *Our Public Service Our Future: Independent Review of the Australian Public Service*, p. 196

<sup>7</sup> Thodey, D 2019 *Our Public Service Our Future: Independent Review of the Australian Public Service*, p. 200

with citizens. This paper identifies the key drivers of change, highlighting the need for change and the considerations required, and explores the relevant impacts of the COVID-19 pandemic, which has caused substantial disruption across the economy, society and in workplaces.

### **Fiscal pressures**

There are always limits on government spending, with public arguments about the appropriate allocation of resources and the drive for more efficient processes. The APS will be subject to financial constraints when the government is attempting to reduce budget deficits, particularly while the economy recovers from the impacts of the pandemic.

### **National security considerations**

There are increasing security and intelligence threats to governments, which means the APS must secure its information, assess and protect its staff, focus on confidentiality and privacy, while also offering transparent decision-making processes.

### **Competition for talent**

For the APS to 'recruit and retain the best and brightest staff', it must compete in the labour market for people with relevant qualifications and suitable skills. Likewise, there is an expanding market for advice to governments from reputable organisations; as such, the APS must retain and reinforce its place as the most appropriate and reliable source for policy advice.

### **Citizens' expectations of government**

Citizens, businesses and community organisations expect that governments are able to engage with them in an efficient and streamlined way, with clarity and fairness, through accessible channels. There is also a requirement for governments and the APS to move quickly and flexibly to respond to critical challenges.

### **Diversity and inclusion**

The community includes a multitude of perspectives and the government – and therefore the APS – should reflect and embrace these views. Moreover, the public service needs to engage with different aspirations and outlooks with respect, objectivity and competency.

### **Technology**

Advances in technology and widespread access to smart phones, gaming and social media places pressure on the APS to deliver L&D opportunities through high quality, seamless learning channels. There is also an increasing need for public servants to engage intuitively with multiple information platforms and various technologies.

### **The impact of COVID-19**

It is important to acknowledge the substantial change that has occurred across the economy and society as a result of the pandemic. These impacts are significant and could be long lasting, and have been examined for this Review.

### **Changing nature of work**

Flexible working arrangements, including working from home, part-time engagements and temporary contracts, may become more common in the APS. The way in which work is allocated and coordinated across dispersed teams is evolving quickly, affecting how work is completed and how staff are rewarded.

### **Collaboration**

Modes of collaboration in teams have changed as more employees are working in multiple locations across different platforms. Team members are spending more time in virtual meetings and telephone calls to foster collaboration, but this style of work has been isolating for some.

### **Leadership**

Management of staff and processes must change significantly in the face of dispersed teams, and managers will need to adjust their approaches to guide work tasks and assess performance. Likewise, new modes of work require organisations to move away from traditional measures of productivity and managers will be required to trust employees to complete their work when they are working from home.

### **Mental health**

Considerations regarding the impact of isolation and new work pressures on the mental health of employees is becoming increasingly important. Teams will need to support their members in disrupted workplaces in order to achieve quality outcomes.

### **Workplace structures**

As the processes of work change, there is likely to be increased complexity in organisational structures, presenting challenges around hierarchy, communication and workplace culture. The physical workplace is also likely to change as fewer people occupy desks and new technologies influence work practices.

### **Security of work**

Given the disruption to the economy throughout the pandemic, citizens may seek more stable forms of employment, particularly outside the 'gig' economy. Permanent positions in the APS provide a safety net for employees and are preferable in a volatile economic climate.

### **Safety and risk**

Crisis can have an impact on decision making and the perception of risk. It is possible that decision making will become more focussed on safety and security, and APS staff may increasingly avoid risk rather than analysing and managing it.

## **1.3 APS Workforce Strategy and APS Learning and Development Strategy**

The Review team has considered the objectives and implications of the *APS Workforce Strategy* and the *APS Learning and Development Strategy*, both of which are in development. These strategies were born out of the 2019 *Independent Review of the APS*, which highlighted the need for more effective workforce planning and high-quality, targeted L&D to ensure that the APS can continue to

meet the needs of government. Contextually this Review nests under the *APS Learning and Development Strategy*, which sits under the *APS Workforce Strategy*.

- The *APS Workforce Strategy* will aim to create a strategic and integrated approach for APS workforce management at all levels, enabling the APS to better identify, plan for and develop capabilities needed in the future.
- The *APS Learning and Development Strategy* will provide guidance for APS-wide capability development, emphasising the need for a learning culture in the APS, utilising and advancing learning technologies, outlining clear responsibilities to prevent duplication across the system, and targeting priority capability areas.

This Review of CLL identifies and defines the role of the APSC in APS L&D, to support and deliver on these strategies, and meet the APS Commissioner's statutory requirement to 'foster and contribute to capability uplift in the APS', as stated in the *Public Service Act 1999*.

While this Review of CLL is consistent with the emerging directions of the strategies, it is important to note that the *APS Workforce Strategy* and the *APS Learning and Development Strategy* will be finalised in 2021 and the detail may change as they go through approval and endorsement.

## **The future of learning and development**

The COVID-19 pandemic has led the APS to re-evaluate how work is completed and how learning occurs at work. As a result, L&D teams across the APS have been required to consider new ways of facilitating learning for their staff. In particular, CLL translated its existing course catalogue from face-to-face delivery to online delivery, applying a different set of learning design principles to ensure optimal learning experiences for participants.

This experience, and the development of the *APS Learning and Development Strategy*, has highlighted the importance of providing a range of learning opportunities to staff, rather than conforming to familiar stand-and-deliver approaches to learning. Indeed, there is now a greater expectation from participants that high quality learning experiences be readily available through a multitude of channels.

Throughout this Review, consultations were conducted with the developers of the *APS Learning and Development Strategy*. Their research has reinforced the need to move away from the language of training, courses and programs, and instead look to identify a specific capability issue and then design 'learning experiences' with the required behaviour change in mind. Their research has indicated that the success of an L&D intervention often depends on how the learning is experienced, the accountability participants felt towards each other, the community that was built as part of the learning process, and the ability of that community to work together (informally and over time) to learn through work. Additionally, people who attended the successful programs knew why they were there, and were able to apply those lessons to their work. The notion of emphasising broader learning approaches, and recognising the importance of 'on-the-job' consolidation as critical to the learning experience has shaped the advice of this Review.

## 2. Current state

### 2.1 The role and responsibilities of the APS Commissioner

The APS Commissioner has asked for advice on the role of the APSC in supporting L&D in the APS, including a consideration of the statutory functions of the Commissioner. This paper outlines the responsibilities in the *Public Service Act 1999*, the expectations of the government, and the role that the Commission could play as a central agency. It also considers the role of the Secretaries Board, of which the Commissioner is a member.

#### The Commissioner's statutory responsibilities

The Commissioner's functions are defined in section 41 of the *Public Service Act 1999*, 'to strengthen the professionalism of the APS', 'to uphold high standards of integrity and conduct in the APS', and 'to monitor, review and report on APS capabilities within and between Agencies to promote high standards of accountability, effectiveness and performance'. Section 41(2) describes the Commissioner's functions in more detail.

While section 41(2)(a) provides the most direct statement of the Commissioner's role with regards to L&D - 'to foster, and contribute to, leadership, high quality learning and development and career management in the APS' - the other functions signpost how this role might be applied; for example, in driving reforms so that the APS is future-ready, in fostering a workforce that reflects the diversity of Australia, and in promoting the APS Values, Employment Principles and Code of Conduct.

Under section 42 of the *Public Service Act 1999* the Commissioner has authority to issue directions to APS employees and Agency Heads. This includes the direction that Agency Heads are responsible for ensuring their agency has performance management policies and processes in place to 'proactively identify, foster and develop APS employees to fulfil their potential' (Commissioner's Directions 2016 s.39(1)(a)(ii)). These directions apply to the Commissioner as an Agency Head.

#### Government expectations

The Government's response to the *Independent Review of the APS* made clear that the APSC is expected to drive capability development in the APS. A number of the Independent Review recommendations relate to capability development and involve the APSC in their implementation, including:

- leading initiatives to build a pro-integrity culture, including through APS-wide induction and mandatory training
- improving and rolling out training and guidance for APS and parliamentary employees on supporting Ministers and their offices
- releasing the *APS Workforce Strategy* in 2020 to create an integrated and strategic approach to workforce management, enabling the APS to better plan for and develop the capabilities it needs in the future

- building skills and expertise, and addressing capability gaps, through the development of the professions model, and establishing the digital and data professions to build capability and support career paths in these critical areas
- developing an APS-wide L&D strategy to target investment in L&D, emerging leaders and future skills needs, and to ensure investment delivers demonstrated returns
- conducting capability assessments of all SES to help target development and guide career paths
- supporting the development of the APS leadership pipeline
- delivering essential whole-of-service induction for new recruits, and examining the feasibility of using app-based 'micro-learning' as one tool to provide this induction and to make other training easily and effectively accessible

### **The Commission's role as a central agency**

Central agencies are those that have as their mandate whole-of-government and systemic responsibilities that cross the APS. The *Public Service Act 1999* establishes the APSC's central agency mandate in relation to the employment, management and leadership of APS employees.

While there is agreement that the APSC is a central agency in a structural sense, the extent to which it discharges this role in practice is less certain. Where the *Australian Public Service Commission: capability review and strategy for the future* (2019) states that the 'APSC is a well-established, central agency',<sup>8</sup> the *Independent Review of the APS* (2019) argues that the 'APSC needs to be a high-performing agency at the core of the APS'.<sup>9</sup> The phrasing suggests that the Thodey Review saw room to improve both the performance and positioning of the organisation.

The APSC has taken up its central agency role in relation to other facets of workforce management, but is perceived to have demonstrated less Service-wide leadership in relation to capability development. Critically, it appears that the APSC needs to step into its authority to provide stronger direction and guidance, and to more actively support the Service in this area to fully realise its role as a central agency.

### **Role of Secretaries Board**

Established under section 64(1) of the *Public Service Act 1999*, the Secretaries Board, of which the Commissioner is a member, is responsible for developing and implementing strategies to improve the APS.

Over the past 10 years, successive APS Commissioners have worked as part of the Board to progress their statutory L&D responsibilities and embed the capability development recommendations of *Ahead of the Game*. The Board has supported the Commissioners' L&D agendas through a series of funding agreements and as authorising body for the *APS Leadership and Core Skills Strategies*.

The partnership between the Commissioner and Secretaries through the Secretaries Board is pivotal to the success of cross-APS initiatives, including capability development. In November 2019, the

---

<sup>8</sup> Tune, D 2019 Australian Public Service Commission: capability review and strategy for the future, p. 9

<sup>9</sup> Thodey, D 2019 Independent Review of the APS, p. 297

Board demonstrated its ongoing commitment to this work by endorsing a proposal to address structural challenges in the APSC's funding base to enable it to deliver agreed Service-wide priorities.

## 2.2 Current CLL structure and outputs

CLL is committed to ensuring 'the Australian Public Service has a contemporary, systematic approach to L&D, leadership development and talent management, centred on APS needs'. CLL directly contributes to two of the six strategic priorities in the *APSC Corporate Plan 2020-21* - Strategic Priority 2: lifting the capability of the APS, and Strategic Priority 3: building the leadership of the future.

### Organisational structure

CLL is led by an Assistant Commissioner (SES Band 1) and comprises 5 teams.

1. The Core Skills Development team is responsible for scheduling and administration, participant management, contract management, facilitator coordination and delivery of:

- Core skills programs in mixed or single agency modes
- APS Graduate Development Program

Core Skills Development also manages the Public Sector Management Program, a cross-jurisdictional middle management program leading to a Graduate Certificate in Public Sector Management, including contract management and renegotiation, and relationship management with providers and jurisdictions.

2. The Leadership Development team is responsible for scheduling and administration, participant management, contract management, facilitator coordination and delivery of:

- Leadership development programs
- SES capability development programs

This team manages the Jawun APS Secondment Program including the program management, agency partnership management, participant management and contract management.

3. The Learning Design team is responsible for:

- Designing and developing learning programs, including engaging with stakeholders, subject matter experts and external specialists
- Reviewing, refreshing and revising core skills programs
- Converting core skills programs for online delivery
- Designing SES capability development programs

4. The Learning Evaluation and Insights team is responsible for:

- Providing governance, evaluation and reporting for all learning activities
- Coordinating CLL input to APSC strategic materials

5. The Talent Strategy team is responsible for building a leadership pipeline for the future. The talent management and assessment function are out of scope for this review.



## **Learning philosophy**

The L&D philosophy underpinning the work of CLL is based on the 70:20:10 model of adult L&D. This model recognises that the majority (70%) of capability development happens through practice and reflection, a smaller proportion (20%) occurs through exposure and observation, and the smallest proportion (10%) through education-based activities, including formal courses or programs and self-directed learning activities.

## **Learning design approach**

The Learning Design team uses a four phase approach when designing new core skills programs:

1. Setup: Establish a team with a clear and shared purpose
2. Discover: Understand the context, situation and issues from user and stakeholder perspectives
3. Create: Generate and refine potential solutions to address the priority problems and issues identified in the Discover phase
4. Deliver: Identify or develop a prototype for delivery or make recommendations on meeting the needs that reflect user, stakeholder and business requirements

Existing offerings are regularly reviewed by the Learning Design team. Evaluation data, stakeholder feedback and changes in the operating environment (e.g. legislative and/or policy changes) inform how courses are prioritised for review, refresh and/or redesign, and what adjustments are made.

Leadership programs are designed and developed by the Leadership Development team in collaboration with external providers. There is no set learning design approach for this work.

## **Current offerings**

The APSC has a long history of offering L&D to the APS, predominantly through face-to-face courses, on a fee-for-service basis. Current offerings fall into two categories:

- Core Skills Development – developing capabilities necessary for effective functioning in the workplace, capabilities that are specific to the APS, and career development courses. These courses generally target APS to Executive Level staff, although professional public service courses are designed for SES staff. A number of courses are available for each of the following topics:
  - Working with people
  - Communication
  - Decision making and judgement
  - Strategy and innovation
  - Working effectively in the APS
  - Professional public service craft
  - Management
  - Building your career

A list of facilitated programs is at Attachment A.

- Leadership Development – developing the capabilities associated with the practice of using influence to bring about change. Leadership development programs target Executive Level and SES staff. CLL offers the following programs:
  - SES Orientation
  - SES Band 1, 2 and 3 leadership
  - EL2 leadership expansion
  - EL2 leadership in practice
  - Leading in a Digital Age
  - Women in leadership
  - Breakthrough conversations

### **Impact of COVID-19**

Prior to 2020, the majority of CLL programs were delivered through face-to-face facilitation. With the impact of the pandemic, many of these programs have been modified for delivery through online facilitated workshops. The following case studies demonstrate the agility and adaptability of CLL during this period.

#### *Example - Meeting APS needs in a virtual learning environment*

The move to virtual learning options had been considered by the Core Skills Development team for some time before the pandemic made it critical from early March 2020 when staff across the APS were sent home to work. Wholesale remote working highlighted a capability gap across the system: managers needed skills to effectively lead their teams in the new operating environment. Core Skills Development was aware of an externally developed course, Managing Remote Teams, covering the required capabilities. The course material was reviewed and assessed as suitable for APS use. The material was purchased, converted to virtual learning and added to the APS Online Learning Catalogue. This course has since proved to be a popular and effective way of upskilling supervisors to manage their remote teams.

#### *Example - Graduate development program adapted to support 'surge' workforce*

As part of the Government response to COVID-19, two thirds of the graduates enrolled in the Graduate Development Program were seconded to other agencies as part of the 'surge' workforce. Recognising the interruption to learning this would cause, CLL offered additional activities and coaching to support participants. As graduates returned to their normal workplaces, they were supported through a series of bridging activities to capitalise on the experience of being a part of the surge workforce. Their experience is also counted toward the completion of the Graduate Development Program for 2020.

#### *Example - Virtual delivery a success for leadership development*

There has been some apparent success with the adaptation of the Commission's leadership programs to online delivery. Early insights have included feedback from the EL2 Leadership in Practice program where participants found the breakout room feature of Zoom supported more effective small group discussion, and facilitators of the Band 2 Leadership program found that the

group's willingness and ability to reconnect and share personal and professional reflections worked well in the virtual classroom.

## Evaluation

Evaluation is essential for improving capability development initiatives and is a core part of all CLL activities. Evaluation ranges from a 'light touch' approach for short programs to a more comprehensive impact evaluation method for longer programs. Results feed into course design and redevelopment, drive continuous improvement, and inform future capability development across the APS through reporting to Secretaries Board and Talent Councils, and as part of the State of the Service and APSC Annual Reports. Attachment B provides further detail on the evaluation framework.

## Engagement across the APS

CLL works with agencies 'to develop and deliver development activities and resources that support employee development'. CLL acknowledges that its work is strengthened by communication, collaboration and consultation across the APS. CLL promotes L&D across the APS, engaging with individuals and agencies seeking advice and direction to build APS capability. It also engages at the agency L&D practitioner level, providing opportunities for colleagues to contribute to learning programs, explore issues and share experiences.

In learning design, engagement with subject matter experts is central to ensuring the integrity and accuracy of learning programs. The Learning Design team works with agency representatives during the design, development and piloting processes to ensure user perspectives are taken into account.

CLL offers a large number of activities to support capability uplift, impacting between 9,000 and 11,000 APS employees each year.

<i>Year</i>	<b>2016-17</b>	<b>2017-18</b>	<b>2018-19</b>
<i>Programs</i>	505	511	612
<i>Participants</i>	9,292	9,142	10,762

Note: All figures sourced from APSC Annual Reports. Similar figures are not available for 2019-2020 as a result of COVID restrictions stopping delivery from February – April 2020.

All Commonwealth portfolios are represented in the participant numbers above (including APS and some non-APS agencies), as well as the Parliamentary Departments. A small number of participants (who mostly access free eLearning resources) identify as state and territory public sector employees.

## Attachment A: Core skills development - Current facilitated programs

Topic	Course	Intellectual property owner
Working with people	Building relationships and engagement	Commonwealth
	Dealing with change	
	Working in teams	
	Engaging stakeholders	
	Conflict resolution	Provider
Communication	Effective communication	Commonwealth
	Practical tips for briefing the executive	
	Influencing, negotiation and persuasion	
	Influencing, negotiation and persuasion for ELs	
	Editing & proofreading	Provider
	Essential writing for APS 1-4	
	Essential writing for APS 5-6	
	Essential writing for ELs	
	Grammar and punctuation	
	Minute taking skills	
	Professional representation skills	
	Reporting writing in the APS	
	Presentation skills	
Decision making and judgement	Briefing and responding to APS decision-makers, ministers & Parliament	Commonwealth
	Using statistics	
	Improving analytical and critical reasoning	
	Administrative decision making	
Strategy and Innovation	Creative thinking at work	Provider
	Strategic thinking	
Working effectively in the APS	Procurement essentials and contract management	Commonwealth
	Structuring work	
	Developing project management expertise	
	Providing effective secretariat support	Provider
	The Professional Executive Assistant	
	Working effectively at the APS5 level	
	Working effectively at the APS6 level	
	Working effectively at the EL1 level	
	Working effectively at the EL2 level	
Professional public service craft	APS ethics and values	Commonwealth
	Understanding Government	

Topic	Course	Intellectual property owner
	Producing a quality cabinet submission	
	Crafting new policy proposals	
	Working with the minister	
	Introduction to better practice regulation	
	Appearing before Parliamentary committees	
	Policy formulation and advice: introduction	
	Policy formulation and advice: advanced	
	Policy Implementation	
	Financial management and budgeting	
	Financial management: introduction	
	Financial management: advanced	
	Financial essentials	
	Management	Building and leading high performing teams
Coaching and developing others		
Management in action		
How to provide performance feedback		
Performance management		
Planning and managing change		
Managing Remote Teams		
Leading successful projects		
Conflict resolution for managers		Provider
Strategic leadership		
Building your career	How to apply for jobs in the APS (APS)	Commonwealth
	How to apply for jobs in the APS (EL)	
	Practical tips for being successful at interview (APS)	
	Practical tips for being successful at interview (EL)	
	Writing a winning APS job application (APS)	
	Writing a winning APS job application (EL)	
	Getting that selection right	

## Attachment B: Evaluation focus, activity and data capture framework

EVALUATION FOCUS	PROGRAM TYPE	EVALUATION ACTIVITY	DATA CAPTURED
<b>Impact</b>	Selected Leadership and Core Skills	End of program action plan – Questionnaire capturing participants' action plan, i.e. individual goal setting 6-9 weeks post-program nudge - Email containing participants' specific actions sent to encourage implementation 3-9 months post-program participant interview	Action plan: Three actions for implementation Interview: Behaviour change and benefits the program has produced across the APS system (self/team/organisation)
<b>Implementation</b>	Selected Leadership and Core Skills	3-9 months post-program participant interview 3-9 months post-program manager interview	Improvement in capabilities attributed to program How learning is being implemented in the workplace, and/or barriers to implementation
<b>Capability</b>	All Leadership and Core Skills	End of program participant questionnaire	Self-report of capability against each program capability measure both before and at end of program
<b>Value</b>	All Leadership and Core Skills	End of program participant questionnaire	Blend of quantitative and qualitative data including: relevance, intention to implement learning, overall value of learning, and general feedback
<b>Program design</b>	Selected Leadership and Core Skills	Various, e.g. observation of program delivery, interviews with program designers and facilitators, focus groups with participants, examination of program artefacts	Observations Interview transcripts and data Findings and recommendations for improvement

## 2.3 Current performance

CLL's programs are continuously evaluated to understand the impact of learning on participants' skills and capabilities. The *2019-20 APSC Annual Report* notes that performance metrics across the suite of L&D programs delivered by the APSC showed strong results. This paper provides a summary of the performance of CLL's Core Skills and Leadership Development programs, and consultation feedback on strengths and areas where the APSC's performance could improve.

### Core Skills Development

Evaluation data from 2018-19 showed positive capability shifts for participants, and consistently high results for the value and relevance of the Core Skills Development programs.

- Capability shifts ranged from 10 to 75 per cent. The programs with the largest shifts were: Producing a quality cabinet document; APS frameworks; Coaching and developing others; and Planning and managing change.
- The programs rated to have *100% relevance to the participant's role* were: Working with diversity; Appearing before parliamentary committees; and Working with the Minister.
- The programs rated *100% in terms of overall value* were: Appearing before parliamentary committees; Working with the Minister; Building and leading high performing teams; Planning and managing change; APS frameworks; Introduction to better practice regulation; and Using statistics.

Positive qualitative feedback received in 2018-19 included that the programs allowed participants to collaborate and build relationships with staff across the APS, and to undertake a variety of exercises and activities that delivered knowledge and practical training in an engaging way.

### Leadership Development

Evaluation data from 2019 showed positive capability shifts for participants, and high perceptions of the value and utility of the Leadership Development programs.

- Capability shifts ranged from 17 to 61 per cent. The programs with the largest shifts were: Leading in Digital Transformation (61%); Women in Leadership (52%) and EL2 Leadership in Practice (43%).
- The proportion of participants who agreed or strongly agreed that the programs were valuable ranged from 96 to 100 per cent across the programs.
- The proportion of participants who agreed or strongly agreed that they intend to apply the learning ranged from 93 to 100 per cent across the programs.
- The proportion of participants who agreed or strongly agreed that they would recommend to others ranged from 90 to 100 per cent across the programs.

Positive qualitative feedback received in 2019 included that the programs allowed participants to engage with and learn from SES leaders, and highlighted the importance of constant learning, including from peers.

## Consultation feedback

The strengths of the APSC's L&D programs were highlighted throughout the consultation process, including that the programs are able to deliver fundamental APS-wide training and send a clear One-APS signal. Many Secretaries also indicated strong support for SES participating in the APSC's Leadership Development programs, noting that the programs provide a unique opportunity to develop both individual participants and a cross-APS ethos through peer engagement.

However, a number of key themes were identified through the consultation process which indicated areas where the APSC's performance could improve. These included that the APSC could:

- collaborate and engage more effectively with agencies on L&D directions and initiatives
- offer a smaller range of APS specific skills, rather than training on a broad set of professional skills, which can be delivered by external providers
- utilise its unique role at the centre of APS L&D to play a key role in endorsing standards and guidelines for L&D content, and methods for evaluation and review
- better support Professional Streams and the Heads of Professions in the form of standardised offerings, coordination and facilitation across the Professional Streams, as well as specific advice to the Heads of Professions
- enable greater mobility into the Commission from agencies to co-design learning products
- assist with reducing L&D duplication across the APS
- play a key role as a quality assurer of L&D priorities and products

## 2.4 Learning and development system

The wider system of L&D includes the private sector, registered training organisations and academic institutions. The paper outlines the comparative options available to the APS.

### Private sector offering non-accredited learning and development

Private sector providers offering non-accredited L&D options include private companies, consulting firms and educational institutions.

#### Core skills programs

The core skills programs offered by CLL are highly beneficial to the APS with the content tailored to the APS audience and facilitators with significant APS experience delivering the programs. However, there is significant commonality between CLL's core skills work and that of private providers, including:

- the range of programs offered – focusing on skills development for the workplace, with courses in writing, communication and change management
- average duration of programs – usually a single day
- cost of the programs – a single day CLL program costs \$675 per participant, private sector programs cost in the range of \$400 – \$700 per participant
- delivery modes – many providers offer both online and face to face training



For the majority of CLL programs, there is a comparable private sector program available and as a result private sector providers and academic institutions are viable providers of programs covering many of the capabilities currently offered by CLL. Private providers own the intellectual property of some of the programs offered by CLL, including the policy formulation and financial management programs, meaning they could be delivered directly to agencies. A comparison of CLL and private sector non-accredited offerings is at Attachment C.

### **Leadership development programs**

There is a plethora of leadership development programs in the market, however a comparison with CLL's programs is difficult given their explicit focus on building a One-APS leadership capability. CLL's programs have been designed specifically for the APS, and offer access to senior APS executives and mentors while also building valuable networks for the participants across the APS.

### **Registered training organisations offering accredited learning and development**

Registered training organisations (RTOs) provide and assess nationally recognised training and must meet the Australian Quality Training Framework 2019 (AQTF 2019) standards. The range of courses extends across all vocations and includes accredited courses catering to government. CLL is not an RTO so it is difficult to compare with these providers.

A number of agencies use RTOs to provide accredited training for their staff. In most cases, this training includes a number of general modules with more specific learning options developed to meet agency needs while remaining aligned with the AQTF standards.

### **ANZSOG and universities**

The Australia and New Zealand School of Government (ANZSOG) and academic institutions offer a range of award and non-award programs. A number of tertiary-level award programs has been developed on behalf of, and in partnership with the APS, including Masters and Graduate Certificate programs focused on public administration, public policy, public sector management, finance and economics. CLL is focused on the delivery of APS development activities and this work is not comparable with the award programs offered by academic institutions.

## Attachment C: Comparison of CLL and private sector non-accredited offerings

Non-accredited learning and development offerings	
Core Skills Development offerings	Private Sector offerings
Working within & across teams: Working in teams	Team Leader Skill Set – Nationally approved vocational course
Working effectively in the APS: Building project management expertise Management: Leading successful projects	Applied project management – Australian Institute of Management Project Management and Leadership Certificate
Professional public service craft: Understanding government	Public Sector Essentials – CIT Solutions
Communication: Essential writing APS 1-4, 5-6, ELs	The essentials of Australian Government writing style – Ethos CRS
Building your career: How to apply for jobs in the APS: APS & ELs Practical tips for being successful at interview (APS levels)	Job Application and Interview Skills – Interaction Consulting
Professional public service craft: Financial management and budgeting Financial management: Introduction Financial management: Advanced Financial essentials	Budget and Financial Essentials Training: Australian Government Finance Management Framework Management, Commitment and Spending Public Money Australian Government Charging Policies: Cost Recovery and Competitive Neutrality – Australian Capital Training Group Pty Ltd
Working with people: Dealing with Change	Change management – Major Training Services

## 2.5 Current financial arrangements

CLL has historically been financed through a mixture of fee-for-service and Memorandum of Understanding (MoU) income from agencies, with occasional appropriation funding through new policy proposals for specific projects. This paper summarises CLL's current revenue sources and fee-for-service approach, and outlines the Australian Government cost recovery and competitive neutrality principles and the benefits of their application.

### Current revenues sources

Over the past three years, the main revenue sources for CLL were:

- \$3 million from MoUs with agencies to support the APSC's L&D work, which Secretaries Board agreed in November 2019 to convert into a base level of appropriation funding.
- \$9 million in fee-for-service income raised through charging agencies for participation in APSC L&D programs, including core skills development, leadership development and talent management.

CLL has run on a broadly cost-neutral basis for the past three years; however, there have been some internal cross-subsidy arrangements. A breakdown of CLL's revenue and expenses over the past three years is at Attachment D.

### Current fee-for-service approach

CLL's current approach to setting fees does not account for full recovery of costs:

- The core skills development and leadership development programs only recover the estimated direct delivery costs (facilitators, venue, training materials and employees). This excludes direct costs for the design, development and evaluation of these programs, and indirect costs, such as corporate overheads.
- The talent programs recover most supplier expenses.
- Any employee and supplier expenses not recovered through fees are covered by revenue from MoUs or fees from more profitable programs.

Previous reviews have identified issues with this fee-setting approach. The *Nous Review of APSC financial priorities* (September 2016), which considered how the APSC's fee-for-service activities and charging policies can better reflect its strategic priorities and value proposition, found that most of the APSC's fee-for-service activities are cross subsidised with appropriated revenue. The *Axiom Internal audit report* (May 2019), which assessed the efficiency and effectiveness of the APSC's current funding model, found that there is no clear approach to assessing the costs of each activity and no consistent method for the charging models put in place.

Further, the *APSC capability review and strategy for the future* (August 2019), which assessed the Commission's ability to meet future objectives and challenges, recommended that the APSC's appropriation be used on high-impact services valued by many agencies, that are not duplicative of those available in the market, and which are aligned with its strategic role.

### Cost recovery and competitive neutrality principles

The *Australian Government Cost Recovery Guidelines* note that where there are ongoing government activities for which only government entities are charged, a number of principles should be applied, including only recovering the efficient costs of the specific activity, and consulting the agencies charged and agreeing on the charges, the costs included and the standard of the service provided.<sup>10</sup>

Also, the *Australian Government Competitive Neutrality Guidelines for Managers* suggest that to eliminate any net competitive advantage that may result as a consequence of government ownership, entities should ensure that the prices for services are at least sufficient to earn a commercial rate of return overall and reflect full cost attribution.<sup>11</sup>

Although CLL's activities don't operate in a commercial market, and therefore strict adherence to the Australian Government cost recovery and competitive neutrality principles is not a requirement, there are a number of benefits that can be achieved through their application, including:

- improving transparency and accountability
- ensuring public resources are used as efficiently as possible
- establishing a better basis for resource allocation decisions
- the unwinding of cross subsidises in service provision

---

<sup>10</sup> *Australian Government Cost Recovery Guidelines - Resource Management Guide No. 304* (July 2014)

<sup>11</sup> *Australian Government Competitive Neutrality Guidelines for Managers* (February 2004)

## Attachment D: CLL's revenue and expenses 2017-18 to 2019-20

	2017-18	2018-19	2019-20	3yr Average	
	\$ (000)	\$ (000)	\$ (000)	\$ (000)	%
<b>Revenue Stream</b>					
Core Skills Development (including GDP and In-Agency)	4,274	5,111	3,689	4,358	34
Leadership Development	5,362	4,130	3,507	4,333	34
Property	4	1	185	63	0
Talent Strategy	638	657	1,472	922	7
Executive	2,680	3,586	3,169	3,145	25
Learning Design	-	-	6	2	0
<b>Total Revenue</b>	<b>12,958</b>	<b>13,484</b>	<b>12,028</b>	<b>12,823</b>	
<b>Supplier Expenses</b>					
Core Skills Development (including GDP and In-Agency)	1,381	1,241	781	1,134	19
Leadership Development	3,156	3,359	2,153	2,889	47
Property	161	237	310	236	4
Talent Strategy	853	973	1,491	1,106	18
Executive	220	42	42	101	2
Learning Design	919	546	139	535	9
Evaluation and Reporting	43	42	51	45	1
Business Management	-36 <sup>1</sup>	136	50 <sup>2</sup>	50	1
<b>Total Supplier</b>	<b>6,700</b>	<b>6,574</b>	<b>5,017</b>	<b>6,097</b>	
<b>Employee Expenses</b>					
Core Skills Development (including GDP and In-Agency)	1,296	1,417	1,324	1,346	20
Leadership Development	884	985	991	953	14
Property	121	27	0	49	1
Talent Strategy	678	788	894	786	12
Executive	305	340	358	334	5
Learning Design	1,017	784	977	926	14
Evaluation and Reporting	162	223	230	205	3
Business Management	632	871	751 <sup>2</sup>	751	11
Corporate Cost Allocation <sup>3</sup>	1,409	1,373	1,353	1,378	20
<b>Total Employee</b>	<b>6,503</b>	<b>6,807</b>	<b>6,878</b>	<b>6,730</b>	
<b>Total Expenses</b>	<b>13,203</b>	<b>13,382</b>	<b>11,895</b>	<b>12,827</b>	
<b>Surplus</b>	<b>-245</b>	<b>102</b>	<b>133</b>	<b>-3</b>	
<b>Surplus Margin</b>	<b>-1.89%</b>	<b>0.76%</b>	<b>-1.10%</b>	<b>-0.03%</b>	

1. This figure is negative due to a one-off adjustment.
2. This figure has been derived by averaging the two previous year's Business Management expenses. This is to ensure that the movement of the Business Management function to another Group in 2019-20 doesn't artificially increase CLL's surplus.
3. Corporate cost allocation accounts for employee on-costs including staff provisions and superannuation, training, ICT and HR services, property, rent and commission for corporate support (Hub, insurances).

## 2.6 APS Professional Streams

In 2019, the *Independent Review of the APS* recommended establishing an APS professions model to deepen capability and expertise in areas of critical need. The HR Professional Stream, developed in partnership with the Australian Taxation Office, was launched in October 2019. This was followed by the Digital Professional Stream in March 2020, a collaborative effort with the Digital Transformation Agency, and the Data Professional Stream in September 2020, with the Australian Bureau of Statistics.

In the Australian model, a Head of Profession is appointed for each Stream, with the APS Commissioner having overall responsibility as Head of Professions. This proposed APS Professions Framework requires each Professional Stream to develop and implement strategies focused on four areas: leadership and membership; capability development; career pathways; and engagement. It is anticipated that these initiatives will support targeted development and career paths for APS employees in critical roles.

### The Commission's role in APS Professional Streams

Under strategic priority two (Lifting the capability of the APS) of the *APSC Corporate Plan 2020-21*, the Commission commits to embedding the Professions model. The APSC currently plays a governance and oversight role, however there are strong arguments for the APSC to provide greater support and coordination, particularly with regards to capability development and career pathways. These arguments include:

- The Commission's central agency responsibility for APS workforce matters, including capability development
- The Commissioner's overarching role as Head of Professions
- The APSC's existing learning design expertise
- The potential for common capability gaps between professions to be addressed through outputs with APS-wide application, thus achieving economies of scale
- The opportunity to embed professions in the APS architecture through capability development

While the home agency of each Head of Profession might provide resources to establish, administer and deliver initiatives of the Stream, this may not be possible for all of them.

## 3. Future state

This Review recommends reforming the APSC's role in supporting L&D across the APS to ensure a more strategic, integrated approach. This section outlines the operational model, priorities for capability development and the L&D approach recommended for the APSC's L&D function. It then proposes the establishment of an APS Academy to give effect to the operational model. A new approach for setting fees for the Commission's activities is also included.

### 3.1 A new operational model

The reform of the Commission's role in L&D centres on an operational model that reinforces its central role in building capabilities across the APS (see Attachment E). The model seeks to:

- strengthen partnerships and engagement with agencies
- develop and deliver initiatives to ensure a pro-integrity culture
- lead the development of public service craft capabilities
- support the APS Professional Streams
- continue SES talent management and leadership development
- continue to lead and deliver central graduate development
- expand evaluation support for agencies to assess the impact of learning initiatives

The operational model is structured along the path of a conventional learning design process (engage and analyse – design – develop – deliver – evaluate and review). It encourages a broader approach to L&D, drawing on a wide range of instruments to support overall performance improvement (including on-the-job learning, coaching and mentoring and mobility), and takes a whole-of-APS approach with regard to strategy, analysis and advice, in partnership with agencies.

#### **Engage and analyse: enhancing One-APS scanning and futures work**

Successive reviews have delivered the consistent message that the APSC should perform a stronger central agency role with respect to whole of system L&D functions. This Review recommends that the APSC invest in an upfront strategic engage and analyse pillar of the learning design process as part of its role at the centre of the APS.

This engagement and analysis should occur through a consultative approach, with an explicit outward-facing method that involves all agencies, so that the Commission's advice continues to be well-grounded in identified agency L&D priorities.

The APSC should offer strategic direction on L&D, identifying future learning needs and anticipating opportunities and challenges on a consistent basis. This function is an important part of the APSC providing 'service for the Service'.

## **Design, develop and deliver**

### **Ensure a consistent approach to One-APS imperatives**

As the fundamental expression of the Commissioner's statutory responsibilities under the *Public Service Act 1999*, there is a strong case for the APSC to expand its role with regard to building capabilities that might be described as 'One-APS imperatives'<sup>12</sup> – the specific skillsets required to operate successfully in the APS.<sup>13</sup> The public service craft capabilities are to (see Attachment F):

- Demonstrate leadership that inspires a sense of purpose and drives high performance
- Promote and warrant a pro-integrity culture across the APS
- Contribute to good governance by providing rigorous advice to Ministers
- Broker policy design and development across government
- Ensure effective delivery and implementation of government decisions
- Engage with and synthesise input from business, communities and citizens

In developing these capabilities, this Review has emphasised the importance of broader learning approaches, and in particular, the role of 'on-the-job' consolidation as a critical part of the experience, as well as using experiential learning and mobility to enhance capability development. This Review recommends providing implementation advice to agencies which includes guidance on integrating development with workforce planning, performance management and promotion processes.

The APSC ought to lead and direct the content of these crucial capabilities for the whole APS, without assuming that the Commission should undertake each element of the 'design – develop – deliver' process.

The APSC currently delivers a number of successful One-APS activities, including robust induction and SES talent management and the Graduate Development Program, which develops fundamental public service skills in the APS's newest recruits. This work should continue.

### **Support the learning objectives of the APS Professional Streams**

This Review recommends that the Commission develop a specific support function for the Professional Streams to provide capability development expertise. In addition to the Commission's current governance role with the Professions, this support would entail working with the Professional Streams to identify capabilities, understand capability gaps and design appropriate mechanisms for capability uplift. The extent of collaboration with, and support for, each Professional Stream would be negotiated separately and delivered flexibly, depending on its overall strategy and identified capability needs. One approach could be for a senior APSC representative to join each Stream's cross-agency reference group as it undertakes planning activities. This would enable the APSC to assist each Professional Stream and coordinate information and actions among the Streams.

---

<sup>12</sup> Tiernan, A 2015, *Craft and Capacity in the Public Service*

<sup>13</sup> Rhodes, R. A. W. 2014, *Recovering the 'craft' of public administration in network governance*



The Heads of Profession will remain responsible for the substantive content of the Professional Stream, including the technical and domain specific knowledge and skills to be developed through learning approaches in each Professional Stream.

### **Partner with agencies to drive capability development**

The Review recommends that the APSC remains involved in ensuring a consistent approach across the Service to the development of APS capabilities more broadly, particularly through the implementation of the *APS Learning and Development Strategy*.

The APSC is well placed to partner with agencies to collaborate on capability development based on whole of APS data. The APSC would have a stronger focus on developing capability frameworks and pathways, learning tools and approaches, and other specialist L&D advice; but where there are efficiencies to be gained, it could work with partner agencies to source, evaluate and make available quality assured frameworks and tools. As part of the transition to the new operational model, the APSC will work with agencies to identify alternative delivery mechanisms for the Commission's current core skills programs. It might also maintain a preferred supplier register to facilitate L&D for agencies.

### **Evaluate and review: enhancing One-APS scrutiny and impact analysis**

As a wrap-around function, this Review recommends that the APSC invest greater resources in the evaluation and review function. This expert, specialist team would link with the upfront strategic foresight function as well as analyse feedback and data from learning processes to assess effectiveness and impact. In turn, this reporting would be a valuable input to agencies' design and development of their own learning strategies and would also support the Professions.

### **Learning and development approach**

The Review recommends that the APSC's L&D approach should be state of the art, but tempered by the need to be 'fit for purpose'. This approach recognises both the constraints of operating in the public sector (e.g. spending public money) and the need to support the capability development of a diverse, dispersed workforce. It recommends that, following a transition period to July 2021, the APSC focus on learning approaches to build APS public service craft capabilities and thereby reduce offerings of general professional skills courses. Development activities should apply the principles and recommended approaches from the *APS Learning and Development Strategy*, with a focus on a learning culture, learning in the workplace, and learning for performance.

Accordingly, the APSC will curate and develop resources in three tiers:

- Base-level products designed for broad circulation will be provided free of charge across the APS. These are likely to use digital learning modes, such as apps, micro-credentials and self-guided online learning.
- The next level will comprise resources and products to be delivered by agencies, with guidance from the APSC.
- The third level for the development of public service craft capabilities will need to be more intensive and will be provided on a fee-for-service basis. It is expected that this intensive

development would include a number of discrete, targeted activities supported by coaching, experiential and peer learning leading to real and sustained behaviour change.

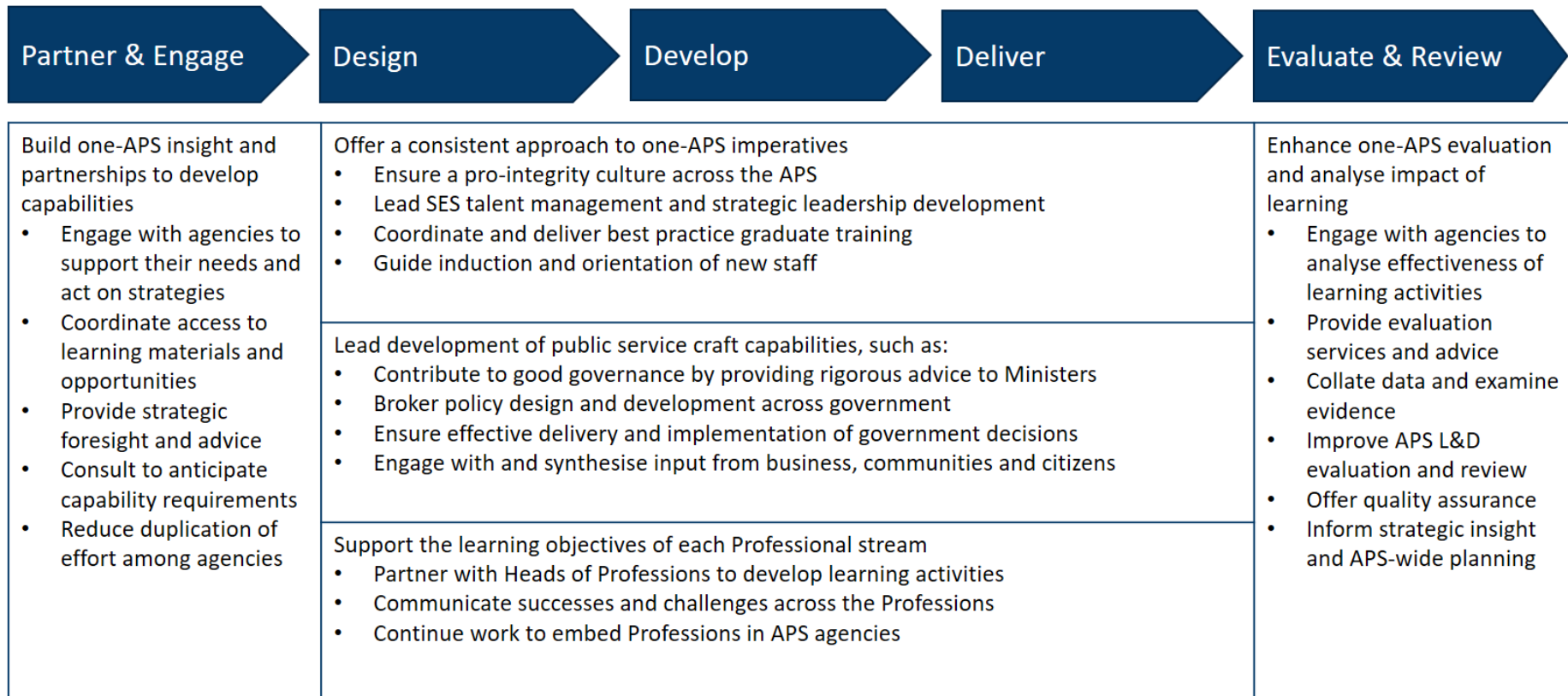
For further detail see Attachment G.

The APSC should continue to deliver the graduate development program, leadership development programs and talent management activities, noting that these activities may evolve in line with the actions of the *APS Learning and Development Strategy*. The Commission will continue supporting the Public Sector Management Program and the Jawun APS Secondment Program.

### **An ethos of excellence**

Previous reviews have urged the Commission to commit to excellence in its L&D function – to support aspirations for excellence for the APS as a whole. This Review asserts that the Commission should aspire to excellence in everything it does in L&D – to be at the leading edge of thinking about public service capabilities, especially with regard to modern workplace learning approaches. The Commission will need to invest in its own capacity and culture to partner effectively with the whole of the APS to boost capabilities, to demonstrate that it aspires to excellence in fulfilling its central agency role. Possible actions to embed excellence are at Attachment H.

## Attachment E: Operational model for APSC role in APS learning and development



## **Attachment F:**

### **One-APS ‘public service craft’ capabilities**

#### **1. Demonstrate leadership that inspires a sense of purpose and drives high performance**

To be developed in partnership with Secretaries Board and APS Talent Councils

Show courage and resilience; demonstrate self-awareness and commitment to learning; imbue trust; value diverse perspectives; sponsor collaboration and collegiality; develop people, empower teams and build capabilities; identify opportunities and challenges, generate new ideas, and foster experimentation; steer and implement change

#### **2. Promote and warrant a pro-integrity culture across the APS**

To be developed in partnership with PM&C and Home Affairs

Model and promote APS values with colleagues, staff and stakeholders; be ethical and trustworthy; exercise authority in a manner that builds confidence in the APS; consistently demonstrate behaviours that respect all people, is professional, objective, innovative and efficient; be honest and act with care and diligence; be open and accountable

#### **3. Contribute to good governance by providing rigorous advice to Ministers**

To be developed in partnership with PM&C, Treasury and Finance

Demonstrate deep understanding of the political context in which the APS operates; communicate clearly to outline policy or program options to Ministers; lead the development of legislation to implement government policy; work constructively with state and territory governments; work effectively with Parliamentary oversight

#### **4. Broker policy design and development across government**

To be developed in partnership with PM&C, Treasury and Finance

Display expertise to drive and influence policy processes from translation of government decisions into new policy proposals, to Ministerial approval and into ERC, NSC and Cabinet; use evaluation outcomes and evidence of success to construct policy options; assess risks and innovative approaches; be comprehensive in consultations to refine implementation

#### **5. Ensure effective delivery and implementation of government decisions**

To be developed in partnership with Services Australia and Defence

Lead strategic planning for effective implementation of government policy; manage potential risks with opportunities for innovation; understand interactions between policy intent and delivery imperatives; display commercial intelligence when commissioning services; learn from previous projects and integrate new ideas into system design

#### **6. Engage with and synthesise input from business, communities and citizens**

To be developed in partnership with Industry, DSS and NIAA

Deploy experience to consult, co-design and negotiate with stakeholders to achieve effective outcomes; partner with community organisations to share objectives and implement initiatives; engage authentically to build respectful ongoing relationships; display cultural intelligence when interacting with Indigenous peoples and communities

The first two capabilities are behavioural and cross-cutting. The others are domain specific.

## Attachment G: APSC's learning and development approach

APSC L&D Offerings: Integrity and four one-APS capabilities			
Levels	Offering description	Delivery mode	Fees
<u>Level 1</u> : Online modules and accessible resources	<ul style="list-style-type: none"> <li>Audience: All APS</li> <li>Current example: APS Induction eLearning modules</li> <li>Future example: Integrity e-learning module for new starters</li> </ul>	<ul style="list-style-type: none"> <li>Self paced online learning delivered through <a href="#">APSLearn</a></li> </ul>	Expenses for the design, development and delivery (including employee and supplier costs) for all levels are fully cost recovered in fees for level 3: <ul style="list-style-type: none"> <li>Level 1 and 2 = no fees charged</li> <li>Level 3 = \$4,000 per participant for a four day program</li> </ul> These fees are broadly consistent as those for comparable offerings in the private market.
<u>Level 2</u> : L&D offerings generally	<ul style="list-style-type: none"> <li>Audience: All APS</li> <li>Current example: Core skills courses designed and developed by APSC and made available for agencies to deliver</li> <li>Future example: Integrity modules designed and developed by APSC and delivered by agencies</li> </ul>	<ul style="list-style-type: none"> <li>Available to agencies to deliver internally</li> </ul>	
<u>Level 3</u> : Intensive offerings delivered to small groups	<ul style="list-style-type: none"> <li>Audience: Individuals identified by their agencies</li> <li>Current examples: Leadership programs and Management in Action</li> <li>Future examples: Integrity and four one-APS capability intensive offerings</li> </ul>	<ul style="list-style-type: none"> <li>APSC to manage delivery using external facilitators</li> </ul>	

## **Attachment H: Conditions for excellence**

The Commission should strive for excellence across all of its functions, especially its L&D capability, and must set expectations and implement processes to ensure this outcome. The Review identified a number of conditions required for 'excellence' to prevail. These conditions, and possible actions that would support the achievement of excellence, are outlined below. These suggestions are indicative of the attitudinal and practical shifts that would support a culture of excellence.

### **Recognition**

- The partnership between the Commissioner and Secretaries through Secretaries Board is clearly communicated across the APS.
- The scope of Commission and agency responsibility for capability development is clearly defined, articulated and operationalised.

### **Experimentation and risk**

- The Commission's Executive makes clear its expectations of excellence, including acceptance that experimentation involves risk.
- There is clarity about acceptable levels of risk for various activities and escalation points.
- There is permission to experiment, to push the boundaries and to learn from failure.

### **Organisation**

- There is true partnership across the Commission and an attitude that seeks to actively identify and overcome roadblocks and champions different approaches.
- The whole Commission works together to achieve outcomes - everyone understands each other's priorities and how their work connects, and there is respectful engagement across the organisation.
- Processes are established to ensure effective information sharing.
- There is proactive engagement when there may be overlap or the need to call on others' expertise.
- Greater emphasis is placed on internal mobility. This may include an annual internal transfer round, a 'professional development' secondment system, greater use of career conversation data to inform stretch opportunities and movements, and/or the implementation of an 'internal EOI first' policy.

### **Capability**

- The capabilities needed for excellence in L&D are identified, developed and deployed.
- Expectations of professional development for every employee are made clear.
- A staffing strategy is designed and implemented effectively, with flexible staffing practices such as secondments, temporary transfers, internships, and strategic partnerships. External mobility to agencies and other partners is encouraged.

- L&D staff capability and currency is maintained through active engagement with leaders in its field, both within and outside the APS.

## 3.2 Proposal to establish an APS Academy

The *Independent Review of the APS* recommended considering a dedicated public sector academy to develop APS staff. This Review has examined the experience and approach of a range of jurisdictions, as set out in Attachment I. We propose that a new APS Academy structure be established to give effect to the broader capability development measures outlined in this Review.

### Why an academy?

An APS Academy to lead the transformation of APS L&D practice. The Academy would be a clear signal that the APS is serious about pursuing excellence in capability improvement.

An APS Academy would mark a transformation in the APSC's L&D practice. It would build on the success of CLL with an unashamed focus on developing capabilities unique to the public service.

This Review recommends an APS Academy that is outward facing, seeking to grow and nurture enduring partnerships with government agencies, learning providers, academia and others. It would act as a connector and coordination hub providing agencies with the support needed to ensure that staff have access to quality L&D in the most effective and appropriate forms.

The APS Academy would not be a 'bricks and mortar' institution. While there would be some delivery, this Academy is conceived as something more akin to a 'learned academy' which provides independent, authoritative and expert advice, and promotes excellence in their field. The APS Academy would be committed to supporting continuous learning, growth and high performance.

This Review recommends an Academy model that suits the APS's decentralised system, while providing consistent support from the centre. The APS Academy would play an important role in guiding and supporting cross-APS workplace learning, transforming the way that the APS thinks about L&D, while working with agencies in a collaborative, cooperative manner to harness economies of scale and reduce duplication.

### Proposed functions of an APS Academy

#### Partner and engage across the APS

- Grow and nurture enduring partnerships with departments and agencies, as well as academia, workplace learning specialists, states and territories and others
- Provide strategic foresight on the future of work and capabilities required
- Facilitate cooperation across the system, including to share resources
- Implement, review and refresh the *APS Learning and Development Strategy*
- Undertake and share research on modern workplace learning and new ways of working
- Develop tools and resources to inform learning processes and support workplace learning
- Support L&D capability uplift across and within agencies
- Support the implementation and growth of APS Professional Streams
- Manage cross-APS mobility programs, such as Jawun

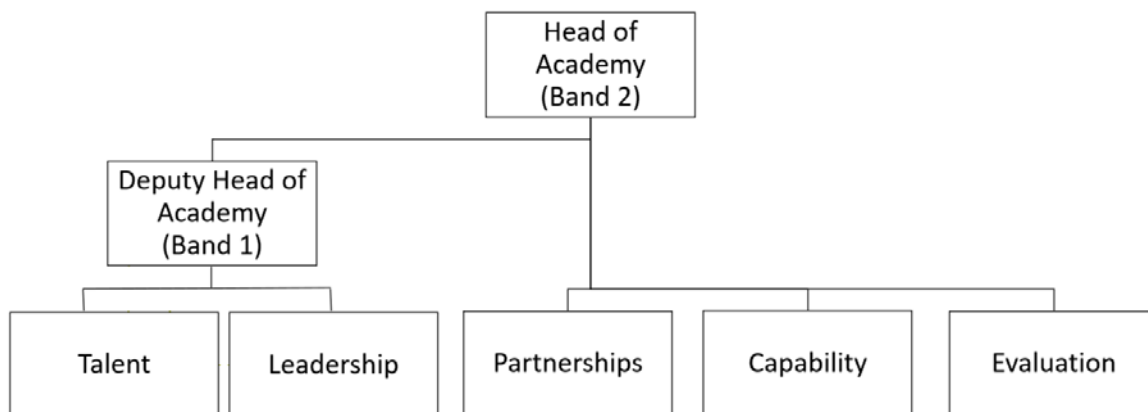


- Improve APS-wide L&D evaluation and review
- Support APS-wide access to technology that supports high quality learning

**Ensure a consistent approach to one-APS imperatives**

- Adopt the approaches recommended by the *APS Learning and Development Strategy* to support high performance across the APS
- Co-design, develop and deliver activities focused on one-APS imperatives, such as integrity and leadership
- Lead SES talent assessment and senior role succession planning
- Support agency talent management activities
- Support development of leadership capabilities at all levels
- Manage SES capability assessment
- Guide induction, orientation and graduate development

**Proposed structure of an APS Academy**



Further detail about the functions of the proposed Academy are set out in Attachment J.

## **Attachment I:**

### **Jurisdictional comparisons**

#### **Academies, colleges, and schools**

In its consideration of learning and development in the APS, the Thodey Review suggested that the experience of other public sectors that use dedicated public sector academies to develop their staff could provide useful guidance for the APS. This Review has taken up this suggestion and looked at the academies, colleges and schools of a number of jurisdictions, both nationally and internationally, that might provide insights or examples that the APS might usefully adopt.

#### **International comparisons**

##### **Singapore (Civil Service College)**

- Focused on enhancing the public service, equipping public agencies to be future-ready and innovating with technology. The Singapore Civil Service College has an app supporting on-demand learning.
- Programs include Foundation programs (for new civil servants); Milestone programs (transition to management); Learning Pathways (to develop specific skill sets); and customisable in-house programs.

##### **United Kingdom (Civil Service Leadership Academy, Civil Service Learning)**

- Has separate organisations servicing leadership and general capability - the Civil Service Leadership Academy providing leadership development for SES-equivalents and Civil Service Learning offering core and mandated learning for civil servants from base grade to EL2 equivalent.
- The UK has an embedded professions model, with each of the 28 professions having a competency framework.

##### **Canada School of Public Service**

- Is legislatively mandated to provide a common, standardised curriculum.
- The School's programs are divided into five business lines: Respectful and Inclusive Workplace; Public Sector Skills; Indigenous Learning; Transferable Skills; Digital Academy.
- It has a significant organisational footprint, with 595 staff and 2019 budget of \$81m.

##### **New Zealand Leadership Development Centre**

- Is the primary vehicle for sector-wide leadership development.
- It works in partnership with agencies to deliver a range of products, programs and services, including research, assessments, programs, workshops, toolkits, online resources and advice.

## **Australian comparisons**

### **NSW Leadership Academy**

- Focussed on enhancing the skills and capabilities of existing and emerging leaders.
- Programs include: Leading the Sector, Leading an Agency, Leading Executives (Band 2), Leading Executives (Band 1), Aboriginal Career and Leadership Development Program, Executive Leadership Essentials Program.

### **Victoria Leadership Academy**

- Designs and delivers programs to support leadership development for executive officers in the Police and Public Service.
- Three level-specific programs focus on helping executives develop new ways of thinking, leading and working.

## **Conclusion**

The exemplar models outlined above display a clarity of purpose, quality of content and system wide support to which the APS should aspire. However, none of these models offer a strategic approach or content that would be directly applicable to the needs of the APS. Canada, Singapore and the UK each have centralised capability development for both leadership development and a wide range of other capabilities, and they have almost exclusive influence over the development of their Service's employees. This approach is unworkable in the devolved Australian context.

On the other hand, New Zealand, Victoria and New South Wales provide central leadership development for senior and emerging leaders, but this work does not extend to general capability development. In the APS, a focus from the centre on leadership, integrity and public service craft is critical for a fit-for-purpose public service.

Additionally, these organisations appear to mostly operate as conventional educational institutions focussing on delivery. There appears to be less consideration given to guiding and supporting cross Service workplace learning, or to providing independent, authoritative and expert advice and working with agencies in a collaborative manner. This Review has considered these points as part of its recommendations.

## **Attachment J: Proposed functions of the Academy**

### **Talent and Leadership Group – key functions**

The Talent and Leadership Group would be responsible for designing, developing and delivering leadership development and talent activities. Led by an Assistant Commissioner, the group would comprise two teams.

#### **Talent team – key functions**

- Design, develop and deliver SES Band 1 and 2 capability assessments
- Support cross-APS SES talent management
  - Provide secretariat support to the Secretaries Talent Council
  - Provide secretariat support to the Deputy Secretaries Talent Council
  - Support senior role succession planning
  - Design, develop and deliver SES Band 1 and 2 talent assessment processes
- Provide advice, guidance and tools to support early and mid-career talent management by agencies
- Support the role of the APS Commissioner on the Sir Roland Wilson Foundation Board
  - Act as APS liaison for annual scholarship rounds
  - Manage the relationship with Foundation staff

#### **Leadership team – key functions**

- Design, develop and deliver leadership development focused on the themes identified in the *APS Learning and Development Strategy*. These activities will employ modern workplace learning techniques and approaches, including experimenting with innovative, cutting-edge technology and mechanisms, maintaining a focus on user-centred design, and ensuring inclusivity and accessibility of output
- Consistent with the findings of the *APS Learning and Development Strategy* and with the view that leadership in the APS is practiced at all levels, design, develop and deliver early and mid-career leadership development (e.g. APS5/6 and EL1), including a focus on fundamental people management practices
- Design, develop and deliver dynamic SES leadership development based on individual capability assessments. This development need not be programmatic, and might be highly individualised, bringing together individuals with similar development needs regardless of classification. An active alumni community consistent with the 'one-APS' ethos of central leadership development is encouraged.
- Design, develop and deliver SES skills activities based on capability assessments and standard SES capability requirements
- Design, develop and deliver orientation to the SES for newly appointed and promoted individuals

- Manage an SES coaching register, including working with coaches to understand their strengths and specialisations, and with agencies to understand their needs, in order to provide an advisory service
- Support the development of SES Band 3s
- Support the APS Commissioner as Chair of the ANZSOG Board

### **Workplace Learning Group – key functions**

The Workplace Learning Group would be responsible for transforming the way in which the APS thinks about L&D. The group will lead the implementation of the *APS Learning and Development Strategy*, focus on engaging with agencies, designing and delivering a suite of key APS capabilities, and provide an enhanced evaluation function. Led by a First Assistant Commissioner, the group would comprise three teams.

### **Partnerships team – key functions**

- Implement, review and refresh the *APS Learning and Development Strategy*
- Conduct research and provide advice on contemporary practice in workplace learning
- Support the capability uplift and transformation of agency L&D practice
- Conduct consistent foresighting activities to identify capabilities of the future and associated mechanisms for development
- Undertake engagement and coordination across the APS and externally
- Establish a process for reviewing and sharing products across the APS
- Establish a process for annual coordination of learning priorities
- Manage the APS Learning and Development Community of Practice

### **Capability team – key functions**

- Apply the principles and practices of modern workplace learning to all functions, including experimenting with innovative, cutting-edge technology and mechanisms, maintaining a focus on user-centred design, and ensuring inclusivity and accessibility of output
- Use modern workplace learning principles to co-design and develop Essential APS capability development and performance resources (integrity, induction, etc.)
- Use modern workplace learning principles to co-design, develop and deliver graduate development program
- Use modern workplace learning principles to co-design, develop and deliver Public Service craft capabilities
- Support the establishment of the APS Professional Streams, including capability uplift
- Manage capability-development mobility programs (including Jawun)
- Provide capability development advice and support across the APSC
- Manage the Public Sector Management Program contract

- Provide technological expertise for learning, engagement and evaluation activities
- Manage APSLearn, and any subsequent cross-APS LXP
- Support technology needs associated with delivery

**Evaluation team – key functions**

- Draw insights from multiple data sources on the state of APS performance and capability development, etc., to inform work across the Academy, the Commission and the APS to support high performance
- Design and implement evaluation processes for Academy activities
- Contribute to the foresighting activities of the Partnerships team
- Partner with agencies to improve evaluation capability
- Provide evaluation services to APS Professional Streams

### 3.3 Future financial arrangements

CLL's current financial arrangements have resulted in a lack of clarity about which costs are recovered through fees and the use of appropriation funding. This paper sets out proposed future financial arrangements to support the implementation of the APSC's new operational model for APS L&D which will ensure fee-for-service activities are provided to agencies at full-cost recovery, and appropriation funding is used for high-impact services that are valued across the APS. These changes will allow the APSC to better contribute to L&D across the APS using the APSC's existing staffing allocation, with no need for additional appropriation from Government.

#### Revised financial arrangements

While the L&D functions of the APSC will continue to be funded through a combination of appropriation and fee-for-service activities, it is proposed that the Commission reform its financial arrangements in line with previous review recommendations and cost recovery and competitive neutrality principles. This can be done by:

- using the L&D appropriation (previously MoU revenue) for 'service for the Service' functions, including building partnerships to develop capabilities, enhancing evaluation of the impact of learning, and offering a consistent approach to One-APS imperatives
- providing fee-for-service activities to agencies at full cost-recovery, in which all relevant costs are included when determining participant fees. To improve transparency and accountability, it is recommended that the COO Committee be consulted annually on the pricing methodology and proposed fees. Further details on this approach are provided at Attachment K.

These arrangements are likely to:

- increase fees for the existing leadership development and talent managements programs
- decrease fees for the existing graduate development program
- result in a fee of \$1,000 per participant per day for new public service craft capabilities and \$5,000 per SES capability assessment

A preliminary assessment confirms that prices set using a full cost recovery approach are consistent with fees for comparable offerings in the private market.

#### Future budget

These revised financial arrangements, incorporating full cost recovery, are modelled to continue to deliver a cost-neutral budget; however, revenue and expenses will increase by approximately \$4 million per annum (from \$12 million to around \$16 million). In this calculation:

- The current APSC staffing footprint is unchanged and employee expenses remain similar, but each team's funding sources would be more closely aligned with the activities they undertake. For example, staff who administer programs will have their costs recovered through the participant fees agencies are charged.
- The supplier expenses would increase due to:

- the development and delivery of new fee-for-service activities, to be covered by increased fee-for-service revenue; and
- increased ‘service for the Service’ activities, to be covered by the L&D appropriation which would no longer be required to subsidise existing fee-for-service activities.

The increased revenue would be fully spent developing and maintaining high-quality programs.



## Attachment K: Fee-for-service approach

<b><i>Australian Government Cost Recovery Guidelines principles for intra-government charging</i></b>	<b><i>Corresponding APSC approach</i></b>
The accountable authority (or delegate) provides authority to charge for the specific activity	Commissioner provides authority for the APSC to charge for the L&D activities
The government entity should recover only the efficient costs of the specific activity and should not retain amounts that have already been appropriated to the entity for the activity	The APSC will operate on a cost-neutral basis, to ensure that the L&D appropriation is used primarily for 'service for the Service' functions and the APSC's L&D activities are provided to agencies at full cost recovery
The government entities to be charged should be consulted and where possible agree on the charges, the costs included in calculating the charges and the standard of the product or service being provided	The COO Committee will be consulted annually on a proposed schedule of fees for the APSC's L&D activities
The charging activity should be documented in proportion to the size and complexity of the activity. The documentation should include information on how the charge was determined	Documentation provided to the COO Committee will include the pricing methodology used to determine participant fees, including the estimated employee and supplier expenses and number of deliveries for the year

### 3.4 Change process

The implementation of change across the APSC will require ongoing consultation with staff, linked with a detailed project plan to ensure that the transition delivers sustainable outcomes.

**Objectives: what do we aim to achieve? what does success look like?**

- effective implementation of constructive and sustainable outcomes
- a demonstrated uplift in and addition to staff capabilities
- maintenance of a positive team culture that supports ongoing change
- an enhanced reputation for the APSC as trusted, credible and valued

**Principles for action: how does the APSC want to proceed? what values will the APSC display?**

- we will demonstrate respect for staff knowledge, skills and experience
- we will make fair decisions that draw on staff input and evidence
- we will be open and transparent in the way we implement change
- we will be honest and clear in our communications

**Scope: what will change? how will we work in future? how will it be different?**

- Reinforce the APSC's role as a central agency; be a trusted authority that is sought out by agencies; where the Commission is recognised for its valuable, credible advice; be responsive
- Focus on excellence; to be at the leading edge of thinking; display rigour and discipline; to be connected, collaborative and flexible
- Reinforce partnerships with Secretaries and agencies; to support their priorities and goals; seek input to APSC projects through secondments and working groups
- Strengthen outward-facing, consultative and collegiate approach; display positive engagement and active partnerships with agencies; build capabilities through co-design and co-governance
- Bolster APSC staff capabilities, systems and processes; staff will be valued when offering strategic insight, displaying their technical expertise and sharing their deep knowledge

The change project plan will provide details on implementation actions on a number of key topics:

- Governance: what decision-making processes need to be in place? who will lead the change?
- Change management: how will change be implemented in practice? who will ensure action?
- Consultation with staff: how will staff be informed and consulted? how often?
- Consultation with stakeholders: who needs to be informed about the change process?
- Implications for staff: what changes are proposed to staff roles?
- Costs: will the transition to new functions and new roles cost more?
- Timing: when will actions be implemented?
- Risks: what risks can be anticipated? how can these risks be managed?
- Ensuring success: how can the APSC plan for effective and sustainable change?

## 4. Consultations

### APSC governance group

Peter Woolcott, APS Commissioner

Mary Wiley-Smith, Deputy Commissioner

Richard Bartlett, Former First Assistant Commissioner

Pat Hetherington, First Assistant Commissioner

### APSC consultations

Helen Bull, former Assistant Commissioner, Workforce Strategy Group

Terri Dreyer, Assistant Commissioner, Projects Group

Grant Lovelock, Assistant Commissioner, Workforce Strategy Group

Katrina Purcell, Assistant Commissioner, Strategic Policy and Research Group

Liz Quinn, Assistant Commissioner, Leadership and Capability Group

Catherine Seaberg, Assistant Commissioner, Inclusion Group

Jacquie Walton, Assistant Commissioner, Enabling and Digital Services Group

Callie Zorzi, Chief of Staff and former Assistant Commissioner, Integrity, Performance and Employment Policy Group

Sayuri Grady, Director, Legal, Integrity, Performance and Employment Policy Group

Director and staff, Finance and Business Management team, Enabling and Digital Services Group

Directors, Leadership and Capability Group

Staff, Leadership and Capability Group

Casual facilitators, Leadership and Capability Group

Integrity Project Team, Integrity, Performance and Employment Policy Group

APS Learning and Development Strategy project team, Workforce Strategy Group

### APS consultations

Simon Atkinson, Secretary, Department of Infrastructure, Transport, Regional Development and Communications

David Fredericks, Secretary, Department of Industry, Science, Energy and Resources

Rosemary Huxtable, Secretary, Department of Finance

Andrew Metcalfe, Secretary, Department of Agriculture, Water and the Environment

Randall Brugeaud, Chief Executive Officer, Digital Transformation Agency and Head of APS Digital Professional Stream

David Gruen, Australian Statistician, Australian Bureau of Statistics and Head of APS Data Professional Stream

Rebecca Skinner, Chief Executive Officer, Services Australia

Stephanie Foster, Deputy Secretary, Governance and APS Reform, Department of the Prime Minister and Cabinet

Justine Greig, Deputy Secretary Defence People, Department of Defence

Clare Walsh, Deputy Secretary, Business Enabling Services, Department of Finance

Rob Heferen, Deputy Secretary, Higher Education, Research and International, Department of Education, Skills and Employment

Harinder Sidhu, Deputy Secretary, Services Delivery Group, Department of Foreign Affairs and Trade

Jenet Connell, Deputy Australian Statistician, Enterprise Services Group, Australian Bureau of Statistics

Jacqui Curtis, Chief Operating Officer, Australian Taxation Office and Head of APS HR Professional Stream

Pablo Carpay, First Assistant Secretary, People and Culture Division, Department of Home Affairs

Will Story, Acting First Assistant Secretary, APS Reform, Department of the Prime Minister and Cabinet

Wendy Ah Chin, Branch Manager, Business Operations, National Indigenous Australians Agency, and co-lead SES Indigenous Network Branch Manager

Ian Nicholas, Assistant Secretary, Resource Management, Department of Finance

Clare Firth, Assistant Secretary, Commonwealth State Relations, Department of the Prime Minister and Cabinet

Jason Lange, Assistant Secretary, and Alpha Cheng, Office of Best Practice Regulation, Department of the Prime Minister and Cabinet

Jasna Blackwell, Assistant Secretary, Capability, Planning and Change, Department of Agriculture, Water and the Environment

Carly Dunn, Assistant Director, People Strategy and Learning, Fair Work Ombudsman

Senior staff, Office of National Intelligence

Chief Operating Officers Committee

Indigenous SES Network

APS Graduates

## **Consultations external to the APS**

Andrew Podger, former APS Commissioner and Secretary

Steve Sedgwick, former APS Commissioner and Secretary

Peter Shergold, former APS Commissioner and Secretary

Blair Comley, former Secretary

Gordon de Brouwer, former Secretary

Finn Pratt, former Secretary

Heather Smith, former Secretary

David Tune, former Secretary

Jeff Whalan, former Agency Head

Robert Griew, former Deputy Secretary

Carmel McGregor, former Deputy APS Commissioner

Anne Tiernan, Griffith University

Glyn Davis, Australian National University

Ken Smith, Dean, ANZSOG

Isi Unikowski, Trish Mercer and Andrew Morgan, ANU/ANZSOG

Chris Blake, Latitude Financial and member of the Deputy Secretaries Talent Council

Dianne Van Meegan, Directions for Change

Jane Gunn, KPMG

Mary Harwood and Graham Templeton, Ethos CRS Consulting

Brigid Hardy and Leanne Elliott, Interaction Consulting Group

Anthony Ball and Jamie Sims, People Measures